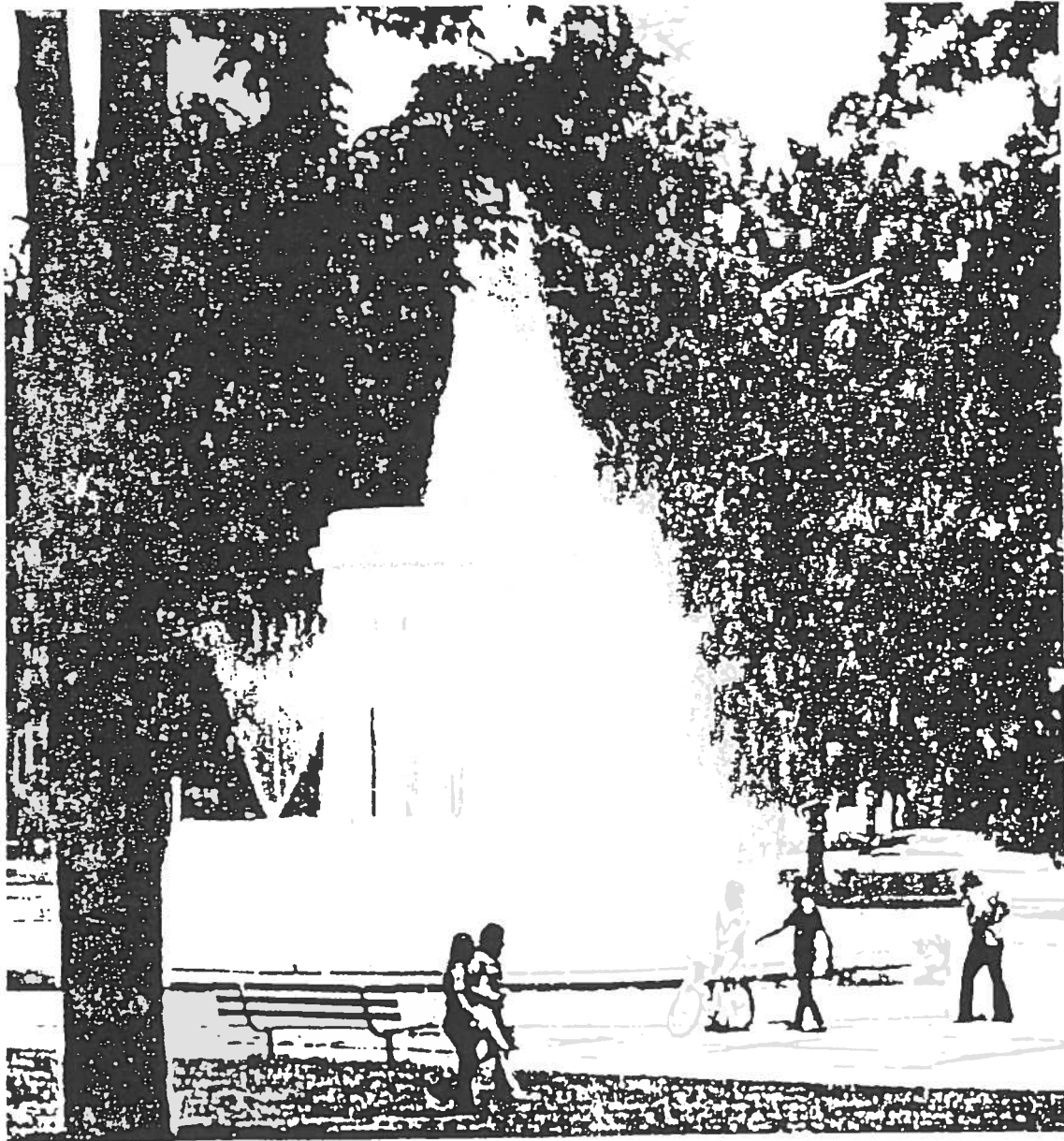


Marshall the downtown

City of Marshall, Michigan
Downtown Development Authority



Development and
Tax Increment Finance Plan

THIS PLAN DOCUMENT REPRESENTS AN AMENDMENT TO THE DEVELOPMENT PLAN FOR DOWNTOWN MARSHALL ADOPTED BY THE MARSHALL CITY COUNCIL IN MAY OF 1982. IT CONTAINS A COMPREHENSIVE SET OF RECOMMENDATIONS REGARDING FUTURE PUBLIC AND PRIVATE ACTIONS INTENDED TO IMPROVE OVERALL CONVENIENCE FOR THE USERS OF THE MARSHALL CBD AND TO PROVIDE A FULL RANGE OF RETAIL, SERVICE, OFFICE, AND CULTURAL USES IN THE CBD.

Prepared For

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1985

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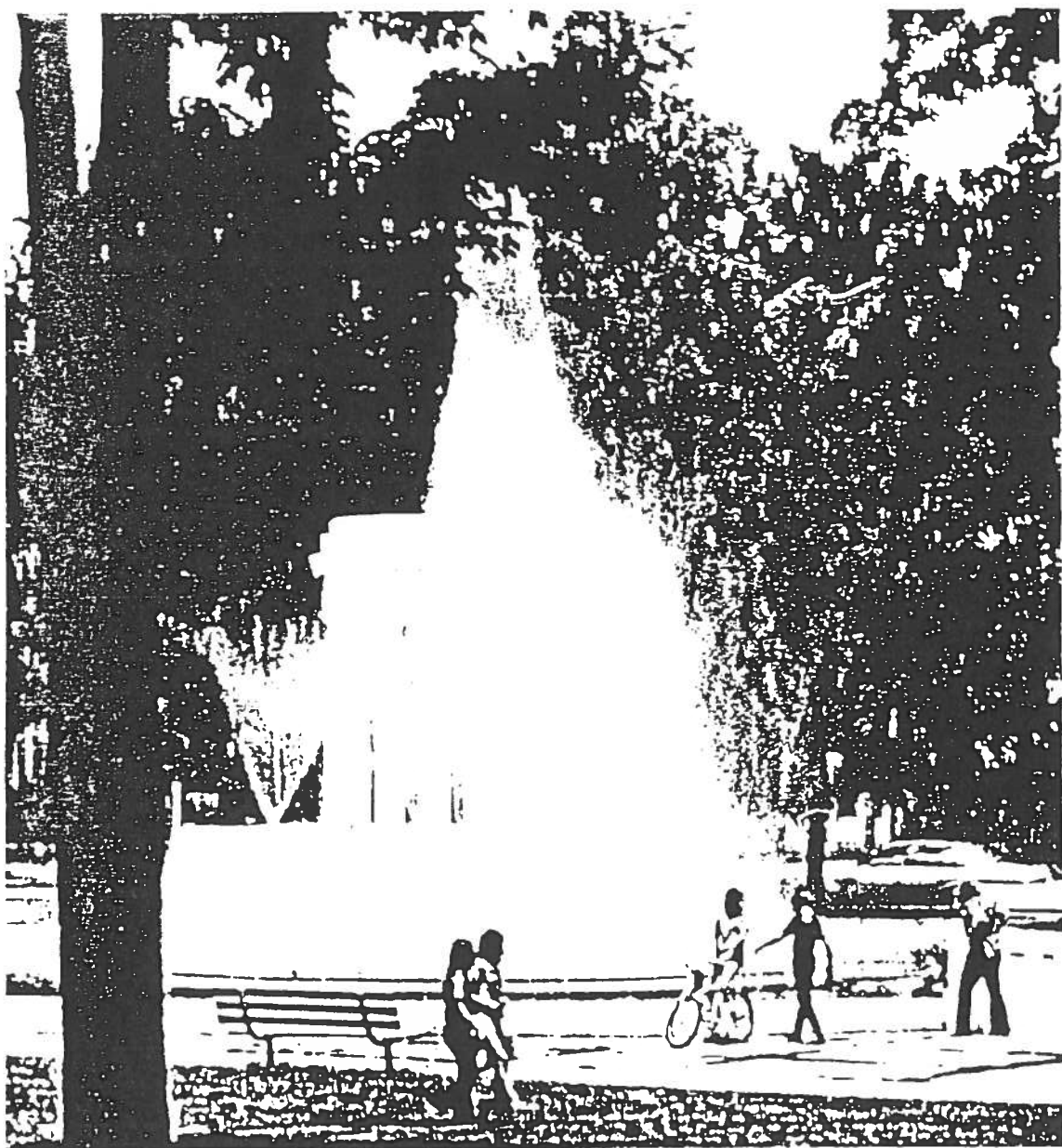
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Part I
INTRODUCTION

A. PURPOSE OF THE DOWNTOWN DEVELOPMENT AUTHORITY ACT

Act 197, Public Acts of Michigan, 1975, commonly referred to as the Downtown Development Authority Act, was enacted largely with the intent of providing communities with additional means to correct and prevent deterioration in established business and central city districts. The Act authorizes the creation of a community-based Downtown Development Authority (DDA) which may engage in a number of activities, for example, purchase and sale of real and personal property, preparation and implementation of plans, promotion of private investment, and financing of public improvements via tax increment revenues, bonding, special assessments and tax levies.

This Act seeks to reverse historical trends in Michigan which have lead to loss of population, decline of jobs and economic activity within Central Business Districts (CBD) of many communities. Marshall has been fortunate in that it's CBD has not experienced serious decline in business activity. This CBD and environs does face a number of special issues which are in need of attention. The Marshall Downtown Development Authority (MDDA) believes this Plan demonstrates how the tools given to the MDDA by the Marshall City Council can be creatively utilized to ensure long-term viability of the Central Business District and immediate surroundings.

B. CREATION OF THE MARSHALL DOWNTOWN DEVELOPMENT AUTHORITY AND THE DOWNTOWN DEVELOPMENT DISTRICT

On August 3, 1981, the Marshall City Council adopted Ordinance Number 2.24 which created the Marshall Downtown Development Authority. A copy of this Ordinance is reprinted in this Plan as Appendix Exhibit A. The MDDA was given all of the powers and duties described in Act 197 of 1975, as amended.

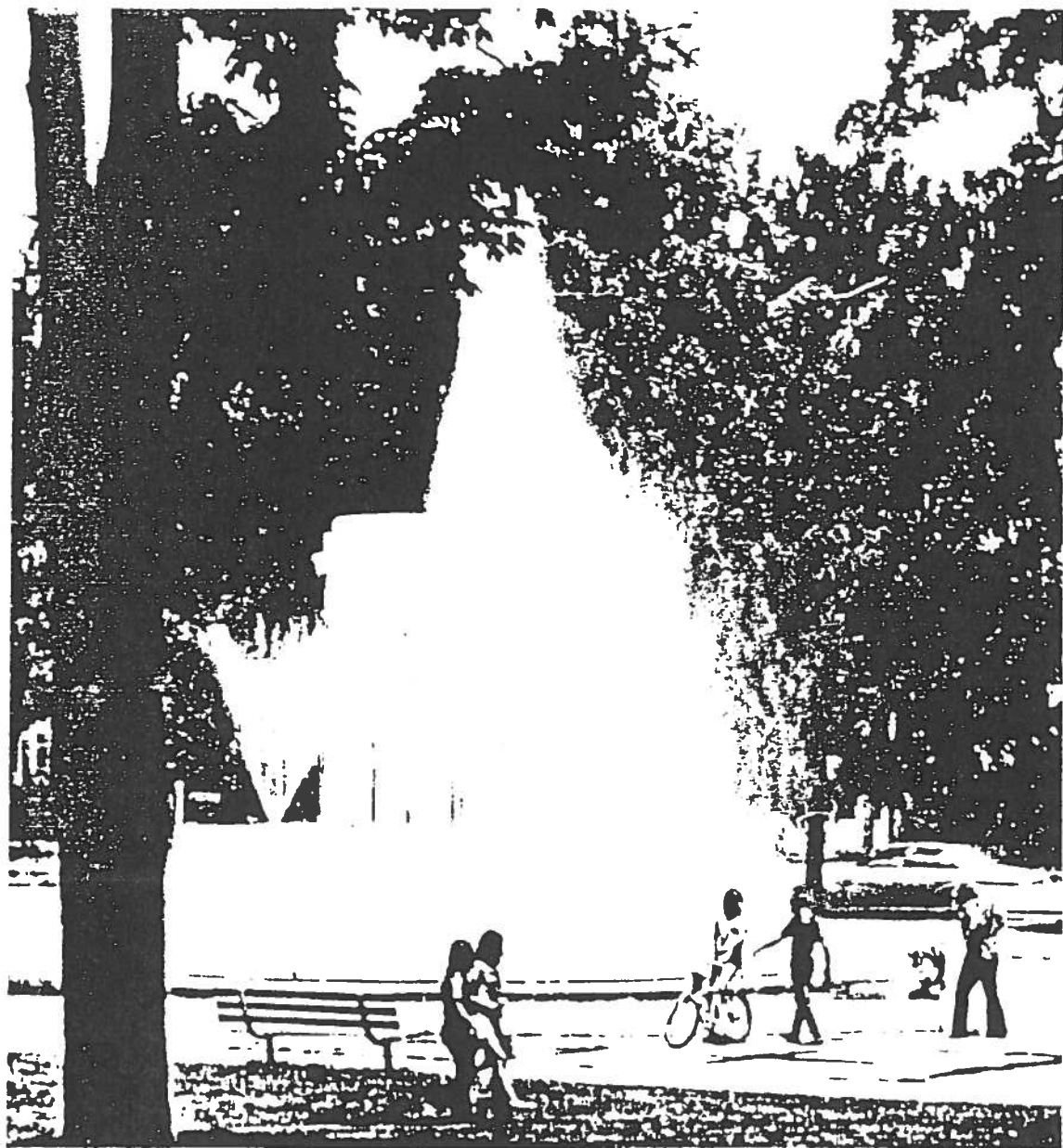
On the same date, the City Council established the Downtown Development District, including a complete legal description thereof. Appendix A also contains a map showing the Development District and Area, as now amended.

C. ACTIVITIES OF THE MARSHALL DOWNTOWN DEVELOPMENT AUTHORITY

During April of 1982, the Downtown Development Authority recommended interim Development and Tax Increment Financing Plans to the Marshall City Council. These Plans were enacted by Council

in May of 1982. Since that time, the MDDA has been considering various measures to benefit the Central Business District. In January of 1983, the MDDA began this planning effort.

Included in this effort have been (1) base mapping of the entire CBD, (2) survey of merchant opinion, (3) detailed analysis of parking use, (4) study of existing uses of CBD floor space, (5) complete urban design of the Development Area, (6) analysis of private and public investments, (7) a series of "block" meetings with property owners and merchants to review conceptual plans and (8) a detailed statement of MDDA's intended public investments. During this same period, the MDDA has been active in the CBD supermarket demonstration project, currently under development. This project plan is included with Appendix Exhibit B.



Part II
DOWNTOWN DEVELOPMENT PLAN

**A. DESCRIPTION OF THE DOWNTOWN DEVELOPMENT DISTRICT
AND AREA**

1. Boundaries

The Marshall Downtown Development Area is generally described as bounded by Marshall Avenue on the East, Green Street on the South, Sycamore Street on the West, and Mansion Street on the North. A detailed description of the Development District and Area is included within Ordinance 2.24 and amendments thereto, as adopted by the Marshall City Council.

During 1983, the Marshall Downtown Development Authority recommended several adjustments to the boundaries of the Development District and Area. Generally, the adjustments to the boundaries included Oaklawn Hospital, the Masonic Temple, one lot situated on the northwest corner of South Jefferson and West Green Street, the Civic Center and City Hall properties, a lot on the northwest corner of South Hamilton and East Green Street, the lot at the southwest corner of High Street and East Mansion, and several other small parcels of land. The Marshall City Council enacted Ordinance 2.24a which implemented the boundary adjustments recommended by the Downtown Development Authority. This Ordinance is also included in Appendix A. The Downtown Development District and Development Area are coterminous.

2. Public Lands and Facilities

Public lands within the Development Area consist largely of street right-of-ways, alleys, and public parking lots. The Marshall Civic Center, Fountain Circle, East End Park, and Michigan Bell Telephone property are other important publicly owned lands in the Area.

In virtually all public streets and alleys, the City of Marshall operates and maintains a storm drainage system, serving both public and private built up lands. This drainage system collects all storm run-off waters in the Area from roof and paved surfaces.

The Marshall Board of Public Utilities, an agency of the City of Marshall, provides public water supply, wastewater collection, and electric services to the Development Area. This agency has sole responsibility for these services, including construction, operation and maintenance of facilities.

Public parking lots, together with on-street parking spaces, provide the Development Area with a majority of vehicle parking. These parking facilities are essential to the Central Business District, since private lands in the CBD are insufficient to accommodate the large area required for vehicle parking. An important element of this Plan is the evaluation of existing public parking in the Development Area. The MDDA has caused extensive and detailed study of the current parking facilities in the Development Area.

Mapping of all existing public lands, facilities, and utilities is on file in the offices of the City and Board of Public Utilities.

The Parking System in the Development Area.

During late 1982 and in 1983, the parking system serving the Development Area was studied in terms of how it is used. Specifically, a survey of parking facility use levels was conducted during three periods, in May, September and November-December. In each period, parking demand was determined for morning, afternoon and evening hours. The survey consisted of taking actual counts of vehicles using each public parking lot and on-street parking spaces. A summary of the results of the survey are depicted on Figure 1. A total of 251 on-street and 429 off-street (parking lot) spaces were included in the survey.

It is evident that parking facilities serving the CBD are in heavy demand, both for short-term (3 hours or less) and all-day users. Existing off-street parking spaces are allocated for short-term (red) at 231 spaces and all-day (blue) at 198 spaces.

May, September, and December

PARKING SURVEYS

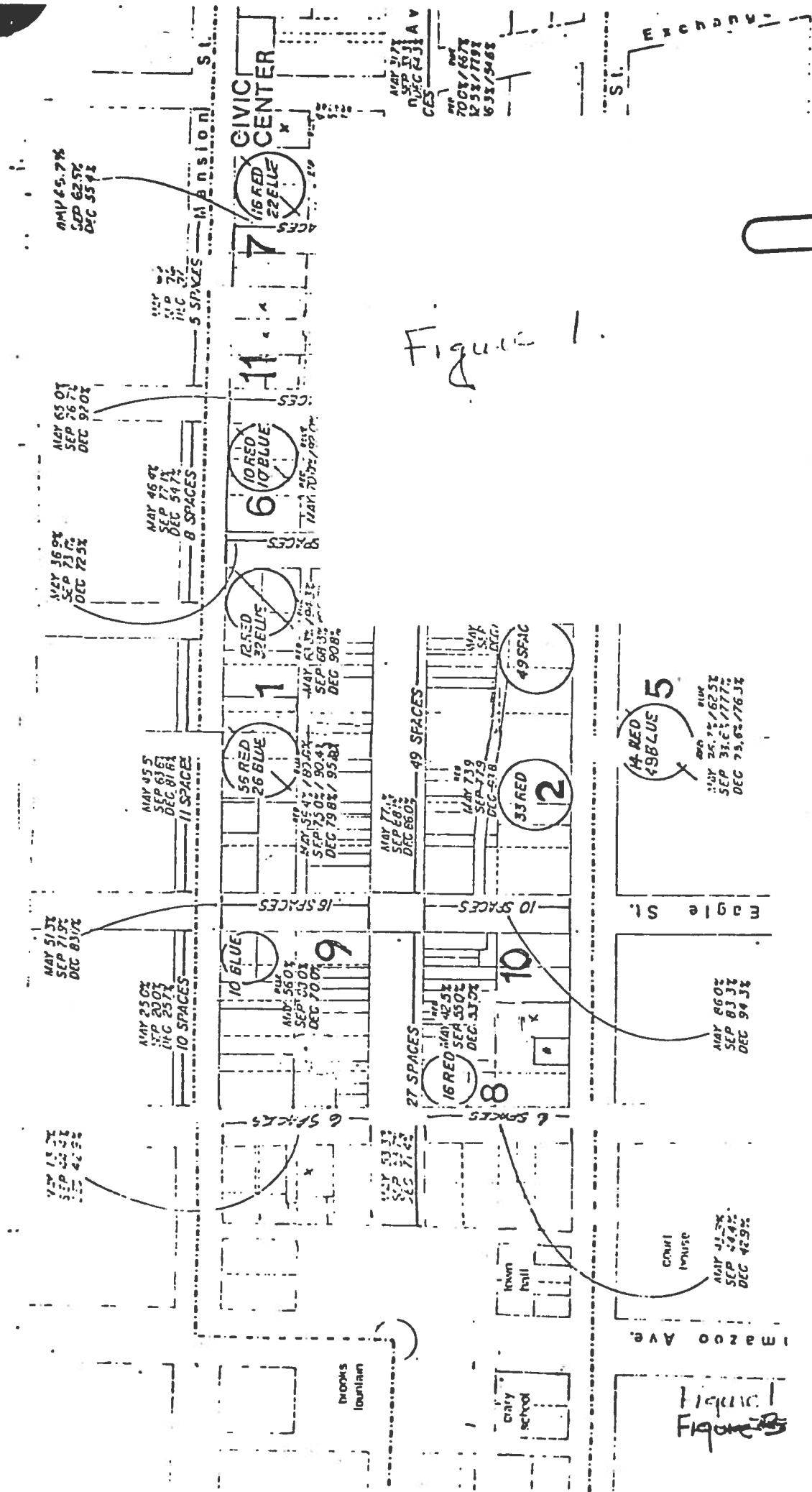
AVERAGE PER-CENT OCCUPIED



NORTH



0' 100' 200'



Particularly strong demand is noted for parking lots serving the main retail blocks lying between Eagle and Jefferson Streets, bounded on the north by Mansion Street and by Green Street on the south. The combined demand for short and long term parking in this "Center Block" area is running near capacity.

