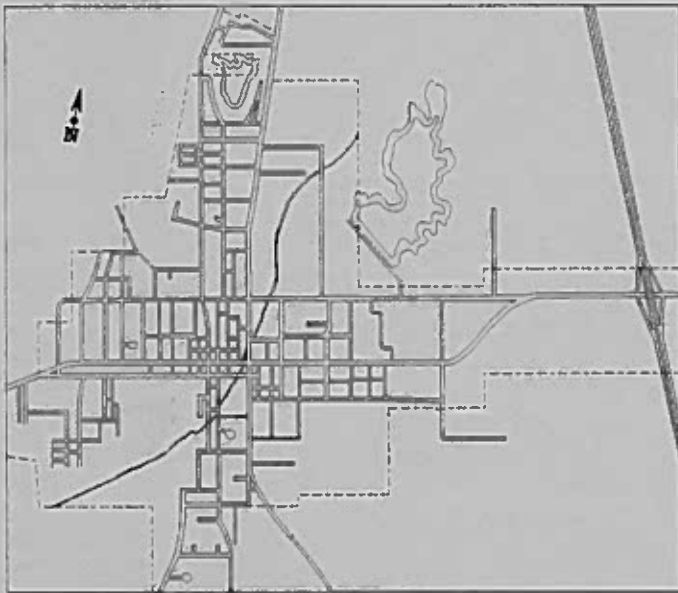


The

Comprehensive

Plan



City of  *Madisonville, Texas*

DEPARTMENT OF URBAN & REGIONAL PLANNING
College of Architecture
Texas A&M University

Texas A&M University
Department of Urban & Regional Planning
College of Architecture

April 3, 1989

Honorable Mayor and City Council
City of Madisonville

Dear Mayor Goodrum, Ladies and Gentlemen:

On behalf of Professor Jesus Hinojosa, Head of the Department of Urban & Regional Planning, I would like to submit this final edition of the Madisonville Comprehensive Plan Study. This document marks the conclusion of over eight months of intensive effort on the part of many individuals. The students involved in the production of this planning document included:

Lisa M. Dell, Student Coordinator

Yele Akinsanya
Laurie Hartmann
Katrina Miesch
John Tidwell

Dale Brown, AICP
Michael Johnson
Gary Mitchell
Mark Williams

This document contains information on Madisonville's history and background, natural environment, existing and future population, and regional economic profile. Existing land use, community facilities, urban infrastructure, and the transportation system are examined. Public goals and policies were analyzed. Proposals for future land use, and in particular the central commercial core of Madisonville are addressed in detail. Special attention was given to the economic development of the City.

I would like to thank you and all of the individuals from the City of Madisonville who assisted us in the production of this planning document. I would particularly like to thank Mr. James E. Dover, the City Manager of Madisonville for his support and assistance during the planning process. Professor Hinojosa and the students who participated in this effort join me in expressing the University's, the College of Architecture's, and the Department of Urban & Regional Planning's appreciation for your support of this academic program. This laboratory provided our students with an opportunity to work with public officials, private sector organizations, and Madisonville citizens in exploring practical applications of urban planning theory.

We trust that this instrument will serve as a useful point of departure for city staff members and your municipal committees to guide and promote the long-range development of Madisonville. With kindest regards and wishing you and the citizens of Madisonville every success, I remain,

Sincerely,



David L. Pugh, AICP

Associate Professor and Director of the Study

Economic Development

GOAL: To expand local employment and income opportunities by increasing the level of economic activity in Madisonville.

Objective 1: Build on and strengthen Madisonville's existing economic base.

Objective 2: Increase the diversity of the local economy.

Objective 3: Expand the amount of — and access to — crucial economic information.

Objective 4: Improve the local setting for investment and job creation.

Keys to Growth

A growing economy is one that generates more income to be earned, more money to be spent, and more capital to be invested. Theories of economic expansion point to two sources of growth: the demand side of the economy and the supply side.

Growth Driven by Demand

On the demand side of the economy, "exports" are seen as the key to growth. Exports are goods or services which are produced locally and sold to consumers outside of the area. Thus, exports stimulate growth by *increasing the flow of money back into an area*. If an economy can expand its volume of exports, then it will have the basis for increased income, spending and investment. That is why economic development strategies often make "expansion of exports" a top priority.

Growth among exporting firms is also important because it sparks a "multiplier effect" in the local economy. Everything from gas stations and grocery stores to local government and utilities is made better off by export growth. In fact, an increase in income and employment in the export sectors will often produce an even greater degree of expansion in the support sectors as new money continues to turn over again and again in the local economy. This is the essence of the multiplier effect. However, the support businesses rely on "basic" (export) industries to set off this chain reaction. Activities such as retail trade, services, utilities and local government are important sources of local employment and income, but they usually react to growth instead of initiating it. Export industries can also add to the growth momentum by drawing new labor and capital into the local economy.

In many economies, "exporting" is not limited to what it traditionally connotes — the shipment of goods out of an area to an external consumer. The key to exporting is selling to an

outside customer, but in some cases that customer may come to the product instead of the product going to him. That is why tourism is sometimes described as an export industry. It brings external consumers into an area and, in fact, transforms the city itself into a product to be "sold." This interpretation underscores local government's responsibility for the economic attractiveness of its jurisdiction. Retail trade can also serve as an export sector if it draws a considerable amount of external buying power into the local economy. Applying this export philosophy, some economic development programs also emphasize the attraction of retiring individuals and the promotion of local health care facilities. Again, the thinking is that external consumer spending can be drawn toward some local product or specialty.

A final factor in demand-side growth strategies is the notion of "import-substitution." While exports attract money into an area, imports drain funds away as local money is spent on goods and services produced in other areas. For this reason, economic development teams often try to pinpoint traditional imports that could feasibly be replaced by locally-produced goods and services. Through this import-substitution process, either an entirely new production opportunity will be created locally or an existing producer can fill the gap. Over time, development of local suppliers will reinforce an area's specialization in certain types of production. Additionally, it will help to reduce the outflow of dollars from the area, resulting in a stronger local multiplier effect.

Growth Driven by Supply

The supply side of the economy encompasses labor, capital and land — the "inputs" to the production process. Economic growth theories acknowledge that expansion can also be stimulated from the supply side. This could be done primarily by increasing either the quantity or the quality of economic inputs, implying such things at the local level as venture capital funds or education and training programs.

However, the key qualification to supply-side growth strategies is that they assume an existing source of demand for local products. Unfortunately, there is not much that can be done from the supply side if an area has little to offer to outside consumers. Nonetheless, programs aimed at enhancing local capital, land and labor resources hold out the hope of attracting basic industry to the area. It is for this reason that supply-side strategies should be pursued along with demand-side programs as part of a local industrial recruitment effort.

Madisonville's Growth Prospects

The major challenge facing Madisonville is the need to develop an industrial base that will provide trade opportunities, generate exports, and stimulate local employment and

investment. What the city depends on now is an economy built mostly around internal trade with only minimal external influences. With few exports and with only the limited retail base that it has developed, the city experiences only a small multiplier effect. More importantly, the narrow range of options available to Madisonville's youth once they reach working age induces many to leave the area for education and opportunities elsewhere.

On the positive side, Madisonville has the potential to specialize in those types of "export" activities where the consumer is drawn to the product. For instance, Madisonville's nursing homes and health-care services continue to attract retirees to the community. Retail shopping opportunities attract passerby traffic to the city as well as a regular customer base from the surrounding area. Periodic celebrations such as mushroom festivals, parades and Sidewalk Cattleman's Association events also identify the community as a gathering place for local citizens and visitors from around the state.

In the end, though, Madisonville's long-term economic stability and viability will require the type of basic industry that keeps all of these other secondary sectors going. Ideas and suggestions on how to progress toward the city's growth objectives will follow. But first it is necessary to assess which aspects of the city lay the foundation for future growth and which only serve as obstacles or impediments to growth. In particular, the inventory of growth constraints should indicate where action and intervention is most needed. Correction of these problems will increase the prospects for local growth and investment.

Madisonville Growth Assessment

ASSETS

- ongoing infrastructure improvements (water, sewer and streets):
 - bond-financed
 - voter-supported
- Lake Madison
- historic resources (Woodbine Hotel and Restaurant)
- passerby traffic (I-45) and through traffic (Highways 21, 75 and 90)
- a potentially viable downtown with existing infrastructure and commercial space
- civic pride efforts (clean-up events, downtown murals)

- periodic events:
 - Sidewalk Cattleman's Association (June)
 - Madison County Fair (FFA and 4-H programs for youth)
 - Mushroom Festival
 - Christmas Parade
- recent grants success
- a network of entities linked to economic development:
 - City of Madisonville

- County of Madison
- Madison County Chamber of Commerce
- Madisonville Downtown Merchants Association
- Madison County Industrial Foundation
- Brazos Valley Development Council
- Madison County Historical Commission
- Madisonville Sidewalk Cattleman's Association
- Madison County Fair Association
- Madison County Farm Bureau
- Texas Agricultural Extension Service
- Madison County 4-H
- Madisonville Lions Club
- Madisonville Parent-Teacher Association
- *Madisonville Meteor*
- Gulf States Utilities
- Lone Star Gas
- Madison County Industrial Park
- Central Texas location and transportation linkages
- efforts to promote local buying and hiring
- small-town atmosphere
- local health care services and facilities
- commitment of city officials to planning, long-range thinking, and strategic public investments
- "hometown" businesses with commitment to Madisonville
- local clubs, church groups and community organizations
- proximity to region's universities (Texas A&M, Sam Houston State, Angelina College, Stephen F. Austin State, Prairie View A&M, Blinn College, and many others in more distant cities and metropolitan areas)

CONSTRAINTS

- pessimistic attitudes:
 - lack of confidence in city's future
 - resistance to change
 - opposition to city initiatives
- distance of town square from Interstate 45
- condition of existing street system (including unpaved streets and one-lane wooden bridges in some areas)
- negative aspects of truck traffic passing directly through town
- commercial vacancies and dilapidated, abandoned structures
- Town Branch image problems
- prohibition of swimming at Lake Madison
- limited opportunities for young, working-age individuals
- competition for limited retail dollars between new stores and traditional businesses
- overall visual image problems (plus a lack of distinguishing landmarks with which Madisonville can be identified, or remembered)
- absence of a manufacturing/industrial base
- lack of railroad freight service
- out-of-town shopping by local residents
- persistence of blight and poverty in some areas
- alcohol restrictions (limits the extent of commercial opportunities in Madisonville, especially those types of businesses that can attract

- outside
- dollars and people to the area)
- lack of an economic development resource team
- absence of advanced education & training opportunities in town

Achieving Growth Objectives

With an understanding of what drives the local economy and with an awareness of local tastes and preferences, Madisonville must begin to translate its plans into action. The program ideas presented in this section are in no way "cure-alls" or paths to instant prosperity. However, progress in these substantive areas can begin to set the stage for positive economic change.

The four objectives suggested for Madisonville's economic development are repeated here. Under each is presented a list of possible actions that could be implemented to achieve the particular objective.

OBJECTIVE 1

Build on and strengthen Madisonville's existing economic base.

Program Ideas

- (1) Conduct periodic surveys of local business needs: are there actions that government or public/private partnerships (such as an economic development resource team) could take to make a local business expansion feasible (e.g., provide assistance in acquiring land for additional parking, address specific infrastructure needs, improve access to a site)?
- (2) Identify local "supply gaps" and new or existing businesses that could fill them (i.e., encourage "import-substitution"). For example, what products and services are needed by existing specialty sectors such as agriculture, ranching and horse-breeding (e.g., manufacturing of livestock trailers)?
- (3) Target troubled businesses to determine whether steps can be taken to avoid a complete shutdown of a local business.
- (4) Encourage redevelopment and adaptive reuse of older buildings (e.g., use of the Woodbine for office space, as a historic site, for meetings and gatherings, and as a bed & breakfast inn at appropriate times of the year; use of vacant gas stations as roadside restaurants; reuse of the vacant Madisonville Diner; conversion of older buildings to a theater, a library, etc.).
- (5) Host horse shows to capitalize on the Brazos Valley's apparent emergence as a horse-racing locale and to highlight Madison County's role in horse-breeding and ranching.
- (6) Develop a farmer's market to assist and publicize local agriculture and to attract passerby traffic into town. (The motel and diner site on Highway 75 might be

a potential location.)

- (7) Continue to employ "Buy Local" campaigns in Madisonville.
- (8) Develop more effective marketing and "visibility-raising" tools to draw attention to Madisonville within the region and across the state.
- (9) Develop a "working farm" which families from other areas could visit on a weekend, urban school children could see on a field trip, and interstate travelers could stop to enjoy.
- (10) Encourage innovation among older businesses to help them compete with newer retail outlets and to highlight their unique advantages (e.g., personal service, home delivery).
- (11) Establish citywide sale days and ensure effective advertising and promotion (especially in coordination with other events).
- (12) Specialize in "event-hosting": family and class reunions, professional & organization meetings, athletic events, festivals, contests, animal shows, etc.
- (13) Continue to develop and improve other aspects of Madisonville which draw outside spending and people into the city:
 - a) Lake Madison
 - b) the nursing home and health care sectors

OBJECTIVE 2

Increase the diversity of the local economy.

Program Ideas

- (1) Take steps to facilitate the attraction of new industry:
 - a) coordinate local economic development efforts by creating an economic development resource team
 - b) survey existing firms to identify key locational factors and advantages which brought industry to Madisonville in the past
 - c) make improvements to Madison County Industrial Park, including better access from town and greater visibility along Interstate 45
 - d) develop an industrial recruiting strategy, leading to targeted marketing and promotion of Madisonville as a manufacturing and distribution site
- (2) Build a Reunion Center with a minimum capacity of 1000 persons to accommodate dances, dinners, and other special events.
- (3) Develop a retreat site adjacent to Lake Madison (consisting of remote cabins and other amenities) to accommodate religious, academic, and professional retreat groups.
- (4) Target senior citizen groups, historic preservation societies, and others around the state for tours and lunches at the Woodbine.

- (5) Identify retail "gaps" and recruit new or existing businesses to fill them.
- (6) Develop more effective means of attracting passerby traffic and visitors into Madisonville. The City of Wichita Falls benefits from a state tourism rest area along its major highway. Madisonville might consider acquiring one or two sites along Interstate 45 to erect information outlets or "welcome centers" where interstate travelers could stop to rest and receive information on things to do and see in town. Is Madisonville taking full advantage of the tremendous volume of traffic that flows past its doorstep each day?
- (7) Consider the feasibility of hosting such high-profile sporting events as an annual five- or ten-kilometer run, or a "Courthouse Run" that would challenge bicyclists to race from the courthouse square of an adjacent county to downtown Madisonville.
- (8) Encourage the long-term construction of Lake Bedias in southern Madison County.

OBJECTIVE 3

Expand the amount of — and access to — crucial economic information.

Program Ideas

- (1) Develop a "Jobs Clearinghouse" to match local applicants with job openings in the area. A computerized database or a traditional filing system could be used to store information on individuals with particular skills or work experience. Local employers or outside prospects could review such information to fill positions or to gauge local labor availability.
- (2) Develop and maintain a centralized database detailing open land, commercial vacancies and redevelopment opportunities in town for use in economic development activities.
- (3) Maintain contacts with owners of vacant and available properties to support the economic development process.
- (4) Monitor and disseminate information on government contracting opportunities which might be appropriate for local businesses to pursue.
- (5) Continue to host periodic economic development seminars to encourage generation of ideas, evaluation of progress, and involvement and interaction of local groups and leadership figures.
- (6) Continue to emphasize effective grantsmanship and monitoring of federal and state funding opportunities to support local economic development efforts.
- (7) Update the Madison County Economic Profile periodically to incorporate more recent data on income and employment. This analysis can be used to monitor economic trends in the area and to measure economic development progress. It can also be supplied to industrial prospects and to others needing up-to-date information on the local economy. [This could be one of the duties assigned to an economic development staff person or an intern.]

OBJECTIVE 4

Improve the local setting for investment and job creation.

Program Ideas

- (1) Form a "Red Carpet" committee to direct economic development activities and to serve as a reception team for industrial prospects.
- (2) Attempt to overcome local attitude problems with educational campaigns and effective use of public relations tools that publicize progress and encourage public involvement.
- (3) Determine the feasibility of hiring a staff person to serve as an in-house economic development specialist. This person could facilitate communication and coordination between local agencies and do much of the legwork necessary for an effective economic development effort. The position could be jointly funded by the various entities either directly or from the economic development resource team budget.
- (4) Explore the likelihood of obtaining a satellite facility for advanced education and training in Madisonville which would be associated with Texas A&M University, Sam Houston State University or a similar institution. Other types of vocational training might also be recruited.
- (5) Implement suggested infrastructure improvements which will improve the appearance and image of Madisonville, such as the proposed northwest by-pass for truck traffic.
- (6) Establish a system of identification signage, logos and markers, especially to direct passerby traffic toward downtown from Interstate 45.
- (7) Continue to promote periodic clean-up campaigns, but expand them to include removal of abandoned vehicles, collection of recyclable materials, and buffering of negative elements such as garbage dumpsters. Beautification projects and competitions and garden clubs might also be encouraged.
- (8) Study alternative means of combating image problems along the Town Branch. If the purchase of maintenance easements is not feasible, one option might be to work out agreements with adjacent property owners to allow the city to clean up trash, cut down weeds, and provide general maintenance periodically.
- (9) Expand recreation and entertainment opportunities in town, especially for youth (e.g., golf, bowling, skating, swimming, movie theater, boat rentals at Lake Madison).
- (10) Weigh the benefits against the costs of additional local government employment in Madisonville. Additional positions could be created to carry out particular elements of the city's comprehensive plan (e.g., a town gardener, additional maintenance staff, a student intern).
- (11) Establish a hometown scholarship fund to support local students who wish to go on to college but then return to Madisonville. Awarding of scholarships might be linked to a "Madisonville Pride" essay contest.

- (12) Ensure that appropriate steps are taken by the public sector to support the economic development process:
- a) update the city's comprehensive plan regularly - every five years at least - and evaluate progress continuously to ensure that plan implementation is proceeding smoothly
 - b) develop a municipal Capital Improvements Plan to ensure the efficient investment of public infrastructure funds and to aid private business planning
 - c) ensure sound debt service practices to lay the groundwork for future financing of economic development projects
 - d) make effective use of existing and suggested ordinances which can help to address health, safety and visual image concerns (e.g., demolition and clearance of dangerous, dilapidated structures)
 - e) plan specialized services for target groups such as the city's elderly population
 - f) hold joint meetings of all relevant public bodies in the area (especially the city, county and school district) on at least an annual basis to discuss issues critical to economic development such as tax abatement policy. The entities could also explore opportunities for coordinated programming and joint funding of projects.
- (13) Determine the feasibility of hiring a full- or part-time staff person - preferably someone from the local community - to serve as a special events coordinator. This person could provide much of the staff support needed to carry out the recommendations for bringing pedestrian activity back to Cattleman's Square and the rest of downtown Madisonville.

Building an Economic Development Resource Team

Whether it is called a "growth" committee, a "red carpet" committee or some other name, Madisonville's new economic development resource team will face some traditional challenges and duties.

First, it is imperative that all relevant players are included in the group. This will vary from town to town, but it typically should include representatives of the city and county, the regional council of governments, the local school district, the chamber of commerce, the industrial foundation and other commercial groups such as a downtown merchants association. Also among the panelists should be representatives of local utility companies, banks, real estate firms, service organizations and perhaps the media. In the case of a rural community such as Madisonville, the committee might also invite the county extension agent and leaders of such high-profile groups as the county fair association, the area historical society, and "special event" organizations such as Madisonville's Sidewalk Cattleman's Association. The key to this first phase is to identify who is most involved in their community — and who *needs* to be involved more actively. Cooperation, coordination and interaction must be the themes of the committee process.

Once the resource team is in place, with a chairperson, vice-chair and secretary duly

elected, its members must begin to share and record their priorities and hopes. A consensus set of goals and objectives must then be agreed upon. In the process, the team members should begin to get an idea of how far they want their group to go: what subjects will and will not be dealt with? Once the scope of the team's efforts is clear, the group can begin to weigh alternative strategies for achieving economic development objectives. Cost and financing considerations will ultimately determine the implementation tools to be used.

Before any projects are undertaken, however, the resource team must begin with a thorough analysis of the area's dominant economic trends, strengths and obstacles. From this assessment, the committee can then complete an inventory of concerns to be addressed and problems to be solved. It should also keep in mind those aspects of the city which contribute the most to community life and which can still be capitalized on in the future.

A good way for the development team to build momentum is to identify a manageable starter project, implement it, and publicize the results. The group can then use its successful demonstration project as a catalyst for a new round of projects. The key is to keep the ball rolling — to build on successes, rebound from mistakes, and keep the energy and commitment focused toward the group's objectives. In the meantime, it is essential that the team periodically review its progress and evaluate its performance. What has worked well? What could have and should have been done differently? What new techniques or funding sources are becoming available? What practices can Madisonville borrow from other towns? What has been overlooked by the committee? Are opportunities being missed?

Financing Development Programs

Like any other public initiative, economic development is not free. How much it will cost and how much is ultimately spent is up to local citizens and their representatives. The important point is that the expense of economic development programs must constantly be judged in light of progress made and potential benefits to be gained.

The most obvious source of funding for local economic development projects is the city's own general fund. If an enhanced economy is believed to be a community-wide benefit, and if public sentiment is broadly in favor of such efforts, then the municipal budget may be the easiest and most logical funding source. On the other hand, if the position is taken that economic development only benefits a portion of the community, or if projects are purposely focused toward a specific area such as the industrial park or the downtown area, then a special assessment approach may be preferred. In this case, a special district would be established, enabling the city to collect revenues directly from those individuals and businesses likely to gain the most from targeted public investments or development strategies. This approach is most effective when the affected interests in the area are able to endorse the idea in advance. They should also choose district representatives to monitor the allocation of funds, oversee implementation of projects in the area, and maintain ongoing contact with city officials.

Certain types of economic development activities, especially those involving infrastructure improvements, may be seen as long-term investments toward the community's future. If that is the case, such projects may lend themselves to financing methods that are also long-term in scope. Use of bond issues and other extended financing schemes is often appropriate in economic development. Fund-raising via general obligation bonds allows a city to stretch its debt repayment schedule over many years, ensuring that future generations will share in some of the costs as well as the benefits of a project. Projects that generate tangible returns of their own once completed, such as a toll road, might also be financed using revenue bonds. In either case, the essence of the strategy is to shift some of the financing burden away from current citizens and to take advantage of long-term repayment of debt. The important trade-off is the accumulation of interest over time. This means that bond financing ultimately comes down to the city's capacity for debt service and its general attitude toward additional debt.

Earmarking of revenues to specific projects or ongoing functions is another way of ensuring reliable funding to support economic development. Madisonville might wish to follow the lead of many other cities and earmark all or part of its motel tax revenue toward economic development activities. The appealing aspect of this strategy is that outsiders help to finance development efforts, setting the stage for more visitors to be drawn to the area and for additional economic activity to emerge.

Of course, pursuit of federal and state grant money has long been a feature of economic development programs. Madisonville should continue to explore grant opportunities, especially for such clear-cut development projects as infrastructure upgrading. Assistance of a non-financial nature in such areas as planning and administration may also be obtained through selected state agencies and the regional council of governments. The keys to grantsmanship are proof of local commitment, dedication to long-range planning, and continuing assessment of local goals and priorities. In addition, the city and county should ensure that their "fair share" of federal and state spending is finding its way back into the local community and region.

Finally, Madisonville should also consider other variations and innovations in development finance. One possibility might be a Madisonville or Madison County "Growth Fund." This would enable the entire spectrum of development-related agencies — both public and private — to pool their resources, perhaps through annual contributions to such a fund. Again, the point is to recognize the crucial need for coordination of programs and spending between entities. As mentioned earlier, joint funding and cost-sharing on some projects will often be an effective, pragmatic financing option.

Whatever the local preference and whatever approach to financing is taken, what is essential is for the various organizations and agencies to establish their financing policies *now* — not later, when a prospect is waiting at the door. For instance, these groups must decide whether a policy of tax abatements (or gradual phasing-in of property tax burdens) for selected "high-impact" prospects is feasible and/or acceptable. At the very least, they must set down the criteria that will determine whether special incentives or financing arrangements are extended to a potential business prospect. Such basics should be hammered out in advance, fully recognizing that each case will still need to be judged on its own merits and details. As with the proposal for a "Red Carpet" Committee, then, the theme of development finance discussions is to "be prepared."

Conclusion

Economic development is clearly a multi-faceted process that overlaps with every other area of comprehensive planning. Despite this diversity of priorities, the economic development strategy of any community can usually be summarized under three general categories:

- *Retention of existing businesses and employers*, which have been shown to be the predominant source of long-term job creation and income expansion in a community.
- *Attraction of new industry and business* to diversify the local economy and to expand the range of employment options. This can easily become the top priority in a small community facing the prospect of long-term decline and population loss. The existing economic base may simply be too limited to generate needed

employment growth, especially for younger residents just reaching working age.

- *Promotion of entrepreneurship and small business start-ups*, usually by easing the substantial obstacles to successful business openings and survival.

The most important part of this process, especially in a small town setting, may be the informal types of assistance that can be provided to existing businesses by local government, public/private partnerships, and other groups. Developing a spirit of cooperation and teamwork is the key to effective economic development. Also essential is a sound understanding of the local economy and hands-on knowledge of existing businesses. This is where local know-how and leadership take center stage. Only an individual or leadership team intimately familiar with past trends and current conditions can fully answer the central questions of what is needed and how can it be done?

Recognizing that resources are limited and that even the most energetic volunteers only have so much time to give, careful targeting of funds and effort becomes vital. Where can the greatest impact be made? Where is the need for development assistance most pressing? A popular theme in economic development is the notion of "leveraging." By using public funds to supplement private resources or to put a borderline project "over the top," leveraging begins to address the problem of scarce resources for economic development.

Madisonville clearly has an urgent need for aggressive economic development activities. Without new jobs and economic growth, it faces the risk of losing much of its growing younger population to other cities; the prospect of seeing its existing infrastructure and productive assets sit idle as investment shifts to other regions; and the inevitability of watching its tax base dwindle and its business closings rise. Stimulation of local economic activity has become a widely-accepted role for municipal governments, especially in concert with private sector economic development efforts. It is concerns such as those listed above which justify strategic actions and public investments to insure a more viable city of the future.

**The Comprehensive Plan
City of Madisonville, Texas
1988**

Table of Contents

Letter of Transmittal	i
Table of Contents	ii
List of Maps	iii
List of Tables, Figures, and Illustrations	iv
The Existing City	
History and Community Background	1
The Natural Environment	8
Population Analysis	15
Land Use and Housing	22
Infrastructure	31
The Transportation System	36
Community Facilities	47
The Economic Setting	55
The Future City	
Comprehensive Plan Introduction	80
The Natural Environment	83
Future Land Use	88
Infrastructure	95
The Transportation System	100
Community Facilities	108
Economic Revitalization	116
The Downtown Plan	128
Visual Image	145
Appendices	
References	

The Comprehensive Plan City of Madisonville, Texas 1988

List of Tables, Figures, and Illustrations

Tables

Table 1	Madison County Twenty Year Population Projections	18
Table 2	Madisonville Twenty Year Population Projections	18
Table 3	Median Age	19
Table 4	Age Dependency	19
Table 5	Madisonville Land Use 1988	27
Table 6	Water Production and Treatment Facilities	31
Table 7	Functional Street Categories	38
Table 8	Annual Average 24-Hour Traffic Volume	43
Table 9	Vehicular Accidents 1987 Through 1988	44
Table 10	Library Space Standards	48
Table 11	School Facility Standards	49
Table 12	Recommended Number of School Types	50
Table 13	Madisonville School Profile	50
Table 14	General Standards for Open Space and Parks	51
Table 15	Income Measures from the 1980 Census	78

Figures

Figure 1	Twenty Year Population Projections	20
Figure 2	Percent of Total Land Available	28
Figure 3	Schematic Street System	40
Figure 4	Quarterly Accident Counts in Madisonville	45
Figure 5	Alternative Regional Delineations	58
Figure 6	Major Employers in Madisonville	60
Figure 7	Madison County Location Quotients	61
Figure 8	Madison County Employment Composition	63
Figure 9	Madison County Employment Composition Change	64
Figure 10	Employment Composition Comparison, 1987	65
Figure 11	Comparison of Employment Change by Sector	66
Figure 12	Madison County Labor Force and Employment Trends	67
Figure 13	Madison County Unemployment Trend	68
Figure 14	Madison County Unemployment Rate Trend	69
Figure 15	Unemployment Rate Comparison	69
Figure 16	Average Unemployment Rate Comparison	70
Figure 17	Employment Growth Comparison	70
Figure 18	Labor Force Participation in Madisonville	72
Figure 19	Historical Trend of Madison County Per Capita Income	73
Figure 20	Trend of Per Capita Personal Income	73
Figure 21	Madison County Total Personal Income Versus Total EBI	74
Figure 22	Median Household EBI Trend	75
Figure 23	Madison County Median Household EBI Distribution	76
Figure 24	Comparison of Median Household EBI Distributions	76
Figure 25	Trend of Average Weekly Wages	77
Figure 26	Madisonville Household Income Distribution	78

The Existing City

Community Background

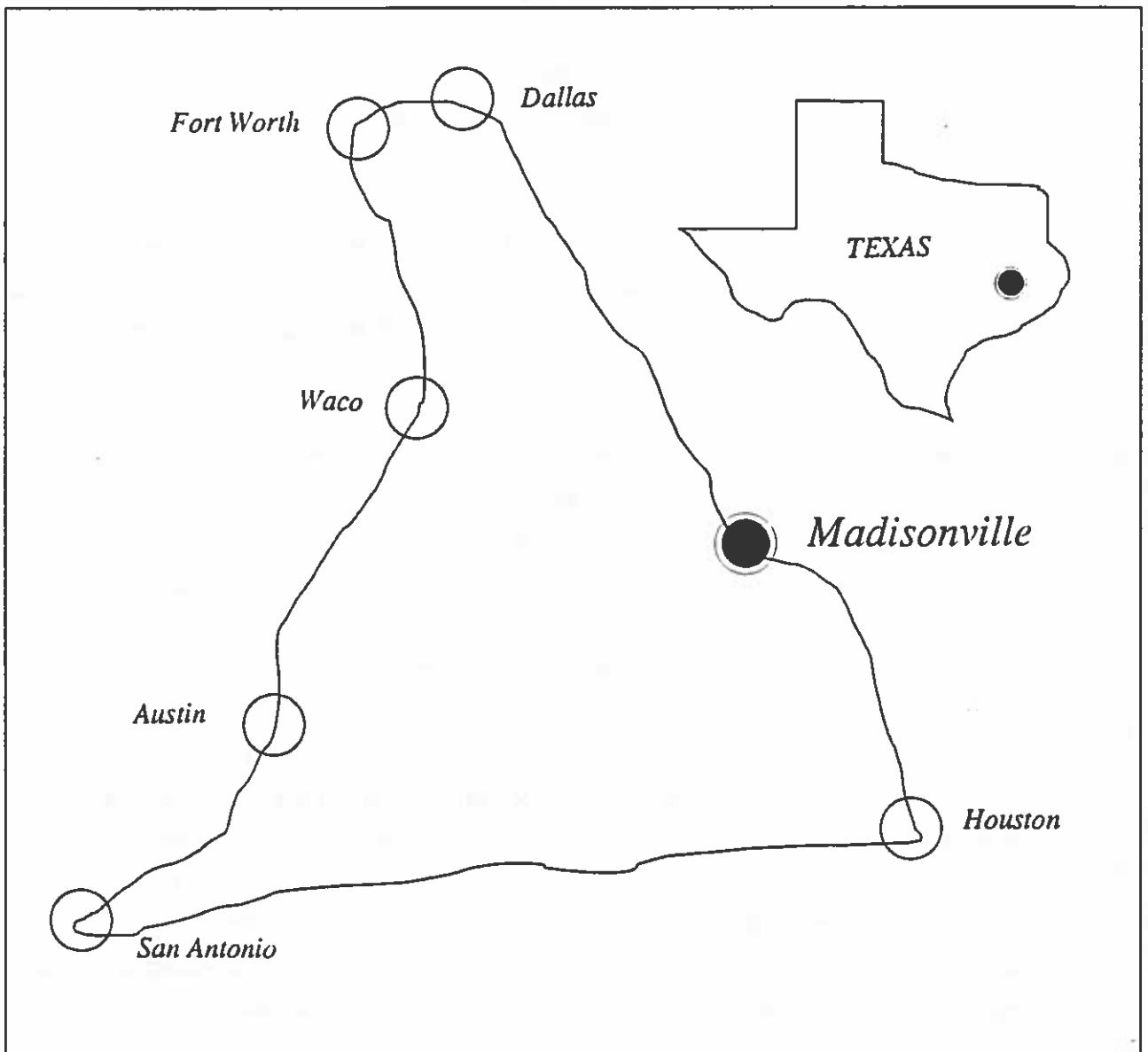
COMMUNITY BACKGROUND

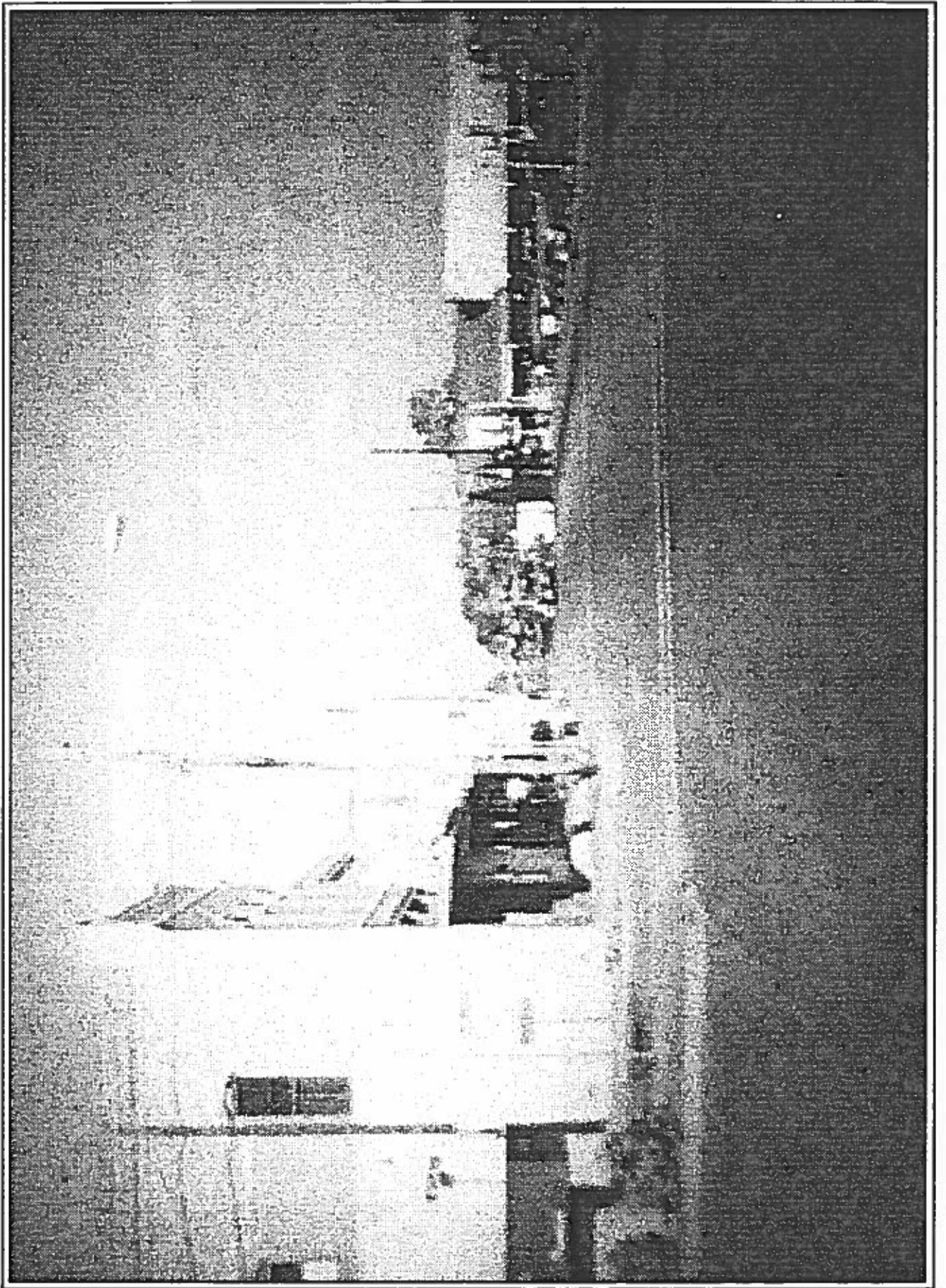
Founding

Madisonville owes its existence to one of Texas' first citizens - a settler from Stephen F. Austin's Texas colony. His name was Job Starks Collard, and in 1835 he had been granted roughly 200 acres of land in east central Texas by the Mexican government. Almost

MAP 1

Regional Setting





county investment continued until 1967 when this structure also burned to the ground. Invaluable county records were saved by a fireproof vault and transferred to an interim courthouse in the old Madisonville High School building. Today's modern courthouse was constructed on the square in 1970.

