Whitesboro city plan, 1973-1993

WHITESBORO
COMPREHENSIVE PLAN

CARTER & BURGESS, INC. Engineers • Planners Fort Worth, Texas

1973

BIBLIOGRAPHIC DATA SHEET	1. Report No.	2.	3. Recipient's Accession No.

4. Title and Subtitle

Whitesboro City Plan

5. Report Date
June 1973

6.

7. Author(s)
Bart S. Bradford (P.I.C.), Glenn Ouzts

8. Performing Organization Rept. No.

9. Performing Organization Name and Address
Carter & Burgess, Inc.
1100 Macon Street
Fort Worth, Texas 76110

10. Project/Task/Work Unit No.

11. Contract/Grant No.
CPA-TX-06-16-1023

12. Sponsoring Organization Name and Address
Texas Department of Community Affairs
P. O. Box 13166, Capitol Station
Austin, Texas 78711

13. Type of Report & Period Covered
Final Report

14.

15. Supplementary Notes

16. Abstracts

This report, Whitesboro Comprehensive Plan, 1973-1993, is an updating of the city's original Comprehensive Plan prepared in 1964. It includes twelve (12) separate parts:

Land Use Analysis
Population Analysis
Housing
Community Facilities and Utilities
Environmental Considerations
Financial Analysis
Administration
Goals and Objectives
Future Land Use
Housing Work Program
Community Facilities and Utilities Plan
Capital Improvements Program

17. Key Words and Document Analysis. 17a. Descriptors

Comprehensive Plan - Whitesboro, Texas
Land Use Analysis
Population Analysis
Housing
Community Facilities and Utilities
Environmental Considerations
Financial Analysis
Administration
Goals and Objectives
Future Land Use
Housing Work Program
Community Facilities and Utilities Plan
Capital Improvements Program

17b. Identifiers/Open-Ended Terms

17c. COSATI Field/Group

18. Availability Statement
Available from City of Whitesboro, Texas

19. Security Class (This Report)
UNCLASSIFIED

20. Security Class (This Page)
UNCLASSIFIED

21. No. of Pages
136

22. Price
Unknown

FORM NTIS-35 (10-70)

USCOMM-DC 40329-P71

WHITESBORO CITY PLAN 1973 - 1993

PREPARED THROUGH THE COOPERATION

OF THE

OFFICE OF THE GOVERNOR

OF THE

STATE OF TEXAS

THE PREPARATION OF THIS REPORT WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

C A R T E R & B U R G E S S, I N C.

ENGINEERS - PLANNERS . . . . . FORT WORTH, TEXAS

JUNE, 1973

ACKNOWLEDGMENTS

City Council

Joe D. Green, Mayor

Steve Culpepper, Mayor Pro Tem
Leon R. Smith
W. A. Cravens
Charles D. Whitecotton
C. B. Mullennix

City Planning and Zoning Commission

J. C. Sanders, Chairman

C. W. Pratt
Charles Estes
Jack Suddath
E. M. Brookshear
Carl Bryan
Ed Hayes

City Staff

C. Glenn Bryan, City Secretary

The material herein assembled was prepared by Carter & Burgess, Inc., Engineers and Planners, Fort Worth, Texas, under the supervision of Bart S. Bradford, Planner-In-Charge. Much of the work, coordination, and development of this report and plan was prepared by John H. Mason, Principal Planner, and J. Craig Eaton, Senior Planner, with assistance from: Emil Freiwald, Planner; Steve O'Kelley, Engineer; Bill Bell, Engineer; Frank English and Bill Davis, Planning Illustrators, and Joe Henry, Chief Draftsman. W. G. Ouzts, Environmental Planner, had primary responsibility for the environmental portions of this report.

CONTENTS

CONTENTS (CONTINUED)

CONTENTS (CONTINUED)

CONTENTS (CONTINUED)

INTRODUCTION

Since the adoption of the city's first Comprehensive Plan in 1964, the community has made an impressive change. Many of the recommendations of that report were given serious consideration and a majority were adopted and followed. Now, the city has made another great stride in recognizing the need to bring itself up-to-date and start planning for the rapidly approaching future with the preparation of this, A City Plan for 1993.

This report is divided into two major sections - Parts I through VII primarily deal with the Analysis of Existing Conditions and Parts VIII through XII are concerned with the future.

The community is urged to utilize the recommendations and suggestions set forth herein as a guide to developing their community and as a starting point for a continuous planning program.

PART I LAND USE ANALYSIS

PART I - LAND USE ANALYSIS

Prior to the preparation of this report the consultant conducted a field survey during January of 1973 to determine present land usage. Each parcel of land was recorded on maps as to use and office tabulations showing land use characteristics were prepared. This data is presented herein.

LAND USE CHANGES: 1961-1973

The city's first comprehensive plan recorded existing land use in 1961 in somewhat of a different form and area than the most recent survey; therefore, only the percentages of various uses are comparable.

TABLE I-1
COMPARISON OF EXISTING LAND USE CHARACTERISTICS - 1961-1973

Land Use	1961-Percent of Total	1973-Percent of Total	Change
Residential	11.85	16.28	+ 4.43%
Public - Semi-Public	1.41	5.43	+ 4.02%
Commercial	1.15	2.29	+ 1.14%
Industrial	1.02	0.34	- 0.68%
Railroad	2.85	3.04	+ 0.19%
Streets	7.04	17.21	+10.17%
Vacant Area	74.68	56.35	-18.33%

The greatest outstanding difference in the above comparison is the amount of increased street usage. A closer examination reveals that the west loop has been constructed since 1961 and that a few additional streets have been dedicated.

Table I-2 below compares the developed area of the city in 1961 to 1973.

TABLE I-2
COMPARISON OF EXISTING LAND USE CHARACTERISTICS - DEVELOPED AREAS - 1961-1973

Land Use	1961 Percent of Developed Areas	1973 Percent of Developed Areas	Change
Residential	46.77	37.31	- 9.46
Public - Semi-Public	5.58	10.19	+ 4.61
Commercial	4.56	5.26	+ 0.70
Industrial	4.02	0.97	- 3.05
Railroad	11.27	6.97	- 4.3
Streets	27.80	39.44	+11.64

The above comparisons of developed land indicates several outstanding points:

1. The city seems to be intensifing its residential uses, that is, more people are living on less land.

2. The new loop on the west has caused a disproportinate amount of land devoted to streets. New subdivisions must be carefully designed to avoid putting extraordinary additional street area and therefore, maintenance cost on to the taxpayers.

3. In 1961 the city suffered from a lack of park and open space. That deficiency has been overcome by the addition of approximately nine (9) acres of land.

EXISTING LAND USE: 1973

The following table and map depicts statistical data as well as the arrangement of the land uses as exist in January 1973.

TABLE I-3
ANALYSIS OF EXISTING LAND USE - WHITESBORO, 1973

Land Use	Area Acres	% of Developed	% of Total	Acre Per 100 Population
Residential	264.63	37.31	16.28	9.10
Business & Commercial	37.37	5.26	2.29	1.27
Industrial				
Railroad	49.46	6.97	3.04	1.68
Industry	5.63	0.79	.34	0.19
Public				
Parks	26.0	3.66	1.60	0.88
Public	41.43	5.84	2.54	1.41
Semipublic	4.91	0.66	.30	0.19
Vacant Land	915.72	--	56.35	30.28
Streets & ROW	279.74	39.44	17.21	9.55
Total	1624.89	429.43	100.00	55.55

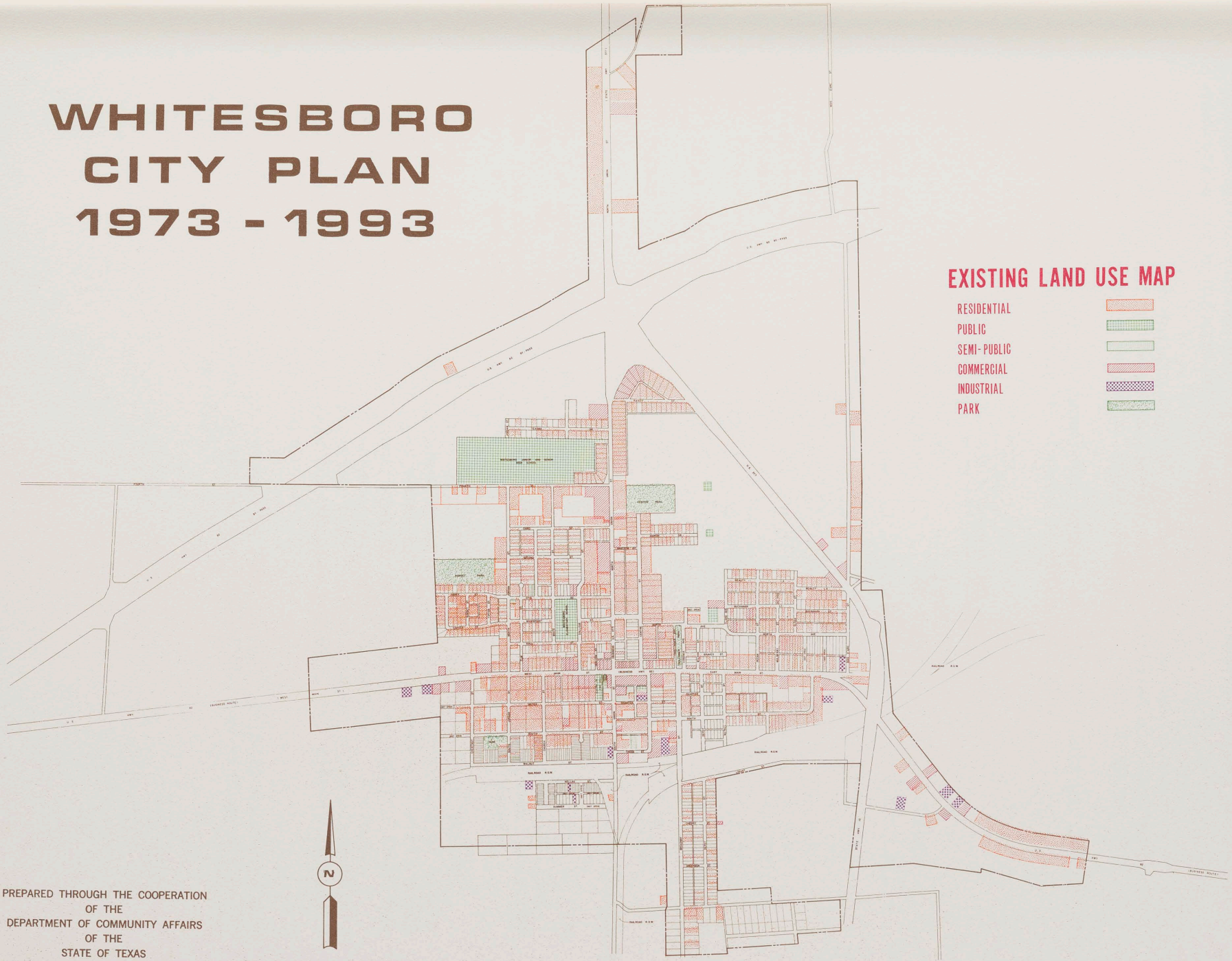
The overall land use pattern can best be described as predominately a low density single family development, radiating from the Central Business District and from Main and Union Streets.

Unlike many communities of its size Whitesboro is compact with very little urban sprawl.

Most of the commercial establishments are confined in the Central Business District and along North Union Street and is confined to convenience and service activities. Such a condition is condusive to further stripping of the major streets and should be watched carefully. Now that Highways 82 and 377 bypass the city along its northern and eastern edges there will be a strong tendency for some commercial facilities to move out of the Central Business District to the major intersections of those transportation routes. In fact, a totally new community could be established at those points.

The M.K. & T. Railroad crossing the southern part of the urbanized area as well as the drainage pattern of the extreme south side of the city create a two prong restriction to growth. The railroad provides both a physical and

WHITESBORO CITY PLAN 1973 - 1993



EXISTING LAND USE MAP

- RESIDENTIAL
- PUBLIC
- SEMI-PUBLIC
- COMMERCIAL
- INDUSTRIAL
- PARK

N

0 400 800 1200 1600 2000 2400

GRAPHIC SCALE IN FEET

PREPARED THROUGH THE COOPERATION
OF THE
DEPARTMENT OF COMMUNITY AFFAIRS
OF THE
STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

physicological barrier and the drainage pattern requires a lift station to adequately serve the area with sanitary sewer.

The creek along the western edge of the urban area creates a barrier to growth only in the sense that sewer facilities must be extended west and north from the proposal new sewer treatment plant located just east of Highway 377.

Because of slow population growth the amount of land available per 100 persons in all land use categories has changed slightly from 1961.

TABLE I-4

EXISTING LAND USE PER 100 PERSONS - 1961-1973

Land Use	Acres Per 100 Persons 1961	Acres Per 100 Persons 1973	Change 1961 - 1973
Residential	8.88	9.10	+ 0.27
Commercial	0.86	1.27	+ 0.41
Industrial	0.76	0.19	- 0.57
Railroad	2.13	1.68	- 0.45
Streets	5.27	9.55	+ 4.28
Public - Semipublic	1.05	2.48	+ 1.43
Total Developed Area	18.90	24.27	+ 5.37 (Net Difference)
Vacant	55.02	31.28	-23.74
Total	73.92	55.55	-18.37 (Net Difference)

Table I-4 above compares the amount of land available per 100 persons in 1961 to 1973. The reason for the large difference is the amount of vacant land taken into consideration in the 1962 Comprehensive Plan; therefore, only the amount of developed area will be considered in the discussion herein.

The analysis of existing land use in the 1962 Comprehensive Plan stated, "....the lack of park and playground area and the large percentage of single family.....reflects the wide-open character...." This statement still holds true. Public and semipublic lands have increased to an acceptable level but the area devoted to living has caused a decrease in density. A close examination of the attached existing land use map clearly illustrates that the amount of vacant lots within the developed area of the city is causing a further "wide-open" character.

The amount of streets per 100 persons in 1973 is substantially increased over 1961. The cause, of course, is the development of the new highway system along the perimeter of the city.

ANALYSIS BY STATISTICAL AREA

The community has been divided into ten (10) small areas (see attached map entitled "Statistical Areas") very similar to the 1964 Comprehensive Plan for the purpose of providing an in-depth analysis of existing land uses. Statistics for each of the ten areas are provided at the end of this part of the report; these include:

- Total area (acre) of each land use
- Percent of each land use to the total land use category
- Percent of each land use to the total city
- Acres of each land use for 100 population

AREA No. 1 - The Central Business District which contains approximately 25 acres of Commercial Land Use. This acreage amounts to 10 acres per 100 population, by far, the greatest concentration in the city. A majority of the commercial buildings are in fair condition but there is no organization to their physical relationship.

AREA No. 2 - This is the majority of the almost completed Urban Renewal Project. It's predominately single family with adequate schools and park facilities. There are only a few substandard structures scattered throughout. This area would possibly be "The Growth Area" if adequate sewer were available for new users.

AREA No. 2A - This is one of the potential developing areas. It lies north of Bypass 82 on Mineral Creek. The new sewer treatment plant will create an opportunity for this land to be developed rapidly. The only restrictive factor is the lack of city water. It is suggested that the city annex as much of the area as possible to bring its development under municipal control.

AREA No. 3 - The abandonment of the existing sewer plant in this area will open up great possibilities. If it develops rapidly an elementary school will be needed. The existing drainageway in the center of this area offers an opportunity to create a meaningful greenbelt.

AREA No. 3A - The only detrimental factors affecting the growth of this area are the lack of water and the new sewer treatment plant. Fortunately that plant is on the north and the prevailing winds are from the south.

AREA No. 4 - This area was also included in the Urban Renewal Project and its general condition is good. The large lots are not too conducive to urban development but are typical of rural garden homesites. It is influenced now, and will continue to be, by the highway on the north and railroad on the south.

AREA No. 5 - This older section of town needs concentrated rehabilitation action to overcome its deterioration and create a pleasant atmosphere. A park should be provided and safeguards against encroaching industrial and commercial facilities shall be created.

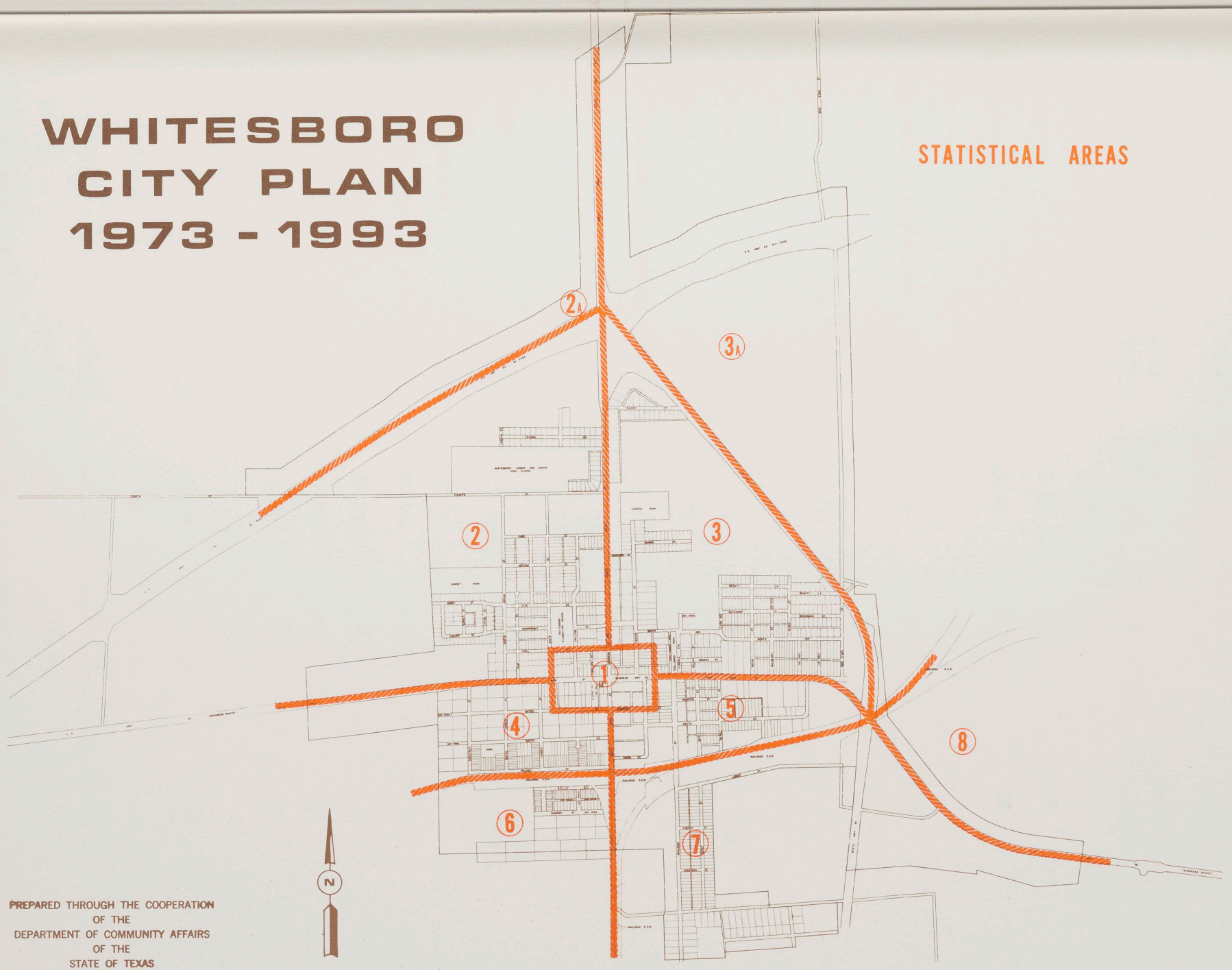
AREA No. 6 - This vacant area has the characteristics of a potential industrial park and efforts to keep "living facilities" out should be made.

AREA No. 7 - Even though this area is platted for residential use, only nine (9) acres are used. Its northern part has seven (7) substandard residences and ten (10) in a deteriorating condition. The area is served by a lift station and its potential growth is limited.

AREA No. 8 - The uses in this area are stripped along the highway. This strip has limited access to the vacant land in the rear. Street easements should be obtained immediately to assure that the total area can become developed.

WHITESBORO CITY PLAN 1973 - 1993

STATISTICAL AREAS



PREPARED THROUGH THE COOPERATION
OF THE
DEPARTMENT OF COMMUNITY AFFAIRS
OF THE
STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

AREA #1
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	6.88	2.60	0.42	7.64
Public	1.49	3.60	0.09	1.66
Semi-Public	1.25	25.46	0.08	1.39
Parks	-	-	-	-
Streets & Highways	3.36	1.20	0.21	3.73
R. R. ROW	-	-	-	-
Commercial	9.38	25.10	0.58	10.43
Industrial	0.29	5.15	0.02	0.32
Vacant*	4.32	0.47	0.26	4.80
Total	26.97	1.66	1.66	29.97

* Includes 21 vacant lots occupying 3.70 acres.

AREA #2
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	62.45	23.60	3.84	7.71
Public	38.53	93.00	2.37	4.76
Semi-Public	1.33	27.09	0.08	0.16
Parks	11.72	45.08	0.72	1.45
Streets & Highways	44.20	15.80	2.72	5.46
R. R. ROW	-	-	-	-
Commercial	8.63	23.09	0.53	1.07
Industrial	-	-	-	-
Vacant*	164.62	17.97	10.14	20.31
Total	331.48	20.40	20.40	40.92

* Includes 110 vacant lots occupying 80.04 acres.

AREA #2A
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	12.44	4.70	0.77	31.10
Public	-	-	-	-
Semi-Public	-	-	-	-
Parks	-	-	-	-
Streets & Highways	56.78	20.30	3.49	141.95
R. R. ROW	-	-	-	-
Commercial	-	-	-	-
Industrial	-	-	-	-
Vacant	54.92	6.00	3.38	137.30
Total	124.14	7.64	7.64	310.35

AREA #3
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	88.91	33.60	5.47	10.84
Public	1.41	3.40	0.09	0.17
Semi-Public	0.87	17.72	0.05	0.11
Parks	12.10	46.54	0.75	1.48
Streets & Highways	46.16	16.50	2.84	5.63
R. R. ROW	-	-	-	-
Commercial	6.61	17.69	0.41	0.80
Industrial	0.55	9.77	0.03	0.07
Vacant*	137.17	14.98	8.44	16.73
Total	293.78	18.08	18.08	35.83

* Includes 81 vacant lots occupying 31.94 acres.

AREA #3A
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	11.39	4.30	0.70	113.90
Public	-	-	-	-
Semi-Public	-	-	-	-
Parks	-	-	-	-
Streets & Highways	41.96	15.00	2.58	419.60
R. R. ROW	-	-	-	-
Commercial	2.73	7.31	0.17	27.30
Industrial	-	-	-	-
Vacant	295.39	32.26	18.18	2953.90
Total	351.47	21.63	21.63	3514.70

AREA #4
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	28.84	10.90	1.78	9.95
Public	-	-	-	-
Semi-Public	1.04	21.18	0.07	0.36
Parks	2.18	8.38	0.13	0.75
Streets & Highways	22.11	7.90	1.36	7.62
R. R. ROW	-	-	-	-
Commercial	2.17	5.81	0.13	0.75
Industrial	1.33	23.62	0.08	0.46
Vacant*	46.65	5.09	2.87	16.08
Total	104.32	6.42	6.42	35.97

* Includes 122 vacant lots occupying 23.52 acres.

AREA #5
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	27.52	10.40	1.69	8.34
Public	-	-	-	-
Semi-Public	0.42	8.55	0.03	0.13
Parks	-	-	-	-
Streets & Highways	21.82	7.80	1.34	6.61
R. R. ROW	-	-	-	-
Commercial	5.05	13.51	0.31	1.53
Industrial	1.10	19.54	0.07	0.33
Vacant*	27.61	3.02	1.70	8.37
Total	83.52	5.14	5.14	25.31

* Includes 66 vacant lots occupying 23.47 acres.

AREA #6
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	0.53	0.20	0.03	N/A
Public	-	-	-	-
Semi-Public	-	-	-	-
Parks	-	-	-	-
Streets & Highways	2.23	0.80	0.14	N/A
R. R. ROW	11.62	23.49	0.72	N/A
Commercial	-	-	-	-
Industrial	0.67	11.90	0.04	N/A
Vacant*	55.63	6.08	3.42	N/A
Total	70.68	4.35	4.35	N/A

* Includes 62 vacant lots occupying 5.61 acres.

AREA #7
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	9.26	3.50	0.57	7.12
Public	-	-	-	-
Semi-Public	-	-	-	-
Parks	-	-	-	-
Streets & Highways	21.54	7.70	1.33	16.58
R. R. ROW	37.43	75.68	2.30	28.79
Commercial	-	-	-	-
Industrial	-	-	-	-
Vacant*	67.77	7.40	4.17	52.13
Total	136.00	8.37	8.37	104.62

* Includes 104 vacant lots occupying 34.39 acres.

AREA #8
LAND USES BY TOTAL USE &
TOTAL CITY

Type	Total Acres	% of Total Use	% of Total City	Acres Per 100 Pop.
Residential	16.41	6.20	1.01	41.03
Public	-	-	-	-
Semi-Public	-	-	-	-
Parks	-	-	-	-
Streets & Highways	19.58	7.00	1.21	48.95
R. R. ROW	0.41	0.83	0.03	1.02
Commercial	2.80	7.49	0.17	7.00
Industrial	1.69	30.02	0.10	4.23
Vacant	61.64	6.73	3.79	154.10
Total	102.53	6.31	6.31	256.33

PART II POPULATION ANALYSIS

PART II - POPULATION ANALYSIS

POPULATION AND PLANNING

The Comprehensive Plan is designed as a guide for the future growth of the City of Whitesboro, and population forecasts and the analysis of population characteristics are an integral part of the plan. The purpose of this basic study is to analyze the present population, growth trends, distribution, and other characteristics that will have an effect upon the future urban area, along with the determination of the size and makeup of the future population.

Prior to the study and initiation of various elements of the plan, it is necessary to determine an approximation of how many people will live in the planning area over the next 20 years. The quantity of land necessary for the development of parks, commercial facilities, schools, public buildings, and other urban land uses will be determined by the future population forecast. The capacity and extent of major thoroughfares and public utilities, plus the size and location of parks, schools and other community facilities will be determined by the spatial distribution of where people will live. Upon reaching certain conclusions and the subsequent plan of desired population density, various elements of the plan can be designed to produce the desired growth pattern.

Relationship to the Region - Whitesboro's geographic location with respect to the Sherman-Denison and Dallas-Fort Worth areas is somewhat off the "beaten path" of transportation and consequently the main stream of growth. These two rapidly expanding metropolitian areas are predicted to contain a total population in 1990 of 75,000 and 5,200,000 respectively; however, the growth of the Grayson County, Sherman-Denison area is not anticipated to have a comparable rate to the Dallas-Fort Worth area.

The city's growth trend has been slightly in excess of Grayson County and the five (5) other communities having a 1,000 population or more within the county. Even though Whitesboro's history of population expansion has been steady since 1940 it is not anticipated to greatly exceed the same rate (approximately 20% per decade) in the future.

TABLE II-1
POPULATION OF WHITESBORO AS A PERCENT OF:

Year	Whitesboro	Grayson County	Cooke, Fannin and Grayson Counties
1940	1560	2.24%	1.11%
1950	1854	2.63%	1.49%
1960	2485	3.40%	2.08%
1970	2927	3.52%	2.26%

Table II-1 shows Whitesboro's population relationship to the region in terms of percent of Grayson County and Cooke, Fannin and Grayson Counties. An

analysis of this table reveals that Fannin County has lost population over this period and that Cooke County lost population between 1940 and 1950 but regained after that time. Grayson County enjoyed only a slight increase until the last decade when it had a large increase.

Grayson County and the surrounding areas are typical of most Texas counties in the past three decades. They were losing population to the large cities or merely holding their own.

POPULATION CHANGE

Whitesboro's population change can be summarized by the following statements:

1. Growth has been small but steady over the past three decades; that trend is expected to remain.

2. 21% of the population was 65 and over in 1970, versus 18% in 1960; this trend is anticipated to produce an older population overall.

3. In 1960 the prime labor force (25 to 44 years) group represented 21% of the total population while in 1970 the group represented 19%. A continuing loss of this mature adult group will greatly hinder the city's ability to maintain a stable work force and stable economy.

4. One of the most encouraging indications of a stable population is the college-new family group (15 to 24 years). Their slight increase between 1960 and 1970 is encouraging provided working and living opportunities are made available in the future.

TABLE II-2
POPULATION GROWTH WHITESBORO AND GRAYSON COUNTY 1850-1970

YEAR	WHITESBORO	% CHANGE	GRAYSON COUNTY	% CHANGE
1850	---	---	2,008	---
1860	---	---	8,184	307.6
1870	---	---	14,387	75.8
1880	773	---	38,108	164.9
1890	1,170	51.4	52,211	37.0
1900	1,243	6.2	63,661	21.9
1910	1,219	-1.8	65,996	3.7
1920	1,810	48.5	74,165	12.4
1930	1,535	-15.2	65,843	-11.2
1940	1,560	1.6	69,499	5.4
1950	1,854	18.8	70,467	1.4
1960	2,485	34.0	73,043	3.7
1970	2,927	17.7	83,225	14.7

Source of Data: United States Bureau of Census

POPULATION GROWTH TRENDS

Since Whitesboro's first census in 1880 the community has added population steadily except for two periods. Table II-2 entitled, Population Growth - Whitesboro and Grayson County 1850-1970, shows the changes of these two units.

Because of Whitesboro's physical location between Sherman and Gainesville and now with the improvement of Highway 82 its reliance on these employment centers will continue to increase; therefore, its population will be in direct proportion to the job opportunities in those two areas. The growth of employment for Grayson and Cooke Counties is presented in Table II-3 below:

TABLE II-3
POPULATION AND EMPLOYMENT - GRAYSON AND COOKE COUNTIES - 1940-1990*

Year	Grayson		Cooke	
	Population	Employment	Population	Employment
1940	69,609	21,561	24,949	3,847
1950	71,059	26,803	22,332	5,803
1960	73,043	27,198	22,560	7,038
1970	83,225	34,453	23,471	8,215
1980	88,551	37,191	25,289	9,356
1990	104,720	43,982	28,666	10,893

*Overall Economic Development Plan - Texoma Regional Planning Commission.

A study of the "Birth-Death Ratio" in Grayson County reveals that from 1940 to 1970 the long term trend of "Out Migration" seems to be slowing to the point that between 1960 and 1970 there was a slight "In Migration of population." This trend could cause a substantial impact on Whitesboro provided that a major program of "Living in Whitesboro and Working in Sherman-Denison and Gainesville" was developed and carefully implemented. Of course, the typical method of assuring more In-Migration than Out-Migration is to develop Whitesboro as an employment center.

POPULATION CHARACTERISTICS

Age - As previously stated, the city's population is well distributed over the various age groups with approximately 20% each in the "Prime Labor Force," "Older Labor Force" and "Elderly" age groups. The largest group to increase between 1960 and 1970 was the elderly (65 and over) classification with a 36% increase. All age groups except the "Under 5" increased from 1960 to 1970 but the ratio of male to female remains about 46% to 53%. Table II-4, Population By Age, shows the distribution of ages in 1960 and 1970. Table II-5, Population Changes By Age and Sex, shows the age distribution in 1960 and 1970 for the city's population in both the male and female categories and illustrates

TABLE II-5

POPULATION CHANGES BY AGE AND SEX - WHITESBORO - 1960-70

Age Group	1960 Male	1960 Female	1960 Total	1960 Percent Distribution	1970 Male	1970 Female	1970 Total	1970 Percent Distribution	1960-1970 Change Number	1960-1970 Change Percent
Under 5	107	114	221	8.9	108	107	215	7.5	- 6	- 2.7
5 - 14	194	201	395	15.9	227	246	473	16.2	78	19.7
15 - 24	143	160	303	12.2	191	213	404	13.8	101	33.3
25 - 34	130	128	258	10.4	136	150	286	9.7	28	10.8
35 - 44	130	145	275	11.1	148	135	283	9.6	8	2.9
45 - 54	136	134	270	10.8	144	165	309	10.6	39	14.4
55 - 64	135	174	309	12.4	155	184	339	11.5	30	9.7
65 - 74	189*	265*	454*	18.3*	146	229	375	12.8	NA	NA
75 - Over	NA	NA	NA	NA	92	151	243	8.3	NA	NA
TOTALS	1164	1321	2485	100.0	1347	1580	2927	100.0	442	17.8
Percent of Totals	46.84	53.15			46.01	53.9				

1960 Median Age 37.4
1970 Median Age Male 35.9
1970 Median Age Female 40.3

Fertility Rate: Number of children under 10 years per 1000 women age 15-44 years

Estimated 1960 Fertility Rate .96
Estimated 1970 Fertility Rate .92

37.3% under 24 - 1970
36.9% under 24 - 1960

41.5% between 25-64 - 1970
44.7% between 25-64 - 1960

21.2% between 65-Up - 1970
18.4% between 65-Up - 1960

*Includes ages 65 and over.

TABLE II-6

WHITESBORO POPULATION CHARACTERISTIC - 1970

	Age Groups	Male	Percent of Total	Female	Percent of Total
Young	0-14 yrs.				
	Under 5 yrs.	108	8.02	107	6.77
	5-14 yrs.	227	16.85	246	15.57
Sub. Total		335	24.87	353	22.34
College-Per Family	15-24 yrs.				
	15-24 yrs.	191	14.18	213	13.48
Sub. Total		191	14.18	213	13.48
Prime Labor Force	25-44 yrs.				
	25-34 yrs.	136	10.10	150	9.49
	35-44 yrs.	148	10.98	135	8.54
Sub. Total		284	21.08	285	18.03
Older Labor Force	45-64 yrs.				
	45-54 yrs.	144	10.69	165	10.44
	55-64 yrs.	155	11.51	184	11.65
Sub. Total		299	22.20	349	22.09
Elderly	65 yrs. & over				
	65-74 yrs.	146	10.84	229	14.50
	75 yrs. & over	92	6.83	151	9.56
Sub. Total		238	17.67	377	24.06
TOTAL		1,347	100.00	1,580	100.00

the subtle changes in population composition during that decade. Table II-6, Whitesboro-Population Characteristics, breaks down the age categories as to male and female and classifies these into five major identifiable groups.

TABLE II-4
POPULATION BY AGE - WHITESBORO, TEXAS 1960-1970

	1960	1970	Percent 1960	Percent 1970	Changes 1960-1970 %	Changes 1960-1970 Number
Under 5	221	215	8.9	7.3	-2.7	- 6
5-14	395	473	15.9	16.1	19.7	+ 78
15-24	303	404	12.2	13.8	33.3	+101
25-34	258	286	10.4	9.7	10.8	+ 28
35-44	275	283	11.1	9.6	2.9	+ 8
45-54	270	309	10.8	10.5	14.4	+ 39
55-64	309	339	12.4	11.5	9.7	+ 30
65-Up	454	618	18.3	21.1	36.1	+164

Family Composition - Information gleaned from the 1970 census data reveals there were 2879 persons or 98.3% of the total population residing in households* or 48 persons or 1.7 percent residing in group quarters. These 2879 persons occupied 1204 housing units with an average family size of 2.7 persons. The family which owns its home is 2.6 persons per family and the "Renter Family" is 2.9. This is somewhat smaller than in large metropolitan areas but is comparible to the Sherman-Denison-Gainesville area. Table II-7 shows the composition of Whitesboro households.

