



CHAPTER 7

IMPLEMENTATION



With the completion of a new Comprehensive Plan, the City of Killeen has direction and priorities for the ongoing development, redevelopment, and enhancement of the community over the next 20 years. However, now comes the most challenging and important step in the planning process—implementing the plan by turning the community’s aspirations into reality. This will take the efforts and commitment of the City’s elected and appointed officials, staff, residents, business owners, institutions, other levels of government, and other organizations and individuals who will serve as champions of the plan and its particular direction and strategies. It will also require the City to make sound decisions, set priorities, and secure necessary resources to implement the action strategies set forth in this plan.

The Comprehensive Plan should be a “living document,” that is, a document that is frequently referred to for guidance in community decision-making. Equally important are formal procedures for the ongoing monitoring and reporting of successes achieved, difficulties encountered, new opportunities and challenges that have emerged, and any other change in circumstances which may require rethinking of plan priorities.

PLAN IMPLEMENTATION METHODS

Simply setting out an implementation framework in this chapter is not enough to ensure that the action items of this plan will be carried out and the community’s long-term goals ultimately achieved. The policies and action priorities in this plan should be consulted frequently and should be widely used by decision-makers as a basis for judgments regarding:

- ★ The timing and availability of infrastructure improvements.
- ★ Proposed development and redevelopment applications.
- ★ City-initiated and landowner-requested annexations.
- ★ Zone change requests and other zoning-related actions.



- ★ Expansion of public facilities, services and programs.
- ★ Annual capital budgeting.
- ★ Potential re-writes and amendments to the City's development ordinances and related code elements.
- ★ Intergovernmental (including inter-City and City/County) coordination and agreements.
- ★ Operations, capital improvements, and programming related to individual City departments.

There are five general methods for plan implementation:

- (1) Land development regulations and engineering standards;
- (2) Capital improvements programming;
- (3) Special projects, programs and initiatives;
- (4) Coordination and partnerships; and
- (5) Ongoing study and planning.

Development Regulations and Standards

Land development regulations and engineering standards are fundamental for plan implementation. It is plain—but often underappreciated—that private investment decisions account for the vast majority of any City's physical form. 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 ordinances should reflect 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 policies.

Capital Improvements Programming

A capital improvements program, or "CIP," is a multi-year plan (typically five years) that identifies budgeted capital projects, including street infrastructure; water, wastewater and drainage facilities; parks, trails and recreation facility construction and upgrades; construction of public buildings; and purchase of major equipment. Identifying and budgeting for major capital improvements will be essential to implementing this plan. Decisions regarding the prioritization of proposed capital improvements should take into account the policy and management directives of this plan.



Special Projects, Programs and Initiatives

Special projects and initiatives is another broad category of implementation measures. These may include initiating or adjusting City programs; expanding citizen participation programs; providing training; and other types of special projects.

Coordination and Partnerships

Some community initiatives identified in the Comprehensive 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 public/private financing of community improvements.

Specific Plans and Studies

There are a number of areas where additional planning work is recommended, at a "finer grain" level of detail than is appropriate in a comprehensive plan. As such, some parts of this plan will be implemented only after some additional planning or special study.

PLAN ADMINISTRATION

During the development of the plan, representatives of government, business, neighborhoods, civic groups, and others came together to inform the planning process. These community leaders, and new ones to emerge over the horizon of this plan, must maintain their commitment to the ongoing implementation of the plan's policies—and to the periodic updating of the plan to adapt to changing conditions or unforeseen events.

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 (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.
- ★ An in-depth question-and-answer session, with support from planning personnel, the City Attorney, the City Engineer, 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 each action will be initiated and completed, and determine the budget to be made available for implementation efforts. In conjunction with the City Manager, City Council should also ensure effective coordination among the various groups that are responsible for carrying out the plan's recommendations.

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

- ★ Acting as a "champion" of the plan.
- ★ Adopting and amending the plan, after recommendation by the Planning and Zoning Commission.
- ★ Adopting new or amended land development regulations to implement the plan, after recommendation by the Planning and Zoning Commission.
- ★ Approving interlocal agreements that implement the plan.
- ★ Establishing the overall action priorities and timeframes by which each action item of the plan will be initiated and completed.
- ★ Considering and approving the funding commitments that will be required.
- ★ Offering final approval of projects and activities and the associated costs during the budget process, keeping in mind the need for consistency with the plan and its policies.



- ★ Providing policy direction to the Planning and Zoning Commission, other appointed City boards and commissions, and City staff.

