

City Council
December 1, 2025

A regular meeting of the Mayor and City Council of the City of Waxahachie was held at the Waxahachie Civic Center, 2000 Civic Center Lane, Meeting Rooms A and B, Waxahachie, Texas, on Monday, December 1, 2025 at 7:00 p.m.

Council Members Present: Billie Wallace, Mayor, Council Member Place 4
Patrick Souter, Mayor Pro Tem, Council Member Place 2
Tres Atkins, Council Member Place 1
Chris Wright, Council Member Place 3
Travis Smith, Council Member Place 5

Others Present: Ricky Boyd, Interim City Manager
Albert Lawrence, Deputy City Manager
Terry Welch, City Attorney
Amber Villarreal, City Secretary

1. Call to Order

Mayor Billie Wallace called the meeting to order.

2. Invocation

3. Pledge of Allegiance and Texas Pledge of Allegiance

Mayor Wallace gave the invocation, led the Pledge of Allegiance, and the Texas Pledge of Allegiance.

4. Announcements/Presentations

- a. Introduce Honorary Council Member
- b. Recognize Bittersweet Bakery for fundraising efforts in support of a local Waxahachie family
- c. Present Keep Waxahachie Beautiful Committee Pride in Neighborhood (PIN) Award
- d. Recognize Rick Keeler as the Texas “Planning Advocate of the Year,” awarded by the American Planning Association and for his service on the Planning and Zoning Commission

Mayor Pro Tem Patrick Souter introduced Madeline Bracken as the December Honorary Council Member. Ms. Bracken moved to Waxahachie in 2023 with her husband and three children and quickly became an active community leader. She serves as Chair of the Keep Waxahachie Beautiful Committee, and within a year, her dedication and the committee’s efforts earned her the 2024 Texas Parks and Wildlife Society North Region Advocate of the Year Award. Under her leadership, the committee has organized 12 community cleanups, removing 4,662 pounds of litter from local streets and waterways. Ms. Bracken also secured a grant from Keep Texas Beautiful to establish a “Clean-Up Closet,” providing litter-picking equipment for community groups and organizations year-round.

Her volunteer work extends beyond Waxahachie; she has organized cleanups at White Rock Lake in Dallas, removing over 10,000 pounds of trash from the lake and its shorelines. In her personal time, Madeline runs an informal backyard composting program that, with the help of neighbors and friends, has diverted 2,433 pounds of organic waste from landfills. She also enjoys picking up litter, volunteering at animal shelters, and pursuing her passions for learning and the environment—holding an MBA, and certifications as a Master Naturalist and Master Composter—while traveling with her family.

The City of Waxahachie and the City Council recognized Bittersweet Bakery and its owner, Angel Schiffer, for their exceptional fundraising efforts supporting a local family in need. Mayor Wallace presented Bittersweet Bakery with a Certificate of Appreciation recognizing the bakery's generosity, community spirit, and leadership, noting that they raised over \$25,000 in a single day, far exceeding their initial goal. City Council praised their dedication as an example of compassion and civic pride, emphasizing that celebrating such contributions reflects the community's values.

Polly Williams, Keep Waxahachie Beautiful Committee, presented the Keep Waxahachie Beautiful Committee Pride in Neighborhood (PIN) Award to Loyd and Darlene Shoemaker, 2253 Glacier Drive.

Trenton Robertson, Senior Director of Planning, recognized Rick Keeler as the Texas "Planning Advocate of the Year," awarded by the American Planning Association and for his service on the Planning and Zoning Commission.

City Council members expressed deep appreciation for Rick Keeler's years of service, praising his expertise, integrity, and fairness during his time on the Planning and Zoning Commission. They emphasized his impartial approach, his ability to balance community and development interests, and the significant positive impact he has had on the city. Council members also shared personal reflections, noting long-standing friendships, past collaborations in youth sports, and his lasting influence on the community. Mr. Keeler was recognized not only for his leadership in Planning and Zoning but also for broader contributions, including helping establish the city's street rehabilitation program. Together, the Council emphasized that his knowledge, dedication, and "thumbprint" on the community will be felt for years to come and that he will be greatly missed.

5. Public Comments

None.

