

CITY OF BROWNFIELD

2006 COMPREHENSIVE PLAN



CHAPTER 12: IMPLEMENTATION STRATEGIES

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Introduction

The importance of city planning can never be understated. The future of Brownfield will be shaped with the policies and recommendations developed in this 2006 Comprehensive Plan. Based on this Plan, decisions will be made that will influence many aspects of the City's built and social environments. Brownfield has taken an important leadership role in defining its future, with the adoption of this Plan. 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 Brownfield. The future quality of life in Brownfield will be substantially influenced by the manner in which Comprehensive Plan recommendations are administered and maintained.

Changes in Brownfield's socioeconomic climate and in development trends that were not anticipated during preparation of the Plan will occur from time to time, and therefore, subsequent adjustments will be required. Elements of the City that were treated in terms of a general relationship to the overall area may, in the future, require more specific and detailed attention. Planning for the City's future should be a continuous process, and this Comprehensive Plan is designed to be a dynamic tool that can be modified and periodically updated to keep it in tune with changing conditions and trends.

Comprehensive Plan policies and recommendations may be put into effect through adopted development regulations, such as zoning and subdivision, and through capital improvement programs. Many recommendations within the Plan can be implemented through simple refinement of existing regulations or City processes, while others may require the establishment of new regulations, programs, or processes. This final chapter of the 2006 Comprehensive Plan describes specific ways in which Brownfield can take the recommendations within this Plan from vision to reality.

PROACTIVE & REACTIVE IMPLEMENTATION

There are two primary methods of Plan implementation - proactive and reactive methods. To successfully implement the 2006 Comprehensive Plan and fully realize its benefits, both methods must be used in an effective manner. Both proactive and reactive actions that could be used by Brownfield are described within this Implementation Chapter.

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;
- Establishing/enforcing zoning regulations;
- Establishing/enforcing subdivision regulations.

Examples of reactive methods include:

- Rezoning a development proposal that would enhance the City and is based on the Comprehensive Plan;

- Site plan review;
- Subdivision review.

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 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 Brownfield'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 2006 Comprehensive Plan is intended to be a dynamic planning document for Brownfield – 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 City Council and other Brownfield officials should consider each proposed amendment carefully to determine whether it is consistent with the Plan's goals and policies, and whether it will be beneficial for the long-term health and vitality of Brownfield.

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 that 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 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;

- Community support for the Plan's goals, objectives & policies; and,
- Changes in State laws.

The full benefits of the Plan for Brownfield 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 rather than ignored. By such action, the Plan will remain current and effective in meeting the City's decision-making needs.

COMPLETE REVIEW WITH PUBLIC PARTICIPATION

In addition to periodic annual reviews, the Comprehensive Plan should undergo a complete, more thorough review and update every five or ten years. The review and updating process should begin with the establishment of a steering committee that was appointed to assist in the preparation of this Plan. If possible, this committee (the Comprehensive Plan Advisory Committee) or the Planning and Zoning Commission should be in charge of periodic review of the Plan. 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.

Regulatory Mechanisms

GENERAL

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 proposals 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. Amending the Subdivision Ordinance and Zoning Ordinance represent two major proactive measures that the City can take to implement 2006 Comprehensive Plan recommendations.

THE ZONING ORDINANCE

Zoning is perhaps the single most powerful tool for implementing Comprehensive Plan recommendations. The City's Zoning Ordinance should be updated with the recommendations contained within the chapters of this Comprehensive Plan. 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 following are general recommendations related to zoning regulations and processes - other specific priority recommendations that can be implemented are contained within the Specific Implementation Recommendations Section of this Chapter (Page 12-8).

Zoning Text Amendments

Design & Development Standards

There are numerous recommendations within this 2006 Comprehensive Plan that relate to enhancing design standards. Their implementation will not only improve future development and interaction between land uses, but will also improve Brownfield's overall image and livability. Such recommendations involve landscaping, nonresidential building design, and compatibility, to name a few. These recommendations should be itemized and prioritized, and should be incorporated into the Zoning Ordinance accordingly.

Other Standards

The following list of changes should be made to the City's existing Zoning Ordinance text.