Other parking lots showing high use rates are located (1) across from the Marshall Public Library, (2) east of the Civic Center and (3) west of Schuler's Restaurant.

Most other locations in the Central Business District appear adequately served by public parking at this time. As new or expanded uses are introduced into the CBD, careful evaluation will be needed to insure sufficient parking.

3. Existing Private Uses and Zoning in the Development Area

During 1983, the MDDA conducted a survey of existing uses of floor space in the Central Business District (CBD). Knowledge of the location and type of uses existing in the CBD and the extent of vacant floor space aids in evaluating trade area market satisfaction, parking needs, and likely pedestrian movements.

The survey results were grouped into five categories of use; (1) Convenience Retail, (2) Comparison Retail, (3) General Commercial, (4) Office, and (5) Residential. The total floor space occupied in the CBD is presented in Table LU-1 (1). The recent survey data was compared with building use data contained in Master Plan Study #7. Table LU-1 also shows a comparison of the recent data with the 1970 data from the master plan study.

Floor space use within the CBD has remained quite constant, showing 19,175 square feet of added space being utilized during the 1970-1983 period. This is a modest 5.7% increase over the 13 year period.

TABLE LU-1
1970-1983 Building Use Data (in square feet)
Marshall Downtown Development District

	1970	1983	Change	% Change
Comparison				
Commercial	80,575	80,500	(75)	(.0009)
Convenience				
Commercial	49,975	67,390	17,415	34.8
General				
Commercial	141,925	116,725	(25,200)	(17.8)
Office	58,415	85,450	27,035	46.3
Residential	NA	57,750	NA	NA
TOTAL	330,890	350,065	19,175	5.7

While total space in use has remained fairly constant, there are notable trends taking place within the CBD of Marshall;

Comparison Commercial is holding constant at about 80,000 square feet of floor area utilization. Establishments offering apparel, shoes, gifts, jewelry, furniture/appliances, antiques, and hardgoods have remained strong within the CBD. Added retail specialties in children's and youth apparel, shoes, men's clothing, and hardgoods may have a place in the CBD as future additions to the retail offerings.

Convenience Commercial has demonstrated a very strong gain in space utilization since 1970, having increased about 17,000 square feet in space occupied. Sales of food items, drugs and demand for personal services such as hairstyling, health and fitness, dry cleaning will remain strong. Convenience retail such as office supply, floral, crafts and sewing supplies should also enjoy continued strength in Downtown.

General Commercial floor area use has declined by almost 18% since 1970. This category includes auto sales/service, amusement and entertainment, trade services, and public assembly. These uses tend to larger floor areas per establishment, hence the drop may not be indicative of any negative trend but rather one or two establishments moving out of the CBD during the 1970-1983 period.

Office uses within the Development Area have shown remarkable gains, increasing space occupied by over 27,000 square feet or an increase of 46% since 1970. Uses such as financial services, professional services, insurance and real estate, general office, and government services are included in this category. National trends toward "service" business and "information technology" are likely to produce further gains in office space utilization within the Downtown.

Several broad conclusions and observations can be drawn from the building use survey and the comparison of 1970 and 1983 data about the changing nature of Marshall's CBD. For example;

Comparison and Convenience retail business will remain dominant space users in Downtown, though future increases in retail space use will probably occur in specialty retail and trend shops. These would include infant/youth apparel, men's dress and casual clothing, shoes for all age groups, crafts and leather goods, and other specialty retail outlets. Discount retailers may enjoy success, however, the quality image of the CBD may not lend itself well to discount operators. This is especially true if the CBD is marketed as a fashion or specialty retail destination point. A large food retailer and an additional general hardgoods merchandiser (i.e., small

appliances, toys, tools, housewares, etc.) are needed in the CBD to attract shoppers and afford comparison "price shopping" opportunities. The former is now under construction.

General Commercial uses can be utilized to enhance the current "image" of the Downtown. This image can be characterized as a downtown composed of many historic buildings of fine architectural quality occupied by a relatively large number of retail and service businesses serving the general public.

Local residents of the trade area, as well as out of town visitors, seek a wide array of shopping opportunities and services. In addition to supplemental retail uses suggested above, certain uses in the general commercial category might be initiated in the CBD to enhance the appeal of Downtown for consumers and visitors alike. For example, a music arcade featuring old fashion, coin-operated music devices (plus sales and service) creates an active exhibit, a family restaurant with period theme, additional guest room accommodations and a group meeting area, a year around facility for operation of the "farmer's market" and general bazaar, and indoor-outdoor "cafe" style food service.

It is expected the trend toward increased office space use will continue through the present decade. Several existing buildings in the Downtown should be considered good locations for office space development. For example, the under used "Masonic Temple" offers a location close to main street and large space offering. A great deal of office space could be created without crowding out retail opportunity in the Michigan Avenue store fronts. Moreover, such a concentration of office workers will create an excellent new customer base for businesses in the Downtown. Upper levels of buildings along Michigan Avenue also afford good opportunity for added office space. For example, second and third levels of the Stuart Building or the Redman building offer large area office use potential. Converting vacant space in buildings such as these must be done with a note of caution. Access to these areas may require "barrier free" design. Therefore, small spaces presently vacant would not be viable candidates for conversion to office use, absent variance from Michigan law. Spaces developed to office use must be large enough to absorb the cost of barrier free design. Individual buildings, like the Masonic Temple might be feasible. Also, combining common barrier free access to two or more adjacent buildings would create improved feasibility for conversion.

It will be necessary to evaluate potential conversion of spaces to office use on a case by case basis. Some buildings will not be good candidates for office space conversions and caution is advised to any potential developer... engage careful study prior to making a development decision.

-
- (1) A detailed breakdown of floor space use within the CBD is presented in Working Paper #2, A Survey of Building Uses (1983).
 - (2) The reliability of the 1970 data is not known and is assumed to be accurate. The 1970 Central Business District Analysis, Master Plan Study #7, was a part of the planning program resulting in the City of Marshall Master Plan.

4. Evaluation of Existing Conditions in the Central Business District

Based upon a merchant survey completed early in the planning process, information from an earlier, informal opinion survey, and evaluation of the CBD physical environment by the Consultant, a series of issues pertaining to Downtown have been identified. A number of these issues are policy oriented (i.e., public safety, lack of building and open space maintenance, roguish behavior) and are addressed only in a limited way in this Plan. Other issues and concerns relate directly to the man-made environment and go to questions of future improvements or programs for Downtown in which the MDDA may well have direct involvement. For this discussion, the issues have been included in three general categories of appearance, accessibility and convenience, and public amenities.

Appearance

First impression or "putting your best foot forward" has long been recognized as important when successfully dealing with others. Similarly, the appearance of a store front, sidewalk, the street scape, or parking facility as well as interior space impression, is understood (and often effectively used) as a marketing tool by business and advertizing groups. The selling of a Downtown as a great place to visit and shop begins with appearance.... the collective impression conveyed by the existing buildings and spaces within Downtown. Building walls and facades, streets and parking areas, walkways, alleys, service areas and store interiors all combine to create an impression on the visitor to Downtown.

The perception of Downtown by the shopper or visitor is first influenced by the view from a car.... or view when on foot. Each creates an impression largely based on appearance. Within Downtown Marshall, a variety of impressions are created, depending on where one is located. Based on questionnaire responses and the Consultant's tour of the Downtown, the following impressions are offered about appearance.

Entry to Downtown by Vehicle.... West Michigan Avenue.

This drive from the west City limits creates the impression of two cities. West of the fountain circle, strip commercial and older, poorly maintained homes generally distract from the expectation of "Historic Marshall". Entering the fountain circle, one is highly impressed with fine architectural style, quality of building preservation, and well groomed lawns. This second city meets all of the expectations of history preserved and creates an excellent entry to the CBD.

Entry to Downtown by Vehicle.... East Michigan Avenue.

Starting at I-94, we view mixed land uses "just like any other town". As one enters the City proper, homes line Michigan Avenue and appear well cared for. Entering into Downtown, architectural quality is not readily apparent. The mix of contemporary commercial buildings with older buildings is not well done. This tends to deter from the fine architecture and lovely east end park. Landscaping of the newer commercial properties would help to improve the east end image.

Streetscape.... Michigan Avenue Downtown.

The appearance of this street creates a favorable impression virtually anywhere along the seven block CBD. Many store fronts exhibit nice design features, color, and signage. Some buildings need repair and improvement, though fortunately they are a minority. Extensive use of street trees softens the otherwise harsh impression of building walls and concrete sidewalks. Tree species over time should be altered to limit tree size and foliage, thus keeping the benefit of the trees and lowering annual maintenance cost of leaf pick-up and trimming. CBD trees are beneficial not only for appearance but also for reducing wind velocity, cooling the hot summer sun, and for humanizing the sidewalk areas used by pedestrians.

Streetscape.... Green Street.

Bordering the CBD on the south, Green Street also gives a favorable impression, but has a number of negative aspects. Standing at the intersection of Green Street and South Eagle Street, one sees a great contrast. Win Schuler's Restaurant, the stately churches are contrasted with a run-down gas station, poorly maintained parking lot, a large billboard, delapidated rear building walls along an alleyway which is in disrepair. The area where Green Street intersects South Hamilton exhibits a negative impression due to buildings in need of repair and maintenance.

Streetscape.... Mansion Street.

Visual impression is excellent with important exceptions. As with portions of Green Street, rear walls of buildings within the Downtown viewed from Mansion exhibit disrepair and badly need improvement. Several fine examples of rear wall treatment and rear entry development exist and should set an example for others.

Alleyscapes.... North Grand to North High Street.

This "north" alley runs the length of five city blocks and parallel with Michigan Avenue. Visual impressions are very unfavorable, with numerous conditions which can be corrected. Trash disposal locations are unsightly, overhead utility lines and services abound, building walls in some cases are in serious disrepair, stair-

wells are poorly located or need care, storm water drainage is lacking thus creating ponds and muddy conditions, alleyways are unpaved, and debris is very evident. Many of these conditions can and should be corrected in the near future. Others, such as storm drainage, paving, and utility line reconfiguration will take time and money to improve. Also, restoration of private building walls and creation of new entries will require considerable capital outlay.

The alley between North Eagle and North Jefferson is improved with paved surface and storm drainage. This is the only section of the alleyway under public ownership.

Alleyscape.... South Grand to South Madison.

Lying $\frac{1}{2}$ block south and parallel with Michigan Avenue, this alley is similar to the one previously discussed. Between South Grand and South Eagle, the alley is unimproved and very unattractive. Random storage, little ground maintenance, unsightly rear walls, numerous overhead lines all contribute to a very unfavorable impression. From South Eagle to South Jefferson, the alley is improved. Several businesses have developed rear entries and a number of building rear walls are well maintained. Exterior storage of materials adjoining the supermarket creates a very poor visual impression. Moreover, standing trucks diminish the utility of the alley. Between South Jefferson and South Madison, the alley lies primarily in a city parking lot. Again, some evidence of rear wall improvement is apparent, however, neighboring buildings have not been attended and are very run down.

Parking lots - Pedestrian Approaches to Shopping and Services.

In large part, persons leaving their vehicles in parking lots and intending to shop or visit in Downtown are confronted with uninviting vistas. With exceptions, the pedestrian views overhead utility lines and service poles, trash receptacles, many outside stairways, poorly maintained walls, and cars blocking the few rear entries.

Recommendations as to Appearance.

1. Selective use of landscape materials can soften unsightly utility areas, better clarify traffic flow, and improve appearance.
2. A coordinated effort among property owners and merchants to emphasize rear wall maintenance, particularly near public parking lots, will greatly improve appearance. This is especially important where new vistas are created by removal of buildings and structures.

3. A long term program for placing overhead utility lines underground should be commenced whenever major development or restoration is undertaken (public or private), new electric and phone services should be placed in the ground. The Marshall DDA, Board of Public Utilities and private landowners should collaborate in this program.
4. As storefronts are repaired or renovated, particular attention should be given in favor of period architecture and tasteful signage.

Accessibility

Accessibility, as a function of user convenience, is a prominent factor influencing choice of where the consumer shops, eats, plays and seeks services. Design of contemporary suburban development places great emphasis on ease of access, thus making it easy to drive into, park, and then walk to one's destination.

Accessibility has three key elements in terms of the Marshall CBD. First, how easy is it to get to the Downtown by foot or by vehicle? Second, is there ample provision for vehicle storage in Downtown? Third, is it convenient to access retail and service establishments by foot, particularly from public parking lots?

Access to Downtown by vehicle is relatively easy. Streets bringing traffic into Downtown have good volume capacity, with no bottlenecks observed. Therefore, the first key element of access to Downtown is effectively addressed with the existing street system. Directional information signs, indicating routes to downtown and location of public parking facilities are lacking.

As indicated earlier, the existing municipal parking system is generally adequate. With certain exceptions, parking spaces are available. During periods of high user traffic in the CBD, parking spaces are difficult to find, particularly for short term spaces (3 hours or less). A series of improvements intended to address existing parking demand are recommended in Part II, D.

The third factor of user access pertains to convenience of pedestrian access. A majority of available parking spaces are located in municipal parking lots. A site survey of existing parking lots suggests much can be done to improve convenience of user access to business establishments. Where lots have existed for some time, businesses have begun to provide better user access by improving rear entry opportunity (eg. Mole Hole, Michigan National Bank, Hemmingsons, the former Holbrooks and others). Some businesses have provided rear entry near parking lots which are not inviting. These may (1) be unimproved, (2) require customer to pass through service area or "back room", or (3) are poorly lighted.

Generally, pedestrian access between parking lots and businesses needs improvement.

Recommendations as to Accessibility

1. Implement parking lot improvements adjoining the Center Block area of the CBD for service to short-term users. In addition, near-term improvements to the lots west of Schulers, south of the library, and adjoining the Civic Center should be pursued.
2. A cooperative program with building owners should be initiated with the objective of improving public spaces concurrent with private improvements to rear building walls and pedestrian access opportunities.

Public Amenities

Public amenities in downtown tend to enhance visual impressions, if well designed in character with existing public and privately owned buildings and spaces. The Marshall CBD enjoys several high quality public amenities which significantly enhance CBD user impression including, the fountain circle, east end park, street trees, and City Hall. Privately owned buildings and spaces in the CBD do contribute to the overall favorable appearance, but are not considered public amenities for purposes of planning.

Examples of public amenities which could be utilized in the Marshall CBD to improve user service and create a more positive user impression are listed below.

- | | |
|-----------------------------|---|
| <u>OPEN SPACE/LANDSCAPE</u> | - low brick or ironware screen walls in parking lots. |
| | - planters. |
| | - shrubbery and flowering trees. |
| | - open "plaza" area near Civic Center |
| <u>PEDESTRIAN SERVICE</u> | - improved cross walk in center block of Michigan Avenue. |
| | - shopper and tourist information displays in places of high pedestrian movement. |
| | - public restrooms. |
| | - period chime clock near center of CBD. |
| | - sidewalk music. |
| | - Dial-A-Ride and inter-city bus pick up locations. |
| <u>STREETSCAPE</u> | - ironware benches at selected locations. |
| | - theme lamp posts, replicas of early century lighting in the CBD, for use on streets and parking facilities. |
| | - sidewalk planters. |
| | - textured surfaces for public walkways. |

Recommendations as to Public Amenities.

1. An investment strategy designed to enhance public space amenities should be prepared, including a capital outlay program.
2. Enhancement of public space amenities should be coordinated with private investment whenever possible.

B. GOALS AND DEVELOPMENT POLICIES

In years to come, the Marshall Downtown Development Authority will be active in re-use, rehabilitation, and development of buildings and land within the Development district. While this Development Plan does contain detailed physical design and implementation proposals for the entire District, there will most certainly arise situations, project proposals, or other physical changes not foreseen by the Plan. Moreover, the Development Plan will not be implemented exclusively by the MDDA. Rather, the actions of the City of Marshall, Marshall Board of Public Utilities, Michigan Department of Transportation, property owners, business operators, private investors, and others will largely determine the future physical environment and commercial activity within the District.

As such, it is desirable to formulate goals and policies for the Development District to provide a guide for all developmental decisions and actions impacting the District. They also provide the MDDA with a yard stick by which to evaluate proposals in which the MDDA might participate. Thus, the goals and policies contained within this Development Plan will facilitate day-to-day decision-making by the MDDA and others in terms of implementing the Development Plan and making investments in the Central Business District.

General Goals apply to the entire District and provide "Broad brush" guidance for investments, both public and private.

Functional Goals are directed toward more specific development issues within the District.

Development Policies provide insight on the means of implementing Functional Goals.

General Goals

1. Maintain and enhance public facilities and services within the Development District and environs.
2. Visual amenities and "theme" character should be promoted throughout the District.
3. Historic, architectural, and cultural assets of unique character within the District should be preserved.
4. Opportunities for employment and business should be evaluated and implemented when deemed feasible.
5. Special activities within the District intended to attract shoppers, tourists and others should be encouraged.

6. Maintain and improve facilities for movement of people and goods within the District and environs.

Functional Goals and Development Policies for the Development District

1. Goal: Encourage Aesthetically Pleasing Commercial, Service and Office Use Areas

Development Policies:

- A. All future development or re-development actions in the District should be designed to include landscaping, pedestrian facilities and amenities creating a pleasing, attractive user environment.
 - B. Existing site development, use, signage, landscape, and parking standards of the City as they apply to the District should be evaluated to encourage aesthetic quality and to provide flexibility of design.
 - C. Incompatible building and land uses should be discouraged or eliminated within the District.
2. Goal: Redevelopment or Rehabilitation of Obsolete Commercial Buildings and Uses Should be Fostered

Development Policies:

- A. Funding of public facility improvements should compliment private efforts.
 - B. Inadequate parking, obsolete buildings, over-abundant signage, under developed public facilities, lack of storm drainage, and similar problems should be corrected by cooperative public/private investments.
 - C. Improvements to site design and site plan review procedures should be encouraged via coordination of actions on the part of Marshall City officials, the Marshall Downtown Development Authority and private landowners.
 - D. Provide tax incentives and funding assistance to foster rehabilitation of deteriorated buildings or new construction within the District.
3. Goal: Attain a Compatible Relationship Between Commercial, Retail, Service and Office Land Uses and Other Uses of Land, Both Within and Adjoining the Development District

Development Policies:

- A. Incompatible non-commercial uses should be eliminated from the District.
- B. When commercial development adjoins non-commercial use provision for screening and landscape separations should be made.
- C. Traffic generated from commercial uses should not flow directly into non-commercial areas.
- D. Parking facilities serving uses in the District should not encroach into nearby residential neighborhoods.

4. Goal: Promote Maximum Use of Floor Spaces Within the Development Districts

Development Policies:

- A. Store fronts should be utilized for retail commercial business.
- B. Vacant basement, second and third level spaces within existing buildings, whenever feasible, should be occupied by service, office, or retail activities. Multiple uses should also be encouraged in larger vacant floor spaces.
- C. Commonly used, barrier free access should be encouraged to two or more buildings, especially upper stories.
- D. Rear access to buildings adjoining public parking areas should be developed!

5. Goal: Construction of Public Facility Improvements in the Development District Should Complement Private Investments

Development Policies:

- A. Wherever presently inadequate, public facilities should be improved in the District.
- B. As private development, redevelopment or rehabilitation (investments) occur, adjoining public spaces should be improved as soon as possible in a complimenting fashion.
- C. Public and private investments should be consistent with existing architectural theme of buildings in the District.
- D. Existing and future public pedestrian ways, street scapes, and all vehicle parking spaces should be visually attractive.

C. CENTRAL BUSINESS DISTRICT AREA DEVELOPMENT PLAN.

D. PUBLIC LAND IMPROVEMENTS IN THE DEVELOPMENT AREA

The public improvement program described in this section is based upon careful analysis of the existing physical environment within the Central Business District, public comments regarding parking and circulation issues, comments received during the several public meetings held by the MDDA during the spring of 1983, and data accumulated during the study phase of this planning effort.

The MDDA has established priorities for certain public improvements and in particular, parking facilities. The high priority projects are designed to complement private development to be constructed in the near future as well as meet pressing needs of existing business establishments operating in the Central Business District (CBD).

Public improvements for the CBD are segregated in two categories. They are; (1) Public parking lots and alleyways, and (2) Streetscape improvements.

PUBLIC PARKING LOT AND ALLEYWAY IMPROVEMENTS IN THE CBD.

There are currently nine publically owned and operated parking lots within the CBD. The improvement program contains two new parking lots and expansion of several existing lots. Identification of parking lots is somewhat confusing, since existing numbering sequence is random throughout the CBD. For purposes of this Plan, the following numbering system is used.

PARKING LOT NUMBERING SYSTEM

LOT #1 - Michigan National Bank - Divided into 1-West and 1-East.

LOT #2 - Located between Schulers and the former Eberhard store.

LOT #3 - At the SE corner of Michigan and S. Hamilton, next to Chamber of Commerce.

LOT #4 - Located on S. Jefferson between Michigan and Green.

LOT #5 - Located on South side of Green across from the former Eberhard store.

LOT #6 - At SW corner of Mansion and N. Madison.

LOT #7 - Located on N. Hamilton, east of the Civic Center.

LOT #8 - At SE corner Michigan and S. Grand.

LOT #9 - At SW corner of Mansion and N. Eagle.

LOT #10 - At NW corner of W. Green and S. Eagle, west of Schulers.

LOT #11 - West of and adjacent to the Civic Center.

