A COMPREHENSIVE PLAN

for the city of

MARSHALL, ILLINOIS

CITY PLANNING AND ZONING COMMISSION

SCRUGGS & HAMMOND

PLANNING CONSULTANTS

PEORIA, ILLINOIS

A COMPREHENSIVE PLAN
for the city of
MARSHALL, ILLINOIS

MARSHALL PLANNING AND ZONING COMMISSION

Basil Moore, President

George Mitchell, Vice Pres.	Arnold Tyler, Sec.-Treas.
Ralph Goekler	Mrs. E. D. Seed
Earl Finney	Howard Young
Elmer Renner	Rev. I. E. Vanway
Kenneth Little	Robert Ogle
Earl Sumption	Lawrence Martin
Clarence Irving	Paul Cameron
John McCauley, Mayor	Joy Barrett

C. K. Bennett, City Attorney

Passed by City Council September 5, 1956

John McCauley, Mayor

Ralph Goekler	William Goodwin
Harold Newberry	Ray Forsythe
Hubert Ferris	Eugene Smitley
W. R. Taylor, City Clerk	C. K. Bennett, City Attorney

Albert Edwards, Treasurer

Prepared By

SCRUGGS AND HAMMOND
Planning and Zoning Consultants
330 Central National Bank Building
Peoria, Illinois

SCRUGGS AND HAMMOND

330 Central Nation Bank Building PEORIA, ILLINOIS

Landscape Architects
City Planners
Engineers

July 27, 1956

Planning and Zoning Commission
Marshall, Illinois

Gentlemen:

We are pleased to submit herewith a Comprehensive Plan for the city of Marshall, Illinois.

The Plan is attuned to present needs and in scale with anticipated future requirements of the community. The work of preparing this Plan has extended over a period of nine months, during which time monthly meetings were held with the planning commission and special meetings with a Citizens Group to explain our findings and recommendations.

This Plan is broad in scope and comprehensive in character. It outlines the physical improvements necessary to correct present dificiencies and provides a guide for the orderly, economical and most desirable future development of Marshall.

We, the consultants, wish to express our sincere appreciation to the Planning Commission, the city officials, the school offices and the many citizens who have helped to supply data for this Comprehensive Plan.

Respectfully submitted,

SCRUGGS AND HAMMOND

Clarence E. Hammond

Clarence E. Hammond

CEH:fah

HISTORY OF MARSHALL

For some time Marshall was part of the illy-defined townships of Washington and Dubois, but in 1837 under the name Marshall, in honor of Chief Justice John Marshall, it became the site of the county seat of justice and was duly recognized. Its location on the National Road and the fact that it was the general center of population within the county, probably helped account for the choice of Marshall as the county seat, although a tremendous amount of political and social pressure was brought to bear to bring it about.

It is believed that the first settlement in the area was made by William George in February 1830, but he left soon thereafter for Texas. Abram Washburn seems to be the first settler to have remained in the area.

The original plat of the town filed by W. B. Archer and Joseph Duncan in 1835 consisted of the area between Fourth, Ash, Twelfth and Pine Streets. The first addition to the town was made in 1837 and was also laid out by Archer. Marshall was incorporated in 1855 and Howard Harlan was the first elected mayor.

In 1856 a destructive fire swept away several business blocks on Cumberland Street (National Road). The end of 1859 brought the dissolution of the charter for the city by vote of the people; the complaint being that the experiment "didn't pay".

The town improved and progressed; but once more changed its government when a mayor, aldermanic form of government was voted in and most city offices became elective. Then in 1892 the people voted to organize the

town as an Incorporated Village, and the Board of Trustees first met in November 1892.

Originally, mail was brought to Paris from Vincennes once a week and the people of Marshall had to go to Paris to get it. In 1838 the stage line ran three times a week and stopped at the log hotel in Marshall to change. By 1842 the line was extended to St. Louis and passed through Marshall daily stopping at St. James Hotel.

The year 1848 brought the "Illinois State Democrat", the first newspaper to be published in Marshall. Four years later a competitor started a publication, but the two merged soon thereafter. From 1865 until 1878 there was no publication.

"Marshall College" was built in 1852, but by 1871 it was sold to the public school trustees for graded school purposes.

The Terre Haute, Vandalia and St. Louis Railroad was built in 1870 about a mile from the city. Unfortunately it was too far from the downtown area to bring business to town and yet it made Terre Haute too easily accessible to help hometown business. When the north-south line of the railroad was built in 1874, with the citizens of Marshall contributing $50,000 toward it, much impetus was given to the growth of the city.

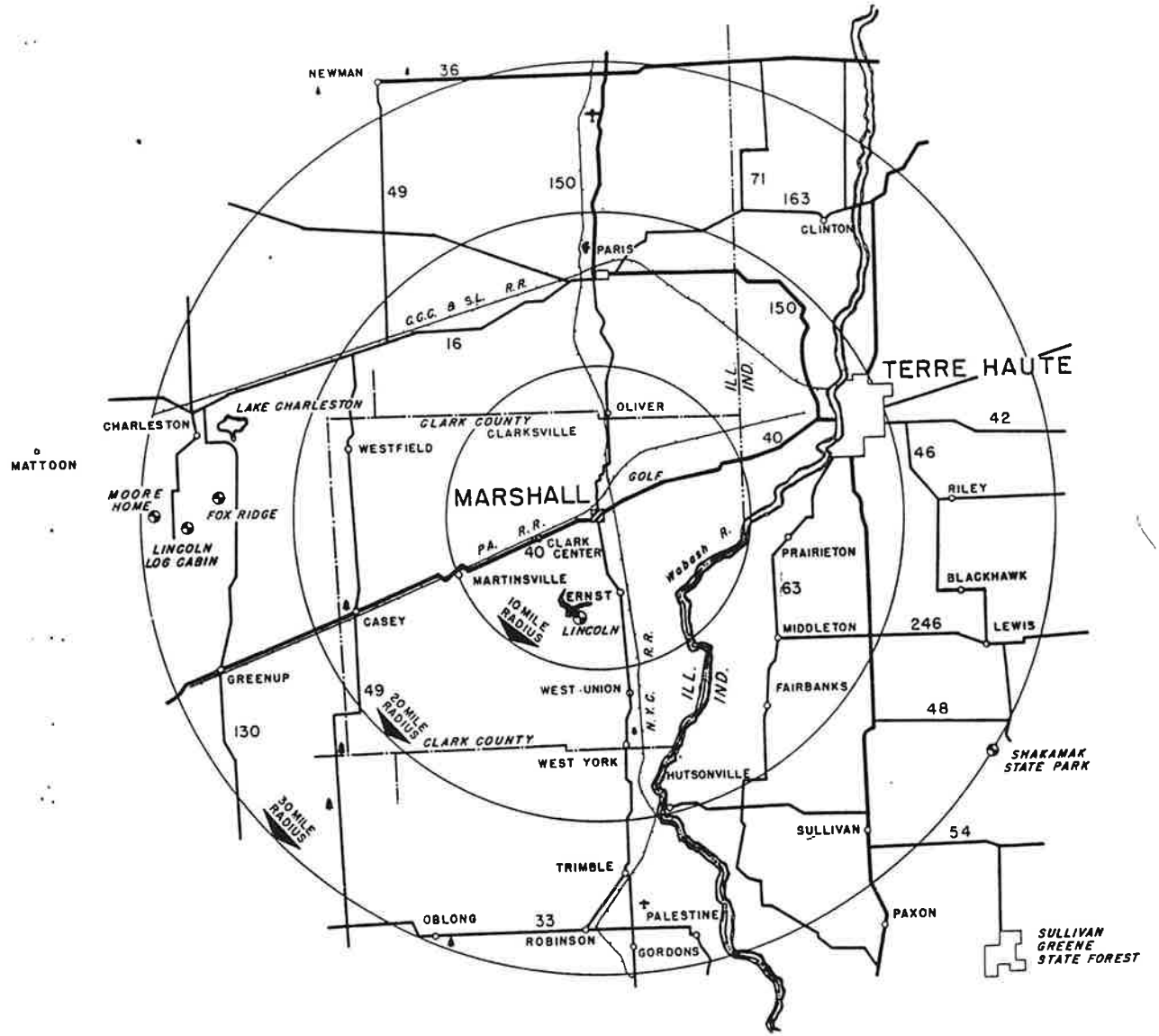
Flouring and woolen mills have been a prominent factor in the city's business prosperity. The first bank was started as an insurance company, but mainly for the purpose of establishing a loan office without the restrictions of a regular banking charter. It finally became Clark County Bank in 1875, and in 1879 the second bank was organized by Robert Dulaney.

Booth Tarkington's description of Marshall in the 1880's as the "Loveliest village of the plain" is a description well worth the efforts of the townspeople to perpetuate.

A fire destroyed the Court House in Marshall in 1902 and many of the county records were lost. This same year oil was discovered in the area, bringing additional prosperity to the region. However, these wells were exhausted by 1916 and many people moved away in search of greener pastures.

A COMPREHENSIVE PLAN
for the city of
MARSHALL, ILLINOIS

INDEX



REGIONAL INFLUENCES

REGIONAL INFLUENCE

Agriculture is one of the most important regional influences in the Marshall area. Favorable national policies for farmers would have a direct effect upon their trading ability with the merchants of the city. Hence, national influences are soon felt in Marshall. The city is also a part of the large midwest agricultural and industrial area. The effects of this regional area would soon be felt, too. Then, closer to home, a radius of from 10 to 20 miles can be considered to be the region most vital to the city. People in this area can be seen walking through the trading center and around Court House Square.

There are really three component parts to the Marshall region: Terre Haute serves as the major city furnishing such items as hospital care and facilities for major repairs; second, the City of Marshall acts as a trading center for most of the farmers within its region supplying a larger variety of materials than is usually found in the third part of the region- the village or cross roads store. Thus, we have Terre Haute as the primary center, Marshall as the secondary, and a small town such as Ernst representing the minor village, or third category.

The U. S. Census for 1950 lists 6,587 men and women employed in Clark County. This county is not exactly the total regional area of Marshall, but since figures are not available for the entire region, the county figures will furnish a comparable picture. Following is a percentage breakdown of the major types of employment in Clark County.

Agriculture	37%
Trade	15
Manufacturing	8
Mining	6
Construction	5
	71%

It is evident that Agriculture leads in the county; followed by Trade, and Manufacturing comes in third. Unfortunately, the soil in the Marshall area is not particularly fertile, as is found in the counties around the cities of Bloomington and Champaign. "A Plan for Forestry in Illinois" propeses that a good deal more of the land be placed in forests than is now used in that manner. Today there are 48,490 acres of woodlands; the Plan states that the total potential and probable potential of forests should be 132,300 acres, or 41.9% of the county. "Forest Resources of Illinois" published by the U.S. Forest Service, states that there are 226,900 acres of timber soil and 88,520 acres of prairie soil.

Poor farm lands produce low incomes and many of the farm families back in 1939 had a gross income of only $1,000, a dominating factor in the suggestion of the Plan that more land be turned over to production of forests.

Since Trade is second in importance in the numbers of people employed in the county, it is readily evident that Trade will be basically better if either Agriculture or Industry increases its payrolls. This seems unlikely in the immediate future for Agriculture. Industry, on the other hand, has increased in Marshall itself and the large city of Terre Haute furnishes

employment for many Marshall families. It seems likely that the greatest benefits could be achieved in the economy of the region through Industry.

A study made by the University of Illinois * indicates that only about one-half the boys and girls growing up on farms are needed to provide farm replacements. In other words, half of them must look for their livelihoods in occupations other than agriculture. They must, therefore, turn to the towns and cities. If these young people can be kept in their own region, chiefly through opportunity in industrial expansion, the region benefits by the increased payroll and the worker is happier in an environment in which he grew up.

Marshall is well within the sphere of influence of the great Chicago industrial area and dispersion of industry to the region could have an immense impact should a large plant come to the area. Housing, utilities, streets would all require immediate expansion.

Marshall lies on the proposed national system of interstate highways, being on Route 40, the direct route between Indianapolis and St. Louis. These improved highways and automotive transportation are shortening the time distance to St. Louis and Indianapolis. This serves to increase competition, especially for the consumer dollar in clothing and entertainment.

Trucks are replacing rail transportation in many areas. Helicopter transportation is now an actuality. Marshall may, within the not too

* Circular 592, Post War Farm Jobs & Farmers Purchase Intentions.

distant future, feel the necessity for a heliport. All these forms of transportation have a very definite regional influence upon Marshall.

In summary, the regional problems of Marshall are: to secure a better long-range income from the timber soils of the county with forest trees as the best resource; to maintain the fertility of the sections of the county best suited to agricultural purposes by conservation practices; to keep trading practices up to date so that the large metropolitan cities and mail order houses do not lure away the consumer dollar; and to develop small, diversified industries to furnish employment so that the younger people need not leave the region.

POPULATION DATA

	1880	1890	1900	1910	1920	1930	1940	1950
Marshall	1,885	1,900	2,077	2,569	2,222	2,368	2,758	2,960
% Increase		.7	9.3	23.7	-13.5	6.5	16.4	7.3
Paris	4,373	4,996	6,105	7,664	7,935	8,781	9,281	9,460
% Increase	. . .	14.2	22.2	25.2	4.2	9.9	6.7	1.9
Martinsville	663	779	1,000	1,500	1,437	1,206	1,296	1,440
% Increase		17.4	28.3	50.0	-4.2	-9.1	7.5	11.1
Casey	778	844	1,500	2,157	2,189	2,200	2,543	2,734
% Increase		8.4	77.7	43.8	1.4	.5	15.6	7.5
Clark County	21,894	21,899	24,033	23,517	21,165	17,872	18,842	17,362
% Increase		.02	9.7	-2.1	-10.0	15.0	5.4	-7.9
Terre Haute	26,042	30,217	36,673	58,157	66,083	62,810	62,693	62,214
% Increase		16.0	21.3	58.5	13.6	-4.9	-0.2	2.4

Clark County: Urban population increased 7.4% from 1940 to 1950 while the rural population decreased by 13.8%.

