



Implementation

Sachse Comprehensive Plan

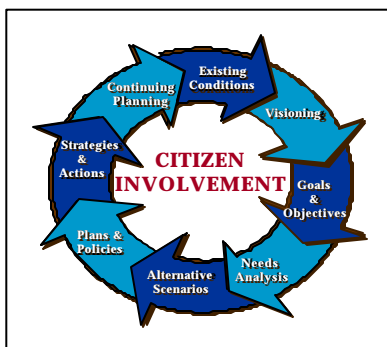
The purpose of the Implementation element is to provide direction and recommendations for implementation of the Comprehensive Plan and for continued planning. The report also identifies future capital improvements recommended in the Comprehensive Plan and addresses various funding sources and financing methods.

Planning is a continuous process. Completion of the Comprehensive Plan is by no means an end in itself. A comprehensive plan must be constantly scrutinized to ensure that its goals, objectives and recommended actions continue to reflect changing community needs and attitudes. Above all, it must be used.

The Comprehensive Plan is the City's guide for government officials and citizens in making decisions about land use and development. The Comprehensive Plan is *comprehensive* in the manner that it identifies the myriad of factors related to future community growth; analyzes the relationships between these factors; proposes what needs to be done about them; and recommends *goals and objectives* for using the City's resources in the most efficient and effective ways.

An aggressive, yet realistic, program for implementing the Comprehensive Plan should be established by the Mayor, City Council, and the Planning and Zoning Commission, maintained by the staff, and then used by the entire community. Implementation tools include the Zoning Ordinance, Subdivision Regulations and the Capital Improvement Program and Capital Budget. These tools should be reviewed and updated periodically so that the goals, objectives and policies of the Comprehensive Plan are put into action.

Plan implementation includes the use of the Future Land Use Plan as a general guide for decision-making in zoning cases and subdivision plat review approvals. This practice is to ensure that development and redevelopment are consistent with the policies of the City's Comprehensive Plan. Review and revision of the City Code for updating, strengthening and



streamlining the Zoning Ordinance and Subdivision Regulations will be a plan implementation activity. Dedication of needed rights-of-way for street and highway improvements in accord with the City's Thoroughfare Master Plan will be another implementation activity. Studies for drainage basins are critical to the protection of existing and future development. Water and

sewer needs and improvements must be addressed on a yearly basis. Parks development and community facilities improvements will be needed as well.

COMMITMENT TO IMPLEMENTATION

It is important to note that successful implementation of this plan relies on many non-traditional resources. The many hours committed by citizens to shaping the Comprehensive Plan attest to their desire for attaining their vision for Sachse. The city's leaders sought to involve the entire community in the planning effort. The effort and time contributed by citizens, committed to betterment of their community, require that actions be taken to carry out the recommended policies and proposals.

PROPOSED IMPLEMENTATION ACTIONS

Perhaps the most important method of implementing the Sachse Comprehensive Plan comes from the day-to-day commitment by elected and appointed officials, city staff members and citizens. The Comprehensive Plan must be understood as a useful and capable tool to direct the City's future. The Future Land Use Plan and Thoroughfare Master Plan should be displayed and available for ready reference by officials, staff and citizens. The Comprehensive Plan should continually be referenced in planning studies and zoning case reports as well as informal discussion situations. High visibility will make the plan successful, dynamic and a powerful tool for guiding Sachse's future growth.

A series of proposed implementation actions were developed after reviewing the goals and objectives described in the plan elements. These are specific steps that should be taken to better implement the plan. These actions were synthesized by analysis of the goals and objectives. Some proposals may call for the formation of a new committee, or identify the need for a specific study. In addition to such "new" initiatives, the continuation of ongoing City policies and programs is recommended in many instances.

The following proposed objectives and actions designed to aid in implementing the plan are described in each of the guides. While the proposed implementation actions are not legally binding like the zoning code and subdivision regulations, the proposals are tremendously important to the plan's successful implementation, and are a vital supplement to its goals, objectives and policies.

Land Use Objectives and Actions

Objective A: Encourage the continued development of compatible land uses by avoiding incompatible uses in close proximity to each other.

Action 1: Use the Future Land Use Plan in making development decisions to ensure compatibility between uses.

