



CITY OF PARIS, TEXAS

**2018 COMPREHENSIVE PLAN UPDATE:
A VISION FOR THE FUTURE**

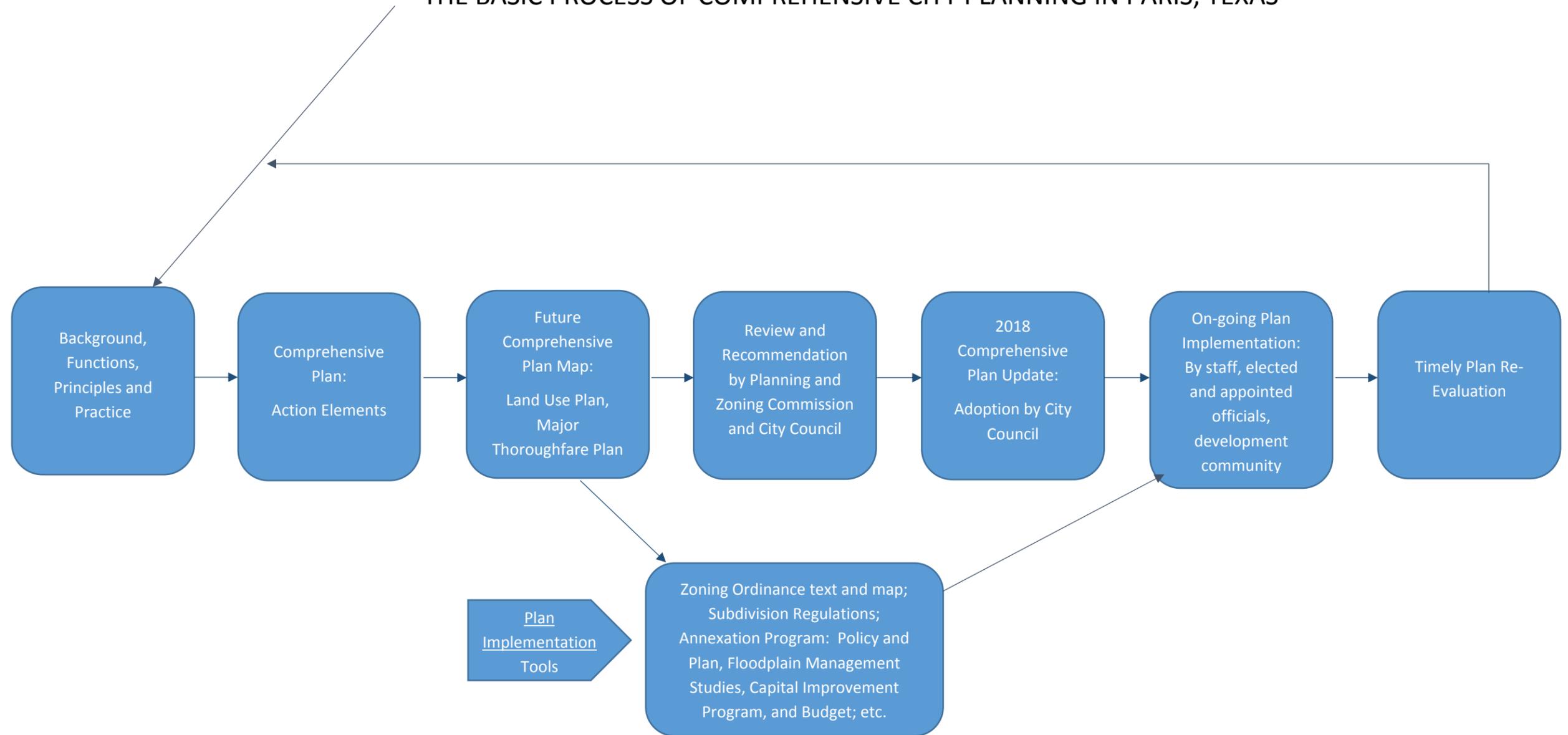
Prepared by the Paris, Texas City Staff

Adopted by the Paris, Texas City Council on **October 8, 2018.**

“The community opinion survey called for more *beautification* of Paris, as did the public planning meetings.”

Source: Executive Summary, within the adopted 2001 City of Paris, Texas Comprehensive Plan.

THE BASIC PROCESS OF COMPREHENSIVE CITY PLANNING IN PARIS, TEXAS



2018 PARIS COMPREHENSIVE PLAN UPDATE: A VISION FOR THE FUTURE

PART ONE

COMPREHENSIVE PLANNING: BACKGROUND, FUNCTIONS, PRINCIPLES, AND PRACTICE

SECTION 1: INTRODUCTION

SECTION 2: CITY PLANNING NEEDS, PROBLEMS, ISSUES AND OPPORTUNITIES

SECTION 3: KEYS FOR CREATING AN IMPLEMENTABLE COMPREHENSIVE PLAN

SECTION 4: NATURAL AND MAN-MADE ENVIRONMENTAL CONSTRAINTS

SECTION 5: THE ROLE OF URBAN DESIGN IN THE COMPREHENSIVE PLAN

PART TWO

2018 COMPREHENSIVE PLAN UPDATE: ACTION ELEMENTS

SECTION 6: THE CAPITAL IMPROVEMENTS PROGRAM

SECTION 7: DOWNTOWN PARIS

SECTION 8: HISTORIC PRESERVATION IN PARIS

SECTION 9: PARK, RECREATION AND OPEN SPACE PLANS

SECTION 10: THE FUTURE LAND USE PLAN

SECTION 11: THE MASTER THOROUGHFARE PLAN

SECTION 12: REFERENCES TO THE ADOPTED 2001 COMPREHENSIVE PLAN

SECTION 13: THE COMPREHENSIVE PLAN IMPLEMENTATION TOOLS

SECTION 14: MUNICIPAL SERVICES AND NATURAL FEATURES

SECTION 15: RECOMMENDATIONS FOR IMPLEMENTATION

SECTION 16: THE COMPREHENSIVE PLAN, A CLOSING NOTE

ATTACHMENTS

INCORPORATED BY REFERENCE

ATTACHMENT A: PARIS DOWNTOWN PLAN

ATTACHMENT B: PARIS DOWNTOWN VISIONING PLAN – TOOLE DESIGN GROUP

ATTACHMENT C: 2018 PARK PLAN

ATTACHMENT D: FUTURE LAND USE MAP LEGEND EXPLANATIONS

ATTACHMENT E: CITY OF PARIS DRAINAGE PROGRAM

ATTACHMENT F: 2017 STREET BOND PROGRAM

PART ONE

COMPREHENSIVE PLANNING: BACKGROUND, FUNCTIONS, PRINCIPLES, AND PRACTICE

SECTION 1: INTRODUCTION

1. **General Comment**

The purpose of this section is to describe the importance, purposes, and brief history of city planning in Paris. There are a number of ways to prepare a comprehensive plan and also different elements may be included in plans, reflecting the particular orientation or emphasis of the community. What is important is that a community has a comprehensive plan.

2. **Definition of a Comprehensive Plan**

A comprehensive plan can be defined as a long range-plan intended to direct the growth and physical development of a community for a 20 to 30 year or longer period. Ideally, and if feasible, it is appropriate to prepare a comprehensive plan for the ultimate development of a community. This will allow for ultimate utility, transportation, and community facilities planning, and therefore can aid in a more time and cost-effective planning and budgeting program. The plan usually includes policies, or a statement of “Needs, Problems, Issues, and Opportunities” relevant to the development of various physical elements in the community such as land use, transportation, recreation, and other physical components of a municipality. The plan also serves as a basis for future physical development recommendations. These recommendations are supported by a set of needs and opportunities drawn from existing conditions and the desires and aspirations of the citizens. In its most basic terms, a comprehensive plan integrates all of its various parts, or sections, into a single, unified coherent plan that encourages its success through an effective and on-going implementation program. All professional city planners agree that a comprehensive plan should be comprehensive in scope, general in nature, and long-range in perspective.