Madisonville in its earliest days also had a reputation as a "wild and wooly burg," with occasional violence. One individual recalled that the town sheriff "had two pistols, and he needed them in that county at that time." Part of the problem was undoubtedly the town's raucous saloons, such as the Blue Front on the west side of the square and the Brizzolara on the south side. The Madisonville School Board finally had seen enough when it voted in 1901 to adopt prohibition in its district. It wasn't long, though, before the Rough Edge Saloon appeared two miles east of town along Highway 21 - just outside the school board's jurisdiction. A second establishment, the Last Chance Saloon, also sprang up on the east side. However, all saloons were forced to shut down when prohibition was implemented countywide in 1903. It's not surprising that when the first train service came to Madisonville in that same year, one of the main items transported in from Navasota was liquor.

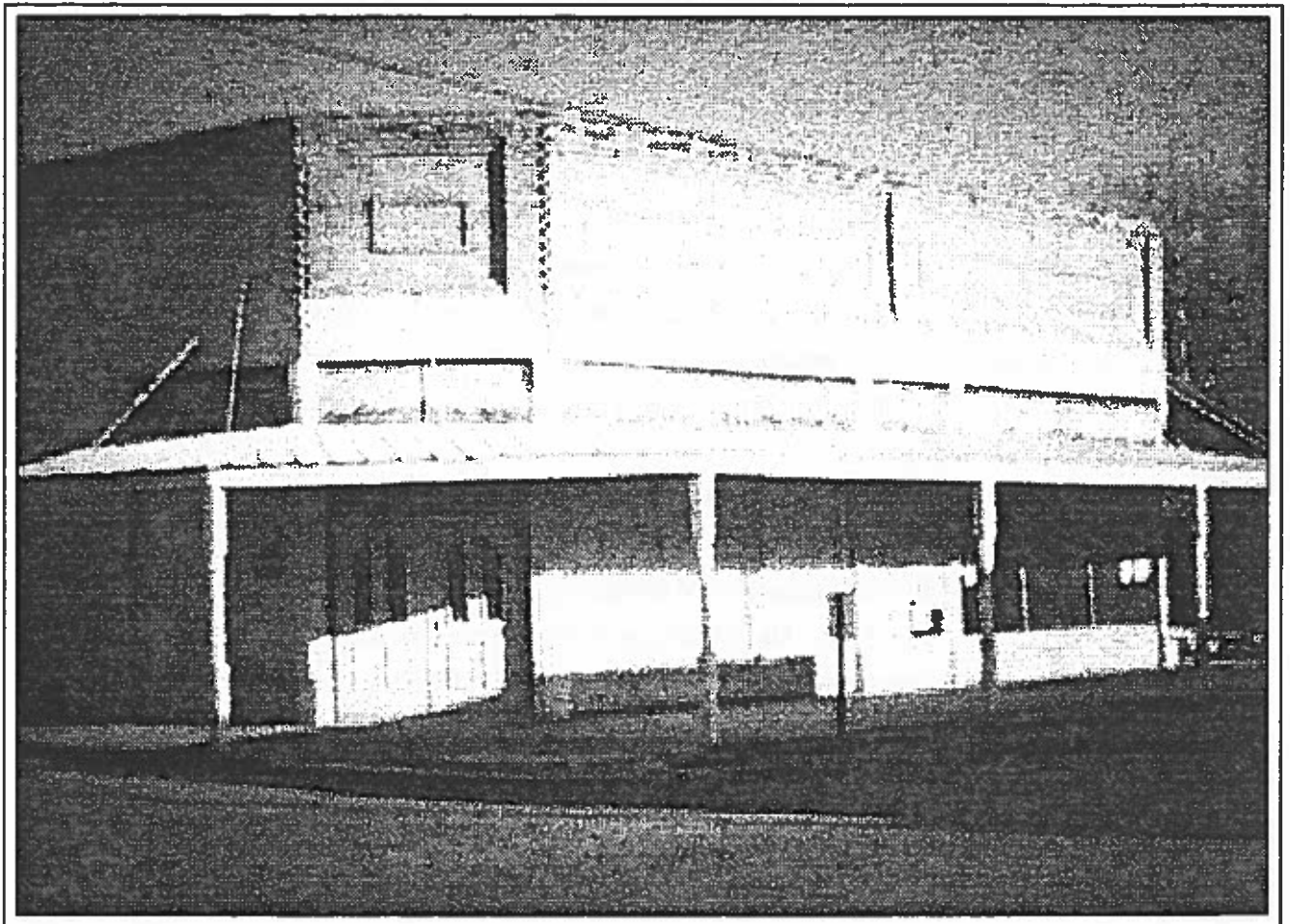
Over time, more and more settlers made a long-term commitment to stay in Madisonville. As a result, the town took on a more permanent identity and began to emerge

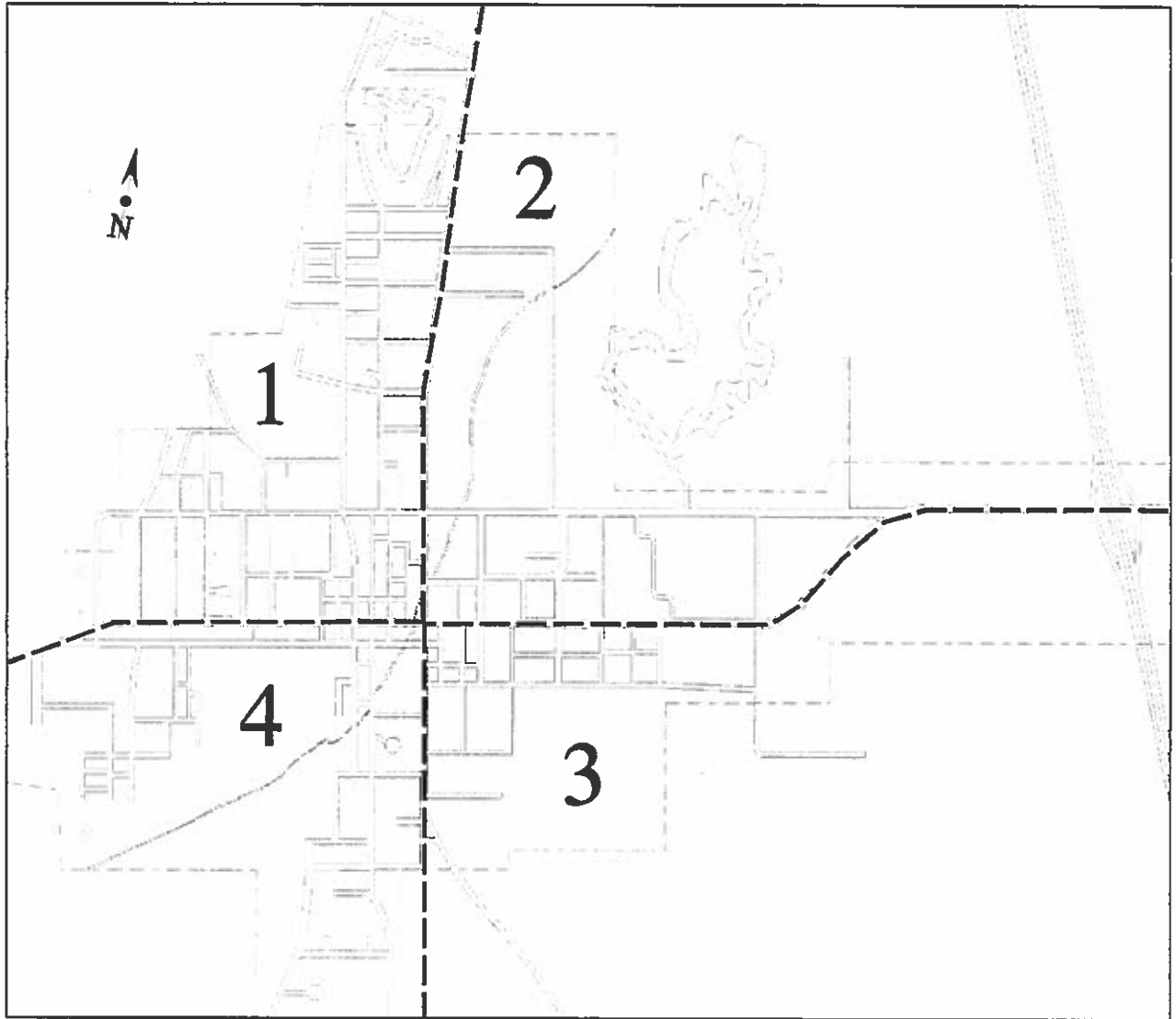


Messenger, soon appeared in 1894. When this new paper was later sold to a local schoolteacher, the name was changed to the now-familiar Madisonville Meteor. In 1920, the paper's type was set for the first time with a Linotype machine. The Meteor was again sold in 1938, and a year later it was singled out as "the best all-round weekly newspaper in the nation" by the Crowell Collier Publishing Company of New York.

Madisonville's trade opportunities after 1900 were expanded when the International & Great Northern (I&GN) Railroad came to town in 1904. The railroad had been extended from Navasota during 1903, and an attractive depot was built as close to Madisonville's town square as was possible. One arrival a day - a combination passenger / freight service - was initiated, and I&GN later ran separate passenger and freight trains to Madisonville each day. Townspeople would gather at the depot most afternoons to see the day's freight arrive. A commercial track was also built around the town to allow for the unloading of goods on the east side of the square near Commerce street.

Other modern conveniences soon followed, such as electricity, home telephones, and natural gas service. The coming of the automobile to Central Texas would also lead to greater mobility and the upgrading of highways that connected Madisonville to other towns and regional centers.





MAP 2

City of  *Madisonville, Texas*

Planning Areas

College of Architecture • Texas A&M University 1989 DEPARTMENT OF URBAN & REGIONAL PLANNING

The Natural Environment

THE NATURAL ENVIRONMENT

Introduction

The physical environment of an area has a direct influence on the establishment, development and potential decline of a city. The physical features of a location give character to the shape, density, type and extent of development within a city. The environmental features also serve to define the capacity for future development. This part of the document describes the environmental features of the Madisonville area.

Climate

Madisonville is situated within a moderate sub-humid climatic zone characteristic of eastern central Texas. Temperatures throughout the year range from above the 100 degree



moderately rolling and elevations range from 350 feet above mean sea level in the headwaters to 225 feet in the flood plain near Caney Creek (Map 4).

Water Resources

The surface water resources of Madisonville include two major streams which border the area. They are the Trinity River to the east of the city, and the Navasota River to the west of the city. There are two watershed lakes in Madisonville. Site one, known as Lake Madison, is a multi-purpose impoundment which retains a 76 acre lake. Site two is a smaller lake located on private property on the northern edge of the Madisonville city limits. Livestock water supplies are provided by farm ponds, wells, creeks and rivers in the area.

The ground water resources are provided by three aquifers. The Canizo-Wilcox sands, Sparta and Queens City aquifers are the major sources of underground freshwater. Ground water is readily available to most of the area. Wells are the primary source of water for the city and the rural residents. Well depth usually extends from 250 to 500 feet below the surface.

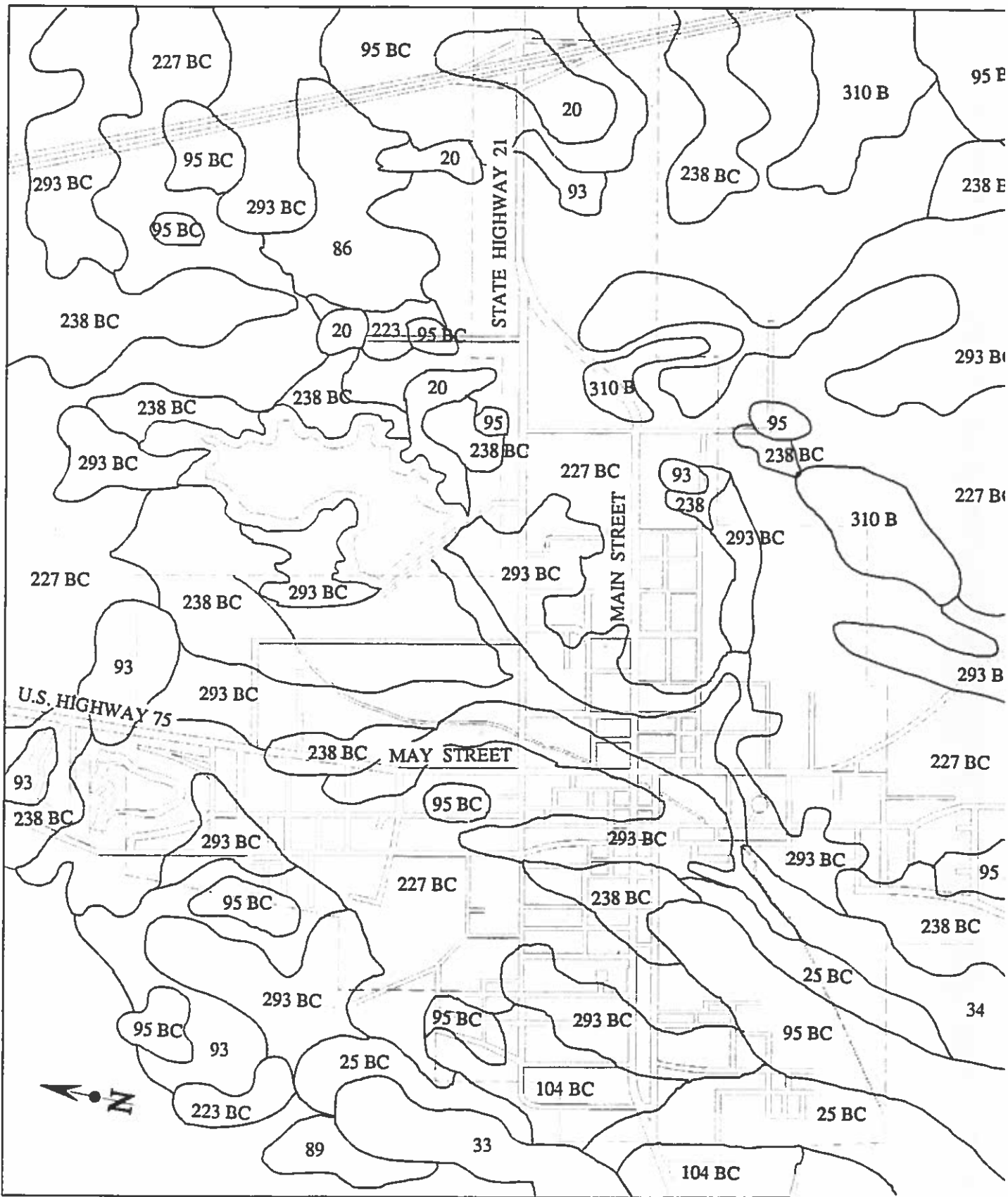
Vegetation

The Madisonville area is located within the Post Oak Savannah vegetational region. The original stands of Post Oak and Blackjack Oak are interspersed within a grassland of predominately little bluestem, Indiangrass, switchgrass, purpletop and Texas wintergrass. Water oak, green ash, sugarberry and elm trees also grow in the bottom lands of the Town Branch drainage area. Introduced grasses for pasture include coastal bermudagrass, common bermudagrass, bahiagrass and Johnsongrass. Most of the cropland is planted with oats and annual ryegrass for winter grazing.

Wildlife

Lake Madisonville and other smaller private lakes have been stocked with assorted fresh water game fish. The creeks of the area offer little recreational value due to their seasonal wet and dry conditions. Birds common to the area include ducks, geese, kildeer and mourning dove. Fox squirrels, raccoons, opossums, skunks, white-tailed deer and beaver are often observed in the area.

Twenty-eight acres of farm ponds in the Madison County area are described by the



MAP 3

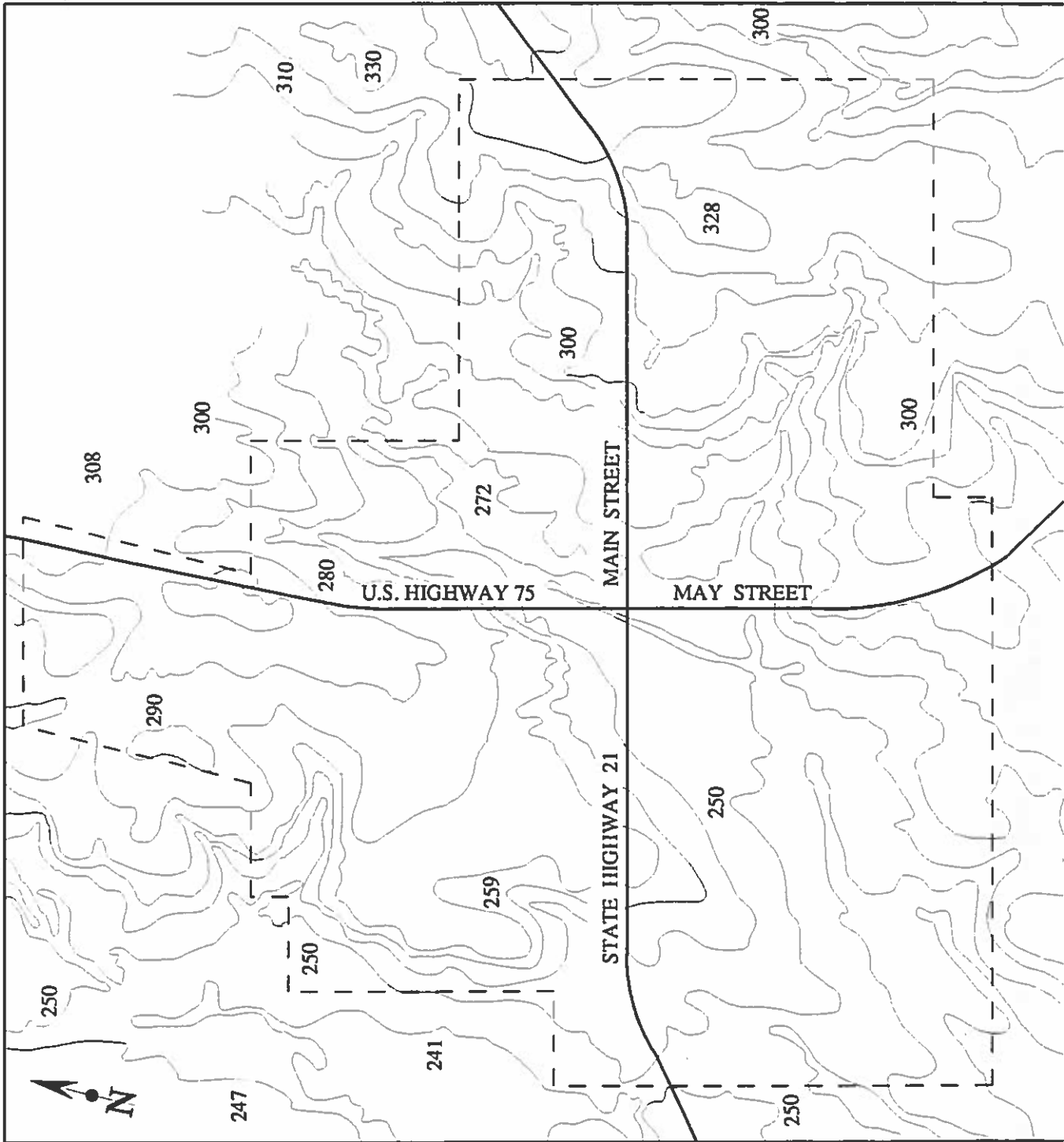
City of  Madisonville, Texas

Soils

College of Architecture • Texas A&M University

1989

DEPARTMENT OF URBAN & REGIONAL PLANNING



MAP 4

City of  Madisonville, Texas

Topography

College of Architecture • Texas A&M University 1989 DEPARTMENT OF URBAN & REGIONAL PLANNING

U.S. Fish and Wildlife Service as Type 5 wetlands important to migratory waterfowl. Type 5 wetlands are primarily shallow open waters bounded by shallow edges of emergent vegetation.

Threatened and Endangered Species

No plant species or vertebrate animal species from Madison County are listed as threatened or endangered by the U.S. Fish and Wildlife Service, Texas Parks and Wildlife Department, or Texas Organization for Endangered Species, as of March 1987.

Population Analysis

POPULATION ANALYSIS

Introduction

This chapter provides a demographic analysis of Madisonville and Madison County, Texas during the planning period of this study. This chapter is divided into two parts: a description of the existing population as of the 1980 census and projections of that population to the year 2000.

Existing Population

As of April 1, 1980 Madison County contained a total of 10,649 persons, of which 2,220 were inmates of the Texas Department of Corrections Ferguson Unit. The City of Madisonville contained a total of 3,660 persons. Between 1970 and 1980 the County as a whole experienced a 38.4 percent increase in population. During the same time period, Madisonville experienced a 27 percent increase in population. Further analysis of the County shows that the inmate population experienced a 93.7 percent growth rate, increasing from 1,146 in 1970 to 2220 in 1980. In order to obtain an accurate description of the county, it was necessary to remove the inmate population from the total population to obtain a base population. Unless otherwise noted, all descriptions of the population in the remainder of this chapter are of the base population.

The base population of Madison County in 1980 was 8,429 persons, an increase of 28.7 percent over the 1970 population of 6,547 persons. The City of Madisonville accounted for 3,660 persons or 43 percent of the total population of the county in 1980, an increase of 27 percent from the 2,881 persons in 1970. The rural population of the county comprised 4,769 persons, an increase of 30 percent from the 3,666 ten years earlier.

The City and County showed similar percentages when categorized by sex. In 1970 the County was 46.8 percent male and 53.2 percent female while the City was 45 percent male and 55 percent female. By 1980, Madison County was 47.7 percent male and 52.3 percent female. Madisonville was 46 percent male and 54 percent female in 1980.

The proportion of aged persons has been regarded as an indicator of a young or old population. Populations with 10 percent or more aged 65 years or more may be said to be old. In 1980 18.26 percent of the Madison County population was under the age of 15 while

five years or less of formal education, 46.4 percent with high school diplomas and 11.7 percent with four or more years of college.

The Future Population

The future populations of Madisonville and Madison County were calculated by the cohort-component technique in five year increments beginning with 1985 and ending in 2000. The age-specific fertility rates and age-sex specific mortality rates used for both City and County projections were obtained from the Department of Rural Sociology, Texas Agriculture Experiment Station, Texas A&M University under contract to the Texas State Data Center. The sex ratio at birth was calculated at 51.9 percent males, 48.1 percent female from Texas Vital Statistics, published yearly by the Texas Department of Health. Migration rates were calculated as the residual of the projected 1970 population subtracted from the official 1980 census. The projections discussed below, therefore, are correct to the extent that the trends experienced between 1970 and 1980 are representative of the next twenty years.

Tables 1 and 2 provide a summary of the future population for Madison County and Madisonville respectively. The total populations are further summarized by Table 3 and Figure 1. Overall, it is projected that Madison County, including TDC inmates will increase from a total population in 1980 of 10,649 to a total of 14,218 in the year 2000. During the same time period, Madisonville will increase from 3,660 to 4,602 (a 25 percent increase). Significantly, as Table 3 shows, the median age of the population will not vary to any great extent over the next twenty years.

The present populations of both the County and the City have high numbers of what are referred to as dependent populations (persons below age 15 and over age 64). Approximately 43 percent of Madison County's non-inmate population and 44 percent of Madisonville's population were classified in one of the two dependent groups in 1980. As can be seen from Table 4, the expected trend is for this situation to decrease substantially over the next twenty years. The major impact will be felt in the reduction of persons over age 64 even though an unusually high in-migration rate for elderly persons is projected to continue throughout the study period. Two related circumstances are the growth of persons in the "working" population (those aged 15 to 64) along with a corresponding increase in children (reflecting the larger numbers of adults in the child-bearing ages).

Table 3: Median Age

	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
MADISON COUNTY	34.6	33.2	32.7	33.1	34.6
MADISONVILLE	34.3	32.2	31.7	32.1	33.1

Table 4: Age Dependency

YR	MADISON COUNTY, TEXAS			MADISONVILLE, TEXAS		
	TOTAL CHILDREN 0-14 YRS	TOTAL POPULATION 15-64 YRS	TOTAL AGED 65 & OVER	TOTAL CHILDREN 0-14 YRS	TOTAL POPULATION 15-64 YRS	TOTAL AGED 65 & OVER
80	1945	7016	1688	808	2035	817
85	1862	7791	1532	846	2227	656
90	2119	8511	1458	955	2424	605
95	2438	9438	1320	1042	2717	517
00	2718	10431	1260	1095	3065	442
	CHILD DEPEND RATIO	AGED DEPEND RATIO	TOTAL DEPEND RATIO	CHILD DEPEND RATIO	AGED DEPEND RATIO	TOTAL DEPEND RATIO
80	27.72	24.06	51.78	98.90	40.15	79.85
85	23.90	19.66	43.56	128.96	29.46	67.44
90	24.90	17.13	42.03	157.85	63.35	64.36
95	25.83	13.99	39.82	201.55	19.03	57.38
00	26.06	12.08	38.14	247.74	14.42	50.15
	PERCENT UNDER AGE 15	PERCENT OVER AGE 64	AGED/CHILD RATIO	PERCENT UNDER AGE 15	PERCENT OVER AGE 64	AGED/CHILD RATIO
80	18.26%	15.85%	86.79	22.08%	22.32%	101.11
85	16.65%	13.70%	82.28	22.69%	17.59%	77.54
90	17.53%	12.06%	68.81	23.97%	15.19%	63.35
95	18.48%	10.00%	54.14	24.37%	12.09%	49.62
00	18.86%	8.74%	46.36	23.79%	9.60%	40.37

14,218 persons for a total percentage increase of 33.5. Both the city and the county will experience an overall decrease in the age dependency of the population resulting from an overall decrease in the elderly population and an increase in the population 15 to 64 years of age. Reflecting the increased number of persons of child-bearing age in the future, the percentage of the population under the age of 15 will remain fairly stable at slightly below 20 percent even though the birthrate for Madison County is expected to follow state and national trends and remain at or about the replacement level (2.1 children per female of child bearing age). Madisonville and Madison County can look forward, then, to a slow but steady growth in overall population.

Land Use & Housing

LAND USE

Introduction

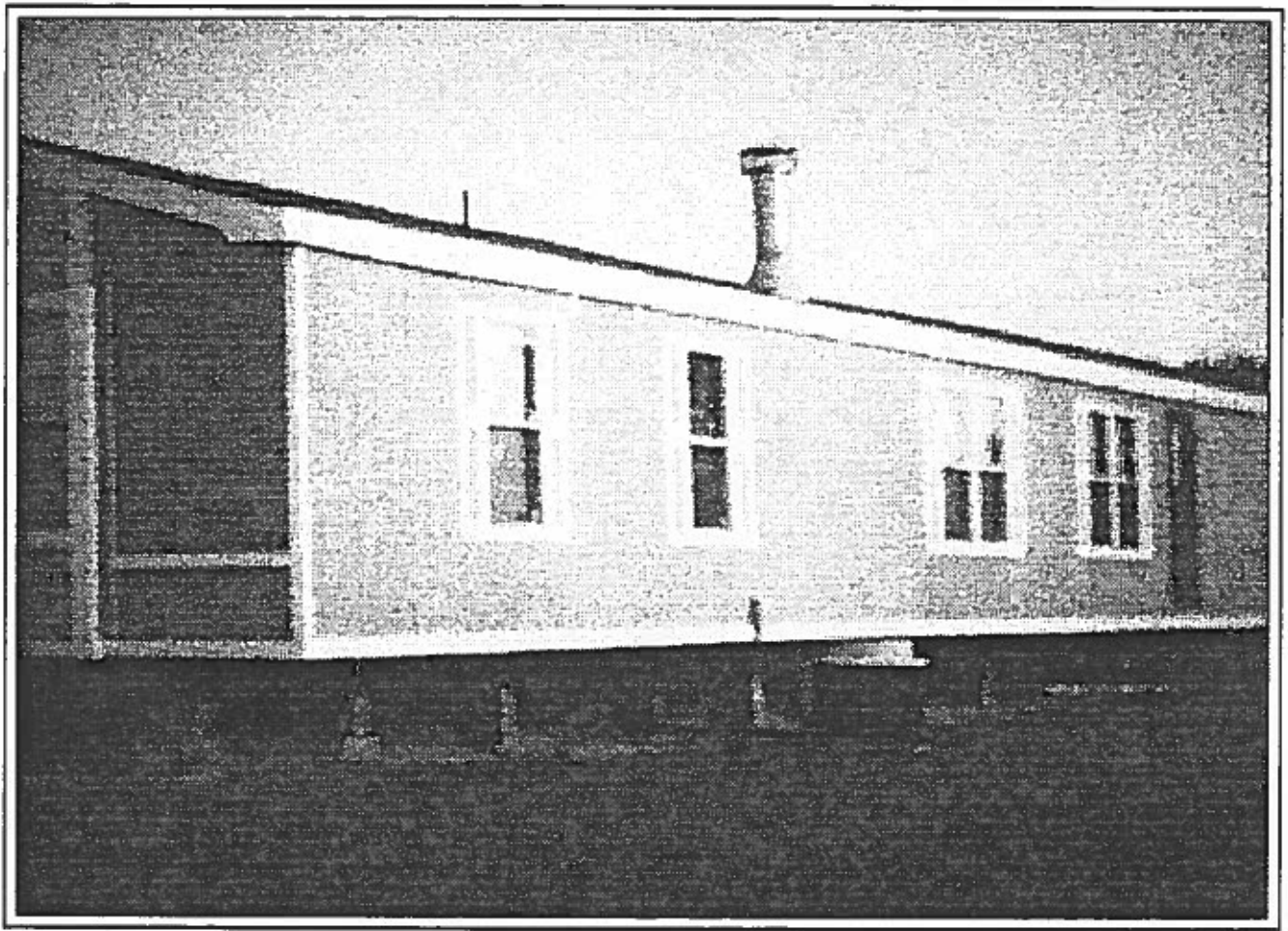
The term "land use" describes the physical pattern of the city's activities and functions. An analysis of the land use pattern is one of the most crucial elements in the comprehensive planning process. Some of the activities that take place in a city include living, working, shopping, recreation, and transportation. All of these activities affect the quality of life of the citizens who live there and the land use analysis provides the key to understanding the basis of orderly growth in new areas, and of efficient redevelopment of older areas. The land use analysis is also an effective tool used to help urban planners minimize conflicting land use activities and stabilize or increase property values.

In the Fall of 1988, a land use survey was conducted in Madisonville. This survey involved a physical inspection of each parcel of land to determine the land use activities present and the condition of structures occupying the property. The land use activities found in the city were then plotted on a map and differentiated by color. This allowed the acreage of each land use classification to be calculated. The classifications used in this document are as follows:

1. Single Family Residential
2. Multi-family Residential
3. Mobile Homes (included in single family residential area calculations)
4. Commercial
5. Industrial
6. Public/Quasi-public
7. Parks and Recreation
8. Vacant/Undeveloped

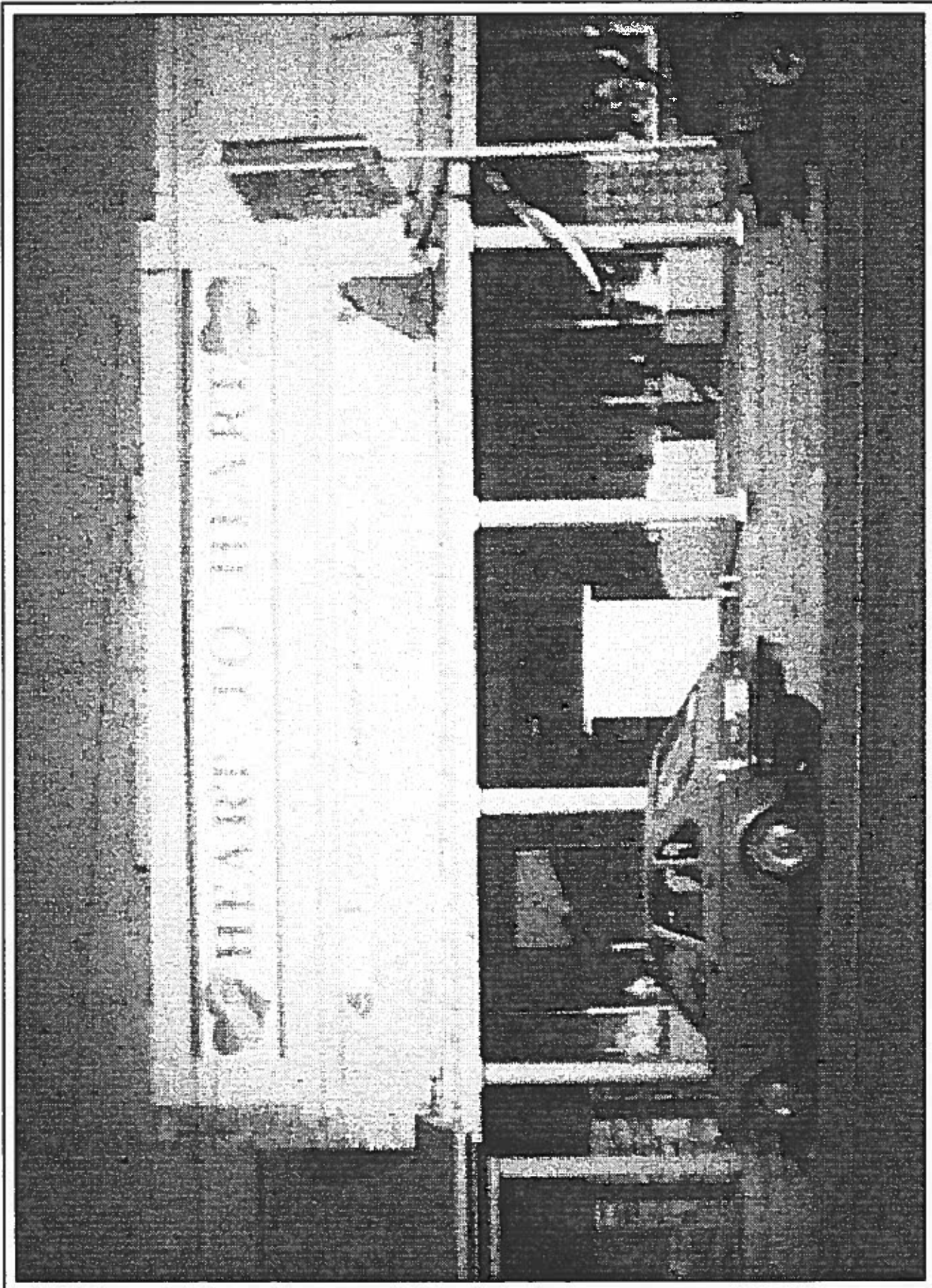
Survey Results

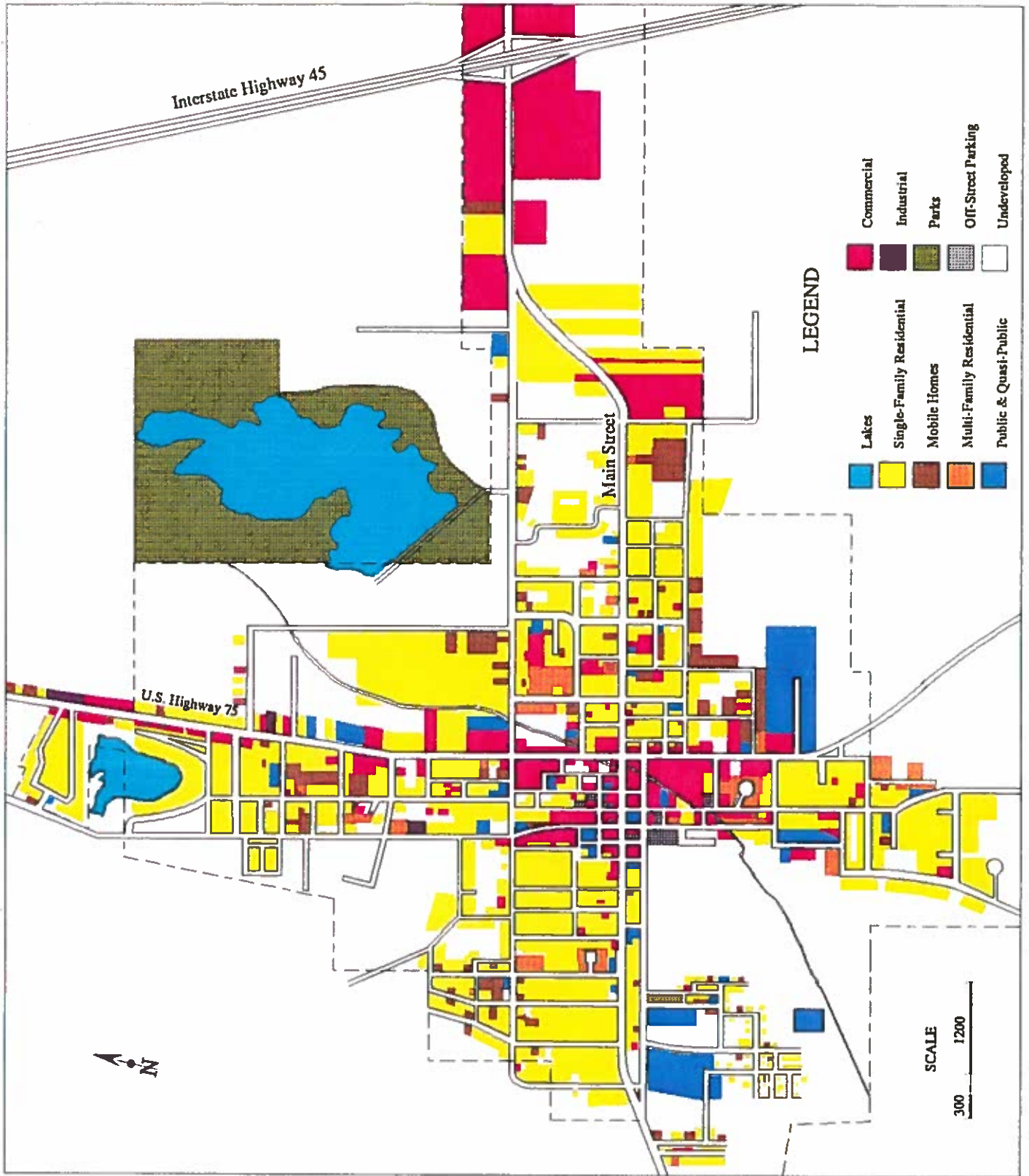
The city of Madisonville consists of approximately 2,400 acres. In addition, the city has a one mile extraterritorial jurisdiction (ETJ) surrounding the city. Based on the amount of available land within the city limits and the current population, the city has a population density of 1.5 persons per acre. Of the total land area, 1,011 acres or 42 percent is



Commercial Development

Commercial development (to include purveyors of goods, food, and services) in Madisonville occupies 234 acres or 17 percent of the total developed land area. The majority of the city's commercial use is concentrated in two areas. The first is the central business district located in the center of the city near the intersection of May Street and Highway 21. The second is located along Highway 21 near Madisonville's eastern limit, close to Interstate Highway 45. The commercial area in the center of the city has many vacant and deteriorated





MAP 5 City of *Madisonville, Texas* **1989 Land Use**

College of Architecture • Texas A&M University

1989

DEPARTMENT OF URBAN & REGIONAL PLANNING

city lies an area set aside for industrial park development, but no development activities have taken place thus far.

