



CITY OF
ENNIS
T · E · X · A · S

2015 COMPREHENSIVE PLAN

STRATEGY FOR QUALITY OF LIFE

ADOPTED JANUARY 4, 2016



ENNIS

2015 COMPREHENSIVE PLAN

UPDATE

Strategy for Quality of Life

Prepared for
City of Ennis



By
Half Associates, Inc. in association with
Livable Plans and Codes, and Pavlik and Associates



Adopted
January 4, 2016

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ORDINANCE NO. 16-0104-04

AN ORDINANCE OF THE CITY COMMISSION OF THE CITY OF ENNIS, ELLIS COUNTY, TEXAS, ADOPTING THE CITY OF ENNIS' COMPREHENSIVE PLAN; DIRECTING USE OF THE NEW COMPREHENSIVE PLAN IN CONSIDERATION OF FUTURE DEVELOPMENT DECISIONS; REPEALING ANY PREVIOUS COMPREHENSIVE PLAN EXCEPTING CERTAIN PENDING LAND USE APPLICATIONS; PROVIDING FOR A SEVERABILITY CLAUSE; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, pursuant to Chapter 213 of the Texas Local Government Code, the City Commission of the City of Ennis seeks to adopt a comprehensive plan for the long term development of the City of Ennis ("the City"); and

WHEREAS, the City Commission finds that it is prudent to adopt a long term planning guide in the public interest to review land use development trends within the City and the City's comprehensive plan; and

WHEREAS, in compliance with the laws of the State of Texas and the ordinances of the City of Ennis, the Planning and Zoning Commission and the governing body of the City of Ennis have given the requisite notices by publication and/or otherwise and, after holding due the required hearing and affording a full and fair hearing to all the people within the City of Ennis, in the exercise of its legislative discretion, have concluded that the 2015 Comprehensive Plan, including all maps and exhibits, which is attached hereto and incorporated herein as Exhibit A, should be updated.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COMMISSION OF THE CITY OF ENNIS, ELLIS COUNTY, TEXAS, THAT:

SECTION 1: Pursuant to Chapter 213 of the Texas Local Government Code, as amended, the City's comprehensive plan is hereby adopted as set forth in Exhibit A in its entirety and shall, upon the effective date of this Ordinance, be as set forth in that certain document titled *Ennis 2015 Comprehensive Plan* dated December, 2015 ("the 2015 Comprehensive Plan"), the official copy of which is on file in the Office of the City Secretary and incorporated into this Ordinance by reference to the date of adoption and number of this Ordinance.

SECTION 2: The Land Use Plan, adopted as a part of the 2015 Comprehensive Plan, does not constitute zoning regulations or establish zoning district boundaries.

SECTION 3: Except as provided in Section 4, below, all boards, commissions and the city staff are hereby directed to utilize the information contained within the 2015 Comprehensive Plan as a guideline upon which to base development decisions and to disseminate such information to all interested parties upon inquiries made subsequent to the effective date of this Ordinance.

SECTION 4: That any prior Comprehensive Plan is hereby repealed; provided, however, applications for the re-zoning of land filed prior to the effective date of this Ordinance and still

pending without a final decision on the effective date of this Ordinance shall be reviewed and considered under the contents of any previous Comprehensive Plan.

SECTION 5: Should any word, sentence, paragraph, subdivision, clause, phrase or section of this ordinance be adjusted or held to be void or unconstitutional, the same shall not affect the validity of the remaining portions of said ordinance, which shall remain in full force and effect.

SECTION 6. This Ordinance shall take effect immediately from and after its passage and publication in accordance with its provisions of the Charter of the City of Ennis, and it is accordingly so ordained.

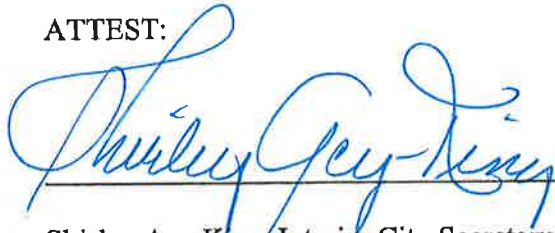
PASSED and APPROVED on first reading the 21st day of December, 2015

PASSED and APPROVED on second reading the 4th day of January, 2016.



Russell R. Thomas, Mayor
City of Ennis, Texas

ATTEST:



Shirley Acy-King, Interim City Secretary
City of Ennis, Texas

APPROVED AS TO FORM:



Richard Wilson, City Attorney



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Appendix 1: Visioning and Public Engagement

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Acknowledgement

We recognize the many individuals who put in a significant amount of their time and energy to make this comprehensive plan update a unique document that reflects the values of the residents of Ennis. This plan for Ennis' future would not have been possible without the input, feedback, and support provided by Ennis' citizens and members of City staff who provided information and technical answers relating to this plan.

CITY COMMISSION

| | |
|-------------------------------------|--------------------------------------|
| Mayor, Russell Thomas | Ward 3, Kenneth "Ken" W. Hackney Jr. |
| Mayor Pro Tem At Large, Matt Walker | Ward 4, Lola Searcy |
| Ward 1, Jeremie Salik | Ward 5, Brian Holley |
| Ward 2, Marco A. Hernandez | |

CITY OF ENNIS

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Donna Batchler, City Secretary
Robert Bolen, Director of Public Works
Jessica Diaz, Library Director
John Erisman, Chief of Police
Henry Harris, MIS Director
John Hatchel, Interim City Manager
Marty Nelson, Economic Development Coordinator
Mark Richardson, Chief Building Inspector
Gina Rokas, Tourism Director
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PLANNING TEAM

Jim Carrillo, FAICP, Vice President, Halff Associates, Inc.
Lenny Hughes, RLA, Vice President, Halff Associates, Inc.
Jay Narayana, AICP, CNU-A, Principal, Livable Plans and Codes
Linda Pavlik, Pavlik and Associates
Kate Lattimore, Pavlik and Associates



City of Ennis

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Executive Summary

Preparing a comprehensive plan for a city provides the opportunity to dream about future possibilities for a community. When coupled with reality, explored through a visioning process, and set in motion with a prioritized action plan, such dreams have the real possibility of being realized.

Over the past 15 years, Ennis has successfully recruited many industrial and manufacturing businesses with an industrial economic development emphasis. However, due to the emphasis on industrial development, the city stagnated in new residential and retail development over the last 15 to 20 years in comparison to its peer cities. This stagnation has caused the city's quality of life with respect to a range of residential and retail options have declined. As a result, the City has had limited resources to invest in quality of life amenities such as parks, trails, and other community facilities due to its focus on attracting industrial development. In order for Ennis to be able to take advantage of the regional growth opportunities, the City will to take on a more balanced approach rather than its focus on industrial-only development.

The community visioning process produced the following vision statement:

“Ennis is a community that respects and manages its unique mix of human, historical, and physical resources to create and sustain a vibrant place to live, work and play”.

While the community input generated many ideas and possibilities, Ennis citizens emphasized “quality of life” consistently. Defining what quality of life means to Ennis citizens is one of the most important elements of this 2015 Plan Update. In fact, this 2015 Update recommends a change in the city's approach to growth from “business as usual” to a focus on investing in quality of life amenities and actions. This led to the formation of the following quality of life outcomes for Ennis:

1. Diversified employment base (including expanding higher educational opportunities)
2. Increased housing options; including quality and range
3. More shopping, dining and entertainment options
4. Access to a variety of recreation amenities
5. Access to and the enjoyment of natural areas including wildflowers

In order to direct the City's limited resources to implement these quality of life outcomes, the planning process identified goals for three focus areas: Kaufman Corridor, Lake Bardwell Growth Area, and Downtown.



Kaufman Corridor - Focus on transforming Kaufman Corridor with public improvements to encourage entrepreneurship and to stimulate neighborhood re-investments, while emphasizing this corridor as a key gateway into Ennis from the north.

Lake Bardwell Growth Area - Celebrate and focus on the area between Lake Bardwell and US287 as a destination for future growth and recreation that provides quality of life experiences.

Downtown - Build on the momentum of Downtown redevelopment to create a vibrant live, work, and play destination.

This 2015 Plan Update establishes an overarching vision with specific goals that are focused on quality of life outcomes for Ennis. It will require the City Commission, Staff, boards and commissions, and citizens to all be committed to the principles and goals of this plan. These quality of life goals should become the basis for all decision-making in the City. Whatever else changes, these goals represent the wishes of Ennis residents and a direction for the future.

Moving forward, flexibility with respect to being able to accommodate market changes will be critical. The world and the greater DFW Metroplex is changing at an ever increasing pace and many of those changes can affect the city and its potential for future growth. Fundamentally, changing Ennis' growth trajectory will require Ennis' leaders to be bold. They will need to be willing to make tough choices and acknowledge the need to think outside the box to take some risks. They should be willing to recognize that boldness today may yield the type and quality of growth that Ennis residents are looking for in addition to greater benefits and future savings for the city.

This 2015 Plan Update is more than just a plan. It is the community's dream for a bright future for not only everyone that lives in Ennis today, but also to attract those future residents and businesses that the community would like to bring into Ennis.

1. Introduction



The approach to urban development has fundamentally changed throughout the United States. Although considered in prior years, aspects of urban development such as community building, distinctiveness, sustainability, and planning for people instead of cars now shape the landscape in which cities compete for new residents and economic development. When considering its future, Ennis will benefit from this current approach to urban planning and design.

The 2015 Comprehensive Plan Update (herein known as 2015 Plan Update) provides Ennis with the opportunity to reinvent itself by transitioning from a primary focus on industrial development, to an emphasis on quality of life, celebrating diversity, and economic sustainability. Ennis is poised to transform itself into a quality of life community that is truly unique, dynamic, and fosters a strong sense of community where neighbors truly know and care about each other.

Historically, Ennis was a highly desired destination with a lively cultural life, beautiful neighborhoods, and historic Downtown, with its school district rated as one of the best in the state. However, due to the emphasis on industrial development as the prime source of the city's tax base, the quality of life in Ennis has suffered and the city has stagnated in its growth over the last 15 to 20 years.



During the same time period, Dallas-Fort Worth (DFW) Metroplex has seen tremendous growth. Although the bulk of this took place to the northern counties of the Metroplex, Ellis County received its fair share of growth within the cities of Midlothian and Waxahachie.

Given its location along the main route between DFW and the Houston Metro area to the south (see **Exhibit 1.1 Regional Map**) Ennis can position itself to be just as favorable for future growth as the other communities in Ellis county and southern Dallas County. The challenge is to market Ennis' favorable qualities to developers, the business community including retailers, and new residents. Recent commitment of property owners and developers to the revitalization of Downtown Ennis is indicative of the fact that Ennis is ready for new growth.

With the visionary leadership of Ennis' elected and appointed officials and the commitment of City staff, the community is primed to make Ennis the best it can be.

1.1 Purpose & Need

A comprehensive plan is essential to all communities. It provides predictability and fairness for citizens, elected officials, city staff, and the development community by providing clear recommendations for the desired type, location, and scale of new development and redevelopment in the city. It is the means to coordinate all City functions including infrastructure investment needed to accommodate the desired type of growth. To that end, a comprehensive plan guides the City's Capital Improvements Program (CIP) with respect to spending on public infrastructure.

It is necessary to note that comprehensive planning is not zoning. This 2015 Plan Update is the foundation of defining and implementing a long-range policy including zoning for the growth and development of the city. In addition, the purpose of the 2015 Plan Update is to identify and articulate the vision for the future and outline a set of goals and objectives to achieve the desired vision. Key to this is the Future Land Use Plan that guides the future development of the community. In essence, the 2015 Plan Update is a blueprint for decision making on the City's growth; it provides the City Commission, Planning Commission, City Staff, and the community at large with a collaborative road map for expanding and modernizing the city and attracting new residents and businesses.

1.2 Comprehensive Planning Process

In general, a comprehensive plan essentially evaluates three questions:

1. Where are you now? – this means an analysis of existing conditions in the city
2. Where do you want to be? – answered by means of a visioning process
3. How do we get there? – defined by the plan elements and implementation actions

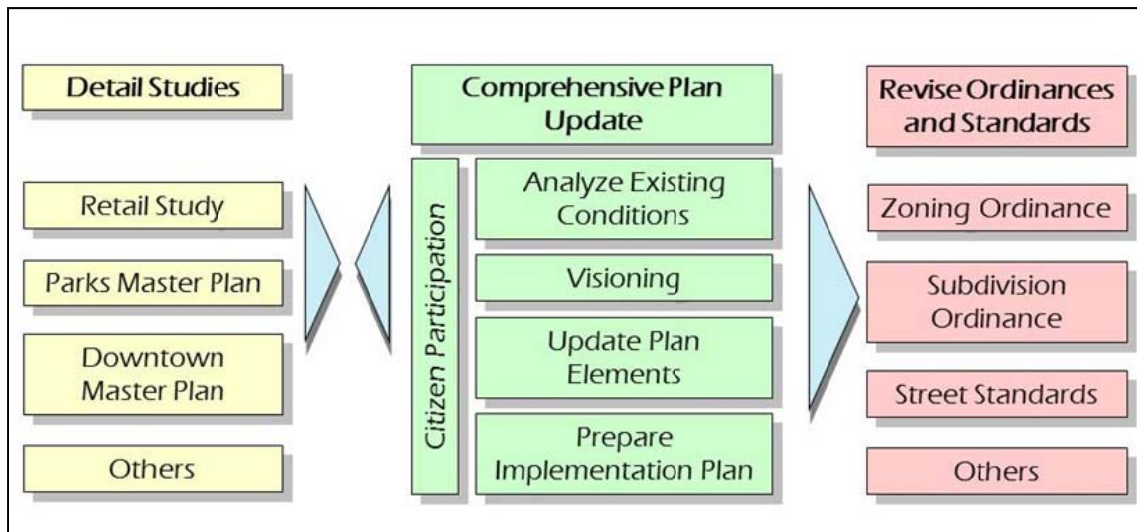
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The comprehensive planning process in context with other city initiated studies and/or actions, is illustrated in **Figure 1.1**. The column on the left lists studies that were conducted before the 2015 Plan Update and informed the process, or those that could be a part of the follow-up actions after completion of the process. For Ennis, the City commissioned a Retail Market Study prior to the 2015 Plan Update process, and plays an informative role in this process. In addition, this 2015 Plan Update will direct and inform future studies such as a Parks Master Plan, Master Thoroughfare Plan, Downtown Master Plan (underway at the time of writing of this report), etc.

The center column of **Figure 1.1** represents the steps taken during the development of this 2015 Plan Update process. It includes an analysis of existing conditions to determine the baseline data; community visioning to articulate the city's future; updating certain key plan elements; and an implementation plan that prioritizes actions to realize the vision. For Ennis, public participation occurred throughout the process in the form of a Comprehensive Plan Advisory Committee (CPAC), public meetings, interviews, focus groups meetings, and a visioning work session.

The column on the right represents revisions of ordinances and standards that are typically required to implement the Comprehensive Plan.

Figure 1.1 - Typical Comprehensive Planning Process



1.3 Suburban Nation

In the year 2000, a group of architects authored a seminal book on the negative impacts of urban sprawl called *Suburban Nation: The Rise of Sprawl and the Decline of the American*



Dream.¹ These negative impacts include dependence on the automobile, segregation of land uses and of people, inefficient use of land, infrastructure, and tax dollars, and a loss of identity resulting in placelessness—a feeling of sameness from city to city across America.

The principles of *Suburban Nation* are as relevant today as it was fifteen years ago. As such, Ennis' city leaders and the CPAC read, discussed this book and its concepts in preparation for this 2015 Plan Update. The book's focus on the relationship between development patterns and sense of community, recognition of the value of historic development patterns, seeking benefits for people of different ages, and the concept of a city as a destination (not a place to drive through) resonated with CPAC. Recognized as a paradigm shift for the community, the general attitude was that the development patterns of the 20th century are decidedly not appropriate for all of Ennis anymore.

1.4 Study Area

The study area for the comprehensive plan update includes the current incorporated area of the City of Ennis (the city limits), as well as the current extraterritorial jurisdiction (ETJ). See **Exhibit 1.2 City Limits & ETJ**. Today, the incorporated area of the City of Ennis includes approximately 28 square miles (18,000 acres), and the ETJ adds an additional 79 square miles (50,000 acres) excluding Lake Bardwell and U.S. Army Corps of Engineers (USACE) land. Ennis' ETJ extends one-mile beyond the city limits.

The city limits and adjoining ETJ has an unusual shape. For a distance of almost 10 miles to the northeast along SH34, a very thin sliver of land connects Ennis with the Trinity River; it includes land that extends for a distance of about 2 miles and a width of about half-mile along the western shore of the river. Perhaps it was incorporated to accommodate a future inland river port associated with logistics. Dating back to the middle of the 19th century, the dream was to make Dallas an inland port with the Trinity River transformed into a navigable waterway all the way from Galveston. In 1893, the sternwheeler H.A. Harvey Jr., for the first and last time, arrived in Dallas, after a journey of two months². After U.S. Government expenditure of about \$2 million from 1900 to 1915, further federal investment ceased in 1921³.

A 1,000 feet wide corridor, which is a vestige of the Superconducting Super Collider (SSC) project, extends northwards to Jefferson Street (FM878). Land was annexed to accommodate this particle accelerator complex, which had a planned ring circumference of almost 55 miles and was set to be the world's largest and most energetic. The project was cancelled in 1993, due to budget constraints.

¹ *Andres Duany, Elizabeth Pater-Zyberk, and Jeff Speck, 2000*

² *Dallas Morning News; 2013-03-20*

³ *Texas Historic Commission Marker # 5113006796*

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Surrounding the study area is the city limits and ETJ of several neighboring cities, including Alma to the south, Bardwell and Waxahachie to the west, and Garrett and Palmer to the north. There are also unincorporated areas that are not part of any municipality's jurisdiction. These areas, all within Ellis County, may become part of Ennis or another city's jurisdiction depending on future annexations.

The current incorporated area and ETJ limits establish the formal study area of the 2015 Ennis Comprehensive Plan Update.



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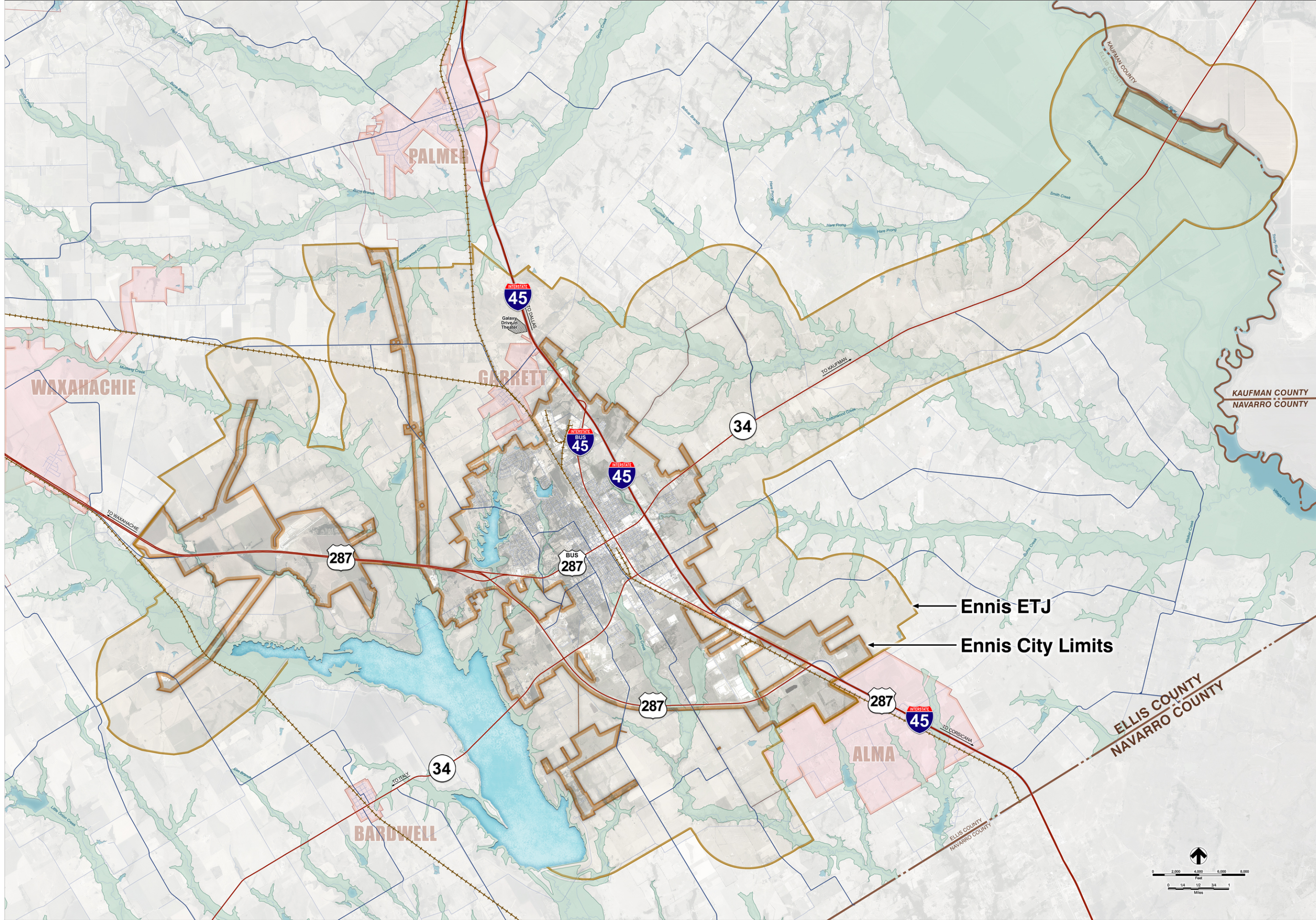


LEGEND

- KEY SURROUNDING CITIES
- KEY ROADS
- KEY RAILROADS
- COUNTY LINE

0 2 4 8 12 16
Miles





CITY LIMITS & ETJ

2015 ENNIS COMPREHENSIVE PLAN UPDATE



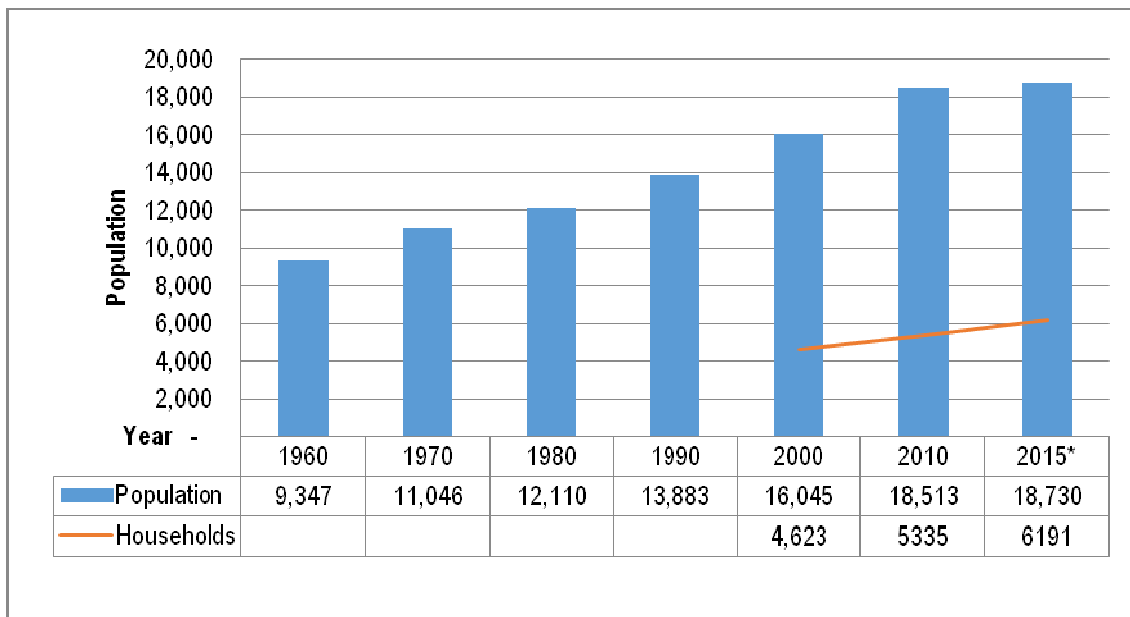
2. Existing Conditions



2.1 Demographic Snapshot

The following demographic information provides a snapshot of Ennis’ population. The U.S. Census Bureau is the source for all data, unless otherwise specified. **Figure 2.1** below depicts Data on Ennis’ population and households. Whereas historical data on population numbers date back to 1960, household data is limited to the year 2000 and later.

Figure 2.1 – Ennis Population and Households: 1960 - 2015



* NCTCOG Estimates for 2015



Figure 2.2 below is a population pyramid of Ennis. The purpose of a population pyramid is to graphically depict the breakdown of specific population age groups by sex. The shape of this graph is typically a pyramid when the population is growing at a stable rate. Ennis' population pyramid is expanding unlike that of the United States (**Figure 2.3**), which shows a stationary growth trend with almost equal numbers of persons in each age cohort from birth to age 59. The shape is unlike many cities in the DFW Metroplex which generally has a decline in 20 to 30 year old adults displayed as a “pinching” of the pyramid in that age group and a ballooning of the older age groups due to aging baby boomers. Some reasons for this could be that Ennis has higher than average birth rates for the DFW region and fewer seniors (60 years and above) are choosing to stay in Ennis. In terms of sex, it also reveals more boys than girls in the younger age groups, and more female seniors than male seniors, which is normal for the U.S.

Figure 2.2 – Ennis Population by Age and Sex

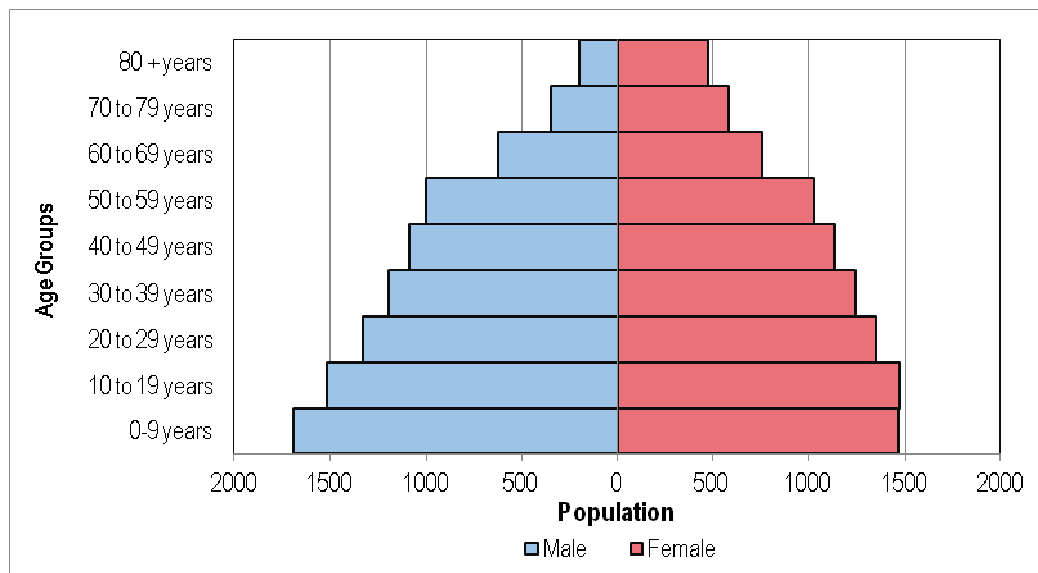
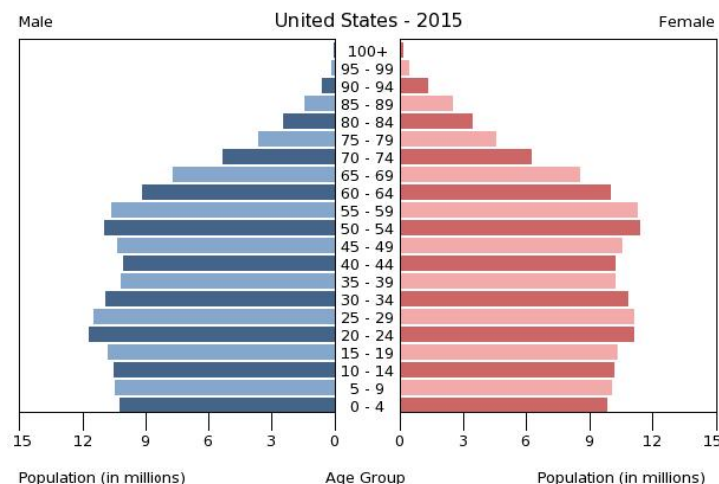


Figure 2.3 – United States Population Pyramid



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Figures 2.4 and 2.5 respectively compare Ennis' racial characteristics and ethnicity with that of the DFW Metroplex and Texas. Although Ennis has a majority White and non-Hispanic population, it does have a significantly higher Hispanic population compared to the DFW average.

Figure 2.4 - Comparison of Racial Characteristics

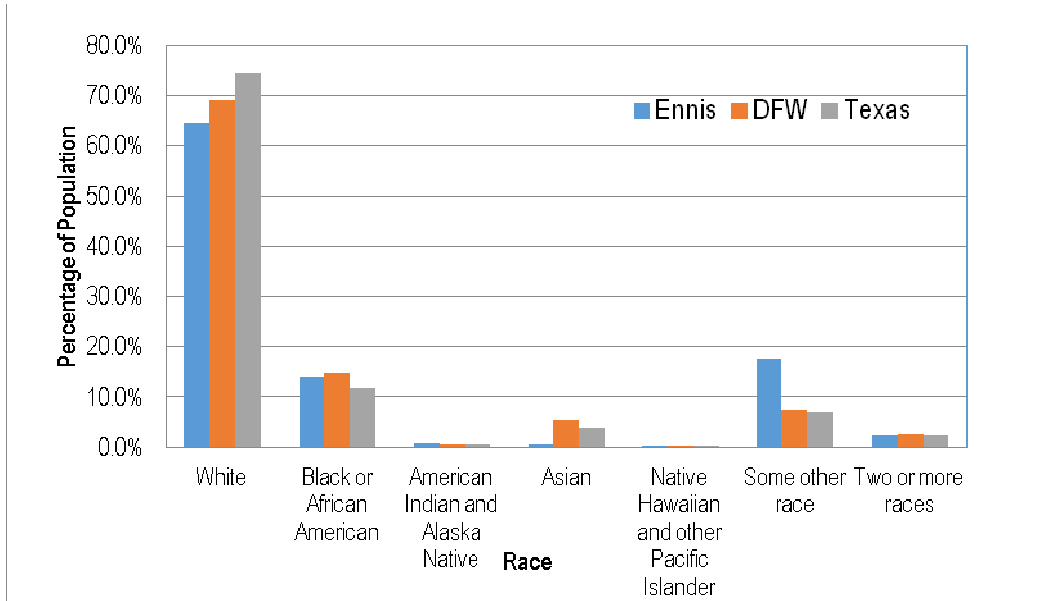
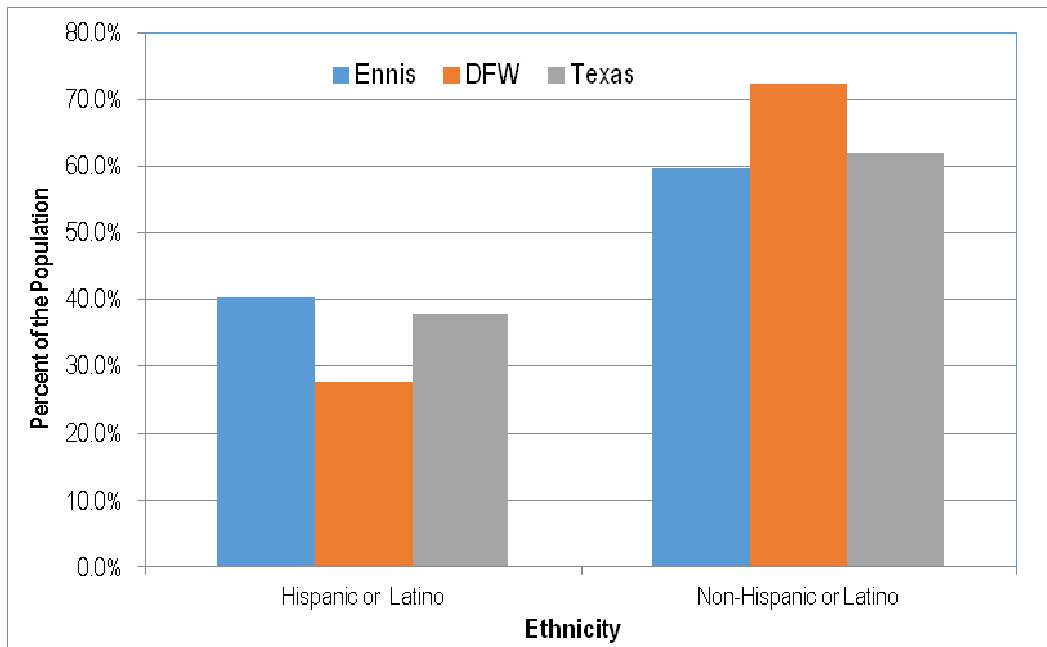


Figure 2.5 - Comparison of Ethnic Characteristics





The following four tables demonstrate the key statistics of median income, homeownership, educational attainment, occupation, and jobs by industry sector. In terms of median income, Ennis’ median income is slightly lower than the DFW median, but higher than the state median income (**Table 2.1**). Home ownership rates are also slightly lower than DFW and state averages. In terms of educational attainment, Ennis’ population has much lower rates of persons with Bachelor’s degrees which is indicative of a higher than average blue-collar work force (**Table 2.2**). This is also evident in **Tables 2.3 and 2.4**, which indicate a significantly higher percentage of production type occupations and jobs in the manufacturing sector compared to DFW and state averages.

Table 2.1 – Household Statistics

| Household Statistics | | | |
|--|--------------|------------|--------------|
| | Ennis | DFW | Texas |
| Median Annual Household Income** | \$43,634 | \$59,175 | \$52,576 |
| Median Value for Owner Occupied Units | \$106,400 | \$149,200* | \$128,400* |
| Median Gross Monthly Rent | \$829 | \$908 | \$857 |
| Number of Households | 6,474 | NA | NA |
| Homeownership rate | 56.90% | 60.93%* | 63.01%* |
| <i>Source: ACS 2014**, 2013</i> | | | |
| <i>* 2012 U.S. Census Data (https://www.census.gov/prod/2013pubs/acsbr12-20.pdf)</i> | | | |

Table 2.2 – Educational Attainment in Ennis

| Educational Attainment (population 25 years and older) | | | |
|---|--------------|------------|--------------|
| | Ennis | DFW | Texas |
| Total population 25 years and over | 11,262 | 4,388,426 | 16,080,307 |
| No schooling completed | 2.1% | 1.5% | 1.9% |
| Less than 9th grade | 9.7% | 6.1% | 7.5% |
| 9th to 12th grade (no diploma) | 14.2% | 8.6% | 9.4% |
| High school graduate (including equivalency) | 30.5% | 23.4% | 25.3% |
| Some college, no degree | 24.4% | 22.8% | 22.7% |
| Associate's degree | 7.4% | 6.6% | 6.5% |
| Bachelor's degree | 7.4% | 20.8% | 17.7% |
| Graduate or professional degree | 4.4% | 10.2% | 2.5% |
| <i>Source: ACS 2013</i> | | | |

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Table 2.3 – Occupation of Employed Civilian Population in Ennis

| Occupation of Employed Civilian Population (16 years and over) | | | |
|--|-------|-----------|------------|
| | Ennis | DFW | Texas |
| Total civilians employed (over 16 years) | 8,515 | 3,315,298 | 11,569,041 |
| Management, business, science, and arts occupations | 21.0% | 37.0% | 34.6% |
| Service occupations | 17.3% | 15.9% | 17.7% |
| Sales and office occupations | 29.0% | 25.8% | 24.9% |
| Natural resources, construction, and maintenance occupations | 11.9% | 9.6% | 11.0% |
| Production, transportation, and material moving occupations | 20.8% | 11.7% | 11.8% |
| <i>Source: ACS 2013</i> | | | |

Table 2.4 – Jobs by Industry Sector in Ennis

| Jobs by NAICS* Industry Sector | | | |
|--|--------------|------------------|-------------------|
| | Ennis | DFW | Texas |
| Agriculture, Forestry, Fishing and Hunting | 0.0% | 0.1% | 0.5% |
| Mining, Quarrying, and Oil and Gas Extraction | 0.1% | 1.0% | 2.6% |
| Utilities | 0.5% | 0.5% | 0.7% |
| Construction | 4.6% | 4.7% | 5.7% |
| Manufacturing | 29.8% | 8.7% | 8.1% |
| Wholesale Trade | 4.2% | 6.0% | 5.1% |
| Retail Trade | 12.7% | 10.9% | 11.1% |
| Transportation and Warehousing | 5.7% | 4.7% | 3.8% |
| Information | 0.5% | 2.7% | 1.9% |
| Finance and Insurance | 1.6% | 6.5% | 4.5% |
| Real Estate and Rental and Leasing | 0.6% | 2.0% | 1.8% |
| Professional, Scientific, and Technical Services | 1.7% | 7.1% | 6.0% |
| Management of Companies and Enterprises | 0.8% | 1.3% | 0.9% |
| Administration & Support, Waste Management and Remediation | 4.3% | 7.8% | 6.5% |
| Educational Services | 9.3% | 9.0% | 10.7% |
| Health Care and Social Assistance | 10.7% | 11.4% | 13.2% |
| Arts, Entertainment, and Recreation | 0.7% | 1.4% | 1.2% |
| Accommodation and Food Services | 7.3% | 8.8% | 9.2% |
| Other Services (excluding Public Administration) | 2.8% | 2.7% | 2.8% |
| Total Jobs (all sectors) | 8,886 | 3,167,211 | 10,957,410 |
| <i>Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics; http://onthemap.ces.census.gov/</i> | | | |
| <i>*North American Industry Classification System (NAICS)</i> | | | |

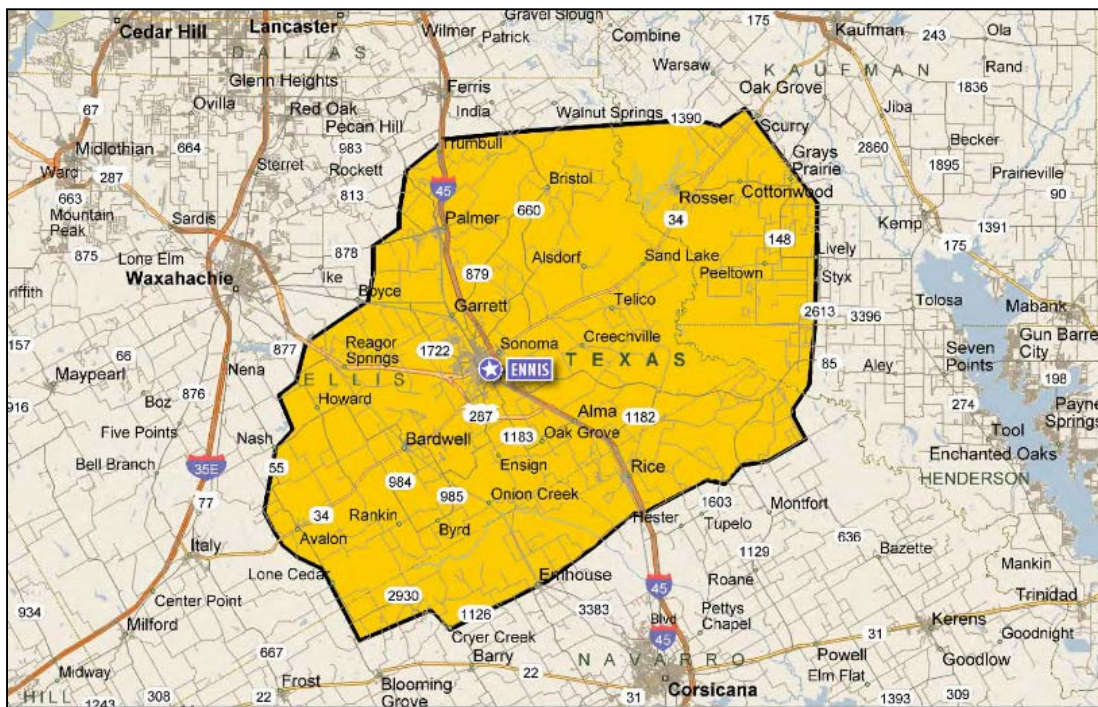
2.2 Previous Studies

Retail Market Study

In 2014, the City of Ennis commissioned the consultant Retail Coach, LLC, to conduct a retail market study. Retail Coach conducted an on-the-ground analysis of existing retail developments, used data for community and consumer analytics, and compiled a retail gap/opportunity analysis.

The results of the study identified the geographical boundary of the Ennis Retail Trade Area (RTA) and provided demographics of the population residing in the RTA (see **Figure 2.6**). The study concluded that the RTA population exceeds 40,000 people.

Figure 2.6 – Ennis Retail Trade Area



Source: The Retail Coach

The study identified three distinct retail sub-markets in Ennis (see **Figure 2.7**):

1. The Eastern/Regional market (IH45 and Ennis Avenue)
2. The Central/Downtown market (Ennis Avenue and the National Register Historic District)
3. The Western market (Ennis Avenue)

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Figure 2.7 – Retail Sub-Markets



Source: *The Retail Coach*

The Gap/Opportunity analysis revealed significant retail sales leaking from the Ennis RTA to the surrounding communities. Retail leakage is the amount of spending on goods and services that people within a specific local trade area are spending outside the same local trade area. In other words, the amount of sales tax revenue that “leaks” to other areas or jurisdictions due to a lack of available stores within the local trade area.

- Total leakage is estimated to be in excess of \$200 million dollars (annually).
- Significant leakage is occurring in:
 - Motor Vehicles (\$47 million)
 - Building Materials (\$46 million)
 - Food & Dining (\$32 million)

The Retail Market Study recommends three primary retail strategies to promote retail development.

1. *Retailer Matching*

- Identify regional and national retailers whose essential location factors match the sites identified in Ennis.
- Create a list of targeted retailers based on the matching of their site selection criteria to findings from the area market analysis, competition assessment, RTA determination, demographic and psychographic profiles, and Retail Gap/Opportunity Analysis.



2. Retail Expansion Positioning

- Reach out to targeted retailers by providing the information corporate real estate directors and site selectors need to make initial decisions about locating in Ennis.

3. Community Marketing

- Develop customized community marketing tools and site profiles to position for targeted recruitment of the retailers who are most likely to be successful in Ennis.

The implication of the Retail Market Study on the 2015 Plan Update, is that the leakage of retail sales is directly related to the Ennis population growth that has been slow during the last 15 years. In fact, the one negatively affected the other: slow population growth meant less investment in retail opportunities; and the retail sales leakage meant less tax revenue was available for quality of life investments to attract new residents and businesses.

2.3 Land Use and Development Patterns

Ennis' historic and current development patterns have largely been influenced by transportation. During the late 19th and early 20th century, the railroad played a key role in the development of Ennis as an agricultural, commercial, and later, an industrial center.

In 1872, the City of Ennis was established on land purchased by the Houston and Texas Central Railroad (H&TC) for the line's northern terminus. The namesake of the town was Cornelius Ennis, an early H&TC official. He served as Mayor of Houston (1856-1857). By 1930, Ennis was known as the place "*Where Railroads and Cotton Fields Meet*"⁴.

Historically residential development occurred tightly around Downtown in all directions. The railroad spurred industry to be associated with the north-south alignment of the rail. Over time residential development expanded to the north, whereas the south side saw more land allocated to industrial uses, so much so that Fairview, a residential area south of SH34 is at present landlocked by surrounding industrial uses.



*Freight train engine along N. Main Street in 1953.
Source: Ennis Library*

⁴Source: Ennis Website: <http://www.visitennis.org/history.htm>

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During the mid and late 20th century two major highways (IH45 and bypass US287) led to a shift in the development pattern originally established by the railroad. The growth of the trucking industry redirected the focus of industrial uses from rail to road. Today industrial uses are associated with IH45 to the north and south side of Ennis, and US287 to the west (around the Texas Motorplex) and east where it intersects with IH45. It is noticeable that the newer industrial development to the west of the city is associated more to US287 than the railroads in the vicinity.

The vacant railroad yard to the north of Downtown is telling of the decline in rail as the primary means of commercial transportation. Today it has little use and is poised to be closed, which opens up new possibilities, including residential related services like parks and trails.

Whereas the momentum of residential growth to the north of Downtown and west of the railroad has built on itself, the construction of the US287 bypass on the south side of the city has led to new possibilities for all types of uses including residential, commercial, and industrial. One of the purposes of the 2015 Plan Update is to consider the appropriate location for these uses enlightened by the visioning process facilitated for the study.

2.4 Neighborhoods

Most of the residential neighborhoods in Ennis are located north and south of the commercial development along Ennis Avenue and east and west of the railroad/Kaufman commercial/industrial corridor. Some of the newer neighborhoods are located on the northwestern part of the city along Park Street and Country Club Drive. There are limited residential neighborhoods east of IH45 due to lack of utility extensions east of the highway.

Existing neighborhoods in Ennis generally fall into three major categories, each with unique character defining elements, such as street and block structure, typical lot layout, home orientation on the lot, and the type and design of residential uses. The categories include historical traditional neighborhoods, neighborhoods built between the 1930s and 1970s, and neighborhoods built since the 1970s.

Historic Traditional Neighborhoods

Also referred to as pre-1930s traditional neighborhoods, this is the first category of neighborhoods built pre-World War II and has a significant collection of historic homes. This area includes the historic Templeton-McCanless Neighborhood located north of Downtown and the neighborhood located immediately south of Downtown to Lampasas Street. This neighborhood is characterized by a regular grid of streets (approximately 300 feet X 300 feet), alleys, and homes built between 1890 and 1920. This category also includes the historical African-American neighborhood east of Kaufman Street, north of Ennis Avenue.



Prior to the railroad, most houses were plain structures and constructed with locally available materials. The expansion of the railroad made it possible for homeowners across the nation to build and design their homes according to popular architectural styles of the period. Within these historic neighborhoods, the three most popular styles of architecture were Folk Victorian, Neoclassical, and Bungalow⁵.



*709 N. Dallas Street
(Example of Folk Victorian style
architecture)*



*307 N. Sherman Street
(Example of Neoclassical
architecture)*



*204 W. Belknap Street
(Example of bungalow
architecture)*

Source: Ennis Historical Society

Some of the neighborhood's historic fabric has been preserved, but over time has been infringed upon by tear downs and incompatible infill in the form of newer duplex, multi-family, and ranch homes.

Neighborhoods built between 1930 and the 1970s

Several neighborhoods were built post World War II that date back to the 1940s through 1970s. Some were located closer to industrial areas and contained smaller cottages generally built for workers employed in the railroad and now occupied by blue-collar factory employees. The location of such neighborhoods in close vicinity to incompatible uses like heavy industrial should be evaluated in the long term.

Several of the homes in these neighborhoods are in disrepair and in need of significant maintenance. From a city-wide perspective, some of these neighborhoods are in need of the most intervention with respect to code-enforcement and incentives for property maintenance, and removal of outdoor storage, high grass and weeds, and trash.



*Example of a home in a neighborhood built
between the 1930s and 1970s.*

⁵ Source: Ennis Historical Society

2015 Comprehensive Plan Update

Neighborhoods built since the 1970s

Identified as newer suburban neighborhoods, they were typically developed post 1970 and are located to the north of Ennis Road and west of the railroad and associated with Park Street and Country Club Road. These neighborhoods generally do not follow a grid pattern, rather they are characterized by curvilinear streets, cul-de-sacs, and typically larger ranch style homes on larger lots.



Examples of homes in neighborhoods built since the 1970s.

Housing Types

Single-family homes characterize most of the existing residential neighborhoods in Ennis. The city lacks adequate multi-family rental housing options, which has led to some of the older neighborhoods to increasingly becoming more attractive as rental properties. Code enforcement issues with respect to off-street parking and general property maintenance could emerge due to this trend.

Older multi-family residential developments are found at the northern end of the Kaufman Corridor, some of which are affordable apartments. Apartments built in the 1980s are located along SH34. A limited number of multi-family units were constructed in the last 10 years (24 units from 2005 to 2015). There is a definite need for more urban type residential options (townhomes, loft apartments, live-work units), especially market-rate apartments in and close to Downtown to provide for a more diverse work force.



Existing apartment buildings in Ennis



Multi-family housing within Downtown Ennis



2.5 Connectivity

The 2015 Comprehensive Plan Update does not include a complete update of the City's Thoroughfare Plan. However, as part of the analysis of existing conditions in Ennis, it is prudent that overall connectivity be reviewed and if deemed appropriate, improvements be recommended as part of this 2015 Plan Update.

Based on the city's 2000 Comprehensive Plan (including the 2000 Thoroughfare Plan) and the planning team's reconnaissance visit of the city, this section reviews the existing connectivity for vehicles, rail/transit, cyclists, and pedestrian throughout the city. Vehicular connectivity is limited to thoroughfares, while cycling and pedestrian connectivity considers both on- and off-street connections.

