Work Session Room at City Hall
Monday, June 15, 2026
6:00 PM

William E. Dollar Municipal Building
200 N. Fifth St.
Garland, Texas

GARLAND

Mission
We serve to grow public trust and a thriving Garland community, today and for the future.

Vision
Garland will be an engaged and vibrant community that residents proudly call home.

CITY OF GARLAND
WORK SESSION OF THE CITY COUNCIL

The Garland City Council extends to all visitors a sincere welcome. We value your interest in our community and your participation in the meetings of this governing body. Visit GarlandTX.gov/Council for a full list of meeting dates.

The Council Chambers at Garland City Hall is wheelchair accessible, and ADA parking is available on the street as well as in the public parking garage. Persons with disabilities who may need auxiliary aids or services must contact the City Secretary's Office at 972-205-2404 at least two working days prior to the meeting so that appropriate arrangements can be made. Braille is not available.

NOTICE: Pursuant to Section 551.127 of the Texas Government Code, one or more members of the City Council may attend this meeting by internet/video remote means. A quorum of the City Council, as well as the presiding officer, will be physically present at the above-identified location. Members of the public that desire to make a public comment must attend the meeting in person.

PUBLIC COMMENTS ON WORK SESSION ITEMS

Members of the audience may address the City Council on any Work Session item at the beginning of the meeting. Speakers are allowed three minutes each, grouped by agenda item and called in the order of the agenda. Anyone wishing to speak must fill out a speaker card (located at the entrance to the Council Chambers and on the visitor's side of the Work Session Room) and give it to the City Secretary before the Mayor calls the meeting to order. Speakers are limited to addressing items on the Work Session agenda only. Items on a Regular Meeting agenda should be addressed at the respective Regular Meeting. Items not currently on an agenda may be addressed during the citizen comments portion of any Regular Meeting.

CONSIDER THE CONSENT AGENDA

Council may ask for discussion or further information on any item posted in the consent agenda of the next Regular Meeting. Council may also ask that an item on the consent agenda be pulled and considered for a vote separate from the consent agenda at the next Regular Meeting. All discussions or deliberations are limited to posted agenda items and may not include new or unposted subject matter.

WRITTEN BRIEFINGS

Council may ask for discussion, further information, or give direction to staff on an item posted as a written briefing.

1. **Clean-up Amendments to Chapter 22 of the Code of Ordinances**

   Council is requested to consider adopting "clean-up" amendments to Chapter 22, Health, of the Code of Ordinances related to the regulation of food trucks. Unless otherwise directed by Council,

this item will be scheduled for formal consideration at the June 16, 2026 Regular Meeting.

2. Sale of Certain GP&L Transmission Facilities

Council is requested to consider the approval of the sale of certain GP&L Transmission Facilities for an estimated approximate price of $5 million. Unless otherwise directed by Council, this item will be scheduled for formal consideration at the July 7, 2026 Regular Meeting.

3. Notice of Intent for Sale of Certificates of Obligation, Series 2026

Council is requested to consider a resolution directing the publication of notice of intention to issue certificates of obligation to fund Capital Projects. Unless otherwise directed by Council, this item will be scheduled for formal consideration at the July 7, 2026 Regular Meeting.
Presenter: Allyson Bell Steadman, Chief Financial Officer

4. General Obligation (GO) Bonds, Series 2026

Council is requested to consider the issuance of General Obligation Bonds to fund the 2004, 2019, and 2025 Bond Programs.
Presenter: Allyson Bell Steadman, Chief Financial Officer

5. Water and Sewer System Revenue Refunding Bonds, Series 2026

Council is requested to consider refunding approximately $60 million of Water and Sewer System Commercial Paper Notes, Series 2015, with Water and Sewer Revenue Refunding Bonds, Series 2026.
Presenter: Allyson Bell Steadman, Chief Financial Officer

VERBAL BRIEFINGS

Council may ask for discussion, further information, or give direction to staff on an item posted as a verbal briefing.

6. Interviews for Appointments to the Dallas Area Rapid Transit Board

Information was posted on the City's website regarding the qualifications for the Dallas Area Rapid Transit Board Members in order to provide an opportunity for citizens to apply for the positions. Qualified applicants were requested to submit an application by June 5, 2026. At the close of the notice period, 22 applicants responded. Council is scheduled to formally appoint two representatives to the Dallas Area Rapid Transit Board at the June 16, 2026 Regular Meeting.

7. Adoption of the City of Garland Housing Strategy Prepared by CZB, LLC

Council is requested to consider the adoption of the City of Garland Housing Strategy prepared by CZB, LLC. Unless otherwise directed by Council, this item will be scheduled for formal consideration at the June 16, 2026 Regular Meeting.
Presenter: Becky King, Managing Director - Community and Neighborhood Development

8. Selection of Economic Focus Areas

Council will identify and select the Economic Focus Areas as required by the Garland on the Rise 2026-2036 Strategic Plan. Unless otherwise directed by Council, this item will be scheduled for formal consideration at the June 16, 2026 Regular Meeting.

Presenter: Becky King, Managing Director - Community and Neighborhood Development

9. Garland on the Rise 2026–2036 Strategic Plan Adoption

Council is requested to consider adoption of the Garland on the Rise 2026–2036 Strategic Plan. Unless otherwise directed by Council, this item will be scheduled for formal consideration at the June 16, 2026 Regular Meeting.
Presenter: Mike Betz, City Manager

10. Replace Resolution No.10468 for the Downtown Historic District Revitalization Grant Program

Council is requested to consider replacing Resolution No. 10648 for the Downtown Historic District Revitalization Grant Program.
Presenter: Nancy Tunell, Business Development Manager, Dana Lodge, CVB & Events Director

11. Update Regarding the Rate Review Mechanism (RRM) Framework and Atmos Energy Annual Rate Case

Staff will provide an update on the annual Atmos Rate Review Mechanism (RRM) rate case and process. No City action is necessary at this point.
Presenter: Matthew Watson, Assistant City Manager

12. Update Regarding Potential Opportunity Zone Nominations

Staff will provide an overview of the Opportunity Zone Program and present recommended eligible census tracts for nomination to the State of Texas for consideration as Opportunity Zones.
Presenter: Matthew Watson, Assistant City Manager

13. Data Center Water Usage Report

Council requested staff to prepare a report on water usage by data centers in Garland and compare it to other industrial users.
Presenter: Crystal Owens, Assistant City Manager

14. Consider the Appointment of a Mayor Pro Tem and Deputy Mayor Pro Tem

Council is requested to consider the election of a Mayor Pro Tem and, if so desired, a Deputy Mayor Pro Tem.
Presenter: Mayor Dylan Hedrick

CONSIDER APPOINTMENTS TO BOARDS AND COMMISSIONS

Terms are usually staggered whereby at least half of the membership has previous experience. Members are appointed based on qualifications.

15. Councilmember Ed Moore

- **Dr. Vicki Jackson-High - Board of Adjustment**

- **Alex Alexander - Community Multicultural Commission**
- **Daniel Camp - Library Board**
- **Terry Hillard - Plan Commission**
- **Jeff Smith - Tax Increment Finance #2 South Board**
- **Simon Mathew - Unified Building Standards Commission**

ANNOUNCE FUTURE AGENDA ITEMS
A Councilmember, with a second by another member or the Mayor alone, may ask that an item be placed on a future agenda of the City Council or of a committee of the City Council. No substantive discussion of that item will take place at this time.

EXECUTIVE SESSION
The City Council will adjourn into executive session pursuant to sections 551.071, 551.074, and 552.087 of the Texas Government Code to deliberate and discuss the following:

16. **A potential offer by the City of financial and other incentives to a business prospect and the receipt of commercial or financial information that the City has received from that same business prospect, which the City seeks to have locate within the City in the area of South Jupiter Road and Marquis Drive, and with which the City is conducting economic development negotiations (551.087); and attorney/client communications related to the same (551.071).**

17. **Personnel matters related to the resignation, employment, or duties of the Assistant City Manager Phillip Urrutia, who has accepted a job as city manager for another municipality, and its impact on the Office of the City Manager and the potential filling of the vacancy (551.074); and attorney/client matters related to the same (551.071).**

ADJOURN
All Work Sessions of the Garland City Council are broadcast live on CGTV, Time Warner Cable Channel 16 and Frontier FIOS TV 44. Meetings are rebroadcast at 9 a.m. and 7 p.m. Tuesdays - Sundays. Live streaming and on-demand videos of the meetings are also available online at GarlandTX.tv. Copies of the meetings can be purchased through the City Secretary's Office (audio CDs are $1 each and DVDs are $3 each).

NOTICE: The City Council may recess from the open session and convene in a closed executive session if the discussion of any of the listed agenda items concerns one or more of the following matters:

1. Pending/contemplated litigation, settlement offer(s), and matters concerning privileged and unprivileged client information deemed confidential by Rule 1.05 of the Texas Disciplinary Rules of Professional Conduct. Sec. 551.071, Tex. Gov't Code.
2. The purchase, exchange, lease or value of real property, if the deliberation in an open meeting would have a detrimental effect on the position of the City in negotiations with a third person. Sec. 551.072, Tex. Gov't Code.
3. A contract for a prospective gift or donation to the City, if the deliberation in an open meeting would have a detrimental effect on the position of the City in negotiations with a third person. Sec. 551.073, Tex. Gov't Code.

4. Personnel matters involving the appointment, employment, evaluation, reassignment, duties, discipline or dismissal of a public officer or employee or to hear a complaint against an officer or employee. Sec. 551.074, Tex. Gov't Code.
5. The deployment, or specific occasions for implementation of security personnel or devices. Sec. 551.076,Tex. Gov't Code.
6. Discussions or deliberations regarding commercial or financial information that the City has received from a business prospect hat the City seeks to have to locate, stay, or expand in or near the territory of the City and with which the City is conducting economic development negotiations; or to deliberate the offer of a financial or other incentive to a business prospect of the sort described in this provision. Sec. 551.087, Tex. Gov't Code.
7. Discussions, deliberations, votes, or other final action on matters related to the City's competitive activity, including information that would, if disclosed, give advantage to competitors or prospective competitors and is reasonably related to one or more of the following categories of information:

- generation unit specific and portfolio fixed and variable costs, including forecasts of those costs, capital improvement plans for generation units, and generation unit operating characteristics and outage scheduling;
- bidding and pricing information for purchased power, generation, and fuel, and Electric Reliability Council of Texas bids, prices, offers, and related services and strategies;
- effective fuel and purchased power agreements and fuel transportation arrangements and contracts;
- risk management information, contracts, and strategies, including fuel hedging and storage;
- plans, studies, proposals, and analyses for system improvements, additions, or sales, other than transmission and distribution system improvements inside the service area for which the public power utility is the sole certificated retail provider; and
- customer billing, contract, and usage information, electric power pricing information, system load characteristics, and electric power marketing analyses and strategies. Sec. 551.086; Tex. Gov't Code; Sec. 552.133, Tex. Gov't Code]

Each year, the City Council reviews and updates its goals for the Garland community and City operations. City management uses the goals to guide operational priorities, decision-making and resource allocation.



GARLAND

CITY COUNCIL STAFF REPORT

Meeting Date: June 15, 2026

Title: Clean-up Amendments to Chapter 22 of the Code of Ordinances

Submitted by: Brian England, City Attorney

Strategic Focus Area: Safe Community
Sound Governance and Finances

Issue / Summary

Consider adoption of an ordinance amending Section 22.26, “Amendments made to the Texas Food Establishment Rules,” of Chapter 22, “Health,” of the Code of Ordinances.

Background

Chapter 22 of the Garland Code of Ordinances adopts the Texas Food Establishment Rules, with local amendments incorporated into the Code through Section 22.26. Recent changes to state law, including Senate Bill 1008 and House Bill 2844, created a statewide licensing and inspection framework for mobile food vendors and limited certain local food-related permits, fees, credentials, and inspection requirements.
The proposed ordinance is a clean-up ordinance intended to align Garland’s local food regulations with current state law. The ordinance removes outdated local references to mobile food vendor health permitting, Dallas County Mobile Food Permits, local food manager registration, and other provisions that are no longer consistent with state law.

Consideration / Recommendation

The ordinance updates the City’s incorporated TFER amendments by:

- recognizing the state mobile food vendor license required under Texas Health and Safety Code Chapter 437B;
- removing local health-permit provisions for mobile food vendors that are now regulated through the state framework;
- deleting outdated local mobile-unit categories and replacing them with state-law terminology where appropriate;
- removing local food manager registration/card requirements and related fees;
- updating fee and reinspection language to conform to state-law limits;
- preserving the City’s authority to enforce non-conflicting local fire, zoning, location, traffic, right-of-way, parks, special-event, waste, nuisance, and public safety regulations; and
- updating ice cream truck provisions so they operate as public-safety and right-of-way regulations rather than local health-permit requirements.

The ordinance does not eliminate the City’s ability to regulate where and how mobile food vendors operate within Garland. Mobile food vendors, including ice cream trucks, remain subject to applicable City requirements relating to fire safety, traffic safety, school areas, right-of-way use, parks, special events, private property authorization, nuisance, and other non-conflicting local regulations.

Attachments

A. Ord. No. ___ Food Truck Amendments 2026

ORDINANCE NO. _____

AN ORDINANCE AMENDING SECTION 22.26, "AMENDMENTS MADE TO THE TEXAS FOOD ESTABLISHMENT RULES," OF CHAPTER 22, "HEALTH," OF THE CODE OF ORDINANCES OF THE CITY OF GARLAND, TEXAS; AMENDING SECTION 10.85, "FEES AND RATES," OF ARTICLE VII, "MASTER FEE AND RATE SCHEDULE," OF CHAPTER 10, "ADMINISTRATION," OF THE CODE OF ORDINANCES OF THE CITY OF GARLAND, TEXAS; CONFORMING LOCAL REGULATION OF MOBILE FOOD VENDORS, FOOD VENDING VEHICLES, TEMPORARY FOOD ESTABLISHMENTS, WORKPLACE FOOD SERVICE, FOOD MANAGER CERTIFICATION, PERMITS, FEES, INSPECTIONS, SPECIAL EVENTS, FIRE INSPECTIONS, AND RELATED REQUIREMENTS TO STATE LAW; PROVIDING A SAVINGS CLAUSE; PROVIDING A PENALTY UNDER THE PROVISIONS OF SECTION 10.05 OF THE CODE OF ORDINANCES OF THE CITY OF GARLAND, TEXAS; PROVIDING A SEVERABILITY CLAUSE; PROVIDING A TRANSITION CLAUSE; AND SETTING AN EFFECTIVE DATE.

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

Section 1

That Section 22.26, "Amendments made to the Texas Food Establishment Rules," of Chapter 22, "Health," of the Code of Ordinances of the City of Garland, Texas, is hereby amended *in part* to read as follows:

"Sec. 22.26 Amendments made to the Texas Food Establishment Rules

...

Section 228.2, relating to definitions, is amended by amending the following definitions to read as follows:

~~Catering truck~~. ~~Any mobile food unit from which approved, prepackaged foods are sold or conveyed in such a manner that no direct food contact results.~~

Central Preparation Facility. A facility that is an approved and permitted retail food establishment at which food is prepared, stored, and wrapped; and the Mobile Food Unit is supplied with fresh water and ice; and emptied of waste water into a proper waste

disposal system, and cleaned, including washing, rinsing, and sanitizing of those food-contact surfaces or items not capable of being immersed in the Mobile Food Unit utensil-washing sink. For a mobile food vendor or food vending vehicle, the term has the meaning and effect assigned by 25 Texas Administrative Code Chapter 226 and applies only to the extent a central preparation facility or commissary is required by state law. Use of a private residence as a central preparation facility is prohibited.

. . .

~~Food cart. A mobile food unit which is not motorized and which is propelled only by the operator, and which is designed and intended for the sale of certain prepackaged foods and precooked linked products, and which is serviced from another location.~~

. . .

~~Mobile Food Preparation Vehicle. A mobile food unit upon which food is cooked, wrapped, packaged, processed, or portioned for service, sale, or distribution.~~

Mobile Food Unit. A vehicle mounted, self or otherwise propelled, self-contained food service operation, designed to be readily movable (including, but not limited to trailers, mobile food vendors, food vending vehicles, and push carts) and used to store, prepare, display, serve or sell food. Mobile units must completely retain their mobility at all times. A Mobile Food Unit does not mean a stand or a booth. For purposes of mobile food vendor licensing, health inspection, and enforcement, the terms "mobile food vendor" and "food vending vehicle" shall have the meanings assigned by Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226.

Section 228.2, relating to definitions, is further amended by adding the following definitions to read as follows:

Food vending vehicle. A vehicle that operates as a food service establishment and is designed to be readily movable, as provided by Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226.

Mobile food vendor. A person who dispenses food or beverages from a food vending vehicle for immediate service or consumption, as provided by Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226.

State mobile food vendor license. A license issued by the Texas Department of State Health Services under Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226 for operation as a mobile food vendor.

...

Section 228.33(a) is amended to read as follows:

At least one employee that has supervisory and management responsibility and the authority to direct and control food preparation and service shall be a certified food protection manager who has shown proficiency of required information through passing a test that is part of an accredited program~~, and who has a valid and current food manager registration issued by the regulatory authority~~. The City shall not require a food manager who holds a food manager certificate issued under Subchapter C, Chapter 438, Texas Health and Safety Code, to pay a fee for or hold a local food manager card, license, permit, certification, credential, or other local paperwork. ~~A food establishment that employs ten (10) or more persons shall operate with a registered food service manager on duty at all times of operation.~~

Section 228.33(b) is deleted in its entirety.

Section 228.33(d) is amended to read as follows:

A food establishment shall not continue to employ a person as a food handler who does not possess a valid certificate of satisfactory completion of an approved food handler training course within forty-five (45) days after his or her employment as food handler. Persons possessing ~~a valid food service manager registration~~a valid food manager certificate issued under Subchapter C, Chapter 438, Texas Health and Safety Code shall be exempt from this requirement. Employees of a mobile food vendor

shall comply with the food handler and food manager certification requirements of Texas Health and Safety Code Chapter 437B, Chapter 438, and 25 Texas Administrative Code Chapter 226.

Section 228.222 is amended by adding a new Section 228.222(t) to read as follows:

(t) Mobile food vendors and workplace food service. A temporary food establishment permit is not required for a mobile food vendor that holds a state mobile food vendor license and operates in compliance with Texas Health and Safety Code Chapter 437B, 25 Texas Administrative Code Chapter 226, and all non-conflicting City fire, zoning, location, right-of-way, parking, special event, grease, wastewater, solid waste, noise, and nuisance regulations. A permitted food service establishment or permitted mobile food unit, and an employee or contractor of such establishment or unit, shall not be required to obtain an additional City permit or certification to transport, deliver, and serve food at the premises of a workplace if the activity satisfies Texas Health and Safety Code Section 437.030. The owner or operator of a workplace to which food is transported, delivered, or served under Texas Health and Safety Code Section 437.030 shall not be required to obtain a permit or certification solely for that activity.

Section 228.227 is amended by adding a new Section 228.227(d) to read as follows:

(d) State law limitations. This section does not authorize the City to require a permit, license, certification, or fee prohibited by Texas Health and Safety Code Chapters 437, 437B, or 438. A small-scale food business that satisfies Texas Health and Safety Code Section 437.0063 is exempt from City permit and permitting-fee requirements to the extent required by that section. A person operating under Texas Health and Safety Code Section 437.030 is exempt from additional City permit or certification requirements to the extent required by that section.

Section 228.228, titled "Food Carts," is changed to "Mobile Food Vendors" and is deleted *in its entirety* and replaced to read as follows:

Section 228.228 Mobile Food Vendors.

(a) Applicability. This section applies to mobile food vendors and food vending vehicles operating within the City. This section shall be construed consistently with Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226. In the event of a conflict, state law controls.

(b) State license required; no separate City health permit. A mobile food vendor may not operate within the City unless the vendor holds the state mobile food vendor license required by Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226 for each food vending vehicle. The City shall not require a separate City health permit, City health license, City health certification, or other City health authority for a mobile food vendor or food vending vehicle licensed by the Texas Department of State Health Services. The mobile food vendor shall display the state mobile food vendor license and health inspection certificate in a conspicuous location for public view as required by state law.

(c) Local requirements preserved. Nothing in this section limits the City's authority to enforce non-conflicting fire codes, zoning codes, location restrictions, parking regulations, traffic regulations, right-of-way regulations, special event requirements, park rules, grease and cooking-waste disposal requirements, wastewater and solid-waste disposal requirements, noise regulations, nuisance regulations, or other local laws that do not conflict with Texas Health and Safety Code Chapter 437B or 25 Texas Administrative Code Chapter 226.

(d) Special events. A mobile food vendor operating at a special event must obtain all non-health approvals required by Section 30.214 of this Code and any other applicable City special-event requirement, unless preempted by state law. A special-event approval may regulate site layout, fire lanes, emergency access, traffic control, pedestrian safety, electrical connections, generator placement, propane placement, grease and wastewater disposal, solid-waste disposal, operating location, and hours of operation, to the extent those requirements do not conflict with state law.

(e) Fire prevention. A mobile food vendor shall comply with Chapter 21 of this Code and all applicable fire-prevention requirements. The City shall not require a mobile food vendor to submit a food vending vehicle to an additional fire inspection if the vendor demonstrates that the vehicle passed a state or local fire inspection within the preceding twelve (12) months, unless an additional inspection is authorized by state law or is necessary to address an imminent fire or life-safety hazard not addressed by the prior inspection.

(f) Health inspections. Health inspections of mobile food vendors and food vending vehicles shall be conducted by the Texas Department of State Health Services or by a local authority acting under a collaborative agreement with the Texas Department of State Health Services. The City shall not require a mobile food vendor to submit to a City health inspection unless the City is acting under such a collaborative agreement or is otherwise authorized by state law, including authority to investigate a reported foodborne illness or a health or safety complaint.

(g) Dallas County health permitting. After July 1, 2026, a mobile food vendor operating within the City shall not be required by the City to obtain a Dallas County health permit unless Dallas County is acting under a collaborative agreement with the Texas Department of State Health Services or another provision of state law authorizes the requirement.

(h) Central preparation facility or commissary. A mobile food vendor shall comply with the central preparation facility, commissary, servicing, and recordkeeping requirements of Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226. The City shall not require a mobile food vendor to associate with a central preparation facility or commissary if the food vending vehicle carries the equipment necessary to comply with state law and properly disposes of grease, wastewater, and other cooking waste as required by state and local law.

(i) Grease, wastewater, and solid waste. A mobile food vendor shall dispose of grease, wastewater, sewage, graywater, and solid waste only at approved locations and in a manner that does not create a

public health hazard, nuisance, illicit discharge, obstruction, or violation of the City's plumbing, stormwater, wastewater, solid-waste, fire, or nuisance regulations. This subsection does not authorize the City to impose a health-permit requirement prohibited by state law.

(j) Property authorization; location. A mobile food vendor shall not operate on private property without the permission of the property owner or authorized agent, and shall not operate on City property, in a City park, in a public right-of-way, or at a special event except as authorized by this Code, the Garland Development Code, or other applicable City rule or permit. This subsection regulates location and property authorization and does not create a City health permit for mobile food vendors.

(k) Ice cream and prepackaged frozen novelties. A person may sell, offer for sale, or convey ice cream, shaved ice, or frozen novelty food products from a food vending vehicle within the City if the person holds the state mobile food vendor license required by state law and complies with all non-conflicting local fire, traffic, parking, location, special-event, and nuisance requirements. This subsection supersedes any local prohibition on mobile ice cream sales based solely on the use of a motor vehicle.

(l) Investigations and complaints. The City may investigate a mobile food vendor on reasonable suspicion that the vendor is violating a non-conflicting City ordinance or on receipt of a health or safety complaint to the extent authorized by state law. The City may report suspected violations of state law to the Texas Department of State Health Services and may recommend suspension or revocation of the state mobile food vendor license. Nothing in this section authorizes the City to suspend or revoke a state mobile food vendor license.

(m) Enforcement. A violation of a non-conflicting City requirement described in this section may be enforced as provided by this Code. Enforcement of the state mobile food vendor license, including denial, suspension, revocation, emergency suspension, or administrative penalty, is governed by Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226.

Section 228.229, titled Catering Trucks, is deleted in its entirety and reserved for future use.

Section 228.230, titled Mobile Food Preparation Vehicles, is deleted in its entirety and reserved for future use.

Section 228.231, titled Mobile Ice Cream Sales Prohibited, is deleted in its entirety and reserved for future use.

Section 228.247(c)(10) is amended to read as follows:

(10) Any permanent, fixed food establishment ~~or mobile food preparation vehicle~~ whose inspection score(s) during the previous fiscal year (October 1-September 30) rank in the highest five (5) percentile (arithmetic average) within its classification (as classified by the regulatory authority), shall be exempt from a permit fee for its next annual permit. This provision shall not apply to establishments that began operation or whose ownership or establishment name has changed during the fiscal year in which average scores are calculated.

Section 228.247 is amended by adding a new Section 228.247(m) to read as follows:

(m) State law limitations on permits and fees. The City shall not require a permit, license, certification, credential, paperwork, or other form of authority, or charge a fee, when prohibited by Texas Health and Safety Code Chapters 437, 437B, or 438. Any fee collected under this article shall be established, noticed, submitted, and limited as required by Texas Health and Safety Code Chapter 437, including Sections 437.0124, 437.0126, and 437.0127. The City shall not charge a local food manager card, license, permit, certification, credential, paperwork, or fee prohibited by Texas Health and Safety Code Section 438.1055.

Section 228.249 is amended by adding a new Section 228.249(e) to read as follows:

(e) Mobile food vendor inspections. The City shall not require a mobile food vendor or food vending vehicle to submit to a City health inspection except as authorized by Texas Health and Safety

Code Chapter 437B and 25 Texas Administrative Code Chapter 226. This subsection does not limit the City's authority to conduct fire inspections, special-event inspections, zoning inspections, location inspections, or other non-health inspections that do not conflict with state law.

Section 228.250(c) is amended to read as follows:

Consent to inspection. Application for and operation of a food establishment inside the City constitutes consent for the regulatory authority to inspect the food establishment to determine compliance with this article. For a mobile food vendor or food vending vehicle, this consent applies only to inspections authorized by Texas Health and Safety Code Chapter 437B, 25 Texas Administrative Code Chapter 226, a collaborative agreement with the Texas Department of State Health Services, or other applicable state law. It shall constitute an offense for any person to hinder, physically prevent, interfere with or otherwise obstruct the lawful inspection of a food establishment by the regulatory authority. Such actions may also constitute reason for suspension or revocation of permit. In addition, it shall also constitute an offense if any person willfully provides false information to the regulatory authority as it relates to enforcement of the provisions of this article.

Section 228.259 is added and titled Fee Schedule; Stakeholder Notice; State Law Limitations to read as follows:

Section 228.259 Fee Schedule; Stakeholder Notice; State Law Limitations.

(a) Fee schedule. The City shall establish a fee schedule for any fees collected under Texas Health and Safety Code Chapter 437 and this article and shall revise the fee schedule as necessary. The City shall submit a copy of the fee schedule to the Texas Department of State Health Services for inclusion in the registry established under Texas Health and Safety Code Section 437.0091 not later than the sixtieth (60th) day before the date the fee schedule goes into effect.

(b) Fee caps. A fee charged under this article to a food service establishment, retail food store, mobile food unit, roadside food vendor, temporary food service establishment, or employee of any of those entities shall not exceed the maximum amount authorized by Texas Health and Safety Code Section 437.0126 or other applicable state law. Reinspection fees may be charged only as authorized by state law.

(c) Stakeholder notice. The City shall provide an opportunity for stakeholders to sign up for e-mail updates regarding fees, permits, and inspection protocols or procedures under Texas Health and Safety Code Chapter 437. At least sixty (60) days before a fee, permit, or inspection protocol or procedure is revised, the City shall notify by e-mail all stakeholders who have signed up for e-mail updates under this subsection.

(d) TABC premises fee limitation. The City shall not charge a fee prohibited by Texas Health and Safety Code Section 437.01235 to a food service establishment, retail food store, mobile food unit, roadside food vendor, or temporary food service establishment that has already paid a fee to operate to the Texas Department of State Health Services or to any county, municipality, or public health district.

(e) Sound regulations. Nothing in this article shall be construed to require a sound regulation permit, charge a sound regulation fee, or prohibit sound-related activity protected by Texas Health and Safety Code Section 437.029. The City may enforce the limitations described by Texas Health and Safety Code Section 437.029 and any non-conflicting ordinance adopted by the City.

(f) Small-scale food businesses. A small-scale food business that satisfies Texas Health and Safety Code Section 437.0063 is exempt from City permit and permitting-fee requirements to the extent required by that section.

..."

Section 2

That Section 10.85, "Fees and rates," of Article VII, "Master Fee and Rate Schedule," of Chapter 10, "Administration," of the Code of Ordinances of the City of Garland, Texas, is hereby amended in part to read as follows:

"**Section 10.85. Fees and rates.**

...

(C) Schedule of fees and rates.

...

Chapter 22, health.

~~Mobile food preparation vehicle permit fee~~ No separate City health permit fee may be charged to a mobile food vendor or food vending vehicle licensed under Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226, except as expressly authorized by state law.

Any fee charged under Chapter 22 shall be subject to the limitations, notice requirements, stakeholder e-mail update requirements, and registry submission requirements of Texas Health and Safety Code Chapter 437, including Sections 437.0124, 437.0126, and 437.0127.

..."

Section 3

That Chapter 22 and Chapter 10 of the Code of Ordinances of the City of Garland, Texas, shall be and remain in full force and effect, save and except as amended by this Ordinance.

Section 4

That, after July 1, 2026, any City form, checklist, application, web page, or administrative practice that requires a mobile food

vendor or food vending vehicle to obtain a City health permit or a Dallas County health permit as a condition of operating within the City shall be construed to require the state mobile food vendor license required by Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226, unless Dallas County is acting under a collaborative agreement with the Texas Department of State Health Services or another provision of state law authorizes the requirement. The City Manager or designee is authorized to update administrative forms and public guidance consistent with this Ordinance.

Section 5

That a violation of any provision of this Ordinance shall be a misdemeanor punishable in accordance with Section 10.05 of the Code of Ordinances of the City of Garland, Texas; provided, however, that this Ordinance does not authorize the City to suspend, revoke, or otherwise enforce a state mobile food vendor license except to the extent authorized by state law.

Section 6

That the terms and provisions of this Ordinance are severable and are governed by Section 10.06 of the Code of Ordinances of the City of Garland, Texas.

Section 7

That this Ordinance shall be and become effective immediately upon and after its passage and approval, except that provisions conforming City regulation to the mobile food vendor license required by Texas Health and Safety Code Chapter 437B and 25 Texas Administrative Code Chapter 226 shall be administered consistently with the state-law transition date applicable to that license requirement.

PASSED AND APPROVED this the ___ day of _____ 2026.

CITY OF GARLAND, TEXAS

_____
Mayor

ATTEST:

_____
City Secretary

PUBLISHED:

GARLAND

CITY COUNCIL STAFF REPORT

2

Meeting Date: June 15, 2026

Title: Sale of Certain GP&L Transmission Facilities

Submitted by: Darrell Cline, General Manager & CEO

Strategic Focus Area: Reliable / Cost-Efficient Utility Services

Issue / Summary

The proposed sale consists of the structures, circuit, hardware, and easements and would have to be approved by the PUCT. The net book value would be determined at the time of the transaction, but is currently estimated at $5 million.

Background

Pursuant to Texas House Bill 5066, which was passed during the State's 88th Legislature Regular Session, the Public Utility Commission of Texas ("PUCT") directed ERCOT to develop the Permian Basin Reliability Plan ("Reliability Plan"). The Reliability Plan developed by ERCOT and adopted by the PUCT includes the construction and upgrade of numerous 138 kV and 345 kV transmission lines in West Texas, as well as the construction of three extra-high voltage 765 kV transmission lines to transport power across the state.

GP&L has two 345 kV transmission line upgrade projects in the Reliability Plan – North McCamey Substation to Nevill Road Switch Substation ("North McCamey to Nevill Road") and Bakersfield Substation to Nevill Road Switch Substation ("Bakersfield to Nevill Road"). The North McCamey to Nevill Road and Bakersfield to Nevill Road transmission lines are owned by GP&L and consist of double-circuit capable transmission structures, but there is currently only a singe circuit on the structures. GP&L owns the Nevill Road Switch Substation; however, the Lower Colorado River Authority ("LCRA") owns the Bakersfield and North McCamey Substations.

The Reliability Plan indicates the need for a second circuit to be added to the North McCamey to Nevill Road and Bakersfield to Nevill Road transmission lines. In accordance with PURA § 37.056(e), the owners of the stations have a right to up to 50% of the circuit improvements.

Rather than LCRA owning and maintaining assets on GP&L structures, both parties agree that from ownership and operational standpoints it would be better for each party to have their circuits on structures they own. To accomplish this and to try and recognize the 50% ownership right of the second circuit improvements, GP&L proposes selling LCRA approximately 4.5 miles of its North McCamey to Nevill Road transmission line at net book value. In return, GP&L will own the proposed second circuit on the remaining 7.9 miles of North McCamey to Nevill Road transmission line and all the proposed second circuit on the 3.8-mile Bakersfield to Nevill Road transmission line.

The proposed sale consists of the structures, circuit, hardware, and easements and would have to be approved by the PUCT. The net book value would be determined at the time of the transaction, but is currently estimated at $5 million.

Consideration / Recommendation

Council is requested to approve the proposed sale of approximately 4.5 miles of GP&L's North McCamey-to-Nevill Road transmission line to the Lower Colorado River Authority (LCRA) at net book value, including associated structures, circuit, hardware, and easements, subject to approval of the sale by the Public Utility Commission of Texas (PUCT). The estimated sale price is approximately $5 million. Unless otherwise directed by Council, this item will be scheduled for formal consideration at the July 7, 2026, Regular Meeting.

Attachments

None

GARLAND

CITY COUNCIL STAFF REPORT

3

Meeting Date: June 15, 2026

Title: Notice of Intent for Sale of Certificates of Obligation, Series 2026

Submitted by: Allyson Bell Steadman, Chief Financial Officer

Strategic Focus Area: Sound Governance and Finances

Issue / Summary

On February 3, 2026, Council adopted the 2026 Capital Improvement Program (CIP), which contemplates a Certificate of Obligation (CO) bond sale to fund a portion of the CIP. Council is requested to consider approving a notice of intent resolution to provide legal authorization for the certificates. It should be noted that approval of a notice of intent resolution will not obligate the City to issue debt and formal approval of the Certificates of Obligation is expected to occur at the July 7, 2026 Regular Meeting.

Background

The City Manager formally submitted the proposed CIP to Council at the Work Session Meeting on January 5, 2026, and staff made copies of the proposed CIP available for public inspection and review the next day in libraries and the City Secretary's Office. The City Council held a Special Budget Work Session on January 10, 2026, to review the proposed program. In addition, Public Hearings on the Proposed CIP were held on January 20, 2026 and February 3, 2026. The 2026 Capital Improvement Program was adopted by Council on February 3, 2026 and requires the issuance of Certificates of Obligation. In compliance with City Council's Financial Policy, Certificates of Obligation debt are issued, so the debt maturities are aligned with the useful lives of the capital improvements being funded. CO principal maturities range from 5 years to 20 years. CO's require approval by the Council and publication of a notice of intention for issuance. The maximum amount of issuance in the Notice of Intent resolution is set at $70 million to fund City Council-approved CIP projects.

Consideration / Recommendation

Since neither cash nor voter-authorized bonds are available to fund a portion of the 2026 CIP, staff request the issuance of Certificates of Obligation. The Interest and Sinking debt service tax rate is not impacted as a result of the Notice of Intent to Issue Certificates of Obligation of this debt issuance.

Attachments

None

GARLAND

CITY COUNCIL STAFF REPORT

4

Meeting Date: June 15, 2026

Title: General Obligation (GO) Bonds, Series 2026

Submitted by: Allyson Bell Steadman, Chief Financial Officer

Strategic Focus Area: Sound Governance and Finances

Issue / Summary

On February 3, 2026, Council adopted the 2026 Capital Improvement Program (CIP), which contemplates a General Obligation (GO) bond sale to fund projects from the voter-authorized 2004, 2019, and 2025 Bond Programs. Based on current cash flow projections, staff is recommending the issuance of approximately $70 million of tax-exempt General Obligation Improvement Bonds and an additional $15 million of taxable General Obligation Improvement Bonds to fund a portion of the bond program projects approved in the 2026 Capital Improvement Program.

At a future Council Meeting, Council will consider and approve appointing a pricing officer and delegating to the pricing officer the authority to approve on behalf of the City the terms of sale of these bonds and establishing parameters for the approval of such matters by the pricing officer.

Background

The City Manager formally submitted the proposed CIP to Council at the Work Session Meeting on January 5, 2026, and staff made copies of the proposed CIP available for public inspection and review the next day in libraries and the City Secretary's Office. Council held a Special Budget Work Session on January 10, 2026, to review the proposed program. In addition, Public Hearings on the Proposed CIP were held on January 20, 2026, and February 3, 2026. The 2026 Capital Improvement Program was adopted by the Council on February 3, 2026 and requires the issuance of General Obligation Bonds for the 2004, 2019, and 2025 Bond Program projects.

Based on current cash flow projections, staff is recommending the issuance of approximately $70 million of tax-exempt General Obligation Improvement Bonds and an additional $15 million of taxable General Obligation Improvement Bonds to fund a portion of the bond program projects approved in the 2026 Capital Improvement Program.

Consideration / Recommendation

The General Obligation Improvement Bonds will be fixed rate debt with a 20-year amortization period. The bonds' projected annual debt service payments will not require a tax rate increase and are in alignment with the City's long-term debt model.

Attachments

None

GARLAND

CITY COUNCIL STAFF REPORT

5

Meeting Date: June 15, 2026

Title: Water and Sewer System Revenue Refunding Bonds, Series 2026

Submitted by: Allyson Bell Steadman, Chief Financial Officer

Strategic Focus Area: Sound Governance and Finances

Issue / Summary

Consider refunding approximately $60 million of Water and Sewer System Commercial Paper Notes, Series 2015 with Water and Sewer System Revenue Refunding Bonds, Series 2026 The purpose of this transaction is to refund a portion of variable rate commercial paper notes with fixed rate long-term debt and to generate debt service savings.

At a future Council Meeting, Council will consider and approve appointing a pricing officer and delegating to the pricing officer the authority to approve on behalf of the City the terms of sale of these bonds and establishing parameters for the approval of such matters by the pricing officer.

Background

The Water and Sewer System Commercial Paper Program finances various capital improvement projects for the Water and Sewer System. Funding capacity for this program is $60 million. Due to current market conditions, the City of Garland has an opportunity to refund $60 million of variable rate commercial paper notes with fixed rate long-term Water and Sewer System Revenue Refunding Bonds.

Consideration / Recommendation

The Refunding Bonds will be fixed rate debt with a 20-year amortization period.

Attachments

None

GARLAND

CITY COUNCIL STAFF REPORT

6

Meeting Date: June 15, 2026

Title: Interviews for Appointments to the Dallas Area Rapid Transit Board

Submitted by: Courtney Vanover, Deputy City Secretary

Strategic Focus Area: Customer-Focused City Services

Issue / Summary

Information was posted on the City's website regarding the qualifications for the Dallas Area Rapid Transit Board Members in order to provide an opportunity for citizens to apply for the positions. Qualified applicants were requested to submit an application by June 5, 2026. At the close of the notice period, 20 applicants responded. Council is scheduled to formally appoint two representatives to the Dallas Area Rapid Transit Board at the June 16, 2026 Regular Meeting.

Background

Council will interview applicants.

Consideration / Recommendation

No action is requested at this time. This is an opportunity for Council to interview the applicants.

Attachments

None

GARLAND

CITY COUNCIL STAFF REPORT

7

Meeting Date: June 15, 2026

Title: Adoption of the City of Garland Housing Strategy Prepared by CZB, LLC

Submitted by: Mona Woodard, Grant Administrator

Strategic Focus Area: Vibrant Neighborhoods and Commercial Centers

Issue / Summary

The City of Garland Housing Strategy provides a comprehensive framework to address both housing affordability challenges and market conditions affecting long-term neighborhood vitality and economic growth. The strategy was developed by CZB, LLC following extensive analysis of housing conditions, market trends, neighborhood characteristics, and Council direction received during the January 10, 2026 Housing Workshop.

Background

The City of Garland Housing Strategy builds upon the findings of the Housing Study and identifies a two-pronged approach for addressing housing-related challenges throughout Garland. The strategy recognizes that Garland faces both an affordability gap, where residents struggle to afford housing costs, and a market gap, where private investment and housing demand are insufficient to sustain desired quality of life services and amenities.

Council previously directed staff to pursue strategies that address both conditions by continuing and expanding affordability-focused programs while also developing targeted initiatives designed to strengthen neighborhood conditions, encourage reinvestment, and address quality of life and financial sustainability gaps.

Consideration / Recommendation

The Strategy recommends:

- Maintaining existing citywide housing, code enforcement, neighborhood vitality, landlord education, and housing assistance programs;
- Continuing and expanding programs that assist vulnerable and lower-income households;
- Creating Economic Focus Areas that concentrate public and private investment in targeted locations;
- Strengthening key corridors through beautification, multimodal transportation improvements, and redevelopment initiatives;
- Creating mixed-use activity centers at strategic intersections and nodes;
- Implementing targeted revitalization and stabilization programs within identified neighborhoods;
- Expanding housing choice through market-rate, mixed income, town home, multifamily, and mixed-use development opportunities;
- Continuing Downtown Garland residential growth to support a vibrant and sustainable downtown district.

Additionally, the Strategy establishes a long-term vision for Downtown Garland, recommending approximately 2,500 additional housing units over the next decade to support downtown businesses, increase residential

density, and strengthen Garland's primary civic destination.

The Housing Strategy is intended to work in conjunction with and support:

- Garland on the Rise Strategic Plan;
- Garland Comprehensive Plan 2036;
- Garland Development Code;
- Economic Development Plan; and
- Future Capital Improvement Program and Operating Budgets.

Staff recommends City Council approve the Garland Housing Strategy as presented and authorize staff to utilize the Strategy as a guiding framework for future housing, neighborhood revitalization, redevelopment, economic development, and implementation activities.

Attachments

A. Housing Strategy CC WS June 16 2026 d
B. Final Housing Study Resolution
C. GARLAND HOUSING STRATEGY DRAFT JUNE 15 2026

GARLAND

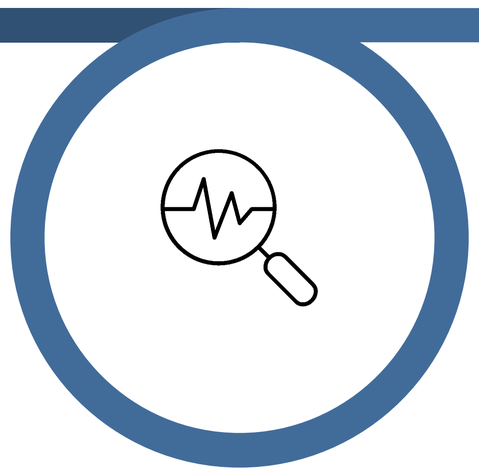
Garland Housing Strategy

City Council Work Session

June 16, 2026

Background and Next Steps

STEP 01



Study

CZB, LLC consulting firm retained to conduct a comprehensive study of Garland's housing market and neighborhood conditions; updates presented at two meetings in summer and fall 2025

STEP 02



Strategic Framework

Final Results of the Garland Housing Study presented to Council at January 10, 2026, workshop. Council provided direction on the overall strategic framework

STEP 03



Strategic Plan

CZB presented key elements and the proposed Garland Housing Strategy to Council at the June 6, 2026 workshop

STEP 04



Adoption

Resolutions supporting the adoption of the Garland Housing Strategy report and proposed Economic Focus Areas will be presented to Council for consideration at the June 17, 2026, Regular Session

Key Study Findings

- Garland's housing market has significant impact on its long-term fiscal sustainability and the resulting ability to preserve quality of life, services and amenities for its residents

- Garland's older, smaller housing stock is an important source of naturally affordable housing in the region

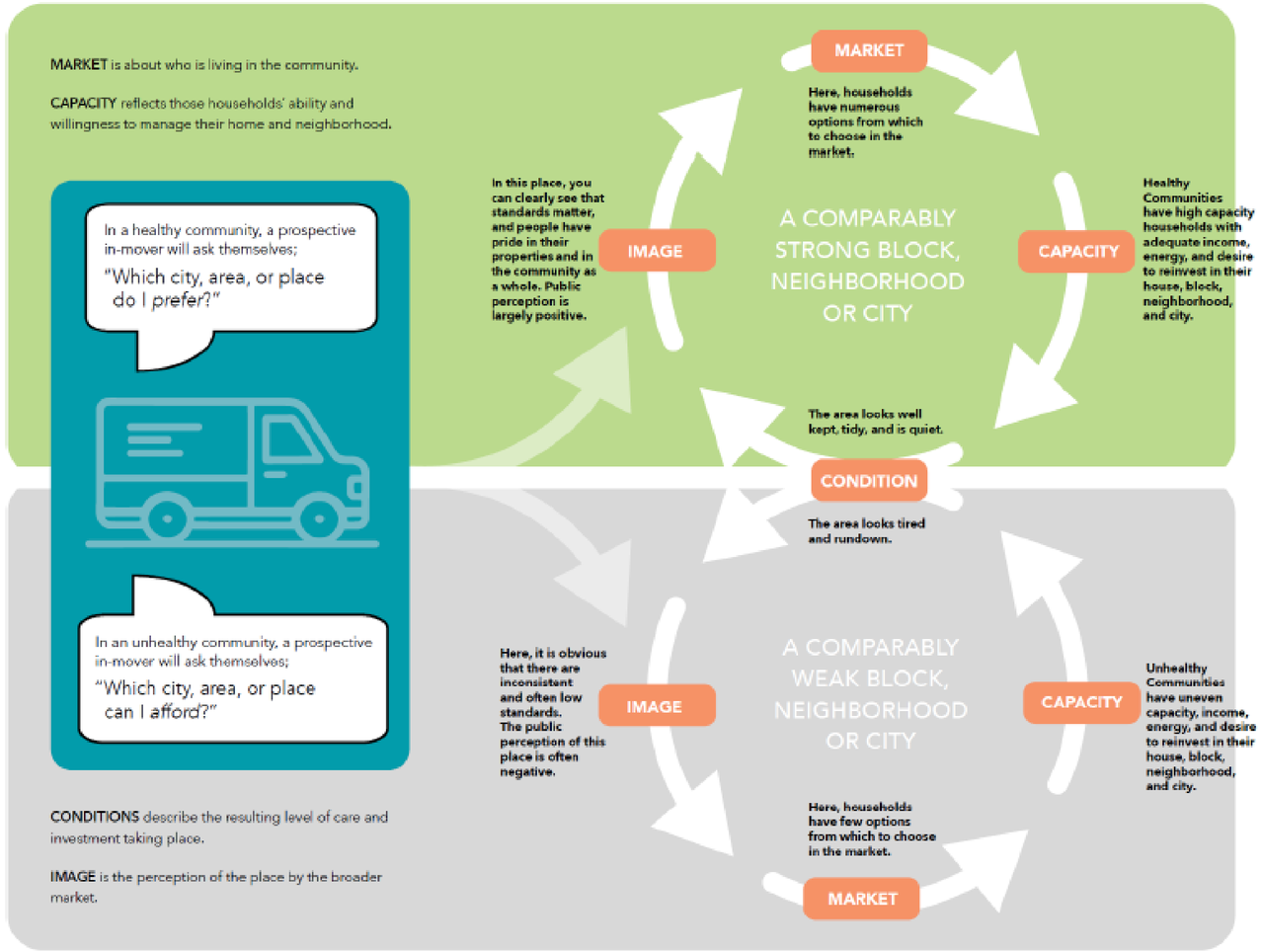
- The combination of aging housing stock, outdated strip centers, and deferred maintenance have impacted perception and reinvestment

- Home values in many of Garland's neighborhoods trail comparable neighborhoods in neighboring communities

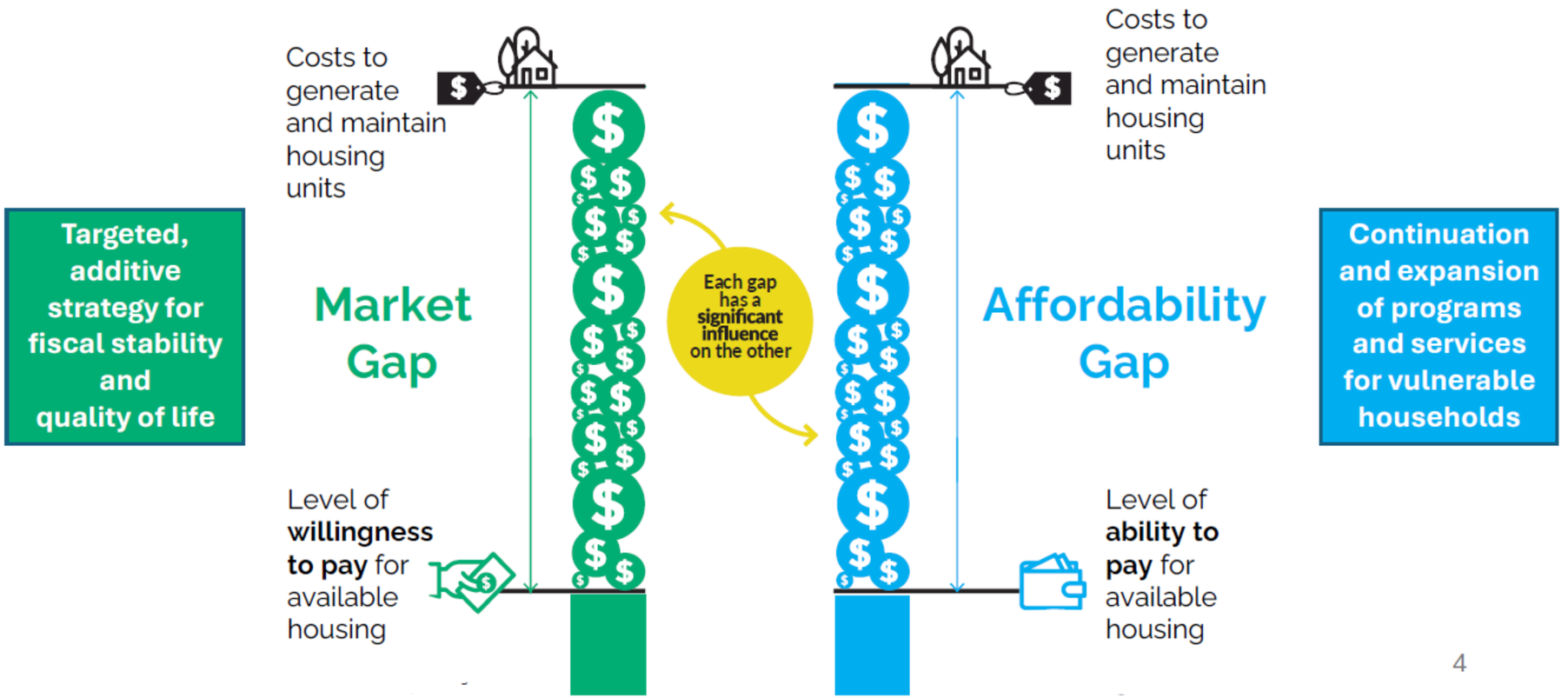
- Lack of economic diversity has resulted in fewer commercial amenities current residents and potential buyers desire, as well as a smaller share of the tax burden being carried by sales tax and other commercial revenues.

- The lack of commercial amenities, deferred maintenance, and the increasing cost of housing in the region (which is outpacing salary growth), has resulted in two important dynamics in Garland's housing market:
    - A negative feedback loop, and
    - Two investment gaps in the Garland housing market

Garland is caught in a negative feedback loop that is perpetuating disinvestment and soft demand.



The Strategic Framework



Addressing both gaps simultaneously requires a carefully curated strategy and program mix.

Market Gap

- Limited willingness to invest
- Deficit of upper-income households to support commercial amenities

Affordability Gap

- Cost-burdened owners and renters
- Senior renters being particularly vulnerable

Strategic Framework

Approach and Guiding Principles

- Recognize housing as integral to the community's quality of life and long-term economic sustainability
- Address both the housing affordability and market gaps by **continuing baseline services citywide,** while adding and concentrating stabilization, revitalization and redevelopment programs in **Economic Focus Areas (EFAs)**
    - Expanding assistance for vulnerable / low-income populations
    - Concentrating resources geographically in a network of walkable, mixed-use Economic Focus Areas, with Downtown as the center, building from strengths to maximize the return on investment of limited City resources,
    - Raising standards of care
    - Leveraging private investment with public incentives
    - Expanding housing choice and housing types
    - Promoting mixed-income strategies

Why Economic Focus Areas

The Challenge

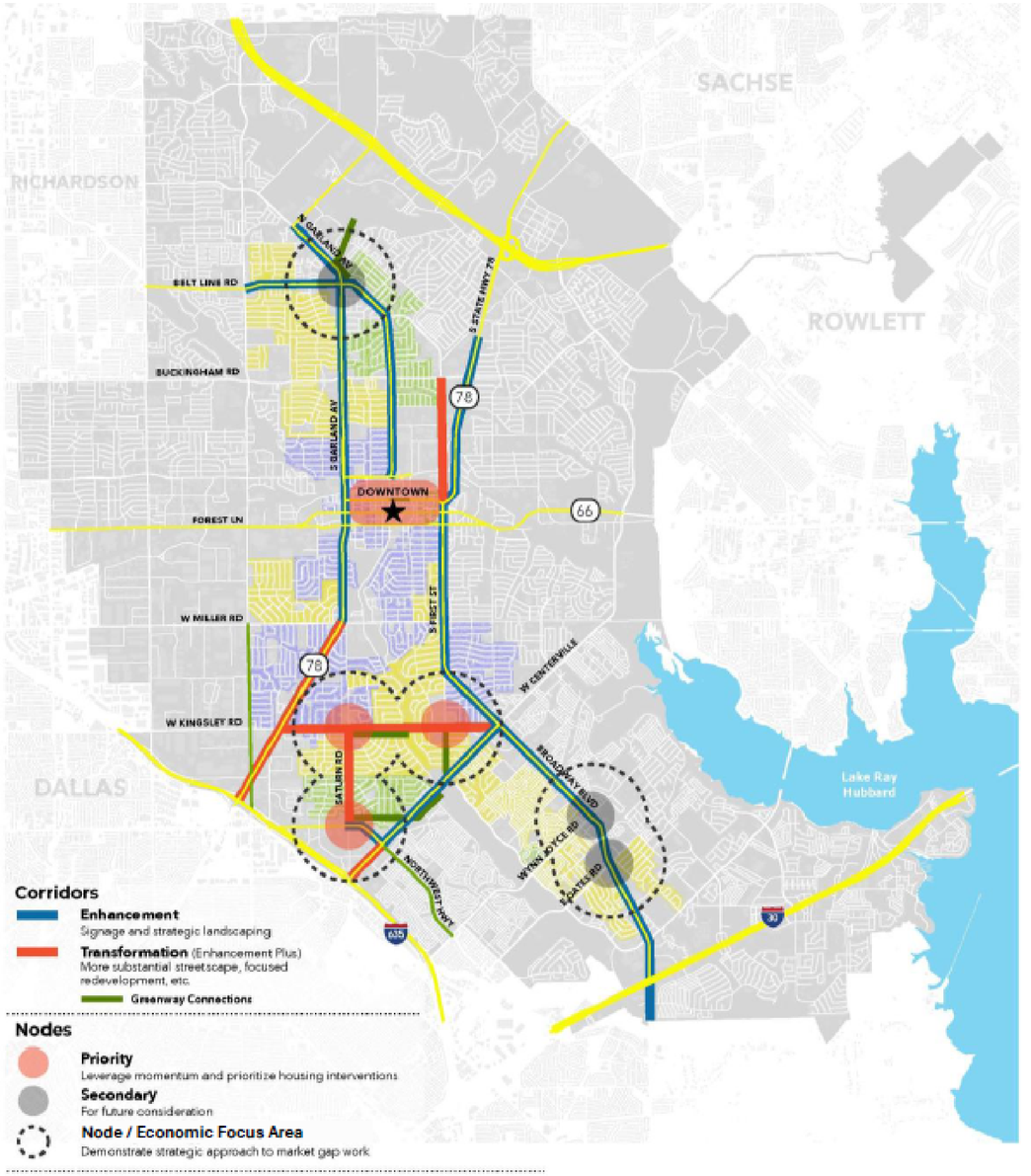
- Limited resources cannot transform the entire city at once
- Spreading investment broadly produces limited visible change

The Solution: EFA Approach

- Focus investment where it can generate the greatest return
- Attract private redevelopment and new housing
- Strengthen neighborhoods, corridors, and fiscal sustainability
- Build momentum through visible success that can be replicated elsewhere
- Expand elsewhere to cover all of Garland over time by sequencing through proposed and future EFAs

Takeaway

Concentrating resources creates greater citywide impact than dispersing them.



EFA Interventions

Corridors

- Public improvements
  - Median enhancements
  - Street trees / parkway / enhancements
  - Public art
  - Signage improvements
  - Pedestrian improvements
- Code compliance
- Fence / screening improvements
- Aging MF Revitalization
- Commercial center façade grants

Nodes / District

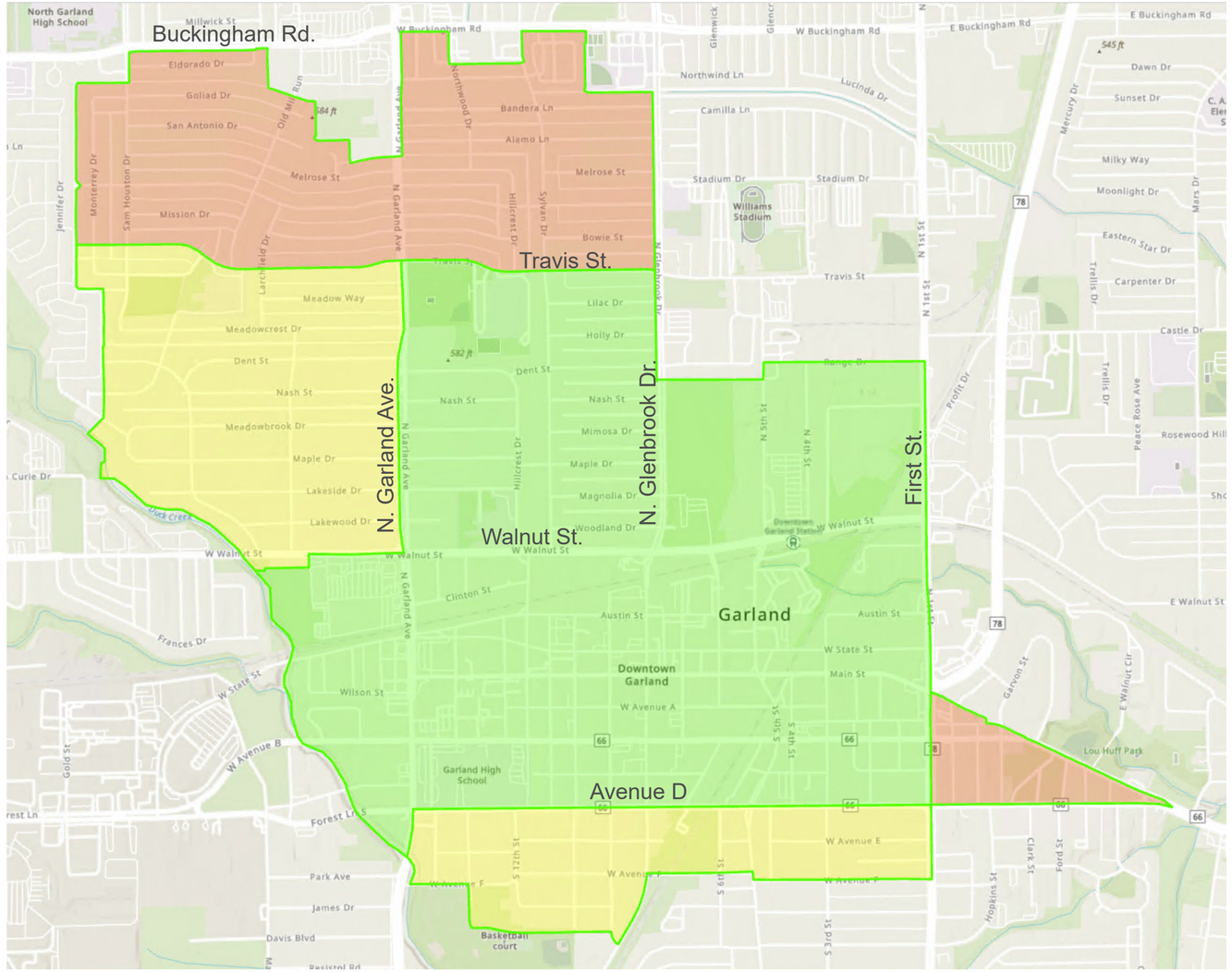
- Incentivized market rate and mixed-income infill housing (medium and high density)
- Land use rebalancing
- Placemaking
- Downtown – add 2,500 housing units in next 10 years

Neighborhoods

- **Where The Heart Is** – focused resources, capacity building, neighborhood identity
- **Growth Neighborhoods -** revitalize, encourage reinvestment
  - Homeowner Renovation Incentive Program (interior and exterior upgrades)
  - Block Challenge Grants (exterior)
  - Single Family Developer incentives
- **Legacy Neighborhoods** – stabilize, establish minimum standards, expand compliance assistance, preserve quality affordable housing
  - Re-tooled Home Improvement Incentive Program (exterior)
  - SF Rental Rehabilitation Incentives Program
  - Garland CARES Program

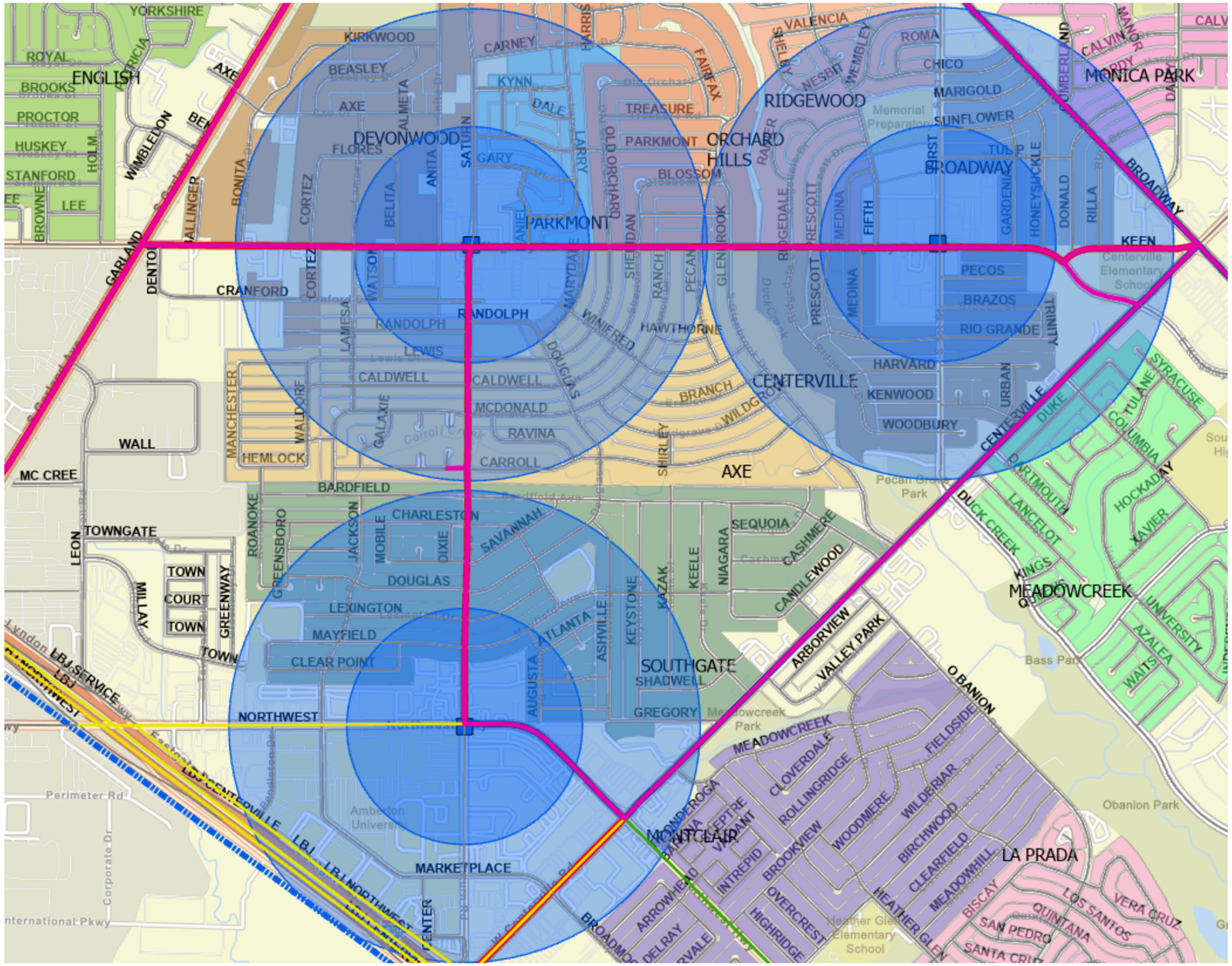
Downtown Economic Focus Area

- Corridor Improvements
  - Walnut (from Duck Creek to Fifth St.)
  - N. Garland Ave. (from Buckingham to Avenue F)
  - N. Glenbrook Dr. (from Avenue F to Buckingham)
  - Key visitor pathways into Downtown District
    - SH-66 / Forest Lane
    - Lavon Drive
    - Broadway Blvd
    - Garland Road / N. Garland Ave
- Neighborhoods
  - North of Walnut and south of Buckingham Rd., between Glenbrook Dr. and Duck Creek
  - Within the Downtown District (within Walnut, First St, Avenue D, and Garland Rd)
  - Between Avenue D and Avenue H, from Garland Rd to First St.



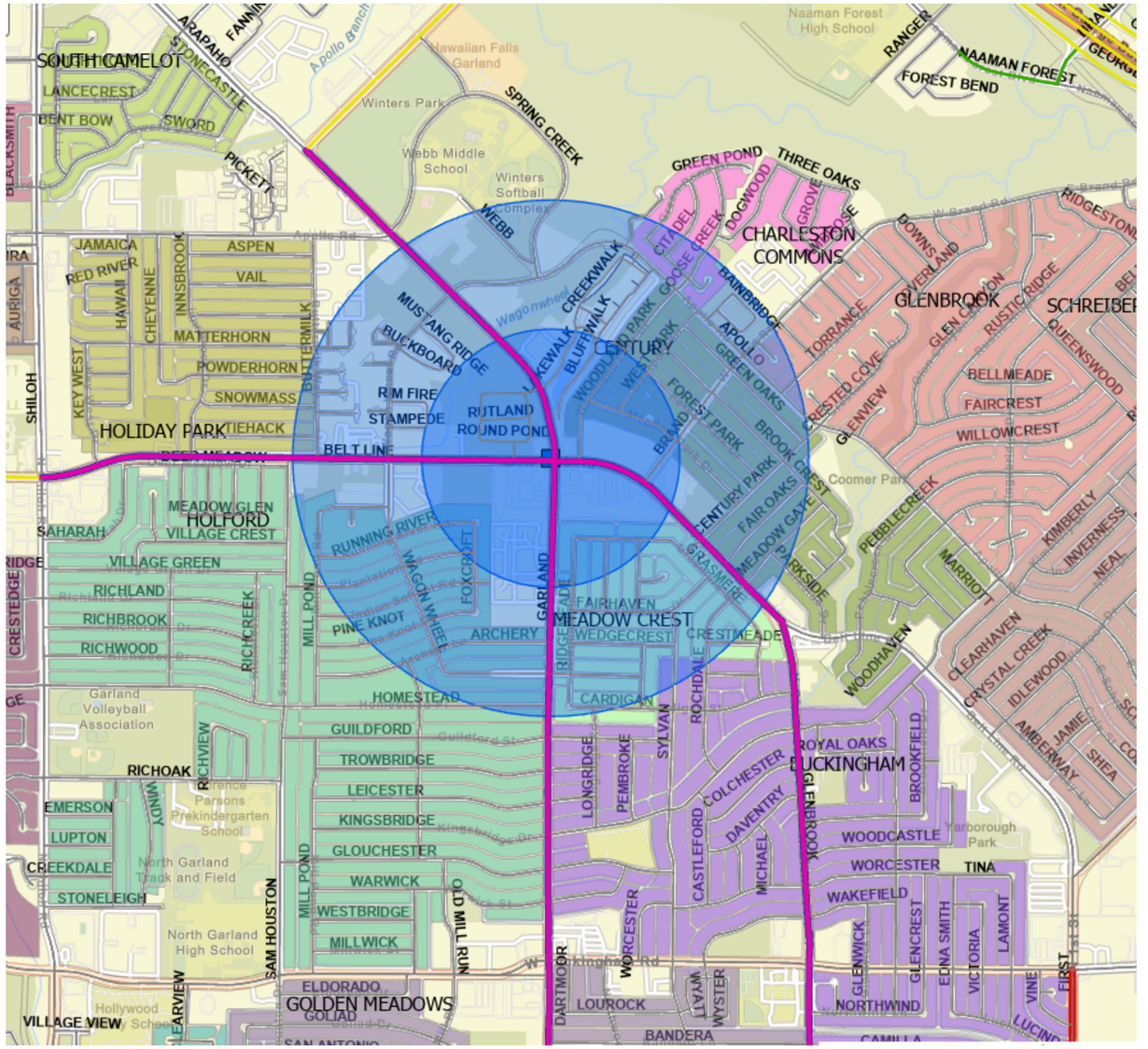
The Wedge Economic Focus Area

- Corridor Improvements
  - Kingsley Rd. (from Garland Rd. to Centerville)
  - Centerville Rd. (from IH-635 to Broadway Blvd.)
  - Northwest Highway (from IH-635 to Centerville Rd.)
  - Garland Rd. (from IH-635 to Kingsley)
  - Saturn Rd. (from Northwest Hwy to Kingsley Rd.)
- Nodes
  - Kingsley / First St.
  - Kingsley / Saturn Rd.
  - Northwest Hwy / Saturn Rd.
- Neighborhoods
  - All those falling within the above corridor boundaries
  - Those along the north side of Kingsley between Garland Rd. and Broadway Blvd.



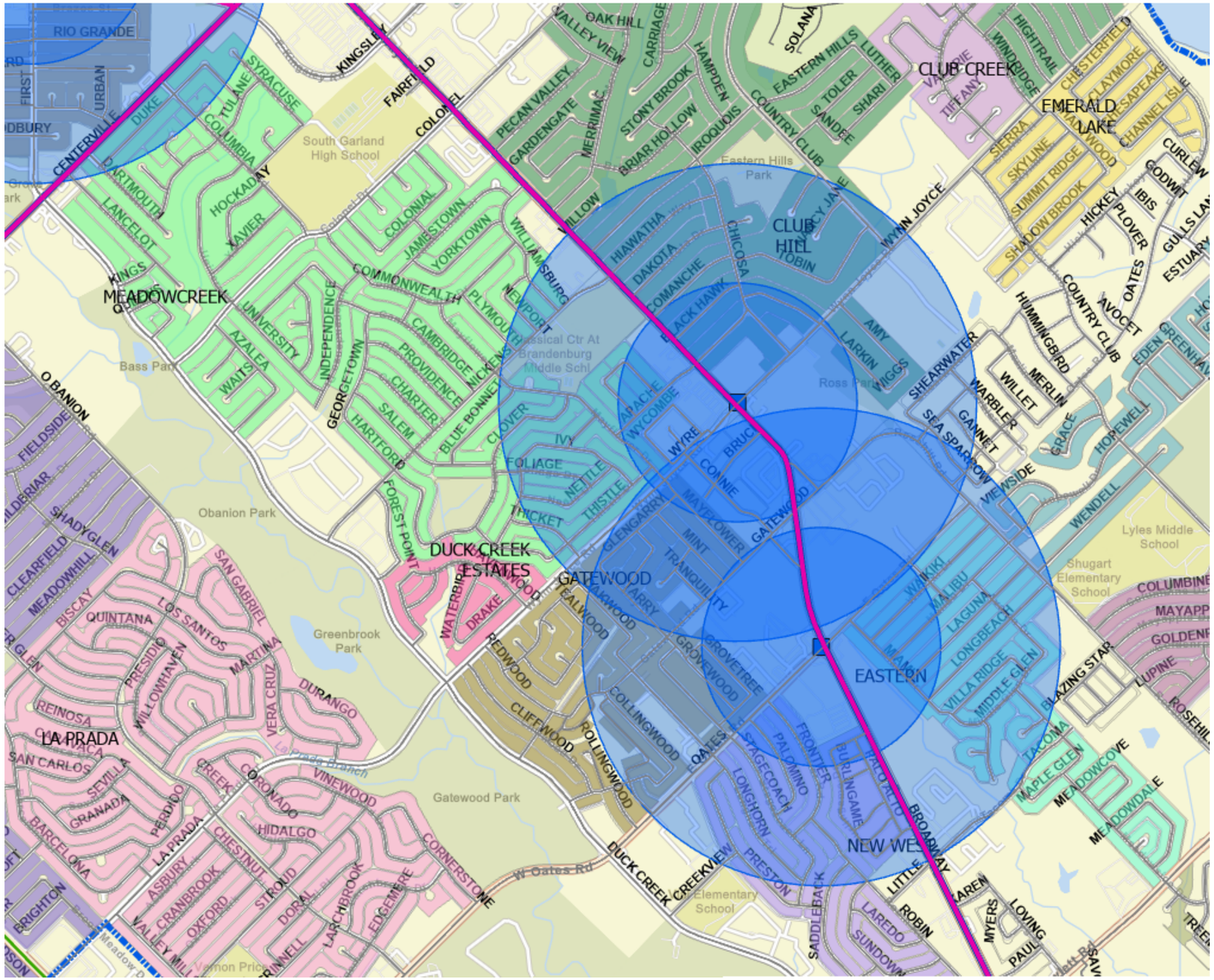
Beltline Economic Focus Area

- Corridor Improvements
  - N. Garland Ave. (from Arapaho to Buckingham)
  - Beltline (from Shiloh to Glenbrook)
- Nodes
  - Beltline / N. Garland Ave.
- Neighborhoods
  - Generally bounded by Apollo, Shiloh, Glenbrook, and Homestead roads



Broadway Economic Focus Area

- Corridor Improvements
  - Broadway Blvd. (from Duck Creek Dr. to Centerville)
- Nodes
  - Broadway / Oates
  - Broadway / Wynne Joyce
- Neighborhoods
  - Generally bounded by Colonel Dr., Country Club, and Duck Creek Dr.



Why These Economic Focus Areas

Building on Strengths:

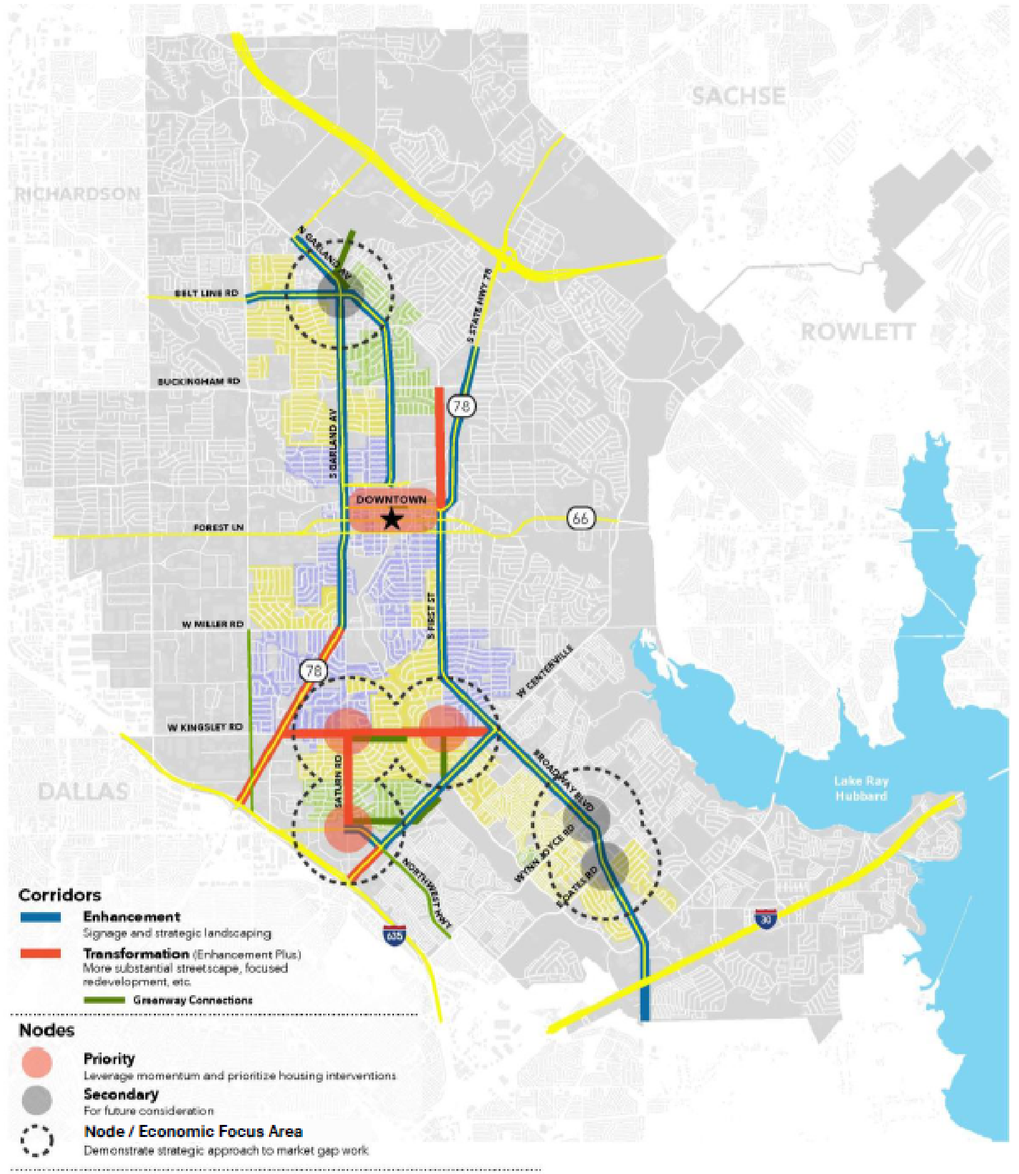
Selection based on Opportunity, Readiness, and Long-Term Impact

Selection Criteria

- Economic performance and market opportunities
- Property conditions
- Redevelopment readiness, including parcel sizes and assembly feasibility
- Corridor connectivity and visibility
- Surrounding neighborhood strength
- Cost, timing, likelihood of successful transformation
- Connecting EFA successes to each other for maximum impact
- Contribution to housing strategy / needs

Replicate guiding principles in other focus areas, as applicable, and as funding is available

Downtown	The Wedge	Beltline / Broadway Nodes
Strongest existing asset	Three interconnected redevelopment-ready nodes	Future expansion opportunities
Proven momentum and redevelopment potential	Strong surrounding neighborhoods	Important gateways and redevelopment candidates
Needs and additional 2,500 households to fully reach recommended economic strength	Critical mass needed to demonstrate success	



Thank You

Questions?