Percent urban population in 1950 . . . 32.8
Percent urban population in 1940 . . . 28.1

Source: 1950 U. S. Census

POPULATION

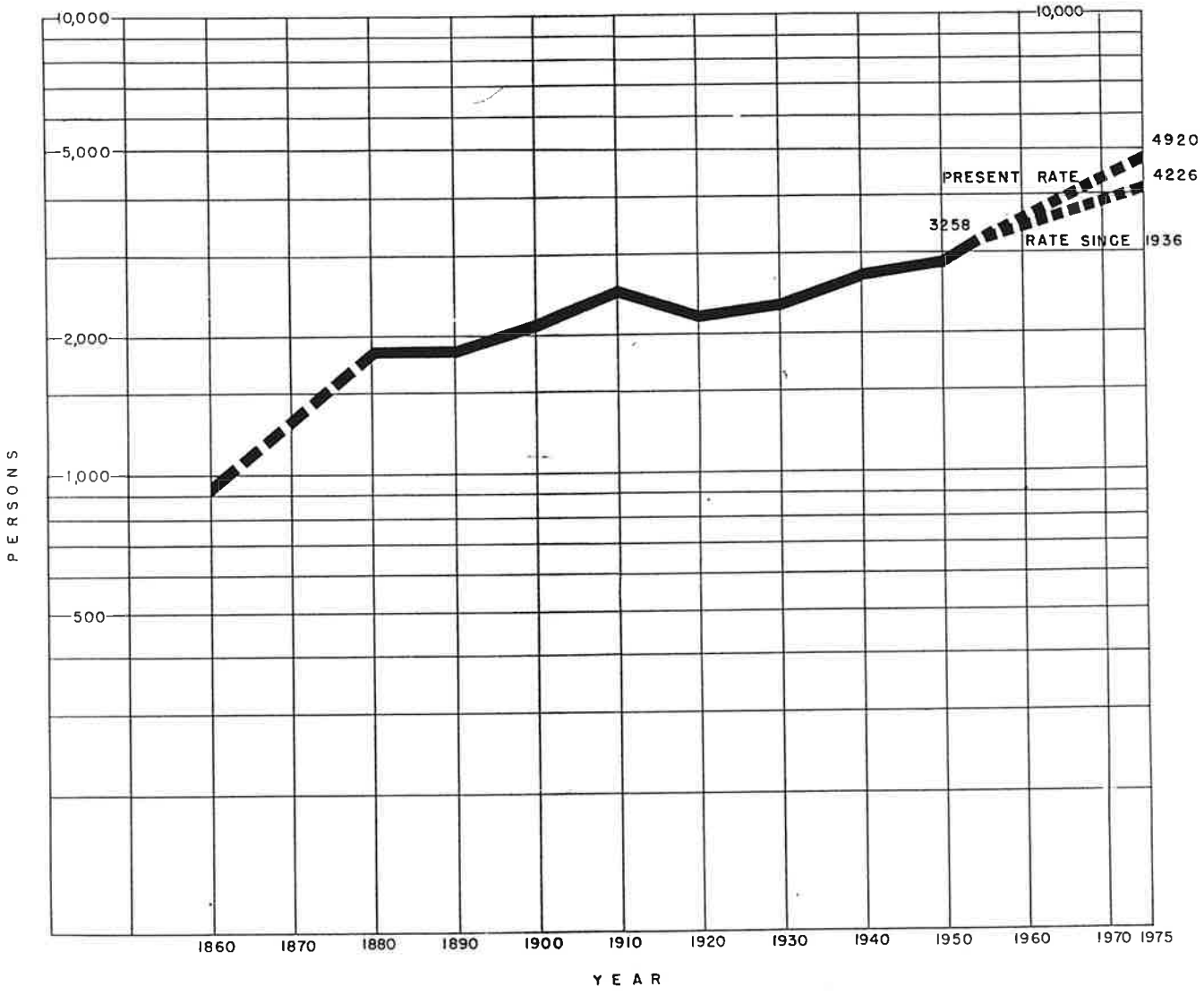
There was a 14.5% increase in the country's population from 1940 to 1950. In 1953 the population was 158.4 million persons, or a 5% increase for that period.* The State of Illinois increase between the years 1940 and 1950 was 10.3%. From 1950 to 1953 the increase has been 4.4% for Illinois.* Thus it would appear that a downward trend in population has not as yet become either nation-wide or state-wide.

Closer to Marshall, Clark County has shown some rather erratic population trends. The population of 1950 is lower than it was in 1870 by roughly 1400 people. It is quite possible that the discovery of oil in the area in 1902 may account for the large increase in population between 1900 and 1910. Then, with the exhaustion of the wells in 1916, people began to leave the county. Of the cities checked, only Casey has shown a constant growth since 1890. Between 1910 and 1920 Marshall, Martinsville and Clark County losses in population were considerable, as may be noted in the chart "Population Data".

The population pattern in Terre Haute was also studied to see if it followed along with the cities in Clark County. However, Terre Haute lost people from 1920 to 1940, while Marshall was growing during this period. Between the years 1930 and 1950 Marshall shows the greatest average percentage growth (10%) of any of the cities in the county.

The life expectancy in Greece in the year 500 was less than 20 years; in this country in 1879 it was approximately 34 years; by the year 1950

* "Illinois Business Review", University of Illinois



MARSHALL POPULATION GROWTH

SOURCE: U. S. CENSUS - 1950

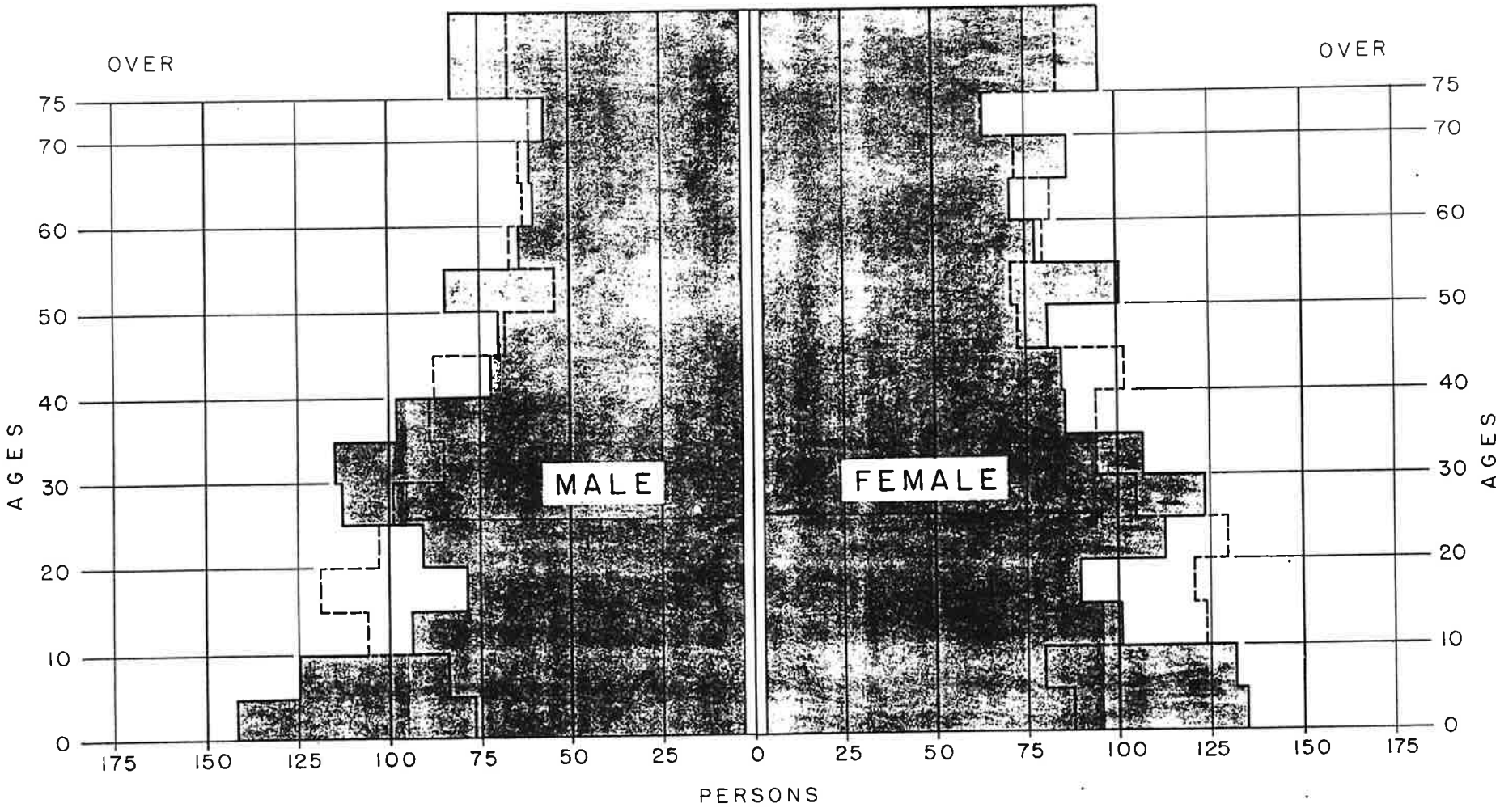
this had increased to approximately 68 years.* Life expectancy in the State of Illinois is not quite as high as it is country-wide. This is possibly a reflection of the large urban population in the Chicago area where living conditions are more strenuous.

An investigation of births in the county showed that in 1880 there were 551 births and in 1950 only 98. These figures are not usable since, in the more recent years, most families have gone to the hospitals in Terre Haute to have their babies and records from there are not sent to Clark County. It is, therefore, not feasible to try to make a comparison between births and deaths. However, the "Age Group" chart indicates that from 1940 to 1950 the birth rate has increased and the number in the older age group has risen. The population 20 years from now would be increased considerably from the rise in birth rate and the decrease in death rate.

It is necessary to prognosticate the number of people that may be expected to live in Marshall; 20 years is the usual planning period. This figure can then be used as a yardstick in determining the need for additional schools, housing, road pavements, sewers, etc.. Obviously, since it looks into the future, it is a guesstimate. However, because it is a yardstick with a known quantity, it can be changed either up or down as the actual population develops.

If the average increase of 10% that Marshall has shown since 1930 is projected for the next 20 years, there would then be 4,226 people, or an additional 968. On the other hand, Marshall has shown between 1950

* "Length of Life", Dublin, Lotka and Spiegelman



1950 1940 1950 INCREASE OVER 1940

1940 1950 1950 DECREASE FROM 1940

AGE GROUPS

SOURCE U. S. CENSUS - 1950, 1940

and 1954 an increase in population of 23% for 4 years. Projecting this ahead until 1975 arrives at a population figure of 4,920, or an addition of 1,662 persons. In all probability birth rates may decrease during the next 20 years, but Marshall seems to be successful in securing additional small industries - industries which serve to increase the total population. Therefore, it is felt that the larger figure should be used for the city plan.

Age Groups

The "Age Group" chart brings out the fact that Marshall has a rather unusual holding of the 50 years and upward group, as contrasted to many other cities. There are a good number of older people in the city (over 70 years). This points to the need for such things as golden age recreation groups and small apartments.

The depression years show up, to a small degree, in the smaller number of children during that period. 1950 shows a wide base of newly born children which is the baby crop found in most areas throughout the country.

There are fewer males than females, particularly in the older age groups, but this is a national trend, too. The chart indicates that 15 years from now a large number of young people will be coming into the labor force which will create a need for more industry to serve as a job source for this group; otherwise, many would have to leave the region.

According to the 1950 Census only 17 people in the city were born in foreign countries; therefore special recreational facilities and old world neighborhoods are not a problem in Marshall.

ECONOMIC BASE

An investigation of the economic base of Marshall will determine the way its citizens earn their living today and the possible potentials. Planning must take into consideration the ultimate need of financing any proposed development. Such financing must be within the means of the citizens.

Natural resources were studied first. Most of this resource material was secured from the State Geological Survey.

The western portion of the county has been heavily drilled for oil already. There are possibilities of oil in the southern portion of the county. Five crude oil pipe lines now cross the county.

There is a strongly indicated source of #5 coal in the immediate area of the City of Marshall. According to state geological maps, there is a small amount of sand and gravel in the northern part of the county.

The largest agricultural limestone area in the middle eastern part of the state is shown in Clark County where there are five quarries.

The county also lies in the clay and shale outcrop areas. As previously stated, much of the soil in the county is best suited for the growing of forest crops. However, today corn and soybeans make up the majority of the agricultural crop, with some winter wheat, oats and hay.

The growing season covers a period of from 180 to 190 days, although in the northern section of the county it can be considered to be 10 days shorter. The season's rainfall amounts to between 35" and 40", with snow between 10" and 20".

The 1950 census shows that the largest number of people in the city are engaged in wholesale and retail trade (29.2%). There is then a drop off to the next major employment group, that of manufacturing, and only 9.8% receive their wages from this source. Following are the important employment divisions along with their percentage of the total number employed.

MARSHALL EMPLOYMENT

	Male	Female	% Total Employment
Wholesale & Retail	205	132	29.2
Manufacturing	125	19	9.8
Transportation, Communications, Public Utilities	91	17	9.3
Professional	49	56	9.1
Personal Services	39	63	8.8
Construction	74	4	6.7
Agriculture	55	7	5.3
Mining	47	5	4.5
All Others	119	46	14.3

Source: U. S. Census 1950

Since the 1950 census was made, a major plant has been set up in Marshall, which changes the employment picture considerably. It has been estimated that the plant employs approximately 300 females. This changes the proportion of people employed in manufacturing and wholesale & retail trade to very similar figures. Since approximately 50%

of the women live in Marshall, it also brings the number of employed females and males to almost equal numbers.

Manufacturing leads trade when all the women in this new industry are considered too. This shows rather definitely how one plant in a small community can change the emphasis from trade to manufacturing. Of course, the foregoing factors are concerned with numbers of people and not amounts of wages. The figures do indicate that Marshall is shifting from basically a trade center to a trade and manufacturing city.

Women outnumber men in the professional and personal service fields. Trade and manufacturing today employ 53.6%, roughly one-half of all employed people of Marshall. Then, there is a more or less even spread of employment, as previously noted. Some of the people who live in Marshall are not employed in the city, although it has been estimated by local people that approximately 20 to 50 persons are employed out of town, with the largest number being employed in Terre Haute.

Since Marshall is basically a trading and manufacturing center, everything possible should be done to further the development of these types of employment. The central retail section of the city is notable for its fine, wide main street, the original National Road. However, it falls along the line of most retail trade centers of this county in that it lacks character of its own; and much could be done along these lines. Thus far, there are no major competing shopping centers in the outlying areas.

The most recent income data for the city is given in the 1950 census, which indicates that the largest group of people in the city are contained within the following two groups: 150 receive less than $500 per year, and 150 people are in the $1,500 to $1,999 bracket. Since there is a large number of people in the older age group, it is assumed that most of the people in the less than $500 group are retired men and women.

Twenty-five people receive $10,000 and over. The median income (this is the splitting point where there are as many income units below as there are above) is $1,875. Median income in other cities in the Marshall region are listed below along with a few other cities in the state.

MEDIAN INCOME

		Mt. Prospect	$6,221
Casey	$2,464	Northbrook	5,625
Paris	2,246	Morton	3,707
Charleston	1,949	Canton	3,117
Marshall	1,875	Peoria	3,001
		Macomb	1,757

Source: 1950 Census of 1949 Income

It is readily apparent in these median incomes that the suburban cities in the Chicago region, Northbrook and Mt. Prospect, contain many people in a much higher income bracket. Aside from the fact that the Chicago area living expenses are far greater than down state, there is

still a large difference in the income base, which indicates that Marshall and most of its neighbors will have to continue a "do it yourself" program to a far greater extent than suburban Chicago regions.

Marshall doesn't have a particularly large trade area, probably caused by its proximity to Paris, Terre Haute, and Casey. The newspaper circulation covers the western part of the county; the farm cooperative, the entire county; one food store and one implement company stated that their market area went out to about an 18 to 20 mile radius. The greatest number of merchants (approximately 12) defined their usual (every day) trade area as extending from Oliver on the north to West Union on the south, Martinsville on the west, and the state line to the east. This gives an area somewhat elongated to the south but roughly 10 miles in radius. It extends about one-half way to Terre Haute, Paris, and Casey, the competing trade cities. It is the trade area frequently found in a city the size of Marshall where the adjoining competitive cities are roughly 18 miles away on points of the compass. Since there are no larger cities to the south, the trade area extends a few more miles in this direction.

