

City of Waxahachie 2007 Comprehensive Plan

CHAPTER 10: IMPLEMENTATION STRATEGIES



A solid plan is the by-product of study, analysis, and reflection. The adoption of a comprehensive plan, however, should not be viewed as an act of closure. Instead, the decision to adopt should be viewed as the initial step in the plan implementation process. It is essential to remember that a comprehensive plan will not effectuate change if it is afforded trophy status and placed on the proverbial office shelf. If a plan is going to make a difference in the life of a community it must be used and followed.



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Introduction

Truly successful communities have a vision for their future. They set forth clear goals and objectives, 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 Waxahachie's *2007 Comprehensive Plan* by providing implementation techniques and priorities that cohesively address the goal, objectives, and policies established herein.

Planning is essential to setting the stage for quality growth and development in any community. Implementation is essential to carrying out the vision for planning. Techniques for implementation prescribe methods that should be taken to achieve the principals and policies expressed in the Plan. Implementation must be designed so that it can begin immediately after a plan is approved. The Plan must be structured to provide direction for decision-makers and stakeholders for successful implementation.

Waxahachie has a history of comprehensive planning. The related implementation of its planning efforts has helped the City become a highly desirable place to live, as evidenced by its increasing population growth in recent years. The City implemented numerous programs and projects as a result of the recommendations within the 1995 Comprehensive Plan. With this *Implementation Strategies* chapter, this *2007 Comprehensive Plan* seeks to continue Waxahachie's proactive approach to planning and implementation.

This *Implementation Strategies* document 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 Waxahachie described within this Plan. Specifically, it provides an overall listing of prioritized implementation actions, for the short- and long-term. These priorities are correlated to the *Comprehensive Plan* chapter they are discussed within and the appropriate goal and/or objective from Chapter 2 (*Goals & Objectives*) to which they relate.

This chapter of the Plan should be viewed as the initial action plan for implementation. It should be updated as progress occurs on these items. That process of taking action, reporting on results, and updating the priorities is necessary to respond to change and to keep the Plan current, while implementing the Plan's overall policies.



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General Use of the Comprehensive Plan

A Guide for Daily Decision-Making

The 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 Waxahachie'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. For planning to be effective, it must guide each and every individual development decision. The City should consider the *Comprehensive Plan* in its decisions, such as decisions regarding infrastructure improvements, zoning ordinance amendments, and projects and programs to implement. The development community should incorporate the broad concepts and policies of the Plan so that their efforts become part of a meaningful whole in planning the City.

A Flexible Guide

Plan Amendments

This *Comprehensive Plan* is intended to be a dynamic planning document for Waxahachie — one that responds to changing needs and conditions. The full benefits of the Plan for the City can only be realized by maintaining it as a vital, up-to-date document. As changes occur and new issues within the City become apparent, the Plan should be revised. By such action, the Plan will remain current and effective in meeting the City's decision-making needs.

Plan amendments should be made after thorough analysis of immediate needs, as well as consideration for long-term effects of proposed amendments. The City Council and other City officials should consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's principles, actions, and policies, and whether it will be beneficial for the long-term health and vitality of the City.

Annual Reviews

Annual reviews of the *Comprehensive Plan* should be undertaken with respect to current conditions and trends. The Comprehensive Plan Steering Committee, which is comprised of Planning & Zoning Commission members, has been invaluable to this comprehensive planning process. The members' knowledge-base of this Comprehensive Plan as well as what is occurring in Waxahachie in terms of development, re-zonings, capital improvements would provide great insight during periodic reviews of this *Comprehensive Plan*. The Planning and Zoning Commission should therefore review this Comprehensive Plan annually and should make recommendations on prioritized changes to this document.

A report on the findings of the Planning and Zoning Commission should then be prepared by City staff and presented to the 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;
- ❖ Changes in conditions that form the basis of the Plan;
- ❖ Adjustments needed related to capital expenditures;
- ❖ Changes to the City's regulations or programs;
- ❖ Adjustments of Comprehensive Plan priorities; and
- ❖ Changes in State laws.

Five-Year Review & Update

In addition to periodic annual review, the *Comprehensive Plan* should undergo a thorough review and update every five years. The review and updating process should begin with the establishment of a committee similar to the Steering Committee that was appointed to assist in the preparation of this Plan. This could again be comprised of Planning and Zoning Commission members. Specific input on major changes should be sought from various groups, including property owners, neighborhood groups, civic leaders, developers, business owners, and other citizens and individuals who express an interest in the long-term growth and development of the City.





