

# City of Heath

## 2008 Comprehensive Plan

The concept of the public welfare is broad and inclusive....The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as a healthy, spacious and well as clean, well-balanced as well as carefully patrolled.

Source: Christopher J. Duerksen and R. Matthew Goebel - *Aesthetics, Community Character, and the Law*, Introduction, page 7, Quote from *Berman v. Parker*; Planning Advisory Service Report Number 489/490

By embodying information and standards concerning inter-relationships, the plan...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)

### Chapter 3

# Implementation Strategy







# Table of Contents

<i>Introduction</i> .....	<i>3-1</i>
<i>General Use of the Comprehensive Plan</i> .....	<i>3-3</i>
A Guide for Daily Decision-Making .....	3-3
A Flexible Guide .....	3-3
Plan Amendments .....	3-3
Annual Reviews .....	3-3
Five-Year Review & Update .....	3-4
<i>Implementation Mechanisms</i> .....	<i>3-5</i>
Regulatory Ordinances .....	3-5
Zoning Ordinance .....	3-5
Subdivision Ordinance .....	3-5
Financial Mechanisms .....	3-5
Capital Improvements .....	3-5
Annual Budget .....	3-6
City Programs/Procedures .....	3-6
City Leadership and Staff Actions .....	3-6
Development Review .....	3-6
Engineering Studies .....	3-7
<i>Implementation Priorities</i> .....	<i>3-9</i>
<i>Table 3-1: Top Ten Comprehensive Plan Actions (In No Order of Priority)</i> .....	<i>3-9</i>
<i>Table 3-2: Short-Term Comprehensive Plan Actions (In No Order of Priority)</i> .....	<i>3-10</i>
<i>Table 3-3: On-Going/Long-Term Comprehensive Plan Actions (In No Order of Priority)</i> .....	<i>3-12</i>





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# Introduction

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Planning is essential to set the stage for quality growth and development in any community. Implementation is essential to carry out the vision for planning. The techniques for implementation outlined within this *Implementation Strategy* prescribe actions that should be taken by the City of Heath to achieve the goals, objectives, and policies recommended within this *2008 Comprehensive Plan*.

It is important that implementation measures are outlined so that they can begin immediately after this *Plan* is approved by the Heath City Council. This chapter completes Heath's *2008 Comprehensive Plan* by providing implementation techniques and priorities that cohesively address the goals, objectives, and policies recommended herein, and that are designed for immediate action.

This chapter is written so that general implementation measures are discussed first, with more specificity provided as the chapter progresses. It is also written so that City staff, leaders, and citizens can easily ascertain what it is that the City has to do to achieve the vision for Heath (refer to Chapter 2, page 2-29) created as the foundation of this *Plan*. This *Implementation Strategy* should be used as a checklist of actions for the City to undertake in the immediate, as well as long-term, future to take the ideal of what Heath can be from vision to reality.





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## General Use of the Comprehensive Plan

There are certain ways in which Heath's *Comprehensive Plan* can be used to most effectively impact the future development of the City. Using the *Plan* on a daily basis and keeping it up-to-date are two of the most important. The following sections discuss the need to use the *Plan* and to ensure its continued validity.

### 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 Heath's physical form. The integration of all such efforts and the resulting built environment 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 decision-making processes, such as decisions regarding infrastructure improvements, zoning ordinance amendments, and projects and programs to implement. Also, 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 Heath – 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 helping to guide City decisions.

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* goals, objectives, 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 Advisory Committee (CPAC) members have been invaluable to this comprehensive planning process, and they have a knowledge base that would provide great insight during periodic reviews of this *Comprehensive Plan*. The CPAC members should be kept





informed about development, re-zonings, capital improvements made as a response to this *Plan*, etc. They should also be asked to reconvene annually to help the City review this document.

Following a CPAC review meeting, the Planning & Zoning Commission should review the CPAC's recommendation on priorities. A report on the findings of the CPAC and Planning & 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, consistent 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 citizen committee similar to the CPAC that was appointed to assist in the preparation of this *Plan*. It would also be beneficial to have several CPAC members serve on such a citizen committee; this would provide a cohesive link between this *2008 Comprehensive Plan* and these five-year updates. 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.