In summary, Marshall is becoming both a trade and industrial city. Future emphasis should be placed on industry, since the trade area is rather limited.

Possibilities of the development of oil and coal may be in the long-range picture. Agricultural limestone, with some shale, gravel, and oil are natural resources being used today. Proper fertilizing and soil conservation will add to the productivity of the soil. However, the long-range possibilities of tree crops should definitely be considered.

MARSHALL LAND USE
December 1955

	Acres	Percentages
Residential	194.09	29.52
Two-Family	.48	.07
Multiple Family	1.32	.2
Commercial	15.33	2.34
Light Industrial	3.44	.52
Heavy Industrial	1.53	.23
Semi-Public	33.82	5.17
Streets	172.01	26.18
Alleys	6.03	.91
Vacant Land	76.46	11.60
Farm Land	152.99	23.26
Total	657.50	100.00

For comparative purposes, the percentages of land use in three other Illinois cities are noted below.

	Macomb	Canton	Morton	Marshall
Residential	37.8	39.1	46.4	29.52
Two-Family	1.4	1.4	1.9	.07
Multiple Family	1.8	1.2	0.1	.2
Commercial	3.1	3.5	3.3	2.34
Light Industrial	1.8	.1	2.3	.52
Heavy Industrial	.9	2.2	1.5	.23
Semi-public	15.9	17.6	3.7	5.17
Streets	20.4	17.4	21.7	26.18
Alleys	2.1	1.6	1.1	.91
Vacant & Farm Land	13.4	14.2	15.6	34.86
Railroads	1.4	1.7	2.4	0.0
	100.00	100.00	100.00	100.00

to serve the platted lots. 20% is the customary figure. Marshall has 27%.

Semi-Public and Park Land

Here Marshall shows its lack of major parks, although the Fair Grounds helps to build up this use. By way of comparison, Canton shows 17.6% for this type of land use which is a far better proportion.

Vacant and Farm Land

Since much of the land inside the corporate limits is used for farm purposes, it has been separated from the other vacant land which lies along developed streets. A 20% vacancy within the city limits is considered desirable from the standpoint of controlled residential growth. Marshall has close to 33%.

Intermixing of land uses (notably commercial with residential property) is beginning to appear, particularly in the northeast section of the city. Such small commercial areas are detrimental to residential land values, but can be controlled in the future by zoning.

NEIGHBORHOODS

A neighborhood has now become the accepted minimim planning unit for a community. Since the maximum walking distance for elementary school children establishes the usual size of the neighborhood, we assume it will be an area with approximately one-half mile radius. Thus, the elementary school becomes the focal center and the people making up this unit may all share in its social and educational advantages, as well as the various service facilities. Approximately 4,000 people make up a neighborhood in a single family residential city, and about one-fifth of these are school children.

Shopping centers are usually located on the periphery of the neighborhood. This helps to keep heavily traveled streets between, rather than within, the neighborhood, thus avoiding traffic hazards for the children and establishing a larger market area for the shops themselves. If the shopping center can serve two or more neighborhoods, more stores with a better selection of merchandise can result.

Ideally, industry should be located on the edge of the city and not immediately adjacent to a neighborhood unit. Of course, the various neighborhood boundaries must be adjusted to fit topography, existing traffic streets, school grounds, commercial districts and industrial areas. Thus, they cannot fit into a perfect circle, but merely approximate a circular pattern.

Major traffic on U. S. Route #40 now by-passes Marshall. The location of this by-pass will tend to stop the growth of the city beyond this highway, since it is a free-way with limited access. State Route #1 still carries a considerable amount of traffic through the center of the city. Better neighborhoods can be developed in future years if this, too, is constructed to by-pass the city.

Existing schools in the city are too close to form the center point for future neighborhoods. Therefore, with the exception of the South School, entirely new neighborhood centers have been set up.

An inspection of the topographic situation surrounding Marshall indicates that there is a particularly deep ravine extending west of the city, with a smaller ravine to the east. Level land extends to the north and south. This, although less interesting, is economically more feasible for medium cost residences. It is felt that development in the city will basically spread in these two general directions.

Five neighborhoods can be suitably located as shown on the map "Master Plan". We are planning for a total population by 1975 of 4,900, or roughly 1,675 additional people. Since each neighborhood can take care of approximately 4,000 people, it is evident that the anticipated growth would not fill up one entire neighborhood. However, planning beyond the anticipated growth is desirable to allow for any unexpected expansion, such as might be brought about by the establishment of a new sizable industrial plant. Schools, highways and industry, in particular, will have a profound influence upon residential growth.

In summary, Marshall has adequate and desirable land for future expansion far beyond the need foreseen for the next twenty years. The neighborhood system of planning, with roughly 4,000 people to a neighborhood, should form the basic planning unit.

New residential expansion appears to be mostly to the north and south. However, the construction of a new school would have considerable influence upon the expansion of any section of the city.

TRANSPORTATION

Transportation has a major influence in the development of our nation. Many cities have their origin and their growth as a direct result of being located at a transportation hub. National changes in the mode of transportation have greatly affected the structure and size of population centers.

The earliest centers were on the waterways. Later they developed along the pioneer trails. Marshall falls in this latter group. Railroads accounted for much of the growth in the midwest and for one hundred years have been a prime factor in the growth of our industrial centers.

In recent years, with the rapid improvement of our highway system, trucks have taken over much of the transportation load. Air freight is gaining a foothold in transportation of vital materials. A network of cross country pipe lines now transports oil from the fields to processing plants.

It is interesting to compare relative speeds of overland transportation between consignor and consignee. Trucks are fastest, making over 15 miles per hour; railroads, 5 miles per hour; waterways, 3 to 10 miles per hour; and pipelines 1 to 5 miles per hour. The relatively slow speed of railroads is partly due to the fact that two-thirds of the railroad time is spent in terminals and yards, thus reducing an average speed of 16 miles per hours to 5.

Railroads

Marshall is served by two of the nation's largest railroads. The main line Pennsylvania Railroad between east and west passes at the northern edge of the city. The New York Central, while not on a main line, is close to the Chicago-Gulf Route passing the eastern side of Marshall.

The Pennsylvania Railroad currently has nine west bound and eight east bound freights and six west bound and six east bound passenger trains per day through Marshall. However, none of the passenger trains serve Marshall at the present time. The station is located in the northwest edge of the city. Adjacent sidings accomodate forty-five cars.

The Velsicol Company, maker of petro-chemical products, is the major user of this line in Marshall, importing 20 to 30 cars of crude petroleum and exporting 15 box and tank cars of finished products per day. Farm produce is also sent out over this line.

The New York Central currently has four south bound and five north bound trains per day. One each way is for passengers (11:30 PM north to Chicago and 5:30 PM south to Cairo). The freights carry stock, feed, lumber, gasoline and appliances to Marshall and haul out grain at harvest time. The through freights carry mostly coal. This line has a siding holding 60 to 75 cars, located on the northeast edge of the city. There is also a passing track.

Ownership of land by the railroads is limited to rights-of-way.

Contrary to the nation wide trend, industry, farming and commerce still rely as heavily on railroads as trucks for transportation of produce and supplies in and out of Marshall. It is anticipated that railroads will continue to hold their own through development of greater speed and piggy-back hauling of semi - trailers. Authorities have felt that railroads should be able to lead both in speed and cost in 'less than carload lots' on hauls in excess of 100 miles.

Trucks

The major users of truck transportation in the City of Marshall are the two industries, farm supply dealers, retail merchants, a sawmill, auto and farm equipment sales and service, public service and scattered small businesses.

There are no truck terminals or truck lines originating in Marshall. Four long distance truck lines serve the city; including one from Casey, two from Terre Haute and one from Decatur.

The traffic problem caused by the heavy through truck travel on U. S. Route 40 has been relieved by the new by-pass. Illinois Route 1 is expected to have a heavy increase in truck traffic and eventually a by-pass should be considered for this Route. Trucks, especially semi-trailers, are creating new traffic problems and the need for redesign of the street and dock loading facilities. This will be covered more fully in the Street, Commerce and Industry Sections of the report. Existing truck routes are shown on the "Transportation" map.

Buses

For a city of its size, Marshall is excellently served by four bus lines for travel in all directions. Two cafes on Archer Street in the downtown area act as bus stations for these various bus lines and as lunch stops for some of the long distance trips.

Continental Trailways has two trips daily eastward to New York and two westward to Oklahoma City with connections to Los Angeles. Greyhound has round trips between Detroit and St. Louis daily; between Chicago and Paducah daily; and between Terre Haute and Effingham twice daily, except on Sundays and holidays. Eastern Greyhound has two regular round trip stops and three round trip flag stops between Indianapolis and St. Louis.

Rankin Coach Lines serve Marshall between Terre Haute and Robinson with two round trips on weekdays and one on Sundays and holidays. Wabash Valley Lines have three round trips on week days between Terre Haute and Casey.

With a bus trip of less than one-half an hour, the situation is ideal for commuters between Marshall and Terre Haute.

Schools in Marshall serve a large district. Many of the children are taken to and from school by bus. Streets in the vicinity of schools, off-street loading space and bus garages are factors to be considered in future school site planning.

Airport

The nearest airport is in Terre Haute. Both industries use air transportation to a limited extent. Helicopter service for industrial

and passenger use is believed to be one of the next major changes in the mode of transportation. This may come about within the next twenty years. A heliport is small and might well be situated adjacent to the industrial area.

Pipe Lines

The closest oil pipe line passes four to five miles north of Marshall. The closest natural gas line is over twenty miles from the city.

Summary and Recommendations

From the standpoint of transportation Marshall is strategically located at a cross roads for both rail and truck service. A healthy balance of demand for rail and truck freight service is being maintained by commerce and industry.

Freight truck routing should be established to by-pass the commercial and residential areas and lead as direct as possible to new industrial areas.

Most close-in travel by residents is by private automobile. More distant passenger service is adequately handled by major bus lines and limited rail service.

There is insufficient demand for a city airport at the present time. The location of a heliport in the industrial zone would be feasible for sometime in the future.

STREETS

The street pattern of Marshall, like most population centers in the midwest, follows the checker board system. This system had several advantages which appealed to the pioneer settlers. It was simple in design, requiring the minimum of planning and survey work. The resulting rectangular lots were the most economical shape for builders. Streets met at right angles and thus were conducive to traffic safety. Streets being close together facilitated pedestrian and horse and buggy traffic. Costs of construction and maintenance were low.

Disadvantages to the checker board system have developed with the coming of high speed traffic, changes in the mode of travel, and hit or miss subdivision planning. A number of these disadvantages can be illustrated by checking the "Marshall Street Defects" map. We find that the original city was platted on a true checker board pattern, with Archer Street (the National Road) as the base line. Each square was approximately 250 feet on a side and street right-of-ways were 66 feet, with the exception of Archer, which was 100 feet. This pattern of small squares (Macomb has 375 foot squares) has thrown too much buildable land into streets, creating an unnecessary street tax burden for the landowners.

The grid system often contains as much as 30% more paving than found in other systems. Traffic is diffused, rather than concentrated on a few major streets. This diffusion results in increased traffic hazards, maintenance costs, noise, dust, fumes and encourages scattering of business and industry.

The introduction of Michigan Avenue slicing on a diagonal through this original checker board plat created potentially dangerous street intersections and triangular shaped properties. Additions to the original plat then developed with Michigan Avenue as the base line. This change of direction created more angled properties and even smaller blocks as the city grew.

The latter development of Marshall shows a general relaxing from the standard grid pattern. In some cases, the change was advantageous, such as the creation of longer blocks. In several instances, however, street defects were introduced. Jogs developed along Mulberry Street. A section of Cypress Street should not have been built as single lots now extend from street to street. Cypress Street also ends opposite an alley on the east encouraging traffic problems in the alley. An excessively large block resulted when Locust and Pine Streets were stopped at Second Street.

The remainder of this report will present:

(1) The principles of street design.

(2) The streets as they exist today, including right-of-way widths, pavement widths, pavement types, sidewalks.

(3) A study of major streets with future expansion.

Principles

Streets serve four major functions:

1. To give light and air.

way and are residential themselves (having residences located along them). They provide for two lanes of parking and two lanes of moving traffic. This type of street, when passing through the business district, changes width of pavement and walks to fit the local need. Special attention should be given to street intersections, safety signs, and sight distances, as traffic is varied in type and speed. Sixth Street would fall in this class.

Minor Residential Streets

They should have a 50 foot right-of-way and contain a 34 foot pavement; two 3½ foot grass strips; two 4 foot walks (½ foot from property line). They are designed for single family dwelling developments, with off-street parking provided and relatively light, slow moving, two directional vehicular traffic, and occasional parking on either side.

Marginal Access Streets

They are streets paralleling a highway with property development on one side only. They should have a 40 foot right-of-way and contain a 26 foot pavement. A 4 foot sidewalk is required on the residential side of the street only.

. . . . . .

Wherever streets with curbs and sidewalks have been completed, redesign can only be accomplished in isolated cases when a traffic problem demands structural change. Traffic and parking problems will generally be handled by one-way streets, stop lights or signs and published regulations.

2. To provide avenues for traffic.

3. To carry utilities.

4. To furnish access to properties.

The majority of streets are residential and can be economically constructed with narrower, loss expensive pavement if the bulk of traffic is directed and carried by a few major streets.

The National Committee for Traffic Safety, composed of such national organizations as the American Automobile Association, National Safety Council and the Urban Land Institute, has developed guides for street and highway design. The following recommendations for the four types of streets needed in Marshall are based upon the principles established by this committee.

Traffic Streets (Arterial Highways)

Two major highways pass through Marshall. The new U. S. Route 40 by-pass has reduced the traffic on Archer Avenue by at least 75%. It is expected that a State Route 1 by-pass would materially decrease traffic on Michigan Avenue. However, both avenues will always have the dual purpose of serving as both streets and highways.

Major (Collector) Streets

They should have a 60 foot right-of-way and contain a 36 foot pavement; two 6½ foot grass strips; two 5 foot walks (½ foot from the property line). They connect the local residential street system with a main high-

A correct over all street pattern can be designed, however, for those perimeter areas and the area extending out one and one-half miles from the city limits. Control can be realized through subdivision regulations. Development can be progressive under a long range financial program.

EXISTING CONDITIONS

Right-of-way widths are generally adequate. Archer Avenue has the widest right-of-way with 100 feet. Michigan is next with 80 feet. The remainder of the streets, with a few exceptions, fall in the 60 to 66 foot class. A few, including Mulberry Street, have only 50 foot widths, but are considered adequate for minor residential streets. The one street (unnamed) with insufficient right-of-way (40 feet) is a north-south street located on the southwest edge of Marshall between Archer Avenue and Vine Street. Most minor residential streets have over a 60 foot right-of-way, 10 feet more than necessary. They are also too close together. These two factors add up to a waste of buildable (taxable) land.

