

City of Combine, Texas

Comprehensive Plan 2019



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ACKNOWLEDGEMENTS AND CREDITS

The following individuals, groups, and organizations have provided input, guidance, and resources for the preparation of this Comprehensive Plan:

ACKNOWLEDGEMENTS

CITY COUNCIL

Tim Ratcliff	Mayor
Patrick Stepp	Mayor Pro Tem
Brenda Loyd	Council Member
Konni Hughes	Council Member
Tonya Ratcliff	Council Member
Cecil Hutson	Council Member

PLANNING AND ZONING COMMISSION

Del MacLaren	Chair
Christi Smith	Vice Chair
Cathy De la Paz	Member
Brandon Barber	Member
Josh Crain	Member

CITY STAFF

Robin Price	City Secretary
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CREDITS

City of Combine Citizens
Dallas County
Dallas County Appraisal District
Kaufman County
Kaufman County Appraisal District
U.S. Census Bureau
State of Texas
North Central Texas Council of Governments
Texas Department of Transportation
Texas State Historical Commission
Dallas Independent School District
Crandall Independent School District
Federal Emergency Management Agency
US Department of the Interior
Esri, DigitalGlobe, GeoEye, i-cubed, USDA FSA, USGS, AEX, Getmapping,
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OVERVIEW

Among the objectives of this comprehensive plan and supporting regulations is to promote current and future public health, safety and welfare of citizens and businesses. The Comprehensive Plan for the City of Combine is to be used as a guide for future development and redevelopment of the City and as a tool to identify community goals and objectives and to measure the success of the implementation of those community goals and objectives, as well as to provide guidance for the establishment of development regulations. All development related applications should be reviewed in context with the Comprehensive Plan. The planning area for the Comprehensive Plan encompasses the City and its extra territorial jurisdiction [ETJ] as shown on the attached Combine City Limits and ETJ map.

The City of Combine is located southwest of the City of Dallas and south of the City of Seagoville located in both Dallas and Kaufman Counties. The City of Combine is approximately seven and one-half square miles.

The City is largely residential and agricultural with limited commercial uses in the City. The City of Combine is perfectly situated for those seeking the quiet refuge of a residential area that is well within easy commuting distance to nearby commercial and employment centers.

The City of Combine has a long-standing relationship with the City of Crandall that continues today. The City is served by the Crandall and Dallas Independent School Districts.

The settlement that is now Combine was likely established in the late 1880s or early 1890s. A post office branch was opened around 1900, but the population before 1940 was never more than 25 people. Combine was incorporated in 1969. Growth has been slow and steady over the decades.

Services provided by the City include a full-time police department, a volunteer fire department and municipal court. Utilities available in the City are Combine Water Supply Corporation [for water supply], Trinity Valley Electric Cooperative [electricity supply], Wi-five [local internet supplier], and three different waste collection companies.

On-site sanitary sewerage facilities are regulated and inspected by the county within which the service is located. Currently, there is no off-site sanitary sewer service available in the City.