# Implementation Mechanisms

All policy recommendations made in the previous chapters of this *Comprehensive Plan* have been outlined in tables in the following section (*Implementation Priorities*). One of the columns within these tables is labeled *Mechanism*, which is intended to show the primary way(s) in which the *Plan* recommendation can be most effectively and expeditiously achieved. This section describes these various mechanisms, which fall into the three basic categories of *Regulatory Ordinances*, *Financing Methods*, and *City Procedures*.

## Regulatory Ordinances

### Zoning Ordinance

Zoning is perhaps the single most effective tool that Heath can use to implement this *Comprehensive Plan*. Zoning regulations are applicable within the City limits and can affect land use integration (mixes of uses and lot sizes), non-residential building design, and required amenities for various types of development. In addition, the right type and number of zoning districts can provide a clear menu of choices for the development community to use within Heath.

Heath's current *Zoning Ordinance* needs to be reviewed by staff to ensure that policy recommendations are integrated to the fullest extent possible. Making these changes will also allow the development community to be aware of the City's expectations for quality development as they create and process their development proposals. Specific changes that need to be addressed are noted in *Tables 3-1, 3-2, and 3-3*; two immediate priorities for amendments should be 1) the review of retail design standards, and 2) required amenities for residential lots.

### Subdivision Ordinance

Subdivision regulations direct the division of land into individual lots or parcels prior to development. Such regulations are not only applicable within the City limits, but also within the ETJ. The primary topics within this *Comprehensive Plan* that can be addressed within the *Subdivision Regulations* include pedestrian and trail integration, roadway provisions, and development regulations as they relate to the environment. Specific changes that need to be addressed are noted in *Tables 3-1, 3-2, and 3-3*; an immediate priority for amendment should be integrating park and open space concepts as they relate to residential lots (and property values).

## Financial Mechanisms

### Capital Improvements

It is in the City's long-term financial interest to invest in physical elements that will help enhance Heath's livability and increase its sustainability over time. There are many recommendations within this *Comprehensive Plan* that will require the City to make such investments. The *capital*





*improvement* mechanism, when listed in *Tables 3-1* through *3-3*, relates to recommendations that will generally require a one-time or initial investment to be achieved.

## Annual Budget

Allocating monies each year toward the creation and maintenance of various elements of the City - from roadway and utility infrastructure to quality-of-life enhancements such as trails and streetscaping - is one of the most effective ways to positively impact the sustainability of Heath over time. The *annual budget* mechanism, when listed in *Tables 3-1* through *3-3*, relates to recommendations that will generally require the City to commit to annual investment to achieve. One of the goals of this *Comprehensive Plan* has been to make recommendations that will help Heath have a budget that is more balanced in terms of land use (residential and non-residential). This will allow the City to allocate funds on an annual basis toward *Comprehensive Plan* priorities.

## City Programs/Procedures

### City Leadership and Staff Actions

The leadership of Heath is the key to taking this *Comprehensive Plan* and related policy recommendations from paper to reality. It is important that the City's leadership discuss with citizens what the *Comprehensive Plan* recommends and why. If this occurs, citizens will be more likely to be in favor of changes made as a result of the *Comprehensive Plan*. Also, it is imperative that City leaders - such as the Park Board, Planning & Zoning Commission, City Council, and other boards and commissions - support and vote for measures to implement *Plan* recommendations.

City staff is also very critical to the process of implementing *Plan* recommendations. Staff is often the first point of contact for citizens; this is an opportunity for staff to explain to the public what the *Comprehensive Plan* contains. Also, staff can be proactive in putting forward (before the proper boards and commissions) recommended zoning and subdivision text changes, as well as other *Comprehensive Plan* policy-related recommendations that may be implemented through resolution or ordinance.

However, the recommendations in *Table 3-1*, *3-2*, and *3-3* that are listed with *City Leadership & Staff Actions* as the mechanism for implementation are those that there generally cannot be implemented through a vote, ordinance, or resolution. These recommendations are those that will require City leaders and staff to proactively work with and inform citizens and stakeholders. These include pursuing the Town Center and making the Lake more accessible to citizens of Heath. Others are outlined in the tables.

### Development Review

The usual processes for reviewing and processing zoning amendments, development plans, and subdivision plats provide significant opportunities for implementing the *Comprehensive Plan*. In contrast with many of the aforementioned ways to achieve *Plan* recommendations, development review is a reactive way to effectively implement the *Plan*. Each zoning, development and subdivision decision should be evaluated and weighed against applicable recommendations contained within the *Plan*. 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. Recommendations in *Table 3-1, 3-2, and 3-3* that are listed with *Development Review* as the mechanism for implementation are those that City staff and leaders will have to apply to new developments on an on-going basis.

