



AGENDA

JOINT MEETING

CITY COUNCIL & PLANNING AND ZONING (P&Z) COMMISSION - COMPREHENSIVE PLAN WORKSHOP

OCTOBER 18, 2022 @ 3:00 PM – 6:00 PM

Notice is hereby given the City Council & Planning and Zoning (P&Z) Commission for the City of Parker will meet on Tuesday, October 18, 2022, 3:00 PM – 6:00 PM at the Parker City Hall, 5700 E. Parker Road, Parker, Texas 75002. The City Council meeting will be open to the public and live streamed.

Pursuant to Texas Government Code § 551.127, notice is given that it is the intent of the City Council that a quorum of the Council will be physically present for the above-referenced meeting at Parker City Hall, 5700 E. Parker Road, Parker, Texas. Some council members or City employees may participate in this meeting remotely by means of video conference call in compliance with state law.

CALL TO ORDER – Roll Call and Determination of a Quorum

PLEDGE OF ALLEGIANCE

AMERICAN PLEDGE: I pledge allegiance to the flag of the United States of America; and to the republic for which it stands, one nation under God, indivisible with liberty and justice for all.

TEXAS PLEDGE: Honor the Texas flag; I pledge allegiance to thee, Texas, one state under God, one and indivisible.

PUBLIC COMMENTS The City Council invites any person with business before the Council to speak to the Council. No formal action may be taken on these items at this meeting. Please keep comments to 3 minutes.

WORK SESSION

1. COMPREHENSIVE PLAN

ADJOURN

In addition to any specifically identified Executive Sessions, Council may convene into Executive Session at any point during the open meeting to discuss any item posted on this Agenda. The Open Meetings Act provides specific exceptions that require that a meeting be open. Should Council elect to convene into Executive Session, those exceptions will be specifically identified and announced. Any subsequent action, as a result of this Executive Session, will be taken and recorded in open session.

I certify that this Notice of Meeting was posted on or before October 14, 2022, by 5:00 p.m. at the Parker City Hall, and as a courtesy, this Agenda is also posted to the City of Parker Website at www.parkertexas.us.

Date Notice Removed

Patti Scott Grey

City Secretary

The Parker City Hall is Wheelchair accessible. Sign interpretations or other special assistance for disabled attendees must be requested 48 hours in advance by contacting the City Secretary's Office at 972 442 6811.



Council Agenda Item

Budget Account Code:		Meeting Date: See above.
Budgeted Amount:		Department/ Requestor: Council
Fund Balance-before expenditure:		Prepared by: ACA/CS Scott Grey for Mayor Pro Tem Slaughter
Estimated Cost:		Date Prepared: October 12, 2022
Exhibits:	1. Comp Plan from 1987 – Ord. No. 300 (pgs. 3-79) 2. Comp Plan from 2015 – Ord. No. 721 (pgs. 80 – 87) 3. Maps (pgs. 88-90) 4. Working Draft of Comp Plan (pgs. 91-190) 5. Guides (pgs. 191-237) A. Guide A – Introduction to Comprehensive Plan (pgs. 191 – 229) B. Guide B – Basics of Planning and Zoning (pgs. 230 - 237)	

AGENDA SUBJECT

WORKSHOP

COMPREHENSIVE PLAN

SUMMARY

Please review the information provided and be prepared for a discussion.

POSSIBLE ACTION

City Council may direct staff to take appropriate action.

Inter – Office Use			
Approved by:	Enter Text Here		
Department Head/ Requestor:	<i>Patti Scott Grey</i>	Date:	10/13/2022
City Attorney:	<i>Trey Lansford</i>	Date:	10/13/2022
City Administrator:	<i>Luke B. Olson</i>	Date:	10/14/2022

ORDINANCE NO. 300

AN ORDINANCE OF THE CITY OF PARKER, COLLIN COUNTY, TEXAS ADOPTING A COMPREHENSIVE PLAN AND LAND USE MAP IN ACCORDANCE WITH ARTICLE 1011a ET SEQ OF THE TEXAS REVISED CIVIL STATUTES PROVIDING FOR A PLAN FOR THE PRESERVATION AND ORDERLY DEVELOPMENT OF THE CITY OF PARKER AND PROVIDING FOR CONFLICTS AND SEVERABILITY.

WHEREAS, the City of Parker Comprehensive Planning Committee has worked diligently to develop a new Comprehensive Plan for the City of Parker;

WHEREAS, the City of Parker, through its Comprehensive Planning Committee, has received valuable assistance from its consultant, Dr. Joel Goldsteen;

WHEREAS, the City of Parker, through its Comprehensive Planning Committee, has received valuable input from the citizens of Parker by the use of surveys and frequent informal communication;

WHEREAS, the City of Parker conducted three (3) joint hearings on the proposed Comprehensive Plan before the City of Parker Planning and Zoning Commission and the Parker City Council;

WHEREAS, the Parker Planning and Zoning Commission has considered the proposed Comprehensive Plan, revised the Plan in accordance with the testimony received during the public hearings, and has recommended its adoption as revised to the Parker City;

WHEREAS, the Parker City Council is of the opinion that the Comprehensive Plan protects the existing neighborhoods and subdivisions of Parker, that it provides for the orderly and controlled growth of Parker so that Parker maintains its unique semi-rural-western atmosphere and it promotes the financial integrity of the City; and

WHEREAS, the procedure for adopting the Comprehensive Plan and the Plan itself together with its Land Use Map comply with the laws of the State of Texas and of the United States, that it is non-discriminatory as to age, race, sex or creed and that the adoption of the Plan and Map is in the best interests of the citizens of Parker because it promotes and protects the health, safety and welfare of its citizens;

NOW, THEREFORE, BE IT ORDAINED by the City Council of the City of Parker, Texas

SECTION 1. COMPREHENSIVE PLAN AND LAND USE MAP ADOPTED:

The Comprehensive Plan and Land use Map, filed herewith entitled, "City of Parker - Comprehensive Plan, 1987-2002;" and "Land Use Map - 1987-2002," respectively, is hereby adopted by the City of Parker, except that all references to the Office/Neighborhood District, including Part III section 9.5, are hereby deleted and the Plan and Map shall be reproduced without any reference to an office/neighborhood service district and the renumbering of sections and pages should be made where appropriate. The Plan and Map is intended to be an important guide to the City of Parker when it considers future zoning and annexation requests, when subdivision plats and site plans are considered, and when decisions are made concerning the location and size of future roads and utilities. The Plan and Map should be reviewed periodically, but at least every five (5) years, to insure that the Plan is compatible with changing conditions, if any, in the City of Parker.

SECTION 2. CONFLICTS

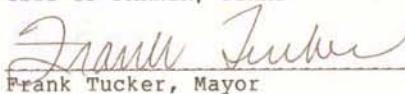
All ordinances and provisions of the City of Parker, Texas that are in conflict with this ordinance shall be and the same are hereby repealed, and all ordinances and provisions of ordinances of said City not repealed are hereby retained in full force and effect.

SECTION 3. SEVERABILITY

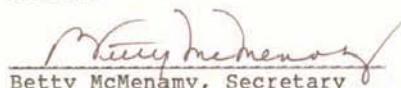
That it is the intent of the City Council that each paragraph, sentence, subdivision, clause, phrase or section of this ordinance and the Comprehensive Plan be deemed severable, and should any such paragraph, sentence, subdivision, clause, phrase or section be declared invalid or unconstitutional for any reason, such declaration of invalidity or unconstitutionality shall not be construed to effect the validity of those provisions of this ordinance left standing, nor the validity of any code of ordinances as a whole.

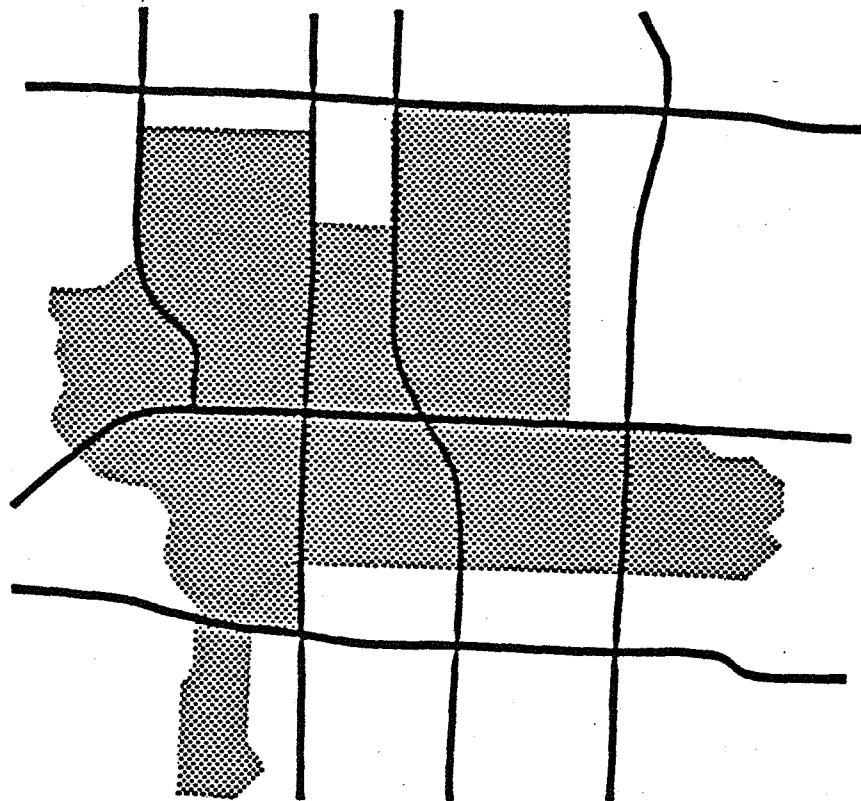
DULY APPROVED AND PASSED by the City Council of the City of Parker, Texas on this the 13 day of January, 1987.

CITY OF PARKER, TEXAS


Frank Tucker, Mayor

ATTEST:


Betty McMenamy, Secretary



CITY OF PARKER
COMPREHENSIVE PLAN
1987 - 2002



March 1, 1987

On January 13, 1987 the Parker City Council adopted a Comprehensive Plan to guide the growth and development of our city over the next few years. It is contemplated this Plan should be reviewed and updated every five years to assure that it meets the needs of the citizens.

Many people have worked on this Plan and deserve special recognition. The Comprehensive Planning Committee composed of John Barber, Fred Carlton, Bob Carrel, Ellen Carson, Bill Hall, David Hammel, Dan Neal, Janie Trujillo and Bill Wade with the assistance of Dr. Joel Goldsteen, a planning consultant, spent many hours on a proposed plan.

After input from the citizens, the Plan was rewritten to coincide with their views.

This Comprehensive Plan will serve as a guide for a controlled growth plan in the future to preserve our open space concept.

Very truly yours,

A handwritten signature in black ink that reads "Frank Tucker".
Frank Tucker,
Mayor

FT/bmc

APPROVED

COMPREHENSIVE PLAN

for the

CITY OF PARKER, TEXAS

January 13, 1987

Prepared by:

JBG PLANNERS, INC

and

**CITY AND REGIONAL PLANNING
INSTITUTE OF URBAN STUDIES**

UNIVERSITY OF TEXAS AT ARLINGTON

(AS EDITED BY THE CITY OF PARKER)

CITY OF PARKER COMPREHENSIVE PLAN

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EXECUTIVE SUMMARY

PART I. EXECUTIVE SUMMARY

A. PURPOSE OF THE PLAN

The information within this report supports and describes a comprehensive plan for a 15 year time frame projected to the Year 2002. It incorporates information about existing conditions, including historical, physical, social and environmental data. The plan establishes proposed development for the future land uses and recommends strategies for implementation. The purpose of the report are to:

1. Establish a plan as a guide for controlling all future growth and land uses in the city.
2. Develop guidelines for city staff and officials in making day to day development and zoning decisions.
3. Present documentation to the public to display the city government's short and long term intentions which will be able to:
 - a) Coordinate the different functions, inter-relationships and mechanisms among city departments.
 - b) Minimize potential conflicts about land use decisions between adjacent cities and their adjacent land areas.
4. Establish sound fiscal recommendations, linked to the plan, which will allow the build-up of revenues to enable the financing of public needs without incurring a rapid increase of city taxes in the near future.

B. LOCATION AND GROWTH OF THE CITY

The City of Parker, with its present population of approximately 1,300 lies along the North Central Expressway (I-75) corridor on the northeastern side of the Dallas Fort Worth Metropolitan Area. Parker is located in southeastern Collin County bordered on the west by the City of Plano, on the east by the cities of Lucas and Wylie, on the north by the City of Allen, and on the south by the City of Murphy. From the center of Parker, it is approximately 22 miles south to Downtown Dallas.

The City of Parker was incorporated in 1970, and the first zoning and subdivision ordinances were adopted in 1971. In 1973, temporary comprehensive zoning and subdivision ordinances were adopted to define growth areas and procedures for land use administration.

In 1980, the present comprehensive zoning and subdivision ordinances were enacted in response to legal action invalidating the 1973 ordinances.

The first subdivision began construction prior to the incorporation of the city. As a result, the need arose to incorporate for the purpose of understanding how to direct and control future growth. In the early 1970's, the growth of the city was steady, but in the latter part of the decade, growth slowed down. Since 1980, new housing construction continued to be slow even though service demands continued to rise.

C. SUMMARY OF PROBLEMS AND DEFICIENCIES

In order to develop the goals and objectives for the plan, existing problems and deficiencies are reviewed. The following are a summary of selected problems:

HOUSING

Generally, the homes are well kept in the city and are standard in condition not needing upkeep. Some homes have fences encircling their properties. Those homes with poorly maintained fences become visual distractions to the overall, quality appearance of their neighborhood, as well as the city as a whole.

Some residential streets are in poor repair, reflecting poorly on the image of certain housing.

TRANSPORTATION

Heavy traffic on Parker Road (FM-2514) and FM-2551 is causing dangerous situations for Parker citizens because of speeders and other traffic violations. It is most difficult to make turns off these roadways into the driveways of private homes at any time of the day. This problem is accentuated during peak driving periods.

Tourists visiting Southfork Ranch, located on FM-2551 south of Parker Road, have caused additional traffic congestion problems in and around the ranch and contribute to the wear and tear of streets and roadways in the immediate vicinity.

The lack of other through traffic roads through and around the city cause very heavy traffic congestion on both Parker Road and FM-2551.

Special events at Southfork, having large attendance, stop traffic for long periods of time.

PARKS

Recreation areas in the city are limited to a small playground area behind the Parker Community Building.

While many residents believe that their own house lots are so large that they do not need additional space, sound planning practice requires the allocation of some open space and recreation areas. Over time, the undeveloped agricultural open space, the open and vacant land, will be consumed without proper land use regulation.

ENVIRONMENTAL ELEMENT AND CONSERVATION

There is a need for the additional regulation of development; and programs to control land in the existing flood plain areas are essential. As more houses are built, water run off will greatly increase; thus creating the potential for flooding. Over time, the lack of maintenance and conservation programs for existing lakes and creek areas could result in environmental problems.

As more growth occurs, septic tanks will create even greater environmental problems in surrounding areas and to downstream landowners.

SANITATION

Overflowing of septic tanks are causing health and sanitation problems in certain areas of the city because of inherent soil conditions and inadequate slopes in terrain.

With accelerated growth to the north in Allen, increased water run-off will cause more surface flooding and inundation of septic tanks.

Too many large animals in some areas are causing health and sanitation problems for their surrounding neighbors.

UTILITIES

Water pressure is a problem in certain areas of the city.

There are no city sewer services, at the present time, in the city.

Storm drainage policies are inadequately defined in ordinances.

VISUAL IMAGE

Junk cars are parked on some lots in the city giving the appearance of strewn, abandoned vehicles.

Some homes and acreages are littered with junk equipment, debris and building materials causing open space areas around the homes to be unattractive.

COMMUNITY DEVELOPMENT IMAGE

There is no identifiable city image of a core area, or center of the city.

The city lacks identity as a western and open space area which has been the basis for guiding development over the past years.

BUDGET AREAS

Tax rates will need to increase to maintain the essential city services of fire and police protection and street maintenance.

Taxes are currently limited to a property tax base only.

EXTRA TERRITORIAL JURISDICTION (ETJ)

There is an increasing threat of annexation of Parker land by neighboring cities.

Developers can now, build any kind of buildings they would like on adjacent ETJ land. The city has no appreciable control over their decisions, as long as they meet street and utility (subdivision) requirements for the chosen land use. Metal buildings, industrial parks, high rise buildings, apartments, townhomes and mobile home subdivisions can be constructed and the City of Parker would have no control.

If the City of Parker does not provide adequate utility services to a land owner in its ETJ, the land owner can petition a neighboring city for annexation. Then, Parker may lose the land for growth areas.

So much ETJ land exists, that almost every existing subdivision could have adverse land uses adjacent to fine, expensive houses.

D. PLAN HIGHLIGHTS

The plan seeks to correct the aforementioned problems and deficiencies and plan for the residents to have the same open space ambiance that they always had in their neighborhoods and behind their homes. The plan maintains residents' rural life styles and continues regulating for that same open space.

All new housing developments will be either two acre lot minimums or require well designed and open space systems. If the new subdivision abuts an existing residential area the first row of homes shall be the same density as in existing subdivisions. In addition, the new housing will be subject to extensive design controls to perpetuate the image of a western and open space oriented city.

In order to improve traffic conditions, a major revision to the county thoroughfare plan is recommended. Two roads, Parker and Murphy Roads are recommended to become grand boulevards.

Other thoroughfares are designated to provide excellent traffic flow through the city as an alternative to the two grand boulevards. Park Boulevard (Betsy Lane) going through the south end of Parker will bisect the Dublin Road district of the city. Brand Road will lead from Murphy north to Allen cutting through the city. McCreary Road is the other major north south arterial proposed.

In order to deal effectively with the existing conditions of tourism and Southfork Ranch, and obtain needed taxes for the revenue base of the city, an expanded Special Activities District is planned to surround Southfork Ranch and allow for the development of the site and its surrounding properties. This district will have to protect existing residents and attempt to correct existing problems.

Due to the great plains' character of the landscape, and the overall barrenness of the land, a strict landscape planting requirement is planned to be initiated for all proposed developments.

The concept of a hike and bridle trail may be promoted through the use of the planned residential development open space requirements within each major subdivision.

In an attempt to provide for and enhance the western theme an area for possible future growth of neighborhood services is projected within an Office Neighborhood Services District. This district is proposed to give the image of a central place. Within this district, some limited service uses are permitted in support of the office use concept.

A scenic drive through Parker has been designed by interconnecting Murphy Road (FM-2551) with Dillehay Road. Dillehay follows along a green, wooded flood plain area -- quite an asset to the city. By re-routing FM-2551 (Murphy Road), a continuous north south scenic drive becomes one of Parker's grand boulevards.

Each of the aforementioned items have special design features within the plan, so that, over time, the City of Parker will evolve into a very special, designed city. By adhering to the essentials of the land use designations; that is, through specific land area allocations and their amounts, a sound fiscal future can be achieved. Citizen participation and citizen input will regularly occur throughout the life of the plan.

Almost 100% of the land that is currently developed as large lot single family residential (2 acre lots), has been protected by the plan by the proposed method of rezoning adjacent ETJ lands to the very same densities by at least a one (1) lot buffer. In areas where PRD is designated, planning controls on development are emphasized with the development restriction and required open space areas.

An impact fee system shall be required so that the City of Parker can afford to own and maintain the systems. The impact fees shall be structured over a reasonable period to ensure developer compliance.

A point system is recommended to be adopted which would control the places where development would be approved for construction. If proposals for development are submitted which are great distances from existing utilities, roads, etc., then a method of point assignments shall be made.

Cluster development, or performance zoning, is preferred; conventional grid, cookie cutters or rectangular subdivision of the land is discouraged.

Uses in PRD1's and PRD's are limited to single family detached housing with either two (2) acre lot minimum or well designed development plans incorporating open space systems, buffers, and more dense housing. These development plans with more dense housing may be submitted for review and comment. Within a PRD, a 50 to 200 foot setback as a minimum may be required from any existing subdivision lots platted prior to December 31, 1985. This open space is subject to additional landscaping restrictions.

Housing is to be limited to two and a half stories, or 30 to 35 feet, with sloping roofs. Roof colors are to be limited to earth tone colors; terra cotta, or weathered cedar shake color (no reds, blues, whites, oranges, greens, etc.)

No fences shall be permitted in front yard areas and side yards extending beyond the house facade on developments of PRD's.

Street lighting shall be in conformance with city standards, and not be natural metal finish. Only green or brown colored light standards are permitted. No light standards shall exceed 15'0" in height.

Streets and roads shall be concrete surfaced with no curb and gutter. drainage swales shall be provided adjacent to graveled shoulder areas on both sides of streets and roads. Curb and gutter shall be permitted only where engineering requirements dictate.

All streets to have rows of trees (of approved species) planted along street edges at 50'0" on center.

As can be clearly recognized from the aforementioned list of restrictions, the future City is anticipated to provide the existing residents with a very special environment, one that is anticipated to be even better than the present environment.

DATA AND INFORMATION

PART II. DATA AND INFORMATION

1.0 BACKGROUND AND CONDITIONS

1.1 PURPOSE OF THE PLAN

The information within this report supports and describes a comprehensive plan for a 15 year time frame projected to the Year 2002. It incorporates information about existing conditions, including historical, physical, social and environmental data. The plan establishes proposed development for the future land uses and recommends strategies for implementation. The purposes of the report are to:

- a. Establish a plan as a guide for controlling all future growth and land uses in the city.
- b. Develop guidelines for city staff and officials in making day to day development and zoning decisions.
- c. Present documentation to the public to display the city government's short and long term intentions which will be able to:
 - 1) Coordinate the different functions, inter-relationships and mechanisms among city departments.
 - 2) Minimize potential conflicts about land use decisions between adjacent cities and their adjacent land areas.
- d. Establish sound fiscal recommendations, linked to the plan, which will allow the build-up of revenues to enable the financing of public needs without incurring a rapid increase of city taxes in the near term.

All of the plans are projections are based on the analysis of past trends and current circumstances. When circumstances change, the plans and projections may need to be re-evaluated for their continued relevance to those changes. Indeed, the goals of the plan may remain unchanged during the plan's time period. For this reason, five year updates of the plan are recommended so that adjustments can be made on a periodic basis. New goals, objectives and policies may only result in minor plan modifications.

1.2 LOCATION AND GROWTH OF THE CITY

The City of Parker, with its present population of approximately 1,300 lies along the North Central Expressway (I-75) corridor on the northeastern side of the Dallas Fort Worth Metropolitan Area. Parker is located in southeastern Collin County bordered on the west by the City of Plano, on the east by the cities of Lucas and Wylie, on the north by the City of Allen, and on the south by the City of Murphy. From the center of Parker, it is approximately 22 miles south to Downtown Dallas.

The City of Parker was incorporated in 1970, and the first zoning and subdivision ordinances were adopted in 1971. Later, in 1973, temporary comprehensive zoning and subdivision ordinances were adopted to define growth areas and procedures for land use administration. In 1980, the present comprehensive zoning and subdivision ordinances were enacted in response to legal action invalidating the 1973 ordinances.

The first subdivision began construction prior to the incorporation of the city. As a result, the need arose to incorporate for the purpose of understanding how to direct and control future growth. In the early 1970's, the growth of the city was steady, but in the latter part of the decade, growth of the city has not paralleled the growth of Parker's sister cities of Allen and Plano.

1.3 COMMUNITY FACILITIES

In 1980, the City of Parker constructed a community building to provide a place for city business and citizen meetings. After the volunteer fire department was established in 1983, a fire station was built next to the community building to house fire trucks and equipment.

Presently, the city employs two full time staff members; a city administrator and police chief, and four part time staff members; a building inspector, police officer, a court clerk and a city judge.

Other facilities within the city included two churches. There are no schools, clinics or hospitals located in the city. Medical services are available in nearby communities.

In 1983, the City of Parker initiated a volunteer fire department, which currently functions with three pieces of fire fighting equipment and approximately 22 active fire fighter volunteers. To broaden police services, a full time police chief was employed in 1985 to deal with the pressing traffic and other citizen safety demands. Now, in conjunction with other police programs, a police reserve unit is being established to augment police services.

For utility services, the city has a contract with a trash disposal company for refuse collection and disposal. Water services are provided by the Pecan Orchard Water Supply Corporation, a separate entity from the city. All residential structures are connected to individual septic systems owned by each property owner. At the present time, a 48 inch sewer line owned by the North Texas Municipal Water District is being constructed through the city. After the line is completed, the District will consider entering into an agreement with individual cities to provide any desired sewer services.

1.4 SUMMARY OF PROBLEMS AND DEFICIENCIES

In order to develop goals and objectives of the plan, existing problems and deficiencies need to be reviewed. The following are a summary of selected problems.

HOUSING

1.4.1 Generally, the homes are well kept in the city and are standard in condition not needing upkeep. Some homes have fences encircling their properties. Those homes with poorly maintained fences become visual distractions to the overall, quality appearance of their neighborhood, as well as the city as a whole.

1.4.1.2 Some residential streets are in poor repair, reflecting poorly on the image of certain housing.

TRANSPORTATION

1.4.2 Heavy traffic on Parker Road (FM-2514) and FM-2551 is causing dangerous situations for Parker citizens because of speeders and other traffic violators. It is most difficult to make turns off these roadways into driveways of private homes at any time of the day. This problem is accentuated during peak driving periods.

1.4.2.1 Tourists visiting Southfork Ranch, located on FM-2551 south of Parker Road, have caused additional traffic congestion problems in and around the ranch and contribute to the wear and tear of streets and roadways in the immediate vicinity.

1.4.2.2 The lack of other through traffic roads through and around the city causes very heavy traffic congestion on both Parker road and FM-2551.

1.4.2.3 Special events at Southfork, having large attendance, stop traffic for long periods of time.

PARKS

1.4.3 Public Recreation areas in the city are limited to a small playground area behind the Parker Community Building.

1.4.3.1 Open space and recreation areas are lacking in some areas of the city as the city develops. While many residents believe that their own house lots are so large that they do not need additional space, sound planning practice requires the allocation of some open space and recreation areas. Over time, the undeveloped agricultural open space, the open and vacant land, will be consumed without proper land use regulation.

ENVIRONMENTAL ELEMENT AND CONSERVATION

1.4.4 There is a need for the additional regulation of development; and programs to control land in the existing flood plain areas are essential. As more houses are built, water run off will greatly increase; thus creating the potential for flooding.

1.4.4.1 Over time, the lack of maintenance and conservation programs for existing lakes and creek areas could result in eutrophication and environmental problems.

1.4.4.2 As more growth occurs, septic tanks will create even greater environmental problems in surrounding areas and to downstream landowners.

SANITATION

1.4.5 Overflowing of septic tanks are causing health and sanitation problems in certain areas of the city because of inherent soil conditions and inadequate slopes in terrain.

1.4.5.1 With accelerated growth to the north in Allen and Lucas, increased water run-off will cause more flooding and inundation of septic tanks.

1.4.5.2 Too many large animals in some areas are causing health and sanitation problems for their surrounding neighbors.

UTILITIES

1.4.6 Water pressure is a problem in certain areas of the city.

1.4.6.1 There are no city sewer services, at the present time, in the city.

1.4.6.2 Storm drainage policies and possible ordinances should be examined and or established.

VISUAL IMAGE

1.4.7 Junk cars are parked on some lots in the city giving the appearance of strewn, abandoned vehicles.

1.4.7.1 No visual identity or design image currently exists for the city.

1.4.7.2 Some homes and acreages are littered with junk equipment, debris and building materials causing open space areas around the homes to be unattractive.

COMMUNITY DEVELOPMENT IMAGE

1.4.8 There is no identifiable city image of a core area, or center of the city.

1.4.8.1 The city lacks identity other than an open space and western place which has been the basis for guiding development over the years.

BUDGET AREAS

1.4.9 Tax rates will need to increase to maintain the essential city services of fire and police protection and street maintenance.

1.4.9.1 Taxes are currently limited to a property tax base only.

2.0 POPULATION AND CITY PROFILE

2.1 DEMOGRAPHIC SUMMARY

The population of the City of Parker is impacted by the growth of its adjacent cities. For instance, the City of Plano has grown from 3,500 in 1960 to 108,000 in 1986. By comparison, Parker's 1985 population is 1,300 and is comprised of 340 households. It is a small city. Due its large, estate lots, which are two acres and above, the 1990 projected population is only 1,380 with 360 households. Presently, 89% of the homes are owner occupied, with 11% renter occupied. To continue this profile, the average annual household income has 49% of the total Parker population over \$50,000.00. 21% of the residents' households have \$75,000.00 or more in average annual household incomes.

Continuing with the population profile and our demographic brief, one person households number 9%, 2 person households number 24%, and 3 person households number 15% of the total population. Homes range in value between \$80,000 and \$800,000.

Cities provide facilities for people to live, work, recreate and socialize, capitalizing on face to face contacts and proximity. The dynamics and growth of a city depend on factors such as population, employment, migration, racial composition, and land use. The following information summarizes significant demographic characteristics:

The City of Parker has 97.51% white residents with mostly owner occupied housing at 88.76% of the total.

58.27% of females over age 16 are working, greatly increasing family income.

86.59% of households own more than 2 vehicles and 47.22% of households have more than three vehicles.

80.92% of the population are over age 25 and are high school graduates with 50.88% college degreed.

2.2 POPULATION CHANGE

The City of Parker has had more rapid population growth during the 1970's with an increase of 105.79% resulting from the addition of 260 housing units. However, the population growth rate in the 1980's has been much slower. The North Central Texas Council of Governments projects that slow growth will continue over the next 10 to 15 years.

This slow growth can be compared with growth rates of other smaller cities within the Dallas Fort Worth Metropolitan Area:

TABLE 1: PROJECTED POPULATION

CITIES	JAN 1, 1986 ESTIMATED POPULATION	COMPOUND ANNUAL GROWTH RATE 1980-86
Parker	1,300	2.98%
Plano	108,000	7.22%
Lucas	2,250	9.01%
Murphy	1,650	6.48%
Wylie	5,350	6.72%
Collin County	210,150	6.72%

Source: North Central Texas Council of Governments, May 1986.

As can be derived from the aforementioned data, it appears that Parker is a city which has been retarded in its development by its large lot residential preferences. Real estate data indicates that a number of housing units have been for sale for an extended time period.

Those factors affecting the population growth of Parker are varied. One important factor relates to city policies about lot sizes, and the resulting zoning. Another factor is traffic and transportation access. Yet another factor relates to public services, such as water, sewer, storm drainage, lighting, police, fire and road conditions.

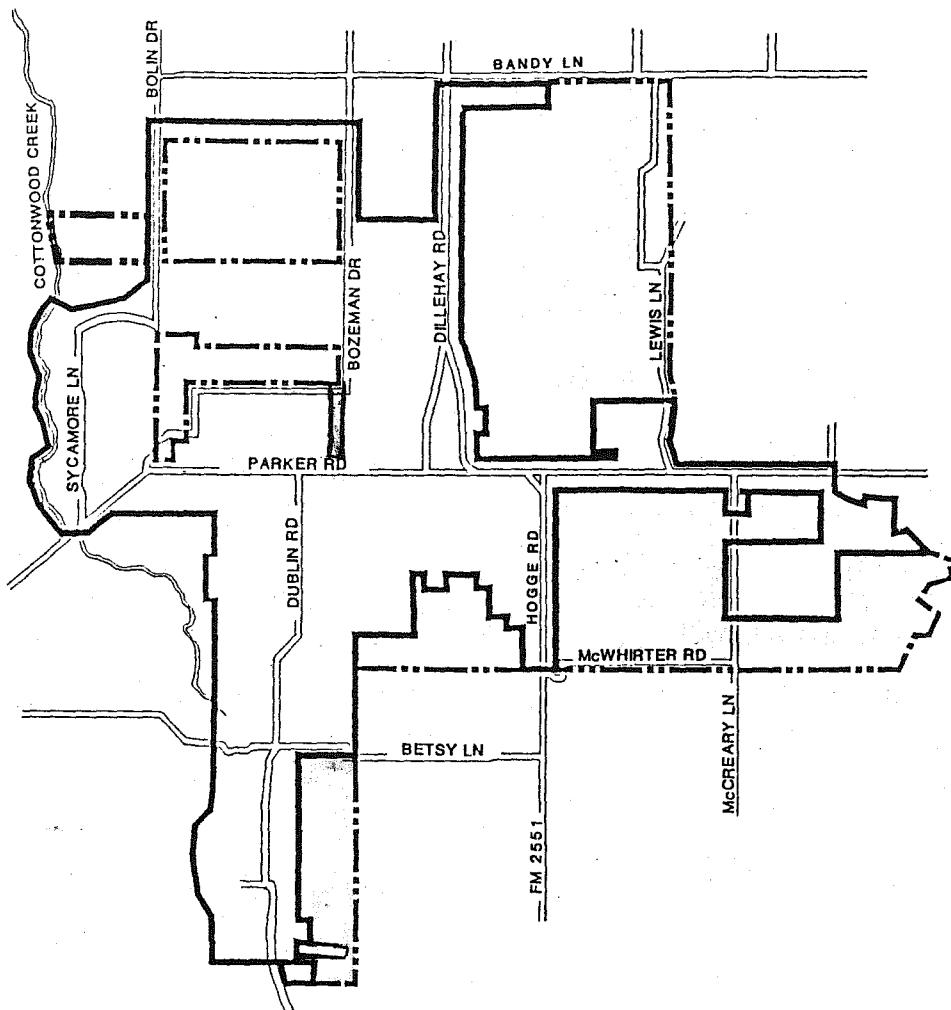
3.0 LAND USE AND PHYSICAL FEATURES

3.1 EXISTING LAND USE

The city is only about 8% developed; that is, only a few scattered areas contain large lot residential subdivisions. Parker contains about 6308 acres of which 2822 acres is within the city limits, and 3486 acres are outside the city limits within the Extra Territorial Jurisdiction. One of the many areas having the design character lies along Dublin Road on the southwestern portion of the city. Another area having significant residential design character, lies along Sycamore Lane directly adjacent to Parker Road. The latter housing area is generally more treed and rolling in its terrain than the Dublin Road Area. Still another residential area, lies adjacent to Parker Road at the eastern boundary, Moss Ridge Estates. This area has been recently annexed by the city, and formerly had been within the extra territorial jurisdiction of the city. (See Exhibit 1: Existing City Limits)

The housing subdivisions of Cottonwood North and Cottonwood South lie on either side of Parker Road, almost adjacent to the Countryside Estates area. Poco Estados subdivision lies on the north side of Parker Road almost across from the Southfork Ranch property. Gregory Lane contains a smaller area running to Grey Lane on the West side of FM-2551 across from Southfork Ranch. Countryside Estates, lying north of Parker Road and west of Donna Lane, is a well developed area with concrete streets. Finally, two adjacent streets, Elisa and Kara Lanes, are located in the north portion of the city.

EXHIBIT 1



CITY AREA



EXTRA TERRITORIAL JURISDICTION

EXISTING CITY LIMITS

COMPREHENSIVE PLAN - 2001

CITY OF PARKER
Collin County, TX



0 1000 2000 4000 FT

JBG PLANNERS, INC.
Dallas, Texas

1
EXHIBIT

The overall pattern of Parker is single family housing on large lots. The current zoning ordinance only provides for a single district having two acre lot minimums overlaid upon the entire city. As a blanket zone, the predominant land pattern is clusters of homes, typically 2,000 to 4,500 square feet, with farmland adjacent. It is this potential loss of farmland, that presents a threat to the lifestyle of the current residents. With the development pressures of Collin county and the Dallas Fort Worth Metropolitan Area, many prospective developers are purchasing land within the ETJ and in other cities bordering Parker in order to prepare for the next phase of development, expected within a two to four year period. Clearly the adjacent parcels next door to most of the two acre lots will be subdivided in some manner over the next 15 years, and any development that does not have proper planning, can adversely affect current lifestyles.

Parker is a city in which about 13% of the residents profess to ride horses, stable them and live in horse related lifestyle. Many of the residents have other animals on their acreage.

For examination of the housing subdivision areas, see Exhibit 2: Existing Land Use.

3.2 EXISTING WATER SUPPLY

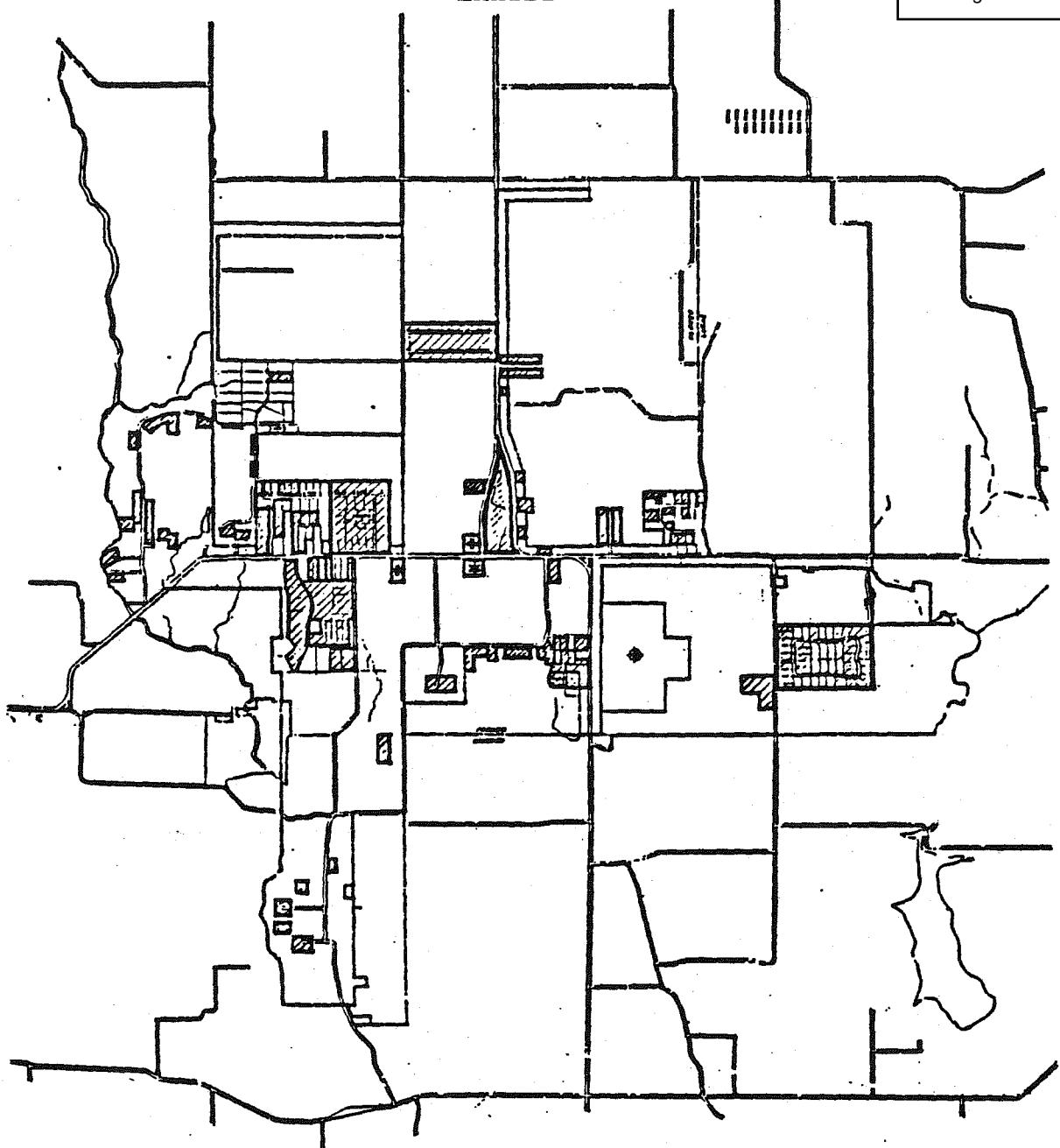
The residents of Parker are supplied their water from the Pecan Orchard Water Supply Corporation. As a wholly owned company of residents of Parker and its surrounding area, members of the board are elected. Presently, all water is supplied and contracted with the North Texas Municipality Water District; and two long term, written agreements exist to supply the city with all the water it needs for the future.

The Pecan Orchard Water Supply Corporation has recently purchased a computer and software to enable it to project supply and demand needs; and they have just completed a study to project firefighting requirements with regard to line sizing. A system wide master plan is in the process of being developed. For additional information reference is made to: Letter Report - Existing and •Proposed Waterworks System Analysis" dated August 1983 for the Pecan Orchard Water Company by Hogan and Rasor, Engineers.

3.3 DRAINAGE AND FLOOD PLAINS

Two major flood plain areas pass through the city in the south to northwesterly direction. At the western edge of the city, Cottonwood Creek forms a boundary for the city, and becomes the basis for the City of Plano Municipal Golf Course. Starting in the southeastern most portion of the city, the Maxwell Creek crosses FM-2551 south to Southfork Ranch and continues through the city on the west side of Dillehay Road on its way into the City of Allen. See Exhibit 3: .Water Drainage and Flood Prone Area, for contours and flood areas.

Some housing, prior to land use and subdivision control enactment by the city, had been built within these two flood areas. At the present time, there are municipal regulations so that the health, safety and welfare of the residents will not be in jeopardy.



-  LOW DENSITY RESIDENTIAL
-  AGRICULTURAL/OPEN SPACE
-  CHURCH
-  SPECIAL ACTIVITIES
-  COMMUNITY CENTER

EXISTING LAND USE

COMPREHENSIVE PLAN - 2001

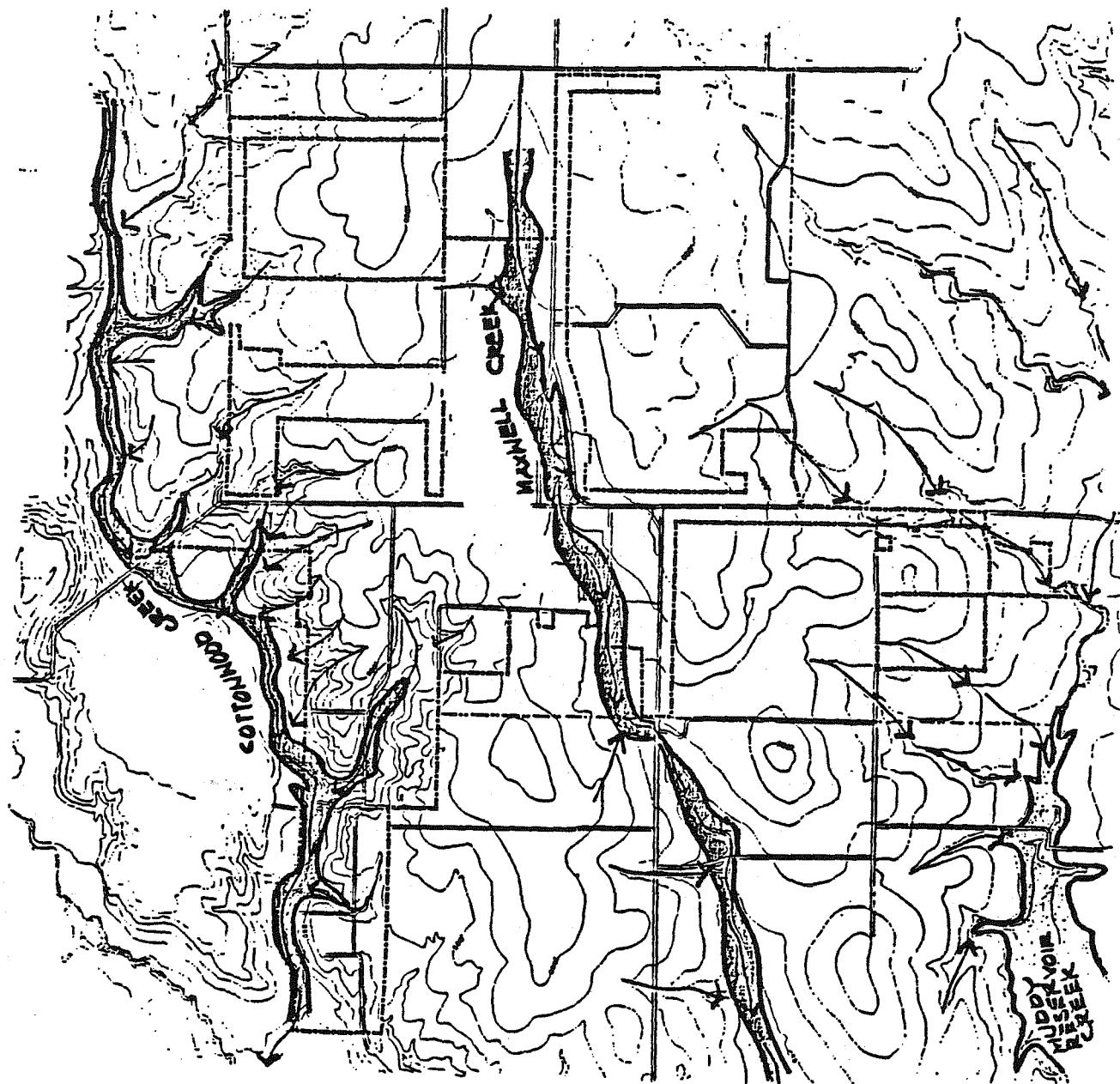
CITY OF PARKER
Collin County, TX



0 1000 2000 3000 FT

JBG PLANNERS, INC.
Dallas, Texas

2
EXHIBIT



A cross-sectional diagram of a river channel. The channel is represented by a trapezoid. Three horizontal lines are drawn across the channel at different elevations. The top line is labeled '500 YEAR FLOOD'. The middle line is labeled '100 YEAR FLOOD'. The bottom line is labeled '500 YEAR FLOOD'. The labels are in a bold, sans-serif font.