The comprehensive plan is the single most important document for managing a community’s physical growth because it can (and should) consolidate and coordinate physical planning needs and opportunities, as well as all the separate community studies and plans that address various aspects of physical development in the city (e.g. utility plans, capital improvement programs, etc.) Further, comprehensive planning, to be effective, has to be an on-going process, involving periodic evaluation and updating; the comprehensive plan document, therefore, is one component of this on-going process.

To further aid in its effectiveness, the comprehensive plan has to be based on a shared vision of the community. The continuing, on-going nature of contemporary comprehensive city planning involves learning, establishing a “community vision”, community building, and setting (and refining) direction. These functions are part of the roles of all who are involved in the preparation, implementation, and updating of the community’s comprehensive plan.

3. **The Importance of a Comprehensive Plan**

Most every kind of business undertaking, however trivial, is thoroughly planned out before ever being undertaken. Who would build a structure of any consequence without first having secured the best of plans? Of how much more far-reaching consequence is the planning and building of a city? A fundamental purpose and of fundamental importance, therefore, of a comprehensive plan for Paris is to project a desirable direction for future growth and development of the city: its vision, if you will. A comprehensive plan is a valuable growth-management and development tool for communities regardless of their size—whether a four-hundred population village or an eight million population metropolis.

4. **The Purposes and Use of a Comprehensive Plan**

(A) **Purpose of the Plan.** The comprehensive plan should be used as a guide for public decisions, which affect the physical development and maintenance of the municipality. For example, the plan may be used as a basis for:

1. Development of detailed physical plans for sub-areas of the municipality;
2. Analysis of the most critical plan implementation tools, which are the subdivision regulations, zoning standards and maps, as well as other implementation tools;
3. The location and design of thoroughfares and implementation of other major transportation facilities and programs;
4. Identification of areas to be served with utility development or extensions;
5. The acquisition and development of sites for community facilities;
6. The acquisition and protection of major parks, recreation, and open space areas;
7. Provision of a framework by which short-range plans (zoning requests, subdivision review, site plan analysis) and day-to-day decisions can be evaluated with regard to their long-range implications and/or benefit to the community; and,
8. Preparation of zoning regulations so that they can be adopted in accordance with a comprehensive plan.

(B) **Use of the Plan.** The maps and figures that describe the recommended locations of various land uses and facilities are not the entirety of the plan. They are one component of the comprehensive plan, although many consider the future land use plan map the most important single element in a comprehensive plan. Their primary role is to show how policies and standards are to be applied to the actual physical form of the community. It must be recognized, however, that commitment of citizens and public officials to city planning is fundamental to the implementation of the recommendations made by maps and other components in the plan. A user of the comprehensive plan is encouraged to consider the following procedural steps (users are typically defined as developers, public officials, citizens, and businesses interested in land use development):

- Step 1: Refer to the future land use plan text and map to ensure overall consistency of pending decisions with the plan;
- Step 2: Refer to the other elements of the plan that may affect their development decisions;
- Step 3: Assess the public interests, the technical nature, and/or time and market constraints of the issue under study; and,
- Step 4: Evaluate information and take appropriate planning and decision-making action, which includes early consideration with appropriate City of Paris staff.

Used in this manner, Paris' Comprehensive Plan will aid in implementing a sound growth-management program.

5. Brief History of Comprehensive Planning in Paris

To place this updated 2018 plan in its historical context, the city staff is also describing previous comprehensive planning programs undertaken by Paris. Staff believes it is fair to state that the majority of municipalities in the United States do not have a history of comprehensive plans going back over one hundred years, yet Paris does. Below is the known chronology of comprehensive plans for Paris:

1915: The General City Plan for Paris, Texas. This plan was prepared by W.H. Dunn, a prominent landscape architect from Kansas City, MO. It stated that it was "submitted to the Public with the Official Approval of the City Council, the Board of Trade, and the Progressive Club." This plan addresses many components of modern day comprehensive plans. This plan also represents the "City Beautiful Movement" in city planning that was prevalent in the late nineteenth and early twentieth centuries in the United States. The Paris Plan is highly representative of Frederick Law Olmstead Jr., who is one of the early leaders of the profession of city planning in America. Daniel Burnham's principles are also reflected in the Paris Plan; he is also one of the most important city planners of the twentieth century, and is the major author of the Chicago Plan (1909) a City Beautiful Movement based plan.

1966: Comprehensive Plan Report. This plan was prepared by Marvin Springer and Associates, Urban Planning Consultants, located in Dallas, Texas.

1981: A Comprehensive Plan for Paris, Texas. This plan was prepared by J.T. Dunkin & Associates, Landscape Architects and Urban Planners, located in the Dallas area.

2001: City of Paris, Texas Comprehensive Plan: This plan was prepared by Bucher, Willis, and Ratliff Corporation, City Planners, Architects, and Landscape Architects in Kansas City, Mo. The city staff believes that this is the most detailed and hence most "comprehensive" city plan ever prepared for Paris. Although it is now over seventeen years old, it still represents many current state of the art urban planning principles and practices, and contains many very relevant recommendations that are current for Paris. It is the presently adopted Paris Comprehensive Plan.

2008: Updated Paris Future Land Use Plan Map and Plan Map Legend Explanations. This document was prepared and recommended by the Paris Planning and Zoning Commission and adopted by the Paris City Council in 2008. The city staff continually uses this updated Future Land Use Plan Map and the associated updated Plan Map Legend Explanations when reviewing rezoning requests and other physical development proposals that are submitted to the city. It should be noted that this 2008 update is not a “full” comprehensive plan, as are the earlier mentioned plans. The 2008 update does not include goals, policies, and/or other text/table material further describing comprehensive plan principles and/or practice; the 2008 plan focuses on future land use and supportive land use designations/definitions in the plan, both of which are nonetheless very important.

SECTION 2: CITY PLANNING NEEDS, PROBLEMS, ISSUES AND OPPORTUNITIES

This list recognizes recommended city planning needs, problems, issues, and opportunities as part of this 2018 update of the city's 2001 Comprehensive Plan. Planning principles recommend that a municipality at least review these and modify them, as necessary, on an annual basis. These items are not in priority order. Further, as part of this 2018 update plan process, it is very relevant to obtain input from citizens and public officials regarding these elements.

1. Elected and appointed officials continue, in an on-going fashion, to recognize that short-range planning and zoning decisions have long-range effects.
2. Continue to recognize the important benefits of Paris' downtown area to the city's economy, identification, and historic character. Hence, continue to enhance the aesthetics and functioning of the downtown based on current data and design recommendations.
3. When and if feasible, annex land use to the city. This will add to the physical development base of the city, while aiding to ensure financial and employment benefits to the city. This would also protect the boundaries of Paris through the application of zoning, helping to avoid the development of incompatible land uses that could occur without zoning control at the county and city adjacent boundaries.
4. When feasible, establish a program to aesthetically enhance the major "entry and gateway points" into Paris; this will make a statement to all citizens, including visitors to the city, that Paris prides itself on its history and desire to (continue) to advance the potential to improve the appearance of the city.
5. Continue to update the Paris Zoning Ordinance, Subdivision Regulations, and other physical development codes and ordinances to reflect more modern and efficient city planning and zoning principles and practices, and as such, aid better quality development for the city.