Specific Implementation Strategies

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 three tables on the following pages provide a coordinated listing of Comprehensive Plan implementation priorities. Few cities have the ability to implement every recommendation or policy within their comprehensive planning document immediately following adoption—Waxahachie is no exception. Comprehensive Plan implementation, therefore, must be prioritized to guide immediate actions, longer-term actions, and on-going actions. These priorities must be balanced with timing, funding, and City staff resources. While all Plan recommendations share some level of importance because they warranted discussion within the Plan, they cannot all be targeted for implementation within a short time period; some must be carried out over a longer period of time. Other than the delineation of these priorities into immediate, short-term, and on-going, they are in no order of priority.

The first table (*Table 10-1*, which begins below) lists the top ten priorities that should be targeted for implementation within the year following the adoption of this Comprehensive Plan. The second table (*Table 10-2*, pages 10.7 to 10.8) lists recommendations that should be implemented in the first five years following the adoption of this Plan. The third table (*Table 10-3*, pages 10.9 to 10.10) outlines Plan priorities that will not be able to be achieved with a one-time action; these will need to be on-going actions that the City implements continually.

Table 10-1: Top Ten Priorities – First Year Following Plan Adoption

Implementation Action	Chapter Reference	Policy Reference	Goal & Objective Reference	Implementation Mechanism
Amend residential zoning districts to require the inclusion of a range of quality, well-constructed and appropriately situated residential unit types in all new residential developments of 20 acres or more.	Chapter 3 (Livability)	#2, #8, #9	G1-01.1 G3-03.2, 03.5	Zoning Ordinance
	Chapter 5 (Future Land Use)	#7	G8-08.8, 08.10 G10-010.1 G13-013.1	
Increase development standards within the City's multiple-family zoning districts to require characteristics that will ensure that multiple-family developments are high-quality and sustainable.	Chapter 5 (Future Land Use)	#8	G1-01.1 G8-08.5 G13-013.2, 013.3	Zoning Ordinance



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Implementation Action		Chapter Reference	Policy Reference	Goal & Objective Reference	Implementation Mechanism
Amend the City’s multiple-family zoning districts to require that multiple-family uses are only permitted in a mixed use concept (for developments that do not have previously approved zoning).		Chapter 3 (Livability)	#15	G3-03.2, O3.5	Zoning Ordinance
		Chapter 5 (Future Land Use)	#8	G5-05.2, G8-08.5, O8.10	
Amend the Subdivision Ordinance to require pedestrian and bicycle connectivity development occurs – within the development itself and to adjacent developed areas. (This would be similar to the way in which roadway rights-of-way and connectivity is achieved.)		Chapter 3 (Livability)	#3, #13, #14, #16	G1-01.2, G2-02.3, G3-03.1, O3.2, O3.5	Subdivision Ordinance
		Chapter 4 (Transportation)	#5	G4-04.1, O4.6	
		Chapter 5 (Future Land Use)	#3	G6-06.3, G8-08.5, O8.7, G10-010.3, G14-014.2	
Amend the City’s nonresidential zoning districts to integrate Comprehensive Plan recommendations to increase development standards for retail development. Such recommendations include connections to adjacent neighborhoods, less visible parking, separation of parking areas, minimized spacing between buildings (to encourage walking), adjacent accessible land uses that provide a built-in market.	Also consider form-based regulations to achieve the recommendations for new nonresidential design standards. Form-based regulations generally consider the design of sites and buildings rather than land uses, which is one of the primary concerns of traditional zoning.	Chapter 3 (Livability)	#13, #14, #15	G1-01.2, G2-02.3, G3-03.1, O3.5, G4-04.5, G8-08.3, O8.5	Zoning Ordinance
		Chapter 5 (Future Land Use)	#9		
Amend the City’s nonresidential zoning districts to integrate Comprehensive Plan recommendations for big box retail buildings. These amendments will ensure that these buildings are designed to fit more easily into the City fabric and will be more sustainable over time.		Chapter 3 (Livability)	#13, #17	G1-01.2, G2-02.3, G3-03.3, G8-08.5, G9-09.3, G10-010.3	Zoning Ordinance
Adopt roadway impact fees as a funding mechanism for the roadway infrastructure that will be needed in Waxahachie and the ETJ as development occurs.		Chapter 4 (Transportation)	#10	G4-04.3, G5-05.1, O5.6, G12-012.2	New Ordinance