Vehicular Connectivity

Ennis is served by three major highways (see **Exhibit 2.1**):

1. *IH45*

Ennis is directly connected to the cities of Dallas (35 miles to the north), Corsicana (22 miles to the south) and eventually Houston (about 200 miles) along IH45 that runs north-south along the eastern side of the city, while Business 45 (Kaufman Street) connects with the interior of Ennis, east of the railroad.

2. *US287*

The City of Waxahachie is located 15 miles to the west along US287, with the City of Fort Worth 57 miles away on the same road. Business 287 (Ennis Avenue) connects with IH45 from where it becomes US34. US287 serves as a southwestern bypass and diverts traffic away from Downtown to merge with IH45 at the south end of the city.

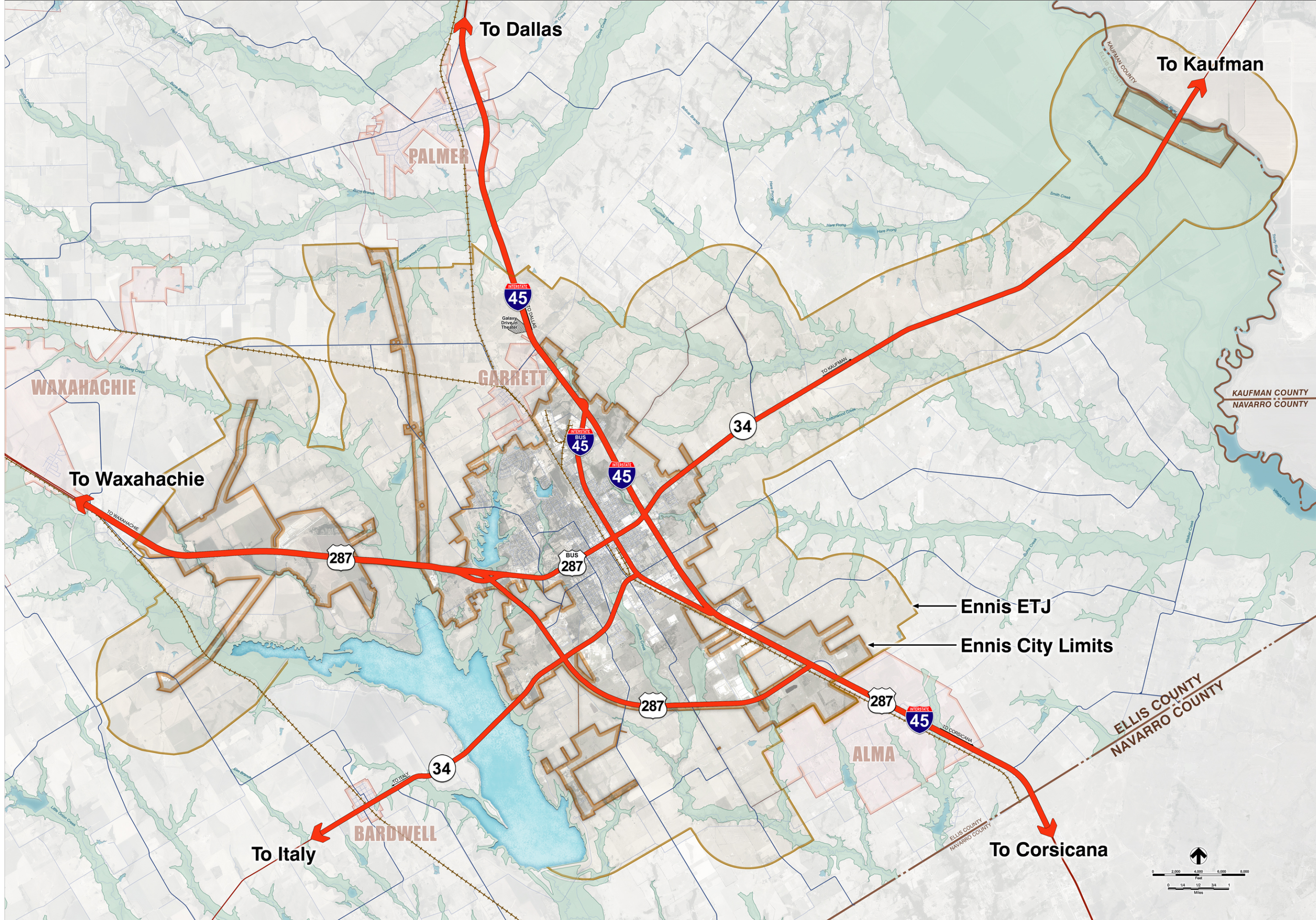
3. *SH34*

The City of Kaufman is located 27 miles away in a northeast direction along SH34; the City of Italy is located 20 miles from Ennis in a southwest direction along SH34 where it connects with IH35E. SH34 is also referred to as Lake Bardwell Drive between US287 and the City of Bardwell

Review of the 2000 Thoroughfare Plan

- The city's current Thoroughfare Plan dates back to 2000 when the previous Comprehensive Plan was completed. The plan proposed an interior thoroughfare system aimed to provide access throughout residential land use areas as identified in the 2000 Future Land Use Plan.

2015 Plan Update response: Vehicular connectivity appears to be adequate with a few exceptions described below. In addition, certain refinements of specific Thoroughfare sections are proposed in **Section 5.5: Vehicular Connectivity** of this Plan Update report.



REGIONAL HIGHWAYS

2015 ENNIS COMPREHENSIVE PLAN UPDATE

Ennis ETJ

Ennis City Limits



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- The 2000 Thoroughfare Plan calls for a northwest bypass that links IH45 (north) with US287 (west) without discussing the merits or reviewing any options, and fails to show it on the plan.

2015 Plan Update response: Although it has the potential to remove truck traffic from Ennis Avenue (through Downtown), its alignment and need should be carefully evaluated since it may also have the potential to remove desirable vehicular traffic through Downtown.

- In order to facilitate improved vehicular connectivity between Downtown and the adjoining neighborhoods to the east due to the rail corridor, the 2000 Plan recommended grade-separated crossings associated with the railroad to include an underpass at Baylor or Belknap Streets, and an overpass at Creechville Road (SH34).

2015 Plan Update response: The railroad underpasses at Baylor and Belknap are already in place. However being of limited capacity, additional detailed study about the feasibility of widening the openings and possibly lowering the road surface should be undertaken. Done correctly and with an aesthetic design intent, a SH34 bridge overpass over the rail line at Creechville Road combined with a pedestrian trail and cycling route, will afford a great experience with stunning views towards Downtown, while affording more prominence to SH34 as a connection to Lake Bardwell and as a major thoroughfare.

2015 Plan Update general comments: The thoroughfare road network of the 2000 Plan does not emphasize Lake Bardwell as a significant destination and asset for the community. Other than US287 that runs along the north and northeast side of the lake, and Lake Bardwell Road (SH34) that crosses the lake midpoint, only one thoroughfare road provides additional lake access where it touches the north shore.

The thoroughfare plan lacks some detail when it comes to practical crossings or over/underpasses at highways and railroads (specifically where a proposed major arterial crosses the rail and IH45 north of City of Garrett). It also did not consider environmental and economic impacts of roads that intersect creeks at a diagonal, rather than perpendicularly and multiple road crossings over the same creek, where a slight revision of the plan can address this.

The 2015 Plan Update report (see **Section 5.5: Vehicular Connectivity**) describes the refinement of a limited number of road alignments to improve vehicular connectivity and to address obvious issues of the 2000 Thoroughfare Plan.

Cycling and Pedestrian Trail/Route Connections

Trails and Routes

In most communities in the United States, hike and bike trails are typically the most requested by citizens when it comes to recreation and quality of life amenities. That is also



true in Ennis, where the citizen survey indicated walking and biking trails as one of the most important initiatives that the city should undertake. During the various focus group and public meetings, trails were consistently mentioned as a valuable amenity.



The community's dire need for trails is exemplified by a jogger that has to run on the road pavement of Country Club Road where no continuous and safe sidewalk, trail or creek crossing is available.

From a larger regional perspective, there are current plans for Ennis to be connected by trails with the DFW Metroplex through the Regional Veloweb. The Veloweb is a regional plan for approximately a 1,800 mile network of existing and planned off-street, shared-use paths (trails) designed for use by bicyclists, pedestrians, and other non-motorized forms of active transportation.

According to North Central Texas Council of Governments (NCTCOG):

“The network of shared-use paths serves as a system of off-road transportation facilities for bicyclists and other users that extends and completes the region’s roadway and passenger rail transit network. The Regional Veloweb has planned connections in 10 counties and 117 cities in North Texas. It is the ‘interstate’ for bicyclists and pedestrians.

The Regional Veloweb is adopted by the Regional Transportation Council, the transportation policy body of the Metropolitan Planning Organization, as part of the long-term metropolitan transportation plan for the Dallas-Fort Worth Metroplex. Corridors identified on the Veloweb as ‘planned’ may be prioritized for future funding. Cities and counties within the region are responsible for the planning and implementation of bicycle and pedestrian infrastructure and amenities. The NCTCOG takes those plans and promotes connections throughout the region, with a focus on alternative commute routes.⁶”

⁶ <http://www.nctcog.org/trans/sustdev/bikeped/veloweb.asp>

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From an implementation point of view, it is not only important to have a long-range vision for bicycle and trail routes, but also implementing land development regulations to require dedications of rights-of-way or easements at the time of platting. The city will have to evaluate its current subdivision ordinance to ensure that the tools to implement both the city's Thoroughfare Plan and Trails Plan are in place.

Sidewalks

Although not the same as trails, sidewalks are very important when it comes to quality of life options. The value of sidewalks is in its use for leisure, to connect by foot to schools, shops, places of worship, and the work place. Sidewalks are also important in providing access to "trail connectivity." Obesity is a significant problem in our society and sidewalks are important means of getting people to live healthier with an ease of use by all age groups.

In Ennis, pedestrian connections are provided with sidewalks along many neighborhood streets. However, most of the older neighborhoods (other than perhaps in and around the Downtown area) lack sidewalk connectivity while the majority of neighborhoods of the 90s and beyond, do have sidewalks. In various areas, sidewalks occur in a piecemeal fashion where a sidewalk suddenly ends for no apparent reason.

Sidewalks, where provided, are generally narrow at 4-feet wide, whereas 6-feet is the ideal width as it allows two people to walk side by side. In many places sidewalks are without parkways or buffers between road and sidewalk. While that may work in a highly urbanized area like Downtown where sidewalks are typically wider (over 10 feet in width), it becomes a safety hazard where motorists drive faster than 20 miles per hour adjacent to an unprotected and narrow sidewalk.

Review of the 2000 Comprehensive Plan

- The 2000 Comprehensive Plan was prepared at a time when alternative transportation was still not part of the conversation of most comprehensive plans. Although the 2000 Thoroughfare Plan mentions a "network for non-automotive (multi-modal) transportation," it only suggests "a low-cost system of trails and paths that encourage residents to travel by foot, bike, or even horseback through the community."

2015 Plan Update response: The 2000 Plan contrasts with today's approach where pedestrian and bicycle connections (including on-street routes and off-street trails) are considered as an integral part of a city's Thoroughfare/ Transportation Plan.

- The Ennis 2000 Trail System is only depicted in the Parks Recreation and Open Space Plan of the 2000 Plan and omitted in both the Thoroughfare and Future Land Use Plans of 2000.

2015 Plan Update response: The 2000 Plan is indicative of trails considered only from a recreation point of view, rather than a true alternative mode of travel



integrated with daily travel to schools, the workplace, shopping, and places of worship.

2015 Plan Update general comments

The 2000 Trails Plan supports trails associated with Lake Bardwell along the lake's eastern and northern shores. However, the plan makes very little attempt to connect existing and/or proposed future parks. It does however recommend trails within three creek corridors, which are typically regarded as ideal for off-street trail connections. In addition, the 2000 Trails Plan does not seem to consider or recommend creek associated road underpasses in order to provide adequate clearance for pedestrians and cyclists. For the most part, the trail segments recommended as part of the 2000 Trails Plan have not been implemented.

Rail/Transit

Ennis is well connected with a freight rail system. However, the City was founded along the railroad that included passenger travel. Today, a major Union Pacific Railroad freight line runs through the center of Ennis and splits at the City of Garrett to connect with Dallas to the north and Waxahachie to the west; to the south it first connects with College Station and Austin before it reaches Houston and San Antonio respectively. The Burlington Northern Santa Fe Railroad bypasses Ennis to the southwest of Lake Bardwell; from the City of Bardwell it connects with Fort Worth to the northwest and with Houston to the south.

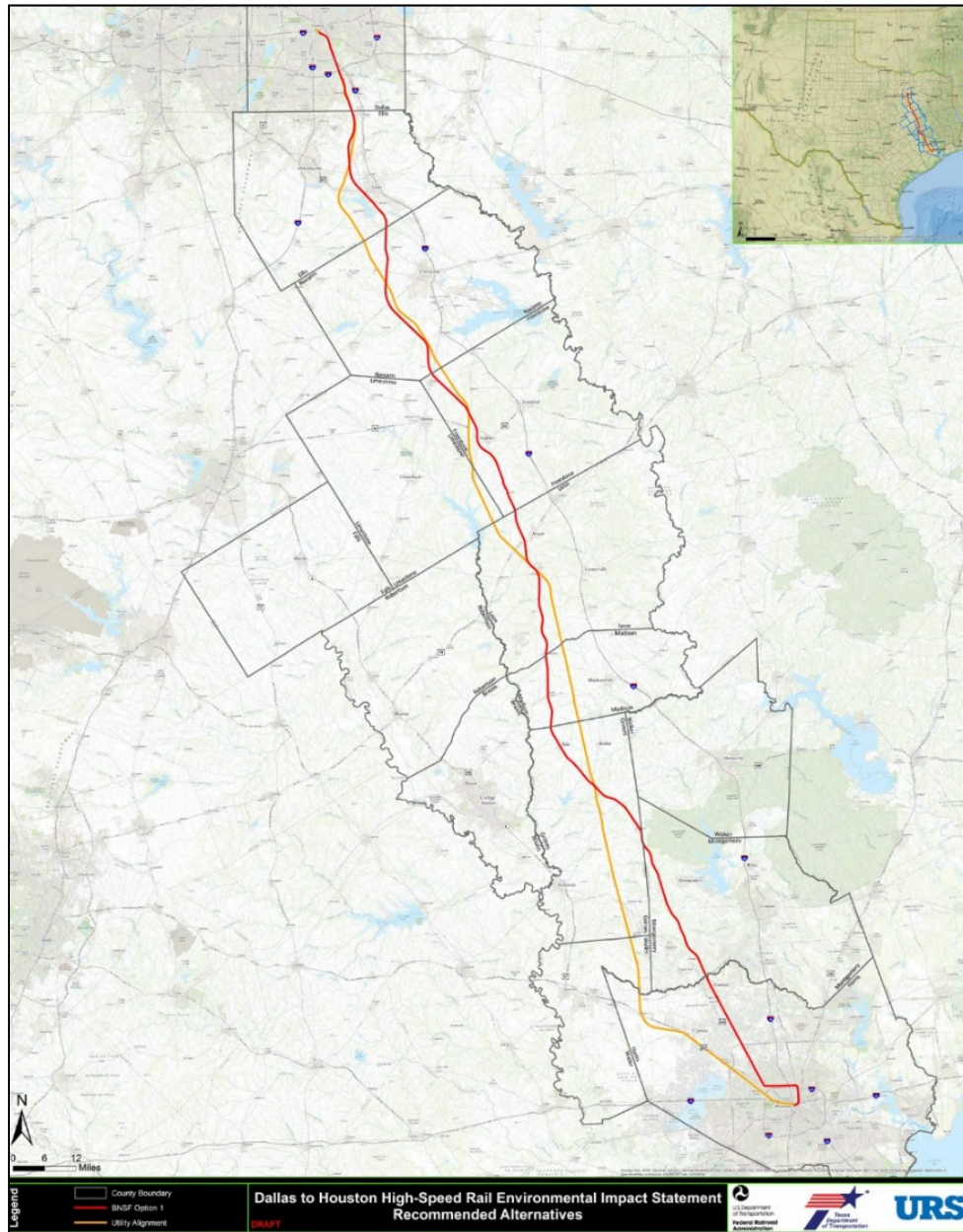
The regional rail system that would be appropriate for Ennis is the Dallas Area Rapid Transit (DART). However, at this time, DART does not have any plans to connect Ennis with the DFW Metroplex in the near future. The only mention made by the 2000 Comprehensive Plan, is that the railroad could provide an opportunity for future rail transit connections to the DFW Metroplex and neighboring cities.

With the discussion of rail, it is necessary to mention the high-speed rail service between Dallas and Houston proposed for the future. It comprises two proposed alignments, both of which run through Ennis on the west side of the city. With no station considered near or within Ennis, this proposed future project holds little benefit for Ennis. Impacts of the two alignments will be very different. Both approach the city from the north and split in the area of FM879 at about five miles west of IH45. From this point onwards, the west alignment runs around the west side of Lake Bardwell; the east alignment runs along the east of the motor speedway, between US287 and Lake Bardwell, and then due south where it reaches Ensign Road. Minimal impact on Ennis may be expected from the former; impact from the latter alignment however is expected to be severe where it will separate Lake Bardwell from Ennis completely, and infringe on both existing and future development on the west side of Ennis.

Figures 2.8 and 2.9 respectively depict the overall map and the two alternative high-speed rail alignments selected for detailed evaluation.

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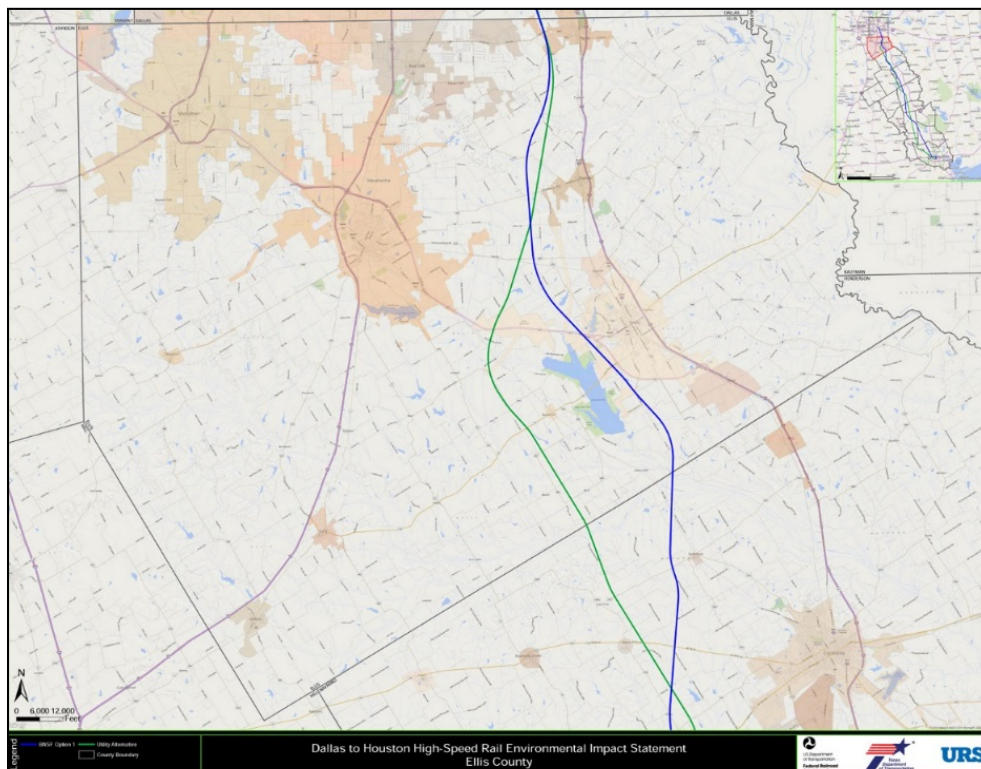
Figure 2.8 – Dallas to Houston High-Speed Rail Map – Overall Map



Source: <https://www.fra.dot.gov/eLib/Details/L16213>



Figure 2.9 – Dallas to Houston High-Speed Rail Map – Ellis County



Source: <https://www.fra.dot.gov/eLib/Details/L16213>

Connectivity by Air

At present, the Ennis community has ongoing discussions whether the Ennis Municipal Airport is still viable, and if so, whether it should be relocated or stay where it is. Either decision will have an impact on the future land use for not just the airport itself, but also the area surrounding the airport.



Ennis Municipal Airport

2015 Comprehensive Plan Update

Ennis Municipal Airport, which is located two miles west of Downtown, on the shores of Lake Clark, is classified as a general aviation airport. A more detailed demand and feasibility analysis of the future viability of the airport, whether it stays at the current location or moves to another location, needs to be undertaken before any major decisions can be made about the current airport. If the airport stays at its current location, any future expansions and improvements will have to be evaluated based on the adjacent residential context of the airport.

If the airport is recommended to be relocated, then the best use and disposition strategy for the current airport site will need to be studied, in addition to a new location. Being located along Lake Clark, opposite an existing residential neighborhood, the current airport site could be redeveloped into an attractive residential development with a focus on water front amenities. However, any such decision will need a comprehensive assessment of the current airport and future needs of a general aviation facility in Ennis.

2.6 Parks and Open Space

Condition of City Parks

A wind-shield survey of parks in Ennis reveals that the condition of its City parks vary widely. Some of the newer parks have state-of-the-art amenities; while others contain amenities that are not only old, but also non-compliant to today's safety standards. In general, parks are well maintained and it appears that the city takes pride in its parks.



Park Categories and Acreage

City parks are typically categorized as “close-to-home” parks and “special purpose” parks. Neighborhood and community parks are regarded as “close-to-home” parks. Special purpose parks are established with a specific purpose in mind. Such parks may include nature areas, linear parks, pocket parks, skate parks, dog parks, and water spray parks.



When such parks are contained within “close-to-home parks,” they are not defined as a special purpose park, but rather recorded as an amenity within the particular neighborhood or community park.

During the 2015 Plan Update, all parks were recorded using digital mapping, which allowed for a more accurate calculation of park acreage. Park categories are also redefined, whereby parks that provide at least playgrounds and/or pavilions may be considered as neighborhood parks.

The revised acreage calculated for each park as well as the re-categorization of the various parks is provided in **Table 2.5**.

Table 2.5 – Parks Categories and Acreage

| NEIGHBORHOOD PARKS | ACREAGE |
|--|----------------|
| Community Center Park | 1.6 |
| Fairview Park | 5.3 |
| Kiwanis Park | 2.9 |
| Lion's Park | 18.5 |
| Roger Maise Park | 2.9 |
| Storey Park | 6.0 |
| Neighborhood Parks Sub Total | 37.20 |
| COMMUNITY PARKS | |
| Bluebonnet Park | 48.5 |
| Jacee Park | 25.5 |
| Veterans Memorial Park | 19.1 |
| Community Parks Sub Total | 93.10 |
| SPECIAL PURPOSE PARKS | |
| Pocket Parks | |
| Cerf Park | 0.50 |
| Faulkner Park | 1.25 |
| Garret Park | 0.80 |
| Minnie McDowell Park | 0.10 |
| Triangle Park | 0.25 |
| Willy Love Park | 0.25 |
| Sub Total | 3.15 |
| Lake Associated Parks | |
| Lake Clark Park | 30.0 |
| Sub Total | 30.00 |
| Linear Parks / Greenbelts | |
| Pierce Park | 1.3 |
| Sub Total | 1.30 |
| Special Purpose Parks Sub Total | 34.45 |
| OPEN SPACE PRESERVES / NATURE AREAS | |
| Kachina Prairie Park | 30.0 |
| Open Space Preserves / Nature Areas Sub Total | 30.00 |
| CITY PROPERTY/MAINTAINED GRAND TOTAL | 194.75 |

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From this table the acreage for the various park categories are calculated as follows:

| | |
|----------------------------|---------------------|
| Neighborhood parks..... | 37.20 acres |
| Community parks | 93.10 acres |
| Special Purpose parks..... | 34.45 acres |
| Nature preserve..... | 30.00 acres |
| TOTAL..... | 194.75 acres |

Note: The Master Naturalist and the Texas Land Conservancy webpages, reference Kachina Prairie Park as 30 acres in size.⁷

Need For Parks

The need for park acreage is typically defined as follows:

- Demand based needs
- Resource based needs
- Standard based needs

The overall need for parks and open space in a city is based on a combination of these three categories of need. The following is a general description of the need for parks in Ennis.

Demand Based Needs

This category of needs is typically determined by the needs and desires expressed by the community. During public engagement for the 2015 Comprehensive Plan Update, the public expressed significant support for parks, including the protection of natural open space. The City should continue this level of public engagement when it undertakes the preparation of a Parks Master Plan update for Ennis in the future.

Standard Based Needs

With this method, the park acreage is determined as a ratio of the city population AND its spatial distribution throughout the city.

1. Park Acreage as a Ratio of Population

In 2000 when a Parks, Recreation and Open Space Plan was prepared as part of the 2000 Comprehensive Plan, the total park acreage in the City of Ennis was calculated at 203 acres. With the 2000 population at 16,825 persons, the level of service for parks came to 12 acres per 1,000 people.

According to the new data, the total park acreage comes to 195 acres. With the 2015 population of Ennis at 18,500 persons, the level of service for parks comes to 10.5 acres/1,000 people. The 2000 Plan set the standard level of service at 15 acres per 1,000 people, which means that the city currently has a deficit of 83 acres.

⁷ Source: <http://txmn.org/indiantrail/files/2010/10/Kachina-Prairie.pdf>
<http://www.texaslandconservancy.org/lands/properties-list/central-north-texas/139-kachina-prairie-ellis-county-open-to-the-public>



A number of public parks are on USACE controlled land associated with Lake Bardwell. At over 1,000 acres, it is a huge asset for the community in Ennis. Additional land controlled by the USACE is almost 3,000 acres, some of which are accessible for hunting and horse riding.

2. Distribution of Parks

The goal is to have “close-to-home” parks evenly distributed throughout the city, and such that they are easily accessible. Neighborhood parks are typically located within walking distance (quarter to half mile) of all homes, while community parks are typically spaced two miles apart. Consequently, a service radius of a half-mile is typically applied to neighborhood parks and a one-mile radius is applied to community parks. Community parks generally contain the same and more amenities than what is typically provided in a neighborhood park. Thus regarded as de-facto neighborhood parks, the half-mile radius is also applied to community parks when considering the distribution of neighborhood park services. Service radii do not apply to special purpose parks nor do they need to be spaced evenly the city. See **Exhibit 2.2** for parks and their service radii.

Since 2000, Lions Park (considered a neighborhood park) was constructed in 2005. In 2010, about 19 acres of land was deeded for the construction of Veterans Memorial Park (a community park) which was completed in 2011.



Park pavilion on the shores of Old City Lake

Resource Based Needs

This category of need reflects the potential for parks and recreation, based on the specific resources found in and around the city. It often involves the protection of natural and cultural features. In Ennis, the relevant resources worthy of protection as well as people’s enjoyment include the grassland prairie of the region, creeks, lakes, and the rural landscape (the latter being a land use category of its own).

Grassland Prairie – Kachina Prairie Park is an Ennis treasure. Thirty acres in size, it is defined as a remnant native prairie that has never been plowed. It is actively conserved by

2015 Comprehensive Plan Update

a coalition of the Ennis Garden Club, Indian Trail Master Naturalists, City of Ennis, and the Texas Land Conservancy.

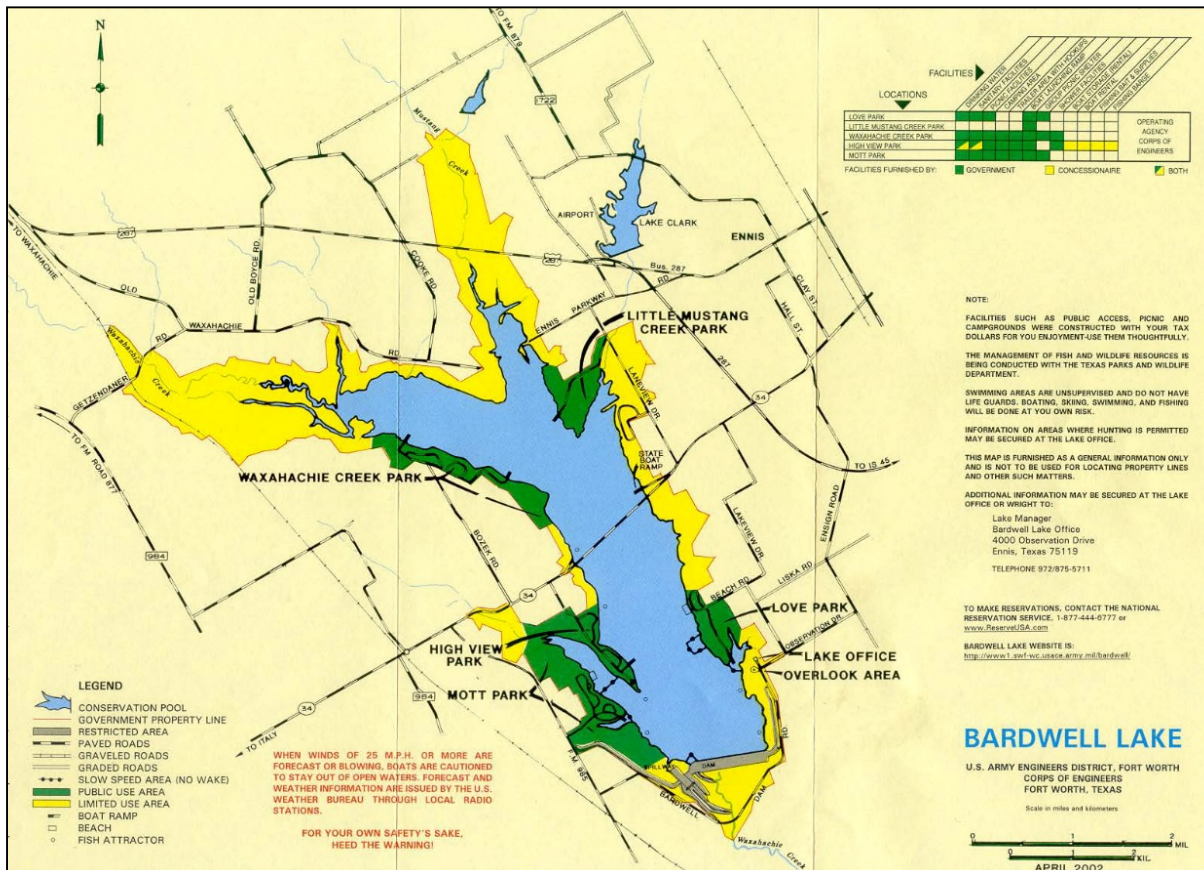
Creeks – The value of creeks lies in their main function to convey stormwater, while providing habitat for wildlife, recreation opportunities for people, and linear connections for trails.

Lakes – Ennis contains two small lakes namely Old City Lake and Lake Clark. Both are used extensively for recreation including fishing. Lake Bardwell is a much larger lake located on the outskirts of the city to the southwest.

Lake Bardwell

Located on Waxahachie Creek, Lake Bardwell provides essential habitat for fish and wildlife. For the region at large and Ennis specifically, it is a key resource for recreation. The following is a description of Lake Bardwell as a major resource for recreation (see **Figure 2.10**).⁸

Figure 2.10 – Lake Bardwell



⁸ Source of information including maps: <http://www.swf-wc.usace.army.mil/bardwell/index.asp>



City of Ennis

Built for flood control and water conservation purposes in the 1960s, Lake Bardwell is considered a flood risk management lake. During the summer of 2015, the watershed of Lake Bardwell received a year's worth of rain in one month, causing the lake to reach a water level that is the highest since impoundment began in 1965 and the first time in history that water has crested the lake's uncontrolled emergency spillway. Of the water conservation component of the lake, 60 percent of water is allocated to the City of Ennis, and 40 percent to the City of Waxahachie.

At conservation level, the lake is 5.4 miles long, 1.2 miles at its widest point, and has a shoreline of 25 miles. Surrounding the lake, the USACE controls 3,918 acres of land area above the conservation pool elevation. More than 1,000 acres of this land are managed as public parks, while USACE allows limited public use including hunting and horse riding on the rest of the land under their control. Additionally, 675 acres of private property are dedicated as flowage easement lands where the U.S. Government has an agreement with the landowners to make provision for the land to flood when flood conditions occur, and where no habitable structures are allowed.

Even so, recreation is a major part of the lake, which makes it an important asset for the Ennis community. Within the USACE controlled public land, five parks are located on the shores of Lake Bardwell. Two of these parks, Love Park and Little Mustang Park are located on the eastern shore closest to Ennis with a public boat ramp that provides access to the water close to SH34. While restrooms, courtesy docks and picnic facilities are available at all the parks, overnight camping is limited to the three parks located on the western shore of the lake.

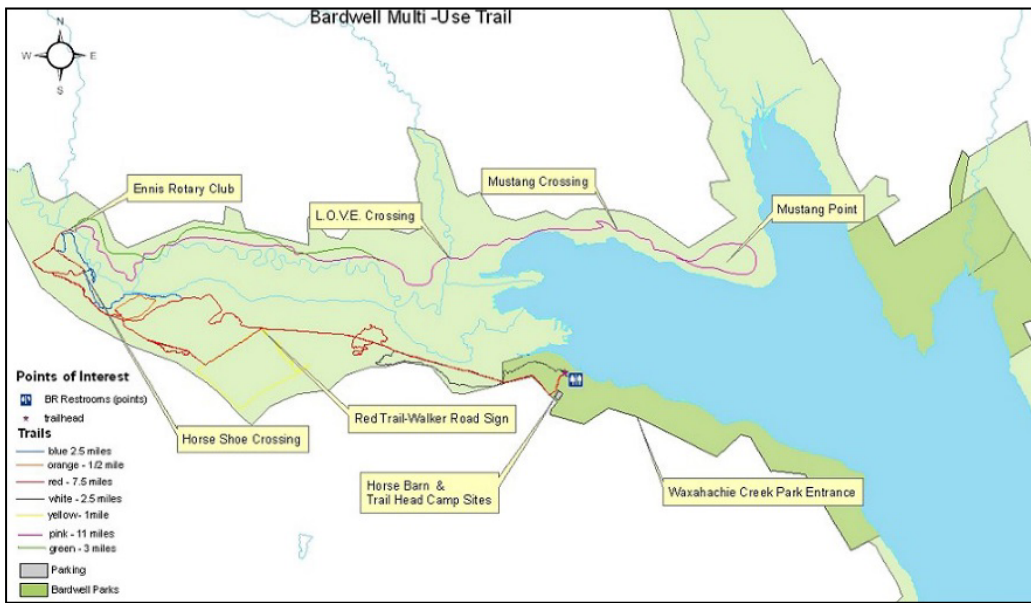


USACE controlled land along Lake Bardwell

Multi-use trails in the USACE controlled land allow for hiking, equestrian, and mountain bike use (see **Figure 2.11**). These trails are maintained by the Texas Equestrian Trail Riders Association (TETRA).

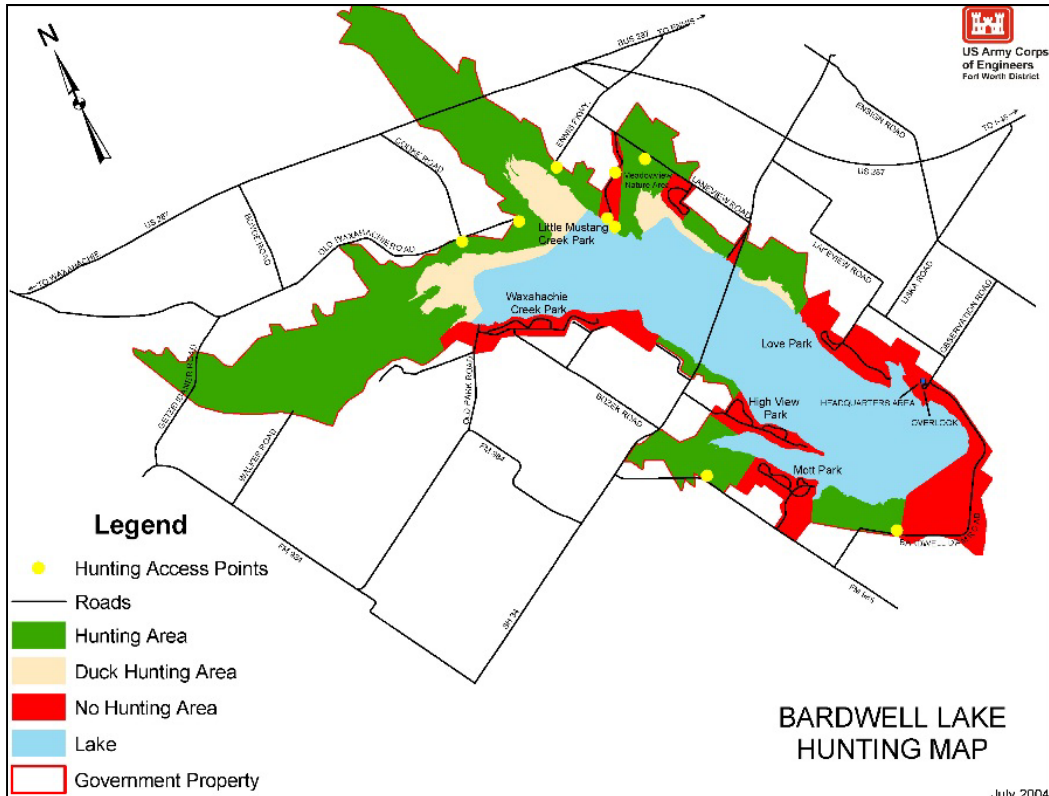
2015 Comprehensive Plan Update

Figure 2.11 - Lake Bardwell Multi-Use Trail Map



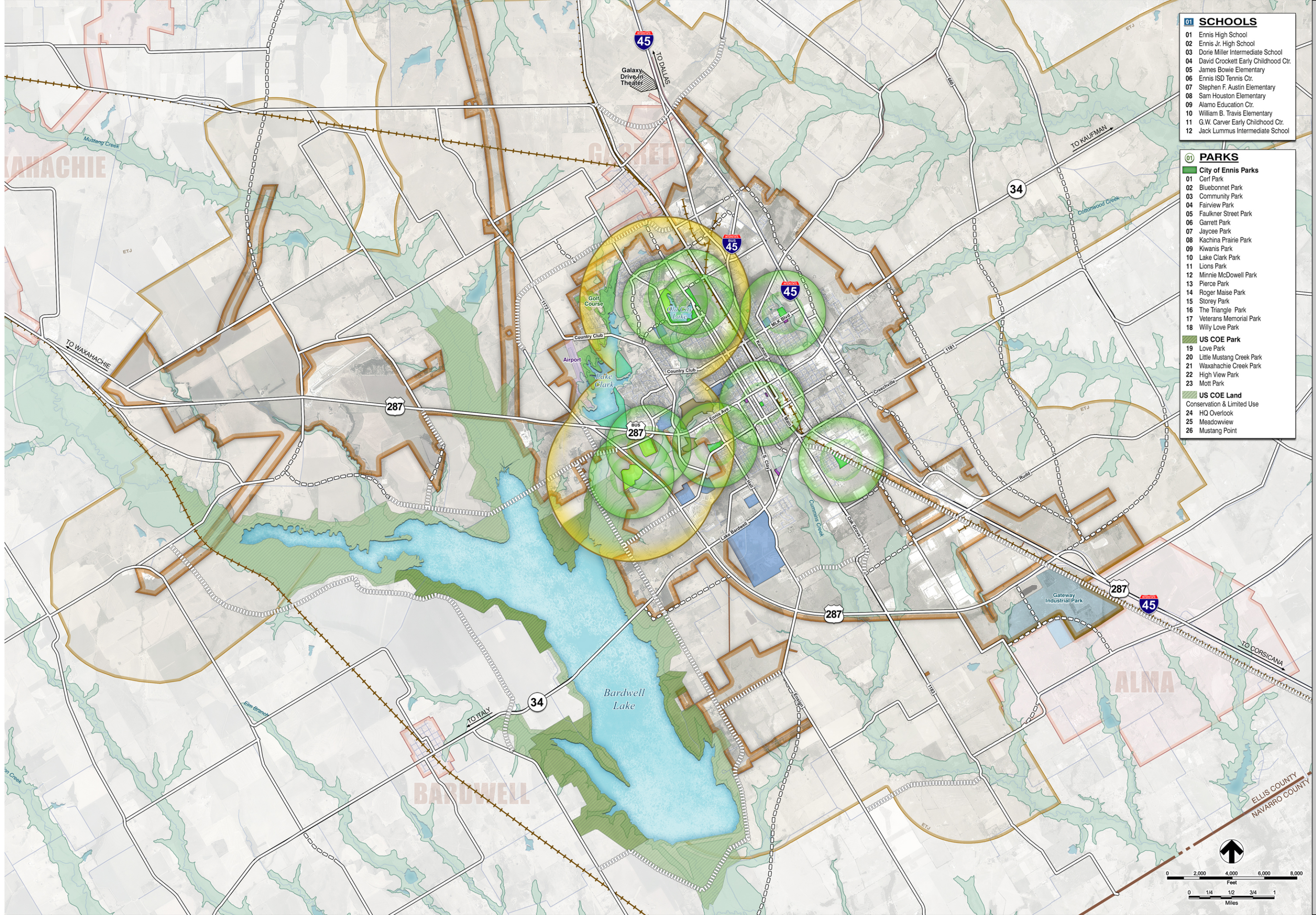
Hunting on USACE land is allowed from September 1 to March 31. The areas where hunting is allowed is shown in **Figure 2.12**.

Figure 2.12 - Lake Bardwell Hunting Map





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- 01 SCHOOLS**
- 01 Ennis High School
 - 02 Ennis Jr. High School
 - 03 Dorie Miller Intermediate School
 - 04 David Crockett Early Childhood Ctr.
 - 05 James Bowie Elementary
 - 06 Ennis ISD Tennis Ctr.
 - 07 Stephen F. Austin Elementary
 - 08 Sam Houston Elementary
 - 09 Alamo Education Ctr.
 - 10 William B. Travis Elementary
 - 11 G.W. Carver Early Childhood Ctr.
 - 12 Jack Lummus Intermediate School

- 01 PARKS**
- City of Ennis Parks**
 - 01 Cerf Park
 - 02 Bluebonnet Park
 - 03 Community Park
 - 04 Fairview Park
 - 05 Faulkner Street Park
 - 06 Garrett Park
 - 07 Jaycee Park
 - 08 Kachina Prairie Park
 - 09 Kiwanis Park
 - 10 Lake Clark Park
 - 11 Lions Park
 - 12 Minnie McDowell Park
 - 13 Pierce Park
 - 14 Roger Maise Park
 - 15 Storey Park
 - 16 The Triangle Park
 - 17 Veterans Memorial Park
 - 18 Willy Love Park
 - US COE Park**
 - 19 Love Park
 - 20 Little Mustang Creek Park
 - 21 Waxahachie Creek Park
 - 22 High View Park
 - 23 Mott Park
 - US COE Land**
 - Conservation & Limited Use
 - 24 HQ Overlook
 - 25 Meadowview
 - 26 Mustang Point

EXHIBIT 2.2

EXISTING PARKS SERVICE AREA

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As mentioned, Lake Bardwell has tremendous potential as a major destination for recreation, both locally and regionally. In fact, unlike many other lakes in the DFW Metroplex, Lake Bardwell is relatively quiet and has no noise from vehicles and planes, and is a place where one can hear the sounds of nature. USACE's goals with the government-controlled land surrounding the lake are to reestablish grassland prairies, protect the riparian hardwoods, and to create habitat for wildlife. Already rich in bird life, approximately 200 bird species have been sighted in the area.

Rural Land

The land that surrounds Ennis within the ETJ and beyond is mostly used for agricultural and ranching purposes. Much of this land is covered with blooming wildflowers during different seasons, which is particularly extensive during spring. This has led to a booming tourist event called the Bluebonnet Trails Festival sponsored by the Ennis Garden Club. In 2015, Ennis celebrated the 64th year of this festival, which attracts thousands of people from across the nation every year. Ennis was designated by the 1997 State Legislature as the home of the "Official Texas Bluebonnet Trail" and was designated the "Official Bluebonnet City of Texas." Ennis is often referred to as "Bluebonnet City."



View of some of the bluebonnet areas attracting visitors



Golf Course

The 18-hole Ennis Golf Course at the Ennis Country Club opened in 1998. However, privately owned and managed, it has since become defunct with the future use of the land in question. A feasibility study is necessary to determine what may be the best use for the property. From a recreational point of view, and being associated with creeks and City Lake, it has the potential to become a special purpose park with trails, pavilions and the establishment of native plants.

2.7 Regulatory Process

Introduction

This section provides a summary of the current zoning regulations and process for development review in the City of Ennis. Such an assessment then provides the basis for modification recommendations to enable the implementation of some of the key ideas in this 2015 Plan Update.

The basis for zoning in Ennis, much like the rest of the U.S, is a result of health, welfare, and safety concerns of cities during the early 1900s. Industrial uses and tenement housing during this time were major concerns for cities and zoning was seen as a way to address the ills of urbanization. Zoning first started as a way to separate industrial uses from other uses within the city. In its current form, zoning is first and foremost based on separating and regulating uses. The second critical aspect of current zoning is development standards related to the automobile – parking, driveways, setbacks, etc. The last element is the standards for separating uses through the use of buffers and fences. Design, if addressed, is usually an afterthought and limited to major aesthetic elements such as building materials, façade articulation, landscaping, etc. Consequently, the resulting built environment is auto-oriented, low density, and the segregation of land uses lacking in any cohesiveness.

Zoning Ordinance

Ennis' current zoning ordinance was adopted in 1985 and has been amended a few times since. Ennis has 29 different zoning district classifications. Eight of these are special purpose districts, 11 are residential, six are commercial, and four are industrial. The following sections summarize the zoning standards for the different zoning districts in Ennis.

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Special Purpose Districts – Table 2.6 provides a summary of the eight special purpose districts.

Table 2.6 – Special Purpose Districts Summary

| Element → District | Purpose/Intent | Uses Permitted | Standards (selected) |
|-------------------------------|--|---|---|
| Transition | Mainly for property newly annexed into the city | None | Temporary zoning category until the appropriate zoning is placed on the property |
| Agricultural | Applies to certain “fringe” areas to continue with agricultural uses | Farming, ranching, and related uses, and single-family residential | 10 acre minimum lot size for single-family residential; allows accessory buildings and uses |
| Planned Development | Intended for flexibility and creativity in design and placement of buildings and sites | Combination of uses under a uniform plan that protects contiguous land. Uses approved as part of rezoning ordinance | <ul style="list-style-type: none"> • Flexible with respect to setbacks, height, site layout, building design, etc. • Process requires site analysis, concept plan or development plan • Requires P&Z and City Commission approval |
| Mobile Home | Intended for mobile homes or trailer homes in appropriate locations in the city | Mobile Homes | Mobile homes permitted only as part of an existing mobile home park, part of a newly approved Mobile home subdivision or if it has a valid Specific Use Permit (SUP) approved prior to 1985 |
| Local Lakeside Retail | Intended for property adjacent to Lake Bardwell. | Mix of retail and office uses and also permits water-oriented uses such as fishing, boating, beach activity, etc. | 40’ height limit; standard setback requirements, setback from residential uses is 15’. |
| Business Park Overlay | Applicable to properties adjacent to major freeways, principal arterials, and major entry corridors into the city. Intended for the development of high-quality mixed use development of a business park nature. | Range of retail, office, light industrial, and manufacturing uses permitted Residential uses and some auto-related uses prohibited | <ul style="list-style-type: none"> • Is an overlay district where standards in the overlay apply over or supersede those in the underlying base zoning – primarily Commercial and Industrial. • Additional standards regulating location of parking, loading/unloading, outdoor storage, utility placement, and service areas |
| Institutional | Intended to accommodate a mix of cultural, educational, medical, and other institutional uses. | Religious uses, schools, universities, museums, hospitals and medical uses (no government uses permitted) | No height limitations; no outdoor storage; standard setback requirements |
| Private Club | Intended to allow for private clubs as a special use | Private clubs for the sale of alcoholic beverages | Requires a specific use permit approved by City Commission |



Of the Special Purpose Districts, the Planned Development District has been amended twice since the adoption of the original zoning ordinance. The first amendment was made in 2002 after the adoption of the 2000 Comprehensive Plan. It included:

- Landscaping for non-residential developments:
 - Applied to all developments that included alterations of 30 percent or more of floor area.
 - Required a minimum of 15 percent of the front yard for most commercial and multi-family developments. For gas stations, this 15 percent requirement applied to the either site.
- Required a 10-foot buffer next to the right-of-way
- Required parking lot landscaping to be a minimum of 50 square feet in area
- Required minimum planting of canopy trees, shrubs, and other vegetative materials
- Screening of dumpsters and utility equipment
- Building articulation and offset standards for facades
- Building material standards for non-residential buildings
 - Specified masonry standards for building facades (minimum 75 percent masonry for all exterior walls) (masonry includes natural stone, brick, synthetic stone, concrete masonry units, etc.)
 - Alternative materials may be approved with Planning & Zoning Commission (P&Z) and City Commission approval
- Screening and buffering of non-residential and multi-family uses
 - Six-foot minimum masonry or wood fence when next to single-family residential
 - No open storage next to single-family residential uses
- Screening of utility equipment
- Signage standards
- Turn of the century lighting required at a rate of one per 15 parking spaces

These standards were further amended in 2014 to eliminate the requirement for turn of the century lighting for Light Industrial, Industrial, M-1 Manufacturing, and M-2 Manufacturing districts.