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

- ★ Hosting the education initiative described above.
- ★ 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 plan principles and action recommendations. This relates particularly to decisions involving development review and approval, zone change requests, and ordinance amendments.
- ★ 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 should 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, working with the appropriate Boards and Commissions.
- ★ 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 interlocal agreements.
- ★ Administering collaborative programs and ensuring open channels of communication with various private, public and non-profit implementation partners.
- ★ Providing briefings on plan implementation progress and activities to the Planning and Zoning Commission no less than annually.
- ★ 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

A community's vision for its future, as expressed through its comprehensive plan, is attained, over time, through a variety of specific actions. This section highlights key action items from the various plan elements which should receive priority attention in the first several years of plan implementation. Further considerations for pursuing these initiatives are spelled out in **Table 7.1, Implementation Strategy for Near Term Action Priorities**, which appears at the end of this chapter. Important elements of this table include:

- ★ **Further Prioritization.** The action items are further categorized as Priority 1, 2, or 3. This could relate to Years 1-3 following plan adoption, or it could just be a further indication of relative priority and readiness to take on a particular task over an initial implementation period not necessarily tied to calendar years. For example, efforts on a Priority 1 item might begin in Year 1 but take several years to complete fully, while some advance work on a Priority 2 item might be possible toward the end of Year 1.
- ★ **Action Type.** This relates back to the five types of implementation methods highlighted earlier in this chapter.
- ★ **Next Steps.** This involves the essential step of breaking down larger efforts into "first and next steps" to lay the groundwork for measurable action and build momentum toward desired outcomes. This often involves further clarification of objectives and a realistic assessment of resources and capabilities to move an initiative forward.
- ★ **Implementation and Coordination Roles.** In addition to identifying which City department(s) or function(s) would likely lead a task, this portion of Table 7.1 also highlights a variety of local and regional agencies and entities that might have a role to play in certain initiatives. This could involve potential cost-sharing, technical assistance, direct cooperation (potentially through an interlocal agreement), or simply providing input and feedback on a matter in which they have some mutual interest. In particular, whenever potential regulatory actions or new or revised development standards are to be considered, participation of the development community is essential to ensure adequate "give and take" and consensus building. Some of the entities currently listed in Table 7.1 do not factor into the 16 highlighted action items, but they might in future years as other Comprehensive Plan action recommendations move to the forefront. Likewise, others will likely need to be added to later iterations of this table depending on the task at hand.



- ★ **Funding Sources.** This final set of columns in Table 7.1 indicates the typical ways to finance plan implementation efforts. An obvious source is through the City’s own annual operating budget, as well as multi-year capital budgeting, which is not only for physical construction projects but also for funding significant studies and plans (e.g., Transportation Master Plan) that are intended to lay the groundwork for phased capital investments and construction over a period of years. An “Other Governments” column is included along with a “Grants” column because grants are often applied for and awarded through a competitive process, but the County or another government agency might choose to commit funds directly to an initiative along with the City. On the other hand, “grants” can also come from foundations and other non-government sources. Finally, the “Private/Other” column is meant to underscore the potential for public/private initiatives, as well as corporate outreach and volunteerism, faith-based efforts, and other community and volunteer contributions (e.g., churches, Scouts, civic and service groups, etc.).

This table should be consulted in conjunction with the City’s annual budget process, during CIP preparation, and in support of departmental work planning. Then, the City staff member designated as the Comprehensive Plan Administrator should initiate a first-year work program in conjunction with the City Manager, 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 Priority 1 items, in particular, should be the focus of the first annual review and report a year after Comprehensive Plan adoption, as described later in this chapter. Then, similar to multi-year capital improvements programming, the entire Action Agenda list in Table 7.1—and all other action items dispersed throughout the plan chapters—should be



revisited annually to decide if any additional items are ready to move into the next near-term action timeframe, and whether as Priority 1, 2 or 3 items.

PLAN AMENDMENT PROCESS

The Killeen 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 planning themes and action statements are still appropriate.

