



City of Marshall

1996 Comprehensive Plan

(Includes 2004 Updates and Amendments)

*Acting today to be the thriving center of business,
government and culture in southwestern
Minnesota tomorrow.*



**CITY OF MARSHALL COMPREHENSIVE PLAN
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I.
FOREWORD/EXECUTIVE SUMMARY

FOREWORD AND EXECUTIVE SUMMARY

Marshall's strong roots and sense of community have helped the City become the prominent regional center in southwestern Minnesota that it is today. At the same time Marshall was establishing itself as a regional center, it has seen the composition of its population change, its buildings grow older, its boundaries become broader, and has had its downtown challenged by highway commercial development on the fringe. The City of Marshall, like all communities, is in a state of continuous change. It is this change and the opportunity that comes with it that make community planning important.

The City of Marshall recognized the importance of citizen involvement and broad participation in its development of this Comprehensive Plan. In preparation of the comprehensive planning process, the City assembled approximately 45 individuals that represented the beginning of the Planning Committee. This involvement came in the form of City leaders, City staff, the Planning Committee, and individuals from the broader community. A detailed account of the comprehensive planning process is included in the *Introduction* which follows this section.

This document is organized by key elements of the Plan. The *Background Studies* section is the first element to follow the *Introduction*. The *Background Studies* are organized as follows:

- Population,
- Economic Development,
- Land Use,
- Transportation,
- Municipal Codes,
- Community Facilities,
- Environmental Facilities,
- Historic Preservation, and
- Central Business District.

The *Background Studies* section contains information that serves as the foundation on which the Comprehensive Plan is based. Some of this information includes projections that were reviewed by community leaders, staff, and the Planning Committee. The projections contained in the *Background Studies* section have all been deemed reasonable, however, they are estimates and are subject to conditions of change. Because of this, the Plan should be viewed as a dynamic document, which from time to time should be examined and amended.

A *Community Vision* element is the next component of the document. This is a summary of the community vision statements shared by members of the community during the planning process. The *Goals and Policies* element is the fourth element in the Comprehensive Plan. The *Goals and Policies* establish a set of criteria that will guide decisions affecting the community, and in particular, the use of land. They are designed to protect and improve future development of private and public property. The next two sections, the *General Plan* and *Implementation*, are the last sections in the document. These two elements of the Plan together describe the City's plans for each of the major Plan elements, and summarize steps that the community can take to put the Plan recommendations into action.

The primary purpose of the Comprehensive Plan is to provide a consistent set of goals and policies that will guide decisions regarding land use by both the private and public sector. Decisions made in the past and in the future will have an effect on the need for public expenditure and taxes, on environmental quality, the consumption of energy and land, and other resources. Stability of property values can also be impacted. The *Goals and Policies* that follow are the result of a great deal of citizen involvement. It will be important to review these *Goals and Policies* in order to respond to changes in area conditions, needs, and policies.

GENERAL

The *General* category was created to address those areas that were all encompassing community issues. The primary issues facing the City of Marshall include continued enhancement of Marshall's position as a regional center, and efficient delivery of public services. The City of Marshall also recognizes the need to reach out to the public for a variety of reasons including education, information dissemination, and to create a positive community atmosphere which is evident in the following Goals and Policies.

Goals

Enhance Marshall's position as a regional center in government, education, health care, and other services.

- Encourage a high quality educational system for members of the community of Marshall.
- Encourage and support a civic atmosphere that values all members of the community of Marshall regardless of culture, age, race, creed, color, sex or economic status.
- Recognize, preserve and enhance the strong rural values and work ethic in the community of Marshall.
- Provide for integration of services for a diverse population by promoting agency and activity networks.
- Promote appreciation of ethnic differences and mutual acceptance by enabling effective integration of diverse populations.
- Encourage opportunities for a balanced population with respect to age, economic composition, and racial composition.
- Promote and encourage information dissemination through regional cooperation and modern technology in areas including, but not limited to, community activities, education, business, economic and community development, and entertainment.

Policies

- Recognize the need to address cultural issues proactively by utilizing the forum of collaboration, community education, people for community harmony, and other civic organizations.

- Recognize the diverse population and encourage their participation in city government.
- Identify and encourage the potential for information networking.
- Promote an appreciation for culturally and ethnically diverse populations through community education by cooperating with the schools, social agencies, Human Rights Commission, and churches.
- Recognize and support programs designed to address issues affecting the youth and families.
- Applicable agencies need to recognize and support programs designed to address issues affecting youth, families, the elderly and varied cultures of the Marshall area.
- Create awareness and implement a plan for community leadership.
- Work with educational, community, and religious organizations to promote programs designed to encourage leadership.
- Promote governmental cooperation on a regional basis by working with Southwest Regional Development Commission, The Coalition of Greater Minnesota Cities, Lyon County, and by actively participating in the state legislative process.
- Actively participate in the state legislative process through groups such as the Coalition of Greater Minnesota Cities, League of Minnesota Cities, and Southwest Regional Development Commission.

HOUSING

Housing is an extremely important component in the overall function of the community. Housing makes up a large component of the physical character up of the City of Marshall. Adequate housing, as a basic element is critical to current and future citizens of Marshall. The availability of dwellings and a variety of types of housing is equally important. Factors such as the age of the housing stock and the age of the population are only a couple of factors that determine need. Possible constraints on land and cost of development will determine, to some extent, where this development occurs.

Goals

- Provide a safe, decent, and affordable living environment for all community residents.
- Maintain a high quality living environment in Marshall's residential neighborhoods.
- Support the opportunities for a balanced population by encouraging a variety of housing types.
- Preserve and rehabilitate Marshall's existing housing stock.

Policies

- Discourage the concentration of low- and moderate-cost housing in any one area of the City.

- Encourage the use of federal, state, local, and other available resources in order to promote affordable housing opportunities.
- Provide for opportunities in cooperative planning with adjacent townships in the area of residential growth.
- Promote the availability of affordable housing through the Housing Commission.
- Support the necessary fire, property maintenance codes, health and safety improvements and zoning regulations to allow second story apartments in the downtown area to be upgraded and maintained so that it will provide housing alternatives in the downtown area, as well as to help maintain property throughout the City.
- Support property maintenance codes for all residential units.
- Maintain a balance in the City's housing stock in order to encourage and provide a variety of housing types to serve all phases of the life cycle and all income levels.
- Develop a housing maintenance code to ensure the health and viability of Marshall's housing stock.
- Reduce the potential for flooding in Marshall by working with Lyon County, Area II River Basin, Cottonwood Watershed District, Redwood River Association, and the U.S. Army Corps of Engineers.

ECONOMIC DEVELOPMENT

Economic success is very important to the success and stability of the community as a whole and to the ability of Marshall to continue and grow as a regional center. Economic development is directly linked to desirable services and quality of life issues. Marshall is fortunate to have a strong foundation in its economic base. The available medical facilities and higher educational services add to this existing strength both from the perspective of important services and opportunity for the community. The City of Marshall will have to work hard at continuing to develop their economic base in order to provide opportunities for its citizens and to continue to develop a strong tax base.

Goals

- Maintain and continue development of a strong, diversified, and balanced economic base.
- Maintain a favorable climate for economic development and ongoing business activities.
- Encourage development that brings jobs to the area that broaden the City's tax base.

Policies

- Through the support and cooperation of the EDA, HRA, Chamber of Commerce, and the Industrial Foundation, the City shall promote and encourage quality commercial and industrial development.

- Promote and encourage environmentally sensitive commercial and industrial development through design standards and good site planning.
- Identify and recruit businesses and industries that provide a stable tax base and provide well-paying jobs to Marshall residents by involvement in Statewide and regional economic development programs.
- Continue the use of public/private partnerships to assist in the City's economic development activities.
- Identify and recruit high-tech industries that provide a stable tax base and provide well paying jobs by working with the EDA, HRA, Chamber of Commerce, and Industrial Foundation.
- Create and maintain a list of industries and businesses that could potentially expand in Marshall with a target goal of having one such business relocate or expand each year.
- Strengthen and maintain a diverse retail base through cooperation with the EDA, HRA, Chamber of Commerce, and the Downtown Retail Association.

LAND USE

Land use decisions have an effect on all core elements of a city which in turn have far reaching impacts throughout the community. Economic and physical development, taxes, quality of life and consumption of resources are some of the elements impacted by past and future land use decisions. This includes decisions made by the private and public sectors, on land inside and outside of the City limits.

Goals

- Enhance the community's character and identity.
- Endorse the development of public property.
- Support the orderly growth of residential, commercial, and industrial areas.

Policies

- Maintain and upgrade the City's zoning ordinance, subdivision regulations, and performance standards to promote the efficient use of land and the creation of a strong tax base.
- Promote adequate active and passive open space to meet the needs of the community of Marshall and to establish a positive image for the community by working with the Community Service Board and by developing a parks master plan.
- Support transportation, land use practices, and public safety measures which ensure the safety, welfare and security of citizens.
- Promote and encourage a variety of housing styles and types for those who choose to live in Marshall.

- Design traffic circulation to maintain the residential character of neighborhoods.
- Design and locate industrial and commercial developments to avoid through truck traffic in residential areas.

TRANSPORTATION

Transportation systems should be designed to meet the needs of citizens and commerce. They also have a significant physical impact on the land and on the City's ability to function. It is also responsible for linking us to areas outside of the City boundaries. It is critical that transportation is planned and maintained for efficient and safe movement of people and goods, as well as providing critical links within the community and other population centers.

Goals

- Provide an adequate and safe pedestrian, bicycle, truck, rail, and air transportation system that is designed to support the overall physical, social and economic goals and objectives of the community.
- Maintain a safe and efficient local street system for the movement of people and goods.
- Strengthen and improve regional access to and from Marshall.
- Recognize the disabled population of the City of Marshall and support their disability within the public right-of-way.
- Enhance the aesthetic character of the transportation networks within the City of Marshall.

Policies

- Encourage cooperation with the state, county, and neighboring cities and townships in order to obtain State and Federal highway dollars to develop and construct a regional highway system that links Marshall with other population centers.
- Support and encourage the use and continued development of the municipal airport with assistance from the Airport Commission by implementing the recently developed Airport Study and its recommendations.
- Continue to expand the area bikeways and walkways so they can serve both the transportation and recreation needs of the community.
- Support the enhancement of the aesthetic character of the major roadways in the City of Marshall through securing ISTEA, County, State, and Federal funding where applicable.
- Strengthen and improve the regional highway system to link Marshall to other population centers within and outside the state.
- Endorse strict enforcement of quality building materials, signage, site lighting and landscaping in order to enhance the aesthetic character of the area.

- Continue efforts in achieving accessibility for the handicapped in public areas.

COMMUNITY FACILITIES

Community Facilities which include municipal and government facilities, parks and recreation, schools, churches, medical facilities, and cemeteries, are important to those living within the City of Marshall and to the City's basic ability to function. Adequate service at a reasonable cost is an important balance for the City to achieve. Quality of life, a strong sense of community, recreational opportunities, and economic development are some of the issues that depend on adequate community facilities.

Goals

- Provide and maintain an appropriate number of community facilities that meet the needs of all community residents, regardless of age, sex, race or socio-economic standing.
- Create a strong sense of community that has a high level of services available at a reasonable cost.
- Provide the services and facilities needed to protect and maintain the health, safety, and welfare of all Marshall residents and visitors. This would include fire and police protection, utilities, and services.
- Provide adequate and appropriate recreational and community park facilities, including bikeways and walking trails.

Policies

- Maintain and continue to improve reasonably priced community services and park and recreational facilities through the Community Services Department.
- Create a Working Group made up of city, school, and county entities and community leaders who would be involved proactively in coordinating the sharing of common services.
- Maintain and continue to improve emergency and public safety services, including police protection, and the development of a fire substation C which would serve to protect the northwest area of the City of Marshall.
- Maintain and continue to improve local utilities and services.
- Work with federal and state agencies to develop and improve flood control measures.
- Create a surface water management plan that would include Ditch 62.
- Recognize the importance of youth-based opportunities in the City.
- Examine the possibility of a Community Center.
- Encourage the school district and State University System to continue to provide high quality educational services, facilities, and opportunities to all Marshall residents.

- Maintain a high level of recreational facilities throughout the community.
- Promote passive park and recreational facilities to meet the needs of elderly community residents, persons with disabilities and support the incorporation of cultural elements with the total park and recreation program.
- Work with the Community Services Board to develop a park and recreation master plan that develops recreational facilities consistent with changing community and neighborhood needs.
- Encourage and support long range planning of the Hospital Board and other health related services.

ENVIRONMENTAL FEATURES

Environmental features have and will continue to play a key role in the development of the City of Marshall. Some of the environmental features that make up Marshall translate into development constraints. The primary issue here is the propensity for flooding in certain areas of the City. Marshall experienced three heavy flooding incidences during the summer of 1993. There have also been reports of major floods in the City's past. It will be important for the City to consider this issue in its future development decisions and work toward a resolution. Soils and topography are also environmental issues that must be considered in land use decisions.

Goals

- Protect, conserve and enhance natural resources and environmentally sensitive areas within and adjacent to Marshall for the community's long-term environmental benefit.
- Identify and protect historic community resources including districts, buildings, and historic sites or events.

Policies

- Strengthen flood control measures for the City by coordinating with area and regional efforts and by securing funding for flood mitigation measures.
- Promote all conservation and recycling efforts including both solid waste and water, through community education efforts and user fees.
- Support conservation of natural resources by encouraging a community-wide curbside recycling program.
- Promote protection of wetland areas and establishment of storm water retention areas in urban development.
- Continue to protect water quality through adequate waste water treatment measures and community education.
- The City should locate, protect, and provide for the development of additional high quality water sources for use by the community.

- Promote the development of alternative energy sources through the use of wind, solar, and other renewable sources and provide incentives for conservation of natural resources.
- Maintain high air quality standards in industrial development areas by enforcing state and federal standards.
- Continue to implement and administer programs to preserve, maintain and further enhance natural ecological systems, including: lakes, ponding areas, aquifers, drainage areas, and wetlands with Federal and State assistance when available.
- Continue to strictly control development in floodplain areas of the Redwood River.
- Promote a natural resources master plan to inventory and preserve natural areas.
- Support the Lyon County Historical Society and other efforts to protect and preserve historic community resources.

DOWNTOWN

The Central Business District (CBD) is a very important element in the City of Marshall. The CBD functions as the focal point of the City as well as the center to a regional market that Marshall serves. Marshall's CBD is currently facing important decisions that will set the tone of its future. The opportunities and challenges facing the Central Business District will determine its role in the community and in the region. Many of the goals and policies reflect these opportunities and challenges.

Goals

- Identify the current status of parking in the downtown area.
- Create an atmosphere in the downtown area that is conducive and supportive of housing in the downtown area.
- Encourage appropriate housing opportunities in the downtown area.
- Identify and promote an appropriate mix of retail and service businesses in the downtown area.
- Encourage appropriate redevelopment of the downtown area.
- Promote the cooperation of the public and private sector in redevelopment consistent with the need to maintain a strong downtown area.
- Encourage a positive, vital and unique image for the downtown area.

Policies

- Create a policy which addresses and regulates employee parking in the downtown area.
- Promote adequate customer parking and parking space turnover for all downtown areas.

- Promote adequate downtown apartment parking and a policy aimed at regulating tenant parking.
- Support adequate parking lot circulation patterns which include parking for the handicapped.
- Support redevelopment projects that are sensitive to traffic patterns and circulation to and from the downtown area, and which appropriately consider and do not negatively impact parking.
- Promote additional housing adjacent to the downtown area.
- Promote the use of surveys to aid in the analysis and marketing of the downtown area.
- Support new and/or expanded businesses in the downtown area through staff support and/or financial assistance when possible and appropriate.
- Support community services in the downtown area where it is determined that the services will have a positive impact.
- Encourage and endorse well located public restrooms in the downtown area.
- Encourage a program directed to building owner awareness of building appearance with emphasis on upgrading rear building appearance.
- Create gateways into the downtown area.

II.
INTRODUCTION AND
OVERVIEW OF THE PLANNING PROCESS

INTRODUCTION

The last Comprehensive Plan for the City of Marshall was adopted in 1981. A great deal of change has occurred in the last 15 years, both within and outside the City. That change and other factors combined to render that plan overdue for a major update. This plan reaffirms many strong elements of the previous plan, while recognizing the many challenges that the City will face in the next 20 years and beyond.

This report is intended to not only set forth the research and information assembled through the project and the goals, policies and recommendations that are the heart of the plan, but also to document the planning process that the City of Marshall conducted to complete this plan.

Section II Background Studies includes the findings of all of the research that was completed by the consultants and City staff during the comprehensive planning process. This includes research findings related to demographics and housing. It also includes information related to economic conditions within the community and other issues related to economic development. Historic preservation information is included in this section, along with an analysis of the environmental features within the City.

This section includes the findings of a detailed, parcel by parcel land use inventory completed as part of the project. In addition to land owned by the private sector, the chapter includes a summary of all of the existing community facilities, as well as needed additions and improvements for the future.

The existing transportation system is mapped and described in this chapter. The functional classification of roadways within the City are mapped and described, along with a review of potential changes to this system and roadway improvement projects contemplated and scheduled by Lyon County and the State of Minnesota.

This chapter concludes with a summary of analysis of the Central Business District (CBD). This includes both the inventory and analysis of the physical conditions in the CBD, as well as the results of the market research study completed by the consultants.

Section III, Community Vision includes a summary of the community vision statements prepared by members of the Planning Committee and the public. This section includes both excerpts from actual vision statements and a summary of common elements and themes that were found in many of these statements.

Section IV, Goals and Policies includes goals and policies for all of the Plan elements. These include general community goals, as well as goals specifically directed at land use, housing, economic development, environmental protection, transportation, the CBD and other issues.

Section V, The General Plan includes maps and text illustrating and describing the plans for all of the major elements of the Comprehensive Plan. These include Land Use, Transportation, Community Facilities and Annexation.

The final section is *Section VI, Implementation*. This section contains a detailed summary of the strategies and action steps that the community plans to employ to effectuate the Plan. These steps include modifications to City codes and ordinances, annexation plans, additional planning efforts and studies, as well as a description of the roles and responsibilities of all of the City's boards and commissions.

OVERVIEW OF THE PLANNING PROCESS

Marshall is a community which is blessed with a large and very active group of volunteers. These community leaders and volunteers contribute a great deal of time with a sincere commitment to making the community a better place to live and do business. When the City started to seriously discuss the need to update the comprehensive plan in the Spring of 1993, the Council and staff recognized that a great deal of very good work had already been done by numerous committees and commissions. They resolved to incorporate this work into the comprehensive planning process and to build on this foundation.

The City was also very committed to structuring the planning process in an open manner and to provide meaningful opportunities for community participation. One of the key strategies for facilitating community participation was the formation of the Comprehensive Planning Committee. This committee consisted of the Planning Commission, the Mayor and representatives of the City Council, as well as representatives of the City's other boards and commissions. The Committee was involved throughout the process and truly shaped the Plan through their efforts.

In the Spring of 1993, the consultants met with the staff to design the process, develop a working schedule and to address all of the necessary administrative and logistical details associated with a project of this scope. The formal beginning of the process for the Planning Committee and the public was a **Project Initiation Meeting and Community Issues Forum**, which was held on June 29, 1993.

At the **Community Issues Forum**, the public was invited to identify any issue that they felt was pertinent to the community planning process. This process was facilitated by taking the group through a S.W.O.T. analysis, in which the participants identified strengths, weaknesses, opportunities, and threats that face the community in the future. After all of the small groups had reported their issues to the whole group and every statement was recorded and displayed around the room, the participants were asked to vote for the three statements in each group that they felt were the most important. The results of this exercise were tabulated and reported back to the community; and they served to identify and prioritize the issues that the Plan needed to address.

On August 10th, two separate meetings were held. The first was a meeting with the Downtown Task Force. The comprehensive planning process involves a special focus on the Central Business District and this was the first opportunity for the staff and consultants to meet with the Task Force and discuss this study. In addition to initiating the process with the Task Force, the meeting also involved a meeting with representatives of Southwest State University who were going to conduct a market research study to analyze Marshall's market conditions.

Later the same day, the Planning Committee met with the consultants and the findings of the mapping and analysis of existing land use within the City were presented and discussed. This work included a parcel by parcel land use inventory that had been completed by the City staff and maps that been prepared by the consultants.

The next key step in the process was a **Community Visioning Workshop** which was held on October 25th. At this workshop, all of the participants were asked to visualize the Marshall community 20 years in the future and to describe the features that they believed contributed to their positive vision. This information was assembled and a summary of these vision statements is presented later in this Plan. The key directives from these statements were also incorporated into a draft set of goals and policies.

While the research and background studies were being completed, a draft set of goals and policies were mailed out to the committee members. A workshop was held on November 29th to review these draft goals and policies. Due to the importance of this step and the number and complexity of the issues, this workshop was continued to December 4th.

During the day on December 4th, another meeting was held with the Downtown Task Force. The purpose of this meeting was to review the preliminary results of the market research survey being conducted by Southwest State University.

With all of this information in hand, the consultants proceeded to complete the analysis of the downtown and to prepare preliminary design recommendations and alternative strategies for plan implementation. These findings and recommendations were presented to the Downtown Futures Task Force during the day on February 15, 1994. Later that evening they were also presented to the Planning Committee.

In addition to the results of the Downtown Special Study, the February 15th workshop also included a presentation of the consultant's future land use recommendations. These recommendations are explained and illustrated later in this Plan. The strategies related to annexation and the orderly extension of community boundaries are explained in the Implementation section of this Plan.

The comprehensive planning process culminated in an open house on February 28, 1995. The open house provided community residents and business owners the opportunity to review the Draft Comprehensive Plan, as well as large copies of all of the Plan maps.

The Marshall Planning Commission held formal Comprehensive Plan review meetings on March 23rd, 1995, March 28, 1995, April 10, 1995, March 27, 1996, and April 17, 1996. On June 5, 1996 the Commission held a Public Hearing on the "Draft" Plan and recommended approval of the Comprehensive Plan to the City Council. The Marshall City Council held a final Public Hearing on July 22, 1996 and formally adopted the 1996 Comprehensive Plan.

III.

BACKGROUND STUDIES -- INVENTORY & ANALYSIS

POPULATION AND HOUSING

Population and housing statistics are an important component of the Comprehensive Planning process. These statistics give a demographic snapshot of what kind of place Marshall was, and is becoming. The use of these statistics can help plan for the location of parks, community facilities, and other land use types. They can also be used to point out needed policies regarding the kind of housing to be located in the community, the types of park and recreational activities that should be programmed, and other measures reflecting the demographics of the community.

Population

Table 1 shows Marshall's population for the period 1930 to 2000, as well as the population for the surrounding Townships and Lyon County. Although the City grew consistently during the period 1930 to 2000, the rate of increase was largest from 1960 to 1970. Since the 1980's, the rate of increase has leveled off dramatically. This is partially due to the trend toward smaller families and a general aging of the population.

Over the past 30 years, Marshall's population grew at the expense of the surrounding Townships, as most of the townships declined in population (although Lynd Township has shown increases on a consistent basis). These Townships' decreases are again due to the trend toward smaller families, as well as a decline in the farm population. Increasingly, fewer people farm, and retiring farmers often move to urban areas or warmer climates.

**TABLE 1
CITY OF MARSHALL
POPULATION CHANGE
1930-2000**

CITY AND COUNTY

	City of Marshall	% change	Lyon County	% change
1930	3,250	--	19,326	--
1940	4,590	41.2%	21,569	11.6%
1950	5,923	29.0%	22,253	3.2%
1960	6,681	12.8%	22,655	1.8%
1970	9,886	48.0%	24,273	7.1%
1980	11,161	12.9%	25,207	3.8%
1990	12,023	7.7%	24,789	-1.7%
2000	12,735	5.9%	25,425	2.6%

TABLE 1 (continued)
CITY OF MARSHALL
POPULATION CHANGE
1930-2000

TOWNSHIPS

	Clifton	% change	Grandview	% change	Lake Marshall	% change
1930	476	--	533	--	564	--
1940	498	4.6%	533	0.0%	517	-8.3%
1950	427	-14.3%	438	-17.8%	688	33.1%
1960	425	-0.5%	449	2.5%	822	19.5%
1970	369	-13.2%	381	-15.1%	759	-7.7%
1980	334	-9.5%	332	-12.9%	570	-24.9%
1990	291	-12.9%	345	3.9%	511	-10.4%
2000	288	-1.0%	317	-8.1%	517	1.2%

TOWNSHIPS (continued)

	Lynd	% change	Stanley	% change	Fairview	% change
1930	664	--	434	--	585	--
1940	723	8.9%	432	-0.5%	559	-4.4%
1950	680	-5.9%	407	-5.8%	569	1.8%
1960	379	-44.3%	375	-7.9%	685	20.4%
1970	400	5.5%	360	-4.0%	680	-0.7%
1980	458	14.5%	299	-16.9%	561	-17.5%
1990	468	2.2%	294	-1.7%	513	-8.6%
2000	471	0.6%	254	-13.6%	485	-5.5%

Source: U.S. Census, 1930-2000

Results of the 2000 Census show population losses for many rural Minnesota communities. Growth that did occur in Greater Minnesota was primarily in counties that have larger cities that serve as regional trade and employment centers, such as Marshall. Lyon County was one of the few counties in Southwest Minnesota that experienced overall growth during the 1990's as shown in Figure 1. The areas that experienced the greatest population losses in Minnesota are located primarily in the southern, western and northwestern parts of the state, those most dependent on agriculture.

Figure 1

Population Change 1990 to 2000

Source: U.S. Census Bureau

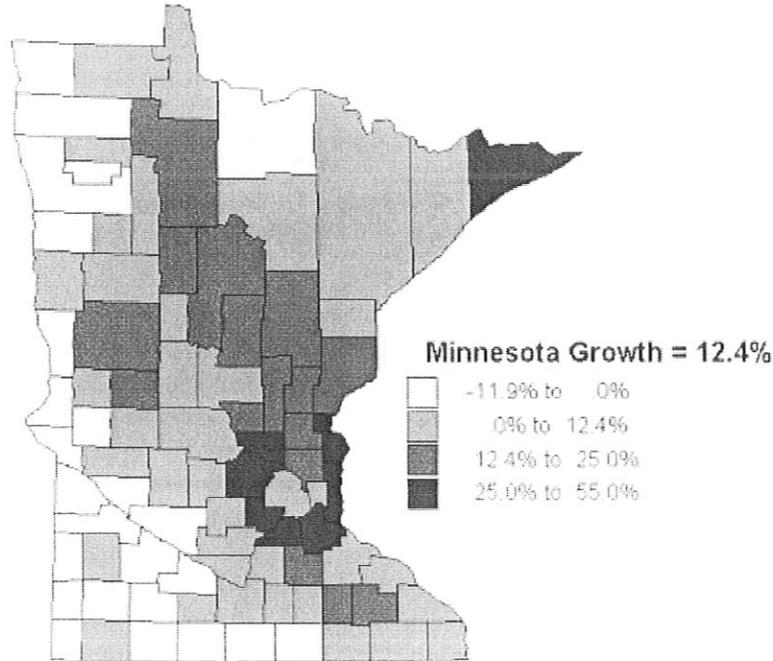


Table 2 shows Marshall's population by age for the years 1990 and 2000. In 1980, the median age in Marshall was 25.5. It climbed to 28.5 in 1990; and had increased to 30 by 2000. The State and County averages in 1980 were 29.2 and 30.5, respectively. These increased to 35.4 for the State and 34 for Lyon County in 2000. Although Marshall's median age is low in comparison to the County and State, the fact that it increased over the past 10 years reflects the general aging of the population and decreasing family size.

The 20 to 29 year old age group is typically the group that is starting out on its own and putting stakes into the community. Members of this age group, particularly in the upper end, are beginning to enter the family formation years, thus continued drops/increases in this age group may indicate declining/increasing school enrollments in the near future. Marshall experienced a 2.6 percent increase in this age group from 1990 to 2000. Although not a large increase, it is significant because this age cohort declined 8.3 percent the decade before.

The 30 to 49 year old age groups tend to be looked at as the new generation of community leaders and business owners, and their children are found throughout the school system from kindergarten to 12th grade. These age groups also tend to be active in the community and demand high quality services for their children and families. However, these age groups also tend to be highly mobile and may move away from a community to find better opportunities. There were mixed indicators within this age group in Marshall. There was a 5.3 percent decline in the number of 30 to 39 year olds, but a 40.4 percent increase in those aged 40 to 49.

Persons in the 50 to 64 year age group tend to be empty nesters and may begin to abandon homes with several bedrooms and two or more stories for lower maintenance, two bedroom units, often on one story.

The Housing Market Analysis and Demand Estimates prepared by Maxfield Research, Inc. for Marshall estimates the 45 to 54 age group will increase by 28 percent between 2000 and 2010. It predicts the 55 to 64 age group will experience the greatest increase, with 54 percent growth. Because of increases in these groups, the study projects an increased demand for move up and alternative housing styles, such as townhomes.

Although there was a 9.2 percent increase in persons aged 70+, this is down significantly from the 49.2 percent increase in this age cohort experienced in the 1980s.

TABLE 2
CITY OF MARSHALL
POPULATION BY AGE COHORT
1990-2000

Age	1990 Population	Percent of Total	2000 Population	Percent of Total	Percent Change
0-9	1,712	14.2%	1,657	13.0%	-3.2%
10-19	2,044	17.0%	2,104	16.5%	2.9%
20-29	2,541	21.1%	2,607	20.5%	2.6%
30-39	1,739	14.5%	1,647	12.9%	-5.3%
40-49	1,191	9.9%	1,672	13.1%	40.4%
50-59	825	6.9%	1,049	8.2%	27.2%
60-69	809	6.7%	730	5.7%	-9.8%
70+	1,162	9.7%	1,269	10.0%	9.2%
Total	12,023	100.0%	12,735	100.0%	5.9%

Source: U.S. Census, 1990 and 2000

Table 3 shows the population, households, and persons per household in Marshall for the decades 1970 through 2000. While the persons per household have decreased steadily since 1970, the number of households in the City has increased. Again, this follows national trends toward smaller families and more single person households. As this trend continues, there will be a continued demand for housing in the City even though the population may continue to decline.

TABLE 3
CITY OF MARSHALL
PERSONS PER HOUSEHOLD
1970-2000

<u>Year</u>	<u>Households</u>	<u>Population</u>	<u>Persons per Household</u>
1970	2,758	9,886	3.58
1980	3,902	11,161	2.86
1990	4,453	12,023	2.70
2000	4,914	12,735	2.59

Source: U.S. Census, 1970-2000

SCHOOL PROJECTIONS

Table 4 shows enrollments for the Marshall School District for the school years 1995-96 through 2002-03. These figures show that school enrollment increased from 1995 to the 1997-98 school year, then dropped slightly through the 1999-00 school year. Enrollment increased again in 2000-01, but declined again through the 2002-03 year. The District does not currently have future projections available.

According to the Maxfield study, the modest school enrollment growth, compared to the strong household growth, supports the notion that much of the growth in Marshall is among older households without children. This is supported by the age trends discussed above.

TABLE 4
MARSHALL SCHOOL DISTRICT
SCHOOL ENROLLMENT
1995-2003

<u>Year</u>	<u>95-96</u>	<u>96-97</u>	<u>97-98</u>	<u>98-99</u>	<u>99-00</u>	<u>00-01</u>	<u>01-02</u>	<u>02-03</u>
Students	2,399	2,429	2,465	2,377	2,371	2,439	2,375	2,304

Source: MN Department of Children, Families and Learning. [Online] 3 June 2004.
<<http://cfl.state.mn.us/datactr/enroll/index.htm>>

HOUSING

Table 5 shows the total number of housing units in the City for the years 1990 and 2000. The City had a net increase of 606 housing units during this decade, representing a 13 percent increase in the overall housing stock. The table shows that single-family residences still comprise the bulk of the housing units in the City. There was a slight increase in the percent of multi-family housing with 2-9 units, and a decrease in mobile homes. Apartment complexes with 10 or more units remained stable, a dramatic leveling-off from the increase experienced in the 1980's.

According to the Maxfield study, the City added an average of 54 single-family homes each year since 2001. Furthermore, it identifies the potential for 465 new housing units over the remainder of the decade (2004-2010). About 75 to 80 percent of this demand will be for owned housing, including both single family and townhome units. The study emphasizes that in order to realize its full development potential, Marshall will need to offer a variety of housing types at a range of prices.

TABLE 5
CITY OF MARSHALL
HOUSING TYPE
1980-1990

	1990		2000	
	Number	Percent	Number	Percent
Single Family	2,681	58.5%	3,022	58.2%
2-9 Units	592	12.9%	798	15.4%
10+ Units	1,101	24.0%	1,273	24.5%
Mobile Home	208	4.5%	95	1.8%
Total Units	4,582	100.0%	5,188	100.0%

Source: U.S. Census, 1990 and 2000

Table 6 shows housing values in Marshall for the years 1990 and 2000 as self-reported in the U.S. Census. The median value of homes in Marshall in 1990 was \$60,000 and rose to \$92,700 in 2000. This represents a 55 percent increase. The consumer price index (rate of inflation) for the same period rose 32 percent in the Midwest¹. This is a reversal of the trend experienced in Marshall in the 1980's. During that time, the median housing value rose only 20 percent while the consumer price index rose 55 percent.

Although the cost of housing in Marshall has increased more than other goods in the past decade, this is not unique to the City. The housing price index in Minnesota rose 61 percent from 1990 to 2000.²

¹ United States. Department of Labor, Bureau of Labor Statistics. 14 April 2004.

<<http://data.bls.gov/servlet/SurveyOutputServlet>>

² United States. Office of Federal Housing Oversight. 14 April 2004.

<http://www.ofheo.gov/media/pdf/4q03_hpi_sts.xls>

TABLE 6
CITY OF MARSHALL
HOUSING VALUES
1990-2000

	1990 Units	Percent of Total	2000 Units	Percent of Total
Less than \$50,000	671	26.7%	193	7.6%
\$50,000 to \$99,999	1,408	56.1%	1,293	50.7%
\$100,000 to \$149,999	144	5.7%	714	28.0%
\$150,000 to \$199,999	281	11.2%	227	8.9%
\$200,000 and over	7	0.3%	121	4.7%
TOTAL	2,511	100.0%	2,548	100.0%
Median	\$60,000		\$92,700	

Source: U.S. Census, 1990 and 2000

According to the Maxfield study, the aver price of homes sold in Marshall between September 2002 and October 2003 was \$128,800. The average resale price has increased 7 percent annually on average since 1990.

Table 7 shows the age of housing in Marshall. This table shows that after a building boom in the 1970's, housing construction slowed during the 1980's and 1990's. Rental units comprised the majority of the units built during the past 20 years. Over 60% of the City's housing stock 30 years old or less. Renovation and maintenance become important to sustain the value of homes and their neighborhoods after about 20 years, so it will become increasingly important that the City monitor its older housing stock to insure it is well maintained.

TABLE 7
CITY OF MARSHALL
YEAR BUILT AND
OCCUPANCY OF HOUSING
2000

Year Built	Owner Occupied	Renter Occupied	Total	Percent
1990-1999	289	436	725	17.3%
1980-1989	318	502	820	19.6%
1970-1979	527	449	976	23.3%
1960-1969	539	277	816	19.5%
1950-1959	346	75	421	10.0%
1940-1949	247	144	391	9.3%
Pre- 1940	525	245	770	18.4%
TOTAL	2,791	2,128	4,194	100.0%

Source: U.S. Census, 2000

POPULATION PROJECTIONS

An inventory and analysis of existing demographics provides merely a snapshot of a community at a point in time, but when analyzed against past trends, future trends may be estimated. Thus, the insight on past and future trends is often more important than the existing conditions themselves. Population projections are an important part of any comprehensive planning process. A good population projection allows a City to plan effectively for its future. This information can be used to assist in the process of budgeting for the extension of needed utilities, to determine land use needs, to define potential staffing needs, and is important to the School District's facilities planning efforts.

Projecting future growth is neither a linear nor a static process. Even the best projections are merely a prediction of the future based on past trends and current conditions. Since changes in economic and social variables greatly affect projected outcomes, it is important for communities to periodically measure actual changes against projections.

The Housing Market Analysis and Demand Estimates for Marshall prepared by Maxfield Research, Inc. provide population and household projections for Marshall. The report projects Marshall's population growth to accelerate during this decade, adding 1,365 people and 686 households between 2000 and 2010. This represents an 11 percent population growth rate and a 14 percent household growth rate.

The Comprehensive Infrastructure Planning Study prepared by Bolton and Menk, Inc. in 2003 also provides population projections based on four methods, which are explained below. Table 8 shows the projections contained in both the housing study and the infrastructure study.

Straight-line extrapolation: this method assumes the City's population will increase by the same number each decade as it did from 1990 to 2000 (712).

Same percentage rate: this method assumes the City's population will increase by the same percentage each decade as it did from 1990 to 2000 (5.92%)

Incremental percent of County: this method combines population projections prepared by the State Demographer's Office with historic population trends. It first calculates the City's historic average share of the County's population (5.92%). It then looks at the Demographer's projections for Lyon County through 2020 and allocates 5.92% of the projected populations to Marshall.

Decrease in growth rate: the fourth projection anticipates a decline in the City's population growth rate, historically based, starting from the nearly 6% increase seen between 1990 and 2000, then applying a 1.6 percent decrease per decade thereafter.

**TABLE 8
CITY OF MARSHALL
POPULATION PROJECTIONS**

	Actual 2000 Population	2008 Projection	2010 Projection	2013 Projection	2023 Projection
Maxfield	12,735	N/A	14,100	N/A	N/A
Straight-Line Extrapolation	12,735	13,305	N/A	13,661	14,373
Same Percentage Rate	12,735	13,302	N/A	13,711	14,522
Incremental % of County	12,735	13,402	N/A	13,919	14,953
Decrease in Growth Rate	12,735	13,120	N/A	13,357	13,510

Source: Maxfield Research, Inc. and Bolton and Menk, Inc.

ECONOMIC DEVELOPMENT

Economic health is an important component of a healthy and thriving community. A strong, diverse commercial and industrial base provides jobs to community residents, contributes to the tax base, and can be a source of psychological strength to a community. An economy that has a balance of business and industries is best positioned to weather slow economic times, and is not subject to the boom and bust periods of towns with a single major employer.

Marshall has a relatively strong economy. Industries and businesses continue to move into the City, which serves as a regional hub for commerce. Southwest State University is a source of jobs and customers to local businesses, and Schwan's is nationally known as a diversified food products company and ice cream maker.

New commercial development will most likely continue to occur in and around the downtown, along the highways and near the industrial areas to serve the nearby industries. Downtown is healthy with few vacant buildings. The City continues to invest in public amenities downtown, including the development of a parcel along the Redwood River as a city park. It does, however, continue to face challenges such as design issues and its market niche. Redevelopment is always an option in older downtown areas and this will most likely happen in selected areas. The downtown area is also a center of government, as Marshall is the County seat and the home to a variety of regional and state agencies. Service related businesses such as law firms and printing services are also located in the downtown area to be near the established government uses.

Commercial activity is also occurring along Highways 19, 23 and 59. Commercial development along these corridors includes highway-oriented businesses such as restaurants, convenience stores, gas stations and other auto-oriented businesses as well as a number of large retailers

The City has invested in expanding its industrial park. Future industrial development will likely occur predominantly in this area, although private sites will accommodate some industries as well. The City also hosts a Technology Park.

One measure of economic health is the level of retail sales in the City. Table 9 shows available retail sales in Marshall for the period 1986 through 2000. This table shows that retail sales increased nearly 44 percent during this period after taking inflation into account. The City's population from these two decades (1980 to 2000) increased only 14 percent. The fact that retail sales (although only over a sixteen year period) increased at a much greater pace than population did (over a 20-year period) shows Marshall's increasing importance as a regional hub for commerce.

Table 10 shows the largest employers in Marshall and the number of their employees. Schwan's provides by far the largest number of jobs in the City. A number of other large employers listed provide many jobs as well. Continued diversification of the employment base will only improve Marshall's economic future.