The majority of the streets of Marshall have been paved. Michigan Avenue, Fifth Street south of Maple, Seventh and Eighth from Maple to Mulberry, have been paved with concrete. Sixth Street and three blocks of Fifth Street (in the center) have been paved with brick. The remainder of the city's streets are of bituminous paving. Those that are unpaved or paved with gravel are found in the southern sector, including Vine,

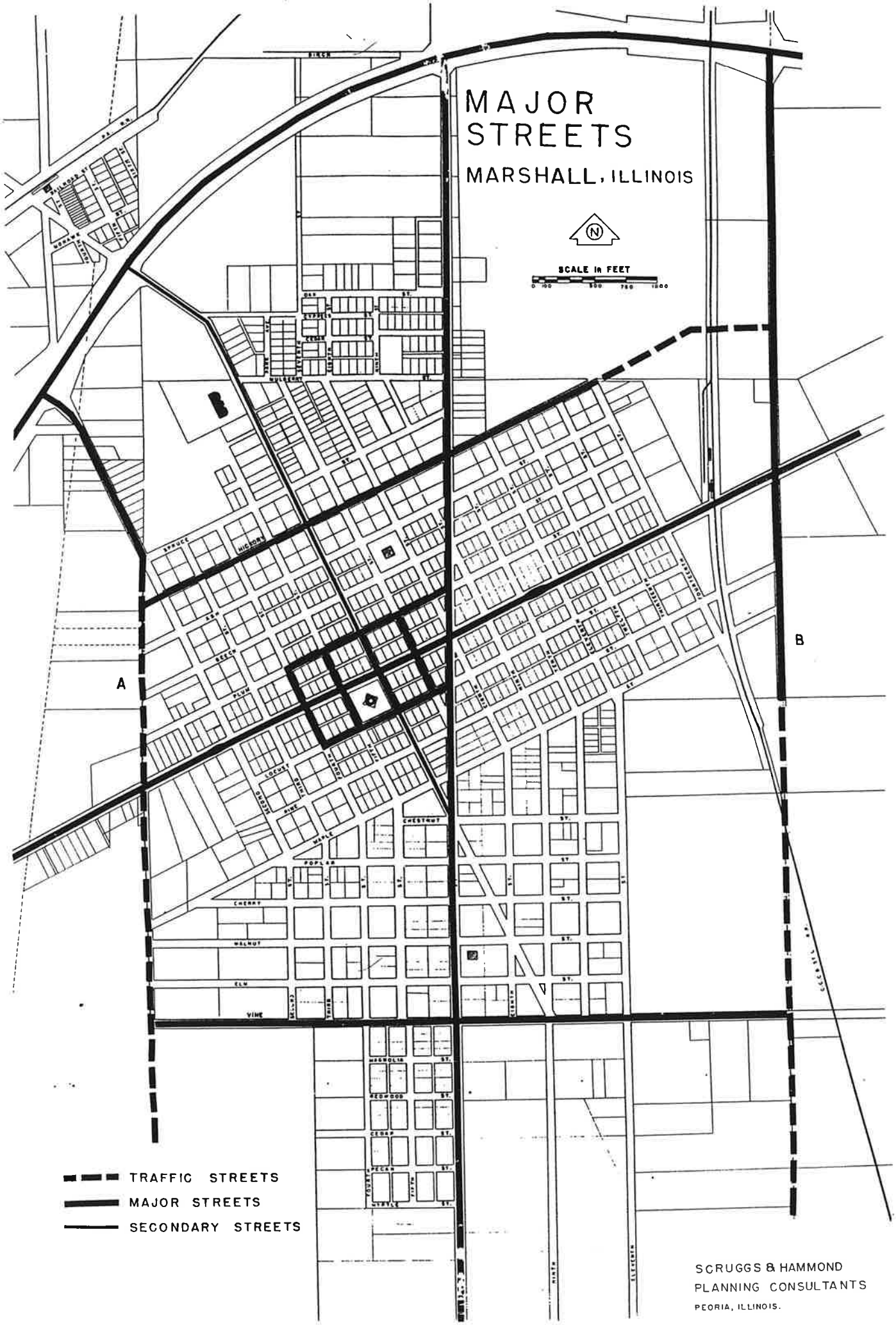
Elm, Magnolia and Fourth Streets.

The map "Pavement Widths" shows that many of the streets have an inadequate width of paved surface. Even minor residential streets should have at least 26 feet. For example, Michigan Avenue, an arterial street, is only 22 feet wide. Locust Street has varying paved widths from 16 feet on the eastern terminus to 38½ feet in the commercial center. Magnolia Street in the south and Cypress Street in the north have only a 12 foot pavement. Bringing these pavements up to adequate width should be coordinated with the construction of curbs and a surface drainage (storm sewer) system.

Parking, loading, proximity to schools, churches, or other traffic concentration points are factors that may influence a departure from the standard cross sections. Careful consideration should be given to the elimination of angle intersections which are danger points.

Many of the streets are eligible for motor fuel tax. Others will have to be financed by other means. The "Capital Improvement" section of the Plan will make recommendations covering street improvements.

Sidewalks are present only in the core or older section of the city. Marshall has a large and growing child population. Walks are still important for the pre-school child on a tricycle or the older child going to school.


MAJOR
STREETS
MARSHALL, ILLINOIS
N
SCALE in FEET
0 100 500 750 1000
A
B
TRAFFIC STREETS
MAJOR STREETS
SECONDARY STREETS
SCRUGGS & HAMMOND
PLANNING CONSULTANTS
PEORIA, ILLINOIS.

MAJOR STREET PLAN

It is particularly important during the planning stage to study the outlying areas as well as the city itself in developing a major street plan. In the initial study of Marshall a U.S. Geological Survey topographic map was used as a base for this regional study. Major terminal points in the city are the retail merchants square, the electronics plant, the high school and elementary schools. The major street plan is laid out to best serve the neighborhood. Heavy transport streets have been located to pass between neighborhoods where possible, linking industrial areas to the highway net. Major and secondary streets connect neighborhoods with each other and provide access to schools (usually located in the neighborhood core). An accepted standard calls for major streets to be located one-half mile apart. Adjustments must be made to conform with present streets, highways, topography, streams, etc.

Marshall has sufficient land within and immediately adjacent to its present boundaries to take care of normal anticipated growth. Regional growth studies have been made within 1½ mile limits to determine the major street extensions. This is necessary to assure proper coordination and control if unexpected growth occurs in this zone.

Shown on the "Major Street" map of Marshall, Archer Avenue and Michigan Avenue are considered as traffic streets. Ultimately two additional north-south traffic streets should be constructed bordering the eastern and western edges of Marshall. This would lessen the con-

MAJOR STREETS

RECOMMENDED CHANGES

Streets	Pavement Width in feet Existing	Proposed	Minimum Recommended R. O. W.	Parking Sides
ARCHER				
14th to 9th Sts.	36	48	100	2*
9th to 4th Sts.	66,36	66	120	2
4th to 2nd Sts.	36	48	100	2*
Extended (east & west)		48	100	2*
MICHIGAN - Sixth	22,28	48	80	2*
HICKORY	18	36	66	2
VINE	20	36	66	2
SIXTH to Michigan	28,36	36	66	2
"A" including SECOND to Spruce & south to limits	20	36	80	2
	none	36	80	none
"B" includes township road east to N. Y. C. railroad		36	66	none

NOTE: * Parking to be eliminated when traffic exceeds 5,000 in 24 hour period.

4th, 5th, 7th, Plum and Locust Streets are considered major streets and should have 36 ft. pavement as traffic in the commercial area warrants.

centration of traffic on Michigan. Sixth Street from the By-pass to Michigan should be a secondary collector street.

Vine and Hickory Streets would become the two major east-west streets. Streets in the central commercial area, including Fourth, Fifth, Sixth, Seventh, Plum and Locust, would also become major streets.

TRAFFIC

The gridiron street pattern, typical of most midwest communities platted in the early 1800s, can be adapted for today's auto traffic if controls are properly established.

The Motor Vehicle Registration tabulation shows a 60% increase of total vehicles for the State in the period between 1945 and 1953. The increase in Clark County for the same period was 43%. Most of this increase is found to be in passenger cars, trucks and buses. Of the 7,244 registrations for the county in 1953, 5,254 were passenger cars and 1,741 were trucks and buses. Country-wide, trailer and semi-trailer registration has been decidedly on the increase. Illinois showed a 140% increase in the 1945 to 1953 period. Marshall, being on a major truck and bus route and also serving as a shopping center, will therefore be basically concerned with passenger cars, trucks, buses and semi-trailers.

Traffic Regulations

Traffic signs in the city generally follow a pattern. However, there is a scattering of unnecessary stop signs in some areas where streets are not through streets. It has been the experience of many cities that when stop signs are indiscriminately scattered about, people soon tend to disregard them. Therefore, it is recommended that stop signs be removed from all streets that are not to be major streets. If there is some vital need for them, then they could be supplanted with "Yield Right-Of-Way" signs. The map "Traffic Signs" shows where such signs are located.

Speed limit signs generally follow the traffic routes and are in proper sequence entering and leaving the city.

The New York Central Railroad crosses several of the city streets. There is an underpass at Vine Street and an overpass at the new U. S. Route 40. Pine, Maple and Sycamore Streets have grade crossings without lights. However, the traffic on these streets is relatively light.

There are school signal lights at the South School which, since Sixth Street will always remain a traffic street, should always be used. The only one-way streets in town now are alleys at the north side of the commercial section.

There is some trucking to the commercial area on old U. S. Route 40 and Route 1, but most heavy truck traffic now avoids the city, using the By-pass. Trucks to the electronics plant usually use Vine and Second Streets as shown on the "Transportation" map. Very few trucks from the Velsicol Company pass through the city. Hence, it appears that trucking is not a major problem of the city today.

Traffic Flow

The most recent traffic count for the entire city was taken by the State in the year 1950. The State estimated that by the year 1956 this would be increased by 20%. The map "Traffic Flow" shows the volume of flow that would have been in Marshall this year if Route 40 By-pass had not been constructed. Particularly noteworthy is the volume of traffic on Archer Street in the commercial area.

Some of the streets, particularly those in the vicinity of the commercial area, will not have been affected by the opening of the By-pass. They will continue to carry roughly 1,000 to 2,000 cars per 24 hour period.

Since the city plan endeavors to look ahead 20 years, traffic flow in the year 1976 is shown on the traffic flow overlay map. This indicates an increase in traffic volume on the north and south entrances to town on Route 1 of 75% and an increase on old Route 40 of 45%. It also shows smaller increases on Second, Sixth, Maple and Vine Streets.

New traffic counts were taken at the extremities of the city in 1953 and the overlay shown in brown indicates the much smaller volume of traffic projected for Archer and Sixth Streets in the year 1976, a volume far less than that existing in 1950. If a north-south by-pass should be constructed during this period, it would also further relieve north and south traffic through Marshall.

A rather peculiar traffic situation is shown on Route 1 as it approaches the center of the city, both from the north and from the south, in that the traffic figures show that the volume decreases. Such a situation would be contrary to most usual traffic flow situations. A count was taken again in the year 1951 which showed an increase on Michigan Street as it approached Archer, rather than a decrease. However, there was still a small decrease shown at the intersection of Pine and Michigan.

Before the need for a north-south by-pass can be determined, an

origin and destination count would have to be made. It is quite likely that much of the traffic on Route 1 passes through the city without stopping and when considerable volume is present a by-pass route would be economically justified. However, in the year 1953 there was almost twice as much traffic on the old U. S. Route 40 as there was on Route 1. Therefore, it is very unlikely that a north-south by-pass would be justified for some years to come.

Several other items are of importance in the proper flow of traffic through the city. Good illumination of the traffic ways and intersections is imperative. Also, proper sight distances and adequate curb radii at intersections so that cars can turn into the proper lane is desirable. The two latter items are set up and made mandatory in the new street developments by "Subdivision Regulations".

SCHOOLS

Consideration is given to schools in the city plan only in so far as they affect the general plan of the city. Location, si of site, adaptability of the site for both school and recreation purposes, and the schools's place in the capital improvement program constitute the principal items for investigation.

Physical composition of the city and population determine the locations and size of sites for the public schools.

The median school years completed by people of Marshall (9.1) is slightly below that of the State, but higher than Clark County as a whole (8.7).

Actual figures cannot be used in comparing population to the number of school children, since the School District includes a larger area than the City itself. However, previous surveys have indicated that approximately one-fifth of the population is in some part of the school system. All children entering the school system do not necessarily complete the full twelve years. Acceleration, retarding of pupils, cost of attendance, religious restrictions and holding power of the school are some of the factors which influence the school population.

From the "Attendance by Groups" chart it may be seen that of the total number of children in school 8.3% are in kindergarten, 52.4% are in the first six grades, 15.7% in the seventh and eighth grades and the remaining 23.6% are in high school.

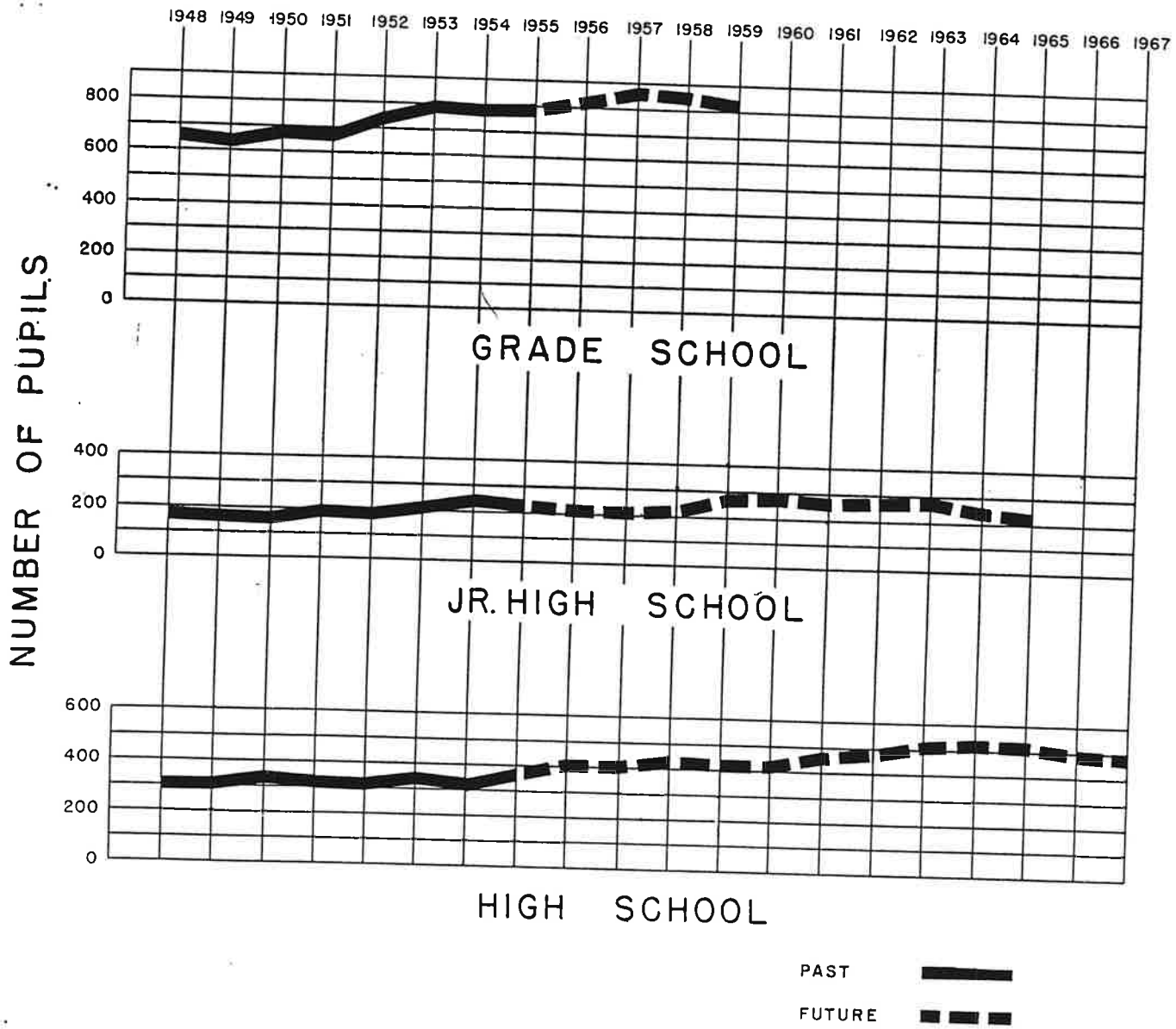
"The Holding Power Percentage and Projection of Enrollment Data" chart bases the future pupil population upon those already in the school