SECTION 3: KEYS FOR CREATING AN IMPLEMENTABLE COMPREHENSIVE PLAN

No plan of any kind has any real value unless it is implemented. The following recommendations have been proven to aid the implementation of comprehensive plans:

1. City planning is part of a continuing/on-going process.
2. Implementation, not the preparation of a comprehensive plan, must be the target/goal.
3. Make the public aware of the plan preparation, and provide for public input into the process as early as possible, and/or at strategic points in the comprehensive plan preparation and adoption process.
4. After appropriate public hearings, have the planning and zoning commission and the council adopt the plan, consistently use it, and refer to it as appropriate.
5. Recognize that short-term planning decisions (e.g., re-zonings, specific use permits, site plans, plats) directly affect long-term planning decisions (e.g., future land use plan recommendations 5–20+ years into the future), and vice-versa.
6. Maintain a professionally trained and a preferably certified city planner on the city staff.
7. As soon as possible after the Paris (updated) Comprehensive Plan is adopted by the City Council, begin the process to make the Zoning District Map in conformance with the Future Land Use Plan Map. This is sound city planning, and begins to implement the plan as soon as possible, and the Texas Local Government Code states that zoning should be in conformance with the Comprehensive Plan.
8. Elected and appointed officials must recognize that a functioning comprehensive plan program is a long-term commitment, and therefore transcends typical two or four year+ terms of said officials. Therefore, the Comprehensive Plan must not become a “political football” with various political factors fighting against it. However, there are appropriate, non-confrontational methodologies to modify or amend a comprehensive plan.

SECTION 4: NATURAL AND MAN-MADE ENVIRONMENTAL CONSTRAINTS AND ALERTING SYSTEM.

1. Benefits of Environmental Considerations Regarding City Planning and Comprehensive Planning.

- (A) Alert development community early in their development process of potential expensive development and/or legal and/or problematic environmental constraints;
- (B) Protect the physical environment;
- (C) Aid in directing physical development so that it is not negatively impacted by environmental constraints; and
- (D) Provide opportunity early within the development process whereby environmental features can serve as benefits/amenities to development (e.g. floodplain for open space, etc.).

2. Reference to the Paris Checklist for an Environmental Inventory and Evaluation: A Tool to Aid the Development Community and City Staff in Evaluating Proposed Developments.

- (A) **Purpose.** The purpose of this Environmental Inventory and Evaluation Checklist is to preserve and protect both natural and man-made environment components as part of the physical development process within the City of Paris and its environs. This checklist is not part of the Paris Zoning Ordinance or any other ordinance within the City of Paris; it is, rather, another aid in assisting in the physical development process in Paris and its environs (as applicable). This checklist can be observed in the Paris Engineering/Community Development Department.
- (B) **Importance of Environmental Components.** Important considerations regarding environmental preservation and protection as part of physical development and/or re-development in Paris and its environs are stated below:
 - 1. Environmental components are of critical importance regarding any scale of land development.
 - 2. In addition to the importance of environmental planning on its merits, there are also legal and administrative requirements, with potential consequences for not adequately responding to these requirements. Examples include, at the local, state, and/or federal level, but are not limited to: flood plain development and flood hazard control; protection of archeological sites/structures; tree protection; historically important sites/structures; and endangered species. These are fundamental environmental considerations that developers should consider early in their project planning.
 - 3. Environmental components can be used as part of the design of various developments, thereby potentially reducing costs for landscaping and design elements, and potentially reducing development costs and reducing time taken in project development and design. For example, (but not limited to): flood plains and/or water bodies located on project development sites can be used to enhance design, including vista corridors/scenic views; tree groupings can also aid design and provide amenities to developments, including aiding in soil stability; animal or vegetative habitats can also add interest and amenities to development areas. It has also been shown that preservation and inclusion into project design of environmental elements can add to property and market value of developments

by including, for example, trees, other vegetative materials, water bodies, historical buildings and/or structures, and other environmental elements.

SECTION 5: THE ROLE OF URBAN DESIGN IN THE COMPREHENSIVE PLAN

- (A) **Introduction.** The fundamental tool for urban design currently in American cities is its zoning ordinance. Although use of a zoning ordinance is critical regarding how a community looks, historically and presently a zoning ordinance essentially separates incompatible land uses, and addresses height, bulk, and dimensional requirements for cities. However, during the last approximately forty years in the United States, an expanded group of elements—including the zoning ordinance—has been used to more widely address the aesthetic appearance of U.S. communities. The following discussion can aid Paris, both in the short and long term, to enhance its appearance, design, and aesthetic qualities.
- (B) **What is Urban Design?** Urban design is that component of city planning primarily concerned with the functional and visual relationships between people and their physical environment and the means by which those relationships can be improved. As a result, urban design is specifically involved with many areas of planning, including housing, transportation, open space, community facilities, business, industry, and the general relationship between various land uses. Urban design is typically understood to function as an element of the public sector, where it can serve to stimulate, guide, and influence actions of the private sector. Further, guiding the physical design character of public sector uses (e.g. utilities, open space, transportation, etc.) is an important method for improving environmental quality and providing an incentive for private sector investment. Urban design encompasses aspects of the disciplines of city planning, architecture, landscape architecture, and certain elements of civil engineering. It concerns itself with the large-scale organization, function, and design of the city. It deals with the massing, scale, and organization of buildings and the spaces between them, more than the design of individual buildings.
- (C) **The Contribution of Urban Design to the Comprehensive Plan.** Future land use plans are typically two-dimensional, reflecting future land uses and their relationships on a map. There is a need, however, for a three-dimensional planning perspective in comprehensive planning which may be achieved through urban design. This is recommended because: (1) The future land use plan can enhance the organized arrangement of land uses; and, (2) Urban design can add additional aesthetic qualities to orderly land arrangement and growth management.
- (D) **Elements of Urban Design.** Some of the major components of urban design are outlined for the purposes of this section. Elements of urban design include:
1. Urban form (physical configuration of the municipality):
 - (A) Relationship to existing corporate limits;
 - (B) Relationship to the extraterritorial jurisdiction (ETJ); and,
 - (C) Consideration of the ultimate planning area of the city: This is advantageous because it allows the municipality to address, for example, its major thoroughfare plan, open space and recreational needs, utility planning, capital improvements programming, and other

land use considerations based on the potential ultimate boundary of the community, in conjunction with a sense of the potential ultimate population, density, and acreages devoted to various land uses.

2. Points of entrance to the city (gateways).
3. View and movement corridors.
4. Districts of the community.
5. Screening and buffering.
6. Variation in design.
7. Architectural structures.
8. Signs.
9. Lighting.
10. Utilities.
11. Parks and open space, and open space linkage systems (e.g., hike and bike trails, greenway/floodplain corridors, etc.).
12. Landscape architectural features and plantings.
13. Street furniture.
14. Building massing and scale.
15. Historic structures.
16. Public art. Public art is an urban design element, and opportunities should be evaluated to place public art in areas that will enhance the aesthetic quality and reinforce the unique identity of each community.

The application of these urban design elements through the comprehensive planning program can aid the aesthetic quality of each community. Again, since the comprehensive plan is implemented over time, these design elements should be applied as part of individual zoning, subdivision, and site plan review approvals, as feasible.

PART TWO

2018 COMPREHENSIVE PLAN UPDATE: ACTION ELEMENTS

SECTION 6: THE CAPITAL IMPROVEMENTS PROGRAM

1. **Introductory Note.** For decades in American municipal government, the capital improvements program (CIP) has been an important and basic city financing tool. The CIP is also a major comprehensive planning implementation tool. This section describes the CIP and its functions.