Parks and Recreation

Madisonville has only one designated park area with a total acreage of 185 acres. The park is located in Planning Area 2 around Lake Madison.

Vacant Land

Vacant land occupies 1,012 acres or 42 percent of Madisonville's total land area. While most of this land is located on the outer portions of all four Planning Areas, some vacant land does exist within the residential areas of Planning Areas 1, 3, and 4.

Table 5: Madisonville Land Use 1988

Land Use	Acres	Percent of Total Land Available
Single Family Residential	663	27
Multi-family Residential	32	1
Commercial	234	10
Public/quasi-public	63	3
Industrial	7	<1
Transportation	361	15
Vacant land	1,012	42

Source: Texas A&M University, Department of Urban and Regional Planning, 1988.

where conflicts presently exist. The industrial uses located in the residential areas of Planning Area 1 are good examples of potential problems. In the absence of zoning, it is strongly recommended that the city develop a strict set of performance oriented nuisance laws and that these laws be vigorously enforced in order to reduce conflict and environmentally insensitive land use.

General Structural Condition

Along with the land use survey the planning team also evaluated the condition of all structures present in the city. The structures were classified according to the following criteria:

Standard or Sound Units: Buildings with no defects, or only minor ones, that can be corrected with the application of general maintenance. Minor defects include lack of paint; slight damage to steps or porches, wearing away of mortar between bricks and masonry; hairline cracks in walls, plaster, and chimneys; torn screens; cracked window panes; and broken gutters.

Deteriorating or Substandard Structures: Buildings in this classification exhibit a need for additional repair, not normally provided during the regular course of maintenance. The deficiencies apparent are intermediate in nature and must be corrected in order for the structure to provide safe and adequate shelter. Intermediate deficiencies include holes, cracks, and/or loose or missing materials over a small area of the foundation; broken or unsafe steps; broken or missing window panes; deep wear on door sills, frames, steps, or porches; and makeshift chimneys such as stove pipes or uninsulated pipe leading directly from stoves to the outside. The presence of any of these deficiencies shows neglect which, if left unattended, will lead to rapid and serious structural deterioration.

Dilapidated or Obsolete Structures: These units do not provide safe and adequate shelter and they endanger the health, safety, and welfare of the inhabitants. Dilapidated structures have one or more critical defects, have a combination of intermediate deficiencies in a serious number, or are inadequately constructed. The defects are so critical or widespread that the structure must be extensively repaired, reconstructed, or demolished. Critical defects include holes, open cracks, loose, or missing materials over a large area of the foundation, walls, or roof; sagging roof ridges; out-of-plumb walls; and extensive damage caused by fires, storms, or termites.

Since the object of the land use survey was not to complete an extensive housing study, the results of the structural condition survey are presented as an over-all community analysis and the conclusions drawn will apply to planning areas and neighborhoods, not to individual structures. One critical area in terms of residential structural deficiencies appears in the western section of Planning Area 1, just north of Highway 21 on Wilbur, Frost, Casey and Collard Streets. A second critical residential area appears in Planning Area 4, south of

Infrastructure

INFRASTRUCTURE

Introduction

The provision of basic urban services - potable water, collection and treatment of sanitary sewage, collection and disposal of solid waste, and collection and release of storm waters are the most important services provided by local government. Other public services, more often provided privately, such as electricity and gas, serve as compliments to municipal services. Unfortunately, these services are difficult and expensive to provide.

Water Resources

Madison County is located within Zone Two of the Lower Trinity Basin. Zone Two also encompasses Anderson, Freestone, Leon, Grimes, Houston, and Walker Counties. The primary sources of ground water in this zone are the Carrizo-Wilcox, Queen City and Sparta aquifers.

The City of Madisonville obtains its supply of potable water from three active water wells located within the city. The wells presently have a combined capacity of over one million gallons of water per day. Each well site also contains storage facilities. A summary of the water well facilities of the city is illustrated in Table 6 below.

Table 6: Water Production and Treatment Facilities

Well	Daily Pumping Capacity	Peak Pumping Capacity	Ground Storage	Elevated Storage
1*			50,000	
2	333,130	518,000		250,000
3	271,700	611,300		110,000
4	<u>430,000</u>	<u>665,000</u>	<u>430,000</u>	<u>300,000</u>
Total	1,034,830	1,794,300	480,000	410,000

* Well 1 is not in current use

Source: City of Madisonville, 1988.

to as a "racetrack" configuration with 12 drying beds. It has a total treatment capacity of 690,000 gallons per day with an existing load of 450,000 gallons per day. Due to design and site limitations, it is unlikely that this plant could be expanded in the future.

Storm Drainage

Madisonville is situated in a gently rolling prairie interspersed with small creeks and other natural drainage channels. As a result, storm water run-off is rather rapid and low in volume. The present storm drainage system should be adequate to protect the city from flooding within the foreseeable future. However, measures to protect these natural systems, such as drainage and/or conservation easement acquisition, should be undertaken as soon as possible.

Solid Waste Disposal

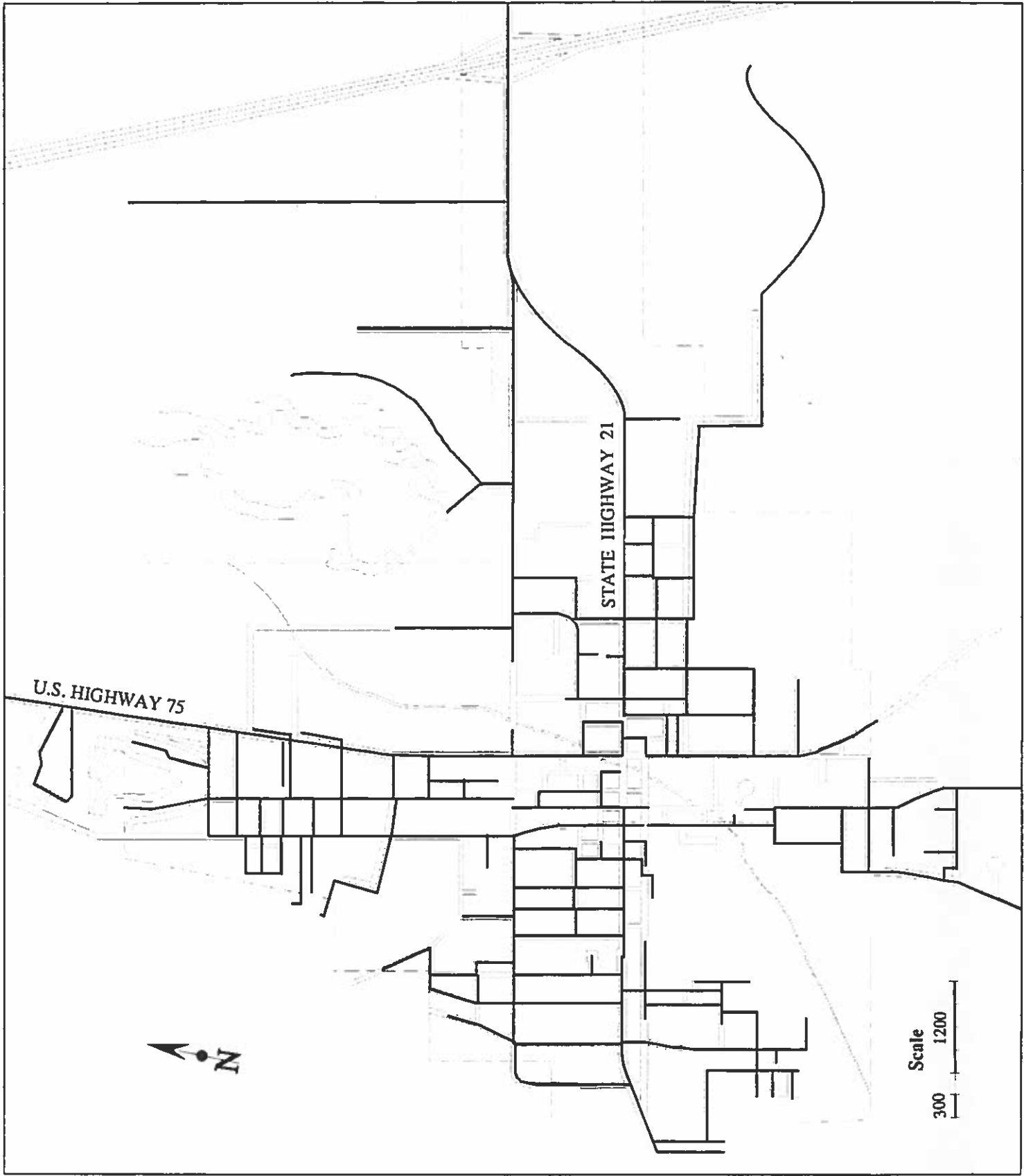
Solid waste collection is provided by the City and is disposed of in a sanitary landfill which is located west of the city near the municipal airport. The landfill contains 25 acres, of which 11 acres are available for future use. The landfill uses the lined trench method of disposal. The site is projected to have a future life of approximately 5 years.

Electricity and Natural Gas

Electricity is provided by Gulf States Utilities Company. Natural gas is supplied by Lone Star Gas, Inc. Both of these companies provide services under franchise agreements with the city.

Future Adequacy of Publicly Owned Facilities

As Madisonville continues to grow, existing utility systems will have to be upgraded to keep pace with increased demands. This is going to be especially important in the areas of water and sanitary sewer facilities and solid waste disposal. Plans should be undertaken soon to insure adequate capacity for future demand.



MAP 6

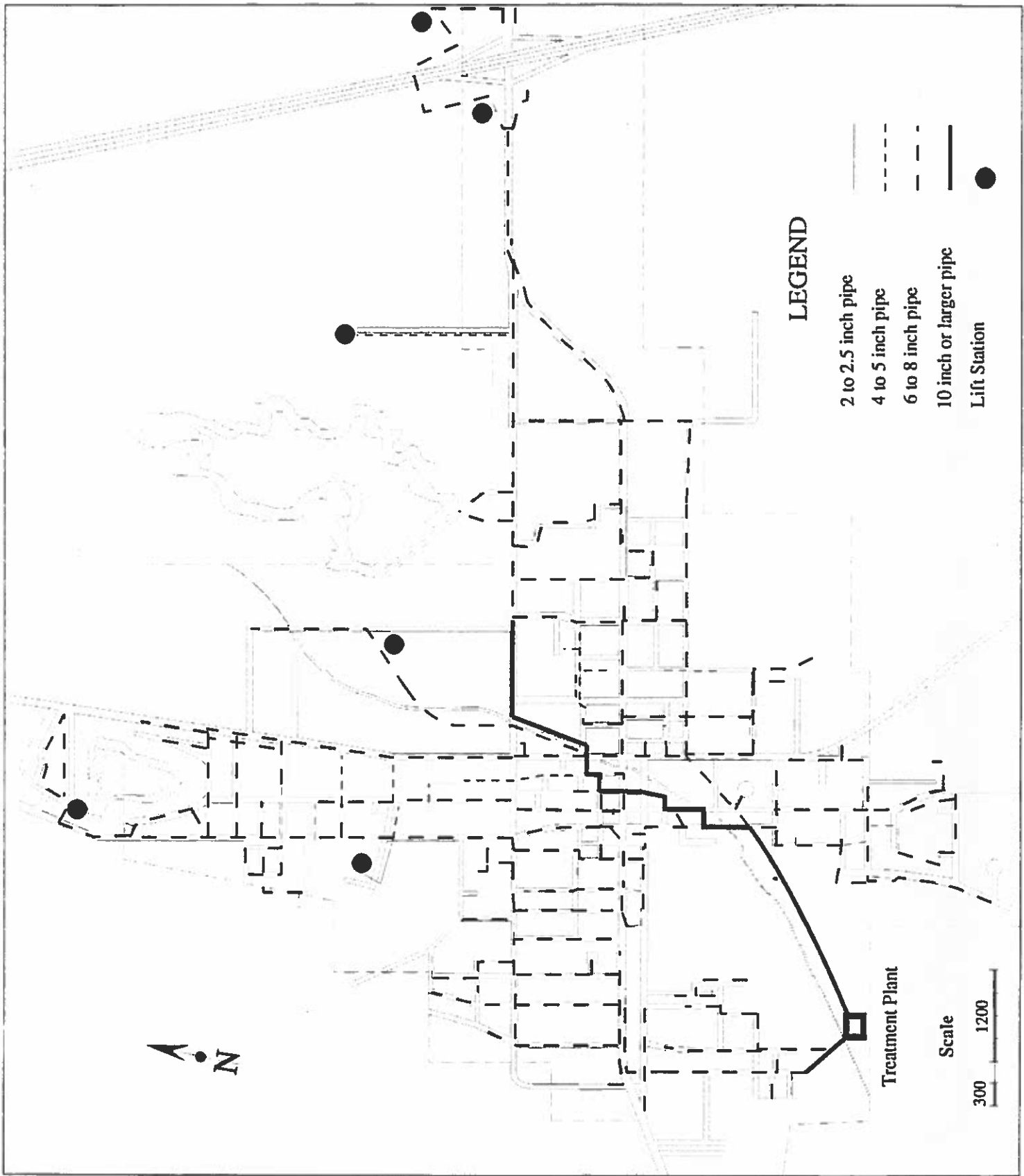
City of  Madisonville, Texas

Water System

College of Architecture • Texas A&M University

1989

DEPARTMENT OF URBAN & REGIONAL PLANNING



MAP 7

City of  *Madisonville, Texas*

Sewer System

College of Architecture • Texas A&M University

1989

DEPARTMENT OF URBAN & REGIONAL PLANNING

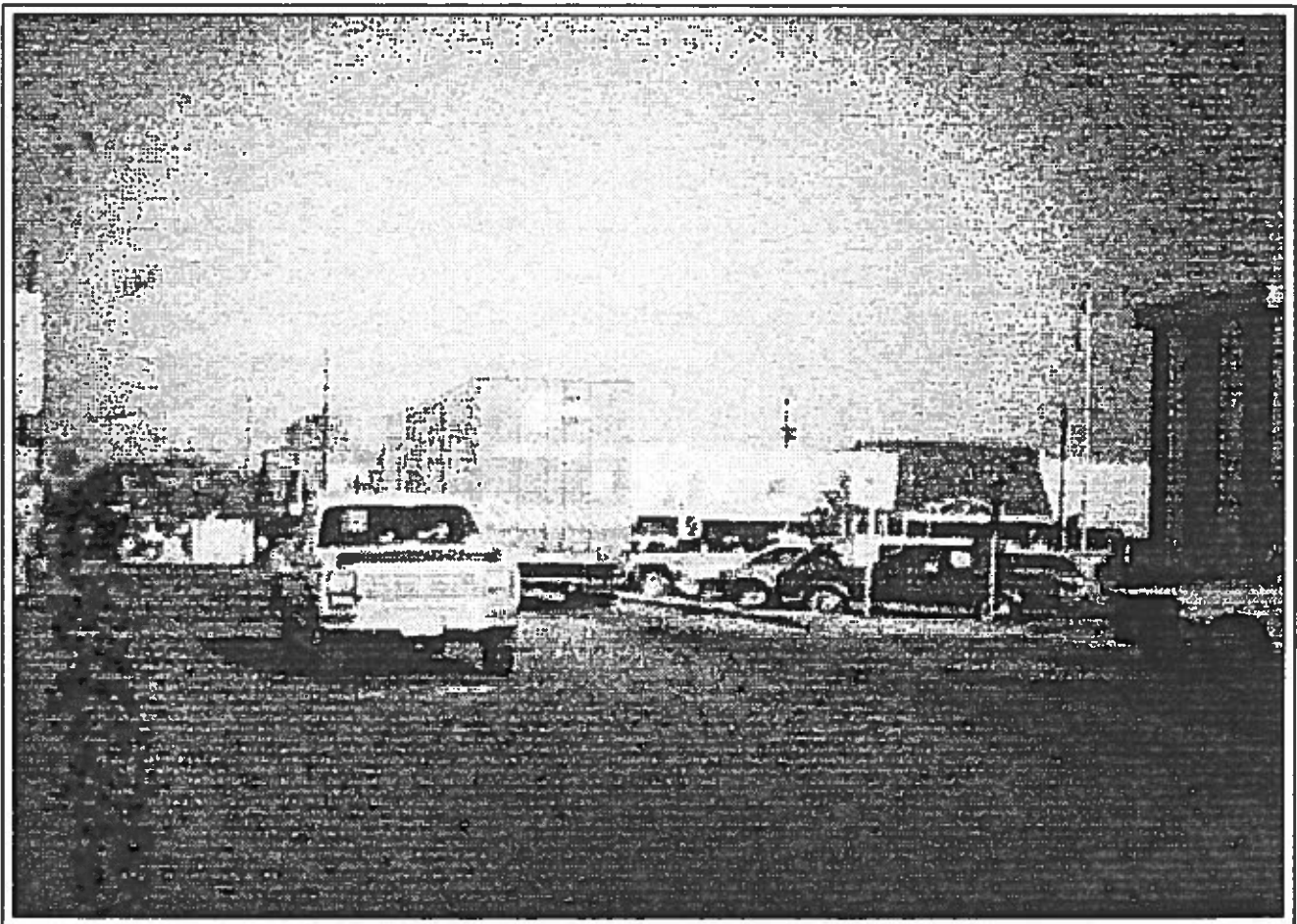
The Transportation System

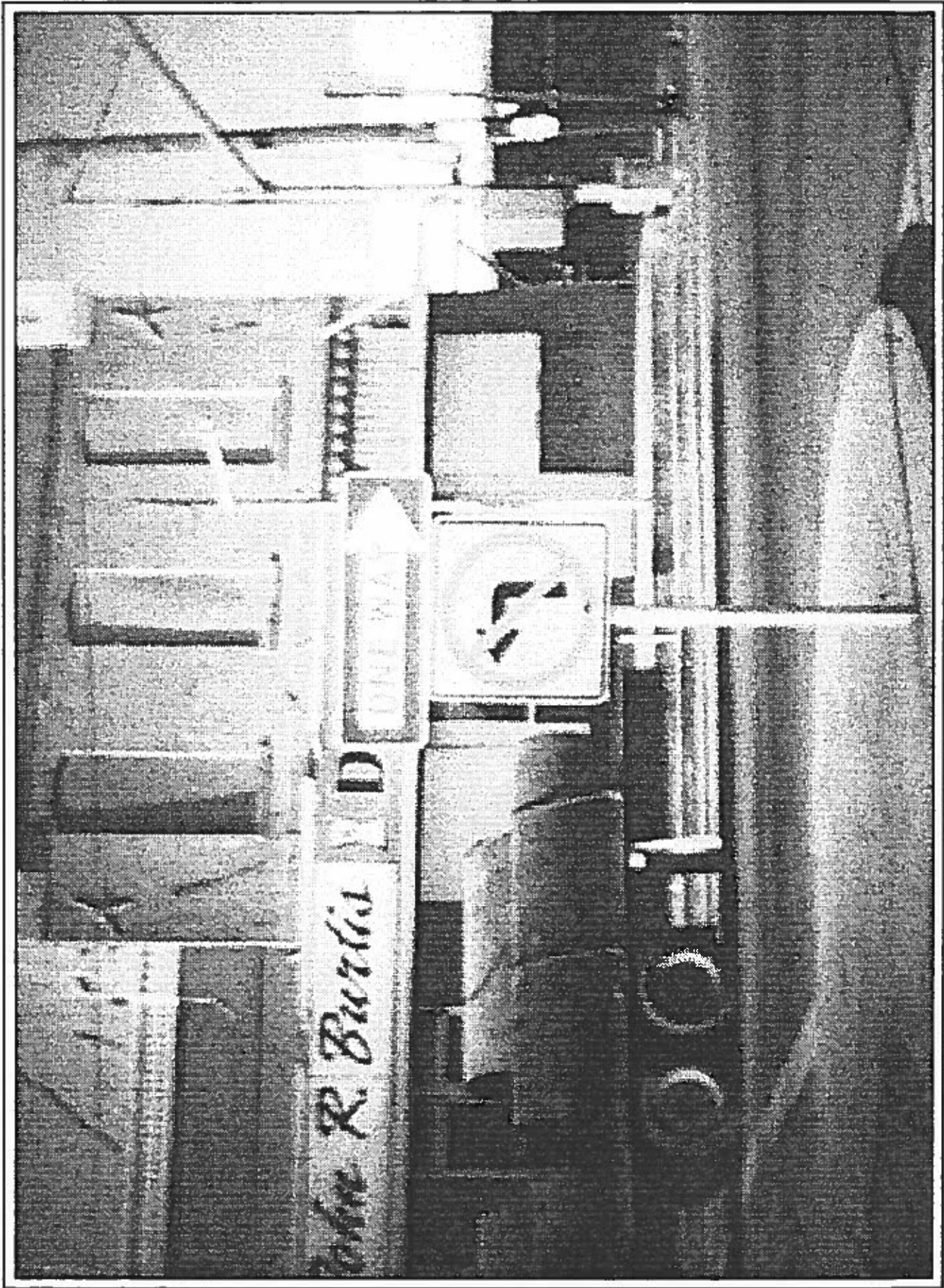
THE TRANSPORTATION SYSTEM

Introduction

Transportation is the process of moving people and goods from one place to another. Urban transportation systems can be defined as consisting of the facilities and services that allow travel throughout a region, providing adequate accessibility to land and opportunities for the collective mobility goals of people served by the system.

The transportation system is the framework upon which the city is built. It constitutes the basic infrastructure and establishes a basis for future growth. As an urban area increases in population and size, transportation facilities must be extended and expanded to cope with the needs and aspirations of the community's residents. The thoroughfare system is one of the most permanent elements of the urban form. Once the alignment and right-of-ways of major transportation facilities have been established, and abutting properties developed, it becomes an insurmountable task to make significant changes in the system without destabilizing socioeconomic activities within the affected area.





element. Local streets serve as access routes to residential homes. They provide access with little emphasis on high speed or high volumes thus, traffic movement is a secondary consideration.

The second level of classification is collector streets. A collector serves a dual purpose of access and movement. It is a buffer or intermediate step from a local street to an arterial street. Its designed such that access is limited to allow for some movement of traffic at increased volume.

At the top end of the classification are arterial streets which exist primarily for traffic movement and are designed to handle increased volumes at higher speeds. Access should be permitted only if the movement function is not compromised. Expressways and freeways are also arterial streets. In principle, arterial streets do not penetrate residential neighborhoods.

The failure to recognize and accommodate each stage by appropriate design causes functional obsolescence. Adherence to the functional classification scheme at intersections will reduce conflicts and ensure the free flow of traffic.

Table 7 illustrates theoretical figures for spacing and volume ranges of a hierarchical system. Each facility has a distinctive operating range based on its function. For example, freeways and arterials would operate in ranges compatible with their approximate capacity. Collectors and access streets have operating ranges based on design criteria other than capacity. The operating ranges shown in Table 7 do not necessarily correspond to the capacity ranges of existing facilities in Madisonville, nor are they typical of current operating conditions.

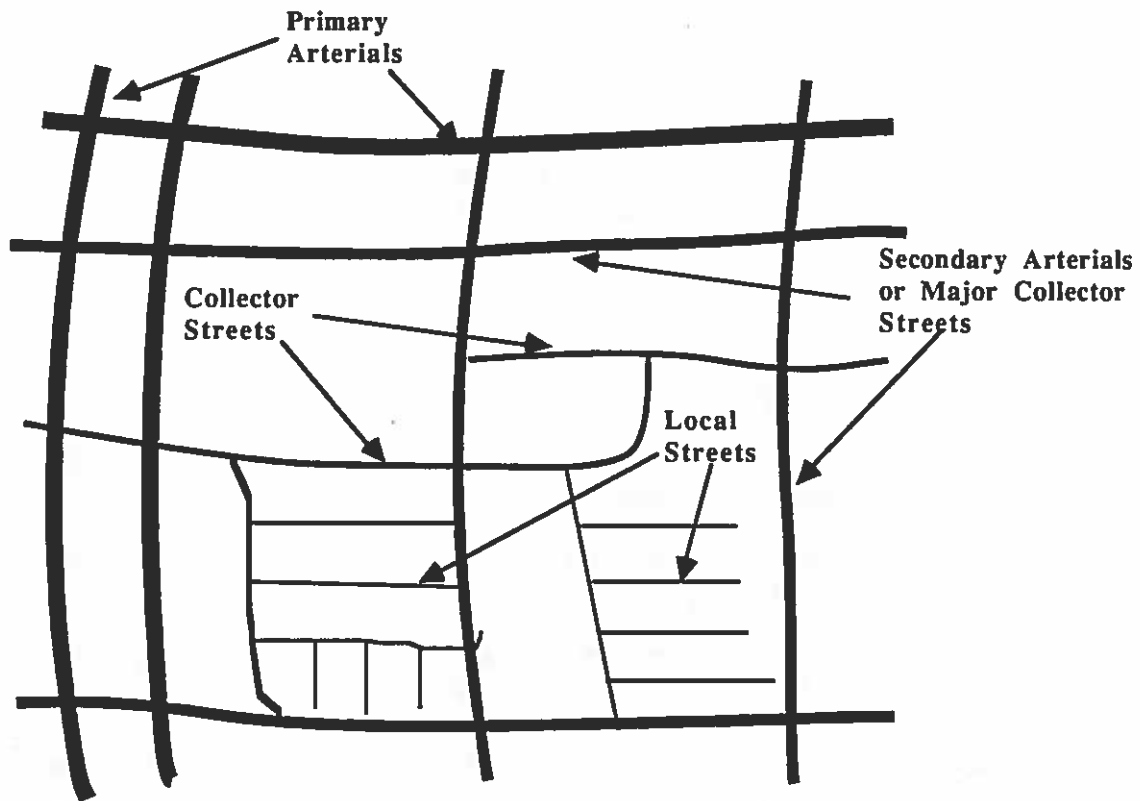
Table 7: Functional Categories

Facility	Facility Spacing (Miles)	Operating Volume (Vehicles / day)	Access Spacing (Miles)
Freeway	4	60,000 - 160,000	1
Arterial	1	10,000 - 30,000	1/4
Collector	1/4	2,000 - 5,000	1/20
Access	1/20	100 - 500	1/80

Source: Traffic Circulation Planning for Communities, Harold Marks, Motor Vehicle Manufacturers Association, Inc., 1974.

The relationship of the three major classes of streets based on functional design criteria is shown in Figure 2. A major arterial has signalized intersections so that movements can be made at unsignalized access points. At the other end of the classification spectrum, accessibility is facilitated through adequate design standards. Under no circumstances should a local street terminate at a major arterial within a functionally designed system. Once the

Figure 3: Schematic Street System Based on Functional Classification



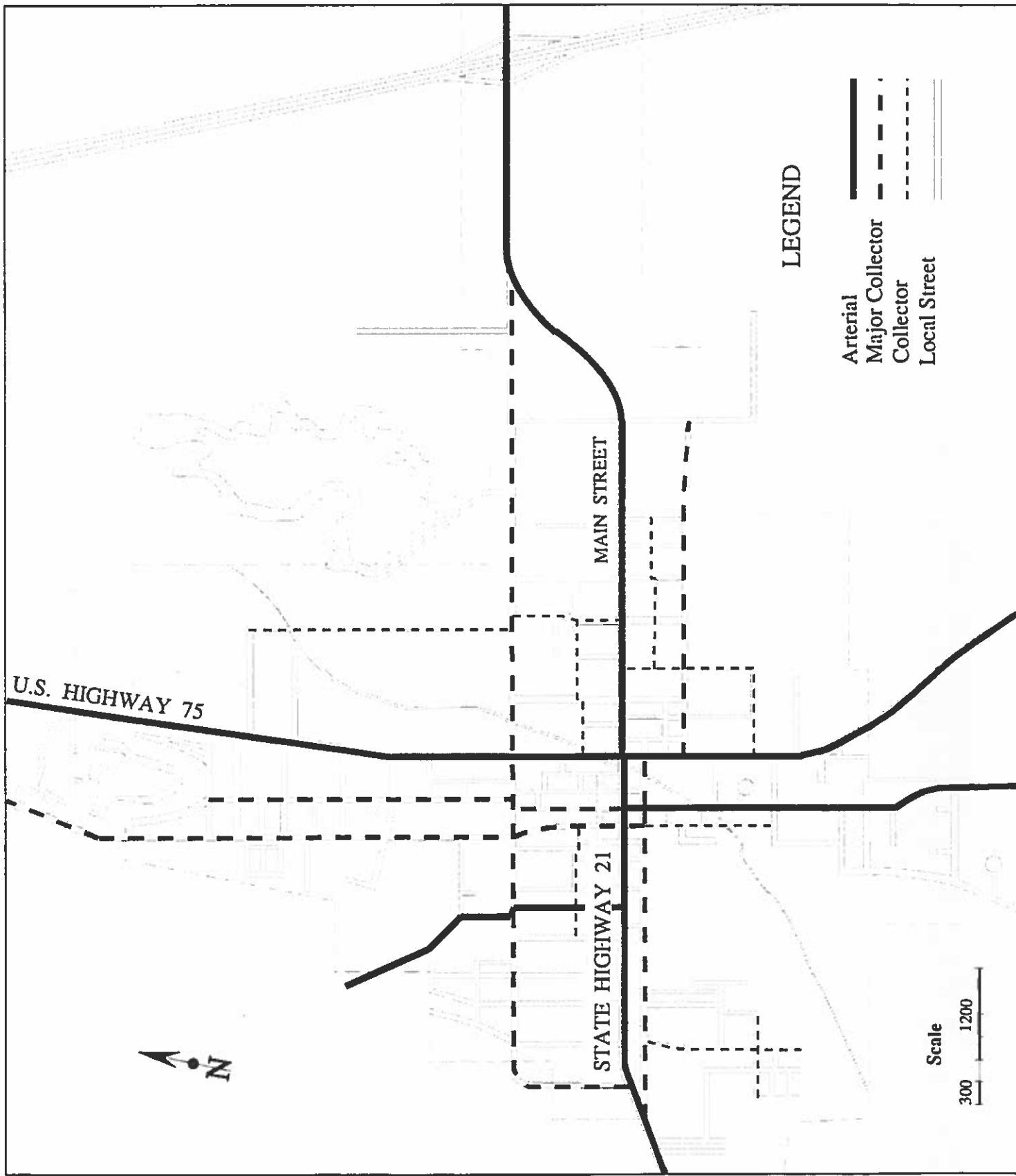
Source: Texas A&M University, Department of Urban and Regional Planning, 1988.

About 25 percent of the street system in Madisonville can be classified as collector streets. Among this group, only 13 streets truly serve the collection/distribution function. Collard Street provides the primary link between the major residential areas in Planning Areas 1 and 2 covering almost the entire east to west length of the city.

Both McIver and Madison Streets serve the northwest section of the city. McIver stretches from S.H. 21 to the north city limit, while Madison extends from Marietta in the north to S.H. 21, where it becomes S.H. 90.

The next three collectors - Shipp, Collard and Magnolia Streets serve the northeast part of Madisonville. The collection/distribution function in the southeast section of the city is handled by Morris, Bacon, and Minden Streets.

Trinity, Elm, and South Frost Streets, together serve the southwest section of Madisonville. The remaining streets function as local streets.



MAP 8

City of  Madisonville, Texas

Street Classifications

College of Architecture • Texas A&M University

1989

DEPARTMENT OF URBAN & REGIONAL PLANNING

Table 8: Annual Average 24-Hour Traffic Volume

Location	1980
Madison Street (Cotton and Main)	10,460
U.S.75 (May and Main)	6,550
S.H. 21 (Franklin and May)	8,310
Morris (Hunt and May)	7,100
Trinity (Elm and Madison)	3,720
S.H. 21 (Woodrow and Texas)	8,450
F.M. 978 (Magnolia and S.H. 21)	1,020

Source: Texas Department of Highways and Public Transportation, 1979 (Revised 1980).

The Madison County Courthouse

With the exception of a few retail and commercial centers located in Planning Areas 1 and 2, the Courthouse is probably the largest traffic generator in Madisonville. Aside from serving as the administrative headquarters for the County, the Courthouse is located at the intersection of two major highways.