This numbering system is based on lot number assignments currently utilized by the City of Marshall. Existing number assignments reflect the order in which the parking lots were developed. Expansion of present lots will not require assignment of new numbers. Whenever an existing lot or an expanded lot contains more than one grouping of parking spaces, it will be designated as such. For example, the lots located either side of the Michigan National Bank drive-thru are physically separated but are assigned the same number, therefore, the parts are designed Lot #1 West and Lot #1 East. This system is used throughout the Plan.

Alleyways in the CBD do not have name or number designations. There are eight distinct alleyways shown on the Development Plan, including two publically owned alleys now in use. A major feature of the Plan is the conversion of existing private, unimproved alleys into publically owned alleyways incorporating additional parking. The principal rational for this concept is (1) provision of added parking and (2) significantly improved access to business property for users of the CBD and emergency services (ie, police and fire apparatus). As no system exists for alley identification, for purpose of this Plan the following identification system is used;

- Stagecoach - Located between S. Grand Street and S. Eagle Street. It connects the two streets and serves parking lots #8 and #10.
- Cronin - Located between S. Eagle Street and S. Jefferson Street. This alley connects the two streets and provides access to the expanded lot #2.
- Mason - Located between S. Jefferson and S. Madison Street. This alley connects the two streets and serves parking lot #4.
- Vaughan - Located between N. Grand and N. Eagle Street. This proposed alley connects the two streets and provides access to alleyway parking spaces and lot #9.
- Hemmingsen - Located between N. Eagle and N. Jefferson Street. This existing alley serves lots #1 West and #1 East and connects the two streets.
- Luce - Located between N. Jefferson and N. Madison Street. This proposed alley will connect the two streets and provide access to alleyway parking spaces and lot #6.

- Bogar - Located east of N. Madison. Provides access to the proposed parking lot #11 and to alleyway parking spaces.
- Lipsey - Located between N. Hamilton and High Street. This proposed alley will connect the two streets, provide access to alleyway parking spaces and to the expanded lot #7.

Alleyway improvements recommended should occur in compliment with improvements to CBD parking lots. While this approach will require a longer period of time to complete parking system improvements, it will permit all recommended improvements at one time on each block. Thus, drainage, lighting, paving, landscaping, walkways and signage will be completed for a given block during one period of time. By this approach, construction period disruption to businesses is minimized. Moreover, the service needs of businesses (improved vehicle and pedestrian access, parking, and amenities) will be provided during a single construction period.

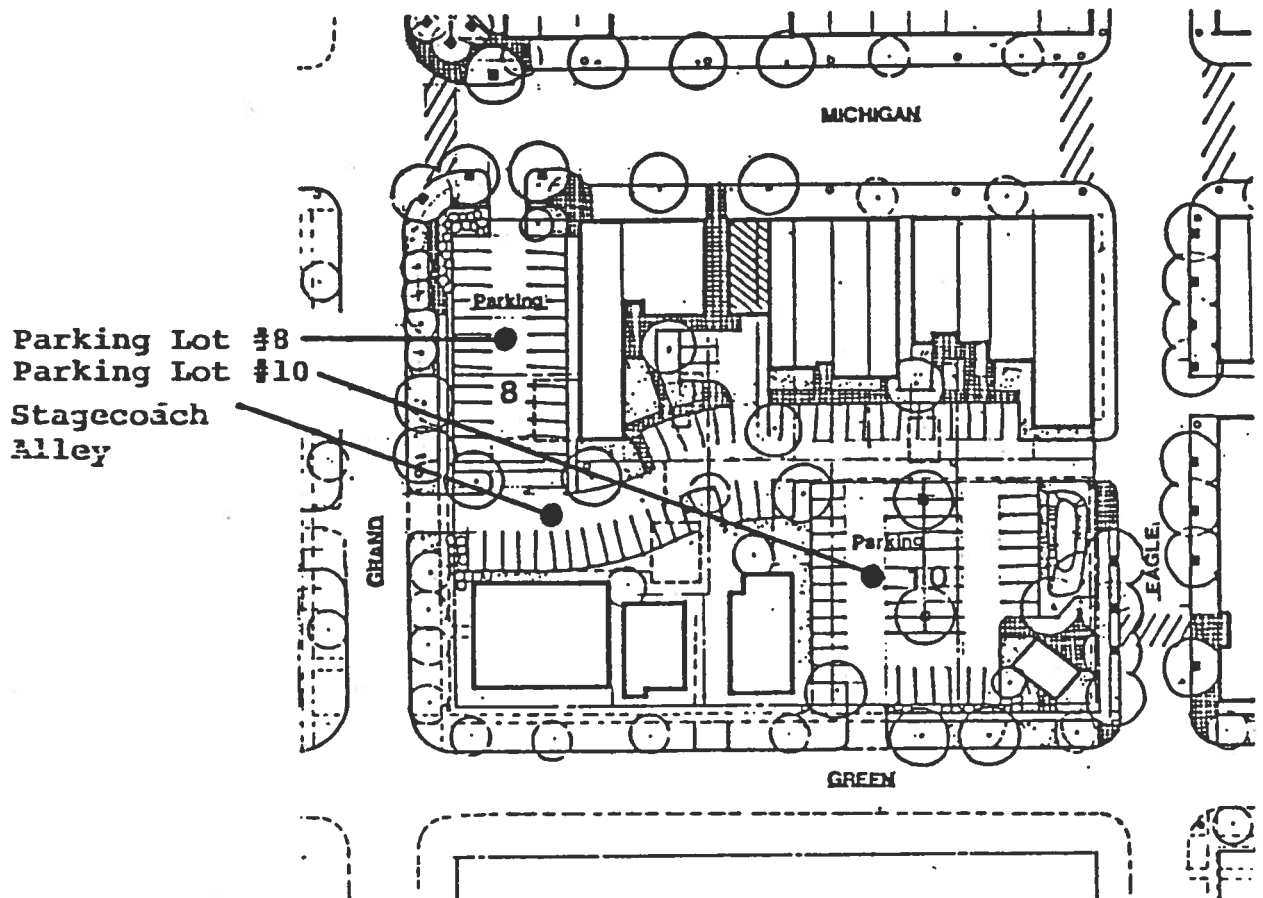
As alleyways are improved, an address numbering system should be considered. This will permit proper address identification for businesses fronting on alleyways as discussed in Part II E.

On the following pages appear a series of designs for parking lot and alleyway improvements in the CBD. Accompanying each project is a cost estimate, including a breakdown of improvements recommended in each. It should be noted that these estimates are preliminary and are subject to the following comments:

- (1) Estimates do not include cost of construction plans.
- (2) Estimates provide for no contingency budget.
- (3) Cost of land included in each new parking area and alleyway is not included in the cost estimate.
- (4) Estimates do include ample allowance for plant materials, new paving surfaces, lighting, signage and graphics, curbing, underground structures and site preparation.
- (5) It is recommended construction design services be based on an hourly retainer with a qualified firm under retainer agreement with the Marshall DDA. This would include both the initial construction plans, bidding, and follow-up construction inspection.
- (6) In consideration of each project, attention to simple resurfacing of existing paved areas (rather than reconstruction) may save considerable cost on some projects reviewed in the following narrative.

COST ESTIMATES FOR:

GRAND/ MICHIGAN/ EAGLE/ GREEN



ALLEYSCAPE

Site Preparation				1,500
Curbs	320 lf.@	10		3,200
Storm Drainage				
CB/MH	4 ea.@	800	3,200	
Lines	500 lf.@	25	12,500	
				15,700
Walks	2700 sf.@	3		8,100
Paving	1890 sy.@	12		22,680
Landscaping				
Trees	6 ea.@	350	2,100	
Shrubs	110 ea.@	30	3,300	
General			6,000	
				11,400
Amenities				2,500
Graphics				2,000
Site Lighting				8,000

\$75,080

GRAND AT MICHIGAN PARKING AREA---PARKING LOT #8

Site Preparation				2,000
Curbs	300 lf.@	10		3,000
Storm Drainage				
CB/MH	3 ea.@	800	2,400	
Lines	200 lf.@	25	5,000	
				7,400
Walks	600 sf.@	3		1,800
Paving	1600 sy.@	12		19,200
Landscaping				
Trees	5 ea.@	350	1,750	
Shrubs	20 ea.@	30	600	
General			1,000	
				3,350
Graphics				1,000
Site Lighting	4 ea.@	2000		8,000

\$45,750

EAGLE AT GREEN PARKING AREA---PARKING LOT #10

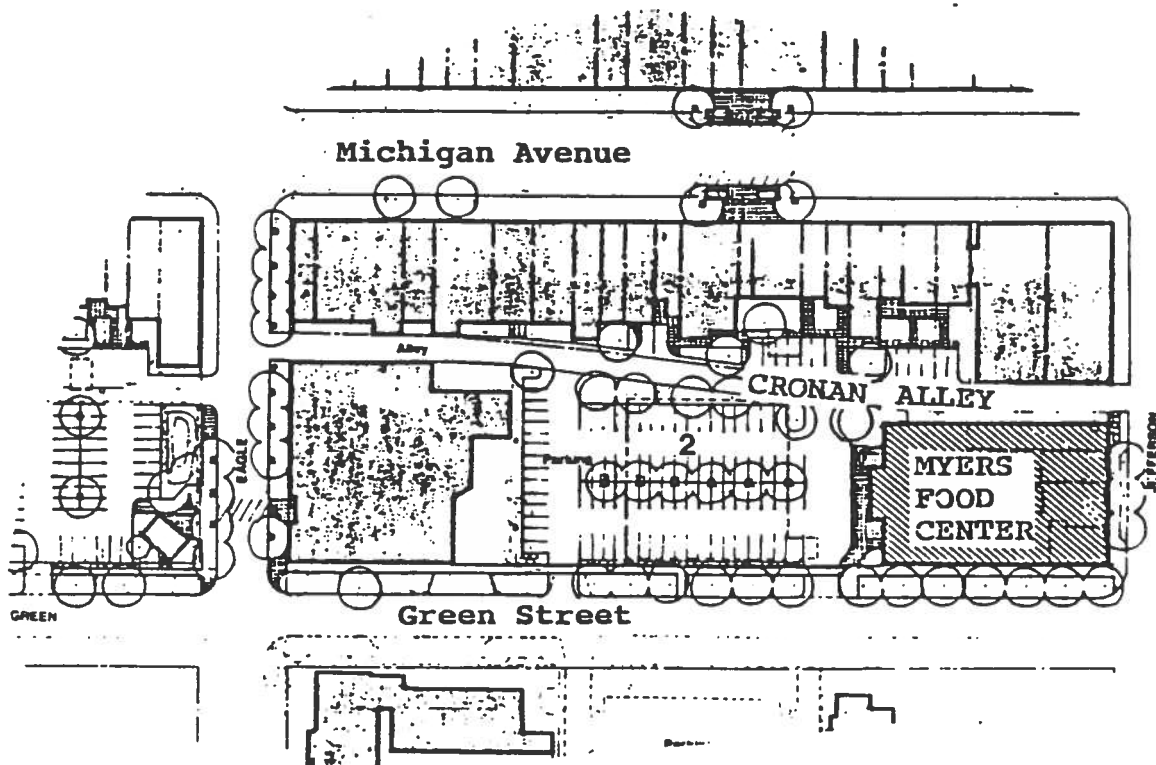
Site Preparation				500
Curbs	60 lf.@	10		600
Paving	930 sy.@	12		11,160
Landscaping				
Trees	8 ea.@	350	2,800	
Shrubs	20 ea.@	30	600	
General			1,000	
				4,400
Graphics				500
Site Lighting	2 ea.@	2000		4,000

\$21,160

**Total cost estimate for parking and alleyway improvements
in the Block bounded by Michigan/Grand/Green/Eagle Streets**

\$141,990

COST ESTIMATE FOR:
EAGLE/ MICHIGAN/ JEFFERSON/ GREEN

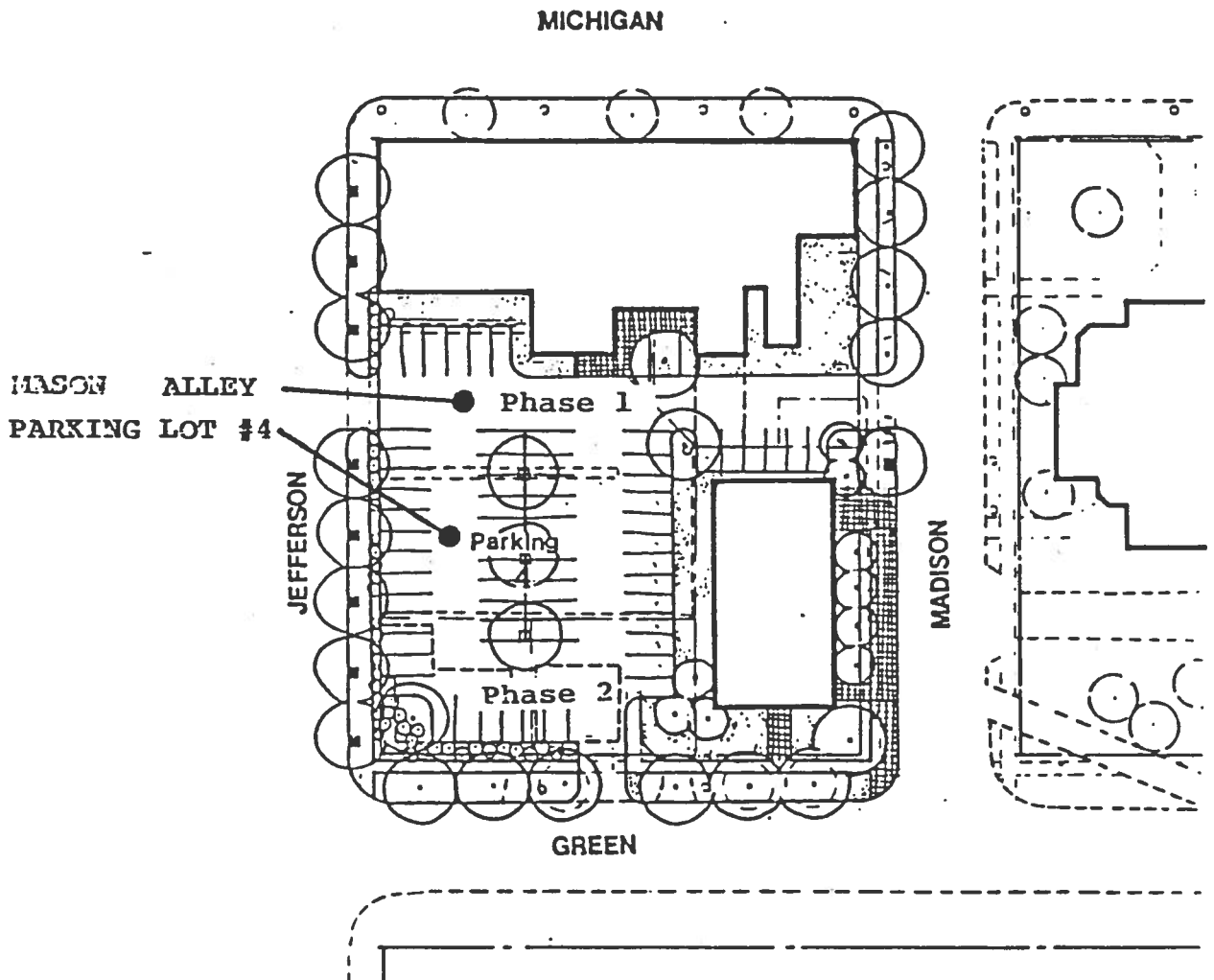


ALLEYSCAPE AND PARKING AREA---PARKING LOT#2 and CRONIN ALLEY

Site Preparation				3,000
Curbs	150 lf.@	10		1,500
Storm Drainage				
CB/MH	2 ea.@	800	1,600	
Lines	100 lf.@	25	2,500	
				4,100
Walks	3000 sf.@	3		9,000
Paving	2700 sy.@	12		32,400
Tree Wells	3 ea.@	800		2,400
Landscaping				
Trees	17 ea.@	350	5,950	
Ornamentals	9 ea.@	250	2,250	
Shrubs	50 ea.@	30	1,500	
General			2,500	
				12,200
Graphics				2,000
Site Lighting	4 ea.@	2000		8,000

\$74,600

COST ESTIMATE FOR:
JEFFERSON/ MICHIGAN/ MADISON/ GREEN

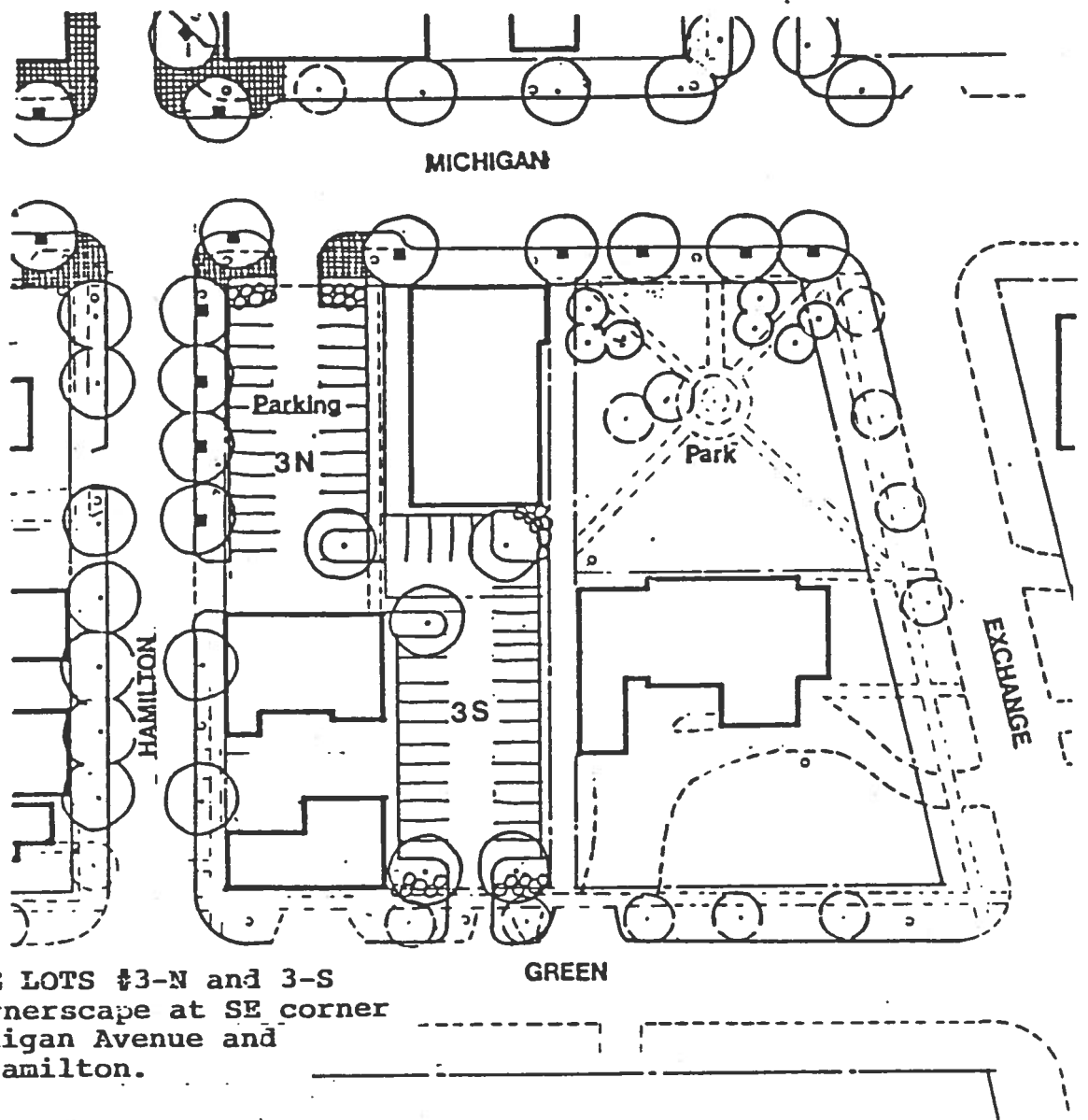


PARKING AREA AND ALLEYSCAPE

Site Preparation			2,000
Curbs	800 lf.@	10	8,000
Walks	2500 sf.@	3	7,500
Paving	2650 sy.@	12	31,800
Tree Wells	12 ea.@	800	9,600
Landscaping			
Trees	20 ea.@	35	7,000
Shrubs	40 ea.@	30	1,200
General			2,000
			10,200
Amenities			2,000
Graphics			2,000
Site Lighting	4 ea.@	2000	8,000

\$81,100

COST ESTIMATE FOR:
HAMILTON/ MICHIGAN/ EXCHANGE/ GREEN



PARKING AND CORNERSCAPE---LOTS #3-N and 3-S

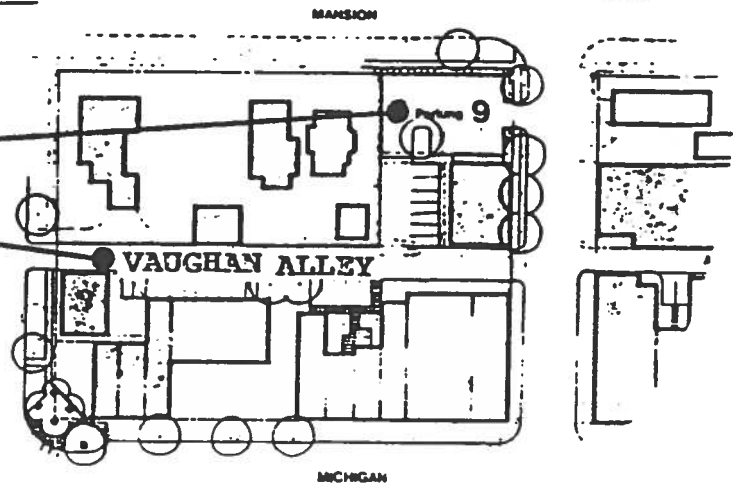
Site Preparation				1,000
Curbs	300 lf.@	10		3,000
Walks	1500 sf.@	3		4,500
Paving	2000 sy.@	12		24,000
Landscaping				
Trees	11 ea.@	350	3,850	
Shrubs	30 ea.@	30	900	
General			1,000	
				5,750
Graphics				700
Site Lighting				4,000

