

CITY COUNCIL RETREAT  
CIVIC CENTER RED CARPET MEZZANINE

May 21, 22 & 23, 1984

8:00 a.m.	Opening Remarks Downtown Redevelopment	Ed Seegmiller Raymond McDaniel, Jr.
	Floodwater Management Management/Update Plans Conflict of Interest	Bob Whitehead Bob Whitehead Harvey Cargill
	Long Range Water	Dwayne Hargesheimer
	Growth Associated Demands Special Purpose Districts	Lee Roy George Roy McDaniel
	*****	
	Parks Master Plan	Mike Hall
	Police Facility, Public Safety, One-Car Plan, Communications, City/County Jail Facility	Warren Dodson
	Budget Process & Related Topics	David Wright
	Role of City in Industrial Development	Lee Roy George
	Community Development	Lee Roy George
	*****	
	City Council Policies	Ed Seegmiller
	Goals Session	Others As Needed

CERTIFICATE

I hereby certify that the above notice of meeting was posted on the bulletin board at the City Hall of the City of Abilene, Texas, on the 18 day of May, 1984, at 5:00 o'clock  
(A. M.) (P. M.)

Tracy Hawner - Asst.  
City Secretary

Whereas, there is an urgent public necessity that the Council be provided information regarding the City's status,  
and unless the Council holds these sessions on May 21, 22 and 23, 1984, it cannot meet for several months to consider these matters,  
therefore, this amended notice is posted to clearly show where the meeting will be held and the items on the agenda may be considered throughout the three days of the Retreat.

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CITY COUNCIL OF THE CITY OF ABILENE,  
TEXAS, ABILENE CIVIC CENTER

The City Council of the City of Abilene, Texas, met in Special Retreat on May 21, 22 and 23, 1984, in the mezzanine of the Red Carpet Lobby of the Abilene Civic Center. Mayor David Stubbeman was present and presiding with Councilman Julian C. Bridges, Councilwoman Billye Proctor-Shaw, Councilmen Walter E. Wheat, A. E. Fogle, Jr., Welton Robinson and Harold Nixon. Also present were City Manager, Ed Seegmiller, City Attorney, Harvey Cargill, and Assistant City Secretary, Tracy Havner.

Mr. Seegmiller opened the Retreat with a general statement of explanation on the purpose of the Retreat. This is the sixth retreat the staff has held with the Council. The Retreat is an important tool the staff can utilize, in which the Council is given an overview of upcoming events. It allows the Council an opportunity to really look at the issues and discuss them with the staff. If the Retreat is effective, throughout the upcoming year policy making decisions, for the Council should be made easier. This retreat allows the staff the opportunity to develop a direction from the Council that will take them through the year.

Raymond McDaniel, Jr. Chairman of the Tax Increment Board, introduced a new Land Use Map showing the Tax Increment Financing (TIF) District. The Board that directs the TIF District is broken into two basic areas: (1) Planning, chaired by H. C. Zachry; and (2) Finance, chaired by Walter Johnson. The purpose of the Tax Increment Board is simply to develop a plan and study the issues and activities which will impact the central business district during the next 25 years and report their recommendations to the Council. Mr. McDaniel mentioned that when Abilene celebrated its 100th anniversary, the Century II Study Committee was formed by the Abilene Chamber of Commerce and the City, with 100 people serving on the committee. The committee decided that the citizens needed to look into the next 100 years of Abilene. The study covered all aspects of the community and one major area they discussed was the future of the downtown area. There has been no major building remodeling or new construction in a very long time. The tax base is deteriorating in the downtown area and there is no outside interest because of decreased property value. He suggested that to improve our downtown area, major changes would need to take place. The funds that come from the District must be spent within the District and for public usage. There are six issue categories that the consultant will examine to meet the plan and concerning the improvement of the central business district: (1) Market and economic feasibility; (2) Urban design; (3) Circulation and parking; (4) Project improvements; (5) Financing strategies; (6) Marketing strategies. The Board has established a time frame calendar of which they will complete and bring back to the Council by the end of the year.

TAX INCREMENT  
FINANCING DIST.