RESOLUTION NO. _____

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GARLAND, TEXAS, ADOPTING THE GARLAND HOUSING STRATEGY ATTACHED HERETO AS EXHIBIT "A"; ESTABLISHING A POLICY FRAMEWORK TO GUIDE HOUSING, REDEVELOPMENT, NEIGHBORHOOD VITALITY, AND ECONOMIC RESILIENCE INITIATIVES; DIRECTING IMPLEMENTATION THROUGH FUTURE PLANNING, BUDGETING, AND PROGRAMMING ACTIVITIES; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City of Garland commissioned and completed a comprehensive Housing Study to evaluate housing market conditions, affordability challenges, neighborhood vitality, and long-term housing needs within the community; and

WHEREAS, the Housing Study identified both an affordability gap and a market quality gap that impact housing choice, neighborhood reinvestment, and the City's long-term fiscal sustainability; and

WHEREAS, the City has subsequently developed the Garland Housing Strategy to provide a policy framework and implementation approach for addressing these housing challenges while supporting economic development and neighborhood stability; and

WHEREAS, the Housing Strategy promotes an additive approach that leverages private investment, encourages higher standards of reinvestment, expands housing options, and focuses resources in strategic locations where public investment can generate the greatest community benefit; and

WHEREAS, the Housing Strategy is intended to complement and support other adopted City plans and policies, including the Garland Strategic Plan "Garland on the Rise", the Comprehensive Plan, Development Code, Economic Development initiatives, Garland HUD Consolidated Plan and future capital and operating budget decisions; and

WHEREAS, the City Council finds that adoption of the Garland Housing Strategy is in the best interests of the

citizens of Garland and will provide guidance for future policy decisions and implementation efforts.

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

Section 1

The Garland Housing Strategy, attached hereto as Exhibit "A," is hereby adopted as a policy framework to guide housing, redevelopment, neighborhood vitality, and economic resilience initiatives within the City of Garland.

Section 2

The Housing Strategy shall serve as a guiding document for evaluating future housing programs, redevelopment initiatives, neighborhood investment strategies, infrastructure planning, and economic development activities.

Section 3

The City Manager is directed to consider the Housing Strategy in the development of future budgets, capital improvement programs, housing initiatives, neighborhood vitality programs, redevelopment efforts, and related policy recommendations brought before the City Council.

Section 4

The City Manager or designee may periodically report to the City Council regarding implementation activities, progress toward identified outcomes, and recommendations for future actions consistent with the Housing Strategy.

Section 5

Adoption of this Resolution does not amend zoning regulations, approve development projects, authorize incentives, appropriate funding, acquire property, or obligate the City to undertake any specific project or expenditure. Any such action shall require separate City

Council approval in accordance with applicable law and City policy.

Section 6

This Resolution shall become effective immediately upon its passage and approval.

PASSED AND APPROVED this ____ day of _____, 2026.

CITY OF GARLAND, TEXAS

_____

Mayor

ATTEST:

_____

City Secretary

DECEMBER 2025

GARLAND TEXAS HOUSING STUDY

GARLAND

Planning Consultants czb

Acknowledgements

We would like to take this opportunity to acknowledge our project contributors for their support and assistance in the development of the Garland, TX Housing Study.

MAYOR
Dylan Hedrick

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PLANNING & DEVELOPMENT
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PLAZA
BREITLING PERFOR
"MATILDA" THE MUSI
6/21 7PM, 6/22
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6/14 CONCE

Background to this Study

2025 is a year that has seen housing costs rise everywhere, and for a variety of reasons.

This is as true for Garland as for anywhere else in the Metroplex. Every jurisdiction is subject to cost drivers over which none have control – tariffs, construction materials, labor, financing, and inflation.

Seniors today are facing mounting tax bills. Working income households are struggling to cope with escalating rents. Families who want to become buyers are hitting the wall of ever higher price points. Cities, too, find themselves challenged. Great uncertainty exists about the future of federal programs that fund assistance to vulnerable households. In Texas, a state cap on property tax revenue limits a valuable revenue source for providing capital improvements and services while other legislation limits local control over multi-family development. Cities like Garland, with older homes, aging infrastructure, and other legacy costs, are especially financially constrained. This in turn causes frustration amongst residents who want amenities their community can't afford to provide or attract.

These and other challenges make the present time particularly complex. How can legacy cities like Garland make meaningful inroads on affordability while at the same time making the city more fiscally resilient?

This study provides the Garland community with important baseline housing and related data; information it can use to prioritize its housing and neighborhood work in the coming decades.

Garland's Housing Market is at a Crossroads.

At the end of 2025, Garland's housing market is in a tricky position.

Compared to most of its neighbors, Garland looks weak on the usual measures: incomes are lower, home values are lower, and there has not been as much visible reinvestment in homes or infrastructure. Yet because Garland is relatively cheaper than its neighbors, it is under constant pressure from households with limited means who are looking for lower -priced homes.

That tension shows up in four main ways:



Rising costs for people with the least room to spare.

Home prices and rents have been rising enough that more low-income households are paying a painful share of their income just to keep a roof over their heads.



Income and value levels that don't pull their weight.

Median household incomes and home values are still too modest to easily attract higher -value retail and commercial uses, or to generate the strong tax base the City needs to keep up with the rising cost of services.



Homes that lag the region in size, age, and condition.

On average, Garland's homes are smaller, older, and more likely to show wear and tear than homes in nearby cities.



Public spaces and infrastructure that show the strain.

Streets, sidewalks, and basic infrastructure lag behind neighboring communities in terms of visible upkeep and investment.

Taken together, these patterns create both challenges and opportunities. But the options available to Garland—now and for the foreseeable future—are limited by forces both inside and outside the city's control: regional market trends, inflation, higher mortgage rates in recent years, and inconsistent federal support for housing and community development.

All of this leaves Garland at a crossroads.

On the one hand, there is clear demand for Garland. People want to live here, and there is steady demand for its housing, especially at the lower price points. On the other hand, that demand has not pushed prices and values up to the levels seen in the wider region.

Over time, the Dallas–Fort Worth region has "sorted" households and communities into a pattern that is very hard to change one property at a time. Higher-income households, on average, choose newer and larger homes in nearby cities. Lower-income households, on average, search harder for one of the few places where they can still make the numbers work—and Garland is one of those places.

As this sorting has continued year after year, Garland's housing market has gotten locked into an uncomfortable role in the region: it absorbs a large share of the region's lower-priced demand but does not attract enough higher-priced demand to strongly reward owners for upgrading and expanding their homes. Owners, reacting rationally to what buyers will actually pay for, often choose not to invest at the level seen in neighboring cities. That, in turn, keeps Garland's homes smaller, older, and less updated, which reinforces the pattern.

This is how Garland finds itself in an uncomfortable middle position:

- For many households in the larger area, Garland is still too expensive to move into.
- For many households already in Garland, housing costs are high enough that they are stretched and stressed.
- At the same time, many households who could afford Garland are not choosing to buy what Garland's housing market is offering.

PUT SIMPLY, GARLAND HAS TWO PROBLEMS AT ONCE:

- **An affordability problem – many households who would like to live in Garland can't afford it, and many in Garland now are cost burdened.**
- **A market quality problem – many households who can afford Garland don't see enough value in what's on offer, compared to nearby places.**

Garland faces a real choice: it can stay on its current path or take deliberate action to move onto a different trajectory.

Neither path is cost-free, and both involve risk.

If Garland keeps to its current path, it will likely remain relatively affordable compared to some neighbors. That has benefits, especially for lower-income households. But it also means continued softness in the market, lagging property conditions, and ongoing pressure on the city's budget.

If Garland chooses a different path, it will almost certainly become less relatively affordable over time, as values and reinvestment increase. That has real costs and must be managed carefully. But it can also mean a stronger market, better housing conditions, and a healthier tax base to support services and infrastructure.

As the Garland community considers the findings in this study, there is one core idea to keep front and center: Garland's housing market is not healthy. Whether the community acts now, or effectively "decides by not deciding" later, the fundamental question is the same: Does Garland want to change that, or not?

Faced with this question, it is fair to ask: if prices are rising and there is obvious demand for housing in Garland, how can the market still be unhealthy?

In general, healthy housing markets share two key traits:

1. Ongoing reinvestment by owners. Owners regularly put time, money, and effort into their homes–maintaining them well, modernizing them, and, where possible, expanding them to meet what buyers are looking for.
2. Homes that "show well" in regional comparisons. When people from the wider region compare homes in a healthy market to homes in other places, the homes look competitive in size, age, layout, and condition. That builds confidence among buyers, which in turn encourages further reinvestment and higher standards.

The key idea here is comparison. In housing, buyers are always comparing one city's homes to another's.

- In Garland's case, even with steady demand, the comparison is often not favorable:
- In a region that prizes larger homes, Garland's homes are generally smaller.
- In a region that prizes newer homes, Garland's homes are generally older.
- In a region that prizes visible neatness and high standards, Garland's homes and yards, on average, are maintained to a lower visible standard than in many neighboring communities.

More serious than these starting conditions is what has happened over time.

The main problem is not just that Garland has a lot of smaller, older homes and apartments. Many successful cities do. The deeper issue is that too many owners—both homeowners and investors—have not kept up. They have not routinely added space where it is possible and makes sense. They have not consistently maintained properties to a high standard. They have not upgraded homes and apartment buildings as expectations in the region have shifted. This long-term reinvestment gap is what weakens Garland's position in the region.

Still, a very important positive part of Garland's story is that it remains one of the more attainable housing markets in the region. It still offers real opportunities for first-time buyers and for families looking to "move up" from a starter home—opportunities that have largely disappeared in many other places.

But this benefit, such as it is, comes with very real costs. The same factors that keep Garland relatively affordable also draw in a steady stream of households with limited financial capacity and limit the city's ability to raise the tax revenue needed to keep up with infrastructure, code enforcement, and basic services.

In other words, affordability and strain are two sides of the same coin in Garland right now.

Purpose of the Garland Housing Study

The data in this study make one conclusion hard to escape: Garland is at a genuine crossroads.

This study is the first of two phases of work. The first phase—this study – describes how the housing market is working today and how it compares with the rest of the region. The second phase, a strategy to follow, will lay out practical ways for Garland to respond: how to protect what is good about its relative affordability, while tackling its weak market position. In between, the City will need to make choices about what problem, or set of problems, it wants to solve.

The City of Garland is aiming to set a course of action for housing policy and programming in the years to come; to make decisions that will support better housing conditions and options for current and future residents while putting the community on a financially sustainable path.

Given the complex nature of the issues related to housing policy today, and the current uncertainty of the federal and state funding and policy environments, the City recognizes that deciding on a course of action takes thoughtful analysis and understanding of the "what" and "why" of Garland's market position before deliberating on "how" to move forward.



The **Garland Housing Study** has been developed with the intention of compiling comprehensive, actionable information about housing in Garland to form the foundation for responsive and implementable housing strategies. Work on the Study began in March of 2025 and concluded in November 2025, with months of extensive analysis guided by Garland city leaders and staff.

A **market analysis** of the factors that influence Garland's housing market within the context of the Dallas-Fort Worth-Arlington region.

A **Neighborhood Focus Study** examining the relative strengths and weaknesses of single-family neighborhoods within Garland and categorizing areas into a typology to guide meaningful action.

Technical guidance from City of Garland staff to put findings within the context of existing systems and programs.

Touch Points with City leadership to get feedback and direction on key findings.

How to Use This Study

A comprehensive examination of housing issues in Garland could fill hundreds of pages with charts, graphs, and maps – with the risk of overwhelming its readers with content without providing clear insights or strategic direction. To avoid that outcome, and for the sake of simplicity and accessibility, the **Garland Housing Study** is divided into two parts: the first presents key findings about market conditions and trends, and the second that puts those findings into basic guidance to prompt decision-making for phase two of the work, which is strategy development.

PART 1

MARKET TRENDS & CONDITIONS

Part 1: Market Trends and Conditions

The Garland Housing Study shows that Garland's market is caught in a self-perpetuating feedback loop that is not healthy and is leading to a continuous cycle of slow disinvestment putting Garland further and further behind its neighbors.

Within the city, however, conditions vary across neighborhoods. Some are strong while others struggle. This has implications for developing the right tools to be deployed in the right places.

Finally, the feedback loop is producing two housing challenges for Garland: an affordability gap and a market quality gap. Resolving either – or both – with be costly; but inaction will be costlier still.

PART 2

GUIDANCE FOR STRATEGY DEVELOPMENT

Part 2: Guidance for Strategy Development

The findings presented in Part 1 make it clear that Garland will need a different approach to housing strategy if the community wishes to achieve different outcomes. Part 2 poses three potential pathways forward and describes how Garland might shape strategy development in a new direction.

Definitions & Concepts

AFFORDABLE

Housing is considered to be affordable if the occupant household is paying 30% or less of their gross income on housing costs. For renter households, this threshold typically includes contract rent + utilities (referred to as "gross rent" by the U.S. Census Bureau) and for owner households this typically includes mortgage payment (principal + insurance + taxes + interest, or "PITI"). All references to affordability in this document are based on this rule of thumb.

ABSENTEE OWNERSHIP

When a housing unit, often single-family, is owned by someone who does not live in that property, it is considered to have an absentee owner. These units are often rented out, however they also may be vacant. The risk with absentee ownership is lack of active management and/or maintenance.

DEMAND

Demand for housing exists when an ability to pay for housing is equaled by a willingness to pay for a given unit in a given location. A household that chooses a home or apartment in Garland and is able to afford their housing payment represents demand for housing.

- **Strong demand:** Market conditions where housing demand is well-matched to the supply, leading to property values and conditions that are high relative to weaker or soft markets.
- **Weak or soft demand:** Market conditions where housing demand is lower than supply, leading to property values and conditions that are low relative to stronger markets.

HOUSEHOLD

The occupant or occupants of a housing unit (whether related or unrelated) constitute a household. Types of households include single people, families of two or more related persons, and roommates.

HOUSING UNIT

A housing unit is any living quarter that can be occupied by a household. Housing units include single-family homes (one-unit each), duplexes (two-units each), and the individual apartments or condominiums within any building with multiple living quarters.

INCOME

All sources that make up a household's pre-tax (or gross) income are included in this document's use of "income" as the means by which a household pays for housing. These sources include wages/salaries from employment, retirement income, passive income, and government transfer payments.

INVESTOR-OWNED HOUSING

Any private housing unit that is not owner-occupied, and is not owned by a not-for-profit entity to provide affordable housing, is considered investor-owned. The owner or owners of such a unit operate housing as a business that treats the unit as a capital asset that delivers rental income.

MARKET-RATE HOUSING

A market-rate housing unit is rented or sold at prevailing market rates and without any restriction on income. Market-rate housing is priced across a wide range of rents and home sale prices. Market-rate housing is affordable for any household that is able to pay prevailing prices in the market without exceeding 30% of their gross income.

MULTI-FAMILY HOUSING

A multi-family property (or multi-unit property) has units that are attached to other housing units physically or by ownership. Such properties include small rental properties with two or more apartments, as well as larger apartment buildings.

NEED

Need for housing exists when insufficient ability to pay for housing on the private market sharply limits a household's options. A household that requires assistance to pay for adequate housing represents a need that is either met by some form of public subsidy (an income-qualified unit or rent assistance, for example) or remains an unmet need.

OWNER-OCCUPIED HOUSING

Any housing unit that is the primary residence of its owner is considered owner-occupied, a term that is used interchangeably with homeowner.

SALE PRICE

The price of a residential property when part of a transaction between un-related or unaffiliated parties (or "arm's length") on the open market. This document uses sale price of single-family homes as a key indicator of housing demand. Sale price of recently sold properties also inform the calculation of appraised values– which are another indicator of demand used in this document

SINGLE-FAMILY HOUSING

An independent housing unit or dwelling that is separated physically or by ownership from other housing units is considered a single-family property (or single-unit property). Such properties include detached homes, attached homes (such as townhomes), and condominiums.

TYPOLOGY, HOUSING SUBMARKETS

A housing market typology is a system for categorizing the sub-geographies (or neighborhoods) within a city or regional housing market into types, or submarkets. This document features a typology for Garland with submarkets categorized by levels of housing demand for the purpose of understanding conditions, trends, and potential strategies across submarkets of varying demand.

PART 1

MARKET TRENDS & CONDITIONS

18 GARLAND'S FEEDBACK LOOP

36 NEIGHBORHOOD SUBMARKETS

48 TWO HOUSING GAPS

OVERVIEW

Three features of the Garland housing market provide a comprehensive glimpse of the challenges and opportunities the city faces as it considers its next steps.

1 GARLAND'S FEEDBACK LOOP

Housing market health in a city and its neighborhoods is influenced by four key factors that form a self-reinforcing cycle. For a number of reasons, Garland's version of this cycle is stuck in a negative feedback loop within the context of the Metroplex.

- What are the four factors?
- What indicators suggest a negative feedback loop?
- Why does this matter?

2 NEIGHBORHOOD SUBMARKETS

While Garland as a whole is in a negative feedback loop, conditions vary within the city. Based on a typology categorizing neighborhood characteristics, four distinct submarkets exist, each of which are influenced by–and contribute to–the city's feedback loop in different ways.

- What defines these sub-markets, and where are they?
- What problems need to be addressed in each submarket?
- Why does this matter?

3 TWO HOUSING GAPS

The Garland housing market is also defined by two gaps: (1) a willingness gap resulting from higher-income households who choose to withhold their resources, and (2) an affordability gap formed by households who struggle to pay for their limited housing options.

- How big are these gaps?
- How do they relate to Garland's feedback loop and submarkets?
- Why does this matter?

1 GARLAND'S FEEDBACK LOOP

A "healthy" community is a place where it makes sense for residents and owners to invest their time, energy and money.

In healthy communities, confidence in standards is high, demand is constant throughout, and values rise providing home equity. In these places, reinvestment makes sense. This creates a **Positive Feedback Loop.**

In unhealthy communities, confidence in standards is uneven, demand is inconsistent, and there is nominal home equity. Here, reinvestment rarely makes sense, and rarely takes place.

This creates a cycle that moves in the opposite direction, **driving a feedback loop of slow disinvestment and eventual decline**. This is where Garland finds itself today, largely due to its heritage as an older, inner-ring, manufacturing suburb in a region that exploded with growth after the concrete in Garland was already poured, leaving Garland behind its competition. This feedback loop is self-perpetuating and will take intentional effort to disrupt. The remainder of this part of the Housing Study takes an in-depth look at both the regional and local factors that contribute to each component of Garland's feedback loop, as well as the two major housing challenges that result.

Four factors move together in a self-reinforcing cycle to determine community or neighborhood health: Market, Capacity, Conditions, and Image.

MARKET is about who is living in the community.

CAPACITY reflects those households' ability and willingness to manage their home and neighborhood.

In a healthy community, a prospective in-mover will ask themselves;

"Which city, area, or place do I *prefer*?"

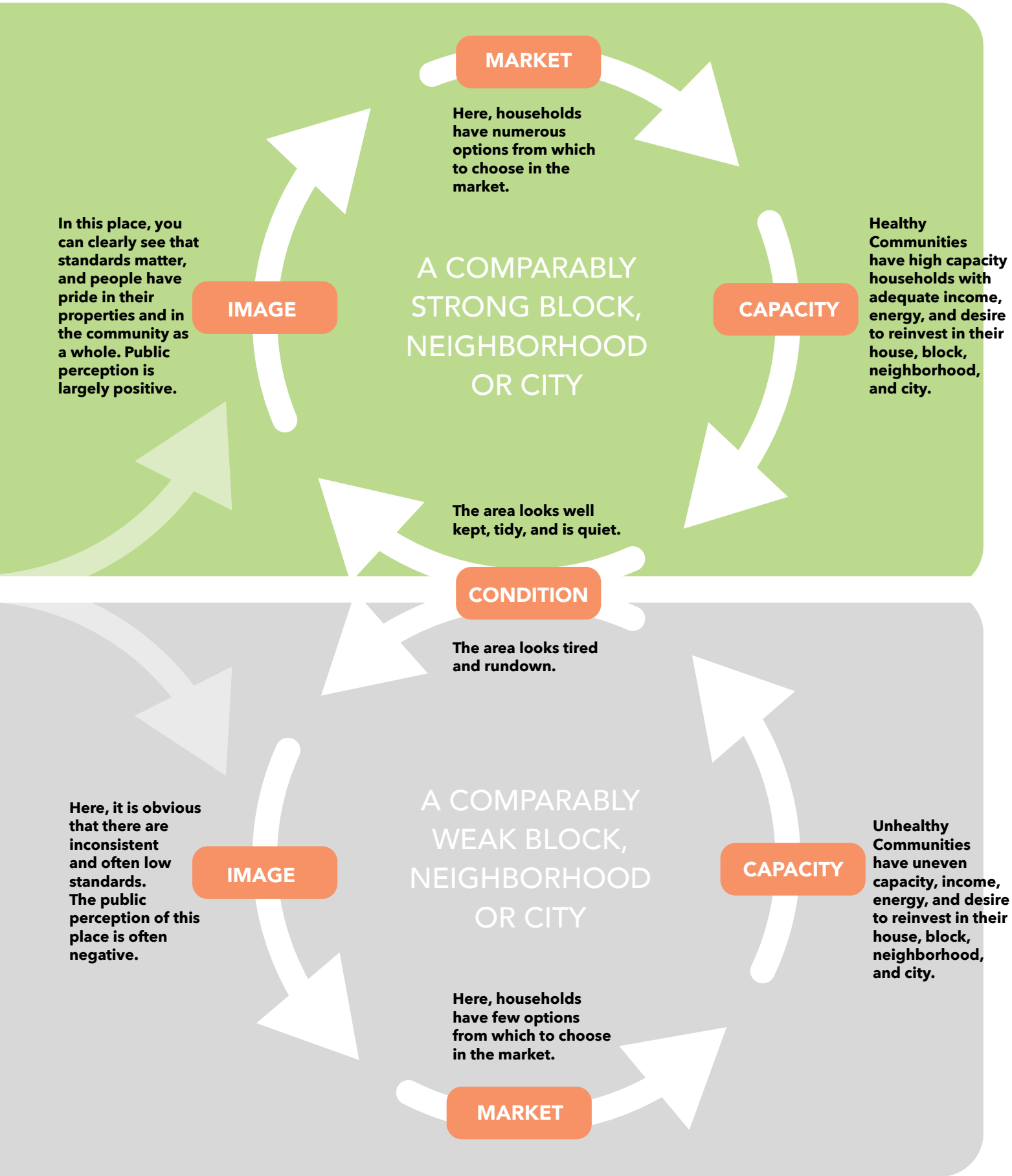


In an unhealthy community, a prospective in-mover will ask themselves;

"Which city, area, or place can I *afford*?"

CONDITIONS describe the resulting level of care and investment taking place.

IMAGE is the perception of the place by the broader market.


MARKET
Here, households have numerous options from which to choose in the market.
In this place, you can clearly see that standards matter, and people have pride in their properties and in the community as a whole. Public perception is largely positive.
IMAGE
A COMPARABLY STRONG BLOCK, NEIGHBORHOOD OR CITY
CAPACITY
Healthy Communities have high capacity households with adequate income, energy, and desire to reinvest in their house, block, neighborhood, and city.
The area looks well kept, tidy, and is quiet.
CONDITION
The area looks tired and rundown.
Here, it is obvious that there are inconsistent and often low standards. The public perception of this place is often negative.
IMAGE
A COMPARABLY WEAK BLOCK, NEIGHBORHOOD OR CITY
CAPACITY
Unhealthy Communities have uneven capacity, income, energy, and desire to reinvest in their house, block, neighborhood, and city.
Here, households have few options from which to choose in the market.
MARKET

1 GARLAND'S FEEDBACK LOOP

MARKET

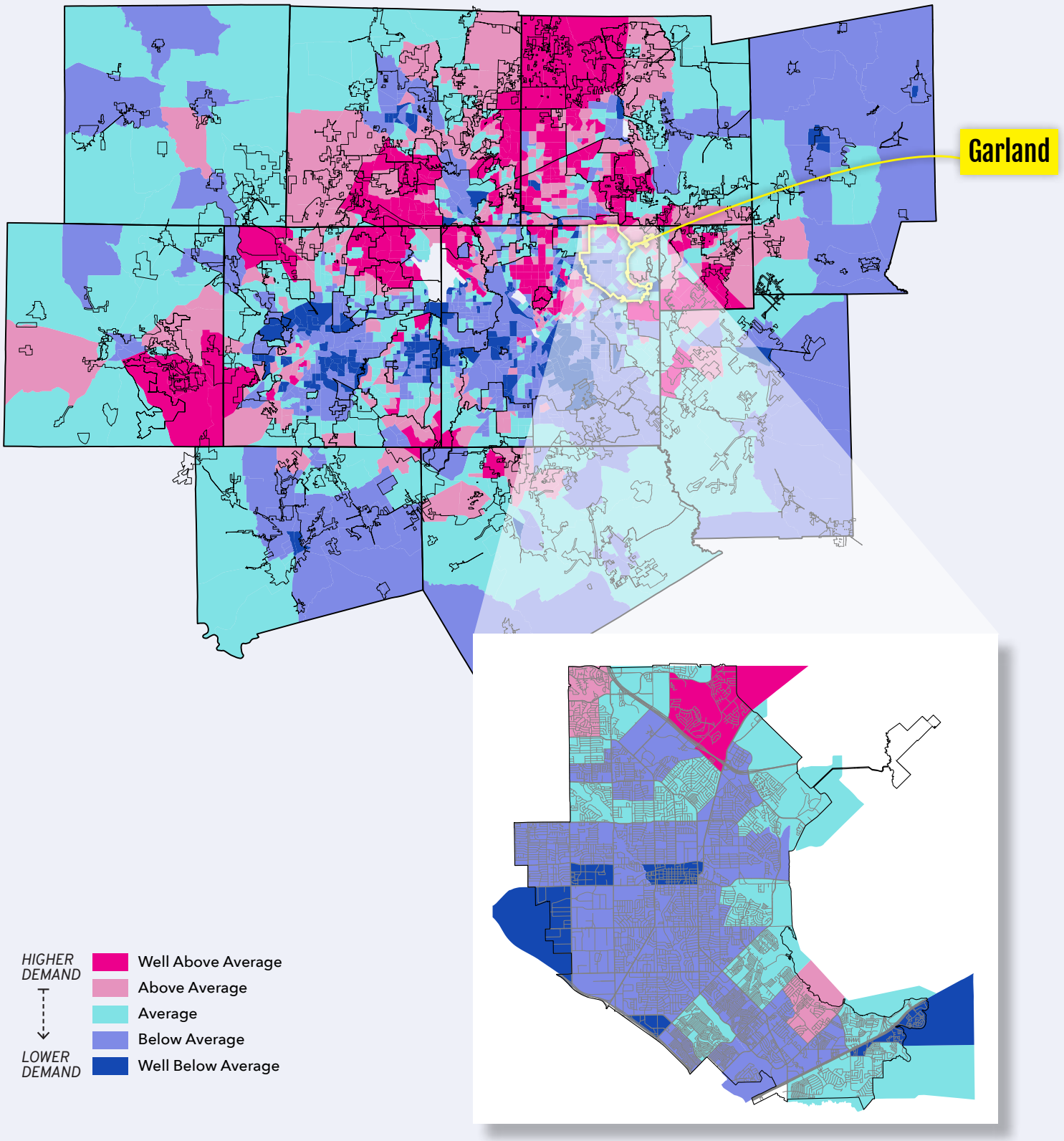
Much of Garland has below-average levels of demand within the context of the Metroplex

A typology of housing demand in the Metroplex offers a broad look at the market position of the region's counties and local jurisdictions. Using a combination of measurements that include housing values and rents, homeownership rates, and household purchasing power, the typology shows where demand is strongest in the region, which areas are "in the middle" or average, and where demand is soft.

Areas where demand is above average—especially concentrated areas of market strength in Denton, Collin and Rockwall counties, particularly along the I-35, 75 and 121 corridors—represent places where private housing investments tend to gravitate, and where households with the widest range of choices have tended to locate in recent decades. Where demand is below average, private investment is more hesitant and less reliable as a contributor to community housing goals.

Within this context, most of Garland can be categorized as having lower demand than the regional average. While this is not unusual for communities within Dallas County, where most Census Tracts have lower than average levels of demand, what is notable about Garland is its position in close proximity to areas of strength immediately to the north, east, and west. Indeed, this proximity translates to the few areas of Garland with higher-than-average levels of demand—all of which are on the city's edges. Away from those edges, towards the center of Garland, is where the largest continuous areas of soft demand can be found.

Regional Market Demand Typology, Census Tracts, 2023



Source: czb analysis of data from 2019-2023 American Community Survey Five-Year Estimates. Data inputs include: % of aged 25+ population with four-year degree; median household income; median family income; homeownership rate; homeownership rate in single-family houses; median gross rent; median value of owner-occupied units; median owner household income.

1 GARLAND'S FEEDBACK LOOP

MARKET

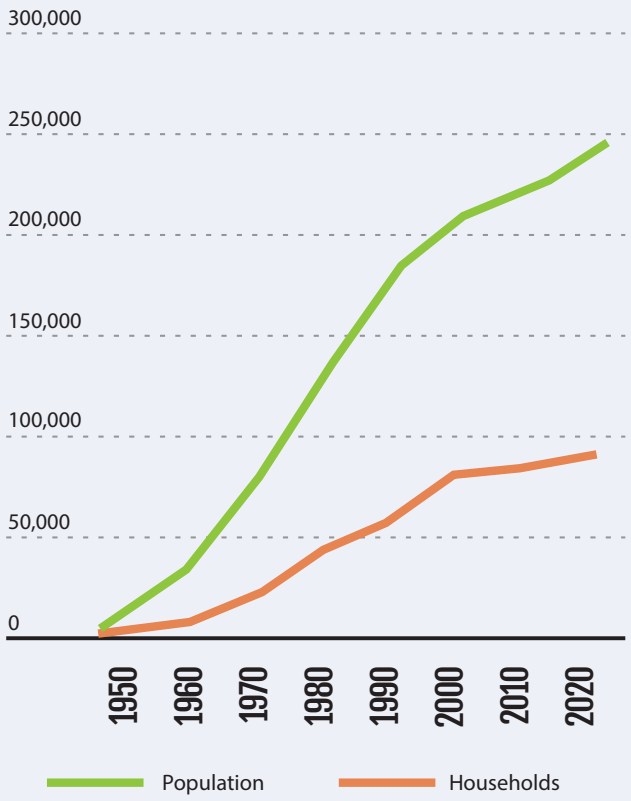
Garland's growth has been continuous, but has also slowed in recent decades

The relative softness of much of Garland's housing market is not a result of population stagnancy or decline. In fact, the city has grown steadily since the turn of the century—its population rising by over 30,000 between 2000 and 2020 and estimated to have eclipsed the 250,000 mark in 2024. At the same time, the city has added close to 10,000 additional households, which are equivalent to occupied housing units.

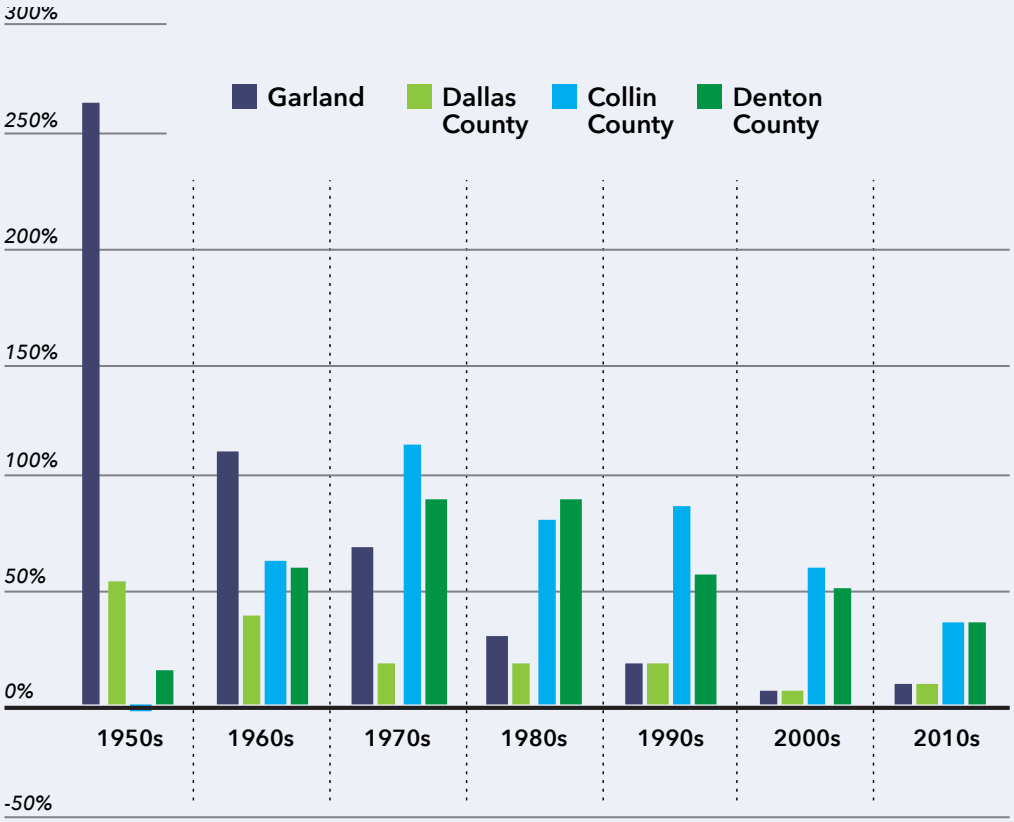
But Garland's rate of growth, unsurprisingly, has slowed substantially in recent decades due to the scarcity of available land in a city that is nearly built out. While Garland grew faster than much of the region during the 1950s through the 1970s, its rate of growth has matched the rest of Dallas County—also largely built out—since the 1990s. Meanwhile, areas to the north of Garland, which are dominated by above average levels of demand, have maintained rapid rates of growth for several decades now—including the recent series of decades that have witnessed one million or more new residents to the Metroplex per decade.

With few impediments to continued outward expansion, demand has been channeled ever farther into Denton and Collins counties, and beyond. And within developed areas of the Metroplex, demand has been channeled into select areas of reinvestment, including north-central areas of Dallas County.

Population and Household Growth in Garland, 1950-2020



Population Growth Rates by Decade



Source: czb analysis of data from U.S. Decennial Census

GARLAND'S FEEDBACK LOOP 1

MARKET

Garland's market strength is highly influenced by the nature of its housing supply: older, smaller homes

During Garland's period of rapid growth in the suburban expansion after World War II, development in the city reflected patterns found in inner-ring suburbs across the country: large tracts of small homes produced for young and growing families—and the first real spurt of significant housing development since before the war or the Great Depression.

To this day, that period of development looms large in Garland. Housing units in the city are more likely to be in single-family homes (74%) than the Metroplex average (68%), and they are more likely to have been built before 1979 (54%) than the Metroplex average (31%).

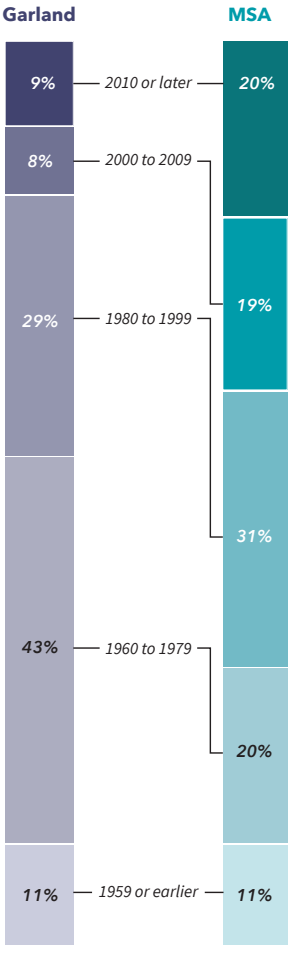
Notably, there is a strong correlation between the age and size of homes in the city. Homes built before 1979 in Garland tend to be more than 1,000 square feet smaller than homes built since 2000. And the oldest homes—pre-1960—are much more likely to have just one full bathroom.

Units by Number of Units in Structure, 2023

	Garland	MSA
Single-Family	74%	68%
2-9 units	7%	10%
10+ units	19%	19%
Mobile home or other	0%	3%

Source: 2019-2023 American Community Survey Five-Year Estimates

Units by Year Structure Built, 2023



Source: 2019-2023 American Community Survey Five-Year Estimates

Garland Single-Family Home Characteristics by Decade Built

Decade Built	% of Single Family Properties	Avg Sq Footage	2-Bedroom	3-Bedroom	4+-Bedroom	1 Full Bath	2+ Full Baths
1940s, 1950s	15%	1,285	33%	56%	9%	69%	31%
1960s, 1970s	47%	1,675	3%	76%	18%	14%	86%
1980s, 1990s	27%	2,012	4%	67%	28%	2%	98%
2000s	11%	2,758	0%	35%	64%	0%	100%

Source: czb analysis of Dallas County Appraisal District data

MARKET

WHY DOES THIS MATTER?

- Even though Garland is a growing city in a growing region, below average levels of demand indicate that private investment in housing—including the choices of individual households—has been flowing more reliably to competitors.
- The predominance of older and smaller homes, especially in core areas of Garland, are a major factor in a city's soft market conditions; they are also the segment of supply, given their age, that are most in need of reinvestment and updating.
- A paradox exists: Garland has been making progress, while at the same time falling further behind in the region. This position relative to other communities in the Metroplex makes Garland particularly vulnerable during future economic downturns; housing prices would likely be the first to fall and the last to recover.

1 GARLAND'S FEEDBACK LOOP

CAPACITY

The types of households in Garland largely mirror the region, but their incomes tend to be 15% lower

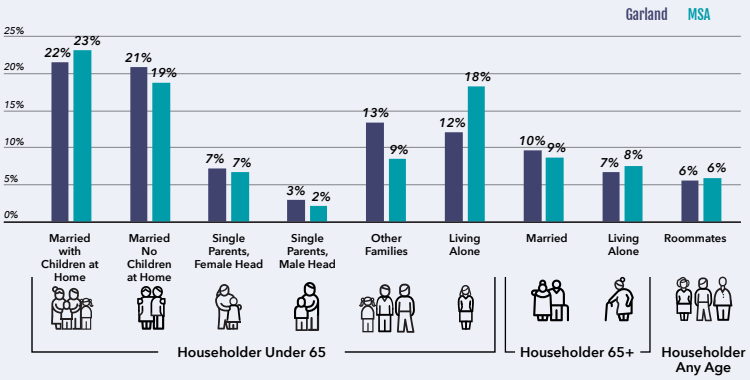
The most common household types in Garland, as in the region, are married couples under age 65 who comprise 43% of all households. Of those, just over half have children at home.

While Garland's household profile is very similar to the region's on that and other fronts, two distinct features are the city's higher-than-average concentration of non-traditional or intergenerational families ("other families") and a lower-than-average share of people living alone. Both tend to be pronounced in areas of the region where below average incomes make it more difficult for a single wage-earner to live on their own or compel living arrangements such as "doubling-up" to stretch resources.

Indeed, there is a well-established trend of Garland having income levels that tend to run around 15% lower than the regional median owing, in part, to educational attainment levels (and, therefore, earnings potential) that runs below national and regional averages. Though the city's renter households have incomes similar to the rest of the region, the median homeowning household in Garland has 79% of the median for regional homeowners.

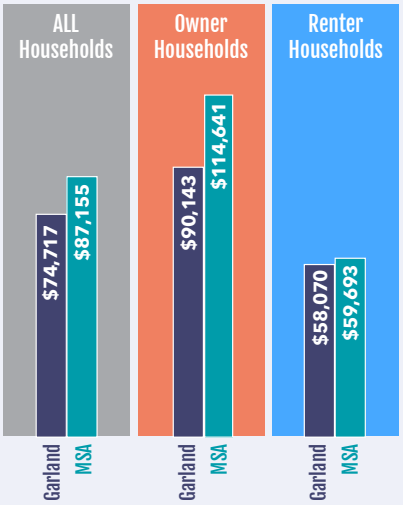
Since Garland households have comparably less spending power than their regional counterparts, this has direct implications for available levels of reinvestment into older housing stocks and for the types of retailers choosing to locate in Garland. In other words, the capacity of households in Garland to contribute to housing and neighborhood improvements, and economic vitality, are more modest than many of the city's neighbors. When potential buyers fail to see the amenities they want, it further erodes demand and drives the negative feedback loop.

Household Types as Percentage of All Households, 2023



Source: 2019-2023 American Community Survey Five-Year Estimates

Median Household Income by Tenure, 2023



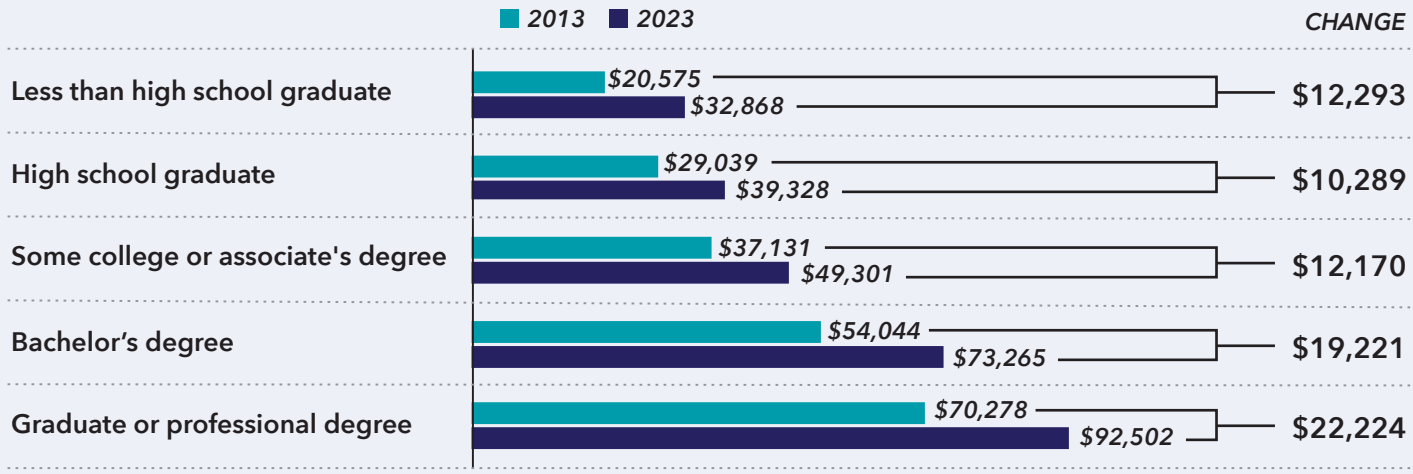
Source: American Community Survey Five-Year Estimates

Four-Year Degree Attainment for Population Aged 25+, 2023

Source: 2019-2023 American Community Survey Five-Year Estimates

	Garland	MSA	U.S.
Less than a high school graduate	12.0%	6.5%	4.7%
High school graduate	25.5%	21.7%	26.2%
Some college or associate's degree	28.9%	27.1%	28.2%
Bachelor's degree	16.3%	24.5%	21.3%
Graduate or professional degree	8.7%	14.0%	13.7%

Median Earnings by Educational Attainment, MSA, 2013 vs 2023



Source: American Community Survey Five-Year Estimates

1 GARLAND'S FEEDBACK LOOP

CAPACITY

Garland has a pronounced "middle" that is feeling more stuck and squeezed than in the past, even within the city's soft demand context

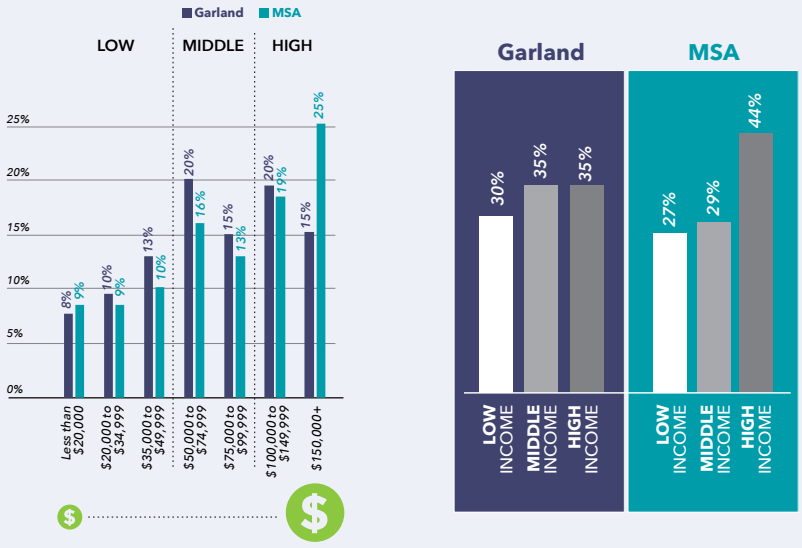
While incomes in Garland tend to be lower than the region, the city does not have a high concentration of low-income households. In 2023, for example, the share of households in Garland with incomes under $35,000 was identical to the regional average.

But Garland does have a high concentration of households with incomes in the "middle," or $50,000 to $100,000. Within this category is the city's median homeowning household (income: $90,143), which is able to afford $2,250 per month on housing costs and has a purchasing power of just over $300,000.

For a long time, Garland's middle could afford to spend more on housing than they were actually spending, given the age and size of the city's supply and relatively soft demand. That is less the case today. While the median value of all owner-occupied homes in the city remains just below $250,000, the combination of higher interest rates and lower inventory have pushed actual prices to nearly $350,000. This is more of a stretch for the typical Garland household, and those buying today are likely to have less of a financial buffer than buyers in years past to make needed upgrades to older, smaller homes.

Even when homes were more affordable, though, owners with the capacity to reinvest in their homes did not reliably do so because of below average home values and modest standards of upkeep. This, in part, explains the hesitance of households with far more options in the region—those with higher incomes—to choose Garland, and why the city has a much lower concentration of those households and their financial capacity today.

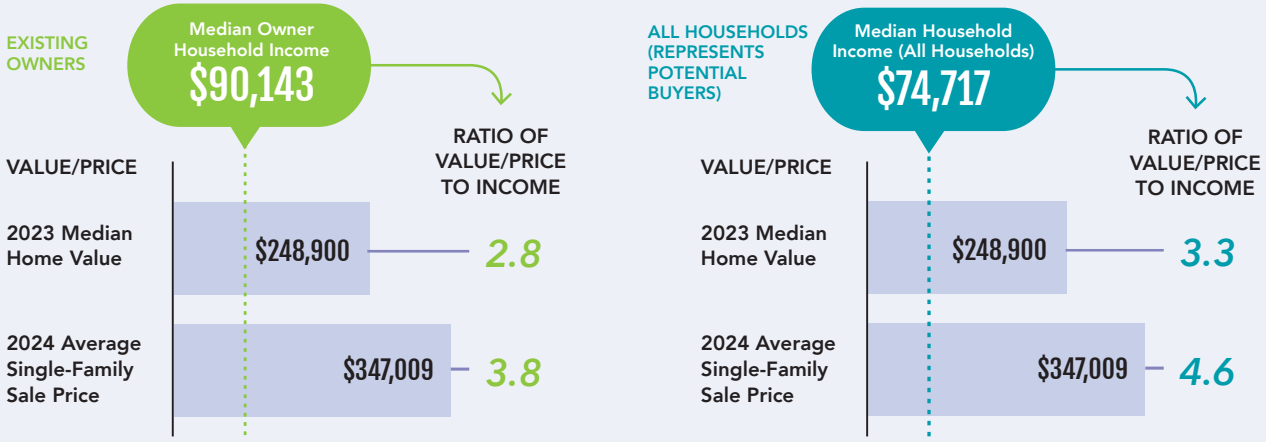
Households by Income, 2023



Source: 2019-2023 American Community Survey Five-Year Estimates

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Affordability for Existing Owners vs Potential Buyers, 2024



Source: czb analysis of data from American Community Survey Five-Year Estimates and sales data from Multiple Listing Service

CAPACITY

WHY DOES THIS MATTER?

- Capacity represents the combination of financial and social resources that residents in a neighborhood are able and willing expend on home and neighborhood improvement.
- Being a lower-than-average income community with soft market conditions has, for decades, strained the ability and willingness of households to contribute to higher standards.
- Garland's neighborhoods will require greater levels of capacity in the future just to hold steady.

1 GARLAND'S FEEDBACK LOOP

CONDITIONS

Prices in Garland reflect the impact of age and size on housing conditions and desirability in softer Metroplex markets

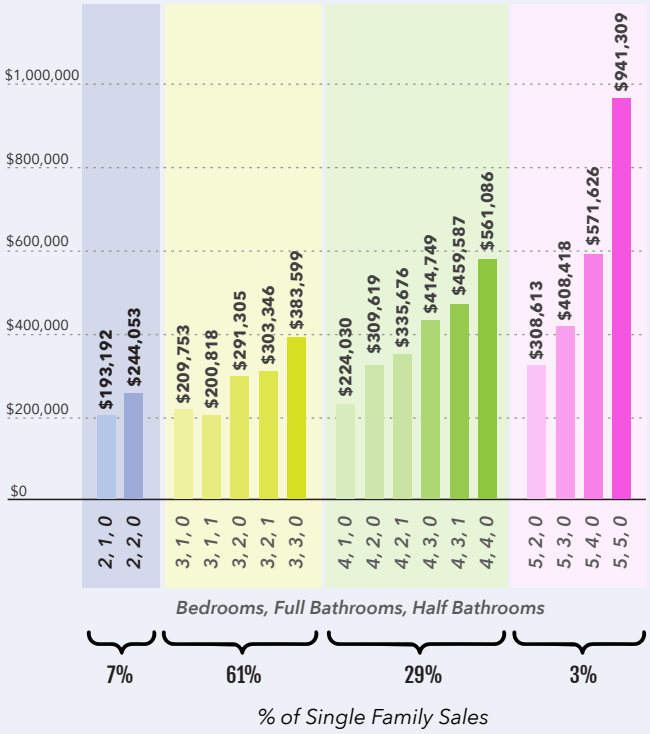
Smaller, older houses are not automatically destined to experience disinvestment and decline. Where demand is strong, these houses can be expected to receive continuous reinvestment and updates to maintain their marketability. But in Garland's softer market environment, such homes have experienced years of disinvestment.

Price trends for these properties—concentrated in the older parts of Garland, where code violations are also most numerous and areas of distress abut major corridors—are an indicator of market discounts for poor prevailing conditions and deferred maintenance. For example, single-family homes with three or fewer bedrooms and only one full bathroom—which number 9,300, or 16% of the city's homes—sold for an average of between $193,000 and $209,000 during the period 2021-2024, or around 60% of the average price for all homes in the city.

Not coincidentally, this low-$200s price range for small homes is close to the average price in Garland for homes built in the 1950s and 1960s—a price range that raises the probability of single-family homes transitioning from owner-occupancy to absentee-ownership. This range is also less than the cost of building a new 1,500 square-foot home in Garland today: even a very basic home of that size would cost at least $250,000 and more likely upwards of $300,000, not including acquisition or demolition.

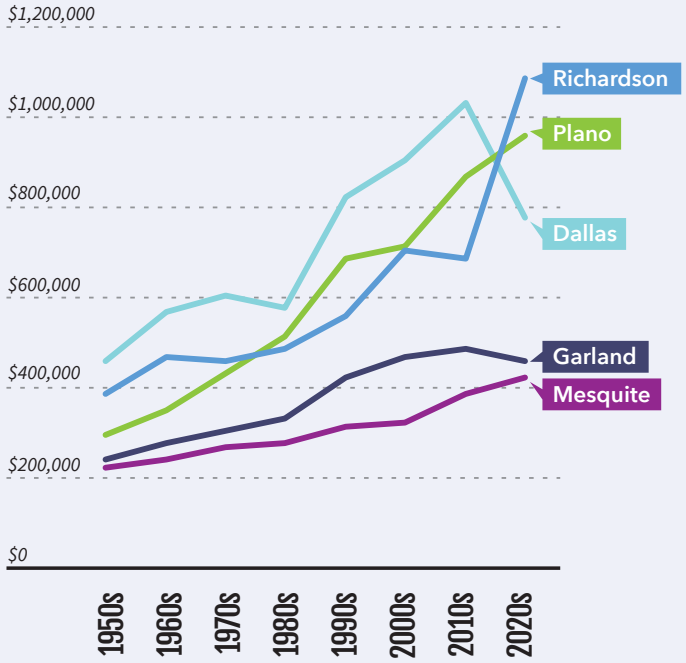
At the same time, it is notable that Garland's market is still strong enough—despite its relative softness, and likely because of the region's exceptional growth—that small additions are enough to yield significant premiums. For example, the price of a three-bedroom, two-bathroom home (the most common home in Garland) commands $82,000 more than a home with three bedrooms and one bathroom.

Garland 2021-2024 Average Single-Family Sale Price by Bedrooms and Bathrooms



Source: czb analysis of sales data from Multiple Listing Service

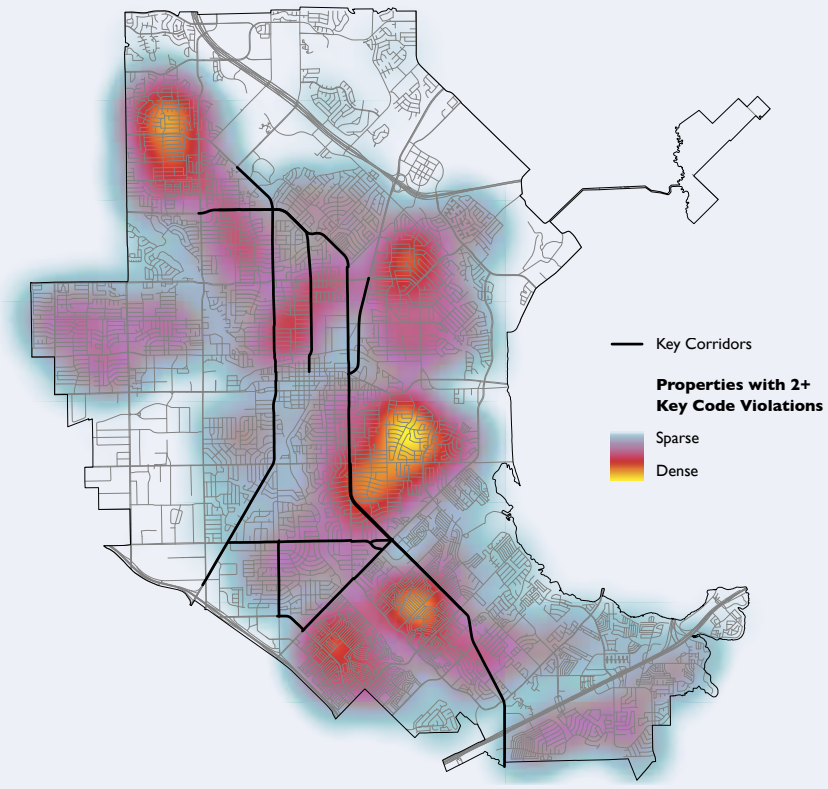
2021-2024 Average Single-Family Sale Price by Decade Built



Source: czb analysis of sales data from Multiple Listing Service

Concentrated Code Violations by Regional Submarket

Regional Typology	Number of Properties with Two or More Code Violations, 2023-2025
Well Below Average	147
Below Average	7,056
Average	3,628
Above Average	556
Well Above Average	55



Source: czb analysis of code violation data from City of Garland

CONDITIONS

Newer housing, especially multi-family, is regionally competitive

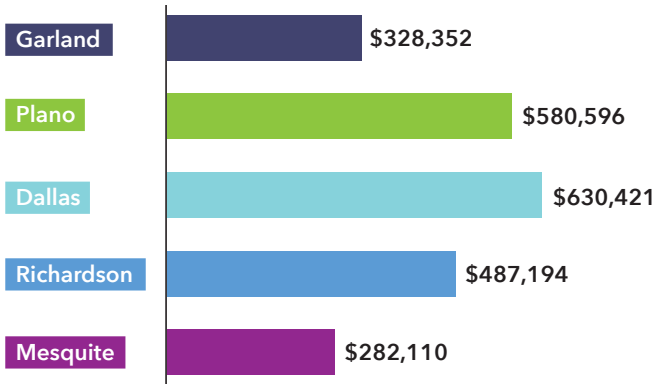
Of course, not all housing in Garland is of the older and smaller variety. Close to 14,000, or 17%, of the city's housing units have been built since 2000 and have the benefit of being in new or near-new condition. Constructed on the city's northern and eastern edges, they also have the benefit of close proximity to areas of strong regional demand.

Among the roughly 6,000 single-family homes built since 2000, average prices in the past few years have hovered in the mid-to-upper $400s—far more than Garland homes built before the 1990s but still much less than newer homes in Richardson, Plano, or Dallas. Newer options in neighboring markets, therefore, have continued the multi-decade cycle of steering higher earning households away from Garland and, with them, the disposable income that supports a wider variety of retail options.

Multifamily development—which has constituted two-thirds of all units built in the 2020s—is beginning to counteract this cycle. Recently built rentals are changing hands at prices around $250,000 per unit on average, suggesting average break-even rents of $2,100 per month. These rents are not affordable to households with incomes under $75,000, meaning that households in new rental units are pushing up the city's income profile.

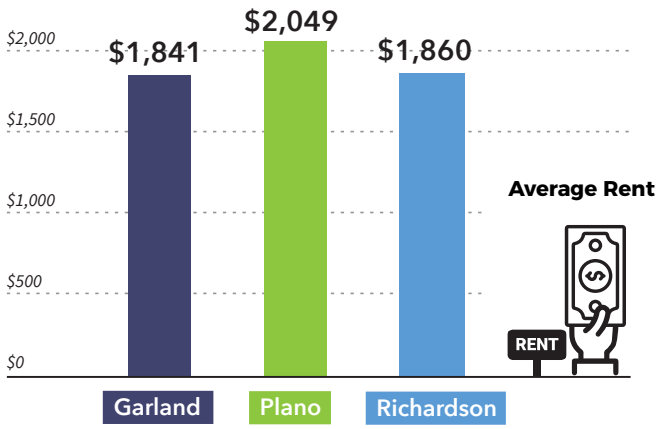
Overall, average rents for all multi-family units in Garland are 90% of Richardson's and 85% of Plano's, whereas Garland's single-family sale prices are just 67% of Richardson's and 57% of Plano's.

2021-2024 Average Single-Family Sale Price

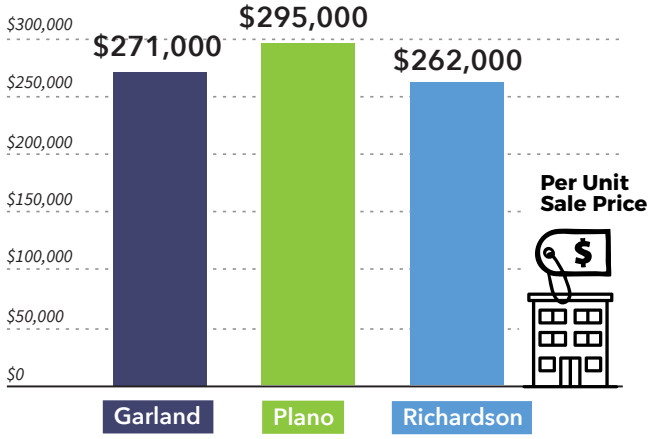


Source: czb analysis of sales data from Multiple Listing Service

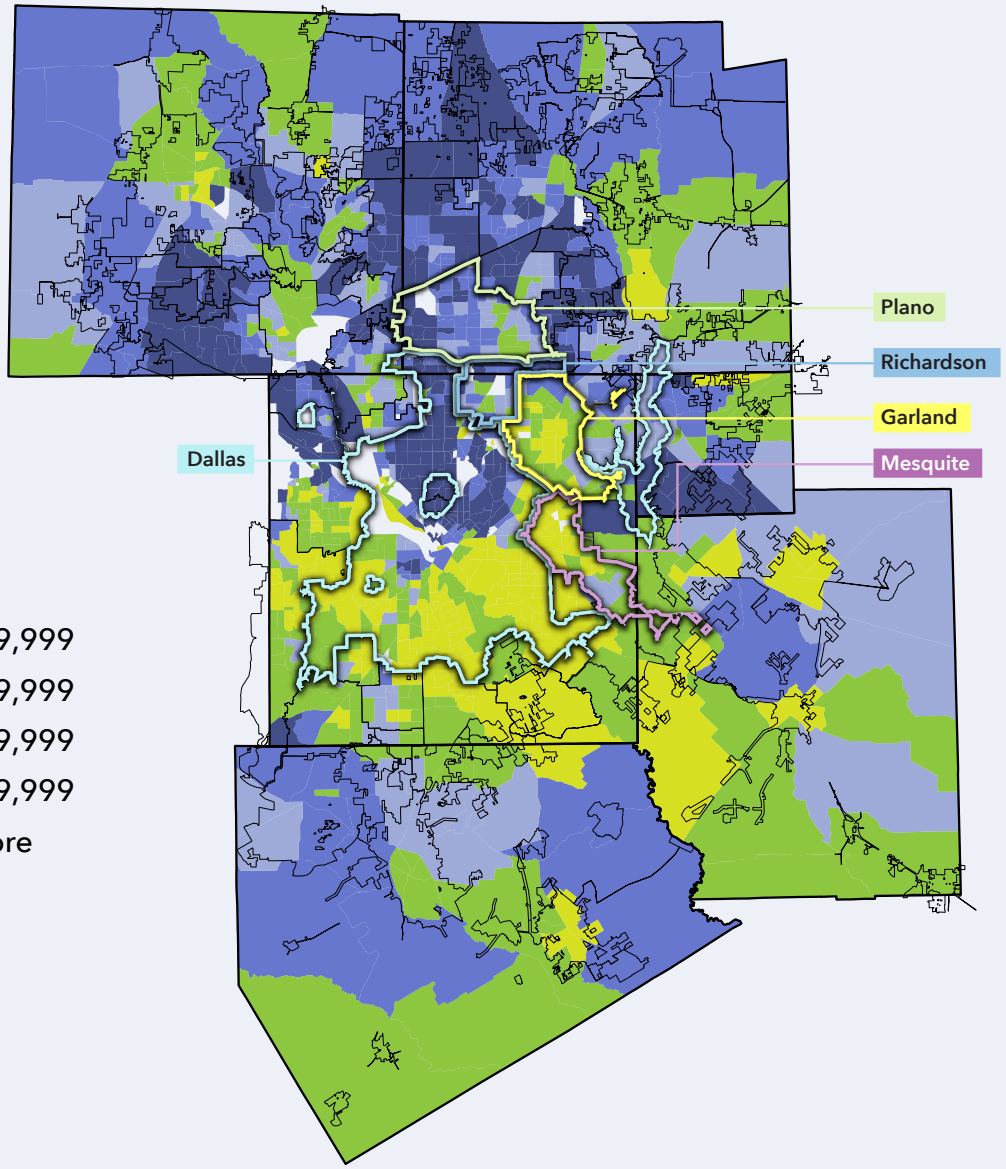
Average Rent and Per Unit Sale Price for Multifamily Properties Built in 2020s, 2025



Source: czb analysis of Costar data



Source: czb analysis of Costar data



Average Single-Family Sale Price, Census Tracts, 2024

- $105,000 - $299,999
- $300,000 - $399,999
- $400,000 - $499,999
- $500,000 - $699,999
- $700,000 or more

Source: czb analysis of sales data from Multiple Listing Service

CONDITIONS

WHY DOES THIS MATTER?

- Poor or declining conditions of older properties in soft markets with limited household capacity are unlikely to be corrected without intervention.
- The proximity of disinvested residential areas to major gateway corridors reinforces soft market perceptions and makes more recent developments–currently in good condition–vulnerable to premature maintenance deferral.
- Unattractive conditions of commercial properties along major corridors contribute to a lack of confidence on the part of nearby residential property owners to reinvest.
- The strength of recent multi-family activity suggest that proximity to stronger markets is a Garland asset that many softer markets in the Metroplex lack.

1 GARLAND'S FEEDBACK LOOP

IMAGE

Garland's image reflects and perpetuates the city's feedback loop

The market, capacity, and conditions that define Garland today all contribute to an image that the region—and many Garland residents—have of the city:

- a place with older and smaller homes that need work and lack general appeal in a region with a wide range of newer and competitively priced options
- a city that for many years has not been a top choice for households with higher incomes but an affordable pick to working-class or middle-income households with fewer choices
- a community with lower prices—and lower standards and expectations—right on the edge of the Metroplex's highly favored northern markets

While the factors that contribute to Garland's feedback loop and image have been explored primarily through a residential lens, corridors and commercial areas suffer from similarly low levels of maintenance and reinvestment—reflecting modest levels of disposable income in the city. Signage is dated, landscaping is rare, and many arterials are lined with inconsistent fences that are uneven or in disrepair. In virtually no instance across Garland's vast acreage of commercial real estate is there a sense of arrival into a special place, and this influences how both city and regional residents perceive Garland. Even in areas of Garland where disposable income is higher, standards remain persistently low.

Indeed, Garland residents have indicated that they notice the lack of high standards throughout the city. For example, in a 2025 comprehensive planning survey with questions about property and neighborhood conditions, 45% of participants said that conditions in their neighborhood were getting worse and 32% said they were getting better. At the same time, 41% said that conditions in nearby commercial areas were low while only 29% said they were high.

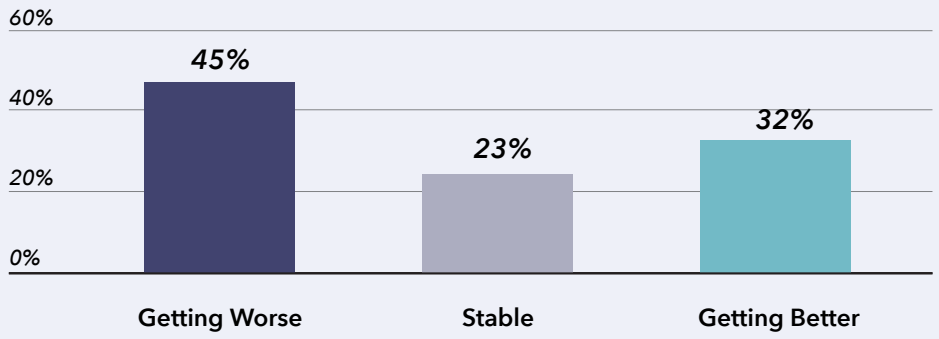
During that planning process, constituents raised related issues about lacking certain types of retail, like higher end grocery stores, or having to go elsewhere for amenities or entertainment. Indeed, data shows that compared to its peers in the region, Garland has a higher than average share of dollar and thrift stores, and a lower than average share of higher caliber grocery stores and sit-down restaurants. Survey respondents noted that their community doesn't have the same kinds of "nice things" found in other parts of the Metroplex, an observation that informs decisions made by potential buyers.

Community Perceptions from 2025

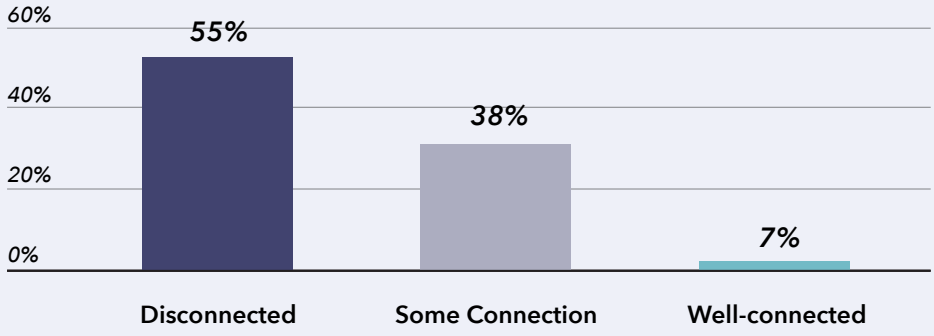
GARLAND FORWARD

Comprehensive Planning Survey

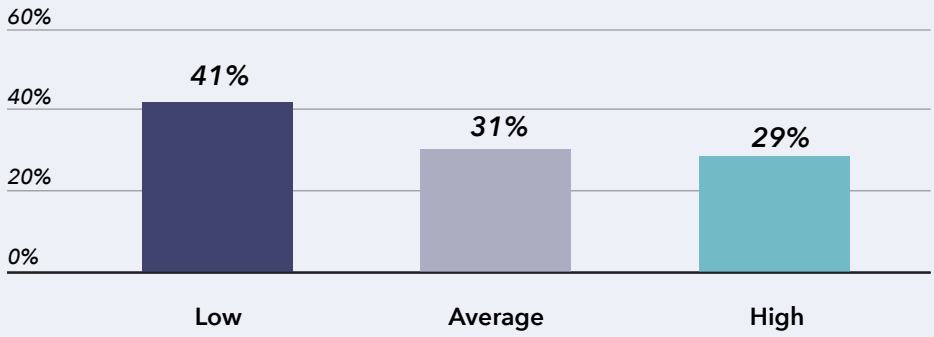
Do you think the condition of your neighborhood is getting better or worse?



How connected do you feel with adjacent neighborhoods and the broader community?



Rate the condition of commercial property maintenance within a 15-20 minute walk of your home.



IMAGE

WHY DOES THIS MATTER?

- Garland's image gives residents and outsiders a shorthand way to set expectations when they interact with the city's neighborhoods, corridors, and establishments.
- These engrained expectations shape the behaviors of current and potential residents and businesses. And Garland's current image reinforces soft levels of demand, low interest from higher-capacity buyers, and low standards of maintenance.

2 NEIGHBORHOOD SUBMARKETS

Within Garland, the components of the feedback loop—market, capacity, condition, and image—are expressed in a variety of ways across nearly 80 neighborhoods

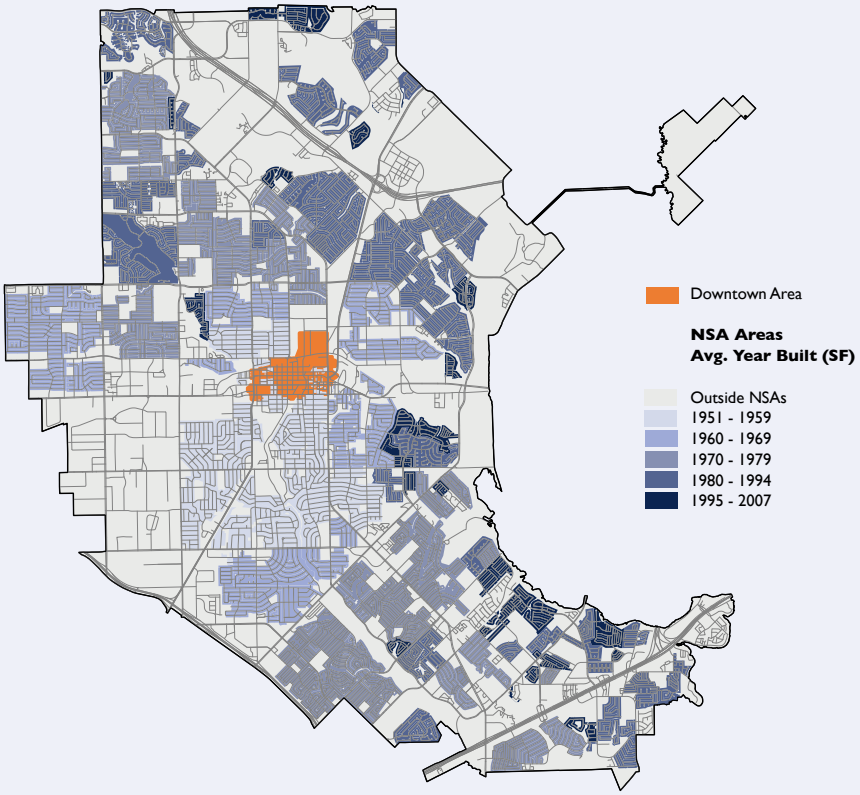
Garland has long been a city of predominately single-family homes (74% of all housing units today), most of which were developed after 1950 as part of subdivisions that were zoned for mostly single-family uses. Thus, single-family subdivisions are Garland's neighborhood units—officially known by the city as Neighborhood Service Areas (NSAs).

These neighborhoods have different degrees of stability, strength, and appeal, with some quite desirable and competitive within the regional context, while others struggle. Sixty-two percent of Garland's single-family homes were built before 1980, for example, making age a significant differentiating factor across the city's neighborhoods. This means the influence of smaller, older homes on property values, on people's choices, and thus, on the feedback loop, is significant.

Although single-family homes take up much of the land area in Garland, multi-family properties make up 26% of all housing units, and that share has been growing in recent decades—with rental units outpacing single-family production during the 2010s and 2020s. Unlike communities built earlier in the 20th century, when single-family and multi-family housing was frequently intermixed, Garland followed the more Euclidian zoning patterns of the post-WWII era—strictly separating form and use. For this and other reasons, multi-family housing in Garland is physically situated in the city more as separate islands along major thoroughfares than as parts of neighborhoods.

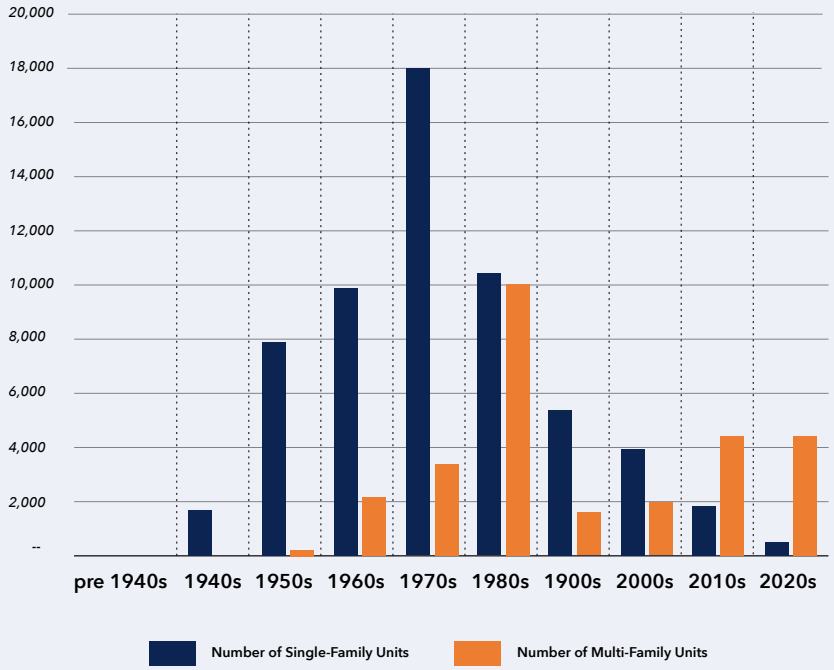
Like single-family, the multi-family housing inventory in Garland has been built across the decades, and a significant portion of it is showing its age—even as recently-built units are highly competitive with high-performing neighbors.

Average Year Built, by Neighborhood Service Area



Map does not include single-family subdivisions built after 2017.

Garland Single-family & Multi-family Housing Units by Decade Built



Source: czb analysis of Dallas County Appraisal District data

2 NEIGHBORHOOD SUBMARKETS

Three distinct submarkets provide direction for understanding challenges, opportunities, and potential strategies at the neighborhood level

Similar to the regional demand typology presented earlier in Part 1, housing data can be used to categorize Garland's neighborhoods into submarkets. Blending many variables together–including the relative strength of neighborhoods within both regional and localized contexts–enables a clearer understanding of market dynamics within Garland and makes it possible to construct categories that offer meaningful strategy guidance.

This resulting submarket typology is not static—it reflects current conditions and can evolve as reinvestment, tenure shifts, or demographic changes alter the underlying scores.

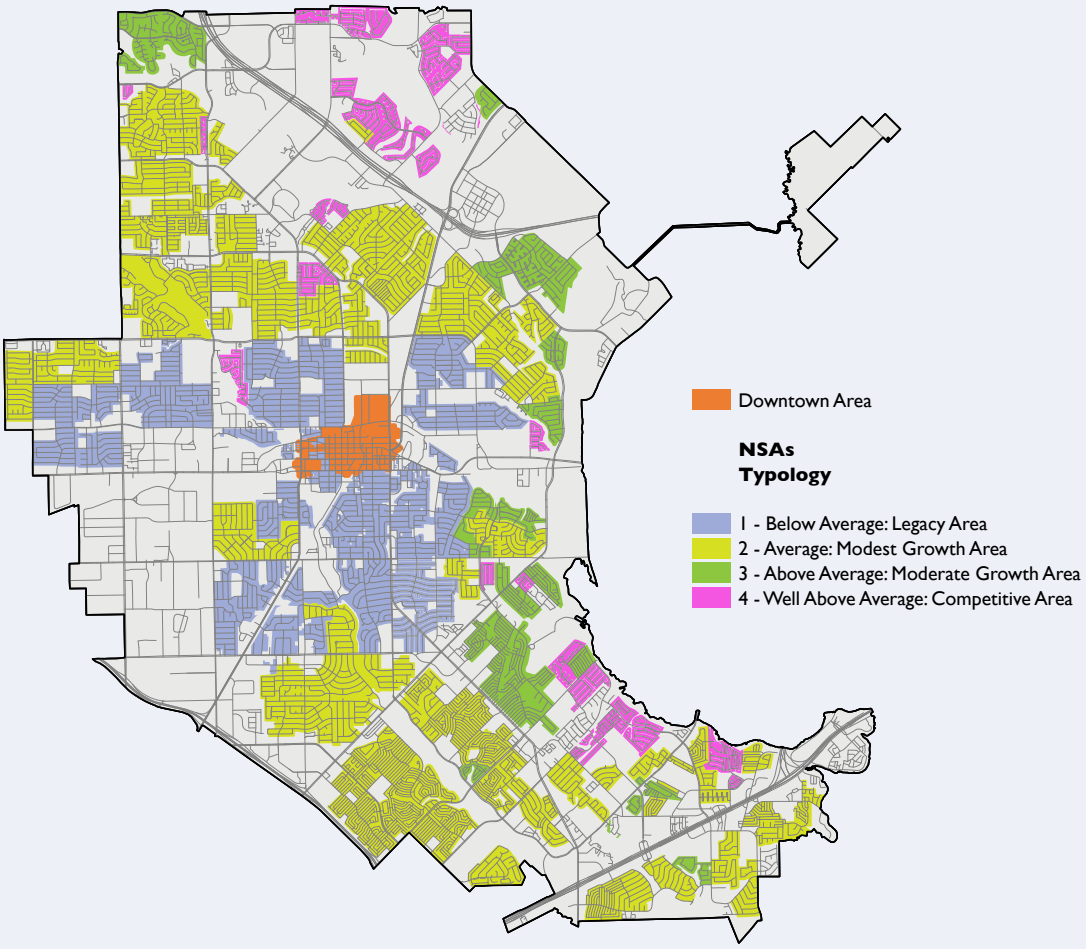
Overall, Garland has three categories, or types of neighborhood submarkets, each with different degrees of market strength:

- Those with the lowest level of demand are neighborhoods with the highest concentrations of older homes, smaller homes, highest rates of rental tenure, lowest household incomes, and highest levels of disinvestment behaviors. These can be thought of as **LEGACY AREAS.**

- Neighborhoods with the highest levels of demand are those with the highest concentrations of newer, larger homes, high home ownership rates, higher household incomes, and consistently high levels of reinvestment. These areas can be understood to be **COMPETITIVE**.

- Those areas in between, neither struggling with demand as low as Legacy Areas nor benefitting from demand as high as Competitive Areas, can be understood as potential **GROWTH AREAS**. These are parts of Garland with clear strengths but also significant vulnerability to decline. Garland has a significant volume of neighborhoods classified as Growth Areas, which can be further divided into two subcategories: those with a **moderate near-term upside** and those slightly less strong with a more **modest near-term upside**.

Garland Neighborhood Typology



Source: czb analysis of data from the Dallas County Appraisal District, Multiple Listing Service, and City of Garland. Data inputs include: year built; home square footage, number of bedrooms, number of bathrooms, sale prices, and tenure. Map does not include single-family subdivisions built after 2017.