2. **Definition of a Capital Improvements Program (CIP).** A general definition of a CIP is that it is a multi-year schedule of public physical improvements that sets forth proposed expenditures for systematically constructing, maintaining, upgrading, and replacing a community's physical plant. Historically, the schedule covered a period of five or six years, and currently communities, including Paris, have prepared CIPs with ten year time-frames. The first year of the CIP is typically called the capital budget. It includes the projects that are to be appropriated by the governing body that year. A capital improvement itself can be defined as an item that is larger in size, expensive, and permanent and one that represents an infrequent expenditure for new and expanded facilities or nonrecurring major repair of an existing facility.

A capital outlay is a major, nonrecurring expenditure that includes one or more of the following:

- (A) Any acquisition of land for a public purpose;
 - (B) Any construction of a new facility or an addition to, or extension of, such a facility;
 - (C) A nonrecurring rehabilitation or major repair of all or a part of a building, its ground or a facility, or of equipment, provided that the cost is \$50,000 or more and that the improvement will have a useful life of five years or more;
 - (D) Purchase of major equipment with a cost—individually or in total—of \$50,000 or more, and which has a useful life of 5 to ten years or more; and
 - (E) Any planning, feasibility, engineering or design study related to an individual capital improvement project or to a program that is implemented through individual capital improvement projects.
-
3. **Purposes of Capital Improvements Programming.** The purposes of capital improvement programming are to:
 - (A) Identify present and future needs for physical improvements in a local jurisdiction;
 - (B) Identify the potential costs of requested improvements;
 - (C) Identify the possible sources of revenue to pay for the requested improvements;
 - (D) Provide decision makers with an orderly procedure for setting priorities among requested improvements;
 - (E) Promote coordination of construction programs among various public agencies and private interests;

- (F) Provide a strong and useful tool for implementing local growth management programs; and,
- (G) Provide an effective tool for implementing a municipality's comprehensive plan through an annual review of issues, trends, and priorities.

4. **Advantages of a Capital Improvements Program.**

Advance planning and scheduling of municipal facilities can aid in avoiding costly mistakes. A systematic, organized approach to planning for capital facilities provides several practical advantages. These are:

- (A) **Using Taxpayer's Dollars Efficiently.** This includes the careful evaluation of the need and timing of new facilities. Also, coordinating construction of several projects may affect savings in construction costs.
- (B) **Focusing on Municipal Needs and Capabilities.** Capital projects should reflect the community's needs, objectives, growth, and financial capability. Planning ahead will help assure that high-priority projects will be built first.
- (C) **Obtaining Community Support** – Citizens are more supportive of projects that are part of an overall plan.
- (D) **Encouraging Economic Development.** Typically, a business that is considering expansion or relocation is attracted to a city that has well-planned and well-managed facilities in place.
- (E) **Increasing Administration Efficiency.** Coordination of capital facilities construction within a city can reduce scheduling problems, conflicts, and overlapping of projects, and can enhance city staff coordination of projects. A capital improvements program allows a municipality to anticipate lead times necessary to conduct bond elections and bond sales, prepare design work, and receive contract bids.
- (F) **Maintaining a Stable Financial Program.** When construction projects are spaced over a number of years, abrupt changes in the tax structure and bonded indebtedness may be avoided. Also, keeping planned projects within the financial capacity of the municipality helps to preserve its credit and bond rating and makes the area more attractive to business and industry.

5. **Relationship of the CIP to Long-Range (Comprehensive Plans) and Short-Range Plans.**

Capital improvement programming is tied closely to short-range planning. The program is an annual event, reflecting current issues, needs, and resources. However, short-range plans reflect the initial segments of growth indicated in long-range or comprehensive plans.

SECTION 7: DOWNTOWN PARIS

1. Introduction.

Paris has an important historic downtown, which continues to serve as a focal point for the citizens within the city and the region. The Paris downtown is filled with social, cultural, economic, and architectural amenities and potentials. Currently city staff, in conjunction with citizens and business input, Lamar County Historical Commission, the Historic Preservation Commission, Main Street Advisory Board, Planning and Zoning Commission and the City Council are strongly committed to the preservation, enhancement, and upgrading of the many variables and elements that comprise Paris' downtown.

The Paris Downtown Area has been referenced in all the city's comprehensive plans, thereby reinforcing the perspective of the city planners that prepared these plans of the long-standing importance and relevance of Paris' downtown. An example from the 1966 Comprehensive Plan states: "Everyone in Paris should have an interest in retaining the Downtown Area as a vigorous center of retail, service, and other business activities." These words ring true today, even after the more than fifty years since they were stated.

2. The Importance of a Downtown Plan for Paris.

The complexity of Paris', or any other, downtown requires special planning attention. Downtowns typically contain a variety of public and private uses, which oftentimes require different service and marketing procedures and actions. Downtown planning aids in ensuring new investment and development opportunities and helps to maintain what is already in place.

Downtowns consist of numerous publicly and privately owned parcels of land and buildings. Unlike newer shopping centers and business or industrial parks, which are often owned and managed by a single entity, a downtown has many owners and managers. Therefore, any successful downtown depends upon cooperation between property owners, tenants, and their users to meet their needs for transportation, utility service, market exposure, and public services. Further, it is imperative that downtown property owners and tenants coordinate with municipal officials to keep apprised of city requirements as well as municipal-oriented activities and opportunities. As well, it is well documented that successful American downtowns—regardless of size—have and continue to obtain the commitment to and support of their success through their local city governments, including staffs, boards and commissions, and city councils. This need for downtown coordination among many entities underlies the following reasons to prepare and implement a downtown plan:

(A) **Establish a Vision for the Future.** The older building stock, often available spaces, and pedestrian scale of development can make downtowns attractive areas for dining, entertainment, shopping, and to an increasing degree, housing. A downtown plan serves to describe and reinforce the worth, role, and future of the downtown to the community. It gives guidance to existing and future owners, developers, and users of downtown as to how their property or service fits into the present and future of the area.

- (B) **Coordinate Improvement Activities** – A downtown plan helps to coordinate the investment and use functions of the private sector with the capital investment and service programs of the public sector.
- (C) **Provide Guidance to Property Owners and Developers** – The downtown plan serves as the source of public policy regarding the downtown.
- (D) **Market Downtown Investment and Development** – The downtown plan, with its statements of actions and its vision for downtown development, serves to provide direction for the collective marketing of downtown as a center of attraction and activity, and as a place of investment for both the public and private sectors.

Downtown infrastructure improvements have been made slowly due to funding, but methodically, including period lighting, very many trees, and improved ADA-compliant sidewalks, using a combination of local and CDBG funds. The city completed a downtown development plan in 2018 (Attachment A) This was followed up by contracting with the Toole Design Group to recommend changes to traffic infrastructure and to identify and preliminarily design public gathering spaces. The most important result of this study is the determination to eliminate all traffic signals and all one-way streets in downtown. This will have the much desired effect of slowing traffic, enhancing safety and walkability, and making trip generation and completion more efficient. (Attachment B)

SECTION 8: HISTORIC PRESERVATION IN PARIS

1. Introduction.

Historic preservation has become an increasingly important function of city planning. By the 1980's, hundreds of American cities had local landmarks or historic preservation commissions staffed by architectural historians and planners.

An important outcome of the new interest in historic preservation was systematic efforts to revitalize old neighborhood business centers and small-town main streets. The National Main Street Center, launched in 1980 by the National Trust for Historic Preservation, tied together city planning, preservation, and economic development approaches to the needs of smaller cities and towns.

