

**GENERAL PLAN**

**City of Marshall, Texas**

**Adopted by the Marshall City Commission  
December 14, 2006**

**General Plan  
City of Marshall, Texas**

**Table of Contents**

Past Trends and Current Conditions	1
Introduction	1
Summary of Previous Planning Efforts	1
Factors Influencing Marshall’s Growth and Development	2
Marshall’s History	2
Physical Features	2
Marshall’s Location in the Region	3
Natural Resources	3
Summary	3
Summary of Existing Conditions in 2004	4
Analysis of Population Trends	4
Analysis of Economic Trends	4
Unemployment Rate and Labor Force Information	5
Building Permit and Housing Starts	5
Gross Sales	6
Analysis of Development Trends	9
General Conclusions	11
Goals	12
Vision of a Vital Community	12
Assumptions	13
Working and Living Areas	14
Community Prosperity	17
Community Facilities	19
Circulation	25
Utilities	26
Civic Design	31
General Plan Map	33
Appendix	A-1

# **General Plan City of Marshall, Texas**

## **Past Trends and Current Conditions**

### **Introduction**

This document serves as a general plan to guide decisions regarding the growth and development of Marshall. To be an effective guide for future development and growth, the Plan is intended to be a clear and definitive statement of policy. It is to be used as a basic guide to development decisions by city officials and citizens. It is officially adopted by the City Commission as the City's General Plan. The generally accepted principal characteristics of a General Plan are:

- Focuses on physical development, but includes basic social and economic factors;
- Long range;
- Comprehensive. Includes essential elements of the physical environment, development trends within a regional setting, and relates to social and economic forces that affect physical development;
- General, not a precise map or blueprint;
- Clearly relates physical design features of the Plan to City policies;
- Provides a public forum for review prior to adoption;
- Serves as the City Government's plan, adopted by the City Commission;
- Available and understandable;
- Educational; and
- Amendable. The Plan should be firm and definite, but not rigid and unchangeable.

The usefulness of a plan is dependent on the relationship that is established between planning and implementation. A comprehensive city-wide plan often is not the best forum for specific details on implementation of various projects and proposals to address issues and needs in the community. The reality of the timing of various projects and the needs of various city departments and community organizations often require a more variable approach than is typically found in proposed implementation schedules in some comprehensive planning documents. In response to this situation, the City of Marshall's general plan will serve as a forum in which goals and policies are outlined for the range of issues, needs, and concerns in the community regarding physical development. This document is based on input from advisory boards and staff, comments at public hearings, and other opportunities for formal and informal input by citizens in the community. The time horizon for the general planning document is 10 to 20 years. Implementation plans based on the goals and policies contained in the general plan will be developed for the various areas of concern in the community. These implementation plans will focus on matching resources with needs over a two or more year period to implement various projects. The selection of projects to be implemented will depend on a combination of the need and the availability of resources to address those needs. Implementation of specific projects will take place on a year-to-year basis to address issues and needs in the community. Completion of a project will trigger a re-evaluation process in which projects being implemented in a specific area of concern, the multi-year implementation strategy for that area of concern, and the goals and policies contained in the general plan that relate to that area of concern are checked, compared, and evaluated for relevance and consistency.

### **Summary of Previous Planning Efforts**

The City of Marshall has undertaken four comprehensive planning efforts since World War II. The first was in 1948, the second was in 1962, the third was in 1981, and the fourth was in 1996. The 1981 plan, which was prepared by Wayne W. Snyder Associates Planning and Development Management Consultants, was used with more consistency than either of the previous plans. A well-managed planning process should include regular reviews and updates to the plan so that the plan contains current goals to address current needs and issues in the community. Ideally, these updates should take place every two to five years. An update is considered to be more appropriate than writing a new plan because the plan has been used and referred to consistently since the approval of the 1981 plan and the update of that plan in 1996. Consequently, it is known

which parts of the plan have remained pertinent and relevant over the years and which parts are obsolete. If the plan had not been used, it would have been appropriate to consider writing a new plan.

### **Factors Influencing Marshall's Growth and Development**

Four key factors have been identified that have had and are currently having a significant impact on Marshall's growth and development. These factors are Marshall's history, physical features in the community, Marshall's location in the region, and natural resources in the area.

#### **Marshall's History**

The native inhabitants of the area in which Marshall is located were members of the Caddo Indian nation. These people inhabited the area for thousands of years before Hispanics, Anglos, and Africans began arriving, exploring, and settling in this area. The first recorded arrival of non-native persons was a group of Spanish explorers who arrived in the area in 1543. Spanish soldiers passed through the area of Marshall in 1679. Permanent settlement of the area by Anglos is thought to have happened in the late 1820's or early 1830's. African Americans settled in the area with Anglos. Texas declared its independence in 1836. In 1839, Harrison County was created out of Shelby County. Marshall was founded in 1841, and became the county seat of Harrison County in 1842. By 1850, Marshall was the fourth largest city in Texas. Marshall played a major role in the Civil War providing munitions and manufactured goods for the Confederacy. Marshall became the Capitol of the Confederacy west of the Mississippi River after the fall of Vicksburg. Marshall also served as the site of the Confederated Government in exile for the State of Missouri from 1863 to 1865. In 1871, Jay Gould established the Texas and Pacific Railroad in the area and located its shops in Marshall. From that time until the decline of the railroad industry after World War II, the Texas and Pacific Railroad was the largest employer in Marshall and Harrison County. Marshall was the largest city in East Texas until the discovery of oil and gas in East Texas in the early 1930's. Longview's proximity to the oil and gas fields allowed it to become the center of trade for this booming industry. Longview's population almost tripled from 5,036 to 13,758 between 1930 and 1940 while Marshall's population increased by only about 15 percent from 16,203 to 18,410 during the same time. Longview's population had surpassed Marshall's by 1950.

Higher education has always played a prominent role in Marshall. In 1842 an all-male institution was established and in 1844 Sam Houston chartered Marshall University. By the early 1900's these two institutions were discontinued. In 1872 the Northern Methodist Freedman's Aid Society established Wiley University, a college for African Americans. It is now a four-year college with a 2004 enrollment of approximately 800 students. Taking advantage of the opportunity at the time to expand educational opportunities for African Americans, the Northern Baptist Home Missionary Society founded Bishop College in 1882. It remained in Marshall until 1962, when it moved to Dallas. In 1912, the College of Marshall, a private junior college, was chartered. In 1944 it became a four-year institution and was renamed East Texas Baptist College. It became East Texas Baptist University in 1984. The enrollment in 2004 was approximately 1,529 students. Panola College, a two-year junior college based in Carthage, maintains a permanent campus in Marshall. The 2004 enrollment in Marshall and Harrison County was 109 students. Texas State Technical College established a campus in Marshall in 1992. Enrollment was 369 in 1996, with plans to increase to 1,500 by 2005. Currently the campus has grown to include student housing to accommodate their students. They are also in the process of building a new Library facility and an Administrative facility. The enrollment in 2004 was approximately 581 students.

#### **Physical Features**

Marshall is located in the coastal plain of Texas. The terrain in Marshall is generally characterized as gently rolling to slightly hilly. The terrain is very typical of this region of the state.

Marshall has two major natural physical features that have had a clear impact on the manner in which the community has grown and developed. One of these features is the ridgeline that meanders across the northern part of the city. This ridgeline actually is part of a major topographic feature on the North American continent. This ridgeline is part of the boundary of the

Mississippi River drainage basin that drains over one-half of the United States between the Appalachian Mountains and the Rocky Mountains. Flow to the north of the ridgeline goes into Cypress Bayou, which is a tributary of the Red River, which empties into the Mississippi River. Flow south of the ridgeline is to the Sabine River, which empties into the Gulf of Mexico. The impact of this topographic feature locally is primarily on the expense of providing sanitary sewer service. The sewage treatment plant is located south of the city. Sanitary sewage is handled by gravity flow south of the ridgeline. Development north of the ridgeline is handled by lift stations. The expense of installing lift stations has made development north of the ridgeline more costly. Consequently, there has not been much development north of the ridgeline in recent years even with the completion of significant improvements such as Loop 390.

The second major physical feature is Parker Creek. The Parker Creek drainage basin covers approximately two-thirds of the City of Marshall. The main channel of Parker Creek runs generally parallel to U. S. Highway 59 to the east of the property that has frontage along the east side of Highway 59. Sections of this creek come out of the banks during moderately heavy rainfalls. The frequency of this flooding ranges from once every two to three years to two to three times a year depending on the frequency of moderately heavy rainfalls. Several properties with frontage along this major highway experience flooding under these conditions. Consequently, development follows a spotty pattern around these locations in spite of the fact that they are on one of the most well traveled north-south roads in Texas east of Dallas. Residential development has almost completely leapfrogged across the Parker Creek floodplain and is situated on the higher ground to the east and west of this creek.

#### Marshall's Location in the Region

Marshall's location in the region has a significant impact on growth and development in the community. Marshall is sandwiched between two larger markets. Longview, with a 2000 population of approximately 73,300 people, is 22 miles to the west. Shreveport and Bossier City, with a 2000 population of approximately 256,000 are 35 miles to the east. The dominance and drawing power of these two larger markets has an impact on commuting, buying, shopping, and living patterns in Marshall.

#### Natural Resources

The area in which Marshall is located has an abundance of certain natural resources. In the case of each resource, there are specific businesses and industries in the area that are located here because of the presence of a particular resource. These resources and examples of businesses that take advantage of them are:

- timber: Snider Lumber Company, Republic Industries;
- clay: Boral Henderson Brick, Marshall Pottery and other pottery production plants;
- lignite: American Norit, Southwestern Electric Power Company's Pirkey Power Plant;
- oil and gas: Texas Eastman, various oil and gas exploration companies; and
- natural beauty: various businesses related to tourism, fishing, and hunting

#### Summary

In summary, Marshall's role in the region has been greatly influenced by economics. Its position just outside of the East Texas oil field prevented it from benefiting fully from the greatest generator of economic activity, jobs, and wealth in this part of the State in the 20th century. Its proximity to two larger markets to the east and west results in an ongoing struggle to capture economic activity in the region. It has proven to be difficult for the smallest of the three market areas to make significant headway in capturing a noticeably larger share of the market. Marshall's internal development appears to have been influenced significantly by physical features.

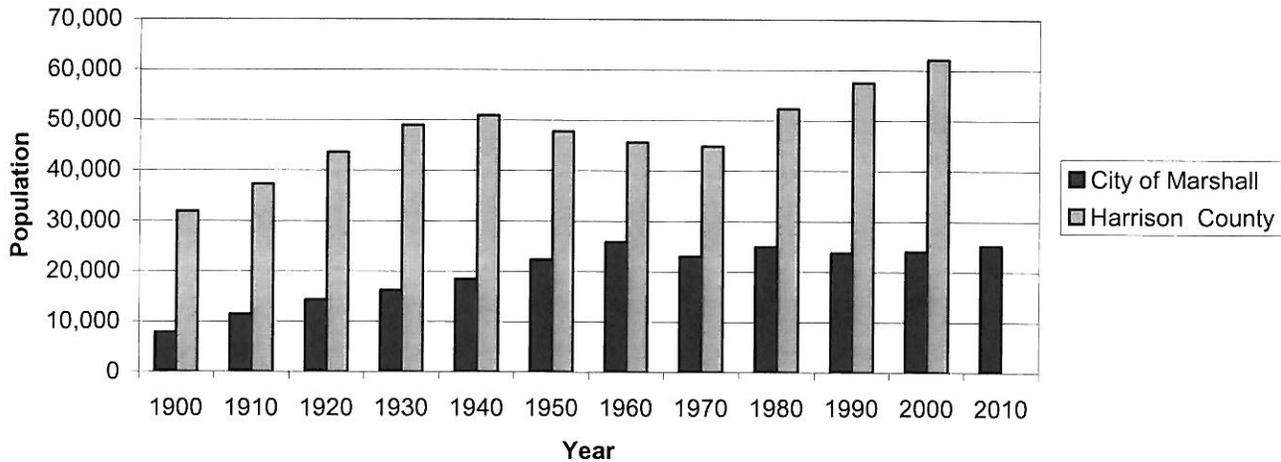
**Summary of Existing Conditions in 2005**

We have elected not to prepare a lengthy and detailed analysis of existing conditions in this 2005 update to the 1996 plan. The 1996 plan contained a sufficient general analysis of population, economic, and land development trends to provide a sound basis for understanding recent trends that impact all areas of concern in our community. A more detailed analysis of the existing conditions in the various areas of concern can be found in the implementation strategy for that area of concern.

**Analysis of Population Trends**

The periods of greatest growth in Marshall’s population occurred during the early part of the 20<sup>th</sup> century. The population almost doubled in size between 1900 and 1920. Marshall continued to grow through 1960 when the population was 25,809. However, there has been an overall eight percent decline in population from 1960 to 2000. Past population trends are documented in Figure 1. Table 1 in the Appendix contains detailed numerical information on the population trends. Based on past trends, information on current housing starts, the general condition of the local economy since 2000, and the growth the local economy could realistically be expected to support, is estimated that Marshall’s 2005 population is approximately 25,156.