\$42,950

COST ESTIMATE FOR:
GRAND/ MICHIGAN/ EAGLE/ MANSION

PARKING LOT #9

VAUGHAN ALLEY



ALLEYSCAPE AND PARKING

Site Preparation				3,000
Curbs	120 lf.@	10		1,200
Storm Drainage				
CB/MH	3 ea.@	800	2,400	
Lines	400 lf.@	25	10,000	
				12,400
Walks	900 sf.@	3		2,700
Paving	1145 sy.@	12		13,740
Tree Well				800
Landscaping				
Trees	3 ea.@	350	1,050	
Shrubs	20 ea.@	30	600	
General			1,000	
				2,650
Graphics				500
Site Lighting	2 ea.@	2000		4,000

\$40,990

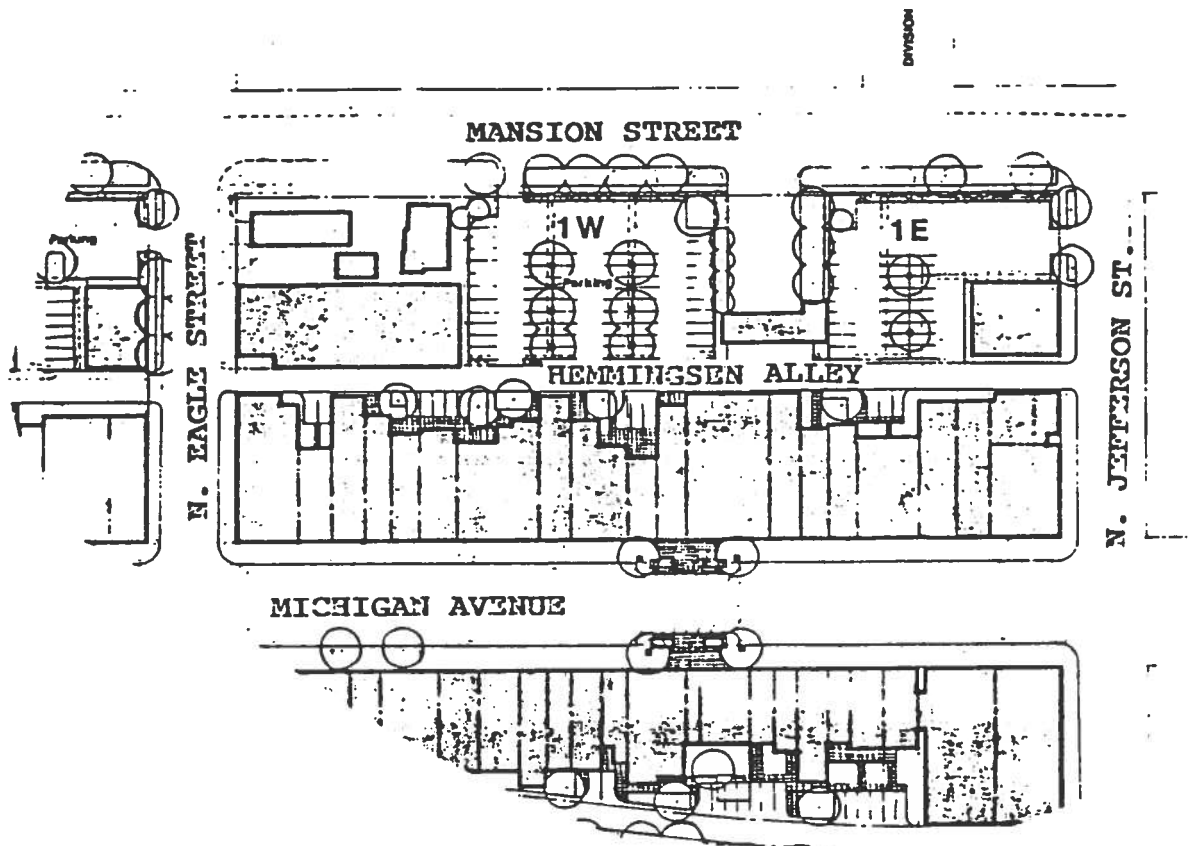
PARKING AREA---PARKING LOT #9

Site Preparation				500
Curbs	200 lf.@	10		2,000
Storm Drainage				
CB/MH	2 ea.@	800	1,600	
Lines	200 lf.@	25	5,000	
				5,600
Walks	500 sf.@	3		1,500
Paving	925 sy.@	12		11,100
Tree Wells	3 ea.@	800		2,400
Landscaping				
Trees	5 ea.@	350	1,750	
Shrubs	25 ea.@	30	750	
General			500	
				3,000
Graphics				500
Site Lighting	2 ea.@	2000		6,000

\$35,100

COST ESTIMATE FOR:

EAGLE/ MICHIGAN/ JEFFERSON/ MANSION



ALLEYSCAPE---HEMMINGSSEN ALLEY

Site Preparation				1,500
Curbs	350 lf.@	10		3,500
Walks	3000 sf.@	3		9,000
Paving	1600 yd.@	12		20,280
Landscaping				
Trees	5 ea.@	350	1,750	
Shrubs	30 ea.@	30	900	
General			2,000	
				4,650
Amenities				2,500
Graphics				2,000
Site Lighting				8,000

\$51,430

WESTERN PARKING---#1 WEST

Site Preparation				1,000
Curbs	300 lf.@	10		3,000
Walks	1000 sf.@	3		3,000
Paving	2600 sy.@	12		31,200
Landscaping				
Trees	12 ea.@	350	4,200	
Shrubs	30 ea.@	30	900	
General			1,000	
				6,100
Graphics				2,000
Site Lighting	4 ea.@	2000		8,000

\$54,300

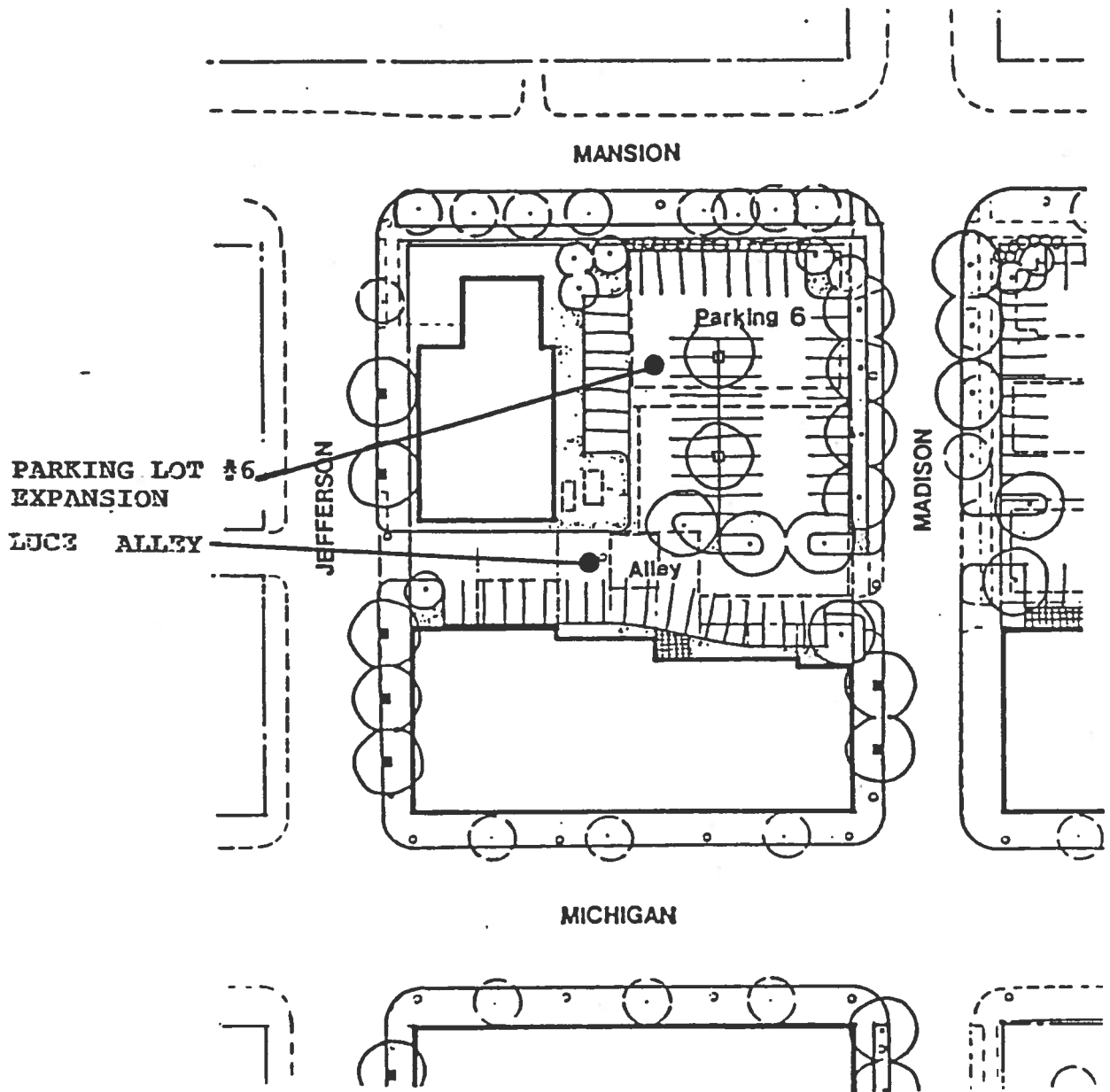
EASTERN PARKING---#1 EAST

Site Preparation				1,000
Curbs	250 lf.@	10		2,500
Walks	1000 sf.@	3		3,000
Paving	1900 sy.@	12		22,800
Landscaping				
Trees	9 ea.@	350	3,150	
Shrubs	18 ea.@	30	540	
General			1,000	
				4,690
Graphics				2,000
Site Lighting	4 ea.@	2000		8,000

\$43,990

COST ESTIMATE FOR:

JEFFERSON/ MICHIGAN/ MADISON/ MANSION



ALLEYSCAPE--- LUCE ALLEY

Site Preparation				2,000
Curbs	200 lf.@	10		2,000
Walks	900 sf.@	3		2,700
Paving	990 sy.@	12		11,880
Landscaping				
Trees	4 ea.@	350	1,400	
Shrubs	20 ea.@	30	600	
General			1,000	
				3,000
Graphics				2,000

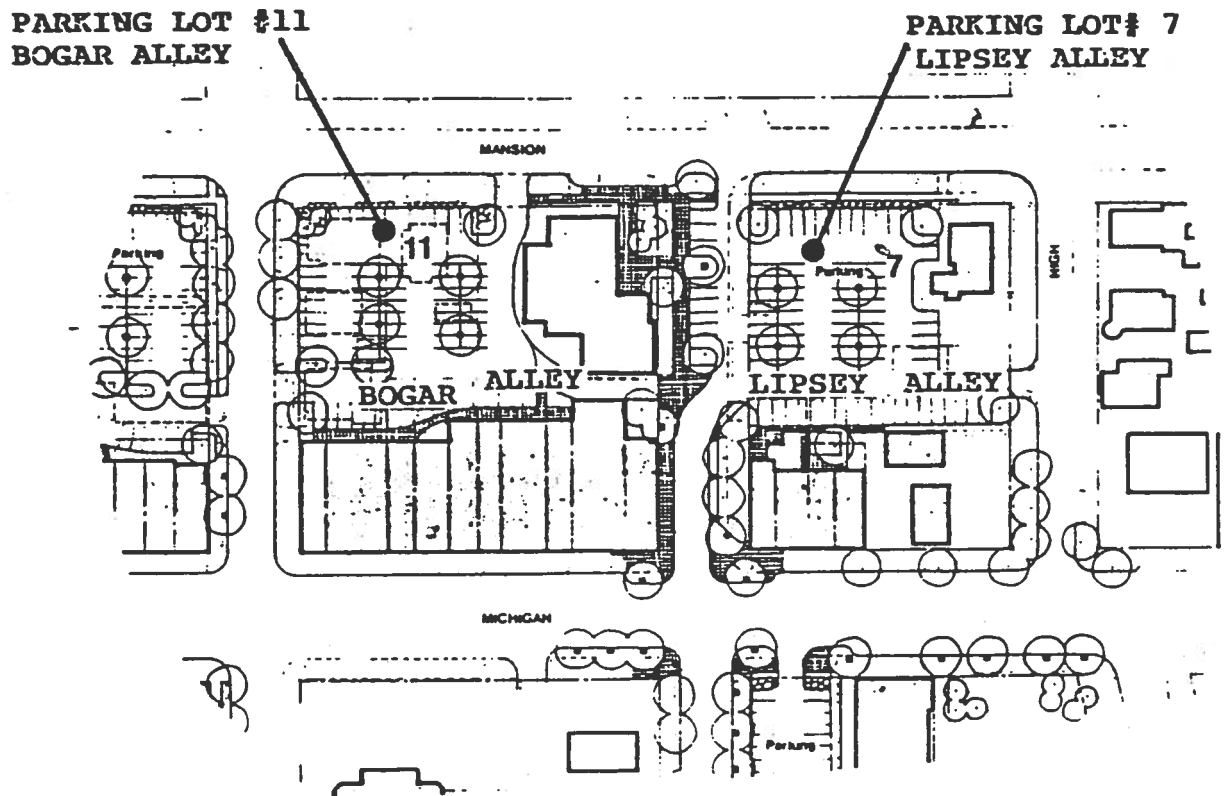
\$23,580

PARKING AREA---PARKING LOT #6 EXPANSION

Site Preparation				3,000
Curbs	400 lf.e	10		4,000
Storm Drainage				
CB/MH	3 ea.e	800	2,400	
Lines	300 lf.e	25	7,500	
				9,900
Walks	1500 sf.e	3		4,500
Paving	3200 sy.e	12		38,400
Tree Wells	3 ea.e	800		2,400
Landscaping				
Trees	10 ea.e	350	3,500	
Ornamentals	3 ea.e	250	750	
Shrubs	20 ea.e	30	600	
General			2,000	
				6,850
Graphics				2,000
Site Lighting	4 ea.e	2,000		8,000

\$79,050

COST ESTIMATE FOR:
MADISON/ MICHIGAN/ HIGH/ MANSION



EASTERN PARKING AND ALLEYSCAPE---PARKING LOT #7 & LIPSEY ALLEY

Site Preparation				1,500
Curbs	500 lf.@			5,000
Storm Drainage				
CB/MH	4 ea.@	800	3,200	
Lines	500 lf.@	25	12,500	
				15,700
Walks	300 sf.@	3		900
Paving	3200 sy.@	12		38,400
Landscaping				
Trees	10 ea.@	350	3,500	
Shrubs	30 ea.@	30	900	
General			2,000	
				6,400
Graphics				2,000
Site Lighting	4 ea.@	2000		8,000

\$77,900

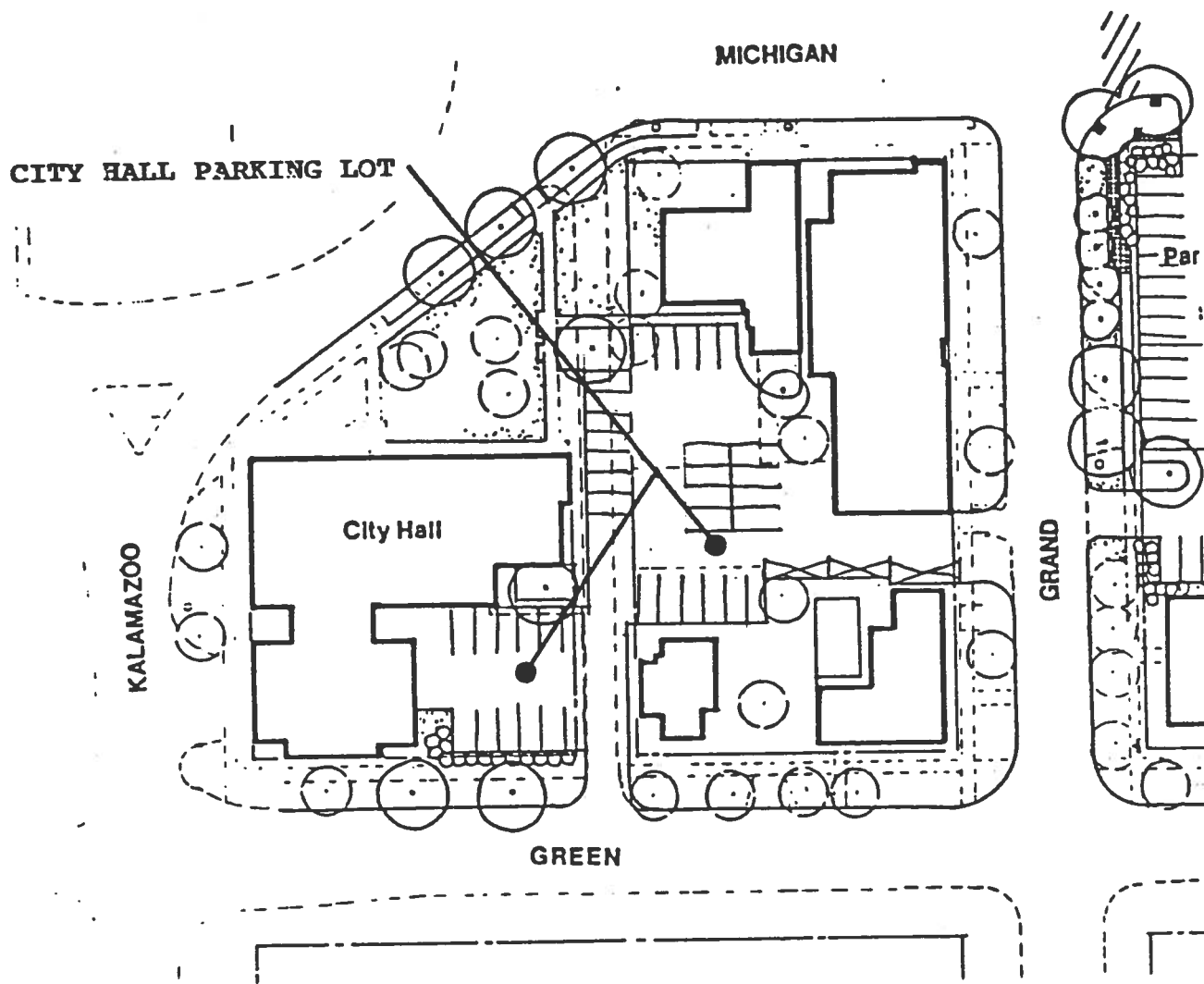
WESTERN PARKING AND ALLEYScape---PARKING LOT #11 & BOGAR ALLEY

Site Preparation				\$ 2,000
Curbs	450 lf.@	10		4,500
Storm Drainage				
CB/MH	4 ea.@	800	3,200	
Lines	500 lf.@	25	12,500	
				15,700
Walks	1200 sf.@	3		3,600
Paving	3375 sy.@	12		40,500
Tree Wells	3 ea.@	800		2,400
Landscaping				
Trees	11 ea.@	350	3,850	
Shrubs	50 ea.@	30	1,500	
General			2,000	
				7,350
Graphics				2,000
Site Lighting	4 ea.@	2000		8,000
				\$86,050

CIVIC CENTER ISLAND (FORMERLY N. HAMILTON ST. ROW)

Site Preparation				\$ 2,000
Curbs	100 lf.@	10	1,000	1,000
Walks	2400 sf.@	3		7,200
Walks (brick)	2000 sf.@	6		12,000
Drop Off Area				2,000
Tree Wells	2 ea.@	800		1,600
Landscaping				
Trees	6 ea.@	350	2,100	
Ornamentals	5 ea.@	250	1,250	
Shrubs	20 ea.@	30	600	
General			3,000	
				6,950
Amenities				2,000
Graphics				1,000
Site Lighting				8,000
				\$43,750

COST ESTIMATE FOR:
KALAMAZOO/ MICHIGAN/ GRAND/ GREEN



CITY HALL PARKING AREA

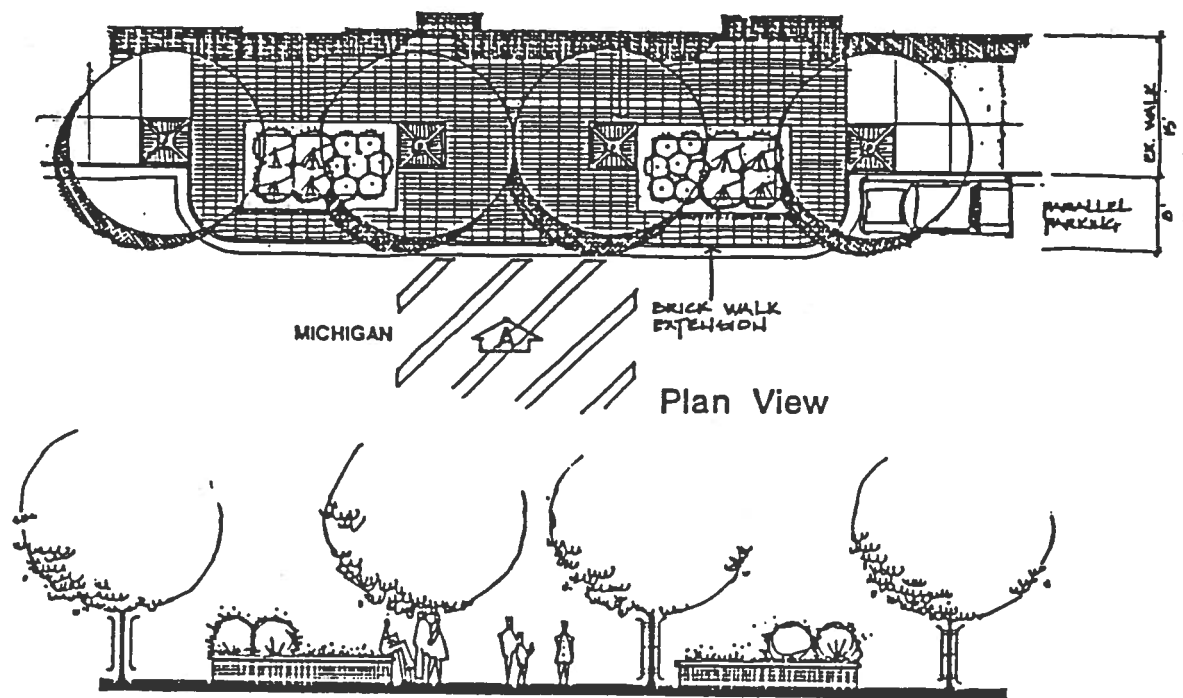
Site Preparation				1,000
Curbs	200 lf.@	10	2,000	2,000
Storm Drainage				
CB/MH	2 ea.@	800	1,600	
Lines	400 lf.@	25	10,000	
				11,600
Walks	1200 sf.@	3		3,600
Paving	2160 sy.@	12		25,920
Landscaping				
Trees	3 ea.@	350	1,050	
Shrubs	15 ea.@	50	450	
General			1,000	
				2,500
Graphics				700
Site Lighting	2 ea.@	2000		4,000

\$51,320

COST ESTIMATE FOR :

MICHIGAN AVENUE MID-BLOCK CROSSING AREA

This streetscape improvement provides a highly visible focal point in the center of Downtown. The existing crosswalk would be utilized and features extended curbs both sides of Michigan Avenue, brick or textured walking surface with barrier free access points, planters, victorian light posts and benches, and informational graphics.