NSA Typology - Summary Characteristics

NSA Type	# of NSAs	Avg Yr Built	# of Parcels	Avg % Rental	Avg Sq Ft	Avg Parcel Value	Avg Sale Price (2021-2024)	Avg # of Bedrooms	Avg # of Bathrooms
Competitive	25	1995	11,386	8%	2,703	$412,776	$449,242	3.7	2.9
Growth: Moderate Leverage	16	1984	11,969	14%	1,841	$305,567	$323,735	3.2	2.2
Growth: Modest Leverage	25	1971	27,215	17%	1,569	$246,315	$279,529	2.9	2.0
Legacy: No Leverage	11	1957	8,610	24%	1,257	$199,196	$235,286	2.8	1.5

Each type of area – Legacy, Competitive, or Growth – faces different challenges and will merit a different approach to its unique issues. What's needed in the city's strongest neighborhoods–maintaining strength–is very different that what's required in the weakest–stabilization–and both are materially different from those in the middle where the work consists of leveraging reinvestment.

2 NEIGHBORHOOD SUBMARKETS

COMPETITIVE

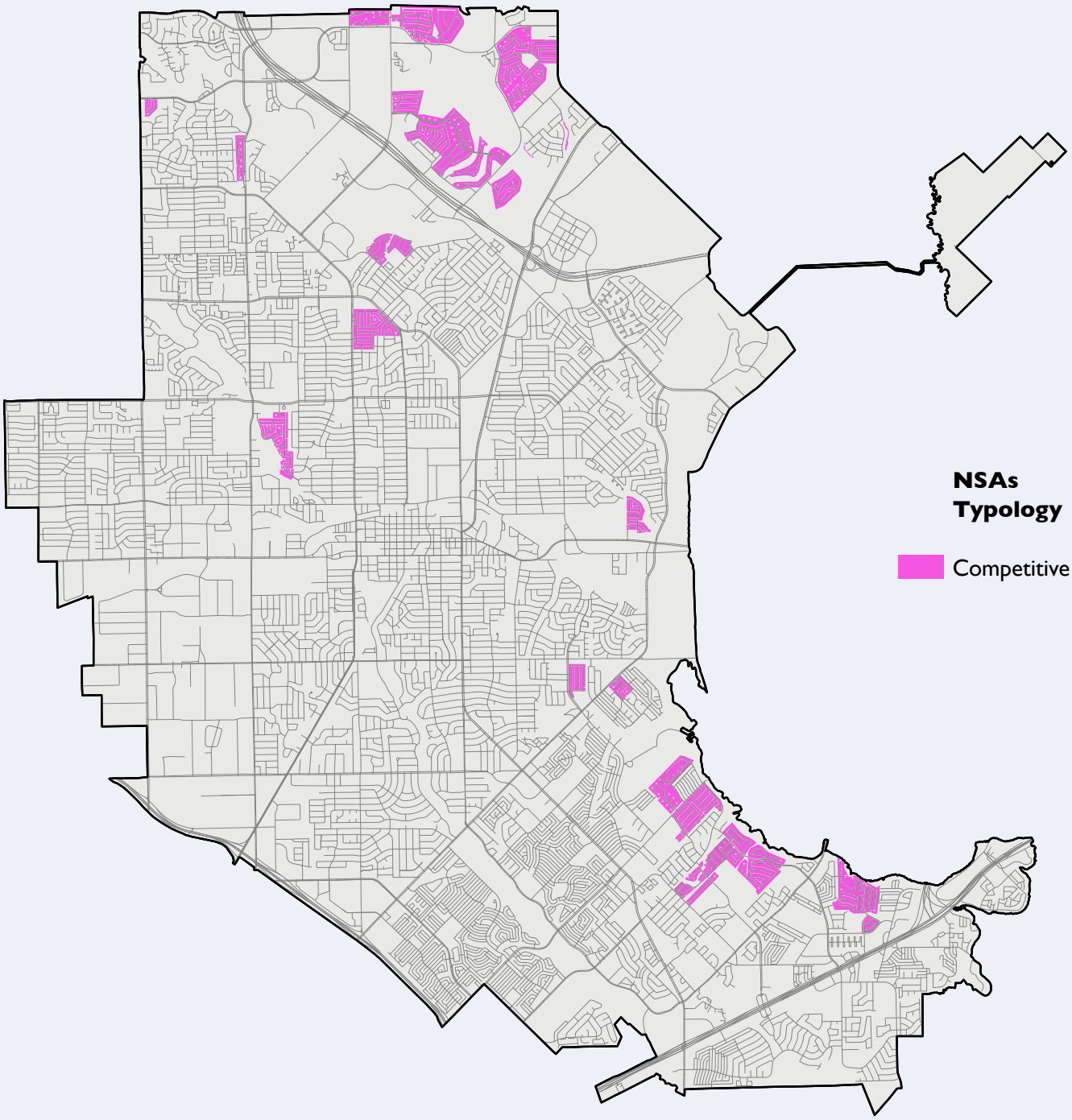
Based on the typology analysis, **Competitive submarkets** are those single-family neighborhoods that are just that: competitive in the region. Their location on the city's edges generally abuts desirable areas outside of Garland or are pockets of more recent development. Homes in these neighborhoods are newer and tend to be larger—both in terms of square footage, as well as the number of bedrooms and bathrooms–and sale prices reflect these qualities. The income, savings, or both, needed to buy in these areas is substantial, and generally coincides with significant levels of formal education (though not always). Homes are primarily owner-occupied, with less than 10% of single-family occupied by renters.

Homeowners in competitive neighborhoods generally have the equity and income capacity to make repairs and upgrades to their homes without public assistance. The standards of maintenance and care for homes tend to be higher as well. There may be occasional exceptions for seniors or individual householders due to personal circumstances.

These are the neighborhoods that have the best conditions, capacity and image in Garland, and experience the strongest demand. They therefore generate disproportionate net fiscal gains to Garland, and **the city cannot afford for these neighborhoods to decline in any way.**

Submarket Condition	Competitive Submarkets
Objective	**Maintain** capacity to compete successfully for strong households with options
Problem to Solve	Preserve existing competitiveness; Resident pride and retention
Key	Support existing neighborhood groups
Programming	Continue programs and services as usual Neighborhood Vitality Projects: Support neighbors that engage in projects that beautify the public realm or increase a unique sense of identity
Leverage	Considerable; Similar to Richardson or Plano
Notes	Difficult to prove investments would not have occurred otherwise

Competitive Submarkets



Map does not include single-family subdivisions built after 2017.

2 NEIGHBORHOOD SUBMARKETS

MODERATE AND MODEST GROWTH

Areas neither struggling with very low demand nor benefitting from very strong demand can be understood as **Growth Areas.** These are parts of Garland with clear strengths but also significant vulnerability to decline.

Homes in growth areas are not generally the newest or largest in Garland, nor are they the oldest or smallest. They are truly in the middle in every way—age, size, value, tenure, occupancy profile. Though Garland's middle neighborhoods are not in distress, they are well below regional averages for market strength, and there is little to suggest they will be on the receiving end of private reinvestment without public intervention. These areas have soft stability for now.

Garland has a significant volume of homes in middle neighborhoods; thus, Growth Areas can be further subdivided into two categories: those slightly stronger areas where a moderate near-term upside can be anticipated, and those less strong areas where a more modest near-term upside can be expected.

Growth Areas hold the greatest possibilities for Garland to disrupt the feedback loop, prompting reinvestment in homes purposefully aimed at improving their marketability.

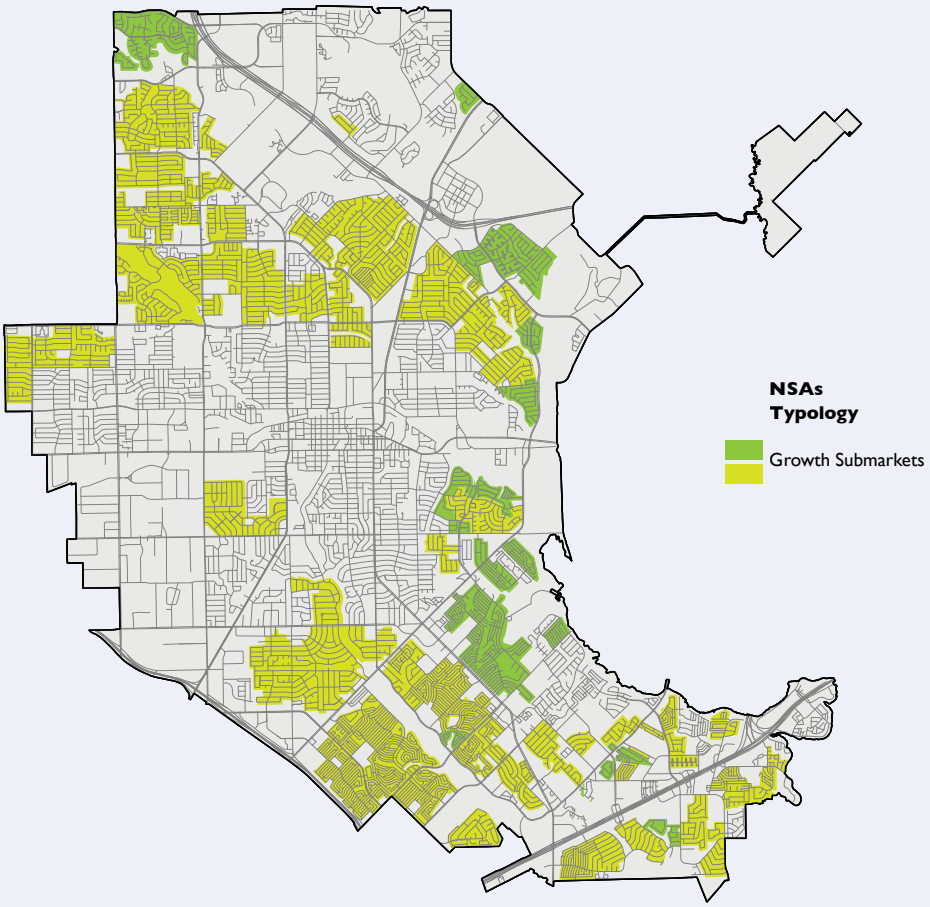
Moderate Leverage Areas: those slightly stronger neighborhoods with higher incomes and home values, where there is likely to be a greater private match to public incentives.

There are nearly 12,000 single-family homes in Moderate Leverage Growth areas. On average, they are 1,800 square-foot homes built in the 70s and 80s, with 3 bedrooms and 2 or more bathrooms. Renter occupancy in single-family is estimated to be around 14%. Homeowners are likely to be middle-income in the city and have both equity in their home and some disposable income to invest in home repairs and upgrades.

Modest Leverage Areas: those less strong neighborhoods that have decent, but less, financial capacity, where there is still likely to be private match to public incentives, but less overall leverage.

There are over 27,000 single-family homes in Modest Leverage Growth areas. These tend to be smaller, 1,500 sq ft homes with 2-3 bedrooms and 2 bathrooms. Renter occupancy in single-family is a bit higher, at about 17%. While homeowners are still likely to be middle income, these households will have less disposable income than households in moderate leverage growth areas. That, coupled with the smaller size and relatively lower value may mean they have less equity in their home to borrow against.

Growth Submarkets



Map does not include single-family subdivisions built after 2017.

Submarket Condition	Growth Submarkets
Objective	**Revitalize** to become competitive in the future for strong households with options
Problem to Solve	Lack of sufficient resident confidence to invest time, energy and money
Key	Locate and leverage strengths with the aim of retaining households with high standards
Programming	Focus on improving homes' marketability in concert with building resident capacity for neighborhood self-management
Leverage	For every $1.00 of public investment, $2.00-$4.00 of private investment
Notes	Requires discipline to address market gaps and not be distracted with affordability issues

2 NEIGHBORHOOD SUBMARKETS

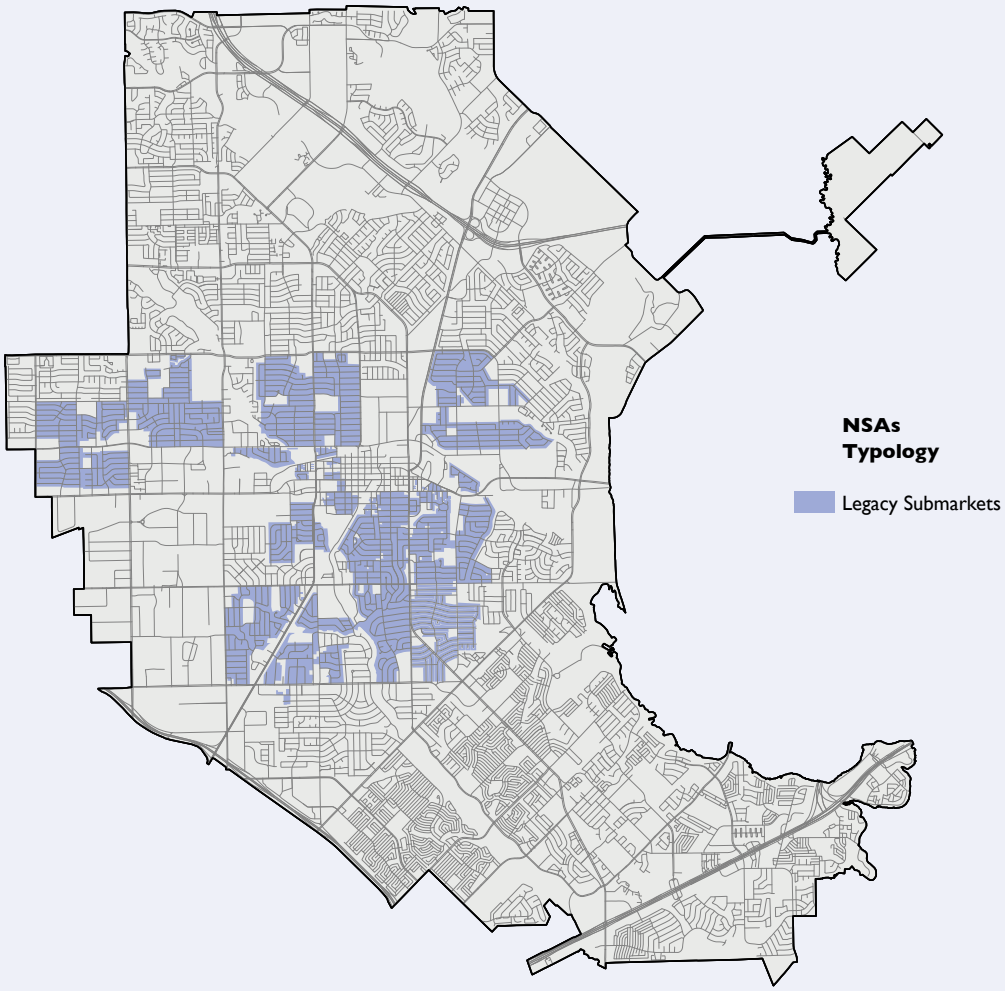
LEGACY

Legacy Areas in Garland represent the city's most vulnerable housing stocks—characterized by the lowest property values, smallest and oldest homes, highest levels of physical disorder, and the greatest concentration of absentee ownership. These neighborhoods, largely developed between 1952 and 1968, are in acute need of stabilization. With an average home size of just 1,300 square feet, Legacy Areas fall well below the citywide norm. While some homes may show strong value on a per-square-foot basis, this metric is misleading–more factoid than fact. Buyers purchase whole homes, not fragments of square footage, making such valuations a red herring in assessing true market viability.

The paradox of Legacy Areas is that the older, smaller homes that predominate, and which are avoided by the wider market, in fact constitute tremendous potential future value. Homes are often on spacious lots, on streets lined with mature shade trees, and in close proximity to Garland Square, the city's crown jewel. Their low price renders these homes, and these neighborhoods, textbook definitions of diamond-in-the-rough opportunities. Unfortunately, these characteristics also make them high-value targets for more absentee owners to come in.

To turn Garland's Legacy Areas into stable and eventually strong neighborhoods, it is helpful to think of the adage "walk before you run." It will be critical to help owners afford repairs and upgrades, with a focus on health, safety, and livability. Over time, this will build a new "floor" of standards, enabling owners to build more wealth while creating a firmer foundation for the city that could eventually support revitalization aims.

Legacy Submarkets



Map does not include single-family subdivisions built after 2017.

Submarket Condition	Legacy Submarkets
Objective	**Stabilize** to create conditions where future revitalization efforts might take hold
Problem to Solve	Disorder, lack of predictability, disinvestment
Key	Control public property and establish a standards "floor" for property and behavior (condition and care)
Programming	Focus on health and safety, building envelope integrity, basic maintenance and upkeep
Leverage	Minimal; Similar to Mesquite or other very soft markets in the County
Notes	Hinges on disrupting concentrations of poverty and dysfunction, building trust, and balancing ground floor market realities with improvement aims

2 NEIGHBORHOOD SUBMARKETS

MULTI-FAMILY

Multi-family housing in Garland is mostly separate from the city's neighborhood submarkets.

While the submarket typology does not exclude multi-family housing, it incorporates it only indirectly. In Garland, just 5% (or 1,500) of the nearly 28,000 multi-family family housing units in the city are what might be called small properties tucked into the general residential fabric, intermixed with retail and single-family homes or townhouses. The remaining 95% of the multi-family housing in Garland is distributed in a satellite, segregated way. Where the city's nearly 200 multi-family rental properties do exist, generally along busy thoroughfares, they do exert some influence on the values—sometimes positively and sometimes negatively—of nearby single-family homes.

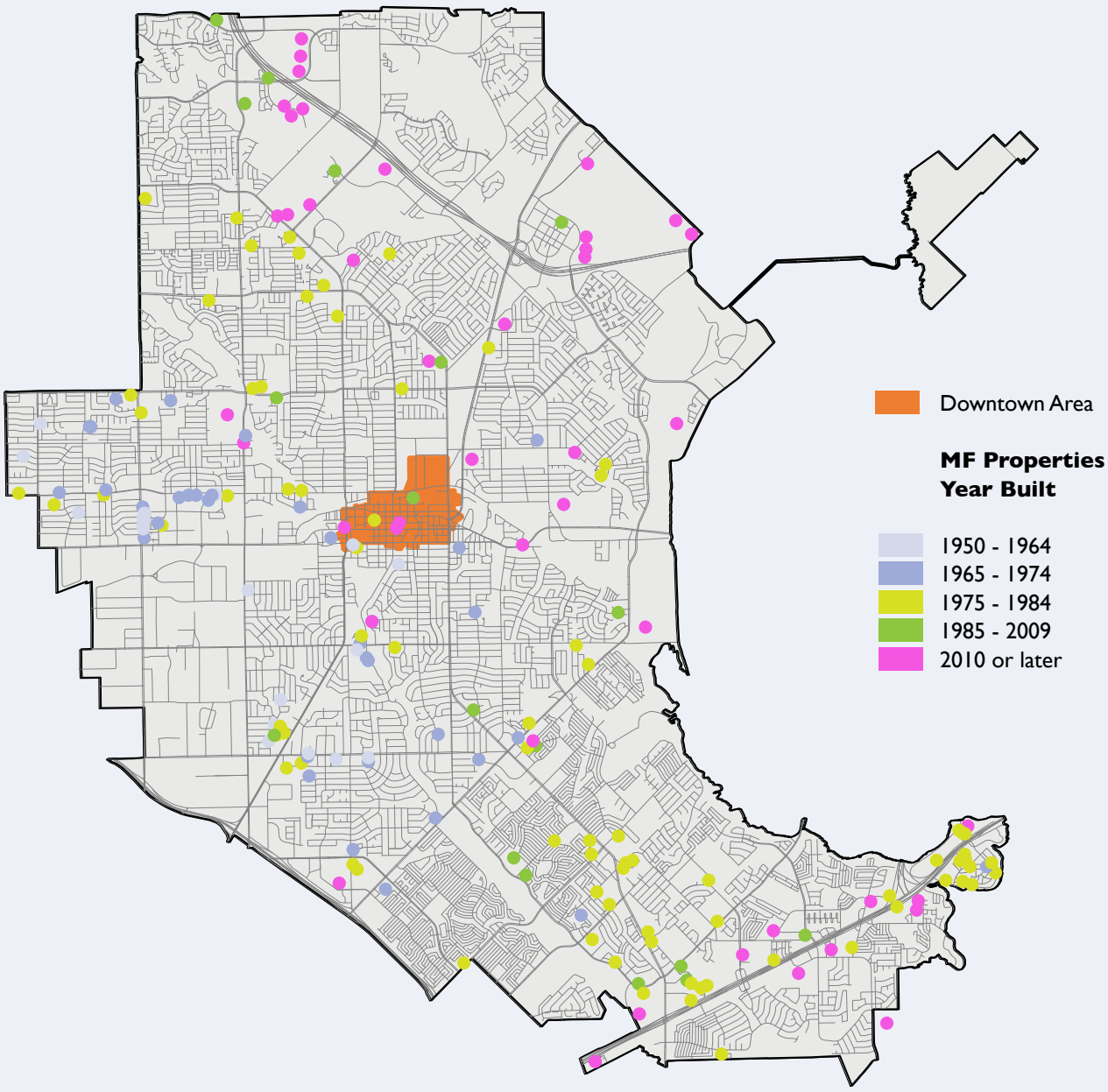
Multifamily properties in Garland follow a similar set of patterns to single-family homes and neighborhoods.

Older properties tend to have smaller units and are more worn, with rents and values lower than surrounding communities, while newer properties tend to have larger units, better design and amenities, and exhibit performance that is on par with multifamily projects in Richardson and Plano, as indicated in rent-to-value and equity-to rent ratios.

As such, the city's more than 15,000 multi-family units developed prior to 1990 have both the benefit of being an invaluable repository of naturally occurring affordable housing, and the downside of their negative influences on overall property values. By contrast, the performance of multi-family projects built since 2000 suggests that when new, high quality (well designed, well capitalized, well managed) multi-family housing development does occur in Garland it produces double-bottom-line success: good for the residents who live there and good for the city overall.

Multifamily properties are often categorized as Class A, B, and C , with Class A properties being the newest and highest quality, and Class C being much older and experiencing outdated interiors and deferred maintenance. In Garland, nearly 85% of all multifamily units are in Class B and C properties that were built pre-1990. Of note, Class B properties in particular have extremely high vacancy rates, indicating they struggle to attract tenants and are primed for rehabilitation and upgrades.

Garland Multifamily Projects by Year Built



	# of Units	Share of all Units	Average Value per Unit	Vacancy Rate	Share of all Vacant Units
Class A	3,860	13.9%	$232,000	11.1%	13.0%
Class B	14,596	52.6%	$181,000	13.7%	60.5%
Class C	9,314	33.5%	$109,000	9.4%	26.5%
Total	27,770		$163,940	12%	

Source: czb analysis of CoStar data

TWO HOUSING GAPS

Alongside Garland's feedback loop and neighborhood submarkets, there are two housing gaps that form a backdrop for understanding the city's housing market: an affordability gap and a market gap.

What is the Affordability Gap Challenge?



Costs to generate and maintain housing units

Garland has an affordability gap





Ability to pay for housing in Garland

The cost of generating properly maintained residential real estate in Garland exceeds what many households are able to pay.

Why? Significant affordability gaps in a soft market like Garland stem from low incomes rather than unusually high housing costs. However, rising costs also play a role. As the Dallas Region continues to grow, and newer housing continues to attract higher-income households, households with less financial capacity are landing in Garland – not always because they choose to, but because Garland is one of the more affordable places in the region due to its older, smaller housing stock.

As prices and housing costs continue to rise, more of Garlands low-income households are paying more towards their housing costs, leaving them with less financial capacity to invest in repairs and upgrades.

What is the Market Gap Challenge?



Costs to generate and maintain housing units

Garland has a market gap



Willingness to pay for housing in Garland

The cost of generating properly maintained residential real estate in Garland exceeds what many households are willing to pay for their housing or to improve their housing.

Why? Decades of soft demand for Garland's older, smaller housing stocks have held housing prices and values down relative to the region's housing markets. The lack of newer, larger homes in Garland is either pushing households with sufficient incomes (who have a strong ability to pay for housing) elsewhere in the region or giving them a wide range of affordable housing options in Garland to choose from. In some cases, households are enjoying spending much less of their income on housing than they could afford, but without the confidence that investing in upgrades will give them a return. In other cases, these households are not choosing Garland to begin with.

TWO
HOUSING GAPS

What are the defining features of Garland's Affordability Gap?

Housing costs are rising, and incomes are not keeping pace. Housing costs in Garland have increased by 30% for rent and 47% for homeownership since 2015. Income growth has stagnated at 2.1% from 2010-2023 when adjusting for inflation, further worsening affordability. (Garland's 2025-2029 Consolidated Plan).

Buying in Garland is relatively affordable but has become less so in recent years. Until very recently, Garland has been affordable for buyers, with median incomes rising at rates similar to median home values. As of 2022, however, the income needed to afford the median value home in Garland surpassed the median income for the city. Existing owners who stay in place benefit while move up buyers or new buyers face barriers.

Consequently, the subject of affordability in Garland has two key elements: 1) relative to the region, Garland is still quite affordable, so it is attractive to households with comparably limited means; and 2) despite its relative affordability, housing in Garland is still quite expensive—and becoming more so—for many lower-income Garland households.

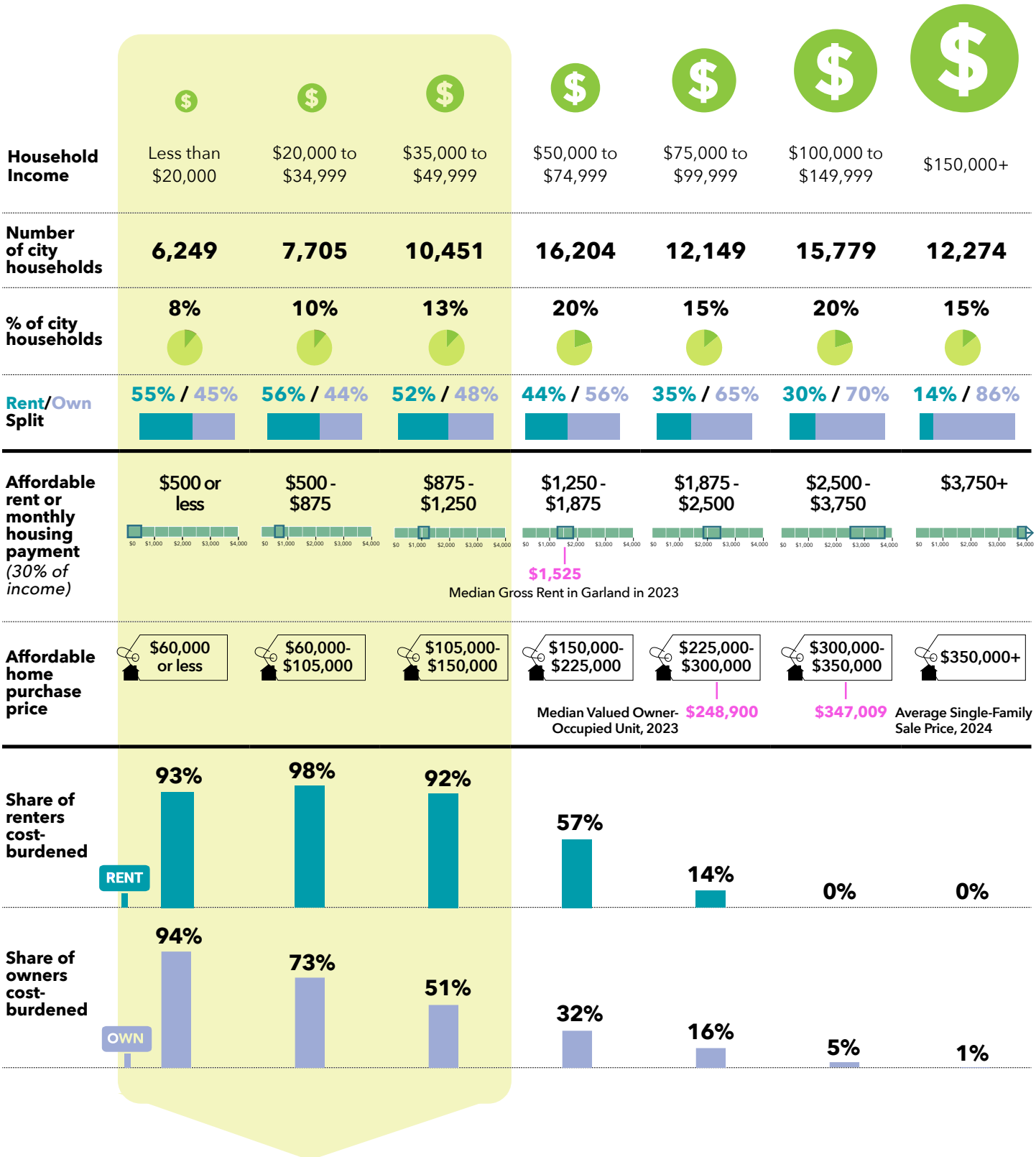
With median gross rents of $1,525 per month and average home sale prices of $347,000, Garland's housing prices are generally more affordable than its neighbors. However, these prices are still prohibitive for renter households earning less than about $55,000 and buyers earning less than about $88,000.

Affordability challenges, therefore, are most acute for owner and renter households earning less than $50,000 a year.

Closing the affordability gap for all of these households is estimated to cost approximately $3.3 billion. The affordability gap will continue to widen so long as the mismatch between incomes and housing costs continues to increase.

Garland Affordability Dashboard, 2023

Source: czb analysis of data from 2019-2023 American Community Survey Five-Year Estimates



RENT Among the 13,187 renters with incomes below $50,000, 94% are cost-burdened.

OWN Among the 11,218 homeowners with incomes below $50,000, 68% are cost burdened

TWO
HOUSING GAPS

What are the defining features of Garland's Market Gap?

Many of Garland's homes are too old, too small, or need too much work compared to other parts of the region, repelling would-be buyers and stalling value appreciation. As the regional demand discussion has demonstrated, buyers with choice in the Metroplex are not choosing Garland in meaningful numbers. This pattern is exemplified by the estimated 8,000 households with incomes over $150,000 that are not living in Garland, but would be, if those households were distributed evenly across the region.

When a home is listed for sale in Garland, it is more likely to sit on the market longer and have the price bid down than in the region's stronger markets, lowering Garland's sale prices in comparison. Lower sale prices solidify lower appraised values. This trend has been occurring for several decades as newer suburbs have come along.

To catch up to the competition, Garland would need its median home values to increase by an average of 23% (or $66,000) across the board and the market value of rental housing units to increase by an average of about 13% ($22,000). Multiplied across Garland's housing units, the total cost citywide works out to about $4.4 billion. As insurmountable as that may seem, it is possible for Garland to make a meaningful dent in its market gap by disrupting its current feedback loop and working diligently and strategically to create a new cycle of investment.

Part of making progress on the market gap is focusing on Garland households who can afford more and are choosing to stay where they are.

For example, there are over 5,400 renter households earning over $100,000 that are paying less in rent than they can afford, putting pressure on rents for those lower down the income spectrum.

There are also nearly 7,000 homeowner households earning over $100,000 who are living in houses valued below their purchasing power, suggesting some potential unmet demand for higher-valued ownership units.

Households that have chosen Garland and spend less on housing than they can afford...

12,285

Renters with incomes over $100,000 who rent below their purchasing power

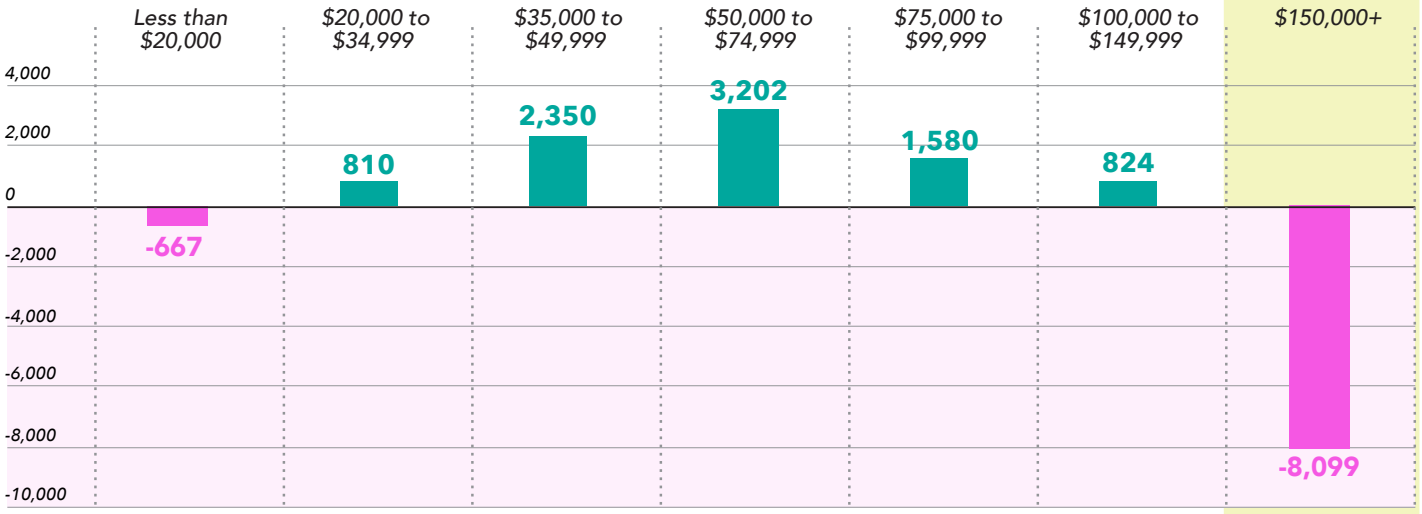
5,440

Owners with incomes over $100,000 who own below their purchasing power

6,845

Households that have not chosen Garland

Garland Difference from Balanced Income Distribution, 2023



Source: czb analysis of data from 2019-2023 American Community Survey Five-Year Estimates

KEY FINDINGS

GARLAND'S FEEDBACK LOOP 1

Today, Garland's housing market is caught in a negative feedback loop.

MARKET Despite the fact that Garland is a growing city in a growing region, below average levels of demand indicate that private investment in housing is flowing elsewhere. The prevalence of older, smaller homes in Garland has a major influence on the city's soft market conditions. Without significant reinvestment, Garland risks seeing this situation worsen.

CAPACITY Garland's households have lower than average incomes for the region. Coupled with the city's soft market conditions, this has limited the willingness and ability of owners to invest in housing upgrades, higher standards, and stronger neighborhoods. Greater household capacity will need to be an important part of raising levels of housing and community reinvestment in Garland.

CONDITION Because of Garland's soft market demand and limited household capacity, public intervention will be required to correct poor or declining physical conditions of older properties. The visibility of disinvestment in residential areas near major corridors reinforces soft market perceptions and increases financial risks faced by developers. Likewise, poor condition of corridors (public and commercial properties) likely contributes to lower demand for Garland's housing and neighborhoods.

IMAGE Norms of behavior towards housing maintenance and investment establish Garland's current image, which perpetuates soft levels of demand, low interest from higher capacity buyers, and low standards of reinvestment.

2 NEIGHBORHOOD SUBMARKETS

The Feedback Loop plays out differently across three Neighborhood Submarkets, presenting distinct opportunities and challenges.

COMPETITIVE Competitive areas are keeping pace with regional averages and are currently exhibiting more positive feedback loop patterns. Maintain and protect these neighborhoods' strengths.

GROWTH Growth Areas form Garland's middle market and have some capacity to leverage private investment with public sector incentives. Revitalize these areas to shrink the market gap.

LEGACY Legacy Areas struggle with the most entrenched negative feedback loop. These areas need to be stabilized and offer a chance to assist vulnerable households.

3 TWO HOUSING GAPS

Garland has both Affordability and Market Gap challenges, each with their own costs to solve.



As housing costs rise, more Garland residents struggle to afford housing in the first place, let alone repairs and upgrades. The affordability gap will continue to widen so long as the mismatch between incomes and housing costs continues to increase and levels of assistance remain low.



Buyers with choice are not willing to choose Garland in the regional market in significant enough numbers, leaving the community short on the purchasing power needed to support better retail and amenities. Higher income households already living in Garland lack the confidence to invest significantly in their homes, even though they can afford to.

PART 2

GUIDANCE FOR STRATEGY DEVELOPMENT

The data is clear. Garland's housing market is structurally soft, marked by older, smaller homes in marginal condition, declining relative value, and diminished retail appeal. This softness erodes fiscal capacity and will not self-correct.

Addressing it will be costly and long-term; ignoring it will be costlier still.

Affordability compounds the challenge. Garland remains more affordable than most of Dallas County, yet thousands of Garland households struggle. Renters face rising rents with little path to ownership. Owners face rising taxes and limited mobility. New construction is prohibitively expensive. A full affordability fix is beyond reach – estimated at $3.2B – leaving only partial remedies possible. Even helping 1% of households carries a $35M capital price tag.

Strategic context sharpens the stakes. Dallas County's share of the Metroplex population will fall from 42.7% in 2000 to 29.6% by 2040, with Collin and Denton counties absorbing growth. Garland's share of the county population is not expected to grow, but because household sizes will contract, Garland is projected to need to accommodate ~550 net new households annually through 2040.

At current ownership rates, this translates to 339 new homes for buyers and 211 for renters each year, many of which will need to be developed at higher densities than single-family. Meeting affordability needs will require gap financing of ~$50,000 per unit, while balancing the market will require attracting higher-income households.

These questions – how to confront softness, how to mitigate affordability, how to allocate limited resources, and how to position Garland within a shifting regional landscape – form the foundation of the strategy work to follow.

Together, these realities force Garland to confront two intertwined issues: **structural softness** and **affordability**. Both demand attention yet both exceed the city's independent capacity. Federal subsidies, local matching funds, code enforcement, and baseline services will continue. Garland could choose to maintain status quo and keep going in the same manner as they have been. The risk of not acting differently, however, is that the negative feedback loop outlined in Part 1 continues to cycle further into disinvestment and decline, slowly worsening the City's fiscal challenges and residents' quality of life.

The question is whether Garland should do more than the basics, the housing portion of which relies almost entirely on federal dollars today.

Should Garland choose to go beyond the status quo, it is important to understand that addressing affordability challenges is a separate category of work from confronting structural softness. Garland has a number of options for how to proceed. The next few pages provide examples of what it could look like to focus on each category of work separately, or alternatively, how Garland might think about doing some of both:

1



Expand affordability support — either deeply for a few households or lightly for many.

As additional federal dollars are unlikely, this means raising considerable local resources.

2



Address structural softness.

Incentivize reinvestment either intensively in targeted geographies to trigger flywheel effects, or lightly across the city to lesser impact, again requiring local resources.

3



Combine both approaches.

Balancing some affordability relief with some structural reinvestment. This will require geographic focus to maximize effectiveness, asking some projects to do double duty and achieve both affordability and market aims.

EXPAND AFFORDABILITY SUPPORT

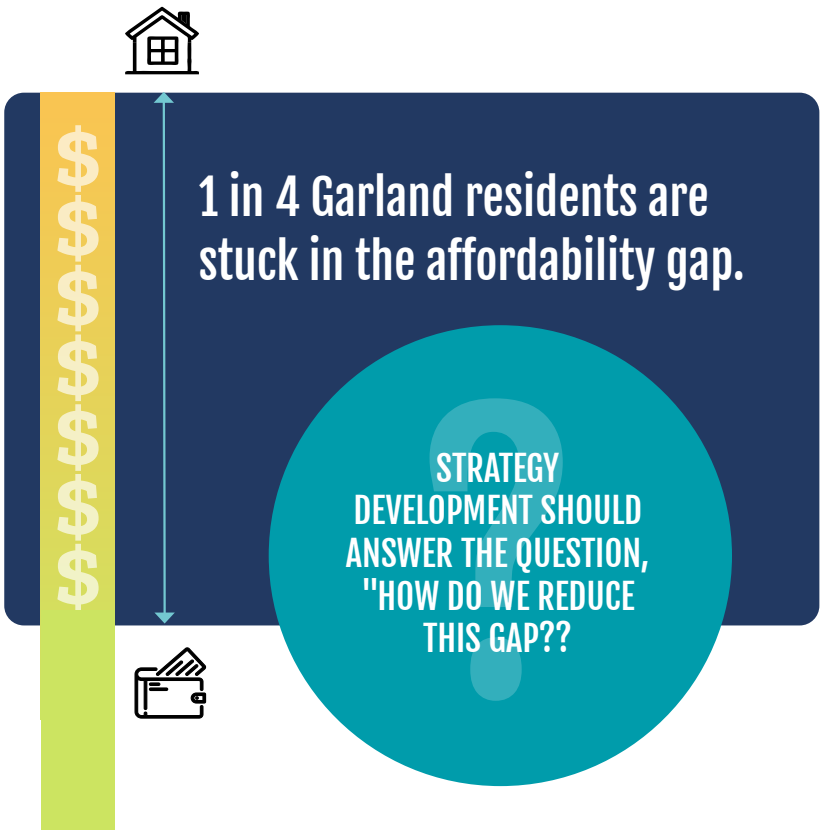
1

Expand affordability support — either deeply for a few households or lightly for many.

Alleviate cost burdens; improve the scale and quality of affordable opportunities

Garland has been and remains one of the Metroplex's more affordable markets, which is one of the reasons why the city has long been a place for working- and middle-class households to find accessible housing opportunities. It is also true, though, that income stagnation and rising costs make prices and rents in Garland difficult for a growing number of households to afford.

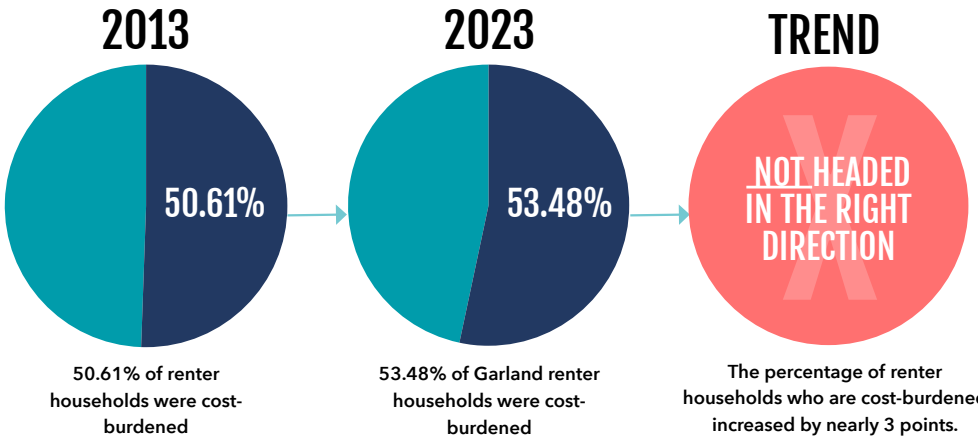
Currently, there are over 12,000 renting households and nearly 8,000 homeowning households that have incomes of less than $50,000 and spend more than 30% of those incomes on housing. That means that 20,000 out of Garland's roughly 80,000 households—or one-in-four—are stuck in Garland's affordability gap, and 28% of the households in that income range (or 5,800) are estimated to be seniors. At the same time, data from HUD show that only 1,665 households in Garland are currently living in housing that is subsidized by public resources—namely federal and state funds that are aimed at income-eligible households.



If Garland chooses to expand existing levels of support for households facing affordability challenges, the following outcomes will be useful guides for strategy development:

RENT EXAMPLE OUTCOME 1:

The share of renter households with cost burdens is stable or shrinking



50.61% of renter households were cost-burdened

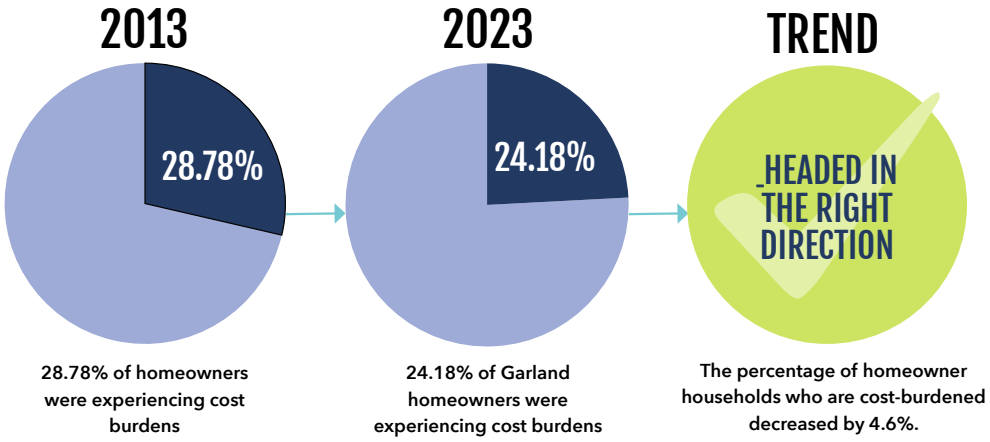
53.48% of Garland renter households were cost-burdened

The percentage of renter households who are cost-burdened increased by nearly 3 points.

Cost-burdened renters tend to be the households most vulnerable to housing instability. How the share of cost-burdened renters changes over time is the most basic indicator of whether the city's affordability gap is shrinking, widening, or stable.

OWN EXAMPLE OUTCOME 2:

The share of homeowners with cost burdens is stable or shrinking



28.78% of homeowners were experiencing cost burdens

24.18% of Garland homeowners were experiencing cost burdens

The percentage of homeowner households who are cost-burdened decreased by 4.6%.

Cost-burdened homeowners tend to be in financial positions that are more tenuous than when they purchased their home. They have diminished income due to job loss, disability, or retirement, and may find it difficult to maintain the basic habitability of their home, let alone perform routine maintenance or make significant updates. Change in this measure over time is an indication of the extent to which the costs of homeownership in Garland's housing market are aligned with the city's socioeconomic profile.

EXPAND AFFORDABILITY SUPPORT

1



Expand affordability support — either deeply for a few households or lightly for many.

Wide Versus Targeted Support

If Garland chooses to expand its support of households facing affordability challenges—which would have to involve a commitment of local resources in order to build upon what is currently achieved with very limited federal and state resources—the city's strategy would be guided by one of two approaches: wide support or targeted support. Depending on the types of activities the city decides to fund under this pathway, and the community's goals, the city's housing strategy may call for a combination of the two approaches.

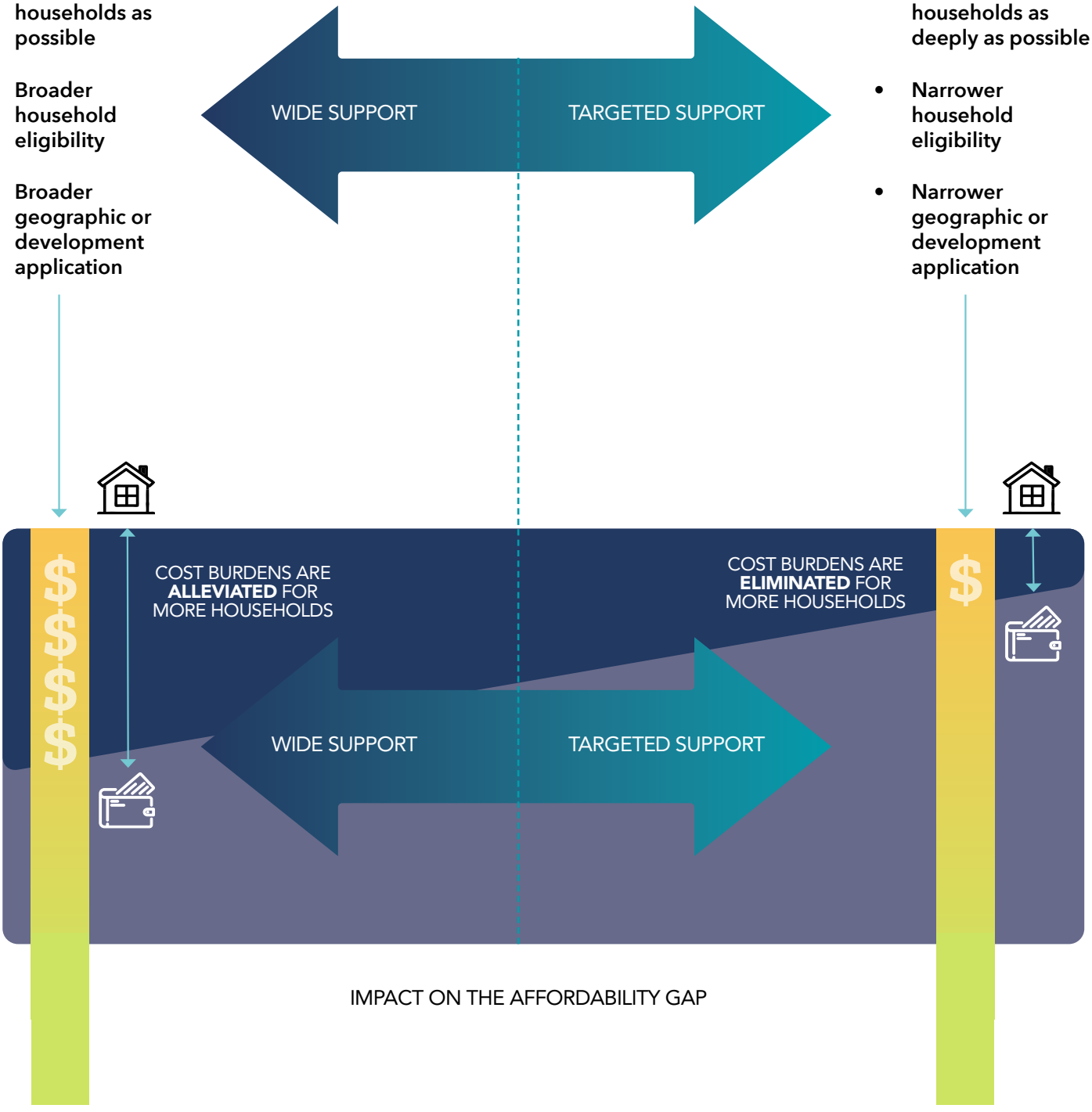
With 20,000 households experiencing cost burdens in Garland, solving the affordability gap in its entirety would cost in the billions. Nonetheless, the city could decide that incremental assistance to a wide range of household types is in line with community values and would advance housing stability and quality of life for those who receive direct or indirect assistance.

The city could also decide that, given the impossibility of solving the gap completely, any locally-funded affordability assistance should be highly targeted to aid specific types of households or contribute to goals in specific geographies.

If Garland wants to use its own resources to address the affordability gap, which approaches should shape strategy development?

- Help as many households as possible
- Broader household eligibility
- Broader geographic or development application

- Help aided households as deeply as possible
- Narrower household eligibility
- Narrower geographic or development application



IMPACT ON THE AFFORDABILITY GAP

EXPAND AFFORDABILITY SUPPORT

1



Expand affordability support — either deeply for a few households or lightly for many.

Wide Versus Targeted Support

WHAT ARE EXAMPLES OF BOTH APPROACHES, AND HOW FAR MIGHT A HYPOTHETICAL COMMITMENT OF $5M REACH?

WIDE SUPPORT

TARGETED SUPPORT

EXAMPLE ACTIVITY 1:

Emergency repair assistance to income-eligible homeowners

This activity could include locally-funded grants, on a first-come first-serve basis, to cover the cost of emergency exterior repairs that, if not made, threaten the habitability of a home. Similar to the City's current Home Repair Program or Home Improvement Incentive Program, work may include roof repairs or replacement, siding or exterior wall repairs, and windows and doors.

Limited levels of assistance per homeowner to help more homeowners

- Average aid of $5,000 per home: 1,000 homeowners assisted
- Average aid of $10,000 per home: 500 homeowners assisted

Broad eligibility criteria to increase the pool of eligible homeowners

- All homeowners with incomes below 50% AMI eligible
- Homes in all parts of the city eligible

Provide special assistance to seniors for aging in place modifications

Greater assistance to fewer homeowners, enabling more substantial repairs or a wider range of repairs

- Average aid of $20,000 per home: 250 homeowners assisted

Narrower eligibility criteria to shrink the pool of eligible homeowners

- All homeowners with incomes below 50% AMI eligible if homeowner is also over age 65 and/or disabled
- Homes in Legacy submarkets get prioritized assistance to help stabilize housing conditions

EXAMPLE ACTIVITY 2:

Capital subsidies for new affordable housing units in mixed-income projects

This activity would involve locally-provided capital subsidies to support the development of new rental housing units in mixed-income projects. The subsidy would enable the rents of a portion of the units to be priced at more affordable rents in otherwise market rate projects.

Shallower subsidy to produce a higher volume of units in any given year, resulting in rents that are affordable to moderate-income households

- $30,000 per unit would provide subsidies for the development of 170 rental units affordable to households with incomes in the range of 60% to 80% AMI

Broad geographic or development application to make a wider range of potential projects eligible

- Subsidies available to support development of affordable rental units anywhere in Garland appropriately zoned
- Any type of rental development is eligible

Ensure new senior housing developments also offer units for at or below 50% AMI.

Deeper subsidy, producing a smaller volume of units in any given year that are affordable to households with low incomes

- $75,000 per unit would provide subsidies for the development of 70 rental units affordable to households with incomes in the range of 30% to 50% AMI

Narrower geographic or development application to make a small range of potential projects eligible

- Subsidies only available in areas targeted for residential or mixed-use redevelopment
- Subsidies aimed at supporting affordable units in mixed-income developments to avoid concentration of poverty

EXAMPLE ACTIVITY 3:

Housing voucher for income-eligible households

This activity could include locally-funded housing vouchers on a first-come, first-serve basis to reduce the cost burdens of lower-income households that are not receiving existing forms of aid (such as federally-funded Housing Choice Vouchers).

Lower levels of assistance per household to help more renters

- Average aid of $100 per month: 4,200 renting households per year
- Average aid of $200 per month: 2,100 renting households per year
- Broad eligibility criteria to make a larger pool of renters eligible for assistance
- All renters with incomes below 50% AMI eligible
- Reserve a portion of funds specifically for seniors over age 65.

Greater levels of assistance per household to help a smaller number of households more deeply

- Average aid of $300 per month: 1,400 renting households per year
- Average aid of $500 per month: 800 renting households per year
- Narrower eligibility criteria to limit the pool of renters eligible for assistance
- All renters with incomes below 50% AMI eligible if renter is also over age 65 and/or disabled

ADDRESS STRUCTURAL SOFTNESS

2

Address structural softness – incentivize reinvestment either intensively in targeted geographies or lightly across the city.

Incentivize reinvestment; Compete for a wider range of households in the Metroplex

Aiming to address the structural softness of Garland's market goes beyond housing and requires Garland to become a more appealing place. This will require significant local resources to incentivize private property owner reinvestment, retooling eligibility for some existing City programs and developing a number of new incentive programs. In addition, simultaneous attention must be paid to investing in upgrades to the public realm. Since Garland is facing resource constraints, it is recommended that these resources be deployed in strategically selected, small geographies for about a ten-year timeframe. The goal should be to reach a critical mass of reinvestment in each geography to move the needle on specific outcomes. Alternatively, the City could choose to deploy resources to spur private reinvestment citywide; this will produce a more diffused impact and will likely take much longer to achieve a meaningful impact on repositioning Garland's market.

EXAMPLE OUTCOME 1:

The housing supply deficit for households with incomes above $100,000 (rental and ownership) is shrinking.

2023 DEFICIT

Deficit of 5,440 rental units attractive to renters in this income bracket. Target rent range: $2,777-$4,167. Alternatively, additional ownership units attractive to this income bracket could be developed in a variety of forms, ranging from townhomes to condos.

2023 DEFICIT

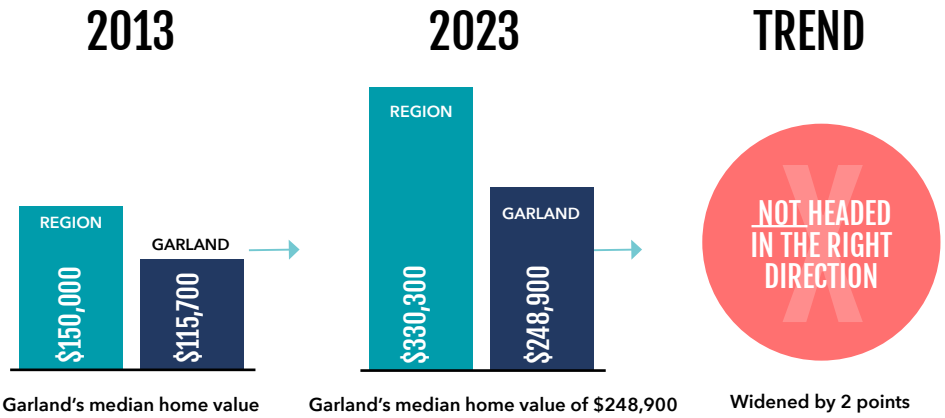
Deficit of 166 ownership units attractive to home-owners or potential buyers earning between $100,000-$149,999. Price point target (at 2025 interest rates): $346,000-$519,000. Deficit of 6,679 ownership units attractive to homeowners or potential buyers earning above $150,000. Price point target (at 2025 interest rates): >$520,000.

Households in this income bracket are more likely to find units within the range of their purchasing power and are less likely to look downmarket and compete directly with households in lower income brackets. Renters earning above $100,000 have the ability to become owners, assuming homes are available that meet their needs and desires. Supporting redevelopment of new, high-quality townhome and condo units, particularly around downtown, could be a way to retain and grow this market segment.

Regardless of whether Garland chooses to target reinvestment geographically or in a more diffused manner citywide, there are particular outcomes that can guide strategy development for shrinking the market gap. Examples include:

EXAMPLE OUTCOME 2:

The difference between the median single-family home values in Garland and median home values in the region is shrinking.



Garland's median home value was $115,700, 23% lower than the region's ($150,000)

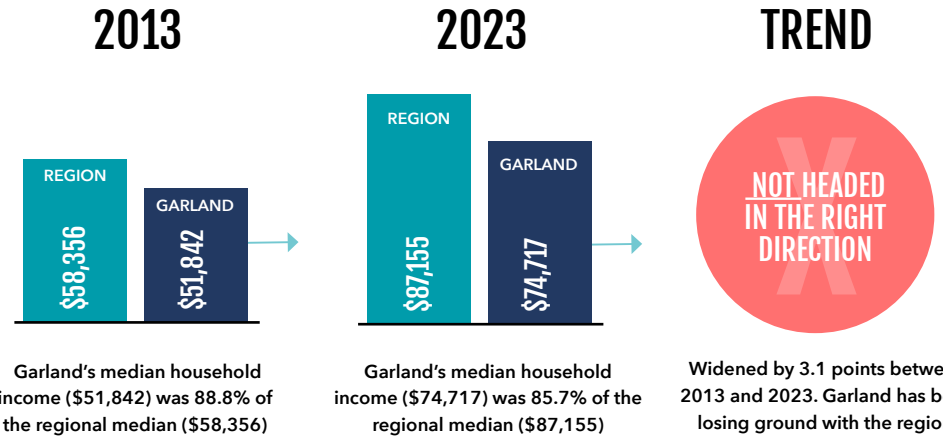
Garland's median home value of $248,900 was 25% lower than the median home value in the region, $330,300 (MSA)

Widened by 2 points

As reinvestment in home maintenance and upgrades occur, demand will improve, causing both sale prices and values to rise. Providing public dollars to share the cost of home improvements with existing homeowners helps to retain Garland residents and build their equity and return on investment.

EXAMPLE OUTCOME 3:

The difference between Garland's median household income and that of the region is getting smaller.



Garland's median household income ($51,842) was 88.8% of the regional median ($58,356)

Garland's median household income ($74,717) was 85.7% of the regional median ($87,155)

Widened by 3.1 points between 2013 and 2023. Garland has been losing ground with the region.

Garland has long had a median household income lower than that of the region. Getting closer to parity with the region will be an indication that Garland is successfully competing for households in the region who have choices and are increasingly inclined to view Garland as a desirable option—and to contribute their resources to the fiscal viability of Garland's services and amenities.

ADDRESS STRUCTURAL SOFTNESS

2

Address structural softness – incentivize reinvestment either intensively in targeted geographies or lightly across the city.

Incentivize reinvestment; Compete for a wider range of households in the Metroplex

A potential framework for selecting targeted geographies includes:



Doubling down on placemaking and higher-density housing development around Garland Square, to protect and enhance Garland's primary asset.



Identifying key intersections that have near-term potential for redevelopment as mixed-use centers with higher-density housing to expand housing options and support higher-tier retail and amenities.



Upgrading the appearance of the major corridors that connect these destinations and act as entry points into Garland and Garland Square.



Creating tailored incentives to prompt reinvestment in the surrounding single-family neighborhoods within a walkable distance of the intersection.

A targeted strategy of this nature is not in lieu of the City's existing programs, capital improvements, and other services. Rather, it should be deployed as an additive strategy that goes beyond the baseline. Under this scenario, neighborhoods categorized as "competitive" in the typology are strong enough that they do not need additive treatment. However, baseline services and expenditures should be continued to prevent any slippage.

The table offers examples of additive aims or goals for addressing the market gap, and how to think about deploying them geographically across different Garland submarkets to maximize impact.

EXAMPLE ADDITIVE AIMS TO ADDRESS STRUCTURAL SOFTNESS	COMPETITIVE	GROWTH	LEGACY
Improve marketability of Garland's existing single-family homes in strategically targeted neighborhoods.		✓	
Maintain and improve standards of care for Garland's existing single-family homes in strategically targeted neighborhoods.	✓	✓	✓
Upgrade strategically selected multifamily properties to attract more economically diverse renters.		✓	
Expand housing options with new development of higher density market-rate units (ownership & rental) at key intersections and in the blocks surrounding Garland Square.		✓	✓
Improve Garland's image by sprucing up the appearance of strategically located major corridors.		✓	✓
Build social capital and capacity among residents citywide; prioritizing intensive efforts in strategically targeted neighborhoods.	✓	✓	✓

ADDRESS BOTH GAPS

3



Address Both Gaps – Balance Affordability and Market Gap Work

Although addressing affordability gaps and structural softness require different tools and strategies, it is possible for a community to work on both.

This involves a more careful calibration to balance affordability and market outcomes across fewer projects, looking for ways to optimize activities so they do double duty.

Addressing both means developing an array of hyper-tailored programs for different outcomes, aiming toward mixed-income outcomes whenever possible. This has the added benefit of increasing resiliency; research shows mixed-income neighborhoods are the most resilient in times of economic crisis.

Market gap work is most effective when it is concentrated geographically as place-based work. This will require creating new, specialized incentives, using public resources to prompt private actions that wouldn't be likely to occur otherwise – for example, upgrading the appearance and marketability of single-family homes to a much higher standard. Concentrating in a specific neighborhood or other small area compounds the impact, as multiple projects on the same block generate both direct impacts to those properties and spillover impacts to the surrounding block(s). Reaching a critical mass of improvements is key to moving the needle on outcomes like sale prices, valuations, and attracting higher level retail.

Neighborhood improvement incentives must be specifically fitted to neighborhood conditions. Stronger submarkets need less of an incentive to act than weaker submarkets do; incentives go further in leveraging private actions, both in time and money, due to higher resident capacity. In the weakest neighborhoods, the goal is not to try and incentivize what's not possible. Instead, the aim is to spend and act in ways that bring about market stability first; then it becomes possible for incentives to someday work.

Since affordability work is largely tied to the income of the household, it can be integrated into the same places where the market gap work is occurring. What's important for Garland to understand is that while affordability work is good governance and a worthy pursuit, on its own, it will not generate the fiscal gains that will address the city's structural softness.

WHAT IS NEIGHBORHOOD STABILITY?

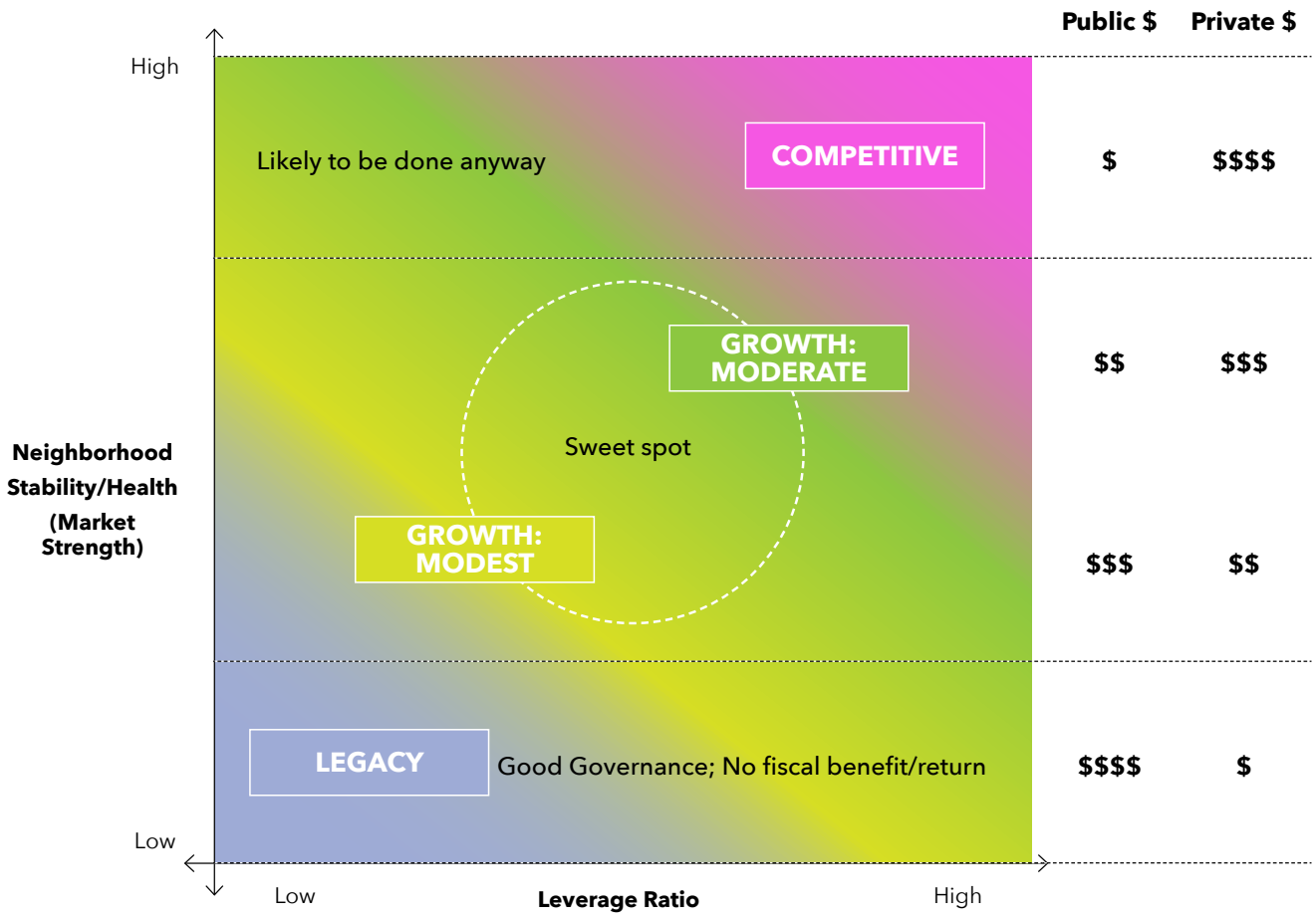
Stable neighborhoods project an image of predictability: resident capacity is high and property conditions are consistently good, sending signals that neighbors care about where they live and will continue to invest their time, energy and money in upkeep.

WHAT IS LEVERAGE?

In certain submarkets, public dollars can prompt the spending of private dollars, stretching public dollars further to generate larger scale investment.

WHAT IS THE RELATIONSHIP BETWEEN NEIGHBORHOOD STABILITY AND LEVERAGE?

In the healthiest neighborhoods, stability is high and private investment is likely to occur without public intervention. In the least healthy neighborhoods, stability is low, and residents generally have little capacity to invest in home improvements without public assistance.



A HYPOTHETICAL SCENARIO

HOW FAR WOULD A HYPOTHETICAL COMMITMENT OF $5M A YEAR GO?*

*Note: This scenario assumes the $5M is additive, in other words, above and beyond what's allocated to housing today. It also assumes the additive $5M is aimed at market-based outcomes and federal funds are aimed at integrating affordability work.

Utilize a market-based approach to select a geography or set of geographies, thinking about how public dollars can leverage the most private investment that would not occur otherwise.

Choose a small area that includes:

- A major commercial intersection that has near-term opportunity for redevelopment and is surrounded by growth and legacy neighborhoods.
- The single-family neighborhoods that fall within about a half-mile radius (walking distance) from the intersection.
- Any existing multifamily developments in the same radius.



EXAMPLE ACTIVITIES	MARKET GAP OUTCOME	AFFORDABILITY GAP OUTCOME
At the intersection, acquire underutilized or underperforming commercial parcels to redevelop with higher-density housing. Housing should be context sensitive, ranging from larger multi-family apartments down to rowhomes, townhomes or duplexes.	Add supply of 40 well-designed, highly amenitized new units attractive to market-rate households, which increases Garland's CAPACITY.	Require that 20% of the units (10) are affordable to lower-income households, earning between 60-80% AMI.
Improve the quality of 80 existing multi-family housing units through rehabilitation; half upgraded to market rate and half preserved as affordable.	Improved appearance and value. Upgrade some units with higher-level amenities to appeal to today's market rate renters.	Partner with owners to use 4% LIHTC to preserve existing affordable units; Improve the quality of units available to lower-income households.
In adjacent single-family LEGACY AREA neighborhoods, improve the exterior quality and appearance of 25 homes by providing incentives for owner repairs focused on health, safety and livability. No leverage.	Property conditions begin to stabilize, a precursor to revitalization aims, which improves Garland's IMAGE and CONDITION.	Reduce owner cost-burdens by addressing maintenance issues. For rental properties, fund improvements in exchange for holding rents at affordable levels.
In adjacent single-family GROWTH AREA neighborhoods, improve the marketability and appearance of 55 single-family homes by providing incentives for owner renovations to improve livability and resale value. Market and promote federally funded programs to lower-income households and seniors. Some leverage.	Property conditions improve significantly; sale prices increase owner returns and valuations; more economically diverse buyers are attracted to Garland neighborhoods supporting better retail. Improves Garland's CONDITION, CAPACITY and MARKET.	Lower-income households receive assistance for critical repairs and benefit from incrementally rising values, which builds equity and wealth.
Improve the appearance of the major corridors that feed into the intersection.	Improve attractiveness of thoroughfares for both residents and visitors.	Improve access to higher-level amenities and services for lower-income households.

Note: This hypothetical $5 million programmed across the example activities is estimated to leverage a total investment of $23.3 million (approximately $2.5 million in federal/state funds for affordability work and approximately $15.5 million of private investment).

QUESTIONS TO CONSIDER

QUESTIONS FOR GARLAND TO CONSIDER AS IT DECIDES ON A PATHWAY FORWARD

The findings in this Housing Study, and their implications, raise many questions that are not easily answered or fixed. Garland will need to make decisions about 1) which gap it wants to tackle, or if it wants to find resources for both, and 2) whether it wants to prioritize helping many households or providing programs citywide resulting in diffused impact versus focusing on deeper assistance to fewer households or neighborhoods to greater – albeit less widespread - impact.

Before Garland begins the process of developing new housing strategies, City leadership and members of the community are encouraged to consider the following questions:

The Affordability Gap

Garland's affordability gap has been the primary focus of housing-related interventions for decades—and this continues through the use of Community Development Block Grant resources and other, mostly federally-funded, efforts to ease housing cost burdens. Nonetheless, only a fraction of households in need receive any assistance, and almost none of that assistance is locally funded.

- Is the affordability gap an issue that Garland wants to address in a more substantial way than it is currently addressed?
- If it is, is it important enough to commit local resources to?
- If the answer is "yes," why is it important to the community? How does Garland's "why" on the affordability gap provide direction for a strategy (the "how")?
- If the answer is "yes," what is the community able and willing to commit?

The Market Gap

Garland's market gap is less recognizable in discussions about housing today, which tend to revolve around affordability. But the gap is a central part of understanding the nature of Garland's feedback loop and using that loop to comprehend the next few decades under the status quo.

- Is there a willingness in Garland to disrupt investment behaviors (public and private) that have contributed to the city's feedback loop of market softness, limited capacity, poor conditions, and a challenging image?
- If there is a willingness to disrupt the status quo and address the city's market gap, what are the reasons that are most likely to achieve durable public support for sustained market-focused investments?
- When disrupting the status quo and addressing the market gap requires (as it will) decisions to invest in specific locations in order to create critical masses of improvement and confidence, will Garland's leaders be prepared to demonstrate the patience required for those investments to take hold?

If Garland chooses to address **both gaps**, it will have to grapple with the reality that shrinking one gap risks widening the other.

Is it prepared to spend its own money on the careful and methodical work of creating a balanced portfolio of affordable housing and market-focused activities that are fine-tuned to Garland's context in the region—and to the context of its individual submarkets?

GARLAND TEXAS HOUSING STUDY

GARLAND

Planning Consultants

czb

JUNE 2026

GARLAND TEXAS HOUSING STRATEGY

DRAFT

GARLAND

Planning Consultants czb

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FORWARD

Garland has always been a city built by hardworking people who believe in community, opportunity, and taking pride in where they live. From our historic neighborhoods and manufacturing roots to our growing Downtown and diverse commercial corridors, Garland's story has always been one of resilience and steady progress. Today, we stand at an important moment in that story.

Like communities across the country, Garland faces significant housing challenges. Families are feeling the pressure of rising housing costs, as aging homes require greater investment to maintain, and many residents—particularly seniors and working households—are carrying increasing financial burdens. At the same time, the City must continue providing the high-quality services, infrastructure, parks, public safety, and amenities that residents expect and deserve.

These challenges are deeply connected. Housing is not only about where people live. It shapes neighborhood stability, economic opportunity, quality of life, and the long-term financial health of our community. The choices we make today will influence Garland's future for decades to come.

This Housing Strategy is built around a simple but important idea: Garland's future depends on maintaining affordability while expanding opportunity. We must preserve the strengths that make Garland accessible and welcoming while also creating the conditions for reinvestment, stronger neighborhoods, and a broader range of housing choices that allow more families to see Garland as a place to build their future.

That means supporting existing residents and neighborhoods while also positioning Garland to compete more effectively in a rapidly changing region.

This strategy recognizes that not every neighborhood faces the same challenges, and not every solution should look the same. Some areas need stabilization and assistance. Others are ready for reinvestment and revitalization. Across the city, however, the goal remains consistent: improving property conditions, strengthening neighborhood pride, encouraging thoughtful redevelopment, and creating places where people want to live, work, shop, and gather.

Just as importantly, this plan acknowledges an important reality: Garland's long-term ability to support residents depends on maintaining a healthy and productive local economy. Strong neighborhoods, thriving commercial areas, and quality housing choices all work together to sustain the services and amenities that improve daily life for everyone who calls Garland home.

This work will take patience, partnership, and sustained commitment, and I am optimistic about Garland's future. We have the assets, the character, and the community spirit needed to meet these challenges together. By investing thoughtfully and building on our strengths, we can ensure Garland remains a city of opportunity, stability, and pride for generations to come.



Dylan Hedrick
Mayor, Garland Texas

Definitions & Concepts

AFFORDABLE

Housing is considered to be affordable if the occupant household is paying 30% or less of their gross income on housing costs. For renter households, this threshold typically includes contract rent + utilities (referred to as "gross rent" by the U.S. Census Bureau) and for owner households this typically includes mortgage payment (principal + insurance + taxes + interest, or "PITI"). All references to affordability in this document are based on this rule of thumb.

CAPACITY

Capacity is considered the combination of resources – knowledge, skill/ability, time, energy, or money – that stakeholders have to manage their community.

DEMAND

Demand for housing exists when an ability to pay for housing is equaled by a willingness to pay for a given unit in a given location. A household that chooses a home or apartment in Garland and is able to afford their housing payment represents demand for housing.

- **Strong demand:** Market conditions where housing demand is well-matched to the supply, leading to property values and conditions that are high relative to weaker or soft markets.
- **Weak or soft demand:** Market conditions where housing demand is lower than supply, leading to property values and conditions that are low relative to stronger markets.

HOUSEHOLD

The occupant or occupants of a housing unit (whether related or unrelated) constitute a household. Types of households include single people, families of two or more related persons, and roommates.

HOUSING UNIT

A housing unit is any living quarter that can be occupied by a household. Housing units include single-family homes (one-unit each), duplexes (two-units each), and the individual apartments or condominiums within any building with multiple living quarters.

INCOME

All sources that make up a household's pre-tax (or gross) income are included in this document's use of "income" as the means by which a household pays for housing. These sources include wages/salaries from employment, retirement income, passive income, and government transfer payments.

MARKET-RATE HOUSING

A market-rate housing unit is rented or sold at prevailing market rates and without any restriction on income. Market rate housing is priced across a wide range of rents and home sale prices. Market-rate housing is affordable for any household that is able to pay prevailing prices in the market without exceeding 30% of their gross income.

MULTI-FAMILY HOUSING

A multi-family property (or multi-unit property) has units that are attached to other housing units physically or by ownership. Such properties include small rental properties with two or more apartments, as well as larger apartment buildings.

MULTIMODAL

Multimodal refers to a transportation network that accommodates multiple types of users, including but not limited to: vehicles, pedestrians, bicycles, and transit.

NEED

Need for housing exists when insufficient ability to pay for housing on the private market sharply limits a household's options. A household that requires assistance to pay for adequate housing represents a need that is either met by some form of public subsidy (an income-qualified unit or rent assistance, for example) or remains an unmet need.

OWNER-OCCUPIED HOUSING

Any housing unit that is the primary residence of its owner is considered owner-occupied, a term that is used interchangeably with homeowner.

SALE PRICE

The price of a residential property when part of a transaction between un-related or unaffiliated parties (or "arm's length") on the open market. This document uses sale price of single-family homes as a key indicator of housing demand. Sale price of recently sold properties also inform the calculation of appraised values– which are another indicator of demand used in this document.

SINGLE-FAMILY HOUSING

An independent housing unit or dwelling that is separated physically or by ownership from other housing units is considered a single-family property (or single-unit property). Such properties include detached homes, attached homes (such as townhomes), and condominiums.

TYPOLOGY, HOUSING SUBMARKETS

A housing market typology is a system for categorizing the sub-geographies (or neighborhoods) within a city or regional housing market into types, or submarkets. This document features a typology for Garland with submarkets categorized by levels of housing demand for the purpose of understanding conditions, trends, and potential strategies across submarkets of varying demand.

PART 1

Introduction and Background

The 2025 Garland Housing Study identified a number of interconnected factors contributing to the state of Garland's housing market today. It showed how the combination of the time period and development patterns when housing units were built have slowly become less competitive compared with newer suburbs in the region, making Garland an affordable choice. Over time, as deferred maintenance has accumulated, property conditions have declined, resulting in perceptions of the community that are not as positive as they could or should be. This section briefly reviews those findings and highlights the key market dynamics that stand out as priorities for strategy development.

Garland's growth is steady, yet it's not matching the region's momentum or its true potential.

The City of Garland commissioned a Housing Study in 2025 to examine the market forces affecting its housing and develop a strategic response. The Study identified the realities of the housing landscape, both in Garland and within the context of the larger Dallas Metroplex.

Garland has a larger population than ever before and is still growing:



10%

POPULATION GROWTH
2010-2024

Garland's population is estimated to have surpassed 250,000 in 2024 – up nearly 25,000 or 10% since 2010.



+4,000

HOUSING UNITS
2010-2024

The number of housing units grew by 4,000 over the same period, to nearly 85,000 total.