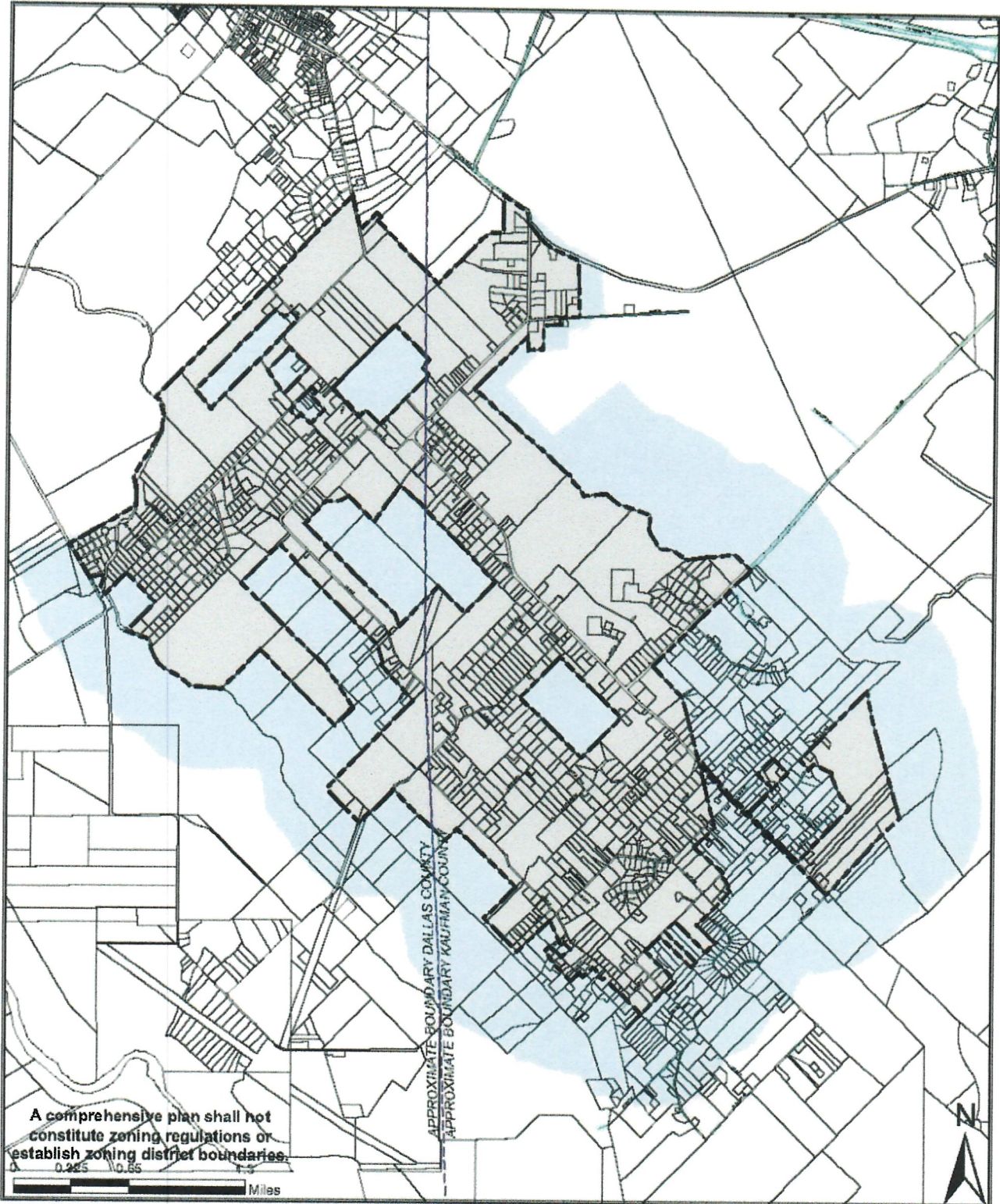
LEGISLATIVE AUTHORITY

Chapter 213 of the Texas Local Government Code establishes the foundation for the adoption of the Comprehensive Plan. The purpose of the Comprehensive Plan is to promote sound development of the municipality and to promote the public health, safety and welfare.

This Comprehensive Plan does not and shall not constitute zoning regulations or establish zoning district boundaries within this municipality.



City of Combine City Limits and ETJ Map March 2019



Legend

- Combine City Limits
- Extra Territorial Jurisdiction (Approximate)
- County Line (Approximate)

This map was created using Dallas and Kaufman County and Kaufman Appraisal District GIS data. This map is for informational purposes only and is not suitable for legal, engineering, or surveying purposes. It does not represent an on-the-ground survey and shows only the approximate relative location of property boundaries, extra territorial jurisdiction, city limits, and other features. The user of this map acknowledges and accepts all limitations.

DEMOGRAPHICS AND PROJECTIONS

Population

The estimated population in 2014 was 2,053 citizens. This population is divided with women making up 51.3% and males 48.7%. The median age is 40.9 years of age. The population has grown 14.8% since 2000. The population growth rate is less than one (1) percent per year. By the next census the city population could increase another 70 citizens.

White citizens comprise 67.9% of the population. Hispanic citizens comprise 27.2% of the population. Black citizens comprise less than 2% of the population. All other races combined make up the remainder of the population.

The average household size was 3.03 people [not a family], while family size was 3.19 people per household. Both household and family size are expected to increase over time.

Income levels

The median household annual income level is \$72,274 up from \$59,926 in 2000. This an increase of \$12,348 or just over 20% over the intervening time. The estimated per capital income is \$28,182, up from \$22,610 in 2000. This is an increase in individual income levels of \$5,572 or 24.5% over the intervening time. [Note: these are estimates derived from U.S. Census and other data sources.] Income levels are predicted to continue to climb.

Property values

Property values in Combine continue to rise. The median home value [all homes] in 2000 was 109,600 and is now estimated to be \$189,382. This is an increase of \$79,782 or just over 72% over the intervening time. Single family home values, however, increased more than the median home value up to \$243,156. If the current economic cycle continues, property values are predicted to continue their upward trend.

Building permit activity has been relatively modest over the last 19 years as evidenced by the volume of building permits issued for new homes in the City.

Cost of living

The cost of living in Combine is substantially lower than the national average. In Combine the cost of living index is 85.1 as compared to the US average of 100. It is estimated that the overall cost of living in Combine will increase, but at a slower rate than that of the country. A contributing factor to overall cost of living is the cost of transportation. Most of the employment centers are located in jurisdictions other than Combine. The average travel time for residents to place of employment is around 38 minutes. The cost of transportation will continue to increase putting nominal pressure on the cost of living.

EDUCATION LEVELS

Adults generally

High school	72.2%
Bachelor's degree	14.6%
Graduate or professional	5.5%

Combine schools

The city is supported by two school districts one: in Kaufman County: Crandall ISD, and one in Dallas County: Dallas ISD. For students living in Kaufman County, all of the elementary, secondary and high school resources are located in the City of Crandall. For students living in the Dallas County part of the City, all of the elementary, secondary and high school resources are located in Seagoville and the City of Dallas.