Typical Treatment

Elevation A

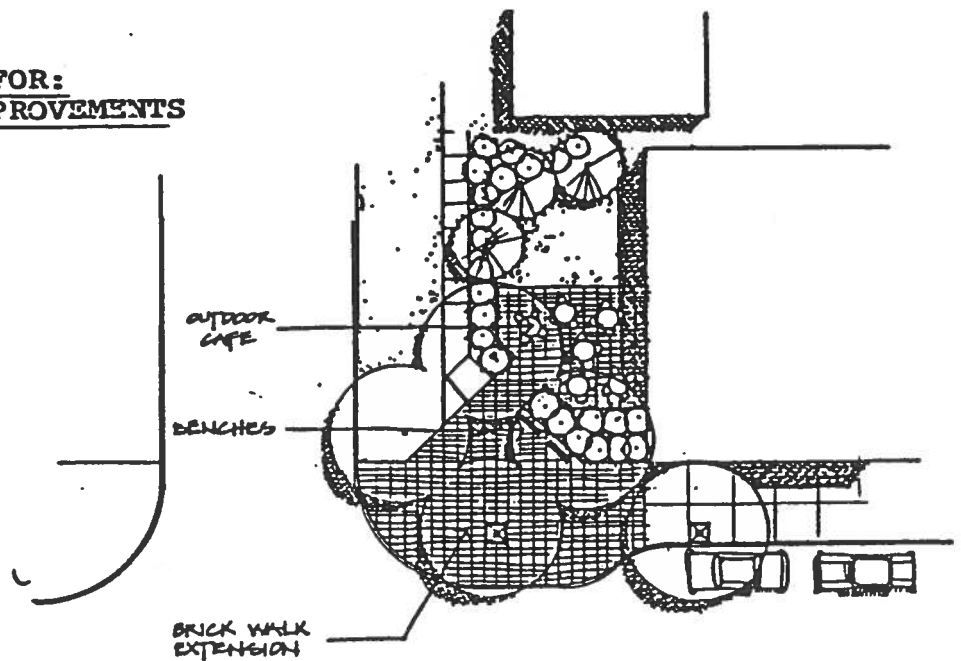
PEDESTRIAN MID-BLOCK CROSSWALK

MID-BLOCK CROSSING AREA

Site Preparation				1,500
Curbs	200 lf.@	10		2,000
Walks (brick)	2650 sf.@	6		15,900
Planters				6,000
Tree Wells	4 ea.@	800		3,200
Landscaping				
Trees	8 ea.@	350	2,800	
Shrubs	50 ea.@	30	900	
General			1,000	
				4,700
Amenities				2,000
Graphics				1,000

\$36,300

COST ESTIMATE FOR:
CORNERSCAPE IMPROVEMENTS



PEDESTRIAN WALK EXTENSION

GRAND @ MICHIGAN CORNERSCAPE (N.E. CORNER)

Site Preparation			500
Curbs	120 lf.@	10	1,200
Walks (brick)	1200 sf.@	6	7,200
Tree Wells	3 ea.@	800	2,400
Landscaping			
Trees	3 ea.@	350	1,050
Ornamentals	5 ea.@	250	1,250
Shrubs	20 ea.@	30	600
General			700
			3,600
Amenities			1,000
Graphics			1,000
Site Lighting			500

\$17,400

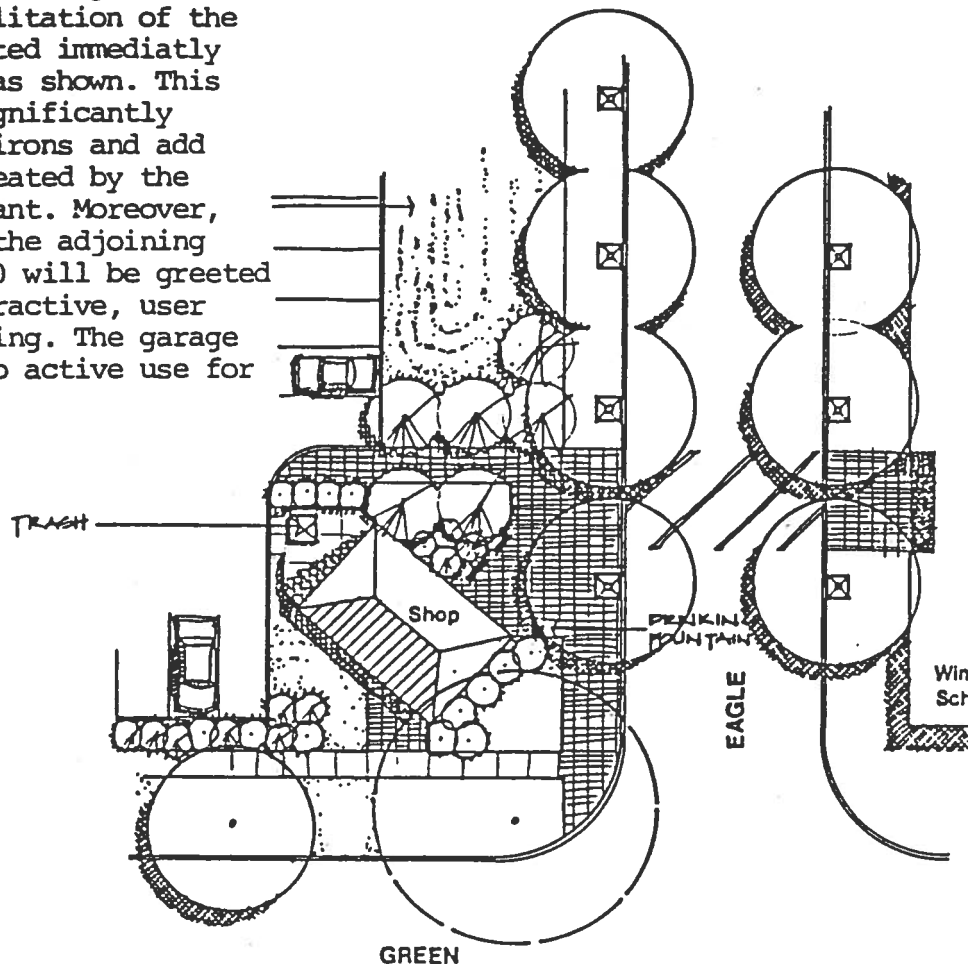
GRAND @ MICHIGAN CORNERSCAPE (S.E. CORNER)

Site Preparation			500
Curbs	50 lf.@	10	500
Walks (brick)	1400 sf.@	6	8,400
Tree Wells	3 ea.@	800	2,400
Landscaping			
Trees	6 ea.@	350	2,100
Ornamentals	5 ea.@	250	1,250
Shrubs	25 ea.@	30	750
General			2,500
			6,600
Amenities			2,000
Graphics			1,000
Site Lighting			500

\$21,900

COST ESTIMATE FOR:
CORNERSCAPE IMPROVEMENT---EAGLE @ GREEN

This cornerscape improvement should be done in conjunction with the rehabilitation of the old garage located immediately at the corner, as shown. This project will significantly enhance the environs and add to the image created by the Schuler Restuarant. Moreover, visitors using the adjoining parking lot # 10 will be greeted with a very attractive, user compatible setting. The garage should be put to active use for a small shop.

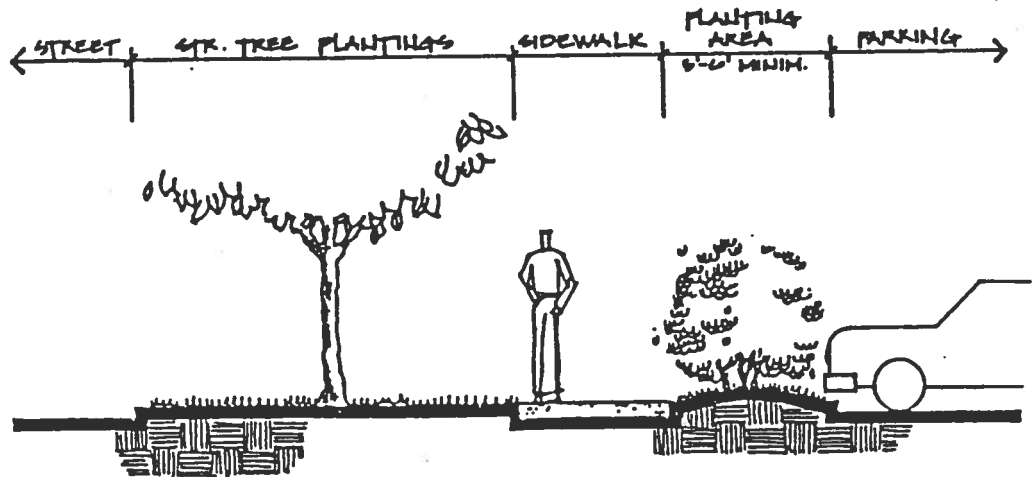


EAGLE AT GREEN CORNERSCAPE (N.W. CORNER)

Site Preparation			500
Curbs	200 lf.@	10	2,000
Walks (brick)	2600 sf.@	6	15,600
Tree Wells	4 ea.@	800	3,200
Landscaping			
Trees	10 ea.@	350	3,500
Shrubs	20 ea.@	30	600
General			4,000
			8,100
Amenities			4,000
Drinking Fountain			2,000
Graphics			1,000
Site Lighting			2,000

\$38,400

COST ESTIMATE FOR:
STREETSCAPE IMPROVEMENTS



Typical Section
PARKING LOT TREATMENT
 along RESIDENTIAL STREETS

SCREEN ALL PUBLIC PARKING LOTS BORDERING
 RESIDENTIAL STREETS WITH A DENSELY
 PLANTED STRIP RAISE PLANTED AREA
 6'-12' ABOVE TOP OF SIDEWALK.

HAMILTON STREETSCAPE

Site Preparation				1,500
Curbs	350 lf.@	10		3,500
Walks	1500 sf.@	3		4,500
Walks (brick)	3100 sf.@	6		18,600
Paving	1370 sy.@	12		4,400
Tree Wells	7 ea.@	800		5,600
Landscaping				
Trees	9 ea.@	350	3,150	
Shrubs	32 ea.@	30	960	
General			1,500	
				5,610
Amenities				3,000
Graphics				1,500
Site Lighting				8,000

\$56,210

MICHIGAN AVENUE STREETSCAPE

Tree Wells	16 ea.@	800	12,800
Landscaping			
Trees	16 ea.@	350	5,600

\$18,400

OTHER STREETSCAPES

Tree Wells	20 ea.@	800	16,000
Landscaping			
Trees	50 ea.@	350	17,500

\$33,500

NOTES TO MARSHALL DDA

Recommended are five major streetscape projects as well as a re-development of the City Hall area parking.

The DDA should contemplate other areas in the CBD which, in it's judgement, should be given similar treatment. Moreover, keep in mind we are recommending the addition of 36 tree wells and 66 trees spread throughout the CBD in locations needing additional plant material.

It is further recommended that the DDA's Planning Sub-Committee be given the task of working with the Consultant in detailing a program for streetscape improvements. This will involve meetings with the City Parks Department, City Manager, and Board of Public Utilities.

1. Short Range Public Improvement Priorities.

PARKING LOT/ALLEYWAY IMPROVEMENTS

The improvements to the parking system within the CBD are assigned priorities based on current demand levels, private development initiatives, and observed issues. While any set of priorities are subject to change over time as events and circumstances alter conditions in the CBD, the recommended improvement program presented herein should not be altered absent such important events or circumstances (eg, a major new private development not contemplated at this time).

PRIORITY ONE

PARKING LOT NUMBER 2 AND ALLEYSCAPE

This project carries the first priority for implementation. It is to be done concurrently with the construction of the new Myers Food Center supermarket building adjacent and to the east. The estimated cost of \$74,600 includes the new parking facility containing approximately 80 parking spaces. In addition, land costs of approximately \$20,000 will be included.

In order to fully improve the Cronin Alley, it will be necessary to acquire easements for parking and landscaping or to solicit the private owners to initiate such improvements on their lands using private funds.

This project should be undertaken during the summer of 1984. Financing of the parking facility should be via special assessment to abutting property owners. The alleyway improvements could also be included in the assessment if private land owners agree to be assessed for same. The MDDA should request the City Building Authority to undertake this project by issuing revenue bonds with the special assessment payments being used to retire such bonds. The MDDA's tax increment revenues are pledged for this project. The MDDA has pledged to write down actual assessments to property owners to the extent tax increment revenues permit.

PRIORITY TWO

PARKING LOT NUMBER 6 EXPANSION AND LUCE ALLEY

This project is also high priority for implementation. First, existing parking demand in the area is running very high. Second, Oaklawn Hospital has evidenced plans for hospital expansion which will increase parking demands. The estimated cost of \$79,050 for Lot #6 improvement and \$23,580 for Flo's Alleyway will provide a total of approximately 38 new parking spaces and much improved vehicle circulation on this block. It is recommended the parking lot and alleyway be constructed concurrently, since the lot is better served via access from the alley and the total number of parking spaces is maximized in the proposed arrangement.

The project should be undertaken in 1984 or 1985, depending on the timing of hospital improvements. Financing of this improvement should utilize tax increment revenues from the value added by the new medical clinic presently proposed by Oaklawn Hospital. The value added should yield about \$14,000 annually including real and personal property values together with the 2 mill levy. This revenue should be pledged to retire bonds issued to finance construction. A final estimate of revenue and commitment to construct the parking facility and alley are entirely dependant upon reaching an agreement with the Hospital Board and the City. A task force has reviewed options and commitments necessary to undertake this project and filed recommendations with the Hospital Board, City Council, and MDDA. Moreover, it will be necessary to secure easements along Luce Alley as this land is in part privately held. A special assessment to abutting property owners might also be considered for improvements to the alleyway. This would require a petition from affected land owners be filed with the City Council.

If agreements are reached, this project may be combined with the Lot #2 project and be undertaken by the City's Building Authority. Special Assessment and Tax Increment revenues would be pledged to ensure retirement of the bonded indebtedness.

PRIORITY THREE

PARKING LOT NUMBER 11 AND BOGAR ALLEY (Phase 1)

Many of the same comments expressed in the discussion of Lot #6 apply here. Lot 11 as proposed lies between N. Madison and the Civic Center. Presently, Oaklawn Hospital has title to land comprising the eastern one-half of this lot. Three residential structures (two are used for business purposes) are situated on the western one-half of this site. As phase one of this project, it is recommended that the easterly one-half of Lot 11 be implemented as well as the area included in Bogar Alley. Seven privately held parcels of land are involved in Bogar Alley and easements would have to be secured. The estimated cost, excluding land, of \$86,050 includes improvement of the entire area of Lot 11 and the Alleyscape. As such, if only the east one-half of the Lot were developed, the cost could be paired down approximately \$40,000.

This project should be undertaken concurrently with the development of Lot #6 if financing is available. This will depend on the amount of revenue generated from the hospital medical clinic expansion project.

PRIORITY FOUR

PARKING LOT NUMBER 10 AND STAGECOACH ALLEY

This project carries high priority for implementation. The City of Marshall has acquired fee title or leasehold interest in all property proposed to be included in Parking Lot #10. The private lands recommended for inclusion in this alley have not been acquired and should be prior to initiating the project. It is recommended the parking lot and the alleyway be build concurrently since the lot will function in a superior fashion with ingress/egress via the alleyway. Additional access from W. Green Street is also proposed.

This project should be undertaken during 1985. There exists a high level of need for additional parking in the vicinity of this lot. The parking facility functioned as public parking until 1982, when it was temporarily closed. Presently, the City is operating the lot. It's physical condition (the paved area, traffic flow, and appearance) is very poor.

PRIORITY FIVE

PARKING LOT NUMBER 7, LIPSEY ALLEY AND THE CIVIC CENTER ISLAND

The improvement of the existing gravel alley and expansion of Lot #7 should be accomplished as one unified project. The parking lot will operate much more efficiently if access to the lot is via the alley. Added parking spaces as also gained in the unified design. The Civic Center Island area and adjoining parking and service drive should also be included in the project. The total estimated cost of \$121,650 requires a longer perspective for this project to be adequately funded. The primary source of funding would be derived from tax increment revenues.

PRIORITY SIX

PARKING LOT NUMBER 4 AND MASON ALLEY

This project is needed when a reuse of the Masonic Temple or more intensive use of the buildings along Michigan Avenue is accomplished. Currently, the existing parking lot serves the immediate business area adequately.

PRIORITY SEVEN

PARKING LOT NUMBER 9 AND VAUGHAN ALLEY

This project will afford improved access to businesses on this block, storm drainage , and help improve the visual appearance of the area. Parking spaces, while increased with this project, are a secondary consideration. By the time this project improvement takes place, parking demnad may well have increased and the spaces will be needed.

STREETSCAPE IMPROVEMENTS

The streetscape improvements presented earlier should be undertaken as soon as possible. The priorities suggested in connection with parking lot and alleyway projects will command a large portion of the MDDA revenues. As such, it must be stated that improvements to the parking system and accompanying alley way areas will be given priority in terms of available funding. In Part II, F, MDDA revenues are projected and the use of the revenues is presented. The projections do indicated funds available for streetscape improvements. Therefore, priorities among the several streetscape improvement projects is recommended below.

PRIORITY ONE

MICHIGAN AVENUE MID-BLOCK PEDESTRIAN CROSSING

The highest pedestrian counts in the Downtown area are present in this location. Moreover, because the Eagle-Jefferson block of Michigan Avenue is the longest in the Downtown, a fully improved pedestrian crosswalk is needed. The present crosswalk is designated only by signs. This project envisions a full complement of visual and functional elements at this crosswalk for the use and enjoyment of pedestrian in the mid-block area.

PRIORITY TWO

CORNERSCAPE AT NE CORNER OF MICHIGAN AVENUE AND GRAND STREET

The site of the former Marshall Sports Center building is now a vacant lot covered with grass. This small lot is in a highly visible location and should be improved with a pocket-park like setting. One good potential for this lot is an outdoor cafe in warm weather in conjunction with the restaurant next door. Details of this arrangement between the MDDA, City and the restaurant operator should include (1) responsibility for maintenance of the site, (2) cost sharing of the cost of improvement, (3) lease or sale of the property once clear title has been established, and (4) the details of the site design if used in connection with the restaurant.

PRIORITY THREE

CORNERSCAPE AT NW CORNER OF S. EAGLE AND W.GREEN

This project provides a visual embellishment to an area which receives a large number of out-of-town visitors due to the attraction of Schuler's Restaurant. In addition, this project affords a convenient access between the parking area west of Eagle Street and the restaurant. An important element in this project is the proposal to rehabilitate the former garage (now vacant) at the corner of Eagle and Green. This building could be renovated for a specialty shop (e.g. food

stuffs and food gifts) to complement the restaurant. In turn, this small business would benefit from the proximity to the restaurant.

PRIORITY FOUR

NORTH HAMILTON STREETScape

This project is needed to complement the improvements to Lot #7 and Lipsey Alley. This segment of North Hamilton becomes primarily an access route to the Civic Center and Lot #7. The design envisions a narrowing of the street with the addition of ample street vegetation and victorian street lighting. This segment will evolve into a promenade between the Civic Center and the main street of Downtown.