TABLE II-7
RELATIONSHIP TO HEAD OF HOUSEHOLD WHITESBORO, TEXAS - 1970

Total Population	2,927
Population in Household	2,879
Head	1,086
Primary Individual	264
Wife of Head	752
Other Relative of Head	1,027
Not Related to Head	14
In Group Quarters	48
Inmate of Institution	48

*A household includes all the persons who occupy a group of rooms or a single room which constitutes a housing unit.

Education - No study of population characteristics would be complete without a look at the level of education attainment of the resident population. Such an analysis is indicative in determining the type of environment present in the community and what trends may be foreseen in the future. Table II-8 summarizes the status of educational attainment as reported in the 1970 Census for Whitesboro and Grayson County. This comparison indicates a need to attract population with a higher degree of education and to promote the existing population to attain a higher level.

TABLE II-8
EDUCATIONAL LEVEL - WHITESBORO AND GRAYSON COUNTY - 1970

	Whitesboro		Grayson County	
	Number	Percent of Total	Number	Percent of Total
Total Persons 25 years and over	1,824		47,175	
No School Completed	28	1.53	375	0.79
Elementary				
1-4 years	117	6.41	2,076	4.40
5-7 years	330	18.09	6,104	12.93
8 years	253	13.87	5,033	10.66
High School				
1-3 years	511	28.01	11,288	23.92
4 years	303	16.61	13,132	27.83
College				
1-3 years	148	8.11	5,055	10.71
4 or more years	134	7.24	4,112	8.71
Median School Years Completed	10.1		11.7	

It is recommended that the city establish a committee to develop and accomplish the goal of reaching a higher degree of education attainment.

Future Population - The future population of Whitesboro is expected to continue to grow at about the same rate of the last decade. Table II-10, Population Forecast - 1970-1995, examines several relationships and results with an estimated population of:

TABLE II-9
SUMMARY OF POPULATION FORECAST 1970-1995

1970	2927
1975	3187
1980	3443
1985	3772
1990	4101
1995	4482

This projection is in conformity with the 1963 Comprehensive Plan and a recent study prepared by the Texoma Regional Planning Commission on Grayson County. It should be considered on the conservative end of the scale; however, such conservatism provides a realistic base on which to establish attainable community goals.

TABLE II-10

POPULATION FORECAST 1970 - 1995

Based on:	1970	1975	1980	1985	1990	1995
A. City's 1960-70 growth (17.8%)	2927	3188	3488	3755	4061	4422
B. City's 1940-70 growth (23.5%)	2927	3271	3614	4039	4463	4987
C. City's 1950-70 growth (25.9%)	2927	3306	3685	4167	4649	5251
D. Grayson County 1950-70 growth (8.8%)	2927	3056	3184	3324	3464	3616
E. Lake Texoma Region 1950-70 growth (2.4%)	2927	2972	2997	3033	3068	3105
F. Texas 1960-1970 (17.0%)	2927	3176	3424	3715	4006	4347
G. Grayson County O.E.D. Plan*	2927	3339	3750	4375	5000	5650
H. Average = (20.8%)	2927	3187	3443	3772	4101	4482
I. 3.9% of Grayson County Est. Population*			3453		4084	
J. 2.5% of Texoma Region Est. Population*			3410		3932	

*Overall Economic Development Plan

Some of the factors which will influence the growth of the city include:

1. Whitesboro's proximity to the expanding Sherman-Denison Area.

2. An improved highway system connecting I-35 to Hiway 75 through Whitesboro.

3. The results of renewal activity.

4. Land cost is presently sufficiently low enough (in comparison to many other areas) to influence large developments.

5. Competition from surrounding communities will have a profound effect on influencing both the amount and rate of Whitesboro's growth.

6. The ability of the city to broaden its tax base through attraction of industrial and commercial uses will determine its availability of needed revenues to finance public improvements and amenities which will be required. With residential properties as a tax base, sufficient funds cannot be achieved to properly finance the city by 1990. A decline in the city's ability to attract operating revenues from sources other than residential properties will most assuredly adversely affect its "people attraction" capability.

7. The city's ability to maintain a quality living environment throughout the planning period, consisting of: an adequate supply of standard housing; excellent schools with innovative and comprehensive curriculums; well developed and maintained parks and open space systems; quality circulation system of streets and thoroughfares combined with proper maintenance; a workable and adequate utility system of water supply and treatment, and sanitary sewer facilities; reduction of adverse environmental deficiencies, such as litter, weeds, excessive noises, odors, and visual distractions; and the satisfaction of the community's social and economic needs will determine Whitesboro's role in the regional complex of the future and directly affect both the amount and rate of growth.

8. Continued advance planning and implementation activities of programmed public and private improvements will allow the city to adjust to changing needs and achieve necessary demands. The city's foresight has resulted in the achievement of tangible municipal projects which have been completed or are under way. Therefore, channelization of population and physical growth will continue to play an ever increasing role in the future character and development pattern of the city.

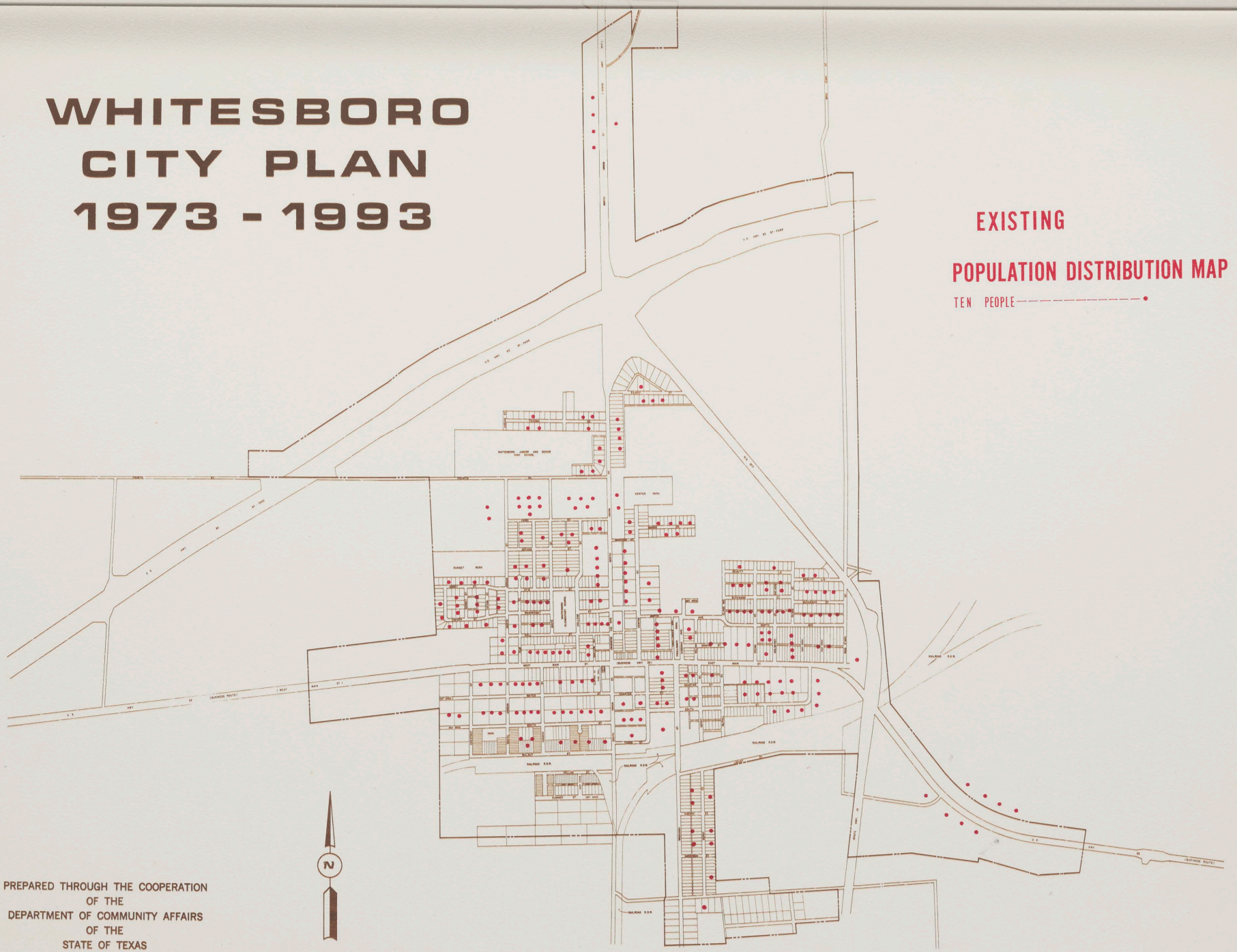
Population Distribution - The age group and physical distribution of the population is an essential ingredient in determining the makeup and locational concentration of the present and future population, as relates to land use requirements, community facilities, and the circulation system of the city.

The distribution of the various age groups has been discussed previously and is shown on Table II-4. The community's near future population, say 10 to

15 years, is not anticipated to substantially charge from its 1970 composition. After 1985 when the full impact of "Zero" population, birth control and advance medical technology can be measured the composition of age groups will be altered radically.

The existing geographic distribution of the present population is shown on the accompanying map and indicates the present primary population concentration. A comparison of this map to conditions in 1963 reveals very little change. In general, the city has added 287 persons and the population has remained within the corporate area.

WHITESBORO CITY PLAN 1973 - 1993



EXISTING

POPULATION DISTRIBUTION MAP

TEN PEOPLE ——————•

N

0 400 800 1200 1600 2000 2400

GRAPHIC SCALE IN FEET

PREPARED THROUGH THE COOPERATION
OF THE
DEPARTMENT OF COMMUNITY AFFAIRS
OF THE
STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

PART III HOUSING

PART III - HOUSING

EXISTING HOUSING CHARACTERISTICS

The basic element of a community is its residential segment. The adequacy - the quantity and quality - of the housing determines the quality of the community and is one of the elements that molds the civic design.

Before a housing program can be developed an inventory of the existing housing, housing trends and existing problems needs to be developed for analysis.

The following is a tabulation of the housing characteristics of Whitesboro, Texas, for the last decade or for the time period when records were kept:

TABLE III-1
HOUSING CHARACTERISTICS, WHITESBORO, TEXAS
1960-1970

		1960		1970		% Change
		No.	%	No.	%	1960-1970
A.	Total Population	2,485	100	2,927	100	17.78
	Population In Hsg. Units	2,485	100			
	Per Owner Occupied	2.6*		2.6*		0
	Per Renter Occupied	3.0*		2.9*		-0.10
	Per Occupied Unit	2.80*		2.70*		-0.10
B.	Total Housing Units	NA (992*)[1]		1,236 (1,066)[2]		
	Occupied Units	887 (NA)		1,099 (1,065)[2]		
	Owner (Sales)	596 (NA)		847 (NA)		
	Renter (Rental)	291 (NA)		256 (NA)		
	Vacant Units	NA (NA)		118[3] (1)[2]		
C.	Units In Structure	NA				
	(Type)					
	Single-Family & M.H.	NA (936)[1]		1,113 (1,066)[2]	(1,062)[2]	
	Single-Family	NA (928)[1]		1,085 (1,042)[2]		
	MH	NA (8)[1]		31 (20)[2]		
	Multi-Family	NA (18)[1]		4 (4)[2]		

TABLE III-1 - Continued

D. Housing Units Added & Lost:		
SF Added	194 (294)[3]	19.5 (29.4)[3]
MF Added	1 (49)[3]	- (4.9)[3]
Units Removed	1 (121)[3]	- (12.1)[5]
E. Housing Unit Condition	86.4 Standard	161 Rehabilitated 41 Substandard

Legend - NA - Not Available
1 - 1962 Survey by J. E. Ward
2 - 1973 Survey by C&B
3 - 1970 Texoma Regional Planning Commission
4 - Census Records
5 - Urban Renewal & City Permit Records

Source: City Building Permit Record and Urban Renewal Records.

* 1972 Figure shows the removal and addition of units in the Urban Renewal Program after 1970 Census.

TABLE III-2
AGE OF 1970 HOUSING UNITS

Decade Built	% of 1970 Hsg. Built During Decade	% of 1970 Hsg. Completed	Average D.U./Year
Before 1940	33	33	-
1940-1949	17	50	21
1950-1959	23	73	28
1960-1969	27	100	33

As indicated in Table III-2, 50% of the housing has been built since 1950. Approximately 68.6% of the total dwelling units in the 1970 Housing Census inventory is comprised of sales units, while 20.7% are rental units. The total included 118 vacant units which were removed by Urban Renewal and the estimated percentages of total housing units is 76% sales units and 23% rentals.

The 1970 Housing Census showed 1,099 housing units being occupied with 118 vacancies. These vacancies were primarily substandard housing being removed by Urban Renewal activities.

The census further shows an increase in the number of mobile homes in the community: 31 mobile homes (1970); 20 mobile homes (1973); and 8 mobile homes (1960).

As of the 1973 survey, the general condition of housing is considered good in comparison with the surrounding communitites. There still exists 41 substandard units or 4.75 % of the total number of units.

The estimated average value of the existing residential units is $9,811* but this value has steadily climbed in the past few years to between $11,000-$15,000 in the newer structures.

The 1970 Census showed $69 as being the median rent in Whitesboro. This figure is at least as high as $90 per month with the present housing squeeze. Forty percent of the rental market commands rentals of $110-$180 per month.

Household (family) size has reflected a declining trend over the past ten years which has followed state and national trends. This is caused in part by family planning techniques employed by young couples, increased divorce rate and late marriages.

RESIDENTIAL BUILDING ACTIVITY

TABLE III-3
SUMMARY OF RESIDENTIAL BUILDING ACTIVITY
WHITESBORO, TEXAS 1968-1972

Year	Single-Family Units	Value	Average Value
1968	12	$ 178,500	$ 14,850
1969	15	208,500	13,850
1970	41	459,510	11,200
1971	30	362,990	12,100
1972	30	474,000	15,800

The building activity has been constant in the past decade. In 1970 Urban Renewal activities caused a distinct rise in construction. It should be noted that presently most housing being constructed in Whitesboro is in the $10,000-$20,000 range.

Besides the new construction activities there have been 120 residential structures that have undergone major repairs since 1970 under an Urban Renewal Grant. Also, 48 public housing duplexes have been constructed.

The average conventional housing being constructed in Grayson County in recent years has been in the range of $16,000-$20,000, excluding land. This has been

* Texoma Regional Planning Commission estimate (1970).

and will continue to be out of reach for almost one-half the anticipated new households. As a consequence, the demand for unconventional housing (mobile homes, public housing, interest subsidy sales housing, interest subsidy rental housing, condominimums and cooperatives) will increase. The increase in numbers of these nonconventional housing units should be anticipated for small, young families and older retired families of the community.

There is still a need for low income housing as is indicated by the 4.17% over crowded condition in housing of Whitesboro (Texoma Regional Planning Commission) and the 40% of the population which is within the poverty income level.

PART IV COMMUNITY FACILITIES AND UTILITIES

PART IV - COMMUNITY FACILITIES AND UTILITIES

This part of the report investigates the existing conditions of those facilities which are typically the tax payers responsibility to determine problems and needs to meet today's demand as well as to form a foundation on which tomorrow's needs can be forecasted. The following subjects are discussed separately:

A. Public Municipal Buildings

B. Water System

C. Sanitary Sewer System

D. Solid Waste

E. Electrical System

Public Municipal Buildings - (See Exhibit entitled "Existing Public Buildings and Facilities Plan"). Every municipality has its own unique requirement for municipal buildings. In some cities a single building on one site contains all of the municipal functions while in others several buildings are scattered throughout to house the City Hall, Fire, Police, Library and Civic Center. In Whitesboro all the municipal functions occur within a fairly compact group of structures located on the south side of Main Street approximately 150 west of Union Street. On the subject of Public Buildings, the 1964 Comprehensive City Plan stated, "The fire department is located in the northern half of an ancient masonry and wood building. It occupies about 2,000 square feet. The city has warehousing in the rear of this building and in a metal shack toward the rear of the lot. The warehousing consists of about 3,700 square feet. The electric department is also within the maintenance area and occupies about 1,800 square feet.

With the exception of the city hall, the entire city maintenance, electrical, water, fire, and warehousing is dilapidated. These buildings do not encourage investment within the downtown but rather encourage deterioration."

Now, some 10 years later, the public building space and conditions in the city has not changed in any measurable amount with the exception of the present concerted effort to raise funds for a permanent library.

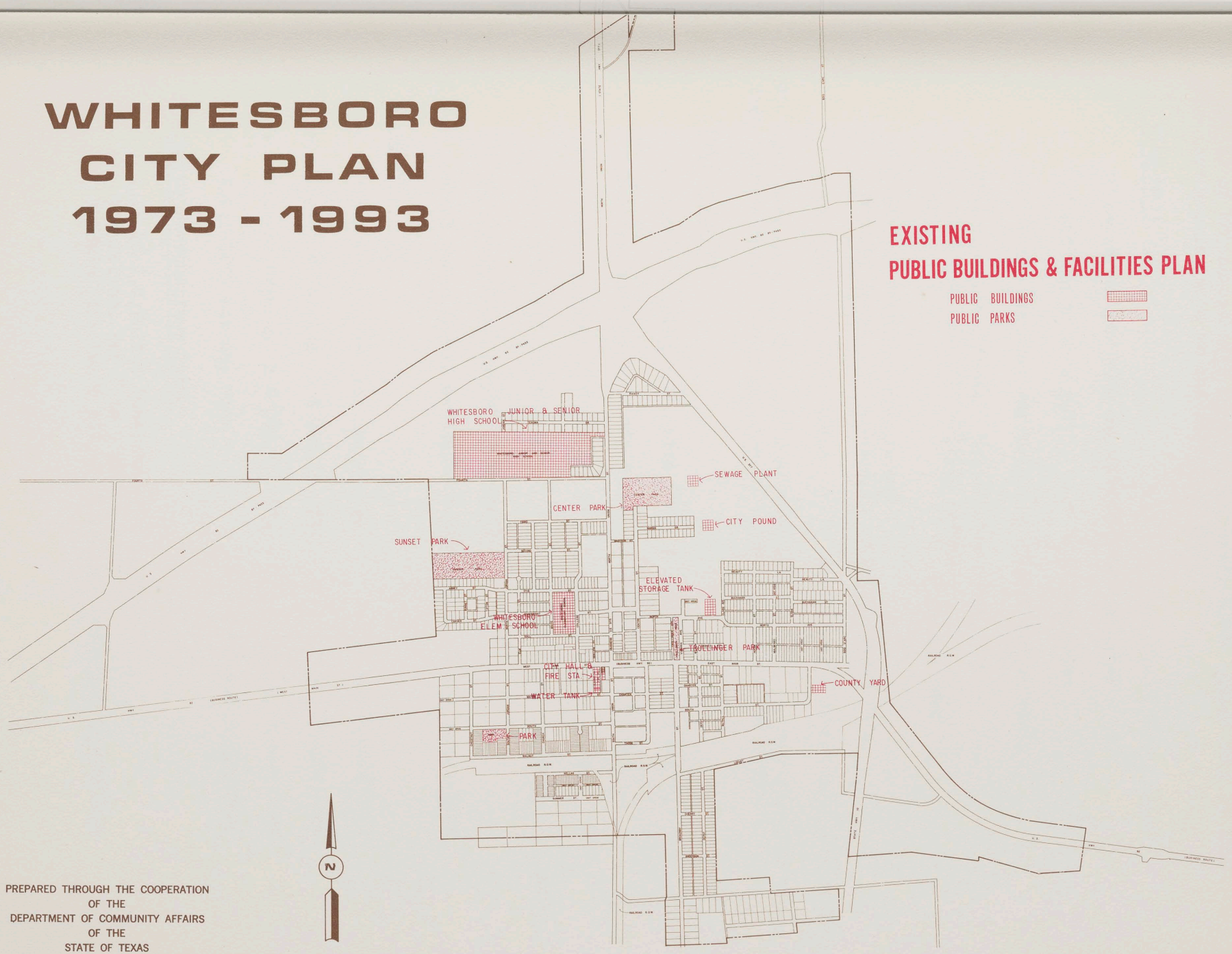
The present city administrative spaces occupy approximately 1500 square feet which contain the City Council Chamber, Open (PIT) customer Service Area, office space for the Building Inspector and City Superintendent, office storage space and Police and Jail Facilities. Typically, only about five people occupy this space throughout the day. These consist of the City Secretary, two clerk-secretaries, police officers and inspector or superintendent.

WHITESBORO CITY PLAN 1973 - 1993

EXISTING PUBLIC BUILDINGS & FACILITIES PLAN

PUBLIC BUILDINGS

PUBLIC PARKS



PREPARED THROUGH THE COOPERATION OF THE DEPARTMENT OF COMMUNITY AFFAIRS OF THE STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

Based on typical small Texas city's requirements for public building space the City of Whitesboro will need approximately 3,000 square feet by 1995. This forecast is based on the following data:

City Hall

- 10 employees per 1000 population = 40 employees
- 1/3 officed in City Hall = 13 employees
- 130 square feet per employee = 1,690 square feet
- Plus functional space - Halls, ante rooms, janitorial closets, utility chases, etc. 10% = 170 square feet
- Plus City Council Chambers and Meeting Rooms, Say 1,000 S.F. = 1,000 square feet

Total 1995 City Hall Space 2,860 Square feet (Say 3,000 Sq.Ft.)

(This estimate of a 3,000 square foot City Hall in 1995 is very close to the 1964 Comprehensive Plan projection of 2,600 square feet for 1985.)

City Hall Site

- Minimum Building Site Space (Say) = 6,000 Square Feet
- Employee Parking 13 @ 300 Sq.Ft. = 3,900 Square Feet
- Visitor Parking 10 @ 300 Sq. Ft. = 3,000 Square Feet

Total 1995 City Hall Site 12,900 Square Feet (Say 13,000)

Library Space (1995 Projected Demand)

- Floor Space (Based on 0.55 S.F./Person) = 2,465 Square Feet

Library Site

- Minimum Building Site Space (Say) 5,000 Square Feet
- Employee Parking 3 @ 300 Sq. Ft. 900 Square Feet
- Visitor Parking 5 @ 300 Sq. Ft. 1,500 Square Feet

Total 1995 Library Site 6,400 Square Feet

Police Headquarters Space

- 1.75 to 2.0 Police Personnel per 1,000 population, say 7 to 9 people plus 2 Administrative @ 100 Sq.Ft./Person (Say) 900 Square Feet

- Other Facilities: 2 cells, Record Room, General Storage, Meeting Room and Office (Say) — 1,500 Square Feet

Total 1995 Police Space — 2,400 Square Feet

Police Headquarters Site

- Minimum Building Site Space (Say) — 4,800 Square Feet
- Employee Parking 3 @ 300 + 1 Visitor @ 300 — 1,200 Square Feet

Total 1995 Police Headquarters Site — 6,000 Square Feet

Community Center Space

- Multi-Purpose Space
- Meeting Rooms (3)
- General Storage
- 2 Offices

Total 1995 Community Center Space — 4,500 Square Feet

Community Center Site

- Minimum Building Site — 9,000 Square Feet
- Parking - 3 Employees plus 10 Visitors @ 300 Sq.Ft. — 3,900 Square Feet

Total 1995 Community Center Site — 12,900 Square Feet

Fire Station

- The location of the existing fire station is adequate to meet the needs of the city in 1995. Its present condition is poor and should be replaced with a suitable facility. It is estimated that a new fire station would need less than 2,000 square feet on a site containing approximately 6,000 square feet.

Summary of 1995 Public Building Needs and Demands

	Building (S.F.)	Site (S.F.)	Parking
City Hall	3,000 Sq.Ft.	13,000 Sq.Ft.	23
Library	2,465 Sq.Ft.	6,400 Sq.Ft.	8
Police Headquarters	2,400 Sq.Ft.	6,000 Sq.Ft.	3
Community Center	4,500 Sq.Ft.	12,900 Sq.Ft.	13
Total	12,365 Sq.Ft.	38,200 Sq.Ft.	47

Based on this analysis of the city's existing public building condition and future public building need it is strongly recommended that the community make a concentrated effort to develop a CENTER for the above mentioned public facilities. The concept for such a center is outlined herein:

Urbanization and continued growth have demanded expansion of local government service which in turn has created the need for greater and more functional public building spaces. When the community grows and its services expand, it is necessary that public buildings be constructed to accommodate administration of these services. Constructing public buildings is not a "necessary evil"....it is a vital factor in upgrading and expanding the city. The next five- to ten-year period will demand efficient, smooth-running city government and administration. It will require maximum utilization of the tax dollar and a great many more services as well as create many more problems. Thus, close cooperation and coordination of all city services and departments will be a necessity - calling for an expanded administrative center to house essential city officials and functional departments; an expanded law enforcement center to keep pace with community needs; an expanded library to provide additional services, programs, collection and staff; a modern fire station to keep fire protection to desirable standards; and expanded storage for service and maintenance equipment.

Expansion of these public buildings and facilities over the next five- to ten-year period requires detail planning in such areas as concepts, schedules and priorities. Since detail planning is beyond the scope of this report, the consultant can only suggest basic approaches determined to be practical and applicable to the solution of these inevitable growth problems. This basic approach follows:

Solving the public building needs for a community such as Whitesboro requires imagination and close coordination of public funds mixed with a little dreaming to promote a public image satisfactory to the existing and future city. With this criteria in mind the consultant recommends consideration be given to the construction of a Government and Community Center which would combine, on one large site, the many functions of city government. All buildings with the exception of maintenance garage can be located in a municipal complex. Grouped together they would have many administrative advantages but could be so arranged that the separate uses would not interfere with each other. Moreover, the complex would, over the years, develop into a real Civic Center .... a point of pride for all Whitesboro citizens.

The design of the center should have one major emphasis - flexibility. The experience of most other communities indicates that additional growth will necessitate changes, alterations and additions to the public buildings.

WATER SYSTEM - (See exhibit entitled "Water Plan - Existing") In July of 1967 an Engineering Report on the city's water system was prepared by Carter & Burgess, Inc., Engineers and Planners, for the express purpose of:

- Extend water facilities to areas included in the corporate limits.
- Study and survey the existing water supply and storage facilities with regard to the city's future growth and resulting increased water demand.
- Cost estimates of the proposed additions and extensions and recommended method of financing the project.

Many of the water service problems identified in that report were corrected during the construction of the city's Urban Renewal Project (Tex R-114) or will be corrected in 1973 during the construction of the Urban Renewal project extension. Others were corrected through the initiation of the city; however, several extensions have yet to be completed to fulfill the recommendations of that 1967 report.

Water Production Facilities - Residents of the City of Whitesboro are supplied with water from two (2) wells developed in the Travis Peak sand of the Trinity formation. The bottom of the sand producing formation is approximately 1500 feet below ground surface at Whitesboro.

One of the wells is being pumped at a rate of 180 gallons per minute and the other at a rate of 340 gallons per minute. Combined, these wells can produce in excess of 700,000 gallons per 24 hours.

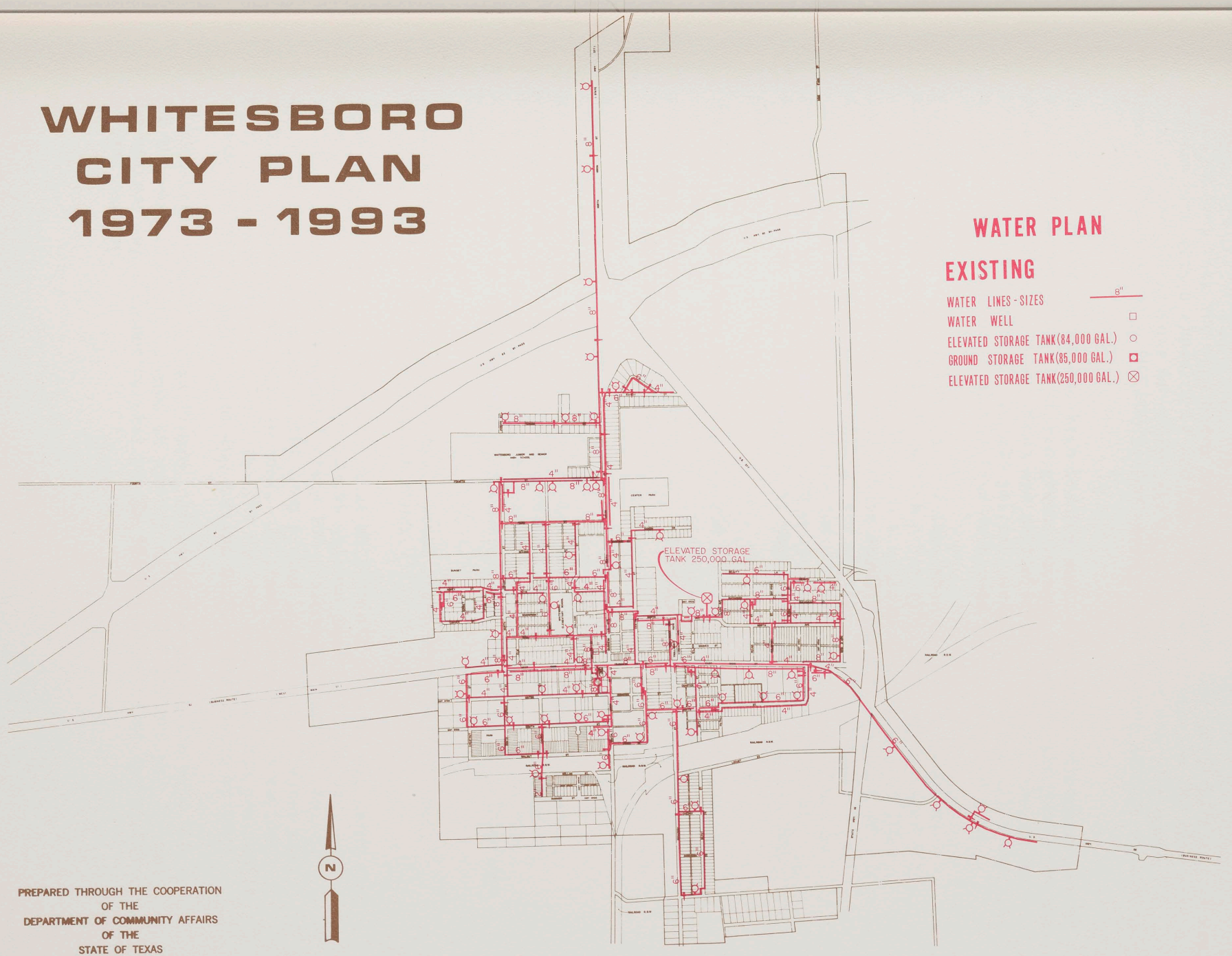
The city has recently attempted to bring another water well into production by perforating an abandoned oil well. At present this well is being tested and no results can be confirmed. If the well is successful, say greater than 200 gallons per minute, it could be used as an additional reliable source for water. It is recommended that with successful well a ground storage tank be constructed. Such a tank should have the capacity to store the pumping capacity of between 12 and 16 hours. If the well produces only a small amount of water, say less than 100 gpm, consideration should be given to abandonment. The key, of course, is the economics of water production.

Ground Storage Facilities - The two water wells mentioned above pump into a concrete ground storage tank with a capacity of 84,000 gallons.

The ground storage demand for the city as based on 130 gallons per capita per day is 390,000 gallons. Based on the projected future population in Part II of this report the water storage demand will be:

Year	Total Storage Required (Gallons)	Additional Storage Required (Gallons)
1975	414,310	330,310
1980	447,590	363,590
1985	490,360	406,360
1990	533,130	449,130
1995	582,660	498,660

WHITESBORO CITY PLAN 1973 - 1993



WATER PLAN

EXISTING

WATER LINES - SIZES 8"
WATER WELL
ELEVATED STORAGE TANK (84,000 GAL.)
GROUND STORAGE TANK (85,000 GAL.)
ELEVATED STORAGE TANK (250,000 GAL.)

PREPARED THROUGH THE COOPERATION
OF THE
DEPARTMENT OF COMMUNITY AFFAIRS
OF THE
STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

It is evident that the city needs additional ground storage facilities. A new storage tank with a capacity of 500,000 gallons would provide the city with a total of 584,000 gallons or sufficient capacity to meet the 1995 projected demand. The cost of a 500,000 gallon storage tank in June 1973 is approximately $45,000.

The present water system has high service pumps housed in a fireproof, brick building adjacent to the concrete ground storage reservoir and pump into the distribution system. Three pumps are available for service: two (2) of these pumps have a capacity of 500 gallons per minute and one (1) a capacity of 100 gallons per minute at the head developed by the elevated tank.

Elevated Storage - The Texas Board of Insurance Commission requires elevated storage sufficient to furnish a ten (10) hour supply based on 130 gallons per capita per day with a minimum tower height of 100 feet above the distribution area. This results in a requirement of about 54 gallons of elevated storage per capita. With the present estimated population of 3,000 people the present requirement would be approximately 162,000 gallons. Based on a projected population of 4,500 persons in 1995, the requirement would be approximately 243,000 gallons.

The City of Whitesboro erected a new 250,000 gallon elevated storage tank in 1965, with a resulting static pressure of 65 pounds per square inch in most areas of the city. Elevated storage should be adequate through the planned period.

Water Distribution System - The original water system in Whitesboro contained a large amount of four inch pipe. In recent years, as mentioned earlier, most of this pipe has been replaced with six and eight inch mains, together with the installation of new fire hydrants. This improvement program brings the water distribution system substantially within the requirements as recommended by the State Fire Insurance Commission.

Several dead-ends exist on the small local water distribution lines, resulting in isolated low pressure areas.

Water Consumption - It is evident that Whiteboro's citizens are using more water. In 1966 the consumption was 95 gallons per capita per day. In 1973 the consumption is approximately 100 gallons per capita. Water consumption records indicate that when cities become larger, water consumption increases from year to year. It seems reasonable to estimate a per capita consumption of 100 gallons per day, and a maximum per capita consumption of 210 gallons per day for the City of Whitesboro by 1990.

If consumption reaches this figure, the estimated population of 4,500 for the year 1995 will demand an average of 450,000 gallons per day and the maximum day consumption will run in the neighborhood of one million gallons per day.

SANITARY SEWER SYSTEM - (See Exhibit entitled "Sanitary Sewer Plan - Existing") In July 1967 an engineering report on the city's sanitary sewer system was prepared by Carter & Burgess, Inc., Engineers and Planners was prepared for the express purposes of:

- Study and prepare preliminary plans for the extensions necessary to provide sanitary sewer service to areas included in the corporate limits of the City.

- Study and survey the existing sewage treatment facilities with regard to the city's future growth and resulting increased sewage flows.

- Prepare cost estimates of the proposed additions and extensions of the facilities, and recommend method of financing the project.

In January 1972 Carter & Burgess prepared another engineering report for the city entitled Proposed Sewage Treatment Plant and Outfall Main. At this date, June 1973, the city has an application pending in the office of the Environment Protection Agency (EPA) for a 75% grant to construct a new treatment plant and outfall main. The total project is estimated to be $268,200. It is designed to serve a population of 4,500 persons and an average flow of 100 gallons per capita per day (total 450,000 gallons). The site has been purchased and approval is anticipated by late 1973.

