

Chapter 1

Conclusions and Implementation

A. Introduction and Purpose of the Master Plan

Citizens and public officials continue to give increased attention to master plans, and everywhere there is the desire to know more about the elements that go into the community master plan. Deciding what should go into and stay out of a master plan is a difficult question, but the contents and plan elements will tend to vary from community to community. Adding to this confusion is the interchangeability of the terms "master plan", "comprehensive plan", and "general plan", which all have the same definition and use, from a city planning perspective.

Texas zoning laws state that zoning regulations must be adopted in accordance with a comprehensive plan. Prior to 1997, the authority to adopt a city comprehensive plan remained in question. However, the adoption by the Texas Legislature of Chapter 213 of the Texas Local Government Code provided the statutory language necessary for removing any doubt regarding local planning authority. The Texas planning enabling legislation does not specify any required elements of a master plan, but allows the land use plan that is developed with a master plan to be used in conjunction with any impact fee capital improvement plan, to prevent duplication of effort.

The elements selected for inclusion in this master plan document were chosen based on the needs, interests and concerns of the community. It had been over thirty years since a detailed comprehensive document had been prepared for Colleyville. Additionally, the Planning and Zoning Commission, the body assigned by the City Council to guide the development of this planning effort, insisted that the master plan be both a future land use plan and an in-depth analysis of the development issues in Colleyville.

This document serves two purposes. First, it includes the future land use plan for Colleyville, which is used as a guide by city officials for making zoning and related development decisions. And second, it is a resource document, intended to include basic data and information about Colleyville for general use by the public.

This master plan update has been prepared as a comprehensive document, covering many broad areas of the community. It is not the objective of this document to replace or supplant any other single-purpose planning document, such as those for parks and recreation facilities, trails and pathways, and water and sewer systems, which are considered valid planning tools for decision making. This document supports these existing plans by establishing their inter-relationship with the overall development of the community.

B. Key Issues Summary

This Chapter of the master plan, has been placed at the beginning of the document to place a high emphasis on the key issues raised by citizens within the community, which were identified as a part of the citizen participation process.

In developing the 2004-2025 Master Plan, great efforts were made to solicit the input from the citizens. These solicitations primarily took two forms:

- (1) The city was divided into six geographic segments, after which a series of neighborhood meetings were held. These meetings generated comments and concerns by over 600 citizens attending these city-wide neighborhood meetings. During these meetings, citizens were asked to identify and eventually prioritize their concerns. Attendance was quite good and reflected a genuine concern and interest on the part of the attendees about their city.
- (2) A telephone survey was conducted by the University North Texas. That survey also identified and prioritized citizen's concerns and ideas for Colleyville. The results of the telephone survey differed somewhat from those comments generated at the neighborhood meetings, primarily because a majority (95.8%) of those polled by telephone "just live here", and their civic interests and recommendations were quite different from those citizens attending the neighborhood meetings. While there were differences in the priorities, many of the same concerns were raised. It should also be recognized that each of the neighborhoods tended to address their specific and neighborhood unique concerns.

The citizen concerns detailed below attempt to prioritize the concerns, which are common through all of the neighborhoods:

- Emphasize commercial development, particularly along the Precinct Line and Colleyville Blvd. corridors. Increase sales tax base.
- Maintain low residential taxes
- Keep the rural atmosphere of Colleyville, while recognizing the needs of our citizens.
- Address drainage problems throughout the city
- Focus on streets, improve their maintenance, improve the control of traffic at intersections and balance the economic benefits of road improvements, while controlling traffic in rural sections of the city
- Increase and Improve parkland, walking and hike/bike trails throughout the city

The goals are further addressed later in Chapter 3 of this report. In addition, Appendix 2 itemizes the individual neighborhood comments, which are condensed above.

To complement the citizen input process, issues were also drawn from (1) two city-contracted studies of the future development of South Colleyville Boulevard and Precinct Line Road, (2) the 1998 Master Plan, and (3) recommendations from a parallel City Council tasked Economic Development Task Force, whose report was accepted by the City Council in late 2003. The following paragraphs summarize the key issues associated with the master plan update.

