



Marshall 2040 Comprehensive Plan

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**CITY OF MARSHALL
COMPREHENSIVE PLAN**

Table of Contents

CHAPTER 1 – INTRODUCTION

What is a Comprehensive Plan	1-1
What is included in the Comprehensive Plan	1-3
How was the Plan Created?	1-4
How to use the Plan?	1-7

CHAPTER 2 – ISSUES AND OPPORTUNITIES

Community Profile	2-1
Key Themes	2-5
Plan Goals and Focus Areas	2-6

CHAPTER 3 – LAND USE

Introduction	3-1
Key Existing Conditions	3-3
Future Land Use Plan	3-10

CHAPTER 4 – UTILITIES AND SERVICES

Introduction	4-1
Key Existing Conditions	4-2
Utilities and Services Considerations	4-10

CHAPTER 5 – ECONOMIC DEVELOPMENT

Introduction	5-1
Key Existing Conditions	5-2
Economic Development Tools and Resources	5-11

CHAPTER 6 – COMMUNITY FACILITIES

Introduction	6-1
Key Existing Conditions	6-2
Environmental and Cultural Factors Resources	6-7

CHAPTER 7 – ENVIRONMENTAL AND CULTURAL FACTORS

Introduction	7-1
Key Existing Conditions	7-2
Community Facilities Tools and Resources	7-12

CHAPTER 8 – IMPLEMENTATION

Introduction	8-1
Implementation Plan Overview and Definitions	8-1
Implementation Plan	8-3

APPENDIX A – EARLY ENGAGEMENT SUMMARY

APPENDIX B – COMMUNITY PROFILE

APPENDIX C – ZONING ANALYSIS

Chapter 1: Introduction

WHAT IS A COMPREHENSIVE PLAN?

A Comprehensive Plan is a guiding document for a community's growth for the next twenty years. The plan establishes a vision and goals based on community input and existing conditions to inform investment decision making for years to come. The plan invests in city systems, plans for future growth and development, influences future land use regulations, and is built from community engagement. Topics addressed in the Comprehensive Plan includes land use analysis and plan for future development, community facilities and services analysis, economic development analysis, public facilities analysis, and cultural and environmental development factors.

STATE STATUTES AND PURPOSE

Comprehensive Plans are required by Minnesota State Law (Minnesota Statute §462.351), for any community wishing to adopt and implement official controls (e.g., zoning regulations, subdivision process). According to State Statutes, the plan should include a combination of policy statements, goals, standards, and maps for guiding the physical, social and economic development of the community.

At its core, the Comprehensive Plan shall address policies and recommendations on land use within the community. These elements are then used to ensure future decisions align with the long-range vision for the community. Additional topics may be included in a Comprehensive Plan as identified by the community to help support future decision making, including economic development and transportation.

Beyond the requirements of State Statutes, the Comprehensive Plan's policy guidance should support future investment in the community that maintain and enhance access to a high quality of life for all. Long-range planning can help to:

- Preserve key environmental and social features
- Welcome the public into continued decision making
- Respond to and forecast future change
- Foster a healthy economic climate
- Protect individual property owner rights and investment
- Facilitate collaboration with local and regional agency partners

WHO USES THE COMPREHENSIVE PLAN?

The Comprehensive Plan is intended to be used by all members of the community, including residents, business owners, city staff, and elected and appointed officials. Additionally, it can be used by regional partners and prospective residents to understand the city's long-term plans.

Who?	Example of Interest Area	
	Resident	What is the planned use for the vacant lot next to my new home?
	Business Owner	What economic development tools and resources are available to expand my business?
	Government Partners	What is the city's approach to managing natural resources?
	City Staff	What are the actions we need to take to achieve the community's goals and what are the priorities?
	City Council	What is the long-term policy guidance and how does it inform my decision making?