- Add New Definitions
 - Add new definitions to conform to state and federal statutes (i.e., churches, telecommunications antennae, etc.).
- Add New Zoning Districts
 - Add the following residential zoning districts:
 - Single-family district with a minimum lot size of 43,560 square feet and with on-site wastewater facilities permitted,
 - Single-family district with a minimum lot size of 15,000 square feet,
 - Single-family district with a minimum lot size of 7,500 square feet, and
 - Manufactured Home Overlay District
 - Add the following nonresidential zoning district:
 - Downtown District or Central Business District
- Add/Amend Standards
 - Add standards consistent with the Comprehensive Plan for the following:
 - Landscaping,
 - Screening,
 - Setbacks,
 - Driveways,
 - Building materials, and
 - Screening/buffering for single-family development.

Zoning Map Amendments

State law gives power to cities to regulate the use of land, but regulations should be based on a plan. Therefore, Brownfield's Zoning Map should be as consistent

as possible with the Comprehensive Plan, specifically the Future Land Use Plan Map. It is not reasonable, however, to recommend that the City make large-scale changes in its zoning map changes immediately. It is therefore recommended that the City prioritize areas where a change in current zoning is needed in the short-term and that efforts be concentrated on making such changes. In the long-term, consistent zoning policy in conformance with the Future Land Use Plan Map will achieve the City's preferred land use pattern over time.

THE SUBDIVISION ORDINANCE

The act of subdividing land to create building sites has a major effect on the overall design and image of Brownfield. 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 Brownfield will be further affected by such action. Requirements for adequate public facilities are essential to ensure the City's orderly and efficient growth. Specific priority recommendations that can be implemented through subdivision oversight are contained within the Specific Implementation Recommendation Section of this Chapter (Page 12-8).

Roadway Section Standards

The adequate provision of transportation and access to, and possibly through, a tract of land is an important health, safety, and welfare consideration. In order to ensure that roadways will have available capacity to support population growth and related increases in traffic, the City requires specific rights-of-way and paving standards within the Subdivision Ordinance. Most of Brownfield's sections are adequate. This should continue, but roadway section requirements should be amended to conform to the section recommendations (e.g., rural roadway cross-sections) within the Thoroughfare Plan of this Comprehensive Plan.

Capital Improvements Programming

Capital improvements are integrally linked to the City's Comprehensive Plan and its regulatory ordinances. A capital improvement such as a water treatment plant illustrates this concept in the following example:

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.

It is in the City's long-term financial interest to invest regularly in the physical maintenance and enhancement of Brownfield 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. A discussion of various possible funding mechanisms follows.

FUNDING MECHANISMS

Ad Valorem Taxes

The following list contains possible actions that the City can take to increase its revenue stream so that it is able to reduce taxes.

- Concentrate on Improving Housing:
 - Brownfield's housing challenges have been discussed in detail within this Comprehensive Plan. When housing units are improved, their valuations will increase, thereby increasing their value. This increase in taxable value would eventually help the City to lower taxes.
- Protect Prime Retail Property:
 - Prime retail property should not be developed for a purpose other than retail. Retail sales tax revenue (supplementing ad valorem taxes) can be a major contributor to the City's overall budget, and the City's location along the highways provides prime locations for a variety of retail uses. This land should be preserved for retail use through zoning regulations, other less attractive sites should be encouraged to redevelop as office or residential uses.
- Attract Tax-Generating Businesses:
 - Attracting new business will be key to the City's ability to lower its tax rate.

It is extremely important for the City to have a budget that is balanced by revenue from residential and nonresidential uses - quality nonresidential development helps offset the cost of public services generally demanded by residential uses. The previously listed actions will help Brownfield create a necessary balance. Increasing revenue from other sources will eventually allow the City to lower the tax burden of its residents.

Tax Increment Financing (TIF) District(s)

Tax increment financing (TIF) districts are special districts wherein tax revenues resulting from increased property values fund public improvements. The property tax rate paid by property owners is the same as paid in other areas of a city, but the additional tax paid on the increased property value would be allotted to a special fund that would finance improvement projects within a TIF

district. (Chapter 8 provides additional information regarding TIF districts.) It is recommended that the City investigate the feasibility of establishing a TIF district or districts to assist in financing public improvements in specific geographic areas.