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Residential zoning districts – Ennis’ residential zoning districts can be classified as primarily single-family residential districts, duplex and townhome zoning districts, and apartment and multi-family zoning districts. **Table 2.7** summarizes the various residential zoning districts and their standards.

Table 2.7 – Summary of Residential Zoning Districts

| Standards → Districts | Min. Lot Size/ Max. Density (Dwelling Units/Acre) | Uses Permitted | Other (selected standards) |
|--------------------------------------|--|--|---|
| SINGLE-FAMILY DISTRICTS | | | |
| R-1 | 1-acre min (43,560 sq. ft.) | Single-family residential, parks and playgrounds, public facilities, utilities, churches, and accessory buildings (including accessory dwelling units) | <ul style="list-style-type: none"> • 40’ min. front setback • 125’ min. lot width • 40% max. lot coverage • Accessory structures not allowed in setback areas • 3 off-street parking spaces req’d |
| R-16 | 16,000 sq. ft. | | <ul style="list-style-type: none"> • 35’ min. front setback • 100’ min. lot width • 40% max. lot coverage • Accessory structures not allowed in setback areas • 3 off-street parking spaces req’d |
| R-10 | 10,000 sq. ft. | | <ul style="list-style-type: none"> • 30’ min. front setback • 70’ min. lot width • 45% max. lot coverage • Accessory structures not allowed in setback areas • 3 off-street parking spaces req’d |
| R-7 | 7,000 sq.ft. | | <ul style="list-style-type: none"> • 25’ min. front setback • 50’ min. lot width • 45% max. lot coverage • Accessory structures not allowed in setback areas • 3 off-street parking spaces req’d |
| R-5 | 5,000 sq.ft. | | <ul style="list-style-type: none"> • 20’ min. front setback • 50’ min. lot width • 45% max. lot coverage • Accessory structures not allowed in setback areas • 3 off-street parking spaces req’d • Zero-lot line is permitted with specific standards |
| DUPLEX AND TOWNHOME DISTRICTS | | | |
| D Duplex | 6,000 sq.ft./duplex | Duplex dwelling units, parks and playgrounds, public facilities, utilities, churches, and accessory buildings (garages) | <ul style="list-style-type: none"> • 20’ min. front setback • 60’ min. lot width • 45% max. lot coverage • Accessory structures not allowed in setback areas • 2 off-street parking spaces req’d |



City of Ennis

| Standards → Districts | Min. Lot Size/ Max. Density (Dwelling Units/Acre) | Uses Permitted | Other (selected standards) |
|-------------------------------|--|---|--|
| TH Townhome | 3,600 sq.ft./lot | Townhomes, parks and playgrounds, public facilities, utilities, churches, and accessory buildings (garages) | <ul style="list-style-type: none"> • 20' min. front setback (may be reduced to 5' if alley loaded) • 25' min. lot width • No max. lot coverage • Accessory structures not allowed in setback areas • 2 ½ off-street parking spaces req'd |
| MULTI-FAMILY DISTRICTS | | | |
| A-1 | 12 DU/A | Duplex, townhomes, multi-family, private universities, sororities/fraternities, parks and playgrounds, public facilities, utilities, churches, and accessory buildings | <ul style="list-style-type: none"> • 20' min. front setback (may be reduced to 5' if TH which is alley loaded) • No min. lot width unless duplex or TH • No max. lot coverage • 35' max. height with 1-story transition to SF residential; 45' max., with proportional setback increases • Accessory structures not allowed in setback areas • 2 off-street parking spaces/unit for the first 50 units; 1.75 spaces/unit beyond 50 units |
| A-2 | 18 DU/A | | |
| A-3 | 22 DU/A | Duplex, townhomes, multi-family, private universities, sororities/fraternities, parks and playgrounds, public facilities, utilities, churches, accessory buildings, private dormitory, and boarding house | <ul style="list-style-type: none"> • 20' min. front setback (may be reduced to 5' if TH which is alley loaded) • No min. lot width unless duplex or TH • No max. lot coverage • 45' max. height • Accessory structures not allowed in setback areas • 2 off-street parking spaces/unit for the first 50 units; 1.75 spaces/unit beyond 50 units |
| A-4 | No max. density | Apartments and accessory garage buildings only | <ul style="list-style-type: none"> • 20' min. front setback (additional setbacks if next to lower density residential districts) • No min. lot width unless duplex or TH • No max. lot coverage • 4 or more stories required • Accessory structures not allowed in setback areas • 2 off-street parking spaces/unit for the first 50 units; 1.75 spaces/unit beyond 50 units |

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In 2004, masonry standards were added to apply to new construction in all residential zoning districts as follows:

- No less than 80 percent of the exterior façades (except doors and windows) of *single-story* residential buildings shall be constructed with masonry materials (masonry includes natural stone, brick, synthetic stone, concrete masonry units, etc.)
- No less than 70 percent of the exterior facades (except doors and windows) of a *multi-story* residential building shall be constructed with masonry materials (masonry includes natural stone, brick, synthetic stone, concrete masonry units, etc.)
- Exempts accessory buildings from this requirement
- Allows alternative materials to be considered with P&Z and City Commission approval

Commercial Zoning Districts – The six commercial districts can be classified into one office district, two retail districts, and three commercial districts. These are summarized in **Table 2.8**.

Table 2.8 – Summary of Commercial Zoning Districts

| Element → District | Purpose/Intent | Uses Permitted (sample list only) | Standards (selected) |
|---------------------------------|--|---|---|
| <i>O Office</i> | Intended for office uses that are not dependent on retail trade or traffic. | General business and professional offices Vet clinics, audiology, ophthalmology, and banking services | <ul style="list-style-type: none"> • 25' min. front setback • 40' max. height • 40% max. lot coverage • No outdoor storage and display permitted |
| <i>LR Local Retail</i> | Intended for local, neighborhood serving retail and convenience uses | Office uses, general retail sales and service uses | <ul style="list-style-type: none"> • 25' min. front setback • 40' max. height • 40% max. lot coverage • No outdoor storage and display permitted |
| <i>GR General Retail</i> | Intended to accommodate community shopping centers, some auto-services, and other retail and personal services | Office, general retail sales and service, limited auto-related uses, hospitals, hotels and motels, mortuaries, dry cleaning, etc. | <ul style="list-style-type: none"> • 10' min. front setback • No max. height; FAR⁹ of 1 • 40% max. lot coverage • No outdoor storage and display permitted |

⁹ FAR is floor to area ratio, which is defined, as the total square feet of a building divided by the total square feet of the lot the building is located.



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| Element → District | Purpose/Intent | Uses Permitted (sample list only) | Standards (selected) |
|-----------------------------------|--|---|---|
| <i>C Commercial</i> | Intended to accommodate general business uses, offices, banking, auto-related uses near the Central Business District | Office, general retail sales and service, auto-related sales and service uses, hospitals, hotels and motels, mortuaries, dry cleaning, commercial parking, wrecker service, landscape service, hardware/building supply stores (no outdoor storage), gas stations, trailer parks, etc. | <ul style="list-style-type: none"> • 10' min. front setback • No max. height; FAR of 2 • 40% max. lot coverage • Some outdoor storage and display permitted (landscape materials, new or used automobiles, etc.) |
| <i>CA Central Area</i> | Intended to accommodate existing businesses in the Central Business District (Downtown) | Office, general retail sales and service, auto-related sales and service uses, hospitals, hotels and motels, mortuaries, dry cleaning, commercial parking, wrecker service (no outdoor storage), landscape service, hardware /building supply stores (no outdoor storage), newspaper printing, pawn shops, etc. | <ul style="list-style-type: none"> • 10' min. front setback • No max. height; FAR of 10 • 40% max. lot coverage • No outdoor storage and display permitted |
| <i>HC Heavy Commercial</i> | Intended for heavy commercial uses that include major commodities, auto related sales and service, light warehouse uses. To be located along major highways and as a transition between lighter businesses and industrial/manufacturing uses | Range of commercial and retail uses including amusement parks, warehousing, hardware /building supply, drive-in theaters, trailer parks, etc. | <ul style="list-style-type: none"> • 10' min. front setback • No max. height; FAR of 2 • 40% max. lot coverage • Some outdoor storage and display permitted (landscape materials, building materials, new and used automobiles, etc.) |

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Industrial Zoning Districts – Ennis has four industrial districts starting with Light Industrial to M-2 Manufacturing District with increasingly intense industrial and manufacturing uses permitted. **Table 2.9** summarizes the various industrial zoning districts.

Table 2.9 – Summary of Industrial Zoning Districts

| Element → District | Purpose/Intent | Uses Permitted (sample list only) | Standards (selected) |
|---------------------------------------|--|--|--|
| <i>LI Light Industrial</i> | Intended for warehouse, distribution, and light processing types of uses. Limits uses that produce noise, odors, dust, and other noxious conditions. | Warehousing, storage, HC district uses, kennels, telecommunications towers, etc. | <ul style="list-style-type: none"> • 10' min. front setback • Height limitations when next to residential zoning districts • No max. lot coverage; 2 FAR • No outdoor storage of raw materials permitted |
| <i>I Industrial</i> | Intended to allow for all other industrial, but non-manufacturing uses. | LI uses, electric generation plants, vehicle salvage yards, small appliance manufacturing, metal fabrication, etc. | <ul style="list-style-type: none"> • 10' min. front setback • Height limitations when next to residential zoning districts • 50% max. lot coverage; 1 FAR • No outdoor storage in the front yard along any street on the adopted Thoroughfare Plan |
| <i>M-1 Light Manufacturing</i> | Intended to allow for general manufacturing uses | Paper and wood products manufacturing, food processing, petroleum storage, appliance manufacturing, furniture manufacturing, heavy equipment manufacturing, etc. | <ul style="list-style-type: none"> • 25' min. front setback • Height limitations when next to residential zoning districts • No max. lot coverage; 1 FAR • No outdoor storage in the front yard along any street on the adopted Thoroughfare Plan |
| <i>M-2 Manufacturing</i> | Intended to allow for heavy manufacturing uses (including noxious uses) that are incompatible with other manufacturing uses | Galvanizing, petroleum products manufacturing, aircraft manufacturing, etc. More noxious uses such as slaughterhouse, meat manufacturing, fertilizer and munitions manufacturing, etc., require specific approval by P&Z and City Commission | <ul style="list-style-type: none"> • 25' min. front setback • Height limitations when next to residential zoning districts • No max. lot coverage; 1 FAR • No outdoor storage in the front yard along any street on the adopted Thoroughfare Plan |



Simplification of Zoning Ordinances

The need for amending the 1985 adopted zoning ordinance stems from changing conditions, the current approach to urban planning, as well as an attempt to simplify the regulatory process. However, if unaddressed it has the potential to render the ordinance unyielding, complicated and difficult to enforce. This appears to be the case with the current 29 different zoning district classifications. As a result, the City should undertake a comprehensive assessment of its Zoning and Subdivision ordinance as an outcome of this 2015 Plan Update. Such a study should include measures to simplify AND optimize the zoning ordinance (see **Chapter 7 Implementation** for more detailed recommendations). In an effort to streamline the number of zoning designations as part of the 2015 Plan Update, the planning team prepared a graphic to depict the existing zoning in a more simplified manner (see **Exhibit 2.3**).

Development Review Process

The development review process outlined in the City's zoning ordinance generally follows a practice that is typical in communities the size of Ennis.

1. *Zoning Change requests and Amendments to the Zoning Ordinance*

As required by state law, zoning changes require approval of City Commission after a recommendation by the Planning & Zoning Commission. Public hearings are required at both the Planning & Zoning Commission and City Commission meetings.

2. *Appeals, Special Exceptions, Variances, and Interpretations*

The Board of Adjustment is a quasi-judicial board that hears all applications appealing the decisions of the Administrative Official. In addition, they are also responsible for approving Special Exception use based on the criteria established in the zoning ordinance. They also hear applications for variances from numerical standards such as setbacks and height based on hardship conditions, and help interpret or clarify provisions in the ordinance when they are ambiguous. A public hearing is required for all Board of Adjustment cases.

3. *Site Plans*

Site Plans are required for all development within Planned Development Districts. Originally, all site plans required approval of the City Commission after Planning & Zoning Commission recommendation, but this provision was amended in 2014 to allow for administrative site plan approvals. Now, site plans may be approved by City Manager or designee as long as they meet all the standards for the site plan under the approved PD. In case of denial, they may be appealed to the Planning & Zoning Commission.

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4. *Plats*

The City Commission is responsible for approving all Preliminary Plats and Revised Plats based on Planning & Zoning Commission recommendation. The Planning & Zoning Commission has the authority to approve Final Plats.

Evaluation of the Development Review Process

As a follow up to this 2015 Plan Update, the City should undertake a comprehensive assessment of the City's current development related ordinances including its development review process (see **Chapter 7 Implementation** for more detailed recommendations).



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EXISTING ZONING

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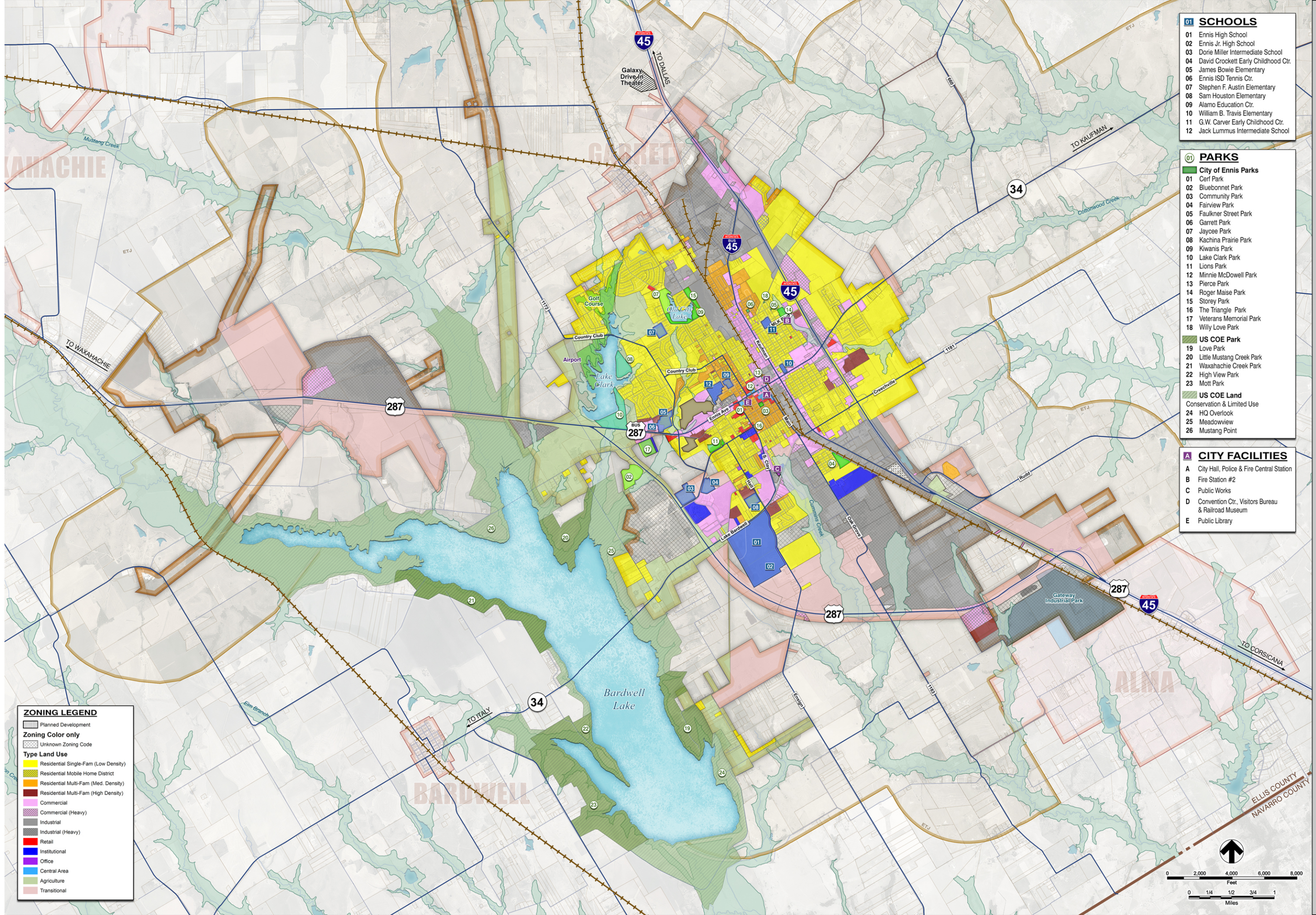


- 01 SCHOOLS**
- 01 Ennis High School
 - 02 Ennis Jr. High School
 - 03 Dorie Miller Intermediate School
 - 04 David Crockett Early Childhood Ctr.
 - 05 James Bowie Elementary
 - 07 Stephen F. Austin Elementary
 - 08 Sam Houston Elementary
 - 09 Alamo Education Ctr.
 - 10 William B. Travis Elementary
 - 11 G.W. Carver Early Childhood Ctr.
 - 12 Jack Lummus Intermediate School

- 01 PARKS**
- City of Ennis Parks**
- 01 Cerf Park
 - 02 Bluebonnet Park
 - 03 Community Park
 - 04 Fairview Park
 - 05 Faulkner Street Park
 - 06 Garrett Park
 - 07 Jaycee Park
 - 08 Kachina Prairie Park
 - 09 Kiwanis Park
 - 10 Lake Clark Park
 - 11 Lions Park
 - 12 Minnie McDowell Park
 - 13 Pierce Park
 - 14 Roger Maise Park
 - 15 Storey Park
 - 16 The Triangle Park
 - 17 Veterans Memorial Park
 - 18 Willy Love Park
- US COE Park**
- 19 Love Park
 - 20 Little Mustang Creek Park
 - 21 Waxahachie Creek Park
 - 22 High View Park
 - 23 Mott Park
- US COE Land**
- Conservation & Limited Use
 - 24 HQ Overlook
 - 25 Meadowview
 - 26 Mustang Point

- A CITY FACILITIES**
- A City Hall, Police & Fire Central Station
 - B Fire Station #2
 - C Public Works
 - D Convention Ctr., Visitors Bureau & Railroad Museum
 - E Public Library

- ZONING LEGEND**
- Planned Development
 - Zoning Color only**
 - Unknown Zoning Code
 - Type Land Use**
 - Residential Single-Fam (Low Density)
 - Residential Mobile Home District
 - Residential Multi-Fam (Med. Density)
 - Residential Multi-Fam (High Density)
 - Commercial
 - Commercial (Heavy)
 - Industrial
 - Industrial (Heavy)
 - Retail
 - Institutional
 - Office
 - Central Area
 - Agriculture
 - Transitional



3. Public Engagement



3.1 Public Engagement Process

Involving citizens in the planning process is the crucial step which empowers the community to shape its own future. The public engagement component of the 2015 Comprehensive Plan Update was comprehensive in itself, including proven tactics to garner community input. As a first step, the Ennis CPAC (Comprehensive Plan Advisory Committee) was formed to represent the community at large. Members included City Commissioners, Planning and Zoning Commissioners, and neighborhood and business leaders. The committee, working as the City Commission's liaison, established goals for the 2015 Plan Update and provided input on a regular basis during the planning process.

The community engagement activities were dynamic and provided platforms for dialogue. They included a mail-out citizen survey, city-wide public meetings and a workshop with the City Commissioners and Planning and Zoning Commission. The most formative activity that occurred during the development of the 2015 Plan Update was a three-day Visioning Event that was comprised of interviews, focus group meetings, and a wrap-up session.

A total of 5,564 surveys were mailed to persons who purchase water from the City, of which about 1,207 completed surveys were received. Approximately 200 people shared their ideas during interviews and meetings. There were 18 CPAC members, seven City Commissioners, nine P&Z members, and city staff participating. During the Vision Event, about 60 citizens participated in an evening community meeting. Two focus groups were



held. The Downtown Focus Group was attended by 11 persons and the Neighborhood Focus Group was attended by 15. About 25 persons participated in a two-hour visioning session facilitated by the planning team. Considering Ennis' population of 18,500 persons, the number of community members that were involved, represents a great deal enthusiasm for the planning process.

Public engagement also extends to outreach into the community and educating citizens across-the-board about comprehensive planning. Consequently, the consultant team proactively encouraged news articles in the *Ennis Daily News*, the local newspaper of record, which contributed significantly to the overall awareness of the initiative.

A special effort was made to reach out to the large Hispanic community in Ennis. One of the four interviewees is a longtime leader in the Hispanic community. A Spanish version of the citizen survey was included in the mail-out packets of which 33 responses were returned.

3.2 Public Engagement Results

Overall, the greater community of Ennis, as represented by all who participated in the dialogue defining Ennis today and in the future, is proud of its heritage and looks to tomorrow with enthusiasm as well as respect for the city's past. The following are positive comments shared by many participants. They should be as the considered community's strengths.

- Ennis is a small town, with a small town feel. People are friendly, compassionate, caring and optimistic.
- Ennis' heritage is to be valued and protected.
- The community's diversity is to be valued: the Czech culture still lives; the African-American heritage is to be respected; and the growing Hispanic population contributes its family values.
- Ennis' industrial base continues to provide jobs for the community.
- City services are dependable for the most part.
- Ennis is strategically located for managed growth.
- Downtown is an asset.

The following are perceived weaknesses and threats.

- Ennis is a small town; how does the community recruit new businesses and employers to come here?
- Retail, food and beverage and entertainment venues are lacking.
- Residential options are limited.
- City streets are in poor condition and are in need of repair.
- Young adults are choosing to leave Ennis for college and good jobs; they are not returning.
- Empty buildings and lack of code enforcement are problems for Downtown and older neighborhoods.

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Opportunities as envisioned by community members who participated in the planning process include the following:

- The 2015 Plan Update is a foundational tool for revitalizing the community.
- Downtown is the heart of the community and is primed for positive change.
- City-sponsored projects like a Farmers Market, walking and bike trails, park and recreation improvements, and athletic facilities will help to improve quality of life in the city.
- Business owners and managers stand ready to grow with support from the City.
- Festivals such as those celebrating the Czech heritage and the bluebonnets are excellent ways to promote Ennis among its citizens and to tourists as well.
- Community leaders are poised to recruit businesses that will offer higher-paying jobs, perhaps in the technology sector.
- Economic growth and diversity will be supported by residential development across the city.
- Likewise retail and food and beverage options will grow with increasing numbers of rooftops.

More information gleaned from the various components of the public engagement process is provided in **Appendix 1 Visioning and Public Engagement**.





4. Visioning Statement and Goals



4.1 Issues and Opportunities

Based on the outcome of the public engagement effort, existing conditions, reconnaissance tours of the city, and visiting with staff, the following is a summary of issues and opportunities facing the City of Ennis today.

Issues

- **The tax base is currently limited to mostly industrial associated activities and land uses:** Ennis needs to diversify land uses and employment which will broaden the tax base. This will result in opportunities for increased investment in quality of life amenities.
- **Ennis lacks executive level housing:** the city needs to encourage new residential neighborhoods with quality of life city amenities that will attract executive level families and a range of housing opportunities.
- **Quality of life amenities are limited:** especially on a residential level; the city should focus its investments in amenities like trails, parks and recreation facilities within the neighborhoods.
- **Ennis lacks quality retail and entertainment offerings for the community:** opportunities for quality retail and entertainment are huge with the redevelopment of Downtown and development of key intersections along US287 bypass, particularly the SH34 intersection as it extends towards the lake edge.



Opportunities

- **Momentum of Downtown redevelopment:** Build on current momentum of the Downtown redevelopment, which serves as a catalyst for private investment.
- **Diversity of cultures:** Celebrate Ennis' diversity of cultures, by encouraging more multi-cultural events – especially in Downtown.
- **National attraction of bluebonnets:** Ensure the long term benefit of tourism by preserving the bluebonnet trails and open space where bluebonnets occur annually, especially on the east side of Ennis between IH45 and the Trinity River.
- **Lake Bardwell as a unique destination:** Take advantage of Lake Bardwell as a special destination by considering lake appropriate uses and lake associated development, encouraging and promoting lake associated recreation, and development that is appropriate to the lake and USACE protected land.
- **Undeveloped land associated with US287 Bypass:** Take advantage of the mixed use and new neighborhood development opportunities of undeveloped land associated with US287 Bypass, and the proximity and easy access to Lake Bardwell.
- **Unrealized potential of the Kaufman Street Corridor:** Kaufman Street (Business 45) has unrealized potential to serve as the northern gateway neighborhood of Ennis and to become a unique destination for entrepreneurial businesses.

4.2 Ennis' Vision for the Future

The extensive public engagement effort of the 2015 Plan Update serves as the basis for envisioning Ennis' future. During the visioning process, the values of the community were articulated to establish Guiding Values, and crystallized to create a Vision Statement for the Ennis 2015 Comprehensive Plan Update. Together, they constitute the primary principles to direct the future growth policy for Ennis. They also serve as the foundation for recommendations on future land use and focus areas for the city.

Numerous meetings and discussions prior to end during the intense three-day visioning event, resulted in the drafting of the following vision statement during the wrap-up session:

Vision statement

Ennis is a community that respects and manages its unique mix of human, historical, and physical resources to create and sustain a vibrant place to live, work, and play

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Guiding Values

The comprehensive visioning process resulted in the following Guiding Values for the 2015 Update:

- *Inspire Quality of life*
- *Respect the history of Ennis*
- *Protect the natural environment*
- *Focus on the family*
- *Celebrate Ennis as a multi-cultural community*
- *Instill civic pride*
- *Welcome visitors to Ennis*
- *Promote sustainable growth*

These Guiding Values are described in more detail in **Table 4.1 – Guiding Values**. Each guiding value is defined in terms of:

Reason: Why?

Goal: What?

Objective: How?

Strategy: Actions





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Table 4.1 – Guiding Values for Ennis

| REASON | GOAL | OBJECTIVE | STRATEGIES |
|--|---|---|---|
| We value quality of life | | | |
| Quality of life is an overarching principle that intersects with many other values. Quality of life is both the impetus for establishing certain values, as well as the result of values held dear to a community. | For every citizen in Ennis to experience quality of life in work, live and play. | Realize quality of life opportunities that will result in people’s sense of worth, fulfillment and happiness | <ul style="list-style-type: none"> Define what quality of life means for Ennis residents: expanding employment options, retail options, new residential options, entertainment opportunities, public gathering spaces, and safety. Consider quality of life as a key criterion when making decisions about the future of Ennis. Identify and implement projects that lead to an increase of quality of life for the community, e.g., safe routes to school, safe biking, and recreational trails. Support and implement public art by means of a city sponsored arts program. |
| We value Ennis as being family oriented | | | |
| Family is the cornerstone of our society. | Protect the family structure. | Encourage families to stay within the community even while lifestyles change. | <ul style="list-style-type: none"> Provide a range of recreation opportunities for all generations and lifestyles. Encourage a range of housing options Support and promote family-friendly events. Provide housing for families with children of all ages. Support library programs for all cultural groups, e.g. sponsor a program to increase literacy (both reading and writing and computer) within the community. |
| We value Ennis as a multi-cultural community | | | |
| Ennis’ history is intertwined with the African-American culture, Hispanic culture, and the Czech culture. | Protect and promote the multi-cultural aspect of our community. | For each cultural to express itself in an authentic manner. | Support and promote cultural based festivals, and community events. |
| We value our history | | | |
| Ennis has a rich history that is well preserved in its Downtown. | To protect historical artifacts and structures for future generations to enjoy. | <ul style="list-style-type: none"> To let the legacy of the past live on in tomorrow’s memory. To promote an appreciation of the community’s history. | <ul style="list-style-type: none"> Implementation of the city’s future Downtown Masterplan. Tax incentives for the protection and upkeep of historic structures. The development and enforcement of historic preservation standards. To allow for adaptive reuse of historic structures. Provide interpretive signage as part of future public projects. |
| We value and welcome visitors to Ennis | | | |
| Visitors are a huge source of revenue for our citizens, which is the impetus for protecting the elements that make people visit Ennis, e.g., historic downtown, festivals, and the natural environment. | More visitors for more income in order to protect the reason for people to visit Ennis. | Give reason for visitors to willingly spend their money. | <ul style="list-style-type: none"> Market festivals and Ennis as a destination for unique multi-cultural experiences. Flexible policies and regulations that makes it easy to host visitors, yet strict on quality e.g., B&B’s. Promoting the idea of “cottage industry” including craft, the arts, and specialized interests. |
| We value the natural environment of Ennis | | | |
| Ecological services provided by the natural environment are essential to our existence; losing nature’s ability to clean, protect and soothe, has an economic impact, e.g., excessive flood protection measures are needed when creek corridors are destroyed with over-building, and people’s emotional well-being is often related to having access to nature. | Assist nature to maintain its role to provide ecological services. | Protect the natural environment with measures that protect and prevent the destruction of natural features, e.g. bird habitat, creek corridors, etc. | <ul style="list-style-type: none"> Requiring developers to implement sustainable practices like LID (low impact development) to help protect water sources. Develop long-term measures to protect the rural areas where Bluebonnets bloom. Work with USACE to add more recreational opportunities at Lake Bardwell and promote it as a special destination for a unique experience of natural environments. |
| We value the sustainable growth of Ennis | | | |
| Sustainable growth ensures quality of life opportunities for many future generations. | Establish neighborhoods that make it easy for all generations to live together. | Create life cycle neighborhoods that encourage people to invest in their own communities. | <ul style="list-style-type: none"> Mixed use development that allows for live, work and play. Market-based development regulations that allow for structures to stay in place while the use may change over time. Flexibility in housing regulations to allow for “granny flats” available for extended family, e.g., parents or for renting out to singles and young couples. |
| We value civic pride | | | |
| <ul style="list-style-type: none"> Civic pride is an impetus for the community to support efforts to improve the quality of life in a community. Civic pride leads to support of public projects and collaboration to achieve implement it. | To make people feel proud of Ennis. | People should feel proud of Ennis’: <ul style="list-style-type: none"> Appearance, Leaders Schools Parks | <ul style="list-style-type: none"> Creating vibrant public places that are beautiful. To emphasis civic pride with staff and when elected and appointed officials take office. To keep up with the maintenance of city facilities. |

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4.3 Ennis' Growth Potential

Historic Growth Rate

Table 4.2 and Table 4.3 provide the growth rate for Ennis, the region and the DFW Metroplex during the past 15 years. Accordingly, the DFW Metroplex has grown at a rate of 23 percent between 2000 and 2010. During this same period, Ellis County saw a higher growth rate of 34.3 percent. However, Ennis, which is located within Ellis County, only grew at a rate of 15.4 percent. During the same timeframe, Midlothian and Waxahachie, also located in Ellis County, grew at 141 percent and 38.2 percent respectively.

Table 4.2 – Growth Rate for Selected Dallas-Fort Worth Metroplex Counties

| County | 2000 Population | 2010 Population | % Change from 2000 - 2010 | 2015 Population* | % Change from 2010 - 2015 |
|----------|-----------------|-----------------|---------------------------|------------------|---------------------------|
| Dallas | 2,218,899 | 2,368,139 | 6.7% | 2,454,880 | 3.66% |
| Tarrant | 1,446,219 | 1,809,034 | 25.1% | 1,905,750 | 5.35% |
| Johnson | 126,811 | 150,934 | 19% | 158,350 | 4.91% |
| Ellis | 111,360 | 149,610 | 34.3% | 161,010 | 7.62% |
| Kaufman | 71,313 | 103,350 | 44.9% | 109,300 | 5.76% |
| Denton | 432,976 | 662,614 | 53% | 734,940 | 10.92% |
| Collin | 491,675 | 782,341 | 59.1% | 868,790 | 11.05% |
| Rockwall | 43,604 | 78,337 | 81.8% | 87,290 | 11.43% |

Source: U.S. Census Bureau
**2015 Population Estimates from NCTCOG*

Table 4.3 – Growth Rate for Selected Dallas and Ellis County Cities

| City | 2000 Population | 2010 Population | Percentage Change 2000 - 2010 | 2015 Population* | % Change from 2010 - 2015 |
|------------|-----------------|-----------------|-------------------------------|------------------|---------------------------|
| Cedar Hill | 32,093 | 45,028 | 40.3% | 46,350 | 2.94% |
| Ennis | 16,045 | 18,513 | 15.4% | 18,730 | 1.17% |
| Midlothian | 7,480 | 18,037 | 141.1% | 21,610 | 19.81% |
| Lancaster | 25,894 | 36,361 | 40.4% | 37,360 | 2.75% |
| Waxahachie | 21,426 | 29,621 | 38.2% | 32,670 | 10.29% |

Source: U.S. Census Bureau
**2015 Population Estimates from NCTCOG*

The implication of this is that Ennis has missed the growth seen by other communities during the last 15 to 20 years. Ennis' lack of growth is also in line with the findings of the Retail Market Study that mentions significant retail sales leakage from the Ennis retail trade area to the surrounding communities (see Section 2.2). In addition, the city has not seen any significant residential or retail development over the past 10 years either. This is especially true as it relates to a lack of quality new and executive level housing built in the



past 10 years. All this has hampered the city’s ability to invest in quality of life elements such as parks and trails.

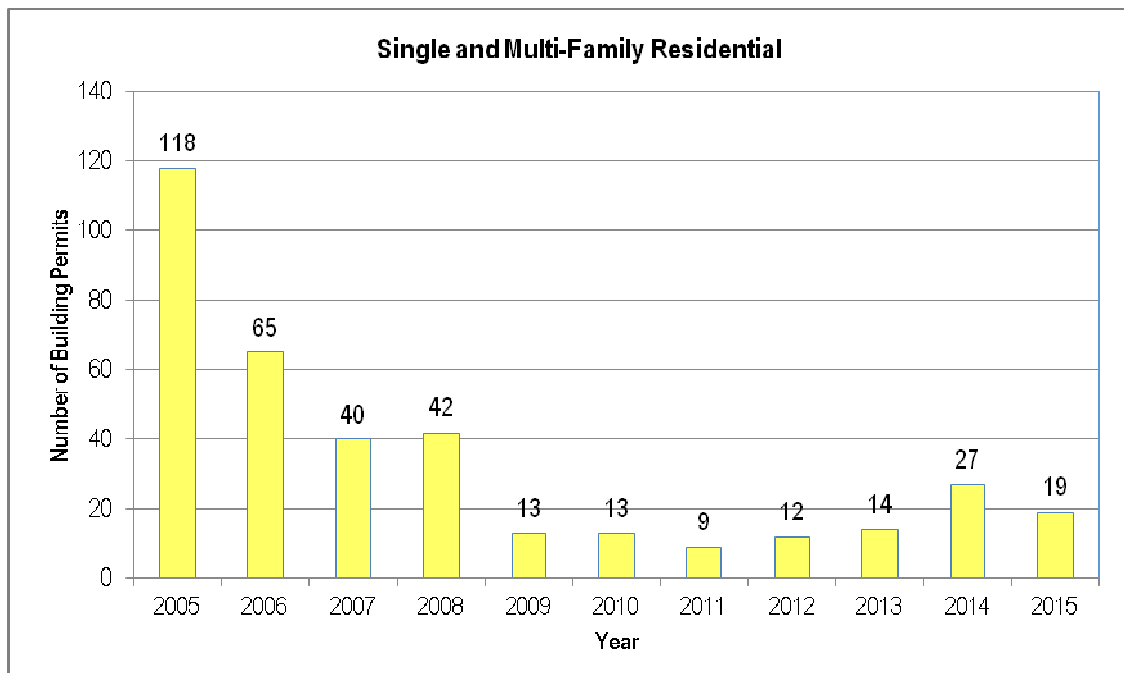
Many factors probably contributed to Ennis’ sluggish growth over the past 10 years. From a planning perspective, two factors seem to stand out:

1. Ennis is located along IH45 on the southeastern edge of the DFW Metroplex. Historically, cities associated with IH45 have seen significantly less growth than comparable cities along IH35
2. Ennis’ approach to growth was to focus one-dimensionally on attracting a strong industrial and manufacturing base during the past number of years

The city’s strategy to attract industrial development into the city has certainly benefited the city over the last 20 years. However, this has led the city’s growth to stagnate on the residential and retail development fronts.

Figure 4.1 shows number of permits for new residential development in the City of Ennis. Some of the decline in residential permits can be explained by the economic downturn from 2009 – 2013. Residential growth has still been sluggish since 2013 when the rest of the DFW Metroplex started seeing increased growth.

Figure 4.1 – Residential Building Permits by Year: 2005 - 2015



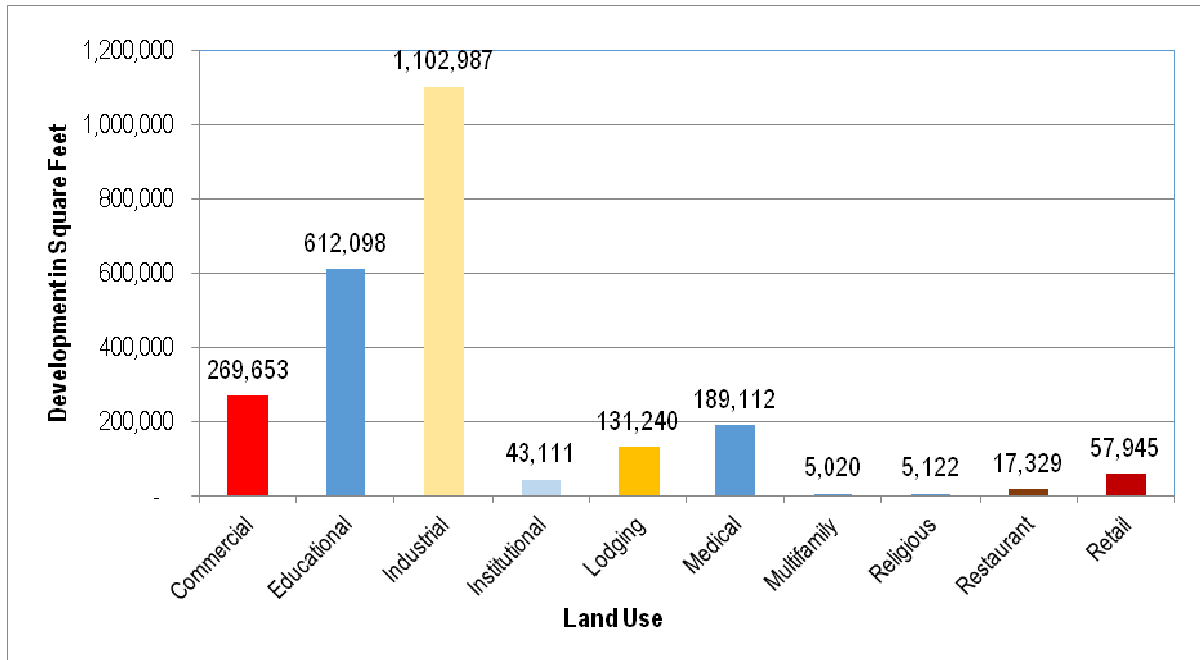
Source: City of Ennis

The amount of commercial development over the last 10 years by land use and by year is presented in **Figure 4.2** and **Figure 4.3** respectively. By far, industrial square footage added was the highest and it was over one million square feet. This compares to approximately 75,000 square feet of retail and restaurants added during the same period.

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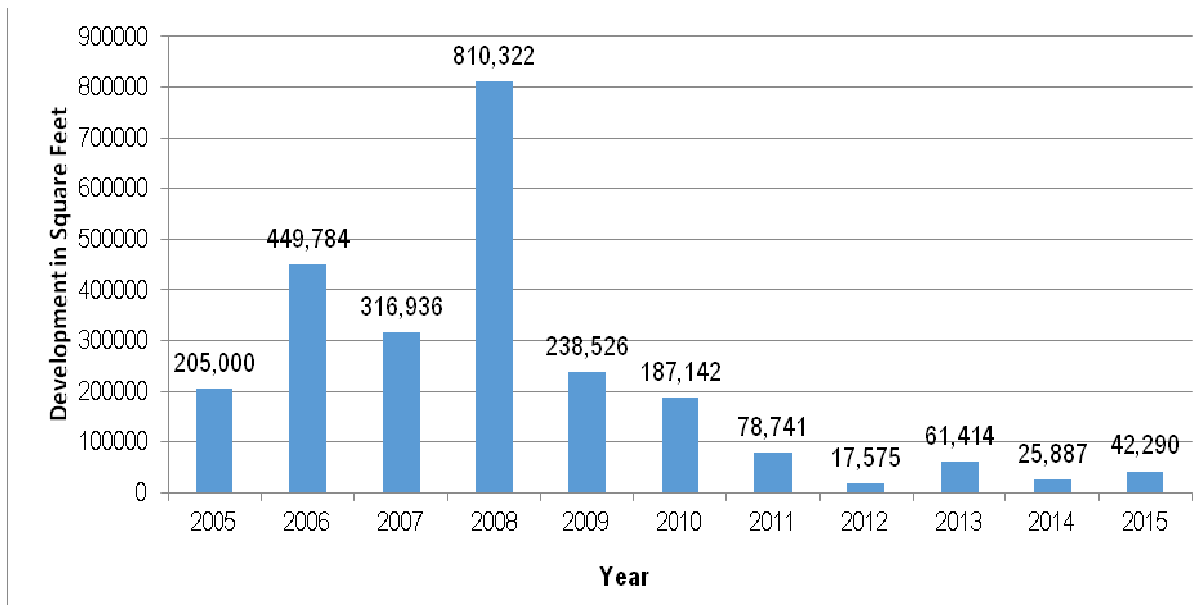
Years 2006 through 2008 saw the highest growth in the city and growth since then has declined with small upticks in 2013 and 2015.

Figure 4.2 – Commercial Development by Land Use: 2005-2015



Source: City of Ennis

Figure 4.3 – Commercial Development by Year: 2005 - 2015



Source: City of Ennis

While the rest of the DFW Metroplex has emerged from the real estate slump with strong residential growth, over the next few years, Ennis' challenge will be to attract at least its fair share of residential and quality retail growth.



Future Growth Scenarios

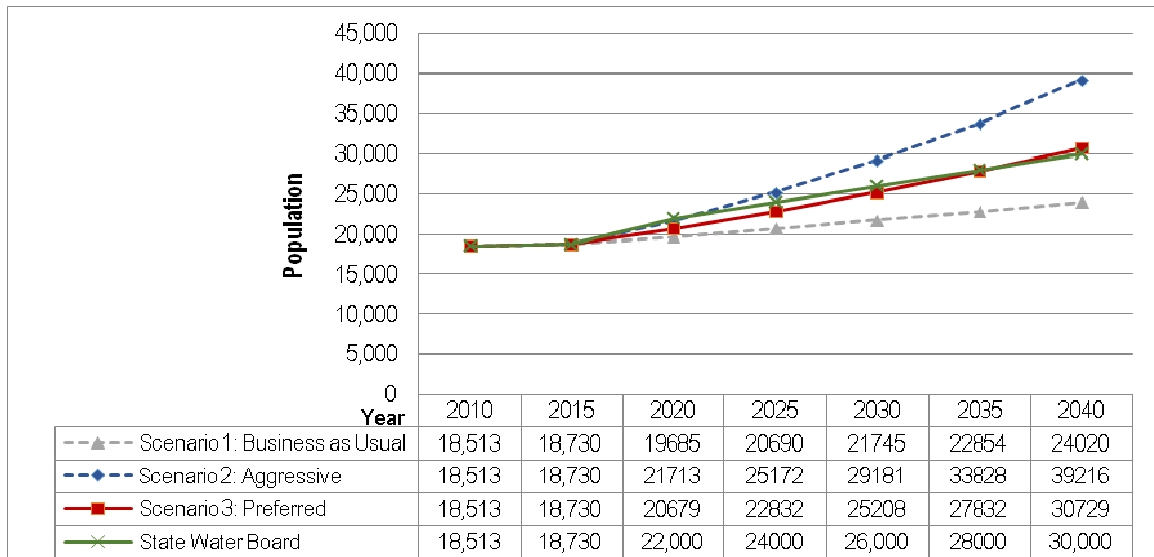
In order to move forward in a meaningful way and implement the community’s vision for Ennis, it will be imperative to reconsider some of the “business as usual” policies of the last 20 years. For Ennis, when considering the existing conditions, the public input, and the issues and opportunities as identified by the planning team, it is clear that business as usual is not sustainable and thus not appropriate and a new approach towards growth is needed.

For the next 25 years, three future growth scenarios can be envisioned for the City of Ennis based on the past growth trends and a new approach towards growth:

- **Scenario 1: Business as Usual** - assuming a very modest 1 percent compounded growth per year; the one percent growth will perpetuate the challenges Ennis faces today with decreased capacity to invest in quality of life elements and inability to stem its retail leakage.
- **Scenario 2: Aggressive Growth** - assuming a 3 percent compounded growth per year which may be possible towards the end of the planning horizon if the city is successful in changing its direction.
- **Scenario 3: Preferred Approach** - assuming a 2 percent compounded growth per year during the next 10 years is regarded as a good balance between Scenarios 1 and 2.

Based on these assumptions, Ennis’ potential growth scenarios until the year 2040 are presented in **Figure 4.4**. The 2 percent growth scenario compares well with the State Water Board’s population projections. NCTCOG’s population projections for 2040 for the City of Ennis were not available at the time of this report.

Figure 4.4 – Ennis Population Projections: 2015 - 2040



Source: U.S. Census Bureau, NCTCOG, and Texas State Water Board

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4.4 Focus on Quality of Life

Defining and identifying the key elements of **Quality of Life** are the overarching guiding principles of the 2015 Comprehensive Plan Update. The premise is that by focusing on decision-making that implements these quality of life elements, Ennis will become a more balanced community able to providing quality experiences to live, raise children, work, and visit. Future growth in the City of Ennis, even at the modest two percent compounded rate, hinges on investing in quality of life elements to retain current residents and attract new residents, employers, and employees. However, without a proper roadmap that guides decision makers, their efforts will only lead to hit and miss results. The very purpose of this 2015 Plan Update is to provide a roadmap, which includes a strategy to focus on key areas, rather than trying to do everything or too many things at once. The goal is to attract and maintain quality residential and retail growth in the city in order to keep Ennis relevant in the context of the DFW Metroplex's future growth opportunities.

Quality of Life Outcomes

Considering today's conditions and context of Ennis, the priorities for achieving quality of life outcomes in Ennis are to increase and improved options for employment, shopping, housing and recreation, and access to natural and rural areas. More specifically, this means that Ennis needs to focus on initiatives that lead to the following specific quality of life outcomes:

1. Diversified employment base (including expanding higher educational opportunities)
2. Increased housing options – quality and range
3. More shopping, dining and entertainment options
4. Access to a variety of recreation amenities
5. Access to and the enjoyment of natural areas including wildflowers

Focused Growth Strategy

Ennis has many excellent qualities sought by new residents: a small-town feel, a thriving Downtown, access to open space and natural assets, access to a good network of regional roads, and employment opportunities. The goal is to create a focused growth strategy that leverages the city's latent assets such as Downtown, Lake Bardwell, and Kaufman Street to achieve the quality of life outcomes.

In order to create positive momentum of coordinated public investment that can drive private investment (which in turn can then drive additional public investment), future efforts should be concentrated on specific focus areas. Through the planning process, three focus areas emerged, each identified for a specific reason. See **Chapter 6** for detailed recommendations within each focus area.

Kaufman Corridor – The neighborhood associated with Kaufman Street has been on the decline. However, with public improvements, it has huge potential to be



transformed to encourage entrepreneurship and stimulate neighborhood re-investments. This also presents the opportunity to emphasizing the Kaufman Corridor as a key gateway into Ennis from the north.

Lake Bardwell Growth Area – The area between Lake Bardwell and the recently improved US287 holds use huge potential for recreation and future mixed use and neighborhood growth and that will provide quality of life experiences.

Downtown – Since the devastating tornado of 2013, Downtown Ennis has experienced and still is experiencing a tremendous momentum of Downtown redevelopment with the goal to create a vibrant live, work, and play destination. Considered the “heart of Ennis”, Downtown deserves all the support it needs to be successful now and in the future.

This focused approach will help the city prioritize its limited public funding into catalytic projects in areas that have the maximum benefit –from both a return on investment and quality of life standpoint. Only by doing this, can the City create a development context that can attract at least its fair share of the regional growth over the next 25 years.

The 2015 Plan Update is a blueprint for the City to refocus growth policies from industry to a balanced diversification of the employment and land uses while investing in these three key focus areas.

5. Plan Elements



5.1 Plan Framework

Fundamental to all comprehensive plans is the Future Land Use Plan (FLUP) which becomes the framework for all other plan elements. It serves as the foundation for future decisions and is a legal requirement before any zoning changes can take effect. Other plan elements may include a Thoroughfare Plan, Facilities Plan, Parks Master Plan, Stormwater Master Plan, Utilities Master Plan, etc. The 2015 Plan Update for Ennis includes the following plan elements: the FLUP, context sensitive recommendations for major road corridors, refinement of the city’s Thoroughfare Plan to improve vehicular connectivity, pedestrian/cycling connectivity in terms of trails and bicycle routes, and considerations for parks and open space.

5.2 Land Use Categories

The most basic land use categories typically include residential, civic, commercial, industrial, and agricultural. Customized and nuanced subcategories can be created and allocated based on the vision created through public participation, and the specific context setting of a particular city. For example, nuanced subcategories for Ennis include historic neighborhoods, new neighborhoods, mixed use that combines residential and commercial uses, and industrial buffer and transition zones.