Bob Whitehead, Director of Public Works, updated the Council on the Floodwater Management Program. Thirteen months ago, the City Council adopted a Floodwater Management Program, which established policies; a creek master plan; and eventually a Stormwater Management Ordinance, which is now a part of the Subdivision Ordinance. This Program was a compilation by the Mayor's Task Force on Floodwater Management. The recommendations were presented to the Council in November, 1982, and adopted on April 14, 1983. The Stormwater Management Ordinance has a main purpose of preventing increased flooding and transporting water from town into the creeks at a faster rate. He discussed the new requirements for developers and stated there has been no problem in working with the Development Community at this time. He briefed the Council on the Elm and Little Elm Creeks Master Plan.

FLOODWATER  
MANAGEMENT PROG

Questions were raised regarding the status of the Cedar Creek project. Mr. Whitehead explained that some problems have developed, slowing down the program. The City received a grant totaling \$341,000 of which \$241,000 was allocated to Flood Control. One of the target areas on Cedar Creek was for improvements to Will Hair Park, which was justified in the sense, that improvements to Will Hair Park would provide some relief to the residents of Stevenson Park. The staff was given a little bit of money to do some piece-meal work along the creek. However, attempts are being made to design, and work an organized plan, due to the problems developing in the engineering design work, replacement of water and sewer lines through Will Hair Park, and design and replacement consideration for certain bridges.

On Cedar Creek, the Master Plan calls for potential detention facilities to be located on the south side of town; one on Lytle Creek, some on Cedar Creek with the potential of modifying Lake Kirby. North part of town called for channelization out to the lake. The proper thing for the Engineering staff to do is to begin at the Lake and work backwards. If they start in the middle, they may reach a bottleneck area and the improvements would not be effective until that bottleneck is taken out. The City has not wasted any money, but it is not effective utilization of the money. Currently the staff is upgrading the information on the channel north of I-20 to adequately design the channel. There is a problem with the bridge at Ambler Avenue and the drainage from this area. By utilizing the current three bridge structures and utilizing the design engineering work necessary, it's felt at the present time, that the Ambler bridge will not need to be replaced, even though it recommended originally to replace it. This would save approximately 500,000 to one million dollars. He explained some of the recommendations from the Mayor's Task Force on Floodwater Management. The timetable proposed for Cedar Creek improvements involves two new members of the engineering staff to do the design work on Cedar Creek first, then Elm Creek. It is difficult for the engineering office to keep abreast of the new developments throughout town. These new engineers should help ease some of the burden. The Council was concerned with keeping the creek improvements a priority and keeping their commitment to the people in Stevenson Park.

Mr. Whitehead ended his presentation with a summary of the status of the Public Works Department. The Department has some general public works projects ongoing; which are: (1) Stream Master Plan; (2) Stormwater Management Ordinance, and, (3) Increase and improvements in the maintenance crews involved with the existing creek system. Other interrelated projects of the Public Works Department that will need to be considered by the Council in order to give the staff guidance are: (1) Pavement and Street Plan Maintenance; (2) Water & Sewer Updates; (3) Alley Paving. (The staff is looking at a Special Assessment Program to pave alleys and he explained the program.); (4) Street Sweeping; (5) Tree Trimming, which relates to alley paving and to street sweeping; and, (6) Clean Community System.

PUBLIC  
WORKS  
PROJECTS

Harvey Cargill, City Attorney, discussed conflict of interest laws relating to City Government. Each situation is different and the term, such as public policy, has never been defined by the Court in a full and complete manner. He briefed the Council on three sections of the City Charter: (1) Section 132, Provides no elected officer shall benefit unduly by reason of holding public office; (2) Section 133, Prohibits officers from having a direct or indirect interest in a proposed sale to the City or from rendering a decision or voting for using his influence in a manner that would result in his financial betterment to any degree. Upon assumption of office, Public Officers are to disclose any such interest or prior to consideration of the matter; and, (3) Section 134, Provides that failure to comply constitutes malfeasance, or officers failing to comply, immediately forfeit their office.

CONFLICT OF  
INTEREST

This statute provides for Criminal Penalties, if the officer violates the conflict of interest provision. Additionally, there are common law principles of conflict of interest.

The Legal staff emphasized that they are at the Council's disposal at any time.