6. Consent Agenda

- a. Minutes of the City Council meeting of November 17, 2025
- b. Event application for Toys for Tots Event to be held December 5, 2025 at Railyard Park
- c. Contract for Howard Road Wastewater Treatment Plant Clarifier No.1 and No.2 Rehabilitation Project in the amount of \$1,096,795
- d. Professional Services Agreement for the Robert W. Sokoll Water Treatment Plant Capacity Upgrading Improvements Study in the amount of \$117,220
- e. Professional Services Agreement for the 2026 Water and Sewer Rehabilitation Project in the amount of \$282,495

- f. Funding request for professional services related to a Downtown Alley Revitalization Project in the amount of \$15,000
- g. Downtown Building Improvement Program Grant Application for 208 ½ S. Rogers Street in the amount of \$26,274.87
- h. Downtown Building Improvement Program Grant Application for 209 W. Main Street in the amount of \$63,475.00
- i. Supplemental appropriation for legal expenses at Mid-Way Regional Airport in the amount of \$35,000
- j. Proposed Ordinance repealing Chapter 19 “Mobile Homes” of the Code of Ordinances in its entirety

ORDINANCE NO. 3688

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF WAXAHACHIE, TEXAS, REPEALING IN ITS ENTIRETY CHAPTER 19, “MOBILE HOMES” OF THE CODE OF ORDINANCES OF THE CITY OF WAXAHACHIE, TEXAS; MAKING FINDINGS; AND PROVIDING FOR AN EFFECTIVE DATE.

Action:

Travis Smith moved to approve all items on the Consent Agenda, excluding Item f., as presented and authorize the Interim City Manager and/or Mayor to execute all necessary documents. Motion was seconded by Tres Atkins and carried unanimously (5-0).

Council members discussed whether to spend \$15,000 on a consultant to design and manage improvements for a downtown alleyway. Councilman Travis Smith questioned why the work couldn’t be done in-house, expressing concern that the \$15,000 would lead to escalating costs and a total project estimate nearing \$200,000.

Gumaro Martinez, Executive Director of Parks and Leisure Services, explained that the consultant’s role goes beyond placing lights and planters, covering design, engineering, programming the alley, resurfacing, potential utility adjustments, benches, artwork, and a dumpster enclosure. He emphasized that the alley improvement is more complex than it appears and that the City lacks internal design capacity. He also noted that the funding would come from the Tax Increment Reinvestment Zone No. 1 (TIRZ), that property owners in the affected alley have given initial consent, and that a steering committee of merchants and stakeholders helped select this alley as the first priority.

Due to concerns over cost, scope, and process, City Council chose to continue the discussion at the January 5th meeting, requesting a detailed presentation of the design, anticipated costs, and project components before making a decision.

Interim City Manager Ricky Boyd stated that, should the Council decide to move forward with the alley revitalization effort, he recommends hiring a consultant.

Action:

Chris Wright moved to continue consideration of Item f. to the January 5, 2026 City Council meeting. Motion was seconded by Patrick Souter and carried unanimously (5-0).

7. Public Hearing on a request by David Williams, for an Amendment to Ordinance No. 3583, to allow for reduced fire lane, paving, screening, landscaping, and sidewalk requirements within an approved Specific Use Permit (SUP) for Batch Plant and Outside Storage uses (Rinker Materials), located at 1220 Solon Road (Property ID 140094) - Owner: J & G Concrete Operations LLC (ZDC-154-2025)

Mr. Robertson presented the Item. The applicant proposes an amendment to the current Specific Use Permit (SUP) for Permanent Batch Plant and Outside Storage Uses to allow for reduced fire lane, paving, screening, landscaping, and sidewalk requirements.

A SUP for a Permanent Concrete Batch Plant that was originally approved for the subject property in 2003 with Ordinance 2208. However, at that time, the SUP only covered 5-acres of the 20-acre site and did not permit Outside Storage uses on the rest of the property. In 2024, the property owner proposed to expand their operations by adding an 11,200 square-foot building located northeast of the existing 45,316 square-foot metal building. To accommodate this expansion, a new SUP for a Permanent Batch Plant and Outside Storage uses was proposed to cover the entire 20-acre site. To mitigate potential detriments to the surrounding area stemming from the expansion, the applicant proposed several site improvements. These improvements included the addition of concrete drive aisles, parking, and fire lanes (replacing the existing gravel), 8' masonry screening walls along the north, west, and south property lines, and the addition of landscaping. These improvements are typical requirements for all commercial or industrial development in the City of Waxahachie. City Council approved the proposed SUP with Ordinance 3583 on December 16, 2024.