LOCAL GOVERNMENT

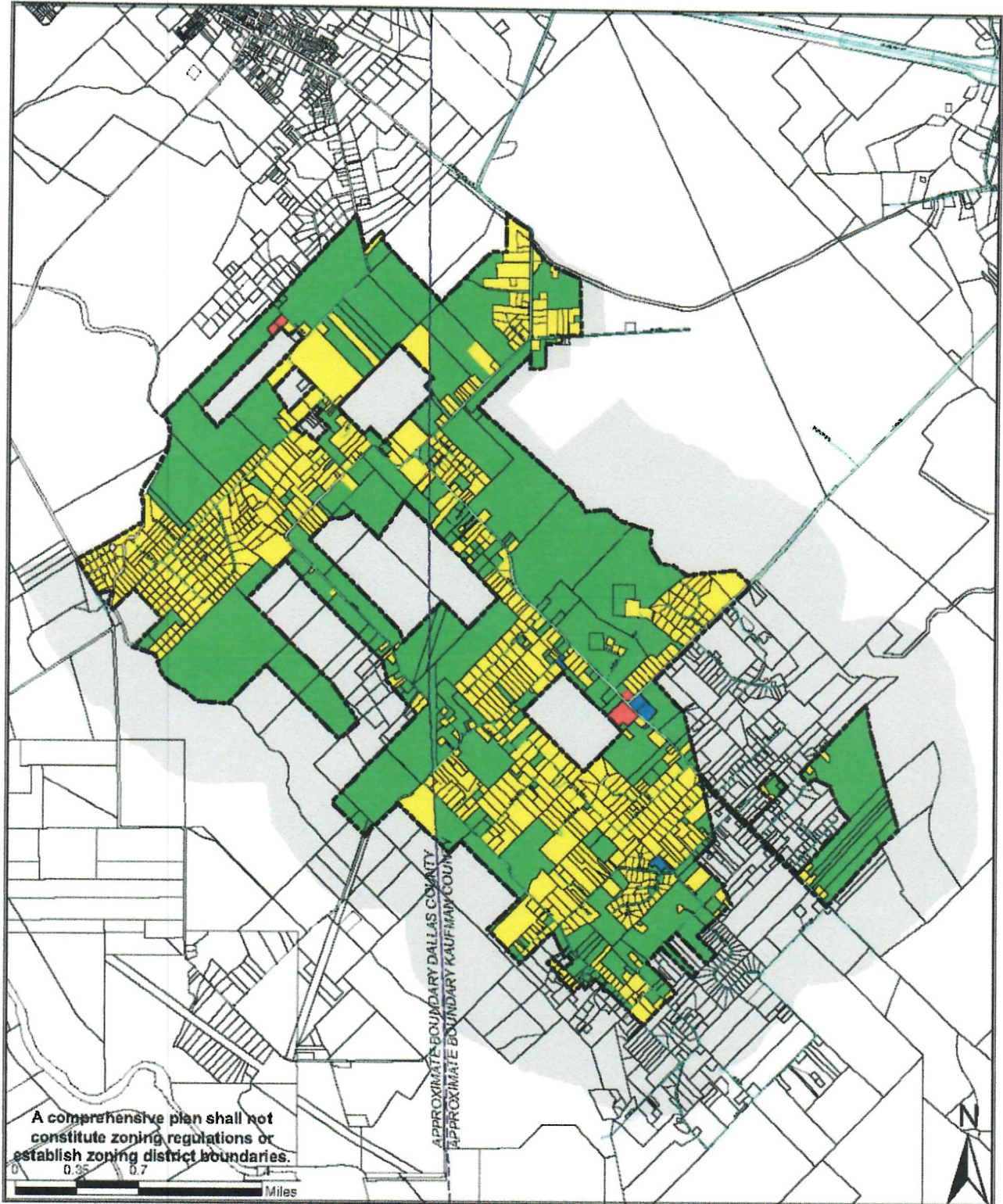
The City of Combine is a Type A, General Law municipality as described in the Texas Local Government Code, Chapter 101 and is subject to the guidelines set by the Texas Local Government Code and other codes applicable to such municipalities. The City has the option to become a charter city upon reaching a population exceeding 4,999.

The Mayor and five councilmembers are elected at large. There is an appointed Planning and Zoning Commission. The City has a full-time police department and a volunteer fire department. Code enforcement is provided by the police department.

In order to expand the size [geography] of the City, a property owner within the extra territorial jurisdiction [ETJ] of the City must petition for annexation and the City has to agree to accept the property into its jurisdiction. The City may not unilaterally annex property located within the ETJ. Properties within the ETJ are subject to the City's subdivision regulations, however the zoning ordinance and construction codes are not applicable, instead, they are regulated by the respective county regulations.



City of Combine Current Land Use Map March 2019



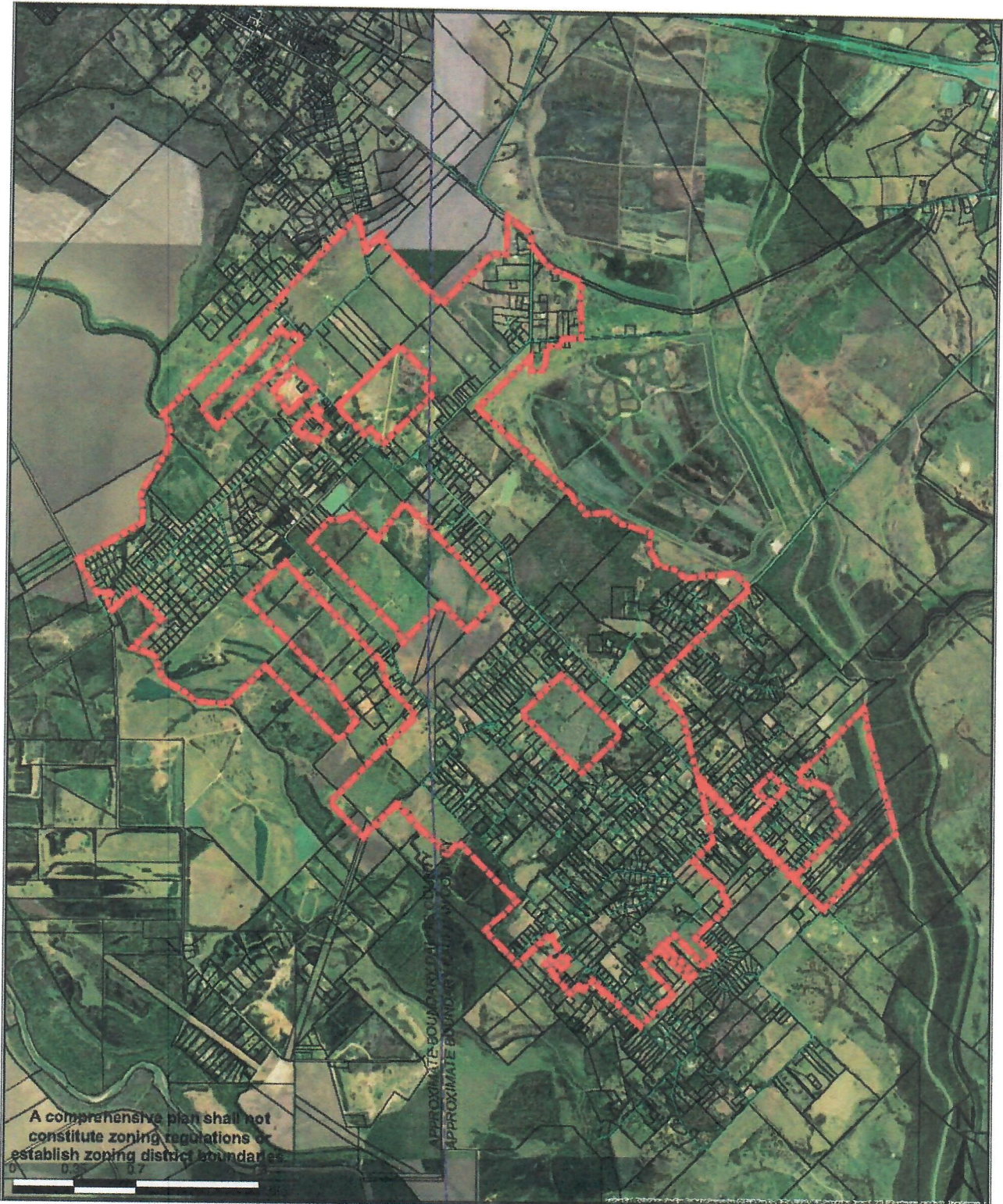
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Combine City Limits	Institutional Use
Extra Territorial Jurisdiction (Approximate)	Residential Use
County Line (Approximate)	Commercial Use
Agriculture Use & Open Space	