WATER FLOW

CITY LIMIT

WATER DRAINAGE AND FLOOD PRONE AREA.

COMPREHENSIVE PLAN - 2001

**CITY OF PARKER
Collin County, TX**



0 1000 2000 4000 FT

JBG PLANNERS, INC.
Dallas, Texas

3
EXHIBIT

3.4 OPEN SPACE AND COMMUNITY FACILITIES

One community facility is the Parker Community Building located on the south side of Parker Road at Gregory Road. The building serves as a city hall as well as meeting hall for the Volunteer Fire Department, the Planning and Zoning Commission and the City Council Chambers, and offices for the Chief of Police, the City Administrator/Secretary, and Court Clerk. Behind the Parker Community Building lies the new garage which houses fire equipment. Behind that building, the city has constructed a playground for use by the residents.

As stated in the land use section, much of the city is comprised of open space, or agricultural open space. This undeveloped land can be presently considered open space, but the resource is subject to the potential of suburbanization. In coming years, there will be need to address this loss.

3.5 EXISTING SOILS, SEWAGE SYSTEMS AND WASTEWATER

3.5.1 SOILS

There are two major groups of soils in the City of Parker. The eastern belt is rather homogeneous, consisting almost entirely of Houston black clay, with small patches of Austin silty clay and Stephen silty clay. Houston black clay is found along the creeks in this eastern belt --especially in the Maxwell, Turner and Muddy Creeks.

The western belt is transected by Parker Road and ranges from one half mile west of FM-2551 (Dillehay/Murphy Road) westward to well beyond, or west, of Cottonwood Creek. This belt is topographically and stratigraphically higher than the aforementioned eastern belt. The ridges are commonly topped by Eddy gravelly clay loam and/or Burleson clay. Cottonwood and Rowlett Creeks cut through these soils, as well as the Altoga Silty clay, the Houston black clay and the Hunt clay, typically exposing Trinity Clay and Frio clay loam in the channels. The extensive exposures of the many different soil types.

In between Cottonwood Creek and Rowlett Creek is a flat expanse of soil which, south of Parker Road is Burleson clay and north of Parker Road is Frio clay loam. to the northwest, near the city limits of Allen, this flat area becomes wider and is largely composed of Houston black clay. (Further detailed information can be found in "Soils Survey, Collin County, Texas;" U.S.D.A. Soil Conservation Service; June 1968 and updates.)

With these soil types, there is need to examine the kinds of limitations, and to what degree, these soil types will impact sewage disposal. Austin silty clay and Houston black clay are both designated as "severe" when considered for filter fields for sewage disposal. Their permeabilities are moderately slow and very slow, respectively.

3.5.2 SEWAGE SYSTEMS

Approximately 20 million housing units (or 25% of all housing units in the United States), dispose of their domestic wastewater using on-site treatment and disposal systems. The most common system (about 85%) is the septic tank soil absorption system (ST/SAS). The number of on-site systems are increasing, with about one half million new systems being installed each year.

Only about 32% of the total land area in the United States has soils suitable for on-site systems which utilize soil for final treatment and disposal of domestic wastewater. In many areas of Texas, on-site systems have been plagued by poor public acceptance; and are often considered as second rate, temporary or "failure prone." Although these systems can be totally adequate with proper soil conditions, cities of any size try to immediately transfer to a municipal treatment system for many environmental reasons. Even though some septic systems have been greatly refined, there is growing evidence of septic system failure caused by improper system design, siting and or maintenance. This trend to convert from on-site systems to central treatment has resulted in at least 10 million households becoming service by centralized treatment facilities. Now, about 75% of the population uses centralized treatment.

The permeability of the soil (its drainage characteristics and evaporative characteristics) determines lot size requirements and potential downstream pollution potential. Downstream pollution ultimately effects the quality of drinking water. Because neither Texas nor the federal government requires a discharge permit as a requirement prior to operating a septic tank, there is no mechanism or incentive to improve these systems. At their worse, they begin polluting and keep polluting. With no regulation or policing, violations abound.

As an alternative to septic tank systems, conventional gravity collection systems are an accepted standard for community wastewater treatment. Because the ST/SAS systems have the lowest first cost, they are regularly preferred. Yet, four categories of problem conditions are; soils, site characteristics, geology-hydrology and climate. In Parker, the soils are very poor. Not only are they somewhat impermeable, but also are prone to promote the flowing of wastewater for extreme distances through crevices in bedrock and over the surface.

Within the City of Parker, about two acres are the housing lot minimums. But exact soil conditions vary with Topography with a slope of about 25% usually considered limiting for an ST/SAS, and construction of any on-site system is difficult with that amount of slope. Geology and hydrology design considerations include; depth to bedrock, soil stability, and ground water location. Climate and weather can also influence disposal. Wet weather dissipates the sewage before it can have a chance to percolate down through the earth. Interviews with surrounding municipal health district officials resulted in

obtaining information that septic tanks within their own jurisdictions were, and are, in violation of city ordinance. In a report entitled, "Collin County, Rural Water and Waste Water Plan, January 1975," existing conditions were only briefly discussed. Its findings stated that the proliferation of subdivisions and clusters of housing are on lots which are too small to accommodate adequate fields. A severe health hazard is developing. The only method suggested for combating this problem was a municipal sewage treatment system.

The City of Parker and Collin County have ordinances, policies and standards which relate to the approval of well planned, septic tank soil absorption systems in rural areas with adequate slope and normal, or below normal, water usage. The basis of their materials is the State of Texas standards for septic tanks and soil absorption systems. The ST/SAS is the only domestic sewage disposal system now being used in the City of Parker.

3.5.3 FUTURE WASTEWATER DISPOSAL

Future wastewater systems for new development could include either on-site or community type systems. Community type systems could include; conventional gravity, small diameter gravity, pressure and vacuum sewers, as well as wastewater treatment ponds, package plants, pumping stations and regional type treatment facilities. Major increases in the total number of housing units will necessitate future wastewater disposal systems as community systems. In recent years, it has been general practice of the Texas Water Quality Board to deny the issuance of waste discharge permits to small waste treatment plants that are operated by private individuals and organizations. It will be necessary for the City of Parker to secure those permits on behalf of the prospective developers in its ETJ. Furthermore, the city must assume those cost for the operation and maintenance of the wastewater collection system, pump stations, and/or treatment facilities. If a problem of jurisdiction occurs, several alternatives can be utilized. A private, non-profit corporation governed by the members, or a special purpose district (Municipal Utilities District), could be created for each major sewer system.

In summary, the soils within and around Parker are not conducive to the continuation of septic tank systems. Severe limitations and low soil permeability can only allow two acre lots and above. Existing septic tanks/soil absorption systems will continue to function satisfactorily only if they are designed, constructed and hopefully, maintained correctly. But ST/SAS use in the future will become more and more restricted. In addition to more stringent requirements, more common types of septic tank problems will become increasingly prevalent. Current on-site systems are barely adequate for the present population. As an alternative, community or cluster wastewater systems need to be considered. The conventional gravity system, pump stations and treatment facilities will be the most cost effective, as the city develops.

4.0 THOROUGHFARE SYSTEM

In September 1986, Collin County completed a thoroughfare Plan. The plan is intended as a guide for city decision making. Basically, two thoroughfares divide the city into four quadrants -- FM-2551 (Murphy Road) and FM-2514 (Parker Road). Another major thoroughfare is planned for Betsy Lane within the south portion of the city. Betsy Lane will become the continuation of Park Boulevard as soon as the bridge over the Cottonwood Creek is constructed.

Driving through the city, on FM-2514 (Parker Road) is a trip on well paved country roads in good repair. The city can be reviewed only as a composite of individual housing subdivisions and separate estate lots, with interconnections of roads which have been difficult to maintain. Scattered subdivisions have become a financial burden for the city, and in order to make some of these interconnecting roads drivable (by filling pot holes, washed out edges of roads, etc.), the city has high costs. There is no coordinated road system; and the only continuous road through the city is Parker Road (FM-2514).

5.0 FISCAL ANALYSIS

5.1 REVENUES AND EXPENDITURES

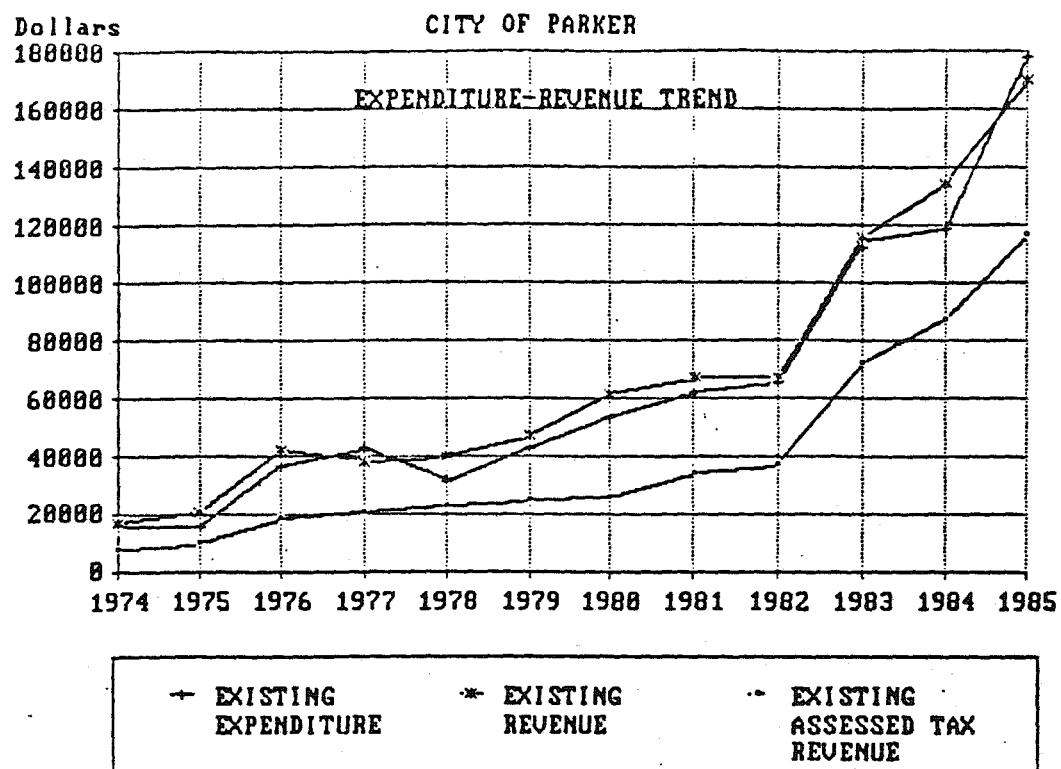
Any plan for the future needs to consider the fiscal impact on the existing and future residents. For this reason, existing finances need to be analyzed. Currently, the City of Parker is under fiscal stress and has difficulties budgeting to meet the barest essentials, and, in providing the necessities for its current residents. city expenditures have been recorded since 1974 in Table 2: Revenue and Expenditure Growth Trends. As developed in the table, revenues have steadily increased over the years in step with the new housing construction. When the years 1980 to 1985 are examined, a surplus in revenues can be observed in every year but 1985. The boost in ad valorem taxes, it should be noted, did not occur due to increased housing construction, but occurred due to re-assessments by the Collin County Appraisal District.

Ad valorem taxes, the property tax, have grown over this eleven year period; but, the growth in taxes must be clearly attributed to both re-appraisal and new house construction. The city has traditionally kept taxes low -- so low that Parker enjoys one of the lowest city tax rates in the Dallas Fort Worth Metropolitan Area. Any analysis of the fiscal base must consider a continuation of these resident wishes. Thus, large, single family housing on two acre lots, coupled with population projections, could create fiscal problems. By the addition of more of this housing through the year 2000, the city will slip deeper and deeper into debt. One of the ways to combat this debt projection is to raise taxes. Not only would the ad valorem taxes meet to be raised to maintain the existing level of city services, but also, there would be need to raise taxes just to keep pace with inflation. Beginning in fiscal year 1987, the City Council should make fiscal projections for revenues and expenditures over a five year period of time.

TABLE 2: REVENUE AND EXPENDITURE GROWTH TRENDS

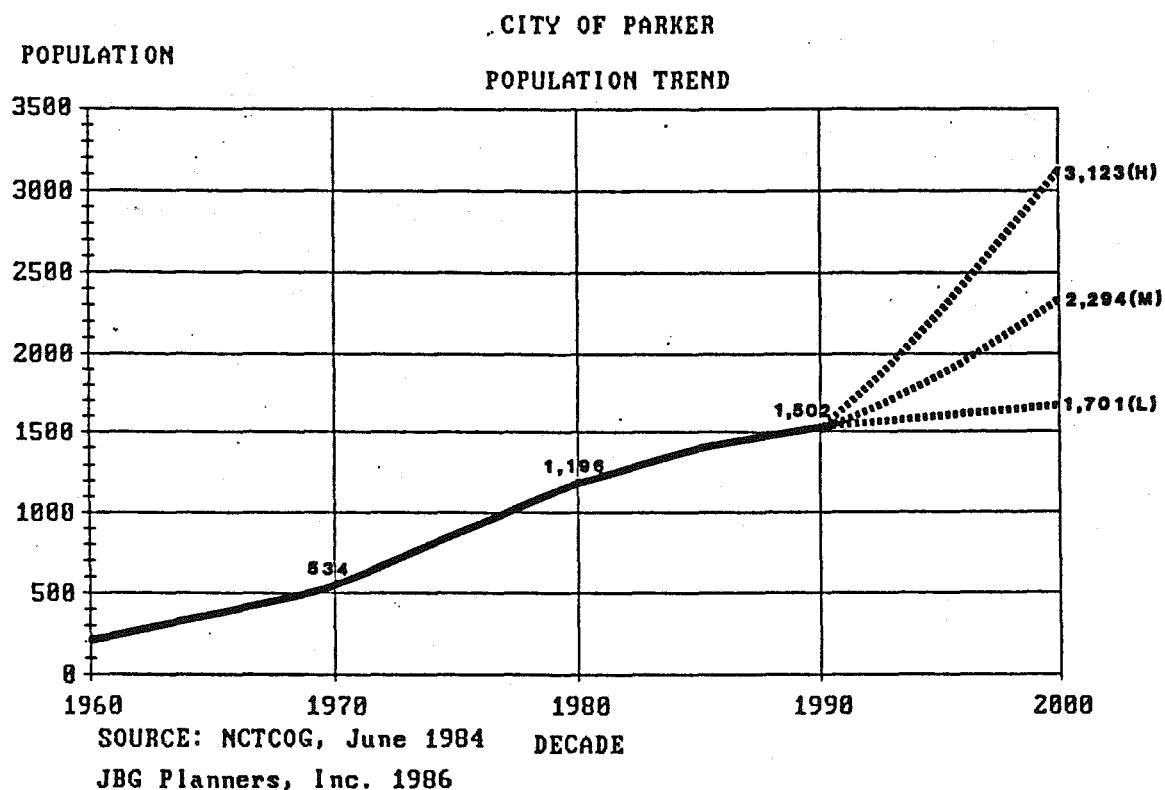
Year	Expenditure	Growth Rate	Revenue	Surplus/ (Deficit)	Ad Valorem Tax	Ad Valorem Tax-Total Revenue	City Tax Rate (per \$100)
1974	\$ 15,509		\$17,158	\$ 1,649	\$ 7,848	45.7 %	0.25
1975	15,420	- .57%	20,765	5,345	9,484	45.7 %	0.30
1976	36,318	135.5%	41,698	5,380	17,938	43.0 %	0.30
1977	42,330	16.6%	37,868	(4,462)	20,167	53.3 %	0.30
1978	30,902	-37.0%	39,794	8,892	22,518	11.6 %	0.30
1979	42,538	37.7%	46,824	4,286	24,525	52.47%	0.30
1980	53,689	26.2%	61,181	7,492	25,458	41.61%	0.387
1981	62,134	15.7%	66,803	4,669	33,807	50.6 %	0.222
1982	65,137	4.8%	67,154	2,017	36,591	54.5 %	0.197
1983	113,940	74.9%	115,912	1,927	71,727	61.9 %	0.201
1984	118,290	3.8%	134,248	15,958	86,828	64.9 %	0.252
1985	178,061	50.5%	169,990	(8,071)	116,137	68.3 %	0.230

Table 3: Revenues and Expenditures Trends 1974-1985



Source: City of Parker, 1986
 JBG Planners, Inc., 1986

TABLE 4: POPULATION TRENDS, indicates population growth for the City of Parker from 1960 through the year 2000. This projection has been made by the North Central Texas Council of Governments in June, 1986. The 1985 population of 1,299 is projected to reach 1,502 in 1990, and range from a low of 1,701 to a high of 3,123 persons in the year 2000. The mid range population projection for the year 2000 is 2,294 persons.



5.2 METHODS OF BUILDING REVENUES

Since the 1970's, both developers and buyers of new homes have been shouldering an increasing share of the cost of public sector services and facility provisions associated with residential development. Fears about continued financial responsibilities are foremost in the minds of any existing city residents, and the residents of Parker are no different. It is universally recognized that mandated fees, dedications and impact fees for public services and facilities are needed; fees for water and sewer lines, streets and roads, street lighting, stormwater management facilities, police and fire protection.

In today's climate of political fiscal restraint and citizen resistance to higher tax burdens, and increased levels of bond indebtedness and the transfer of public sector costs to the private sector; and attractive alternative to conventional methods of public finance is the issuance of general obligation debt.

With an absence of retail, commercial, office and industrial land which could provide a greater amount of ad valorem taxes to the city, the existing residents cannot be expected to pay all that is required. Quite candidly, they will not be able to afford the potential tax bill. For developers and home buyers, the issuance of general obligation debt, and the transfer of infrastructure finance, translate into increased new home selling prices. In such a competitive housing market, such as the Collin County area, only a limited amount of additional infrastructure costs can be added to sales prices. According to appraisers interviewed during the course of planning, a typical housing unit in Parker can be priced no more than \$5,000.00 higher than other Collin County homes to be competitive.

Special design controls must be enacted to ensure that any premiums charged above the market do result in a real advantage to the buyer. For this reason, a required set-back system with possible landscaped open space could be needed to ensure this advantage and prevent continued tax increases on the existing residents.

It is reasonable to expect that the full burden of infrastructure costs might not be fully placed upon the new developer in Parker. Some infrastructure improvements will need to be financed by the city in order to bring the present residential areas up to reasonable standards. For this reason, two targets need to be addressed;

1. An equitable and reasonable means of allocating infrastructure cost needs to be developed between the public and private sectors while assuring that infrastructure and the goals of the residents for a large lot, single family city get met.
2. Some alternative means of financing public services and facilities effectively and in a timely manner needs to be developed without unduly burdening the developer and the new buyer.

In the past, public services were traditionally financed through general obligation bonds. Due to an era filled with escalating taxes and tax limitations, taxpayers have grown unwilling to assume the costs of providing services to new residential development by debt secured against the local power to tax.

Methods of accomplishing these goals are linked to certain financing mechanisms which have gained prominence over the past decade. Some of these alternatives are; locally imposed impact fees, user charges, development impact taxes, and mandatory dedications. Each of these mechanisms transfer public sector costs to the developer and the consumer early in the development process and are usually reflected in the selling price of the new homes. These are called "Front End Transfers." In another category of methods, legal and institutional devices allocated and assess costs on a fee for service basis that does not affect new home prices. Among these second group mechanisms are; tax increment financing, special assessment districts, special service districts, and the privatization of public services.

Within our plan, in order to achieve plan implementation, a method of paying for needed changes must be proposed. For this reason, Front End Transfer are explained. In order to allow the reader of this plan to better understand our proposals and their implementation, an outline of commonly used financing alternatives is presented.

These financing devices are transfers, or exactions, and tie permission to build to the developer's ability to provide specific services and facilities traditionally provided by the city. Front end transfers exact from the developer costs at the beginning of the development process. the most common front end transfers are 5.2.1 Development Fees, 5.2.2 User Charges, 5.2.3 Development Impact Taxes, 5.2.4 Mandatory Dedications, 5.2.5 Special Assessments or Special Assessment Districts, and 5.2.6 Municipal Utility Districts.

5.2.1 DEVELOPMENT FEES: these fees are one time levies imposed on developers to cover all or a portion of the capital costs of installing the basic public facilities associated with residential development, including local streets, sidewalks, lighting and sewer and water systems. Typically, development fees get charged on a per square foot of floor area, or a per linear foot of street frontage basis; or a a flat fee per dwelling unit or building lot; or as charge per acre.

5.2.2 USER CHARGES: these fees are periodic levies, compared to one time capital charges, which are tied to the consumption of public services. The consumption of individual shares of a service is measurable in discrete units and the benefits of publicly supplies services accrue primarily to direct users. Some examples of user charges are assessments for water consumption and sewage treatment.

5.2.3 DEVELOPMENT IMPACT FEES: this fee is a one time fee that imposes a levy in excess of normal property taxes and monthly user fees for improvements often outside the boundary of new development. It is based upon the concept of paying a pro rata share of facilities. Such fees accumulate in a fund to finance specific infrastructure development. In order for this kind of fee to be legal, all moneys must be deposited in a specific fund for that special use.

5.2.4 MANDATORY DEDICATION: is the required transfer of a property from private to public ownership as typically specified in the city's subdivision ordinance. The transfer is based on the notion that the right to undertake subdivision development is accompanied by the responsibility to provide a reasonable level of facilities, or land, for those facilities. There are different categories for subdivision ordinance dedications. Streets are usually provided by developers as local and collector streets. Parks may be dedicated in accordance with open space and park plans or population densities, or the reservation of undeveloped land for future purchase by the city. Utilities, such as water and sewer systems sometimes are structured so that local governments or utility authorities, such as the Pecan Orchard Water Supply Corporation, sometimes share the costs or allow for a pro rata pay back scheme.

5.2.5 SPECIAL ASSESSMENTS OR SPECIAL ASSESSMENT DISTRICTS: Special Assessments are a levy imposed on property owners who benefit from a specific public improvement within a limited geographic area -- a special assessment district. These special assessments' collections are applied to the retirement of bond issues that finance a variety of improvement projects, including the construction and repaving of principal and minor arterial and local streets; the construction of sewer mains, laterals and storm sewers; and the installation of street lighting. Where residential development is concerned, property owners support improvements on a pay a you go basis such that special assessment is not factored into the selling price of a new home.

The special assessment decision triggers a set of actions that must precede the issuance of bonds and the collection of assessments. There are six steps, typically, in the process: 1) initiation; 2) plans and estimates; 3) public hearings; 4) bids and contracts; 5) allocation of costs and benefits by frontage, zones or areas; 6) bond sales and collection of assessments.

5.2.6 MUNICIPAL UTILITY DISTRICTS (MUD): The municipal utility district is an optional method of financing the costs of utilities. MUD's are empowered by the state to float tax free revenue bonds. The proceeds of the bonds are used to finance on or off-site water, sewage and drainage facilities. The future residents pay principal and interest on the bonds through property taxes and user fees. Developers can establish the districts with the approval of the Texas Water Rights Commission. If a developer wants to form MUD's within the extra territorial jurisdiction of an incorporated municipality, the municipality must approve the MUD. A single MUD could issue as much as \$60 Million in contract bonds. MUD bonds are sold on the market and have their value in having the backing of a municipality, or the city. In the instance of the City of Parker, developers would request to form the MUD, and the city would approve it; thus, backing the bonds on the open market.

The entire issue of a homeowners association bears closer scrutiny. After financing the initial improvements for a subdivision, there is need to consider methods of the continuation and maintaining to open space areas. The informed buyer and developer tend to avoid involvement and purchases within subdivisions having homeowners' associations, and for this reason, methods for modifying or avoiding them should be considered.

Impact fees began in Broward County, Florida in 1981. The original imposition of impact fees drew extensive litigation, which gradually defined the criteria for levying such fees. They need to be earmarked for facility expansion, preceded by planning related to services received which constitute a fair share of service or system costs. Impact fees were levied for roads, parks and schools. They were adjusted each year according to the price deflator for the Gross National Product for the previous 12 months.

6.0 EXTRA TERRITORIAL JURISDICTION

The City of Parker is confronted with the problem of controlling the development of those adjacent land areas which are not currently within its incorporated area. This problem is compounded by the fact that most residents do not realize that little, or no, control of the uses of the land in the Extra Territorial Jurisdiction can be currently accomplished under Texas law. Parker cannot require single-family large lot homes to be constructed on this land. Any landowner of any ETJ land can build what he pleases.

Under Texas law, a city with a population under 5,000 is considered a General Law City. A General law City, like Parker, is prohibited from annexing any land outside its present city limits unless the landowners request such annexation. A General Law City is further restricted from controlling any activities, or uses, outside its city limits, with the exception of its requiring the application of its subdivision ordinance up to one-half mile from the present city limits. Within this one half mile limit, the General Law City has no control over what is built in this area; i.e., no zoning controls, but the city does have some very limited controls under its subdivision ordinance. As an example, since Southfork Ranch is mostly in Parker's ETJ, the City of Parker would not have any control over residential, commercial or industrial building uses on the property. The city would only have authority to require the owners to comply with the subdivision ordinances requiring concrete streets, placement of utility lines, etc. Therefore, the owners of Southfork Ranch could build apartment houses, shopping centers, hotels or any other structures.

By contrast, a Home Rule City has the authority to annex land within one mile of its city limits without the consent of the landowners, as long as the property is contiguous with its city limits. This power gives a city much broader powers to control its borders and to annex properties. The General Law City has further control problems, when it is adjacent to an adjoining Home Rule City. The Home Rule City may annex land even though that land is within the General Law City's ETJ; provided that the landowner requests annexation to the Home Rule City. As a result, a city must make itself attractive enough to provide services to enable such city to control its borders.

At the present time, all adjoining cities have either a court order or contractual agreement determining the ETJ limits of Parker. The ETJ boundaries may only be adjusted as mutually agreed upon by the adjacent cities. If disagreements arise, then the courts would be the forum for the city boundary adjustments.

The concern of the City of Parker should be to encourage landowners in the city's ETJ to annex their properties into the city on a voluntary basis. By requesting annexation by Parker, the landowners could enjoy utility services, an attractive, controlled environment, and a long term controlled growth plan. Without such a plan to provide these amenities, the City of Parker will lose control of its ETJ and could have objectionable housing and commercial buildings adjacent to present subdivisions and current city limits.

7.0 LAND USE CONFLICTS WITH ADJACENT CITIES

Frequently, development along adjacent parcels in neighboring cities become a problem. Problems occur when one or more of the following happen:

1. one city relegates its least desirable land uses to its edges, thus impacting a neighboring city.
2. one city does not communicate or accept the input of its neighbor city when a land use decision needs to be made.
3. misalignment of thoroughfares between the two cities may place some land in an adverse position in relation to contiguous parcels.

Some conflicts along municipal boundaries can be noted. Jurisdictional priorities for a city often give way to previous inter local agreements. For instance, residents in the southern section of Allen are frequent users of Sycamore Lane, causing extra maintenance costs for the City of Parker.

The property on the southeastern side of Parker annexed in 1985 by the City of Wylie presently has a trailer park which is creating traffic and possible sanitation problems for the area.

The City of Allen has properties for commercial purposes along Bandy Lane north of Parker. These changes will affect the residential uses in this area of the city. It is also anticipated that the City of Lucas may rezone properties for commercial uses along the northeast sector of Parker.

The City of Murphy has provided a higher density, up to 4 units per acre on their northwestern border which adjoins Parker. This obviously is a much higher density than Parker's present density provision.

The City of Allen provides for higher density housing along parts of the City of Parker's northern ETJ areas. With Allen's well developed utility system, which is capable of expansion, there is reason to be concerned about the potential loss of ETJ acres as a result of this ability to provide municipal services immediately.

There is importance to agreements among cities. In order to minimize the conflicts and incompatible land use in future plans between neighbors, cooperative efforts and notification is very important. It is suggested that city officials regularly meet to find cooperative solutions respecting the plans of adjacent cities before plans are adopted officially. Resolution of any conflicts in advance of implementing development can result in the saving of major expenditures for public facilities. Should neighbors become dead locked on specific issues, then Collin County and the State of Texas should be approached for arbitration assistance.

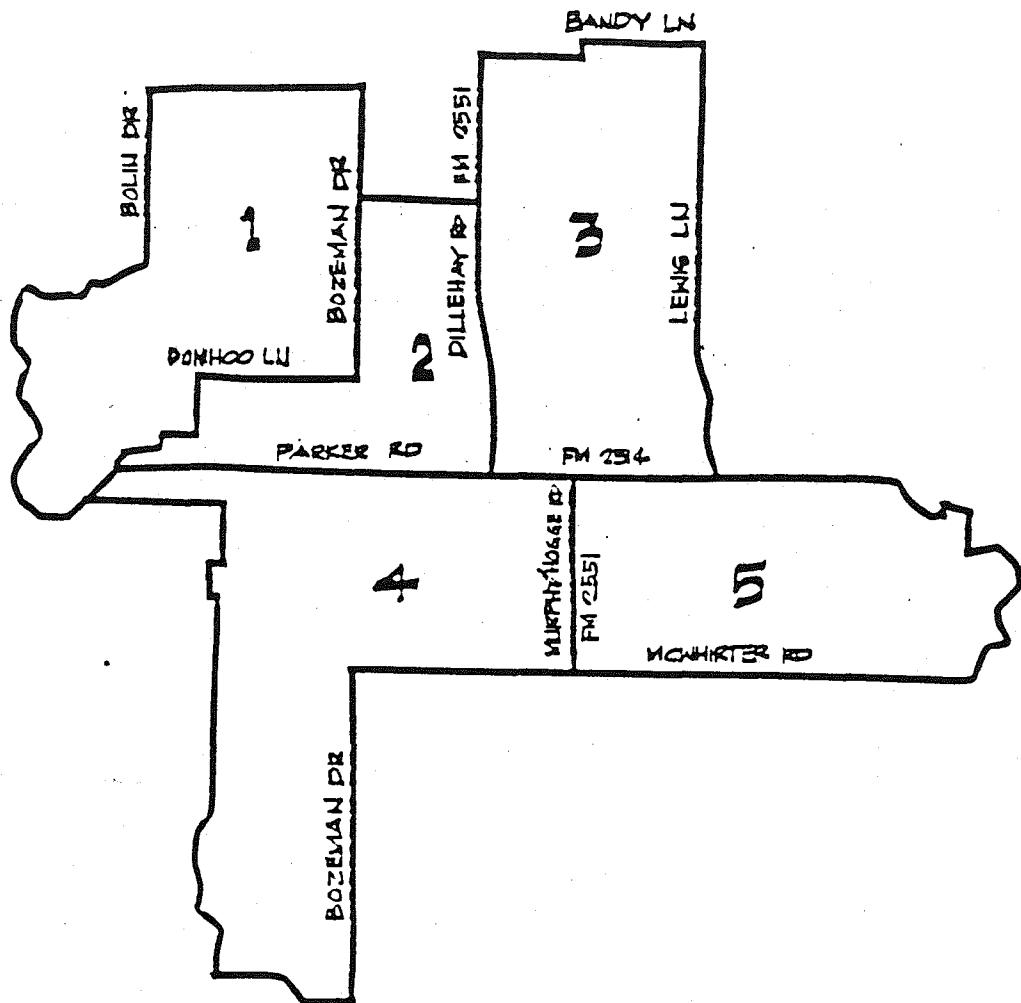
8.0 GOALS, OBJECTIVES AND DEVELOPMENT ALTERNATIVES

8.1 RESIDENT QUESTIONNAIRE

Any plan must be based upon the goals of the existing residents. But a difficulty occurs when only citizens' meetings are used to obtain input into the planning process. For this reason, the Citizens Long Range Planning Committee and the planning consultant developed a self report questionnaire for distribution to the residents, by planning district (see Exhibit 4; Planning Districts). 400 were distributed, and 91 returned for a response rate of 22.8%. A statistical summary to the citizens' questionnaire is provided in the appendix of the report. These questionnaire responses were used as a basis for developing the plan; and, the results are listed below.

1. Residents do not want major changes, or tampering, with their present subdivision, or neighborhood.
2. Only single-family detached housing should be developed in the future. This desire eliminates any potential for apartments or condominiums.
3. The city should do something to require people to repair their fences. The question is what can the city do; the only action that can be taken is a public policy statement encouraging the residents to improve their fencing.
4. The stabling of horses are creating health and sanitation problems in current neighborhoods. Large animals should be controlled in new subdivisions.
5. In future subdivisions, there should be a plan for open space and equestrian centers. This desire indicates that the city should require developers to provide these centers in the overall plan rather than allow the stabling of horses on individual lots.
6. Residents are almost 50-50 split on accepting increases in their taxes to provide a new sewer system. But with the current sanitation problems in some neighborhoods, future subdivisions should be required to be connected to the sewer system running through Parker.
7. There should be a variety of housing styles to meet social and economic needs.
8. The city should have a long range plan for the future.
9. A system of private and public open space, hike and bridle paths should be planned for the city. These paths should be placed in future subdivisions which would permit neighborhood associations to hold and maintain them.
10. Almost an even split appeared about allowing neighborhood business services in Parker. Those who disagreed might have thought that neighborhood commercial businesses, such as 7-11 stores might be in their neighborhoods.

EXHIBIT 4



PLANNING DISTRICTS

COMPREHENSIVE PLAN - 2001

CITY OF PARKER
Collin County, TX



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11. A slight majority agree that there should be a business tax base to maintain and improve city services. This data would support the proposition that some retail business services could be placed in strategic areas of the city not adjoining present neighborhoods.

12. Residents do not want to do most of their shopping in Parker. This information indicates that they do not want a full range of services, but possibly small retail businesses to assist with a tax base.

13. Most all of the residents perceive that the identity of the community should be that of rural village/commuting community.

14. Most residents have a desire to have Parker beautified through wild flower planting in the medians of Parker Road. This desire transfers to a general concern for the appearance of the city.

A profile of the residents responding may be useful in interpreting the only vocal people in the community. Over 58% of the residents have lived in Parker for more than 6 years. About 50% of the respondents voted in the last election. Only 8 retirees responded from among the 91 respondents, which is a percentage of 8.8%. Family characteristics of the respondents are:

1/2 of the families have 3 or fewer persons

5 families are single parent households

34.9% of the families have no children

16.39% of the families have 2 children

Only 16.3% of the families have more than 2 children

THE FAMILY SIZE IS RELATIVELY SMALL!

8.2 NEED FOR CAUTION IN GOAL CONVERSION

While the aforementioned results (goals) were accepted and converted into objectives, policies and programs for the comprehensive plan, there is always a need to caution in the wholesale adoption of resident desires. Often, the fiscal and personal taxation levels required to achieve the goals of the residents are so high that the city would be irresponsible to adopt those goals for the fear of creating such a high basis forcing ever and ever higher ad valorem taxes (city property taxes on the residences).

One alternative is to shut down the potential for any new development within the city limits. With such irregular city boundaries and the problems with controlling development at the borders within the extra territorial jurisdiction (ETJ) of the city, this alternative is unacceptable. One of the adjacent cities has an aggressive annexation policy, which is threatening to the city; and another city is ready to extend its

municipal services to any land the city doesn't want, in order to increase its own ad valorem tax base. Present development pressures within the ETJ indicate that certain developers are now planning to build some projects which are adverse to the desires of the residents as indicated in the questionnaire responses.

Additional caution is needed for planning as one examines present and past city budgets. If methods for increasing revenues cannot be met or found, then the alternative will result in rapidly increasing taxes to pay for those necessary and essential municipal services.

THE COMPREHENSIVE PLAN

PART III. THE COMPREHENSIVE PLAN

9.0 PROPOSED LAND USE PLAN

9.1 STRATEGIES

The land use plan is but one element of the comprehensive plan. It allows the designation of all proposed land uses within the city. As an official document, it allows the freedom to designate particular uses, for generalized land areas within the city boundaries. It should be noted that the boundaries indicated in Exhibit 5: Proposed Land Use Plan, are general, not specific and do not propose to establish exact boundary lines. It is not the intent of this plan to take any resident's home for public use.

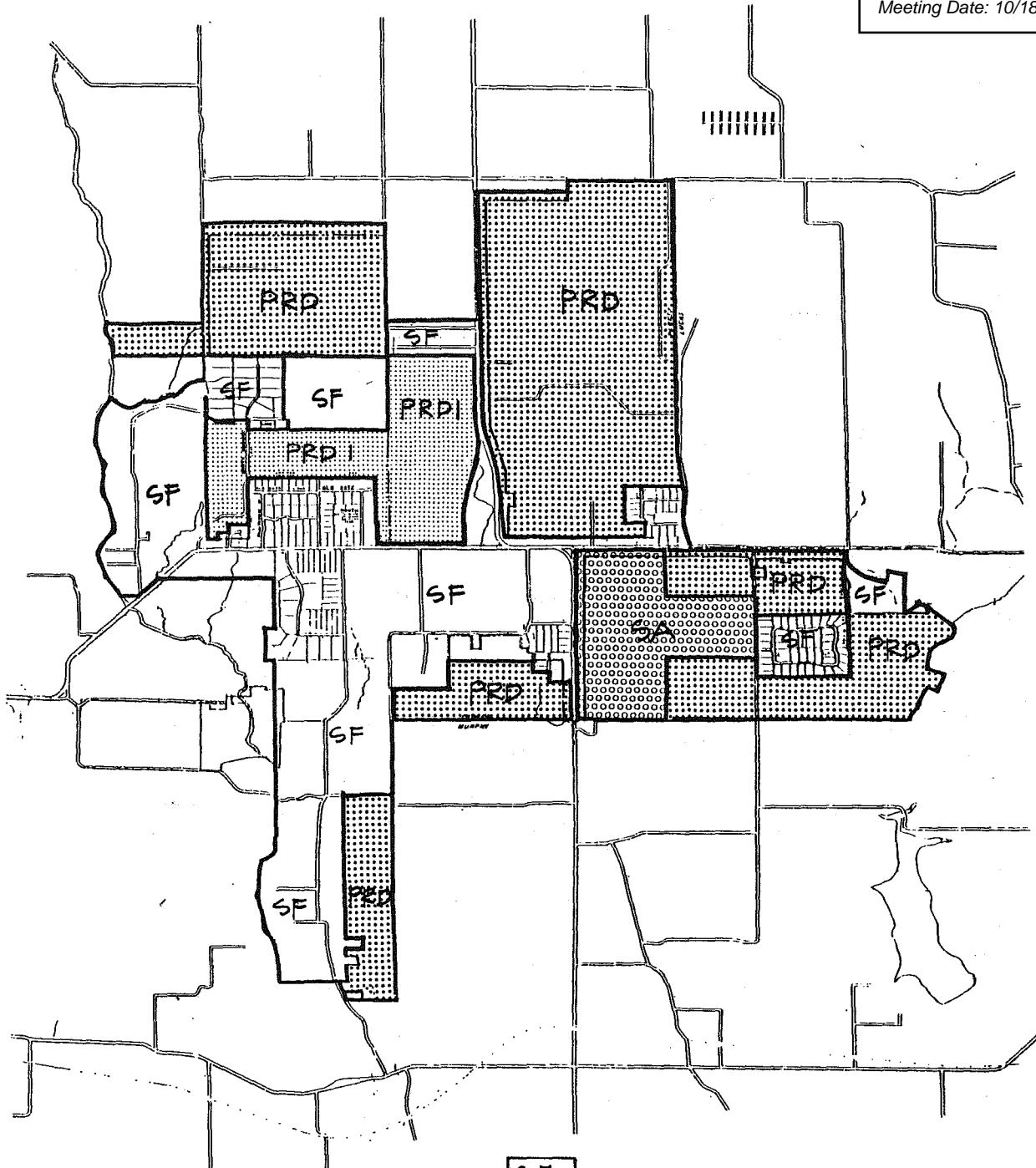
As discussed elsewhere in the plan, there is a threat of rapid suburbanization of the city. Parker is expected to have a serious diminution in its open space areas. The difficulty with the loss of open space relates to the desire of the residents to maintain the rural atmosphere.

The plan seeks to harness rapid suburbanization to plan for the residents to have the same open space ambiance that they always had in their neighborhoods and behind their homes. With their desires to both maintain their current life styles and continue to have that same open space, there is need for the city to begin to protect its residents by planning for the future.

For this reason, as a major design strategy, the proposed land use plan for the City of Parker proposes to protect the existing residents by utilizing a system of controlling the new development by adding selected new districts. All existing single family residential zoned areas shall be bordered by the same housing density in any adjacent Planned Residential Development (PRD).

All properties within the Extra Territorial Jurisdiction of the City of Parker and any properties released from adjoining cities shall be considered for zoning as Planned Residential Development (PRD) or any other zoning compatible with the surrounding areas.

As a means to generate tax revenues, the Special Activities District is planned. Two grand boulevards, Parker and Murphy Roads are designed as major structural frameworks giving visual form to the city with their landscape materials. Other strategies are present in the plans, but are secondary.



SF SINGLE FAMILY
PRD 1 PLANNED RESIDENTIAL DEVELOPMENT 1
PRD 2 PLANNED RESIDENTIAL DEVELOPMENT 2
SA SPECIAL ACTIVITIES

PROPOSED LAND USE

CITY OF PARKER
Collin County, TX



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TABLE 5:
PROPOSED LAND USE AREAS, DWELLINGS, AND
POPULATION (Existing City Limits)

<u>RESIDENTIAL USE</u>	<u>DWELLING</u>		
	<u>AREA (ac.)</u>	<u>UNITS</u>	<u>POPULATION (*2)</u>
Existing-Min. 2 ac/DU	1462	340	1300
Additional-Min. 2 ac/DU	1179	590(*1)	2242
PRD1 - 1 ac/DU	167	167	634
TOTALS	2808	1097	4176

*1 assumes 2 acre/Dwelling Unit

*2 assumes 3.8 persons per family

TABLE 6:
TOTAL LAND USE ACREAGES FOR
COMPREHENSIVE PLAN

PLANNING DISTRICT	EXISTING		PLANNED RESIDENTIAL DIST.			PLANNED RESIDENTIAL DIST.-1			EXISTING TOWN CENTER	EXISTING SPECIAL ACTIVITY	ADDITIONAL SPECIAL ACTIVITY	TOTAL
	RESD. MIN. 2AC-SF *2	ADD. MIN. 2AC-SF	MIN 2AC-SF	<2AC-SF	OPEN SPACE *1	MIN 2AC-SF	<2AC-SF	OPEN *1 SPACE *1				
1	360	255	0	0	0	0	0	0	0	0	0	615
2	296	165	0	0	0	42	90	35	0	0	0	628
3	61	0	0	0	0	0	0	0	0	0	0	61
4	617	725	0	0	0	0	0	0	4	0	0	1346
5	128	44	0	0	0	0	0	0	0	0	0	172
TOTAL	1462	1189	0	0	0	42	90	35	4	0	0	2822
EXTRA TERRITORIAL JURISDICTION												
1	0	0	44	369	104	90	82	43	0	0	0	732
2	0	15	0	0	0	0	0	0	0	0	0	15
3	30	0	71	959	265	0	0	0	0	0	0	1325
4	19	5	89	222	78	0	0	0	0	0	0	413
5	0	0	77	407	119	0	0	0	0	122	276	1001
TOTAL	49	20	281	1957	566	90	82	43	0	122	276	3486
GRAND TOTALS	1511	1209	281	1957	566	132	172	78	4	122	276	6308

*1 20% OPEN SPACE ASSUMED (RANGE 20% - 55%)

*2 INCLUDES EXISTING 1 ACRE LOTS (Easy Acres)

9.2 DESCRIPTION OF ELEMENTS OF THE PLAN

The Comprehensive Plan includes the following special design features; (as shown in Exhibit 6)

9.2.1 None of the existing residential areas will have higher density homes immediately adjacent to that area. The first row of homes in the PRD areas will be the same density as in the adjacent existing residential areas. Open space will serve as a buffer within any new development.