The earliest officially recognized historic preservation entities were structures and/or areas that had national historic significance. Next, state historic entities were granted historic preservation status. During approximately the past forty years in America, however, many local communities have granted their own historic designation in particular for buildings or structures that have special or historic significance regarding social, historical, political, cultural, and/or aesthetic significance to that particular community. The major implementation tool for said local historic preservation is typically the municipality's zoning ordinance and/or its historic preservation ordinance.

In 1999 the Texas Historical Commission and a number of local preservation commissions and not-for-profits released a study of the economic impacts of historic preservation. The report stated the impact on jobs, state and national economies, and the report also stated results of heritage tourism programs. One of its most important findings was to state that designation of historic districts positively influenced property values, thus establishing the long-term benefits of historic preservation programs for revitalization.

Further, experience in America has shown that areas that include a number of historic preservation sites and/or buildings can instigate "peripheral" new development in and around said historical preservation areas. Often these peripheral areas at the boundaries of these historical areas are themselves developed with residential units, recreational, restaurant, and other business entities, thereby socially and economically enhancing the overall larger area.

A particular advantage of historic preservation of residential dwelling units—typically single-family homes, but also townhomes and row houses—is that such historic designation helps to stabilize older communities. While it is true that historic preservation requirements of some residential units can sometimes be a financial burden to that property owner, there can be larger benefits to the overall community which includes: residents "living in place"; stabilization of residents and businesses within the subject area; maintenance or enhancement of existing businesses, and potential instigation of new residential areas and business at the borders of said historical preservation areas.

2. Relationship of Historic Preservation to the Time Frames of Long-Range and Short-Range Plans.

Historic preservation programs of course have long-range goals and implications but they typically require actions to be taken in the short-term future. Historic preservation programs are therefore relevant to both long-range and short-range city planning programs. As a result, it is worthwhile to mention historic preservation in a city's comprehensive plan to reinforce the foundation, commitment, and implementation of historic preservation programs as part of the city's growth management plans.

A note of caution is recommended here, since in particular the 1960s, many cities and areas in America have experienced enormous pressure for very expensive, very large scale developments. These in turn have promised—and in many instances have delivered—large-scale employment opportunities with great profits for the public sector and large tax bases for these respective communities.

Hence, there have been parallel strong pressures on many municipalities to allow very substantial economic development with the attendant pressures to limit or minimize development requirements, codes, or ordinances. These pressures have in many cases across the country caused the demolition of historical properties and sites that “don't fit into the developer's plans.”

Conversely, during the past 15 or 20 years, many cities, in conjunction with more enlightened developers, have found ways to preserve these structures. Examples of said preservation include: (1) actually including some of these sites/structures within the proposed development itself, oftentimes creating residential units and/or commercial enterprises within said sites/structures and without disrupting their historical status, and (2) sometimes the developer's designers can modify the project design to bypass historic areas. In any event, this will continue to be a challenge for many communities in America.

How do you create new development in the face of possible loss of structures/sites of historical and cultural significance to a community? The answer is that there are ways through the city planning process, with codes, plans, common sense, and the citizen's, official's, and developer's willingness to commit to saving historical entities, but also to compromise.

3. **Relationship and Importance of Historic Preservation to City Planning.**

- (A) Historic preservation provides opportunity for greater understanding and appreciation of a municipality's social, historical, physical, and cultural antecedents.
- (B) Historic preservation provides citizens, developers, and city officials with a basis of understanding the chronology of land use and physical development of a city.
- (C) Historic preservation can provide various generations within a municipality with a “deeper sense of community” and can aid in psychologically and socially uniting various generations of citizens with a greater awareness of the common attributes of a city.
- (D) The rich architectural legacy of older cities (i.e., Paris) is increasingly seen as a valuable resource in the rejuvenation of urban areas. An important source for Paris in this regard is the source entitled

Architectural and Historic Resource Survey of Paris, Texas (1985). This source inventories over 300 historic sites in Paris.

- (E) Many U.S. cities have renovated and redeveloped historic buildings to invigorate new economic development opportunities. In certain instances, the exterior of these buildings have maintained their historic significance and status, yet the interiors have been economically enhanced. Examples include restaurants, business related uses, boutiques and smaller commercial and service uses. This procedure is called “Adaptive Re-use” of buildings.
- (F) Still a number of American cities have preserved historic structures as historic museums, and the primary purpose for this preservation is for public use and enjoyment.

4. **Relationship of Zoning to the Implementation and Protection of Historic Areas in Paris.**

Most American cities regulate and protect their historic resources through implementing codes and ordinances. In the City of Paris, there are two documents that provide this protection:

- (A) City of Paris Code of Ordinances. The specific reference is Chapter 7: Buildings and Building Regulations, Article VII: Historic Preservation. This article shall be cited as the “Paris Historic Preservation Ordinance.”
- (B) City of Paris Zoning Ordinance. In Paris, there are 17 Historic Zoning Districts, and each one is established as an Overlay District. An overlay zoning district is defined as a zoning district established by ordinance to prescribe special regulations to be applied to a site in combination with the underlying or base zoning district. So in Paris that means, for example, that there can be an Historic District (HD) “over” a One-Family Dwelling District (SF-1, 2, or 3), a General Retail (GR), a Commercial (C), or an Office (O) District and the requirements of both the Historic District and the above example base districts would apply. The specific HD reference in the Zoning Ordinance is Section 8. Use of Land and Buildings, sub-section 8-400: Historic Districts. Further, this section of the Zoning Ordinance states that all structures in Historic Districts shall comply with both historic requirements and provisions as so stated in both the Paris Zoning Ordinance and Paris Code of Ordinances.

5. **Graphic Representation of the Historic Zoning Districts in Paris.**

Of the 17 Historic Zoning Districts in Paris, the largest HD districts are HD-1, known as the Downtown HD Commercial District, and HD-2, known as the Church Street Residential HD District. A map of these two historic districts is included herein.

6. **Entities Involved with Historic Preservation in Paris.**

The following are groups associated with various levels of historic preservation in Paris:

- (A) Paris Historic Preservation Commission: Appointed by the city council.
- (B) Paris Main Street Project: Appointed by the city council.
- (C) Lamar County Historical Commission: This commission consists of members from all historic related programs in Paris and Lamar County.
- (D) Lamar County Historical Society: Operates the historic county museum in Paris.
- (E) Lamar County Genealogical Society: Manages genealogy and cemetery records, offers library programs, and performs genealogical research; located in the Santa Fe/Frisco train depot in Paris.

SECTION 9: PARK, RECREATION, AND OPEN SPACE PLANS

1. Introduction

In 2013, the City of Paris commissioned MHS Planning and Design, LLC to assist in developing a new Parks, Recreation and Open Space Master Plan. This plan was a follow-up to Paris's 2001 Parks and Recreation Master Update which had guided additions to and renovations of the park system through 2013.

The 2013–2023 Parks, recreation and Open Space Master Plan was intended to:

- Provide the City of Paris with an information base to help guide decisions related to parks, recreation, and open space;
- Assist in the implementation of those decisions and set guidelines for future park and open space development;
- Provide feasible recommendations to the governmental body and be in accordance with the desires of Paris' residents;
- Include all land within the City of Paris;
- Provide parks and open space project recommendations through 2023, and to
- Provide emphasis and detailed cost projections for projects recommended for implementation.

The 2013 Parks Master Plan was updated in house and adopted by the city council in 2017 (Attachment C). The intended elements as stated above for the 2013–2023 plan can remain the same for the current update; these intentions have served Paris well since 2013, and will continue to do so in conjunction with the elements included in the 2018–2023 update.

Major improvements to the Trail de Paris were completed, including a major extension referred to as the West Paris Trail. A spray park was opened in cooperation with First United Methodist Church. Improvements have also been made to four parks: 82 West Roadside, Lake Crook, Oak, and Wade. Park improvements in the planning stage include a pump track in 2018-19, a community-built playground, partnering with City Square Paris to operate a rec/community center at Oak Park, and improvements to Market Square and adjacent library.

