**Marshall Convention Center**
2501 East End Blvd South
Marshall, TX 75672
903-935-4421

**Members**
Amy Ware, District 4 - Mayor
Risa Jordan-Anderson, District 1
Leo Morris, District 2
Dathaniel Campbell, District 3
Reba Godfrey, District 5
Amanda Abraham, District 6
Micah Fenton, District 7

# MINUTES
# PLEASE SILENCE ALL DEVICES
# SPECIAL-CALLED CITY COUNCIL WORK SESSION

**August 18, 2025**
**4:15 PM**

## 1. Call to Order and Roll Call

Mayor Amy Ware called the Special-Called Work Session meeting to order in the Marshall Convention Center at 4:31 PM.

**PRESENT:**

**Mayor and Council Members:**
Mayor Amy Ware
Councilmember Leo Morris
Councilmember Reba Godfrey
Councilmember Amanda Abraham
Councilmember Micah Fenton
Councilmember Dathaniel Campbell
Councilmember Risa Jordan-Anderson

## 2. Citizen Comments

Texas Government Code, Sec. 551.007 requires that a governmental body must allow each member of the public who desires to address the body regarding an item on the agenda the opportunity to do so before or during the body's consideration of the item. The “Citizens Comments” portion of the meeting meets the requirements of this law and is the public’s opportunity to speak on any item on the agenda. Those who wish to speak are requested to fill out a public comment form and will have three (3) minutes to speak unless additional time has been requested.

There were no citizen comments.

## 3. Discussion and Report for City Council Consideration and Direction

A. Discussion regarding establishing Council Committees: a. Information Technology Committee (IT Committee) and b. Policy Development Committee. (City Manager)

Melissa Vossmer, City Manager, stated this item was a late addition to the agenda but is an opportunity for staff to take advantage of the Council's expertise and interest in various areas. Two of the areas were identified as an IT Committee and an Advisory Council Committee for Policy Development. There are already two council members willing to volunteer on the IT Committee. What the committees will do, how they are to be structured and what the missions will be, have not been identified at this time. The first step is to see if the council wants to create committees, then discussions will be had regarding scope, projects, how to meet, how to inform the Council and create a work plan for the upcoming months.

Councilmember Campbell stated there are some challenges to how businesses develop in Marshall. The City has a policy, but it's not a written policy. Recommended staff to write down the rules, so things can be consistent and all be equal, with no deviation.

Melissa Vossmer stated ordinances aren't policy, but they are used in guiding staff. Work is being done on the purchasing policy and implementation. There are other areas of interest that it is time to develop our own policies for.

Mayor Ware asked if there were volunteers for the IT Committee, which Councilmembers Abraham and Morris volunteered for.

Mayor Ware stated she would be willing to volunteer on a policy committee. Councilmembers Godfrey and Campbell also volunteered to be on the policy committee.

Councilmember Jordan-Anderson asked if the council would take the lead or staff on the committees. Melissa Vossmer said they would be directed by the council and staff would help.

B. Presentation of City of Marshall Water & Wastewater Rate Study 5-Year Plan. (Finance)

Kristina Hamilton, Interim Finance Director, introduced Chris Ekrut, partner and CFO of New Gen Strategies and Solutions, who presented information regarding the City of Marshall Water and Wastewater Rate Study.

Chris Ekrut discussed business fundamentals of revenue sufficiency, reserves and reinvestment. Chris Ekrut stated the water and wastewater infrastructure was evaluated and for many years no significant investment was made in capital improvement. Debt was issued in 2024 to replace or repair the infrastructure and a capital improvement plan has been created with projects totaling over $70 million.

Chris Ekrut stated three scenarios for the rate design have been created. Each scenario includes $1 million for maintenance, and rate increases will be smoothed out, where possible, to align with debt issuance. No changes to the rate structure are being recommended at this time. Customers who live outside the city will not have rates increase until the multiplier is at 1.2. Chris Ekrut provided an affordability analysis review, community rate comparison, and regional bill comparison.

An overview of the three scenarios for the rate design was provided, which include CIP funding over the next five years and the customer impact. The three scenarios are for:

1. $56 million
2. $42 million

3. $28 million

Councilmember Abraham asked about the non-city residents who get water. It was explained that since they don't elect the council, they have no voice and would have to go to the state and if they go to the state, the state can then make the rate case.

Councilmember Jordan-Anderson asked about the calculation of the different average incomes and the data used. The calculation used is the household income average, which is used by the EPA.