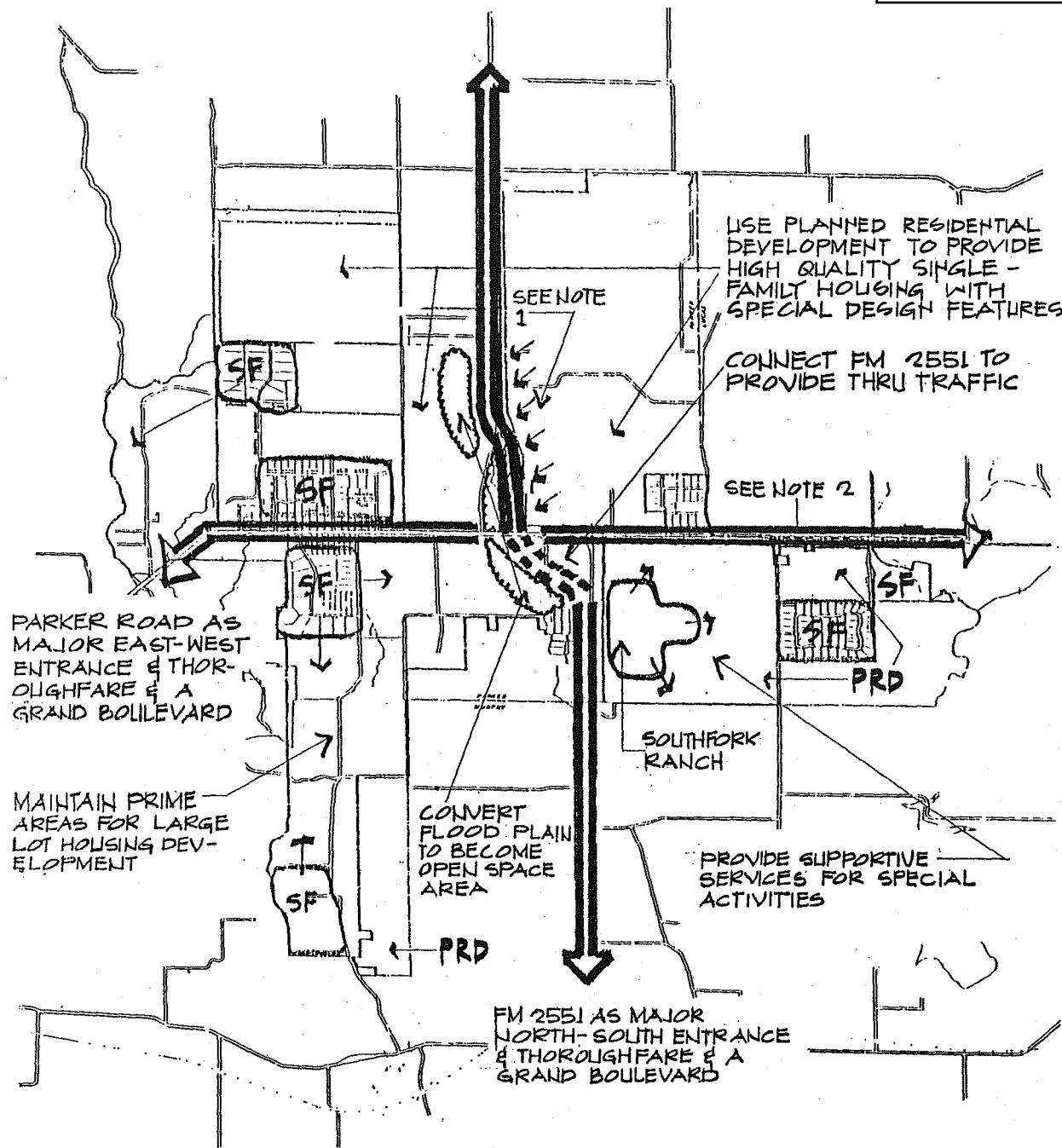
9.2.2 All new PRD housing will be either two acre lot minimums or well designed, development plans incorporating open space systems, buffers and more dense housing. In addition, the new housing will be subject to extensive design controls to perpetuate the image of an western semi-rural oriented city.

9.2.3 A revision to the county thoroughfare plan is to restrict FM-2514 and FM-2551 to 4 lanes with an intermittent center turning lane. Two roads, Parker and Murphy Roads are recommended to become grand boulevards. These grand boulevards are to be well landscaped, with trees, flowers and shrubs and having wide medians and deep setbacks before any building facades appear. As major north to south, and east to west, connector thoroughfares, these roads will give an improved image and a sense of arrival to the city.

9.2.4 Other thoroughfares are designated to provide excellent traffic flow through the city as an alternative to the two grand boulevards. Park Boulevard (Betsy Lane) going through the south end of Parker will bisect the Dublin Road district of the city. Brand Road will lead from Murphy north to Allen cutting through the city. McCreary Road is the other major north south arterial proposed.

9.2.5 In order to effectively deal with the existing conditions of tourism and Southfork Ranch, and obtain needed taxes for the revenue base of the city, cooperation with Southfork is proposed. Only through proper cooperation and coordination can Parker obtain its needed revenues and remain a large lot single family city comprised of elite neighborhoods. With the residents capable of higher taxation and not wanting the more typical strip commercial, contemporary shops which are proven to be successful in many areas of the country, there is need to plan for Southfork to encourage them to voluntarily annex into the city. In this way major tourist revenues can be converted to needed city services. For this reason, a Special Activities District is planned to surround Southfork Ranch and allow for the controlled development of the site and its surrounding properties. Protection for existing homes adjacent and west of Southfork Ranch is provided by major setbacks of proposed structures, landscaping, and open space.

In the Special Activities District, a broad range of design controls have been developed to tighten visual and traffic controls so that negative impacts will not arise for the residents.



NOTES:

1. CREATE SCENIC DRIVE ALONG PARK AREA OF DILLEHAY
2. PARKER ROAD & FM 2551 AS GRAND BOULEVARDS TO CREATE MAJOR ENTRANCE THOROUGHFARES WITH SPECIAL LANDSCAPE DESIGN CONTROLS

DEVELOPMENT OPPORTUNITIES

CITY OF PARKER
Collin County, TX



COMPREHENSIVE PLAN - 2001

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9.2.6 Due to the great plains' character of the landscape, and the overall barrenness of the land, a strict landscape planting requirement should be incorporated for all proposed developments. Through the policies of requiring rows of trees along street right of ways, and bushes, shrubs and trees in open space areas, a new, reforested appearance of Parker will be maintained as the city develops.

9.2.7 The concept of open space within the city is promoted through the use of open space within the Planned Residential Development areas.

9.2.8 A scenic drive through Parker has been designed by interconnecting Murphy Road (FM-2551) with Dillehay Road. Dillehay follows along a green, wooded flood plain area -- quite an asset to the city. By re-routing FM-2551, a continuous north-south scenic drive becomes one of Parker's grand boulevards.

9.2.9 The Planned Residential Development is utilized as a special planning device, serving to alert potential developers that physical design negotiations are expected from them. From the very beginning, developers are expected to enter the review process with a view toward working with the city and its residents to obtain mutual goals.

Each of the aforementioned items of special design features within the plan have been carefully studied so that, over time, the City of Parker will evolve into a very special, controlled design community. By adhering to the essentials of the land use designations; that is, specific land area allocations and their amounts, a sound fiscal future can be achieved. Citizen participation and citizen input will regularly occur throughout the life of the plan by means of the required site plan review process, necessary for all zoning districts. Especially of interest is the Planned Residential Development District requiring city review from its very beginnings in the approvals process. The Single Family District maintains the existing housing district regulations, and an outline of the districts follow:

9.3 SINGLE FAMILY DISTRICT

This district follows the existing regulations of the City of Parker for the Single Family Residential District. The regulations shall be the same as those requirements of the current zoning ordinance;

9.3.1 minimum lot area shall be two (2) acres net of flood plain areas, utility easements, etc.

9.3.2 minimum lot width shall be 200 feet.

9.3.3 minimum lot depth shall be 300 feet.

9.3.4 minimum side yard setback on corner lots shall be 50 feet.

9.3.5 minimum side yard shall be 40 feet.

9.3.6 maximum percentage lot coverage shall be 10 percent.

9.3.7 no garage shall face the street.

As outlined, these district regulations promote the continuation of estate lots, two acres and above. A great deal of land (about 2641 acres) has been reserved for the continuation of this existing land use pattern -- the predominant housing type, as demonstrated in Table 6: Total Land Use Acreages for the Comprehensive Plan.

9.4 PLANNED RESIDENTIAL DEVELOPMENT (PRD)

Almost 100% of the land that is currently developed as large lot single family residential (2 acre lots), has been protected by the plan by the proposed method of rezoning adjacent lands to the very same densities. All new PRD housing will be either two acre lot minimums or well designed, development plans incorporating open space systems, buffers and more dense housing. In areas where PRD is designated, planned controls on development are emphasized with the development restriction and examination of 20 to 200 foot required open space areas. These PRD open space areas shall be further controlled (e.g. to require plantings) so that new developments will be much more desirable than merely having gridded two acre lot developments. Each PRD residential area will have specific design guidelines adopted by the city council. When PRD's abut Single Family Districts or properties presently in the city limits, adjoining areas may be considered for open space use to be developed with PRD. This situation shall apply if natural and unique physical features (e.g. lakes, treed areas, or creeks) are prevalent on the adjoining areas. These design control guidelines will include:

9.4.1 All proposed PRD developments shall require a mandatory site plan submittal. The site plan will be reviewed and approved by the Planning and Zoning Commission and the City Council in public hearings prior to formal adoption. This approval shall be essential prior to receiving plat approval or building permit.

9.4.2 A point system is recommended to be adopted which would control the places where development would be approved for construction. If proposals for development are submitted which are great distances from existing utilities, roads, etc., then a method of point assignments shall be made. These point assignments must be overcome by the developer by his payments to the city to compensate for any additional city costs. Without proper payments, or achievement of the proper point scores, a proposed PRD development would not be issued a building permit. A detailed example of a possible point system is shown in Appendix III.

9.4.3 Cluster development, or performance zoning, is preferred; conventional grid, cookie cutter or rectangular subdivision of the land is discouraged.

9.4.4 Required open space is established within a range from 20 to 55% of open space (non-impervious surfaces) excluding space for streets and utilities easements.

9.4.5 Any open space system shall be included as a part of the property to be maintained by the developer or homeowners association. A recommendation will be forthcoming from the City Council on ways to protect the city from any developer that refuses or is unable to maintain any open space areas.

9.4.6 A 50 to 200 foot setback as a minimum may be required from any existing subdivision lots platted prior to December 31, 1985. This open space is subject to the following restrictions.

9.4.6.1 A minimum of 6 trees per acre to be provided over 10 feet high each.

9.4.6.2 Grass, ground cover, etc., and other plantings shall be provided by each developer.

9.4.6.3 Developer is to maintain common open space areas and pay all impact fees.

9.4.6.4 Internal open space interconnected systems are encouraged within the setback.

9.4.7 Uses in PRD's are limited to single family detached housing with a maximum of 2 dwelling units per gross acre, with the exception of 1 area designated as PRD1 on the Proposed Land Use Map (Exhibit 5). This PRD1 area is limited to single family detached housing with a maximum of 1 dwelling unit per gross acre.

9.4.8 At least one recreational facility is desired to be included in each open space area designated to serve 20 acres minimum; examples are golf course, country club, community building or center, tot lots, equestrian center, health club, swimming pool, tennis courts, etc.

9.4.9 Garage doors are not desired to be facing the street.

9.4.10 Housing is to be limited to two and a half stories, or 30 to 35 feet, with sloping roofs.

9.4.11 Roof colors are to be limited to earthtone colors; terra cotta, or weathered cedar shake color (no reds, blues, whites, oranges, greens, etc.)

9.4.12 All existing trees and drainage ways shall be noted on PRD submittals for review and approval.

9.4.13 No fences shall be permitted in front yard areas and side yards extending beyond the house facade on developments of 2 dwelling units per gross acre.

9.4.14 Fencing in side yard and backyard areas shall not exceed 5' -0" high. All fences shall be transparent and not comprised of solid, or near solid, fabric or surfacing.

9.4.15 The developer shall file an appropriate street lighting plan with the initial site plan. Street lighting shall be in conformance with city standards, and not be natural metal finish. Only green or brown colored light standards are permitted. No light standards shall exceed 15' -0" in height.

9.4.16 All subdivision sign identification shall be approved by the city and designed to fit into the design character of Parker.

9.4.17 Streets and roads shall be concrete surfaced with no curb and gutter. Drainage swales shall be provided adjacent to graveled shoulder areas on both sides of streets and roads. Curb and gutter shall be permitted only where engineering requirements dictate.

9.4.18 Collector streets shall be 36' width pavement minimum; internal streets shall be 24' width pavement minimum.

9.4.19 All streets to have rows of trees (of approved species) planted along street edges at 50' -0" on center.

As can be clearly recognized from the aforementioned list of proposed and recommended PRD development restrictions, the future city is anticipated to provide the existing residents with a very special environment, one that is anticipated to be even better than the present environment -- since so many of the current ETJ lands are uncontrollable by the city.

9.5 SCENIC ACCESS EASEMENT (PARKER [FM-2514] AND MURPHY ROADS [FM-2551])

In order to effectively regulate the major drives and entry points to the city, it is recommended that double rows of trees (of approved species) be planted at 50' -0" on centers on either side of Parker Road and Murphy Road. Wide medians are recommended. Wild flowers could be planted on all medians. Additional design controls should be considered in order to promote a western design image. Entry gates, pylons and subdivision identification signage should be approved by the city for its design character.

9.6 SPECIAL ACTIVITIES DISTRICT (SURROUNDING SOUTHFORK RANCH)

In order to recognize the tourist potential for the property, and encourage the Southfork Ranch owners to request annexation into the city, the areas surrounding the ranch should have its own zoning ordinance provisions as a "special design district" with architectural guidelines giving strong visual identification as a central focus for Parker's Grand Boulevards. Permitted uses on this land are recommended to include the following:

9.6.1 Special Activities as supportive services for Southfork such as tourist related activities (hotel, motel, tourist home, arts and crafts galleries, photo studio, Olla Podrida type arts and crafts mall, western theme shops, western wear, gourmet foods and cafes, dinner playhouse, antique shop, farmers market, floral shop) and other districts.

9.6.2 Facade Treatments and Colors:

9.6.2.1 Wood materials

9.6.2.2 All buildings must have overhangs and colonnades.

9.6.2.3 Canopies required, projecting from colonnades.

9.6.2.4 Country style, western style, no modern or post-modern styles permitted.

9.6.2.5 No concrete, concrete block, or metal building surfacing. Wooden surfaces with accent brick permissible.

9.6.2.6 No primary colors (red, green, yellow, or blue) only earth tones (brown, etc.) or complimentary colors on a design review basis only.

9.6.2.7 Only shingle or tile roofs are permitted.

9.6.3 Height, Setback, Parking and Landscaped Area.

9.6.3.1 No more than 3 stories or 35' -0" high for hotels; one story (18' -0") for other structures.

9.6.3.2 No facade can have a continuous width longer than 60' -0"

9.6.3.3 Landscaped, and open space, requirement is 40% of the gross lot area.

9.6.3.4 Landscaped materials are required in parking lots and in front of facades, etc.

9.6.3.5 Off street parking is required, with space allocation according to permitted uses.

9.6.3.6 Trees required as screening for parking and buildings.

9.6.3.7 Sidewalks shall be brick paving or special sidewalks.

9.6.3.8 15' -0" high light standards

9.6.3.9 Noise and lighting standards to be developed so that no obtrusive or noxious problems adversely affect adjacent residential districts.

9.6.3.10 Suitable structural setbacks from Southfork of 300 feet minimum shall be provided from all existing residential areas.

9.7 THE DUAL IMPACT FEE CONCEPT

Due to anticipated problems that are going to occur in providing and maintaining adequate rural and suburban facilities and services, the concept of dual impact fees is recommended for adoption by Parker. Using this system, an alternative to utilizing conventional city revenue sources can be adopted which will result in less costs to the residents over a period of time. See Appendix II for additional discussion and examples of possible dual impact fees.

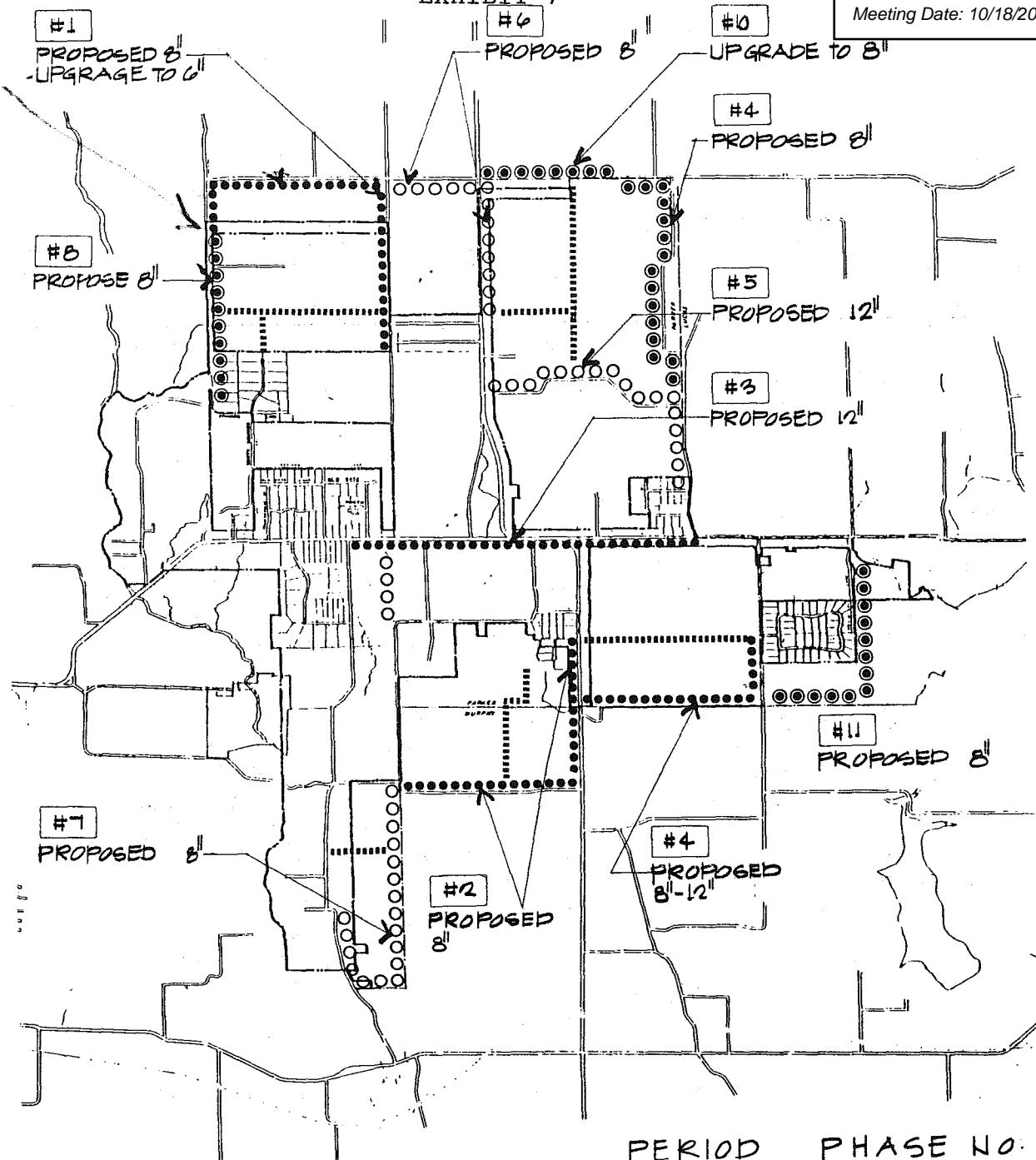
9.8 THE WATER SYSTEM AND PHASING

9.8.1 WATER SYSTEM PLAN

In order to properly plan for the future city, the comprehensive plan proposes to utilize a point system keyed to land areas and their distances from existing utility lines. Since waste water is currently handled by ST/SAS systems, and a proposed central municipal system need to be designed, the phasing for the plan is based upon the existing and proposed water system plan which follows, as diagrammed on Exhibit 7: Proposed Water Lines.

The water supply plan for the City of Parker must be designed to provide an adequate, safe, potable and economical water supply. The plan does, and must, consider numerous political boundaries, such as the existing city limits, the ETJ, limits of service by the Parker Volunteer Fire Department and the Pecan Orchard Water Supply Corporation. The City of Parker Comprehensive Plan should serve as a guide to its citizens to implement an orderly, economical, and functional developmental growth. Any city plan needs to consider the future plans of Allen, Lucas, Murphy, Wylie, St. Paul. Without this consideration, and possible coordination, there could be a duplication of services, excessive costs and lack of services to a greater number of potential and existing users. The proposed improvements to the Parker water plan are divided into three time periods. The first five year period is from 1986 to 1991. The second six year period spans from 1992 to 1998; and the third seven year period spans from 1999 to 2005.

Several sources were used to obtain data and information from which to build the water plan. Previous engineering reports and additional information was provided by various consultants. It is understood that there may be some additional engineering studies now in progress by the Pecan Orchard Water Supply Corporation, but these have not yet been completed and partial information has not been obtained. For this reason, almost all of the over view of the needs for the water plan has been based on preliminary engineering estimates related to population projections, land use projections, and distributions. In view of these items, the city water plan must be subject to continued study, refinement and alterations as changing conditions, needs and priorities may require. It is intended that this plan be flexible and provide a basic guide for adequate construction of a water system for all of the citizens of Parker and the land within and next to the ETJ. The exact size and locations are beyond the scope of this plan, but can be refined as the need for each land segment becomes a reality.



PERIOD

PHASE NO.

.....	1986-1991	#1, #2, #3, #4
0000	1992-1998	#5, #6, #7
0000	1999-2005	#8, #9, #10, #11
.....	INTERNAL TIES	

PROPOSED WATER LINES

COMPREHENSIVE PLAN - 2001

CITY OF PARKER
Collin County, TX



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A vital part of any comprehensive planning effort is the evaluation of the existing water system. The existing water system that serves the City of Parker is operated and maintained by the Pecan Orchard Water Supply Corporation. Even though the system is not owned or operated by the city, Parker needs to evaluate the system and review its potential impacts on land use on behalf of its residents. Design criteria are available for evaluating the existing system; and those criteria selected should be applicable to the proposed plan. Evaluation of the existing system needs to include pressure adequacy, physical conditions, economic life expectancy bases upon the physical conditions of pipes and appurtenances and bond indebtedness. All of these items are beyond the scope of our consideration, here. For this reason the major parameters are: the capacity of the water source, the pump(s) capacities, and total ground and elevated storage. These three parameters must be reviewed in terms of the number of connections that could be served rather than only population.

Various state and federal agencies have adopted policies, regulations, guidelines and criteria for all water systems throughout Texas. The more pertinent criteria for a rural water system is delineated below, but may not be even adequate for any other development situations without improvements.

9.8.1.1 FIRE PROTECTION: an important consideration is the operation and maintenance of at least an adequate fire protection system.

9.8.1.2 WATER SUPPLY: for systems as large as those for the size of the City of Parker, the water supply should have at least the capacity of 0.6 GPM per connection, and also have duplicate production facilities.

9.8.1.3 WATER STORAGE: total water storage requirements for rural water systems are computed based on two days average supply of water, but also not less than 300 gallons per connection.

9.8.1.4 PUMPING CAPACITY: at least two or more service pumps having a total rated capacity of two gallons per minute per connection, or a total capacity of 1,000 GPH and be able to meet peak demands for the land use pattern developed, whichever is less.

The rural Pecan Orchard Water Supply Corporation, like many other domestic water systems in Collin County, buys treated water that originates from the North Texas Municipal Water District. The NTMWD has already developed a number of long range plans to ensure their customers of a reliable future water supply. Though, not within the scope of the comprehensive plan document, no evaluation has been made to determine the adequacy of their plan pertaining to Parker. It is assumed that NTMWD will be able to supply all the future development needs of the city.

Exhibit 7, Proposed Water Lines, indicates that the areas for proposed future expansion. The non-supplied areas requiring new service, should be supplied by the extension of existing systems. The exact mechanisms to accomplish each development or expansion could be accomplished by a number of methods depending upon the facts, details and criteria for each situation on a case by case basis. Parker must address the provision of adequate water and its storage for its existing and future residents.

As the demand for water in Parker increases, the reliability of the Pecan Orchard Water Supply Corporation capacities become vitally important. Water line breakages, and or continued pipe failures can weaken the ability of any system to deliver adequate water to its customers. During summer periods, the heavy water use could affect major equipment failure, line breaks specifically or non-looped systems, lack of storage or low spot system pressures could cause untold hardship on the residents of the city.

Recommendations reaching as far back as 1975, have included larger pipe sizes, more storage facilities, duplication of appurtenances and better operation and maintenance. Some accomplishments have been completed; but there still remains problems to be overcome. Before any development or expansion of the water system is made, the looped system with redundant valving should be constructed. This change could be accomplished by a number of methods which could include Pecan Orchard Water Supply Corporation, the City of Parker, the new residents or a Municipal Utilities District (MUD). The specific details or procedures to accomplish any or all of these methods is beyond the scope of this study. Lack of water, low pressure, non-looped pipes, needed storage, and operations and maintenance considerations are challenges to be met with standard engineering practices, if the desire for water is expressed and willingness by the end user to pay the cost of accomplish the desired results.

The proposed water system, as shown on Exhibit 7, Proposed Water Lines, is the basis for the phasing plan. In order to properly phase development, certain principles must be utilized. Typically, a comprehensive plan does not consider the phasing of development. As a general guide for development, the comprehensive plan establishes a blueprint, or snapshot in time in the future. It should not really matter as to where in Parker developers first initiate their construction, or begin their subdivision construction. As long as the zoning ordinance and subdivision ordinances are revised to implement the comprehensive plan, the future will be assured. But, our study effort has projected that fiscal stress will continue for the City of Parker; and plans must be made now for lessening that stress. One method is to designate certain areas of the city for utilities investment; and, then coordinated budgeting to meet the needs of those areas. If a prospective developer wishes to build in an area of Parker that will not be improved until later years, some equitable method of negotiation and compromise must be developed so that the city can stay on course with its capital budgets and implement the plan.

Phase 1 provides an 8 inch line along Bolin Road and Bandy Lane, along the northwest edge of the city (See Exhibit 7: Proposed Water Plan). A 10 inch line is also provided along Parker Road (FM-2514) from Dublin road to Lewis Lane. Another 8 inch line is proposed to go south from the existing water line in Murphy Road (FM-2551), south from Gregory Lane to Betsy Lane, then west to Bozeman Drive. The last line for Phase 1, (1986 to 1991) would run from FM-2551 east along McWhirter Road and run north along McCreary Lane. Suitable internal ties would be added to the existing and new lines to create a continuous loops.

Phase 2 (1992 through 1998), begins with a new 12 inch line starting at Parker Road and Lewis Lane running north to Curtis Drive and west to Dillehay Drive, where an 8" line would run north along Dillehay to Bandy Lane. The next line in the phase would be located along Bandy Lane, running west to Bozeman Drive. A new 8 inch line would also be located along Bozeman Drive and its extension from Parker Road south to the southern border of Parker's ETJ.

Phase 3 (1999 through 2005), begins with a new 8 inch line along Bolin Drive extending north from Sycamore Lane to meet the new 6 inch line which had been constructed in Phase 1 (coming down south from Bandy Lane). A new 8 inch line would be constructed north along Lewis Lane, starting at Curtis Drive, running to Bandy Lane where it would run due west as a 8 inch line, also. The final line in Phase 3 would be located along Bois D'Arc Lane, running south to the extension of McWhirter Road and then west to McCreary Lane.

9.9 DEVELOPMENT PHASING AND POINTS

In order to properly assess development proposals that interfere with the proposed water plan, and potentially the municipal sewer system, points are recommended to be awarded based upon several factors. See Appendix III for additional discussion.

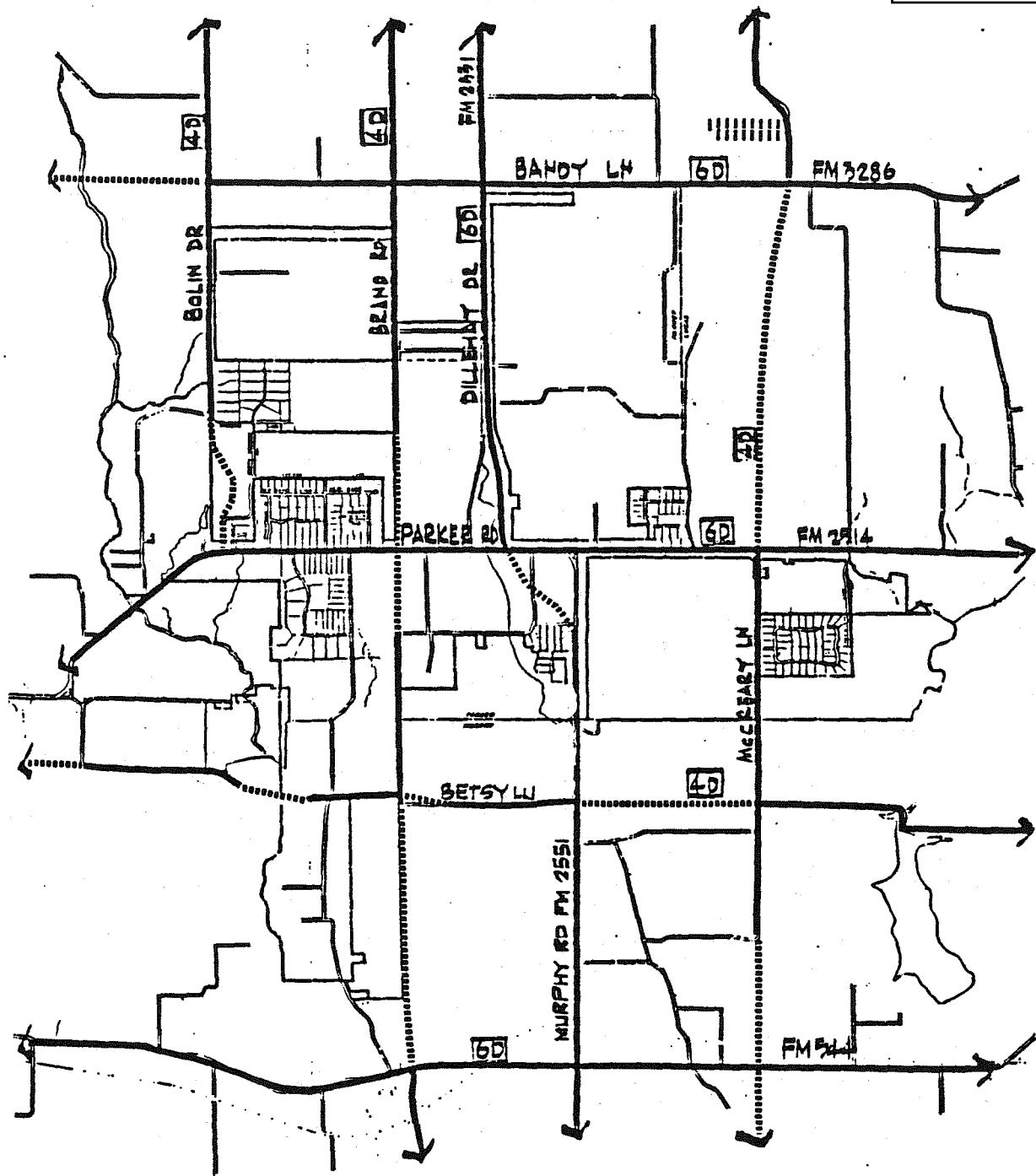
9.10 THOROUGHFARE PLAN

Major access to the City of Parker is from the west, from the population centers of Dallas and Plano. Most people having destinations in Parker will travel into the city along Parker Road, from the west and FM-544 from the west of the city, to either Brand Road, FM-2551 (Murphy Road) or McCreary Lane. Some traffic into the city will arrive along Bandy Lane (FM-3286) from the west from the City of Plano. Origins and destination to the east, are much fewer -- since there are such small population centers in that direction.

Two major roads are planned to bisect the middle of the city. (See Exhibit 8: Proposed Thoroughfare Plan). Parker Road (FM-2514) and Murphy Road (FM-2551) are planned to become six lane divided roads. It is recommended the City of Parker encourage Collin County to restrict FM-2514 (Parker Road) and FM-2551 (Murphy Road) to four (4) lane divided roadways having wide, landscaped medians with road-sides edged by rows of trees, spaced 50' -0" on center. Wild flowers will be planted in the medians; and, major entrances and exits from the city will be along these grand boulevards. With special design controls, the driver will know he has arrived in Parker.

Using these two grand boulevards as a framework, other important roads are: 1) the planned extension of Betsy Lane (Park Boulevard) on the south side of the city -- connecting to Central Expressway (I-75) to the west; 2) McCreary Lane, on the east side of the city, is planned to become a major north to south thoroughfare, and is designated as four lane divided; 3) a new route, curving in front of Southfork Ranch, FM-2551, will travel north to meet with the intersection of Dillehay Drive. As this new road crosses Parker road, it will become a very scenic drive -- passing alongside the flood plain areas of Maxwell Creek; 4) Brand Road, another north to south thoroughfare is planned to become a four lane divided road connecting Murphy with Allen; 5) Bolin Drive, on the western edge of the city, is planned to become a minor thoroughfare dead ending into Parker Road and winding north into Allen.

In addition to the aforementioned thoroughfare designations, the city will coordinate development by later planning of the collector streets, etc., during the subdivision platting process. It is anticipated that those curvilinear street requirements, recommended for the new subdivision ordinance will provide interesting and well designed traffic patterns.



- EXISTING
- PROPOSED
- 4D FOUR LANE, DIVIDED ROAD
- 6D SIX LANE DIVIDED ROAD

PROPOSED THOROUGHFARE PLAN

COMPREHENSIVE PLAN - 2001

CITY OF PARKER
Collin County, TX



0 1000 2000 4000 FT

JBG PLANNERS, INC.
Dallas, Texas

8
EXHIBIT

RECOMMENDATIONS FOR IMPLEMENTATION

PART IV. RECOMMENDATIONS FOR IMPLEMENTATION

This section of the plan document provides an overview and general explanation of the opportunities for implementation, specific implementation steps and discussion of the planning process, as well as recommended methods for updating the plan.

Plan implementation is firmly tied to the ability of a community to promote its plan over a very long time period. For this reason, any recommendations for implementation must be directed so that full and complete continuity of support will be received from elected and appointed officials. Some difficulties in implementing the plan will be related to coordinative activities. Since the city does not have a full time person involved in actively monitoring community development, such as a development coordinator, it is suggested that the city administrator serve as the long term coordinator of all of the elements of the plan so that efficiency and continuity gets built into the plan. The Planning and Zoning Commission and the City Council should study and understand the plan document and serve as major implementors of the plan.

10.0 GROUPS IDENTIFIED AS IMPLEMENTORS:

The plan for Parker consists of harnessing the actions of many individuals within the community. Since the entire community has participated in developing the plan, the entire community has a responsibility (and an opportunity) to implement the plan. The key groups are listed below with comments about their potential participation in the implementation process:

CITY OF PARKER- The city government of Parker has the major role in implementing the plan. This implementation, ultimately, is carried out by the City Council, the Planning and Zoning Commission, the various boards and commissions, and the city staff. Actions can vary from regulatory decisions about implementation projects, to the administration of city policy by the City Council.

PLANO INDEPENDENT SCHOOL DISTRICT and LOVEJOY INDEPENDENT SCHOOL DISTRICT - As an autonomous political unit, the school district has the responsibility for providing education services. Their actions affect the residents of Parker. Because of the interrelationship between schools and parks and recreation, as well as many other community activities, there is a strong need to coordinate school district efforts with the city. Both Plano and Lovejoy Independent School Districts' site selections and plans need to take into consideration the future planning of development within Parker.

SOCIAL SERVICES NETWORK -- Even though many of the residents of Parker have high incomes, any city must consider their future, changing conditions, and the dynamic nature of cities. Many of the human services actions are provided by the Plano and Lovejoy Independent School Districts.

RESIDENTS OF PARKER -- The support of the residents of Parker is essential to any successful implementation. Regular reference to the plan should be made by city officials, in order to reinforce the plan in everyone's minds.

REALTORS AND DEVELOPERS -- Most realtors and developers are not residents of Parker. Because of their role in the selling and building of the city, they have an important and far reaching role to play. Through their efforts, tax payments to afford city services can be reduced for the residents.

10.1 TOOLS FOR IMPLEMENTATION

The comprehensive plan, as a legal document for land use control, and as a means for targeting change to the future city, serves a number of functions. It is a guideline for land use decisions, traffic, utilities, and roads. It serves as a basis for specifying projects needed to bring about the overall development of the community, and it specifies a variety of policies which will need to be followed for the community to obtain the high quality development it desires. Major implementation tools can be classified into two basic categories: administrative and fiscal.

Present regulations for land development of the city include the zoning and subdivision regulations, the building code and other miscellaneous ordinances. The design and formatting of these regulations to meet the goals of the community, and the administration of these regulations by appointed commissions and by city administrative staff, are an important part of the overall implementation program.

Any new development in Parker presents a potential financial obligation for the city. Funding must be examined and provided. The major funding source for programs is the city budget. Some action projects may be too expensive for funding out of the operating budget, and need to be developed in the capital improvements program. In the future, bond issues may need to be considered. Some action projects can be funded with the proposed development point system, or accumulated funds; however, in most instances, some method of financing other than the operating budget is needed.

In addition to these public improvements described above, the private development community will pay for the costs of the infrastructure improvements. A more exact, detailed study of city/developer participation needs to be performed and city policies established.

10.2 RECOMMENDED ORDINANCE CHANGES

Plan implementation requires the enactment of certain ordinances, programs and the adoption of policies. Additionally, in order to help achieve implementation of the goals, policies and programs within the plan, a number of minor revisions to the zoning ordinance and the administrative process need to be considered:

10.2.1 Add a new district, PRD, Planned Residential Development District, which should be written to provide a framework for the uses and design controls of single family housing. Open space, within each PRD district, would be required as a design organization concept. Details for the district should be more fully developed, but based upon, the aforementioned concepts in this comprehensive plan.

10.2.2 Add a new district, SA, Special Activities District, which should provide a framework for the uses and design controls for an acceptable, and supportive development of the area around Southfork Ranch. These regulations should be very carefully developed to respect all existing and proposed residential areas around the SA, or Special Activities District.

10.2.3 Continue the existing SF, Single Family District, as the core residential district and base of the city. Any other districts should enhance the continuation of the single family large lot, semi-rural life style.

10.2.4 Add a new district, SAE, Scenic Access Easement, to the zoning ordinance, to control the image of the two grand boulevards (FM-2514 and FM-2551). Only through an additional ordinance can a western, semi-rural image be implemented in this district.

10.2.5 Provide a new section in the ordinances to require centralized waste water disposal systems with a minimum of a secondary treated effluent for the new development districts (Planned Residential Development and Special Activities) and examine the need for centralized waste water disposal systems for all new Single Family Districts.

10.2.6 Add a requirement for site plan review by the Planning and Zoning commission prior to approval and issuance of any building permit for any district.

These site plan requirements should include: 1) location of major woods, treed areas and proposed landscape materials and location; 2) submittal of grading plans where such are appropriate (particularly near drainage way, flood areas, etc.); 3) architectural elevations, where appropriate (particularly high visibility areas, such as the areas adjacent to the Dublin Road and Sycamore Lane areas); 4) any proposed development over 5 acres should be required to submit a site plan for review; 5) coordination of streets to a thoroughfare plan map; 6) environment impacts; 7) and utilities services.

10.2.7 More frequent use of the device of joint meetings of the Planning and Zoning Commission and the City Council.

10.2.8 A series of administrative and operating policies should be assembled, and documented, by the city for zoning reviews. (These policies could range from required access to open space areas, to the placement of air conditioner units so that their operation does not interfere with adjacent property owners. A check list could then be prepared by the staff for the Planning and Zoning commission or City Council, indicating that the applicant has or has not met the policy).

10.2.9 Sometime in the near future the City should examine the most feasible method of providing utilities, from an economic stand point, for the long term best interest of its residents.

10.2.10 A special flood plain policy, or ordinance, needs to be enacted to prohibit constructing homes in flood areas, or from improperly locating waste-water treatment systems.

10.2.11 Subdivision regulations should be amended to require proposed design treatment of wooded areas.

10.2.12 The city should develop controls for erosion and sedimentation, particularly adjacent to flood areas.

10.2.13 The city should develop controls for buildings and roads adjacent and contiguous to the main electrical power line easement running (east - west) through the north areas of the city.

10.3 REVIEW AND UPDATE OF COMPREHENSIVE PLAN

The Comprehensive Plan document cannot be viewed as a one time, or final effort. The preparation of this plan, its adoption and implementation, are steps in the continuous planning process that must be employed by the City of Parker. Any plan needs continuous monitoring. Detailed studies of areas of the plan should be evaluated and designs prepared. Partial updating should be performed when the need arises, and the plan redone on, at least, a five to ten year schedule. For the City of Parker, the general framework for review and updates should be comprised of four elements:

10.3.1 PLAN EVALUATION:

During the budgeting process, each year, plan evaluation should be undertaken. The goals, objectives, policies and programs and the general plan elements should be examined to establish to what extent the plan has been carried forward. At that time, there may be need to amend or adjust the plan in order to better meet the goals of the community; and, in this case, an amendment to the plan should be made. Similarly, the budget process should be keyed into the goals and policies of the city, and attempts should be made to provide enough budgetary resources to achieve plan implementation.

10.3.2 PARTIAL UPDATING:

Given the population growth, changes in control of the ETJ, and annexation; a partial update of the plan should be made every five years. This update should consist of examining the broad areas of the plan, and identifying those areas which need re-examination.

10.3.3 MAJOR UPDATING:

At least every ten years, a major update should be performed. Changes are occurring so rapidly, that the impact of those changes on the City of Parker probably will necessitate rethinking on a regular schedule.

10.3.4 CONTINUOUS PLANNING:

As a broad dynamic, fluid and changing blueprint for the future, the Comprehensive Plan identifies a number of needs for further study and detailed design required, as a part of the planning process. These needs are required to fully implement projects and programs and are described below:

10.3.4.1 Coordinate and work closely together with the Pecan Orchard Water Supply Corporation to provide for the proper and necessary water supply and hookups necessary to accommodate controlled growth.

10.3.4.2 Begin discussions and negotiations with the North Texas Municipal Water District for sewer services in anticipation of possible services.

10.3.4.3 Develop a city wide plan for storm water drainage and improvements to sewage treatment.

10.3.4.4 Perform a study of flood way, flood plain areas in order to properly delineate these areas.

10.3.4.5 Continue to work on inter-governmental agreements on the perimeter boundaries of the city. Special coordinative efforts should be undertaken with Murphy and Lucas.

10.3.4.6 Explore the potential for maintaining autonomous political control of the existing Parker city limits and its ETJ, yet, merging into a new city comprised of one or more of the neighbor cities (Lucas and Murphy). Discussions with the Attorney General's office of the State of Texas should be undertaken to structure a Home Rule City having single member districts, with a mayor elected at-large.

