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A Development Plan for Friends Creek Township

Michael J. Edwards

Eastern Illinois University

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A DEVELOPMENT PLAN FOR

FRIENDS CREEK TOWNSHIP
(TITLE)

BY

MICHAEL J. EDWARDS

THESIS

SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF

MASTER OF ARTS

IN THE GRADUATE SCHOOL, EASTERN ILLINOIS UNIVERSITY
CHARLESTON, ILLINOIS

1976
YEAR

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CHAPTER I

INTRODUCTION

Statement of Purpose

The purpose of this paper is to develop a format for orderly physical urban and rural and growth in Friend's Creek Township of Macon County, Illinois. Principles or elements of physical urban and rural planning will be discussed. Although a basis for physical planning on a Township level has been previously developed in the Long Creek Township study; there remains an urgent need to coordinate further growth anticipated in the other Townships located throughout the county.

It is anticipated this document will not represent a development document of an exacting nature but rather will provide a general scheme for local units of government to utilize for coordination of systematic, but orderly expansion. Further, and of paramount relevance, it is now necessary for metropolitan areas officially recognized as standard metropolitan statistical areas (SMSA) to develop a comprehensive physical planning program prior to requesting (and receiving) Federal matching monies for selected physical planning projects (i.e. open space acquisition, wastewater treatment plant construction, etc). This document will help in partially meeting this federal planning prerequisite.

Methodology

Although aspects of this study concern economics, soils, drainage, recreation, etc., the paper is written from a physical planning point of view. It is the above aspects which are also considered as geographical

factors which comprise the building blocks, or elements, of the physical planning process. Throughout the analysis emphasis will be placed on the significance of present development and its relationship to projected population growth. Also, even though the orientation of the study is towards creation of a development plan guide for a specific Township the planning process will require an evaluation of the total Region (or county) as it impacts upon Friends Creek Township. The physical planning assessment will be conducted in five segments and will include the following:

- (1) inventory and analysis of present natural and cultural characteristics of the Township
- (2) growth objectives for the Township
- (3) develop a plan for desirable growth
- (4) develop a plan for the Village of Argenta
- (5) develop a program guide for plan implementation

For the inventory and analysis of the Township's will rely almost entirely upon the examination of the existing data base. The primary source to be utilized will be Natural Capabilities: The Friends Creek Series. This assessment is a basic reference tool developed by the Planning Commission which includes a compilation of data pertaining to the various physical geographical elements (i.e. soil, streams drainage, etc.). Other data sources dealing with prevalent locational features, previous land use trends, and economic trends will be examined as a basis for inventory and analysis of these factors.

Growth objectives will be developed through usage of several research techniques. Initially, several available written sources will be reviewed to identify economic and physical growth relationships. These data will be correlated with planning design criteria and general estimates of future growth needs will be developed. Factors such as the industrial potential, demand for housing unit types, environmental deterioration, and demand for open space systems will be covered among others. Local planning professionals will also be consulted for assistance on this task.

The plan for desired growth will be developed on an "element" basis. Physical planning elements will be approached individually and a course of development for each recommended. Data developed in preceding chapters will be used in development of specific element plans. In addition, great care will be exercised in correlating elements to each other to insure continuity in planning. Techniques to be used in this portion of the study include data correlation interviews with planning officials, and analysis of planning programs being conducted in other areas. Some of the element plans which will be developed include the open space, transportation, and utilities plans.

The next step of the study will be one of developing a separate (but related) plan for the Village of Argenta. Similar procedures will be followed in this section of the study to those used in developing the total Township plan. Of critical importance in this segment of the study will be the reliance upon existing planning documents previously prepared for the Village. Local Village officials will be consulted for their assistance.

The final portion of this paper will be the presentation of a series of recommended procedures for the orderly implementation of the overall Township plan.

CHAPTER II.

INVENTORY AND ANALYSIS

To plan effectively for the future development of Friends Creek Township it is important to arrive at an understanding of the Township as it exists today. This understanding should go beyond the simple analytic approach to the present social and economic characteristics, and must focus on the forces and events which have influenced the growth in the Township.

"If planning is to be successful in terms of creating a better environment for human activity, it is important that the limitations as well as the potentials of the Township are established early. The Township should grow, but not in a manner that results in excessive or unequitable tax burdens on its citizens, farms or businesses; it should develop but not in a manner that produces further deterioration of the natural environment. Also, any outward expansion should occur not in a manner that results in deterioration of public services."¹

This chapter provides the setting on which planning assumptions can later be made. It covers four basic areas: 1) a review of

¹Macon County Regional Planning Commission, The Development Plan For Long Creek Township, Decatur, Illinois, May, 1970, p. 1.

natural capabilities and limitations, 2) an analysis of locational features, 3) a discussion of economic influences, and 4) an analysis of present land use patterns of the Township.

Natural Capabilities

The physical character of Friends Creek Township provides the framework for evaluating the natural limitations and potentials of the area. Both limitations and potentials comprise a set of natural capabilities which act as a planning nucleus. This section summarizes the character of the natural capabilities of Friends Creek Township.

Friends Creek is primarily a very flat, glaciated prairie with a deep, rich, silty clay loam soil cover. About 4/5 of the Township is quite flat and is covered with highly productive upland soils capable of producing well in excess of 100 bushels of corn per year and from 39-50 bushels of smaller grains and soybeans.

The remaining 1/5 of the Township is covered with forest and alluvial soils. The cutting of Friends Creek through the prairie has resulted in soil variations from the upland areas and has also provided modulation and relief to the landscape as well as changes in vegetation and the ecology.

"There are at least 10 types of upland soils and 11 types of forest soils and 2 types of alluvial soils in the Township all with distinctly different properties. The significance of these differences in soil types and terrain variations are very important in determining

those uses to which the land is best suited."² The following four maps are, therefore, extremely valuable as a basis for planning in the Township.

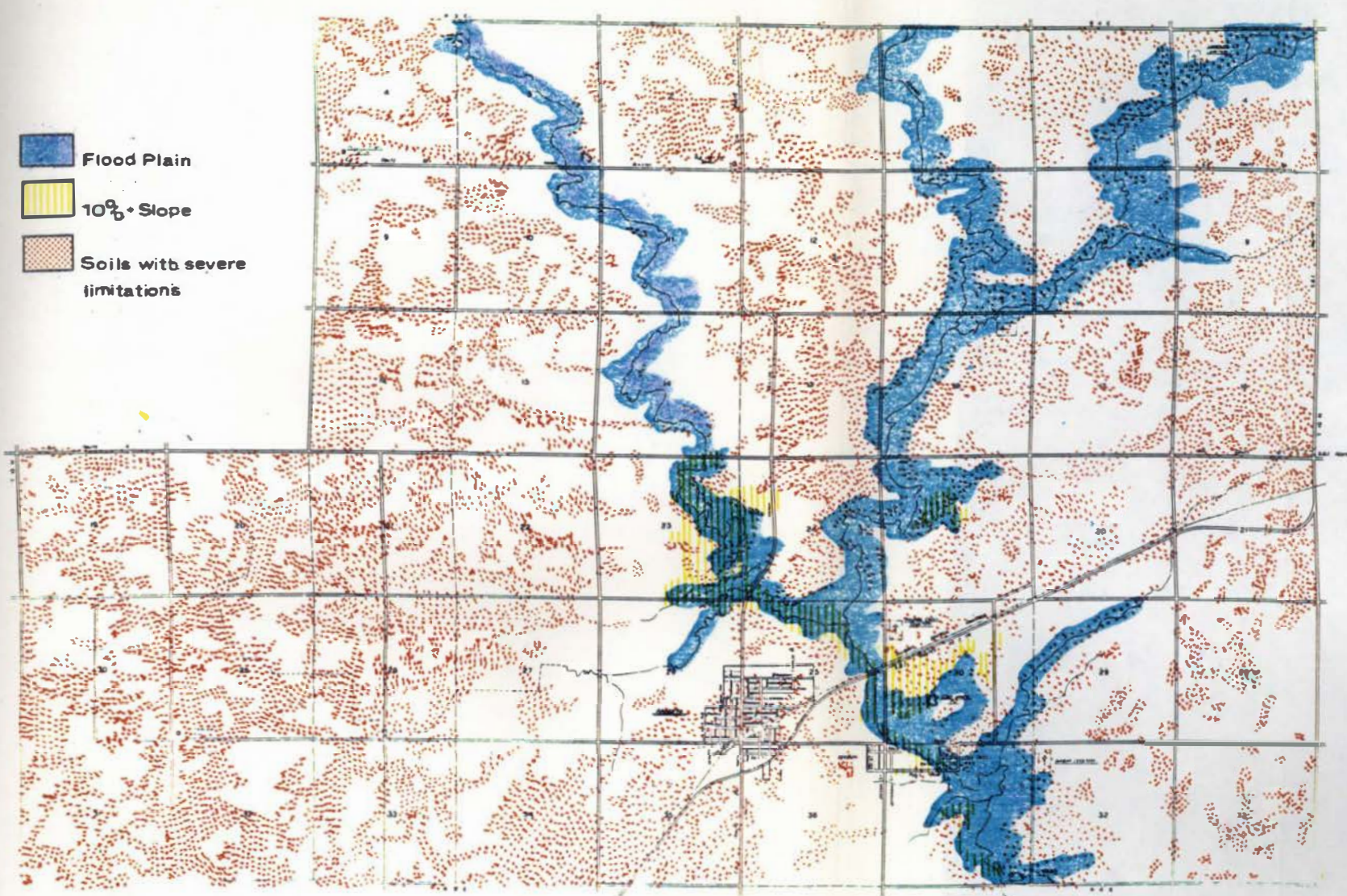
Suitability for Septic Systems

In the past much of the development in the Township has been based on the use of septic tanks. Various stream pollution measurements have shown this practice is inadvisable in some areas of the Township. Map 1 (page 7) reflects a combination of factors which should be considered as limiting factors for septic systems. The factors are limitation of soils, slopes, and flood plains. (Not shown because of inavailability of adequate information is location of gravel and loose sand deposits near the surface). It is obvious from the map that an overwhelming percentage of the Township is not suited for septic systems. "Further analysis would similarly show the remaining areas are only suited for one unit or less per acre. Under these conditions it would be advisable then to require almost all future developments to have community sewage systems."³

²Macon County Regional Planning Commission, Natural Capabilities: Friends Creek Series, Decatur, Illinois, January, 1970. p. 3.

³Macon County Regional Planning Commission, Natural Capabilities: Friends Creek Series, Decatur, Illinois, January, 1970. p. 21.

MAP 1: LANDS NOT SUITED for ON-SITE WASTE DISPOSAL SYSTEMS



-  Flood Plain
-  10%+ Slope
-  Soils with severe limitations



The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

FRIENDS CREEK
TOWNSHIP

Source: The Development Plan for Friends Creek Township, Macon County
Regional Planning Commission

Open Space and Recreation

Map 2 (page 9) shows a combination of factors which determine what areas should logically be set aside for open space and developed recreational areas. The blue colors show areas which are not suited for construction activities even with utilities. (Areas of slopes in excess of 25% and flood plains). The natural vegetation and soils suited to recreation are shown in green.

Areas Best Suited to Agriculture, Industry and Transportation Expansion

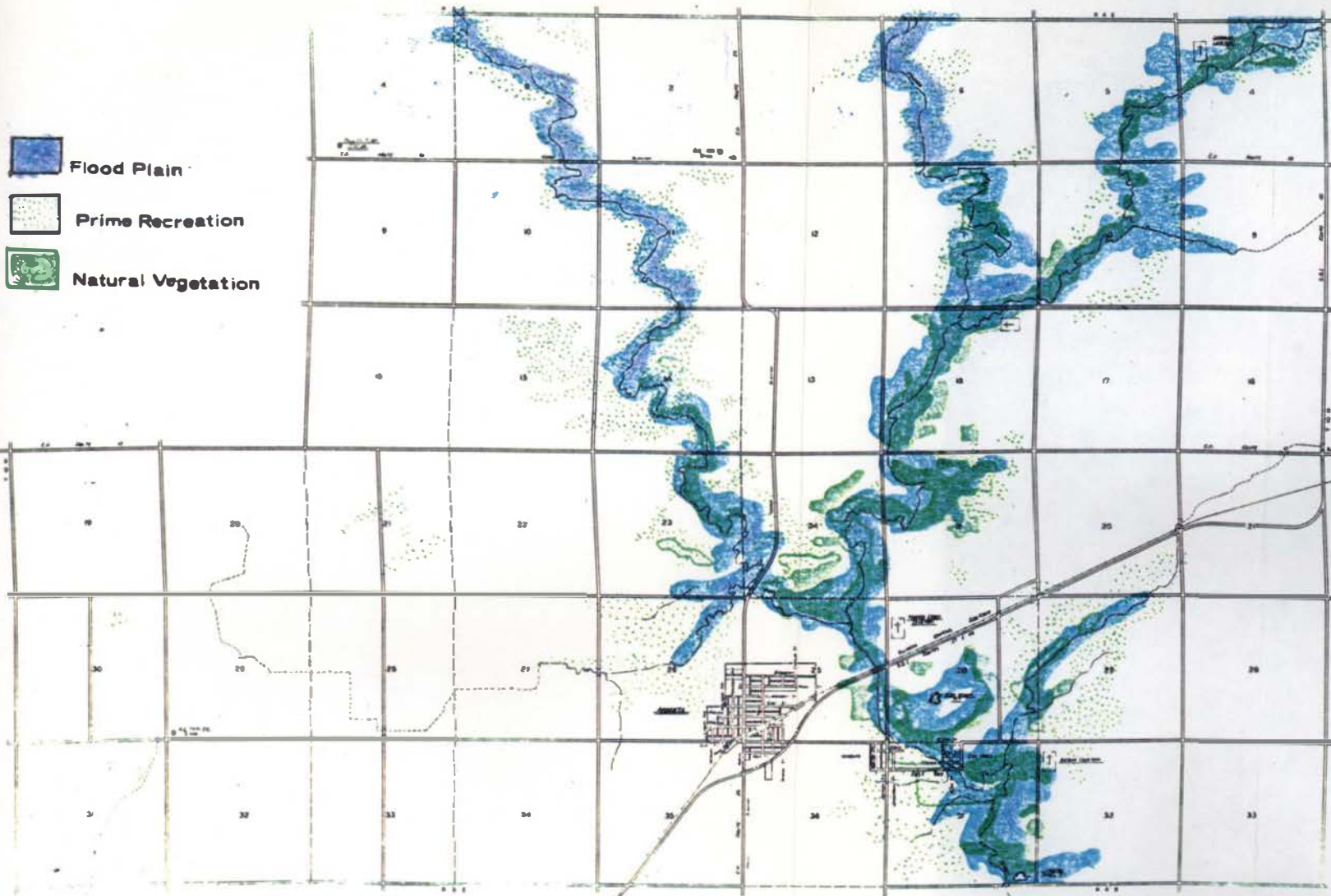
Map 3 (page 10) shows factors which make agricultural and more extensive urban facilities the most desirable uses of the land. This map shows slopes less than 1% which makes drainage difficult, and the most productive agricultural soils. These soils are also of lower value for recreation because of high seasonal water tables and difficulties in draining them. "It also reflects those areas which should be restricted from residential development because they have a high long-range social benefit for agricultural uses or where urban development would require expensive tiling systems for safe residential construction."⁴

The Composite Land Use Map

The composite Land Use Map (see Map 4 on page 11) serves as a basis for determining the zone of urban development (the areas

⁴ Macon County Regional Planning Commission, Natural Capabilities: Friends Creek Series, Decatur, Illinois, January, 1970. p. 7.

MAP 2: LANDS BEST SUITED for RECREATIONAL DEVELOPMENTS

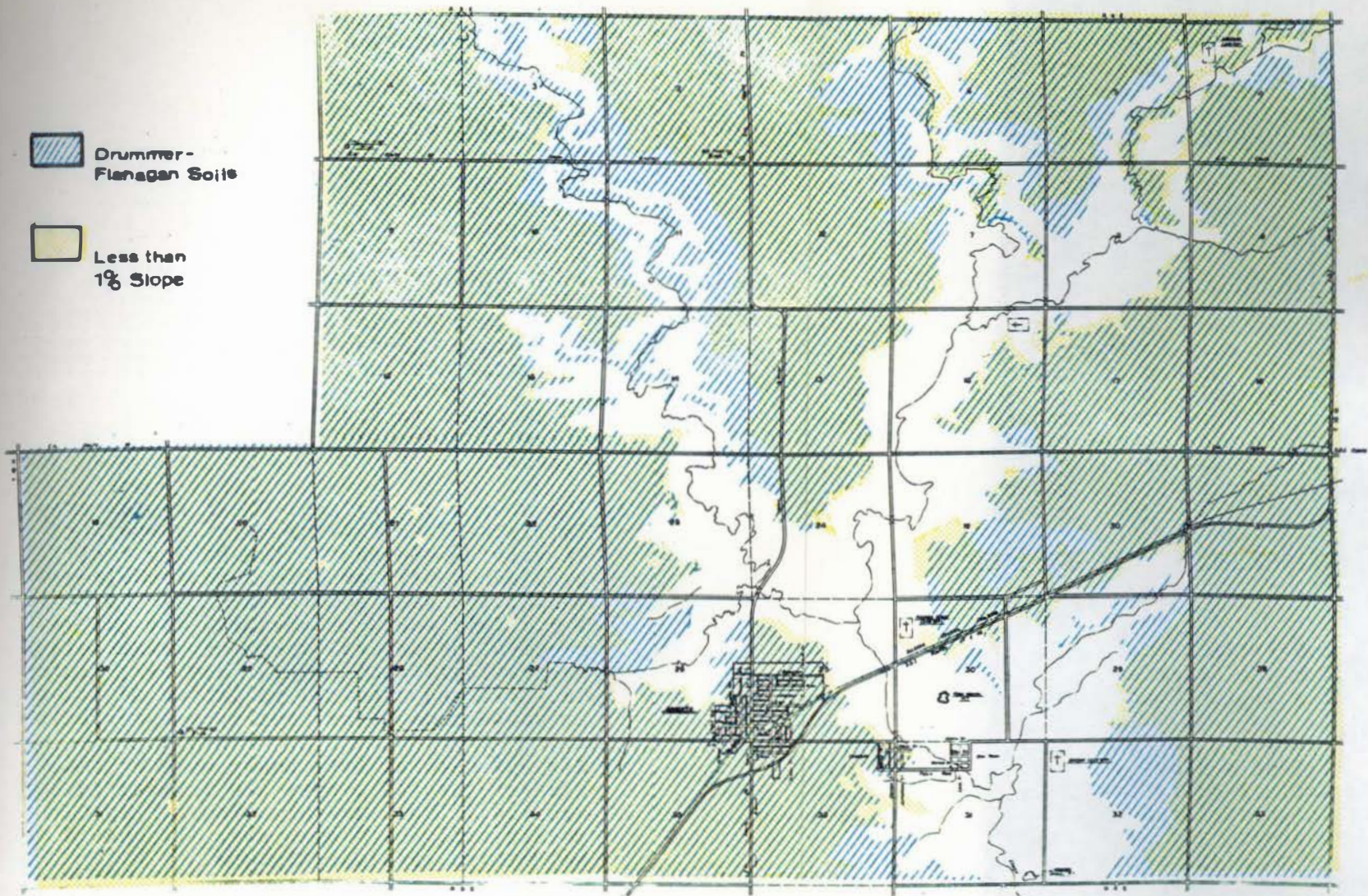



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
**FRIENDS CREEK
TOWNSHIP**

Source: The Development Plan for Friends Creek Township, Macon County Regional Planning Commission

MAP 3: LANDS BEST SUITED for AGRICULTURE, INDUSTRY, & TRANSPORTATION



 Drummer-Flanagan Soils

 Less than 1% Slope



The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, as the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

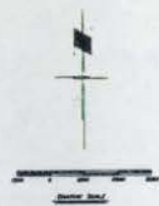
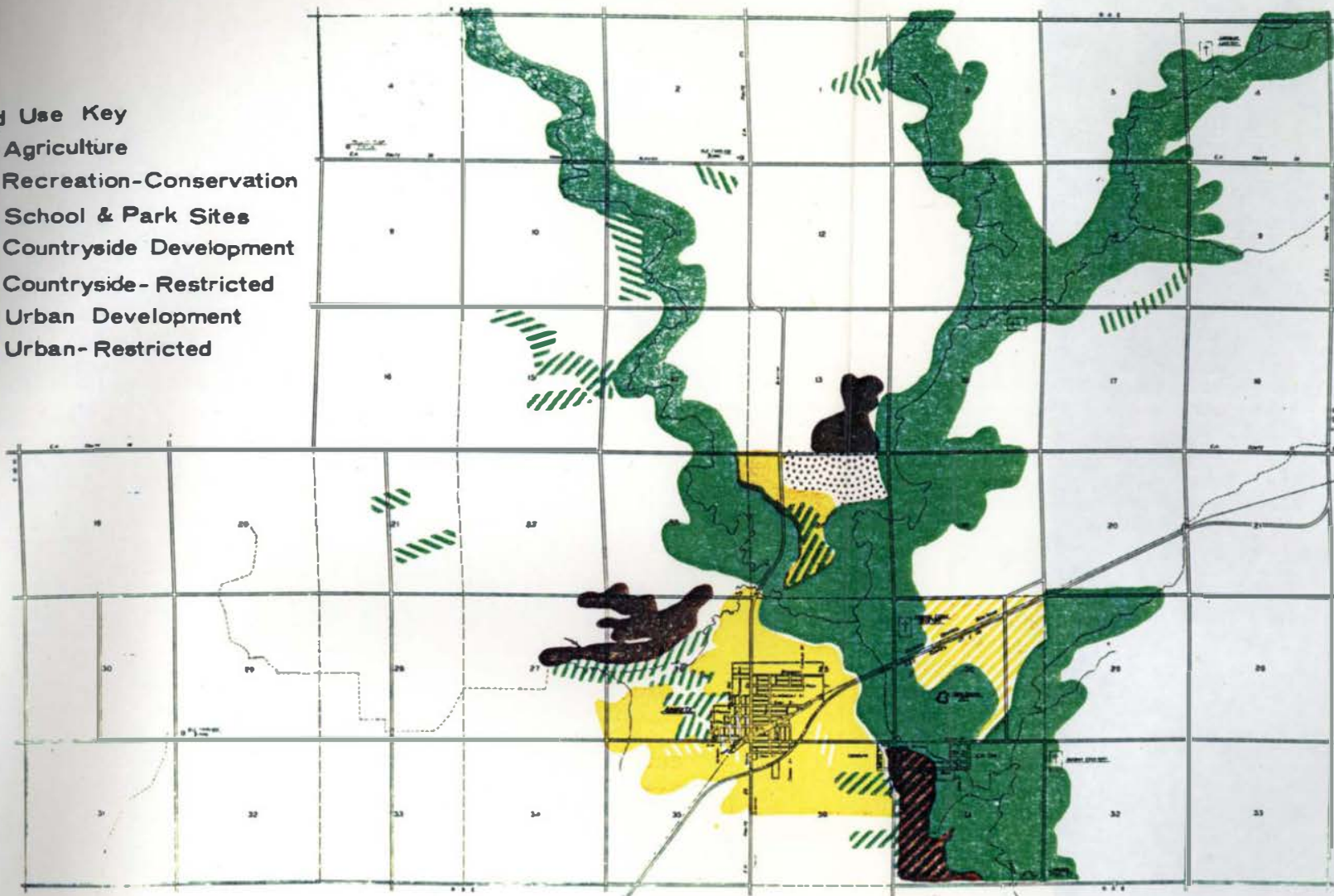
**FRIENDS CREEK
TOWNSHIP**

Source: The Development Plan for Friends Creek Township, Macon County Regional Planning Commission.