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City of Combine Current Land Use Aerial March 2019



Legend



Combine City Limits

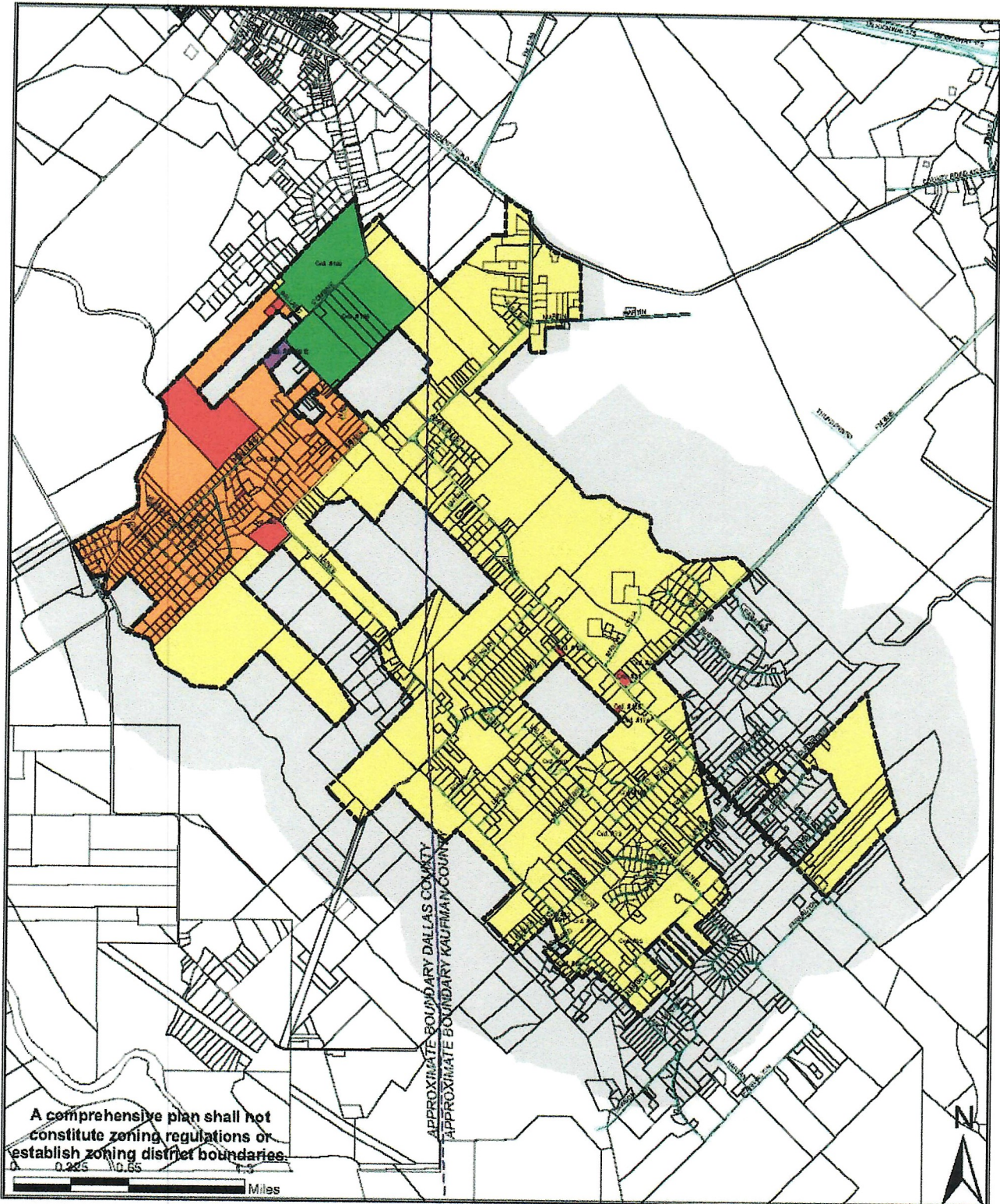


County Line (Approximate)

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City of Combine Zoning Map March 2019



Legend

- | | |
|--|---------------------------------------|
| Combine City Limits | R1 Single Family Residential District |
| Extra Territorial Jurisdiction (Approximate) | MH Manufactured Home District |
| County Line (Approximate) | GB General Business District |
| AG Agriculture District | I Industrial District |

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LOCATION

The City of Combine Texas is located southeast of the City of Dallas and is located partially within Dallas County and partially within Kaufman County. The City is several miles south of US Highway 175 and is adjacent to the city of Seagoville. Combine offers a rural environment within a 25-30 minute commute to the DFW metroplex and has housing options ranging from modest manufactured homes to large estates.