Figure 1  
Marshall-Harrison County Area  
Population Trends  
1900-2010



SOURCE: U.S. CENSUS  
2010 Projection based on ½ percent growth per year

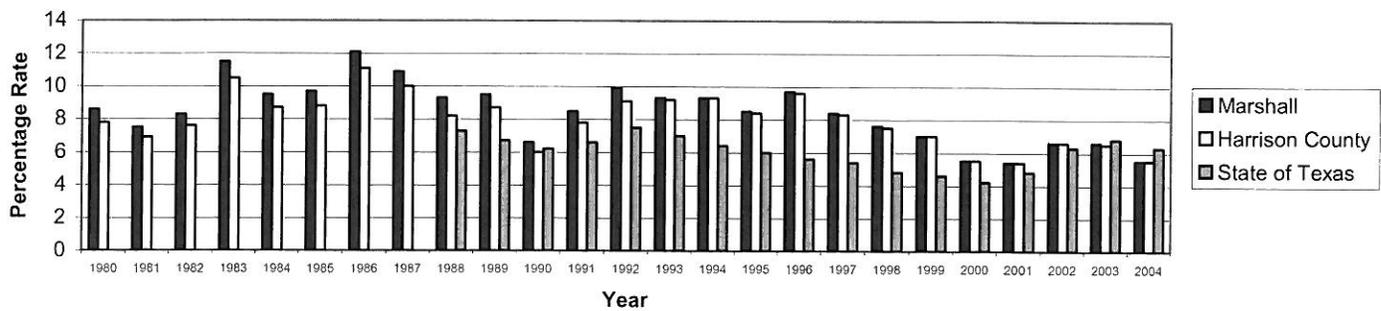
**Analysis of Economic Trends**

Four indicators are monitored to provide insight into the condition of the local economy. Three of these indicators, value of building permits, number of housing starts, and the unemployment rate, are commonly accepted indicators across the country of the health and level of activity in the economy. The other indicator is included for the additional insight it can provide into how local economic activity compares with economic activity in our area and in the State. This fourth indicator is gross sales in various categories. These four indicators will not be used to make specific projections of economic growth. They will be used to draw broad conclusions about the general direction of the local economy.

Unemployment Rate and Labor Force Information: For the past 24 years Marshall’s unemployment rate has fluctuated from 7.5 percent in 1981 to 12.1 percent in 1986 to 6.6 percent in 1990 to 9.7 in 1996 to 5.5 percent in 2004, as can be seen in Figure 2. Marshall’s unemployment rate is between 0.3 percentage points and 4.1 percentage points higher than the unemployment rate in Texas, except in 2003 and 2004, when Texas was 0.2 and 0.8 percentage points higher than Marshall, respectively. The civilian labor force in Marshall experienced virtually no growth through the mid 1980’s and then saw only a slight increase in the late 1980’s and early 1990’s. Based on the decline in Marshall’s population between 1980 and 1990, the Texas Workforce Commission adjusted the estimate of the size of the labor force in Marshall downward in 1993. Labor force information for Marshall and Harrison County can be found in Tables 2, 3, and 4 in the Appendix. The following general conclusions can be drawn from this information:

- the size of the labor force in Marshall has increased slightly over the past 24 years.
- the unemployment rate in Marshall is almost always greater than the unemployment rate in Texas.

Figure 2  
Comparison of Unemployment Rate  
City of Marshall, Harrison County, and State of Texas  
1980-2004

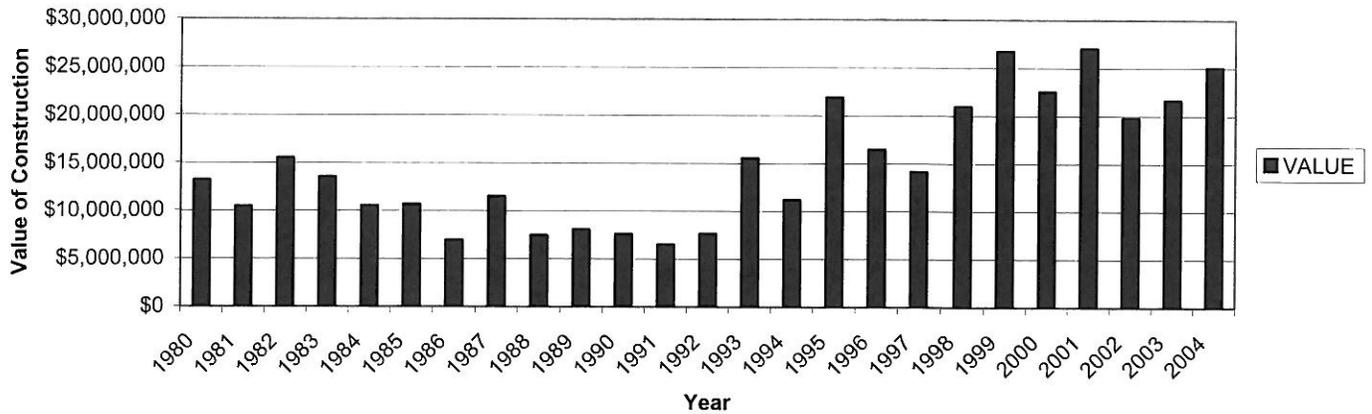


SOURCE: TEXAS WORKFORCE COMMISSION

Building Permits and Housing Starts: A review of the trend in building permit values since 1980 shows that early 1980’s were a peak for construction in Marshall. Value of construction each year in the early 1990’s has been less than one-half of the value of construction in 1982. Value of construction has increased in the mid 1990’s with values being generally equal to or greater than the values in the early 1980’s. Annual building permit values are summarized in Figure 3. Housing starts also reached a contemporary peak in 1982, with 235 units put under construction. Residential construction dropped off significantly in the mid-1980’s. Housing starts are summarized in Figure 4. The City began to take more aggressive action in the mid-1980’s to remove dilapidated structures that had become hazards and eyesores in the community. An average of 43 housing units have been demolished each year since 1985. Numerical information for housing starts and demolition is shown in Table 6 in the Appendix. The following general conclusions can be drawn from this information:

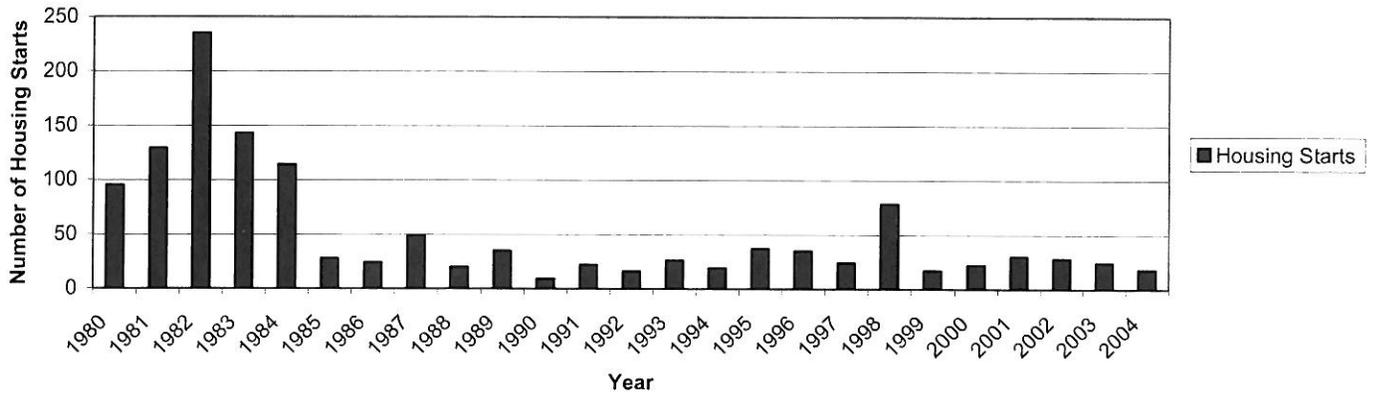
- The total supply of housing in Marshall that is suitable to be lived in is declining; therefore we cannot support an increase in population under the current conditions.
- Construction values as reported on building permits indicate that our local economy appears to be consistent and might be experiencing modest growth. A record setting value in construction was established in 2001 at \$27,001,703. This all-time high value should not be viewed as an ongoing trend. It should be viewed as being at or near a peak in the cycles and economy experiences.

Figure 3  
Value of Construction  
City of Marshall, Texas  
1980-2004



SOURCE: CITY OF MARSHALL, TEXAS BUILDING PERMIT REPORTS

Figure 4  
Housing Starts  
City of Marshall, Texas  
1980-2004



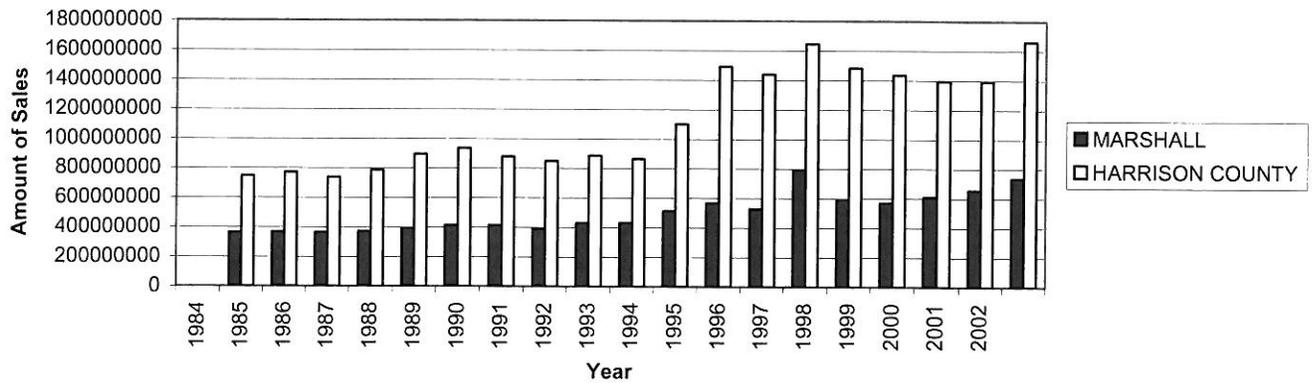
SOURCE: CITY OF MARSHALL, TEXAS BUILDING PERMIT REPORTS

Gross sales: Two types of gross sales are monitored. One type is gross values for all major industries, and the other type is gross sales for total retail trade. These indicators show trends in Marshall and they show whether Marshall is maintaining its position in the area market. Gross sales for all industries in Marshall have fluctuated over the years since 1984, but there has been an overall gain, as can be seen in Figure 5. Of perhaps even greater significance is the fact that Marshall appears to be capturing a slightly smaller percentage of gross sales in the area than in previous years as seen in Figure 6. It is difficult at this time to know whether the increase in the amount of gross sales in the MSA captured by Marshall in 1994 is indicative of a single good year that is a departure from the trend or if it represents a changing trend. The difference is even more pronounced when the focus is put on gross sales for total retail trade, which accounts for approximately 55 to 60 percent of gross sales for all major industries in Marshall. Marshall has clearly lost some of the share of retail sales in the area that it

was capturing in the past. These trends are charted in Figure 7. The numerical information for these items is shown in Tables 7, 8, and 9 in the Appendix. The following general conclusions can be drawn from this information:

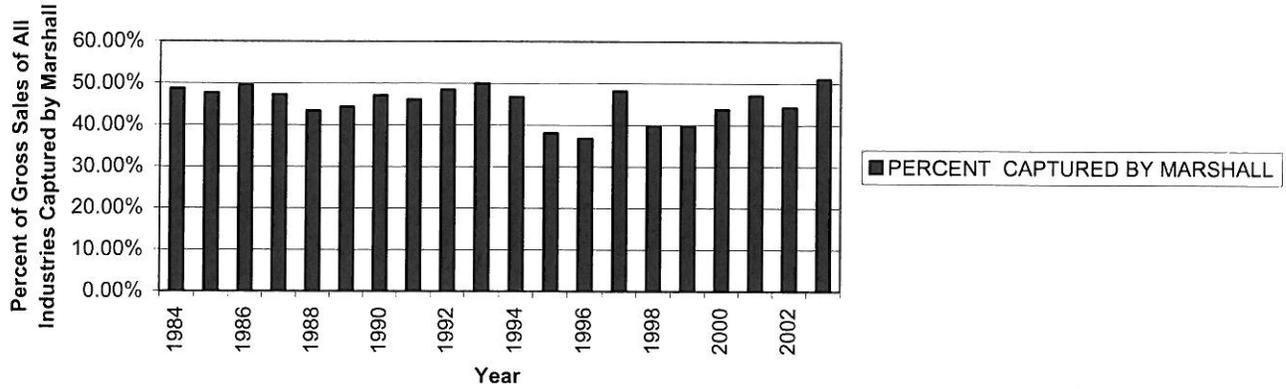
- The dollar value of gross sales for all major industries and for total retail trade has increased in Marshall since 1984, but much of this increase appears to be attributable to inflation versus an increase in goods sold
- The percentage of gross sales for all major industries and for total retail trade captured by Marshall appears to have periods of slight growth and decline, but as a whole has remained stable.