11
MAP 4: OVER-ALL LAND USE SUITABILITY

Land Use Key

-  Agriculture
-  Recreation-Conservation
-  School & Park Sites
-  Countryside Development
-  Countryside - Restricted
-  Urban Development
-  Urban - Restricted



The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

**FRIENDS CREEK
 TOWNSHIP**

Source: The Development Plan for Friends Creek Township,
 Macon County Regional Planning Commission.

in brown and yellow). This zone represents the areas best suited for future urban expansion. Figures used later on available land suitable for development will be based on this map.

Other Considerations Related to the Natural Environment

Several other facts are important to the development of a plan for the area. These are:

- 1) The streams and surrounding areas have a potential to support a high level of animal and aquatic life if pollution is minimized and if significant portions of food sources, shelter areas, and breeding areas such as Friends and Kickapoo Creeks and scattered woodlots are protected. At various places along the waterways present levels of pollution are too high for either a high level of wildlife or primary recreation.
- 2) Studies on ground water availability indicate that ground water sources in the northeastern one third of the Township are capable of supporting a population density exceeding 4 to 6 persons per acre. In some areas because of the underground Teays aquifer influence ground water would support much greater densities. The support capability for the remainder of the Township is less than 2 to 3 persons per acre. Therefore, private development other than farmsteads south of

Argenta are not advisable because of the available water supply. The establishment of a relationship between countryside expansion and water availability factors should proceed any area development. Further urban development in Argenta will eventually require an upgrading of the Villages's water systems.

- 3) The area along Friends Creek system are fairly well suited for multi-purpose reservoir development. The Oakley facility as planned will provide a reasonable permanent and deep pool running by the Village. This would be adequate for the development of several forms of water related recreational facilities. However, bacteria, silt and chemical pollution if unchecked would soon cancel out such opportunities.
- 4) "Without natural tree cover much of the steeper natural slopes are subject to high erosion. Thus, earth moving on lighter forest soils on slopes over 12% should be held to an absolute minimum."⁵

These findings are based solely on the natural capabilities of the area and are not influenced by economic demands or existing land uses. Other studies in this chapter can be expected to clarify and modify the overall land scheme presented here so that the human needs are properly reflected.

⁵ MCRPC, Long Creek Plan, op. cit., p.7.

Locational Features

"It is the geographic locational advantages or disadvantages of any site which to a very large degree determines its growth."⁶ Argenta and Friends Creek are no exception to the rule. The Village of Argenta located twelve miles northeast of Decatur on State Highways 47 and 48, in the center of a rich cash-grain and livestock area has traditionally been a farm service center. Because Platt County to the east, DeWitt to the north, and Whitmore and Maroa Townships to the west and south are similarly highly developed agricultural areas without major employment centers, the major portion of the Township has remained rural and can be expected to remain so.

The urban growth which has taken place, almost entirely in Argenta, has been related to the provision of services to the farmer. Over the last thirty years however, mechanization has caused a decline in farm population and thus all commercial activities not directly related to agriculture have suffered. In recent years it has been Argenta's proximity to Decatur which explains its growth. Since the Village has no significant employment opportunities of its own, growth during the last ten years has been in direct relationship to the growth of employment opportunities in Decatur. Recent trends toward decentralization of population in the county have speeded the growth. The amount of growth in households is inhibited by lack of services which allow modern rent.

⁶ MCRPC, Long Creek Plan, op, cit., p.9.

It is logical to expect that in the future I-72 will increase the accessibility of Argenta and add to the growth of the Village. Since I-72 will be constructed on interstate standard with only one exit between Argenta and Oreana, it will not have significant impact on the development of the county except for potential development near the interchange with County Highway 25.

In the future the construction of Oakley Reservoir and the development of a community sewage system may offer modest new employment opportunities in Argenta. First, the reservoir will serve all of central Illinois and be easily accessible by I-72 and could encourage significant recreational visitation. Schellie and Associates, recreation specialists, "predict that upon completion the reservoir could attract about 62,000 visitors per year staying at least one day. Since accessibility to the water will be limited it is estimated that Argenta could service a considerable proportion of the tourist population, thus increasing the commercial service area by some 3000 to 4000 persons in the summer months."⁷

Commercial growth will depend on reaching a critical population level or increased visitation to the area. The growth of commercial activity has been restricted by competition from Decatur and a decline in farm population. Thus all businesses, except those directly related to farming have declined in recent years. The growth of commercial activities will depend on reaching a critical population, so such

⁷ Schellie Associates, Inc., Oakley Reservoir Development Plan, Indianapolis, Indiana, 1966, p. 15.

service can be supported locally. As the town nears 2000 the growth can be expected. The recreation visitations could cause growth much sooner however.⁸

Railroads Give a High Incentive for Industrial Development

The Illinois Central tracks run parallel to Route 47 and 48, but because of the inavailability of water and sewer utilities to the potential industrial sites and more conveniently located vacant sites elsewhere, little industrial development has taken place along this right-of-way. If a full range of city facilities were extended from the Village of Argenta, one of the most logical light industrial sites would be southwestward from the Village bordering along the railroad. This site is flat, easily accessible by County Highway 25, and has good rail siding potential. If this site were properly tied to the interstate by road improvements, and the present track condition upgraded it would provide a marketable industrial site.

Location and the Quality and Quantity Demands for Residential Uses

As indicated previously most of the development of Friends Creek Township is concentrated in the Village of Argenta. The rate at which this residential growth has taken place is related to (1) the

⁸ Comments related to commercial growth based on interviews conducted with Macon County Regional Planning staff in June, 1970.

general appeal of living environment in the Township, (2) the availability of land for development, and (3) the relative convenience of road transportation to employment centers, (4) the availability of adequate water and sanitary sewage facilities.

The Interstate 72 will enhance the Township's accessibility to Decatur. Although an interstate will cut through the southeast portions of the Township, it is expected that the balance of it will retain its essentially rural identity.

Summary

In summary, Friends Creek can be considered to have an excellent potential for future growth, provided that continued efforts are made in improving the quality of the environment, transportation system, educational system, and the water and sewer facilities. "It is important that as future developments take place safeguards and controls are maintained, or established, so that advantages the Township now enjoys will not be destroyed through partial or mediocre developments".⁹

Particular emphasis should be placed on excluding residential development from areas not capable of effectively handling sewage treatment. Developments should not be encouraged in the remaining outlying areas that could better be utilized for recreational, industrial, or agricultural purposes.

⁹ MCRPC, Long Creek Plan, op. cit., p.11.

Land Use Trends

Township Trends







The present land use patterns of the Township reflects how development has taken place in the past and also shows the basic relationships between the various land uses. Such trends and relationships are important in determining future growth patterns.

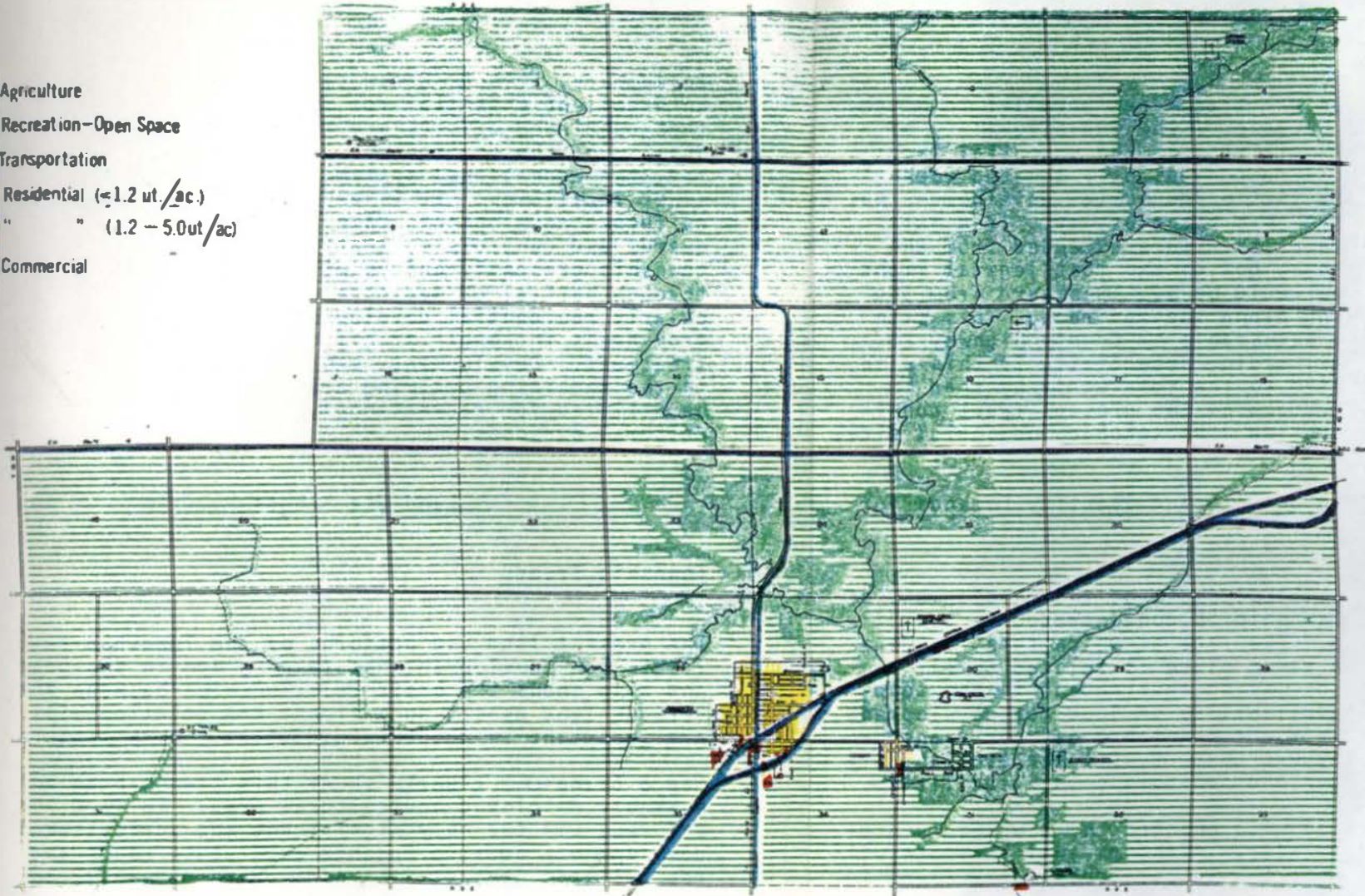
Map 5 (page 19) clearly shows this Township to be a highly developed agricultural area. In fact, until recently the only significant non-agricultural developments outside Argenta were state roads and the Illinois Central Railroad. More recently, however, the County Conservation District has purchased some land about 2 miles north and east of Argenta for a recreational area. "The total non-urban area, of the Township comprised of some 29,000 acres, has less than 2900 in pasture, woodlots or vacant tracts, therefore, with over 90% of the area in cash-grain farming it is obvious that the Township has a high potential for continued agricultural production."¹⁰

Map 6 (page 20) shows that the population density is too sparse to allow any utility systems outside of Argenta. In fact, the farm population distribution is not significant when considering the Township's needs for utilities systems.

¹⁰ Institute of Urban Life, The Decatur Area Economy, Chicago, Illinois, 1966, p. 15.

MAP 5: GENERALIZED EXISTING LAND USE

-  Agriculture
-  Recreation-Open Space
-  Transportation
-  Residential (≤ 1.2 ut./ac.)
-  " " (1.2 - 5.0 ut./ac.)
-  Commercial

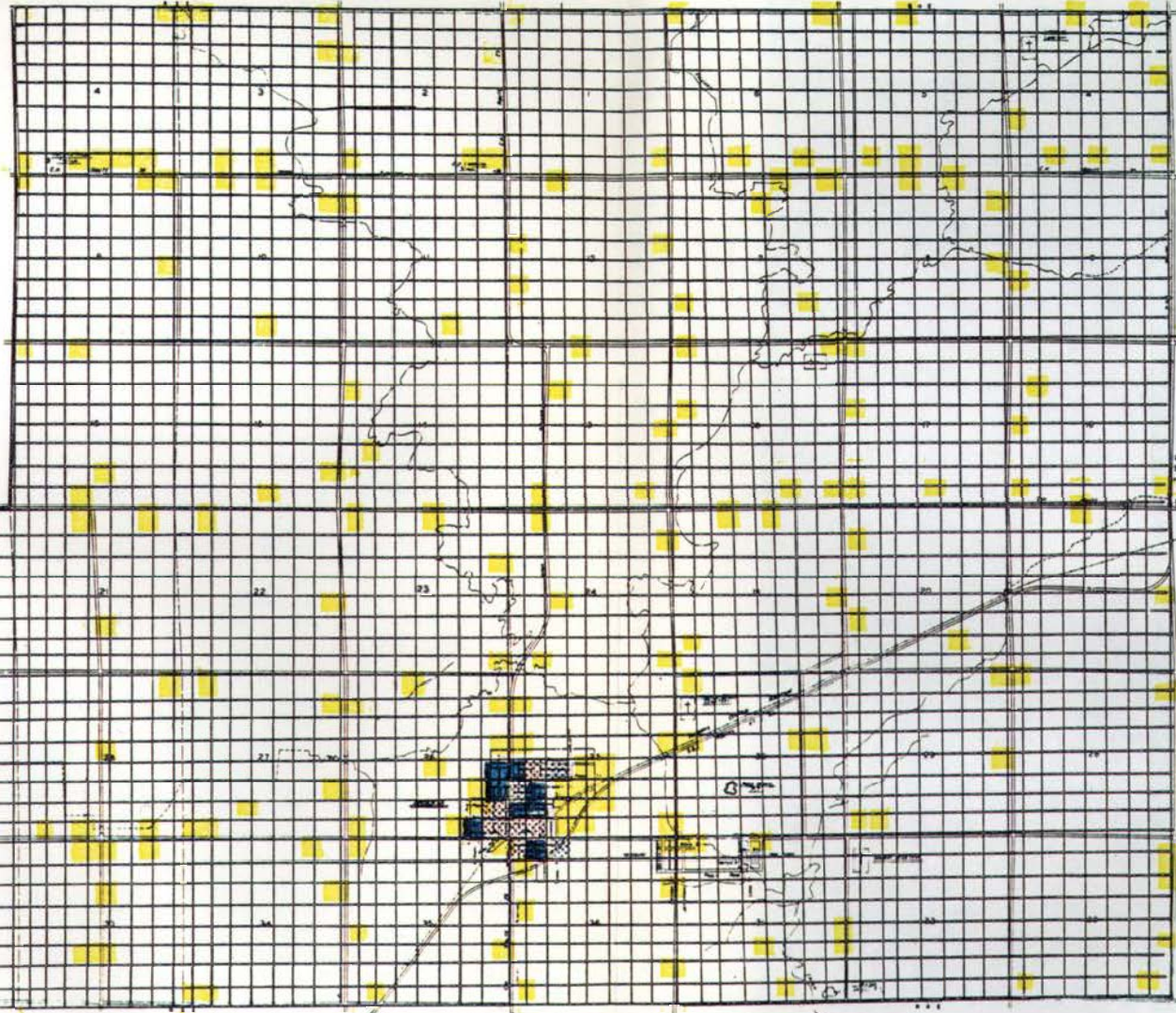


The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

FRIENDS CREEK
TOWNSHIP

Source: The Development Plan For Friends Creek Township,
Macon County Regional Planning Commission.

MAP 6: RESIDENTIAL UNIT DENSITY DISTRIBUTION



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FRIENDS CREEK
TOWNSHIP
PRECINCT MAP
AUTHORIZED BY
MACON COUNTY
BOARD OF SUPERVISORS

Source: The Development Plan for Friends Creek Township,
Macon County Regional Planning Commission.

The Village

The Village of Argenta represents the entire area of urban development in the Township. Development densities within the Village vary from one to six families per acre. The present zoning restrictions allow development up to 3.0 units per acre (the lack of community sewer restricts new development at higher densities).¹¹ The overall density represent only about one family per acre considering acreage which is vacant or in non-residential use. This represents a very low population density. A low population density presents problems because it means that the Village revenue in relationship to miles of streets and utilities maintenance will be low. This inhibits the problem of replacing wornout facilities.

The major commercial and industrial activities in the town are heavily oriented to the agricultural base of the Township. In recent years the decline of the rural population and increase in competition from Decatur has caused an obvious decline in the downtown areas of Argenta.

A third significant trend within the Village relates to age. Age is an important characteristic of the community in several respects. "First, the age of the population shows about 14.4% of Argenta population in 1960 was over 65 while the county as a whole has about 10% of its population over 65 years of age. As of 1960, 72% of the housing

¹¹ General zoning data/comments collected from Macon County Zoning Administrator, June, 1970.

units were over 20 years".¹² The town trees, stores, street trees, sidewalks, storm systems, and streets all show signs of age. The problem is not one of age so much as it is of replacement. In future years the Village must develop a program for replacement of aging community facilities or else it will either be forced to raise taxes or lower services.

Recent preliminary Census figures seem to indicate a changing trend in family styles. Since 1960 some 60 housing units have been built in Argenta. These new families are characteristically younger, and, therefore, it is expected that the average household size has increased slightly, even though the average family size for the county has reduced from 3.15 in 1960 to about 2.90 in 1970. Argenta's average household size is 3.05 while the Township average is 3.07 people per household. Some of the more advanced Townships show household size increasing to between 3.50 to 4.00 persons per family. The significance of these trends reflects the increased burden to be placed on suburban and rural school districts as new development comes to the small towns.¹³

Therefore, Argenta shows evidence of changing from a rural service center to a bedroom community.

¹² Bartholomew and Associates, The Comprehensive Plan: Argenta, Illinois, St. Louis, Missouri, June 1960, p. 21.

¹³ Housing unit data collected from Macon County Department of Building Permits, June, 1970.

Present Development Trends, Public Utilities and Development Standards

In the past, countryside and small town developments have been allowed through the county by allowing developers to construct low quality subdivisions dependent on low quality narrow streets, septic systems and individual wells. Most areas of the county are not suited for this type of development, but often Township and small town officials felt that growth was their most important need. The inadvisability of this practice has shown up in storm drainage, street maintenance, water shortage, and pollution problems throughout the county. Unplanned or improperly serviced growth could actually result in increased taxes or low levels of services unless the Village is properly equipped to handle it.

The Importance of a Community Sewage System

Everyone knows how a community sewer system can reduce pollution of streets, improve storm drainage and eliminate community nuisance spots. Sewers also allow higher density developments which in turn increase the revenue per mile of street and give relief to the school system. The absence of a sewer system severely limits the possibility and increases the cost of commercial and industrial developments. The sewage system will also maximize the growth potential of the Village in that it will provide rent housing for young adults and elders who now must leave Argenta because of the lack of modern rental

accomodations. Therefore, a community sewage system is a must for growth if the community hopes to maintain present levels of service and hold taxes down.¹⁴

The Importance of High Subdivision and Street Standards

Argenta can well take lessons from neighboring towns for as the Village grows it will reach a point where it must concentrate its revenues on replacement or enlargement of obsolete community facilities. Storm systems and streets will have to be replaced, therefore, the Village cannot continue to expect to resurface all community streets yearly. New streets should be designed to last for at least three to ten years with little maintenance. In order to provide for increased usage and longer street life streets will have to be classified with varying standards for construction and design. With the development of the Oakley Reservoir, I-72 and the sewage system, Argenta should strongly consider developing appropriate standards and committing expenditures in order to insure controlled growth and a proper relationship between revenues and new services. The proposed sewer system will only have a design capacity to handle a population of 3000, expansion beyond this point before a capital surplus can be developed would be costly.¹⁵

¹⁴ Comments related to community sewage system desirability based on information collected through interviews with Macon County Planning Commission staff, June, 1970.

¹⁵ Comments related to subdivision and street standards based on information collected through interviews with MCRPC staff.

Commercial and Industrial Uses

Of major significance is the lack of commercial and industrial uses in the Township. Several factors including lack of available water, sewage facilities, low density development, and non-competitive road and utility arrangements has resulted in a negative attitude towards promotion of further development of this type.

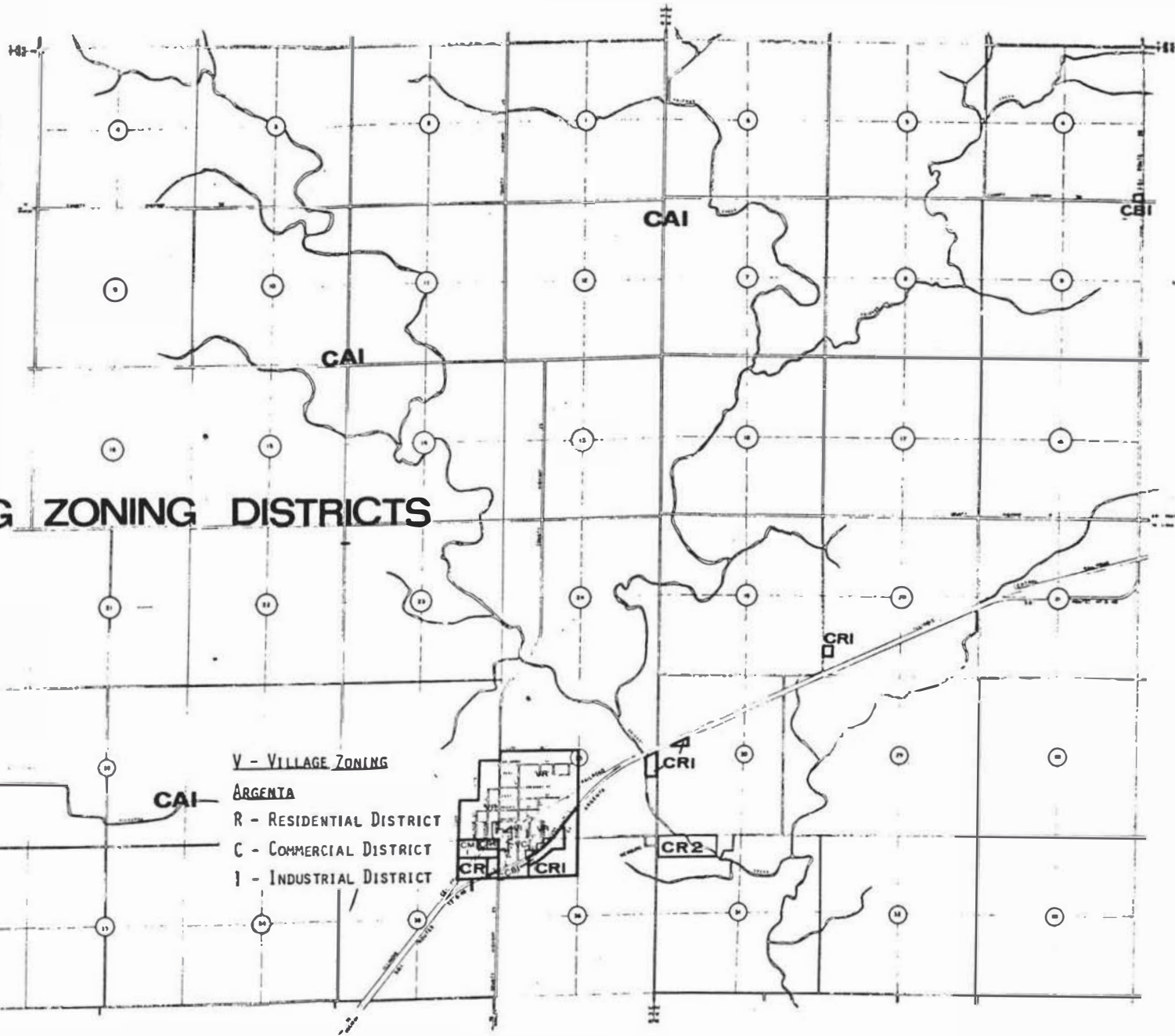
Existing Land Use Controls and Land Use Trends

Map 7 (page 26) shows the present zoning districts of the Township which govern growth. In many respects, these regulations seem to be inconsistent with the good development of the Township. For example, even in the face of increasing pollution and water shortage problems, some land is zoned for half-acre lots. Finally, the present land use pattern (or the ordinance) does not protect flood plains and aquifer recharge areas.¹⁶

It is obvious that if the development over the next 30 years follows this pattern the result would not be a high-quality environment for residential and industrial pursuits. The type of development encouraged by this pattern would not create a high level of community services or public utilities. The obvious result would be to inhibit the absolute rate of growth. It is, therefore, recommended that when the plan for the Township is developed, a plan also be drawn for the modification of the present zoning plan.