TABLE 9
CITY OF MARSHALL
RETAIL SALES
1986-1995

<u>Year</u>	<u>Retail Sales</u>	<u>Retail Sales in 1995 Dollars</u>
1986	\$111,688,016	\$153,053,948
1987	\$126,631,484	\$167,484,000
1988	\$124,630,620	\$158,874,520
1989	\$140,712,272	\$171,402,603
1990	\$161,300,284	\$187,381,806
1991	Not available	Not available
1992	Not available	Not available
1993	Not available	Not available
1994	\$209,196,305	\$215,007,313
1995	\$227,796,002	\$227,796,002
1996	Not available	Not available
1997	Not available	Not available
1998	\$262,036,640	\$243,448,981
1999	Not available	Not available
2000	\$249,773,533	\$219,646,363

Source: MN Department of Revenue. Retail Sales Database. [Online] 15 April 2004. < <http://www.lmic.state.mn.us/cgi-bin/datanetweb/retail> > ; and U.S. Bureau of Labor Statistics (for CPI Multiplier to Convert to 1995 Dollars)

TABLE 10
CITY OF MARSHALL
MAJOR EMPLOYERS BY TYPE

<u>Employer</u>	<u>Number of Employees</u>	<u>Product or Service</u>
The Schwan Food Company	2,500	Other Food Manufacturing
US Bank Corporation	450	Comm. & Industrial Mach. & Equip. Rental & Leasing
Hy-Vee Foods	400	Grocery Stores
Weiner Memorial Medical Ctr	385	General Medical & Surgical Hospitals
Southwest Minnesota State University	375	Colleges, Universities, & Professional Schools
Archer Daniels Midland Company	325	Grain & Oilseed Milling
Marshall Public Schools	320	Elementary & Secondary Schools
REM Service Inc	183	Mental Health & Subst. Abuse
BH Electronics Inc	93	Other Electrical Equipment & Component Mfg.
Best Western Marshall Inn	90	Traveler Accommodation
Marshall Independent	83	Newspaper, Periodical, Book, & Directory Publishers

Source: Minnesota Department of Employment and Economic Development. [Online] 18 August 2004. <<http://www.mnpro.com/>>

Table 11 shows occupation by type for Marshall residents over 16 years of age. This table shows that there is a wide range of job types in the Marshall area. Management, professional and related jobs comprise the largest category due in part to the location of Schwan's headquarters in Marshall. This category provides 32 percent of the City residents' jobs. Sales and office occupations provide another 28 percent of jobs for Marshall residents.

TABLE 11
CITY OF MARSHALL RESIDENTS
OCCUPATION BY TYPE
2000

<u>Occupation</u>	<u>Number of Jobs</u>	<u>Percent</u>
Management, professional, and related occupations	2,267	32.1%
Service occupations	1,020	14.4%
Sales and office occupations	1,982	28.0%
Farming, fishing, and forestry occupations	30	0.4%
Construction, extraction, and maintenance occupations	483	6.8%
Production, transportation, and material moving occupations	1,290	18.2%
TOTAL	7,072	100.0%

Source: U.S. Census, 2000

As shown in Table 12, 66 percent of the households in Marshall have an income above \$25,000. The median household income for the city is \$37,950. This compares to the State median household income of \$47,111.

TABLE 12
CITY OF MARSHALL
HOUSEHOLD INCOME CHARACTERISTICS
1990-2000

<u>Income</u>	<u>1990</u>		<u>2000</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Less than \$10,000	879	19.9%	561	11.5%
\$10,000 to \$24,999	1,292	29.3%	1,106	22.6%
\$25,000 to \$49,999	1,538	34.9%	1,429	29.2%
\$50,000 or more	702	15.9%	1,803	36.8%
Total	4,411	100.0%	4,899	100.0%

Source: U.S. Census, 1990 and 2000

The table shows that household income rose during the 1990's. About 49 percent of all households earned under \$25,000 in 1990, which decreased to 34 percent in 2000. Households earning \$50,000 or more saw the largest increase during this time period. Part of this increase was due to inflation, but a large part can be attributed to an increase in the number of well-paying jobs that located in the City during this time period. The Housing Market Analysis and Demand Estimates for Marshall prepared by Maxfield Research, Inc. project average income to increase from an estimated \$42,900 in 2203 to about \$47,700 in 2008.

Table 13 shows that the City saw a large increase in jobs during the 1970's and a smaller increase through 2000. According to the Maxfield study, employment in Marshall has declined since 2000.

TABLE 13
CITY OF MARSHALL
TOTAL EMPLOYED
1970-2000

<u>Year</u>	<u>Number</u>	<u>Percent Change</u>
1970	4,222	--
1980	5,725	36%
1990	6,530	14%
2000	7,579	16%

Source: U.S. Census, 1970 - 2000

ECONOMIC DEVELOPMENT ACTIVITIES

Marshall offers financing and incentive programs for qualified business and industry including tax increment financing, industrial loan programs, land ownership loan programs, training assistance and referrals to area business development resources. Marshall also participates in the State's JOBZ program.

LAND USE

The City of Marshall is a residential community, a commercial center for its predominately agricultural surroundings, and a regional center for varying levels of government. Over the last 13 years, the community has remained stable and growth has been somewhat limited. The development in the City during the last 13 years resulted in about 262 acres being added to the City of Marshall. The amount of developed property in the City also increased by 376 acres.

The last detailed land use inventory prior to 1981 was completed in about 1960. At that time, it was reported that 1,470 acres were within Marshall's corporate limits and that 81.2 percent of the land was actually developed. The changes since that time have been substantial. Between the 1960 land use inventory and the 1981 land use inventory, the physical size of the City increased from 1,470 acres to 4,453 acres. The primary reasons cited for this substantial increase include the development of Southwest State University, construction of the Highway 23 by-pass, the development of the industrial park to the north and general residential and commercial growth. Between the 1960 land use inventory and the most recent 1993 land use inventory, the City has increased from a total of 1,470 acres to 4,715 acres. This is a net increase of 3,245 acres. Clearly, the City has changed in its physical make-up during the last 33 years.

Existing land uses have been developed and changed over many years and are represented in the general community growth patterns. The land use survey completed in 1981 was updated in 1993 in order to include new development and accurately characterize Marshall and its current land-use pattern. The issue of growth in the City of Marshall will present many challenges as development activity tends to highlight existing pressures. Examples of these pressures includes the lack of available land for development and incompatible uses. The City of Marshall shares extraterritorial jurisdiction with Lyon County, and Fairview and Lake Marshall Townships. Extraterritorial Jurisdiction will become an increasingly important management tool as the City deals with the issue of growth. Issues such as preservation of environmental features, expansion of utilities, where and when that expansion should take place, and compatibility with the existing land use pattern are just some of the issues to be considered.

A land use inventory identifies potential areas of development, the type and intensity of that development and, over a period of years, the chronology of the development. An examination of the existing land uses should reveal development patterns, densities, and areas available for future development. Well designed community goals and policies based on factual land use information provide the best guide for comprehensive land use planning.

Table 14 shows the recent history of land use in Marshall. This table demonstrates the urban and rural aspects of Marshall, and when compared with Table 15, reflects the way the City grew over the past 13 years.

**TABLE 14
CITY OF MARSHALL
1981 LAND USE**

	<u>Acres</u>	<u>Percent of Developed</u>	<u>Percent of Total</u>
Single-Family	568.8	17.7%	12.8%
Multi-Family	43.0	1.3%	- 1.0%
Mobile Home Parks	64.8	2.0%	1.5%
Commercial	215.0	6.7%	4.8%
Industrial	307.3	9.6%	6.9%
Public/Semi-Public	984.0	30.7%	22.0%
Parks	56.0	1.7%	1.3%
Right-of-Way & Water	<u>968.2</u>	<u>30.2%</u>	<u>21.7%</u>
Total Developed	3,207.1	100.0%	72.0%
Rural	897.5	--	20.2%
Vacant	<u>348.2</u>	--	<u>7.8%</u>
CITY TOTAL	4,452.7	--	100.0%

Source: Marshall 1981 Comprehensive Plan

For the most part, the overall pattern of land use has remained the same in terms of balance, which indicates that development has remained relatively stable. The category of public/semi-public appears to have decreased significantly in the 1993 land-use survey as compared to the 1981 survey. However, further examination of the two tables reveals that the likely explanation is the apparent difference in categories used for recording. For instance, parks increased 5.5 percent during the 13 year time span, most of this can probably be attributed to the development of Independence Park and in the way the golf course was categorized. The amount of developed land in the City increased from 3,207 acres to about 3,583 acres from 1981 to 1993. This represents approximately 31.3 acres per year for the past 13 years.

Table 15 shows that the City of Marshall is predominately a residential and rural community in terms of land use. Commercial and industrial uses account for 18.5 percent of the total land in the City, while residential uses accounted for 23.2 percent. In 1993, 76.1 percent of the land within the City was developed, compared with 72 percent of the total land in the City in 1981. The remaining land in the City was used for agricultural purposes, or was vacant. The inventoried land uses recorded in 1993 are mapped on Figure 2 titled *Existing Land Use*.

TABLE 15
CITY OF MARSHALL
1993 LAND USE

	<u>Acres</u>	<u>Percent of Developed</u>	<u>Percent of Total</u>
Single Family	668.0	18.7%	14.2%
Manufactured Housing	41.6	1.2%	0.9%
Duplex	37.6	1.1%	0.8%
Multi-Family	<u>80.7</u>	<u>2.3%</u>	<u>1.7%</u>
Total Multi-Family	118.3	3.3%	2.5%
Highway Commercial	219.3	6.1%	4.7%
Downtown Commercial	<u>43.5</u>	<u>1.2%</u>	<u>0.9%</u>
Total Commercial	262.8	7.3%	5.6%
Light Industrial	133.9	3.7%	2.8%
Heavy Industrial	<u>267.8</u>	<u>7.5%</u>	<u>5.7%</u>
Total Industrial	401.7	11.2%	8.5%
Public/Semi Public	588.1	16.4%	12.5%
Institutional	434.2	12.1%	9.2%
Parks	259.5	7.2%	5.5%
Railroad ROW	62.5	1.7%	1.3%
Street ROW	723.4	20.2%	15.4%
Water	<u>22.9</u>	<u>0.6%</u>	<u>0.5%</u>
Total Right-of-Way	808.8	22.6%	17.2%
Total Development	3,583.0	100.0%	76.1%
Rural	879.2	--	18.6%
Vacant	<u>252.7</u>	--	5.3%
CITY TOTAL	4,714.9	--	100.0%

Source: 1993 Land Use Inventory compiled by Dahlgren, Shardlow, and Uban, Inc.

Much of the growth during the last 13 years has been in single-family residential development and industrial development. In 1981, single-family development accounted for 568.8 acres or about 17.7 percent of the developed land and about 12.8 percent of the City's total land within the city limits. By 1993, single-family development had grown to 668.0 acres which represents about 18.7 percent of developed property and 14.2 percent of the total developed property in the City. While single-family development increased by approximately 100 acres over the last 13 years, the percentage of the total developed property has remained about the same with a modest increase of 1 percent.

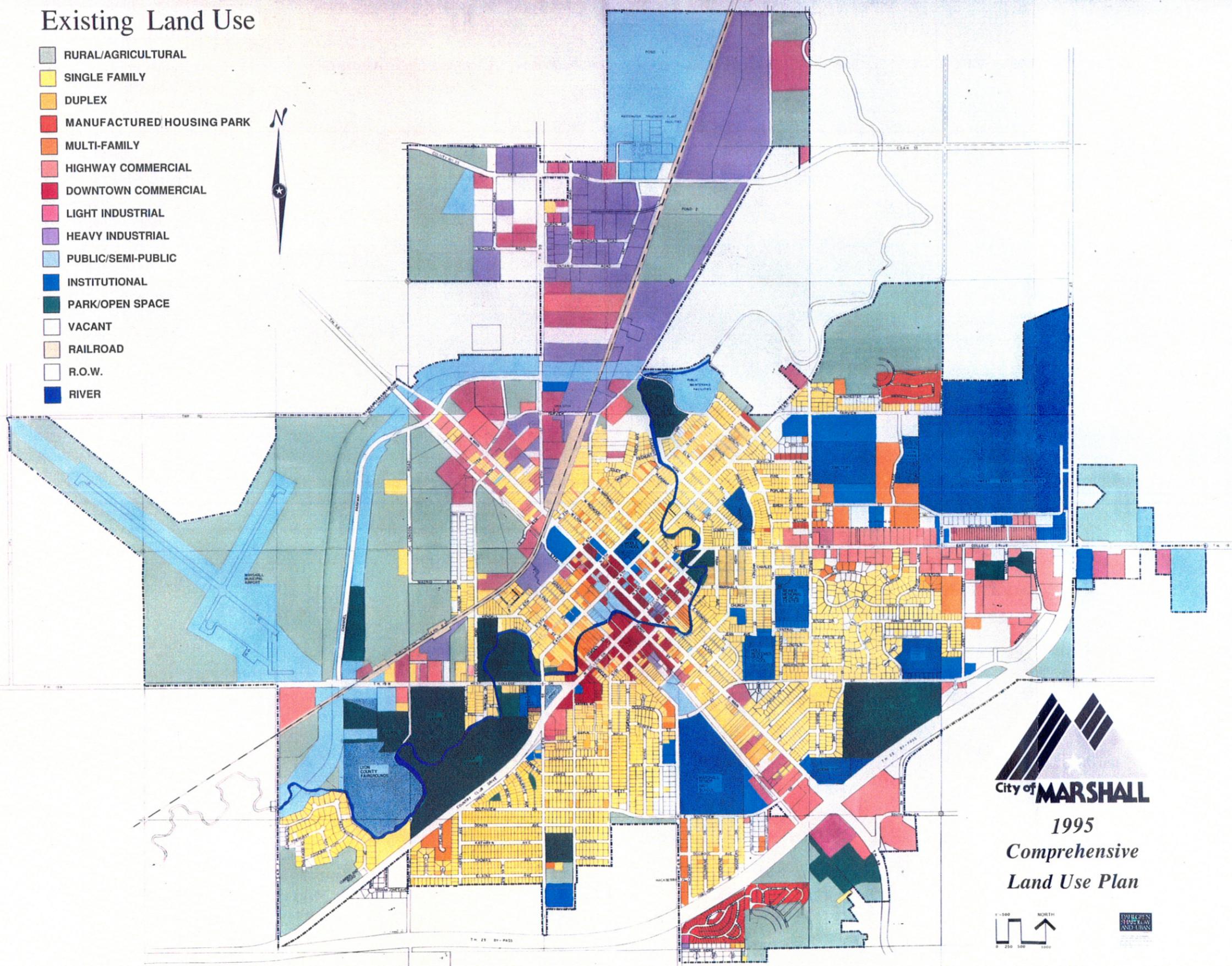
Industrial development saw a fairly large increase in development during the last 13 years. The amount of land being used for industrial purposes saw an increase of about 76 percent from 1981 to 1993.

Right-of-way (including water) experienced a loss of nearly 159 acres, and although it may be difficult to pinpoint exactly where this decrease came from, it is likely that a good portion resulted from the abandonment of rail lines as well as vacated streets.

Other large increases or decreases in land use over the last 13 years are due to variations in categorization or a change in that property's function. For example, the large decrease in public/semi-public land is due to the use of the institution category in the 1993 survey. In the 1981 land use study, the institutional property was most likely put into the same category as public/semi-public. The large increase in park property, for the most part, resulted from the development of Independence Park. At the time the 1981 land use study was undertaken this property had been utilized for agricultural purposes. This is not necessarily reflected in the agricultural land use category since undeveloped land being brought into the city limits which remains as agricultural land would serve to off set this.

Existing Land Use

- RURAL/AGRICULTURAL
- SINGLE FAMILY
- DUPLEX
- MANUFACTURED HOUSING PARK
- MULTI-FAMILY
- HIGHWAY COMMERCIAL
- DOWNTOWN COMMERCIAL
- LIGHT INDUSTRIAL
- HEAVY INDUSTRIAL
- PUBLIC/SEMI-PUBLIC
- INSTITUTIONAL
- PARK/OPEN SPACE
- VACANT
- RAILROAD
- R.O.W.
- RIVER



1995
Comprehensive
Land Use Plan



Figure 2

The variety of land uses that make up the City of Marshall are described and discussed in the following paragraphs. These include: residential, commercial, industrial, public/semi-public, institutional, parks and open space, right-of-way, and agricultural/vacant.

Residential

Residential development (including single-family, duplex, multi-family, and manufactured housing) is one of the largest land use types in the City of Marshall. It comprises approximately 23.2 percent of the land within the city limits, and 17.6 percent of all property in the corporate limits. Residential development is generally located northeast, east, south, and southwest of the Central Business District. Most all of the residential development has remained east of the Burlington Northern railroad tracks and east and north of Highway 23 and its bypass.

Single-family homes make up the majority of development in the City. Much of the housing is in good shape. Some of the homes are in need of maintenance, however it is not a problem limited to one area of the City. There is no one area of rundown housing or neighborhoods.

Approximately 1.1 percent of the developed land in the area City is utilized for duplexes. Most of the duplex housing is located in the older areas of the City and is mixed among the single-family residential developments. A majority of the duplexes are homes that at one time had been used for single-family residences and have since been converted.

Multi-family housing represents a moderate amount of the total housing units in the City (2.3 percent), particularly given the presence of Southwest State University and its contribution to the demand. Multi-family housing is located in the eastern part of the City near Southwest State University, as well as near the perimeter of the Central Business District. A modest amount exists in the south and southwest areas of the City.

Manufactured housing (generally mobile homes) represents 1.2 percent of the developed property within the City. Since the land-use survey in 1981, manufactured housing has decreased by 25.2 acres. There are two main manufactured housing parks within the City, as well as a few scattered sites. The larger of the two primary sites comprises approximately 25.6 acres and is located in the southern part of the City while the other, located in the northeast part of the City, contains about 16 acres. This 16 acres is within the flood plain and is restricted from any further development. Due to the nature of some manufactured housing, diligent code enforcement will remain important in order to maintain these areas and ensure that these areas do not become run down. This could potentially result in having a negative impact on the surrounding property. The City should consider updating its zoning code to more closely reflect State regulations.

Commercial

Commercial uses are broken down into two land use categories -- highway commercial and downtown commercial. The 262.8 acres accounts for 7.3 percent of the developed land in the City of Marshall. This can be further broken down into the two defined categories, with highway commercial accounting for 6.1 percent (219.3 acres) of the developed property, and downtown commercial accounting for 1.2 percent (43.5 acres) of the developed property. The 7.3 percent of developed land in commercial use is a slight increase over the 6.7 percent recorded in 1981.

Commercial uses are primarily concentrated in the downtown area of Marshall and along the east corridor of Highway 19 from the east city limits to about South Bruce Street. The majority of these businesses

provide goods and services, which include grocery stores, restaurants, bars, pharmacies, florists, clothing stores, and various other types of related services. The downtown area consists of older one, two, and three story buildings. Most of the structures in the downtown area contain commercial establishments and services on the first level facing the street, and other types of services and apartments on the second and/or third floors. The majority of structures are older and while a few retain their original facade, many have false fronts. The commercial establishments along Highway 19 consist of a mixture of franchise businesses with some local businesses. Other areas of concentrated commercial uses include the area around intersection Highways 23 and 59 in the southeast part of Marshall.

Industrial

The industrial category has increased from 307.3 acres in 1981 to 401.7 acres in 1992, representing a 76.5 percent increase since 1981. This additional 100 acres over the last 13 years is equivalent to an increase of 8.3 acres per year. A majority of the industrial development is concentrated in the north central area of the City. The Burlington Northern Railroad runs through a substantial portion of the industrial uses in the north central part of the City, providing these businesses with a variety of excellent transportation options. There are also a few scattered industrial sites that run adjacent to the railroad in the southwestern part of the City, as well as a few sites directly west of the area designated as the Central Business District. Trunk Highway 59 and County Road 33 provide vehicular access to the primary industrial area. There are also a few scattered sites located in the east and southeast areas of the City.

A fair amount of vacant property zoned industrial remains in the northwestern area of the City just west of the railroad. The City should consider keeping the industrial area concentrated in its northern location as the demand for additional industrial property increases.

Public/Semi-Public

Public and Semi-Public land uses primarily include government buildings such as the City Hall, Police Station, Library, U.S. Post Office, Fire Station, and the Lyon County Courthouse. These land uses account for 588.1 acres of property within the City limits. This represents 16.4 percent of the developed property within the City limits.

Most of the government types of uses are grouped together toward the central area of the City. The centralization of many of the government services is a very positive feature for the City of Marshall, as this helps to strengthen the focus on the Central Business District. Many of these government services are located within walking distance of one another. While this is a positive feature, it also carries with it some of limitations and issues. An example of one such issue is the congestion and parking problems in the area of the downtown where the Library and Post Office are located. In the future, decisions will need to be made to help alleviate the existing problems.

There are also various sites included in this category that are scattered throughout the City, such as the waste water treatment facility, the public maintenance facility, property required for the diversion channel, the National Guard Armory, the County Fairgrounds and other miscellaneous sites.

Institutional

The Institutional land use categories primarily includes schools, hospitals, and churches. Together, these land uses account for 434.2 acres or 12.1 percent of the developed property within the City limits. Most of the institutional property is comprised of schools. In fact, Southwest State University comprises approximately half of the institutional land use in the entire City. At this time Southwest State University has no plans for expansion of its campus.

Parks and Open Space

Parks and Open Space comprise approximately 259.5 acres of property within the City limits. This represents approximately 7.2 percent of the developed land within the City. The primary uses included in this category are the designated City parks and a semi-public golf course. It should be noted that cemeteries are categorized as institutional, and although they are sometimes considered as part of the open space system, they have not been included as part of the total park acreage for this study. This is because of their location and linkage to the church, which is considered institutional. The cemeteries can function as open green space, as they provide a pause or break in the existing landscape and can contribute to serenity in the overall environment.

The development of Independence Park alone added an additional 52 acres to the category of parks and open space. The increase of 203.5 acres from 1981 to 1993 is equivalent to an increase of 216 percent. Of the 52 acres within Independence Park, approximately 11 acres are utilized for one storm water retention pond. In addition to the development of Independence Park, a large part of the park and open space increase is due to the way in which the golf course was recorded (it was recorded as public/semi-public in the 1981 land use study).

Right-of-Way

Right-of-way land use is comprised of street right-of-way, railroad right-of-way, and water. These combined comprise 808.8 acres, which is equivalent to 22.6 percent of the developed property within the City. By far the largest single category of right-of-way is street right-of-way. In fact, 723.4 acres of the 808.8 acres used for right-of-way are being used for street right-of-way. This is primarily due to the grid network of streets that dominate the overall street pattern in the City. Although the grid network of streets tends to occupy more land than a curvilinear street system, it tends to handle and distribute local traffic much more efficiently and effectively. Other major contributors to the right-of-way land use category include the Trunk Highway 23 by-pass and Trunk Highway 19. The Burlington Northern Railroad contributes 62.5 acres, which equates to 1.7 percent of the developed land within the City. The Burlington Northern Railroad runs southwest to northeast through the City. The Redwood River accounts for approximately 22.9 acres of property in the City. This represents 0.6 percent of the developed property in the City.

Agricultural/Vacant

Together, the agricultural and vacant land uses represent the extent to which available developable property exists within the City limits. These categories together comprise 1,245.7 acres, which represents the largest use of land in the City. This is nearly 28 percent of all the property within the City. Vacant land, land that is platted but not yet developed or is used for agriculture, accounts for a comparatively smaller portion of this land. Agricultural land is primarily found scattered on the perimeter of the City. The largest concentration exists west of the railroad tracks around the Municipal Airport. Clearly, some of this land contains constraints that make it difficult, undesirable or unsuitable for certain types of development.

TRANSPORTATION

To aid in the understanding of the City's thoroughfare system, all of the City's roadways have been classified by function and are illustrated on Figure 3 titled *Transportation*. The character of traffic carried by a roadway helps define its function. Traffic is often described in the following categories:

Through-Traffic -- *Traffic which has its origin and destination outside the community and merely travels through it.*

Local Traffic -- *Traffic which has its origin and destinations inside the community and utilizes the local street system.*

The function and basic characteristics of each major roadway type (see Figure 3, *Transportation*) are as follows:

- **Principal Arterial**

These roadways serve moderate to long trip lengths and provide a system to distribute traffic making external trips. Turning movements are often handled with channelized turn lanes or signal systems. Their very nature causes them to divide neighborhoods and to have negative impacts on adjacent residential land uses. Low density arterials are characterized by an emphasis on traffic mobility rather than land access and an Average Daily Traffic (ADT) generally in excess of 8,000. Typical speeds are between 30 and 50 miles per hour. Access is to low density arterials, other arterials, high density collectors and selected low density collectors. Typically there is no direct land access to these arterials with the exception of major traffic generators. In Marshall, the principal arterials are U.S. Highway 59, State Highway 19, State Highway 23, and State Highway 68.

- **Minor Arterial**

These thoroughfares either augment the arterial system in more densely or intensively developed areas which require a closer spacing of arterial facilities, or provide service in lieu of major arterial facilities in less densely or intensively developed areas where trip lengths are relatively short. Minor arterials provide a somewhat lower level of mobility than those served by higher systems. Minor arterials should not penetrate identifiable neighborhoods, but may provide slightly greater direct access to abutting property than a major arterial. ADT volumes on high density collectors are generally in excess of 3,000. Access to these arterials should be limited to principal and minor arterials, other high density collectors and low density collectors. Direct land access to high density collectors is typically restricted. However, in an urban setting like Marshall, where the speeds are posted at 35 mph or less, local streets typically will access a minor arterial. In Marshall, the minor arterials are County Road 67, Fairview Street, E Street, Bruce, North Bruce, Country Club Drive, and Saratoga Street from West College Drive to Highway 23.

- **Collector**

These streets serve as connections between local streets and minor arterials. Their principal function is to carry short trip lengths and to serve adjacent land. At the same time, they must be capable of moving fairly large traffic volumes for limited distances. They may carry traffic to disperse major traffic generators. Access for low density collectors is to high density collectors, other low density collectors, local streets and direct land access.

Collector streets in the City of Marshall include: Fairview Street from Eighth Street to Marshall Street, Fairview from Bruce Street to 4th Street, Birch Street from North Bruce Street east, Seventh Street from West Marshall to Fairview Street, West Marshall from East College to Seventh Street, Legion Road from West College Drive to Tenth Street, Tenth Street from Legion Drive to West Main Street, South Sixth Street from Saratoga to West Main Street, Saratoga from South Sixth Street to East College Drive, North Fifth Street from West Main Street to Fairview Street, Fourth Street, C Street, Lyon Street, Southview Drive, Country Club Drive, State Street between Fourth Street and Erie Road, Jewett Street, and Travis Road.

- **Local Street**

Residential streets carrying less than 100 vehicles per day best exemplify streets categorized as local. They serve almost exclusively to collect and distribute traffic by connecting blocks within neighborhoods and specific activities within similar land use areas. Access to local streets is to low density collectors, other local streets and direct land access.

With each step upward in the functional street classification system, comes an increase in the size and carrying capacity of the roadway. Large trucks would quickly tear up local streets if they were allowed to use them and conversely, it would be equally absurd to imagine building major thoroughfares in front of every house. Therefore, determining the size, location, and timing of construction of roadways is what transportation planning is all about.

An analogy can be drawn between the roots of a tree and a modern urban street system. The relationships between streets in the system is hierarchical. Each street type has been designed specifically for a separate and distinct function. Local streets are intended to collect traffic from and distribute traffic to residential areas and other low traffic generators. Local streets channel traffic to collector streets, which in turn channel it to minor arterials which channel it to principal arterials. While the system can be seen as a hierarchy, an inter-connected network of local streets serves an important function as well. This network distributes traffic throughout the transportation system. A network of streets allows multiple access points to the rest of the system, thus taking the stress off of one or two hierarchical access points.

One basic principle of land use planning which is tied directly to traffic is that land uses that generate heavy traffic loads and require efficient access to function properly, such as shopping centers or industrial facilities, should be located near major thoroughfares. On the other hand, land uses that generate very little traffic and which would not benefit from through traffic, such as residential areas, are located away from the noise, pollution, and commotion of busy arterials or freeways.

Transportation

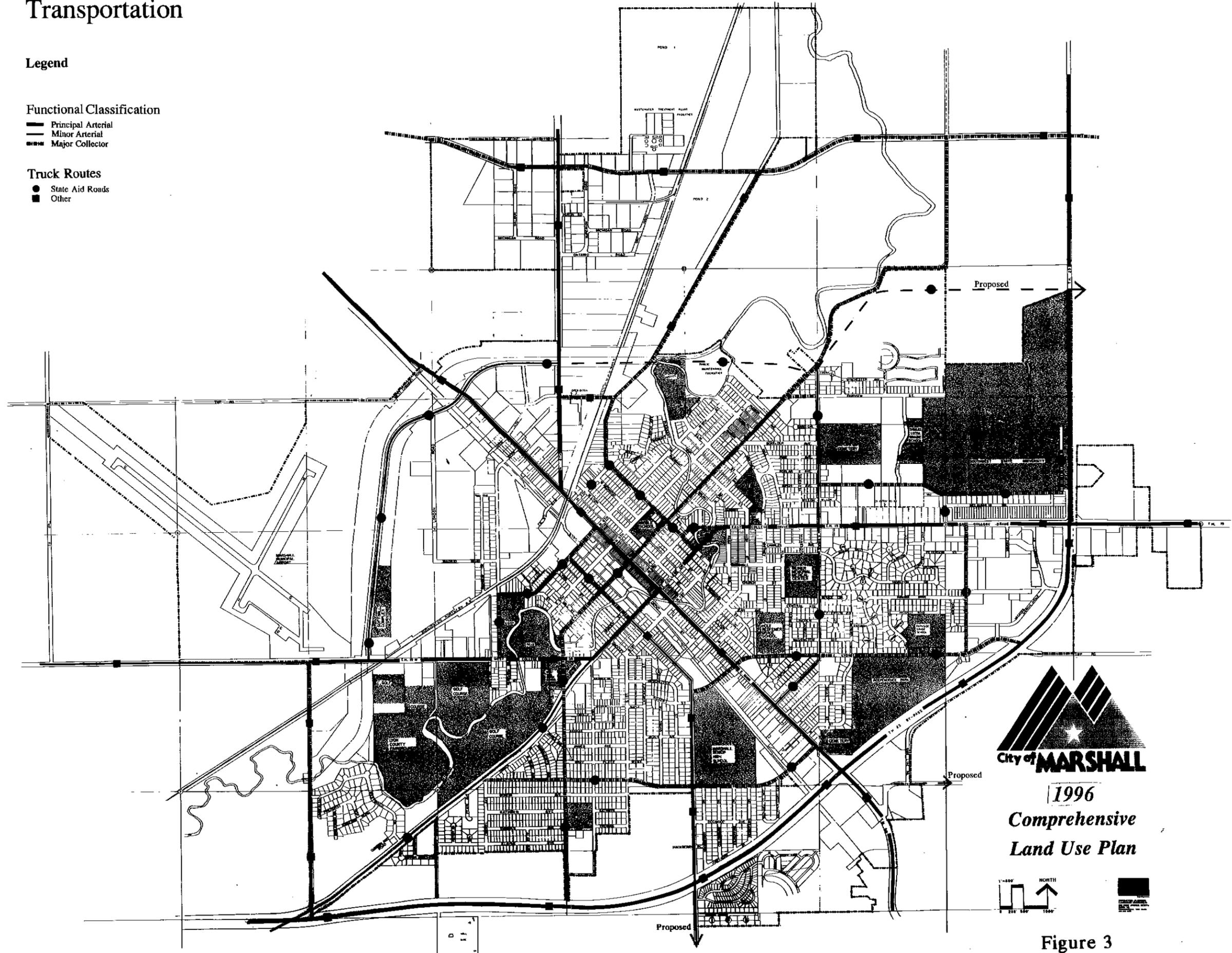
Legend

Functional Classification

- Principal Arterial
- Minor Arterial
- Major Collector

Truck Routes

- State Aid Roads
- Other



1996
Comprehensive
Land Use Plan



Figure 3

Planning Principles

The definition of roadways with a specific functional classification category is based upon the following principles:

- **Principle and Minor Arterials** Principle and minor arterials usually fall under the jurisdiction of state or regional agencies such as the Minnesota Department of Transportation (Mn DOT). The entire Interstate Highway System, generally outside of cities, and the U.S. and State numbered trunk highways are also under the jurisdiction of MnDOT. Improvements and changes to these arterial highways require the approval of MnDOT and possibly also the Federal Highway Administration (FHWA).
- **Collectors** The following principles should be used to lay out subdivision streets, including collectors. Providing access is the primary function under these circumstances, while a secondary purpose might be accommodating short trips within the community. Marshall's collector street system is most commonly those streets designated as part of the State Aid System.
 1. Collector streets should provide adequate access to abutting property.
 2. Collector street intersections with arterials should not reduce the efficiency of the arterial. To accomplish this, the recommended spacing along an arterial between collector street intersections should be a minimum of one-quarter mile, and in multiples of one-quarter mile. This spacing will better accommodate two-way progression on the arterial, should traffic signals be installed at those intersections.
 3. The design of collector streets should take into consideration their task of providing access and should, at the same time, discourage excessive vehicle speeds. Collectors should not be used for on-site traffic circulation, which should be accommodated off the right-of-way.
 4. Collector streets should be laid out to permit efficient plat layout and be compatible with the area's topography and environmental considerations.
 5. The design of the collector street system should be compatible with municipal utility plan for the area.

Traffic Counts

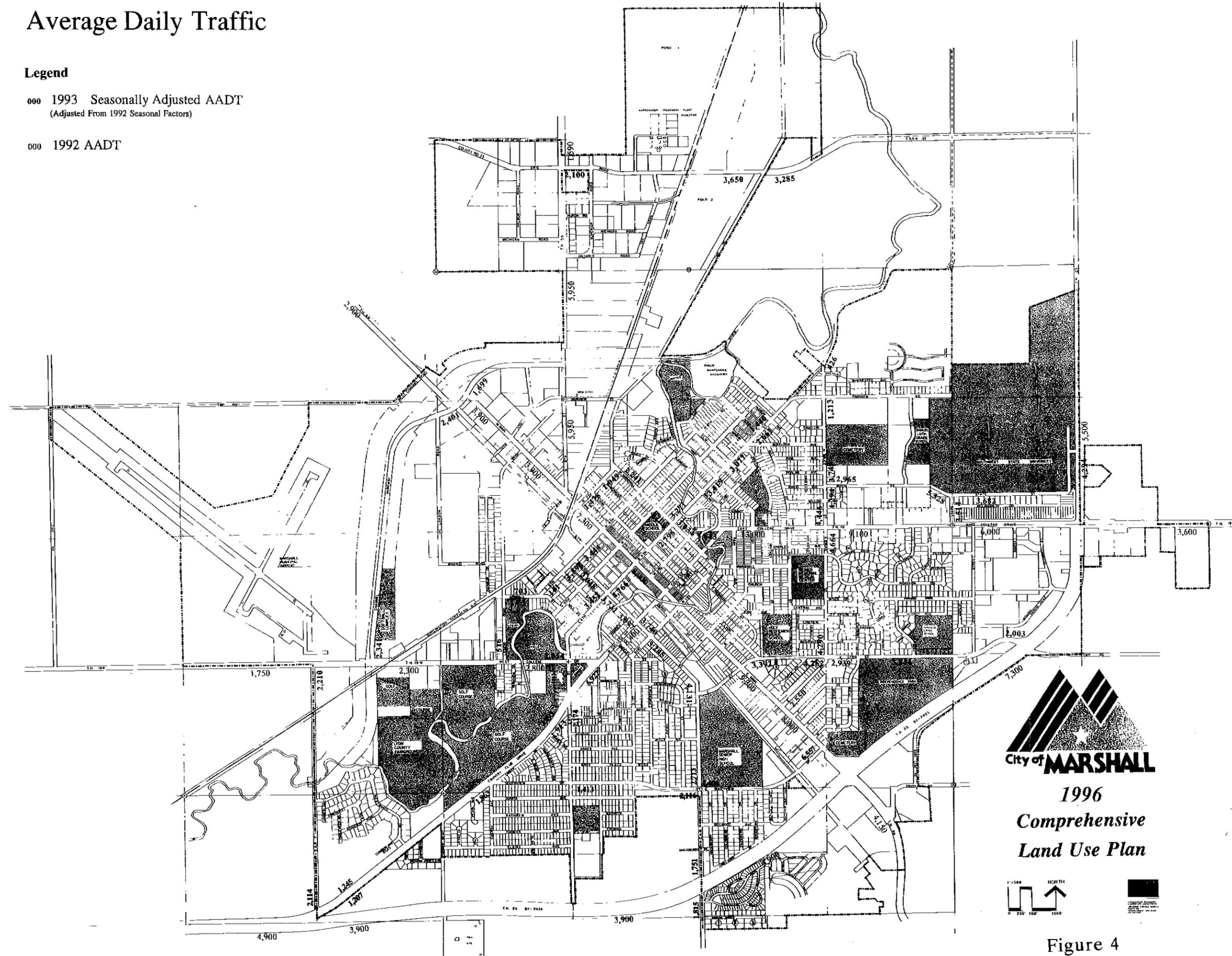
With Highway 19 providing the main east-west access for much of the area and Highway 59 providing the north-south access, these thoroughfares receive a heavy amount of traffic. Highway 23 is also used extensively, particularly with the addition of the bypass. Much of the traffic traveling these roads is truck traffic. Table 16 below represents average daily traffic for the highways that travel through and around the Marshall area. The average daily traffic for the major roads are graphically illustrated on Figure 4 titled *Average Daily Traffic*.

Average Daily Traffic

Legend

000 1993 Seasonally Adjusted AADT
(Adjusted From 1992 Seasonal Factors)

000 1992 AADT



1996
Comprehensive
Land Use Plan



Figure 4

TABLE 16
1993 AVERAGE DAILY TRAFFIC
HIGHWAY 19, 23, 59, AND 68

HIGHWAY 19

<u>Location</u>	<u>Vehicles</u>
TH # 23 to East	3,600
TH # 23 to State Street	6,000
State Street to Bruce Street	9,100
Bruce Street to 3rd Street	13,000
3rd Street to Main Street	8,100
Main Street to 2nd Street	8,400
2nd Street to 4th Street	2,800
4th Street to CSA # 7	2,800
CSA # 7 to West	1,750

HIGHWAY 23

<u>Location</u>	<u>Vehicles</u>
CSA # 33 to TH # 19	5,500
TH # 19 to TH # 59	7,300
TH # 59 to Saratoga	5,900
Saratoga to 4th Street	3,900
4th Street to CSA # 7	3,900
CSA # 7 to South	4,900

HIGHWAY 59

<u>Location</u>	<u>Vehicles</u>
CSA # 33 to North	1,590
CSA # 33 to Channel Park	5,950
Channel Park to TH # 68	5,950
TH # 68 to 4th Street	7,300
4th Street to College Drive	8,000
College Drive to 'E' Street	9,300
'E' Street to TH # 23	8,000
TH # 23 to South	4,150

HIGHWAY 68

<u>Location</u>	<u>Vehicles</u>
TH # 59 to 11th Street	3,900
11th Street to Channel Park	3,900
Channel Park to Northwest	2,900

Source: MN Department of Transportation

These figures show that traffic generally increases toward the center of the City and decreases as one travels toward the perimeter of the City. This would indicate that a great deal of the traffic is local traffic, although a considerable amount of through-traffic exists as well. Although the traffic counts are not distinguished between truck and car traffic, the consistent levels of traffic on the by-pass and main highway indicates that much of this is through-traffic, with a good portion of it probably being truck traffic.

A number of recently completed projects are significant in a variety of ways to the continued growth of the City of Marshall. Those considered to be key in terms of their significance includes completion of projects on East Lyon Street, East College Drive, North Fourth Street, and Southview Drive. Both the East Lyon Street project and the Southview Drive project are important in that they provide important links in the street system and alleviate traffic in other areas. Southview Drive in particular provides a continuation of traffic on the collector street system. The importance of the improvements made to East College Drive should be noted as well, as they provide safety enhancement and improved traffic flow in the area by installing a signal for left turning traffic.

Interviews were conducted with the Minnesota Department of Transportation, District 8 State Aid Engineer in order to gain information regarding the State transportation system in and around the City of Marshall. According to the Minnesota Department of Transportation, a number of projects were completed that were a part of their improvement plan. These improvements undoubtedly impact travel into, through, and around Marshall. Some of the more recent improvements include: 1) in 1991, the joints sealed on Highway 19 between Marshall and 5 miles west; 2) in 1992, a seal coat was applied to Highway 19 between Marshall and Ivanhoe; and 3) in 1993, recondition/reconstruction of Highway 59 from County Road Number 6 (South limits of Marshall) to the junction of Highway 14.

BIKE AND PEDESTRIAN

The City has established a bike trail system which follows the outer perimeter of the City, links many of the City's parks and neighborhoods, schools, and the City's core. There are also many areas of the trail system which wind in and around existing City parks. There are on road and off road trails, some of which are marked and some of which are not. The system currently includes 11.3 miles of bike trails and there are plans for an additional 1.5 miles, which would complete the trail along the diversion channel. The City's system is tied to the State's trail system which extends along the Highway 23 by-pass and links Marshall to nearby towns and cities.

AIRPORTS

Marshall's airport is located on the west side of the City of Marshall just north of Trunk Highway 19. The airport provides flight service on a regional basis including fuel, maintenance (both airframe and power plant), transient storage, charter service, UPS service, an active fixed base operator, instruction, rental, sales, and agricultural spraying services. Taxi service is also available to the Twin Cities. Forty private based aircraft are present at Marshall's Airport. Marshall's airport is categorized as a transport airport which means that it can accommodate aircraft up to 30,000 pounds. Additional load capacity is in the current development plans. This could potentially give the airport an aircraft capacity of 60,000 pounds. Two runways serve the airport, extending in a northwesterly and northeasterly direction. The main runway is 5,010 feet by 100 feet and the crosswind runway is 3,200 feet by 75 feet. Both runways are asphalt surfaced and are lighted.

