

2015

Pearland

COMPREHENSIVE PLAN



SECTION 8

Implementation

The *2015 Pearland Comprehensive Plan* should be a “living document” that is responsive to ongoing change. That is, a document that is frequently referred to for guidance in community decision-making. Its key planning considerations, goals, policies, and action strategies must also be revisited periodically to ensure that the plan is providing clear and reliable direction on a range of matters, including land development issues and public investments in infrastructure and services.

Implementation is not just about a list of action items. It is a challenging process that will require the commitment of the City’s elected and appointed officials, staff, residents, business owners, major institutions, other levels of government, and other organizations and individuals who will serve as champions of the plan and its particular direction and strategies. Among its purposes, this final plan section highlights specific roles, responsibilities, and methods of implementation to execute priority plan recommendations. Equally important are formalized procedures for the ongoing monitoring

Why this Final Plan Section is Important for Pearland

- Emphasizes the importance of not only creating a plan, but translating it into real action and tangible, beneficial results.
- Adds a short-term strategic perspective and component to what is otherwise intended as a guide to Pearland’s long-term enhancement over the next 20 years.
- Includes a list of priority actions for the City and other plan implementation partners to focus on during the next several years after plan adoption.
- Underscores the need to keep the plan fresh and relevant through annual review and reporting procedures and periodic updates.
- Advocates ongoing community engagement as the plan is implemented.

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and reporting of successes achieved, difficulties encountered, and new opportunities and challenges that have emerged since plan adoption. This is in addition to any other change in circumstances, which may require rethinking of plan priorities. Scheduled plan evaluations and updates, as described later in this section, will help maintain its relevance and credibility as an overarching policy guide.

Plan Administration

During the development of this plan, representatives of government, business, community groups, and others came together to inform the planning process. These community leaders – and new ones that will emerge over the horizon of this plan – must maintain their commitment to the ongoing implementation and updating of the plan’s goals, policies, and action strategies.

EDUCATION

Comprehensive plans are relatively general in nature, but they are still complex policy documents that account for interrelationships among various policy choices. As such, educating decision-makers and administrators about plan implementation is an important first step after plan adoption. As the principal groups that will implement the plan, the City Council, Planning and Zoning Commission, and City department heads should all be “on the same page” with regard to priorities, responsibilities, and interpretations.

Consequently, an education initiative should be undertaken immediately after plan adoption, which should include:

- A discussion of the individual roles and responsibilities of the Council, Commission

Plan Implementation Methods

FIVE WAYS OF MOVING TOWARD ACTION

Plan implementation generally occurs in five ways:

-  Capital Projects
-  Policies and Programs
-  Regulation and Standards
-  Partnerships and Coordination
-  More Targeted Planning



(and other advisory bodies), and individual staff members;

- A thorough overview of the entire Comprehensive Plan, with emphasis on the parts of the plan that relate to each individual group;
- Implementation tasking and priority setting, which should lead to each group establishing a one-year and three-year implementation agenda;
- Facilitation of a mock meeting in which the use of the plan and its policies and recommendations is illustrated; and

- An in-depth question and answer session, with support from the City Attorney and other key staff.

DEFINITION OF ROLES

As the community's elected officials, the City Council should assume the lead role in implementation of this plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which actions will be initiated and completed, and determine the budget to be made available for implementation efforts. In conjunction with the City

Capital Projects

The City of Pearland uses a five-year Capital Improvement Program, or "CIP," to identify and budget for "big ticket" projects, especially those that must be phased and/or coordinated with other initiatives. This may include street infrastructure; water, wastewater, and drainage improvements; parks, trails, and recreation facility construction and upgrades; construction of public buildings; and purchase of land, vehicles, or major equipment. Anticipating and adequately budgeting for major capital projects will be essential to implementing this plan. Likewise, decisions regarding the prioritization of proposed capital improvements should reflect the direction and priorities of this plan.

Policies and Programs

Policies ultimately drive both day-to-day activities and strategic decisions. They capture basic philosophies and "standard operating procedures" that should apply across the board unless changing circumstances or new information suggest that standing policies should be revisited. Programs involve the routine activities of City departments and staff, as well as special projects and initiatives they may also undertake. As part of Comprehensive Plan implementation, this method may include initiating new or adjusting existing City policies or programs; expanding community outreach efforts; or providing specialized training to accomplish a priority objective more promptly and/or effectively.