Vehicular and Pedestrian Circulation

As part of the master plan development, the Planning and Zoning Commission received voluminous comments regarding the future status of Colleyville's major two lane collector streets: Cheek-Sparger Road, John McCain Road, McDonwell School Road, and Glade Road. Except for one minor adjustment discussed in Chapter 7, this master plan recommends maintaining the current Master Thoroughfare Plan without the addition of more lanes to the current collector streets. The master plan does recognize the need for improvements of key intersections to facilitate traffic flow, and these improvements have strong citizen support.

The single greatest issue for citizens commenting on the master plan was the need for a strong, focused program to provide increased quality economic development. The key reason for these comments was the accompanying increased commercial tax base provided to the city would allow it to maintain a low property tax rate. A parallel Colleyville Economic Development Task Force Report, completed and accepted by the City Council in late 2003, recommends that *"the Council instruct the Master Plan and Thoroughfare Task Forces, as well as the City Manager, to view possible road improvements and plans for improvements (including widening projects) and preserving right-of-ways from the point of view of economic development impacts, not just raw traffic flow. This is to include an ongoing program of public education regarding the need for improved access for business development."*

The Planning and Zoning Commission believes any recommendation for road widening as part of an enhanced commercial development program must be weighed against the city's long-held vision of gracious suburban living and un-congested, visually pleasing roadways. Widening or the addition of lanes to east-west collector streets may be seen as a natural political recognition of continued rapid residential growth to the west of Colleyville, which will provide increases in traffic seeking to use Colleyville's east-west collector streets as a means of bypassing heavily traveled thoroughfares, such as Southlake Boulevard, State Highway 26, and State Highway 114. The widening of State Highway 26 will only exacerbate this phenomenon.

The key questions are whether a majority of citizens will support re-writing the City's Master Plan Vision Statement which currently states, "We will provide safe, un-

congested, visually pleasing roadways... and gracious suburban living, natural beauty and historical settings." A parallel question is whether the widening of collector streets will allow traffic to be directed to Colleyville's growing economic center, or simply allow more commuter traffic to use the city's roads without economic growth or tax benefits to the city.

Recommendation: The City Council undertake a public discussion of how best to balance the key intertwined master plan goals of gracious suburban living; uncongested, visually pleasing roadways; and a majority of citizen's desires for enhanced, quality economic growth and low tax rate.

McDonwell School Road Future Keller ISD school site/Sidewalks and Paths/Safety

In late 2003, the Planning and Zoning Commission was briefed on the future development of a Keller ISD elementary school site on acreage on the south side of McDonwell School Road near Precinct Line Road, scheduled to open in the fall of 2005. This is an imminent SAFETY and VEHICULAR TRAFFIC AND PEDESTRIAN CIRCULATION issue. Colleyville residents living in the northwest portion of the city will send their children to this new Keller ISD school, yet there are no sidewalks or pathways that connect these subdivisions to the school site. In addition, students walking to and from school, and parents driving their children to and from the school will be going down McDonwell School Road, and either walking across McDonwell School Road at a crosswalk, or turning left into the school parking lot in the morning, opposite rush hour traffic flowing from or to North Tarrant Parkway and Precinct Line Road. This traffic flow will only be exacerbated during the widening of State Highway 26 as vehicles seek alternate east/west routing around the construction.

Recommendation: The City Council take immediate action to ensure the building of protected sidewalks/bike pathways on both sides of McDonwell School Road from effected neighborhoods to the new Keller ISD school site.

Precinct Line Economic Development

As part of the master plan development, the City Council commissioned a special study of possible economic development for acreage along Precinct Line Road. This is the largest undeveloped tract of land remaining within the city limits, and the 1998 Master Plan had designed it for future commercial development, with a four lane, north/south collector street running from McDonwell School Road to L. D. Lockett Road, approximately 1,400 feet deep in the commercial development. During the master plan process, the City Council approved two new, high-quality, higher density residential developments on McDonwell School Road and on L. D. Lockett Road. These developments are situated in areas identified as future commercial in the 1998 Master Plan. In recognition of Council's intent to create higher density residential subdivisions

on a portion of this acreage, as a buffer between commercial and existing lower density home sites, particularly those in Remington Park Addition and, based on recommendations from the Precinct Line Road Corridor Study regarding the realistic need for extremely deep commercial properties, the Planning and Zoning Commission is recommending a reduction in the depth of the property off of Precinct Line designed for future commercial zoning, but retaining a narrow office strip to buffer the residential areas located to the east.