SECTION 10: THE FUTURE LAND USE PLAN

One of the most important products of the comprehensive planning process is the creation of various maps, including the parks and recreation, major (or master) thoroughfare plan, natural features, and the most important of all, the future land use map, or plan (FLUP). Each of these maps has been updated to better reflect the current development patterns of Paris, and we have also added a new linkages map to illustrate the importance of trail and other pedestrian linkages to Paris. Most of the changes are relatively minor due to the general lack of population growth in Paris since 2001, and especially since the last map update in 2008.

Land use planning and its guidance of future development establishes an overall benefit to the city; therefore proposed projects should be evaluated not just one property or block at a time. The land use plan places individual developments into the context of the whole so that development makes more sense over time and place. Thereby smarter, more sustainable growth that is more likely to attract investment, is created.

1. What is a Future Land Use Plan?

(A) **Definition of a Future Land Use Plan.** It is a basic element within a comprehensive plan. It is a map that designates the future use or reuse of the land within a municipality's planning area (which is typically within its corporate limits, but could also include said municipality's extra-territorial jurisdiction (ETJ)). The land use plan map serves as a guide to official decisions regarding the land use type, distribution, and intensity of private development, as well as public decisions regarding the location of future public facilities and recreation and open spaces. It is also a fundamental guide to zoning and subdivision regulations and capital improvement programs.

(B) **Definition of a Zoning District Map.** It is a map that graphically portrays all zoning district boundaries and zoning district classifications within a city, and as stated within the zoning ordinance text, and said zoning district map is an integral part of the overall zoning ordinance.

(C) **Distinction Between a Future Land Use Plan Map and a Zoning District Map.** The fundamental difference between these two maps is that the city's future land use plan map serves as a guide or vision to a municipality's future land use recommendations and physical development, and cannot be used to require a developer to build to the illustrative recommendations of that land use map. Conversely, a zoning district map is the legally enforceable basis for land development in conjunction with the requirements within the zoning ordinance document.

It is a well-established planning principle that efficient and logical physical development in a city is largely enhanced when the zoning district map is in conformance with the city's future land use plan map.

2. Definitions of Land Uses Illustrated Within the 2018 Updated Future Land Use Plan Map

In 2008, the Paris City Council adopted an ordinance that revised the Paris Future Land Use Plan Map and also adopted revisions to the Future Land Use Plan Map Legend Explanations. In evaluating these revisions, the city staff believes that these 2008 plan map legend explanations still remain relevant and effective for Paris. Therefore, the 2018 updated Future Land Use Plan Map will illustrate its recommended land uses in conformance with the 2008 legend definitions. (Attachment D).

SECTION 11: THE MASTER THOROUGHFARE PLAN

1. Introduction

A community's land use pattern and transportation system are interrelated and interdependent with respect to growth and development. They interact constantly with one another in that different types of land uses have different transportation needs. The street network should provide for appropriate access and mobility to properly service the demands generated by the land use. For example, single-family residential uses require local and collector streets to accommodate low speeds and low traffic. Commercial and business uses require arterial street networks for handling higher traffic volumes caused by shoppers, delivery trucks, and service vehicles. Conversely, the transportation system may directly affect the types of land uses that occur in a particular area; for example, rail and highway access can be important for industrial uses.

This section of the 2018 Comprehensive Plan Update identifies a future thoroughfare system that is consistent with the updated future land use plan. The thoroughfare plan defines a hierarchy of roadway functions providing a balance between mobility and access. This plan serves as a general guide for growth of the City's future roadway network that can be implemented primarily through capital improvement programs, land owner agreements, and developer-constructed roads over many years. The 2001 Major Thoroughfare Plan serves as the basis for this plan update. Alignment modifications are proposed to reflect and accommodate existing conditions and future developments in a way that is both fiscally responsible and implementable over time. Separate roadway alignment studies may be necessary to fine-tune the final location of proposed roadways in this plan in order to conform to existing land uses or future development trends.

2. Benefits of Adopting and Implementing a Master Thoroughfare Plan

The Master Thoroughfare Plan provides a vision to assist in facility implementation, and helps guide decisions for capital projects based on the city's intended growth. The Thoroughfare Plan has been developed to support the Future Land Use Plan by identifying a system of roadway corridors to move people and goods. The benefits of a Master Thoroughfare Plan include the identification of right-of-way (ROW) needs in advance of new development, identification of roadways that appropriately accommodate traffic needs generated by certain land uses, advanced planning of implementation through funding programs, and coordination of growth with local and regional entities such as TxDOT and the ArkTx Council of Governments on transportation related projects.

SECTION 12: REFERENCES TO THE ADOPTED 2001 COMPREHENSIVE PLAN

1. Introduction.

The city staff has stated in Section 1 of this plan update that the current adopted 2001 Paris Comprehensive Plan "...still represents many current state of the art urban planning principles and practice, and contains many very relevant recommendations that are current for Paris."

In that regard, the staff wishes to bring to the attention of the Paris Planning and Zoning Commission and City Council two particular discussions within that 2001 plan: They are "The Basis of Decision-Making: Rezoning Requests" (pgs. 7-8) and "Special Use Permits" (pgs. 92-93). (NOTE: A "Special Use Permit in the 2001 plan is the same thing as a Specific Use Permit as discussed in the Paris Zoning Ordinance). The reason that staff is focusing on these two areas of the 2001 plan is that rezoning requests and specific use permits are the most prevalent and most frequent elements within the Zoning Ordinance that Paris addresses regarding the city's growth management. Therefore, the city planning principles and practice reflected in these two parts of the 2001 Comprehensive Plan are of particular and sustained importance to the effective growth-management and city planning in Paris. The following text is paraphrased from the 2001 plan.

(A) **The Basis of Decision-Making: Rezoning Requests.** Decisions regarding zoning and subdivision proposals should be made with reference to sound planning principles and practice. The following procedures should be implemented by the City when processing rezoning requests. First, although the required public hearing before the Planning and Zoning Commission is a valuable mechanism for evaluating the public's opinions toward development and for establishing the facts of each case, it is important that decisions not be based only on the opinions of the largest or most vocal group of participants. Instead, zoning decisions must be based on the best interests of the entire community, and not just the interests of a particular property owner or neighboring property owners. Further, the Planning and Zoning Commission and the City Council should try to distinguish between facts and opinions at a public hearing. Unsubstantiated assertions ("This project would reduce the value of my property by 75 percent") or generalizations ("People who live in apartments always drive fast cars and race up and down the streets") should be analyzed for their validity. Even "expert witnesses" should be pressed to give as factual a basis as possible for their judgments.

Second, zoning decisions should include consideration of long-range community goals as well as short-range needs. The recommendations of the Comprehensive Plan should be the primary source for this information. Because of its importance in the zoning process, the Comprehensive Plan should be reviewed by the Paris city staff and the Planning and Zoning Commission on a regular basis and amended as necessary to ensure that it remains current.

Third, it is important to zone based on land use issues, not the issues affecting the individual applicant. An error frequently made is approval of a rezoning to accommodate an applicant's personal circumstances without consideration of land use conditions and characteristics. Such a

rezoning is rarely in the public interest and, if legally challenged, can be held to be invalid. Instead, decisions should be based on whether the land is appropriate for the proposed zoning district and in light of the Paris Comprehensive Plan recommendation. The recommended factors that should be considered for each rezoning application include:

1. The character of the neighborhood;
2. The zoning and uses of properties nearby;
3. The suitability of the subject property for the uses to which it has been restricted;
4. The extent to which removal of the restrictions (or change of zone) will detrimentally affect nearby property;
5. The length of time the property has remained vacant as zoned;
6. The relative gain to the public health, safety and welfare by not rezoning the property as compared to the hardship imposed on the property owner;
7. The adequacy of public utilities and other needed public services;
8. The recommendation of city staff; and
9. Compliance with the Paris Comprehensive Plan.