The arrangement of the various land use categories in Ennis follows, by-and-large, the current land use pattern while responding to market opportunities for future growth along major thoroughfares, focus areas, and adjacent to key geographic features including Lake Bardwell.

Land Use Category Descriptions

The following pages describe the various land use categories and subcategories identified for Ennis as illustrated in **Exhibit 5.1**. An introduction of the various land use categories is followed by one-page descriptions of each category as follows:

- **Purpose and Character** of the particular land use category
- **Uses and Density** that are appropriate for successful development within the different land use categories
- **Key Design priorities** to enhance the appearance and character of development within each specific land use category

1. Downtown

The land use category defined as Downtown refers to the area that is predominantly regarded as Ennis' historic Downtown. It contains the Historic Downtown District in its entirety, and part of the Historic Residential District. Both these districts are on the National Register of Historic Places. In addition to its historic value and character, the Downtown area contains a mix of uses including residential (both single and multi-family residential) and commercial in the form of retail, entertainment, and office.

2. Neighborhoods

The neighborhood land use category includes four sub-categories based on the age, design, and character of existing and new neighborhoods envisioned in Ennis.

Existing Historic/Traditional Neighborhoods (pre 1930s)

This land use category generally includes the pre 1930s neighborhoods in Ennis which are characterized by a regular block pattern layout that is pedestrian friendly and very efficient in dispersing neighborhood traffic. The intent of this land use category is to preserve the integrity of these existing pre-1930s neighborhoods in close proximity of Downtown. As illustrated in **Exhibit 5.1**, the general location of this type of neighborhood is around Downtown.

Existing Neighborhoods (post 1930s)

This land use designation is intended for existing neighborhoods that were developed post 1930s through the early 2000s. It includes two sub-categories namely post 1930s neighborhoods through the 1980s and more recent neighborhoods developed during the 1990s and 2000s. The former maintains to some degree a regular block pattern layout, whereas an irregular block

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layout, cul-de-sacs with few straight lines characterizes the more recent neighborhoods.

New Neighborhoods

This land use designation is intended to guide the location of future residential neighborhoods in Ennis. The vision is to encourage new neighborhoods that are livable, diverse, and sustainable by catering for different lifestyles and all generations. They are intended to provide for a range of residential types from townhomes to patio homes to estate homes within a walkable neighborhood context. Generally, future new neighborhoods in Ennis will be located on the western side of the city where easy access to regional roadways (US287 Bypass) and utility infrastructure is readily available.

New Lakefront Neighborhoods

This land use designation is intended to guide the location of future residential neighborhoods adjacent to major water features such as Lake Bardwell and Lake Clark. The vision is to encourage new neighborhoods that are livable, diverse, and sustainable by catering for different lifestyles and all generations, and by taking advantage of visibility and public access to and along the lakes. They are intended to provide for a range of residential types from townhomes to patio homes to estate homes within a walkable neighborhood context.

3. Commercial

The commercial land use category includes two sub-categories based on the location and scale of intended development within the two categories.

Neighborhood Commercial & Mixed Use

This land use category is intended to allow for a mix of neighborhood oriented commercial development with office and multi-family that transitions to adjoining new neighborhoods. Generally, this land use designation is located at key intersections along US287 Bypass and along Ennis Avenue. The goal is to provide retail and retail service uses serving future new neighborhoods on the west side of Ennis. This category may include a destination mixed-use development that takes advantage of the lake front opportunities at US287 and SH34.

Regional Commercial

This land use category is intended to allow for large-scale commercial development with a regional market focus located on major regional corridors such as IH45. The goal is to provide a wide range of retail, employment, civic, and entertainment opportunities for Ennis and the surrounding areas.



4. Business Park

The Business Park land use category is intended to provide for a range of office and business service uses. The primary locations are along the highways between major interchanges that have good visibility from the highway but may not be ideal for retail commercial uses. Given that there are two major highways through Ennis with very different development contexts, the Business Park category can be further classified into two subcategories – the IH45 Business Park and US287 Business Park.

IH45 Business Park

The IH45 frontage in Ennis is characterized by smaller, shallower properties. Many of these properties, especially along the west side of the highway, have been developed for commercial (automobile sales and service) and industrial uses. The major retail uses are at the Ennis Avenue and IH45 intersection. There are some larger vacant parcels to the north from Kaufman to Martin Luther King Drive. Some of these parcels may have the challenge of shallow depths due to the presence of a creek that runs parallel to IH45 on the west side of the highway. On the east side of IH45, development along the highway is limited to the frontage from Martin Luther King Drive to FM1181. There are some newer lodging uses and some older auto-sales and service uses along the eastern frontage of the highway. Given the context along IH45, smaller garden office uses and complementary retail service and lodging uses are envisioned along this frontage.

US287 Business Park

The US287 frontage is characterized by undeveloped, vacant property, especially along the west and northwest of the city when approaching from Waxahachie. The recent completion of the highway improvements to create a grade separated bypass makes some of the properties between the highway interchanges more attractive for larger scale office and institutional uses. Some of the office functions of industrial uses may also be located along this frontage. Given the larger tracts of land available along US287, this corridor is more suited to creating larger, master planned business parks and campuses. In addition to creating a more attractive frontage along the US287 highway, the business park use also provides an opportunity for the city to diversify its employment base.

5. Industrial

The industrial land use category is intended to provide for existing and new light and heavy industrial and manufacturing uses in Ennis. With a strong economic development focus on industrial and manufacturing uses, Ennis has

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seen the growth of large-scale manufacturing uses in the City. There are five distinct areas of active and future industrial development in the city.

- i. The first is located in the northern end of the city at IH45 and Business 45 or Kaufman Street.
- ii. The second is located along Jack McKay Boulevard (Jack McKay Industrial Park) and extending south towards US287 along South Oak Grove Road.
- iii. The third is generally located between IH45 and Main Street/Knighthurst Road south of Creechville Road extending towards US287.
- iv. The fourth area is located along US287 close to its intersection with IH45. On the north side of US287 is the Ennis Industrial Park and on the south side is the Gateway 460 Park. Gateway 460 Park is mostly undeveloped comprising of a 460-acre planned industrial park.
- v. The last area is to allow for future industrial parks on the west side of Ennis in close proximity to US287 and the Motorplex.

Industrial Transition

The industrial-transition land use category identifies areas with older industrial and auto-oriented uses that are underperforming and are immediately adjacent to existing industrial uses, or along major corridors that are in flux. These areas are located along the Kaufman Corridor (Business 45), the rail corridor (north and south of Downtown), the rail yard just west of the rail line and north of Linden Street and along SH34 (between Kaufman and Hall Street). The goal is to evaluate future redevelopment within these areas based on market momentum and maturity.

6. Rural Conservation / Agricultural

This land use often serves as a default for areas where other land uses are not appropriate and no city services will be extended in the near future. In fewer cases, such land use designation is purposefully in place to ensure the protection of rural areas and agricultural land. An example in Ennis is to protect the areas where wildflowers flourish, with an understanding that the land will be managed for agricultural and/or ranching purposes.

7. Public/Civic

This land use category represents public and civic services, park and facilities provided by governmental agencies including the state, the municipality and school district.

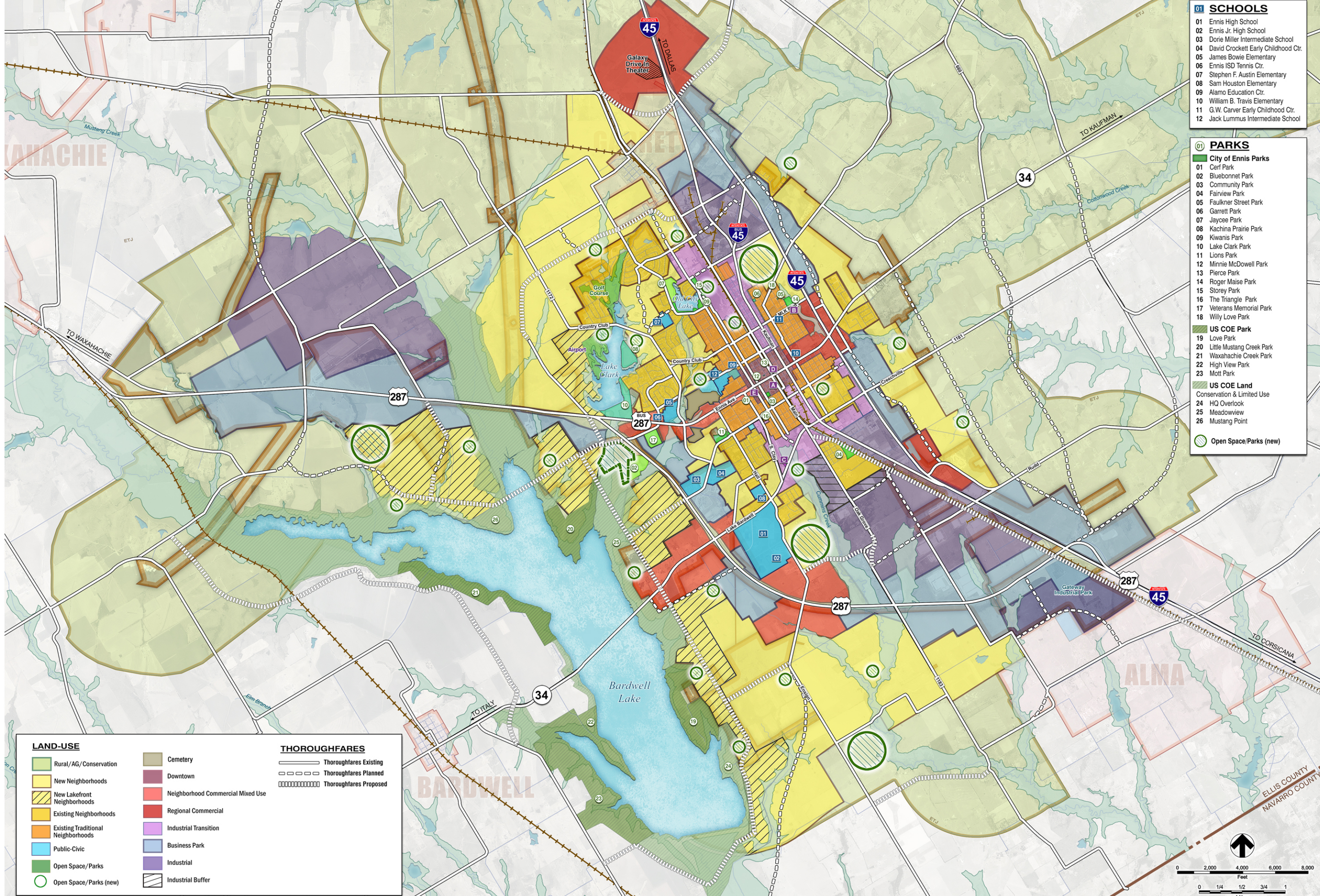
Parks and Open Space

Public parks make up the majority of areas designated as Open Space/Parks on the Future Land Use Plan.



Facilities

This typically comprises sites that contain public / civic facilities in the form of buildings and structures, and land where public / civic activities may occur, e.g. service yards and cemeteries. Schools comprise the largest areas of land currently shown as Public-Civic on the FLUP.



- 01 SCHOOLS**
- 01 Ennis High School
 - 02 Ennis Jr. High School
 - 03 Dorie Miller Intermediate School
 - 04 David Crockett Early Childhood Ctr.
 - 05 James Bowie Elementary
 - 06 Ennis ISD Tennis Ctr.
 - 07 Stephen F. Austin Elementary
 - 08 Sam Houston Elementary
 - 09 Alamo Education Ctr.
 - 10 William B. Travis Elementary
 - 11 G.W. Carver Early Childhood Ctr.
 - 12 Jack Lummus Intermediate School

- 01 PARKS**
- City of Ennis Parks**
 - 01 Cerf Park
 - 02 Bluebonnet Park
 - 03 Community Park
 - 04 Fairview Park
 - 05 Faulkner Street Park
 - 06 Garrett Park
 - 07 Jaycee Park
 - 08 Kachina Prairie Park
 - 09 Kiwanis Park
 - 10 Lake Clark Park
 - 11 Lions Park
 - 12 Minnie McDowell Park
 - 13 Pierce Park
 - 14 Roger Maise Park
 - 15 Storey Park
 - 16 The Triangle Park
 - 17 Veterans Memorial Park
 - 18 Willy Love Park
 - US COE Park**
 - 19 Love Park
 - 20 Little Mustang Creek Park
 - 21 Waxahachie Creek Park
 - 22 High View Park
 - 23 Mott Park
 - US COE Land**
 - Conservation & Limited Use
 - 24 HQ Overlook
 - 25 Meadowview
 - 26 Mustang Point
 - Open Space/Parks (new)**

- LAND-USE**
- Rural/AG/Conservation
 - New Neighborhoods
 - New Lakefront Neighborhoods
 - Existing Neighborhoods
 - Existing Traditional Neighborhoods
 - Public-Civic
 - Open Space/Parks
 - Open Space/Parks (new)
 - Cemetery
 - Downtown
 - Neighborhood Commercial Mixed Use
 - Regional Commercial
 - Industrial Transition
 - Business Park
 - Industrial
 - Industrial Buffer
- THOROUGHFARES**
- Thoroughfares Existing
 - Thoroughfares Planned
 - Thoroughfares Proposed



EXHIBIT 5.1

FUTURE LAND-USE PLAN

2015 ENNIS COMPREHENSIVE PLAN UPDATE



Downtown

Purpose and intent

- To maintain the quality of Downtown as a main historic and cultural destination in the region
- To preserve the historic character and context of Downtown
- Historic buildings to maintain their outer appearance
- Regional destination for day and evening dining, entertainment, and festivals









Land use types and density








- Historic and contextually appropriate buildings (scale, height, fenestration) restored/revitalized and repurposed to allow for flexible building use reflective of and in response to the market demand
- Allow mixed use by right (residential and commercial uses)
- Density based on a street grid that is dense and walkable
- Transition to surrounding neighborhoods







Design priorities

- To meet the Main Street design criteria for renovation and infill development
- To ensure revitalization/restoration to compliment the historic character of downtown
- Streetscape improvements with bulb-outs, wide sidewalks, and trees
- Orient auto-oriented site elements like parking, driveways, and drive-through facilities away from pedestrian-oriented streets
- Identify catalytic projects that can drive private development



| Existing Neighborhoods | | |
|---|--|---|
| Existing Neighborhoods | Existing Traditional Neighborhoods (1930s and earlier) | |
| Purpose and intent | Purpose and intent | |
| <ul style="list-style-type: none"> To maintain the presence and quality of existing neighborhoods | <ul style="list-style-type: none"> To maintain quality of the existing traditional neighborhoods To preserve character and context of the traditional neighborhoods |   |
| Land use types and density | Land use types and density | |
| <ul style="list-style-type: none"> Based on existing neighborhood layout and context | <ul style="list-style-type: none"> Historic buildings to maintain their original intent (mostly single family) while allowing garage apartments/granny flats Transition to downtown with denser urban residential infill (e.g., townhomes, courtyard apartment buildings, and cottage courts) Density based on existing neighborhood context |   |
| Design priorities | Design priorities | |
| <ul style="list-style-type: none"> Maintain existing street network, parks and open space Provide additional trail connections where feasible Vehicular and pedestrian connections to new adjoining neighborhoods and to schools and parks | <ul style="list-style-type: none"> Explore the creation of a “conservation neighborhood” overlay or zoning district to preserve, enhance, and maintain the neighborhood character and prevent further deterioration Encourage renovation and infill design that is in keeping with historic structures Maintain existing street network, parks and open space Provide additional trail connections Connect to new adjoining neighborhoods Step up code enforcement |   |
| | |   |

| New Neighborhoods | | |
|---|--|---|
| New Neighborhoods | New Lake Front Neighborhoods | |
| Purpose and intent | Purpose and intent | |
| <ul style="list-style-type: none"> • New residential development to capitalize on existing and future infrastructure • Network of trails with access to parks, schools, shopping, and civic destinations | <ul style="list-style-type: none"> • New residential development that capitalizes on lake access • Network of trails with access to the lake, parks, schools, shopping, and civic destinations • Preserve majority of lake and open space frontage for public access |   |
| Land use types and density | Land use types and density | |
| <ul style="list-style-type: none"> • Range of single-family from large lot, to patio homes, to town homes with multi-family that transitions to neighborhood commercial • Neighborhood scale retail • Average density of 4 to 6 units per acre | <ul style="list-style-type: none"> • Range of single-family from large lot, to patio homes, to townhomes and multi-family transition to neighborhood commercial • Recreation related uses with access to parks and open space • Average density of 3 to 4 units per acre |   |
| Design priorities | Design priorities | |
| <ul style="list-style-type: none"> • Connected street (grid-like) • Network of parks and trails • Architectural design recommendations to ensure quality neighborhoods • Transparent fencing alongside parks and open space | <ul style="list-style-type: none"> • Connected street (grid-like) • Streets with view corridors along that focus on open space and the lake (which allows for both visual and physical access) • Network of parks and trails • Architectural design recommendations to ensure quality neighborhoods • Transparent fencing alongside parks and open space • Access to the lake, open space and parks • Single loaded roads to maximize public access and frontage to lake and open space |     |

| Commercial | | |
|---|---|---|
| Neighborhood Commercial / Mixed use | Regional Commercial | |
| Purpose and intent <ul style="list-style-type: none"> To accommodate smaller scale, neighborhood serving commercial uses Key location of neighborhood commercial nodes: <ul style="list-style-type: none"> Along Business 287 and US287 Along intersections of local roadways In close proximity to new and existing neighborhoods Commercial node would anchor adjoining multi-family residential transition areas and business parks and provide much needed neighborhood commercial services | Purpose and intent <ul style="list-style-type: none"> Regional scale retail and commercial uses that can take advantage of major regional roadway access and frontage (US287 and IH45) Located at major highway intersections to maximize access to the region and adjoining neighborhoods Potential to generate both ad valorem and sales tax revenue for the City, as well as job opportunities for residents |         |
| Land use types and density <ul style="list-style-type: none"> Dense and connected network of streets One to three story buildings and incorporation of appropriate open/civic spaces and amenities Allow a range of local serving retail, restaurants, personal services, and multi-family and professional offices (as a transition to adjoining neighborhoods) Average residential density of 14 – 18 units per acre | Land use types and density <ul style="list-style-type: none"> Mostly large format retail with restaurants and entertainment uses or mid-rise office buildings May include lodging and related uses May include multi-family and professional offices as a transition to adjoining neighborhoods One to three stories generally | |
| Design priorities <ul style="list-style-type: none"> Walkable public realm Pedestrian focused streetscape improvements Seamless transitions from commercial to neighborhood through multi-family residential Discourage “pods” of single-use developments | Design priorities <ul style="list-style-type: none"> Focus on minimizing the impact of a ‘big box’ look by articulating the building mass horizontally and vertically Allow a range of building materials: <ul style="list-style-type: none"> Retail /restaurant: primarily masonry (brick, stone, stucco, synthetic stone) Office buildings: masonry, glass, and more flexible materials Soften highway frontage with landscaping | |



| Business Park | | | |
|---|--|--|--|
| Business Park along US287 | Business Park along IH45 | | |
| Purpose and intent | Purpose and intent | | |
| <ul style="list-style-type: none"> • Large properties and parcels of land along US287 to develop corporate / flex office campuses and buildings • Overall vision is to make US287 corridor more competitive and attractive for campus/flex office tenants | <ul style="list-style-type: none"> • Smaller properties to develop garden style offices • Typically includes properties that are not at a highway interchange and may not be attractive for regional retail uses | | |
| Land use types and density | Land use types and density | | |
| <ul style="list-style-type: none"> • Corporate and flex office uses • Lodging uses • One to five stories | <ul style="list-style-type: none"> • Smaller professional offices, supporting retail and service uses, and lodging uses • Limited multi-family uses as a transition to the adjoining neighborhood land use • General scale of one to three stories | | |
| Design priorities | Design priorities | | |
| <ul style="list-style-type: none"> • Create a unified design overlay plan for US287 frontage that includes planting, berms, parking screens, signage, lighting, pedestrian facilities, consolidated driveways, wayfinding, and building design standards • Encourage site design that incorporates large flex office/industrial buildings with smaller professional office buildings with a hierarchy of connected streets and blocks • Locate service bays, outdoor storage (if any), trash/dumpsters and truck loading/unloading away from direct frontage on US287 (to be located on the side or to the rear of buildings along US287) • Building Design: <ul style="list-style-type: none"> ◦ Discourage large expanses of blank walls, especially along US287 frontage and public streets ◦ Encourage building articulation (horizontal and vertical) through the use of doors, windows, colors, textures, changing materials, etc. | <ul style="list-style-type: none"> • Landscaping and screening of surface parking along IH45 frontage, monument signage standards, access management, and cross access easements • Some articulation, doors, and windows along IH45 frontage (limit blank walls along highway frontage) • Service, outdoor storage (if any), loading, unloading on the side of the building or in the rear (not along highway) • Limit surface parking along the front of the building to one aisle with two rows of head-in parking | | |

| Industrial | |
|---|---|
| Industrial | Industrial Transition |
| Purpose and intent <ul style="list-style-type: none"> To allow for the continuation of industrial uses as a main source of employment and tax income for Ennis To ensure convenient and save access to and from IH45 and SH287 | Purpose and intent <ul style="list-style-type: none"> To provide for a long-term transition of existing underperforming industrial areas to other land uses based on the surrounding context of the area In some locations, older legacy industrial is adjoining existing neighborhoods with no buffer or transition In some cases, there may be a long-term opportunity to encourage flex industrial warehouse and office use conversions which may be more compatible with the adjoining context and offer market driven options to transition underperforming and incompatible industrial uses |
| Land use types and density <ul style="list-style-type: none"> Light to heavy industrial Density based on the specific use Create an adjoining Industrial Buffer where applicable to ensure a visual buffer (landscape, fencing, or combination) between land uses e.g., residential uses incompatible with industrial uses | Land use types and density <ul style="list-style-type: none"> Range of flex office, warehouse/storage, professional office, professional services, cottage industrial, and urban residential (based on adjoining context) |
| Design priorities <ul style="list-style-type: none"> Road network that allows for the convenient moving of goods with large trucks Address aesthetics with elements like screening especially along major roadways and highways To the extent possible, service bays, loading, unloading, and trash dumpsters should not be located next to residential neighborhood or with frontage along public streets; if they are, they should be screened appropriately Simple articulation of tilt-wall panels recommended along public streets and highway frontages – this could be in the form of changing color, material, or texture Encourage branding/signage of the industrial park at IH45 and US287 | Design priorities <ul style="list-style-type: none"> Allow a range of flexibility in uses Screening/buffering from adjoining neighborhoods Limit outdoor storage in the front yard that is visible from the roadway Screen outdoor storage from adjoining residential uses |



Rural Conservation / Agricultural

Purpose and intent

- Most of this area is located in the city’s ETJ
- Preserving some of the character of this area will continue to set Ennis apart from its adjoining communities
- Less attractive for more intense uses due to distance from the major roadways and limited street connectivity
- Includes Ennis’ most attractive and nationally known wildflower areas
- To preserve much of Ennis’ outlying areas in a rural, ranch, or agricultural state
- To encourage farm to table agricultural production
- To allow for the protection of areas know for their display of wildflowers in the spring
- To allow for the protection of cultural landscapes

Land use types and density

- Ranch type land use with very low density
- Mainly large-lot (2 acre min lot size) residential, ranching, and agricultural with some AG related commercial uses to be permitted (landscaping business, metal workshop, farmers market, convenience store, etc., with appropriate design and transition standards)
- Clustered Neighborhood Development option:
 - Provide incentives for development of clustered lots within this land use/character area due to potential for lower infrastructure (streets and utilities) costs and greater preservation of open space associated with clustered development
- Clustered Neighborhood recommended standards (especially in areas where sewer may be available):
 - Minimum assembled acreage required (approximately 20 acres)
 - Maintain gross density of 1 DU/2 Ac; but flexibility in lot sizes (no lot size minimum)
 - Minimum open space (public or private) or conservation easement required (approximately 70 percent)
 - Open space to be in a natural state or may be used for agricultural uses

Design priorities

- Allow for convenient access to Ennis as a service area for agricultural products
- Allow for vehicular access along the “wildflower trails” with wayfinding signage
- Preserve rural frontages along FM/county roads with deeper setbacks, low impact trails, and low fence design standards



| Public / Civic (State, Municipal, and ISD) | |
|--|---|
| Open Space / Parks / Cemetery | Facilities |
| Purpose and intent | Purpose and intent |
| <ul style="list-style-type: none"> Residents access to a range of parks and open space amenities from child-friendly neighborhood parks to active plazas and squares within new commercial and mixed use developments Protection of natural landscapes and open space for wildflower viewing, bird watching, and the general enjoyment of nature including educational opportunities To ensure access to lakes for recreation purposes To provide the opportunity for both active/programmed and passive/unprogrammed recreation | <ul style="list-style-type: none"> To allow for civic uses e.g., <ul style="list-style-type: none"> Federal (FEMA)/state/city/county services including city hall, fire protection, and library Schools |
| Land use types and density | Land use types and density |
| <ul style="list-style-type: none"> High density park development for active recreation and low density for passive recreation Residents access to a public park facility within ¼ - ½ mile walking distance of their homes Require developers to provide park space and quality park development to the same standard as provided by city | <ul style="list-style-type: none"> Density to reflect the surrounding area |
| Design priorities | Design priorities |
| <ul style="list-style-type: none"> Natural landscapes: <ul style="list-style-type: none"> Protection of the natural quality of the landscape Physical and visual access to natural landscapes Improvements to be of a subtle character that fit the natural landscape Programmed and designed landscapes: <ul style="list-style-type: none"> Landscape improvements with an emphasis on native plants and plants with low water requirements Trails designed with hard and/or soft surface depending on the use Enhance all parks and open space with a citywide and interconnected network of trails and paths for pedestrians and bicyclists | <ul style="list-style-type: none"> Design to fit into the context of the surrounding area |



5.3 Major Road Corridors

In addition to the recommendations that are specific to each land use category, it is important to establish some overarching design goals for the city's major corridors, namely Ennis Avenue (Business 287), US287, Kaufman Street (Business 45), and IH45 (see **Exhibit 5.2**).

Roads are a major component of the public realm; they give identity to a city by shaping visitor perceptions as well as residents' experiences. Since they are often shared with pedestrians and bicycles, roads have the potential to add or detract from quality of life experiences. Road corridors that are successful in providing quality experiences are well connected and integrated with the surrounding land use. The term used by the Federal Highway Administration is Context Sensitive Solutions (CSS), which is defined as follows:

CSS is a "collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility."

CSS is an approach that considers the total context within which a transportation improvement project will exist. The following section articulates a unified vision for the land use and design characteristics of development and redevelopment along the different major roadways. The intent is to create a holistic and consistent design aesthetic along the different roadway corridors to create a sense of identity in addition to elevating the property values over the long term.

IH45 Corridor

The IH45 Corridor is approximately 5.5 miles in length through the city of Ennis. It is a controlled access highway, which regionally connects the DFW Metroplex with the Houston Metro area. There are exits/interchanges at Business 45 (North Kaufman Street), Ennis Avenue, FM1181, Business 45/South Kaufman, and US287. The City, in conjunction with TxDOT, is currently investigating opportunities to adjust some on/off ramps along IH45.

In 2013, traffic counts on IH45 were approximately 42,000 vehicles per day. IH45 will continue to be a major regional highway and the ultimate development character along this roadway can positively influence Ennis' ability to draw more regional visitors and residents alike.

Existing Context: Most of the IH45 frontage in Ennis is auto-oriented. The western edge is more developed and consists of industrial/storage/warehouse uses at the northern gateway and the southern gateway. Several auto-oriented fast food and retail uses are



located at or close to the Ennis Avenue interchange. The areas in between are a mix of auto-sales and service uses. The eastern edge is less developed with vacant/undeveloped land to the north of Ennis Avenue, and some newer lodging facilities and auto-sales uses south of Ennis Avenue.



Image illustrating the current development context along IH45

Future Context: The future context of IH45 will continue to be auto-oriented. For pedestrians and bicycles, trail and bicycle route connections along roads that cross IH45 such as Ennis Avenue, Kaufman Street, Crisp Road, and Creechville Road (FM 1181) should be prioritized. Pedestrian and bicycle connections are recommended along nearby streets that parallel IH45.

The following are overarching goals for the corridor based on the land use as recommended in the Future Land Use Plan:

Business Commercial

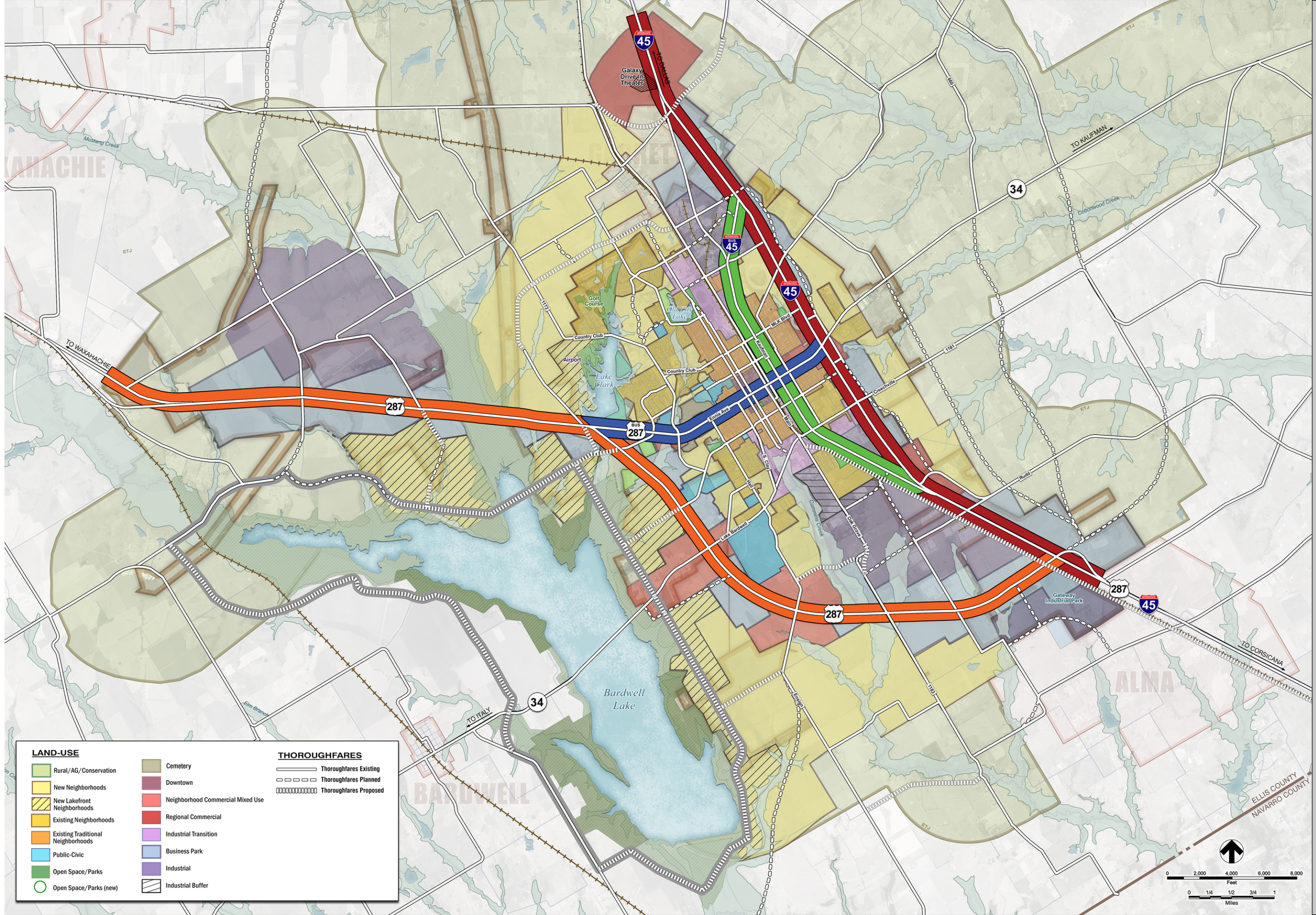
- Properties are smaller than those along US287 and so may be suitable for garden style offices development (especially at locations between interchanges).
- Create a more attractive southern city gateway (with vertical elements, public art, landscaping, signage, or combination of these elements) at IH45 and US287 interchange.

Retail

- Auto-oriented and highway focused (chain restaurants and retail).
- Investments to focus on aesthetics, signage standards to limit visual clutter, and streetscape improvements.
- Regional (big box) type retail at the intersection with Ennis Avenue.

MAJOR ROAD CORRIDORS

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| LAND-USE | | THOROUGHFARES | |
|------------------------------------|-----------------------------------|------------------------|--|
| Rural/AG/Conservation | Cemetery | Thoroughfares Existing | |
| New Neighborhoods | Downtown | Thoroughfares Planned | |
| New Lakefront Neighborhoods | Neighborhood Commercial Mixed Use | Thoroughfares Proposed | |
| Existing Neighborhoods | Regional Commercial | | |
| Existing Traditional Neighborhoods | Industrial Transition | | |
| Public-Civic | Business Park | | |
| Open Space/Parks | Industrial | | |
| Open Space/Parks (new) | Industrial Buffer | | |



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- Create a new northern gateway to Ennis with future Regional Retail development (around the Galaxy drive-in theater).

Industrial

- Limited to where it currently exists (at IH45 and North Kaufman Street and south between Creechville Road and US287).
- Encourage/incentivize aesthetic improvements with elements such as screening and landscaping, especially along the highway frontage.

Industrial Transition

- Where residential neighborhood adjacency exists, transition to neighborhood compatible land uses including higher density residential development, and places of worship or similar institutional uses.
- Encourage the long-term redevelopment of some of existing auto-sales, service, and industrial uses.

Residential

- Higher density residential and lodging uses may be appropriate in some locations in between interchanges.
- Transition to adjacent residential neighborhood (especially on the west side of IH45 north of Ennis Avenue).
- Opportunity for a large community park.
- Trail connections provided throughout the community.

Ennis Avenue (Business 287)

Under the purview of the Texas Department of Transportation (TxDOT), Ennis Avenue is referred to as Business 287 between IH45 and US287 Bypass. It is generally a four-lane corridor with a continuous two-way left turn lane through most of its length except through Downtown (from McKinney to Main Street) where it is a three-lane roadway with on-street, angled parking.



Image illustrating the character along Ennis Avenue (Business 287)



Ennis Avenue can be classified into three sub-sections given the roadway and adjoining development context.

East Ennis Avenue: The first section is east of the Union Pacific (UP) rail line between East Main Street and IH45.

Existing Context: This section is mostly characterized by auto-oriented retail, fast food, and some larger scale retail uses (Wal-Mart Supercenter) closer to the interstate highway. Most of the retail is half-a-block to one block deep with residential uses backing up to the retail uses along the corridor. The one exception to the retail frontages is between Shawnee and Paris Streets, which is the location of the Travis Elementary School. Another unique element is the existing grain silos located at Breckenridge and Ennis Avenue. The silos and the UP railroad crossing mark the entrance into the Central Section of Ennis Avenue where it traverses Downtown.

Future Context:

1. Although this section of Ennis Avenue may remain auto-oriented in the immediate future, the private development frontage should be made more aesthetically pleasing to attract more visitors into Downtown. Any future bicycle facility along this section of the corridor should take the following into consideration:
 - Speed and amount of traffic;
 - Truck traffic on Ennis Avenue;
 - Number of commercial driveways;
 - Availability of parallel roadways that may be more conducive to cyclists; and
 - The appropriate type of bicycle facility given the context, e.g. wide curb lanes, buffered bike lanes, separate hike and bike facilities, and shared lanes.
2. Maintain/encourage more regional retail at the IH45 intersection (encourage property consolidation and redevelopment to accommodate a range of larger retail uses).
3. Aesthetic and safety improvements to focus on the approach towards Downtown, including:
 - Branding;
 - Wayfinding signage;
 - Addressing the visual clutter of business signs;
 - Improve streetscape, landscaping (possibly adding medians to Ennis Avenue to improve corridor aesthetics and safety);
 - Access management (consolidating driveways, encouraging cross-access easements); and

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- A pedestrian and cycling experience that is welcoming and safe.

Central Ennis Avenue: This is the section of Ennis Avenue through Downtown Ennis from the UP rail line to approximately Preston Street.

Existing Context: The two blocks immediately adjacent to the rail line (between McKinney and West Main Street) have the most intact pedestrian-oriented development context with buildings at the sidewalk and ground floors storefronts. Past McKinney Street, the development context becomes more auto-oriented with buildings set back from the street and surface parking located along the street frontage. There is a mix of civic, retail, restaurant, and office uses.

Future Context: The goal is to make this section of the corridor more walkable with a vibrant mix of retail, restaurant, office, civic, and residential uses. With respect to bicycle accommodation, there are parallel roadways that are more residential in nature that make good shared roadway corridors. Given the importance of keeping this section of Ennis Avenue a great retail destination, the priority should be given to pedestrian and sidewalk café amenities. These include:

- Improving the streetscape and sidewalks (widening);
- Encouraging buildings at or close to the sidewalk with parking behind the buildings;
- Encourage shared/public parking strategies and improve signage and access to public parking; and
- Create gateways (vertical elements, public art, signage, landscaping or combination) into Downtown at Preston Street and at the UP rail line/silos.

The City is currently undertaking a Downtown Master Plan that is will provide further details on the future vision for this section of Ennis Avenue.

West Ennis Avenue: This is the section of Ennis Avenue from Clay Street to US287 Bypass.

Existing Context: This section of Ennis Avenue is a mix of vacant, underperforming uses as well as some neighborhood serving retail uses. This section of the corridor is generally auto-oriented with most of the neighborhood serving retail (HEB grocery store) located close to Downtown. Further west from Downtown is an underutilized shopping center with significant vacancies. Most of the retail commercial uses are no more than one block deep on either side of Ennis Avenue and are immediately adjacent to existing neighborhoods. There is a major open space, Myrtle Cemetery, along the northern side of Ennis Avenue, west of Glasscock Street. There is a newer grocery (Brookshire's) anchored neighborhood retail center towards the western end of Ennis Avenue. Development is less intense



(smaller development, more vacant parcels, less retail uses) as one travels further west along Ennis Avenue from Downtown.

Future Context: Although this section of Ennis Avenue may remain auto-oriented in the immediate future, the private development frontage should be made more aesthetically pleasing to attract more visitors into Downtown. Any future bicycle facility along this section of the corridor should take the following into consideration:

- Speed and amount of traffic;
- Truck traffic on Ennis Avenue;
- Number of commercial driveways;
- Availability of parallel roadways that may be more conducive to cyclists; and
- The appropriate type of bicycle facility given the context, e.g. wide curb lanes, buffered bike lanes, separate hike and bike facilities, and shared lanes.

The goals for this section of the corridor are:

- Improve aesthetic appeal of the corridor – improve landscaping, streetscaping, sidewalk improvements.
- Attract more neighborhood focused retail, restaurant, and office uses.
- Some multi-family residential uses may be appropriate at infill, mid-block locations that may not be suitable for retail uses.

US287 Bypass

US287 is in the process of being improved to a controlled access highway around the western and southern portions of the city. There are (or will be) interchanges at the following streets: Ennis Avenue (Business 287), Ennis Parkway, Lampasas Street, Lake Bardwell Drive (SH34), Ensign Road, Oak Grove Road (FM1183), Sterilite Drive/Rudd Road, and IH45.

US287 Bypass is approximately seven miles in length and is under the purview of the TxDOT. It is generally to be improved to be a four-lane corridor with mostly continuous one-way frontage roads that are two (or three) lanes on each side. The 2013 traffic counts on US287 were approximately 13,000 vehicle trips per day, which is likely to increase as new development is added along this corridor.



Image showing the existing context along US287 Bypass

Existing Context: Most of the land along US287 is vacant or undeveloped with the exception of the intermediate school and the newly developed Ennis Regional Medical center at Lampasas Street. Ennis High School does not have direct frontage along US287, but is close to the intersection of US287 and Lake Bardwell Drive. TeleTech Ennis (a call center use) is located at the northeast corner of FM1183 and US287 and the main access into the Ennis Industrial Park is off of Sterilite Drive. Most of the southern and western frontages of US287 are currently undeveloped.

Future Context: In terms of pedestrian and bicycle accommodation along this corridor, priority should be given to accommodating pedestrians and bicyclists along the roadways that cross US287 such as Ennis Parkway, Lake Bardwell Drive (Hwy34), Ensign Road, and FM1183. The following are overarching goals for the corridor based on the FLUP categories:

Business Park Commercial

- Take advantage of existing natural landscape with large properties and parcels of land to develop larger master planned business park/corporate/flex office campuses and buildings to create a more aesthetically attractive frontage along US287.
- Within this land use designation, gateways are recommended at the south and east approach to Ennis (at US287 and IH45).

Neighborhood Retail and Mixed Use







- Should be focused on both automobiles (US287 frontage) and pedestrians (internal street frontages).
- Mostly greenfield development; encourage master planning of larger tracts in coordination.
- Take advantage of lake-associated retail/entertainment and mixed use opportunities to create a destination at Lake Bardwell and US287.



- Encourage neighborhood scaled mix of land uses; transitions to neighborhoods with multi-family in an integrated and walkable manner (see illustrative concept in the Land Use Category descriptions section).
- Integrate with the neighborhood with an emphasis on walkability; discourage pods of single-use developments.

Kaufman Street (Business 45):

Kaufman Street is Business 45 and is a major roadway corridor through Ennis. It runs north-south from IH45 at the northern end of the city to the southern end of the city to FM85 where it merges with the south-bound frontage road for IH45.

| Major Corridor Recommendations | | | | | |
|--|--|--|---|--|---|
| US 287 Character | | IH 45 Character | | Ennis Avenue | |
| Now: | Future: | Now: | Future: | Now: | Future: |
|  |  |  |  |  |  |
| <p>Business Park Commercial</p> <ol style="list-style-type: none"> 1. Take advantage of existing natural landscape with large properties and parcels of land to develop business park / corporate / flex office campuses and buildings; such development is aesthetically more acceptable than industrial as seen from US287. 2. Within this land use / character area, gateways are recommended at the south and east approach to Ennis (at US287 and IH45). <p>Retail</p> <ol style="list-style-type: none"> 1. Focused on both automobiles and pedestrians 2. Mostly greenfield development 3. Associated with the lake 4. Has entertainment and dining opportunity 5. Contains neighborhood scaled mix of land uses; transitions to neighborhoods with multi-family in an integrated and walkable manner 6. Integrated with the neighborhood with an emphasis on walkability | | <p>Business Commercial for IH45</p> <ol style="list-style-type: none"> 1. Properties are smaller than along US287 2. Garden-style offices 3. Redevelopment opportunities 4. Create a more attractive southern gateway to Ennis <p>Retail</p> <ol style="list-style-type: none"> 1. Auto focused 2. Investments to focus on aesthetics, signage standards to limit visual clutter, and streetscape improvements 3. Regional (big box) type retail 4. Create a northern gateway to Ennis with future Regional Retail development <p>Industrial</p> <ol style="list-style-type: none"> 1. Limit it to where it currently exists 2. Address aesthetic perception with elements like screening, landscaping <p>Industrial Transition</p> <ol style="list-style-type: none"> 1. Where residential neighborhood adjacency exists, transition to neighborhood compatible land uses including higher density residential development, religious and institutional uses, etc. <p>Residential</p> <ol style="list-style-type: none"> 1. Higher density residential 2. Transition to adjacent residential neighborhood 3. Opportunity for a large community park <p>Trail connections provided throughout the community</p> | | <p>East of Downtown</p> <ol style="list-style-type: none"> 1. Regional retail 2. Aesthetic improvement to focus on the approach towards downtown, including: <ul style="list-style-type: none"> • Branding • Wayfinding signage • Addressing the visual clutter of business signs • Streetscape, landscaping • Access management • A pedestrian and cycling experience that is welcoming and safe <p>West of downtown</p> <ol style="list-style-type: none"> 1. Retail at a scale that fits the adjacent neighborhood <p>Downtown</p> <ol style="list-style-type: none"> 1. Walkable mixed use with lofts, retail, office, and entertainment 2. Focused on destination development 3. Eliminate/reroute truck traffic 4. Pedestrian safe and friendly | |

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This roadway corridor is under the purview of TxDOT. It is generally a four-lane corridor with a continuous two-way left turn lane through most of its length. The TxDOT 2013 Average Daily Traffic (ADT) along Kaufman Street are:

- North end coming off of IH45 – 4,820 ADT
- Just north of Business 287 – 8,540 ADT
- Just south of Business 287 – 8,290 ADT
- South end of road – 5,670 ADT

The specific recommendations for the Kaufman corridor are included in the Focus Area discussion in **Section 5.4**.

5.4 Vehicular Connectivity

Thoroughfare Plan Refinements

Based on the analysis of the 2000 Thoroughfare Plan and existing transportation network, many of the originally designated thoroughfare road segments do not apply anymore for various reasons (e.g., routes compromised by subsequent development). It is necessary to refine or add some thoroughfare segments to implement the recommendations within this 2015 Plan Update effectively. It is important to note that this only refers to the designation of roads as thoroughfares and not necessarily the physical removal of existing road pavement.

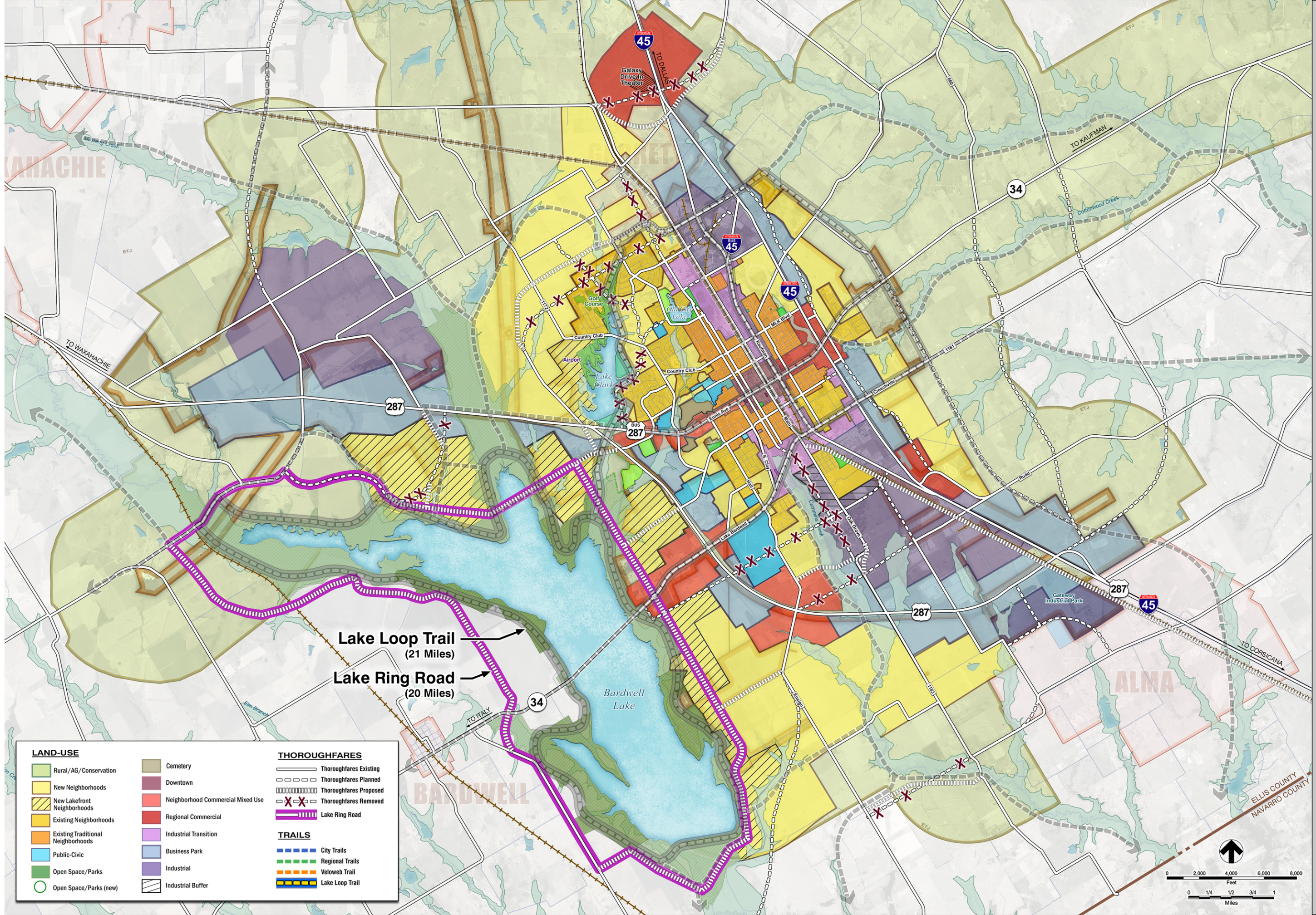
A limited number of refinements recommended for the existing Thoroughfare Plan, including the concept of a Lake Ring Road are illustrated in **Exhibit 5.4** and are described in **Table 5.1**.