PRIORITY FIVE

CITY HALL AREA IMPROVEMENTS

The front lawn area of City Hall was redesigned and new landscaping installed during 1983. This landscape project added significantly to the aesthetic quality of City Hall. The improvements proposed for the City Hall Area in this plan are intended to (1) enhance parking and circulation and (2) continue the effort to visually improve the grounds in the area of City Hall. Revised access from South Grand Street and closure of the access from Michigan Avenue are elements of this project. An agreement with the church and realtor adjoining City Hall property will needed to implement this project.

E. PRIVATE LAND USE STRATEGIES FOR THE DEVELOPMENT AREA

The Central Business District of the City is entirely contained within the Development Area. Most retail business activity is located on Michigan Avenue between Eagle and Jefferson Streets. This "Center Block" area has consistently demonstrated retail viability, evidenced by few store front vacancies. Parking facilities serving this center block area are heavily utilized. Emphasis should be continued for retail businesses in street level floor space throughout the Center Block.

Remaining blocks along Michigan Avenue in the CBD show a greater variety of use at street level, including personal and professional service businesses, offices, auto service, etc. Store front vacancies occur more frequently than within the Center Block.

Observation of the CBD has shown the east and west ends have less pedestrian and vehicular activity. This is likely due to two main factors, (1) businesses in these areas are not characterized by high customer traffic and, (2) there is no concentration of retail business or other "anchor" facility to draw shoppers to these areas.

This narrative presenting private land use strategies suggests in part new private land use concepts to enhance the CBD's attraction within the market area and regionally by embellishment of the CBD and for tourists. The private use concepts herein, together with the public improvements previously recommended, should enhance the business climate and appeal of Downtown Marshall.

1. Private Investment Opportunities and Private Space Design Concepts

The Part II, A of this Plan, a detailed discussion of existing uses in the CBD concludes with observations on potential business additions. On the following pages are a series of design and use concepts offering investment potential. These concepts combine new uses with schematic plans for development. Each will require careful follow-up feasibility and market analysis before serious funding commitments are made.

**a. Small Floor Area Specialty Retail, "Boutiques",
and Service Establishments**

Retail Specialty Mall

Two alternative concepts are presented for grouping small businesses within existing buildings in the CBD. Considering the desirability of maintaining the "Center Block" and areas immediately east and west thereof for retail uses, the "Retail Specialty Mall" (concept 1) should be located in one or more buildings within the existing retail area. The Specialty Mall will act as an activity center, drawing patrons in significant numbers. The mall will benefit nearby businesses because of its "draw" and the tendency of shoppers to browse in retail areas. The mall will require immediate access to amply parking.

Essential features of the Specialty Mall are an open interior walkway with shops facing onto the walkway. Pedestrian access from the street front and rear is made convenient. Each shop will have its own "storefront".

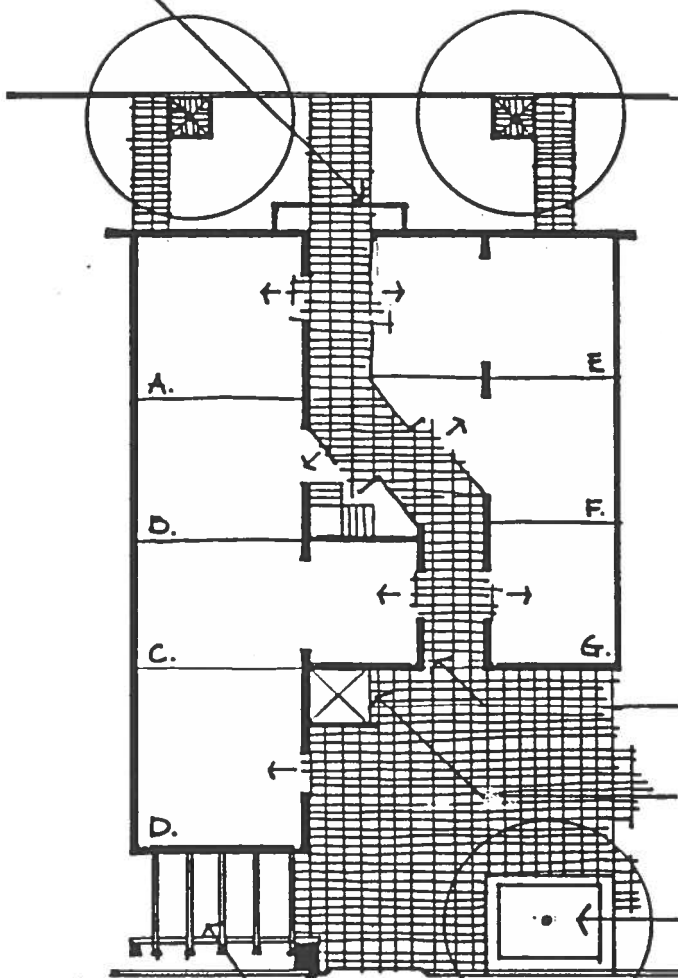
If the Specialty Mall is developed in two or more buildings, barrier free access could be provided to upper levels. Service and office uses could occupy upper floors.

CONCEPT 1

Specialty/Retail Midway

A TYPICAL PROJECT FOR ADAPTIVE USE
AND GENERATING PEDESTRIAN ACTIVITY

MAIN STREET
ATTRACTIVE PERIOD MARQUE



- TWO-THREE ADJACENT STOREFRONTS JOINED FOR COMMON DEVELOPMENT
- SIX-EIGHT INDIVIDUAL RETAIL SPECIALTY SHOPS OFFERING VARIETY OF RETAIL NEEDS.
- PERMITS GROUPING OF SMALL SPACE USERS
- ADVANTAGES TO SMALL SPECIALTY RETAILERS BY OFFERING 500-1000 SQUARE FEET AT LESS COST THAN OTHERWISE AVAILABLE ON THE MAIN RETAIL STREET.
- REQUIRES CLOSE PROXIMITY TO OTHER RETAIL STORES AND SERVICES.
- PEDESTRIAN ENTRANCES - FRONT AND REAR.
- COMMON SIGNAGE

INTERIOR DESIGNED WITH INDIVIDUALIZED STORE FRONTS AND ENTRIES

POSSIBLE BARRIER FREE ACCESS TO OTHER FLOOR LEVELS WHEN SERVING TWO OR ADJOINING BUILDINGS; PERMITS MULTI-FLOOR INTENSIVE USE.

PLANTINGS AND OUTDOOR LIGHTING

REAR
PARKING

REAR ENTRY
MARQUE SIGN

OPEN AIR RETAILING TO COMPLEMENT
RETAIL SPECIALTY MALL

STREET LEVEL

CONCEPTUAL BUILDING LAYOUT

Office/Service Promenade

The Office/Service Promenade (concept 2) provides small floor area spaces for personal services, professional services, offices, and possibly food service. This concept is similar in character to the specialty retail mall, that is a grouping of small business spaces with common pedestrian access via an open interior walkway. It too will require ample, nearby parking. The Promenade will function as an activity center in the CBD. It should be sited outside the center block since it's orientation is toward service and office functions. Ideally, the Promenade will be located east of Jefferson Street in two or more contiguous buildings and have dual pedestrian access.

CONCEPT TWO

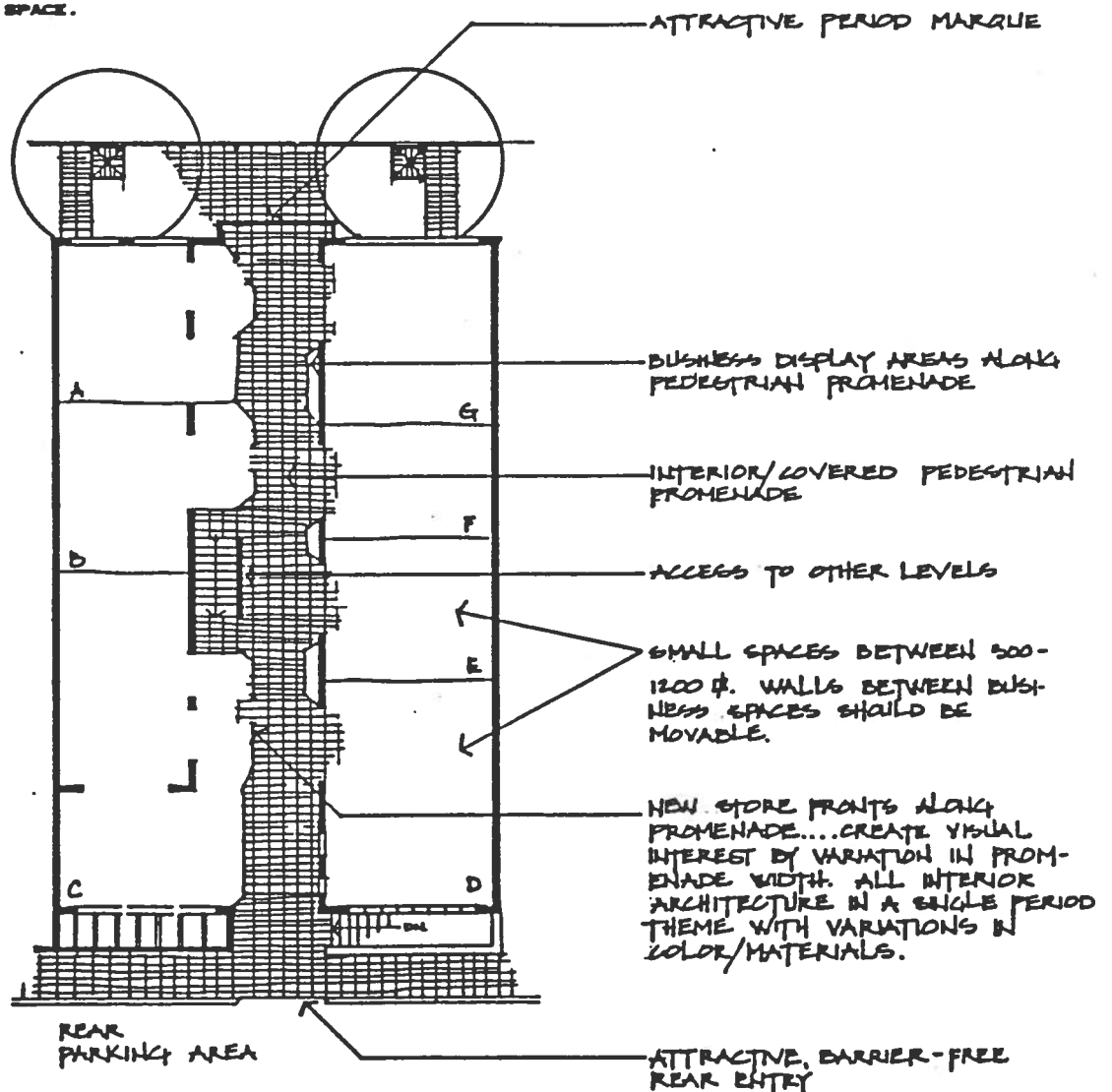
Office/Service Promenade

A TYPICAL PROJECT FOR ADAPTIVE USE AND FOR GENERATING ACTIVITY

- DIRECT ACCESS TO PUBLIC PARKING
- PEDESTRIAN ENTRIES - FRONT AND REAR
- OPEN THRU PEDESTRIAN PROMENADE
- TWO OR MORE EXISTING STORE FRONTS COMBINED INTO SINGLE FUNCTIONAL AREA.
- GROUPING OF BUSINESSES OCCUPYING SMALL SPACES FRONTING ALONG A SINGLE PEDESTRIAN PROMENADE
- COMMON ANNOUNCEMENT MARQUEE AT ENTRIES
- TWO DIRECTION PEDESTRIAN FLOW
- UPPER/LOWER LEVEL ACCESS FOR MAXIMUM UTILIZATION OF FLOOR SPACE.

POTENTIAL USES:

- EATERY
- REPAIR SERVICES
- BARBER / HAIRDRESSER
- PROFESSIONAL SERVICES
- PERSONAL SERVICES
- OTHER NON-RETAIL
- RESIDENTIAL - UPPER LEVEL



STREET LEVEL
CONCEPTUAL BUILDING LAYOUT

b. Four Season City Bazaar

Concept 3 involves a grouping of itinerate sellers, crafts people, and sale of seasonal products. This concept builds on the current "farmers market". Moreover, it will provide added appeal for tourists and visitors to Marshall. The four season bazaar affords small spaces for temporary retailers and exhibitors on a year around basis. Successfully operated, it will become an important new activity center for the CBD. A highly visible, corner location should be selected for the Bazaar.

The Bazaar should be developed in the east end of the CBD, ideally east of Hamilton Street. This area presently has very low user counts and offers ample on-street parking. This project will require re-development of land currently occupied. Therefore, public sponsorship and operation quite likely will be necessary. In any event, vendors and exhibitors will rent "stalls" available indoors or in outdoor covered space.

CONCEPT THREE

Four Season City Market·Bazaar

A CENTRE FOR SMALL RETAIL,
CRAFTSMEN AND SERVICE.

THIS MARKET·BAZAAR CONCEPT ENVISIONS LEASING
STALL SPACES TO INDIVIDUAL VENDORS.

VENDORS MAY ENGAGE IN ALL RETAIL AND SERVICE
FUNCTIONS PERMITTED BY LAW, E.G., CRAFTS,
PRODUCE/MEATS, SERVICES, ETC.

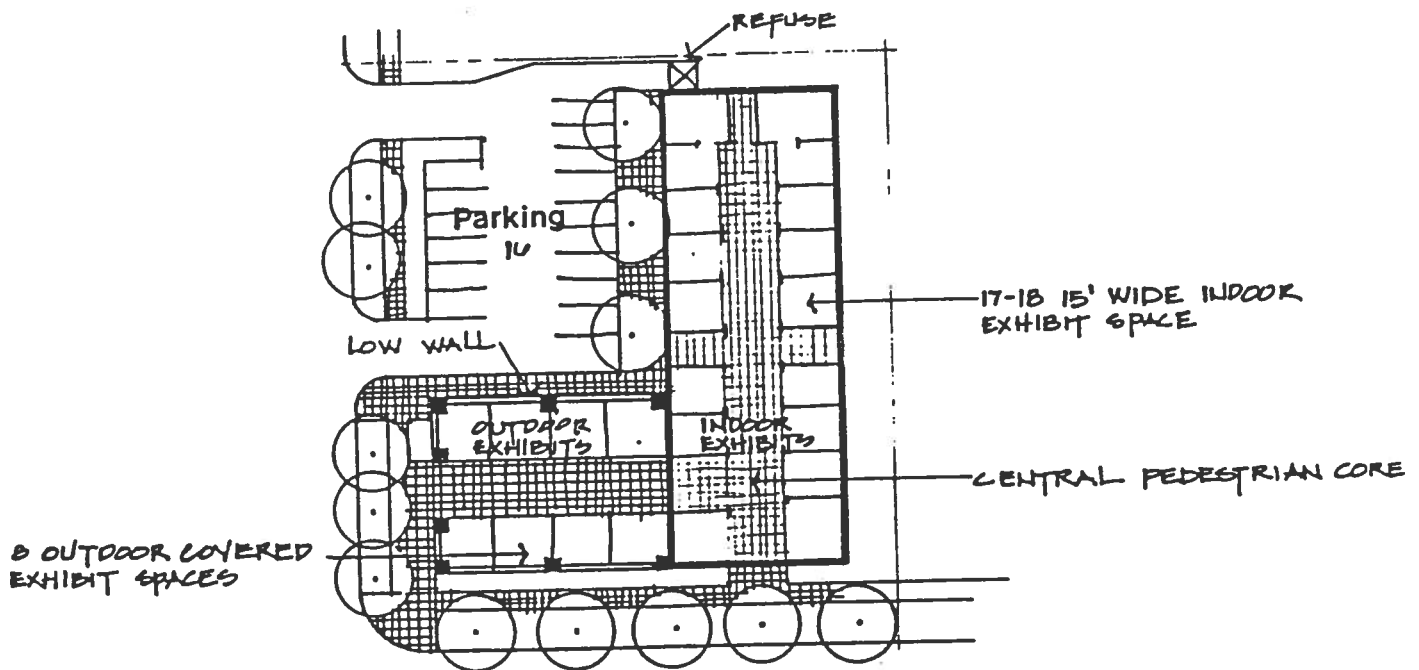
VENDORS LEASE ONE OR MORE SPACES AS REQUIRED.

THE CITY OF MARSHALL, MARSHALL DOA, AND
POSSIBLY PRIVATE INVESTORS TO OPERATE THIS
SERVICE WOULD REQUIRE A FACILITY MANAGER.

SEASONAL VENDORS OCCUPY OPEN AIR SPACES.

THE SITE SHOWN DEPICTS THE MINIMUM LAND
AREA RECOMMENDED FOR A PERMANENT MUNICIPAL
MARKET (APPROXIMATELY 37,000 S.F.)

THE SITE AND FACILITY MAY BECOME A FOCAL
POINT FOR CENTRAL BUSINESS DISTRICT SHOPPERS,
THUS AN ACTIVITY GENERATOR. MOREOVER...
THE FACILITY MAY BE AN IMPORTANT SUPPLEMENT
TO PROMOTIONS ON BEHALF OF THE CBD.



MARKET·BAZAAR DEVELOPMENT

PROPOSED SITE DEVELOPMENT

1" = 50'

BEST SOLUTION FOR PRESERVING WALK TO BUILDING
RELATIONSHIPS FOUND DOWNTOWN.

c. Office Center in the CBD

Certain, under utilized buildings in Downtown do lend themselves well to adaptive use and renovation. An example, is the Masonic Temple building at the corner of South Madison Avenue and East Green Street. This large, five story structure was built in the early 1930 decade according to local sources. An inspection of the entire facility revealed a structurally sound building in good condition. Barrier free access can be provided to each floor level.

Adaptive uses for this building could include office, a public or private institution, or multiple housing. Shown as Concept 4, the preferred adaptive use would be for offices. This use would concentrate considerable professional, clerical and technical employment within the CBD. The new employees would help sustain retail and service business in the vicinity. Moreover, patrons of the "TEMPLE CENTRE" office building would tend to add patronage to other businesses in the vicinity.

A critical factor in determining feasibility of this project is the provision of sufficient parking. The "Conceptual Development Plan" in Part II, C suggests some building demolition will be necessary to accommodate additional parking area and improved access in the vicinity of the Masonic Temple. The "TEMPLE CENTRE" will depend on the ability of the MDDA to finance additional public parking.

CONCEPT FOUR

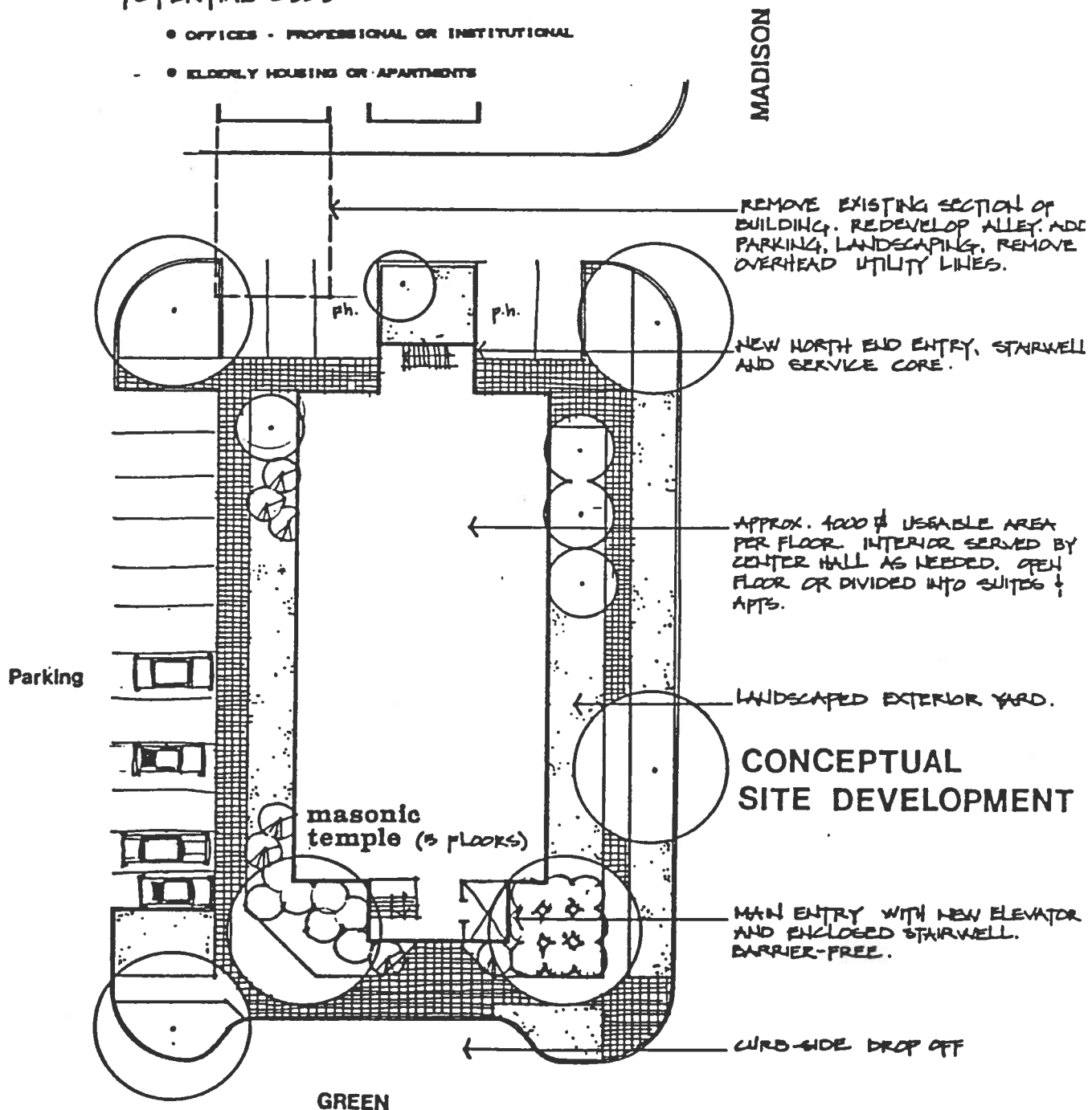
Temple Centre

- SOUTH JEFFERSON STREET PARKING LOT IMPROVEMENT, THRU-BLOCK TRAFFIC FLOW.
- BARRIER FREE ACCESS TO EXISTING FIVE FLOOR LEVELS OF THE BUILDING.
- REPLACE BASIC UTILITIES - IE. ELECTRICAL, HEATING, MECHANICAL, AND FIRE PROTECTION.