## Engineering Studies

Some recommended policies have been made that will, in the short- or long-term, require more in-depth analysis. These are shown with the implementation mechanism *Engineering Studies* within *Table 3-1, 3-2, and 3-3*. Generally, these recommended policies involve environmental studies or an analysis of public services (water, wastewater, drainage) that may be needed as Heath continues to develop and grow in population.





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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 policy recommendations contained within this *Comprehensive Plan* will be difficult to realize. The City should work toward policy implementation on an incremental, annual basis. The following table (*Table 3-1*) contains a listing of the top ten priority recommendations. Tables on the subsequent pages outline short-term (*Table 3-2*) and on-going/long-term policies (*Table 3-3*) that also should be implemented based on the discussion within this *Plan*. The City should proactively pursue these implementation actions within two years for the top 10 priorities and within five years for short-term priorities. Recommendations outlined as on-going are representative of policies that can be adopted by the City Council that will require action by City representatives and staff on a consistent, long-term basis.

Each of the policies listed in each table are correlated to the *Comprehensive Plan* chapter, goal and objective (Chapter 2), and mechanism (discussed in previous sections of this Chapter). There is also a symbol to show whether citizens endorsed the policy at the Public Workshop. A different symbol is shown if the policy issue was not addressed as part of the public input process.

*Table 3-1: Top Ten Comprehensive Plan Actions (In No Order of Priority)*

Policy	Chapter Reference	Support from Visioning Process	Goal & Objective*	Mechanism
4.4 - Require retail development to be pedestrian-oriented and close to the street.	4: Livability Strategy		G1-O1.3, O1.4	Zoning Ordinance
4.5 - Ensure that the subdivision and development process includes consideration of the way in which residential lots relate to parks and open space; adjacency and accessibility to parks and open space should be optimized.	4: Livability Strategy		G3-O3.3, O3.5, O3.6	Subdivision Ordinance
4.18 - Require each development to provide properties that have a certain number of unique amenities.	4: Livability Strategy		G2-O2.1	Zoning Ordinance
4.19 - Require uniqueness in the layout of each development.	4: Livability Strategy		G1-O1.2	Zoning & Subdivision Ordinances
			G2-O2.1, O2.4	
			G3-O3.2, O3.3, O3.5, O3.6	
5.1 - Require retail development to be designed with characteristics that will provide sustainability - lasting value over time.	5: Land Use Strategy		G6-O6.4, O6.5	Zoning Ordinance
Supported by visioning process Not specifically addressed during visioning process. * Refer to Chapter 2; G – Goal, O - Objective				





Table 3-1 Cont'd: Top Ten Comprehensive Plan Actions (In No Order of Priority)

Policy	Chapter Reference	Support from Visioning Process	Goal & Objective*	Mechanism
5.5 - Ensure the continued sustainability of existing neighborhoods.	5: Land Use Strategy		G4-O4.3	Capital Improvements
			G8-O8.2, O8.4	
5.6 - Continue to pursue a Town Center for Heath.	5: Land Use Strategy		G6-O6.1, O6.2, O6.3, O6.4	City Leadership & Staff Actions
6.1 - Program and fund capital improvements, including the purchase of property, that would assist in the creation of the Town Center.	6: Town Center Concept		G13-O13.2, O13.5	Capital Improvements; Annual Budget
6.2 - Work with the property owner and developers familiar with the market for town center development.	6: Town Center Concept		G13-O13.1, O13.2	City Leadership & Staff Actions
7.3 - Establish unique gateways at key locations to help enhance Heath's identity.	7: Transportation Strategy		G9, O9.4	Capital Improvement
Supported by visioning process Not specifically addressed during visioning process. * Refer to Chapter 2: G – Goal, O - Objective				

Table 3-2: Short-Term Comprehensive Plan Actions (In No Order of Priority)