Recommendations:

- The City Council approve, as part of the new master plan, designation of a reduced future commercial zoning footprint for the land bordering Precinct Line Road, to a depth of no more than 700-800 feet.
- The City Council approve the movement of the planned north/south connector to a location bordering the eastern edge of the planned commercial zoning, to provide a buffer between the commercial and office/residential properties situated to the east. If accepted as a recommendation, immediate consideration should be given to including this item as part negotiations with Keller ISD for its new school site.

Neighborhood Integrity (Density)

The 1998 Master Plan permitted higher density residential developments in areas where one or more of the following criteria were met: a transition area between commercial uses and less dense residential, near major street intersections, smaller parcels that make less dense development economically difficult and sites with unique topographical features.

The City of Colleyville has, since adoption of the 1998 Master Plan, approved several residential subdivision developments with densities of up to 3.7 DUA (dwelling units per acre). At least three of these sites were planned as future commercial areas, but remained undeveloped, and therefore were of significantly reduced value to the city's tax base, until proposals were put forth to rezone the properties for high quality, high density residential subdivisions.

During the master plan update, only three of six neighborhoods listed density as one of their top five concerns. A majority of comments regarding density focused on keeping lot sizes within the community at an average of 1.7 or 1.8 DUA, the equivalent of PUDR zoning with 1/2 acre lot sizes, and maintaining high standards of future developments to preserve the rural country and quality of the community. The Planning and Zoning Commission notes that previous master plan maps designating areas for commercial development may not come to fruition, absent an aggressive city economic development plan.

Recommendation: The 2004 Master Plan draft recommends retaining the same language as the 1998 Master Plan regarding density guidelines.

Drainage and Flood Control/Open Space

During the past two years, one of the key issues brought before the Planning and Zoning Commission during hearings on subdivision platting has been drainage and its association with open space and retention/detention ponds. The 1998 Master Plan called for correcting drainage problems existing in developed areas of the city. The plan also called for updating and completing a Drainage Master Plan and a Drainage Maintenance Plan for the City. It also called for considering the downstream effect of all drainage plans, and providing for downstream flow at time of implementation of the plan. Finally, it called for developing a system to provide for citizen complaints, staff response, and correction of drainage problems. The numerous drainage complaints brought before the Planning and Zoning Commission during formal hearings, and the support of over 90% of citizens polled for public improvements regarding drainage, is a clear indication that the above goals have not been met.

Recommendations:

- Modify the Land Development Code to include clear and enforceable steps to ensure minimization of silt/sedimentation runoff and the attendant damage to downstream properties during lot clearing and construction. Hire a professional engineer and qualified inspectors in sufficient number to ensure timely inspections and enforcement of city codes.
- Limit the amount of open space that can be utilized for detention ponds in a residential planned development. This will help to ensure that the purpose of the open space in a PUD-R, the recreation use by residents, is not minimized as a result of developer creation of required retention ponds.

C. Implementation Methods

An important component of the modern day master plan, and one that is being included on a more frequent basis, is the inclusion of an implementation strategy. In the past, the typical city master plan consisted of only a basic land use map. Over the years, however, new elements, such as those dealing with transportation, economic development, and public utilities have found their place as supporting the land use plan. This Chapter of the master plan presents an implementation strategy and identifies various actions for consideration.

The methods and tools that may be used to implement this master plan include the following:

1. Planning Policy Statements
2. Development Ordinances
3. City-Initiated Rezoning
4. Capital Improvement Programs
5. Maps
6. Checklists, guidelines and forms

The master plan is typically implemented by using a combination of these methods and tools. One method may adequately implement one portion of the plan; or it may require a number of methods to implement a portion.

D. Planning Policy Statements

Chapter 3 of this document contains Community Goals and Policy Statements, which establish the development direction of the community. The policy statements recommended in this particular Chapter relate primarily as to how the master planning process should be advanced in Colleyville.