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Implementation Action	Chapter Reference	Policy Reference	Goal & Objective Reference	Implementation Mechanism
Amend the Subdivision Ordinance to incorporate recommended roadway cross-sections, which require elements that will enhance the City's transportation system as development occurs and are more context-sensitive.	Chapter 3 (Livability)	#6	G4-04.1, 04.3, 04.5	Subdivision Ordinance
	Chapter 4 (Transportation)	#3	G5-05.1, 05.3, 05.5, 05.6, 06.4, 06.3, G6-06.3, 06.4, G8-08.7, G12-012.2	
Consider a new location for the Waxahachie Police Department headquarters or an expansion of the Department's central station.	Chapter 8 (Community Facilities)	#1	G12-012.1, 012.4, 012.5	City Project
Require new nonresidential developments along major thoroughfares and collector roadways to establish shared access driveways and cross access easements.	Chapter 3 (Livability)	#12	G5-05.1, 05.3, G12-012.2	Access Management Ordinance
	Chapter 4 (Transportation)	#5		

Table 10-2: Short-Term Priorities – Two to Five Years Following Plan Adoption

Implementation Action	Chapter Reference	Policy Reference	Goal & Objective Reference	Implementation Mechanism
Amend the Zoning Ordinance to include a mechanism for cluster developments, either with a straight zoning district or a type of planned development district.	Chapter 3 (Livability)	#3	G1-01.1, G3-03.2, 03.5, G8-08.5, 08.8, 08.10, G10-010.1, 010.2, G13-013.1	Zoning Ordinance
Amend the City's single-family residential zoning districts to provide gross density (units per acre) standards as an alternative to minimum lot sizes. (This will help to achieve a mix of unit types and lot sizes within neighborhoods.)	Chapter 3 (Livability)	#3	G1-01.1, G3-03.2, 03.5, G8-08.8, 08.10, G10-010.1, G13-013.1	Zoning Ordinance
Amend the Subdivision Ordinance to require that most residences within new development be no further than 800 feet from a public park or open space corridor. {Large-lot developments (where lots are over one acre in size) may need to be exempted from this requirement.}	Chapter 3 (Livability)	#10	G1-01.1, G3-03.2, G8-08.5, 08.6, 08.8, G10-010.2, G13-013.3, G14-014.2	Subdivision Ordinance





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Implementation Action	Chapter Reference	Policy Reference	Goal & Objective Reference	Implementation Mechanism
Explore the potential for localized transit within Waxahachie to connect regional transit stops, Downtown, local higher education venues, the hospital, and new mixed use developments.	Chapter 3 (Livability)	#7	G4-O4.1, O4.6	City Project
	Chapter 4 (Transportation)	#8	G6-O6.2 G11-O11.7	
Study the parking situation in Downtown and establish a resultant parking strategy for Downtown.	Chapter 6 (Downtown)	#3	G11-O11.4, O11.7	City Project
Document the conditions of existing neighborhoods to identify deteriorating areas and to prioritize such areas for improvements. Facts that should be documented include code violations, public safety reports (e.g., police and fire), and ownership/rental percentages.	Chapter 3 (Livability)	#11	G8-O8.9, O8.11	City Project
	Chapter 7 (Housing)		G14-O14.4, O14.5	
Create a form-based code for the Downtown area. Form-based standards, which would include the location of walls, height, and materials, would be applicable as buildings are rehabilitated and new ones are constructed.	Chapter 6 (Downtown)	#2	G11-O11.1 through O11.5	City Project
Conduct an in-depth space needs analysis for City Hall. This analysis should include various options on how City Hall can be expanded in its current location.	Chapter 8 (Community Facilities)	#1	G12-O12.1, O12.4, O12.5	City Project
Conduct an analysis of the need for a consolidated Service Center with recommended services and related acreage and square footage analyzed.	Chapter 8 (Community Facilities)	#1	G12-O12.1, O12.4, O12.5	City Project
Create a streetscape plan for Downtown to enable the City to better assess where to concentrate its capital investments in Downtown. This plan should include input from parties interested in Downtown (e.g., business owners, residents and nearby residents), and should help the City prioritize improvements and identify public sector and private sector responsibilities.	Chapter 6 (Downtown)	#1	G11-O11.1, O11.3, O11.4	City Project
Establish a formalized cooperative process with the Waxahachie ISD to ensure that the WISD is aware of and has input about new development.	Chapter 8 (Community Facilities)	#2	G3-O3.4 G4-O4.5 G9-O9.1 G12-O12.3	City Project
Create and integrate into the Zoning Ordinance a Transit-Oriented Development (TOD) zoning district for locations near planned regional transit stations.	Chapter 4 (Transportation)	#7	G3-O3.2, O3.5	City Project & Zoning Ordinance
	Chapter 5 (Future Land Use)	#6	G8-O8.1 G9, O9.5 G10-O10.1, O10.3	