Garland's contribution to the region's economy also expanded, from 62,000 jobs in 2010 to nearly 80,000 by 2022.

The recent growth of housing, population, and jobs is just the latest chapter for Garland. Beginning with manufacturing plants in the 1920s, followed by the post-World War II boom in the 1950s, the period of fast growth from the 1960s through the 1980s, and into the more recent era of slower but sustained expansion, Garland's growth has been an important part of the Metroplex's rise as one of the nation's largest and fastest-growing regions.

The nature of the growth in the wider region is where Garland's challenges lie, and where the city is falling behind.

Garland's lagging position in the region is not because newer communities with more available land are growing faster. That is unavoidable and not a sign of trouble on its own. Instead, what matters is how growth has reinforced characteristics about Garland and its housing market that undermine its fiscal health and competitiveness – and, therefore, its future capacity to offer residents high-quality services, amenities, and places to live.

- Most of Garland's housing was built pre-1990, so the city's supply is made up of units that are older, smaller, and more worn than the competition.
- Garland's single-family home sale prices are 60-75% of its immediate neighbors, providing a good source of affordable housing.
- Garland needs to expand the range of housing choice offered and the households it competes for in order to positively affect the city's retail base.

To thrive, Garland needs to become a more economically diverse community while still balancing affordability for current and future residents.

This is the only path by which Garland will be able to compete regionally and sustain itself financially.

Housing issues in Garland are not just about housing. The way the community responds to its housing challenges will also be critical to shaping the city's economic future.

As the Metroplex has grown and diversified, Garland's housing stock currently serves a narrower portion of the regional market than many competing communities. Expanding the range of housing options available in Garland will help the city support broader economic diversity while maintaining affordability and neighborhood stability. Expanding that competitive range is the central economic challenge this strategy addresses.



When a city is outperformed by its regional peers - as Garland is - it both signals and reinforces lower demand, creating a feedback loop that slowly erodes the community's desirability.

Property conditions in portions of Garland's older neighborhoods and commercial corridors affect market perception and limit the city's ability to attract a broader range of households and investment. This also affects how the property market values the area – both for current owners trying to capture the value of their own reinvestment, and for prospective buyers and lenders evaluating the broader market. Addressing this perception gap is one of the strategy's central tasks.

If property conditions bore no relationship to income, this would pose no structural challenge to the city's budget. But this correlation persists and Garland faces a difficult truth: its long-term fiscal health depends on a meaningful shift in how the city presents itself—not just physically, but in the image it projects.

A sound housing strategy must identify where Garland's negative feedback loops diverge from the community's goals and recommend interventions that reshape settlement and behavioral patterns in ways that produce durable, positive outcomes for the city and its residents. Slowly repositioning Garland in the region toward a healthier path means working incrementally to disrupt those feedback loops. Balancing market goals with an eye towards maintaining affordability will require careful calibration and diligent attention to a variety of actions.

A healthier Garland will not happen overnight. Key to the next two decades of housing endeavors will be patience and discipline. As it looks to the future, Garland must build on the patterns that have shaped it, including its manufacturing heritage, its working neighborhoods, its downtown core, and its lake access, while expanding the range of housing, amenities, and opportunities that allow the city to compete regionally.

In the Garland Housing Study, there are three features of the housing market important to strategy development:



1 GARLAND'S FEEDBACK LOOP

A feedback loop comprised of four highly inter-related factors drives disinvestment and Garland's regional standing:

MARKET **CONSISTS OF THE RESIDENTS AND BUYERS IN THE AREA.**

- Garland has lower demand in many market segments compared to the region, leading to cautious private investment that inadequately supports community housing goals.
- Garland is landlocked and mostly built out, limiting growth in single-family homes; future growth will likely focus on multifamily units.
- The housing supply consists mainly of older, smaller homes, attracting lower-income households and impacting Garland's competitiveness.

CAPACITY **IS STAKEHOLDER RESOURCES AVAILABLE TO REINVEST IN HOMES AND NEIGHBORHOODS**

- Housing cost burdens and city revenue constraints limit resources available for reinvestment in upkeep and local amenities, causing property conditions to decline and reduced purchasing power to attract commercial investment and sales tax revenue.

CONDITION **DESCRIBES THE LEVEL OF CARE AND INVESTMENT.**

- Newer multifamily housing is competitive regionally and offers growth opportunities.
- Garland's housing prices lag behind the region due to age and size, with deferred maintenance discouraging upgrades.
- Declining maintenance standards have lowered market perceptions of Garland.

IMAGE **IS THE BROADER MARKET'S PERCEPTION OF A COMMUNITY.**

- Garland's image reinforces a feedback loop influencing resident and business expectations and behaviors.



2 NEIGHBORHOOD SUBMARKETS

Garland's single-family neighborhoods can be organized into four distinct submarkets based on market strength:

COMPETITIVE **Competitive –** strong enough on their own: **Maintain and Protect**

GROWTH **Moderate Growth –** strong enough to leverage: **Revitalize**

Modest Growth – strong enough to leverage: **Revitalize**

LEGACY **Legacy –** variable conditions and capacity: **Targeted Stabilization**

Conditions vary across these submarkets, prompting the need for tailored strategies and actions. Some neighborhoods need more attention than others, offering a clear guide for how and where Garland should launch various strategic interventions. Where Garland works will exert great influence on an intervention's effectiveness and expediency in achieving results.



3 TWO HOUSING GAPS

Garland's housing challenges can be divided into two housing gaps:

A **WILLINGNESS OR MARKET GAP** between the cost of well-maintained real estate and what households are willing to pay. There are two aspects to this:

1) Existing Garland households who can afford to pay more for housing but are keeping their money on the sidelines, unwilling to buy at higher price points or invest in important upgrades.

2) A deficit of upper income households who have chosen other parts of the region rather than Garland, leaving the community without this important category of economic diversity to support the services and amenities all residents desire.

An **AFFORDABILITY GAP** between the cost of well-maintained real estate and what households are able to pay. The affordability of housing in Garland has two important parts:

1) Garland is one of the more affordable places in the region so it is attractive to households with comparably limited means.

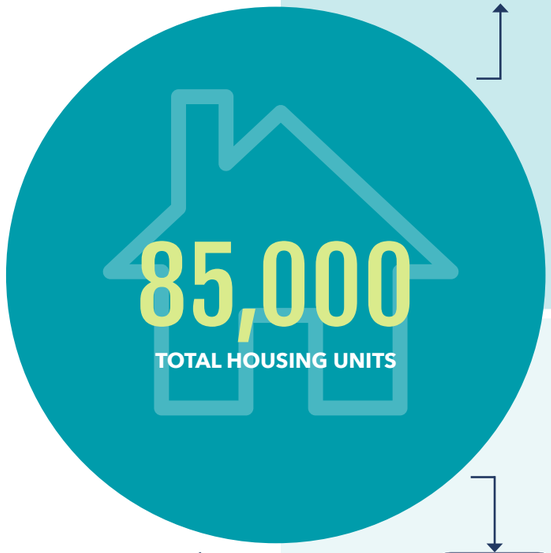
2) Despite this fact, Garland is becoming more expensive and housing harder to afford for many lower-income Garland households.

Both gaps require attention; each has its own costs and unique interventions to solve. This will require careful balance as Garland proceeds.

Market Overview

Garland's housing market is complicated and made up of many parts. This graphic and the one on the following page aim to simplify it down to the most important parts and identify which components are the highest priority for public intervention. This graphic breaks down the units in Garland's housing supply.

Bottom Line: A majority of Garland's single-family and multifamily housing units are in older properties (pre-1990s) that are precariously positioned in the regional market. Without intervention, these vulnerabilities will persist and undermine Garland's need to become more economically diverse.



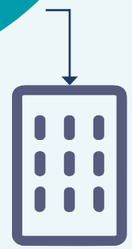


62,000
SINGLE-FAMILY HOMES
~2,800 NOT CLASSIFIED

COMPETITIVE
- **11,400** UNITS IN COMPETITIVE NEIGHBORHOODS
- **1990s** AVERAGE CONSTRUCTION YEAR
- **2,700** AVERAGE SF OF LIVING AREA
- **8%** AVERAGE RENTER OCCUPIED
- **49%/3%** EXCELLENT/GOOD PROPERTY CONDITIONS VS DISTRESSED

GROWTH
- **39,200** UNITS IN GROWTH NEIGHBORHOODS – 12,000 MODERATE 27,000 MODEST
- **1960s–1980s** AVERAGE CONSTRUCTION YEAR
- **1,700** AVERAGE SF OF LIVING AREA
- **16%** AVERAGE RENTER OCCUPIED
- **70%/14%** AVERAGE PROPERTY CONDITIONS VS DISTRESSED

LEGACY
- **8,600** UNITS IN LEGACY NEIGHBORHOODS
- **1950s–1960s** AVERAGE CONSTRUCTION YEAR
- **1,250** AVERAGE SF OF LIVING AREA
- **24%** AVERAGE RENTER OCCUPIED
- **19%/51%** EXCELLENT/GOOD PROPERTY CONDITIONS VS DISTRESSED



22,700
MULTI-FAMILY BUILDINGS

14,000 SMALL MF BUILDINGS (2-19 UNITS)
- **3,900** CLASS A UNITS
- **3,400** CONSTRUCTED SINCE 2010 ALL POST 1990
- **400** VACANT UNITS
- **$232,000** AVERAGE VALUE PER UNIT

- **14,600** CLASS B UNITS
- **5,400** CONSTRUCTED IN 1980s
- **2,000** VACANT UNITS
- **$181,000** AVERAGE VALUE PER UNIT

8,700 MEDIUM OR LARGE MF BUILDINGS (20+ UNITS)
- **9,300** CLASS C UNITS
- **2,000** CONSTRUCTED PRE 1970
- **900** VACANT UNITS
- **$109,000** AVERAGE VALUE PER UNIT

300
OTHER (MOBILE HOME, RV, ETC.)

PRIORITY FOR PUBLIC INTERVENTION

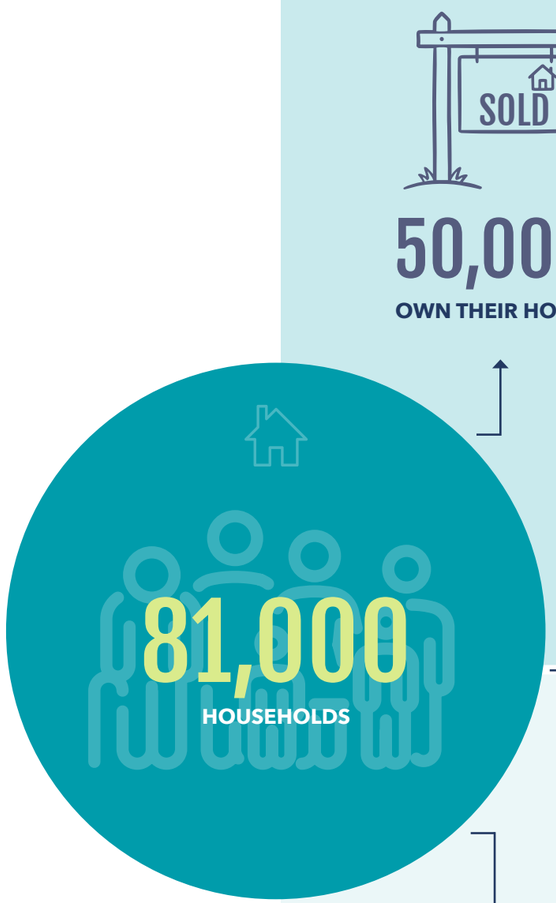
STABLE WITHOUT PUBLIC INTERVENTION

Sources: 2023 ACS 5-Year Estimates, czb analysis of CoStar data, czb 2025 Field Survey of property conditions. Numbers are rounded to the nearest hundred for ease of understanding.

Market Overview

This graphic shows various characteristics of Garland's existing households: first, their ability to afford the housing units available, and second, the number of older householders who may become less able to manage home repairs as time goes on, either due to income or physical limitations.

Bottom Line: One out of five homeowners, and just over one-half of renters, have modest or low incomes and cannot afford their current housing. Seniors are particularly at risk, although senior homeowners have some protections. This puts a strain on residential quality of life and stability in Garland while also influencing the choices of households with higher incomes.





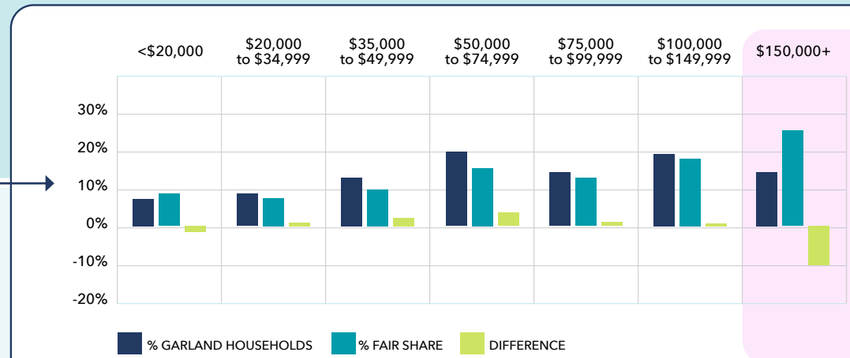
50,000
OWN THEIR HOME

11,200
ARE EARNING LESS THAN $50,000 YEARLY AND ARE COST-BURDENED

29,500
ARE EARNING MORE THAN $75,000 YEARLY AND HAVE A HEALTHY INCOME TO PRICE RATIO

35,400
ARE AGE 64 OR YOUNGER

14,600
ARE AGE 64 OR OLDER; 5,400 ARE OVER 75



Broadening Garland's economic diversity with additional upper-income households would help support the services, amenities, and retail options residents across the community desire.*



31,000
RENT THEIR HOME

13,200
ARE EARNING LESS THAN $50,000 YEARLY AND ARE COST-BURDENED

10,700
ARE EARNING MORE THAN $75,000 YEARLY AND HAVE A HEALTHY INCOME TO PRICE RATIO

27,300
ARE AGE 64 OR YOUNGER

3,700
ARE AGE 64 OR OLDER; 1,500 ARE OVER 75

*Compared to a hypothetical even distribution of incomes across the Metroplex, Garland has 8,000 fewer upper income households than needed for balanced economic diversity

PRIORITY FOR PUBLIC INTERVENTION

STABLE WITHOUT PUBLIC INTERVENTION

Source: 2023 ACS 5-Year Estimates, 2020 Census (Age). Numbers are rounded to the nearest hundred for ease of understanding.

Summary of Market Challenges

Garland is a large and diverse city comprised of many people, households, housing units, and neighborhoods. While some areas are thriving, others require focused attention. Five housing market dynamics tie back to the two housing gaps and stand out as priorities for strategy development:

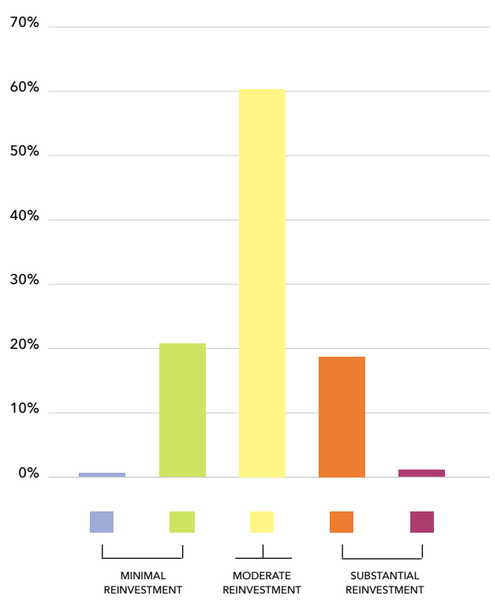
1. **Single-Family Property Conditions**
   Both Market and Affordability Gaps
2. **Cost-Burdened Households**
   Affordability Gap
3. **Multifamily Property Conditions**
   Both Market and Affordability Gaps
4. **Deficit of Upper Income Households**
   Market Gap
5. **Garland's Image**
   Market Gap

1 Single-Family Property Conditions

Single-family homes dominate Garland's housing stock and occupy most of the city's land. Many of these homes are aging and already exhibit deferred maintenance and disinvestment, while others are close to slipping from stability into decline. This trend has a significant impact on Garland's overall housing market.

> **Establishing clearer expectations around property maintenance and standards of care will be essential to addressing the city's Market Gap.**

Garland Residential Property Conditions, 2025



Source: czb field survey on residential property conditions. Note that only 2/3 of Garland's properties were surveyed. The areas not surveyed tend to be stronger and more likely to have a higher incidence of average, good, and excellent property conditions.

2 Cost-Burdened Households

The households most at risk of housing cost burden earn less than $50,000 annually, including many seniors. These households often spend more than 30% of their income on rent or mortgage payments, leaving little capacity to fund home repairs or maintain housing stability.

> **Supporting this population is critical to closing Garland's Affordability Gap.**

1 in 4
Garland households – both renters and owners – face an affordability gap challenge.

3 Multifamily Property Conditions

Much of Garland's multifamily housing is also aging and lacks amenities offered by newer developments. A dual strategy is recommended to address both gaps:

> **Improve the condition of viable existing properties while preserving long-term affordability.**

> **Redevelop some of the oldest properties to deliver new or upgraded units that appeal to different market segments.**

81% of Garland's single-family units were built before 1990

56% of Garland's multi-family units were built before 1990

4 Insufficient Diversity across Household Income Segments

Compared to other suburbs in the Metroplex, Garland's homes tend to be smaller, older, and in greater need of repair. This is a key reason upper-income households have not chosen Garland.

> **Keeping this market segment in focus is important, as attracting higher-income households supports the tax base needed to fund services, amenities, and retail that benefit all residents.**



5 Garland's Image

These housing challenges are all closely tied to Garland's broader image among both residents and outsiders.

> **Improving the physical appearance of properties, especially those located along major corridors, will be essential.**

> **Utilize placemaking and branding to create new destinations and improve Garland's sense of identity and pride.**



Shifting to Strategy

The realities of Garland's housing market, coupled with the realities of the State and Federal environment at the time this report is being written, add up to a community that is facing significant resource constraints.

If money were no object, Garland could afford to tackle market and affordability gaps across the city. However, it is rarely the case that communities have enough unallocated resources to meet their needs wholesale. They must, therefore, make hard choices about how, where and to what types of projects they should provide limited public dollars. **Addressing affordability gaps for vulnerable households has been, and continues to be, a priority for city leadership.** At the same time, city leadership understands and acknowledges that without gaining ground on the market gap, its resources and ability to continue this important work will be ever more diminished. Since work on either housing gap risks making the other worse, the question becomes: how does Garland move forward in a way that balances and makes progress on both?

Garland must build on its strengths to position itself as a distinctive, authentic community. By improving quality while expanding housing options for both new and existing residents, it can support mixed-income living, balance affordability with economic diversity, and enhance long-term resilience and quality of life.

1 Garland must think of housing as integral to the community's quality of life and long-term economic sustainability.

Incremental but aggressive actions that will disrupt Garland's negative feedback loops, while pointedly addressing its socioeconomic trends and housing conditions, requires a strategy that goes beyond the city's housing market and residential fabric. It must be more comprehensive than a typical housing strategy – helping to guide and coordinate wider work in the community that will shape individual housing decisions for years to come.

- Property conditions on highly trafficked corridors and in surrounding neighborhoods must be improved to send positive signals to residents and visitors.
- New, walkable, mixed-use centers at key intersections must be developed as neighborhood hubs where people want to shop, work, dine, and live.

2 Create a geographic network of assets or walkable, mixed-use nodes defined as Economic Focus Areas, with Downtown as the center.

Garland Square is one of the city's most significant and successful focal points, creating a two-pronged opportunity:

- Add housing in the surrounding blocks to further strengthen and enhance the Square itself, and
- Add other mixed-use focal points at intersections throughout the city that can be connected back to Downtown through key corridors. Protect all these focal points / nodes by improving the surrounding single-family neighborhoods and multifamily housing developments. All of this together can be described as Economic Focus Areas, which are shown on a map on page 24.

3 Outside of Economic Focus Areas, continue baseline services and improve existing multifamily housing.

Many citywide actions should continue:

- Capital Improvements
- City safety net programs that address Affordability Gaps
- Neighborhood Vitality Programs that build capacity and pride.

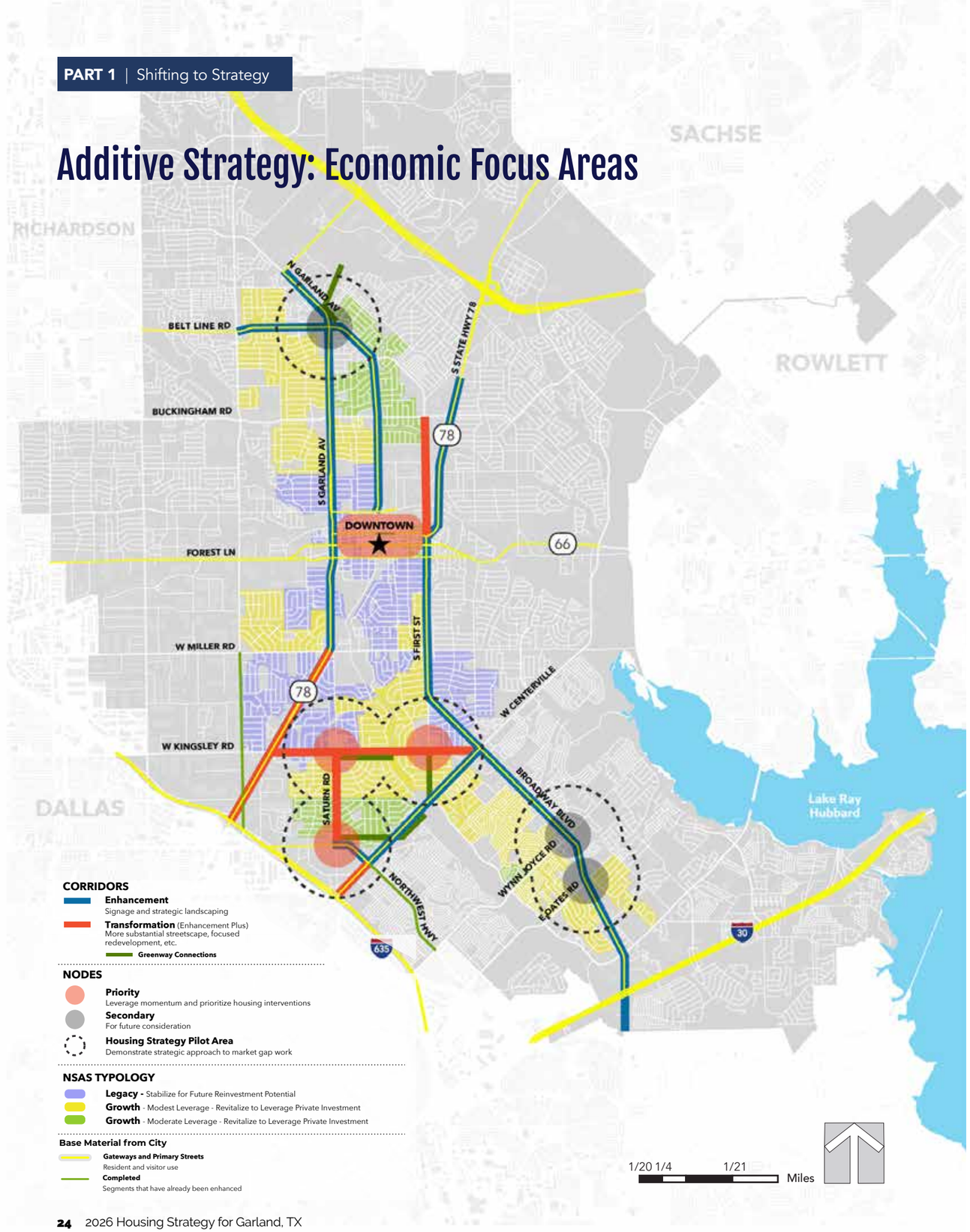
Since multifamily developments also exist all throughout Garland, the City's emphasis should be to support owner-driven upgrades and/or redevelopment of older, pre-1990 multifamily. The work the City does in Economic Focus Areas should be considered "additive", that is, new or concentrated sets of activities in addition to baseline services.

Guiding Principles for Acting Strategically

For the recommended economic focus areas, and for any future focus areas the City might identify, the following principles define the overarching housing strategy:

GUIDING PRINCIPLE	ACTIONS
1 Concentrate Activities and Build from Strength. For Market Gap work, scattering limited resources across too large a geography will bear little fruit. Garland must choose specific parts of the city on which to focus and concentrate interventions. By acting as a catalyst for many projects in a small area, Garland will prompt spillover effects that will ripple out across the community, generating larger returns on public investment.	• Identify "key" commercial intersections where two major corridors cross, looking for intersections that are 1) surrounded primarily by Growth neighborhoods that can be revitalized, and 2) have underutilized commercial parcels where new housing units can be added. Upgrading existing housing and adding new housing will support and strengthen the retail base. The combination of efforts creates a new, walkable mixed-use center to attract residents and visitors.
2 Leverage Private Investment with Public Incentives. Stimulating the private sector to foot the highest percentage of the $4.4 billion market gap is essential, and the way to do that is to determine which few locations hold the possibility of the greatest impact for the least cost. Success on this front will result in better curb appeal for a sizable percentage of Garland, more demand in general – especially from upper middle-income households – and, when coupled with code compliance encouragements, higher standards in both commercial areas and on residential blocks. It will also slowly translate into more aggregate purchasing power which in turn will position Garland to strengthen its tax base and recruit desired commercial amenities for residents.	• Utilize a combination of code enforcement and public incentives to prompt private commercial and residential property owners to upgrade the appearance and marketability of their properties in Economic Focus Areas. • Add code compliance assistance resources for low-income households to help address affordability gaps.
3 Create New Norms for Higher Standards. A significant share of Garland's housing stock was built between the 1950s and the 1980s, when regional construction standards, lot sizes, and amenity expectations were different from those of newer suburban markets. Decades of accumulated underinvestment relative to regional standards now exceed what most owners can recover through individual reinvestment. Establishing a reliable baseline for property conditions – through a combination of code compliance, owner-occupant assistance, and targeted incentives – is the precondition for breaking that cycle. Without a more consistent baseline, individual reinvestment cannot recapture its value, and the broader market will continue to discount Garland relative to its competitors.	• Enhance the appearance of major corridors that connect nodes and Economic Focus Areas with Downtown.
4 Expand Housing Mix and Options. More housing choice aimed at attracting a broader range of household incomes needs to exist throughout Garland. While, in theory, more multifamily housing will provide the requisite buying power to support stronger amenities and retail options, such housing won't materialize unless it makes financial sense to developers and owners alike. Presently, this is not the case; some public resources will be needed to drive the infill development the city needs. As this occurs, **maximizing the number of market rate units will help balance economic diversity, while integrating units affordable to incomes at 60% of AMI or less will help to alleviate cost burdens for households most at risk of experiencing them.**	• Use public incentives to catalyze new housing development in the blocks surrounding downtown and in nodes, acknowledging redevelopment is more expensive than greenfield construction. Housing development should occur in various forms, ranging from townhomes and rowhomes to small multifamily buildings to large multifamily buildings. Maximize market rate to address the market gap; Integrate affordable units to address the affordability gap.

Additive Strategy: Economic Focus Areas





DOWNTOWN GARLAND

- Double down to protect and leverage Garland Square by developing highly amenitized multifamily in surrounding blocks.
- Strengthen the area around Downtown by stabilizing nearby Legacy neighborhoods.



THE WEDGE

This set of intersections has been chosen together because they create a sizable, overlapping focal point for middle-market revitalization that is also highly visible to incoming Dallas visitors.

- Redevelop three key focal point intersections into mixed-use nodes where people want to be, comprised of a mix of multifamily housing and neighborhood-serving retail.
- Strengthen areas around each node and within "The Wedge" by upgrading single-family blocks in Growth neighborhoods and stabilizing blocks in Legacy neighborhoods.
- Rebrand this entire area with a themed identity communicated in signage and common features such as fencing, entrances, ROW treatments, and public art.
- Upgrade / replace all fencing along "Wedge" corridors to a common design standard.



SECONDARY NODES

- Other intersections are primed as future economic focus areas because of their visibility as entry points into Garland that connect to downtown and the relative strength of surrounding neighborhoods:
  - Beltline Rd & N Garland Ave
  - Broadway Blvd & Oates Rd
  - Broadway Blvd & Wynn Joyce
- If new resources become available and/or as outcomes in The Wedge are met, move into whichever node has housing development interest to catalyze other actions.



CORRIDORS

- Upgrade medians and park strips along key arterial streets.
  - Kingsley Blvd
  - Saturn Rd
  - Northwest Hwy
  - Centerville Rd
  - S First Street
  - Broadway/First
  - Beltline/ Glenbrook
  - S. Garland Rd
  - N. Garland Ave
  - Forest / SH-66
  - Lavon Dr
- Add street trees and low-maintenance landscaping where possible.
- Require commercial property upgrades to screening and landscaping.

How to Use this Document

Garland already has many programs and tools related to housing that are valuable to continue, although some could be modified slightly to better address the City's housing goals related to Affordability or Market Gaps. It is recommended that Garland adopt a new, additive strategy that concentrates tailored interventions in specific parts of the city for the next decade or two to make the most effective use of limited resources.

PART 2

In Part 2 of this document, Economic Focus Areas are identified and intervention activities described in detail. Components include:

Corridors

Coming into and leaving Garland must signal that this is a special place, and that residents love and take care of their community to a high standard. None of the major thoroughfares are close to doing this now, which is no minor shame given that in some cases, the residential areas are quite well cared for. It should be expected that this alone will require tens of millions of public capital improvement dollars over several decades to transform a subset of the city's arterials into positive billboards for a more attractive Garland with higher standards. Corridor treatments are divided into two categories: Enhancement and Transformation. As Garland's image improves, so will demand from a wider mix of households.

Key Nodes and Adjacent Neighborhoods

Outside of downtown, it will be important for Garland to create new centers that can act as local and regional destinations at highly visible intersections, supported by strong, adjacent neighborhoods. Certain intersections / nodes are recommended based on visibility and near-term potential for redevelopment. Developing these Key Nodes will require a combination of redevelopment of commercial parcels to add density that can support retail and amenities, upgrades to existing multifamily to improve housing quality, and more intense attention to corridor beautification and multimodal access. Simultaneously, an intense infusion of programming in adjacent single-family neighborhoods will be required to raise standards of care and strengthen the surrounding neighborhoods. It should be expected that public resources will need to stay in each key node and set of adjacent neighborhoods for about ten years to achieve sustainable outcomes.

The Wedge: First Economic Focus Area

At current resource levels, Garland will not be able to successfully work in all the key nodes at once. Phasing and sequencing will be necessary to get enough project concentration to move the needle on outcomes like sale prices, property conditions, and attracting new investment. The Wedge is recommended as the first place for Garland to test and refine a coordinated set of strategies for Key Nodes and Adjacent Neighborhoods. Once success has been achieved or if more resources are found, Garland can move into other nodes across the City, deploying similar strategies.

Downtown

One of Garland's primary assets and strengths upon which to build is downtown, particularly the Square. The Square is a shining example of a common space ringed by local restaurants and retail, drawing both residents and visitors to a unique, authentic-feeling experience. Although the Square is successful, current tenant mix and occupancy rates indicate that as a whole, downtown is unfinished and therefore fragile. To ensure the long-term sustainability of this gem, Garland needs to double down on the adjacent blocks and support this burgeoning commercial center with more rooftops. Maximizing market rate unit development now, while ensuring at least 10-15% of all units downtown remain affordable to lower-income households as prices rise, will be key to balancing affordability with market strength.

PART 3

Part 3 of this document lays out both general and specific recommendations for Garland's housing and housing-related programs and tools.

Many of Garland's existing programs provide a safety net for lower-income households and should be continued citywide. Other programs and tools need to be concentrated in the Economic Focus Areas so that limited resources can achieve meaningful results. Finally, this section discusses general considerations related to future housing development, as well as other housing supports.

PART 4

Part 4 of the Strategy discusses various implementation considerations, such as how to get started, how to know when to exit an area, and how to measure progress.

As Garland begins to implement this strategy, it will be important for the city to consider how it might use existing resources for strategy implementation, in what order it will deploy funding and programs to the different Economic Focus Areas / strategy components, and how to track progress on long-term outcomes. It is likely that implementation will need to be phased due to resource constraints. This Strategy acts as a guide, with proposals included for each of these items. However, conditions may shift in the future, so Garland should not view these recommendations as being set in stone.

PART 2

Additive Strategy: Economic Focus Areas

Because Garland's resources–financial and organizational–are limited, the City will concentrate redevelopment efforts within designated economic focus areas.

Economic focus areas are geographic areas that demonstrate strong potential to generate meaningful increases in economic productivity, attract private investment, and catalyze surrounding neighborhoods and adjacent corridors. Healthy commercial areas strengthen surrounding neighborhoods, and stable neighborhoods sustain the customer base and investment confidence that corridors need to thrive.

~Excerpted from Garland on the Rise: City of Garland Strategic Plan 2026-2036

Garland's core challenge is structural: A mid-century physical form misaligned with market expectations.

The city's landscape of separated uses and small-lot residential patterns lacks both the historic patina of older urban cores and the walkable density of contemporary suburban competitors, and is further constrained by a cycle of weak demand, limited reinvestment, and inconsistent standards of care that drive decining relative value and ongoing fiscal drag. Reversing this trajectory requires a shift from diffuse, auto-oriented growth to a disciplined strategy of concentrated placemaking–creating memorable, mixed-use activity centers that can compete regionally, broadening the city's household income mix, and supporting the city's long-term fiscal sustainability.



THE WEDGE

See page 24 for full location map

Coordinated action across nodes, corridors, and neighborhoods is required, with The Wedge serving as the most impactful pilot area. Its three intersections–Saturn & Northwest Highway, Saturn & Kingsley, and Kingsley & S First–combine visibility, redevelopment potential, and adjacency to stable neighborhoods capable of reinforcing investment. The strategy is to transform these underperforming commercial strips into compact, walkable centers with a calibrated mix of housing types: higher-density at Saturn & Northwest, a balanced mix at Saturn & Kingsley, and missing-middle housing at Kingsley & S First.

This is as much a fiscal strategy as it is an urban design or housing strategy; walkable mixed-use development generates 2–5 times the value per acre of auto-oriented formats, but achieving it requires node-specific zoning, consistent form standards, and leadership to address the public-realm.

While the City of Garland may have reasons to designate Economic Focus Areas that are not included in this Housing Strategy (for example, Harbor Point), the guidance contained here is intended to provide a framework for how to intervene in these and other places now or in the future. The overall goal of concentrating efforts in smaller geographies is to scale the intervention to the resources available while still making a meaningful difference. Concentrating resources long enough to achieve visible and lasting outcomes will produce stronger long-term results than spreading limited resources too broadly.

Economic Focus Area Strategy Components

1 Major Corridors

Corridors shape first impressions for residents, visitors, and investors, and their condition directly influences how a community is perceived. They are the lifeblood of a community's local economy, serving as the primary locations for commerce services, and daily activity.

Corridors can signal a sense of arrival, show community identity and pride.

2 Key Nodes / Intersections

Nodes are defined as a half-mile radius around the intersections of two major corridors, where there is potential for redevelopment with higher density residential and a mix of uses (i.e. aging retail centers or under performing commercial districts. Nodes that are surrounded by mostly Growth submarket neighborhoods will be best positioned to leverage private investment.

Nodes are an opportunity to create distinct places – activity centers that act as magnets for residents and visitors.

3 Neighborhoods

Since commercial nodes and their surrounding neighborhoods have a symbiotic relationship, they will rise together or fall together. Improving property conditions and adding small signs of neighborhood pride and identity create more appealing neighborhoods, which in turn attract stronger households to expand purchasing power.

Neighborhoods that are mixed-income are often the most resilient in times of economic stress.

4 Redevelopment

The nodes are the most likely places for redevelopment to occur, although there may be opportunities along corridors as well. Depending on the site and context, Garland should look for opportunities to add residential in various forms – missing middle types like townhomes and rowhomes, small-scale multifamily buildings up to larger-scale apartments. Public incentives may be needed to help developers overcome the added complications and costs involved in redevelopment.

Residential redevelopment should bring an expanded mix of unit types and price points that appeal to a broader range of regional market segments.

Corridors

Corridors are the gateways to the community and its network of places. They signal the overall quality, level of care, and economic health of a city. Today, many of Garland's major thoroughfares fall short of this standard of care, projecting an image of disinvestment that undermines market confidence and reinvestment. Corridors extend beyond the pavement between the curb lines to include the public right-of-way and the edges of the adjoining private property. In many cases, these corridors are framed by private property that is in inconsistent condition, requiring coordinated interventions that address both the public and private realm. In addition, many of Garland's corridors lack adequate parkways, street trees, and landscape treatements to soften and break up the predominantly auto-oriented environment, resulting in corridors that often feel visually harsh and uninviting for both motorists and pedestrians.

Similar to neighborhoods, some corridors should be prioritized over others based on their ability to support near-term improvement and reinforce broader investment strategy. Beginning in corridors that connect and reinforce Economic Focus Areas will, over time, create a network of high-quality pathways that strengthen adjacent neighborhoods and support emerging nodes. This sequencing of corridor improvements throughout the city produces concentrated results that later extend citywide.

Why it matters

Corridors are the lifeblood of a community's local economy, serving as the primary locations for commerce, services, and daily activity. They shape first impressions for residents, visitors, and investors, and their condition directly influences perception, market confidence, and reinvestment decisions. Corridors that are poorly maintained or visually fragmented can signal disinvestment and increase perceived risk while well-designed corridors communicate confidence, quality, and opportunity. Both form and function matter. Efficient access, safe movement, and coordinated site design must be combined with an attractive, cohesive streetscape to create places that support businesses, attract customers, and sustain long-term economic vitality.

Corridors also play a significant role in shaping quality of life because they are experienced daily by residents and visitors alike. The design, safety, and appearance of these streets influence how comfortable it feels to walk, bike, drive, or access nearby businesses and services. Corridors that are well-designed, safe, and visually appealing can enhance daily routines, support social interaction, and foster a sense of pride in the community. In contrast, corridors that are congested, unsafe, or visually neglected can detract from the overall experience of a place and further discourage reinvestment. Thoughtful attention to both function and form is essential to ensuring corridors contribute positively to the community's livability and overall competitiveness.

What needs to be done

Pedestrians must be first among equals. While the majority of the city's corridors were constructed at a time when moving cars and trucks through the city was the mainstay, future redevelopment needs to give higher priority to pedestrians, landscaping, and visual appeal. The relationship between land use and corridor function is fundamental to how larger commercial corridors operate, perform, and evolve over time. Land use patterns, including the type, intensity, and arrangement of development, directly influence traffic volumes, access demands, and the overall experience of the corridor. Conventional commercial strip development characterized by multiple driveways, large setbacks, and parking located between buildings and the street tends to prioritize vehicle access but often results in congestion, safety conflicts, and a fragmented visual environment. In contrast, more coordinated site planning approaches such as shared access, internal circulation, consolidated driveways, and buildings oriented closer to the street can improve traffic flow, reduce conflict points, and create a more cohesive and functional corridor. Aligning land use and site design with the intended role of the corridor is essential to supporting long-term economic performance, safety, and overall corridor quality. Equally important is shaping the visual character of the streetscape through consistent frontage treatments, landscaping, building form, and signage, so that the corridor not only functions well but also presents a unified and high-quality public realm that supports and strengthens market perception.

The City of Garland completed a comprehensive set of design guidelines for corridors and gateways in November 2025. This document provides detailed recommendations for streetscape elements such as median enhancements, crosswalk enhancements, and gateway signage, and should serve as a key reference as the City advances corridor enhancement and transformation efforts.

This Strategy recommends two types of corridor improvements:

1 **Corridor Enhancement** - Focuses on improving safety, appearance, and functionality through targeted, incremental upgrades within the existing corridor framework. Enhancements address deficiencies and elevate the user experience without significantly changing how the corridor operates. Enhancement actions, on their own, can significantly improve the quality, safety, and appearance of a corridor.

2 **Corridor Transformation** - Focuses on reshaping how the corridor functions and is experienced through more coordinated, system-level changes within the existing curb lines. Transformations influence access patterns, multimodal balance, and site design to reposition the corridor over time. True transformation requires the combined application of both enhancement and transformation actions.

Enhancements improve how a corridor looks and feels; transformations reshape how it works.

It is important to note that corridors identified for transformation on the Corridors Map (see page 42) should not be deferred if funding is limited to enhancement-level improvements. Enhancement actions should be pursued as opportunities arise, particularly in conjunction with redevelopment at key nodes. Corridor enhancement and corridor transformation are not mutually exclusive; rather, transformation builds upon and expands the impact of enhancement efforts over time.

CORRIDORS

1 Enhancement Corridor Treatments

Enhancement Corridor Treatments - Action Steps & Tools	Outcomes					
	Boost Economic Performance	**Improve Safety**	**Improve Pedestrian Comfort / Experience**	**Enhance Identity and Aesthetics**	**Support Multimodal Mobility**	**Reduce Heat**
Add Street Trees, where possible. • **Prioritize high-visibility and high use areas**, such as intersections, transit stops, and key pedestrian routes. • **Use flexible design solutions in constrained areas** such as planter strips, suspended pavement systems, or tree wells. • **Coordinate with property owners, capital projects, and redevelopment** to maximize impact. • **Establish clear maintenance responsibilities.**	X	X	X	X	X	X
Add landscape screening for commercial parking areas that front the right-of-way. • **Update development standards** to require landscape screening for parking areas along corridors, including minimum widths, tree spacing, and layered planting (shrubs, berms, or low walls). • **Prioritize high-visibility segments and incentivize screening** as properties redevelop or undergo site improvements. • **Coordinate with property owners and redevelopment** through partnerships, incentives or improvement programs. • **Establish maintenance and phasing strategies** to ensure long-term viability, using redevelopment triggers and incentives to transition non-conforming sites incrementally over time.	X	X	X	X		X
Update code standards for private signage to reduce visual clutter. • **Update the sign code** to establish clear, context-sensitive standards for size, height, placement, and type, including reducing oversized pole signs and aligning signage with both vehicular and pedestrian environments. • **Create targeted overlay districts** (e.g., Downtown and Mid-Century Mile) that allow greater flexibility for creative, design-forward signage reflecting the unique character of these areas. • **Establish clear design criteria** within overlays to guide innovative and non-traditional signage while ensuring it contributes positively to the corridor environment. • **Form a City-staffed Sign Review Committee** to evaluate proposals within overlay areas, balancing flexibility with consistency and quality control. • **Develop visual guidelines and examples** to clearly communicate expectations to property owners, businesses, and designers. • **Coordinate implementation with corridor improvements and redevelopment** to maximize impact and align signage upgrades with broader public and private investments. • **Address nonconforming signage over time** through a phased approach, including amortization, incentives, or voluntary replacement or sign removal programs to transition toward desired standards.	X	X	X	X		

Enhancement Corridor Treatments - Action Steps & Tools	Outcomes					
	Boost Economic Performance	**Improve Safety**	**Improve Pedestrian Comfort / Experience**	**Enhance Identity and Aesthetics**	**Support Multimodal Mobility**	**Reduce Heat**
Add public art and streetscape amenities when possible. • **Emphasize public art, architectural, and aesthetic treatments** in streetscapes along priority corridors. • **Integrate amenities into capital projects** by requiring art, seating, lighting, shade, and wayfinding as standard components of roadway and streetscape improvements. • **Partner with local artists, businesses, and organizations** to deliver installations, murals, and amenities through grants, sponsorships, and community-driven initiatives. • **Establish clear design standards and placement guidelines for new construction projects** to ensure amenities are durable, cohesive, and appropriately located within the right-of-way. • **Create pilot projects and temporary installations** (e.g., pop-up art, parklets) to test concepts and build momentum for permanent improvements. Placemaking as part of redevelopment may require creative or unconventional solutions.	X	X	X	X		
Enhance crosswalk visibility and design. • **Upgrade crosswalk markings to high-visibility designs** (e.g., ladder or continental striping) using durable, reflective materials. • **Improve lighting at crossings** to ensure pedestrians are clearly visible at night, including focused illumination at intersections and midblock crossings. • **Install advance warning signage and pavement markings** (e.g., yield lines, "STOP HERE FOR PEDESTRIANS") to alert drivers in advance of crossings. • **Enhance crossings with curb extensions (bulb-outs)** to shorten crossing distances and improve visibility between pedestrians and drivers. • **Add median refuges or pedestrian islands on wider roads** to allow crossings in two stages and increase safety. • **Use raised crosswalks or speed tables where appropriate** to calm traffic and reinforce pedestrian priority in locations with demonstrated or anticipated pedestrian activity. • **Maintain clear sightlines** by managing landscaping, signage, and parked vehicles near crossings. • **Coordinate improvements with capital projects** to integrate crosswalk upgrades into roadway reconstruction or corridor enhancements. • **Prioritize high-activity locations** such as schools, transit stops, commercial areas, and key pedestrian routes. • **Incorporate Rectangular Rapid Flashing Beacons** (RRFBs) or pedestrian signals at high-volume or higher-speed crossings.		X	X		X	
Reduce or consolidate public roadway signage. • **Conduct a corridor-wide signage audit** to inventory all public signs, identify redundancies, and flag poorly located or outdated signage. • **Establish a clear signage hierarchy and standards** that define when signs are necessary, preferred placement, and spacing to reduce overuse. • **Consolidate and relocate signage** where feasible by combining multiple signs onto single posts and positioning them for optimal visibility and minimal clutter. • **Remove or replace unnecessary and outdated signs** while ensuring all required safety and regulatory signage remains compliant. • **Coordinate signage improvements with corridor projects** such as roadway reconstruction or streetscape upgrades to efficiently implement changes.		X	X	X	X	

CORRIDORS

2 Transformation Corridor Treatments

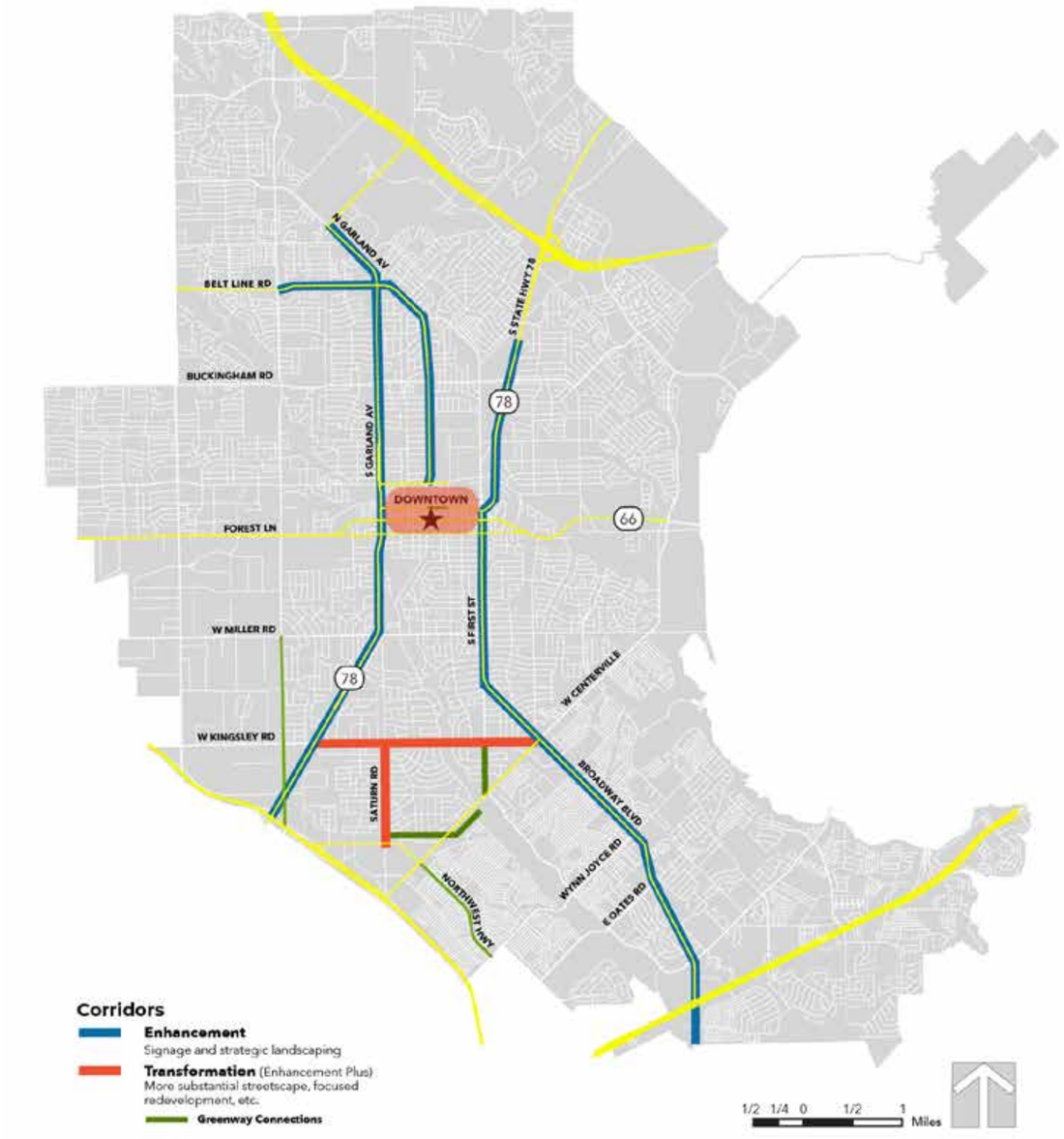
Transformation Corridor Treatments - Action Steps & Tools	Outcomes					
	Support Economic Activity	**Enhance Aesthetics and Identity**	**Improve Safety**	**Improve Multimodal Accessibility**	**Support Property Values & Reinvestment**	**Improve Traffic Flow**
Address missing or deteriorated sidewalk conditions to ensure a continuous pedestrian pathway on both sides of corridor streets. • **Adopt and enforce sidewalk standards requiring continuous, ADA-compliant sidewalks** on both sides of corridor streets, including minimum widths, buffer zones, and accessible ramps. • **Conduct a corridor-wide sidewalk gap and condition analysis** to identify missing links, deteriorated segments, and priority improvement areas. • **Prioritize high-impact segments** such as routes near schools, transit stops, commercial nodes, and intersections with high pedestrian activity. • **Integrate sidewalk improvements into capital projects** (road reconstruction, utility work, streetscape upgrades) to efficiently close gaps and repair deficiencies. • **Require installation or repair through redevelopment triggers** so adjacent property owners construct sidewalks when properties are improved or change use. • **Leverage funding and partnerships** through grants, cost-sharing programs, or special assessments to accelerate implementation. • **Target maintenance and repair programs** to address cracked, uneven, or noncompliant sidewalks and ensure long-term usability. • **Use interim solutions where needed** such as temporary paths or striping to improve safety until permanent sidewalks can be constructed.	X		X	X		
Repair and enhance walls, fencing, or other residential subdivision edge treatments, as needed. • **Treat deficient segments as targeted reinvestment opportunities** when deteriorated or inconsistent walls, fencing, or edge treatments are identified. • **Prepare a corridor edge improvement plan** that assesses existing conditions and defines a clear path forward. • **Establish design standards** for materials, height, and transparency to ensure a cohesive and durable streetscape. This may take the form of traditional development standards and/or a pattern or palette book that provides a coordinated range of design solutions tailored to varying corridor conditions and land use contexts, including residential, mixed-use, and commercial environments. • **Identify opportunities to repair, replace, or consolidate walls, fencing, and edge treatments** to improve consistency and performance. • **Prioritize highly visible locations** where improvements will have the greatest impact. • **Coordinate with adjacent property owners, capital projects, and redevelopment activity** to maximize efficiency and alignment. • **Incorporate landscaping and screening where feasible** to soften the corridor edge and enhance visual quality. • **Define clear maintenance expectations** to ensure long-term quality and performance.		X	X		X	

CORRIDORS

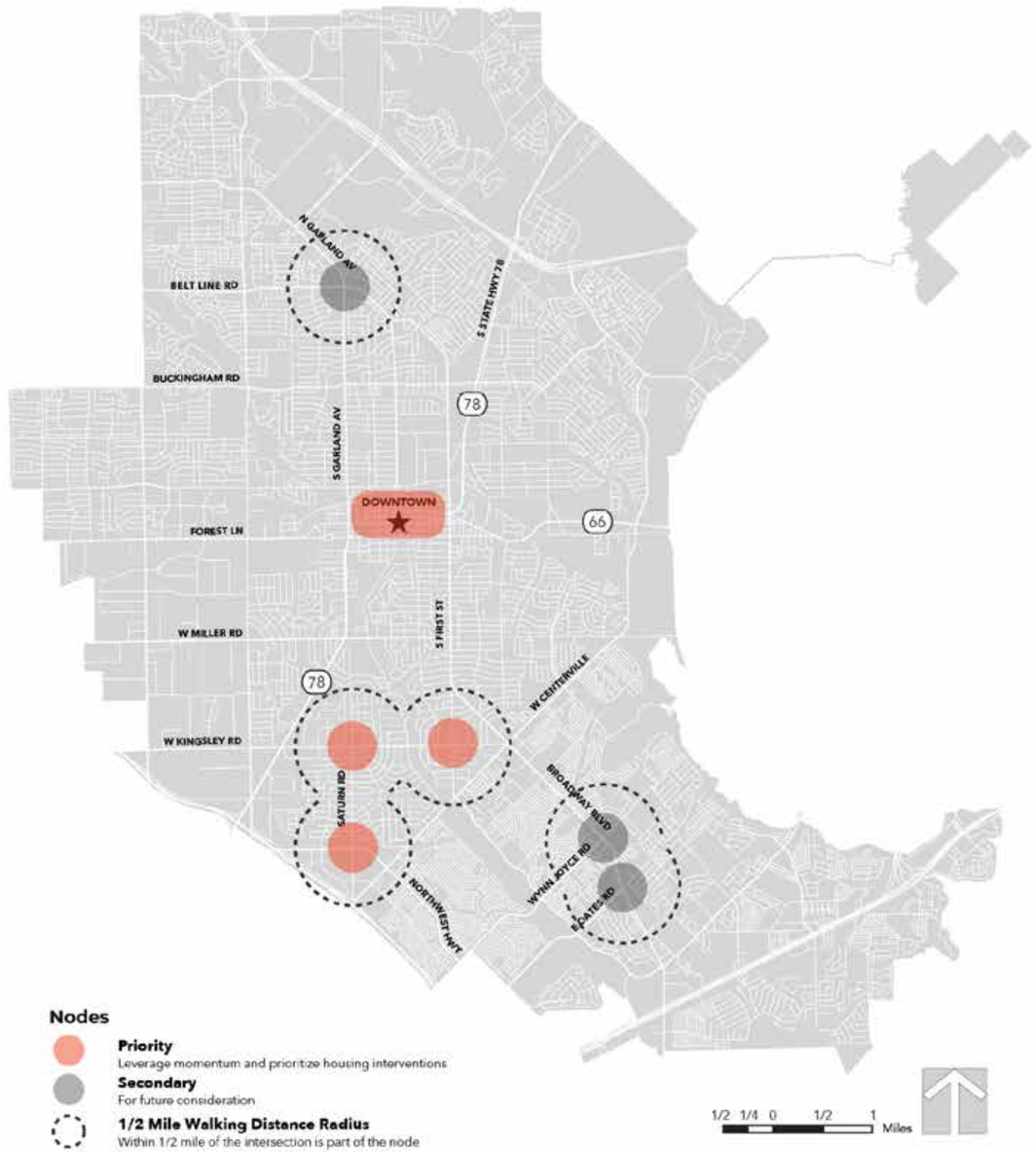
Transformation Corridor Treatments - Action Steps & Tools	Outcomes					
	Boost Economic Performance	**Improve Safety**	**Improve Pedestrian Comfort / Experience**	**Enhance Identity and Aesthetics**	**Support Multimodal Mobility**	**Reduce Heat**
Reduce excessive curb cuts and access points. • **Adopt access management standards** that limit the number and spacing of curb cuts, establish minimum separation distances, and restrict full-access driveways on major corridors. • **Require shared access and cross-access agreements** between adjacent properties to reduce redundant driveways and improve internal circulation. • **Prioritize consolidation of existing curb cuts** by closing or combining driveways as properties redevelop or change use. • **Encourage alternative access points** such as side streets, rear alleys, or internal drives to reduce direct access onto major corridors. Consider establishing a "sunset" timeline or phased compliance program, coupled with incentives, to encourage property owners to transition toward conformance over time. • **Coordinate with state or regional agencies** (e.g., DOT) on access permits and corridor-wide strategies for managed access. • **Integrate access management into site plan review** to ensure new development aligns with corridor goals and minimizes conflicts. • **Use incentives or cost-sharing programs** to encourage property owners to modify existing access points voluntarily. • **Align access improvements with capital projects** (roadway reconstruction, median installation) to implement changes more efficiently.		X	X	X		X
Tighten curb radii at intersections to slow turning vehicles and improve pedestrian safety• • **Install curb extensions (bulb-outs)** to reduce crossing widths, improve visibility between pedestrians and drivers, and calm traffic. • **Add median refuges or pedestrian islands** where crossings are long, allowing pedestrians to cross in two stages and increasing safety. • **Stripe high-visibility crosswalks and reduce crossing distances** through lane narrowing or road diets where appropriate. • **Reconfigure intersection geometry** during capital projects to better align travel lanes and eliminate excessive pavement. • **Prioritize improvements at key locations** such as schools, transit stops, and high pedestrian activity areas. • **Use interim treatments like striping, flex posts, or temporary curb extensions** to test designs before permanent construction. • **Update design standards and engineering practices** to ensure future projects incorporate tighter radii and pedestrian-scaled crossings by default.			X	X		X

•Note: May not be appropriate for higher speed roadways.

Key Corridors Connecting Economic Focus Areas



Nodes in Economic Focus Areas



Nodes and Intersections

Garland's commercial intersections are numerous but undifferentiated. Few of them currently stand out as a real destination-- a place people want to spend time beyond running a necessary errand. The strategy is to identify a limited set of intersections with adjacent neighborhoods capable of revitalization and develop them as nodes–scaled activity centers that operate as regional destinations, neighborhood hubs, or transitional anchors depending on context. The objective is not to replicate downtown but to create a coordinated system of nodes with complementary roles, consistent design expectations, and aligned public investments.

Placemaking is the transformational mechanism. These intersections currently function as auto-oriented pass-throughs; the goal is to convert them into recognizable, people-centered destinations. Placemaking is a fiscal strategy, as much as it is an urban design strategy. Introducing additional housing, active ground-floor uses, tree-lined streets, and cohesive design character creates places where people linger, not just transact. This is essential for walkability and for making mixed-use development viable; zoning alone cannot overcome an uninviting public realm.

Placemaking also carries economic and identity benefits. Well-designed nodes reduce perceived investment risk, attract higher-quality development, and provide residents with meaningful places for social interaction. In a corridor environment where development can feel fragmented, placemaking gives each node a distinct identity while reinforcing the broader system.



Example: Shopping Center in High Point, NC



Example: czb's Comprehensive Plan for High Point, NC

Placemaking is a fiscal strategy, as much as it is an urban design strategy.



Private Realm Components

1. Buildings that engage the street
2. Entrances that front the street
3. First floor transparency
4. Pedestrian oriented first floor uses (e.g. restaurant)
5. Upper floor residential and office uses
6. Articulated building facades
7. Parking at the side or rear of buildings

Public Realm Components

- **A** Street trees
- **B** Sidewalks (5'-12')
- **C** Bike lanes or sharrows
- **D** Street furniture (e.g. benches)
- **E** Pedestrian level lighting
- **F** On-street parking

NODES & INTERSECTIONS

The operational shift is to treat nodes as mixed-use centers rather than commercial intersections. A balanced land-use mix—residential, retail, office, civic—creates overlapping activity cycles across the day and evening. This supports local businesses, reduces auto dependence, and produces safer, more engaging environments. The goal is to create complete, self-sustaining centers rather than isolated, single-purpose destinations.

Redevelopment will require a combination of regulatory tools, public incentives, and private actions over many years. It is not expected that these intersections will become activity centers where people live, work, and shop overnight. The work ahead involves identifying underutilized or vacant parcels that can be redeveloped with enough new housing units to support a growing mixed-use center.

Integrating residential units into a node may take various forms. In some cases, there may be small parcels of vacant land or excess parking lot space adjacent to reasonably well-performing commercial. In others, demolition of existing buildings or concrete may be required. Regardless of the situation, redevelopment is infinitely more complicated than greenfield development. A variety of public incentives may be required to assist developers with the added costs redevelopment entails, and should be evaluated on a case-by-case basis.

Garland should treat this framework as a repeatable system for upgrading corridors and key intersections into a network of places. The key is to apply and calibrate the same logic of placemaking, identified role, and land use mix.

Classify major intersections into a simple typology based on context

- **Regional Nodes** (like Saturn & Northwest Highway)
- **Community / Neighborhood Nodes** (like Saturn & Kingsley)
- **Neighborhood / Civic Nodes** (like Kingsley & S First)
- **District** (collection of nodes, like Downtown)

Apply a "right-size, not maximize" approach. Not every node should chase retail or density

- Scale land use mix and housing unit count to things like traffic, parcel size, surrounding neighborhoods, etc.
- Concentrate retail in fewer, stronger nodes
- Let smaller nodes lean more heavily on housing

Use a standardized but flexible implementation toolkit

- Utilize new mixed-use or zoning overlay districts (See p. 59 for details)
- Implement streetscape standards that scale by node type

Prioritize nodes based on readiness and impact, not geography alone. Focus early efforts where:

- There is redevelopment pressure or vacant/underutilized land
- Public investment (streets, utilities) can unlock private activity
- Incentives may be available, subject to funding limitations and applicable evaluation criteria
  - Defined financial limits
  - Anticipated return on investment, and
  - Potential long-term tax base growth

Use this framework to move from a primarily suburban development pattern to a system of intentional centers where each node has a defined purpose, is scaled appropriately, and implemented through a consistent set of tools. This is how incremental development starts to add up to a coherent, citywide pattern of walkable places.

Objectives	Tools/Action Steps
Identify the appropriate scale of opportunity for redevelopment at each node based on acreage, achievable density, and market strength	Classify Focus Area intersections into a simple typology based on context, such as: • Regional Nodes • Community Nodes • Neighborhood/Civic Nodes
Support redevelopment of underutilized parking lots or obsolete one-story commercial with new residential, office or mixed-use buildings.	Create Node-specific mixed-use or overlay districts with form-based zoning elements, such as: • Build-to zones • Minimum and maximum building heights and widths • Entrance, transparency, active depth, and frontage requirements • Parking placement
Incentivize redevelopment of underutilized parcels with new housing units within ½ mile of the intersection	• Partner with Opportunity Zone, PFC or other developers on a case-by-case basis to support an initial catalytic multi-family project where public participation is necessary to advance development. • Provide incentives to developers for market-rate unit development in the form of townhomes, small scale apartments or large apartment buildings. • Establish clear per unit and per project caps based on available resources.
Incentivize existing multifamily properties within ½ mile of the intersection to upgrade the appearance and livability of their property	• 4% LIHTC for rehabilitation of properties built pre-1990 • GHFC acquisition or partnership to rehabilitate properties built pre-1990
Incentivize existing commercial property owners to improve building facades and tenant bay interiors, as appropriate	• Economic Development Façade Grants
Invest in the public realm	• See Corridor section • Add street trees • Require streetscape in development regulations • Façade/Site Improvement grants
Create a more balanced transportation network that supports all modes of travel, emphasizing pedestrian safety and comfort	• See Corridor section • Include sidewalk along all streets and require connections from development entrances • Develop high-visibility crossings every 300-500 ft • Create and support bicycle access • Support transit access where applicable

Neighborhoods

Garland's neighborhoods within walking distance of each activity node represent the most practical scale for intervention. They are small enough for coordinated action yet large enough to influence the market conditions that support nearby retail and commercial uses. However, the City faces structural constraints: there are more Growth and Legacy neighborhoods than current capacity allows. Attempting to intervene everywhere at once would dilute resources and produce no meaningful change. Neighborhood improvement is not the sum of isolated projects; it requires a concentration of activity strong enough to shift expectations and prompt private owners to reinvest.

Repositioning Garland's housing market cannot be achieved by focusing on a single neighborhood. Instead, the City should work across all neighborhoods that fall within a half-mile radius of each node. This work can be phased, but a node should not be considered complete until outcomes are achieved across all adjacent neighborhoods. While current "Neighborhood Statistical Areas" align with subdivision plats, these boundaries may not reflect how residents understand their neighborhoods or how market dynamics operate. **The City should retain flexibility to redefine boundaries using major streets or community-identified edges when appropriate.**

Why it matters

Neighborhoods are more than residential containers; they are the social and economic base that determines whether commercial districts succeed. When residents feel connected to their neighborhood and demonstrate that pride through property upkeep, they attract new households who bring additional investment and energy. Over time, inconsistent standards of upkeep have made it harder for some neighborhoods to compete for residents who have many options in the regional market. This dynamic was documented extensively in the Housing Study.

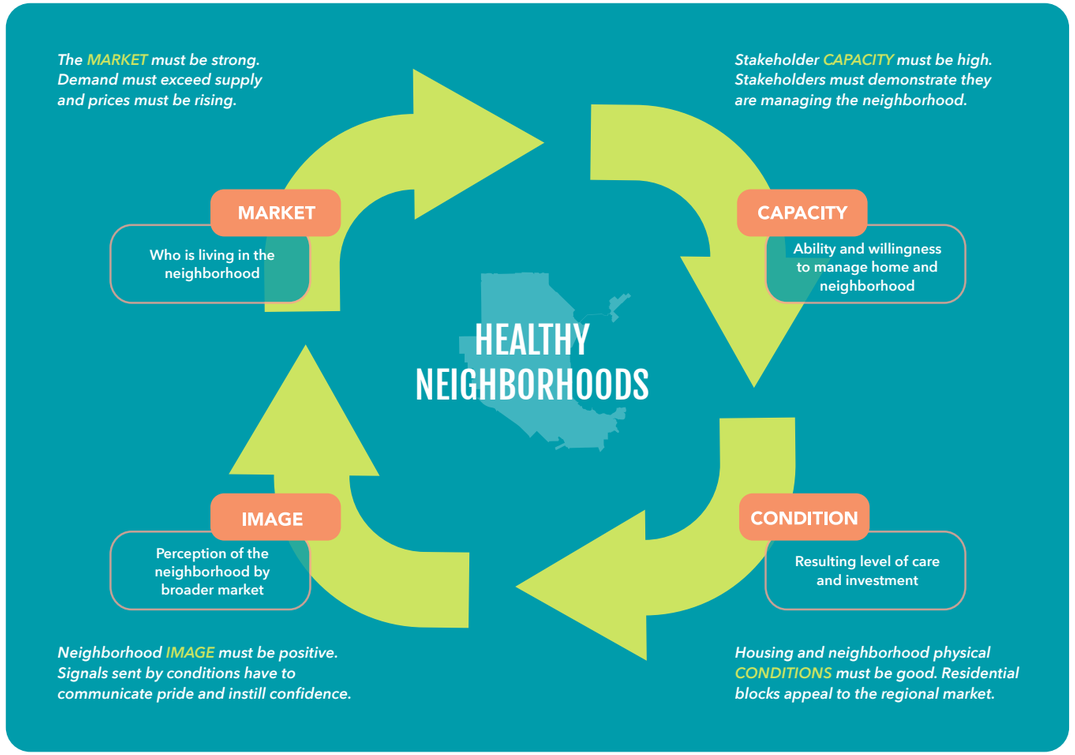
The implications extend beyond housing quality. Neighborhoods supply the customer base for commercial corridors and activity centers. Without a more economically diverse set of households, Garland's commercial areas will continue to struggle to attract the retailers and amenities residents expect. To close the Market Gap, the City must leverage existing strengths and use targeted actions within the Economic Focus Areas to shift the four components of the feedback loop—residential quality, market confidence, private investment, and commercial performance—into a new cycle of reinvestment.

Garland's housing market is constrained by a long-running deficit in standards of care. Garland's housing market reflects the cumulative effect of decades of underinvestment relative to regional standards. Suppressed values constrain owners' ability to reinvest, which in turn constrains values further – a self-reinforcing cycle that undermines equity, market confidence, and the city's positioning as a place to invest. Reversing this dynamic requires a coordinated lift in physical conditions, social norms, and owner confidence. The strategy is not simply to repair structures but to reset expectations—raising the standards floor in Legacy neighborhoods and catalyzing reinvestment in Growth neighborhoods—while cultivating neighborhood-level leadership capable of sustaining new norms after public intervention recedes.

As conditions improve, market perception will follow. Turnover is inevitable, but the goal is to ensure that each transaction reinforces a positive cycle: upgraded homes, rising sale prices, and owners who see a clear return on reinvestment. Reversing a disinvestment cycle takes time because it must motivate many individual actors; incentives, capacity-building, and social connection are therefore treated as different levers with similar importance.

Growth neighborhoods require confidence-building and market-shaping. They sit in the middle of the demand spectrum—vulnerable to decline but capable of competing regionally if owners are motivated to update aging stock. Public action is designed to prompt private reinvestment, introduce above-market comparables, and strengthen neighborhood identity. Legacy neighborhoods, by contrast, require stabilization: establishing a reliable standards floor, addressing health and safety first, and reducing the unpredictability that currently undermines marketability.

Across both neighborhood types, the appraisal gap is a structural barrier. High-quality improvements routinely cost more than what owners can borrow against depressed values. New incentive programs—block challenge grants, homeowner renovation support, and developer loan programs—are structured to close willingness gaps and appraisal gaps simultaneously.



GROWTH Neighborhoods

In Garland, **Growth Neighborhoods** fall in the middle of the demand spectrum; they are both vulnerable to decline and have strengths that can be leveraged. Neighborhood organizing, alongside programs and incentives, should be used to prompt private property owner investment in updating and upgrading stocks to better compete in the regional market. Current and future homeowners need to feel confident that investing in their home will be worthwhile and be willing to make the upgrades required to ensure their home remains desirable to future owners.

OBJECTIVES

1. Engage residents and other stakeholders to build pride, create a sense of neighborhood identity, and strengthen social connections.
2. Create NEW incentives for existing owners to reinvest in their homes.
3. Partner with developers to introduce above-market homes (either rehabilitated or new construction) into the market.

GROWTH ACTIONS

- Where the Heart Is to engage residents in identifying common goals and connecting with resources.
- Proactive code enforcement sweeps to identify violations with referrals to code compliance assistance resources as appropriate.
- Home Infill Program and GREAT Home Rehab Program to bring significantly upgraded or new construction homes to market and establish incrementally higher comparable sales.
- NEW block challenge matching grant program for exterior curb appeal
- NEW incentive program for homeowner renovations that allows both exterior and interior work to improve marketability and retain existing owners.
- NEW program to provide gap financing to single-family developers for acquisition/rehab or acquisition/new construction of high-quality homes for resale to new homeowners.
- NEW matching grant or funding program for residential fencing and screening (see Corridors section)

GROWTH OUTPUTS

- Code violations resolved.
- Homeowner improvement projects.
- Rehabbed home sales.
- New residential construction.
- Active neighborhood organization; Participation at neighborhood events and in programs offered.

GROWTH MEASURES

By the end of the Implementation Period:

- Over 30% of residential properties in each neighborhood need only minimal reinvestment.
- Less than 10% of residential properties in each neighborhood need major reinvestment.
- At least 12 fully rehabbed or new construction homes have been sold at above-market prices in each neighborhood.



New Incentive Programs for GROWTH Neighborhoods

As outlined in Part 3 of this Strategy, Garland will need to deploy some of its existing housing and neighborhood programs differently and develop new incentive programs specifically for the Focus Areas. In addition to motivating owners to overcome the willingness gap, another major barrier to significant reinvestment in Garland's older housing stock is the **appraisal gap**. The cost of high-quality improvements exceeds what owners are able to borrow, because values have been depressed for so long. This can be understood as an Appraisal Gap.

Overall, these programs are intended to both motivate and facilitate higher levels of reinvestment than are occurring now. While direct impact to property tax revenue growth may be limited in the short term due to statutory constraints, these programs will also indirectly strengthen the City's fiscal position by stimulating reinvestment, increasing economic activity, improving market perception, and supporting the long-term attraction of higher-value households and private investment.

Block Challenge Grant

- Matching grant for exterior, curb appeal improvements that can be seen from the street.
- Neighbors required to apply as teams and participant homes must be visible from one another
- More generous grant maximums for larger teams
  - For example, if a team of 5-9 neighbors applies, each participant can receive up to $1,000 in matching funds. If a team of 10+ neighbors applies, each participant can receive up to $2,500 in matching funds.
  - Note: Garland may need to adjust these parameters for lower capacity neighborhoods.
- Applicants are required to provide before and after photos of the project.
- All team member projects are required to be completed within a certain timeframe, i.e. 90-120 days.
- Teams are required to hold a celebration event at the end of the project timeframe for their team.
- Estimated City cost per project: $1,500.

Homeowner Renovation Program

- Grant, rebate, or 0% loan to share the cost of both exterior and interior home improvements, with the overarching goal of updating the home's long-term marketability. While major repairs and systems such as HVAC, electrical, roof, windows are important, finish quality is just as important, if not more. That means support for kitchen and bath remodels, additions that add living space or another bedroom/bathroom, or floor plan reconfigurations.
- Homeowners apply individually and may apply multiple times during Economic Focus Area implementation, up to a maximum lifetime total per property.
- In Moderate Growth neighborhoods, public incentives grant/rebate at least 20% of project costs.
- In Modest Growth neighborhoods, public incentives grant/rebate at least 25% of project costs.
- All project scopes of work are vetted by Program staff and inspected for building permit approval.
- The public grant/rebate is paid out once work is completed and verified, with installments allowed for large or complex projects.
- Estimated City cost per project: $22,500.

Single-Family Developer Program

- Incentive program for developers that considers all hard and soft costs related to acquiring and rehabilitating existing homes or acquiring, demolishing, and building new homes for resale to new home buyers.
- Up to $75,000 incentive to cover appraisal gaps between the total project costs and resale value.
- Require high quality in design, construction, workmanship and finish levels.
- Sell at above-market prices to establish new comparable sales. The appraisal gaps should shrink over time until public subsidies are no longer needed.
- Establish a Housing Reinvestment Fund so that sale proceeds repaid can be used for a new set of projects.
- Demolition or major rehabilitation projects may need to partner with Community Development's HOME Infill or GREAT Homes programs in order to be financially viable.

LEGACY Neighborhoods

Legacy neighborhoods contain Garland's oldest housing stock, the city's most affordable single-family ownership opportunities, and the residents with the deepest tenure in the city. They also carry the most variable property conditions, and that inconsistency is what currently constrains market performance. The strategic priority is to establish a reliable property condition baseline so that the underlying assets – affordability, tenure, walkable lot patterns, mature trees – can compete in the regional market. The main problem to solve in Legacy neighborhoods is to establish a standards "floor", with a focus on health, safety, and livability.

OBJECTIVES

1. **Engage residents and other stakeholders to build pride, create a sense of neighborhood identity, and strengthen social connections.**
2. **Enhance safety net programs for code compliance and home repair; Refer eligible owners for assistance with critical repairs.**
3. **Address aging infrastructure and public amenities as funding allows.**

LEGACY ACTIONS

- Where the Heart Is to engage residents in identifying common goals and connecting with resources.
- Address infrastructure and public realm improvements.
- Proactive code enforcement sweeps to identify violations; Enhance resources to address referrals to code compliance assistance resources, as appropriate.
- Promote the Home Repair Program for income-eligible homeowners.
- Promote a restructured Home Improvement Incentive Program and encourage participation.
- NEW program to provide gap financing to single-family rental property owners for significant upgrades in exchange for preserving affordable rents. Prioritize exterior repairs and upgrades first, followed by health, safety, and livability items.
- Home Infill Program and GREAT Home Rehab Program to bring significantly upgraded or new construction homes to market and establish incrementally higher comparable sales.

LEGACY OUTPUTS

- Code violations resolved.
- Homeowner improvement projects.
- Rental property improvement projects.
- Rehabbed home sales.
- New residential construction.
- Participation in the neighborhood organization and programs offered.
- Public realm/neighborhood identity improvements identified and completed.

LEGACY MEASURES

- Over 25% of residential properties in each neighborhood need only minimal reinvestment.
- Less than 30% of residential properties in each neighborhood need major reinvestment.
- At least 6 fully rehabbed or new construction homes have been sold at above-market prices in each neighborhood.



New Incentive Programs for LEGACY Neighborhoods

Many of Garland's existing programs are well-suited to the challenges found in Legacy neighborhoods, so there is less need to create new incentives for this submarket. However, it may make sense for Garland to modify its existing Home Improvement Incentive Program to better assist homeowners with affording exterior repairs. A new rental rehab program is recommended, since the combination of low values and low rents means landlords are unlikely to have the financial capacity to make major upgrades, even when they are needed. The City can also use this new tool to preserve affordable rents and prevent displacement in exchange for funding assistance.

Since the goal in Legacy neighborhoods is to raise the standards of maintenance and care, programming should focus on major life/safety and livability conditions. To the extent possible, exterior improvements should still be emphasized for visible impact. Households in these neighborhoods tend to be lower-income and may not have as much financial capacity to take out loans or float the costs of home repairs, even with a public dollar match.



Restructured Home Improvement Incentive Program (HIIP)

The HIIP program provided a matching grant of up to $10,000 for exterior repairs, as long as the home was over 30 years old and had an appraised value under $300,000.

- Evaluate the percent match to fit Legacy household capacity, as was done in the Where the Heart Is Freeman Heights neighborhood.
    - In this example, the City partnered with Garland Housing Finance Corporation to provide an up to $7,500 rebate at a 75%/25% match for owner-occupied properties.

Single-Family Rental Rehab Program

- Incentive for cooperative landlords who face genuine appraisal gap constraints for major upgrades to existing single-family rental homes that enhance safety, livability, and curb appeal.
- Incentivize 25% of project costs, up to a maximum of $40,000, to cover appraisal gaps.
- Require high quality in design, construction, workmanship and finish levels.
- Require landlord to register as a rental, maintain code compliance, and preserve affordable rents, as established by the City.

Enhance Code Compliance Assistance Programs

The purpose of programs in Legacy neighborhoods can be two-fold: 1) to help lower-income households afford repairs that are critical to housing quality – addressing the affordability gap – and 2) to improve property conditions so that they no longer exert such a drag on the market. To this end, the City should consider resurrecting or expanding more compliance assistance programs to support households who need it. Examples include:

- **Neighbors Helping Neighbors Workdays** – volunteers provide the labor to assist seniors/disabled neighbors during an organized workday.
- **Adopt-a-Block Program** – a corporate-sponsored program where all homes on a block receive exterior spruce ups, such as scrape/paint, yard cleanups, fence repair, or screening or storage solutions. The sponsor provides supplies and/or volunteer labor.
- **Garland Cares** – a recently launched one-stop-shop within the City to provide case management support to households experiencing a hardship, to ensure they find the assistance they need in meeting property maintenance and emergency repairs.
- **Neighborhood Stewardship Partnership Program** – a model that expands capacity by connecting resources amongst: a stewardship organization (civic, fraternal, professional or faith-based) that commits to long-term ownership in a defined neighborhood zone to build relationships and organize projects; the City, that provides resources and technical support; and community partners who supply materials and equipment.

The Wedge

The Wedge illustrates how Garland can operationalize the Economic Focus Area framework across neighborhoods, corridors, and nodes. It encompasses three intersections—Saturn & Northwest Highway, Saturn & Kingsley, and Kingsley & S First—surrounded by a mix of Growth and Legacy neighborhoods and linked by several key corridors. These locations combine visibility, access, and redevelopment potential within auto-oriented commercial environments, and they are supported by neighborhoods strong enough to absorb and reinforce reinvestment. Their position near Dallas adds an external audience for visible change.