HISTORY OF COMPREHENSIVE PLANS AND NEED TO UPDATE

There are no specific requirements for how often a Comprehensive Plan should be updated. The previous Comprehensive Plan was adopted over 20 years ago and was no longer providing relevant guidance. This update creates a process that ensures that the policy guidance and community goals are reflective of who Marshall is today. This update of the Comprehensive Plan provided an opportunity to:

- respond to changes in demographics and appropriately plan for our projected population changes
- include and integrate community input on the future of Marshall, and
- include recent development and activity within Marshall.

WHAT IS INCLUDED IN THE COMPREHENSIVE PLAN?

The Comprehensive Plan includes eight chapters that highlight the goals, policies, and recommendations for the community that will guide decision making over the next twenty years. An overview of each chapter and appendix are highlighted below.

CHAPTER

2

ISSUES AND OPPORTUNITIES:

This chapter highlights the issues and opportunities identified throughout the planning process and illustrates how they were used to inform the plan's goals, key themes, and focus areas.

CHAPTER

3

LAND USE:

This chapter illustrates the future development guidance for Marshall. The chapter highlights existing land uses and zoning districts, outlines future development guidance, and suggests considerations and actions for the future



CHAPTER

4

UTILITIES AND SERVICES:

This chapter reviews the existing utility and service infrastructure available within the City of Marshall and highlights tools and strategies for maintaining quality infrastructure while balancing growth opportunities.



CHAPTER

5

ECONOMIC DEVELOPMENT:

This chapter highlights the existing economic characteristics within Marshall and the greater region, explores changing trends and opportunities, and highlights strategies that will inform future action and implementation.



CHAPTER

6

ENVIRONMENTAL AND CULTURAL FACTORS:

This chapter recognizes the diverse natural and cultural features that contribute to the identity of the community. Tools for enhancing, preserving, and maintain these resources are explored.



CHAPTER

7

COMMUNITY FACILITIES:

This chapter reviews the existing community facilities and offerings available to Marshall community members, including those both offered by the city and other regional partners.



CHAPTER

8

IMPLEMENTATION:

This chapter identifies a plan for action that will be used to inform investment and growth decision making within the community that supports the goals and key themes identified through community input.

APPENDIX

A

EARLY ENGAGEMENT SUMMARY:

This appendix provides a summary of the early engagement events and techniques used to inform the planning process and highlights the input heard through each event.

APPENDIX

B

COMMUNITY PROFILE:

This appendix provides an overview of existing and historic demographic and physical information about the community that informed the planning process. This information is intended to provide a snapshot of the community at the time the plan was drafted.

APPENDIX

C

ZONING ANALYSIS:

This appendix summarizes the findings of an analysis of Marshall's existing zoning code to identify recommended updates and serve as a guide for making code amendments that facilitate implementation of the Comprehensive Plan.

HOW WAS THE PLAN CREATED?

The Comprehensive Plan was created over a 15 month planning process using input from a number of stakeholders. These included the Comprehensive Plan Task Force, City of Marshall staff, local and regional stakeholders, and community members.



TASK FORCE OVERVIEW

The Task Force served as a guiding force behind the Comprehensive Plan update process. The roles of Task Force members were to actively participate in the plan's development, provide input and review, represent the diverse views of the community, and promote the planning process. Membership included representation from the City Council, Planning Commission, local businesses, Southwest Minnesota State University, local organizations, and residents at large. Over the course of the plan update, the Task Force met a total of seven times to discuss key deliverables and planning outcomes.

ENGAGEMENT EVENTS

There were multiple opportunities for the community to engaged in the planning process. Specific engagement activities were held to gain feedback specific to each phase of the project. Feedback was facilitated through online and in-person survey, information sharing via the city's website and social media, open houses, and focus group meetings. A summary of the community events is provided in **Appendix A**. The graphic below identifies how each event was used to provide input to the planning process.



TIMELINE AND SCHEDULE

The plan was completed in the fall of 2022, concluding a five step planning process, shown below. The plan was shaped and reviewed by the community on multiple occasions.

