

City of Melissa

COMPREHENSIVE PLAN 2006

Definition of Implementation:

To put into practical effect; carry out; the act of accomplishing some aim.

Chapter 9: IMPLEMENTATION PLAN

By embodying information and standards concerning inter-relationships, the plan can provide a pattern against which specific proposals for a use or building may be viewed. As such, it represents recognition of the fact that the value of each specific thing is determined only in relation to things outside itself, and that therefore, one must have a guide to things outside in order to make intelligent decisions about the specific thing. Through its use as a checklist, a more accurate realization of the consequences of any specific planning action may be acquired. And to the degree that the plan carries weight, a touchstone upon which to judge the merit of a proposed action is provided.

– *Classic Readings in Urban Planning, Chapter 3: Comprehensive Planning (1995)*

Table of Contents

Introduction 9.1

The Roles of the Comprehensive Plan 9.3

 A Guide for Daily Decision-Making 9.3

 A Flexible & Alterable Guide 9.3

 Regular Review 9.3

 Public Participation..... 9.4

Proactive & Reactive Implementation 9.5

 Capital Improvements Programming 9.5

 Funding Mechanisms 9.6

 Regulatory Mechanisms & Administrative Processes..... 9.8

 The Subdivision Ordinance 9.8

 The Zoning Ordinance 9.9

Implementation Priorities 9.11

 In Conclusion 9.13

Implementation:

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City of Melissa, Texas

COMPREHENSIVE PLAN 2006

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Introduction

Truly successful communities have a vision for their future. They set forth a clear vision, as well as a policy direction aimed at creating that vision. Then they have a practical and specific set of techniques and priorities for carrying out that direction. This chapter completes Melissa's *Comprehensive Plan* by providing implementation techniques and priorities that cohesively address the vision, recommendations and related policies established herein.

Ideally, implementation techniques are designed so that the act of implementing the community vision can begin immediately after a plan is approved. As part of this design, this *Implementation Plan* is structured into a coordinated action program so that City leaders, staff, and other decision-makers can easily identify the steps that are necessary to achieve the vision for Melissa described within this Plan.

This chapter is organized into three sections. The first describes the role of this Comprehensive Plan should ideally play in the day-to-day decision-making of civic leaders and staff. The second describes the primary techniques that should be considered in implementing this Plan, including both proactive and reactive measures. The final section provides an overall listing of prioritized implementation actions, with an outline of the top ten priorities that should be completed in the immediate future or within one to two years. Other priorities are outlined for the longer term, along with those that should be on-going. These priorities are correlated to the *Comprehensive Plan* chapter they are discussed within and the appropriate policy reference from each chapter; also noted is whether the citizens of Melissa endorsed each priority, either at the Public Workshop or as a result of the Community Questionnaire (refer to Chapter 2 for more information about public participation).

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City of Melissa, Texas

COMPREHENSIVE PLAN 2006

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The Roles of the Comprehensive Plan

A GUIDE FOR DAILY DECISION-MAKING

The current physical layout of the City is a product of previous efforts put forth by many diverse individuals and groups. In the future, each new development that takes place – whether it is a subdivision that is platted; a home that is built; or a new school, church or shopping center that is constructed – represents an addition to Melissa's physical form. The composite of all such efforts and facilities creates the City as it is seen and experienced by its citizens and visitors. If planning is to be effective, it must guide each and every individual development decision. The City, in its daily decisions pertaining to whether to surface a street, to approve a residential plat, to amend a zoning ordinance provision, to enforce the building codes, or to construct a new utility line, should always refer to the basic proposals outlined within the Comprehensive Plan. The private builder or investor, likewise, should recognize the broad concepts and policies of the Plan so that their efforts become part of a meaningful whole in planning the City.

A FLEXIBLE & ALTERABLE GUIDE

The Comprehensive Plan for the City of Melissa is intended to be a dynamic planning document – one that responds to changing needs and conditions. Plan amendments should not be made without thorough analysis of immediate needs, as well as consideration for long-term effects of proposed amendments. The Melissa City Council and other Melissa officials should consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's goals and policies, and whether it will be beneficial for the long-term health and vitality of the City of Melissa.