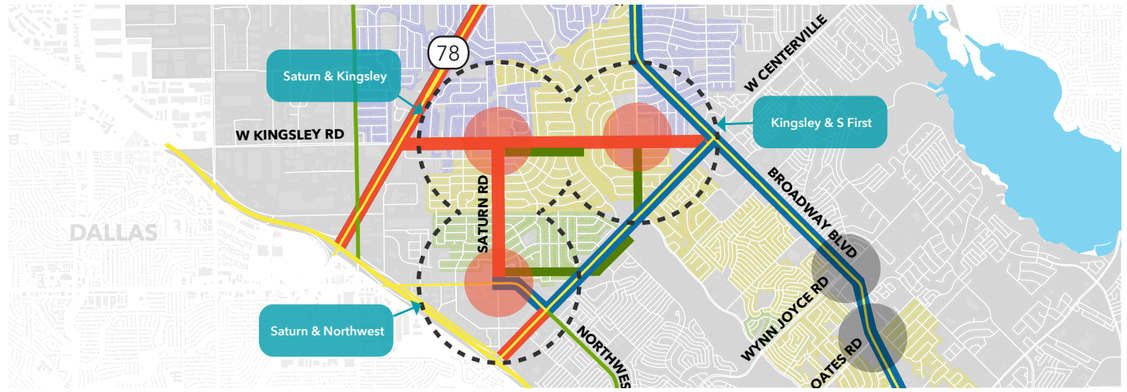
Individually, these intersections function as informal centers due to traffic volumes and existing commercial activity, but they underperform as places.

Collectively, however, they create a meaningful geography for serving as the first Economic Focus Area to receive concentrated investment. Working concurrently on the whole is greater than the sum of any individual parts, and this is the core strategic insight: the Wedge's value lies in its ability to demonstrate system-level change rather than isolated upgrades.

Over time, the nodes should evolve from linear, auto-oriented strips into compact, walkable, vertically and horizontally integrated centers that anchor suburban corridors, diversify housing, and establish identifiable places. Achieving this requires coordinated action on land-use mix, urban design quality, and the sequencing of public and private investment.

Node	Scale / Character	Residential	Commercial / Retail	Office	Civic*
Saturn & Northwest The Saturn Road and Northwest Highway node, positioned along a major regional corridor, is best suited to serve as a higher-intensity mixed-use center with a broader market reach, supporting more density, employment uses, and destination retail.	Regional	35–45%	25–30%	15-20%	5–10%
Saturn & Kingsley In contrast to the Saturn Road and Northwest Highway node, the Saturn Road and Kingsley Road node functions more as a neighborhood-serving hub, where development should emphasize everyday retail, services, and housing that support nearby residents, with a comfortable, walkable scale.	Community	50–60%	15–20%	10-15%	10–15%
Kingsley & S First The Kingsley Road and S First Street node, by comparison, is more locally oriented and should evolve as a smaller, fine-grained place with incremental development, neighborhood businesses, and a stronger emphasis on residential integration.	Neighborhood	35-40%	40-45%	0-5%	15–20%

*Civic includes City-owned, non-profit, church, school, etc.



The three Garland nodes are conceived as a coordinated network of mixed-use centers capable of absorbing a meaningful share of future housing growth. Each node carries a distinct role: higher-density apartments and mixed-use buildings at Saturn & Northwest Highway; a balanced mix of apartments and townhomes at Saturn & Kingsley; and neighborhood-scaled missing-middle housing near Kingsley & S First. This graduated structure increases supply in a context-sensitive, market-feasible way while creating walkable environments where residents live near services, jobs, and amenities. The result is not just more units but a more diverse and resilient housing ecosystem.

Unit capacity will depend on acreage, achievable density, and market absorption, with most development in the 3–5-story range. The strategy is explicitly fiscal as well as urban: walkable mixed-use development reliably produces 2–5 times the value per acre of auto-oriented single-use formats. Achieving this uplift requires intention, consistency, and the right regulatory framework.

Node	Scale / Character	Intensity	Housing Units	Housing Types	Supporting Units
Saturn & Northwest	Regional	High	500-600	Podium apartments, mixed-use buildings, live-work units	Retail, restaurants, office, entertainment, structured parking
Saturn & Kingsley	Community	Moderate	300-400	Apartments, townhomes, small mixed-use	Neighborhood retail, services, small office, civic uses
Kingsley & S First	Neighborhood	Lower	150-200	Apartments, townhomes, small mixed-use	Local retail, small parks, community spaces

THE WEDGE

Example zoning changes to require a consistent urban form

It is important to emphasize again that the strategy to develop mixed-use activity nodes that are walkable with a variety of housing types and a sense of place where people want to spend time is as much a fiscal strategy as it is an urban design strategy. **It is well documented that walkable mixed-use development has 2 to 5 times the value per acre when compared to auto-oriented single-use development.** To reliably achieve the desired outcomes will require intention and consistency and an important component is the right zoning and development regulations. While SB 840 provides greater flexibility within existing commercial zoning districts, it does not necessarily ensure high-quality building form or development patterns that support walkability, placemaking, or long-term livability. As a result, the establishment of intentional mixed-use zoning districts, allowing for densities equal to or greater than those permitted under SB 840, is recommended to encourage both the desired mix of uses and the appropriate form and site design for future development.

Garland's current zoning provides a partial foundation but cannot systematically deliver the walkable, high-quality public realm envisioned for the nodes. Mixed-use districts work in isolated cases, but Community Retail and Heavy Commercial districts will not produce the desired form. Node-specific districts—or a unified district with calibrated form standards—are required to ensure consistent outcomes across all four corners of key intersections and along both sides of streets.

Develop node-specific mixed-use or overlay districts

Existing Zoning

- Saturn & Northwest
  - This node includes two mixed-use districts – one is Urban Residential and the other is Urban Business. These districts comprise most of the node west of Saturn Road and are generally consistent with the intent of this node, which has a regional and high intensity focus. The northeast corner of the Saturn / Northwest intersection is zoned Community Retail and east of Saturn Road south of Northwest includes a mix of planned development districts. The form standards in the mixed-use districts are generally adequate. However, the form and development standards in the Community Retail district are not conducive to developing a walkable mixed-use node.
- Saturn & Kingsley
  - This area is primarily zoned Heavy Commercial west of Saturn Road and Community Retail east of Saturn Road. Neither district is intended to produce the urban form that is desired for this node.
- Kingsley & S First
  - This node is entirely zoned Community Retail which will not produce the urban form that is desired for the node.

Future Zoning

- The easiest and straightforward solution to the zoning challenges for the nodes is to develop node specific districts or one district with node specific form standards. Many of the desired form standards are included within the existing mixed-use districts but would need to be calibrated to reflect the scale and intent of each of the nodes. A new district(s) should include:
  - Form-based zoning elements (even if not a full FBC), including:
    - Build-to-zones rather than standard setbacks
    - Minimum and maximum building heights and widths
    - Entrance, transparency, active depth, and frontage requirements
    - Parking placement (behind or to the side and never on a corner)
  - Streetscape standards embedded in zoning (required streetscape)
  - Public space requirements with or without incentives, such as additional density (public / activity space).
  - Consistent districts and standards for all four-corners of key intersections and on both sides of streets, when practicable.

Standard	Saturn Rd & Northwest Hwy	Saturn Rd & Kingsley Rd	Kingsley Rd & S First St
Context	Regional	Community	Neighborhood
Max Building Height	3–7 stories (up to 85')	2–5 stories (up to 68')	2-5 stories (up to 68')
Min Building Height	2 stories on key frontages	2 stories on key frontages	22 ft
Build-To Zone	0–15 ft	0–20 ft	5–20 ft (more flexible)
Build-to Frontage	70–90% of frontage	60–80%	40–70%
Non-Res Ground Floor Transparency	50–60% (retail-focused)	40–50%	30–50%
Active depth (primary and secondary street)	15 ft / 10	15 ft / 10	15 ft / 10
Parking Location	Structured or rear only; no front-loaded parking	Side/rear preferred; limited 2 rows front with screening	Rear, side, or small-lot front (screened)
Block Length	300–500 ft (fine-grained)	400–600 ft	400–600 ft
Required Streetscape (back of curb)	Yes	Yes	Yes
Streetscape Elements	Street trees, lighting, furnishings	Street trees, lighting, furnishings	Street trees, limited furnishings
Ground Floor Uses	Required active uses on key streets	Active uses encouraged	Flexible (residential or small commercial)
Upper Story Stepbacks	Required above 4–5 stories	Occasionally required	Not typically required
Transition Standards	Step-down required near neighborhoods	Moderate transitions	Strong compatibility with adjacent homes

THE WEDGE

Invest in the public realm

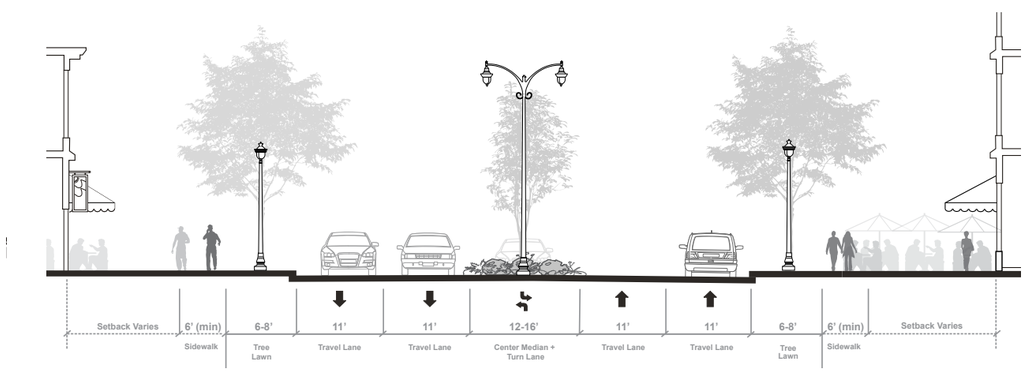
To meaningfully improve the public realm in the Garland nodes, the city will need to take an active, multi-pronged role. **It will need to go beyond regulations by taking a leadership role in design, capital investment, and partnerships.** The most successful node transformations typically happen when the public sector sets the stage, and the private sector builds upon it.

As discussed in the Corridors section, street trees, required streetscape improvements, and coordinated multimodal design must be embedded in both public investment and private development. Saturn Road, with traffic volumes under 20,000 per day, should be considered for a road diet and multimodal rebalancing. The goal is not to move cars faster but to move people safely and reinforce each node as a place.

Create a more balanced transportation network

Garland nodes should focus on creating a balanced transportation network that supports all modes of travel. Rather than moving as many cars as possible, the goal is to move people safely and efficiently while reinforcing each node as a place for people. Retrofitting a suburban auto-centric transportation network into a multi-modal network takes time and is expensive. The focus should be on working within the existing curbs and taking advantage of maintenance projects, such as repaving and restriping, to bring more balance and provide space for all users.

Saturn Road - Road Diet Street Section



FUTURE NODES

This Strategy recommends that Garland begin implementation in The Wedge, because of the concentration of three nodes that are redevelopment-ready and the relative strength of the neighborhoods that surround them. This concentration offers Garland enough of a critical mass to make real headway as it begins to reposition the housing market. That said, the secondary nodes at Beltline and Broadway are other places where this framework could and should be applied.

The Neighborhoods related to the secondary nodes include:

Beltline Node	Broadway Node
Century	Regional
Buckingham	Club Hill
Holiday Park	Meadowcreek
Holford	Gatewood
	New West
	Eastern

Suggestions for how these neighborhoods should be prioritized is found in Part 4.

It may also make sense for Garland to apply a similar framework in other Economic Focus Areas, such as Harbor Point, and/or to identify additional nodes/ Economic Focus Areas further into the future as the Strategy takes hold and conditions change.

Criteria for Selecting Future Nodes

When Garland is ready to identify future nodes as Economic Focus Areas, it should look for:

- Intersections where two major arterials cross, with at least one of the streets being an entry point into the community, and ideally, also connecting into downtown
- Intersections that have underutilized land or underperforming commercial properties ripe for redevelopment at a higher intensity
- Adjacent neighborhoods that are mostly Growth submarkets (some adjacency to Competitive neighborhoods improves the odds of success; some adjacency to Legacy neighborhoods is fine, so long as Garland is prepared to invest the resources required for targeted stabilization)
- A near-term opportunity for a multi-family catalyst project with a private developer partner.

Work to Do Now, to Set the Stage in Future Nodes

While Garland should put the additive, resource-intensive activities in The Wedge and Downtown as the first two Economic Focus areas, there is some work that can happen in other nodes / Economic Focus Areas now to lay the groundwork for when those geographies have their turn.

For example:

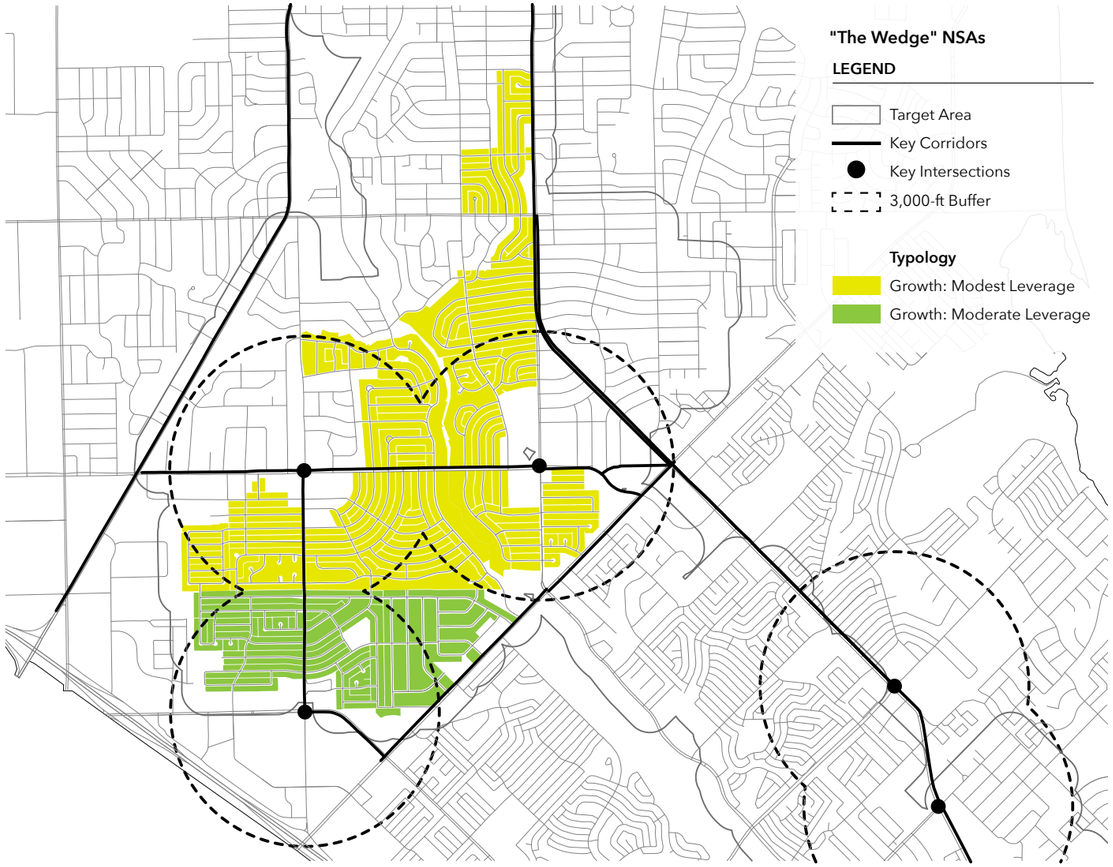
- All of the nodes and Economic Focus Areas proposed in this Strategy fall on key corridor pathways to Downtown and are therefore already included in the 2025 Bond Program funding for median enhancements in the near term.
- All nodes could be classified according to the proposed typology (regional, community, neighborhood, district) and re-zoned with the appropriate mixed-use districts and related standards.
- Code enforcement could be proactively deployed to all economic focus areas, particularly commercial properties, with resource priority given to The Wedge.

Ultimately, the phasing of implementation will be up to the City of Garland to determine, based on resource availability. The most important guidance is to prioritize thoroughness over speed. Leaving an Economic Focus Area too soon risks the area sliding backwards and undoing all the investment that has occurred. Part 4 of this document discusses the long-term outcomes that Garland should look for to know when implementation is complete.

THE WEDGE

Revitalize GROWTH Neighborhoods

There are five Growth neighborhoods in The Wedge, comprised of over 3,600 residential parcels. The City will likely need to phase through these neighborhoods rather than working in all five at once. Where the City begins should follow which node has the most momentum to build upon. A draft prioritization schedule is included in Part 4.



GOALS

1. Increase the share of properties needing minimal reinvestment to over 30%
2. Reduce the share of properties in properties needing major reinvestment to less than 10%
3. Improve aesthetics and identity with public art, neighborhood signage, and improvements to publicly-owned spaces.
4. Build social capital amongst residents by engaging with them through Where the Heart Is, Block Challenge, and other neighborhood events.

Select Single-Family Home Characteristics and Property Conditions

Neighborhood / Submarket Type	# of Parcels	Avg. Year Built	Avg. Square Footage	% Minimal Reinvestment	% Moderate Reinvestment	% Substantial Reinvestment	Estimated # of Projects
AXE Modest Growth	1,019	1963	1,712	16%	75%	9%	168
CENTERVILLE Modest Growth	345	1960	1,820	11%	64%	24%	98
SOUTHGATE Moderate Growth	1,001	1968	2,006	9%	72%	19%	234
ORCHARD HILLS Modest Growth	348	1956	1,776	11%	70%	18%	81
RIDGEWOOD Modest Growth	917	1957	1,450	17%	48%	36%	338

See Part 4 for proposed prioritization schedule

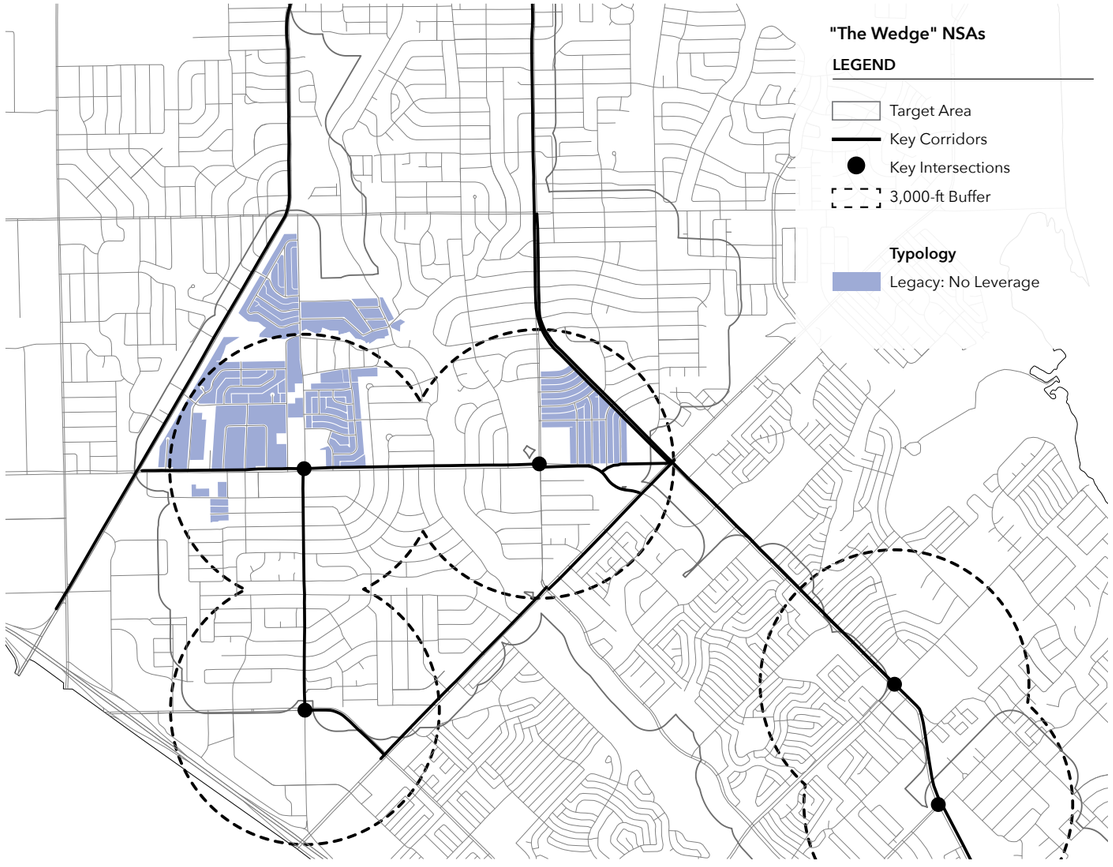
THE WEDGE

Stabilize LEGACY Neighborhoods

There are three Legacy neighborhoods in The Wedge, comprised of just under 1,100 residential parcels. Like Growth neighborhoods, the City will likely need to phase through these neighborhoods in an order that makes sense with the nodes and growth neighborhoods. Where the City begins should follow which node has the most momentum to build upon.

A draft prioritization schedule is included in Part 4.

The primary problem to solve in Legacy neighborhoods is creating a new floor for standards of maintenance related to care of properties, while ensuring the health, safety, and livability of residents.



In Garland's Legacy neighborhoods, property conditions vary significantly. There is both a significant share of properties in poor or very poor condition as well as a concerning lack of properties in good or excellent condition. The work ahead is to address critical repairs and address critical repairs and bring chronically non-compliant properties up to standard.

Legacy neighborhoods also have a higher prevalence of single-family rentals, large enough that specific attention should be paid to improving their conditions as a means of preserving quality affordable housing suitable for families or individuals who desire a yard and neighborhood setting.

GOALS

1. Increase the share of properties needing minimal reinvestment to over 25%
2. Reduce the share of properties needing major reinvestment to less than 30%
3. Improve the appearance and livability of single-family rental homes.

Select Single-Family Home Characteristics and Property Conditions

Neighborhood / Submarket Type	# of Parcels	Avg. Year Built	Avg. Square Footage	% Rental	% Minimal Reinvestment	% Moderate Reinvestment	% Substantial Reinvestment	Estimated # of Projects
BROADWAY Legacy	261	1959	1,349	16%	2%	43%	56%	52
DEVONWOOD Legacy	650	1953	1,194	18%	8%	55%	37%	130
PARKMONT Legacy	176	1955	1,171	18%	5%	47%	49%	35

See Part 4 for proposed prioritization schedule

Downtown Garland

Downtown Garland has reached a pivotal moment. Garland Square is validating the City's investment thesis: it is performing above expectations, demonstrating that a high-quality public realm and coordinated programming can shift market perception. At the same time, its success remains contingent on continued stewardship. **The Square is both a proof of concept and an early-stage asset—promising, but not yet self-sustaining.** To function as a durable anchor, it requires additional residential density, greater purchasing power, and an expanded cultural and commercial ecosystem that reinforces its role as the city's primary civic destination.

Residential Capacity and Demand

A resilient Downtown economy depends on a critical mass of residents who generate daily activity and support a stable base of restaurants, retail, and services. Garland's current residential footprint falls short of this threshold. Approximately 2,000 residents live within the Downtown area, with another 30,000 within one mile—roughly 13 percent of the city's population. This is below the commonly observed benchmark for successful downtowns, where 18 to 22 percent of residents live within a one-mile radius.

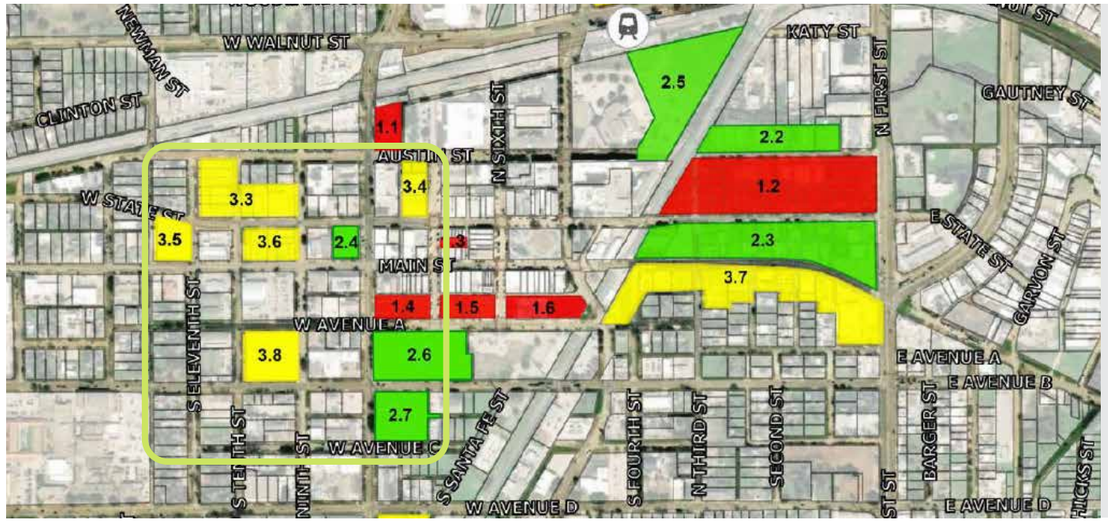
The 2025 Downtown Garland Implementation Plan identifies capacity for roughly 2,500 additional housing units over the next eight years. At Garland's average household size of 3.03 persons, this represents approximately 7,500 new residents—enough to raise the Downtown catchment to roughly 40,000 people, or 16 percent of the city's population. While still short of the 18-22 percent benchmark, this level of growth would materially strengthen Downtown's economic base, increase sales tax productivity, and create the conditions for sustained private investment. In effect, additional rooftops are not a discretionary amenity; they are the prerequisite for a Downtown that can support a full spectrum of dining, retail, and entertainment uses.

Building Form and Character

To capture this demand, Garland should prioritize multi-family development in the three to eight-story range, with a mix of unit types and active ground-floor frontages where appropriate. Buildings should reinforce the street edge, frame public spaces, and employ durable materials that complement Downtown's blend of traditional and mid-century architecture. The Square, the emerging cluster of local businesses, and the district's architectural character already provide a strong platform. The task now is to translate these assets into a coherent residential district that supports long-term market stability.

Targeted Investment

The neighborhoods surrounding Downtown are classified in the 2025 Housing Study as "Below Average, Legacy Areas," reflecting aging housing stock and limited reinvestment. Strengthening the Downtown core is the logical first move in reversing this trajectory. Targeted partnerships with the development community can establish early wins, build momentum, and create a spillover effect that gradually stabilizes adjacent neighborhoods. This is not a single intervention but a sequenced strategy requiring consistent execution.



The image above, excerpted from page 19 of the 2025 Downtown Garland Implementation Plan, illustrates a series of Catalyst Sites organized by implementation phase: Phase 1 (1–5 years) in red, Phase 2 (6–10 years) in green, and Phase 3 (11–20 years) in yellow. While the plan prioritizes early activity east of the railroad tracks and south along West Avenue A, an alternative approach merits consideration. Sites identified as 3.3, 3.5, 3.6, and 3.8—located on the west side of Downtown—offer near-term feasibility due to current vacancies, properties on the market, and uses that could relocate with minimal disruption. Advancing these sites would create a "barbell" structure: higher-density residential development on the west balancing the civic presence of City Hall on the east.

This strategy builds on recent investment, including the Huntington Bank, and leverages underutilized parcels. It also extends the existing strength of State Street and Main Street—particularly east of 7th Street—by pushing activity westward. As redevelopment occurs on these key sites, market momentum is likely to fill gaps between 7th and 11th Streets, strengthening the connective tissue of Downtown and reinforcing its role as the city's primary economic and cultural center.

While focused investment within Downtown should remain the priority over piecemeal improvements elsewhere, the City should remain opportunistic and responsive to partnership or redevelopment opportunities in the surrounding edge areas. In such cases, the City should coordinate infrastructure upgrades, streetscape enhancements, and related public improvements that help reinforce and extend the identity and function of Downtown. Opportunities to strengthen Walnut Street and Garland Rd / N. Garland Ave as gateways and connective corridors into Downtown should also be explored.

Downtown Garland

The City of Garland owns several parcels along Walnut Street that present an opportunity for the development of cottage-style, or garden-style housing.

These properties could help diversify the City's housing stock while providing a compatible transition between surrounding neighborhoods and nearby commercial areas. While the final design, density, and site layout have not yet been determined, the sites offer significant potential for thoughtful residential development.

As a next step, the City should undertake a preliminary feasibility and site planning analysis to evaluate development options, identify infrastructure needs, and determine the most appropriate housing configuration. This effort could then be used to inform future partnerships with developers and guide implementation.













HOUSING

Walnut St

Newman St

12th St

11th St

10th St

Austin St

9th St

Glenbrook Dr

7th St

6th St

5th St

DART Rail Line

GLENBROOK DR ENTRY

5TH ST ENTRY

MULTI-FAMILY REDEVELOPMENT OPPORTUNITIES

State St

Main St

Avenue A

Avenue B

STATE ST CONNECTION

MAIN ST CONNECTION

THE "HORSESHOE"

THE SQUARE

(STOREFRONTS)

CITY HALL

MAIN ST ENTRY

MAIN ST ENTRY

GLENBROOK DR ENTRY

5TH ST ENTRY

THE RESIDENTIAL NEIGHBORHOOD FOR DOWNTOWN

THE COMMERCIAL INFILL AREA FOR THE SQUARE

THE SQUARE: THE CENTER OF DOWNTOWN

THE DISTRICT SUPPORTING LOCAL EMPLOYMENT

DOWNTOWN GARLAND

Phase 1: Foundation & Early Wins (0–2 Years)

Set the table, reduce friction, and initiate catalyst projects

Phase 1: Key Actions	Expected Outcomes	Lead Entities / Partners
• **Establish a Downtown Catalyst Fund (seeded with TIF revenues and/or General Fund contributions).** • **Identify and begin strategic acquisition/assembly of key sites (e.g., 3.3, 3.5, 3.6 and adjacent parcels).** • **Initiate property owner and business outreach, including relocation strategies where needed.** • **Create a Downtown Fast-Track Review Program (dedicated staff, expedited timelines, predictable process).** • **Conduct a zoning and code audit to ensure alignment with desired building forms (3–6 story multifamily/mixed-use).** • **Prepare and release a targeted RFQ/RFP for priority catalyst sites.** • **Execute public-private partnerships with selected developers for catalyst sites.** • **Prioritize public realm improvements along Walnut Ave, and State Street and Main Street west of The Square (gap sidewalk closures, lighting, street trees).** • **Encourage diversification of housing types (live/work, smaller units, missing middle where appropriate).**	• Development-ready sites identified and partially controlled • Reduced entitlement risk and timeline • Initial developer interest secured • Visible public investment signals momentum	• City • TIF Board • City Council

Phase 2: Catalyst Development (3–5 Years)

Deliver first projects and establish market confidence

Phase 2: Key Actions	Expected Outcomes	Lead Entities / Partners
• **Utilize TIF incentives and gap financing to support early projects (infrastructure, structured parking, site prep).** • **Deliver next wave of multifamily/mixed-use projects (target: 400–750 units).** • **Continue strategic acquisition or land banking of additional opportunity sites.** • **Expand streetscape and connectivity improvements between 7th and 11th Streets.** • **Launch branding/marketing campaign positioning Downtown Garland as a regional residential choice.** • **Leverage Downtown success to support reinvestment in surrounding Legacy Areas.**	• First major residential projects delivered • Increased foot traffic and support for existing businesses • Strengthened perception of Downtown as an emerging place to live • Private market begins to follow public investment	• City • TIF Board • Downtown stakeholders

DOWNTOWN GARLAND

Phase 3: Expansion & Infill (6–10 Years)

Build on momentum and fill in gaps

Phase 1: Key Actions	Expected Outcomes	Lead Entities / Partners
• **Facilitate additional infill development on remaining opportunity sites.** • **Evaluate and, if needed, expand or refine TIF incentives based on market response.** • **Continue incremental public realm enhancements and maintenance.** • **Monitor and support retail and restaurant recruitment.**	• Continued residential growth (target: an additional 1,000–1,550 units). • Stronger and more consistent retail/restaurant environment • Improved connectivity and cohesion across Downtown • Increased sales tax and property tax base	• City • Private Developers • Business Community

Phase 4: Stabilization & Long-Term Growth (10+ Years)

Extend success beyond Downtown core

Phase 2: Key Actions	Expected Outcomes	Lead Entities / Partners
• **Transition from catalyst-driven investment to market-driven infill and redevelopment.** • **Reassess long-term needs for infrastructure, mobility, and public space.** • **Continue to refine policies that maintain quality, character, and economic vitality.**	• Nearing the initial goal of +/-2,500 total new units, Downtown reaches critical mass (approximately 16% or greater of the City's population within 1 mile) • Stable, self-sustaining market conditions • Spillover reinvestment into adjacent neighborhoods • Long-term economic resilience	• City • Private Market • Community Stakeholders

PART 3

Big Picture Housing Considerations

Garland's many existing programs related to housing, neighborhoods, and community development are generally well-structured, and, provided they are deployed in a manner primarily aimed at strengthening the city's housing market, should be continued.

This section outlines why it is important that scarce resources be deployed in the most strategic manner possible, and how to do so. In some cases, programs should remain deployed on a citywide basis; in others, it will be more appropriate to work (activities and resources) in specific areas of the city. This is not an exhaustive list of City of Garland programs, but rather those most relevant to Garland's housing market or this Housing Strategy.

Recommendations for Garland's Existing Tools & Programs

Garland has many existing tools and programs that are related to housing across multiple City departments. Primarily, these programs are administered by Community Development, the Office of Neighborhood Vitality, Code Compliance, and Economic Development. The Planning Department, City Manager's Office, and City Council also play an important role in setting the stage for housing outcomes, particularly when it comes to new housing development. For the work ahead, it will be important for staff from these departments to communicate regularly and support one another in aligning their goals, work plans, and resources.

For the Housing Strategy, not only does Garland need to think about what a program is intended to accomplish but also where or how it can be deployed to greatest effect. It should also aspire to connect programs and tools with addressing either the Affordability Gap, the Market Gap, or both.

This means realigning existing programs into a few categories:

Baseline Services (Citywide)	Programs that ensure health, safety, and livability for all Garland residents
Safety Net Programs (Citywide; Specific Populations)	Programs that assist vulnerable populations
Incentive Programs (Economic Focus Areas)	Programs that motivate certain actions that would not otherwise occur

Baseline Services

The Housing Strategy is intended to be additive, that is to say it is a separate set of actions from the core programs and services that the City provides to all residents and neighborhoods and should not take away from those endeavors. The City should not take its foot off the gas when it comes to capital improvements to infrastructure and publicly-owned spaces, providing education and information, and enforcing compliance with housing codes and regulations.

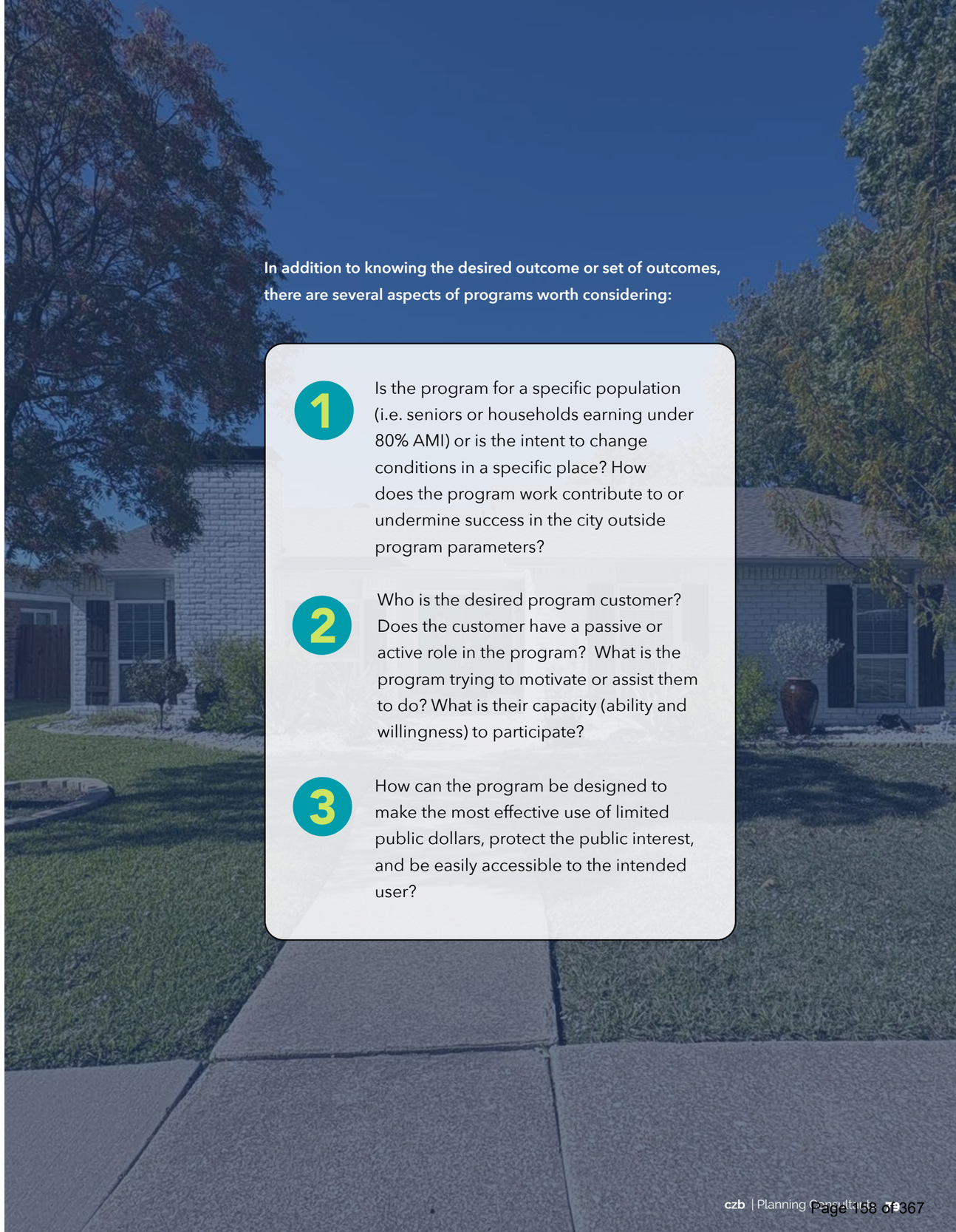
Safety Net Programs

Many of the programs that rely on federal or state funds are limited to populations at certain income levels. These are important safety nets to prevent recipients from falling into a crisis situation and need to remain available citywide. It is these programs that will best address Garland's affordability gaps. Additional resources from the community may be needed to support compliance assistance programs as code enforcement activities increase.

The Purpose of Public Incentive Programs

In general, the purpose of incentive programs is to use public resources to prompt private actions considered important to the community, but which are also deemed not likely to occur on their own, and if not done, impose an opportunity cost on the city that it cannot afford to bear. As Garland looks to the future, the primary outcomes to aim its programming towards are:

- Strengthening its housing market to achieve greater economic diversity and financial sustainability
- Maintaining support for vulnerable households



In addition to knowing the desired outcome or set of outcomes, there are several aspects of programs worth considering:

1. Is the program for a specific population (i.e. seniors or households earning under 80% AMI) or is the intent to change conditions in a specific place? How does the program work contribute to or undermine success in the city outside program parameters?
2. Who is the desired program customer? Does the customer have a passive or active role in the program? What is the program trying to motivate or assist them to do? What is their capacity (ability and willingness) to participate?
3. How can the program be designed to make the most effective use of limited public dollars, protect the public interest, and be easily accessible to the intended user?

RECOMMENDATIONS FOR EXISTING TOOLS & PROGRAMS

Programs to Keep Available Citywide

This Strategy assumes that baseline services such as capital improvements, core services, public safety, education, and capacity building will remain available citywide. In addition to those baseline services, there are a few types of programs that should continue to be available citywide: those that assist vulnerable households with affordability gaps, and those that maintain standards and enhance Garland's image. The first category consists mainly of federally funded Community Development programs that assist homeowners or other very low-income persons, like those who are homeless or in danger of becoming homeless. It is necessary for these programs to have funding available for anyone in Garland who is eligible for and in need of the assistance. To better address affordability gaps Garland could prioritize applications from households at 60% of AMI or less, where cost burdens are most likely to occur.

To maintain standards and enhance Garland's image, programs like those managed by Code Compliance and the Office of Neighborhood Vitality's educational offerings and Neighborhood Vitality Matching Grant should also continue to be available across the City. Code Compliance is needed to maintain a floor of standards by responding to complaints as they arise and periodically inspecting to identify violations or ensure compliance. Code Compliance can also do double duty; it takes less staff time to respond to complaints than it does to proactively identify issues. Therefore, if resources are strained, it may be appropriate to keep enforcement complaint-driven citywide or in regionally competitive neighborhoods, and to enforce more proactively in focus areas.

Neighborhood Vitality programs are critical to engage residents, inform them about City processes and policies, and support their endeavors to make their neighborhoods better so that they have a sense of pride. Keeping these programs available citywide is a relatively small cost to pay for these ends.

Housing/Neighborhood Programs to Maintain Citywide	Recommendations, If Any
Neighborhood Vitality Matching Grant	None
Code Enforcement	None
Certified Landlord Training	Require property owners and/or managers to complete before they can receive any other public incentives, i.e. for rehabilitation.
Multifamily Rental Inspections / Scorecard	None
Single-Family / Short Term Rental Program	None

On the other hand, some City programs could do double duty to help stabilize Legacy neighborhoods. In order to do so, however, given the limited amount of funding available, the programs would need to support multiple projects in the same neighborhood for several years in a row.

These programs should be maintained citywide; however, eligible applicants in the Economic Focus Areas should also be referred to these important resources. The table identifies which tools are for single-family housing, multi-family housing, or both.

Programs that could do Double Duty to address both Affordability and Market Gaps	SF	MF	Recommendations, If Any
Home Repair Program			• Increase the maximum amount per unit to $40,000. • Prioritize applicants <60% AMI to deepen affordability work.
Senior Lawn Care Assistance			• Prioritize applicants <60% AMI to deepen affordability work.
Garland Cares			• Expand partnerships with sponsor organizations to increase funding for materials. • Prioritize applicants <60% AMI to deepen affordability work.
Garland Housing Finance Corporation			• Request GHFC prioritize substantial rehabilitation of aging multifamily over new construction of new multifamily. • Encourage affordable units to be at 100% AMI and 50% AMI to expand options for the income categories who most need them. • Request GHFC assist financially with the rehabilitation of single-family homes in Legacy neighborhoods.
Low Income Housing Tax Credit (LIHTC) for Multifamily Rehabilitation			• Continue the City's policy to not support applications for 9% LIHTC new construction. • Encourage and support 4% LIHTC rehabilitation projects for multifamily properties built before 1990.

RECOMMENDATIONS FOR EXISTING TOOLS & PROGRAMS

Programs to Focus Geographically

Very few communities have enough undesignated resources to address all of their housing challenges, meaning they must make decisions about how to allocate those resources strategically. **This is where deploying programs in specific, smaller geographies becomes imperative.** Programs that are place-based, however, require additional tailoring, as they are most effective when shaped to the specific issues of a specific set of blocks or neighborhood or subdivision. This is where knowledge around Garland's various submarkets comes in handy as a guide. Different submarkets come with different levels of private capacity, meaning there will be better leverage in some places than in others. Neighborhood improvement incentives must be specifically fitted to neighborhood conditions:

- Stronger submarkets need less of an incentive to act than weaker submarkets; incentives go further leveraging private actions, both in time and money.
- In the weakest neighborhoods (Legacy), the goal is not to try to incentivize what's not possible. Instead, the aim is to spend and act in ways that bring about marketable stability; then it becomes possible for incentives to someday work.
- The goal of a revitalization effort (Growth neighborhoods) is to move the market to a point in the future where positive market outcomes occur without help, and where such outcomes are durable and self-fulfilling.

The Reason to Concentrate Scarce Resources

Imagine a program has $1 million per year to spend on upgrading the conditions of single-family homes, at an average cost of $25,000 per unit. Regardless of the geography, the program can only assist 40 homes, or over 5 years, 200 homes. If those 200 homes are scattered across the entire city of 60,000 homes, the individual properties will benefit, but the spillover impact will be limited because there is no visible connection from one project to another. It's a very small drop (0.3% of homes) in a very large bucket.

Now imagine the program is only deployed in one neighborhood of 2,000 homes every year for 5 years. Over the course of those 5 years, 200 homes will be upgraded in close proximity to one another. Since the bucket is smaller, relatively speaking, the drop is much larger (10% of homes) and much more likely to cause a ripple effect. Other properties will see this and begin to make their own improvements. After these actions have been layered over several years, the neighborhood starts trending in an entirely different direction. If a second program is added into this same neighborhood, now you have two programs causing ripple effects, making the impact even greater.

This is a fundamental shift in how Garland has approached programming in the past, and one that is not easy. However, it will be critical for Garland to begin to limit eligibility for some of its programs to small areas if it has any hope of strengthening its housing market in the near term. The resources are too few and the impact too scattered to move the needle otherwise.

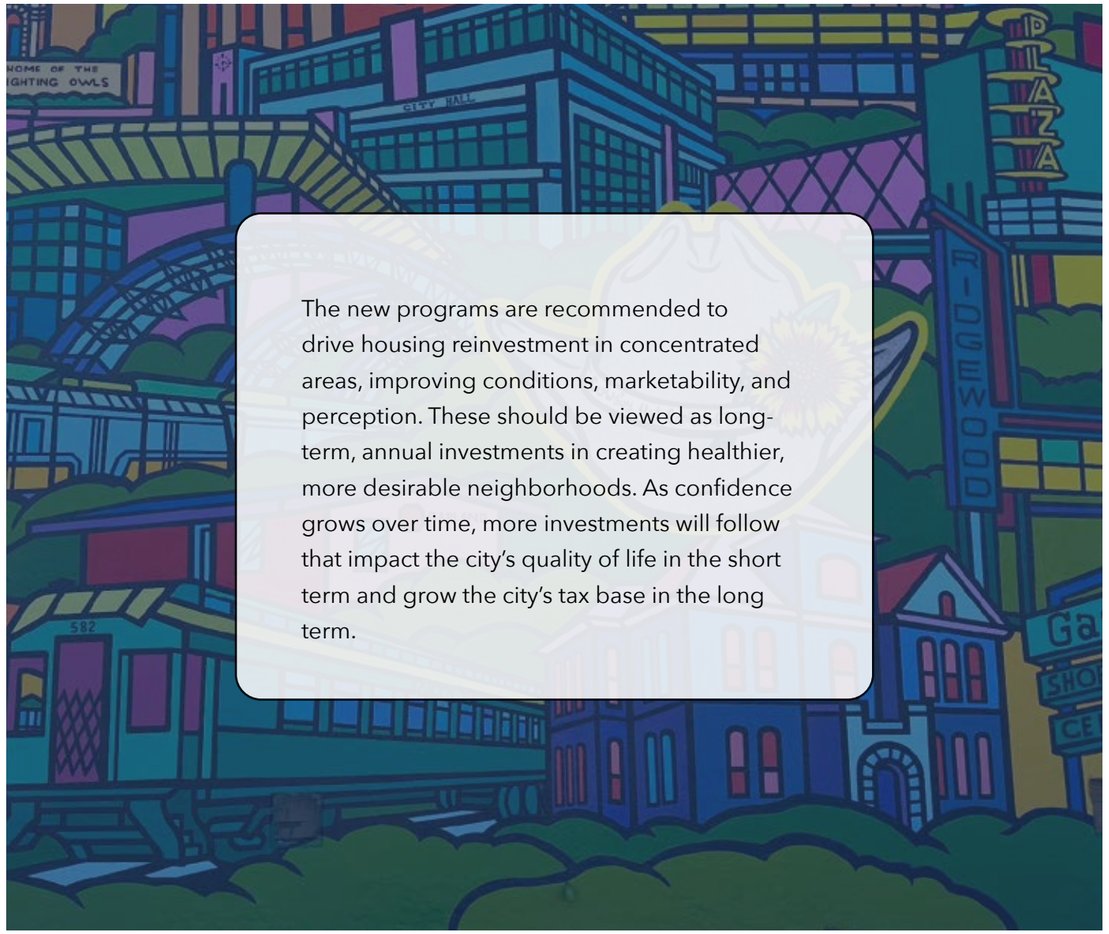
The City's current pilot programming in the Freeman Heights neighborhood offers a model for how to proceed. Some of the programs piloted in Freeman Heights may be valuable to continue in other Economic Focus Area Legacy neighborhoods, if deemed effective and appropriate.

Focus Areas	Existing Programs	SF	MF	Recommendations, If Any
COMPETITIVE, GROWTH, LEGACY, DOWNTOWN, EFAs	Code Enforcement	✓	✓	• Conduct annual proactive sweeps in Focus Areas, beginning with commercial properties and moving on to residential neighborhoods. Refer to resources for those who demonstrate financial hardship with compliance.
GROWTH, LEGACY	Where the Heart Is	✓		• Launch two neighborhoods per year, starting in The Wedge. Spend the first 6 months on planning and project identification and subsequent years on implementation.
GROWTH, LEGACY	Home Infill Program	✓		• As opportunities to acquire and replace or acquire and renovate homes that are obsolete or in very poor condition arise, new infill homes establish above-market standards of quality and sales price, putting moderate income buyers into neighborhoods with rising values.
	GREAT Homes Rehab Program	✓		
LEGACY	Home Improvement Incentive Program		✓	• Restructure the program for availability in Focus Area Legacy neighborhoods only. • Evaluate maximum incentive amount and cost-share percentage, based on Freeman Heights pilot. • Properties with outstanding code violations are not eligible, unless the rebate is used to remediate the violation.
DOWNTOWN, EFAs	Economic Development Incentives for New Multifamily Units		✓	• Evaluate the need to incentivize market-rate multifamily development on a case-by-case basis to offset the potentially high costs of acquisition, demolition, site prep, or other expenses associated with infill redevelopment. • Provide incentives in exchange for upgrades to design/materials quality, to encourage higher rents, or for public amenities, such as parking.
EFAs	Opportunity Zones			• Prioritize eligible census tracts that align with the Housing Strategy's key nodes and corridors for new housing development.
DOWNTOWN, EFAs	Public Facilities Corporation		✓	• Consider PFC developments on a case-by-case basis to catalyze housing redevelopment in key nodes. • Maximize the allowed % of market rate units. • Ensure terms of individual projects protect the City's contribution in the event the property is sold.

RECOMMENDATIONS FOR NEW TOOLS & PROGRAMS

Finally, in addition to Garland's existing programs, this Strategy recommends developing several new programs that are limited only to Economic Focus Areas to address the Market Gap. To date, Garland's housing programs have mainly relied on federal or state funds, which are intended to assist low-income populations, not strengthen the competitiveness of a housing market. The exception to this are the programs run through Garland's Office of Neighborhood Vitality, which have been funded through bond referendums. In order to truly address Market Gaps, Garland will need incentive programs that have no income limitations and are aimed at upgrading older housing stocks to add living space, modern amenities, or finish quality that can better compete in the regional market.

The table provides a high-level framework for these programs; additional details are included in Part 3.



The new programs are recommended to drive housing reinvestment in concentrated areas, improving conditions, marketability, and perception. These should be viewed as long-term, annual investments in creating healthier, more desirable neighborhoods. As confidence grows over time, more investments will follow that impact the city's quality of life in the short term and grow the city's tax base in the long term.

Focus Areas	NEW Programs	SF	MF	Recommendations, If Any
GROWTH	**New** Block Challenge Program	✓		• Design a matching grant program for teams of neighbors doing exterior only upgrades, with grant awards of up to $2,500 per property. • Keep the program available in the same neighborhood for at least five years, and up to ten years until outcomes are met. • Allow applicants to participate multiple years, up to a maximum "lifetime" grant amount of $10,000 per property.
GROWTH	**New** Homeowner Rehab Incentive Program	✓		• Create a new grant or rebate program to incentivize single-family home renovations in Growth neighborhoods. • Keep the program available in the same neighborhood for at least five years, and up to ten years until outcomes are met. • Per project maximum award of up to $40,000. • Allow applicants to participate multiple years, up to a per property maximum grant amount of $75,000.
GROWTH LEGACY	**New** Single-Family Developer Program	✓		• Offer an incentive to developers to acquire and renovate or acquire and build single-family homes at above-market quality. • Require sale at market rate to new homeowners with no income restrictions, at prices that "lead the market" to a new standard.
LEGACY	**New** Rental Rehab Program	✓		• Offer an incentive to single-family rental property owners making major upgrades. • Address health, safety and livability repairs. Consider requiring exterior improvements that enhance the property's appearance as part of the project. • Require ongoing code compliance and registration.

OTHER HOUSING TOPICS

In the mid-2020s, the topic of housing is on the minds of many community leaders at the local, state and federal level. For older communities that are largely built out, like Garland, expanding outward is no longer the solution. Instead, reinvesting in the existing fabric of neighborhoods while adding context-sensitive, thoughtful, new infill construction balances between improving the condition of existing housing and neighborhoods, preventing displacement, while at the same time adding new supply.

As Garland proceeds with this Strategy, there are some general considerations to keep in mind.

The Importance of Expanding Housing Options

The 2025 Housing Study discussed Garland's lack of economic diversity in its household makeup, and how that is one of several factors putting the housing market into a negative feedback loop. Ensuring a community has housing available for all income levels has many benefits. As Garland proceeds with infill, it should look at the surrounding context and aim to diversify what is available, both in form/building type and in price point.

Key Benefits of Mixed-Income Housing

Upward Social Mobility - research has shown that children raised in economically diverse areas often experience better long-term outcomes.

Poverty Deconcentration - breaking up clusters of generational poverty can minimize negative health and safety outcomes.

Resource and Amenity Equity - lower-income residents gain access to better schools, public services, and job centers.

Superior Property Maintenance - developments or neighborhoods must maintain a high aesthetic standard and offer competitive amenities to successfully attract market-rate tenants or buyers.

Local Economic Growth - housing options across all income segments ensures a reliable local workforce for nearby businesses, reducing travel times for residents, and expanding the local tax base.

Diversifying housing form is one way to expand housing options and price points. When a community or a neighborhood offers a range of housing types – small, medium, large units; rental, ownership; townhome, apartment, condo, single-family – it responds to both a variety of income levels, and a variety of life stages. An individual will need different forms of housing throughout their life: perhaps a studio apartment when they first leave home, a two-bedroom apartment or starter home as they become established in the work force, a larger home and yard if they have a family, a townhome or condo as empty nesters who no longer want yard maintenance, and potentially a senior living facility for late in life.

Garland does well on both ends of the housing spectrum; it has many single-family homes and many apartment complexes. There will be appropriate places for more of these housing types in the future. That said, smaller scale multifamily – often known as "missing middle" housing, ranging from 2-12 units to a building – can reduce the costs of construction and provide yet another set of options in the housing mix.

In Garland, "missing middle" housing may be most appropriate as transitions between higher-intensity uses like commercial or large-scale multifamily housing and single-family neighborhoods. The edges of downtown or other Economic Focus Area nodes, where parcels are too small for larger scale residential, bring more people within walkable distance of commercial uses and can add significant vibrancy to an area.

Allowing for more diverse housing types may require Garland to make modifications to the Comprehensive Plans' Future Land Use Map as well as the Garland Development Code. In addition to looking at where it makes sense to locate various housing forms, Garland should look for ways to bolster the regulatory framework to ensure products are built with a high standard of quality in design and materials as well. For example, it may make sense to have a set of Design and Construction Standards builders must meet in order to receive public incentives. Setting a standard enhances the durability and long-term marketability of new housing coming into the market.

Other Housing Supports

While this Strategy has focused primarily on solutions to address affordability and market gaps, it should be acknowledged that Garland offers a number of other housing related services for very low-income households. These services, such as the Garland Housing Authority's Housing Choice Vouchers and Mainstream Vouchers, along with the Emergency Shelter Grants and Homeless support and prevention services, are primarily federally funded and should continue as-is. In addition, the Garland Housing Finance Corporation and other non-profits in the community offer a variety of supports for emergency situations, rent or mortgage assistance, and other wrap-around services. By educating these partners about the Housing Strategy and looking for ways to align cross-sector goals, the City of Garland can further expand its capacity to address affordability gaps.

Evaluating Progress

At the time of this Strategy, Garland has a soft housing market inside of a strong regional market. This is likely to be the case for the foreseeable future. However, there will be regional and national demographic and economic trends in the future that cannot be anticipated, nor will they be within the City of Garland's control. The next section, Part 4, offers guidance for how to think about implementation timelines and current resources, a proposed schedule for what to work on first, and a set of long-term outcomes for Garland to monitor in order to measure progress.

PART 4

Implementation

Implementing the Housing Strategy will require alignment across several City Departments. Some of the components, like corridor and gateway enhancements, already have a funding source allocated and work in progress. Other components, like the new incentive programs for neighborhood revitalization, will take some time to design and launch. This section provides a proposed blueprint for how to align Garland's existing funding sources with various elements of the Housing Strategy, which neighborhoods to start in and what order to move through them across the Economic Focus Areas, and finally, the long-term outcomes that Garland will want to track to ensure progress is being made.

Implementing the Housing Strategy

Garland is at an important crossroads. Like many communities around the country, it has felt the recent changes in the housing landscape – housing costs outpacing wage increases, new development out-competing older neighborhoods, increasing pressures on once-reliable funding streams. The cost of doing business for the City is currently outpacing its revenue, a situation that is not sustainable long-term without cuts to critical services, like public safety, infrastructure, and amenities. Instead of allowing these pressures to define the community's future, Garland is choosing to meet these challenges head on and ask; how can we act intentionally to mitigate harm to our residents and still put our community on a trajectory to thrive?

This Housing Strategy offers solutions to help Garland reshape its future; crafting a future that is more economically resilient through strategic reinvestment.

By targeting investments into Economic Focus Areas, these places will begin to grow and generate new value that will cycle back to fund the services residents desire and deserve. However, it is not just the Housing Strategy that will guide Garland's next steps. The Strategy is intended to inform and work in concert with other important City plans and initiatives, such as:

- Garland HUD Consolidated Plan
- Garland on the Rise: City Strategic Plan 2026-2036
- Garland Forward: Comprehensive Plan 2036
- Garland Development Code
- Economic Development Plan
- Future Capital Improvements Plan (CIP) and Operating Budgets

With coordinated action, Garland can achieve its aspiration of becoming "a financially resilient, economically vibrant city that competes successfully across North Texas – by making the most of every block, corridor, and neighborhood already inside our city limits." (Garland on the Rise: City Strategic Plan 2026-2036)

Implementation Timeframes for Economic Focus Areas

The Economic Focus Areas recommended in this Strategy are intended to be a starting point for Garland. As the Focus Areas produce results, the City can expand its attention and resources to other places across the City. Patience and discipline will be important, however, as conditions will not change overnight.

Garland should expect that the work in any given focus area – including corridor upgrades, node redevelopment, and neighborhood revitalization and stabilization – will take about ten years to achieve the outcomes outlined later in this section. Timelines may vary for different neighborhoods or different nodes, which is why it is important to monitor outcomes and not just outputs.

OUTPUTS

Outputs are the tangible deliverables – tasks or activities completed, like the number of housing units produced or upgraded.

OUTCOMES

Outcomes are the actual benefits, changes or value resulting from those outputs, like stronger property values or reduced cost burdens. In other words, outcomes show that the outputs were effective.

Once outcomes are achieved for a given Area, Garland will need to create an exit strategy to sunset programs so that those resources can be deployed elsewhere. At a minimum, Garland should give residents and property owners 6-12 months' notice before programs end, to offer a last chance for owners to make upgrades.

Existing Resources & Potential Uses

Garland has a combination of one-time funding allocations from the 2025 Bond Program and annually recurring funding: allocations of federal funds as an entitlement city or from the State of Texas authorization for Public Facilities Corporations and Housing Finance Corporations.

Garland voters approved the 2025 Bond Program, providing a significant one-time investment in infrastructure, corridor enhancements, economic development initiatives, and neighborhood-related improvements that can help support implementation of portions of this strategy.

The City will need to consider what other local resources it may be able to allocate towards the work of implementing this strategy.

In the case of the new incentive programs for Growth neighborhoods, it will be a prerequisite for Garland to put Bounded 380 Agreements in place to enable the ability to provide loans and grants for interior home upgrades. Local funds that do not carry income limitations will be best suited for programs in Growth neighborhoods.

While funding is a significant piece of the puzzle, volunteer resources – like those imagined under the Garland Stewardship Program – will also be important to organize and engage neighbors in the process of change. It will also be important to ensure the departments responsible for implementation – such as the Office of Neighborhood Vitality, Community Development, and Code Compliance – are staffed appropriately to administer programs and monitor outcomes.

Proposed Prioritization Schedule

CORRIDORS

Note: The locations listed in this schedule are those most directly related to the Housing Strategy and are not all-inclusive. For a more comprehensive list of City Gateways and Corridors and their interventions, see Garland Corridors and Gateways Design Guidelines, adopted in November 2025.

EFA	Corridors	Strategy/Treatment Type	Immediate Term (2026–2027)	Short Term (2028–2030)	Medium Term (2031–2034)	Long Term (2035+)
Downtown	SH-66	Key Visitor Pathway				
Downtown	Forest Lane	Key Visitor Pathway				
Downtown	Walnut Street, Phase 1	Key Visitor Pathway				
Downtown	N. Garland Ave	Enhancement / Key Visitor Pathway				
The Wedge	Centerville Road, Phase 1	Transformation / Key Visitor Pathway				
Downtown	First Street Bottleneck (Lavon to Ave D)	Enhancement / Key Visitor Pathway	TBD			
The Wedge	Northwest Highway	Enhancement				
The Wedge	Saturn Road	Transformation				
The Wedge	Kingsley Road	Transformation				
The Wedge	Centerville Road, Phase 2	Enhancement				
The Wedge / Downtown	Broadway/First (to Ave D)	Enhancement				
The Wedge	S. Garland Ave	Enhancement/Transformation				
Beltline / Downtown	Beltline/Glenbrook	Enhancement				
Downtown	Lavon Dr	Enhancement				
Downtown	Walnut, Ph. 2	Key Visitor Pathway	TBD			
Beltline / Downtown	First St (Buckingham to Lavon)	Transformation	TBD			

Proposed Prioritization Schedule

GATEWAYS

EFA	Node Gateways*	Scope Minimum	Immediate Term 2026-2027	Short Term 2028-2030	Medium Term 2031-2034	Long Term 2035+
Downtown	N. Garland & Ave B	Median Enhancements				
Downtown	N. Garland & Ave D	Median Enhancements				
Downtown	N. Garland & Main	Median Enhancements				
Downtown	N. Garland & Walnut	Enhanced crosswalk & medians				
Downtown	Glenbrook & Walnut	Enhanced crosswalk & medians				
Downtown	First St & Ave D	Enhanced crosswalk, parkway	TBD			
Downtown	First St & Ave B	Enhanced crosswalk, parkway	TBD			
Downtown	First St & Main	Enhanced crosswalk, parkway	TBD			
Downtown	First St & Walnut	TBD	TBD			
Beltline	N. Garland & Arapaho	Median Enhancements				
Beltline	Beltline & Shiloh	Median Enhancements				
The Wedge	Kingsley & Centerville	Median Enhancements				
The Wedge	Centerville & NW Hwy	Enhanced crosswalks & medians				
The Wedge	Centerville & Broadway	Enhanced crosswalks & medians				
The Wedge	S. Garland & Kingsley	Median Enhancements				
Broadway	Broadway & Centerville	See The Wedge				
Broadway	Broadway & Wynn Joyce				TBD	
Broadway	Broadway & Oates				TBD	

Proposed Prioritization Schedule

NODES

2026-2027 | 2028-2030 | 2031-2034 | 2035+

EFA	Nodes	Node Type	Immediate Term	Short Term	Medium Term	Long Term
Downtown	Not Applicable	Regional				
The Wedge	• Saturn & Kingsley • Saturn & NW Hwy • Kingsley & S First	Community Regional Transition				
Beltline	• Beltline Rd & N Garland Ave	Community				
Broadway	• Broadway Blvd & Wynn Joyce Rd • Broadway Blvd & Oates Rd	Community				

It is assumed that work in Downtown and the Wedge will begin first and proceed concurrently. Either the Beltline EFA or the Broadway EFA can go next, depending on which confirms a MF catalyst project first.

Proposed Prioritization Schedule

NEIGHBORHOODS

EFA	Neighborhoods (NSAs)	Submarket Type	Immediate Term 2026-2027	Short Term 2028-2030	Medium Term 2031-2034	Long Term 2035+
Downtown	Freeman Heights	Legacy	IN PROGRESS			
Downtown	Hiland North & Garwood	Legacy				
Downtown	Golden Meadows	Legacy				
The Wedge	Axe	Growth				
The Wedge	Parkmont	Legacy				
The Wedge	Orchard Hills	Growth				
The Wedge	Devonwood	Legacy				
The Wedge	Southgate	Growth				
The Wedge	Broadway	Legacy				
The Wedge	Ridgewood or Centerville	Growth				
Beltline	Century	Growth				
Beltline	Buckingham	Growth				
Beltline	Holiday Park	Growth				
Beltline	Holford	Growth				
	If catalyst at Wynn Joyce:					
Broadway	Club Hill	Growth				
Broadway	Meadowcreek	Growth				
Broadway	Gatewood	Growth				
	If catalyst at Oates:					
Broadway	New West	Growth				
Broadway	Eastern	Growth				
Broadway	Gatewood	Growth				

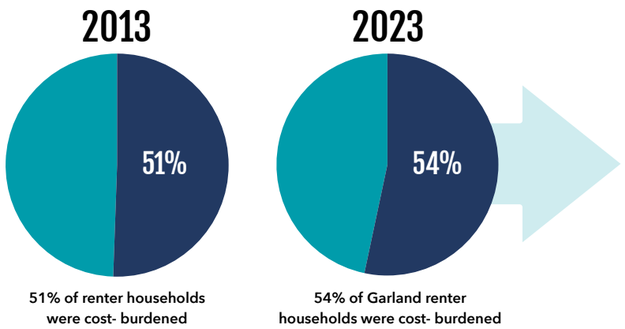
Garland Housing Strategy Outcomes

ADDRESSES THE AFFORDABILITY GAP $$$$$

1 The share of renter households with cost burdens is stable or shrinking.

1 out of 2 Garland renter households are currently cost burdened. Attention to affordability gaps is a priority for Garland city leadership. Progress will look like more units available at rents lower-income households can afford, to eliminate their cost burden.

THE STARTING POINT:



51% of renter households were cost- burdened

54% of Garland renter households were cost- burdened

In 2023, 54% of Garland renter households were cost burdened, an increase from 51% in 2013. Garland should seek to reverse this trend.

THE STRATEGY:

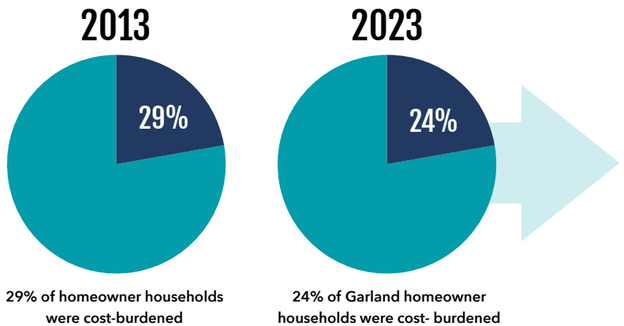
INPUTS: Resources & Activities (Including, but not limited to)	OUTPUTS: Target Units Changed/ Households Assisted	IMPACTS: Results to Look For	LEADING INDICATORS: Near-Term Changes that Show Progress
• NEW SF Rental Rehab Program • 4% LIHTC to renovate existing multifamily • New units for under 50% AMI (GHFC or other developer) in mixed-income developments • PFC units for under 60% AMI in mixed-income developments	• # of households assisted • # of new MF units produced affordable to under 60% AMI • Additional over current per year *Note: the volume of households or units that Garland can assist is largely dependent on the amount of State & Federal resources the city receives, which is outside of its control. Additional volume would be possible with a commitment of local resources.*	• Better alignment between household incomes and the costs of rental units available in Garland's inventory. • Improved housing quality for lower-income households.	• Comparison of renter incomes to gross rents. *If rents rise more than wages, it may undermine Garland's best efforts to close this gap.*

ADDRESSES THE AFFORDABILITY GAP $$$$$

2 The share of homeowner households with cost burdens is stable or shrinking.

1 out of 4 Garland homeowner households are currently cost burdened. Attention to affordability gaps is a priority for Garland city leadership. Progress on this front will look like assisting lower-income homeowner households with costly home repairs, to alleviate their cost burden.

THE STARTING POINT:



29% of homeowner households were cost-burdened

24% of Garland homeowner households were cost- burdened

In 2023, 24% of Garland homeowner households were cost burdened, a decrease from 29% in 2013. Garland should seek to continue this trend.

THE STRATEGY:

INPUTS: Resources & Activities (Including, but not limited to)	OUTPUTS: Target Units Changed/ Households Assisted	IMPACTS: Results to Look For	LEADING INDICATORS: Near-Term Changes that Show Progress
• Home Repair Program • Garland Cares for income-eligible • Emergency Repair Assistance • Home Infill Program • GREAT Home Rehab Program • Down Payment Assistance	• # of households under 60% AMI assisted • # of homes sold to income-eligible buyers	• Improved housing quality and critical repairs for lower-income households.	• Comparison of owner incomes to sale prices or appraised values. *If housing costs rise more than wages, this may undermine Garland's best efforts to close this gap.*

Garland Housing Strategy Outcomes

ADDRESSES THE MARKET GAP

3 The share of residential properties needing only minimal reinvestment is increasing.

A significant majority of Garland's residential properties are not being well maintained, exerting an outsized influence on resident and visitor perceptions, and in turn the range of households choosing to buy in Garland. Progress will look like improving curb appeal, higher sale prices, and better property conditions.

Growth Neighborhoods

Property conditions in a "revitalized" NSA will have:

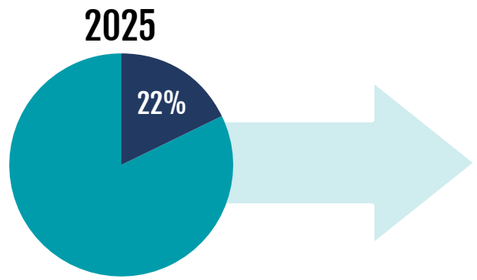
- More than 30% of residential properties needing only minimal reinvestment, AND
- Less than 10% of residential properties needing major reinvestment.

Legacy Neighborhoods

Property conditions in a "stabilized" NSA will have:

- More than 25% of residential properties needing only minimal reinvestment, AND
- Less than 30% of properties needing major reinvestment.

THE STARTING POINT:



In 2025, 22% of properties surveyed* needed only minimal reinvestment.

*42,379 of Garland's approximately 60,000 residential properties were surveyed, primarily in the core of the City where economic focus areas are designated. Many of the properties not surveyed were located in "Competitive" submarkets and are more likely to be in good condition.

Trend not available.

THE STRATEGY:

INPUTS: Resources & Activities (Including, but not limited to)	OUTPUTS: Target Units Changed/ Households Assisted	IMPACTS: Results to Look For	LEADING INDICATORS: Near-Term Changes that Show Progress
• Proactive code enforcement • For income-eligible owners, referrals to safety net programs available citywide, such as: Garland Cares, Senior Lawn Care Assistance, Home Repair Program, etc. • Home Infill Program • GREAT Home Rehab Program **Growth Neighborhoods** • New Block Challenge Program • New Homeowner Renovation Program • New SF Developer Incentive Program **Legacy Neighborhoods** • Restructured HIIP Program • New Rental Rehab Program	• # of code violations resolved • # of home renovations completed • # of new or rehabbed homes sold above NSA market	• Improved residential property conditions, more appealing neighborhoods. • Share of properties with code violations decrease.	• Percent of homes receiving incentives • Change in Property Conditions • Total investment in SF upgrades • Leverage ratio – public to private investment in SF upgrades • Single-family home sale prices are closer to regional averages

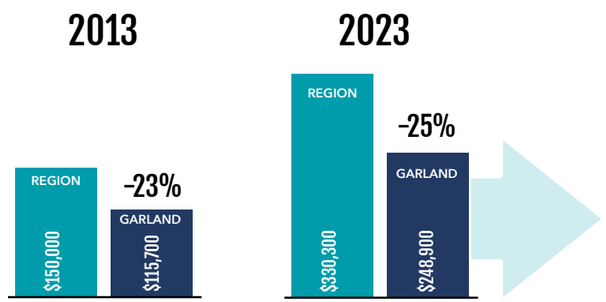
Garland Housing Strategy Outcomes

ADDRESSES THE MARKET GAP

4 The difference between the median single-family home value in Garland and the median home value in the region is shrinking.

Garland's older, smaller homes are undervalued in the region, leaving owners without sufficient motivation for reinvestment. Progress on this outcome will come in the medium- to long-term, as improved property conditions translate to better sale prices, and sale prices translate into higher appraisals.

THE STARTING POINT:



In 2023, Garland's median home value of $248,900 was 25% lower than the MSA/region's median home value of $330,300, a gap increase of 2 percentage points from 2013. Garland should seek to reverse this trend.

THE STRATEGY:

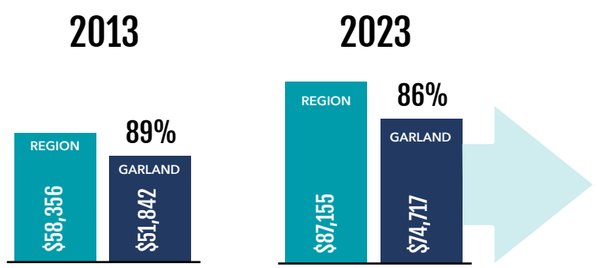
INPUTS: Resources & Activities (Including, but not limited to)	OUTPUTS: Target Units Changed/ Households Assisted	IMPACTS: Results to Look For	LEADING INDICATORS: Near-Term Changes that Show Progress
• Home Infill Program • GREAT Home Rehab Program • NEW SF Developer Program	• # of above market home sales • Overall volume for home infill & GREAT Home rehab sales in a given neighborhood • Overall volume for SF developer sales	• Median home values in focus area neighborhoods are rising • More households earning over $150,000 a year are living in Garland	• Realtor and buyer feedback shows increased willingness to consider homes in the EFA • Homes being sold faster than the region • Median sale prices in focus area neighborhoods are rising

ADDRESSES THE MARKET GAP

5 The difference between Garland's median household income and that of the region is getting smaller.

Garland's older, smaller homes are undervalued in the region, leaving owners without sufficient motivation for reinvestment. Progress on this outcome will come in the medium- to long-term, as improved property conditions translate to better sale prices, and sale prices translate into higher appraisals.

THE STARTING POINT:



In 2023, Garland's median household income of $74,717 was 86% of the regional median of $87,155, a gap increase of 3 percentage points from 2013. Garland should seek to reverse this trend.

THE STRATEGY:

INPUTS: Resources & Activities (Including, but not limited to)	OUTPUTS: Target Units Changed/ Households Assisted	IMPACTS: Results to Look For	LEADING INDICATORS: Near-Term Changes that Show Progress
• Node redevelopment into "destination" centers • New construction of multifamily units at market rates. • Corridor beautification **Growth Neighborhoods** • NEW SF Rehab Incentive Program; subsequent home sales • Home Infill Program • GREAT Home Rehab Program • NEW SF Developer Program	• # of above NSA market home sales • Overall volume for home infill & GREAT Home rehab sales in a given neighborhood • Overall volume for SF developer sales	• Median home values in focus area neighborhoods are rising • More households earning over $150,000 a year are living in Garland	• Number of program participants in Growth neighborhoods • Developer Interest • Post-development absorption rates of new multifamily • Median sale prices in focus area neighborhoods are rising

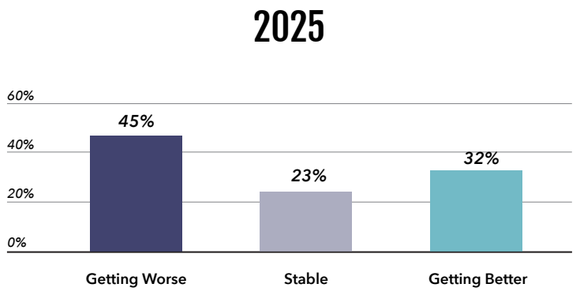
Garland Housing Strategy Outcomes

ADDRESSES THE MARKET GAP

6 Garland is increasingly recognized in the region – and amongst its residents – as a place of choice.

Perception and image are a more qualitative measure and are inferred from the data related to household characteristics for those who are – and are not – choosing Garland along with data on property conditions and sale prices. Progress on this metric will look at: How are people talking about Garland? How is Garland being portrayed in the region?

THE STARTING POINT:



In 2025, only about 30% of respondents to the Garland Forward Planning Survey believed properties in their neighborhood (both residential and commercial) were well-maintained and/or improving. **Garland should periodically ask residents to respond to a survey and ask about their perceptions of the community.**

THE STRATEGY:

INPUTS:	OUTPUTS:	IMPACTS:	LEADING INDICATORS:
Resources & Activities (Including, but not limited to)	**Target Units Changed/ Households Assisted**	**Results to Look For**	**Near-Term Changes that Show Progress**
• Code enforcement & compliance • Private property upgrades • Corridor beautification	• Improving perceptions about Garland in resident survey. • Positive outreach and promotional stories about Garland. • Positive Realtor feedback about Garland. • More upper-middle income households move to Garland.	• Existing residents have a greater sense of pride. • Regionally, Garland is noticed in a positive way. • Corridors and neighborhoods read as appealing to more economically diverse outside markets	• Positive news stories about Garland. • Positive Realtor feedback about Garland. • Improving perceptions about Garland in resident survey. • More upper-middle income households move to Garland.

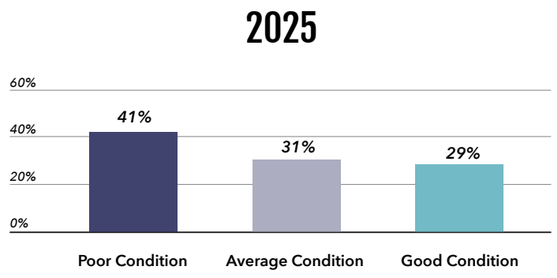
ADDRESSES THE MARKET GAP

7 Nodes have become Mixed-Use Activity Centers with a blend of housing, retail, office, and service uses.

Currently, the key intersections contain mostly one-story, auto-oriented strip-retail uses, producing a low value per acre for the City. As these redevelop into mixed-use places, form will shift to taller buildings, owners will upgrade their properties, the public realm will become more pleasant, and the retail/office mix will expand. In the future, these places are magnets that people want to spend time in – either living, working, or recreating.

THE STARTING POINT:

The City should establish value-per-acre baselines for each node.



In 2025, only 29% of respondents to the Garland Forward Planning Survey believed commercial properties in their neighborhood were well-maintained. Garland should periodically ask residents to respond to a survey and ask about their perceptions of the community to track this indicator.