Figure 5  
Gross Sales for All Major Industries  
City of Marshall and Harrison County, Texas  
1984-2003



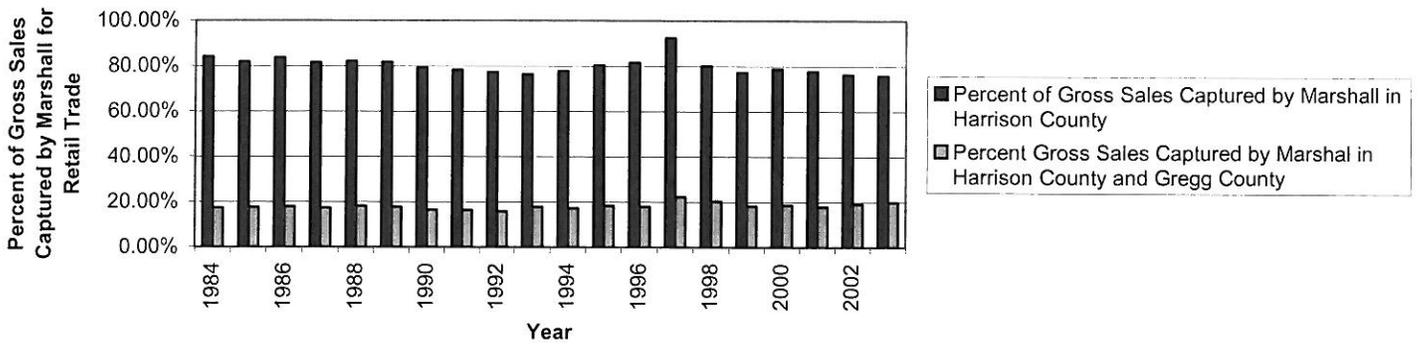
SOURCE: STATE OF TEXAS COMPTROLLER OF PUBLIC ACCOUNTS  
YEAR END STATE SALES AND USE TAX ANALYSIS REPORT

Figure 6  
 Capture Rate for Gross Sales  
 All Major Industries  
 City of Marshall, Texas



SOURCE: STATE OF TEXAS COMPTROLLER OF PUBLIC ACCOUNTS  
 YEAR END STATE SALES AND USE TAX ANALYSIS REPORT

Figure 7  
 Capture Rate for Gross Sales  
 Total Retail Trade  
 City of Marshall, Texas  
 1984-2003



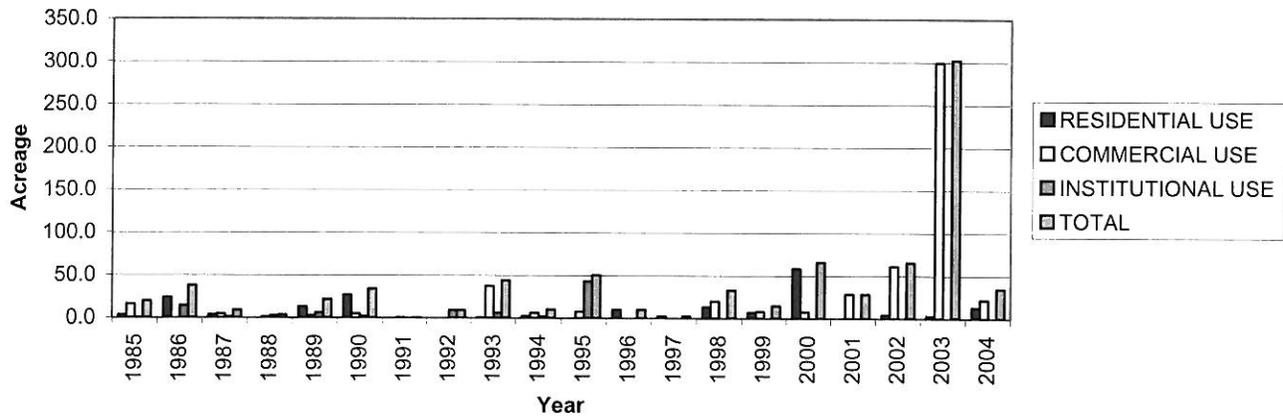
SOURCE: STATE OF TEXAS COMPTROLLER OF PUBLIC ACCOUNTS  
 YEAR END STATE SALES AND USE TAX ANALYSIS REPORT  
 Note: These amounts are not adjusted for inflation

Analysis of Development Trends

Since 1985, Marshall has experienced an average of approximately 21.7 acres of land development annually. This total includes approximately 6.6 acres in residential development, 7.3 acres in commercial development, and 7.8 acres of institutional development annually. The acreage in institutional development pertains to construction at East Texas Baptist University, construction of new church buildings, construction of the south campus for Texas State Technical College, and other similar types of construction. This information is shown in Figure 8. Numerical information for these items is shown in Table 10 in the Appendix. Residential development seems to follow a pattern of 15 to 25 acres being developed with 20 to 60 lots in one to two years followed by a few years of little or no additional development. During the times of little or no development, it appears that the demand for lots slowly consumes the available supply. When the supply begins to dwindle the cycle repeats itself. Commercial development seems to be steadier. A few acres are developed each year with an occasional larger development every few years. Institutional development seems to be generally consistent as various institutions in the community build new buildings at new sites for various reasons.

Land development in Marshall is not occurring at a fast rate. Marshall's land development appears to be very sensitive to demand. There is little or no excess capacity in developed land to allow a quick response to a change in market conditions. An example of this situation is the inability of many of the General Motors executives who were relocated to Shreveport in 1994 and 1995 to find suitable housing in Marshall.

Figure 8  
Land Development Trends  
City of Marshall, Texas  
1985 – 2004



SOURCE: CITY OF MARSHALL PLANNING DEPARTMENT AND BUILDING PERMIT RECORDS

Land development in Marshall has experienced cycles over the years. These cycles become apparent when the numbers of subdivision plats, zoning changes, and special use permits approved over an extended period of time are reviewed. These trends are charted in Figures 9, 10, and 11. There appear to have been a peak in the late 1960's, a small peak in the mid-1970's, and a record setting peak in the early 1980's. It also appears that Marshall is climbing out of an extended valley from the late 1980's and early 1990's.

Figure 9  
 Number of Subdivisions Plats Approved  
 City of Marshall, Texas  
 1965-2004

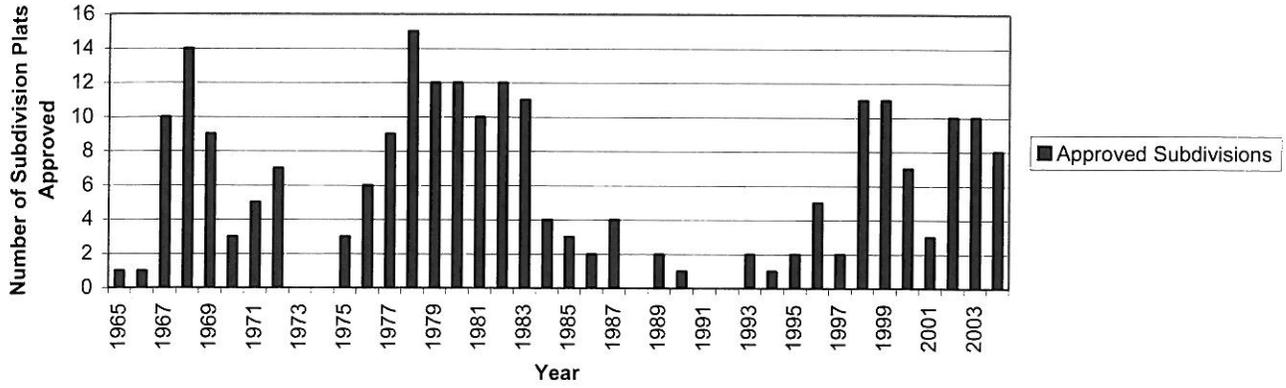


Figure 10  
 Number of Zoning Changes Approved  
 City of Marshall, Texas  
 1965-2004

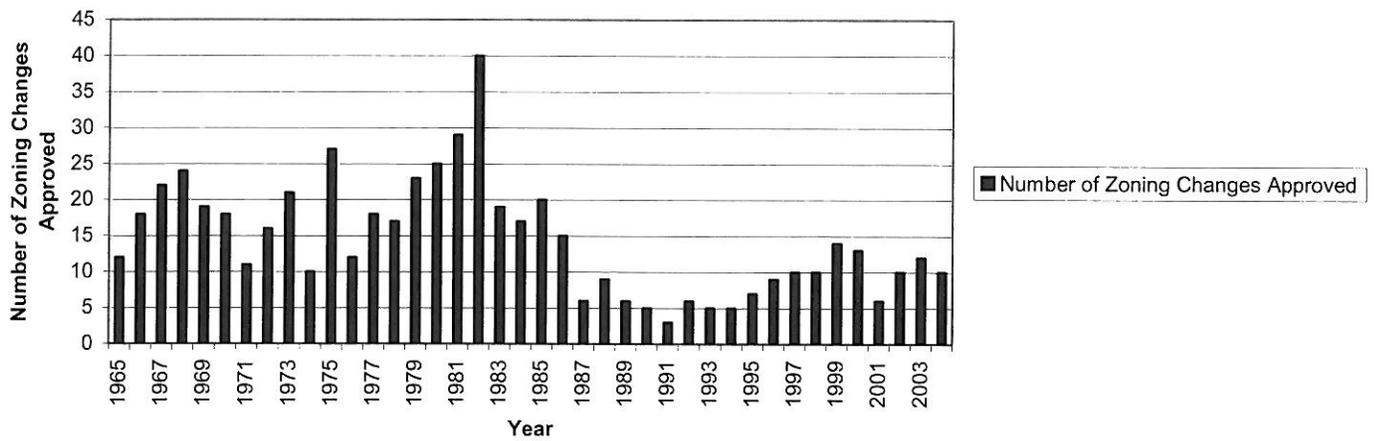
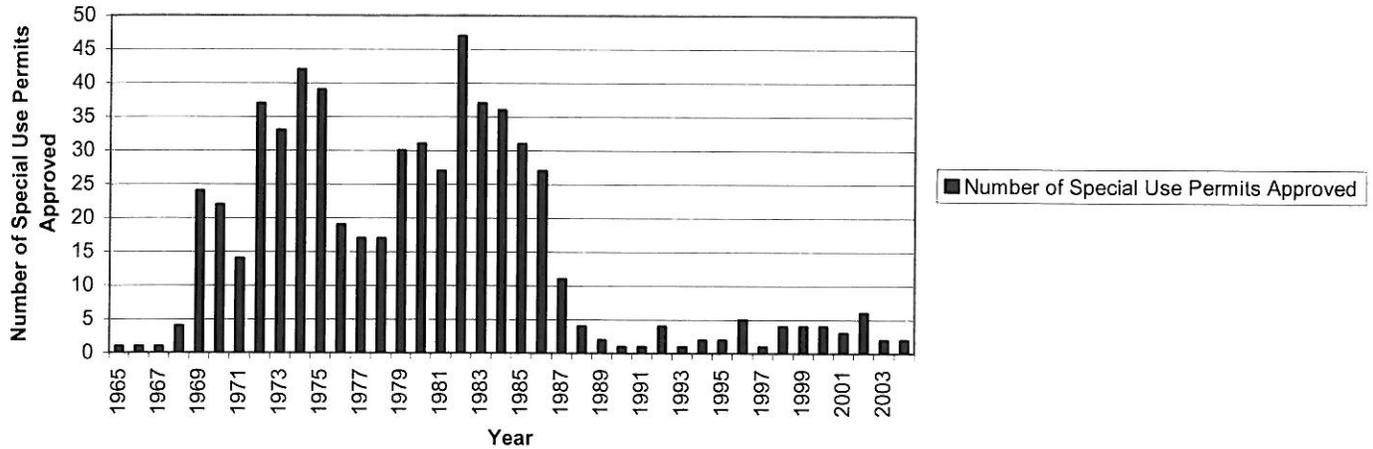


Figure 11  
 Number of Special Use Permits Approved  
 City of Marshall, Texas  
 1965-2004



SOURCE FOR FIGURES 9, 10, AND 11: CITY OF MARSHALL PLANNING DEPARTMENT AND BUILDING PERMIT REPORTS.

**General Conclusions**

Marshall appears to be neither gaining nor losing significantly in population growth and economic growth in recent years. From a positive point of view, this situation could be viewed as stability and maintenance of the status quo. From a negative point of view, this situation could be viewed as no growth. No growth when most communities in your area are growing means that you are losing ground relative to communities around you. Another view of stability and maintaining the status quo that should be considered is maintaining your position relative to those around you rather than not changing when those around you appear to be experiencing positive and desirable growth. It is known from the Fiscal Notes publication from the State Comptroller's office that the East Texas region of the State normally lags behind the rest of the State in measures of the health and vitality for the economy. It appears from the general evaluation on these pages that Marshall lags behind some communities in the East Texas region in economic indicators in an area of the state that generally lags behind the rest of the state in economic growth and population.

It should not be assumed automatically that everyone finds this situation to be undesirable and that the city should expend inordinate effort to correct it. A key point that must be considered is that many people find life in Marshall to be desirable because it is slow-paced and unhurried. A major effort to develop economic vitality could disrupt one of the main reasons some people find Marshall to be an enjoyable place to live. At the same time a comment frequently heard from Marshall residents of all ages is that young people appear to have little choice but to leave Marshall to find opportunities for employment that pay well. Many people want opportunities in Marshall for young people to have good careers here. The course of action that seems most appropriate for Marshall is to seek sustained growth, but at the same time protect the qualities that people find desirable.

## **General Plan City of Marshall, Texas**

### **Goals**

The starting point for developing the goals contained in the 2005 update to the 1996 Plan was the 1996 Plan. The goals in the 1996 Plan were based on the 1981 Plan. The 1981 Plan was developed based on a series of meetings with a steering committee and on public hearings by the steering committee to allow interested citizens to have input in the process. The goals in the 1981 Plan have been applied consistently, particularly for land use decisions, over the years. In this update, as well as in the 1996 update, each of the goals has been reviewed and evaluated by the Planning and Zoning Commission. The Planning and Zoning Commission asked the City's advisory boards and Department Heads to review goals that pertained to their areas of interest and update them as appropriate.

#### **VISION OF A VITAL COMMUNITY**

The vision for our community is that it be a community in which people of all ages have the opportunity to participate fully in activities that are important to them. This participation covers the full cycle of a person's life. People in our community should have the opportunity to receive education and training that prepares them for a job in the workplace through which they can support themselves and their families comfortably. These opportunities should exist in adequate numbers locally so that people do not have to leave the area to find them. Our community should offer people the things they need to make their homes here, earn a decent living, raise their children, and give their children the same opportunities when they become adults. The community should be safe, people should get along, people should be environmentally conscious, and people should have equal opportunity to be successful in business. Implied in this vision is that our community should have an attractive appearance and be a desirable location to do business, so that business and industries are drawn here and provide the jobs necessary for people to earn a decent living.

We choose to view our vision not as one of revitalization, but rather as one of increasing the level of vitality in our community and sustaining the increasing level of vitality. We seek to increase vitality by creating opportunities in our community for our residents to earn a living in keeping with their desires. We seek to sustain vitality in our community by creating circumstances that allow our children and our children's children to work profitably and earn a decent living in our community.