Policy	Chapter Reference	Support from Visioning Process	Goal & Objective*	Mechanism
4.1 - Require the creation and integration of different types of residential units as part of mixed use developments.	4: Livability Strategy		G1-O1.2	Zoning Ordinance
4.6 - Ensure that all flood plains are preserved and form the core of the community public open space and trail system.	4: Livability Strategy		G2-O2.1, O2.3, O2.4	Subdivision Ordinance
			G3-O3.3, O3.5, O3.6	
4.7 - Require lots to be platted a certain distance from the edge of local creeks, and not to the centerline of the creeks.	4: Livability Strategy		G7-O7.1, O7.2**	
4.12 - Determine a principal location and create a recognizable public gathering place in Heath.	4: Livability Strategy		G2-O2.1, O2.4	Capital Improvements
4.14 - Identify ways in which development can occur while minimizing negative effects on water quality and use.	4: Livability Strategy		G2-O2.3	Engineering Studies; Subdivision Ordinance
			G7-O7.1, O7.2**	
Supported by visioning process Not specifically addressed during visioning process. * Refer to Chapter 2: G - Goal, O - Objective ** Goal 7 and related objectives are listed under the Land Use Strategy in Chapter 2.				





Table 3-2 Cont'd: Short-Term Comprehensive Plan Actions (In No Order of Priority)

Policy	Chapter Reference	Support from Visioning Process	Goal & Objective*	Mechanism
4.15 - Identify ways in which the City can proactively reduce the "heat island effect."	4: Livability Strategy		G7-O7.1, O7.2**	Engineering Studies; Subdivision Ordinance
4.16 - Identify ways in which the City can proactively improve local air quality.	4: Livability Strategy			
4.20 - Review current regulations to more readily allow clustered developments.	4: Livability Strategy		G2-O2.3	Zoning Ordinance
5.8 - Carefully consider all options associated with the development of the area labeled as <i>Mixed Use Park</i> on the <i>Land Use Plan Map</i> .	5: Land Use Strategy		G2-O2.1	City/EDC Leadership & Staff Actions
5.9 - Proactively pursue opportunities along the shoreline of Lake Ray Hubbard to create, improve and protect access to the Lake for the citizens of Heath.	5: Land Use Strategy		G8-O8.1, O8.2, O8.3, O8.4	City Leadership & Staff Actions; Capital Improvements
6.3 - Consider various financing mechanisms to help create the Town Center.	6: Town Center Concept		G13-G13.2, G13.4	Capital Improvements; Annual Budget
6.4 - Amend the current Town Center zoning district to conform to the new concepts provided for the chosen site.	6: Town Center Concept		G13-O13.1, O13.3, O13.4	Zoning Ordinance
7.4 - Make specific, prioritized roadway improvements in the near future to enhance Heath's roadway system.	7: Transportation Strategy		G9-O9.2, O9.3 G10-O10.4	Annual Budget; Capital Improvements
7.9 - Construct trails alongside all new or improved roadways.	7: Transportation Strategy		G11-O11.1, O11.2, O11.3 G12-O12.2	
7.10 - Require new developments to make provision for pedestrians and bicyclists, including access to and through the development.	7: Transportation Strategy		G10-O10.2, O10.3 G11-O11.1, O11.2, O11.3	Subdivision Ordinance
7.11 - Consider aspects related to the design of developments that help increase pedestrian and bicycle usage.	7: Transportation Strategy		G10-O10.2, O10.3 G11-O11.1, O11.3	Zoning & Subdivision Ordinances
Supported by visioning process Not specifically addressed during visioning process. * Refer to Chapter 2; G - Goal, O - Objective ** Goal 7 and related objectives are listed under the Land Use Strategy in Chapter 2.				





Table 3-3: On-Going/Long-Term Comprehensive Plan Actions (In No Order of Priority)