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THOROUGHFARE REFINEMENTS

2015 ENNIS COMPREHENSIVE PLAN UPDATE



Lake Loop Trail
(21 Miles)

Lake Ring Road
(20 Miles)

| LAND-USE | | THOROUGHFARES | | TRAILS | |
|----------|------------------------------------|---------------|-----------------------------------|--------|-----------------|
| | Rural/AG/Conservation | | Thoroughfares Existing | | City Trails |
| | New Neighborhoods | | Thoroughfares Planned | | Regional Trails |
| | New Lakefront Neighborhoods | | Thoroughfares Proposed | | Veloweb Trail |
| | Existing Neighborhoods | | Thoroughfares Removed | | Lake Loop Trail |
| | Existing Traditional Neighborhoods | | Cemetery | | |
| | Public-Civic | | Downtown | | |
| | Open Space/Parks | | Neighborhood Commercial Mixed Use | | |
| | Open Space/Parks (new) | | Regional Commercial | | |
| | | | Industrial Transition | | |
| | | | Business Park | | |
| | | | Industrial | | |
| | | | Industrial Buffer | | |



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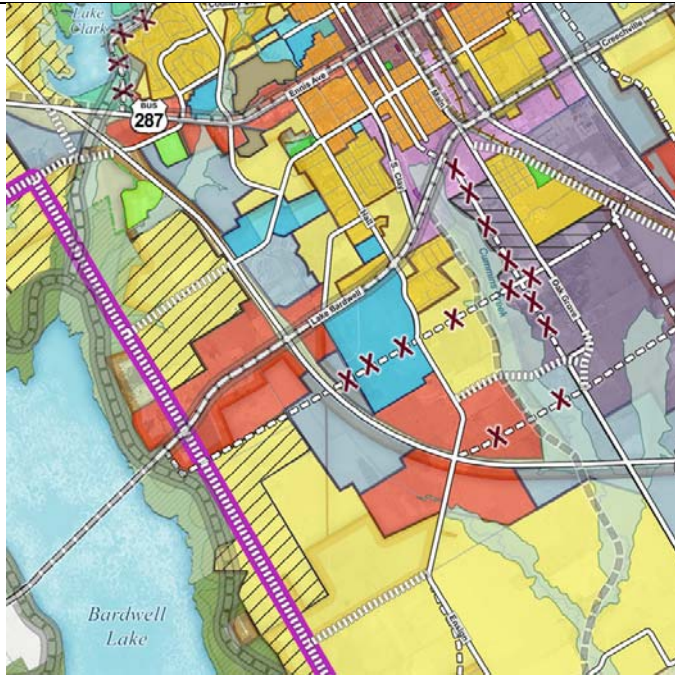
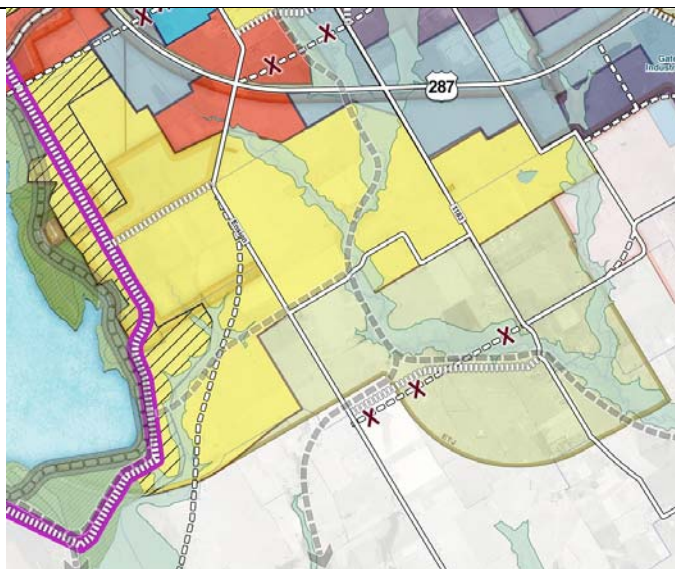
Table 5.1 – Thoroughfare Refinements

| Roadway Section and Goal | Location Map |
|--|--------------|
| <p>Lake Ring Road Big idea - Loop road around Lake Bardwell</p> <p>Goal: To provide physical and visual access to Lake Bardwell, associated parks, and the preserved USACE land</p> <p>North Side</p> <ul style="list-style-type: none"> The Lake Ring Road provides continuous road access to the lake The proposed bridge on the same location as the original road that got inundated by the lake, provides for a signature, unique road and trail crossing <p>East, South and West Sides</p> <ul style="list-style-type: none"> The Lake Ring Road provides continuous road access to the lake | |
| <p>North Area</p> <p>Connecting across IH45</p> <ul style="list-style-type: none"> No bridge and/or connection with IH45 exist A future connection at this location is impractical Revise the thoroughfare route to benefit from the existing interchange and crossing at FM879 <p>Issues/benefits:</p> <ul style="list-style-type: none"> Coordination with City of Garrett is required The railroad crossing requires a detailed engineering study The rerouting improves access to future regional commercial area (shown in red) to the north The potential is to design the future road to emphasize a potential northern gateway to Ennis | |



| Roadway Section and Goal | Location Map |
|---|--|
| <p>NW Neighborhood Area</p> <p>North Side Connections</p> <ul style="list-style-type: none">• East-west and north-south roads pass through a neighborhood that was developed subsequent to the adoption of the 2000 Thoroughfare Plan• An east-west route is recommended to be shifted north of the neighborhood <p>Country Club to Business 287</p> <ul style="list-style-type: none">• The middle section of this route exists where it aligns with a quiet residential street• The 2000 Plan's proposed intersection with Business 287 will compromise the existing park along Lake Clark | <p>This map shows the NW Neighborhood Area with several proposed roadway shifts marked by red 'X' symbols. Key features include Lake Clark, an Airport, a Golf Course, and Business 287. Major roads like Ennis Ave and Kaufman are also visible.</p> |
| <p>West Area</p> <p>US287 Connection</p> <ul style="list-style-type: none">• Consider realigning thoroughfare route between US287 and the lake ring road along the existing North Cooke Road to better align with property lines and existing development• Retains existing connection to US287 along North Cooke Road• Provides a standard intersection with Lake Ring Road | <p>This map details the US287 connection in the West Area. It shows a proposed purple route connecting US287 to Lake Ring Road. The Lake Loop Trail (21 Miles) and Lake Ring Road (20 Miles) are also indicated. Bardwell Lake is shown to the east.</p> |

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| Roadway Section and Goal | Location Map |
|--|---|
| <p>South Area</p> <p>School Area</p> <ul style="list-style-type: none"> Existing high & junior-high schools prevent construction of planned road Alternative improves connectivity between Oak Grove and Hall <p>Industrial Area</p> <ul style="list-style-type: none"> A building on Jack McKay Boulevard is in the way of the north/south thoroughfare There is not sufficient width for the thoroughfare with the existing Sherwin-Williams complex in place Proposed changes reduce number of trail crossings Connection to Ensign Road/US287 intersection is problematic <p>Rail Line</p> <ul style="list-style-type: none"> The extension of Main Street (from SH34 along Knighthurst Road and Old Alma Road) as a thoroughfare where it runs parallel to the rail line |  <p>This map shows the South Area with proposed roadway alignments highlighted in purple and red. Key features include Bardwell Lake to the west, US287 running north-south, and various industrial and residential zones. Red 'X' marks indicate specific points of interest or crossings along the proposed routes.</p> |
| <p>Far South Area</p> <p>Future connection between Ensign Road & FM1183</p> <ul style="list-style-type: none"> The re-alignment follows the existing street alignment and avoids the creek's flood plain Reduces proposed trail/road crossings from two to one <p>Ensign Road to Lake Ring Road</p> <ul style="list-style-type: none"> The suggested revision provides thoroughfare connectivity between Ensign Road and the Lake Ring Road |  <p>This map shows the Far South Area with proposed roadway alignments highlighted in purple and red. It features US287 and FM1183, along with a creek and flood plain. Red 'X' marks indicate specific points of interest or crossings along the proposed routes.</p> |



5.5 Trails and Bicycle Routes

The long-term approach to considering trails and bicycle routes for Ennis is to provide access to parks, schools, places of worship, shops and employment centers. However, given the lack of trail and bike route improvements in Ennis, some big ideas and concepts are explored within this 2015 Plan Update. The goal of this section of the report is to convey ideas and concepts that would prioritize trails and bicycle routes in the city, especially within the Focus Areas. The goal is to build on these initial ideas to create a more robust and detailed Trail and Bike Facilities Master Plan once implementation of this 2015 Plan Update gains momentum.

The map (see **Exhibit 5.5**) identifies locations where the City should prioritize pedestrian and bicycling connectivity throughout Ennis and the surrounding areas. These trail and route alignments are conceptual and do not differentiate between on-road bicycle routes, sidewalks that coincide with a particular trail alignment, and off-road multi-use trails that may be used for mountain biking, recreational cycling, jogging, walking, and/or strolling. Nor does the map differentiate between hard surface and soft surface trails. For example in terms of bicycles, serious cyclists may prefer vehicular roads and recreational cyclists may prefer off-road trails. Similarly, for bird watching a winding, low impact trail may be preferred, whereas some joggers may prefer a concrete surface and other joggers may prefer a soft surface nature trail.

Regionally, the Veloweb Trail could connect Ennis with the DFW Metroplex, while the goal of other regional trails is to connect with other cities/communities and regional destinations including the Trinity River. Some of the big ideas and concepts recommended for trail and/or bike route connectivity are:

Lake Loop Trail – this trail loops around Lake Bardwell and is described in more detail as part of one of the big ideas. In essence, it connects the City and USACE parks and amenities, and traverses beautiful natural habitat associated with the lake.

Lake Ring Road – a road that loops around Lake Bardwell, it is described in more detail as part of one of the big ideas. As a bicycling route, it provides the ideal opportunity for serious cyclists to ride along a scenic route when training or to host regional cycling events.

City Loop Trail – as a loop trail of approximately 20 miles, its purpose is to connect key destinations on the outer reaches of the city.

City Spine Trail – this trail section serves as an internal connection along Ennis Road. It connects Downtown with the City Loop Trail.

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Kaufman Spine Trail- in recognition and support of the Kaufman Corridor as a focus area, this trail section runs along the Kaufman Street corridor to connect the outer reaches of the City Loop Trail.

The **City Spine Trail** and **Kaufman Spine Trail** together divide the City Loop Trail into shorter loops. Future identification of neighborhood trails, routes, and sidewalks through a more detailed Trail and Bike Facilities Master Plan could provide a finer grain of connections internal to Ennis.

The purpose of the trail and route concepts identified in this section is to initiate a more in-depth discussion, and to define key connections in support of the focus areas approach and quality of life initiatives. Any of the trail sections that are located within a focus area, has the potential to serve as a catalyst for private investment within that particular focus area. The Kaufman Spine is a good example, whereas both the Lake Loop Trail and Lake Ring Roads are supportive of the Lake Bardwell Growth Area as a focus area.



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- 01 SCHOOLS**
- 01 Ennis High School
 - 02 Ennis Jr. High School
 - 03 Dorie Miller Intermediate School
 - 04 David Crockett Early Childhood Ctr.
 - 05 James Bowie Elementary
 - 06 Ennis ISD Tennis Ctr.
 - 07 Stephen F. Austin Elementary
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- 01 PARKS**
- City of Ennis Parks**
 - 01 Cerf Park
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 - 17 Veterans Memorial Park
 - 18 Willy Love Park
 - US COE Park**
 - 19 Love Park
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 - 21 Waxahachie Creek Park
 - 22 High View Park
 - 23 Mott Park
 - US COE Land**
 - Conservation & Limited Use
 - 24 HQ Overlook
 - 25 Meadowview
 - 26 Mustang Point

City Loop Trail
 Kaufman Spine
 City Spine

Lake Loop Trail
 (21 Miles)
 Lake Ring Road
 (20 Miles)

THOROUGHFARES

- Throughfares Existing
- Throughfares Planned
- Throughfares Proposed
- X-X- Throughfares Removed
- █ Lake Ring Road

TRAILS

- █ City Trails
- █ Regional Trails
- █ Veloweb Trail
- █ Lake Loop Trail



5.6 Parks and Open Space

Parks and Recreation

Parks: The location of future parks is conceptually illustrated in **Exhibit 5.6**. The premise of this recommendation is to ensure adequate distribution of parks where the majority of residents are within a five to 10 minute walk from a park, and to have adequate parkland available for future recreation needs.

Also considered is the immediate need for parks in specific areas e.g., in an area east of Kaufman Street, where a large parcel of undeveloped land is ideally suited for a community park. This park will truly serve as a catalyst on various fronts. The proposed park could:

- Increase the value of adjacent property;
- Provide much needed recreation facilities for the surrounding neighborhood as well as the larger Ennis community;
- Contribute to the overall physical and aesthetic improvement within the Kaufman Corridor; and
- Provide pedestrian and bicycling connections between Kaufman Corridor and the park.

As a follow up to this 2015 Plan Update, a more comprehensive citywide Parks and Recreation Master Plan is recommended. Such a detailed Parks and Recreation Master Plan can help determine other community priorities for parks and recreation amenities.

Recreation Facilities: Recreation facilities in Ennis have not been reviewed as part of this 2015 Plan Update. However, recreation facilities will be important to be addressed in terms of current and future needs in Ennis. Recreation facilities are typically addressed as part of a citywide Parks and Recreation Master Plan.

Regulatory Process: From a regulatory point of view, a parkland dedication ordinance is essential to ensure that acreage for parks is dedicated during the development process, and that standards be followed for quality park development. Based on the outcomes of the citywide Parks and Recreation Master Plan, it should include the following:

- Criteria for park location and design within new neighborhoods, especially lakefront and lake associated neighborhoods;
- Evaluation of zoning and subdivision ordinances;
- Evaluation of the city's park dedication ordinances;
- Measures to protect natural areas; and
- Single loaded roads as a measure to provide physical and visual access to parks and open space.



Open Space and the Rural Landscape

The Value of Ennis' Rural Landscape: The value of the rural land that surrounds Ennis cannot be overstated. The manner in which it is perceived and experienced are closely associated with the annual blooming of wildflowers. While relatively small areas have official protection, e.g., Kachina Prairie Park and Meadowview on the shores of Lake Clark and Lake Bardwell respectively, the vast majority of the rural landscape is not protected. Yet, the annual Bluebonnet Trails Festival attracts visitors from across the nation.

The grassland prairie that naturally occurs in the region has severely been impacted by cultivation and urban development over time. Only a fraction remains of the millions of acres of this eco-biome that once covered the Texas landscape.

Protecting Ennis' Rural Landscape: Protecting the rural landscape requires the cooperation of landowners as well as regulatory and incentive measures. In general, the blooming of wildflowers co-exist well with the agricultural practices of the area including grazing and ranching. However, many visitors may bring conflict and will need to be resolved over time. Incentives to establish preserves may be appropriate to protect grassland prairie land where it has never been cultivated. Due to the nature of urban development, it is much more difficult to protect natural areas. However, encouraging and incentivizing conservation developments should be considered to protect and preserve Ennis' rural landscapes and agricultural land:

- *Conservation Development* - Conservation development describes a development approach where a significant portion of the developable land area is designated as protected open space¹⁰.

Typical characteristics of conservation developments include:

- At least 50 percent of developable area is preserved in some form of open space (including natural vegetation, agricultural uses, or active or passive open space).
- Allowable development is often density-neutral (meaning that the overall number of dwelling units built is the same as under conventional subdivision standards, but on a smaller footprint). However, conservation developments may instead be density-positive or density-negative.

Ennis can incentivize this form of development through its ordinances and infrastructure policy. This development pattern can help establish a network of open space, greenbelts, creek corridors, and trails as land is developed in Ennis. It is important that the City utilizes the Future Land Use Plan and other environmental

¹⁰ *Arendt, Randall G. 1996. Conservation Design for Subdivisions. p 6*

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resources to ensure that areas preserved in individual developments are coordinated so they connect to create this interconnected network of open space.

Future Studies: In order to provide adequate justification for the protection of the rural landscape, and to develop the appropriate implementation measures, studies are recommended to determine:

- The economic impact of wildflower viewing and measures to ensure harmony between landowners and tourists
- The occurrence of uncultivated grassland prairie land and measures for its protection





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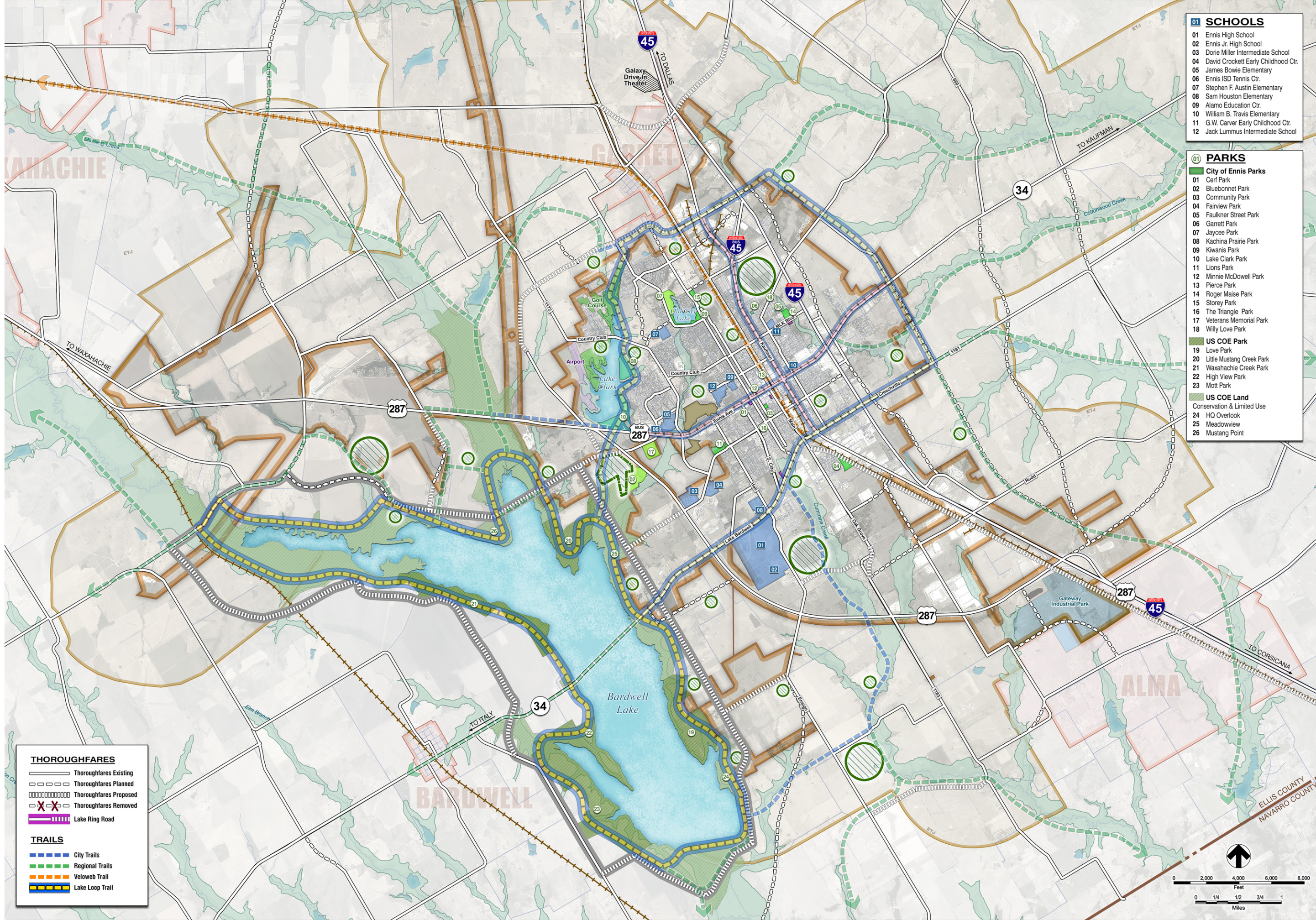
PROPOSED PARKS

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- 01 SCHOOLS**
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 - Conservation & Limited Use
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 - 26 Mustang Point

- THOROUGHFARES**
- Throughfares Existing
 - Throughfares Planned
 - Throughfares Proposed
 - ✕ Throughfares Removed
 - ▬ Lake Ring Road
- TRAILS**
- ▬ City Trails
 - ▬ Regional Trails
 - ▬ Veloweb Trail
 - ▬ Lake Loop Trail



6. Focus Areas



A major element of this 2015 Comprehensive Plan Update is to create a targeted growth strategy that builds on the community's strengths while making it more attractive for new retail and residential development. Rather than embarking on a scattershot approach that tries to address the entire city, this targeted strategy identifies areas with the highest need for the City to focus on with respect to quality of life improvements, redevelopment, public infrastructure, and new development. This also helps the City prioritize its limited public funding for maximum impact. The three focus areas identified in this plan are Downtown, Lake Bardwell Growth Area, and the Kaufman Corridor (see **Exhibit 6.1**).



6.3 Downtown Ennis



Since its construction until today, Downtown functioned as the heart of Ennis where people do commerce, socialize and gather for events.

Source: Ennis Library

Downtown Ennis is perhaps the most important cultural and economic destination within Ennis. The destruction caused by the 2013 tornado was the impetus for receiving government funding for the protection and redevelopment of Downtown. Recent and ongoing redevelopment efforts have proved to be extremely effective to re-energize Downtown, which is rightfully so, regarded as the “heart of Ennis.”

The idea to consider Downtown as a focus area builds on the success of these redevelopment efforts. Being identified as a focus area makes Downtown eligible for priority funding and actions. The preservation and improvement of Downtown are important measures to provide quality of life experiences to both residents and visitors. Downtown’s charm is already the impetus for many activities. It is the “how” of preservation and improvement that will determine the success in achieving quality of life.



Christmas parade, 1943 – along Main Street adjacent to the railroad. Source: Ennis Library

FOCUS AREAS

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- A CITY FACILITIES**
- A City Hall, Police & Fire Central Station
 - B Fire Station #2
 - C Public Works
 - D Convention Ctr., Visitors Bureau & Railroad Museum
 - E Public Library

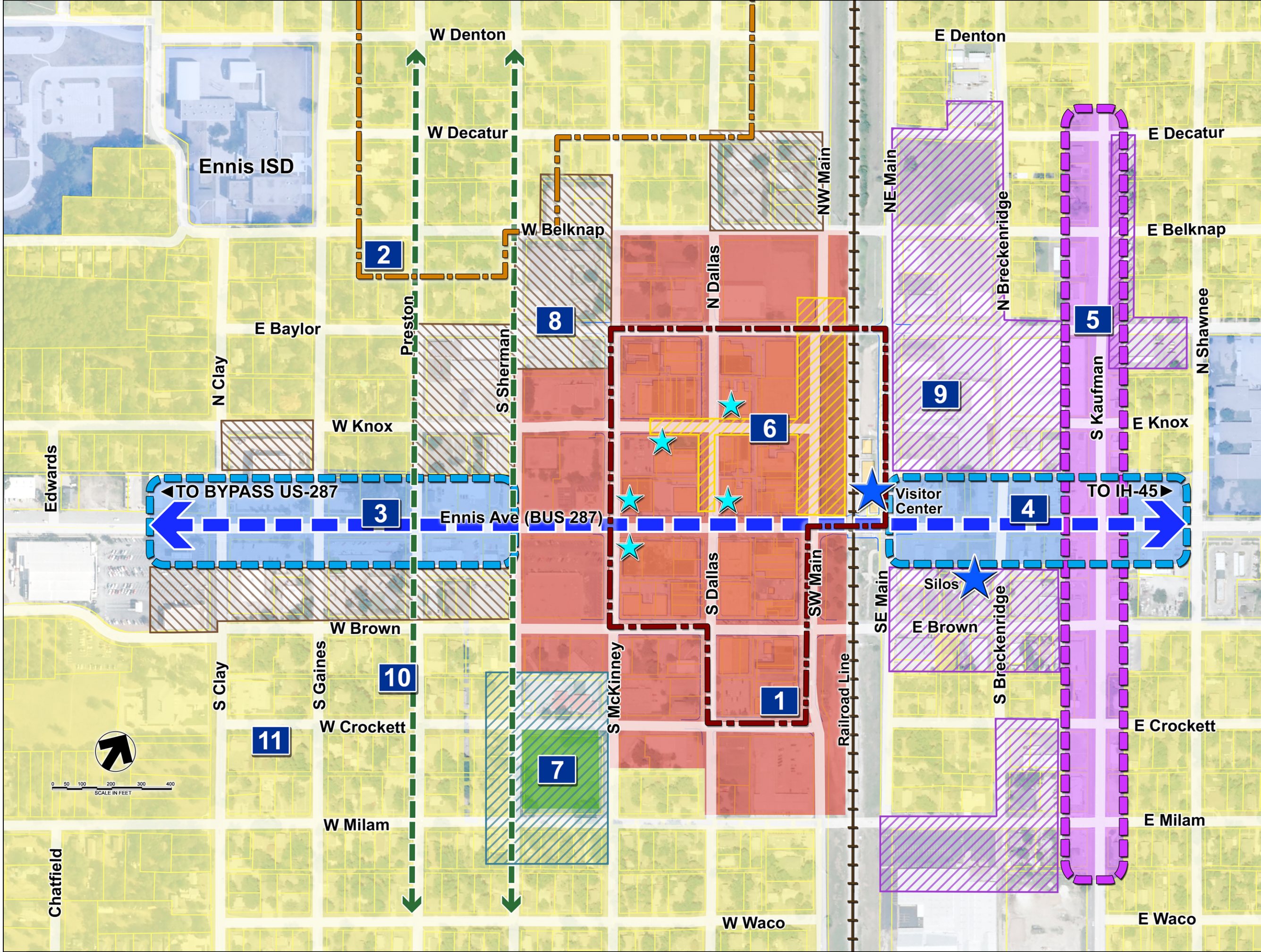
- FOCUS AREAS**
- I Downtown Corridor
 - II 287/Lake Bardwell Corridor
 - III Kaufman Corridor

Lake Loop Trail
(21 Miles)

Lake Ring Road
(20 Miles)

| LAND-USE | | THOROUGHFARES | |
|------------------------------------|-----------------------------------|------------------------|-----------------------|
| Rural/AG/Conservation | Cemetery | Thoroughfares Existing | Thoroughfares Planned |
| New Neighborhoods | Downtown | Thoroughfares Proposed | Thoroughfares Removed |
| New Lakefront Neighborhoods | Neighborhood Commercial Mixed Use | Lake Ring Road | |
| Existing Neighborhoods | Regional Commercial | | |
| Existing Traditional Neighborhoods | Industrial Transition | | |
| Public-Civic | Business Park | TRAILS | |
| Open Space/Parks | Industrial | City Trails | Regional Trails |
| Open Space/Parks (new) | Industrial Buffer | Veloweb Trail | Lake Loop Trail |





DOWNTOWN ISSUES & OPPORTUNITIES

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Public Input: During the Downtown focus group discussion, participants shared their earliest memories of Downtown, which included a bustling, lively Downtown with lots of activities and people. Several noted a marked difference in Downtown before and after both the fire in the 1990s and the tornado in 2013.

The following is a summary of the input received during the Downtown focus group discussion, interviews, and public meetings:

- Include people in planning process
- Downtown is the heart of Ennis
- Downtown is unique – the envy of many
- People want 24-hour live-work-play with more retail and dining
- Maintain the authentic Downtown experience
- Slow down traffic along Ennis Avenue
- Celebrate Downtown with gateways

Overall Statement about Downtown: Downtown Ennis has enormous possibility for contributions to both the City of Ennis and the region. All participants saw Downtown Ennis as a valuable asset for the City of Ennis, if it is repaired and developed according to a well-conceived revitalization and implementation plan. Downtown Ennis can be the heart of the city and contribute to the success of Ennis as a whole.





Issues and Opportunities: Several issues and opportunities were identified during the public engagement process, meetings with staff, and on-site reconnaissance of Downtown. A description of these issues and opportunities as illustrated in the **Exhibit 6.2**.

1. Preserve the historic commercial area in Downtown on the National Register of Historic Places².
2. Preserve the fabric of the Historic Residential District and better connect to Downtown.
3. West Ennis Avenue: opportunity to improve the streetscape to enhance vehicular and pedestrian experiences.
4. East Ennis Avenue: opportunity to improve the streetscape, create a gateway to Downtown, and to provide wayfinding signage in order to better connect to IH45.
5. Kaufman Street: opportunity to improve the streetscape and aesthetics of the road corridor in order to encourage and incentivize long-term redevelopment (see Focus Area discussion in **Chapter 6**).
6. Build on the core success of existing destinations along Knox/Dallas/Main Streets.
7. Potential to use public property as a catalyst for private development in addition to creating a new community event/gathering place.
8. The potential is to improve this existing public open space in order to maximize surrounding opportunities
9. Carefully address the potential for long-term urban living and live-work uses as transitions between Downtown and adjoining neighborhoods.
10. Evaluate areas that have long-term redevelopment potential for appropriate cottage industrial and entrepreneurial uses associated with the future improvements of the Kaufman corridor.
11. Preston and Sherman Streets could potentially be prioritized for trail and/or bicycle route to connect the adjoining neighborhoods to Downtown
12. Prioritize strategies to preserve the existing historic neighborhood fabric with appropriate and context sensitive residential infill.

Downtown Master Plan: A Downtown Master Plan is currently in the process of being prepared for Downtown Ennis. Based on insights gained by the 2015 Plan Update planning team, this Downtown Master Plan should generally address the following:

- Public investment for projects to serve as the catalyst for private investments

² Authorized by the National Historic Preservation Act of 1966, the National Park Service's National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources.

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- Improvement of the public realm with streetscape improvements
- Improving the overall experience of Downtown by discouraging truck traffic (especially on Ennis Avenue)
- Improving walkability and pedestrian and bicycling linkages
- Consider wayfinding signage and gateways to draw people into Downtown
- Focus on Downtown to provide authentic “experiences”
- Create a multi-purpose public gathering space
- Find ways for adjacent and historic neighborhoods to compliment Downtown, while being protected from traffic, parking intrusion, noise and a perceived loss of privacy
- Create appropriate design and zoning standards to implementing the vision for Downtown

6.2 Lake Bardwell Growth Area

The Lake Bardwell Growth Area comprises Lake Bardwell, the associated USACE conservation land, and land between US287 and the lake. The area holds untapped potential for recreation, residential, retail, and entertainment development. In fact, Lake Bardwell holds tremendous promise not only for the benefit of Ennis citizens, but also for the region by drawing visitors from the DFW Metroplex and beyond.



The quality of life value of Lake Bardwell is largely based on the tranquil beauty of views towards the water, and the natural habitat for wildlife. It provides a psychological refuge in our technological age while providing the opportunity for a variety of recreation activities. In addition, the recently improved US287 corridor provides potential for new development (residential neighborhoods and mixed-use development) that takes advantage of the access and proximity to Lake Bardwell. In fact, the most obvious direction future residential and commercial growth in Ennis should be towards Lake Bardwell.



Recreation: From a recreational point of view, Lake Bardwell provides tremendous opportunity to become a destination that is known for a variety of uses on the water, its shores, and the surrounding USACE land. Other than the existing facilities and amenities of boat ramps, playgrounds and pavilions, overnight camping already provides for unique experiences. The untapped potential of the extensive USACE land is to provide trails for hiking, bird watching, and mountain biking. However, in order for Lake Bardwell to become a truly great recreation destination, public access is essential.



USACE provided shade structure overlooking Lake Bardwell

Public access: Readily public access to Lake Bardwell is essential to recognize and promote the value of the lake as a prime recreation destination. For that purpose, this 2015 Plan Update recommends a Lake Loop Trail and Lake Ring Road.

The **Lake Ring Road** will:

- Provide beautiful views and vistas to the lake and surrounding nature parks and protected USACE land;
- Provide vehicular access to the various recreation destinations along the edge of the lake;
- Allow for leisure drives; perhaps it will become the ideal place for Sunday afternoon leisure drives;
- Be available for serious road cycling, especially being a distance of about 20 miles, which is ideal for both training and cycling events; and
- Access and proximity to Lake Ring Road will drive the market for new quality residential neighborhoods and destination mixed use development.

The intent of a **Lake Loop Trail** is to connect existing as well as future USACE parks, trails, and amenities. Such a loop trail will at a minimum be 21 miles long. However, it does

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require access across boundaries, e.g. between future city acquired trail easements and USACE managed land, including private property subject to an agreement between the city (and USACE) and property owners.

For both the Lake Loop Trail and Lake Ring Road, a new multi-modal bridge is recommended at approximately the same alignment as the now abandoned Ennis Parkway Creek Crossing. Designed as an iconic bridge that accommodates vehicles, pedestrians and cyclists, it will help emphasize Lake Bardwell as a major destination within the region.

Residential Development: Since the purpose of Lake Bardwell is for water conservation and flood management, lake associated easements on private property prevents the construction of habitable structures in certain areas. However, it is of limited extent and has little impact on residential development that can only benefit from adjacency to natural areas. What is important though is to provide public access all around the lake, and to discourage developers to back lots up to the lake. Single-loaded roads are recommended for this purpose.

Retail and Entertainment: Land associated with Lake Bardwell has tremendous potential for retail and entertainment destinations. The Future Land Use Plan recommends lake front mixed use development along US34 where it crosses Lake Bardwell.

Recommendations

This 2015 Plan Update recommends a more detailed area plan for the private and public property associated with the areas that surround Lake Bardwell and US287. The purpose of such a plan is to ensure that these areas capitalize on the lake adjacency and to ensure public access for both pedestrians and motorist around the lake in addition to maximizing the value of the development potential by incorporating walkable streets, parks, trails, and a mix of complementary uses.



This ranch is typical of some of the properties in the Lake Bardwell area.



6.3 Kaufman Corridor

The Kaufman Corridor is generally defined as the blocks on either side of Business 45 that connects IH45 in the north to IH45 in the south. This was historically the major roadway corridor into the city and over the last few decades has seen significant decline. The Kaufman Corridor was identified as a focus area given its location in the city, its significance as a major entry corridor, the level of disinvestment in the corridor and adjoining neighborhoods, its potential to be a major entryway into Downtown Ennis, and existing investment in its physical infrastructure.

The area is in flux with respect to underutilized properties and declining land uses ranging from industrial, residential, retail, and auto-related sales and service uses all in close proximity. There is no unifying character or sense of neighborhood integrity as one travels down Kaufman Street. The focus on Kaufman Street as a redevelopment corridor is to catalyze investment in the adjoining neighborhoods that have been neglected in the City for a long time. The corridor and the adjoining neighborhoods have significant infill and redevelopment opportunities in addition to facilitating an environment to encourage entrepreneurs and small businesses.

The Kaufman Corridor can be analyzed as three distinct sub-sections: North Kaufman, South Kaufman, and Far South Kaufman.

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North Kaufman Corridor: This is the section of the corridor from IH45 to Ennis Avenue.



Images showing the existing character of development along North Kaufman Corridor

Existing Context: The existing industrial uses north of Arnold Street will likely remain given the scale, location, and access to the highway. South of Arnold Street, the existing context changes with neighborhoods at or close to the corridor. These include some subdivisions developed in the 1980s, some older multi-family residential, and newer duplexes built with direct frontage on the corridor. Further south are some metal warehouse structures that house a variety of uses including religious uses, storage, industrial, etc., that are interspersed with residential uses along both sides of the corridor. Most of the older residential lots actually front the east-west streets and there is an existing regular street grid. Most of the neighborhood streets do not have curb and gutter or sidewalks. Many of the residential structures are dilapidated, vacant, or in poor repair. There are no sidewalks on either side of Kaufman nor are there any shoulders for walking. There is a slightly greater intensity of retail, auto service, and storage uses on the two to three blocks just north of Ennis Avenue.



South Kaufman Corridor: This is the section of the corridor from Ennis Avenue to Creechville Road.



Images showing the existing character of development along South Kaufman Corridor

Existing Context: This section of Kaufman Street is generally composed of a mix of one-story, older retail, auto-service, and quasi-industrial uses. There are several underutilized and vacant lots and fewer vacant or dilapidated buildings. A fairly well established and stable neighborhood is located immediately east of the corridor. Towards Creechville Road, there are several larger industrial uses in metal buildings to the west side of the corridor and a Catholic church campus and smaller auto-service and retail uses on the east side of the corridor.

Far South Kaufman Corridor: This is the section of the corridor from Creechville Road to IH45.

Existing Context: This section of Kaufman is industrial in nature with several industrial service and manufacturing uses. This corridor is likely to remain industrial given the proximity to IH45, the rail line and the industrial parks.

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Vision for Kaufman

The Kaufman corridor, specifically from Arnold Street in the north to Creechville Road to the south, is an important focus area as recommended in this planning initiative for the following reasons:

- It provides easy access between the highway, existing neighborhoods north of Downtown, and Downtown.
- The corridor's close proximity to Downtown makes it a natural corridor to expand the "influence area" of Downtown.
- The existing context is a hodge-podge of vacant, dilapidated, and underperforming retail, retail service, and industrial uses with residential neighborhoods immediately backing up to the corridor.
- It provides for a redevelopment and infill context where the bulk of the infrastructure (e.g., streets, water, and sewer) already exists. In addition, strengthening the corridor context will help stabilize and support reinvestment in the neighborhoods around the corridor, especially north of Ennis Avenue.
- The significant excess roadway capacity (five lanes) can provide an opportunity to reinvent the corridor into a walkable and bike-able corridor without negatively affecting traffic and can add value to adjoining property thus becoming a catalyst for redevelopment.
- A proposed community park, east of Kaufman Street (see Section 5.6) can serve as a catalyst to:
 - Increase the value of adjacent property,
 - Provide much needed recreation facilities for the surrounding neighborhood as well as the larger Ennis community,
 - Contribute to the overall physical and aesthetic improvement within the Kaufman corridor, and
 - Provide pedestrian and bicycling connections between the Kaufman corridor and the surrounding community through the park.

Kaufman Corridor Recommendations)

General Corridor Recommendations:

- Prepare a comprehensive and detailed corridor redevelopment plan; use the plan as a tool to tie land use, urban design and streetscape improvements together by means of economic development incentives for property owners and developers including:
 - Consider taking Kaufman Street off the TxDOT system (specifically from IH45 in the north to Creechville Road.).



- Evaluate changing the current five-lane cross section to a three-lane cross-section with on-street parking and bike accommodation.
- Develop building design standards based on a corridor redevelopment plan.

Corridor Specific Recommendations:

- Downtown Transition/Gateway (blocks north and south of Ennis Avenue between Decatur and Lampass)
 - Cottage industrial uses
 - Transition to Downtown with live/work/entertainment uses
 - Create an eastern gateway into Downtown (silos)
- Retain Industrial (north of Arnold Street and south of Creechville Road)
 - Implement aesthetic improvements that enhances the motorist visual experience – landscaping/screening
 - Kaufman Street from IH45 to the south serves as one of the main entryways into Ennis; aesthetic improvements to reflect a sense of welcome and celebration
- Industrial Transition (between Arnold Street and Decatur to the north and between Lampass and Creechville Road to the south)
 - Cottage industrial uses with specific attributes including small-scale manufacturing of specialized products that justifies and encourages local entrepreneurs and a more nuanced economic development strategy. Identify possible business incubation and industries that may take advantage of the local labor force while creating new business areas to focus on (culinary arts, cottage food industry, craft brewing, etc.). Long-term, this can improve tourism opportunities
 - Incentivize cottage industry with appropriate urban live/work infill
 - Aesthetic improvements (north and south of Downtown)
 - Transition to residential neighborhood
 - Functional urban design standards to improve the pedestrian experience

Kaufman Corridor (Business 45) Recommendations

Now:



Future:



General recommendations

1. Prepare a comprehensive and detailed corridor redevelopment plan; use the plan as a tool to tie land use, urban design and streetscape improvements together by means of economic development incentives for property owners and developers
2. Consider taking Kaufman Road off the TxDOT system
3. Add on-street parking
4. Develop building design standards based on a corridor redevelopment plan

North and South of Downtown

- Retain Industrial (north of Arnold Street and south of Rumbo Road)
 - Implement aesthetic improvements that enhances the motorist visual experience – landscaping/screening
 - Kaufman Street from IH45 to the south serves as one of the main entryways into Ennis; aesthetic improvements to reflect a sense of welcome and celebration
- Industrial Transition (between Rumbo Road and Arnold Street)
 - Cottage Industry with specific attributes including: Small scale manufacturing of specialized products that justifies and encourages local entrepreneurs and a more nuanced economic development strategy. Identify possible business incubation and industries that may take advantage of the local labor force while creating new business areas to focus on (culinary arts, cottage food industry, craft brewing, etc.). Long-term, this can improve tourism opportunities
 - Incentivize cottage Industry with appropriate urban live/work infill
 - Aesthetic improvements (north and south of downtown)
 - Transition to residential neighborhoods
 - Functional urban design standards to improve the pedestrian experience

Downtown

1. Cottage industry
2. Transition to downtown live/work/entertainment
3. Create an eastern gateway into downtown (silos)



6.4 Focus Areas and Quality of Life

The intent of the focus area approach is that each generates initiatives that lead to the priority quality of life outcomes as anticipated by the 2015 Plan Update (see **Chapter 4**):

1. Diversified employment base (including expanding higher educational opportunities)
2. Increased housing options – quality and range
3. More shopping, dining and entertainment options
4. Access to a variety of recreation amenities
5. Access to and the enjoyment of natural areas including wildflowers

Table 6.1 summarizes the recommended initiatives under each focus area relate to achieving the priority quality of life outcomes.



Table 6.1: Relating Focus Areas to Quality of Life Outcomes

| Quality of Life Outcomes | Kaufman Corridor | Lake Bardwell Growth Area | Downtown |
|--|---|---|--|
| Diversified Employment | <ul style="list-style-type: none"> • Entrepreneurial opportunities • Arts and crafts studios • Cottage (home-based) manufacturing • Specialized production (breweries, food products) | <ul style="list-style-type: none"> • Service sector jobs (restaurants, shops) • Office parks on US287 • Explore higher educational campus (community college and/or vocational or trade school with the School District) | <ul style="list-style-type: none"> • Service sector jobs (restaurants, shops) • Offices |
| Increased Housing Options (quality and range) | <ul style="list-style-type: none"> • Live – work uses • Neighborhood infill | <ul style="list-style-type: none"> • New lake and open space associated neighborhoods | <ul style="list-style-type: none"> • Urban living options (lofts, town homes, apartments) |
| Increased Shopping, Dining and Entertainment (quality and quantity) | <ul style="list-style-type: none"> • Purchasing directly from artists, artisans, and manufacturers | <ul style="list-style-type: none"> • Mixed-use at lake front, and along US287 and US34 | <ul style="list-style-type: none"> • More restaurants, shops and entertainment venues |
| Expanded Parks and Recreation Opportunities (access and variety) | <ul style="list-style-type: none"> • Biking on Kaufman Street • New community park along Kaufman corridor | <ul style="list-style-type: none"> • Lake Loop Trail • Interconnecting trails • Marina on Lake Bardwell • Access to USACE land • New lake front parks | <ul style="list-style-type: none"> • Gathering and festival space • Improved walking and biking connections to and from Downtown |
| Improved Access to and Enjoyment of Natural Areas (including wildflowers as found in rural areas) | <ul style="list-style-type: none"> • Integrate low impact development with new street design and improvements | <ul style="list-style-type: none"> • Integrate the Natural Environment in Neighborhood Design | <ul style="list-style-type: none"> • Historic Protection |

7. Implementation



Implementation is a critical part of any plan's success. Preceding chapters of this 2015 Plan Update discuss how to achieve the desired vision and goals for the future of Ennis. However, successful implementation requires a well-planned strategy, especially given the need to adopt a new approach towards growth. The implementation strategy is to identify methods to strengthen the focus area recommendations through an alignment of the City's regulatory framework, funding priorities, and incentive policies.

Specifically, this section makes several recommendations for improvements both to the public realm and to private development standards. In addition, Chapter 7 establishes community priorities and potential funding sources. This section also identifies regulatory recommendations in order to implement key elements of the plan in a manner that is consistent with the plan's vision.

The implementation recommendations are organized into the following components:

- Future Studies
- Regulatory Framework
- Implementing Plan Elements
- Prioritization
- Funding and Incentives
- Protecting Natural Areas and Landscapes
- Next steps
- Conclusion



7.1 Future Studies

Studies concerning the Focus Areas

Kaufman Corridor Study

A Kaufman Corridor Study should include:

- Evaluation of the market potential for cottage manufacturing and other entrepreneurial uses
- Appropriate land use along the length of the corridor
- Considerations and merits to take Business 45 off system
- Urban design and streetscape recommendations for the overall visual improvement of the corridor and to accommodate pedestrians and cyclists
- Funding options that include public-private-partnership opportunities and incentive policies including the creation of a Tax Increment Financing (TIF) District
- A phasing plan to identify specific public investment actions that can serve as a catalyst for private investment

Lake Bardwell Growth Area

A more specific study for this area should include the following components:

- Quality neighborhoods associated with the lake and associated USACE controlled land
- Potential for mixed use development associated with SH34 and US287 including a marina
- The recreation potential of Lake Bardwell in addition to what is currently provided by the USACE – it is suggested that this be studied as a component of the proposed citywide Parks Master Plan (see below)
- Refining the alignment of the proposed Lake Loop Trail
- Refining the alignment of the Lake Ring Road
- Implementation measures that will benefit the quality of development, e.g., single loaded roads alongside parks and open space areas

Downtown

A Downtown master plan is currently in the process of being prepared for the City.

Additional Citywide High Priority Studies

Parks, Recreation and Open Space Master Plan:

The existing Ennis Parks Master Plan is 15 years old and has limited relevance based on the recommendations in this 2015 Plan Update. Therefore, it is now necessary to prepare a complete new citywide Parks Master Plan to address parks, recreation, and open space including natural areas. The 2015 Plan Update reviewed the provision of parks only on a

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cursory level but identified some key focus areas for future growth. The purpose of a Parks Master Plan is to inventory and analyze the specific details of the city's park and open space system, assess its functionality and recommend land acquisition and improvements to meet future recreation and open space needs. A specific suggestion is that the potential of Lake Bardwell as a recreation destination for the Ennis community be studied as part of a Parks Master Plan. The new Parks Master Plan is also required to be considered for Texas Parks and Wildlife Department grants for outdoor recreation, indoor recreation, and trails.

Trails and Bicycle Route Master Plan:

The network of trails recommended as part of the 2015 Plan Update needs to be studied, reviewed, and prioritized by means of a Trails and Bicycle Route Master plan that considers multi-use pathways for biking, walking, jogging, and other forms of active transportation. Ideally, such a Trails Plan should be done in concert with a new Thoroughfare Plan in order to accommodate bicycle routes as an alternative mode of transportation. In order to ensure that the trail system is developed in a consistent manner and is safe and easy to use, trails should be developed based on a set of design standards. In addition to mandated state and national standards¹² that shape certain safety and accessibility factors, a set of design standards should be developed specific to Ennis for trail width, trailheads, bridges, access points, pavement markings, and overlooks. These design standards should present an aesthetic or "brand" for the community's trail system. In addition to prioritizing trail segments, such a plan should identify funding tools and partnerships for implementation.

Thoroughfare Plan Update:

An update of the City's Thoroughfare Plan should include multi-modal transportation and an evaluation of the recommended modifications to the Thoroughfare Plan per the 2015 Plan Update.

Floodplain Protection Plan:

Creeks and their floodplains have tremendous value in terms of trail connections, flood management, and providing habitat for wildlife. In order to preserve and manage these areas for public use, public safety, water quality, and the protection of open space, this 2015 Plan Update recommends a citywide floodplain protection plan. The major component of such a plan would be the development of a detailed hydraulic and hydrology study that identifies the fully developed 100-year floodplain at anticipated build-out conditions for all major drainage corridors in the city. It is important to consider fully developed conditions in order to ensure the long-term health and quality of floodplains and economic sustainability of the city. Furthermore, protecting the floodplain at fully developed

¹² Source: American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities; Americans with Disabilities Act Accessibility Guidelines (ADAAG/TAS); Texas Accessibility Standards (TAS); Texas Manual on Uniform Traffic Control Devices (TMUTCD)



conditions affords more opportunities for recreational uses—including trails, nature exploration, and open space preserves—along creek corridors.

Low Priority Studies

Streetscape / Gateway Design Study

The prime opportunity for most cities to establish a distinctive and recognizable image is a street environment populated with people. Consequently, monumental gateways to the city, enhanced landscaping along roadways, and the design of public spaces (including sidewalks and plazas) are key to conveying Ennis's image. The 2015 Plan Update recommends gateways at various places in Ennis, e.g. the east and west side of Downtown, at the north edge of the city along IH45, the interchange of IH45 and US287, and along US287 where it crosses Mustang Creek. A streetscape/ gateway design study should consider aesthetic issues along street corridors, such as a preferred plant species; materials for monuments; pavement patterns; and standards for street lights, signage, benches, trash receptacles, etc. It should also identify the location of major and minor gateways into Ennis and include typical designs for monumentation, pavement treatment and landscaping. The strategic location, layout and design of sidewalks, storefront spaces, and public plazas may be considered as part of a Streetscape / Gateway Design Study.