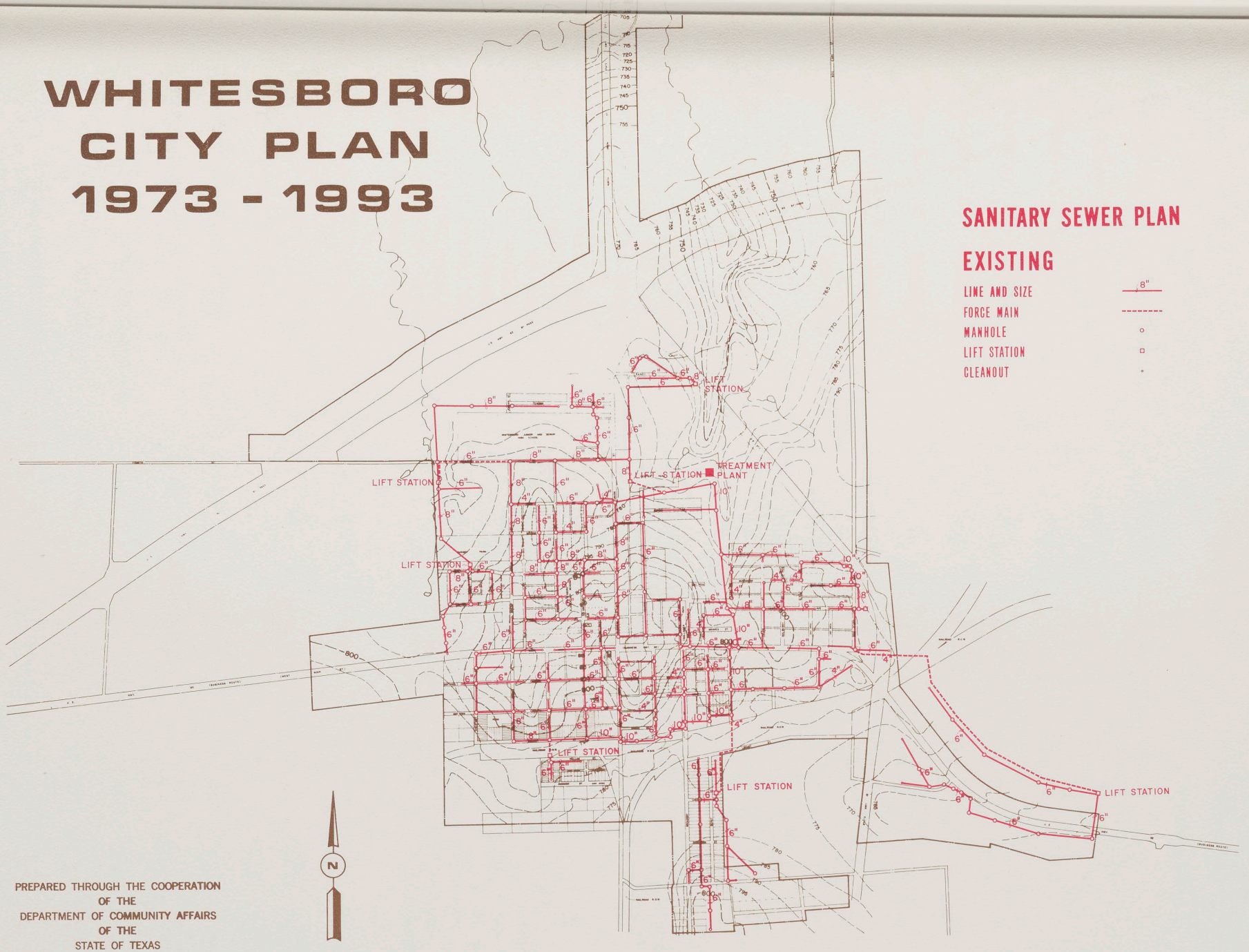
The outfall main will begin at the existing treatment plant (to be abandoned) and flow northward for approximately 8,000 feet to the new plant. This main will remove two existing lift stations located in the northeast part of the city. Recently the city has made improvements and extensions along the western edge of the city. These improvements made sanitary sewer available to every structure in the community.

Collection Facilities - The City of Whitesboro is located on top of a hill. Difficulty has been encountered in construction of a collecting system that would effectively service all drainage areas. This has been accomplished by the assistance of eight (8) pumping stations. (Two of which are scheduled for removal). The need for a lift station is a definite factor influencing the shape and size of community as well as the direction of growth; therefore, it is strongly recommended that future development be encouraged to the north, northwest and northeast of the community. This ncouragement could be in the form of sewer main extensions prior to development.

SOLID WASTE - The City of Whitesboro collects and disposes of its solid waste. A single disposal truck collects waste from all residences and businesses twice weekly and disposal is made at a sanitary landfill operation located approximately three (3) miles north and west of the city.

Weight records for the period of November 15 thru November 21, 1972 show the following waste was collected and disposed of.

WHITESBORO CITY PLAN 1973 - 1993



PREPARED THROUGH THE COOPERATION
OF THE
DEPARTMENT OF COMMUNITY AFFAIRS
OF THE
STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

Date		Weight Pounds	Tons	Per Capita Avg. (Lbs.)
November 15* - Wednesday		6,450	3.22	Incomplete
November 16* - Thursday		5,650	2.82	
	6,650			2.27
November 16 - Thursday		1,000	0.50	
November 17* - Friday		6,300	3.15	
	9,350			3.19
November 17 - Friday		3,050	1.52	
November 20* - Monday		8,200	4.10	
	10,300			3.51
November 20 - Monday		2,100	1.05	
November 21* - Tuesday		7,000	3.50	
	9,275			3.16
November 21 - Tuesday		2,275	1.13	
Average		8,894		3.03

*Denotes Morning Pickup

Based on the data above it appears that the City of Whitesboro produces approximately 3.03 lbs. of solid waste per capita per day or approximately 8,900 lbs. per day for the total community.

Solid waste has received national attention as the enormous masses of solid waste disposal became obviously apparent. The more affluent we become the more wasteful we also become. Changes in packaging and more and more disposable products are manufactured for use. There are also more materials used today which are not degenerating in nature, such as glass and plastics. Plastics in the United States are consumed at the rate of 91 pounds per person per year (a 1,000% increase over 1950). The following chart indicates the projected volume of solid wastes in Texas which also provides an insight to the comparable future of Whitesboro.

VOLUMES OF SOLID WASTES - TEXAS*

	1940	1950	1960	1970	1980	1990
Population (Millions)	6.2	7.7	9.6	11.2	12.6	14.0
Wastes Lbs/Capita/Day	1.7	2.1	3.4	5.3	7.0	8.8
Percent Increase	-	23.0	62.0	56.0	32.0	26.0
Tons of Solid Wastes/Cap./Yr.	.310	.383	.621	.967	1.28	1.61
Texas Tons/Yr. (Millions)	1.92	2.95	5.95	10.8	16.1	22.3

*Texas State Department of Health

It is evident that the City of Whitesboro does not produce the equivalent waste as does the average Texan. The reasons for this are not apparent, one can only surmise that the statistics for the state include other types of waste, maybe industrial. The above table does provide an insight into the growing per capita waste, from 1940 to 1970 an increase of 211%. The projection for 1990 shows a 66% increase from 1970.

Using the projection of future population in Part II of this report and assuming that the city's waste production remain about 56% of the state's average, the following forecast is made for the future solid waste for the city.

	Forecasted Solid Waste (Lb.)		
	Per Day	Per Year	Tons Per Year
1975	10,880	3,971,200	1,985
1980	13,455	4,911,075	2,455
1985	16,720	6,102,800	3,051
1990	20,090	7,332,850	3,666
1995	24,750	9,033,750	4,516

Most solid wastes are not only the papers and garbage that we see leaving the house but a number of materials.

COMPOSITION OF SOLID WASTES*

Item	% By Weight
Papers - Newspapers, Magazines, Food Cartons, Etc.	58.79
Vegetable and Food Wastes	9.24
Wood, Tree Leaves, Lawn Grass, Etc.	10.08
Metal	7.52
Glass, Ceramics, Ash	8.49
Misc. (Plastics, Rubber, Dirt, Etc.)	5.88
	100.00

*American Society of Civil Engineers

Whitesboro is presently disposing of its solid wastes in a land fill site approximately three miles north and west of the city in a trenching fill type of operation. This site is almost full and the city has stated an immediate need to obtain an adequate site within twelve months, say mid 1974.

Based on the above project and using an estimated capacity of 3,657 tons of solid waste per acre of land fill results in the following size of land fill site:

	Tons	Estimated Land Fill Site Size (Acres)
1973 to 1975	3,970	1.08
1975 to 1980	12,275	3.35
1980 to 1985	15,255	4.17
1985 to 1990	18,330	5.01
1990 to 1995	22,580	6.17
		19.78

It is recommended that the city purchase or lease at least a 25-acre site for its land fill operation. Based on previous analysis of the factors influencing growth and the direction of growth but contrary to stated community desires, it is recommended that the land fill site be located to the south, southwest or southeast of the city on land which cannot be adequately served by sanitary sewer.

Environmental Protection - As part of the solid waste collection and disposal operation it is highly recommended that the city establish a Reclamation Program. Such a program could consist of two parts - a reclamation center designed to receive paper, metal and glass from the citizens and a program either requiring or on a volunteer basis the separation of papers, metal and glass to be picked up by the city on designated days.

ELECTRICAL SYSTEM - (See exhibit entitled "Electrical Plan - Existing") Carter & Burgess, Inc., prepared a study entitled "Electrical Distribution System Improvements Engineering Report" in November of 1967 which recommended that the distribution voltage be changed from 2400 volt "Delta" to 2400/4160 volt "Wye."

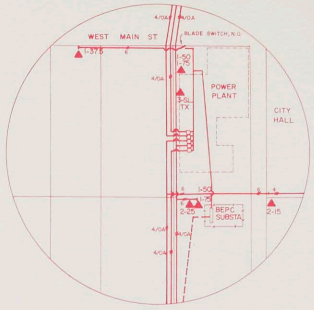
The recommendations of the earlier report have apparently been implemented with respect to the distribution voltage and the existing system is served at 2400/4160 volt "Wye" with the exception of a portion of a circuit in the southeast quadrant of the city on Locust Street and along U.S. Highway 82 which is fed at 7200/12,470 volt three phase four wire from a step-up substation located on Locust Street east of Depot Street.

The system except for the Brazos Electric Power Cooperative Substation is owned by the City of Whitesboro but is maintained and operated under contract by Brazos Electric Power Cooperative.

Sources of Power - The city has the capability to generate electric power at its own plant and has a contract to purchase power from Brazos Electric Power Cooperative.

WHITESBORO CITY PLAN 1973 - 1993

ELECTRICAL SYSTEM



DETAIL A

0 50 100 150 200

GRAPHIC SCALE IN FEET

EXISTING LEGEND

- 69 KV TRANSMISSION LINE
- 12.47 KV O/H PRIMARY LINE
- 4/6 KV O/H PRIMARY LINE
- 3-25 TRANSFORMER, NUMBER & KVA RATING
- 3-100 KVAR CAPACITOR, SIZE & KVAR RATING
- PRIMARY SWITCH, NORMALLY OPEN
- PRIMARY SWITCH, NORMALLY CLOSED
- NUMBER & SIZE OF CONDUCTORS (COPPER)
- 2/0A NUMBER & SIZE OF CONDUCTORS (ALUMINUM)

NOTE

ALL CONDUCTORS SHOWN ARE PRIMARY PHASE CONDUCTORS. NEUTRALS ARE NOT SHOWN.

SEE DETAIL A

SUBSTATION 2.4/4/6 TO 72/12.47 3-200 KVA

N

0 400 800 1200 1600 2000 2400

GRAPHIC SCALE IN FEET

PREPARED THROUGH THE COOPERATION OF THE DEPARTMENT OF COMMUNITY AFFAIRS OF THE STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

The city-owned generation plant has four engine-generators, two of which are suitable for use at this time and a third unit which is undergoing repair. The fourth unit is not operational. The following table lists the two units currently suitable for use first, and the third listing is the unit under repair.

Unit No.	Engine Manufacturer	Generator Manufacturer	KVA
1	Cooper Bessemer	Electric Machinery	1125
2	Superior	Ideal Electric	1250
3	Superior	Westinghouse	625

The first two units are exercised and placed on the line weekly by Brazos Electric Power Cooperative. Normal power is purchased from Brazos Electric Power Cooperative with the city's power plant serving as emergency backup.

Number of Circuits - The city is served by five circuits which can be fed either from the municipally owned generating plant or from a 5,000 KVA Brazos Electric Power Cooperative substation located west of City Hall.

One circuit feeds two water pump stations, leaving four circuits to serve the residential and commercial loads as well as street lighting circuits.

Pole Condition - The general condition of the pole assemblies could best be described as fair with some unnecessary clutter such as street light conductors which are no longer active remaining on the crossarms.

Lines - The size and type of conductor varies frequently on the same circuit and portions of the system are insulated at 5 KV while others are insulated for 15 KV, maximum.

Street Lighting - Street lighting consists of a mixture series incandescent, series mercury, and multiple mercury vapor fixtures. The street lighting in the downtown area is series wired mercury vapor.

MISCELLANEOUS COMMUNITY FACILITIES (CITY APPEARANCE) - Central public buildings such as City Hall, Fire Stations, and Civic Centers are usually designed with careful consideration for their appearance. Their contribution to the attractiveness of the city could not be overemphasized here. Other public structures, however, also have significant visual impact on the community but all too frequently are not designed with the same skill. With proper design by competent personnel, they can be more attractive as well as functional.

STREET FIXTURES - Every city has streets that are properly built for carrying traffic but whose appearance is completely ruined because they are cluttered and disorganized by the great number of "fixtures" placed in the right-of-way. These fixtures include mail boxes, fire hydrants, police and fire alarm boxes, trash receptacles, lighting standards, telephone lines, power lines, parking meters, street name signs, traffic control signals, and other regulatory signs.

The appearance of a street will be improved as these fixtures are reduced in number. All power and telephone lines can be placed underground. This step is expensive, but it is a sure means of improving appearance, and many cities have accomplished it. In some cases fixtures can be combined; for example, police and fire alarm boxes could be placed on one standard. In other cases new designs will be needed.

STREET NAME SIGNS - Modern cities keep their streets well marked with legible street name signs of one design. They should be placed on standards of sufficient height to be visible over parked vehicles. They should be simple but attractive. In Washington, D. C., street name signs have been placed on corner lamp posts with good effect. Some communities provide rustic name signs or colorful frames of a distinctive type, which add to the character of the community.

TRAFFIC CONTROL SIGNALS AND SIGNS - Traffic control signals and regulatory signs are needed in great numbers for the handling of modern traffic. They must be located where they can be seen readily by the motorist. Also, they must be designed in accordance with standard practice when they involve state highway routes or when they must conform to state law. In other instances the signs can be individual for the city and can be designed with interesting colors and shapes.

OVERHANGING STREET SIGNS - Most persons sensitive to the appearance of a city deplore the chaotic maze of advertising signs that hang over the public right-of-way from buildings on either side. Each merchant contributes to the jumble by his efforts to make his sign surpass other signs in size or brilliance. The end result is that each sign negates the other until very few of them are actually performing their original function. Most efforts to control the location or size of signs have been made in the interests of safety for those who may be walking or riding underneath. This type of regulation is usually accomplished by provisions within the building code, which can regulate the size, weight, height, and projections of signs from buildings and can describe the materials to be used and the structural requirements for fastening signs to buildings.

Such regulations have been supported when businessmen have realized that an attractive street is a business asset and that overhanging signs seriously mar the appearance of the street. In those instances popular support of the restrictions enables them to be kept in force.

STREET TREES - Properly selected and well maintained street trees greatly improve the appearance of streets. During the summer, street trees have the further advantages of protecting pedestrians against excessive exposure to sun and rain and of reducing sun glare and reflected heat. Despite these obvious advantages, most cities have many streets devoid of trees. This usually is because of the removal of trees in the process of street widening and the failure to replace them. It may also be due, however, to other conditions more difficult to remedy, such as air pollution. If trees are to grow they must have air reasonably free of smoke and noxious gases, some water and sunlight, and protection against mutilation.

Improving the appearance of the city by street tree planting requires continuous effort over many years. It will be furthered by the adoption and consistent carrying out of a long-term program, based on a survey of existing conditions, of street tree planting, maintenance and replacement.

Trees that are suitable for city street planting will possess the following characteristics: (1) ability to endure gas, smoke, dryness, and a minimum of air in the soil; (2) roots that will not penetrate sewer systems; (3) attractive shape, with branches carried naturally well up into the air out of the way of traffic; (4) freedom from litter and offensive odors; (5) wood that is not brittle, and, therefore, not easily broken by wind and sleet storms; (6) resistance to disease; (7) long normal life; and (8) adaptability to the particular soil, climate, and moisture conditions of the city.

A street may be planted with several kinds of trees or uniformly with one kind of tree, perhaps using different varieties of trees on different streets to avoid monotony. Cities following the second practice normally have a map of the city showing the kind of tree that may be planted on each street. The use of only one kind of tree on both sides of a street has the advantage of producing a uniformity that is likely to be pleasing and likely to result in simplified care, since the requirements of all the trees are identical. It is difficult, however, to maintain a uniform and complete planting; if a tree dies and has to be replaced by a smaller one a noticeable gap is produced. Similarly, attacks by insects or diseases are likely to be more serious if only one species is planted on a street.

Cities that have been most successful with their street tree programs have given the responsibility for trees in streets and public areas to a city forester, the park department, or other public agency. Under the city ordinance the agency is given complete control of the planting, removal, trimming, spraying, cultivation, and fertilization of these trees. All of this work is not necessarily done by the municipality; but a permit for any of this work is required, and the work must be performed under the supervision of the agency and by licensed foresters. A muncipal nursery is sometimes maintained for growing of street trees.

The cost of caring for street trees may be assessed against owners of abutting properties, but it has generally been found that the costs involved are so small that the expense of assessing is disproportionately high.

STREET LIGHTING - There is no question about the need and desirable qualities of street lighting. The practical value, of course, is the necessity of adequate night vision for vehicular and pedestrian traffic. Other advantages are a sense of safety within the neighborhood, aesthetic value and continuity of intersection control.

PART V ENVIRONMENTAL CONSIDERATIONS

PART V - ENVIRONMENTAL CONSIDERATIONS

The legitimate resource needs of our society require an adequate inventory, description and delineation of these resources. Also, the conscientious environmental assessment of the Comprehensive Plan of Whitesboro and the responsible land planning of that community requires this basic information in order to alleviate any unintentional development costs, maintenance costs or environmental degradation costs. These resources are investigated herein:

Climate: The climate of Whitesboro and Grayson County is considered to be termperate and subhumid, characterized by mild springs and autumns, warm summers and cool winters. Prevailing winds are southerly from late spring to early fall becoming northerly from late fall to early spring.

Temperatures are variable and occasionally subject to sudden and rather extreme changes. April is the month of extremes. Temperatures range from an average 43° in January to 84° in July. The average annual temperature for the Whitesboro area is 64.6°. The growing season averages 239 days with the first frost in the fall occurring early in November and the last frost in the spring around the middle of April.

The average monthly rainfall for the Whitesboro area is 3.05 inches or an annual average of about 36.6 inches. Rainfall from year to year is variable and departures from the average are frequent. However, most of the rainfalls during the spring months from May through June with the highest amount falling in May and the least in July.

Geology: Surface rocks in Grayson County consist of sands, clays, marls and limestones of the Cretaceous Age overlying an eroded surface of Paleozoic rocks. The Cretaceous System is subdivided into the Comanche and Gulf Series. The lower or basal Comanche Series is exposed only in the northern portion of the County along the Red River. The remainder of the County is covered by various formations of the Upper Gulf Series.

The character of the exposed and underlying rocks of a dissected area such as Grayson County, determines to a great extent the topography of the area. North Texas is divided into a number of distinct topographic and physiographic units which coincide with the geologic units. The following are represented in Grayson County: (1) the Western Cross Timbers, covered by the outcrop of Trinity sand; (2) the Grand Prairie, overlying the upper portion of the Washita Group; (3) the Eastern Cross Timbers or the area covered by the outcrop of the Woodbine sand; (4) the Black Prairie, the area covered by the outcrop of the Eagle Ford shale and Austin chalk formations of the Gulf Series or Upper Cretaceous.

Regional dip of the Cretaceous rocks is to the south and east at a rate ranging from thirty to eighty feet per mile. The general monoclinal dip is interrupted by two rather prominent folds; namely the Preston anticline and the Sherman syncline. The Preston anticline is a broad arch trending

northwest-southeast, plunging to the southeast causing folding of the Cretaceous beds. To the south of the Preston anticline and generally parallel to it is the Sherman syncline, a broad shallow trough passing through the City of Sherman.

The foundation-bearing quality of the Woodbine formation is approximately 15,000 psf and is overlain by thick, active sandy-clay soils. The movement of the basal clays of the Woodbine as well as certain overlying paleo-soils are responsible for paving and pipeline failure in Grayson County and must be considered a constraint in their development.

Physiography: Whitesboro lies on the north-south border line between the East Cross Timbers Land Resource Area and the Blackland Prairies Land Resource Area. The topographic relief of the city is almost nonexisting. The elevation varies a maximum of 50 feet over the whole city (750-800 feet). A drainage divide exist along Main Street and drainage runs north to the Red River and south to the Trinity River in the respective halves of the city. The northwest portion of the city was once heavily forested and pockets of this forest may still be seen.

Hydrology: Hydrology is concerned with the total distribution of water. It is concerned with the quantity and, here, the quality of that water.

Whitesboro, Texas, derives its available water from the local precipitation (average 36 inches per year), and local aquifers. The surface area is divided between two drainage basins: Red River and Trinity River.

Surface runoff is slow due to the lack of topographic relief. The slow runoff and variable infiltration rate can cause local flooding problems. Increase urbanization will require specific designs to be created to handle the runoff of precipitation and eliminate flooding and swamping.

Whitesboro derives its main water supply from the Travis Peak formation aquifer. There are presently two wells, 1,500 feet deep, with a maximum pumping capacity of 700,000 gallons of water a day. The quality of the well water is excellent and has not changed much in the last decade.

Generally the Trinity Group exhibits a transmissibility coefficient of 4,000 to 7,000 gpd/ft. in Denton County (this is the same aquifer in Grayson County) and a coefficient of storage of 0.000065. Water from the Trinity Group is a sodium bicarbonate type of good quality. Dissolved solids generally range from 400 to 600 ppm. Chemical analyses show that the chloride and sulfate contents are low. Generally, iron content is low (less than 0.3 ppm) but may present some problem. The fluoride contents are not evident. It has a total hardness of 300 to 400 ppm and is considered hard.

The following provides specific data on the wells in Whitesboro and shows some variations from the general characteristics of the Trinity group (Texas State Department of Health).

TABLE V-1
WATER QUALITY

Water Quality Factor	1962	1972
Ca^{+}	2 ppm	3 ppm
Mg^{+2}	1 ppm	2 ppm
Fe^{+2}	0.03 ppm	less than 0.02 ppm
Mu^{+2}	less 0.05 ppm	less than 0.05 ppm
Na^{+}	232 ppm	222 ppm
$Ca\ O_3^{+2}$	12 ppm	0 ppm
$H\ CO_3^{+}$	398 ppm	414 ppm
SO_4^{+2}	47 ppm	46 ppm
Cl^{+}	96 ppm	81 ppm
Fl^{+2}	0.2 ppm	0.5 ppm
NO_3^{+}	less than 0.4 ppm	less than 0.4 ppm
Conductance (mhos)	1050	1015
Dissolved Solids	NA	770 ppm
Total Alkalinity	347	339
pH	8.7	8.3
Total Hardness	20	15

Soils (Pedology): At the present time there is no comprehensive soil study of Whitesboro. Half of the city has been surveyed by the Soil Conservation Service and a comprehensive survey will be available in the near future.

Soils in the northwest quadrant of the city are predominantly highland sandy-loam soils comprised of a soil catena of the following soil species: Crockett, Galey, Konawa, Silstid and Truce series. The southeastern part of the city is predominantly covered by a catena of the following soil species: Crockett, Ellis and Heiden. The Crockett overlaps at the boundary and down dips from the highland soils.

Table V-2: Soil Interpretations, indicates the amenities and constraints for land development:

The development limitation of the soils are indicated in Table V-2 and interpreted as follows:

- In-ground steel pipes will need to be protected in the Crockett and Ellis soils due to corrosivity; Heiden soil due to corrosivity and resistivity; and Truce soil due to clay texture (reaction)

- Low residential foundations meet with sever limitations due to movement of the soil (high shirink-swell potential) in Crockett, Heiden, Truce and Ellis soils

- Local streets and roads will need to be stabilized in the Crockett, Heiden, Truce and Ellis soils due to the shrink-swell potential and traffic support capacity

- Light industry and commercial sites will meet development constraint in Crockett, Heiden, Truce and Ellis soils due to a high shrink-swell potential and slope

- Parks are best located in the Galey and Konawa soils since the others either have too great of a slope or are to clayey for good intensive recreational uses

- Galey, Konawa and Silstid are good soils for roadfill because of the sandy texture while the other soils have too much clay and have a low traffic support capacity

Vegetation: Whitesboro lies on the edge of two major vegetational areas with all of Grayson County in the CROSS TIMBERS AND PRAIRIES AND COOKE COUNTY in the BLACKLAND PRAIRIES, a description of each follows:

- Blackland Prairies. This area, while called a "prairie," has much timber along the streams, including a variety of oaks, pecan, elm, bois d'arc and mesquite. In its native state it was largely a grassy plain - the first native grassland in the westward extension of the Southern Forest Region.

  Most of this fertile area has been cultivated, and only small acreages of a meadowland remain in original vegetation. In heavily grazed pastures, the tall bunchgrass has been replaced by buffalograss, Texas grama and other less productive grasses. Mesquite, lotebush and other woody plants have invaded the grasslands.

  The original grass vegetation includes big and little bluestem, Indiangrass, switchgrass, sideoats grama, hairy grama, tall dropseed, Texas wintergrass and buffalograss. Nongrass vegetation is largely legumes and composites.

- Cross Timbers and Prairies. This area consist of alternating woodlands, often called the East Cross Timbers, and prairies constitute this region. Sharp changes in the vegetational cover are associated with different soils and topography, but the grass composition is rather uniform.

TABLE V-2
SOIL INTERPRETATION

Development Activity	Soil Species						
	Crockett	Galey	Konawa	Heiden	Silstid	Truce	Ellis
1. Pond Reservoir Location	N	S:P	S:P	N	M:P	N	N
2. Pond Embankment	M:St,Co	M:G,E	M:G,E	M:St	M:Z,E	M-S:G,J	M:S,Co
3. Excavated Pond	N	S:P	S:P	S:D	S	S:D	S:D
4. Corrosivity - Steel	H:C	L	L	H:C,Z	M	H:C	H:C
5. Corrosivity - Concrete	L	M:R	M:R	L	M:R	L	L
6. Foundations	S:SS	N-M:G	N-M:G	S:SS	N	M-S:G,SS	S:SS
7. Septic Tanks	S:P	N-M:G	N-M:G	S:P,G	N	S:P	S:P
8. Sewage Lagoon	N-S:G	S:P	S:P	N-S:G	M:P,G	M-S:G	N-S:G
9. Local Streets	S:SS,T	N-M:G	N-M:G	S:SS,T	N	S:T	S:SS,T
10. Light Industry	S:SS,Cr	N-M:G	N-M:G	S:SS,Cr	N-M:G	M-S:G,SS,J	S:SS,Cr,G
11. Camp Area	S:P	M-N:J	M-N:J	S:C,P	S:J	M-S:P,J	S:G,P
12. Picnic Area	N-M:G	M-N:J	M-N:J	S:C	S:J	M-S:J	S:C
13. Playground	S:P	M-N:J	M-N:G	S:C,P,G	S:J	M-S:J	S:C,G,P
14. Paths and Trails	N	M-N:J	M-N:G	S:C	S:J	N-M:J	S:C
15. Topsoil	X:C	X:J	X:J	X:C	X:J	F:J	X:C
16. Roadfill	X:SS,T	O	O	X:SS	O(Sandy)	P:T	X:SS,T

LEGEND: (For Table V-2)

I. Degree of Limitation or Degree of Reaction

S = Severe Limitation
M = Moderate Limitation
N = None to Slight Limitation
L = Low Reaction
M = Moderate Reaction
H = High Reaction

II. Cause of Limitation

C = Clay Texture
Co = Compressibility
Cr = Corrosivity to Uncoated Steel
D = Depth to Water Table or Bedrock
E = Erosion Potential is High
G = Slope
J = Surface Texture is Too Course
P = Permeability
R = Reaction (pH)
SS = Shrink-Swell Potention (Vertical Movement)
St = Stability
T = Traffic Support Capacity is Limited
Z = Resistivity (Galvonic Potential)

III. Suitability or Source

X = Poor, Improbable
F = Fair
O = Good

The prairie-type grasses are big bluestem, little bluestem, Indiangrass, switchgrass, Canada wildrye, sideoats grama, hairy grama, tall grama, tall dropseed, Texas wintergrass, blue grama and buffalograss.

On the Cross Timbers soils, the grasses are composed of big bluestem, little bluestem, hooded wildmill-grass, sand lovegrass, Indiangrass, switchgrass and many species of legumes. The woody vegetation includes shinnery, blackjack, post and live oaks.

The entire area has been invaded heavily by woody brush plants of oaks, mesquite, juniper and other unpalatable plants that furnish little forage.

From a plant hardiness standpoint Whitesboro lies in Zone 7, that is, plants which can withstand low temperature of between 5 to 10 degrees can survive.

Wildlife: The wildlife community of Whitesboro and the surrounding area is composed of three major parts: amphibians and reptiles, birds and mammals.

Amphibians and Reptiles - Very little quantitative data is available on amphibian and reptilian population and their roles within the eco-systems. These consist of different varieties of toads, frogs, bullfrogs, turtles, lizards and water and land snakes.

Birds (Aves) - The ability of birds to enhance the environ with the presence of their song, color and activity has been noted by poets, men of letters, naturalists and the average home owner. A few of the birds listed by the Audubon Society as resident types include hawk, quail, dove, vulture, flycatcher, bluejay, crow, chickadee, wren, thrasher, waxwing, crackle, sparrow and mockingbird.

Mammals - The mammalian fauna is considerably less than was present several decades ago. The encroachment of man on their habitat, the reduction of their food supply and the general polluting quality (noise, fumes, waste and erosion) of man has caused many to move on to the less intensely used areas of the state.

Those species most prevalent are able to live with man and exploit the situation while others like deer, raccoon and armadillo require a more primitive existence.

Those species of interest to the hunter include only fox squirrels and white-tail deer. The former are seen occasionally and provide a limited source for hunting pleasure. Deer are not too rare in the area, but several years of reforestation would allow for their increase.

A general list of those species which should be expected includes:

Opossum, Didelphis marsupialis
Armadillo, Dosypus novemcinctus
Red bat, Losueruis borealis
Raccoon, Procyon lotor
Ringtail, Bassariscus astutus
Spotted skunk, Spilogale putorius
Striped skunk, Mephitis mephitis
Gray fox, Urocyon cinereoargenteus
Coyote, Canis lotrans
Fox squirrel, Sciurus niger
Pocket gopher, Geomys bursarius
Long-tailed harvest mouse,
Reithrodontomys fulvescens
Gray harvest mouse,
Reithrodontomys montanus
Deer Mouse, Peromyscus maniculatus
White-footed mouse, Peromyscus leucopus
Cotton rat, Sigmondon hispidus
Eastern wood rat, Neotoma floridana
Muskrat, Ondatra zibethicus
Nutria, Myocastor coypus
Housemouse, Mus musculus
Jack rabbit, Les californicus
Cottontail, Sylvilagus floridanus
White-tail deer, Odocaileus virginianus

PART VI FINANCIAL ANALYSIS

PART VI - FINANCIAL ANALYSIS

It is standard practice in Texas to provide, as far as possible, all utility improvements through the issuance of revenue bonds. In this way, those who benefit from the service pay the cost. This method has the further advantage of leaving tax revenues available to pay the general operating costs, the cost of drainage improvements, the cost of the major portion of street improvements, and the cost of such improvements of general public benefit as parks and public buildings. The six-year capital improvement program for community facilities as developed in this plan is expected to be financed in accordance with these general principles and accepted standards of municipal financing. Please note that even though, in the consultant's opinion, the City of Whitesboro is in a good position to participate in federal and state loan and grant programs, this study does not take such programs into consideration but only outlines the specific types which are available.

There are legal and practical limitations to the amount of revenue bonds a city can issue and market. The legal limitation is the requirement of the bond indenture on the outstanding bond, which requires that the city may not issue additional revenue bonds unless the latest annual net revenues are at least 1-1/2 times the average annual bond requirements of the then outstanding revenue bonds, plus the average annual bond requirements of the new revenue bonds proposed to be issued. The practical limitation to the amount of revenue bonds that can be issued is the net revenues that can be realized from reasonable utility charges.

Physical expansion and future improvements of the City are contingent on the actions of the citizenry to:

First - Install private improvements such as residential subdivisions and commercial and industrial areas. These improvements are controlled, by some degree, by the City Government - either by developer's policies (street, water, sewer, etc.), zoning, building regulations, etc.

Second - To vote general obligation and revenue bonds for the installation of public improvements such as parks, schools, streets, water, sewer, fire protection, etc.

The first stems directly from the growth rate and economic level of the community while the latter is more concerned with the correction of deficiencies or redevelopment (second growth) of the City as a unit. This analysis serves as an overview of the City's position with regard to implementing the public facilities necessary to maintain the requirements of an urban area and to implement the recommended FUTURE LAND USE PLAN. Further, this analysis does not take into consideration the funds available from various federal sources.

The City of Whitesboro is unique in its method of financing improvements. Until recently the city owned and operated its electrical system. The profits of this system supported the construction and financing of the

community facilities and supplements the General Fund. In July 1970 the city leased the system to the Brazos River Electric Coop on an agreement of 5% of the gross revenues. Based on the data available at this date, it appears that this leasing agreement will continue to "carry" the total municipal operation; however, sufficient history has not yet been created to determine accurate future projections.

The following series of tables provides background data of the Whitesboro financial position and services as a basis for forecasting future expenditures and revenues.

Table VI-1 reflects a consolidation of several separate projections and even though, in the consultant's opinion, they seem to be conservative, they are applicable as a basis for sound financial planning.

TABLE VI-1
POPULATION - PAST, PRESENT AND FUTURE

Year	Total Population	% Increase
1970	2,927	
1971	2,979	1.74
1972	3,031	1.74
1973	3,083	1.71
1974	3,135	1.68
1975	3,187	1.65
1976	3,238	1.60
1977	3,289	1.57
1978	3,340	1.55
1979	3,391	1.52
1980	3,443	1.50

As a basis for projecting water, sewer and electrical operating costs and revenues, Table No. VI-2 and Table No. VI-3 illustrate a historical trend of the systems and show a fairly constant growth. From 1968 to 1972 the average increase in water connections was 3.22%, 0.72% for sewer connections, and 1.24% for electrical connections.

TABLE VI-2
WATER, SEWER AND ELECTRICAL CONNECTIONS

Year	Water	% Increase	Sewer	% Increase	Electric	% Increase
1968	1165	NA	1093	NA	1253	NA
1969	1215	4.2	1103	0.9	1269	1.27
1970	1250	2.8	1114	1.0	1278	0.70
1971	1285	2.8	1117	0.27	1295	1.33
1972	1325	3.1	1125	0.71	1317	1.69
	Average	3.22	Average	0.72	Average	1.24

TABLE VI-3
UTILITIES OPERATING REVENUES

Year	Revenue	% Change
1968	$ 243,967.50	NA
1969	274,127.50	12.36
1970	319,155.20	16.42
1971	242,015.84	-24.16
1972	184,572.70	-23.73

Table VI-3 shows a dramatic reduction in utility revenues in 1971 and 1972. An investigation of this reveals that the reduction is in the electrical system caused by the leasing of the system to the Brazos River Electric Coop in July 1970.

Table VI-3A is a detailed examination of the revenues of the utility system illustrating that the water and sewer system has, in general, increased steadily from 1968 to 1972 but the electric system decreased during the 1970 to 1972 period.

Table VI-4 provides historical details of the expenditures for operating and improving the utility system. An analysis of this table shows that expenditure in the total utility system decreased in 1971 and 1972 primarily because of the reduction in repairs to the electrical plant.