THE STRATEGY:

INPUTS:	OUTPUTS:	IMPACTS:	LEADING INDICATORS:
Resources & Activities (Including, but not limited to)	**Target Units Changed/ Households Assisted**	**Results to Look For**	**Near-Term Changes that Show Progress**
• Economic Development Façade Grants • Acquisition / Demolition / Site Preparation • Redevelopment Projects – Multifamily, Mixed-Use • Public Realm Investments	• New buildings • New residential units • New businesses moving in • Street trees, landscaping, branding/signage, public art/ streetscaping	• Increasing number of resident-desired commercial amenities are present. • Increasing number of resident-desired commercial amenities are present. • Each node is a distinct, identifiable place, where people shop, dine, gather, work, and live. • Retail spaces have fewer vacancies and command higher rents. • Value per acre is increasing	• Developer perceptions about the risk of working in Garland improve. • Fewer redevelopment projects require incentives or the incentive amount required lessens over time. • Retail spaces command higher rents. • Catalyst projects become established.

Garland Housing Strategy Outcomes

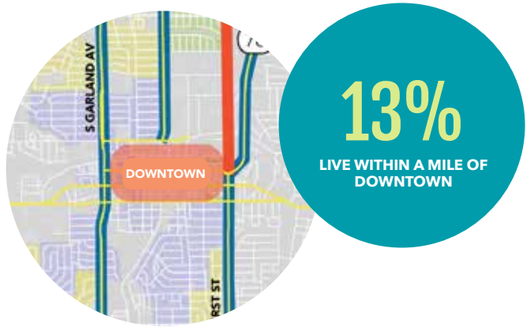
ADDRESSES THE MARKET GAP

8 Downtown Garland has become a neighborhood of its own with at least 16% of the city's population living within a mile.

Garland Square is already a commercial, cultural, and civic destination for both residents and visitors. That success, however, is fragile without additional residential development. Progress on this front means adding many more residential units – in various forms – to the blocks in and around downtown. New units can do double duty to attract the upper-income households missing from Garland's current household mix.

THE STARTING POINT:

2025



In 2025, 32,000 residents, or about 13%, live within a mile of Downtown Garland.

THE STRATEGY:

INPUTS: Resources & Activities (Including, but not limited to)	OUTPUTS: Target Units Changed/ Households Assisted	IMPACTS: Results to Look For	LEADING INDICATORS: Near-Term Changes that Show Progress
• Site Acquisition / Prep • Multi-Family, "Missing Middle", and other residential development • Continued investment in streetscapes and other public realm treatments • Tax Increment Financing, Public Facilities Catalyst Projects	• 2,500+ units added • Increasing population living within 1 mile of downtown • Additional retail and commercial development	• Higher taxable value per acre • Higher retail sales / sales tax revenue • Low vacancy rates in commercial spaces • More higher-income households living in Garland • Increasing number of resident-desired commercial amenities are present.	• Developer interest • Decreasing need for development subsidy

GARLAND TEXAS HOUSING STRATEGY

GARLAND

Planning Consultants czb

GARLAND

CITY COUNCIL STAFF REPORT

8

Meeting Date: June 15, 2026

Title: Selection of Economic Focus Areas

Submitted by: Becky King, Managing Director - Community and Neighborhood Development

Strategic Focus Area: Future-Focused City Organization

Issue / Summary

Council will identify and select the Economic Focus Areas as required by the Garland on the Rise 2026-2036 Strategic Plan. Unless otherwise directed by Council, this item will be scheduled for formal consideration at the June 16, 2026 Regular Meeting.

Background

The Garland on the Rise 2026–2036 Strategic Plan establishes a long-term framework to guide City priorities, investments, and service delivery over the next ten years. The plan was developed to address evolving economic conditions, infrastructure needs, service expectations, and opportunities for strategic reinvestment throughout the community.

Adoption of the Economic Focus Areas will provide policy direction for future budgeting, operational planning, capital investments, and performance measurement initiatives. The plan serves as a roadmap for advancing the City's vision and ensuring that resources are aligned with community priorities over the next decade.

Consideration / Recommendation

Staff recommends approval of the Economic Focus Areas as presented.

Attachments

A. Economic Focus Area Resolution Draft
B. Garland_Strategic_Plan_v10-2
C. Garland_on_the_Rise_Council_Walkthrough_June6
D. Garland_On_The_Rise_Community_Brochure

RESOLUTION NO. _____

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GARLAND, TEXAS, DESIGNATING AND ADOPTING ECONOMIC FOCUS AREAS AS DEPICTED IN EXHIBIT "A"; ESTABLISHING GEOGRAPHIC PRIORITIES FOR ECONOMIC DEVELOPMENT, HOUSING INVESTMENT, REDEVELOPMENT, NEIGHBORHOOD REVITALIZATION, CORRIDOR IMPROVEMENTS, AND PUBLIC INFRASTRUCTURE INVESTMENT; DIRECTING THE CITY MANAGER TO ALIGN IMPLEMENTATION ACTIVITIES WITH SUCH DESIGNATIONS; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City Council adopted the Garland Strategic Plan, entitled "Garland on the Rise: Economic Resilience Through Strategic Reinvestment," establishing a framework for concentrating public investment and organizational resources in targeted geographic areas capable of generating significant economic, fiscal, and community benefits; and

WHEREAS, the City Council adopted the Garland Housing Strategy, identifying strategic corridors, redevelopment nodes, neighborhood typologies, and housing intervention areas where public actions may leverage substantial private investment and improve long-term housing market performance; and

WHEREAS, the City Council finds that strategic concentration of resources in selected geographic areas will accelerate redevelopment, encourage private investment, improve housing conditions, strengthen neighborhood vitality, enhance transportation and infrastructure systems, and improve the City's long-term fiscal sustainability; and

WHEREAS, the Economic Focus Areas identified in Exhibit "A" represent locations where coordinated public investment, redevelopment activities, housing initiatives, infrastructure improvements, placemaking efforts, and economic development strategies are expected to generate the greatest long-term return on investment for the City and its residents; and

WHEREAS, the City Council desires to formally establish such Economic Focus Areas as a guiding framework for future planning, budgeting, redevelopment, housing, infrastructure, and economic development activities.

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

Section 1

The Economic Focus Areas depicted on Exhibit "A" are hereby designated and adopted as priority geographic areas for strategic reinvestment, redevelopment, housing initiatives, infrastructure improvements, economic development activities, and neighborhood revitalization efforts. As used in this Resolution, "Economic Focus Areas" are geographically defined areas identified by the City Council where public investment, organizational capacity, redevelopment initiatives, housing programs, infrastructure improvements, placemaking activities, and economic development efforts may be strategically concentrated to encourage private investment, improve neighborhood conditions, increase economic productivity, and enhance the City's long-term fiscal sustainability.

Section 2

Downtown Garland shall serve as the City's primary mixed-use redevelopment district and civic center. Priorities include mixed-use development, housing production, public realm improvements, redevelopment of underutilized properties, retail recruitment, and public-private partnerships.

Section 3

The Priority Nodes identified and depicted on Exhibit "A" are hereby designated as catalyst investment areas within the Economic Focus Areas framework. "Priority Nodes" are strategically located activity centers intended to support concentrated public and private investment that advances mixed-use redevelopment, housing development, commercial

revitalization, placemaking, infrastructure improvements, and economic development activities. The City may prioritize planning, redevelopment, infrastructure, housing, and economic development initiatives within Priority Nodes where such investments are anticipated to generate significant economic, fiscal, and community benefits.

Section 4

The Secondary Nodes identified and depicted on Exhibit "A" are hereby designated as long-term opportunity areas within the Economic Focus Areas framework. "Secondary Nodes" represent locations where future redevelopment, infrastructure investment, housing initiatives, economic development activities, and revitalization efforts may be encouraged as market conditions, redevelopment opportunities, and available public resources warrant. Secondary Nodes shall serve as areas for future strategic consideration and investment intended to support the long-term growth and economic vitality of the City.

Section 5

The Enhancement Corridors, Transformation Corridors, and Key Pathways identified in the Garland Housing Strategy and generally depicted on Exhibit "A" are hereby designated as strategic reinvestment corridors within the Economic Focus Areas framework.

"Key Pathways" are major transportation corridors and community connectors identified by the City for coordinated public investment, corridor beautification, mobility improvements, gateway enhancements, façade improvement programs, neighborhood connectivity, and other placemaking initiatives intended to strengthen community identity, support adjacent redevelopment efforts, and improve overall corridor quality and appearance.

"Enhancement Corridors" are transportation corridors targeted primarily for appearance, landscaping, gateway, signage, mobility, pedestrian, bicycle, transit, and public realm improvements intended to improve corridor identity,

attractiveness, safety, connectivity, and market competitiveness. Public investment within Enhancement Corridors may include beautification projects, landscaping, streetscape improvements, wayfinding, gateway treatments, mobility enhancements, and other improvements designed to strengthen corridor character and encourage private reinvestment. “Transformation Corridors” are transportation corridors targeted for more substantial redevelopment, infrastructure, mobility, land use, streetscape, housing, and economic development improvements intended to significantly alter development patterns, improve economic productivity, and stimulate private investment. Public investment within Transformation Corridors may include redevelopment initiatives, mixed-use development opportunities, housing investments, infrastructure improvements, mobility enhancements, placemaking projects, and other catalyst investments intended to support comprehensive corridor transformation.

Section 6

Consistent with the Garland Housing Strategy and the Economic Focus Areas framework, the City Manager is directed to prioritize housing initiatives, infill development, rehabilitation programs, redevelopment incentives, attainable housing opportunities, code compliance efforts, neighborhood revitalization activities, and stabilization efforts within the Economic Focus Areas depicted on Exhibit “A.” including Priority Nodes, Secondary Nodes, Downtown Garland, and adjacent neighborhoods identified for targeted intervention within the Garland Housing Strategy. Such activities may be tailored to the specific conditions and objectives of designated Growth Neighborhoods, Legacy Neighborhoods, Housing Strategy Pilot Areas, and other neighborhood focus areas identified in the Garland Housing Strategy, whether or not such boundaries are fully depicted on Exhibit “A.”

Section 7

Neighborhood Service Areas within Economic Focus Areas shall be prioritized for stabilization, revitalization, infrastructure investment, housing quality enhancement,

property maintenance, and placemaking initiatives according to adopted neighborhood typologies.

Section 8

The City shall seek to improve connections between Economic Focus Areas through greenways, trails, pedestrian facilities, bicycle infrastructure, and multimodal transportation improvements.

Section 9

The City Manager is directed to incorporate Economic Focus Area priorities into annual budgets, capital improvement programs, housing programs, redevelopment activities, infrastructure planning, neighborhood vitality efforts, grant applications, and economic development initiatives.

Section 10

Nothing in this Resolution shall authorize any specific capital project, development agreement, incentive agreement, land acquisition, zoning amendment, or expenditure of funds. Such actions shall require separate City Council approval.

Section 11

This Resolution shall become effective immediately upon adoption.

PASSED AND APPROVED this _____ day of _____, 2026.

CITY OF GARLAND, TEXAS

_____

Mayor

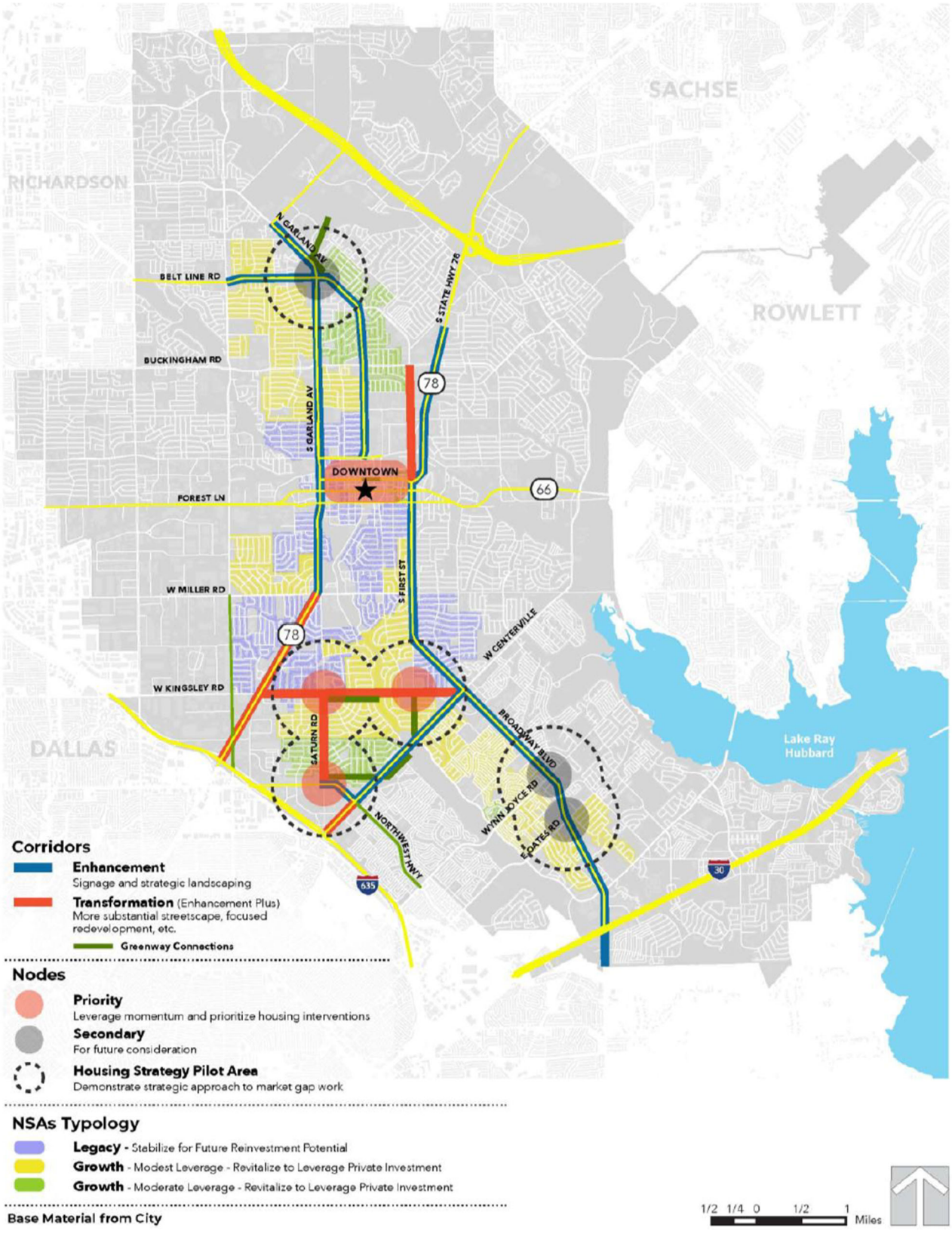
ATTEST:

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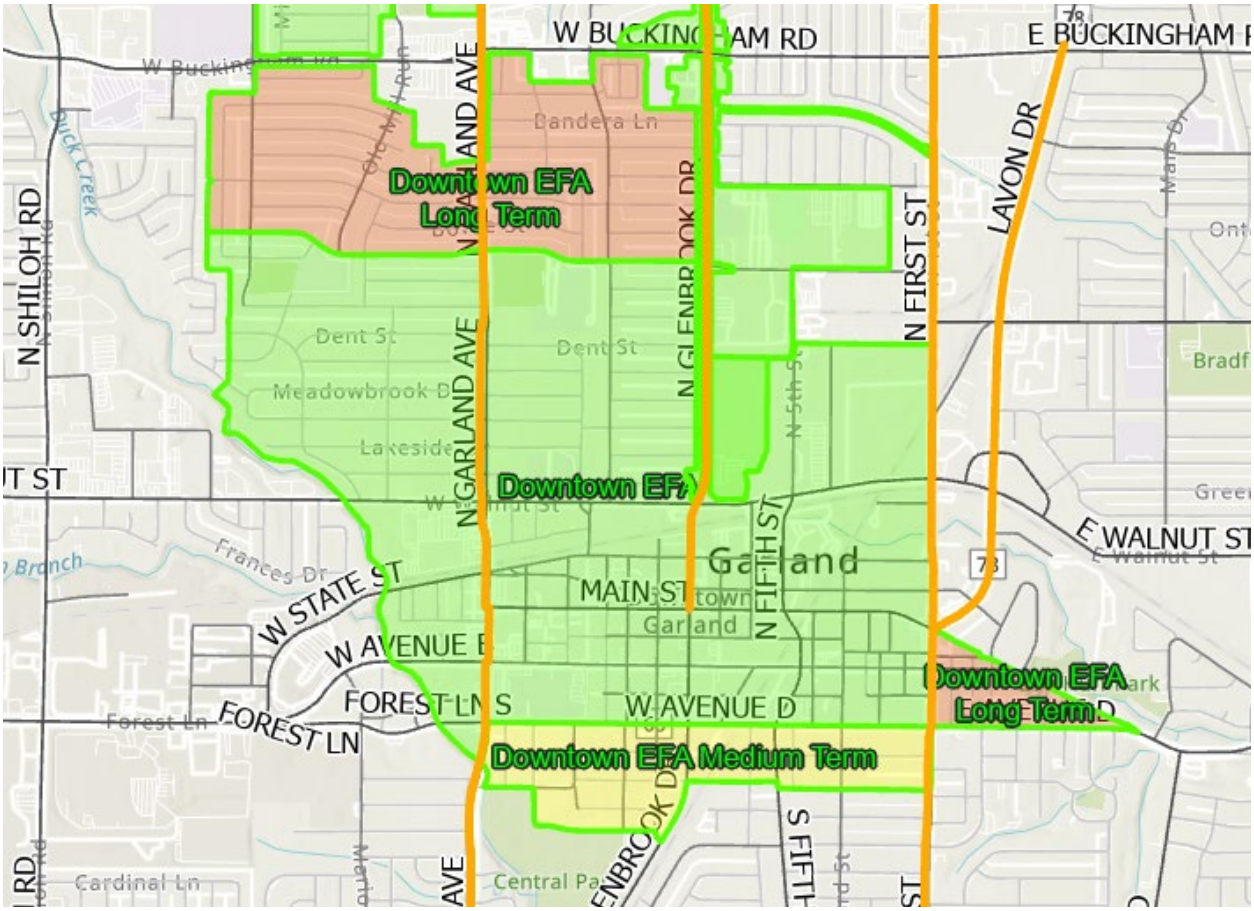
City Secretary

EXHIBIT "A"

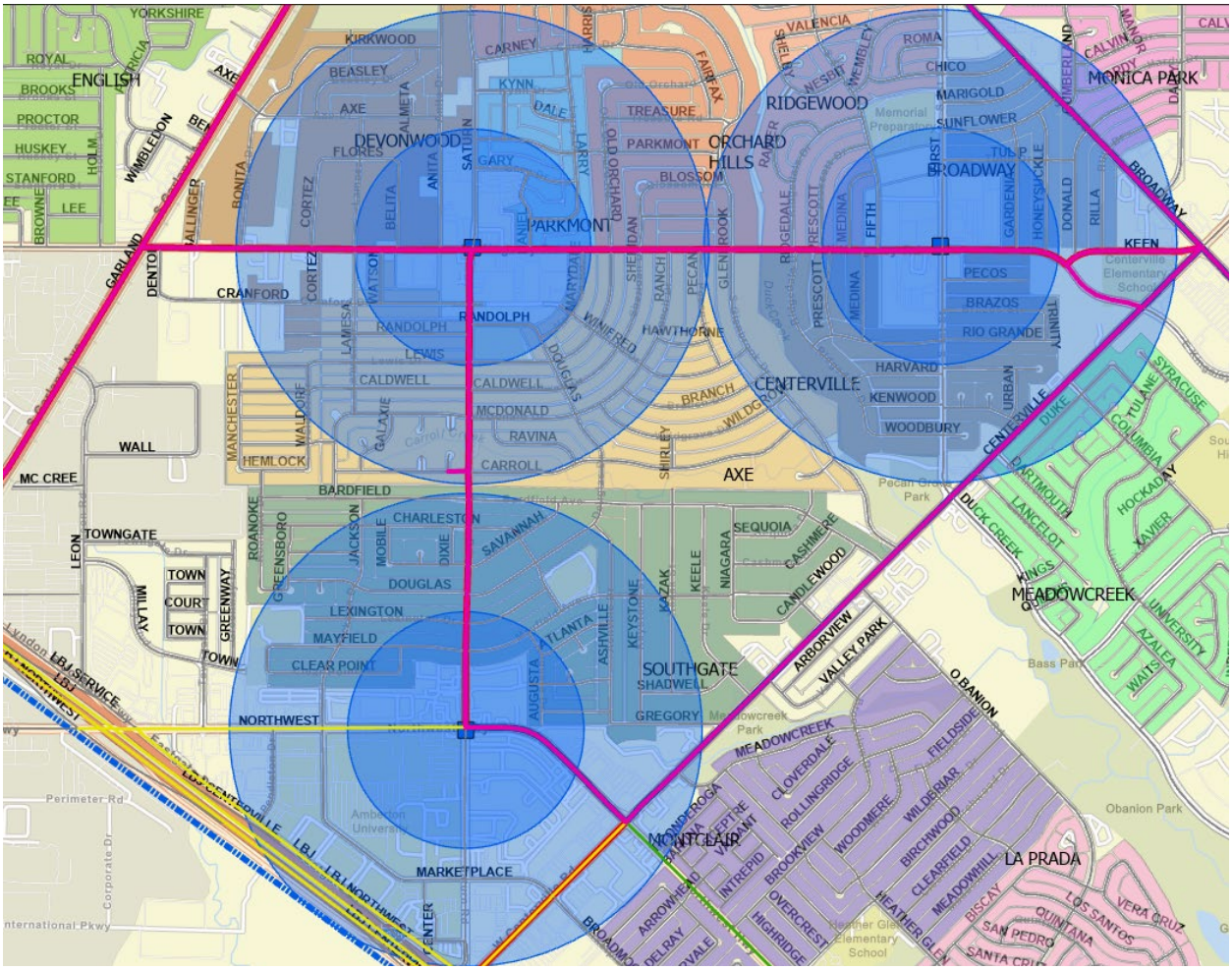
CITY OF GARLAND ECONOMIC FOCUS AREAS MAP



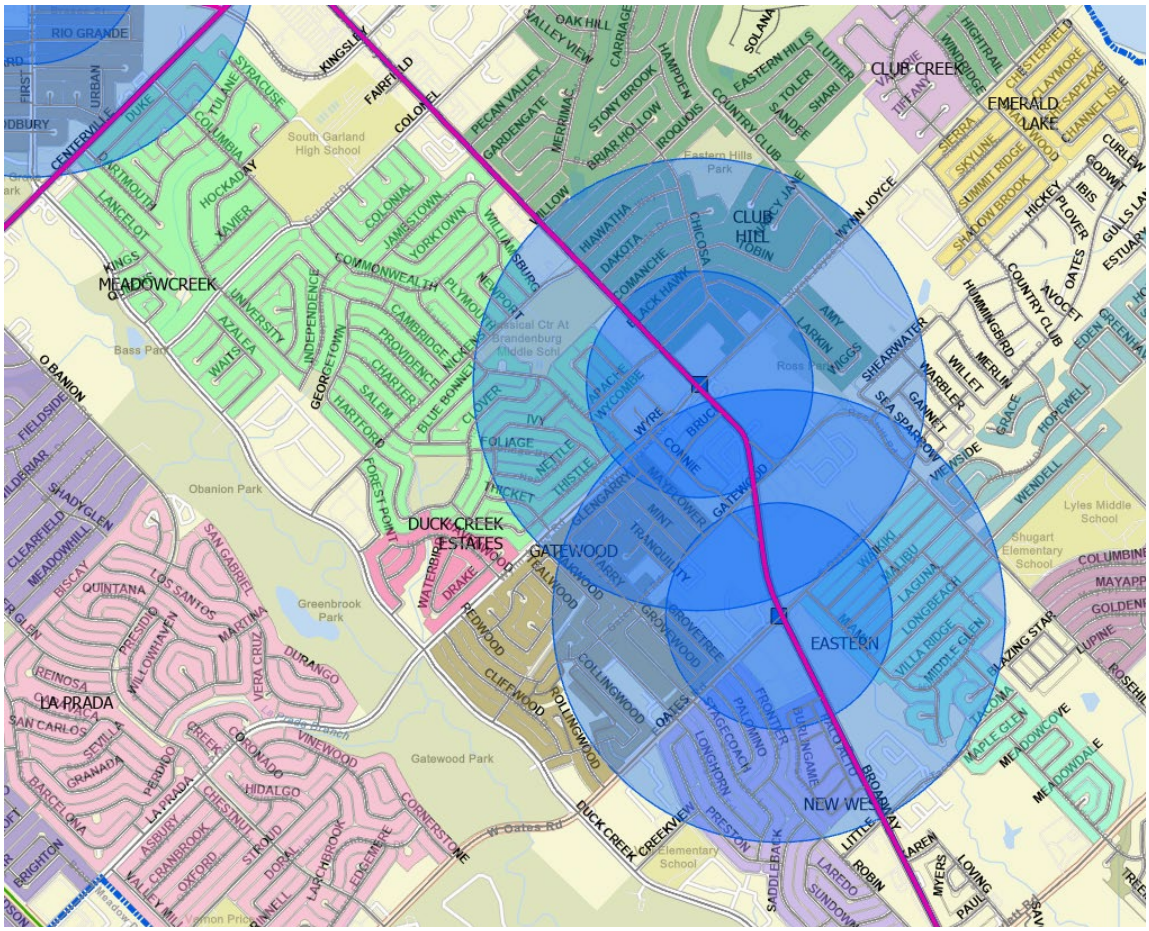
Downtown Economic Focus Area



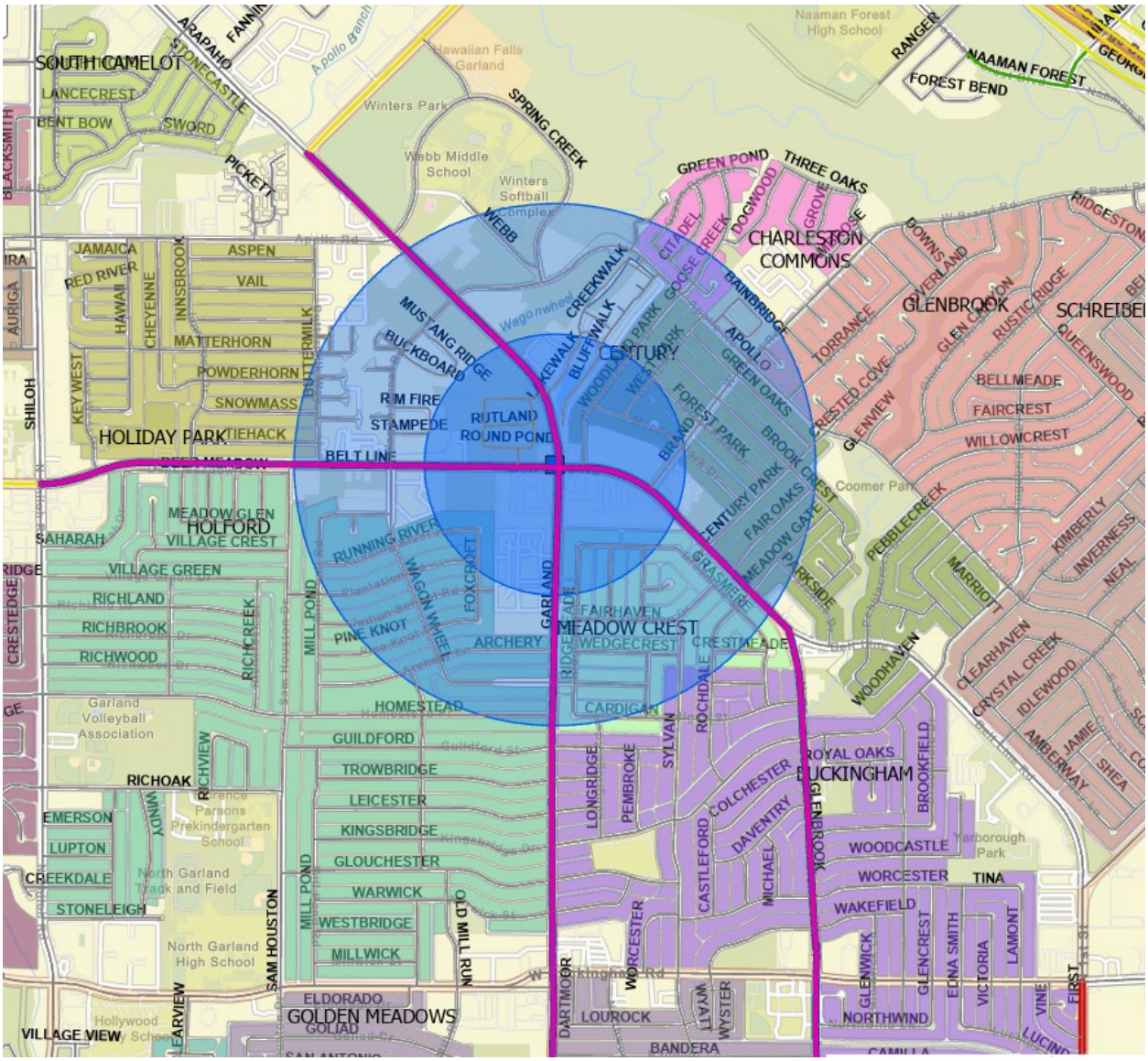
Priority Economic Focus Areas



Secondary Economic Focus Areas (Broadway)



Secondary Economic Focus Areas (Beltline)



CITY OF GARLAND

Strategic Plan

2026 – 2036

Garland on the Rise:

Economic Resilience Through Strategic Reinvestment

Adopted [DATE] | Version 10 ***DRAFT***

INTRODUCTION

Garland is a city that has demonstrated its ability to shape its future. Over the past decade, the transformation of Downtown Garland has shown what is possible when strategic public investment, strong community support, and coordinated City leadership come together to unlock new economic opportunity. What was once underutilized space with modest economic activity is now a vibrant destination filled with activity, investment, and community life.

That success provides more than a single revitalized district—it provides a model. It shows that thoughtful planning, disciplined investment, and sustained leadership alignment can reshape places, strengthen neighborhoods, and expand economic opportunity across the City.

At the same time, that experience also offers an important lesson: meaningful redevelopment takes time. The revitalization of Downtown Garland unfolded over nearly two decades through sustained commitment, multiple public investments, and continued private participation.

Garland now faces a challenge that requires applying those same tools—but doing so with greater urgency. Cities across Texas are navigating a new fiscal environment that requires careful stewardship and intentional growth. Operating cost pressures—including employee compensation, healthcare, property insurance, supply and equipment replacement, construction inflation, and technology—are increasing at approximately 7 percent annually, while Texas Senate Bill 2 limits property tax revenue growth in the Operations and Maintenance (O&M) rate to approximately 3.5 percent per year.

In Garland, **approximately 63 percent of the City's O&M budget supports public safety**, and legal, contractual, and operational realities significantly limit the City's ability to reduce those expenditures. Under these conditions, economic redevelopment is not separate from public safety—it is the primary long-term mechanism for sustaining the financial capacity necessary to support public safety and other core services.

Because Garland is largely built out, the City cannot rely on outward expansion to generate sufficient new tax base. Instead, the City must increasingly focus on redevelopment within its existing geography—strengthening commercial corridors, revitalizing aging housing areas, and increasing the economic productivity of land already within the community. In short, Garland's long-term financial strength will come from increasing the economic productivity of land Garland already has. At the same time, Garland operates within one of the most competitive metropolitan regions in the country, where cities actively compete for private investment, employers, and residents. Strengthening the economic productivity of Garland's existing geography is therefore not only a fiscal necessity—it is essential to ensuring the City remains competitive within the broader North Texas economy.

The timeline for this work matters. While Downtown's transformation demonstrates what is possible, Garland does not have the luxury of multiple decades to reposition its economic trajectory. Strategic progress must accelerate now so that redevelopment momentum can build over the next several years and help the City avoid service limitations in the decades ahead. In a region where neighboring cities continue to attract new employers, development, and high-income households, Garland must move with urgency to strengthen its position within the North Texas marketplace.

The question facing Garland is not whether the City can shape its economic future—the Downtown experience demonstrates that it can. The question is whether Garland can apply the same focus,

discipline, and coordination across a broader set of redevelopment opportunities and do so quickly enough to strengthen the City's long-term financial capacity.

This Strategic Plan provides the framework for doing exactly that. It establishes a disciplined approach to financial stewardship, focuses redevelopment in areas capable of producing meaningful economic growth, and aligns the work of departments across the organization to ensure that the City's daily operations support its long-term economic resilience. This will require difficult decisions and sustained alignment across multiple budget cycles. The City begins this work with a clear understanding of what that means.

> ***Garland's long-term financial sustainability depends on one central strategy: increasing the economic productivity of land within the City's existing geography. This Strategic Plan aligns financial stewardship, redevelopment, and organizational execution around that single objective.***

Garland’s Strategic Reality

Garland’s future economic strategy is shaped by several structural realities that influence how the City must approach growth, redevelopment, and financial stewardship. These conditions are not temporary; they represent the operating environment in which the City must make long-term decisions.

Four realities in particular shape Garland’s path forward:

1. Garland is largely built out.

Traditional outward expansion will not generate sufficient new tax base to address long-term fiscal pressures. Future growth will depend primarily on redevelopment within the City’s existing geography.

2. Revenue growth is structurally constrained.

Garland's financial challenge is not temporary or cyclical. State law limits property tax revenue growth to approximately 3.5 percent annually while operating costs continue to rise at nearly 7 percent — a gap that compounds over time. Garland also generates significantly less revenue per resident than neighboring cities, with about $354 less per capita tax revenue than the regional average. This results in approximately $90 million annually in unrealized General Fund revenue.

3. Parts of the commercial landscape are aging or underperforming.

Several corridors and commercial areas face declining productivity, functional obsolescence, or redevelopment barriers.

4. Garland's housing market is caught in a self-reinforcing cycle of underinvestment.

Garland's 2025 Housing Study documents a self-reinforcing cycle: below-average demand, lower household incomes, deferred maintenance, and a challenging regional image each compound the others, discouraging the reinvestment that would break the pattern. This cycle will not self-correct — disrupting it is one of the primary purposes of this plan.

STRATEGIC APPROACH

Garland will address the strategic reality it faces by committing to:

- **Exercising disciplined financial stewardship**
- **Focusing redevelopment in strategic locations** based on data and adopted plans
- **Increasing economic productivity per acre** within targeted Economic Focus Areas
- **Aligning departmental work** with strategic priorities
- **Measuring outcomes** and adjusting strategy as conditions change

How This Strategy Creates Fiscal Stability



This strategy requires clear tradeoffs. Achieving long-term financial sustainability means directing the City's limited resources toward strategic priorities and core services. The City will deliberately invest in economic redevelopment and the services residents depend on most, with available resources focused where they will produce the greatest long-term benefit for the community. This is a deliberate, principled choice in service of Garland's long-term economic health.

Managing Near-Term Fiscal Pressure

Increasing economic productivity takes time. While redevelopment momentum builds, the City will maintain fiscal discipline through three ongoing practices that run parallel to and in support of the long-term strategy.

This will not be a one-time fix, but a disciplined and flexible approach:

- **Strengthen Resilience:** Financial policies and operational practices will prioritize reserves and fiscal flexibility to sustain services during economic disruption, legislative constraints, or unexpected cost pressures.
- **Core Service Prioritization:** Programs that are underutilized, obsolete or do not align with strategic priorities will be reduced or eliminated through a transparent process.
- **Resource Flexibility:** Resource deployment decisions will be evaluated and adjusted periodically based on economic conditions, market conditions, and the progress of the plan.

VISION

Garland will become a financially resilient, economically vibrant City that competes successfully within the North Texas region by maximizing economic productivity within its existing geography. This will be driven by disciplined stewardship, strategic redevelopment, and unified organizational action.

MISSION

Preserve financial capacity and drive economic redevelopment now so that the City can grow its way out of structural fiscal constraints over time.

PLAN STRUCTURE

This Strategic Plan establishes a clear framework to guide and align the City's work. The structure is designed to connect day-to-day departmental operations and resource decisions to the City's strategic priorities.

GOALS	OBJECTIVES	DEPARTMENT PLANS
Strategic direction that defines what the City must achieve.	Key operational priorities required to achieve each goal.	Identify how programs, projects, staffing capacity, and operational activities contribute to the goals and objectives of this Strategic Plan while continuing to deliver core services.

EXECUTION FRAMEWORK

This Strategic Plan is intended to guide real decisions and organizational behavior — not serve as a reference document that sits on a shelf. Consistent execution requires clear accountability, regular review, and organizational discipline sustained across budget cycles.

Goals define the long-term outcomes the City seeks to achieve. Objectives establish the ongoing operational priorities that guide decision-making and resource allocation. Department plans and performance measures will define the specific actions, milestones, and outcomes that demonstrate progress.

The City Manager's Office is responsible for overseeing implementation and ensuring that budgets, staffing decisions, and departmental plans reflect the priorities established here. Department directors are responsible for aligning their programs, personnel, and operational activities accordingly. Strategic decisions will prioritize sustained increases in demand, private investment, and long-term fiscal impact — not activity alone.

The companion *Implementation Schedule*, maintained by the City Manager's Office and reviewed annually by City Council as part of the strategic review process described in Objective 4.9, sets out the specific timing, sequencing, and milestones through which this plan is executed. The companion document is the operational instrument through which the priorities of this plan are translated into action.

The specific mechanisms for measurement, communication, performance review, and continuous improvement are established in Goal 4.

ECONOMIC FOCUS AREAS

Because Garland's resources—financial and organizational—are limited, the City will concentrate redevelopment efforts within designated Economic Focus Areas.

Economic Focus Areas are geographic areas that demonstrate strong potential to generate meaningful increases in economic productivity, attract private investment, and catalyze surrounding neighborhoods and adjacent corridors. Healthy commercial areas strengthen surrounding neighborhoods, and stable neighborhoods sustain the customer base and investment confidence that corridors need to thrive.

Economic Focus Areas may include:

- **Major commercial corridors**
- **Aging retail centers or underperforming commercial districts**
- **Strategic redevelopment districts**
- **Areas where investment in public infrastructure and amenities can catalyze private development**
- **Corridor-adjacent neighborhoods where stabilization reinforces commercial recovery**

The City will intentionally identify Economic Focus Areas to ensure that financial resources, staff capacity, and public investment remain concentrated enough to produce measurable results.

Governance of Economic Focus Areas

Economic Focus Areas will be formally designated and periodically reviewed by the City Council as part of the strategic planning and budget process. To maintain strategic discipline and avoid dilution of resources, the City will limit the number of active Economic Focus Areas at any given time and prioritize those with the highest potential for measurable economic impact. As such, selection of Economic Focus Areas merely reflects a sequencing strategy to rapidly yield economic benefit — not a judgment about the perceived importance of any particular area of the City. As Economic Focus Areas produce results and momentum builds, attention and resources will shift to non-focus areas.

Designation of Economic Focus Areas will be based on data-driven criteria, including redevelopment readiness, infrastructure capacity, market conditions, and potential return on public investment. Economic Focus Areas will be re-evaluated regularly to ensure continued alignment with market conditions and City priorities.

GOALS AND OBJECTIVES

Goal 1: Strengthen Financial Stewardship

Intent: *Build on Garland's financial discipline by strengthening, formalizing, and consistently applying resource allocation practices that preserve and expand the City's ability to invest in long-term economic resilience. This requires building fiscal resilience through financial policies and operational practices that generate operating savings, strengthen reserves, and maintain fiscal flexibility—ensuring the City can withstand economic disruption, legislative constraints, and unexpected expenditure pressures while continuing to advance its strategic priorities.*

Objectives

1.1 Budget to Achieve Strategy

Continue strengthening the alignment of annual budgets with strategic priorities, ensuring resource decisions increasingly reflect economic redevelopment, financial stewardship, and core service delivery rather than historical spending patterns alone. Require departments to support resource requests based on contribution to economic redevelopment, financial stewardship, and core service delivery—not prior-year allocations. As part of each annual budget cycle, the City Manager's Office will work with directors to assess how their department's programs and activities align with the City's strategic priorities and community expectations. Programs with strong alignment will be resourced accordingly.

1.2 Align Staff Capacity to Strategic Priorities

Further align personnel time and departmental capacity toward designated Economic Focus Areas and the initiatives that most directly advance the City's strategic priorities. Department heads are responsible for ensuring staff time and resources are directed toward strategic priorities, not legacy operational patterns.

1.3 Evaluate and Realign Department Programs

Conduct a formal review of all departmental programs to identify fiscal savings, eliminate redundancies, and reprioritize lower-impact activities — generating budget capacity that can be directed toward economic redevelopment and core service priorities.

1.4 Build Legislative Resilience

Build the organizational capacity to monitor, anticipate, and absorb legislative changes that could further constrain municipal revenue or expand unfunded obligations, ensuring the City can adapt quickly without compromising redevelopment momentum or core service delivery.

1.5 Generate Strategic Financial Capacity

Expand efforts to identify and capture operational efficiencies, cost savings, and revenue improvements that free up financial capacity for strategic investment. Examine procurement practices, vendor relationships, and service delivery models as sources of recurring savings. Redirect realized capacity toward economic redevelopment priorities and other initiatives that strengthen the City's long-term fiscal position.

1.6 Build Fiscal Resilience

Strengthen financial policies and reserve levels that protect the City's ability to sustain services and continue strategic investment during economic downturns, unexpected cost pressures, or periods of reduced revenue.

1.7 Leverage External Funding

Expand the City's financial capacity by pursuing federal and state grants, county funding, and regional partnerships in a coordinated, strategic way. The City Manager's Office will lead a cross-departmental grants strategy that matches external funding opportunities to designated Economic Focus Areas — with this adopted plan serving as a foundational document for grant applications requiring a demonstrated long-term economic strategy.

1.8 Cultivate Strategic Partner Contributions

Actively engage contractors and commercial partners who have a stake in Garland's success as voluntary contributors to redevelopment and neighborhood revitalization. This may include in-kind design work or reduced-rate services from professional firms, and materials or community investment from retail anchors near Economic Focus Areas.

1.9 Manage Debt and Capital Financing Responsibly

Continue to ensure the City's use of debt financing, tax increment tools, and other capital mechanisms are governed by clear policies that protect long-term fiscal flexibility, define appropriate thresholds for obligation, and require projected return analysis before commitment.

Goal 2: Accelerate Economic Redevelopment

Intent: *Build on Garland's existing redevelopment efforts by more intentionally concentrating public investment, operational focus, and private development activity within targeted Economic Focus Areas capable of producing meaningful increases in taxable value and economic productivity. This includes investments in placemaking, public realm design, and community identity that enhance desirability and attract sustained private investment. The long-term goal is to create sustained market demand that exceeds available supply, driving private investment and increasing economic productivity over time.*

Objectives

2.1 Concentrate Resources in Economic Focus Areas

Use data and market analysis to designate a limited number of Economic Focus Areas with the greatest potential for taxable value growth and private investment. Concentrate financial resources, staff capacity, incentives, and public investment within those areas — maintaining enough focus to produce measurable results rather than diffusing effort across the City. This concentration of resources will be a sequencing strategy rather than a judgment about the perceived importance of any particular area of the City.

2.2 Drive Catalytic Redevelopment

Further target public investment and incentives toward locations within Economic Focus Areas where City action can unlock private development. Identify a catalytic project or investment sequence for each designated Economic Focus Area, with defined success indicators to measure private market response. The authorization and evaluation framework for these investments is established in Objective 2.10.

2.3 Promote Housing Diversity

Promote a diversity of housing types and price points within Economic Focus Areas, with particular emphasis on higher-amenity multifamily, townhome, and condominium options that Garland currently lacks. Attracting households with the income and willingness to invest in these product types generates the retail demand, property values, and tax base the City needs to sustain core services. Housing diversity criteria, including target product types and income mix, will be incorporated into each Economic Focus Area designation and planning process.

2.4 Stabilize Surrounding Neighborhoods

Strengthen residential areas surrounding Economic Focus Areas through coordinated code enforcement, neighborhood vitality initiatives, and targeted infrastructure improvements. The approach in each neighborhood will be guided by local conditions — starting with the basics of safety, maintenance, and property standards, then building toward broader reinvestment as neighborhoods grow stronger. Each designated Economic Focus Area plan will include a neighborhood stabilization component with progress tracked through code enforcement activity, infrastructure investment, and property condition indicators.

2.5 Streamline Development Processes

Reduce unnecessary complexity and accelerate project timelines within Economic Focus Areas by simplifying procedures, coordinating departmental reviews, and enabling faster decision-making.

2.6 Ensure Development Consistency and Predictability

Apply development regulations, permitting requirements, and enforcement practices consistently and transparently so that investors and developers can reliably anticipate timelines, requirements, and outcomes.

2.7 Invest Capital Strategically in Focus Areas

Direct public investments such as infrastructure, streetscape, and amenities into Economic Focus Areas to signal commitment and stimulate private development. Capital decisions will be guided by expected leverage and evaluated based on strategic impact, including fiscal return, market response, and contribution to long-term redevelopment goals, without requiring precise financial forecasting or delaying project delivery. While some investments, particularly placemaking and public realm improvements, may not produce immediate measurable financial return, they are essential to building market confidence and long-term demand. Investment decisions will be considered at both the project and portfolio level, and completed projects will inform future investment decisions.

2.8 Deliver Early Corridor Improvements

Implement visible short-term improvements within Economic Focus Areas, including placemaking elements such as landscaping, lighting, public art, signage, and pedestrian experience improvements, along with corridor maintenance and targeted code enforcement, to build confidence among residents, investors, and businesses and demonstrate the City’s commitment to each Economic Focus Area.

2.9 Deploy City-Owned Land Strategically

Use City-owned property as a redevelopment tool within Economic Focus Areas. Acquire, hold, and dispose of land in ways that attract private investment and increase long-term taxable value. Land acquisition and disposition decisions will be governed by Council-approved policies and aligned with adopted Economic Focus Area plans. This objective establishes strategic intent, not procedural requirements.

2.10 Govern Investment Decisions by Return and Catalytic Value

Establish a clear framework for evaluating and authorizing public investments based on their expected contribution to fiscal sustainability. Most investments will be evaluated primarily on fiscal return, including taxable value generated, private capital leveraged, and breakeven timelines. In some cases, however, the most important role a public investment can play is building market confidence in a corridor or neighborhood where private investors are unlikely to act first. These market-signaling investments are sometimes necessary to break the cycle of underinvestment and demonstrate the City's commitment before private dollars will follow. Where an investment serves this purpose rather than producing a direct fiscal return, it must include a clear statement of the intended market effect and define indicators for evaluating whether that effect was achieved. Given the City's limited resources, market-signaling investments will be used sparingly and with full accountability for results.

Goal 3: Protect Core Services

Intent: *Ensure the City continues to sustain and strengthen the core services residents rely on for safety, quality of life, and community well-being—including public safety, infrastructure, utilities, parks, libraries, cultural amenities, and neighborhood services—while maintaining service levels that are financially sustainable and aligned with long-term economic resilience. Core services will be preserved in a manner that supports, rather than competes with, the City's ability to invest in economic redevelopment and financial capacity. Service levels may be redesigned to ensure long-term financial sustainability while maintaining core service delivery.*

Objectives

3.1 Define Core Services

Clearly define the core services that residents expect the City to provide — including public safety, infrastructure, utilities, parks and recreation, libraries, cultural amenities, and neighborhood services — while identifying services that are legally required or necessary for continuity of government. This definition will serve as the foundation for service-level decisions, budget prioritization, and program realignment across the organization.

3.2 Protect Public Safety Capacity

Maintain operational readiness of police, fire, emergency management, and other critical response capabilities.

3.3 Maintain Core Infrastructure Services

Maintain the reliability and long-term functionality of essential infrastructure systems, including water, wastewater, electric, transportation, streets, and stormwater management.

3.4 Sustain Community Quality-of-Life Services

Sustain parks, libraries, cultural amenities, recreation programs, and neighborhood services that contribute to community identity, resident well-being, and the quality of life that attracts and retains households and investment.

3.5 Establish and Maintain Service Level Standards

Define the standard at which each core service will be delivered and document those standards as the baseline for budget decisions, service redesign, and performance reporting. Where service levels must be adjusted due to fiscal constraints, ensure those adjustments are deliberate, Council-approved, and transparently communicated to the community.

3.6 Build Workforce Capacity and Sustainability

Recognize that the City's ability to deliver on every commitment in this plan depends on the talent, skill, and dedication of its people. Attract, retain, and develop well-trained staff through competitive compensation and benefits, supportive work environments, and workforce planning that sustains the operational capacity required to deliver core services. As this plan introduces new and evolving work, workforce development must include building the skills needed for this plan to be successful.

Identify skill gaps relative to strategic plan priorities and establish targeted training pathways to close them.

3.7 Ensure Continuity of Operations and Resilience

Maintain continuity of operations plans, staffing redundancy, and emergency preparedness capabilities necessary to sustain City services during disasters, major disruptions, or economic shocks.

Goal 4: Align, Execute, Measure, and Communicate

Intent: *Ensure this Strategic Plan governs real decisions and produces measurable results by aligning governance, departmental execution, performance measurement, and strategic communication across the organization and community with discipline, focus, and sustained urgency.*

Objectives

4.1 Align the Organization Around Shared Priorities

Establish economic redevelopment as a shared responsibility across all departments. Build a coordinated framework that aligns departmental plans with Economic Focus Areas and clarifies decision-making authority and sequencing. Eliminate silos and redundant administrative tasks that consume staff capacity without advancing the City's strategic priorities.

4.2 Integrate the Strategic Plan into Governance and Resource Decisions

Formally embed this Strategic Plan as the governing framework for the annual budget cycle, Capital Improvement Program (CIP) planning, and major policy decisions. Where Objective 1.1 addresses how individual department budgets are built from strategic priorities, this objective ensures the plan governs decisions at the organizational level — not dependent on any individual leader's attention or initiative.

The companion *Implementation Schedule* serves as the operational instrument through which this governance occurs, translating the priorities of this plan into specific milestones, sequencing, and accountabilities that are reviewed and updated annually.

4.3 Develop and Execute a Targeted Communications Strategy

Develop and execute a time-sensitive communications work plan tailored to distinct audiences, including Council, City staff, investors, and the public. Ensure the messaging, cadence, and tone are precisely calibrated to get the right message to the right group in the right way.

4.4 Engage Stakeholder Action

Actively engage City staff, residents, and investors as participants in advancing redevelopment priorities and strengthening neighborhood stability.

4.5 Measure Market Momentum

Establish and track baseline and directional targets for early indicators such as developer inquiries, leases, sales tax revenues, permitting activity, reinvestment levels, and private capital commitments. These indicators directly measure progress on Goal 2 objectives, particularly 2.1 (Economic Focus Area designation and private activity), 2.2 (catalytic investment response), and 2.5–2.6 (development process performance).

4.6 Measure Fiscal Impact

Establish and track baseline and directional targets for long-term indicators including economic productivity per acre, sales tax growth, private dollars leveraged per public dollar, and breakeven

timelines for public investments. These indicators measure the cumulative fiscal outcomes of Goal 2 activity, particularly the disciplined capital investment framework in Objective 2.7 and the land deployment strategy in Objective 2.9.

4.7 Build Data-Driven Decision Capacity

Expand and enhance dashboards and analytics that provide clear visibility into Economic Focus Area performance, enabling data-informed operational management and strategic investment decisions. Data-driven does not mean every department has the same analytical capability. It means that decisions at every level are informed by the best available evidence. The City Manager's Office will collaborate with departments to ensure that data is available for strategic decision-making and that departments with limited internal capacity are not disadvantaged in the planning and budget process.

4.8 Evaluate Redevelopment Performance

Evaluate completed and in-progress redevelopment projects based on private dollars leveraged per public dollar, breakeven timelines, and long-term fiscal impact. Use these results to refine investment strategy and guide future redevelopment decisions.

4.9 Maintain Continuous Review

Maintain strategic focus through a structured review process. Conduct quarterly performance reviews with department directors to assess progress, identify problems early, and adjust tactics as needed. Conduct an annual review with City Council to evaluate overall plan performance and make deliberate decisions about priorities, Economic Focus Areas, and sequencing.

As part of the annual review, City Council will acknowledge or adjust the companion *Implementation Schedule* for the coming year, including timing, sequencing, and milestones for the implementation of this plan. Document and communicate the outcomes of each annual review to staff and the community.

IMPLEMENTATION PHASING

Economic redevelopment takes time. The Downtown Garland transformation unfolded over nearly two decades. This plan aims to produce meaningful results within a decade through more concentrated effort—but it requires realistic expectations about what happens when. The following phasing framework describes the intended trajectory of outcomes over the plan period.

#	PERIOD	FOCUS	INDICATORS OF SUCCESS
1	**Years 1–2: Alignment & Quick Wins**	Formally designate initial Economic Focus Areas. Launch program evaluations and budget realignment. Establish performance baselines. Implement development process improvements. Execute visible quick wins in Economic Focus Areas. Build organizational capacity in redevelopment disciplines. Launch coordinated grants strategy and identify external funding opportunities aligned with Economic Focus Areas. Initiate outreach to contractor, engineering, and commercial anchor partners regarding voluntary community investment contributions.	Economic Focus Areas designated. Performance dashboard operational. Development cycle times improving. Quick-win improvements visible in Economic Focus Areas. Departmental budgets and plans aligned to strategic priorities. First coordinated grant applications submitted. Partner contribution agreements documented.
2	**Years 3–5: Redevelopment Activity**	Major public investments underway in designated Economic Focus Areas. Private development activity accelerating. Catalytic projects attracting private capital. Neighborhood stabilization programs producing measurable results. Land assembly completed for priority sites.	Measurable increase in developer inquiries, permits, and private capital in Economic Focus Areas. Economic productivity per acre rising. First catalytic projects delivering taxable value. Market confidence in Economic Focus Areas demonstrably improved.
3	**Years 6–10: Fiscal Transformation**	Sustained private investment and rising taxable values producing meaningful fiscal impact. Tax base diversifying. General Fund reserve levels stabilizing. Operating cost growth offset by expanding revenue base. Long-term financial capacity strengthened.	Economic productivity per acre significantly higher than baseline in Economic Focus Areas. Sales tax growth outpacing Citywide average in Economic Focus Areas. General Fund reserve levels meeting policy targets. Services sustained without structural budget shortfalls.

These phases are intended to set realistic expectations, not as contractual commitments. Progress will be assessed through the quarterly performance review process, and the phasing framework will be revisited as part of the annual Council strategic review.

KEY RISKS AND CONSIDERATIONS

Successful implementation of this Strategic Plan depends on several external and internal factors. The following risks represent conditions that could affect the pace, scope, or outcomes of this plan, and that the City will monitor and actively manage.

RISK	MITIGATION STRATEGY
Legislative changes that further constrain municipal revenue or expand the scope of unfunded mandates	Maintain a legislative monitoring function within the City Manager's Office and update financial scenario models annually to model the impact of potential legislative changes on service levels and redevelopment capacity.
Market conditions affecting private development activity, investor confidence, or demand for redevelopment in targeted areas	Maintain regular market analysis of each Economic Focus Area and adjust investment sequencing and incentive structures as conditions change. Avoid overcommitting public resources to a single corridor before private market signals are confirmed.
Workforce capacity and the City's ability to recruit and retain the talent necessary to execute this plan	Execute the workforce capacity and skill realignment work described in Objective 3.6 — identifying gaps relative to strategic plan execution, building targeted training and development pathways, and ensuring the organization has the capacity needed to deliver on its redevelopment priorities. Track workforce readiness as a leading indicator in the performance dashboard.
Community alignment with redevelopment priorities and the potential for resistance to change in programs, services, or land use patterns	Execute the targeted communication workplan in Objective 4.3, including a public-facing 'Garland on the Rise' performance dashboard that shows residents the return on public investment in each Economic Focus Area in plain language.

RISK	MITIGATION STRATEGY
Organizational capacity and the pace of culture change required to shift departmental mindsets and operational practices toward strategic priorities	Embed strategic alignment reviews in the annual budget process (Objective 1.1) and hold quarterly leadership sessions to assess execution gaps, surface resistance, and recalibrate department plans as needed.

The City will monitor these risks and adjust strategy as necessary to maintain progress toward long-term financial resilience. Risk monitoring will be incorporated into the quarterly performance review process described in the Execution Framework.

WHAT SUCCESS LOOKS LIKE

Over the next decade, successful implementation of this Strategic Plan will produce measurable changes in Garland's economic and fiscal position. Indicators of success will include:

Increased private investment in targeted Economic Focus Areas, demonstrating renewed market confidence in key commercial areas.

Revitalization of neighborhoods surrounding strategic commercial areas, reflected through property reinvestment and strengthened neighborhood stability.

Higher economic productivity per acre in Economic Focus Areas, measured through increases in taxable value, sales tax generation, and commercial activity.

Sustained funding capacity for public safety and core services, even within the structural revenue constraints created by state law.

A stronger and more resilient municipal financial position, reflected in healthy reserves, stable service levels, and the City's ability to continue strategic public investments.

A more balanced tax base, with a larger share of City revenue generated by business activity and commercial development rather than residential property alone.

Stronger regional economic position, demonstrated by Garland's increasing ability to attract business investment, redevelopment capital, and households compared with peer cities across the North Texas region.

CONCLUSION

Under Senate Bill 2 constraints, and structural cost pressures of approximately 7 percent annually, Garland cannot rely on incremental growth to maintain service levels. The City must intentionally increase economic productivity within its existing geography.

This Strategic Plan provides a management framework to preserve financial capacity, focus redevelopment strategically, measure outcomes transparently, and grow the City's tax base over time.

But plans do not transform cities—people do. What is possible here is not theoretical. On any given Friday evening in the Downtown Square, you can see it: a thriving economic area with families on the lawn, live music in the air, every table full, kids running through spaces that not long ago sat quiet and underused. That transformation moved through every stage of our local democratic process—from early Council conversations about revitalization, to the Bond Study Committee's careful evaluation, to the voters' approval at the ballot box—and when it came time to make the vision real, City staff delivered on the promise.

That is the model. And it is proof that when Council leadership, community support, and City staff work together, Garland moves forward.

Success will require the same discipline, coordination, and sustained leadership alignment that built our square—applied now across the broader challenge of repositioning this City's economic future.

We have done it before. We will do it again.

APPENDICES

The following appendices contain operational detail designed to support plan implementation. They are intended primarily for department directors, budget staff, and City Manager's Office use.

APPENDIX A: PLAN SUMMARY

PLAN SUMMARY

The following summary provides a high-level view of this Strategic Plan.

Primary Strategy: Increase economic productivity within existing geography
Core Focus: Targeted redevelopment in Economic Focus Areas
Key Constraint: Revenue growth limited by state law while costs increase by approximately 7 percent annually, creating a structural gap the City must close
Organizational Focus: Align resources, staffing, and budgets with redevelopment priorities
Outcome: Strengthened financial capacity to sustain core services and public safety

APPENDIX B: STRATEGIC CHOICES

STRATEGIC CHOICES

This plan makes deliberate choices about where Garland will—and will not—direct its limited resources. These choices are not incidental to the plan. They are the plan. This strategy will require difficult decisions and sustained alignment across multiple budget cycles.

1

Garland will prioritize targeted redevelopment over equal geographic distribution of investment.

Resources—financial and organizational—will be concentrated in designated Economic Focus Areas based on data and projected return, not geographic equity. Not every corridor or neighborhood will receive the same level of investment at the same time.

2

Garland will reduce or eliminate programs that do not contribute to economic productivity or core services.

Programs that cannot demonstrate alignment with strategic priorities will be candidates for redesign, reduction, or sunset. This is a deliberate reallocation—not a default response to budget pressure.

3

The City will prioritize investment sequencing based on strategic impact, recognizing that not all areas will receive the same level of investment at the same time.

The City will direct its limited organizational capacity toward the highest-return opportunities, as diffusing effort across too many priorities undermines the ability to produce meaningful results anywhere. This reflects a deliberate sequencing strategy — not a perceived judgment about any part of the community. As Economic Focus Areas produce results and momentum builds, attention and resources will expand to additional areas across the City.

4

Garland will accept near-term service adjustments to achieve long-term fiscal sustainability.

Service levels may be redesigned to ensure long-term financial sustainability while maintaining core service delivery. Protecting the long-term ability to fund services may require recalibrating how some are delivered in the near term.

5	**Garland will make redevelopment investment decisions based on data and projected return, not political geography.** Economic Focus Area designations and capital investment decisions will follow a data-driven process approved by City Council. The criteria are public and consistent. Individual project advocacy will not substitute for demonstrated fiscal return.

APPENDIX C: WHAT CHANGES NOW

WHAT CHANGES NOW

This plan takes effect immediately upon adoption. The following changes describe how the City will operate differently as the plan is implemented. Department directors are accountable for these shifts.

The specific timing, sequencing, and milestones for these changes are set out in the companion *Implementation Schedule*, which is maintained by the City Manager's Office and reviewed annually by City Council as part of the strategic review process described in Objective 4.9. The companion document is the operational complement to this Strategic Plan and may be adjusted year over year as conditions, capacity, and progress warrant — without amending the underlying strategic framework.

→

The City Manager will recommend initial Economic Focus Areas to City Council.

The formal designation process for initial Economic Focus Areas will begin immediately upon adoption, drawing on existing data from the Comprehensive Plan, housing studies, and economic analysis. Council designation is required before focus-area-specific investment and staffing commitments are made. Each designated Economic Focus Area will be accompanied by an area-specific action plan developed by the City Manager's Office in coordination with relevant departments, detailing priorities, investments, and departmental roles.

→

Budgets will be aligned with strategy, not driven by prior-year spending.

Departments will connect their resource requests to economic redevelopment, financial stewardship, or core service delivery — ensuring budget decisions reflect where the City is going, not just where it has been. Prior-year allocations provide a useful starting point, but alignment with strategic priorities will be the primary lens for budget review. The City Manager's Office will issue updated budget guidance reflecting these expectations upon plan adoption. This expectation applies fully beginning with the first full budget cycle following plan adoption; where the current cycle is already in progress, departments are expected to apply this framework to the extent practicable.

→

Departments will assess how their programs align with the City's strategic priorities.

Each department will conduct a structured program alignment review that maps existing work to the goals of economic redevelopment, core service delivery, and fiscal stewardship. The review will begin with collaborative idea sessions led by the City Manager's Office and culminate in preliminary departmental recommendations submitted in advance of the next full budget cycle. Programs with limited strategic alignment will be

identified for further discussion, with the City Manager's Office working collaboratively with departments to explore redesign, consolidation, or reprioritization where appropriate.

→

Staff time will be reallocated toward designated Economic Focus Areas.

Department plans will reflect how personnel capacity supports designated Economic Focus Areas. Reallocation will follow the sequencing of Economic Focus Area designation and the subsequent development of area-specific action plans, recognizing that the resource needs of each Economic Focus Area become clear only as portfolio work begins. Staff deployment to Economic Focus Areas will be coordinated through the City Manager's Office as part of the broader alignment process.

→

Development processes will be streamlined and made more consistent.

The City will establish baseline cycle-time measurements for permitting and plan review and set improvement targets, with the goal of measurably faster and more predictable development outcomes. Objective 2.5 addresses process speed and complexity; Objective 2.6 addresses consistency and predictability for investors and developers.

→

Performance dashboards will be developed to support quarterly review.

The City Manager's Office will establish baseline measurements for Key Citywide Metrics and develop a performance dashboard to support strategic plan review. Dashboard development will begin in the early months following adoption, with substantial completion sufficient to support a full review cadence achieved within the first year. Quarterly performance reviews with department directors will commence in conjunction with the substantial completion of the dashboard, ensuring those reviews are anchored in shared data rather than disparate reporting.

APPENDIX D: KEY CITYWIDE METRICS

KEY CITYWIDE METRICS

The following metrics are the primary indicators by which the City will measure progress on this Strategic Plan. Baselines will be established for each metric and reported publicly through the performance dashboard. The cadence for baseline establishment, dashboard development, and Council review is set out in the companion *Implementation Schedule*.

METRIC	DEFINITION	LINKED GOAL
Economic Productivity per Acre	**Primary Measure:** Total assessed taxable value (property) within a defined area, divided by the total parcel acreage of that area. **Supplementary Measure:** Sales tax revenue generated within a corridor or Economic Focus Area, divided by the corridor's total acreage. (Reported at the corridor level, as sales tax is not tracked per parcel.) **Tracking Frequency:** Annually, with baseline values established for each designated Economic Focus Area at the time of formal designation. Year-over-year change will be reported as part of the regular performance dashboard cadence.	*Goals 1, 2*
Net New Taxable Value	Year-over-year increase in assessed value in Economic Focus Areas	*Goal 2*
Private $ Leveraged per Public $	Private capital per dollar of public investment in Economic Focus Areas	*Goals 1, 2*
Sales Tax Growth (Economic Focus Areas)	Year-over-year sales tax change within designated Economic Focus Areas	*Goal 2*
Permitting Cycle Time	Avg. calendar days from complete application to permit issuance	*Goal 2*
General Fund Reserve Level	Unassigned GF balance as % of annual operating expenditures	*Goal 1*
Workforce Readiness	% of departments with completed skill gap assessments and training plans	*Goal 3*

Note on Net Fiscal Impact: *Where data is available, productivity analysis will be supplemented by service cost comparisons to assess net fiscal impact—recognizing that high taxable value per acre has limited long-term benefit if the cost to service that area exceeds the revenue it generates.*

GARLAND

TEXAS MADE HERE

A PLAN FOR OUR NEXT DECADE

Garland *on the Rise*

Economic resilience through strategic reinvestment.

Council Work Session · Saturday, June 6, 2026

10 YEAR PLAN

TODAY'S AGENDA

Three conversations, one through-line.

JUST HEARD

CZB Housing Study

The cycle we need to break. The corridors where action matters most.

NOW

Strategic Plan

How the City responds — citywide, with discipline, over the next decade.

COMING UP

FY27 Budget

The first budget built around this plan. The strategy in real dollars.

CZB tells us where the pressure is. This plan is how we respond. The budget is where the work starts.

WHY THIS PLAN, WHY NOW

A defining decade for the city we love.

7%

ANNUAL COST GROWTH

Fuel, equipment, technology, construction, and insurance keep getting more expensive, about 7% a year.

3.5%

ANNUAL REVENUE CAP

Texas state law limits how much the City's property tax revenue can grow each year, about half the rate costs are rising.

63%

FOR PUBLIC SAFETY

Nearly two-thirds of the day-to-day budget pays for police, fire, and emergency response.

$90M

Garland collects about $354 less per resident each year than the regional average. That adds up to roughly $90 million a year, and it is the opportunity this plan is built to capture.

The math is straightforward. When costs outrun revenue year after year, the gap compounds. Because Garland is largely built out, we cannot close it by expanding outward. Our future has to come from making the land we already have more productive.

THE CHOICE IN FRONT OF US

We can let these pressures shape Garland by accident.

Or we can shape Garland's response to them on purpose.

This plan is how we choose the second path.

GARLAND
TEXAS MADE HERE

OUR STRATEGY IN PLAIN LANGUAGE

Grow the value of what we already have.

We don't need a bigger Garland.

We need a stronger one.

By concentrating reinvestment in places ready to grow, the value we create flows back into the budget that funds public safety, parks, libraries, and the streets we drive every day.

WHERE WE'RE HEADED

Garland will become a financially resilient, economically vibrant city that competes successfully across North Texas — by making the most of every block, corridor, and neighborhood already inside our city limits.

THE LOGIC CHAIN

From constraint to stability.

01

THE CONSTRAINT

Costs rising 7% / Revenue capped at 3.5%

02

THE STRATEGY

Increase productivity within existing geography

03

FOCUS AREAS

Concentrated investment & capacity

04

HIGHER VALUE

More commercial taxable value & sales tax per acre

05

STABILITY

Services sustained & financial capacity strengthened

The strategy is sequential, not separate. Each step makes the next one possible.

WHERE THE STRATEGY LANDS

Economic Focus Areas.

THE IDEA

Because the City's resources are limited, Garland will concentrate redevelopment in a handful of designated Economic Focus Areas — places with the strongest potential to generate value that benefits the entire City.

Healthy corridors strengthen surrounding neighborhoods. Stable neighborhoods sustain the corridors. The two reinforce each other.

FOCUS AREAS MAY INCLUDE

- **Commercial corridors** with strong redevelopment potential
- **Aging retail centers** ready for repositioning
- **Strategic redevelopment districts** ready for renewed activity
- **Areas where infrastructure investment** can unlock private development
- **Corridor-adjacent neighborhoods** where stabilization reinforces recovery

Concentration is how the strategy starts. As Focus Areas produce results, attention and resources expand to additional areas across the City.

BETWEEN NOW AND LATE JUNE

EFA designation: Council holds the pen.

01

A Council decision, made on the record.

Designation is not staff-led. It comes to you for action, in public, with reasoning attached.

02

Grounded in data and the CZB framework you just heard.

Redevelopment readiness, infrastructure capacity, market conditions, and projected return — applied consistently.

03

A sequencing strategy. Not a judgment about any part of the city.

Where we start, not where we finish. As Focus Areas produce results, resources expand across the City.

THE PLAN, GOAL BY GOAL

Four commitments.
Built around what matters most.

WHAT WE PROTECT

WHAT WE BUILD

HOW WE FUND IT

HOW WE STAY ACCOUNTABLE

GARLAND
TEXAS MADE HERE

Protect Core Services.

WHAT IT MEANS

Keep the services residents count on every day strong and sustainable: police and fire, utilities and streets, parks and libraries, neighborhood services, and the workforce who delivers them all.

Service levels stay clearly defined. Where adjustments must be made, they are deliberate, transparent, and Council-approved.

OUR PROMISE TO YOU

The services you count on stay strong. Public safety stays a priority. Quality of life stays a focus. Service standards stay clear.

Our people are the capacity to deliver.

Every commitment in this plan depends on the talent, skill, and dedication of City staff. The plan is only as strong as the people who carry it out.

RETENTION IS STRATEGY

Competitive compensation and a workplace people do not want to leave. Every position kept filled is service kept delivered.

NEW WORK, NEW SKILLS

This plan asks staff to do redevelopment work the City has not done at this scale. We are identifying skill gaps and building training pathways to close them.

WE MEASURE IT

Workforce readiness is one of the City's seven key citywide metrics, tracked like any other outcome in this plan.

Already underway: a Management and Leadership Development Program to build the management depth this plan requires.

Accelerate Economic Redevelopment.

WHAT IT MEANS

Concentrate public effort and investment in a focused number of corridors and neighborhoods where it will produce the strongest returns — new businesses, more housing options, faster permitting, and visible improvements you can see.

Placemaking, streetscape, and public realm improvements signal commitment and stimulate the private investment that follows.

OUR PROMISE TO YOU

Real, visible progress in the places ready to grow. A stronger commercial tax base that does more of the work — easing pressure on the homeowners who already live and pay here.

What the work actually looks like.

VISIBLE IN MONTHS

Early corridor improvements

Landscaping, lighting, signage, public art, and a better walking experience. Visible signs the City is investing.

THE UNLOCK

Catalytic projects

A targeted public investment that makes private development pencil out where it would not have on its own.

STEADY WORK

Neighborhood stabilization

Code enforcement, infrastructure repair, and property standards in the neighborhoods around each Focus Area.

FASTER, CLEARER

Streamlined development

Simpler procedures and predictable timelines so businesses and builders can count on the process.

Some of this is visible within months. Some takes years. The plan sequences both, on purpose.

Strengthen Financial Capacity.

WHAT IT MEANS

Spend with discipline today so the City has the strength to invest tomorrow. Right-size programs. Pursue federal, state, and private grants. Build healthy reserves. Manage debt responsibly.

This adopted plan is itself a tool — grant applications increasingly require a demonstrated long-term economic strategy, and this plan is that document.

OUR PROMISE TO YOU

Every dollar working harder. Reserves protected. Capacity generated for the work that matters most.

Align, Execute, Measure, and Communicate.

WHAT IT MEANS

Make sure the plan governs real decisions — not just sits on a shelf. Public dashboards. Quarterly performance reviews with department directors. An annual Council strategic review. Clear, plain-language communication so residents see how the City is doing.

OUR PROMISE TO YOU

Transparency on results. What's working, what isn't, and how we're adjusting. You will be able to see the progress.

BEING HONEST ABOUT THE CHOICES

The tradeoffs we're choosing.

A strategy is defined as much by what it declines to do. These are deliberate choices, made on purpose.

- We choose **Concentration** *over* spreading investment evenly.

  Effort focused enough to produce visible results, then expanded. A sequencing strategy, not a verdict on any neighborhood.

- We choose **Strategic alignment** *over* funding programs by habit.

  Programs that no longer advance core services or redevelopment are candidates for redesign or sunset.

- We choose **Long-term sustainability** *over* keeping every service unchanged.

  Some services may be delivered differently in the near term to protect the City's ability to fund them long term.

- We choose **Data and projected return** *over* advocacy and political geography.

  Focus Area and investment decisions follow public, consistent criteria approved by Council.

CLEAR-EYED ABOUT WHAT COULD GO WRONG

Risks, and how we manage them.

THE RISK	HOW WE MANAGE IT
The Legislature acts again	Further revenue limits or new unfunded mandates. We monitor legislation actively and update our financial models every year.
The market cools	Investor confidence or development demand softens. We analyze each Focus Area regularly and avoid overcommitting to a corridor before private signals are real.
We can't keep our talent	Recruiting and retaining the people to do the work. We are closing skill gaps and tracking workforce readiness as a leading indicator.
The community isn't with us	Resistance to change in programs or land use. We communicate deliberately and publish a plain-language dashboard showing the return.
The organization changes too slowly	Culture and pace of change. We embed alignment in the budget process and hold quarterly leadership sessions to surface resistance.

None of these are reasons not to act. They are reasons to act with discipline.

A NOTE ON NOVEMBER

The plan and the ballot work together.

THE QUESTION COMING TO VOTERS

A tax rate rebalancing question will go before voters this November.

It does not replace the strategy in this plan. It gives the strategy room to work — more flexibility to fund the services residents depend on, and more capacity to invest in the redevelopment that strengthens the City's long-term position.

HOW THEY FIT TOGETHER

The Plan

Sets direction. Concentrates effort. Builds long-term capacity.

The Ballot Question

Gives the City near-term financial flexibility to do the work the plan requires.

SETTING REALISTIC EXPECTATIONS

The ten-year arc.

Redevelopment takes time. Downtown took nearly two decades. This plan compresses the timeline through concentration, but the trajectory still matters.

YEARS 1–2
Alignment & Quick Wins

- Designate first Economic Focus Areas
- Realign budgets to the plan
- Visible quick-win improvements
- Performance baselines set

YEARS 3–5
Redevelopment Activity

- Major public investment underway
- Private development accelerating
- Catalytic projects drawing capital
- Stabilization showing results

YEARS 6–10
Fiscal Transformation

- Sustained private investment
- Tax base diversifying
- Reserves stabilizing
- Cost growth offset by new revenue

These phases set expectations, not contractual commitments. The City will revisit them in the annual Council review.

A DECADE FROM NOW

The Garland we're building together.

01

Stronger neighborhoods

Reinvestment, property care, and renewed pride in the places that surround our commercial corridors.

02

Vibrant Focus Areas

New businesses, a wider mix of housing, visible private investment where the City has prioritized.

03

Sustained public safety

A tax base that keeps police, fire, and emergency services fully resourced under state revenue limits.

04

A more balanced tax base

More revenue from commercial activity. Less pressure on the homeowners who already live and pay here.

05

Healthier financial position

Stronger reserves, stable service levels, the flexibility to invest for the long term.

06

Stronger regional standing

A Garland that competes successfully across North Texas for investment, employers, and households.

YEAR ONE

What residents will see in the next twelve months.

Economic Focus Areas formally designated by Council.

The places where work concentrates first — selected on the record, with data behind the call.

The FY27 budget built around the plan.

Department resource requests connected to economic redevelopment, financial stewardship, and core services.

A public performance dashboard operational.

Plain-language reporting on progress — visible to residents, reviewed quarterly with Council.

Visible early improvements in Focus Areas.

Landscaping, lighting, signage, pedestrian experience, code enforcement — momentum residents can see.

THE TRANSITION

This plan shapes the budget you'll see next.

The FY27 budget we are about to discuss is the first one built around this plan.

WHAT TO LOOK FOR

Department resource requests connected to economic redevelopment, financial stewardship, or core service delivery — not prior-year allocations alone.

WHAT TO ASK

How does this department's work advance the plan? Where are the trade-offs? What's been reduced, redesigned, or held flat?

WHERE TO PUSH

If something in the budget doesn't connect to the plan, that's a fair question. The plan is the lens.

WHAT I'M ASKING OF COUNCIL

Three things today.

01

Review and provide direction on the plan as drafted.

Where do you want refinement? What's missing? What's the framing you want carried into the formal adoption discussion?

02

Prepare to designate initial Economic Focus Areas at your second June meeting.

Data and the CZB framework will support the decision. Council holds the pen.

03

Carry this conversation into your districts.

The plan succeeds when residents and businesses understand it. Your voice in the community matters more than any document we publish.

WE HAVE DONE THIS BEFORE

Ask anyone who's spent a Friday night downtown.

THE MODEL

Families on the lawn.
Live music in the air.
Every table full.
Kids running through
spaces that not long ago
sat quiet.

WHAT COMES NEXT

That transformation moved through every stage of our democratic process — Council leadership, community support, voters at the ballot box, and City staff delivering on the promise.

That is the model. We will do it again — this time across the wider city.

WE HAVE DONE IT BEFORE

We will do it again.

Council leadership. Community support. City staff delivering on the promise.

GARLAND
TEXAS MADE HERE

GARLAND
TEXAS MADE HERE

A PLAN FOR OUR NEXT DECADE

Garland *on the Rise*

Economic resilience through strategic reinvestment.

An explanation of how Garland will preserve the services residents depend on, accelerate redevelopment in the places that will lift the entire City, and strengthen the City's financial future — all while staying true to the neighborhoods we already call home.

"We have done it before. We will do it again."

THE DOWNTOWN SQUARE MODEL

10
YEAR PLAN

WHY THIS PLAN, WHY NOW

A defining decade for the *city we love.*

Garland has spent more than a century becoming what it is today: a city of neighborhoods, of families, of working people who chose to build their lives here. The work ahead is to make sure the Garland of 2036 is as livable — and as full of opportunity — as the Garland generations before us built. That work has to start now, because three pressures are shaping every decision the City makes.

7%

ANNUAL COST GROWTH

Fuel, equipment, technology, construction, and property insurance all keep getting more expensive — about 7% a year, and rising.

3.5%

ANNUAL REVENUE CAP

Texas state law limits how much the City's property tax revenue can grow each year — about half the rate at which costs are rising.

63%

FOR PUBLIC SAFETY

Nearly two-thirds of the City's day-to-day budget already pays for police, fire, and emergency response. That leaves about one-third to fund every other service residents count on.

The math is straightforward.

If costs grow faster than revenue every year, the gap compounds. Over time, that gap forces difficult choices — and we'd rather make those choices on our own terms now than be forced into harder ones later, when years of costs outrunning revenue have left fewer options on the table.

Relative to other cities in our region, Garland's commercial tax base is small. Growing it through redevelopment lets new businesses help carry the cost of City services, without leaning harder on the people who already live and pay here.

And we are largely built out.

Unlike newer suburbs, Garland can't grow its tax base by annexing land at the edges. Our future has to come from **making the land we already have more productive** — reinvesting in aging commercial corridors, revitalizing older neighborhoods, and welcoming the kind of development that strengthens the whole community.

THE CHOICE IN FRONT OF US

We can let these pressures shape Garland by accident — or we can shape Garland's response to them on purpose. This plan is how we choose the second path.

OUR STRATEGY IN PLAIN LANGUAGE

Grow the value of *what we already have.*

WHERE WE'RE HEADED

Garland will become a financially resilient, economically vibrant city that competes successfully across North Texas — by making the most of every block, corridor, and neighborhood already inside our city limits.

The big idea is simple: **we don't need a bigger Garland — we need a stronger one.** By concentrating reinvestment in places ready to grow, the value we create flows back into the budget that funds public safety, parks, libraries, and the streets we drive every day.