¹⁶ Land Use and zoning analysis conducted through interviews with Macon County Zoning Administrator and MCRPC staff.

The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.



MAP 7: EXISTING ZONING DISTRICTS

C - COUNTY ZONING

- A - 1 - AGRICULTURE
- R - 1 - SINGLE FAMILY RESIDENTIAL
20,000 SQ. FT.
- R - 2 - SINGLE FAMILY RESIDENTIAL
9,000 SQ. FT.
- R - 3 - SINGLE FAMILY RESIDENTIAL
6,000 SQ. FT.
- R - 4 - SINGLE FAMILY RESIDENTIAL
1 ACRE
- RE - 5 - ESTATE ZONING - 3 ACRES
- M - 1 - LIGHT INDUSTRIAL DISTRICT
- M - 2 - HEAVY INDUSTRIAL DISTRICT
- B - 1 - NEIGHBORHOOD SHOPPING DISTRICT
- B - 2 - COMMERCIAL DISTRICT

V - VILLAGE ZONING

- ARGENTA
- R - RESIDENTIAL DISTRICT
- C - COMMERCIAL DISTRICT
- I - INDUSTRIAL DISTRICT

Source: The Development Plan For Friends Creek Township, Macon County Regional Planning Commission

Economic Trends

How fast will the Township grow? What form will this growth take? How much land will be needed? These are important questions that need to be answered. Since the Township growth is in direct relationship to the growth of the whole metropolitan area the best way of providing a basis on which growth assumptions can be made is to analyze in brief, the economic trends which are resulting in urban expansion.

Labor Market Increasing

"Between 1960 and 1968 the Decatur Area labor market increased from 46,438 to an estimated 53,200 workers. (see Table 1 on page 28) The unemployment rate dropped from 2300 persons or 5% of the labor market to 2100 persons or less than 4% of the labor market."¹⁷ All this reflected a very strong economy in the county. Table 1 shows that a very large percent of the labor market is made up of area residents. Table 2 shows that manufacturing and trade pursuits were the backbone of employment in 1960. Table 2 reflects the expected growth in the labor force if current trends continue." "The total labor market over the next twenty-five years is expected to grow by some 38,000 jobs, with perhaps 45,000 jobs added by the year 2000. This amounts to an average of 1500 jobs added per year. About 70% of all jobs added are expected to be in the area of manufacturing, retailing, and service

¹⁷ Institute of Urban Life, op. cit., p. 27.

TABLE 1.

LABOR FORCE AND EMPLOYMENT FOR MACON COUNTY POPULATION,
1960 AND FORECAST 1968 - 1993.

Item	NUMBER OF PERSONS										
	1960	1968	1969	1970	1971	1972	1973	1978	1983	1988	1993
Total Population	118,257	131,200	132,800	134,400	136,000	137,600	139,200	149,400	160,200	171,800	184,100
Labor	46,438	53,200	54,120	55,040	55,960	56,880	57,800	62,900	68,400	74,440	81,000
Employment (Resident)	44,125	51,100	51,980	52,860	53,740	54,620	55,500	60,400	65,700	71,400	77,800
Unemployment	2,313	2,100	2,140	2,180	2,220	2,260	2,300	2,500	2,700	3,000	3,200

SOURCE: 1960 U.S. Census of Population; 1968 - 1993 forecasts by the Institute of Urban Life, April, 1968.

TABLE 2.

MACON COUNTY EMPLOYMENT (RESIDENT), 1960 AND FORECAST 1968 - 1993.

<u>Industry of Employment</u>	<u>1960</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1978</u>	<u>1983</u>	<u>1988</u>	<u>1993</u>
Agriculture	1,750	1,850	1,810	1,770	1,730	1,690	1,650	1,540	1,300	1,130	820
Forestry, Fisheries Mining	43	50	50	50	50	50	50	60	60	70	80
Construction	2,268	2,700	2,740	2,780	2,820	2,860	2,900	3,200	3,540	3,900	4,440
Manufacturing	12,879	15,800	16,160	16,520	16,380	17,240	17,600	19,300	21,200	23,100	25,300
Transportation, Com- munication and Utilities	4,155	4,700	4,740	4,760	4,760	4,780	4,800	5,100	5,300	5,700	6,200
Wholesale Trade	1,292	1,500	1,520	1,540	1,560	1,580	1,600	1,700	1,800	1,900	2,220
Retail Trade	7,348	8,500	8,640	8,780	8,920	9,060	9,200	10,000	10,800	11,700	12,600
Finance, Insurance and Real Estate	1,775	2,400	2,440	2,480	2,520	2,560	2,600	2,800	3,200	3,400	3,800
Services	8,759	10,700	10,940	11,180	11,420	11,660	11,900	13,200	14,700	16,200	17,700
Government	2,236	2,900	2,960	3,020	3,080	3,140	3,200	3,500	3,800	4,300	4,700
Not Reported	<u>1,620</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Total	44,125	51,100	51,960	52,860	53,740	54,620	55,500	60,400	65,700	71,400	77,800

Source: 1960 U.S. Census of Population; 1968 - 1993 forecasts by the Institute of Urban Life, April, 1968.

occupations."¹⁸ Other areas of employment are expected to grow only modestly, except agriculture where a 50% reduction in employment is possible if present trends in farm consolidation and mechanization continue. Agriculture will not become less important as an industry as it is expected productivity will rise countywide even though agricultural employment is anticipated to decline.

Source of Income and Income Disbursements

The sources of personal income and its disbursement are shown in Table 3 (page 31). Again trade and manufacturing payrolls make up a very large part of the county's income (about 40%). It is expected that the rapid wage increases in this area will cause a general overall increase in the standard of living. Table 4 (page 32) shows an average increase in family income from \$5,463 to well over \$10,000 by the year 2000 (this is based on constant 1959 figures).¹⁹ The changes in distribution of family incomes reflects a distinct trend toward a more middle class society. This trend has always been observed in the suburbanization of the outward growth of urban areas.

Metropolitan Growth and Housing Requirements

Table 5 (page 33) shows the growth in population and housing demands which is expected countywide from the economic expansion just

¹⁸ Institute of Urban Life, op. cit., p. 27.

¹⁹ Institute of Urban Life, Revenues, Expenditures and Financial Resources of Local Government Units in the Decatur Area, Decatur, Illinois, September, 1967, p. 30.

TABLE 3.

WAGE-SALARY DISBURSEMENTS TO
MACON COUNTY EMPLOYMENT

<u>Industry</u>	<u>Millions of Dollars</u>
Agriculture	898
Mining	543
Construction	12,252
Manufacturing	78,805
Trade	31,018
Transportation	5,929
Communications	17,681
Finance	6,428
Selected Services	16,062
Government	21,995
Other	<u>798</u>
Total	192,409

Source: Adapted from U.S. Census of Population and Illinois Dept.
of Labor Data

TABLE 4.

MACON COUNTY HOUSEHOLDS, BY MEDIAN INCOME LEVEL,
1960 AND FORECAST 1968 - 1993.

<u>Annual Income</u>	Number of Households										
	<u>1960</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1978</u>	<u>1983</u>	<u>1988</u>	<u>1993</u>
Total Households	37,110	42,470	43,010	43,540	44,080	44,620	45,160	48,760	52,615	56,790	61,360
Median Household Income (1959 dollars)	\$5,463	\$6,692	\$6,872	\$7,044	\$7,212	\$7,380	\$7,540	\$8,263	\$8,920	\$9,503	\$10,040
Per Capita Income (1959 dollars)	\$1,734	\$2,187	\$2,246	\$2,300	\$2,356	\$2,411	\$2,472	\$2,718	\$2,954	\$3,157	\$3,369

Source: 1960 U.S. Census of Population and 1960 U.S. Census of Housing; 1968 - 1993 forecasts by the Institute of Urban Life, April, 1968.

TABLE 5.

ESTIMATES OF POPULATION, HOUSING UNITS, AND ACREAGE REQUIREMENTS
FOR THE DECATUR AREA, BY FIVE-YEAR INTERVALS, 1968-1993.

Item	DECATUR AREA					
	1968	1973	1978	1983	1988	1993
<u>Total Population</u>	<u>131,200</u>	<u>139,200</u>	<u>149,400</u>	<u>160,200</u>	<u>171,800</u>	<u>184,100</u>
Population per Housing Unit	3.09	3.08	3.06	3.04	3.03	3.00
<u>Housing Units (Households)</u>	<u>42,470</u>	<u>45,160</u>	<u>48,760</u>	<u>52,615</u>	<u>56,790</u>	<u>61,360</u>
<u>Net Acreage Required</u>						
Renter Occupied @ 8 units per acre	--	138	238	374	524	690
Owner Occupied @ 3 units per acre	--	<u>627</u>	<u>1,363</u>	<u>2,160</u>	<u>3,037</u>	<u>4,020</u>
Total		765	1,601	2,534	3,561	4,710
Gross Area Required @ 25% understatement		1,020	2,135	3,379	4,748	6,280

Source: Institute of Urban Life, April, 1968.

discussed. "Between 1968 and 1993 the population is expected to grow by some 53,000 persons. The population by the year 2000 is expected to be approximately 200,000 persons.

This growth will cause the formation of about 35,000 more households by the year 2000, a rate of 1000 to 1100 households per year."²⁰ This will require about 1250 housing units to be built per year when replacement housing is figured into the figure.

The demand for housing types will certainly not all be single family but rather about 30% to 35% renter units and from 65% to 70% single family units.

Also illustrated in Table 5 is the amount of land required to accommodate the housing demand. "An estimated 6000 to 7000 acres of land is needed to meet the gross acreage demand for residential construction in the next 25 to 30 years."²¹

Local Needs for Non-residential Purposes

Table 6 (page 35) shows the effect of anticipated growth in manufacturing employment and retail sales on the demand for additional land for urban uses. If these figures are valid another 1000 acres can be expected to be needed for industrial and major retail uses in the next thirty years.²²

²⁰ Institute of Urban Life, Decatur Land Use Requirements, Industrial, Commercial and Residential, Chicago, Illinois, September, 1968, p. 15.

²¹ Institute of Urban Life, Decatur Land Use Requirements, Industrial, Commercial and Residential, Chicago, Illinois, September, 1968, p. 22.

²² Institute of Urban Life, Decatur Land Use Requirements, Industrial, Commercial and Residential, Chicago, Illinois, September, 1968, p. 22.

TABLE 6.

PROJECTED ADDITIONAL INDUSTRIAL AND RETAIL LAND AREA
REQUIREMENTS FOR THE DECATUR SMSA

	<u>1973</u>	<u>1978</u>	<u>1983</u>	<u>1988</u>	<u>1993</u>
Additional Industrial Gross Acreage Needs	158	322	497	672	889
Light Industry @ 15 employees/acre	100	207	325	441	600
Heavy Industry @ 13 employees/acre	58	115	172	231	289
Additional Retail Acreage Needs					
Land Area Required	26	61	101	123	150

Source: Estimated by the Institute of Urban Life, April, 1968.

Summary of the Inventory and Analysis Findings

The Township is fairly well suited for industrial, residential, and commercial growth, and the growth prospects within the county are very strong. Unfortunately indications are that present land use trends are not leading toward better development. The existing land use controls are encouraging unfortunate development practices. New efforts must be made to regulate development so that its effect can be beneficial. The present trends of growth therefore, have to be adjusted by public policy.

CHAPTER III

EXPANSION GROWTH OBJECTIVES

The basic urban expansion activities expected to result in the Township are related to construction activities, recreational development, and industrial and commercial development outside the City of Argenta. With the creation of open space parks and other recreational facilities it can be expected that this area will take on a service function to the park areas and will also provide the kind of environment that will attract new home sites. The development of sewage plants will also increase the potential of industrial development.

Industrial Potential

Industrial expansion is less a matter of prediction and more a matter of promotion in most underdeveloped areas. Only through intensive promotional efforts and significant expansion will the area develop any kind of industrial facilities. A reasonable prediction of industrial expansion is related to the total industrial land potential

for the entire metropolitan area by the year 2000. "This industrial land potential for the year 2000 is estimated to be about 1200 additional acres."²³ Since the Township has several good locational advantages in the way of recreational, highway, and electrical facilities, a good water supply would seem possible for the Township to attract as much as 80 to 100 acres of industrial development. To be on the safe side, however, a planning program should provide for 3 times as much area and, therefore, a planning program should provide 240-300 acres of industrial development land to meet industrial land requirements for the next 30 years. The demand for commercial development is related to population growth and, the growth of other sectors of the economy.

The Commercial Development Potential

"There are four types of commercial developments that could take place in the Argenta area:

1. Expansion of commercial shopping centers
2. Commercial development related to recreational development
3. Commercial expansion related to highway traffic
4. Neighborhood commercial developments"²⁴

Because the Village of Argenta is less than a mile square the demand of neighborhood facilities will be quite small and, therefore, any

²³ Institute of Urban Life, Decatur Land Use Requirements, Industrial, Commercial and Residential, Chicago, Illinois, September, 1968, p. 25.

²⁴ Institute of Urban Life, Decatur Land Use Requirements, Industrial Commercial and Residential, Chicago, Illinois, September, 1968, p. 30.

any increase of commercial activities such as convenient shopping facilities would be related to improving the downtown area. It is estimated that 5 to 10 acres of additional land would be more than adequate to meet the needs of the community. There is a second type of land use to be related to the highway-commercial developments. Highway related commercial development is anticipated as I-72 will take considerable traffic off of 47 and 48. Highway-commercial development could establish itself as traffic to and from the reservoir. Expansion in the way of boat shop, and roadside stands would probably take in at least 5 to 10 acres of commercial facilities could be developed in relationship to the lake front giving the Village a requirement of 30-35 acres for this type development to the year 2000. As a word of caution, a placement of commercial facilities will have a major change that takes place in the Village and the rate of commercial growth.

Poorly planned commercial development may cause major hazards to highway systems, and cause unnecessary conflict between pedestrian and vehicular traffic. Commercial facilities should be planned in relationship to the function of the road such as to minimize the hazard to pedestrians.

The Residential Potential

The total estimated additions in building units in Friends Creek since 1960 is approximately 53 new dwelling units. (This does

not include mobile homes). The figure represents about 1% of all building activity in the county since 1960. The Township's yearly building totals throughout the 60's represented about 1.15% of the countywide construction totals. It is important to note that in the entire 1960's all of the construction took place in the Village of Argenta.²⁵

The current Township's share of the metropolitan area's housing activity represents an unrealistic figure when forecasting the true potential of the township. In recent years relatively lower levels of construction in the way of utility improvements and the lack of convenient shopping has been a constraint on development. In addition to the natural and potential locational advantages it would be assumed that other factors will have a direct effect on future residential growth of the township. These being the building of a modern sewage treatment facility in Argenta, the proposed Oakley-Friends Creek Reservoir, and the construction of Interstate 72. The realization of these factors would allow for both expanded and higher density development. The desired growth goal which the Township should aim toward should be 2.3% of all county growth.

Estimating the Demand in Building Units

Assuming the Township will capture 2.3% of the county's overall growth in residential development, then about 167 units can be

²⁵ Housing Unit data collected from Macon County Dept. of Building Permits, June, 1970.

expected to be constructed in the Township by 1980, 397 by 1985, and 1012 by the turn of the century. This would mean a growth rate of perhaps twice as great as what took place over the last ten years. Even if the Township were only able to capture .2% the growth increase would be as great as that of the last ten years.

The Demand by Housing Unit Type

If Friends Creek Township is to maintain a reasonably high growth rate and a balanced tax base, then a broad range of housing types should be encouraged. The metropolitan demand for housing is not single family units. Soaring land construction and interest costs are pushing many families into apartment and mobile home housing. With almost all available land developed in Decatur Township this means more apartments and mobile homes will be needed in outlying Townships to house the anticipated growth, especially so to meet the demands of younger families and retired persons.

The anticipated housing and acreage demands are shown in Tables 7 and 8 (pages 42 and 43). It is estimated the demand will be approximately 50% single family, 15% mobile home and about 35% apartments.²⁶ Often mobile home and apartment developments are resisted because of the anticipated adverse effects on school enrollment. However, studies by many reliable agencies have pointed out that this is not true. The area which concentrates only on single family

²⁶ Housing demand estimates developed by MCRPC staff, May, 1970.

TABLE 7.

PROJECTED HOUSING UNIT DEMAND
BY TYPE OF HOUSING

	<u>Total</u>	<u>Single</u>	<u>Apartment</u>	<u>Mobile Home</u>
1980	167	84	58	25
1985	397	199	138	60
2000	1012	506	354	152

Source: Macon County Regional Planning Commission and Macon County Dept. of Building Permits.

TABLE 8.

PROJECTED DEMAND IN HOUSING ACREAGE

<u>Year</u>	<u>Housing Unit Type</u>	<u>Unit Demand</u>	<u>Units/Acre</u>	<u>Acres</u>	<u>Totals</u>
1980	Single	84	3	28	
	Apartment	58	8	8	
	Mobile Home (rented park site)	19	7	3	
	Mobile Home (suburban owned)	6	4	2	<hr/>
					41
1985	Single	199	3	67	
	Apartment	138	8	18	
	Mobile Home (rented park site)	45	7	7	
	Mobile Home (suburban owned)	15	4	4	<hr/>
					96
2000	Single	506	3	169	
	Apartment	354	8	46	
	Mobile Home (rented park site)	114	7	17	
	Mobile Home (suburban owned)	38	4	10	<hr/>
					242

Source: Macon County Regional Planning Commission and Macon County Dept. of Building Permits.

housing will not get childless older couples or newly weds with pre-school children. Because mobile homes and apartments now constitute almost half of the housing market they are actually a great help in increasing revenue per child because tax payed to schools by units without children add to revenue without causing increases in costs.

The Implications of Residential Growth

More important than absolute number of new families and businesses settling in the Township is the question of how the growth will effect present condition of how the growth will effect present conditions. Specifically, what will growth mean in terms of its effect on 1) demand for new service and level of existing services in the township? 2) the tax rates? 3) agriculture? 4) the conditions of the natural environment? 5) Township facilities such as agricultural drainage, storm drainage systems, streets, and utilities? and 6) the potential for commercial, industrial and airport expansion?

All of the above questions have important implications to the present level of prosperity, health, convenience, and safety and the future growth prospects of the Township. Whether growth will be beneficial or not depends on how it is planned.

"The Land Conversion Rate is one factor of growth effecting all the above considerations as related to the density of development. How much land is needed to accomodate one years growth directly effects:

- 1) the cost of constructing, maintaining, renewing, and servicing

developments, 2) the loss of agricultural land in relationship to urban growth, and 3) whether or not there is adequate land properly suited to urban development."²⁷

In the first chapter we found that much of the past development took place at less than 1.2 units per acre. This is the normal density at which most individual well and septic tank developments take place. However, at this density community water and sewer systems cannot economically be constructed for the average family income subdivisions. It is also a density at which special assessment to provide utilities creates excessive financial burdens for average income families. If this density were used in accomodating the projected growth for the township, 140 acres would be needed for residential needs by 1980, 340 acres by 1985 and 850 by the year 2000.

However, if more recent trends reflecting higher densities of almost 3 units/acre continue only 56 acres would be needed to accomodate the anticipated 1980 growth, while only 133 and 338 acres respectively would be needed to meet the 1985 and year 2000 growth requirements.

Another possibility would be growth consistent with recent building trends which utilizes careful mixtures of housing types and open space. This would result at densities of between 4-5 units per acre and would require consumption rates of only 32-42, 80-100, and 203-253 acres for the 1980, 1985, and year 2000 growth rates respectively.²⁸ Densities much in excess of 4.5 units/acre do not now seem consistent with the character of the township and housing demands.

²⁷ MCRPC, Long Creek Plan, op. cit., p. 26.

²⁸ Land Consumption rates developed with assistance of MCRPC staff.

Considering the cost of maintaining the streets and water and sewer systems it is obvious the higher densities are consistent with lower tax rates. For example, the difference in street requirements for the 1.2 unit density and 4-5 unit density is estimated to be the difference between maintaining 365.5 acres of pavement rather than 108 acres of pavement or some 257.5 acres of prime agricultural land.

Uncontrolled Growth

Besides the wasteful land consumption and excessive maintenance cost of 1000 units, scattered, low density subdivisions could cause other undesirable consequences. These include disproportionate tax systems, environmental deterioration, improper public improvement and poor design.

Tax Imbalances

Scattered growth takes place because people purposely develop outside Park Districts, Sanitary Districts, and City Limits to avoid the taxes which these agencies levy. Generally, such practices in small areas result in increased demands for services including streets, water and sewer service, schools, and police and fire protection. "The result is that either the needed services cannot be provided or that increased tax burdens must be reflected in the county or Township. This creates increased tax burdens on farmers who benefit very little from such

services. To avoid such tax imbalances we must allow development only where developers can and are willing to annex to governments which can provide needed services. This does not mean all development must be in Decatur, but rather in some municipality or special district which can meet urban needs."²⁹

Environmental Deterioration

Surface water counts of 200 mg/l of fecal coliform means that water is normally safe enough for swimming or primary contact recreation. Stream samples taken in the Township show levels of this count and much higher.³⁰ At this level of pollution primary contact water uses must be discouraged and the natural wildlife systems begin to be seriously effected. Therefore, a high probability exists that scattered, half-acre subdivisions on wells and septic systems would further destroy recreation potentials and result in aesthetic and health problems throughout the Township. Tighter controls for on site utility systems and broader extension of community utility systems must be undertaken if we are to avoid this situation.

The Quality of Design

Generally speaking small subdivisions do not consider overall street and drainage patterns or community facility needs. As a result,

²⁹ MCRPC, Long Creek Plan, op. cit., p. 27.

³⁰ MCRPC, Natural Capabilities: Friends Creek Series, op. cit., p. 50.

houses must often be removed to widen streets, expensive storm sewer projects must be undertaken and large areas develop without adequate parks. Further, little regard is given to natural terrain and often houses are built on steep slopes or in flood plains. This is already true in several locations in Friends Creek. The character of the developing neighborhoods is generally low because individual subdivisions, when placed together show no consistency of design, have no safe street system and are generally poor in visual qualities. Improved subdivision design and overall long range plan design standards must be set up now to avoid this situation in the future growth of the Township.

Uncontrolled Growth and Neighborhood Inconvenience

Even after water and sanitary sewer systems are provided to a neighborhood, and streets and storm drainage is improved to handle the total neighborhood needs the area is often less than desirable to live in. "Adequate neighborhood shopping opportunities do not develop because of lack of adequate density. The lack of shopping opportunities has already been recognized in the Village of Argenta. Emphasis should be placed on the development at densities which allow for development of needed facilities."³¹

Other Factors of Uncontrolled Growth

Uncontrolled urban residential expansion has little regard for the long range needs of industry, transportation or agriculture. Residential developments around the airport and industrial areas cut

³¹ MCRPC, Long Creek Plan, op. cit., p. 33.

off the logical expansion of these facilities or even destroy the desirability of potential industrial sites before industry gets a chance to look at them.

Farms surrounded by suburban subdivisions are difficult to operate. Large subdivisions around farming operations, therefore, do not provide compatible situations. Unless residential growth is controlled other types of use will suffer. This eventually will affect the tax base of the local area.