All units of the Whitesboro government except the utilities are operated from a General Fund. This fund is composed of property taxes and several miscellaneous sources such as fines, fees and permits. As a basis for projecting future property taxes (ad valorem) Table VI-5 shows assessed valuation of property increasing an average of 6.99% since 1968.

TABLE VI-5
ASSESSED VALUATION

Year	Assessed Valuation	% Increase	Collected	% Collection
1968	$ 32,798.21	NA	$ 28,124.66	85.7
1969	35,653.11	8.70	30,132.15	84.5
1970	37,000.81	3.78	37,849.86	102.2
1971	39,233.70	6.03	38,336.85	97.9
1972	42,942.00	9.45	36,486.58	84.9
	Average	6.99		91.04

Table VI-6 shows all revenue, with the exception of utilities, collected for the period 1968-1972. This table shows the average ad valorem tax receipts increasing an average of 7.29 over the past five year period and other sources increasing an average of 11.97 to create an overall average increase of 9.50% for the basic general fund. In comparing Table VI-7, General Fund Expenditures, with the revenues on Table VI-6, the need is obvious to supplement the general fund with a transfer from the utility fund.

TABLE VI-3A
UTILITIES REVENUES BY CATEGORY

Water

			% of Total Utility Revenue
1968	$ 61,137.42		22.82
1969	60,510.72	(1.03)	22.05
1970	65,655.94	8.50	20.57
1971	66,969.87	2.00	29.05
1972	83,761.97	25.07	44.40
	Average Change	+ 8.63	27.78

Sewer Services and Connections

1968	$ 19,972.98		7.46
1969	20,433.00	2.30	7.45
1970	20,882.75	2.20	6.54
1971	23,399.50	12.05	10.15
1972	24,499.50	4.70	12.99
	Average Change	+ 5.31	8.92

Water and Sewer Taps and Other Income

1968	$ 11,009.94		4.11
1969	3,034.65	(72.44)	1.10
1970	10,378.25	241.99	3.25
1971	5,184.23	(50.05)	2.24
1972	3,535.06	(31.81)	1.76
	Average Change	+ 21.92	2.49

Electrical

1968	$ 175,776.05		65.61
1969	190,428.15	8.34	69.40
1970	222,268.95	16.72	69.64
1971	135,002.36	(39.26)	58.56
1972	77,067.52	(42.91)	40.85
	Average Change	- 14.27	60.81

TABLE VI-4
UTILITY EXPENDITURES

Year	Personal Service	Plant Repairs	Capital Outlay	Fuel Purchase	Misc. Utility Expenditures	Transfer to General Fund	Bonded Debt	Total Excluding Transfer and Bonded Debt	Percent Change
1968	$64,302.35	$22,144.66	-	$73,711.38	$57,523.83	$23,928.89	$39,387.50	$217,742.22	NA
1969	65,188.08	24,717.97	-	85,288.23	45,860.46	22,902.96	38,440.00	221,054.74	1.52
1970	73,293.55	29,635.25	-	94,582.99	36,386.43	39,056.62	39,000.00	233,898.22	5.81
1971	60,691.83	9,634.94	11,389.38	33,242.13	37,034.05	15,601.62	38,475.00	151,992.33	-35.02
1972	64,197.69	8,713.79	8,253.96	15,808.89	30,394.34	34,083.25	36,362.50	127,368.67	-16.20
							Average		-10.97

TABLE VI-6
GENERAL FUND AND UTILITY TRANSFER REVENUES

Year	Ad Valorem Tax	% Change	Other Gen. Rev.	% Change	Total - Basic General Fund	% Change	Transfer From Utility Fund	Total Revenue
1968	$ 28,124.66	NA	$ 46,032.88	NA	$ 74,157.54	NA	$ 23,923.89	$ 98,081.43
1969	30,132.15	7.13	40,508.00	-12.0	70,640.15	(4.74)	22,902.96	93,543.11
1970	37,849.86	25.6	36,828.24	9.08	74,678.10	5.72	43,483.57	118,161.67
1971	38,336.85	1.28	47,949.50	30.2	86,286.35	15.87	15,601.62	103,127.97
1972	36,486.58	-4.82	57,893.70	20.7	94,380.28	9.38	34,083.25	138,920.28
Average		7.29		11.97		6.55		

TABLE VI-7
GENERAL FUND EXPENDITURES

Year	Personal Service	Percent Increase	Supplies	Percent Increase	Other Charges	Percent Increase	Capital Outlay	Total	Percent Increase
1968	46,303.56		23,017.93		9,834.82		25,988.22	105,144.53	NA
1969	58,848.26	27.09	20,373.82	(11.49)	6,299.96	(35.94)	NA	85,522.04	-18.6
1970	68,211.31	15.91	26,046.10	27.84	6,681.52	6.06	NA	100,938.93	18.02
1971	68,530.29	0.47	18,590.36	(28.63)	10,286.99	53.96	NA	97,407.64	- 3.49
1972	71,194.13	3.89	28,947.12	55.71	16,025.83	55.79	16,368.50	132,535.58	36.06
		+ 11.84		+ 10.85		+ 19.96			7.99

Table VI-8 compares the general fund revenues, expenditures and utility fund transfer from 1968 to 1972 and shows the availability (balance) of monies which could be used to retire general obligation indebtedness.

The compilation of the various sources of income of the City of Whitesboro clearly shows that the operation of the City Government is equal to a sizable business enterprise, as depicted in Table VI-8.

Using Tables VI-1 through VI-8 as a basis, various assumptions can be made to project likely revenues and expenditures for the City of Whitesboro for a logical six (6) year period. Such a period includes the present fiscal year and the following five years. Tables VI-9 through VI-12 show anticipated revenues and expenditures of the Utility Fund and Tables VI-13 through VI-16 show anticipated revenues and expenditures of the General Fund.

TABLE VI-9
ANTICIPATED WATER, SEWER AND ELECTRICAL CONNTECTIONS @ 1.25%/YEAR INCREASE

Year	Water	Sewer	Electric
1973	1342	1139	1333
1974	1359	1153	1350
1975	1376	1167	1367
1976	1393	1182	1384
1977	1410	1197	1401
1978	1428	1212	1419

Due to the lack of detailed financial data on the expenditures made on each of the utilities (water, sewer and electrical) an acceptable scientific method of forecasting is impossible; therefore, a method of proportion was devised to gain an insight to the short range future. This method first assumes (based on 1968-1972 trends) a decrease in utility expenditures, thus:

1972	127,369*
1973	121,000
1974	121,000
1975	127,050
1976	133,403
1977	140,073
1978	147,077

*Exclusive of transfer to General Fund and bonded indebtedness.

The second assumption is based on Table VI-3A which shows the relationship of utility revenues per category to the total; for instance, the average

TABLE VI-8

SUMMARY OF MUNCIPAL FINANCIAL POSITIONS - 1968-1972

Year	Basic General Fund Revenues	(-)	General Fund Expenditure	=	Net Revenue Over Expenditures (+) or Deficit (-)	+	Transfer From Utility Funds	=	Balance
1968	74,157		105,144		- 30,987		23,924		- 7,063
1969	70,640		85,522		- 14,882		22,903		+ 8,021
1970	74,678		100,938		- 26,260		43,484		+17,224
1971	86,526		97,407		- 10,881		15,602		+ 4,721
1972	104,837		132,535		- 27,698		34,083		+ 6,385

1968-1972 water revenue was 27.78%, sewer 8.92%, miscellaneous 2.49% and electrical 60.81% of the total revenue for that period. A close examination of Table VI-3A reveals a need to adjust these averages for forecasting purposes; therefore the following proportions were used in the projection of utility expenditures:

Water	35%
Sewer	13%
Electrical	52%
	100%

TABLE VI-10
ANTICIPATED WATER, SEWER AND ELECTRICAL
OPERATING REVENUES 1973-1978

	Water	Sewer	Electrical	Total
1973	87,230	25,060	75,000	187,290
1974	88,340	25,400	75,250	188,990
1975	89,440	25,700	75,500	190,640
1976	90,550	26,000	75,750	192,300
1977	91,650	26,350	76,000	194,000
1978	92,820	26,700	76,250	195,770

TABLE VI-11
PROJECTED UTILITY EXPENDITURES 1972-1978

Year	Water	Sewer	Electrical	Total
1973	42,350	15,730	62,920	121,000
1974	42,350	15,730	62,920	121,000
1975	44,468	16,517	66,065	127,050
1976	46,691	17,342	69,370	133,403
1977	49,026	18,209	72,838	140,073
1978	51,477	19,120	76,480	147,077

TABLE VI-12
SUMMARY UTILITY REVENUE AND EXPENDITURES 1973 - 1978

Year	Revenues	Expenditures	Balance
1973	187,290	121,000	66,290
1974	188,990	121,000	67,990
1975	190,640	127,050	63,590
1976	192,300	133,403	58,897
1977	194,000	140,073	53,927
1978	195,770	147,077	48,693

Because of the lack of detail in both the annual budgets and audits, it is strongly recommended that REVENUE AND EXPENDITURE RECORDS BE KEPT in a more detailed form.

TABLE VI-13
ANTICIPATED ASSESSED VALUATION 1972-1978

Year	Assessed Valuation	Potential Collection	Percent Increase
1972	42,942	36,486	
1973	45,100	41,040	12.48
1974	47,355	43,090	5.00
1975	49,730	45,255	5.02
1976	52,215	47,515	4.99
1977	54,825	49,890	5.00
1978	57,365	52,200	4.43

TABLE VI-14
ANTICIPATED GENERAL FUND REVENUES 1972-1978

Year	Taxes	Others	Total	% Increase
1972	36,486	57,893	94,380	
1973	41,040	60,790	101,830	7.89
1974	43,090	63,830	106,920	5.00
1975	45,255	67,020	112,275	5.01
1976	47,515	70,370	117,885	5.00
1977	49,890	73,890	123,780	5.00
1978	52,200	77,840	130,040	5.06

TABLE VI-15
ANTICIPATED GENERAL FUND EXPENDITURES - 1972-1978

Year	Personal Services	Supplies	Other Changes	Capital Outlay	Total
1972	71,194	28,947	16,025	16,368	132,535
1973	74,750	29,540	8,500	50,000	162,790
1974	78,500	30,130	9,000	15,000	132,630
1975	82,400	30,730	9,500	10,000	132,630
1976	86,500	31,450	10,000	10,000	137,850
1977	90,800	32,080	10,500	10,000	143,380
1978	95,300	32,720	11,000	10,000	149,020

TABLE VI-16
SUMMARY - REVENUES AND EXPENDITURES
1973-1978

Year	General Revenues	General Expenditures	Balance	Anticipated Funds Available From Utilities
1973	101,830	162,790	- 60,960	66,290
1974	106,920	132,630	- 25,710	67,990
1975	112,275	132,630	- 20,355	63,590
1976	117,885	137,850	- 19,965	58,897
1977	123,780	143,380	- 19,600	53,927
1978	130,040	149,020	- 18,980	48,693

In conclusion, it is evident that without comprehensive records of revenues and expenditures of the utility fund, a projection of city's future financial position is at best a "wild guess." This data is critical in the understanding and forecasting of the municipality's financial condition; therefore, it is strongly recommended that the record keeping system be revised to include details of salaries and operations per water, sewer and electrical systems.

It is evident that the city cannot exist without a transfer from the utility fund; therefore, it is recommended that the city's total financial picture be analyzed very carefully to determine the future of the utility systems and to determine whether or not a financial crisis could arise.

Table VI-16 shows that the General Fund will be operating at a deficit but that sufficient funds are available in the Utility Fund to offset this deficit. Table VI-17 indicates approximate funds available for debt retirement.

TABLE VI-17
POSSIBLE FUNDS AVAILABLE FOR DEBT RETIREMENT - 1973-1978

1973	5,330
1974	42,280
1975	43,235
1976	38,932
1977	34,327
1978	29,713

PART VII ADMINISTRATION

PART VII - ADMINISTRATION

This part of the Comprehensive Plan investigates the city's existing public administration system as background to formulating goals and recommending a plan of action. The continuing success and improvement of the city is essential in carrying out the plans of the municipality; therefore, this report deals with municipal administration as oriented toward its daily operation.

The operation of the municipal function is equivalent to a large business, in fact the city government may be the largest business within the community. Of course records are not readily available, but the author can think of no other enterprise in the city that has revenues and expenditures of $200,000 to $300,000 annually, debts of over $200,000 and indirect control of expenditures in excess of $2,000,000*. Yet, this business is being operated under a standard charter of the State of Texas and an Act of Incorporation that is presently 100 years old. This is not to say that the City of Whitesboro or any other General Law City is inefficient or obsolete but does point out the possibility of recognizing the need for change to keep abreast with today's fast-moving modern business techniques.

The administration of public monies has never been a simple task. Our original conception of recognizing that public funds are necessary but that safeguards as to amounts and types of expenditures has, in general, placed limitations on elected officials and professional management. In short, the American public has never trusted their elected officers and as a result has placed controls on their financial activity. Unfortunately, the charge we have given to our elected and employed municipal officials has been negative. We were willing to tell them what "not" to do but took little interest in telling them "what" their job and responsibility was and to what degree it should be performed. As a consequence and from necessity, a multitude of theories and philosophies were developed on how to operate a municipal government. These run the scale of activity from "as little administration as possible" to "maximum control." Each public administrator feels his method is best, and I have to assume that each municipality feels its method is best. In reality, there is no best system because each municipality is a unique individual having unique character, composition, needs, demands and goals.

In a city such as Whitesboro where no great change in urbanization is anticipated it is recommended that the city consider:

First - Assurance that all aspects of public administration are included, and

Second - That the quality of administration becomes the watchword.

This study deals with an analysis of the city's government, the administration of its function and the organization to carry out its function - all with respect to the Comprehensive Plan.

*Urban Renewal, Public Housing and other federally funded programs.

It is not the intent of this study to substitute as municipal administration and management consultation; conversely, the study points up the need for outside professional assistance to work with the City Council and its management on detail matters of administration and organization. Comparatively speaking, the City of Whitesboro is young, and its municipal organization is still younger. Whitesboro, like most municipalities, is faced with a critical shortage of funds to make the necessary physical improvements and to administer the growing demands on municipal government. The City Administration is long past the point of part-time or one-man City Secretary. It is now faced with enforcement and administration of sophisticated ordinances, subdivision plats, financing improvement projects, police and fire protection, and myriad other major items; consequently, an organization is needed to carry out this task.

Existing Conditions - The daily workings of the municipality are carried out by the City Secretary and (City Superintendent) Public Works Director and supported by a staff of two secretaries, twenty-two laborers, four policemen and a volunteer fire department, all under the guidance of the chief executive, the Mayor, and the City Council, which are supported by a City Attorney. The Mayor, as chief executive of the municipality, has powers as set out in the Act of Incorporation of June 3, 1873 consisting of:

- The Mayor presides over all council meetings.
- The Mayor is the chief magistrate of the city.
- The Mayor may order arrests or closing of certain public places.
- The Mayor may summon citizens as special police force.
- The Mayor shall sign officially all obligations of the city and see that all contracts are performed.
- The Mayor shall act in conjunction with city attorneys in suits against the city.
- The Mayor makes an annual report to the City Council with special consideration given to the financial conditions of the city.
- The Mayor is the ex-officio recorder of the Corporation Court.
- The Mayor is the budget officer for the City Council.
- The Mayor files the city's annual budget with the City Secretary 30 days before the annual tax levy.
- The Mayor causes a public hearing on annual city budget and files a true copy of said budget to County Clerk and State Comptroller.

The elected Board of Aldermen (City Council) consists of five (5) persons, each assigned to "look after" a part of the city and each with responsibilities in certain functional areas. Each alderman is charged with the responsibility

of one area of the city: Northeast, Southeast, Northwest, Southwest or Business District, as well as the responsibility for the following functions:

Mayor Pro Tem and Treasurer
Fire Department and Library
Cemetery, Parks and Sanitation
Water and Sewer
Streets

By Act of Incorporation, as outlined earlier, the Mayor files the city's annual budget with the City Secretary 30 days before the annual tax levy. In practice each alderman submits a budget on his particular area of responsibility for the mayor's review. The mayor compiles the budget and, in turn, resubmits it to the City Council. From an administrative standpoint the annual budget contains the following categories:

General Fund
Utility Fund
Cemetery and Park Fund
Fire Department Fund
Street Fund
Library Fund

The budget divides these funds into income and disbursements with various categories within each such as salaries, material and equipment, miscellaneous expenses, etc.

Of the 49 standard typical municipal positions listed by the Texas Municipal League (exclusive of alderman, city council, mayor) the City of Whitesboro has eight, consisting of:

City Secretary
Assessor-Collector of Taxes
Director of Public Works
City Attorney
City Judge or Recorder
Fire Chief
Fire Marshal
Health Officer

An investigation of seven other Texas cities*, selected at random, of comparable population size indicates a high of 15 positions and a low of 8. Of these cities only one, Wylie with 2675 population, had a city manager and Van Horn with 2889 population had a city administrator. All seven cities have a waterworks superintendent, city secretary, fire chief and assessor-collector. A compilation of the positions within these seven cities show:

*Smithville - 2959 (Bastrop), Sugar Land - 3318 (Fort Bend), Tom Ball - 2734 (Harris), Wills Point - 2636 (Van Zandt), Winnsboro - 3064 (Wood-Franklin), Wylie - 2675 (Collin), Van Horn - 2889 (Culberson).

Position	No. of Cities Having Position	Whitesboro
Administrator	1	
Assessor-Collector of Texas	7	X
City Attorney	5	X
Building Inspector	3	
City Judge or Recorder	6	X
Chief of Police	6	
Electrical Inspector	4	
Fire Chief	7	X
Fire Marshal	6	X
Health Officer	6	X
Librarian	2	
City Marshal	1	
City Manager	1	
Manager of Utilities, City Owner	1	
Purchasing Agent	2	
Plumbing Inspector	5	
City Secretary	7	X
City Treasurer	5	
Waterworks Superintendent	7	
Director of Public Works	0	X

(Data from 1972-1973 Directory of Texas City Officials - Texas Municipal League)

There is no formal organization chart of the city; however, from discussions with city officials it appears that such a chart would be structured as shown herein. (See attached chart - PRESENT.)

The city has no structured position classification system nor definitive compensation plan. Because of the city's size, such tools have not been necessary, and there is some question as to the real need for rigid formality.

Personnel policies are presently a loose grouping of prior City Council decisions to meet specific problems as the arise. Such is the history of all municipalities. In the case of Whitesboro there is little need to establish a comprehensive formal personnel policy. An organization of 30 to 40 persons can, if proper management is given, operate efficiently with an informal personnel policy on such matters as vacation, sick leave, working hours, chain of command, etc.

The present ratio of municipal employee to population is 9.7 per 1,000 population as compared to a national average of between 8.5 to 10 per 1,000 with cities that operate a full-time and paid fire department and engineering department. These two services are equal to approximately 1.5 to 3 employees per 1,000 population; therefore, it is concluded that the city is meeting its responsibility as to overall personnel and in general meets acceptable municipal management standards. Of course, there is no way of determining this without a full management study to weigh the performance of individual personnel and adequacy of services of each separate function of the municipal government.

SALARIES AS PERCENT OF TOTAL EXPENDITURES

General Fund	1970-71 Audit	1971-73 Budget
Street	20,213	23,755
Fire	4,266	4,000
Cemetery	5,316	5,378
Library	1,192	2,400
Subtotal	30,987	35,533
Police	16,414	17,000
Sanitation	19,902	20,000
Council	710	750
Payroll Taxes (General)	3,179	1,920
Extra Labor	-	1,500
Subtotal	39,565	41,170
Total General Fund (Salary)	70,522	76,703
Total General Fund (Exp.)	132,536	112,710
Utility Fund		
Salary and Payroll Taxes	64,197	69,050
Total Utility Fund (Exp.)	127,369	185,707
Total Budget (Exp.)	259,905	380,030
Total Salaries	134,719	181,760
% of Salaries to Total Budget	51.8%	47.8%

The table showing Salaries As Percent Of Total Expenditures indicates that the City of Whitesboro has expended, in the most recent budget years, 52% to 48% of its total expenditures for total salaries. Of course, there is no normal or average for this type of comparison; however, in municipal management a figure of below 60% is quite acceptable.

Part IV of this report projected an anticipated employee need for the city by 1995 of approximately 48 persons. It is anticipated that the composition of this personnel will be approximately:

8 Policemen including administrative
1 Librarian
1 City Administrator
1 City Secretary
1 Public Works Director
1 Inspector
10 Clerks and/or Assistants
25 Miscellaneous including Waterworks Superintendent, Street Superintendent, Waste Disposal Superintendent, Laborers and Inspectors

Based on the number of municipal employees per 1,000 population, on the comparison of total employee salaries to annual expenditures and on first-hand observation of total municipal operation, it is the opinion of the author that the city is well staffed. Unfortunately, at the present time when no one can anticipate the action of the U.S. Congress regarding the proposal to do away with all "Categorical Federal Grants" and make funds available directly to the municipality, it is impossible to justify specific recommendations for additional municipal personnel to administer possible future funds. If Congress passes the "Better Communities Act" the City of Whitesboro will need at least two (2) additional people for at least five years to administer the projected $831,350 in federal and local monies (as per March 20, 1973, Community Development Statement).

It is recommended that the city make a serious effort to create a formal agreement with the Independent School District to cooperate and coordinate manpower and financial resources with programs of payroll, water bills, budget control, land use data, housing condition, building construction, etc.

Present Operating Procedures and Budget Processes - Two very important documents are published each year by the municipality. These consist of an Annual Budget and an Audit Report.

An analysis of the budget reveals the following:

1. As discussed earlier the present budget preparation process, even though it is not in actual conformity to the Act of Incorporation, the involvement of the City Council can only serve to provide another important insight into the community's needs. It is strongly recommended that an ordinance be established setting out the procedure for budget preparation. Such an ordinance would formalize the procedure and should be in conformity with the Texas Uniform Budget Law (Article 689a-16, Vernon's Texas Civil Statutes) which sets out very specific requirements concerning the procedures to be used in preparing a budget and indicates at least some of the contents of the budget document. A summary of this law follows:

    a) The mayor shall serve as budget officer of the city and shall be responsible for the annual preparation of a budget covering all proposed expenditures by the city for the ensuing year.

    b) The prepared budget must be filed with the city clerk or secretary not less than 30 days prior to the time that any tax levy is made by the governing body, and the budget shall be available for inspection by any taxpayer.

c) A public hearing on the budget is required, and notice of the hearing must be published 10-30 days prior to the day set for the hearing.

d) The governing body adopts the budget, after making any changes necessary to the public welfare. Following its adoption, one true copy of the budget, together with all amendments, must be filed with the city clerk, and another filed with the State Comptroller at Austin.

e) Current tax levies must be made only in accordance with the adopted budget, and no expenditure shall be made except in strict compliance with budget provisions.

f) The contents of the budget must include the following information:

1) An enumeration of the various projects for which appropriations are set up in the budget, together with an indication of the estimated amount of money carried in the budget for each project.

2) The funds received from all sources during the past year.

3) The funds available from all sources during the coming year.

4) The estimated revenue available to cover all proposed expenditures.

5) The estimated tax rate required.

6) A complete financial statement, including all outstanding bonded debt and other obligations, in itemized form; cash and securities on hand to the credit of each and every fund; total assessed valuation of properties; and delinquent taxes receivable (this last item is not required, but should be included).

2. Even though the budget is divided into six (6) funds (categories) it is strongly recommended that a CHART OF ACCOUNTS be established. Such a chart is only one of the tried and accepted techniques of Budget Maintenance, keeping accurate records and assuring reasonable control of each fund. A suggested CHART OF ACCOUNTS is attached in Appendix "A" at the end of this report.

3. It is strongly recommended that a system of records of performance be established.

a) In adopting the city's budget, the council determines a greater number of important policies than it will establish in all other actions during its term of office.

b) It is a common fallacy to think of the budget solely as a financial document concerned with details of revenues and expenditures, but the budget is far more than this. It

represents the process by which policy is made and the instrument through which the policies or programs of the elected leadership are put into effect. In order to protect the policy-setting role of the council, the budgeting process should be conducted in such a way that it will provide the necessary information to permit sound policy decisions to be made. This means that the budget should be prepared on the basis of services to be rendered and improvements to be achieved, rather than solely on the amount of funds to be raised and expended. As an example, the provision in the budget for street cleaning should be based on the number of miles of streets to be cleaned.

c) Each department or city official responsible for the expenditure of funds should be required to make written justifications for the amount requested, terms of services to be provided and improvements to be made. The justification should show just what the money is to be spent for and why.

d) In reviewing and making decisions upon the budgetary information submitted to it, the council determines the community's standard of living - what the community needs and wants, what it is willing and able to pay for, and what services it can expect to receive for its tax dollars.

4. Budget Follow-up: Although budgeting sometimes is viewed as a hurried series of activities once a year it is, in fact, a constant process. Once the budget has been adopted, the council can and should take the necessary steps to assure that the city operates as provided in the budget. Administrative officers should be expected to (a) establish the necessary accounting procedures to insure that funds are expended only in accordance with the budget, and (b) to make periodic reports to the council on the status of budget appropriations. These budgetary controls will encourage more orderly city administration and more precise financial planning. The State budget law recognizes, however, that unanticipated conditions or emergencies do arise. The law provides that amendments can be made by the council "in case of grave public necessity." Good budget planning and adequate budget control procedures and reports, however, will make it possible for the council and the administrative staff to anticipate needed changes and to minimize unexpected emergencies.

The other document published annually by the city is a report of examination prepared by certified public accountants to identify and weigh the previous year's expenditures. A revision of the annual budget as suggested above would, in the consultant's opinion, greatly enhance the "understandability" of the audit.

Position - Classification System - As stated earlier there is very serious question concerning the desirability of establishing a formal classification system at this point in time; however, as the municipality adds more personnel, it is strongly recommended that a municipal management consultant be retained to assist the city in the preparation of this system. Such outside assistance is needed to perform personnel interviews and to provide an unbiased opinion of the function, duties, and responsibilities of each position.

It is recommended that a position classification system be prepared and to include as a minimum the following items:

1. Minimum standards for employment

2. Nature of position

3. Illustrative example of work

4. Desirable knowledge, abilities and skills

5. Desirable experience and training.

Such a position-classification system should include, as a minimum, the following existing and future possible positions:

Account and Cashier Clerk
Administrative Assistant
Animal Warden
Assistant City Administrator
Building and Ground Maintenance Man
Chief Accountant
Chief Inspector
City Secretary-Treasurer
Clerk-Typist-Receptionist
Court Clerk
Director of Parks and Recreation
Director of Public Works
Dispatcher-Clerk-Typist
Equipment Mechanic
General Services Supervisor
Heavy Equipment Operator
Housing Inspector
Intermediate Clerk-Steno
Librarian
Light Equipment Operator
Mechanic
Meter Service
Park Laborer
Park Maintenance Foreman
Police Chief
Police Lieutenant
Police Patrolman
Police Patrolman Recruit
Police Sergeant
Public Works Inspector
Sanitation Supervisor
Street Maintenance Man
Street Superintendent
Water and Sewer Service Man - Operator
Water and Sewer Specialist

As a guide for the proposed position-classification, the following descriptions of possible future and existing municipal functions are presented:

Administrative Department - This department includes the City Administrator or Assistant City Administrator, and personnel involved in the bookkeeping, payroll, accounting, collections, and tax functions. The Administrative Staff serves the General Fund operations from which all expenses are funded, but the overall management service rendered justifies the annual contribution from other operating funds and some direct charges to federal grant programs and bond fund projects.

The Administration Department is responsible to the City Council, through the City Administrator, for the proper administration of the affairs of the city. This department prepares and controls the annual budget. Data is maintained in order that the City Administrator can keep the City Council informed of the financial condition and future needs of the city. The performance of all contracts and franchises to which the city is a part is enforced through this department. The supervision, administration, and implementation of capital improvement programs is the responsibility of the City Administrator and his administrative staff. Other functions of Administration include the direction of investment of idle funds and personnel administration.

City Secretary - The City is served on the administrative level by the City Secretary, and, to this end, the City Secretary is responsible for maintaining and safeguarding all official records of the city. In performance of this function, the City Secretary attends all meetings of the City Council and prepares minutes for permanent records. The City Secretary is responsible for the direction of all aspects of municipal elections and must tabulate and certify the results. The City Secretary attests to all official city documents and is responsible for posting of all legal notices. The City Secretary also serves as liaison between the members of the City Council and citizens.

Park and Recreation - It is the function of the Parks and Recreation Department to maintain and operate all park facilities and to maintain grounds in the city parks and around various municipal facilities. A comprehensive recreation program should be developedutilizing existing facilities of the entire community and coordinating efforts of volunteers and organized recreation associations, leagues, or organizations.

Library - The function of the Public Library is to build a collection of books, periodicals and other materials which is a vital part in the development of a comprehensive program of library services. The utilization of inter-agency services will enable the library to more efficiently and adequately perform its function.

Planning and Engineering (Urban Development) - The city will eventually need such a department to be responsible for design engineering, private construction inspection, plumbing inspection, electrical inspection, developers contracts, planning and zoning, public works construction inspection and supervision, right of way acquisition, subdivision control, and traffic engineering.

Street Department - The Street Department is responsible for cleaning, construction, and maintenance of streets; maintenance and construction of storm drains; and maintenance of traffic signals and signs.

Police Department - The Police Department is responsible for the protection of life and property, the prevention and detection of crime, the apprehension of offenders, the recovery of property, and the enforcement of state laws and city ordinances. The Police Department also enforces all traffic laws and promotes traffic safety. The department maintains and operates the city jail, radio communications, and central records and identification procedures. The Corporation Court is sometimes within this department's responsibility.

Fire Department - Presently the city has a Volunteer Fire Department, which is responsible for fire control and extinquishment, and fire prevention within the city.

If the muncipality elects to establish a Comprehensive Pay Plan, the following points are recommended as basic guides:

1. A pay plan establishes ranges of compensation for each group relative to the compensation of other groups.

2. The "base" pay of any pay plan range is the "hiring rate." These base levels are established from an analysis of other similar positions in other governmental agencies, the availability of manpower in the area, and competitive factors with private industry.

3. The remainder of the range establishes merit growth steps to which an employee can look forward over a period of time. The step increases are not based on seniority or stability, but on the theory that a person's skills and ability increase with tenure, and his or her productivity and vaule to the employer should increase based on merit.

4. The pay plan prescribes the upper limit of value to the employer of any position. Unless management can justify a promotion, it is expected that an employee will achieve a maximum level of value to the city, beyond which compensation cannot be justified by merit. In this instance, an employee is frozen at a top step.

5. A pay plan does not lend itself to cost of living increases nor are "across the board" increases conducive to implementation and maintenance of a plan. In order to utilize the pay plan concept and still cope with rising costs of living, the city should adjust most ranges of the plan upward by a specific percent, if applicable, in lieu of across-the-board increases. In this manner, entry (base) rates are increased, as are top step rates.

6. Employees should not be advanced to higher steps within a range unless merited.

Future Organization - Based on an analysis of the city's present operation, experience with other municipalities, the growth of the community, and the need to expand municipal services, thus municipal organization, a three phase organizational chart is proposed for the City of Whitesboro.

Phase I - 1973 to 1975 (Transition State) - The present organizational arrangement is proposed to remain in effect; however, steps should be taken to prepare for the establishment of a City Administrator along with revisions in the budget preparation procedure and administration previous to Phase II by 1975 at the earliest.

Based on the experience of approximately 28 other Texas communities similar to Whitesboro and advice from the Legal Council of the Texas Municipal League (TML), the position of City Administrator can be created by the passing of an ordinance. It is recommended that the city contact the TML to determine the exact wording and procedure for this ordinance.

Phase II - 1975 to 1980 (Formulation Stage) - By 1980 the city should have reached a population of 3,500 with only small increases in staff. This five year period will give the city an opportunity to select an Administrator that is suited to the local needs and sufficient time for the Administrator to test organizational and administrative changes. The attached proposed organization chart indicates functions not necessarily personnel.

Phase III - After 1980 - Even though the population analysis part of this report does not project a substantial increase in population, there is a good possibility that the Texoma Region may blossom as an industrial center and the City of Whitesboro exceed its projected population. In this case the Municipal Adminiatration would require considerable alterations. If the city's population expands as projected in Part II of this report, the organizational chart will remain approximately the same as Phase II with only refinements based on local area unique conditions.

Code Enforcement Plan - The scope of services of the contract to prepare this code enforced plan was based on the supposition that the U. S. Congress would establish certain legislation that would eliminate the categorical federal grants such as Urban Renewal, Public Housing, Open Space Acquisition, etc. and in lieu thereof provide funds directly to the muncipality for a four to five year period under new legislation known as the "Better Communities Act". When the contract to prepare this Comprehensive Plan was consummated it anticipated that the Better Communities Act would be a reality and consequently require that the City of Whitesboro absorb certain activities presently handled as a part of the Local Urban Renewal Program thus the need to establish a Code Enforcement Plan and Program. At this writing Congress has not acted on the proposed legislation and consequently, no one knows how the city will be affected in the future; therefore, the proposed organization chart does not reflect a separate Code Enforcement Program.

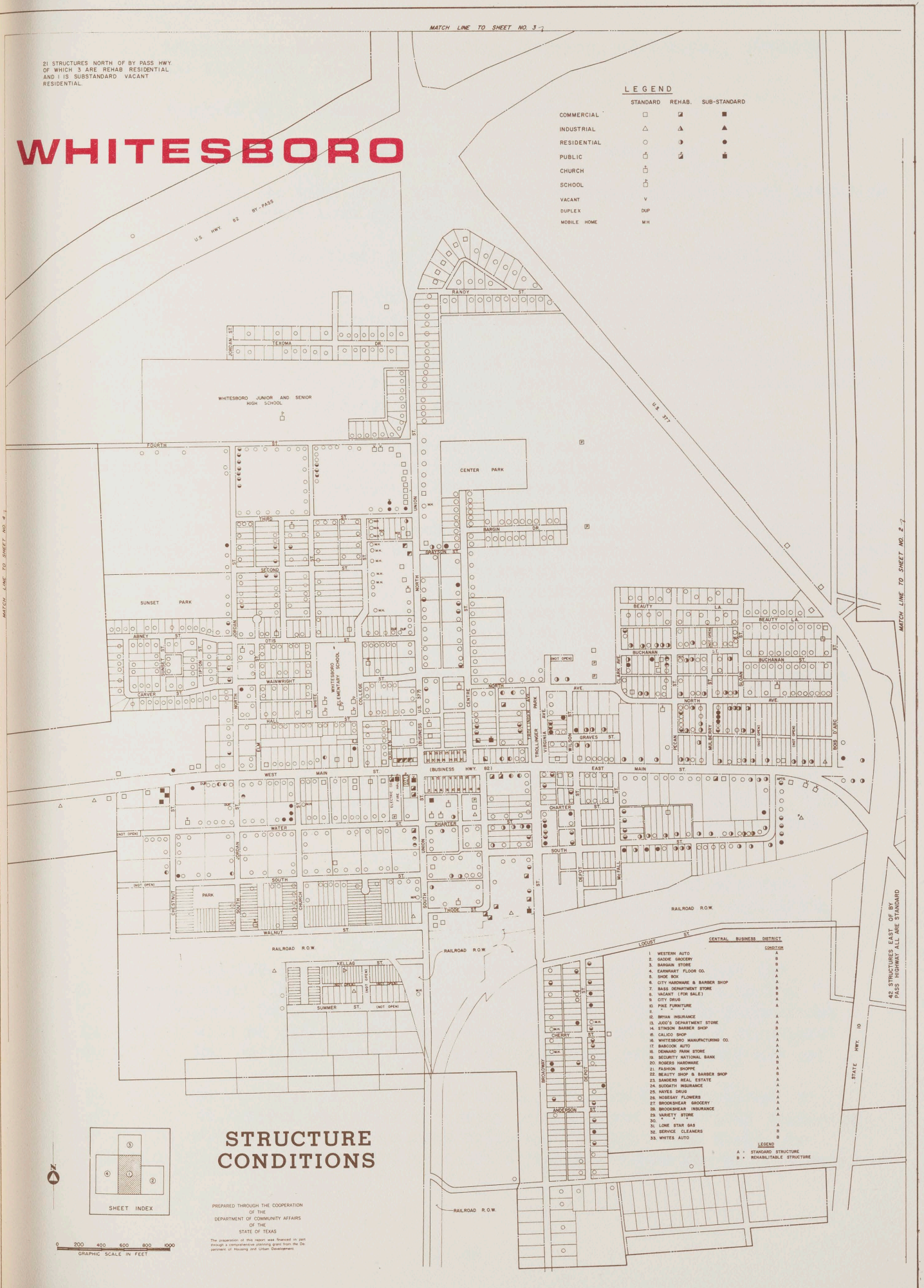
Problem Identification - On March 31, 1974, the Whitesboro Urban Renewal Authority will have completed a project that brought approximately 375 structures to standard condition. This project covered approximately one-half of the area of the community. The original renewal plan was to attack the remaining half of the city but federal funds, as mentioned above, have been frozen; therefore, there is now and will be in the future a need to correct the city's housing conditions through the use of existing or future codes and ordinances.