During the time period beginning July 1992 and ending July 1993, there were a total of 21,498 aircraft operations. A breakdown of the total operations includes 1,248 operations flown for commuter purposes, 6,100 operations flown for air taxi, 5,000 operations flown for general aviation (local), 9,000 operations flown for general aviation (itinerant), and 150 operations flown for military purposes. This compares to the 17,300 total aircraft operations reported for 1979 in the 1981 Comprehensive Plan. Generally speaking, the airport is in good condition, however, increased usage creates a need for some continual improvements and maintenance.

A new corporate hangar was built in 1982, and the other, old hangars are structurally sound. Additional hangars will be needed as the demand increases. A new maintenance/storage hangar is planned for the near future.

Major improvements planned for 1995 and 1996 construction season include bituminous overlays of existing runway pavements, construction of a parallel taxiway, reconstruction of terminal area pavements, and high intensity lighting for the primary runway. An Instrument Landing System is also being installed to permit operations during periods of poor visibility.

RAILROADS

The City of Marshall is served by Burlington Northern railroad, which primarily provides freight service. The rail line enters the City in the southwest corner and begins angling toward the north central part of the City after Glenn Street. At one time, the City was also served by the Chicago Northwestern Transportation Company, however, due to an increase in shipping via road and air, demand declined and they abandoned their rail line in 1981. Much of this old right-of-way is now developed. This is evident today with the unique lot patterns that are in existence in this general area.

In terms of traffic issues, some concerns have been expressed related to safety and the rail line. One such issue is the potential of blocking of access for emergency vehicles due to all emergency services being located southeast of the railroad. The Burlington Northern does maintain communication with the City through the roadmaster by means of the telephone, however, this is not considered direct link communication. The only railroad crossing that has been identified as being potentially dangerous is the Legion Field Road crossing. The combination of the current zoning of residential type uses, the existence of parks and its north-south link with College Drive and Main Street, and the absence of crossarms make the issue of potential danger clear.

MUNICIPAL ORDINANCES

The purpose of this section is to review and analyze the various codes currently enforced in the City. Included is an examination of the City's zoning and subdivision ordinance and any other codes that may affect development within the City.

The zoning and subdivision ordinances were adopted in 1964 and 1976 respectively. The zoning ordinances were also revised substantially in 1983. This section will concentrate on these two portions of the City code, because they are two of the most important elements affecting the physical appearance of the City. Both the zoning and subdivision ordinance are developed within the framework of the City's Comprehensive Plan. However, the specific language and regulations in the codes greatly affect how the goals and objectives expressed in the Comprehensive Plan take physical shape.

SUBDIVISION ORDINANCE

The subdivision ordinance is a standard ordinance found in cities throughout the State. The purpose of the subdivision ordinance is to regulate the division of land into separate parcels for other uses including residential, industrial, and commercial sites.

The ordinance spells out the process for subdividing land in the City and describes the information needed to get a subdivision approved. The ordinance also gives standards for street design, block and lot layout, easements, and required improvements for each lot.

The subdivision ordinance can be used to require developers to help to maintain or improve the look of the City through design standards.

The City of Marshall has adopted a parkland policy that is being incorporated into new Subdivision Ordinances. Marshall's subdivision ordinance recognizes the need to protect environmental features and the need to provide for park land and open space. However, no standards for park land fees and/or dedication of land have been established. Instead, the City Council and the Planning Commission are given the responsibility to dictate to developers what is appropriate for a specific proposal.

ZONING ORDINANCE

The zoning ordinance regulates the use of land in the City, including the location, size, use and height, the arrangement of buildings on lots and the density of population. This section will briefly describe the zoning districts and common types of uses allowed in each one.

The zoning ordinance divides the City into various residential, commercial, and industrial districts and provides standards for each district. There are twelve basic zoning districts in Marshall which provide for a variety of densities and uses within the City. They include one agricultural district, five residential districts, four business districts, and two industrial districts. The various zoning districts are illustrated on Figure 5 titled *Zoning*.

Zoning

Legend

□ Zoning Districts

- A Agricultural
- R1 One Family Residence
- R2 One To Four Family Residence
- R3 Low To Medium Density - Multiple Family Residence
- R4 Higher Density - Multiple Family Residence
- R5 Mobile Home Park

- B1 Limited Business
- B2 Central Business
- B3 General Business
- B4 Shopping Center Business

- I1 Limited Industry
- I2 General Industry

▬ Downtown

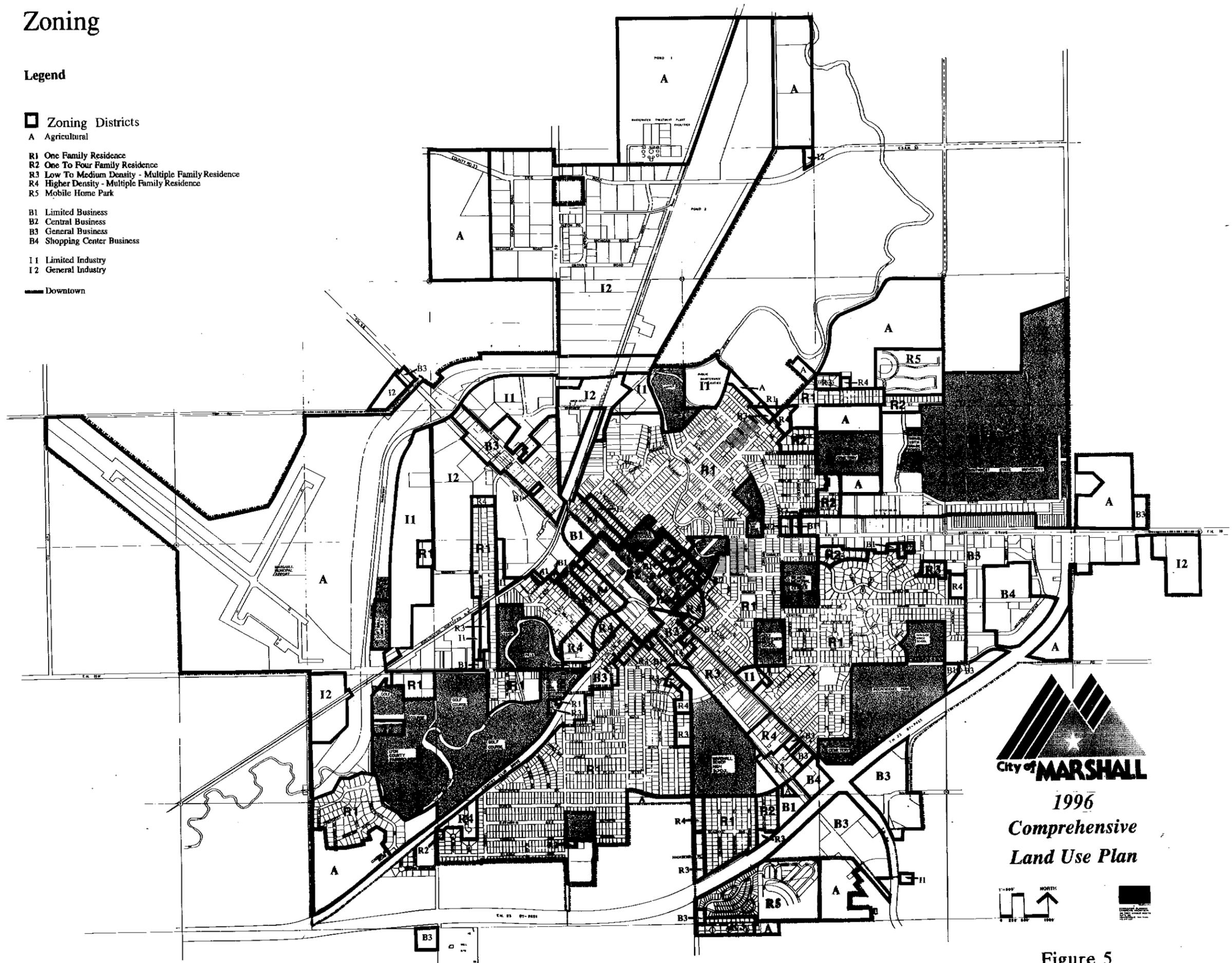


Figure 5

The Agricultural District is intended to preserve land for agricultural or undeveloped uses. Single family farming residences and farming operations are allowed in this district. Lot sizes for single family homes must be at least 22,000 square feet. Subdivision of land into parcels of at least five acres in size or more is also allowed in this district. The Agricultural District permits "single-family farm residences" if used by the farm owner or operator member of the immediate family; or an employee working on the premises". The City may want to consider changing the language to read "single-family residences". The current language prohibits a landowner from renting a home in an A district to a non-farming, non-family member. The minimum lot size in the Agricultural district is 22,000 square feet for a single-family dwelling, however there are no other minimum lot size or density requirements. There is no density limit specified for this district. The subdivision ordinance allows parcels five acres or larger to be subdivided without platting. This could mean a potential density of eight dwellings per 40 acre tract.

The residential districts; R-1, R-2, R-3 and R-4, provide for single family to multiple family dwelling units. All residential uses require connection to City services. Minimum lot sizes in these districts range from 8,000 square feet to 11,500 square feet depending upon the number of dwelling units in each structure. The R-5 District is intended to allow for the location of manufactured homes and the development of manufactured home parks. The standards for such parks can be found in the City Engineer's office.

The City allows for Planned Unit Developments (PUD's). There are only a few instances where the PUD district has been used. PUD's encourage a more creative and efficient development of land than is possible under the more restrictive applications of the zoning ordinance requirements. They allow for a mixture of residential units in a more integrated and well-planned area, and allow more flexibility and imaginative design in redevelopment projects. The City may want to encourage the use of this district in both new development and redevelopment of land. One concern with the PUD district is that there is no minimum lot size requirement.

Commercial districts include the B-1, B-2, B-3, and B-4 districts. The B-1 District provides for businesses to serve neighborhoods, such as beauty shops, tailor shops, and photography studios. The B-2 District is intended to preserve and enhance the Downtown District as the prime center for office and government employment, shopping, and cultural activities. Restaurants, grocery stores, and governments buildings are examples of uses in this district. The B-3 District provides for uses that are dependent upon thoroughfare traffic such as motels and auto sales. The B-4 District provides for existing and proposed shopping centers.

The two industrial districts include a limited industrial district (I-1) and a general industrial district (I-2). The limited industrial district provides for non-nuisance type manufacturing and/or less intensive commercial uses such as wholesale businesses, electronics manufacture, and commercial greenhouses. The general industrial district provides for heavier industrial and manufacturing activities. These uses include highway maintenance shops and yards, freight terminals, and bottling establishments.

The zoning ordinance also delineates a Downtown District. This is an overlay district which eliminates some of the zoning requirements for properties in the center of town. Lot coverage and setback requirements are waived for all business and industrially zoned properties in the Downtown District.

A separate Airport Ordinance exists that addresses navigational easements, restrictions and other requirements associated with the airport and land surrounding the airport.

FLOODPLAIN MANAGEMENT ORDINANCE

The City also has a floodplain management ordinance. This ordinance defines the boundaries of flood prone areas and sets standards for the use of land within the corporate limits. There are two separate districts defined in the ordinance, the Floodway District, and the Flood Fringe District. Both are overlay districts which means that other district regulations, such as agricultural or commercial, also apply. The boundaries of the district can be found on the official Flood Boundary and Floodway map of the City. In general, the ordinance is intended to ensure that land use in the flood zones will not cause an increase in flood potential in the areas already prone to flooding, and that property in the zone will not be unnecessarily damaged when flooding occurs. Currently the district boundaries are read from separate maps.

OTHER CODES -- EXISTING AND POTENTIAL

The City has adopted the State Building Code which is accepted by most communities and builders as the standards to which construction should be held. The City also has a housing code which is used to enforce maintenance of deteriorating structures. Housing inspection programs may be a useful tool to gain the benefit of such regulations.

COMMUNITY FACILITIES

The buildings and facilities owned and maintained by the City of Marshall and other governmental units vary greatly in age and condition, as well as function. Due to the extent and nature of services that the City and other governmental units must provide to the residents, sound and functional structures are indeed a necessity. The purpose of this section is to inventory the various public buildings of the City, state their condition and function while noting any deficiencies or planned upgrades.

The listing of community facilities is broken down into five categories: Municipal/Government, Parks/Recreation, Schools/Education, Medical, and Cemetery. This inventory identifies each of the buildings or facility, gives the location of the facility, describes its condition and notes the facility's function and planned or needed improvements. This information was gathered by interviewing the appropriate City Staff and others during the summer of 1993. The location of these facilities is illustrated on Figure 6 entitled, *Community Facilities*.

MUNICIPAL/GOVERNMENT

City Hall

Location: 344 West Main Street

Function: Provides offices for administration, engineering, park and recreation, assessor, police, City Clerk/Finance, and community education. The Council Chambers are located in City Hall as well as various meeting rooms.

Condition: The brick building was built in 1964 and there have been no major expansions or renovations since that time. Some updates were made to the building during 1993 and 1994 to accommodate some ADA regulations. The building is not, however completely accessible. The building is in very good condition, but it is inflexible for modern office use. There is also very little room for expansion. No formal plans have been created to help City Hall deal with the space problem, although a major question is whether the City should expand on the site or whether it should look at other locations.

Marshall/Lyon County Library

Location: 301 West Lyon Street

Function: The library has over 60,000 materials and other assorted equipment. The library also houses a community meeting room.

Condition: The current library was built in 1967 on the former site of the Carnegie Library and is considered an inflexible building, with an inefficient design for today's needs as well as lacking adequate parking. Due to space constraints and the need to make the library handicapped accessible, a study commissioned by the Library Board recommended that a new library be built in the near future. It was recommended that the new library be located within the downtown area.

Community Facilities

Legend

○ Municipal and Government Institutions

1. City Hall and Police Station
2. Marshall/Lyon County Library
3. U.S. Post Office
4. Lyon County Courthouse and Enforcement Center
5. Fire Station
6. Water Treatment Plant
7. Waste Water Treatment Plant
8. Public Works and Maintenance Facility
9. Municipal Utilities
10. National Guard Armory
11. Municipal Airport
12. Senior Center

▽ Medical Facilities

1. Weiner Memorial Hospital
2. Nursing Home
3. Congregate Housing

◇ Cemeteries

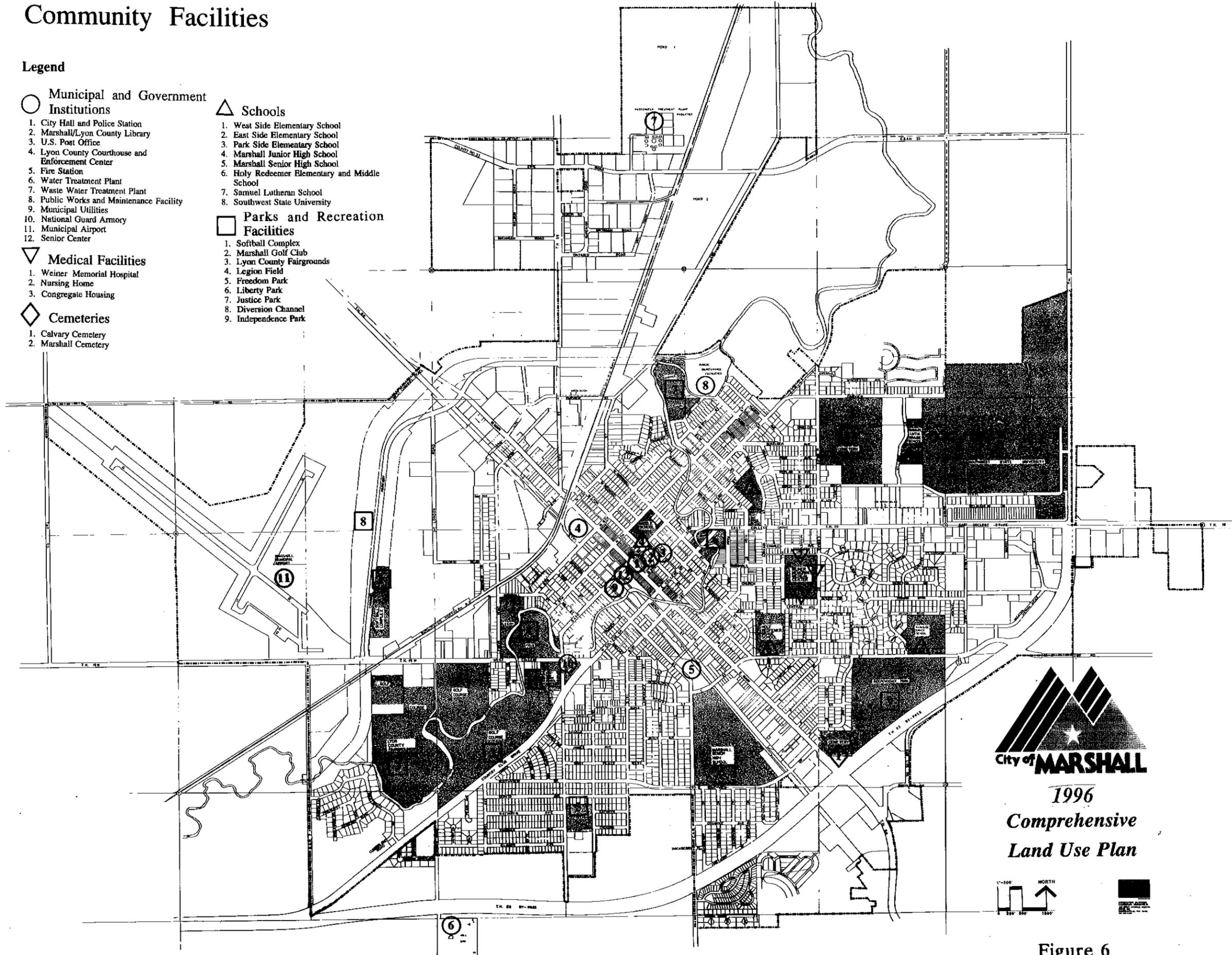
1. Calvary Cemetery
2. Marshall Cemetery

△ Schools

1. West Side Elementary School
2. East Side Elementary School
3. Park Side Elementary School
4. Marshall Junior High School
5. Marshall Senior High School
6. Holy Redeemer Elementary and Middle School
7. Samuel Lutheran School
8. Southwest State University

□ Parks and Recreation Facilities

1. Softball Complex
2. Marshall Golf Club
3. Lyon County Fairgrounds
4. Legion Field
5. Freedom Park
6. Liberty Park
7. Justice Park
8. Diversion Channel
9. Independence Park



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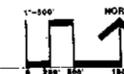


Figure 6

Municipal Building

Location: 344 West Main Street

Function: The Department of Public Safety provides police protection and other services for the community. The Department has 6 squad cars and 17 officers along with support staff and dispatch personnel. Aside from regular police calls, the Department is seeing an increase in domestic assaults, criminal sexual conduct, thefts and vandalism.

Condition: Although the department recently remodeled its facility, space is at a premium. Garage space is especially needed. The Department anticipates that it will outgrow its facility by the end of the decade. It is felt that more squad cars and officers will be needed in the near future as well. This in turn will increase the already present need for more departmental facilities.

U.S. Post Office

Location: 302 West Lyon Street

Function: Provides postal services for the City and the surrounding rural areas. There are eight city routes and five rural routes.

Condition: The Post Office was built in 1936 and is in good condition given its age. The Post Office is in need of more space, but there are no plans for expansion or renovation at the present time. The Post Office suffers from inadequate access and insufficient parking. If the Post Office is expanded on its present site, parking and circulation must be addressed.

Lyon County Courthouse/Enforcement Center

Location: 607 West Main Street

Function: The Courthouse provides facilities for the court system and administrative offices for Lyon County. It was originally built in the early part of this Century and was expanded in 1939 and again in 1974. Presently, it is being expanded again and the oldest sections of the Courthouse are slated to be destroyed. The Enforcement Center is home to the County Sheriff's Department and the 26-bed County Jail. Seven full-time deputies, the Civil Defense Department, and the Crime Bureau also are located in the facility.

Condition: The 1974 sections of the courthouse are in good condition and the recent addition will provide much needed office and administrative space. The third floor of the new addition is being held vacant for future anticipated space needs. The Enforcement Center was built in the late 1970's and is also in good condition. As overcrowding in the Courthouse becomes an issue due to the Jail and other departments and agencies occupying space, expansion into the Old Courthouse may become necessary.

Fire Station

Location: 201 East Saratoga

Function: The Fire Department, comprised of 40 volunteer personnel, provides fire protection to the City and surrounding Townships. Equipment includes two pumpers, one rural tanker, one 85 foot platform and one 100 foot platform which is scheduled to be delivered in January 1994. The department also has a rescue van, and one equipment pick-up.

Condition: The Fire House was built in 1979 and is in good condition. The department is looking at ways to provide a substation in the northwest part of the City near the Industrial Park. With the inclusion of this substation, the Department hopes to raise its fire rating from Class 5 to Class 3.

Emergency Medical Services (EMS)

Locations: 113 South "A" Street

Function: Marshall EMS comprises 3 full-time employees and 18 paid volunteers and provides emergency medical services for the City and surrounding townships. The service also provides inter-facility transfers to other hospitals. Currently, the service is an EMT-Basic Level service with variances for some advanced level procedures. Plans to upgrade to a full Advanced Life Support (Paramedic) service are scheduled to occur in the immediate future. The service presently has three ambulances.

Effective February 1, 1996, the City entered into a contractual arrangement with North Medical Transportation Services to manage, operate and provide emergency medical services for the City and surrounding Townships.

Condition: The new EMS facility was completed and occupied in 1994 and contains heated storage space for up to four ambulances, crew quarters, offices and cold storage.

Water Treatment Plant

Location: West Highway 23

Function: The plant filters iron and manganese from the City's water supply, disinfects the drinking water and adds fluoride. There are a pair of 2 million gallon, above ground storage tanks on the site and the plant can handle approximately 6 million gallons of water per day (GPD).

Condition: The plant was originally built in 1959 and underwent expansions in 1970 and 1992-93. The most recent expansion added a two million gallon, above ground storage tank. This expansion increased the plant's capacity from 5 million GPD to 6 million GPD. The overall project cost came to \$1.22 million and was funded through bonds that are being paid with increased user fees. Peak demand for the City is about 5 million GPD. There are already preliminary plans for further expansion when needed. The water distribution system is illustrated on Figure 7 titled *Water Distribution System*.

Wastewater Treatment Plant

Location: 600 Erie Road

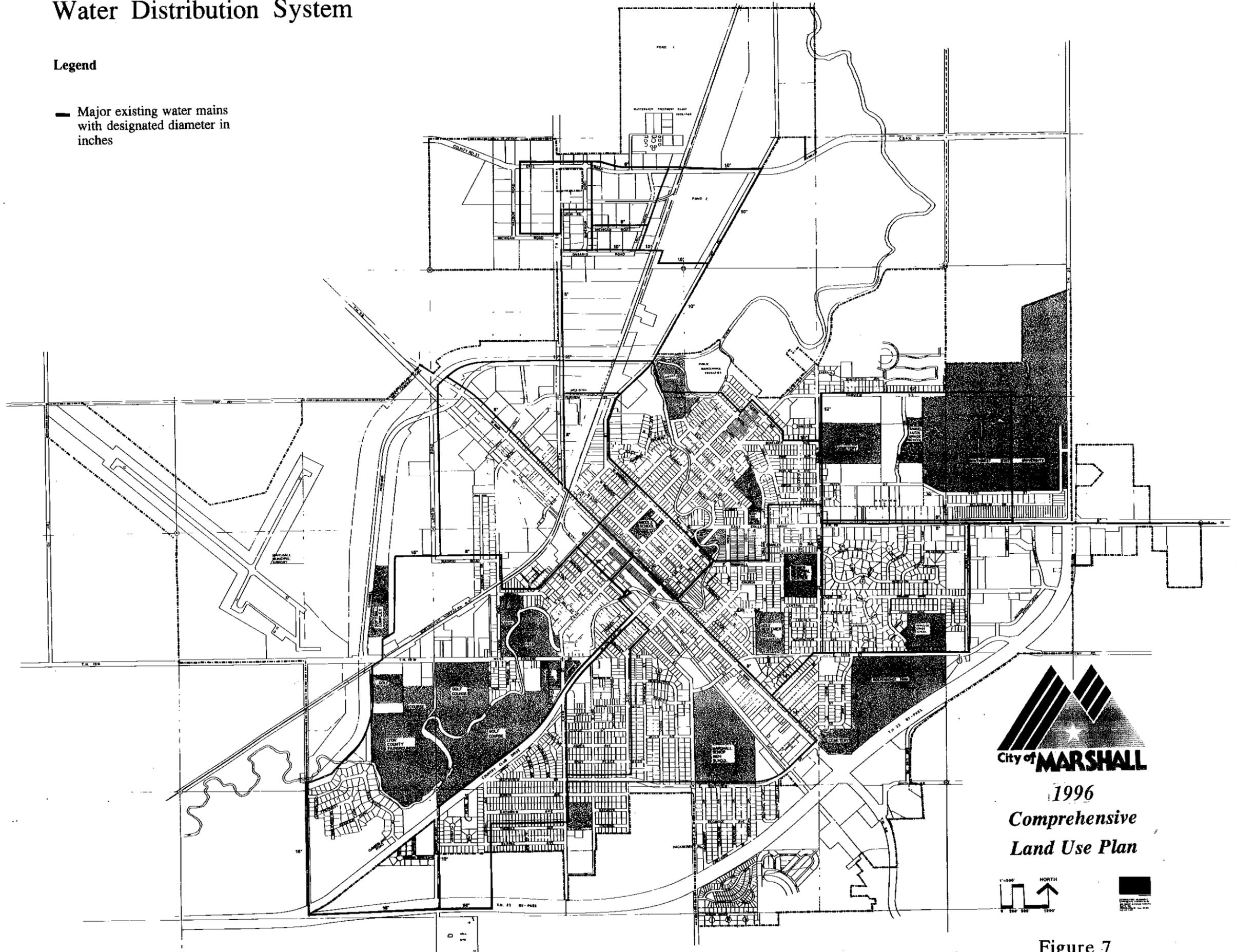
Function: The plant collects effluent from the City's sewer system, treats and discharges it into the Redwood River in accordance with the regulations of the MPCA and Health Department.

Condition: The plant was built in 1975-76 and has undergone various renovations and expansions ever since. The most recent expansion/renovation began in 1992. This \$7.6 million project will improve the collection system, meet new treatment standards and maintain plant capacity of 4.5 million gallons per day (GPD). Currently, the average daily flow is about 2-3 million GPD. In addition to this project, there are a number of other renovations planned for the wastewater treatment plant, including a \$2.8 million expansion of the trunk line and construction of a new lift station, a \$1.0 million screening project, as well as other plans designed to rehabilitate and replace old and worn out parts. All of these projects will be borne by local funding, through user fees. The sanitary sewer system is illustrated on Figure 8, titled *Sanitary Sewer System*. Storm water is collected separately and is illustrated on Figure 9, titled *Storm Sewer System*.

Water Distribution System

Legend

— Major existing water mains
with designated diameter in
inches



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Figure 7

Sanitary Sewer System

Legend

- Sanitary Sewer
- Manhole
- Lift Station

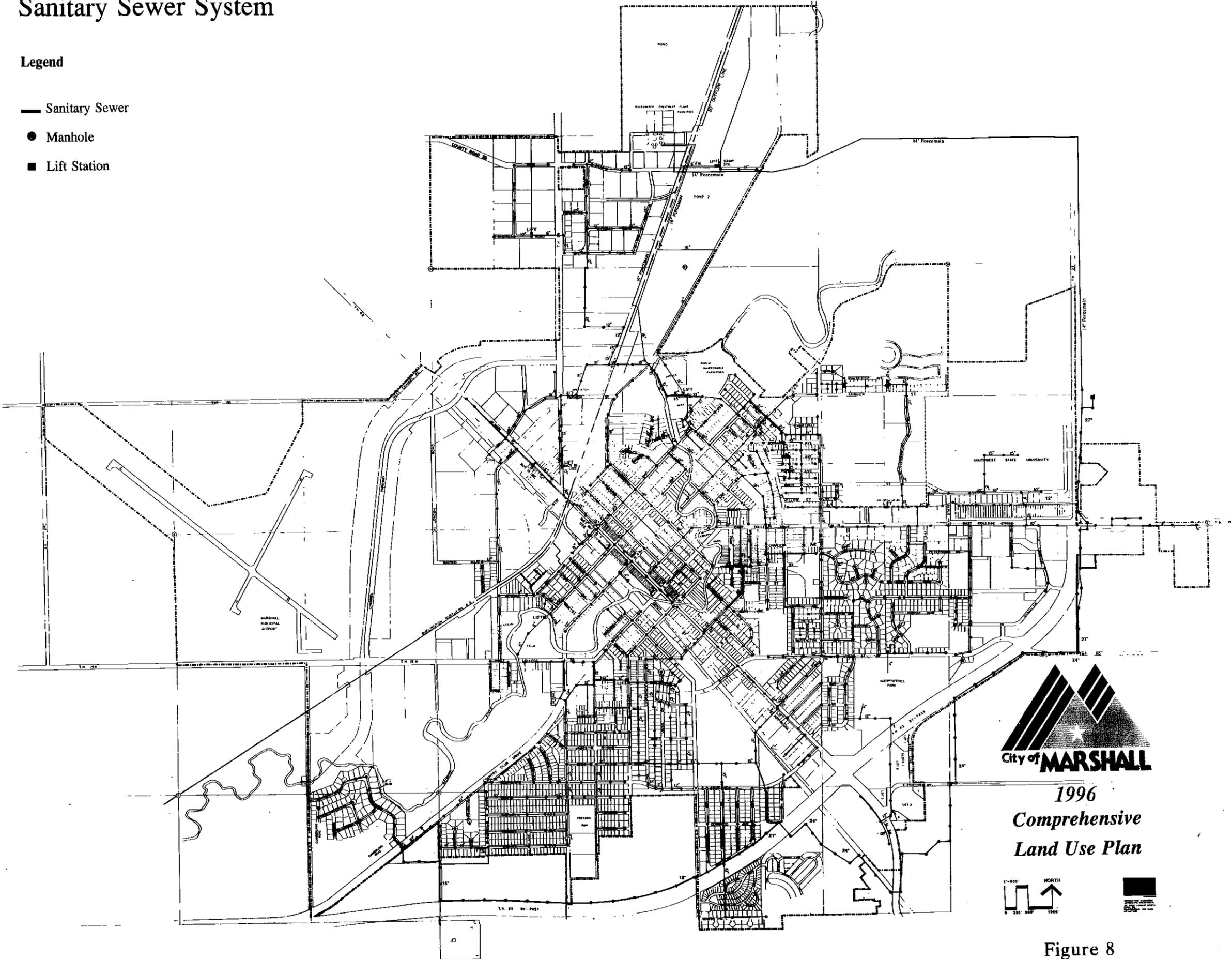


Figure 8

Storm Sewer System

Legend

- Storm Sewer
- Manhole/Catch Basin
- ▨ Ponding
- Lift Station

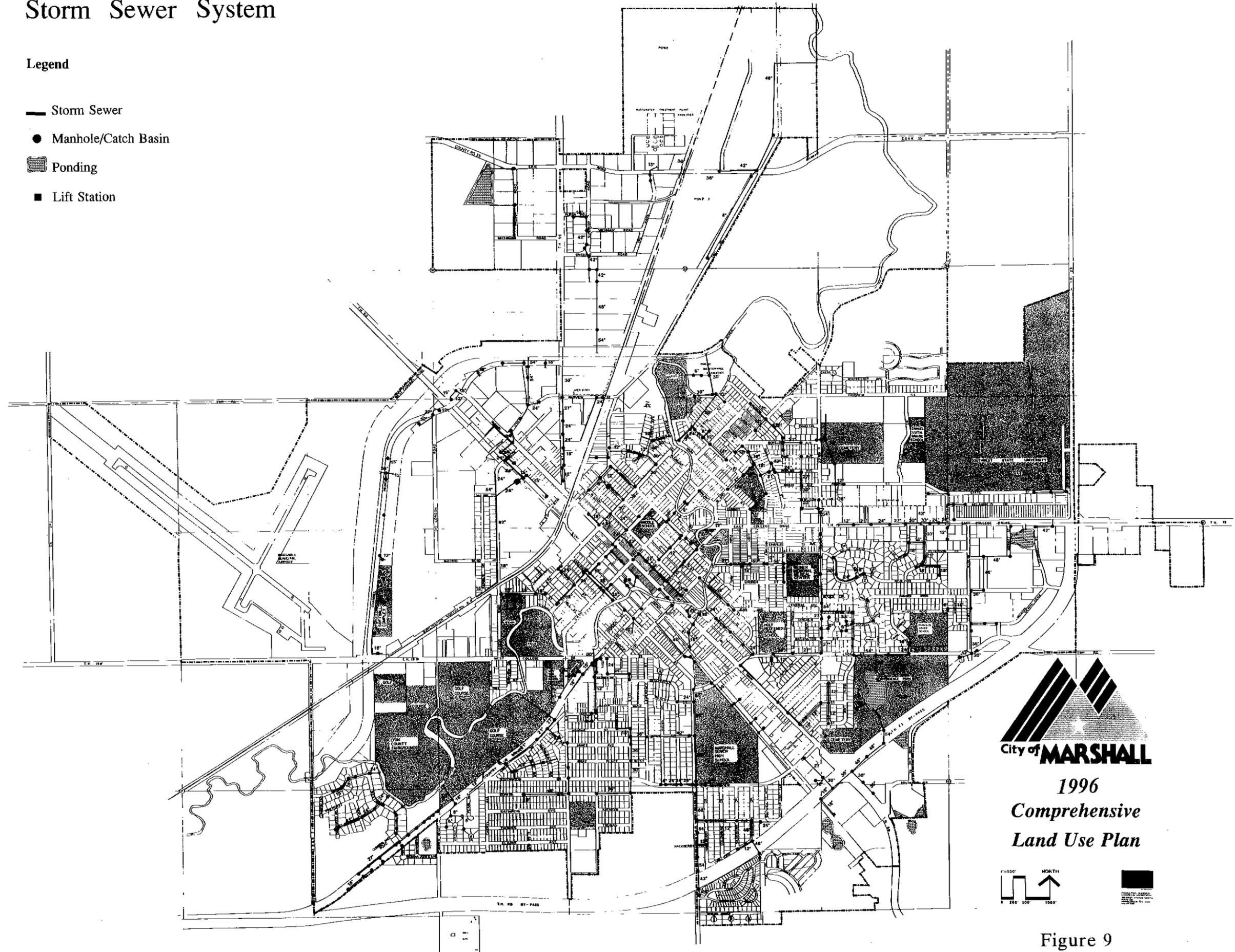


Figure 9

Public Works Maintenance Facility

Location: 901 Oak Street

Function: Two buildings exist as a part of the Public Works Maintenance Facility. One functions to provide a storage, maintenance and shop area for the Public Works Department. The other functions as a cold storage building. Street equipment includes three graders, one front end loader, a tractor backhoe, three utility tractors, five truck plows, one sander, and a variety of pickups and other street and lawn equipment.

Condition: Both of the buildings were constructed in 1972 and are in good condition. Although in good condition, the facility is rapidly running out of space. Consideration will need to be given to additional storage areas in the near future.

Municipal Utilities

Location: 113 South 4th Street

Function: Provides electricity to area residents, businesses and industry. It includes the electrical transmission and distribution system. Electricity is purchased from two sources: Western Power, a federal agency using the Missouri River as its source of power, and Heartland Power, a utility based in South Dakota that uses a coal burning plant in Wyoming. A small portion of the power is also being generated by Minnesota Wind Power.

Condition: The utility has built and occupied a new facility in 1994 that houses all the equipment and offices. This \$1,500,000 project was locally funded and should provide for all of the City's utility transmission and distribution needs for the next 20 years.

National Guard Armory

Location: West College Drive

Function: The National Guard Armory houses the National Guard and is available to be leased for other occasions, such as meetings and trade shows.

Condition: The Armory was built in 1956 and is in good condition. There are no plans for additional renovations. Previous renovations included routine replacement of the physical plant.

Municipal Airport

Location: West Highway 19

Function: Provides regional flight service including charter service, UPS service, an active fixed base operator, and flight and passenger service, including charter service to the Twin Cities. There are two runways: the main runway has a usable length of 5,010 feet by 100 feet and the crosswind runway is 3,205 feet by 75 feet. Both runways are lighted.

Condition: The airport is in good condition, however, increased usage is creating a demand for continual expansion. In 1985, a new hanger was built for the FBO and a major expansion was completed by 1995. This included lengthening of the runways, new high intensity lighting, a parallel taxi-runway, repaving of the hanger apron. The State of Minnesota installed an instrument landing system (ILS) in 1995.

Senior Center

Location: 107 South 4th Street

Function: This Senior Center's primary function is to provide services to the surrounding senior population. The Center also provides various services to the general population. Services include educational programs, nutrition programs and meal deliveries, inter-generational programs, community and volunteer services, cultural programming and social and recreational opportunities. There is also a dining hall that typically seats 140 and, if needed, could service about 200 people.

Condition: The Center was built in 1988 and is in excellent condition. Aside from regular maintenance, there are no plans for expansion or major remodeling.

PARKS/RECREATION

All park and recreation sites in the City of Marshall are illustrated on Figure 10, titled *Park and Open Space System*.

Softball Complex (11.3 acres)

Location: North of the intersection of the railroad track and Trunk Highway 19.

Function: The complex has four regulation softball fields, three of which are lighted. Two concession stands are located at the softball complex, as well as restrooms, bleachers, a storage building, playground equipment, a picnic shelter, and parking for 250 cars. It is used for City softball leagues and Jr. AAU baseball. It is also connected to the City's trail system.

Condition: The fields are in good condition. The restrooms will need to be renovated soon and the fields are scheduled to be regraded within the next several years.

Marshall Golf Club (approx. 160 acres)

Location: In the West Side of the City along Country Club Drive.

Function: This privately owned 18-hole golf course provides golfing opportunities for the Marshall community. In addition to the golf course, there is a driving range, practice green, and a private club house that provides banquet facilities for up to 200 people.

Condition: The course was expanded to 18 holes in the mid-1970's and is excellent condition. Improvement plans for the golf course and its facilities include maintenance and periodic modifications.

Parks & Open Space System

Legend

□ Parks and Recreation Facilities

1. Softball Complex
2. Marshall Golf Club
3. Lyon County Fairgrounds
4. Legion Field
5. Freedom Park
6. Liberty Park
7. Justice Park
8. Diversion Channel/Bicycle Trail
9. Independence Park

△ Open Space

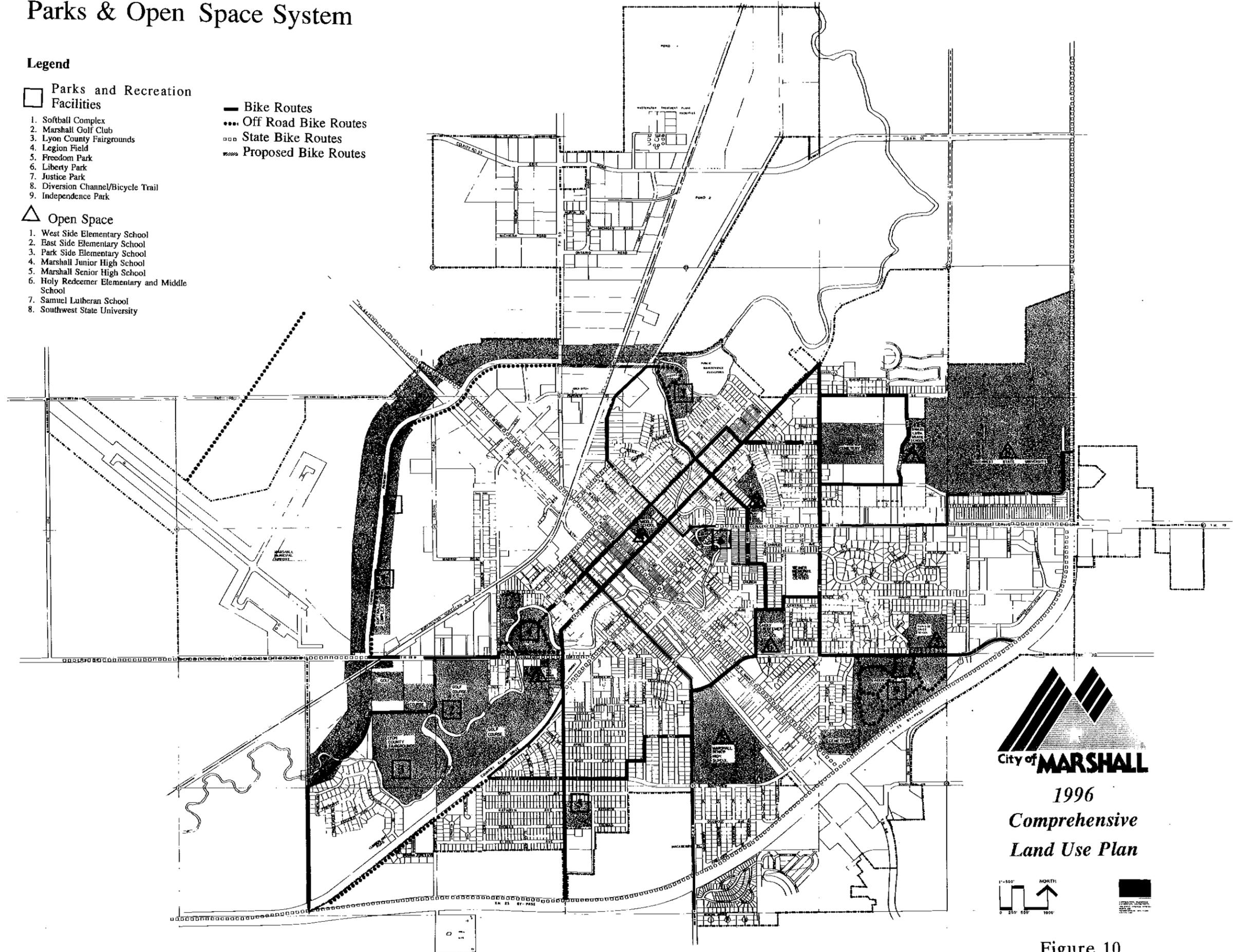
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3. Park Side Elementary School
4. Marshall Junior High School
5. Marshall Senior High School
6. Holy Redeemer Elementary and Middle School
7. Samuel Lutheran School
8. Southwest State University

— Bike Routes

••• Off Road Bike Routes

□□□ State Bike Routes

////// Proposed Bike Routes



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Figure 10

Lyon County Fairgrounds (approx. 40 acres)

Location: In the West Side of Town just north of the Redwood River.