ILLUSTRATION OF AVERAGE ENROLLMENT PERCENTAGE AND ESTIMATE OF TOTAL ENROLLMENT

GRADE	1948	1949	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
1st	134	115	124	108	135	155	143	145	146	150	116	130											
2nd	126	121	118	125	115	150	154	143															
3rd	104	119	126	115	145	108	142	136															
4th	126	93	121	125	116	143	113	142	845	887	868	843			101.6%								
5th	99	118	94	130	126	119	134	113															
6th	86	98	114	89	125	134	117	129															
Sub-total	679	664	699	692	762	809	803	808															
7th	106	88	97	119	91	135	141	113	126	110	137	158	145	147	148	153	118	132					
8th	90	100	86	93	115	99	123	136	236	233	243	291	299	288	291	297	267	245	98.6%				
Sub-total	196	188	183	212	206	234	264	249															
9th	81	89	111	98	94	117	100	123	144	115	129	112	140	181	148	150	151	156	120	135			
10th	87	83	89	100	86	89	104	97															
11th	81	83	80	77	88	78	82	96	431	429	455	445	441	482	499	533	543	538	514	500			
12th	75	77	83	72	71	80	58	73	88	76	93	109	87	97	85	106	122	112	113	114	89.0% 118	91	102
Sub-total	324	332	363	347	339	364	344	389															

Source: Office of Supt. of Schools

TOTAL ENROLLMENT DISTRICT C2



system. An average of 101.7% of those enrolling in the first grade start the seventh grade. The only explanation for this increased enrollment seems to be the increase in population, since the country school students are included in the chart. However, all country schools may not have been included, thus influencing the figures. 102% of the children entering the seventh grade, enter the ninth grade. Here, too, population increase must account for this latter figure. In the High School the situation is quite different. Only 75.5% of those entering the ninth grade enter the twelfth grade. According to the chart, the peak load will come for the Junior High when 158 will enter the seventh grade in 1959. These figures are based upon the number of children entering the first grade in 1953. This same group will enter high school in 1961, but according to the percentage usually dropping out of school, only 122 of this group will graduate.

The chart "Total Enrollment" shows the peak load of 887 pupils for the grade school in 1959. The Junior High peak is between 1959 and 1964, while the High School's peak comes from 1963 through 1967.

Conclusions from the population survey indicate that by 1975 it could be expected that there would be approximately 968 more people in Marshall than at present. One-fifth of these (193) could be considered to be school children. Taking the average percentage from the "Attendance" chart, 8.3% (16) will be in kindergarten, 52.4% (101) will be in the first six grades, 15.7% (30) will be in junior high and the remaining 46 will be in high school.

Marshall schools are operating on a 6-2-4 basis, with a single kindergarten in the Ohio School. It is anticipated that when the addition

ATTENDANCE BY GROUPS
MARSHALL, ILLINOIS

	Kindergarten		Grades 1-6		Grades 7-8		Grades 9-12		
Years	Pupils	%	Pupils	%	Pupils	%	Pupils	%	Totals
1948-49			679	56.6	196	16.4	324	27.0	1199
1949-50			664	56.0	188	15.8	332	28.2	1184
1950-51			699	56.1	183	14.7	363	29.2	1245
1951-52			692	55.3	212	17.0	347	27.7	1251
1952-53	109	7.7	762	53.8	206	14.6	339	23.9	1416
1953-54	125	8.1	809	52.8	234	15.3	364	23.8	1532
1954-55	130	8.5	803	52.1	264	17.1	344	22.3	1541
1955-56	139	8.8	808	51.0	249	15.7	389	24.5	1585
Average		8.3		52.4		15.7		23.6	

SCHOOL DATA, MARSHALL, ILLINOIS

School	Date Built	Pupil Capacity	Number Classrms	Grades	No. Pupils in 1955	Acreage Incl. Bldg.	Standard Acreage	Add'l Acres Required
South	1910 1887	240	10	1-6	340	4.6	8.4	3.8
North	1895	240	9	1-6	317	1.5	8.2	6.7
Ohio	1927	100	5	K-2	212	.9	7.1	6.2
Clarksville			2	1-6	39	1.5		
Livingston	1917		1	1-3	29	.5	To be abondoned	
High School	1926 1947 1949	300-400	17	9-12	339	16	13.9	7.9
Jr. High (New)	1955		13	7-8	249		10.0	

Standards:

Elementary School - 5 acres, plus 1 acre for each 100 pupils
Secondary School - 10 " " " " " " " "
Jr. High School - 7½ " " " " " " " "

to the South School is completed the Ohio School will be used solely for kindergarten.

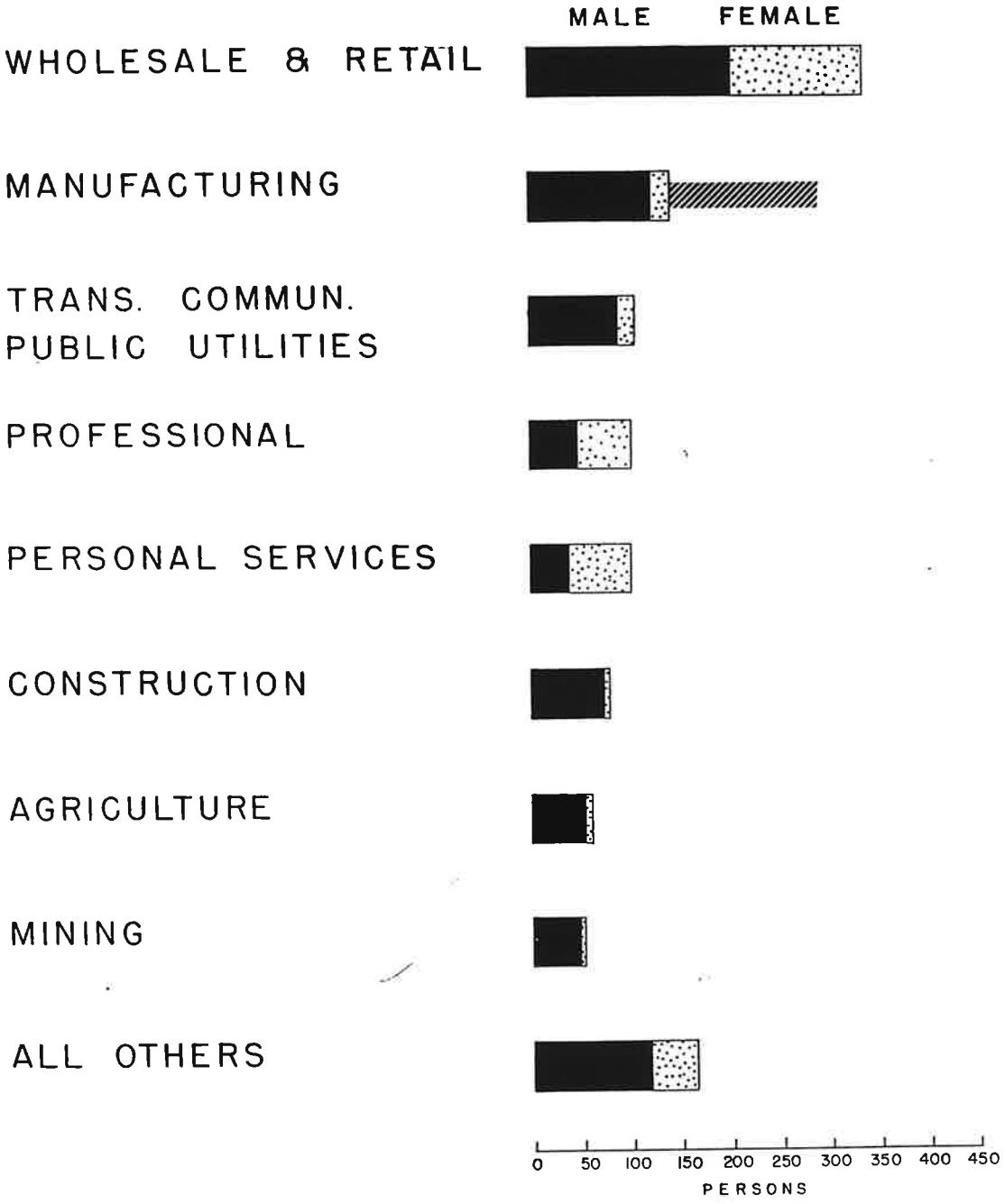
Elementary schools should not be farther than one mile apart so that no child will have to walk more than 1/2 mile from home. Standards for elementary school grounds set up a minimum of 5 acres with an additional acre for each 100 pupils. *

According to the statistics of the chart "School Data, Marshall, Ill.", none of the school playgrounds have adequate acreage. South School, with its present number of youngsters, needs 3.8 additional acres. North School lacks 6.7 acres and Ohio 6.2 acres. With the addition of the children from the two country schools that are to be abandoned and the first and second grades now at the Ohio School, the acreage requirements for the South School will be increased. Since the grounds at the North School are exceedingly inadequate and the area surrounding is built up making purchase prices prohibitive, it is recommended that consideration be given to eventually abandoning it. The present building, built in 1895, is inefficient, a potential fire hazard, and has outlived its normal period of usage.

Land in the northeast section of town that is at present undeveloped is recommended for consideration as a future school site. This site will bring the majority of the city within the one-half mile walking radius prescribed for elementary school children. Currently, the North and South Schools overlap considerably in their service areas.

* Bureau of Research and Service, College of Education, U. of I.

MARSHALL



EMPLOYMENT

▨ = 1955

SOURCE : U. S. CENSUS - 1950

If the High School property were being used strictly for high school purposes, its 16 acres would be more than adequate. However, the existence of the Junior High on the same site makes the acreage requirements considerably higher, as noted on the chart "School Data".

If Marshall continues to grow and students increase in numbers as might be expected, these grounds for the schools will become even more inadequate. Thus, any possible means of securing more land for the schools should be investigated. When a Park District is established for Marshall, joint efforts of both the School Board and the Park Board could purchase playground property.

Currently, the School District is about up to its bonding power. However, $2,000,000 will soon be added to the assessed valuation of the District and portions of the current bonds are being retired. Thus, approximately five years from now it will at least be legally feasible to construct another elementary school.

RECREATION

The people of Marshall realize the need for recreation and have done their best to fill this need with the limited funds available.

The purposes of recreation vary with each age group.

Children and Youths - to insure proper physical and mental development; to combat juvenile delinquency.

Young Adults - to relieve the stress and strain of adjustment to business and married life; to attract them to work and reside in the area; to fill the increased leisure time due to reduced working hours.

Adults - to aid in mental and physical regeneration of this growing segment of our population.

Regional Recreation

A wide variety of regional recreation is available within easy driving range of Marshall. On the "Regional Influences Map" we find the following:

The cities of Mattoon, Charleston, Paris, and Robinson in Illinois, and Terre Haute, Clinton, and Sullivan in Indiana have public parks and sports areas. These areas are basically for the use of residents of the individual cities. There are lakes near Mattoon, Charleston, and Paris.

There are two Lincoln Shrines near Charleston, They are: Lincoln Log Cabin State Memorial & The Moore Home State Memorial.

Fox Ridge State Park - 690 acres. It is located near Charleston and provides a wide variety of recreational activities including hiking, picnicking, fishing, camping, and nature study.

Lincoln Lake Park - is a new state conservation area of 960 acres. It is located three miles southwest of Marshall. It is to be opened to the general public in 1956. A 186 acre lake has been constructed for boating and fishing. Improvements will consist of a lakeside picnic and camping area. A few Marshall residents were instrumental in bringing about the establishment of this park.

Shakamak State Park and Sullivan Green State Forest - to the southwest of Marshall in Indiana.

There are a number of private recreation clubs located along the Wabash River and adjacent to the larger towns and cities in the region. These are basically golf or hunt clubs with restricted membership and designed for adult use.

Commercial and Semi-Public Recreation

The commercial recreation in Marshall consists of one motion picture theater and three pool halls.

Semi-public organizations are active in providing forms of year-round recreation.

The Lion's Club has sponsored the development and operation of two tennis courts near the Catholic Church, and the newly constructed swimming pool and youth building located at the Fairgrounds.

The American Legion has developed a nine-hole golf course and a modern Legion Hall.

Other active organizations include the Masons, Odd Fellows, Moose and Rotarians.

Two baseball leagues - the Little League for 8 to 12 year olds and the Babe Ruth League for 13 to 16 year olds - are sponsored by various commercial and semi-public groups. The Velsicol Company has sponsored an adult soft ball program.

City Recreation and Parks

It is difficult to establish a ratio of park-recreation land to the population of any given area. However, the National Recreation Association has recommended one acre of land for each 80 persons in a community. Applied to Marshall, the needed land would be 40 acres in 1956 and 70 acres in 1975. This area would be for active types of recreation.

Exclusive of the schools and the fairgrounds, Marshall has one-half acre of park land today. This is entirely ornamental, consisting of small triangular areas at road intersections.

Having no park district funds for purchasing parks or their maintenance, money now has to be voted from the general fund or donated by private or semi-public groups.

Elementary School Playgrounds

As discussed in the "School" section, there is a definite lack of area for play space at both the North and Ohio Schools. These two schools have a total of 1.5 acres for play. They should have at least 5 acres each.

The South School now has nearly 4 acres of play space.

The schools have play equipment areas including the following:

North School - Basketball court, parallel bars, 9 teeter-totters, 8 swings.

South School - Basketball court, 2 sand boxes, merry-go-round, 8 swings, 10 teeter-totters.

Ohio School - 1 sand box, 1 merry-go-round, 4 teeter-totters, 8 swings.

PLAYFIELD

A new playfield of 7 acres in being constructed at the High - Junior High School. It will have a football field, one-fourth mile track, practice ball field.

By accepted standards, this area should be 16 acres to allow for segregation by age groups and by sexes. The site lacks a baseball field, tennis courts, archery range, golf practice, outdoor basketball, field hockey, etc. A general area for physical education should be included in the ultimate playfield design.

This expansion of the playfield could be accomplished by the purchase of land adjoining the present site or by dual use of areas in the Fairgrounds.

The FAIRGROUNDS

The Fairgrounds area now consists of approximately 38 acres. Twelve acres have been developed including the fairground buildings and a night lighted racing track. A dual Park-Fairgrounds use has been initiated with the inclusion of the Lion's Swimming Pool and Youth Building in the area.

Heating the new swimming pool water would extend the season so that

swimming instruction could be incorporated in the High School program.