A survey of the condition of structures conducted jointly by the Consultant and the Inspector of the Urban Renewal Authority in January 1973 revealed the following structure characteristics:

	Standard	Rehab	Substandard	Total
RESIDENTIAL				
Number				
Occupied	864	161	40	1065
Vacant	0	0	1	1
Total	864	161	41	1066
% of Total Structures	69.6	12.9	3.3	85.8
% of Total Residential	81.1	15.1	3.8	100
NON-RESIDENTIAL				
Number				
Occupied	133	9	0	142
Vacant	3	0	1	4
Total	136	9	1	146
% of Total Structures	10.9	0.7	0.08	11.7
% of Total Non-Residential	93.2	6.2	0.6	100
PUBLIC AND QUASI-PUBLIC				
Number				
Occupied	27	1	1	29
Vacant	0	0	0	0
Total	27	1	1	29
% of Total Structures	2.1	0.08	0.08	2.3
% of Public and Quasi-Public	93.1	3.4	3.4	100
TOTAL STRUCTURES	1027	171	43	1241
% of Total	82.7	13.7	3.6	100

As a minimum, bring 214 structures presently classified as "Rehab and Sub-Standard" to standard condition will require:

1. Creating, through municipal ordinance or polling, a task force to attack and remendy the community's housing problems.


MATCH LINE TO SHEET NO. 3
21 STRUCTURES NORTH OF BY PASS HWY. OF WHICH 3 ARE REHAB RESIDENTIAL AND 1 IS SUBSTANDARD VACANT RESIDENTIAL.
WHITESBORO
LEGEND
STANDARD REHAB. SUB-STANDARD
COMMERCIAL
INDUSTRIAL
RESIDENTIAL
PUBLIC
CHURCH
SCHOOL
VACANT V
DUPLEX DUP
MOBILE HOME M H
U.S. HWY 82 BY-PASS
WHITESBORO JUNIOR AND SENIOR HIGH SCHOOL
CENTER PARK
SUNSET PARK
WHITESBORO ELEMENTARY SCHOOL
U.S. 377
(BUSINESS HWY. 82)
RAILROAD R.O.W.
MATCH LINE TO SHEET NO. 4
MATCH LINE TO SHEET NO. 2
42 STRUCTURES EAST OF BY PASS HIGHWAY ALL ARE STANDARD
STATE HWY. 10
CENTRAL BUSINESS DISTRICT
CONDITION
1. WESTERN AUTO A
2. GADDIE GROCERY B
3. BARGAIN STORE B
4. EARNHART FLOOR CO. A
5. SHOE BOX A
6. CITY HARDWARE & BARBER SHOP A
7. BASS DEPARTMENT STORE B
8. VACANT (FOR SALE) B
9. CITY DRUG A
10. PIKE FURNITURE A
11.
12. BRYAN INSURANCE A
13. JUDD'S DEPARTMENT STORE A
14. STINSON BARBER SHOP B
15. CALICO SHOP A
16. WHITESBORO MANUFACTURING CO. A
17. BABCOCK AUTO A
18. DENNARD FARM STORE A
19. SECURITY NATIONAL BANK A
20. ROGERS HARDWARE B
21. FASHION SHOPPE A
22. BEAUTY SHOP & BARBER SHOP B
23. SANDERS REAL ESTATE A
24. SUDDATH INSURANCE A
25. HAYES DRUG A
26. NOSEGAY FLOWERS A
27. BROOKSHEAR GROCERY A
28. BROOKSHEAR INSURANCE A
29. VARIETY STORE A
30. "
31. LONE STAR GAS A
32. SERVICE CLEANERS B
33. WHITES AUTO B
LEGEND
A = STANDARD STRUCTURE
B = REHABILITABLE STRUCTURE
SHEET INDEX
STRUCTURE CONDITIONS
PREPARED THROUGH THE COOPERATION OF THE DEPARTMENT OF COMMUNITY AFFAIRS OF THE STATE OF TEXAS
The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.
0 200 400 600 800 1000
GRAPHIC SCALE IN FEET

2. Bringing and keeping the building, housing, electrical, plumbing and fire codes up to date.

3. Adoption of a Commercial Building Code.

4. Establishment of relocation resources and procedures.

5. Coordination with local and regional lending institutions to establish an Improvement Loan system.

6. Training of personnel in the fields of inspection, counseling, etc.

7. Establishment of a system whereby inspection of supposedly standard building can be inspected on an owner volunteer basis.

Other than the magnitude of the number of residential and nonresidential units which are now in a substandard condition, another problem is the maintenance of existing standard buildings to prevent their deterioration.

Presently the city has only one person in its employee to make all code inspections for both new construction and existing. This inspector has been, up to this time, supported by the Urban Renewal Staff.

In brief, the magnitude of the problem is the treatment of 214 structures plus approximately one (1) percent of the standard structures which are anticipated to need inspection each year. For programming purposes it is assumed that a five (5) year action plan would involve approximately 261 structures. Based on the activity of the Whitesboro Urban Renewal Authority's performance of approximately seven (7) staff members handling 133 cleared structures and 240 rehabilitation in approximately 36 months. It is assumed that 2 or 3 persons could accomplish the designated task of Municipal Code Enforcement in approximately five (5) years.

Proposal For Municipal Code Enforcement Program - Based on information previously provided it is obvious that without a renewal authority and its activity the municipality must assume the responsibility for housing and building improvement. Accomplishing this will require, as a minimum, the creation of a separate municipal department with a specific charge from the City Council.

To adequately control and enforce codes for both residential and non-residential structures the key to a successful program is the regulation of occupancy by control of the utilities.

In order to assure the quality of structures it is proposed that the Water Department log all water disconnects and refer this list to the Code Enforcement Department at the end of each day. The Code Enforcement Department will be charged with the responsibility of making a structural survey of that unit to assure that the minimum code requirements are met.

It can be assumed that all structures which have been "standardized" by Urban Renewal Project will meet the major plumbing and electrical standards. To aid in determining the structures which were brought into compliance, a listing should be made of the standard structure within the project area.

Inspection - Code enforcement inspection personnel would be charged with the daily inspection of all structures which become vacant on the previous day. Structures in obvious need of repair should be tagged and occupancy denied until repairs are completed.

Structures which have not been "standardized" by Urban Renewal should be inspected thoroughly and a work write-up prepared outlining the required work which must be accomplished prior to occupancy being granted.

Owners of occupied structures which have been previously inspected but which remain in noncompliance should be encouraged by appropriate methods to complete the repairs and to assure equity of the project.

Inspection of occupied structures will require personal contact and persuasion. As a last resort, the city might consider removing water service.

Personnel

In analyzing the present and future staff it appears that a Code Enforcement Program would require:

- Approximately 25% of the present City Inspector's (or equivalent trained man) time as Department Head to provide direction, answer detail technique questions and handle difficult cases.
- Full time inspector to make inspection as outlined above.
- Full time combination clerk-counselor.
- Periodic assistant from the City Attorney.

Administration

The current Housing and Building Codes of the City of Whitesboro provide excellent administrative authority for a "private" Code Enforcement project.

The technical administration of such a "private" code project could be done by the utilization of form letters which have more or less been standardized by the various federally funded code enforcement projects throughout the country.

Administrative responsibility for carrying out an efficient system could be assigned to a Department Head as a routine function of that position. This would give the Department Head a complete knowledge of the activities and would allow the Code Inspector the ability to operate somewhat autonomously from the City Inspector and hopefully would keep the Code Inspector from getting bogged down by routine assignments from the City Inspector.

In order to assure compliance it would, in all probability, necessitate the use of municipal court complaints in some hardcore cases. In cases

where properties are unrehabilitable, the city should provide a proper means of demolition for unsafe structures.

Outline of Proposed Project

1. Listings of all properties within city, subdivided into standard and substandard. (See attached map entitled, "Structure Conditions".)

2. List from Water Department to Inspector of all structures which become vacant.

3. Inspector would inspect premise of obvious violations and tag structures as necessary. For vacant structures this would prohibit occupancy until repairs are made. Permission would be obtained for the owners of occupied structures and the Inspector would have to coordinate with the owner to accomplish the required treatment.

4. The entire city would be subject to the Code Enforcement activities thus eliminating future blighting conditions in newer neighborhoods.

Additional Responsibilities

In addition to the Housing Code and Non-Residential Code, the Inspector would be charged with enforcement of:

1. Livestock control ordinance.

2. Coordination of abandoned car abatement with Police Department.

3. Assist in new construction inspection as needed.

Job Description and Personnel Qualifications

Department Head - City Inspector - Directs all private construction inspection and code enforcement. Interprets the housing, building, plumbing, electrical, fire and non-residential code. Acts as advisory to the Board of Adjustment and City Council. Supervises the Code Enforcement Program. Trained in inspection of all codes with at least three (3) years of responsibility. Salary ranges from $7,500 to $10,500 per year.

Code Inspector - Makes routine inspection of existing structures as provided in the Housing Code and Non-Residential Code under the direction of the City Inspector. Makes personal contact with owners to gain entry permission and to coordinate treatment activities. Trained in the field of inspection with minimum experience (1 to 2 years). Salary ranges $7,000 to $8,500 per year.

Clerk-Steno-Counselor -Under the direction of the Code Inspector prepare and send out form letters and miscellaneous correspondence. Keep records of existing conditions and code activity. Assist owners with contact with local and regional financial institutions. Trained and experienced in office administration with some knowledge of finance. Salary range $4,500 to $5,500 per year.

Operating Cost and Budget

The following is an anticipated "First Time" cost to establish the proposed Code Enforcement Program and its second year budget.

FIRST YEAR

- Office Space, based on the data provided in Part IV the 2.5 employees of the Code Enforcement Program will require approximately 360 square feet of office space plus a small conference or meeting room, or say 500 square feet.

- Initial Supplies and Fixtures:

Office Supplies	$ 700	
Furniture and Equipment	1500	
Minor Tools	500	
		$ 2,700

- Salary

50% of City Inspector	$3750	
Code Inspector	7000	
Clerk	4500	
	15250	
Payroll Expense	3810	
		$19,060

- Car Allowance @ $30 per month — 360

Total First Year — $22,120

SECOND YEAR

- Salaries	$20000	
- Car Allowance	360	
- Maintenance	200	
Total Second Year		$20,560

Miscellaneous Information

1. Compensation and fringe benefits should be in conformity with existing city practices.

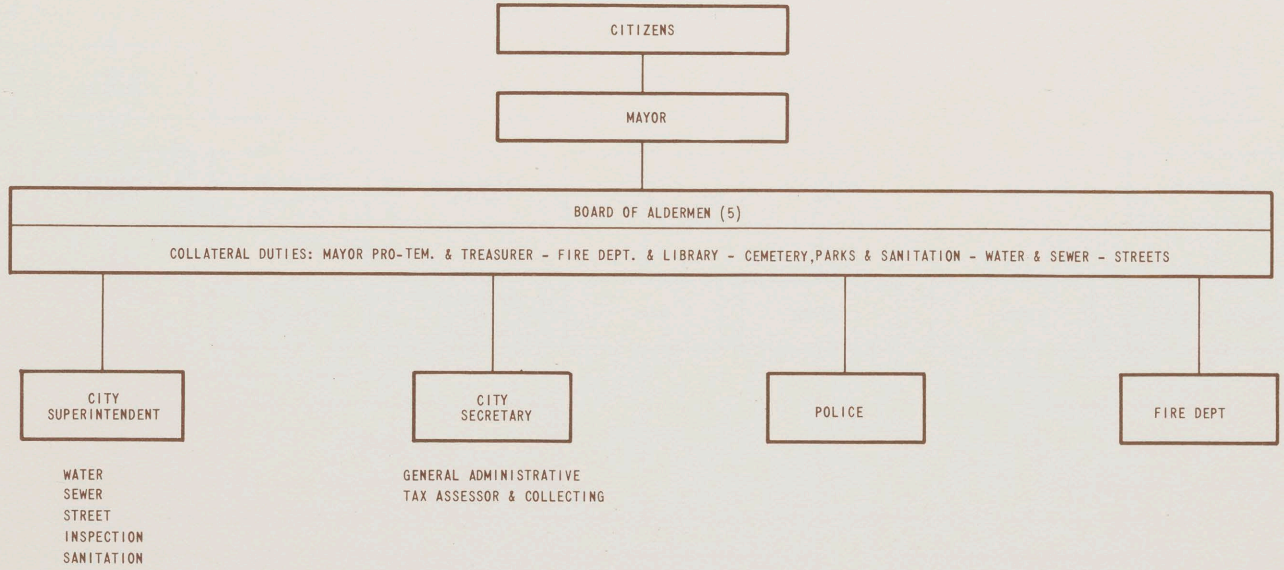
2. No fee is anticipated to be charged for Code Enforcement Inspection; however, the inspection fee of new constructions and alterations shall be based on the schedule of the Southern Standard Building Code.

3. All hardship cases will be resolved on an individual basis with staff members taking into account all aspects of financial resources,

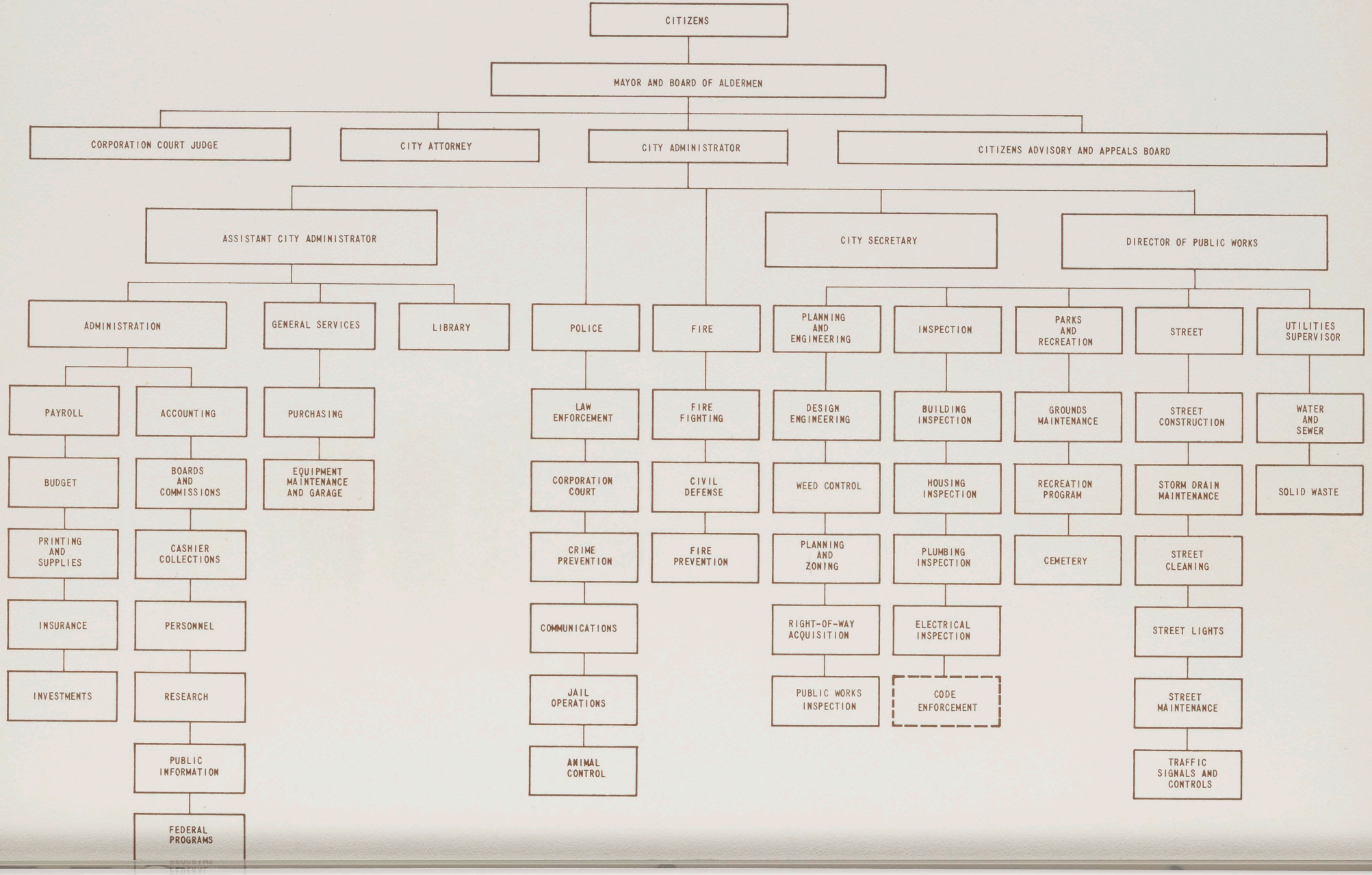
condition of structure, need for immediate action, etc., before outlining the desired plan for bringing that individual's structure into compliance. The counselor will assist all residents in contacting other governmental and community authorities to assist with their individual needs.

4. Technical and financial advisory service will be available to property owners and builders from the Code Enforcement and City Staff.

ORGANIZATION CHART
CITY OF WHITESBORO - PRESENT



PROPOSED ORGANIZATION CHART
CITY OF WHITESBORO - 1975-1980



PART VIII GOALS AND OBJECTIVES

PART VIII - GOALS AND OBJECTIVES

This part of the Comprehensive Plan is a statement of goals and objectives as they relate to the physical, economic, and social development of the City of Whitesboro. The goals of the community are presented in a broad policy or long-range goal, then expanded when explanation is necessary.

These goals, like the Comprehensive Plan, establish directions and serve as "mile-stones" for accomplishments. It is strongly recommended that the city continue their broad based working committee (Citizen Advisory Committee) to review existing goals and establish new ones. Such a committee acts as an advisory to the City Council by reporting their findings and recommendations periodically, say on a semi-annual basis. The committee should be charged with these three primary objectives:

- Establish priorities
- Demand new goals
- Design a strategy for accomplishment

The following is a list of long-range goals felt to be of the utmost importance to the city.

1. Centralized Commercial Areas - The Land Use Plan proposes the Central Business District be retained as the major commercial area for such activity as offices, banking and comparison goods sales coordinated with small neighborhood shopping facilities for convenience goods. The pressure to retain that concept will increase greatly as more land speculation occurs and as the developer attempts to make his profit from the land. It will require careful decision making by the community to couple controlled planned densities with centralized commercial facilities to avoid permitting each parcel of land a "piece of commercial."

2. Minimun Amount of Stripped Commercial - The existence of Main and Union Streets and the two by-passes will generate many requests for commercial buildings in strips along these facilities. The more of this that is permitted the greater the chances of depleting the goal of a centralized commercial area (CBD).

3. Coordination with School District - It is evident that the growth of the community will require recreation space and programs to assure the quality of living. Even though there is sufficient land within the city for park and recreation space its acquisition and development is and will be costly; therefore, it is proposed that the city and school district coordinate an acquisition and activity program to provide well-located and proper sized sites for the creation and maintenance of recreational facilities in conjunction with schools.

4. Sanitary Sewerage Facilities - The growth and development of the community is presently hampered and will continue to be restricted until the proposed sewer treatment plant is finally a reality.

The next priority following its construction should be the extension of additional outfall mains. These mains, if properly planned, will accomplish two important needs for the community - first, the elimination of lift stations, and second, the opening of land for development.

5. Solid Waste - Based on data produced in this report, a 20 to 25 acre site for sanitary land fill should be purchased. Consideration of a southside location should be given.

6. Reclamation Center - It is estimated that between 10 percent and 25 percent of the material thrown away as waste is reclaimable; therefore, a program to persuade citizens to assist in collection of salvageable goods should be established.

7. Street Tree Planting - The aesthetic value of street and yard trees in an urban and suburban environment cannot be questioned but aside from adding beauty to the neighborhood, street trees are needed to reduce traffic and other urban noise and to reduce the heat generated by the mass coverage of the land with paving and roof tops. In fact, one acre of trees is equal to approximately forty (40) tons of air conditioning. Like many communities the city should require each developer or home builder to plant at least two trees on each lot within a subdivision as well as work out a formula for trees along the street and in the parking areas of commercial and industrial areas.

8. Municipal Appearance - Now is the time to avoid creating a community that looks like any other. Accomplishing this will require as a minimum:

   a. Extensive and continuous city-wide cleanup, fixup and keepup campaign

   b. Beautify and/or screen all city facilities (Water Towers, City Hall, etc.)

   c. Screen and beautify city approaches

   d. Implement a strong weed control ordinance

   e. Prepare and adopt a sign and billboard control ordinance

9. Industrial Development - It is necessary to start now to develop an industrial potential for the community and thereby expand and diversify the city's tax base. Accomplishing this will require a strong leadership and a positive program of action and close coordination with surrounding communities.

10. Education - Based on the data contained in Part II of this report, it is evident that a concentrated effort must be made toward improving local educational levels as well as attracting new families with a greater educational level. Accomplishing this will require a definitive long-range program involving the Independent School District as well as the region's junior colleges.

11. Community Promotion - The strategic location of Whitesboro in relation to the region's industrial centers of Gainesville, Sherman and Denison coupled with a quiet, peaceful atmosphere presents an opportunity to create a LIVING IN WHITESBORO - WORKING IN SHERMAN-DENISON-GAINESVILLE program.

12. Better Use of the Land - Because of the great amount of open land surrounding the community the city is encouraged to develop, within its Subdivision Ordinance and Zoning Ordinance, rules and regulations which promote innovative land planning and utilization and the awareness of community design with concentration on maximum planned open space for the enjoyment and use of the total population. Accomplishing this also requires a coordinated effort to assist the land developer in reaching an optimum building density with such techniques as cluster homes, patio houses and town houses where the open spaces are maximized.

13. Central City Growth - Approximately 56 percent of the city is vacant. Many of these 900 vacant acres have water and sewer readily available; therefore, the city is urged to encourage the development as a first priority over the outlining areas.

14. Budget Procedure - Based on data provided in this report, it is obvious that certain changes be made in the procedure of municipal budget preparation and administration. Among these are:

    a. Ordinance establishing budget preparation procedures

    b. Adoption of a CHART OF ACCOUNTS

    c. Procedures for Performance Review

15. Municipal Management - The need for skilled management is obvious when one considers the scope of public funds and employees within the municipal government; therefore, serious consideration should be given to finding a method of permitting the city the advantage of professional municipal management.

16. Municipal Complex - A municipal complex containing the administrative function, police, library and community activities spaces should be considered as an anchor in the Central Business District, as a show of pride of our community and as an efficient way of operating one of the biggest businesses in town.

17. Street Lights - The streets in many parts of the community are inadequately lighted; therefore, it is suggested that a five (5) year program of street light installation be established and carried out with emphasis on underground wiring.

18. Storm Drainage - At present the city has no policy nor design criteria regarding the installation of storm drainage facilities within new subdivisions and in many areas of the community storm drainage problems exist. Correcting these problems involve:

    - Establishing, by ordinance, specific and general design criteria for storm drainage facilities within streets and open ditches.

- Preparation of a storm drainage analysis and plan for the total city.

- Installation of curb and gutter on many streets where barrow ditches now exist.

19. Parks and Recreation - One of the obvious deficiencies of the community is its lack of park and planned open space and recreation facilities. It is recommended that the city create an aggressive program of acquisition and development with a specific goal of acquiring at least 40 acres of new park and open space land within the next five (5) years and developing, with full recreation facilities, five acres of existing park land per year for the next five years.

20. Medical and Health Facilities - Without adequate health care facilities the community's possibilities of attracting more people and new industry is limited;therefore, a concentrated effort to accomplish the following is suggested as one of the first priorities:

- Prepare a Comprehensive Health Program for the community.

- Secure a physician.

- Determine the feasibility of forming a hospital district.

- Assist with the development of a nursing facility for the elderly.

21. Code Enforcement - Without Urban Renewal and with a limited municipal inspection department the condition of structures within the community will tend to deteriorate. Part VII of this report sets out specific recommendations for the creation of a Code Enforcement Program. It is suggested that the City Council give special consideration to its creation.

22. Environment - Protection and enhancement of our environment is now and will be in the future a key factor in the growth and development of Whitesboro; therefore, the following goals are proposed:

Goal One: To conserve and improve the quality of the natural and man-made environment to benefit present and future generations.

Objective One: Maintain the present high quality of air, water and land.

Policy 1a: To encourage a county-wide air quality ordinance and an enforcement branch to be part of the County Health Department.

Policy 1b: To discourage the acceptance of septic waste disposal in the Woodbine aquifer and in areas which could possibly seep into water ways and impoundments.

Policy 1c: To require erosion prevention techniques to be taken during and after development so as not to lose topsoil or pollute the watershed with additional silt.

Policy 1d: To encourage minimum land coverage and maximum open space in developed areas.

Policy 1e: To enforce the regional and national pollution laws rigidly.

Policy 1f: To encourage a sign ordinance be adopted to eliminate unsightly visual pollution.

Policy 1g: To adopt a noise ordinance which sets a decibel limit.

Policy 1h: To recycle all nonrenewable resources.

Objective Two: To improve the social environment for all segments of the community.

Policy 2a: Implement the Comprehensive Plan.

Goal Two: To incorporate an environmental concern or awareness into the Comprehensive Planning process.

Goal Three: To achieve a balance between population demand and need of resources which will promote the greatest quality of the environment while maximizing the living quality of Whitesboro.

23. Housing - Because of the numerous housing problems within the community the following special goals are recommended:

Goal One: To improve the total living environment in Whitesboro.

Objective One: To eliminate decay in various housing areas through rehabilitation, remodeling and strict enforcement of ordinances.

Policy 1a: Make special effort to enforce existing ordinances for control of weeds, junk automobiles, unkept yards, commercial ventures in residential areas, littering and dumping on lots and open areas and trash and storage behind commercial buildings.

Policy 1b: Continue the policy of replacing deteriorated street surfaces with permanent surfaces.

Policy 1c: Review and continually update housing construction codes to encourage greater use of new materials and construction techniques.

Policy 1d: Rezone certain areas to eliminate mixed land uses.

Objective Two: To reexamine zoning ordinances to determine whether they are capable of carrying out the general housing goal.

Policy 2a: Implement the Comprehensive Land Use Plan for Whitesboro and require that all zoning changes be consistent with the Land Use Plan currently approved at the time of the proposed change.

Policy 2b: Discourage zoning changes which would interfere with the peaceful and enjoyable use of single-family neighborhoods or other established uses.

Goal Two: To provide a variety of good housing both structurally and aesthetically for each person in our community.

Objective Three: To meet the individual needs of current and future residents.

Policy 3a: Provide facilities for families relocated from condemned housing.

Policy 3b: Provide for a variety of styles and economic levels of housing to handle the population for the next thirty years.

Policy 3c: Plan for the elderly as well as for other segments.

Policy 3d: Allow for increased housing mobility of individuals.

Objective Four: To determine the effects of and establish future objectives for mobile home parks in the city.

Policy 4a: Prohibit development of mobile home parks in established built-up residential areas.

Policy 4b: Establish separate zoning districts for mobile home parks.

Objective Five: To investigate the desirability and possibility of expanding the public housing within the city.

Policy 5a: Require that new public housing built in Whitesboro be more innovative in concept and design than present example.

Policy 5b: Present any new or improved kind of public housing at a public hearing for review and commentary prior to implementation.

Implementation - The establishment of Goals and Objectives has long been an effective recognized management tool to accomplish a specific task. In this case, the task is defined as, "Making and Keeping Whitesboro a Good Place to Live, Work and Play." Unfortunately the task cannot be accomplished in a few days or for that matter a few years. Because the city is a dynamic unit and is ever changing the specific parts of the task will also be ever changing; therefore, the community must review and reestablish its goals periodically. A two (2) year maximum is recommended.

The development and maintenance of a community is not a simple undertaking. It requires comprehension of complex urban problems and the ability to put

first things first. It also requires the understanding that a community's growth involves two factors:

- The new growth which occurs outside the built-up area and along its fringes.

- The regrowth and maintenance of existing urban areas.

Each of these factors require somewhat of a different approach to develop the proper tools for their guidance and solutions. In Whitesboro, the first factor, new growth, is not anticipated to be as great as the problems of regrowth; therefore, it is strongly recommended that emphasis be placed on those goals which:

First - Assure that safeguards are developed against those problems which are anticipated to be reoccurring. For instance, if the city would prepare storm drainage design criteria and require new subdivision to abide by that design, there would be no storm drainage problems to solve in the future.

Second - Develop the economic base of the city. Without a solid tax base no real program of improvement can occur.

Third - Put the municipal government's house in order, thereby providing strong agressive leadership and guidance to the total citizen body.

Four - Preserving the existing facilities by a strong maintenance effort. This involves every part and parcel of the community.

PART IX LAND USE PLAN

PART IX - FUTURE LAND USE

This section of Whitesboro's Comprehensive Plan is, beyond any doubt, the most important of the many planning tools the citizenry has at its disposal. The Land Use Plan serves as an overall long-range guide for development and redevelopment. Its creation is the result of many factors but primarily of the NEED and DEMAND for land space. The Plan has combined the result of such studies as existing land use, topography, environmental blight, water, sewer, schools, recreation and the economic factors affecting commercial, industrial and residential land demands.

Based on recommendations developed throughout the various parts of this report, a need for better physical planning in the total city was evident. The planners saw the need for better population distribution, an increase in density of people per acre, better circulation of both major and minor streets, a conforming of land uses to protect the valuation of all property owners, better subdivisions of land for greater living and the conversion of some abused land to become more desirable for the total city.

The analysis of relative growth indicators points to a city of approximately 4500 population in the coming twenty-year period. This expansion in population and urban area requires a plan on which city officials, land developers and entrepreneurs can use and rely for the decisions for making expenditures and investments.

The accompanying multi-colored map illustrates in basic diagrammatic form a recommended plan for the future use of land. The plan represents the growth and development prospects of the City of Whitesboro for the next twenty-year period. The proposed plan is ambitious; however, it is workable and can reasonably be accomplished provided it is used as a guide rather than a dogma and provided that the city will continue to produce the necessary community leadership and foresight.

More than adequate land has been provided for all uses. The utilization of these lands is contingent on the present and prospective growth dynamics, continuity leadership and the prospect that other recommendations scattered throughout this report are effectuated.

If the City of Whitesboro has any intention of implementing the Land Use Plan it is strongly recommended that the following points be carefully considered:

1. Establish a basis for economic growth and expansion through the attraction of industry.

2. Expand, preserve and maintain the Central Business District as the major retail and service center of the Total Planning Area.

3. Develop a greater retail market by establishing a closer liaison with the population living in the fringe areas of the community. This will require, as a minimum, a better road and highway system.

4. Establish and enforce the necessary controls to guide the orderly development of the community. As a minimum, these involve updating .... Zoning Ordinance, Subdivision Rules and Regulations, Building Code, Electrical Code, Plumbing Code and Minimum Housing Standards.

5. Encourage the development of vacant property within the existing corporate area as a means of providing greater densities and tax revenues.

6. Discourage the development of strip commercial along major streets and especially along the bypass highway.

7. Preserve and maintain the open spaces along the major drainage ways as greenbelt parkways.

8. Encourage a higher density of population in all new subdivisions of property.

9. Preserve the integrity of residential uses by requiring adequate buffers and screening of all adjacent nonresidential use.

10. The orderly growth of the City of Whitesboro requires that no parcel of property be platted, developed or sold by metes and bounds without prior approval of the City Planning Commission of a preliminary plan of the total property.

BASIC CONCEPTS OF THE LAND USE PLAN - There is no single statement which can properly describe the concept on which the Future Land Use Plan for Whitesboro is based; therefore, the list of statements below is intended to convey the major principles and ideas of the plan.

1. The primary concept of the Land Use Plan was to create an urban community compatible with the anticipated growth projected.

2. The rapid urbanization of the nation and more particularly the Sherman-Denison-Gainsville and Fort Worth-Dallas metropolitan areas demand a reversal of the trend presently taking place in Whitesboro. Urbanization is now, and more so in the future, bringing about higher land cost, consequently making it almost impossible to keep and maintain rural property. The Future Land Use Plan recognizes this and is based on the concept that urbanization cannot be half accomplished. There is no middle ground. Whitesboro cannot be a city with its present scatteration and fragmentation of land uses; the problems are too great.

3. Even though the trend of increased land cost and population demands higher concentration of urban uses the plan fully recognizes the need for open green spaces as an integral part of Whitesboro's environment. Therefore, the major drainage ways have been left in their native state as greenbelts and park space. It would be highly desirable to permit clusters of patio homes, townhouses or similar housing within the greenbelt area if these clusters are widely separated and if a HOME OWNER'S ASSOCIATION has full control of the dwelling units after their completion.

4. Circulation of traffic is based on these basic concepts:

   - Land uses generate traffic, that is, streets and thoroughfares are facilities servicing land use rather than facilities generating uses and an economic demand for property.

   - Expansion of urban uses outwardly requires circumferential circulation, that is, alternate routes to avoid traffic congestion in a central location.

   - Concentration of major commercial uses to the Central Business District demands more and better access to that area.

5. Only one type of residential use has been designated on the Land Use Plan; however, it must be pointed out that other uses may be permitted. For example, two-family (duplex) units can readily be permitted in a single-family area when there are single units dispersed throughout. It would be permissible to create a large area of duplexes provided they are homogeneous in architecture with the surrounding single-family area and that adequate off-street parking (1-1/2 spaces per unit) is installed. Any group of duplexes should be screened from adjacent single-family units.

   Apartments and structures with more than two families should not be permitted to be adjacent to single-family units unless there is a definite physical and sight barrier constructed. An apartment complex can serve as a buffer between commercial and single-family, but when this is done the apartment should be oriented with the commercial use and the majority of the traffic should not be permitted in or adjacent to the single-family area.

   Apartments should be permitted on a portion of the greenbelt provided enough open space and recreation facilities are designated.

   The whole concept of residential use is based on the need to intensify development and densify population, thereby concentrating utilities and overall municipal services.

6. The primary concept of providing space for commercial property is one of a reasonable balance with its market, protection from residential and industrial encroachment and planned unity without damage to adjacent residential areas. The Land Use Plan recognizes three basic types of commercial use:

   a. Central Business District - The existing downtown has been preserved by proposing an orderly arrangement of logical land uses, expansion of the present uses into a quality type shopping center serving the region and increasing vehicular circulation.