The basis for this vision is economic opportunity. Economic opportunity is the means by which the residents of our community can become more self-sufficient. A community in which there are abundant economic opportunities that allow the residents to be self-sufficient is a community that is positioned to sustain itself. Our vision and the programs we intend to put in place to attain this vision will allow us to put these key principles into action.

We are focusing on moving forward by building on the assets of our community, or the things in our community that currently have vitality. Among these assets are our higher education institutions, the natural resources that are present in our area, the businesses and industries that have successfully taken advantage of these natural resources over a sustained period, downtown redevelopment and neighborhood revitalization, and the opportunities for tourism businesses. Our intention is to broaden our ability to take advantage of these assets.

We also need to strengthen our efforts in four other areas in our community. First, we need to focus on ways to improve our community appearance. Cities that are attractive will naturally bring people in from surrounding areas as well as give the existing residents a sense of pride. Second, we need to strengthen and expand our housing opportunities. Existing homes should be kept in good repair, as well as providing for a mixture of housing to serve our existing housing needs. Third, we need to continue to encourage neighborhood revitalization in our older and/or historic neighborhoods. Last, we need to improve and expand our efforts to reduce crime, reduce drug abuse, reduce involvement in gangs, and achieve a feeling of safety in our community, while providing safe alternatives for our youth.

Marshall should treat itself as a product. People who live here, people who work here, people who visit, businesses that operate here, and businesses that are thinking about locating here consume this product. Municipal government is not a for-

profit business and cannot be operated as such. For example, police protection, fire protection, or repairing streets may not be profitable, but these services must be provided in a community. However, municipal government should seek to apply business principles to its operations wherever possible. A business seeks to use its financial resources wisely to maximize its service or offer a high quality product. A business works to be responsive to the needs of its consumers, both in terms of the products and services offered and in terms of the cost of the products and services. If a business is to succeed, it must offer a good quality product at a reasonable price. If the business does not keep the product up to date to meet the needs of its consumers, those consumers will seek other places where they can obtain the desired product at a price that the consumers are willing to pay.

Other competitors that are better prepared to seize opportunities will soon overtake a business that does not make plans for how it can improve and strengthen its niche in the marketplace. As noted by Douglas Dalrymple and Leonard Parsons in Marketing Management, “the ability to compete is influenced by the quality and price of the product. A business that lets quality decline is trading short-term gains for long-run survival.” Marshall should put itself and the products and services it offers to its various consumers into this context. Most successful businesses also have a plan for actions that need to be taken to achieve and sustain the desired level of service to its consumers in a cost-effective fashion. A successful business does not simply respond and react to events around it without consideration of a wider application for its actions. A successful business knows the direction in which it is trying to move and it reacts to external events by positioning itself to try to respond internally to follow the general course it has set for itself. The course is influenced and modified by opportunities and events. The General Plan is designed to serve as a guide for applying these principles in Marshall.

#### Assumptions

The goals in this General Plan are based on the following assumptions, which have been derived through the various means of community input discussed above and have been confirmed by the Marshall Planning and Zoning Commission and City Commission. The 1996 plan was evaluated and revised accordingly:

- People in the community desire to achieve sustained growth with an emphasis on sound, good quality development.
- People in the community value the sustained presence and growth of existing businesses and the development of new businesses and businesses opportunities so that residents of all ages have the chance to earn a desirable living in Marshall.
- People in the community value the residential environment.
- People in the community desire to minimize the inevitable conflicts that arise when living areas and working areas come in contact with each other and they desire to blend them together successfully.
- People in the community want the health, safety, and welfare of the community protected, but they do not want to be over-regulated.
- People in the community want a clean, attractive place to live.

## WORKING AND LIVING AREAS

### Issues:

Local government has a role in helping to create an environment in the community where people feel as safe as possible and are relatively free of nuisances. The majority of problems, conflicts, and disputes that arise in Marshall in the process of making decisions about the physical development of the community result from conflicts between working and living areas. Most of the other conflicts arise either as a result of conflicts between styles or densities of housing or as a result of locating non-residential activities such as churches and schools in residential areas. How these conflicts are managed and resolved is an important consideration in the future growth and development of the community.

An additional factor that must be considered is the conflict that arises between the built environment and the natural environment. The most frequent way that this conflict manifests itself in Marshall is when the flow of storm runoff rises out of natural or improved drainage channels and floods buildings and when runoff across the surface causes problems for individual landowners.

Another issue in Marshall is the need for more housing of all types, including traditional single family, attached single family, and multifamily housing. The existing housing stock also needs to be maintained when it is cost effective to do so. Construction and maintenance of housing is generally considered to be the responsibility of developers, homeowners, and landlords in the private sector. In some instances it is appropriate for the City to have a limited role as a catalyst in the construction or maintenance of housing. Any program used should be evaluated carefully to be sure that it does not result in increasing the cost of housing beyond what is affordable to lower income persons and families. The problem of abandoned property in the community also needs to be addressed. Abandoned dilapidated houses and overgrown or unkempt property can drag a neighborhood down faster than any other influence except possibly gangs and drugs. Under certain circumstances under State law, abandoned property can be seized and placed in the hands of another person who will care for it. The vitality of this option must be considered carefully in an atmosphere that values private property rights and small government.

There are several centers of business and institutional activity in Marshall. These activity centers are expected to remain the focus of most business, employment, and shopping activity in Marshall. These activity centers include:

- East Texas Baptist University;
- Wal-Mart and surrounding vicinity;
- the Marshall Business Park;
- the businesses and industries at Loop 390 and Highway 80 and along the railroad tracks on the west side of the city;
- the downtown area;
- the vicinity of the intersection of Highway 59 and Highway 80;
- Wiley College;
- the hospital;
- the vicinity of the mall and the high school at Pinecrest and Highway 59;
- the airport and surrounding vicinity;
- Texas State Technical College on Highway 59 South; and
- and the various businesses in the vicinity of the intersection of Highway 59 and Interstate 20.

In the past Marshall has not chosen to dictate where, when, and how development should take place. We have placed a high value on letting the market determine where, when, and how development should occur. The role of the city government has been to respond to development requests as quickly and efficiently as possible. Regulations are aimed more toward minimizing conflicts that might arise as a result of development rather than seeking to prevent these conflicts before they occur by rigidly controlling development. This approach has generally worked well in the community, although there are some notable exceptions. One reason that this approach has been acceptable over the years is Marshall's lack of growth, or at best its very slow growth. This approach has put the community in a reactive position rather than a

proactive position. If a significant surge in growth occurs in Marshall, the community will likely suffer from this reactive approach to dealing with development. Even an accumulation of apparently unrelated decisions over the years in reacting to slow growth can cause difficulties in providing for orderly growth later. There are numerous examples of this type of situation in Marshall. To help forestall future problems, the following goals have been established:

Goals:

1. Encourage further development in established activity centers with complementary land uses.
2. Encourage continued use of established commercial areas along major thoroughfares.
3. Provide opportunities for a mixture of land uses in a single development through the Planned Development Zoning District. It is never appropriate to use the Planned Development Zoning District to justify placing a single development or land use in a residential environment.
4. Accommodate appropriate commercial development in designated transition areas through Planned Development Zoning District. Transition areas are defined as fringes of major activity centers, fringes of commercial areas and heavily traveled streets listed below. Use of a Planned Development in designated transition areas can be used to minimize possible detrimental impacts on nearby residences. In an effort to provide a reasonable mix of activities that meet the needs of the community, the following guidelines shall be applied to transition areas.
  - Victory Drive from Algoma Cemetery to Buck Sherrod Road;
  - East Houston from Alamo to Highway 59;
  - West Houston from Grove to West End;
  - South Washington from University to Sherry;
  - Indian Springs and Elysian Fields Road from Travis to the south city limits;
  - Martin Luther King Jr. Blvd from West Houston to Pinecrest;
  - Pinecrest from the mall to South Washington; and
  - Poplar from Bolivar to Highway 59.
  - Loop 390 from Hwy 80 East to Hwy 80 West.
  - a. The business should not generate excess traffic.
  - b. The business should not have late hours of operation.
  - c. The style of construction for new construction should be compatible with the surrounding residential styles.
  - d. Excessive driveways should be avoided.
  - e. Signs should be no larger than four feet by four feet and they should not be lighted.
5. Protect the residential environment against the encroachment of conflicting activities by providing adequate separation or buffering between conflicting activities.
6. Allow for the establishment of neighborhood businesses that are allowed in the B-1 Small Business Zoning District.
7. Encourage construction of single-family homes in infill lots or in new developments. Types styles, densities and site layouts that are compatible with existing developments are encouraged.
8. Allow for the establishment of duplex structures in areas where adequate facilities are present. Construction should be compatible in size and architectural style to existing structures in the area.
9. Encourage development in an orderly manner that can be served by the existing utility infrastructure.

10. Expand programs to maintain the existing housing stock when it is cost-effective to do so.
11. Balance the need for maintenance of the existing housing stock with the need to eliminate abandoned dilapidated structures so that the best interest of affected neighborhoods is served.
12. Continue efforts to establish partnerships to take best advantage of the public and private investment in downtown.
13. Strengthen neighborhoods through consistent and firm enforcement of property appearance codes.
14. Consider annexation as a means of growth when it is cost effective to do so.
15. Support preservation of historic resources by the private sector with the following actions:
  - a. Update the inventory of historic buildings, properties, and sites in Marshall;
  - b. Address apparent barriers to preservation and renovation of structures presented by fire, life safety, accessibility and building codes;
  - c. Identify, develop, and implement funding sources and incentives to aid in preserving the community's historic resources;
  - d. Develop and implement a program or programs to increase public awareness and acceptance of efforts to preserve historic resources in the community; and
  - e. Develop and implement a vehicle to buy historically and architecturally significant structures in jeopardy and restore them.

A generalized future land use plan is illustrated on the General Plan Map at the end of this document.

## COMMUNITY PROSPERITY

### Growth and Expansion

Issues: Marshall is in need of business development and economic development that will allow business owners, business managers, and employees to prosper. Not everyone can become wealthy, but most should feel like they are prospering or improving their financial situation over time. We seek to act in our community to maximize people's ability and opportunity to prosper. It should be clearly understood that in Marshall we do not believe that it is the local government's role or responsibility to see that everyone prospers. However, local government, as a servant of the citizens, does have a role in helping to create circumstances that help businesses to be profitable so that their owners, managers, and employees can prosper.

Preparing a plan offers the City the opportunity to look at new and future roles that the City can provide within the region, including those of a governmental center, an industrial center, a center of education, and a balanced central city. To some degree, Marshall provides all of these roles today. However, future emphasis may be on one or more roles. A fifth option is the visitor/tourist role. Although this role does not provide the overall economic function that the other roles provide, it can broaden and diversify the economic base. It can also be utilized to improve the marketing and image factors needed by central cities to expand their markets. A sixth option is expansion of the City as a residential community. Considerable population growth has occurred outside of the City limits of Marshall, both in small communities and in rural settings. Marshall could attract residents who are employed in outlying industries, Longview-based employees, and even Shreveport-based employees. This role would require an expanded housing market, an improved residential environment, and other urban amenities that could not be obtained in a rural or small town setting. Attraction of employees from surrounding areas to become residents of Marshall brings new dollars into Marshall that otherwise would be spent elsewhere. These new residents will create a greater need for service-type businesses to meet their needs, which will create more employment opportunities for Marshall residents.

Industrial expansion is recommended as the major key to future development. Basic industries provide not only jobs at the industry itself, but also support jobs and growth in related industries. Basic manufacturing, metal fabrication, and heavy industries have been major growth elements in this region. Wholesaling and distribution facilities are potential elements that can use the location and transportation resources existing in Marshall. Even though the service sector of the economy is growing at a rapid rate statewide and nationwide, these jobs generally pay minimum wage or slightly better. Jobs in industry normally pay higher wages than service jobs. Jobs in industry will contribute more to general prosperity across all parts of the community. Service jobs should not be discouraged, but they should not be promoted and advocated as a key component in improving the local economy.

- Goals:
1. Assist the private sector whenever possible to provide stable employment and a wide variety of jobs that offer incomes suitable to support a decent standard of living.
  2. Establish an active and ongoing effort to communicate with existing industries about how the City can assist with retention and expansion needs through Marshall Economic Development Corporation (MEDCO).
  3. Promote and assist industrial and manufacturing business to relocate to Marshall so as to minimize unemployment and underemployment through MEDCO
  4. Continue to recruit small manufacturing and distribution companies.
  5. Assist and support the Chamber of Commerce with tourism development.
  6. Support MEDCO as the community's economic development marketing and sales organization.

7. Identify and act on ways to support educational institutions in the community.
8. Develop and implement a strategy to market Marshall as a residential community for the surrounding area.
9. Support housing development in the community.

### **Community Image**

Issues: People living in Marshall want their city to be an attractive, inviting place to live that draws people from other communities to visit, shop, invest and move here. If Marshall is clean, attractive and inviting, the residents will be proud of it and want to improve it any way they can. People will begin to notice that others have more pride and respect for their property, and will strive to keep up. When the community comes together with the same purpose, there is no limit to the positive changes that can occur.

- Goals:
1. Increase the number of code enforcement officials.
  2. Enforce the codes that are in place, while striving to simplify them so people can understand them.
  3. Encourage property owners to revitalize existing houses before they are beyond repair.
  4. Encourage property owners to remove burnt, dilapidated structures that are hazardous to residents.
  5. Educate the community on ways to improve the overall appearance of Marshall.

### **Downtown**

Issues: With support from the Downtown advisory Committee and the City Commission, the city became recertified as a Main Street City in 2003. During the time following, there has been widening support and belief throughout the community that downtown development in Marshall can be successful. New owners of historic buildings are investing in downtown with fifteen (15) buildings being purchased during 2003 and 2004. This is the greatest activity in building turnover in many years. The revitalization of downtown can be measured by the increased activity, increased income of downtown businesses, aesthetic improvements, discovery and appreciation of the historic integrity of buildings, and recognition of what is trying to be accomplished in downtown.