CURRENT LAND USE

The City encompasses a little more than seven square miles of land. Within this geography the City has a substantial portion of undeveloped land and open space, residential lots and subdivisions of various sizes, manufactured housing areas, institutional uses and some commercial and retail uses.

The CURRENT LAND USE MAP shows how the land is currently being utilized within the City limits. The EXISTING LAND USE AERIAL provides a visual representation of the land use and how those land uses are distributed.

A windshield survey, review of Dallas County and Kaufman County Appraisal District records and aerial photographs were evaluated to determine existing land uses.

The City has rolling topography with large open expanses of pastureland that include areas of agricultural use including farming and ranching located throughout the entire city. The City also has a number of drainage areas, creeks, ponds, and floodplain areas. Commercial businesses are generally located along FM 1389 as are most of the institutional uses.

Current Land Use Distribution

LAND USE	ACRES
Agricultural	+/- 2959.57
Institutional	+/- 14.09
Commercial	+/- 14.92
Residential	+/- 1875.42
Total:	+/- 4864 Acres (7.60 mi²)

CURRENT ZONING DISTRICTS

The City of Combine is predominately zoned residential. There is also a large Manufactured Homes District located in Dallas County on the northwestern side of the city. Commercially zoned areas are located around the intersection of FM 1389 and FM 3039 as are the Institutional zoned areas. The ZONING MAP for the City of Combine shows the zoning district locations.

The City of Combine's current zoning ordinance includes residential and non-residential zoning districts:

Single-Family Residential District
Manufactured Housing District;
Agricultural District;
General Business District;
Industrial District

The Single-Family Residential District allows for lots one acre and larger.

The Manufactured Homes District is located on the northwestern side of the city, within Dallas County, and is designed to allow for the use of manufactured homes as single-family dwellings.

The Agricultural District is intended to permit farming, ranching and gardening activities and includes areas of open space, conservation areas, and areas that are currently unneeded for urban development. These areas may include residential components, private recreation areas such as riding stables, and barns and other storage facilities accessory to agriculture uses.

The General Business District allows office buildings, storage, and retail businesses or service establishments that provide goods or services such as banks, cafes, dance studios, etc.

The Industrial District allows for uses such as legal manufacturing and industrial plant operations.

The Future Land Use Map reflects that the bulk of the City should be developed as single-family detached housing.

FUTURE LAND USE PLAN

What is a goal?

A goal is an idea of the future or desired result that a person or a group of people envisions, plans and commits to achieve. People endeavor to reach goals within a finite time by setting deadlines. A goal is roughly similar to a purpose or aim, the anticipated result which guides reaction, or an end, which is an object, either a physical object or an abstract object, that has intrinsic value.

What is a policy?

A policy is a deliberate system of principles to guide decisions and achieve rational outcomes. A policy is a statement of intent and is implemented as a procedure or protocol. Policies are generally adopted by a governance body within an organization.

Why are these terms important as they relate to the City of Combine Comprehensive Plan?

The goals identified in the Plan define what the citizens expect as a result of the adoption and implementation of the Plan. The policies are the tools the City has identified to implement the Plan.

FUTURE LAND USES

Additional residential and commercial development within the City will change many aspects of the City's character. As future development decisions are made, the City needs to ensure that new development and change will be compatible with the qualities of the community. Through the maintenance of predominantly residential development and limiting commercial development to the primary corridors through the City, Combine should balance its larger lot residential with competitive market pressure for new development.

GOALS

- A. Preserve the character of the City by ensuring that single family developments have a maximum residential density of one residential unit for every one acre of gross land area unless the development can provide off-site sanitary sewer treatment or sanitary sewer system that can support an increase in residential density.

- B. Encourage retail development in areas where there are high traffic volumes and accessibility.
- C. Ensure housing development is compatible with existing and adjacent land uses.
- D. Expand and diversify the City's commercial and sales tax base by appropriate commercial development as depicted on the Future Land Use Map.

POLICIES

1. New residential construction should reflect the housing density of the surrounding community or as amended by this plan.
2. Low density residential developments should be required to provide a maximum of one residential unit for every one acre of land.
3. Undeveloped residential land should be developed compatibly with surrounding development and in a manner responsive to market needs.
4. Consider the uniqueness and historical significance of areas of the community when making land use decisions.
5. Protect low density and other residential areas from incompatible or higher intensity residential and commercial uses by providing adequate buffering (use of natural corridors or open space, for example) between such uses.
6. Identify commercial and retail uses that would be desirable assets for the community.
7. Identify potential commercial areas within the corporate limits that may provide more flexibility in locating new retail and commercial land uses within the community.
8. Support and promote existing and new businesses that are viable and responsive to the needs of the community.