The Demand for Neighborhood Facilities

Considering that fact that an estimated 1000 additional building units are to be constructed in the Township in the next 30 years then it is to be expected that there will be considerable demand for good residential land use such as parks, open space, schools, churches, and neighborhood shopping centers. The amount of land set apart for parks, churches, neighborhood shopping would vary substantially from area to area in the township. Table 9 (page 50) shows the desirable acreage of each development type for Friends Creek Township.

The demand figures then non-residential neighborhood use of land to the year 2000 will be approximately 1000 acres of land. This does not mean, however, that as specific needs or opportunities arise, or where the capital of various public agencies is adequate that more acreage can not be devoted to such uses. Projections should be checked periodically to see if neighborhoods are developing adequately in relationship to their non-residential needs.

TABLE 9.

DEMAND FOR NON-RESIDENTIAL
NEIGHBORHOOD USES

Demand for Parks and Schools

	<u>Pop.</u>	<u>Acres of Park</u>	<u>Acres of Open Space</u>	<u>Elm. Schools No. Acres</u>	<u>Jr. High Schools No. Acres</u>	<u>High Schools No. Acres</u>	<u>Churches No. Acres</u>	<u>Neighborhood Shopping (Acres)</u>
1970	1590	27	32	2-28	1-20	1-40	4 4-8	2-5
1980	2070	32	42	2-28	1-20	1-40	5 5-10	2-5
1985	2410	37	49	3-42	1-20	1-40	6 6-12	2-5
2000	3405	51	68	4-60	1-20	1-40	8 8-16	3-7

Source: Macon County Regional Planning Commission, Macon County School District, Macon County Park and Recreation District.

The Demand for Major Open Space Systems

"Well thought out city and regional plans have an imaginative system of open space beyond the scattered, isolated complexes of baseball diamonds, tennis and basketball courts and playgrounds. Such systems allow urban residents a place to unwind, a close at hand area where one can escape the city streets, factories or business areas and relax; an area where animal life, birds, trees, fish can still exist."³²

Open space systems can generally be developed on lands which are not well suited for urban development. In Friends Creek there is a large amount of land in the natural stream valleys which is poorly suited for development and highly adaptable for continuous open space systems.

Before starting to design areas for industrial, commercial, and residential development, it is useful to determine which areas are not suited for such developments. These areas are automatically candidates for an open space system.

Practical Reasons for Developing a Corridor System of Open Space

Following the shore of the Proposed Friends Creek Reservoir is a continuous open space corridor. The land is ill suited to development because of periodic flooding and steep slopes (25% or greater).

³² MCRPC, Long Creek Plan, op. cit., p. 35.

Unfortunately such open space areas as this are often only considered as areas good for nothing else. Consequently, as soon as someone develops a plan for reclaiming these areas by grading steep slopes, filling and tiling large ravines and building up flood plains government agencies are all too eager to convert this "useless" land into taxpayer uses. There are however, some very practical reasons for preserving open space corridors along the entire route of the Friends Creek System.

"First, the stream flood plains are designed to provide for temporary storage of peak flood flows. Filling or developing on these areas can only result in two consequents, either higher water backing upstream or more rapid, higher flood flows down stream."³³ Another reason for preserving flood plains is that of pollution. The flood plain and stream side slopes are often underlain by low grade gravel, which serve as recharge areas to ground water supplies. If developed, drainage from septic tanks and other forms of urban runoff may leach into the ground water aquifers. Further, the streams themselves are highly susceptible to pollution if side slopes and bottomlands are not protected. Development on slopes causes excessive siltation, street drainage pours oil and gasoline tainted storm water directly into public waters and septics will not work where slopes are over 12%. Therefore, preserving these corridors is consistent with measures to reduce pollution.

³³ MCRPC, Long Creek Plan, op. cit., p. 36.

"Second, open space corridors provide for green-belts which separate communities and neighborhoods from growing together into one shapeless mass. Open space systems near residential areas add to the overall desirability of residential developments, undoubtedly effecting the value of homesites."³⁴ Such systems can also serve to separate single family areas from apartment, mobile home park, industrial and business areas.

"Third, open space systems preserved below a certain elevation above sea level allow for the future laying of sewer, water, and gas mains. By indirectly preventing development below certain levels, sewers can be operated on safer, more efficient gravity flow systems."³⁵ These same sewers can be laid outside of stream bed areas and hence reduce pollution from pipe leakage.

Fourth, open space systems in Friends Creek Township will preserve land needed for possible recreation or water supply reservoirs.

"Fifth, preserving small receiving streams which enter into the main corridor provides inexpensive reliable drainage systems to agricultural and urban areas. Further, they connect subdivisions directly into the open space systems. If these ravines are filled and tiled the maintenance costs are increased and other benefits are lost."³⁶

³⁴ Macon County Conservation District, Master Plan, Decatur, Illinois, 1968, p. 52.

³⁵ Macon County Conservation District, Master Plan, Decatur, Illinois, 1968, p 52

³⁶ Macon County Conservation District, Master Plan, Decatur, Illinois, 1968, p. 53

Finally, and perhaps most important, "the preservation of the stream corridors in a relatively natural state allows for fish and wildlife habitat. Wildlife not only acts to increase recreation and educational opportunities but to retain natural balances necessary to maintain clean streams. This continuous open space area also provides sites for future recreational, school and institutional open space needs."³⁷ It is interesting to note that we have spent hundreds of thousands for development of golf courses, baseball diamonds, riding stables, but little for the person who enjoys fishing, hiking and other forms of outdoor nature related pursuits.

Summary of Growth Objectives

The Township is to grow to about 3,500 persons by the year 2000. It also has the potential for considerable commercial, industrial, and transportational expansion. This growth could be accommodated on 5000 acres of ground (or less) if all developments were provided with a full range of water and sewer facilities. Growth in this manner would not seriously affect the agricultural opportunities in the Township since more than 19,000 acres would still be available for farming if the growth were controlled in a compact manner.

The expansion in industrial and commercial developments is related to public expenditures on roads, highways, and utilities. Without these expenditures commercial development will not be significant.

³⁷ MCRPC, Natural Capabilities: Friends Creek Series, op. cit., p. 64.

The total growth expected could take place without adverse affects on the natural environment if substantial portions of natural terrain, especially flood plains and areas with steep slopes are preserved for open space uses.

Growth for the Township is inevitable. It could result in serious problems or it could result in a vastly improved living environment. Which way the Township grows will depend on two things, (1) how successful governments are at formulating growth policy and implementing them; and (2) whether the local governments can match private investment with public expenditures at the rate necessary to create a total environment.

CHAPTER IV

THE PLAN FOR DESIRED GROWTH

A planning program should not merely represent the plotting of past economic and construction trends in order to devise schemes to facilitate current levels of development. If this were the extent of planning in Friends Creek the inevitable result would be mediocre residential development at the expense of agriculture, the quality of the natural environment, and loss of the Township's potential for future expansion in industry, transportation and commercial developments. "Planning rather should strive to determine whether existing trends are in fact creating the best type of environment the area can afford. It should also strive to develop standards for controlling development so that it is consistent with the type of community the people of the township want and are willing to pay for."³⁸

³⁸ Freidmann, John and Alanso, William, Regional Development and Planning, Cambridge, Massachusetts, M.I.T. Press, 1964, p. 3.

The following sections deal with specific components of a development plan for the Township. Each section will include specific objectives, design suggestions, and proposals for land use regulation needed to implement the plan.

The Open Space Plan

Streams, adjoining woodlots, valley slopes, and flood plains are important resources and amenities in the flat central Illinois prairie. For construction and conservation reasons large portions of the natural stream corridors are unsuitable for development.

Before areas can be designed into the plan for industrial, commercial, and residential uses, it is first necessary to determine which areas should be excluded from development. These areas generally should be set aside as open space.

The open space system proposed in this report is composed of all the stream areas subject to flooding, all valley slopes over 25% and small areas of outstanding open space potential. The connection of these valley walls, woodlots and flood plains results in an outstanding continuous corridor of natural environment extending the full length of the township. The ravines which extend from the corridor into the development area would provide residential areas with safe, convenient pedestrian access corridors to the stream valleys which provide the basis for an open space system for Friends Creek Township.

Map 8 (page 59) shows the approximate extent of this open space system and also breaks the corridor down into sub-areas, each with different use potentials. To understand how the open space system would serve the community it is important to look at the functions of the sub-areas.

Area One

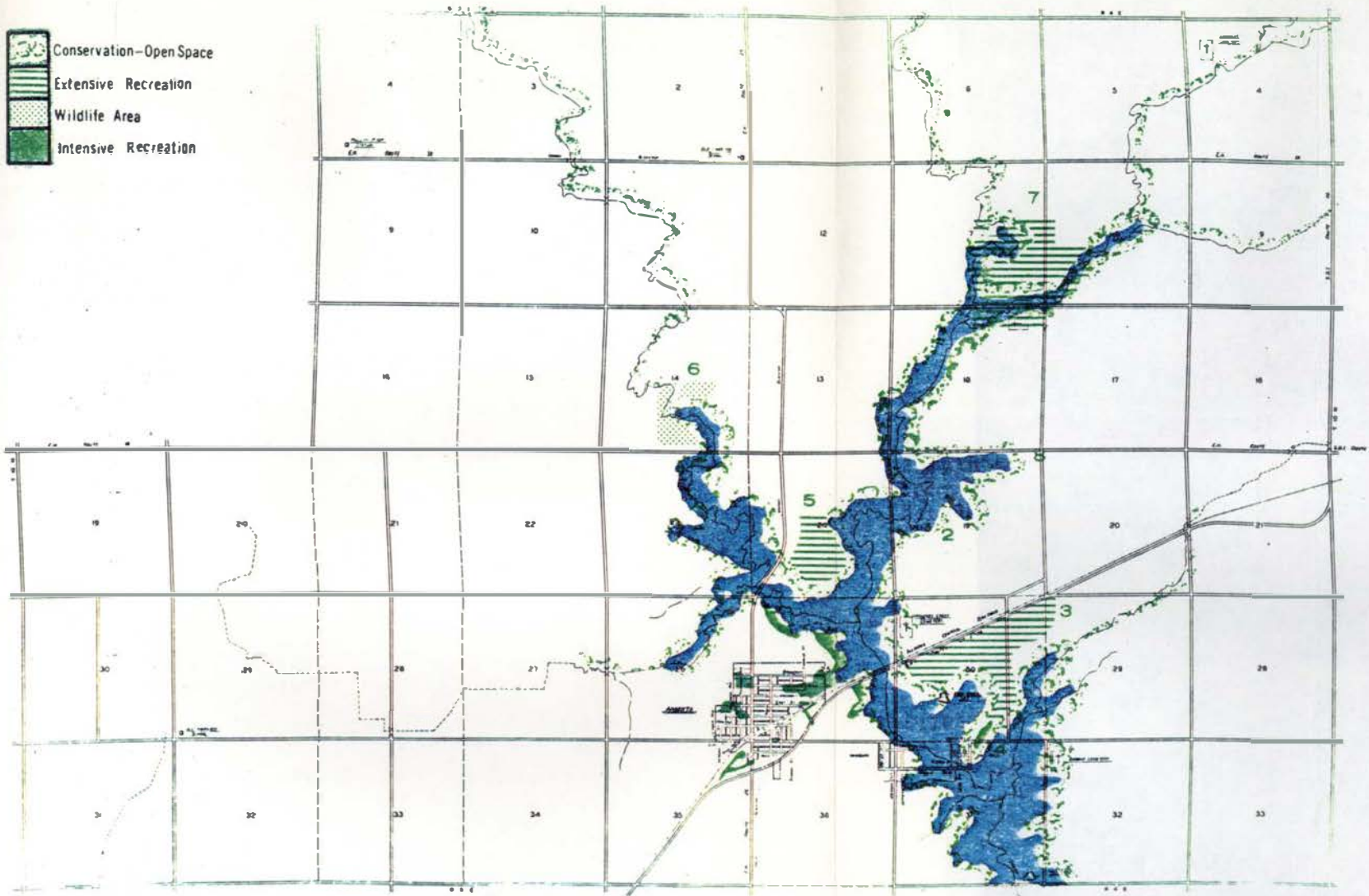
The area oriented in the north-south direction is located in the current floodplain of both Friends and Kickapoo Creeks. All of the blue area on Map 8 represents the subimpoundment to become Friends Creek Reservoir contingent upon the development of the Modified Oakley Reservoir Project. The reservoir will serve four principal functions: a) flood control storage, b) water supply storage, c) sediment storage, and d) outdoor recreation. The reservoir when developed will have 22 miles of shoreline to provide opportunities for fishing, swimming, camping, hiking, and many forms of water oriented recreation.³⁹

Area Two

The forested area surrounding the impoundment represents a 300 foot buffer strip. This natural zone of vegetation will serve as protection for the reservoir from siltation and other forms of pollution.

³⁹ Schellie Associates, Inc., op. cit., (general incorporation of recommendations).

MAP 8: PROPOSED OPEN SPACE SYSTEM



The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

**FRIENDS CREEK
TOWNSHIP
PRECINCT MAP**

PREPARED BY
 MACON COUNTY
 NUMBER OF SHEETS: 5243

Source: The Development Plan for Friends Creek Township,
Macon County Regional Planning Commission

Principal activities suggested for development in the buffer strip are trail systems, overlooks, and boat launch sites. The wooded valley of the streams feeding the reservoir would be protected by drainage easements.⁴⁰

Area Three and Four

These areas will be developed as a roadside rest area for motorists traveling on Interstate 72. The sites consist of about 300 acres which would be developed into an interpretive center, a picnic area, an information center and the historic preservation of Dantown.⁴¹

Area Five

This area, consisting of about 300 acres of land above the conservation pool, will be developed into activity areas for picnicking, hiking, day-use, and the launching site.⁴²

Area Six

This area is a logical location for a wildlife refuge area due to its location on the upper limits of the impoundment. The steeper slopes and the natural vegetation will provide a habitat conducive to various forms of animal life.⁴³

^{40, 41, 42, 43} Schellie Associates, Inc., op. cit., (general incorporation of recommendations).

Area Seven

This area known as Friends Creek Regional Park is now being developed by the Macon County Conservation District. The park will provide 400 acres of open space for hiking, camping, picnicking, day-use, and a launching area.⁴⁴

Area Eight

This is the historical location of the Old Friends Creek Cabin Site, which is the first pioneer development in Macon County. The old stagecoach line runs southwestward from this location following the buffer strip along the reservoir.⁴⁵

Areas Outside the Corridor

The only areas to be developed outside of the main corridor area around the reservoir would be located in the Village of Argenta and would be developed as future park sites in connection with future subdivision development and school sites. These sites should provide the Village with one of the best park systems in the area.⁴⁶

Techniques in Preserving the System

The major problem with developing an open space corridor system is devising a method for preserving the land during a period of rapid

⁴⁴ Macon County Conservation District, op. cit., p. 53.

⁴⁵ & ⁴⁶ Schellie Associates, Inc., op. cit., (general incorporation of recommendations).

urban expansion. It is obvious that the amount of land needed to complete this corridor system is beyond that which could be purchased in fee simple by the Park District or Conservation District without major increases in tax revenue. Further, the Conservation District has no provisions in their present budgets for further acquisitions in this area.

One manner in which this land could be preserved is by use of Conservation Zoning. "Conservation Zoning is not only intended to reserve open space land, but also to prohibit development in areas unsuited for development. These zones would generally be applied only to flood plains and excessive slope areas."⁴⁷ Other counties like Lake County, Rock Island, Winnebago and St. Clair now use Conservation Zoning. Obviously an amendment to the zoning ordinance should allow for the creation of a C-1 Conservation District. Uses allowed in the C-1 zones would be farming, nurseries, fish hatcheries, and forest management programs, Allowable special uses would include stables, swimming pools, marinas, bait shops, greenhouses, orchards, mining, gravel operations, and parking lots when it is illustrated they can be integrated into the open space system without adverse site effects. Permanent building for residences or commercial uses (except recreation related structures) would be excluded.

A second measure needed to protect critical open space areas would be the development of ordinances for both rural and incorporated

⁴⁷ Macon County Conservation District, op. cit., p. 35.

areas prohibiting filling, alteration, or other modifications to flood plain basins or drainage ways serving more than one parcel of land or more than 640 acres, except by permit. To receive such a permit engineering plans and specifications would have to be submitted to the proper officials. This ordinance not only would prevent disruption to natural drainage systems, but also would help to maintain natural areas for open space purposes previously discussed and protect storm drainage systems.

A third method is the use of the Official Map Powers. "The Official Map is a document which delays development for one year (after the developer presents to the public agency plans for development) on sites planned for public use. After this year period the public agencies must either acquire land or drop it off the Official Map. For this reason only the most critically needed areas should be placed on the Official Map, only when it is clear that public agencies will be able to purchase these properties within a reasonable period of time."⁴⁸

Public Acquisition of Open Space Lands

The major method of acquiring open space is that of fee simple purchase. There are two areas where this should now be considered. If money is not immediately available, use of Official Map Powers should be considered on these parcels. The first parcel is between the Boy

⁴⁸ MCRPC, Long Creek Plan, op. cit., pp 45-46.

Scout camp on the south shore of Big Creek Inlet. The second parcel is the parcel on the east side of Lake Decatur on the Oakley Township line.

As stated previously, there is not enough money available to allow the outright purchase of all lands needed for the corridor system. Fortunately the system can be developed without having it all in public ownership.

One method for obtaining use rights to land without direct purchase is by dedication of easement or fee simple title as part of either subdivision or P.U.D. (Planned Unit Development) zoning procedures. Both, to be effective, would require some further changes in the present county ordinances. The P.U.D. procedure is a special use zoning technique where developers dedicate land lying in Conservation Zones or other land poorly suited for development. The developers in turn will be granted higher density development elsewhere in their subdivision. By encouraging the use of P.U.D.'s along the entire system, considerable land can be expected to be dedicated to various public agencies without cost to them. Perhaps the most important fact is that land is dedicated simultaneously with development thus avoiding excessive cost of post development purchase.

A proposed subdivision expansion would require mandatory multiple easement dedications along drainage ways. "A current normal practice along drainage ways is to require 10 to 20 foot drainage easements along streams. It is suggested that a combination of pedestrian,

conservation, utility and drainage easements be required on all significant drainage ways. This would allow pedestrian connections to major corridors from the subdivision and prevent destruction of vegetation and subsequent erosion which results from grading or filling right up to the backs of streams."⁴⁹ Such easements would also protect areas needed for future utility needs. All such easements would be 40 feet or more depending on the stream size and profile.

Another method of acquisition is by purchase of easement. In this method easements can be purchased on bottomland or acquired as part of Conservation Zoning special permits, which will allow access to trails without taking land out of private ownership. Such easement will often be sold or given where the owner is allowed to sell service or products to the public using the land. Examples of such situations include bait shops, Christmas tree farms, concession stands and marinas. The purchase of easement need not only be for pedestrian access, but can also be employed to preserve a natural area with outstanding aesthetic or ecological value.

It is now anticipated that the combined use of the above methods could supply land for the development of the entire corridor over the next twenty years. However, at least every five years the corridor system should be analyzed to see if additional fee simple purchases are needed.⁵⁰

⁴⁹ MCRPC, Long Creek Plan, op. cit., pp 46.

⁵⁰ Public acquisition techniques extracted from Long Creek Township Development Plan. pp. 46-48.

Developing the System and Preventing Pollution

In order to provide an open space system of the greatest utility various considerations must be made for its development and to prevent pollution.

The detailed design or landscaping of the corridor is not part of this report, neither are the detailed plans of who should operate and maintain the corridors. However, several major development treatments should be considered to maintain or create a minimum level of environmental qualities throughout the entire corridor.

- 1) Certain areas should be reforested to prevent erosion and improve ecological and recreational potentials of the area.
- 2) Conservation efforts should strive to improve fishing and wildlife habitats. Planting of wildlife shelters and food sources should be programmed.
- 3) Fishing areas should be developed on the creeks as well as the Proposed Friends Creek Reservoir.
- 4) Aesthetic planting of trees and shrubs along bottom areas are needed to complete the area. Trails should be developed with shelters, picnic tables and camp sites.

It is essential the septic tanks be minimized around corridors and tributaries streams. Therefore, the county should consider adopting septic tank controls similar to the City of Decatur.

Farm practices along the corridor should be consistent with water quality standards. Use of fertilizers should be controlled. Also, the number of points of access that pasturing animals have with various streams should be kept to a minimum. Maintaining stream quality is as much a question of surveillance and public cooperation as code enforcement.

It is anticipated that the open space system described will provide one of the finest recreational systems in central Illinois. Its development will, however, depend on compliance with the plan. It is, therefore, suggested that the plan be sent to the Conservation District, Park District, county officials, and small towns for their comments. It is extremely important also that subdivision and zoning officials understand how the open space system is expected to be developed. Comments should then be the basis for future cooperative efforts in developing the complete corridor.

The Transportation Plan

The system of streets, roads, and highways represents the bone structure on which neighborhood, community and regional plans are built. In Friends Creek it is the roads and railroads which provides the greatest stimulus for industrial and commercial development. Further, the location and use of such streets will determine the convenience, safety, and the attractiveness of residential developments. Therefore, the design of a transportation system is extremely important to the proper development of the Township.

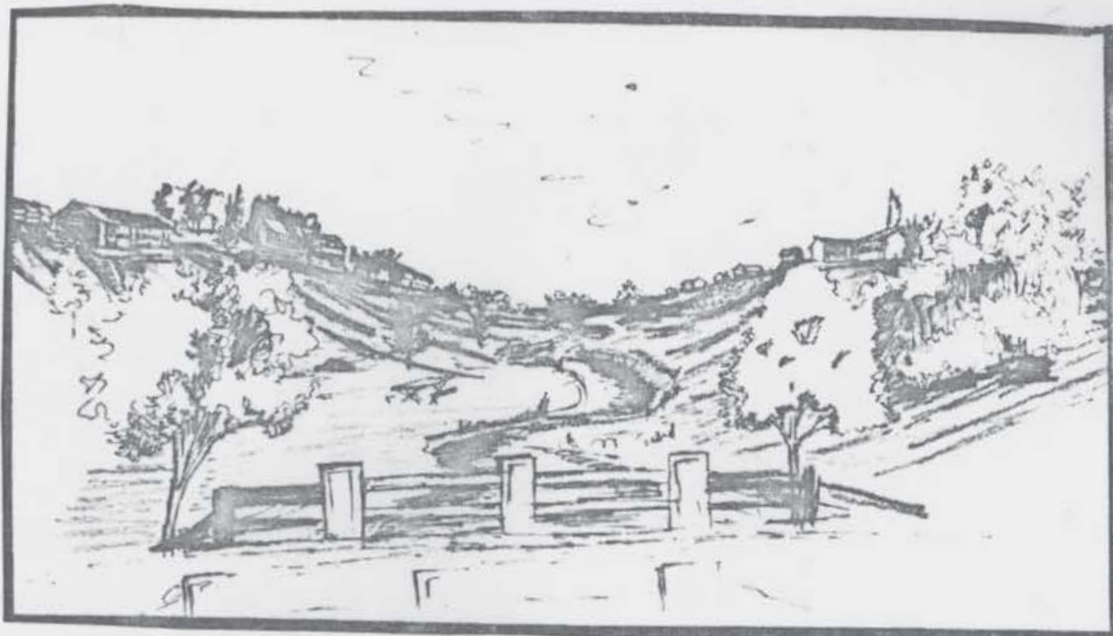


FIGURE 1. OPEN SPACE PROVIDES PLEASANT VISTAS TO ENHANCE NEIGHBORING RESIDENTIAL AREAS



FIGURE 2. A TOTAL OPEN SPACE SYSTEM WILL RESERVE LAND FOR FUTURE INTENSIVE RECREATIONAL NEEDS

Source: The Development Plan For Long Creek Township

Street Plan and Street Classification⁵¹

In this report four major classes of streets will be discussed. These include: highways, major streets or arterials, collectors, and local streets. Streets will be classified and designed so that traffic can be separated and channeled by speed, function and its effect on surrounding development. Figure 3 (page 70) illustrates relationships between residential lot access and street types which will be used as a basis for street planning in the community. Highways, expressways, and freeways all fall under the classification of highways. These roads, are designed to handle state, interstate and regional travel and also serve as by-passes. The location and spacing of highways would be related to state and region needs. Such streets should have right-of-way widths of 180-200 feet and pavement widths in relationship to travel volumes anticipated. Directional traffic lanes should be separated whenever possible. Access would be controlled to the extent practical and the design speed would be from 40-70 miles per hour.