Dwayne Hargesheimer, Director of Water Utilities, briefed the Council on the long range water situation and the history and the studies completed regarding a long range water supply. The City of Abilene will be using its existing supply to the year 2005. Under probable conditions, the water demand can be controlled by the year 2005 but under maximum conditions the the existing supply of water, which includes Hubbard Lake, Lake Abilene and Lake Fort Phantom, could be used as early as 1996. One study examined the utilization of the Clear Fork of the Brazos' Watershed. That project was approved by the Council and the Water District in conjunction with the Texas Department of Water Resources and the Brazos River Authorities. This project is in the final step. The possibility of using Possum Kingdom water and scalping of water from the Clear Fork into Hubbard will be discussed at a later date. Two additional potential sources reviewed by the City were: (1)

LONG RANGE  
WATER PLAN

The use of Brackish Water - what it would cost to take water from Possum Kingdom, treat it to a higher quality, and bring it to Abilene; and, (2) The use of Sewer Effluent. All of the information should be available to the Water District and the City Council in the latter part of June, as to whether or not it is feasible to build a reservoir on Cedar Ridge and what can be done for future water.

Diane Bishop, Assistant to the Director of Water Utilities, reviewed the Voluntary Water Conservation Program. March 1, 1983, began the first official Water Conservation Campaign. There were four main objectives: (1) to reduce the peak hour; (2) to reduce the peak day demand; (3) keep abreast of the pumping cost; and, (4) reduce Abilene's per capita usage. She also mentioned some of the major projects that will be started this year: (1) Water-Conserving Demonstration Garden; (2) Education materials in the school systems; and, (3) Implementing the first phase of adjusting the rate structure. The rate structure is an area of particular concern, as the need for conservative use of water in Abilene increases. The present rate structure is considered a declining rate system, where the more water a customer uses, the less per gallon it costs. Most cities in Texas, as well as other states with limited water resources, have inverted rate structures, meaning that the more a customer uses, the more per gallon it costs. Inverted rates are more conducive to reducing waste by most customers. One problem that must be addressed, is the increased costs in industrial users, which might cause some industries to cut back or even relocate to other towns.

WATER CON-  
SERVATION  
PROGRAM

In Abilene, the best approach at this time would probably be to phase in an inverted rate structure by charging the highest rate for the first 50,000 gallons and then a slightly lower rate for over 50,000 gallons. This would call the customers' attention to the increasing costs of water and the consequences of waste. The first phase of moving toward an inverted rate structure would not overly penalize the industrial users.

Some overall conclusions include a combination of the following: To make better use of the water we have now; to seek new sources of water; and, to reduce the per capita usage per day.

Lee Roy George, Director of Planning & Development, briefed the Council on Growth Associated Demands. In the future, the staff will need input from the Council on which concept they want the staff to emphasize, the Demand Responsive Plans - which they have been doing in the past or the Guided Growth concept.

PLANNING &  
DEVELOPMENT

Mr. George mentioned that in 1979, the City started an examination of all of its growth processes. The Council appointed a twenty member committee, Strategies for Responsible Growth, which examined all of the City's growth-related Codes and Ordinances to determine certain costs and to make sure the developers were paying their fair share of development.

Bob Payne, Senior Planner, spoke on the subject of long range planning for facilities and services. Public facilities plans are plans which generally encompass the City in total. A good example of such a plan is the Thoroughfare and Collector Plan adopted by the City Council in 1979, which essentially identifies existing and proposed streets. Another city-wide plan is the Capital Improvements Plan. The City Charter directs the Planning & Zoning Commission to submit annually to the City Manager, not less than 90 days prior to the beginning of the budget year, a list of recommended capital improvements, which in the opinion of the Commission, necessary or desirable during the forthcoming five-year period. The Parks Master Plan is yet another city-wide plan. The Small Area Land Use Plan is another type of plan undertaken by the Long Range Planning Division. One area in which the Council has made a start in the direction of a more directed growth approach includes the Annexation Policies. These policies were developed by the Strategies for Responsible Growth Committee and then adopted by the City Council. These planning tools; the Public Facilities Plans, the Small Area Land Use Plans and the Annexation Policies represent the framework in which the staff makes most of its long range planning recommendations.

John Hancock, Senior Planner, discussed that the physical growth of the City is associated with an ever expanding network of municipal facilities and services to match demand. As development occurs on raw land

near the City's fringe, certain improvements must be made to the land to accommodate sale and/or construction. He explained the ways in which the facilities and services are provided to accommodate growth in general. The question the staff asks of the Council is whether they want the staff to re-orient their planning efforts to identify areas in which growth may be accommodated economically and; furthermore, to search out means by which the City can direct growth toward those areas.