PHASE		ACTIONS	ENGAGEMENT
1	COMMUNITY BACKGROUND	<ul style="list-style-type: none"> - Data Collection - Plan Assessment 	Staff Kick-Off and Tour
2	COMMUNITY ISSUE IDENTIFICATION	<ul style="list-style-type: none"> - Issue and Opportunity Identification 	Survey and Open Houses
3	COMMUNITY GOALS	<ul style="list-style-type: none"> - Goal and Policy Development 	Survey and Open Houses; City Council Review
4	PLAN ELEMENT ANALYSIS	<ul style="list-style-type: none"> - Analysis of each Plan Element - Implementation Plan - Zoning Assessment 	Focus Groups
5	PLAN DEVELOPMENT	<ul style="list-style-type: none"> - Draft and Final Plan Development - Plan Adoption 	Open House

The phases of plan creation were 1. Community Background, 2. Community Issue Identification, 3. Community Goals, 4. Plan Element Analysis, and 5. Plan Development. The “**Community Background**” phase initiated the process and produced a summary of existing conditions within Marshall. An initial kick-off day with meetings with each city department and the Task Force were key for solidifying the community understanding. That information was then used to understand issues and opportunities in the “**Community Issues Identification**” phase. These issues and opportunities were then refined through the community survey and first open house event. The issues and opportunities were translated into key themes, goals and priorities in the “**Community Goals**” phase, representing a desired vision for Marshall. The “**Plan Element Analysis**” phase resulted in a detailed understanding of what the community wants Marshall to become, and how we can get there. All of this information from phases 1-4 was then compiled during the “**Plan Development**” phase, where the plan document itself was drafted. Following review by a variety of community members, staff, local and regional stakeholders, and the Task Force the plan moved into final adoption.

HOW TO USE THE PLAN?

This plan is organized by plan element, and each section presents existing conditions data, tools and resources, goals, and implementation actions. If you are interested in all plan elements, feel free to read through the entire plan! If you are interested only in a particular topic – say economic development, for example – then you can jump right to relevant chapter to gain an understanding of current conditions and long term goals specific to economic development. The plan’s goals and implementation items are presented together in **Chapter 2** and **Chapter 8**.

Chapter 2: Issues and Opportunities

In order to create a foundation for the Comprehensive Plan, the planning team's first task was to identify issues and opportunities experienced by the community that will inform goals and implementation actions for Marshall in the next 20 years. Through a review of existing conditions, feedback from the community, recommendations from the Task Force, and policies, recommendations, and analysis from other relevant city plans, issues and opportunities were explored and analyzed to identify key themes to be brought forward into the Comprehensive Plan. Initial input and review were completed in the early phases of the planning process. The results of the early engagement received throughout the planning process is highlighted in **Appendix A**.

A review of the existing conditions within Marshall was also a critical component of establishing the issues and opportunities, paired with the early input received. This chapter highlights key elements of the Community Profile included in **Appendix B**. Additionally, the resulting key themes and goals for the Comprehensive Plan are identified.

COMMUNITY PROFILE

To adequately plan for the future of a community, an assessment of the current and historic conditions must be completed to understand where we came from and where we may go. The review of existing conditions includes an analysis of demographics to understand the people, land use to understand development opportunities, and infrastructure and services to understand current trends and needs. The Community Profile highlights the findings of this early assessment. A few key demographic components are highlighted below. Additionally, existing conditions specific to each plan element are highlighted in the corresponding chapters.