Action 2: Review and update the zoning map and development-related ordinances to ensure incompatible uses are not in close proximity to each other.

Action 3: Discourage redevelopment of current low-density residential properties to higher density uses by adhering strictly to the zoning ordinance.

Objective B: Ensure adequate areas for local commercial development.

Action 1: Encourage and retain existing commercial uses, especially along major thoroughfares.

Action 2: Ensure infrastructure serving commercial land uses is provided.

Objective C: Provide adequate locations for new and larger regional commercial development along major thoroughfares and buffered from residential uses.

Action 1: Locate commercial uses along the Highway 78 and the proposed extension of the President George Bush Turnpike.

Action 2: Create a new "old town Sachse" in the vicinity of the original town site through zoning and business incentives.

Objective D: Designate as well as maintain appropriate industrial areas.

Action 1: Minimize impacts on residential areas through transitional buffering and visual screening.

Action 2: Provide adequate infrastructure in identified industrial areas.

Action 3: Encourage redevelopment and improvements in the existing industrial park.

Objective E: Increase accessibility of parks and open space areas to all members of the community.

Action 1: Ensure that there is adequate acreage of parks needed for the community to meet National Parks and Recreation Association standards for future population.

Action 2: Identify suitable land for future parks.

Action 3: Use areas along creeks, floodways and Muddy Creek Reserve for walking and riding trails.

Action 4: Link existing and future parks through sidewalks and trails.

Action 5: Continue partnerships with School Districts to develop parks adjacent to school sites.

Action 6: Provide areas for community facilities, which are accessible and appropriately located.

Objective F: Continue to put emphasis on procedural administration and enforcement of development codes and ordinances.

Transportation Objectives and Actions

Objective A: Ensure the road system in the City provides appropriate access for residents while discouraging commercial traffic in neighborhoods.

Action 1: Use the Thoroughfare Plan to determine where arterial and collector streets are needed in new residential and commercial developments.

Action 2: Use city funds on streets to benefit the community as a whole.

Action 3: Improve traffic signal timings to enhance progressive movement along Hwy 78 and other major thoroughfares.

Objective B: Alternative transportation modes should be available to the residents of the City.

Action 1: Provide designated on and off street bike routes.

Action 2: Provide trails, sidewalks and crosswalks on all arterial and collector streets.

Objective C: Larger vehicles should utilize major transportation routes around the City to minimize negative impact on residential neighborhoods.

Action 1: Downgrade the functional classifications of roads traversing Sachse to discourage their use by larger vehicles.

Action 2: Adopt designated enforceable truck routes.

Action 3: Establish Hazardous Material Routing.

Action 4: Provide better enforcement of traffic regulations, especially for trucks.

Action 5: Provide signage for truck traffic movement through and within the Sachse area.

Community Facilities Objectives and Actions

Objective A: Construct Fire Station 2 in the northwest area of the City.

Action 1: Begin search for appropriate location. Consider combining with other uses such as museum, police substation or other city facility.

Action 2: Consider funding mechanism.

Objective B: Construct a new City Hall at the Municipal Complex.

Action 1: Conduct study of office and public space needs.

Action 2: Develop appropriate funding mechanism.

Objective C: Construct a fire/public safety facility in the southern (business park) area.

Action 1: Begin search for appropriate location. Consider combining with other uses such as a park, police substation or other city facility.

Action 2: Determine appropriate funding mechanism.

Objective D: Consider construction of a community center.

- Action 1: Coordinated with other entities for possible regional center.
- Action 2: Use Parks and Recreation Master Plan priority for community center as the basis to apply for matching grant funds.

Objective E: Add appropriate animal control facilities.

- Action 1: Determine appropriate location.

Neighborhood Objectives and Actions

Objective A: Continue to enforce existing codes and ordinances that ensure the safety and appearance of Sachse neighborhoods.

- Action 1: Monitor and enforce speed limits in neighborhoods and school zones.
- Action 2: Develop litter elimination programs. Enforce existing ordinances particularly in areas of new construction.
- Action 3: Continue to enforce high weeds and dwelling safety ordinances.
- Action 4: Require buffering and low-level lighting on commercial development or redevelopment when adjacent to existing or future residential areas.

Objective B: Encourage quality residential development that complies with the codes and ordinances.