10.3.4.7 Investigate the additional potential for inter-governmental agreement with adjacent cities for fire and emergency services.

10.4 LIST OF REQUIRED NEW ORDINANCES AND AGREEMENTS FOR IMPLEMENTATION

10.4.1 A new zoning ordinance should be developed and enacted which reflects the comprehensive plan.

10.4.2 A new subdivision ordinance should be developed and enacted which reflects the comprehensive plan.

10.4.3 After a careful study a new impact fee ordinance should be developed and enacted which follows the recommendations of the comprehensive plan.

10.4.4 Special attention should be paid to a new ordinance for a capital improvements program for the next decade. During budget hearings, City Council should be alert to changes in city conditions, yet work toward regular funding for implementation.

10.4.5 Special design control regulations should be developed for drainage easements and flood areas of the city.

10.4.6 Boundary agreements with adjacent cities should be continuously monitored in light of unauthorized annexation by neighboring cities in recent months (in violation of previous boundary agreements). Pressures to de-annex from Parker to adjacent cities by developers need to be countered by the supply of municipal services (water and sewer) in advance of development.

10.4.7 Negotiations with Collin County, the State of Texas, and adjacent cities should be undertaken with regard to the proposed thoroughfare plan. Agreements should be sought for the budgeting of construction and respective governmental responsibilities.

10.4.8 Within the new subdivision ordinance, consideration should be given to adopting standards for streets, drainage, utilities, and landscape provisions. Mandatory tree planting with particular species designation should be required to be indicated in the ordinance.

It should be noted that the comprehensive plan is designed to serve as a guideline for the community's development for a period of 10 to 15 years. The plan's adequacy should be reviewed every 5 years, and recommendations should be developed in conjunction with changes in social and economic conditions.

APPENDIX SECTION

APPENDIX I

CITY OF PARKER COMPREHENSIVE PLAN

STATISTICAL SUMMARY TO CITIZENS' QUESTIONNAIRE

Issue 1:

91.21% of the respondents agree that a comprehensive plan will protect established neighborhoods against changes incompatible with existing resident life styles. 60.44% of respondents strongly agree (SA).

Issue 2:

79.12% of the respondents agree that only detached, single family housing should be developed in the future. 62.44% respondents strongly agree (SA).

Issue 3:

64.87% of the respondents agree with the city's current policy concerning building. Among the responses, 24.18% strongly agree (SA) and 26.37% agree (a)

Issue 4:

70.33% of the respondents agree that water pressure is adequate.

Issue 5:

79.12% of the respondents agree that the city should do something to require citizens to maintain their fences in good repair.

Issue 6:

48.35% of the respondents agree that the stabling of large animals on some lots create health and sanitation problems in their neighborhood. 42.86% respondents disagree with the issue.

Issue 7:

82.42% of the respondents are concerned that future city policy might allow smaller homes or apartments. 50.55% respondents strongly agree (SA).

Issue 8:

80.81% of the respondents agree that planning for future development and population growth is in their best interest. 48.35% respondents strongly agree (SA).

Issue 9:

62.64% of the respondents agree that roadsides should be planted with wild flowers. There are 31.87% who disagree with this issue and 5.49% have no opinion.

APPENDIX I

Issue 10:

86.81% of the respondents believe that deteriorated and unserviceable building should be eliminated from the city.

Issue 11:

56.05% of the respondents agree that a plan for open space and equestrian centers for stabling of horses in future subdivision should be considered. **37.37%** respondents disagree.

Issue 12:

52.74% of the respondents agree with planning for retirees, while **43.96%** respondents disagree (D). NOTE: There are only 8 respondents of the 91 classified as retirees (a percentage of 8.8%)

Issue 13:

60.44% of the respondents disagree with the existing policy permitting large animals to be stabled in established neighborhoods. Among these, **26.37%** strongly disagree (SD) and **20.88%** disagree (D).

Issue 14:

45.05% of the respondents would vote to increase their taxes for sewer improvements while **50.45%** of the respondents would vote to do so. (The higher percentage strongly disagrees (SD)).

Issue 15:

90.11% of the respondents agree that junk or unserviceable automobiles should be removed from public view. Among them, **49.45%** strongly agree (SA).

Issue 16:

79.12% of the respondents agree that the perceived identity of the community should be that of a rural village/commuting community. Among them **32.97%** strongly agree (SA) and **29.67%** agree (A).

Issue 17:

58.23% of the respondents disagree that future residents should have the option of a range of housing densities in selected neighborhoods. However, **39.56%** respondents agree. **35.16%** respondents strongly disagree (SD).

Issue 18:

73.63% of the respondents disagree that multi-family development may be considered as an acceptable land use if they do not interfere or intrude upon single family areas. Among them, **58.24%** strongly disagree (SD).

Issue 19:

61.53% of the respondents disagree that the active promotion of business and economic development is needed in Parker, while **37.36%** agree. **37.36%** strongly disagree (SD).

APPENDIX I

Issue 20:

60.44% of the respondents believe that a variety of housing styles is desirable if the housing is properly planned to meet social and economic needs. **38.46%** disagree.

Issue 21:

60.44% of the respondents agree that too much traffic affects their daily activities. Among the, **23.08%** strongly agree (SA) and **18.68%** agree (A).

Issue 22:

61.55% of the respondents would vote to increase their taxes to increase police protection, while **30.78%** would not.

Issue 23:

94.51% of the respondents believe that the city should have a clear, long range plan for the future. Among them **52.75%** of the respondents strongly agree (SA).

Issue 24:

65.93% of the respondents agree that a coordinated system of private and public open space with bike and bridle paths should be planned for the city. **31.87%** disagree.

Issue 25:

69.23% of the respondents would agree to increase their taxes for maintaining desirable level of city services, while **28.59%** of the respondents disagree.

Issue 26:

53.84% of the respondents agree that neighborhood business activities within designated areas of the city may be beneficial in the future. **45.05%** respondents disagree.

Issue 27:

91.21% of the respondents agree that new developments should pay all costs for streets, sewers, and services. Among them, **9.45%** respondents strongly agree (SA).

Issue 28:

54.24% of the respondents agree that the streets in their neighborhood are in satisfactory condition. **39.55%** disagree.

Issue 29:

56.05% of the respondents do not want to have neighborhood convenience shops and services, but **41.75%** respondents want them. **32.97%** respondents strongly disagree (SD).

Issue 30:

50.55% of the respondents agree that a sound, business tax base can assist in improving and maintaining city services. **43.98%** of the respondents disagree.

APPENDIX I

Issue 31:

79.12% of the respondents agree that crime is not a problem in their neighborhood. Among them, 52.75% strongly agree (SA).

Issue 32:

58.25% of the respondents believe that the city should enhance police protection and 36.26% disagree.

Issue 33:

72.53% of the respondents would not prefer to do most of their shopping in Parker. Among them, 42.86% strongly agree (SA).

Issue 34:

61.54% of the respondents agree that flooding has not been a problem in their neighborhood. 15.38% strongly disagree (SD).

Issue 35:

56.05% of the respondents disagree that the city should acquire more land for public open space and recreation. among them, 24.18% strongly disagree (SD); 41.76% agree (A).

Issue 36:

69.23% of the respondents think that the city should allocate more money for street maintenance.

APPENDIX II

CITY OF PARKER COMPREHENSIVE PLAN

THE DUAL IMPACT FEE CONCEPT

Due to anticipated problems that are going to occur in providing and maintaining adequate rural and suburban facilities and service, the concept of dual impact fees is recommended for adoption by Parker. Using this system, an alternative to utilizing conventional city revenue sources can be adopted which will result in less costs to the residents over a period of time. With impact fees, there can be combating of the following problems:

- 1 rapid growth and continuing trends toward suburbanization.
- 2 deteriorating infrastructure in established areas.
- 3 effects of inflation on traditional revenue sources, specifically the ad valorem property tax.
- 4 unwillingness of voters to pass bond programs not required to serve the existing population.
- 5 reluctance to local officials to impose higher taxes.

The impact fee is a charge levied against new development in order to generate revenue for funding capital improvements necessitated by the new development. They are an alternative, or supplement, to subdivision exactions which take the form of user, or facility, connection charges. Their applicability is not confined to subdivisions, but usually collected at building permit issuance. Impact fees are more flexible than exactions; they may not be used for off site improvements. Typically, the fee is calculated based on the number of bedrooms, units or square footage, rather than as a percent of acreage. Fees are set by the ordinance; and provide more certainty to developers. An advantage is gained for financing a wide variety of off site services and facilities. They can be applied to already platted parcels and apartments, condominiums and commercial areas.

One of the two impact fees is recommended be based on a fixed or computational fee for the building development costs only. The second impact fee would be an open space impact fee. The building development impact fee is explained first.

A II.1 analysis of computing the building development impact fee

For the City of Parker, for the sake of simplification, it is suggested that the fixed fee method be adopted based on a per unit, bedroom square footage, or per acre charge. The open space required for a delayed third year mandatory dedication to the city would need to be supplemented by a per unit impact fee, such as:

APPENDIX II

single family.....	2	bedroom.....	\$ 458.00
single family.....	3	bedroom.....	538.00
single family.....	4	bedroom.....	580.00
single family.....	5	bedroom.....	620.00
single family.....	6+	bedrooms.....	660.00
office.....	up to 20,000 sf.....	\$1,700.00	
office.....	20,001 to 40,000 sf.....	2,500.00	
office.....	40,001 to 66,000 sf.....	3,200.00	
office.....	66,001 to 100,000 sf.....	4,500.00	
special activities.....	up to 20,000 sf.....	\$2,200.00	
special activities....	20,001 to 40,000 sf.....	2,700.00	
special activities....	40,001 to 66,000 sf.....	3,200.00	
special activities....	66,001 to 100,000 sf.....	3,700.00	
per acre.....		\$8,200.00	

A II.2 analysis of computing the open space impact fee system

It is recommended that a separate study be made to develop more exact projected costs of development for the city. Some of the first applicants for re-zoning can be asked to provide a summary of their costs for the mandatory dedication of open space. It is expected that only after full developer input is obtained, can an exact system and schedule of fees be established on an equitable basis.

Typically, city owned parks are established based on the formula of providing 2.5 acres of park for every 1,000 people in the community. Depending on the cities' overall residential density, this park acreage could go as high as 15 to 20 acres of park land per every square mile may be achieved in support of the residents desire to maintain their open spaces, bridle paths for horseback riding, etc.

As a general example only, the open space impact fee could be structured as follows:

A II.2.1 Since the number of acres of open space to be dedicated to the city will vary, a computational formula may be adopted utilizing an open space impact fee of 10% of the appraised value of the improved open space (after all plant and landscape materials, hike and bridle trails, parks, outdoor furnishings are included).

A II.2.2 This 10% amount may be allocated on the basis of 5% at the time of building permit issuance.

APPENDIX II

A II.2.3 2 1/2% to be transferred to the city within the next 12 month period.

A II.2.4 The remaining 2 1/2% to be transferred to the city within the next 12 month period, or within 24 months of building permit issuance.

A II.2.5 Official mandatory dedication of the open space land to be made 36 months after the initiating building construction.

APPENDIX III

CITY OF PARKER COMPREHENSIVE PLAN

DEVELOPMENT PHASING AND POINTS

In order to properly assess development proposals that interfere with the proposed water plan, and potentially the municipal sewer system, the following points are recommended to be awarded based upon these factors:

1) DISTANCE FROM WATER LINES:

within 1/2 mile = 3 points
between 1/2 and 1 mile = 1 point
over 1 mile = 0 points

2) DISTANCE FROM PAVED ROAD:

Same as 1)

3) HIKE AND BRIDLE TRAIL:

If continuous and connected with your site plan, then 3 points.

4) TREES, SHRUBS, ETC.:

If rows of trees are planted along streets, then 3 points (on 50 foot on center).

5) DISTANCE FROM FIRE HYDRANTS:

Minimum 300 foot lengths along streets between hydrants, then 3 points.

In order to implement the plan, as intended, a total of 15 points must be achieved by a prospective developer. These points are suggested to be comprised of internal and external factors mentioned above. The external factors of distances from water and paved roads, and the internal development factors of hike and bridle trail, trees and shrubs and fire hydrants provisions are essential factors to proper plan implementation and city budgeting. If the proper amount of points are not achieved; i.e., 15 points, then the dual impact fees (development impact fees and the open space impact fees) are multiplied by the resulting point deficiency. An example follows:

APPENDIX III

TABLE 9: POINT AND IMPACT FEE DETERMINATION EXAMPLE

1) distance from water line = 3/4 mile.....	1 point
2) distance from paved road = 3/4 mile.....	1 point
3) hike and bridle trail provided.....	3 points
4) trees and shrubs provided as per plan reqts.....	3 points
5) <u>fire hydrants provided as per 300 feet o.c.....</u>	<u>3 points</u>
TOTAL POINTS.....	11 POINTS
POINTS REQUIRED.....	15 POINTS
DEFICIENCY POINTS.....	4 POINTS
REQUIRED POINT PENALTY @ 4 points x required dual impact fees = amount to be assessed by city.	

Source: **JBG Planners, Inc., 1986**
 University of Texas at Arlington, 1986

As shown in the above example, development costs increase to the developer as a result of non-compliance with the plan. The point penalty is only structured as a means to achieve plan implementation. If the developer chooses partial non-compliance, the city is compensated and can later decide about the phasing and timing of adding the missing internal items. Likewise the external distance requirements should be easily compensated by the extra assessment point penalty. For example, if the new subdivision created extra traffic on the existing road, then repair monies would be available. In order to withhold legal test, all impact fees are strongly recommended to be placed in special accounts for those special purposes.

ORDINANCE NO. 721*(Comprehensive Plan)*

AN ORDINANCE OF THE CITY OF PARKER, TEXAS, AMENDING AND RESTATING THE COMPREHENSIVE PLAN OF THE CITY; ADOPTING AND APPROVING A SERIES OF MAPS SETTING FORTH THE COMPREHENSIVE PLAN; INCLUDING BUT NOT LIMITED TO PROVISIONS FOR LAND USE, TRANSPORTATION, AND PUBLIC UTILITIES; DEFINING THE RELATIONSHIP BETWEEN THE COMPREHENSIVE PLAN AND THE CITY DEVELOPMENT REGULATIONS AND THE CONSISTENCY REQUIRED BETWEEN THE PLAN AND THE DEVELOPMENT REGULATIONS; RATIFYING THE ANNEXATION PLAN; PROVIDING A REPEALER CLAUSE; PROVIDING A SAVINGS CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City of Parker (“City”) desires to amend and restate the Comprehensive Plan of the City (“Plan”) in order to recognize and respond to the realities of the past and projected growth of the City, the adjacent cities, and the nearby special districts; and

WHEREAS, the City may adopt a Comprehensive Plan forth the long range development of the City, as defined in this ordinance for both the content, and design of the Plan; and

WHEREAS, the Plan may be used to coordinate and guide the establishment of the development regulations of the City; and

WHEREAS, the Comprehensive Plan is adopted by this Ordinance after a hearing at which the public was given the opportunity to give testimony and present written evidence, and the City Plan Commission has reviewed the Plan; and all other legal requirements have been met;

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF PARKER, TEXAS, AS FOLLOWS:

SECTION 1. MAPS. The maps identified in exhibit A attached hereto are approved as a part of this comprehensive plan, referred to herein as the Plan. The maps include, and are not limited to, the following:

- A. Comprehensive Plan Map - This map shall illustrate future land use and include the following:
 - (i) The boundaries of the city, and its Extra Territorial Jurisdiction (“ETJ”).

- (ii) The existing zoning, if developed and no change is contemplated, and the planned zoning, if undeveloped and/or not zoned or a change in zoning is contemplated.
- (iii) The following legally required clearly visible statement:

"A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries."

B. Annexation Map - A map that illustrates the boundaries of the municipality and its extraterritorial jurisdiction.

- (i) A copy of the map shall be kept in the office of the secretary or clerk of the City. A copy of the map shall also be kept in the office of the City Engineer.
- (ii) (a) If the city annexes territory, the map shall be immediately corrected to include the annexed territory. The map shall be annotated to indicate:
 - (1) the date of annexation;
 - (2) the number of the annexation ordinance, if any; and
 - (3) a reference to the minutes or municipal ordinance records in which the ordinance is recorded in full.
 (b) If the City's extraterritorial jurisdiction is expanded or reduced, the map shall be immediately corrected to indicate the change in the City's extraterritorial jurisdiction. The map shall be annotated to indicate:
 - (1) the date the City's extraterritorial jurisdiction was changed;
 - (2) the number of the ordinance or resolution, if any, by which the change was made; and
 - (3) a reference to the minutes or municipal ordinance or resolution records in which the ordinance or resolution is recorded in full.

C. The Zoning Map - showing:

- (i) the boundaries of the City, and any additional area in the ETJ bound by the terms of a development agreement; and
- (ii) The ordinance number, date, and zoning classification of each tract of land zoned by the City.

D. The Thoroughfare Map - showing:

Existing and planned right of ways, road easements, and major public utility easements within the City, and in the ETJ.

E. The Trails Map - showing:

Existing and planned trails within the City, and in the ETJ.

F. The Water Master Plan – showing:

Existing and Planned water mains and line sizes, and major water storage facilities.

SECTION 2. PUBLIC VIEW. All Maps shall be readily available for viewing at City Hall. The Zoning Map and the Comprehensive Plan Map shall be displayed in a location available to the public within City Hall.

SECTION 3. ADOPTION OR AMENDMENT OF COMPREHENSIVE PLAN.

The Plan may, in the future, be adopted or amended by ordinance passed after a public hearing conducted after public notice of the hearing not less than 10 days prior to the hearing by posting notice at City Hall and on the website of the City; and after a review and recommendation is received from the City Planning and Zoning Commission.

SECTION 4. EFFECT ON OTHER CITY PLANS. The existence of the City Comprehensive Plan does not limit the ability of the City to prepare other plans, policies, or strategies as required. The relationship of the Plan and the development regulations, and other plans, policies or strategies of the City may be determined in the discretion of the City Council on each specific development proposal brought before the City. The standards for determining the consistency required between the Plan and the development regulations will include a review of the proposal, its relationship to neighboring tracts, its requirements for road access and usage and utility services, and the best interest of the City, all as determined by the sound discretion of the City Council. The City Council is expected to apply development regulations in the form of zoning or development agreements in the best interest of the City with regard to each tract of land. Variations between the Comprehensive Plan, and the development of each tract may occur as the City Council considers the all of the factors of the development that exist at the time the proposal for development is received. The creation by the City Council of an additional zoning district, or districts, in the Comprehensive Zoning Ordinance of the City to accommodate current or future needs of the City is authorized by this Comprehensive Plan. The use of development agreements for property located in the extra-territorial jurisdiction of the City in compliance with the Texas Local Government Code is also authorized.

SECTION 5. ANNEXATION PLAN. This ordinance ratifies and approves the Annexation Plan of the City, which is:

“No annexation is planned which would require the type and nature of the annexation plan required by Local Government Code section 43.052. The City plans only to proceed under Subchapter C-1, ANNEXATION PROCEDURE FOR AREAS EXEMPTED FROM MUNICIPAL ANNEXATION PLAN.”

The provisions of this Section 5 shall be posted on the City website as the “Annexation Plan” of the City.

SECTION 6. SEVERABILITY CLAUSE. It is hereby declared the intention of the City Council that if any section, paragraph, sentence, clause, or phrase of this Ordinance is declared unconstitutional or otherwise illegal by the valid judgment or decree of any court of competent jurisdiction, such event shall not affect any of the remaining phrases, clauses, sentences, paragraphs, and sections of this, since the same would have been enacted by the City Council without such unconstitutional or illegal phrase, clause, sentence, paragraph, or section.

SECTION 7. REPEALER CLAUSE. This Ordinance restates and amends all prior Comprehensive Plans, including Maps, and Comprehensive Plan ordinances prior to the date of this ordinance. All comprehensive planning ordinances, including their related plans and maps are repealed, and replaced by this Ordinance and the maps and plans approved herein.

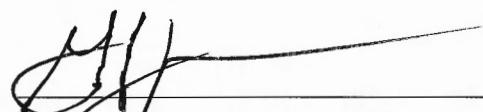
SECTION 8. PUBLICATION. In accordance with Section 52.011 of the Local Government Code, the caption of this Ordinance shall be published either (a) in every issue of the official newspaper of the City of Parker for two days, or (b) one issue of the newspaper if the official newspaper is a weekly paper.

SECTION 9. EFFECTIVE DATE. This Ordinance shall become effective upon publication as required in Section 8.

PASSED AND APPROVED this the 3rd day of March, 2015.

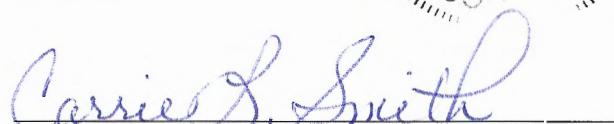


APPROVED:



Z MARSHALL, MAYOR

ATTEST:



CARRIE L. SMITH, CITY SECRETARY

APPROVED AS TO FORM:



JAMES E. SHEPHERD, CITY ATTORNEY

ED BY: KBURKS ON 2/21/2013

WISSED: $Z/Z/13 = \text{KBURKS}$

A COMPREHENSIVE PLAN SHALL NOT CONSTITUTE ZONING REGULATIONS OR ESTABLISH ZONING DISTRICT BOUNDARIES

This document was prepared under 22 TAC 663.21, and does not reflect the results of an on the ground survey, and is not to be used to convey or establish interests in real property except those right and interests simplified of established by the creation or reconfiguration of the boundary of the political

BIRKHOFF, HENDRICKS & CARTER, L.L.P.
PROFESSIONAL ENGINEERS
Texas Firm F526
11910 Greenville Ave., Suite 600
Dallas, Texas 75243-3700

PASSED BY PARKER CITY COUNCIL:
JANUARY 6, 2015, ORD. # 721

LAND USE LEGEND


 SF	SINGLE FAMILY (SF)
 SFT	SINGLE FAMILY TRANSITIONAL (SFT)
 PRD	PLANNED RESIDENTIAL DEVELOPMENT (PRD)
 MH	MANUFACTURED HOUSING (MH)
 SA	SPECIAL ACTIVITIES (SA)
 DA	DEVELOPMENT AGREEMENT (DA) (PLATTED)
 DA	DEVELOPMENT AGREEMENT (DA)

COMPREHENSIVE PLAN MAP CITY OF PARKER, TEXAS



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REVISIONS BY BIRKHOFF, HENDRICKS & CONWAY, L.L.P. : 10/08/08 -
ADDED STONEBRIDGE CREEK (EAST) & STONE HEATH (NORTH) SUBDIVISIONS
REVISED:07/10/01-ADD ORD. 491,492,497,499 AND AND DEVELOPMENTS
REVISED CITY LIMITS LINE



0 1000 2000 3000

HORIZONTAL SCALE IN FEET

Digitized by srujanika@gmail.com on 2/2/2015

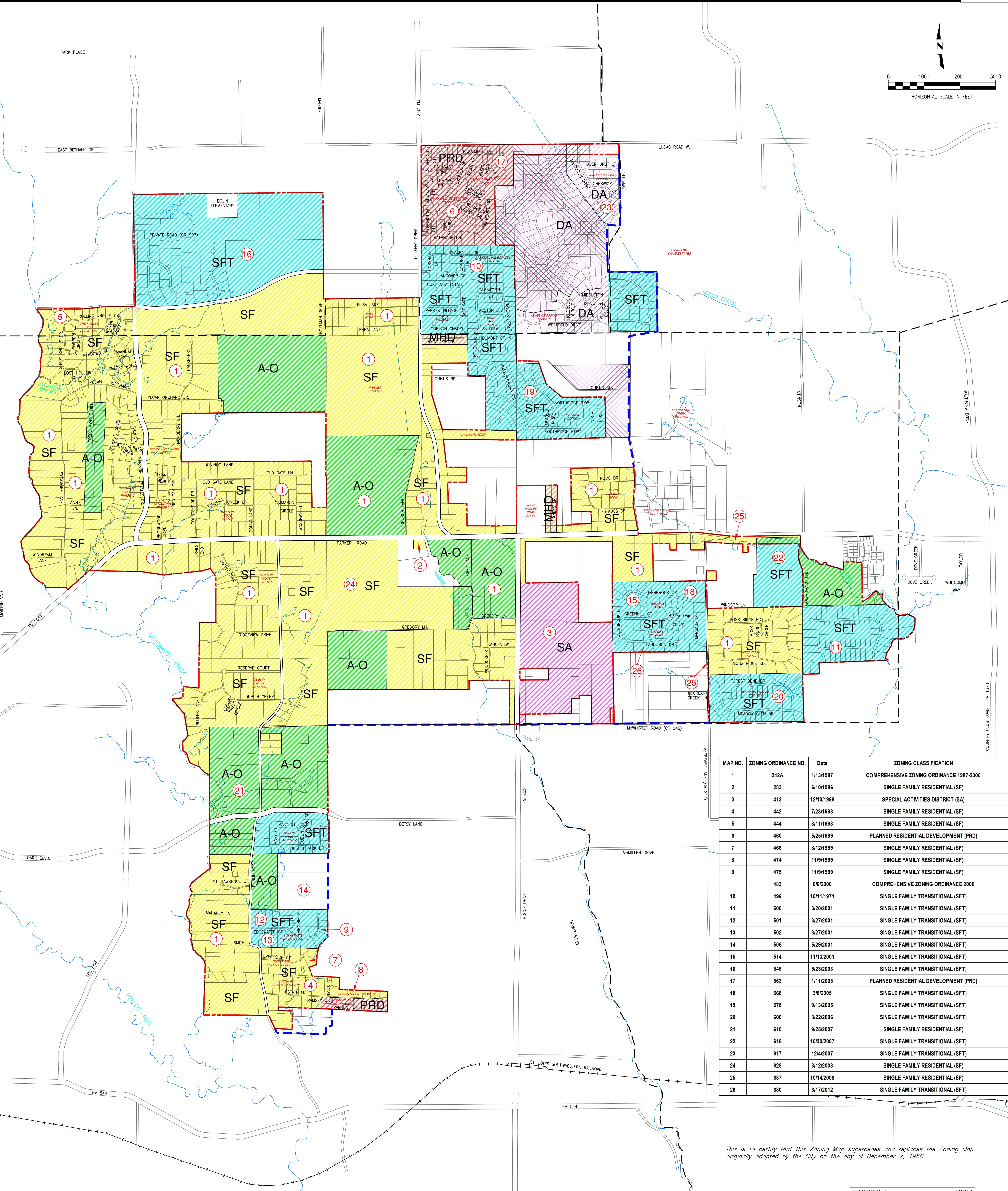
PRINTED BY: KBURKS ON 2/21/2015

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H:\Projects\Parker\4096\204-2013 Mapping\City Council Exhibits\Parker Zoning Map 2013.dwg

REVISED: 2/18/15 = KBURK



MAP NO.	ZONING ORDINANCE NO.	Date	ZONING CLASSIFICATION
1	242A	1/13/1987	COMPREHENSIVE ZONING ORDINANCE 1987-2000
2	283	6/10/1986	SINGLE FAMILY RESIDENTIAL (SF)
3	413	12/10/1996	SPECIAL ACTIVITIES DISTRICT (SA)
4	442	7/28/1998	SINGLE FAMILY RESIDENTIAL (SF)
5	444	8/11/1998	SINGLE FAMILY RESIDENTIAL (SF)
6	460	5/25/1999	PLANNED RESIDENTIAL DEVELOPMENT (PRD)
7	466	8/12/1999	SINGLE FAMILY RESIDENTIAL (SF)
8	474	11/9/1999	SINGLE FAMILY RESIDENTIAL (SF)
9	475	11/9/1999	SINGLE FAMILY RESIDENTIAL (SF)
	483	6/6/2000	COMPREHENSIVE ZONING ORDINANCE 2000
10	496	10/11/1971	SINGLE FAMILY TRANSITIONAL (SFT)
11	500	3/20/2001	SINGLE FAMILY TRANSITIONAL (SFT)
12	501	3/27/2001	SINGLE FAMILY TRANSITIONAL (SFT)
13	502	3/27/2001	SINGLE FAMILY TRANSITIONAL (SFT)
14	506	5/29/2001	SINGLE FAMILY TRANSITIONAL (SFT)
15	514	11/13/2001	SINGLE FAMILY TRANSITIONAL (SFT)
16	546	9/23/2003	SINGLE FAMILY TRANSITIONAL (SFT)
17	563	1/11/2005	PLANNED RESIDENTIAL DEVELOPMENT (PRD)
18	568	3/8/2005	SINGLE FAMILY TRANSITIONAL (SFT)
19	575	9/13/2005	SINGLE FAMILY TRANSITIONAL (SFT)
20	600	8/22/2006	SINGLE FAMILY TRANSITIONAL (SFT)
21	610	9/25/2007	SINGLE FAMILY RESIDENTIAL (SF)
22	615	10/30/2007	SINGLE FAMILY TRANSITIONAL (SFT)
23	617	12/4/2007	SINGLE FAMILY TRANSITIONAL (SFT)
24	628	8/12/2008	SINGLE FAMILY RESIDENTIAL (SF)
25	637	10/14/2008	SINGLE FAMILY RESIDENTIAL (SF)
26	680	6/17/2012	SINGLE FAMILY TRANSITIONAL (SFT)

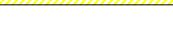
|| || ||
*This is to certify that this Zoning Map supercedes and replaces the Zoning Map
originally adopted by the City on the day of December 2, 1980.*

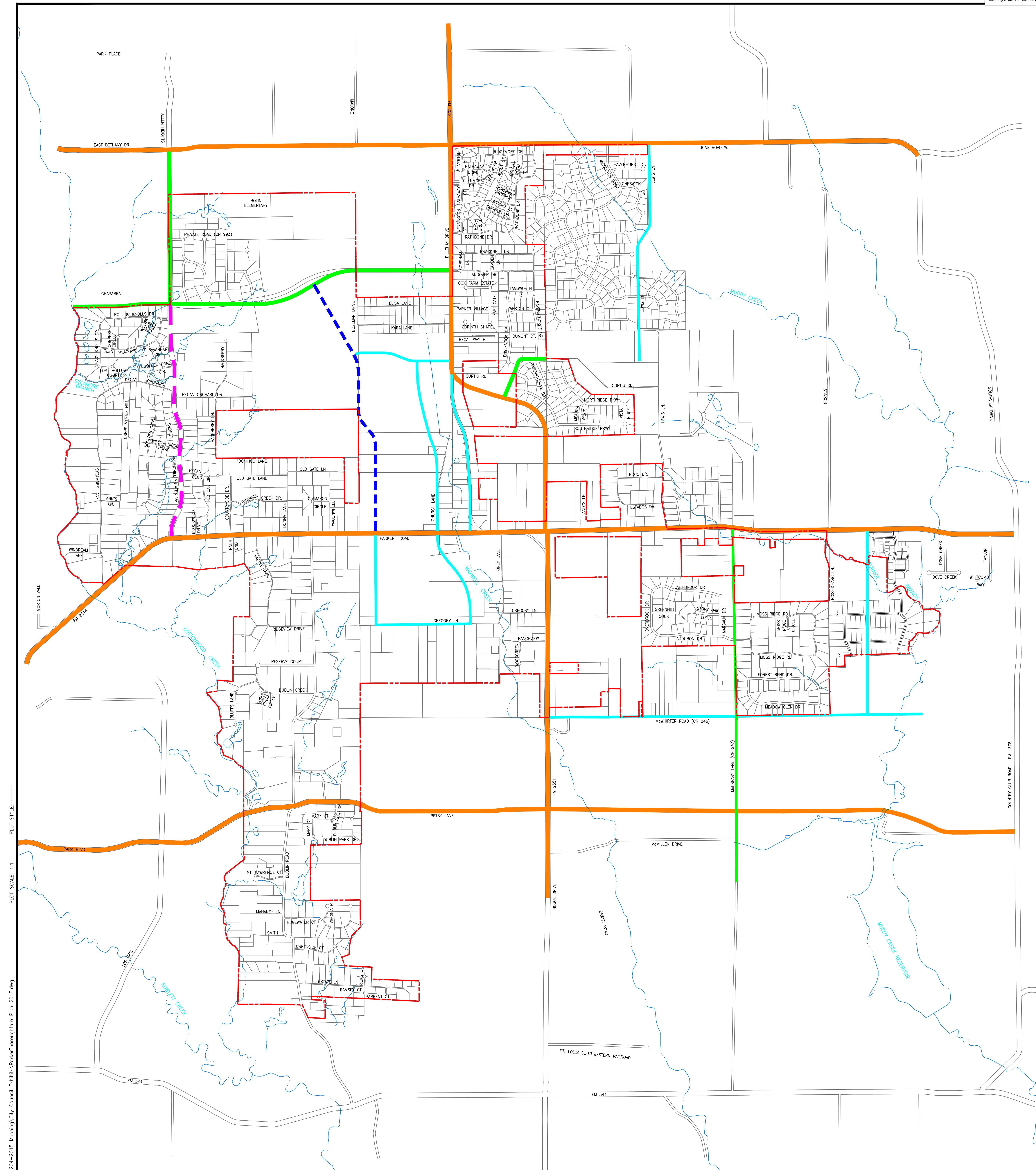
ZONING MAP CITY OF PARKER, TEXAS



PASSED BY PARKER CITY COUNCIL
JANUARY 6, 2015, O.R.D. # 721

BIRKHOFF, HENDRICKS & CARTER, L.L.P.
PROFESSIONAL ENGINEERS
Texas Firm F526
11910 Greenville Ave., Suite 600
Dallas, Texas 75243 (214) 361-7900

<u>ZONING LEGEND</u>	
	AGRICULTURAL - OPEN SPACE (A-O)
	SINGLE FAMILY RESIDENTIAL DISTRICT (SF)
	SINGLE FAMILY RESIDENTIAL DISTRICT 1.5AC. (SFT)
	PLANNED RESIDENTIAL DEVELOPMENT (PRD)
	SPECIAL ACTIVITIES DISTRICT (SA)
	MANUFACTURED HOME DISTRICT (MHD)
	DEVELOPER AGREEMENT (DA) (UNDER CONSTRUCTION)



LEGEND

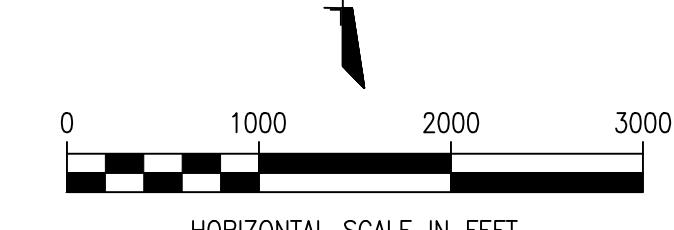
- M6D: 6 LINE DIVIDED - 120 FT. R.O.W.
- M4D-S: 4 LANE SUBURBAN DIVIDED - 105 FT. R.O.W.
- C2S: 2 LANE SUBURBAN DIVIDED COLLECTOR - 70 FT. R.O.W.
(2 THROUGH LANES PLUS LT. TURN)
- 2/4D: ROADWAY TO BE C-2S; R.O.W. TO BE M4D-S - 105 FT. R.O.W.
- RESIDENTIAL COLLECTOR - 85 FT. R.O.W. (32 FT. PAVEMENT)
- CITY LIMIT

THOROUGHFARE PLAN CITY OF PARKER, TEXAS



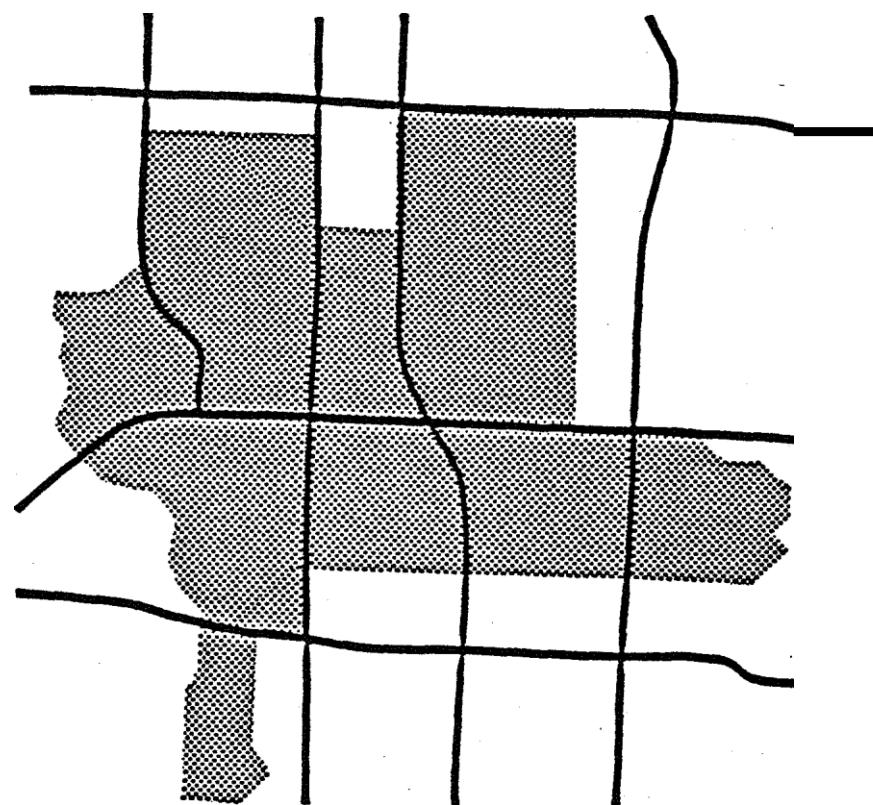
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NOTE: ADDITIONAL
COLLECTOR STREETS MAY
BE REQUIRED AT TIME OF
DEVELOPMENT.



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663.21, and does not reflect the results of an
on the ground survey, and is not to be used
to convey or establish interests in real
property except those right and interests
simplified of established by the creation or
reconfiguration of the boundary of the political
subdivision for which it was prepared.

January 2015



CITY OF PARKER

COMPREHENSIVE PLAN



On (insert date) the Parker City Council adopted a Comprehensive Plan to guide the growth and development of our city over the next several years. It is contemplated this Plan should be reviewed and up-dated every five to seven years to assure that it meets the needs of the citizens.

Many people have worked on this Plan and deserve special recognition.

After input from the citizens, the Plan was rewritten to coincide with their views.

This Comprehensive Plan will serve as a guide for a controlled growth plan in the future to preserve our open space concept.

Very truly yours,

APPROVED COMPREHENSIVE

PLAN

for the

CITY OF PARKER, TEXAS

Prepared by:

JBG PLANNERS, INC

and

**CITY AND REGIONAL PLANNINGINSTITUTE OF
URBAN STUDIES**

UNIVERSITY OF TEXAS AT ARLINGTON

(AS EDITED BY THE CITY OF PARKER)

CITY OF PARKER COMPREHENSIVE PLAN

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EXECUTIVE SUMMARY

PART I EXECUTIVE SUMMARY

A. PURPOSE OF THE PLAN

The information within this report supports and describes a comprehensive plan for a 20 year time frame projected to the Year 2042. It incorporates information about existing conditions, including historical, physical, social, and environmental data. The plan establishes proposed development for the future land uses and recommends strategies for implementation. The purpose of the report is to:

1. Establish a plan as a guide for controlling all future growth and land uses in the city.
2. Develop guidelines for city staff and officials in making day today development and zoning decisions.
3. Present documentation to the public to display the city government's short- and long-term intentions which will be able to:
 - a) Coordinate the different functions, inter-relationships, and mechanisms among city departments.
 - b) Minimize potential conflicts about land use decisions between cities and their adjacent land areas.
4. Establish sound fiscal recommendations, linked to the plan, which will allow the build-up of revenues to enable the financing of public needs without incurring a rapid increase of city taxes in the near future.

B. LOCATION AND GROWTH OF THE CITY

The City of Parker, with its present population of approximately 5200 lies along the North Central Expressway (I-75) corridor on the northeastern side of the Dallas Fort Worth Metropolitan Area. Parker is located in southeastern Collin County bordered on the west by the City of Plano, on the east by the cities of Lucas and Wylie, on the north by the City of Allen, and on the south by the City of Murphy. From the center of Parker, it is approximately 22 miles south to Downtown Dallas.

The City of Parker was incorporated in 1970, and the first zoning and subdivision ordinances were adopted in 1971. In 1973, temporary comprehensive zoning and subdivision ordinances were adopted to define growth areas and procedures for land use administration. These have been consistently updated throughout the years.

In 2022, the present comprehensive zoning and subdivision ordinances were enacted.

The first subdivision began construction prior to the incorporation of the city. As a result, the need arose to incorporate for the purpose of understanding how to direct and

control future growth. In the early 1970's, the growth of the city was steady, but in the latter part of the decade, growth slowed down. Since our inception there have been the additions of many new subdivisions of varying layouts and demographics.

C. SUMMARY OF PROBLEMS AND DEFICIENCIES

In order to develop the goals and objectives for the plan, existing problems and deficiencies are reviewed. The following are a summary of selected problems:

HOUSING

Generally, the homes are well kept in the city and are standard in condition not needing upkeep. Some homes have fences encircling their properties. Homes that are poorly maintained effect the image of the city of Parker and are addressed by current code enforcement action where needed.

Some residential streets are in poor repair, reflecting poorly on the image of certain housing.

TRANSPORTATION

Heavy traffic on Parker Road (FM-2514) and FM-2551 has continued to cause dangerous situations for Parker citizens because of speeders and other traffic violations. The future expansions of FM-2551 are expected to increase the traffic flow throughout our city. It is most difficult to make turns off these roadways into the driveways of private homes at any time of the day. This problem is accentuated during peak driving periods.

Tourists visiting Southfork Ranch, located on FM-2551 has created increased visitor traffic to the roadway that is expected to continue to improve with the expansions of the roadway.

Many of our secondary roads are being used as bypass pathways. This has caused increased traffic flow on roadways such as Lewis Lane, Dublin, Sycamore, and McCreary.

Special events at Southfork, having large attendance, has shown no impact on traffic flows since the expansion of 2551.

PARKS

Recreation areas in the city are limited to the open green space next to City Hall and the Parker Preserve.

While many residents believe that their own house lots are so large that they do not need additional space, sound planning practice requires the allocation of some open space and recreation areas. Over time, the remaining undeveloped agricultural open space, the open and vacant land, will be consumed without proper land use regulation.

ENVIRONMENTAL ELEMENT AND CONSERVATION

There is a need for the additional regulation of development; and programs to control land in the existing flood plain areas. As more houses are built, water runoff will greatly increase; thus, creating the potential for flooding, especially in areas that already contend with drainage issues. Over time, the lack of maintenance and conservation programs for existing lakes and creek areas could result in environmental problems.

SANITATION

With accelerated growth to the north in Allen, the South in Murphy, East in Wylie, and West in Plano, increased water run-off has caused more surface flooding .

Continued variances from original zoning plans have caused homes to be constructed on less than 1 ½ acre lots. This has provided for more septic usage in a small, sourced area. The concerns have been expressed that if this version of zoning continues then we could start to see more soil contamination and run off.

Parker remains a very active livestock and horse community. Even with the development in neighborhoods that were once open space, our owners are responsible, and we have seen no recent ill effects from the keeping of these animals in close proximity to these neighborhoods.

UTILITIES

Water pressure is a problem in certain areas of the city.

There are limited areas of sewer services in certain areas of the city. Parker has no further capacity for sewer expansions at this time. Lot drainage and flooding remain an issue.

VISUAL IMAGE

Parker has made great strides in the ability to address our visual image. Average homes are well kept and maintain our “Uniquely Country” appearance.

Roadways in disrepair create a visual deterrent for our community. Many areas have been patched multiple times, many unsuccessfully, and this has further created visual obscurities.

COMMUNITY DEVELOPMENT IMAGE

There is no identifiable city image of a core area, or center of the city as we have no direct “downtown”. The closest identifying marker that we have would be our municipal complex.

The city has begun to deviate from its original image with the progression of more neighborhoods that are utilizing smaller lot sizes.

BUDGET AREAS

Primarily the revenue from the city is derived from property taxes, minor sales tax collection, and development fees. This will need to be addressed to maintain our lower tax rate as development fees could slow/cease. Parker has many businesses in operation in the ETJ that are not subject to our collection of property taxes or sales tax on their operation.