When considering a rezoning application all of the uses which the proposed zoning district permits should be considered rather than just the use the applicant proposes, since a change in ownership or in market conditions could easily result in a change of the proposed use to any of the other permitted uses in said zoning district.

(B) **Special Use Permits (Same as Specific Use Permits in Paris)**. The granting of a special use permit or a specific use permit requires a case-by-case approach. The Paris Zoning Ordinance states conditions that must be met before a specific use permit may be granted. The zoning district regulations where the subject property is located may establish additional conditions. The recommendation to grant a specific use permit should be made to the City Council only after the Planning and Zoning Commission has found all the standards as set forth in the zoning regulations have been met. Appropriate factors for consideration of a specific use permit application include:

1. The location and size of the proposed use in relation to the site and to adjacent sites and uses of property; and the nature and intensity of operations proposed thereon.
2. Accessibility of the property to police, fire, EMS, refuse collection and other municipal services; adequacy of ingress and egress to and within the site; traffic flow and control, and the adequacy of off-street parking and loading areas.

3. Utilities and services, including water, sewer, drainage, gas, and electricity, with particular reference to location, availability, capacity and compatibility.
4. The location, nature, and height of buildings, walls, fences, and other improvements; their relation to adjacent property and uses; and the need for buffering or screening.
5. The adequacy of required yard and open space requirements and sign provisions.
6. The general compatibility with adjacent properties, other properties in the district, and the safety, health, comfort and general welfare of the community.

In granting a specific use permit, the city staff, Planning and Zoning Commission, and City Council may recommend, and the City Council may impose conditions, safeguards and restrictions upon the premises to reduce or minimize any potential injurious effect of such special uses upon other property in the neighborhood, and to carry out the general purpose and intent of the zoning regulations.

SECTION 13: THE COMPREHENSIVE PLAN IMPLEMENTATION TOOLS

1. Introduction.

When referring to the success of the D-Day Invasion at Normandy, France, General Eisenhower stated that “A plan is critical and fundamental, but plan implementation is everything.” And so it is true of any worthwhile plan; it must be implemented to be realized. Too often in American city planning functions, city officials will state “yes, we have a comprehensive plan, but that’s been sitting on a shelf, gathering dust for a long time.” That, obviously, is unacceptable. The Paris city staff is committed to implementing all of its plans, which includes updating them when and if needed.

This section of this 2018 update, therefore, lists the well-accepted comprehensive plan implementation tools that have been the traditional tools used to realize such plans. They have been successfully used in many American cities for many years.

2. **Day-to-Day Use of the Plan.** The most effective means of implementing a comprehensive plan is to use it in the day-to-day administration of public affairs and decision-making. This process should be a fundamental responsibility and requirement of the city staff that is charged with processing development reviews and all other projects related to the physical development of Paris. Further, the plan recommendations should be recognized and considered (when required) by appropriate city boards and commissions, especially by the Planning and Zoning Commission as well as the Paris City Council.

3. **Periodic Update of the Plan.** Also, to be effective, a plan must be revised periodically as necessary. This is necessary to keep the plan compatible with changing physical, social, and economic conditions, and to also maintain the plan as a useful and functional document for the public and private sectors. The initiation of a plan update process is the task of the city’s planning staff. A well-accepted procedure is to provide a general review of the plan annually and as required, modify the plan whenever substantial changes in the communities situation warrants a modification to the plan; this oftentimes occurs between three to five (or more) years after adoption of the current city plan.

4. A List of Comprehensive Plan Implementation Tools.

- Don’t let the plan “sit on the shelf and gather dust.”
- Public Acceptance by Citizens
- Actions by the Planning and Zoning Commission
- Adoption, Use, and Review of the Comprehensive Plan by the City Council
- Staff Review and Update of the Plan
- Zoning Ordinance
- Subdivision Regulations
- Economic Development

- Capital Improvement Program and Capital Budget
- Floodplain Management Studies and Accompanying Stormwater Management Ordinances.
- Master Water and Wastewater Systems Plans
- Coordination with School Districts within the Planning Area
- Annexation Program, as feasible
- Consistent Administration of the Plan
- Public/Private Partnerships
- Coordinate, as feasible, regarding linkages to the Northeast Texas Trail Program.
- Refer to the Master Parks, Recreation, and Open Space Master Plan, Updated in 2018.
- Use as relevant, Land Use Definition implementation recommendations from the 2008 updated adopted Paris Future Land Use Plan Map Legend Explanations.

SECTION 14: MUNICIPAL SERVICES AND NATURAL FEATURES

Natural Features & Drainage

The city completed a master plan for drainage improvements in 2008; however, those needed improvements were never funded, and the city's old system has continued to deteriorate. In addition, in many cases, basic planning and development principles were not followed. Specifically, increased outflows caused by the development of properties were frequently not accounted for, floodplain areas were allowed to be filled in, finish grades of completed structures were not monitored resulting in flooding of homes that were built too low, and downhill properties were often allowed to be negatively impacted by uphill development. From 2015-17, the city spent \$1,840,000 in clearing and cleaning creek ways, culverts, ditches, and other drainage facilities. Also in 2017 the city paid for a study of the 21st NE to 26th SE/Culbertson/Simpson drainage area, but required improvements were cost prohibitive. The city now requires finished elevations to be measured and certified to ensure run-off created by one developed site does to cause issues for other developed sites. In 2018 the city created a full-time drainage crew for the first time in over a decade, and also wrote and began implementing a drainage maintenance plan and map (Attachment E).

Water Utility System

Significant improvements amounting to a total replacement need to occur to the very dated wastewater treatment plant, though the city is at present managing the situation adequately by funding and building improvements piecemeal. The city is also performing major capital projects at the water treatment plant at greatly reduced costs by utilizing in-house forces. A headworks project is scheduled to be completed in 2018 at the WWTP, which should improve the productivity and reliability of the old wastewater plant. In addition, improvements to the southeast lift station will eliminate three lift stations, significantly decreasing downtime and costs. A belt press filter will decrease dependency on private property for spreading residuals at the WWTP.

Municipal Code Enforcement

The city revised its ordinance regarding property violations so that cases are heard by the Building Standards Commission instead of being appealable to the county judge, and remediation work can now occur much faster. The city also implemented changes to the city's tax delinquent property management program, providing for private sales of seized/foreclosed lots. The city is working with various for-profit and non-profit organizations to try to create more affordable housing. New municipal court process changes are also being implemented.

Cox Field

In 2017-18 a new hangar was built at Cox Field at a cost of \$1.1 million, utilizing a combination of local and federal funds administered by TXDOT Aviation. Both airport ground and hangar leases were standardized and codified. Land was sold to Ag-Pro for expansion. A utilities plan and route were drafted in order to speed the development of wet utilities to serve the airport should significant development occur there. A Planned Development Zoning District (PD) was developed to manage and

promote development on and near the airport. The city also adopted an economic development policy for Cox Field.

Fire Service

Fire Station #2 closed subsequent to the 2001 plan, so only three stations remain in active service. Land was acquired for a replacement Fire Station #3, tentatively planned to be constructed in 2022-23.

A new northwest EMS station, replacing the location inside PRMC, will open in late 2018.