Major streets (arterials) are routes designed for crosstown or inter-regional connections. These roads also serve as high travel commercial and industrial roads. The travel speed is less important than capacity. Major Streets vary in right-of-way and pavement widths. The minimum width of right-of-way should not be less than 80 feet and have pavement width of 34 feet (44 feet if parking is required). Major streets should not have residential or industrial driveways or minor

⁵¹ Street Plan and Street Classification discussion based on general data extracted from United States Department of Transportation's, 1968 National Highway Functional Classification Study Manual, Washington D.C., April, 1969.

ACCESS TO RESIDENTIAL LOTS ABUTTING LOCAL AND COLLECTOR STREETS
(OPEN LAND DEVELOPMENT)

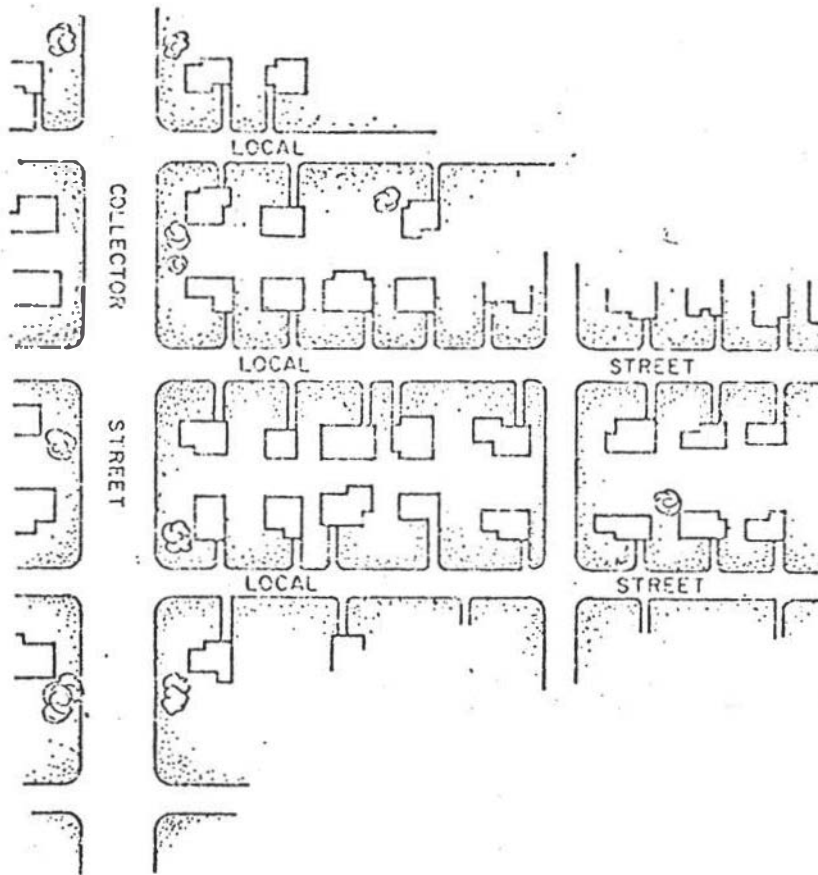
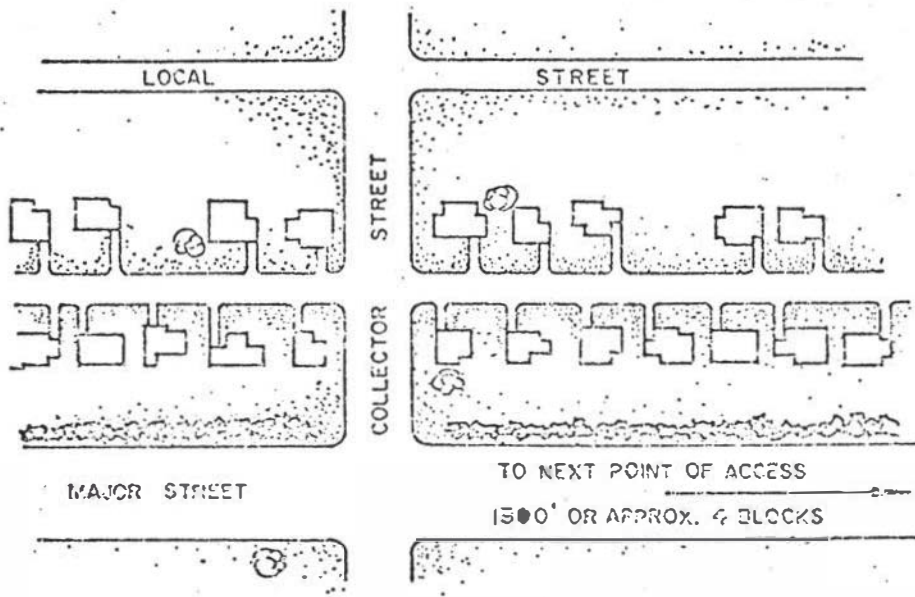


FIGURE 3: RELATIONSHIP OF RESIDENTIAL LOT ACCESS TO LOCAL, COLLECTOR, AND MAJOR STREETS



RESIDENTIAL LOTS ABUTTING MAJOR STREETS
(OPEN LAND DEVELOPMENT)

streets entering directly into them. Generally speaking, at the density of development we are considering for Friends Creek major streets should be laid out at mile intervals.

Collector Streets are designed to collect neighborhood traffic and direct it as directly as possible into major streets. Collectors are not intended for crosstown travel, and therefore, continuous alignment is not necessary and, in some cases not desirable. The collector should be designed for smooth traffic flow with 60-80 feet right-of-way and pavements widths of 34 feet without driveway entrances or 44 feet where driveways are necessary.






Local Streets are designed to provide access to local properties. They should not be designed to permit through-traffic and should only be long enough to provide necessary access service.

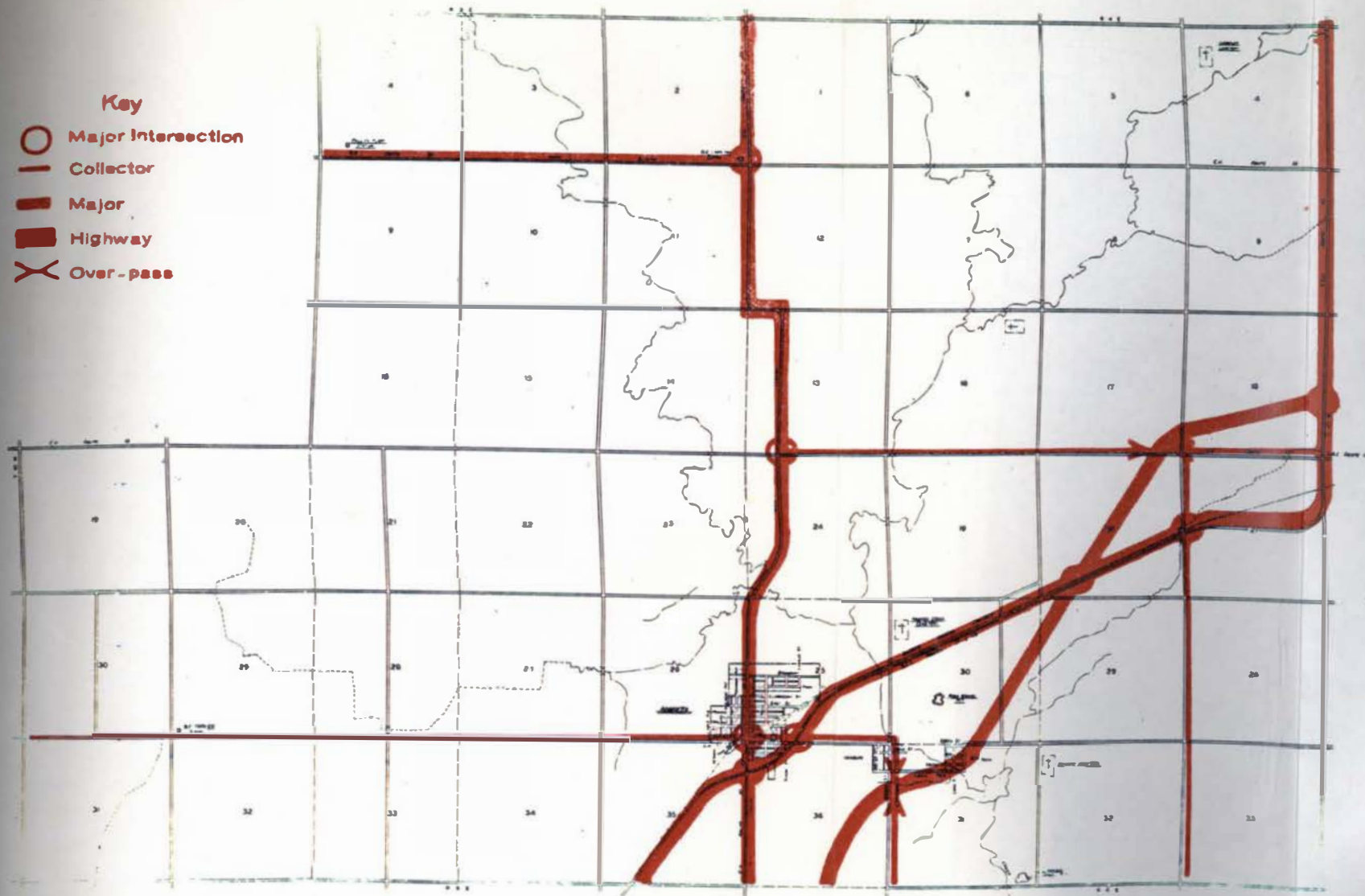
Other special types of streets such as scenic drives, industrial streets, and marginal access roads should be designed at least to collector standards with specific standards related to special use, volumes anticipated and travel speeds.

Map 9 (page 72) shows the application of this classification system to the anticipated development area of Friends Creek. It should be recognized that this is the ultimate system.

The broadest red lines on this map are the highways. This represents controlled access highways, expressways, and freeways. The roads comprising this system would be the entire length of State Routes 47 and 48, Interstate 72, and County Highway 25. These roads will have a right-of-way of 180-200 feet.

12
MAP 9: PROPOSED STREET CLASSIFICATION

- Key**
-  Major Intersection
 -  Collector
 -  Major
 -  Highway
 -  Over-pass



The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

**FRIENDS CREEK
TOWNSHIP
PRECINCT MAP**

AUTHORIZED BY
WALTON COUNTY
ORDER OF SEPTEMBER 1959

Source: The Development Plan for Friends Creek Township,
Macon County Regional Planning Commission.

The medium red lines represent major or arterial streets.

The major street on this plan would be County Highway 38.

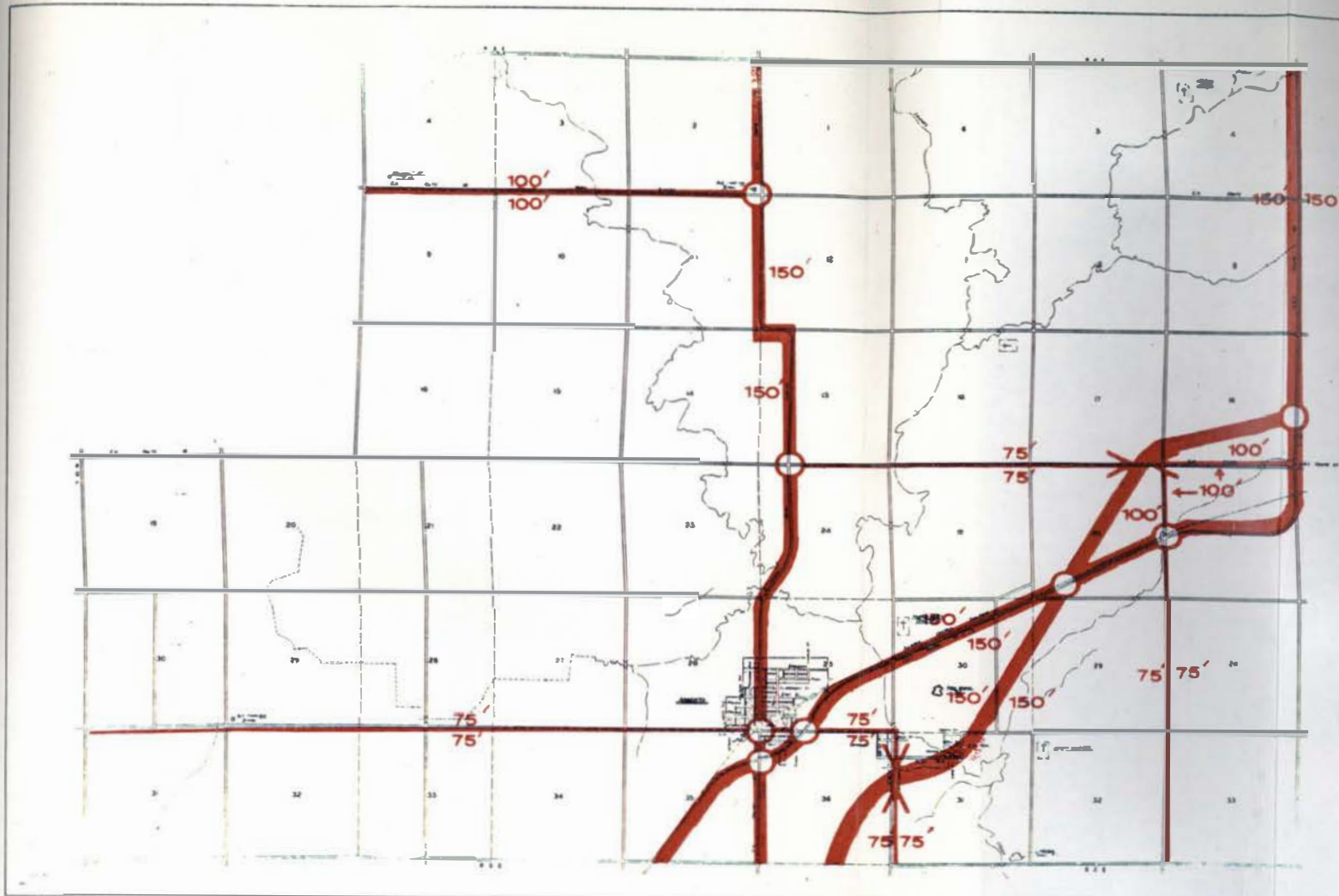
Proposed collector streets are shown in a thin red line.

New Land Use Control for Highway Acquisition and Protection

First, the new sections of right-of-way not now in the metropolitan area road system require protection. One such way is the adoption of an Official Map where these areas are shown. Use of the Official Map would restrict development of land within the path of proposed roads. The governmental body must make plans to acquire land one year after the owner submits plans for development on the site in question. However, there must be a fund adequate to allow the county or Township to exercise the Official Map designation if a developer submits development plans. Therefore, Official Map restrictions must be realistically related to the governments ability to purchase land on one years notice.

Special setbacks are the second control method designed to protect right-of-way of roads that need to be expanded in the future. The special setback has been approved by the Commission but not yet submitted to the Zoning Board. Map 10 (page 74) shows the special setback proposals in Friends Creek Township. Special setbacks would also be used in relationship to proposed intersection designs.

MAP 10: SPECIAL SETBACK REGULATIONS



The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

FRIENDS CREEK
TOWNSHIP
PRECINCT MAP

APPROVED BY
MAJORITY OF
BOARD OF SUPERVISORS

*Setbacks measured from centerline

Source: The Development Plan for Friends Creek Township,
Macon County Regional Planning Commission.

The third control is traffic movement on new roads. Two types of control will be used, (1) driveway access control and, (2) street control. Major roads and highways should have both street and driveway controls while collectors would have driveway control only (see Map 11 on page 76). Since the local government does not have money to buy existing access right-of-way these controls would relate only to newly subdivisional areas. The access control ordinance has already been passed for the county. There should also be special access control in relationship to intersections. These are shown on the red circles.⁵²

Responsibility for Maintenance

To allow for the construction of the new road patterns the county secondary system may have to be realigned. County Highway 25 would become a bypass route, on a twelve foot lane design, (with wider design in residential and commercial areas). As traffic increases it would be converted to a divided highway by adding a median and two additional twelve foot lanes. Once the road reaches a divided highway status, state designation should be considered.

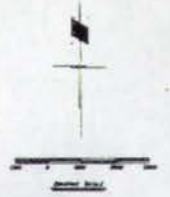
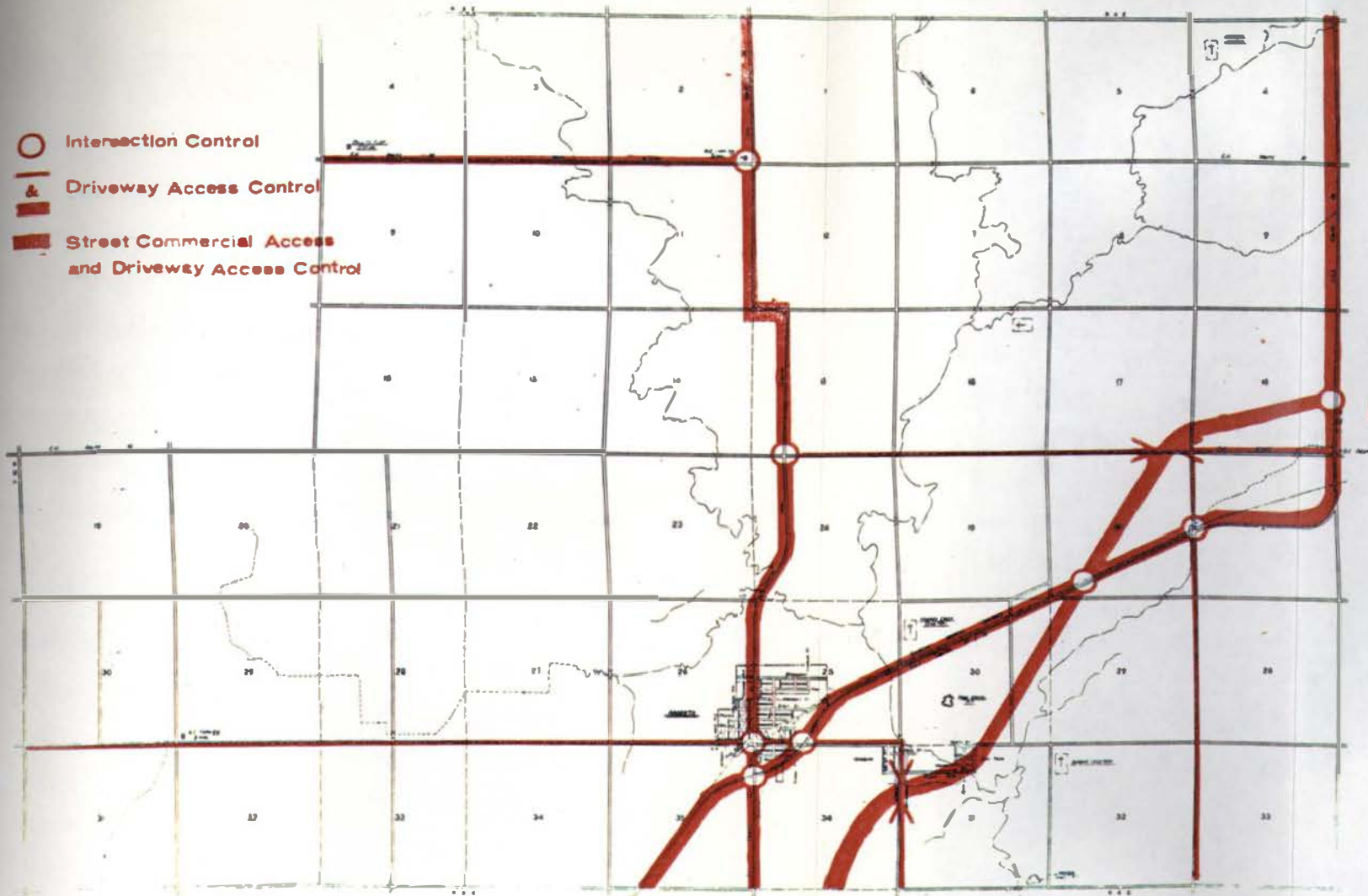
Rail Plan

Since the rail system is static the only significant rail changes would be additional sidings to serve the industrial sites.

⁵² Highway Acquisition and Protection discussion based on highway right-of-way protection data from Traffic Engineering's Tentative Standards for Subdivision Streets, Chicago, Illinois, September, 1964.

MAP 11: STREET ACCESS CONTROL

-  Intersection Control
-  Driveway Access Control
-  Street Commercial Access and Driveway Access Control



The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

**FRIENDS CREEK
TOWNSHIP
PRECINCT MAP**
AUTHORIZED BY
 MAON COUNTY
 BOARD OF SUPERVISORS

Source: The Development Plan for Friends Creek Township,
 Macon County Regional Planning Commission.

The Relationship Between Township Transportation
Plan and D.U.A.T.S. Study

All plans should be reviewed by the D.U.A.T.S. (Decatur Urbanized Area Transportation Study) Committee and their staff. If approved the continuing transportation study should be adjusted to reflect this study. If this plan is rejected then this report should be adjusted to reflect the D.U.A.T.S. study.

Further, continuing transportation planning should provide for center line alignment studies and intersection studies so that the Official Maps, special setbacks and intersection setbacks, and access control can be applied.

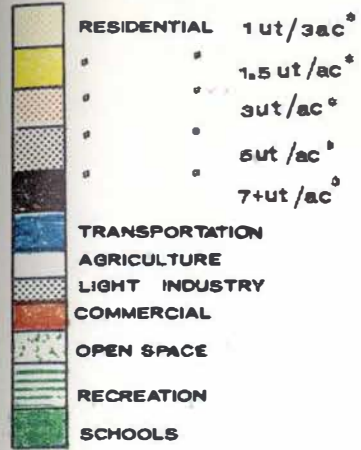
The Plan for Commercial and Industrial Development

Related to other types of land uses industrial and major commercial land requirements (not including neighborhood shopping) are small. These uses, however, require exacting site requirements and are adversely affected by improper surrounding residential development. For this reason, it is appropriate to lay out the industrial and major commercial developments prior to locating and designing areas for residential development.