Taxes are currently limited to a property tax base only and those areas where we collect sales tax.

EXTRA TERRITORIAL JURISDICTION (ETJ)

Developers can now, build any kind of buildings they would like on adjacent ETJ land that meets requirements set forth by Collin County. The city has no appreciable control over their decisions, as long as they meet street and utility (subdivision) requirements for the chosen land use. Metal buildings, industrial parks, high rise buildings, apartments, townhomes, and mobile home subdivisions can be constructed, and the City of Parker would have no control.

If the City of Parker does not provide adequate utility services to a land owner in its ETJ, the land owner can petition a neighboring city for services as outlined by law. Then, Parker may lose the land for growth areas.

D. PLAN HIGHLIGHTS

The plan seeks to correct the aforementioned problems and deficiencies and plan for the residents to have the same open space ambiance that they always had in their neighborhoods and behind their homes. The plan maintains residents' rural lifestyles and continues regulating for that same open space.

All new housing should follow current zoning and not deviate or allow for exception. If the new subdivision abuts an existing residential area of higher density housing the first row of homes shall be the allowed to reduce lot size to 1 ½ acres.

In order to improve traffic conditions, roadways in Parker that are in disrepair will need to be properly addressed and traffic control maintained on secondary roadways. Further, a plan will need to be established for the ongoing upkeep of these roadways to eliminate the potentials of falling back into disrepair. Further, Parker will need to work with those that share jurisdiction on roadways to help streamline our ability to provide consistently safe transportation surfaces in Parker.

Due to the Great Plains' character of the landscape, and the overall barrenness of the land, a strict landscape planting requirement is planned to be initiated for all proposed developments.

The concept of a hike and bridle trail may be promoted through the use of the planned residential development open space requirements within each major subdivision.

Each of the aforementioned items have special design features within the plan, so that, over time, the City of Parker will continue to progress into a very special, designed city. By adhering to the essentials of the land use designations; that is, through specific land area allocations and their amounts, a sound fiscal future can be achieved. Citizen participation and citizen input will regularly occur throughout the life of the plan.

Almost 100% of the land that is currently developed as large lot single family residential (2 acre lots), has been protected by the plan by the proposed method of rezoning adjacent ETJ lands to the very same densities by at least a one (1) lot buffer. In areas where PRD is designated, planning controls on development are emphasized with the development restriction and required open space areas.

An impact fee system shall continue to be maintained so that the City of Parker can afford to own and maintain the systems.

Cluster development, or performance zoning, is preferred; conventional grid, cookie cutters or rectangular subdivision of the land is discouraged.

Uses in PRD1's and PRD's are limited to single family detached housing with either two (2) acre lot minimum or well-designed development plans incorporating open space systems, buffers, and more dense housing. These development plans with more dense housing may be submitted for review and comment. This open space is subject to additional landscaping restrictions.

Housing is to be limited to two and a half stories, or 30 to 35 feet, with

sloping roofs.

Street lighting shall be in conformance with city standards, and not be natural metal finish. Only green or brown colored light standards are permitted. No light standards shall exceed 15'0" in height.

Streets and roads shall be concrete surfaced with no curb and gutter. Drainage swales shall be provided adjacent to shoulder areas on both sides of streets and roads. Curb and gutter shall be permitted only where engineering requirements dictate.

As can be clearly recognized from the aforementioned list of restrictions, the future City is anticipated to provide the existing residents with a very special environment, one that is anticipated to be even better than the present environment.

DATA AND INFORMATION

PART II. DATA AND INFORMATION

1.0 BACKGROUND AND CONDITIONS

1.1 PURPOSE OF THE PLAN

The information within this report supports and describes a comprehensive plan for a 20-year time frame projected to the Year 2042. It incorporates information about existing conditions, including historical, physical, social, and environmental data. The plan establishes proposed development for the future land uses and recommends strategies for implementation. The purposes of the report are to:

- a. Establish a plan as a guide for controlling all future growth and land uses in the city.
- b. Develop guidelines for city staff and officials in making day to day development and zoning decisions.
- c. Present documentation to the public to display the city government's short- and long-term intentions which will be able to:
 - 1) Coordinate the different functions, interrelationships and mechanisms among city departments.
 - 2) Minimize potential conflicts about land use decisions between adjacent cities and their adjacent land areas.
- d. Establish sound fiscal recommendations, linked to the plan, which will allow the build-up of revenues to enable the financing of public needs without incurring a rapid increase of city taxes in the near term.

All of the plans are projections based on the analysis of past trends and current circumstances. When circumstances change, the plans and projections may need to be re-evaluated for their continued relevance to those changes. Indeed, the goals of the plan may remain unchanged during the plan's time period. For this reason, five year updates of the plan are recommended so that adjustments can be made on a periodic basis. New goals, objectives and policies may only result in minor plan modifications.

1.2 LOCATION AND GROWTH OF THE CITY

The City was incorporated on March 22, 1969 and operates under a Type A General Law form of government. The City provides; Police; Fire; Code Enforcement; Public Works; Street Repair and Maintenance; Parks; General Administrative Services; Water; Wastewater; and Sanitation. The City currently has 28 full-time employees and approximately 45 part-time employees.

In 2022, the present comprehensive zoning and subdivision ordinances were enacted.

The first subdivision began construction prior to the incorporation of the city. As a result, the need arose to incorporate for the purpose of understanding how to direct and control future growth. In the early 1970's, the growth of the city was steady, but in the latter part of the decade, growth slowed down. Since our inception there have been the additions of many new subdivisions of varying layouts and demographics.

1.3 COMMUNITY FACILITIES

In 1980, the City of Parker constructed a community building to provide a place for city business and citizen meetings. After the volunteer fire department was established in 1983, a fire station was built next to the community building to house fire trucks and equipment.. In 2020, the City of Parker attempted to establish a bond for a new municipal complex but this bond failed at election with a majority voting against it.

Other facilities within the city multiple churches. There are no, clinics or hospitals located in the city. Medical services are available in nearby communities. There is one school located in the City of Parker that is part of Allen ISD.

In 1983, the City of Parker initiated a volunteer fire department, which currently functions with three pieces of fire fighting equipment and approximately 22 active fire fighter volunteers. To broaden police services, a full time police chief was employed in 1985 to deal with the pressing traffic and other citizen safety demands. Now, the City of Parker operates a part-time fire department providing 24/7 support that also has a volunteer component. The city also operates a police department that consists of a Chief, Assistant Chief, Sergeants and patrolment.

For utility services, the city has a contract with a trash disposal company for refuse collection and disposal. Water services are provided by the North Texas Municipal Water District, a separate entity from the city. The majority of properties are connected to owner provided septic systems with a limited portion of the city connected to city provided sewer.

1.4 SUMMARY OF PROBLEMS AND DEFICIENCIES

In order to develop goals and objectives of the plan, existing problems and deficiencies need to be reviewed. The following are a summary of selected problems.

HOUSING

1.4.1 Generally, the homes are well kept in the city and are standard in condition not needing upkeep. Some homes have fences encircling their properties. Those homes with poorly maintained fences become visual distractions to the overall, quality appearance of their neighborhood, as well as the city as a whole.

1.4.1.2 Some residential streets are in poor repair, reflecting poorly on the image of certain housing.

TRANSPORTATION

1.4.2 Heavy traffic on Parker Road (FM-2514) and FM-2551 is causing dangerous situations for Parker citizens because of speeders and other traffic violators. It is most difficult to make turns off these roadways into driveways of private homes at any time of the day. This problem is accentuated during peak driving periods.

1.4.2.1 Tourists visiting Southfork Ranch, located on FM-2551 south of Parker Road, have caused additional traffic congestion problems in and around the ranch and contribute to the wear and tear of streets and roadways in the immediate vicinity.

1.4.2.2 The lack of other through traffic roads through and around the city causes very heavy traffic congestion on both Parker road and FM-2551.

1.4.2.3 Special events at Southfork, having large attendance, stop traffic for long periods of time.

PARKS

1.4.3 Public Recreation areas in the city are limited to a developer created play grounds/open space, a greenbelt, and the Parker Preserve..

1.4.3.1 Open space and recreation areas are lacking in some areas of the city as the city develops. While many residents believe that their own house lots are so large that they do not need additional space, sound planning practice requires the allocation of some open space and recreation areas. Over time, the undeveloped agricultural open space, the open and vacant land, will be consumed without proper land use regulation.

ENVIRONMENTAL ELEMENT AND CONSERVATION

1.4.4 There is a need for the additional regulation of development; and programs to control land in the existing flood plain areas are essential. As more houses are built, water runoff will greatly increase; thus creating the potential for flooding.

1.4.4.1 Over time, the lack of maintenance and conservation programs for existing lakes and creek areas could result in eutrophication and environmental problems.

1.4.4.2 As more growth occurs, septic tanks will create even greater environmental problems in surrounding areas and to downstream landowners.

UTILITIES

1.4.5 Water pressure is a problem in certain areas of the city.

1.4.5.1 There is only limited sewer service provided in the City of Parker. These are limited to two main areas of the city.

1.4.5.2 Storm drainage policies and possible ordinances should continue to be maintained and updated by the city.

VISUAL IMAGE

1.4.5.3 The city has adopted the motto of “Uniquely Country” which has been translated into the desired visual image.

COMMUNITY DEVELOPMENT IMAGE

1.4.6 Much of the current development is directed by a development agreement.

1.4.6.1 Much of the future development of Parker will be through the open space, extra-territorial jurisdiction, and redevelopment of larger properties.

BUDGET AREAS

1.4.7 Tax rates have remained steady but there is concern that as development slows that more burden will be shifted to the tax payer.

1.4.7.1 Taxes are currently limited to a property taxes, fines/fees, franchise fees, and sales tax, primarily.

2.0 POPULATION AND CITY PROFILE

2.1 DEMOGRAPHIC SUMMARY

Meeting Date: 10/18/2022 Item 1.

The population of the City of Parker is impacted by the growth of For instance, the City of Plano has a current population of (xxx), the City of Murphy has a population of (xxx), and the City of Lucas has a population of (xxx).

As population growth continues and housing rises, we have an average home value over \$900,000 for the 2022 tax year.

Cities provide facilities for people to live, work, recreate and socialize, capitalizing on face to face contacts and proximity. The dynamics and growth of a city depend on factors such as population, employment, migration, racial composition, and land use. The following information summarizes significant demographic characteristics:

The City of Parker has 97.51% white residents with mostly owner occupied housing at 88.76% of the total.

58.27% of females over age 16 are working, greatly increasing family income.

86.59% of households own more than 2 vehicles and 47.22% of households have more than three vehicles.

80.92% of the population are over age 25 and are high school graduates with 50.88% college degreeed.

2.2 POPULATION CHANGE

The City of Parker has continued to maintain a steady growth of population within its limits. As the development of lots continues, the population is expected to continue an upward climb.

3.0 LAND USE AND PHYSICAL FEATURES

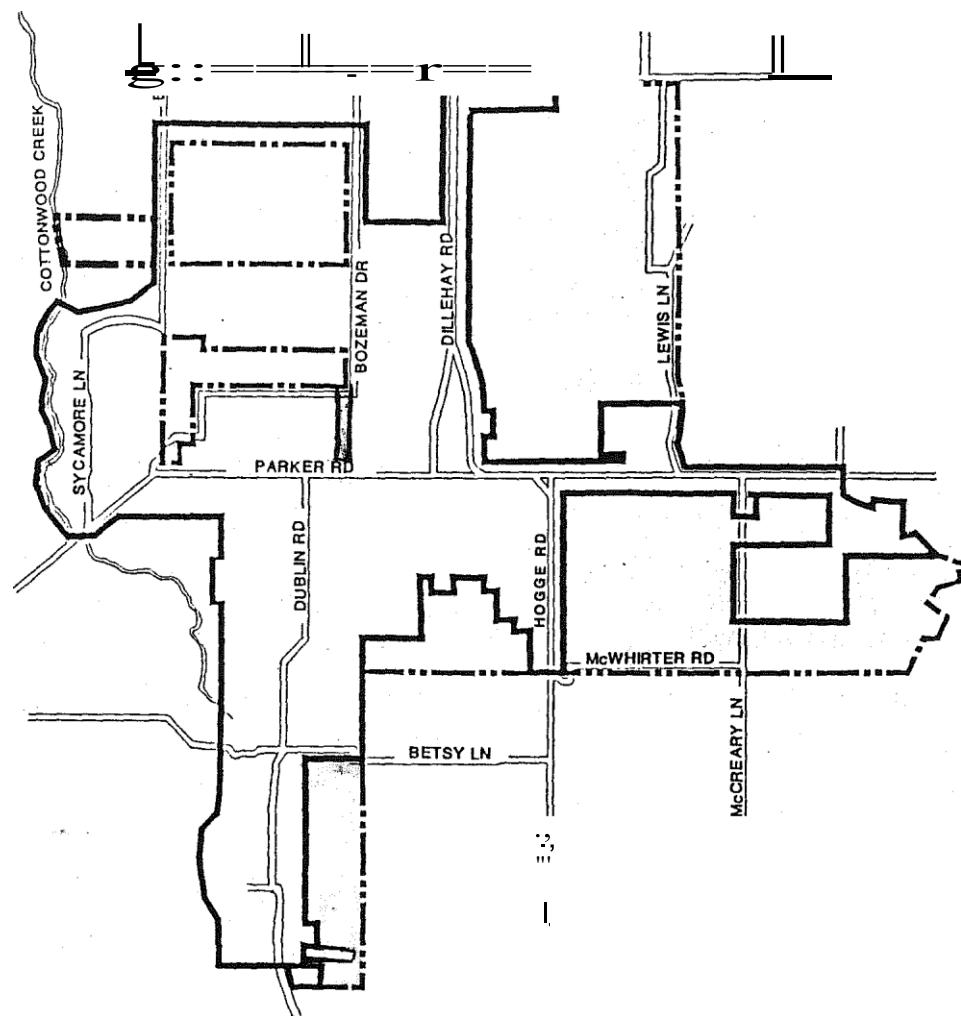
3.1 EXISTING LAND USE

The city is only about 80% developed; that is, only a few scattered areas contain large lot residential subdivisions. Parker contains about 6308 acres of which 2822 acres is within the city limits, and 3486 acres are outside the city limits within the Extra Territorial Jurisdiction. One of the many areas having the design character lies along Dublin Road on the southwestern portion of the city. Another area having significant residential design character, lies along Sycamore Lane directly adjacent to Parker Road. The latter housing area is generally more treed and rolling in its terrain than the eastern boundary, Moss Ridge Estates. This area was annexed by the city, and formerly had been within the extra territorial jurisdiction of the city. (See Exhibit 1: Existing City Limits)

The housing subdivisions of Cottonwood North and Cottonwood South lie on either side of Parker Road, almost adjacent to the Countryside Estates area. Poco Estados subdivision lies on the north side of Parker Road almost across from the Southfork Ranch property. Gregory Lane contains a smaller area running to Grey Lane on the West side of FM-2551 across from Southfork Ranch. Countryside Estates, lying north of Parker Road and west of Donna Lane, is a well-developed area with concrete streets. Finally, two adjacent streets, Elisa and Kara Lanes, are located in the north portion of the city.

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The overall pattern of Parker is single family housing on large lots. The current zoning ordinance only provides for a single district having two acre lot minimums overlaid upon the entire city. As a blanket zone, the predominant land pattern is clusters of homes, typically 2,000 to 4,500 square feet, with farmland adjacent. It is this potential loss of farmland that presents a threat to the lifestyle of the current residents. With the development pressures of Collin County and the Dallas-Fort Worth Metropolitan Area, many prospective developers are purchasing land within the ETJ and in other cities bordering Parker in order to prepare for the next phase of development, expected within a two to four year period. Clearly the adjacent parcels next door to most of the two acre lots will be subdivided in some manner over the next 15 years, and any development that does not have proper planning, can adversely affect current lifestyles.

Parker is a city in which about 13% of the residents profess to ride horses, stable them and live in horse related lifestyle. Many of the residents have other animals on their acreage.

For examination of the housing subdivision areas, see Exhibit 2: Existing Land Use.

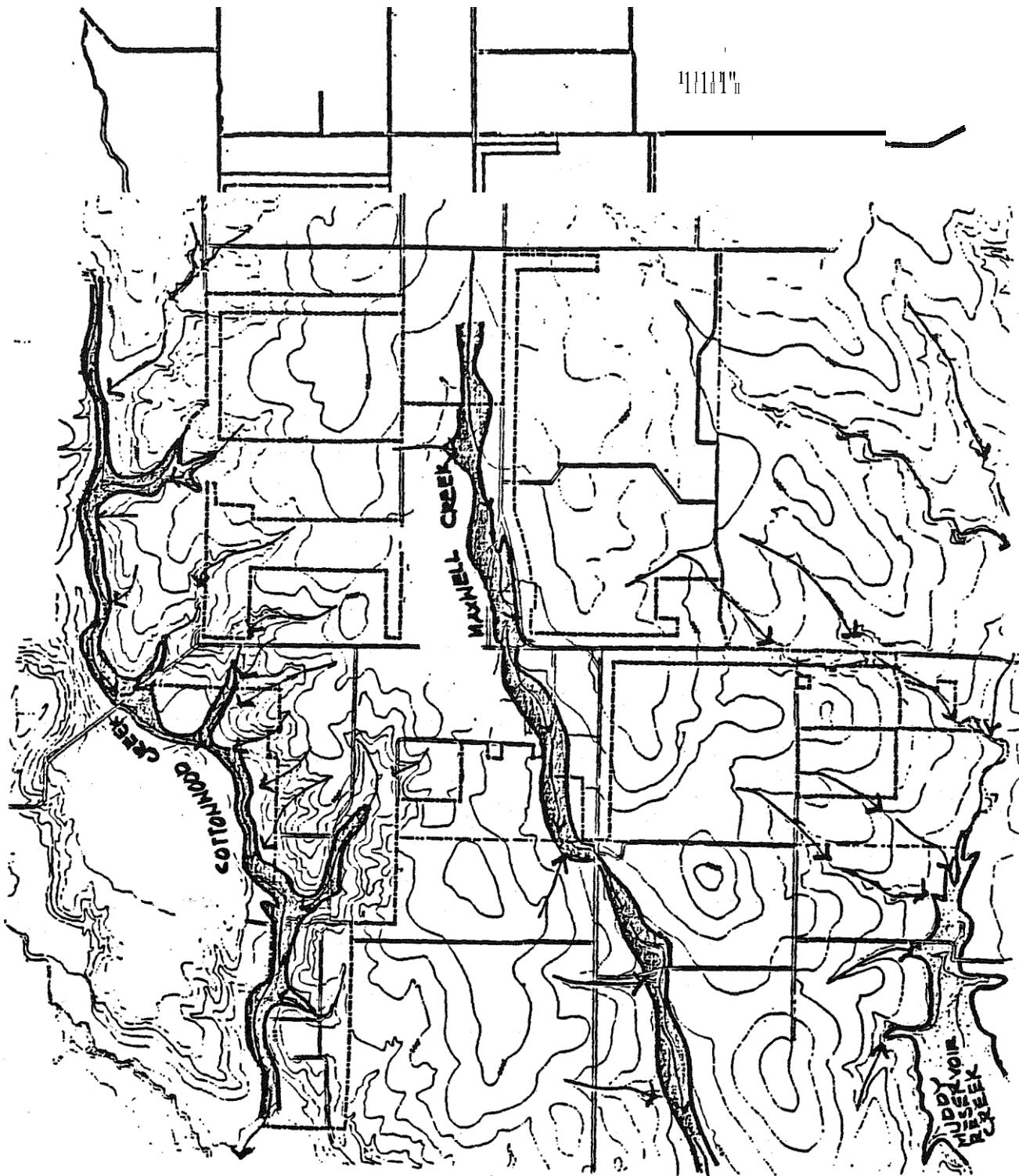
3.2 EXISTING WATER SUPPLY

The residents of Parker are supplied their water from the North Texas Municipal Water District. As a wholly owned company of residents of Parker and its surrounding area, members of the board are elected. Presently, all water is supplied and contracted with the North Texas Municipality Water District; and one long term, written agreements exist to supply the city with all the water it needs for the future.

3.3 DRAINAGE AND FLOOD PLAINS

Two major flood plain areas pass through the city in the south to northwesterly direction. At the western edge of the city, Cottonwood Creek forms a boundary for the city, and becomes the basis for the City of Plano Municipal Golf Course. Starting in the southeastern most portion of the city, the Maxwell Creek crosses FM-2551 south to Southfork Ranch and continues through the city on the west side of Dillehay Road on its way into the City of Allen. See Exhibit 3: Water Drainage and Flood Prone Area, for contours and flood areas.

Some housing, prior to land use and subdivision control enactment by the city, had been built within these two flood areas. At the present time, there are municipal regulations so that the health, safety and welfare of the residents will not be in jeopardy.



CITY OF PARKER
Collin County, TX

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JBG PLANNERS, INC.
Dallas, Texas

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WATER DRAINAGE AND FLOOD PRONE AREA

COMPREHENSIVE PLAN - 2001

3.4 OPEN SPACE AND COMMUNITY FACILITIES

The City of Parker Municipal Complex sits at 5700 E Parker Road Parker, Tx 75002. There are two areas of common space access for residents that include the greenspace next to city hall and the Parker Preserve. Several developers have begun including open space and community space within their developments that are maintained by the HOA.

As stated in the land use section, much of the city is comprised of open space, or agricultural open space. This undeveloped land can be presently considered open space, but the resource is subject to the potential of suburbanization. In coming years, there will be need to address this loss.

3.5 EXISTING SOILS, SEWAGE SYSTEMS AND WASTEWATER

3.5.1 SOILS

There are two major groups of soils in the City of Parker. The eastern belt is rather homogeneous, consisting almost entirely of Houston black clay, with small patches of Austin silty clay and Stephen silty clay. Houston -black day is found along the creeks in this eastern belt -- especially in the Maxwell, Turner and Muddy Creeks.

The western belt is transected by Parker Road and ranges from one half mile west of FM-2551 (Dillehay/Murphy Road) westward to well beyond, or west, of Cottonwood Creek. This belt is topographically and stratigraphically higher than the aforementioned eastern belt. The ridges are commonly topped by Eddy gravelly clay loam and/or Burleson clay. Cottonwood and Rowlett Creeks cut through these soils, as well as the Altoga Silty clay, the Houston black clay and the Hunt clay, typically exposing Trinity Clay and Frio clay loam in the channels. The extensive exposures of the many different soil types.

In between Cottonwood Creek and Rowlett Creek is a flat expanse of soil which, south of Parker Road is Burleson clay and north of Parker Road is Frio clay loam. To the northwest, near the city limits of Allen, this flat area becomes wider and is largely composed of Houston black clay. (Further detailed information can be found in "Soils Survey, Collin County, Texas;" U.S.D.A. Soil Conservation Service; June 1968 and updates.)

With these soil types, there is need to examine the kinds of limitations, and to what degree, these soil types will impact sewage disposal. Austin silty clay and Houston black clay are both designated as "severe" when considered for filter fields for sewage disposal. Their permeabilities are moderately slow and very slow, respectively.

3.5.2 SEWAGE SYSTEMS

Approximately 20 million housing units (or 25% of all housing units in the United States), dispose of their domestic wastewater using on-site treatment and disposal systems. The most common system (about 85%) is the septic tank soil absorption system (ST/SAS). The number of on-site systems are increasing, with about one half million new systems being installed each year.

Only about 32% of the total land area in the United States has soils suitable for on-site systems which utilize soil for final treatment and disposal of domestic wastewater. In many areas of Texas, on-site systems have been plagued by poor public acceptance; and are often considered as second rate, temporary or "failure-prone." Although these systems can be totally adequate with proper soil conditions, cities of any size try to immediately transfer to a municipal treatment system for many environmental reasons. Even though some septic systems have been greatly refined, there is growing evidence of septic system failure caused by improper system design, siting and or maintenance. This trend to convert from on-site systems to central treatment has resulted in at least 10 million households becoming service by centralized treatment facilities. Now, about 75% of the population uses centralized treatment.

The permeability of the soil (its drainage characteristics and evaporative characteristics) determines lot size requirements and potential downstream pollution potential. Downstream pollution ultimately effects the quality of drinking water. Because neither Texas nor the federal government requires a discharge permit as a requirement prior to operating a septic tank, there is no mechanism or incentive to improve these systems. At their worse, they begin polluting and keep polluting. With no regulation or policing, violations abound.

As an alternative to septic tank systems, conventional gravity collection systems are an accepted standard for community wastewater treatment. Because the ST/SAS systems have the lowest first cost, they are regularly preferred. Yet, four categories of problem conditions are; soils, site characteristics, geology-hydrology and climate. In Parker, the soils are very poor. Not only are they somewhat impermeable, but also are prone to promote the flowing of wastewater for extreme distances through crevices in bedrock and over the surface.

Within the City of Parker, about two acres are the housing lot minimums. But exact soil conditions vary with Topography with a slope of about 25% usually considered limiting for an ST/SAS, and construction of any on-site system is difficult with that amount of slope. Geology and hydrology design considerations include; depth to bedrock, soil stability, and ground water location. Climate and weather can also influence disposal. Wet weather dissipates the sewage before it can have a chance to percolate down through

the earth. Interviews with surrounding municipal health district officials resulted in obtaining information that septic tanks within their own

jurisdictions were, and are, in violation of city ordinance. In a report entitled, "Collin County, Rural Water and Waste Water Plan, January 1975," existing conditions were only briefly discussed. Its findings stated that the proliferation of subdivisions and clusters of housing are on lots which are too small to accommodate adequate fields. A severe health hazard is developing. The only method suggested for combating this problem was a municipal sewage treatment system.

The City of Parker and Collin County have ordinances, policies and standards which relate to the approval of well planned, septic tank soil absorption systems in rural areas with adequate slope and normal, or below normal, water usage. The basis of their materials is the State of Texas standards for septic tanks and soil absorption systems. The ST/SAS is the only domestic sewage disposal system now being used in the City of Parker.

3.5.3 FUTURE WASTEWATER DISPOSAL

Future wastewater systems for new development could include either on-site or community type systems. Community type systems could include; conventional gravity, small diameter gravity, pressure and vacuum sewers, as well as wastewater treatment ponds, package plants, pumping stations and regional type treatment facilities. Major increases in the total number of housing units will necessitate future wastewater disposal systems as community systems. In recent years, it has been general practice of the Texas Water Quality Board to deny the issuance of waste discharge permits to small waste treatment plants that are operated by private individuals and organizations. It will be necessary for the City of Parker to secure those permits on behalf of the prospective developers in its ETJ. Furthermore, the city must assume those cost for the operation and maintenance of the wastewater collection system, pump stations, and/or treatment facilities. If a problem of jurisdiction occurs, several alternatives can be utilized. A private, non-profit corporation governed by the members, or a special purpose district (Municipal Utilities District), could be created for each major sewer system.

In summary, the soils within and around Parker are not conducive to the continuation of septic tank systems. Severe limitations and low soil permeability can only allow two acre lots and above. Existing septic tanks/soil absorption systems will continue to function satisfactorily only if they are designed, constructed and hopefully, maintained correctly. But ST/SAS use in the future will become more and more restricted. In addition to more stringent requirements, more common types of septic tank problems will become increasingly prevalent. Current on-site systems are barely adequate for the present population. As an alternative, community or cluster wastewater systems need to be considered. The conventional gravity system, pump stations and treatment facilities will be the most cost effective, as the city develops.

4.0 THOROUGHFARE SYSTEM

In September 1986, Collin County completed a thoroughfare Plan. The plan is intended as a guide for city decision making. Basically, two thoroughfares divide the city into four quadrants -- FM-2551 (Murphy Road) and FM-2514 (Parker Road). Another major thoroughfare is planned for Betsy Lane within the south portion of the city. Betsy Lane will become the continuation of Park Boulevard as soon as the bridge over the Cottonwood Creek is constructed.

Driving through the city, on FM-2514 (Parker Road) is a trip on well paved country roads in good repair. The city can be reviewed only as a composite of individual housing subdivisions and separate estate lots, with interconnections of roads which have been difficult to maintain. Scattered subdivisions have become a financial burden for the city, and in order to make some of these interconnecting roads drivable (by filling pot holes, washed out edges of roads, etc.), the city has high costs. There is no coordinated road system; and the only continuous road through the city is Parker Road (FM-2514).

5.0 FISCAL ANALYSIS

5.1 REVENUES AND EXPENDITURES

Any plan for the future needs to consider the fiscal impact on the existing and future residents. For this reason, existing finances need to be analyzed. Currently, the City of Parker is under fiscal stress and has difficulties budgeting to meet the barest essentials, and, in providing the necessities for its current residents. City expenditures have been recorded since 1974 in Table 2: Revenue and Expenditure Growth Trends. As developed in the table, revenues have steadily increased over the years in step with the new housing construction. When the years 1980 to 1985 are examined, a surplus in revenues can be observed in every year but 1985. The boost in ad valorem taxes, it should be noted, did not occur due to increased housing construction, but occurred due to re-assessments by the Collin County Appraisal District.

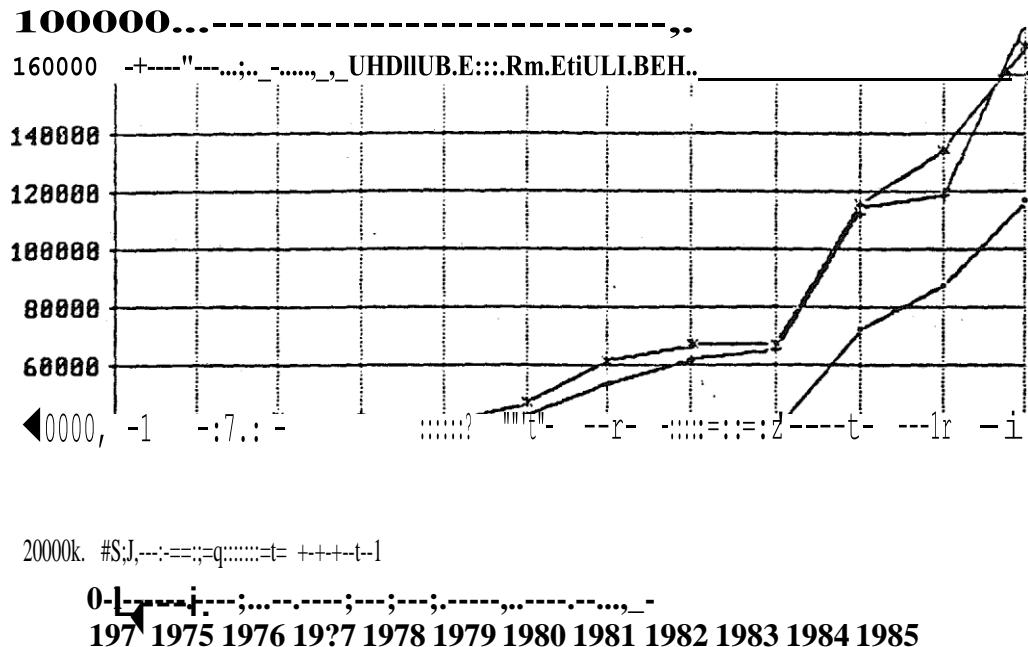
Ad valorem taxes, the property tax, have grown over this eleven year period; but, the growth in taxes must be clearly attributed to both re-appraisal and new house construction. The city has traditionally kept taxes low -- so low that Parker enjoys one of the lowest city tax rates in the Dallas Fort Worth Metropolitan Area. Any analysis of the fiscal base must consider a continuation of these resident wishes. Thus, large, single family housing on two acre lots, coupled with population projections, could create fiscal problems. By the addition of more of this housing through the year 2000, the city will slip deeper and deeper into debt. One of the ways to combat this debt projection is to raise taxes. Not only would the ad valorem taxes meet to be raised to maintain the existing level of city services, but also, there would be need to raise taxes just to keep pace with inflation. Beginning in fiscal year 1987, the City Council should make fiscal projections for revenues and expenditures over a five year period of time.

TABLE 2: REVENUE AND EXPENDITURE GROWTH TRENDS

Year	Expenditure Tax	Growth Rate	Revenue	Surplus/ (Deficit)	Ad Valorem Tax	Ad Valorem Tax-Total Revenue	City Rate (per \$100)
1974	\$ 15,509		\$17,158	\$ 1,649	\$ 7,848	45.7 %	0.25
1975	15,420	- .57%	20,765	5,345	9,484	45.7 %	0.30
1976	36,318	135.5%	41,698	5,380	17,938	43.0 %	0.30
1977	42,330	16.6%	37,868	(4,462)	20,167	53.3 %	0.30
1978	30,902	-37.0%	39,794	8,892	22,518	11.6 %	0.30
1979	42,538	37.7%	46,824	4,286	24,525	52.47%	0.30
1980	53,689	26.2%	61,181	7,492	25,458	41.61%	0.387
1981	62,134	15.7%	66,803	4,669	33,807	50.6 %	0.222
1982	65,137	4.8%	67,154	2,017	36,591	54.5 %	0.197
1983	113,940	74.9%	115,912	1,927	71,727	61.9 %	0.201
1984	118,290	3.8%	134,248	15,958	86,828	64.9 %	0.252
1985	178,061	50.5%	169,990	(8,071)	116,137	68.3 %	0.230

Table 3: Revenues and Expenditures Trends 1974-1985

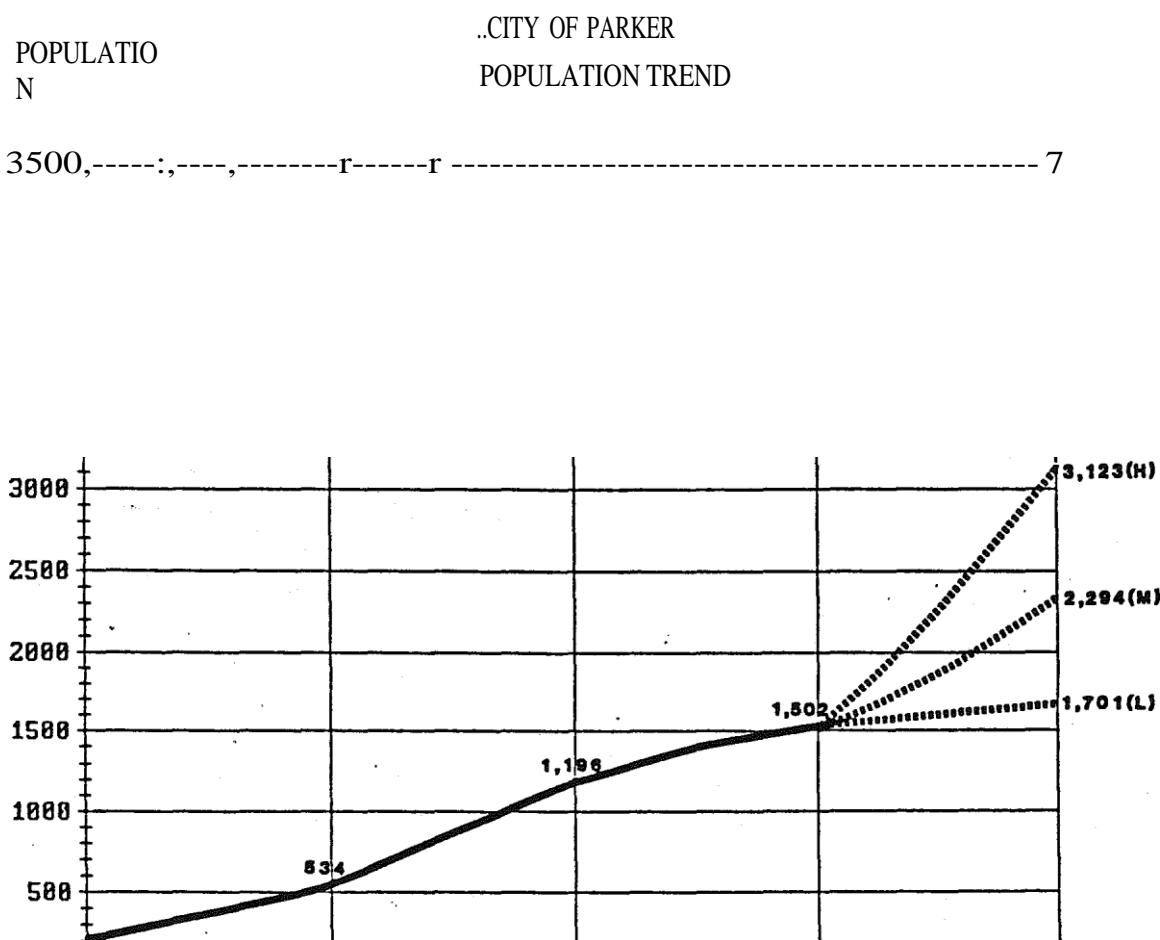
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EXISTING EXPENDITUR E	EXISTIN G	EXISTING ASSESSED TAX REVENUE
		REVENU E

Source: Cit of Parker, 1986
JBG Planners, Inc., 198&

TABLE 4: POPULATION TRENDS, indicates population growth for the City of Parker from 1960 through the year 2000. This projection has been made by the North Central Texas Council of Governments in June, 1986. The 1985 population of 1,299 is projected to reach 1,502 in 1990, and range from a low of 1,701 to a high of 3,123 persons in the year 2000. The mid range population projection for the year 2000 is 2,294 persons.



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1960 1970 1980 1990 2000
SOURCE: NCTCOG, June 1984 DECADE
JBG Planners, Inc. 1986

5.2 METHODS OF BUILDING REVENUES

Since the 1970's, both developers and buyers of new homes have been shouldering an increasing share of the cost of public sector services and facility provisions associated with residential development. Fears about continued financial responsibilities are foremost in the minds of any existing city residents, and the residents of Parker are no different. It is universally recognized that mandated fees, dedications and impact fees for public services and facilities are needed; fees for water and sewer lines, streets and roads, street lighting, storm water management facilities, police and fire protection.

In today's climate of political fiscal restraint and citizen resistance to higher tax burdens, and increased levels of bond indebtedness and the transfer of public sector costs to the private sector; and attractive alternative to conventional methods of public finance is the issuance of general obligation debt.

With an absence of retail, commercial, office and industrial land which could provide a greater amount of ad valorem taxes to the city, the existing residents cannot be expected to pay all that is required. Quite candidly, they will not be able to afford the potential tax bill. For developers and home buyers, the issuance of general obligation debt, and the transfer of infrastructure finance, translate into increased new home selling prices. In such a competitive housing market, such as the Collin County area, only a limited amount of additional infrastructure costs can be added to sales prices. According to appraisers interviewed during the course of planning, a typical housing unit in, Parker can be priced no more than \$5,000.00 higher than other Collin County homes to be competitive.

Special design controls must be enacted to ensure that any premiums charged above the market do result in a real advantage to the buyer. For this reason, a required set-back system with possible landscaped open space could be needed to ensure this advantage and prevent continued tax increases on the existing residents.

It is reasonable to expect that the full burden of infrastructure costs might not be fully placed upon the new developer in Parker. Some infrastructure improvements will need to be financed by the city in order to bring the present residential areas upto reasonable standards. For this reason, two targets need to be addressed;

1. An equitable and reasonable means of allocating infrastructure cost needs to be developed between the public and private sectors while assuring that infrastructure and the goals of the residents for a large lot, single family city get met.
2. Some alternative means of financing public services and facilities effectively and in a timely manner needs to be developed without unduly burdening the developer and the new buyer.

In the past, public services were traditionally financed through general obligation

bonds. Due to an era filled with escalating taxes and tax limitations, taxpayers have grown unwilling to assume the costs of providing services to new residential development by debt secured against the local power to tax.

Methods of accomplishing these goals are linked to certain financing mechanisms which have gained prominence over the past decade. Some of these alternatives are; locally imposed impact fees, user charges, development impact taxes, and mandatory dedications. Each of these mechanisms transfer public sector costs to the developer and the consumer early in the development process and are usually reflected in the selling price of the new homes. These are called "Front End Transfers." In another category of methods, legal and institutional devices allocated and assess costs on a fee for service basis that does not affect new home prices. Among these second group mechanisms are; tax increment financing, special assessment districts, special service districts, and the privatization of public services.

Within our plan, in order to achieve plan implementation, a method of paying for needed changes must be proposed. For this reason, Front End Transfer are explained. In order to allow the reader of this plan to better understand our proposals and their implementation, an outline of commonly used financing alternatives is presented.

These financing devices are transfers, or exactions, and tie permission to build to the developer's ability to provide specific services and facilities traditionally provided by the city. Front end transfers exact from the developer costs at the beginning of the development process. The most common front end transfers are 5.2.1 Development Fees, 5.2.2 User Charges, 5.2.3 Development Impact Taxes, 5.2.4 Mandatory Dedications, 5.2.5 Special Assessments or Special Assessment Districts, and 5.2.6 Municipal Utility Districts.

5.2.1 DEVELOPMENT FEES: these fees are one time levies imposed on developers to cover all or a portion of the capital costs of installing the basic public facilities associated with residential development, including local streets, sidewalks, lighting and sewer and water systems. Typically, development fees get charged on a per square foot of floor area, or a per linear foot of street frontage basis; or a flat fee per dwelling unit or building lot; or as charge per acre.

5.2.2 USER CHARGES: these fees are periodic levies, compared to one time capital charges, which are tied to the consumption of public services. The consumption of individual shares of a service is measurable in discrete units and the benefits of publicly supplies services accrue primarily to direct users. Some examples of user charges are assessments for water consumption and sewage treatment.

5.2.3 DEVELOPMENT IMPACT FEES: this fee is a onetime fee that imposes a levy in excess of normal property taxes and monthly user fees for improvements often outside the boundary of new development. It is based upon the concept of paying a pro rata share of facilities. Such fees accumulate in a fund to finance specific infrastructure development. In order for this kind of fee to be legal, all moneys must be deposited in a specific fund for that special use.

5.2.4 MANDATORY DEDICATION: is the required transfer of a property from private to public ownership as typically specified in the city's subdivision ordinance. The transfer is based on the notion that the right to undertake subdivision development is accompanied by the responsibility to provide a reasonable level of facilities, or land, for those facilities. There are different categories for subdivision ordinance dedications. Streets are usually provided by developers as local and collector streets. Parks may be dedicated in accordance with open space and park plans or population densities, or the reservation of undeveloped land for future purchase by the city. Utilities, such as water and sewer systems sometimes are structured so that local governments or utility authorities, such as **the** North Texas Municipal Water District, sometimes share the costs or allow for a pro rata pay back scheme.

5.2.5 SPECIAL ASSESSMENTS OR SPECIAL ASSESSMENT DISTRICTS: Special Assessments are a levy imposed on property owners who benefit from a specific public improvement within a limited geographic area -- a special assessment district. These special assessments' collections are applied to the retirement of bond issues that finance a variety of improvement projects, including the construction and repaving of principal and minor arterial and local streets; the construction of sewer mains, laterals and storm sewers; and the" installation of street lighting. Where residential development is concerned, property owners support improvements on a pay as you go basis such that special assessment is not factored into the selling price of a new home.

The special assessment decision triggers a set of actions that must precede the issuance of bonds and the collection of assessments. There are six steps, typically, in the process: 1) initiation; 2) plans and estimates; 3) public hearings; 4) bids and contracts; 5) allocation of costs and benefits by frontage, zones or areas; 6) bond sales and collection of assessments.

5.2.6 MUNICIPAL UTILITY DISTRICTS (MUD): The municipal utility district is an optional method of financing the costs of utilities. MUD's are empowered by the state to float tax free revenue bonds. The proceeds of the bonds are used to finance on or off-site water, sewage and drainage facilities. The future residents pay principal and interest on the bonds through property taxes and user fees. Developers can establish the districts with the approval of the Texas Water Rights Commission. If a developer wants to form MUD's within the extra territorial jurisdiction of an incorporated municipality, the municipality must approve the MUD. A single MUD could issue as much as \$60 Million in contract bonds. MUD bonds are sold on the market and have their value in having the backing of a municipality, or the city. In the instance of the City of Parker, developers would request to form the MUD, and the city would approve it; thus, backing the bonds on the open market.

The entire issue of a homeowner's association bears closer scrutiny. After financing the initial improvements for a subdivision, there is need to consider methods of the

continuation and maintaining to open space areas. The informed buyer and developer tend to avoid involvement and purchases within subdivisions having homeowners' associations, and for this reason, methods for modifying or avoiding them should be considered.