Policy	Chapter Reference	Support from Visioning Process	Goal & Objective*	Mechanism
4.2 - Make retail areas part of the surrounding neighborhood area, instead of autonomous, separated developments.	4: Livability Strategy		G1-O1.3, O1.4, O1.5	Development Review
4.3 - Allow a mixture of uses to strengthen and sustain retail uses over time.	4: Livability Strategy		G3-O3.1, O3.2, O3.4	Zoning Ordinance
4.8 - Continue to use the <i>Pathways Plan</i> to create a community-wide trail system that can be used as a local transportation alternative to the automobile.	4: Livability Strategy		G2-O2.1	Annual Budget; Capital Improvements
			G3-O3.3, O3.6	
4.9 - Ensure that new public buildings are designed to project a positive image of Heath.	4: Livability Strategy		G2-O2.1, O2.4	City Leadership and Staff Actions
4.10 - Ensure that new public buildings are located prominently and strategically to project a positive image of Heath.	4: Livability Strategy			
4.11 - Consider how streets will affect Heath's image as well as adjacent property values as streets are newly constructed, maintained, or widened.	4: Livability Strategy		G3-O3.2	Development Review; City Leadership & Staff Actions
4.13 - Provide an environment for "third places" to occur as new development takes place.	4: Livability Strategy		G1-O1.4, O1.5	
			G2-O2.4	
4.13 - Provide an environment for "third places" to occur as new development takes place.	4: Livability Strategy		G3-O3.2, O3.4	
4.17 - Identify ways in which development within Heath can be more environmentally sensitive and sustainable.	4: Livability Strategy		G7-O7.1, O7.2**	Engineering Studies; Subdivision Ordinance
5.2 - Use the <i>Land Use Plan Map</i> as a guide for the amount and location of future retail uses.	5: Land Use Strategy		G6-O6.2, O6.3, O6.4	Development Review; City Leadership & Staff Actions
5.3 - Allow for the development of housing types other than single-family on a limited basis.	5: Land Use Strategy		G4-O4.2	
5.3 - Allow for the development of housing types other than single-family on a limited basis.	5: Land Use Strategy		G5-O5.1, O5.2	
5.4 - Continue the previously established policy of a general residential gross density of one dwelling unit per acre of land.	5: Land Use Strategy		G4-O4.1, O4.4	City Leadership & Staff Actions
5.7 - Allow residential and office uses in areas currently developed with retail uses for areas designated as <i>Mixed Use Residential</i> and <i>Mixed Use Non-Residential</i> on the <i>Land Use Plan Map</i> .	5: Land Use Strategy		G6-O6.1, O6.2, O6.3, O6.4	Zoning Ordinance
Supported by visioning process Not specifically addressed during visioning process. * Refer to Chapter 2; G - Goal, O - Objective ** Goal 7 and related objectives are listed under the Land Use Strategy in Chapter 2.				





Table 3-3 Cont'd: On-Going/Long-Term Comprehensive Plan Actions (In No Order of Priority)

Policy	Chapter Reference	Support from Visioning Process	Goal & Objective*	Mechanism
5.10 - Use the <i>Land Use Strategy</i> text and map as a guide to determine whether the requested rezoning is appropriate and consistent with the City's ideals of quality and sustainability.	5: Land Use Strategy		No specific Goal or Objective	Development Review; City Leadership & Staff Actions
5.11 - Amend the <i>Land Use Plan Map</i> prior to rezoning land that would result in any inconsistency between the <i>Land Use Plan Map</i> and the <i>Zoning Map</i> .	5: Land Use Strategy		No specific Goal or Objective	
5.12 - Utilize the ultimate population capacity calculation as a tool for planning public services to provide for the population that is anticipated to be served in the future.	5: Land Use Strategy		No specific Goal or Objective	Engineering Studies; Capital Improvements
7.1 - Consider context-sensitive design (CSD) solutions for new roadways and roadway improvements.	7: Transportation Strategy		G9-O9.1, O9.4 G10-O10.1, O10.2	City Leadership & Staff Actions; Capital Improvements
7.2 - Integrate streetscape enhancements to project a positive image of Heath.	7: Transportation Strategy		G9-O9.4	
7.5 - Work with State and County authorities to ensure that the roadways within Heath are functional and aesthetically pleasing.	7: Transportation Strategy		G12-O12.1, O12.2	
7.6 - Continue to secure rights-of-way as development occurs.	7: Transportation Strategy		G10-O10.1, O10.2, O10.3, O10.4	Development Review; Subdivision Ordinance
7.7 - Ensure that as developments are approved by the City, the appropriate level of mobility and access on adjacent roadways is maintained.	7: Transportation Strategy			Development Review
7.8 - Coordinate roadways with the <i>Land Use Plan Map</i> to ensure adequate automobile and pedestrian connectivity to and between various types of development.	7: Transportation Strategy			
7.12 - Partner with Rockwall County and Kaufman County to further the ideal of county-wide trail systems.	7: Transportation Strategy		G12-O12.3	City Leadership & Staff Actions
Supported by visioning process Not specifically addressed during visioning process. * Refer to Chapter 2: G – Goal, O - Objective				