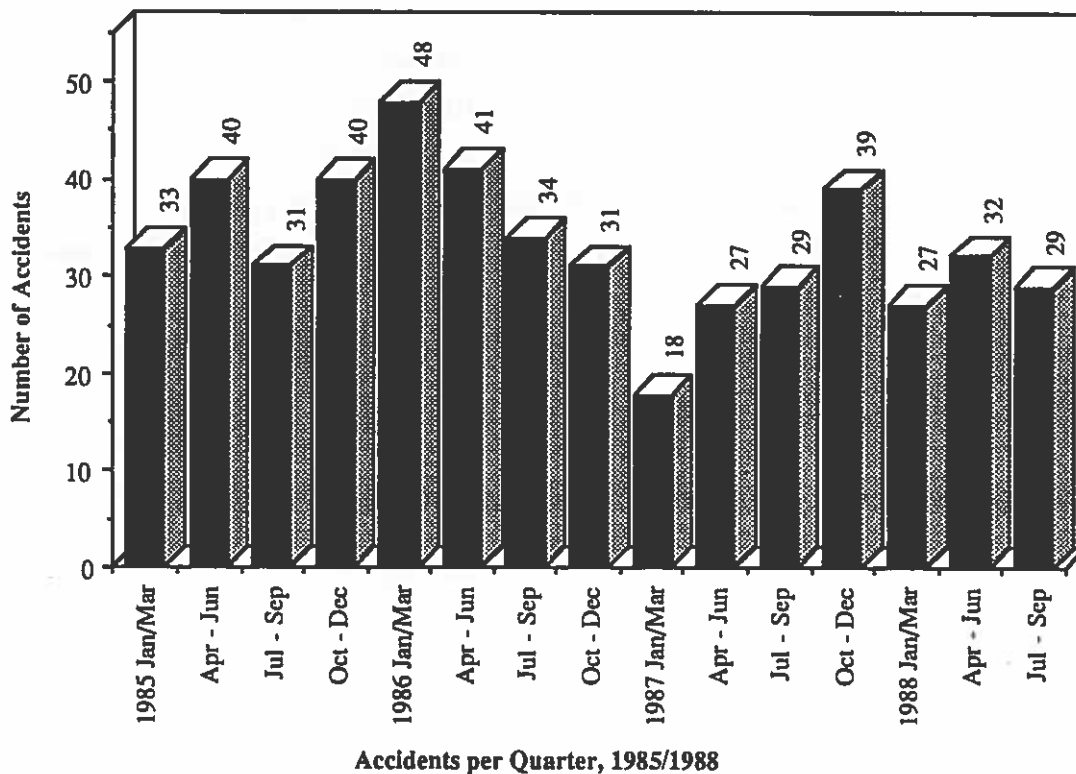
The Courthouse is bounded on the north by State Highway 21, on the west by Elm Street, on the south by Trinity Street, and on the east by U.S. Highway 90. Currently, 2-way traffic is carried on these streets. Parking stalls are arranged either directly on the streets or immediately next to the streetways. The streets' right-of-ways are deficient and the location and inefficient arrangement of the parking stalls compounds the vehicular-pedestrian conflicts at the four corners of the Courthouse.

Presently, forty-eight angular and three parallel parking spaces are provided around the Courthouse. While these spaces seem to be adequate, parking-lot layout contributes to traffic accidents in Madisonville.

Deficient right-of-ways and traffic signalization, inadequate corner clearance, parking stall arrangement, and the presence of jog intersections (intersections less than 125 feet between rear ROW lines) at the intersections of Elm Street and Madison Street with S.H. 21, make the Courthouse and its immediate surroundings the most dangerous areas in terms of traffic circulation.

The lack of proper and adequate traffic control devices at the two corners south of the Courthouse, particularly at the intersection of U.S. Highway 90 and Trinity Street is

Figure 4: Quarterly Accident Counts in Madisonville (1985 - 1988)



Source: City of Madisonville, 1988

Several factors account for traffic accidents. These are visibility of traffic control devices, sight distance to the intersection, placement of traffic control devices, and yielding of the right-of-way.

A majority of people involved in traffic accidents in Madisonville are younger than 19 years and older than 65 years. According to 1980 U.S. Census data, these two groups constitute more than 46% of Madisonville's population. Thus, particular problems relating to these groups should be taken into consideration prior to the implementation of a transportation improvement project.

High probability intersections which constitute safety hazards include the intersection of Trinity Street and U.S. 90, and the unnamed street and U.S. 75 (by A-1 Motors). Traffic accidents in Madisonville can be directly related to the level of control on each category of street system.

Community Facilities

COMMUNITY FACILITIES

Introduction

Effective planning is essential if communities are to make the greatest use of limited resources. For planning to be effective, it must address the needs of both the individual and society. Thus, effective city planning must embody physical, economic, and social planning. Community facilities are a key element in the structure of Madisonville. They are a means of direct involvement for the people of the community, as they provide for fundamental human needs such as safety, education, and recreation. The needs of Madisonville must be identified and provided for appropriately. The quality of each facility, service, and program is critical because it reflects either a positive or a negative community image. This image will last longer than the immediate present, it will impact the future.

Madisonville's community facilities consist of four public schools, one city administration building, one park and recreational area, several churches, and the Madison County Medical Center. The locations of these sites are shown on Map 9.

Local government should have a complete record of all public buildings and land. The benefit of having a central record is the ability to identify facilities and land that can be used for the arts, educational, recreational, and other cultural and leisure purposes. When these facilities are opened for more private uses, rates should be established to cover a portion of the maintenance and custodial costs to reimburse for the use of these facilities.

Local government must identify resources in both the governmental and the private sector for meeting public needs. In doing so, local officials assume a leadership role in the formulation of social policy.

Madison County Public Library

The County library has four staff members: two are paid staff and two are from the Senior Texans Employment Program (STEP). The library is open thirty hours per week. According to Standards and Guidelines for Texas Public Libraries (SGTPL), an adequately staffed library requires one staff member per 2,000 persons. The library meets these standards minimally. The Madisonville Library also serves the County, thus the minimum staff required should increase. The standards also state that one staff member for each 1,000 population should hold a Master of Library Science degree from an accredited school. Based on Madisonville's population of 4,000, each of the four staff members should hold an

necessary to serve a specific population and Table 12 shows the recommended number of school buildings. Finally, Table 13 contains a profile of the Madisonville school system in terms of the teacher/student ratio.

Table 11: School Facility Standards

	<u>Nursery School</u>	<u>Elementary School</u>	<u>Junior High School</u>	<u>Senior High School</u>
Population Served	1,000-3,000	2,000-7,000	10,000-20,000	10,000-35,000
Students Served	70-90	700-900	800-1,000	900-2,500
Ages Served	2-5 years	6-11 years	12-14 years	15-18 years
Number of Students per Classroom	20	30	30	30
Optimal Square Footage per Student	40	70	90	110
Number of Classrooms	4	27	40	57
Building Size in Square Feet	3,200	56,700	108,000	187,000
Building Site in Gross Acres	1-3	7-14	14-30	18-40
Off-street Parking	1 space per two classrooms	1 space per classroom plus	1 space per classroom plus three additional	teacher plus staff and students
Service Radius	1/4 mile	1/2 mile	one mile	two miles

Source: DeChiara, Joseph and Koppleman, Lee. Manual of Housing, Planning and Design Criteria, 1975.

Parks and Recreation

Recreational areas are important to the community because they help people relate to and appreciate the environment. Madisonville has one 185 acre park area developed out of 246 acres available for parks and recreation. This park is located at Lake Madison. There are four baseball diamonds, two T-ball diamonds, a playground area, and picnic tables on the site. There is also a mound of dirt approximately 25 feet high and 60 feet wide that has been traditionally used as a firing range, although it does not have an official designation. A clubhouse at the lake is available for rental for a nominal fee.

Madison County Health and Recreation Association offers daily lunches, crafts and recreation for senior citizens of Madison County. The downtown center used by the Association also acts as a gathering center for the elderly.

Table 14: General Standards for Open Space and Parks

<u>Area</u>	<u>Acres per 1,000 population</u>	<u>Service Radius</u>	<u>Maximum Size</u>
Sub Neighborhood	incl. in neighborhood	100 yards minimum	500 square feet
Neighborhood Park & Elementary School Combined	4	1/4 to 1/2 mile	10 acres
Community Park & Secondary School Combined	3	1 to 1 1/2 miles	30 acres

Source: DeChiara, Joseph and Koppleman, Lee. Manual of Housing, Planning and Design Criteria, 1975.

Madison County Hospital

Madison County Medical Center has acute care accreditation. Services include: general acute care, hospital-based home health care agency, primary home care, hemodialysis unit, hospital-based ambulance service, maternity, nuclear medicine, physical and respiratory

Churches

Various denominations are represented in Madisonville. Baptist, Catholic, Church of Christ, Episcopal, Jehovah's Witness and Methodist are some of these denominations.

Madisonville Volunteer Fire Department

The fire department facilities are located at City Hall and the fire department serves all of Madison County. Firemen work on a volunteer basis, responding to alarms using their personal vehicles. Madisonville has eleven firefighters working for the volunteer fire department. During the day, a crew may consist of two to three volunteers; in the evenings, six or seven. The Fire Department has a response time of 6-8 minutes driving 35-45 miles per hour within the city limits and 7-12 minutes driving up to 70 miles per hour outside the Madisonville city limit, but within Madison County. According to the National Board of Fire Underwriters, the minimum number of fire fighters to serve a city is 1.5 per 1000 population. Using this standard and a population of 4,000, Madisonville meets this minimal requirement.

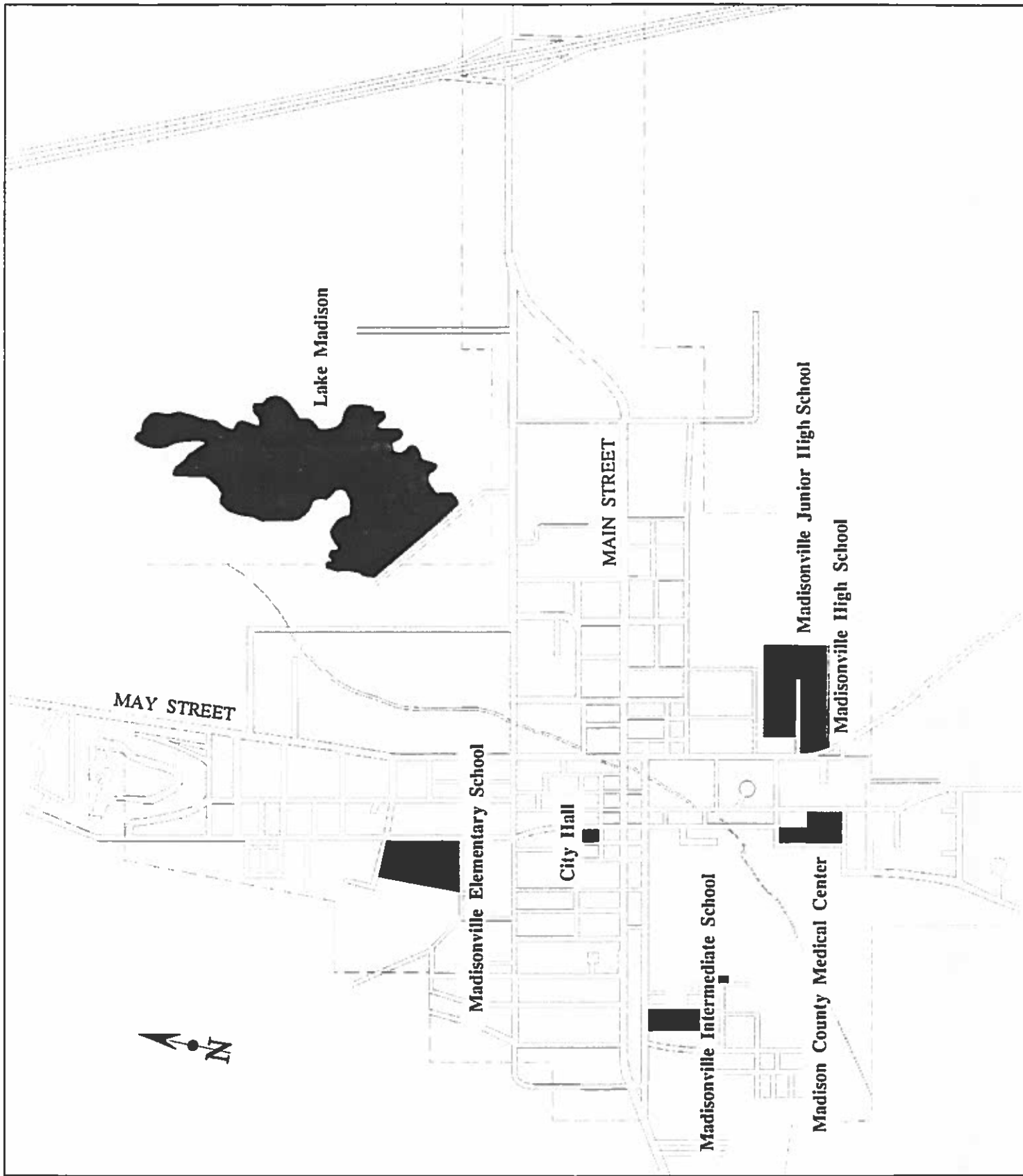
Volunteer Fire Department equipment consists of: a 1951 Mac Booster firetruck; a 1968 Dodge Grass Truck; a 1970 Econoline emergency vehicle; a 1974 GMC 1 ton Grass truck; a 1975 Water Truck (2,000 gallon water capacity), and a 1981 Pumper. Two rescue boats have been donated to the fire department by the community. The fire department has no equipment capable of handling a fire in a building taller than one story.

The volunteer fire department is funded by the city. The city pays for equipment, repairs, training expenses and general office overhead. Additionally, the city provides housing for the various pieces of equipment. The County contributes money for pumps.

Madisonville Police Department

The police department is located in the City Hall building. The police department consists of five peace officers, a detective, and the Chief of Police employed on three shifts within each 24 hour period. Presently, a position is open for an additional officer. The Madisonville police department interacts daily with the county sheriff's department as well as with the Texas Department of Public Safety. The police department has three vehicles. The officers assist motorists and citizens on a daily basis and enforce parking around the downtown area. The police department responds to fire department alarms if they are within the city to assist with traffic control and evacuations.

The Madison county jail is located on the town square on West Main. There are



MAP 9

City of  Madisonville, Texas

College of Architecture • Texas A&M University

1989

Community Facilities

DEPARTMENT OF URBAN & REGIONAL PLANNING

The Economic Setting

THE ECONOMIC SETTING

Introduction

Quality of life is one of the key concerns of urban planning. Perhaps the most fundamental factor shaping local quality of life is the economic vitality of an area. A sound economic foundation not only improves the viability and status of the community, but it also generates the resources that a community needs to pursue public improvements.

Government can play a valuable role in promoting the economic well-being of an area. At the very least, government is responsible for maintaining an appropriate setting for local job-creation and investment.

Historic Development

During the time of Madisonville's founding in the mid-1850s, the Texas economy was still geared largely toward the Gulf Coast. Water transportation was the key form of goods movement, and Galveston was the major port-of-entry. Goods were also moved as far inland on Texas' shallow rivers as was possible. They were then transferred to wagons for the final leg of the trip to the state's young markets.

Houston was already playing a leading role in southeast Texas, and goods bound for Central Texas towns such as Madisonville often made their way through Houston on the way up from Galveston. Navasota and Huntsville began to emerge as centers for trade and commerce in east central Texas. Items that couldn't be carried back from these towns by individuals were loaded onto wagons drawn by oxen. Farmers returned to these market towns to sell their cotton and cotton seeds and to market their mature livestock.

Madisonville's primitive economy of the mid-1800s revolved around bartering. A rough division of labor emerged, allowing early residents to specialize at various skills and then trade with their neighbors to acquire basic goods and services. Over time, merchants came to town and stores and hotels began to appear on Madisonville's central square. With the development of a money-based economy additional services became available. Some of Madisonville's early businesses included food and drug stores, cafes, beauty and barber shops, funeral homes, blacksmiths, and other trades such as masonry, carpentry, plumbing and mechanics.

The foundation of the local economy, however, remained the crop and livestock activities of the surrounding countryside. A crude cotton gin begun in 1868 was the county's

Madison County has the distinction of lying at the intersection of three of Texas' economic regions. Madison itself falls within the Central Corridor, while the East Texas region begins with Houston County to the east and the Gulf Coast region starts with Grimes and Walker counties to the south. In addition, only two counties to the north - Leon and Freestone - separate Madison County from the state's Metroplex region.

In this unique position, Madison County feels the influences of several different types of regional economies. The economy of East Texas revolves around natural resources such as timber, petroleum and coal, although manufacturing is becoming increasingly important along with agriculture. The Gulf Coast's primary source of wealth continues to be the petroleum and petrochemical industries, with the aerospace, health and defense sectors providing new opportunities. The Gulf Coast region is also known for its steel production, coastal plain agriculture, and port-related activities. The Metroplex region of North Central Texas is considered the most diversified of the state's six economic regions, with employment concentrations in manufacturing, trade, services and finance. Tourism and defense contracting also contribute to the region's diversity.

Madison County's own Central Corridor region has continued to build on a solid foundation of services and government-based employment. Nearly one-third of Central Corridor employment - more than any other Texas region - is in public and private services such as health and education. State and federal employment is also concentrated in the region, especially in the form of defense spending for military installations. High-technology manufacturing and research is a promising source of future growth and investment.

The Central Corridor's name refers to the focused investment and employment along Interstate 35 between San Antonio and Waco. Bryan / College Station is the notable exception, rising to statewide and even national significance as a metropolitan area in recent decades. It is this eastern portion of the Central Corridor region that holds the most significance for the Madison area economy. But on the larger scale, when Madison County is looked at in the context of these four major regions of economic influence, it turns out the county is almost perfectly centered within them in the eastern half of Texas.

Another type of region that Madisonville is a part of is its Council of Governments, or COG, region. Texas has 24 of these regional planning areas, and Madison County lies within the seven-county region served by the Brazos Valley Development Council. As shown in Figure 2, the Brazos Valley COG consists of Brazos, Burleson, Grimes, Leon, Madison, Robertson and Washington counties.

In many types of analyses, COG boundaries are used when comparing trends between a county and its associated "region." Because Madison County lies on the eastern fringe of its COG jurisdiction, however, an alternative set of counties was chosen to provide more meaningful regional comparisons in this chapter. As illustrated in Figure 5, this revised

sorghum, oats and pecans. Several oil fields are still active in the county, and the county's overall oil value was recently estimated at just under \$5.5 million. Oil was first discovered in the area in 1946, and a grand total of more than 20 million barrels had been produced in Madison County by the end of 1986. During 1986 alone, almost 1.7 million barrels were produced, translating to nearly 4,600 barrels of oil production per day. Other mining activities in the area involve natural gas and gravel.

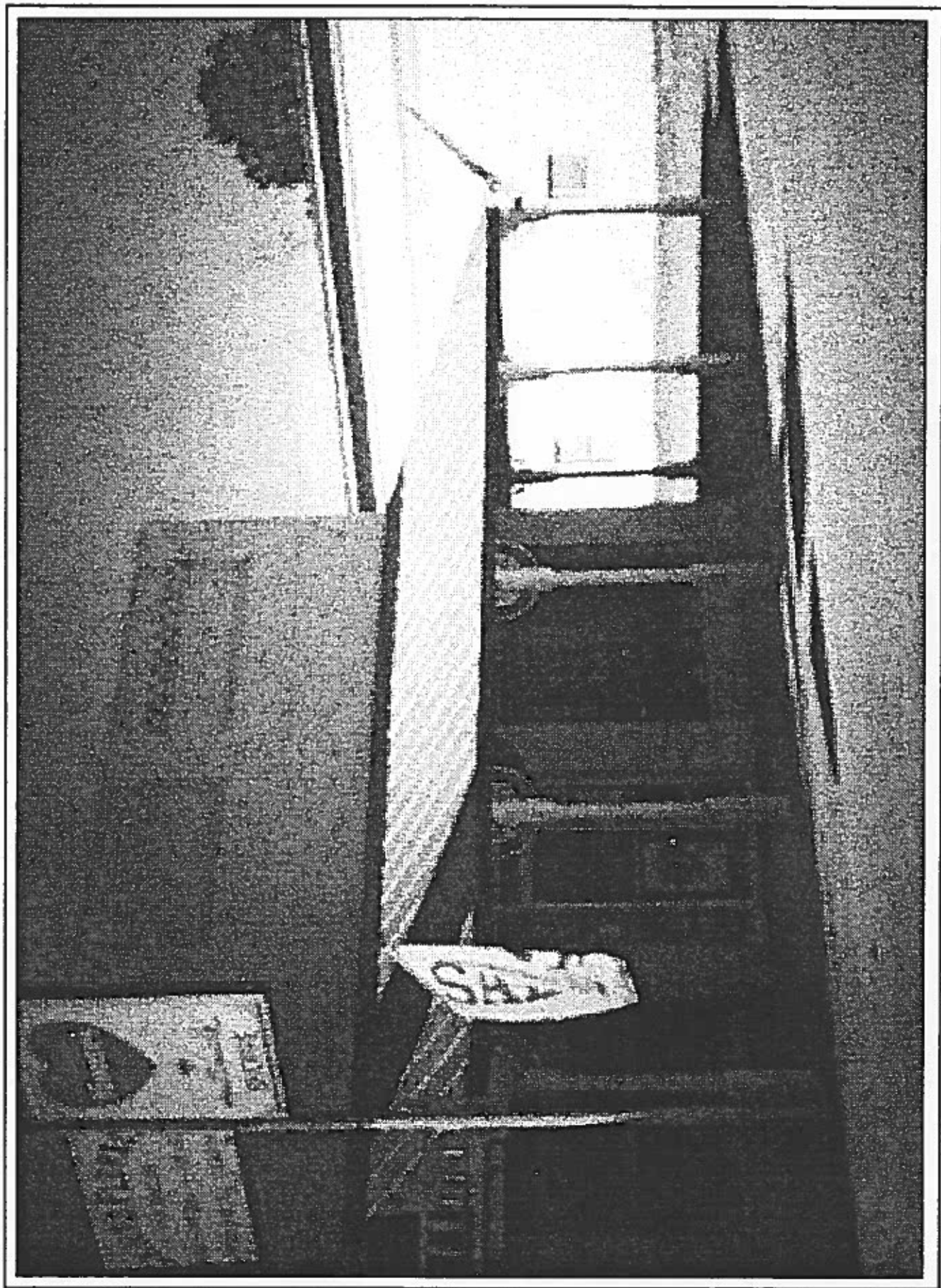
Health care is another important contributor to the local economy. The center of attention is Madison County Hospital, but also adding to this sector are the Madison County Medical Center, the School of Vocational Nursing, and the city's two nursing homes.

Madisonville's primary economic sectors are supported by a range of secondary activities including real estate, oil leasing, farm and ranch supply, banking, professional services, insurance, and repairs. Added to this foundation are the various retail and commercial activities found throughout the city. Total annual retail sales in Madison County recovered to \$55 million in 1986 after dipping slightly in 1984 and 1985.

Madison County's three banks are all located in Madisonville. At the end of 1986, their total deposits had reached \$133.5 million, and together they had \$146.6 million in total assets. Along with these local resources, the state's 105th and 125th-rated banks (in terms of total deposits) were located in nearby Bryan.

The most significant economic event in Madison County in recent years has been the siting of a large-scale mushroom processing facility just south of Madisonville. Monterey Mushrooms brought 400 jobs and a \$5 million annual payroll to the local economy, making it far and away Madisonville's largest employer. Even though the company draws as many workers from Huntsville as from Madisonville, the local impact has been invaluable. More importantly, what little manufacturing activity there was in Madison County had all but disappeared in recent years. For example, *Sales & Marketing Management* magazine counted three plants in the county in 1980 - two of which were considered "large" since they employed 100 or more persons. Today, only Monterey Mushrooms qualifies as a major production site in Madison County, so its acquisition also helped to offset other economic setbacks. Figure 6 points out some of Madisonville's other leading employers.

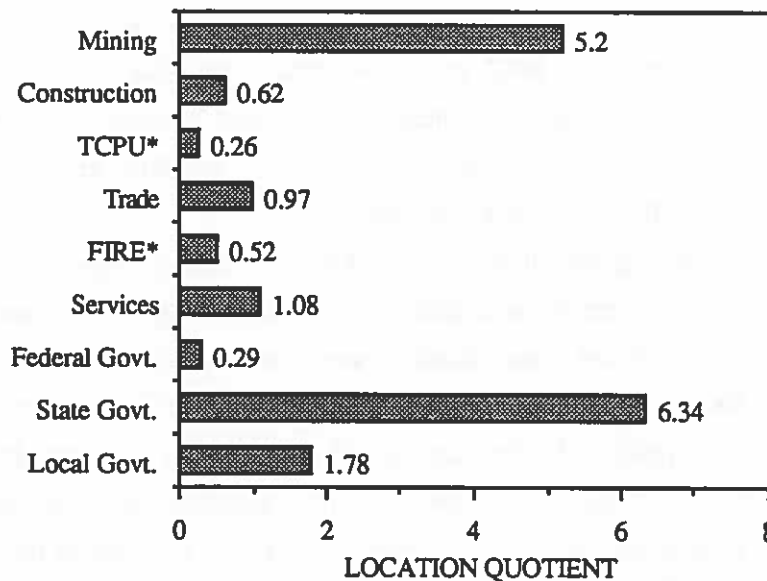
Another essential employer at the county level is the Texas Department of Corrections' Ferguson Unit, a 4,300-acre state prison farm located in far east Madison County along the Trinity River. The facility employed nearly 700 persons in 1986, up significantly from 200-250 earlier in the decade. Numerous references will be made in this chapter to a recent notable rise in the county's state government employment. Clearly, TDC employment growth was the primary source.



during 1987. Most striking is the prominence of state government employment in Madison County compared to national trends. This is due mainly to the presence of a major state correctional facility in the area. In addition, Madisonville houses its share of state offices as a county seat, and the county's agricultural economy requires extension service staff and other representatives of state government. Besides topping the national average in state government employment, Madison County also bettered the statewide average in 1987. However, the county fell behind its region in this category. The major reason for this is the presence of Texas A&M University in Brazos County and the state penitentiary and Sam Houston State University in Walker County.

The other notable sector in Figure 7 is mining, which covers employment in the oil and natural gas industries. Here again, Madison County is not only ahead of the U.S. employment share in this category, but it also leads the statewide percentage. In this particular category, the county is ahead of its seven-county region as well.

Figure 7: Madison County Location Quotients



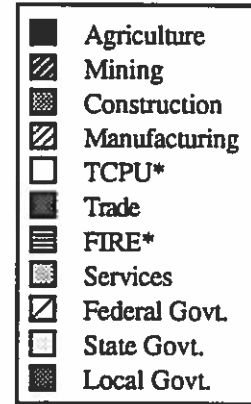
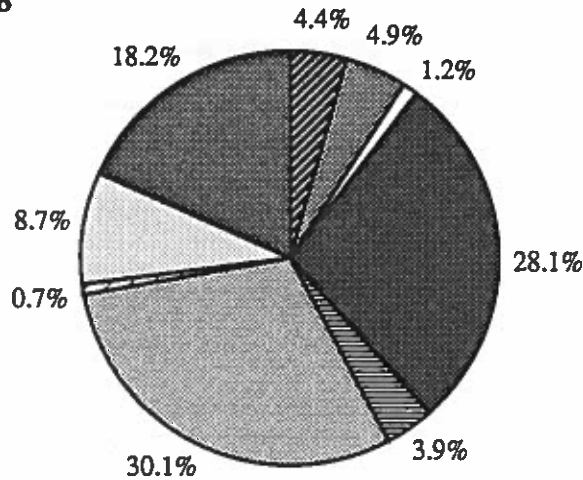
Source: Texas Employment Commission, Economic Research & Analysis Department, and U.S. Department of Labor, Bureau of Labor Statistics [Note: TCPU stands for Transportation, Communication & Public Utilities. FIRE stands for Finance, Insurance & Real Estate.]

Other location quotients for the county which exceed one and therefore indicate local specialization involve services and local government. At the other extreme, the federal government and transportation, communication and public utilities (TCPU) sectors showed the lowest degrees of local importance.

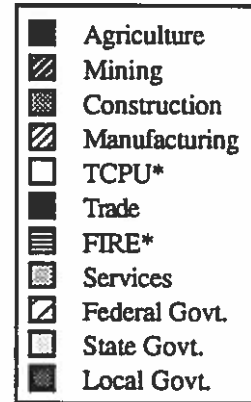
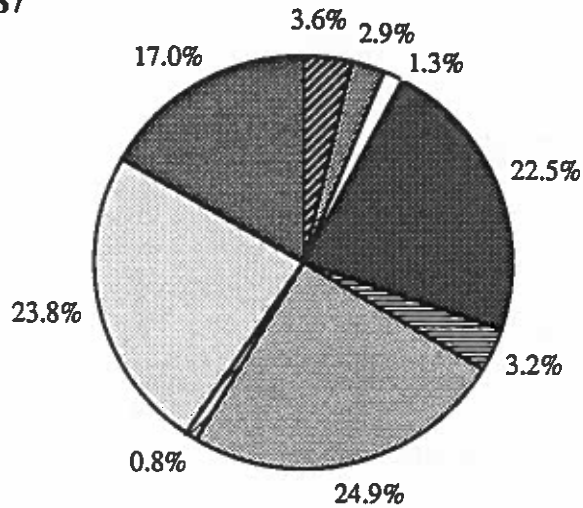
Finally, an essential economic indicator for an area is the overall value of its output.

Figure 8: Madison County Employment Composition, 1978 and 1987

1978



1987



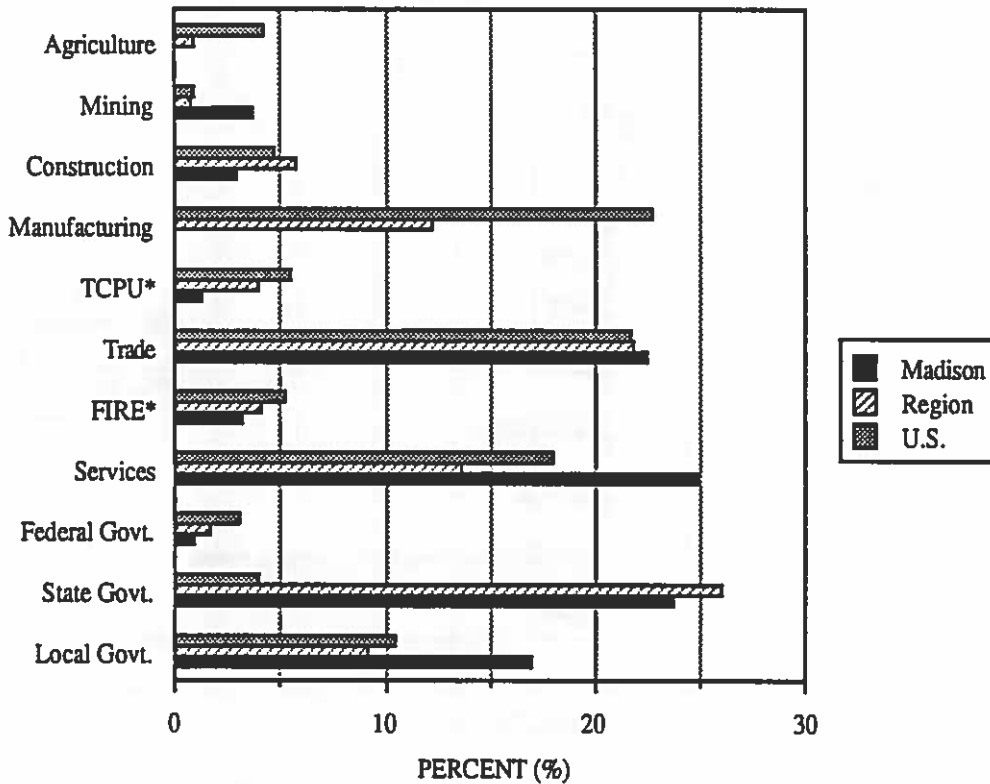
Source: Texas Employment Commission, Economic Research & Analysis Department [Note: TCPU stands for Transportation, Communication & Public Utilities. FIRE stands for Finance, Insurance & Real Estate.]

County's employment composition in 1987 compared to those of the region and nation.

It is also useful to compare how the absolute levels of employment in various sectors have changed over the last decade. Figure 11 provides these comparisons for the county, region and nation.

Figure 11 highlights the county's notable lag in mining (oil and mineral-related) employment growth compared to its seven-county region. Several adjacent counties have added significantly to their mining employment in the last decade, even after the oil industry's troubles of recent years. It should be pointed out, however, that Madison County knows all too well the cyclical nature of oil-related employment. Madison's mining employment actually peaked at 292 workers in 1982, compared to 100 in 1978 and 110 in 1987.

Figure 10: Employment Composition Comparison, 1987



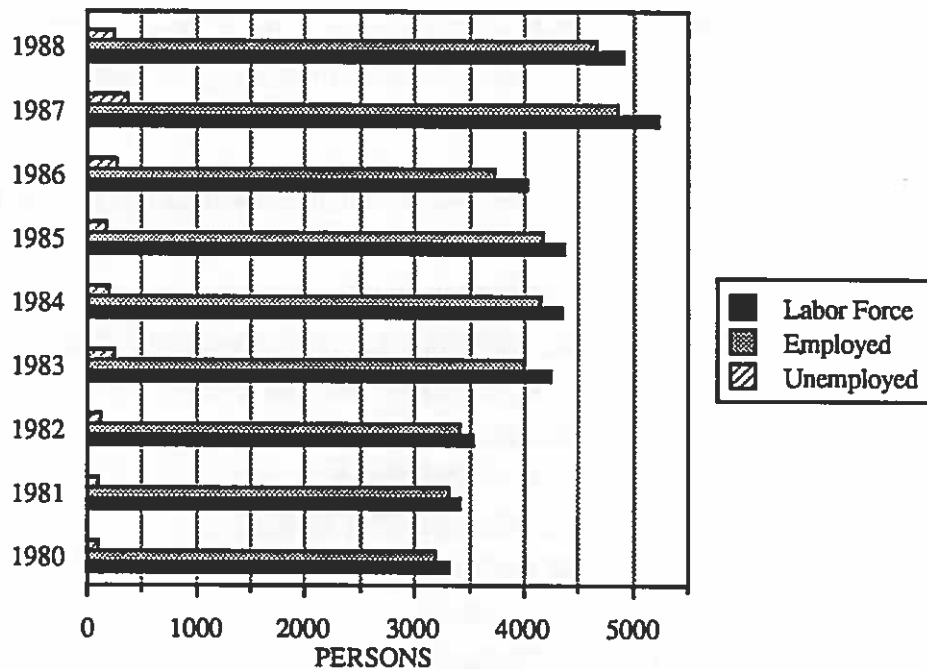
Source: Texas Employment Commission, Economic Research & Analysis Department, and U.S. Department of Labor. [Note: TCPU stands for Transportation, Communication & Public Utilities. FIRE stands for Finance, Insurance & Real Estate.]

In fact, most of Madison County's employment sectors reached their peak levels between 1978 and 1987. Only a few sectors that have continued to show steady growth. The explosively-growing state government sector had higher employment totals in 1987 than at some earlier point between 1978 and 1987. This again reflects the cyclical quality of the

across the entire Central Corridor region of Texas.

Note that many of the percent-changes for Madison County represent only small magnitudes of actual employment in a county as small and rurally-oriented as Madison. On the other hand, the addition of more than 500 workers over 10 years in a sector such as state government is quite impressive considering the size of the area.

Figure 12: Madison County Labor Force and Employment Trends



Source: Texas Employment Commission, Economic Research & Analysis Department. [Note: April data.]

Based on employment numbers from the 1980 Census, major occupations in Madison County include administration and management, education and health-related positions, and jobs in sales and services. Other specialties are bookkeeping, food service, crafts, mechanics, construction, machine and motor vehicle operation, and general labor. A portion of county employment is also devoted to farming and private household occupations.

Among Madisonville residents who reported their place of work in the 1980 Census, almost one-third (31 percent) traveled outside of the area for employment. Countywide, roughly 20 percent traveled outside of the county to their place of work. While these are sizable percentages, they are not unusual among Texas counties and do not reveal a substantial dependence on employment in other counties.