Function: Fairground facilities for Lyon County. Includes 4-H, commercial and livestock exhibit area, food stands, grandstand/racetrack, an enclosed show arena, a Pioneer Village, and midway area. A year-round bubble and hockey rink was also recently constructed on the grounds of the facility.

Condition: The Fairgrounds are in good condition, with no plans for expansion in the near future.

Legion Field (approx. 28 acres)

Location: Corner of Legion Road and Trunk Highway 19.

Function: Home of award winning American Legion Field. It has one lighted baseball diamond, press box, concession stand, restrooms, and seating for 2,500. This is currently the location for the high school football stadium, however its future location is under discussion. Other amenities include two softball fields (one lighted), volleyball courts, six tennis courts, a playground, a picnic shelter, BBQ pits horseshoe pits, and the municipal pool with wading pool and diving well. Construction of a water slide, shallow pool, and diving well will begin in the spring/summer of 1995.

Condition: The park is in very good condition. Upgrades and amenities are currently under consideration for the pool areas which include a new patio, fence, water slide, and additional parking. A feasibility study is currently underway to review the parking issue for the pool.

Freedom Park (approx. 7.25 acres)

Location: Corner of 2nd and Kathryn

Function: This neighborhood park has a softball diamond with bleachers, soccer field, basketball courts, a picnic shelter, sliding hill, skating rink and new playground equipment.

Condition: The park is in good condition, although more playground equipment is needed. The softball field needs to be regraded and sodded.

Liberty Park (approx. 6 acres)

Location: Along the Redwood River between 3rd Street and 4th Street Streets

Function: This downtown park has two playgrounds, a bandshell, picnic shelter, flower gardens and restroom facilities.

Condition: The park is in fair to good condition. The restrooms have recently been remodeled and the bandshell was renovated in the mid-1980s. The playground equipment needs to be updated.

Justice Park (approx. 6 acres)

Location: Along the Redwood River on Oak Street

Function: This neighborhood park has a heavily used lighted baseball field with bleachers, a picnic shelter, sand volleyball court, basketball court, soccer field, two playgrounds, BBQ pits, and restrooms.

Condition: This park is in fair to good condition. The playground equipment needs to be updated and renovated. The restrooms are also in need of renovation.

Diversion Channel/Bicycle Trail (1.5 miles)

Location: Rings the west side of the City from the Redwood River to the Public Works Maintenance Facility

Function: The City of Marshall has developed a complete system of pedestrian and bicycle trails which link the parks and open spaces of the City to neighborhoods, schools, and the central business district. The bicycle trail runs along the Diversion Channel, west and north of the City and also includes 11.3 miles of on and off street trails. An additional 1.5 miles of off street trails are planned along the diversion channel. The City's trail system is tied to the State trail system which extends along the Highway 23 bypass linking Marshall to other area towns and cities.

Condition: This paved trail is in good condition. An additional .7 miles of the trail along the channel is yet to be completed. A maintenance program dedicated to the bicycle trail system should be considered.

Independence Park (approx. 51 acres)

Location: Nuese Lane and East Lyon Street

Function: This 51 acre community park has fast become the community's recreational center. The park has a large playground, 2 volleyball courts, a rolle bolle court, 2 multi-purpose ball fields, sliding hill, 2 restroom facilities, a veterans monument, a large picnic shelter, fishing pier, a pond (which functions as a storm water retention pond), a gazebo, and warming house and outdoor skating rink. There are also benches and two miles of walking trails. A youth activity complex is being considered for incorporation into Independence Park.

Condition: This park was developed in the 1980's and is in excellent condition. Maturity of the trees is needed. There are plans for more playground equipment, and development of tennis courts.

SCHOOLS/EDUCATION

The locations of the schools are illustrated on Figure 6, titled *Community Facilities*.

West Side Elementary School

Location: West Highway 19

Function: This school serves grades Three and Four with approximately 340 students. Capacity of the school is about 400 students. Outdoor recreation facilities include a playground, vita course, basketball court, and a football field.

Condition: The school was built in the late 1950's and is in good condition. Beyond basic maintenance, the school has no current need for additions or major renovations. The school is handicapped accessible. Pedestrian safety and off street parking are concerns that should be addressed.

East Side Elementary School

Location: 600 East College Drive

Function: This school serves grades One and Two with approximately 330 students. Capacity is about 375 students. Outdoor recreation facilities include two tennis courts, playground, basketball court, ballfield, and a football field.

Condition: East Side Elementary was also built in the late 1950's and is in good condition. No additions or renovations are planned. The school is handicapped accessible. Pedestrian safety and off street parking are concerns that should be addressed.

Parkside Elementary School

Location: 1300 East Lyon Street

Function: This school serves grades Five, Six, Preschool, and Kindergarten, with an enrollment of about 500 students. Recreational facilities include a playground and ballfield.

Condition: This school was built in 1989 and is in excellent condition. There are no needs for additions or renovations.

Marshall Jr. High School

Location: 207 North 4th Street

Function: This school serves grades Seven and Eight with an enrollment of about 315 students. Capacity for enrollment is approximately 400. Recreational facilities include three basketball courts and a ballfield.

Condition: At one time, the building was the old High School with the main building built in 1932. Major additions to the building occurred in the 1950's and 1960's. Given its age, the building is in good condition. The feasibility of constructing a new Junior High on the grounds near the High School and utilizing the existing school as a community center is being discussed. The building has also been made handicapped accessible.

Marshall Senior High School

Location: 401 South Saratoga

Function: The High School serves grades Nine through Twelve with an enrollment of 780 students. Enrollment capacity is about 820 students. Recreational facilities include two tennis courts, an all weather track, a football field, and a par three practice golf course.

Condition: The building was built in 1967 and is in excellent condition. The only major renovation to the original structure was the addition of shop facilities. There is a need to make the gym and swimming pool handicapped accessible.

Holy Redeemer Elementary and Middle School

Location: 501 South Whitney

Function: Provides parochial education for grades Kindergarten through Eight. Enrollment is currently 390 students with two classes per grade. Building capacity is approximately 500 students. The school contains a cafeteria, auditorium and gymnasium. The schools also has provisions on site for an independent day care facility. Exterior recreational facilities consist of two basketball courts, a playground, ballfield and a bike trail.

Condition: The building was built in 1949 and in 1956 a major addition was added onto the original structure. The building is in relatively good condition for its age, although regular maintenance and the replacement or repair of outdated equipment is an ongoing concern.

Samuel Lutheran School

Location: 500 Village Drive

Function: Provides parochial education to grades pre-Kindergarten through grade Eight. Enrollment is currently at 90 students with two grades per class. Building capacity is approximately 120 students. The school has a cafeteria and a gymnasium that functions as the auditorium. Recreational facilities consist of a ballfield and a basketball court.

Condition: The building was constructed in 1969 and a major addition was added in the mid-1980's. Routine maintenance is a constant requirement, however, the building is in good shape and no further additions or renovations are anticipated.

Marshall Area Christian School

Location: 305 Camden Driver (High School)
711 No. Bruce Street (K-6)

Function: Provides parochial education to grades Kindergarten through grade Twelve. Enrollment is currently at 66 students with two grades per class.

Condition: The School is currently using facilities rented from local churches.

Southwest State University

Location: 1501 State Street

Function: With an enrollment of approximately 2,735 students (94 Fall head count), Southwest State University provides higher education opportunities in the liberal arts and professional fields. The University is part of the Minnesota State University system. Although enrollment declined in the late 1970's to early 1980's, for a period following the decline enrollment increased steadily and is now generally stable. Enrollment is projected to grow for the next 10 years. Outdoor facilities include four tennis courts (under construction), an all season track, two basketball courts, a soccer field, and two ballfields.

Condition: The University opened in 1967 and is in good condition. Recent additions include a Studio Arts Center. Construction is underway to build a new recreational facility with a 4,000 person auditorium, jogging track, basketball courts and weight room. There is a need for a performing arts center. Due to the University's relatively young age, rehabilitation and reconstruction have not been a concern. The University has substantially met many of the requirements of the Americans with Disabilities Act.

MEDICAL

The location of the medical facilities is illustrated on Figure 6, titled *Community Facilities*.

Weiner Memorial Medical Center

Location: 300 South Bruce Street

Function: This 62 bed hospital has facilities for emergency service; surgery, radiology, pediatrics and other necessary hospital functions. There are currently 20 active doctors located in the clinic attached to the Medical Center. There is a need for an additional four doctors. The Medical Center Campus also contains 61 apartment units for seniors. A wellness center is being constructed on the fourth floor of the hospital.

Condition: The building was built in 1950 and with a major addition was constructed in 1977. Occupancy is at about 35% with a major emphasis on out-patient services. An extensive evaluation of space utilization is currently underway. The facility is in good condition with no additional structural or space needs anticipated at this time.

Nursing Home

Location: 300 South Bruce

Function: A 76 bed Nursing Home with medical, eating and social facilities.

Condition: The building was constructed in 1963 and in good condition. Although the facility is at 99 percent capacity, there are no plans for expansion at this time. This is due to the State imposed moratorium on the provision of more nursing home beds. The building itself is in good condition and there are no anticipated renovations needed. Routine maintenance is ongoing in order to keep the structure in good repair.

CEMETERIES

The location of the cemeteries is illustrated on Figure 6, titled *Community Facilities*.

Calvary Cemetery

Location: Corner of East Main and the Highway 23 Bypass

Function: Provides burial facilities for the community.

Condition: The cemetery is in good condition and has adequate space for future expansion.

Marshall Cemetery

Location: Along Bruce Street and Birch Street

Function: Provides burial facilities for the community.

Condition: The Cemetery is in good condition and has adequate space for future expansion.

ENVIRONMENTAL ANALYSIS

The purpose of this section is to identify areas of high environmental and natural resource value. Many times these features will determine what kind of land use may occur and the intensity of that use. While there is a substantial portion of the Marshall area that is inherently suitable for urban development, other segments of the area have intrinsic natural value. These segments function best if left in a natural state, or contain limitations to development such that they should not be urbanized or irrevocably altered. Preservation of significant natural resources is a legitimate goal for any local government and by doing so, recreational opportunities and a high quality of life can be maintained for Marshall area residents.

Included in this inventory is a discussion on wetlands, surface waters, geology/water resources, topography/elevation and soils. These features are illustrated on Figure 11, titled *Environmental Features*.

WETLANDS

Wetlands have generally been regarded as obstacles to development rather than opportunities. Only recently have public attitudes changed and brought the destruction of these productive areas to an end. Most wetlands are valuable for storing essential surface waters and stabilizing surface waters to alleviate the danger of droughts and floods and support wildlife habitat areas. They also serve as the primary method of recharging aquifers to insure a continued supply of water to serve an area's needs. Wetlands also serve to cleanse and purify the water by removing nutrients and other contaminants in storm water runoff.

There are no DNR designated protected public waters in Marshall. The Redwood River runs through the City but is classified differently than wetlands. The National Wetland Inventory has identified a number of wetlands in Marshall that the Army Corp of Engineers has jurisdiction over. These wetlands are quite small, however, with the largest not even two acres in size. There is a need to establish new wetlands for mitigation purposes where appropriate.

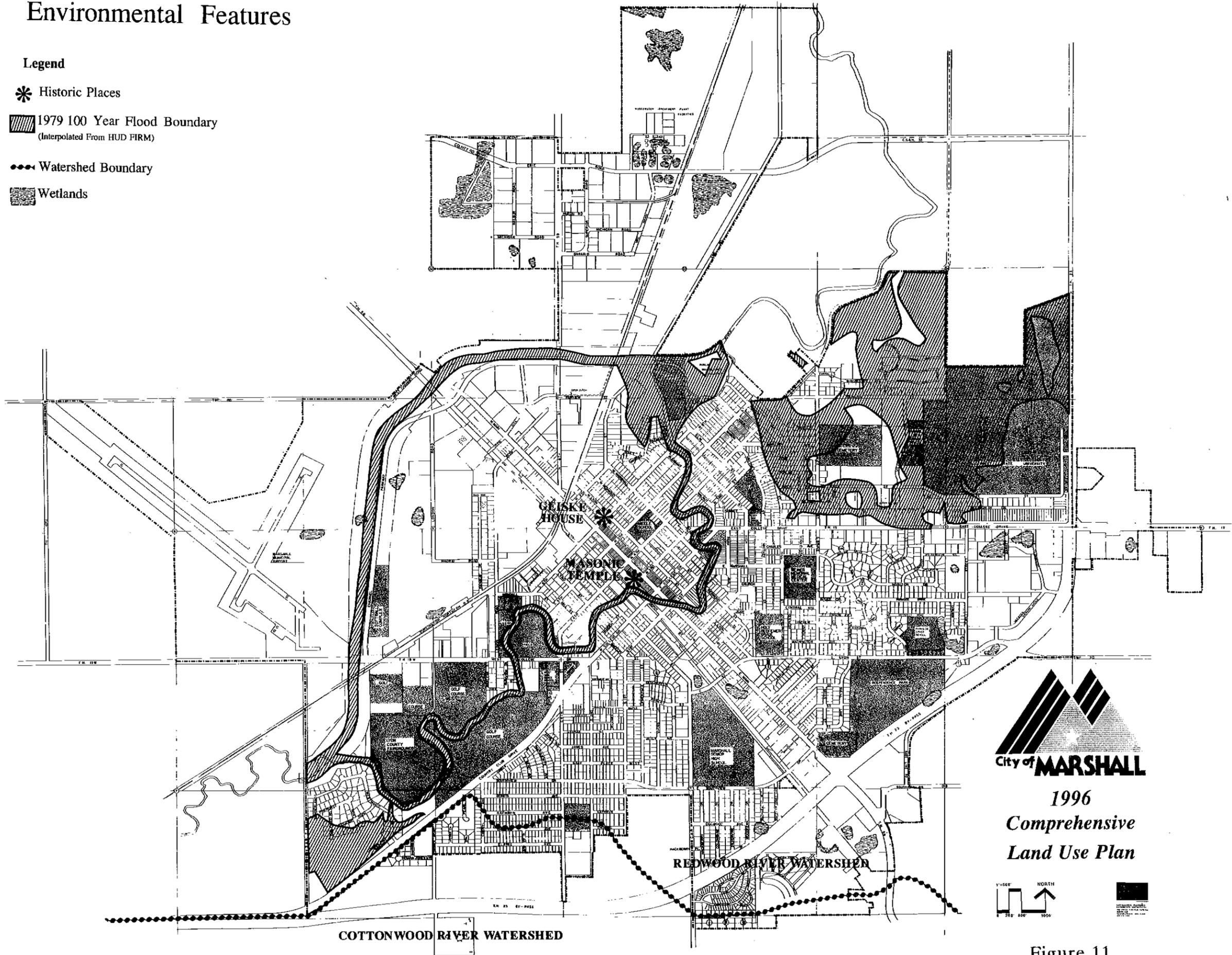
SURFACE WATERS

Water Quality

Due to the large amount of agricultural activity in the Marshall area, the Redwood River has been monitored to detect surface water quality deficiencies. The river runs through the City and is classified as a Class 2-B Stream. In a recent survey conducted by the Minnesota Pollution Control Agency (MPCA), turbidity, sedimentation and alteration of the physical habitat of several reaches of the Redwood River were noted. A study conducted in the mid-1980s found that nitrates enter the River as a result of runoff. The study found sulfate concentrations exceeding 250 mg/l (drinking water standard) and fecal coliform bacteria of concentrations above 1 per 100 ml. It was concluded that segments of the River would not meet drinking water, Class A fisheries or recreation standards as established by the MPCA. The City, however, collects its drinking water from wells.

Environmental Features

- Legend**
- * Historic Places
 -  1979 100 Year Flood Boundary
(Interpolated From HUD FIRM)
 -  Watershed Boundary
 -  Wetlands




City of **MARSHALL**

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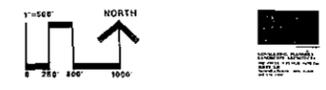


Figure 11

Shoreland Regulations

The Minnesota DNR is administering changes to the shoreland management rules affecting rivers, lakes and streams throughout Minnesota. The shoreland management program provides for orderly development of the shoreland and protects lakes and rivers from pollution by individual sewage treatment systems and other non-point sources. The intent of this program is to encourage development of shorelands in a way such that the water quality is enhanced and scenic resources preserved. The City's Zoning Ordinance needs to be modified to reflect current state shoreland regulations.

The DNR designates the Redwood River as an Urban River in the City of Marshall. These classifications determine minimum standards for setbacks, permitted land use, lot size, and other requirements within 300 feet of the shoreland.

Floodplains

Floodplains also determine land use around a waterbody. The DNR administered Floodplain Management Program is intended to minimize the threat to life and property resulting from flooding. This program restricts development in floodplains by preventing structures from being built at too low an elevation in areas that have a high risk of flooding. It also controls encroachment so that the floodplain's capacity to hold water will not be reduced, causing flooding to properly located structures.

The City of Marshall lies on the divide between the Redwood River Basin and the Cottonwood River Basin. Major flooding has occurred during the spring and summer of 1993, with the greatest discharge recorded in April of 1969. There have also been major floods during 1957, 1963 and recently during 1993.

The City experienced three flooding incidences in the summer of 1993. The incidences were peculiar because they were caused by excessive amounts of rainfall and not due to snow melt, which has been the cause of flooding in the Marshall area in the past.

The first flooding incident, the Mothers Day Flood, occurred due to the fact that the entire watershed received a heavy amount of rain, thus raising the Redwood River throughout the area. The flood entered the City from the west near Westwood Acres to the north near the manufactured home park and the University. The other two floods, the Fathers Day Flood and the Fourth of July Flood, occurred due to heavy localized rain in the Marshall area only.

There was structural, agricultural and infrastructure damage due to the flooding. It has been estimated that 90 to 95 percent of the damage was covered by insurance.

In all three incidents, the City's flood diversion channel worked as designed. However, a major deficiency in the flood control measures protecting the City is that water can go over the banks of the river before it reaches the diversion channel or after it has passed through the channel. Further exacerbating the problem is that the flood waters in the Redwood River Basin, overflow at the 50 year flood event into the Cottonwood River Basin, causing concerns from property owners and residents who live within that Basin.

There have been plans for nearly 20 years to improve the flood control measures protecting the City. Included are flood control measures for both upstream and downstream of Marshall. Start-up for these projects, if authorized by Congress, would be in 1996.

Upstream measures include the construction of levees from County State Aid Highway 7 to Wayside Park with overflow to the Cottonwood River. Other measures would include improvements and modifications to the Diversion Channel, and rip-rap and bank protection. Downstream measures include the construction of levees and additional ponding areas.

The City has taken action to provide a flood insurance program that is available to its residents. In 1977, a flood insurance study was completed by the Federal Insurance Administration. The final result of the study produced a map of the City delineating zones having specific flooding potential. Based on flood hazard factors and reach determinations, these zones were then incorporated into insurance rate tables. As mentioned above, it is estimated that 90 to 95 percent of the damage caused by the 1993 flooding was covered by this insurance. The floodplain is delineated on Figure 11, entitled *Environmental Features*.

GEOLOGY/WATER RESOURCES

The bedrock in the Marshall area consists predominately of Precambrian granite. The depth below land surfaces to these types of materials ranges from about 400 to 600 feet. The Precambrian rocks are overlain in places by Cretaceous strata composed largely of thick sections of soft shale and sandstone and are nearly 450 feet thick in the Marshall area.

The entire County is covered with glacial drift deposited during the Late Wisconsin Ice Age. The drift is mainly clayey till with lenses consisting of layers and pockets of sand and gravel.

The principal sources of ground water in the area are the permeable deposits of sand and gravel in the glacial drift and sandstones of the Cretaceous age. There are several water bearing strata in the Cretaceous sediments: (1) the shallow zone that draws from lenses and irregular layers of sand less than 100 feet below the surface; (2) the soft water zone occurring at a depth of about 250 feet located in the Marshall area; (3) the 300 foot zone that is impervious; (4) the main artesian zone occurring about 400 feet below the surface which supplies most of the rural wells around Marshall; and, (5) the deep zone that occurs at a depth of about 500 feet.

Ground water in the glacial drift is found primarily in outwash deposits of sand and gravel associated with the superficial and buried melt-water channel deposits and in small isolated bodies of sand and gravel that occur throughout the till. Most of these deposits are highly permeable and will yield water where they are penetrated at depth, and under water table conditions where they are near the surface. The City is challenged to keep up with the current demand for water, due in part to existing water intensive types of industries.

Most wells obtaining water from these drift deposits yield from 2 to 30 gallons per minute. In Marshall, however, where the melt-water channel deposits are thick, sustained yields of 900 gallons per minute have been obtained from the City's large diameter municipal wells.

Water levels in the wells are affected largely by recharge to the ground water from precipitation and by discharge of ground water into streams. Water levels of wells tapping water table aquifers rise almost immediately after an appreciable amount of precipitation, whereas changes in water levels in the deeper, confined aquifers generally lag behind periods of heavy precipitation. Broad seasonal fluctuations of water levels are reflected in most of the City's wells. Water levels rise in early spring followed by a gradual decline that continues from late spring until the time of the first killing frost. During fall and winter the rate of decline gradually decreases.

TOPOGRAPHY/ELEVATION

The Marshall area is primarily undulating plain. Slopes are irregular and short, generally less than 150 feet long. The Marshall area is part of the Coteau des Prairies, a wedge shaped plateau running diagonally across eastern South Dakota and southwestern Minnesota. There is a descent in elevation from the headwaters of the Redwood River to the City of Marshall. The rapid change in elevation contributes to the widespread and frequent flooding of the Redwood River basin. Elevations in the watershed range from 1,180 to 1,740 feet above sea level.

VEGETATION

Originally, the Marshall area was covered with open grasslands and at one time, large populations of mammals such as bison, elk, antelope and deer grazed along the grassy prairie. Trees were only found along the banks of the Redwood River. The area was also part of the prairie pothole region. These potholes, created by snowmelt, provided thousands of small ponds for nesting birds. Today, the original vegetation is virtually lost as the Marshall area is covered with urban development or cultivated for agriculture.

SOILS

The composition of soils is important to the future development of a community. The Marshall area, as with any other community, has a series of soil characteristics that create constraints for building development and other land use related activities. Certain types of soils may not be suitable for building foundations or septic systems while others may be best suited for agricultural use, thus making it important for a community to acknowledge the area soil characteristics and plan accordingly.

The soils in the Marshall area have been mapped in detail by the U.S. Soil Conservation Service. The three general soil associations found in Marshall are Ves-Canisteco, Lamoure-La Prairie, and Colvin-Bearden. The Ves-Canisteco soils are found in the majority of the City. They range from well drained to poorly drained and undulating to level. The Lamoure-La Prairie are typically level soils that are poorly to moderately drained. The Colvin-Bearden are level soils ranging from poorly to moderately poorly drained.

Many of the soils in and around Marshall have either severe or moderate limitations for development due to a propensity to wetness. Many of the soils are prone to flooding, while others are poorly drained. Obviously this has not hindered the development of the City. The City will, however, need to monitor new development and ensure that planning and design considerations are in place to overcome any soil limitations.

HISTORIC PRESERVATION

Marshall has two properties currently listed in the National Register of Historic Places; the **William F. Geiske House** located at 601 W. Lyon, and the **Masonic Temple** located at 325 W. Main. The National Register recognizes these two places as significant places in Minnesota history and worthy of preservation. Their significance may be due to their association with significant persons and events, because of their architectural or engineering significance, or because they contain important information about our history. Their preservation may be encouraged through federal tax benefits and grant funds. An environmental review process also protects properties that may be affected by federally funded or licensed projects.

Although the Geiske House and Masonic Temple are the only two buildings listed on the National Register of Historic Places, there are other places of historic significance in the City of Marshall. The Lyon County Historical Society has been playing a more active role in recent years to try to gain attention for the remaining historical places in the City. One site currently being considered for addition to the Register is the St. James Episcopal Church on Main Street and 5th. The Historical Society is also trying to build interest in establishing an historic district. Pamphlets and information regarding the establishment of an Historic District were distributed recently to homeowners in the area bound by Main Street, East College Drive, the Redwood River, and the railroad tracks.

In addition to these nationally and locally recognized places still in existence, some buildings of historic significance have been lost. A few other buildings that potentially could have contributed to the historic character of Marshall have been lost for a variety of reasons. The 1890 school building located at the crossroads of West Lyon and North Fifth was removed in the late 1970's. The site is now part of the play area/grounds next to the existing school. The old Carnegie Library was torn down in 1966 and replaced by the current library. The Chicago-Northwestern Train Depot was also removed approximately twelve years ago. The Lyon County Courthouse, dating back to 1891, is currently being replaced with a new courthouse in the same general area. This project is slated for completion in 1994. Individual single family homes which have historic significance still exist in the community and should be encouraged to maintain their historic character. The biggest loss of historic single family homes has been due to conversion to multi-family units. Historic places in the City of Marshall are illustrated on Figure 11, entitled *Environmental Features*.

DOWNTOWN MARSHALL

OVERVIEW

Marshall's downtown performs many key roles for the community that extend beyond the city limits. This market area has contributed to the strength of the Downtown area. Marshall's importance as a regional center creates an opportunity and gives the Downtown area potential for an even stronger future. Marshall and its Downtown benefit a great deal from being a regional center for a large portion of southwestern Minnesota. Southwest State University, the Weiner Medical Center, the county, municipal, federal government services, and the City's location are some of the factors that contribute to its strength as a regional center.

Marshall's Downtown area, for this business district overview, is generally defined by Sixth Street on the northwest, Lyon Street on the northeast, First Street on the southeast, and Saratoga Street on the southwest. The Downtown boundary is illustrated on Figure 12. The relationship of areas adjacent to the Downtown area was also taken into consideration. The other primary area of concentrated development in the City is an area of mixed commercial development on West College Drive. Marshall's has a traditional downtown and is located in the heart of the City. Its downtown contains a variety of service businesses including retail, professional, and service related businesses as well as the government offices for Lyon County, and the City Municipal Offices. Some concerns exist with the number of service businesses coming into the downtown area versus the traditional retail shops. A detailed market analysis could be done by groups concerned with the long term viability of downtown that would look at retail as an opportunity.

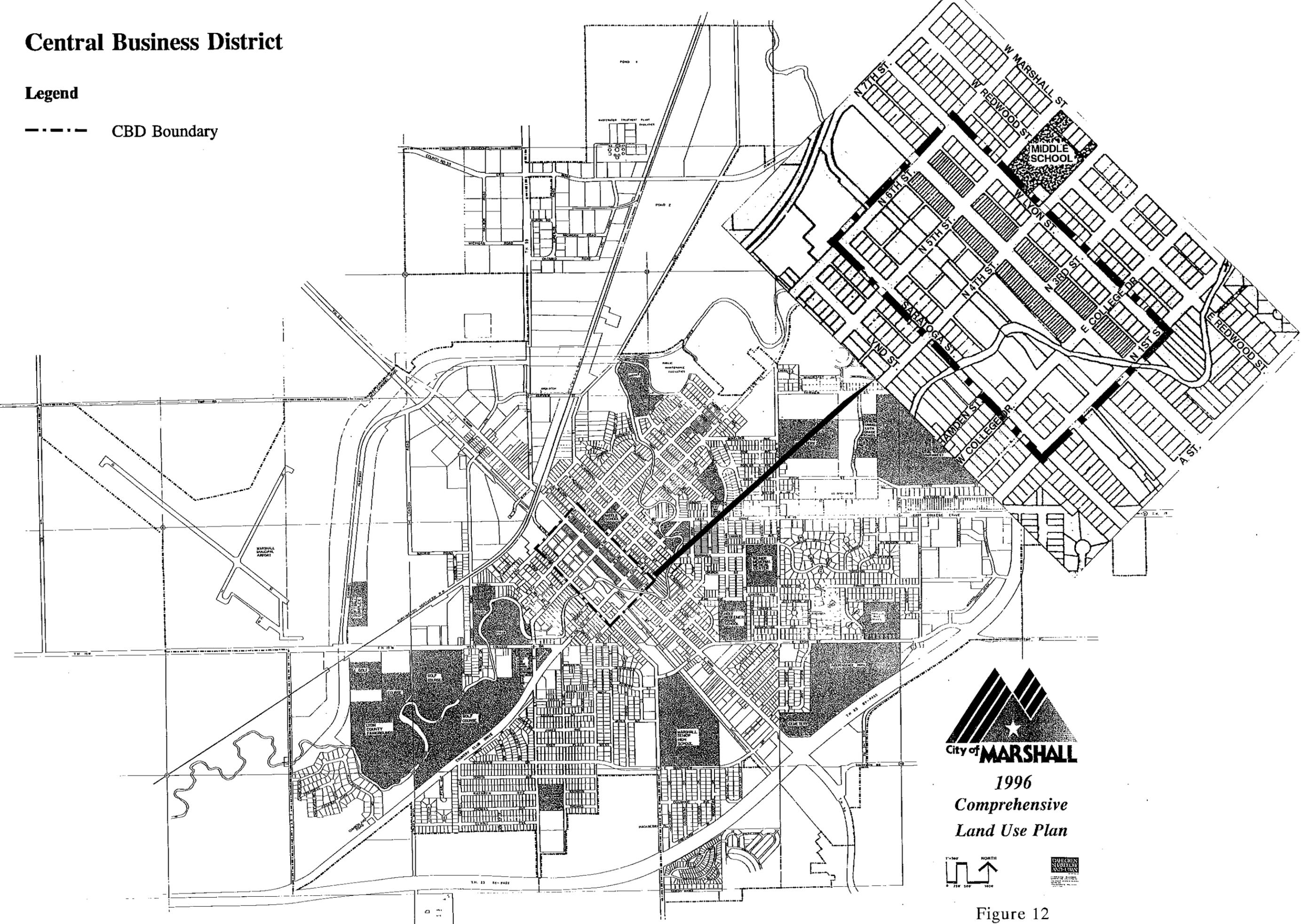
Three major issues reviewed as part of the downtown review include building occupancy, structure condition, and appearance. According to a downtown survey conducted by the city staff (see Table 17), the overall condition of the downtown is good to average. The buildings in Marshall's downtown vary with respect to the year they were built. A few of the buildings were constructed in the late 1800's. Most of the buildings, however, were built in the early to mid-1900's. Brick, tile block and concrete block are the building materials used most frequently throughout the downtown. A large number of the buildings underwent a variety of modifications during the late 1960's and 1970's. Although many of the buildings are constructed with brick, modifications have resulted in a number of buildings with facades covering the brick. In addition, the various facades were built over a period of time, creating a wide assortment of appearances. The downtown area overall appears healthy, as a result of the number of buildings occupied on the main level.

Parking downtown is provided by off street parking spaces as well as parking lots which are located behind the Main Street stores. An alley, which is used by delivery vehicles, runs behind the Main Street stores between the parking lots and the buildings. The rear of the buildings on Main Street has received little attention. This factor combined with the untreated parking lots and the delivery vehicles in the alley have made this space uninviting to pedestrians. The absence of directional signage and the pedestrian/automobile conflict in the area behind the Main Street stores are a few more elements that work against a positive experience. This situation is present for the many buildings that are on either side of Main Street and are bound by Fifth Street and College Drive.

Central Business District

Legend

--- CBD Boundary



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Figure 12

The building inventory shown on Table 17 was used to generally evaluate the condition of the buildings in the Downtown. The assessment of the buildings was made by city staff from the exterior and also took into consideration the knowledge that the city staff had about the interior condition of the buildings. The inventory is not intended to represent engineering standards or fully evaluate the structural soundness of the buildings. The inventory is designed to identify the buildings, the business occupying the location, the type of use, the type of material used in construction of the building, and the overall condition of each structure. Each building was classified using a scale of good, fair, average, or poor. The businesses were broken down into three types and were classified as professional, retail, or service. A description of these follows:

Professional: *Offices, banks, government offices, etc.*

Retail: *Shops, bakery, etc.*

Service: *Gas station, restaurants, pubs, etc.*

The survey results are contained in Table 17 below.

TABLE 17
CITY OF MARSHALL
DOWNTOWN BUILDING INVENTORY

<u>Address</u>	<u>Business Name</u>	<u>Building Use</u>	<u>Construction Type</u>	<u>Condition</u>
100 W. Main St.	Safelite Auto Glass	Service	Tile Block	Average
102 W. Main St.	Johnson's Dairy Store	Retail	Tile Block	Fair
105 North 1st St.	MidPane Gas	Service	Tile Block	Good
112-114 W. Main St.	Cutting Company	Retail	Tile Block	Fair
	SW Video Latino	Retail		
	Halter Real Estate	Service		
	Petersen's Radiator	Service		
	Marshall Lab's	Warehouse	Concrete Block	Fair
105 W. Lyon St.	Corner Bar	Service	Brick	Fair
126 W. Main St.	Vacant-upstairs			
103 W. Lyon St.	Hauge Egg Company	Lgt. Ind.	Brick	Fair
109 N. 1st St	Lindsay Water Con.	Service	Brick and Tile	Average
101 W. Lyon St.				
107 N. 1st St.	Tiny's Sharpening	Retail	Tile Block	Average
	Roy's Repair	Retail		
	Midpane Gas	Service		
200 W. Main St.	Domino's Pizza	Service	Brick	Fair
	Craftsman Shoe Repair	Retail		
	Henle's Printing	Retail	Brick	Average
204-208 W. Main St.	Music Street	Retail	Brick	Fair
212 W. Main St.	Twins Beauty Shop	Service		
	Daron's Electric	Retail		
	Bushard Brothers Ins.	Professional		
	2 small vacant areas			
	220 W Main St.	Bridal Impressions	Retail	Brick
224 W. Main St.	Marshall TV & Appliance	Retail	Brick	Fair
	John Molle-Attorney	Professional		
236 W. Main St.	Sain's Place	Service	Brick	Fair
	Human Lion	Service		
240 W. Main St.	Bromen's Office Supply	Retail	Brick	Fair

<u>Business Address</u>	<u>Building Name</u>	<u>Construction Use</u>	<u>Type</u>	<u>Condition</u>
244-252 W. Main St.	Vacant Wee Modern's 6 Apartments	Retail	Brick	Fair
256 W. Main St.	Carpenter's Shop 3 Apartments	Retail	Brick	Average
112 N. 3rd St.	Darrel's Upstairs Vacant	Retail	Brick	Fair
114 N. 3rd St.	Golf Palace Knight of Columbus	Retail Professional	Brick	Average
118-126 N. 3rd St.	Simply Hot MAICO Hearing Aid Service Marshall Memories The Barber Shop Moseng Land Surveying Emming Essen Luth. Brhd. Mallard Ehlers Aqua-Tech Water Systems Shear Attractions Star/Tribune Office	Retail Service Retail Service Professional Professional Service Service Service Professional	Brick, Concrete Block	Average
126 N. 3rd St.	IDS Financial Services Used Book Store 3 Apartments	Professional Retail	Brick	Fair
301 W. Lyon St.	Library	Service	Brick	Good
125-127 N. 3rd St.	Dr. O.C. Wilke 1 Apartment	Professional	Brick	Fair
121 N. 3rd St.	Drs. Rohlin/Affolter 1 Apartment	Professional	Brick	Fair
117 N. 3rd St.	Psychological Resources The Stylist Pet Grooming	Professional Service Service	Tile Block	Fair
113 N 3rd St.	Dr. Frerich 3 Apartments	Professional	Brick	Fair
109 N. 3rd St.	Miller's Fashion	Retail	Brick	Fair
105 N. 3rd St.	Marshall Chiro. Clinic	Professional	Frame	Fair
300 W. Main St.	Cameron Travel	Service	Brick	Fair
103 n. 3rd St.	Blue Cross/Blue Shield	Professional	Brick	Fair
314 W. Main St.	Main Street Stylists	Service	Brick	Fair
316 W. Main St.	Java Joint	Service	Brick	Fair
326-28 W. Main St.	Vacant-Wedding Apparel Darrel's Arcade Marshall Hotel Vacant-Schwan's Training Bot's Office	Service Service Service Professional	Brick Brick Brick Brick	Poor Poor Poor Poor
344 W. Main St.	Marshall Municipal Bldg.	Professional	Brick	Good
348 W. Main St.	Prairie Peddler RAM Tour & Travel Perfect Styles Western Travel Mass Mutual Life Ins. Co. SW School of Dance Electrolux 2 Vacant Offices	Service Service Service Service Professional Service Retail	Brick	Good
356 W. Main St.	Cool's Office Supply	Retail	Brick	Average
106 N. 4th St.	American Family Ins. Sportsman Barber Shop Vacant Office 2 Apartments	Professional Service	Brick	Average

<u>Business Address</u>	<u>Building Name</u>	<u>Construction Use</u>	<u>Type</u>	<u>Condition</u>
305 W. Lyon St.	US West Communications	Professional	Brick	Average
400 W. Main St.	Norwest Bank	Professional	Masonry Block	Good
412 W. Main St.	American Legion	Professional	Brick/Tile Block	Average
430 W. Main St.	2 Vacant Lastine Chiropractic	Professional	Tile Block	
440 W. Main St.	4 Apartments Marshall Decorating Center	Retail	Con. Block/Tile Blk.	Average
434 W. Main St.	2 Apartments Marshall Decorating Center	Retail	Brick	Average
446 W. Main St.	Photoworks	Retail	Tile Block	Fair
448 W. Main St.	Wooden Nickel	Service	Brick/Tile Block	Original-Fair
411 W. Lyon St.	Rehkamps Apartments	Service	Brick	
427-429 W. Main St.	One Hour Cleaners Southwest Glass Center Bev's Antiques/Pawn 2 Apartments	Service Service Retail	Brick	Fair
441 W. Main St.	Eagles Club	Professional	Brick	Fair
425 W. Main St.	SW Glass	Professional	Brick	Fair
411-415 W. Main St.	Hardware Hank	Retail	Concrete Block	Average
403 W. Main St.	Bot's TV & Appliance	Retail	Frame	Average
401 W. Main St.	Bot's TV & Appliance	Retail	Brick & Tile Block	Average
107 S. 4th St.	Law Offices	Professional	Brick	Good
103 S. 4th St.	Griebel CPA Offices	Professional	Brick/Tile Block	Fair
361 W. Main St.	Johnson's Paint	Retail	Brick	Fair
351 W. Main St.	Orphanage	Retail	Brick	Average
345 W. Main St.	General Store Apartment	Retail	Brick Concrete Block	Fair
349 W. Main St.	Flash Electronics	Retail	Brick	Fair
341 W. Main St.	Marshall Floral	Retail	Brick	Fair
330 W. Main St.	Cool's Clothing 2 Apartments	Retail	Brick	Fair
329 W. Main St.	Main Street Cafe	Service	Brick	Fair
321 W. Main St.	Thrifty White Drug	Retail	Brick	Fair
317-325 W. Main St.	Elan Prairie River Personal Care LaCroix Guitars Masonic Lodge	Retail Service Retail Professional	Brick	Average
307 W. Main St.	Olson & Lowe	Professional	Brick	Fair
313 W. Main St.	Kay's Shoes Kerr's Boots	Retail Retail	Brick	Fair
305 W. Main St.	Leiah Marie's Clothing	Retail	Brick	Fair
303 W. Main St.	Gambler	Service	Brick	Average
301 W. Main St.	Vacant		Brick	Average
237 W. Main St.	Fabrics Plus Minehart, McKee etc.	Retail Professional	Brick	Fair
233 W. Main St.	Awards Plus Minehart, McKee etc.	Retail Professional	Brick	Fair
229 W. Main St.	Marcotte Jewelry	Retail	Brick	Fair
235-237 W. Main St.	Great Plains Natural Gas New Thresholds of Faith	Professional Retail	Brick	Fair
231 W. Main St.	Bike Shop	Retail	Brick	Fair
215 W. Main St.	Specialty Jewelers Country Spirit Apartment	Retail Retail	Tile Block	Fair
223 W. Main St.	Kristi's Kloset Apartment	Retail	Tile Block	Fair