      The Land Use Plan strongly recommends the downtown area to be developed as the major shopping center of the community, therefore

leaving little, if any, market for other shopping but providing for the space and opportunity for the purchase of convenience goods* within the neighborhood.

b. Neighborhood Commercial - In all communities there is a necessity to provide retail outlets near or within residential areas for the convenience of the population. The size and location of these outlets depends on the number of persons to be served and the economic characteristics of the family.

c. Highway Oriented Commercial - These uses are not necessarily limited to service stations and related auto facilities but include motels, restaurants, drive-in theaters, etc. and in some isolated cases neighborhood shopping centers. They serve two primary functions; first, as retailing convenience outlets to highway use and second, as buffers from the noise and nuisance created by the highway.

It is not at all advisable to permit the total highway frontage to be stripped with commercial uses. Rather, these facilities should be grouped, where possible, at intersections and located with highway sight distances in mind. They should also be set back from the highway or major street far enough not to interfere with the drivers' sight line and driveway openings spaced so as not to interfere or interrupt continuous traffic flow.

In some cases where neighborhood units are too small or have limited population for a shopping center to be located near the center of population it is advisable for the shopping area to be situated along the highway frontage, thereby permitting a convenience for the neighborhood and a possibly greater market for the commercial use.

The problems of zoning requests for commercial zoning of highway frontage should be brought to the attention of the Planning Commission. First, every owner of highway property feels he has an ideal location for commercial activity. Based on this false assumption, he feels his property has greater value; consequently, no other land use will satisfy him. Second, the commission will be continuously requested to zone highway property; therefore, a positive policy must be established. Without such a policy it is conceivable that both sides of the bypass highways will be solidly stripped with commercial use from city limit to city limit. Such a strip would not only defeat the concept of the Comprehensive Plan but would create many inconveniences for the Whitesboro citizens.

7. Industrial Use - The concept of the Comprehensive Plan toward industrial property is threefold:

a. Industrial facilities are a prime need for the economic livelihood of the community.

*Convenience Goods - Those items purchased for daily consumption or use as opposed to major appliances, clothing, furniture, etc. Convenience goods take into consideration such items as food stuffs, drugs, minor hardware, etc.

b. All industrial facilities should be grouped in a unit so far as possible.

c. The types of industrial facilities should be varied; however, no heavy (obnoxious) manufacturing should be permitted, rather, light (smokeless) manufacturing and its related establishments would be more desirable.

There is little need to discuss the necessity or desirability of industry in Whitesboro as an economic factor assisting the community's tax base and providing places of employment.

The trend of industrial developers and municipalities alike has been to group all industrial establishments into a unit identified as an INDUSTRIAL PARK. Such a park permits similar or compatible establishments. The area usually is designed with deed restrictions or land development controls and standards such as setbacks, landscaping, visitor and employee parking requirements and screened loading and unloading areas. Roadways are constructed for truck loads and utilities for maximum capacity.

In concept, even though there are substantial railroad facilities located to the south of the community, there are limited possibilities of providing sanitary sewer facilities; therefore, the Land Use Plan recommends, as did the 1964 Comprehensive Plan, the areas to the south and adjacent to the railroads as industrial. A second area, specifically for light industry, has been designated near the intersection of Highways 82 and 377. This location is ideal for trucking industries and for those who wish to "show off" their facilities. The designated area can be adequately serviced with water and sewer.

8. Central Business District - As in all cities the function of the downtown has traditionally been the retail, commerce and government center. It is the heart of activity and the nerve center for business. Downtown Whitesboro suffers from many problems, some of which are the lack of parking, obsolete buildings, through traffic circulation and difficult accessibility.

Creating a vibrant downtown requires the solution to not just one problem but a comprehensive approach to all simultaneously; therefore, it is strongly recommended that the Central Business District be brought under a redevelopment project taking the following factors into consideration:

a. Rehabilitation of deteriorating and obsolete buildings.

b. Clearance and redevelopment of substandard buildings for parking areas and reuse.

c. Rerouting of traffic on the perimeter rather than through the area.

d. Creation of a pleasant shopping atmosphere by the installation of a mall-type facility and vegetation.

e. Conversion of adjacent residential uses to high density.

It is important for everyone that their community have a strong center, yet despite everyone's concern the special interests of citizens, merchants and property owners put their interests frequently at variance with each other regarding the methods and techniques of improving the center of the city.

The melding of all interests into a common plan of action will require efforts and time far beyond what is in this report. What is offered here are broad suggestions which may be used to guide efforts regarding proper land use patterns and spatial relationships. Specifically, it would be wise for Whitesboro to adopt the following proposals:

First - Increase Variety and Intensity of Usage - Provide different activities within downtown and more intense development of all land. Results will be increased vitality of the central location making it a more attractive location for commercial activity.

Ideally, there would be activity in the Central Business District in the evenings and on weekends as well as during the work week. Such activity could make use of common space, parking and access developed for the Central Business District. This would make the Central Area a true center of the community. By bringing people into closer contact with the displays and making the trip to the Central Business District a pleasant experience, the merchants will also benefit.

Restaurants, commercial entertainment and churches are typical of activities which should be encouraged to develop in the downtown. They would use parking and other community facilities after five o'clock in the evenings and on weekends thereby adding vitality.

Second - Provide Adequate Parking - Parking is an essential factor in all present-day planning efforts. Much of the present difficulty lies in the retention of a "hitching post" concept - failure to recognize that an automobile requires approximately 500 square feet of parking and maneuvering space per stall compared to less than 50 square feet for a horse and less than 5 square feet for a pedestrian. The consequences of attempting to provide this space along the streets immediately adjacent to shops and offices as the hitching post was provided for the horse in pre-auto days can strangle the business activity of the city.

The lack of planned parking for the most part has congested the downtown area. This is aggravated by the slowdown from vehicles pulling in and out of spaces and the traffic circulating to find a space. This is enough to discourage all but the more essential trips to the Central Business District and encourage the development of suburban commercial activities.

The following proposals are suggested to ease parking and traffic congestion:

a. Some streets should be closed to through traffic so they may be used exclusively for parking.

b. Concentrate parking where possible into large lots. Though these areas may be slightly removed from the activity they serve, they will more than make up for this inconvenience by providing adequate spaces in one location so that patrons do not spend a lot of time and patience cruising and hunting for a place to park.

Third - Provide Attractive Open Space - Invariably, in cities throughout the nation, some of the most successful commercial locations are those adjacent to downtown parks or plazas. These locations attract people and people are potential customers. Recently some cities have devoted large portions of their downtown street systems to malls with pleasing success.

Fourth - The Elimination of Incompatible Uses - There are several uses which are considered detrimental to activity in the Central Business District.

a. Industry with heavy truck traffic and high noise levels should be removed or isolated from the commercial area so that traffic and noise do not interfere.

b. Residences require privacy. An ideal environment for raising a family is not provided by the Central Business District, and the presence of residences places undue burdens upon the Central Business District to provide all the residential facilities and services without destroying the commercial nature of the Central Business District.

An exception to this is multi-family housing for those who have already reared their children or those who are just setting up housekeeping. For these prople a convenient location is most important, and they do not require large amounts of space for rearing children. Their presence in or near the Central Business District should be encouraged.

The plan for the Central Business District utilizes the ideas just set forth. It is purposely broad. The detailed plans will depend upon the local implementation of the previous suggestions.

The exact plans for developing open spaces and parking should await more detailed coordination of all the property owners and merchants in the Central Business District.

Part of the above considerations have been initiated and part are now being given study by the Urban Renewal Agency.

The basic purpose of this plan is to provide a schematic arrangement of the essential elements needed for successful growth of the Central Business District. If, in addition, it stimulates interest and further involvement by people in the community it has more than served its purpose. It should not be used to restrict soundly conceived and well planned activities of any type so long as they respect neighbors and neighboring uses and do not unduly burden the public facilities serving them.

Specifically, the proposed plan has as its goals the following:

a. Improvement of streets which lead to the Downtown Area.

b. Consolidation and separation of major uses, for instance all major retailing grouped into a subunit with City Hall and related public facilities as another subunit.

c. The basic street pattern would remain intact as facilities for moving traffic and space for utilities, but no parking would be permitted in the majority of cases. Rather, parking would be designated in areas convenient to all stores, shops and establishments. Main Street would become a parking street with minor traffic movements.

d. Aside from the retail and general commercial uses in the Downtown Area, high density residential use would permit somewhat of a "built-in market."

SUMMARY OF FUTURE LAND USES - The attached map entitled FUTURE LAND USE PLAN illustrates a realistic proposal for the community. Its implementation will require, among other things, a willingness of the Planning and Zoning Commission and City Council to work with the land developer, adjust land development ordinances to modern standards and establish a continuous vigorous program for "filling in" the vacant gaps as well as maintenance of the existing community. The plan proposes the following amounts of land:

	Area of Existing Land Uses	+ New Land Uses	= Total Future Land Use
Residential	264	235	499
Commercial	37	59	96
Industrial	6	159	165
Park	26	14	40
Open Space	-	220	220
Public	41	14	55
Quasi-Public	5	0*	5
Streets and R.O.W.	328	235	563
Total	707	936	1643

The intent of the Future Land Use Plan is to retain as much as possible all the existing uses; however, in some cases where there is an obvious incompatibility, the plan recommends an alteration.

It is not assumed that Whitesboro can or will urbanize the number of square miles shown on the Land Use Plan in a twenty-year period; however, it is expected that concentrated rural or semi-rural development will be occurring within the area shown. The major problem of this type of development is the present lack

*Quasi-public such as churches is considered, in this plan, to be a part of the residential area.

of control of building standards, zoning and land subdivisions; therefore, it is strongly recommended that the city work toward state legislation which would permit the extension of these controls into the extra-territorial jurisdiction of the city.

The Future Land Use Plan is based on two key items:

First - The Goals and Objectives of the Community as set out in Part VIII of this report, and

Second - The Land Use Standards, Demands and Requirements as set out herein.

LAND USE STANDARDS, DEMANDS AND REQUIREMENTS - The purpose of Land Use Standards is to establish acceptable minimum requirements for the planning and development of the total city. These standards must serve as guidelines on which the Planning Commission and City Council can obtain appropriate amounts of land for community facilities. They also serve to establish a precedence for future action by forthcoming city government officials and the execution of their duties.

Land use demands are also general guides; however, they involve the economic realm of city development. These demands are related to the land needs of population. For instance, as the city adds population the retail-commercial requirement will not always be proportionate to the increase of population. The land use demands should be used as indicators for commercial, residential and industrial land uses. They are meant to be flexible and as a yard stick with which to measure well rounded development.

These Land Use Standards, Demands and Requirements should be of great assistance in formulating the Planning and Zoning Commission and City Council decisions on individual zoning change requests. It must be kept in mind at all times that Standards, Demands and Requirements vary with each individual situation and that no hard and fast rule can ever be established. Broad and general regulations governing the type and location of specific land uses are a vital aid in determining the land use patterns of the particular neighborhood involved and of the total community.

LAND USE STANDARDS

SCHOOLS:

General Considerations:

- Area to be served
- Capacity of school plant
- Site characteristics
- Multi-purpose use of school plant (education and recreation)

1. Elementary School

   a. Area served - 3/4-mile radius (maximum)

   b. Area served - 1/2-mile radius (recommended maximum)

   c. Area served - 10 to 20 minutes

   d. Number of pupils - 350 to 600

   e. Site - desirable 6 acres plus 1 acre for each 100 pupils

f. Site - 15 acres (maximum)

g. Parking - two spaces per classroom and office

2. Junior High School

a. Area served - 1-1/2-mile radius (maximum)

b. Area served - 1-mile radius (recommended maximum)

c. Area served - 15 to 20 minutes

d. Number of pupils - 700 to 1500

e. Site - desirable 10 acres plus 1/2 acre for each 100 pupils

f. Site - 25 acres (maximum)

g. Parking - three spaces per classroom and office

3. Senior High School

There are no meaningful City Planning Standards for the location, size and site requirements for senior high schools within existing urbanized communities; however, the following are basic criteria which assist in evaluating an existing school or one being proposed.

a. Area served - In municipalities under 75,000 population it is unlikely to require more than one senior high school; therefore, in Whitesboro with a twenty-year anticipated population of 4500 a single, well planned and centrally located facility should serve the community adequately.

b. Location - Such a major community facility should be located centrally in such fashion as to be easily accessible but not in conflict with normal community activities such as commerce, retail centers and dominant traffic patterns.

c. Site - The size of the senior high school campus will vary with student population; however, 30 acres should serve as a beginning point.

d. Parking - A major problem in the development of a high school campus. A basic requirement for parking would allow a minimum of five parking spaces for each classroom and office in conjunction with bus loading areas. It is advisable to locate these parking areas in relation to major athletic facilities so as to serve a multi-function of daytime student and game parking.

4. Comments on School Standards

a. When possible park and recreational facilities should be combined with each school site.

b. Location of schools must not be on major streets or at major intersections. Schools can be near to these facilities.

c. Extra width should be allowed for street at major entrance of school buildings, thus permitting clearance for vehicular circulation during opening and closing of school day.

PARKS AND RECREATION:

General Considerations:

- The use of school plant and campus facilities for park and recreation purposes
- Area to be served
- Function of recreation facility
- Site characteristics

1. Neighborhood Park (Playground)

   a. Area served - 1/2 to 3/4 mile radius (same as elementary school)

   b. Size - 1 to 2 acres per 1000 persons (varies with shape of site and density of population)

   c. Site - 4 to 8 acres (varies with parking spaces and site characteristics) when located in conjunction with elementary school the combined acreage should be between 10 to 12 acres

   d. Location - adjacent to elementary school or near center of residential neighborhood unit

   e. Facilities - normal elementary level active-recreational functions, multi-purpose paved area, passive-recreational activities, landscape areas, tot lot facilities

2. Community Park

   a. Area served - 1 to 1-1/2 mile radius (same as junior high school)

   b. Size - 1 to 2 acres per 1000 persons

   c. Site - 10 to 20 acres; when located in conjunction with junior high school the combined acreage should be between 15 and 20 acres

   d. Location - adjacent to junior high school and near center of residential neighborhood

   e. Facilities - minimum 5 acres for active-recreation (baseball, softball, tennis, etc.), community center and swimming pool, adequate parking, passive-recreation, landscape or scenic areas

3. Regional Park and Open Spaces

   a. Area served - all of the city and the surrounding communities

   b. Size - 7-1/2 acres per 1000 persons

   c. Site - varies with existing conditions and nature of site; larger than a community park and has no minimum size

d. Location - along waterways and floodways or in areas of special scenic value

e. Facilities - where site permits incorporate active-recreation (baseball, softball, tennis, etc.), picknicking, hiking, riding, swimming pool, golf course, off-street parking at shelters, athletic fields and scenic areas and passive-recreation areas

4. Special Park and Recreation Areas

a. Parkways - Usually a wide strip of land along either side of major drainage ways. By providing a park use at this location the community avoids placing higher land uses in flood lands. There are no standards for this type of park other than the recognition of a need to provide a route of scenic value to the city.

b. Tot Lot - Usually a very small area (less than 6000 square feet) located in a highly populated area and furnished with various types of play equipment for children of preschool age.

5. Comments on Park and Recreation Standards

a. When possible school and park areas should be combined into a single or adjacent site.

b. Park and recreation areas should be an integral part of the community, located in such a manner as to blend with the surrounding land use patterns as a part of the total unit.

c. Open spaces of all types should be accessible to the whole community.

d. Natural geographic features should be preserved in order to provide scenic pleasure for all citizens.

PUBLIC MUNICIPAL BUILDINGS - Part IV of this report set out the demands for public buildings as:

	Building (S.F.)	Site (S.F.)	Parking
City Hall	3,000	13,000	23
Library	2,465	6,400	8
Police Headquarters	2,400	6,000	3
Community Center	4,500	12,900	13
Total	12,365	38,200	47

It is recommended that these facilities occupy a single site of say one (1) acre, located at the southwest quadrant of the Main and Union Street intersection.

RESIDENTIAL REQUIREMENTS - Based on a 1995 population of approximately 4500 and assuming that a majority of the city will develop at approximately the present density of four (4) dwelling units per acre, the following acreages will be utilized for residential purposes:

1973 (Existing)	264 acres
1975	296 acres
1980	331 acres
1985	362 acres
1990	411 acres
1995	445 acres

In other words by 1995 it is anticipated that Whitesboro will have an additional 181 acres of land in residential use.

As stated earlier there are approximately 566 vacant lots occupying 202 acres presently existing within the community. Unfortunately many of these do not meet contemporary lot sizes. These vacant lots vary in size from 3,920 square feet (.0900) to 31,363 square feet (.7200) with an average of 15,246 square feet (.3500). Even though it has been strongly recommended that these lots be put to use as a deterrent to urban sprawl, it is unlikely that a great number will be utilized for residential purposes in the near future for the following reasons:

First - Approximately 98 of these, occupying approximately 13 acres, are designated by the Future Land Use Plan as some use other than residential, and

Second - In most cases a developer can purchase raw land and provide utilities at less cost than he can buy "finished" lots.

The Future Land Use Plan has designated approximately 499.0 acres of land for residential use. This is approximately 54.0 acres more than the anticipated demand indicates. The reason for this "over projection" is threefold:

1. There are several areas where development is anticipated or rumored.

2. A single large development on the fringe of the urban area can establish a directional trend and safeguards for zoning must be established.

3. It serves as a guide to those who wish to purchase and develop land within the area.

It is anticipated that some of the land designated as residential will be used for housing with densities greater than the normal 3 to 5 single family units per acre. These areas suitable for greater density consist of generally:

1. Land adjacent to the Central Business District

2. Land adjacent to the proposed greenbelts

3. Land adjacent to Highway Bypasses 82 and 377

4. Land adjacent to major thoroughfares

COMMERCIAL REQUIREMENTS - Much of the commercial land in Whitesboro is in the Central Business District. On the other hand, as the city expands in population and area it should anticipate the need for more commercial land in outlying areas to provide for convenience shopping and to meet highway oriented demands. Therefore, three diversified commercial demands are created.

First - The physical and economic demand to maintain the existing central business area.

Second - The economic demand to supply new commercial land in the outlying areas.

Third - The demand of future population of commercial land.

For planning purposes, the future commercial needs are projected at 3 acres per 100 population. This results in a total of approximately 135 acres by 1995 or an addition of approximately 98 acres for the coming 20 year period. This projection allows space for retail, office, services, medical and governmental. It also includes parking calculated on a ratio of five (5) parking spaces per 1,000 square feet of gross desirable area. The location of these 98 new commercial acres is dependent on the desires of the community; however, it is recommended that - - A MAJORITY OF THE FUTURE COMMERCIAL LAND USE BE AN EXPANSION OF THE CENTRAL BUSINESS DISTRICT.

The Future Land Use Plan designates approximately 96.0 acres of land for commercial use. This is approximately 39.0 acres less than the anticipated demand indicates. This decrease can be justified with the following reasons:

1. Without Urban Renewal in the future a meaningful expansion of the Central Business District will be limited thereby forcing any expanding market to select an alternate site. In the consultant's opinion, this alternate site should be limited to one of the several possibilities shown on the plan.

2. Once the above mentioned site is selected and if this site is properly planned, it will probably draw other commercial establishments.

3. Because of their newness, the impact of the two highway bypasses cannot be measured at this time; therefore, the plan can only anticipate the normal process of land development adjacent to such facilities.

INDUSTRIAL USE REQUIREMENTS - If Whitesboro is to assure its future, industry and manufacturing must be attracted. Because there is no industry of consequence presently existing, projections must be based on assumptions. Therefore, it is assumed that Whitesboro will attract approximately 36 acres of industrial use by 1990. This acreage represents a national average of between 1.07 and 0.57

acres per 100 persons. In theory this projection may have substantial margin of error. In practice, however, it has been found that a city which wishes to attract industry must make available for industrial use two or three times the amount of land expected to be used. This is necessary to provide diverse size and location requirements of prospective new industries.

It is assumed that Whitesboro's 1990 industrial demand will be 82 acres; however, it is recommended, as shown in the Future Land Use Plan, that a greater area be set aside. The 165 acres of industrial land use on the plan include sites for both the rail user and truck user.

STREETS AND THOROUGHFARES - The 1963 Comprehensive Plan established excellent standards for street and right-of-way widths as well as standards for parking lot design. It is recommended that the city retain these standards as basic guides.

At present approximately 40% of the total city is devoted to streets and rights-of way. This includes the two highway bypasses. The Future Land Use Plan does not anticipate any future such large highway facilities but does project additional major thoroughfares and collector streets which will occupy an approximate additional 80 acres.

If the city continues to develop in grid pattern, it is anticipated that an approximate additional 25%, or 155 acres, of the new development will be devoted to streets and rights-of-way. This is a total of 563 acres.

BASIC ASSUMPTIONS - As in any forecasting of this nature, certain assumptions and qualifications have been made. Some of these assumptions have been previously discussed. Others are established below:

1. Population - The demands and requirements for urban land are contingent on population and its economic characteristics. The City of Whitesboro is unique in that at the present time and for some distance in the future the city's economic structure will be based on mostly personal services and commercial activity rather than on industry. Its population is directly related to the growth and expansion of the regional area. This fact creates a tenuous basis on which to accurately forecast population; therefore, the projected population of Whitesboro does not reflect the city's employment, retail and service background and requirements.

   Therefore, it is assumed that approximately 85% to 90% of the total employed population will be employed in other areas outside the community.

2. Because of the overwhelming need for Whitesboro to attract basic employment industries it is assumed that this need will be fulfilled and thereby provide a more logically balanced economy.

3. It is assumed that steps will be taken to improve and expand the Central Business District to become an ever-important economic unit and in such a manner as to discourage additional separate retail areas.

4. In the course of this study it is assumed that certain residential areas will become high density in character, thereby reducing somewhat the demand for single-family residential land use spaces.

5. The City of Whitesboro is actively engaged in the preparation of a Comprehensive Plan; therefore, it is assumed that a majority of the recommendations to overcome community liabilities and to take advantage of its resources will be effectuated.

6. It is further assumed that basic land use policies and effective zoning practices will be implemented.

7. Based on the findings of this report it is assumed that certain deteriorated areas will be revitalized and upgraded to a point that new land uses can be effectuated.

FUTURE POPULATION DISTRIBUTION - The accompanying map entitled "Future and Existing Population Distribution" illustrates the concentration of population as related to the future use of land and the development of the community by 1995.

It is anticipated the development of land in the future will result in the approximate density that exists today, say four dwelling units per acre, or about ten people per acre.

In general, even and homogeneous distribution of population has been projected for the future city. This projection was based on the assumption that Whitesboro will take measures to develop proper subdivision rules and regulations and zoning ordinances and implement the Comprehensive Plan.

The Future Population Distribution map recognizes the need to:

1. Decrease the number of persons residing adjacent to possible nuisance causing land use.

2. Intensify the population near the Central Business District.

3. Provide an even and homogeneous distribution of population throughout the city where possible.

ENVIRONMENTAL ASSESSMENT:

General Observations - The encroachment on the natural environment by the urbanization of Whitesboro, like almost all American commodities, will cause an environmental stress on the various existing ecosystems. With ultimate development, the residential land use will be approximately 499 acres, the road system will be approximately 563 acres, and the commercial and industrial land uses will be around 261 acres.

The physical city will crowd the natural community, replace the niches, remove the feeding and breeding grounds - fields and forests - and generally replace the natural order of things. The normal activities in the city will create levels of noise pollution, air pollution, water pollution and congestion which cannot be tolerated by most of the existing wildlife and plants of the undeveloped areas. It should be remembered that this area has been intensely used agriculturally for nearly 100 years, and the naturally occuring communities have been greatly altered.

WHITESBORO CITY PLAN 1973 - 1993

EXISTING & PROPOSED

POPULATION DISTRIBUTION MAP

TEN PEOPLE ●

PREPARED THROUGH THE COOPERATION
OF THE
DEPARTMENT OF COMMUNITY AFFAIRS
OF THE
STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

0 400 800 1200 1600 2000 2400
GRAPHIC SCALE IN FEET

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

Impact of Proposal on the Environment - The intent of any plan is to better the environment by minimizing the misuse of the environmental resources.

The residential land use plan is technically correct in that it reflects a low density development of four dwelling units per acre. Using conventional development - gridirons neighborhood layout - would cause the loss of the last part of the forest of the East Cross Timbers. One method suggested for the preservation of the open space natural country texture is the clustering of higher density residential areas within an integrated linear-park and retention pond system along the drainage ways and planned greenbelts. This could allow for a reduction of development and service costs. It would permit a continuing recharge of the aquifer in the northwestern part of town, a continuing contact with the existing natural elements, a reduction in the danger of runoff flooding, a decrease in the cost for storm drainage construction and would create an aesthetic atmosphere which allows for the molding of a community with humans in mind. All of this could add up to a large savings monetarily and an increase in the valuation of the community.

Some of the diseconomies of the typically conventional low density plan are the general increase in the water and air pollution of this dispersed type of plan. The leaching of commercial lawn fertilizers, pesticides and lawn trimmings and the wash-off of the necessary increased number of roads are large contributors to the water pollution of the area. The individual home owner will require more lawn and home power tools, separate air conditioning units, a greater dispersion of police and fire protection and greater extension of utility lines and roads to provide proper service.

The residential areas adjacent to industrial land and commercial land will require separation by screening - vegetation, wall - and/or an increase in the density of dwellings. It is noted that there is generally a division between uses by at least the distance of a collector street, but some commercial land is adjacent to residential land.

The residential land north of U.S. 82 is cut off from the rest of the city, which will create an identity problem.

The residences along the highway will experience a high incidence of noise and air pollution. It is suggested that an open space planted buffer be placed between the highway and the residences to minimize the noise and air pollution besides the visual impact of the highway.

The commercial land use plan demonstrates the adequacy of the commercial segment. The commercial segment, aside from its usual total coverage of property with buildings and parking lots creating a "desert within the oasis," is a point of traffic congestion and movement. The plan locates the neighborhood centers around thoroughfare intersections with no link to the neighborhoods except by these traffic routes. Their location about the quadrants of an intersection will add to the congestion and increase the hazard to all modes of travel. The community shopping center (the Central Business District) will suffer from the same dehumanizing characteristics except on a larger scale. If the centers are planned with aesthetics, convenience and safety for the individual, they will meld the separate land uses into a community.

The distinct division of the industrial land use concentrations are well located to their transportation routes and employee market. The concentration to the south along the railroad right-of-way could create a blighting effect on the adjacent residential land if innovative design is not used during development. Also, the southerly district could create a problem, since it is upwind from the residential segment. Consideration of only clean industries should be prime for this area. Precautions should be taken in handling wastes in the industrial district to the north because of its proximity to a natural drainage way.

The major thoroughfare plan indicated on the plan allows for the easy movement of vehicles within the planned city, but it favors the automobile and allows no alternative means of intra-city transportation. In other nations streets are designed for people, like walks and biking, and result in design and location of buildings which are more convenient for people's use and are less time consuming. It is ironic that the transportation plans of our society should be built around the dimension of our high speed machine - the family auto - and not around the family needs. The streets should not be a threat to the community where one fears to walk day or night but should be designed to be an integral part of the community life.

The creation of the school-park combination, as designated in the Comprehensive Plan, will allow for an open space area in the neighborhoods and possibly be a natural site for some wildlife such as rabbits, squirrels, birds and reptiles.

The municipal offices and associated facilities have the same effect on the environment as a commercial site and are well located because they are in the Central Business District and will be able to accommodate the increased congestion and traffic.

The municipal storage barn should be relocated to one of the industrial parks. The storage barns could become part of the community "sight" pollution if they are not properly screened. This storage area could also become a site of water pollution and air pollution through fuel spillage, detergent runoff (from washing of vehicles) and asphalt batching if this is accomplished on the grounds.

Aside from the displacement of the endemic natural ecosystems, the effects of the urbanization will be felt over a much larger area. The immediate effects on the regional environment will be an increase in air pollution: carbon dioxide, hydrocarbons, sulfur oxides, particulate matter; water pollution: oil slicks, detergents, leached fertilizers, erosion; solid waste; noise; elimination of the East Cross Timbers; and the interruption of movement and pollution of ground water. While none of these effects can presently be eliminated, all may be limited by prudent planning and regulation.

Mitigating Measures - The adoption of land development techniques which allow maximum open space will create an extension of the present hardwood forest and eliminate needless destruction of the trees in Whitesboro.

Incompatible land use can be eliminated by adoption of buffers and innovative design. Also, architectural and engineering solutions should be required under new land management regulations. Development in these areas should be regulated and inspected continually.

Using the suggested solutions to the noise and air pollution problem along U.S. 82 - a buffer zone of trees and other vegetation - the problem will be minimized. Housing along the highway should require special design criteria to eliminate these problems from affecting the desirability of these homes.

Inspection of air quality should be instigated and air quality ordinances should be adopted for the city.

Adverse Effects Which Cannot Be Avoided - Coverage of the land and displacement of the existing ecosystem cannot be helped if the area is to be developed. Through the use of the plan the effects will be minimized.

Relationship between the Short Term Use and Long Term Productivity - The disturbance of the environment during development will have little impact on the long term productivity of Whitesboro. Wind and water erosion, if not controlled during the construction stage, will cost the community in replacing the topsoil.

Air and water quality should be monitored by the County Health Department to ensure there is no degradation of these constituents.

Irreversible and Irretrievable Commitment of Resources - Coverage of the farm land by urbanization will make the agricultural use of this land irretrievable. The removal of the hardwood forest, the East Cross Timbers, was an irreversible impact.

Alternatives - A "no action policy" would slow down the development of the city and would not allow proper phasing of public facilities and service expansion with the growth of the city.

Other reasonable land use plans could be developed except that it is felt that in developing the land in the manner proposed there will be a minimum imposition of the plan on the existing land form and civic design. Because the community has been slowly and conscientiously developed a change in development direction is felt unwise and not in the public interest.

PART X HOUSING WORK PROGRAM

PART X - HOUSING WORK PROGRAM

The Housing Work Program shall identify and analyze the needs, problems and opportunities for the construction, conservation and rehabilitation of all housing in the planning area.

In preparing this program the following general Housing Goals are considered:

1. Assure that housing concerns and needs become an integral part of the community planning and management process;

2. Eliminate effects of past discrimination in housing based on race, color, religion, or national origin and provide safeguards for the future;

3. Develop housing growth policies which would insure the provision of an adequate supply of housing, a variety of housing types, and proximity of housing to jobs and daily activities; and,

4. Provide a decent residential environment throughout the planning area by ensuring that all housing receives a proper and equitable delivery of public facilities and services.

FUTURE NEEDS

In the analysis of the needs for housing the following are considered the governing factors: family income, availability of employment, age composition and projected population growth. These factors are not considered to be independent of each other.

Family Income: The financial institutions, Department of Labor and the Department of Housing and Urban Development have considered 25% of a family's gross income as the upper limit that should be spent for total housing costs. Total housing costs would, of course, include payment of rent or mortgage as well as utilities and repairs.

Using the 25% of gross family income as a "rule of thumb" governing housing cost the accepted limit of purchase price of a home is twice the annual family income with a maximum upper limit of 2.5 times the annual income. The 2.5 figure is considered burdensome to most families today due to the high interest rates.

Considering that income limits the amount that can be spent on housing, it is obvious that the quality of housing secured by a family is related to income. The local Texas Employment Commission established the following income classifications, each of which constitutes a separate housing market: high income ($13,000 - up), middle income ($8,000-$12,999), moderate income ($5,000-$7,999), low income ($3,000-$4,999) and extremely low income ($2,999 - below).

Because of the interdependence of income and housing cost it is necessary to consider the local economic conditions to accurately assess the housing demands. The general economic situation in the area is very good with a near

full employment condition existing at the present time. The creation of new industries in the Sherman-Denison area as well as the Gainsville area has created a ready employment market for any person capable of seeking gainful employment within the $3,800-$4,000 income level. This represents the lower end of the employment scale, but many people holding these jobs are members of the same family and thus contributing to one family income.

Using gross family income as a criteria for determining affordable housing cost, the demand should lie between $8,000 and $16,000 homes. This does not mean that low income housing or higher cost homes will not be in demand but that the greatest market lies within this range.

According to the local housing authority and realtors, present housing construction is occuring in the $10,000-$20,000 range with a 1,100-1,200 square foot house costing between $10,000-$15,000, while a 1,500-1,800 square foot house costs between $18,000-$25,000.

The attached is a chart developed from national residential buying trends and will give an indication of what income demand trends can be expected in Whitesboro.

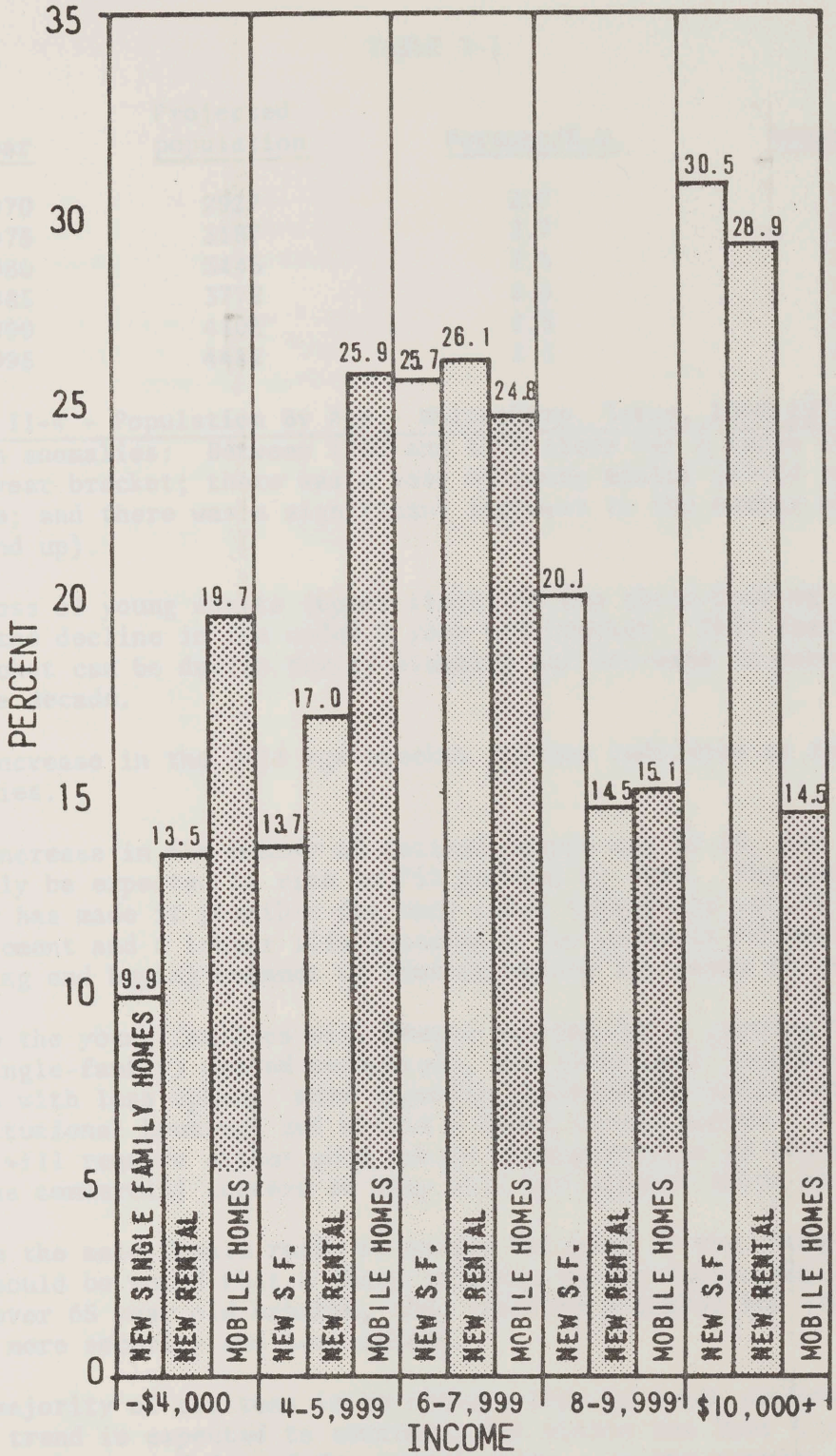
Availability of Employment: Compared to the counties immediately to the south, Grayson and Cooke counties are rural and generally have a much lower per capita income. As stated previously the gross family income determines what segment of the housing market is in demand. Considering that a 45-minute commuter trip is generally considered acceptable, Gainesville, Sherman, Denison, Denton and most of upper Dallas and Tarrant counties are accessible to people living in Whitesboro. This accessibility to such a large work area plus the natural amenities of a rural community will cause a rise in the more youthful part of the population. The development of factories in Grayson and Cooke counties by Texas Instruments (2,000 new jobs), Johnson and Johnson, Armour Meats, Weber Aircraft, various casting companies, plus the increase in the recreational market at Lake Texoma and Lake Aubrey, will affect the population and income growth of Whitesboro. There is no way to determine how many jobs these new industries will create for Whitesboro.