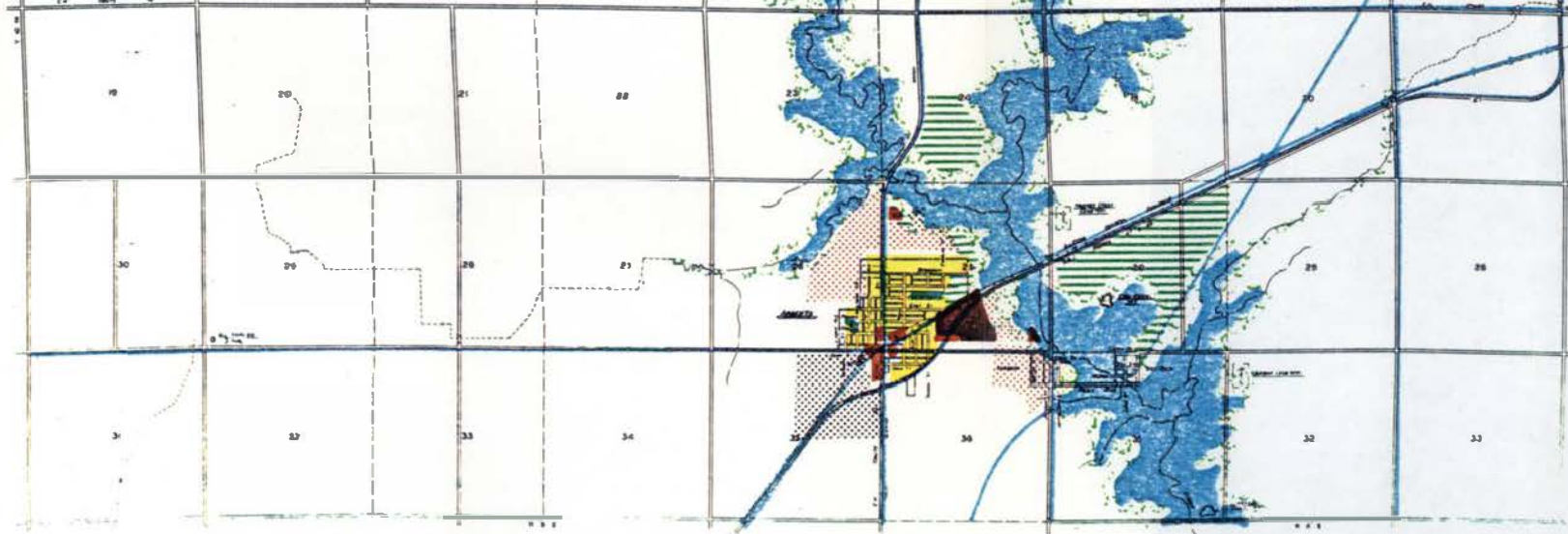
There are several potential industrial sites in Friends Creek Township (note maps 12 and 16 on pages 78 and 103). Zoning changes would be required for all but a small portion of the areas under consideration. Because of prevailing winds and the close proximity to population centers, non-polluting industries must be encouraged. One area would be located south of Elm Street and running southwest along the Illinois

MAP 12: PROPOSED LAND USE TO YEAR 2000

LAND USE KEY



AVERAGE DENSITY



The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

**FRIENDS CREEK
TOWNSHIP
PRECINCT MAP**

AUTHORIZED BY
WACON COUNTY
ORDER OF 3-10-1968

Source: The Development Plan for Friends Creek Township,
Macon County Regional Planning Commission.

Central tracks. Important elements that contribute to the feasibility of this location are close proximity to proposed I-72, the proposed Friends Creek Reservoir, and the fact that it is adjacent to the IC tracks and Illinois Routes 47 and 48. The site would be adaptable to light manufacturing related to rail or rail-interstate freight combinations. The area would need to be buffered from the residential areas to the north.

The second area would be the tract south of Illinois Routes 47 and 48 and west of County Highway 25. Here again the previously mentioned benefit factors are shared. The railroad could be made available by the use of a special siding. A light industry should be the type developed on this tract of land.

It must be emphasized that these sites are in close proximity to the populus and the proposed reservoir and great care must be taken in both design and site planning so expansion can occur if needed. And, development should only occur when a full range of municipal services are available.

There are five sites suitable for neighborhood and recreational oriented commercial developments in the Township. Most of this type of growth is to occur in close proximity to the Village of Argenta or within the Village.

The first area that should be developed is the present commercial core of the Village of Argenta.⁵³ The economic trend of the last

⁵³ Bartholomew and Associates, op. cit., p. 36.

twenty years has resulted in the decline of and the loss of identity of small town service. Recently that trend has been reversing; therefore, incentives should be offered to anyone who wishes to locate his business in such an area. Implementation of a "facelift" to the core area would add a degree of warmth and personality to the character of this rural oriented service center.

The second area is located in the triangular tract encompassed by Illinois Routes 47 and 48 on the south, the Illinois Central tracks on the east, and Elm Street on the north.⁵⁴ The area presents a very logical site for expansion on the downtown commercial area. Future residential areas and traffic patterns would make it ideal for a neighborhood type shopping center. The inclusion into this triangular area of apartment zoning would financially aid a commercial development of this type as well as increase the tax base for the Village of Argenta.

The third site is located at the northeast corner of the intersection of Illinois Routes 47 and 48 and North Street.⁵⁵ The development here will depend largely on expected residential and recreational developments to the east. This site would be well suited for a motel, service station, restaurant and tourist information center facilities.

The fourth area being located north of Newburg and adjacent to the Proposed Friends Creek Reservoir could be utilized as a recreational related commercial property.

⁵⁴ Bartholomew and Associates, op. cit., p. 36.

⁵⁵ Bartholomew and Associates, op. cit., p. 37.

The fifth commercial site is north of the present Village limits on County Highway 25 and adjacent to the Proposed Friends Creek Reservoir. This area could act in the combined role of being both recreational and neighborhood oriented in scope.

All major commercial and industrial sites should be planned as units. It is essential that drainage, utility and road service be very carefully developed in major commercial areas and industrial zoning. It will be essential that subdivision and engineering plans be submitted prior to rezoning. The expense to the developer seems reasonable in that by adopting this plan the county shows its willingness to consider high classification of land with proper planning.

The Plan for Residential Development

Having established a street system, commercial, industrial and open space plans, it now becomes appropriate to design the residential areas into the plan. Early in this report an urban development zone was established and in the last chapter it was ascertained that at a density of 4+ units per acre all neighborhood growth could be accommodated in this zone. It was also determined that only a small percentage of the area was suitable for subdivisions utilizing septic tank systems and individual wells. It was also noted that extensive large lot subdivisions (one acre or more in size) would cause wasteful land consumption, interfere with the normal extension of utilities, and generally inhibit further development. Therefore, the entire development zone in this

plan is recommended for development which provides a full range of community utility service to all lots.

Allotting Density Variations

It is to be expected that there will be considerable variation in the demand for residential land. There will be some who will want the isolation of three acre estates, some the density of easily to maintain city subdivisions of 3-4 units per acre and some the more urban densities for apartments and mobile homes.

For the purpose of discussion this report will break densities into four categories--high density of between 4-7 units per acre, moderate density of between 3-4 units per acre, moderate low density of 1-2 units per acre and a low density of 1 unit per three acres or less. It is expected that because of land values, proximity to water and sewer, high demand rates and unsuitability for septic and well developments that no densities below 2-4 units will result on large areas or for entire subdivisions.

It is expected that there will be considerable demand for apartments and mobile homes. This development can go in the moderate high density areas.

There are several areas which are well suited to higher density developments because of their proximity to future employment centers and roads; their degree of isolation from lower density residential areas; the character of the terrain and the need for high density development to promote nearby commercial development. These areas are shown as dark brown on Map 12 page 78. All of this type of development

is to take place in the Village of Argenta where community utilities are available.

The areas shown as light brown are recommended for an overall average density of 5+ units per acre. It is not intended, however, that the density in this area be uniform. Rather it is expected that the area be a combination of single family units on large lots (1/2 acre to 1 acre or more) and townhouses and small apartments. These areas are in close proximity to ravines and open space corridors. It is planned that the area be developed almost entirely under planned unit development procedures which match the development to land. It is considered that considerable area will be dedicated for easements, schools, or parks in these areas. Higher densities would be exchanged for controls strictly regulating design of subdivisions and reasonable dedication as discussed above.

The author will digress a moment and discuss why it is important to have all the high and moderately high density zoning near the major drainage systems. First, major sewers must run down the drainage systems to allow for gravity flow, such areas are also convenient for major water main locations. By locating higher density development close to these utilities the extra cost involved with extending 10" to 12" pipes throughout the neighborhood is minimized. Second, the areas along the ravines are more wooded and rolling and need more careful site planning which is more easily performed within high bulk lower coverage buildings. Third, large buildings can themselves be better integrated into neighborhoods where there are woods and moderate local relief. Fourth, higher

density along ravines allows for dedication of bottomlands without financial loss. Fifth, high density projects require less grading so natural drainage systems can be preserved. Sixth, high density near streams maximized the direct proximity of people to open space. Figure 4 (page 87) shows one way in which areas along these ravines can be developed.⁵⁶

In the area shown in orange on Map 12 (page 78) the average density would be three units per acre. These areas being flat land further from major utilities are better suited for higher coverage, lower density traditional single family tract development. There is a very little to benefit here from use of the planned unit development, since the maximum variation would be in duplexes or perhaps quadruplexes near school sites and on corner lots.

The remaining residential development (areas in yellow) should be developed as countryside or estate zones. This development would take on a mixture of lots varying in size from 1/2 acre in the best suited locations to 3 acres in the RE-5 estate zone. Such development along the fringes of the Proposed Friends Creek Reservoir would allow the area to be developed with a maximum view of the reservoir without destroying the natural site. Some portions of this area might be developed on individual septic systems and wells at the initial stage of development, but the entire area should be served by water and sewer as soon as possible.

⁵⁶ Reasons for high and moderate density zoning developed through discussions with MCRPC staff, July, 1970.

Policies for Developing the Residential Plans

Because of the demand for urban needs over the next thirty years the Townships growth will take on highly urban characteristics. For this reason there are not large areas for moderate-low or low density development. Such densities should only be permitted in unincorporated parts of the county which are not likely to be annexed to any established community and where the natural environment is well suited to onsite utilities.

It is obvious that the areas cannot be safely or sanitarily developed at higher densities without both community water and sewer. Therefore, if zoning is considered proper outside areas where water and sewer are immediately available, then the subdivision process should require the installation and plugging of both water and sewer until community facilities are available.

Since the area is anticipating a relatively high ultimate density, it is important to provide space for schools, parks, and open space. In order to prevent the development of sprawling residential areas without form or shape it is very important that the area be divided up into neighborhoods each with convenient shopping areas, parks and properly located school sites.

Extreme care should be exercised to minimize traffic through residential areas. It is also suggested that instead of developing entirely single-family areas or complete one-class neighborhoods that

housing mixtures be incorporated in each neighborhood. It is especially important that housing for all age and income groups be provided in the Township.

In the moderate-high density areas housing must be properly designed into the terrain. "The lot sizes should relate strictly to slope conditions. A mixture of housing types is useful to prevent excess grading and vegetation removal. Slopes less than 10% can best be developed for lots of 6000 square feet or larger lots in size. Lots on slopes of 10-15% should be restricted to 20,000 square feet or more and apartments or townhouses may replace single-family development. When slopes reach 15% or more lots should be increased to one acre in size. On slopes over 25% development should be prohibited."⁵⁷ Figures 4, 5, and 6 (pages 87, and 88) illustrate how townhouse (high densities) and low density housing could be compatibly developed with local terrain in an aesthetically and sanitary manner.

A Plan for Neighborhood Facilities

No community plan would be complete without a plan for neighborhood facilities. Schools, churches and quasi-public buildings (townhalls, lodges and etc.) become places for community meetings, cultural activities, and ceremonies. If properly placed and designed they greatly improve the aesthetic quality of the neighborhood and sense of belonging to the residents. Shopping centers increase convenience

⁵⁷ Chiara, Joseph De and Lee Koppelman, Planning Design Criteria, New York, Reinhold Book Corporation, 1969, pp 35-46.

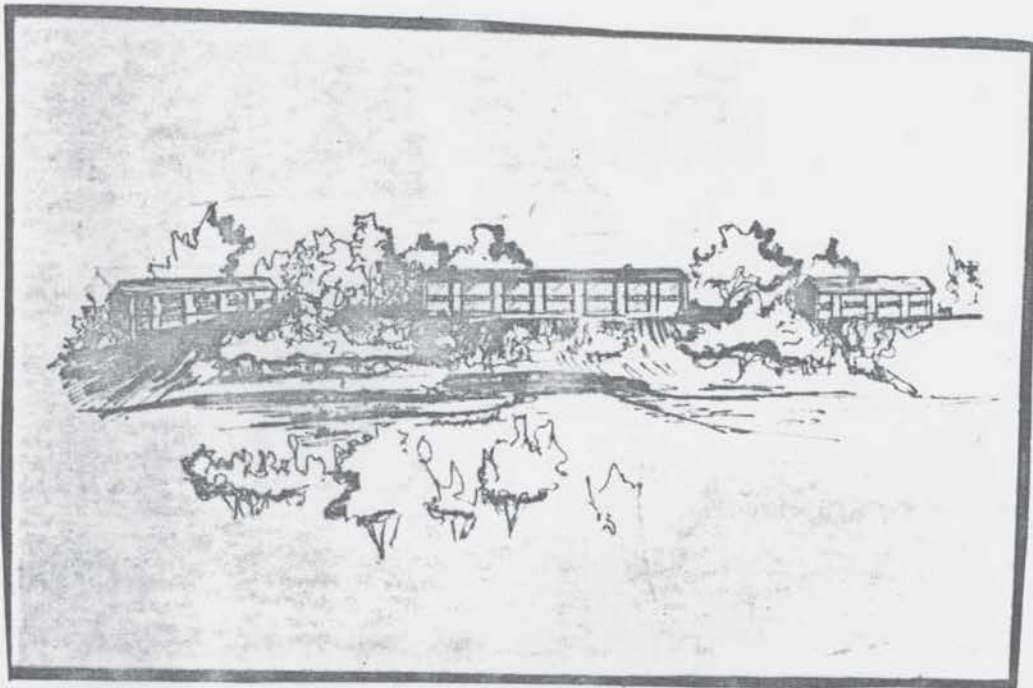


FIGURE 4: AREAS ALONG THE CORRIDOR COULD BE DEVELOPED FOR DENSITY OF 5+ UNITS PER ACRE THROUGH THE USE OF TOWN HOUSE DEVELOPMENTS WHICH RESPECT NATURAL TERRAIN.

Source: Macon County Regional Planning Commission

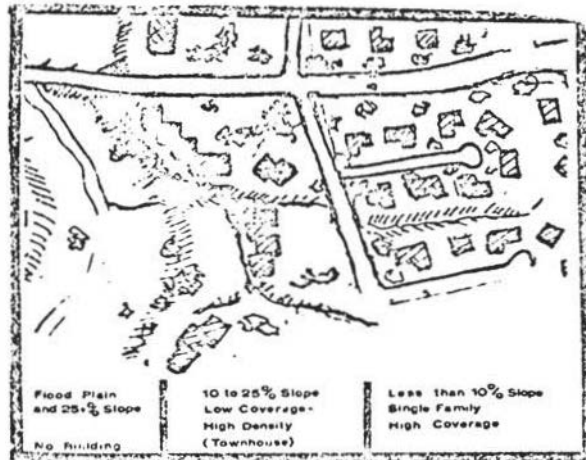


FIGURE 5: HIGH DENSITY HOUSING FOR SANITARY AND AESTHETIC REASONS.

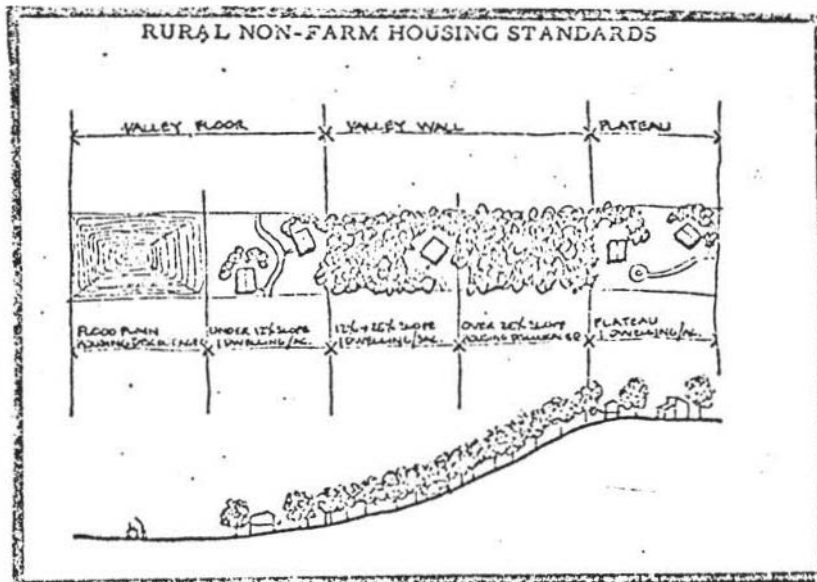


FIGURE 6: LOW DENSITY HOUSING FOR SANITARY AND AESTHETIC REASONS.

Source: Macon County Regional Planning Commission

FIGURES 5 AND 6 REFLECT HOW DENSITY AND COVERAGE (% OF GROUND COVERED WITH BUILDINGS) SHOULD BE VARIED WITH SLOPE. IN FIGURE 5, NO UTILITIES ARE AVAILABLE AND DENSITY MUST BE REDUCED AS SLOPE INCREASES. FLOOD PLAINS AND AREAS WITH SLOPE OVER 25+ SHOULD NOT BE BUILT UPON. NOTE THAT WHEN SLOPE EXCEEDS 12% NO MORE THAN ONE UNIT PER THREE ACRES IS ALLOWED.

IN FIGURE 6 UTILITIES ARE AVAILABLE AND DENSITIES CAN BE MAINTAINED OR INCREASED BY USE OF APARTMENTS AND TOWNHOUSES EVEN AS SLOPE INCREASES. THIS IS DONE BY SETTING HIGHER DENSITY BUILDINGS TO THREE (OR MORE) ACRE LOTS WITH VERY LOW COVERAGE. THE NATURAL CHARACTER AND APPEAL OF THE AREA ARE PRESERVED BY THIS METHOD OF DEVELOPMENT.

livability of neighborhoods, while parks increase beauty and recreational opportunities.

Schools

The present school systems need considerable revision because of gerrymander boundaries and poorly located undersized facilities. If possible, efforts should be made to square off school boundaries. As was pointed out earlier, two additional elementary schools will be required in the Township. These schools should be located in the developing residential areas so small children do not have to cross busy streets going to and coming from school. The high school will have to be enlarged when the population reaches the point where additional facilities are required. The same holds true on the junior high school level.

"It is suggested to minimize land purchases whenever possible new schools should be combined with neighborhood parks. Further, schools should be related wherever possible to the open space system."⁵⁸ The school site should be preserved as part of P.U.D. and subdivision requirements.

Parks

In order to meet increased demands for intensive recreation it is proposed that at least two parks be added to the Village of

⁵⁸ MCRPC, Long Creek Plan, op. cit., p. 71.

Argenta's park system. Much of the land area in open space and park area will come as a part of the Proposed Oakley and Friends Creek Reservoir Project. By utilizing areas preserved for open space and additional planned unit development zoning opportunities it is expected that majority of the park sites will be dedicated to various government agencies.

Religious and Quasi Public Buildings

Church buildings and their respective architectural designs have a beneficial impact upon the character of neighborhoods. It is proposed that subdividers consider these benefits in laying out their developments. Churches should be located on collector streets, on predominant sites where they can be of maximum visual value to surrounding areas and where they can provide service without disruption to the neighborhood. Churches should not be allowed on local or neighborhood streets. If possible, churches should be located next to small commercial centers where joint parking lots can be utilized.⁵⁹ Although no specific locations are suggested on the plan it is assumed that 3-4 sites could be developed by the year 2000.

Neighborhood Shopping Facilities⁶⁰

No neighborhoods are complete without reasonable facilities for convenient shopping. Gasoline stations, laundramats, small grocery

⁵⁹ MCRPC, Long Creek Plan, op. cit., pp 72-73.

⁶⁰ Neighborhood Facilities discussion based on data collected in interviews with MCRPC staff, July, 1970.

stores, delicatessens, beauty parlors and barber shops are only a partial list of neighborhood facilities that make neighborhoods more appealing. The plan shows two or three such centers. These centers should be on major streets bordering neighborhood areas and should be designed compatibly with surrounding residential areas. Advertising signs should be restricted to those necessary to identifying the establishment. Excessive large and flashy signs should be avoided. Building designs and landscaping should be compatible to the residential character of the area. Location near school, park and church sites are ideal if traffic is properly oriented and controlled. The plan calls for a total of 15 to 20 acres for neighborhood shopping sites.

The Utilities Plan

Perhaps the most important element of the plan for Friends Creek Township and the Village of Argenta is the plan for utilities because of the urgency of the situation. High pollution levels along surface drainage areas make it imperative that future growth be facilitated by community utilities and not on site (septic) facilities.

Water

Water can easily be provided from the Village of Argenta without endangering the Village's opportunity for outward expansion or resulting in cost to Argenta residents. Existing requirements for receiving water from the Village of Argenta is annexation to the Village.

All present population projections indicate that the present water supply will be adequate until the year 2000 at which time there will be a 50,000 gallon per day surplus. However, about the year 1985 another study should be made to see if these projections still hold true. The problem for the Village of Argenta lies in the capacity of its present treatment plant. We find that about 1985 there will be a deficit if maximum water requirements are met daily. Unless something is done now, a deficit in treatment plant capacity of some 170,000 gallons per day will exist in the year 2000.

Preliminary costs figures indicate that the Village will need to invest about \$374,000 immediately to bring the plant to a design population of 2000 persons. The additions to the distribution systems that are needed are projected to cost an additional \$200,000 during the period between 1970-1985. Most of this latter investment is in the form of municipal financing, while the remainder of the investment would be obtained through the subdivision process.

Between the period 1985-2000, we find that an additional investment of \$550,000 would be needed to increase the design population of the treatment plant to 4000 and for the extensions to the distribution system. During this period we see that there is a need for \$390,000 in municipal investment with the remainder to come from the subdivision process.

To summarize these needs to the year 2000 we find that there is a need for a total investment of \$1,214,000 with a municipal

financing requirement of \$894,000.⁶¹

Potential Water Reservoir Sites

The Oakley project has potential for one reservoir in Friends Creek Township (see map 13, page 95) which will help to supplement the regional water needs as discussed previously and which will greatly enhance the recreational and economic base of the Township as discussed under the Open Space System. Both the Township and the Village should make efforts to help resolve the difference as concerning the Oakley Project so that the construction phases of the project can start as soon as possible.

Sanitary Sewers

It has been established early that sanitary sewers should be developed simultaneously with development. Map 14 (page 96) shows the preliminary plan for sanitary sewer development in the Village of Argenta. It should be pointed out at this time that the Village is at the point of final design and ready to begin construction early this summer. The Village also has received all grants, except for one from the State, to finance the project.