POPULATION

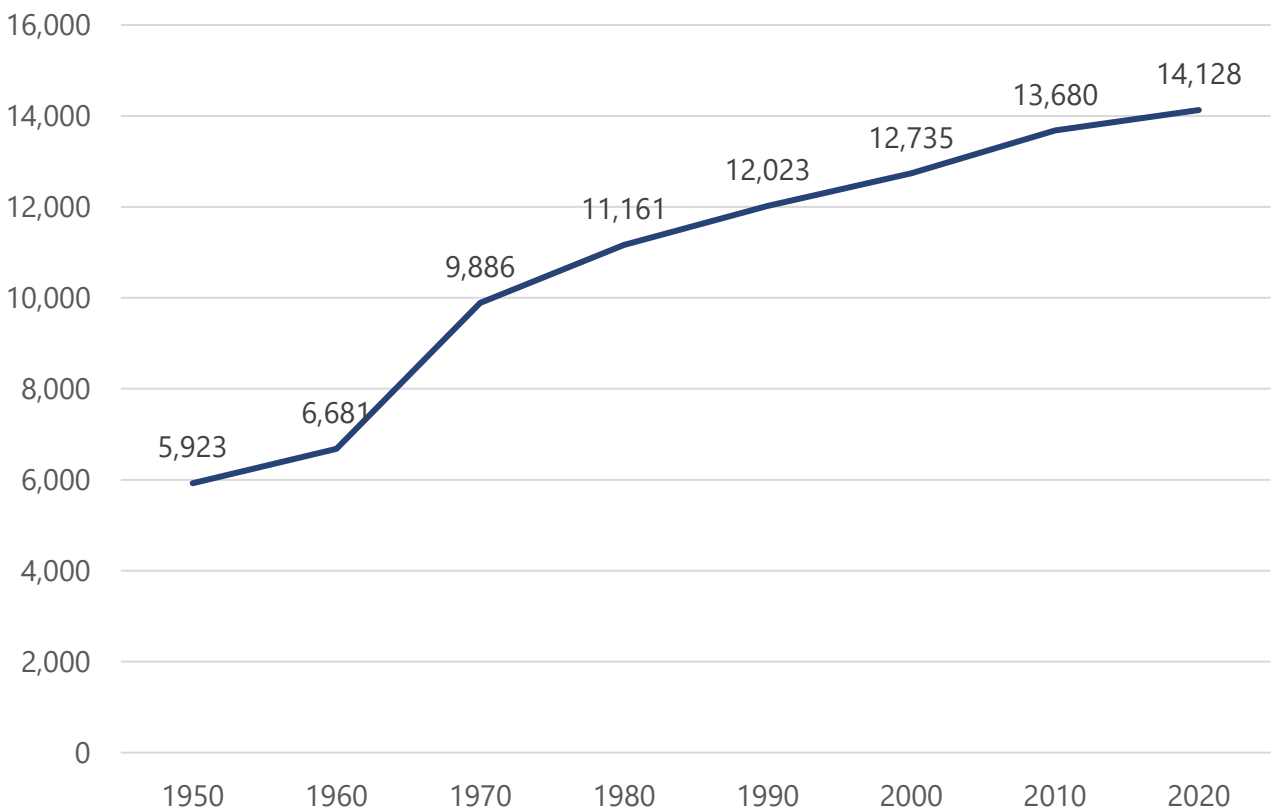
The population of the City of Marshall has continued to grow at a steady rate since its establishment in 1901. The growth rate has varied from year to year, averaging an annual increase of 0.6 percent over the last 40 years (see **Table 1**). The 2020 Census recorded a population of 13,628 within the City. However, the data collection effort for the 2020 Census was completed during the initial phases of the COVID-19 pandemic, impacting the data collected. A key concern was the counting of student populations when students were learning in a virtual format. Based on an analysis of the past Census counts, it is anticipated that the 2020 Census undercounted the city's population by about 500 individuals. For the purposes of the Comprehensive Plan, **we utilized a population of 14,128 for Marshall in 2020**. This total represents a 3.3 percent population increase from 2010, which is the lowest growth rate in many years.