- Action 1: Require that new developments comply with existing requirements.
- Action 2: Revise requirements to be more consistent with the desires stated in the Comprehensive Plan land use policies.

Objective C: Enhance the appearances of neighborhoods.

- Action 1: Encourage voluntary application of the new landscaping requirement in older neighborhoods where desired and appropriate.
- Action 2: Create a "Sachse Beautiful" program to encourage improved neighborhood and community appearance.

Historic Recognition Objectives and Actions

Objective A: Establish mechanisms that recognize Sachse's historical past.

- Action 1: Determine sites of historical significance in the City, including sites that once housed points of interest.
- Action 2: Install historical markers that include a brief history at recognized sites.
- Action 3: Create a "Historic Trail" of the City including points of interest and organize "Historic Walking Tours" whenever possible.

Objective B: Assist in the preservation of historic resources of the City of Sachse.

- Action 1: Continue coordinated efforts with The Sachse Historical Society in its mission to preserve the history of Sachse.

Action 2: Develop and enforce controls for the maintenance and protection of existing historical resources.

Action 3: Establish incentives for the restoration of buildings of historical significance.

Economic Development Objectives and Actions

Objective A: Attract desirable businesses and industries.

Action 1: Aggressively market the location advantages of the City of Sachse for business and industry.

Action 2: Develop property inventory of available commercial and industrial sites.

Action 3: Coordinate regionally with adjacent cities for inter-city cooperation for mutual benefits.

Action 4: Utilize tax abatement and other economic incentives to attract desirable industries.

Action 5: Allocate sufficient resources for marketing and business recruitment. Prepare promotional packets of business development for the Sachse area.

Action 6: Attract retail, restaurants, motels, manufacturing and warehouse industries.

Action 7: Locate a major grocery retail project.

Objective B: Retain and expand existing businesses and industries.

Action 1: Support growth of existing local businesses.

Action 2: Meet with local business representatives regularly to discuss economic development in Sachse.

Action 3: Develop and distribute information to local business and the community about SEDC activities.

Objective C: Facilitate President George Bush Tollway.

Action 1: Continue to support NTTA.

Action 2: Work with NTTA on location of Tollway.

Action 3: Establish appropriate land use along the Tollway.

Action 4: Develop and recommend a plan to finance the infrastructure related to the Tollway.

The objectives and actions identified above require *prioritization*—they need to be put in the order in which the City will address them through funding in the CIP, ordinance changes and perhaps additional study.

THE CONTINUOUS PLANNING PROCESS

Circumstances will continue to change in the future and the Sachse Comprehensive Plan will require modifications and refinements to be kept up-to-date and current. Some of its proposals

will be found unworkable and other solutions will continue to emerge. Needed refinements and changes should be carefully noted and thoroughly considered as part of the **Annual Plan Updates** and **5-Year Major Plan Revisions**. As change occurs, however, Sachse's vision should remain the central theme and provide a unifying element. The plan's importance lies in the commitment of citizens to agree on Sachse's purposes for the future, and to apply that consensus in continuing efforts that focus on the betterment of their community.

Major Updates of the Comprehensive Plan

Major updating of the Comprehensive Plan should occur every five years. These updates will ensure renewal and continued utility of the Comprehensive Plan for use by the City officials and staff. Annual plan amendments from the previous four years should be incorporated into the next major plan update. Plan updates will be a significant undertaking involving City officials, departments and citizens. Consultant services may be utilized if needed. The result of the major plan updates will be a new Comprehensive Plan for the City, including new identification of up-to-date goals, objectives, policies and implementation actions.

Citizen Participation in Continued Planning

Sachse's citizens shared in developing the plan's goals, objectives and proposals by participating in public meetings and planning workshops. The many ideas and comments contributed by citizens during the plan's development were incorporated and shaped the resulting proposals and recommendations. Similarly, the citizens should continue to be involved in implementation and maintenance of the Comprehensive Plan. The Planning and Zoning Commission, advisory committees, public meetings and community workshops, town meetings, public forums, newsletters, media releases and public notices should be utilized to inform and involve citizens in continued planning. Methods and activities for public participation should be carefully chosen and designed to achieve meaningful and effective involvement.