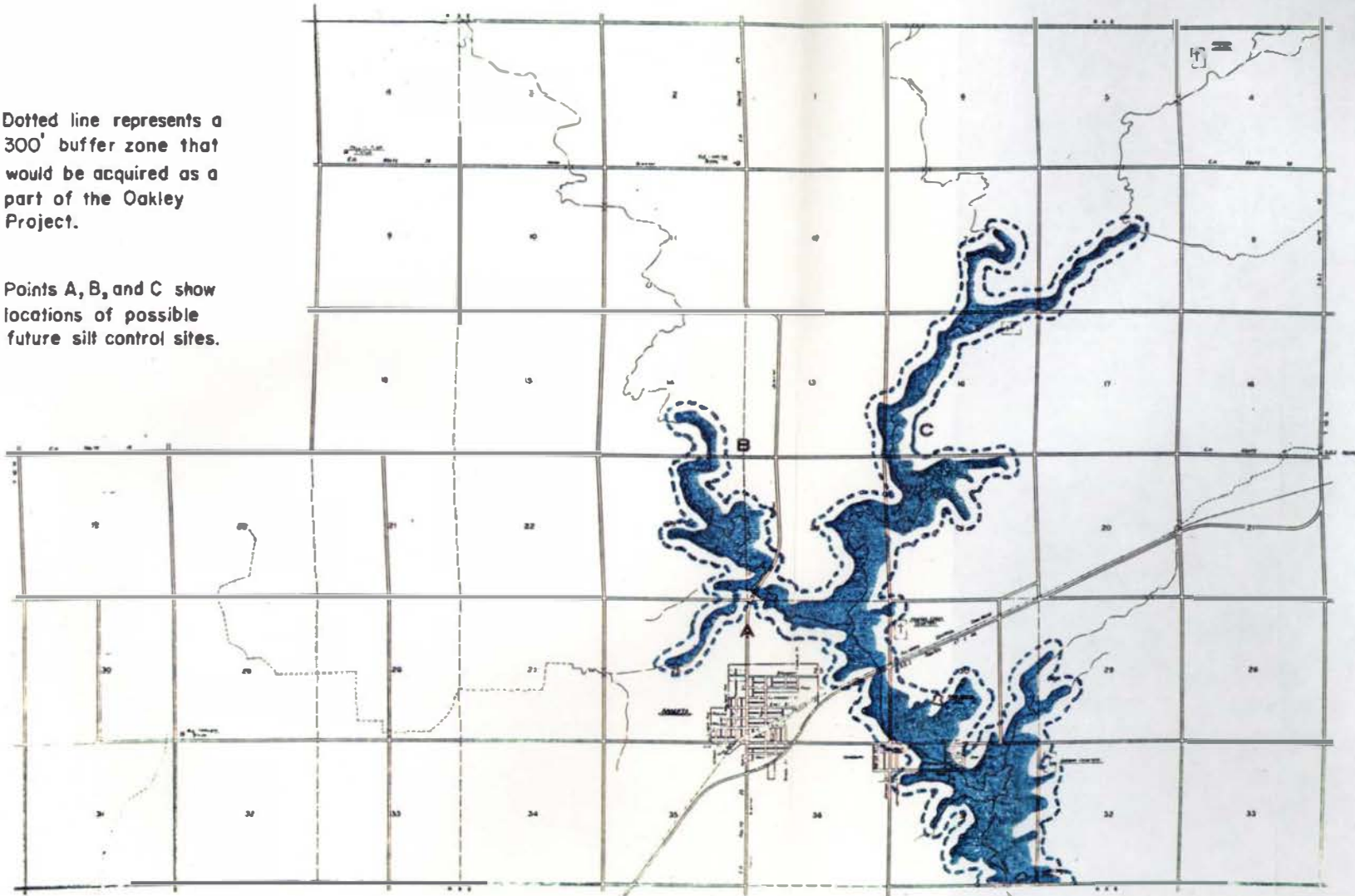
Once the system is built thought should be given to extend the sewage system prior to development. This will eliminate the need for the creation of special assessment districts. Special assessments are an expensive way of providing sewers and they have a disrupting effect on streets and neighborhoods.

⁶¹ Water supply requirements and cost data supplied by MCRPC staff, July, 1970.

MAP 13 : POTENTIAL SURFACE WATER DEVELOPMENT

Dotted line represents a 300' buffer zone that would be acquired as a part of the Oakley Project.

Points A, B, and C show locations of possible future silt control sites.

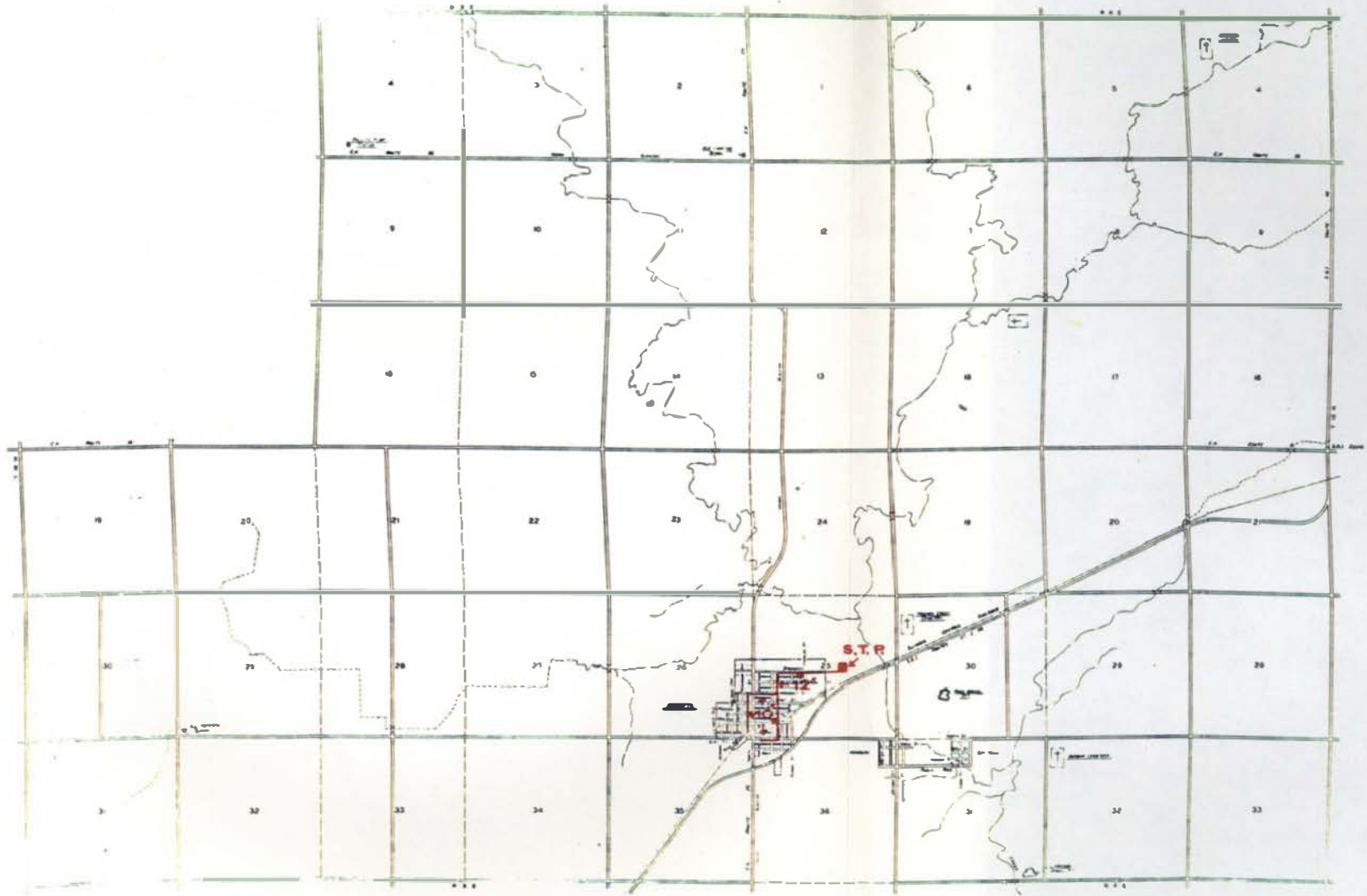


The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

FRIENDS CREEK
TOWNSHIP

Source: The Development Plan for Friends Creek Township,
Macon County Regional Planning Commission.

MAP 14 PROPOSED SANITARY SEWER SERVICE



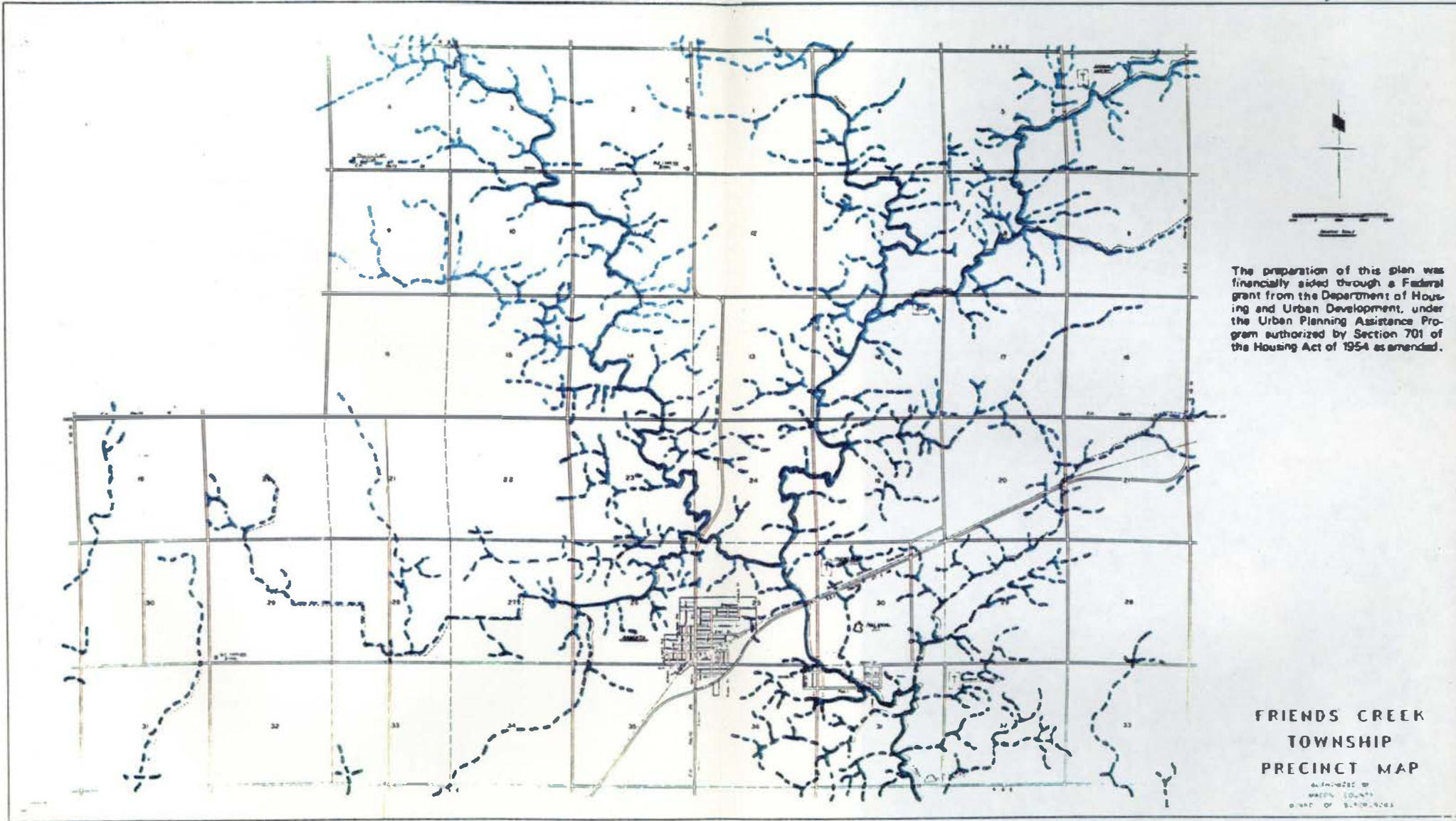
The preparation of this plan was financially aided through a Federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

**FRIENDS CREEK
TOWNSHIP
PRECINCT MAP**

AUTHORIZED BY
MACON COUNTY
BOARD OF SUPERVISORS

Source: The Development Plan for Friends Creek Township,
Macon County Regional Planning Commission.

MAP 15: DRAINAGE PATTERN



Source: The Development Plan for Friends Creek Township,
Macon County Regional Planning Commission.

Studies should be made to show the feasibility of extending sewers prior to development, then the various governments concerned should meet to work out the arrangements and financing necessary to accomplish this goal. The Village itself is topographically well suited to a collection system with a minimum of pumping with the most logical location of a treatment plant east of the schools and north of the IC tracks. Estimates of capital needs based on locating the plant at this site may be recapped as follows:

Immediate needs for treatment plant (3,000 design population) and collection system \$680,000

1975-1985 - extensions of collection system \$420,000

1985-2000 - extensions of collection system \$445,000⁶²

This represents a total investment to the year 2000 of some \$1,545,000 with \$1,081,000 needed in the form of municipal financing. This represents a total investment of \$550 per capita with a municipal financing per capita share of \$350.

It may be noted that as an alternative to initially building the plant to accommodate a design population of 3,000, a smaller plant could be constructed now and additions added to the plant as needed. Such a procedure will cost more in the long run, but would have the advantage of lessening the immediate capital needs. However, in view of

⁶² Sanitary Sewer cost data provided directly through interviews with MCRPC staff, July, 1970. Data provided to MCRPC by R. E. Kiger, Engineering Consultant for Village of Argenta.

the estimated capital needs for water, it may be advantageous to build the larger plant now instead of deferring costs to a later period when the costs of water will be greater. Again, it would seem warranted that the Village initiate a detailed study to set up capital improvement programs to insure that the Village will be able to accomplish its goals.

Storm Drainage

The backbone of the storm drainage system is the natural ravine system; therefore, it is essential that all drainage systems shown on Map 15 (page 97) be protected. To provide necessary protection the Township and the Village should adopt a drainage ordinance as discussed in the open space plan. This ordinance would prohibit the filling, straightening or modification of all drainage areas serving over 640 acres or more than one parcel of ground without permit from the county or Village and without having presented acceptable engineering plans for the work.

To supplement the natural drainage, tiles will be required in certain areas. These tiles should be developed during subdivision at sizes consistent with those shown on the storm drainage plans. "All agricultural drainage systems disrupted during subdivision construction should be repaired or replaced before final plat approval is obtained. The subdivider is expected to absorb the major cost of required drainage improvements."⁶³ The county and Township would only become involved

⁶³ MCRPC, Long Creek Plan, op. cit., p. 79.

in drainage improvements as part of highway and road projects.

It is recommended here that "the natural drainage ways be protected by greater easement requirements and be preserved whenever possible. This is because most of the vegetation is found along drainage ways and ravines; by tiling these ravines much of the natural beauty will be lost. Instead ravines should be dedicated by easement and improved as pedestrian ways and natural sites."⁶⁴

The built up portion of the Village of Argenta is a relatively flat area with the drainage running generally to the northeast. As the northeast corner of the Village the land falls sharply to Friends Creek. There is an existing partial drainage system consisting primarily of field tile.

Drainage could be greatly improved by cleaning and reworking the existing road ditches. This would also involve cleaning and lowering existing driveway culverts and adding some new culverts.

The Plan for Agriculture

Agricultural activities will take place on a vast majority of the lands in the Township. "This land must be protected from increased urban development over the next thirty years because (1) the production capabilities of Macon County's upland soils as related to future food needs of the entire county, and (2) agriculture is a stabilizing influence and major tax payer in the economy of the area."⁶⁵

⁶⁴ MCRPC, Long Creek Plan, op. cit., p. 79.

⁶⁵ MCRPC, Long Creek Plan, op. cit., p. 79.

It is hoped that the farmer will also recognize the benefits he receives by his proximity to a large agricultural market. Responsible farming practices are needed to minimize silt and pollution loads which adversely effect urban and recreational uses. The farm agencies should constantly strive to improve farming practices.

On the other hand urban areas should increase penalties to developers who destroy agricultural drainage systems. Much of the upland farming areas are of little use without elaborate drainage systems which are often destroyed or misused by residential developers.

It is essential that rural and urban interest begin to work more closely on mutual problems.

CHAPTER V

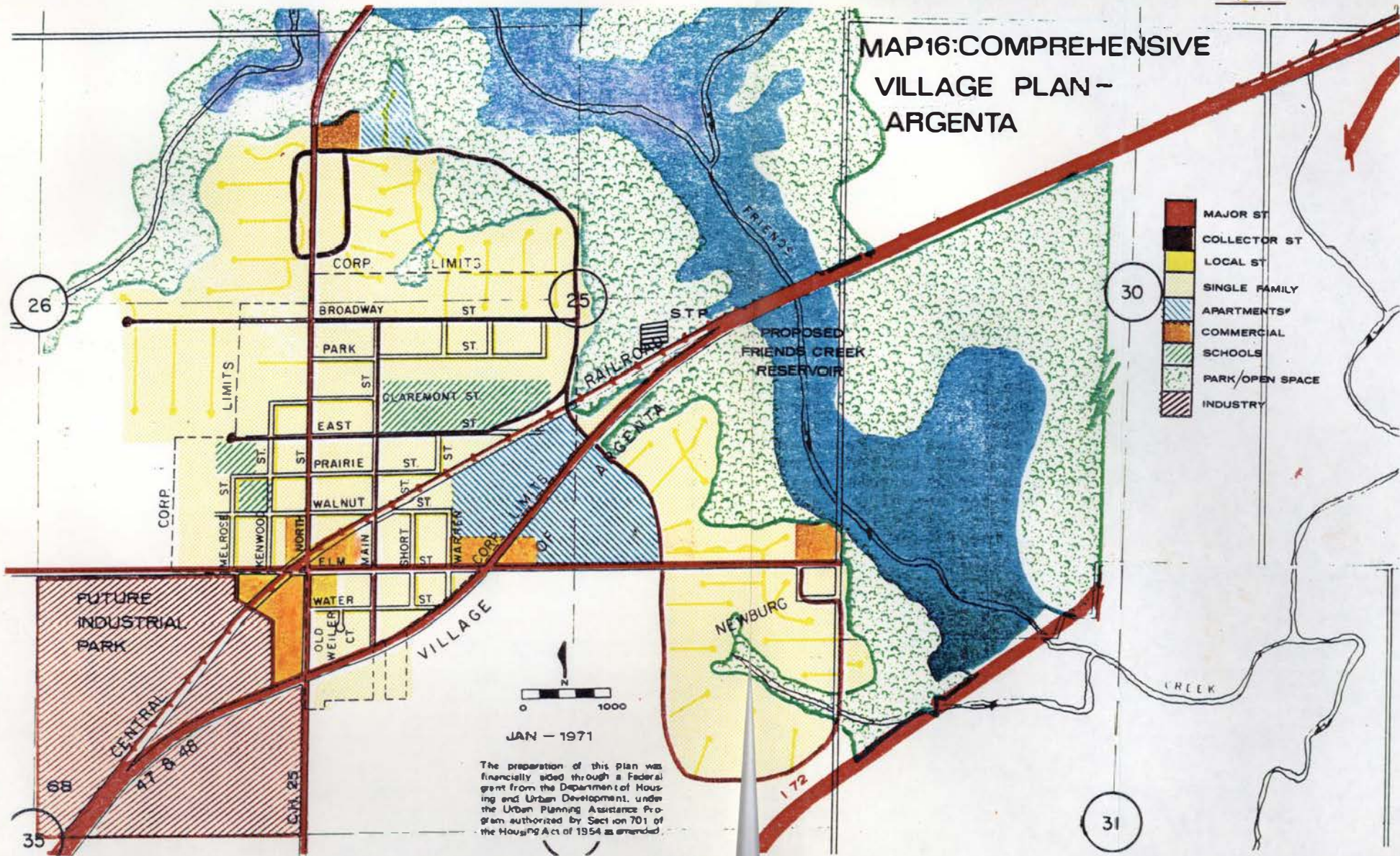
THE VILLAGE PLAN

The Village of Argenta is located in the east central portion of the Township, and typical of many of the communities in the area had its beginning along the railroad tracks. Illinois Routes 47 and 48 also parallel the tracks to the east of the Village. As such, there is some commercial development which is located immediately adjacent to these routes. The residential areas of Argenta are located to the west of the main road; new residential growth has taken place in the southwest and northeast areas of the Village.

"The Comprehensive Development Plan for the Village anticipates that future residential growth would take place primarily in the north and in the southeast along the Proposed Friends Creek Reservoir with some limited growth to the west. Other vacant areas within residential sections of the Village are also expected to be utilized in the future. This type of development is to take place in the future."⁶⁶ Map 16 (page 103) shows the basic plan design for the Village to the year 2000.

⁶⁶ Bartholomew and Associates, op. cit., pp 10-12.

MAP 16: COMPREHENSIVE VILLAGE PLAN - ARGENTA



Source: The Development Plan for Friends Creek Towns, Macon County Regional Planning Commission.

Since the park system was discussed in the open space section of this report, it need not be discussed in this chapter. The same holds true for the utility systems that will be developed for the Village. However, we should take time here to again discuss the proposed street classification pattern. Map 16 illustrates how this classification system would be applied to the Village. As can readily be seen, the major roads of the Village would be I-72, Illinois Routes 47 and 48, County Highway 25, and Elm Street. Main, Park, East, and several new streets would serve as collectors, while the remaining streets would all be classified as local. Major streets should be landscaped to give one a pleasant vista to view when entering the town instead of the stark, barren view that now exists in most small communities in the middlewest. With the proposed subdivision ordinance of the Village, it would appear that much of the additional right-of-way required under this classification can be obtained through the subdivision process and even a majority of the street planting can also be obtained by this method.

"The existing business district should be "facelifted" so to give the downtown a renewed character of a small village center. Such development would give the Village a downtown shopping area which would separate the vehicle from the pedestrian; thus the shopper can enjoy leisurely shopping or take time out to sit and talk to a friend. Parking can be shared by those who are shopping, or utilizing civic center, bank, or cafe' facilities."⁶⁷

⁶⁷

Ideas included in discussion generated by MCRPC staff, July, 1970.

The area at the intersection of North and 47 and 48 has been left for the expansion of community commercial services.

Another aspect of the Village Plan which would represent a new outlook for the Village would be the provision of apartment/townhouse areas to give the Village a more desirable housing mix. While the sites and densities were discussed previously, it might be well here to show how these areas could be developed. One such area is located north adjacent to the Proposed Friends Creek Reservoir. Figure 7 and 8 (page 106) reveal graphic representations of how it might look if developed for two story townhouses. Such development could be designed into the open space system behind it, thus assuring the Village of high quality development in the future.⁶⁸

The southwest sector of the Village has been designated as an industrial park. This area is well suited for such development since it would have good road transportation access with U.S. Routes 47 - 48, County Highway 25, and Interstate 72. It should be developed for light industry and warehousing type development and may be highly desirable for research oriented development. However, no development should take place until a full range of utilities are available on the site. This proposed industrial development will also lend weight to developing the sanitary sewer system on 3000 population equivalent instead of a 2000 P.E.. If the 2000 P.E. is used and any development in the industrial park

⁶⁸ Ideas developed in discussion generated in conjunction with MCRPC staff, July, 1970.