A PROJECT OF ADAPTIVE USE FOR AN EXISTING STRUCTURE

POTENTIAL USES:

- OFFICES - PROFESSIONAL OR INSTITUTIONAL
- ELDERLY HOUSING OR APARTMENTS



3. Theme Village

Marshall has a number of historically important structures which need restoration. Some buildings, such as the fragments of the Crary House, were formerly on location within the CBD. Other structures such as the former freight station on industrial road, could be relocated into the CBD and restored. This structure would provide unique architectural style and form a fine focal point for the Village.

As conceived, the Village would be a series of small private investments following a master site plan. The primary function of the Village would be as a tourist attraction, presenting Marshall's unique history and further adding to the City's historic image.

The project would require consolidation of a sizable parcel of land in or adjacent to Downtown. All parties, public and private who commit development funds, would have to agree upon a Master Plan for site uses, building arrangements, landscaping, and cost sharing as well as an overall management scheme. State and/or federal funds may be available for this project. In addition, several national foundations exist for whom preservation/restoration of historic buildings are worthwhile investments.

CONCEPT FIVE

Theme Village

A PROJECT TO RECREATE THE
NINETEENTH CENTURY IN THE CENTER
OF THE CITY.

CONCEPTUAL SITE DEVELOPMENT

THE THEME VILLAGE WOULD EMBELLISH THE 19TH
CENTURY CHARM WITHIN MARSHALL.

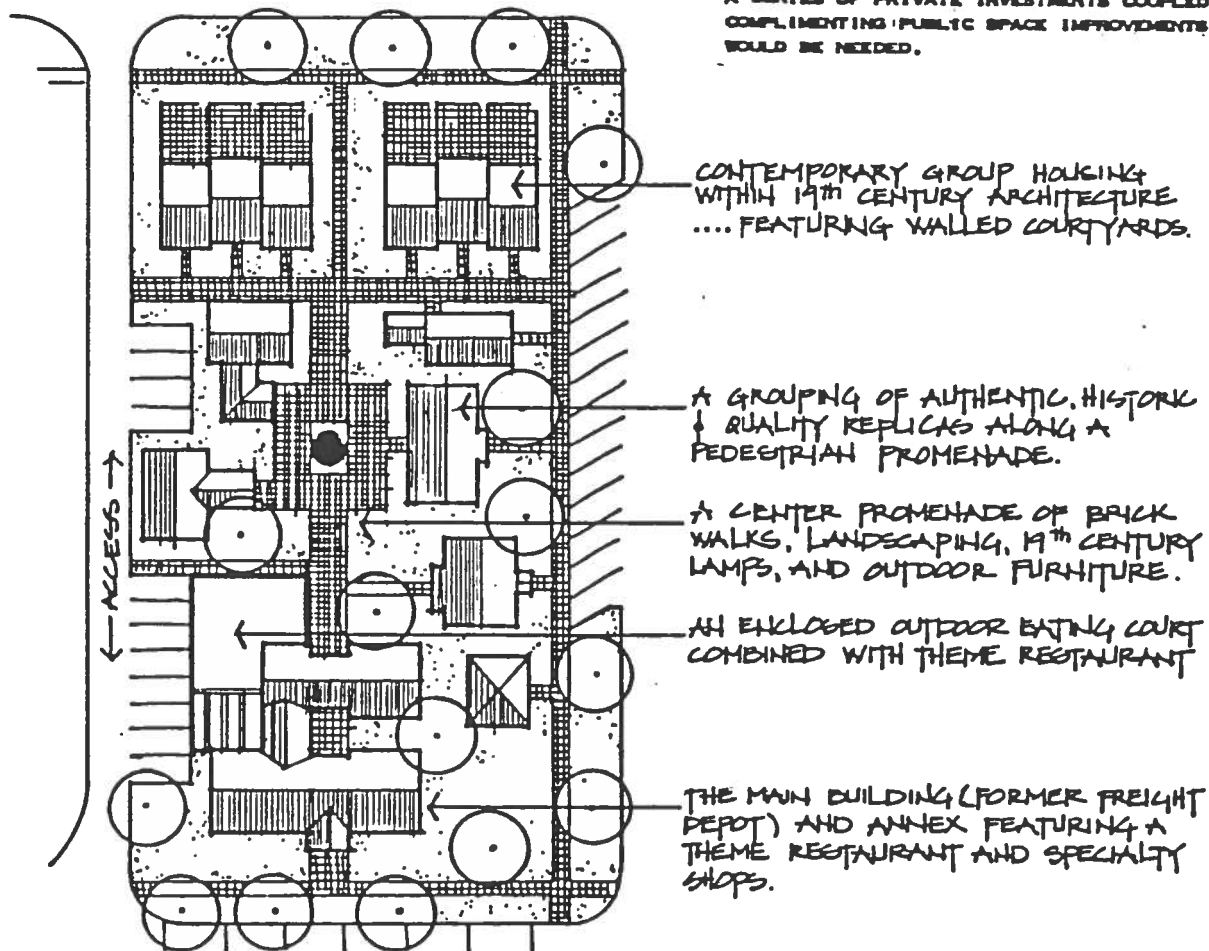
VILLAGE STRUCTURES WOULD BE COMPRISED OF
AUTHENTIC BUILDINGS RELOCATED FROM WITHIN
THE CITY OF MARSHALL TO THE SITE CHOSEN.
OTHER STRUCTURES, BUILT ANEW, MIGHT BE
REPRESENTATIONS OF BUILDINGS THAT ONCE EXISTED.

AMPLE DOCUMENTATION EXISTS VIA PHOTOS AND
HISTORICAL RECORDS TO AUTHENTICATE STRUCTURES,
SELECT BEST RELOCATION CANDIDATES, AND TO
RECREATE WHAT ONCE WAS.

THE CORNERSTONE BUILDING, SHOWN AS THE LARGEST
STRUCTURE, COULD BE THE RESTORED/MODERNISED
FREIGHT STATION. THIS BUILDING IS NOW
SITUATED ON INDUSTRIAL ROAD, JUST NORTH OF THE
'ROUNDHOUSE'.

THE THEME VILLAGE WOULD FEATURE MIXED USES
INCLUDING HISTORICAL ARTIFACT EXHIBITS, OFFICES,
RETAIL AND EATERY.

A SERIES OF PRIVATE INVESTMENTS COUPLED WITH
COMPLEMENTING PUBLIC SPACE IMPROVEMENTS
WOULD BE NEEDED.



e. Other Private Use Investment Potential

1. Downtown Accommodations

As an adaptive use in one or more existing buildings, a downtown hotel or inn may very well be successful. Combined with a complement of patron services (pool, recreation and meeting rooms, small eatery, etc.), the Inn would provide needed new overnight tourist accommodations and support small group meetings or conferences held in Marshall. Several CBD buildings may be well suited for this use. It is recommended efforts be centered on a location east of Jefferson Street.

2. Alleyway Development

As alleyways are improved adjoining public parking and in other areas of Downtown, businesses can be located in presently unused or underutilized floor areas facing the alleyway. Typically, offices, professional service, and specialty services (glass repair, custom signs, shoe repair, etc.) which do not require high visibility or customer counts are ideal for such spaces. Moreover, conducting more than one business in a building will yield high rent and desirably more private investment to improve real estate.

3. Consolidation of Storefronts

The CBD is composed largely of individual buildings in which businesses operate. A few businesses utilize two or more adjacent store fronts (for example, Darlings Hardware, Marshall Hardware, and G C Murphy Company). Often, retailers need more space than is provided by a single store front to provide a greater variety of goods on display. These large retailers are important in attracting consumers. They act as magnets drawing shoppers into the CBD.

Whenever a retailer or other business needs to expand or a new business requires more space than a single store front offers. The MDDA should participate with the business to consolidate the required floor space.

4. Street Vending

During warm weather and special CBD promotions, mobile street vendors may be a worthwhile addition to CBD activities. Street vendors with unique carts and period costumes add a gala, festive mood. The vending units could be operated by existing merchants. The City should strictly regulate this function via temporary licensing procedures.

F. PUBLIC LAND USE STRATEGIES FOR THE DEVELOPMENT AREA

1. Programs of the Marshall Downtown Development Authority

Given it is the responsibility of the MDDA to work toward continued vitality of the Downtown, there exist a number of program concepts which can aid and abet this responsibility.

a. Public Space Improvements

Part II, D of this Plan discusses in detail necessary public improvements for the Development Area of the City's Central Business District. It is expected the MDDA will oversee the implementation of these projects and provide a bulk of the financing.

b. Public Space Maintenance

The MDDA will become responsible for the care and maintenance of certain public spaces within the Development Area. An outline of standards for this effort is provided in Part II, F (3) of this Plan. Early in the effort to implement improvements in the Development Area, the MDDA should work out operating/maintenance agreements with the City of Marshall and the Board of Public Utilities to insure that each agency has a clear understanding of maintenance required.

c. Promotion of Public Capital Investment in the Downtown Development District.

Opportunities for investment of private capital in the Downtown are numerous, as suggested in this Plan. The MDDA can put into effect intentions to commit private funds to the Downtown using several methods. Public Improvement investment by the MDDA will of course be an important step. In the case of a specific project proposal, the MDDA can commit to construct needed public improvements adjoining or serving the private project.

The MDDA should also be ready to assist private investors in their quest for investment capital, for example, by advising on the availability of public funding sources, allowing MDDA funds in support of the project to be "leverage" with private funds. Land acquisition, parking facilities, access requirements, utility improvements, and the like can be financed by the MDDA as inducements for private investments.

d. MDDA Loan Program.

Certain investments of private funds do not yeild worthwhile returns on investment. As such, items such as facade restoration or rehabilitation, development of improved rear access to a business, roof and parapet repairs, or on-site landscaping often do not get needed attention. Many buildings in the Downtown are in need of such attention. Low cost funds for these and related building/site repairs and improvements would be a major inducement for building owners to make repairs and improve the appearance of store fronts in the Downtown. The MDDA is permitted to acquire interest in real estate and property. By acquiring easements on facades or land, the MDDA could in effect acquire improvement to buildings untill the funds paid for this interest were repaid. In turn, the building owner receives funds need to undertake repairs and improvements.

e. Marketing the Central Business District

Recently, a number of businesses in the City have joined in cooperative advertizing intended to promote Marshall as a destination point for tourists and persons living in Michigan. The MDDA can assist this effort by providing help in funding.

3. Maintenance of Public Spaces Within the Central Business District.

A sound maintenance plan is required for the maintenance of both the public and private investment in the downtown in a timely and efficient manner. The importance of a maintenance plan is not only its use by administrators, but also, and possibly more importantly, for use by the in-field maintenance personnel.

Planning and Scheduling

It is most important to plan ahead to insure that the proper labor equipment, and materials are available to perform all maintenance tasks. The scheduling of work is critical to allow for efficiency in maintenance operations and also to avoid conflicts with and inconveniences to the general public - the shoppers in the downtown area.

Maintenance of Design

The best of all design and construction can only be effective when proper maintenance is utilized. The term best applied is "design for maintenance and maintain the design". For example, conceptual plans for new parking area are designed for ease of snow removal and facilitate warm weather maintenance.

Public Relations

No better public relations can be made than when proper maintenance is applied. Good maintenance will create a positive shopper attitude and will certainly make the business district a desirable experience for the visitor and shopper.

Identification of Specific Maintenance Tasks

Specific maintenance areas, tasks, and priorities must be established. "Maintenance areas" refer to such elements as sidewalks, parking areas, seating areas, litter receptacles, plant materials, and bed and turf areas. The term "tasks" refers to specific work within each of these elements. As an example sidewalks can be broken down into such tasks as cleaning, litter removal, repair and preventative maintenance, and snow removal.

Likewise the landscape areas are to be divided into turf care, pruning, ground covers and flower beds care, and mulched areas.

The setting of priorities will be of the utmost importance in assuring completion in the most logical manner. The best example of priority setting is in the establishment of snow removal schedules. The first areas to be cleaned will be determined by pedestrian and traffic patterns and by the need

for access to fire hydrants and other critical utilities. The point at which snow removal priorities will become critical is when all of the work can not be accomplished in a matter of hours. The City currently undertakes snow removal on public streets and parking lots. Individual merchants are responsible for snow removal along sidewalks.

Plant material pruning will need to be scheduled only once or twice a year again, however, a set of priorities must be established to assure that all work is accomplished in an efficient manner.

Seasonal Protection

Seasonal changes will be critical in providing protection to several proposed development elements. An example of these are benches which may have a longer life expectancy if removed during the winter and preventative maintenance work performed. Other seasonal protection should be plant materials which will survive and grow at a greater rate if screened from winter wind and salt spray.

Replacement

Replacement and repair should be planned for in advance when possible. It is important to provide preventative maintenance and to stock small commonly replaced parts and supplies to avoid delays.

Equipment

The equipment selected and utilized for maintenance within the Central Business District is important from the stand point of cost. All equipment selected must be big enough to accomplish the task, but small enough to provide maneuverability and avoidance of overlapping. Cost comparisons must be made not only from the aspect of initial investment, but also from the respect of repair and fuel consumption. In most cases much of the existing City and Board of Public Utilities equipment can be utilized for much of the maintenance work.

Operation and Safety Rules

Basic rules must be established for protection of equipment, operators, the public, and property. Much of this concern also points back to the scheduling of maintenance procedures to avoid conflicts with the general public. Snow removal operations must take into consideration all vehicles and pedestrians. Turf maintenance must be aware of the potential danger to bystanders.

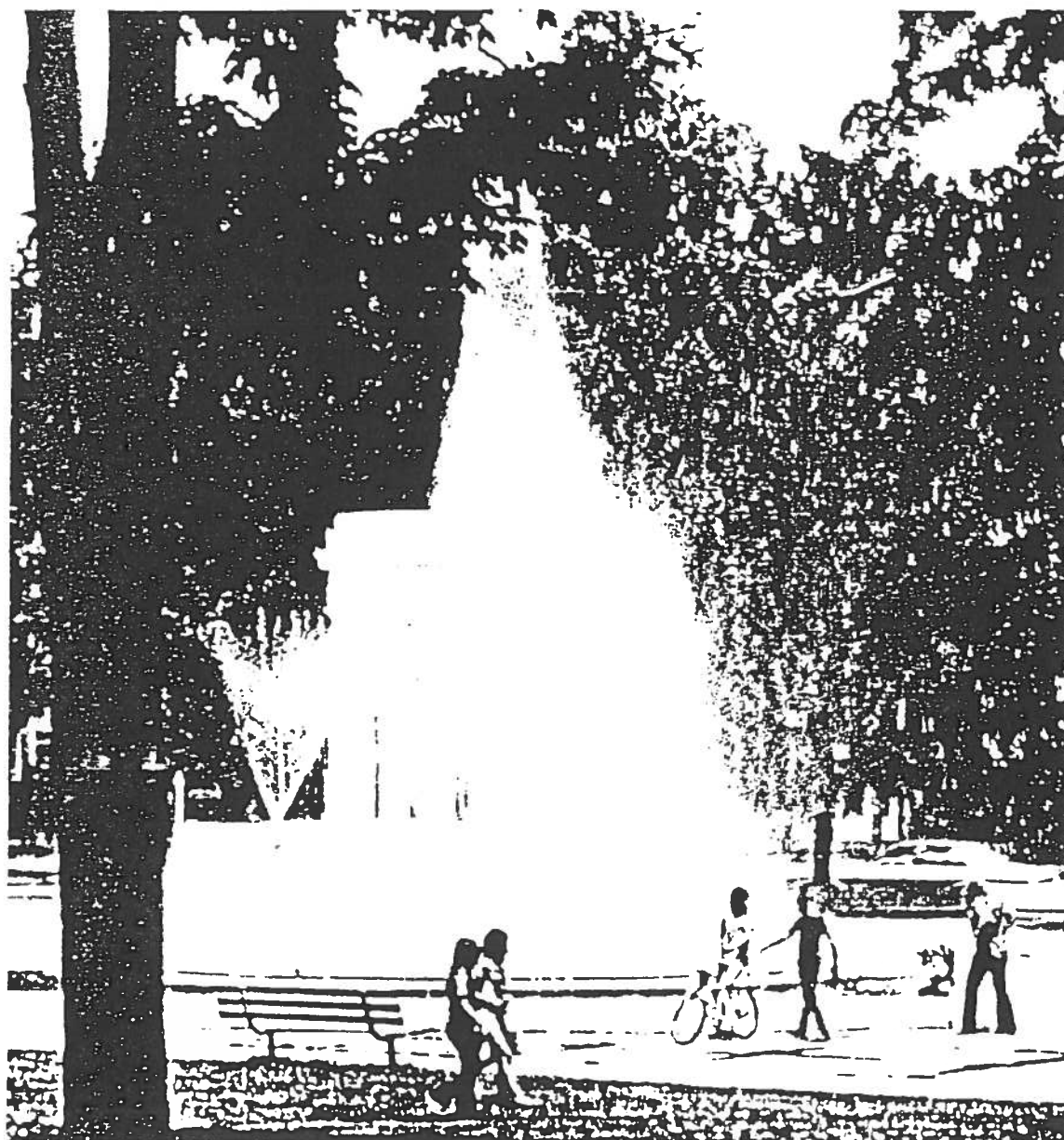
Standards of Application

Standards must be utilized to provide a uniform application and appearance. Items of concern include mowing heights, pruning methods, weed control, rates of application of herbicides and pesticides, ice removers, and irrigation water.

The general objective of maintenance is to insure the clean and orderly appearance of grounds and facilities, and to protect the health, safety, and convenience of the people using them. A clean, well maintained environment within the CBD is, in itself, an attraction for people.

The Marshall Downtown Development Authority, in cooperation with the City, Board of Public Utilities and Private Land Owners should establish maintenance standards for out door spaces, building exteriors, and landscaped areas. Responsibilities need to be identified and funding allocated for such purpose.

As new public and private investment is undertaken in the CBD, a regular program of maintenance geared to the requirements of each season will be essential.



Part III
TAX INCREMENT FINANCING PLAN

PRELIMINARY SUMMARY

DOWNTOWN PUBLIC IMPROVEMENTS PROGRAM; FUNDING; REVENUES

PRIORITY

	PROJECT NAME	YEAR BUILT	EST. COST	FUNDING SOURCE(S)	YEAR	EST. T.I. REV./YR.	T.I. COMMIT./
1	Lot 2 Bee's Alley	1984	\$ 74,600	S A	1984	\$ 5,000	0
2	Lot 6 Flo's Alley	1984	\$102,630	T I	1985	15,000	15,000
3	Lot 10 Ann's Alley	1985	\$120,830	T I S A	1985	25,000	25,000
2	Lot 11(phase 1) Greta's Alley	1984- 1985	\$ 46,050	T I	1986 1987 1988	35,000 51,000 68,000	25,000 25,000 25,000
4	Lot 7 Hilma's Alley Civic Center	1989	121,650 \$267,000	T I	1989	86,000	25,000+ 30,000
5	Lot 4 (phase 1) Clara's Alley	1990	\$ 61,000	T I	1990	105,000	55,000+ 10,000
6	Lot 9 Doris' Alley	1991	\$ 76,090	T I	1991 1992 1993	125,000 147,000 170,000	65,000+ 15,000 75,000 75,000

NON-ALLOCATED REVENUES PER YEAR*

1984	\$ 0
1985	0
1986	10,000 (10,000)
1987	26,000 (36,000)
1988	43,000 (79,000)
1989	31,000(110,000)
1990	40,000(150,000)
1991	45,000(195,000)
1992	72,000(267,000)
1993	95,000(362,000)

* The revenues projected in the Tax Increment Financing Plan are used as a basis for the figures shown above. The term "NON-ALLOCATED" means the fund balance available for other applications during the initial ten years of the Marshall DDA's program for improvements. The balance of funds shown in () are to allocated for streetscape, parking lot maintenance, early debt retirement, operating programs of the DDA, and the like. They should not be construed as extra funds or as surplus.