Regulation and Standards

Given that private investment decisions account for a vast majority of the City's physical form, land development regulations and engineering standards are fundamental for plan implementation. Consequently, zoning and subdivision regulations

and associated development criteria and technical engineering standards are the basic keys to ensuring that the form, character, and quality of development reflect the City's planning objectives. These codes should advance the community's desire for quality development outcomes while recognizing economic factors. They should not delay or interfere unnecessarily with appropriate new development or redevelopment that is consistent with plan principles and directives.

Partnerships and Coordination

Some community initiatives identified in this plan cannot be accomplished by City government on its own. They may require direct coordination, intergovernmental agreements, or funding support from other public entities or levels of government. Additionally, the unique role of potential private and non-profit partners to advance the community's action agenda should not be underestimated. This may occur through cooperative efforts, volunteer activities, and in-kind services (which can count toward the local match requirements for various grant opportunities), and from public/private financing of community improvements.

More Targeted Planning

Various areas of City governance require more detailed study and planning, especially as required to qualify for external funding opportunities. These studies involve targeted planning work at a "finer grain" level of detail than is appropriate for comprehensive planning purposes (e.g., utility master plans, cost of growth assessments). As such, some parts of this plan will be implemented only after some additional planning or special study to clarify next steps and associated costs and considerations.

Roles and Responsibilities



City Council

As the leader of plan implementation, the key responsibilities of the City Council are to decide and establish priorities, set timeframes by which each action strategy will be initiated and completed, and determine the budget to be made available for implementation efforts. In conjunction with the City Manager, the City Council must also ensure effective coordination among the various groups that are responsible for carrying out the plan's action strategies.

Planning and Zoning Commission

The Planning and Zoning Commission makes recommendations to the City Council based on plan principles. The Commission should prepare an Annual Progress Report to ensure plan relevance.



City Staff

City staff manages the day-to-day implementation of the plan. In particular, City staff is responsible for supporting the Planning and Zoning Commission and City Council.



Manager, Council members must also help to ensure effective coordination among the various groups that are responsible for carrying out the plan's action strategies.

CITY COUNCIL

The City Council will take the lead in the following general areas:

- Adopting and amending the plan, after recommendation by the Planning and Zoning Commission;
- Acting as a “champion” of the plan;
- Establishing the overall implementation priorities and timeframes by which action strategies in the plan will be initiated and completed;
- Considering and approving the funding commitments that will be required;
- Adopting new or amended land development regulations to implement the plan;
- Approving intergovernmental and development agreements that implement the plan;
- Offering final approval of projects and activities and their associated costs during the budget process, keeping in mind the need for consistency with the plan and its policies; and
- Providing policy direction to the Planning and Zoning Commission, other appointed City boards and commissions, and City staff.

PLANNING AND ZONING COMMISSION

The Planning and Zoning Commission will take the lead in the following general areas:

- Hosting the education initiative previously described;
- Periodically obtaining public input to keep the plan up to date, using a variety of community outreach and citizen and stakeholder involvement methods;
- Ensuring that recommendations forwarded to the City Council are reflective of the plan goals, policies, and action strategies; and
- After holding one or more public hearings to discuss new or evolving community issues and needs, making recommendations to the City Council regarding plan updates and plan amendments.

CITY STAFF

City Staff will take the lead in the following general areas:

- Managing day-to-day implementation of the plan, including coordination through an interdepartmental plan implementation committee;
- Supporting and carrying out capital improvement planning efforts;
- Managing the drafting of new or amended land development regulations;
- Conducting studies and developing additional plans (including management of consultant efforts, as necessary);
- Reviewing applications for consistency with the Comprehensive Plan as required by the City's land development regulations;
- Negotiating the specifics of intergovernmental and development agreements;
- Administering collaborative programs and ensuring open channels of communication with various private, public, and non-profit implementation partners; and
- Maintaining an inventory of potential plan amendments, as suggested by City staff and others, for consideration during annual and periodic plan review and update processes.

Action Agenda

The vision and goals in this Comprehensive Plan will ultimately be attained through a multitude of specific actions. Many of the initiatives highlighted in this section cut across – and are supported by – multiple elements within the plan. Compiled in **Table 8.1, Priority Action Tasks**, is a list of action strategies derived from the various plan elements. The table does not include every recommendation found throughout this plan. Instead, it details a shorter “to do” list of strategic priorities, their potential timing, and who is responsible for initiating, administering, and participating in the implementation process.