- Goals:
1. Utilize the Texas Main Street Four Points approach of design, organization, promotion and economic restructuring to energize the local economy while retaining our historic charm.
  6. Continue to implement downtown revitalization and development using the Main Street Program realizing that downtown development is an ongoing program instead of a project that ends.
  7. Downtown should become a destination for visitors and tourists.
  8. Promote a positive concept of downtown among residents.
  9. Provide resources and guidance to address problems, whether perceived or actual, such as building code application for older buildings, incentives for development, sensitivity to historic design of buildings, and design uniformity.
  10. Strive to recruit businesses while retaining existing ones.

## COMMUNITY FACILITIES

Issues: A few general issues are applicable to all types of community facilities. Public facilities such as parks, the Civic Center, the City Arena, the Library, City Hall, the Marshall Visual Arts Center, the Police Station, the Central Fire Station and the substations, schools, and museums affect the image of Marshall as a place to live and work. The degree of quality of community facilities can contribute to whether a city grows or declines. A community should anticipate its needs for public facilities so that they are provided in a timely fashion. A community should also strive to improve the overall quality of design and appearance of existing and new public facilities. Issues notable for a specific facility are summarized briefly in the discussion of that facility.

### Parks and Recreation

Issues: City of Marshall parks range from conventional community parks, to sports complexes, to strictly nature areas. The parks system and the recreation opportunities in Marshall have several notable strengths. However, there are also areas in which improvements could be made, and there are opportunities of which the community should take advantage. Participation in organized athletics is important to many people in Marshall. The Parks Board and the Parks Department have recognized this priority, and a major part of their effort and facilities are devoted to meeting this need. A key need is the development of additional parks that are located in neighborhoods that do not have easy access to the existing parks. These parks could double as much needed practice fields for organized athletic leagues. Many communities have worked over the years to link established parks with trails for walking, jogging, and biking. These opportunities exist in Marshall and should be investigated.

- Goals:
1. Provide more diverse recreation activities at existing parks so that activities are available for an entire family. Examples would be covered outdoor basketball courts, golf driving ranges, batting cages, or walking and biking trails.
  2. Upgrade and/or replace existing playground equipment to enhance safety and make the parks more enjoyable for all ages.
  3. Construct restrooms at all parks, starting with Smith Park and Lions Park.
  4. Provide more manpower for the Parks and Recreation Department, ideally to have an attendant present at each park for increased security and park appearance.
  5. Address security problems in each park, including additional lighting, fencing to prevent access to dangerous areas, and clearing wooded lots to enhance visibility and provide a safety zone for small children.
  6. Investigate dedicating a percentage of concession revenues for parks improvements.

### Civic Center

Issues: Marshall's Civic Center has proven to be an outstanding asset to the community. It will be important to keep it in a good state of repair as it ages. Recent renovations (1.5 million dollar) have made the Civic Center a marketing tool by enhancing the operations.

- Goals:
1. Promote a high level of use of the Civic Center.
  2. Provide additional parking at the Civic Center.

3. Keep the Civic Center in a good state of repair with modern equipment.
4. Encourage complementary activities around the Civic Center.
5. Replace the existing marquee sign.

### **City Arena**

**Issues:** The City arena has proven to be an outstanding facility for the City of Marshall. The recent addition of an additional covered practice arena has expanded the events that can be held at the facility.

- Goals:**
1. Keep the facility in a good state of repair.
  11. Continue to promote the facility in order to bring in new events while working to maintain the existing events held on a continual basis.
  3. Add restrooms, provide additional or better parking, and add walkways.

### **Police**

**Issues:** Crime, gangs, illegal drugs, safety at work, in homes and at play are legitimate concerns of Marshall citizens. A sense of security is a big part of any community's well-being. The conceptual framework of policing is changing in Marshall through the formation of stronger community alliances. The police department cannot alone control the crime rate. Crime is directly impacted by what a community chooses to accept, tolerate, and/or to the extent it is willing to support enforcement activities.

- Goals:**
1. Identify and utilize available resources to provide a safe environment for all citizens of Marshall.
  2. Develop and maximize the use of human resources through effective management and training. These human resources include police personnel, other governmental agencies, the private sector, and the citizens of Marshall.
  3. Provide a work environment that is conducive to efficient operations and growth.
  4. Evaluate the need for additional personnel, and implement procedures to select only the most qualified personnel.
  5. Update and advance technology to meet increasing challenges and legal requirements.
  6. Monitor pay for police officers and adjust as needed to attract well-qualified personnel.

### **Fire**

**Issues:** Effective fire prevention, fire suppression, rescue, hazardous material response, and emergency medical service programs and operations are an important service to provide in any community. Marshall has been fortunate over the years to have high quality service in each of these areas. Attention should be given to sustaining and improving the high quality of these services.

- Goals:**
1. Assure that there are adequate fire protection facilities and water pressure to respond to and fight a fire in any part of the community in a timely and efficient fashion.
  2. Provide up-to-date training facilities and opportunities for personnel.

3. Monitor the need for additional personnel, equipment, and facilities to provide timely response in all areas as the community increases in land area and population.
4. Continue to up-grade the emergency medical services so as to provide the highest level of service possible to the residents of Marshall\Harrison County.
5. Focus on education of the public in the areas of fire prevention and accident prevention.
6. Establish an Emergency Operations Center (EOC).
7. Consider additional fire stations in various parts of the City.
8. Monitor pay for firemen and adjust as needed to attract well-qualified personnel.

### **Library**

#### **Issues:**

The Marshall Public Library dedicates itself to providing an environment to increase the literacy and educational level of Marshall and other Harrison County residents in order to raise the quality of life and standard of living. Three Long Range Plans have guided the library in working to achieve our mission of initiating and providing quality library services and free access to information to the citizens of Marshall and Harrison County. The 1995-1997 Plan focused on library services, refurbishing and automation. With the library's refurbishing and automation accomplished, the 1999-2004 Long Range Plan identified 13 distinct service areas to serve the public. In reviewing the 1999-2004 Plan, the committee found that the services the library provides to the community have expanded significantly, especially in the area of technology. The 2005-2009 Long Range Plan merges the previous 13 service areas into four: Lifelong Learning, Current Topics and Titles, Information Services and Commons.

#### **Goals:**

1. Provide services, which address the desire for personal growth and opportunities for development.
2. Provide services, which help fulfill the community residents' appetite for information about popular cultural and social trends and their desire or satisfying recreational experiences.
3. Provide books, newspapers, magazines, and public access to the internet to help meet the need for information and answers to questions on a broad range of topics related to work, school, consumer information, community services, and personal life.
4. Provide services, which address the need of people to meet and interact with others in the community.
5. Develop plans for the expansion of the 30-year old building to meet the needs of the growing population.
6. Maintain accreditation from the Texas State Library and Archives Commission through adequate financial support from the City of Marshall and Harrison County.

### **Marshall Visual Arts Center**

#### **Issues:**

The Marshall Visual Arts Center (MVAC) strives to increase our visibility in Northeast Texas as a vital part of the "Cultural Capitol of East Texas". In its short existence, the MVAC has quickly become an outstanding resource and provider of art education to our schools, colleges, universities and citizens of all

ages. Based on consultation with several groups, it was determined that the community would benefit from an art center that offered affordable access to art activities. These factors are: 1) public input that the community has a significant number of low-moderate income people that need access to arts activities; 2) in the same vicinity are other arts/cultural related activities; 3) the project would contribute to downtown development by being a “people attractor” that would give people a reason to come downtown; and 4) there is a concentration of practicing amateur, professional and semi-professional artists in the community who indicated they were interested in the economic opportunities this project would bring.

- Goals:
1. Expand programs to serve special and underserved populations.
  2. As revenue increases or grant funds are received, increase staff to include a program and marketing coordinator and maintenance/special event part time position.
  3. Increase grant proposals to fund special programs and apply for and become a recipient of a National Endowment for the Arts Grant.
  4. Increase participation of regional school districts and colleges in MVAC classes.

### **City Hall**

Issues: In 1994 the City completed renovation on and moved into a new City Hall building. The new building is sufficient for current staffing levels and could accommodate a modest increase in staff size in its current configuration. If over the years there is more than a modest increase in the size of the staff at City Hall, it will become necessary to remodel the interior of the building to use the space more efficiently. It is not anticipated that major remodeling will be necessary for many years.

The former City Hall building on the Square, now referred to as the City Hall Annex, is one of the more notable eyesores in the heart of downtown. The exterior of the building should be repaired and painted so that it does not become a blight on downtown. Opportunities to reuse the empty space in the old building should be pursued.

- Goals:
1. Keep the new City Hall building in a good state of repair so that it continues to be an asset and an example for the community.
  2. Repair and repaint the exterior of the old City Hall building.
  3. Pursue opportunities to reuse the vacant space in the old City Hall building.

### **Service Center**

Issues: A city's ability to serve the needs of its citizens is directly related to its ability to maintain its equipment and vehicles. The average citizen may not have any reason to come to the Service Center, but proper operation of the Service Center is critical to providing good service to the citizenry.

- Goals:
1. Provide a service center that meets the City's needs for equipment maintenance and administrative offices.
  2. Continue the efficient operations of City services and related activities.

## **Solid Waste Disposal**

**Issues:** A City's ability to dispose properly of the solid waste of its citizens is critical to the health, safety and welfare of the community. Solid waste disposal has to be accomplished in a timely and efficient manner to keep costs down, yet provide the necessary expected level of service. Marshall has for many years contracted with a private disposal company for the collection and disposal of solid wastes. Due to limited land areas suitable for solid wastes disposal, the City of Marshall will for the foreseeable future rely upon private contract operations for the collection and disposal of its solid wastes.

**Goals:**

1. Promote recycling to reduce the volume of waste deposited in landfills and therefore keep the cost of disposal at a reasonable level.
2. Monitor the needs of the community for solid waste disposal options and act in a timely fashion to meet these needs.
3. Promote mulching and composting of green wastes, such as leaves, tree limbs, grass clippings, brush, etc as part of the recycling and waste minimization efforts when it is cost effective to do so.

## **City-owned Property**

**Issues:** For various reasons over the years the City has acquired various tracts of land in the community. The City should dispose of those tracts for which it no longer has a need.

**Goals:**

1. Assure that City-owned property is adequately maintained and landscaped.
2. Dispose of public property which has no foreseeable use or which other types of development could better utilize.
3. Support efforts for affordable housing through donation of the lots.

## **Schools**

**Issues:** In Marshall, as in all Texas communities, the City government has no authority over or responsibility for the schools. However, schools can have a significant impact on the quality of life in neighborhoods. The open space, playgrounds, and athletic fields can serve as a type of park in a neighborhood, but the traffic in the morning and afternoon can be a problem for a neighborhood.

**Goals:**

1. Actively seek to coordinate with the school district to enhance the positive aspects of schools for neighborhoods and minimize the negative aspects.
2. Actively seek to coordinate the location and site design of new schools with the school district.
3. Continue to be responsive to opportunities to support the public schools, private schools, and colleges in the community.

## **Human Development**

**Issues:** A general plan typically focuses primarily on the physical development of a community. In Marshall's case in the public input process, concerns were repeatedly expressed about two issues in the community. These

issues are the need to increase the literacy rate and the need to offer youth alternatives to gangs, drugs, and crime. The City would be remiss in not addressing these issues in this plan.

Goals:

1. Support programs to increase the literacy rate in Marshall.
2. Support public and private efforts to offer alternatives to youth in the community to gangs, drugs, and crime.

## CIRCULATION

### Issues:

Marshall has relied on the Texas Department of Transportation (TX DOT) to make major improvements in the major components of the community's circulation system over the past several years. While this approach has worked well and has resulted in a sound framework of major thoroughfares and collectors around which to build a circulation system, it is important to remember that TX DOT's priority is to move vehicles across the State as quickly and safely as possible and that they are concerned about and address circulation needs in a local community only in the context of this overriding priority. Marshall needs to provide an adequate local circulation system that takes full advantage of assistance offered by the Highway Department and then adds local resources to bridge gaps to serve local needs.

Marshall has one north-south major thoroughfare that is continuous through the city, Highway 59, and one east-west major thoroughfare that is continuous through the city, Highway 80. Interstate Highway 20 runs east west along the current southern boundary of the city. For a community of its population and land area, this situation is inadequate to support sustained growth and development over time. Many pieces are in place to improve this situation, however, many additional sections of roadway are needed to improve the overall traffic circulation system. Attention needs to be given to connecting these sections. A thoroughfare plan for the community showing major thoroughfares, secondary thoroughfares, and collector streets is shown on the General Plan Map at the end of this document.

### Goals:

1. Construct and maintain a transportation network that meets basic needs for movement, access, safety, and reasonably rapid and easy travel for people and goods into, through, and within Marshall, and that provides for additional development in identified growth areas.
2. Develop a thoroughfare plan that prioritizes street improvements, identifies possible roadway extensions, and outlines standards for improvements.
3. Meet the needs of various users including cars, trucks, motorcycles, bicycles and pedestrians.
4. Provide direct access to adjacent property with minimal interference to movement and safety of traffic on public roadways.
5. Promote, develop and maintain inter-connections with other transportation elements including airports, railroads, buses, trucking centers, and pedestrian areas.
6. Improve and upgrade traffic signals as warranted.
7. Coordinate with the Texas Department of Transportation to address long-range transportation needs.