01	02	03	04	05
THE CONSTRAINT	**THE STRATEGY**	**FOCUS AREAS**	**HIGHER VALUE**	**STABILITY**
Costs rising 7% / Revenue capped at 3.5%	Increase productivity within existing geography	Concentrated investment & capacity	More commercial taxable value & sales tax per acre	Services sustained & financial capacity strengthened

Economic *Focus Areas.*

Because the City's resources — financial and organizational — are limited, Garland will concentrate redevelopment in a handful of designated **Economic Focus Areas**: places with the strongest potential to generate value that benefits the entire City.

Healthy commercial areas strengthen the neighborhoods around them. Stable neighborhoods, in turn, sustain the customers and confidence those corridors need. The two reinforce each other — and that's exactly the cycle this strategy is designed to start.

- **Commercial corridors** with strong redevelopment potential, where reinvestment can unlock new business activity
- **Aging retail centers** ready for repositioning
- **Strategic redevelopment districts** ready for renewed activity
- **Areas where public investment** in infrastructure can unlock private development
- **Corridor-adjacent neighborhoods** where stabilization reinforces commercial recovery

Concentration is how the strategy starts. As Focus Areas produce results, the attention and resources expand to additional neighborhoods across the City.

THE PLAN, GOAL BY GOAL

Four commitments. Built around *what matters most.*

Every part of this plan ladders up to one of four goals. Together, they tell the whole story — what we protect, where we invest, how we manage money, and how we hold ourselves accountable.

WHAT WE PROTECT

Protect Core Services

Keep the services residents count on every day strong and sustainable: police and fire, utilities and streets, parks and libraries, neighborhood services, and the workforce who delivers them all.

OUR PROMISE TO YOU

The services you count on stay strong. Public safety stays a priority. Quality of life stays a focus. Service standards stay clear.

WHAT WE BUILD

Accelerate Economic Redevelopment

Concentrate public effort and investment in a focused number of corridors and neighborhoods where it will produce the strongest returns — new businesses, more housing options, faster permitting, and visible improvements you can see.

OUR PROMISE TO YOU

Real, visible progress in the places ready to grow — and a stronger commercial tax base that does more of the work.

HOW WE FUND IT

Strengthen Financial Capacity

Spend with discipline today so the City has the strength to invest tomorrow. That means right-sizing programs, pursuing outside funding through federal, state, and private grants and partnerships, building healthy reserves, and managing debt responsibly.

OUR PROMISE TO YOU

Every dollar will be working harder — protecting reserves, generating capacity for what matters most, and easing pressure on taxpayers.

HOW WE HOLD OURSELVES ACCOUNTABLE

Align, Execute, Measure, and Communicate

Make sure the plan governs real decisions — not just sits on a shelf. Public dashboards, performance reviews, annual reports to Council, and clear communication so residents see exactly how the City is doing.

OUR PROMISE TO YOU

Transparency on results — what's working, what isn't, and how we're adjusting. You will be able to see the progress.

WHAT WON'T CHANGE

Public safety stays a top priority. Core services stay strong. Decisions stay grounded in data. The work happens with residents — not without them.

A DECADE FROM NOW

The Garland we're *building together.*

Ten years from now, success will not be measured by what's written in a plan — it will be measured in the corridors, the storefronts, the neighborhoods, and the City's ability to keep delivering for the people who live here. Garland has always been a city where neighbors look out for one another, where families pitch in, where people show up when it matters. The next decade will be no different — and the work ahead will ask all of us to bring that same Garland to the moment.

01

Stronger neighborhoods

Reinvestment, property care, and a renewed sense of pride in the places that surround our commercial corridors.

02

Vibrant Focus Areas

New businesses, a wider mix of housing options, and visible private investment in the areas the City has prioritized.

03

Sustained public safety

A tax base that keeps police, fire, and emergency services fully resourced — even under state-imposed revenue limits.

04

A more balanced tax base

More revenue from business and commercial activity, less pressure on the homeowners who already live and pay here.

05

Healthier financial position

Stronger reserves, stable service levels, and the flexibility to invest for the long term.

06

A stronger regional standing

A Garland that competes successfully across North Texas for investment, employers, and households.

WE HAVE DONE THIS BEFORE

Ask anyone who's spent a Friday night on the *Downtown Square.*

Families on the lawn. Live music in the air. Tables full. Kids running through spaces that not long ago sat quiet. That transformation moved through every stage of our local democratic process — from early Council conversations, to community input and careful evaluation, to voter approval — and when it came time to make the vision real, Garland delivered on the promise — Council, community, and City staff together.

That is the model. We will do it again — this time, across the wider city.

HOW YOU CAN HELP

This plan succeeds when residents, businesses, and the City move forward together.

Stay informed.
Watch for the public performance dashboard once it launches.

Invest in your block.
Maintained homes lift entire neighborhoods.

Engage with Council.
Share your priorities at meetings and town halls.

Spread the word.
The story of Garland's next decade is one we tell together.

GARLAND

CITY COUNCIL STAFF REPORT

9

Meeting Date: June 15, 2026

Title: Garland on the Rise 2026–2036 Strategic Plan Adoption

Submitted by: Mike Betz, City Manager

Strategic Focus Area: Future-Focused City Organization

Issue / Summary

Council is requested to consider adoption of the Garland on the Rise 2026–2036 Strategic Plan. Unless otherwise directed by Council, this item will be scheduled for formal consideration at the June 16, 2026 Regular Meeting.

Background

The Garland on the Rise 2026–2036 Strategic Plan establishes a long-term framework to guide City priorities, investments, and service delivery over the next ten years. The plan was developed to address evolving economic conditions, infrastructure needs, service expectations, and opportunities for strategic reinvestment throughout the community.

The Strategic Plan is organized around four focus areas:

1. **Strengthen Financial Capacity**
2. **Accelerate Economic Redevelopment**
3. **Protect Core Services**
4. **Align, Execute, Measure, and Communicate**

Adoption of the Strategic Plan will provide policy direction for future budgeting, operational planning, capital investments, and performance measurement initiatives. The plan serves as a roadmap for advancing the City's vision and ensuring that resources are aligned with community priorities over the next decade.

Consideration / Recommendation

Staff recommends approval of the Garland on the Rise 2026–2036 Strategic Plan.

Attachments

A. Garland_Strategic_Plan_v10-2
B. Garland_on_the_Rise_Council_Recap_June15 extra slide version
C. Garland_On_The_Rise_Community_Brochure
D. Final Strategic Plan Resolution

CITY OF GARLAND

Strategic Plan

2026 – 2036

Garland on the Rise:

Economic Resilience Through Strategic Reinvestment

Adopted [DATE] | Version 10 ***DRAFT***

INTRODUCTION

Garland is a city that has demonstrated its ability to shape its future. Over the past decade, the transformation of Downtown Garland has shown what is possible when strategic public investment, strong community support, and coordinated City leadership come together to unlock new economic opportunity. What was once underutilized space with modest economic activity is now a vibrant destination filled with activity, investment, and community life.

That success provides more than a single revitalized district—it provides a model. It shows that thoughtful planning, disciplined investment, and sustained leadership alignment can reshape places, strengthen neighborhoods, and expand economic opportunity across the City.

At the same time, that experience also offers an important lesson: meaningful redevelopment takes time. The revitalization of Downtown Garland unfolded over nearly two decades through sustained commitment, multiple public investments, and continued private participation.

Garland now faces a challenge that requires applying those same tools—but doing so with greater urgency. Cities across Texas are navigating a new fiscal environment that requires careful stewardship and intentional growth. Operating cost pressures—including employee compensation, healthcare, property insurance, supply and equipment replacement, construction inflation, and technology—are increasing at approximately 7 percent annually, while Texas Senate Bill 2 limits property tax revenue growth in the Operations and Maintenance (O&M) rate to approximately 3.5 percent per year.

In Garland, **approximately 63 percent of the City's O&M budget supports public safety**, and legal, contractual, and operational realities significantly limit the City's ability to reduce those expenditures. Under these conditions, economic redevelopment is not separate from public safety—it is the primary long-term mechanism for sustaining the financial capacity necessary to support public safety and other core services.

Because Garland is largely built out, the City cannot rely on outward expansion to generate sufficient new tax base. Instead, the City must increasingly focus on redevelopment within its existing geography—strengthening commercial corridors, revitalizing aging housing areas, and increasing the economic productivity of land already within the community. In short, Garland's long-term financial strength will come from increasing the economic productivity of land Garland already has. At the same time, Garland operates within one of the most competitive metropolitan regions in the country, where cities actively compete for private investment, employers, and residents. Strengthening the economic productivity of Garland's existing geography is therefore not only a fiscal necessity—it is essential to ensuring the City remains competitive within the broader North Texas economy.

The timeline for this work matters. While Downtown's transformation demonstrates what is possible, Garland does not have the luxury of multiple decades to reposition its economic trajectory. Strategic progress must accelerate now so that redevelopment momentum can build over the next several years and help the City avoid service limitations in the decades ahead. In a region where neighboring cities continue to attract new employers, development, and high-income households, Garland must move with urgency to strengthen its position within the North Texas marketplace.

The question facing Garland is not whether the City can shape its economic future—the Downtown experience demonstrates that it can. The question is whether Garland can apply the same focus,

discipline, and coordination across a broader set of redevelopment opportunities and do so quickly enough to strengthen the City's long-term financial capacity.

This Strategic Plan provides the framework for doing exactly that. It establishes a disciplined approach to financial stewardship, focuses redevelopment in areas capable of producing meaningful economic growth, and aligns the work of departments across the organization to ensure that the City's daily operations support its long-term economic resilience. This will require difficult decisions and sustained alignment across multiple budget cycles. The City begins this work with a clear understanding of what that means.

> ***Garland's long-term financial sustainability depends on one central strategy: increasing the economic productivity of land within the City's existing geography. This Strategic Plan aligns financial stewardship, redevelopment, and organizational execution around that single objective.***

Garland's Strategic Reality

Garland's future economic strategy is shaped by several structural realities that influence how the City must approach growth, redevelopment, and financial stewardship. These conditions are not temporary; they represent the operating environment in which the City must make long-term decisions.

Four realities in particular shape Garland's path forward:

1. Garland is largely built out.

Traditional outward expansion will not generate sufficient new tax base to address long-term fiscal pressures. Future growth will depend primarily on redevelopment within the City's existing geography.

2. Revenue growth is structurally constrained.

Garland's financial challenge is not temporary or cyclical. State law limits property tax revenue growth to approximately 3.5 percent annually while operating costs continue to rise at nearly 7 percent — a gap that compounds over time. Garland also generates significantly less revenue per resident than neighboring cities, with about $354 less per capita tax revenue than the regional average. This results in approximately $90 million annually in unrealized General Fund revenue.

3. Parts of the commercial landscape are aging or underperforming.

Several corridors and commercial areas face declining productivity, functional obsolescence, or redevelopment barriers.

4. Garland's housing market is caught in a self-reinforcing cycle of underinvestment.

Garland's 2025 Housing Study documents a self-reinforcing cycle: below-average demand, lower household incomes, deferred maintenance, and a challenging regional image each compound the others, discouraging the reinvestment that would break the pattern. This cycle will not self-correct — disrupting it is one of the primary purposes of this plan.

STRATEGIC APPROACH

Garland will address the strategic reality it faces by committing to:

- **Exercising disciplined financial stewardship**
- **Focusing redevelopment in strategic locations** based on data and adopted plans
- **Increasing economic productivity per acre** within targeted Economic Focus Areas
- **Aligning departmental work** with strategic priorities
- **Measuring outcomes** and adjusting strategy as conditions change

How This Strategy Creates Fiscal Stability



This strategy requires clear tradeoffs. Achieving long-term financial sustainability means directing the City's limited resources toward strategic priorities and core services. The City will deliberately invest in economic redevelopment and the services residents depend on most, with available resources focused where they will produce the greatest long-term benefit for the community. This is a deliberate, principled choice in service of Garland's long-term economic health.

Managing Near-Term Fiscal Pressure

Increasing economic productivity takes time. While redevelopment momentum builds, the City will maintain fiscal discipline through three ongoing practices that run parallel to and in support of the long-term strategy.

This will not be a one-time fix, but a disciplined and flexible approach:

- **Strengthen Resilience:** Financial policies and operational practices will prioritize reserves and fiscal flexibility to sustain services during economic disruption, legislative constraints, or unexpected cost pressures.
- **Core Service Prioritization:** Programs that are underutilized, obsolete or do not align with strategic priorities will be reduced or eliminated through a transparent process.
- **Resource Flexibility:** Resource deployment decisions will be evaluated and adjusted periodically based on economic conditions, market conditions, and the progress of the plan.

VISION

Garland will become a financially resilient, economically vibrant City that competes successfully within the North Texas region by maximizing economic productivity within its existing geography. This will be driven by disciplined stewardship, strategic redevelopment, and unified organizational action.

MISSION

Preserve financial capacity and drive economic redevelopment now so that the City can grow its way out of structural fiscal constraints over time.

PLAN STRUCTURE

This Strategic Plan establishes a clear framework to guide and align the City's work. The structure is designed to connect day-to-day departmental operations and resource decisions to the City's strategic priorities.

GOALS	OBJECTIVES	DEPARTMENT PLANS
Strategic direction that defines what the City must achieve.	Key operational priorities required to achieve each goal.	Identify how programs, projects, staffing capacity, and operational activities contribute to the goals and objectives of this Strategic Plan while continuing to deliver core services.

EXECUTION FRAMEWORK

This Strategic Plan is intended to guide real decisions and organizational behavior — not serve as a reference document that sits on a shelf. Consistent execution requires clear accountability, regular review, and organizational discipline sustained across budget cycles.

Goals define the long-term outcomes the City seeks to achieve. Objectives establish the ongoing operational priorities that guide decision-making and resource allocation. Department plans and performance measures will define the specific actions, milestones, and outcomes that demonstrate progress.

The City Manager's Office is responsible for overseeing implementation and ensuring that budgets, staffing decisions, and departmental plans reflect the priorities established here. Department directors are responsible for aligning their programs, personnel, and operational activities accordingly. Strategic decisions will prioritize sustained increases in demand, private investment, and long-term fiscal impact — not activity alone.

The companion *Implementation Schedule*, maintained by the City Manager's Office and reviewed annually by City Council as part of the strategic review process described in Objective 4.9, sets out the specific timing, sequencing, and milestones through which this plan is executed. The companion document is the operational instrument through which the priorities of this plan are translated into action.

The specific mechanisms for measurement, communication, performance review, and continuous improvement are established in Goal 4.

ECONOMIC FOCUS AREAS

Because Garland's resources—financial and organizational—are limited, the City will concentrate redevelopment efforts within designated Economic Focus Areas.

Economic Focus Areas are geographic areas that demonstrate strong potential to generate meaningful increases in economic productivity, attract private investment, and catalyze surrounding neighborhoods and adjacent corridors. Healthy commercial areas strengthen surrounding neighborhoods, and stable neighborhoods sustain the customer base and investment confidence that corridors need to thrive.

Economic Focus Areas may include:

- **Major commercial corridors**
- **Aging retail centers or underperforming commercial districts**
- **Strategic redevelopment districts**
- **Areas where investment in public infrastructure and amenities can catalyze private development**
- **Corridor-adjacent neighborhoods where stabilization reinforces commercial recovery**

The City will intentionally identify Economic Focus Areas to ensure that financial resources, staff capacity, and public investment remain concentrated enough to produce measurable results.

Governance of Economic Focus Areas

Economic Focus Areas will be formally designated and periodically reviewed by the City Council as part of the strategic planning and budget process. To maintain strategic discipline and avoid dilution of resources, the City will limit the number of active Economic Focus Areas at any given time and prioritize those with the highest potential for measurable economic impact. As such, selection of Economic Focus Areas merely reflects a sequencing strategy to rapidly yield economic benefit — not a judgment about the perceived importance of any particular area of the City. As Economic Focus Areas produce results and momentum builds, attention and resources will shift to non-focus areas.

Designation of Economic Focus Areas will be based on data-driven criteria, including redevelopment readiness, infrastructure capacity, market conditions, and potential return on public investment. Economic Focus Areas will be re-evaluated regularly to ensure continued alignment with market conditions and City priorities.

GOALS AND OBJECTIVES

Goal 1: Strengthen Financial Stewardship

Intent: *Build on Garland's financial discipline by strengthening, formalizing, and consistently applying resource allocation practices that preserve and expand the City's ability to invest in long-term economic resilience. This requires building fiscal resilience through financial policies and operational practices that generate operating savings, strengthen reserves, and maintain fiscal flexibility—ensuring the City can withstand economic disruption, legislative constraints, and unexpected expenditure pressures while continuing to advance its strategic priorities.*

Objectives

1.1 Budget to Achieve Strategy

Continue strengthening the alignment of annual budgets with strategic priorities, ensuring resource decisions increasingly reflect economic redevelopment, financial stewardship, and core service delivery rather than historical spending patterns alone. Require departments to support resource requests based on contribution to economic redevelopment, financial stewardship, and core service delivery—not prior-year allocations. As part of each annual budget cycle, the City Manager's Office will work with directors to assess how their department's programs and activities align with the City's strategic priorities and community expectations. Programs with strong alignment will be resourced accordingly.

1.2 Align Staff Capacity to Strategic Priorities

Further align personnel time and departmental capacity toward designated Economic Focus Areas and the initiatives that most directly advance the City's strategic priorities. Department heads are responsible for ensuring staff time and resources are directed toward strategic priorities, not legacy operational patterns.

1.3 Evaluate and Realign Department Programs

Conduct a formal review of all departmental programs to identify fiscal savings, eliminate redundancies, and reprioritize lower-impact activities — generating budget capacity that can be directed toward economic redevelopment and core service priorities.

1.4 Build Legislative Resilience

Build the organizational capacity to monitor, anticipate, and absorb legislative changes that could further constrain municipal revenue or expand unfunded obligations, ensuring the City can adapt quickly without compromising redevelopment momentum or core service delivery.

1.5 Generate Strategic Financial Capacity

Expand efforts to identify and capture operational efficiencies, cost savings, and revenue improvements that free up financial capacity for strategic investment. Examine procurement practices, vendor relationships, and service delivery models as sources of recurring savings. Redirect realized capacity toward economic redevelopment priorities and other initiatives that strengthen the City's long-term fiscal position.

1.6 Build Fiscal Resilience

Strengthen financial policies and reserve levels that protect the City's ability to sustain services and continue strategic investment during economic downturns, unexpected cost pressures, or periods of reduced revenue.

1.7 Leverage External Funding

Expand the City's financial capacity by pursuing federal and state grants, county funding, and regional partnerships in a coordinated, strategic way. The City Manager's Office will lead a cross-departmental grants strategy that matches external funding opportunities to designated Economic Focus Areas — with this adopted plan serving as a foundational document for grant applications requiring a demonstrated long-term economic strategy.

1.8 Cultivate Strategic Partner Contributions

Actively engage contractors and commercial partners who have a stake in Garland's success as voluntary contributors to redevelopment and neighborhood revitalization. This may include in-kind design work or reduced-rate services from professional firms, and materials or community investment from retail anchors near Economic Focus Areas.

1.9 Manage Debt and Capital Financing Responsibly

Continue to ensure the City's use of debt financing, tax increment tools, and other capital mechanisms are governed by clear policies that protect long-term fiscal flexibility, define appropriate thresholds for obligation, and require projected return analysis before commitment.

Goal 2: Accelerate Economic Redevelopment

Intent: *Build on Garland's existing redevelopment efforts by more intentionally concentrating public investment, operational focus, and private development activity within targeted Economic Focus Areas capable of producing meaningful increases in taxable value and economic productivity. This includes investments in placemaking, public realm design, and community identity that enhance desirability and attract sustained private investment. The long-term goal is to create sustained market demand that exceeds available supply, driving private investment and increasing economic productivity over time.*

Objectives

2.1 Concentrate Resources in Economic Focus Areas

Use data and market analysis to designate a limited number of Economic Focus Areas with the greatest potential for taxable value growth and private investment. Concentrate financial resources, staff capacity, incentives, and public investment within those areas — maintaining enough focus to produce measurable results rather than diffusing effort across the City. This concentration of resources will be a sequencing strategy rather than a judgment about the perceived importance of any particular area of the City.

2.2 Drive Catalytic Redevelopment

Further target public investment and incentives toward locations within Economic Focus Areas where City action can unlock private development. Identify a catalytic project or investment sequence for each designated Economic Focus Area, with defined success indicators to measure private market response. The authorization and evaluation framework for these investments is established in Objective 2.10.

2.3 Promote Housing Diversity

Promote a diversity of housing types and price points within Economic Focus Areas, with particular emphasis on higher-amenity multifamily, townhome, and condominium options that Garland currently lacks. Attracting households with the income and willingness to invest in these product types generates the retail demand, property values, and tax base the City needs to sustain core services. Housing diversity criteria, including target product types and income mix, will be incorporated into each Economic Focus Area designation and planning process.

2.4 Stabilize Surrounding Neighborhoods

Strengthen residential areas surrounding Economic Focus Areas through coordinated code enforcement, neighborhood vitality initiatives, and targeted infrastructure improvements. The approach in each neighborhood will be guided by local conditions — starting with the basics of safety, maintenance, and property standards, then building toward broader reinvestment as neighborhoods grow stronger. Each designated Economic Focus Area plan will include a neighborhood stabilization component with progress tracked through code enforcement activity, infrastructure investment, and property condition indicators.

2.5 Streamline Development Processes

Reduce unnecessary complexity and accelerate project timelines within Economic Focus Areas by simplifying procedures, coordinating departmental reviews, and enabling faster decision-making.

2.6 Ensure Development Consistency and Predictability

Apply development regulations, permitting requirements, and enforcement practices consistently and transparently so that investors and developers can reliably anticipate timelines, requirements, and outcomes.

2.7 Invest Capital Strategically in Focus Areas

Direct public investments such as infrastructure, streetscape, and amenities into Economic Focus Areas to signal commitment and stimulate private development. Capital decisions will be guided by expected leverage and evaluated based on strategic impact, including fiscal return, market response, and contribution to long-term redevelopment goals, without requiring precise financial forecasting or delaying project delivery. While some investments, particularly placemaking and public realm improvements, may not produce immediate measurable financial return, they are essential to building market confidence and long-term demand. Investment decisions will be considered at both the project and portfolio level, and completed projects will inform future investment decisions.

2.8 Deliver Early Corridor Improvements

Implement visible short-term improvements within Economic Focus Areas, including placemaking elements such as landscaping, lighting, public art, signage, and pedestrian experience improvements, along with corridor maintenance and targeted code enforcement, to build confidence among residents, investors, and businesses and demonstrate the City’s commitment to each Economic Focus Area.

2.9 Deploy City-Owned Land Strategically

Use City-owned property as a redevelopment tool within Economic Focus Areas. Acquire, hold, and dispose of land in ways that attract private investment and increase long-term taxable value. Land acquisition and disposition decisions will be governed by Council-approved policies and aligned with adopted Economic Focus Area plans. This objective establishes strategic intent, not procedural requirements.

2.10 Govern Investment Decisions by Return and Catalytic Value

Establish a clear framework for evaluating and authorizing public investments based on their expected contribution to fiscal sustainability. Most investments will be evaluated primarily on fiscal return, including taxable value generated, private capital leveraged, and breakeven timelines. In some cases, however, the most important role a public investment can play is building market confidence in a corridor or neighborhood where private investors are unlikely to act first. These market-signaling investments are sometimes necessary to break the cycle of underinvestment and demonstrate the City's commitment before private dollars will follow. Where an investment serves this purpose rather than producing a direct fiscal return, it must include a clear statement of the intended market effect and define indicators for evaluating whether that effect was achieved. Given the City's limited resources, market-signaling investments will be used sparingly and with full accountability for results.

Goal 3: Protect Core Services

Intent: *Ensure the City continues to sustain and strengthen the core services residents rely on for safety, quality of life, and community well-being—including public safety, infrastructure, utilities, parks, libraries, cultural amenities, and neighborhood services—while maintaining service levels that are financially sustainable and aligned with long-term economic resilience. Core services will be preserved in a manner that supports, rather than competes with, the City's ability to invest in economic redevelopment and financial capacity. Service levels may be redesigned to ensure long-term financial sustainability while maintaining core service delivery.*

Objectives

3.1 Define Core Services

Clearly define the core services that residents expect the City to provide — including public safety, infrastructure, utilities, parks and recreation, libraries, cultural amenities, and neighborhood services — while identifying services that are legally required or necessary for continuity of government. This definition will serve as the foundation for service-level decisions, budget prioritization, and program realignment across the organization.

3.2 Protect Public Safety Capacity

Maintain operational readiness of police, fire, emergency management, and other critical response capabilities.

3.3 Maintain Core Infrastructure Services

Maintain the reliability and long-term functionality of essential infrastructure systems, including water, wastewater, electric, transportation, streets, and stormwater management.

3.4 Sustain Community Quality-of-Life Services

Sustain parks, libraries, cultural amenities, recreation programs, and neighborhood services that contribute to community identity, resident well-being, and the quality of life that attracts and retains households and investment.

3.5 Establish and Maintain Service Level Standards

Define the standard at which each core service will be delivered and document those standards as the baseline for budget decisions, service redesign, and performance reporting. Where service levels must be adjusted due to fiscal constraints, ensure those adjustments are deliberate, Council-approved, and transparently communicated to the community.

3.6 Build Workforce Capacity and Sustainability

Recognize that the City's ability to deliver on every commitment in this plan depends on the talent, skill, and dedication of its people. Attract, retain, and develop well-trained staff through competitive compensation and benefits, supportive work environments, and workforce planning that sustains the operational capacity required to deliver core services. As this plan introduces new and evolving work, workforce development must include building the skills needed for this plan to be successful.

Identify skill gaps relative to strategic plan priorities and establish targeted training pathways to close them.

3.7 Ensure Continuity of Operations and Resilience

Maintain continuity of operations plans, staffing redundancy, and emergency preparedness capabilities necessary to sustain City services during disasters, major disruptions, or economic shocks.

Goal 4: Align, Execute, Measure, and Communicate

Intent: *Ensure this Strategic Plan governs real decisions and produces measurable results by aligning governance, departmental execution, performance measurement, and strategic communication across the organization and community with discipline, focus, and sustained urgency.*

Objectives

4.1 Align the Organization Around Shared Priorities

Establish economic redevelopment as a shared responsibility across all departments. Build a coordinated framework that aligns departmental plans with Economic Focus Areas and clarifies decision-making authority and sequencing. Eliminate silos and redundant administrative tasks that consume staff capacity without advancing the City's strategic priorities.

4.2 Integrate the Strategic Plan into Governance and Resource Decisions

Formally embed this Strategic Plan as the governing framework for the annual budget cycle, Capital Improvement Program (CIP) planning, and major policy decisions. Where Objective 1.1 addresses how individual department budgets are built from strategic priorities, this objective ensures the plan governs decisions at the organizational level — not dependent on any individual leader's attention or initiative.

The companion *Implementation Schedule* serves as the operational instrument through which this governance occurs, translating the priorities of this plan into specific milestones, sequencing, and accountabilities that are reviewed and updated annually.

4.3 Develop and Execute a Targeted Communications Strategy

Develop and execute a time-sensitive communications work plan tailored to distinct audiences, including Council, City staff, investors, and the public. Ensure the messaging, cadence, and tone are precisely calibrated to get the right message to the right group in the right way.

4.4 Engage Stakeholder Action

Actively engage City staff, residents, and investors as participants in advancing redevelopment priorities and strengthening neighborhood stability.

4.5 Measure Market Momentum

Establish and track baseline and directional targets for early indicators such as developer inquiries, leases, sales tax revenues, permitting activity, reinvestment levels, and private capital commitments. These indicators directly measure progress on Goal 2 objectives, particularly 2.1 (Economic Focus Area designation and private activity), 2.2 (catalytic investment response), and 2.5–2.6 (development process performance).

4.6 Measure Fiscal Impact

Establish and track baseline and directional targets for long-term indicators including economic productivity per acre, sales tax growth, private dollars leveraged per public dollar, and breakeven

timelines for public investments. These indicators measure the cumulative fiscal outcomes of Goal 2 activity, particularly the disciplined capital investment framework in Objective 2.7 and the land deployment strategy in Objective 2.9.

4.7 Build Data-Driven Decision Capacity

Expand and enhance dashboards and analytics that provide clear visibility into Economic Focus Area performance, enabling data-informed operational management and strategic investment decisions. Data-driven does not mean every department has the same analytical capability. It means that decisions at every level are informed by the best available evidence. The City Manager's Office will collaborate with departments to ensure that data is available for strategic decision-making and that departments with limited internal capacity are not disadvantaged in the planning and budget process.

4.8 Evaluate Redevelopment Performance

Evaluate completed and in-progress redevelopment projects based on private dollars leveraged per public dollar, breakeven timelines, and long-term fiscal impact. Use these results to refine investment strategy and guide future redevelopment decisions.

4.9 Maintain Continuous Review

Maintain strategic focus through a structured review process. Conduct quarterly performance reviews with department directors to assess progress, identify problems early, and adjust tactics as needed. Conduct an annual review with City Council to evaluate overall plan performance and make deliberate decisions about priorities, Economic Focus Areas, and sequencing.

As part of the annual review, City Council will acknowledge or adjust the companion *Implementation Schedule* for the coming year, including timing, sequencing, and milestones for the implementation of this plan. Document and communicate the outcomes of each annual review to staff and the community.

IMPLEMENTATION PHASING

Economic redevelopment takes time. The Downtown Garland transformation unfolded over nearly two decades. This plan aims to produce meaningful results within a decade through more concentrated effort—but it requires realistic expectations about what happens when. The following phasing framework describes the intended trajectory of outcomes over the plan period.

#	PERIOD	FOCUS	INDICATORS OF SUCCESS
1	**Years 1–2: Alignment & Quick Wins**	Formally designate initial Economic Focus Areas. Launch program evaluations and budget realignment. Establish performance baselines. Implement development process improvements. Execute visible quick wins in Economic Focus Areas. Build organizational capacity in redevelopment disciplines. Launch coordinated grants strategy and identify external funding opportunities aligned with Economic Focus Areas. Initiate outreach to contractor, engineering, and commercial anchor partners regarding voluntary community investment contributions.	Economic Focus Areas designated. Performance dashboard operational. Development cycle times improving. Quick-win improvements visible in Economic Focus Areas. Departmental budgets and plans aligned to strategic priorities. First coordinated grant applications submitted. Partner contribution agreements documented.
2	**Years 3–5: Redevelopment Activity**	Major public investments underway in designated Economic Focus Areas. Private development activity accelerating. Catalytic projects attracting private capital. Neighborhood stabilization programs producing measurable results. Land assembly completed for priority sites.	Measurable increase in developer inquiries, permits, and private capital in Economic Focus Areas. Economic productivity per acre rising. First catalytic projects delivering taxable value. Market confidence in Economic Focus Areas demonstrably improved.
3	**Years 6–10: Fiscal Transformation**	Sustained private investment and rising taxable values producing meaningful fiscal impact. Tax base diversifying. General Fund reserve levels stabilizing. Operating cost growth offset by expanding revenue base. Long-term financial capacity strengthened.	Economic productivity per acre significantly higher than baseline in Economic Focus Areas. Sales tax growth outpacing Citywide average in Economic Focus Areas. General Fund reserve levels meeting policy targets. Services sustained without structural budget shortfalls.

These phases are intended to set realistic expectations, not as contractual commitments. Progress will be assessed through the quarterly performance review process, and the phasing framework will be revisited as part of the annual Council strategic review.

KEY RISKS AND CONSIDERATIONS

Successful implementation of this Strategic Plan depends on several external and internal factors. The following risks represent conditions that could affect the pace, scope, or outcomes of this plan, and that the City will monitor and actively manage.

RISK	MITIGATION STRATEGY
Legislative changes that further constrain municipal revenue or expand the scope of unfunded mandates	Maintain a legislative monitoring function within the City Manager's Office and update financial scenario models annually to model the impact of potential legislative changes on service levels and redevelopment capacity.
Market conditions affecting private development activity, investor confidence, or demand for redevelopment in targeted areas	Maintain regular market analysis of each Economic Focus Area and adjust investment sequencing and incentive structures as conditions change. Avoid overcommitting public resources to a single corridor before private market signals are confirmed.
Workforce capacity and the City's ability to recruit and retain the talent necessary to execute this plan	Execute the workforce capacity and skill realignment work described in Objective 3.6 — identifying gaps relative to strategic plan execution, building targeted training and development pathways, and ensuring the organization has the capacity needed to deliver on its redevelopment priorities. Track workforce readiness as a leading indicator in the performance dashboard.
Community alignment with redevelopment priorities and the potential for resistance to change in programs, services, or land use patterns	Execute the targeted communication workplan in Objective 4.3, including a public-facing 'Garland on the Rise' performance dashboard that shows residents the return on public investment in each Economic Focus Area in plain language.

RISK	MITIGATION STRATEGY
Organizational capacity and the pace of culture change required to shift departmental mindsets and operational practices toward strategic priorities	Embed strategic alignment reviews in the annual budget process (Objective 1.1) and hold quarterly leadership sessions to assess execution gaps, surface resistance, and recalibrate department plans as needed.

The City will monitor these risks and adjust strategy as necessary to maintain progress toward long-term financial resilience. Risk monitoring will be incorporated into the quarterly performance review process described in the Execution Framework.

WHAT SUCCESS LOOKS LIKE

Over the next decade, successful implementation of this Strategic Plan will produce measurable changes in Garland's economic and fiscal position. Indicators of success will include:

Increased private investment in targeted Economic Focus Areas, demonstrating renewed market confidence in key commercial areas.

Revitalization of neighborhoods surrounding strategic commercial areas, reflected through property reinvestment and strengthened neighborhood stability.

Higher economic productivity per acre in Economic Focus Areas, measured through increases in taxable value, sales tax generation, and commercial activity.

Sustained funding capacity for public safety and core services, even within the structural revenue constraints created by state law.

A stronger and more resilient municipal financial position, reflected in healthy reserves, stable service levels, and the City's ability to continue strategic public investments.

A more balanced tax base, with a larger share of City revenue generated by business activity and commercial development rather than residential property alone.

Stronger regional economic position, demonstrated by Garland's increasing ability to attract business investment, redevelopment capital, and households compared with peer cities across the North Texas region.

CONCLUSION

Under Senate Bill 2 constraints, and structural cost pressures of approximately 7 percent annually, Garland cannot rely on incremental growth to maintain service levels. The City must intentionally increase economic productivity within its existing geography.

This Strategic Plan provides a management framework to preserve financial capacity, focus redevelopment strategically, measure outcomes transparently, and grow the City's tax base over time.

But plans do not transform cities—people do. What is possible here is not theoretical. On any given Friday evening in the Downtown Square, you can see it: a thriving economic area with families on the lawn, live music in the air, every table full, kids running through spaces that not long ago sat quiet and underused. That transformation moved through every stage of our local democratic process—from early Council conversations about revitalization, to the Bond Study Committee's careful evaluation, to the voters' approval at the ballot box—and when it came time to make the vision real, City staff delivered on the promise.

That is the model. And it is proof that when Council leadership, community support, and City staff work together, Garland moves forward.

Success will require the same discipline, coordination, and sustained leadership alignment that built our square—applied now across the broader challenge of repositioning this City's economic future.

We have done it before. We will do it again.

APPENDICES

The following appendices contain operational detail designed to support plan implementation. They are intended primarily for department directors, budget staff, and City Manager's Office use.

APPENDIX A: PLAN SUMMARY

PLAN SUMMARY

The following summary provides a high-level view of this Strategic Plan.

Primary Strategy: Increase economic productivity within existing geography
Core Focus: Targeted redevelopment in Economic Focus Areas
Key Constraint: Revenue growth limited by state law while costs increase by approximately 7 percent annually, creating a structural gap the City must close
Organizational Focus: Align resources, staffing, and budgets with redevelopment priorities
Outcome: Strengthened financial capacity to sustain core services and public safety

APPENDIX B: STRATEGIC CHOICES

STRATEGIC CHOICES

This plan makes deliberate choices about where Garland will—and will not—direct its limited resources. These choices are not incidental to the plan. They are the plan. This strategy will require difficult decisions and sustained alignment across multiple budget cycles.

1

Garland will prioritize targeted redevelopment over equal geographic distribution of investment.

Resources—financial and organizational—will be concentrated in designated Economic Focus Areas based on data and projected return, not geographic equity. Not every corridor or neighborhood will receive the same level of investment at the same time.

2

Garland will reduce or eliminate programs that do not contribute to economic productivity or core services.

Programs that cannot demonstrate alignment with strategic priorities will be candidates for redesign, reduction, or sunset. This is a deliberate reallocation—not a default response to budget pressure.

3

The City will prioritize investment sequencing based on strategic impact, recognizing that not all areas will receive the same level of investment at the same time.

The City will direct its limited organizational capacity toward the highest-return opportunities, as diffusing effort across too many priorities undermines the ability to produce meaningful results anywhere. This reflects a deliberate sequencing strategy — not a perceived judgment about any part of the community. As Economic Focus Areas produce results and momentum builds, attention and resources will expand to additional areas across the City.

4

Garland will accept near-term service adjustments to achieve long-term fiscal sustainability.

Service levels may be redesigned to ensure long-term financial sustainability while maintaining core service delivery. Protecting the long-term ability to fund services may require recalibrating how some are delivered in the near term.

5	**Garland will make redevelopment investment decisions based on data and projected return, not political geography.** Economic Focus Area designations and capital investment decisions will follow a data-driven process approved by City Council. The criteria are public and consistent. Individual project advocacy will not substitute for demonstrated fiscal return.

APPENDIX C: WHAT CHANGES NOW

WHAT CHANGES NOW

This plan takes effect immediately upon adoption. The following changes describe how the City will operate differently as the plan is implemented. Department directors are accountable for these shifts.

The specific timing, sequencing, and milestones for these changes are set out in the companion *Implementation Schedule*, which is maintained by the City Manager's Office and reviewed annually by City Council as part of the strategic review process described in Objective 4.9. The companion document is the operational complement to this Strategic Plan and may be adjusted year over year as conditions, capacity, and progress warrant — without amending the underlying strategic framework.

→

The City Manager will recommend initial Economic Focus Areas to City Council.

The formal designation process for initial Economic Focus Areas will begin immediately upon adoption, drawing on existing data from the Comprehensive Plan, housing studies, and economic analysis. Council designation is required before focus-area-specific investment and staffing commitments are made. Each designated Economic Focus Area will be accompanied by an area-specific action plan developed by the City Manager's Office in coordination with relevant departments, detailing priorities, investments, and departmental roles.

→

Budgets will be aligned with strategy, not driven by prior-year spending.

Departments will connect their resource requests to economic redevelopment, financial stewardship, or core service delivery — ensuring budget decisions reflect where the City is going, not just where it has been. Prior-year allocations provide a useful starting point, but alignment with strategic priorities will be the primary lens for budget review. The City Manager's Office will issue updated budget guidance reflecting these expectations upon plan adoption. This expectation applies fully beginning with the first full budget cycle following plan adoption; where the current cycle is already in progress, departments are expected to apply this framework to the extent practicable.

→

Departments will assess how their programs align with the City's strategic priorities.

Each department will conduct a structured program alignment review that maps existing work to the goals of economic redevelopment, core service delivery, and fiscal stewardship. The review will begin with collaborative idea sessions led by the City Manager's Office and culminate in preliminary departmental recommendations submitted in advance of the next full budget cycle. Programs with limited strategic alignment will be

identified for further discussion, with the City Manager's Office working collaboratively with departments to explore redesign, consolidation, or reprioritization where appropriate.

→

Staff time will be reallocated toward designated Economic Focus Areas.

Department plans will reflect how personnel capacity supports designated Economic Focus Areas. Reallocation will follow the sequencing of Economic Focus Area designation and the subsequent development of area-specific action plans, recognizing that the resource needs of each Economic Focus Area become clear only as portfolio work begins. Staff deployment to Economic Focus Areas will be coordinated through the City Manager's Office as part of the broader alignment process.

→

Development processes will be streamlined and made more consistent.

The City will establish baseline cycle-time measurements for permitting and plan review and set improvement targets, with the goal of measurably faster and more predictable development outcomes. Objective 2.5 addresses process speed and complexity; Objective 2.6 addresses consistency and predictability for investors and developers.

→

Performance dashboards will be developed to support quarterly review.

The City Manager's Office will establish baseline measurements for Key Citywide Metrics and develop a performance dashboard to support strategic plan review. Dashboard development will begin in the early months following adoption, with substantial completion sufficient to support a full review cadence achieved within the first year. Quarterly performance reviews with department directors will commence in conjunction with the substantial completion of the dashboard, ensuring those reviews are anchored in shared data rather than disparate reporting.

APPENDIX D: KEY CITYWIDE METRICS

KEY CITYWIDE METRICS

The following metrics are the primary indicators by which the City will measure progress on this Strategic Plan. Baselines will be established for each metric and reported publicly through the performance dashboard. The cadence for baseline establishment, dashboard development, and Council review is set out in the companion *Implementation Schedule*.

METRIC	DEFINITION	LINKED GOAL
Economic Productivity per Acre	**Primary Measure:** Total assessed taxable value (property) within a defined area, divided by the total parcel acreage of that area. **Supplementary Measure:** Sales tax revenue generated within a corridor or Economic Focus Area, divided by the corridor's total acreage. (Reported at the corridor level, as sales tax is not tracked per parcel.) **Tracking Frequency:** Annually, with baseline values established for each designated Economic Focus Area at the time of formal designation. Year-over-year change will be reported as part of the regular performance dashboard cadence.	*Goals 1, 2*
Net New Taxable Value	Year-over-year increase in assessed value in Economic Focus Areas	*Goal 2*
Private $ Leveraged per Public $	Private capital per dollar of public investment in Economic Focus Areas	*Goals 1, 2*
Sales Tax Growth (Economic Focus Areas)	Year-over-year sales tax change within designated Economic Focus Areas	*Goal 2*
Permitting Cycle Time	Avg. calendar days from complete application to permit issuance	*Goal 2*
General Fund Reserve Level	Unassigned GF balance as % of annual operating expenditures	*Goal 1*
Workforce Readiness	% of departments with completed skill gap assessments and training plans	*Goal 3*

Note on Net Fiscal Impact: *Where data is available, productivity analysis will be supplemented by service cost comparisons to assess net fiscal impact—recognizing that high taxable value per acre has limited long-term benefit if the cost to service that area exceeds the revenue it generates.*

GARLAND

TEXAS MADE HERE

A PLAN FOR OUR NEXT DECADE

Garland *on the Rise*

Economic resilience through strategic reinvestment.

Council Work Session · Recap & Discussion · Monday, June 15, 2026

10 YEAR PLAN

A defining decade for the city we love.

7%

ANNUAL COST GROWTH

Fuel, equipment, technology, construction, and insurance keep getting more expensive, about 7% a year.

3.5%

ANNUAL REVENUE CAP

Texas state law limits how much the City's property tax revenue can grow each year, about half the rate costs are rising.

63%

FOR PUBLIC SAFETY

Nearly two-thirds of the day-to-day budget pays for police, fire, and emergency response.

$90M

Garland collects about $354 less per resident each year than the regional average. That adds up to roughly $90 million a year, and it is the opportunity this plan is built to capture.

The math is straightforward. When costs outrun revenue year after year, the gap compounds. Because Garland is largely built out, we cannot close it by expanding outward. Our future has to come from making the land we already have more productive.

We can let these pressures shape Garland by accident.

Or we can forge our own path and shape Garland's response to them on purpose.

This plan is how we choose the second path.

Grow the value of what we already have.

We don't need a bigger Garland.

We need a stronger one.

By concentrating reinvestment in places ready to grow, the value we create flows back into the budget that funds public safety, parks, libraries, and the streets we drive every day.

WHERE WE'RE HEADED

Garland will become a financially resilient, economically vibrant city that competes successfully across North Texas — by making the most of every block, corridor, and neighborhood already inside our city limits.

THE PLAN, GOAL BY GOAL

Four commitments.
Built around what matters most.

WHAT WE PROTECT

Keep the everyday services residents count on strong and sustainable: police and fire, streets and utilities, parks and libraries.

WHAT WE BUILD

Concentrate investment in the corridors and neighborhoods ready to grow, building a stronger commercial tax base.

HOW WE FUND IT

Spend with discipline, pursue grants, build reserves, and manage debt so the City can invest for the long term.

HOW WE STAY ACCOUNTABLE

Public dashboards, quarterly performance reviews, and an annual Council review so the plan governs real decisions.

The Garland we're building together.

01

Stronger neighborhoods

Reinvestment, property care, and renewed pride in the places that surround our commercial corridors.

02

Vibrant Focus Areas

New businesses, a wider mix of housing, visible private investment where the City has prioritized.

03

Sustained public safety

A tax base that keeps police, fire, and emergency services fully resourced under state revenue limits.

04

A more balanced tax base

More revenue from commercial activity. Less pressure on the homeowners who already live and pay here.

05

Healthier financial position

Stronger reserves, stable service levels, the flexibility to invest for the long term.

06

Stronger regional standing

A Garland that competes successfully across North Texas for investment, employers, and households.

The land we choose to keep makes the rest worth more.

Scarcity can be an asset.

If we use it on purpose.

Our housing consultants made a point worth carrying forward, and Council raised it on June 6: in a built-out city, the open and green spaces we deliberately keep make the land around them more valuable. A clean, green lot or a protected square can become an “ATM” for the blocks beside it, lifting the value of everything we develop nearby. Surrounding cities will pave over everything. If we don’t, the market comes to us.

WHAT WE’D ADD TO THE PLAN

New Objective 2.11 — Strategic Open Space as a Value-Creating Asset

Where keeping or improving an open space will raise the value and redevelopment potential of nearby property, the City treats it as a redevelopment asset, not an opportunity lost.

Selective and data-driven, applied where it strengthens a Focus Area — never a blanket limit on development.

Measured under Objective 4.6.

Your final questions tonight. Adoption on June 16.

01

Ask your questions tonight.

This is your time. Where do you want refinement before adoption? What is missing? What framing do you want carried forward?

02

Adopt the plan on June 16.

The plan is ready. Adoption sets direction, anchors the first plan-aligned budget, and clears the way to designate the first Economic Focus Areas.

03

Carry this conversation into your districts.

The plan succeeds when residents and businesses understand it. Your voice in the community matters more than any document we publish.

Ask anyone who's spent a Friday night downtown.

THE MODEL

Families on the lawn.
Live music in the air.
Every table full.
Kids running through
spaces that not long ago
sat quiet.

WHAT COMES NEXT

That transformation moved through every stage of our democratic process — Council leadership, community support, voters at the ballot box, and City staff delivering on the promise.

That is the model. We will do it again — this time across the wider city.



It will take all of us. Council leadership. Our community. The City staff who serve here. Let's do this, and a generation from now, Garland will look back and know:

The rise *began with us.*

GARLAND
TEXAS MADE HERE

GARLAND
TEXAS MADE HERE

A PLAN FOR OUR NEXT DECADE

Garland *on the Rise*

Economic resilience through strategic reinvestment.

An explanation of how Garland will preserve the services residents depend on, accelerate redevelopment in the places that will lift the entire City, and strengthen the City's financial future — all while staying true to the neighborhoods we already call home.

"We have done it before. We will do it again."

THE DOWNTOWN SQUARE MODEL

10
YEAR PLAN

WHY THIS PLAN, WHY NOW

A defining decade for the *city we love.*

Garland has spent more than a century becoming what it is today: a city of neighborhoods, of families, of working people who chose to build their lives here. The work ahead is to make sure the Garland of 2036 is as livable — and as full of opportunity — as the Garland generations before us built. That work has to start now, because three pressures are shaping every decision the City makes.

7%

ANNUAL COST GROWTH

Fuel, equipment, technology, construction, and property insurance all keep getting more expensive — about 7% a year, and rising.

3.5%

ANNUAL REVENUE CAP

Texas state law limits how much the City's property tax revenue can grow each year — about half the rate at which costs are rising.

63%

FOR PUBLIC SAFETY

Nearly two-thirds of the City's day-to-day budget already pays for police, fire, and emergency response. That leaves about one-third to fund every other service residents count on.

The math is straightforward.

If costs grow faster than revenue every year, the gap compounds. Over time, that gap forces difficult choices — and we'd rather make those choices on our own terms now than be forced into harder ones later, when years of costs outrunning revenue have left fewer options on the table.

Relative to other cities in our region, Garland's commercial tax base is small. Growing it through redevelopment lets new businesses help carry the cost of City services, without leaning harder on the people who already live and pay here.

And we are largely built out.

Unlike newer suburbs, Garland can't grow its tax base by annexing land at the edges. Our future has to come from **making the land we already have more productive** — reinvesting in aging commercial corridors, revitalizing older neighborhoods, and welcoming the kind of development that strengthens the whole community.

THE CHOICE IN FRONT OF US

We can let these pressures shape Garland by accident — or we can shape Garland's response to them on purpose. This plan is how we choose the second path.

OUR STRATEGY IN PLAIN LANGUAGE

Grow the value of *what we already have.*

WHERE WE'RE HEADED

Garland will become a financially resilient, economically vibrant city that competes successfully across North Texas — by making the most of every block, corridor, and neighborhood already inside our city limits.

The big idea is simple: **we don't need a bigger Garland — we need a stronger one.** By concentrating reinvestment in places ready to grow, the value we create flows back into the budget that funds public safety, parks, libraries, and the streets we drive every day.

01	02	03	04	05
THE CONSTRAINT	**THE STRATEGY**	**FOCUS AREAS**	**HIGHER VALUE**	**STABILITY**
Costs rising 7% / Revenue capped at 3.5%	Increase productivity within existing geography	Concentrated investment & capacity	More commercial taxable value & sales tax per acre	Services sustained & financial capacity strengthened

Economic *Focus Areas.*

Because the City's resources — financial and organizational — are limited, Garland will concentrate redevelopment in a handful of designated **Economic Focus Areas**: places with the strongest potential to generate value that benefits the entire City.

Healthy commercial areas strengthen the neighborhoods around them. Stable neighborhoods, in turn, sustain the customers and confidence those corridors need. The two reinforce each other — and that's exactly the cycle this strategy is designed to start.

- **Commercial corridors** with strong redevelopment potential, where reinvestment can unlock new business activity
- **Aging retail centers** ready for repositioning
- **Strategic redevelopment districts** ready for renewed activity
- **Areas where public investment** in infrastructure can unlock private development
- **Corridor-adjacent neighborhoods** where stabilization reinforces commercial recovery

Concentration is how the strategy starts. As Focus Areas produce results, the attention and resources expand to additional neighborhoods across the City.

THE PLAN, GOAL BY GOAL

Four commitments. Built around *what matters most.*

Every part of this plan ladders up to one of four goals. Together, they tell the whole story — what we protect, where we invest, how we manage money, and how we hold ourselves accountable.

WHAT WE PROTECT

Protect Core Services

Keep the services residents count on every day strong and sustainable: police and fire, utilities and streets, parks and libraries, neighborhood services, and the workforce who delivers them all.

OUR PROMISE TO YOU

The services you count on stay strong. Public safety stays a priority. Quality of life stays a focus. Service standards stay clear.

WHAT WE BUILD

Accelerate Economic Redevelopment

Concentrate public effort and investment in a focused number of corridors and neighborhoods where it will produce the strongest returns — new businesses, more housing options, faster permitting, and visible improvements you can see.

OUR PROMISE TO YOU

Real, visible progress in the places ready to grow — and a stronger commercial tax base that does more of the work.

HOW WE FUND IT

Strengthen Financial Capacity

Spend with discipline today so the City has the strength to invest tomorrow. That means right-sizing programs, pursuing outside funding through federal, state, and private grants and partnerships, building healthy reserves, and managing debt responsibly.

OUR PROMISE TO YOU

Every dollar will be working harder — protecting reserves, generating capacity for what matters most, and easing pressure on taxpayers.

HOW WE HOLD OURSELVES ACCOUNTABLE

Align, Execute, Measure, and Communicate

Make sure the plan governs real decisions — not just sits on a shelf. Public dashboards, performance reviews, annual reports to Council, and clear communication so residents see exactly how the City is doing.

OUR PROMISE TO YOU

Transparency on results — what's working, what isn't, and how we're adjusting. You will be able to see the progress.

WHAT WON'T CHANGE

Public safety stays a top priority. Core services stay strong. Decisions stay grounded in data. The work happens with residents — not without them.

A DECADE FROM NOW

The Garland we're *building together.*

Ten years from now, success will not be measured by what's written in a plan — it will be measured in the corridors, the storefronts, the neighborhoods, and the City's ability to keep delivering for the people who live here. Garland has always been a city where neighbors look out for one another, where families pitch in, where people show up when it matters. The next decade will be no different — and the work ahead will ask all of us to bring that same Garland to the moment.

01

Stronger neighborhoods

Reinvestment, property care, and a renewed sense of pride in the places that surround our commercial corridors.

02

Vibrant Focus Areas

New businesses, a wider mix of housing options, and visible private investment in the areas the City has prioritized.

03

Sustained public safety

A tax base that keeps police, fire, and emergency services fully resourced — even under state-imposed revenue limits.

04

A more balanced tax base

More revenue from business and commercial activity, less pressure on the homeowners who already live and pay here.

05

Healthier financial position

Stronger reserves, stable service levels, and the flexibility to invest for the long term.

06

A stronger regional standing

A Garland that competes successfully across North Texas for investment, employers, and households.

WE HAVE DONE THIS BEFORE

Ask anyone who's spent a Friday night on the *Downtown Square.*

Families on the lawn. Live music in the air. Tables full. Kids running through spaces that not long ago sat quiet. That transformation moved through every stage of our local democratic process — from early Council conversations, to community input and careful evaluation, to voter approval — and when it came time to make the vision real, Garland delivered on the promise — Council, community, and City staff together.

That is the model. We will do it again — this time, across the wider city.

HOW YOU CAN HELP

This plan succeeds when residents, businesses, and the City move forward together.

Stay informed.
Watch for the public performance dashboard once it launches.

Invest in your block.
Maintained homes lift entire neighborhoods.

Engage with Council.
Share your priorities at meetings and town halls.

Spread the word.
The story of Garland's next decade is one we tell together.

RESOLUTION NO. _____

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GARLAND, TEXAS, ADOPTING THE CITY OF GARLAND STRATEGIC PLAN 2026-2036, ENTITLED "GARLAND ON THE RISE: ECONOMIC RESILIENCE THROUGH STRATEGIC REINVESTMENT," ATTACHED HERETO AS EXHIBIT "A"; ESTABLISHING THE PLAN AS THE CITY'S LONG-TERM STRATEGIC POLICY FRAMEWORK; DIRECTING IMPLEMENTATION OF THE PLAN THROUGH THE ANNUAL BUDGET, CAPITAL IMPROVEMENT PROGRAM, DEPARTMENTAL PLANNING, AND PERFORMANCE MANAGEMENT PROCESSES; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City Council of the City of Garland recognizes its responsibility to ensure the long-term financial sustainability, economic vitality, and quality of life of the community; and

WHEREAS, the City of Garland is substantially built out and must increasingly rely upon redevelopment, reinvestment, and the increased economic productivity of land within its existing geography to sustain long-term fiscal health and competitiveness; and

WHEREAS, the City faces ongoing fiscal challenges resulting from operating costs that continue to rise faster than municipal revenue growth permitted under state law; and

WHEREAS, the Strategic Plan entitled "Garland on the Rise: Economic Resilience Through Strategic Reinvestment" establishes a ten-year vision, mission, goals, objectives, implementation framework, and performance management structure designed to strengthen financial stewardship, accelerate economic redevelopment, protect core services, and align organizational resources with strategic priorities (hereinafter, the "Strategic Plan"); and

WHEREAS, the Strategic Plan establishes a framework for the identification and designation of Economic Focus Areas where public investment, organizational capacity,

redevelopment efforts, and strategic partnerships may be concentrated to maximize economic impact and private investment; and

WHEREAS, the Strategic Plan further establishes a framework for performance measurement, accountability, annual review, and continuous improvement to ensure that strategic priorities guide City decision-making and resource allocation over time; and

WHEREAS, the City Council finds that adoption of the Strategic Plan is in the best interest of the citizens of Garland and will provide a long-term framework for strengthening economic resilience, preserving financial capacity, protecting core services, and enhancing Garland's competitive position within the North Texas region; and

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

Section 1

The City of Garland Strategic Plan 2026-2036, entitled "Garland on the Rise: Economic Resilience Through Strategic Reinvestment," attached hereto as Exhibit "A" and incorporated herein for all purposes, is hereby approved and adopted as the City's official strategic planning framework.

Section 2

The Strategic Plan shall serve as the City's guiding policy framework for long-range planning, budget development, capital investment prioritization, economic redevelopment initiatives, organizational alignment, performance management, and strategic decision-making.

Section 3

The City Manager is directed to implement the Strategic Plan through annual budget recommendations, departmental planning efforts, capital improvement programming,

performance measurement systems, redevelopment initiatives, and other administrative actions necessary to advance the goals and objectives contained therein.

Section 4

The City Manager shall maintain and periodically update the companion Implementation Schedule referenced in the Strategic Plan and shall provide periodic implementation updates to the City Council regarding progress toward achieving the Plan’s goals and objectives.

Section 5

The City Council shall review the Strategic Plan and Implementation Schedule on at least an annual basis and may modify priorities, implementation sequencing, Economic Focus Area designations, or other strategic elements as deemed appropriate.

Section 6

Nothing in this Resolution or Exhibit “A” shall be construed to appropriate funds, authorize specific capital projects, approve Economic Focus Area designations, approve development agreements, approve incentive agreements, amend zoning regulations, or commit the City to any future expenditure except as may be separately approved by the City Council through future budgetary, policy, legislative, or contractual actions.

Section 7

This Resolution shall become effective immediately upon its adoption.

PASSED AND APPROVED this ____ day of _____, 2026.

CITY OF GARLAND, TEXAS

_____

Mayor

ATTEST:

_____

City Secretary

EXHIBIT "A"

CITY OF GARLAND STRATEGIC PLAN 2026-2036
Garland on the Rise: Economic Resilience Through Strategic Reinvestment

(Attach Strategic Plan document in its entirety.)

CITY OF GARLAND

Strategic Plan

2026 – 2036

Garland on the Rise:

Economic Resilience Through Strategic Reinvestment

Adopted [DATE] | Version 10 ***DRAFT***

INTRODUCTION

Garland is a city that has demonstrated its ability to shape its future. Over the past decade, the transformation of Downtown Garland has shown what is possible when strategic public investment, strong community support, and coordinated City leadership come together to unlock new economic opportunity. What was once underutilized space with modest economic activity is now a vibrant destination filled with activity, investment, and community life.

That success provides more than a single revitalized district—it provides a model. It shows that thoughtful planning, disciplined investment, and sustained leadership alignment can reshape places, strengthen neighborhoods, and expand economic opportunity across the City.

At the same time, that experience also offers an important lesson: meaningful redevelopment takes time. The revitalization of Downtown Garland unfolded over nearly two decades through sustained commitment, multiple public investments, and continued private participation.

Garland now faces a challenge that requires applying those same tools—but doing so with greater urgency. Cities across Texas are navigating a new fiscal environment that requires careful stewardship and intentional growth. Operating cost pressures—including employee compensation, healthcare, property insurance, supply and equipment replacement, construction inflation, and technology—are increasing at approximately 7 percent annually, while Texas Senate Bill 2 limits property tax revenue growth in the Operations and Maintenance (O&M) rate to approximately 3.5 percent per year.

In Garland, **approximately 63 percent of the City's O&M budget supports public safety**, and legal, contractual, and operational realities significantly limit the City's ability to reduce those expenditures. Under these conditions, economic redevelopment is not separate from public safety—it is the primary long-term mechanism for sustaining the financial capacity necessary to support public safety and other core services.

Because Garland is largely built out, the City cannot rely on outward expansion to generate sufficient new tax base. Instead, the City must increasingly focus on redevelopment within its existing geography—strengthening commercial corridors, revitalizing aging housing areas, and increasing the economic productivity of land already within the community. In short, Garland's long-term financial strength will come from increasing the economic productivity of land Garland already has. At the same time, Garland operates within one of the most competitive metropolitan regions in the country, where cities actively compete for private investment, employers, and residents. Strengthening the economic productivity of Garland's existing geography is therefore not only a fiscal necessity—it is essential to ensuring the City remains competitive within the broader North Texas economy.

The timeline for this work matters. While Downtown's transformation demonstrates what is possible, Garland does not have the luxury of multiple decades to reposition its economic trajectory. Strategic progress must accelerate now so that redevelopment momentum can build over the next several years and help the City avoid service limitations in the decades ahead. In a region where neighboring cities continue to attract new employers, development, and high-income households, Garland must move with urgency to strengthen its position within the North Texas marketplace.

The question facing Garland is not whether the City can shape its economic future—the Downtown experience demonstrates that it can. The question is whether Garland can apply the same focus,

discipline, and coordination across a broader set of redevelopment opportunities and do so quickly enough to strengthen the City's long-term financial capacity.

This Strategic Plan provides the framework for doing exactly that. It establishes a disciplined approach to financial stewardship, focuses redevelopment in areas capable of producing meaningful economic growth, and aligns the work of departments across the organization to ensure that the City's daily operations support its long-term economic resilience. This will require difficult decisions and sustained alignment across multiple budget cycles. The City begins this work with a clear understanding of what that means.

> ***Garland's long-term financial sustainability depends on one central strategy: increasing the economic productivity of land within the City's existing geography. This Strategic Plan aligns financial stewardship, redevelopment, and organizational execution around that single objective.***

Garland's Strategic Reality

Garland's future economic strategy is shaped by several structural realities that influence how the City must approach growth, redevelopment, and financial stewardship. These conditions are not temporary; they represent the operating environment in which the City must make long-term decisions.

Four realities in particular shape Garland's path forward:

1. Garland is largely built out.

Traditional outward expansion will not generate sufficient new tax base to address long-term fiscal pressures. Future growth will depend primarily on redevelopment within the City's existing geography.

2. Revenue growth is structurally constrained.

Garland's financial challenge is not temporary or cyclical. State law limits property tax revenue growth to approximately 3.5 percent annually while operating costs continue to rise at nearly 7 percent — a gap that compounds over time. Garland also generates significantly less revenue per resident than neighboring cities, with about $354 less per capita tax revenue than the regional average. This results in approximately $90 million annually in unrealized General Fund revenue.

3. Parts of the commercial landscape are aging or underperforming.

Several corridors and commercial areas face declining productivity, functional obsolescence, or redevelopment barriers.

4. Garland's housing market is caught in a self-reinforcing cycle of underinvestment.

Garland's 2025 Housing Study documents a self-reinforcing cycle: below-average demand, lower household incomes, deferred maintenance, and a challenging regional image each compound the others, discouraging the reinvestment that would break the pattern. This cycle will not self-correct — disrupting it is one of the primary purposes of this plan.

STRATEGIC APPROACH

Garland will address the strategic reality it faces by committing to:

- **Exercising disciplined financial stewardship**
- **Focusing redevelopment in strategic locations** based on data and adopted plans
- **Increasing economic productivity per acre** within targeted Economic Focus Areas
- **Aligning departmental work** with strategic priorities
- **Measuring outcomes** and adjusting strategy as conditions change

How This Strategy Creates Fiscal Stability



This strategy requires clear tradeoffs. Achieving long-term financial sustainability means directing the City's limited resources toward strategic priorities and core services. The City will deliberately invest in economic redevelopment and the services residents depend on most, with available resources focused where they will produce the greatest long-term benefit for the community. This is a deliberate, principled choice in service of Garland's long-term economic health.

Managing Near-Term Fiscal Pressure

Increasing economic productivity takes time. While redevelopment momentum builds, the City will maintain fiscal discipline through three ongoing practices that run parallel to and in support of the long-term strategy.

This will not be a one-time fix, but a disciplined and flexible approach:

- **Strengthen Resilience:** Financial policies and operational practices will prioritize reserves and fiscal flexibility to sustain services during economic disruption, legislative constraints, or unexpected cost pressures.
- **Core Service Prioritization:** Programs that are underutilized, obsolete or do not align with strategic priorities will be reduced or eliminated through a transparent process.
- **Resource Flexibility:** Resource deployment decisions will be evaluated and adjusted periodically based on economic conditions, market conditions, and the progress of the plan.

VISION

Garland will become a financially resilient, economically vibrant City that competes successfully within the North Texas region by maximizing economic productivity within its existing geography. This will be driven by disciplined stewardship, strategic redevelopment, and unified organizational action.

MISSION

Preserve financial capacity and drive economic redevelopment now so that the City can grow its way out of structural fiscal constraints over time.

PLAN STRUCTURE

This Strategic Plan establishes a clear framework to guide and align the City's work. The structure is designed to connect day-to-day departmental operations and resource decisions to the City's strategic priorities.

GOALS	OBJECTIVES	DEPARTMENT PLANS
Strategic direction that defines what the City must achieve.	Key operational priorities required to achieve each goal.	Identify how programs, projects, staffing capacity, and operational activities contribute to the goals and objectives of this Strategic Plan while continuing to deliver core services.

EXECUTION FRAMEWORK

This Strategic Plan is intended to guide real decisions and organizational behavior — not serve as a reference document that sits on a shelf. Consistent execution requires clear accountability, regular review, and organizational discipline sustained across budget cycles.

Goals define the long-term outcomes the City seeks to achieve. Objectives establish the ongoing operational priorities that guide decision-making and resource allocation. Department plans and performance measures will define the specific actions, milestones, and outcomes that demonstrate progress.

The City Manager's Office is responsible for overseeing implementation and ensuring that budgets, staffing decisions, and departmental plans reflect the priorities established here. Department directors are responsible for aligning their programs, personnel, and operational activities accordingly. Strategic decisions will prioritize sustained increases in demand, private investment, and long-term fiscal impact — not activity alone.

The companion *Implementation Schedule*, maintained by the City Manager's Office and reviewed annually by City Council as part of the strategic review process described in Objective 4.9, sets out the specific timing, sequencing, and milestones through which this plan is executed. The companion document is the operational instrument through which the priorities of this plan are translated into action.

The specific mechanisms for measurement, communication, performance review, and continuous improvement are established in Goal 4.

ECONOMIC FOCUS AREAS

Because Garland's resources—financial and organizational—are limited, the City will concentrate redevelopment efforts within designated Economic Focus Areas.

Economic Focus Areas are geographic areas that demonstrate strong potential to generate meaningful increases in economic productivity, attract private investment, and catalyze surrounding neighborhoods and adjacent corridors. Healthy commercial areas strengthen surrounding neighborhoods, and stable neighborhoods sustain the customer base and investment confidence that corridors need to thrive.

Economic Focus Areas may include:

- **Major commercial corridors**
- **Aging retail centers or underperforming commercial districts**
- **Strategic redevelopment districts**
- **Areas where investment in public infrastructure and amenities can catalyze private development**
- **Corridor-adjacent neighborhoods where stabilization reinforces commercial recovery**

The City will intentionally identify Economic Focus Areas to ensure that financial resources, staff capacity, and public investment remain concentrated enough to produce measurable results.

Governance of Economic Focus Areas

Economic Focus Areas will be formally designated and periodically reviewed by the City Council as part of the strategic planning and budget process. To maintain strategic discipline and avoid dilution of resources, the City will limit the number of active Economic Focus Areas at any given time and prioritize those with the highest potential for measurable economic impact. As such, selection of Economic Focus Areas merely reflects a sequencing strategy to rapidly yield economic benefit — not a judgment about the perceived importance of any particular area of the City. As Economic Focus Areas produce results and momentum builds, attention and resources will shift to non-focus areas.

Designation of Economic Focus Areas will be based on data-driven criteria, including redevelopment readiness, infrastructure capacity, market conditions, and potential return on public investment. Economic Focus Areas will be re-evaluated regularly to ensure continued alignment with market conditions and City priorities.

GOALS AND OBJECTIVES

Goal 1: Strengthen Financial Stewardship

Intent: *Build on Garland's financial discipline by strengthening, formalizing, and consistently applying resource allocation practices that preserve and expand the City's ability to invest in long-term economic resilience. This requires building fiscal resilience through financial policies and operational practices that generate operating savings, strengthen reserves, and maintain fiscal flexibility—ensuring the City can withstand economic disruption, legislative constraints, and unexpected expenditure pressures while continuing to advance its strategic priorities.*

Objectives

1.1 Budget to Achieve Strategy

Continue strengthening the alignment of annual budgets with strategic priorities, ensuring resource decisions increasingly reflect economic redevelopment, financial stewardship, and core service delivery rather than historical spending patterns alone. Require departments to support resource requests based on contribution to economic redevelopment, financial stewardship, and core service delivery—not prior-year allocations. As part of each annual budget cycle, the City Manager's Office will work with directors to assess how their department's programs and activities align with the City's strategic priorities and community expectations. Programs with strong alignment will be resourced accordingly.

1.2 Align Staff Capacity to Strategic Priorities

Further align personnel time and departmental capacity toward designated Economic Focus Areas and the initiatives that most directly advance the City's strategic priorities. Department heads are responsible for ensuring staff time and resources are directed toward strategic priorities, not legacy operational patterns.

1.3 Evaluate and Realign Department Programs

Conduct a formal review of all departmental programs to identify fiscal savings, eliminate redundancies, and reprioritize lower-impact activities — generating budget capacity that can be directed toward economic redevelopment and core service priorities.

1.4 Build Legislative Resilience

Build the organizational capacity to monitor, anticipate, and absorb legislative changes that could further constrain municipal revenue or expand unfunded obligations, ensuring the City can adapt quickly without compromising redevelopment momentum or core service delivery.

1.5 Generate Strategic Financial Capacity

Expand efforts to identify and capture operational efficiencies, cost savings, and revenue improvements that free up financial capacity for strategic investment. Examine procurement practices, vendor relationships, and service delivery models as sources of recurring savings. Redirect realized capacity toward economic redevelopment priorities and other initiatives that strengthen the City's long-term fiscal position.

1.6 Build Fiscal Resilience

Strengthen financial policies and reserve levels that protect the City's ability to sustain services and continue strategic investment during economic downturns, unexpected cost pressures, or periods of reduced revenue.

1.7 Leverage External Funding

Expand the City's financial capacity by pursuing federal and state grants, county funding, and regional partnerships in a coordinated, strategic way. The City Manager's Office will lead a cross-departmental grants strategy that matches external funding opportunities to designated Economic Focus Areas — with this adopted plan serving as a foundational document for grant applications requiring a demonstrated long-term economic strategy.

1.8 Cultivate Strategic Partner Contributions

Actively engage contractors and commercial partners who have a stake in Garland's success as voluntary contributors to redevelopment and neighborhood revitalization. This may include in-kind design work or reduced-rate services from professional firms, and materials or community investment from retail anchors near Economic Focus Areas.

1.9 Manage Debt and Capital Financing Responsibly

Continue to ensure the City's use of debt financing, tax increment tools, and other capital mechanisms are governed by clear policies that protect long-term fiscal flexibility, define appropriate thresholds for obligation, and require projected return analysis before commitment.

Goal 2: Accelerate Economic Redevelopment

Intent: *Build on Garland's existing redevelopment efforts by more intentionally concentrating public investment, operational focus, and private development activity within targeted Economic Focus Areas capable of producing meaningful increases in taxable value and economic productivity. This includes investments in placemaking, public realm design, and community identity that enhance desirability and attract sustained private investment. The long-term goal is to create sustained market demand that exceeds available supply, driving private investment and increasing economic productivity over time.*

Objectives

2.1 Concentrate Resources in Economic Focus Areas

Use data and market analysis to designate a limited number of Economic Focus Areas with the greatest potential for taxable value growth and private investment. Concentrate financial resources, staff capacity, incentives, and public investment within those areas — maintaining enough focus to produce measurable results rather than diffusing effort across the City. This concentration of resources will be a sequencing strategy rather than a judgment about the perceived importance of any particular area of the City.

2.2 Drive Catalytic Redevelopment

Further target public investment and incentives toward locations within Economic Focus Areas where City action can unlock private development. Identify a catalytic project or investment sequence for each designated Economic Focus Area, with defined success indicators to measure private market response. The authorization and evaluation framework for these investments is established in Objective 2.10.

2.3 Promote Housing Diversity

Promote a diversity of housing types and price points within Economic Focus Areas, with particular emphasis on higher-amenity multifamily, townhome, and condominium options that Garland currently lacks. Attracting households with the income and willingness to invest in these product types generates the retail demand, property values, and tax base the City needs to sustain core services. Housing diversity criteria, including target product types and income mix, will be incorporated into each Economic Focus Area designation and planning process.

2.4 Stabilize Surrounding Neighborhoods

Strengthen residential areas surrounding Economic Focus Areas through coordinated code enforcement, neighborhood vitality initiatives, and targeted infrastructure improvements. The approach in each neighborhood will be guided by local conditions — starting with the basics of safety, maintenance, and property standards, then building toward broader reinvestment as neighborhoods grow stronger. Each designated Economic Focus Area plan will include a neighborhood stabilization component with progress tracked through code enforcement activity, infrastructure investment, and property condition indicators.

2.5 Streamline Development Processes

Reduce unnecessary complexity and accelerate project timelines within Economic Focus Areas by simplifying procedures, coordinating departmental reviews, and enabling faster decision-making.

2.6 Ensure Development Consistency and Predictability

Apply development regulations, permitting requirements, and enforcement practices consistently and transparently so that investors and developers can reliably anticipate timelines, requirements, and outcomes.

2.7 Invest Capital Strategically in Focus Areas

Direct public investments such as infrastructure, streetscape, and amenities into Economic Focus Areas to signal commitment and stimulate private development. Capital decisions will be guided by expected leverage and evaluated based on strategic impact, including fiscal return, market response, and contribution to long-term redevelopment goals, without requiring precise financial forecasting or delaying project delivery. While some investments, particularly placemaking and public realm improvements, may not produce immediate measurable financial return, they are essential to building market confidence and long-term demand. Investment decisions will be considered at both the project and portfolio level, and completed projects will inform future investment decisions.

2.8 Deliver Early Corridor Improvements

Implement visible short-term improvements within Economic Focus Areas, including placemaking elements such as landscaping, lighting, public art, signage, and pedestrian experience improvements, along with corridor maintenance and targeted code enforcement, to build confidence among residents, investors, and businesses and demonstrate the City’s commitment to each Economic Focus Area.

2.9 Deploy City-Owned Land Strategically

Use City-owned property as a redevelopment tool within Economic Focus Areas. Acquire, hold, and dispose of land in ways that attract private investment and increase long-term taxable value. Land acquisition and disposition decisions will be governed by Council-approved policies and aligned with adopted Economic Focus Area plans. This objective establishes strategic intent, not procedural requirements.

2.10 Govern Investment Decisions by Return and Catalytic Value

Establish a clear framework for evaluating and authorizing public investments based on their expected contribution to fiscal sustainability. Most investments will be evaluated primarily on fiscal return, including taxable value generated, private capital leveraged, and breakeven timelines. In some cases, however, the most important role a public investment can play is building market confidence in a corridor or neighborhood where private investors are unlikely to act first. These market-signaling investments are sometimes necessary to break the cycle of underinvestment and demonstrate the City's commitment before private dollars will follow. Where an investment serves this purpose rather than producing a direct fiscal return, it must include a clear statement of the intended market effect and define indicators for evaluating whether that effect was achieved. Given the City's limited resources, market-signaling investments will be used sparingly and with full accountability for results.

Goal 3: Protect Core Services

Intent: *Ensure the City continues to sustain and strengthen the core services residents rely on for safety, quality of life, and community well-being—including public safety, infrastructure, utilities, parks, libraries, cultural amenities, and neighborhood services—while maintaining service levels that are financially sustainable and aligned with long-term economic resilience. Core services will be preserved in a manner that supports, rather than competes with, the City's ability to invest in economic redevelopment and financial capacity. Service levels may be redesigned to ensure long-term financial sustainability while maintaining core service delivery.*

Objectives

3.1 Define Core Services

Clearly define the core services that residents expect the City to provide — including public safety, infrastructure, utilities, parks and recreation, libraries, cultural amenities, and neighborhood services — while identifying services that are legally required or necessary for continuity of government. This definition will serve as the foundation for service-level decisions, budget prioritization, and program realignment across the organization.

3.2 Protect Public Safety Capacity

Maintain operational readiness of police, fire, emergency management, and other critical response capabilities.

3.3 Maintain Core Infrastructure Services

Maintain the reliability and long-term functionality of essential infrastructure systems, including water, wastewater, electric, transportation, streets, and stormwater management.

3.4 Sustain Community Quality-of-Life Services

Sustain parks, libraries, cultural amenities, recreation programs, and neighborhood services that contribute to community identity, resident well-being, and the quality of life that attracts and retains households and investment.

3.5 Establish and Maintain Service Level Standards

Define the standard at which each core service will be delivered and document those standards as the baseline for budget decisions, service redesign, and performance reporting. Where service levels must be adjusted due to fiscal constraints, ensure those adjustments are deliberate, Council-approved, and transparently communicated to the community.

3.6 Build Workforce Capacity and Sustainability

Recognize that the City's ability to deliver on every commitment in this plan depends on the talent, skill, and dedication of its people. Attract, retain, and develop well-trained staff through competitive compensation and benefits, supportive work environments, and workforce planning that sustains the operational capacity required to deliver core services. As this plan introduces new and evolving work, workforce development must include building the skills needed for this plan to be successful.

Identify skill gaps relative to strategic plan priorities and establish targeted training pathways to close them.

3.7 Ensure Continuity of Operations and Resilience

Maintain continuity of operations plans, staffing redundancy, and emergency preparedness capabilities necessary to sustain City services during disasters, major disruptions, or economic shocks.

Goal 4: Align, Execute, Measure, and Communicate

Intent: *Ensure this Strategic Plan governs real decisions and produces measurable results by aligning governance, departmental execution, performance measurement, and strategic communication across the organization and community with discipline, focus, and sustained urgency.*

Objectives

4.1 Align the Organization Around Shared Priorities

Establish economic redevelopment as a shared responsibility across all departments. Build a coordinated framework that aligns departmental plans with Economic Focus Areas and clarifies decision-making authority and sequencing. Eliminate silos and redundant administrative tasks that consume staff capacity without advancing the City's strategic priorities.

4.2 Integrate the Strategic Plan into Governance and Resource Decisions

Formally embed this Strategic Plan as the governing framework for the annual budget cycle, Capital Improvement Program (CIP) planning, and major policy decisions. Where Objective 1.1 addresses how individual department budgets are built from strategic priorities, this objective ensures the plan governs decisions at the organizational level — not dependent on any individual leader's attention or initiative.

The companion *Implementation Schedule* serves as the operational instrument through which this governance occurs, translating the priorities of this plan into specific milestones, sequencing, and accountabilities that are reviewed and updated annually.

4.3 Develop and Execute a Targeted Communications Strategy

Develop and execute a time-sensitive communications work plan tailored to distinct audiences, including Council, City staff, investors, and the public. Ensure the messaging, cadence, and tone are precisely calibrated to get the right message to the right group in the right way.

4.4 Engage Stakeholder Action

Actively engage City staff, residents, and investors as participants in advancing redevelopment priorities and strengthening neighborhood stability.

4.5 Measure Market Momentum

Establish and track baseline and directional targets for early indicators such as developer inquiries, leases, sales tax revenues, permitting activity, reinvestment levels, and private capital commitments. These indicators directly measure progress on Goal 2 objectives, particularly 2.1 (Economic Focus Area designation and private activity), 2.2 (catalytic investment response), and 2.5–2.6 (development process performance).

4.6 Measure Fiscal Impact

Establish and track baseline and directional targets for long-term indicators including economic productivity per acre, sales tax growth, private dollars leveraged per public dollar, and breakeven

timelines for public investments. These indicators measure the cumulative fiscal outcomes of Goal 2 activity, particularly the disciplined capital investment framework in Objective 2.7 and the land deployment strategy in Objective 2.9.