7.2 Regulatory Framework

The City of Ennis' Zoning Ordinance was adopted in 1985. It has been amended periodically since its adoption, but it is outdated with respect to addressing current planning practices and trends. This section lays out the regulatory priorities for the City as a whole (i.e., the whole zoning ordinance) and also identifies some critical areas that will need additional modifications to implement the focus area strategies for Kaufman corridor, Lake Bardwell Growth Area, and Downtown. The last section identifies other amendments needed to implement general recommendations in this plan update.

Overarching and Key Regulatory Recommendations

The City's current zoning ordinance will need to be updated and modernized to meet current state law, planning practices and trends. Specifically, the following major issues will need to be addressed:

- **Number of zoning categories:** Evaluate the number of zoning districts, special districts, and overlays. Currently there are 21 base zoning districts and seven special districts including overlays. The combination of base zoning and special districts adds several more zoning categories to the City's zoning map making it unnecessarily complicated. In addition, there are few meaningful differences between some of the zoning categories and with careful consideration; several of these should be consolidated and streamlined.

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- **Zoning ordinance organization and readability:** Given that the ordinance is 30 years old, it does not include several of the advances in ordinance organization and use of graphics. For example, in order to understand all the standards that apply to one zoning district, several different sections of the zoning ordinance have to be consulted. The purpose and intent of each zoning district is in Part One, Article VI, the standards for the district are in Part Three, Articles X through XIII, and supplementary standards for parking are in Part Three, Article XV. In addition, the amendments to different sections of the ordinance have not been consistently incorporated into the body of the zoning ordinance. In several instances, the amendments are appended to the main ordinance. This could create problems since applicants or reviewers can easily overlook any of these amendments.
- **Consistency of application of development standards:** Other than amendments that address specific design elements (landscaping and building design) in the Planned Development (PD) district, development standards in all other districts mainly address land use, height, setbacks, screening, and parking. Adjacency to single-family residential uses requires height transitions and buffers and there are some limitations on outdoor storage of materials.

Typically, cities have more tools in their zoning toolbox to address all areas of the built environment including, landscaping and streetscaping, building design, tree preservation, screening and buffering, historic preservation, etc. Several of these items are differentiated and tailored based on the vision for a specific area or corridor. This is not to imply that Ennis needs to implement all of these listed items as required for all development. At the very least, selected standards needed to implement the vision should be applied consistently to all properties within a specific area or corridor. For example, one property along Ennis Avenue may be zoned as PD and required to meet higher building design and landscaping standards. The property adjoining it on the same corridor may not be zoned PD and as a result does not need to meet the same level of building design or landscaping. This results in a situation where there is no certainty of outcomes within a specific area or along a certain corridor, especially when properties within the area or along the corridor share the same vision for development.

- **Submittal requirements:** Currently, there are no clear guidelines or requirements for submittal for different types of permits and applications other than those for development in a PD district.
- **Streamline and clarify administrative provisions and process:** Currently, administrative duties and roles are not clearly defined nor are the processes for different types of applications clearly laid out in the ordinance.



Zoning Recommendations for the Focus Areas

Kaufman Corridor

As identified in this plan update, the Kaufman corridor is an important redevelopment opportunity for the City. In addition to the corridor being an important catalyst for a new economic development strategy, it needs to be aligned with a tailored set of zoning regulations that implement the specific vision for the transformation of the corridor. Although a detailed plan for the Kaufman corridor is recommended, the following table provides an example of a framework that can be adapted to create the ultimate zoning structure for the corridor.

Table 7.1 – Kaufman Corridor Zoning Framework Sample

| Development Framework Element | Recommendations |
|---|--|
| Purpose / Intent | <ul style="list-style-type: none"> • Intended to allow for a long-term transition from its current smaller scale auto-service and industrial character to an eclectic mix of cottage industrial, live-work, urban living, retail sales and service, office and innovative commercial uses. |
| Land Uses | <ul style="list-style-type: none"> • Cottage Industrial uses with specific attributes including small-scale manufacturing of specialized products that justifies and encourages local entrepreneurs and a more nuanced economic development strategy. • Allow a range of retail sales, service, office, light assembly, live-work, and urban living uses. • Identify possible business incubation and industries that may take advantage of the local labor force while creating new business areas to focus on (culinary arts, cottage food industry, craft brewing, etc.). |
| Building Placement and Development Standards | |
| Building placement | <ul style="list-style-type: none"> • Require new buildings or additions to existing buildings to be built at or close to Kaufman Street to create a “street wall” definition and improve the pedestrian experience along the street. Limit the frontage of surface parking lots along Kaufman Street. A “street wall” implies the creation of a “wall” with buildings placed immediately adjacent to the street/sidewalk. A street wall has a “void” if there is a surface parking lot adjacent to the sidewalk/street. • Establish a “build-to line” or build-to zone” instead of a setback, especially along Kaufman Street. A build-to line is the line at which the principal building’s front and/or side façades are to be built. A build-to zone is the area within which the principal building’s front and/or side façades are to be built. |
| Parking placement | <ul style="list-style-type: none"> • Parking to be located behind buildings or in the middle of the block. Limit the frontage of surface parking lots along Kaufman Street. • On-street parking to be added along Kaufman Street and along east-west side streets as and when improvements to public streets are made. |

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| Development Framework Element | Recommendations |
|---|---|
| Building Height | <ul style="list-style-type: none"> Varies from three stories to one story. Maximum three stories allowed. |
| Building Frontage | <ul style="list-style-type: none"> Require a minimum width of a block (more than 50%) along Kaufman Street to be occupied by a building, especially at street intersections. This then limits the frontage of surface parking along Kaufman Street, especially at street intersections. |
| Off-street parking strategy | <ul style="list-style-type: none"> Remove parking requirements based on specific use types. Establish the same off-street parking ratio (one space per 300-400 sq. ft.) for all commercial uses in order to facilitate a long-term market-based transition of uses. Establish a reduced parking rate for residential uses. Shared parking should be permitted within 1,000 feet of the site. |
| Neighborhood Transitions | <ul style="list-style-type: none"> Building heights limited to two stories within 50 feet of single-family residential uses. Keep existing vegetation or enhance vegetative buffer between existing single-family residential neighborhoods and new development. Screen or limit placement of loading/unloading or service areas that are next to existing residences. |
| Building Design Elements | |
| Building Orientation and Entrances | <ul style="list-style-type: none"> Buildings to be oriented towards Kaufman and towards intersections. Require at least one primary pedestrian entrance at corners or along the Kaufman frontage. |
| Roof Forms | <ul style="list-style-type: none"> Simple flat roofs with parapet with sloping roof accents (corners, towers, awnings, etc.). |
| Minimum Façade Transparency | <ul style="list-style-type: none"> Establish a minimum requirement for doors and windows along Kaufman Street. Limit large expanses of blank walls. |
| Façade Design | <ul style="list-style-type: none"> Create interest for pedestrians walking along the street by establishing a horizontal rhythm (20'-30') and vertical articulation. This can include the repetition of certain vertical elements on a building façade to establish a pedestrian scale along the street front. This rhythm may be expressed by changing materials, or color, or by using design elements such as doors and windows, columns and pilasters, or by varying the setback of portions of the building façade. Allow flexibility in how facades are treated to create street level interest. |
| Building Materials | <ul style="list-style-type: none"> Allow more flexibility for new buildings and conversions of existing metal buildings with updated facades using architectural metal, masonry, or similar combination of cladding materials. Limit use of pre-fab or corrugated metal buildings with blank walls. |
| Streetscape & Landscape Elements | <ul style="list-style-type: none"> Coordinate streetscape improvements along Kaufman with the transformation of the current cross section of Kaufman into a street with on-street parking, wide sidewalks, bike lanes, etc. Include street trees, street lighting, cross walk treatments, and other pedestrian amenities along Kaufman Street. |



Lake Bardwell Growth Area

The Lake Bardwell Growth Area includes not just the improvements around the Lake to take advantage of recreational opportunities, but also private development standards to implement the vision for new lake associated neighborhoods and commercial/mixed use development along US287 and SH34. The City should evaluate zoning ordinance modifications to implement the type of quality mixed use and walkable neighborhoods envisioned in this 2015 Plan Update including requirements for:

- A mixture of complimentary land uses that includes housing, retail, offices, commercial services, and civic uses to create economic vitality;
- A range of housing types and lot types (urban living, townhomes, patio homes, cottages, manor, and estate homes);
- Neighborhood design which is sensitive to environmental features of the site such as trees, creeks, and significant slopes and leverages them as opportunities to create greater value;
- A network of vehicular and pedestrian connectivity that balances neighborhood integrity with transportation needs, market demand for development, and regional access;
- Single loaded roads to provide both visual and physical access to parks and open space;
- A variety of community gathering spaces, parks, plazas and entertainment opportunities that are well connected with convenient walking and cycling access;
- Reinforcing streets and trails as public spaces that encourage walking and biking; and
- Flexibility in the siting and design of new developments to anticipate changes in the marketplace while establishing human-scaled residential and non-residential buildings.

Downtown

Ennis is currently in the process of creating a master plan that will lay out the future vision for Downtown Ennis. Much of Downtown Ennis' buildings and blocks were developed prior to the institution of the current zoning structure. It was designed with pedestrians in mind. As a result, it has an eclectic mix of uses, and as seen by the block structure, it is compact and provides appropriate transitions to adjoining neighborhoods.

The City's existing Central Area zoning district does not address any of the elements that will be critical to implementing the future vision for Downtown. The zoning for Downtown Ennis will need to be amended to create a tailored zoning tool that implements not only the overall vision for walkable mixed use, but also the nuances of the different neighborhoods that are within Downtown. Functional urban design standards requiring building design

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elements that support walkability and that are compatible with the historic context should be adopted. A form-based code or similar zoning tool should be calibrated and developed based on the specific recommendations in the Downtown Master Plan.

Other regulatory recommendations

This 2015 Plan Update includes several recommendations for the city's major corridors namely US287, Ennis Avenue, and IH45. Regardless of the specific tool utilized (whether as an overlay or base zoning), the City should consider amending the zoning ordinance to implement these nuanced recommendations for the different corridors. Of highest priority is the US287 Bypass corridor, which is mostly undeveloped. Consequently, creating a unified set of standards can have an immediate impact on the city as new development occurs.

In addition, the City should evaluate its subdivision regulations to ensure implementation of the City's Thoroughfare Plan, and Trails and Bicycle Route Plan with respect to right-of-way dedications and easements needed. The subdivision regulations will also need modifications to implement the City's parks and open space needs through a park dedication ordinance.

7.3 Implementing Plan Elements

Texas Local Government Code (TLGC) requires cities to establish zoning that is consistent with a Future Land Use Plan. As a result, one critical element of implementation is to establish a development review process that evaluates development proposals against adopted Plan Elements such as the Future Land Use Plan (FLUP) and Thoroughfare Plan, etc. This includes rezoning requests, special use permit requests, and subdivision requests. The land use specific recommendations in Chapter 5 should then be used to evaluate development proposals that allow for discretionary decisions such as zoning change requests. This is specifically useful to ensure there is an alignment of public benefit with public investment when public incentives are requested. In cases where the FLUP is inconsistent with market and development trends, the City should establish a process to amend the FLUP based on changing conditions.

7.4 Prioritization

There are many recommendations and actions to address a variety of needs in the city included in this 2015 Plan Update. While some have been identified, others projects will be brought forward based on opportunities and market trends. Some may be driven by the public sector and others may be driven by the private sector looking for incentives.

Given the wide range of projects vying for public funding, there is need for a rational methodology for the city to prioritize projects and identify which ones it needs to support in order to maximize overall community impact. In addition, some actions may be immediate



in nature and require faster implementation, while others can be accomplished over a longer period of time, or wait until funding sources have been developed or a private development partner has been identified.

The following describes general prioritization recommendations that the City should consider during its budgeting and capital improvements programming process.

Overall Prioritization Strategy

Prioritization of actions recommended by this 2015 Plan Update should be based on the following criteria noted here and reemphasized throughout this document:

- **Support for the goals of the focus areas** – Kaufman Corridor, Lake Bardwell Growth Area, and Downtown. How a particular project or initiative builds on or implements any of the focus area recommendations should be one of the highest priorities moving forward. This is already occurring with the City currently undertaking the Downtown Master Plan initiative.
- **Improve and support quality of life** - Focus on initiatives that lead to the quality of life outcomes as identified in this 2015 Plan Update, namely:
 - Diversified employment base
 - Increased housing options – quality and range
 - More shopping, dining and entertainment options
 - Access to a variety of recreation amenities
 - Protecting the natural environment and rural landscape to ensure access to and the enjoyment of natural areas including wildflowers
- **Funding, need, and timing** – For prioritization purposes, responses to the following questions need to be considered:
 - What is the cost of the project relative to the return of investment to the public sector?
 - What are the long-term life-cycle costs?
 - What private and other public (state, regional, and federal) funding can be leveraged?
 - Is the project shovel ready and possible to achieve at relatively low cost?
- **Economic development** – One key principle of the 2015 Plan is the recommendation to diversify the city’s employment base and decrease the leakage of retail sales tax. To that end, evaluating how well a project does in terms of either of these two will be important as the city moves forward.

7.5 Funding and Incentives

Investment is risky, particularly in the economic climate of today. Before private investment occurs, the market needs to be reassured of the future conditions and status of

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an area. Public investment not only creates a more appealing environment to stimulate private investment, but it also demonstrates to private investors the level of commitment and attention that City leaders and staff afford to key community issues. Public investment in key areas can also “catalyze” private investment and careful consideration should be given to projects that can provide such benefits.

Public Funding

Public funding is limited, and therefore needs to be targeted to where it can provide the greatest benefits. The prioritization criteria established in Section 7.2 should be used to help identify the best and most appropriate projects for the application of public funding.

Not all projects can be funded through one single public funding source and neither is it appropriate to do so. Instead, different “buckets” of dollars should be identified that are appropriate for different types of improvements based on the scale and impact of the improvements.

Different local government funding sources may be available for the funding of needed infrastructure and projects to implement this 2015 Update Plan. In some cases, when an associated private development project is of a considerable size, some of the identified public improvements could be combined with private investment. However, along Kaufman Street, there is an opportunity to partner with TxDOT to implement the transformative vision for the Corridor. For other projects, there needs to be a commensurate fit between the scale of the improvements and the funding source used to finance it. Based on such a categorization, the improvements needed to implement the vision can be categorized under two major classes:

- ***Common infrastructure***
This references any major regional-scale public infrastructure project such as regional drainage or major reconstruction of city streets that provides citywide benefits. Funding for such projects could be from bond funding or currently authorized capital improvement program (CIP) funds given the larger scale and citywide impact of such projects. In addition, the City should continue to pursue Community Development Block Grant (CDBG) funding for infrastructure improvements and evaluate the potential to implement an impact fee for streets, water, and wastewater as allowed by State Law.
- ***Project specific improvements (enhancements, beautification, and landscaping)***
This includes offering project-specific or more traditional incentives to a specific development project including funding of public infrastructure benefitting specific properties or blocks, specifically in the three focus areas. This could include incentives through Chapter 380 Agreements or reimbursements to developers or property owners through the creation of special districts such as Tax Increment



Financing (TIF) Districts or Public Improvement Districts (PID). It also includes the use of Ennis Economic Development Corporation (Ennis EDC) funding. Ennis EDC is a 4-B corporation that allocates half of the city's sales tax revenues in three different areas – industrial development, Downtown development, and retail/commercial development. Assuming Ennis has capacity within the available two cents sales tax, an allocation to parks should be considered as well.

Additional Funding Options

- ***Impact fees***

In Texas, cities can charge impact fees in order for private development to pay its proportional share of the costs of major public infrastructure (e.g. roads, water, and wastewater facilities) needed to serve the development. These fees are proportional to the impact that new development has on the city's infrastructure. Ennis currently has no impact fee provisions. As development momentum increases and the need to finance additional public infrastructure rises, Ennis should consider undertaking an impact fee study in order to reduce the tax burden of new development on existing residents.

Economic Development Incentive Policy

This section provides general policy guidance to city staff and elected officials to consider city incentives. An incentive policy for Ennis should be inclusive of the entire City with a focus on the quality of life outcomes as identified in the 2015 Plan Update. Consistent with this Plan Update, priority should be placed on the three focus areas, while ensuring overall and cohesive economic development for the city.

In this context, there are a wide range of Chapter 380 grants that are available to the City through Chapter 380 of the Texas Local Government Code. Incentives should be provided through long-term reimbursement for private sector infrastructure investments that implement the focus area initiatives delineated herein. Incentives should also be used to complement direct city, state or federal investments (through the CIP and other listed city funding programs) that advance the focus area and quality of life goals in this Plan Update.

The goal of City incentives including the creation of special districts should be to incentivize the types of development this 2015 Plan Update envisions and not to incentivize business-as-usual projects that do not add to any of the quality of life goals outlined in this plan. More specifically, Chapter 380, 4-B, and other incentives including the creation of any special districts such as a TIF/TIRZ should be considered for the focus areas as follows:

- In the Lake Bardwell Growth Area, development patterns and improvements that embrace the lake as a natural asset with destination retail, entertainment, and

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multifamily development at Hwy34 and US287 that transitions to walkable neighborhoods with a range of housing options, should be encouraged.

- In Downtown, those projects that reinforce the history of the original commercial core and building stock, add more entertainment and urban living options, while providing appropriate transitions to the adjacent neighborhoods should be encouraged.
- In the Kaufman Corridor, incentives should encourage redevelopment patterns that bring cottage manufacturing and entrepreneurial uses to the neighborhoods in addition to complementary infill residential and live-work uses.
- Improvements such as trails, sidewalks, and park amenities within focus areas should be incentivized in conjunction with 4-B industrial development projects to the extent there can be complementary quality of life benefits to the city as a whole. The following describes a real world example of such an approach, specifically as it may relate to industrial development.

Quality of Life Outcomes through Economic Development

The purpose of incentives is to have win-win situations for both the public and private side of development. Incentives are often offered to the type of businesses a city wants to attract. Ennis is not different; the Ennis EDC is closely involved with incentives for retail and industrial developments. Rather than being viewed as a one-sided approach with incentives for prospective industrial development only, the City should look for improvements that also bring quality of life benefits to the community as a whole during the negotiation process. The following describes an example of such an approach. The Future Land Use Plan includes large areas of industrial land. In fact, this Plan Update does not preclude the expansion of the industrial component of Ennis. However, important considerations are: the location and aesthetic appearance of the new industrial uses, the role it should play in supporting the vision of the city, and any additional quality of life benefits it brings to Ennis.

7.6 Protecting Natural Areas and Rural Landscapes

One of the guiding values of the 2015 Plan Update is protecting the natural environment, while another is the welcoming of visitors to Ennis. Key to this is the protection of rural land (typically found in the city's ETJ and beyond) where bluebonnets and other wildflowers draw many visitors to Ennis. The opportunity of a community to access and enjoy areas of natural integrity and beauty is also considered as one of the five quality of life outcomes envisioned for Ennis. The conservation development tool is discussed further in Section 5 and the City should create the programs to implement it.



Another important tool the City has in protecting its rural and agricultural land is its infrastructure policy. This Plan Update proactively identifies areas within the city that are conducive to growth (e.g., the Lake Bardwell Growth Area) while recognizing areas where development should be limited (east of IH45). This is due to current lack of infrastructure, future cost of infrastructure (being generally on the downstream side of the city) and the need to preserve the rural agricultural land and safeguard the blooming of wildflowers. Generally, the City can influence growth in the ETJ with an infrastructure policy that prioritizes water and wastewater utilities within areas targeted for growth while limiting utility expansion to areas where it is not desirable. This assumes the City controls the provision of utilities in the ETJ by buying out any private Certificates of Convenience and Necessity (CCNs) within these areas.

7.7 Next steps

Ennis is at a crossroads. If current industrial-focused economic development policies and priorities are not changed, Ennis will continue to stagnate compared to other cities in the DFW Metroplex with respect to attracting its fair share of quality residential and retail growth. In order to continue to be relevant in the future and become a choice community for new residential and retail development, Ennis will need to change its course by incentivizing quality retail and residential development in addition to diversifying its employment base. This Plan Update lays out a strategy for quality of life outcomes that is tailored to the Ennis context. The successful implementation of the plan requires the following:

1. Evaluating and revising the city's regulations (zoning, subdivision, streets, etc.) to be consistent with the city vision and quality of life goals.
2. Establishing a clear process to apply the recommendations in this Plan Update to development proposals and rezoning requests.
3. Apply the prioritization criteria as established in this Plan Update to rank projects (CIP and other), programs, and operational requests (personnel), during the city's budgeting process
4. Create a "business plan" for Ennis based on the vision and quality of life goals of this Plan Update. Create an integrated management system that combines strategic thinking with the vision and goals articulated by Ennis citizens through this Plan Update document. The City Commission should work closely with city staff to develop this management system to help direct its own destiny rather than allow future events to do so. Ultimately, it should guide the way the City and its entities does business and helps it determine how it should invest its time (personnel) and resources (tax revenues).
5. Undertaking the additional studies as needed and as funding is available.

7.8 Conclusion

This Plan Update is only a start. It establishes an overarching vision with specific goals that are focused on quality of life outcomes for Ennis. In reality, this Plan Update is intended to help guide the City with respect to its key business activities and programs. It will require the City Commission, City staff, boards and commissions, and citizens to all be committed to the principles and goals of this Plan Update. These quality of life goals should become the basis for all decision-making in the City. Whatever else changes, these goals represent the wishes of Ennis residents and a direction for the future.

Moving forward, flexibility with respect to being able to accommodate market changes will be key. The world and the greater DFW Metroplex is changing at an ever increasing pace and many of those changes can affect the city and its potential for future growth. This Plan Update is set up to be flexible, as long as the core goals of the plan are met. It should be reviewed on a periodic basis, to insure that it is adjusted to any changes that can impact the city.

Fundamentally, changing Ennis' growth trajectory will need Ennis' leaders to be bold. They will need to be willing to make tough choices and acknowledge the need to think outside the box to take some risks. They should be willing to recognize that boldness today may yield the type and quality of growth that Ennis residents are looking for in addition to greater benefits and future savings for the city. However, that boldness should always be balanced with careful consideration of the impact of the actions that are undertaken on behalf of the Ennis community.

This 2015 Plan Update is more than just a plan. It is the community's dream of a bright future for not only everyone that lives in Ennis today, but also for future residents and businesses that the community would like to bring into Ennis.

ENNIS
2015 COMPREHENSIVE PLAN
UPDATE

Appendix 1
Visioning and Public Engagement



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A1.1 CPAC Visioning Meeting

July 28, 2014; 11:00 am – 1:30 pm; Ennis Event Center



As a public engagement component of the Ennis Comprehensive Plan update, the Comprehensive Plan Action Committee (CPAC) participated in visioning meeting facilitated by Halff Associates on July 28, 2014 at the Special Events Center. Seventeen individuals participated in the meeting. Purpose of the meeting was to introduce the planning team to the CPAC, provide a short overview of the planning process, review the book *Suburban Nation*, discuss issues and opportunities identified by the planning team, and to engage the participants to envision the City's future.

In addition to the presentation itself, the CPAC visioning meeting was conducted by means of a series of questions with each CPAC member engaged individually. Participants were asked to answer the following question while they introduced themselves:

When talking to someone that does not know Ennis, how will you define Ennis in one word or phrase? Responses included the following:

- Compassionate community
 - Small town
 - Good place to raise a family
-



- Community committed to excellence
- Best small town in America
- Community oriented, generous
- Comfortable, close to family, and safe
- Home with a good future
- Feels like you belong
- Strong roots; conservative
- Unique, family-oriented, close to Dallas
- Great potential due to its location
- Easy to live here; comfortable
- Antiquated/outdated community; need more cultural diversity and more education
- Grew up in a walkable neighborhood

About goals for the study, the participants emphasized two aspects of community involvement:

- Need to involve citizens that may not be tech savvy
- Make it easy for citizens to respond to survey

After a quick overview of *Suburban Nation*, participants were asked: What did you like about the book, and what did you not like about the book?

- It is important to understand how we got here; we also need to understand how to retrofit existing neighborhoods
- Ennis does not have as much sprawl as some other communities
- Love the concept of creating a community identity; we do not want to be: “Anywhere USA”
- We need to plan for not just cars; we need to address the mindset that expects plenty of parking everywhere
- Shade is important for walking here in Texas
- Downtown Fort Worth is a great example, it is a vibrant, park-once environment
- Downtown Ennis used to have more entertainment options – movie theatre, etc.
- Most of us grew up in mixed use, walkable neighborhoods in Ennis
- We need to understand how to fix it? What are the solutions?
- Ennis used to have transit (an interurban) that connected us to Dallas
- We need “healthy” growth
- We want the stores and recreation/entertainment uses, but not in a manner that creates more traffic
- We need more children’s activities

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The visioning exercise including a discussion of the future of Ennis by asking participants to respond to the following questions:

Imagine moving through Ennis 10 or 20 years in the future, what would you want to be the same?

- Preserve historic, architecturally significant school buildings
- Ennis has always been known for something (railroads, industry, etc.). We need to figure out what Ennis will be known for in the future
- Don't want to lose the small town feel (need to define what that is)
- Maintain a friendly atmosphere
- Need to preserve Downtown Ennis's character (should not demolish existing historic buildings)
- Preserve/encourage cultural diversity
- "Town" feel
- Preserve the Czech heritage
- Preserve the historic brick streets
- Sustain public-private partnerships already in place
- Maintain the ease of getting around Ennis
- Keep strip development out of Ennis (or at least from Downtown); it takes away from the small town feel
- Preserve/maintain the historic homes in the neighborhoods next to downtown
- Keep the direction of bringing in more industry into Ennis
- Maintain the great police force/safety and low crime rate
- Don't want to become Waxahachie – especially the development/traffic along Highway 77 (unattractive strip malls)
- Preserve/maintain existing parks
- Remain a compassionate community
- Keep a "sense of community" and family friendliness
- Keep the festivals and activities that bring people into town (Bluebonnet festival, polka festival, etc.)
- Maintain the feel of the entry into Ennis from the west (Waxahachie)

Imagine moving through Ennis 10 or 20 years in the future, how would you want it to look different from today?

- Revitalized downtown; it should be the heart and soul of Ennis
 - More parks and recreation amenities for families with children – impacts quality of life
 - Need to focus on industry with higher paying jobs to attract workers with higher wages to actually live in Ennis
-



- More retail and commercial occupancy (at least 80%) in downtown
- More entertainment options
- Need activities (social options) for younger couples and young professionals
- Public transportation improvements to help commuters to and from Dallas
- Variety of shopping and restaurants; especially on the west side of town which is currently underserved
- Need more events to attract people into town – farmers’ market, etc.
- Need to improve schools to attract the rest; school district reputation is important to attract higher paying work force to live in Ennis
- Schools need a more balanced demographic
- What can the comprehensive plan do to help improve the schools?
- Need better relationship with the Hispanic community
- Ennis used to be a bedroom community and needs to be promoted again as one where people live in Ennis and work elsewhere within an easy commuting distance
- Need to take more advantage of people using US287 and IH45
- Need more activities for children
- Need more businesses to be on social media to attract customers
- Need more tree planting for shade close to trails and sidewalks
- Need more amenities for new neighborhoods and apartment complexes (community pools, splash parks, playgrounds, etc.)
- Need to connect downtown, parks and other community destinations better
- More neighborhood associated mixed use
- Small splash parks for kids in different locations throughout the city with easy walking access
- Better maintenance of older homes next to downtown (especially the rental properties)
- Improved neighborhood streets
- Attract more national chains close to the interstate
- Need a strong local government and school district
- Public community swimming pool (perhaps with a water park?)
- Business signage to be improved/coordinated and made more attractive

A1.2 Visioning Meeting with City Commissioners and P&Z

November 13, 2014; 5:30 p.m. to 8:30 pm; Events Center, 116 W. Ennis Avenue



As a public engagement component of the Comprehensive Plan update, Ennis City Commissioners and members of the Ennis Planning and Zoning Commission participated in a three-hour meeting facilitated by Halff Associates on November 13 at the Special Events Center. Also attending were members of the Comprehensive Plan Action Committee and city administrators. Purpose of the meeting was to hear the results of a community survey, discuss the participants' visions for the City's future, and establish the process for garnering additional community input as an integral component of the 2015 Comprehensive Plan Update now underway.

Participation in the community survey was remarkable; 1,207 persons responded, with 211 of those being business owners. Overall, respondents value their way of life in Ennis and are either supportive of or open to various city initiatives which include a farmer's market, an arts/cultural center, water parks and other aquatic recreation, walking and bike trails, parks, and athletic fields.

The Halff team outlined the planning process and engaged the officials in a "visioning" session. It was emphasized that a comprehensive plan creates a vision for the community,



and becomes the basis for developing long range planning, all of which considers how the community wants to grow and change over time. A long-range plan guides the City in: (1) coordinating infrastructure to accommodate positive and managed growth; (2) scoping a Capital Improvement Program for financing infrastructure improvements; (3) developing regulations like zoning and subdivision ordinances, and (4) writing public works manuals and the like.

The meeting continued with an overview of the nationally acclaimed book, *Suburban Nation*, which is a tool that helps city officials and planners to establish a framework from which to shape a Comprehensive Plan. It identifies “sprawl” as unsustainable in that it segregates parts of the community in a negative way. During the meeting, it was emphasized that thoughtful planning is critical for sustainability and a prosperous long-term future.

The discussion for this meeting and what will be continued in other planning sessions, asked participants to imagine Ennis in 10 to 20 years—the future of the community. What do residents want to be the same (both tangible and intangible)? What do residents want to look different from today (both tangible and intangible)? This input is considered a point from which to build a sustainable vision for the future.

The following draft project goals were presented:

- Comprehensive public engagement by maximizing public input opportunities
- Define a Vision for the Future
- Road map and decision making tool
- Clear implementation pathway
- Easily understood; no jargon or technical terms
- Commission and P&Z to “own” the plan
- Empower Commission and P&Z to implement the plan

The meeting attendees were briefed on ways in which the planning team will ensure public engagement. Activities will include interviews of persons of influence, focus groups involving persons who are most interested in specific attributes and challenges facing the community, a visioning session that creates enthusiasm and “dreams” for the future—and most importantly public meetings in which all community members are invited to participate.

A1.3 Stakeholder Interviews

January 13, 2015; 9:30 am – 2:30 pm; Ennis Public Library

The opinions and perspectives of major stakeholders are key to shaping the community's vision for what Ennis can and should be in the future. As part of the extensive public engagement component of the Comprehensive Plan update, the Halff project team interviewed four stakeholders.

Interviewed were:

1. Bramlett Beard, President, Ennis ISD Board of Trustees, and CEO, Ennis State Bank;
2. Michael J. Montgomery, Chairman, Ennis Economic Development Corp., and Chairman, President and CEO, First State Bank;
3. Booker T. Washington, pastor, teacher and community leader; and
4. Adam Fuentes, Safety and Environmental Manager, ABF Concrete, and community leader.

Mr. Washington was born in Ennis and returned “home” after serving in the military for 20 years. Mr. Fuentes moved to Ennis in the 1970s from a nearby small town and has observed the changing demographics in recent times. Mr. Beard moved to Ennis from Waco in 1989, owns property downtown, and has held leadership roles in the United Way, Boys & Girls Club, and Rotary Club. Mr. Montgomery's banking role in the greater Ennis community spans 30 years, and he has held many leadership roles including serving on the City's Historic Landmark Commission.

The City of Ennis today

All four persons spoke of a safe and “homey” town. Older neighborhoods are in disrepair and streets in those areas are poor. The relationship between African Americans and the growing numbers of Hispanics is harmonious. Czech traditions are valued. Ennis is located a short commute from jobs and entertainment in Dallas, nearby Waxahachie offers restaurants and shopping, all of which is desired for Ennis. To date, Ennis has been complacent about growth, but these community leaders agree that the time has come for Ennis to grow and prosper in unprecedented ways.

Situations impacting growth

The interviewees agree that Ennis must encourage the highest degree of livability in its older neighborhoods as well as in future residential development. The availability and affordability of housing is one of the greatest challenges facing the community today. There is a need for more infrastructure and more and higher paying jobs.



Long term vision

Their visions were very similar: a “hometown” like it is today in which people are comfortable; a blended community that is not racially divided; a place to which young adults return after completing college or military service; affordable housing; and better roads, amenities and access in all areas of the city. Transparency in government is important, as are the cultural arts. Bardwell Lake and Lake Clark offer space for recreation; the blue bonnets must be preserved. Walking and bike paths, recreational areas, more festivals and the like are desirable. Downtown offers a significant redevelopment opportunity to promote the city as a destination.

A1.4 Downtown Focus Group Discussion

January 14, 2015; 8:00 – 10:30 am; Ennis Public Library



As a public engagement component of the Comprehensive Plan update, a focus group discussion was held on January 14, 2015 at the Ennis Public Library from 8:00 to 10:30 am. Approximately 11 persons participated representing those with interests in Downtown—including both residents and business owners.

As part of introductions, participants were asked what their earliest or most vivid memory of Downtown is. Participants generally had memories of a bustling, lively downtown with lots of activities and people. Several participants noted a marked difference in Downtown before and after both the fire in the 1990s and the tornado in 2013. One key question was why Downtown was “shut down” for so long after the tornado. It seemed to participants that Downtown is an important component of Ennis industry, and thus should be a priority as much as possible.

After introductions, participants were broken into two discussion groups. The following summarizes the results of each of the discussions.



Focus Group 1 Discussion

Participants said that Downtown Ennis should be the heart of the City of Ennis overall. They compared it to other small cities with historic districts and said that Ennis can compete favorably with them for tourism and retail opportunities if Downtown is improved.

Downtown must be an “experience,” for visitors—so that they will return time and time again. One strength of Ennis’ Downtown is that it already exists. Many other cities of a similar size (Southlake was mentioned specifically) built a downtown from scratch. Downtown Ennis has historical, preexisting structures as a resource. On the other hand, more retail and dining opportunities are critical for the future success of Downtown. Furthermore, Ennis should look to sponsor and encourage more activities and events in Downtown. Participants think that there is opportunity for public space to be developed, but no potential location was clearly identified.

Participants noted that the proximity of historic homes to Downtown is a strength. Residential development would also be a desirable feature Downtown, especially if pedestrian pathways and bikeways are created, improved, and expanded.

Initially, some participants saw traffic in Downtown Ennis as an issue that needs to be addressed. Upon further conversation, though, many participants changed their minds and saw traffic traveling at slower speeds through Downtown as a benefit as it presents an opportunity for travelers and Ennis residents to slow down and see what Downtown has to offer.

Overall, Downtown Ennis has enormous possibility for contributions to both the City of Ennis and the region. Gateways to Downtown already exist (like the silos), but these should be enhanced so that travelers know where the City is and what it has to offer. Furthermore, Downtown needs more streetscaping and some sort of green space. The public areas should be controlled, though, and constant programming should be in place to alleviate; the potential for illegal activity or mischief.

All participants saw Downtown Ennis as a valuable asset for the City of Ennis, if it is repaired and redeveloped according to a plan. Downtown Ennis can be the heart of the City and contribute to the success of Ennis as a whole, they agree.

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Focus Group 2 Discussion

For Focus Group 2, participants were asked to discuss strengths and weaknesses of downtown. Results are as following:

STRENGTHS

- Historic buildings
- Czech heritage
- Other history (bluebonnets, railroad)
- Railroad
- Wide streets
- Walking distance to historic neighborhoods
- Theaters (there are two)
- Parks
- Slow traffic through Downtown (lets people stop and see what is available)
- Library – brings people Downtown
- Federal tax credits
- Farmer’s market
- Civic, social, and fraternal organizations
- Sports connection
- Main Street City with grant opportunity

WEAKNESSES

- Parking (there is too much inconvenient parking and not enough convenient parking)
 - Lack of cohesive streetscape
 - Lack of sidewalks and lights
 - Unattractive entry
 - Nothing for kids and teenagers (no activities)
 - No public plaza
 - No communications about Downtown (getting the message out)
 - Ennis Avenue is a divider (north vs. south barrier)
 - Empty buildings
 - Lack of nightlife
-



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A1.5 Neighborhood Focus Group 1 and 2 Discussion

January 14, 2015; 11:30 am - 1:30 pm; Ennis Public Library



As a public engagement component of the Comprehensive Plan update, a focus group was held on January 14, 2015 at the Ennis Public Library from 11:30 am to 1:30 pm. Approximately 15 persons participated, representing those with interests in neighborhoods and residential activities in Ennis—including developers, residential contractors, and residents.

Participants were broken into two discussion groups, and each group received a simple discussion guide to prompt a general conversation about the City of Ennis, especially its residential areas.

Participants said that Ennis has many good qualities that need to be enhanced. There should be increased focus on “quality of life” amenities such as green spaces, family activities, and street improvements.



Two separate thoughts emerged, as was the theme in many public engagement activities relating to the comprehensive plan. Some participants think that Ennis' identity is rightfully situated in industry and manufacturing. Continuing along this pathway will ensure the success of Ennis. Other participants believe that Ennis has enough manufacturing and industrial-based activities—other types of development need to happen in order for Ennis to grow. Participants expressed an interest in more retail in Ennis. Furthermore, they believe Ennis should look to attract more high-paying jobs.

There was a lot of discussion about the future of Ennis and what Ennis could be. Several participants said that Ennis needs more residential options, including multifamily housing. Also, participants think that Ennis needs more luxury housing options. Participants perceive low-income housing to be a weakness in Ennis—Ennis needs more luxuries such as park equipment, sidewalks, and landscaping. Some participants specifically mentioned the lack of uniform code enforcement, which encourages cars parked illegally on lawns, stray animals, and vandalism such as graffiti.

Several participants mentioned the need for outdoor recreational facilities such as walking trails, hiking trails, and parks. This could occur around the lake and in other large green spaces that are already established in Ennis. There was discussion about the possibility of a bike trail connecting to other towns as well as existing biking and hiking trails being cleaned up and integrated.

Participants continually mentioned the need for street improvements such as lighting and signage. Furthermore, they said that streets in Ennis really do need to be repaired, in turn, helping development along Highway 287 and Interstate 45.

In short, participants in the two Neighborhood Focus Groups think that the City of Ennis can enhance what it already has. It has a lot of opportunities in beautiful green spaces and historic buildings. If developers look to improve Ennis based on an organized plan, these green spaces can be used to advance the community's quality of life. This will lead to higher paying jobs and an overall marketability of a most desirable lifestyle, which will not only attract new residents to the town, but also make them want to spend their lives in Ennis.

A1.6 Public Meeting 1

January 13, 2015; 6:00 to 8:30 pm, Ennis High School Cafeteria



As a public engagement component of the Comprehensive Plan update, a public meeting was held on January 14, 2015, from 6:00 to 8:30 pm at the Ennis High School Cafeteria. Approximately 58 persons participated in a variety of activities that included keypad polling, small group discussion, and large group reporting. Participants represent members of the business and residential communities.

After introductions, participants were asked several questions about the City of Ennis, its current state, and its future which they answered through electronic keypad polling. Many participants said that the best things about Ennis are its neighborhoods (51.9%) and Downtown (31.5%). Only 1.9% of participants said they like the shopping in Ennis, and 70.4% of the participants said that Ennis needs more retail in order to see success. 66.7% said that historic buildings are the greatest assets in Downtown Ennis. No participants identified retail as an asset. The greatest concern about future growth in Ennis is traffic (29.6% of participants), but crime (22.2% of participants) is also a concern.

Facilitators distributed two sets of questions to participants who broke out into small groups. First, participants were asked to identify key words that characterize Ennis.



Notable positive concepts included transition, potential growth, heritage, diversity, historic, quiet, and friendly. Some negative concepts mentioned stagnant, confused, and antiquated.

Participants were asked to mark the neighborhoods in which they reside on a large map. Most neighborhoods in Ennis were represented. When asked what is special about Ennis neighborhoods, many participants said that they are safe and tight-knit. Neighbors know each other in Ennis—thus, “community” is extremely important. Some small groups noted that they enjoy the rural nature of their neighborhoods, while others noted that they enjoy their neighborhood’s proximity to Downtown.



When participants identified future priorities for Ennis, many mentioned the need for street repairs and traffic flow improvements. Other suggestions include increased city “amenities,” such as more activities for children and families and more municipal spaces like arts venues and green spaces (a golf course or community center).

Two key themes developed throughout the conversation. One notion was that because Ennis successfully developed as an industrial and manufacturing town—the future successes of Ennis would be in this arena. Thus, Ennis should continue as an industrial or manufacturing town. The second emphasis seemed to be that Ennis has stagnated,

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remaining focused on industry and manufacturing; the future successes of Ennis depended on diversifying and moving away from this arena.

Many participants agree that residential options must increase in Ennis. Nevertheless, this should occur with caution, and developers should look to protect green spaces and the rural nature of Ennis. Furthermore, specific attention should be paid to traffic flow.

The second set of questions looked for small groups to identify specific traffic concerns. Specific roads that were mentioned included:

1. Ennis Road/US-287 (Business 287 should be finished quickly and commercial traffic should use the bypass)
2. US-287 BUS (more retail and restaurants)
3. IH45 (more exits and ramps; IH45 needs more signage and/or a monument announcing the City of Ennis)

Largely, it was noted that residential street repairs are inconsistent in Ennis and that basic problems such as potholes must be fixed.

The overall atmosphere at the community meeting was positive. Participants were enthusiastic and engaged openly. They are optimistic about the future of Ennis, and want to see strengths such as Ennis, culture and history enhanced, while certain issues such as traffic flow and the lack of retail and family activities are addressed.

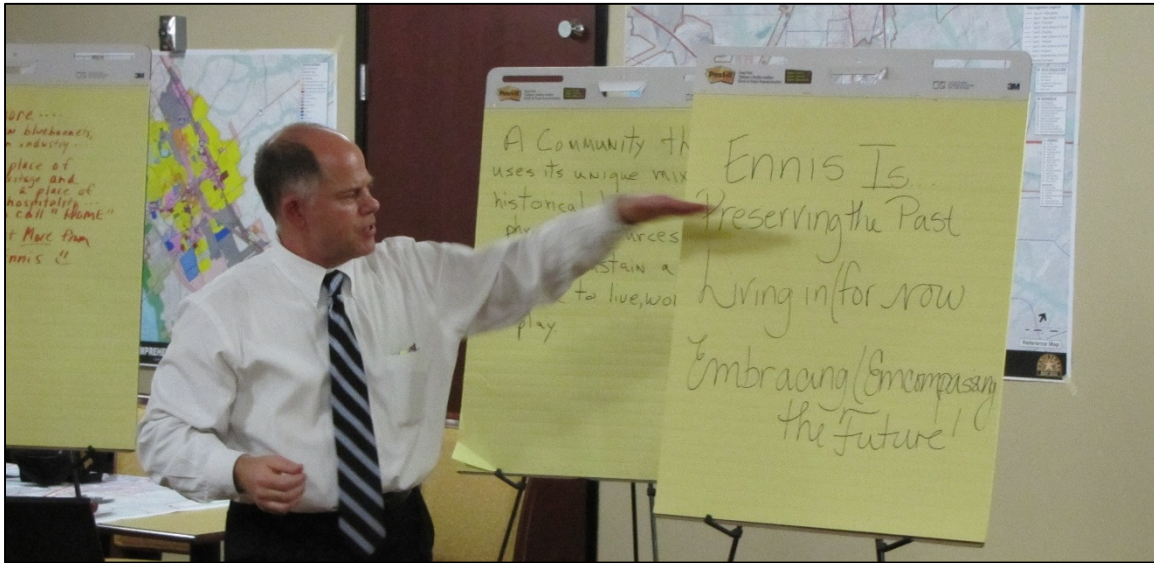




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A1.7 Visioning Session

January 14, 2015; 5:00 – 8:00 pm; Comfort Suites



As the culmination of a three-day visioning event, a wrap-up visioning session was held on January 14, 2015 at Comfort Suites in Ennis from 5 to 8:00 pm. Approximately 22 individuals participated many of whom participated during the previous three-day events, and that were representing those with interests in Ennis—including residents, business owners, and elected officials.

After introductions, Francois De Kock, of Halff & Associates, gave an update on the project’s public engagement process and the planner’s preliminary thoughts and suggestions. Ennis, as a whole, already shows enormous possibility and some of its key strengths include a strong history and culture, an existing downtown, and a small-town atmosphere with close proximity to the Dallas/Fort Worth Metroplex.

Planners see a variety of strengths build off what the City already has. Halff will look to focus on key catalytic activities, and put together a comprehensive plan that will be useful for years to come. Much of the discussion at the visioning session focused on Downtown, where there are opportunities for redevelopment and improvement are already underway. Ennis should look to build on current momentum and increase outdoor amenities such as green space, streetscaping, sidewalks, and even lighting. Planned activities should occur in all of these spaces. Furthermore, “gateways” to the City should be enhanced to celebrate



what Ennis offers to travelers, residents, and businesses. Planners will look to preserve the existing neighborhood fabrics while incorporating modern, useful amenities.

Participants asked several questions of the planners, including how a comprehensive plan is developed and then used. One participant made note of the importance of increased cultural opportunities in Ennis, including museums and a possible “cultural center.” He said he would like to see Ennis plan “vibrant events” that offer “exciting experiences.” He also said he would like to see strong cultural institutions that promote life-long learning in Ennis. Another participant said that tourism is a huge component of Ennis’ success, and this should be incorporated into the comprehensive plan.

When asked what types of amenities “define quality of life,” participants noted:

- Increased technology such as Wi-Fi and cellular phone access
- High paying employment opportunities
- Cultural institutions
- Family activities
- Entertainment opportunities
- Aquatics and recreation facilities
- Retail
- High quality housing
- Public spaces (central plaza)
- Clean community
- Safety

Participants were also asked to suggest possible vision statements for the City of Ennis as it works towards a comprehensive plan. Suggestions included:

- Ennis is... preserving the past, living for now, embracing the future!
- Ennis is the place to live! work! play! in the new millennium
- Ennis is a community that uses its unique mix of historical, human, and physical resources to create and sustain a vibrant place to live, work, and play
- Ennis is more than bluebonnets, more than industry... Ennis is a place of cultural heritage and diversity... a place of hometown hospitality... a place to call “HOME.” Expect more from Ennis.
- Ennis is a family-friendly, economically diverse, modern community where people feel safe

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A vote was called for the statement that reflects the community's vision for Ennis the best and that will be appropriate to use as the vision statement for the comprehensive plan. The choice was as follows:

Ennis is a community that uses its unique mix of historical, human, and physical resources to create and sustain a vibrant place to live, work, and play

In all, participants are optimistic and excited about the possibility of a usable comprehensive plan that will provide a variety of options and paths for successful development. They would like to see a sustainable future that carries Ennis for generations to come. Several participants asked for examples of similar plans that have been successful in other, similar cities, but most participants see Ennis as a unique town with unique needs. With planned, controlled growth, Ennis will be a great place to live.





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A1.8 Public Meeting 2

June 25, 2015; 5:30 to 8:00 pm, Ennis Event Center



As a key public engagement component of the Comprehensive Plan update, a public meeting was held on June 25, 2015, from 5:30 to 8:00 pm at the Ennis Event Center. A total of 73 persons as reflected on the sign-in sheet, attended the meeting. The purpose of the meeting was to share the results of the planning effort in response to public input received during the visioning sessions on January 2015.

The meeting started with a half hour open house where people could view and comment on display boards arranged along the periphery of the room. The boards included two boards that displayed the proposed Future Land Use Plan with recommended tweaks to the Existing Thoroughfare Plan, and the Future Land Use Plan combined with the proposed network of trail connections. Other boards included land use tables that describe the purpose and intend, type and density, and design priorities for each of the city's future land use character areas; major corridors presented in table format, and an analysis map of the downtown. Participants were encouraged to affix comments written on yellow sticky pads to the relevant board.



The open house was followed by a presentation that included a short explanation of a typical comprehensive plan and a summary of the public input process and the results so far in the planning process. It was explained that the success of any plan relies on clear and concise direction, which can be achieved with the crystallization of 2 to 3 big ideas. For Ennis, these big ideas include:

Lake Bardwell

The lake has untapped potential. The 2000 Comprehensive Plan acknowledges the lake somewhat with a proposed trail on its eastern shore. The planning effort for the 2015 Plan recognizes the value of land adjacent to water and/or natural open space, which has a premium when it comes to residential development. In order to emphasize the lake as a major destination for the community, it is recommended that a 21 miles lake loop trail and 20 miles lake ring road be constructed around the lake. Participants were asked to imagine a Sunday family drive around the lake, or a cyclist that circles the lake similar to how cyclists, joggers and strollers enjoy White Rock Lake in Dallas with its approximately 10 miles trail loop.

Kaufman Road

Historically it appears that Kaufman Road was overlooked for its potential, and received limited attention from city leaders. However, many entrepreneurs are starting to take advantage of the low cost to establish a business along the Kaufman Road corridor. The planning team recommends funding for improving the public realm, including streetscape, which will serve as a catalyst for improvements through private investment. As part of this big idea, a cottage industry where people can both work and live on the same premise, with vibrant and appealing architecture, is recommended for the Kaufman corridor in the area where it intersects downtown.

Downtown Ennis

Downtown is regarded as the soul and heart of Ennis. Revitalizing downtown with an increased variety of uses including mixed use that accommodates uses like retail, office, living and entertainment, is seen as a big idea in itself. This is in actual fact already pursued with the Downtown Master Plan that is currently under way. The 2015 Plan recommends leveraging public open space areas with public funded improvements to serve as a catalyst for private investment and improvements. One such area is at NW Main and W Belknap to be transformed into a place for gathering and festivals.