The new Dallas-Fort Worth Regional Airport will have some effect, but the effect cannot be determined at this time.

Population Growth and Composition by Age and Sex: The population growth will directly relate to the number of dwelling units needed now and in the future while the age and sex composition should indicate type (single-family, duplex, apartment or institutional) of dwelling.

According to Texoma Regional Planning Commission the average number of persons per occupied dwelling unit in 1970 was 2.70/D.U. This figure should be expected to drop a minimum of one point a decade, or 2.70 in 1970, 2.60 in 1980, 2.50 in 1990, etc.

Using the projected population in Table II-9 and the above family size assumption, a forecast of needed new dwelling units can be developed:



INCOME OF FAMILIES OCCUPYING NEW SINGLE FAMILY, NEW RENTAL & MOBILE HOMES

NEW SINGLE FAMILY HOMES
NEW RENTAL UNITS
MOBILE HOMES

SOURCE: U.S. DEPARTMENT OF HOUSING & URBAN DEVELOPMENT
HOUSING SURVEYS PARTS 1 & 2 (1969)

TABLE X-1

Year	Projected population	Persons/D.U.	Required/D.U.
1970	2927	2.7	1085
1975	3187	2.7	1182
1980	3443	2.6	1325
1985	3772	2.6	1450
1990	4101	2.5	1645
1995	4482	2.5	1782

Table II-4 - Population By Age - Whitesboro, Texas, 1960-1970 indicated three growth anomalies: Between 1960 and 1970 there was a large increase in the 5-14 year bracket; there was a loss of young adults (15-34 years) during this decade; and there was a significant increase in the number of retired people (65 and up).

The loss of young adults (upper limits of the child-bearing age) correlates with the decline in the under 5 year old bracket. This decline in the under 5 bracket can be due to family planning and decrease in early marriage trends of the decade.

The increase in the 5-14 age bracket further indicates an immigration of new families.

The increase in the number of retired people was 36.1%, and it should conservatively be expected to rise to 750 persons by 1980. The increase in land value has made it possible for many older farmers to retire to the city. With retirement and a longer life expectancy the group is becoming a significant renting and buying segment of housing market and needs to be considered.

While the young families will demand housing for a growing family (apartments or single-family) priced moderately, the retirement people will require smaller units with less upkeep, more security (apartments, small retirement homes or institutional housing) and within a fixed income budget. The retired people also will require either good public transportation or convenient locations to the commercial centers so they will not need to drive an automobile.

While the male-female ratio is nearly balanced in the younger age brackets, it should be noted that a sharp increase in the female population occurs in the over 65 year old bracket, thus creating a demand for one-bedroom dwellings with more security and less upkeep.

The majority of citizens in Whitesboro live in owner occupied family homes. This trend is expected to continue, but within the last five years there has been an increased demand for rental units. At the present time (1973) there is one residential vacancy, and this unit is substandard.

It can be seen in the foregoing discussion that there will need to be an increase in variety of conventional and nonconventional housing if quality of housing is to be maintained.

The accompanying charts illustrate the national pattern of residential occupancy in the United States. While the trend to rental property has been slower in Whitesboro there is definitely a severe rental property shortage at this time (1973).

As indicated in Table III-1 there is a definite increase in the number of mobile homes in the community, and this trend should be expected since the average income of the community is within the $3,000-$6,000 bracket.

The chart entitled: The Flow of Households into New Housing, gives the present national trend in rental/home ownership by percentage. Taking these percentages and other housing market factors into consideration, certain patterns are evident:

1. At least 80% of the housing will be single-family;

2. About 5% of the single-family housing should be mobile homes.

   Single-family residences shall be a dominant housing mode as they are now, but the percentage will drop due to the increased development cost and the increase in rental demands. The high cost of development and the influx of lower-income-demanding young adults and retired persons will create a great demand for mobile homes.

3. At least 20% of the housing market will be scheduled for the retirement segment of the population with at least 6% being institutional and 5% in apartments.

   This trend is evident since 21% of the population is retirement age; 8.3% are over 75 years of age; 13% of the population are single women over 65 years old, of which 5.5% are over 75 years old. Those people over 70 years old, single or couples, generally move to housing which takes less upkeep and presents more security.

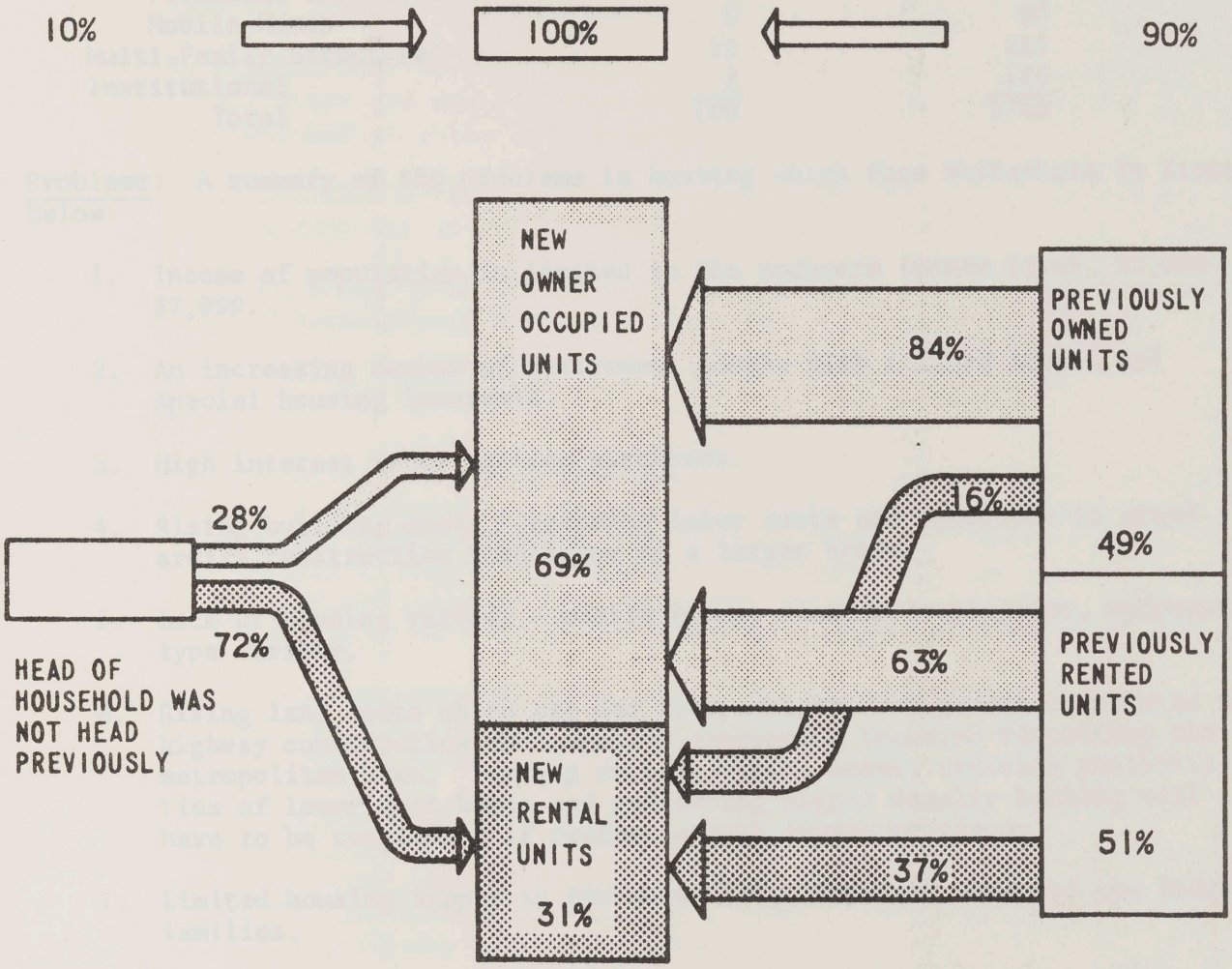
4. If private interest is to supply all housing needs, the cost will need to be in the moderate price range or lower.

5. Mobile homes and modular housing will play an ever-increasingly important role in the provision of housing at low cost.

6. The community will increase its production of housing under the Public Housing Program for occupancy by the very lowest income group.

7. The market for private sales and private rental housing will continue strong.

Since more than 50% of the people in Grayson County cannot afford even the moderately priced homes (Texoma Regional Planning Commission), there will need to be a significant amount of nonconventional residential units developed in the future (mobile homes, condominiums and cooperatives).



THE FLOW OF HOUSEHOLDS INTO NEW HOUSING

DURING OCTOBER 1965 THROUGH MARCH 1966

SOURCE: HUD; HOUSING SURVEYS, PARTS 1 & 2, WASHINGTON, D.C. 1968

TABLE X-2
PROPOSED RESIDENTIAL DEVELOPMENT TYPES BY % TOTAL D.U. - 1995

Type of Development	% of Total No. D.U.	No. D.U.
Single Family	80	1425
Permanent Structure	75	1335
Mobile Homes	5	90
Multi-Family Structures	12	212
Institutional	8	145
Total	100	1768

Problems: A summary of the problems in housing which face Whitesboro is listed below:

1. Income of population is limited to the moderate income level, $5,000-$7,999.

2. An increasing number of retirement people with a fixed income and special housing interests.

3. High interest rates on home purchases.

4. Rising building costs, including labor costs and inability to standardize construction techniques on a larger scale.

5. Lack of housing variety - mobile homes, cluster development, apartment type variety.

6. Rising land costs which are due to speculation of growth as relates to highway construction and relative geographic location respecting the metropolitan area. Forcing more expensive homes, reducing possibilities of lower cost homes and indicating higher density housing will have to be considered if present growth trends continue.

7. Limited housing supply in the under $10,000 priced home for low income families.

8. Many homes developed prior to the city's incorporation and building regulation adoption were constructed without the benefit of such building codes and zoning provisions. Consequently, numerous environmental and some structural deficiencies are observed in these areas and pose the greatest threat to reaching more widespread proportions, without corrective action.

9. Absence of early city planning has caused improper land uses to develop in certain areas adjacent to heavily traveled streets. Insufficient thoroughfare design standards and layouts have also adversely affected proper and expedient traffic flow patterns to various parts of the city. The resulting effect is indicated by accelerated deterioration of houses adjacent to high volume traffic streets. It is within these areas where significant increases in the number of conversions and home occupancy uses have been observed.

10. Deteriorated and substandard dwellings are found in the city and present a visual as well as environmental blighting effect to persons and some neighborhoods.

11. The supply of water is limited. If Whitesboro is to grow in accordance with the anticipated forecasts, additional wells will need to be drilled in order to meet consumption demands.

12. Street lighting is inadequate to produce a desired level of illumination and continuity throughout residential districts.

13. No neighborhood planning associations exist in which to formulate views, needs and desires of residents and site occupants aimed at neighborhood planning and improvements.

14. Older residential areas do not contain sidewalks, nor do sidewalks exist around and to school properties.

15. Existing older paved streets are showing signs of deterioration due to inadequate design standards which prevailed at the time of construction.

Obstacles:

1. Despite advanced technology respecting clustering and mixing of dwelling units and increasing useable open space, realization of lower development costs resulting from this approach, and permissive zoning legislation to enable residential development to occur in this form, developers and builders have not taken advantage of innovative development techniques to achieve the above-mentioned economies and amenities.

2. Subdivision development has occurred at less than 100 lots each, thereby creating obstacles to standardize on construction techniques, and developing cohesive and harmonious neighborhood units.

   There are few incentives offered to local builders to produce low and moderate income housing. The small amount of profit involved, federal red tape, plus the need to mass produce this type of housing in order to realize any appreciable amount of profit, have tended to shy builders and developers away from such a market.

OPPORTUNITIES FOR HOUSING DEVELOPMENT

Large lot zoning, high land costs and expensive site improvements in subdivisions appear to cause the building of bigger homes with more extras.

In the private as well as the public housing market there are many opportunities to reduce costs by building moderate-size dwelling units to minimum, but adequate, standards of health and safety. Through the omission of "extras," sometimes considered essential even in relatively small dwellings, low-income families could still be provided with new dwellings that are far better values - in terms of worth as a place to live per unit of cost - than the substandard and deteriorated dwellings in which they are now living.

Because of the rising cost of land and construction innovative land development and technological innovations should be looked into. In 1970 the Texoma Regional Planning Commission published Innovative Housing Study for Grayson County, Texas. This publication discussed the following innovations:

I. Technological Innovations

Prefabricated Systems
Off-site prefabrication and assembly
Off-site prefabrication, on-site assembly
On-site prefabrication and assembly

In-place Fabricated Systems

Subsystems and Components

II. Innovative Land Development

Cluster Design

Planned Unit Development

Strategies for Alleviating Housing Needs: In order to take advantage of these innovations - technological and land development - the city will need to review its zoning regulations and building codes so full exploitation of these innovations can be achieved.

It is recommended that Whitesboro review and adopt, where applicable, the following recommendations by the Texoma Regional Planning Commission for future administration of the building and construction code:

1. The code should be updated annually.

2. The code should be administered by a professional staff of adequate size.

3. The code should be a performance code, which places major emphasis on the functional performance requirements of a material in order to facilitate the introduction of new building materials and techniques which are equal to the performance standards set forth in the code. Specification code elements should be avoided. A specification code is one in which a specific material is required.

4. The building and construction codes among the several cities and towns should be uniform.

5. The model code should not be rewritten or amended, except for items of minor significance or for the elimination of requirements without local applicability.

The preparation and updating of building and construction codes is accomplished largely by professionals in the building industry. There is not much that laymen can do to influence the content of building and construction codes, particularly the performance type codes which have been adopted by the larger cities in Grayson County.

The problem with trying to take advantage of the savings in newer concepts of land development is that no variance to present land development standards will be granted unless the Planning Commission finds that there are special

circumstances or conditions affecting the land involved such that the strict application of the reasonable use of this land. Judgements on what are "special circumstances" and what is the "reasonable use of the land" are necessarily subjective.

While the subdivision regulations make tacit allowances for modification of the design criteria and reduction in standards, it is not felt that many developers will attempt planned unit developments or cluster subdivisions, both of which make efficient use of land. The ordinances do not establish the tolerable limits to which adopted standards and regulations may be modified and reduced. Consequently, the developer runs the risk of having his proposal denied after several months of design work while the proposed subdivision is under review. By the time the proposal is turned down, he has spent hundreds or thousands of dollars with design consultants, and the finance costs on his land have mounted up.

A more positive approach would be for the respective planning and zoning commissions to work with the Texoma Regional Planning Commission in the investigation of regulations designed to accommodate planned unit developments and cluster subdivisions. Some specific minimum standards and requirements could be established for these new types of land subdivision. In this manner, clearer paths would be established for land developers.

Perhaps a start in promoting new land design approaches would be for the city council to add "area density zoning" or "flexible zoning" provisions to their current ordinances. The regulations in "flexible or area density zoning" would not include the traditional requirements for minimum lot size, setbacks, lot widths, and degree of coverage. Instead, regulations would provide the maximum average number of dwellings per acre in the district.

Through the adoption of a flexible but knowledgeable viewpoint on land management and housing construction, Whitesboro will further its strides in accomplishing the goal of "improving to total living environment."

While improving the stance of the private developer in being able to provide a greater amount of moderately priced homes through innovative techniques and land development there is still a need for furthering the public housing and assistance programs. There is need to actively pursue all avenues of federal assistance housing programs if adequate housing is to be provided for all Whitesboro citizens. The following is a list of programs that have not been available until recently. It is anticipated that similar programs will be available in the future.

1. Assistance to Nonprofit Sponsors
2. Public Housing
3. Rehabilitated Homes for Low-Income Buyers (Section 221 (h))
4. Rental and Cooperative Housing for Low- and Moderate-Income Families (Section 221 (d)(3))
5. Senior Citizen Housing (Direct Loans)

6. Senior Citizen Housing (Mortgage Insurance)

7. Condominium Housing (Section 234)

8. Cooperative Housing (Section 213)

9. Homes (One- to Four-Family) (Section 203)

10. Major Home Improvements (Sections 203 and 220)

11. Multi-Family Rental Housing (Section 207)

12. Property Improvements (Loan Insurance)

13. Urban Renewal Housing (Mortgage Insurance)

14. Experimental Housing (Section 233)

    This program provides financing for housing in which experimental materials, designs, and techniques are used. Mortgages are insured by FHA on individual homes and on multi-family housing projects that incorporate new or untried construction concepts aimed at reducing housing costs, raising living standards, and improving neighborhood design. Section 108 of the Housing and Urban Development Act of 1968 expands on this concept.

15. Low-Income Housing Demonstration

    This is a program to study and develop new or improved means of providing housing for lower-income persons and families. Grants are made for projects that include innovations in construction, design, land acquisition, financing methods, and social services and approaches. Funding is provided to carry out the research and development projects and studies.

16. Code Enforcement

17. Urban Renewal Projects

18. Choice

    This relatively new pilot program under HUD-FHA encourages close cooperation between developers, builders, local officials, FHA and HUD to provide quality, modest-priced homes for moderate-income families. CHOICE stands for Cost-Effective Home Ownership in an Improved Contemporary Environment. This program is meeting with success in at least three major metropolitan areas: Seattle, Washington; Washington, D.C.; and Houston, Texas.

19. Operation Breakthrough

A new program being undertaken by HUD involving the application of improved housing systems concepts for volume production to provide housing for people of all income levels, through a partnership of labor, consumers, private industry, and local, State and Federal Government, and bringing into play the use of modern techniques of production, marketing and management. Proposals under this combined effort program will provide, under one approach, for the design, testing and evaluation and proto-type construction of complete housing systems which can lead to volume production and under another approach, for advanced research and development of ideas or concepts which are not ready for proto-type construction or which provide individual elements of a total system. As indicated previously, "Breakthrough" housing will be developed in Houston, Memphis, and eight other cities.

SYSTEM OF HOUSING PLANNING

1. Involve citizen participation and awareness of neighborhood housing problems and related conditions by the following means:

   a. Establish neighborhood planning associations, comprised of local neighborhood residents and site occupants.

   b. Encourage these associations to:

      1) Investigate and analyze, in greater depth than covered in the revised Comprehensive Plan, the causes and effects of housing problems and environmental deficiencies found in their respective neighborhoods.

      2) Make quantitative and qualitative recommendations to the City Council respecting types of short and long range policies, controls, and programs needed to correct present deficiencies, and increase desired neighborhood amenities.

      3) Recommend to the Council types of neighborhood capital improvement programs which should be considered and implemented in order to upgrade the quality of the respective neighborhoods.

      4) Establish goals and objectives, review planning proposals, and assist in establishing city-wide priorities.

2. Improve the quality of existing housing and related environmental characteristics by the following means:

   a. Adopt a uniform area-wide (county) Minimum Standard Housing Code.

   b. Disseminate information to households regarding the provisions of the housing code, including responsibilities relative thereto of home owners and renters.

   c. Commence enforcement of a "Minimum Standards Housing Code," beginning with neighborhoods in which the greatest number of deficiencies are found, along with those areas containing dilapidated accessory buildings.

3. Encourage innovative housing and development techniques to provide for a variety of housing types, sizes, prices, and densities, through meetings between the City Planning Commission and local area developers, builders, mortgage lending institutions, realtors, and the City's Building Inspection Department.

4. Provide administrative mechanism and public information and review procedures to assure that a current Capital Improvement Program will continue to be in effect, as relates to streets, sidewalks, water system and storm and sanitary sewers by:

   a. The City Government's utilization of newsletters and newspaper articles to keep residents informed of current and forecasted needs and demands.

   b. Assuring neighborhood planning associations that their ideas and considerations will be given careful review for incorporation of neighborhood needs into the City's C.I.P.

   c. The C.I.P. program shall be reviewed by the Council, Planning Commission and neighborhood associations on an annual basis and a preliminary public hearing held not less than one month prior to scheduled annual adoption.

5. Maintain all neighborhood areas free of trash, litter and debris by:

   a. Encouraging neighborhood associations to take greater pride in their areas by collecting litter, etc. for city pick-up.

   b. City Government scheduling general clean-up campaigns not less than twice annually (spring and fall) and soliciting support of Boy Scout groups, civic and social organizations to assist the elderly and handicapped in cleaning up their residential properties.

   c. City providing necessary manpower and vehicles necessary to pick up litter and debris collected during clean-up campaigns.

6. Maintain updated codes and ordinances by:

   a. Appointing citizens comprised of builders, developers, etc. to annually review building, plumbing, electrical, heating-ventilating-air conditioning and housing code provisions and recommend changes to the Council where required.

   b. Requiring the Planning and Zoning Commission to give annual review to the zoning and subdivision regulations and hold meetings with developers and builders to solicit their opinions and suggestions. Following reviews, a report should be filed with the Council reflecting considerations given and changes.

SUMMARY

In summary it can be said Whitesboro has taken the lead in alleviating its housing needs. In order to keep the forward going programs of development, the city

fathers will need to encourage a maximum amount of private development of moderate and low-income housing through improving the flexibility of its building codes and subdivision ordinances. Through an intelligent use of flexibility in these ares, innovation in building techniques and land development may be used to reduce the cost of housing and upgrade the living environment of the community.

To alleviate the growing need for low-income housing, federal assistance will also be required in the future.

ENVIRONMENTAL ASSESSMENT

Impact of Proposal on the Environment: Since the Housing Work Program deals with strategies and recommended policies there is actually very little physical impact explicitly proposed.

In updating building codes, adopting an area-wide building code and adopting "flexible zoning" practices desirable innovation in construction technology and land development will be allowed. These actions will bring about a savings in the natural resources (land, trees and open space) as well as cultural resources (un-needed "extras" in housing construction and inefficient use of public facilities and service due to spatial layout). Also, the enrichment of the community housing quality can only have the best effect on civic design and civic pride.

The only adverse effect recognized was that urban blight and general environmental degradation could be brought on by unforeseen problems with the proposed flexibility. Therefore, a constant review of the proposed "flexibility" will be required to insure the desired results of good housing and environmental quality. The proposed housing program will need phasing with the CIP in order to insure that public facilities and services are adequate for maintaining the proposed quality of community life.

Mitigating Measure: By involving the citizen and disseminating information as to the housing code and zoning ordinances; providing administrative mechanism and public information and review procedures for coordinating the Housing Program with the CIP; and annually reviewing the zoning and subdivision regulations with the developers, builders and homeowner; unintentional development cost, maintenance cost and environmental degradation cost will be minimized.

Adverse Effect Which Cannot be Avoided: No adverse effects were indentified.

Relationship Between Short-Term Use and Long-Term Productivity: Since the long-term productivity of Whitesboro is to be a community which looks to the good of men the Housing Work Program can only enhance the long-term productivity.

Irreversible and Irretrievable Commitment of Resources: No irreversible or irretrievable commitment was identified in the Housing Work Program.

Alternative: The alternatives available are: a) no action or, b) some other Housing Work Program. A no action posture would only lead to a deteriorating condition and is neither acceptable to the community or to the consultant. Other programs looked at were the continuation of the use of local zoning and subdivision regulation. While the regulations are considered reasonable, it does impose a hardship on developers in that they must be familiar with different specifications in different cities, thus, causing it to be improbable that prefabrication techniques or new material could be used to cut housing costs. The use of other subdivision regulation was considered but it is felt that none were any better than those recommended by the Texoma Regional Planning Commission.

PART XI COMMUNITY FACILITIES AND UTILITIES PLAN

PART XI - COMMUNITY FACILITIES AND UTILITIES PLAN

This part of the Comprehensive Plan utilizes the specific data provided in Part IV and the general information provided throughout the report as background to proposals and recommendations for the following subjects:

Public Municipal Buildings
Water System
Sanitary Sewer System
Solid Waste
Electrical system

PUBLIC MUNICIPAL BUILDINGS - The accompanying map entitled "Existing and Proposed Public Buildings and Facilities Plan" illustrates the location of all publicly owned facilities. This plan recommends a centralized location for the City Hall, Library, Police Headquarters and Community Center, occupying an approximate one (1) acre site in the downtown area. This new site is an expansion of the existing site with a complex of buildings which provide:

	Building (S.F.)	Site (S.F.)	Parking
City Hall	3,000	13,000	23
Library	2,465	6,400	8
Police Headquarters	2,400	6,000	3
Community Center	4,500	12,900	13
Total	12,365	38,200	47

The cost of these facilities is estimated to be in the range of $250,000.

The Public Facilities Plan also recommends:

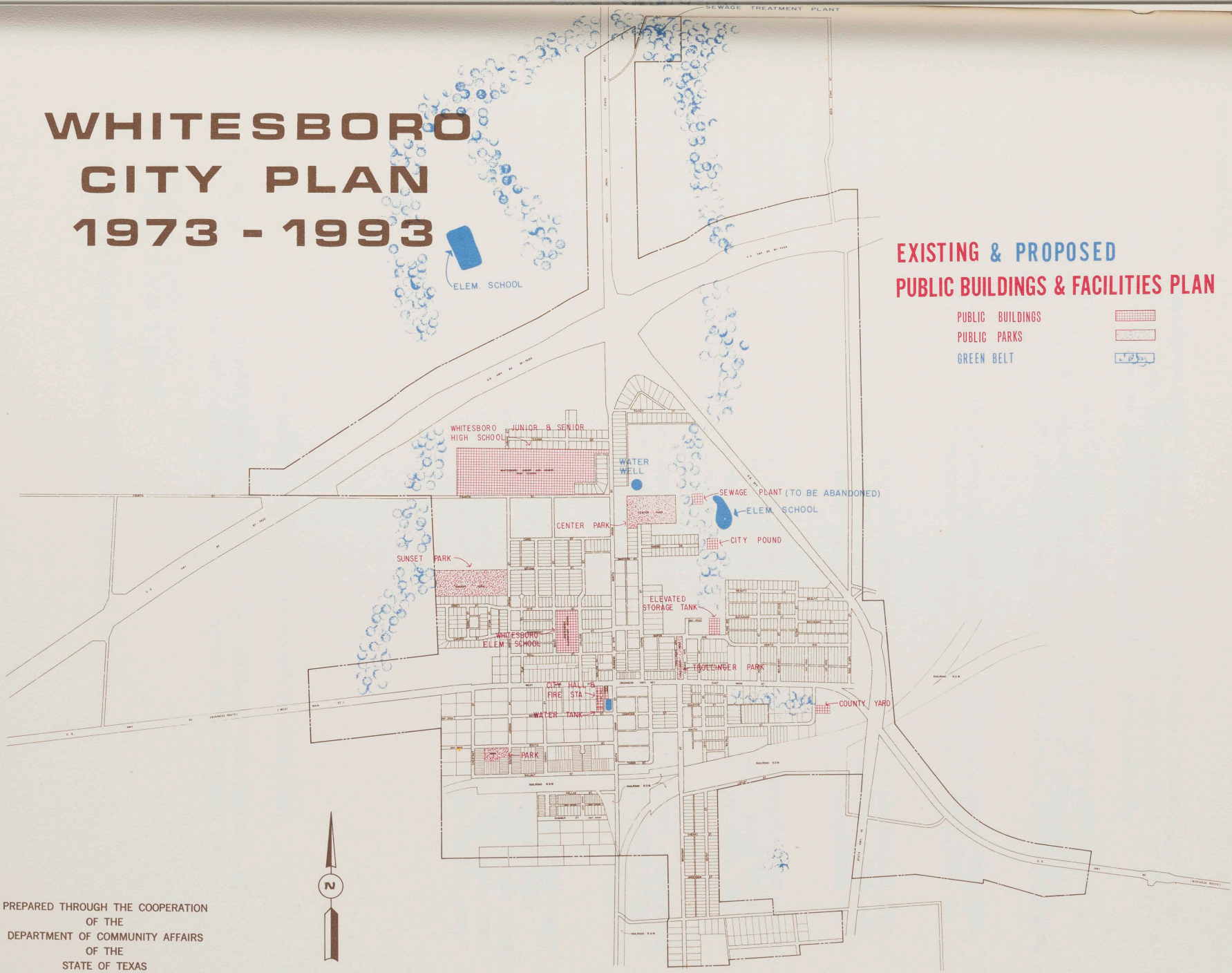
1. Two new elementary school sites are proposed. Both schools are not anticipated to be needed; however, both were shown in order to identify likely locations. The specific direction of growth will determine which school is constructed. The school site on the east is located adjacent to a proposed greenbelt and would occupy approximately six (6) acres. The site on the north, if not adjacent to a greenbelt, should include a neighborhood park and occupy about 12 acres.

2. Two additional neighborhood parks are proposed - one to the southeast occupying approximately six (6) acres and one just south of East Main Street occupying approximately eight (8) acres.

3. The possible new water well site and sanitary sewer treatment plant site are shown and will be discussed later in this part of the report.

4. Five (5) greenbelt areas occupying approximately 220 acres are recommended. All of these are located on major drainage draws and creeks. They can be as large or as small as the community wishes; however, 400 feet is the recommended minimum width.

WHITESBORO CITY PLAN 1973 - 1993



EXISTING & PROPOSED PUBLIC BUILDINGS & FACILITIES PLAN

PUBLIC BUILDINGS

PUBLIC PARKS

GREEN BELT

PREPARED THROUGH THE COOPERATION OF THE DEPARTMENT OF COMMUNITY AFFAIRS OF THE STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

WATER SYSTEM - (See exhibit entitled "Water Plan - Existing and Proposed") Based on the analysis of the existing water system two alternate solutions are possible.

1. If the "abandoned well" is brought into reasonable production, say 200 to 350 gallons per minute, only a ground storage tank of 500,000 gallons is needed to fulfill the community's requirements.

2. If the "abandoned well" does not provide satisfactory production a new well should be constructed having a capacity of approximately 325 gallons per minute, as well as the above mentioned 500,000-gallon ground storage tank.

The cost of a single 500,000-gallon storage tank is estimated to be $45,000, and a new well with all appurtenances will cost approximately $150,000, or say a total of $200,000.

The Future Plan calls for the immediate installation of approximately 3,800 linear feet of 6-inch main to alleviate between 10 and 12 low-flow problems within the existing system. The cost of this construction is estimated to be approximately $30,000.

Implementation of the Future Land Use Plan will demand the extension of approximately 7,200 linear feet of 6-inch and 55,200 linear feet of 8-inch water main to serve the new population of 1995. At today's prices the cost for these facilities would be approximately $540,000.

SANITARY SEWER SYSTEM - (See exhibit entitled "Sanitary Sewer Plan - Existing and Proposed") Earlier in this report the forthcoming sanitary sewer treatment plan and its outfall main were discussed. Because it is a pending project this report will consider it to be completed.

The proposed sewer plan calls for the extension of a 16" and 12" outfall main up the south branch of Mineral Creek with 12", 8" and 6" collection forks extending to the south in the various drainage ways that flow toward the creek. This system (west system) would eliminate two (2) lift stations and open the northwest and west sides of the community for development. This system consists of the following:

16" Main - 4,000 L.F.
12" Main - 7,400 L.F.
8" Main - 8,000 L.F.
6" Main - 18,400 L.F.

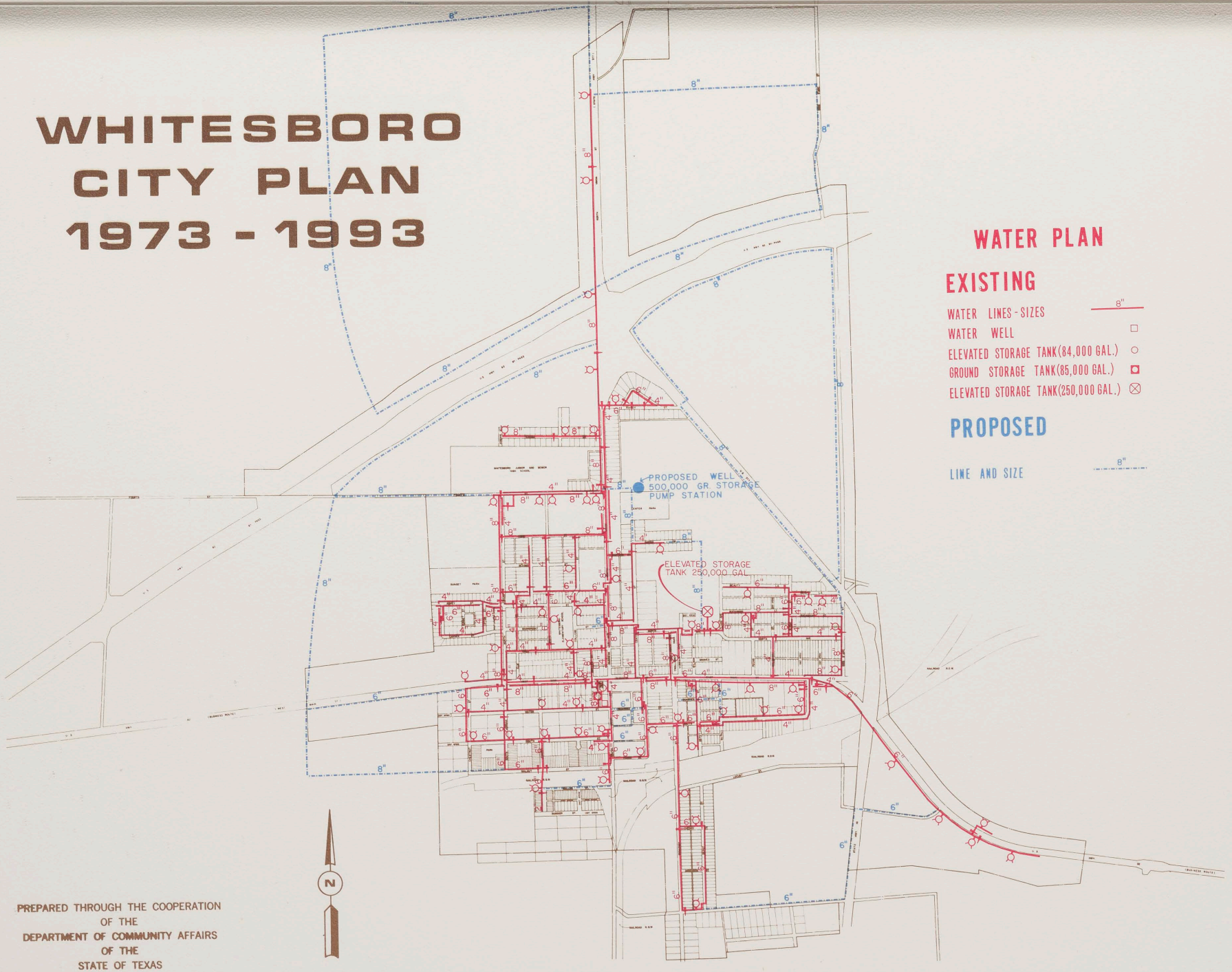
This system is estimated to cost in the neighborhood of $400,000.