State & County Funding

Coordination with state agencies and with Terry County is recommended 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 Brownfield that would be eligible for such funds.

The City should work with Terry County to secure increased County participation in projects that impact not only Brownfield, but the County as a whole. Citizens within the City of Brownfield are also citizens of Terry County, and they could benefit from such participation through improved park areas and roadways. A bond program similar in structure to several Texas counties, most notably Collin County in North Texas, would be most beneficial.

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 Brownfield 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.

Specific Implementation Recommendations

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 following recommendations have been prioritized into level one (most important), level two and level three recommendations.

PRIORITY 1: RECOMMENDATIONS

(Note: The numbering of the recommendations is for information purposes only and does not establish a ranking system within each priority level.)

- (1) Rural Cross-Section (Ch. 3): Add cross-section
- (2) Access (Driveway) Spacing Standards (Ch. 3):
 - a. Consider for use along major and collector streets
 - b. Coordinate with TxDOT
- (3) Cedar Street Extension (Ch. 3): Extend north to the Lubbock HWY
- (4) Business Survey (Ch. 8): Determine specific issues that businesses are facing
- (5) Establish a Tax Increment Financing (TIF) District(s) (Ch. 8)
- (6) Street Improvement Program (Ch. 3): Allocated \$320,000 annually
- (7) Manufactured Home Standards (Overlay District) and Infill Policy (Ch. 4)
- (8) Rural Residential Land Use (Ch. 4): Establish new low density land use
- (9) Outside Storage (Ch. 5): Standards
- (10) Continue Code Enforcement (Ch. 5)
- (11) New Downtown Zoning District (Ch. 6)
- (12) Downtown Survey (Ch. 6)
- (13) Multiple-Purpose Recreational Complex and Community Park (Ch. 7)
- (14) Special Parks (Golf Course) (Ch. 7)
- (15) Neighborhood Park (Wheatley Park) (Ch. 7)
- (16) Local Industries (Ch. 8): Recruitment and retention
- (17) Relieve Localized Flooding – Storm Sewers (Ch. 10): Evaluate use of storm sewers
- (18) New Homes (Ch. 8): Range of lot and dwelling sizes
- (19) Diversity in Residential Housing Types (Ch. 4)
- (20) Safety and Physical Improvements: Intersections (Ch. 3): Investigate operational policies to improve safety

PRIORITY 2: RECOMMENDATIONS

- (21) Existing Cross-Sections (Ch. 3): Maintain existing cross-sections
- (22) Street Improvement Program (Ch. 3): Establish a percentage of unpaved roads to be paved
- (23) Thoroughfare System Improvements Funding (Ch. 3): Coordinate with TxDOT and SPAG
- (24) Low Density Residential Land Use (Ch. 4): Strive for a range of lot sizes
- (25) Effectively Integrate the Parks and Open Space Master Plan (Ch. 4)
- (26) Central Business District (CBD) – Downtown Improvement (Ch. 4)
- (27) Loading and Service Areas (Ch. 5)
- (28) Refuse Containers (Ch. 5): Location, distance, and screening
- (29) Landscaping Elements (Ch. 5)
- (30) Nonresidential Building Facades (Ch. 5): Restrict metal buildings
- (31) Residential Screening (Ch. 5)
- (32) Preservation and Becoming a Main Street City (Ch. 6)
- (33) Existing Neighborhoods (Ch. 9): Ensure quality neighborhood area in Brownfield

- (34) Promote the Four Housing Strategies (Ch. 9): Neighborhood Preservation (NP), Housing Maintenance (HM), Housing Rehabilitation (HR), and Clearance & Redevelopment (CR)
- (35) Solicit Input & Make Citizens Aware of Available Help (Ch. 9): Input on needs for Type 3 or Type 4 housing
- (36) Water Utilization (Ch. 10): Review should be conducted to evaluate to best method to utilize CRMWA water
- (37) Street Improvement and Reconstruction Projects (Ch. 10): During street improvement projects, storm sewers should be considered for inclusion
- (38) Incentive for Storm Sewers (Ch. 10): Allow for the construction of narrower streets
- (39) Establish Redevelopment/Infill Policies (Ch. 9)
- (40) BIDCorp Industrial Site (Ch. 8): Market in the Lubbock and other regions' media
- (41) Create Activity Downtown (Ch. 6):
 - a. Hosting Festivals
 - b. Living in Downtown Brownfield
- (42) Market Downtown (Ch. 6)
- (43) Grants/Volunteer Programs (Ch. 9): Christmas in April, Habitat for Humanity, etc.