Following approval of Ordinance 3583, the applicant began preparing construction plans for the Batch Plant expansion and required site improvements. The applicant approached staff in June of 2025 with concern that the required site improvements were too costly to undertake and requested direction on the process to reduce the required improvements. Staff directed the applicant to pursue to the SUP Amendment process to seek City Council approval of site improvement reductions.

The applicant submitted a formal SUP Amendment Application in October of 2025. The applicant identified six (6) specific site improvement requirements that are requested to be reduced or eliminated from the approved SUP. The applicant has requested that these reductions be considered for approval individually, if the reductions are not agreeable when considered all together. The requested reductions include the following:

- Firelane Path Reduction: Propose removing the East to West portion of the firelane on South side of existing building and the South to North portion on West side of existing building.
- Firelane Paving Material: Propose changing the Firelane material from Concrete to Asphalt
- Parking Lot Paving Material: Propose changing the parking lot paving to asphalt
- Screening Wall: Propose a similar wall but supplied by different vendor. Design would remain the same.
- Landscaping: Propose removing the landscaping inside the screening wall
- Sidewalks: Propose removing the portions of sidewalk along Solon Road and Austin Road

Staff and the applicant worked closely, along with the Fire Marshal, to revise the proposal. The original plan included six to eight variances and called for asphalt, but the applicant agreed to switch to concrete to meet code requirements. After revisions, only two variances remain: (1) removing interior landscaping inside the fenced area, which staff and the Planning & Zoning Commission support because it would be difficult to maintain due to heavy equipment use, and (2) removing or modifying a concrete drive around the existing structure.

Mr. Robertson explained that staff originally recommended denial of the SUP because the earlier version lacked key improvements. However, with the applicant's recent changes, switching from asphalt to concrete, extending the fire lane past the new building, and adding required sidewalks along Solon and Marshall Road, staff feels the proposal is significantly improved and is now more acceptable.

Fire Marshal Brent Fuller stated that from a fire-safety standpoint, he has no issues with the updated plan. The new building will be fully sprinklered, fire lane access meets code, hose-lay distances are satisfied, a hydrant and sprinkler connection are within required distances, and the structure has the required two access points. He confirmed that the new building meets all fire requirements.

The site improvements required by City Council as part of the approval of the SUP for the subject property are compliant with minimum City requirements for new development and are necessary to ensure the use remains compatible with other existing and developing uses in the surrounding area. Staff has concern that the requested reductions to fire lane, paving, and sidewalk improvement requirements would result in negative aesthetic and infrastructure impacts on the surrounding area.

To comply with State law contained in Local Government Code Chapter 211 and the City's public hearing notice requirements, seven (7) notices were mailed to property owners within 200 feet of the request. In addition, a notice was published in the Waxahachie Sun and a sign was visibly posted at the property. Staff has received zero (0) letters of support and one (1) letter of opposition to the SUP amendment request.

Councilman Wright asked the applicants whether the existing surface on the site can handle the weight of emergency vehicles. He noted that after walking the site and hearing the Fire Marshal's comments, he wanted confirmation because fire trucks are very heavy. The applicants explained that their forklifts, which operate on the existing surface daily, weigh as much as or more than fire trucks (up to 155,000 pounds when loaded), and the pavement has handled that heavy equipment without issues during their 15 years at the location.

Mayor Wallace opened the Public Hearing at approximately 7:54 p.m.

There being no others to speak for or against ZDC-154-2025, Mayor Wallace closed the Public Hearing at approximately 7:54 p.m.

8. Consider proposed Ordinance approving ZDC-154-2025

ORDINANCE NO. 3689

AN AMENDMENT TO ORDINANCE 3583 AUTHORIZING A SPECIFIC USE PERMIT (SUP) TO ALLOW BATCH PLANT AND OUTDOOR STORAGE USES (RINKER MATERIALS) WITH MODIFIED SITE IMPROVEMENTS WITHIN A LIGHT INDUSTRIAL-1 (LI-1) ZONING DISTRICT LOCATED AT 1220 SOLON ROAD IN THE CITY OF WAXAHACHIE, ELLIS COUNTY, TEXAS, BEING 20.00 ACRES KNOWN AS PROPERTY ID 140094, AND ORDERING THE CHANGING OF THE ZONING MAP THEREOF IN ACCORDANCE WITH SAID CHANGE.

Action:

Tres Atkins moved to approve ZDC-154-2025, an amendment to Ordinance No. 3583, subject to the conditions of the staff report, and authorizing the Mayor and/or Interim City Manager to execute all documents accordingly. Motion was seconded by Travis Smith and carried unanimously (5-0).