Policy statements are often viewed with a great amount of authority. Many cities consider policy statements as enforceable as ordinances. Generally, policy statements provide the city staff, Planning and Zoning Commission, and City Council with specific guidelines regarding development issues. The City of Colleyville has developed goals and objectives contained in this document. Policies should be established that will assist the staff, appointed and elected officials in following through with these goals and objectives.

Recommended Policies

The following policies are recommended to be adopted as standard practices when addressing development issues in Colleyville.

Authority of the Master Plan. The City should establish what authority it will assign to the master plan. If all development decisions are expected to conform to the master plan, then it is recommended that the City Council officially adopt this plan.

Conformance with the Plan. The City should establish a policy of requiring conformance with the master plan. All zoning and development requests should be measured for compatibility with the plan. Staff reports written on zoning and development requests should include commentary on the conformance of the request

with the Plan. Non-conformance with the plan may be sufficient grounds for denial or a negative recommendation of the request.

Maintenance of the Plan. The city should adopt a policy to have a written staff review of the plan on an annual basis. Items to be addressed should include: conformance with current development trends, the number of zoning requests granted that did not conform to the master plan, and recommendations of the plan that are being implemented or have been implemented. The conclusion of the report should recommend that the plan be either maintained in its current condition for one more year or that it be revised to comply with current development trends occurring in the City.

Cooperation with other governmental entities. The City of Colleyville should continue cooperation with its seven surrounding cities and associated school districts on issues of mutual benefit to both parties.

Public Involvement. The master plan is a tool to be used by the City. The City should keep sufficient copies of the plan available for distribution to the public in same manner that the Land Development Code and other regulations are distributed. The plan should also be made available on the City's website.

Develop a Planning Program. The creation of a planning program is an effective way to implement the master plan. A Planning Program should contain summaries of the major goals and policy statements out of the master plan, any associated costs attributed to the effort, and the time frame in which the task is to be initiated. Through this effort, the City of Colleyville is able to budget for any necessary expenditures as well as track the progress of the master plan. This Planning Program should be reviewed annually and additional planning projects that have been determined necessary to implement the plan will be included in the Planning Program.

E. Development Ordinances

Many of the goals of the master plan can be achieved through the adoption of local ordinances and development regulations allowed by State enabling legislation. Chapters 211 and 212 of the Texas Local Government Code contain zoning and subdivision enabling language for Texas municipalities. The primary purpose of these regulations is to promote "the public health, safety, morals, or general welfare of the municipality." the City of Colleyville has adopted a Land Development Code, which includes zoning, subdivision and other development regulations, to guide the development pattern and use of private land in order to maximize the City's full economic potential without compromising the quality of life for residents.

Colleyville's first zoning ordinance was adopted in 1956. The current regulations were initially adopted in 1978, and the regulations have undergone numerous amendments over the years, culminating with the current regulations contained in the Land Development Code. The code contains standard zoning districts for residential and commercial development, as well as requirements for landscaping, tree preservation, signage, and parking.

The zoning regulations are composed of written regulations and an official zoning map. The zoning map divides the city into a number of zoning districts, and the text provides detailed requirements for each of those districts. Chapter 211, Section 211.004, of the Texas Local Government Code states that: "Zoning regulations must be adopted in accordance with a comprehensive plan." Changes to the map or text are ultimately decided by the City Council, with the Planning and Zoning Commission acting as a recommending body.

Subdivision regulations apply to the platting and subdivision of land within the city limits. The regulations guide the land development process and protect the public from inferior and undesirable developmental practices. The current subdivision regulations are contained in the Colleyville Land Development Code. The regulations, which are part of the Land Development Code, establish requirements for the submittal of plats, design standards for subdivisions, gated communities, parkland dedication, impact fees, and the design and construction of public utilities and infrastructure.

Subdivision plat applications are submitted to the City for review. The Development Review Committee, composed of City staff, determines whether a plat is in conformance with the zoning regulations, the subdivision regulations, and the master plan. All plats, with the exception of amended plats, require approval by the Planning and Zoning Commission. Some plats also require the approval of the City Council.