PRIORITY 3: RECOMMENDATIONS

- (44) Level of Service Standard (Ch. 3): Ensure level "C"
- (45) Residential Driveway and Garage Configuration (Ch. 5)
- (46) Safety and Physical Improvements: High School Area (Ch. 3): Improve traffic
- (47) Safety and Physical Improvements: Address intersection flooding (Ch. 3)
- (48) Low Density Residential Land Use (Ch. 4): Continue as the largest percentage of residential land use
- (49) Multiple Family Development Guidelines (Ch. 4)
- (50) Extend the City Limits North (Ch. 5)
- (51) Removing Signs from Vacant Buildings (Ch. 5)
- (52) Signage (Ch. 5)
- (53) Keep Texas Beautiful Program (Ch. 5): Continue in program
- (54) Improve the Downtown Image (Ch. 6)
- (55) Streetscape Elements: Street Hardware – Streetlights and street trees (Ch. 6):
- (56) Pedestrian Elements: Sidewalks/Walkways (Ch. 6):
- (57) Pedestrian Elements: Street Furniture – Benches and Trash Receptacles (Ch. 6):
- (58) Pedestrian Elements: Street Furniture Design (Ch. 6):
- (59) Architectural Elements: Building Materials and heights (Ch. 6):
- (60) Marketing (Ch. 8): Website to the marketing of the City
- (61) Golf Course and Recreation Center (Ch. 8): Establish a marketing campaign and promote facilities
- (62) Spin-Off Businesses and Jobs (Ch. 8): Focus on support businesses for existing and targeted industries
- (63) Location and Tourism (Ch. 8)
- (64) Petroleum Industry (Ch. 8): Monitor to gauge if the present upturn is sustainable
- (65) Business Relocation Consultants (Ch. 8): Seek out consultants
- (66) Future Neighborhoods (Ch. 9): Design and maintain neighborhoods with the characteristics of sustainability

- (67) Allocate Additional Funds for Demolition (Ch. 9)
- (68) Work With Local Entities & be a Facilitator (Ch. 9): Provide funding or volunteers to improve appearance of local homes
- (69) Water Preservation (Ch. 10): Improve utilization of CRMWA water
- (70) Water Storage Capacity (Ch. 10): Review alternatives/costs for increasing capacity
- (71) Water Pumping Capacity (Ch. 10): Ensure that the City's water pumping capacity
- (72) Wastewater Planning (Ch. 10):
 - a. Continuing Existing Efforts
 - b. Capital Improvement Programming: Include improvements in CIP process
- (73) Monitor Growth (Ch. 11): It is not anticipated that additional short-term increases in public facilities will be needed
- (74) Need for Public Facilities (Ch. 11): Maintain the existing public facilities
- (75) Public Facilities Maintenance (Ch. 11): Monitor local growth to ensure that public facilities are meeting public demands

Conclusion

This Implementation Plan is the culmination of recommendations and policies discussed throughout the 2006 Comprehensive Plan. As Brownfield continues in its quality planning efforts, the priorities outlined within this Plan should be considered. Especially important to the City's short-term future is the recommendations identified as level one priority.

This 2006 Comprehensive Plan represents a planning process that took place over a time period of approximately 18 months. The various elements of the Plan are based upon realistic goals, objectives, and recommendations for the City that resulted from an intense comprehensive planning process involving a Comprehensive Plan Advisory Committee, citizens, City Staff, and elected and appointed officials. The Comprehensive Plan, once adopted, becomes the official policy of the City. To be fully effective, the Plan should be used on a daily basis to determine policy, thereby guiding Brownfield to realize its ultimate vision.