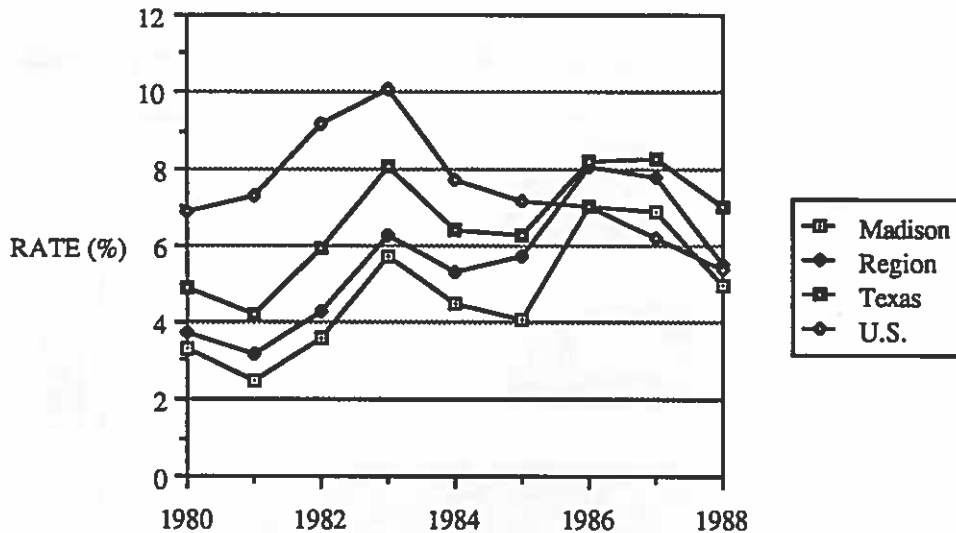
Madison County's civilian labor force grew steadily during the first half of the 1980s

Figure 14: Madison County Unemployment Rate Trend, 1980 to 1988



Source: Texas Employment Commission, Economic Research & Analysis Department. [Note: April data.]

Figure 15: Unemployment Rate Comparison, 1980 to 1988



Source: Texas Employment Commission, Economic Research & Analysis Department, and U.S. Department of Labor, Bureau of Labor Statistics. [Note: April data.]

Figure 16 gives the results of averaging the unemployment rates of each geographic area from 1980 to 1988. This comparison again underscores the county's strong performance in controlling unemployment. Madison County's average unemployment rate in the 1980s bettered those of the nation, the state and the region. Within the region, only the more prosperous counties of Brazos and Walker achieved lower average rates than Madison County.

employment growth of 46 percent were ahead of Texas and the nation, total unemployment growth of 127 percent was also part of the picture. As emphasized earlier, however, Madison County has continued to minimize the actual proportion of its population that cannot find work.

Measures of the rate of labor force participation give an idea of how many individuals are truly active in the local labor market. The participation rate is calculated by dividing the civilian labor force by the total number of persons age 16 or older (i.e., those assumed to be eligible for employment). The difference between these two figures is the number of persons "not in the labor force" for whatever reason. The result of this calculation is then multiplied by 100 to obtain a percentage rate of participation. Figure 18 illustrates the relationships between the overall population, those individuals who choose to participate, and those who actually find work.

The percentages used in Figure 18 were from 1980. Madisonville's labor force participation rate, highlighted in bold print, was 53.6 percent. This rate was down from 63.6 percent in 1970 but still well above the countywide rate in 1980 of 38.5 percent. Much of this disparity in city-county participation rates can be attributed to labor inactivity among the county's rural population, where participation in 1980 was only 31.2 percent. In the city, the participation rate for males was 67.4 percent, while females participated at a rate of 40.8 percent. Countywide, the rate among whites was 43.8 percent, among blacks 28.9 percent, and among Hispanics 32.6 percent.

Income and Earnings

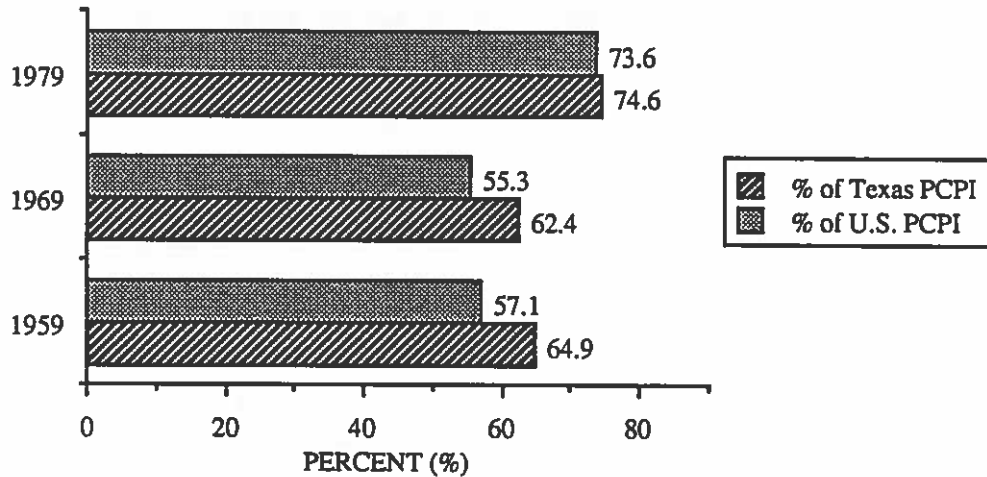
Madison County has made significant gains in personal and overall income levels in recent years. While local earnings generally still lag behind those of other areas, Madison County now compares favorably in several categories of income measurement.

Figure 19 shows the historical trend of Per Capita Personal Income (PCPI) in Madison County relative to the state and nation. Where the county once fell below two-thirds of state and national PCPI, by 1979 it had improved to nearly three-fourths of Texas and U.S. per capita personal income.

Figure 20 carries the PCPI trend forward to 1986, illustrating Madison County's continued shortfall below statewide PCPI. Also included in this figure is the trend in PCPI for areas of Texas that do not lie within the metropolitan regions of major cities ("Non-Metro Texas" in the figure). This is a better indicator to compare against rural Madison County, but it also points out the county's PCPI deficit. Despite this trend, Madison County has continued to show steady improvement in its per capita income levels. Among all 254 counties in Texas, Madison was ranked 230th in PCPI in 1981. By 1984 that ranking had climbed to 195, and it reached 173 in 1986. The most recent PCPI figure for Madison

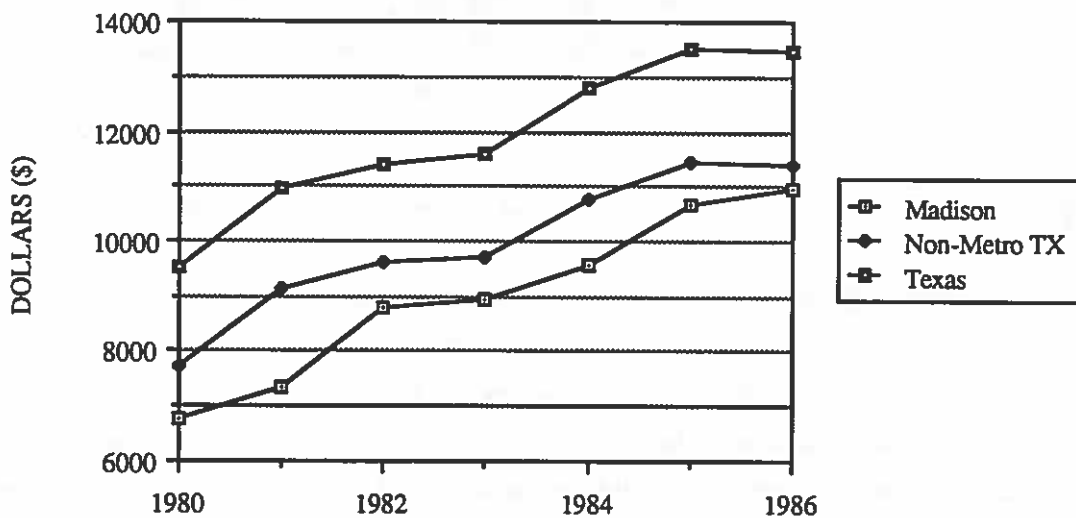
County was \$10,975 in 1986, up from \$6,757 in 1980. Statewide PCPI in 1986 was \$13,486, and "non-metro" Texas had an average of \$11,403.

Figure 19: Historical Trend of Madison County Per Capita Personal Income



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

Figure 20: Trend of Per Capita Personal Income, 1980 to 1986

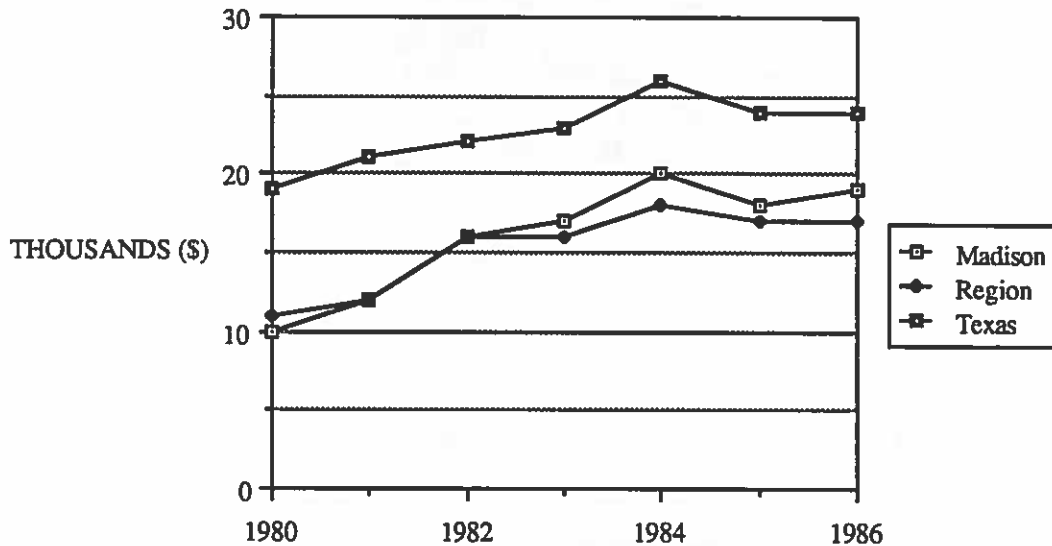


Source: U.S. Department of Commerce, Bureau of Economic Analysis.

Effective Buying Income, or EBI, is a measure of overall "buying power" in an area as calculated by *Sales & Marketing Management* magazine. This publication gives firms and market analysts an idea of the disposable income after taxes that is concentrated in an urban

Madison County's median household EBI in 1986 was \$19,347, up from \$10,457 in 1980. This compared to 1986 levels of \$17,688 for the region and \$24,272 for the entire state. Although Madison County still lags behind the state, its rapid growth in this income category moved it from 55 percent of statewide median household EBI in 1980 to just under 80 percent by 1986.

Figure 22: Median Household EBI Trend, 1980 to 1986

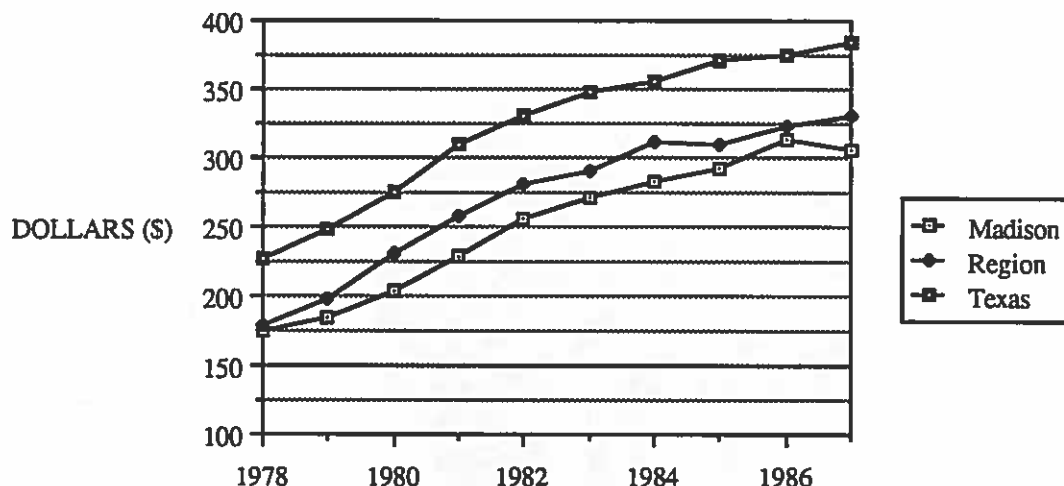


Source: *Sales & Marketing Management*

Figure 23 illustrates how households in Madison County were allocated among various income levels in 1986. Figure 24 then compares this EBI distribution for the county to that of the region. This comparison shows that Madison County has more of its households focused in the higher income categories than does the region. Madison County also tops the state's percentages in the two income categories above \$35,000. In addition, from 1980 to 1986 the county managed to reduce from 42 percent to 28 percent the proportion of its households with median household EBI below \$10,000, although part of this income rise can be attributed to inflation.

Total wages in Madison County have grown 135 percent in 10 years, from \$5.2 million in 1978 to \$12.2 million in 1987. For the entire region, the 10-year growth rate was 169 percent. Figure 25 shows the trend of average weekly wages during this period. Madison County's average weekly wage reached \$305.92 in 1987, down from a 1986 peak of \$313.63. With an average wage rate of only \$174.74 in 1978, the county has seen its weekly wage figure climb 75 percent over the last ten years. The region's wage level grew slightly more at 85 percent, but both Madison County and the region surpassed the state's 10-year growth rate in wages of 70 percent.

Figure 25: Trend of Average Weekly Wages, 1978 to 1987



Source: Texas Employment Commission, Economic Research & Analysis Department.

Figure 26 provides one of the few examples of economic data for the City of Madisonville itself. In this instance, it is the 1979 distribution of household income in the city. This is a good time to note that the most reliable data on economic conditions applies mainly to counties and groups of counties rather than to individual cities. In addition, what data is available for cities is based mostly on the last decennial census. Unfortunately, that means that most of the city-level economic data now available is close to 10 years old.

Despite the time lag in the data, Figure 26 suggests that a greater proportion of the city's households are concentrated in the lower income categories than was the case at the county level. In part, this reflects the increased presence of low-wage earners and the rural poor in town rather than in the surrounding countryside.

The incidence of poverty in Madisonville and Madison County was last measured by the U.S. Bureau of the Census in 1979. In that year, 22 percent of Madisonville's residents fell below the poverty line, with the same percentage also applying countywide. Among children 18 years and younger in Madison County the poverty rate was 25 percent. The rate for families was nearly 17 percent, while the incidence of poverty among female-headed households where no husband was present reached 32.5 percent. In all, 1,815 county residents had incomes below the poverty level in 1979. Madisonville had 779 individuals in poverty, or 43 percent of the county total. Among the 779 counted in the city, 26 percent were 65 years or older. One positive note is that Madisonville's 22-percent poverty rate in 1979 was down from 28 percent in 1969. Incidence of poverty among the city's families also dropped from 22 percent in 1969 to 17 percent in 1979.

Economic Analysis Summary

Madisonville and Madison County lie within the Central Corridor economic region of Texas. Like the rest of their region, they enjoy unusually high levels of employment in government and services. In general, the Madison County economy continues to revolve around agriculture, ranching and oil production, although the oil sector's cyclical swings introduce instability into the economic situation. Health care, retail trade, education and other secondary activities round out the Madisonville employment picture.

The recent acquisition of Monterey Mushrooms has not only been invaluable to the county, but it has also helped to offset other economic setbacks and employment losses. The prospect of high-profile horse racing and parimutuel wagering in adjacent Brazos County may bring even greater visibility and activity to Madison County's horse-breeding sector.

Most economic indicators peaked in the early 1980s in Madison County, just as they did statewide. Despite the slowdown in recent years, however, the local economy continues to show favorable growth in labor force, employment and income levels. Unemployment peaked locally in 1986 but has receded in the last two years. Overall, the county continues to outperform the region, state and nation in controlling its rates of unemployment. Unfortunately, poverty remains a problem in the area, with households headed by single females experiencing the highest rates of poverty. Although local wage and income levels still lag behind those of other areas, the gap continues to narrow.

The Future City

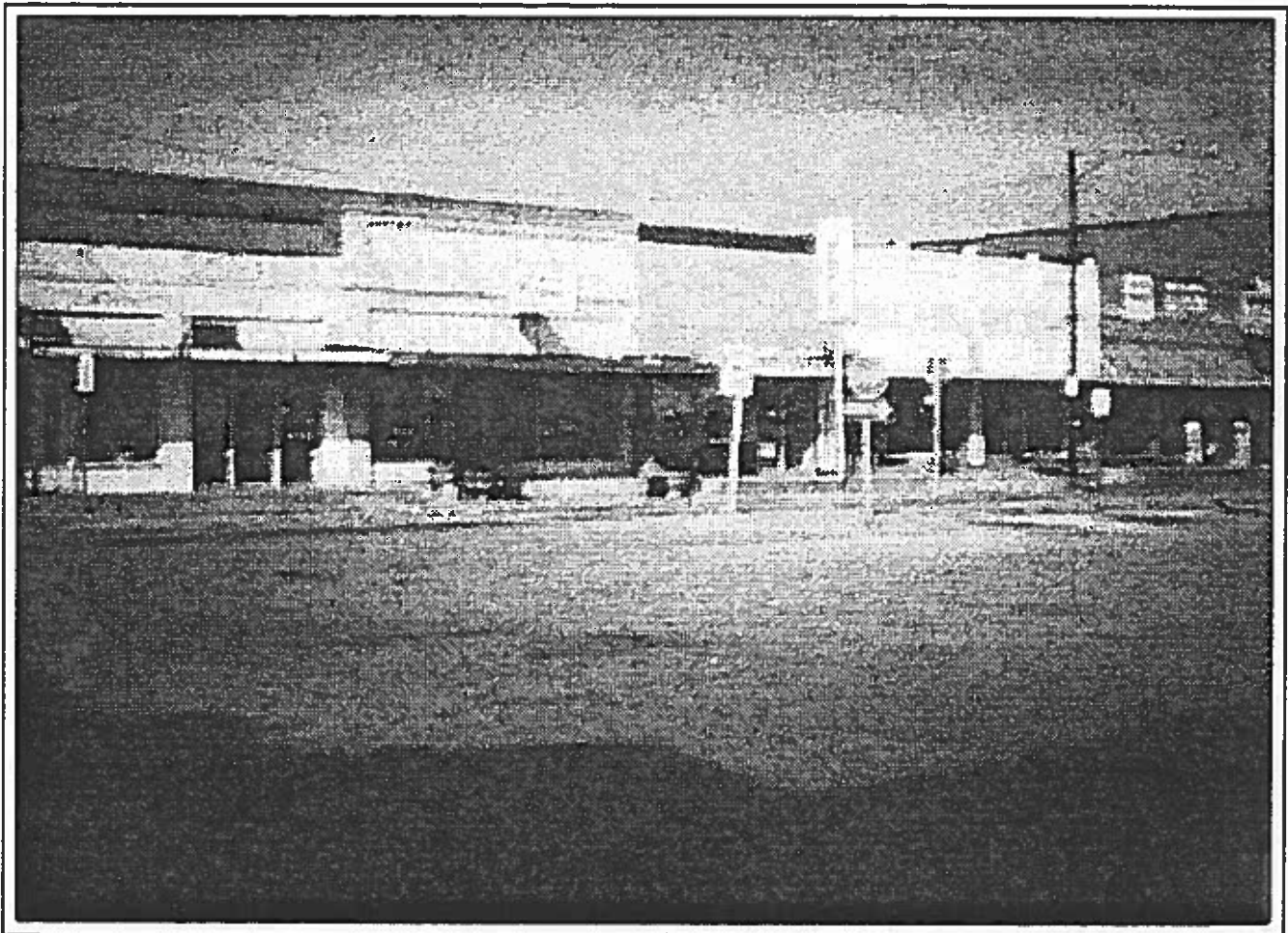
Comprehensive Plan Introduction

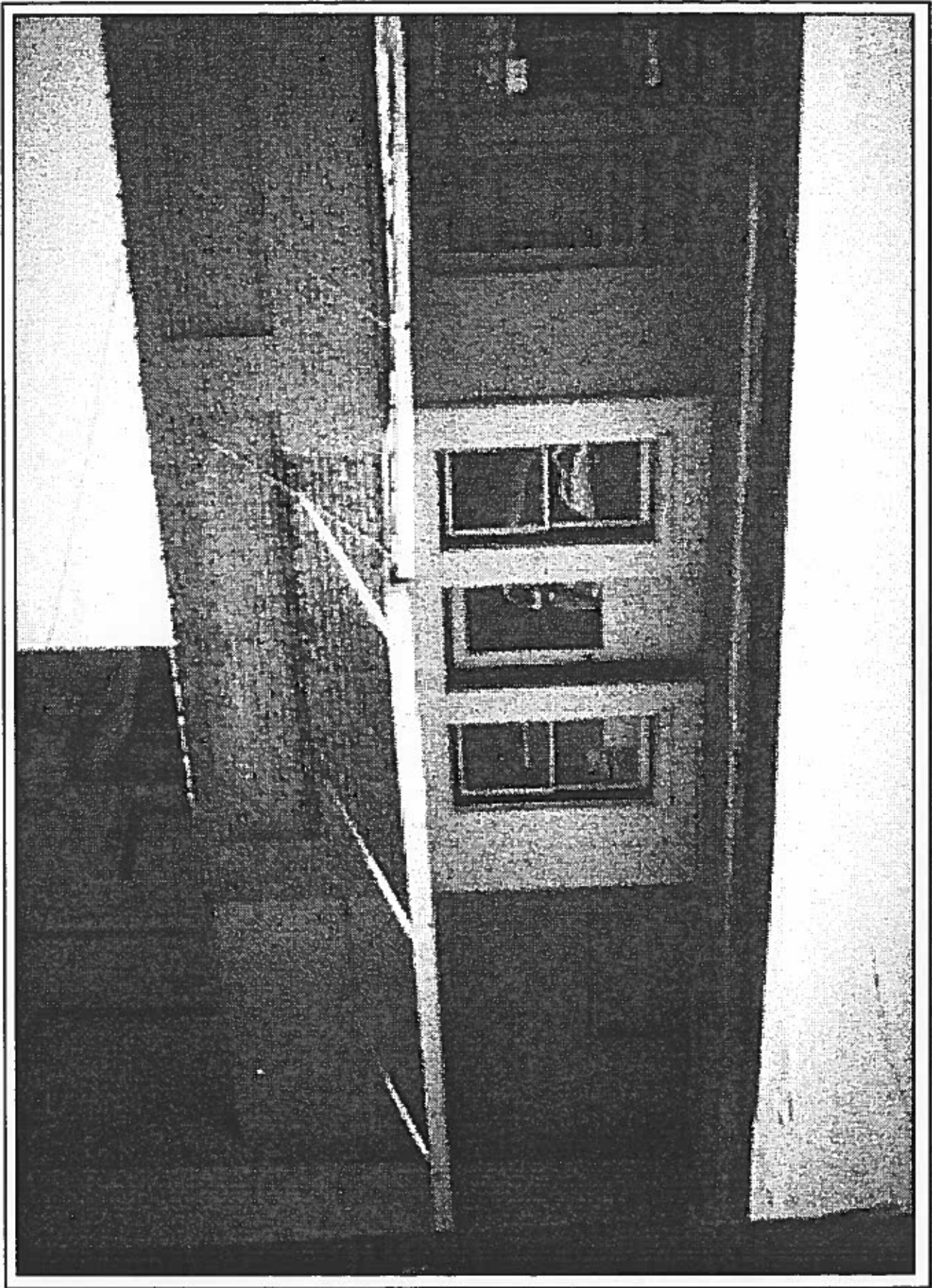
The Madisonville 1988 Comprehensive Plan

The modern city is a complex organism. It is a mosaic of different land uses and activities connected by a transportation network and water, sanitation, and communication channels. It is a portion of the land on which the people have chosen to live, work, and play.

The purpose of the comprehensive plan is to ensure the functional arrangement of these facilities as the city develops. A change in any part of the city affects all other parts, and thus, it is imperative that the city establish standards to balance and maintain the use of its land and resources.

Further, the plan is a process, not just a conclusive statement. It is a pattern for the city's physical development and a design for the city's social, economic, and political framework. It is created through the welding of sociological, economic, and geographic properties into a solid structure. Although it is only a reference guide bearing no express legal weight, the city serves to benefit greatly from its adoption and implementation. The plan represents public policy for the protection of public welfare and investment in the community.





The comprehensive plan sections describe in detail recommendations made by the planning team. These are policy recommendations that should be prioritized by the City and addressed in a timely manner. The Appendix section of the document contains a list of the goals and objectives from which these policies were derived. The student planning team's responsibility concludes with the production of this document. It is up to the Madisonville city government and its citizens to unite in an effort to accomplish the recommended measures. Some can be achieved by mere decree, such as the renaming of the downtown area to Cattleman's Square (this reference is made throughout the entire document). Others will require creative and progressive action.

This document is Madisonville's guide into the next century. It should be adopted and implemented, not just placed on a shelf. It must be publicized, examined, and revised as the city changes. It is effective only to the extent that it is used. Only with proper planning can Madisonville become economically viable, physically attractive, and a safe place to live and work.

The Natural Environment

THE NATURAL ENVIRONMENT

Introduction

The purpose of this element is to encourage environmentally safe and economically sound development in the City of Madisonville. The policies of this section should be used as a management strategy for the future. By avoiding actions that pose long term harm to the environment the entire community benefits. This strategy will help avoid the adverse effects of conflicting land use. More importantly, this strategy will minimize damage to the environment and lessen the cost of recovery if damage occurs.

Land Development Criteria

Land development in Madisonville should be encouraged in appropriate areas. The "appropriateness" of an area takes into account factors such as soil characteristics, vegetation, topography, geology, and hydrology. The areas that are inappropriate for industrial, commercial or residential development are still important and they serve a critical purpose. For example, a location that falls within a flood plain is not normally appropriate for any development, however, that area still plays a crucial role in storm water management for the entire community. Environmentally critical lands can also be protected and utilized by creating parks and open space. In this way environmentally sensitive lands can be used as a buffer to separate different or conflicting land use activities.

There are several areas that should not sustain any development. One of the largest areas that should not see any more construction is the 100 year flood plain, which extends from the dam of Lake Madison to the southern edge of the City. Not only does the City face the danger of flooding in that area, but further development could put federal flood insurance at risk. Other areas include the watershed area to the west of Lake Madison and the area of low elevation between the Industrial Park and Highway 21, along Interstate Highway 45. These areas could be used productively as a system of open space and park areas for the community. In relation to the Community Facilities element of this comprehensive plan, these locations should be linked with park and open space belts to unify the community's natural areas.

The following areas are potential locations for future development that appear to conform with the above considerations. The area that is roughly on the northeast side of the City on Highway 75 and north of the old Concord Road is a location appropriate for development. The area between Highway 45 and Short Street southeast of Highway 21 is

and around, water resource areas. Signage should be posted and penalties enforced for violations of the ordinance.

Pollution Control

Madisonville should continue to minimize the release of pollutants into the environment. By decreasing the amount of litter in the City, the health, safety, and aesthetics of the community is protected. In relation to the visual image element of this comprehensive plan, one strategy to reduce the amount of litter would be to require dumpster screening. This would reduce the amount of garbage falling or blowing away from the dumpsters. In addition, community and civic group efforts should be encouraged and supported in their efforts to clean-up the City. A community recycling program should play a large role in this effort.

In accordance with state and federal regulations, the City should require new industrial and commercial development to utilize the best available technology to mitigate air, water, and other forms of pollution. Not only will this requirement insure the protection of the environment, but would also insure quality development.

Waste Management

As the City grows it has become necessary to expand solid waste and sewage facilities. The location of such facilities should be done with great care to ensure the protection of the City's environment. This expansion should be constructed with the best economically feasible technology. The City of Madisonville should institute programs to increase the recycling of waste materials. Recycling of glass, metal, and paper products have not only been proven to save money, they also increase civic involvement and pride. Since ground water supplies are critical to the City, alternative disposal technologies should be studied. Above ground land-filling is just one example of an emergent technology based on the protection of soil and ground water resources. In relation with the infrastructure element of this comprehensive plan, the sewage facilities should be updated and improved to reflect the needs of the City and potential growth needs of the future. The waste management strategy should also include adequate procedures to manage hazardous and toxic waste or substances. Environmental performance standards should be created and enforced. Such standards should meet or exceed state or federal regulations. These performance standards should permit such things as effluents, emissions, and noise from various industrial and commercial activities only at certain acceptable levels.

- reduce the amount of pollution released into the environment by sources such as industrial pollution and littering in the City
- expand the City's waste management facilities with the best and most economically feasible technology
- create performance standards to limit commercial and industrial emissions of noise, dust and other pollutants.
- initiate a Geographic Information System for the Madisonville area to assist in the incorporation of environmental considerations in the governmental decision-making process.

Future Land Use

FUTURE LAND USE

Introduction

This section describes the future growth trends and projected land uses that constitute the city's urban pattern. The land use pattern must promote the welfare and long term interest of Madisonville's citizens. The city should be a pleasant place to live, and at the same time, it should provide the basic services in the most economical manner.

Projected Use

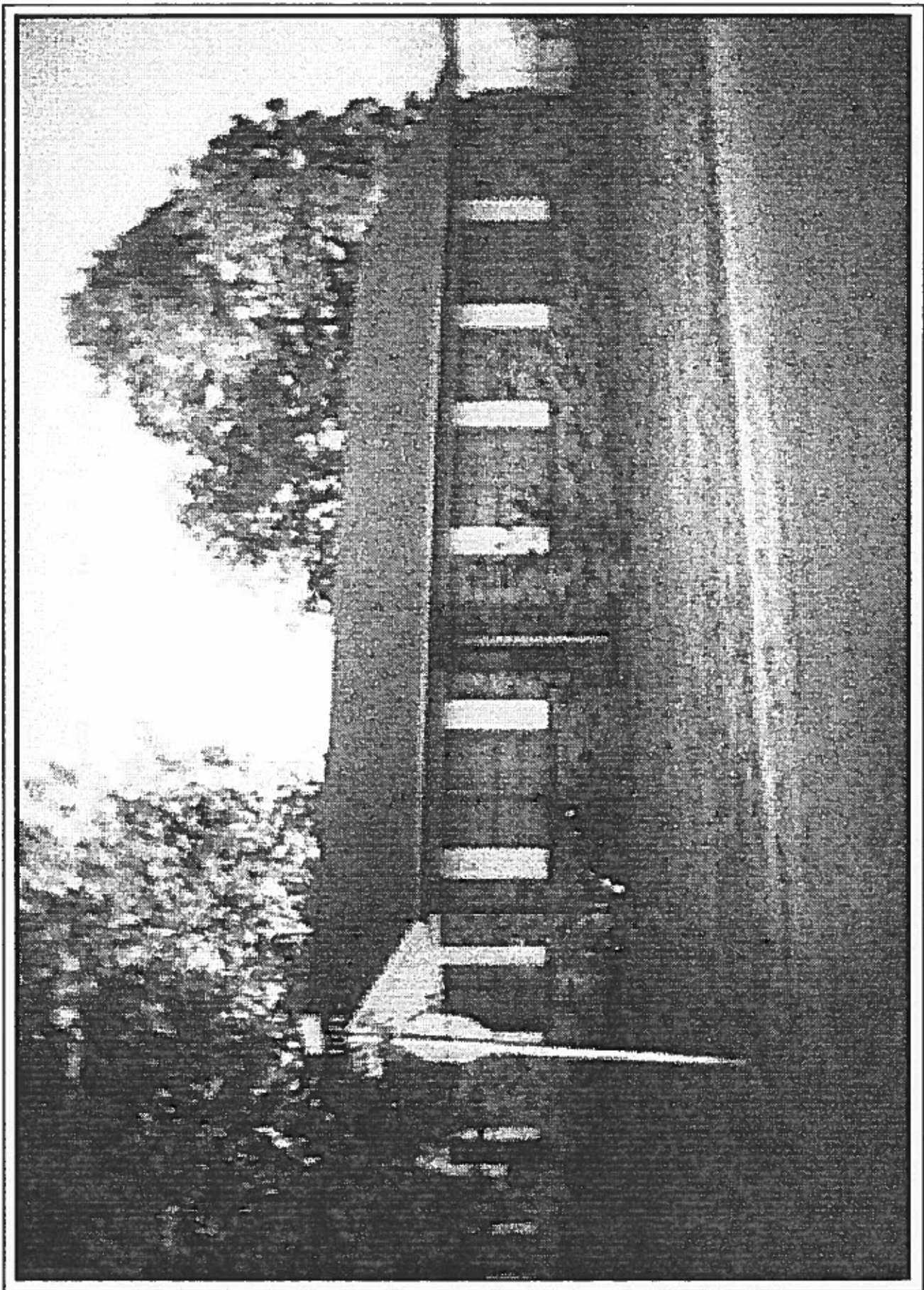
According to the population estimate presented in the existing city analysis, Madisonville's population in the year 2000 will be approximately 4,600 persons. Currently, within the city limits, 1,000 acres are undeveloped and could potentially be used to accommodate future growth. In addition, vacant land is located just outside Madisonville's corporate limits, but within the city's extraterritorial jurisdiction that would also allow for expansion.

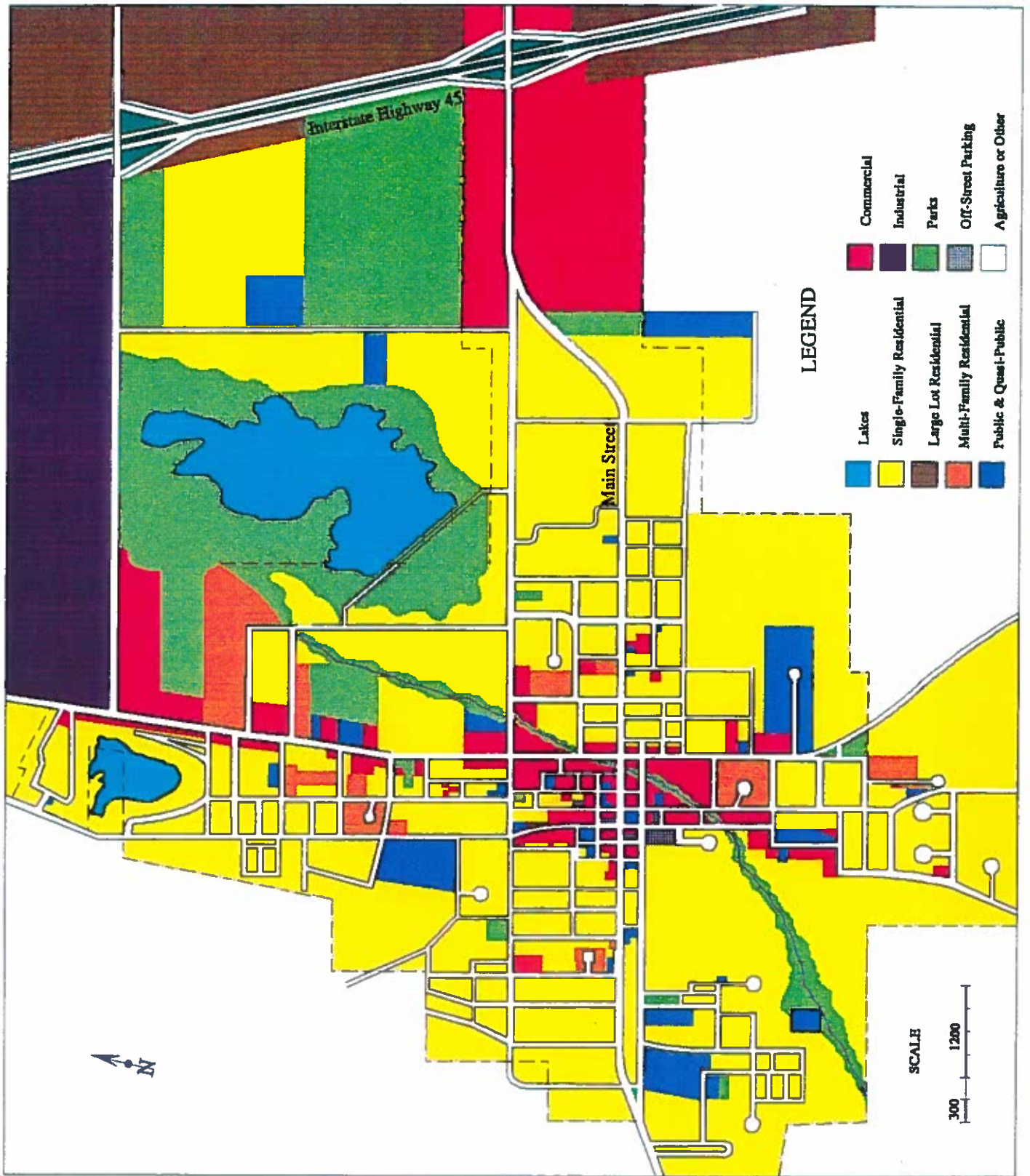
The assumption of a growing population means that the majority of new development will consist of residential structures. It is suggested that single family residential infilling take place in the vacant portions of Planning Areas 1 and 4 (Map 10). In doing so, the existing neighborhoods will be revitalized and the need for infrastructure and new roads can be delayed until a time in the future that is more economically appropriate for the city.