Roy McDaniel, Assistant City Manager, provided a list of twelve Special Purpose Districts and Authorities with a brief description of what their purpose is and when they were created. These include: West Central Texas Municipal Water District, Abilene Higher Education Authority, Abilene Hospital Authority, Abilene Housing Finance Corporation, Abilene Industrial Development Corporation, Abilene Health Facilities Development Corporation, Abilene Higher Education Facilities Corporation, Abilene Reinvestment Zone Number One (x Increment), Abilene Economic Development Corporation, Taylor County Planning Authority, Civic Abilene and Abilene Housing Authority. With the exception of Taylor County Taxing Authority and the Abilene Economic Development Corporation, all other Districts or Authorities discussed can issue bonds. Some of them must appear before the Council for approval and some do not.

BOND ISSUING  
DISTRICTS &  
AUTHORITIES

DAY 2: May 22, 1984

Mike Hall, Director of Community Services, introduced the members of the Parks and Recreation Board that were present. Mr. Hall began with stating that the draft of the Parks Master Plan is a compilation of over two years of work involving the Parks and Recreation Board, Planning and Development Department and Community Services Department. The Plan has been conducted totally in-house, with in-house staff, working with the Parks and Recreation Board. He emphasized that this plan is a usable plan.

PARKS MASTER  
PLAN

On June 12, 1984, the Plan will be reviewed by the Parks and Recreation Board, for final approval. On July 2, 1984, the Plan will be reviewed by the Planning & Zoning Commission, for final approval. The presentation to the City Council is expected in July. The Plan will allow the staff, Parks and Recreation Board, and the City Council to logically and systematically develop new and/or existing parkland and facilities; to provide support for funding avenues; and to provide needs assessment for current and future facility and land demands.

Ray Williams, Assistant Director of Community Services, briefed the Council on Chapters I, II and III of the Parks Master Plan. Four goals for the Plan are: (1) To provide accessible park and recreation opportunities for all of Abilene's residents; (2) Adopt planning and design standards for Abilene parks and open space; (3) Promote the conservation/preservation of unique physical features within Abilene Parks and open spaces; and, (4) Coordinate community and regional efforts to develop recreational opportunities and to beautify the urban area.

Fred Aycock, Assistant Director of Community Services, briefed the Council on Chapters IV, V, VI and VII of the Parks Master Plan. The staff has been working with the Abilene Independent School District on joint utilization sites for parks.

Mr. H. C. Zachry, discussed the Railroad Right-of-Way Beautification Project which spurred from the Centennial Celebration. The financial investment in this right-of-way project has come from the Abilene citizens through cash donations. An additional revenue source was Federal Revenue sharing.

Amber Cree, Member of the Parks and Recreation Board, spoke to the Council regarding the trees at the Airport, which has been designed as a part of the Master Plan for the Airport.

Mike Hall addressed Chapter VIII of the Parks Master Plan and the financial aspects. There are four financing mechanisms available for acquisition of parkland and facilities:

- (1) City Budget and Bond Election Process.
- (2) Administrative Acquisition.
- (3) State and Federal Grants.
- (4) Donations.

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Dr. Ralph Hester, Chairman of the Parks & Recreation Board, expressed what the Parks Master Plan means to the Parks & Recreation Board. He commended the City Council and other persons who have developed the concept of expanded, joint involvement. One of the major involvements is the Strategies for Responsible Growth Committee.

Warren Dodson, Chief of Police, gave the history and statistics on the present police station. Chief Dodson then discussed the possibility of a Central Dispatch System and the increase in efficiency. At the present time, the police station is in need of a new communication system. He proposed to combine the fire and police dispatch and create a central system, with all emergencies handled at that location. The system recommended would cost approximately \$1,215,000. The equipment proposed is compatible with all City radios currently in use. The different methods of funding the central dispatch system were discussed.

POLICE DEPT.  
FACILITIES  
& PROJECTS

Chief Dodson reviewed with the Council the One-to-One Car Plan. This plan is very effective, in the sense, it is a deterrent to crime by increasing police visibility. The system provides good coverage over the entire City. The Chief proposed that the City buy 83 police vehicles, fully equipped.

Chief Dodson discussed the Legislative bill reorganizing city jails under the Texas Commissions of Jail Standards. If this bill is passed, the City Jail will not meet the standards. Chief Dodson suggested the possibility of joint utilization with the County, or building a new jail. The cost of renovation to the current City Jail would be exorbitant.