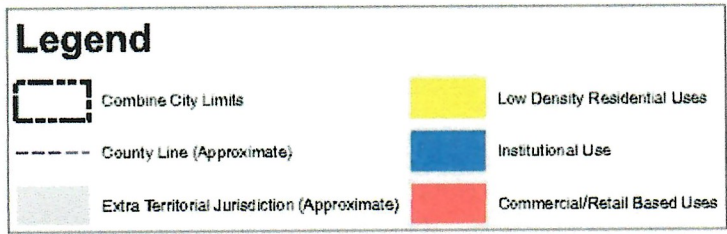
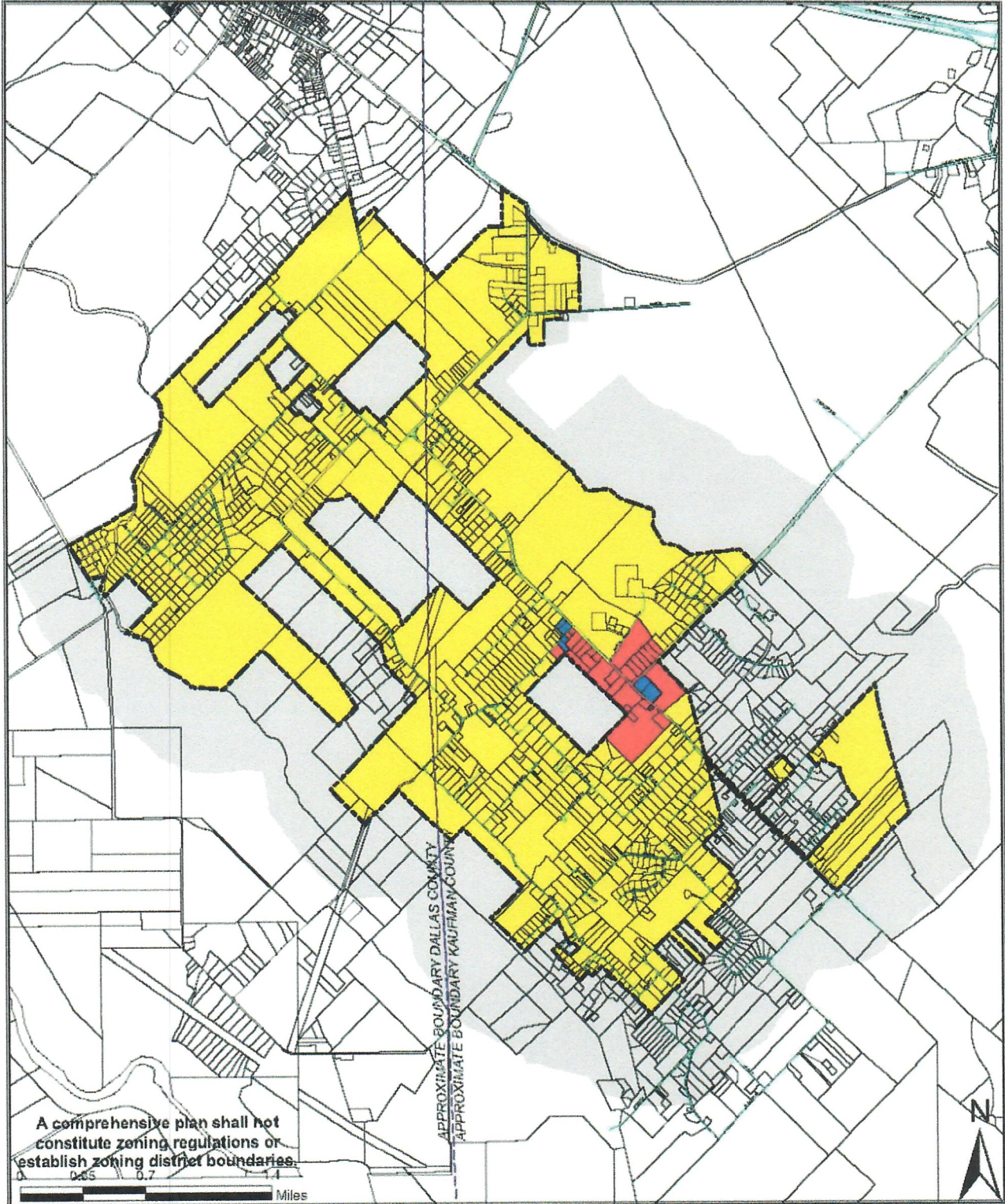
9. When a request for a change in land use is inconsistent with the attached Future Land Use Map [FLUM], a request to the city council must first be made to amend the FLUM. Then, if the FLUM is amended, the application may be made to change the land use. Further, if a request to change zoning is inconsistent with the Comprehensive Plan, the applicant should request a change in the Comprehensive Plan and if the Comprehensive Plan is amended by the City Council, then the applicant should request a change in zoning that is consistent with the revised Comprehensive Plan.

RECOMMENDATIONS

1. Consider inclusion of a Senior Housing District zoning classification and standards in the Zoning Ordinance.



City of Combine Future Land Use Map March 2019



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ECONOMIC DEVELOPMENT

GOALS

- A. Support the City by pursuing an increase in the number of quality businesses located in the City.
- B. Provide sufficient land for business, but not more than can reasonably be utilized.
- C. Ensure that convenient vehicular access is available to any property identified for commercial, retail, office or industrial uses.
- D. Identify businesses that provide necessary and desirable services to the citizens of the City and assist those businesses in the expansion, relocation, or location within the community.
- E. When businesses are co-located or on adjacent properties, have them provide shared access to minimize the number of driveway that connect to major traffic arteries.
- F. Identify and support businesses and services to locate or expand within the City that increase the sales tax base for the community.
- G. Identify policies and opportunities to support development projects that will further the financial and business objectives of the City.
- H. Identify and support services that assist in the expansion and development of a quality and diverse workforce.

RECOMMENDATIONS

- A. Advertise the competitive commercial nature of the City and reinforce the fact that the City has a low Ad Valorem tax rate.
- B. Advertise the fact that the City has available land designated for new retail and commercial businesses.
- C. Reinforce the fact that the City has easy access to major employment centers.

- D. Identify and consider available funding and incentive solutions for projects that support the economic development and community objectives of the City, including applications for grants and other funding sources and incentive opportunities.

TRANSPORTATION PLAN

GOAL

To provide a long-range plan that provides a transportation system for the citizens of Combine that efficiently and effectively moves vehicular traffic throughout the City.