9. Public Hearing on a request by Brian Burks, for a Replat of Lots 5 & 6 of the Leo Hightower Lots addition to create Lots 5A & 6A of the Leo Hightower Lots addition, 2 residential lots, being 1.194 acres, located at 139 Lakeshore Drive, (Property ID 174097) – Owner: William Larry Burks and John Brian Burks (SUB-155-2025)

Mr. Robertson presented the Item and owners Larry and Brian Burks requested approval. The applicant requests to replat the subject property into two (2) lots for residential use. The subject property is currently platted as two lots; however, there is an existing structure that encroaches into the side yard setback. The property owners want to shift the shared lot line to decrease the encroachment of the existing structure located at 139 Lakeshore Drive. The applicant is proposing to dedicate a fifteen-foot (15') utility easement along Lakeshore Drive.

The applicant requests relief from Section 3.1.c.6 of the Waxahachie Subdivision Ordinance, Street Dedications. Lakeshore Drive is identified as an 80' (eighty-foot) Major Collector per the City of Waxahachie Master Thoroughfare Plan. The property owners are responsible for their half of the right-of-way (ROW) dedication. The property owner is seeking relief from this ROW dedication because the City has no plans to expand Lakeshore Drive due to multiple existing homes being encroached into the ROW. Staff is in support of this plat variance request.

The applicant also requests relief from Section 3.04 of the Waxahachie Zoning Ordinance, Single-Family-1 (SF-1). The existing structure located at 139 Lakeshore Drive encroaches into the front yard setback of 40'. The existing structure located at 141 Lakeshore Drive encroaches into the 15' side yard setback and is less than 2,200 sq. ft. Therefore, the applicant requests relief from the minimum requirements. Staff is also in support of this plat variance request.

To comply with State law contained in Local Government Code Chapter 211 and the City's public hearing notice requirements, seven (7) notices were mailed to property owners within 200 feet of the request. In addition, a notice was published in the Waxahachie Daily Light, and a sign was visibly posted at the property. Staff received zero (0) letters of support and zero (0) letters of opposition for the proposed replat.

Mayor Wallace opened the Public Hearing at approximately 7:58 p.m.

There being no others to speak for or against SUB-155-2025, Mayor Wallace closed the Public Hearing at approximately 7:58 p.m.

10. Consider approval of SUB-155-2025

Action:

Tres Atkins moved to approve SUB-155-2025, a replat of Lots 5 & 6 of the Leo Hightower Lots addition, authorizing the Mayor and/or Interim City Manager to sign the associated documents accordingly. Motion was seconded by Travis Smith and carried unanimously (5-0).

11. Consider proposed Ordinance No. 3641, “Waxahachie Cultural Arts and Heritage Commission,” to increase commission membership, establish staggered terms, and provide for initial appointment terms and an effective date

Laurie Mosley, Director of Convention and Visitors Bureau, presented the Item. The current ordinance provides for a five-member commission serving two-year terms, with all appointments expiring simultaneously. This structure can create challenges in managing the Commission’s workload and maintaining continuity of service and institutional knowledge.

The proposed amendment increases the number of commission members and establishes staggered three-year terms to ensure overlapping membership. This structure promotes consistency, stability, and stronger long-term planning for the Commission.

These changes align with practices in other municipalities and will strengthen the Commission’s effectiveness by balancing workload demands and ensuring a mix of experienced and newly appointed members.

Mayor Wallace explained that at the November meeting, only four commission members were present, and with the Commission undergoing a full overhaul, those members appeared overwhelmed by the workload. She suggested adding more members to help manage the responsibilities, especially since many boards struggle to maintain a quorum due to volunteers’ personal commitments. She emphasized that expanding the Cultural Arts and Heritage Commission would improve transparency, provide needed oversight for public funds, and prevent volunteers from feeling overloaded. Additional members would help ensure the Commission can effectively carry out its significant responsibilities starting in January.

ORDINANCE NO. 3690

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF WAXAHACHIE, TEXAS, AMENDING ORDINANCE NO. 3641, “WAXAHACHIE CULTURAL ARTS AND HERITAGE COMMISSION,” BY UPDATING SECTION 2-161, “MEMBERSHIP AND APPOINTMENT,” TO INCREASE THE SIZE OF THE COMMISSION AND SECTION 2-163, “TERMS OF OFFICE,” TO ESTABLISH STAGGERED TERMS TO ENSURE CONTINUITY OF SERVICE; PROVIDING FOR INITIAL APPOINTMENT TERMS; AND PROVIDING AN EFFECTIVE DATE.