Additionally, action strategies have been categorized regarding those actions that will involve capital projects; policies and programs; regulation and standards; partnerships and coordination; and more targeted planning. Most capital projects will also require, to varying degrees, additional feasibility

analysis, construction documentation, specifications, and detailed cost estimates.

Table 8.1 provides a starting point for determining immediate, near-term, and longer-term task priorities. This is an important first step toward plan implementation and should occur in conjunction with the City's annual budget process, during Capital Improvement Program (CIP) preparation, and in support of departmental work planning. Then, once the necessary funding is committed and roles are defined, a lead City staff member should initiate a first-year work program in conjunction with City management, other departments, and other public and private implementation partners.

The near-term action priorities should be revisited by City officials and staff annually to recognize accomplishments, highlight areas where further attention and effort are needed, and determine whether some items have moved up or down on the priority list given changing circumstances and emerging needs. It should be kept in mind that early implementation of certain items, while perhaps not the uppermost priorities, may be expedited by the availability of related grant opportunities, by a state or federal mandate, or by the eagerness of one or more partners to pursue an initiative with the City. On the other hand, some high-priority items may prove difficult to tackle in the near term due to budget constraints, the lack of an obvious lead entity or individual to carry the initiative forward, or by the community's readiness to take on a potentially controversial new program.

Progress on the near-term items, in particular, should be the focus of the first annual review and report a year after adoption of this Comprehensive Plan, as described later in this section. Then, similar to multi-year capital improvements programming, the entire priority actions list in Table 8.1 – and all other action strategies dispersed throughout the plan sections – should be revisited annually to decide if any additional items are ready to move into the next near-term action timeframe, and what the priority should be.

Plan Amendment Process

The 2015 *Pearland Comprehensive Plan* is meant to be a flexible document allowing for adjustment to changing conditions over time. Shifts in political, economic, physical, technological, and social conditions, and other unforeseen circumstances, may influence and change the priorities and fiscal outlook

of the community. As the City evolves, new issues will emerge while others will no longer be as relevant. Some action statements will be found impractical or outdated while other plausible solutions will arise. To ensure that it continues to reflect the overall goals of the community and remains relevant and resourceful over time, the plan must be revisited on a regular basis to confirm that the plan elements are still on point and the associated goals, policies, and action strategies are still appropriate.

Revisions to the Comprehensive Plan are two-fold, with *minor plan amendments* occurring at least every other year, and *more significant updates and modifications* occurring every five years. Minor amendments could include revisions to certain elements of the plan as a result of the adoption of another specialized plan or interim changes to the Land Use Plan. Major updates will involve reviewing the base conditions and anticipated growth trends; re-evaluating the findings of this plan – and formulating new ones as necessary; and adding, revising, or removing action strategies in the plan based on implementation progress.

ANNUAL PROGRESS REPORT

The Planning and Zoning Commission, with the assistance of staff, should prepare an annual progress report for presentation to the Mayor and City Council. This ensures that the plan is consistently reviewed and that any needed modifications or clarifications are identified for the bi-annual minor plan amendment process. Ongoing monitoring of consistency between the plan and the City's implementing regulations should be an essential part of this effort.

The Annual Progress Report should include and highlight:

- Significant actions and accomplishments during the past year, including the status of implementation for each programmed task in the Comprehensive Plan;
- Obstacles or problems in the implementation of the plan, including those encountered in administering the land use and mobility aspects, as well as any other policies of the plan;
- Proposed amendments that have come forward during the course of the year, which may include revisions to the individual plan maps or other recommendations or text changes; and
- Recommendations for needed actions, programs, and procedures to be developed

and implemented in the coming year, including recommendation of projects to be included in the City's proposed CIP, other programs/projects to be funded, and priority coordination needs with public and private implementation partners.

BI-ANNUAL AMENDMENT PROCESS

Plan amendments should occur on at least a bi-annual (every two year) basis, allowing for proposed changes to be considered concurrently so that the cumulative effects may be understood. When considering a plan amendment, the City should ensure the proposed amendment is consistent with the goals and policies set forth in the plan regarding character protection, development compatibility, infrastructure availability, and other community priorities. Careful consideration should also be given to guard against site-specific plan changes that could negatively impact adjacent areas and uses or detract from the overall character of the area. Factors that should be considered in deciding on a proposed plan amendment include:

- Consistency with the goals, policies, and action strategies set forth in the plan;
- Adherence with the Land Use Plan;
- Compatibility with the surrounding area;
- Impacts on infrastructure provision including water, wastewater, drainage, and the transportation network;
- Impacts on the City's ability to provide, fund, and maintain services;
- Impacts on environmentally sensitive and natural areas; and
- Whether the proposed amendment contributes to the overall direction and character of the community as captured in the plan vision and goals (and ongoing public input).