Development adjacent to Interstate 45 both north and south of State Highway 21 should consist of large lot single family dwellings (similar to an Agri-Residential classification in a typical zoning scheme). Large lots act as a buffer to traffic noise along the highway, while retaining the land value. Also, if the land north of the city, currently reserved for a future industrial park is developed, then there will be less of a chance of land use conflicts in the surrounding area if large lot single family development is encouraged.

Residential development should be encouraged on the west side of Madisonville, especially if a bypass or alternate truck route is located there in the future. Development on the land within the "loop" should be mostly residential, possibly reserved for planned unit developments (PUD) or residential subdivisions. Some commercial development will emerge in the area, but it is suggested that these developments locate along the highway, and only at major intersections.

By the year 2000, 37 percent of Madisonville's population will be between 20 and 39 years old. This percentage is relevant in long-range planning terms because a significant





MAP 10

Comprehensive Plan

City of  Madisonville, Texas

environmental pollutants may be allowed within the city limits provided that appropriate access to the site is available and that the use does not conflict with residential and other land uses in the surrounding area. An appropriate area for these uses would be along May Street near the northern city limits.

As Madisonville's growth progresses, commercial land uses will also increase. Presently, the amount of available commercial space is more than adequate to serve the community's needs in the immediate future. The only exception would be the location of commercial uses along the bypass if it is developed. It is recommended that the city embark on a plan to redevelop the downtown area and to encourage commercial infilling in the existing vacant structures. Finally, the city should require that an adequate market analysis be completed for any proposed commercial development to minimize the risk of business failure.

Public/quasi public land uses will change as the city grows. Currently, a need exists for more small neighborhood parks and open spaces. This need will also exist in the future, so it is essential that efforts commence to provide these areas. The use of flood plains and drainage areas within the city can allow effective development of open space areas with minimal cost to the city. The city should examine the possibility of obtaining the necessary easements to allow development along the drainageway running northeast to southwest within Madisonville.

Another essential public land use is schools. Although current enrollment does not prescribe a need for new schools, the addition of new employment and/or the retention of a younger aged population will cause a need for more public schools in the future. It is important that the location of schools be consistent with the neighborhood unit concept which requires the elementary school to be the center of the residential neighborhood.

Traffic Impact

Although the thoroughfare system and street conditions are discussed extensively in the Transportation Section, the location of roads, their condition, and the movement of traffic all have a substantial impact on the land use pattern. It is recommended that streets within existing residential areas be wide enough to accommodate two vehicles and that all cul-de-sacs be "bulbed" at the end to allow adequate turn around areas. Improper access and vehicular circulation causes a disjointed land use pattern and corrections to this pattern may be impossible.

The pattern of development thus far in Madisonville is concentrated along State Highway 21. Unfortunately, the volume of traffic carried on this highway is not conducive

also is a direct link to the direction and force of change in the existing city. The improper placement of certain uses causes stress on the area's infrastructure, leads to a decrease in property values, and encourages vandalism and crime in some instances. One way to minimize the land use pattern's contribution to urban blight is to eliminate mixed uses. It is recommended that the city establish and enforce some type of land use standards for both new developments and existing neighborhoods. These standards may include environmental performance guidelines consistent with Federal and State environmental standards, public land use controls such as subdivision regulations for new developments, oversizing policies for infrastructure placement, and the encouragement of deed restrictions in residential neighborhoods.

Another factor addressed earlier that contributes to neighborhood blight is inadequate access to residential and commercial areas. The solution to this problem is further addressed in the transportation section and involves such measures as improving street condition, realigning streets, and providing adequate turn around "bulbs" on cul-de-sacs.

The provision of needed city services as well as multiple educational and recreational opportunities for the city's residents is essential to prevent urban degradation. Although the city currently provides an adequate level of city services, these must be maintained at an appropriate level to accommodate future growth.

Another measure that should be undertaken to minimize urban blight is the removal of abandoned, dilapidated, and obsolete structures from commercial and residential areas of Madisonville. These structures not only diminish the aesthetic quality of the city, they also present a risk of injury to the citizens of the community. In addition, the city should purchase an adequate site for a new landfill before the existing landfill reaches capacity to ensure that blowing trash and noxious odors will not permeate the surrounding areas.

Finally, one very basic element in minimizing urban blight is to foster a sense of community identity and pride. Public involvement in city planning and decision making is an essential element in incorporating civic pride. Some suggestions to encourage involvement include the organization of a city-wide "fix-up/clean-up" campaign, the formation of neighborhood groups, and a series of events and thematic activities to promote local businesses. These activities serve to promote local pride and bring in visitors to the community, which ultimately enhances the city's future economic viability.

Conclusion

The following measures are imperative to ensure compatible land use that will promote community health, safety, and welfare:

Infrastructure

INFRASTRUCTURE

Introduction

The infrastructure of a city such as Madisonville consists of several interrelated public service systems: water supply and distribution, sewage collection and treatment, solid waste collection and disposal, and storm water collection. The future population and land use projections provide gauges for system design capacities. Installation of improvements in consonance with a projected physical growth pattern will eliminate duplication of services, undersized facilities and unsafe and unhealthy conditions.

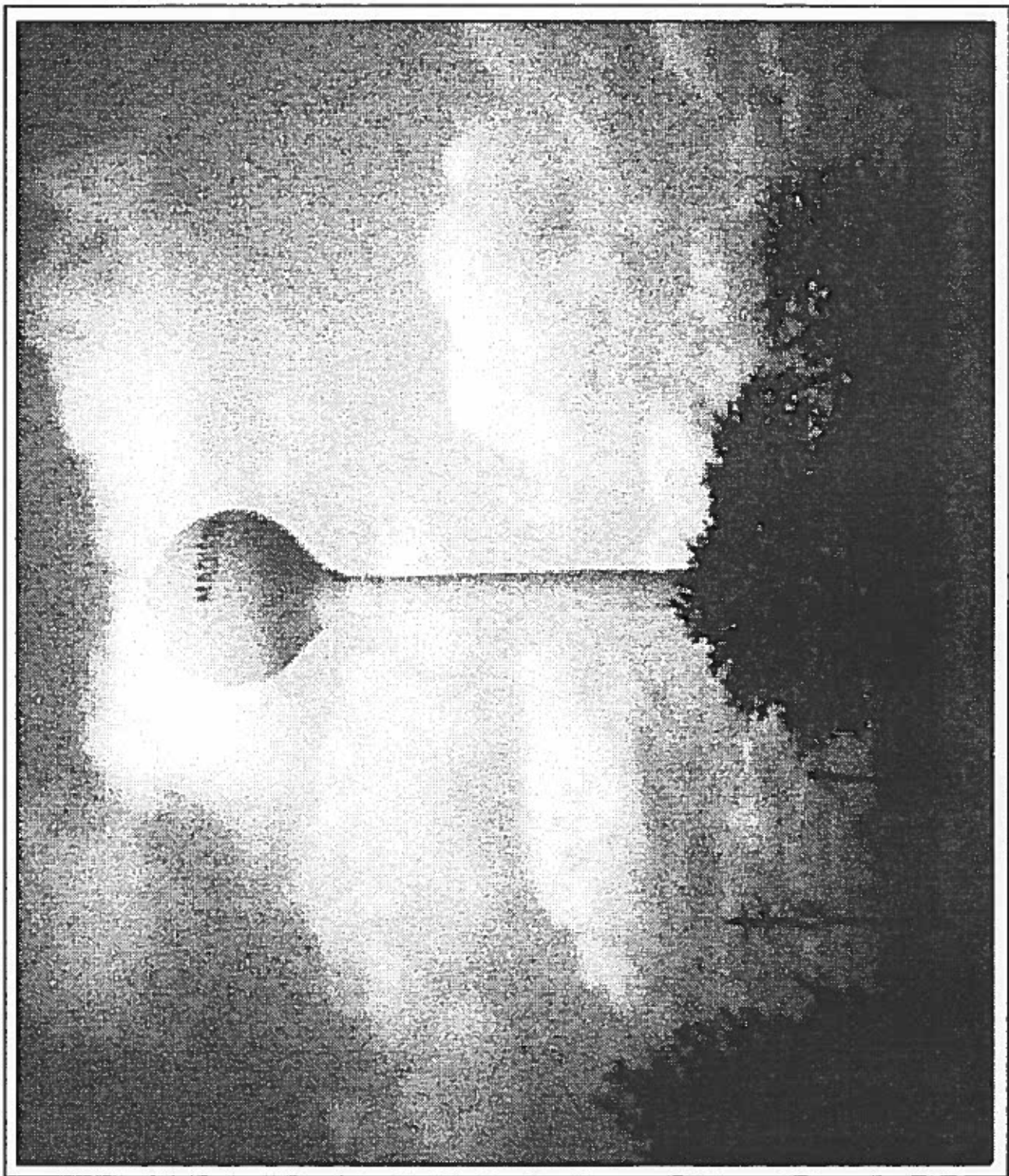
This section is designed to present a comprehensive overview of the infrastructure needs of the City of Madisonville during the proposed planning period. It is not intended to be a detailed engineering system design, but rather a general guide that will determine needs which can then be prioritized for future project design. To facilitate discussion, each area will be addressed individually. The element will then conclude with some general observations on the provision of public services.

Water Treatment and Distribution Facilities

One of the primary responsibilities of the City is to assure that the public has an adequate water supply and that the water receives the necessary treatment to insure good health as well as good taste. Furthermore, the City must be sure that the water distribution system is sufficient to provide adequate water pressure to all customers.

Madisonville's existing water distribution system is made up of a variety of pipe sizes and materials. It will be in the best long term interest of the city to adopt specific standards for the types and sizes of pipe used. Standardization will allow developers and city personnel to know before hand the basic requirements needed for future extension of mains. Standardization will also allow the city to maintain an adequate inventory of replacement parts and fittings.

As a general policy, the city should prohibit the installation of public water lines less than two inches in diameter and limit the use of two inch pipe to the service of areas where the lines can be looped off of six inch or greater mains and serve the equivalent of 20 single family residences or less. Other recommended pipe sizes are six inch, eight inch, and twelve inch. Twelve inch lines should be limited to major trunk lines designed primarily to distribute water to large areas of town.



distribution system discussed earlier and would focus on line size, location, manhole location, elevation of flow line, and elevation of the top of manholes.

Complementing the area wide plan and analysis of the sewerage system should be the adoption of specific standards for sizing and construction of sanitary sewage lines and manholes. Publicly owned and maintained lines should be a minimum of six inches in diameter with manholes spaced approximately 300 feet apart or at changes of elevation or direction. Wherever possible, stubouts to individual lots should be provided during construction of the lines to reduce the potential of infiltration into the line from "taps".

Consideration should also be given at the time of adoption of construction standards to require all lines to be built outside the street surface. While tradition has placed sewer lines in the center of streets, recent experiences of other cities has shown that placing utility lines outside street surfaces results in significant cost savings in terms of street repairs as the lines age.

Finally, every effort should be made to eliminate the use of septic tanks in the City limits. Septic systems are inherently inefficient and are increasingly placed under regulatory review by the state health department. Timely elimination of septic systems now may prove beneficial to the city in the future.

Solid Waste Collection and Disposal

The existing landfill located near the municipal airport is estimated to serve five more years (approximately 1993). Given this time frame, the City must begin immediately to consider expanding the site or finding a new location or alternatives methods of solid waste disposal. State regulations regarding sanitary landfills have been totally revised twice in the last ten years and are expected to be revised and tightened once more by the time Madisonville is ready to open up a new site. Therefore, it is most likely that the remaining life of the existing landfill is barely sufficient to allow for a new site to be selected, tested, designed and permitted. It is imperative that steps be taken immediately to determine the future of solid waste disposal for the City.

Storm Water

The natural drainage ways such as creeks and draws of a community serve two purposes: one, is functional, the other aesthetic. Functionally, natural drainage ways provide conduits for storm water run-off and flood prevention. Aesthetically, they provide natural open space and green areas to minimize the impact of urban development. However, in both

The suggestions for improving the public infrastructure facilities include:

- develop a long range capital improvements program with yearly budget allocations
- adopt standards and specifications for the construction of public improvements
- develop a city-wide utility mapping program
- develop area-wide water and sanitary sewer facility plans
- develop a long range solid waste disposal plan
- develop an area-wide storm water drainage plan.

The Transportation System

THE TRANSPORTATION SYSTEM

Introduction

This section of the future plan presents guidelines for the implementation of an effective transportation system that will increase traffic safety in residential neighborhoods and fully utilize various traffic routes within the city.

Several factors contribute to the existence of traffic circulation problems in Madisonville. Perhaps the most critical problem is the lack of acceptable standards for street design. Improving the quality of the circulation system in Madisonville must, therefore, be preceded by establishing some form of standards for street design, then upgrading the existing street system, as much as possible, to conform to the functional classification design criteria set forth in the analysis section.

The thoroughfare (arterial) system is one of the most permanent elements of the urban form. Once the configuration and the right-of-way have been established, only few modifications can be made without offsetting economic activities. The thoroughfare system in Madisonville, especially on Main Street between Wilbur Street and May Street, is inadequate. The right-of-way is grossly insufficient and acquiring additional right-of-way for future development is almost impossible.

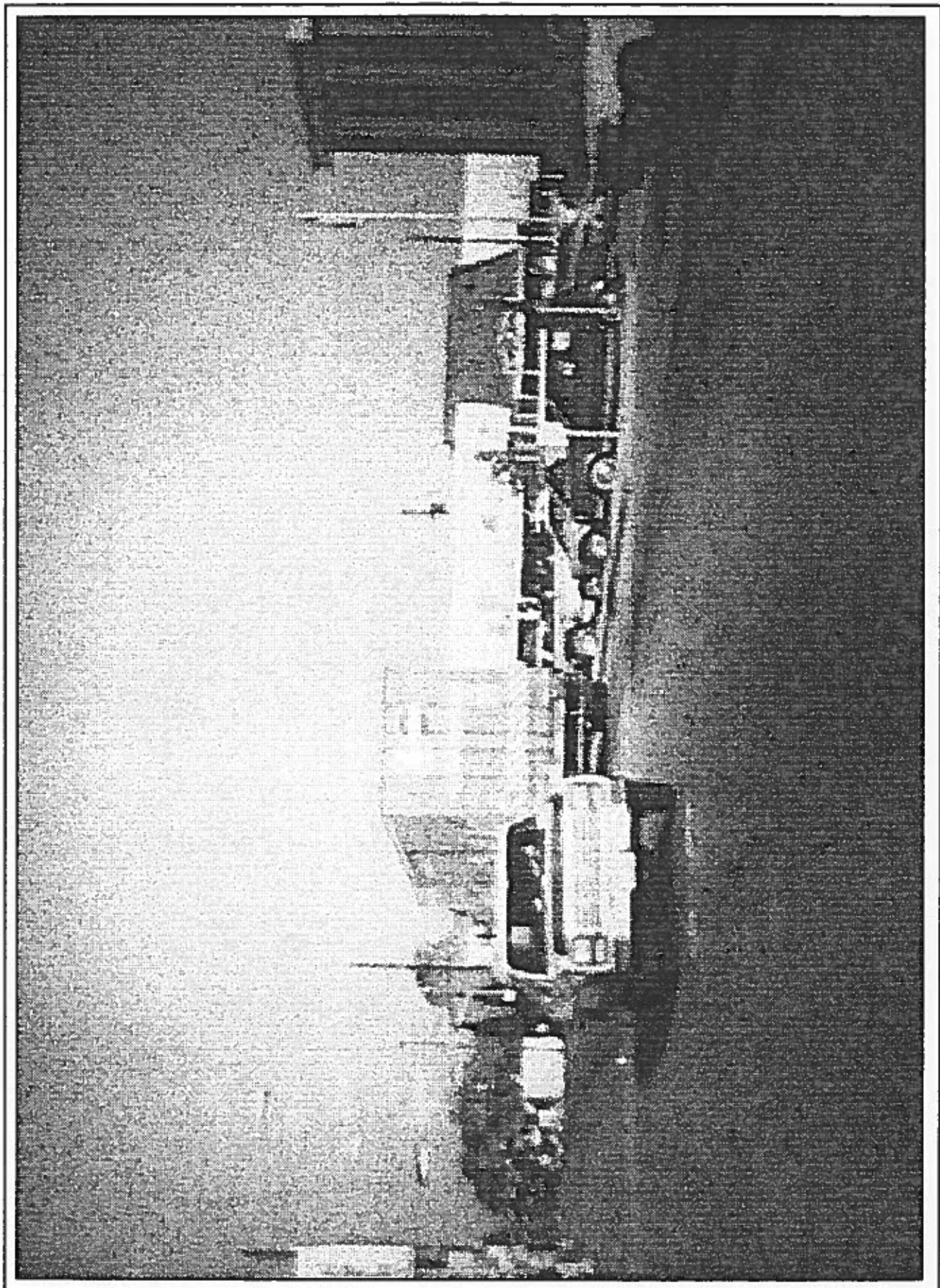
In a city the size of Madisonville, the thoroughfare system is usually made up of minor arterials which serve trips of less than two or three miles in length. If properly designed, the thoroughfare system in Madisonville can influence the type of development that occurs within the community.

Designation of Streets

A step toward improving the quality of transportation system in Madisonville involves designating streets according to functional classification and indicating which streets will serve as arterials, collectors, and locals. A major advantage of this action is that conflicts, congestion and accidents, especially at intersections, are reduced. This step must be accompanied by the use of appropriate traffic control devices and intersection redesign. In many cases, additional right-of-way will be required to upgrade major streets. The following designations are recommended:

State Highway 21 as an arterial.

U. S. Highway 75 as an arterial.



adjacent businesses must be eliminated. However, special provisions should be made to accommodate the need of service vehicles. This action will reduce pedestrian-vehicular conflict, thus, facilitating effective pedestrian circulation.

Provide off-site parking: In order to accommodate parking needs of the Courthouse and adjoining businesses, the planning team has identified four separate locations in the immediate surrounding of the Cattleman's Square. The locations which are currently not been utilized are in the corners of Cottowood and Elm Streets, behind Snooky's; Cottonwood and Madison Streets; Elm and Willard Streets; and U.S. Highway 90 and Trinity, across from the proposed City Hall. The proposed parking lots should be designed with safety in mind.

Reroute traffic: Traffic circulation around Cattelman's Square should be changed from the current 2-way to 1-way with Elm Street serving as an entry point, through Trinity Street, and U.S. Highway 90 as an exit point. In the alternative, vehicles accessing Cattelman's Square from Elm Street should be routed through Willard Street, then to U. S. Highway 90. This action will eliminate corner clearance problems at the intersections of Elm and Trinity Streets, and Trinity Street and U.S. Highway 90. In addition, the action will eliminate problems associated with the jog intersections at Elm Street and State Highway 21, and U.S. Highway 90 and State Highway 21.

Provide sidewalks: In relation to the Visual Image Section of this plan, the provision of sidewalks around Cattleman's Square will not only facilitate effective pedestrian movement but will also enhance the beauty of the Cattleman's Square, hence, ensuring the attraction of more people to the downtown area and boosting economic activities.

Provision of Mobility

A major characteristic of an urban transportation system is the mobility it provides to individuals. Although personal automobiles serve as the primary source of transportation in Madisonville, not everyone can enjoy the mobility this mode provides. For the elderly, the physically handicapped, and those with no other form of transportation than walking, public transit might be the only system of transportation available. Brazos Transit System provides public transportation for these groups at little or no expense. The city of Madisonville should publicize and encourage these groups to fully utilize the service.

Extension of Harrell Street north to intersect with Collard Street and the extension of Stutts Street west to intersect with Harrell Street: This action will generally improve traffic circulation and make the area more accessible. This will also alleviate traffic congestion at the intersection of Harrell Street and S.H. 21 by diverting traffic north to Collard Street.

Linking of all unconnected streets in Planning Area 4: Planning Area 4 (southwest quadrant of the city) is probably the most dangerous area in terms of the accessibility of service vehicles to residential, commercial, and industrial areas of the city. Further, it is the area suffering most from traffic circulation problems. If these problems are to be resolved, it is imperative that the following streets be extended and/or linked: Rosebud east with Pine; Mitchell Street east with South Frost Street; and Ogan Street east with Bogan Street. Randolph should be extended south to link with either South Street or State Street. Ratcliff must be extended west to intersect with State Street, and the three unnamed streets extending north on Bullard Street should be extended to intersect with Ratcliff.

Traffic Control Devices

Traffic control devices for the arterial, collector, and local streets should be placed so that continuity of travel is enhanced. In principle, local traffic should yield to collector streets and collectors should yield to arterial traffic. Traffic control devices throughout Madisonville should be inspected and upgraded where necessary according to standards in the Texas Manual of Uniform Traffic Control Devices.

Street Loads

A major cause of transportation system deterioration in Madisonville, in addition to age, is the excessive loads handled by the system. A principal factor is that trucks, as well as other vehicles, utilize the same system. Aside from the load problem, trucks passing through the city contribute to environmental and noise pollution. In order to alleviate this problem, construction of an alternative truck route is suggested.

The route, which will hereafter be referred to as the Northwest bypass, would link State Highway 21 outside the city limit on the west to Burr Road outside the city limit on the north, and connect with U.S. Highway 75. In order to effectively channel trucks and other vehicles using the proposed bypass, Burr Road should link with Whitmire Road, and terminate at Interstate 45.

Preventive maintenance includes activities such as general repairs and surface seals. This strategy is designed to arrest deterioration before it becomes a serious problem.

Deferred action includes activities which are beyond the point where preventive maintenance will be effective but have not yet deteriorated to the point of needing rehabilitation.

Rehabilitation usually includes overlays or extensive recycling and are more costly than the above three strategies.

Reconstruction is the most costly activity and it involves the complete removal and replacement of a failed pavement and might involve other activities with longer leads of time.

Decisions as to which road surface management strategy to adopt will depend on a variety of factors. Principal among them is the adoption of a long-range roadway maintenance and capital improvement program. Routine maintenance and preventive maintenance are more cost-efficient strategies compared to rehabilitation and reconstruction strategies.

Conclusion

To successfully implement the transportation plan, city leaders may have to go beyond standard political boundaries to solicit support necessary for the recommended programs. For example, the construction of the Northwest by-pass and the realignment of F.M 978 will call for the involvement of county officials as well as the personnel of the Texas Department of Highways and Public Transportation.

It is pertinent, however, that a formal traffic study be commissioned prior to embarking upon major street improvement projects in Madisonville. This will enable a proper evaluation of the current traffic situation throughout the city. The study will also provide the tools needed to undertake many of the recommended projects.

If traffic circulation is to be raised to an acceptable level in Madisonville, the transportation plan must be put into immediate effect. The following are proposed actions:

- build a Northwest bypass linking Burr Road with Whitmire and then with I.H. 45
- change traffic circulation around Cattleman's Square from two-way to one-way and limit on-street parking
- provide off-street parking convenient to the Courthouse and other businesses surrounding Cattleman's Square
- extend or link dead end streets that do not have adequate turnaround bulbs.
- replace all one lane wooden bridges with two lane steel or concrete bridges.

Community Facilities

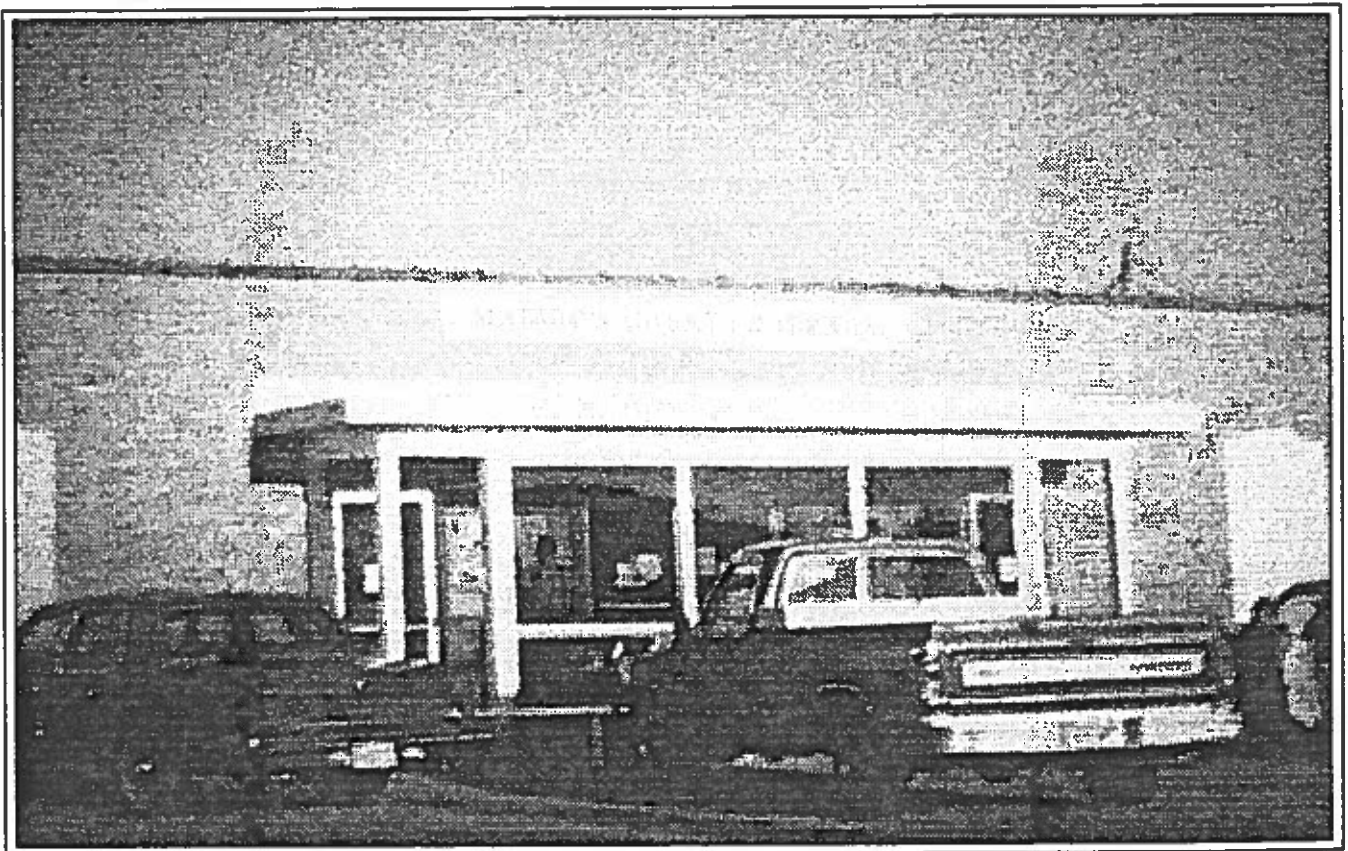
COMMUNITY FACILITIES

Introduction

Community facilities help determine the quality of life in the city. They directly involve the people in the community because they provide for fundamental human needs such as safety, education and recreation.

Community facilities reflect the city administration's attitude toward the community. Details of facility site and structure become very important in expressing sensitivity or indifference. Careful analysis of the image the community wants to create is essential for long-range planning purposes.

Public meeting space is an essential element in every American community, however this space does not necessarily have to be provided in a special building. Churches, schools, and the park and recreation center are all currently being used as gathering places. As the size of Madisonville increases not only will the number of the meeting areas need to grow, so will their size.



should be investigated by the School Board. Madisonville is deficient in the number of recommended nursery schools (equivalent to the prekindergarten/kindergarten category). Class sizes should not exceed recommended standards and should be kept at no more than 20 children in prekindergarten/kindergarten classes and 30 students per class in all higher grades.

Public school facilities should provide safe and convenient accessibility for all students. Sidewalks should be on both sides of the streets in school areas for safe access. If warranted by densities and family characteristics, a site for an elementary school should be provided according to the neighborhood unit concept. School sites should be located near the perimeter of the neighborhood one or two blocks from an arterial street and, if possible, located adjacent to a park site. If relocation of a grade or grades is considered, a site proximal to the existing elementary school, or the addition of temporary buildings on the existing site would be ideal. Relocation of the prekindergarten / kindergarten age group would allow for expansion of first through third grades within the existing building.

Viable public schools are critical to Madisonville. The primary goal for elementary and secondary education is the preparation of all young persons so that they may become well-adjusted individuals and responsible citizens. In order to provide the students with the very best atmosphere for learning, community attention and involvement will be required to maintain and improve financing, curriculum effectiveness, personnel quality, accountability and equal educational opportunities.

Parks and Recreation

Recreation and education are linked with all other phases of urban development, whether they are planned or unplanned. Parks and playgrounds are not only deficient in number in Madisonville, but they are poorly distributed as well. This combination of circumstances makes it imperative to establish true neighborhood units in city planning. Parks and open spaces established in Madisonville will improve the amenities within the bare confines of blighted areas, but will not remedy the condition of existing facilities. Replanning and rebuilding will be needed in the areas congested and blighted with unplanned urban growth.

Parks and open spaces should be accessible and provide recreational opportunities for all citizens of Madisonville. The first step in acquiring these opportunities is to create a Parks and Recreation Board. The Board should be given the responsibility for the development and implementation of a comprehensive parks and recreation program. Elements in this program include organization of community athletic contests, arts and craft fairs and exhibitions, and

Public Safety

Public safety is a fundamental concern of Madisonville's city government. The city provides for this concern through the provision of police and fire protection, as well as emergency medical services.

The Madisonville Volunteer Fire Department

The Madisonville Volunteer Fire Department needs to maintain existing equipment and acquire new equipment to provide fire protection. A fundamental issue that must be addressed is the improvement of public infrastructure in order to provide minimum acceptable water pressure standards for fire-fighting purposes.

Fire hydrants must be provided at appropriate intervals to meet maximum water coverage limitations. The existing water system should be upgraded to provide accessibility to the water supply through fire hydrants every 105,000 square feet. There are two fire hydrants that are presently creating traffic hazards and must be relocated. One is located at the intersection of Highway 90 and Highway 21 and the second is located at the intersection of Highway 90 and Trinity Street.

Large establishments such as Walmart, Brookshire Brothers, local schools, the Madison County Hospital, and other two-story structures require the fire department to purchase equipment capable of reaching heights over one story.

An immediate need exists for visible, uniform street signage to allow quick identification in emergency situations. Street addressing and signage should be legible and visible for each street and structure.

According to the National Board of Fire Underwriters, a fire station's service area should not exceed a one and a half mile radius, and the response time should be no more than three minutes to high value areas. As Madisonville grows, investment in an additional fire station, equipment, and personnel is imperative. The exact location of a new station should be carefully chosen. This document is not intended to suggest an ideal location, however, the city may consider a site in the northwest planning area (Planning Area 1). If the need arises, another station could be located in the northeast planning area (Planning Area 2), perhaps within the proposed Industrial Park.

In order to discover potential hazards and prevent catastrophies, full-time fire prevention code enforcement must occur. Officers should be hired to make periodic inspections of all commercial and industrial structures, public places, and manufacturing

merchants, homeowners, and business persons as well. The department could also adopt educational programs for special groups such as the elderly and the handicapped.

City Hall and Administrative Offices

The city equipment yard located next to City Hall should be fenced by an attractive wooden structure and kept from view. This simple measure would greatly increase the aesthetic quality of the City Hall building and the surrounding neighborhood.

It is also suggested that City Hall and the supporting administrative offices be moved to a location in the Cattleman's Square area. This would provide increased space to allow for expansion of both the police and fire facilities in the present building and would increase pedestrian attraction to the downtown area..

Health Facilities

A separate document containing information about health care delivery in Madisonville is currently being prepared by another Texas A&M group. It is not the purpose of this document to address health issues, as the other document is concerned in its entirety with this topic. Persons interested in this subject should contact Dr. Donald Sweeney in the Department of Urban and Regional Planning at Texas A&M University for a copy of this document.

Conclusion

The quality and effectiveness of each community facility must be continually monitored and updated as necessary to meet the changing needs of Madisonville. The following are recommendations to help achieve the highest level of service attainable for Madisonville's community facilities.

- relocate the Madison County Library to the Cattleman's Square area for the purpose of making it more accessible by pedestrians and vehicles
- provide adequate educational facilities to maintain a low student/teacher ratio in school classrooms to enhance the learning environment
- create park and open space areas that will take advantage of the City's natural features and help to reduce negative impacts on environmentally sensitive areas while improving the aesthetic quality of the community
- ensure the provision of adequate fire fighting equipment to meet the present

Economic Revitalization

ECONOMIC REVITALIZATION

Keys to Growth

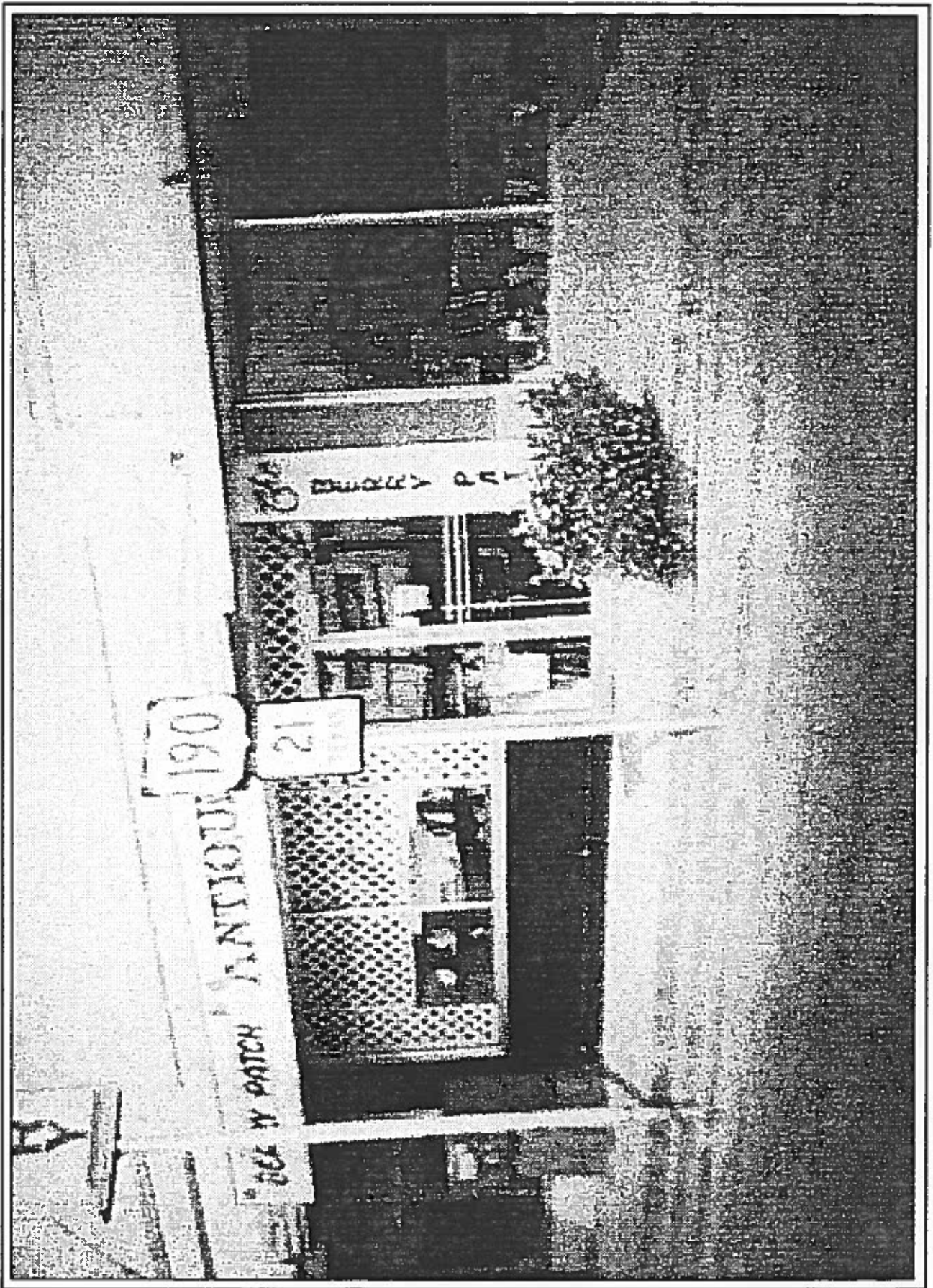
A growing economy is one that generates more income to be earned, more money to be spent, and more capital to be invested. Theories of economic expansion point to two sources of growth: the demand side of the economy and the supply side.