Two types of revisions to the Comprehensive Plan may occur: (1) minor amendments, and (2) major updates. Minor plan amendments may be proposed at any time such as specific adjustments to the future land use plan related to particular land development applications or public improvement projects. Minor amendments can be addressed by the City in short order or, if not pressing, be documented and compiled for more holistic evaluation through an annual plan review process. For example, this is how and when the results of another specialized plan or study can be incorporated into relevant sections of the Comprehensive Plan. More significant plan modifications and updates should occur every five years at most. Major updates will involve reviewing the base conditions and anticipated growth trends; re-evaluating the guiding principles and recommendations in the plan—and formulating new ones as necessary; and adding, revising or removing action statements 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 annual minor plan amendment process. Ongoing monitoring of consistency between the plan and the City's implementing ordinances and 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 transportation aspects, as well as any other elements 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.
- ★ 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 CIP, other programs/projects to be funded, and priority coordination needs with public and private implementation partners.

Annual Amendment Process

Most substantive amendments to the Comprehensive Plan should be considered and acted on annually, allowing for proposed changes to be considered concurrently so that the cumulative effect may be understood (although some interim amendments during the year may be straightforward as the City's future land use plan is refined in conjunction with specific land development approvals). When considering a plan amendment, the City should ensure the proposed amendment is consistent with the principles and policies set forth in the plan regarding character protection, development compatibility, infrastructure availability, conservation of environmentally sensitive areas, 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 principles and policies set forth in the plan.
- ★ Adherence with the Future Land Use & Character map.
- ★ Compatibility with the surrounding area.
- ★ Impacts on infrastructure provision including water, wastewater, drainage, and the transportation network.
- ★ Impact on the City's ability to provide, fund and maintain services.
- ★ Impact on environmentally sensitive and natural areas.



- ★ Whether the proposed amendment contributes to the overall direction and character of the community as captured in the plan (plus ongoing public input).

Criteria for Proposed Amendments to Future Land Use & Character Map

In addition to the overall plan monitoring and amendment procedures and timing outlined in this chapter, a further and specific issue involves consideration of proposed amendments to the adopted Future Land Use & Character map. A first consideration is whether a map amendment is necessary immediately, such as in conjunction with a particular rezoning request, or if the map proposal can wait so it can be examined more comprehensively through the annual Comprehensive Plan review and amendment process?

The list of items under Annual Amendment Process provides initial criteria for considering any type of Comprehensive Plan amendment, whether to the plan text or a particular map. The items below should also be reviewed and addressed when a Future Land Use & Character map adjustment is proposed:

- **Scope of Amendment:** Is the proposed map change limited to one or a few parcels, or would it affect a much larger area?
- **Change in Circumstances:** What specific conditions (e.g., population size and/or characteristics, area character and building form, property/structure conditions, infrastructure or public services, market factors including need for more land in a particular designation, etc.) have changed sufficiently to render the current map designation(s) inappropriate or out-of-date?
- **Consistency with Other Plans:** In addition to the Comprehensive Plan, is the proposed map change consistent with the intent and policy direction of any applicable small area plans, utility or drainage plans, or other City plans?
- **Adequate Information:** Do City staff, the Planning and Zoning Commission, and/or City Council have enough and appropriate information to move ahead with a decision (e.g., utility capacity, potential traffic impacts, other public service implications, resident/stakeholder concerns and input)?
- **Stakeholder Input:** What points, concerns, and insights have been raised by area residents, property owners, business owners, or others?

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 various 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 recommendations. The evaluation report and process should result in an amended Comprehensive Plan, including identification of new or revised information that may lead to updated planning themes and/or action recommendations.

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 priorities or 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 planning principles and action items that have been discovered in the implementation and administration of the plan must be pointed out and resolved.
 - The Action Agenda 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 recommended actions.
- 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 and update processes related to the Comprehensive Plan should emphasize and incorporate ongoing public input. The annual and continual plan evaluation and reporting process 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 other non-residential space) approved and constructed in conformance with this plan and related City codes.
- ★ Various measures of service capacity (gallons, acre-feet, etc.) added to the City's major utility systems as indicated in this plan and associated utility master plans—and the millions of dollars allocated to fund the necessary capital projects.
- ★ Acres of parkland and miles of trail developed or improved in accordance with this plan and related parks, recreation and greenways plans.
- ★ Indicators of City efforts to ensure neighborhood integrity as emphasized in this plan (e.g., code enforcement activity, results of neighborhood-focused policing, number of zone change and/or



variance requests denied that were found to be contrary to neighborhood interests, etc.).

- ★ Miles of new bike routes and transit routes added to the City's transportation system to provide alternative mobility options as recommended in this plan.
- ★ New and expanded businesses and associated tax revenue gains through the economic development initiatives and priorities cited in this plan.
- ★ 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, as suggested in this plan.
- ★ 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 chapter.