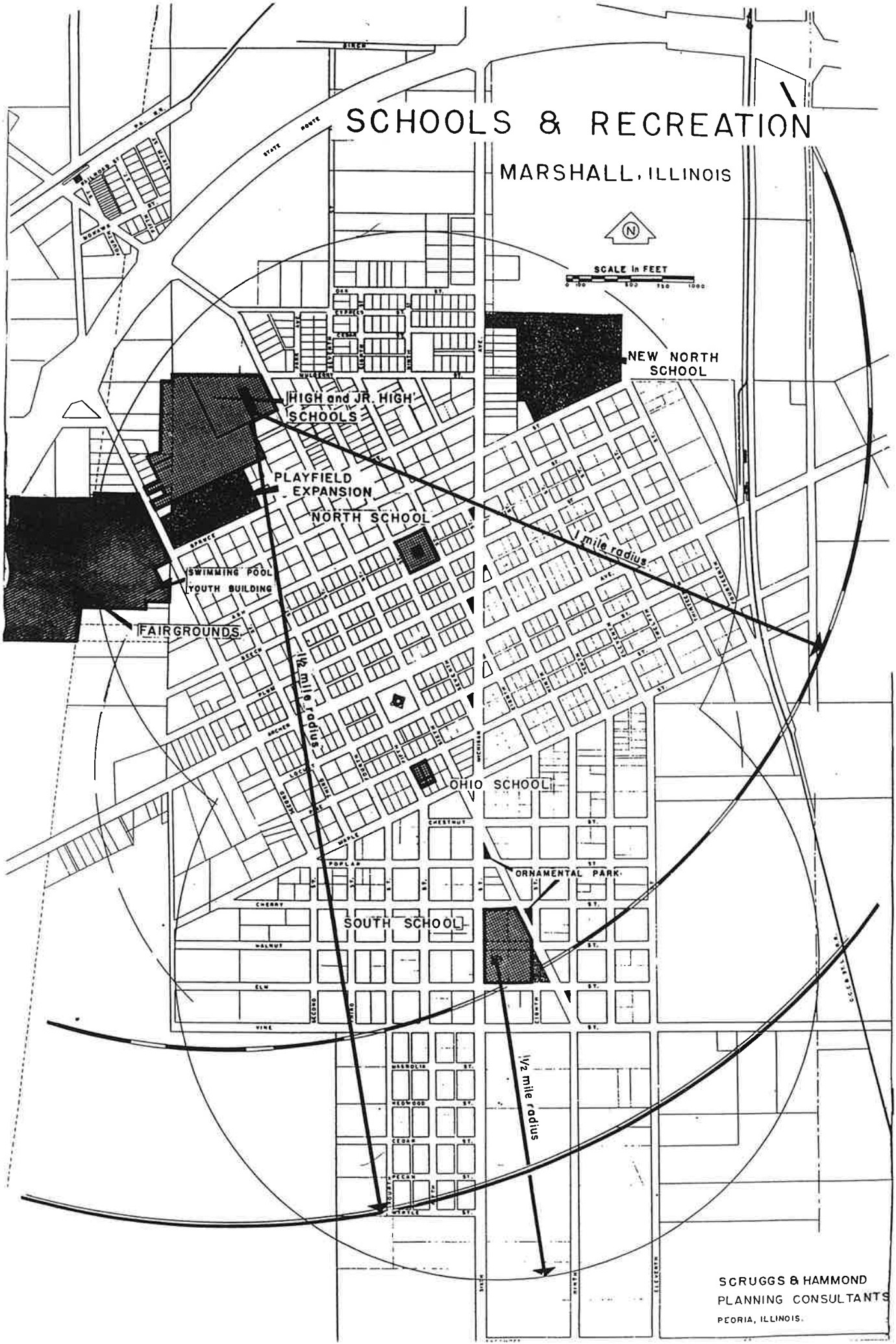
The newly purchased 26 acres will increase the size to an area large enough to expand the fair facilities and include additional park improvements.

Marshall needs a large park. It should have at least 20 acres and be developed for all age groups. It should be centrally located. Most of the acreage should be fairly level and well drained for sports and games. Development would include an area for field games (baseball, hockey), court games (tennis, basketball), play equipment, roque, horseshoes, camp fire circle, and picnic area. Inasmuch as the Youth Building and swimming pool are now located on the Fairgrounds, it is possible this area could include many of the facilities found in a large park and eliminate the need of purchasing a new tract.

RECOMMENDATIONS

It is recommended that a Park District be established to conform with the present area of the Elementary School District. The Park District would be a taxing body with a possible tax income of approximately $28,800 - (0.1% for general recreation and 0.05% for recreation supervision). These funds would be used for park maintenance, supervision of recreation, and limited capital improvements. For any large expenses, such as land purchase, or new site development, a Park District can issue bonds by referendum up to 5% of the tax assessment. A Park District (Elementary School size) would then have the bonding capacity of $960,123 in 1956, based on the assessed valuation of $19,202,458.

The timing of the creation of a Park District is very important.


SCHOOLS & RECREATION
MARSHALL, ILLINOIS
N
SCALE in FEET
0 400 800 1200 1600
NEW NORTH SCHOOL
HIGH and JR. HIGH SCHOOLS
PLAYFIELD EXPANSION
NORTH SCHOOL
SWIMMING POOL
YOUTH BUILDING
FAIRGROUNDS
1 mile radius
½ mile radius
OHIO SCHOOL
ORNAMENTAL PARK
SOUTH SCHOOL
½ mile radius
SCRUGGS & HAMMOND
PLANNING CONSULTANTS
PEORIA, ILLINOIS.

The Park District would be of benefit to people outside the city by furnishing funds for rural parks and playgrounds.

A citizens' advisory committee should keep the Park Board advised as to what the people want.

Park and School coordination for full time use of school buildings and grounds is proving to be the logical way of getting the most benefit from the taxpayer's dollar.

The Park District could assist the School District by purchasing a new school site in the northern section of Marshall. Playgrounds could be developed and the school built as soon as the school fund became available.

The new school building should be planned so that parts such as the gym, auditorium, shop, storage rooms, cafeteria, library, and toilets can be utilized by the Park District for non-school period recreation use.

The Park District Board should work together with the School Board in analyzing new school buildings and site plans.

Supervision - A Park District has the important responsibility of teaching the people of all ages how to play and how to properly use the recreational facilities provided. A professionally trained recreational leader is needed to accomplish this mission. With the possible current income of $9,600, a Marshall Park District would be able to employ such a supervisor with several necessary assistants for the summer months, as well as purchasing the necessary recreational equipment.

Street Trees - There should be an active and continuous tree planting and maintenance program under the direction of the Park District coordinating with the Street Department. This program might include assisting the home owner in the purchase, planting, and care for his front yard trees.

INDUSTRY

There are two major industries in Marshall today, the petroleum products plant and an electronics company. The opening of the electronics company changed the employment picture in Marshall, with the largest number of people now being employed in industry, whereas previously they had been employed in retail trade.

Marshall lies in the largest industrial region in the country with its greatest concentration around Chicago. It has already felt the effect of decentralization with the coming of the electronics plant as a decentralized Chicago company.

Since the farm population is dropping, it seems unlikely that retail trade will expand from this source and, if Marshall is to continue growth to any appreciable extent, such growth will be brought about by the expansion of industry. An industrial expansion in the region of Marshall would have a decided effect upon the city.

The chart "Business Patterns for Clark County" indicates that manufacturing now employs the largest number of people (753), with the largest payroll, $630,000. Retail trade follows with 628 people; however, here the payroll is only $290,000. Manufacturing also leads in the employee size class where there is one plant with more than 250 employees and two plants with more than 100.

The "Land Use" section of the City Plan indicates that only a very small portion of the land, about five acres, is used for industry. This totals approximately .75% of the total land in the city itself. 6% of

CLARK COUNTY

BUSINESS PATTERNS - FIRST QUARTER 1953

	No. Employees	Payroll	Units Reporting
Manufacturing	753	630,000	21
Retail Trade	628	290,000	164
Mining	319	290,000	25
Contract Construction	155	164,000	20
Services	139	44,000	59
Public Utilities	99	62,000	16
Finance, Ins., Real Estate	73	38,000	18
Wholesale Trade	64	39,000	20
Agri. Services, Forestry & Fisheries	24	13,000	5

Employee Size Class

	0-3	4-7	8-19	20-49	50-99	100-249	250-499
Manufacturing	10	6	2			2	1
Retail Trade	107	38	17	2			
Mining	12	3	6	2	2		
Contract Construction	14	5				1	
Services	49	7	3				
Public Utilities	11	2	2		1		
Finance, Ins. R. E.	11	3	4				
Wholesale Trade	12	7	1				
Agri. Services, Forestry & Fisheries	2	2	1				

Source: "County Business Patterns" First Quarter 1953

the land is a much more customary usage. There is opportunity today to plan for larger industrial areas and to zone those lying inside the city.

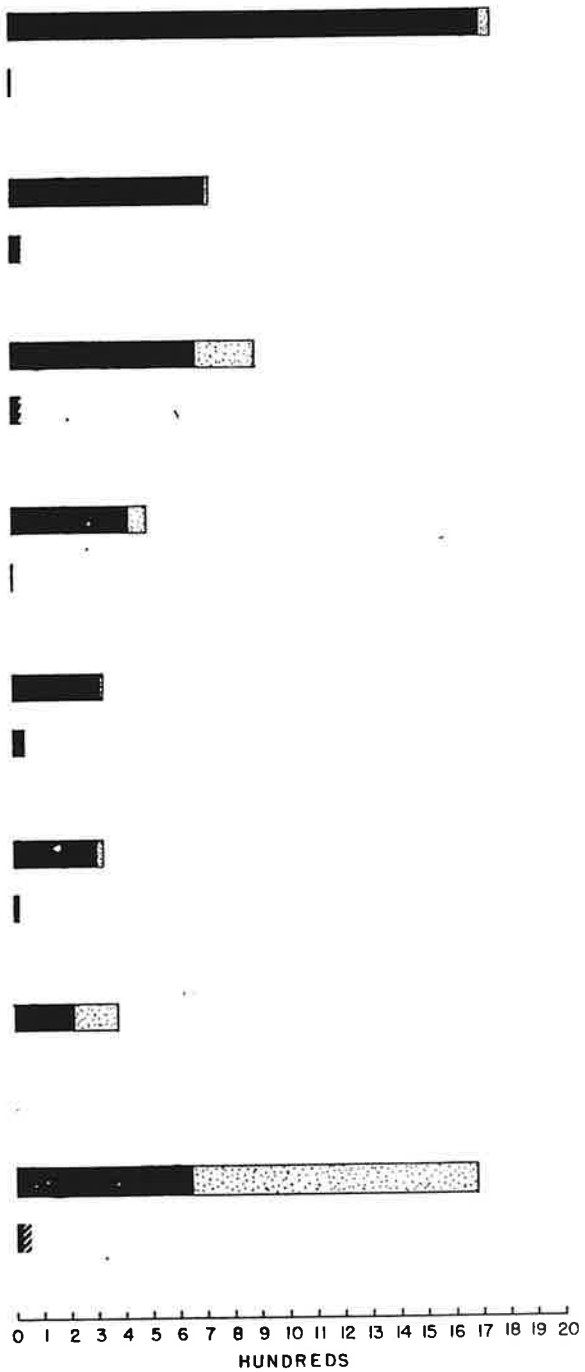
Today industry is looking for large areas of land free from residential or spotty commercial growth. When industry has sufficient land for expansion, it can bring about an orderly development and investments will be protected from the possible deteriorating uses of surrounding property.

Generally it will be desirable to zone light industrial areas along the existing railroads. Heavy industrial areas should be further away from the city, particularly where the prevailing winds will blow odors away from the residential sections.

There is some spotting of light industry through the city today, particularly in the vicinity of the commercial area. Velsicol, the largest industry, is situated well beyond the city limits to the north. The electronics plant has been constructed in the southwest corner of the city. Velsicol employs a large percentage of men, while the electronics plant employs basically women. Quite a number of these women live in the county rather than the city itself, so it is unlikely that there is any large amount of unemployment in the general area today. It can also be noted in the chart "Employment for Clark County," from the U.S. Census, 1950, that there are only a small number of craftsmen, operatives, and laborers unemployed.

The chart entitled "Employment for Clark County" shows that farming with 1,762 people leads in the county, followed by operatives with 892, and craftsmen with 724. 220 of the operatives are females.

CLARK COUNTY



EMPLOYMENT

SOURCE : U.S. CENSUS 1950

330 were laborers. Any new industry coming to Marshall would have to draw most of its employees from outside areas.

The availability of water, sewage, housing, schools, and recreation is very important in attracting new industries to the area.

Various cities throughout the country are making a tremendous effort to attract industry. There are more than 800 different industrial development agencies in the United States, not counting the local chambers of commerce. The U.S. Chamber of Commerce states that approximately 82% of all industrial expansion comes from within the community itself. Therefore, it is very desirable to further the growth of local industry and give assistance to any local enterprise starting out.

Marshall is fortunate in having two railroad lines; one a major line. Industrial property should be planned along the railroad property. Another great asset is the city's location on one of the major east-west cross country routes, making it very convenient for trucking to serve the area. There is an immediate need for a small amount of air transportation since one of the local plants must send to Terre Haute for such facilities.

Agricultural statistics in 1953 and 1954 for Clark County indicate that CORN is by far the leading product in the county with a valuation of $4,000,000. This is followed by SOYBEANS valued at roughly $3,000,000 and then ALL CATTLE with a valuation of $2,000,000. It is noticeable that the value of all products has decreased for the year 1954 with the exception of OATS and RYE which have tripled their value in 1954 over 1953.

CLARK COUNTY

AGRICULTURAL STATISTICS 1953-4

	Value 1953	Value 1954
Corn	$ 4,384,600	$ 3,660,100
Soybeans	3,147,800	3,071,100
All Cattle	2,137,900	1,902,300
Wheat	1,437,100	1,363,100
Hogs	1,299,100	1,269,600
Milk Cows	779,500	615,200
Hay	485,000	372,600
Chickens	293,000	196,400
Sheep	46,400	40,800
Horses & Mules	43,500	44,750
Oats	34,300	109,500
Rye	16,000	51,000

Source: "Illinois Agricultural Statistics"
Annual Survey 1954

As noted in the "Regional Influence" section of the Plan, the U.S. Forest Service states that about 42% of the county is potential forest land. Should this natural resource be developed, forest products might eventually become an industrial potential. Light industrial areas should be located in the city itself, particularly along the north and south railroad line and there is room for limited expansion around the electronics plant. The major heavy industrial area has been planned north of Route 40 where the two railroads cross, generally in the area of the Velsicol plant. This will give an opportunity for unlimited heavy industrial expansion to the north, leaving the southern area available for housing.

In summary. The city has recently attracted a fine industry and its effects are very noticeable in the area. Further industrial expansion will benefit the community by adding to the payroll, making it possible for the young people coming into the labor force to remain in the area, increasing the retail revenue, adding to the tax revenue, and possibly diversifying industry.

Continued expansion of industry will require added responsibilities, new expenditures for roads, sewers, possibly schools and recreation, and additional housing will be needed.

A large amount of new land has been planned for industry. The land passing through the city should be zoned for light industry and kept free from commercial and residential growth.