Growth Driven by Demand

On the demand side of the economy, "exports" are the keys to growth. Exports are goods or services which are produced locally and sold to consumers outside of the area. Thus, exports stimulate growth by increasing the flow of money back into an area. If an economy can expand its volume of exports, then it will have the basis for increased income, spending and investment. That is why economic development strategies often make expansion of exports a top priority.

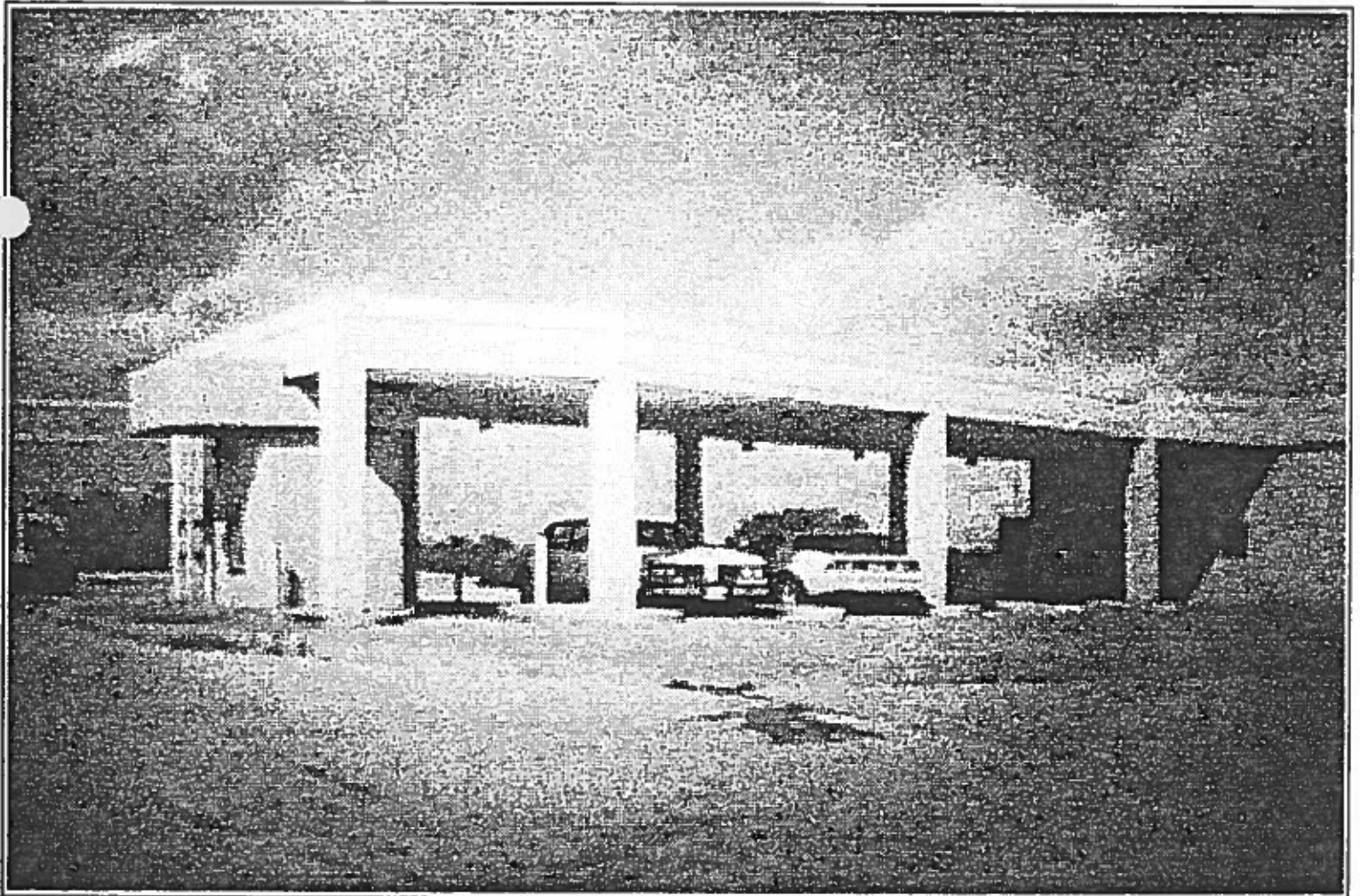
Growth among exporting firms is also important because it sparks a multiplier effect in the local economy. Everything from gas stations and grocery stores to local government and utilities is economically improved by export growth. In fact, an increase in income and employment in the export sectors will often produce an even greater degree of expansion in the support sectors as new money continues to turn over again and again in the local economy. This is the essence of the multiplier effect. However, the support businesses rely on "basic" (export) industries to set off this chain reaction. Activities such as retail trade, services, utilities and local government are important sources of local employment and income, but they usually react to growth instead of initiating it. Export industries can also add to the growth momentum by drawing new labor and capital into the local economy.

In many economies, exporting is not limited to what it traditionally implies — the shipment of goods out of an area to an external consumer. The key to exporting is selling to an outside customer, but in some cases that customer may come to the product instead of the product going to him. That is why tourism is sometimes described as an export industry. It brings external consumers into an area and, in fact, transforms the city itself into a product to be "sold." This interpretation underscores local government's responsibility for the economic attractiveness of its jurisdiction. Retail trade can also serve as an export sector if it draws a considerable amount of external buying power into the local economy. Applying this export philosophy, some economic development programs also emphasize the attraction



homes and health-care services continue to attract retirees to the community. Retail shopping opportunities attract passerby traffic to the city as well as a regular customer base from the surrounding area. Periodic celebrations such as mushroom festivals, parades and Sidewalk Cattleman's Association events also identify the community as a gathering place for local citizens and visitors from around the state.

In the end, though, Madisonville's long-term economic stability and viability will require the type of basic industry that keeps all of these other secondary sectors going. Ideas and suggestions on how to progress toward the city's growth objectives will follow. But first it is necessary to assess which aspects of the city lay the foundation for future growth and which only serve as obstacles or impediments to growth. In particular, the inventory of growth constraints should indicate where action and intervention is most needed. Correction of these problems will increase the prospects for local growth and investment.



CONSTRAINTS

- pessimistic attitudes:
 - lack of confidence in city's future
 - resistance to change
 - opposition to city initiatives
- distance of town square from Interstate 45
- condition of existing street system (including unpaved streets and one-lane wooden bridges in some areas)
- negative aspects of truck traffic passing directly through town
- commercial vacancies and dilapidated, abandoned structures
- Town Branch image problems
- prohibition of swimming at Lake Madison
- limited opportunities for young, working-age individuals
- competition for limited retail dollars between new stores and traditional businesses
- overall visual image problems (plus a lack of distinguishing landmarks with which Madisonville can be identified, or remembered)
- absence of a manufacturing/industrial base
- lack of railroad freight service
- out-of-town shopping by local residents
- persistence of blight and poverty in some areas
- alcohol restrictions (limits the extent of commercial opportunities in Madisonville, especially those types of businesses that can attract outside dollars and people to the area)
- lack of an economic development resource team
- absence of advanced education & training opportunities in town

Achieving Growth Objectives

With an understanding of what drives the local economy and with an awareness of local tastes and preferences, Madisonville must begin to translate its plans into action. The program ideas presented in this section are in no way "cure-alls" or paths to instant prosperity. However, progress in these substantive areas can begin to set the stage for positive economic change.

The four objectives suggested for Madisonville's economic development are repeated here. Under each is presented a list of possible actions that could be implemented to achieve the particular objective.

Objective 1: Build on and strengthen Madisonville's existing economic base.

Objective 2: Increase the diversity of the local economy.

Program Ideas

- (1) Take steps to facilitate the attraction of new industry:
 - a) coordinate local economic development efforts by creating an economic development resource team
 - b) survey existing firms to identify key locational factors and advantages which brought industry to Madisonville in the past
 - c) make improvements to Madison County Industrial Park, including better access from town and greater visibility along Interstate 45
 - d) develop an industrial recruiting strategy, leading to targeted marketing and promotion of Madisonville as a manufacturing and distribution site
- (2) Build a Reunion Center with a minimum capacity of 1000 persons to accommodate dances, dinners, and other special events.
- (3) Develop a retreat site adjacent to Lake Madison (consisting of remote cabins and other amenities) to accommodate religious, academic, and professional retreat groups.
- (4) Target senior citizen groups, historic preservation societies, and others around the state for tours and lunches at the Woodbine.
- (5) Identify retail "gaps" and recruit new or existing businesses to fill them.
- (6) Develop more effective means of attracting passerby traffic and visitors into Madisonville. The City of Wichita Falls benefits from a state tourism rest area along its major highway. Madisonville might consider acquiring one or two sites along Interstate 45 to erect information outlets or "welcome centers" where interstate travelers could stop to rest and receive information on things to do and see in town. Is Madisonville taking full advantage of the tremendous volume of traffic that flows past its doorstep each day?
- (7) Consider the feasibility of hosting such high-profile sporting events as an annual five- or ten-kilometer run, or a "Courthouse Run" that would challenge bicyclists to race from the courthouse square of an adjacent county to downtown Madisonville.
- (8) Encourage the long-term construction of Lake Bedias in southern Madison County.

Objective 3: Expand the amount of, and access to, crucial economic information.

Program Ideas

- (1) Develop a "Jobs Clearinghouse" to match local applicants with job openings in the area. A computerized database or a traditional filing system could be used to store information on individuals with particular skills or work experience. Local employers or outside prospects could review such information to fill positions or to gauge local labor availability.

direct passerby traffic toward downtown from Interstate 45.

- (7) Continue to promote periodic clean-up campaigns, but expand them to include removal of abandoned vehicles, collection of recyclable materials, and buffering of negative elements such as garbage dumpsters. Beautification projects and competitions and garden clubs might also be encouraged.
- (8) Study alternative means of combating image problems along the Town Branch. If the purchase of maintenance easements is not feasible, one option might be to work out agreements with adjacent property owners to allow the city to clean up trash, cut down weeds, and provide general maintenance periodically.
- (9) Expand recreation and entertainment opportunities in town, especially for youth (e.g., golf, bowling, skating, swimming, movie theater, boat rentals at Lake Madison).
- (10) Weigh the benefits against the costs of additional local government employment in Madisonville. Additional positions could be created to carry out particular elements of the city's comprehensive plan (e.g., a town gardener, additional maintenance staff, a student intern).
- (11) Establish a hometown scholarship fund to support local students who wish to go on to college but then return to Madisonville. Awarding of scholarships might be linked to a "Madisonville Pride" essay contest.
- (12) Ensure that appropriate steps are taken by the public sector to support the economic development process:
 - a) update the city's comprehensive plan regularly - every five years at least - and evaluate progress continuously to ensure that plan implementation is proceeding smoothly
 - b) develop a municipal Capital Improvements Plan to ensure the efficient investment of public infrastructure funds and to aid private business planning
 - c) ensure sound debt service practices to lay the groundwork for future financing of economic development projects
 - d) make effective use of existing and suggested ordinances which can help to address health, safety and visual image concerns (e.g., demolition and clearance of dangerous, dilapidated structures)
 - e) plan specialized services for target groups such as the city's elderly population
 - f) hold joint meetings of all relevant public bodies in the area (especially the city, county and school district) on at least an annual basis to discuss issues critical to economic development such as tax abatement policy. The entities could also explore opportunities for coordinated programming and joint funding of projects.
- (13) Determine the feasibility of hiring a full- or part-time staff person - preferably someone from the local community - to serve as a special events coordinator. This person could provide much of the staff support needed to carry out the recommendations for bringing pedestrian activity back to Cattleman's Square and the rest of downtown Madisonville.

Conclusion

Economic development is clearly a multi-faceted process that overlaps with every other area of comprehensive planning. Despite this diversity of priorities, the economic development strategy of any community can usually be summarized under three general categories:

- Retention of existing businesses and employers, which have been shown to be the predominant source of long-term job creation and income expansion in a community.
- Attraction of new industry and business to diversify the local economy and to expand the range of employment options. This can easily become the top priority in a small community facing the prospect of long-term decline and population loss. The existing economic base may simply be too limited to generate needed employment growth, especially for younger residents just reaching working age.
- Promotion of entrepreneurship and small business start-ups, usually by easing the substantial obstacles to successful business openings and survival.

The most important part of this process, especially in a small town setting, may be the informal types of assistance that can be provided to existing businesses by local government, public/private partnerships, and other groups. Developing a spirit of cooperation and teamwork is the key to effective economic development. Also essential is a sound understanding of the local economy and hands-on knowledge of existing businesses. This is where local know-how and leadership take center stage. Only an individual or leadership team intimately familiar with past trends and current conditions can fully answer the central questions of what is needed and how can it be done?

Recognizing that resources are limited and that even the most energetic volunteers only have so much time to give, careful targeting of funds and effort becomes vital. Where can the greatest impact be made? Where is the need for development assistance most pressing? A popular theme in economic development is the notion of "leveraging." By using public funds to supplement private resources or to put a borderline project "over the top," leveraging begins to address the problem of scarce resources for economic development.

Madisonville clearly has an urgent need for aggressive economic development activities. Without new jobs and economic growth, it faces the risk of losing much of its growing younger population to other cities; the prospect of seeing its existing infrastructure and productive assets sit idle as investment shifts to other regions; and the inevitability of watching its tax base dwindle and its business closings rise. Stimulation of local economic

The Downtown Plan

THE DOWNTOWN PLAN

Introduction

There is a romance associated with the downtown of almost any city. It represents the tradition that emanates from a place. It is the core from which the vitality of the city gathers energy. It is the civic center, a place where people work and play, the symbol of life in a city. The activities that occur in a well-planned city are each a segment of the core area, but they all function together.

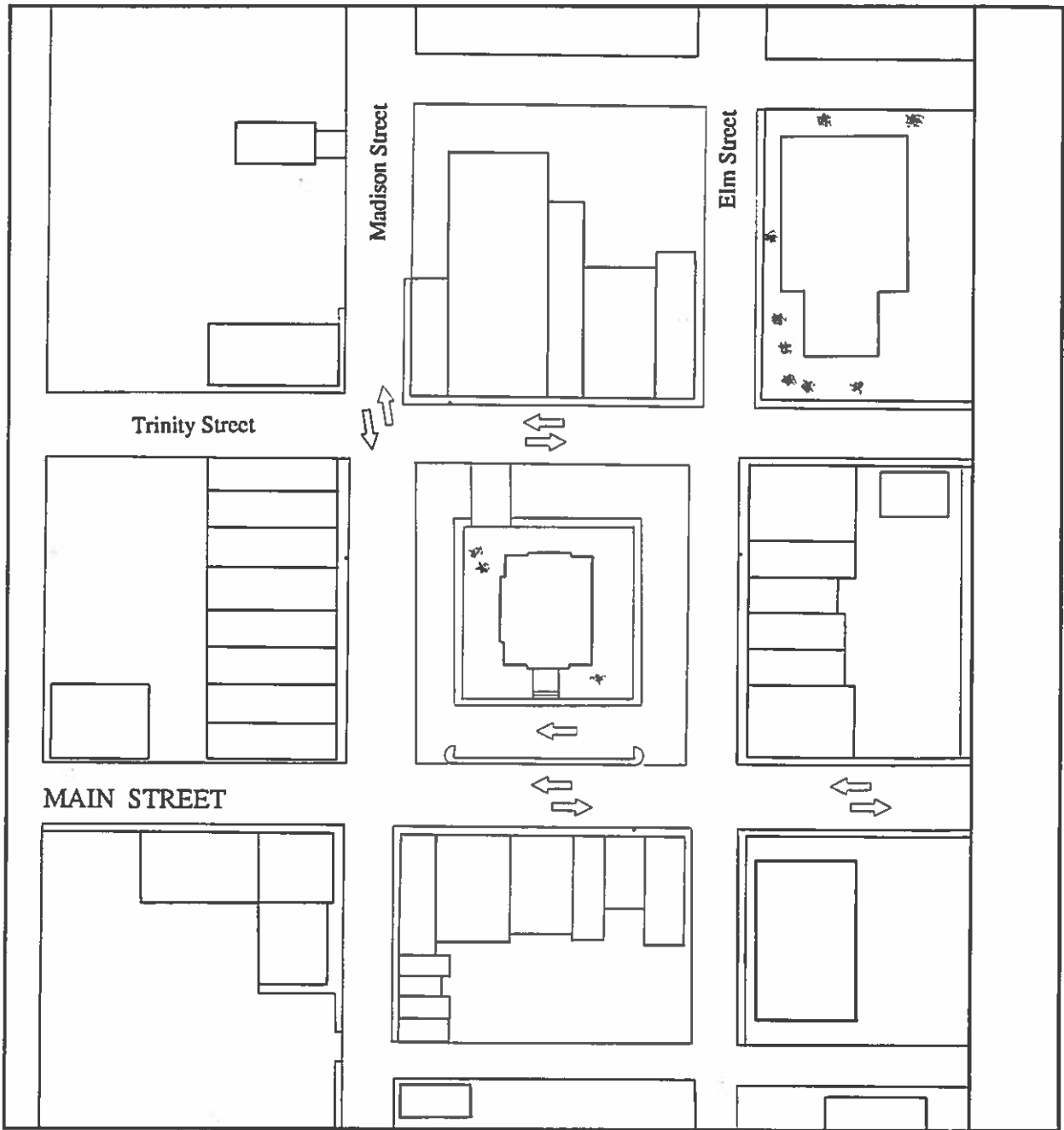
The revitalization of a downtown area requires a commitment from both the city and the community. The hope of any type of economic growth or future viability in the downtown area depends on Madisonville's ability to adapt its physical structure, its tenant mix, its work force, and its image. The city government must assume a leadership role in initiating projects, provoking services, passing legislation, and working with the local merchants and landowners. In turn, the merchants, landowners, civic leaders, and citizens of Madisonville should unite in a campaign to revitalize the downtown area.

The purpose of this section of the comprehensive plan is to propose measures for the redevelopment of the downtown area. Included is a brief analysis of existing problems and recommendations for change that will highlight downtown Madisonville and help the city reach its full potential.

Review of Downtown Madisonville

The appearance of downtown Madisonville is characterized by vacant buildings and a lack of an overall theme. Many buildings are decaying on the outside and are in need of paint and other repairs. Signage is inconsistent in terms of materials and placement, causing potential safety hazards along with the discontinuity of theme. Telephone poles block many building facades. The sidewalks around most of the downtown square and the surrounding area are in need of immediate repair and no clearly marked crosswalks exist in the area. Appropriate handicapped access is lacking throughout the downtown area and there is a shortage of off-street parking areas.

In terms of market mix, the downtown area is primarily a retail area. Although this was Madisonville's strength in the past, its future will depend on the location of offices, financial services, public buildings, eating establishments, hotels, specialty shops, and tourist attractions in the downtown area.



MAP 11

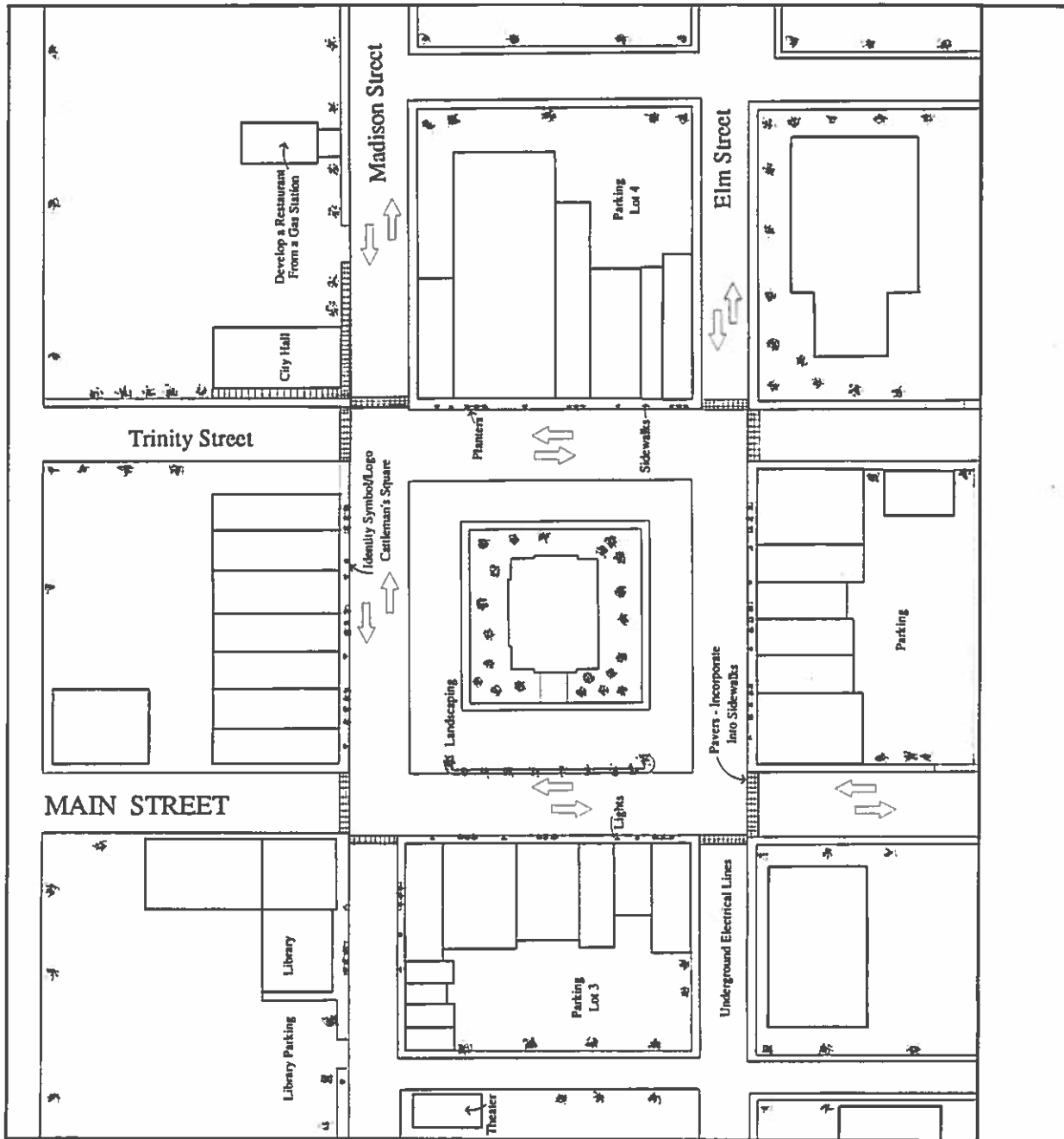
City of  Madisonville, Texas

Cattleman's Square - Phase 1

College of Architecture • Texas A&M University

1989

DEPARTMENT OF URBAN & REGIONAL PLANNING

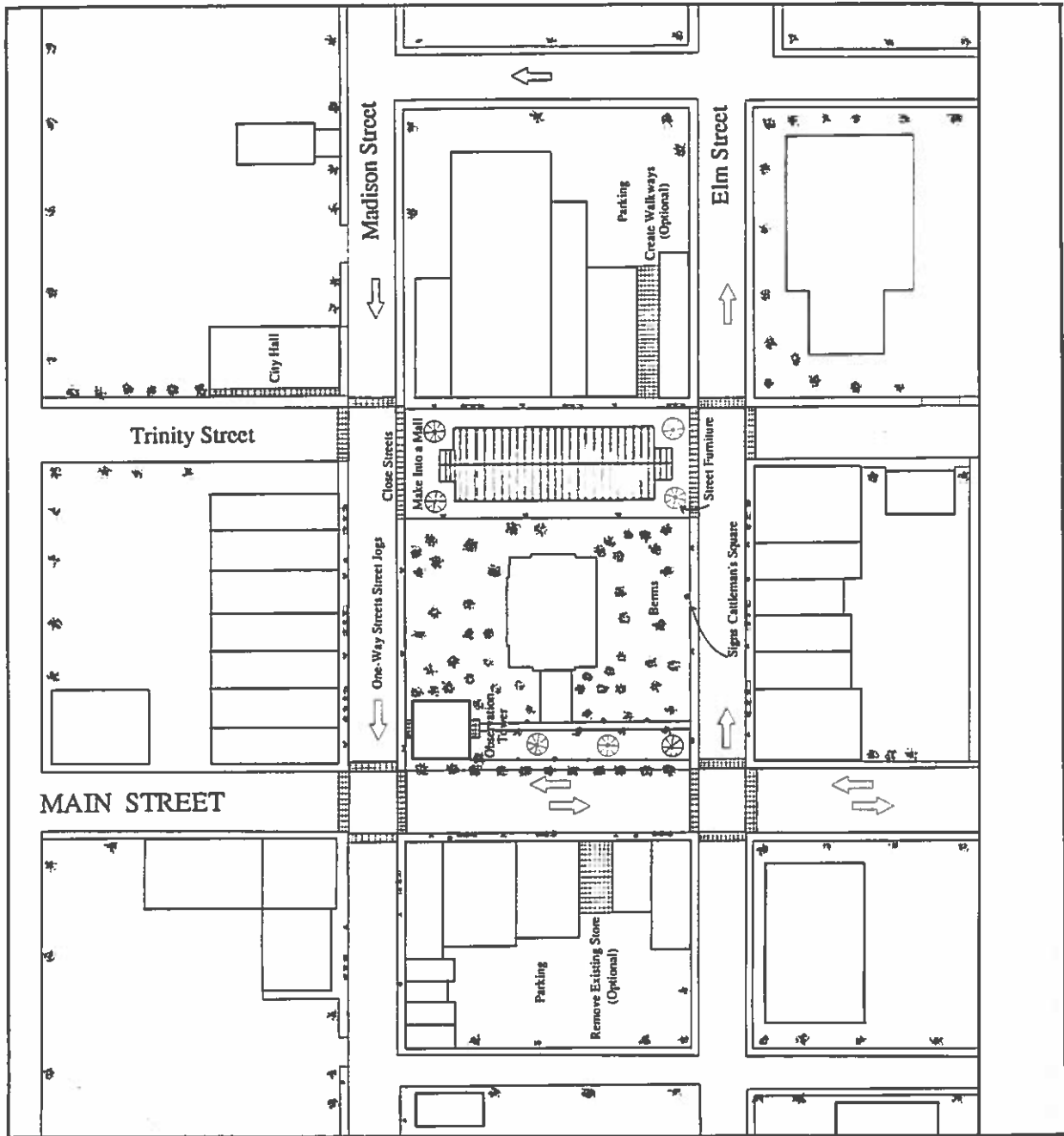


MAP 12

City of *Madisonville, Texas*

Cattleman's Square - Phase 2

College of Architecture • Texas A&M University 1989 DEPARTMENT OF URBAN & REGIONAL PLANNING



MAP 13

City of *Madisonville, Texas*

Cattleman's Square - Phase 3

College of Architecture • Texas A&M University 1989

DEPARTMENT OF URBAN & REGIONAL PLANNING

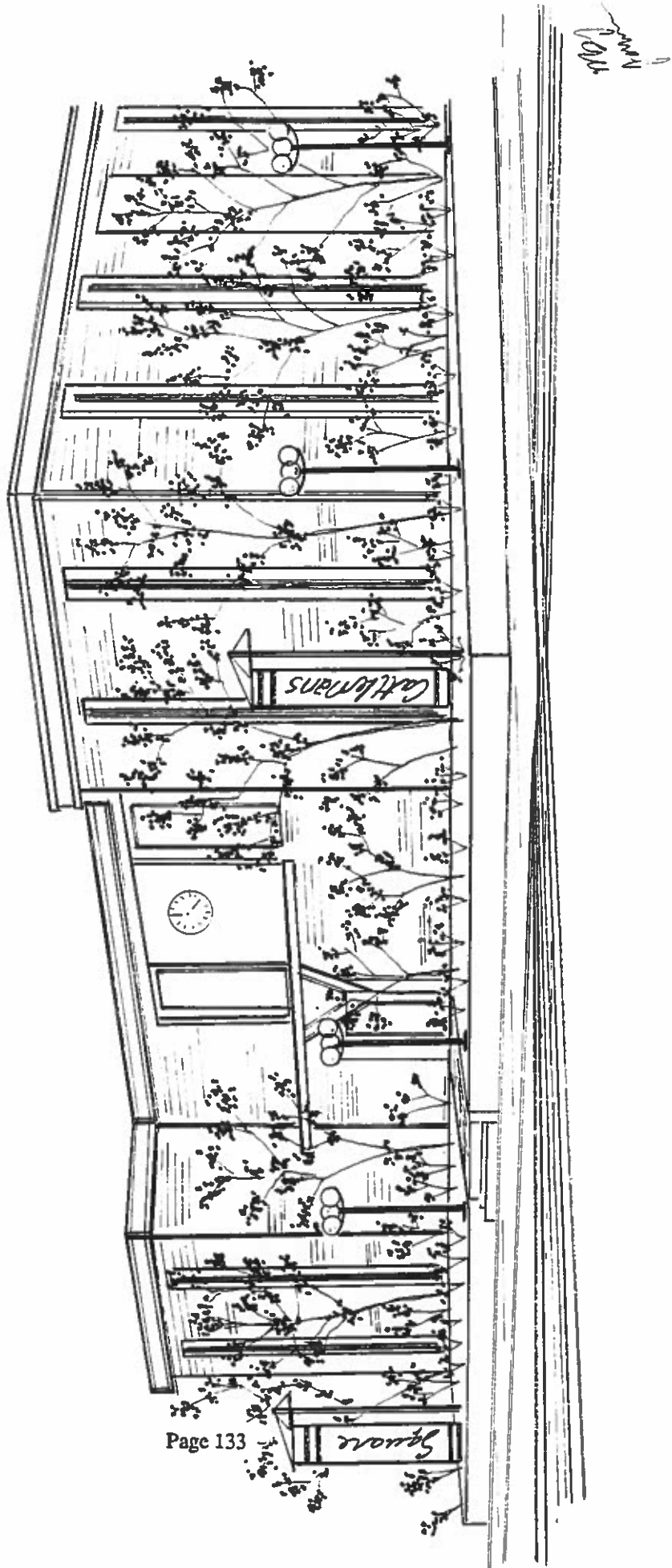


Illustration 1: Courthouse Design 1

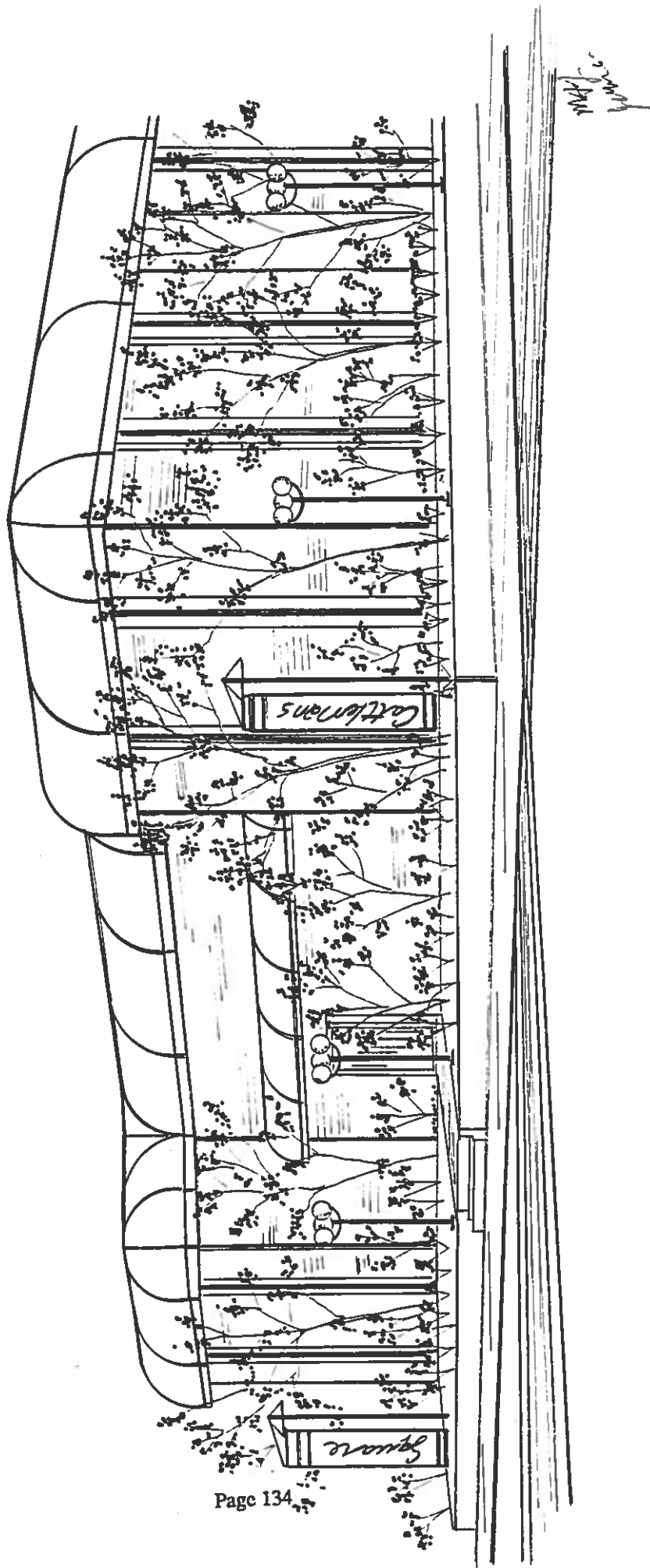


Illustration 2: Courthouse Design 2

Organizing a Revitalization Team

The primary ingredient for success in a planned revitalization or redevelopment project is teamwork. In order to succeed in revitalizing downtown Madisonville, the community as a whole will have to work together. More specifically, the downtown merchants will have to unite and work together. This process will require time, commitment, and organization.

Forming an Team that will plan, direct and motivate is the first step to success. This Team may be an outgrowth of an existing organization such as a Downtown Merchants Association, or the Team may be created specifically for the purpose of directing the revitalization effort. In either case the makeup of this group is very important. First, any member of the Team must be completely committed to the revitalization effort. Membership should then be selected from the the following areas:

Merchants - select merchants who have healthy, viable businesses

Building Owners - select owners who have shown a commitment to the community, and who have a vested interest in improving the economy (those with vacant space)

Bankers - a committed downtown banker has a wealth of information regarding local business and credit, and has a vested interest in seeing the area revitalized.

City Leader - city representation demonstrates the City's commitment to solving urban problems and interest in the success of the local business community.

Local Business Professional - demonstrates a diverse body of commitment to a successful revitalization effort, beyond just retail merchants.

Utility Company Representatives - utility companies have a vested interest in the economic viability of their service area. Additionally they often have personnel trained in the area of community affairs and business recruitment, as well as demographic projection and other information regarding the service area.

Local Consumers - including one or two members of the local community will demonstrate the communities commitment to the revitalization effort and will demonstrate the business communities commitment to the citizens of the area.