Impact fees began in Broward County, Florida in 1981. The original imposition of impact fees drew extensive litigation, which gradually defined the criteria for levying such fees. They need to be earmarked for facility expansion, preceded by planning related to services received which constitute a fair share of service or system costs. Impact fees were levied for roads, parks and schools. They were adjusted each year according to the price deflator for the Gross National Product for the previous 12 months.

6.0 EXTRA TERRITORIAL JURISDICTION

The City of Parker is confronted with the problem of controlling the development of those adjacent land areas which are not currently within its incorporated area. This problem is compounded by the fact that most residents do not realize that little, or no, control of the uses of the land in the Extra Territorial Jurisdiction can be currently accomplished under Texas law. Parker cannot require single-family large lot homes to be constructed on this land. Any landowner of any ETJ land can build what he pleases.

Under Texas law, a city with a population under 5,000 is considered a General Law City. A General Law City, like Parker, is prohibited from annexing any land outside its present city limits unless the landowners request such annexation. A General Law City is further restricted from controlling any activities, or uses, outside its city limits, with the exception of its requiring the application of its subdivision ordinance up to one-half mile from the present city limits. Within this one half mile limit, the General Law City has no control over what is built in this area; i.e., no zoning controls, but the city does have some very limited controls under its subdivision ordinance. As an example, since Southfork Ranch is mostly in Parker's ETJ, the City of Parker would not have any control over residential, commercial or industrial building uses on the property. The city would only have authority to require the owners to comply with the subdivision ordinances requiring concrete streets, placement of utility lines, etc. Therefore, the owners of Southfork Ranch could build apartment houses, shopping centers, hotels or any other structures.

By contrast, a Home Rule City has the authority to annex land within one mile of its city limits without the consent of the landowners, as long as the property is contiguous with its city limits. This power gives a city much broader powers to control its borders and to annex properties. The General Law City has further control problem when it is adjacent to an adjoining Home Rule City. The Home Rule City may annex land even though that land is within the General Law City's ETJ; provided that the landowner requests annexation to the Home Rule City. As a result, a city must make itself attractive enough to provide services to enable such city to control its borders.

At the present time, all adjoining cities have either a court order or contractual agreement determining the ETJ limits of Parker. The ETJ boundaries may only be

adjusted as mutually agreed upon by the adjacent cities. If disagreements arise, then the courts would be the forum for the city boundary adjustments.

The concern of the City of Parker should be to encourage landowners in the city's ETJ to annex their properties into the city on a voluntary basis. By requesting annexation by Parker, the landowners could enjoy utility services, an attractive, controlled environment, and a long term controlled growth plan. Without such a plan to provide these amenities, the City of Parker will lose control of its ETJ and could have objectionable housing and commercial buildings adjacent to present subdivisions and current city limits.

7.0 LAND USE CONFLICTS WITH ADJACENT CITIES

Frequently, development along adjacent parcels in neighboring cities become a problem. Problems occur when one or more of the following happen:

1. one city relegates its least desirable land uses to its edges, thus impacting a neighboring city.
2. one city does not communicate or accept the input of its neighbor city when a land use decision needs to be made.
3. misalignment of thoroughfares between the two cities may place someland in an adverse position in relation to contiguous parcels.

Some conflicts along municipal boundaries can be noted. Jurisdictional priorities for a city often give way to previous inter local agreements. For instance, residents in the southern section of Allen are frequent users of Sycamore Lane, causing extra maintenance costs for the City of Parker.

The property on the southeastern side of Parker annexed in 1985 by the City of Wylie presently has a trailer park which is creating traffic and possible sanitation problems for the area.

The City of Allen has properties for commercial purposes along Bandy Lane north of Parker. These changes will affect the residential uses in this area of the city. It is also anticipated that the City of Lucas may rezone properties for commercial uses along the northeast sector of Parker.

The City of Murphy has provided a higher density, up to 4 units per acre on their northwestern border which adjoins Parker. This obviously is a much higher density than Parker's present density provision.

The City of Allen provides for higher density housing along parts of the City of Parker's northern ETJ areas. With Allen's well developed utility system, which is capable of expansion, there is reason to be concerned about the potential loss of ETJ acres as a result of this ability to provide municipal services immediately.

There is importance to agreements among cities. In order to minimize the conflicts and incompatible land use in future plans between neighbors, cooperative efforts and notification is very important. It is suggested that city officials regularly meet to find cooperative solutions respecting the plans of adjacent cities before plans are adopted officially. Resolution of any conflicts in advance of implementing development can result in the saving of major expenditures for public facilities. Should neighbors become dead locked on specific issues, then Collin County and the State of Texas should be approached for arbitration assistance.

8.0 GOALS, OBJECTIVES AND DEVELOPMENT ALTERNATIVES

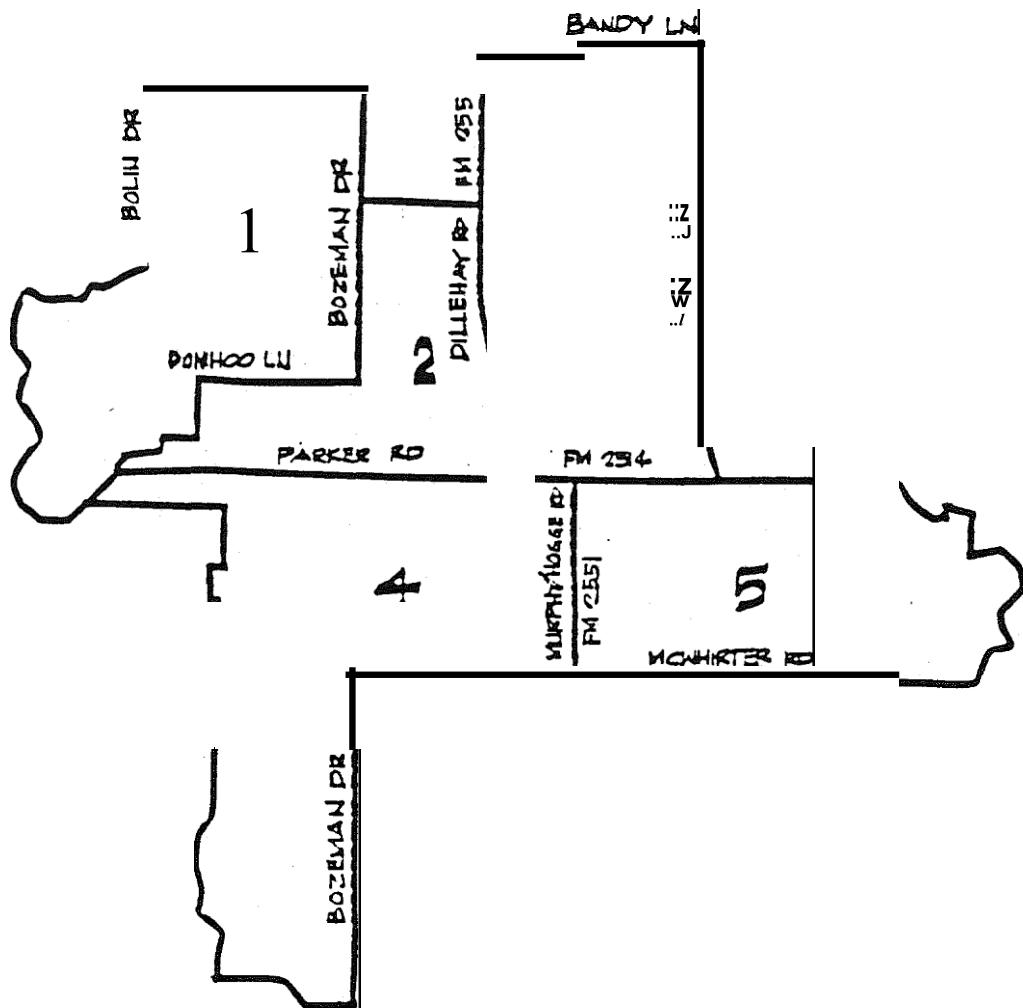
8.1 RESIDENT QUESTIONNAIRE

Any plan must be based upon the goals of the existing residents. But a difficulty occurs when only citizens' meetings are used to obtain input into the planning process. For this reason, the Citizens Long Range Planning Committee and the planning consultant developed a self report questionnaire for distribution to the residents, by planning district (see Exhibit 4; Planning Districts). 400 were distributed, and 91 returned for a response rate of 22.8%. A statistical summary to the citizens' questionnaire is provided in the appendix of the report. These questionnaire responses were used as a basis for developing the plan; and, the results are listed below.

1. Residents do not want major changes, or tampering, with their present subdivision, or neighborhood.
2. Only single-family detached housing should be developed in the future. This desire eliminates any potential for apartments or condominiums.
3. The city should do something to require people to repair their fences. The question is what can the city do; the only action that can be taken is a public policy statement encouraging the residents to improve their fencing.
4. The stabling of horses are creating health and sanitation problems in current neighborhoods. Large animals should be controlled in new subdivisions.
5. In future subdivisions, there should be a plan for open space and equestrian centers. This desire indicates that the city should require developers to provide these centers in the overall plan rather than allow the stabling of horses on individual lots.
6. Residents are almost SO-SO split on accepting increases in their taxes to provide a new sewer system. But with the current sanitation problems in some neighborhoods, future subdivisions should be required to be connected to the sewer system running through Parker.
7. There should be a variety of housing styles to meet social and economic needs.
8. The city should have a long range plan for the future.
9. A system of private and public open space, hike and bridle paths should be planned for the city. These paths should be placed in future subdivisions which would permit neighborhood associations to hold and maintain them.
10. Almost an even split appeared about allowing neighborhood business

services in Parker. Those who disagreed might have thought that neighborhood commercial businesses, such as 7-11 stores might be in their neighborhoods.

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11. A slight majority agree that there should be a business tax base to maintain and improve city services. This data would support the proposition that some retail business services could be placed in strategic areas of the city not adjoining present neighborhoods.

12. Residents do not want to do most of their shopping in Parker. This information indicates that they do not want a full range of services, but possibly small retail businesses to assist with a tax base.

13. Most all of the residents perceive that the identity of the community should be that of rural village/commuting community.

14. Most residents have a desire to have Parker beautified through wild flower planting in the medians of Parker Road. This desire transfers to a general concern for the appearance of the city.

A profile of the residents responding may be useful in interpreting the only vocal people in the community. Over 58% of the residents have lived in Parker for more than 6 years. About 50% of the respondents voted in the last election. Only 8 retirees responded from among the 91 respondents, which is a percentage of 8.8%. Family characteristics of the respondents are:

1/2 of the families have 3 or fewer

personsS families are single parent

households 34.9% of the families have

no children 16.39% of the families have

2 children

Only 16.3% of the families have more than 2

childrenTHE FAMILY SIZE IS RELATIVELY

SMALL!

8.2 NEED FOR CAUTION IN GOAL CONVERSION

While the aforementioned results (goals) were accepted and converted into objectives, policies and programs for the comprehensive plan, there is always a need to caution in the wholesale adoption of resident desires. Often, the fiscal and personal taxation levels required to achieve the goals of the residents are so high that the city would be irresponsible to adopt those goals for the fear of creating such a high basis forcing ever and ever higher ad valorem taxes (city property taxes on the residences).

One alternative is to shut down the potential for any new development within the city limits. With such irregular city boundaries and the problems with controlling development at the borders within the extra territorial jurisdiction (ETJ) of the city, this alternative is unacceptable. One of the adjacent cities has an aggressive annexation policy, which is threatening to the city; and another city is ready to extend its municipal services to any

land the city doesn't want, in order to increase its own ad valorem tax base. Present development pressures within the ETJ indicate that certain developers are now planning to build some projects which are adverse to the desires of the residents as indicated in the questionnaire responses.

Additional caution is needed for planning as one examines present and past city budgets. If methods for increasing revenues cannot be met or found, then the alternative will result in rapidly increasing taxes to pay for those necessary and essential municipal services.

THE COMPREHENSIVE PLAN

PART III. THE COMPREHENSIVE PLAN

9.0 PROPOSED LAND USE PLAN

9.1 STRATEGIES

The land use plan is but one element of the comprehensive plan. It allows the designation of all proposed land uses within the city. As an official document, it allows the freedom to designate particular uses, for generalized land areas within the city boundaries. It should be noted that the boundaries indicated in Exhibit 5: Proposed Land Use Plan, are general, not specific and do not propose to establish exact boundary lines. It is not the intent of this plan to take any resident's home for public use.

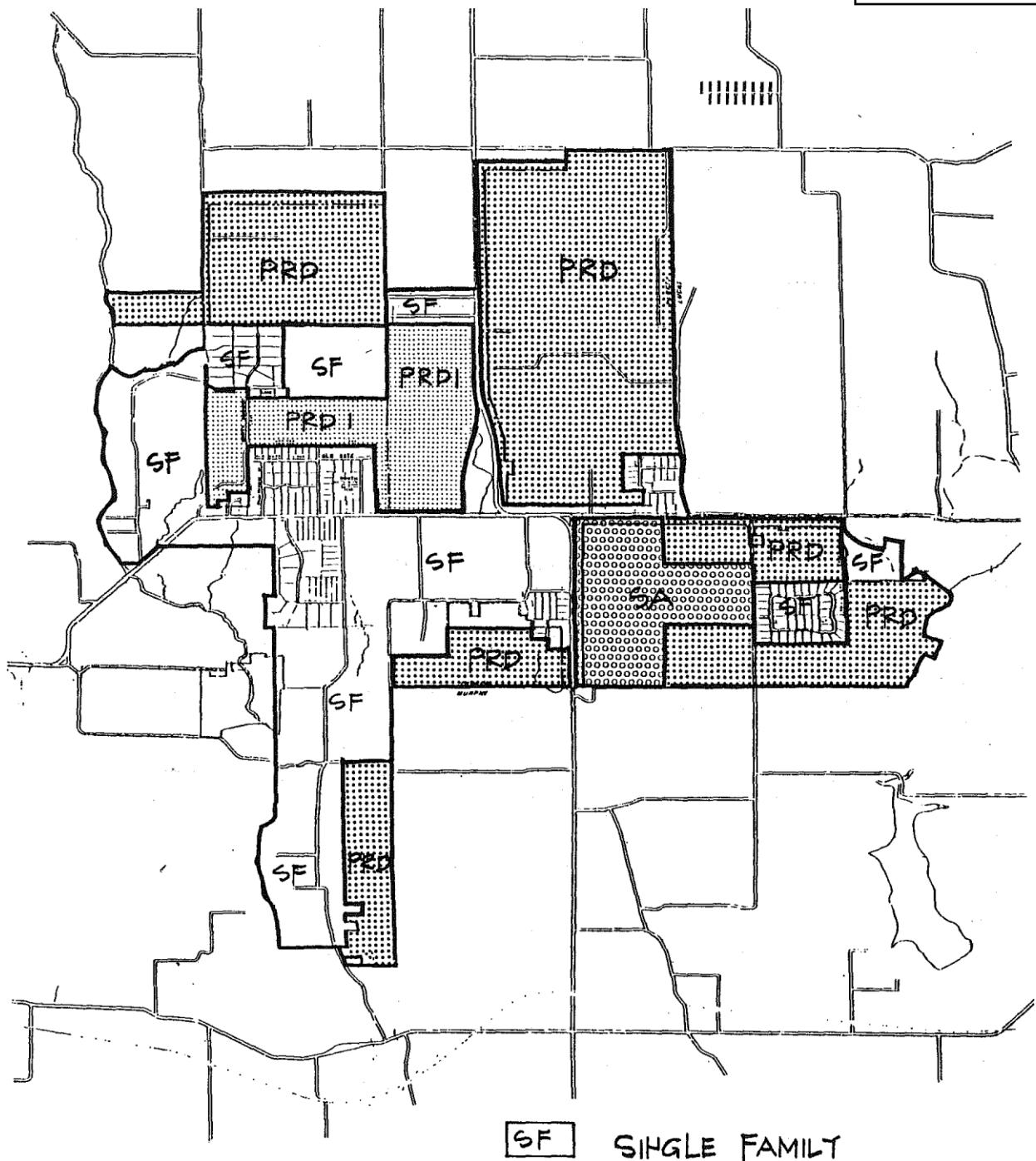
As discussed elsewhere in the plan, there is a threat of rapid suburbanization of the city. Parker is expected to have a serious diminution in its open space areas. The difficulty with the loss of open space relates to the desire of the residents to maintain the rural atmosphere.

The plan seeks to harness rapid suburbanization to plan for the residents to have the same open space ambiance that they always had in their neighborhoods and behind their homes. With their desires to both maintain their current life styles and continue to have that same open space, there is need for the city to begin to protect its residents by planning for the future.

For this reason, as a major design strategy, the proposed land use plan for the City of Parker proposes to protect the existing residents by utilizing a system of controlling the new development by adding selected new districts. All existing single family residential zoned areas shall be bordered by the same housing density in any adjacent Planned Residential Development (PRD).

All properties within the Extra Territorial Jurisdiction of the City of Parker and any properties released from adjoining cities shall be considered for zoning as Planned Residential Development (PRD) or any other zoning compatible with the surrounding areas.

As a means to generate tax revenues, the Special Activities District is planned. Two grand boulevards, Parker and Murphy Roads are designed as major structural frameworks giving visual form to the city with their landscape materials. Other strategies are present in the plans, but are secondary.



PROPOSED LAND USE

CITY OF PARKER
Collin County, TX



JBG PLANNERS, INC. 5
Dallas, Texas

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TABLE 5:
PROPOSED LAND USE AREAS, DWELLINGS, AND
POPULATION (Existing City Limits)

RESIDENTIAL USE	<u>DWELLING</u>		
	AREA (ac.)	UNITS	POPULATION <u>{*2)</u>
Existing-Min. 2 ac/DU	146 2	340	1300
Additional-Min. 2 ac/DU	117 9	590(*1)	2242
PRD1 - 1 ac/DU	167	167	634
TOTALS	2808	1097	4176

*1 assumes 2 acre/Dwelling Unit-

*2 assumes 3.8 persons per family

**TABLE :
TOTAL LAND USE COVERAGES FOR
COMPREHENSIVE PLAN**

Meeting Date: 10/18/2022 Item 1.

EXTRA TERRITORIAL JURISDICTION

1	0	0	44	369	104	90	82	43	0	0	0	732
2	0	15	0	0	0	0	0	0	0	0	0	15
3	30	0	71	959	265	0	0	0	0	0	0	1325
4	19	5	89	222	78	0	0	0	0	0	0	413
5	0	0	77	407	119	0	0	0	0	122	276	1001

*1 20% OPEN SPACE ASSUMED (RANGE 20% - 55%)

Meeting Date: 10/18/2022 Item 1.

*2 INCLUDES EXISTING 1 ACRE LOTS (Easy Acres)

9.2 DESCRIPTION OF ELEMENTS OF THE PLAN

The Comprehensive Plan includes the following special design features; (as shown in Exhibit 6)

9.2.1 None of the existing residential areas will have higher density homes immediately adjacent to that area. The first row of homes in the PRD areas will be the same density as in the adjacent existing residential areas. Open space will serve as a buffer within any new development.

9.2.2 All new PRD housing will be either two acre lot minimums or well designed, development plans incorporating open space systems, buffers and more dense housing. In addition, the new housing will be subject to extensive design controls to perpetuate the image of a western semi-rural oriented city.

9.2.3 A revision to the county thoroughfare plan is to restrict FM-2514 and FM-2551 to 4 lanes with an intermittent center turning lane. Two roads, Parker and Murphy Roads are recommended to become grand boulevards. These grand boulevards are to be well landscaped, with trees, flowers and shrubs and having wide medians and deep setbacks before any building facades appear. As major north to south, and east to west, connector thoroughfares, these roads will give an improved image and a sense of arrival to the city.

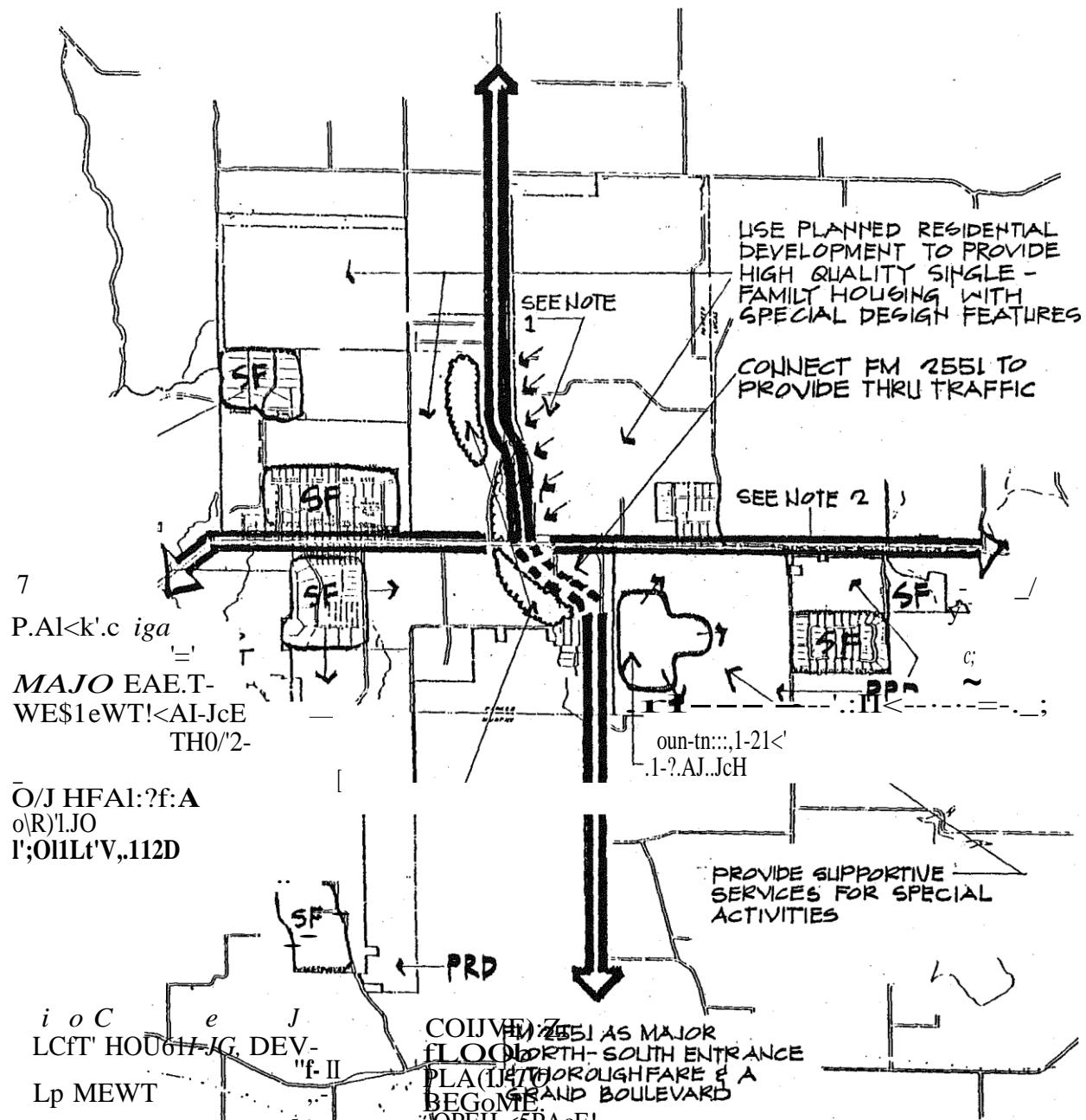
9.2.4 Other thoroughfares are designated to provide excellent traffic flow

through the city as an alternative to the two grand boulevards. Park Boulevard (Betsy Lane) going through the south end of Parker will bisect the Dublin Road district of the city. Brand Road will lead from Murphy north to Allen cutting through the city. McCreary Road is the other major north south arterial proposed.

9.2.5 In order to effectively deal with the existing conditions of tourism and Southfork Ranch, and obtain needed taxes for the revenue base of the city, cooperation with Southfork is proposed. Only through proper cooperation and coordination can Parker obtain its needed revenues and remain a large lotsingle family city comprised of elite neighborhoods. With the residentscapable of higher taxation and not wanting the more typical strip commercial, contemporary shops which are proven to be successful in many areas of thecountry, there is need to plan for Southfork to encourage them to voluntarily annex into the city. In this way major

tourist revenues can be converted to needed city services. For this reason, a Special Activities District is planned to surround Southfork Ranch and allow for the controlled development of the site and its surrounding properties. Protection for existing homes adjacent and west of Southfork Ranch is provided by major setbacks of proposed structures, landscaping, and open space.

In the Special Activities District, a broad range of design controls have been developed to tighten visual and traffic controls so that negative impacts will not arise for the residents.



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DEVELOPMENT OPPORTUNITIES

COMPREHENSIVE PLAN - 2001

CITY Of PARKER
Collin County, TX

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Dallas, Texas

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9.2.6 Due to the Great Plains' character of the landscape, and the overall barrenness of the land, a strict landscape planting requirement should be incorporated for all proposed developments. Through the policies of requiring rows of trees along street right of ways, and bushes, shrubs and trees in open space areas, a new, reforested appearance of Parker will be maintained as the city develops.

9.2.7 The concept of open space within the city is promoted through the use of open space within the Planned Residential Development areas.

9.2.8 A scenic drive through Parker has been designed by interconnecting Murphy Road (FM-2551) with Dillehay Road. Dillehay follows along a green, wooded flood plain area -- quite an asset to the city. By re-routing FM-2551, a continuous north-south scenic drive becomes one of Parker's grand boulevards.

9.2.9 The Planned Residential Development is utilized as a special planning device, serving to alert potential developers that physical design negotiations are expected from them. From the very beginning, developers are expected to enter the review process with a view toward working with the city and its residents to obtain mutual goals.

Each of the aforementioned items of special design features within the plan have been carefully studied so that, over time, the City of Parker will evolve into a very special, controlled design community. By adhering to the essentials of the land use designations; that is, specific land area allocations and their amounts, a sound fiscal future can be achieved. Citizen participation and citizen input will regularly occur throughout the life of the plan by means of the required site plan review process, necessary for all zoning districts. Especially of interest is the Planned Residential Development District requiring city review from its very beginnings in the approvals process. The Single Family District maintains the existing housing district regulations, and an outline of the districts follow:

9.3 SINGLE FAMILY DISTRICT

This district follows the existing regulations of the City of Parker for the Single Family Residential District. The regulations shall be the same as those requirements of the current zoning ordinance;

9.3.1 minimum lot area shall be two (2) acres net of flood plain areas, utility easements, etc.

9.3.2 minimum lot width shall be 200 feet.

9.3.3 minimum lot depth shall be 300 feet.

9.3.4 minimum side yard setback on corner lots shall be 50 feet.

9.3.5 minimum side yard shall be 40 feet.

9.3.6 maximum percentage lot coverage shall be 10 percent.

9.3.7 no garage shall face the street.

As outlined, these district regulations promote the continuation of estate lots, two acres and above. A great deal of land (about 2641 acres) has been reserved for the continuation of this existing land use pattern -- the predominant housing type, as demonstrated in Table 6: Total Land Use Acreages for the Comprehensive Plan.

9.4 PLANNED RESIDENTIAL DEVELOPMENT (PRD)

Almost 1000 **acres** of the land that is currently developed as large lot single family residential (2 acre lots), has been protected by the plan by the proposed method of rezoning adjacent lands to the very same densities. All new PRD housing will be either two acre lot minimums or well designed, development plans incorporating open space systems, buffers and more dense housing. In areas where PRD is designated, planned controls on development are emphasized with the development restriction and examination of 20 to 200 foot required open space areas. These PRD open space areas shall be further controlled (e.g. to require plantings) so that new developments will be much more desirable than merely having gridded two acre lot developments. Each PRD residential area will have specific design guidelines adopted by the city council. When PRD's abut Single Family Districts or properties presently in the city limits, adjoining areas may be considered for open space use to be developed with PRD. This situation shall apply if natural and unique physical features (e.g. lakes, treed areas, or creeks) are prevalent on the adjoining areas. These design control guidelines will include:

9.4.1 All proposed PRD developments shall require a mandatory site plan submittal. The site plan will be reviewed and approved by the Planning and Zoning Commission and the City Council in public hearings prior to formal adoption. This approval shall be essential prior to receiving plat approval or building permit.

9.4.2 A point system is recommended to be adopted which would control the places where development would be approved for construction. If proposals for development are submitted which are great distances from existing utilities, roads, etc., then a method of point assignments shall be made. These point assignments must be overcome by the developer by his payments to the city to compensate for any additional city costs. Without proper payments, or achievement of the proper point scores, a proposed PRD development would not be issued a building permit. A detailed example of a possible point system is shown in Appendix III.

9.4.3 Cluster development, or performance zoning, is preferred; conventional grid, cookie cutter or rectangular subdivision of the land is discouraged.

9.4.4 Required open space is established within a range from 20 to 550 acres of open space (non-impervious surfaces) excluding space for streets and utilities easements.

9A.5 Any open space system shall be included as a part of the property to be maintained by the developer or homeowners association. A recommendation will be forthcoming from the City Council on ways to protect the city from any developer that refuses or is unable to maintain any open space areas.

9.4.6 A 50 to 200 foot setback as a minimum may be required from any existing subdivision lots platted prior to December 31, 1985. This open space is subject to the following restrictions.

9.4.6.1 A minimum of 6 trees per acre to be provided over 10 feet high each.

9A.6.2 Grass, ground cover, etc., and other plantings shall be provided by each developer.

9.4.6.3 Developer is to maintain common open space areas and pay all impact fees.

9.4.6.4 Internal open space interconnected systems are encouraged within the setback.

9.4.7 Uses in PRD's are limited to single family detached housing with a maximum of 2 dwelling units per gross acre, with the exception of 1 area designated as PRD1 on the Proposed Land Use Map (Exhibit S). This PRD1 area is limited to single family detached housing with a maximum of 1 dwelling unit per gross acre.

9.4.8 At least one recreational facility is desired to be included in each open space area designated to serve 20 acres minimum; examples are golf course, country club, community building or center, tot lots, equestrian center, health club, swimming pool, tennis courts, etc.

9.4.9 Garage doors are not desired to be facing the street.

9.4.10 Housing is to be limited to two and a half stories, or 30 to 35 feet, with sloping roofs.

9.4.11 Roof colors are to be limited to earth tone colors; terra cotta, or weathered cedar shake color (no reds, blues, whites, oranges, greens, etc.)

9.4.12 All existing trees and drainage ways shall be noted on PRD submittals for review and approval.

9.4.13 No fences shall be permitted in front yard areas and side yards extending beyond the house facade on developments of 2 dwelling units per gross acre.

9.4.14 Fencing in side yard and backyard areas shall not exceed 8' -0" high. All fences shall be transparent and not comprised of solid, or near solid, fabric or surfacing.

9.4.15 The developer shall file an appropriate street lighting plan with the initial site plan. Street lighting shall be in conformance with city standards, and not be natural metal finish. Only green or brown colored light standards are permitted. No light standards shall exceed 15' -0" in height.

9.4.16 All subdivision sign identification shall be approved by the city and designed to fit into the design character of Parker.

9.4.17 Streets and roads shall be concrete surfaced with no curb and gutter. Drainage swales shall be provided adjacent to graveled shoulder areas on both sides of streets and roads. Curb and gutter shall be permitted only where engineering requirements dictate.

9.4.18 Collector streets shall be 36' width pavement minimum; internal streets shall be 24' width pavement minimum.

9.4.19 All streets to have rows of trees (of approved species) planted along street edges at 50' -0" on center.

As can be clearly recognized from the aforementioned list of proposed and recommended PRD development restrictions, the future city is anticipated to provide the existing residents with a very special environment, one that is anticipated to be even better than the present environment -- since so many of the current ETJ lands are uncontrollable by the city.

9.5 SCENIC ACCESS EASEMENT (PARKER [FM-2514]AND MURPHY ROADS [FM-2551])

In order to effectively regulate the major drives and entry points to the city, it is recommended that double rows of trees (of approved species) be planted at 50' -0" on centers on either side of Parker Road and Murphy Road. Wide medians are recommended. Wild flowers could be planted on all medians. Additional design controls should be considered in order to promote a western design image. Entry gates, pylons and subdivision identification signage should be approved by the city for its design character.

9.6 SPECIAL ACTIVITIES DISTRICT (SURROUNDING SOUTHFORK RANCH)

In order to recognize the tourist potential for the property, and encourage the South- fork, Ranch owners to request annexation into the city, the areas surrounding the ranch should have its own zoning ordinance provisions as a "special design district" with architectural guidelines giving strong visual identification as a central focus for Parker's Grand Boulevards. Permitted uses on this land are recommended to include the following:

9.6.1 Special Activities as supportive services for Southfork such as tourist related activities (hotel, motel, tourist home, arts and crafts galleries, photo studio, Olla Podrida type arts and crafts mall, western

theme shops, western wear, gourmet foods and cafes, dinner playhouse, antique shop, farmers market, floral shop) and other districts.

9.6.2 Facade Treatments and Colors:

9.6.2.1 Wood materials

9.6.2.2 All buildings must have overhangs and colonnades.

9.6.2.3 Canopies required, projecting from colonnades.

9.6.2.4 Country style, western style, no modern or post-modern styles permitted.

9.6.2.5 No concrete, concrete block, or metal building surfacing. Wooden surfaces with accent brick permissible.

9.6.2.6 No primary colors (red, green, yellow, or blue) only earth tones (brown, etc.) or complimentary colors on a design review basis only.

9.6.2.7 Only shingle or tile roofs are permitted.

9.6.3 Height, Setback, Parking and Landscaped Area.

9.6.3.1 No more than 3 stories or 35' -0" high for hotels; one story (18' -0") for other structures.

9.6.3.2 No facade can have a continuous width longer than 60' -0"

9.6.3.3 Landscaped, and open space, requirement is 40% of the gross lot area.

9.6.3.4 Landscaped materials are required in parking lots and in front of facades, etc.

9.6.3.5 Off street parking is required, with space allocation according to permitted uses.

9.6.3.6 Trees required as screening for parking and buildings.

9.6.3.7 Sidewalks shall be brick paving or special sidewalks.

9.6.3.8 15' -0" high light standards

9.6.3.9 Noise and lighting standards to be developed so that no obtrusive or noxious problems adversely affect adjacent residential districts.

9.6.3.10 Suitable structural setbacks from Southfork of 300 feet
minimum shall be provided from all existing residential areas.

9.7 THE DUAL IMPACT FEE CONCEPT

Due to anticipated problems that are going to occur in providing and maintaining adequate rural and suburban facilities and services, the concept of dual impact fees is recommended for adoption by Parker. Using this system, an alternative to utilizing conventional city revenue sources can be adopted which will result in less costs to the residents over a period of time. See Appendix II for additional discussion and examples of possible dual impact fees.

9.8 THE WATER SYSTEM AND PHASING

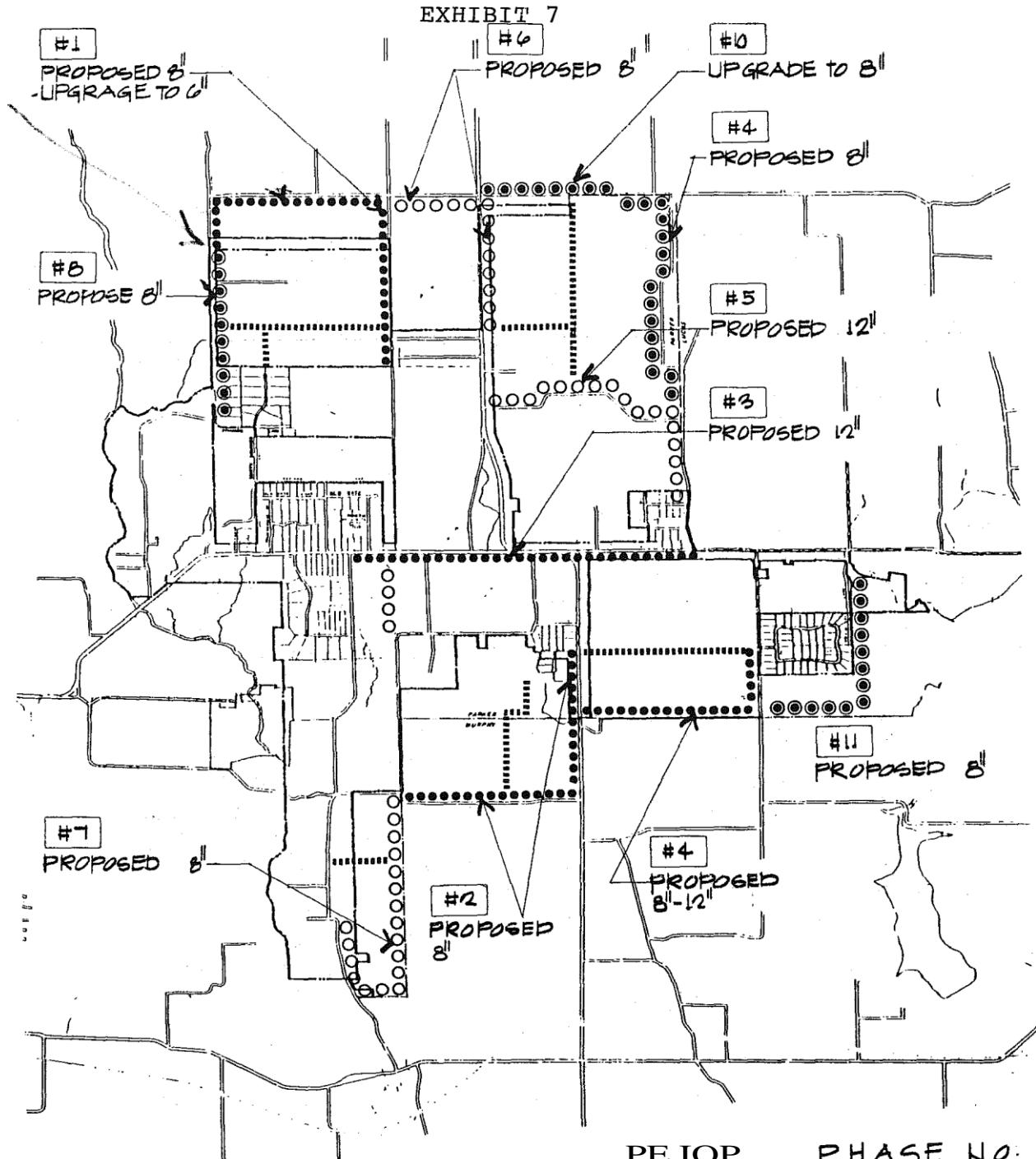
9.8.1 WATER SYSTEM PLAN

In order to properly plan for the future city, the comprehensive plan proposes to utilize a point system keyed to land areas and their distances from existing utility lines. Since waste water is currently handled by ST /SAS systems, and a proposed central municipal system need to be designed, the phasing for the plan is based upon the existing and proposed water system plan which follows, as diagrammed on Exhibit 7: Proposed Water Lines.

The water supply plan for the City of Parker must be designed to provide an adequate, safe, potable and economical water supply. The plan does, and must, consider numerous political boundaries, such as the existing city limits, the ETJ, **limits of service by the Parker Volunteer Fire Department and the North Texas Municipal Water District**. The City of Parker Comprehensive Plan should serve as a guide to its citizens to implement an orderly, economical, and functional developmental growth. Any city plan needs to consider the future plans of Allen, Lucas, Murphy, Wylie, and St. Paul. Without this consideration, and possible coordination, there could be a duplication of services, excessive costs and lack of services to a greater number of potential and existing users. The proposed improvements to the Parker water plan are divided into three time periods. The first five year period is from 1986 to 1991. The second six year period spans from 1992 to 1998; and the third seven year period spans from 1999 to 2005.

Several sources were used to obtain data and information from which to build the water plan. Previous engineering reports and additional information was provided by various consultants. It is understood that there may be some additional engineering studies now in progress by the North Texas Municipal Water District but these have not yet been completed and partial information has not been obtained. For this reason, almost all of the overview of the needs for the water plan has been based on preliminary engineering estimates related to population projections, land use projections, and distributions. In view of these items, the city water plan must be subject to continued study, refinement

and alterations as changing conditions, needs and priorities may require. It is intended that this plan be flexible and provide a basic guide for adequate construction of a water system for all of the citizens of Parker and the land within and next to the ETJ. The exact size and locations are beyond the scope of this plan, but can be refined as the need for each land segment becomes a reality.



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A vital part of any comprehensive planning effort is the evaluation of the existing water system. The existing water system that serves the City of Parker is operated and maintained by the **North Texas Municipal Water District**. Even though the system is not owned or operated by the city, Parker needs to evaluate the system and review its potential impacts on land use on behalf of its residents. Design criteria are available for evaluating the existing system; and those criteria selected should be applicable to the proposed plan. Evaluation of the existing system needs to include pressure adequacy, physical conditions, economic life expectancy bases upon the physical conditions of pipes and appurtenances and bond indebtedness. All of these items are beyond the scope of our consideration, here. For this reason the major parameters are: the capacity of the water source, the pump(s) capacities, and total ground and elevated storage. These three parameters must be reviewed in terms of the number of connections that could be served rather than only population.

Various state and federal agencies have adopted policies, regulations, guidelines and criteria for all water systems throughout Texas. The more pertinent criteria for a rural water system is delineated below, but may not be even adequate for any other development situations without improvements.

9.8.1.1 FIRE PROTECTION: an important consideration is the operation and maintenance of at least an adequate fire protection system.

9.8.1.2 WATER SUPPLY: for systems as large as those for the size of the City of Parker, the water supply should have at least the capacity of 0.6 GPM per connection, and also have duplicate production facilities.

9.8.1.3 WATER STORAGE: total water storage requirements for rural water systems are computed based on two days average supply of water, but also not less than 300 gallons per connection.

9.8.1.4 PUMPING CAPACITY: at least two or more service pumps having a total rated capacity of two gallons per minute per connection, or a total capacity of 1,000 GPH and be able to meet peak demands for the land use pattern developed, whichever is less.

The **rural North Texas Municipal Water District**, like many other domestic water systems in Collin County, buys treated water that originates from the North Texas Municipal Water District. The NTMWD has already developed a number of long range plans to ensure their customers of a reliable future water supply. Though, not within the scope of the comprehensive plan document, no evaluation has been made to determine the adequacy of their plan pertaining to Parker. It is assumed that NTMWD will be able to supply all the future development needs of the city.

Exhibit 7, Proposed Water Lines, indicates that the areas for proposed future expansion. The non-supplied areas requiring new service, should be supplied by the extension of existing systems. The exact mechanisms to accomplish each development or expansion could be accomplished by a number of methods depending upon the facts, details and criteria for each situation on a case by case basis. Parker must address the provision of adequate water and its storage for its existing and future residents.

As the demand for water in Parker increases, the reliability of the North Texas Municipal Water District capacities become vitally important. Water line breakages, and or continued pipe failures can weaken the ability of any system to deliver adequate water to its customers. During summer periods, the heavy water use could affect major equipment failure, line breaks specifically or non-looped systems, lack of storage or low spot system pressures could cause untold hardship on the residents of the city.

Recommendations reaching as far back as 1975, have included larger pipe sizes, more storage facilities, duplication of appurtenances and better operation and maintenance. Some accomplishments have been completed; but there still remains problems to be overcome. Before any development or expansion of the water system is made, the looped system with redundant valving should be constructed. This change could be accomplished by a number of methods which could include **North Texas Municipal Water District**, the City of Parker, the new residents or a Municipal Utilities District (MUD). The specific details or procedures to accomplish any or all of these methods is beyond the scope of this study. Lack of water, low pressure, non-looped pipes, needed storage, and operations and maintenance considerations are challenges to be met with standard engineering practices, if the desire for water is expressed and willingness by the end user to pay the cost of accomplish the desired results.

The proposed water system, as shown on Exhibit 7, Proposed Water Lines, is the basis for the phasing plan. In order to properly phase development, certain principles must be utilized. Typically, a comprehensive plan does not consider the phasing of development. As a general guide for development, the comprehensive plan establishes a blueprint, or snapshot in time in the future. It should not really matter as to wherein Parker developers first initiate their construction, or begin their subdivision construction. As long as the zoning ordinance and subdivision ordinances are revised to implement the comprehensive plan, the future will be assured. But, our study effort has projected that fiscal stress will continue for the City of Parker; and plans must be made now for lessening that stress. One method is to designate certain areas of the city for utilities investment; and, then coordinated budgeting to meet the needs of those areas. If a prospective developer wishes to build in an area of Parker that will not be improved until later years, some equitable method of negotiation and com- promise must be developed so that the city can stay on course with its capital budgets and implement the plan.