Table 1. City of Marshall Historic Population, 1950 to 2020

Year	Population	% Change
1950	5,923	--
1960	6,681	12.8%
1970	9,886	48.0%
1980	11,161	12.9%
1990	12,023	7.7%
2000	12,735	5.9%
2010	13,680	7.4%
2020	14,128	3.3%

Source: US Census

Figure 1. City of Marshall Historic Population, 1950 to 2020



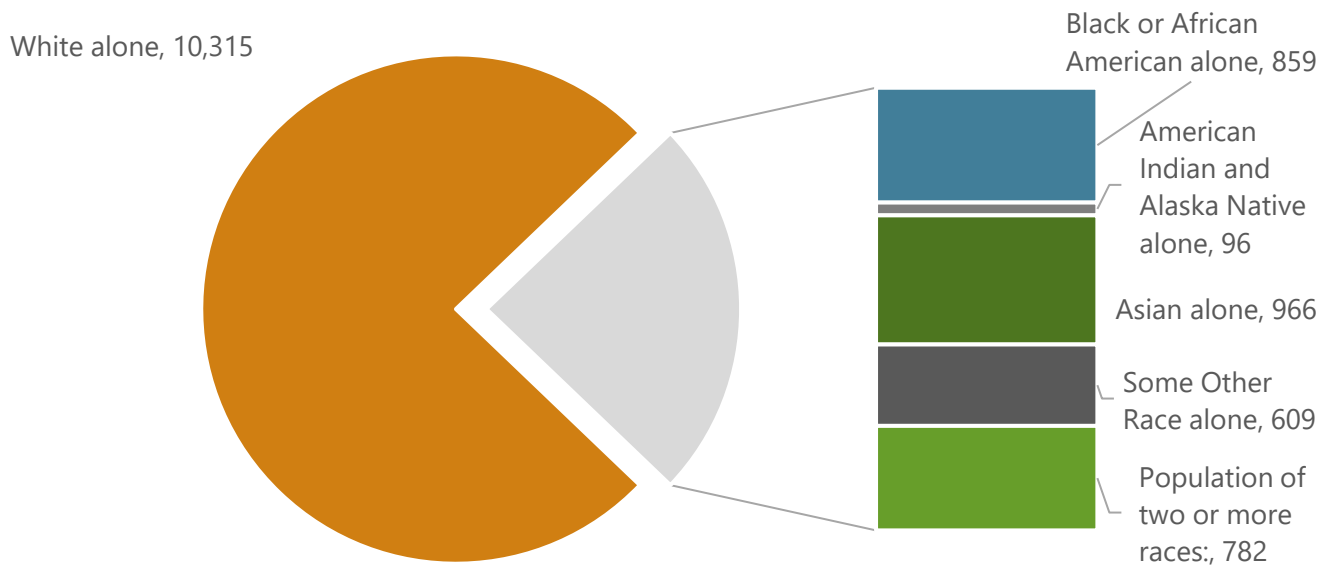
Source: US Census



RACE

Marshall is home to 14,128 residents (modified 2020 Census count as described above), of which 75 percent are White Alone, and approximately 25 percent are Hispanic or Latino, Black or African American, American Indian or Alaska Native, Asian, some other Race¹, or a combination of these (see **Figure 2**).

Figure 2. Race, 2020



Source: US Census, 2020

PEOPLE WITH DISABILITIES

Marshall residents with disabilities may require service and physical environment needs to equitably engage with the community. The city considers the distribution of services to ensure residents are receiving services and care in the appropriate locations and in an efficient manner. Approximately 1,390 individuals in Marshall identify as having a disability, accounting for nearly 10 percent of the population. These individuals experience one or more of the following disabilities: hearing, vision, cognitive (problems with a person's ability to think, learn, remember, use judgement and make decisions), ambulatory (an impairment that prevents or impedes mobility), self-care (problems completing personal care tasks independently), and independent living (impairment that affect the ability to make personal decision on ones' life) (see **Table 2**). Most residents with a disability experience ambulatory, independent living, and cognitive difficulties. These individuals may need unique or expanded services, such as transportation

¹ Term defined by the American Community Survey

options to reach places of employment, healthcare, education, social services, grocery stores, or recreational facilities.

Table 2. People with Disabilities, 2019

Disability	Residents	Disability	Residents
Hearing	413	Ambulatory	621
Vision	234	Self-Care	304
Cognitive	495	Independent Living	582

Source: US American Community Survey, 2019

INCOME

To understand the general financial standing of residents, the median household income and per capita income are utilized. Median household income is calculated by estimating the total income of all people living together in individual household units and calculating the average of all of the households within the community. Per capita income is calculated by taking the income of an entire area and dividing it by the number of residents – including those not earning income such as children.