F. Inconsistencies Between the Master Plan and the Zoning Map

There are areas within Colleyville where the current zoning classification may be either inconsistent with the future land use plan or inconsistent with the actual use existing on the property. Since zoning provides the legal basis for the use of real property, these zoning inconsistencies create the potential for undesired development and prevent the ultimate implementation of the future land use plan as originally conceived. Municipalities are legally authorized to initiate the rezoning of properties. Staff should prepare a study of this issue and provide the study to the City Council for review and direction.

G. Capital Improvement Programs

One of the most familiar programs that cities use to implement plans is the capital improvements program, or CIP. The CIP consists of a listing of planned physical improvements that are to be undertaken during a specific period of time, usually five years.

Building capital improvements is an important means of implementing the master plan. New or upgraded infrastructure and buildings have a lasting physical and financial impact on the community of which they are a part. The placement of major thoroughfares and public facilities, such as parks and municipal buildings, is also a major factor in determining future land use patterns. Chapter 5, which contains summaries of each of the six neighborhood areas in Colleyville, contains references to capital improvements included in the current plan. The references do not imply any obligation to expend funds for the proposed projects. It is simply a guide for City officials and others to use in estimating future expenditures and possible sources of revenue.

The costs of capital improvements are generally non-recurring and may require multi-year financing. Although some new projects and the maintenance of completed projects are funded through the current operating budget, construction of most capital projects is paid for by issuing municipal bonds. Using this financing mechanism permits the City to pursue large-scale projects while simultaneously providing services on a consistent basis through the operating budget. The benefits from capital improvements last for many years; thus, issuing bonds spreads the tax burden over all residents, present and future, who will benefit from the projects.

H. Legal Effect of Zoning

Chapter 211 of the Texas Local Government Code states that “zoning regulations must be adopted in accordance with a comprehensive plan”. Therefore, a zoning map should reflect the future land use of the community to the maximum extent possible. Caution should be used when approving a rezoning proposal that is inconsistent with the future land use plan. The uses allowed on a property are directly related to how the property is zoned. If a zoning change is approved to a district that is inconsistent with the master plan, the full implementation of the plan may not be achieved.

The review of a rezoning proposal should include the following considerations:

- Will the proposed change enhance the site and the surrounding area?
- Is the proposed change a better use than that recommended by the master plan?

- Will the proposed use impact adjacent residential properties in a negative manner? Or will the proposed use be compatible with, and/or enhance, adjacent residential areas?
- Are uses adjacent to the proposed use similar in nature in terms of appearance, hours of operation, and other general aspects of compatibility?
- Does the proposed use present a significant benefit to the public health, safety and welfare of the community? Would it contribute to the City's long-term economic well being?
- How do adjacent property owners perceive the rezoning request in terms of the overall effect?

I. Implementation Recommendations

The following are specific recommendations for the implementation of the Colleyville master plan.

The City Council should officially adopt the master plan as the primary guide for development review in Colleyville.

Develop a Planning Program. A Planning Program should contain summaries of the major goals and policy statements out of the master plan, any associated costs attributed to the effort, and the time frame in which the task is to be initiated. Through this effort, the City of Colleyville is able to budget for any necessary expenditure as well as track the progress of the master plan. This Planning Program should be reviewed annually and additional planning projects that have been determined necessary to implement the plan will be included in the Planning Program.

Establish a formal procedure for amending the master plan and the Master Thoroughfare Plan. An integral part of implementation is a procedure for revision. The goal and policy-oriented nature of the plan will reduce the revisions needed but changing circumstances will, nonetheless, mandate revision from time to time. To accommodate such changes an orderly procedure is necessary.

Revise the zoning regulations. Chapter 3 of the Land Development Code, which contains the zoning regulations, has been amended numerous times since its initial adoption in 1978. A complete reorganization and revision to Chapter 3 should be undertaken to identify regulatory impediments to appropriate development, to address the impacts of development on traffic and the natural environment, and to address technical and administrative issues.

Review progress on land use changes on an annual basis. Staff should provide a written review of the plan on an annual basis to the Planning and Zoning Commission

and City Council. Items to be addressed should include: conformance with current development trends, the number of zoning requests granted that did not conform to the master plan, and recommendations of the plan that are being implemented or have been implemented. The conclusion of the report should recommend that the plan be either maintained in its current condition for one more year or that it be revised to comply with current development goals and objectives being observed by the City.