JOINT UTILIZA  
TION - JAIL

Taylor County Judge, James McMillin, spoke on the issue of joint utilization of the County Jail and spoke in a positive manner. Taylor County Sheriff, John Middleton, also spoke favorably regarding a consolidation of the jail facilities.

Mr. Seegmiller explained that the staff would bring back to the Council, at a later date various funding options and proposals available for Council consideration.

David Wright, Director of Finance, asked the Council to change the dates scheduled for the Budget Review with the City Council from July 30 through August 1 to July 27 through August 3. He discussed the legal requirements and the process that the staff must complete. The Annual Budget is "the plan" for providing service to the citizens within the financial capabilities of the City. The budget process is an on-going one as each decision made by the Council and management has an affect on the budget and the services provided.

BUDGET  
PROCESS

Mr. Wright discussed at length the Shop Revolving Fund used for equipment and vehicles. He also discussed the Civic Center Reserve Fund and its purpose.

Mr. Lee Roy George, Director of Planning & Development, commented on the Economic/Industrial Development Study. In 1973, the City of Abilene conducted an economic study as part of the comprehensive planning process. The purpose of that economic study was to determine what role the City government could play in economic development within the City. The study recommended that the City continue to exert maximum influence possible to maintain a good business climate within the community; employ a City staff person with economic development responsibilities; promote more cooperation between all public and private agencies; promote City cooperation in Industrial Site Development; and establish a computerized Economic Data Base. The staff would like input from the Council on the following questions: (1) Should the City have a role in actively encouraging economic activities? (2) If so, what and how active? (3) Should the City's involvement be indirect, through its comprehensive planning and overall capital improvement programs? (4) Should the City's role be more direct, providing infrastructural improvements, both public and private?

ECONOMIC  
DEVELOPMENT  
PROJECT /  
INDUSTRIAL  
DEVELOPMENT

Mr. Wade Terrell, Executive V. P. of the Abilene Chamber of Commerce, spoke to the Council on the Industrial Foundation. A study conducted in 1973 and 1979 found that there is a desire for Abilene to have an Industrial Park. When a park was organized of this nature, it generated interest and cooperation between the County, City, School and the business community.

Mr. Syd Niblo, President of the Industrial Foundation Board, spoke favorably to the development of an Industrial Park. He feels that a logical complement to the natural resources of Abilene would be to enhance it with

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manufacturing type businesses.

DAY 3: May 23, 1984

Mr. Lee Roy George, briefed the Council on the recommendations provided by the Community Development Committee (CDC).

COMMUNITY DEVELOPMENT  
FUNDING &  
COMMITTEE

Mr. Wayne Herrington, Assistant Director of the Planning and Development Department, explained to the Council that any time CD funds are used, they must either benefit low- and moderate-income people or eliminate slum areas. Under the Federal Guidelines, the City Council has the responsibility to determine each year how the CD funds will be utilized. Each year the Committee provides the Council with recommendations on how the funds should be utilized along with recommendations from the City staff.

Dr. Manual Flores, Chairman of the Community Development Committee, discussed with the Council the Committee's recommendations.

Mr. George, mentioned that the staff, over the next couple of years, will try to catalog and identify all of the existing policies of the Council and put them into a manual.

Mr. Tony Neitzler, Assistant Director of the Planning and Development Department, explained to the Council many different types of policies, whether they be oral, written or implied. He suggested that the staff begin a two-part inventory; first, all of the policies that have been expressed in writing, by the Council; second, begin to call on various staff members to think back and try to develop and express all of the implied policies. Next, the staff would begin to identify duplication or policies that cross-purposed. Then, the inventory would be presented to the Council for review and after being reviewed by the Council, the staff would revise the inventory. The endorsed inventory would be published for circulation throughout the organization.