## UTILITIES

Water treatment and wastewater disposal are two of the most important services provided by a municipality. There are five major components in the water treatment and disposal process. These components are conveyance of untreated or raw water from the source to the treatment plant, treatment to make the raw water safe to drink and use, storage and distribution of the treated water throughout the community, collection of waste water, and treatment of waste water to return it to the natural environment. A community must keep pace with a reasonable projection of the needs of the community for adequate capacity for conveyance, treatment, storage, distribution, collection, and waste water treatment. A community that is able only to meet immediate needs is in a tenuous position. A community should have some excess capacity available to accommodate business and residential growth.

### Raw Water Conveyance

Issues: Marshall's source of water is run-of-river water in Cypress Bayou before it empties into Caddo Lake. A new intake structure and pump station were completed in 1999, along with a new parallel 24" diameter raw water transmission main. The new pump station has a capacity of approximately 17.5 MGD (million gallons per day). The combined 24" diameter parallel raw water mains from the raw water pump station to the existing Pre-Sedimentation Basin and the combined 20" and 24" raw water mains from the Pre-Sedimentation Basin to the existing Water Treatment Plant have a total capacity in excess of 20 MGD. Recent studies have shown that the flow and volume of water in Cypress Bayou are generally adequate to meet the City's water needs for now and for a 50 year planning period based upon a projected population growth of 1.5% per year.

- Goals:
1. Consider development of an alternative source of raw water as a secondary or emergency supply to supplement the run-of-river flows in Cypress Bayou.
  2. Acquire and develop a second Pre-Sedimentation Basin or dredge and expand the existing Pre-Sedimentation Basin to increase raw water storage capacity and provide for better detention times. (See HDR Engineering Study done in 2005)
  3. Maintain raw water pumps and pump station.
  4. Keep the raw water pipeline right-of-way clear of trees and brush.
  5. Maintain raw water pipelines, vacuum and pressure relief valves and blow-off valves.
  6. Provide back-up power generators to provide electrical power during and/or after major storm events or during power outages.

### Water Treatment

Issues: Marshall's current water treatment plant has a capacity of approximately 12.5 MGD (million gallons per day). The maximum capacity treated was 12.6 MGD, a record high in Summer 2002. Increasingly stringent environmental and health requirements created the need for major improvements at the water treatment plant. A Water Treatment Plant Evaluation was completed in 2003 and plans are being prepared for the improvement and expansion of the water treatment plant to a capacity of approximately 20 MGD. As technology improves and environmental concerns/desires for even cleaner and safer drinking water increase, the City will probably need to look at constructing a new, modern water treatment facility in the future.

- Goals:
1. Continue with the current development of plans to improve and expand the capacity of the water treatment plant.

2. Continue to monitor new and proposed environmental and health requirements, so that future water treatment facilities can be designed and constructed in an efficient and responsive manner.
3. Provide back-up power generator to provide electrical power during and/or after major storm events or during power outages.
4. Maintain water treatment plant facilities and equipment.

**High Service Pumping Station and Clearwell Storage**

Issues: Marshall’s high service water pumping facilities and clearwell storage are in reasonably good condition. The water system operates on one pressure plane. The clearwell storage consists of two 3MG(million gallon) ground storage tanks located at the water treatment plant. The total of 6MG of clearwell storage is more than adequate capacity and the tanks are generally in good condition. The proposed water treatment plant improvements include some re-piping of the tanks to allow for either parallel or series operations of the clearwells. In addition, curtain baffles are proposed to be installed in both of the clearwells to prevent short circuiting and improve overall disinfection capabilities. There are two pumping stations, one located in a separate pump station with an independent wetwell for six high service pumps and a smaller pump stations located atop and pumping directly from Clearwell No. 2 for three high service pumps. The total firm pumping capacity is in excess of 28 MGD. To allow for the most cost effective operation and use of energy, a Supervisory Control and Data Acquisition system (SCADA) is utilized to link the Raw Water Pump Station, Pre-Sedimentation Basin, Water Treatment Plant, High Service Pumping Facilities and the Elevated Water Storage Tanks.

- Goals:
1. Continue with the proposed improvements to the clearwells and monitor the water usage to determine when and if additional pumping capacity may be justified.
  2. Maintian the clearwells and pumps, valves and surge protection valve to insure proper operation.
  3. Continue development of integrated Supervisory Control Data Acquisition system (SCADA) to allow for more efficient operation of the pumping, storage and water treatment systems.

**Water Distribution and Elevated Storage**

Issues: Marshall is fortunate to have a reasonably good water distribution system. The system operates on one pressure plane. The system of major water mains that feed out from the water treatment plant to the elevated storage tanks is of adequate capacity and is generally in good condition. There are numerous undersized and aged water mains throughout the water distribution system that have been affected by increased pressure due to new higher, elevated water tanks and are in need of replacement/upsizing. The City currently has two new IMG elevated water tanks located in the east and west areas of the City. The new-elevated tanks provide adequate pressure to all of the water system. There are some low lying areas in the southern portion of the community that would benefit from a second, lower pressure water pressure plane. A third IMG elevated water tank is needed in the southern portion of the City basically between US Hwy 59 and Hwy 31. The city has numerous fire hydrants located on undersized water mains and older hydrants that need to be replaced.

- Goals:
1. Continue with the development of master water plan to improve the water distribution system, and construct new water mains as development occurs and as funds are available.
  2. Continue efforts in the improvements to eliminate as many dead end water mains as possible.
  3. Construct a new IMG water tower in the southern portion of the city and evaluate the feasibility of providing two pressure planes to eliminate high water pressures in southern portion of the City.

4. Replace undersized water mains in older areas of the city.
5. Continue to acquire and improve non-city water systems within the city limits and in projected growth areas.
6. Continue efforts installing water flushing devices at dead end water locations to maintain disinfection and water quality where looping lines is not cost effective.
7. Maintain water distribution mains, valves and fire hydrants.
8. Continue with fire hydrant flow testing and maintenance program, and implement an annual fire hydrant replacement program.

### **Sewage Collection**

Issues: Marshall's sewage and collection system has had significant problems with inflow and infiltration (I/I) from storm water and groundwater during and immediately following heavy rainfalls. The I/I problems have sometimes caused the wastewater treatment plant to exceed its capacity. The City has undertaken studies to identify and quantify the collection system. The system of major outfall sewer mains that collect flows from the smaller collection mains is of adequate capacity, but generally in need of some repairs/replacements to improve the overall performance. The City has begun a program of repairing older sewer manholes to minimize I/I. The City has also begun a sewer main repair and replacement program to address the identified deficiencies in the sewage collection system. The City has 22 sewage lift stations, with more stations anticipated as sewer service is provided to areas not presently served.

- Goals:
1. Continue efforts to resolve problems of inflow and infiltration into the sewage collection system.
  2. Provide sewer service to all areas of the community that are reasonable to serve due to topography and concentration of population.
  3. Maintain sewage collection mains, manholes and lift stations.

### **Wastewater Treatment**

Issues: Marshall's wastewater treatment plant was upgraded and expanded in 2004 to a capacity of 8 million gallons per day (MGD) with 18 MGD 2-hour peak flow. Part of the completed improvements was a sewage detention pond to hold excess flows and then allow for controlled release into treatment. The improvements also addressed environmental requirements and have provided for more effective and environmentally friendly treatment. The Infiltration and Inflow rehabilitation program also is helping to improve the overall wastewater treatment system by minimizing the peak flows that must be treated. There is still an issue of how to more effectively handle the bio solids (sludge) produced at the treatment plant. The installation of additional sludge drying beds and/or a belt press to more efficiently handle the sludge produced is being evaluated.

- Goals:
1. Continue with efforts to minimize flows from infiltration and inflow into the sewage collection at sewage treatment plant.
  2. Maintain the wastewater treatment plant, detention pond and treatment equipment.
  3. Develop and implement a more effective program to handle bio solids produced at the wastewater treatment plant.

## **Storm Runoff**

Issues: The policy of the City has always been to view storm runoff and flooding problems on private property as problems that should be resolved by the owner of that property. The City involves itself in resolving storm runoff and flooding problems when they occur on public streets. Frequently, problems have arisen when storm runoff from one property flows across a second property and causes problems on that property. It appears appropriate for the City to be more aggressive in requiring a private property owner to deal with storm runoff so that it does not cause excessive problems or property damage for an adjacent private property owner. The City participates in the Flood Insurance Program of the Federal Emergency Management Agency, which allows property owners to obtain flood insurance protection, which would not otherwise be available.

- Goals:
1. Identify and improve locations along public roads that are drainage bottlenecks to reduce the chances of runoff backing up and causing damage to private property.
  2. Coordinate with the Texas Department of Transportation to address storm water drainage issues on State rights of ways in the city limits of Marshall.
  3. Pursue the development of Storm Water Utility to provide funding for upgrading the Storm Water Drainage Master Plan to assist with preserving public safety, maintaining continuity of critical services, minimizing property damage, reducing public apprehension, encouraging future development, providing open space and preserving the natural environment.
  4. Continue with participation in the National Flood Insurance Program.
  5. Develop a Storm Water Drainage Design Criteria Manual for development with the City of Marshall.

## **Public Works and Utilities Maintenance Service Center Facilities**

Issues: Marshall's current water treatment plant site is also the location of the City's Public Works and Water Utilities Maintenance Service Center and the Fleet Services Maintenance Service Center. The prior and current uses of portions of the Water Treatment Plant site for electrical maintenance, fuel storage, vehicle maintenance, street maintenance materials storage, etc have lead to some concerns about possible ground contamination and several monitor wells have been installed to monitor groundwater quality conditions. In addition, the multiple uses also raise some vulnerability concerns in regard to the water production efforts.

- Goals:
1. Continue with the monitoring of groundwater conditions at the Water Treatment Plant.

## **Franchised Utilities**

Issues: Franchised utilities in Marshall include gas, electricity, telephone service, and cable television service. Major changes are taking place that involve delivery of electricity and telecommunications services. A community's ability to provide these services for its residents in the future depends on how well that community is monitoring and responding to changes in these industries in the present.

- Goals:
1. Monitor closely changes in rules and regulations governing delivery of franchised utility services and respond to position Marshall to accommodate changes in the best way possible to serve the needs of the citizens of the community.

2. Monitor changes in technology related to delivery of franchised utility services, particularly telecommunications and cable television, and respond to position Marshall to accommodate these changes.

## CIVIC DESIGN

Image and reputation are important but intangible factors that make a major contribution to the well-being of a community. Marshall has a collection of positive features, but they are unrelated and stand-alone. Marshall is in need of one or more unifying themes to bring the unrelated collection of positive features together into a civic design. A civic design will make a major contribution to Marshall having a far-reaching reputation as a city with a positive image. Marshall will not eclipse Longview and Shreveport as the dominant economic center in this region. A realistic goal on which Marshall should set its sights is to become known in the next five to ten years as the city with the highest quality and most desirable living conditions in the region. This reputation could make a significant contribution to growth and development in Marshall by making it the city of choice for businesses that are not dependent on locating in larger markets and the city of choice for residents. The beginnings of several features are present in Marshall that could be formed into one or more civic design themes. The ideas presented in this section should be viewed as a starting point for development of a civic design plan for Marshall. These features are:

- landscaping featuring crape myrtles or possibly other types of plants such as azaleas, dogwoods, or red tipped photenias. A good beginning for this theme is in place at the following locations:
  - \* the median on Highway 59 South;
  - \* the intersection of Highway 59 North and Highway 43 North;
  - \* next to the flag complex and the Mall at the intersection of Highway 59 South and Highway 43 South;
  - \* at the intersection of Pinecrest and South Washington;
  - \* along the west side of South Washington between Fannin and Crockett; and
  - \* the median on Alamo between East Houston and Travis.
  
- attractively landscaped locations, including:
  - \* City Hall;
  - \* Wiley College;
  - \* East Texas Baptist University;
  - \* Highway 59 and Highway 80;
  - \* Highway 59 and Highway 43 North;
  - \* flag complex at Highway 59 and Highway 43 South;
  - \* Marshall High School;
  - \* Harrison County Courthouse;
  - \* the four “Welcome to Marshall” signs;
  - \* Chamber of Commerce; and
  - \* numerous privately owned offices, businesses, and homes.
  
- Sculptures and monuments in selected locations can also be an attractive civic design feature. It is overlooked by many people, but Marshall has sculptures and monuments in a few locations, including:
  - \* the cannon and soldier on the east side of the old Courthouse and the walls and markers elsewhere on the grounds of the Old Courthouse;
  - \* some of the monuments in the cemeteries are ornate and elaborate enough to be considered sculptures;
  - \* the T&P locomotive in City Park will be a type of sculpture or monument when it is restored;
  - \* the caboos on the grounds of the T&P Depot is a form of a monument or sculpture;
  - \* sculptures are located on private property in a few locations in the community; and
  - \* the light panels and some of the other displays used during the Wonderland of Lights are a form of sculpture that carry out this theme during a specific season.

- Water features are a civic design component that can serve multiple purposes, including a civic design theme, recreational opportunities, scenic nature opportunities, and possibly flood control. There are numerous creeks, natural drainage channels, ponds, and small lakes in Marshall that are prominent features in parks, neighborhoods, and business areas in the community. These watercourses lend themselves naturally to being converted to attractive civic design features that could be coordinated with opportunities for walking, jogging, and biking trails and scenic nature opportunities. The possibility exists that Parker Creek along Highway 59 from Grand to south of Elysian Fields Avenue could be turned into a type of river walk. This asset could be taken advantage of by businesses as an additional attraction for customers. Public improvements along the river walk could be financed through a tax increment-financing district.