Kristina Hamilton stated the projects are being presented in priority order and can be covered by any of the scenarios, except the last $250,000 project.

Melissa Vossmer stated the original projects were reviewed and reworked to determine what should be included in the top five, ten, and 20 projects to be included in the various funding packages and to address areas of council concern and where we currently have EPA or TCEQ issues.

Deck Shaver, Interim Public Works Director, provided detailed information about the various utility projects for the water and sewer system, which total approximately $28,250,000.

Councilmember Jordan-Anderson asked for more information about the undersized watermains.

Melissa Vossmer stated the proposed plan begins to address the issue but does not cover the entire city.

Kristina Hamilton stated the cost estimate for the watermain project was $38 million, but it is being proposed to address the project in smaller portions starting with two $5 million increments at this time and coming back to council for future replacements.

Melissa Vossmer stated the original plan was looking at 30–40 years to replace the water lines. The plan is now looking at 15–20 years with consideration of the city's capacity to do the work.

Councilmember Jordan-Anderson asked about the planning of where to start the project and how to go about replacing the streets or watermains first.

Deck Shaver stated his department would be working with the Council and staff to create a plan.

Melissa Vossmer stated work will be done to move the lines from beneath the streets into the City's right-of-ways.

Councilmember Campbell asked if the number one concern is to become compliant for safety reasons and asked what items had to be fixed for compliance, which was said would be the trickling filter and bio tower.

Councilmember Godfrey stated that for us to get in compliance with EPA and TCEQ it would cost $11 million.

Melissa Vossmer stated efforts will be made to make improvements where possible and get in compliance.

Councilmember Abraham asked how long it would take if $5 million was set aside for watermains, which was determined would be approximately 1–2 years. Councilmember Abraham also asked when considering whether a watermain is to be repaired, replaced or moved, if it won't be done for years, to go ahead and fix the street if the street is on the street improvement program list.

Mayor Ware asked about the $1 million for the 30-year-old hydrants and non-working hydrants, if that would cover all non-working hydrants, which it was said it should get close.

Councilmember Abraham expressed her appreciation of bringing a priority list to make it easier to understand and determine where to start.

Councilmember Morris asked if there is a roster showing where fire hydrants have been replaced, and the location of ones that will be replaced? The Fire Department and Public Works Department have worked together to map the locations. The streets that are not serviced by the correct number of hydrants are being reviewed and locations for hydrant replacement and installation of new hydrants are under review.

Councilmember Jordan-Anderson asked about the projection to replace the hydrants, which was stated to be in the plan to replace hydrants that are not operational and/or 30 years old. Councilmember Jordan-Anderson asked where the Fire Department gets water from if the hydrant is not working, and it was stated the Fire Department has plans in place for such occurrences.

Councilmember Abraham stated an employee was tasked with replacing the hydrants, but the position became vacant, and the Fire Department took over the task.

Deck Shaver stated replacement of the primary and secondary clarifiers is a priority, as well as installing automatic control valves at elevated water storage tanks.

Melissa Vossmer asked if the Council would like staff to go through the remaining projects with less chance of getting funding this year. Mayor Ware said it would be helpful to go through the remaining items.

Deck Shaver discussed other projects that need to be addressed, including interceptors, lift stations, plant expansion, waterline repairs, sludge fan press and installation of a second grit chamber.

Councilmember Jordan-Anderson asked about upgrades to the lift station and how many there are in the City. There are a total of 23 with different priority levels based on the results of engineering evaluations. Councilmember Jordan-Anderson asked about the location of lift stations 14 & 15, which are on Fisher Drive. It was stated that one of them is not functioning but is still on insurance. This will be reviewed to see if it needs to be removed from the insurance.

Kristina Hamilton asked for direction regarding the scenarios, which will be brought back at a future meeting as an ordinance for rates to go into effect January 1, 2026.

Melissa Vossmer stated she would like this information to be brought to council to incorporate the information into the budget. Mayor Ware stated she would like the information to be made available for the public to have time to review it and provide input before the council gives direction.

Councilmember Campbell suggested including the year when a project was initially completed in the budget. Melissa Vossmer said the age of infrastructure can be included and what is being done to move forward.

Councilmember Campbell asked what would happen if compliance was not obtained in 2026, in which Deck Shaver explained that TCEQ and the EPA try to work with cities on a case-by-case basis to ensure they are making improvements. Councilmember Campbell asked about the possibility of being fined if we don't get the items addressed, and it was explained that if the city is fined those funds are used to reinvest in the infrastructure.