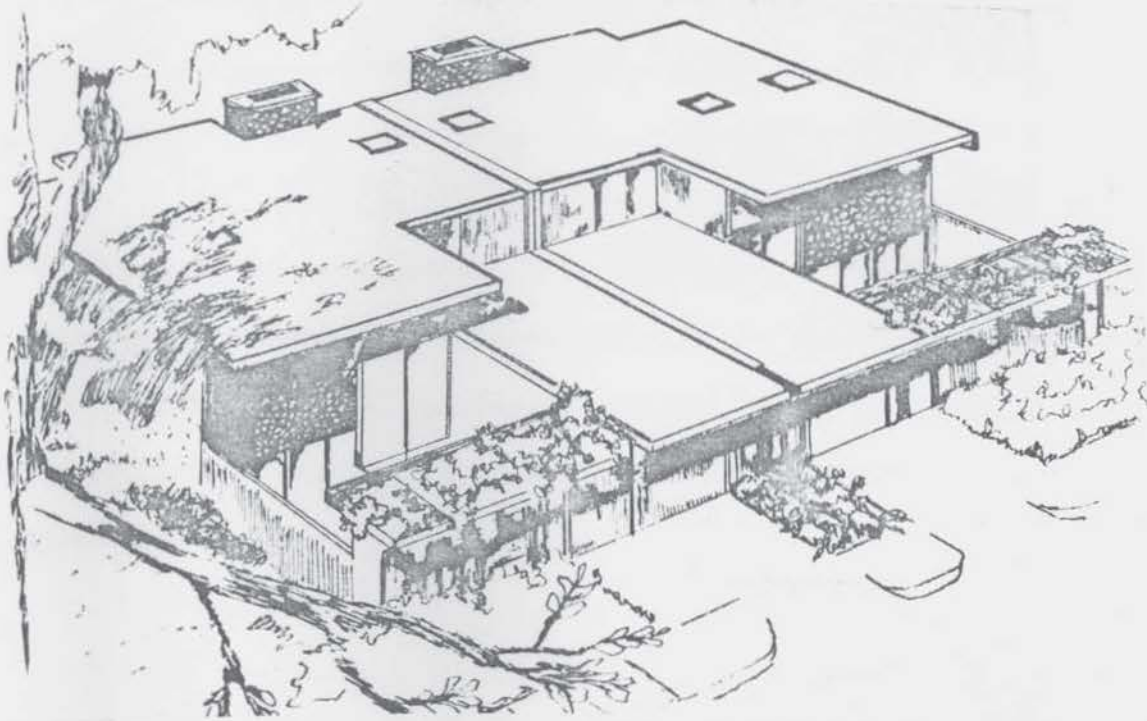


FIGURE 7: APARTMENT AREA PLAN

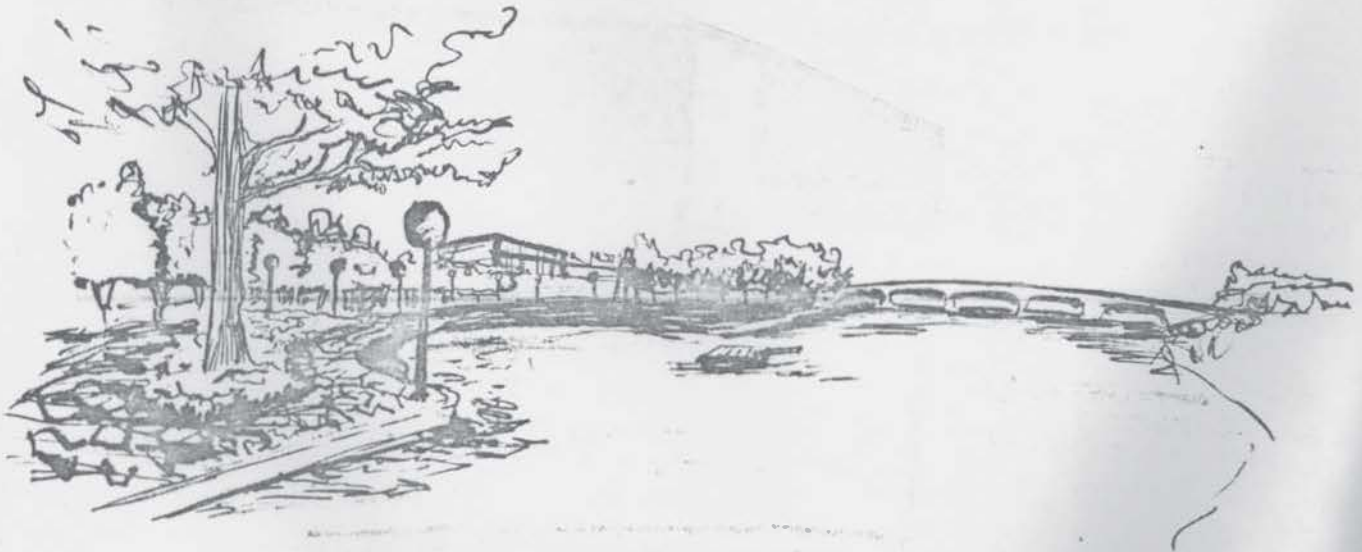


FIGURE 8: TOWNHOUSE COMPLEX DEVELOPED INTO SURROUNDING OPEN SPACE SYSTEM WILL ADD TO THE BEAUTY OF FRIENDS CREEK RESERVOIR.

Source: Macon County Regional Planning Commission

takes place, the Village would soon find itself in the position of having to update its sewer facilities along with its water facilities.

It is felt the Plan presented here will provide the nucleus for orderly community development. It is pointed out that this suggested plan was discussed with selected members of the Village Planning Commission. Their input and cooperation proved to be very valuable in the development of what is hoped will become a blueprint for ultimate planning action.

CHAPTER VI

PLAN IMPLEMENTATION (CONCLUSION)

This report has proposed a Development Plan for Friends Creek Township and the Village of Argenta. The prime recipients of the report are the county, Township, and Village governments. It is, however, designed to be first, but by no means exclusively, the Township and the Village's plan. The question is, since their resources are so small in relationship to the obvious public improvements needed to insure proper development of the area, how can they become prime "movers" in effectuating the plan. The purpose of this chapter is to show how local officials can effectively use their limited resources and also motivate other governments so that the coordinated efforts will effectively influence the growth of the township and the village.

"Municipal governments have two basic resources which if used efficiently should be adequate to influence the rate and direction of future development. The first, is their financial resources from taxes and the second, is their grassroots type of government."⁶⁹

⁶⁹ MCRPC, Long Creek Plan, op. cit., p. 83

Capital Needs Program

The Township and Village can grow as planned only if there are adequate public funds available to match the anticipated private expenditures of the next 30 years. The location of industry and commerce in the area will result in the need for major expansion of the county and the township road patterns to handle the increased traffic. The development of subdivisions similarly will result in the need for increased public expenditures for sewers, schools, and parks. The key for developing the proper relationship of the local governments to the plan is to provide necessary control and capital improvement so that private investments, with reasonable public expenditures, can keep development moving smoothly. Too much dependence on the private sphere results in congested, overloaded sewers and crowded schools; too much public expenditure results in increased taxes. This section sets out broad policies which serve as guides for the development of capital improvement programs for various public agencies to meet the growth needs envisioned in this plan. Neither the Township nor the Village can be expected to provide all of the funds needed for growth, but their resources can provide seed funds which will act as a catalyst to drawing investments of other governments to help resolve the Township's growth needs. The section is a discussion of broad fiscal possibilities related to what needs to be done to realize the plan.

The Tax Base of the Area

The present taxable assessed evaluation for the Township is about \$11,693,500. The estimated increase which would result from the growth potential discussed in previous chapters would raise that taxable assessed evaluation to \$17,750,000 by the year 2000. This would mean that about \$200,000 assessed evaluation will be added to the Township every year.

The present taxable assessed evaluation for the Village is about \$2,450,000. The estimated increase which would result from the growth potential discussed previously would raise that base to \$9,500,000 by the year 2000. This would mean that about \$233,000 assessed evaluation would be added to the Village every year. The job of the Township and the Village is to arrive at a tax rate consistent with the resulting growth needs.⁷⁰

The Problem of a Fluctuating Tax Rate

One problem which inhibits proper financial planning is a fluctuating tax rate. Table 10 (page 111) shows the Township and Village tax rates which were applied over the past few years. It is obvious that the variances in rates have been tremendous.

The Township and Village officials over the years have made conscientious efforts to keep the tax rate to the minimum necessary

⁷⁰ Tax data supplied by Macon County Treasurers and Tax Assessor Officers, August, 1970.

TABLE 10.

TAX RATE LEVIED BY TOWN AND VILLAGE
FOR LAST 20 YEARS

	<u>Township</u>		<u>Village</u>
	<u>Town</u>	<u>Road Fund</u>	
1950	.113	.198	.438
1951	.098	.180	.174
1952	.058	.182	.438
1953	.058	.181	.438
1954	.082	.183	1.160
1955	.086	.183	.777
1956	.0946	.183	.738
1957	.092	.169	.681
1958	.112	.180	.568
1959	.1475	.200	.641
1960	.160	.200	.685
1961	.215	.220	.676
1962	.186	.250	.670
1963	.2114	.300	.653
1964	.1796	.300	.641
1965	.1473	.290	.621
1966	.1587	.290	.601
1967	.1228	.290	.5913
1968	.1020	.300	.5825
1969	.1607	.300	.571

Source: Macon County Treasurer's Office

to meet the operating expenses of the Town and the Village. However, as expenses changed rates have changed, often radically. An undesirable consequence of this fluctuating tax rate is that the area taxpayer never has an idea of what his taxes will be from year to year. But more important, neither the Township nor the Village has been able to make major capital improvements. This was not serious because the capital needs of a primarily semi-rural area were small. The future growth rate of the area points to rapid urban growth with drastic expansion of public facilities. If the tax rates can be stabilized at a median or average figure extra funds can be used for major improvements. A Town tax rate from .1289 to .1475 would seem reasonable.

The .1289 represented the average rate over the last twenty years and .1475 is the figure where half the rates were higher and half were lower. By these same formulas the Village Rate could be stabilized at a rate between .617 and .641; the rate for roads would be .200 to .229.⁷¹

In stabilizing the rate no sudden increases in Township tax rates would be expected and at this rate it is not expected that a backlog of needs would result. Tax rate increases would only take place to compensate for increased operating expenses. This would give the Township and the Village a monetary surplus needed to establish a capital improvement program.

⁷¹ Tax data supplied by Macon County Treasurers and Tax Assessor Officers, August, 1970.

Providing for the Township Highway Needs

With a tax rate which will allow for monetary surpluses (surplus over administrative and maintenance levels of operation) the Township and the Village can make a plan for capital investment in their future.

As most of the needed road improvements in the Township are in connection with the Oakley Project, and little development is expected within the next 5-10 years, it is recommended that the Township adopt the Official Map discussed earlier. Also, the Township should study the feasibility of setting up a long range capital improvement program to allow for acquisition and development of these areas as needed. It should also be remembered that much of this improvement will be accomplished by the U.S. Army Corps of Engineers during the construction phase of the Oakley Reservoir. Thus, the possibility for close cooperation and joint improvement projects exists and should also be studied.

Methods of Increasing Local Revenue⁷²

In considering the methods to be employed to set up this long term capital improvement program, the Township should consider the following alternatives and methods of reaching their desired goals:

⁷² Methods (1-7) of Increasing Local Revenue extracted from Long Creek Development Plan, op. cit., pp. 90-92.

- 1) The first most obvious alternative would be to raise taxes. This, however, would be somewhat inconsistent with the goal of development which states that development should take place but not in a manner that the results are increased tax burdens. The minimum highway rate should however, be re-examined for the whole county.
- 2) A second method would be to increase the percentage of funds spent on new construction and lower the percentage on maintenance function. With increasing annexation to the City of Decatur this may be possible for the Township. If the county would drop some of its secondary roads and concentrate on a higher level system this would also be possible in the county. However, as the county drops roads the Township burden increases.
- 3) Another method would be to use countywide or citywide funds. On projects of outstandingly high priority to the total metropolitan area, citywide or countywide funds can be used. It would seem that some concentration of metro-funds in the Township would be warranted in the improvement of Route 25 as part of an eastside bypass.
- 4) Requiring greater participation by private developers (especially in right-of-way dedication) is another means of broadening revenues. Since much of the area is not

subdivided considerable savings should be possible by using subdivision powers which would require subdividers to dedicate specific right-of-way in accordance with street plans.

- 5) Another method would be to attract state participation. If the bypass experiences significant through-traffic, state designations should be given to it and the ultimate plan should be completed out of state funds.
- 6) Federal funds can also be considered for link improvement. Funds of up to 50% might be available for bypass routes.
- 7) Often bonding is listed as a means for increasing local resources. Actually this is merely borrowing from future resources. Interest rates, however, reduce the long term efficiency of the funds by as much as 20-30%. (This much is eaten up in interest and added administration costs.)

It would seem that a combination of the above techniques could expand local funds of the Township Government.

Sanitary Sewer Improvements

Sanitary sewers are major prerequisites to proper development. The cost of proper extension of sanitary sewer has often presented problems to communities in the past. The major question to be answered is how can the community afford to extend service before development when

there will be little revenue from the extension to justify the construction. This is one area where Township investment could play a significant role. The Township expenditures could pay for themselves in increased revenue from growth while protecting the quality of environment. Provision of appropriate sanitary sewers would allow commercial and industrial development which in turn will stimulate the local growth rate.

A reasonable solution to the problem of when to extend utilities would be to have the community extend major sewers when the Township can afford to extend the laterals. The Village and private developers will be expected to cooperate with the Township in extending the laterals.

This program relates only to the sewer serving those areas outside of the Village of Argenta. If desirable, such areas could later be annexed to the Village.

Water Improvement

Capital improvements for water would be accomplished by use of special assessments, federal assistance and from revenue generated by the sale of water. No tax funds would be involved in the internal system. Much of the needed expansion of the present system can be obtained through the subdivision process. However, as indicated earlier, due to anticipated future water shortages the Village should instigate studies now to anticipate these needs and develop a capital improvement program which will allow the Village to meet such needs.

The Development of Intra-Governmental
Development Policies⁷³

A second major role of the area governments would be to act as a liaison agent between other governmental agencies. There must be some consistency in local government policy governing the development and Township officials should work to achieve this consistency. The following four areas are areas where major policy commitment could be made between various agencies:

- 1) Utilities. It is obvious this plan depends very heavily on utilities prior to construction. Unfortunately utilities can not be provided unless all areas within the jurisdiction of a municipal government (Sanitary District, Village or Town) are capable of providing such utilities. In the future, subdivision and zoning decisions should consider whether necessary utilities can be brought to the property before it is subdivided or rezoned.
- 2) Capital Improvements. The Township will never be properly developed unless school districts, park districts, and sanitary districts can coordinate capital expenditures. School and park sites should be purchased as a unit. Investments in major roads to open up an area must be timed with the extension of major sewer lines. In the past this has not been done and growth has been sporadic and scattered.
- 3) Housing Policies. All governments should cooperate to regulate housing and subdivision. Policies should be set up in such a way that a

⁷³ Points 1-4 and a-g in "Development Policies" developed through interviews with MCRPC staff, August, 1970.

broad range of housing opportunities are available while minimum standards are maintained.

4) Uniform Ordinances. To provide for the growth with the least possible cost and to protect the natural environment it is necessary that the county and municipalities have complimentary subdivision, zoning, and building codes and other development ordinances. The following seven points are areas in which major efforts should be made in providing for more compatible ordinances.

- a) All units of government should adopt a uniform, special zoning setback regulation related to major streets.
- b) All should develop uniform airport height restrictions and other zoning regulations for the airport.
- c) All ordinances should include provisions for flood plain zoning.
- d) All units of government should adopt uniform subdivision and zoning regulations and should periodically work together for review of these ordinances to make sure they are complimentary.
- e) Both the city and county should develop limited road access ordinances and should adopt the plan for access control proposed in this document.
- f) The county and municipalities should adopt Official Map powers and park districts should consider participation in these processes.

- g) All governmental units should draw up capital improvement programs which relate to the desired development of the area so that they can guarantee that their action will be consistent with an overall plan and be properly staged to encourage development at the right time.

Zoning Modifications⁷⁴

The county's major role should be to provide proper controls for development. In the past developments have taken place which were not consistent with good overall development of the Township. To prevent this from happening in the future the county must update its ordinances and it should modify the zoning districts of the township. This would require a Township hearing, at which time the zoning changes proposed on Map 17 (page 120) should be considered. These changes will make the present county zoning regulations consistent with the goals of this plan.

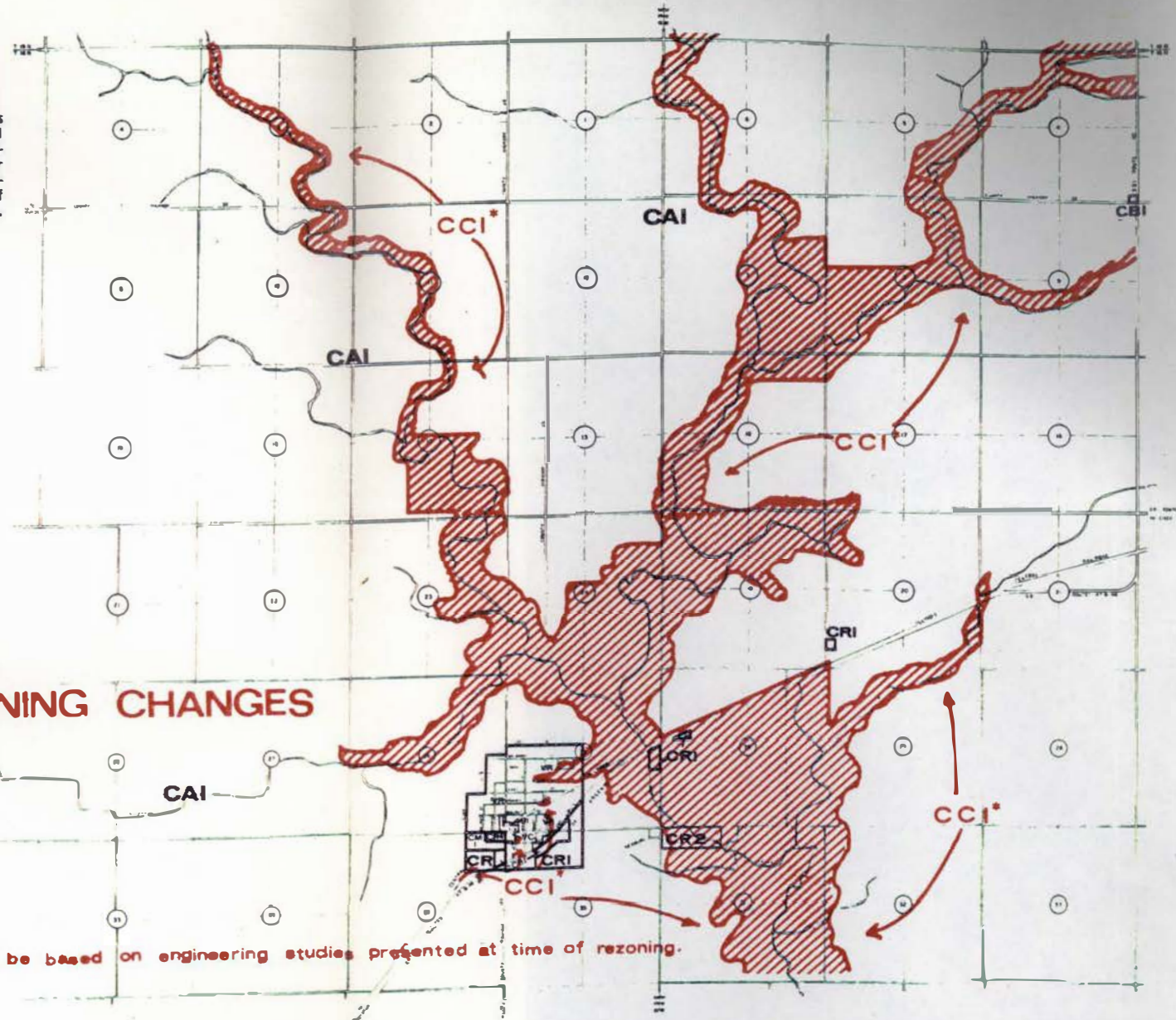
Local governments are changing very rapidly throughout the U.S. and in most cases it is becoming more difficult for the local citizens to understand or become effectively involved in local government. Friends Creek Township and the Village of Argenta still have a grassroots communications system which provides an opportunity for day to day involvement in government on a first name basis. For this reason a Township government should concentrate its efforts to:

⁷⁴ Points 1-4 in "local involvement" discussion developed through interviews with MCRPC staff, August, 1970.

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MAP 17: PROPOSED ZONING CHANGES



* Approximate area - actual delineation will be based on engineering studies presented at time of rezoning.

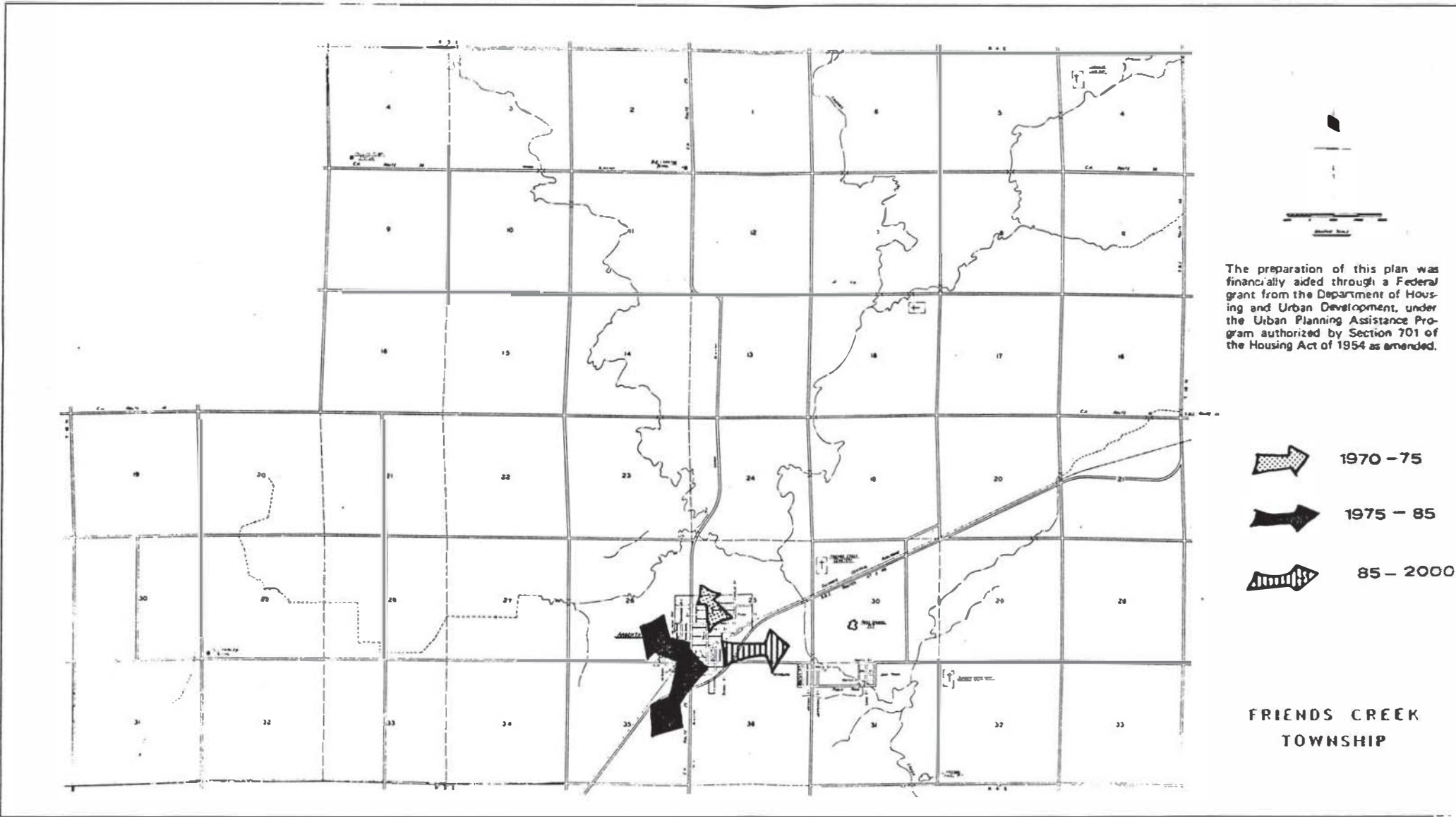
Source: The Development Plan for Friends Creek Township, Macon County Regional Planning Commission.

- 1) act as overseer to see that county special district and city plans are consistent with the plans that is has developed for its areas.
- 2) become coordinator between various levels of government for the development of the local areas.
- 3) act as spokesman or liaison between the local people and the government units.
- 4) act to provide minimum services where city or special district governments can not provide funds for additional services above the minimum where local residents feel the necessity for such services.

Staging of Development

This plan is presented as a guide for future development. It is hoped that it will bring various levels of government together to accomplish common objectives. It will be successful if it provides for consistency of overall growth and if it helps to delineate the proper roles of changing governments in working toward the development of the Township and the Village. Map 18 (page 122) shows how such cooperation could lead to a staging of urban expansion which would allow for development to take place with the proper utilities and services as growth occurs. Further, it is anticipated this paper will provide the nucleus for coordinated expansion and prevent additional proliferation of urban and rural physical development problems which would require complex solutions in the future.

MAP 18 : STAGING OF URBAN EXPANSION



Source: The Development Plan for Friends Creek Township, Macon County Regional Planning Commission.

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