<u>Business Address</u>	<u>Building Name</u>	<u>Construction Use</u>	<u>Type</u>	<u>Condition</u>
207 W. Main St.	Tracy Bakery	Retail	Brick	Fair
	2-3 Apartments			
	Grandma's Attic	Retail		
203 W. Main St.	Western Community Action	Professional	Brick	Fair
	Decor Designs	Retail		
	Ahead of Time	Retail		
	Norland Optical	Professional		
	Marshall Alarm	Retail		
101 W. College Dr.	Muffler Shoppe	Service	Concrete Block/Brick	Average
105 S. 1st St.	Taylor's	Retail	Frame	Fair
109 S. 5th St.	KBJJ	Professional	Brick	Average
	MN Dept. of Health	Professional		
	SW Center of Ind. Living	Professional		
	SW MN Private Ind. Council	Professional		
	Job Training	Service		
	Traumatic Brain Injury	Professional		
	MN Dept. of Human Services	Professional		
	Lao Family	Service		
	Habilitative Services Inc.	Professional		

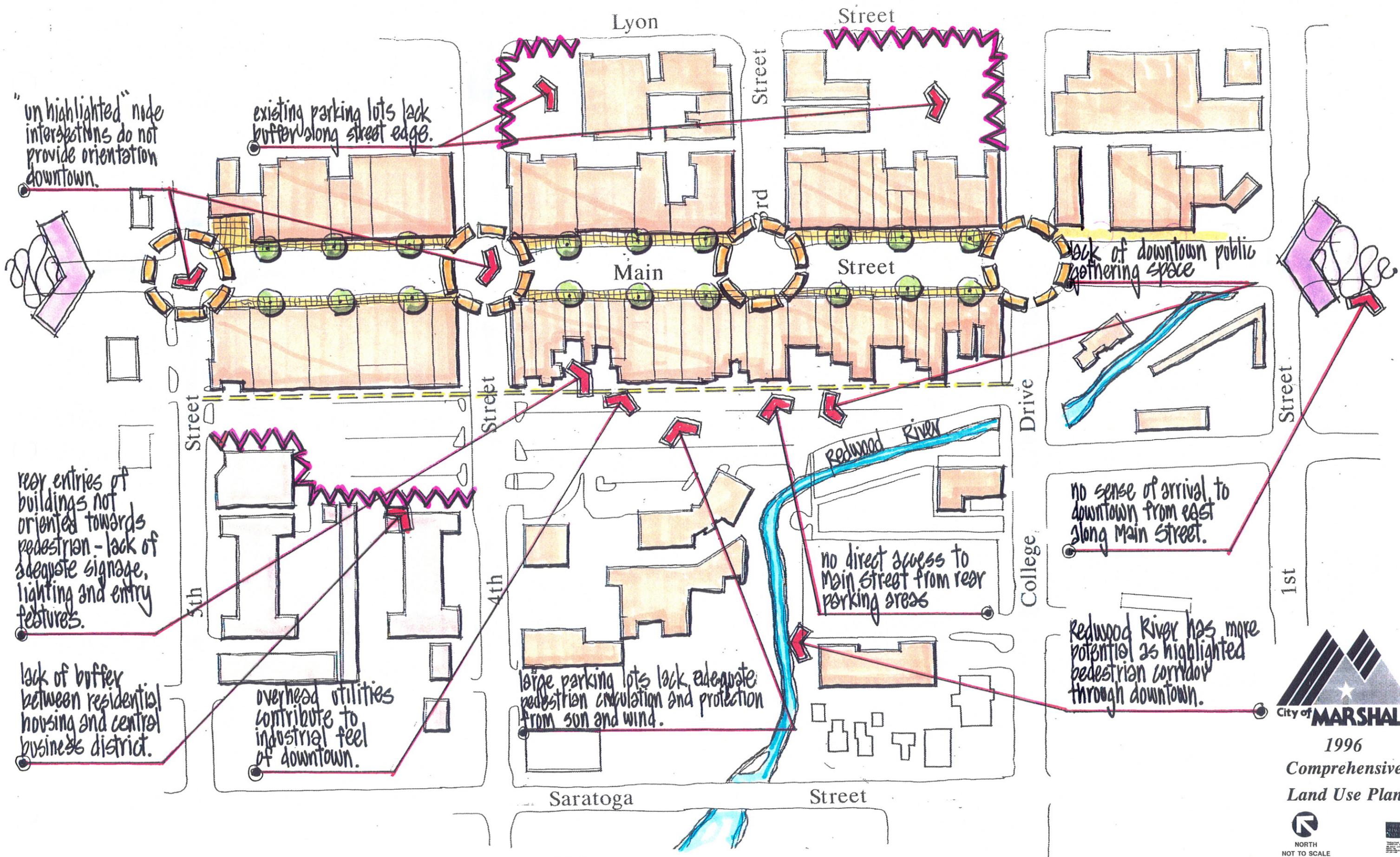
Source: City of Marshall, 1993

SITE ANALYSIS

As an important part of the Downtown review, an analysis of downtown area was done in order to evaluate the function of the downtown as it relates to community and business needs. A sense of arrival into downtown, pedestrian traffic, vehicular orientation, parking, building condition, building aesthetics, downtown landmarks, underutilized areas, and a cohesive identity for the downtown are some of the critical elements taken into consideration as a part of the site analysis. A downtown telephone survey was scientifically conducted by Southwest State University which indicated that many people are generally satisfied with the current condition of the downtown, but would like to see improvements in certain areas.

Like in many communities similar to Marshall, the downtown business district has been trying to meet the needs of the automobile by providing parking close to businesses. Parking lots that were created behind buildings along Main Street have directed people to enter buildings from the rear, thereby reducing the amount of pedestrian traffic along Main Street. While these parking lots have met the demand for parking in the area, they have created an unfriendly environment for pedestrians and adjacent residential properties in the area. Creating landscape buffers for parking by lots using a variety of shrub and tree plantings is a potential cost effective way to improve the appearance of the downtown and views from adjacent residential properties.

The gross square footage (GSF) was reviewed in relationship to the available parking spaces (on and off street) in the downtown area. A total of 377,309 square feet exists in the study area of the inventory with a total of 749 parking spaces. This equates to a parking ratio of 2 parking stalls for every 1,000 GSF of space in the downtown area. In more densely developed downtown areas parking ratios can range from 1 to 3 spaces per 1,000 GSF of commercial, retail, institutional, and residential space, while in malls the ratio is closer to 4 spaces per GSF. Downtown Marshall is within a reasonable range for parking requirements in the CBD. It is on the lower end of the scale, therefore, management of the current spaces will be important. Figure 13 is titled *Summary of Analysis* and identifies areas of weakness in the Downtown.



"un highlighted" node intersections do not provide orientation downtown.

existing parking lots lack buffer along street edge.

rear entries of buildings not oriented towards pedestrian - lack of adequate signage, lighting and entry features.

lack of buffer between residential housing and central business district.

overhead utilities contribute to industrial feel of downtown.

large parking lots lack adequate pedestrian circulation and protection from sun and wind.

no direct access to Main Street from rear parking areas

Redwood River has more potential as highlighted pedestrian corridor through downtown.

no sense of arrival to downtown from east along Main Street.

lack of downtown public gathering space



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Summary of Analysis

Figure 13

RECOMMENDATIONS

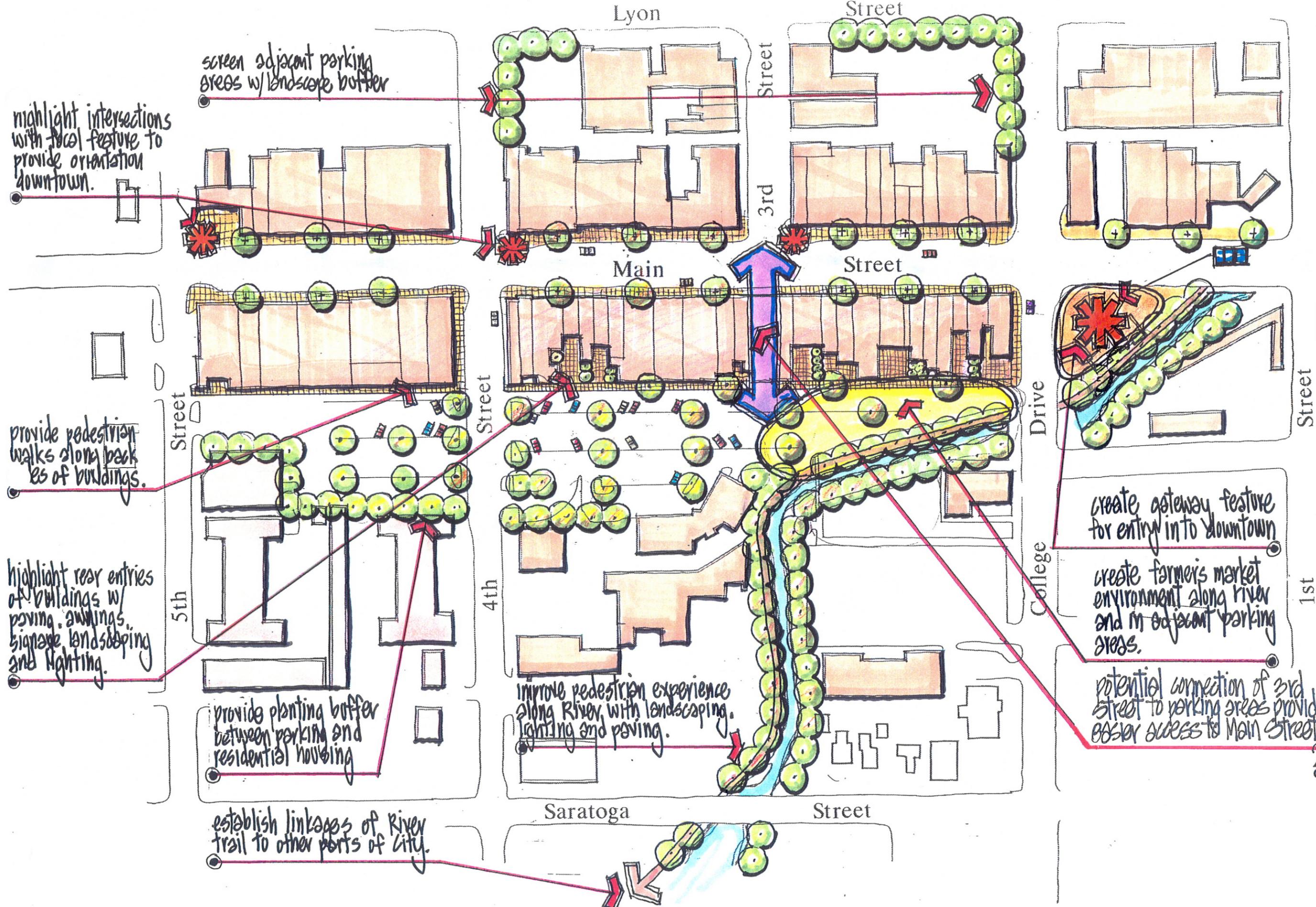
Many of the rear entries to buildings along Main Street would be improved by screening trash areas with fencing and/or landscaping. Entries can be defined by using signage, paving, awnings, and lighting. Providing walkways along the rear of the Main Street stores would provide a safe environment for pedestrians entering and leaving stores, and would help create an aesthetically pleasing environment.

The close proximity of the Redwood River presents an excellent opportunity for enhancing the pedestrian experience downtown. Bituminous walks defined with landscaping and lighting would improve the pedestrian environment and encourage gathering places. The parking areas adjacent to the river could serve as a site for a Farmer's Market and could also be used for other City events.

Other long term improvements that could be made in the downtown would be to relocate or bury existing overhead utilities. This would help improve the visual character of downtown.

Recently improvements have been made to Main Street, with the most recent being the installation of new concrete pavers. The existing street trees have also been pruned up to help the visibility of storefronts and create more walking space for pedestrians. These types of improvement programs should be continued as they send a positive message about the downtown area.

The downtown Central Business District on Main Street suffers from a lack of space definition on where it begins and ends. Creating an entry feature downtown would give a sense of arrival to the downtown. The intersection at College and Main presents a good opportunity for creating such a space. Highlighting street intersections with discernable features such as fountain, directory, landscape feature, etc., would also help people recognize they are downtown. Figure 14 is titled *Recommendations* and illustrates recommended improvements for the Downtown.



highlight intersections with focal feature to provide orientation downtown.

screen adjacent parking areas w/ landscape buffer

provide pedestrian walks along backs of buildings.

highlight rear entries of buildings w/ paving, awnings, signage landscaping and lighting.

provide planting buffer between parking and residential housing

improve pedestrian experience along River with landscaping, lighting and paving.

establish linkages of River trail to other parts of city.

create gateway feature for entry into downtown

create farmer's market environment along river and in adjacent parking areas.

potential connection of 3rd street to parking areas provides easier access to Main Street.



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DOWNTOWN SURVEY RESULTS

An opinion survey was conducted by Southwest State University during the late fall and early winter of 1993. The purpose of the survey was to assess shopping patterns, preferences, and opinions. The survey attempted to survey a cross section of people that were part of Marshall's market area. Residents of Marshall as well as those living up to 50 miles outside of the city composed the majority of those included as a part of the survey. The breakdown of those surveyed was nearly 21 percent from within the City, 40 percent living within 25 miles, and 35 percent living within 25 to 50 miles of the City. A very small percentage were reported to live more than 50 miles from Marshall.

The survey obtained demographic information about the survey group, and their thoughts about Marshall overall and specifically about the downtown. Of those surveyed, about 36 percent reported having children under 10 years old and 33 percent reported having children 11-18 years old. Approximately 55 percent of the households surveyed reported having 2 adults in the household. 55 percent of this group reported that their income allowed them to afford some extras over and above the necessities. Those surveyed were asked about their frequency of shopping at various locations, including Marshall. About 62 percent said they shop the majority of the time in Marshall. The next location in terms of places frequented, was Sioux Falls and then Minneapolis/St. Paul.

People surveyed were asked about reasons they might be attracted to another community. The most frequent reasons included proximity to home and shopping for necessities. Primary reasons for being attracted to another community included dining out and shopping for necessities. Cultural events and appointments were the top reasons for not being drawn away from Marshall to shop elsewhere. Marshall is viewed about the same as the other communities used in the survey when it comes to parking, competitive prices, an overall pleasing appearance, good service, and as being a safe place. Marshall fared better than other communities in terms of selection and the variety of stores. Interestingly, these were the same areas where other respondents felt the City fell short.

A few specific questions were asked related to elements of Marshall's downtown. Public restrooms, teen activities, and dining were all areas of weakness according to those surveyed. Positive attributes included friendly service and the general appeal of Marshall's downtown. A majority of the elements including traffic, the Farmer's Market, and store front signs were listed as satisfactory elements of the downtown. In summary, according to those surveyed, the downtown experience in Marshall is generally a positive one. A few key issues for those responding included the need for more dining choices, downtown restrooms, and a teen activity center.

COMMUNITY VISION

COMMUNITY VISION

As part of the 1993/1994 Comprehensive Planning program, the City of Marshall sponsored a forum on October 25, 1993, inviting area civic leaders and representatives of various organizations to meet and discuss the future of the community. What follows is a description of the "Visioning and Goal Setting" workshop, summarizing what the participants learned and what they expressed as their vision for the City of Marshall.

The workshop brought together approximately thirty Marshall area leaders. These groups included City of Marshall elected and appointed leaders, City Staff, representatives from various public and private service organizations, businesses, and residents. The program was planned and facilitated by the consultants hired to assist the City in the preparation of its Comprehensive Plan. The major elements of each workshop are summarized on the following pages.

PRIORITIES

The participants took part in an exercise at an earlier workshop that allowed them to express concerns and positive attributes about the community and then prioritized these issues. During this earlier workshop, the group identified Strengths and Weaknesses in the Marshall area and listed them on sheets in the room. Each participant was then allowed to vote for their top five issues from the Strengths and Weaknesses exercise. Some of the background information generated at the Strengths and Weaknesses Workshop was used by the participants to help them form their vision of Marshall. The list of strengths and weaknesses that came from this earlier meeting is as follows.

STRENGTHS

- Reasonably priced municipal services
- Good park system
- Relatively low crime rate
- Strong rural values, work ethic
- Strong economic base
- Good emergency and public safety services
- Strong academic opportunities
- Population growth
- Strong local government (county and city) fiscal management
- Future cultural diversity opportunities, awareness and learning
- Public, private partnerships and cooperation
- Good, well maintained local utilities

WEAKNESSES

- Poor state highway capacity and maintenance in and out of Marshall
- Shortage of affordable housing at entry level
- Inability to adequately fund school operating expenses
- Lack of community recreation, multi-use center

- Lack of a willingness to accept cultural diversity
- Inability to establish a full-fledged flood control system (Ditch 62)
- Inadequate water supply to accommodate community growth
- Lack of intra-mural athletic opportunities for high school aged youth (activities/social choices)
- Denial of social problems (alcoholism, substance and sexual abuse)
- Cultural, entertainment and recreational opportunities
- Inadequate housing supply and buildable lots
- Lack of quality mall
- Lack of middle income employment

VISION STATEMENT PROCESS

During the visioning exercise, the participants were asked to write a "Vision Statement" describing how they would see the Marshall area twenty-years into the future. The statement could include man-made features, the natural environment, major programs or policies, the economy, housing, other ideas, or a combination thereof. The vision statement was intended to be a personal vision of how the community might look and feel in the future.

A wide range of thoughts were expressed in the statements, from issues such as, "The community will be culturally diverse and all members will be treated with fairness, dignity and respect", to detailed statements like, "downtown will have a pedestrian avenue with lovely buildings, trees, flowers, and walk-ways". Broad conceptual statements were also expressed like, "a place where cooperation and a sense of concern for each individual in the community is paramount".

Among the more than 170 different ideas that were expressed in the Vision Statements, several similar themes emerged. The ideas that were listed as a part of the visioning exercise are most often those that are listed first in the description which follows.

Sense of Community

The predominant theme stated most often throughout the vision statements centered around Marshall as a culturally diverse community which recognizes and affirms all persons regardless of race, color, religious background, sex or age. Marshall as a place that will have something, in terms of the community, to offer to all persons, that the community will build on human resources, and view all members of the community as strengths and assets worthy of respect and equal treatment. Many people expressed a desire to educate and celebrate the culturally diverse and racially diverse aspects of the community. Comments were also made regarding the family, and that whatever form the family may come in, it should be valued and that the community needs to support family through various forms of commitment such as education, economic, recreation, and culture.

This led to comments about the leadership of Marshall's future and valuing the next generation of leaders. Statements were made expressing the need for the community to continue to work proactively in order to address its needs and challenges. It is interesting to note that there seemed to be no contradiction regarding the need for the cultural acceptance and respect given to all members of the community.

The second most common theme was that of Marshall as a regional center. The theme of Marshall as a regional center emerged in a variety of ways, including aspects such as medicine, education, economic, government, spiritual support, recreation and communication. A few comments were made in regard to having designated "community fun days" or events to get everyone together. A few people also spoke about the population of the City of Marshall. Of those that mentioned the physical size of the community, it was discussed in relationship to modest controlled growth, and a number of statements cited the optimum population of approximately 15,000. The overall tone was one of a strong unified accepting community with something to offer for all community members.

Transportation

A much improved regional transportation system which will provide better access to other areas of the region and state was mentioned the most frequently. A number of these comments were very specific and desired adequate light rail and four-lane highways linking the Marshall area to the greater St. Cloud, Twin Cities, Rochester and other regional areas. A number of people felt that an improved transportation system will be key to allowing Marshall the growth that it desires in the future. Some comments were made which relate to the transportation system that moves vehicular traffic in and around the City of Marshall, such as "needing many arteries of traffic so that there is efficient convenience to all areas of the City". Improved handicapped accessibility was also mentioned, as was a north by-pass and general improved transportation inside the City.

A number of people also made statements which encouraged beautification efforts to be combined with all modes of transportation, and for more safe walking and biking trails to be established.

Economic Strength and Jobs

Another important theme was the economy. The most important and frequently mentioned vision was regarding opportunities for children growing up in Marshall and that this will be the key to them remaining in Marshall. Many statements spoke to the need for employment opportunities, especially those that are diversified and those that take advantage of technological advances. Some statements spoke to the community recognizing that a significant portion of the labor force lies in the working mothers and students, and that quality opportunities for these groups should exist in the future.

A number of comments also spoke to attracting and maintaining good agriculturally related industries (given there is sufficient water), while others spoke in contradiction to this and saw more of a need to move away from this type of industry (stating the limitations on an already taxed water resource). A few commentators spoke about taking advantage of fiber-optics and other technology features which would help to promote a more peaceful and less costly rural area. The main themes in regard to economic strength and jobs are a desire for more jobs, businesses and industry which are also responsible to the environment, and that these businesses should support the family through policies for their workers.

Government

As part of the overall vision for the City of Marshall, government was mentioned quite frequently, including the educational system, city government, and county government. Through the abundance of comments it is very clear that many people would like to see services, programs and functions of these entities cooperate and coordinate when possible. Sharing of facilities, delivery of services, and coordination of administration functions were expressed many times. In addition to cooperating with each other, statements were made to the effect that people would like to see the City keep an open mind and work with the citizens, and that the City should be on the look-out for creative solutions to problems that

may arise (potentially looking at public/private partnerships). Several comments were made regarding the desire for planned growth.

Statements were also made in regard to the desire for a recreational/community facility. An expanded library facility and museum were mentioned in a few instances as well. There were no completely negative comments toward government in Marshall, however, one commentator stated they would like to "see a community that is not controlled by certain group agendas, and that they would like to see ideas encouraged from those not necessarily holding key political positions. Many people in Marshall would like to see senior citizens, youth and women as an integral and valued part of government and the community.

Environment & Quality of Life

Environmental sensitivity and appropriate management of natural resources was a theme running throughout a majority of statements relating to the environment. Due to recent flooding events, the management of the Redwood River was clearly a top concern. Many people desire a flood control project that will protect citizens and the community from the negative effects of flooding. In addition to controlling the River, many felt that the river's potential benefits should be realized for recreational purposes, for development of wetlands and for a variety of other environmental reasons including water fowl. Other statements included ideas about preserving and treating the natural environment properly, and that its importance should not be diminished for the sake of growth. Along the same lines, some people felt that with development should come the opportunity for more open areas in the City. Others took a more general approach, desiring a more aesthetically pleasing community in the future years, and wanting the community to be comfortable and have a personality.

Education & Health Care

Education and health care in many cases were linked to the idea of Marshall as a regional center. About equally as many comments were made discussing Marshall as a place that is a regional center for education, and as a regional center for medical needs. Specific to the topic of education, people see Marshall as a community that will offer a variety of educational opportunities (for all ages and interests), and that education will provide an atmosphere for the growth of people into responsible productive citizens. Some saw the University as having a role in community education by offering more high level specialized courses which would help to enhance other community school efforts. In addition to seeing the community as a regional medical center, many recognized the special needs that arise with an increase of elderly, and desire the community to look toward providing day care facilities, and coordinating physical fitness and wellness programs in a multi-use building for the elderly population.

Housing

"Housing for all economic levels will be available and affordable" was a statement made by one person that summarized the resounding comments expressed by many. Many people envision the City as having mixed residential areas, and housing that is interesting as well as affordable. A few people stated that they would like to see open spaces as a part of mixed residential development. Other specific viewpoints were expressed which related to higher density housing with more amenities, and congregate housing for middle income retirees. Some participants saw some of the outlying communities as filling some of the needs for housing.

SYNTHESIS OF VISION

Clearly a number of strong themes were articulated in the Vision Statements, and many of the visions were stated in a way which linked and connected these ideas together. Although the preceding discussion has separated the Vision Statements into seven different topics, they can be more accurately thought of when thinking of each one as related and interdependent. No one idea or vision can stand alone without affecting or impacting another. For example, many people expressed the need for affordable housing at all economic levels, and at the same time many of these people also expressed a desire for more open spaces as this development occurs. This would not only have an impact on housing the community, but also on the environment and the perspective on the quality of life. An improved transportation system is something that a number of people also desired for the future of Marshall. Clearly the effectiveness of the transportation system has impacts on a healthy business climate, which also translate into quality of life issues and a sense of community. The primary themes in terms of a vision statement for Marshall include the following ideas:

- Marshall as a regional center,
- Marshall with a much improved transportation system, especially as it relates to connecting Marshall to major population centers,
- The community of Marshall as a place that promotes acceptance and understanding of cultural diversity, different races, and different ages groups, and treats all persons desiring to be a part of the community with dignity and respect,
- Marshall as having job, educational, recreational, cultural, and spiritual opportunities that serve the needs of its citizens, helping to make Marshall a quality place to live by providing many positive experiences, and,
- The City as having affordable housing opportunities for all economic levels.

There are many ways in which these visions relate to other ideas within this report, and to any of those visions expressed as part of the visioning workshop. The best examples of this are statements expressed by workshop participants:

I envision our community as one focusing on human resources and issues. A place where cooperation and a sense for each individual in the community is paramount. A place where all are treated equally regardless of sex, race or religious beliefs. I see a community that sets and pursues goals to benefit all who are willing to be involved and put forth effort for the common good. A place where we take care of each other physically, spiritually and emotionally (not expanded welfare programming). A place that recognizes and builds on individual strengths and assets and affirms individual worth.

...focus of projects and industry will be broadened to see the Southwest area competing in the state, national, and international marketplace.

Housing for all economic levels will be available and affordable.

VISION STATEMENT OF MARSHALL FOR THE 21ST CENTURY

Marshall is a community committed to managing growth in a manner which contributes to improved quality of life for its citizens.

Marshall is led by a team of energetic people who are committed to achieving common objectives, who work together well and enjoy doing so, and who produce high quality results. That team consists not only of the employed staff of the City, but also over 100 volunteers who serve on boards and commissions. The City management style can be categorized as participatory, with each employee of the City serving a vital function and involved in planning, problem solving and decision making.

Persons utilizing City services perceive those services as "user friendly." Routine business is easily accessible at hours convenient to the user. Customer service is important to each City employee.

While organized by departments, teamwork is emphasized within departments, between departments and between employees and management. City employees are fairly compensated when compared to other public and private sector employees. Employee performance is a component in salary adjustments. The community has a high regard and respect for City employees. City employees appreciate and enjoy the partnership between the employees, department heads, administrator and City Council. This partnership is vital to handling issues in an effective manner.

The long tradition of excellence in delivering essential services continues. Core City functions such as police and fire protection, quality roads and reliable utilities are delivered by highly skilled persons using quality equipment. Marshall residents are proud and feel secure with those services. Many services are provided through cooperation and combination with other government entities. Public safety, public works, community services and administration have all been strengthened by cooperation and in some cases combination with other entities.

As the largest community in southwestern Minnesota, Marshall relies heavily on cooperative and mutually beneficial relationships with other neighboring communities. A strong interdependency exists between the City and the County. The municipal utilities, hospital and City enjoy a strong partnership. There is a teamwork that exists between those entities, as well as a sharing of resources and expertise. Comparable employees of each entity are treated equitably, and open communications exist. The City, utilities, and County hold a common vision.

Marshall enjoys diversity in ethnic origin and age which contributes greatly to the fabric of Marshall.

Marshall has a strong retail base. The central business area as well as retail establishments located on major highways entering Marshall provide abundant options for the over 12,000 Marshall residents.

The growth of Marshall follows a well thought out plan and is over-seen by the citizens serving on the Planning Commission.

A variety of housing options are available in Marshall which fit the needs of the range of income levels of Marshall's families.

Marshall is home to a variety of employers. Southwest State University and numerous state agencies which have a regional base in Marshall provide an important public sector presence in Marshall. However, private sector industries employ the largest share of Marshall's work force. A favorable economic development environment is nurtured by the City's Economic Development Authority as well as City utility services.

Employees choose to live in Marshall and the surrounding area because it is a good place to live and raise a family. The excellent public and private school system, innovative community services and Southwest State University provide an environment for lifelong learning. Organized and individual recreation activities, as well as cultural amenities abound.

Quality health care is found in Marshall. Weiner Memorial Medical Center is recognized as a regional health care center and networks effectively with health facilities in the region.

The Marshall airport is "state of the art" and provides services needed by local industries and residents.

Marshall benefits from an active leadership development program. Citizens are encouraged and trained to provide leadership to the community. The strong leadership base positions Marshall well as it enters the 21st Century.

TEN GUIDING PRINCIPLES OF THE MARSHALL COMPREHENSIVE PLAN

The Comprehensive Plan is the blueprint as Marshall continues to grow into the 21st Century. In the development of this plan there are a number of key values which will guide the development of this plan.

1. Vision: Just as a road map is useless if the driver does not know where he wants to go, a Comprehensive Plan depends on a vision of what this community should be ten or twenty years from now. That vision should reflect the present and future needs of the community and should be a vision that the majority of the community can agree on. In short, the vision should answer the question of why Marshall will be a thriving community where families choose to live in the year 2000.
2. Inclusiveness: A wide variety of factors influence this community. The Comprehensive Plan includes as many of those factors as possible. To this goal, each of the twelve boards and commissions were asked to have a part in the formation of the Comprehensive Plan. Each board and commission was asked to think about the vision for their area and develop objectives to achieve that vision.
3. Population Demographics: Marshall is unique among the communities of Southwest Minnesota. We are unique in that we are experiencing growth, and that our demographics in terms of the age of our population is not seen in any other southwest Minnesota community. We have a high percentage of our population with school age children, and at a point in their lives where they can contribute greatly to their community.
4. Leadership Empowerment: The growth of Marshall is due in large part to the leadership of the members of this community. Many of the community leaders have been providing leadership for twenty or thirty years. A concern for the community is that we do not see new leaders emerging. One reason is that new leaders have not been needed, or that we do not have an environment which is safe for new leaders, or an environment which protects new leaders from derailment. Whatever the reason,

we have a huge potential for citizens who could contribute to a larger degree. The fostering and empowerment of the new leaders is a component of the Comprehensive Plan.

5. Community Empowerment: This issue may be tied to leadership empowerment. We need to foster the notion that if this community is going to continue to improve it will be due in a large part to community involvement in making that growth happen. Many in this community have been comfortable in the fact that the community will continue to improve without their involvement. In other words, we can take without giving. This is an attitude which needs to change, and is a factor which is addressed in the Comprehensive Plan.
6. Partnering: A shared vision with other government entities operating within the community and the neighboring communities is important. As Marshall emerges into a regional center, the importance of cooperation with other governmental entities and with other communities in the region increases. The result may be common planning, sharing of services and increased quality service to the citizens.
7. Customer Service: Included in the Comprehensive plan is a discussion of improving service quality. Marshall has a long tradition of outstanding service to its citizens. As the community continues to change, we need to look at ways of maintaining and improving that quality service. This will also mean that we will take a hard look at the organizational structure of the City departments. We want to assure ourselves that in planning for the future, the paradigms of the past are not an obstacle.
8. Concern for Families: We recognize that in today's environment, people choose to live in this community. An important component in that choice is the quality of life available for families and children.
9. Economic and Aesthetic Competitiveness: The City has a responsibility for making sure that economic growth can occur. This means having the infrastructure and economic environment in place which will encourage economic development to occur. However, just as important is Marshall's need to be recognized as having the aesthetics and quality of life that encourages families to choose to live in Marshall.
10. Cultural and Economic Inclusiveness: The growth of Marshall needs to be handled in a way that recognizes that we will see increased cultural and economic diversity. How we deal with that increased diversity may well be the indication of how successful this community will be in the future.

GOALS AND POLICIES

MARSHALL GOALS AND POLICIES

The initial Goals Workshop was held on October 25, 1993. At this workshop, approximately thirty individuals, including the members of the Comprehensive Planning Committee and the general public, participated in an exercise designed to generate goals and policies for the City of Marshall. The City's consultant recorded the information generated from that meeting. This information then became a report of the goals and policies generated at the meeting and the subject of the second goals and policies meeting.

The second meeting was held on December 4, 1993. This meeting served to review the outcome of the first meeting. The goals and policies which were initially established were further discussed by the group. Recommendations were made by the consultant regarding the use of key terms within the structure of the goals and policies statements. Suggestions were also made regarding the overall organization of subject matter and statements in order to achieve the maximum potential of each statement. The individuals in attendance were broken into groups, similar to the first meeting, and were instructed to review, revise and clarify any previously established goals and policies, and also to create new statements. At separate meetings, the Downtown Futures Committee worked with the consultant to determine general goals and policies for the Downtown area. The following information is the outcome of work completed by the Comprehensive Planning Committee, City residents, the Downtown Futures Committee, and the consultant.

Shown below is a list of definitions for those words commonly used in goals and policies statements. The key terms are defined below with the City's corresponding responsibility:

Create: Bring about the desired goal, usually with the city staff involved in all levels from planning to implementation. May involve City financial assistance.

Continue: Follow past and present procedures to maintain a desired goal, usually with city staff involved in all levels from planning to implementation.

Encourage: Foster the desired goal through city policies, could involve city financial assistance.

Endorse: Subscribe to the desired goal through city policies, could involve city financial assistance.

Enhance: Improve current goal to a desired state through the use of policies and city staff at all levels of planning. This could include financial support.

Identify: Catalog and confirm resources or desired item(s) through the use of city staff and actions.

Maintain: Keep in good condition the desired state of affairs through the use of city policies and staff, financial assistance should be provided if needed.

Recognize: Acknowledge the identified state of affairs and take action or implement policies to preserve or change them.

Prevent: Stop described event through the use of appropriate city policies, staff, action, and finances, if needed.

Promote: Advance the desired state through the use of city policies and staff activity at all levels of planning

Protect: Guard against a deterioration of the desired state through the use of city policies, staff and if needed, financial assistance.

Provide: Take the lead role in supplying the needed financial and staff support to achieve the desired goal. The city is typically involved in all aspects, from planning to implementation to maintenance.

Strengthen: Improve and reinforce the desired goal through the use of city policies, staff and financial assistance if needed.

Support: Supply the needed staff support, policies, and financial assistance, if needed, at all times to achieve the desired goal.

Sustain: Uphold the desired state through city policies, financial assistance and staff action to achieve the desired goal.

Work: Cooperate and act in a manner through the use of city staff, actions, and policies to create the desired goal.

GOALS AND POLICY STATEMENTS

GENERAL

Goals

Enhance Marshall's position as a regional center in government, education, health care, and other services.

- Encourage a high quality educational system for members of the community of Marshall.
- Encourage and support a civic atmosphere that values all members of the community of Marshall regardless of culture, age, race, creed, color, sex or economic status.
- Recognize, preserve and enhance the strong rural values and work ethic in the community of Marshall.
- Provide for integration of services for a diverse population by promoting agency and activity networks.
- Promote appreciation of ethnic differences and mutual acceptance by enabling effective integration of diverse populations.
- Encourage opportunities for a balanced population with respect to age, economic composition, and racial composition.
- Promote and encourage information dissemination through regional cooperation and modern technology in areas including, but not limited to, community activities, education, business, economic and community development, and entertainment.

Policies

- Recognize the need to address cultural issues proactively by utilizing the forum of collaboration, community education, people for community harmony, and other civic organizations.
- Recognize the diverse population and encourage their participation in city government.
- Identify and encourage the potential for information networking.
- Promote an appreciation for culturally and ethnically diverse populations through community education by cooperating with the schools, social agencies, Human Rights Commission, and churches.
- Recognize and support programs designed to address issues affecting the youth and families.
- Applicable agencies need to recognize and support programs designed to address issues affecting youth, families, the elderly and varied cultures of the Marshall area.
- Create awareness and implement a plan for community leadership.
- Work with educational, community, and religious organizations to promote programs designed to encourage leadership.

- Promote governmental cooperation on a regional basis by working with Southwest Regional Development Commission, The Coalition of Greater Minnesota Cities, Lyon County, and by actively participating in the state legislative process.
- Actively participate in the state legislative process through groups such as the Coalition of Greater Minnesota Cities, League of Minnesota Cities, and Southwest Regional Development Commission.

HOUSING

Goals

- Provide a safe, decent, and affordable living environment for all community residents.
- Maintain a high quality living environment in Marshall's residential neighborhoods.
- Support the opportunities for a balanced population by encouraging a variety of housing types.
- Preserve and rehabilitate Marshall's existing housing stock.

Policies

- Discourage the concentration of low- and moderate-cost housing in any one area of the City.
- Encourage the use of federal, state, local, and other available resources in order to promote affordable housing opportunities.
- Provide for opportunities in cooperative planning with adjacent townships in the area of residential growth.
- Promote the availability of affordable housing through the Housing Commission.
- Support the necessary fire, property maintenance codes, health and safety improvements and zoning regulations to allow second story apartments in the downtown area to be upgraded and maintained so that it will provide housing alternatives in the downtown area, as well as to help maintain property throughout the City.
- Support property maintenance codes for all residential units.
- Maintain a balance in the City's housing stock in order to encourage and provide a variety of housing types to serve all phases of the life cycle and all income levels.
- Develop a housing maintenance code to ensure the health and viability of Marshall's housing stock.
- Reduce the potential for flooding in Marshall by working with Lyon County, Area II River Basin, Cottonwood Watershed District, Redwood River Association, and the U.S. Army Corps of Engineers.

ECONOMIC DEVELOPMENT

Goals

- Maintain and continue development of a strong, diversified, and balanced economic base.
- Maintain a favorable climate for economic development and ongoing business activities.
- Encourage development that brings jobs to the area that broaden the City's tax base.

Policies

- Through the support and cooperation of the EDA, HRA, Chamber of Commerce, and the Industrial Foundation, the City shall promote and encourage quality commercial and industrial development.
- Promote and encourage environmentally sensitive commercial and industrial development through design standards and good site planning.
- Identify and recruit businesses and industries that provide a stable tax base and provide well-paying jobs to Marshall residents by involvement in Statewide and regional economic development programs.
- Continue the use of public/private partnerships to assist in the City's economic development activities.
- Identify and recruit high-tech industries that provide a stable tax base and provide well paying jobs by working with the EDA, HRA, Chamber of Commerce, and Industrial Foundation.
- Create and maintain a list of industries and businesses that could potentially expand in Marshall with a target goal of having one such business relocate or expand each year.
- Strengthen and maintain a diverse retail base through cooperation with the EDA, HRA, Chamber of Commerce, and the Downtown Retail Association.

LAND USE

Goals

- Enhance the community's character and identity.
- Endorse the development of public property.
- Support the orderly growth of residential, commercial, and industrial areas.

Policies

- Maintain and upgrade the City's zoning ordinance, subdivision regulations, and performance standards to promote the efficient use of land and the creation of a strong tax base.
- Promote adequate active and passive open space to meet the needs of the community of Marshall and to establish a positive image for the community by working with the Community Services Board and by developing a parks master plan.
- Support transportation, land use practices, and public safety measures which ensure the safety, welfare and security of citizens.
- Promote and encourage a variety of housing styles and types for those who choose to live in Marshall.
- Design traffic circulation to maintain the residential character of neighborhoods.
- Design and locate industrial and commercial developments to avoid through truck traffic in residential areas.

TRANSPORTATION

Goals

- Provide an adequate and safe pedestrian, bicycle, truck, rail, and air transportation system that is designed to support the overall physical, social and economic goals and objectives of the community.
- Maintain a safe and efficient local street system for the movement of people and goods.
- Strengthen and improve regional access to and from Marshall.
- Recognize the disabled population of the City of Marshall and support their disability within the public right-of-way.
- Enhance the aesthetic character of the transportation networks within the City of Marshall.

Policies

- Encourage cooperation with the state, county, and neighboring cities and townships in order to obtain State and Federal highway dollars to develop and construct a regional highway system that links Marshall with other population centers.
- Support and encourage the use and continued development of the municipal airport with assistance from the Airport Commission by implementing the recently developed Airport Study and its recommendations.
- Continue to expand the area bikeways and walkways so they can serve both the transportation and recreation needs of the community.
- Support the enhancement of the aesthetic character of the major roadways in the City of Marshall through securing ISTEA, County, State, and Federal funding where applicable.
- Strengthen and improve the regional highway system to link Marshall to other population centers within and outside the state.
- Endorse strict enforcement of quality building materials, signage, site lighting and landscaping in order to enhance the aesthetic character of the area.
- Continue efforts in achieving accessibility for the handicapped in public areas.