4.7 Build Data-Driven Decision Capacity

Expand and enhance dashboards and analytics that provide clear visibility into Economic Focus Area performance, enabling data-informed operational management and strategic investment decisions. Data-driven does not mean every department has the same analytical capability. It means that decisions at every level are informed by the best available evidence. The City Manager's Office will collaborate with departments to ensure that data is available for strategic decision-making and that departments with limited internal capacity are not disadvantaged in the planning and budget process.

4.8 Evaluate Redevelopment Performance

Evaluate completed and in-progress redevelopment projects based on private dollars leveraged per public dollar, breakeven timelines, and long-term fiscal impact. Use these results to refine investment strategy and guide future redevelopment decisions.

4.9 Maintain Continuous Review

Maintain strategic focus through a structured review process. Conduct quarterly performance reviews with department directors to assess progress, identify problems early, and adjust tactics as needed. Conduct an annual review with City Council to evaluate overall plan performance and make deliberate decisions about priorities, Economic Focus Areas, and sequencing.

As part of the annual review, City Council will acknowledge or adjust the companion *Implementation Schedule* for the coming year, including timing, sequencing, and milestones for the implementation of this plan. Document and communicate the outcomes of each annual review to staff and the community.

IMPLEMENTATION PHASING

Economic redevelopment takes time. The Downtown Garland transformation unfolded over nearly two decades. This plan aims to produce meaningful results within a decade through more concentrated effort—but it requires realistic expectations about what happens when. The following phasing framework describes the intended trajectory of outcomes over the plan period.

#	PERIOD	FOCUS	INDICATORS OF SUCCESS
1	**Years 1–2: Alignment & Quick Wins**	Formally designate initial Economic Focus Areas. Launch program evaluations and budget realignment. Establish performance baselines. Implement development process improvements. Execute visible quick wins in Economic Focus Areas. Build organizational capacity in redevelopment disciplines. Launch coordinated grants strategy and identify external funding opportunities aligned with Economic Focus Areas. Initiate outreach to contractor, engineering, and commercial anchor partners regarding voluntary community investment contributions.	Economic Focus Areas designated. Performance dashboard operational. Development cycle times improving. Quick-win improvements visible in Economic Focus Areas. Departmental budgets and plans aligned to strategic priorities. First coordinated grant applications submitted. Partner contribution agreements documented.
2	**Years 3–5: Redevelopment Activity**	Major public investments underway in designated Economic Focus Areas. Private development activity accelerating. Catalytic projects attracting private capital. Neighborhood stabilization programs producing measurable results. Land assembly completed for priority sites.	Measurable increase in developer inquiries, permits, and private capital in Economic Focus Areas. Economic productivity per acre rising. First catalytic projects delivering taxable value. Market confidence in Economic Focus Areas demonstrably improved.
3	**Years 6–10: Fiscal Transformation**	Sustained private investment and rising taxable values producing meaningful fiscal impact. Tax base diversifying. General Fund reserve levels stabilizing. Operating cost growth offset by expanding revenue base. Long-term financial capacity strengthened.	Economic productivity per acre significantly higher than baseline in Economic Focus Areas. Sales tax growth outpacing Citywide average in Economic Focus Areas. General Fund reserve levels meeting policy targets. Services sustained without structural budget shortfalls.

These phases are intended to set realistic expectations, not as contractual commitments. Progress will be assessed through the quarterly performance review process, and the phasing framework will be revisited as part of the annual Council strategic review.

KEY RISKS AND CONSIDERATIONS

Successful implementation of this Strategic Plan depends on several external and internal factors. The following risks represent conditions that could affect the pace, scope, or outcomes of this plan, and that the City will monitor and actively manage.

RISK	MITIGATION STRATEGY
Legislative changes that further constrain municipal revenue or expand the scope of unfunded mandates	Maintain a legislative monitoring function within the City Manager's Office and update financial scenario models annually to model the impact of potential legislative changes on service levels and redevelopment capacity.
Market conditions affecting private development activity, investor confidence, or demand for redevelopment in targeted areas	Maintain regular market analysis of each Economic Focus Area and adjust investment sequencing and incentive structures as conditions change. Avoid overcommitting public resources to a single corridor before private market signals are confirmed.
Workforce capacity and the City's ability to recruit and retain the talent necessary to execute this plan	Execute the workforce capacity and skill realignment work described in Objective 3.6 — identifying gaps relative to strategic plan execution, building targeted training and development pathways, and ensuring the organization has the capacity needed to deliver on its redevelopment priorities. Track workforce readiness as a leading indicator in the performance dashboard.
Community alignment with redevelopment priorities and the potential for resistance to change in programs, services, or land use patterns	Execute the targeted communication workplan in Objective 4.3, including a public-facing 'Garland on the Rise' performance dashboard that shows residents the return on public investment in each Economic Focus Area in plain language.

RISK	MITIGATION STRATEGY
Organizational capacity and the pace of culture change required to shift departmental mindsets and operational practices toward strategic priorities	Embed strategic alignment reviews in the annual budget process (Objective 1.1) and hold quarterly leadership sessions to assess execution gaps, surface resistance, and recalibrate department plans as needed.

The City will monitor these risks and adjust strategy as necessary to maintain progress toward long-term financial resilience. Risk monitoring will be incorporated into the quarterly performance review process described in the Execution Framework.

WHAT SUCCESS LOOKS LIKE

Over the next decade, successful implementation of this Strategic Plan will produce measurable changes in Garland's economic and fiscal position. Indicators of success will include:

Increased private investment in targeted Economic Focus Areas, demonstrating renewed market confidence in key commercial areas.

Revitalization of neighborhoods surrounding strategic commercial areas, reflected through property reinvestment and strengthened neighborhood stability.

Higher economic productivity per acre in Economic Focus Areas, measured through increases in taxable value, sales tax generation, and commercial activity.

Sustained funding capacity for public safety and core services, even within the structural revenue constraints created by state law.

A stronger and more resilient municipal financial position, reflected in healthy reserves, stable service levels, and the City's ability to continue strategic public investments.

A more balanced tax base, with a larger share of City revenue generated by business activity and commercial development rather than residential property alone.

Stronger regional economic position, demonstrated by Garland's increasing ability to attract business investment, redevelopment capital, and households compared with peer cities across the North Texas region.

CONCLUSION

Under Senate Bill 2 constraints, and structural cost pressures of approximately 7 percent annually, Garland cannot rely on incremental growth to maintain service levels. The City must intentionally increase economic productivity within its existing geography.

This Strategic Plan provides a management framework to preserve financial capacity, focus redevelopment strategically, measure outcomes transparently, and grow the City's tax base over time.

But plans do not transform cities—people do. What is possible here is not theoretical. On any given Friday evening in the Downtown Square, you can see it: a thriving economic area with families on the lawn, live music in the air, every table full, kids running through spaces that not long ago sat quiet and underused. That transformation moved through every stage of our local democratic process—from early Council conversations about revitalization, to the Bond Study Committee's careful evaluation, to the voters' approval at the ballot box—and when it came time to make the vision real, City staff delivered on the promise.

That is the model. And it is proof that when Council leadership, community support, and City staff work together, Garland moves forward.

Success will require the same discipline, coordination, and sustained leadership alignment that built our square—applied now across the broader challenge of repositioning this City's economic future.

We have done it before. We will do it again.

APPENDICES

The following appendices contain operational detail designed to support plan implementation. They are intended primarily for department directors, budget staff, and City Manager's Office use.

APPENDIX A: PLAN SUMMARY

PLAN SUMMARY

The following summary provides a high-level view of this Strategic Plan.

Primary Strategy: Increase economic productivity within existing geography
Core Focus: Targeted redevelopment in Economic Focus Areas
Key Constraint: Revenue growth limited by state law while costs increase by approximately 7 percent annually, creating a structural gap the City must close
Organizational Focus: Align resources, staffing, and budgets with redevelopment priorities
Outcome: Strengthened financial capacity to sustain core services and public safety

APPENDIX B: STRATEGIC CHOICES

STRATEGIC CHOICES

This plan makes deliberate choices about where Garland will—and will not—direct its limited resources. These choices are not incidental to the plan. They are the plan. This strategy will require difficult decisions and sustained alignment across multiple budget cycles.

1

Garland will prioritize targeted redevelopment over equal geographic distribution of investment.

Resources—financial and organizational—will be concentrated in designated Economic Focus Areas based on data and projected return, not geographic equity. Not every corridor or neighborhood will receive the same level of investment at the same time.

2

Garland will reduce or eliminate programs that do not contribute to economic productivity or core services.

Programs that cannot demonstrate alignment with strategic priorities will be candidates for redesign, reduction, or sunset. This is a deliberate reallocation—not a default response to budget pressure.

3

The City will prioritize investment sequencing based on strategic impact, recognizing that not all areas will receive the same level of investment at the same time.

The City will direct its limited organizational capacity toward the highest-return opportunities, as diffusing effort across too many priorities undermines the ability to produce meaningful results anywhere. This reflects a deliberate sequencing strategy — not a perceived judgment about any part of the community. As Economic Focus Areas produce results and momentum builds, attention and resources will expand to additional areas across the City.

4

Garland will accept near-term service adjustments to achieve long-term fiscal sustainability.

Service levels may be redesigned to ensure long-term financial sustainability while maintaining core service delivery. Protecting the long-term ability to fund services may require recalibrating how some are delivered in the near term.

5	**Garland will make redevelopment investment decisions based on data and projected return, not political geography.** Economic Focus Area designations and capital investment decisions will follow a data-driven process approved by City Council. The criteria are public and consistent. Individual project advocacy will not substitute for demonstrated fiscal return.

APPENDIX C: WHAT CHANGES NOW

WHAT CHANGES NOW

This plan takes effect immediately upon adoption. The following changes describe how the City will operate differently as the plan is implemented. Department directors are accountable for these shifts.

The specific timing, sequencing, and milestones for these changes are set out in the companion *Implementation Schedule*, which is maintained by the City Manager's Office and reviewed annually by City Council as part of the strategic review process described in Objective 4.9. The companion document is the operational complement to this Strategic Plan and may be adjusted year over year as conditions, capacity, and progress warrant — without amending the underlying strategic framework.

→

The City Manager will recommend initial Economic Focus Areas to City Council.

The formal designation process for initial Economic Focus Areas will begin immediately upon adoption, drawing on existing data from the Comprehensive Plan, housing studies, and economic analysis. Council designation is required before focus-area-specific investment and staffing commitments are made. Each designated Economic Focus Area will be accompanied by an area-specific action plan developed by the City Manager's Office in coordination with relevant departments, detailing priorities, investments, and departmental roles.

→

Budgets will be aligned with strategy, not driven by prior-year spending.

Departments will connect their resource requests to economic redevelopment, financial stewardship, or core service delivery — ensuring budget decisions reflect where the City is going, not just where it has been. Prior-year allocations provide a useful starting point, but alignment with strategic priorities will be the primary lens for budget review. The City Manager's Office will issue updated budget guidance reflecting these expectations upon plan adoption. This expectation applies fully beginning with the first full budget cycle following plan adoption; where the current cycle is already in progress, departments are expected to apply this framework to the extent practicable.

→

Departments will assess how their programs align with the City's strategic priorities.

Each department will conduct a structured program alignment review that maps existing work to the goals of economic redevelopment, core service delivery, and fiscal stewardship. The review will begin with collaborative idea sessions led by the City Manager's Office and culminate in preliminary departmental recommendations submitted in advance of the next full budget cycle. Programs with limited strategic alignment will be

identified for further discussion, with the City Manager's Office working collaboratively with departments to explore redesign, consolidation, or reprioritization where appropriate.

→

Staff time will be reallocated toward designated Economic Focus Areas.

Department plans will reflect how personnel capacity supports designated Economic Focus Areas. Reallocation will follow the sequencing of Economic Focus Area designation and the subsequent development of area-specific action plans, recognizing that the resource needs of each Economic Focus Area become clear only as portfolio work begins. Staff deployment to Economic Focus Areas will be coordinated through the City Manager's Office as part of the broader alignment process.

→

Development processes will be streamlined and made more consistent.

The City will establish baseline cycle-time measurements for permitting and plan review and set improvement targets, with the goal of measurably faster and more predictable development outcomes. Objective 2.5 addresses process speed and complexity; Objective 2.6 addresses consistency and predictability for investors and developers.

→

Performance dashboards will be developed to support quarterly review.

The City Manager's Office will establish baseline measurements for Key Citywide Metrics and develop a performance dashboard to support strategic plan review. Dashboard development will begin in the early months following adoption, with substantial completion sufficient to support a full review cadence achieved within the first year. Quarterly performance reviews with department directors will commence in conjunction with the substantial completion of the dashboard, ensuring those reviews are anchored in shared data rather than disparate reporting.

APPENDIX D: KEY CITYWIDE METRICS

KEY CITYWIDE METRICS

The following metrics are the primary indicators by which the City will measure progress on this Strategic Plan. Baselines will be established for each metric and reported publicly through the performance dashboard. The cadence for baseline establishment, dashboard development, and Council review is set out in the companion *Implementation Schedule*.

METRIC	DEFINITION	LINKED GOAL
Economic Productivity per Acre	**Primary Measure:** Total assessed taxable value (property) within a defined area, divided by the total parcel acreage of that area. **Supplementary Measure:** Sales tax revenue generated within a corridor or Economic Focus Area, divided by the corridor's total acreage. (Reported at the corridor level, as sales tax is not tracked per parcel.) **Tracking Frequency:** Annually, with baseline values established for each designated Economic Focus Area at the time of formal designation. Year-over-year change will be reported as part of the regular performance dashboard cadence.	*Goals 1, 2*
Net New Taxable Value	Year-over-year increase in assessed value in Economic Focus Areas	*Goal 2*
Private $ Leveraged per Public $	Private capital per dollar of public investment in Economic Focus Areas	*Goals 1, 2*
Sales Tax Growth (Economic Focus Areas)	Year-over-year sales tax change within designated Economic Focus Areas	*Goal 2*
Permitting Cycle Time	Avg. calendar days from complete application to permit issuance	*Goal 2*
General Fund Reserve Level	Unassigned GF balance as % of annual operating expenditures	*Goal 1*
Workforce Readiness	% of departments with completed skill gap assessments and training plans	*Goal 3*

Note on Net Fiscal Impact: *Where data is available, productivity analysis will be supplemented by service cost comparisons to assess net fiscal impact—recognizing that high taxable value per acre has limited long-term benefit if the cost to service that area exceeds the revenue it generates.*

GARLAND

CITY COUNCIL STAFF REPORT

10

Meeting Date: June 15, 2026

Title: Replace Resolution No.10468 for the Downtown Historic District Revitalization Grant Program

Submitted by: Nancy Tunell, Business Development Manager

Strategic Focus Area: Commercially Thriving Downtown
Growing Economic Base
Sound Governance and Finances

Issue / Summary

The proposed amendment and replacement of Resolution No. 10468 would establish a maximum reimbursement cap, require a percentage of project costs be allocated toward exterior improvements, and allow non-tax producing entity participation only for life-safety and historic exterior facade improvements.

Background

Revitalization Review Committee and the TIF#1 Board recommended amendments to the grant program.

Consideration / Recommendation

Consider the updated Resolution and to replace Resolution No. 10468.

Attachments

A. DHDRP Program Modification Council Presentation - 6.15.26

GARLAND

Downtown Historic District Revitalization Program Modifications

Dana Lodge, Downtown Development Director
Nancy Tunell, Downtown Development Manager

Program Timeline

Downtown Historic District Revitalization Program

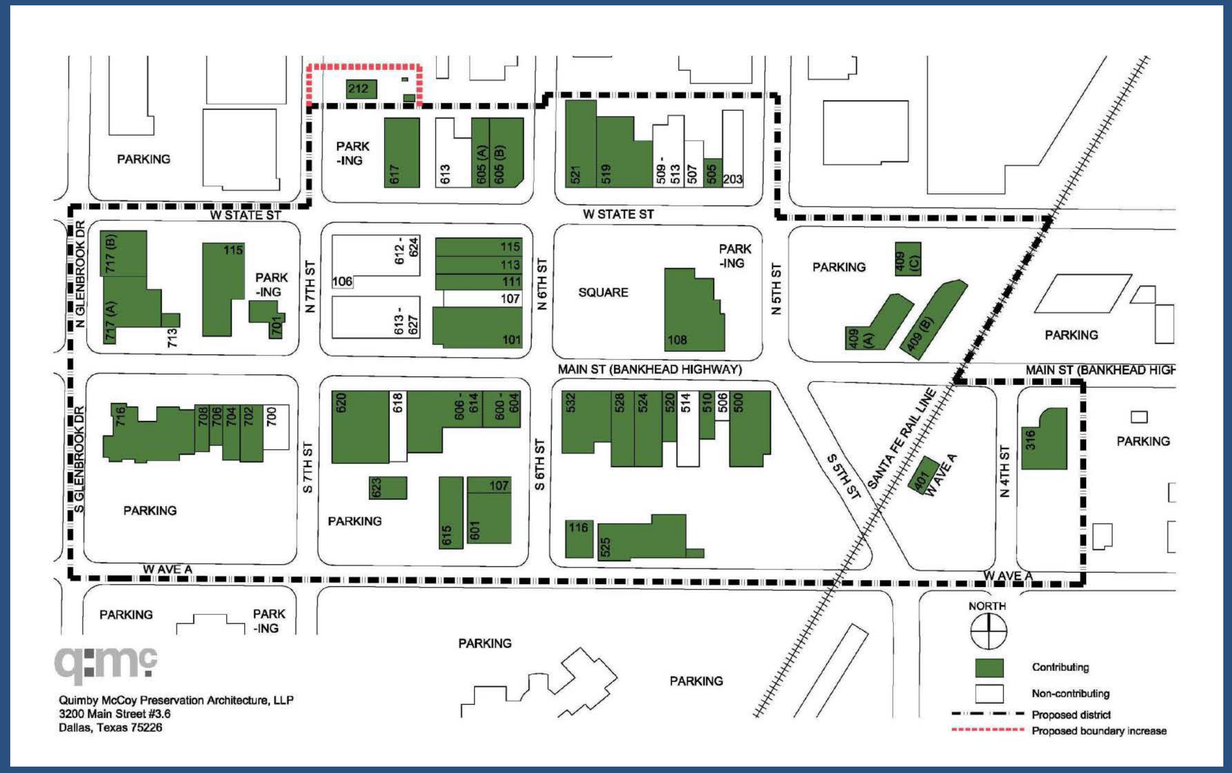
2017 Garland Downtown Historic District listed on National Register of Historic Places, U. S. Department of Interior

2018 Resolution 10358: Established the Downtown Historic Façade Improvement Grant Program

2019 Program opened for applications

2021 Resolution 10468: Established the Downtown Historic District Revitalization Program

2024 TIF #1 extended until 2044

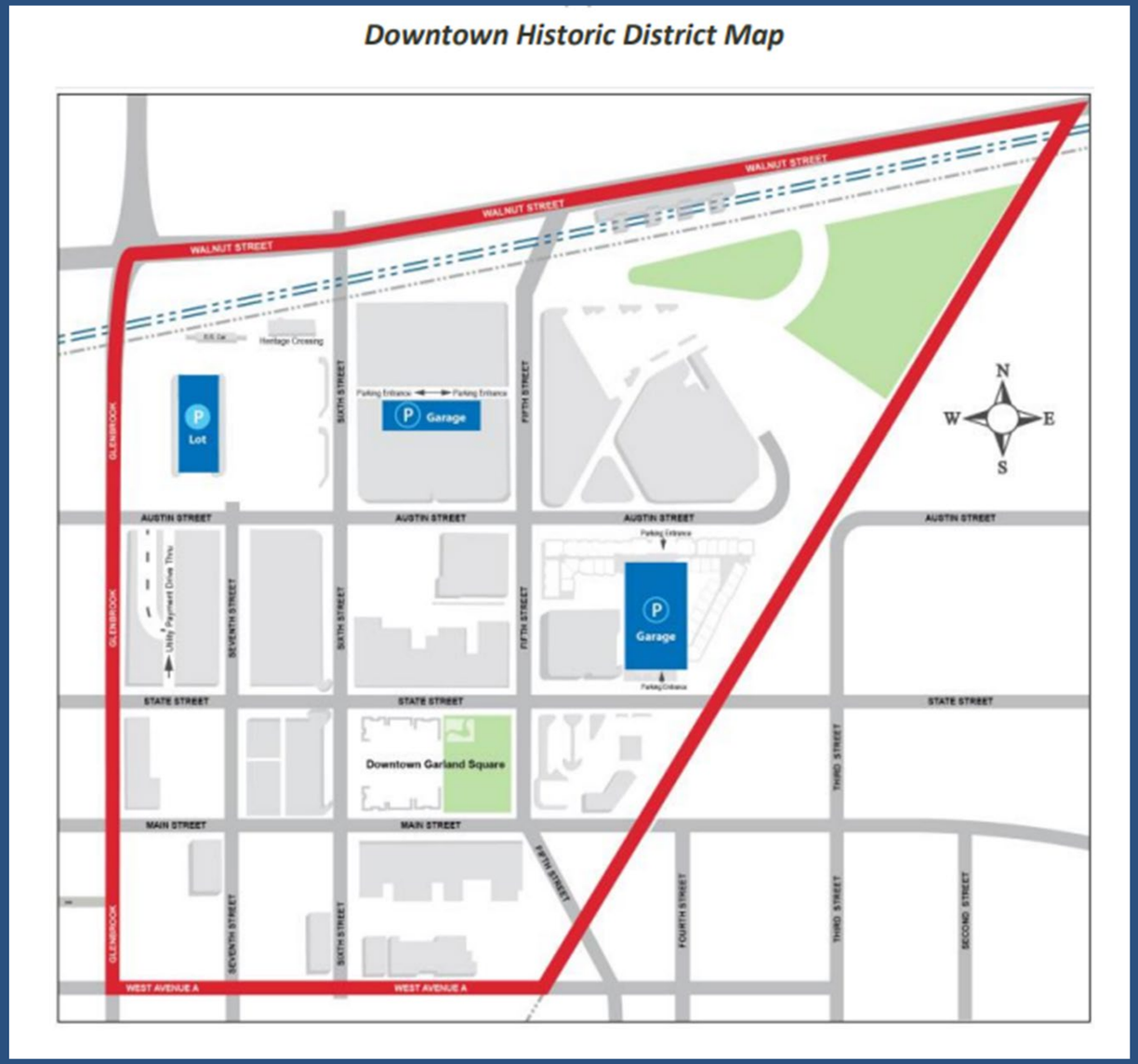


Map of Garland Downtown Historic District showing location of contributing and non-contributing buildings

Current Revitalization Program

Program Intent:

- To preserve and strengthen the architectural character of the Downtown Historic District
- Revitalize buildings to enhance economic viability and visual appeal
- Catalyst to attract new businesses, stimulate private investment, positively impact marketability and promote commercial revitalization
- To protect and enhance the health and safety of the public



Map of boundaries for Downtown Historic District Revitalization Program

Current Revitalization Program

- A 50% Reimbursement Grant (No cap/limit)
- Must be in the Downtown Historic Subdistrict
- Building/Address must not have received funds from the program in the past five years
- Eligible Improvements: Façade, Interior, Exterior, Signage and Awnings
- Review Committee: Planning, Building Inspections, Community Development, Economic Development, and Historical Preservation Consultant

Program Success

Total Funding To Date: $1,066,693.56

FY20
$71,152.94

FY21
$174,886.15

FY23
$279,442.42

FY24
$14,313.20

FY25
$526,898.85



Image of completed project at
Intrinsic Smokehouse & Brewery

IOOF Building, 2020



Before – Vacant Antiques Store



After – Renovated IOOF Building

Dos Banderas, 2023



Before – Dos Banderas



After – Dos Banderas

Jimmy Wallace, 2024



Before – Jimmy Wallace Guitar Gallery



After – Jimmy Wallace Guitars

Taco y Vino, 2025



Before – Vacant Jim’s Barber Shop



After – Taco Y Vino



Amendment Requests

The Downtown Review Committee and the TIF #1 Board recommend the following amendments to Resolution 10468

Request #1
Implement a $150,000 reimbursement maximum

Request #2
Require 25% of the revitalization project to include exterior improvements

Request #3
Allow for non-tax-producing properties funding for exterior façade and life-safety improvements

Alternate funding options available through Economic Development.

Amendment Request #1 – $150,000 Maximum Reimbursement

Amendment language:

D) Program Thresholds and Reimbursement Limits.

(2) The total reimbursement for an approved project under the Program shall not exceed $150,000.00, regardless of the number or type of project categories included in the application.

(3) The $150,000.00 maximum reimbursement amount may not be exceeded by dividing one project into multiple applications, phases, categories, scopes of work, or reimbursement requests.

Amendment Request #2 – 25% Exterior Required

Amendment language:

Except for projects consisting solely of qualifying life-safety improvements, ***not less than one-quarter of the total eligible project cost must be allocated to exterior improvements.***

Exterior improvements may include façade work, storefront improvements, exterior restoration, exterior lighting, awnings, signage, architectural details, pedestrian-oriented exterior improvements, and other improvements approved by the Design Review Committee that enhance the exterior appearance, historic character, or public-facing condition of the property.

Amendment Request #3 – Non-Tax Producing Properties

Participation in the Program is limited to tax-producing properties except as set forth herein. For purposes of this Resolution, a “tax-producing property” means a property that currently produces ad valorem tax revenue, sales tax revenue, or other lawful municipal tax revenue associated with commercial activity.

(7) A non-tax-producing property, including a property owned or occupied by a nonprofit or tax-exempt entity, may be eligible to participate in the Program only for the following qualifying improvements:

a. life-safety improvements, including fire suppression systems, fire alarm systems, emergency egress improvements, and similar improvements approved by the Design Review Committee that directly protect the health and safety of building occupants or the public; or

b. exterior façade improvements that restore, preserve, enhance, or contribute to the building’s historic significance, historic character, or contribution to the Downtown Historic District.

(8) Non-tax-producing properties are not eligible for Program Reimbursement for general interior upgrades, tenant-specific improvements, ordinary maintenance, cosmetic work, or other improvements that do not qualify under subsection (B)(7).

Why Modify the Program?

Equitable Access

To ensure the program can support multiple projects rather than allowing a small number of high-cost projects to exhaust available funds.

A funding cap promotes equity by giving more businesses and property owners the opportunity to participate in Downtown improvements.

Program Sustainability

Maintain long-term sustainability of the program, allowing it to operate consistently year over year instead of being depleted early.

Provides the City with better financial predictability while still incentivizing high-quality, impactful projects.

Exceeds offerings of most grant programs in other Texas cities.

Maximize Impact

Restores original intent of protecting Historic District and improving curb appeal.

A cap encourages applicants to be efficient in project scope and budgeting.

A cap maximizes overall impact on Downtown revitalization rather than concentrating resources in a limited area or among a few recipients.

Projects seeking additional assistance beyond the program cap may still be eligible for other incentive programs; however, those funding sources include specific performance measures and accountability requirements, whereas this program is designed to provide a more flexible revitalization tool.

Thank You

Questions?

GARLAND

CITY COUNCIL STAFF REPORT

11

Meeting Date: June 15, 2026

Title: Update Regarding the Rate Review Mechanism (RRM) Framework and Atmos Energy Annual Rate Case

Submitted by: Courtney Vanover
Deputy City Secretary

Strategic Focus Area: Reliable / Cost-Efficient Utility Services

Issue / Summary

Staff will provide an update on the annual Atmos Rate Review Mechanism (RRM) rate case and process. No City action is necessary at this point.

Background

Atmos has a statutory right to an annual rate increase associated with recovery of capital investment made in the preceding 12 months. The statutory right to recovery of capital costs is pursuant to a process referred to as Gas Reliability Infrastructure Program (GRIP). The City of Garland is a member of the Atmos Cities Steering Committee (ACSC) and has always objected to GRIP as piecemeal ratemaking because it does not evaluate rising revenues or declining expenses that may offset the need for a rate increase associated with increased capital investment. Additionally, Cities are not entitled to challenge any portion of a GRIP filing as unreasonable. ACSC member cities and consultants collectively work together to negotiate a RRM with Atmos as a substitute for GRIP. The RRM has no existence in statutes and exists only pursuant to City ordinances. It is anticipated that a recommendation from the ACSC will be brought forward to the Council later this summer. This presentation is for informational purposes only to inform Council and residents of the process.

Consideration / Recommendation

Discussion only.

Attachments

A. ATMOS RRM

GARLAND

City Council Work Session
June 15, 2026
Atmos Rate Review Mechanism

Background
Why Rate Review Mechanism (RRM) Exist

- In 2003, the Texas Legislature created the **Gas Reliability Infrastructure Program (GRIP)**, allowing gas utilities to recover infrastructure investments through annual rate increases.
- Cities opposed GRIP because it focuses primarily on capital investments and does not fully consider factors that may offset rate increases, such as customer growth, increased revenues, or declining expenses.
- Cities have limited ability to challenge the reasonableness of costs included in a GRIP filing.
- In 2008, the Atmos Cities Steering Committee (ACSC) and Atmos Energy negotiated the **Rate Review Mechanism (RRM)** as an alternative to GRIP.
- The RRM provides Atmos with an annual rate review process while preserving local government oversight and independent review of utility costs.
- Today, approximately 180 Texas cities participate in ACSC and the RRM process.

Background
Key Differences Between RRM and GRIP Process

RRM	GRIP
Review and Verify	File and Recover
Full Cost of Service Review	Capital Investment Only
Evaluates Revenues, Expenses, and Investment	Evaluates Investment Only
Independent Engineering and Financial Review	Limited Review
Negotiated Settlement	No Negotiation
Local Government Oversight	Limited City Role
Potential Reductions to Requested Increase	Cities Cannot Challenge Reasonableness of Cost

Background
Atmos Cities Steering Committee Rates Compared to Others

Rate Review Mechanism Savings Over GRIP

	Average Bill (1)	Compared to ACSC Cities
ACSC Cities	$54.68	
Dallas	$58.57	$3.89
ATM Cities	$57.39	$2.71
Environs (unincorporated/Rural)	$55.96	$1.28

(1) 2025 Rates

ACSC Cities like Garland maintain an economic Monthly Advantage over other Cities due to Negotiated Rate Review Mechanism.

2026 ATMOS Rate Filing

RRM Timeline

April 1
Atmos Energy files the RRM and ACSC review period begins.

May
Customers receive notice of the RRM filing.

August
Settlement discussions.

September
RRM is presented to ACSC Cities for approval.

September 30
ACSC review period ends.

October 1
Rates are implemented.

- 2026 filing Would increase Atmos Mid-Tex Division revenue by $291.1 million (compared to Atmos $177.7 Million request in 2025 and $143.1 Million in 2024).
- Proposed Impact on Average Residential Customer is $14.94 per Month (compared to $9.34 in 2025 and $6.77 in 2024).
- Atmos filing reports $1.8 billion invested in Mid-Tex Division with 85% of investment associated with safety and reliability projects.
- Cities are not entitled to challenge any portion of a GRIP filing as unreasonable. ACSC negotiated a RRM with Atmos as a substitute for GRIP. The RRM has no existence in statutes and exists only pursuant to city ordinances.

Thank You

Questions?

GARLAND

CITY COUNCIL STAFF REPORT

12

Meeting Date: June 15, 2026

Title: Update Regarding Potential Opportunity Zone Nominations

Submitted by: Matthew Watson, Assistant City Manager

Strategic Focus Area: Future-Focused City Organization
Growing Economic Base

Issue / Summary

Staff will provide an overview of the Opportunity Zone Program and present recommended eligible census tracts for nomination to the State of Texas for consideration as Opportunity Zones.

Background

Opportunity Zones are a federal economic development tool established through the Tax Cuts and Jobs Act of 2017 to encourage long-term private investment in economically distressed communities. The program provides federal tax incentives to investors who reinvest capital gains into designated Opportunity Zones through qualified investment vehicles. Opportunity Zone designation can help attract private capital for housing, commercial redevelopment, infrastructure improvements, job creation, and other community development initiatives.

The State of Texas has opened a process for local governments to submit eligible census tracts for consideration as new Opportunity Zones. The deadline for submitting nominations to the State is June 26, 2026.

Staff has evaluated eligible census tracts within the City of Garland and identified recommended tracts for nomination based on alignment with Garlands Strategic Plan, adopted master plans, housing strategy identified through the City's Housing Study, redevelopment priorities, infrastructure investments, and known development and reinvestment opportunities. Staff believes the recommended tracts represent areas where Opportunity Zone designation could support long-term economic growth, redevelopment activity, and expansion of the City's tax base.

To strengthen the City's application, staff is requesting Council's consideration of a Resolution of Support at the June 16, 2026 Regular Meeting. If approved, the resolution will be included with the City's submission package to the State of Texas as evidence of local support for the proposed Opportunity Zone nominations.

Consideration / Recommendation

Consider a resolution of support.

Attachments

A. Garland_Opportunity_Zone_Support_Resolution Final
B. 6_15 Opportunity Zone Slides

RESOLUTION NO. _____

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF GARLAND, TEXAS, SUPPORTING THE NOMINATION OF CERTAIN QUALIFIED CENSUS TRACTS WITHIN THE CITY OF GARLAND FOR DESIGNATION AS OPPORTUNITY ZONES PURSUANT TO FEDERAL LAW; EXPRESSING THE CITY'S SUPPORT FOR THE SUBMISSION OF SUCH NOMINATIONS BY THE STATE OF TEXAS; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the Tax Cuts and Jobs Act of 2017 established the Opportunity Zone Program to encourage long-term private investment in economically distressed communities through federal tax incentives; and

WHEREAS, the Opportunity Zone Program is intended to stimulate economic development, promote business expansion, encourage redevelopment, increase employment opportunities, and attract private capital investment in qualifying communities; and

WHEREAS, certain census tracts located within the City of Garland meet the eligibility requirements established by federal law for consideration as Qualified Opportunity Zones; and the City Council has reviewed and identified certain eligible census tracts within the City of Garland that are more particularly described in Exhibit “A” attached hereto and incorporated herein for all purposes.

WHEREAS, the City Council recognizes that strategic private investment in targeted areas can support redevelopment, increase property values, expand employment opportunities, enhance housing options, improve infrastructure, and strengthen the City's long-term economic competitiveness; and

WHEREAS, the City of Garland has identified economic development, neighborhood revitalization, housing reinvestment, and redevelopment as important priorities through its Strategic Plan, Housing Strategy, Comprehensive Plan, and related economic development initiatives; and

WHEREAS, designation of qualified census tracts as Opportunity Zones may provide an additional tool to attract

private investment and accelerate redevelopment efforts in areas of the City that would benefit from increased economic activity and capital investment; and

WHEREAS, the Governor of the State of Texas is authorized to nominate eligible census tracts for Opportunity Zone designation subject to applicable federal requirements; and

WHEREAS, the City Council desires to express its support for the inclusion of eligible census tracts located within the City of Garland in any Opportunity Zone nomination package submitted by the State of Texas;

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

Section 1

The City Council hereby expresses its support for the nomination and designation of the eligible census tracts identified in Exhibit "A," attached hereto and incorporated herein, as Qualified Opportunity Zones pursuant to applicable federal law and regulations.

Section 2

The City Council finds that Opportunity Zone designation may facilitate private investment, redevelopment, business growth, housing investment, infrastructure improvements, job creation, and economic revitalization within designated areas of the City.

Section 3

The City Council encourages the Governor of the State of Texas and all appropriate state agencies to consider the census tracts identified in Exhibit "A" for inclusion within any Opportunity Zone nomination package submitted for federal consideration.

Section 4

The Mayor, City Manager, and their designees are authorized to provide letters of support, data, economic development information, maps, and other materials reasonably necessary to support the nomination of eligible Garland census tracts.

Section 5

Nothing contained herein shall obligate the City to provide financial incentives, tax abatements, grants, infrastructure funding, or other economic assistance unless separately approved by the City Council.

Section 6

This Resolution shall become effective immediately upon its adoption.

PASSED AND APPROVED this _____ day of _____, 2026.

CITY OF GARLAND, TEXAS

_____
Mayor

ATTEST:

_____
City Secretary

EXHIBIT A

CITY OF GARLAND RECOMMENDED OPPORTUNITY ZONE CENSUS TRACTS

The City Council of the City of Garland recommends the following census tracts for nomination by the State of Texas as Qualified Opportunity Zones:

1. Census Tract 184.01

2. Census Tract 184.03

3. Census Tract 184.02

4. Census Tract 181.41

5. Census Tract 183.00

6. Census Tract 181.48

7. Census Tract 190.27

8. Census Tract 188.02

9. Census Tract 190.13

10. Census Tract 181.38

The census tracts listed above are eligible under applicable federal Opportunity Zone criteria and are recommended based upon their potential to support economic development, redevelopment, housing investment, job creation, infrastructure improvements, and neighborhood revitalization within the City of Garland.

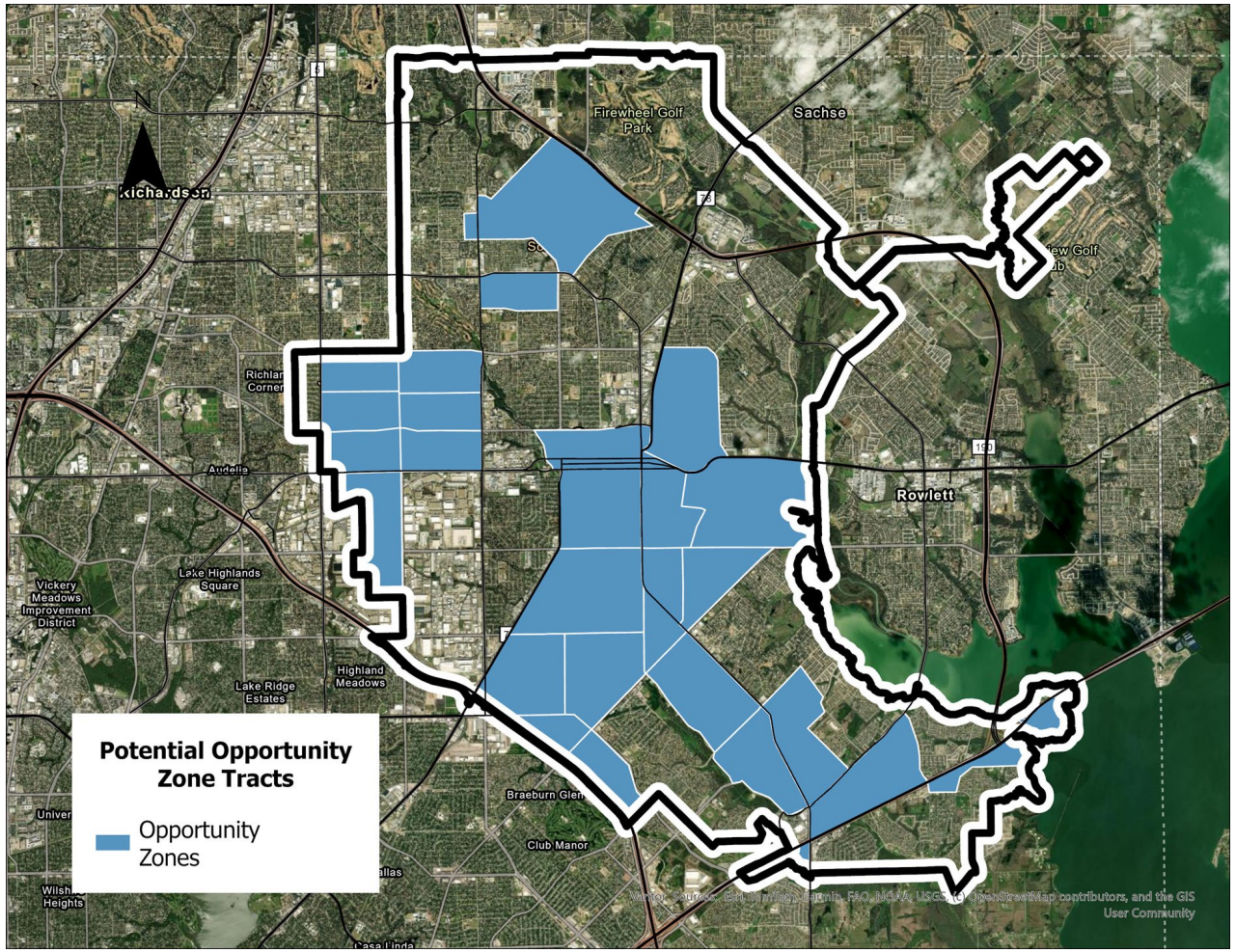
GARLAND

City of Garland Opportunity Zone Tract Selection

June 15, 2026

Opportunity Zones Overview

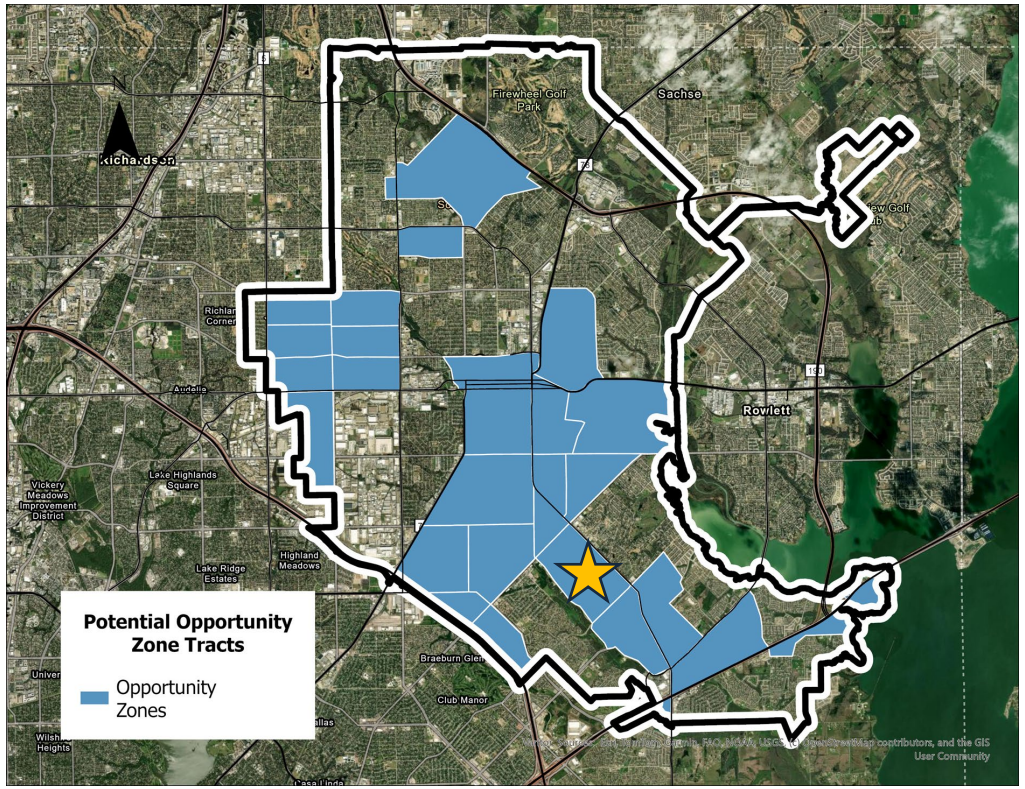
- Opportunity Zones are federally designated census tracts created to encourage private investment in economically distressed communities.
- Governors nominate eligible tracts, and the U.S. Treasury approves final designations.
- The current Opportunity Zone program is authorized through 2033, providing a roughly 10-year window for communities to attract and leverage private investment.
- Investors can receive federal tax benefits when they reinvest capital gains into qualified Opportunity Zone projects.
- The program is designed to attract new investment, create jobs, and support long-term economic development.
- The City of Garland is eligible to submit 10 tracts for consideration. The submission deadline is **6/26/2026**.



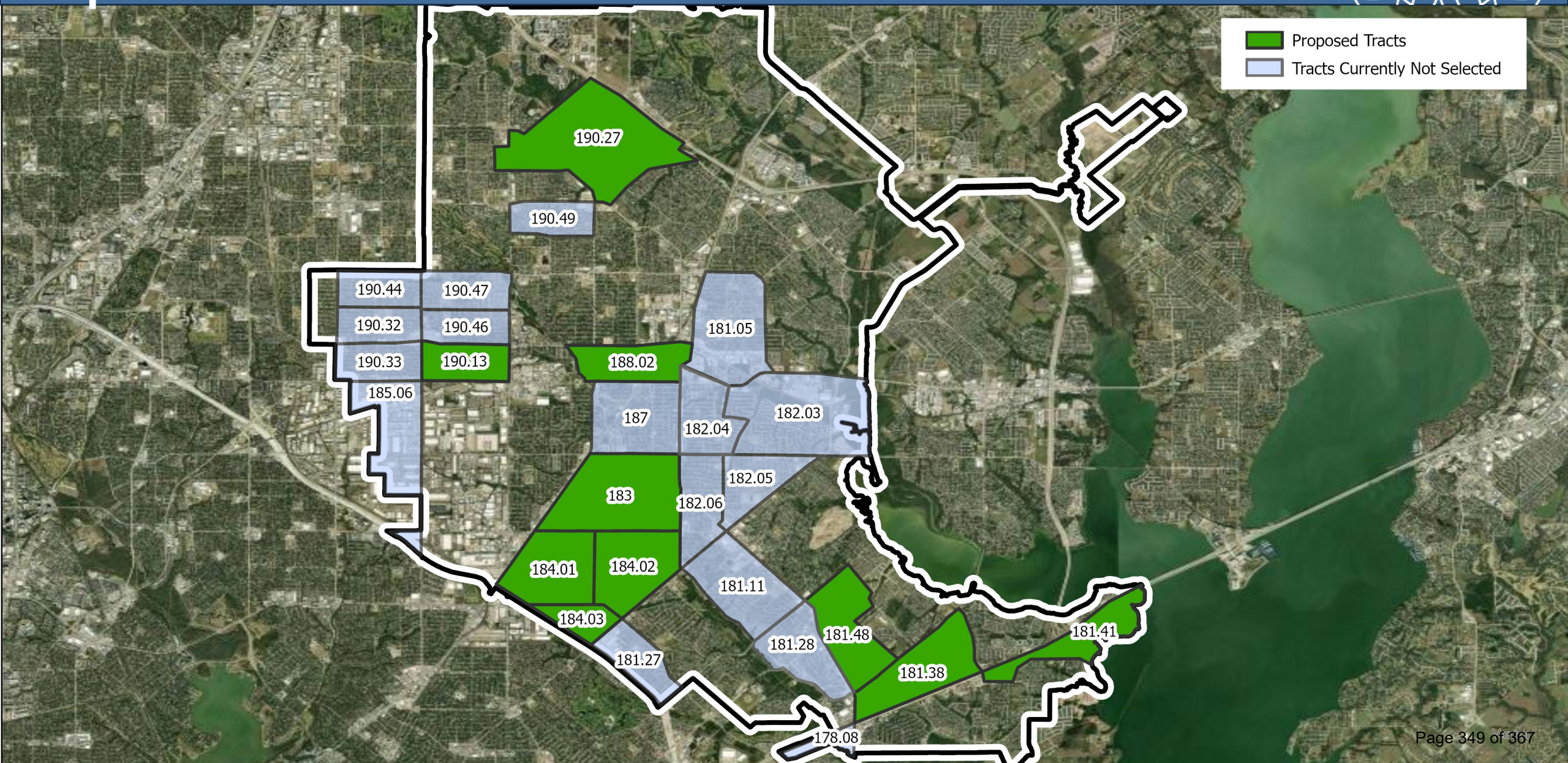
Opportunity Zones Overview

Garland's previous Opportunity Zone tract had limited redevelopment potential, which limited overall impact and utilization. The scoring table below outlines the criteria used for nominations. Using this framework, the City is focusing on stronger, higher-impact tracts in the next round to better drive investment, redevelopment, and revitalization.

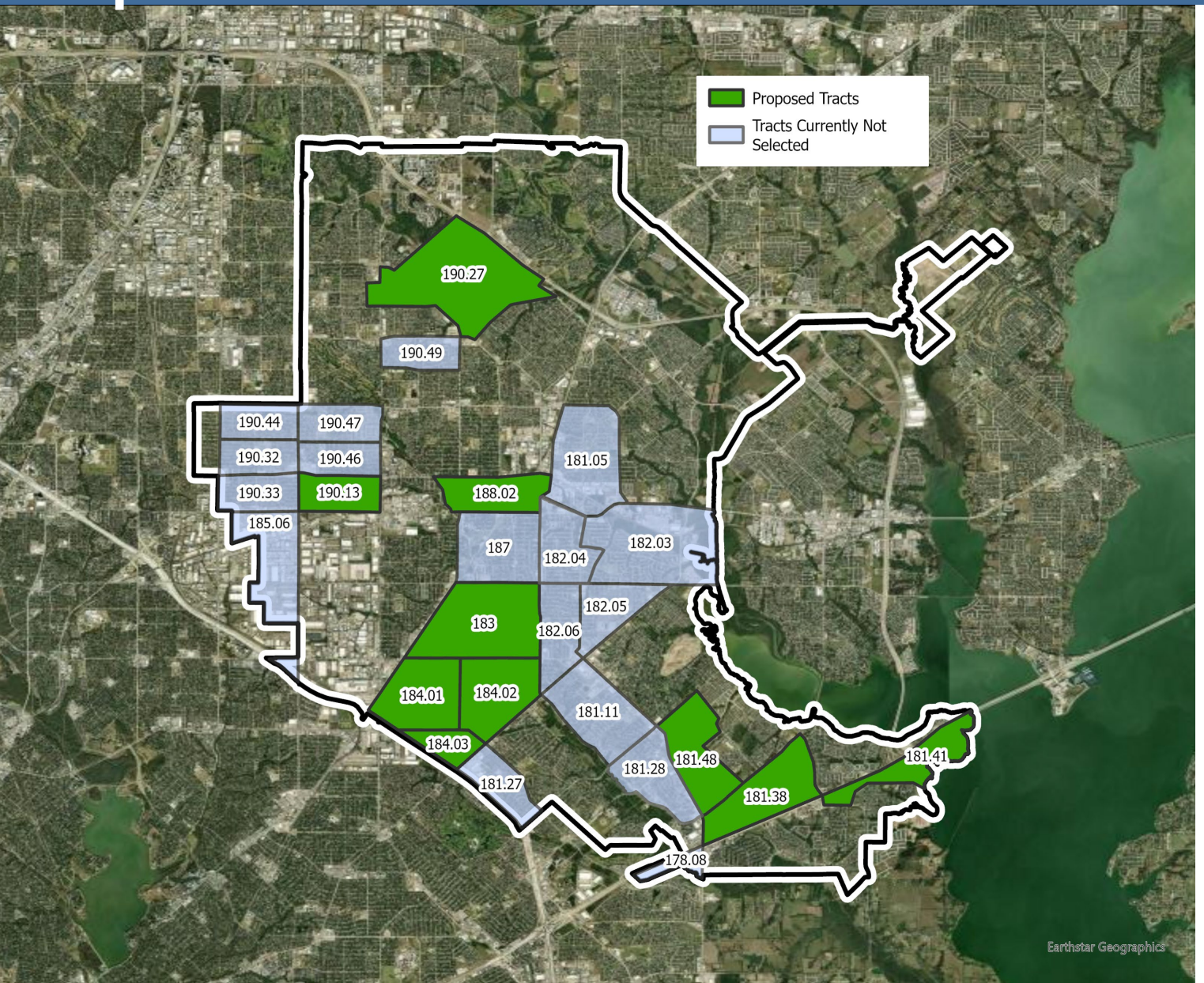
Category	Points	Criteria
Local Support	Up to 4 points	• Local Incentives • Community Priorities and Goals
Project Viability	Up to 4 Points	• Community Engagement • "Shovel-ready" projects
Geographical Balance	Up to 2 Points	• Rural • Declared Disaster



Opportunity Zones
Proposed Tracts for Nomination



Opportunity Zones
Proposed Tracts for Nomination



184.01 – Located within a key economic focus area identified by the CZB study and the City's 10-Year Strategic Plan and targeted for future investment and redevelopment.

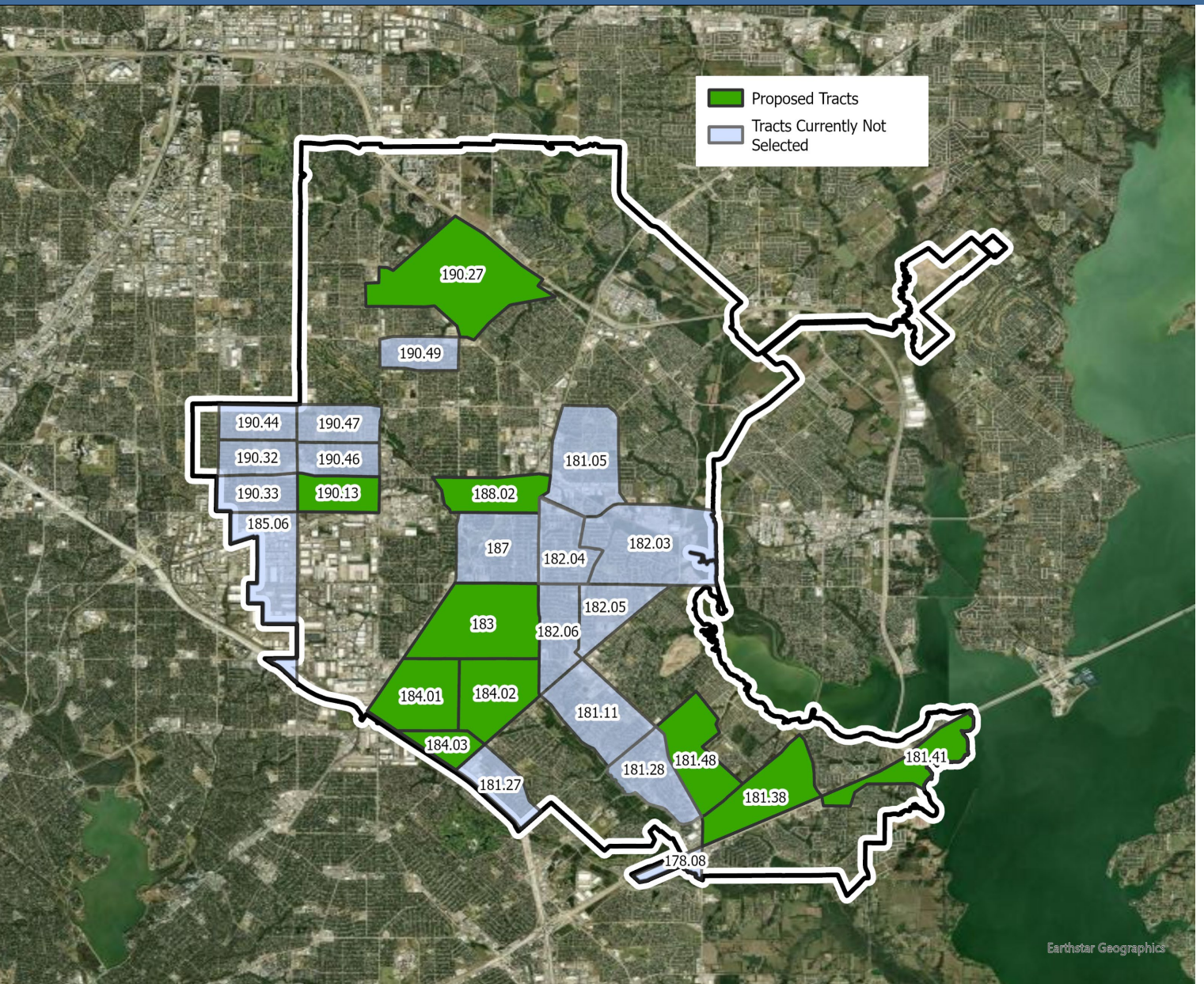
184.03 – Located within a key economic focus area identified by the CZB study and the City's 10-Year Strategic Plan. Portions of this tract has been rezoned to Urban Business and Urban Residential to support future mixed-use and residential development.

184.02 – Located within a key economic focus area identified by the CZB study and the City's 10-Year Strategic Plan and positioned for continued reinvestment.

181.41 – Identified in the South Garland Lakeside Area Plan. City-owned property along the lake creates a unique opportunity for future lakeside commercial development and placemaking.

183.00 – Features potential redevelopment opportunities. Its strategic location near Downtown and the Wedge supports ongoing investment, including shopping center redevelopment efforts and the future relocation of Memorial Pathway Academy High School.

Opportunity Zones
Tract Selection



181.48 – Identified in the CZB Housing Study as a growth submarket. Zoning changes have already been approved, a FIT meeting has been completed for a proposed townhome development, and additional greenfield land remains available for future residential growth.

190.27 – Contains approximately 14 acres currently being marketed through an RFP process for a mixed-use development anchored by a soccer complex. The tract also has several greenfield sites remaining which would be available for future development.

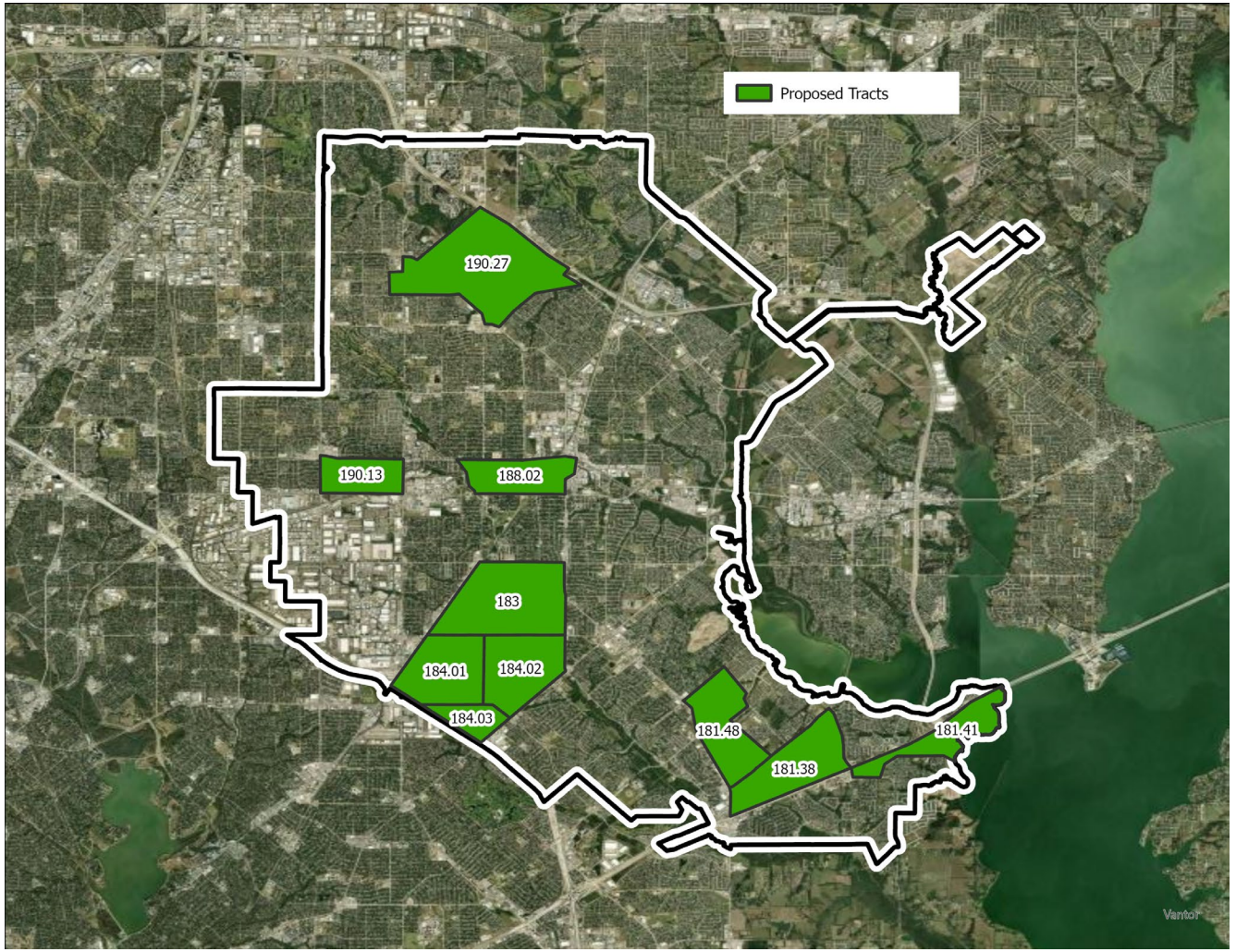
188.02 – Significant number of potential future projects planned for Downtown area. Identified as a primary node for continued investment by the CZB housing study. Also identified as a potential transit-oriented development opportunity and requested for nomination by NCTCOG due to its long-term redevelopment potential.

190.13 – Identified as a potential transit-oriented development opportunity and requested for nomination by NCTCOG due to its long-term redevelopment potential.

181.38 – Tract includes the Rosehill site, a 17-acre property owned by the Garland Foundation for Development. The tract is experiencing significant development interest, including a proposed single-family community north of Rosehill and two multifamily projects to the east.

Staff Recommendation

- The City of Garland is eligible to submit 10 tracts for consideration. The submission deadline is **6/26/2026**.
- Staff recommends a resolution of support for nominated census tracts to submit alongside application to the State



Thank You

Questions?

GARLAND

CITY COUNCIL STAFF REPORT

13

Meeting Date: June 15, 2026

Title: Consider the Appointment of a Mayor Pro Tem and Deputy Mayor Pro Tem

Submitted by: Jennifer Stubbs, City Secretary

Strategic Focus Area: Future-Focused City Organization

Issue / Summary

Council is requested to consider the election of a Mayor Pro Tem and, if so desired, a Deputy Mayor Pro Tem.

Background

Council is requested to consider the election of a Mayor Pro Tem and, if so desired, a Deputy Mayor Pro Tem.

Consideration / Recommendation

Consider appointing a Mayor Pro Tem and a Deputy Mayor Pro Tem.

Attachments

None

GARLAND

CITY COUNCIL STAFF REPORT

14

Meeting Date: June 15, 2026

Title: Councilmember Ed Moore

- Dr. Vicki Jackson-High - Board of Adjustment
- Alex Alexander - Community Multicultural Commission
- Daniel Camp - Library Board
- Terry Hillard - Plan Commission
- Jeff Smith - Tax Increment Finance #2 South Board
- Simon Mathew - Unified Building Standards Commission

Submitted by: Jennifer Stubbs, City Secretary

Strategic Focus Area: Future-Focused City Organization

Issue / Summary

Council is requested to consider appointments to various City of Garland Boards and Commissions.

Background

Pursuant to Article IV, Section 2 of the City Charter, five councilmembers may appoint and remove members serving in appointive positions assigned to that councilmember without cause or notice. Councilmember Moore has requested changes and to fill a vacancy in his board and commission appointments. The requested changes are presented for Council's consideration and formal action.

Consideration / Recommendation

Consider approval of Councilmember Moore's Boards and Commissions appointments as presented.

Attachments

A. Dr. Vicki Jackson-High Application
B. Alex Alexander Application
C. Daniel Camp Application
D. Terry Hillard Application
E. Jeff Smith Application
F. Simon Mathew Application

GARLAND
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Application for City of Garland Boards and Commissions

First Name: Dr. Vicki Last Name: Jackson-High

Address: 1721 Hill Creek Drive Apt./Suite:

City: Garland State: TX Zip Code: 75043

Phone (preferred): Phone (alt):

Dallas County Voter Registration Number (or Date of Birth):

Have you ever been convicted of a Class A Misdemeanor or a Felony (Yes or No)? No

Length of Garland residency (in years)? 10+ years Length of Garland residency (in years)? 10+ years

Email address:

Do you use, or have you ever used, any of the following: Facebook, Instagram, LinkedIn, Nextdoor, TikTok

☐ Facebook ☐ Twitter ☐ Instagram ☐ LinkedIn ☐ Nextdoor ☐ TikTok

Please list up to three Boards and Commission in order of interest (see complete list on pages 3-4):

1st Senior Citizens Advisory Committee 2nd Choice: Community Multicultural Commission 3rd Choice: Garland Housing Finance Corporation

Please list any experience that qualifies you to serve in the areas you have indicated.

I am a 29-year resident of Garland, a senior citizen, and have a background in serving diverse communities.

If you have previously served on a City Board or Commission, please specify and list dates of service.

NA

List civic or community projects with which you have been involved.

I ran for city council, District 3, in 2020.

What is your educational background?

Doctorate in Educational Leadership.

Referred by: District: 3

GARLAND
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Disclosure Form

For Ordinance Boards and Commission Applicants

First Name: Dr. Vicki Last Name: Jackson-High

Title:

Spouse:

Minor Children or Dependents:

1. Identify by name and address each business entity in which you, your spouse or any of your minor children or dependents have a substantial interest.

Business entity: Means a sole proprietorship, partnership, firm, corporation, holding company, joint-stock company, receivership, trust or any other entity recognized by law.

Substantial interest means: (a) the ownership of 10 percent or more of the voting stock or shares of the business entity; (b) the ownership of either 10 percent or more or $5,000 or more of the fair market value of the business entity: or (c) funds received from the business entity exceed 10 percent of the recipient's gross income for the previous year.

NA

2. Identify (by street address, legal or lot and block description) all real property located within Garland owned by you through beneficial ownership, partnership, joint ownership or through corporate ownership of corporation in which you have an interest of one percent or more. You must also include all real property leased by you or held by you with a right of first refusal.

1721 Hill Creek Drive, Garland, TX 75043

Return completed Boards and Commissions Application and Disclosure Form to:

City of Garland
City Secretary's Office
PO Box 469002
Garland, TX 75046-9002

Signature: Date: 06/09/25 8:09 AM

GARLAND
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Application for City of Garland Boards and Commissions

First Name: Alex Alexander Last Name: Alexander

Address: 1513 Lakeland Park Dr Apt./Suite:

City: Garland State: TX Zip Code: 75043

Phone (preferred): Phone (alt):

Dallas County Voter Registration Number (or Date of Birth):

Have you ever been convicted of a Class A Misdemeanor or a Felony (Yes or No)? No

Length of Garland residency (in years)? 10+ years Length of Garland residency (in years)? 10+ years

Email address:

Do you use, or have you ever used, any of the following: Facebook

☐ Facebook ☐ Twitter ☐ Instagram ☐ LinkedIn ☐ Nextdoor ☐ TikTok

Please list up to three Boards and Commission in order of interest (see complete list on pages 3-4):

1st Community Multicultural Commission 2nd Choice: Civil Service Commission 3rd Choice: Garland Cultural Arts Commission

Please list any experience that qualifies you to serve in the areas you have indicated.

Worked for the Coty of Dallas Housing and Community Services for 10 years

If you have previously served on a City Board or Commission, please specify and list dates of service.

No

List civic or community projects with which you have been involved.

Equal Housing Commission , Housing community Development and Home repairs / New Construction Projects for Qualified Citizens in the City of Dallas

What is your educational background?

Masters Degree from India in Social Sciences. Airframe and power plant license from the FAA

Referred by: Edward Moore Coty Councilman District: 3

GARLAND
TEXAS MADE HERE

Disclosure Form

For Ordinance Boards and Commission Applicants

First Name: Alex Alexander Last Name: Alexander

Title:

Spouse:

Minor Children or Dependents:

1. Identify by name and address each business entity in which you, your spouse or any of your minor children or dependents have a substantial interest.

Business entity: Means a sole proprietorship, partnership, firm, corporation, holding company, joint-stock company, receivership, trust or any other entity recognized by law.

Substantial interest means: (a) the ownership of 10 percent or more of the voting stock or shares of the business entity; (b) the ownership of either 10 percent or more or $5,000 or more of the fair market value of the business entity: or (c) funds received from the business entity exceed 10 percent of the recipient's gross income for the previous year.

None

2. Identify (by street address, legal or lot and block description) all real property located within Garland owned by you through beneficial ownership, partnership, joint ownership or through corporate ownership of corporation in which you have an interest of one percent or more. You must also include all real property leased by you or held by you with a right of first refusal.

Nnne

Return completed Boards and Commissions Application and Disclosure Form to:

City of Garland
City Secretary's Office
PO Box 469002
Garland, TX 75046-9002

Signature: Date: 05/28/26 10:15 AM

GARLAND
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Application for City of Garland Boards and Commissions

First Name: Daniel Last Name: Camp

Address: 2613 Club Meadow Dr. Apt./Suite:

City: Garland State: TX Zip Code: 75043

Phone (preferred): Phone (alt):

Dallas County Voter Registration Number (or Date of Birth):

Have you ever been convicted of a Class A Misdemeanor or a Felony (Yes or No)? No

Length of Garland residency (in years)? 5 - 10 years Length of Garland residency (in years)? 1 - 5 years

Email address:

Do you use, or have you ever used, any of the following: Facebook, Twitter, Instagram, Nextdoor, TikTok

☐ Facebook ☐ Twitter ☐ Instagram ☐ LinkedIn ☐ Nextdoor ☐ TikTok

Please list up to three Boards and Commission in order of interest (see complete list on pages 3-4):

1st Library Board 2nd Choice: Parks and Recreation Board 3rd Choice: Plan Commission

Please list any experience that qualifies you to serve in the areas you have indicated.

I serve as a pastor in Garland (at South Garland Baptist Church.)

If you have previously served on a City Board or Commission, please specify and list dates of service.

No.

List civic or community projects with which you have been involved.

Various projects through my church.

What is your educational background?

B.A. in Religion at Baylor University, Masters of Divinity at George W. Truett Theological Seminary.

Referred by: District: 3

GARLAND
TEXAS MADE HERE

Disclosure Form

For Ordinance Boards and Commission Applicants

First Name: Daniel Last Name: Camp

Title:

Spouse:

Minor Children or Dependents:

1. Identify by name and address each business entity in which you, your spouse or any of your minor children or dependents have a substantial interest.

Business entity: Means a sole proprietorship, partnership, firm, corporation, holding company, joint-stock company, receivership, trust or any other entity recognized by law.

Substantial interest means: (a) the ownership of 10 percent or more of the voting stock or shares of the business entity; (b) the ownership of either 10 percent or more or $5,000 or more of the fair market value of the business entity: or (c) funds received from the business entity exceed 10 percent of the recipient's gross income for the previous year.

N/A

2. Identify (by street address, legal or lot and block description) all real property located within Garland owned by you through beneficial ownership, partnership, joint ownership or through corporate ownership of corporation in which you have an interest of one percent or more. You must also include all real property leased by you or held by you with a right of first refusal.

2613 Club Meadow Dr.

Return completed Boards and Commissions Application and Disclosure Form to:

City of Garland
City Secretary's Office
PO Box 469002
Garland, TX 75046-9002

Signature: Date: 03/17/25 4:27 PM

GARLAND
TEXAS MADE HERE

Application for City of Garland Boards and Commissions

First Name: Terry Last Name: Hillard

Address: 4510 Stirling Dr Apt./Suite:

City: Garland State: TX Zip Code: 75043

Phone (preferred): Phone (alt):

Dallas County Voter Registration Number (or Date of Birth):

Have you ever been convicted of a Class A Misdemeanor or a Felony (Yes or No)? No

Length of Garland residency (in years)? 10+ years Length of Garland residency (in years)? 10+ years

Email address:

Do you use, or have you ever used, any of the following: Facebook, Instagram, LinkedIn

☐ Facebook ☐ Twitter ☐ Instagram ☐ LinkedIn ☐ Nextdoor ☐ TikTok

Please list up to three Boards and Commission in order of interest (see complete list on pages 3-4):

1st Plan Commission 2nd Choice: Dallas Central Appraisal District 3rd Choice: Garland Housing Finance Corporation

Please list any experience that qualifies you to serve in the areas you have indicated.

I am a licensed real estate and insurance salesperson with experience. My current business is photographer.

If you have previously served on a City Board or Commission, please specify and list dates of service.

NA

List civic or community projects with which you have been involved.

NA

What is your educational background?

Bachelor of Science in Economics

Referred by: Councilman Ed Moore District: 3

GARLAND
TEXAS MADE HERE

Disclosure Form

For Ordinance Boards and Commission Applicants

First Name: Terry Last Name: Hillard

Title:

Spouse:

Minor Children or Dependents:

1. Identify by name and address each business entity in which you, your spouse or any of your minor children or dependents have a substantial interest.

Business entity: Means a sole proprietorship, partnership, firm, corporation, holding company, joint-stock company, receivership, trust or any other entity recognized by law.

Substantial interest means: (a) the ownership of 10 percent or more of the voting stock or shares of the business entity; (b) the ownership of either 10 percent or more or $5,000 or more of the fair market value of the business entity: or (c) funds received from the business entity exceed 10 percent of the recipient's gross income for the previous year.

Picture The Event LLC
3838 Oaklawn Ave
Suite 1000
Dallas, TX 75219

2. Identify (by street address, legal or lot and block description) all real property located within Garland owned by you through beneficial ownership, partnership, joint ownership or through corporate ownership of corporation in which you have an interest of one percent or more. You must also include all real property leased by you or held by you with a right of first refusal.

4510 Stirling Dr
Garland, TX 75043

Return completed Boards and Commissions Application and Disclosure Form to:

City of Garland
City Secretary's Office
PO Box 469002
Garland, TX 75046-9002

Signature: Date: 05/30/25 11:59 AM

GARLAND
TEXAS MADE HERE

Application for City of Garland Boards and Commissions

First Name: Jeff | Last Name: Smith

Address: 3205 S Country Club Rd | Apt./Suite:

City: Garland | State: TX | Zip Code: 75043

Phone (preferred): | Phone (alt):

Dallas County Voter Registration Number (or Date of Birth):

Have you ever been convicted of a Class A Misdemeanor or a Felony (Yes or No)? No

Length of Garland residency (in years)? 10+ years | Length of Garland residency (in years)? 10+ years

Email address:

Do you use, or have you ever used, any of the following: Facebook, Twitter, Instagram, LinkedIn, Nextdoor

☐ Facebook ☐ Twitter ☐ Instagram ☐ LinkedIn ☐ Nextdoor ☐ TikTok

Please list up to three Boards and Commission in order of interest (see complete list on pages 3-4):

1st Garland Cultural Arts Commission | 2nd Choice: Parks and Recreation Board | 3rd Choice: Plan Commission

Please list any experience that qualifies you to serve in the areas you have indicated.

Not only have I been a proud resident of Garland since 2000, raising my daughter here and taking her to breakfast at Hubbard's, seeing Santa come to town in the old-school Christmas parades on the square (when it was a lot more concrete than grass) and living the community and welcoming aspects of this town.
I have been in videogame development and publishing since 1995 and along the way started a company that produced large scale music tours, recorded records and aligned with Fortune 100 brands of events. My love for the live event and creating experiences for masses of people continues even though my full-time job is publishing videogames. I have the ability (and contacts) to solicit globally-recognized-artists not only in music but paint, sculpture and dance.
My desire to to be part of a group that can continue to bring top quality entertainment and education to the residents of Garland through events.
Although out to of he scope of this application, I would also love to introduce the concept of an educational space where the youth could have an opportunity to learn and work with world famous musicians and digital creators - perhaps creating a Garland Maker's Space. I do appreciate how much things cost and have always been able to orchestrate sponsorships and donations as well as good old ticket sales. I would like to learn more about the plans and hopes of the current counsel members and groups and get involved in the most meaningful way I can.

If you have previously served on a City Board or Commission, please specify and list dates of service.

Not yet

List civic or community projects with which you have been involved.

Produced the sustainable food court with local vegetarian/health-minded restaurants for the inaugural Earth Day TExas (Now Earth X) for Trammel S Crow.

Hosted hurricane katrina victims (children) for a multi-day community production with arts, music, food and fellowship at the Forest Theatre with Erykah Badu.

What is your educational background?

My freshman year of college was 1990, so that was a long time ago.
Since then, my education has been starting multiple companies, launching over 100 videogames worldwide, producing international concert tours and raising a child that is now graduated (from UT) and working in her career. That is the real education of life. ;-)

Referred by: | District: 3

GARLAND
TEXAS MADE HERE

Disclosure Form

For Ordinance Boards and Commission Applicants

First Name: Jeff Last Name: Smith

Title:

Spouse:

Minor Children or Dependents:

1. Identify by name and address each business entity in which you, your spouse or any of your minor children or dependents have a substantial interest.

Business entity: Means a sole proprietorship, partnership, firm, corporation, holding company, joint-stock company, receivership, trust or any other entity recognized by law.

Substantial interest means: (a) the ownership of 10 percent or more of the voting stock or shares of the business entity; (b) the ownership of either 10 percent or more or $5,000 or more of the fair market value of the business entity: or (c) funds received from the business entity exceed 10 percent of the recipient's gross income for the previous year.

Smitty Ink Media Group, LLC
Garland, TX

2. Identify (by street address, legal or lot and block description) all real property located within Garland owned by you through beneficial ownership, partnership, joint ownership or through corporate ownership of corporation in which you have an interest of one percent or more. You must also include all real property leased by you or held by you with a right of first refusal.

3205 S. Country Club Rd.
Garland, TX 75043-1313

Return completed Boards and Commissions Application and Disclosure Form to:

City of Garland
City Secretary's Office
PO Box 469002
Garland, TX 75046-9002

Signature: Date: 03/17/26 9:29 AM

GARLAND
TEXAS MADE HERE

Application for City of Garland Boards and Commissions

First Name: Simon Last Name: Mathew

Address: 4502 bobtown rd Apt./Suite:

City: Garland State: TX Zip Code: 75043

Phone (preferred): Phone (alt):

Dallas County Voter Registration Number (or Date of Birth):

Have you ever been convicted of a Class A Misdemeanor or a Felony (Yes or No)? No

Length of Garland residency (in years)? 10+ years Length of Garland residency (in years)? 10+ years

Email address:

Do you use, or have you ever used, any of the following: Facebook, Twitter, Instagram, LinkedIn, Nextdoor, TikTok

☐ Facebook ☐ Twitter ☐ Instagram ☐ LinkedIn ☐ Nextdoor ☐ TikTok

Please list up to three Boards and Commission in order of interest (see complete list on pages 3-4):

1st Tax Increment Finance #2 South Board 2nd Choice: Dallas Area Rapid Transit Board 3rd Choice: Texas Municipal Power Agency Board

Please list any experience that qualifies you to serve in the areas you have indicated.

None I would be a a novice to this.

If you have previously served on a City Board or Commission, please specify and list dates of service.

No

List civic or community projects with which you have been involved.

None

What is your educational background?

Bachelors Applied Technology Performance Improvement

Referred by: Ed Moore District: 3

GARLAND
TEXAS MADE HERE

Disclosure Form

For Ordinance Boards and Commission Applicants

First Name: Simon Last Name: Mathew

Title:

Spouse:

Minor Children or Dependents:

1. Identify by name and address each business entity in which you, your spouse or any of your minor children or dependents have a substantial interest.

Business entity: Means a sole proprietorship, partnership, firm, corporation, holding company, joint-stock company, receivership, trust or any other entity recognized by law.

Substantial interest means: (a) the ownership of 10 percent or more of the voting stock or shares of the business entity; (b) the ownership of either 10 percent or more or $5,000 or more of the fair market value of the business entity: or (c) funds received from the business entity exceed 10 percent of the recipient's gross income for the previous year.

Grace Trading Inc. Dba Oh My Curry

2. Identify (by street address, legal or lot and block description) all real property located within Garland owned by you through beneficial ownership, partnership, joint ownership or through corporate ownership of corporation in which you have an interest of one percent or more. You must also include all real property leased by you or held by you with a right of first refusal.

None

Return completed Boards and Commissions Application and Disclosure Form to:

City of Garland
City Secretary's Office
PO Box 469002
Garland, TX 75046-9002

Signature: Date: 05/23/25 5:46 AM