Annual Plan Amendment Process

Annual plan amendments will provide opportunity for relatively minor plan updates and revisions such as changes in future land use designations, implementation actions and review of plan consistency with ordinances and regulations. A plan amendment should be prepared and distributed in the form of an addendum to the adopted Comprehensive Plan. Identification of potential plan amendments should be an ongoing process by the Planning and Zoning Commission and City staff throughout the year. Requests for plan amendments can also be submitted by citizens, property owners, community organizations and other governmental entities. Proposed plan amendments should be reviewed and approved by the Planning and

Zoning Commission. Plan amendments should be adopted in a manner similar to the plan itself. This process includes public hearings and consideration of action by both the Planning and Zoning Commission and City Council. Plan amendments should be adopted by resolution.

Reports of the Planning and Zoning Commission

As a part of their annual Plan of Work, the Planning and Zoning Commission prepares quarterly reports for submittal and discussion with the City Council. Status of implementation for the Comprehensive Plan should be included in these quarterly reports. Significant actions and accomplishments during the past quarter should be recognized, as well as identification and recommendations for needed actions and programs to be developed and implemented in the coming new year. A compilation of the quarterly reports into an annual report of the Comprehensive Plan implementation status by the Planning and Zoning Commission should be coordinated with the City's annual budget development process so that the recommendations will be available early in the budgeting process.

CAPITAL IMPROVEMENTS PROGRAM

What Are Capital Improvements?

Broadly, capital improvements encompass such items as buildings, land, sewers, streets, parks and fire stations. The definition of a *capital improvement* includes the following four practical characteristics:

- ✧ They last a long time;
- ✧ They are relatively expensive;
- ✧ They usually do not recur annually; and,
- ✧ They result in fixed assets.

The distinction between a capital expenditure and an operating expenditure is not always precise. Capital projects tend to be relatively expensive and are often financed by borrowing. They are non-recurring, that is, they do not occur every year and they usually have a life expectancy of several years.

Planning for capital improvements and maintenance is sound development and business practice. A rational, carefully planned program of capital improvements is necessary in order to:

- ✧ Attract new business investment that will increase tax revenues and provide jobs;
- ✧ Ensure that public investments in new or improved facilities are made in locations which make the most sense for service and maintenance; and,
- ✧ Preserve and enhance the quality of life for citizens of Sachse.

What Is A Capital Improvement Program (CIP)?

If a city constructs a new building, it will probably be there for a long time. So will the bonds that paid for it. Because the characteristics of capital improvements tend to be physically and financially visible for a long time in the future, it's especially important to provide a careful plan when the community is thinking about undertaking them. This process of planning is usually called "*capital improvement programming*."

In its simplest form, a CIP is merely a schedule listing capital improvements, in order of priority, together with estimates of their costs and the proposed means for financing them. Even a simple CIP involves four principal types of information:

- ✦ Specific capital improvement projects;
- ✦ Estimated costs for those projects;
- ✦ Proposed sources of funding for each of them; and,
- ✦ The year during which each project will be undertaken.

It is important to note that the CIP is not merely a list of desired projects – although every city can think of plenty of these – but rather, it is a schedule of desired projects encompassing both realistic costs and financing elements.

Of course, a CIP is not intended to be cast in concrete – costs change, emergencies arise, and even the priorities of a community can change over time – all of which can modify the contents of a CIP. Adoption of the five-year CIP does not, by itself, totally commit a city to any particular set of projects. Every year the entire CIP is reconsidered and three types of actions are taken:

- ✦ The first year is eliminated (because it has been implemented);
- ✦ Another "fifth" or final year is added; and,
- ✦ Projects in "in-between" years are re-examined and updated including changing priorities.

The five-year length of the CIP is fairly arbitrary, although that is the length used by most cities. Generally, it has been found that two or three years are too short a time because individual projects sometimes take that long to plan, design and construct. On the other hand, trying to estimate much beyond five years tends to become so laden with guesswork that it's not very useful. A CIP covering five years is a fairly reasonable length of time. A community may elect, of course, to develop a CIP for a period of greater than five years.

How does the City plan for capital investments as part of its comprehensive planning process? First, it must plan for the maintenance and replacement of its existing capital facilities. Then, it must plan the major investments needed to replace and build new community facilities.

Sufficient public funds must be budgeted for the upkeep and preventive maintenance and repair of existing public buildings, streets, drainage, parks and other facilities. Future maintenance and repair requirements must also be taken into account when planning and designing new community facilities.