After the presentation, participants were encouraged to mingle and to continue reviewing the display boards. Verbal comments/questions during the meeting and comments written on cards and or yellow sticky pads included:

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Support for ideas presented included:

- Downtown public space
- A marina and dining destinations on Lake Bardwell eastern shore and the north side of SH34
- A 9 mile roundtrip scenic bike trail (like in Waxahachie)
- Softening of industrial development

Opposition for ideas presented included:

- Dislike of the business park idea and the expansion of the industrial areas - industrial use is not a necessary evil
- Large houses on Ennis Parkway and Laneview Drive will not support a lake trail or drive

General comments included:

- The USACE owns Lake Bardwell, which may add difficulty in improving their land for public use
 - The area between Ennis Avenue and Lampasas Street is a historically black area and should have development incentives similar to downtown; the original historic survey was done in 1997, so more buildings could be designated historic today
 - Ideas are good, but more residents are needed for adequate financial support
 - The drive-in theater noted on the board is actually located in Garrett
 - Are there any plans for the golf course and country club? Find a use for it - don't lose it
 - Would like to see a Frisbee golf course and dog park
 - Eliminate big-box shops like Wal-Mart
 - Additional sidewalks and fixing of existing sidewalks are needed in the residential historic area
 - Would like to see a park designed with Mexican colors and statues of important people
 - Would like to see a park for the disabled
 - Would like to see access to a small farm with animals
 - Update the Ennis Historic Survey to include structures built or renovated before 1965 (i.e. 50 years old) including south of Ennis Ave. and east of Main St.
-



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A1.9 Citywide Public Opinion Survey

Methodology

In an effort to incorporate the opinions of the citizens of Ennis into long range planning and development for the City, staff secured the support of independent consultant and land use specialist Halff and Associates and Pavlik and Associates, a public engagement specialist, to develop and administer a citizen opinion survey through the month of September 2014.

The survey consisted of 47 questions, and included multiple choice, rating scales, and open ended questions. Both demographic and opinion data were collected. Halff worked with City staff to identify respondents based on Ennis water bill accounts. A total of 5,564 survey packets were mailed; one survey was sent to each household. The survey packet contained the survey in English and Spanish, as well as a postage-paid reply envelope. Each survey was assigned a unique six-digit code to ensure that the household only submitted one set of answers. Respondents could use the six-digit code to access an online version of the survey if they preferred. Of the 1,207 completed surveys, 81 were directly online. A total of 33 surveys were completed in Spanish in the paper format.

Surveys were mailed on September 11, 2014, with a completion deadline of October 7. For each completed survey, the respondent was offered a chance to win a \$300 gift card in a drawing to occur at the completion of the project.

Contact information was also collected for the purpose of dispersing future public notices and updates on the comprehensive planning process.

Demographics of Respondents

Gender – Of the 1,207 respondents, 50.1% are females and 41.4% are male. The remaining 8.5% respondents either skipped the question or indicated they preferred not to answer. More male business owners took the surveys than female business owners, but more female residents (not business owners) participated.

Age – Of the 1,207 respondents, 400 total are over the age of 65 (33.1%). 29.4% of respondents said they are between 51 and 65. 20% (243) of the total respondents are between the ages of 36 and 50, and 10.8% (130) are between the ages of 21 and 35. The largest age group of business owners and managers who responded to the survey are between the ages of 51 and 65, with a total of 68 respondents.



Ethnicity – The majority of respondents identified themselves as Caucasian (857 total or 71%). The next largest ethnic grouping of respondents is Hispanics with 143 or 11.8%. 75 respondents identified themselves as African-American. Most of the business owners and managers identified themselves as Caucasian (122 out of 144 total business owners).

Marital Status – A majority of the respondents (735 total and 60.9%) identified themselves as “married.” The second largest group of respondents was “single,” with 326. The smallest groups are “I prefer not to respond” and “living together or domestic partner.” This same trend applied to both “residents” and “business owners/managers”

Household Information – The largest block of respondents said two when asked how many people reside in a household (457 or 37.9%). The next largest group said 3 to 4 (342 or 28.3%). 18% of respondents (217) said they live alone, and few had 8 or more people in a household. 674 or 55.8% of respondents said that they had no children residing in their household or that the question of what age groups of children are represented in their household did not apply to them. All other groups are evenly distributed. Respondents with children 5 years of age and under are numbered at 139. Respondents with children 6 to 12 years of age are numbered at 178. Lastly, respondents with children either 13 to 18 years of age and 19 to 24 years of age are numbered at 181 and 128 respectively.

The majority of respondents who reported a household income (as opposed to saying “I prefer not to respond” or skipping the question), did so at “above \$60,000 (394 of respondents). The next largest group who reported a household income said that the make less than \$25,000. Senior (those older than 65) income amounts in Ennis are relatively evenly distributed between each of the income groups, but the majority of seniors said “I prefer not to respond.” Almost all respondents said they live in a single family, detached home (86.2%), and they also typically own their own home (83.3%). Only 9.5% of respondents rent their home. Several open-ended comments mentioned the need for more options in the way of multifamily apartments or condominiums, while others mentioned the preference for fewer rental properties. Those who want fewer rental properties cited the lack of care taken in the appearance of rental homes.

Work & Employment – The overwhelming majority of respondents who completed the survey said they are a resident of Ennis. This total was 984 out of 1,207 total respondents, or 81.5%. The next largest group of respondents are both a resident of Ennis and the owner/manager of a business. This number was 162 or 13.4%. Four percent of respondents said they are the owner/manager of a business in Ennis, and only 8 respondents answered with the “none of the above.”

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When asked whether they work in Ennis, 37.3% of respondents (or 450) answered “yes,” while 378 respondents (31.3%) indicated that they are retired. 260 respondents or 21.5% of the total respondents said that they are employed but do not work in Ennis. Some work in Dallas.

Likes and Dislikes about Ennis

Almost all of the respondents have lived in Ennis more than 20 years (745 or 65.29%). Many of the residents cited one of their reasons for living in Ennis or what they liked most about Ennis is the fact that they were “born and raised in Ennis,” or that it is “near family.” 76.58% of the respondents who over the age of 65 said they had lived in Ennis for 20 years. This group might have worked in Ennis before being retired, but in any case are long-term residents of Ennis. Additionally, most of the young respondents (ages 21 to 35) had lived somewhere else and moved to Ennis more recently. Many of these respondents also reported having children and liked things such as the school systems. They also said that they moved to Ennis to be “closer to family” or for a job or employment opportunities.

The top reason for living in Ennis was that “this is the ‘right’ size of town to live in,” with 38.16% of the respondents selecting this option. Since respondents were allowed to answer with more than one option, the second most selected response was “I work in Ennis or nearby,” with 33.42% of respondents. This indicates that the job options are good in Ennis. More young or career-aged people (anyone 50 years-old or younger) answered that they live in Ennis because of work than any other age group. Senior citizens (older than 65 years) mostly live in Ennis because of the size of the town. Most seniors used the “other” field to say that they were born and raised in Ennis or to say that they had married someone who was from Ennis. Very few senior respondents mentioned work in this section. The least selected reason for living in Ennis was “I like the housing options,” at 7.51%. Many people articulated a need for more housing options or better, cleaner, and safer housing options. A reoccurring concern about living in the city of Ennis was the lack of enforcement on housing codes. A lot of people cited unkempt lawns and cars parked in yards as eyesores, saying that they reflected poorly on the community.

Respondents were asked to answer two open ended questions—one asking what he or she liked most about Ennis and one asking what he or she liked least about Ennis. Many respondents explained that they like the community and the friendly residents. They like the fact that it is a “small town” near a big city. It offers a convenient location, but a quiet community. Many thought that there are fewer traffic problems in Ennis than in the larger communities of Fort Worth and Dallas. Most of the respondents also said they like the fact that they are closer to family in Ennis.



Respondents' dislikes about Ennis focus on the lack of variety in restaurants and shopping. Furthermore, many said that the quality of streets in Ennis is very poor. Both business owners and nonbusiness owners alike noted the lack of support for new and locally owned businesses. They said that city government makes it difficult to conduct business because of taxes and restrictions placed on business owners. Respondents thought Ennis is an unappealing environment for businesses. As a result, many respondents said that there is an overall lack of growth in the Ennis community. Many compared Ennis to Waxahachie, saying they would like similar shopping, dining, and recreational activities.

City Services

All respondents were asked to rate the quality of City services, including the police department, the fire department, the condition of streets, the trash services, the parks and recreation services, the traffic flow, and the emergency medical services. The highest rated city services were the fire department and the trash services, with average ratings of 4.29 and 4.09 respectively. Interestingly, many residents commented on the lack of recycling programs. Several said that recycling programs should be reinstated, with collection of curbside recycling happening more often. City services with a rating over 3.0 included the police department (3.92), the parks and recreation services (3.49), the traffic flow (3.23), and the emergency medical services (3.79). In open-ended comments, some individuals mentioned that parks had fallen into disrepair and should be cleaned up. The overall lowest rated city service was the street conditions (2.37). Most individuals mentioned the poor streets in Ennis, saying that they reflected poorly on the City and that they were dangerous for drivers. Many also cited this as a reason for poor growth. Some individuals named certain streets, but many mentioned the streets in residential neighborhoods and the downtown area.

Many of the ratings for city services went up considerably when only respondents aged 65 years or older were considered. There was a slight drop in both street conditions as well as parks and recreational services. This shows that senior citizens are, as a whole, more satisfied with city services. When the 21 to 35 year old age group is considered, most ratings went down considerably except for parks and recreational services and traffic flow. This reflects young peoples' expectations in these areas, showing that many might be coming from cities where these city services are not as good as those in Ennis. On the other hand, the fact that approval of most other city services dropped shows that young people are largely dissatisfied in Ennis. Respondent's answers in many of the open-ended questions demonstrated an awareness of this fact in that they suggested finding ways to

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Appendix 1: Visioning and Public Engagement

attract new residents who are not only young and educated but also have high potential earning power in white-collar jobs.

Improvements and Initiatives

Bird watching and wildflower viewing – Respondents were asked their opinions regarding improvements and initiatives in the City of Ennis. When specifically asked, “Should the City protect natural areas for bird watching and/or wildflower viewing?” many respondents (58.21% or 677) said “yes.” Only 128 respondents or 11.01% of total respondents said “no.” Interestingly, 358 respondents or 30.78% did not have an opinion on the matter. Many of the open-ended questions were positive reviews of the bluebonnet festival as well as comments on the fact that Ennis was a small town in an idyllic, natural setting. This further supports Ennis preserving areas where residents and travelers can enjoy the natural beauty of Ennis. However, many respondents who supported this initiative also commented on the “high taxes” in Ennis. Another notable comment trend was a call for transparency in government and citizen input on the City budget. Interestingly, some respondents said that this survey was a good start on gathering input and integrating stakeholders’ opinions. There was no significant variation according to gender.

With income level, there was very little variation from the overall response when considering those who make less than \$25,000. On the other hand, support for natural areas in Ennis dropped slightly in the group of respondents who identified their household income as more than \$60,000 (from 58.21% overall to 55.30% for the households over \$60,000).

Festivals – A little over half of the respondents, 51.74% or 594, said that the City should expand or sponsor more festivals. More people had no opinion (24.56% or 282) than said “no,” (23.17% or 266). In addition to the Bluebonnet Festival discussed in the wildflower viewing section of this report, one other festival that was mentioned several times was the Polka Festival. Many respondents commented that they enjoyed the rich Czech heritage in Ennis and that the Polka Festival was a good opportunity to attract visitors as well as garner resident participation in the City. Some respondents who did not think that the City should expand or sponsor more festivals are specifically concerned about taxes and said that other issues in the City should be addressed first (such as roads and attracting new businesses). There was no specific variation according to gender.

City Initiatives – Several City initiatives were tested, and interest was evenly distributed among them. Respondents were asked whether or not they liked (rated from liking a lot to



not liking at all) the idea of the following city initiatives (order reflect rating from highest to lowest:

1. Continuing a city-supported Farmer's Market
2. Additional walking/bike trails
3. Developing an aquatic and recreation center
4. Additional neighborhood or municipal parks
5. Developing local waterparks and splash pads
6. Developing an arts and cultural center
7. Expanding athletic facilities
8. Creating a municipal golf course
9. Expanding the municipal airport

Overall, the City initiatives that were rated highest by all respondents were the aquatic and recreation center and the additional walking and biking trails. The lowest ranked initiatives were the municipal airport and the municipal golf course. This ranking could be explained by age groups. All the ratings of respondents 65 and older were considerably lower than the overall average. These people are mostly retired and have a more modest income than individuals who are in the work force. They were concerned about taxes and the cost of living, and might see the implementation of these initiatives as a cause to raise taxes. Many of them did mention in open comments, though, that there is a need for an improved "senior facility," where they can go for everything from fitness exercises to fellowship.

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Appendix 2
Citizen Survey Results



City of Ennis Citizen Survey

September to October 2014

Halff Associates
Pavlik and Associates

Page 1

Methodology

- 47 questions (multiple choice, rating scales, open-ended)
- Demographics and opinion data
- Respondent pool – individuals who receive water bill
- 5,564 packets mailed
- One survey (English & Spanish) mailed to each address
- Unique code ensured one submission per survey
- Mailed September 11, 2014
- Completion October 7, 2014



1,207 Total Respondents

1,126 Returned by Mail

81 Completed Online

1,173 Completions in English

32 Completions in Spanish

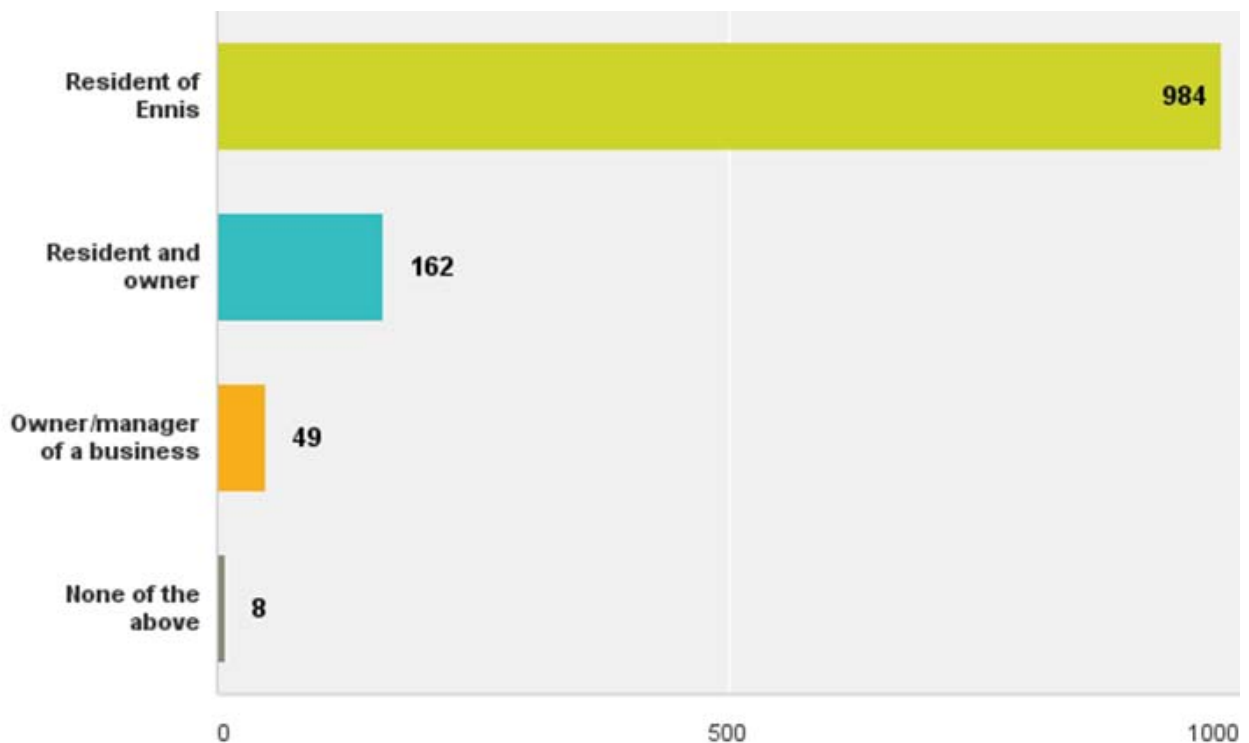


City of Ennis Citizen Survey Analysis

Page 3

Are you a resident of Ennis and/or own a business in Ennis?

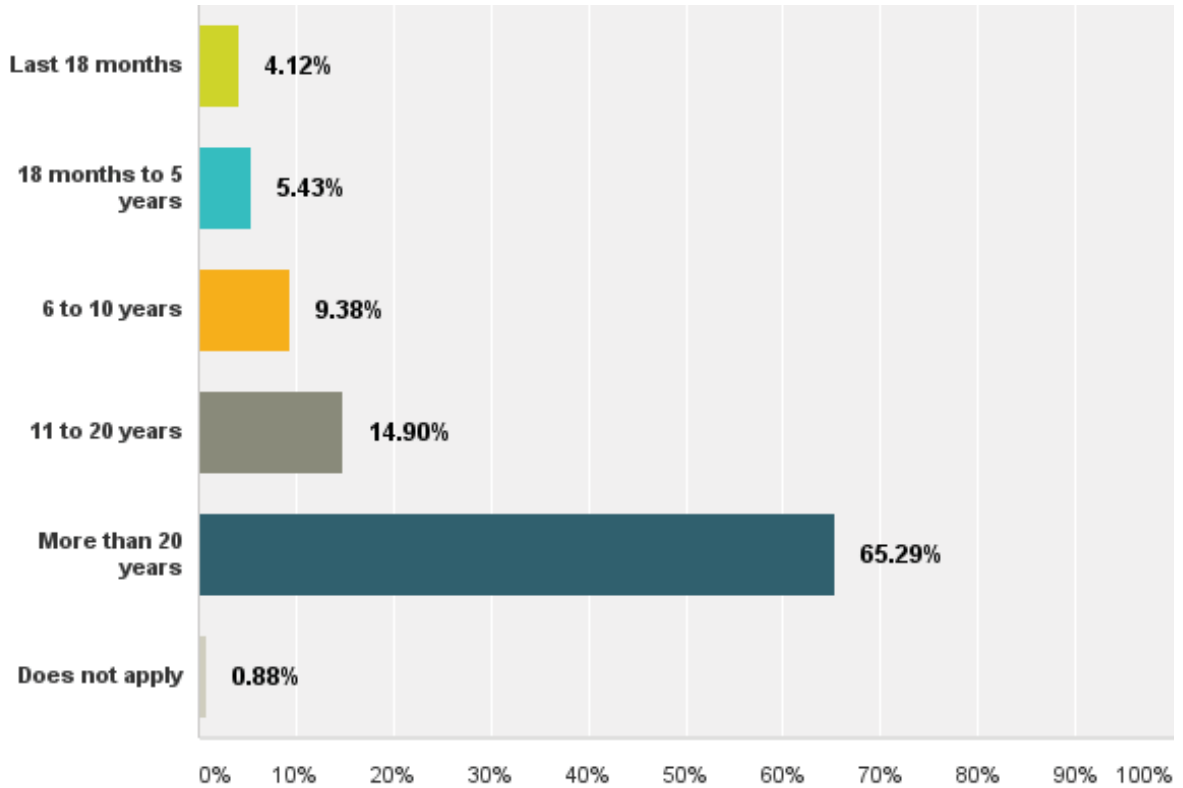
Answered: 1,203 Declined: 4



Page 4

How long have you lived in Ennis?

Answered: 1,141 Declined: 66

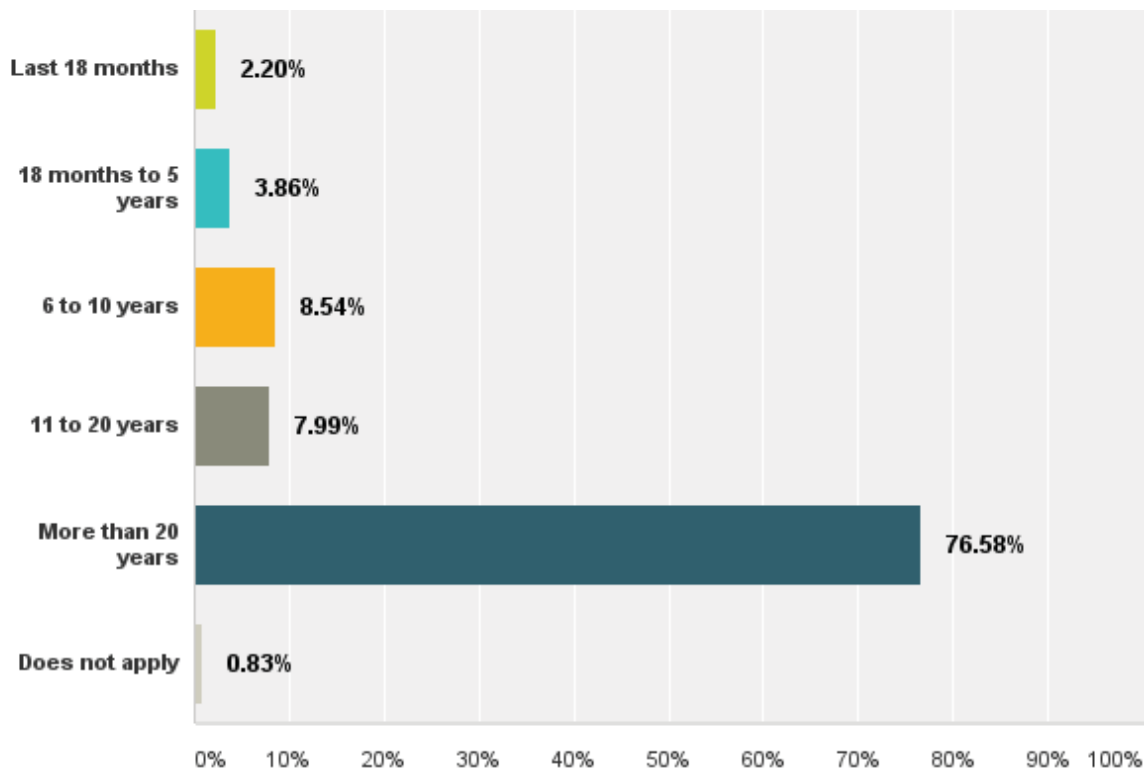


Page 5

How long have you lived in Ennis?

Answered: 363 Declined: 6

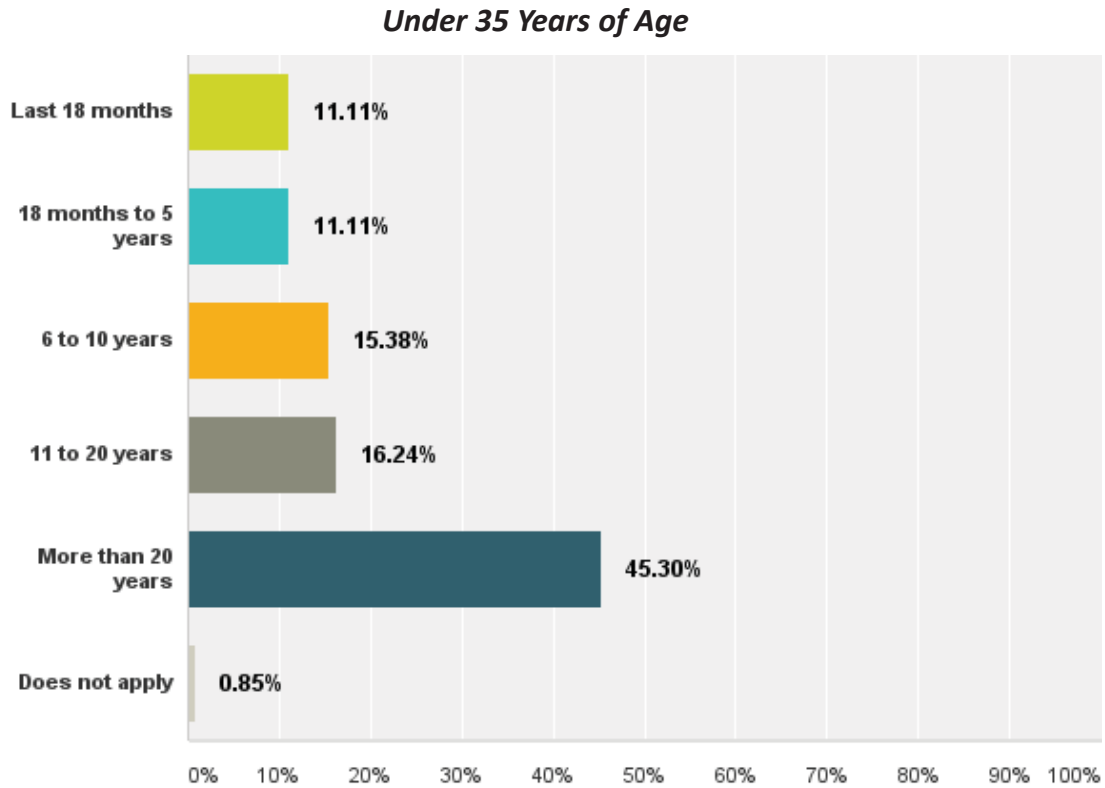
Over 65 Years



Page 6

How long have you lived in Ennis?

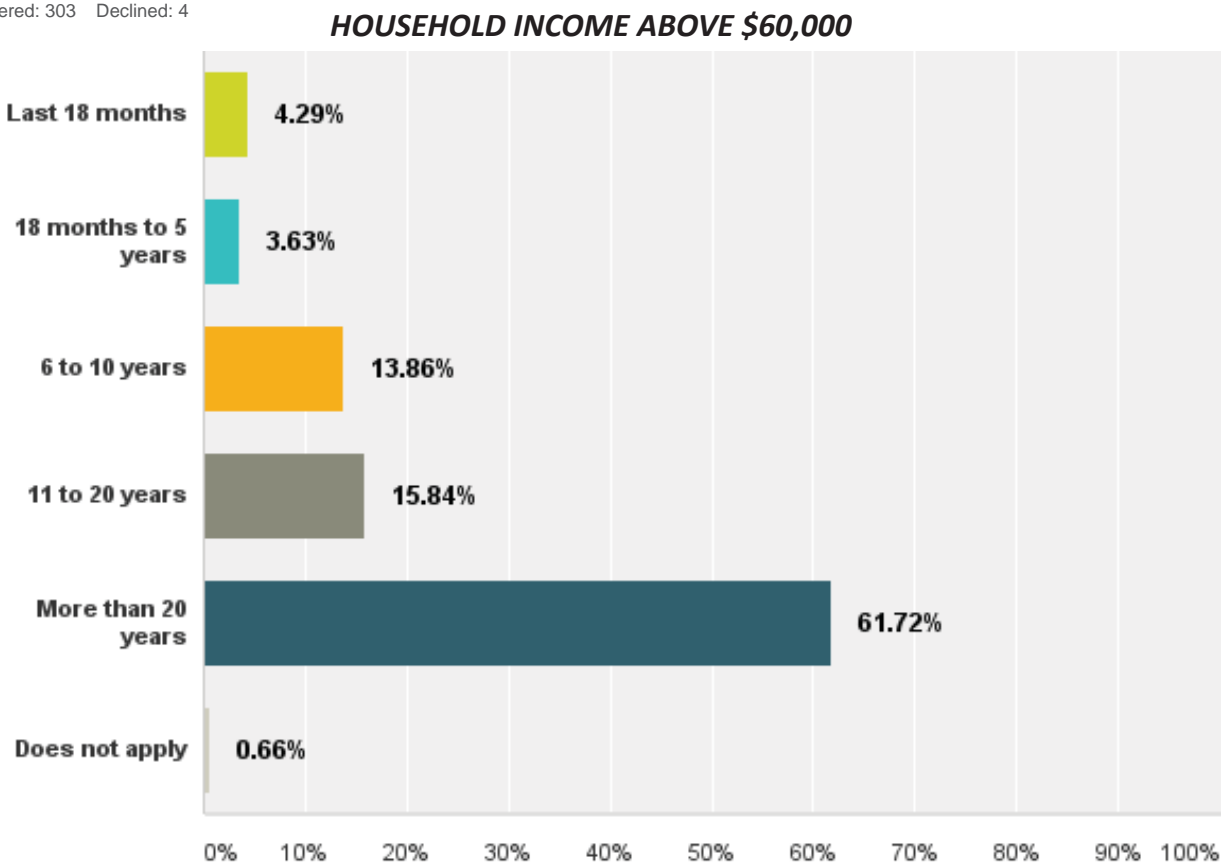
Answered: 117 Declined: 3



Page 7

How long have you lived in Ennis?

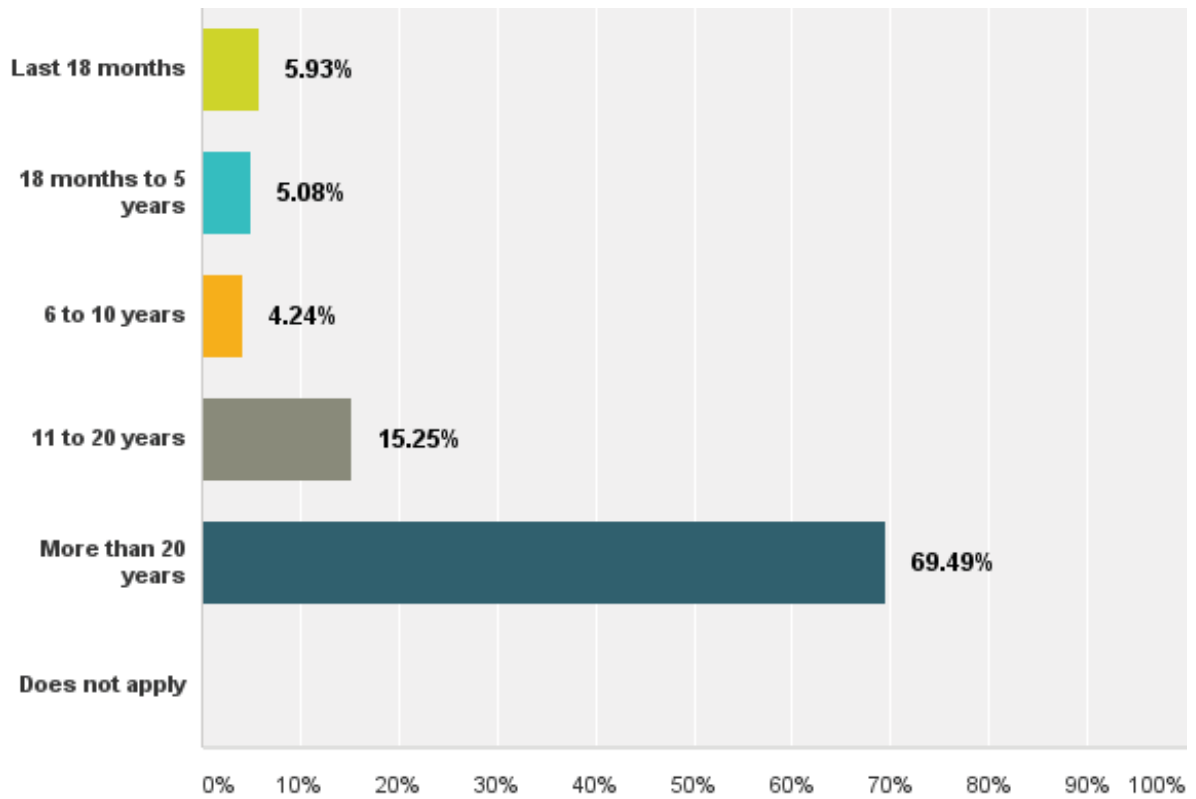
Answered: 303 Declined: 4



How long have you lived in Ennis?

Answered: 303 Declined: 4

HOUSEHOLD INCOME BELOW \$25,000



Page 9

Why do you live in Ennis? (Select all that apply)

Answered: 1,119 Declined: 88

| Answer Choices | Responses | Count |
|---------------------------------|-----------|-------|
| Cost of living less | 16.71% | 187 |
| Housing options | 7.51% | 84 |
| Public schools | 11.17% | 125 |
| Work in/nearby Ennis | 33.42% | 374 |
| "Right" size of town | 38.16% | 427 |
| Other (please specify) | 41.64% | 466 |
| Total Respondents: 1,119 | | |

Page 10

Why do you live in Ennis? (Select all that apply)

Answered: 348 Declined: 21

Over 65 Years

| Answer Choices | Responses | |
|-------------------------------|-----------|-----|
| Cost of living less | 10.06% | 35 |
| Housing options | 4.60% | 16 |
| Public schools | 8.05% | 28 |
| Work in/nearby Ennis | 12.07% | 42 |
| "Right" size of town | 44.83% | 156 |
| Other (please specify) | 53.16% | 185 |
| Total Respondents: 348 | | |

Page 11

Why do you live in Ennis? (Select all that apply)

Answered: 118 Declined: 2

Under 35 Years of Age

| Answer Choices | Responses | |
|-------------------------------|-----------|----|
| Cost of living less | 24.58% | 29 |
| Housing options | 16.10% | 19 |
| Public schools | 20.34% | 24 |
| Work in/nearby Ennis | 55.08% | 65 |
| "Right" size of town | 26.27% | 31 |
| Other (please specify) | 28.81% | 34 |
| Total Respondents: 118 | | |

Page 12

Why do you live in Ennis? (Select all that apply)

Answered: 300 Declined: 7

HOUSEHOLD INCOME ABOVE \$60,000

| Answer Choices | Responses | |
|-------------------------------|---------------|-----|
| Cost of living less | 14.00% | 42 |
| Housing options | 4.67% | 14 |
| Public schools | 10.33% | 31 |
| Work in/nearby Ennis | 40.33% | 121 |
| "Right" size of town | 33.00% | 99 |
| Other (please specify) | 41.67% | 125 |
| Total Respondents: 300 | | |

Page 13

Why do you live in Ennis? (Select all that apply)

Answered: 300 Declined: 7

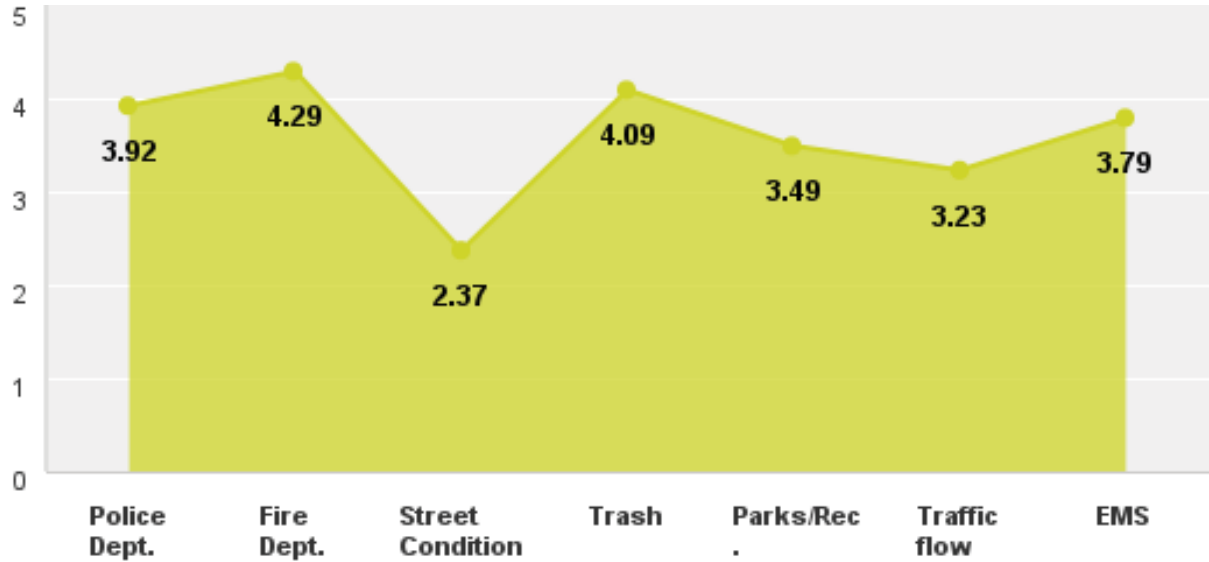
HOUSEHOLD BELOW \$25,000

| Answer Choices | Responses | |
|-------------------------------|---------------|----|
| Cost of living less | 14.91% | 17 |
| Housing options | 13.16% | 15 |
| Public schools | 12.28% | 14 |
| Work in/nearby Ennis | 22.81% | 26 |
| "Right" size of town | 37.72% | 43 |
| Other (please specify) | 43.86% | 50 |
| Total Respondents: 114 | | |

Page 14

How do you rate the following city services?

Answered: 1,188 Declined: 19



Page 15

How do you rate the following city services?

Answered: 1,188 Declined: 19

| | Excellent | Good | Average | Somewhat Poor | Poor | Total | Weighted Average * |
|------------------|------------------|------------------|------------------|------------------|------------------|-------|--------------------|
| Fire Dept. | 43.22% 475.00 | 43.95% 483.00 | 11.83% 130.00 | 0.55% 6.00 | 0.45% 5.00 | 1,099 | 4.29 |
| Trash | 34.23% 395.00 | 44.71% 516.00 | 17.76% 205.00 | 2.34% 27.00 | 0.95% 11.00 | 1,154 | 4.09 |
| Police Dept. | 30.12% 338.00 | 40.82% 458.00 | 23.17% 260.00 | 2.94% 33.00 | 2.94% 33.00 | 1,122 | 3.92 |
| EMS | 24.93% 253.00 | 41.87% 425.00 | 24.14% 245.00 | 5.12% 52.00 | 3.94% 40.00 | 1,015 | 3.79 |
| Parks/Rec. | 16.93% 183.00 | 38.76% 419.00 | 27.47% 297.00 | 10.55% 114.00 | 6.29% 68.00 | 1,081 | 3.49 |
| Traffic flow | 7.77% 89.00 | 35.20% 403.00 | 36.94% 423.00 | 12.23% 140.00 | 7.86% 90.00 | 1,145 | 3.23 |
| Street Condition | 2.73% 32.00 | 13.07% 153.00 | 29.80% 349.00 | 26.90% 315.00 | 27.50% 322.00 | 1,171 | 2.37 |

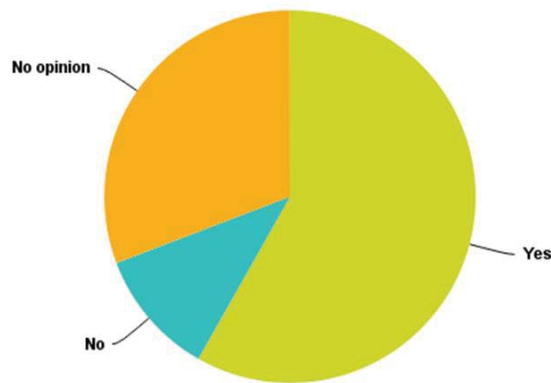
*Weighted average out of 5 total points

Page 16

Should the City protect natural areas for bird watching and/or wildflower viewing?

Answered: 1,163 Declined: 44

| Answer Choices | Responses | |
|----------------|-----------|--------------|
| Yes | 58.21% | 677 |
| No | 11.01% | 128 |
| No opinion | 30.78% | 358 |
| Total | | 1,163 |



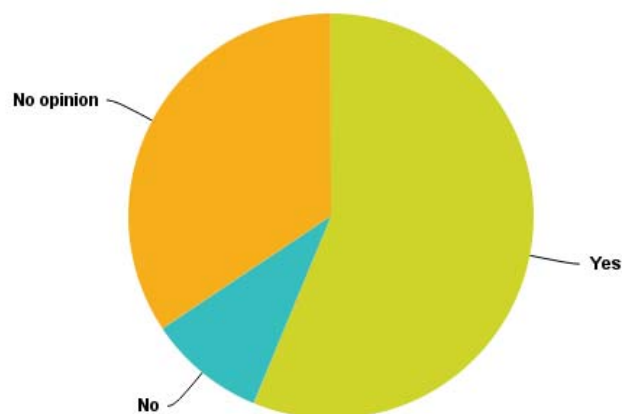
Page 17

Should the City protect natural areas for bird watching and/or wildflower viewing?

Answered: 352 Declined: 17

Over 65 Years

| Answer Choices | Responses | |
|----------------|-----------|------------|
| Yes | 56.25% | 198 |
| No | 9.38% | 33 |
| No opinion | 34.38% | 121 |
| Total | | 352 |



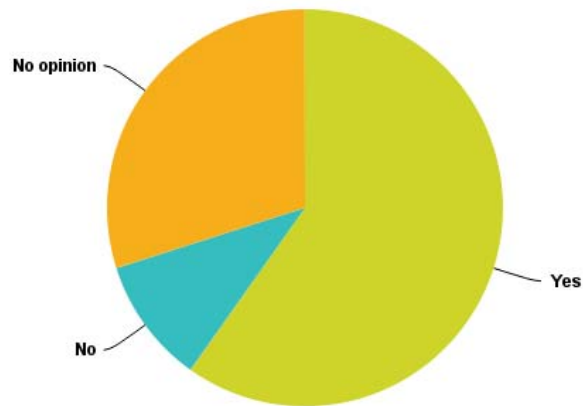
Page 18

Should the City protect natural areas for bird watching and/or wildflower viewing?

Answered: 117 Declined: 3

Under 35 Years of Age

| Answer Choices | Responses | |
|----------------|-----------|------------|
| Yes | 59.83% | 70 |
| No | 10.26% | 12 |
| No opinion | 29.91% | 35 |
| Total | | 117 |



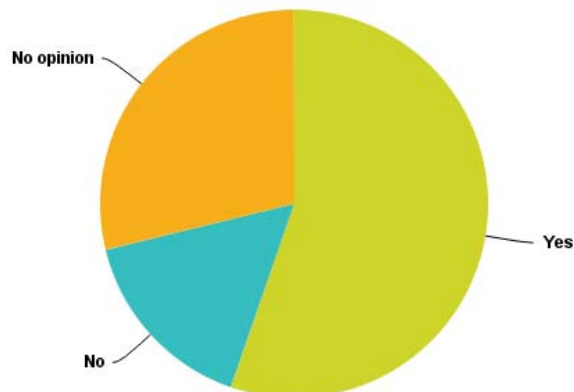
Page 19

Should the City protect natural areas for bird watching and/or wildflower viewing?

Answered: 302 Declined: 5

HOUSEHOLD INCOME ABOVE \$60,000

| Answer Choices | Responses | |
|----------------|-----------|------------|
| Yes | 55.30% | 167 |
| No | 15.89% | 48 |
| No opinion | 28.81% | 87 |
| Total | | 302 |



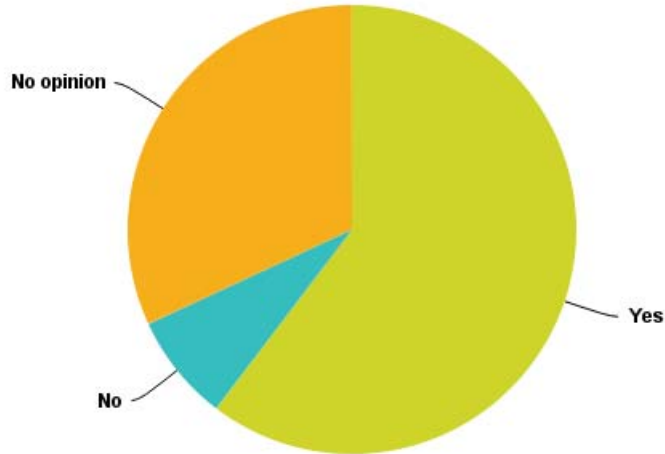
Page 20

Should the City protect natural areas for bird watching and/or wildflower viewing?

Answered: 302 Declined: 5

HOUSEHOLD INCOME BELOW \$25,000

| Answer Choices | Responses | |
|----------------|-----------|------------|
| Yes | 60.34% | 70 |
| No | 7.76% | 9 |
| No opinion | 31.90% | 37 |
| Total | | 116 |

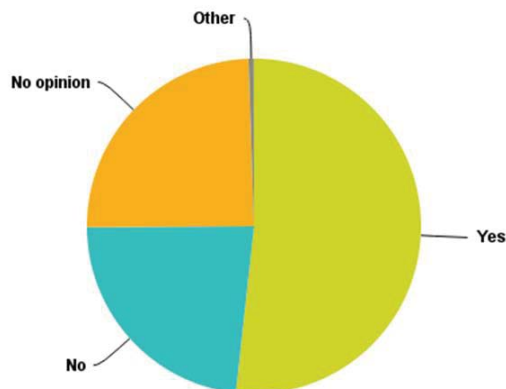


Page 21

Should the City expand or sponsor more festivals?

Answered: 1,148 Declined: 59

| Answer Choices | Responses | |
|----------------|-----------|--------------|
| Yes | 51.74% | 594 |
| No | 23.17% | 266 |
| No opinion | 24.56% | 282 |
| Other | 0.52% | 6 |
| Total | | 1,148 |



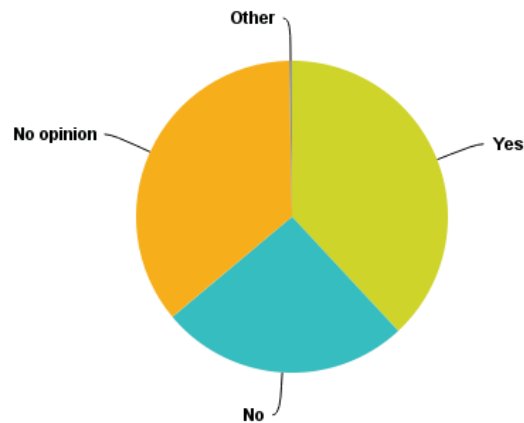
Page 22

Should the City expand or sponsor more festivals?

Answered: 352 Declined: 17

Over 65 Years

| Answer Choices | Responses | |
|----------------|-----------|------------|
| Yes | 38.07% | 134 |
| No | 25.85% | 91 |
| No opinion | 35.80% | 126 |
| Other | 0.28% | 1 |
| Total | | 352 |



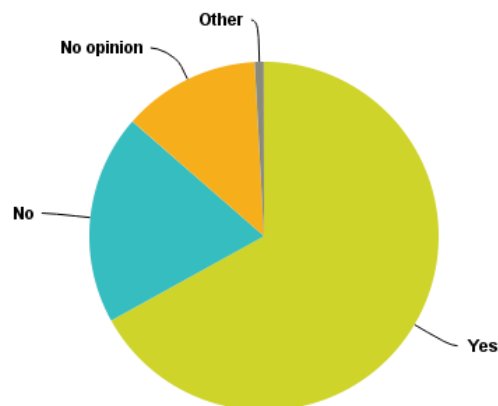
Page 23

Should the City expand or sponsor more festivals?

Answered: 118 Declined: 2

Under 35 Years of Age

| Answer Choices | Responses | |
|----------------|-----------|------------|
| Yes | 66.95% | 79 |
| No | 19.49% | 23 |
| No opinion | 12.71% | 15 |
| Other | 0.85% | 1 |
| Total | | 118 |



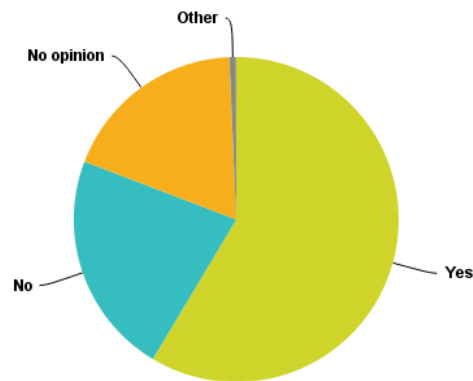
Page 24

Should the City expand or sponsor more festivals?

Answered: 297 Declined: 10

HOUSEHOLD INCOME ABOVE \$60,000

| Answer Choices | Responses |
|----------------|------------|
| Yes | 58.59% 174 |
| No | 22.22% 66 |
| No opinion | 18.52% 55 |
| Other | 0.67% 2 |
| Total | 297 |



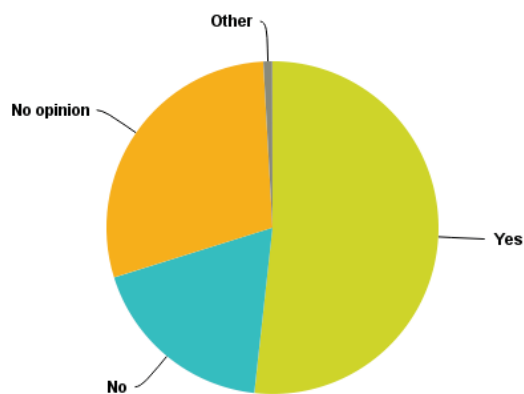
Page 25

Should the City expand or sponsor more festivals?