FIVE-YEAR UPDATE / EVALUATION AND APPRAISAL REPORT

An evaluation and appraisal report should be prepared every five years. This report should be prepared by City staff with input from City departments, the Planning and Zoning Commission, and other boards and commissions. The report process involves evaluating the existing plan and assessing how successful it has been in achieving the community's goals. The purpose of the report is to identify the successes and shortcomings of the plan, look at what has changed over the last five years, and make recommendations on how the plan should be modified in light of those changes.

The report should review baseline conditions and assumptions about trends and growth indicators. It should also evaluate implementation potential and/or obstacles related to any unmet action strategies. The evaluation report and process should result in an amended Comprehensive Plan, including identification of new or revised information that may lead to updated goals, policies, and action strategies.

More specifically, the report should identify and evaluate the following:

1. Summary of major actions and interim plan amendments undertaken over the last five years.
2. Major issues in the community and how these issues have changed over time.
3. Changes in the assumptions, trends, and base studies data, including the following:
 - » The rate at which growth and development is occurring relative to the projections put forward in the plan.
 - » Shifts in demographics and other growth trends.
 - » City-wide attitudes, and whether apparent shifts, if significant, necessitate amendments to the stated goals, policies, or action strategies of the plan.
 - » Other changes in political, social, economic, technological, or environmental conditions that indicate a need for plan amendments.
4. Ability of the plan to continue to support progress toward achieving the community's goals. The following should be evaluated and revised as needed:
 - » Individual statements or sections of the plan must be reviewed and rewritten, as necessary, to ensure that the plan provides sufficient information and direction to achieve the intended outcome.
 - » Conflicts between goals, policies, and action strategies that have been discovered in the implementation and administration of the plan must be pointed out and resolved.
 - » The list of priority actions must be reviewed and major accomplishments highlighted. Those not completed by the specified timeframe should be re-evaluated to ensure their continued relevance and/or to revise them appropriately.



- » As conditions change, the timeframes for implementing the individual actions of the plan should be re-evaluated where necessary. Some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community.
- » Based upon organizational, programmatic, and procedural factors, as well as the status of previously assigned tasks, the implementation task assignments must be reviewed and altered, as needed, to ensure timely accomplishment of the plan's action strategies.
- » Changes in laws, procedures and missions may impact the ability of the community to achieve its goals. The plan review must assess these changes and their impacts on the success of implementation, leading to any suggested revisions in strategies or priorities.

ONGOING COMMUNITY OUTREACH AND ENGAGEMENT

All review processes and updates related to this Comprehensive Plan should emphasize and incorporate ongoing public input. The annual and continual plan evaluation and reporting processes should also incorporate specific performance measures and quantitative indicators that can be compiled and communicated both internally and to elected officials and citizens in a "report card" fashion.

Examples might include:

- Acres of new development (plus number of residential units and square footage of commercial and industrial space) approved and constructed in conformance with this plan and the Unified Development Code.
- Various measures of service capacity (gallons, acre-feet, etc.) added to the City's major utility infrastructure systems – and the number of dollars allocated to fund the necessary capital projects.
- New and expanded businesses and associated tax revenue gains through economic development initiatives.
- Miles of new road, plus bike and pedestrian improvements, added to the City's transportation system to increase mobility options.
- Acres of parkland and open space added to the City's inventory, and miles of trail developed or improved.
- Indicators of the benefits of redeveloped sites and structures (appraised value, increased property and/or sales tax revenue, new residential units, and retail and office spaces in urban mixed-use settings, etc.) as envisioned through this plan.
- The estimated dollar value of operating cost savings from reduced energy and water use, heating/cooling, etc., from green building practices, and related conservation efforts in new and existing City facilities.
- The numbers of residents and other stakeholders engaged through City-sponsored education and outreach events related to Comprehensive Plan implementation and periodic review and updating, as outlined in this section.