Kristina Hamilton stated that although council is being asked to look at and adopt a rate study that will provide funding for debt-related projects in the future, staff will have to bring back the list each time they issue debt. The debt issuance is anticipated to be every other year to give time for project completion and financial capacity.

C. Discussion regarding the FY25 Street Improvement Program. (Council)

Stan Hayes, Hayes Engineering, provided historical street improvement project information, and details regarding the 2024 contract with Rayford Truck and Tractor. The street selection process was composed of council suggestions and citizen complaints. A list and map were created based on these recommendations for street improvements as well as the PCI scores and onsite reviews.

Councilmember Abraham asked about the percentage of streets spread out per district.

Councilmember Fenton stated a patch of 15 feet should not be considered a street replacement.

Councilmember Jordan-Anderson stated she has a list of streets in her district, and asked if she could turn them in now or at a later time.

Councilmember Abraham stated the new PCI numbers have been received.

Councilmember Fenton said the selection should reflect the flow of traffic and not just the number of houses on a street.

Stan Hayes stated there are many different ways to create a selection process and suggested possibly splitting the funding between local, collector, and high traffic/through streets.

Melissa Vossmer asked council to provide specifically what they are looking for in the selection as the materials have been bid and staff needs direction on how to proceed.

Councilmember Jordan-Anderson stated she reviewed every street in her district and needs to submit the information for the streets that need to be included in the list.

Stan Hayes suggested selecting the streets earlier next year, and Melissa Vossmer stated she would like to start the dialogue in January and start the project in late February or mid-March as the program for FY26 will be larger.

Councilmember Fenton asked if the same index was going to continue to be used, and feels that streets keep being pulled on and off of the list. Stan Hayes said something needs to be done, and we can't use just PCI as the determining factor. Stan Hayes suggested again the possibility of splitting the funds that are available.

Melissa Vossmer stated different treatment options are being reviewed for the upcoming project year which should help afford additional street repairs next year.

Councilmember Godfrey stated that Stan Hayes has given his recommendation and, as he is an expert on the subject, she asked why his list wasn't accepted.

Councilmember Morris street improvement is a big thing; repairs are being done on streets that didn't meet the criteria for repair. Work done should be fair and equitable.

Councilmember Abraham stated there should be separate funds for different types of repairs.

Stan Hayes stated he could show pictures of the types of streets and what could be done to sustain them for another 10 years without a complete reconstruction.

Melissa Vossmer stated we need to gear up a maintenance program and update the ordinances that govern how businesses do work on the city roadways to require the city to inspect and approve the work.

Councilmember Campbell said there would not be a perfect plan, but we have to have something, and he would like that plan to include a better maintenance program.

Councilmember Jordan-Anderson stated she looked at the recommended list and counted the number of streets in District One, and it did not seem to be fair as there are 21 in District One and 10 in the other districts. She asked to have the list revisited.

Councilmember Abraham said this year a new approach has been taken to review the streets and stated she appreciates the work that has been put into the creation of the street list.

Mayor Ware said the PCI is done so it won't delay the progress for 2026, which should be able to be done at a faster rate.

Melissa Vossmer stated staff needs to bring something for approval and asked if council is ready to give direction or what additional information is needed to get the streets in a more desirable condition.

Mayor Ware asked the council members if they wanted to make any changes to the streets in their Districts that are on the list.

Councilmember Campbell stated if the street on the list is short, or only has a small portion remaining, to go ahead and finish it.

Councilmember Abraham stated when the replacement gets to the intersection and stops, it creates bumps. She suggested having a contingency buffer to cover going through the intersection, which may require one less street on the list to have some money available.

Councilmember Campbell asked if the streets with seams have a better life expectancy, which Stan Hayes explained the process of building the streets for drainage and smooth intersections.

Councilmember Godfrey stated Magnolia Street was missing and did not get a PCI score. Stan Hayes explained that there are streets that are not included in the list because of not having houses on the streets that front them.

Melissa Vossmer stated she would have the item placed on the agenda for the August 28th meeting for action.

D. Capital Improvement Plan: Project Planning, Funding Strategies, and Timeline Discussion. (Finance)

Krisitna Hamilton explained that a Capital Improvement Plan (CIP) is a strategic planning document that outlines the major capital project for a ten-year period. It provides a roadmap for the City's maintenance of and improvements to infrastructure.