Other types of features can make a significant contribution to a civic design theme. Examples of these types of features are:

- Banners attached to the street light poles along Highway 59 and possibly Highway 80 could be an attractive and memorable feature for motorists along these highways. A single theme could be used year-round or seasonal themes and themes coordinated with Marshall's festivals and events could be used. Another possibility would be to use the banners to advertise arts events in the community. The cost of purchasing, installing, and maintaining the banners could be defrayed by asking businesses, schools, civic groups, or individuals to adopt a banner.
- The idea of fountains located throughout the community was suggested in the fall of 1995 by the Marshall News Messenger. Imaginatively designed fountains in selected locations around town could create a unique identity for Marshall. Participation by private businesses and individuals would be important to the successful implementation of this idea. Careful selection of sites would be important to minimize the potential for vandalism. Some prominent locations might be:
  - \* Highway 59 and Highway 43 South near the flag complex
  - \* downtown, possibly on the grassy lot next to Hotel Marshall
  - \* at Grove and Grand when that intersection is realigned

The civic design themes discussed so far in this section emphasize visible improvements that would contribute to a positive image and reputation for Marshall. A community can also distinguish itself in other important ways that are not necessarily visible to people as they move about the community. Some examples are a strong effort to combat crime, gangs, and drugs; a strong presence of the arts in the community; or an ongoing commitment to development and maintenance of an outstanding public school system that is of superior quality.

An important point to keep in mind is that ideas for a civic design should not be limited to those discussed here. As noted previously, the ideas presented on these pages should be viewed as a starting point or a springboard for development of plans for a civic design for Marshall. The ideas presented here demonstrate that pieces are in place to pursue a few different possible civic design themes.

As discussed previously in the Vision of a Vital Community section of this plan, Marshall should view itself as a product. Established residents and businesses and visitors to the community consume this product. The quality of this product is also evaluated carefully and weighed heavily by prospective residents and businesses in their decisions about whether to locate in Marshall or elsewhere. Marshall should seek to offer the best quality product possible given the financial resources that are available. Development and implementation of one or more civic design themes will make a major contribution toward offering a top quality product.

The community as a whole must embrace a successful civic design theme. A theme advocated only by the city government is not likely to be successfully implemented on an ongoing basis. Implementation of a civic design theme in Marshall will be dependent on extensive involvement of individuals, businesses, organizations, and institutions. Given the long history of volunteerism and civic involvement by so many people in Marshall, this possibility is realistic.

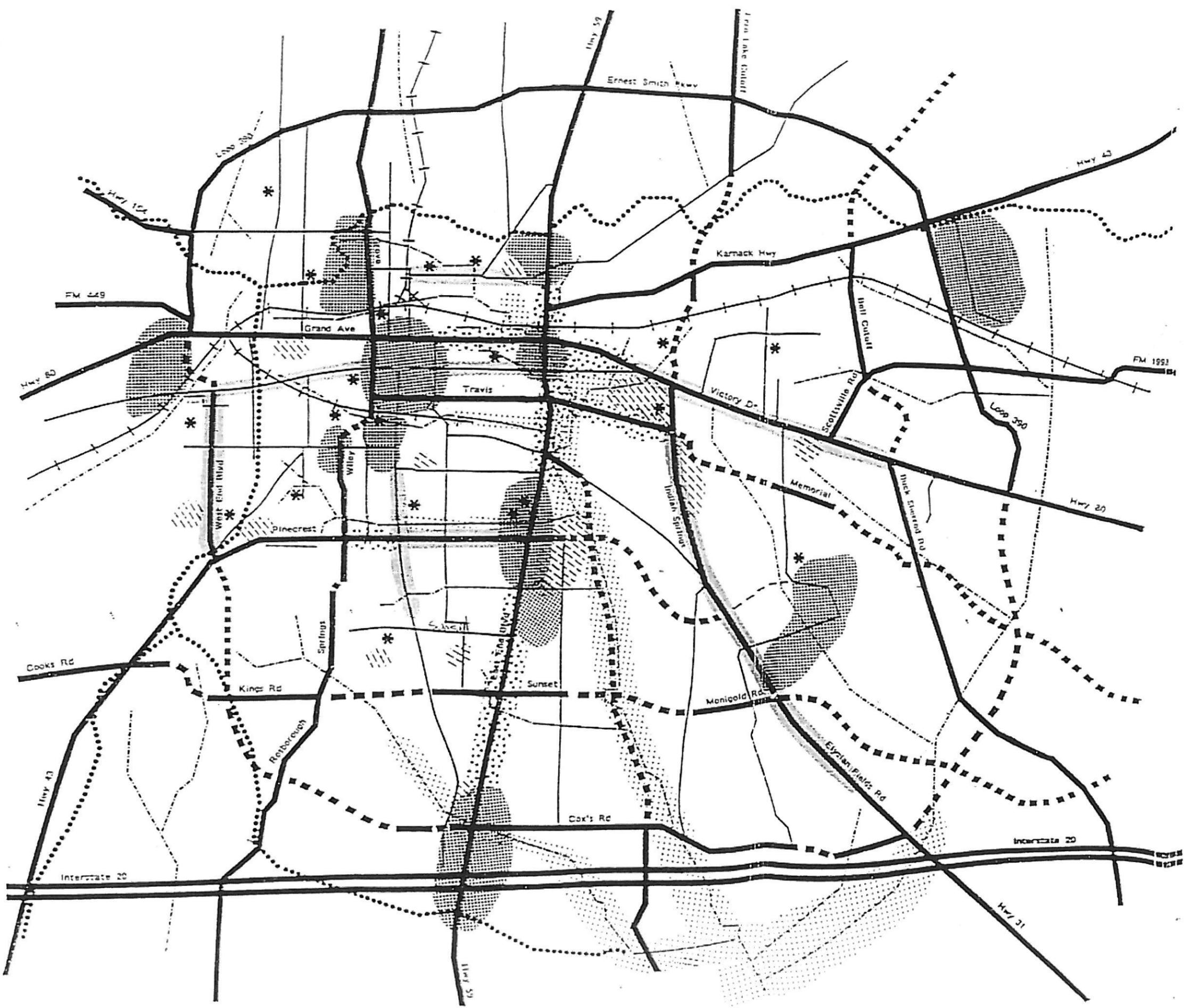
**General Plan  
City of Marshall, Texas**

**General Plan Map**

A general plan map that shows in graphic form the goals for the physical development of the community is shown on the following page.

General Plan Map  
City of Marshall, Texas  
1996

-  Major Activity Center
-  Commercial Corridor
-  Transition Area
-  Multifamily
-  Single Family
-  Existing Major Thoroughfare
-  Proposed Major Thoroughfare
-  Existing Minor Thoroughfare or Collector Street
-  Proposed Minor Thoroughfare or Collector Street
-  Railroad
-  Ridge Line
-  Creek
-  Flood Plain
-  Public Park or Public School



This map is intended to be a general representation of future growth and development in Marshall. It is not a rigid guideline that must be followed specifically. The land use activities represented on this map may be appropriate in locations other than those shown. An activity is considered to be appropriate in any location if it is found to be in compliance with the goals of this plan. The fringes of major activity centers and commercial corridors should be treated as transition areas. Neighborhood-type businesses may be appropriate in a large number of locations that are too numerous to show on this map. Neighborhood-type businesses are appropriate in any location in which the business can comply with the goals of this plan.



Scale: 1" = 5,000' approximately

**Appendix  
General Plan  
City of Marshall, Texas**

This appendix includes the tables that were used as the sources of information to develop the charts contained in the text of the General Plan.

Table 1  
MARSHALL/LONGVIEW-HARRISON/GREGG  
POPULATION TRENDS

Year	City of Marshall		Harrison County		Portion of Harrison County Outside Marshall		City of Longview		Gregg County		Harrison/Gregg County	
	Population	Percent Change	Population	Percent Change	Population	Percent Change	Population	Percent Change	Population	Percent Change	Population	Percent Change
1900	7,855	--	31,878	--	24,023	--	3,591	--	12,343	--	44,221	--
1910	11,452	+45.8	37,243	+16.8	25,791	+7.3	5,155	+43.5	14,140	+14.5	51,383	+16.2
1920	14,271	+24.6	43,565	+17.0	29,294	+13.6	5,213	+1.1	16,767	+18.6	60,332	+17.4
1930	16,203	+13.5	48,937	+12.3	32,734	+11.7	5,036	-3.4	15,778	-5.8	64,715	+7.3
1940	18,410	+13.6	50,900	+4.0	32,490	-0.7	13,758	+173.2	58,027	+267.8	108,927	+68.3
1950	22,327	+21.3	47,745	-6.2	25,418	-21.8	24,445	+77.6	61,258	+5.6	109,003	+0.1
1960	25,809	+15.6	45,594	-4.5	19,785	-22.2	40,050	+64.0	69,436	+13.4	115,030	+5.5
1970	22,937	-11.1	44,841	-1.7	21,904	+10.7	45,547	+13.7	75,929	+9.4	120,770	+5.0
1980	24,921	+3.6	52,265	+16.6	27,344	+24.8	62,762	+37.8	99,487	+37.8	151,752	+25.7
1990	23,682	-5.0	57,483	+10.0	33,801	+23.6	68,655	+9.4	104,948	+9.4	162,431	+7.0
2000	23,935	+1.1	62,110	+8.0	38,175	+12.9	73,334	+6.8	112,848	+7.5	174,958	+7.7
2010	25155	+0.1										

Table 2  
COMPARISON OF UNEMPLOYMENT RATE

<u>YEAR</u>	<u>CITY OF MARSHALL</u>	<u>HARRISON COUNTY</u>	<u>STATE OF TEXAS</u>
1980	8.6	7.8	-
1981	7.5	6.9	-
1982	8.3	7.6	-
1983	11.5	10.5	-
1984	9.5	8.7	-
1985	9.7	8.8	-
1986	12.1	11.1	-
1987	10.9	10	-
1988	9.3	8.2	7.3
1989	9.5	8.7	6.7
1990	6.6	6	6.2
1991	8.5	7.8	6.6
1992	9.9	9.1	7.5
1993	9.3	9.2	7
1994	9.3	9.3	6.4
1995	8.5	8.4	6
1996	9.7	9.6	5.6
1997	8.4	8.3	5.4
1998	7.6	7.5	4.8
1999	7	7	4.6
2000	5.5	5.5	4.2
2001	5.4	5.4	4.8
2002	6.6	6.6	6.3
2003	6.6	6.5	6.8
2004	5.5	5.5	6.3

SOURCE: TEXAS WORKFORCE COMMISSION

Table 3  
ANNUAL AVERAGE EMPLOYMENT DATA  
CITY OF MARSHALL, TEXAS

<u>YEAR</u>	<u>CIVILIAN LABOR FORCE</u>	<u>NUMBER EMPLOYED</u>	<u>NUMBER UNEMPLOYED</u>	<u>UNEMPLOYMENT RATE</u>
1980	10,962	10,024	938	7.8
1981	11,505	10,638	868	6.9
1982	11,516	10,557	969	7.6
1983	11,676	10,336	1,342	10.5
1984	11,806	10,683	1,123	8.7
1985	11,736	10,602	1,134	8.8
1986	11,615	10,206	1,410	11.1
1987	11,584	10,320	1,264	10
1988	12,059	10,942	1,117	8.2
1989	11,839	10,715	1,124	8.7
1990	11,742	10,993	772	6
1991	11,742	10,735	998	7.8
1992	12,251	11,033	1,218	9.1
1993	10,355	9,392	963	9.2
1994	10,898	9,871	1,020	9.3
1995	10,970	10,038	932	8.4
1996	11,094	10,017	1,077	9.6
1997	11,054	10,125	929	8.3
1998	11,135	10,288	847	7.5
1999	10,921	10,152	769	7
2000	11,360	10,732	628	5.5
2001	11,379	10,759	620	5.4
2002	11,395	10,638	757	6.6
2003	11,693	10,927	766	6.5
2004	11,651	11,006	645	5.5

SOURCE: TEXAS WORKFORCE COMMISSION

Table 4  
ANNUAL AVERAGE EMPLOYMENT DATA  
HARRISON COUNTY, TEXAS

<u>YEAR</u>	<u>CIVILIAN LABOR FORCE</u>	<u>NUMBER EMPLOYED</u>	<u>NUMBER UNEMPLOYED</u>	<u>UNEMPLOYMENT RATE</u>
1980	23,408	21,580	1,828	8.6
1981	24,490	22,900	1,690	7.5
1982	24,599	22,728	1,871	8.3
1983	24,869	22,252	2,617	11.5
1984	25,188	22,998	2,190	9.5
1985	25,034	22,824	2,210	9.7
1986	24,719	21,970	2,749	12.1
1987	24,679	22,216	2,463	10.9
1988	25,221	23,155	2,066	9.3
1989	25,282	23,076	2,206	9.5
1990	25,169	23,665	1,504	6.6
1991	25,077	23,214	1,947	8.5
1992	26,126	23,752	2,374	9.9
1993	26,158	23,756	2,402	9.3
1994	27,511	24,966	2,545	9.3
1995	27,712	25,388	2,324	8.5
1996	28,025	25,337	2,688	9.7
1997	27,926	25,608	2,318	8.4
1998	28,136	26,023	2,113	7.6
1999	27,596	25,678	1,918	7.0
2000	28,711	27,144	1,567	5.5
2001	28,758	27,212	1,546	5.4
2002	28,795	26,907	1,888	6.6
2003	29,549	27,549	1,911	6.6
2004	29,448	27,839	1,609	5.5