Regular Review

At one- to three-year intervals, a periodic review of the Comprehensive Plan with respect to current conditions and trends should be performed. Such on-going, scheduled reevaluations will provide a basis for adjusting capital expenditures and priorities, and will reveal changes and additions which should be made to the Plan in order to keep it current and applicable long-term. It would be appropriate to devote one annual meeting of the Planning and Zoning Commission to reviewing the status and continued applicability of the Plan in light of current conditions, and to prepare a report on these findings to the Melissa City Council. Those items that appear to need specific attention should be examined in more detail, and changes and/or additions should be made accordingly. By such periodic reevaluations, the Plan will remain functional, and will continue to give civic leaders effective guidance in decision-making. Periodic reviews of the Plan should include consideration of the following:

- ✦ The City's progress in implementing the Plan;

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City of Melissa, Texas

COMPREHENSIVE PLAN 2006

- ✦ Changes in conditions that form the basis of the Plan;
- ✦ Community support for the Plan's goals, objectives & policies; and,
- ✦ Changes in State laws.

Public Participation

In addition to periodic annual reviews, the Comprehensive Plan should undergo a complete, more thorough review and update every five years. The review and updating process should begin with a citizen committee similar to the one appointed to assist in the preparation of this Plan, thereby encouraging citizen input from the beginning of the process. Specific input on major changes should be sought from various groups, including property owners, neighborhood groups, civic leaders and major stakeholders, developers, merchants, and other citizens and individuals who express an interest in the long-term growth and development of the City.

An informed, involved citizenry is a vital element of a democratic society. The needs and desires of the public are important considerations in Melissa's decision-making process. Citizen participation takes many forms, from educational forums to serving on City boards and commissions. A broad range of perspectives and ideas at public hearings helps City leaders and the City Council to make more informed decisions for the betterment of the City as a whole. Melissa should continue to encourage as many forms of community involvement as possible as the City implements its Comprehensive Plan.

Proactive & Reactive Implementation

There are two primary methods of implementing the Comprehensive Plan - proactive and reactive methods. Both must be used in an effective manner in order to successfully achieve the recommendations contained within the Plan.

Examples of proactive methods include:

- ✦ Developing a capital improvements program (CIP), by which the City expends funds to finance certain public improvements (e.g., utility lines, roadways, etc.), meeting objectives that are cited within the Plan;
- ✦ Engaging in proactive code enforcement;
- ✦ Establishing/enforcing Zoning Ordinances;
- ✦ Establishing/enforcing Subdivision Ordinances.

Examples of reactive methods include:

- ✦ Rezoning a development proposal that would enhance the City and that is based on the Comprehensive Plan;
- ✦ Site plan review;
- ✦ Subdivision review.

Several specific strategies, both proactive and reactive, and financing mechanisms that could be used by the City of Melissa to implement the recommendations and policies contained within the Comprehensive Plan are described within the following sections.

CAPITAL IMPROVEMENTS PROGRAMMING

Capital improvements are integrally linked to the City's Comprehensive Plan, Zoning Ordinance, and Subdivision Ordinance. A capital improvement such as a water treatment plant illustrates this concept. The Comprehensive Plan recommends areas for a particular type of development, the Zoning Ordinance reinforces Plan recommendations with applicable zoning districts consistent with that type of development, and the Subdivision Ordinance regulates the facilities (e.g., utility extensions, roadway widths, etc.) necessary to accommodate that type of development. The type of development that is recommended by the Comprehensive Plan and that is regulated and approved in accordance with the Zoning and Subdivision Ordinance dictates the water treatment plant's size and capacity.

The Comprehensive Plan makes recommendations on the various public improvements that will be needed to accommodate growth and development envisioned for the City over the next 20 years or more. Many of the changes involve improvements that will be financed by future improvement programs. It would be desirable to invest regularly in the physical maintenance and enhancement of the City of Melissa rather than to undertake large improvement-type programs at longer time intervals. A modest amount of money expended annually on prioritized items in accordance with Plan recommendations will produce a far greater return to the City than will large expenditures at long intervals.

Funding Mechanisms

Budgeting and cost are primary considerations in terms of implementing Plan recommendations. Therefore, a discussion of the various funding mechanisms that could be utilized by Melissa to realize these recommendations follows. It is important to note that the discussion does not represent an exhaustive list of the funding sources that may be used, but includes those mechanisms that are likely to be most applicable for use within Melissa.

IMPACT FEES

A recommendation is made for consideration of impact fees in relation to water and wastewater facilities (Chapter 4) and roadways (Chapter 5). Chapter 395 of the Texas Local Government Code addresses the issue of developer participation in the construction of off-site facilities such as water, wastewater, and roadways. This state law allows cities in Texas to decide whether to assess fees for 1) water service expansion, 2) wastewater service expansion, and 3) roadway construction, to new residential and nonresidential development. The City should investigate the feasibility of using Chapter 395 as a funding mechanism for such capital expenditures.