Phase 1 provides an 8 inch line along Bolin Road and Bandy Lane, along the northwest edge of the city (See Exhibit 7: Proposed Water Plan). A 10 inch line is also provided along Parker Road (FM-2514) from Dublin road to Lewis Lane. Another 8 inch line is proposed to go south from the existing water line in Murphy Road (FM- 2551), south from Gregory Lane to Betsy Lane, then west to Bozeman Drive. The last line for Phase 1, (1986 to 1991) would run from FM-2551 east along McWhirter Road and run north along McCreary Lane. Suitable internal ties would be added to the existing and new lines to create a continuous loops.

Phase 2 (1992 through 1998), begins with a new 12 inch line starting at Parker Road and Lewis Lane running north to, Curtis Drive and west to Dillehay Drive, where an 8" line would run north along Dillehay to Bandy Lane. The next line in the phase would be located along Bandy Lane, running west to Bozeman Drive. A new 8 inch line would also be located along Bozeman Drive and its extension from Parker Road south to the southern border of Parker's ETJ.

Phase 3 (1999 through 2005), begins with a new 8 inch line along Bolin Drive extending north from Sycamore Lane to meet the new 6 inch line which had been constructed in Phase 1 (coming down south from Bandy Lane). A new 8 inch line would be constructed north along Lewis Lane, starting at Curtis Drive, running to Bandy Lane where it would run due west as a 8 inch line, also. The final line in Phase 3 would be located along Bois D'Arc Lane, running south to the extension of McWhirter Road and then west to McCreary Lane.

9.9 DEVELOPMENT PHASING AND POINTS

In order to properly assess development proposals that interfere with the proposed water plan, and potentially the municipal sewer system, points are recommended to be awarded based upon several factors. See Appendix III for additional discussion.

9.10 THOROUGHFARE PLAN

Major access to the City of Parker is from the west, from the population centers of Dallas and Plano. Most people having destinations in Parker will travel into the city along Parker Road, from the west and FM-544 from the west of the city, to either Brand Road, FM-2551 (Murphy Road) or McCreary Lane. Some traffic into the city will arrive along Bandy Lane (FM-3286) from the west from the City of Plano. Origins and destination to the east, are much fewer -- since there are such small population centers in that direction.

Two major roads are planned to bisect the middle of the city. (See Exhibit 8: Proposed Thoroughfare Plan). Parker Road (FM-2514) and Murphy Road (FM-2551) are planned to become six lane divided roads. It is recommended the City of Parker encourage Collin County to restrict FM-2514 (Parker Road) and FM-2551 (Murphy Road) to four (4) lane divided roadways having wide, landscaped medians with road- sides edged by rows of trees, spaced 50' -0" on center. Wild flowers will be planted in the medians; and, major entrances and exits from the city will be along these grand boulevards. With special design controls, the driver will know he/she has arrived in Parker.

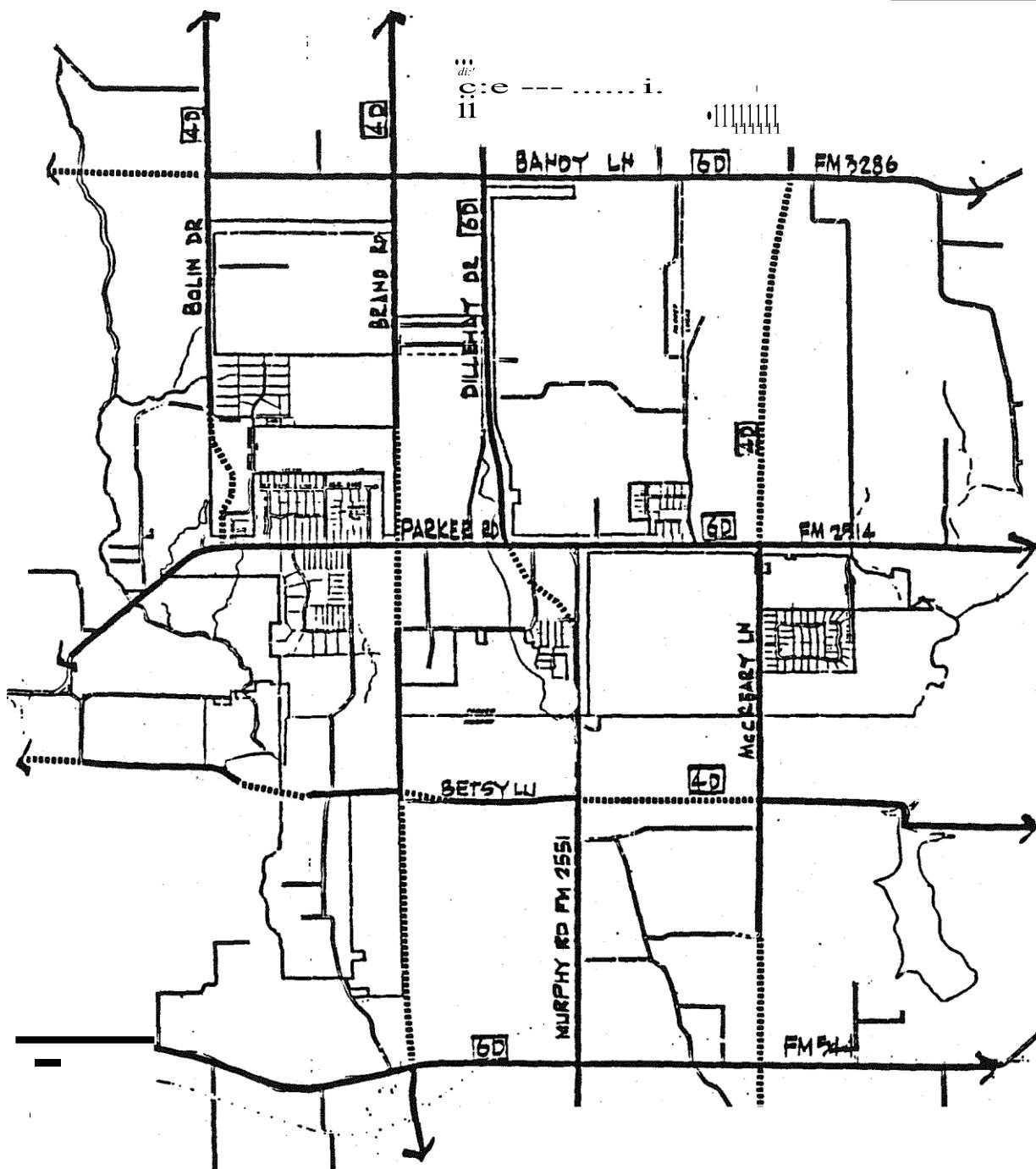
Using these two grand boulevards as a framework, other important roads are: 1) the planned extension of Betsy Lane (Park Boulevard) on the south side of the city -- connecting to Central Expressway (I- 75) to the west; 2) McCreary Lane, on the east side of the city, is planned to become a major north to south thoroughfare, and is designated as four lane divided; 3) a new route, curving in front of Southfork Ranch, FM-2551, will travel north to meet with the intersection of Dillehay Drive. As this new road crosses Parker Road, it will become a very scenic drive -- passing alongside the flood plain areas of Maxwell Creek; 4) Brand Road, another north to south thoroughfare is planned to become a four lane divided road connecting Murphy with Allen; 5) Bolin Drive, on the western edge of the city, is planned to become a minor thoroughfare dead ending into Parker Road and winding north into Allen.

In addition to the aforementioned thoroughfare designations, the city will coordinate development by later planning of the collector streets, etc., during the

subdivision platting process. It is anticipated that those curvilinear street requirements, recommended for the new subdivision ordinance will provide interesting and well designed traffic patterns.

EXHIBIT 8

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RECOMMENDATIONS FOR IMPLEMENTATION

PART IV. RECOMMENDATIONS FOR IMPLEMENTATION

This section of the plan document provides an overview and general explanation of the opportunities for implementation, specific implementation steps and discussion of the planning process, as well as recommended methods for updating the plan.

Plan implementation is firmly tied to the ability of a community to promote its plan over a very long time period. For this reason, any recommendations for implementation must be directed so that full and complete continuity of support will be received from elected and appointed officials. Some difficulties in implementing the plan will be related to coordinative activities. Since the city does not have a full time person involved in actively monitoring community development, such as a development coordinator, it is suggested that the city administrator serve as the long term coordinator of all of the elements of the plan so that efficiency and continuity gets built into the plan. The Planning and Zoning Commission and the City Council should study and understand the plan document and serve as major implementers of the plan.

10.0 GROUPS IDENTIFIED AS IMPLEMENTORS:

The plan for Parker consists of harnessing the actions of many individuals within the community. Since the entire community has participated in developing the plan, the entire community has a responsibility (and an opportunity) to implement the plan. The key groups are listed below with comments about their potential participation in the implementation process:

CITY OF PARKER- The city government of Parker has the major role in implementing the plan. This implementation, ultimately, is carried out by the City Council, the Planning and Zoning Commission, the various boards and commissions, and the city staff. Actions can vary from regulatory decisions about implementation projects, to the administration of city policy by the City Council.

PLANO INDEPENDENT SCHOOL DISTRICT, ALLEN INDEPENDENT SCHOOL DISTRICT and LOVEJOY INDEPENDENT SCHOOL DISTRICT - As an autonomous political unit, the school district has the responsibility for providing education services. Their actions affect the residents of Parker. Because of the interrelationship between schools and parks and recreation, as well as many other community activities, there is a strong need to coordinate school district efforts with the city. Plano, Allen and Lovejoy Independent School Districts' site selections and plans need to take into consideration the future planning of development within Parker.

SOCIAL SERVICES NETWORK -- Even though many of the residents of Parker have high incomes, any city must consider their future, changing conditions, and the dynamic nature of cities. Many of the human services actions are provided by the Plano, Allen and Lovejoy Independent School Districts.

RESIDENTS OF PARKER -- The support of the residents of Parker is essential to any successful implementation. Regular reference to the plan should be made by city officials, in order to reinforce the plan in everyone's minds.

REALTORS AND DEVELOPERS -- Most realtors and developers are not residents of Parker. Because of their role in the selling and building of the city, they have an important and far reaching role to play. Through their efforts, tax payments to afford city services can be reduced for the residents.

10.1 TOOLS FOR IMPLEMENTATION

The comprehensive plan, as a legal document for land use control, and as a means for targeting change to the future city, serves a number of functions. It is a guideline for land use decisions, traffic, utilities, and roads. It serves as a basis for specifying projects needed to bring about the overall development of the community, and it specifies a variety of policies which will need to be followed for the community to obtain the high quality development it desires. Major implementation tools can be classified into two basic categories: administrative and fiscal.

Present regulations for land development of the city include' the zoning and subdivision regulations, the building code and other miscellaneous ordinances. The design and formatting of these regulations to meet the goals of the community, and the administration of these regulations by appointed commissions and by city administrative staff, are an important part of the overall implementation program.

Any new development in Parker presents a potential financial obligation for the city. Funding must be examined and provided. The major funding source for programs is the city budget. Some action projects may be too expensive for funding out of the operating budget, and need to be developed in the capital improvements program. In the future, bond issues may need to be considered. Some action projects can be funded with the proposed development point system, or accumulated funds; however, in most instances, some method of financing other than the operating budget is needed.

In addition to these public improvements described above, the private development community will pay for the costs of the infrastructure improvements. A more exact, detailed study of city/developer participation needs to be performed and city policies established.

10.2 RECOMMENDED ORDINANCE CHANGES

Plan, implementation requires the enactment of certain ordinances, programs and the adoption of policies. Additionally, in order to help achieve implementation of the goals, policies and programs within the plan, a number of minor revisions to the zoning ordinance and the administrative process need to be considered:

10.2.1 Add a new district, PRD, Planned Residential Development District, which should be written to provide a framework for the uses and design controls of single family housing. Open space, within each PRD district, would be required as a design organization concept. Details for the district

should be more fully developed, but based upon, the aforementioned concepts in this comprehensive plan.

10.2.2 Add a new district, SA, Special Activities District, which should provide a framework for the uses and design controls for an acceptable, and supportive development of the area around Southfork Ranch. These regulations should be very carefully developed to respect all existing and proposed residential areas around the SA, or Special Activities District.

10.2.3 Continue the existing SF, Single Family District, as the core residential district and base of the city. Any other districts should enhance the continuation of the single family large lot, semi-rural life style.

10.2.4 Add a new district, SAE, Scenic Access Easement, to the zoning ordinance, to control the image of the two grand boulevards (FM-2514 and FM- 2551). Only through an additional ordinance can a western, semi-rural image be implemented in this district.

10.2.5 Provide a new section in the ordinances to require centralized waste water disposal systems with a minimum of a secondary treated effluent for the new development districts (Planned Residential Development and Special Activities) and examine the need for centralized waste water disposal systems for all new Single Family Districts.

10.2.6 Add a requirement for site plan review by the Planning and Zoning commission prior to approval and issuance of any building permit for any district.

These site plan requirements should include: 1) location of major woods, treed areas and proposed landscape materials and location; 2) submittal of grading plans where such are appropriate (particularly near drainage way, flood areas, etc.); 3) architectural elevations, where appropriate (particularly high visibility areas, such as the areas adjacent to the Dublin Road and Sycamore Lane areas); 4) any proposed development over 5 acres should be required to submit a site plan for review; 5) coordination of streets to a thoroughfare plan map; 6) environment impacts; 7) and utilities services.

10.2.7 More frequent use of the device of joint meetings of the Planning and Zoning Commission and the City Council.

10.2.8 A series of administrative and operating policies should be assembled, and documented, by the city for zoning reviews. (These policies could range from required access to open space areas, to the placement of air conditioner units so that their operation does not interfere with adjacent property owners. A check list could then be prepared by the staff for the Planning and Zoning commission or City Council, indicating that the applicant has or has not met the policy).

10.2.9 Sometime in the near future the City should examine the most feasible method of providing utilities, from an economic stand point, for the long term best interest of its residents.

10.2.10 A special flood plain policy, or ordinance, needs to be enacted to prohibit constructing homes in flood areas, or from improperly locating waste- water treatment systems.

10.2.11 Subdivision regulations should be amended to require proposed design treatment of wooded areas.

10.2.12 The city should develop controls for erosion and sedimentation, particularly adjacent to flood areas.

10.2.13 The city should develop controls for buildings and roads adjacent and contiguous to the main electrical power line easement running (east - west) through the north areas of the city.

10.3 REVIEW AND UPDATE OF COMPREHENSIVE PLAN

The Comprehensive Plan document cannot be viewed as a one time, or final effort. The preparation of this plan, its adoption and implementation, are steps in the continuous planning process that must be employed by the City of Parker. Any plan needs continuous monitoring. Detailed studies of areas of the plan should be evaluated and designs prepared. Partial updating should be performed when the need arises, and the plan redone on, at least, a five to ten year schedule. For the City of Parker, the general framework for review and updates should be comprised of four elements:

10.3.1 PLAN EVALUATION:

During the budgeting process, each year, plan evaluation should be undertaken. The goals, objectives, policies and programs and the general plan elements should be examined to establish to what extent the plan has been carried forward. At that time, there may be need to amend or adjust the plan in order to better meet the goals of the community; and, in this case, an amendment to the plan should be made. Similarly, the budget process should be keyed into the goals and policies of the city, and attempts should be made to provide enough budgetary resources to achieve plan implementation.

10.3.2 PARTIAL UPDATING:

Given the population growth, changes in control of the ETJ, and annexation; a partial update of the plan should be made every five years. This update should consist of examining the broad areas of the plan, and identifying those areas which need re-examination.

10.3.3 MAJOR UPDATING:

At least every ten years, a major update should be performed. Changes are occurring so rapidly, that the impact of those changes on the City of

Parker probably will necessitate rethinking on a regular schedule.

10.3.4 CONTINUOUS PLANNING:

As a broad dynamic, fluid and changing blueprint for the future, the Comprehensive Plan identifies a number of needs for further study and detailed

design required, as a part of the planning process. These needs are required to fully implement projects and programs and are described below:

10.3.4.1 Coordinate and work closely together with the **North Texas Municipal Water District** to provide for the proper and necessary water supply and hookups necessary to accommodate controlled growth.

10.3.4.2 Begin discussions and negotiations with the North Texas Municipal Water District for sewer services in anticipation of possible services.

10.3.4.3 Develop a city wide plan for storm water drainage and improvements to sewage treatment.

10.3.4.4 Perform a study of flood way, flood plain areas in order to properly delineate these areas.

10.3.4.5 Continue to work on inter-governmental agreements on the perimeter boundaries of the city. Special coordinative efforts should be undertaken with Murphy and Lucas.

10.3.4.6 Explore the potential for maintaining autonomous political control of the existing Parker city limits and its ETJ, yet, merging into a new city comprised of one or more of the neighbor cities (Lucas and Murphy). Discussions with the Attorney General's office of the State of Texas should be undertaken to structure a Home Rule City having single member districts, with a mayor elected at-large.

10.3.4.7 Investigate the additional potential for inter-governmental agreement with adjacent cities for fire and emergency services.

10.4 LIST OF REQUIRED NEW ORDINANCES AND AGREEMENTS FOR IMPLEMENTATION

10.4.1 A new zoning ordinance should be developed and enacted which reflects the comprehensive plan.

10.4.2 A new subdivision ordinance should be developed and enacted which reflects the comprehensive plan.

10.4.3 After a careful study a new impact fee ordinance should be developed and enacted which follows the recommendations of the

comprehensive plan.

10.4.4 Special attention should be paid to a new ordinance for a capital improvements program for the next decade. During budget hearings, City Council should be alert to changes in city conditions, yet work toward regular funding for implementation.

10.4.5 Special design control regulations should be developed for drainage easements and flood areas of the city.

10.4.6 Boundary agreements with adjacent cities should be continuously monitored in light of unauthorized annexation by neighboring cities in recent months (in violation of previous boundary agreements). Pressures to annex from Parker to adjacent cities by developers need to be countered by the supply of municipal services (water and sewer) in advance of development.

10.4.7 Negotiations with Collin County, the State of Texas, and adjacent cities should be undertaken with regard to the proposed thoroughfare plan. Agreements should be sought for the budgeting of construction and respective governmental responsibilities.

10.4.8 Within the new subdivision ordinance, consideration should be given to adopting standards for streets, drainage, utilities, and landscape provisions. Mandatory tree planting with particular species designation should be required to be indicated in the ordinance.

It should be noted that the comprehensive plan is designed to serve as a guideline for the community's development for a period of 10 to 15 years. The plan's adequacy should be reviewed every 5 years, and recommendations should be developed in conjunction with changes in social and economic conditions.

APPENDIX SECTION

APPENDIX I

**CITY OF PARKER
COMPREHENSIVE PLAN**
**STATISTICAL SUMMARY TO
CITIZENS' QUESTIONNAIRE**

Issue 1: 91.21% of the respondents agree that a comprehensive plan will protect established neighborhoods against changes incompatible with existing resident life styles. 60.44% of respondents strongly agree (SA).

Issue 2: 79.12% of the respondents agree that only detached, single family housing should be developed in the future. 62.44% respondents strongly agree (SA).

Issue 3: 64.87% of the respondents agree with the city's current policy concerning building. Among the responses, 24.18% strongly agree (SA) and 26.37% agree (a)

Issue 4: 70.33% of the respondents agree that water pressure is adequate.

Issue 5: 79.12% of the respondents agree **that** the city should do something to require citizens to maintain their fences in good repair.

Issue 6: 48.35% of the respondents agree that the stabling of large animals on some lots create health and sanitation problems in their neighborhood. 42.86% respondents disagree with the issue.

Issue 7: 82.42% of the respondents are concerned that future city policy might allow smaller homes or apartments. 50.55% respondents strongly agree (SA).

Issue 8: 80.81% of the respondents agree that planning for future development and population growth is in their best interest. 48.35% respondents strongly agree (SA).

Issue
9:

62.64% of the respondents agree that roadsides should have wild flowers. There are 31.87% who disagree with this and 5.5% who have no opinion.

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APPENDIX I

Issue 10: 86.81% of the respondents believe that deteriorated and unserviceable building should be eliminated from the city.

Issue 11: 56.05% of the respondents agree that a plan for open space and equestrian centers for stabling of horses in future subdivision should be considered. 37.37% respondents disagree.

Issue 12: 52.74% of the respondents agree with planning for retirees, while 43.96% respondents disagree (D). NOTE: There are only 8 respondents of the 91 classified as retirees (a percentage of **8.8%**)

Issue 13: 60.44% of the respondents disagree with the existing policy permitting large animals to be stabled in established neighborhoods. Among these, 26.37% strongly disagree (SD) and 20.88% disagree (D).

Issue 14: 45.05% of the respondents would vote to increase their taxes for sewer improvements while 50.45% of the respondents would vote to do so. (The higher percentage strongly disagrees (SD).

Issue 15: 90.11% of the respondents agree that junk or unserviceable automobiles should be removed from public view. Among them, 49.45% strongly agree (SA).

Issue 16: 79.12% of the respondents agree that the perceived identity of the community should be that of a rural village/commuting community. Among them 32.97% strongly agree (SA) and 29.67% agree (A).

Issue 17: 58.23% of the respondents disagree that future residents should have the option of a range of housing densities in selected neighborhoods. However, 39.56% respondents agree. 35.16% respondents strongly disagree (SD).

Issue 18: 73.63% of the respondents disagree that multi-family development may be considered as an acceptable land use if they do not interfere or intrude upon single family areas. Among them, 58.24% strongly disagree (SD).

Issue 19:

61.53% of the respondents disagree that the active promotion of businesses and economic development is needed in Parker, while 37.36% agree. 37.36% strongly disagree (SD).

29:

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Issue

61.55% of the respondents would vote to increase their taxes to increase police protection, while 30.78% would not.

94.51% of the respondents believe that the city should have a clear, long range plan for the future. Among them 52.75% of the respondents strongly agree (SA).

60.44% of the respondents believe that a variety of housing styles is desirable if the housing is properly planned to meet social and economic needs. 38.46% disagree.

60.44% of the respondents agree that too much traffic affects their daily activities. Among the, 23.08% strongly

65.93% of the respondents agree that a coordinated system of private and public open space with bike and bridle paths should be planned for the city. 31.87% disagree.

69.23% of the respondents would agree to increase their taxes for maintaining desirable level of city services, while 28.59% of the respondents disagree.

53.84% of the respondents agree that neighborhood business activities within designated areas of the city may be beneficial in the future. 45.05% respondents disagree.

91.21% of the respondents agree that new developments should pay all costs for streets, sewers, and services. Among them, 9.45% respondents strongly agree (SA).

54.24% of the respondents agree that the streets in their neighborhood are in satisfactory condition. 39.55% disagree.

56.05% of the respondents do not want to have neighborhood convenience shops and services, but 41.75% respondents want them. 32.97% respondents strongly disagree (SD).

50.55% of the respondents agree that a sound, business tax base can assist in improving and maintaining city services. 43.98% of the respondents disagree.

APPENDIX I

Issue 31: 79.12% of the respondents agree that crime is not a problem in their neighborhood. Among them, 52.75% strongly agree (SA).

Issue 32: 58.25% of the respondents believe that the city should enhance police protection and 36.26% disagree.

Issue 33: 72.53% of the respondents would not prefer to do most of their shopping in Parker. Among them, 42.86% strongly agree (SA).

Issue 34: 61.54% of the respondents agree that flooding has not been a problem in their neighborhood. 15.38% strongly disagree (SD).

Issue 35: 56.05% of the respondents disagree that the city should acquire more land for public open space and recreation. Among them, 24.18% strongly disagree (SD); 41.76% agree (A).

Issue 36: 69.23% of the respondents think that the city should allocate more money for street maintenance.

APPENDIX II

CITY OF PARKER
COMPREHENSIVE PLAN

THE DUAL IMPACT FEE CONCEPT

Due to anticipated problems that are going to occur in providing and maintaining adequate rural and suburban facilities and service, the concept of dual impact fees is recommended for adoption by Parker. Using this system, an alternative to utilizing conventional city revenue sources can be adopted which will result in less costs to the residents over a period of time. With impact fees, there can be combating of the following problems:

- 1 rapid growth and continuing trends toward suburbanization.
- 2 deteriorating infrastructure in established areas.
- 3 effects of inflation on traditional revenue sources, specifically the advalorem property tax.
- 4 unwillingness of voters to pass bond programs not required to serve the existing population and reluctance to local officials to impose higher taxes.

The impact fee is a charge levied against new development in order to generate revenue for funding capital improvements necessitated by the new development. They are an alternative, or supplement, to subdivision exactions which take the form of user, or facility, connection charges. Their applicability is not confined to subdivisions, but usually collected at building permit issuance. Impact fees are more flexible than exactions; they may not be used for offsite improvements. Typically, the fee is calculated based on the number of bedrooms, units or square footage, rather than as a percent of acreage. Fees are set by the ordinance; and provide more certainty to developers. An advantage is gained for financing a wide variety of offsite services and facilities. **They can be applied to already platted parcels and apartments, condominiums and commercial areas.**

One of the two impact fees is recommended be based on a fixed or computational fee for the building development costs only. The second impact fee would be an open space impact fee. The building development impact fee is explained first.

A 11.1 analysis of computing the building development impact fee

For the City of Parker, for the sake of simplification, it is suggested that the fixed fee method be adopted based on a per unit, bedroom square footage, or per acre charge. The open space required for a delayed third year mandatory dedication to the city would need to be supplemented by a per unit impact fee, such as:

APPENDIX II

office 20,000 sf. \$1,700.00
 office.... 20,001 to 40,000 sf. 2,500.00
 office.... 40,001 to 66,000 sf. 3,200.00
 office.... 66,001 to 100,000 sf. 4,500.00

special	activities.....up	to	20,000 sf.....\$2,200.00
special	activities..20,001	to	40,000 sf..... 2,700.00
special	activities..40,001	to	66,000 sf..... 3,200.00
special	activities....66,001 to		100,000 sf..... 3,700.00

per acre \$8,200.00

A 11.2 analysis of computing the open space impact fee system

It is recommended that a separate study be made to develop more exact projected costs of development for the city. Some of the first applicants for re-zoning can be asked to provide a summary of their costs for the mandatory dedication of open space. It is expected that only after full developer input is obtained, can an exact system and schedule of fees be established on an equitable basis.

Typically, city owned parks are established based on the formula of providing

2.5 acres of park for every 1,000 people in the community. Depending on the cities' overall residential density, this park acreage could go as high as 15 to 20 acres of park land per every square mile may be achieved in support of the residents desire to maintain their open spaces, bridle paths for horseback riding, etc.

As a general example only, the open space impact fee could be structured as follows:

A U.2.1 Since the number of acres of open space to be dedicated to the city will vary, a computational formula may be adopted utilizing an open space impact fee of 10% of the appraised value of the improved open space (after all plant and landscape materials, hike and bridle trails, parks, outdoor furnishings are included).

A 11.2.2 This 10% amount may be allocated on the b
time of building permit issuance.

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A 11.2.3 2 1/2% to be transferred to the city within the next 12 month period.

A 11.2.4 The remaining 2 1/2% to be transferred to the city within the next 12 month period, or within 24 months of building permit issuance.

A 11.2.5 Official mandatory dedication of the open space land to be made 36 months after the initiating building construction.

**APPENDIX III CITY
OF PARKER
COMPREHENSIVE PLAN
DEVELOPMENT PHASING AND POINTS**

In order to properly assess development proposals that interfere with the proposed water plan, and potentially the municipal sewer system, the following points are recommended to be awarded based upon these factors:

1) DISTANCE FROM WATER LINES:

within 1/2 mile = 3 points
between 1/2 and 1 mile = 1
point over 1 mile = 0 points

2) DISTANCE FROM PAVED ROAD:

Same as 1)

3) HIKE AND BRIDLE TRAIL:

If continuous and connected with your site plan, then 3 points.

4) TREES, SHRUBS, ETC.:

If rows of trees are planted along streets, then 3 points (on 50 foot on center).

5) DISTANCE FROM FIRE HYDRANTS:

Minimum 300 foot lengths along streets between hydrants, then 3 points.

In order to implement the plan, as intended, a total of 15 points must be achieved by a prospective developer. These points are suggested to be comprised of internal and external factors mentioned above. The external factors of distances from water and paved roads, and the internal development factors of hike and bridle trail, trees and shrubs and fire hydrants provisions are essential factors to proper plan implementation and city budgeting. If the proper amount of points are not achieved; i.e., 15 points, then the dual impact fees (development impact fees and the open space impact fees) are multiplied by the resulting point deficiency. An example follows:

APPENDIX III

TABLE 9: POINT AND IMPACT FEE DETERMINATION EXAMPLE

1)	distance from water line = 3/4 mile	1 point
2)	distance from paved road = 3/4 mile	1 point
3)	hike and bridle trail provided	3 points
4)	trees and shrubs provided as per plan reqts.....	3 points
5)	<u>fire hydrants :provided as:ger 300 feet 0. C</u>	<u>3</u> :points
TOTAL	POINTS	-----1 1
POINTS	POINTS	REQUIRED
-----	1 5	POINTS DEFICIENCY
POINTS.	-----	4 POINTS

REQUIRED POINT PENALTY @ 4 points x required dual impact fees = amount to be assessed by city.

Source: JBG Planners, Inc., 1986
 University of Texas at Arlington, 1986

As shown in the above example, development costs increase to the developer as a result of non-compliance with the plan. The point penalty is only structured as a means to achieve plan implementation. If the developer chooses partial non-compliance, the city is compensated and can later decide about the phasing and timing of adding the missing internal items. Likewise the external distance requirements should be easily compensated by the extra assessment point penalty. For example, if the new subdivision created extra traffic on the existing road, then repair monies would be available. In order to withhold legal test, all impact fees are strongly recommended to be placed in special accounts for those special purposes.

INTRODUCTION TO THE COMPREHENSIVE PLAN

Alan M. Efrussy, AICP

"Planning is the triumph of logic over dumb luck"
 -Anonymous as quoted by David L. Pugh, AICP

"The best offense is" a good defense"
 - Anonymous as quoted by Alan M Efrussy, AICP

The purpose of this chapter is to describe the importance, purposes and elements of the comprehensive plan. This discussion represents the author's perspective and recognizes that there are a number of ways to prepare a comprehensive plan and that 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.

This author and many cities' planning commission members in Texas are indebted to the authors of chapters regarding the comprehensive plan published by the Educational Foundation, Inc. of the Texas Chapter of the American Planning Association, as part of earlier editions of the Guide to Urban Planning in Texas Communities. The earlier authors were Robert L. Lehr, AICP, planner and former Professor of Urban and Regional Planning at the University of Oklahoma, and Robert L. Wegner, Sr., AICP, Professor, School of Urban and Public Affairs, at the University of Texas at Arlington.

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 try 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 relevant to the development of various physical elements in the community such as transportation, housing, recreation, and public facilities. It provides for the distribution and relationships of various land uses. The plan also serves as a basis for future physical development recommendations. These recommendations are supported by a set of goals and objectives drawn from existing conditions and the desires and aspirations of the citizens.

Policies are also established to assist in the achievement of the broader goals. Finally, programs and proposals are selected to fulfill the policies deemed appropriate for the community.

T. J. Kent, Jr., a major authority on urban planning, defines the comprehensive plan as a community's official statement of policies regarding desirable future physical development. He states that the 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 goals and policies, as well as all the separate community studies that address various aspects of physical development in the city. 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 process.

To further aid in its effectiveness, the comprehensive plan has to be based on a shared vision of the community. This vision is constructed through consensus-based planning. It should also be recognized that the planning process itself can be understood as a product. The continuing, on-going nature of contemporary comprehensive planning involves learning, mind/consciousness changing, community building, "healing of wounds", constructing new relations, 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.

The Importance of Planning in Our Society

"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? Not one individual is concerned nor one generation, but generations to come will pay very dearly for our mistakes of today."

It is an easy matter, for several reasons, to begin correcting our past mistakes right now. For changes become more costly in ratio to the increase in area and population. Then, too, a thing so easily accomplished if done in time may, if neglected become quite impossible to alter later on in any way, thereby becoming a nuisance or great inconvenience in after years. We should certainly be broad enough to plan for the next as well as our own generation. For only a little forethought now may save untold expense later, besides adding greatly to the comfort of the present."

These words, written to the McKinney (Texas) Courier-Gazette newspaper by Miss Bessie Heard in 1916 concerning the need for a "definite city plan" for McKinney, Texas, are as true today as the day they were written. Cities may have developed sound planning documents in the past. These plans may have served those cities well, directing the growth and development of the community. However, times and physical, social, economic and environmental conditions change. What was a sound and rational decision concerning future development five or ten years ago, based on available information at the time, may not be a desirable solution today. A fundamental purpose, therefore, of the comprehensive plan is to re-evaluate past planning efforts based on current conditions in the community and its environs, and 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.

The Purpose and Use of a Comprehensive Plan

Purpose of the Plan- The comprehensive plan should be used as a guide for public decisions that 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 subdivision regulations, zoning standards and maps, and 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 open space;
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 benefit to the community; and,
8. Preparation of zoning regulations so that they can be adopted in accordance with a comprehensive plan.

Use Of The Plan - The maps and figures that describe the recommended locations of various land uses and facilities should not be assumed to be the entirety of the plan. They are only one component of the comprehensive plan. Their primary role is to show how policies and standards are to be applied to the actual physical form of the community. Recognize, however, that commitment of citizens to planning is fundamental to the implementation of the recommendations made by maps, figures, and other components in of the plan. Keeping in mind the welfare of the total community in the decision-making process, a user of the comprehensive plan is encouraged to consider the following procedural steps:

Step 1: Refer to the future land use plan text and map to ensure over-all consistency of pending decisions with the plan;

Step 2: Refer to the other elements of the plan (i.e., residential, commercial, transportation, etc.) for appropriate goals, objectives, and policies;

Step 3: Refer to related plans, technical information and/or individualized

characteristics of the issue under study;

Step 4: Assess the public interests, the technical nature and/or time constraint of the issue under study; and,

Step 5: Evaluate information and take appropriate planning and decision-making action.

Used in this manner, the community's comprehensive plan will aid in implementing a sound growth-management program.

A Note on the Types of American City Plans

There are many varieties of comprehensive plans. For purposes of this chapter, however, plans for American cities can essentially be characterized by three types:

A Physical Plan:

1. In some cases, characterized by a future land use plan map only;
2. A plan report (or separate plan components) addressing thoroughfares, open space, utilities, and land use mainly;
3. Typically have no goals or objectives;
4. Typical of U.S. plans in the late 1920's through the 1960's (although, of course, there were exceptions);
5. Generally exemplified through the U.S. Department of HUD "701" requirements of 1954;
6. Advantages: At least provides some basis for the management of future physical development of the city; and,
7. Disadvantages: Lacks the depth, stability, and flexibility of land use decisions afforded by goals and objectives.

A Policy Plan:

1. Contains only policy discussions, with no future land use plan;
2. Characterized many plans during the 1970's through the mid-1980's, A type of this management style is reflected in the "management by objectives (MBO)" approach which was practiced

by business, industry, and government during this period, and continues to be a management practice favored by some;

3. Advantages: Provides broad-based guidelines for physical growth;

4. Disadvantages:

- A. Does not graphically depict land-use locations, and therefore does not visually discern land use compatibility and spatial relationships, the physical form of the community, or urban design opportunities;
- B. Makes it difficult to prepare master thoroughfare plans, since the plan cannot accurately portray where land uses and/or densities will be and therefore cannot efficiently predict traffic generation or needed thoroughfare rights-of-way.
- C. Difficult to prepare the city's zoning ordinance and zoning district maps, since these should be based on future land use plans;
- D. Difficult to locate residential areas in relationship to community facilities, schools, parks, commercial and industrial areas; and
- E. Difficult to prepare capital improvement programs that can be linked to growth-staging of land uses.
- F. Difficult to prepare long-range utility plans, since such utility plans are best made in conjunction with existing land use and future land use plans with associated densities and configurations.

Combination Physical Plan with Goals and Objectives:

1. Characterized many plans from the mid-1970's through the present;

2. Contains goals and policies plus a future land use plan, supportive maps and illustrations, and text describing past conditions with directions for future actions or visions of the city;
3. Advantages:
 - A. Provides a technical and policy basis for land use decisions and locations;
 - B. Provides depth to decisions regarding physical development of the community; and,
 - C. Provides the opportunity for consistency of plan implementation through several generations of planning staff, planning and zoning commissions, and city councils.
 - D. Provides a more defensible basis for establishing zoning districts and their supportive requirements.
4. Disadvantages: There appear to be few, if any, disadvantages to this type of plan. Some criticisms have been that some social-oriented issues such as education and certain welfare programs are not typically addressed. However, this can be remedied if communities undertake these special studies as components or special-function studies based on the physical-orientation of the comprehensive plan.

Other Types of City Planning Programs - There are other kinds of planning programs and theories. Examples include, but are not limited to: continuous city planning (M. Branch, 1960's), delphi method (1970's); value constitutions (1970's); visioning (1980's); strategic planning (1970's and into the present); and others. Broader discussion is beyond the scope of this chapter. The author believes the combination physical plan with goals and objectives outlined above is the most productive for comprehensive plans.

Elements of a Comprehensive Plan

There are several ways to organize and format the comprehensive plan document. What is important is to ensure that the major components of the physical development of

the community are evaluated in conjunction with the goals and policies of the city. Text should be supported with necessary illustrative material. The following outline suggests an organization that will serve to address the major physical development needs in a community:

Section 1: Base Studies

1. Introduction
 - A. Historical influences
 - B. Relationship to the community's previous planning studies

Comprehensive plans should be related to previous community planning activities, so the planning process remains continuous and evolutionary
2. Framework of the city
 - A. Regional
3. Environmental Factors
 - A. Drainage
 - B. Soils, slopes, elevation
 - C. Floodplains and other water bodies
 - D. Vegetative and wildlife resources
4. Economic Development, Population, and Social Characteristics
 - A. Economic base
 - B. Historical population by age and sex, and other demographic characteristics
5. Existing Land Use
 - A. Categorize each major class of land use by location and acreage
 - (1) Residential, commercial, industrial, public (including unique uses such as military installations, etc.), and parks, recreation and open space
 - (2) Prepare map showing location of types of land uses
6. Transportation
 - A. Transportation systems and modes
 - (1) Motor vehicle
 - (a) Automobile
 - (b) Trucking/Goods Movement (and routing)
 - (2) Rail
 - (a) Freight

- (b) Passenger
- (3) Air (passenger and cargo)
- (4) Mass transportation
 - (a) Fixed guideway (light or heavy rail, commuter rail, people mover, etc.)
 - (b) Bus
 - (c) Dial-a-ride
 - (d) Van pooling
- (5) Hike/bike/jogging trails system
- (6) Major thoroughfare system
 - (a) Local streets
 - (b) Collectors
 - (c) Arterials
 - (d) Freeways and expressways

7. Parks, recreation and open space

- A. Neighborhood parks
- B. Community parks
- C. Regional parks
- D. Golf courses
- E. Other open space/recreational amenities (either public or private)

8. Schools

- A. Elementary
- B. Junior High
- C. Senior High
- D. College and University
- E. Parochial or private
- F. Other (public and/or private)
- G. Enrollment vs. school capacity

9. Housing

- A. Age of structures
- B. Owner/renter occupied
- C. Number of dwelling units by type
- D. Housing condition
- E. Neighborhood revitalization opportunities

10. Community Facilities

- A. Municipal buildings
- B. Police
- C. Fire
- D. Library

11. Utility System
 - A. Water
 - B. Sanitary sewer
 - C. Storm sewer
 - D. Solid waste
 - E. Natural gas, telephone, electric, cable T.V.
12. Community physical needs, problems, and opportunities (to be translated into goals, objectives, and policies)

Section 2: Goals, Objectives and Policies

1. Definition of goals, objectives and policies
2. Potential conflict in application between goals, objectives, and policies
3. Issues, opportunities, and problems related to the physical development of the community
 - A. Community's values
 - B. Uniqueness
 - C. Connective opportunities
 - D. Potential application of new planning concepts
4. Goals, objectives and policies should be prepared for each of the major elements in Base Studies, as well as for plan implementation
5. The Future Land Use Plan (see Section 3 following) should graphically reflect as many goals as possible
6. Growth strategies for annexations, utility extension, redevelopment, revitalization, etc.

Section 3: The Future Plan

1. Urban design standards and criteria
2. Future community facilities requirements
3. Future school plan map
4. Future parks, recreation and open space plan map
 - A. Joint school/park facilities by type
 - B. Open space plan

- C. Coordination with other cities, county, and/or regional open space systems facilities
- 5. Utility system plan map
- 6. Transportation system plan
 - A. Use components described *under* Transportation in Section 1: Base Studies
 - B. Integrate, where feasible, the community's multi-modal transportation system
 - C. Integrate, where feasible, subregional and/or adjacent city or county multi-modal transportation systems
- 7. Future land use plan map.
 - A. This is the most important graphic in the comprehensive plan
 - B. The future land use plan map should reflect all the major land use categories
 - (1) This map should be a generalized plan illustrating patterns of land use density, location, configuration, and relationships of the various land use categories, configuration, and relationships of the various land use categories
 - (2) An example set of land use categories (legend) would be as follows:
 - (i) Private Use Of Land
 - (a) Residential
 - (b) Estate (0.5 to 1.5 dwelling units/acre)
 - (c) Low density (3.5 dwelling units/acre)
 - (d) Medium density (6.0 to 12.0 dwelling units/acre)
 - (e) High density (12+ dwelling units/acre)
 - (1) recommended location
 - (2) generalized location (as applicable)
 - (ii) Commercial
 - (a) Retail/community
 - (b) Office and/or office park
 - (c) General commercial
 - (d) Regional shopping center
 - (iii) Industrial
 - (a) Light industry and office-research
 - (b) Heavy industry
 - (iv) Agricultural rural and open space
 - (a) Public Use Of Land
 - (i) Schools--existing and proposed
 - (1) elementary
 - (2) junior high
 - (3) senior high
 - (4) other.

- (ii) Other uses'
- (iii) Parks--existing and proposed
 - (1) Neighborhood
 - (2) Community
 - (3) Regional
 - (4) Other
- (iv) Floodplain

(c) Master Thoroughfare Plan

- (i) Major thoroughfares
- (ii) Local street
- (iii) Collector
- (iv) Arterial
- (v) Freeway and expressway

C. As much as possible, the future land use plan should be a graphic representation of the goals, objectives, and policies.

A Note on Graphics in the Comprehensive Plan - As the city's population is informed and involved through the comprehensive planning process in establishing and implementing their shared vision of the future, the plan's goals and objectives as well as other plan recommendations will aid in achieving that vision. That vision will be strongly enhanced through the incorporation of effective "visionary graphics" in the plan document.

As opposed to technical maps, site plans, charts, etc., visionary graphics can be free-hand sketches, photos, paintings, or renderings that indicate, for example: (a) how a street can be transformed into a landscaped thoroughfare that ties various land uses together; (b) how a park could look as it relates to surrounding neighborhoods; (c) how various heights of structures, in conjunction with other urban design elements, can frame a major thoroughfare (or freeway) and translate it into an attractive setting; and (d) how a commercial corridor can be translated into an attractive streetscape, with a positive relationship to surrounding residential areas, buffered with landscaping materials.

These are only several examples, of course. Those preparing the comprehensive plan should determine the level of acceptance and/or change, regarding visionary graphics, that can be comfortably accommodated by the planning commission, city council, and general public. Through this process, a consensus can be established regarding "how the

community should look". Then, through implementation tools, like the zoning ordinance, subdivision regulations, and development reviews, this vision can be created in reality. In summary, "visionary graphics" can capture the public's imagination and aid in understanding complex proposals and concepts. After all, a picture is worth a thousand words.