COUNCIL POLICY  
INVENTORY  
PROJECT

Mr. Roy McDaniel, Assistant City Manager, discussed the City's Financial Policies with the Council. The Financial Policies were approved by the City Council on January 14, 1982. Mr. McDaniel suggested to the Council that they ratify the Financial Policies with minor changes in the last item concerning: Maintaining an undesignated fund balance equivalent to thirty (30%) percent of the General Fund Operating Budget at a minimum of ninety-five (95%) percent liquidity. This should be sufficient to provide interim financing for necessary projects and meet unanticipated contingencies such as lawsuits, tax roll tie-ups, and severe seasonal fluctuations in sales of the City-owned utilities. The recommended change in wording of the final goal is: Achieving and maintaining a fund balance equivalent to three (3) months' operating costs of the general operating budget, at 95% liquidity, which should be sufficient to provide financing for necessary projects and meet unanticipated contingencies such as lawsuits, tax roll tie-ups, and severe fluctuations in sales of the City owned utilities. In effect the three months operating costs is lowering the 30% to 25%. He explained that 25% would be easier for the Council to obtain. He stated that last year they obtained 24.7% which is very close to that 25%.

FINANCIAL  
POLICIES AMENDMENT  
re: undesignated  
fund balance  
approved  
Oral

After some discussion, Councilman Nixon moved to amend that portion of the Financial Policies from: "Maintaining an undesignated fund balance equivalent to thirty (30%) percent of the General Fund Operating Budget at a minimum of ninety-five (95%) percent liquidity...." to: "Achieving and maintaining a fund balance equivalent to three (3) months' operating costs of the general fund operating budget, at 95% liquidity...." The motion was seconded by Mayor Stubbeman and the motion carried:

AYES: Councilman Bridges, Councilwoman Proctor-Shaw, Councilmen Wheat, Fogle, Robinson, Nixon and Mayor Stubbeman.

NAYS: None.

Mr. Curtis Hawk, Assistant City Manager, explained that the purpose of the activity of the retreat has been to bring the Council up-to-date on areas of concern that the staff has and ask for direction from the Council. He expressed that there are four kinds of objectives when discussing Goal Setting: (1) To provide community direction; (2) Enable the staff to increase their performance as a municipal organization; (3) To help the staff develop

GOAL SETTING

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their capabilities; and, (4) To develop the community's confidence in the City.

COUNCIL  
GOALS

The specific goals and priorities expressed by the Council are listed below:

1. Find a way to fund Police Department needs:
  - a. Facility
  - b. Communications
  - c. One-to-One Car Plan
2. Clean Community Program:
  - a. Brush and debris in alleys
  - b. Clean up trash and junk
    - Including businesses
    - Especially, entrances into the City
3. Continue Assessment of Refuse Collection System
  - a. Improve Service
4. Assessment of Personnel Needs and Productivity
5. Flood Protection
  - Especially, Stevenson Park Area
6. Seek Alternate Forms of Revenue:
  - Increased Franchise Taxes
  - Broaden tax base through Annexation of property close to City Limits
7. Public Safety Awareness
8. Safety Awareness Program:
  - Including Neighborhood Watch
  - Crime prevention
9. Develop new Citizen Input Process
  - a. Century II - type project
  - b. Encourage interest - Goal Setting through
    - Town Hall meetings, Civic Group Meetings, etc.
10. North First Traffic Problems:
  - Nighttime traffic generated by teenagers
11. Future Water Supply
  - a. Working with West Central Texas Municipal Water District
  - b. Water Conservation
12. Brown Bag Clubs; Pornography; Drug and Alcohol
  - a. Moral Obligations and Leadership by City Council
  - b. Quality of Life
  - c. Encourage Community Involvement

Encourage Staff to continue seeking ways to increase capability through training and education
14. Investigate opportunities for innovation; Seek out better ways to do things
15. Public Transportation
  - a. Bus System
    - Continue to pursue ways to maximize bus systems, including ways for decrease subsidy
  - b. Improvements in Traffic Signalization Systems

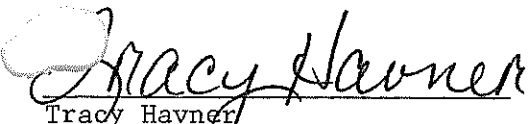
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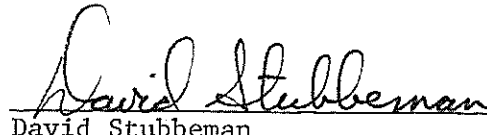
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16. Downtown Parking
  - Improve situation by providing more
  - Perhaps through Tax Increment Financing (TIF)
17. Long Range Park Development
  - a. Encourage Developers to think Parks again

With no further business the meeting was adjourned at 12:15 p.m., May 23, 1984.

  
Tracy Havner  
Assistant City Secretary

  
David Stubbeman  
Mayor