TABLE 8.1

Priority Action Tasks

	Year 1	Years 2-3	3+ Years	Action Type						Action Leaders
				Capital Projects	Policies and Programs	Regulations and Standards	Partnerships and Coordination	More Targeted Planning		
COST OF GROWTH / LAND USE STUDY										
Quantify fiscal implications of projected growth and land use including build-out of remaining developable land. Use as tool for evaluating "what if" scenarios.		X								<ul style="list-style-type: none"> Finance Administration Planning
UTILITY MASTER PLAN UPDATES										
Regularly update Water, Wastewater and Drainage master plans given pace of growth and land development. Place more focus on renewal and maintenance of existing systems plus expansion.		X	X							<ul style="list-style-type: none"> Engineering and Capital Projects Public Works
ANNEXATION PLANNING										
Complete detailed service planning and initiate necessary procedures for phased annexation activity, building on the Annexation Outlook portion of this plan.		X								<ul style="list-style-type: none"> Planning
STATE HIGHWAY 288 CORRIDOR IMPROVEMENTS										
Ongoing advocacy to complete the project. Continued investment in related local aesthetic enhancements.		Ongoing								<ul style="list-style-type: none"> City Council Administration Engineering and Capital Projects
TARGETED MOBILITY PROJECTS										
Ongoing investment in street construction/rehabilitation and traffic signal upgrades, with consistent and adequate local funding, as available.		Ongoing								<ul style="list-style-type: none"> Engineering and Capital Projects Public Works
SIDEWALK NETWORK UPGRADES										
Ongoing sidewalk repair/replacement and new installations to enhance safety and provide non-driving options, especially in targeted areas (e.g., neighborhoods, Old Town).		Ongoing								<ul style="list-style-type: none"> Engineering and Capital Projects Public Works
GREATER HOUSING VARIETY										
Explore potential Unified Development Code (UDC) amendments to allow, by right, more diverse housing types and mixing of types within developments while preserving a greater amount of permanent open space.		X								<ul style="list-style-type: none"> Planning
REGULATORY RELIEF FOR REDEVELOPMENT										
Explore new or amended UDC provisions that would allow relaxation of standards that can deter redevelopment activity, subject to certain parameters and potential mitigation measures.		X								<ul style="list-style-type: none"> Community Development

CVB Convention and Visitors Bureau
 PAAC Pearland Alliance for Arts and Culture
 PEDC Pearland Economic Development Corporation

	Year 1	Years 2-3	3+ Years	Action Type						Action Leaders
				Capital Projects	Policies and Programs	Regulations and Standards	Partnerships and Coordination	More Targeted Planning		
EXPANDED FOCUS ON NEIGHBORHOODS										
Focus more resources from across City government on neighborhood-level needs, patterned after best practices in other cities for developing citizen leaders and providing a single point of contact for residents and neighborhood organizations for problem solving and outreach programs (including to better target code compliance in older areas).		Ongoing								<ul style="list-style-type: none"> Community Development
PEARLAND 20/20 STRATEGIC PLAN IMPLEMENTATION										
Ongoing implementation of key economic development plan initiatives involving mobility, commercial corridors, recreation/cultural assets, beautification, Lower Kirby district, multi-use events center, education/workforce, and internal/external marketing.		Ongoing								<ul style="list-style-type: none"> PEDC Community Development Engineering and Capital Projects CVB Parks and Recreation Keep Pearland Beautiful
CULTURAL ARTS PLAN										
Through the Pearland Alliance for Arts and Culture, develop a plan to nurture the arts community and support local/regional networking. Also pursue a state-recognized "Cultural District" with clustered event spaces and activities.		X								<ul style="list-style-type: none"> PAAC CVB
MULTI-PURPOSE EVENTS VENUE / CONVENTION CENTER										
Build partnerships and pursue cost-sharing arrangements for eventual construction of such a facility in a strategic, accessible location, with flex spaces for varied events, ample parking, and designed for phased expansion.		X								<ul style="list-style-type: none"> PAAC PEDC CVB Engineering and Capital Projects
UNIFIED DEVELOPMENT CODE (UDC) UPDATES										
Draft for consideration a set of UDC updates involving potential changes to the Cluster Development Plan provisions, a possible new residential "flex" district, and an updated parkland dedication and fee-in-lieu structure.		X								<ul style="list-style-type: none"> Planning Parks and Recreation
NEIGHBORHOOD-LEVEL AND SPECIAL AREA PLANNING										
Complete more detailed planning for particular neighborhoods, especially to obtain more "grass roots" citizen input. Also continue planning for key areas as done for the Old Townsite and Lower Kirby Urban Center. Also revisit Lower Kirby planning to elaborate on transit-oriented development (TOD) scenarios.		X								<ul style="list-style-type: none"> Planning PEDC

■ Primary Action Type
 ■ Secondary Action Type