Further diversification of industry will be desirable for the community and all possible stimulation should be given to the development of new industries that may originate within the community.

COMMERCE

A relatively small percentage of the land used in the city is devoted to commerce - (2.34%). 3% is a customary figure and it is possible that the lower percentage in Marshall may be attributable to the relatively large amount of vacant land in the city.

Commerce clusters generally in the vicinity of the Court House square and along Archer Street. There are also commercial properties that are beginning to scatter out through the city, particularly in the northeast section. These types of developments are detrimental to the property values of the surrounding residences. They can be controlled by zoning when it is approved.

The overlay of the "Commercial Area" map indicates land proposed for commercial purposes and it takes the rough form of a square extended slightly to the southeast. The land suggested for this use is large enough to take care of foreseeable expansion needs.

In the large scale map of Marshall, two additional commercial areas have been designated. These areas are located so that they will be on the edge of several neighborhoods, thus serving these neighborhoods equally well. Such areas are considered to be local shopping centers and should be five to six acres in size. It will not be economically feasible to develop them until they could serve a minimum of 750 families. Possibly merchants in the square would establish branch locations there. The shopping centers could be composed of a supermarket, drug store, dry cleaner, beauty parlor, shoe repair, laundry, possibly a variety store,

RETAILERS OCCUPATION TAX LIABILITY

INCURRED IN JUNE 1954

City	No. of Txpyrs	Total Tax Rec'ts	General Mdse	Food	Drinking & Eat'g Places	Apparel
Marshall	120	8,849.84	273.29	2,031.68	710.67	157.77
Casey	128	9,716.48	363.55	2,625.97	678.64	226.70

INCURRED IN JUNE 1955

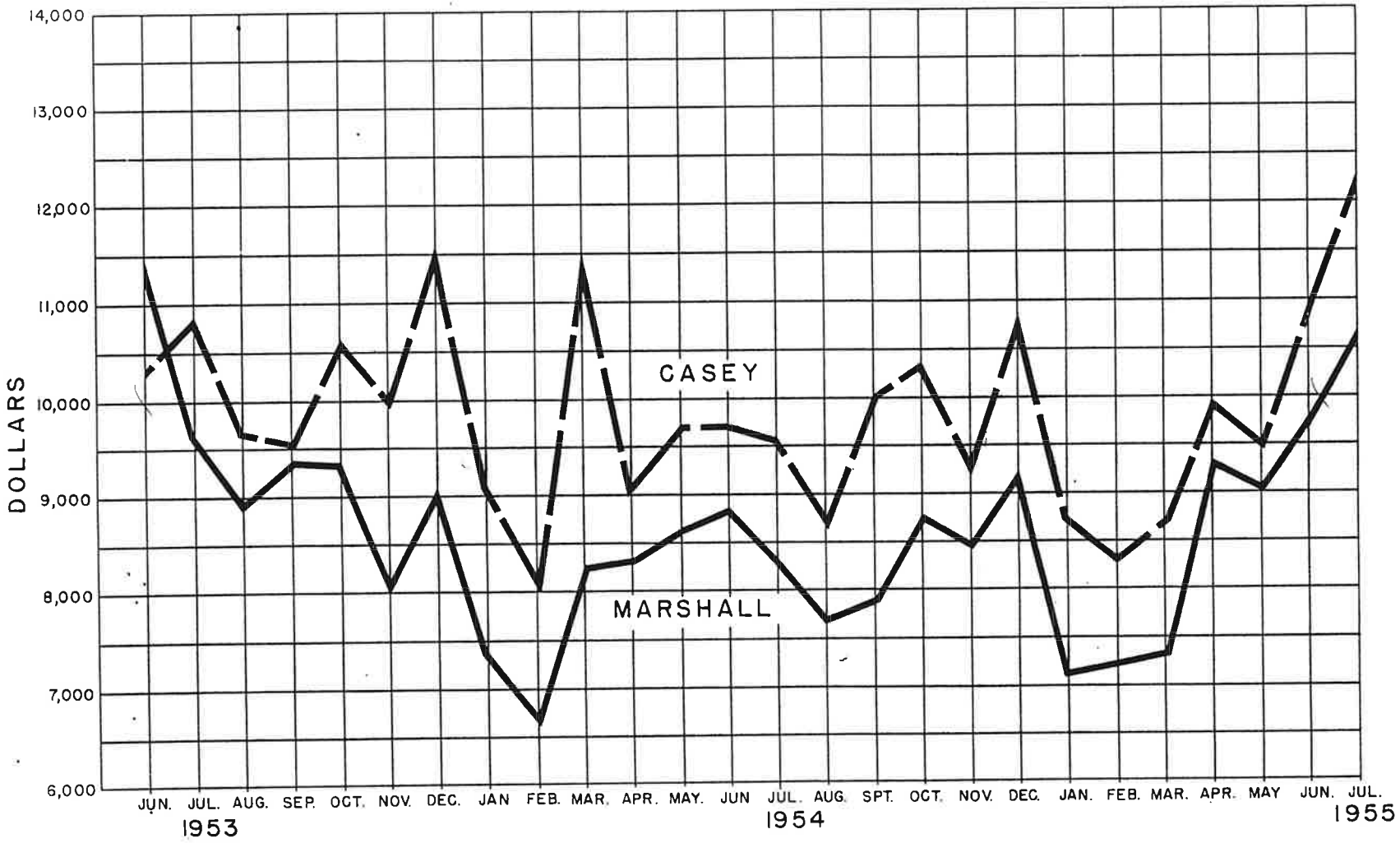
City	No. of Txpyrs.	Total Tax Rec'ts	General Mdse	Food	Drinking & Eat'g Places	Apparel
Marshall	123	9,802.34	263.51	2,922.43	799.31	144.56
Casey	126	10,989.50	291.47	3,133.01	846.25	236.55

JUNE 1954 (Continued)

Furniture H.H. & Radio	Lumber, Bldg. Hardware	Automotive	Filling Station	Wholesaler Mfr.	All Others
420.20	1,480.65	1,488.57	1,677.01	244.67	365.33
590.28	1,459.68	1,613.01	796.10	734.40	628.15

JUNE 1955 (Continued)

Furniture H.H. & Radio	Lumber, Bldg. Hardware	Automotive	Filling Station	Wholesaler Mfr.	All Others
465.89	1,216.08	1,697.27	1,666.73	164.18	462.38
612.14	1,686.63	1,948.79	748.59	817.80	668.27



SALES TAX

SOURCE: STATE OF ILLINOIS DEPT. OF REVENUE

a bakery - if not in the supermarket, and a filling station.

The chart "Retailers Occupation Tax Liability" gives a comparison between Marshall and Casey and also compares taxes in 1954 and 1955.

In total tax receipts, Casey leads Marshall by approximately $1,000 in all categories except filling stations. It is very evident in both cities that food has the highest sales volume, followed next by automotive, then lumber, building, and hardware. The tremendous influence of the automobile is particularly noticeable, its volume exceeded only by food sales. It is possible that Marshall has a slightly lower sales volume than Casey because of its proximity to the much larger city of Terre Haute.

The chart "Sales Tax," with the exception of June, 1953, shows graphically that Casey leads in dollar sales, although the two follow very closely in the peaks and depressions. Neither Casey nor Marshall show much of an increase in sales in 1954 as have several cities recently studied by this office. However, there is a definite upward trend shown in the months of May, June, and July in the year 1955.

In trading centers such as Marshall, the taxes paid to the city from the commercial establishments may amount to as much as one-fifth of the total tax revenue. It is therefore very important to maintain an even increase, if possible, of the values in the commercial areas. In the future, these values can be maintained by adequate parking areas serving the main shopping district centers. If this parking is not available, merchants will build small shopping centers outside the city where land is cheap and parking areas adequate in size. When such outlying

areas are constructed in any size, they tend to pull customers away from the central area, which gradually reduces the central area values and resultant tax receipts to the city. Thus, it is a very important problem to develop close-in, sizable parking areas in the vicinity of the commercial square.

Today, most up-to-date shopping centers construct parking areas on a two-to-one basis; that is, twice the amount of land is available for parking as is in store floor area. Even higher ratios are desirable if they can be financed.

Many cities now are developing parking areas for their commercial districts through the use of city funds. Such funds are frequently derived from the income produced by street parking meters. In a city the size of Marshall, it might be necessary for both the merchants and city to combine resources in order to secure a parking area. The city might purchase or lease the land and the merchants develop it.

The map "Commercial Center" illustrates the large amount of land necessary in the long term picture for parking areas. Currently the parking situation in Marshall is approaching a saturation point, particularly on Fridays and Saturdays when shopping reaches its peak for the week.

Much could be done in the commercial center to make it more attractive. The relatively inexpensive suggestion of painting all the store fronts along Archer Street with one color would immediately make Marshall an outstanding city. Marshall, like most other American cities, has little in its commercial area to distinguish it from any other city of comparable size.

A good potential for promoting interest in the commercial area was noted in a recent book written on U.S. Route #40 which commented on Marshall as being distinctive for its gay 90's period of architecture in the city square. These buildings could be rehabilitated and all new buildings constructed in the same style, thus giving Marshall a very distinctive character - one of sufficient interest to attract the tourist. The whole commercial area could be done in this style and with proper publicity Marshall could well capture interest and additional tourist trade because of its unique shopping district. Such a movement would take the cooperation of all the merchants over a number of years and should be started at once before too many modern style business fronts make their appearance.

Summary and Recommendations.

1. The large commercial area in the city should be the downtown area in the vicinity of the court house. Many years from now, when the city has grown adequately, it will be desirable to build local shopping centers.

2. Due to the proximity of Terre Haute, the merchants of Marshall will have to make more than ordinary efforts to keep up their sales volume.

3. Zoning will control the hit or miss location of small commercial areas and help maintain the values in the commercial center today.

4. Parking areas should be gradually built up so that the commercial center will be able to provide easy and quich access to its stores and always be competive with any outlying shopping districts.

UTILITIES

Utilities are one of the most important services in the city. Each inhabitant benefits in numerous ways from good utility systems and even the growth and health of the entire city are greatly influenced and directed by the utilities.

The expansion of a city is regulated by employment, housing, and desirable attractive surroundings. Utilities are a prime factor influencing all these requirements.

Industry must have, in most cases, access to the various types of public utilities; both to aid in its production and to serve the housing necessary for its employees. With the addition of industry to a city, expansion of housing usually occurs. Thus adequate utilities become a requisite if a wholesome, healthy expansion is to take place within a city.

Lack of sanitary sewers or water service breeds slum conditions. This gradually spreads and whole neighborhoods deteriorate forcing attractive, desirable housing to be constructed elsewhere. Thus the utility services and their potentials are a vital factor to be considered by the citizens of Marshall.

Water Service

The source of water for Marshall is from two wells located east of the city. Both wells have been tested for an eight hour period; one well pumped 1100 gallons per minute, while the other pumped 1050 gallons per minute. Usual normal supply is 1000 gallons per minute

which gives Marshall a water potential of more than twice its present usage. Two years ago a curb was placed on the use of water. However, this was at a time when all the cities in the area were forced to do the same; whereas in Marshall the curb was asked of the citizens merely as a precautionary measure. The present two wells can be called upon for any moderate expansion in demand. Should a major user of water wish to start operation in the Marshall area, another well could be put in service within a matter of a few weeks to meet this demand. The water is there; it is just a question of tapping the source.

An 80,000 gallon standpipe gives Marshall an approximate three hour reserve of stored water. This standpipe is constantly being filled. Previously there was a problem in the transportation of water from the wells to the city. However, this recently has been remedied by the addition of a 12 inch pipe on Archer Avenue in addition to the original 8 inch pipe. In the event of a major increase in the amount of water consumption, the need for a reservoir of another standpipe should be investigated.

Water distribution thru the city is a problem in some areas. However, this problem is being taken care of with the addition of new mains on a piecemeal basis as need arises and funds become available. The water map shows some areas in and out of the city where little or no water service is present. However, these areas are not built up or have only a few residences. As more building occurs in the outlying area, the residents will be in a better position to get city water when it becomes economically feasible. In the future, the city should require that a subdivider install water and sewer lines before the subdivision is accepted into the city.

Sanitary and Storm Water Sewers

The present sewage treatment plants will be able to take care of a considerable increase in population and some industrial expansion. With the exception of the pumping system, the plants are not now operating at full capacity. The addition of a new pump is planned for this summer which will enable the plant to operate at full capacity should it become necessary. In the event of a large industrial or residential expansion in Marshall, the plants would be readily expansible to meet any foreseeable need.

The second aspect of sewage treatment is transportation to the plant. This will probably be one of Marshall's more pressing problems. The sewer map shows that sewer mains to some of the outlying areas are small and in some cases used to near capacity now. This is particularly true in the southern part of the city. The principal main to the south could not take care of any large influx of residences that might occur in that area. The northern part of the city is in a little better situation with a large main on Fourteenth Street. Very little additional main would be required. The outlying areas to the northwest, east and west are fairly well off with large mains running quite close. Sewers are being built and improved each year as funds permit. However, before Marshall considers any large program of sewer construction to any of these outlying areas, it would be desirable to have a survey and analysis of the total situation. The analysis should be made with the objective in mind to consider the probable direction and growth of the city, both residentially and industrially. A survey of this type will help prevent duplication

of expenditures; i.e., the construction of sewers to an area that in a few years would require larger ones.

The majority of the sewers in the city are combination storm water and sanitary sewers. There are only a few separate storm water sewers. In recent years no combined sewers have been constructed. This policy of keeping separate sewers should be continued in future construction. Combining sanitary and storm water sewer ever taxes treatment facilities during rainy weather.

Electricity

Electric power is generated by diesel engines and sold by the city. The plant is not operating at capacity and could stand an increase of approximately one-third of the present service. The city has had an increase in use of power of approximately 15% per year for the last three years. This increase is primarily caused by additional appliances, mainly air conditioners, and, of course, new customers play some part in the increase. This 15% increase in higher than the 10% increase experienced in previous years. Therefore, it is evident that within a few years the plant will be operating at capacity and another engine will have to be purchased and installed so that overhauling of equipment may be carried on without loss of power. The present plant could accommodate the installation of one more engine.

Gas Service

At the present time Marshall has no public gas service. There is, however, a possibility of the city securing natural gas from a pipe line northwest of the city. Aside from the fact that sale of gas would bring additional revenue to the city, it has the advantage of being considered the cleanest space heating fuel, which gives a cleaner healthier city.

HOUSING

In one way or another city planning involves housing in practically all of its various phases. Intermixing of land uses may be considered detrimental to each use, but especially is it detrimental to housing. Therefore, housing needs individual attention and a determination of the objectives to be reached. These involve protection and maintenance of present property values, elimination of blight, improvement of deteriorating units and provision of adequate sites for future residential expansion.

According to the 1950 U.S. Census there were 1,040 housing units in Marshall; 997 of which were occupied. 64.6% of these units are owner occupied and approximately 85% are single family, which makes the city predominantly single-family, owner occupied housing. 122 dwelling units are listed as two-family, which would indicate 61 two-family buildings; and approximately 14 buildings are used for multiple family dwellings.

By dividing the number of housing units into the total population an average of 3 persons per household results. This average divided into the estimated population increase by 1975 gives a probable need for 554 more housing units for population growth alone.