COMMUNITY FACILITIES

Goals

- Provide and maintain an appropriate number of community facilities that meet the needs of all community residents, regardless of age, sex, race or socio-economic standing.
- Create a strong sense of community that has a high level of services available at a reasonable cost.
- Provide the services and facilities needed to protect and maintain the health, safety, and welfare of all Marshall residents and visitors. This would include fire and police protection, utilities, and services.
- Provide adequate and appropriate recreational and community park facilities, including bikeways and walking trails.

Policies

- Maintain and continue to improve reasonably priced community services and park and recreational facilities through the Community Services Department.
- Create a Working Group made up of city, school, and county entities and community leaders who would be involved proactively in coordinating the sharing of common services.

- Maintain and continue to improve emergency and public safety services, including police protection, and the development of a fire substation C which would serve to protect the northwest area of the City of Marshall.
- Maintain and continue to improve local utilities and services.
- Work with federal and state agencies to develop and improve flood control measures.
- Create a surface water management plan that would include Ditch 62.
- Recognize the importance of youth-based opportunities in the City.
- Examine the possibility of a Community Center.
- Encourage the school district and State University System to continue to provide high quality educational services, facilities, and opportunities to all Marshall residents.
- Maintain a high level of recreational facilities throughout the community.
- Promote passive park and recreational facilities to meet the needs of elderly community residents, persons with disabilities and support the incorporation of cultural elements with the total park and recreation program.
- Work with the Community Services Board to develop a park and recreation master plan that develops recreational facilities consistent with changing community and neighborhood needs.
- Encourage and support long range planning of the Hospital Board and other health related services.

ENVIRONMENTAL FEATURES

Goals

- Protect, conserve and enhance natural resources and environmentally sensitive areas within and adjacent to Marshall for the community's long-term environmental benefit.
- Identify and protect historic community resources including districts, buildings, and historic sites or events.

Policies

- Strengthen flood control measures for the City by coordinating with area and regional efforts and by securing funding for flood mitigation measures.
- Promote all conservation and recycling efforts including both solid waste and water, through community education efforts and user fees.
- Support conservation of natural resources by encouraging a community-wide curbside recycling program.

- Promote protection of wetland areas and establishment of storm water retention areas in urban development.
- Continue to protect water quality through adequate waste water treatment measures and community education.
- The City should locate, protect, and provide for the development of additional high quality water sources for use by the community.
- Promote the development of alternative energy sources through the use of wind, solar, and other renewable sources and provide incentives for conservation of natural resources.
- Maintain high air quality standards in industrial development areas by enforcing state and federal standards.
- Continue to implement and administer programs to preserve, maintain and further enhance natural ecological systems, including: lakes, ponding areas, aquifers, drainage areas, and wetlands with Federal and State assistance when available.
- Continue to strictly control development in floodplain areas of the Redwood River.
- Promote a natural resources master plan to inventory and preserve natural areas.
- Support the Lyon County Historical Society and other efforts to protect and preserve historic community resources.

DOWNTOWN

Goals

- Identify the current status of parking in the downtown area.
- Create an atmosphere in the downtown area that is conducive and supportive of housing in the downtown area.
- Encourage appropriate housing opportunities in the downtown area.
- Identify and promote an appropriate mix of retail and service businesses in the downtown area.
- Encourage appropriate redevelopment of the downtown area.
- Promote the cooperation of the public and private sector in redevelopment consistent with the need to maintain a strong downtown area.
- Encourage a positive, vital and unique image for the downtown area.

Policies

- Create a policy which addresses and regulates employee parking in the downtown area.
- Promote adequate customer parking and parking space turnover for all downtown areas.
- Promote adequate downtown apartment parking and a policy aimed at regulating tenant parking.
- Support adequate parking lot circulation patterns which include parking for the handicapped.
- Support redevelopment projects that are sensitive to traffic patterns and circulation to and from the downtown area, and which appropriately consider and do not negatively impact parking.
- Promote additional housing adjacent to the downtown area.
- Promote the use of surveys to aid in the analysis and marketing of the downtown area.
- Support new and/or expanded businesses in the downtown area through staff support and/or financial assistance when possible and appropriate.
- Support community services in the downtown area where it is determined that the services will have a positive impact.
- Encourage and endorse well located public restrooms in the downtown area.
- Encourage a program directed to building owner awareness of building appearance with emphasis on upgrading rear building appearance.
- Create gateways into the downtown area.

GENERAL PLAN

GENERAL PLAN

The General Plan provides a framework to guide future growth and development for the City of Marshall. The Comprehensive Plan process brought together citizens and key officials to examine the existing conditions in the City before setting priorities, goals and policies. These goals and policies focused on land use, essential community facilities, and services. It will be the City's responsibility to use these written statements, which serve as the basis for this Plan, to guide their future. The Comprehensive Plan, along with the City's Zoning Ordinance and other City controls direct the future of the City with respect to the existing conditions, use of developed land, and efficient and orderly growth.

The Comprehensive Plan should be a flexible instrument. There are a number of variables that exist that cause our surroundings and the conditions around us to be ever changing. The variables that impact the conditions around us occur at the local, regional, national and international level. They may include issues that impact or are impacted by technology, the economy, civic needs and responsibilities, the environment and education. The Comprehensive Plan should not be a barrier to moving forward, but should assist the City to progress in an orderly and efficient manner.

The Comprehensive Plan is intended to guide development in Marshall over the 10 to 20 years. The long-term goals that have been established for this Comprehensive Plan should be periodically revisited and appropriately modified if needed. Because the Comprehensive Plan should be viewed and used as a tool to guide development and growth, it is important that it be reviewed and maintained so that it will continually enhance the future of Marshall. The Land Use Plan is a synthesis illustration of the goals, policies and issues that were defined as a part of its development, therefore, the partnership between the illustrated plan and the written statements is critical. See Figure 15, *Land Use Plan*.

LAND USE

The City of Marshall has a unique character and identity in that much of what Marshall is about is representative in the traditional town, which developed the way it did out of necessity. Many small towns grew before and during the evolution of the automobile. Typically, these towns grew from the need for a town center and the need for compactness that efficiently served the basic needs of its residents. They then underwent a number of transitions as society became dependent on the automobile.

Marshall's uniqueness comes from its traditional growth patterns in a physical sense, its strong agricultural roots and because of its regional location and importance. Part of Marshall's uniqueness is due to its roots as a farm community and a farm service center. In 1873, Marshall became the county seat of Lyon County and an important link for the Winona and St. Peter Railroad. Marshall's importance was further defined when it defeated Tracy in their effort to become the county seat in 1890's. Marshall's geography in the state of Minnesota further enhances the role the city plays in the region. Marshall is approximately 35 miles from the South Dakota state line and 60 miles from the Iowa state line.

The City of Marshall has a great deal to offer in terms of commerce, services, government, education, and a quality living environment. A number of natural, historical, environmental and cultural elements help contribute to Marshall's image. Elements that make up the form of the City include a predominantly grid-like transportation system, a centrally located dense downtown, a downtown that provides fundamental government and institutional services for a regional area, a downtown and community speckled with churches, distinct well-maintained residential areas, educational opportunities, and a recreational system designed to provide for varying needs.

Marshall's size and scale make a healthy portion of the community accessible by pedestrian traffic, particularly the downtown area. This is important in terms of city form, because a comfortable human scale provides an environment conducive to social experiences and interaction.

Marshall's social and cultural history is also important in terms of the development of its overall character. This is evident in the City's strong ties to agriculture throughout its history. A great deal of what occurs in many facets of the City is linked directly to agriculture. For the economy, this has not in most instances produced booming conditions; it has however, provided a base for steady growth. This has also laid the foundation for many of the social characteristics present in the community, which are evident in the work ethic and moral standards that are part of Marshall.

The key elements of the physical and cultural character of Marshall are: 1) City Form, 2) Transportation Patterns, 3) Neighborhoods, and 4) Parks and Open Space. These key plan elements play out as follows under this described plan:

CITY FORM

- Two types of commercial areas are present and important in Marshall. The downtown commercial area and the highway commercial area.
- Marshall's downtown should be maintained as the commercial, service, and government center for Marshall. This should occur while other important commercial areas fill their role.

- The present scale of the downtown is appropriate. The downtown should maintain its level of compactness. Downtown should not expand into the surrounding neighborhood.
- The commercial areas should be controlled so that they do not negatively impact adjacent residential housing.
- Single family residential development should remain the leading land use in Marshall. The significance of the neighborhood should be maintained in the existing residential areas and emphasized in any new residential developments.
- New residential developments and existing neighborhoods should remain free from heavy truck traffic.

TRANSPORTATION PATTERNS

- Provide safe and adequate access to all properties through zoning and subdivision ordinances, site planning, and transportation planning.
- Local collector streets should be laid out to be compatible with the topography of the area and should also take into consideration the area's environmental features.
- Enhance the aesthetic character of major roadways throughout the City of Marshall by supporting quality building materials, signage, lighting and landscaping.
- Encourage cooperation with the state, neighboring cities and townships in order to promote transportation planning and develop a highway system that efficiently links Marshall with other population centers.
- Channel Parkway will eventually be extended to the east, ultimately connecting with Trunk Highway 23.
- The grid pattern will be preserved as the primary street pattern and will be extended into the newly developed areas in order to provide circulation and efficiency.

NEIGHBORHOODS

- Improvements will be made with flood control in order to make use of developable land.
- Housing in new developments will be built in those areas less susceptible to flooding.
- Lot sizes for housing in new developments to the south and southeast will range from 1/3 to 1/2 acre lots.
- New housing developments should preserve and enhance elements that create a cohesive neighborhood in form and function.

PARKS AND OPEN SPACE

- Parks will be an important planned component in new residential areas. These parks will focus on a large community scale park system with trail connections.
- A trail system will be incorporated into the park system in the new areas and will, where possible, provide a link to other areas and parks in the City.
- Where possible and practical, the storm water management plan will be incorporated into the park system. This will serve to control storm water run off and to create environmental features.
- A parks master plan should be developed that incorporates active and passive open space.
- A river walk and open space should be developed along Redwood River, especially in the downtown area.

While the dominant land use in Marshall is residential, the City contains a full range of land uses. These include manufactured housing, duplexes, multi-family housing, downtown commercial, highway commercial, light industrial, heavy industrial, public/semi-public, institutional, parks and right-of-way. The land use component of this plan identifies the areas that should be used for the various types of established uses and also describes the relationship of this land use to other factors within the City of Marshall. It also takes into consideration growth that the City will need to undertake in the future and how this growth should effectively and practically occur with special consideration being given to the priorities that this Plan has established.

The Plan primarily focuses on providing additional areas for residential growth. Consideration is given to an efficient transportation system to serve the growth areas as well as the rest of the community. Environmental features are also recognized as an important part of the future land use plan. Environmental constraints, particularly the propensity of flooding to the north of the City limits are among the key factors that influence future growth to the south and southeast. The second component of the plan emphasizes development of a large community scale park system. The plan accomplishes this in the new growth area where it has also carefully focused on incorporating the natural environment into the built environment.

A number of key issues guide the future land use component of the Comprehensive Plan. These include:

- Establish future land use needs and patterns based upon the existing physical and cultural aspects of the City;
- Identify areas appropriate for residential, open space, commercial, and industrial land uses;
- Promote stronger flood control measures for the City, and where possible incorporate these measures into wetland preservation and open space amenities for the City;
- Use the criteria, goals, and policies that are a part of the Plan's framework; and
- Reinforce and reflect Marshall's position as a regional center in decisions made impacting the downtown.

Key

-  Agricultural/Rural
-  Single Family Residential
-  Multi-Family/Manufactured Housing
-  Commercial

-  Downtown Commercial
-  Industrial
-  Park/Open Space
-  Public/Institutional
-  Water

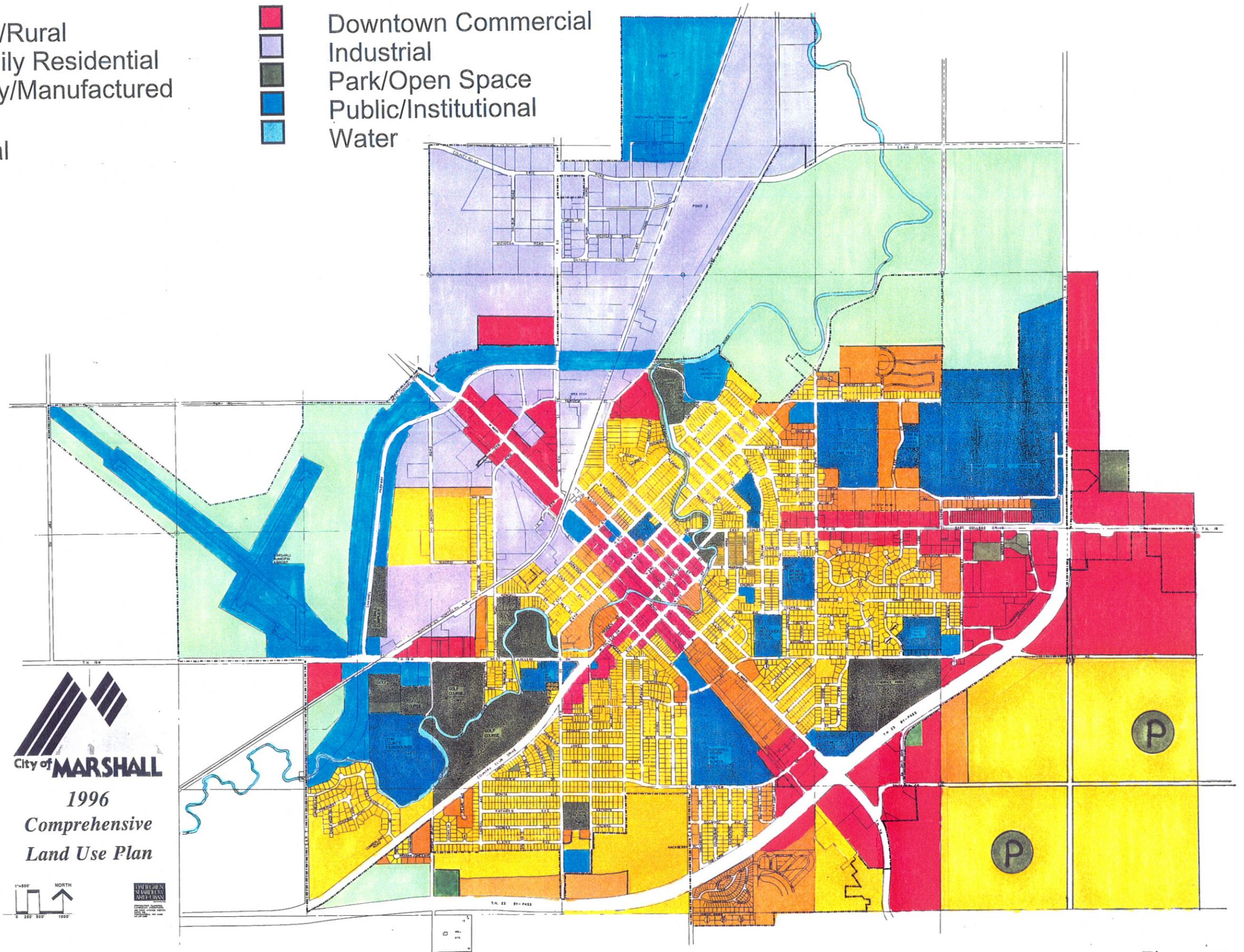


Figure 15

RESIDENTIAL

The City of Marshall is comprised of four different types of residential land uses -- single family, manufactured housing, duplex, and multi-family. Marshall is predominantly single family. The future Land Use Plan focuses on maintaining the residential quality of Marshall and further enhancing its ability to provide new development through land use planning and strategic annexation. This includes continued single family development inside the city limits, residential areas inside the downtown area where appropriate, and determining growth areas outside of the city limits.

The foundation of the community is created by the pattern that is established by the existing neighborhoods. The housing stock in these areas is varied in style and lot size. The residential density close to the heart of the City is approximately 7 units per acre. As a general pattern, lots closer to the downtown area are smaller in size than in the more recent development that is occurring on the fringe. A majority of Marshall's housing stock is twenty or more years old. Special attention will need to be given to these neighborhoods with regard to maintenance, particularly those closer to the heart of the City, to ensure that they are sustained so they can continue to provide a solid foundation for the City.

The newer residential areas are primarily located southwest of the Lyon County Fairgrounds, south of Southview Drive, and east of Bruce Street. The lot sizes tend to be larger, as more single family developments are averaging from 2 to 4 units per acre.

There are a few manufactured home parks in Marshall located in the northern and southern parts of the City. The park in the northern part of the City is located north of Fairview Street and west of Robin Hood Lane. The park in the south part of the City is located south of Highway 23 and east of Saratoga. Because of their location, the manufactured home parks are very susceptible and prone to flooding under certain conditions.

A majority of the multi-family housing is concentrated around Southwest State University. These concentrations are primarily located south and west of the campus. Most of this is either directly adjacent to the college, or is south of East College Drive and provides a transition from the commercial uses fronting East College Drive and the neighborhoods to the south. Other areas of concentrations include a few sites on the fringe of downtown, and along busier thoroughfares throughout the City. For the most part, the multi-family use can be an effective way of providing a transition from commercial land uses to single family land uses, which is the case for most of these areas. The City should be careful of scattered, unplanned conversions of single family residences to multi-family use that could occur in the heart of a single family neighborhood. Often times, the use is not compatible and conflicts, such as lack of parking, and traffic and noise concerns ensue.

Plan Recommendations

The Plan recommends that the City of Marshall maintain and promote the continued upkeep and preservation of the existing neighborhoods and the overall residential character. Special attention should be given to areas between the heart of downtown and the neighborhoods in order to promote a healthy atmosphere for the residences and the businesses. As a tool and preventative measure, the City may also want to consider codes aimed at encouraging maintenance, and strict enforcement of those already in place.

The Plan recognizes the primary need for more single family development. There is little suitable vacant land remaining inside the City limits available for single family development. The few areas that are suitable exist primarily in the far southeastern part of the City lying just inside the City limits. Another

potential area available for development is an area, in the northeast part of the City however, this land is more suitable for other types of development given the existing development patterns. Prior to any type of development in this area, the City should first address the propensity that this area has for flooding. The Plan looks outside the City limits to meet the City's need for developable residential property and concentrates on two distinct areas. The first area is to the south of the existing City limits, and the second is to the southeast of the existing City limits. Each of these growth areas would require annexation.

The first of these two identified growth areas is adjacent to the southern city limit, between Saratoga Street and Travis Road. The city limit along this area would then become Highway 23. The recommendation for the area is to designate a majority of the area for single family residential use. The plan recommends low and medium density multi-family for buffering between certain uses. An average of 3 lots per acre for the single family units is recommended for this area, and a density of 8 to 12 units per acre is recommended for the multi-family use. The plan also recommends measures be taken for appropriate drainage of the area. A combination of storm water drainage and storm water management with ponding would be the most appropriate method of dealing with this issue. This would serve to enhance the area aesthetically, as well as providing positive environmental features. Development of this area will help satisfy some of the City's shorter term needs for single family residential development.

The second area designated for future growth by the plan is an area southeast of the existing city limits. The area designated by the plan is south of Highway 19 and east of Highway 23. This area is outside of the city limits and would also require annexation into the City of Marshall. For the development of this area, the plan recommends a residential density of about 2 units per acre for single family development. The plan recommends providing some multi-family units for this area as well. The plan calls for very low density multi-family development in this area. An average density of about 5 to 6 units per acre is suggested for areas suitable for multi-family residences. The plan recommends a townhome type of development.

A large community scale park should be located in this growth area to provide recreational opportunities for these new neighborhoods. The actual design of the park should lend itself to playing a dual role as a large community scale park as well as serving the needs of the new neighborhoods as they grow. Design and development of parks and open space in this growth area should integrate the need for woodlands and ponding so that these features can serve as an enhancement for the neighborhood and the environment as well as help to control drainage issues. Other amenities such as walking and biking trails, picnic areas, playground equipment, and ball fields, as well as other facilities, should be included.

Any development that is to take place in this area should adhere to the preestablished street patterns. The plan recommends the collectors in this area maintain a strong east-west and north-south pattern. The plan also recommends that the local street system which serves the neighborhoods be designed in a fashion that maximizes the natural features and topography of the area, and provides for an aesthetic lot layout while remaining efficient.

Some areas within the City contain vacant, buildable lots for single family development. One such area includes approximately 40 lots that are bounded by Madrid Road on the south, Paris Road on the north, and Legion Field Road on the east. Another concentration of lots exists across from the High School, which contains approximately 25 remaining buildable lots. There are a few other areas within the City limits that contain a minimal number of scattered buildable lots. These lots should continue to be maintained and marketed for their ability to provide housing in the City of Marshall.

INDUSTRIAL

Industry has played a number of important roles in the City of Marshall. It has helped focus regional attention on Marshall as an economic center, it has played a key role in terms of jobs, and has helped the City's tax base. A large portion of Marshall's industry centers around agriculture.

The City has been fortunate to have companies like Schwan's Sales Enterprises, Heartland Food Company, Minnesota Corn Processors, Schott Corporation and Reinhart Institutional Foods establish themselves in Marshall. Most of these major industrial employers have their roots in agriculture, which helps Marshall maintain and increase its position as regional force. The City needs to continue to encourage companies like those previously mentioned, but also look to diversifying its industrial base, because agricultural industry tends to be very demanding on the water supply, and diversification may help to alleviate some of the pressure already being felt on the City's water system.

A majority of the industrial development has occurred along the Burlington Northern Railroad, especially in the northern part of the City. A large industrial park exists in the northern part of the City and has few serviced sites available. The Plan recognizes the need for continued growth in this area and recognizes that the City will have to look at expanding its corporate limits to accommodate industrial growth. The Plan first looks to the area immediately surrounding the existing concentration of industry to accomplish industrial growth. Longer range, the Plan looks to other areas north of the City. The land use plan recognizes approximately 333 acres adjacent to the existing city limits suitable for future industrial land use. This includes an area which has been prone to flooding in the past, therefore, the flooding would need to be resolved prior to development.

Plan Recommendations

Industrial uses should continue to locate within the industrial park in the northern part of the City and in other areas north of the City limits. Development should be planned in order to encourage compatible lot configuration and pattern, consistency in building design, access to an appropriate transportation system, adequate parking, and services.

Other areas suitable for light industrial development exist along Highway 19 and east of Highway 23. Consideration should be given to transportation requirements of the industry, off street parking needs, adequate available services, and whether any existing or created environmental constraints will have to be addressed.

It is possible that, in some cases, these industrial uses may border other uses such as residential, commercial, and parks and open space. In these instances, special care should be given to the type of industry that is being proposed due to safety issues. Certain requirements should be imposed in order to appropriately screen industrial uses from the previously mentioned uses as well.

COMMERCIAL

Commercial uses in the City of Marshall perform a number of significant functions. These include the impact that commercial development has on the economy and on City form. In the early years of Marshall's development, the downtown provided all of the basic requirements for residents and those outside of the community. Changes have created a demand for other types of commercial development. Commercial development in Marshall can now be classified into two categories of land uses: downtown commercial and highway commercial.

Downtown

The downtown area should be maintained as Marshall's focal point for retail, specialty retail, and services. The downtown should remain unique in its character and offer a distinctive atmosphere that functions to draw people for many reasons, including as a place to do business, to shop, for public services, and as a place to gather for social reasons. The downtown should continue to offer a variety of services such as professional services, government services, and retail. The downtown should continue to be the location where government functions are performed. The downtown should also maximize its potential by incorporating apartment units, where appropriate, into the existing downtown structures above street level businesses.

The existing scale of downtown is appropriate and should be maintained. Marshall's downtown area should remain compact. Office uses as well as apartments should be considered for the upper levels of buildings, allowing retail and service uses on the street level. The plan reinforces the need for the downtown to remain dense, and also identifies areas that are currently underutilized.

The condition of the structures in the downtown area is critical to its continued health and viability. The overall maintenance of the downtown should be improved, as most of the buildings in the downtown area were determined to be in average to fair condition. The fact that the majority of the buildings fall into these categories represents a need to prevent these structures from declining to poor condition. An assortment of building appearances are present in the downtown area due to the various facades that have been built over a period of time. The appearance of the buildings should be improved in order to create a positive image and introduce an important element of character into the downtown area.

The downtown area has been trying to satisfy the needs of the automobile by providing parking reasonable proximity to the businesses. The downtown has accomplished this by providing on street parking as well as off street parking. This has been done with a certain degree of success, however management of the spaces is becoming increasingly important. Parking should continue to be available on the street in the downtown area. Although the parking lots in the downtown area have served the need for parking in the area, the off street parking has been identified as an area in need of improvement in terms of management, appearance, the relationship to other land uses, and the overall negative impact the parking lots currently have on the downtown environment. Possible lot reconfiguration, landscaping, and buffering are all elements that should be considered in an effort to improve the relationship of the parking lots to the downtown area.

The pedestrian experience in the downtown area needs to be improved. An element lacking in the downtown area is open space. Although the Redwood River runs through the downtown it has not been incorporated as a feature into the downtown area. Open space opportunities should be identified. Bituminous walk, and a river walk, defined with lighting and landscaping, are recommended by the plan. Other elements such as bicycle parking in the downtown area, removal of overhead utilities where and

when possible, gateways into the downtown area, and improved signage should be incorporated into the downtown to help create a pleasurable and welcoming environment.

Highway Commercial

The highway commercial is concentrated primarily in two areas of the City. The first and most concentrated is located south of the University along Highway 19, bound by Highway 23 and Bruce Street. This area is characterized by a variety of businesses including gas stations, hotel, fast food restaurants, retail, and a shopping center. The second area is located in the south east part of the City on either side of Highway 23, at the corner of Highway 23 and Main Street. This development continues for a couple of blocks northwest and southeast on Main Street. The types of uses found here include retail, discount retail, restaurant, and a grocery store.

In many instances, the commercial uses abut residential uses. In order to keep these uses compatible, special attention will need to be given to appropriate types of uses and buffering between the commercial uses and the residential uses. Measures such as buffering, berming, landscaping, sign controls, and overall site development will need to be emphasized in these areas in order to encourage harmony and value for both uses.

Plan Recommendations

The plan identifies the significance of the downtown as the business, government and social heart of the community. The plan also recognizes the importance that the downtown plays in relationship to Marshall's strength as a regional center. Because of the important role of the downtown, it is critical that the downtown be established as a priority and that those issues recognized as a part of the planning process be addressed. The downtown should serve the needs of the region through its services and through the opportunity it provides for human interaction.

The highway commercial areas should also serve the area by providing appropriate locations for automobile dependent uses and other types of uses not suitable for the downtown area. These businesses will also play a role in strengthening Marshall's role as a regional center. A healthy environment should be maintained in these areas where residential and commercial uses border one another. Traffic control should also be maintained in order to restrict the movement of traffic.

TRANSPORTATION

The transportation system is one of the most important elements of the Comprehensive Plan. The network of streets in a community impacts land use, lot configuration, and the relationship of the different uses. The street system can play a major role in the image of a community. A balance between the land, the individual and the automobile must be reached in order to meet needs and demands of the community.

The designation of roadways with specific functional classification category should be based upon the following principals:

Principal and Minor Arterials

Principal and minor arterials usually fall under the jurisdiction of state or regional agencies such as the Minnesota Department of Transportation (MnDOT). The entire Interstate Highway System, and generally outside of the cities, the U.S. and State number trunk highways as well, are under the jurisdiction of MnDOT. Improvements or changes to these arterial highways will require the approval of MnDOT and in some cases, the Federal Highway Administration (FHWA).

Collectors

The location of collector streets is a major determinant of what land use patterns will look like, and to some extent, how the land will most appropriately be used. The following principles should be used when laying out collector streets.

1. The spacing of collector streets should reflect the density of trip origins and destinations in the area.
2. Whenever possible, collectors should be laid out in a grid pattern. The collector street pattern should create intersections where the intersecting streets form right angles and land parcels can be readily platted and developed. When laying out collectors, particular care should also be paid to environmental issues and physical constraints.
3. Collectors should be designed to provide continuity and multiple access to the arterial system. Since the primary purpose of a collector street is to provide through traffic with a high level of service, continuity is very important.
4. Each segment of the collector street system should be designed to appropriately perform its specific role within the overall transportation system.
5. Sidewalks should be a part of the collector street system allowing pedestrian access to other neighborhoods, schools, parks and other community facilities.

Local Streets

The following principles should be used to lay out subdivision streets, including local streets. Providing access is the primary function under these circumstances, while a secondary propose is accommodating short trips within the community.

1. Local streets must provide adequate access to abutting property.

2. Local street intersections with arterials should not reduce the efficiency of the arterial. To accomplish this, the recommended spacing along an arterial between local street intersections should be a minimum of one-quarter mile, and in multiples of one-quarter mile. This spacing will better accommodate two-way progression on the arterial should traffic signals be installed at these intersections.
3. The design of low density collector streets should take into consideration their role of providing access and should, at the same time, discourage excessive vehicle speeds. Collectors should not be used for on-site traffic circulation, which should be accommodated off the right-of-way.
4. Low density collector streets should be laid out to permit efficient plat layout and be compatible with the topography and the environmental feature in the area.
5. The design of the low density collector street system should be compatible with municipal utility plans for the area.

The streets in Marshall are designated as follows (see also Figure 3, *Transportation*):

Principal Arterials: Highway 59 Highway 19
Highway 23 Highway 68

Minor Arterials: County Road 67
Fairview Street
E Street
Bruce Street
Country Club Drive
Saratoga Street (from West College Drive to Highway 23)

Collectors: Fairview (from Eight Street to Marshall Street)
Fairview (from Bruce Street to Fourth Street)
Birch Street (from North Bruce Street east)
Seventh Street (from West Marshall to Fairview Street)
West Marshall (from East College to Seventh Street)
Legion Road (from West College Drive to Tenth Street)
Tenth Street (from Legion Drive to West Main Street)
South Sixth Street (to East College Drive)
North Fifth Street (from West Main Street to Fairview Street)
Fourth Street
C Street
Lyon Street
Southview Drive
Country Club Drive
State Street (between Fourth Street and Erie Road)
Jewett Street
Travis Road

Sidewalks

Sidewalks should be provided on all major and minor arterials and collector streets. Sidewalks are also suggested on local streets to provide pedestrian access to parks, schools, the downtown area and other open spaces. In light of Marshall's large community scale park system, connections to this system are even more critical. The City has a sidewalk policy for new subdivision, which it will certainly want to enforce.

New Streets

Channel Parkway, Southview Drive and Saratoga Street are projected to be extended as recommended by the Land Use Plan, and as part of the City's future transportation plans. The Plan also illustrates additional collectors, and a local street network for the proposed new residential areas that are currently outside of the City. The design of this street network extends a grid pattern into these new areas that connect to the City's existing system. The local streets are laid out in a way that takes into consideration the topography and existing features of the area. The proposed local street pattern in the southeast part of the City also takes into consideration the existing features, as well creating a sense of neighborhood and character unique to that area. It is recommended that any new subdivisions proposed in this area adhere to the street lay out as illustrated on the Land Use Plan. Special considerations such as engineering constraints may cause this layout to be slightly altered, but the general concept should be followed.

COMMUNITY FACILITIES

Community facilities include governmental uses, schools, parks and open space, medical facilities, and cemeteries. In most cases, they are integral to the entire community, and are depended upon as a critical element. Location and maintenance is critical to the community, as services provided by these facilities include police, fire, ambulance, and medical assistance. Location and maintenance is also important to community facilities like schools, libraries, the Post Office, government offices, and senior citizens centers. It is appropriate to locate most of the community facilities in the heart of the City. As communities grow, it is often times necessary to locate "service centers" to meet citizens needs. This is done based on population factor, the likelihood of an area to develop, and limitations to current services.

Other types of community services best serve the community when they are located throughout the City and take into consideration their ability to serve a given population or geography. These types of community facilities include parks, schools, and sometimes City maintenance facilities. These uses should be distributed throughout the community for all citizens to use and appreciate.

The community facilities were discussed at length in the Inventory and Analysis chapter of this Comprehensive Plan, including the location of each facility, the condition, the ability of the facility to serve the community, and the future needs of each facility.

A parks inventory was set forth in the Inventory and Analysis and illustrated on a graphic to show the location of each park. Since one of Marshall's priorities is to focus on a large scale community park system, it will be important that they be a planned component of newly developed residential areas. The City should make this known to any developer and require this to be incorporated into the subdivision plans. The accessibility and types of recreation available will be important in order for the parks to adequately serve as a large scale community park.

As a part of the Land Use Plan, the Plan recommends a new neighborhood park to be incorporated in the residential development. The Plan recommends the park serve as a neighborhood park, and that it be accessible and at a scale that also serves the community. The City should require water features to be incorporated into the park as a way of controlling drainage, adding wetland features, and as a way to add positive environmental features to the community.

ANNEXATION

The Land Use Plan identifies areas to the south and to the east of the City limits as areas that the City will ultimately need to consider in order to continue growing. The Plan recommends this area because of an ability to control flooding in the area, and because the infrastructure is available adjacent to these areas. The City does not have an abundance of vacant buildable land within the City limits, especially for residential development. Under current conditions, there does seem to be enough land within the City limits to provide growth for industrial and commercial uses.

There are a number of areas inside the City limits where clusters of vacant residential lots exist. An effort should be made to develop these areas within the City limits first. The annexation area is shown on the Land Use Map so that future development can occur in an orderly fashion and, so that the City can play the primary role in the timing and type of development that occurs.

The areas identified as future annexation areas include a total of approximately 946 acres. The plan illustrates about 697 acres that would be available for single family residential purposes. Based on 1/3 to 1/2 acre lot sizes, this would supply the City with an additional 1,510 single family units. The Plan also calls for approximately 116 acres to be used for multi-family purposes. This represents a variety of uses from very low density townhomes to medium density apartments. Based on this assumption, approximately 779 additional units would ultimately be available in the City of Marshall. A small amount of commercial development is provided within the future annexation areas as well.

These identified areas should provide enough housing for an additional 6,180 persons. This figure is achieved by taking the number of units established by the Land Use Plan, and assumes the current average persons per household will remain the same. By referring to the Population and Housing section in the Inventory and Analysis chapter, and reviewing the population projections, it is clear that development of these annexation areas would, even using the most liberal projection method, accommodate the housing needs of the City for the next 20 years.

As a general rule, the City should not seek annexation if a substantial amount of suitable vacant land exists within the City limits. When land is annexed into the City, the following criteria should be applied.

- The area that is to be annexed should be contiguous to the City.
- The area annexed should be zoned agricultural, until such a time as a rezoning to another district is deemed appropriate.
- The City should continue its policy of assessing 100 percent of the water and sewer improvements to the land owner that were made to the annexed area, and negotiate the percentage for storm sewer, drainage and street costs.
- The City should be prepared to provide infrastructure improvements to any annexed area. This is especially critical for sanitary sewer, storm sewer, and water, as the soil conditions outside the City limits may constrain on-site septic and water systems.
- The rules and regulations of the Minnesota Municipal Board regarding annexation should be followed.

The Plan looks toward the identified areas for growth that are adjacent to the City limits. Provision should be made to appropriately manage storm water drainage and flooding. This should be incorporated into a development plan. The development plan must be approved by the City.

There may be circumstances where a land owner outside of the City limits petitions to be annexed into the City. This could occur for a variety of reasons including a failing on-site water or septic system or a special locational requirement of a business which also needs utilities to serve their establishment. In this situation, the City should be prepared to annex the land and should use the following criteria to do so.

- The area to be annexed should be contiguous to the City limits.
- The land owner has a documented need for the City to provide water and/or septic services.
- The petitioner is willing to adhere to the City's policy of assessing 100 percent of the improvements made to the annexed area and negotiate the percentage for storm sewer, drainage, and street costs to the land owner.
- The rules and regulations of the Minnesota Municipal Board regarding annexation are followed.

IMPLEMENTATION

IMPLEMENTATION

The Implementation section of the Comprehensive Plan outlines and describes how the City will put the plan into action. The strategies for implementation include a number of actions, some of which happen soon after the Plan is adopted and some others that may be accomplished over time. Where specific steps are known, they are identified. Where particular groups are assigned the responsibility of conducting additional studies or developing and operating programs, they are identified and their roles and responsibilities are described.

Some changes to the Official Zoning Map, Zoning Ordinance, and Subdivision Ordinance need to be made to implement this Plan. The Official Zoning Map changes will be in those areas in which the adopted Future Land Use Plan differs from the existing zoning. The changes to the Zoning Ordinance will include any new or revised zoning standards and regulations that are required to carry out the directives of the Plan. The Subdivision Ordinance regulates the subdivision of property and sets forth the standards for public improvements in the City.

There are also some additional steps required to complete the annexation proposed in this Plan. This includes changes to the extra-territorial zoning controls to prevent premature and incompatible development, and the process for negotiating an Orderly Annexation Agreement with the townships.

The Capital Improvements Program (CIP) is a City budgeting tool. It projects out public expenses over a five year period and assists the community in its efforts to budget for these improvements. There may be a change in priority for elements of the CIP in response to this plan.

The Implementation Section concludes with a summary of the respective roles and responsibilities of all of the City's boards and commissions in implementing this plan. It also describes the procedures for amending this plan to respond to changing circumstances and conditions in the future.

ZONING CHANGES

Zoning is the primary regulatory tool used by governmental units to implement planning policies. The implementation of zoning involves two elements, the official zoning map, and the zoning ordinance. The official zoning map divides the community into a series of zoning districts, and the text describes the regulations for the use of land within these districts. The ordinance addresses subjects such as permitted uses within zoning districts, lot sizes, setbacks, density standards, and design controls.

The first step in implementing the Comprehensive Plan is to compare the Land Use Plan with the existing Official Zoning Map. Any inconsistencies between the Land Use Map and the Zoning Map should be reconciled. There may be some cases where the maps are different, however, there should be an understanding as to why this is, and whether it is appropriate to continue the practice or implement a change. A typical reason for inconsistency between the Land Use Plan and Zoning Map could relate to the availability of municipal utilities or transportation improvements. Wherever the Zoning Map and Land Use Plan are inconsistent with one another, the Plan should explain the reasons behind these inconsistencies.

A second step would be to review and update the zoning ordinance to implement the guidelines, goals, and policies of the Comprehensive Plan. Through the planning process, a number of points were addressed as

potential improvement areas. Some of the issues that could be resolved through the Zoning Ordinance include the following:

DESIGN STANDARDS

The goals of the Comprehensive Plan state that the City is interested in enhancing the community's character, and at the same time, in supporting the orderly growth of residential, commercial, and industrial areas. The City should consider implementing improved standards for building materials, buffering, landscaping, lighting, and become more rigorous in regard to how developers handle storm water drainage and wetlands in their development plans.

Since a large segment of Marshall's housing stock is over 20 years old, the City may also want to consider implementing various types of housing maintenance controls and/or programs. This will continue to become more important as Marshall continues to grow and the housing stock continues to age.

Controls and guidelines can be made a part of the Zoning Ordinance and enforced through the normal permitting and site review process.

DOWNTOWN

The citizens and leaders of Marshall have very strong feelings toward the downtown, and its role within the community as an economic hub, and as the primary place within the community that provides the opportunity for people to gather and interact. A number of ideas for the downtown were introduced during the planning process, including housing opportunities in the downtown area, encouraging a vital and unique image for Downtown, and promoting an appropriate mix of businesses in the downtown area.

The Comprehensive Plan identified a number of the basic goals and policies that the City feels are appropriate for the Downtown. Some of these ideas, such as the goals for housing, can be incorporated into the zoning ordinance. The Plan also identifies the downtown area as playing a pivotal role in the success of the community. While some of the specific issues can be addressed in the zoning ordinance, the Plan proposes a focus on the various needs of the Downtown area through continued research, strategizing, and by establishing a plan for implementing the identified needs.

SUBDIVISION REGULATIONS

The subdivision regulations are also important in implementing the Comprehensive Plan. The subdivision regulations direct the development of land and the provision of public facilities in the community. They normally set standards for street improvements, lot setbacks, lot layout, water and sewer facilities, storm water drainage, and other types of issues related to development. Subdivision regulations can also establish a policy that determines the extent of financial responsibility that is borne by the various parties involved in development. For example, the City of Marshall may want to establish a stricter policy for the developer regarding his/her responsibility as it relates to the environment. This could include issues such as wetland areas, parks, and drainage. The City of Marshall should review its Subdivision Regulations in relationship to the goals, policies and recommendations of the Comprehensive Plan.

ANNEXATION

Annexation can be an effective tool to help ensure orderly growth for the City of Marshall. The plan clearly identifies future growth areas which are outside of the City limits. The first step the City of Marshall should take in regard to annexation is to begin implementing extraterritorial jurisdiction so that it reflects the Land Use Map.