Impact fees can be described as fees charged to new development based on that development's impact on the infrastructure system. The primary advantage to having this funding source is that it provides cities with the increased ability to plan and construct capital facilities so that the needed infrastructure system capacity is available when the market warrants. If they are not implemented, new capital facilities will likely be financed through taxes (e.g., ad valorem, sales), which are paid by existing as well as future residents. With impact fees, the development community is responsible for paying its related share of the cost of growth and the impact of that growth on local infrastructure systems.

However, while impact fees provide financing assistance for cities, they also increase the cost of development. As most costs associated with development are "passed through" to the consumer, it can be argued that impact fees increase the cost of housing or deter economic development. In order to mitigate any negative effects of adopting impact fees on economic development opportunities, the City can investigate development incentives, such as waiving all or a portion of impact fees for certain areas of Melissa, such as along Interstate Highway 75. It must also be noted that if the facilities (and the related capacity) are not available, growth would likely not occur anyway, and therefore, impact fees would not be charged.

STATE & COUNTY FUNDING

Coordination with state agencies, Collin County, and the North Central Texas Council of Governments (NCTCOG) has been recommended in many instances within this Comprehensive Plan for the joint planning and cost sharing of projects. A widely utilized example of state funding is the use of funds allocated by Texas Department of Transportation (TxDOT). TxDOT receives funds from the federal government and directly from the state budget that it distributes for roadway construction and maintenance across Texas. There are several roads within Melissa that may be eligible for such funds.

Capital improvements funded in cooperation with Collin County generally include roadways, park facilities, and public buildings⁹⁻¹. (Matching funds from the cities is often a requirement for Collin County funds.) The City should research County funding availability specifically for implementation of Plan recommendations related to thoroughfares (Chapter 5), parks (Chapter 6), and public facilities (Chapter 7).

VARIOUS TYPES OF BONDS

The two most widely used types of bonds are general obligation bonds and revenue bonds. General obligation bonds, commonly referred to as G.O.s, can be described as bonds that are secured by a pledge of the credit and taxing power of the City and must be approved by a voter referendum. Revenue bonds can be described as bonds that are secured by the revenue of the City. Certificates of obligation, commonly referred to as C.O.s, can be voted on by the City Council without a City-wide election/bond referendum. It should be noted that if Melissa chooses to adopt an impact fee ordinance and bonds have been included in the assessment of impact fees, funds derived from impact fees could be used to retire bonds.

COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM (CDBG)

CDBG grants can be used to revitalize neighborhoods, expand affordable housing and economic opportunities, and improve community facilities and services. A minimum percentage of all CDBG grant funds allocated to a city must be devoted to programs and activities that benefit low- and moderate-income individuals. Cities can use grants toward a number of actions, including reconstructing or rehabilitating housing, building public infrastructure (i.e., capital facilities such as streets, water and sewer systems), providing public services to young people, seniors or disabled persons, and assisting low-income homebuyers.

TEXAS PARKS AND WILDLIFE DEPARTMENT GRANTS

The Texas Parks and Wildlife Department (TPWD) provides grants in the form of matching funds for various types of outdoor park and indoor recreational facilities. Such grants are equivalent to \$500,000, \$750,000, or \$1.2 million depending on the type of park/recreational facility for which funding is being provided. TPWD grants are not usually given to cities that do not have a park plan, and therefore, the *Parks & Trails Plan* (Chapter 6) is an important element related to these grants.

⁷⁻¹ Collin County Website – The 2003 Bond Program, Public Information link from the Departments link from the homepage. Website: www.co.collin.tx.us.

In addition, the Texas Parks and Wildlife Department appreciates joint efforts in relation to parks and open spaces. For the greatest opportunity to secure a grant, the City should seek to submit applications that represent joint-effort projects with other public entities, such as Collin County and the Melissa Independent School District.

REGULATORY MECHANISMS & ADMINISTRATIVE PROCESSES

The usual processes for reviewing and processing zoning amendments, development plans, and subdivision plans provide significant opportunities for implementing the Comprehensive Plan. Each zoning, development and subdivision decision should be evaluated and weighed against applicable recommendations and policies contained within this Comprehensive Plan. The Plan allows Melissa to review proposals and requests in light of an officially prepared document adopted through a sound, thorough planning process. If decisions are made that are inconsistent with Plan recommendations, then they should include actions to modify or amend the Plan accordingly in order to ensure consistency and fairness in future decision-making. Amending the Subdivision Ordinance and Zoning Ordinance represent two major, proactive measures that the City can take to implement Comprehensive Plan recommendations. Specifics on the way in which this can be effectively achieved for both are discussed in the following sections.