Plan Implementation

A criticism that is sometimes made regarding the comprehensive plan is: "Hey, its no good; why it just sits on the shelf and gathers dust". This criticism is sometimes justified. If a plan just "sits on the shelf" it is because it has not been implemented. This sometimes occurs because the planning staff/consultants (or others) who prepared the plan did not adequately involve and inform the citizens, planning commission and/or city council regarding plan implementation. Another reason for non-implementation is lack of linkage of the long-range comprehensive plan to day-to-day planning decisions carried out by the staff, the planning and zoning commission, and/or the council. Yet another reason for "gathering dust" is the failure to consistently keep the long-range physical vision of the community before municipal officials, the development community, and the general public. These pitfalls may be avoided by discussing within the comprehensive plan document those elements that comprise the plan implementation program. Again, implementation is one element in the on-going comprehensive planning process.

The comprehensive plan should contain recommendations for the utilization of land and resources as they relate to the future development of the community. The plan provides the community with a reference framework for undertaking and evaluating development projects in regard to long-range goals. It also provides short-range guidelines for reviewing proposals for site plans, rezonings, and proposed subdivisions of land.

The plan will be useful only to the extent that it is implemented. Implementation will occur as various actions are taken by the municipality and other public agencies, developers, business, industry, and private citizens. These action steps can include

voluntary public compliance with the plan proposals, coordination by the planning and zoning commission of plans and proposals made by other levels of government with the recommendations in the plan, and municipal actions taken in regard to site plans, requests for rezonings, and new subdivision proposals.

Many communities already have the tools available that are necessary to implement the comprehensive plan. For example, many cities have adopted and are enforcing zoning and subdivision regulation ordinances. These will help eliminate many of the problems related to future development by giving local governing officials the proper instruments of control necessary to ensure orderly growth. It is especially important to provide adequate regulations for the unincorporated areas within the planning area, since these areas are oftentimes intended to be ultimately annexed. Currently in Texas, municipal zoning does not extend beyond city limits; however, subdivision regulations can be enforced within the city's extraterritorial jurisdiction (ETJ).

Other mechanisms available to a community to implement its comprehensive plan are described in the following paragraphs.

Public Acceptance by Citizens

Because public acceptance of the comprehensive plan is important, public involvement in plan preparation is essential. Citizens who make individual investment decisions concerning future development must believe that the plan offers sound recommendations for growth issues and, therefore, assures them of both suitable return on and protection for their investment. This assurance will encourage voluntary compliance with the plan. Nevertheless, strong civic leadership, both inside and outside local government, is needed on a continuing basis to publicize the plan, emphasize its value, and encourage its acceptance as a guide to sound community development.

Actions by the Planning and Zoning Commission - The community's planning and zoning commission is an advisory body to the city council, and one of the commission's prime responsibilities is to develop plans for the future of the community. A major element in fulfilling

this responsibility should be participation in development of the comprehensive plan. The commission should participate with citizens from all parts of the community in a series of public meetings set up for this purpose. It cannot be assumed that agencies or individuals (developers, businesspeople, etc.) will always desire to make their individual plans conform to the community's comprehensive plan. Planning and zoning commissions have authority to review zoning proposals and make recommendations to the city council for their approval or disapproval, and planning commissioners should work to assure that subdivision plats are in conformance with the comprehensive plan.

Adoption and Review of the Comprehensive Plan by the City Council - It is recommended that, after public hearings and recommendation by the planning commission, the council should adopt the comprehensive plan. After adoption, the plan should be consistently used by both the commission and the city council as an important reference guide in their decisions regarding future rezonings, subdivisions, site plans, capital expenditures, and other decisions related to the physical growth and development of the community.

Updating the Plan: To keep the plan viable, it should be reviewed periodically as new information becomes available. Major reviews of the plan should typically occur every three to five years, with minor revisions being made annually or as necessary. The scope and extent of plan revisions, of course, depends on the rate and trends of growth, the availability of new data, and other changes that might have an effect on the viability of the plan.

Zoning Ordinance: The zoning ordinance is one of the essential tools used for implementing the comprehensive plan. The ordinance contains provisions for regulating the use of property, the size of lots, yards and open spaces, and the height and bulk of structures. In addition, it establishes direct and indirect limitations on population density in areas through minimum lot area requirements. By these legal means for controlling development within the corporate limits, an orderly and desirable pattern of land use can be achieved. Since physical

development occurs through individual projects, the zoning ordinance is an important aid in unifying the project planning efforts of many individuals.

Ideally, the zoning district map should reflect the generalized land uses shown on the future land use map in the comprehensive plan document. The future land use map does not legally require developers to build according to its recommendations. However, since the zoning district map is a legally enforceable document, it can require development to take place according to the district designations on the zoning map.

Subdivision Regulations: Portions of the city are developed as a result of the subdivision of individual tracts of land. When street designs are laid out and land is subdivided into lots, the pattern of development becomes established for an indefinite period of time. Once land is subdivided and development takes place, it is usually extremely difficult to change the pattern or intensity of land use. Proper land subdivision is very important, therefore, to avoid problems inherent in inappropriate plat design. The subdivision regulations establish reasonable requirements and procedures that must be followed to protect the general welfare of the community. Subdivision of land involves expenditures (either public or private) for the installation and maintenance of streets, curbs, gutters, sidewalks, water lines, and sewers. The ordinance can be used to coordinate development in various parts of the community and to establish a logical street pattern. The ordinance also protects individuals who purchase lots or homes in a subdivision by assuring them that the design of the subdivision and the improvements installed will meet specific minimum standards. The comprehensive plan should be consulted to make sure subdivisions are compatible with residential neighborhood planning, commercial and industrial development, open space location and easements, and that sufficient rights-of-way are included as reflected on the master thoroughfare plan within the comprehensive plan.

Economic Development Program

Many cities have economic development programs that encompass activities that foster new commercial, industrial and residential development; which provide an

environment conducive to existing business growth and expansion and new business start-up; and serve as an ombudsman with the business community to the city government. These programs may include tax abatement, public improvement districts, municipal management districts, tax increment financing districts, etc. All these functions should be coordinated with recommendations in the comprehensive plan.

Capital Improvement Program and Capital Budget

A capital improvement program is a short to mid-range study to identify: (1) public improvements needed in the community; (2) their estimated costs; (3) the anticipated revenues and sources with which to finance them; (4) the relative priorities or importance of the projects; and, (5) the programmed time frame and budget by which such improvements are to be developed. The community's comprehensive plan should be used as a guide to aid in prioritizing and recommending capital improvement items during each fiscal year budget program.

A capital improvement program has several advantages for the community including the following:

1. Projects can be undertaken in their order of urgency;
2. It coordinates projects proposed by all municipal departments, maximizing efficient use of available funds;
3. All municipal projects can be evaluated in relation to each other, eliminating wasteful or overlapping projects;
4. Projects are not prematurely undertaken, but attention is called to community needs;
5. Future city plans are made known to all citizens; and,
6. Annual revision and updating of the capital improvement program permits priorities to be changed and new priorities inserted on a regular basis, and in light of budget opportunities or constraints.

Impact Fee Ordinance - Many Texas communities have established impact fee ordinances to determine fees for water facilities, sanitary sewer facilities, or roadway improvements

imposed on new development pursuant to state law, in order to fund or recoup the costs of capital improvements or facilities expansions that are necessitated by and attributable to such new development. The comprehensive plan, again, can provide direction regarding land use assumptions and the application of impact fees.

Floodplain Management Studies and Accompanying Stormwater Management Ordinances

Floodplain area protection and enhancement including use for active and passive recreational activities as well as environmental protection, are essential components of a comprehensive plan. A floodplain management study (where applicable) and accompanying ordinance could provide a city with 'a program that will aid in ensuring the safety of residents living in proximity to identified floodplain areas, as well as provide direction for the orderly development of flood fringe areas and aid in the identification and preservation of important environmental resources within the community's floodplains.

Master Water and Wastewater Systems Plan: Municipalities should have a master water and wastewater systems plan for improvements that will provide the adequacy and reliability necessary for serving the projected growth within the planning area. The future land uses, including type, density, configuration, and location, identified by the comprehensive plan should provide the basis for all land use considerations in this engineering systems study.

Coordination with School Districts within the Planning Area: It is quite important for coordination to occur between the school district(s) and city during the preparation and implementation of the comprehensive plan. This is necessary so that the plan can aid in realistically reflecting the physical needs of schools, such as sites by types of school, size and location of site(s), and potential timing of construction based on population, location and density. Such coordination will also aid in joint school-park programs. This can aid in optimizing joint use of contiguous schools and parks. This will increase use potential and can reduce public costs (e.g., parking) through more efficient use of both kinds of sites.

Special Area Studies

The comprehensive plan should make recommendations regarding the general physical development of the entire city. However, certain areas may require more detailed study, which go beyond the scope of the plan. Such special area studies could evaluate, for example, unique neighborhood problems or opportunities, detailed commercial development elements, specialized corridor problems, transition areas, targeted area plans, or other particular planning issues facing certain areas within the community. Here, again, the comprehensive plan can provide a physical framework for development of these more detailed studies, and further, provide a broader context by which to evaluate the recommendations for special area studies.

Annexation Program

As part of many cities'- comprehensive planning programs, the ultimate planning area is comprised of land within the current city limits, the extraterritorial jurisdiction (ETJ), and areas beyond the city's current jurisdiction. To obtain and protect these areas, the city should undertake an annexation program (where feasible), to be implemented over a period of years that will ultimately bring all of the planning area within its jurisdiction. This will allow implementation of the future land use plan through the application of zoning districts and subdivision regulations. This process also aids in defining a planning area that is sensitive to logical urban form.

Consistent Application of the Plan.

It is important that public officials, decision makers, city staff, public and private development interests, citizens, and special interest groups be committed to work toward the consistent, equitable, and coordinated application and administration of the policies and

recommendations in the comprehensive plan. Whenever feasible, city staff and city officials should instigate continued coordinated efforts to implement all phases of the plan.

Park Dedication Ordinance

A number of cities have implemented park dedication ordinances as a systematic means of acquiring land and/or fees in lieu of land as a function of residential development. These ordinances should be linked to the master park plan component of the comprehensive plan.

Public/Private Partnerships - Increasingly across the nation, partnerships have been established between the public and private sectors. Efficiently programmed and managed, they can be cost and time effective for both sectors. Such partnerships can address a variety of development activities or single projects.

Intergovernmental Coordination - As all municipalities typically continue to grow and/or redevelop, it is important that continual coordination occur with surrounding municipalities, to aid in ensuring compatible land use and zoning at the boundaries of nearby or contiguous communities. This process should also be coordinated with county planning and council of governments programs. Intergovernmental coordination will become increasingly more important as Texas cities and regions continue to grow.

Fiscal Impact Analysis in Conjunction with the Comprehensive Plan

Fiscal impact analysis address the anticipated fiscal impact of major new developments and aids in determining costs to be borne by the city, as well as revenue gains generated by new development. Fiscal impact analysis is a direct reflection of a city council's long-term commitment to ensure quality and self-sustaining economic growth for the benefit of all residents.

A fiscal impact analysis for the comprehensive plan can encompass the entire land area of the city that is envisioned to develop over the time period covered by the plan. The current fiscal year budget can serve as the base for revenue and expenditure data. This data is applied to various existing measures within the community to estimate unit costs for each type of service. An oversimplified example would be to divide the total cost of providing public safety services by the population in order to arrive at a unit rate per capita for the provision of police and fire protection for each citizen. This unit rate is then applied to the forecast population trends for the entire planning period to estimate the future cost of providing the service, in addition to projecting staffing and facility needs. All dollar values in the fiscal impact analysis are typically reflected as constant dollars excluding the effects of annual inflation. The fiscal impact analysis is meant to be a fiscal decision-making aid to the overall process of community development and is not intended to be regulatory in nature. Although it can be an integral component of the comprehensive plan, the fiscal impact analysis may be a separate document from the plan.

Other Implementation Tools - Individual communities may utilize other mechanisms that uniquely aid in implementing their comprehensive planning programs. Implementation techniques should be periodically evaluated to ensure that they are providing the required on-going support to the planning program. By these methods, therefore, the comprehensive plan will not be "gathering dust on the shelf."

The Role of Urban Design in the Comprehensive Plan

The building of cities is one of man's greatest achievements. The form of his city always has been and always will be a pitiless indicator of the state of his civilization. This form is determined by the multiplicity of decisions made by the people who live in it. In certain circumstances these decisions have interacted to produce a force of such clarity and form that a noble city has been born. It is my premise that a deeper understanding of the interactions of these decisions can give us the insight necessary to create noble cities in our own day.

- Edmund N. Bacon, noted American city planner, architect, and former executive director of the Philadelphia City Planning Commission, in Design of Cities.

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. It is recommended that an urban design element be included within the comprehensive plan.

The urban design process should be comprehensive. That is, it should be influential in integrating the functions of employment, housing, transportation, public facilities, and services. The urban design process should also reflect social, economic, and environmental goals.

Urban design encompasses aspects of the disciplines of planning, landscape architecture and architecture. 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.

A 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:

- (I) 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.

Elements of Urban Design - Some of the major components of urban design are outlined for the purposes of this chapter. 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 master thoroughfare plan, open space and recreational needs, utility planning, capital improvement 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.
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.). Opportunity should be evaluated to see if open space linkages can occur with nearby and/or contiguous communities, as well as regionally.
12. Landscape architectural features.
13. Landscaping plantings.
14. Street furniture.
15. Building massing and scale.
16. Historic structures.
17. Public art - Public art is clearly 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. An elaborated discussion is included for this element, because it is a relatively new component when considering urban design.
 - A. Definition - Works of art may include but are not limited to the following categories: sculpture, murals, fountains, paving designs, plantings, and lighting. These categories may be realized through such art forms as: carvings, frescoes, mosaics, mobiles, photographs, drawings, collages, prints, and crafts, both decorative and utilitarian in clay, fiber, wood, metal, glass, plastics, as well as

other materials. Landscaping items such as artistic placement of natural materials or other functional art objects may be included.

B. Criteria - Criteria to evaluate community public art projects may include:

1. To stimulate recreation, creativity, and imagination;
To promote contact and communication among all members of the community;
3. To provide comfort and amenities; .
4. To stimulate curiosity and interest in the community's heritage;
5. To promote a sense of membership and harmonious coexistence among various community groups;
6. To represent and encourage a positive community character, such as the wealth of historic heritage that may exist; and,
7. To encourage an overall community identity.

C. Location - Potential locations of public art may include but are not limited to parks, open spaces, recreation areas, rights-of-way medians, selected vehicular and pedestrian intersections, the town square, or in relationship to other public and/or private structures or land uses. Other locations should be evaluated as property develops.

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.

New Urbanism/Neo-Traditional Town Planning: New urbanism or neo-traditional town planning has been advocated by many as a cure for many of the problems created by suburban development patterns. There are several interrelated concepts and characteristics that define neo-traditional, or new urbanism, development. First, neo-traditional developments have mixed use downtown cores within walking distance of the community's residents. The cores include commercial and retail establishments, offices, public buildings and spaces, and residential uses. Second, the neo-traditional concept typically provides for employment centers. Third, neo-traditional developments try to establish a sense of

community by making streets more pedestrian-friendly for the purpose of generating street activity. Fourth, they attempt to generate a sense of tradition by referring back to a period often considered to be the era from the 1920's to the 1950's: this is considered a time when people believed that their neighborhoods had distinctive characteristics.

Although they are essentially suburban in location, neo-traditional developments are not suburban in character. In comparison to typical suburban developments, neo-traditional developments have smaller lots for single family homes and a higher percentage of multi-family housing. They also have a mix of uses designed to encourage more interaction and to create a sense of community. This kind of land use pattern, which is termed "fine-gained," mixes uses on a very small scale.

Therefore, where a typical suburb or town will have relatively large blocks of land allocated for certain individual uses, such as, residential, commercial, or industrial, a neo-traditional or new urbanism community will mix uses by block, parcel, and even by building. Within a very small area, then, there will be homes, offices, stores, and public areas. Apartments can be located above stores or offices, or an office can be on the same plot of land as a single-family home. The mix of uses in neo-traditional development is intended to result in a sense of place, which may not typically be present in planned unit developments or other existing suburban forms.

In summary, the concept supporting neo-traditional or new urbanism development is that these features will allow people to feel a greater sense of belonging to a community. In theory, for example, being able to walk to the grocery store from home allows people to have a greater interchange with their friends and neighbors along the way. This concept then, can be contrasted with a traditional suburban development in which there may be very limited contact because so many people are in their automobiles. Further, the street system in neo-traditional developments, and building lots, are at a smaller scale than in typical suburbs thereby creating another incentive for walking. In the process of evaluating and/or recommending new urbanism/neo-traditional town planning design and planning concepts within comprehensive plans, it is recommended that city planners

review the literature that discusses the potential pros and cons of new urbanism/neo-traditional town planning.

Geographic Information Systems (G.I.S.)

A G.I.S. program can provide excellent data and analysis capability for a comprehensive planning program. G.I.S. is a hardware/software system for managing and displaying spatial data. It is similar to a traditional Data Base Management System (DBMS), however it now allows us to think in spatial rather than tabular terms, and where the "report writer" now allows output of maps as well as of tables and numbers. Therefore, we can consider a G.I.S. as a "spatial DBMS" as opposed to traditional "tabular DBMS's."

G.I.S. in Relation to Preparing the Comprehensive Plan - The opportunities of G.I.S. are found in their unique ability to: (1) integrate spatially related information that may have been previously maintained by different agencies; (2) manipulate this information with regard to its attributes and its location; (3) perform spatial analysis; and (4) quickly and easily prepare attractive and informative maps to help display and understand spatially-related information. Examples of information that can be graphically portrayed through the G.I.S. include the following:

1. Regional location of a municipality
2. Master Thoroughfare Plan (MTP)
3. Land use (including the MTP)
4. Waterway system
5. Aviation system
6. Contours/elevations
7. Parks and recreational facilities
8. School system
9. Capital Improvement Plan (e.g., proposed and approved infrastructure improvements)
10. Housing/apartments distribution
11. Unique features (e.g. historic districts, etc.)

It can be seen, therefore, that Geographic Information Systems can be a valuable tool for the preparation and implementation of the comprehensive plan.

Public Participation

Two things to remember about a comprehensive plan: first, have one; and second, keep in mind that the plan belongs to the citizens in the community, and not the staff, consultants, committees, or elected and appointed officials who prepared it. In that light, citizens should be aware of and involved in the development of the plan as early as possible, understand what is to be involved in its preparation at strategic junctures, and recognize that the city will use the plan on a continuous basis for growth-management. Here, then, are some thoughts regarding public participation. Each community can establish a program of public participation, based on its own unique characteristics and/or circumstances.

1. Advise the citizenry as soon as the community commits to preparing/updating a comprehensive plan. Use a "flyer" inside the utility bill mailings, etc. This embraces the public, and diffuses concerns regarding preparing the plan "in the back room". Many technically excellent plans have not been supported or implemented because citizens were not aware of or did not have the opportunity to participate in its development.
2. Don't forget the kids. Go to the elementary, junior and senior high schools and explain the plan program. You will get some interesting ideas regarding land uses, and particularly parks, recreation, open space, and bike trails. Remember too, that if these children remain in the community when they grow up, they will be voters, address bond elections and be taxpayers. Some may sit on boards, commissions, or even become mayor or city manager. They should understand the function of the comprehensive plan as early as possible, so they can provide support, direction and leadership, as well as funding, when they reach adulthood.
3. Use the media to get the message out that the city is preparing a plan. Have staff/consultants discuss the program on public-access TV. Talk to newspapers and other community publications and ask them to do a series of stories describing the process and progress of the plan.
4. After the base studies have been drafted, hold a series of public meetings to obtain citizen input. If possible, have these meetings at schools, as opposed to the city hall; this reduces the anxiety some people may have regarding

making public comments at the city's official place of business. Most people are more familiar and comfortable with school buildings.

It is recommended that these be informal public meetings, where notes and possibly tape-recordings may be made by the staff. Avoid a public hearing at this point, since it is more structured and may be intimidating to some citizens at this early stage of the process.

Provide a condensed written synopsis of the basic findings of the base studies, and make them available at least several weeks before these public meetings. Ask the citizens to be prepared to identify objectives, issues, concerns, and opportunities they perceive that may bear on the comprehensive plan. If there is a large community turnout, overhead presentations are effective. By having the basic information, the citizens can provide more informed input into the plan making process. This input from the public can aid in developing the goals, objectives and policies section of the plan.

5. After the draft goals, objectives, and policies are prepared, make them available to the citizens for approximately one month. Have copies available at the schools, library, city hall, chamber of commerce, and other public places.

Hold a second series of public meetings and ask the citizens for their input. What do they think of the draft goals? Do they have additions and revisions? This process will provide input and refinement to the plan, and will aid in educating the citizens, as well as provide consensus building between the public and the direction the plan is taking.

An option for communities is to hold a simultaneous series of public input meetings with the various groups and organizations in the city, such as, for example, the Lions, Rotary, chamber of commerce, historic preservation group, industrial development board, AARP, boys and girls clubs, and homeowners associations. The advantage of this is that it provides the opportunity to address the special needs, concerns, and perspectives of community organizations, as opposed to individual citizen interests.

6. After public input regarding goals, the staff (and/or consultants) can prepare a draft future land use plan map with several alternatives and a draft plan document. A third series of public meetings should then be held, to obtain citizen

input regarding the draft plan. The staff should indicate how the draft plan satisfies/does not satisfy the draft goals and objectives, what "trade-offs" exist, and the level of goal-satisfaction achieved by the alternative draft plans. Place several copies of the draft plan map and plan document in public places and allow several weeks for public review prior to a third series of meetings. This entire process (several series of public meetings) provides incremental education, consensus development, and opportunity for on-going direct citizen involvement in the plan preparation process.

7. After this series of public meetings, staff should then prepare a final draft plan map and document. The citizen participation mode should now change, and the city's officials should hold several public hearings, for the purpose of plan refinement and adoption.
8. Citizen involvement should continue, through the plan up-date, revision, and refinement process. This keeps the planning process alive and before the citizens, and provides for their involvement in the continuous planning process. -

The Comprehensive Plan and Planning Law¹

Over the years, Texas courts have interpreted the concept that zoning regulations must be adopted in accordance with a comprehensive plan quite broadly and have accepted a comprehensive zoning ordinance as a "comprehensive plan." However, in the *Sunnyvale* case, the court ruled that zoning changes should conform to the comprehensive land use map, if a city has such a map as part of its comprehensive plan and has adopted the plan by ordinance. Interpretations of the *Sunnyvale* case are a concern of Texas planners and land use attorneys; however, the impact of the court's decision emphasizes the need for a continuing planning process to address changes subsequent to the adoption of a comprehensive plan.

The TLGC states that "The policies of a comprehensive plan may only be implemented by ordinances duly adopted by the municipality and shall not constitute land use or zoning regulations or establish zoning district boundaries". Professor Pugh has stated, relative to this, that the comprehensive plan map and the city's zoning map are not one in the same. He

¹ This author very much appreciates the work of David L Pugh, AICP, Professor of Planning at Texas A&M University, and a lawyer who for many years has provided Texas planners, planning and zoning commissioners, and city council members with insight and interpretations regarding the relationship of comprehensive planning and planning law. Statutory references to the comprehensive plan may be found in the Texas Local Government Code (TLGC).

recommends (and this author agrees) that a city is well-advised to have a comprehensive plan preceding the zoning ordinance, although this interpretation has not always been clearly distinguished by Texas courts. It should be noted that a number of other states have enacted laws which to some degree place the comprehensive plan as a condition precedent to land use control.

The TLGC has stated in part that "(a) The municipal authority responsible for approving plats shall approve a plat if... (2) it conforms to the general plan for the extension of the municipality and its roads, streets, and public highways within the municipality and its extraterritorial jurisdiction, taking into account access to the extension of sewer and water mains and the instrumentalities of public utilities...." This section of the TLGC is interpreted to indicate that plats should conform to a comprehensive plan. In analyzing legal decisions, Professor Pugh has stated that "...the presence of a good comprehensive plan would seem to be not merely advisable, but legally indispensable to the survival of almost any Texas community". This author strongly supports this position.

The Role of the City's Planning Staff

The staff should take the following responsibilities regarding preparation and use of the city's comprehensive plan:

1. Prepare technical studies;
2. Aid in development of goals, objectives and policies;
3. Encourage and obtain citizen input;
4. Present technical studies and recommendations to the planning and zoning commission;
5. Present technical studies and planning and zoning commission recommendations to the city council/city commission;
6. Aid in administering public hearings and community meetings;
7. Use the recommendations in the comprehensive plan to evaluate and make recommendations regarding zoning, subdivision, site plan and small-area studies, as part of the implementation process for the comprehensive plan;
8. Recommend adoption of the comprehensive plan to the planning and zoning commission, and ultimately, to the city council;

9. Manage and review data and studies prepared by consultants;
10. Prepare, or have prepared by consultants, studies to implement the comprehensive plan, such as, but not limited to:
 - A. Special area studies;
 - B. Zoning ordinances; and,
 - C. Subdivision regulations.
11. Manage the activities of consultants, and serve as liaison between consultant work and the planning and zoning commission and city council;
12. Recommend and undertake periodic updates and revisions of the comprehensive plan; and,
13. Provide continuity by introducing new community officials to the comprehensive plan, provide training, and understanding of the plan's purpose, content, use, implementation, and vision.

The Role of Consultants

Some communities may elect to use consultants solely or in conjunction with their planning staffs to prepare plans. The following are suggested guidelines:

1. The consultant(s) may facilitate, through community consensus, the development of goals, objectives, and policies;
2. If a city planning staff exists, the consultant(s) may provide technical data in support of the city staff activities;
3. The consultant(s) may supplement city staff capability through intense short-term effort in the development of the comprehensive plan; and,
4. If there is no city staff, the consultant(s) may prepare base studies and other elements of the comprehensive plan, to be submitted for review and approval by the planning and zoning commission and city council, through public hearings.

The Role of the Planning and Zoning Commission

The planning and zoning commission is the chief official body in the community responsible for aiding in creating and serving as the caretaker for the long-range vision regarding physical development. Therefore, the following guidelines can aid in the contribution made by the commission regarding the comprehensive plan:

1. The planning and zoning commission should take major responsibility for the preparation and implementation of the comprehensive plan;
2. Advantages of one planning and zoning commission as opposed to a separate planning commission and zoning commission include:
 - A. Zoning is an implementation tool of the comprehensive plan. Since the planning commission should prepare and implement the plan, that same body should administer zoning decisions for the community.
 - B. T his aids in providing continuity and consistency in zoning decisions.
 - C. A separate zoning commission may not be privy to the rationale and developmental thought process that occurred as the planning commission directed the preparation of the comprehensive plan;
3. Encourage citizen input to the city's planning program;
4. Use the goals, objectives, policies and other elements of the comprehensive plan (long-range) to evaluate (short-range) planning elements such as zoning requests, subdivision plats, site plans, and other development proposals. This keeps the plan alive and implemented through continual use of the plan as part of the on-going planning process; and,
5. The commission should recommend adoption of the plan to the city council.

The Role of the City Council

As the major governmental and legislative body in the municipality, the council also has important functions regarding the plan, including:

1. Providing commitment and funding for the preparation and updating of the comprehensive plan;
2. Evaluating (short-term) planning projects in light of the (long-range) comprehensive plan;
3. Supporting the planning and zoning commission and staff (and/or consultants) regarding the preparation of and adherence to the plan;

4. Encouraging citizen input;
5. Recognizing and supporting the fact that, to be effective, the recommendations in the plan most likely will transcend a number of planning and zoning commission appointments and city council elections. This recognition is necessary to maintain the long-range recommendations and integrity of the plan;
6. Adopting the comprehensive plan. This action by the council reflects the commitment of adherence to the plan;
 - A. Adopting the plan advises the citizens, other agencies, staff, elected and appointed officials, and the development community of the city's commitment and consensus to use the plan as a guide to manage sound and aesthetic growth.
 - B. Adoption also responds to the Texas Local Government Code that refers to the plan as a basis for zoning.

There are different viewpoints regarding the vehicle for adoption - should it be by ordinance or resolution?²

1. Adoption by Ordinance:

Pros:

- A. It carries the weight of law, since it represents a police-power enforcement tool, like a zoning ordinance or subdivision regulations.
- B. It makes the comprehensive plan "easier" to implement, because the policies become regulatory tools, as opposed to recommendations.
- C. It signifies the commitment of the community to comprehensive planning.

Cons:

- A. The plan becomes more rigid, as opposed to serving as a flexible guide. Revisions and updates to the plan must be adopted by ordinance in the same procedure as the original plan.
- B. It makes negotiation of development recommendations more difficult using the plan as a basis, since the plan would be fixed regarding the intent of its language.

² Ed. Note: This chapter was originally written prior to the passage of legislation requiring that a comprehensive plan be adopted by ordinance. See Chapter 213, Texas Local Gov't Code.

Historically, the comprehensive plan has been used as a guide, allowing flexible interpretation given on-going changing circumstances. The ordinance format could stultify creative implementation and/or development concepts on the part of those who have to administer or work with the plan - e.g., staff, consultants, planning commissioners, councilmembers, and the development community.

2. Adoption by Resolution:

Pros: A. Signifies the commitment the community has to embracing comprehensive planning.

B. Indicates importance of planning to the citizens, development community, and staff, yet provides more plan flexibility and interpretation than is available through a plan adopted by ordinance.

Cons: A. Some may be concerned that adoption by resolution does not provide the enforcement strength found in an ordinance format.

The Worth of the Comprehensive Plan

The value of the comprehensive plan was concisely summed up several decades ago by Allan B. Jacobs, AICP, former Director of Planning for the City of San Francisco, California, providing further credence to the value of the physically-oriented comprehensive plan. This perspective is still currently true:

Ever since I was awarded a degree in city planning from a school that stressed, I thought, the worthiness of comprehensive, long-range physical planning for urban areas, I have heard that whole notion criticized. Repeatedly, I have heard the quality, content, usefulness, and effectiveness of the comprehensive plan challenged, as often as not by those who teach city planning. The critics say that the comprehensive plan is too vague, too subjective, too biased, too specific. It is elitist and divorced from the people, ...full of end-state visions that are unrelated to the real issues of a dynamic world....

There are certainly elements of truth in these assertions. But, in general, they coincide neither with my sense of reality nor with the centrality of the idea. Comprehensive plans have always been policy documents, even if they have not

been read that way. They have become less and less end-state, static pictures of the future. They regularly deal with pressing current issues: housing, transportation, jobs, public services, open space, urban design. ...Any planning efforts are remarkable in a society that could never be accused of having a bias toward city planning in the first place, a society that has tended to look at land and urban environments as little more than high-priced consumable commodities. And isn't it grand that plans are visionary! Why shouldn't a community have a view, a vision of what it wants to be, and then try to achieve it?

- Excerpted from Allan B. Jacobs, Making City Planning Work
(Chicago: American Society of Planning Officials, 1978), 307.

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 the city. 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 the 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 land;

A rigid unchanging plan or statement concerning land use, growth, and development; and,

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 planning and zoning commission and/or other municipal officials and citizens see the need for such change;

A basis for making, rational decisions, but it does not replace the decision making process;

A guide that can aid communities 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.

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It is recommended that the reader contact Texas municipalities and review their-comprehensive plans, to see various examples of the scope and variety of such plans.

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COMPREHENSIVE PLANS

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I. Statutory Basis - Chapter 213, Texas Local Government Code

§ 213.001. Purpose

The powers granted under this chapter are for the purpose of promoting sound development of municipalities and promoting public health, safety, and welfare.

§ 213.002. Comprehensive Plan

(a) The governing body of a municipality may adopt a comprehensive plan for the long-range development of the municipality. A municipality may define the content and design of a comprehensive plan.

(b) A comprehensive plan may:

(1) include but is not limited to provisions on land use, transportation, and public facilities;

(2) consist of a single plan or a coordinated set of plans organized by subject and geographic area; and

(3) be used to coordinate and guide the establishment of development regulations.

(c) A municipality may define, in its charter or by ordinance, the relationship between a comprehensive plan and development regulations and may provide standards for determining the consistency required between a plan and development regulations.

(d) Land use assumptions adopted in a manner that complies with Subchapter C, Chapter 395, may be incorporated in a comprehensive plan.

§ 213.003. Adoption or Amendment of Comprehensive Plan

(a) A comprehensive plan may be adopted or amended by ordinance following:

(1) a hearing at which the public is given the opportunity to give testimony and present written evidence; and

(2) review by the municipality's planning commission or department, if one exists.

(b) A municipality may establish, in its charter or by ordinance, procedures for adopting and amending a comprehensive plan.

§ 213.004. Effect on Other Municipal Plans

This Chapter does not limit the ability of a municipality to prepare other plans, policies, or strategies as required.

§ 213.005. Notation on Map of Comprehensive Plan

A map of a comprehensive plan illustrating future land use shall contain the following clearly visible statement: “A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries.”

II. What Is A Comprehensive Plan?

Traditionally, land use regulations such as zoning and subdivision ordinances adopted by local governments were written and promulgated without reference to any prior comprehensive municipal plan. In a growing number of states, however, the adoption of such regulatory ordinances in the absence of a general comprehensive plan may cast doubts upon the validity of the ordinances. The comprehensive plan, once viewed primarily as an advisory document to the local governmental body, is in many states becoming a legal, binding document as well as a prescription for future development patterns.

A comprehensive plan generally is defined as a long-range plan intended to direct the growth and physical development of a community for an extended period of time. Comprehensive planning is a process by which a community assesses what it has, what it wants, how to achieve what it wants and finally, how to implement what it wants. A comprehensive plan usually contains several components—transportation systems, parks and recreational services, utilities, housing and public facilities. It also provides for the distribution and relationships of various land uses and often serves as the basis for future land development recommendations. The plan may be in the form of a map, a written description and policy statements, or it may consist of an integrated set of policy statements. An expert in urban planning, T.J. Kent, Jr., defines the comprehensive plan as a community’s official statement of policies regarding desirable future physical development; the plan should be comprehensive in scope, general in nature and long-range in perspective.

A. “Rational Process” Comprehensive Planning

The growing importance in the United States of the comprehensive plan in local land use decisions prompted urban planning practitioners and theorists to develop a theory of planning as a “rational process.” The rational, comprehensive planning process has four principal characteristics. First, it is *future-oriented*, establishing goals and objectives for future land use and development, which will be attained incrementally over time through regulations, individual decisions about zoning and rezoning, development approval or disapproval, and municipal expenditures for capital improvements such as road construction and the installation of utilities.

Second, planning is *continuous*. The comprehensive plan is intended not as a blueprint for future development which must be as carefully executed as the architect’s design for a building or the engineer’s plan for a sewer system, but rather as a set of policies which must be

periodically reevaluated and amended to adjust to changing conditions. A plan that is written purely as a static blueprint for future development will rapidly become obsolete.

Third, the comprehensive plan must be based upon a *determination of present and projected conditions* within the area covered by the plan. This requirement ensures that the plan is not simply a list of hoped-for civic improvements, as were many of the plans prepared during the early part of the 20th century. Substantial efforts have been made by public planning staffs, university planning departments and planning consulting firms to develop useful techniques for gathering data, analyzing existing conditions and projecting future trends and conditions within the geographic area covered by a comprehensive plan. This body of methods, procedure and models is generally termed “planning methodology.”

Fourth, planning is *comprehensive*. In the past, architects and engineers who became involved in solving urban problems tended to identify one problem perceived to be solvable by one solution. Having targeted that problem, these early planners preferred to develop and advocate one solution, usually expressed as a static blueprint which, if fully implemented, would solve that problem. This problem-solution approach was the product of the project orientation that was typical of traditional civil engineering and architecture.

Planning theorists over the past several decades have observed that this approach has led to a phenomenon termed “disjointed incrementalism,” in which successive municipal problems such as drainage, traffic circulation, or sewage treatment might be incrementally “solved” without reference to related concerns of municipal government. For example, sewer systems in the mid- to late-1800s were usually designed without reference to any overall plan for the optimum future locations, and densities, of different land uses to be served by them. Highways were often laid out without reference to any long-range plans for the types of land uses they were to serve in the future.

B. The Process of Comprehensive Planning

The recognition, starting after World War II, that the entire range of municipal land use, transportation, and growth problems were all interrelated, led to advocacy of comprehensive plans as a means of identifying the key problems in land use regulation, and recommending alternative solutions to these problems which were the product of rational planning process. The courts have recognized this role of planning, in defining planning as concerned with the physical development of the community and its environs in relation to its social and economic well-being for the fulfillment of the rightful common destiny, according to a “master plan” based on “careful and comprehensive surveys and studies of present conditions and the prospects of future growth of the municipality,” and embodying scientific teachings and creative experience.

The rational planning process essentially subsumes four discrete steps: *data gathering and analysis, setting of policies, plan implementation, and plan re-evaluation*. Rather than resulting in a final plan effective for all time, the process is instead reiterative over a period of years: re-evaluation of the plan starts the process over again, resulting in a new set of policies to be implemented, and the success of the new plan is again evaluated at a future date. Thus the rational planning process is both reiterative and continuous.

During the first step of the process, the planner preparing the comprehensive plan performs research and analysis of a wide range of present and projected physical, economic, and sociological conditions of the municipality, aided by a wide variety of planning methodologies. Statistical surveying, population forecasting, mapping of existing conditions in land use, transportation, and environmentally-sensitive areas, mathematical modeling of economic trends, analysis of traffic flows on major highways, and techniques borrowed from other professions such as economics, geography and engineering are some of the methods employed by planners in data gathering and analysis.

The data-gathering and analysis phase of the process usually results in the identification of present and potential future concerns in land use, transportation, environment, utilities, housing and other areas to be addressed in the plan. Thus, following the first stage of the process, the planner may identify and prioritize a range of municipal problems and opportunities which should be addressed in the policy-formation stage of the planning process.

Analysis of the data then leads naturally to the second phase, setting of policies for the plan. In this phase, the planner ceases being a data gatherer, and assumes a policy formation role. Working closely with the planning commission and sometimes the local legislative body, the planner examines and proposes alternative means of solving or averting the problems identified in the first phase of the process. Through communication with the local legislative body and the planning commission (if one exists), the planner develops a set of policies, goals, and objectives which constitute the principal, future-oriented sections of the comprehensive plan. Thus, for example, the policies may include a provision that sewage-treatment services must be expanded to accommodate new development; that the legislative body should initiate a program to stimulate new economic development in the declining downtown; and that steps should be taken to prevent further flood-prone development in low-lying areas adjoining rivers and streams.

As a supplement to these general policies, or goals, of planning, the planner may suggest means of achieving these goals. In setting the goals and recommending alternative objectives, the planner may refer to standards and principles widely-accepted in the planning profession: that excessive use of septic tanks may tend to pollute groundwater; that decay of the central business district leads to devaluation of the tax base; that development in flood-prone areas is detrimental to public safety by exposing buildings and their occupants to flood hazards.

The mere statement of policies and objectives will not, in itself, ensure that action is taken. Thus, the third stage of the planning process, implementation of the plan, becomes the most important stage. Implementation involves three discrete steps: developing public support for the plan by means of various forms of citizen participation and a series of public hearings and media coverage; securing adoption of the plan, either as an advisory document (as in many states) or as a legally-binding ordinance or resolution (as in a growing number of states); and action by the legislative body to implement the policies and objectives.

Upon adoption of the plan, the adopting agency espouses the policies and objectives of the plan as guidelines for daily decision-making. Thus, to return to our three examples of policies, the local legislative body will undertake revisions of the municipal zoning map to bring it into accordance with the land-use recommendations of the plan. Similarly, the governing body may prepare plans for expansion of sewers and construction of new roads to serve new

development. The legislative body may appoint a downtown revitalization authority to oversee efforts to attract new businesses back into the central business district. The governing body may authorize the city attorney to draft a new flood-plain protection ordinance prohibiting careless construction of new buildings in low-lying areas adjoining streams and rivers.¹ The comprehensive plan is the single most important document for managing a community's physical growth because it can consolidate and coordinate physical planning needs and goals and policies, as well as separate community studies that address various aspects of physical development in a city. Further, comprehensive planning, to be effective, has to be an on-going process, involving periodic evaluation and updating. To further aid in its effectiveness, the comprehensive plan has to be based on a shared vision of the community. This vision usually is constructed through consensus-based planning.²

It should be noted that in Texas it is not mandatory that cities adopt comprehensive plans; however, if one is adopted, Section 211.004 of the Texas Local Government Code provides, in part, that “[z]oning regulations must be adopted in accordance with a comprehensive plan. . . .” Thus, any city that has a comprehensive plan must zone in accordance with that plan; otherwise, a strong argument may be made that any action not taken in accordance with the comprehensive plan is arbitrary and capricious as well as violative of a zoning applicant's federal and state constitutional rights.

III. Frequently Asked Questions

1. Are Texas cities required to adopt comprehensive plans?

No. In *Bernard v. City of Bedford*,³ the Court of Civil Appeals wrote that “[w]e know of no rule of law which requires that a city adopt a comprehensive zoning ordinance which constitutes or becomes its comprehensive zoning or land use plan.” The Court further wrote that “[t]here is no requirement that a single comprehensive ordinance be passed to constitute the comprehensive plan.”⁴

2. If a city has not adopted a comprehensive plan, may it nevertheless zone property?

Yes. In *City of Brookside Village v. Comeau*,⁵ the Texas Supreme Court, in footnote 4 to its opinion, wrote as follows:

Because Brookside Village, a general law city, has no comprehensive zoning plan, the ordinances in question do not come under article 1011a [the Zoning Enabling Act, now contained in Chapter 211 of the Texas Local Government Code], which embodies legislative

¹ See Juergensmeyer & Roberts, *Land Use Planning and Control Law* (West 1998), at 27-30.

² See *A Guide to Urban Planning in Texas* at 1-10, 3-1—3-2 (Texas Chapter, American Planning Association).

³ 593 S.W.2d 809 (Tex.Civ.App.—Fort Worth 1980, writ ref'd n.r.e.).

⁴ *Id.* at 812.

⁵ 633 S.W.2d 790, 793 (Tex.), *cert. denied*, 459 U.S. 1087 (1982).

authorization for zoning. . . . A city, however, may regulate land use under its general police powers. [Citation omitted].

3. If a city has adopted a comprehensive plan, must it follow it when making zoning decisions?

Yes. As the Texas Court of Appeals wrote in *Mayhew v. Town of Sunnyvale*,⁶ “[t]he [municipal] legislative body does not, on each rezoning hearing, redetermine as an original matter, the city’s policy of comprehensive planning. The law demands that the approved zoning plan should be respected. . . . The duty to obey the existing law forbids municipal actions that disregard not only the pre-established zoning ordinance but also the long-range master plans and maps that have been adopted by ordinance.”⁷

4. What is the effect of a comprehensive plan on pre-existing zoning?

Pre-existing zoning on a tract of land controls the development of that tract, regardless of the use designation contained in the comprehensive plan. For example, if a parcel was zoned for multi-family uses in 1990 and the new comprehensive plan adopted in 1994 calls the parcel to be low density residential, the parcel may be developed as multi-family notwithstanding the comprehensive plan designation. If, however, the owner of the parcel elected to rezone the property in 1995, it must be rezoned in accordance with the comprehensive plan designation of low density residential. To rezone the parcel to anything else would violate the state law provision that zoning must be done in accordance with a comprehensive plan.⁸

5. Is there a difference between a master plan and a comprehensive plan?

Sometimes yes, sometimes no. On occasion, comprehensive plans have been denominated as “master plans.” On other occasions, a comprehensive plan is composed of various “master plans.” For example, a city’s comprehensive plan could consist of a parks master plan, land use master plan, thoroughfare master plan, wastewater master plan and water master plan. In such a situation, all of the “master plans” constitute the “comprehensive plan.”

6. How should a city view a comprehensive plan, as a guide or a document with the force of law?

Due to the requirements of state law that all zoning must be in accordance with a comprehensive plan, we personally view a comprehensive plan as far more than a “guide.” The term “guide” seems to imply that one may or may not follow it, depending upon the facts of any particular situation. It is our opinion that, due to the requirements of the Texas Local Government Code, a comprehensive plan is a legally binding

⁶ 774 S.W.2d 284, 295 (Tex.App.—Dallas 1989, writ denied), *cert. denied*, 498 U.S. 1087 (1991).

⁷ See also *City of Pharr v. Tippitt*, 616 S.W.2d 173, 176-77 (Tex. 1981).

⁸ See Tex. Local Gov’t Code § 211.004(a).

document that a city must follow. This means that whenever an individual wishes to rezone property, he or she must do so in accordance with the comprehensive plan and that the failure to do so will result in the denial of both a comprehensive plan amendment and a subsequent zoning amendment.