It is recommended that additional collectors be extended off the new 12" outfall main to serve the adjacent property. These would consist of:

8" Main - 2,600 L.F.
6" Main - 4,400 L.F.

This system is estimated to cost approximately 60,000.

WHITESBORO CITY PLAN 1973 - 1993



WATER PLAN

EXISTING

WATER LINES - SIZES 8"

WATER WELL

ELEVATED STORAGE TANK(84,000 GAL.)

GROUND STORAGE TANK(85,000 GAL.)

ELEVATED STORAGE TANK(250,000 GAL.)

PROPOSED

LINE AND SIZE 8"

N

0 400 800 1200 1600 2000 2400

GRAPHIC SCALE IN FEET

PREPARED THROUGH THE COOPERATION
OF THE
DEPARTMENT OF COMMUNITY AFFAIRS
OF THE
STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

WHITESBORO CITY PLAN 1973 - 1993

SANITARY SEWER PLAN

EXISTING

LINE AND SIZE 8"

FORCE MAIN

MANHOLE

LIFT STATION

CLEANOUT

PROPOSED

LINE AND SIZE 8"

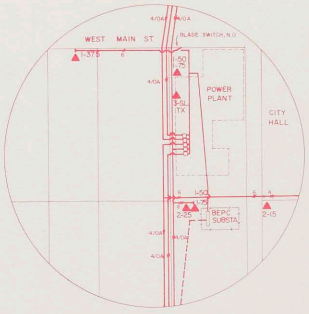
PREPARED THROUGH THE COOPERATION
OF THE
DEPARTMENT OF COMMUNITY AFFAIRS
OF THE
STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

WHITESBORO CITY PLAN 1973 - 1993

PROPOSED ELECTRICAL SYSTEM



DETAIL A

0 50 100 150 200

GRAPHIC SCALE IN FEET

EXISTING LEGEND

- 69 KV TRANSMISSION LINE
- 12.47 KV O/H PRIMARY LINE
- 4.16 KV O/H PRIMARY LINE
- 3-25 TRANSFORMER, NUMBER & KVA RATING
- 3-100 KVAR CAPACITOR, SIZE & KVAR RATING
- PRIMARY SWITCH, NORMALLY OPEN
- PRIMARY SWITCH, NORMALLY CLOSED
- NUMBER & SIZE OF CONDUCTORS (COPPER)
- NUMBER & SIZE OF CONDUCTORS (ALUMINUM)

NOTE

ALL CONDUCTORS SHOWN ARE PRIMARY PHASE CONDUCTORS. NEUTRALS ARE NOT SHOWN.

ALL EXISTING & PROPOSED PRIMARY LINES WILL BE CHANGED FROM 4.16 KV TO 12.47 KV, EXCEPT IMMEDIATE DOWNTOWN AREA. CHANGE-OVER SHALL BE AS 15 KV CONSTRUCTION RATE PERMITS.

SUBSTATION 5000 KVA VOLTAGE REGULATED

SUBSTATION 2.4/4.16 TO 72/12.47 3-200 KVA

SEE DETAIL A

N

0 400 800 1200 1600 2000 2400

GRAPHIC SCALE IN FEET

PREPARED THROUGH THE COOPERATION OF THE DEPARTMENT OF COMMUNITY AFFAIRS OF THE STATE OF TEXAS

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development.

CARTER & BURGESS, INC. ENGINEERS • PLANNERS 1100 MACON STREET FORT WORTH, TEXAS

Additional (approximately 8,800 L.F.) six-inch collector lines are proposed on the south. This system would totally saturate the capacity of the existing lift stations. The cost of this installation would be approximately $62,000.

The total system as proposed for 1995 would cost, at today's prices, approximately $522,000.

SOLID WASTE - Based on the data projected in Part IV, a 25-acre land fill site is required to meet the needs of 1995.

ELECTRICAL SYSTEM - (See Exhibit Entitled "Electrical Plan - Proposed") The recommendations contained in this section are based on the projected future population growth patterns of the city and on anticipated increases in per capita electric power consumption.

Distribution Voltage - Due to the projected increased length of circuits and increased loads it is recommended that the system be converted to 7200/12,470 volt "Wye", with the probable exception of the immediate downtown area where loads are not likely to increase greatly and which is fed by short circuit runs from the existing substation.

Substations - This study supports the construction of the new substation which is currently being built by Brazos Electric Power Cooperative on Fourth Street in the northwest quadrant of the city since it will be located in a position to serve the major areas of expected load growth in the north and northwestern areas. The substation will be rated at 5000 KVA and will be operable at both 2400/4160 volt "Wye" and 7200/12,470 volt "Wye" with the initial operation at 2400/4160 volts.

New and Replacement Construction - It is recommended that all future installation of conductors be made with No. 2/0 ACSR and that the lines be insulated for 15 KV to allow transition to the 7200/12,470 volt system.

Street Lights - Street lights should be standardized on multiple wired mercury vapor fixtures.

Generator Plant - The facility should be retained for emergency power use even though it will not be able to serve the entire city at peak demand.

ENVIRONMENTAL ASSESSMENT

Impact of Proposal on the Environment - The recommendation of a Civic Center to alleviate the deficiencies in municipal buildings adds to the quality of the civic design.

The existance of overhead power lines is accepted by the general public but in-ground placement of these power lines eliminates the visual impact of the "forest" of poles and ribbons of lines. The cost to do this is higher but should be considered in new areas.

The visual clutter of overhanging signs should be eliminated so the civic appearance will match the civic pride.

Planting of trees in the community has many advantages: increased aesthetic quality, abatement of noise, ability to lessen the amount of airborne pollutants (gaseous and particulate).

The addition of street lighting will increase the community security, aesthetics and continuity of intersection control.

The proposed two new schools are well placed and will add to the quality of education by alleviating the future crowded condition of the schools. By making sure the education level is high the skill level should rise and the economic situation of Whitesboro should concomitantly increase.

The location of the one school adjacent to a greenbelt park is advantageous but the proposed abandonment of the sewage lagoons presents a safety and aesthetic problem. To ensure the success of this school-park combination it will be necessary to remove and fill the abandoned sewage lagoons.

Placement of the two new parks is ideal in that they will exist in neighborhoods which lack recreational facilities and will also give a focal point for the neighborhood activities. There will be some problem with the soils in the park to the south but since this is primarily planned as a passive park it should only be altered as needed.

The 220 acres of greenbelt along the drainage way is almost barren due to the previous and present intense urbanization of the adjacent land. Reforestization will create an aesthetic atomosphere and greatly improve the civic design of the city.

The present water system is inadequate to serve the future needs. Presently an old oil well is being perferated and if it yields a high quantity (250-300 gpm) of high quality water then only a new storage facility needs to be built for the community. On the other hand, if the effort fails a new well with a minimum yield of 325 gpm will need to be drilled to provide the future water needs of the community.

The present high quality of the water system provides most of the city with more than adequate fire protection. Several "dead-ends" in the local distribution lines which cause low pressure areas may create a problem in fire protection.

If the city is to grow, particularly to the north, the proposed water distribution system and new well capacity will enhance this growth.

The movement of the "vertisol" soils, in the southern part of the city, will increase the possibility of the displacement and breakage of water and sewerage lines. Flexible joint and separation of water and sewer lines will eliminate any health hazard due to raw sewage flow or cross-contamination.

If growth is allowed to the south of town there will be a need to use septic tanks since this growth would overload the existing sewerage system. Use of septic tanks is not advisable due to the slow perculation of the soils in that area.

The newly EPA approved sewage treatment plant will greatly aid in the quality of sewage effluent and increase the treatment capacity to handle liquid waste for the projected growth of the city.

To create a landfill area of 25 acres could cause a high concentration of leached minerals. This would be very bad if it were located in the recharge area of an aquifer like the Woodbine formation for it would pollute down dip. It is an advantage to locate the landfill in an area close to the city, not near a waterway, lake or aquifer.

Reclamation of nonrenewable resources would assist in reducing the solid waste disposal and the deminishing national resources.

Mitigating Measures: The city should adopt a policy to encourage the burying of all overhead power lines within the city's jurisdicition and further adopt a policy to encourage this over the whole county

The sign clutter can be regulated through the adopting of a reasonable sign ordinance which should limit size and placement of signs. The city's attitude toward the garishness of signs should eliminate this "visual noise."

The city should fill or make a retention pond out of the old sewage lagoons.

A public sponsored tree planting program of the ninear greenbelt park would cost the city little and create civic pride.

The water inadequacy could slow the city's growth and reduce the quality of living in the community. The present action is deemed wise and appropriate.

All in-ground facilities should have adequate engineering to ensure a minimum amount of maintenance and minimum hazard to health through water contamination or raw sewage overflow.

No septic tanks should be allowed in the city.

Adverse Effect Which Cannot be Avoided: No unavoidable adverse effects were identified.

Relationship Between Short-Term Use and Long-Term Productivity: Public works programs are planned for the enhancement of the long-term productivity of the community; therefore, their programs cannot be considered adverse. The disturbance of the development area during construction has a minimum impact and through selective vegetation removal and proper erosional controls the land will heal quickly after construction is completed.

Irreversible and Irretrivable Commitment of Resources: The urbanization will cause farm land to be irretrivable in the future. Also the wildlife will be lost to the area of urban activity.

Alternatives: Again no action is considered a bad alternative for this would cause the city to deteriorate.

Trying to make the old facilities do the job for the future was deemed inefficient and would cost the city in monies, civic design and eventially, degraded environment through their overload and use.

PART XII CAPITAL IMPROVEMENTS PROGRAM

PART XII - CAPITAL IMPROVEMENTS PROGRAM

One of the city's most important administrative tools is the Capital Improvements Program (CIP).

The purpose of the Capital Improvements Program is to develop an orderly schedule of improvements, needed by the community, linked with available and projected financial resources, required, in order to realize the community's goals and objectives. CIP planning and programming is a valuable tool in determining needs, establishing priorities, and analyzing the city's financial capabilities, through a comprehensive approach employing various techniques.

Previous parts of the Comprehensive Plan have identified specific needs which must be satisfied during the ensuing 20 years. The CIP plan presented herein contains a 6-year plan to achieve the more pressing demands facing the community. To be effective, it must be updated on an annual basis, and adjusted to unforeseen or changing conditions.

To acquaint the city with the process of CIP planning techniques, and to offer guidelines to the City Administration in conducting an effective CIP program, a system of procedures and processes is set out herein. To acquaint the reader with the terminology used in this study, the following generalized definitions are offered:

Capital Improvements - Capital improvements are major projects undertaken by the municipality that are not recurring on a year-end/year-out basis. They include major replacements, purchases, and construction added to they physical plant of the community. Specific examples of capital improvements are: city halls, civic centers, fire stations, parks, playgrounds, streets, water lines, sewage plants, swimming pools, etc. In developing a Capital Improvements Program, the city establishes criteria as to what is considered a "capital improvement" and thus what should be included in a capital improvements program. The following criteria for defining capital improvements is suggested: (1) New construction and buildings valued in excess of $5,000; (2) Major equipment and vehicles valued in excess of $5,000 (with a life expectancy of five years or more); (3) All projects requiring borrowing; (4) All land purchases; (5) All land improvements valued in excess of $5,000; (6) Major equipment required to furnish new buildings and other projects; (7) Major building improvements (not including routine maintenance expenses) that substantially enhance the value or condition of the structure.

Capital Improvements Program - The Capital Improvements Program is a schedule of projects ranging from a five to ten year period, along with estimated costs and sources of revenue. Normally, individual projects in the Capital Improvements Program are presented according to fiscal years, showing the percentage of the project to be completed in each year. The most universally used period for a Capital Improvements Program is six years.

Capital Budget - Capital Budget refers to a list of projects, along with costs and sources of revenue for the coming fiscal year. It can be viewed as the first year of the Capital Improvements Program. Often the capital budget is included as the capital improvements section of the annual budget.

City Administrator - It is assumed that the City Council will appoint an Administrator as suggested in this report.

Department Head - The term Department Head referred to in this report includes municipal departments and those functional areas which are the responsibility of each Alderman.

PROCESS AND PROCEDURES

Preparing the Capital Improvements Program - Preparation of a Capital Improvements Program calls for the following steps:

1. An inventory of potential projects, including cost estimates and an initial evaluation of their relative priority.

2. Analysis of project requests, usually involving discussion with the sponsoring municipal department.

3. Investigation of the financing capabilities of the community and the relationship of these to various project categories.

4. A schedule of project execution in a long-range program list that considers the relationships of the projects to each other and overall financial requirements.

5. Selection from this schedule of a slate of projects for early action. This generally takes the form of the capital budget for the coming year.

6. Formal adoption of the capital budget against the background of the long-range recommended program, usually after some form of public review.

The preparation of the Capital Improvements Program must be a cooperative effort. The process should be initiated by the City Administrator or in the case of Whitesboro, the Mayor, through a communication asking for the cooperation of all involved, and outlining the purposes of the program. It is important to involve department heads in the identification of projects because of their knowledge of the specific needs of their departments. The Planning Commission plays an important coordinating role by making sure that projects conform to the objectives and goals of the community. Detail knowledge of the city's financial future must be determined to understand the municipality's ability to pay. The City Council must establish general objectives and, of course, be responsible for the adoption of the program. Citizens groups, such as neighborhood planning and improvement organizations, and civic organizations, must be involved, particularly if the city must issue bonds to finance various parts of the program.

Programming Procedures - After the Capital IMprovements Program has been initiated, several basic studies must be made. These involve three main areas - general information about the municipality, finances, and needed and planned projects. Much of the information is oftentimes available from other studies which the city has on hand.

Background Information - Certain general background materials are essential for both the initial preparation and updating of the Capital Improvements Program. These include demographic materials on current and projected population, geographic features, the economy of the municipality and area, and other general information. An examination of current service levels and their adequacy should be carried out. Past and present capital improvement projects should be examined to determine when they will be completed and how they were financed. By examining previous means of financing, general guidelines may be established as to acceptable means of financing future projects. In addition, a statement concerning the need for and advantages of the CIP should be included with general background materials.

Financial Determinations - The fundamental purpose of the financial analysis is to determine approximately the present and future ability of the municipality to pay for the construction and maintenance of public improvements by establishing the present availability of funds, by research into the probable future trends in municipal revenue and expenditure, by appraisal of all factors related to the administration and operation of the program, and by determining what limitations are imposed by statutes or prior commitments upon the freedom of the municipality to act in coordination with the CIP. In effect, this amounts to comprehensive financial planning for the city.

Certain types of economic data can be particularly useful in a financial analysis. The following is a list of data that should be collected and maintained:

Water customers	Electric customers
Gas customers	Telephone customers
School enrollment	Civic and county population
Employment statistics	Auto registration
Postal receipts	Retail sales
Wholesale sales	Per capita income
Bank deposits	Building permits
New industries	Other items affecting the economy.

All revenues of the municipality should be examined thoroughly. This includes the collection of past revenues and projections for the future. Classification should be established for all revenues. The following is a list of data that should be collected and maintained:

Property tax	Sales tax
Licenses	Fines
Service charges	State aid

Miscellaneous sources, i.e.: Zoning and Subdivision Application Fees, etc.

An analysis of past receipts for each revenue classification should be traced back several years. The analysis should report only municipal receipts by year for the past six years. If revenues received are restricted by state or local law to a particular use, they should be so noted. If revenues have increased or decreased, an explanation of the change should accompany the analysis. By recording past receipts, the city can identify trends that may be useful in projecting future revenues. Revenue projection should be made for the period covered by the Capital Improvements Program.

To estimate future revenues, all possible factors that may affect past trends must be taken into account. The city must consider such matters as population change, rate of construction, growth of the economy, etc. Revenue estimates must be arrived at logically and should be accompanied by a complete explanation of how the estimates were calculated and what conditions might change the estimates.

Examination of Expenditures - It is important to examine both past expenditures, in order to obtain an historical record; and future expenditures, to help determine the city's ability to pay for future public improvements. Three general types of expenditures should be examined - operation expenses, debt service, and capital improvements.

Operation expenses should be classified by major service areas. In most cases, departmental expenses are convenient and meaningful classifications. Expenditures for each classification should be listed by year for the past six years. If major fluctuations occur from year to year, there should be a short explanation. Past expenditures are a vast asset in determining future operating expenses.

Estimates for operating expenditures should encompass the period covered by the Capital Improvements Program. Estimates of future operating expenses are normally based on past expenditures coupled with adjustments for increase or decrease in population, general inflationary trends, etc. To a great extent, operating expenses are based on service levels provided by a community; therefore, in considering future operating expenses, the city must consider increases in service levels, including the provision of new services.

A second type of expenditure that should be closely examined is debt service. In preparing the CIP, the municipality should prepare a schedule of all outstanding debt, indicating when a debt will be retired. The charts should indicate the principal, interest, and total debt service for each year.

An analysis of past capital improvement expenditures should be inducted. By examining past capital improvements expenditures, the city can determine past policies concerning capital improvements. It is also helpful to know how past capital improvements have been financed.

Fiscal Policy - A set of policy statements should be initially developed and reexamined each year, covering the following:

1. Capital improvements and debt service costs should generally approximate 20% of the total budget.

2. Debt service costs should not exceed 25% of the total budget.

3. At least 20% of capital improvements should be financed with current revenues.

4. At least 25% of debt principal should be scheduled for retirement within the current and succeeding four years.

5. Other policy statements should cover the use of revenue bonds, outside funds, special assessments, and year-end surpluses from capital improvements.

Inventory of Projects

Each department should prepare a list of all projects currently under way and those required in the future. Future projects should not be limited to just the time span of the Capital Improvements Program. A period of 20 years should be considered in assembling a comprehensive list of all potential projects. Projects can be identified from previous studies made by the municipality, such as the Comprehensive Plan and other special study reports.

All departments should prepare individual project estimates. Forms are utilized for this purpose which include such information as a description of the project, its priority rating, justification, estimated cost, etc.

The city should require a priority rating on all projects. The following priority scale can be used:

1. Urgent - Should not be postponed. Essential to complete a project already under way to maintain present level of service or to meet an emergency situation.

2. Necessary - Should be carried out within the next several years to meet the anticipated needs of present programs or to replace unsatisfactory facilities.

3. Desirable - Needed for proper expansion of a program, but exact timing of these projects must wait until funds are available.

4. Deferrable - Projects which may be needed for ideal operation but which can be postponed.

The following criteria is suggested for the use of department heads in determining priorities of the project:

1. Will the project contribute to the protection of life and property, and to conservation of community resources?

2. What is the relationship of the project to the welfare and progress of the community?

3. How will citizens be affected by the project? How many will be harmed or benefited if the project is or is not carried out?

4. Will the improvement replace existing facilities that are obsolete, or is the item new?

5. Will the project add to the value of the area and increase the valuation of the community and private property?

6. Will the improvement reduce or increase current operating costs?

7. What social or aesthetic values will be enhanced by completion of the project?

Review of Project Requests

It is mandatory that the city analyze the project requests submitted by departments. It is particularly important that projects conform to the Comprehensive Plan. Conferences should be held with department heads to get a more thorough understanding of individual project requests. Certain projects at this time may be shifted into lower priorities.

After the projects are reviewed and consultation with department heads completed, the list should be considered in its entirety. The project should be reviewed according to the general criteria previously listed. After final priorities are assigned, the first six-year Capital Improvements Program can be prepared. A Capital Improvements Program Report should be prepared for distribution to interested parties and should include information such as individual project descriptions, priority ratings, justification, programming of the project, estimated cost by year, effect on the operating budget, and other factors related to the fiscal capacity of the city.

Adopting the Program

After the Capital Improvements Program has been formulated, it should be forwarded to the City Council for review and final adoption. After the program has been submitted to the council and reviewed, a public hearing should be conducted. The first year of the program should be adopted, along with appropriations for the implementation of the plan. The remainder of the Capital Improvements Program should also be tentatively authorized, subject to annual revisions and authorizations.

Updating the Program

The Capital Improvements Program must be reviewed annually and updated. It should be a continuing part of the local government budgeting process. Projects are reviewed to determine the progress of projects already started, and whether certain projects should be continued, revised, delayed, or eliminated. The process of review involves the same people who participated in the formulation of the original CIP. The process includes evaluation of the projects currently included in the program, as well as the extension of the program by one year, and the review of resources available.

Changes in the CIP may be the result of a change in priorities due to unforeseen emergencies; new sources of revenues, such as a new tax; new grant programs at the federal level; etc. An annual review of the program will assure that it reflects the most pressing needs of the community.

FINANCIAL ANALYSIS

The analysis of the financial capabilities of the city involves consideration of the tax structure, bonded indebtedness, bonding capacity, financial contributions from state and federal agencies, and the tax base within the community. A review of the city's financial history is shown in Part VI of this report.

It has been projected that the City of Whitesboro will have the following funds available for General Obligation Bond Retirement:

	Anticipated Surplus	-	Bonded Debt	=	Fund Available
1973	$ 5,330	-	$ 24,675	=	($19,345)
1974	42,280	-	24,115	=	18,165
1975	43,235	-	28,550	=	14,685
1976	38,932	-	27,800	=	11,132
1977	34,327	-	27,050	=	7,277
1978	29,713	-	26,300	=	3,413

Based on background data developed in Part VI, the average operating expense of the utility system is approximately $85 per capita per year and operating revenues of $105 per capita per year or a "profit" of $20 per capita per year. Unfortunately, most of this profit must be transferred into the general fund to offset its liabilities.

Capital Needs - A list of needs for the city could become quite lengthy, but a realistic approach to this list takes into consideration the more pressing needs. These include:

General Obligation Type

Library	$ 50,000
Greenbelt (East Side - Min. 15 acres)	45,000
Fire Station	30,000
	$125,000

Revenue Type

Water Well	$ 45,000
Ground Storage (500,000 Gallon Tank)	150,000
Total Water	$195,000
Sewer Outfall Mains and Collector	$ 60,000
Total Revenue Type	$255,000
TOTAL PROPOSED EXPENDITURES	$380,000

Program For Expenditures - Based on the data in Part VI and on the need to meet its existing bonded indebtness, it is recommended that the City of Whitesboro delay any new major debts until after 1978. As an indication of the magnitude of funds needed the following information is provided:

$320,000 debt for 20 years at 7% would require an annual payment of $30,200.

$300,000 debt for 20 years at 8% would require an annual payment of $30,555.

REVISED CHART OF ACCOUNTS

CLASSIFICATION OF EXPENDITURES BY CHARACTER AND OBJECT

EXPENSE: These comprise all items of expenditure, necessarily incurred for current administration, operation and maintenance - and for materials and equipment in the nature of renewals or replacements which do not add to Capital Assets of the City.

100 Personal Services
200 Supplies
300 Land Maintenance
400 Structure Maintenance
500 Equipment Maintenance
600 Contractual Services
700 Sundry

CAPITAL OUTLAY:
Comprise expenditures of every character which increase the Capital Assets of the City.

800 Lands
900 Buildings
950 Equipment

EXPENSES

100 PERSONAL SERVICES
- 101 Salaries: Administration, clerical services, labor operation and labor maintenance
- 102 Extra Help and Adjustments
- 103 Longevity
- 104 Overtime
- 105 Benefits

200 SUPPLIES
- 201 Office Supplies: To include all supplies necessary for use in the operation of the office, such as:
  - Postage
  - Printing
  - Publications
  - Stationery
- 202 Food Supplies
- 203 Wearing Apparel
- 204 Animal
- 205 Motor Vehicle Supplies

200 SUPPLIES (Continued)

206 Minor Apparatus:
Minor Apparatus
Minor Instruments
Minor Tools
Minor Utensils
207 Laundry, Cleaning, and Toilet
208 Chemical, Medical and Surgical
209 Mechanical Supplies
210 Educational and Recreational Supplies
211 Botanical and Agricultural Supplies
212 Plastic Bags
213 Other Supplies

300 LAND MAINTENANCE: All expenditures, (material or contract) covering land maintenance, such as regrading, drains, repairing, etc.

400 STRUCTURE MAINTENANCE:
401 Buildings
402 Bridges
403 Sanitary Sewers
404 Sidewalks, Steps, Curbs, Gutters, and Culverts
405 Storm Sewers
406 Standpipes and Reservoirs
407 Streets, Roadways, and Highways
408 Other

500 EQUIPMENT MAINTENANCE: All expenditures (material or contract) covering repairs of:
501 Furniture, Fixtures and Furnishings
502 Machinery
503 Instruments and Apparatus (major). Includes all Fire Apparatus.
504 Motor Vehicles: Includes tires and tubes.
505 Other Vehicles
506 Book
507 Waterworks Mains
508 Meters and Settings
509 Signal Systems
510 Heating and Cooling Systems
511 Service Connections
512 Fire Hydrants
513 Other

600 CONTRACTUAL SERVICE: Miscellaneous services are activities performed by other than municipal departments, under expressed or implied agreement involving personal services plus the use of some equipment or the furnishings of commodities.
601 Communications
602 Hire of Equipment
603 Insurance
604 Tax Office
605 Audit

600 CONTRACTUAL SERVICE (Continued)

606 Engineering
607 Election
608 Custodian
609 Meter Readers
610 Planning
611 Fiscal Agent
612 Municipal Court Judge
613 City Attorney
614 Street Lighting
615 Electric Water Pumping
616 Water Purchases
617 Waste Water Treatment
618 Advertising
619 Travel Expenses
620 Rents
621 Dues and Subscriptions
622 School
623 Support of Persons
624 Animal Care
625 Transportation
626 Electric
627 Water
628 Gas
629 Freight, Express and Drayage
630 Special Services
631 Other

700 SUNDRY: Include those expenses legally or morally obligatory upon the City as a Public Corporation.

701 Contributions, Gratuities and Rewards
702 Interest and Sinking Fund
703 Principal
704 Bank Charges
705 Refunds
706 Judgments and Damages
707 Pensions
708 Legal Records Filing Fee
709 Court Costs, Jury and Witness Fees
710 Other
711 Warrants

CAPITAL OUTLAY

800 LANDS

801 Purchase Price: To include all expenditure for land as abstracts, assessments, cost of appraising, recording of deeds, surveys, etc.

802 Betterments: To include all expenditures (including payrolls) covering original cost of draining, engineering and inspection, first sodding, grading, planting and terracing.

900 BUILDINGS AND STRUCTURES: All expenditures, including payrolls for new or additions to:

- 901 Buildings
- 902 Bridges
- 903 Sanitary Sewers
- 904 Sidewalks, Steps, Curbs, Gutters, and Culverts
- 905 Storm Sewers
- 906 Standpipes and Reservoirs
- 907 Streets, Roadways and Highways
- 908 Other

950 EQUIPMENT: All expenditures to cover original cost of equipment (not replacements) which increase the value of the fixed assets of the City:

- 951 Furniture, Fixtures and Furnishings
- 952 Machinery
- 953 Instruments and Apparatus (major). This includes all Fire Apparatus.
- 954 Motor Vehicles (for transporting men or material)
- 955 Other Vehicles (maintainers, mowers, draglines, sweepers, rollers, compressors, etc.).
- 956 Books
- 957 Book Grants
- 958 Waterworks Mains
- 959 Meters and Settings
- 960 Signal Systems
- 961 Heating and Cooling Systems
- 962 Service Connections
- 963 Fire Hydrants
- 964 Playground Equipment
- 965 Other

REFERENCES

Carter & Burgess, Inc. (1967), Electric Distribution System Improvements: Engineering Report, City of Whitesboro, Texas, p. 20.

------ (1970), Supplemental Report on Water and Sanitary Sewer, Utilities for City of Whitesboro, Texas, p. 12.

------ (1972), Engineering Report on Proposed Sewage Treatment Plant and Outfall Main, Whitesboro, Texas: City of Whitesboro, Texas, p. 4.

Lewin, S. F.; A. H. Gordan, C. J. Harteluis (1970), Law and the Municipal Ecology: Water, Air, Noise, Over-population, National Institute of Municipal Law Officers, p. 199.

Manes & Associates, Inc., Planning Consultants (1970), Innovative Housing Study for Grayson County, Texas, Texoma Regional Planning Commission, p. 135.

Reynolds, Harry R. (1972), Audit Report: The City of Whitesboro: Year Ended June 30, 1972, City of Whitesboro, Texas, p. 14.

Rockefeller, L. S. (1970), Community Action for Environmental Quality, Superintendent of Documents, U. S. Government Print Office, p. 42.

Texas, State of (1973), Environment for Tomorrow: The Texas Response, Office of the Governor, Division of Planning Coordination, State of Texas, p. 45.

Texoma Regional Planning Commission (1969), Initial Housing Element: Grayson County Area, Texoma Regional Planning Commission, Denison, Texas, p. 37.

1970 U. S. Census: Population

------, Detail Housing Characteristics

Ward, J. E. (1963), A Comprehensive Plan for Whitesboro, Texas: Base Studies and Land Use Studies, City of Whitesboro, Texas, p. 81.

------ (1963), A Comprehensive Plan for Whitesboro, Texas: Thoroughfares and Parking Studies, City of Whitesboro, Texas, p. 21.

------ (1964), Administrative Controls: Proposed Revised Zoning Ordinance, Revised Zoning District Map, Revised Platting Ordinances, Off-Street Parking Ordinances for Whitesboro, Texas, City of Whitesboro, Texas, p. 32.

------ (1964), A Comprehensive Plan for Whitesboro, Texas: Capital Improvement Studies and Community Facilities Studies, City of Whitesboro, Texas, p. 82.

------ (1964), A Comprehensive Plan: Summary, City of Whitesboro, Texas, p. 111.

Whitesboro, City of (1973), Annual Arrangements Program (Community Development Statement), City of Whitesboro, Texas, p. 35.

ENVIRONMENTAL CONTROLS

The passage of the National Environmental Policy Act of 1969, Public Law 91-191, was the beginning of our overt recognition of a national default of conscience. This act declared a national policy which would "... encourage productive and enjoyable harmony between man and his environment and, ... promote efforts which would prevent or eliminate damage to the environment, ... and stimulate the health and welfare of man...".

This act strengthened existing national acts such as the Refuse Act of 1899, the Fish and Wildlife Coordination Act, and the Federal Water Pollution Control Act.

The area of environmental control vested in the municipalities comes from the above mentioned acts, state regulations, and local ordinances. The areas usually covered are: air, water, and noise pollution with controls on solid waste, congestion, visual pollution, and land pollution.

Air Quality Control

1. The Federal Clean Air Act of 1963 (Public Law 89-272) set forth national standards for automobile emission.

2. Under the Federal Air Quality Act of 1967 (Public Law 90-148), authority was granted to cities of the United States to implement air pollution control programs with the federal government assisting in the form of a matching funds grant. This act also preempted states from adopting automotive emission control standards.

3. The State of Texas has passed the Clean Air Act of Texas, 1967, (Art. 4477-5) which was enacted to ".... safeguard the air resources of the state from pollution by controlling or aborting air pollution..." The official rules and regulations are promulgated by the Texas Air Control Board, Order No. 68-1 (January 3, 1968). The regulations are titled:

   a. Control of Air Pollution from smoke, visible emission, and particulate matter.

   b. Control of air pollution from sulfur compounds.

   c. Control of air pollution from motor vehicles.

   d. Control of air pollution from volatile organic compounds and carbon monoxide.

   e. Control of air pollution by permits for new construction or modification.

   f. Control of air pollution from nitrogen compounds.

   g. Control of air pollution emergency episodes.

According to Lewin, et al (1970), *".... While there is not a great deal of doubt as to the ability of a municipal corporation to take certain steps to control air pollution under its police powers, it is still necessary to insure that any action taken does not exceed charter, constitutional, or statutory limitation...". Lewin develops a model code for air pollution control and gives a listing for air quality aid programs. The City of Fort Worth City Ordinance No. 5965 (July 8, 1968) may also be used as a model.

Water Quality Control

The Federal Water Pollution Control Act was amended in 1972 by the Water Quality Act which required the states to set water quality standards for all interstate waters or portions thereof and to provide means of enforcement. Through the coordination of the enforcement of the Rivers and Harbors Act of 1899 with the enforcement of the Federal Water Pollution Control Act, regulatory authority can extend to intrastate waters where no Federal Water Quality Standards apply.

In compliance with the requirements of the Federal Water Pollution Control Act and the Water Quality Act, the State of Texas has passed the Injection Well Act of 1969, the Solid Waste Act of 1969, the Water Pollution Misdemeanor Act of 1969, the Texas Water Quality Act of 1967, and the Texas Water Quality Standards Summary (April 1972). Texas Water Quality Board Order # 70-0828-5 has controlled the discharge of hazardous metals into the streams of Texas. In order to simplify procedures, avoid delays, save expenses, and facilitate the administration of the Texas Water Quality Act, Injection Well Act, and Solid Waste Disposal Act, the Texas Water Quality Board has written the Rules of the Texas Water Quality Board (1970), which is a review of the laws administered by the State of Texas.

Also the State Department of Health has written a standard for home water supplies. This may be obtained from the County Health Department as Individual Home Water Supplies publication.

Noise Pollution Control

According to Lewin, et al (1970), to combat urban noise, most municipal corporations have found it necessary to pass their police power ordinances making excessive or unnecessary noise coming from certain sources illegal.

The municipalities have the power to regulate noise by ordinances to preserve the public peace and tranquility, to abate noise as a nuisance and use-by category zoning.

Lewin, states that ".... constitutional questions raised in regard to municipal noise prevention or abatement ordinances have at times caused municipal ordinances to be struck down for being vague...". Noise ordinances do not need to set decibel limits in order to be constitutional, but a decibel ordinance does avoid the question of vagueness.

*Lewin, S. F., A. H. Gordan, C. J. Harteluis (1970) Law and the Municipal Ecology: Air, Water, Noise, Over-Population, National Institute of Municipal Law Officers, p. 199.

In Law and the Municipal Ecology by Stuart F. Lewin, on page 77, is a model noise ordinance developed from over 100 municipal ordinances.

The city can assist in a lower noise level by requiring quieter tires to be used on their vehicles and that the noise level of all municipal-bought equipment be rigidly specified.

Solid Waste Control

Solid waste and municipal waste are covered under the water quality controls presently.

Congestion Control

This can be population concentration and size or spot congestion due to movement of people during their daily activities.

The municipality has the power to control transportation and circulation within the city limits through their urban plans, capital improvements, ordinances, and the development of "people and goods movers."

The control of population concentration is through dwelling unit concentration regulation. While the number of families in a dwelling unit are controlled, there is no control on the size of families. The size is presently a moral issue that might need to be answered soon.

Visual Pollution Control

The average city has visual pollution of all sorts - billboards and signs garish and pleasing and juxtaposed so as to create eye "noise" (there is no symmetry to their location or design); power transmission line mazes creating a forest of steel and deadwood; string development of businesses and almost no rational pattern of relationships among different use zones.

While sign zoning regulates size and placement, it does not regulate the garishness or appropriateness of the signs. Presently the aesthetics cannot and probably should not be regulated by legislation.

Land use zoning has been used in most cities to control development and spread of non-compatible land uses. Instead, it has served as a method for realization of great profits by real estate interests and speculators creating the unwanted incompatible land uses and eventual urban blight - the worst sort of land clutter and visual pollution. Use of capital improvement programs to control extent and degree of public service would snub speculation, reduce cost to the community in developing services and control when, where and what type of development would take place. Density zoning and fire protection zoning are two other methods which could be used in conjunction with the Comprehensive Plan. Hap-hazard development is not equated to quality or economy, but is a waste of the community resources.