OBJECTIVES

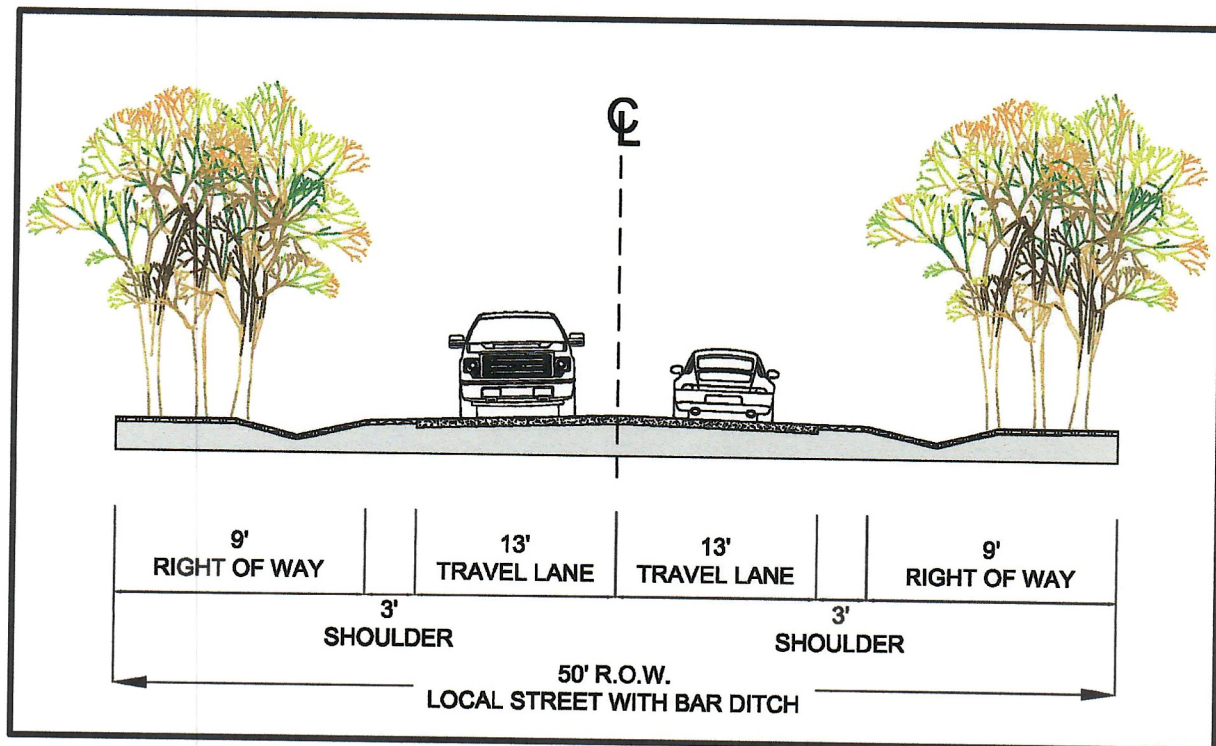
- A. Provide the functional and the dimensional classifications of roadways throughout the City.
- B. Work with surrounding communities, The Texas Department of Transportation, Kaufman County and the North Central Texas Council of Governments to develop and implement transportation systems that positively affect transportation and the traveling public within and through the City of Combine.
- C. Provide transportation solutions that contribute to the overall health, safety and welfare of the City.

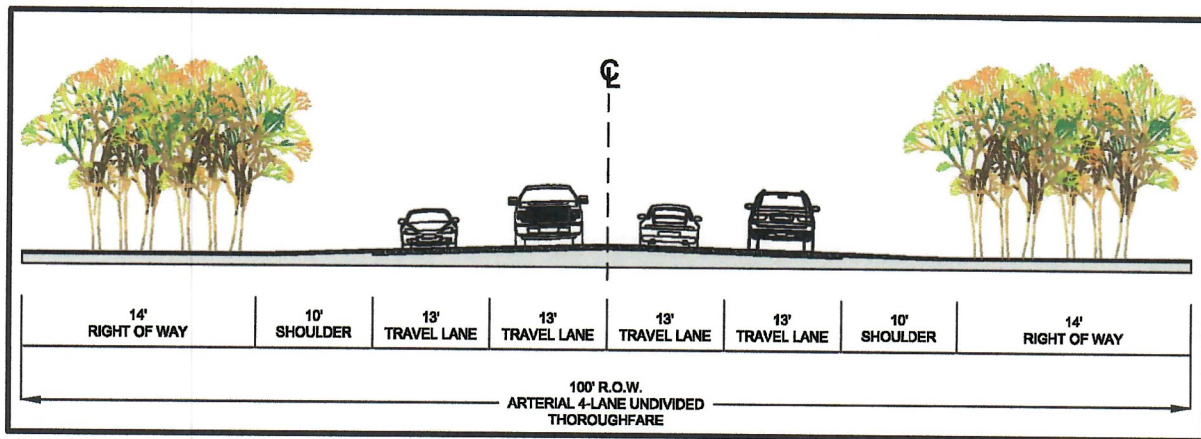
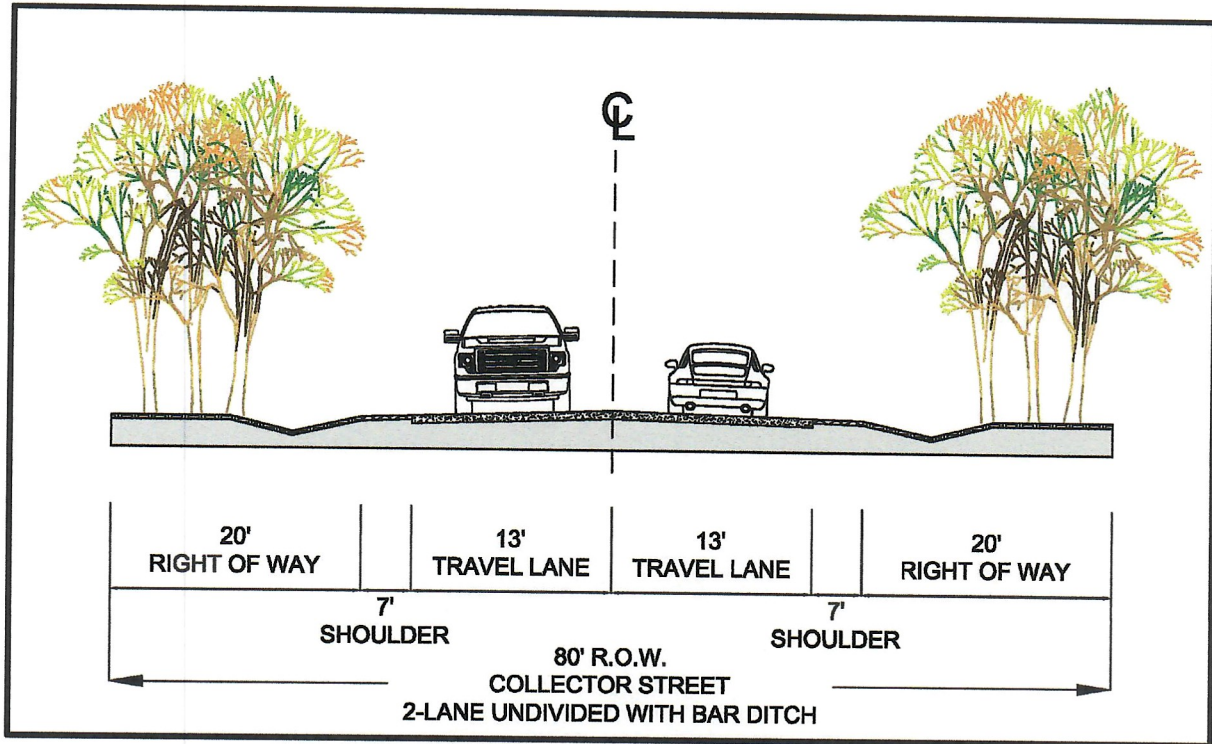
POLICIES