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Table 10-3: On-Going Priorities – Consistently Implemented Following Plan Adoption

Implementation Action	Chapter Reference	Policy Reference	Goal & Objective Reference	Implementation Mechanism
Ensure that within new residential developments, the location and mix of housing is such that each property has different characteristics — view, proximity to open space, access to retail services, house size and type. This creates neighborhoods that attract reinvestment because of each property’s uniqueness.	Chapter 3 (Livability)	#8	G1-01.1 G3-03.2 G8-08.8, 08.5 G13-013.3 G14-014.2	City Policy
Design streets in such a way that CSD concepts are utilized.	Chapter 4 (Transportation)	#1	G4-04.1, 04.5 G5-05.1, 05.3, 05.6, 05.7 G6-06.3 G10-010.3 G12-012.2	City Policy
Continue to secure rights-of-way for roadways as development occurs	Chapter 4 (Transportation)	#2	G4-04.1, 04.3, 04.5 G5-05.1 G6-06.3 G12-012.2	City Policy
Ensure that off-street trails are the primary means of providing connections between developments, with on-street sidewalks as a secondary choice.	Chapter 5 (Future Land Use)	#3	G6-06.3 G8-08.7 (Also refer to the Park Plan.)	City Policy
Work with neighborhood associations and homeowners in older neighborhoods to make improvements and provide amenities, such as street trees, screening elements, sidewalks, and small parks.	Chapter 3 (Livability)	#11	G2-02.5 G5-05.7 G8-08.9, 08.11 G14-014.1, 014.2, 014.4	City Program
Facilitate volunteer-based programs to upgrade housing and improve neighborhood areas.	Chapter 3 (Livability)	#11	G2-02.5 G5-05.7 G8-08.9, 08.11 G14-014.1, 014.4, 014.5	City Program
Ensure that prime retail land (as designated on the Future Land Use Plan Map) is retained for retail uses, which are important to the City’s tax base.	Chapter 5 (Future Land Use)	#1	G1-01.3 G8-08.5 G9-09.1, 09.2, 09.3	City Policy





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Implementation Action	Chapter Reference	Policy Reference	Goal & Objective Reference	Implementation Mechanism
<p>Carefully consider rezoning requests, especially those that are considered “upzoning” by doing the following:</p> <p>1) Requiring a Planned Development or a Developers Agreement if the rezoning is requested on a speculative basis (i.e., immediate development of the property is not intended).</p> <p>2) Asking the following questions:</p> <ul style="list-style-type: none"> • Does the development provide something unique for Waxahachie? • Is the development within walking distance to retail areas, public uses, parks and open space, etc? • Does the development provide off-street pedestrian and bicycle connections? • How does the development proposal impact the City fiscally? <ul style="list-style-type: none"> • How does the development proposal impact the school district? <ul style="list-style-type: none"> • Does the development allow for the future integration of transit, when applicable? • How does the development respect environmentally significant areas? 	<p>Chapter 5 (Future Land Use)</p>	<p>#2 and #4</p>	<p>G8-O8.5 G10-O10.1</p>	<p>City Policy</p>
<p>Use the findings of the <i>U.S. 77 Corridor Study</i> as a guide for future decisions made in relation to U.S. 77.</p>	<p>Chapter 4 (Transportation)</p>	<p>#4</p>	<p>G4-O4.2, O4.4 G5-O5.1</p>	<p>City Policy</p>
<p>Work with the North Central Texas Council of Governments (NCTCOG) and area transit agencies (as they are created) to establish regional rail as soon as possible.</p>	<p>Chapter 4 (Transportation)</p>	<p>#7</p>	<p>G6-O6.1, O6.4 G7-O7.1, O7.2</p>	<p>City Policy</p>
<p>Ensure that current ownership of railroad rights-of-way by public entities is maintained to allow regional transit to be established more easily and in a less costly manner.</p> <p>Work with private entities that currently have ownership of railroad rights-of-way.</p>	<p>Chapter 4 (Transportation)</p>	<p>#7</p>	<p>G6-O6.5</p>	<p>City Policy</p>





Conclusion

This *2007 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 specific City programs targeted to implement priorities. Through consistent implementation of the *2007 Comprehensive Plan* with such efforts, Waxahachie will be able to transform the recommendations and policies within this Plan from a vision to a reality.