Police Services

The city refurbished a deteriorated building on Clarksville Street and the police department and municipal court were moved there in 2006. The building now requires exterior work.

Public works

In 2012-13 the city completed a comprehensive review of and report on all street, alley, water, and wastewater infrastructure. This study identified nearly \$200 million in needs. These needs were prioritized, and in May 2013 the first successful bond election in Paris since 1984 was approved by voters. This vote authorized the sale of \$45 million in water and wastewater bonds, which were sold in three tranches between 2013 and 2018. A second bond election was held in May 2017, in which \$9.5 million was approved for street reconstructions and \$500,000 was approved for park improvements. Street construction is in progress. (Attachment F).

Economic & Community Development

An annexation policy and plan have been adopted. ED programs and policies related to retail, downtown, and airport development were written and approved. A Planned Development (PD) was developed for future development near Lake Crook. The city has negotiated a long-term management agreement to return the Grand Theater to a functioning entity in downtown. Market Square has been improved and expanded. City Hall is undergoing significant restorative renovation in anticipation of its centennial in 2020. The city has taken responsibility for improving three county properties in downtown.

Accessibility

Paris has completed two Safe Routes to School projects, reconstructed a lengthy walkway on Graham, and is adding many ADA improvements on reconstructed streets. The fountain and downtown plazas were made ADA compliant in 2015. The city also budgeted for ADA work on an annual basis to continue to make advancements. Improvements in two parks in 2018 included accessible equipment.

SECTION 15: RECOMMENDATIONS FOR IMPLEMENTATION

One of the short-comings of the 2001 plan was in its limited implementation. This appears to have been due to a lack of follow-through combined with a misunderstanding by the city that adoption of the comprehensive plan made that plan's recommendations enforceable. However, in most cases, implementation required creation and adoption of individual ordinances, including those related to landscaping, building standards, zoning, subdivision regulations, housing, impact fees, etc.

Even so, we have succeeded in making a number of ordinance changes, including: revised definitions throughout the comprehensive zoning ordinance, codifying new previously not existing or anticipated land uses, a rental property maintenance code, vacant building registry, revised mobile home regulations, etc. Other implementation measures need to be addressed with this update.

15.1 Meticulously monitor development, especially of impervious surfaces so as to minimize run-off, erosion, and flooding. Implement site plan review to protect established areas from new development.

15.2 Create a stormwater utility to generate funding for capital improvements to drainage infrastructure.

15.3 Implement a Healthy Creeks & Lakes policy to include proper erosion hazard setbacks and defined regulations for floodplain development.

15.4 Continue to fund capital maintenance at both utility plants and both lakes to extend the useful lives of each.

15.5. Develop a plan for the ultimate replacement of both utility plants.

15.6. Update master airport hangar and taxiway plan in 2018.

15.7 Develop a short-term project program to manage annual TXDOT funding, and also to increase annual RAMP revenue.

15.8. Revise and combine the existing flight-based operator (FBO) and maintenance agreements for Cox Field.

15.9 Utilize the Environmental Inventory Checklist to evaluate zoning, site plan, and other development projects.

15.10 Ensure all changes to the Zoning District Map conform to the Future Land Use Plan.

15.11 Provide for sidewalks in all new development projects so as to ensure compliance with ADA standards and the city's approved ADA transition plan.

- 15.12 Establish means to appropriately manage mobile food vendors.
- 15.13 Create regulations for commercial RV parks.
- 15.14 Create funding mechanism(s) to assist with utility extensions and other developmental needs, perhaps establishing new partnership measures with developers, or creating a development fund.
- 15.15 Connect the subdivision regulations directly to the Master Thoroughfare Plan to ensure the city's authority to enforce ROW dedications and other needed improvements for plan implementation.
- 15.16 Establish standards for accessory dwelling units, "tiny" houses, and container structures; re-consider approach to residential-design manufactured housing.
- 15.17 Change the process to add new land uses to the Comprehensive Zoning Ordinance by ordinance.
- 15.18 Improve the Planned Development process to ensure they are large functional zoning units as intended by PD principles.
- 15.19 Review land uses allowed in General Retail and Commercial, providing improved differentiation between the two overlapping zoning districts.
- 15.20 Adopt Downtown Plan and Toole Vision Plan.
- 15.21 Develop implementation plan for downtown.
- 15.22 Create and manage a TIRZ to provide funding and impetus to downtown redevelopment.
- 15.23 Expand subdivision regulations to include reasonable landscaping requirements
- 15.24 Require administrative approval of site plans for all multi-family, retail, and commercial developments.
- 15.25 Study and revise paving standards as necessary to be practical and consistent.
- 15.26 Establish and enforce specific design standards, consistent with the planning recommendations from the 2001 Comprehensive Plan.
- 15.27 Require substantial buffering and screening to visually separate incompatible land uses.
- 15.28 Amend the zoning ordinance to place tri- and quadplexes into medium density housing instead of multi-family.

- 15.29 Require construction of sidewalks on at least one side of all residential subdivisions (adding the requirement to the subdivision regulations), or where there are existing sidewalks replace all that are not ADA-compliant.
- 15.30 Evaluate waiving or reducing permitting fees to encourage construction and maintenance in certain areas needing in-fill.
- 15.31 Require grass or planting strips between curbs and sidewalks.
- 15.32 Move tree landscaping requirements from the Tree Ordinance to the subdivision regulations.
- 15.33 Minimize curb cuts and median breaks by requiring adjacent commercial uses to design internal connections between parking lots to minimize street traffic and curb cuts, by implementing cross access requirements.
- 15.34 Require parking lots to be planted with street landscaping.
- 15.35 Develop and implement an access management program for Loop 286 and major municipal arterials.
- 15.36 Require developments to face the local arterial road.
- 15.37 Require the facades of new buildings to receive some treatment to avoid long expanses of blank walls.
- 15.38 Consider limiting certain construction materials.
- 15.39 Add a dumpster enclosure section to the zoning ordinance and/or design standards.
- 15.40 Adopt a master streetscape plan.
- 15.41 Establish strip commercial design guidelines, consistent with those recommended in the 2001 Comprehensive Plan.
- 15.42 Establish downtown and office/institutional development standards, consistent with those recommended in the 2001 Comprehensive Plan.

SECTION 16: THE COMPREHENSIVE PLAN, A CLOSING NOTE

The comprehensive plan should represent a composite of all the land use elements: residential areas, recreation facilities, environmental considerations, community facilities, commercial and industrial areas, thoroughfares, and supportive urban design considerations.

A prime objective of the plan is to achieve a balance of land uses that will economically, physically, and socially benefit those who live and work in Paris. Thus, to achieve this balance of land uses, each of the above elements should propose a general plan for a specific land use type. In turn, each element should be combined to form a general plan of land use that will serve to guide the long-range land development of the entire planning area as shown on the Future Land Use Plan map within this Paris Comprehensive Plan document. Preparers and users of the Comprehensive Plan should keep in mind both the following limitations and purposes of the plan:

The Comprehensive Plan is NOT:

- The municipal zoning ordinance;
- Any other ordinance that regulates the use of the land;
- A rigid unchanging plan or statement concerning land use, growth, and development; or,
- The final answer to the problems of the future.

The Comprehensive Plan IS:

- Based upon present knowledge and goals;
- Flexible so that it can be changed when the Paris Planning and Zoning Commission, City Council and/or other municipal officials and citizens see the need for such change;
- A basis for making rational decisions, but does not replace the decision making process;
- A guide that can aid Paris in implementing a sound growth-management and growth-inducing program; and,
- A component of the on-going planning process that recognizes that sound city planning and zoning pay for themselves many times over—in terms of cost-effectiveness and the timely and efficient use of public and private resources.