The second step for the City is to begin negotiating an orderly annexation agreement. This should be coordinated with the appropriate townships and Lyon County. Finally, the City should begin planning for utility and service extensions into these areas. This should include roads, water, sewer, etc. The needed improvements in these areas should be reflected in the Capital Improvement Program, and should also be coordinated with the County.

CAPITAL IMPROVEMENT PROGRAM

The Capital Improvement Program (CIP) is another tool that can be useful in implementing priorities and policies established by the Comprehensive Plan. The Capital Improvement Program is used to set a schedule and budget for desired actions and/or improvements for a given period of time. The City would begin this process by first preparing a list of public improvements that have been identified as being needed over a certain period of time. All projects are then reviewed and prioritized. Cost estimates are then prepared and potential funding sources are identified. Based on this information, the City can determine which projects should be financed through tax receipts, and which projects may be eligible for outside resources. The CIP should be reviewed for conformity with this Plan.

CITIZEN INVOLVEMENT

This Comprehensive Planning process has established a dialogue among residents concerning the future of the community. Extensive public participation has been an important component of this Comprehensive Plan. The large task force that was formed at the beginning of the process was done so in an effort to acquire input on issues, ideas, and perceptions about the community of Marshall. Beyond the task force, additional opportunities were given to the broader community through public notice invitations to take part in the process. This plan will impact everyone in the community, therefore the public should have the opportunity to contribute. This practice should continue as a part of the ongoing planning process.

ROLES AND RESPONSIBILITIES OF BOARDS AND COMMISSIONS

Within the *Goals and Policies* section, a number of committees, task forces, boards, and agencies were identified as having an interest or commitment to the various policies that were developed. It will be important that these groups coordinate their efforts with the City and with any other applicable organizations that could help to further the desired stated goal of the City.

Although these groups have been recognized, the fact that they have been identified does not prohibit other groups or agencies from supporting or assisting with a policy or a goal. These various groups and their responsibilities are as follows:

People for Community Harmony and other civic organizations: recognize the need to address cultural and racial diversity issues by utilizing the forum of these groups.

Human Rights Commission , schools, social agencies, and churches: promote an appreciation for culturally and ethnically diverse populations through community education by cooperating with these groups Southwest State University, the school system.

City and County Government: create an awareness for the need of community leaders.

Southwest Regional Development Commission, The Minnesota Coalition of Greater Minnesota Cities, Lyon County, and by participating in the legislative process: promote governmental cooperation on a regional basis.

The Coalition of Greater Minnesota Cities, League of Minnesota Cities, and Southwest Regional Development Commission: actively participate in the state legislative process through these groups

Parks Commission: help to develop a parks master plan that focuses on promoting adequate active and passive open space to meet the needs of the community and to establish a positive image for the City of Marshall

Housing Commission: promote the availability of affordable housing

The City: will cooperate with the State, County, and neighboring cities and townships to work toward obtaining State and Federal highway funds to develop and construct a regional highway system

Airport Commission: support the use and continued development of the municipal airport with their assistance and through implementing the recently developed Airport Study and its recommendations

PRCE: maintain and continue to improve reasonable priced community services and park and recreational facilities

Hospital Board: the City continues to work with, support and encourage long range planning of health related services

EDA, HRA, Chamber of Commerce, the Industrial Foundation, and the Hospital Board: the City will cooperate with these groups and promote and encourage quality commercial and industrial development

Downtown Retail Association: through them, the City will work to strengthen and maintain a diverse retail base

EDA, HRA, Chamber of Commerce, and the Industrial Foundation: work with these groups to identify and recruit high-tech industries that provide a stable tax base and provide well paying jobs

EDA, HRA, Chamber of Commerce, and the Downtown Retail Association : through cooperating with these groups the City will strengthen and maintain a diverse retail base

The City: should strengthen flood control measures by coordinating its efforts on a regional basis and by securing funding for flood mitigation measures

The City: should locate, protect, and provide for the development of additional high quality water sources

Marshall Planning Commission: will review development proposals and ordinance changes to make sure that they are consistent with the Comprehensive Plan.

Lyon County Historical Society: support them and other efforts to protect and preserve historic community resources

REVIEW AND REVISIONS

The Comprehensive Plan is not a passive or inactive document. The planning process should not stop when the updated Comprehensive Plan is adopted. Changes in community attitudes, issues, and visions may arise that require the Plan to be reviewed and updated.

The Planning Commission and City Council should carefully review proposed changes and their impacts and seek citizen participation on proposed revisions. If the changes are found to be fitting, those revisions should officially be added to the Plan by legal amendment. The entire Comprehensive Plan should be reviewed and revised on five or ten year intervals, at a minimum, to ensure that it continues to be a current and accurate expression of community goals and policies.

**VII.
AMENDMENT**

OVERVIEW

This chapter represents an update and amendment to the 1996 Comprehensive Plan. It is a product of a planning process undertaken in 2004. This amendment both adds to and replaces certain portions of the City's 1996 Plan.

This update was prompted by several factors. First, there has been considerable growth and change within the community since the adoption of the 1996 Plan, particularly with regard to new growth areas. Second, the City has completed a number of other planning studies, which affect the Comprehensive Plan. Finally, the 2000 Census data has become available. A complete update to the 1996 Plan was not completed, however, because most of the Plan's basic assumptions, goals and planning principles are still valid.

The following changes and additions were made to the Plan as part of the 2004 update:

- The "Population and Housing" and "Economic Development" portions of the Background Studies were updated and replaced. The replaced sections are in chapter three of this document.
- Supplementary goals and policies were added, and are located within this chapter. They add to the policies contained within chapter five.
- This chapter covers a number of Study Areas that address specific locations within the City and its growth areas. For Study Areas A, C, D, E and F, this chapter designates future land uses and establishes development principles. The designated land uses replace any previous designations for these areas contained in the 1996 Plan, namely as shown on the future Land Use Plan. In most areas this chapter designates future land uses for developing areas of the City that were not included in the 1996 Plan. For these areas, the land uses shown in this chapter shall be the Future Land Use plan for those areas.
- For Study Area B, this chapter sets forth a Concept Plan for interim parking solutions for the downtown area during reconstruction of US Highway 59.

OTHER PLANNING STUDIES

Since the adoption of the 1996 Plan, the City has completed a number of other planning studies, as listed below. These studies were reviewed and incorporated, where appropriate, within the demographic update, goals and policies, Concept Plan, and Future Land Use Plans contained in this document:

- Housing Market Analysis and Demand Estimates for Marshall, Minnesota, March 2004
- Comprehensive Infrastructure Planning Study, June 2003
- The Community of Marshall's Technology Convergence Plan, February 2003
- Marshall Comprehensive Transportation Plan, April 1999

If these plans are updated, the most recent versions shall be used where incorporated by reference within this document.

GOALS AND POLICIES

The following are additional policies for the City of Marshall. These support the respective goals, and supplement the other policies, contained in chapter five of this Plan:

HOUSING

- Utilize the information in the 2004 Comprehensive Assessment of Housing Needs for Marshall to develop policies and programs for the provision of adequate subsidized, affordable, market rate and senior housing in appropriate locations throughout the City.

TRANSPORTATION

- Use the functional classification system criteria, design standards and intersection spacing recommendations outlined in the 2003 Comprehensive Infrastructure Planning Study to define and plan existing and new roadways.
- Plan future roadways within the City's growth areas in accordance with the proposed collector and arterial streets (Figure 3-3 and related text) delineated in the 2003 Comprehensive Infrastructure Planning Study.
- Consider the proposed collector and arterial streets (Figure 3-3 and related text) and anticipated 20-year improvements (Figure 3-4 and related text) contained in the 2003 Comprehensive Infrastructure Planning Study when setting capital priorities, and to support the financing of these facilities.
- Plan future roadways within other parts of the City in accordance with the proposed roadway system (Figure 5 and related text) delineated in the 1999 Comprehensive Transportation Plan.
- Consider the proposed roadway system (Figure 5 and related text) and implementation strategies contained in the 1999 Comprehensive Transportation Plan when setting capital priorities, and to support the financing of these facilities.
- Adopt jurisdictional classification system recommendations outlined in the 1999 Comprehensive Transportation Plan and the 2003 Comprehensive Infrastructure Planning Study.
- Implement the recommendations, alignments, improvements and other standards outlined in the "Future Transportation System Needs" chapter of the 1999 Comprehensive Transportation Plan when feasible.

COMMUNITY FACILITIES

- Plan future community facilities and utilities (including parks, trails, and sewer, water and stormwater facilities) within the City's growth areas in accordance with the recommendations and standards outlined in the 2003 Comprehensive Infrastructure Planning Study.
- Consider the recommendations, standards and anticipated 20-year improvements outlined in the 2003 Comprehensive Infrastructure Planning Study when setting capital priorities, and to support the financing of these facilities.
- Continue to improve and update the City's technological resources through staff training, upgraded facilities and equipment, and improved management practices as outlined in The Community of Marshall's Technology Convergence Plan.

ADDITIONAL TRANSPORTATION

The following are additional transportation goals and objectives for the City of Marshall. These add to the goals and policies contained in chapter five of this Plan. These goals and objectives are from the 1999 Transportation Plan, except additions are indicated in *italics* and underlined:

Safety

Goal

- Provide a safe transportation system.

Objectives

- The transportation system should minimize the number and severity of traffic incidents.
- The transportation system should minimize conflicts between the various modes (i.e. pedestrians, bicyclists, vehicles).
- *Explore street and neighborhood design options that improve neighborhood safety.*

Mobility

Goal

- Provide a transportation system that enhances mobility.

Objectives

- Provide more efficient travel.
- Enhance mobility of all travel modes including autos, trucks, transit, pedestrians and bicycles, *especially downtown.*
- *Examine ways to minimize truck traffic through the downtown.*
- *Examine ways to improve emergency response vehicle mobility along major roadway corridors.*

Financial Consideration

Goal

- Provide a financially sound transportation system.

Objectives

- Transportation improvements should be cost effective.
- The scale and character of transportation improvements should be consistent with financial resources.

Community Impact

Goal

- Maximize the positive economic impacts and minimize disruption of existing neighborhoods and households.

Objectives

- The transportation system should be consistent with land use plans and should provide appropriate access to and from major land uses.

- Improvements to the transportation system should minimize negative effects on commercial and industrial facilities, as well as recreational, cultural, religious, and educational activities.
- The transportation system should support the economic vitality of the greater Marshall region.

Environmental Protection

Goal

- Maintain and improve the quality of the environment.

Objective

- The transportation system should minimize disruption to the natural and built environments.

STUDY AREAS

There are five Study Areas contained in this chapter that designate future land uses and establish development principles for the following developing areas of the City:

- Study Area “A”: Located northwest of downtown, bordered by Channel Parkway, West Main Street and BNSF Railroad
- Study Area “C”: Airport area
- Study Area “D”: Southerly annexation/growth area
- Study Area “E”: New high school site/adjacent growth areas to the north and east
- Study Area “F”: Southeast growth corridor bordered by US Highway 59 and Trunk Highways 23, and 19/68

These Plans should be adhered to when establishing zoning districts, approving plats, planning water and sanitary sewer infrastructure improvements and making other planning and zoning decisions.

In addition, this chapter contains a Concept Plan “B”, which addresses interim parking solutions in the downtown area during the anticipated reconstruction of portions of Main Street (US Highway 59).

The Study Area locations are shown on Figure 16.

Study Areas C, D, E and F are primarily undeveloped or developing growth areas within and adjacent to the City. The City of Marshall desires to provide an effective and efficient transition from rural to urban uses within its growth areas. In response, Future Land Use Plans were created for the developing portions of the City and its growth areas in order to guide development in a logical and efficient manner and to protect growth, natural and transportation corridors.

Although it is not anticipated that these areas will entirely develop within the timeframe of this Plan, the City desires to establish land use plans so that when urbanization does occur, it is orderly, efficient and compatible with existing development.

Many factors will determine which areas will develop quickly and which will not. Such factors include:

- Property ownership and the development philosophy of property owners
- Access considerations
- Natural physical features such as topography, soils, and the presence of wetlands
- Proximity to existing infrastructure systems

Based on these factors, the Comprehensive Infrastructure Planning Study prepared for the City in 2003 anticipates the areas shown on Figure 17 will develop first.

PLANNED ROADWAY IMPROVEMENTS

There are a number of planned roadway improvements to the trunk highways within the study areas that will affect future land use and development patterns. These following improvements are planned:

Study Areas

City of Mashall, MN

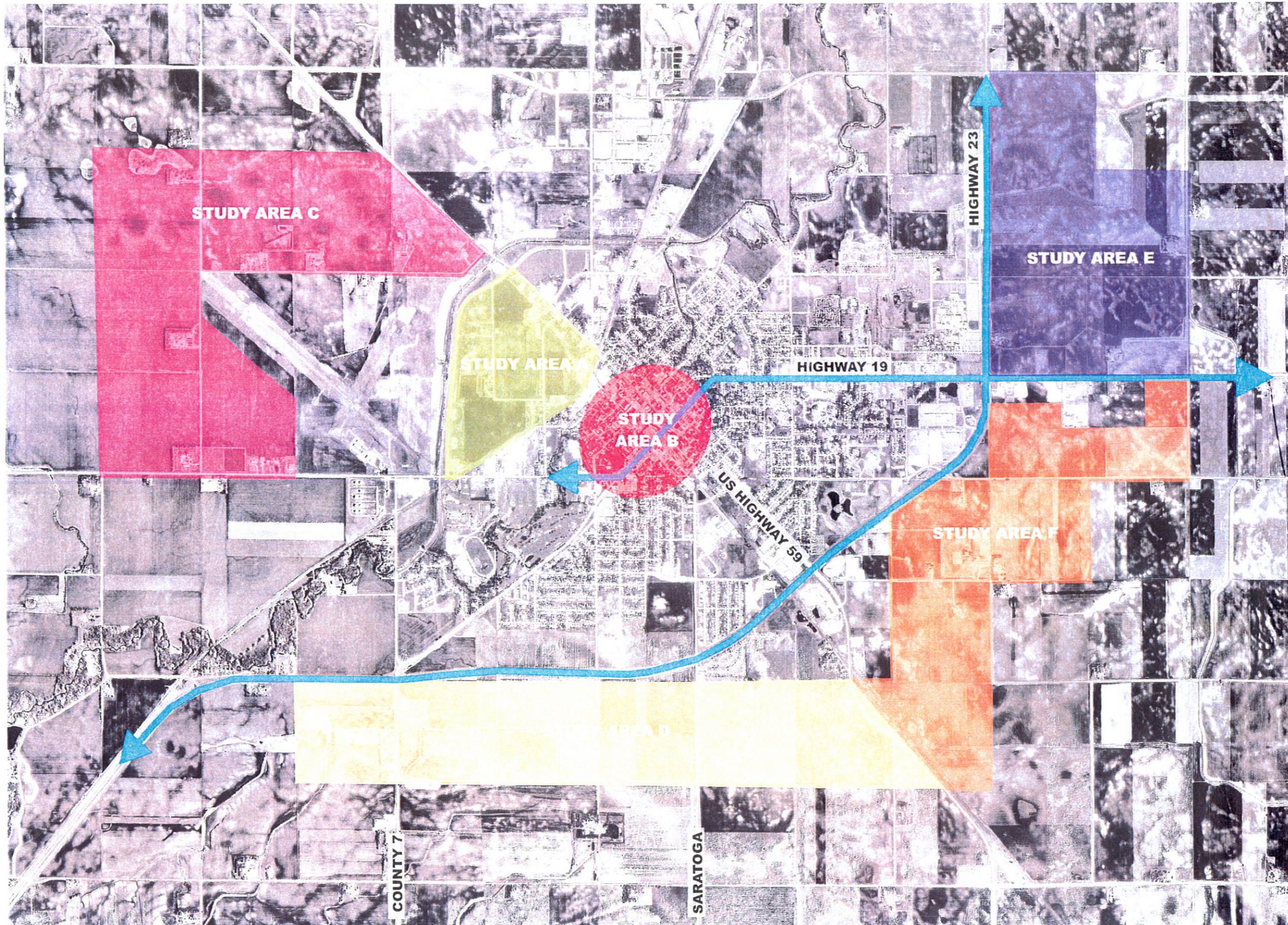


Figure 16



DAHLGREN
SHARDLOW
AND · U·BAN
INCORPORATED

August 30, 2004



Anticipated Growth Areas

City of Marshall, MN

-  Anticipated Growth Areas
-  City Boundary



Figure 17



September 1, 2004

Trunk Highway 23:

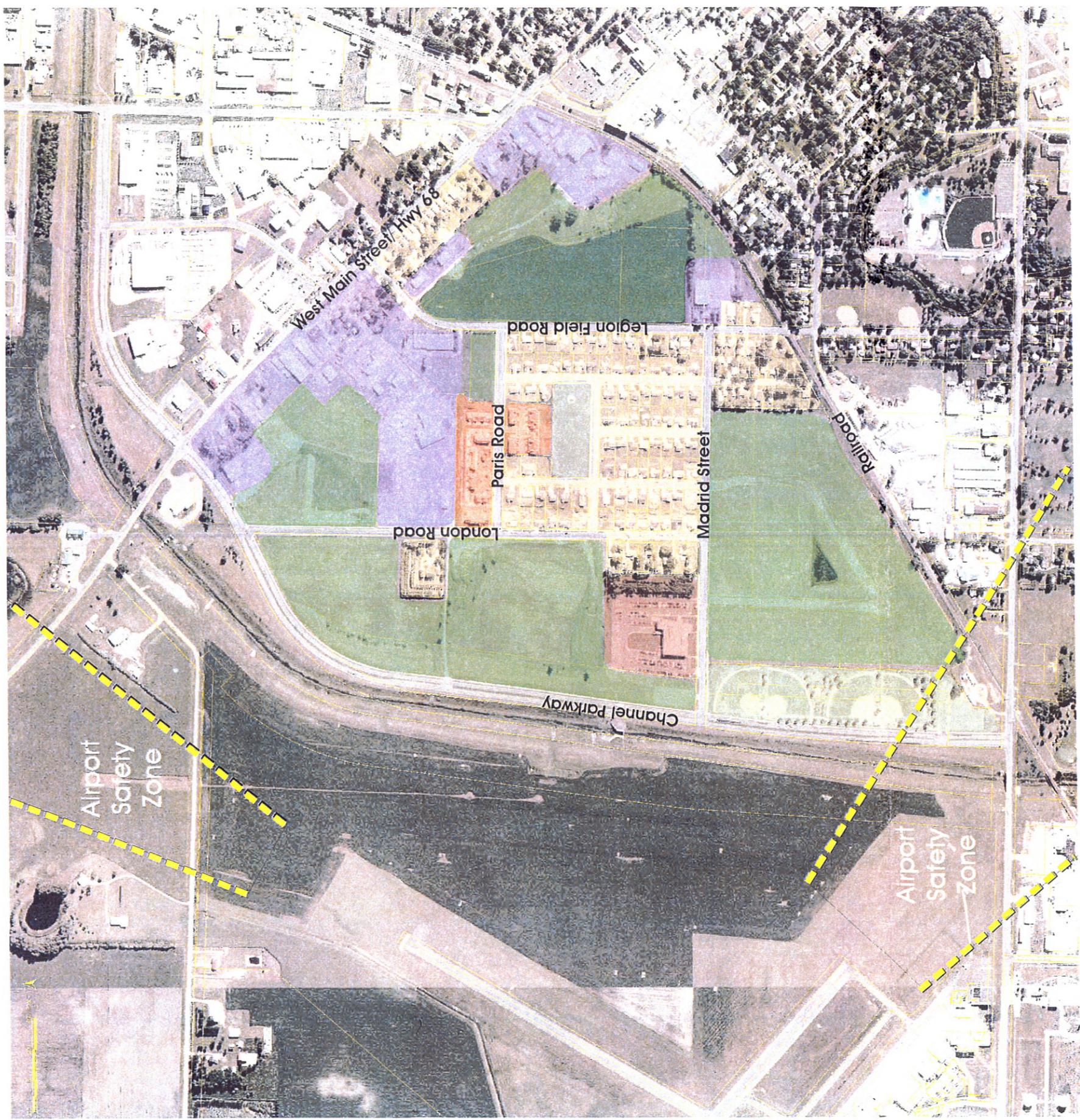
- A grade separated interchange at CSAH 7
- A grade separated interchange at 4th Street
- A grade separated overpass at Saratoga with or without no access
- Closing of the crossover at the Schwan's training center
- Closing of the crossover at the east entrance to Southwest State University
- Potential installation of a new 4-way stop located ½ mile north of TH 19 (@ the pumphouse location) to serve the new school and college areas
- Intersection improvements at CSAH 33
- Upgrading of the Highway from a 2 lane to a 4 lane from the new high school entrance to about ½ mile past CSAH 33

Main Street (US Highway 59):

- Reconstruction to a five lane from west of College Drive (TH 19) to where US 59 goes north

College Drive (Trunk Highway 19):

- Reconstruction from the Airport through town to Bruce Street to allow for left turn lanes
- Reconstruction from 2 lanes to 4 lanes east of TH 23 for ½ mile, from ½ mile east to about 1 mile east



Current Existing "Land Uses" Study Area A City of Marshall, MN

- Vacant/ Open Fields
- Softball Complex/ Park land
- Low Density Residential
- High Density Residential
- Industrial/ Commercial
- Technology Park
- Airport Safety Zone



Figure 18

STUDY AREA A

BACKGROUND

- Study Area A is located northwest of downtown, bordered by Channel Parkway, West Main Street and the BNSF railroad, as shown on Figure 16.
- There is a PUD approved for a technology park in this area.
- There is also some newer, affordable-range housing in the area.
- There is little demand for the technology park space (so far only one business, US Bank, has built in the technology park), but there is current demand for more housing in this area.
- The railroad tracks are adjacent to the area.
- There are existing, older industrial uses and residences along the southeast side of railroad tracks.
- Softball fields/land along Channel Parkway sits at a higher elevation. This elevation change could serve somewhat as a natural buffer to adjacent lands.
- There is a mix of incompatible land uses within the Study Area, as shown on Figure 18. The current zoning of land within the Study Area supports the future development of a mix of incompatible land uses, as shown on Figure 19.

PROCESS AND ISSUES

The planning process began in May of 2004, with the first public input meeting held on May 12. Participants identified issues relating to development of this area. These issues were used as a basis for analyzing potential development constraints and barriers for the area. The following issues were identified:

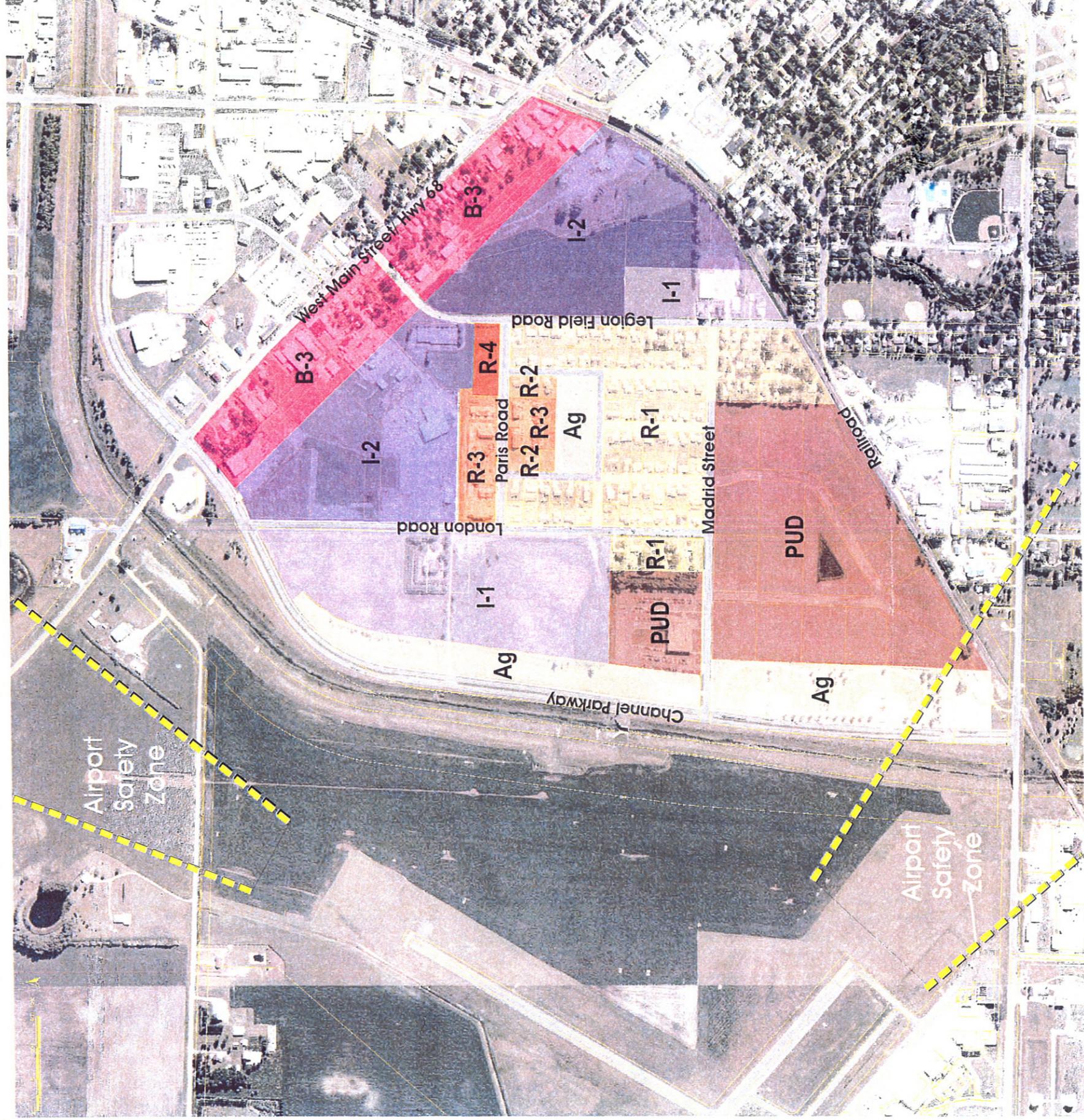
- Concern about putting housing in this area due to:
 - Proximity of airport and noise
 - Train noise
 - Dust and noise associated with cement business

The following are additional issues identified by City staff:

- Need to buffer railroad right-of-way from residences
- Concern about safety with crossing the railroad
- Access to the area
- Inconsistent uses of property within the area.

CONCEPT PLANS AND FUTURE LAND USE PLAN

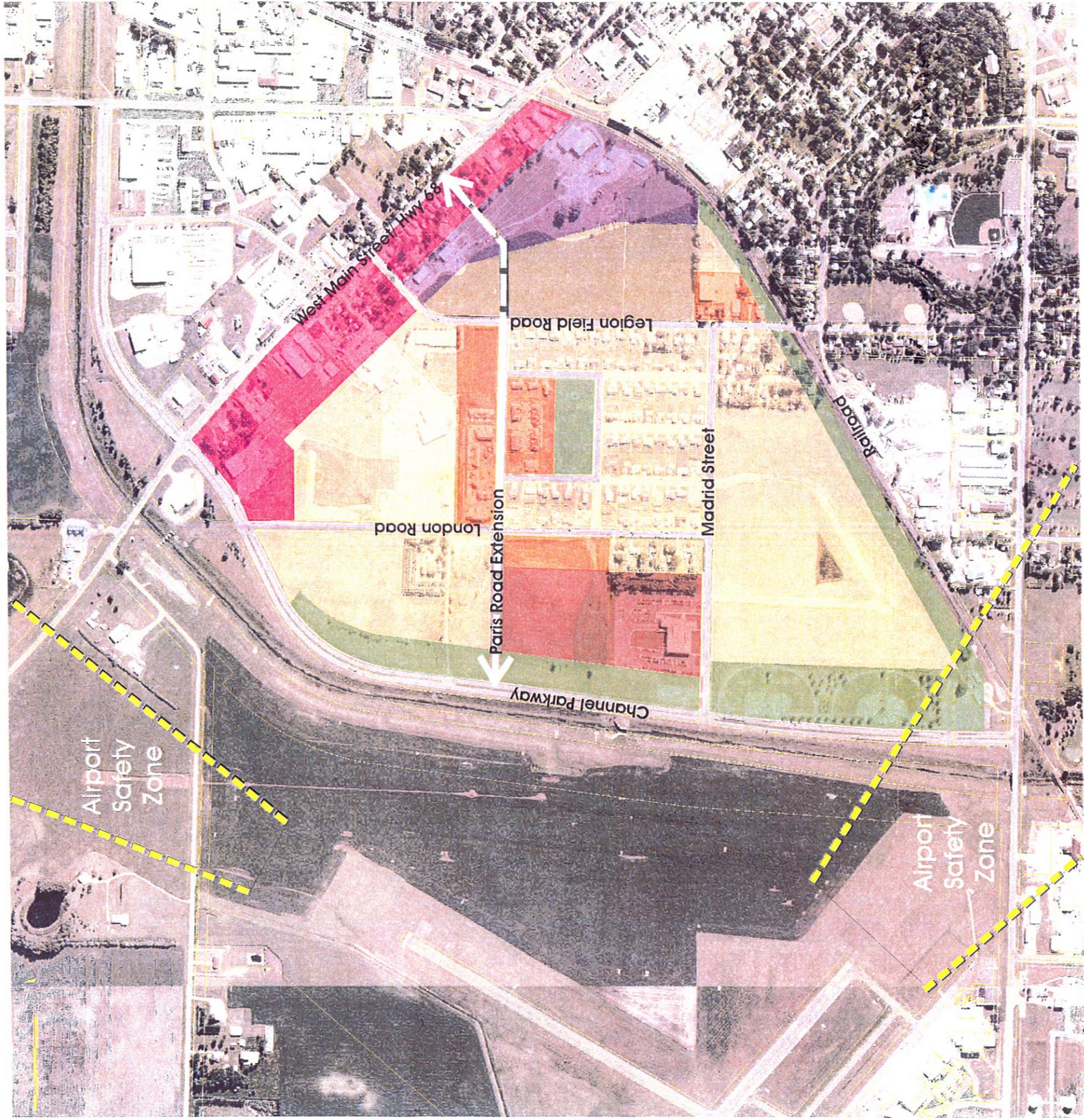
Two alternative concept plans were developed for Study Area A. These are shown on Figures 20-A and 21. Both Plans are based on and/or should direct implementation of the following development principles:



Existing Zoning Study Area A City of Marshall, MN

-  Agricultural
-  R-1 One Family Residence
-  R-2 One to Four Family Residence
-  R-3 Low to Medium Density - Multiple Family Residence
-  R-4 High Density - Multiple Family Residence
-  B-3 General Business
-  I-1 Limited Industrial
-  I-2 General Industrial
-  PUD (Technology Park)
-  Airport Safety Zone

Figure 19



Concept Plan 1

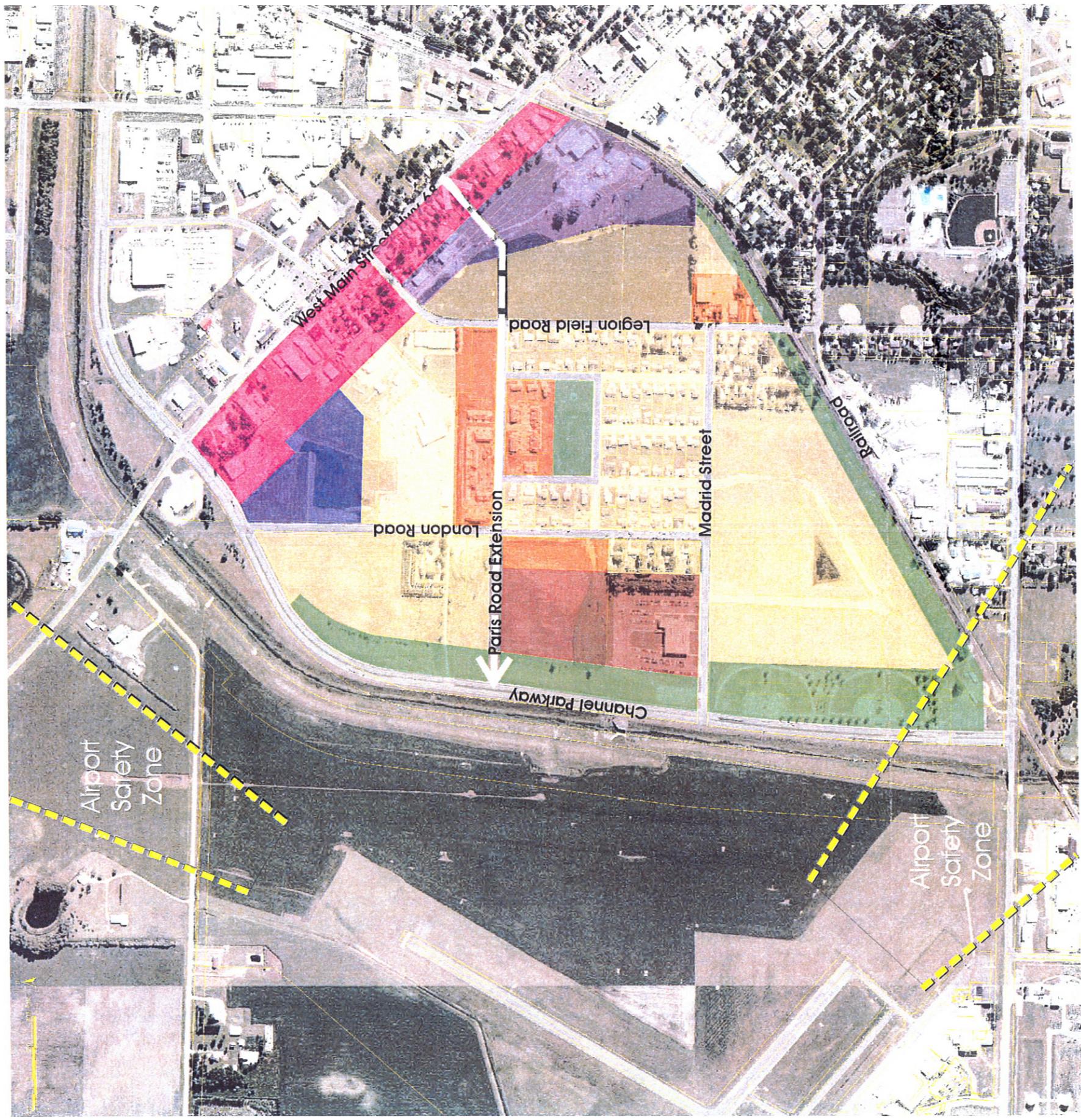
Study Area A

City of Marshall, MN

- Open Space
- Low Density Residential
- High Density Residential
- Commercial
- PUD Technology
- Industrial



Figure 20-A



- Open Space
- Low Density Residential
- High Density Residential
- Commercial
- PUD Technology
- Industrial

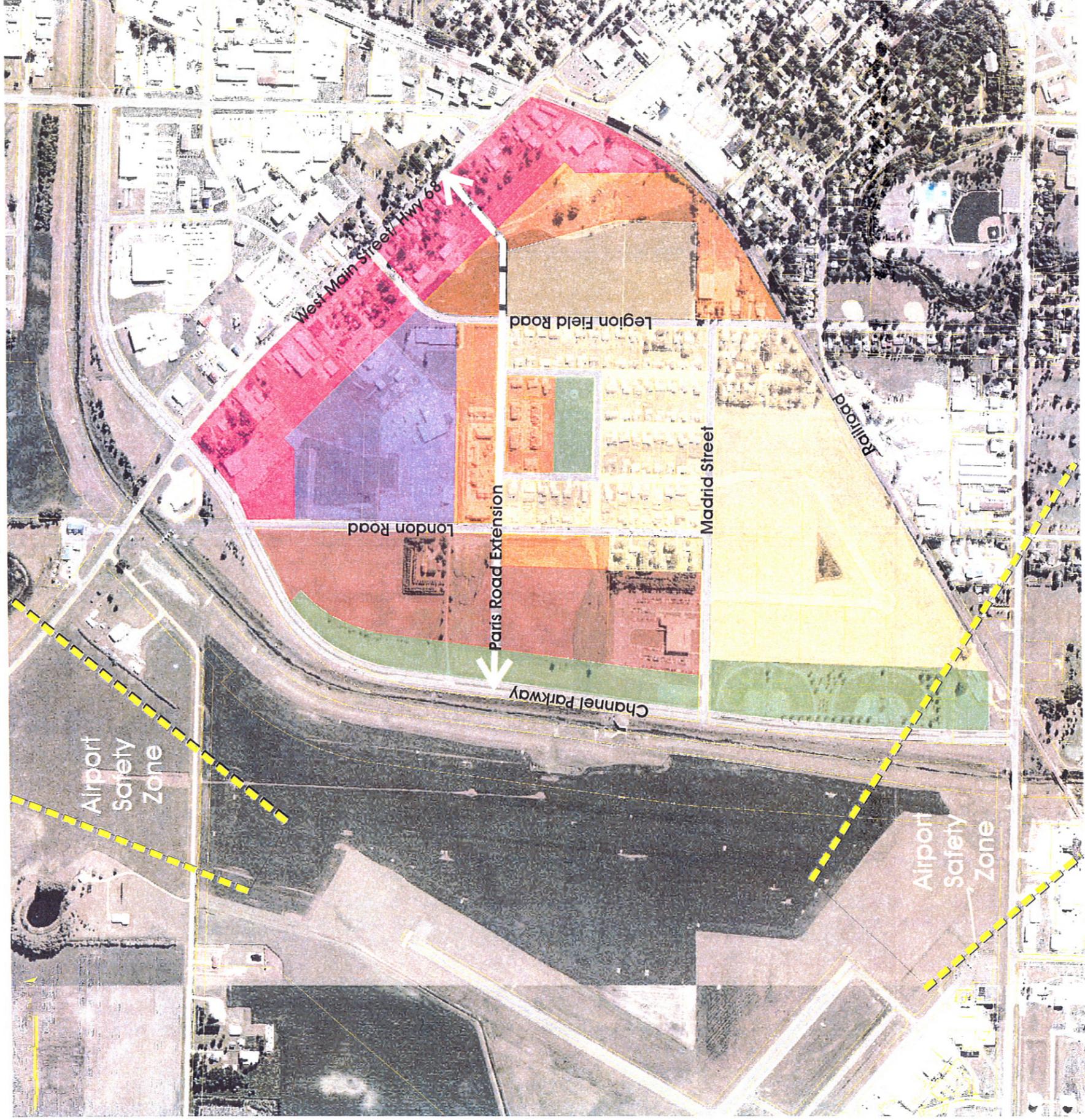


Future Land Use Plan Study Area A City of Marshall, MN

Figure 20-B

**DAHLGREN
SHARDLOW
AND · URBAN**

November 29, 2004
0:\3000\3806.12\Marshall Comp Plan\Study Area A\Area Plan A.Final.cdr



- Open Space
- Low Density Residential
- High Density Residential
- Commercial
- Industrial
- PUD Technology

Concept Plan 2

Study Area A

City of Marshall, MN

Figure 21

DAHLGREN
SHARDLOW
AND · URBAN

September 1, 2004

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- Principle #1:* Concentrate technology park uses along Channel Parkway to take advantage of good access and visibility. This will require modification to the boundaries of the technology park PUD.
- Principle #2:* Locate higher density residential uses near other major roadways and services, and between commercial/industrial uses and lower density residential uses.
- Principle #3:* Protect and/or buffer new and existing residential uses from the negative impacts associated with commercial/industrial uses and the railroad through the use of landscaping, berming, fencing, larger setbacks or other means.
- Principle #4:* Encourage a mixture of density and types of housing, including the integration of affordable housing.
- Principle #5:* Ensure the adequate provision of parkland within the Study Area, and connection to pedestrian and bicycle systems.
- Principle #6:* Encourage quality design of new and redeveloped industrial development in the area, particularly when adjacent to residential uses.
- Principle #7:* Zone the property in accordance with the adopted Future Land Use Plan.

Figure 20-A, Concept Plan 1, shows the area being primarily developed/redeveloped for residential use. It includes land for limited expansion of the technology park, as well as land for industrial use and expansion in the eastern portion of the Study Area. Figure 21, Concept Plan 2, designates more area for industrial and technology park use, as well as medium to high density residential use.

Concept 1 provides the maximum opportunity to supply affordable range, workforce housing within the City and reconcile the existing incompatible land use patterns within the Study Area. However, there are obstacles in implementing this alternative at this time. A preliminary industrial plat was approved in March of 2004 on property north of Paris Road, and east of London Road in an area designated for residential development in Concept 1. State statutes prevent the City from changing the land use designation or zoning for a property within one year of approval of a preliminary plat, and within two years of approval of a final plat. (MS 462.358 Subd. 3c) A final plat was approved in December 2003 for property southwest of the intersection of the railroad tracks and West Main Street. This is shown accordingly as industrial on the Concept Plan.