Melissa Vossmer stated lessons are always learned when creating CIPs.

Kristina Hamilton stated the 2023 CIP was a ten-year program, and we are now looking at a five-year program with debt issuance based on capacity, and other key considerations including community needs & priorities, financial capacity, project costs & timing, maintenance & lifecycle planning, regulatory compliance, interdepartmental coordination, economic development impact, public input & transparency, flexibility & contingency planning. The 2026-2027 project list for the debt issuance of $10.175 million ($7,775,000 Ad Valorem (I&S Tax), $2,400,000 Water & Waste Water Utility) includes: city facility improvements including a needs assessment and parking lot upgrades; Airport Park improvements including a concession stand, restrooms and sidewalks; Citywide playgrounds; IT infrastructure upgrades; an ERP System; Police Department improvements including an Emergency Command Center, training and evidence rooms and a generator; Fire Department improvements including Fire Station 2 replacement and relocation, fire apparatus and a generator; and annual street improvements.

Councilmember Abraham asked about the golf course restrooms and clubhouse, asking if those were the only updates planned, and stated she would like to see course upgrades added to the list.

Councilmember Godfrey asked about generators and if these were in addition to the ones purchased by the Hazmat Mitigation Grant, which they are. Councilmember Godfrey asked about enhancements to Citywide playground equipment, which will be further out than the 2026/2027 program year, and a roof replacement for the Public Works building.

Randy Pritchard, Support Services Director, stated the Public Works building is an engineered steel building and replacing the roof and re-skinning it would make it more useful.

Councilmember Campbell stated it looked like some of the items are also plans on the rate study list. It was stated that yes, they are on both lists, they are placed on the list as part of it to cover a portion of the project if it is not done with TWDB.

Deck Shaver explained there are two treatment lines running parallel with each other and the goal is to keep at least one side moving.

Councilmember Campbell asked about the cost presented on the rate study versus the cost listed on the CIP. Kristina Hamilton explained the CIP amount is being backed into, and if the TWDB project is approved, more items on the CIP list will be able to be addressed.

Melissa Vossmer stated we will put the projects on the next agenda to talk in more detail, so the council is comfortable with the project selection.

Krisitna Hamilton stated we have a timeline to address the violations from TCEQ.

Mayor Ware mentioned repairs and updates needed, including IT needs; Parks & Recreation community centers need repairs, park improvements, golf building upgrades and course work; the library parking lot; and requested more information on the fire station relocation. The fire station is anticipated to be relocated to the southern portion of the Hwy 59 corridor.

Councilmember Fenton mentioned the City Arena parking lot needs repairs.

Councilmember Abraham asked where the fire station was being relocated. Assistant Fire Chief Randall Jeans stated station 2 would move from Indian Springs to Hwy 80 to cover more of the North and East areas of town and station 4 would be relocated to an area around Cox Road and Hwy 59. Assistant Chief Jeans stated Chief Rainwater has a map that indicates the planned relocation would allow the firefighters' response time to be within four (4) minutes for 90% of the city. Assistant Chief Jeans stated station 2 is the biggest need and the fire department is also looking into building a training facility.

E. Fiscal Year 2026 Budget Presentation. (City Manager)

Melissa Vossmer provided an overview of the budget and a road map for more and better planning for the future. Melissa Vossmer stated the city's mission, vision and core values, explained the updated organization chart, and the focus areas that were developed from the Council Work Sessions (Improve all Infrastructure, Invest in our

Workforce, Improve Communications with the Community, Improve Communications with and among City Employees, Improve Customer Service and Improve Community Appearance). Melissa Vossmer explained how these items relate to and are addressed in the budget. Melissa Vossmer stated there is no reduction in service, no new positions, the budget is being "right-sized", and the total FY26 annual fiscal budget is $50,939,330.

The next steps in the process are to have budget discussions to modify the proposed budget, hold two (2) public hearings on September 11th and 25th, and approve the budget.

Councilmember Morris made an observation that we need to celebrate our successes, and he would like to see something posted at worksites stating "Your Tax Dollars at Work" to show the public what work is being done within the City.

Mayor Ware thanked the Council, staff and consultants for their hard work.

**4. Adjournment**

**Councilmember Abraham made a motion to adjourn. Councilmember Campbell seconded the motion, which passed by a vote of 7:0.**

APPROVED:

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Mayor of the City Council
of the City of Marshall, Texas

ATTEST:

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City Secretary