Action:

Patrick Souter moved to approve the proposed amendments to Ordinance No. 3641 – Waxahachie Cultural Arts and Heritage Commission. Motion was seconded by Tres Atkins and carried unanimously (5-0).

- 12. Convene into Executive Session to deliberate economic development incentives, as permitted by Texas Government Code Section 551.087; to deliberate the purchase, exchange, lease, or value of real property for municipal purposes, as permitted by Texas Government Code Section 551.072; to deliberate personnel matters, including selection of a City Manager, as permitted by Texas Government Code Section 551.074; to consult with the City Attorney regarding legal issues related to the city manager transition, pending or contemplated litigation as permitted by Texas Government Code Section 551.071, and all matters incident and related thereto**

Mayor Wallace announced at 8:11 p.m. the City Council would convene into Executive Session to deliberate economic development incentives, as permitted by Texas Government Code Section 551.087; to deliberate the purchase, exchange, lease, or value of real property for municipal purposes, as permitted by Texas Government Code Section 551.072; to deliberate personnel matters, including selection of a City Manager, as permitted by Texas Government Code Section 551.074; to consult with the City Attorney regarding legal issues related to the city manager transition, pending or contemplated litigation as permitted by Texas Government Code Section 551.071, and all matters incident and related thereto.

- 13. Reconvene and take any necessary action**

The meeting reconvened at 10:02 p.m.

Action:

Tres Atkins moved to authorize the Interim City Manager to execute a purchase agreement for the property located at 820 Ferris Avenue. Motion was seconded by Travis Smith and carried unanimously (5-0).

- 14. Comments by Mayor, City Council, City Attorney and City Management**

Honorary Council Member Madeline Bracken expressed her appreciation for the City Council, acknowledging the criticism and pressure they face in a small town with many opinions. She shared that a conversation with Mayor Pro Tem Souter at the Mayor's Hometown Huddle highlighted that serving on the Council is driven by a genuine love for the city. She thanked the members for their volunteer service, their presence at community events, and their willingness to make difficult decisions for the community's benefit.

Mayor Pro Tem Patrick Souter praised Madeline Bracken for the significant positive impact she has made in the city, especially while balancing a busy family life. He suggested that Keep Waxahachie Beautiful should have a representative on the downtown alley subcommittee. He also expressed appreciation for other community contributors recognized at Council, emphasizing how many residents generously give their time for the city. Finally, as the community moves from Thanksgiving into the Advent season, he encouraged everyone to look for opportunities to help those in need, reminding that even small acts of kindness can make a meaningful difference.

Executive Director of Development Services Shon Brooks expressed his gratitude to Rick Keeler for his outstanding service on the Planning and Zoning Commission. He praised Mr. Keeler's leadership in running effective meetings, guiding numerous development plans, and consistently supporting and collaborating with staff. Mr. Brooks emphasized how influential and valuable Keeler's contributions have been to the city's planning efforts and conveyed sincere appreciation for his service.

Council Member Travis Smith reminded everyone that volunteers are still needed to work the front gate for "Bethlehem Revisited," which begins this weekend. He also noted that the City's parade will be Tuesday, December 2nd and said he looks forward to seeing the community there.

Council Member Tres Atkins thanked Madeline Bracken for her contributions and expressed appreciation for her service as an honorary council member. He also praised Bittersweet Bakery for raising an impressive amount of money to help a local family, noting both their generosity and the quality of their products. Finally, he commended Rick Keeler, saying he is an exceptional person whose dedication and character are deeply valued.

Interim City Manager Ricky Boyd congratulated Rick Keeler on his 20 years of service and his recent award. He also thanked Madeline Bracken for her contributions and recognized community support for Bittersweet Bakery's fundraising efforts. Mr. Boyd encouraged residents to attend the upcoming parade and tree lighting event, noting the favorable weather and the importance of community participation in making the city great.

Mayor Billie Wallace thanked Madeline Bracken for her time, energy, and leadership on the Keep Waxahachie Beautiful Committee, noting that her contributions do not go unnoticed. She also acknowledged the accolades for Rick Keeler and Bittersweet Bakery, emphasizing that celebrating community achievements is a highlight of the Council's work and a core reason they serve.

15. Adjourn

There being no further business, the meeting adjourned at 10:03 p.m.

Respectfully submitted,

Amber Villarreal
City Secretary