The Subdivision Ordinance

The act of subdividing land to create building sites is one that has the greatest effect on the overall design and image of Melissa. Much of the basic physical form of the City is currently created by the layout of streets, easements, and lots. In the future, the basic physical form of Melissa will be further affected by elements such as new development, both residential and non-residential, and the implementation of the *Transportation Plan* (Chapter 5). As mentioned previously, many of the growth and development proposals contained within the City's Comprehensive Plan can be achieved through the exercise of subdivision control and other "reactive" practices. Some elements of the Plan, such as major thoroughfare rights-of-way and park areas (through dedication requirements), can be secured during the process of subdividing the land. Once the subdivision has been filed (recorded) and development has begun, the subdivision becomes a permanent, integral part of the City's urban fabric. Thereafter, it can be changed only through great effort and expense. Melissa's Subdivision Ordinance should be updated by:

- ✦ Incorporating *Transportation Plan* recommendations, specifically with the rights-of-way widths and sections contained therein.
- ✦ Requiring pedestrian and roadway connectivity.
- ✦ Requiring park dedication.
- ✦ Outlining requirements for trail construction.
- ✦ Integrating policies for shared access and cross access for nonresidential developments along major roadways.

The Zoning Ordinance

All zoning and land use changes should be made within the context of existing land uses, future land uses, and planned infrastructure, including roadways, water and wastewater. The City's Zoning Ordinance should be updated with the recommendations contained within this Comprehensive Plan, such as:

- ✦ Increasing standards related to retail development (refer to Policy #2 within the Future Land Use Plan, Chapter 3).
- ✦ Increasing standards related to multiple-family development (refer to Policy #1 within the Future Land Use Plan, Chapter 3).
- ✦ Encouraging variety in terms of residential development through a general requirement that residential lots have different characteristics from one another. Such characteristics could include views (of creeks, topography, etc.), proximity to open space, access to retail services, and house size and type. The uniqueness of each property will appeal to different needs and desires of the market, thereby creating neighborhoods that attract reinvestment.
- ✦ Reviewing and updating requirements within the current Historic Overlay District to reflect the City Center Concept (Chapter 8), for example:
 - Allow minimal setbacks,
 - Allow reduced parking requirements for new and redeveloped uses,
 - Review permitted and specific land uses.
- ✦ Reviewing and updating requirements within the Town Center area.

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COMPREHENSIVE PLAN 2006

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Implementation Priorities

Implementation is probably one of the most important, yet most difficult, aspects of the comprehensive planning process. Without viable, realistic mechanisms for implementation, the recommendations contained within the Comprehensive Plan will be difficult to realize. The City should work toward implementation of recommendations on an incremental, annual basis. The following table contains a listing of the top ten priority recommendations within this Comprehensive Plan. The City should proactively pursue these implementation actions in the immediate future, or within 2 years of the adoption of this Comprehensive Plan. These priorities are correlated to the *Comprehensive Plan* chapter and related policy reference, and to whether citizens endorsed the priority at the Public Workshop or in the Community Questionnaire.

<i>Table 9-1 PRIORITY LISTING – TOP TEN PRIORITIES (IN NO PRIORITY ORDER)</i>				
Implementation Action	Chapter Reference	Policy Reference	Timeframe	Endorsed by Public Input
Update Zoning Regulations related to retail development.	3: Future Land Use Plan	LU2.1, LU2.2 LU6.2	Immediate	
Work with the development community to provide a variety of housing types, individualized housing products, and unique residential areas.	3: Future Land Use Plan 6: Parks & Trails Plan	LU1.1, LU1.2, PT1.1, PT1.2	On-Going	
Establish the planned public uses within the Town Center as soon as possible, to the highest level of quality possible.	3: Future Land Use Plan 8: City Center Concept Plan	LU5.1 C1.1	Immediate	
Update Subdivision Regulations to require pedestrian and bicycle connectivity.	3: Future Land Use Plan 5: Transportation Plan 6: Parks & Trails Plan 8: City Center Concept Plan	LU2.1, LU7.1, T2.1 PT2.1, C4.1	Immediate	
Establish and use a checklist for determining whether to approve or deny rezoning proposals.	3: Future Land Use Plan	LU9.1	Immediate	<i>Not Addressed</i>
Investigate roadway, water, and wastewater impact fees as a funding mechanism for infrastructure expansion to accommodate growth.	4: The Utilities Assessment 5: Transportation Plan	T4.1 U3.1	1-2 Years	
Develop a capital improvement plan (CIP) for trails, and complete the trail length through the Town Center.	5: Transportation Plan 6: Parks & Trails Plan 8: City Center Concept Plan	T2.1 PT2.1 C1.1	1-2 Years	
Update Subdivision Regulations to incorporate park dedication requirements.	6: Parks & Trails Plan	PT3.1	Immediate	
Plan for a new library facility (in the Town Center area) within the next five years, and construct the new facility within 10 years.	7: Public Services & Facilities	PS2.3	1-2 Years	
Complete the recommended ornamental park in the Town Center as a "seed" project for the City Center.	8: City Center Concept Plan	C1.1	1-2 Years	