The median household income in Marshall is \$48,958, which is lower than county, state, and national averages (see **Table 3**). Marshall's median household income falls approximately \$8,000 below Lyon County, \$22,000 below Minnesota, and \$13,000 below the national average. Although slightly above county averages, the per capita income in Marshall of \$30,746 is also lower than state and federal levels. Marshall's per capita income is about \$1,000 higher than Lyon County, \$9,000 below Minnesota, and \$4,000 below national average. The variation between household and per capita income is influenced by a few factors including average household size and institutionalized housing (i.e., student housing) that is not classified as a household.

Table 3 Median and Per Capita Income, 2019

	City of Marshall	Lyon County	State of Minnesota	United States
Median Household Income	\$48,958	\$57,730	\$71,306	\$62,843
Per Capita Income	\$30,746	\$29,634	\$39,025	\$34,103

Source: US American Community Survey, 2019

POPULATION PROJECTIONS

While historic and current population information is important for setting the foundation, exploring projected population change is a key step for planning for a resilient future. Is growth or a decline expected, and how fast will change occur? Population projections are simply a guess

of how the population may change, based on experienced change and regional trends. For example, the Minnesota State Demographer develops population projects for each of the State's 87 counties. Annual population projections for Lyon County include a 2060 population projection of 19,000 residents, representing a decline of about 2,000 residents every twenty years.

Population projections specific to Marshall were analyzed to inform the Comprehensive Plan. To create planning level projections, historic growth rates were explored in combination with State Demographer projections. This analysis resulted in a **2040 population projection of 15,637**, representing a 20-year growth rate of 10.7 percent or an increase of 1,509 residents.