SOURCE: TEXAS WORKFORCE COMMISSION

Table 5  
SUMMARY OF BUILDING PERMITS  
CITY OF MARSHALL, TEXAS

YEAR	SINGLE FAMILY RESIDENTIAL PERMITS FOR NEW CONSTRUCTION		MULTI-FAMILY RESIDENTIAL PERMITS FOR NEW CONSTRUCTION		NON-RESIDENTIAL PERMITS FOR NEW CONSTRUCTION		RESIDENTIAL AND NON-RESIDENTIAL PERMITS FOR REMODELING, RE ROOFING AND OTHER		TOTAL	
	NUMBER	VALUE	NUMBER	VALUE	NUMBER	VALUE	NUMBER	VALUE	NUMBER	VALUE
1980	-	-	-	-	-	-	-	-	702	\$13,184,858
1981	80+	\$4,892,495	-	-	25	\$978,294	659	\$4,572,929	764	\$10,443,718
1982	50	\$2,546,585	54	\$4,530,000	65	\$5,605,423	579	\$2,824,335	748	\$15,506,343
1983	59	\$2,781,400	10	\$2,785,049	36	\$3,654,039	1543	\$4,312,329	1648	\$13,532,817
1984	62	\$3,145,342	2	\$731,727	42	\$1,410,793	853	\$5,205,795	959	\$10,493,657
1985	31	\$1,926,251	1	\$320,000	82	\$5,079,830	689	\$3,359,436	803	\$10,685,517
1986	24	\$1,488,670	0	\$0	21	\$2,296,600	777	\$3,141,623	822	\$6,926,893
1987	25	\$1,604,000	1	\$973,000	16	\$2,182,195	666	\$6,758,381	708	\$11,517,576
1988	18	\$1,163,995	1	\$45,000	14	\$3,157,532	789	\$3,107,595	822	\$7,474,122
1989	19	\$1,371,550	1	\$378,016	11	\$2,567,294	785	\$3,744,114	816	\$8,060,974
1990	9	\$517,104	0	\$0	16	\$3,645,402	685	\$3,422,437	710	\$7,584,943
1991	14	\$1,359,970	4	\$192,000	8	\$949,548	986	\$3,993,205	1012	\$6,494,723
1992	13	\$1,287,237	0	\$0	8	\$476,500	935	\$4,676,609	1019	\$7,640,346
1993	25	\$1,715,720	1	\$50,000	23	\$8,767,397	838	\$4,996,102	887	\$15,529,219
1994	19	\$2,013,458	0	\$0	31	\$4,547,788	893	\$4,610,868	943	\$11,172,114
1995	35	\$2,271,582	3	\$130,000	20	\$10,132,920	685	\$9,333,386	725	\$21,867,888
1996	67	\$5,537,977	0	\$0	50	\$0	688	\$10,913,348	755	\$16,451,325
1997	24	\$2,981,390	0	\$0	44	\$6,581,190	549	\$4,545,578	617	\$14,108,158
1998	64	\$5,645,532	0	\$0	36	\$7,116,172	461	\$8,194,578	561	\$20,956,282
1999	16	\$1,680,705	1	\$1,500,000	51	\$11,489,416	409	\$12,060,250	477	\$26,730,371
2000	22	\$1,929,105	0	\$0	28	\$8,002,629	784	\$12,589,116	834	\$22,520,850
2001	28	\$4,738,852	2	\$8,099,000	48	\$8,172,438	473	\$5,991,413	551	\$27,001,703
2002	25	\$4,198,000	3	\$5,350,000	31	\$4,094,419	398	\$6,113,140	457	\$19,755,559
2003	23	\$2,309,996	1	\$150,000	20	\$9,025,609	458	\$10,131,371	502	\$21,616,976
2004	39	\$3,209,296	0	\$0	29	\$7,258,659	406	\$14,571,149	474	\$25,039,104

SOURCE: CITY OF MARSHALL BUILDING PERMITS REPORT

+ These amounts are the total for single family and multi-family residential permits for new construction

Table 6  
 ANNUAL HOUSING STARTS  
 CITY OF MARSHALL, TEXAS  
 1980-2004

<u>YEAR</u>	<u>SINGLE FAMILY UNITS CONSTRUCTED</u>	<u>MULTI-FAMILY UNITS CONSTRUCTED</u>	<u>TOTAL HOUSING STARTS</u>	<u>DEMOLITIONS</u>	<u>NET GAIN OR LOSS</u>
1980	87	8	95	20	75
1981	68	61	129	12	117
1982	50	185	235	20	215
1983	59	84	143	15	128
1984	62	52	114	23	91
1985	26	2	28	35	-7
1986	24	0	24	56	-32
1987	25	24	49	31	18
1988	18	2	20	44	-24
1989	19	16	35	54	-19
1990	9	0	9	24	-15
1991	14	8	22	52	-30
1992	13	3	16	54	-38
1993	25	1	26	47	-21
1994	19	0	19	46	-27
1995	35	2	37	38	-1
1996	35	0	35	37	-2
1997	24	0	24	31	-7
1998	36	42	78	5	73
1999	16	1	17	3	14
2000	22	0	22	1	21
2001	28	2	30	20	10
2002	25	3	28	44	-16
2003	23	1	24	25	-1
2004	18	0	18	36	-18

Table 7  
GROSS SALES FOR ALL MAJOR INDUSTRIES

<u>YEAR</u>	<u>CITY OF MARSHALL</u>	<u>HARRISON COUNTY</u>	<u>COMBINED HARRISON/GREGG COUNTY</u>	<u>TEXAS</u>
1984	\$363,757,010	\$748,043,769	\$4,420,454,886+	\$323,306,622,225
1985	\$366,704,116	\$770,290,961	\$4,274,455,309+	\$335,665,512,901
1986	\$364,232,218	\$736,177,906	\$3,841,381,729+	\$308,728,981,166
1987	\$370,464,860	\$785,706,177	\$4,203,679,781+	\$318,937,506,606
1988	\$386,884,547	\$892,978,226	\$4,528,638,529+	\$345,509,316,964
1989	\$413,723,542	\$935,329,122	\$4,712,065,531+	\$367,729,586,384
1990	\$413,339,141	\$879,212,382	\$4,836,440,478	\$394,822,314,890
1991	\$389,804,490	\$847,733,422	\$4,744,892,651	\$399,703,526,152
1992	\$428,233,943	\$885,690,381	\$4,838,533,387	\$423,675,957,993
1993	\$431,212,270	\$864,309,324	\$5,346,167,683	\$453,217,426,441
1994	\$513,404,869	\$1,100,372,610	\$4,780,453,579	\$490,050,664,605
1995	\$565,417,289	\$1,489,184,564	\$5,637,384,065	\$533,760,398,614
1996	\$528,556,894	\$1,439,281,553	\$5,690,181,050	\$567,378,384,803
1997	\$791,104,489	\$1,645,958,873	\$6,021,476,481	\$635,718,645,436
1998	\$586,373,443	\$1,482,340,120	\$6,041,400,020	\$663,258,665,852
1999	\$568,152,908	\$1,434,727,928	\$6,068,006,846	\$688,466,581,597
2000	\$608,797,100	\$1,392,136,735	\$6,478,123,091	\$771,074,390,227
2001	\$653,803,345	\$1,390,946,301	\$6,862,116,065	\$778,044,975,904
2002	\$733,957,209	\$1,660,862,784	\$7,084,375,957	\$783,378,549,564
2003	\$631,291,472	\$1,238,145,044	\$5,241,567,232	\$542,616,238,697

(-) Represents Longview-Marshall MSA

SOURCE: STATE OF TEXAS COMPTROLLER OF PUBLIC ACCOUNTANTS  
YEAR END STATE SALES AND USE TAX ANALYSIS REPORT

Table 8  
 CAPTURE RATE FOR GROSS SALES  
 ALL MAJOR INDUSTRIES  
 CITY OF MARSHALL, TEXAS

<u>YEAR</u>	<u>GROSS SALES IN MARSHALL</u>	<u>GROSS SALES IN HARRISON COUNTY</u>	<u>PERCENT CAPTURED BY MARSHALL</u>	<u>COMBINED HARRISON/GREGG COUNTY</u>	<u>PERCENT CAPTURED BY MARSHALL</u>
1984	\$363,757,010	\$748,043,769	48.63%	\$4,420,454,886+	8.23%
1985	\$366,704,116	\$770,290,961	47.61%	\$4,274,455,309+	8.58%
1986	\$364,232,218	\$736,177,906	49.48%	\$3,841,381,729+	9.48%
1987	\$370,464,860	\$785,706,177	47.15%	\$4,203,679,781+	8.81%
1988	\$386,884,547	\$892,978,226	43.33%	\$4,528,638,529+	8.54%
1989	\$413,723,542	\$935,329,122	44.23%	\$4,712,065,531+	8.78%
1990	\$413,339,141	\$879,212,382	47.01%	\$4,836,440,478	8.55%
1991	\$389,804,490	\$847,733,422	45.98%	\$4,744,892,651	8.22%
1992	\$428,233,943	\$885,690,381	48.35%	\$4,838,533,387	8.85%
1993	\$431,212,270	\$864,309,324	49.89%	\$5,346,167,683	8.07%
1994	\$513,404,869	\$1,100,372,610	46.66%	\$4,780,453,579	10.74%
1995	\$565,417,289	\$1,489,184,564	37.97%	\$5,637,384,065	10.03%
1996	\$528,556,894	\$1,439,281,553	36.72%	\$5,690,181,050	9.29%
1997	\$791,104,489	\$1,645,958,873	48.06%	\$6,021,476,481	13.14%
1998	\$586,373,443	\$1,482,340,120	39.56%	\$6,041,400,020	9.71%
1999	\$568,152,908	\$1,434,727,928	39.60%	\$6,068,006,846	9.36%
2000	\$608,797,100	\$1,392,136,735	43.73%	\$6,478,123,091	9.40%
2001	\$653,803,345	\$1,390,946,301	47.00%	\$6,862,116,065	9.53%
2002	\$733,957,209	\$1,660,862,784	44.19%	\$7,084,375,957	10.36%
2003	\$631,291,472	\$1,238,145,044	50.99%	\$5,241,567,232	12.04%

\* Represents Longview-Marshall MSA

SOURCE: STATE OF TEXAS COMPTROLLER OF PUBLIC ACCOUNTANTS  
 YEAR END STATE SALES AND USE TAX ANALYSIS REPORT

Table 9  
 CAPTURE RATE FOR GROSS SALES  
 TOTAL RETAIL TRADE  
 CITY OF MARSHALL, TEXAS

<u>YEAR</u>	<u>GROSS SALES IN MARSHALL</u>	<u>GROSS SALES IN HARRISON COUNTY</u>	<u>PERCENT CAPTURED BY MARSHALL</u>	<u>COMBINED HARRISON/GREGG COUNTY</u>	<u>PERCENT CAPTURED BY MARSHALL</u>
1984	\$227,376,266	\$270,372,293	84.10%	\$1,315,235,033+	17.29%
1985	\$236,979,688	\$289,463,396	81.87%	\$1,349,099,591+	17.57%
1986	\$222,584,207	\$265,946,749	83.70%	\$1,244,034,511+	17.89%
1987	\$213,120,855	\$261,541,332	81.49%	\$1,229,469,295+	17.33%
1988	\$223,450,938	\$271,976,603	82.16%	\$1,228,952,477+	18.18%
1989	\$233,667,762	\$286,233,916	81.64%	\$1,321,726,655+	17.68%
1990	\$236,708,454	\$298,847,124	79.21%	\$1,441,729,098	16.42%
1991	\$237,814,189	\$303,725,962	78.30%	\$1,458,103,747	16.31%
1992	\$245,758,452	\$317,806,782	77.33%	\$1,563,616,755	15.72%
1993	\$235,919,847	\$309,065,524	76.33%	\$1,331,012,860	17.72%
1994	\$246,890,097	\$317,680,740	77.72%	\$1,441,379,901	17.13%
1995	\$289,704,177	\$360,297,223	80.41%	\$1,584,563,987	18.28%
1996	\$307,894,089	\$377,607,172	81.54%	\$1,716,544,326	17.94%
1997	\$378,684,685	\$410,005,546	92.36%	\$1,701,912,603	22.25%
1998	\$338,892,333	\$422,566,567	80.20%	\$1,667,732,290	20.32%
1999	\$327,496,040	\$424,017,067	77.24%	\$1,803,885,611	18.16%
2000	\$371,133,284	\$471,172,330	78.77%	\$2,003,428,396	18.52%
2001	\$384,807,680	\$495,670,952	77.63%	\$2,150,056,070	17.90%
2002	\$374,189,144	\$491,449,930	76.14%	\$1,968,487,463	19.01%
2003	\$285,147,471	\$376,621,371	75.71%	\$1,435,521,570	19.86%

\* Represents Longview-Marshall MSA

SOURCE: STATE OF TEXAS COMPTROLLER OF PUBLIC ACCOUNTANTS  
 YEAR END STATE SALES AND USE TAX ANALYSIS REPORT

Table 10  
 LAND DEVELOPMENT  
 CITY OF MARSHALL, TEXAS  
 1985-2004

<u>YEAR</u>	<u>ACREAGE PLATTED FOR RESIDENTIAL USE</u>	<u>ACREAGE PLATTED FOR COMMERCIAL USE</u>	<u>ACREAGE PLATTED FOR INSTITUTIONAL USE</u>	<u>TOTAL ACREAGE PLATTED AND/OR DEVELOPED</u>
1985	3.3	16.0	0.5	19.8
1986	23.7	0.0	14.0	37.7
1987	3.2	4.5	1.2	8.9
1988	0.0	1.0	2.5	3.5
1989	13.0	2.5	6.0	21.5
1990	27.0	5.0	2.0	34.0
1991	0.0	0.5	0.0	0.5
1992	0.0	0.0	9.0	9.0
1993	0.5	37.5	6.0	44.0
1994	2.1	6.0	2.0	10.1
1995	0.0	7.5	43.0	50.5
1996	10.1	0.0	0.0	10.1
1997	2.4	0.0	0.0	2.4
1998	13.2	19.7	0.0	32.9
1999	6.6	7.8	0.0	14.4
2000	58.1	7.6	0.0	65.6
2001	0.0	28.2	0.0	28.2
2002	4.2	61.0	0.0	65.2
2003	2.7	299.3	0.0	302.1
2004	12.8	21.8	0	34.6
Total	182.9	525.9	86.2	794.9
Annual Average	9.1	26.3	4.3	39.7

SOURCE: CITY OF MARSHALL PLANNING DEPARTMENT AND BUILDING PERMIT RECORDS