Because of the issues above, this Plan advances a modified version of Concept Plan 1 as the Future Land Use Plan to be adopted for this Study Area. This is shown as Figure 20-B, *Future Land Use Plan, Study Area A*. However, the City's preferred long-term plan for the area is Concept 1, Figure 20-A. Following are the steps the City should take toward implementing Concept Plan 1:

- Acquire necessary properties within the industrial areas
- Vacate the approved industrial plat within this area
- Amend the Comprehensive Plan, with Concept Plan 1, Figure 20-A as the adopted Future Land Use Plan for Study Area A.

Unlike most of the other areas that are designated for a new use by this Plan, the City may need to take a more proactive role redeveloping this area, rather than waiting for it to occur through regular market forces. In addition, because there are existing uses that are incompatible with future residential

development, it will be important to ensure adequate transitions between uses. This could be accomplished within the zoning ordinance through performance standards for new development. Performance standards could include buffering through berming, landscaping, fencing, increased setbacks, etc.

ZONING

The City should implement the following zoning policies:

- The Technology Park PUD boundaries should be modified to reflect the areas designated as Technology Park PUD on the Future Land Use Plan, Figure 20-B.

Appropriate zoning for the residential areas is:

- Low density residential: Zone as R-1, R-2 or any other similar district the City may develop in the future
- High density residential: Zone as R-3, R-4 or any other similar district the City may develop in the future
- The residential areas could also be developed through a PUD that incorporates the principles outlined above.

STUDY AREA B

BACKGROUND

- Study Area B addresses downtown parking. The downtown area is shown on Figure 16.
- During construction related to the upgrade of Main Street (US Highway 59) through the downtown area, 71 on-street parking stalls could be temporarily eliminated.

PROCESS AND ISSUES

The planning process began in May of 2004, with the first public input meeting held on May 12. Participants identified issues relating to downtown parking. These issues were used as a basis for analyzing potential temporary parking solutions within the downtown during highway reconstruction:

- There has been no increase in parking since the 1970's despite additional activity/business.
- Senior Center (behind Gambler) will need more parking if it expands.
- Funerals (at funeral home downtown) cause parking crunches.
- Well's Fargo employees consume a lot of parking.
- Lot behind City Hall is always full.
- Lot across from theater is usually full -- retail in the area has increased and theater has gone from 1 to 6 screens without a corresponding increase in parking.
- Possible infill retail development (Mike's café old site) w/insufficient off-street parking.
- Maybe look at parking to the NE of the theater.
- Corner Bar block (Block 11) is slated for redevelopment; want to ensure adequate parking.
- Atlantic Hotel reuse (bought by Schwan's) will need adequate parking.
- Stress on parking not just during the day, but at night also due to bars and movie theater.
- 2 vacant buildings (Old Marshall Hotel and Marshall TV and Appliance); want to ensure adequate parking of any re-use (one is slated for a restaurant).
- Need to look at long term parking solutions also, not just temporary during roadway reconstruction.

The following are additional issues identified by City staff:

- Pedestrian access to the Senior Center

TEMPORARY DOWNTOWN PARKING

In order to ensure the continued level of parking in the downtown area during construction, the following temporary solutions are recommended:

OPTION A: Block 11

On Block 11 (bounded by College Drive, Lyon Street, North First Street, and Main Street), additional parking could be implemented. The City owns portions of this land, and intends to acquire others as properties become available. This lot would primarily accommodate employee parking and overflow customer needs of businesses on the east end of Main Street.

Preliminary concept layout indicates that approximately 91 parking spaces could be implemented on the portions of this block owned by the City. Costs for construction, striping, and signing of this lot would be approximately \$204,850 (as tabulated below), exclusive of any demolition, foundation filling, utility relocation, lighting, or other utility services. This cost, however, assumes there is no aggregate currently on site, and substantial savings could be realized if existing aggregate can be spread as parking lot base. In addition, the estimate below assumes work accomplished by a private contractor in a public bid process, while the city may save cost by performing all or some of the work with City labor crews.

DESCRIPTION	UNIT	ESTIMATED UNIT COST	TOTAL EST. QUANTITY	TOTAL EST. COST
Mobilization (approx. 3% of construction cost)	lump sum	\$0.00	1	\$2,136.00
Aggregate base (9" thick)	sq yd	\$10.50	13,560	\$142,380.00
Bituminous Paving (3" asphalt)	sq yd	\$6.00	6,780	\$40,680.00
Parking lot striping	stall	\$8.00	180	\$1,400.00
Parking lot striping allowance (accessible symbols, no parking striping, etc.)	lump sum	\$500.00	1	\$500.00
Signage allowance	lump sum	\$2,000.00	1	\$2,000.00
Curb modification allowance (3 driveways)	lump sum	\$2,000.00	3	\$6,000.00
Contingency (5%)				\$9,754.80
TOTAL ESTIMATED COST				\$204,850.80

Wayfinding for Option A would entail installing signage on College Drive between Main Street and Lyon Street (for northbound traffic) and between Lyon Street and Redwood Street (for southbound traffic), both indicating an eastbound turn onto Lyon Street (see Figure 22). Additional signage at the parking lot entrance on Lyon Street would also be required. Entrance to the parking lot from Lyon allows for a right-in condition.

Advantages:

- City is already purchasing land for future use.
- Block 11 is easily accessible from main access points into downtown on East Main and College Drive. Wayfinding would be easy to accomplish
- Because this site may be used by the City in the future for another purpose, devoting it to temporary parking now will not, in the long term, disrupt the fabric of downtown.



“Temporary” Downtown Parking Concept Plan

Study Area B

City of Marshall, MN

- Option A: New Lot on Block 11
 - Option B: Existing Middle School Lot
 - Option C: Angled Parking on Cross Streets
 - Option D: New Lot on ½ block of Block 15
-
- Access Routes to Downtown Parking
Color coded by Option
- Wayfinding Point
Color coded by Option
- Downtown Boundary



Figure 22



- A significant amount of parking can be implemented here for relatively low cost, assuming the land is cleared.

Disadvantages:

- The parking lot itself would need to be constructed and striped, costs that will be incurred by the City.

OPTION B: Middle School

The existing Middle School parking lot (west of Fourth Street and north of Lyon Street) could be utilized as temporary parking, primarily for employees of businesses on the north side of Main Street, and funeral and church attendees. Currently there are 28 parking stalls (including two accessible stalls) adjacent the Middle School. An additional 73 spaces could be provided on the site if the area currently used for ballfields was converted to parking. It is expected that the Middle School will relocate in the very short term – before road construction begins – no user conflict is expected. The use of this property for temporary parking would be contingent upon agreement with the school district.

Wayfinding for Option B would require signs on College Drive between Lyon Street and Redwood Street (for northbound traffic) and between Redwood Street and Marshall Street (for southbound traffic), both indicating a westbound turn onto Redwood Street (see Figure 22). Additional signage would be required at 4th Street and Redwood Street to indicate a left turn, and at the parking lot entrance on 4th Street.

Advantages:

- Parking lot is existing, requiring no funding for land acquisition nor construction

Disadvantages:

- This lot could only feasibly be used as employee parking, as it is somewhat removed from the main access roads to downtown and the Main Street commercial district itself.
- Though this Option may contribute to downtown parking needs, it does not by itself replace the spaces lost to road reconstruction

OPTION C: Angled Parking on Cross Streets

Existing parallel parking on cross streets could be converted to angled parking, wherever possible, to serve downtown business patrons. Several downtown streets are beholden to stricter road and parking layout requirements mandated by the state, and could not accommodate angled parking within the current roadway. Other streets could be restriped, providing 45 degree parking and narrowing the drive lanes. Initial concept layout determined that, in general, conversion of parallel parking to angled parking would result in a 20% increase in stalls along a given block. Additional detailed design would have to be performed to determine actual numbers and location of stalls. In addition, a minimum street width of 60 feet (from curb to curb) would be required to accommodate 45 degree angled parking. The following chart tabulates all streets within the downtown zone and lists their current and possible parking counts.

Street	Segment	Ex. Parallel Stalls	Notes
South 1st	Marvin Schwan Memorial Drive to Main	3	some angled parking exists
West Lyon	1st to 4th	10	most of street is angled parking
North 5th	Main to Lyon	21	
North 1st	Main to Redwood	43	
South 5th	Satatoga to Main	51	some angled parking exists
North 3rd	Main to Marshall	52	
Marvin Schwan Memorial Drive	South A to College	76	
West Redwood	1st to 4th	77	
South 6th			MSA Street, ROW requirements preclude angled parking
South 4th			MSA Street, ROW requirements preclude angled parking
Hamden			narrow ROW, angled not possible
West College			MSA Street, ROW requirements preclude angled parking
North 4th			MSA Street, ROW requirements preclude angled parking
Marshall			MSA Street, ROW requirements preclude angled parking
Saratoga			MSA Street, ROW requirements preclude angled parking
Total		333	

Wayfinding for Option C would not necessarily be required, as downtown parking already exists and is utilized by residents and visitors.

Advantages:

- Increasing parking would primarily entail restriping – a relatively low cost option.
- Parking would continue to be located very close to downtown businesses.
- Temporary changes could be used as a study to determine the feasibility of converting to angled parking downtown permanently – a viable option for increasing the number of downtown parking spaces

Disadvantages:

- Due to the density of downtown and amount of curb cuts on side streets, gains may not be as significant as 20%, and are not great enough to offset parking losses on Main Street.
- Though the only cost associated with Option C is striping, that striping would occur on many downtown streets, and would require detailed layout and unique striping patterns for each block, driving up the actual cost.

OPTION D: Block 15

One-half of the block bounded by North Third Street, North Fourth Street, Lyon Street, and Redwood Street has a few remaining multi-family homes that are currently up for sale. This half block could be purchased for a permanent surface lot to serve downtown businesses. The purchase of these properties and construction of the lot would be by private party, perhaps a coalition of downtown businesses, or through the establishment of a downtown parking district or other downtown coalition.

Conceptual design of this block determined that approximately 120 spaces could be implemented. Wayfinding for Option D would require signs on College Drive between Lyon Street and Redwood Street (for northbound traffic) and between Redwood Street and Marshall Street (for southbound traffic), both indicating a westbound turn onto Redwood Street (see Figure 22). Additional signage would be required at the parking lot entrance on Redwood Street. Option D would likely create a left-in access situation.

Advantages:

- Additional dedicated customer parking within 2 blocks of downtown.
- If this option were implemented, it would likely be permanent, thereby increasing downtown parking in the near- and long-term.

Disadvantages:

- This option relies of private investment for implementation, which may or may not be forthcoming.
- This lot would not be immediately adjacent to any downtown approach streets, requiring effective wayfinding measures.

STUDY AREA C

BACKGROUND

- Study Area C includes lands around the Marshall Municipal Airport. The original Study Area boundaries are shown on Figure 16. However, the Future Land Use Plan for this area includes lands beyond the original Study Area in order to fully encompass the airport safety zones for protection from potential incompatible land uses, and to provide for additional future industrial areas.
- The major land use in the Study Area is the airport. The remainder is largely undeveloped, agricultural land.
- There are plans to expand the runways (800 feet on the crosswind, 2,200 feet on the main).
- Expansion plans for the main runway are currently in the EAW process.
- There is an ordinance in place for zoning around the airport.
- The Study Area is located outside the City, within Fairview, Grandview, Lynd and Lake Marshall Townships.
- Lyon County's Comprehensive Plan designates the entire Study Area as Agricultural Preservation Area. The primary land use within the Agricultural Preservation areas is intended to be agricultural. Residential development may occur at an overall density of 1 unit per 80 acres. Industrial and limited commercial uses are also permitted within the Agricultural Preservation areas.

PROCESS AND ISSUES

The planning process began in May of 2004, with the first public input meeting held on May 12. Participants identified issues relating to development of this area. These issues were used as a basis for analyzing potential development constraints and barriers for the area. The following issues were identified:

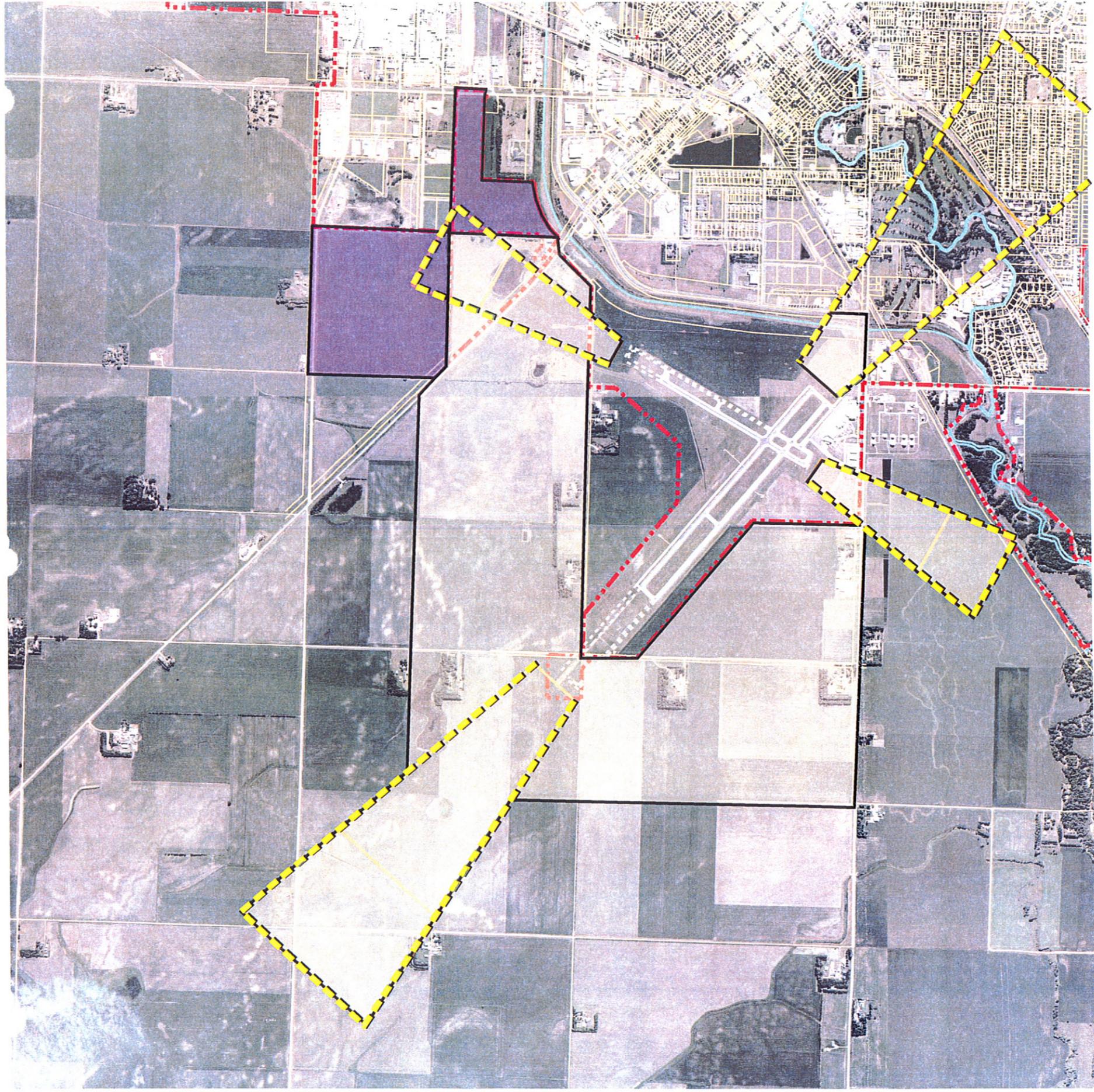
- Consider airport expansion plans when preparing Future Land Use Plan.
- Need to coordinate planning with Townships and the County to ensure compatible land use.

FUTURE LAND USE PLAN

Figure 23 shows the Future Land Use Plan for Study Area C. The Plan is based on and/or should direct implementation of the following development principles:

- Principle #1:* Minimize land use conflicts between the airport and surrounding uses by promoting and supporting primarily agricultural uses around the airport, as well as appropriate industrial, commercial or recreational uses.
- Principle #2:* Work with the County and surrounding Townships to ensure compatible land use and zoning around the airport in areas outside the City, consistent with the Future Land Use Plan for this area, including protecting safety zones for the planned runway expansions, consistent with the Airport Layout Plan.

The City will also need to update its Agricultural zoning district to permit airports as an allowable use.



□ Agricultural

■ Industrial

▬ Airport Safety Zones

Southwest MN Regional Airport - Marshall/ Ryan Field Future Land Use Plan Study Area C

City of Marshall, MN



Figure 23

DAHIGREN
SHARDLOW
AND URBAN

September 29, 2004

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STUDY AREAS D, E AND F

BACKGROUND

- Study Areas D, E and F include lands south and east of the City as shown on Figure 16.
- The Study Area includes lands outside the City within Lake Marshall and Fairview Townships.
- A few residential developments are occurring within the Study Area, primarily in the southern portions. The remainder is largely undeveloped, agricultural land.
- A new high school is being constructed within Study Area E.
- Lyon County's Comprehensive Plan designates most of the Study Areas as Planned Growth Area. (See description of these areas under "Growth Management" on Page 125 of this document.)
- The Minnesota Department of Transportation (MnDOT) has plans for improvements and access changes along Highways 23, 59 and 19 within and adjacent to the Study Areas.

PROCESS AND ISSUES

The planning process began in May of 2004, with the first public input meeting held on May 12. Participants identified issues relating to development of this area. These issues were used as a basis for analyzing potential development constraints and barriers for the area. The following issues were identified:

- Concern about the impact of more development along Trunk Highway 23: traffic flow, access management.
- Need to look even further south than the study area boundaries to protect areas for future urbanization.
- There are plans for high transmission power lines to go through Study Area in the future.
- Ensure surface water/stormwater is addressed when preparing Future Land Use Plans.
- Ensure Future Land Use Plans consider MnDOT access management plans and planned roadway improvements.

FUTURE LAND USE PLAN

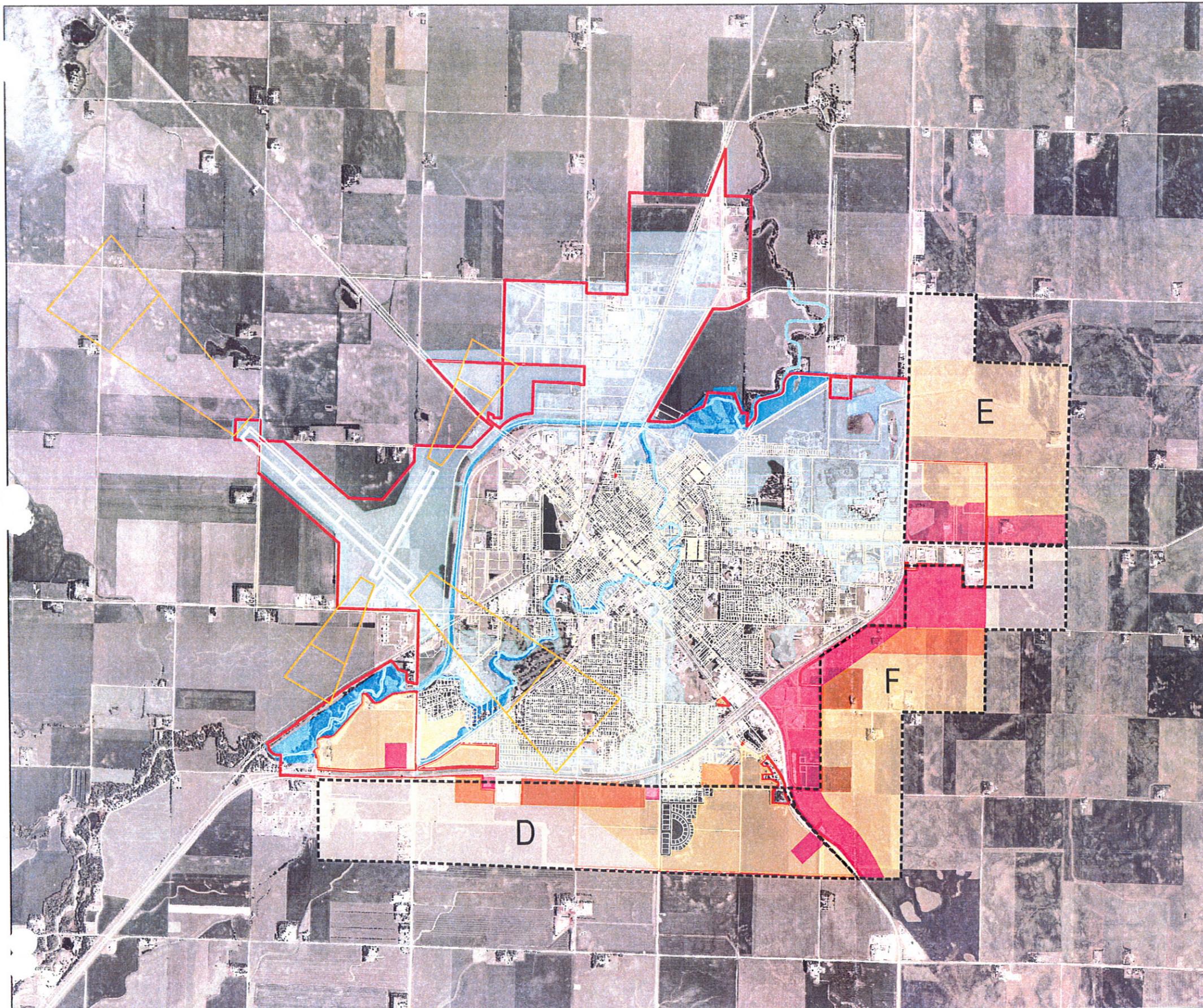
Figure 24 shows the Future Land Use Plan for Study Areas D, E and F. The Plan is based on and/or should direct implementation of the following development principles:

Principle #1: Work with the County and surrounding Townships to ensure compatible land use and zoning consistent with the Future Land Use Plan for this area.

Principle #2: Concentrate commercial uses near the along major roadway corridors to take advantage of good access and visibility.

Principle #3: Encourage a mixture of housing types, including the integration of affordable housing.

Future Land Use Plan Study Areas D, E, F City of Marshall, MN



-  Agricultural
-  Low Density Residential
-  High Density Residential
-  Commercial
-  City Boundary
-  Parcels
-  Airport Safety Zones
-  Study Area Boundaries
-  Floodway
-  100 year Floodplain
-  500 year Floodplain



Figure 24



October 14, 2004

- Principle #4:* Ensure the adequate provision of parkland within the Study Areas, and connection to pedestrian and bicycle systems. In particular, ensure the provision of at least 30 acres of parkland within Study Area D, and provide a trail connection from Wayside Park to the new high school.
- Principle #5:* Ensure the adequate management of stormwater and provision of stormwater facilities within new development, consistent with the City's Comprehensive Infrastructure Planning Study.
- Principle #6:* Encourage quality design of new commercial development in the area, particularly when adjacent to residential uses.
- Principle #7:* Zone the property in accordance with the Future Land Use Plan.
- Principle #8:* Protect future interchange areas.

ZONING

Appropriate zoning for the residential areas is:

- Low density residential: Zone as R-1, R-2 or any other similar district the City may develop in the future
- High density residential: Zone as R-3, R-4 or any other similar district the City may develop in the future
- The residential areas could also be developed through a PUD that incorporates the principles outlined above.

Appropriate zoning for the commercial areas is:

- Zone as B-3, B-2, B-4 or any other similar district the City may develop in the future
- In addition, this Plan acknowledges the need to provide neighborhood commercial services throughout the City and its planned growth areas. Thus, it may be appropriate to zone some of the areas designated for commercial as B-1. Neighborhood commercial centers should remain small scale, providing service primarily to the surrounding neighborhood. Larger, auto-oriented retail, office and service businesses are not appropriate neighborhood commercial uses. Also, the architecture and site design of neighborhood commercial areas must be compatible with the surrounding neighborhood. Such issues as building size, location on the lot, building materials, screening and other design issues are important.

GROWTH MANAGEMENT

HIGHLIGHTS OF LYON COUNTY COMPREHENSIVE PLAN

The development of future growth areas outside the City will need to be carefully coordinated with Lyon County and surrounding Townships. The County adopted a comprehensive plan in July of 2002 that outlines strategies for the orderly development of areas outside Marshall and other growing cities within the County. The primary growth management strategy is the identification of lands around the City as "Planned Growth Areas", shown on Figure 25, that are expected to urbanize in the near future and the establishment of strategies to ensure their orderly, efficient development.

Following are highlights of the policies, standards and recommendations for the development of growth areas outside the City:

- The Comprehensive Plan identifies areas around Marshall as Planned Growth Areas. These areas are described in the County Plan as follows:

Planned Growth Areas are those areas that lie outside of existing urbanized areas and are in the direct path of urban growth. It is expected that these areas will be largely developed within the next 20 years and must be protected against development patterns that may hinder their ultimate transition to urban use. Future development in these districts should be at urban densities and occur in as orderly and contiguous a manner as possible.

Land uses within the Planned Growth Areas are generally identified in the respective city comprehensive plans. Development and land uses within these areas should be carefully coordinated with respective adjoining cities to ensure it follows planned growth patterns and is provided with the appropriate urban services.

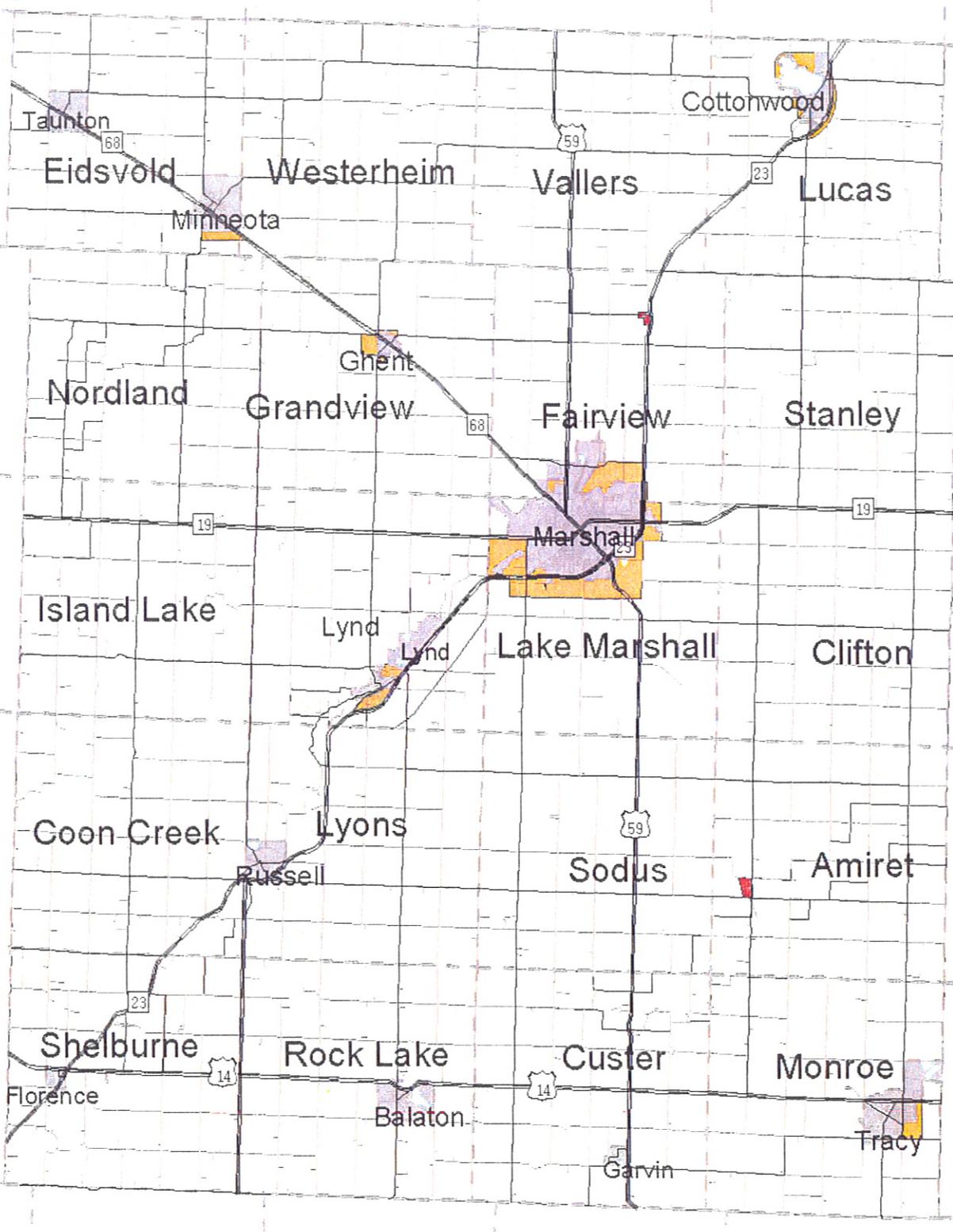
New residential development in advance of annexation in these areas should be at densities of one unit per twenty acres or lower to protect these areas for future urbanization. New commercial and industrial development should be consistent with the land use plan of the adjacent city and provided with adequate infrastructure. Appropriate commercial and industrial development in advance of annexation would include those businesses not requiring urban services.

Some of the land within the Planned Growth Areas is already within an established orderly annexation area. Where this is not the case, cities and townships should work cooperatively to manage and service, as appropriate, the development of these areas. Orderly annexation agreements should be considered and are encouraged.

- The Lyon County Comprehensive Plan would allow for larger-scale residential developments within the Planned Growth Areas prior to City annexation through a Planned Unit Development process. This is described in the County Plan as follows:

Planned Unit Developments (PUD's) are a method of development designed to:

- *Encourage design that is sensitive to the environment.*
- *Depart from the strict application of required setbacks, yard areas, lot sizes, minimum house sizes, minimum requirements, and other performance standards*



Lyon County Future Land Use Plan

- Highway
- County State Aid Highway
- County Road
- Township
- Water
- Municipality
- Rural Service Center
- Planned Growth Area
- Rural Residential
- Conservation Area
- Agricultural Preservation Area

Figure 25

DAHLGREN
SHARDLOW
AND UBAN

August 30, 2004

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associated with traditional zoning in order to maximize the development potential of land while remaining sensitive to its unique and valuable natural characteristics.

- *Allow a variety of land uses, housing types and densities within a single development.*
- *Cluster project density, basing density on number of units per acre instead of specific lot dimensions.*
- *Promote efficiency through the consolidation of areas for open space and, by clustering the development, reductions in street lengths and other utility related expenses.*

Planned Unit Developments will act as a “floating” zoning district within the Rural Residential and Planned Growth Areas. PUD’s are intended to allow development at densities higher than would otherwise be allowed in these areas while preserving open space and rural character. By rezoning to a PUD, densities of up to sixteen units per forty acres may be achieved if development is clustered and community sewer systems are utilized. In addition, PUD’s may allow a mixture of land uses appropriate to the underlying district and compatible with surrounding land uses; and consistent with future city plans if located within a Planned Growth Area. The PUD can provide a greater level of coordination with city plans for higher intensity development within the Planned Growth Areas than could be achieved under conventional county zoning districts. PUD’s may be also considered in Rural Service Centers if it is demonstrated that doing so will best preserve natural resources, agricultural land or rural character.

- The County further recognizes the importance of coordinating land use planning with cities in its zoning ordinance. The ordinance requires development within Urban Expansion Zones (this district applies to lands designated as Planned Growth Areas in the County’s Comprehensive Plan) to be consistent with the plans and the adjacent city. It requires the adjacent city be notified of any development proposals within the Planned Growth Areas. It also requires the applicant for any development first approach the adjacent city to determine if annexation is feasible.

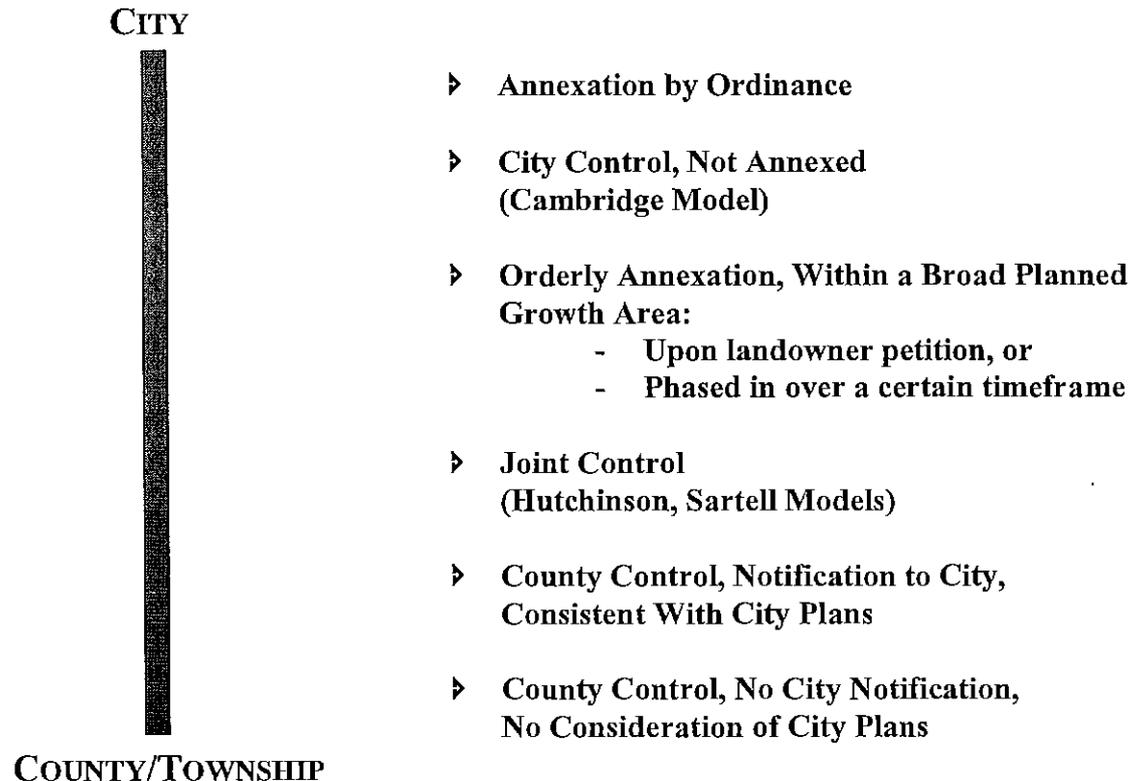
COORDINATION WITH TOWNSHIPS AND THE COUNTY

The City of Marshall should undertake the following steps to ensure the orderly, efficient development of areas outside the current municipal limits:

- Work with Lyon County to modify the boundaries of the City’s Planned Growth Area, as identified in the Lyon County Comprehensive Plan, to include any land within the Future Land Use Plans that lie outside the City.
- Work with Lyon County and surrounding Townships to include all of the land in the Future Land Use Plans that lie outside the City in an orderly annexation agreement.
- Reference the Future Land Use Plans in any orderly annexation agreement, stating that any use of land should be consistent with the Concept Plans.
- Explore options for coordinated planning of land outside the City within the Future Land Use Plans with the County and surrounding Townships.

ANNEXATION AND PLANNING OPTIONS

There is a range of options for the management of lands outside the City. The growth management alternatives outlined below show a range of options – from very aggressive approaches to very passive approaches.



Currently Marshall has an orderly annexation agreement for some lands outside the City limits. The orderly annexation area encompasses a portion of the lands included within the Future Land Use Plans, as well as some additional areas. The City should work with the County and affected townships to modify the boundaries of the orderly annexation boundary and determine the most appropriate approach to managing those areas.

There are a variety of ways in which the City and surrounding Townships and County can plan proactively for the orderly development and eventual annexation of identified growth areas through orderly annexation agreements. Below, a number of other communities' approaches are outlined.

Rochester/Olmstead County

Annexation can be done in an identified annexation area when one or more of the following occur:

- When majority of property owners in a subdivision with any lot adjacent to the City petition.
- When majority of property owners of a contiguous parcel petition.
- The City decides to add an arterial or collector to its MSA street system. Only the ROW is included.
- The City decides to add sewer or water facilities. Only the land for the improvement is included.

- The City owns the land.
- When the land is completely surrounded by the City for a period of two years.

Morris, MN and four surrounding Townships

This agreement allows very orderly, predictable, and rational growth into areas surrounding the City. Three zones are established outside the City limits. They are the:

- Orderly Annexation Area (OAA) – within ½ mile of the City.
- Township Agricultural Holding Area (TAHA) – within ½ mile of Orderly Annexation Area.
- Township Agricultural Land Area (TALA) – within ½ mile of Township Agricultural Holding Area

City can only annex within the OAA when 75% of its potential development area is developed. This is determined by the City. Then the TAHA is declared an OAA by joint resolution. Subsequently, the TALA will become a TAHA when the OAA is 75% developed.

Land uses are controlled in the three zones so that utilities can be installed efficiently. For example, in the TAHA, no development of more than 1 acre/house per 40 to 80 acres of land is allowed.

Alexandria, Minnesota

- A fairly large Orderly Annexation Area (OAA) has been established. Annexation will occur gradually in this area over a 12-year period.
- The different phase are shown on a map or described by Sections.
- Phase 1 will be done immediately.
- Phase II will be done in 2006, Phase III in 2009, Phase IV in 2012. The timing could be waived by joint resolution.
- The phases are two to six sections in size – this equals 1,280 to more than 3,600 acres per phase.
- Other areas will not be annexed during the term of the agreement.
- A joint planning board was established to control land use within the OAA.
- The Alexandria zoning code is applied to the OAA.

Similarly, there are numerous methods through which a joint planning and zoning authority can be established. The following is a brief summary of three examples of how a joint planning organization could be established.

The “Hutchinson” Model:

- In Hutchinson, Minnesota, the City, Townships and County agreed to a prescribed growth area for the City and the boundaries were approved by all entities.
- The purpose of the District is to provide for the protection of lands from premature uncoordinated development that would inhibit orderly growth of the City of Hutchinson.
- The City and surrounding Townships have entered into a joint powers agreement that creates a Joint Planning District.
- All development within the Joint Planning district is reviewed by the Joint Planning District Board and by the County Board.

- The Joint Planning District Board consists of three members from the City, four members from the Townships; and staffing is provided by both the City and the County.

The “Sartell/LeSauk Township” Model:

- The City of Sartell and LeSauk Township entered into a Joint Powers agreement and orderly annexation agreement that in effect takes the entire Township into the City over the life of the agreements.
- The City and Township have equal representation on a Joint Planning Board. Final approval for all development projects goes either to the Town Board or the City Council depending on whether the property is within the City or the Township.

“Cambridge/Isanti County” Model

- Isanti County identified growth areas for all cities within the County.
- The growth areas were further prioritized into Urban Services Area I (USA I) and Urban Services Area II and (USA II).
- The cities were given the option to take over the planning and zoning responsibilities within the USA I Area with the guidance of a local comprehensive plan.
- No joint planning board was established.

ZONING AND INTERIM DEVELOPMENT

The Future Land Use Plans identify future land uses within the City of Marshall and its growth areas. The City realizes that not all land within the Study Areas will develop immediately or at the same time, but development in these areas should occur in an orderly, sequential and contiguous fashion to the extent possible, and should be protected against development patterns that may hinder their ultimate transition to urban use.

The future use of land within the Study Areas is shown on each Future Land Use Plan. Most of the land within the Study Areas is undeveloped or vacant agriculturally zoned land. Within these areas, the future land use designations within city boundaries could take effect and be zoned accordingly by the City immediately, where development is imminent, or upon requests for rezoning by property owners/developers. Until such time as urban development occurs, the city should designate the planned growth areas as agricultural or a similar zoning district with maximum residential densities of 1 lot per 20 acres or lower.

The City should be prepared to extend water and sanitary sewer infrastructure to developing areas in a timely fashion as development occurs. All development within these areas should be at sewer (city sewer), urban densities. Development with on-site septic systems should not be permitted within the Study Areas, unless it is not practical to extend city sewer within a reasonable timeframe. Where identified for future residential uses, higher density residential development could be achieved through planned unit development (PUD) with mandatory clustering and properly designed and maintained community septic systems, which must later be hooked up to city sewer and water when available.

The city and affected townships should work cooperatively to designate the identified growth areas that lie outside the city as agricultural or a similar zoning district with maximum residential densities of 1 lot per 20 acres or lower until such time as development is imminent and City services can be provided.

There are some areas of existing development within the study areas. Most of these areas are planned to remain as their existing use. However, some areas are planned for a new use. (In particular, within Study Area A.) The Future Land Use designations are intended to guide future change and redevelopment of those parcels, and are not intended to mean that the existing use must cease immediately. For example, an existing residence in a predominantly commercial area may be shown on the Future Land Use Plan map as a commercial use. This does not mean that the people who live in homes in such an area would have to immediately move or that owners of these properties could not sell to another person who wants to maintain the property for a residential home. Only when a change in use is proposed does this land use guidance take effect. If an existing use in these areas is eliminated or substantially altered, the site should be redeveloped with the future planned use, as indicated on the Future Land Use Plan map.