The charge of the Team will be to:

1. To set goals and objectives regarding the achievement of economic revitalization for the downtown area.

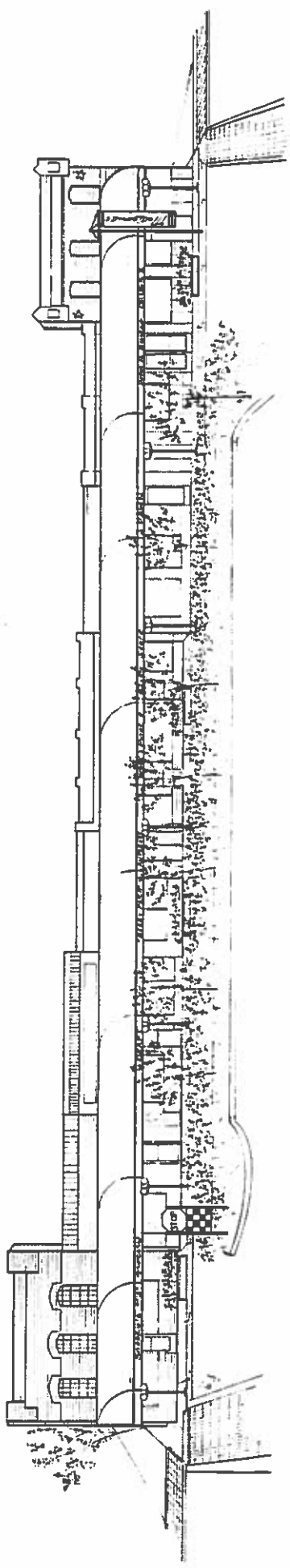
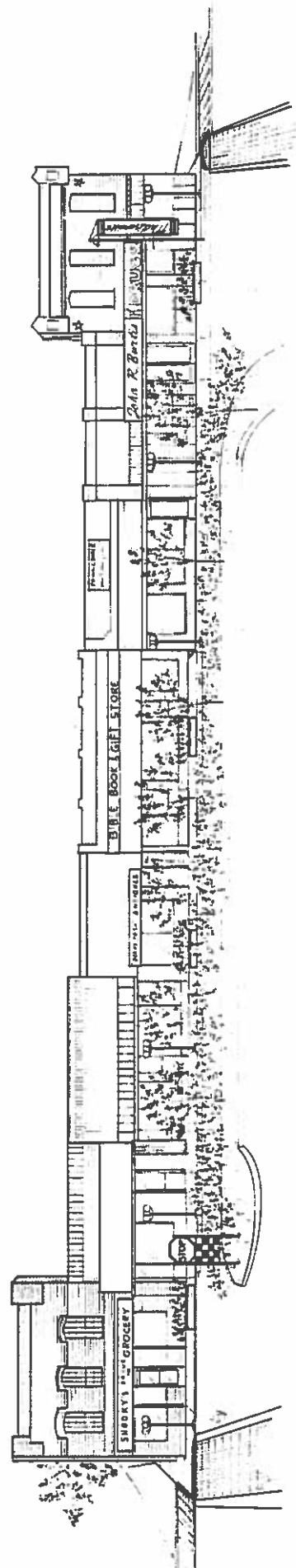
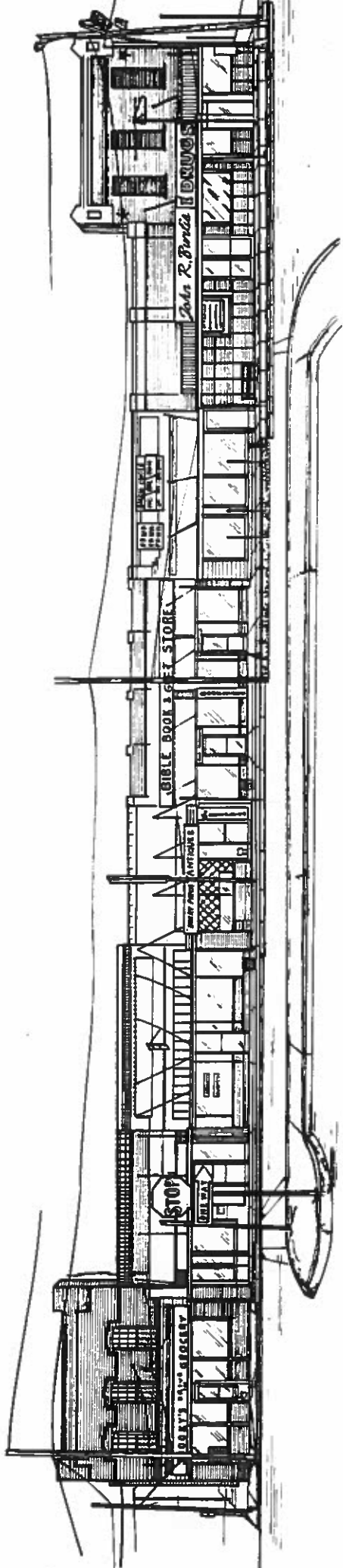


Illustration 3: Building Facade Design Alternatives for Main Street - Looking to the North

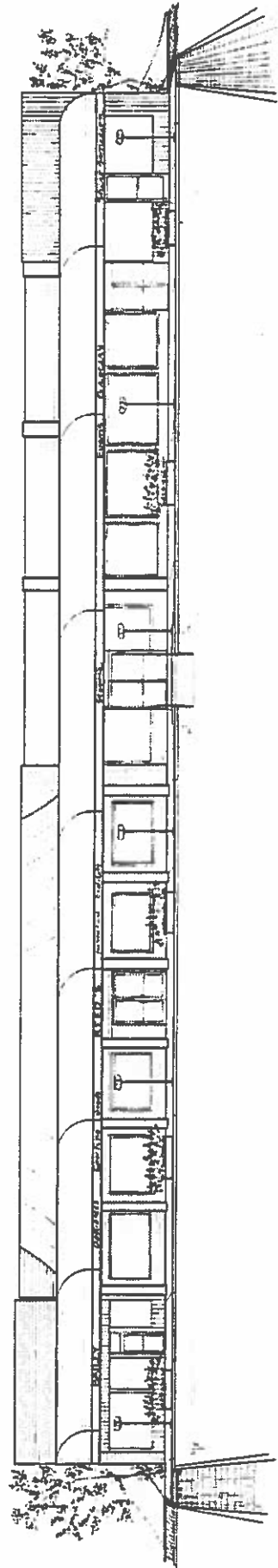
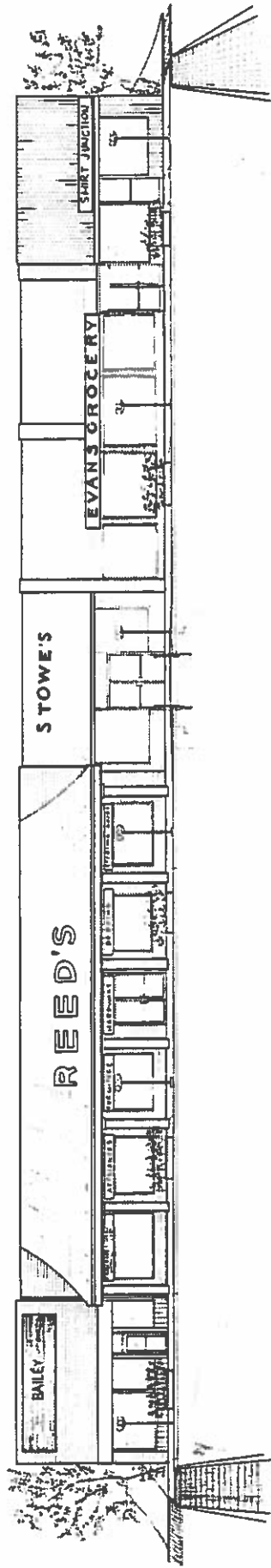
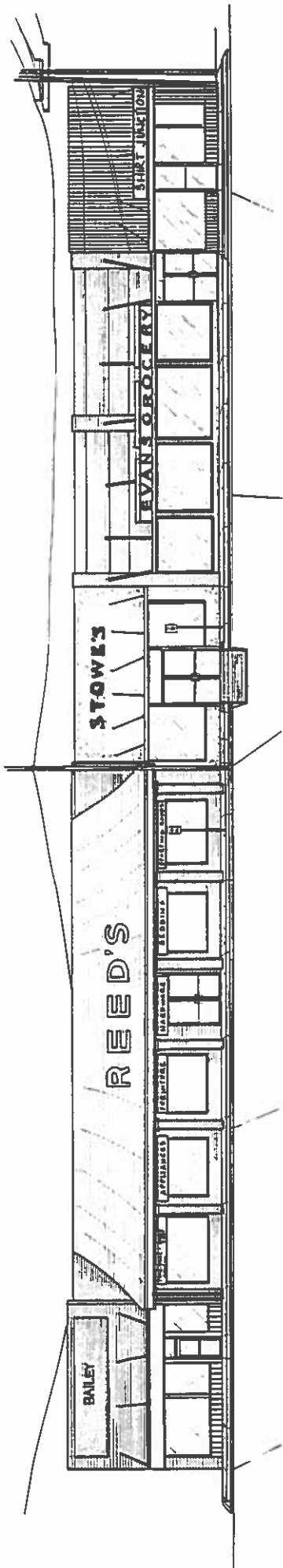


Illustration 4: Building Facade Design Alternatives for Trinity Street - Looking to the South

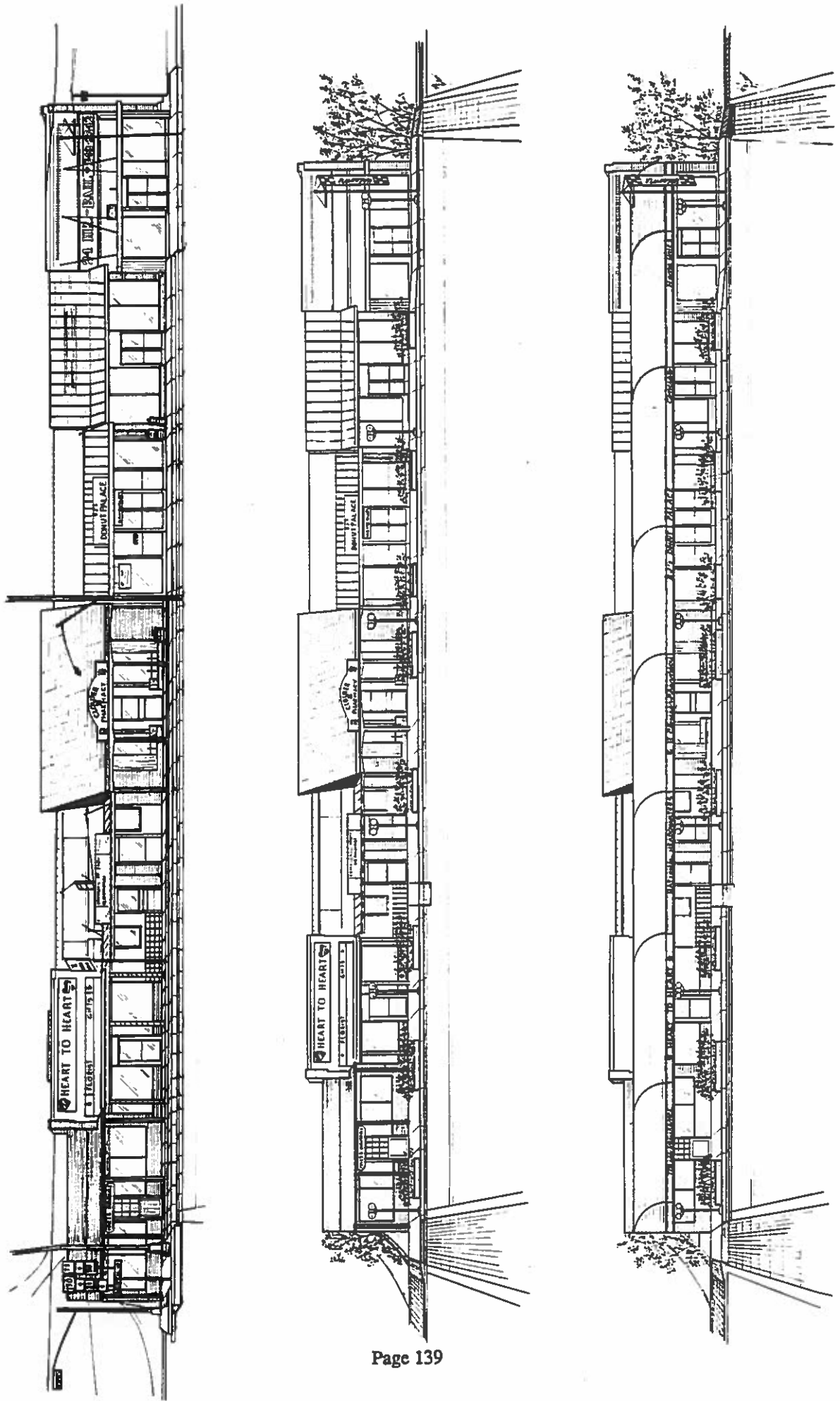


Illustration 5: Building Facade Design Alternatives for Madison Street - Looking to the East

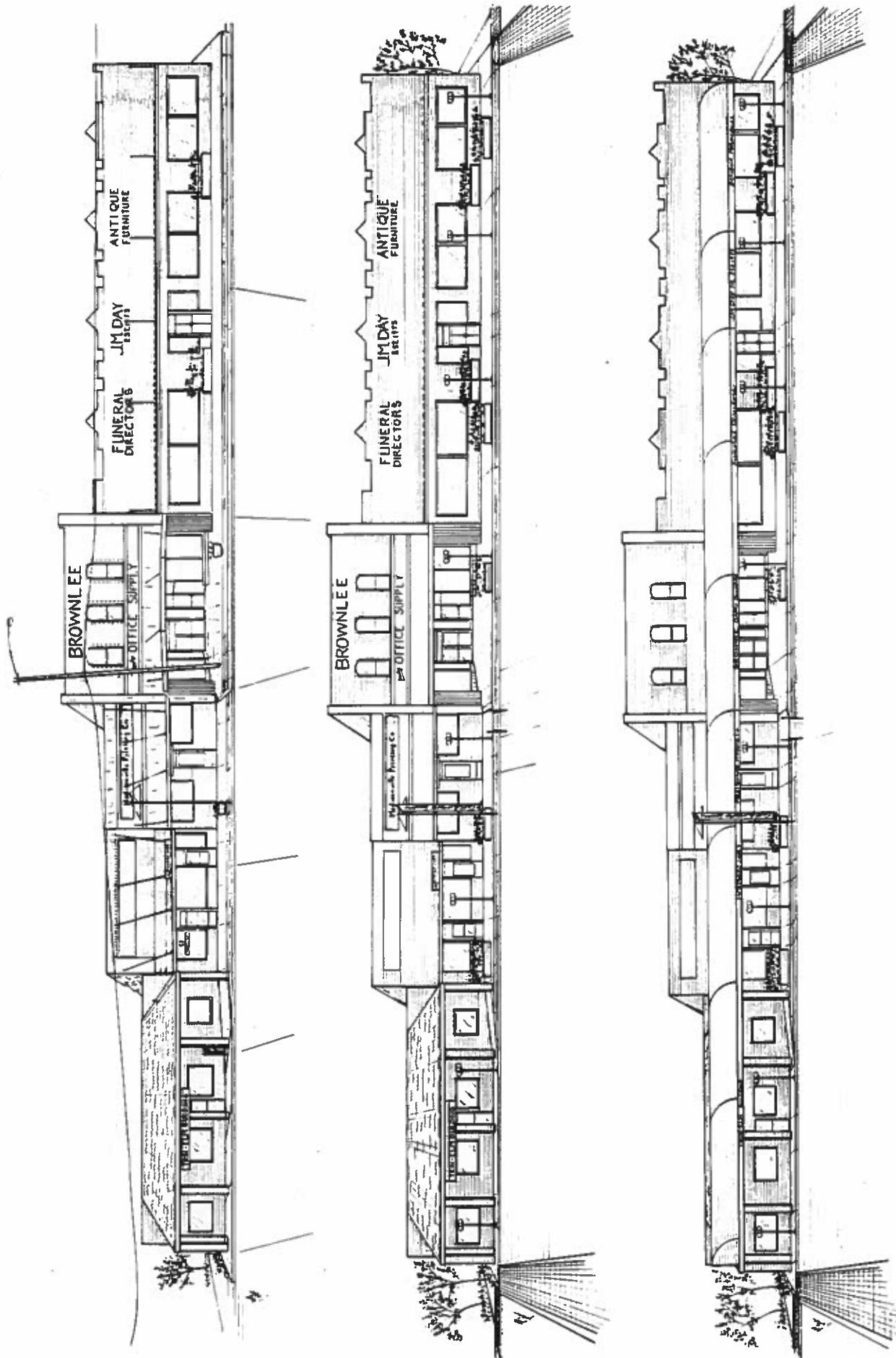
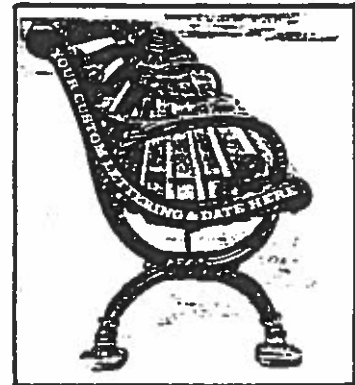
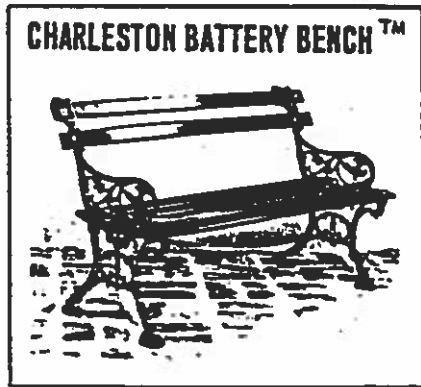
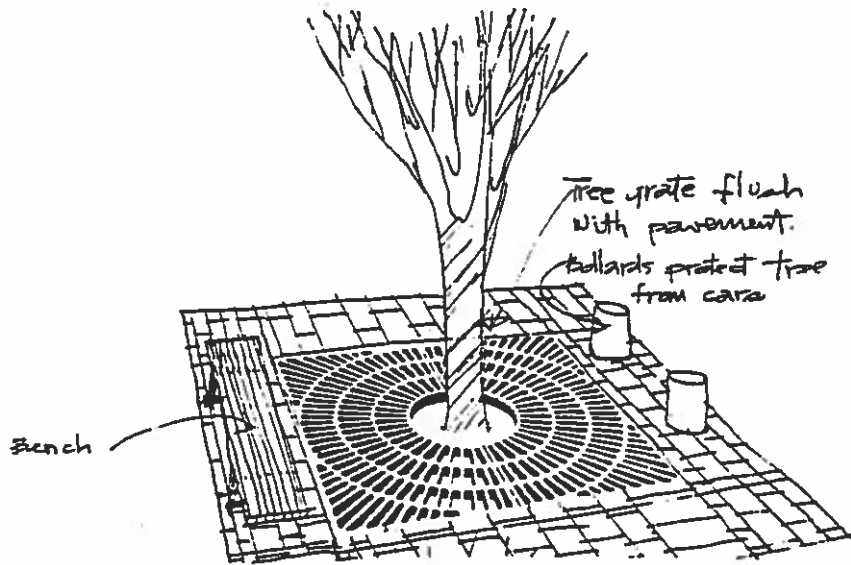


Illustration 6: Building Facade Design Alternatives for Elm Street - Looking to the West

Tree Grate, Street Furniture, and Street Lighting Ideas



1) Mainstreet



2) Sunfeather



3) City Lights

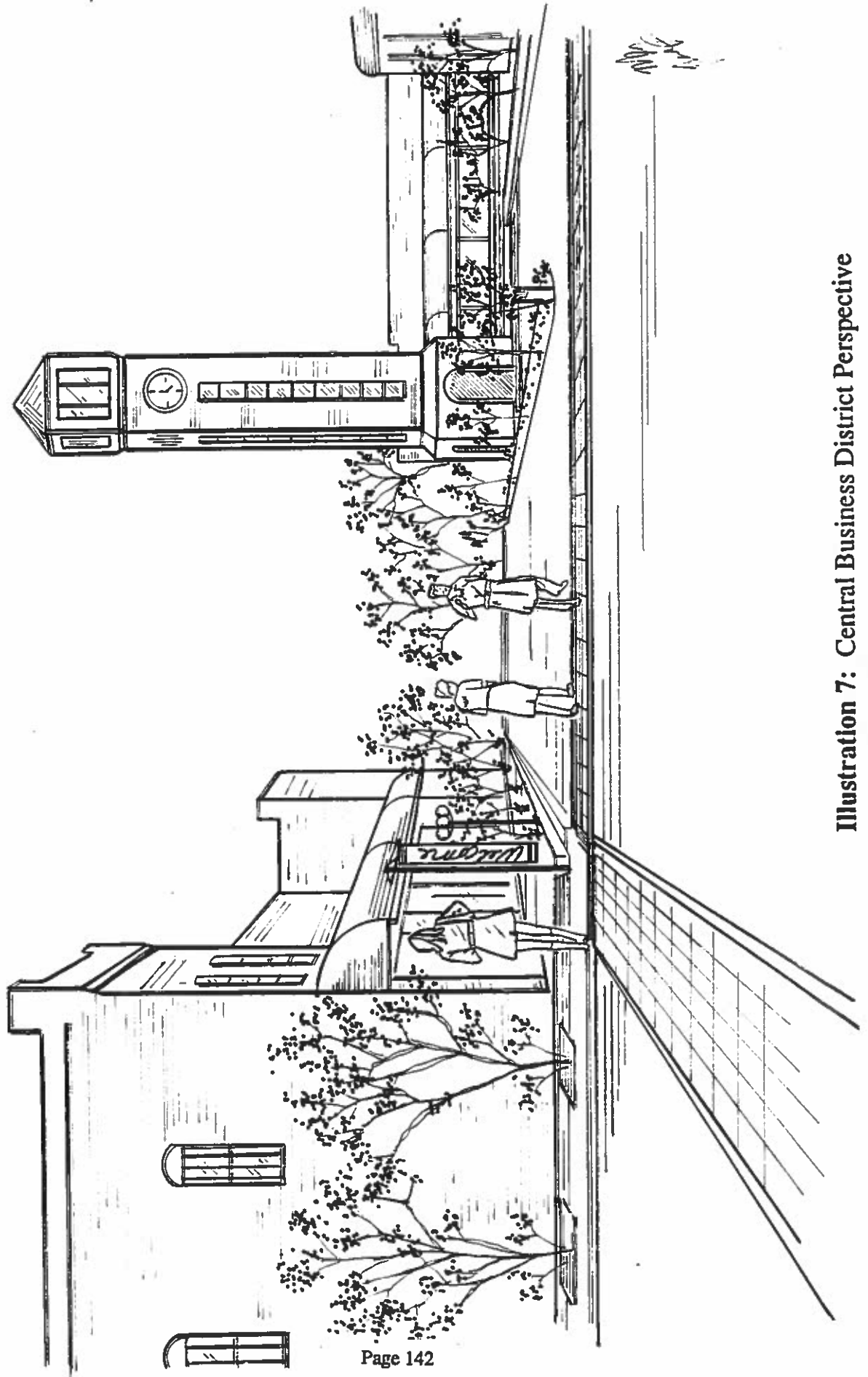


Illustration 7: Central Business District Perspective

implemented, success will follow. It will demand foresight and commitment.

Financing Development Programs

Like any other public initiative, economic development is not free. How much it will cost and how much is ultimately spent is up to local citizens and their representatives. The important point is that the expense of economic development programs must constantly be judged in light of progress made and potential benefits to be gained.

The most obvious source of funding for local economic development projects is the city's own general fund. If an enhanced economy is believed to be a community-wide benefit, and if public sentiment is broadly in favor of such efforts, then the municipal budget may be the easiest and most logical funding source. On the other hand, if the position is taken that economic development only benefits a portion of the community, or if projects are purposely focused toward a specific area such as the industrial park or the downtown area, then a special assessment approach may be preferred. In this case, a special district would be established, enabling the city to collect revenues directly from those individuals and businesses likely to gain the most from targeted public investments or development strategies. This approach is most effective when the affected interests in the area are able to endorse the idea in advance. They should also choose district representatives to monitor the allocation of funds, oversee implementation of projects in the area, and maintain ongoing contact with city officials.

Certain types of economic development activities, especially those involving infrastructure improvements, may be seen as long-term investments toward the community's future. If that is the case, such projects may lend themselves to financing methods that are also long-term in scope. Use of bond issues and other extended financing schemes is often appropriate in economic development. Fund-raising via general obligation bonds allows a city to stretch its debt repayment schedule over many years, ensuring that future generations will share in some of the costs as well as the benefits of a project. Projects that generate tangible returns of their own once completed, such as a toll road, might also be financed using revenue bonds. In either case, the essence of the strategy is to shift some of the financing burden away from current citizens and to take advantage of long-term repayment of debt. The important trade-off is the accumulation of interest over time. This means that bond financing ultimately comes down to the city's capacity for debt service and its general attitude toward additional debt.

Earmarking of revenues to specific projects or ongoing functions is another way of

Visual Image

VISUAL IMAGE

Basic Design Goal

The city of Madisonville should be designed to accommodate the needs arising from a change in physical structure and economic condition. The discipline of urban design involves the relationships between people and their physical environment and the study of techniques for enhancing such areas as housing, transportation, utilities and open space. The foremost premise of urban design is that the physical environment can be positively altered, using certain design techniques and methods.

Proposed Urban Design Objectives

Efforts should be made to make Madisonville more inviting to motorists passing through the area and to the city's residents. The use of landscaping is an effective tool to make the concrete streetscape more inviting to pedestrians. Installation of street furniture in the downtown (Cattleman's Square) area, as well as other public places, further enhances the physical environment and brings the streetscape to a human scale. The availability of pedestrian access to various parts of the community, and in particular the commercial areas, generates additional patronage and is a direct benefit to merchants and to the community. The following objectives will help to create a more visually pleasing and physically accessible community environment:

- Entrances and access points to and from Madisonville should be clearly defined and formalized. This can be accomplished by installing attractive, well defined landscaped openings.
- Parks and open spaces should be placed in proper context. Floodplain areas should be used for this purpose. All natural features should remain along the perimeter of waterways.
- Littered commercial and residential areas should be cleaned-up.
- A separate pedestrian walkway system should be incorporated and accessible throughout the city.
- Parking areas should be screened as much as possible using such techniques as landscape berms, particularly in the Cattleman's Square area.

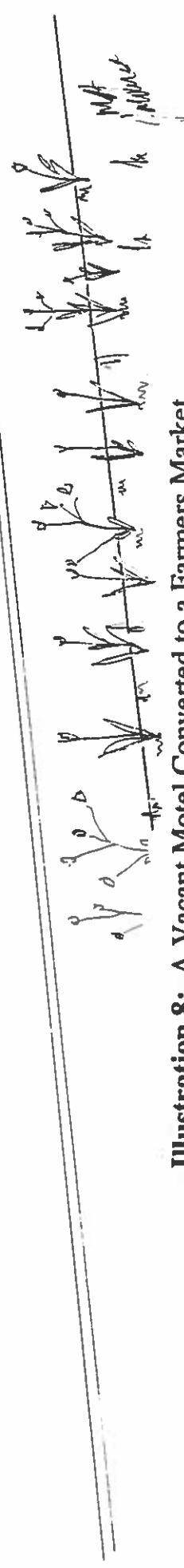
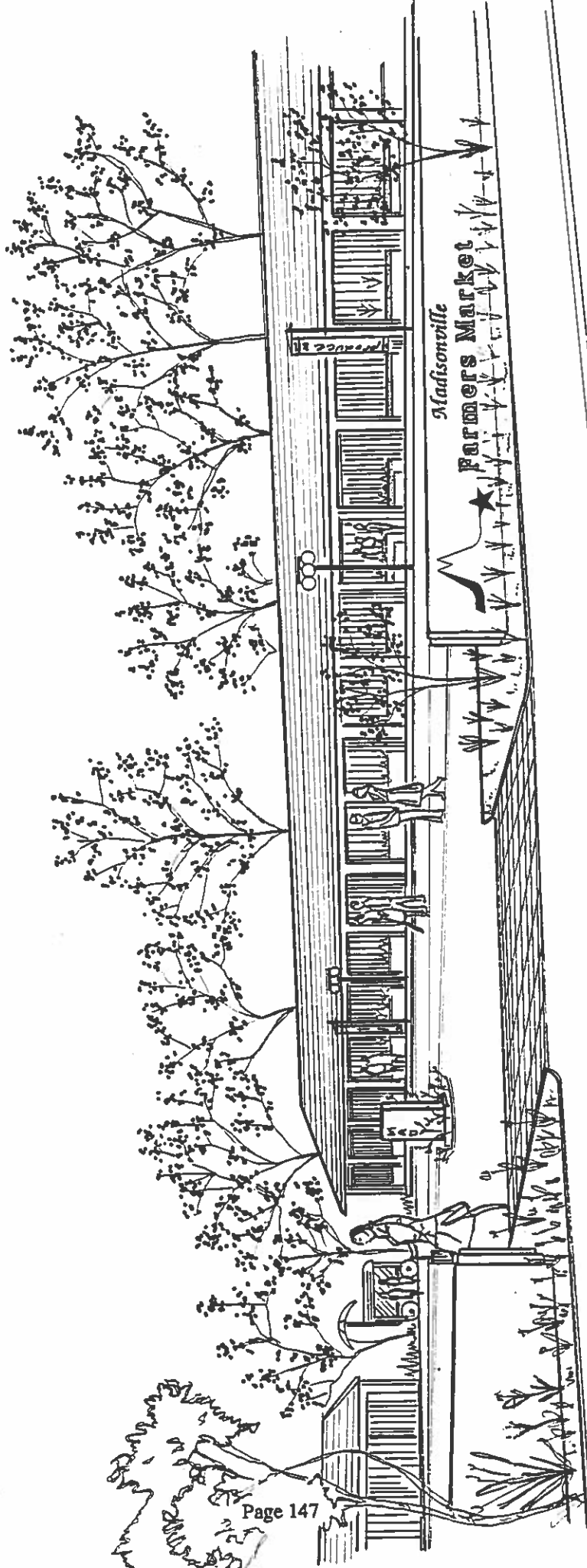


Illustration 8: A Vacant Motel Converted to a Farmers Market

lighted storefronts brighten the entryways and the abutting street. This should be a top priority in the Cattleman's Square area because it will visually enhance the area and increase the area's marketability.

Adequate lighting can beautify or enhance the image of any area. Where possible, architectural lighting themes should be practiced. The Woodbine Hotel is one prominent example of good lighting design. Lighting should provide a sense of character as well as scale for the community's streetscape.

Landscaping and Buffering

Landscaping should incorporate the principles of good urban design. Landscaping adds to the community's overall integrity. Good designs are not restricted to traffic medians. Berms, with well placed and scaled trees, create a buffer between pedestrian and traffic areas and also help to reduce noise levels generated from moving vehicles.

Landscape treatments are endemic to good urban design. Landscaping should be applied to general open spaces such as traffic medians and isles, as well as public gathering areas. Installment of planters is encouraged throughout the Cattleman's Square area. With any landscaping application, continual maintenance is essential to ensure beautification and evoke civic pride.

Landscaping of parkways and open spaces is recommended to provide variety in the City's visual element. Landscaping of floodplain areas creates an effective and attractive open space area. There are four general types of open areas; natural, man made, buffers and preservations. Conservation of these and other natural areas will visually enhance the community, protect environmentally sensitive areas, and separate various land uses. Existing parkways should be treated for overall beautification. An example of a beautification effort would be the planting of cypress trees in the Town Branch Creek area. Additionally, landscaping measures should be incorporated into the residential clean-up effort. This will help to enhance property values and give aesthetic appeal to the streetscape.

Utilities

Telephone, utility and overhead lines detract from the visual appeal of the community. These lines can visually nullify all positive aspects of good design. Aerial utilities are unsightly and should be placed underground. This arrangement reduces visual clutter and requires less maintenance. Further, hazards are more likely to occur with overhead lines, especially during ice storms and other adverse weather conditions.

Garbage Facilities

Residential units should not be self-contained units, but should provide a complete living environment. The neighborhood unit design fulfills the most basic services to meet the needs of residents. Neighborhood units, according to the Neighborhood Unit Design, should be designed to interact with each other and should be connected by local thoroughfares. The Neighborhood Unit Concept is shown in Appendix 2.

Appendices

APPENDIX 1: Goals and Objectives

The following is a list of the goals and objectives the planning team established for Madisonville. The list of goals is not necessarily in priority order, but, rather, in the order of the document sections.

Goal 1: To foster environmentally safe and economically sound development.

Objective 1: Encourage specific development in appropriate areas by taking into consideration soil characteristics, topography, other environmental factors, and surrounding land use.

Objective 2: Protect the wooded and natural lands in Madisonville that are not appropriate for development.

Goal 2: To protect the underground and other water resources of Madisonville.

Objective 1: To ensure the quality of Madisonville's public water supply.

Objective 2: To control development around critical hydrologic recharge areas of underground water supplies.

Objective 3: To prevent dumping of refuse and other materials into waterways and watershed areas, and other natural areas of Madisonville.

Goal 3: To minimize the release of pollutants into the environment.

Objective 1: To minimize the amount of litter in the City for the maintenance of health, safety and aesthetics of Madisonville.

Objective 2: To follow all state and federal pollution abatement regulations.

Objective 3: To expand as needed solid waste and sewerage facilities with best available technology.

Goal 4: To provide public utility services in the most efficient and equitable manner consistent with sound environmental and growth management policies.

Objective 1: To develop and fund, through yearly budget allocations, a continuing Capital Improvements Program to upgrade existing facilities which are inadequate or in deteriorating condition.

Objective 2: To adopt design and construction standards for the construction of public water, sanitary sewerage and storm water facilities by both the city and private developers.

Objective 3: To adopt a utility extension policy which provides criteria for equitably distributing the public utility construction costs between the city and

References

REFERENCES

- A. H. Belo Corporation, Texas Almanac and State Industrial Guide: 1988-89, 1988.
- DeChiara, Joseph, and Lee Koppleman, Manual of Housing, Planning, and Urban Design Criteria, Englewood Cliffs, NJ: Prentice Hall, Inc., 1975.
- Hedman, Richard and Andrew Jaszewsk, Fundamentals of Urban Design, Chicago, IL: APA Press, 1984.
- Madison County Chamber of Commerce, Texas Community Profile: Madisonville, 1988.
- Madison County Historical Commission. History of Madison County
- Madisonville Comprehensive Plan, 1978.
- Marks, Harold, Transportation Planning for Communities, prepared under commission from Motor Vehicles Manufacturers Association, Inc., 1976.
- Murdock, Steven H., et. al., Population Projections: A Review of Basic Principles, Practices and Methods, Department of Rural Sociology, Texas Agricultural Experiment Station, Texas A&M University System, April 1987.
- Railroad Commission of Texas, Oil and Gas Division, Crude Oil and Casinghead Gas Production by Field, 1987.
- Sales and Marketing Management: Survey of Buying Power (1982-1988).*
- Sales and Marketing Management: Survey of Industrial and Commercial Buying Power (1981, 1984-1986).*
- Shyrock, Henry S., Jacob S. Siegal, and Associates, The Methods and Materials of Demography, Orlando, FL: Academic Press, Inc., 1976.
- Stover, Vergil G. and Frank J. Koepke, Transportation and Land Development, Institute of Transportation Engineers, Englewood Cliffs, NJ: Prentice Hall, 1988.
- Texas A&M University, Department of Urban and Regional Planning, Center for Urban Affairs, Comprehensive Plan, City of Woodway, Texas, 1987.
- Texas A&M University, Department of Urban and Regional Planning, Center for Urban Affairs, Downtown Revitalization and Main Street Plan, City of Temple Texas, 1988.
- Texas Almanac 1988-89.
- Texas Employment Commission, Economic Research and Analysis Department, Covered Employment and Wages by Industry and County (3rd Quarter 1978-1987).
- Texas Employment Commission, Economic Research and Analysis Department, Labor Force Estimates for Texas Counties (April 1980-1988).
- United States Department of Agriculture, Soil Conservation Service, Runoff Computation Sheet, Madisonville, Madison County, Texas.

1941

...

...

...

...

...

...

...

...

...