III. THE TAX INCREMENT FINANCING PLAN

Section 14(2) of the Downtown Development Authority (DDA) Act requires that a tax increment financing plan include a development plan and specified information and statements as set forth under the following subheadings. The Development Plan for the Development Area appears on pp. 4-27. 3-65

A. Detailed Explanation of The Tax Increment Procedure.

Tax increment financing under the DDA Act is a funding technique that utilizes increases in taxes on real and personal property to secure and pay bonds issued by a municipality or, to enable a downtown development authority to finance the costs of a development program, to pay an authority's costs of operation, and to finance a development program which does not involve the issuance of bonds. A detailed explanation of the procedure contemplated by this Tax Increment Financing Plan is as follows:

1. Having determined that it is necessary for the achievement of the purposes of the DDA Act, the Marshall DDA has commenced the procedure by preparing and submitting these Development and Tax Increment Financing Plans (the "Plans") to the Marshall City Council.
2. Before holding a required public hearing on the Plans, the Marshall City Council must provide a reasonable opportunity to the members of the Calhoun County Board of Commissioners, to the

members of the school boards of Marshall Public Schools and Calhoun Intermediate Schools and to the members of the Board of Trustees of Kellogg Community College to meet with the City Council. Also, the Marshall DDA must fully inform the members of these various boards of the fiscal and economic implications of the Development Area.

3. Notice of the time and place of the Marshall City Council's public hearing on the Plans must be given by publication twice in a newspaper of general circulation designated by the City Council, the first of which must be at least twenty days prior to the scheduled hearing date. The notice must contain all information required by Section 18(2) of the DDA Act. At least twenty days prior to the scheduled hearing date, the notice must also be posted in at least twenty conspicuous and public places in the Downtown District and mailed to all property taxpayers of record in the Downtown District.

4. At the public hearing held by the Marshall City Council on the Plans, the members of the Calhoun County Board of Commissioners, of the school boards of the Marshall Public Schools and Calhoun Intermediate Schools, and of the Board of Trustees of Kellogg Community College may present their recommendations on the Plans. At the public hearing, the Marshall City Council must provide an

opportunity for interested persons to be heard and must receive and consider written communications with reference thereto. The Marshall City Council must make and preserve a record of the public hearing, including all data there presented.

5. After the public hearing on the Plans, the Marshall City Council will determine whether the Plans constitute a public purpose and, if so, it must then by ordinance (1) approve or (2) approve with modifications or (3) reject the Plans based on the considerations set forth in Section 19(1) of the DDA Act.

6. Following adoption of the ordinance establishing the Plans, the city and county treasurers are required by law to transmit to the Marshall DDA that portion of the tax levy of all taxing bodies paid each year on the "Captured Assessed Value" of real and personal property located in the Development Area. The amounts so transmitted are hereinafter referred to as "Tax Increment Revenue." The "Captured Assessed Value" is defined as the amount in any one year by which the current assessed value of the Development Area, including the assessed value of property for which a commercial facilities exemption certificate has been issued (pursuant to 1978 PA 255, as amended; MCLA 207.651 et seq), the assessed value of property

for which an industrial facilities exemption certificate has been issued (pursuant to 1974 PA 198, as amended; MCLA 207.551 et seq), and the assessed value of property for which a commercial housing facilities exemption certificate has been issued (pursuant to 1776 PA 438, as amended; MCLA 207.601 et seq), exceeds the "Initial Assessed Value." The "Initial Assessed Value" is defined as the most recently assessed value, as finally equalized by the state board of equalization, of all taxable property within the Development Area at the time the ordinance establishing the Plans is approved. Property exempt from taxation at the time of the determination of the Initial Assessed Value is included as zero. For the purpose of determining Initial Assessed Value, property for which a commercial facilities exemption certificate, an industrial facilities exemption certificate or a commercial housing facilities exemption certificate is in effect is not considered as property which is exempt from taxation.

Under the DDA Act, the Marshall DDA may use all of the Captured Assessed Value for purposes of the Tax Increment Financing Plan or it may enter into agreements with the Calhoun County Board of Commissioners, the school boards of the Marshall Public Schools and Calhoun Intermediate Schools, the Board of Trustees of Kellogg Community College

and the Marshall City Council to share a portion of the Captured Assessed Value. This Tax Increment Financing Plan does not recommend exclusion of any currently levied millage so that the total millage applicable to this Tax Increment Financing Plan is 67.6707 as currently levied within the Development District and Development Area. The Plans contemplate that, until the improvements described in the Development Plan are fully paid (or until funds sufficient to make full payment are segregated for that purpose), all of the taxes levied by all taxing jurisdictions on the Captured Assessed Value will be used by the Marshall DDA, to the extent needed from year to year, to accomplish the purposes of the Plans, including paying for Development Area improvements and payment of the operating expenses of the Marshall DDA. It is estimated that the annual operating expenses of the Marshall DDA, excluding planning consulting fees, will be \$1,800.00 initially, increasing at the rate of 8% per year. Any surplus Tax Increment Revenue, beyond the amount needed for the purposes of the Plans, is required to be returned by the Marshall DDA proportionately to the respective taxing jurisdictions.

When the purposes of the Plans are accomplished, including payment in full of Development Area improvements, the Marshall City Council may abolish the Plans, releasing the Captured Assessed Value. Thereafter, the respective taxing jurisdictions will receive all of the taxes levied by them on the real and personal property in the Development Area. Meanwhile, the taxing jurisdictions will have continued to receive their full tax levy on the Initial Assessed Value since only the increase in tax base in the Development Area over the Initial Assessed Value, i.e., the Captured Assessed Value, is used to finance the Plans.

The justification for tax increment financing is based on the principle that all or a significant portion of the Captured Assessed Value which is generated following implementation of development and tax increment financing plans would not have existed without the stimulation of the public investment involved in the plan implementation, and, consequently, that the temporary investment made by the taxing jurisdictions in foregoing part of the initial growth in tax revenues is repaid by the long-term benefit of substantially greater taxes from a significantly stronger property tax base resulting from plan implementation.

7. The Tax Increment Revenue primarily will secure and ensure public lands improvements described at pp.21-22. Bonded indebtedness is not presently contemplated or recommended in these Plans. However, if bonding were considered in the future, two types of bonds are permitted under current law. An explanation of these follows.

(a) Tax Increment Bonds. Pursuant to Section 16(2) of the DDA Act, the Marshall DDA may issue and sell tax increment bonds which pledge solely the Tax Increment Revenue and other revenues which the Marshall DDA specifically pledges in its bond authorizing resolution, if any. Such bonds do not pledge the full faith and credit of the Marshall DDA, the City of Marshall, Calhoun County or the State of Michigan. Such bonds are not subject to review by the Michigan Municipal Finance Commission or to the provisions of the Michigan Municipal Finance Act (1943 PA 202, as amended; MCLA 131.1 et seq). The Marshall DDA may use the proceeds from the sale of such bonds to pay the costs of the projects, to pay capitalized interest until full development of the Tax Increment Revenue, to pay financing costs related to the projects and the bonds, and to fund a reasonable debt service reserve. No referendum or voter approval is required for issuance of such bonds, which may

be sold publicly or through a negotiated sale. There is no statutory limitation on the interest rate of such bonds.

(b) General Obligation Limited Tax Development Bonds.

Pursuant to Section 16(1) of the DDA Act, the City of Marshall may issue and sell general obligation bonds which pledge up to 80% of the estimated annual Tax Increment Revenue (see the next paragraph) and the full faith and credit of the City. Such bonds will not pledge the unlimited taxing power of the City, since that would require voter approval and it is not proposed to seek such voter approval. Consequently, the general obligation bonds which might be issued by the City for the purposes of the Plans would be "limited tax bonds," which constitute a "first budget obligation" of the City. Under the Michigan Municipal Finance Act, which is incorporated by reference in Section 16(1) of the DDA Act, but not similarly incorporated in Section 16(2), described earlier, this means that such bonds would have to be repaid as a first budget obligation from the resources available for payment of the City's operating expenses.

Before the City may authorize bonds, the Marshall DDA is required to submit to the Marshall City Council an estimate of the projected Tax Increment Revenue to be available for payment of principal and interest on the bonds, and the Marshall City Council must approve such estimate by a majority vote of its members in the bond authorizing resolution. Such estimate and such bonds are subject to approval by the Michigan Municipal Finance Commission, but no referendum or voter approval is required for issuance of such bonds. The Michigan Municipal Finance Act limits the maximum interest rate of such bonds to 18% per annum or any higher rate as may be determined by the Michigan Municipal Finance Commission. The City may make the proceeds from the sale of such bonds available to the Marshall DDA to finance the Plans, for applications similar to those described earlier in the case of tax increment bonds of the Marshall DDA.

B. Maximum Amount of Bonded Indebtedness To Be Incurred.

The Marshall DDA does not herein recommend bonding for improvements to be made within the Downtown Development Area. As such, no bonded indebtedness will be incurred under these Plans.

C. Duration Of The Tax Increment Financing Program.

The duration of the program will begin with adoption of the ordinance establishing the Plans and end upon abolition of the Plans by the Marshall City Council pursuant to Section 15(2) of the DDA Act. Such abolition should occur when the Marshall City Council finds that the purposes for which the Plans were established have been accomplished, but not until all improvements contemplated in these Plans have been paid or funds sufficient to make the payment have been segregated for such purpose. It is expected this will be at or before the year 1998.

D. Estimated Impact Of The Tax Increment Financing On Assessed Values Of All Taxing Jurisdictions Within The Development Area.

The taxing jurisdictions affected by the Plans are listed in Table 1, at p.38. Table 1 is based on: (a) the 1981 millage levied by each taxing jurisdiction; and (b) the percentage of each taxing jurisdiction's total tax base located in the Development Area. As shown in Table 1, the relative (weighted) impact of the Tax Increment Financing Plan is greatest on those taxing jurisdictions which levy the most millage (since more revenues will be captured) or on those having the largest proportionate part of their total SEV (state equalized value) within the Development Area. Although not quantifiable, these data should be tempered by consideration of the level of future taxes that would be received if the Plans were not implemented.

TABLE 1

TAXING JURISDICTIONS AFFECTED BY THE TAX INCREMENT
FINANCING PLAN FOR THE DEVELOPMENT AREA
WEIGHTED IMPACT

<u>TAXING JURISDICTIONS</u>	<u>1981 MILLAGE RATE</u>	<u>1981 SEV</u>	<u>DEVELOPMENT AREA SEV AS % OF TOTAL SEV IN TAXING JURISDICTION</u>	<u>WEIGHTED IMPACT TO EACH TAXING JURISDICTION(1)</u>
CITY OF MARSHALL	19.3207	\$ 66,098,783	.052%	1.005
MARSHALL SCHOOL DISTRICT	36.8000	126,524,619	.027%	0.994
CALHOUN COUNTY	5.8400	1,114,576,665	.003%	0.018
CALHOUN INTERMEDIATE SCHOOL DISTRICT	3.7600	1,109,271,647 ⁽²⁾	.003%	0.0112
KELLOGG COMMUNITY COLLEGE	1.9500	1,092,012,325	.003%	0.0059

(1) Weighted impact is derived by multiplying the millage rate of each taxing jurisdiction by the percent which the Development Area's state equalized value is of that taxing jurisdiction's total state equalized value. The table shows relative impact among the taxing jurisdictions regarding future CAV. The "initial assessed value" within the Marshall Development Area is \$3,444,210.

(2) Calhoun County plus portions in Eaton County.

Table 2, at p. 40 , represents an alternative method of estimating the impact of the Tax Increment Financing Plan on the affected taxing jurisdictions. Starting with each taxing jurisdiction's proportionate share of the total 1981 tax levies in the Development Area (expressed as a percentage) and applying this to the total projected annual Captured Assessed Value over the next eighteen years, Table 2 quantifies the estimated Captured Assessed Value each taxing jurisdiction would forego, year by year.

Beyond the data in Tables 1 and 2, of course, the overall impact of the Plans is expected to generate increased economic activity in the Development Area and its surrounding area, thus causing an increase in assessed values for the affected taxing jurisdictions.

As an incidental impact of the Tax Increment Financing Plan, for purposes of computations made under the State School Aid Act of 1979 (1979 PA 94, as amended; MCLA 388.1601 et seq), the valuation of a school district or an intermediate district will not include the Captured Assessed Value of property within its taxing jurisdiction, but any state funds to which the district would otherwise be entitled under that act will be reduced by the amount of the Captured Assessed Value received by the district under a sharing agreement with the Marshall DDA under Section 14 of the DDA Act, if any. No sharing agreement is contemplated by the Plans. Accordingly, neither the Marshall School District nor the Calhoun Intermediate School District will be penalized in their allotments under the State School And Act of 1979 as a result of the implementation of the Plans.

TABLE 2

DEVELOPMENT AREA IMPACT ON
TAXING JURISDICTIONS FOR THE 1982-2000
PERIOD(1) (SHOWN IN \$000s, ROUNDED)(2)

YEAR	TOTAL CAV (1000's)	MARSHALL SCHOOL DIST. CAV (54.4%)	CITY OF MARSHALL CAV (28.5%)	CALHOUN COUNTY CAV (8.6%)	CALHOUN INTERMEDIATE SCHOOL DIST. CAV (5.6%)	KELLOGG COMM. COLLEGE CAV (2.9%)
1981	\$3,444					
1982	85	\$ 46	\$ 24	\$ 7	\$ 5	\$ 3
1983	297	162	84	25	17	9
1984	522	284	148	45	29	15
1985	760	413	217	65	43	22
1986	1,012	551	288	87	57	29
1987	1,279	696	364	109	68	37
1988	1,563	850	446	134	88	45
1989	1,863	1,013	531	160	104	54
1990	2,182	1,187	622	188	122	63
1991	2,519	1,370	718	216	141	73
1992	2,877	1,565	820	247	161	83
1993	3,256	1,771	928	280	182	94
1994	3,658	1,990	1,043	315	205	106
1995	4,084	2,222	1,164	345	229	118
1996	4,535	2,467	1,290	390	254	132
1997	5,015	2,728	1,429	431	281	145

(1) Values shown represent captured assessed value by taxing jurisdiction using the formula:

$$\frac{\text{TAXING JURISDICTION MILLAGE IN DEVELOPMENT AREA}}{\text{TOTAL MILLAGE IN DEVELOPMENT AREA}} \times \text{TOTAL CAPTURED ASSESSED VALUE}$$

Tax Increment Revenue captured in any one year from a taxing jurisdiction may be derived by multiplying the CAV for the year for that jurisdiction by that jurisdiction's millage rate set forth in column 2 of Table 1.

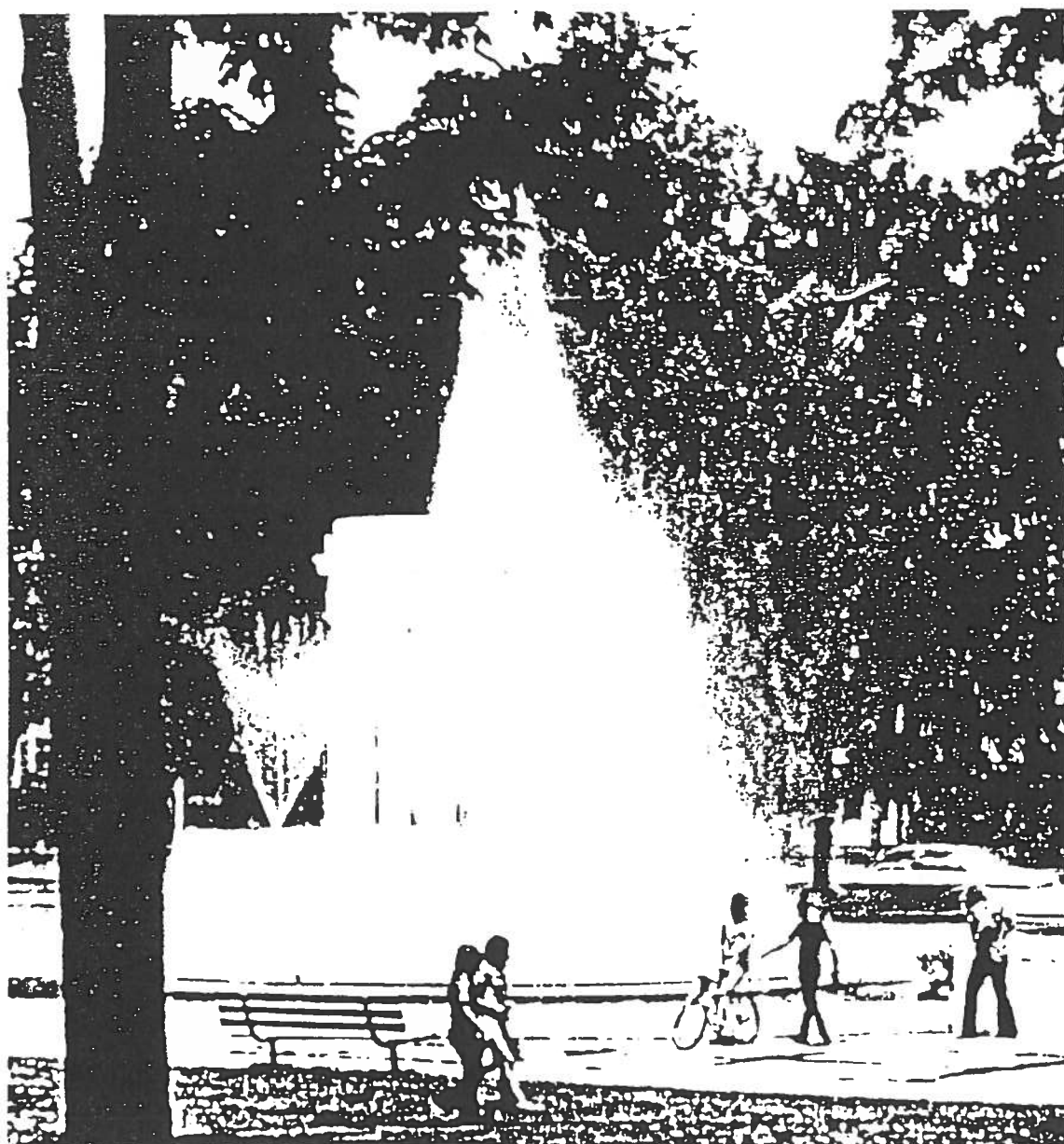
(2) 1981 Taxing Jurisdiction Millage Rates

City of Marshall	19.3207 mills
Marshall Public Schools	36.8000 mills
Calhoun Intermediate School District	3.7600 mills
Kellogg Community College	1.9500 mills
Calhoun County	5.8400 mills

(3) Initial Assessed Value

E. Use Of The Captured Assessed Value.

The Plans provide for the use of all of the Captured Assessed Value by the Marshall DDA for the purposes set forth herein.



PART IV APPENDIX

APPENDIX B

PROJECTIONS OF CAPTURED ASSESSED VALUES AND TAX INCREMENT REVENUES TO THE MARSHALL DDA (SHOWN IN \$000's, ROUNDED)

<u>YEAR</u>	<u>TOTAL ASSESSED VALUE</u>	<u>CAPTURED(1) ASSESSED VALUE</u>	<u>PROJECT TAX(2) INCREMENT REVENUE</u>
1981	\$3,444 ⁽³⁾		
1982	3,529	\$ 85	\$ 5
1983	3,741	297	20
1984	3,966	522	35
1985	4,204	760	51
1986	4,456	1,012	68
1987	4,723	1,279	86
1988	5,007	1,563	105
1989	5,307	1,863	126
1990	5,626	2,182	147
1991	5,963	2,519	170
1992	6,321	2,877	194
1993	6,700	3,256	220
1994	7,102	3,658	247
1995	7,528	4,084	276
1996	7,979	4,535	306
1997	8,459	5,015	339

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- (1) Assumes completion of the Eberhard project and an average increase in value of 6% per year throughout the 1982-1997 period.
- (2) Assumes 67.67 mills constant throughout the 1982-1997 period. Upward or downward adjustments in the total millage rate will affect actual revenues.
- (3) Initial assessed value.

ad Streetscape Project

DOWNTOWN PUBLIC IMPROVEMENTS PROGRAM; FUNDING; REVENUES

PROJECT NAME	YEAR BUILT	EST. COST	FUNDING SOURCE(S)	YEAR	T.I. REV./YI
Lot 2 Bee's Alley	1984	\$ 74,600	S A	1984	\$ 5,000
Lot 6 Flo's Alley	1984	\$102,630	T I	1985	15,000
Lot 10 Ann's Alley	1985	\$120,830	T I S A	1985	25,000
Lot 11(phase 1) Greta's Alley	1984-\$ 46,050 1985		T I	1986 1987 1988	35,000 51,000 68,000
Lot 7 Hilma's Alley Civic Center	1989	\$207,000	T I	1989	86,000
Lot 4 (phase 1) Clara's Alley	1990	\$ 61,000	T I	1990	105,000
Lot 9 Doris' Alley	1991	\$ 76,090	T I	1991	125,000
				1992	147,000
				1993	170,000

NON-ALLOCATED REVENUES PER YEAR*

1984	\$ 0
1985	0
1986	10,000 (10,000)
1987	26,000 (36,000)
1988	43,000 (79,000)
1989	31,000(110,000)
1990	40,000(150,000)
1991	45,000(195,000)
1992	72,000(267,000)
1993	95,000(362,000)

* The revenues projected in the Tax Increment Financing Plan are used as a basis for the figures shown above. The term "NON-ALLOCATED" means the fund balance available for other applications during the initial ten years of the Marshall DDA's program for improvements. The balance of funds shown in () are to allocated for streetscape, parking lot maintenance, early debt retirement, operating programs of the DDA, and the like. They should not be construed as extra funds or as surplus.

2. Revenue Projections, Application of Funds.

Note to the MDDA:

To date, we have projected revenues for the Tax Increment Plan period. The projects for parking, alleyways, and streetscapes have been assigned priority. At this point, the MDDA should make policy as to these projects and the need for other programs just discussed.

It is recommended the MDDA Planning Committee meet to define MDDA policy with regard to future allocation of funds among improvements and with regards to other operating programs of the future.

This determination will enable us to set forth in this section guidelines for expenditure of funds in the form of a long range budget for the Tax Increment Planning period.