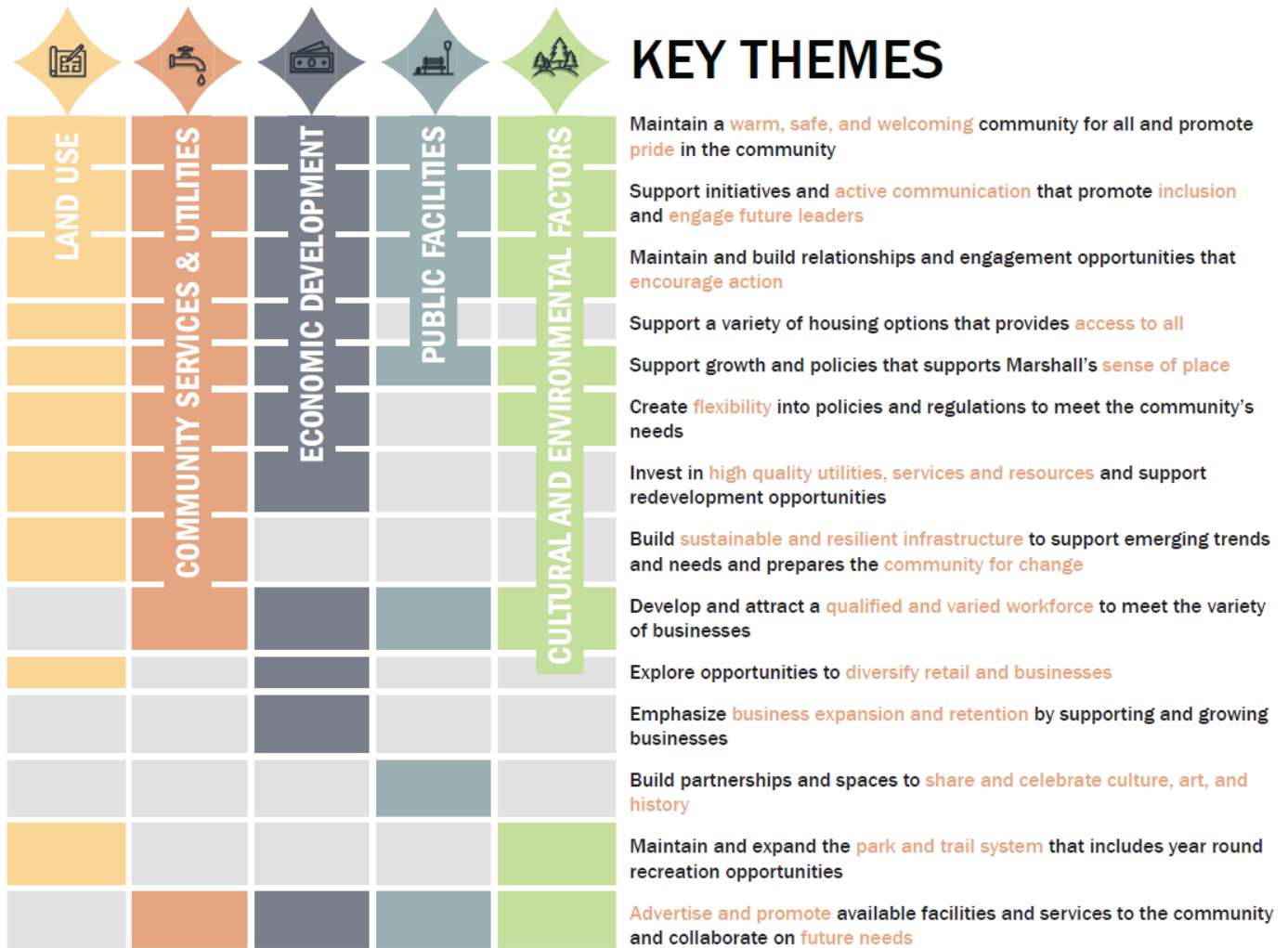
KEY THEMES

A total of fourteen key themes emerged from early engagement events and physical and demographic data collection (see **Figure 3**), responding to feedback gathered from the public including desires for investments in sustainable growth and services, maintenance of a welcoming environment, and a focus on a vibrant economy. These key themes are all interconnected and overlap in many of the plan elements. These relationships lead directly into the shaping of the Comprehensive Plan and the resulting goals. For example, the first key theme, "Maintain a warm, safe, and welcoming community for all and promote pride in the community", is tied to each of the plan elements because of the following considerations:

Maintain a warm, safe, and welcoming community for all and promote pride in the community.

Land Use:	Land use is directly tied to the look and feel of the community's built environment which informs the sense of place and identity where people feel safe and welcome.
Community Services & Utilities:	Community services and utilities contribute to the overall safety of a community, whether first responder services or the development of activities and spaces that are welcome for all.
Economic Development:	Economic development is directly tied to the places and experiences for community members and visitors, creating spaces and experiences for everyone.
Public Facilities:	Public facilities are destinations where people can gather to celebrate and exhibit pride in our community.
Environmental & Cultural Factors:	Similarly to our built environment, environmental and cultural factors inform the sense of place and identity.

Figure 3. Marshall Comprehensive Plan Key Themes



PLAN GOALS AND FOCUS AREAS

The Comprehensive Plan serves as the community's guiding document for future decision making specific to development, investments, and policy direction. The guidance included within the Plan is rooted in goals established for each plan element based on input from the public and the key themes identified in this chapter.

This Comprehensive Plan includes six specific goal statements and corresponding plan element focus areas. These elements were informed by the identified key themes and were a critical component of setting the implementation actions identified in **Chapter 8: Implementation**. These elements are each defined for the purpose of the Marshall Comprehensive Plan.

KEY THEMES	Community needs, topics, and ideas highlighted through engagement results and existing conditions analysis
GOALS	Statements of a desired future condition for the City of Marshall that can be used to inform future decision making
FOCUS AREAS	Target priority topics or areas that will be explored through plan analysis and implementation planning
IMPLEMENTATION ACTION	Identified action that should be taken to help Marshall achieve its defined goals. Statements can be specific/targeted or visionary/guiding.