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City of Melissa, Texas

COMPREHENSIVE PLAN 2006

Table 9-2 below contains a listing of recommendations made within this Comprehensive Plan that should be priorities for the City to complete in a timely manner, but should be secondary to the completion of priorities listed in Table 9-1. The City should proactively pursue these implementation actions within 2 to 5 years following the adoption of this Comprehensive Plan.

<p align="center"><i>Table 9-2</i> PRIORITY LISTING – LONGER TERM PRIORITIES (IN NO PRIORITY ORDER)</p>				
Implementation Action	Chapter Reference	Policy Reference	Timeframe	Endorsed by Public Input
Update Zoning Regulations related to traditional multiple-family development.	3: Future Land Use Plan	LU1.3	2-5 Years	
Update Zoning Regulations related to Old Town and the City's existing Historic District.	3: Future Land Use Plan 8: City Center Concept Plan	LU4.1, C4.1	2-5 Years	
Update Subdivision Regulations to require shared access driveways for and cross access in between new nonresidential developments along arterial and collector roadways.	5: Transportation Plan	T1.1, T1.2	2-5 Years	
Incorporate streetscape improvements along State Highway 5.	5: Transportation Plan 8: City Center Concept Plan	T5.1	2-5 Years	
Update Subdivision Regulations to incorporate specific requirements for trail construction.	6: Parks & Trails Plan	PT2.2	2-5 Years	
Create a City Center Association.	8: City Center Concept Plan	C3.1	2-5 Years	

The priorities in Table 9-3 below represent on-going recommendations that should be consistently implemented by the City as it continues to grow and develop.

<p align="center"><i>Table 9-3</i> PRIORITY LISTING – ON-GOING PRIORITIES (IN NO PRIORITY ORDER)</p>				
Implementation Action	Chapter Reference	Policy Reference	Timeframe	Endorsed by Public Input
Carefully consider any requested "upzoning" of property due to State law constraints on future rezoning.	3: Future Land Use Plan	LU6.2	On-Going	<i>Not Addressed</i>
Work with the development community to provide density in proximity to the transit station location and related TOD area.	3: Future Land Use Plan 8: City Center Concept Plan	LU8.1, LU8.2, C4.1	On-Going	
Secure rights-of-way as development occurs.	5: Transportation Plan	T3.2	On-Going	
Ensure that future public facilities are designed to project a positive image of Melissa.	7: Public Services & Facilities	PS3.1	On-Going	
Continue discussions with Collin County Community College to encourage a local location.	7: Public Services & Facilities	PS4.2	On-Going	<i>Not Addressed</i>

IN CONCLUSION

It should be noted that no city can afford to implement all of the recommendations and policies within a comprehensive plan at once, and Melissa is no exception. Implementation of Melissa's 2006 Comprehensive Plan should occur over time, on a consistent but incremental basis. Primarily for this reason, the Plan priorities have been previously outlined within *Table 9-1, 9-2, and 9-3* – in effect, these tables should provide a checklist for the City to follow as it implements this Plan.

With the publication and adoption of this Comprehensive Plan, the City of Melissa will have taken an important step in shaping its future. The Plan will provide a very important tool for City staff and civic leaders to use in making sound planning decisions regarding the long-term growth and development of Melissa. The future quality of life in the City will be substantially influenced by the manner in which Comprehensive Plan recommendations are administered and maintained.

This Comprehensive Plan represents the adopted City policy document on local growth and development. This policy can most effectively be put into effect through supportive development regulations – zoning and subdivision – and through financing of recommended capital improvements. Through consistent implementation of the Comprehensive Plan with such efforts, Melissa will be able to transform the recommendations and policies within this Plan from a vision to a reality.