- A. Whenever a property is being platted or a request is made for a change in zoning, property needed for rights of way should be requested for existing and new roadways.
- B. Roadways should periodically be evaluated for traffic congestion and capacity improvements.
- C. Requests for commercial platting should always include shared access and cross access easements in order to reduce the number of driveways connected to high volume roadways identified on the Transportation Plan.
- D. Driveways connected to high volume roadways should be minimized to maintain roadway efficiency.
- E. Revisions should be made to the City Subdivision Regulations to reflect any modifications to the transportation and local street standards.

RECOMMENDATION

1. Consider adoption of a Transportation Plan providing the functional and dimensional classifications of roadways throughout the City and specifying right-of-way requirements, pavement widths, and paving construction standards. Update of Subdivision Regulations contained in the City Land Development Regulations to correspond with an adopted Transportation Plan.
2. Preparation and adoption of a Transportation Plan Map that shows high volume roadways, collector streets and related transportation infrastructure.





HOUSING

GOAL: Identify the types and quality of the current housing stock within the City.

A visual housing resource survey was performed in October 2018. As a result of this visual survey it is apparent that the prevalent housing type is detached single family dwellings and manufactured houses located mostly on one-acre or larger lots. Generally, a one-acre minimum lot size is required for the installation of an on-site sanitary sewer facility. Further, the Zoning component of the City Land Development Regulations requires a minimum residential lot size of one acre.

The residential component of the City is growing at a very modest rate. While the population of the City is growing modestly, based upon available information, younger families with children are moving to the City.

The majority of the housing stock is in fair to excellent condition. There are some limited areas of City where some older housing stock is in marginal to poor condition. The City should utilize code enforcement to bring substandard structures into compliance with City's zoning regulations and codes. A substantial portion of the housing stock is located within the area currently zoned MH Manufactured Housing. Most of this housing is in fair to good condition.

The Future Land Use Goals and Policies require the installation of off-site sanitary sewer system for any residential development having a density greater than one dwelling unit to one acre of land.

CAPITAL IMPROVEMENT PLAN

INTRODUCTION

A Capital Improvement Plan [CIP] is generally a short-range plan that covers a three to ten-year time frame and that identifies capital projects and equipment purchases, provides a planning schedule and identifies options for financing the plan. This tool has a direct linkage to the planning and preparation of the annual budget and adoption. There are benefits to the creation and maintenance of a CIP: Allows concurrent evaluation and prioritization of all capital projects and/or equipment to be acquired; provides the opportunity to consider consolidation of acquisitions with the potential to reduce cost and regulate debt; may be used as a public relations and economic development tool; brings together the various entities within the community that are competing for scarce financial resources; and may provide a roadmap for acquisition, operations and maintenance of capital expenditures.

The City currently addresses some capital expenditures through the annual budget process.

Potential activities to be address in the CIP environment include but are not limited to:

- Future City Hall Project
- Road construction and maintenance expenditures

RECOMMENDATION

The City should consider the creation of a capital improvements program/plan for public facilities and other qualifying expenditures planned for the future. The CIP should be a five-year time frame to be consistent with the comprehensive plan updates. CIP, though, should be updated every year with the preparation of the budget. The CIP is designed to help plan for and fund longer term projects and more expensive, durable acquisitions and construction.

ACTION PLAN

This Action Plan provides direction to the City staff and leadership for the implementation of a number of the goals, objectives, and policies of the Comprehensive Plan. The Action Plan identifies responsibility and timing for each of the actions.

- A. The City staff should utilize code enforcement to bring abandoned or substandard structures into compliance with city zoning regulations and codes.
[Continuing]
- B. The City may prepare and recommend adoption of a Transportation Plan providing for the functional and the dimensional classifications of roadways throughout the City and specifying the right-of-way requirements, pavement widths, and pavement construction standards and updating subdivision regulations to correspond to any adopted Transportation Plan.
- C. The City should consider preparing and adopting a capital improvement program to address major one-time and longer-term expenditures.