Answered: 297 Declined: 10

HOUSEHOLD INCOME BELOW \$25,000

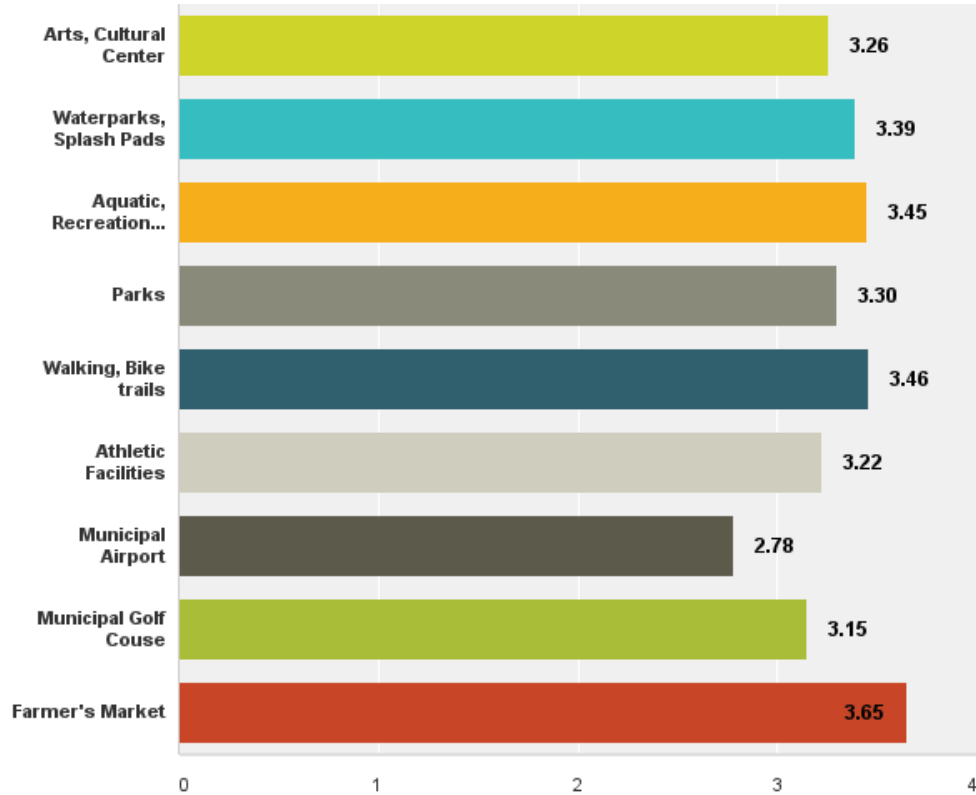
| Answer Choices | Responses |
|----------------|------------|
| Yes | 51.75% 59 |
| No | 18.42% 21 |
| No opinion | 28.95% 33 |
| Other | 0.88% 1 |
| Total | 114 |



Page 26

Do you like the idea of the following City initiatives?

Answered: 1,188 Declined: 19



Page 27

Do you like the idea of the following City initiatives?

Answered: 1,188 Declined: 19

| | I like the idea. | I do not like the idea. | Total | Weighted Average * |
|----------------------------|--------------------|-------------------------|-------|--------------------|
| Farmer's Market | 96.06% 1,023.00 | 3.94% 42.00 | 1,065 | 3.92 |
| Walking, Bike trails | 89.26% 906.00 | 10.74% 109.00 | 1,015 | 3.79 |
| Aquatic, Recreation Center | 87.96% 869.00 | 12.04% 119.00 | 988 | 3.76 |
| Parks | 84.83% 839.00 | 15.17% 150.00 | 989 | 3.70 |
| Waterparks, Splash Pads | 84.27% 836.00 | 15.73% 156.00 | 992 | 3.69 |
| Arts, Cultural Center | 83.32% 759.00 | 16.68% 152.00 | 911 | 3.67 |
| Athletic Facilities | 79.71% 727.00 | 20.29% 185.00 | 912 | 3.59 |
| Municipal Golf Course | 73.41% 668.00 | 26.59% 242.00 | 910 | 3.47 |
| Municipal Airport | 57.29% 448.00 | 42.71% 334.00 | 782 | 3.15 |

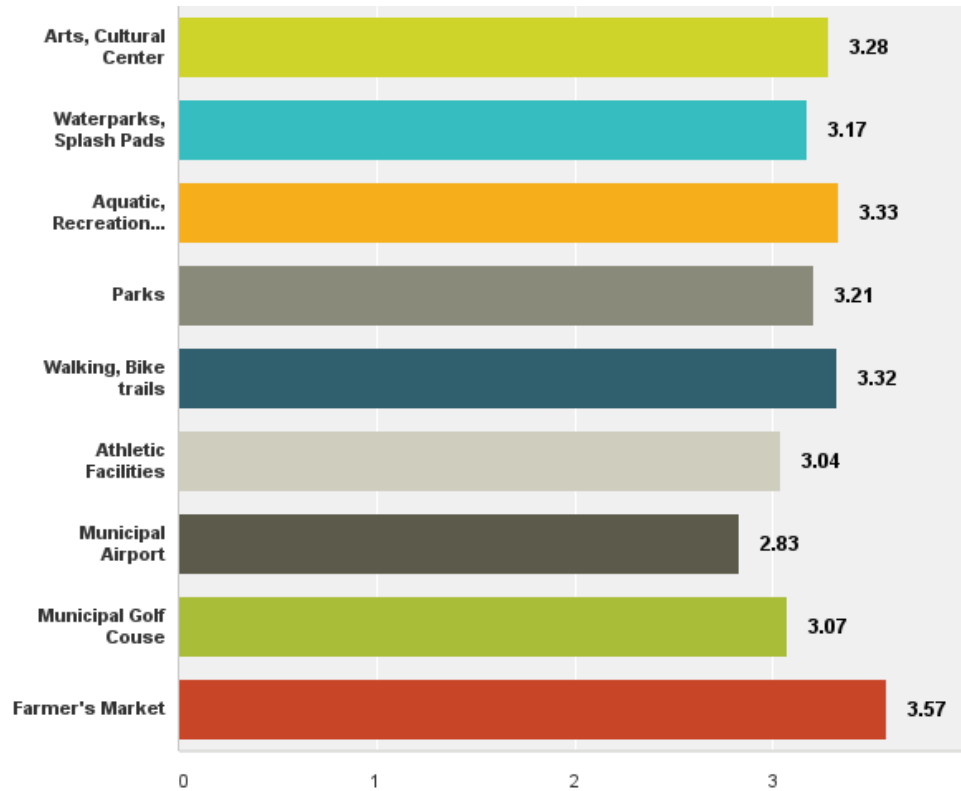
*Weighted average out of 5 total points

Page 28

Do you like the idea of the following City initiatives?

Answered: 364 Declined: 5

Over 65 Years



Page 29

Do you like the idea of the following City initiatives?

Answered: 307 Declined: 0

Over 65 Years

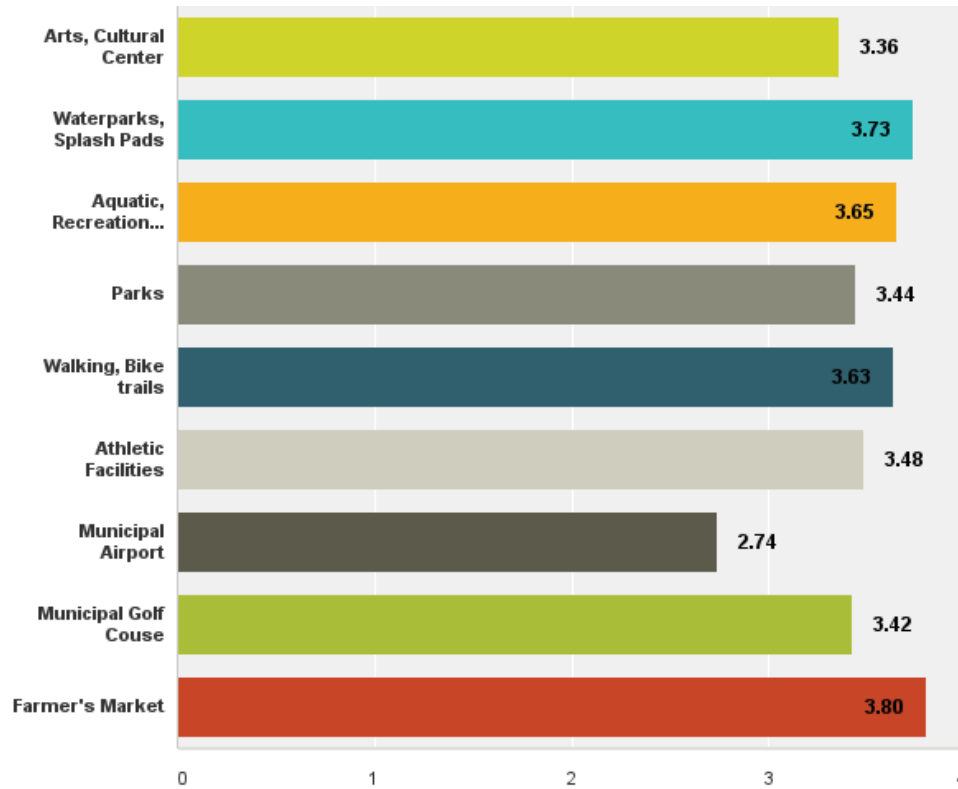
| | I like the idea a lot. | I like the idea somewhat. | I do not like the idea. | Total | Average Rating |
|----------------------------|------------------------|---------------------------|-------------------------|-------|----------------|
| Arts, Cultural Center | 42.51% 105.00 | 43.32% 107.00 | 14.17% 35.00 | 247 | 3.28 |
| Waterparks, Splash Pads | 40.56% 101.00 | 35.74% 89.00 | 23.69% 59.00 | 249 | 3.17 |
| Aquatic, Recreation Center | 46.37% 115.00 | 40.32% 100.00 | 13.31% 33.00 | 248 | 3.33 |
| Parks | 38.75% 105.00 | 43.54% 118.00 | 17.71% 48.00 | 271 | 3.21 |
| Walking, Bike trails | 46.57% 129.00 | 39.35% 109.00 | 14.08% 39.00 | 277 | 3.32 |
| Athletic Facilities | 29.91% 67.00 | 44.64% 100.00 | 25.45% 57.00 | 224 | 3.04 |
| Municipal Airport | 21.80% 46.00 | 39.81% 84.00 | 38.39% 81.00 | 211 | 2.83 |
| Municipal Golf Course | 36.59% 90.00 | 33.33% 82.00 | 30.08% 74.00 | 246 | 3.07 |
| Farmer's Market | 63.72% 202.00 | 29.97% 95.00 | 6.31% 20.00 | 317 | 3.57 |

Page 30

Do you like the idea of the following City initiatives?

Answered: 120 Declined: 0

Under 35 Years of Age



Page 31

Do you like the idea of the following City initiatives?

Answered: 307 Declined: 0

Under 35 Years of Age

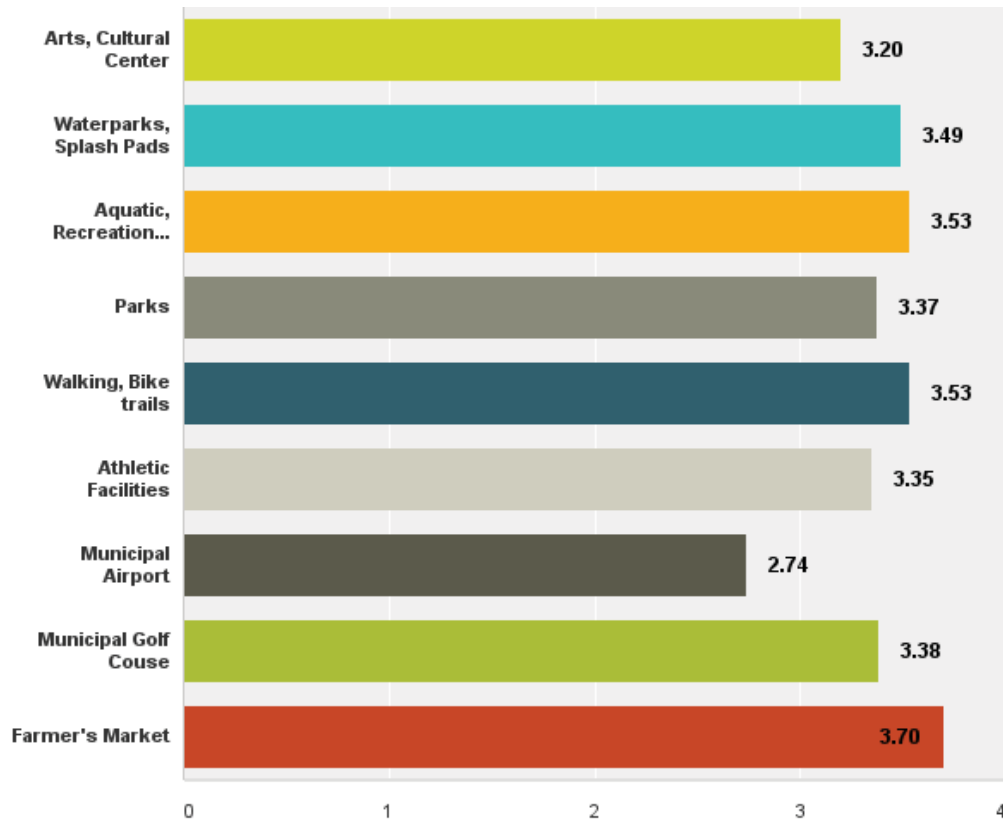
| | I like the idea a lot. | I like the idea somewhat. | I do not like the idea. | Total | Average Rating |
|----------------------------|------------------------|---------------------------|-------------------------|-------|----------------|
| Arts, Cultural Center | 50.55% 46.00 | 35.16% 32.00 | 14.29% 13.00 | 91 | 3.36 |
| Waterparks, Splash Pads | 78.95% 90.00 | 14.91% 17.00 | 6.14% 7.00 | 114 | 3.73 |
| Aquatic, Recreation Center | 69.83% 81.00 | 25.00% 29.00 | 5.17% 6.00 | 116 | 3.65 |
| Parks | 55.05% 60.00 | 33.94% 37.00 | 11.01% 12.00 | 109 | 3.44 |
| Walking, Bike trails | 70.91% 78.00 | 20.91% 23.00 | 8.18% 9.00 | 110 | 3.63 |
| Athletic Facilities | 59.05% 62.00 | 29.52% 31.00 | 11.43% 12.00 | 105 | 3.48 |
| Municipal Airport | 23.29% 17.00 | 27.40% 20.00 | 49.32% 36.00 | 73 | 2.74 |
| Municipal Golf Couse | 60.00% 57.00 | 22.11% 21.00 | 17.89% 17.00 | 95 | 3.42 |
| Farmer's Market | 82.14% 92.00 | 16.07% 18.00 | 1.79% 2.00 | 112 | 3.80 |

Page 32

Do you like the idea of the following City initiatives?

Answered: 307 Declined: 0

HOUSEHOLD INCOME ABOVE \$60,000



Page 33

Do you like the idea of the following City initiatives?

Answered: 307 Declined: 0

HOUSEHOLD INCOME ABOVE \$60,000

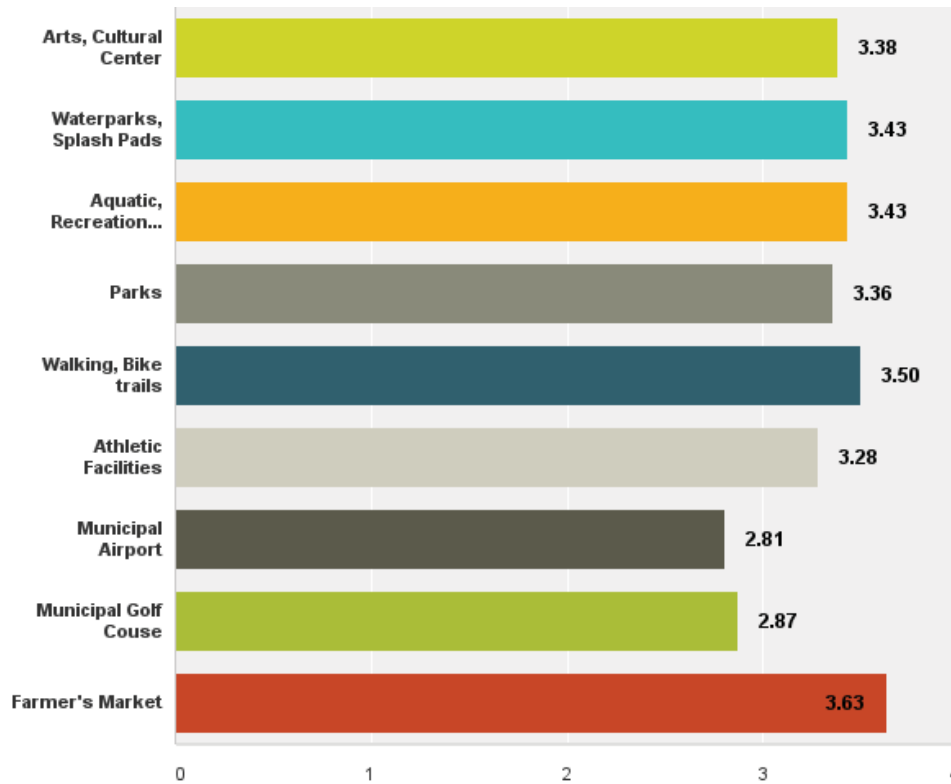
| | I like the idea a lot. | I like the idea somewhat. | I do not like the idea. | Total | Average Rating |
|----------------------------|------------------------|---------------------------|-------------------------|-------|----------------|
| Arts, Cultural Center | 38.71% 96.00 | 42.74% 106.00 | 18.55% 46.00 | 248 | 3.20 |
| Waterparks, Splash Pads | 62.91% 173.00 | 23.27% 64.00 | 13.82% 38.00 | 275 | 3.49 |
| Aquatic, Recreation Center | 63.14% 173.00 | 27.01% 74.00 | 9.85% 27.00 | 274 | 3.53 |
| Parks | 49.64% 137.00 | 37.68% 104.00 | 12.68% 35.00 | 276 | 3.37 |
| Walking, Bike trails | 60.78% 172.00 | 31.80% 90.00 | 7.42% 21.00 | 283 | 3.53 |
| Athletic Facilities | 48.46% 126.00 | 38.08% 99.00 | 13.46% 35.00 | 260 | 3.35 |
| Municipal Airport | 19.55% 43.00 | 35.00% 77.00 | 45.45% 100.00 | 220 | 2.74 |
| Municipal Golf Course | 54.34% 144.00 | 29.43% 78.00 | 16.23% 43.00 | 265 | 3.38 |
| Farmer's Market | 74.15% 218.00 | 22.11% 65.00 | 3.74% 11.00 | 294 | 3.70 |

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Do you like the idea of the following City initiatives?

Answered: 307 Declined: 0

HOUSEHOLD INCOME BELOW \$25,000



Page 35

Do you like the idea of the following City initiatives?

Answered: 307 Declined: 0

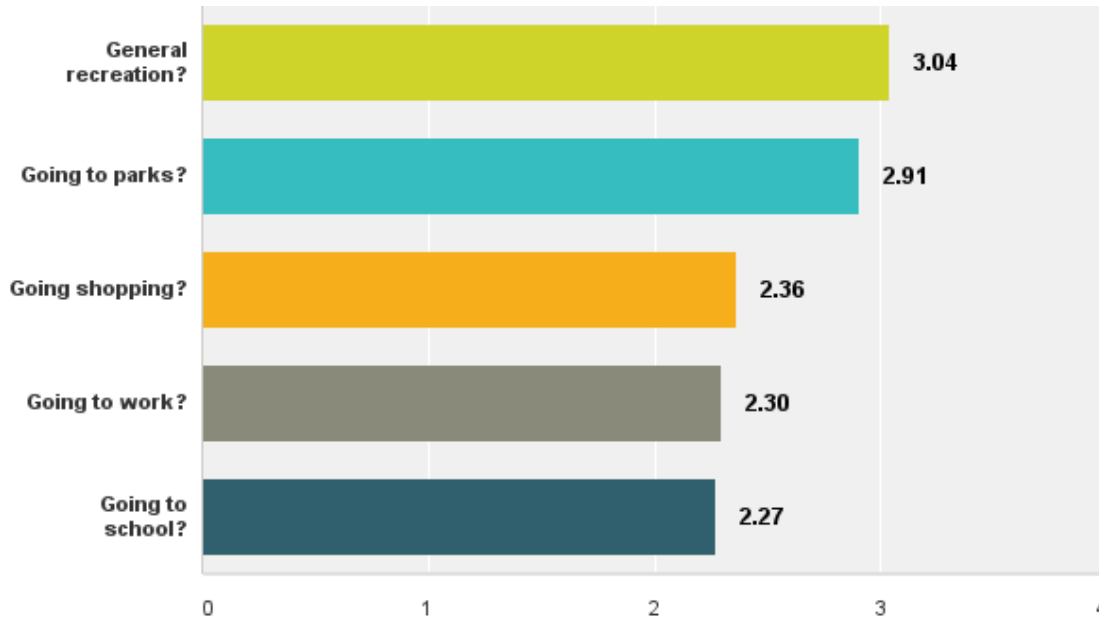
HOUSEHOLD INCOME BELOW \$25,000

| | I like the idea a lot. | I like the idea somewhat. | I do not like the idea. | Total | Average Rating |
|----------------------------|------------------------|---------------------------|-------------------------|-------|----------------|
| Arts, Cultural Center | 51.85% 42.00 | 34.57% 28.00 | 13.58% 11.00 | 81 | 3.38 |
| Waterparks, Splash Pads | 56.25% 54.00 | 30.21% 29.00 | 13.54% 13.00 | 96 | 3.43 |
| Aquatic, Recreation Center | 54.44% 49.00 | 34.44% 31.00 | 11.11% 10.00 | 90 | 3.43 |
| Parks | 50.00% 47.00 | 36.17% 34.00 | 13.83% 13.00 | 94 | 3.36 |
| Walking, Bike trails | 57.61% 53.00 | 34.78% 32.00 | 7.61% 7.00 | 92 | 3.50 |
| Athletic Facilities | 50.60% 42.00 | 26.51% 22.00 | 22.89% 19.00 | 83 | 3.28 |
| Municipal Airport | 25.00% 17.00 | 30.88% 21.00 | 44.12% 30.00 | 68 | 2.81 |
| Municipal Golf Course | 28.00% 21.00 | 30.67% 23.00 | 41.33% 31.00 | 75 | 2.87 |
| Farmer's Market | 64.65% 64.00 | 33.33% 33.00 | 2.02% 2.00 | 99 | 3.63 |

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How likely are you to use a bicycle if bikeways are provided for the following?

Answered: 1,166 Declined: 41



*Scored on a scale of 1 to 4, with 1 being "Not Likely" and 4 being "Very Likely."

Page 37

How likely are you to use a bicycle if bikeways are provided for the following?

Answered: 1,166 Declined: 41

| | Very Likely | Somewhat likely | Not likely | Total | Average Rating |
|---------------------|------------------|------------------|------------------|-------|----------------|
| Going to work? | 10.40% 97.00 | 8.79% 82.00 | 80.81% 754.00 | 933 | 2.30 |
| Going to school? | 8.71% 73.00 | 9.67% 81.00 | 81.62% 684.00 | 838 | 2.27 |
| Going shopping? | 11.74% 112.00 | 12.89% 123.00 | 75.37% 719.00 | 954 | 2.36 |
| Going to parks? | 32.80% 331.00 | 25.07% 253.00 | 42.12% 425.00 | 1,009 | 2.91 |
| General recreation? | 38.36% 394.00 | 26.87% 276.00 | 34.76% 357.00 | 1,027 | 3.04 |



How likely are you to use a bicycle if bikeways are provided for the following?

Answered: 348 Declined: 21

Over 65 Years

| | Very Likely | Somewhat likely | Not likely | Total | Average Rating |
|---------------------|------------------------|------------------------|-------------------------|-------|----------------|
| Going to work? | 4.31% 10.00 | 3.88% 9.00 | 91.81% 213.00 | 232 | 2.13 |
| Going to school? | 2.30% 5.00 | 4.61% 10.00 | 93.09% 202.00 | 217 | 2.09 |
| Going shopping? | 6.35% 16.00 | 7.14% 18.00 | 86.51% 218.00 | 252 | 2.20 |
| Going to parks? | 13.41% 35.00 | 17.24% 45.00 | 69.35% 181.00 | 261 | 2.44 |
| General recreation? | 17.86% 50.00 | 22.50% 63.00 | 59.64% 167.00 | 280 | 2.58 |



City of Ennis Citizen Survey Analysis

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How likely are you to use a bicycle if bikeways are provided for the following?

Answered: 120 Declined: 0

Under 35 Years of Age

| | Very Likely | Somewhat likely | Not likely | Total | Average Rating |
|---------------------|------------------------|------------------------|------------------------|-------|----------------|
| Going to work? | 15.09% 16.00 | 10.38% 11.00 | 74.53% 79.00 | 106 | 2.41 |
| Going to school? | 16.84% 16.00 | 10.53% 10.00 | 72.63% 69.00 | 95 | 2.44 |
| Going shopping? | 16.35% 17.00 | 19.23% 20.00 | 64.42% 67.00 | 104 | 2.52 |
| Going to parks? | 56.52% 65.00 | 27.83% 32.00 | 15.65% 18.00 | 115 | 3.41 |
| General recreation? | 57.89% 66.00 | 26.32% 30.00 | 15.79% 18.00 | 114 | 3.42 |



City of Ennis Citizen Survey Analysis

Page 40

How likely are you to use a bicycle if bikeways are provided for the following?

Answered: 307 Declined: 0

HOUSEHOLD INCOME ABOVE \$60,000

| | Very Likely | Somewhat likely | Not likely | Total | Average Rating |
|---------------------|-------------------------|------------------------|-------------------------|--------------|-----------------------|
| Going to work? | 7.95% 21.00 | 6.06% 16.00 | 85.98% 227.00 | 264 | 2.22 |
| Going to school? | 5.96% 14.00 | 8.09% 19.00 | 85.96% 202.00 | 235 | 2.20 |
| Going shopping? | 10.45% 28.00 | 13.43% 36.00 | 76.12% 204.00 | 268 | 2.34 |
| Going to parks? | 34.95% 101.00 | 30.45% 88.00 | 34.60% 100.00 | 289 | 3.00 |
| General recreation? | 41.81% 120.00 | 30.31% 87.00 | 27.87% 80.00 | 287 | 3.14 |



City of Ennis Citizen Survey Analysis

Page 41

How likely are you to use a bicycle if bikeways are provided for the following?

Answered: 307 Declined: 0

HOUSEHOLD INCOME BELOW \$25,000

| | Very Likely | Somewhat likely | Not likely | Total | Average Rating |
|---------------------|------------------------|------------------------|------------------------|--------------|-----------------------|
| Going to work? | 20.24% 17.00 | 10.71% 9.00 | 69.05% 58.00 | 84 | 2.51 |
| Going to school? | 17.81% 13.00 | 9.59% 7.00 | 72.60% 53.00 | 73 | 2.45 |
| Going shopping? | 17.72% 14.00 | 15.19% 12.00 | 67.09% 53.00 | 79 | 2.51 |
| Going to parks? | 41.38% 36.00 | 22.99% 20.00 | 35.63% 31.00 | 87 | 3.06 |
| General recreation? | 40.45% 36.00 | 24.72% 22.00 | 34.83% 31.00 | 89 | 3.06 |

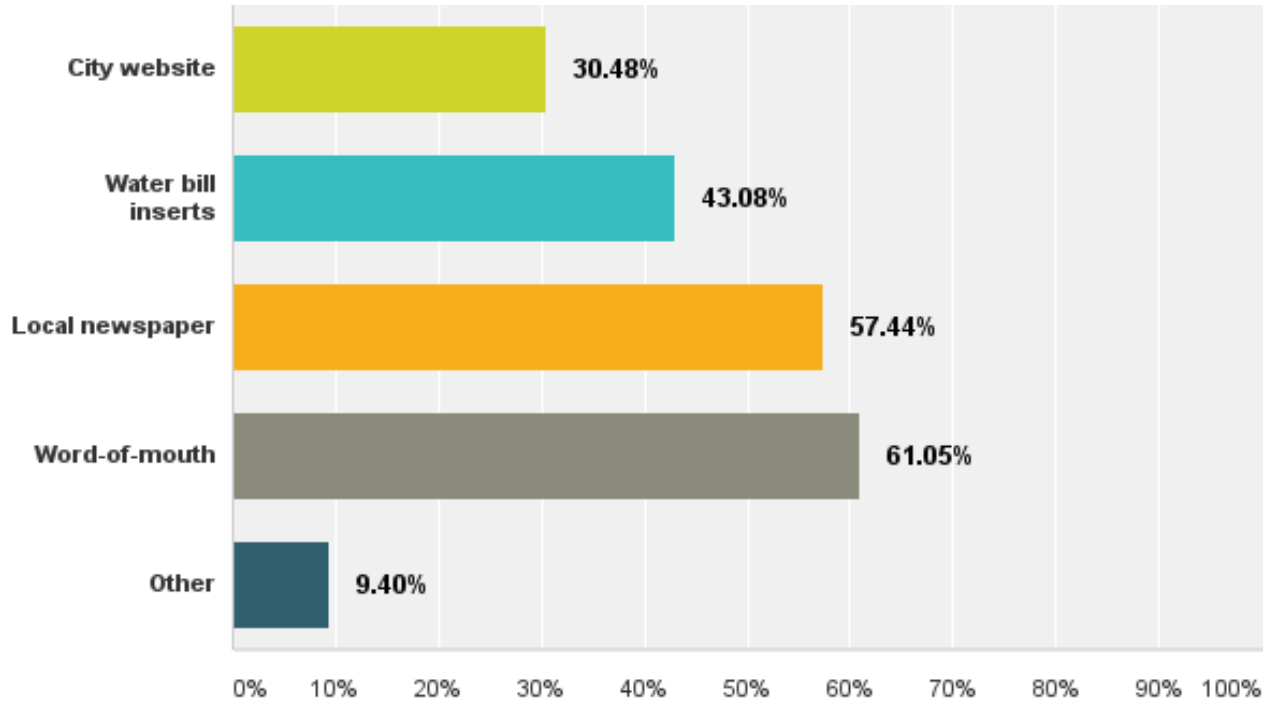


City of Ennis Citizen Survey Analysis

Page 42

It is important to know how you get information about city services, etc. Please mark all that apply to you.

Answered: 968 Declined: 239



Page 43

It is important to know how you get information about city services, etc. Please mark all that apply to you.

Answered: 968 Declined: 239

| Answer Choices | Responses | Count |
|-------------------------------|-----------|-------|
| City website | 30.48% | 295 |
| Water bill inserts | 43.08% | 417 |
| Local newspaper | 57.44% | 556 |
| Word-of-mouth | 61.05% | 591 |
| Other | 9.40% | 91 |
| Total Respondents: 968 | | |



My age is:

Answered: 1,003 Declined: 204

| Answer Choices | Responses |
|-------------------------|--------------|
| 20 or under | 0.00% 0 |
| 21 to 35 | 11.96% 120 |
| 36 to 50 | 20.94% 210 |
| 51 to 65 | 28.61% 287 |
| Over 65 | 36.79% 369 |
| I prefer not to respond | 1.69% 17 |
| Total | 1,003 |



City of Ennis Citizen Survey Analysis

Page 45

I am:

Answered: 999 Declined: 208

| Answer Choices | Responses |
|-----------------------|------------|
| Male | 42.34% 423 |
| Female | 54.85% 548 |
| prefer not to respond | 2.80% 28 |
| Total | 999 |



City of Ennis Citizen Survey Analysis

Page 46

I am:

Answered: 1,002 Declined: 205

| Answer Choices | Responses | |
|-----------------------|-----------|--------------|
| Caucasian | 73.35% | 735 |
| Hispanic | 13.37% | 134 |
| African-American | 7.29% | 73 |
| Other | 2.20% | 22 |
| Prefer not to respond | 3.79% | 38 |
| Total | | 1,002 |



City of Ennis Citizen Survey Analysis

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Marital status:

Answered: 993 Declined: 214

| Answer Choices | Responses | |
|-----------------------------------|-----------|------------|
| Single | 30.92% | 307 |
| Married | 62.24% | 618 |
| Living together /domestic partner | 2.82% | 28 |
| I prefer not to respond | 4.03% | 40 |
| Total | | 993 |



City of Ennis Citizen Survey Analysis

Page 48

How many persons (including yourself) reside within your household?

Answered: 1,000 Declined: 207

| Answer Choices | Responses | |
|----------------|-----------|--------------|
| 1 | 20.20% | 202 |
| 2 | 39.40% | 394 |
| 3 to 4 | 29.30% | 293 |
| 5 to 7 | 8.70% | 87 |
| 8 or more | 0.30% | 3 |
| Does not apply | 2.10% | 21 |
| Total | | 1,000 |

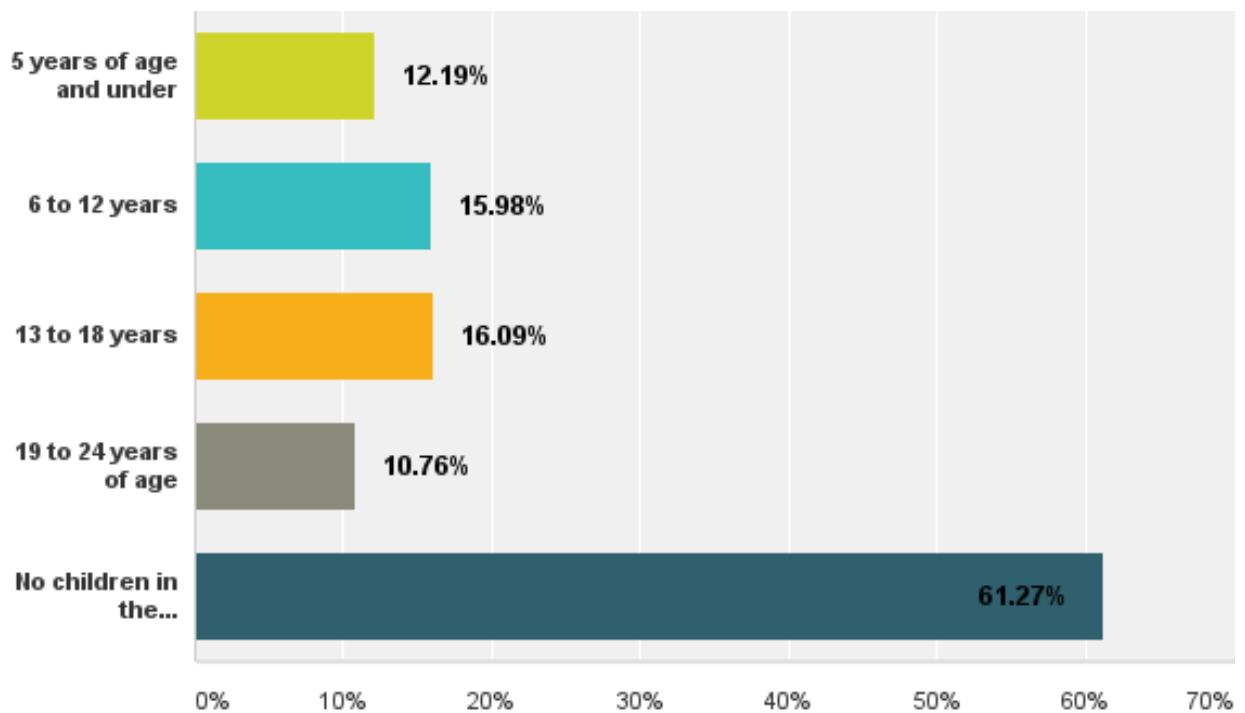


City of Ennis Citizen Survey Analysis

Page 49

Which age groups are represented in your household. Circle all that apply.

Answered: 976 Declined: 231



Which age groups are represented in your household. Circle all that apply.

Answered: 976 Declined: 231

| Answer Choices | Responses | |
|--|---------------|-----|
| 5 years of age and under | 12.19% | 119 |
| 6 to 12 years | 15.98% | 156 |
| 13 to 18 years | 16.09% | 157 |
| 19 to 24 years of age | 10.76% | 105 |
| No children in the household Does not apply | 61.27% | 598 |
| Total Respondents: 976 | | |



My annual household income is:

Answered: 994 Declined: 213

| Answer Choices | Responses | |
|--------------------------|---------------|------------|
| Under \$25,000 | 12.07% | 120 |
| \$26,000 to \$35,000 | 10.36% | 103 |
| \$36,000 to \$45,000 | 8.65% | 86 |
| \$46,000 to \$60,000 | 10.87% | 108 |
| Above \$60,000 | 30.89% | 307 |
| I prefer not to respond. | 27.16% | 270 |
| Total | | 994 |



In what type of home do you live?

Answered: 992 Declined: 215

| Answer Choices | Responses | |
|--------------------------------|---------------|------------|
| Single family (detached) home | 91.23% | 905 |
| Multifamily apartment or condo | 3.33% | 33 |
| Other | 5.44% | 54 |
| Total | | 992 |



Do you rent or own your home?

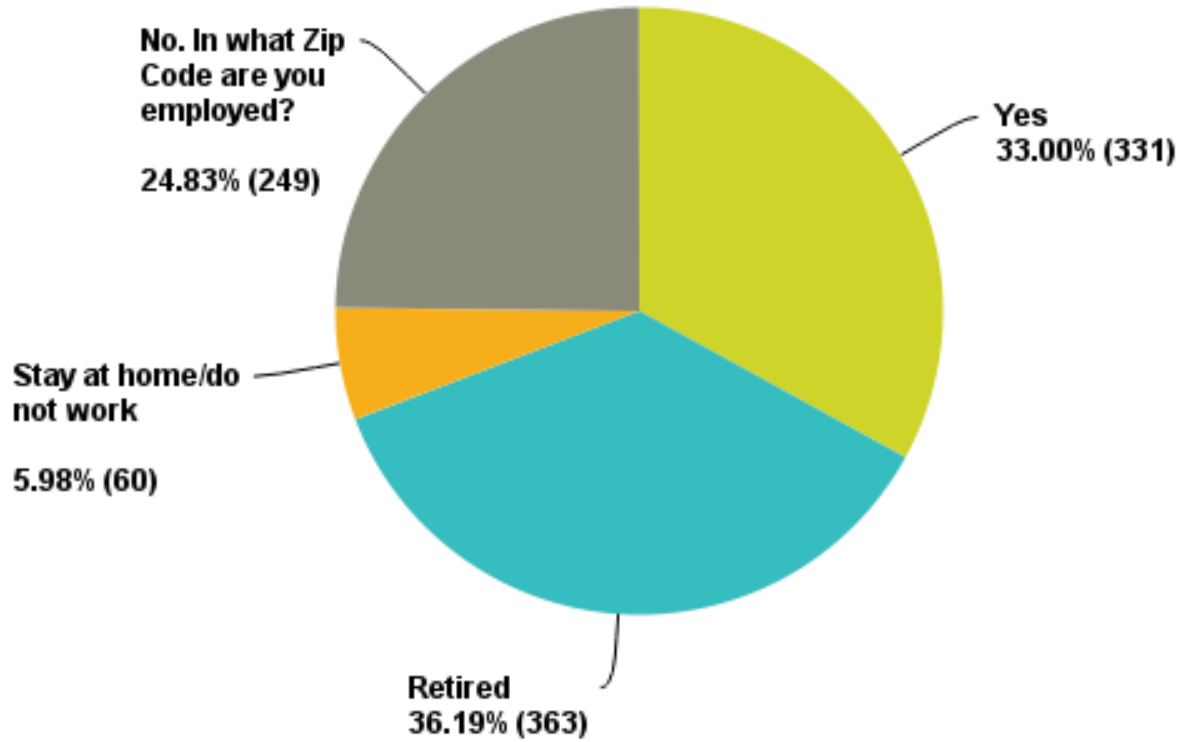
Answered: 998 Declined: 209

| Answer Choices | Responses | |
|----------------|---------------|------------|
| Own | 87.07% | 869 |
| Rent | 11.02% | 110 |
| Does not apply | 1.90% | 19 |
| Total | | 998 |



Do you work in the City of Ennis?

Answered: 1,003 Declined: 204



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Do you work in the City of Ennis?

Answered: 1,003 Declined: 204

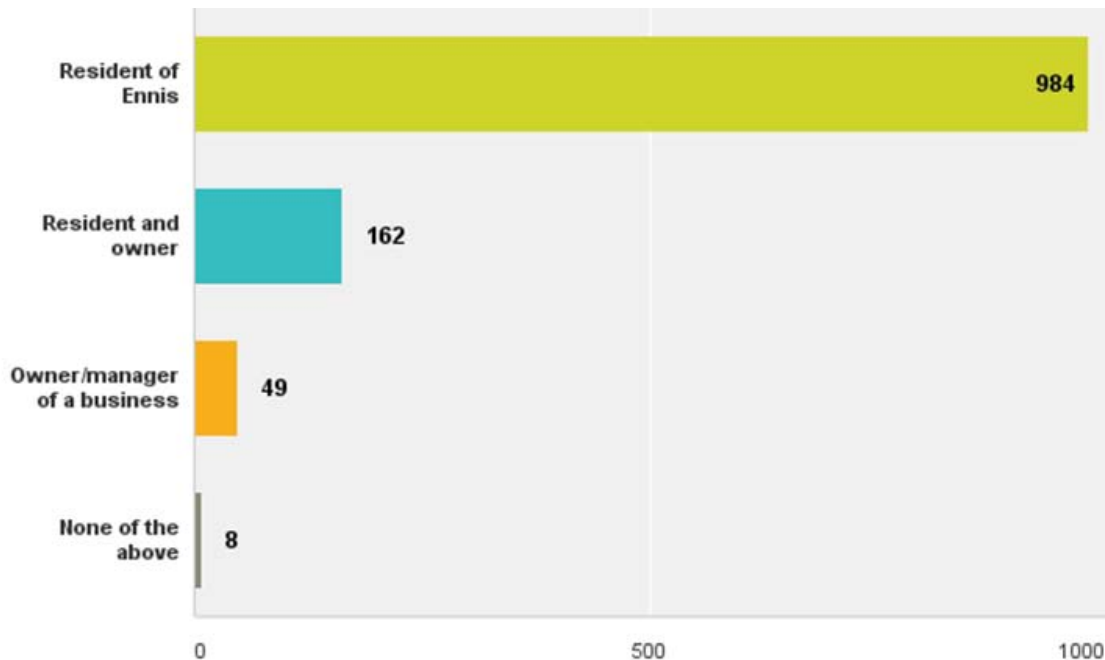
| Answer Choices | Responses | |
|--|-----------|--------------|
| Yes | 33.00% | 331 |
| Retired | 36.19% | 363 |
| Stay at home/do not work | 5.98% | 60 |
| No. In what Zip Code are you employed? | 24.83% | 249 |
| Total | | 1,003 |



| Employment Zip Codes for Ennis Residents | | |
|--|-------|-------|
| 67905 | 75155 | 75246 |
| 75001 | 75158 | 75247 |
| 75019 | 75160 | 75251 |
| 75038 | 75165 | 75252 |
| 75039 | 75201 | 75253 |
| 75040 | 75202 | 75270 |
| 75050 | 75204 | 75390 |
| 75052 | 75205 | 75840 |
| 75060 | 75206 | 76010 |
| 75061 | 75207 | 76031 |
| 75062 | 75208 | 76033 |
| 75081 | 75209 | 76064 |
| 75104 | 75212 | 76065 |
| 75109 | 75214 | 76155 |
| 75110 | 75216 | 76165 |
| 75115 | 75217 | 76623 |
| 75116 | 75219 | 76651 |
| 75119 | 75226 | 76712 |
| 75125 | 75230 | 78249 |
| 75141 | 75231 | 79414 |
| 75142 | 75234 | 85282 |
| 75152 | 75237 | |
| 75154 | 75243 | |

Business Owners

211 out of 1,207 were business owners



How long have you owned/managed a business in Ennis?

Answered: 138 Declined: 1,069

| Answer Choices | Responses |
|----------------------|------------|
| Less than 18 months | 1.45% 2 |
| 18 months to 5 years | 15.94% 22 |
| 6 to 10 years | 12.32% 17 |
| 11 to 20 years | 21.74% 30 |
| More than 20 years | 44.93% 62 |
| Does not apply | 3.62% 5 |
| Total | 138 |

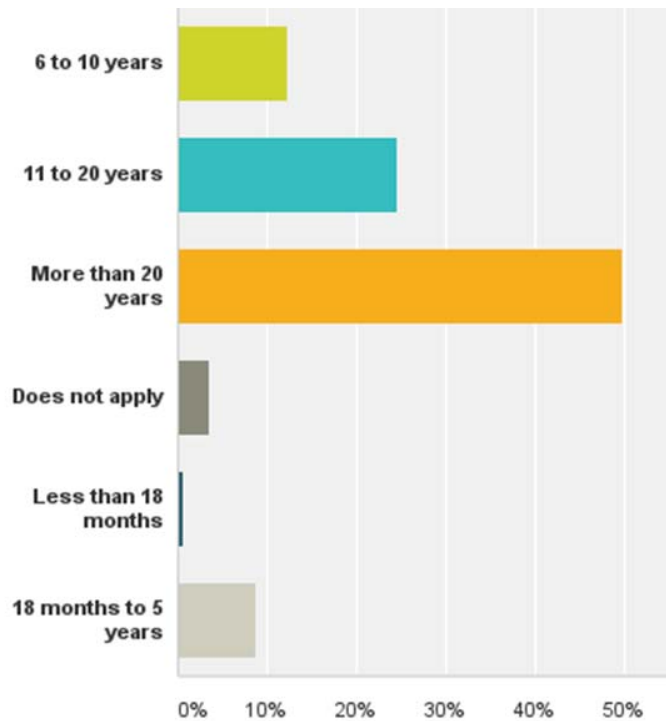


City of Ennis Citizen Survey Analysis

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How long have you lived in Ennis and owned/managed a business here?

Answered: 138 Declined: 1,069



Page 60

How long have you lived in Ennis and owned/managed a business here?

Answered: 138 Declined: 1,069

| Answer Choices | Responses | |
|----------------------|-----------|------------|
| 6 to 10 years | 12.32% | 17 |
| 11 to 20 years | 24.64% | 34 |
| More than 20 years | 50.00% | 69 |
| Does not apply | 3.62% | 5 |
| Less than 18 months | 0.72% | 1 |
| 18 months to 5 years | 8.70% | 12 |
| Total | | 138 |



City of Ennis Citizen Survey Analysis

Page 61

My business is:

Answered: 139 Declined: 1,068

| Answer Choices | Responses | |
|------------------------|-----------|------------|
| Retail | 14.39% | 20 |
| Professional services | 37.41% | 52 |
| Food/beverage | 0.72% | 1 |
| Commerical | 7.19% | 10 |
| Industrial | 7.91% | 11 |
| Home-based | 9.35% | 13 |
| Other (please specify) | 23.02% | 32 |
| Total | | 139 |

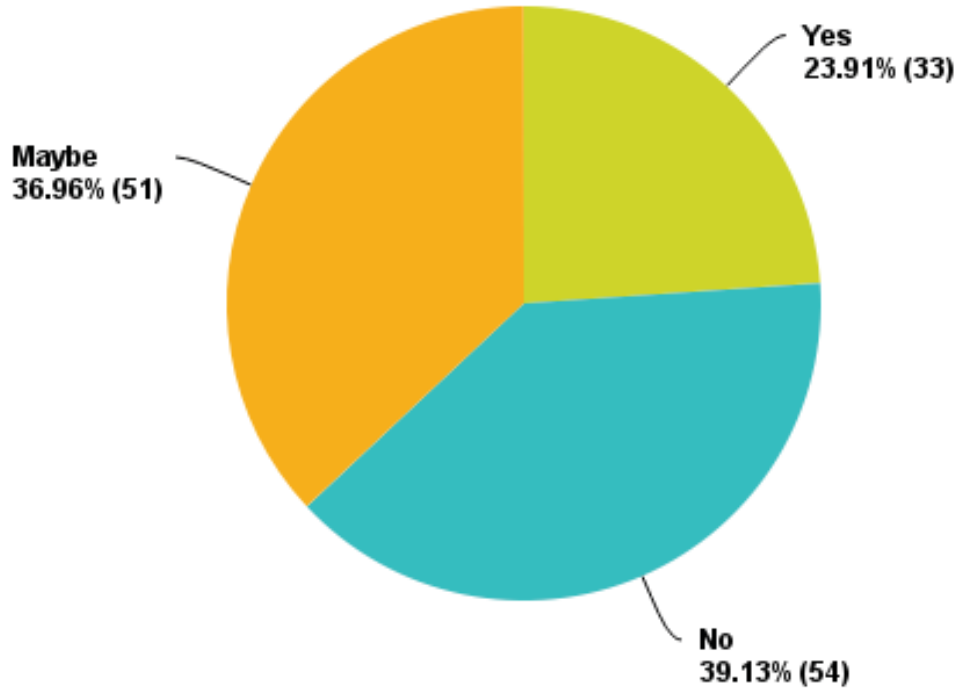


City of Ennis Citizen Survey Analysis

Page 62

I plan to expand my business in the near future:

Answered: 138 Declined: 1,069



Page 63

Gross revenues are:

Answered: 138 Declined: 1,069

| Answer Choices | Responses | Count |
|---------------------------------------|-----------|------------|
| Under \$50,000 | 13.04% | 18 |
| \$51,000 to \$100,000 | 10.14% | 14 |
| \$101,000 to \$150,000 | 5.07% | 7 |
| Over \$150,000 | 38.41% | 53 |
| I prefer not to answer/Does not apply | 33.33% | 46 |
| Total | | 138 |





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Richardson (Headquarters)

1201 North Bowser Road
Richardson, Texas 75081
(214) 346-6200

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