New residential developments should contain lots with a minimum area of 6,000 square feet. Thus 554 more units would require approximately 7.6 acres. With a vacancy in Marshall of 76.46 acres, plus 152.99 acres of farm land, there should be ample room for growth.

This is made even more apparent by taking note of the fact that the entire residential area of the city today constitutes 30% of the land and the current vacancy is 34% of the land. It may be, however, that some subdividers will develop land not now in the city limits, thus continuing the rather high vacancy ratio.

- It should also be noted that this 6,000 square feet residential lot is quoted as a minimum. New subdivisions should be planned with variations in lot sizes to suit the varying tastes and requirements of prospective buyers as well as add interest to the general appearance of the area. Then, too, curvilinear streets would add interest and variet, discourage through traffic, and reduce road costs.

A survey of the homes as to exterior conditions was made using five broad categories based upon adequacy of design and size, age, and structural condition. A classification such as this is necessarily rather loose since indoor condition and presence or absence of modern mechanical systems of plumbing, heating and electric wiring are necessarily omitted; and design and size are applied as factors only in the relatively few cases of penalty for obvious inadeauacies. Advanced age naturally appears as a penalty regardless of superficial renovation.

The categories established are:

1. Superior: new or exceptionally well maintained, of good design, on a large lot, of substantial construction and adequate size for a single family dwelling unit.

2. Excellent: older houses in excellent condition, or new houses lacking somewhat in adequacy of size or construction, or crowded on small lots.

3. Good: a broad category primarily consisting of average housing in relatively good condition, but including some new housing of bizarre design, inadequate size or light construction.

4. Fair: housing of advanced age or totally inadequate construction showing marked effects of blight.

5. Poor: recommended for immediate demolition.

1029 structures were classified in Marshall. The totals appeared as follows:

Superior	4	.4%
Excellent	45	4.4%
Good	801	77.8%
Fair	140	13.6%
Poor	39	3.8%

The total number of homes in the 4 and 5 (blighted) classes was 179. 39 of these were recommended for immediate demolition and the remainder are borderline cases showing definite signs of blight. The 1950 Census listed 104 units in Marshall as dilapidated, which is a considerable number for a city of its size. Only 19 dilapidated units were listed for Casey. The demolition of 39 units would bring the number of new housing units needed by 1975 to 593.

The most blighted area is in the southwest section of town on Fourth and Fifth Streets between Vine and Myrtle Streets. This small area contains 31 of the 39 units recommended for immediate demoltion. A slum clearance program is definitely indicated for this area.

Those units in the "Fair Class" are scattered throughout the entire city. Much could be done toward lowering this percentage by the establishment and enforcement of minimum housing standards. This, plus a concentrated action of property owner organizations should be very beneficial. Such organizations would consist of neighborhood committees composed of home owners. Concerted action is raising the standards of whole neighborhoods will maintain and even raise the individual property values. However, one dilapidated structure will lower the value of the entire neighborhood so it must be a unified action of the group.

It is felt that more Terre Haute workers could be enticed into the residential areas of Marshall if the blighted homes were either demolished or brought up to better standards. Sometimes people can live for years with blight ever increasing around them and be quite unconscious of it, but in the eyes of a prospective purchaser it is all too apparent.

Ravine land with tree cover is located both east and west of the city. This type of land is frequently desirable for higher cost residences. The land to the east of the city has an advantage today because it is close to the existing water line. Sizable lots, even as large as one acre, could be developed in this area.

The overlay of the "Housing" map shows the proposed location of future one-family, two-family, and multiple-family residences. Possible neighborhood expansion for residential purposes is shown on an overlay of the air photo.

CAPITAL IMPROVEMENT PROGRAM

The capital improvement program is the long range listing of improvements in order of their priority of execution. By capital improvements is meant the actual physical elements and equipment used by the city.

There are four principal sources of funds and control for public improvements in the community; the city, the school district, the municipal companies of water and sewers, and the electric plant. The closest degree of cooperation possible within legal limitations will help the populace to get the maximum return in services for the tax dollars.

TAX RATE COMPARISON
(Does not include school taxes)

	1953	1954
Casey	1.31	1.33
Marshall	1.04	1.06
Martinsville	1.77	1.99

The "Tax Rate Comparison" chart noted above indicates that without school taxes Marshall had the lowest rate both in 1953 and in 1954.

MARSHALL TAX BREAKDOWN
(1954, payable in 1955)

Marshall Township	.72
Corporation	.198
Library	.072
Band	.025
Garbage	.045
	1.06
School Dist. C-2	1.57
	2.63 Total Tax

The chart "Marshall Tax Breakdown" shows the total tax for Marshall, including the school district, as 2.63.

APPROPRIATION ORDINANCE
(May 2, 1955 ending May 6, 1956)

Streets & Alleys	$20,800
Fire Department	2,500
City Officials' Salaries	3,300
Police	11,250
Parks	500
Library	3,000
Band	1,000
Garbage Disposal	2,000
Municipal Light Plant	118,442
City Water & Sewers	190,000

The "Appropriation Ordinance" indicates how the money was appropriated for the past fiscal year. Aside from the light plant, water and sewers, and streets and alleys, the police protection cost the city the largest amount. It is readily apparent that school taxes outweight the total city tax.

Legal limitations are set upon the bonding power of the city. By referendum the city may issue general obligation bonds up to 5% of the assessed valuation. However, in a 20 year period there will be many additional families moving into the area thereby bringing in more property to be assessed, which will ultimately increase the bonding power of the city.

The Five Year Program includes projects scheduled for immediate consideration with suggested means of financing the cost. Expenses for widening and paving major streets have been intentionally omitted since special assessments and/or motor fuel taxes usually finance this work.

The Six Through Ten Year Program lists proposed projects according to types with some very rough estimates of costs. Even harder to delineate are the Eleven Through Twenty Year costs; however, the actual items that can be foreseen at this time have been noted in the program.

LONG RANGE
CAPITAL IMPROVEMENT PROGRAM

FIVE YEAR PROGRAM

Major Streets

Street	From - To	Recommendations*
Hickory	Second to Fourteenth	Widen and Pave
Vine	Second to Eleventh	Widen and Pave
Sixth	Route 40 to Michigan	Widen and Pave

* To be widened to the size shown in "Major Streets; Recommended Changes". Street pavement and widening to be financed by Motor Fuel Tax and special assessments.

Off-Street Parking

Parking lot in vicinity of Square (25 cars)	Estimated Cost
Financed by merchants & City	$9,000-$12,000

Water & Sanitary Systems

Continue expansion as current funds are available.

Electricity

New Engine. Funds from General Revenue.

FIVE YEAR PROGRAM (Continued)

Park District

Hold Referendum

Organize, using both general and recreation tax.

Purchase one-half school property NE section of city.

Estimated Cost $4,000 - $6,000

Slum Clearance

Demolish slum property in SW section of city.

Finance by private enterprise. Estimated Cost $35,000 - $40,000

SIX THROUGH TEN YEAR PROGRAM

Major Streets

Streets	From - To	Recommendations *
Archer	Fourteenth to Second	Widen and Pave
Michigan	Route 40 to Sixth	Widen and Pave

* Financed by Motor Fuel Tax & special assessment.

Elementary School

Build School in NE section of city.	Estimated Cost
Financed by Bond Issue	$270,000

Park District

Purchase land adjacent to High School for playfield expansion.	Estimated Cost
Financed by current funds	$6,000 - $9,000

Street Tree Program

Financed by individual citizens

6-10 YEAR PROGRAM (Continued)

Off-Street Parking

Additional parking near commercial area.

Financed by merchants and City.

County Planning and Zoning

Financed by County. Estimated Cost $18,000

Heliport

Create an Airport Authority.

Develop a heliport near industrial area.

Water, Sanitary & Electric

Expand as required.

ELEVEN TO TWENTY YEAR PROGRAM
(Projects Forseen at this Time)

Streets

New major streets as need arises.

Possible North-South Bypass.

Off-Street Parking

- Addition to commercial area.

EFFECTUATING THE CITY PLAN

A city plan is effective only in so far as the planning program is active and supported by the public. A permanent and active planning commission, plus the cooperation of all individuals as well as public officials, can realize the objectives for which the plan was intended and keep it up-to-date.

Planning Commission

Members appointed to the Planning Commission should be keenly interested in public affairs, aggressive, possess qualities of leadership and be willing to work for the good of the community as a whole. This commission will be a part of the local government and will apply the planning process to all phases of the governmental machinery. In this way governmental processes can be coordinated to insure the prevention of waste, the protection of real estate values, the maximum use of the tax dollar and a better, more efficient community.

Technical Assistance

Although the members of the planning commission have contributed without compensation a great deal of their time and efforts toward producing this comprehensive plan, they still are not technically equipped nor should they be expected to operate completely without any future technical assistance. Such assistance can be given by a planning consultant on a yearly retainer basis or on a per diem basis when difficult questions arise.

The commission should have a yearly budget to carry out its duties. Temporarily this would probably have to come from the general fund, but as fees are collected for subdivision approval and building permits they would assist with this planning budget.

Although Illinois Enabling Acts do not now require submission of plans for improvements by corporate bodies to the Planning Commission, it is strongly recommended for purposes of coordination and integration with resultant economies for the tax payer.

Additional Ordinances and Regulations

When the comprehensive city plan is adopted by the Council, the city will have the authority to make "reasonable requirements with reference to streets, alleys and public grounds" (revised Cities and Villages Act of 1941, as amended.) Such controls constitute the Sub division Regulations and will then apply within the corporate limits and one and one-half miles beyond.

These Subdivision Regulations control the streets beyond the corporate limits, but the city has no control over the lands abutting those streets, nor can it zone the use of the land. A county zoning ordinance is the only means of controlling this outlying land.

Other possible types of control that could be instigated by the city are:

1. A health ordinance which will be effective in the city and one and one-half miles beyond the city limits.
2. A building code.

Administrative Tools

With the adoption of the subdivision regulations and the zoning

ordinance by the City Council, the Planning Commission acquires its legal tools. Then, with the adoption of the Comprehensive City Plan, the blueprint for their work is ready. The closest possible cooperation between the Planning Commission, the School Board, City Council and other governmental departments cannot be too strongly stressed. Friendliness, tact, consideration and mutual respect will be necessary attributes of the various agencies involved.

The citizens should be kept well informed and a thorough explanation of the purposes and soundness of the planning program publicized. It is recommended that explanation of the planning and the Marshall Comprehensive Plan become a part of the curriculum of the civic courses in the school system. Planning can advance only if the aims and methods used are understood by the people. The attitude of the city officials and boards is most important, for the people look to them for leadership. Any opportunity of these various public representatives to bring about cooperation and understanding of the planning process among their constituents should be considered as one of their various duties.

Small neighborhood organizations could be instigated by the Commission. Through this group cooperation any area needing attention could be spruced up and even a slum could be turned into a nice residential neighborhood. Group cooperation is the solution!

County Zoning

An Illinois Enabling Act has made it possible to zone an entire county. Here again it is necessary to plan before zoning. Then, through county planning the best use of land is determined and through county zoning this land beyond the city limits would have an orderly controlled growth.

APPEARANCE OF THE CITY

A desire for beauty is innate in the human race. Every individual strives for personal beauty and attractive surroundings. Admittedly some are more fervent in their striving toward it than others, but fundamentally the quality is there. The attainment of these attractive surroundings is a responsibility of all and includes the entire community. Attractive, as defined in the dictionary means, "having the power or quality of attracting or drawing." Basically, the same formula for attracting applies to every town - cleanliness, beauty, efficiency and organization. The reverse soon repels. The degree of attainment depends solely upon the degree of cooperation between all groups and the amount of careful applied planning. Each resident is responsible for, and has a personal stake in, striving toward the enrichment of Marshall's "power to attract."

The planning commission is the logical organization to assume leadership and, through prior planning, organization and careful financial consideration, progress will be made. The zoning ordinance and the subdivision regulations are instruments that establish minimum standards and keep violators of order and good appearance in line. The city plan itself will direct the steps of the planning commission.

Residential Area

Considered as a whole, Marshall's residential area is above average, but there are substandard homes dotted throughout the town and a very blighted area exists in the southwestern section of the city.

This latter area should be demolished and completely rehabilitated.

The organization of neighborhood home owner units could do much to maintain and even raise property values throughout Marshall. A trim, well-kept home and grounds loses its desirability and considerable value by the presence next door (or even several doors away) of an unkemp, unpainted home.

Whereas an individual can do little, a home owners association could work constructively, through its representatives, in all phases of neighborhood improvement.

New subdivisions beyond the corporate limits of the city are subject only to health and subdivision regulations. Each developer can and should assume responsibility for establishing good minimum standards to protect his prospective buyers.

Commercial Area

So far, Marshall has been fortunate in not having had a great deal of detrimental business sprawl. However, it has started and now is the time to quickly bring it under control. The zoning ordinance will be the protective instrument to prevent such blighting influences in the residential area. By keeping a strong central business district a firm tax base is maintained and the over all cost is reduced.

Tomplete demolition of the partially burned out building on Archer Street should be carried out. A fix-up - paing-up program for the whole area and the incorporation of some street trees would greatly improve its character and appearance.

Industrial Area

Industrial plants today more and more realize their responsibility to the community in presenting an attractive physical plant. They find it is not only good public relations with the home city, but it pays dividends in happier personnel and stimulated sales. Each industrial plant has just as much responsibility toward making a more attractive and livable community as does each resident. Unsightly areas should be screened from the passersby, approaches should be neat and well landscaped as well as utilitarian, and all buildings kept in a good state of repair.

Public Buildings and Areas

As Marshall grows there will be ever increasing need for a civic center. A planned group of buildings to house the various offices of the city, library and fire station would greatly add to the character and individuality of the city. Financial limitations will undoubtedly delay any action in this direction for several years; nevertheless, it should be considered in the long term plan.

Parks, Playgrounds and Schools

Marshall has several little triangular park areas which add somewhat to the general appearance. An appreciation of good landscape design and maintenance can be taught to the school children who are to be the future home owners of Marshall by direct participation in shrub and tree planting and care at the school grounds. School grounds should set the example in appearance for the residences of the city.

Heliport

When a heliport is provided for Marshall attention should be given to its appearance from the very beginning. Too many airports have sprouted like weeds with no thought given to outward appearances.

Approaches to the City

Most cities have the same problem of trying to control their approaches as does Marshall. Approaches to Marshall today are in fairly good condition, with only a scattering of commercial development through the residential areas. Such developments usually present an unattractive approach to the city and within the corporate limits this intermixing of land uses will be controlled by the city zoning ordinance. County zoning along with the city zoning is the obvious solution, but unfortunately all too few counties have been zoned, so the usual unsightly development is difficult to control beyond the corporate limits. One solution is to purchase roadside strips and improve with planting. However, without a park district in Marshall, the city itself would appear to be the only agency qualified to make such improvements.

ADOPTION AND EFFECTIVE DATE

BE IT RESOLVED by the Mayor and Council of the City of Marshall, Clark County, Illinois, that the Comprehensive Plan set forth in the foregoing booklet and duly recommended by the Planning Commission is hereby adopted as THE OFFICIAL PLAN OF THE CITY OF MARSHALL.

Passed and approved this 5th day of Sept. 1956.

/s/ John McCauley
John McCauley, Mayor

ATTEST:

/s/ W. R. Taylor
W. R. Taylor, City Clerk