The phrase "capital improvement cost" usually includes more than the cost of the land or other actual tangible physical assets. The total cost also includes legal, financial and engineering fees, site investigation and preparation costs and inspection fees and other costs necessary to get the facility into actual operation.

General Procedure for Capital Improvement Programming

The Mayor and City Council work with the City Manager to develop CIP goals, a fiscal policy, and an administrative process.

The City Manager instructs Department Directors to submit capital project requests upon pre-designed forms according to a timetable or calendar.

The City Manager appoints a coordinator for the process, who receives the requests from Department Directors and others, sees to it that they receive various types of review and compiles the requests for the City Manager's consideration.

The City Manager reviews all requests, probably in consultation with the Department Directors.

A Capital Improvements Advisory Committee appointed by the Mayor and City Council reviews the recommended capital project priorities. This committee could easily be the Planning and Zoning Commission. Recommendations and comments of the Committee should be considered by the Manager and City Council in the development of long-range expenditure plans.

On the basis of this review, some requests are deferred indefinitely, some are given high priorities and scheduled early in the CIP and some are scheduled for later. The City Manager submits the recommended CIP to City Council, along with recommendations from the Capital Improvements Advisory Committee. Upon its tentative approval, the City Council schedules a public hearing.

After providing prior public notice, the City Council conducts a public hearing on the CIP. After making such modifications, as it deems necessary, the CIP is adopted by resolution.

The first year projects are implemented.

After a year passes, the process is repeated. Year Two of the first CIP now becomes Year One, Year Five becomes Year Four, and an additional year added as Year Five. Of course, individual

projects within any of the years may be modified, added, or deleted. Approval of a project scheduled for Year Two, for example, doesn't mean that the project will receive automatic approval the next year.

Capital Funding Sources and Financing Methods

Financial planning to meet capital requirements includes consideration of a number of important objectives:

- ✧ Changes in the ad valorem property tax rate;
- ✧ Changes in sales tax revenue received by the City;
- ✧ Maintaining a balance between debt redemption, capital outlays and current expenditures;
- ✧ Maximizing use of available Federal and State aid;
- ✧ Trends in future revenues and expenditures; and,
- ✧ Funds available to finance new capital projects.

The various potential funding sources and methods of financing for capital improvements are as follows:

- ✧ General funds;
- ✧ Federal and State financial assistance grants and loans;
- ✧ Pay-as-you go from current revenues;
- ✧ Issuance of long term debt instruments such as Certificates of Obligation, Revenue Bonds and General Obligation Bonds;
- ✧ Property tax;
- ✧ Sales Tax;
- ✧ Hotel/Motel Occupancy Tax;
- ✧ Special assessments;
- ✧ User Charges;
- ✧ Impact Fees; and,
- ✧ Innovative Financing methods such as Tax Increment Financing, Lease-Purchase Financing.

Role of the CIP in Implementation

The Capital Improvement Program (CIP) is a mechanism for analyzing the City's major capital facility needs in the near future. By undertaking a financial analysis as part of the CIP, the City is able to predict, with reasonable accuracy, its capacity to finance capital improvements after it has paid its basic operating expenses. Once this capacity has been identified, a fiscal program is developed. The financial analysis also estimates the impact that capital expenditures will have on the operating budget.

The Sachse Comprehensive Plan is concerned with physical facilities and services as well as population growth and land use. The Plan provides guidelines for capital project selection and

assignment of priorities. The Capital Improvements Program, along with the Zoning and Subdivision Ordinances and official maps, is a device for implementing the long-range Comprehensive Plan.

Capital improvements include facilities such as utility systems, public buildings, land acquisition, parks, streets and sidewalks, drainage, libraries and major equipment. These are items that may have a significant impact on the community and are often too expensive to be financed in the annual operating budget.

Preparation of a Capital Improvements Program involves difficult decisions. Often there are more worthwhile projects to consider than there are dollars to fund them.

CONCLUSION

Sachse has already embarked on the procedural steps of a full Capital Improvement Program in the yearly budget process. Inclusion of review and recommendations by a review committee of the Planning and Zoning Commission will be beneficial to the overall process and ensure the citizen participation necessary for a successful CIP.