Goal statements and corresponding focus areas were identified for each of the plan's five elements, as noted below. These goals were used to inform the analysis and implementation actions outlined within the plan. More importantly, these goals should be used to inform future investment and growth decisions at the city level.

OVERALL PLAN	
GOAL:	Encourage Marshall to cultivate the best in us, by actively engaging residents, exploring opportunities, maintaining our investments, fostering relationships, and having pride in the community.
FOCUS AREAS:	<ul style="list-style-type: none"> • Engagement • Community Pride • Partnerships

LAND USE	
GOAL:	Plan for growth and change that support living, working, and playing in Marshall through flexible policies that adopt to community needs while maintaining the community's identity and access to a high quality of life for all.
FOCUS AREAS:	<ul style="list-style-type: none"> • Flexible Land Uses, Zoning, and Policies • Community Identity • Smart Growth • Housing

UTILITIES & SERVICES

GOAL:	Maintain a system of high quality utilities and services that respond to changes through a focus on maintenance, investments in needed expansion, and attention to regular operations.
FOCUS AREAS:	<ul style="list-style-type: none"> • Maintenance • Operations • Future Expansion • Sustainable Infrastructure

ECONOMIC DEVELOPMENT

GOAL:	Collaborate with the community to advocate for new and local investment that makes Marshall the place to spend and earn your money, while supporting existing businesses and a qualified workforce.
FOCUS AREAS:	<ul style="list-style-type: none"> • Existing Business Support • New Growth Opportunities • Workforce Development • Community Amenities • Partnerships • Housing

ENVIRONMENTAL AND CULTURAL FACTORS

GOAL:	Celebrate all that Marshall has to offer, including the people, resources, and built environment, by enhancing the resources, preparing for change, and opening spaces to all.
FOCUS AREAS:	<ul style="list-style-type: none"> • Public Art • Community Services • Enhancement • Inclusivity • Natural Resources

PUBLIC FACILITIES

GOAL:	Collaborate with the community to provide a network for public facilities that provides the spaces and services to meet the community's safety, educational, social, and celebratory needs.
FOCUS AREAS:	<ul style="list-style-type: none"> • Maintenance • Partnerships • Continued Investment

Chapter 3: Land Use and Growth

INTRODUCTION

Land use and development patterns play a significant role in shaping a community's identity and character. They influence the built environment throughout a city and, in turn, impact the choices that are available to residents about where they work, live, and recreate, and how they move around. The Key Themes, Plan Goals, and Priorities within **Chapter 2: Issues and Opportunities**, set a vision for how Marshall should grow over the next 20 years. Each of these elements tie directly into the Land Use and Growth chapter, providing a framework for land use, land development, housing, utilities, facilities, services, and infrastructure.

This chapter outlines the relationship between zoning and land use, analyzes the city's existing land use patterns, and reviews development considerations. It also includes a **Future Land Use Plan** that is intended to serve as the primary guide for land use, development, and growth within Marshall, by informing staff, the Planning Commission, and the City Council on land use and development priorities.



WHAT IS LAND USE?

This chapter uses three key tools to analyze, direct, guide, and regulate development and land use within Marshall – existing land use, future land use, and zoning. Each plays an active role in understanding how a city will grow. As is discussed in more detail below, existing land use is used to evaluate current conditions, future land use is used to show desired outcomes, and zoning is the regulatory tool used to control land development and land use.

Existing Land Use

Existing land use describes how the property is currently being used. The existing land use map identifies how property is used based on a few general categories, including residential, commercial, industrial, institutional, and park/open space. Each use category may have one or more subcategory, typically differentiating uses based on density or intensity. For example, residential land uses include multiple subcategories that distinguish between various kinds of housing types ranging from single-family homes to large apartments. Each existing land use category is described in detail in **Table 1**.

Future Land Use

Future land use identifies the desired use on each parcel throughout the city. Similar to existing land use, future land use categories are broken into general uses with subcategories that are based on density or intensity. Each future land use category generally corresponds with one or more zoning districts. The future land use plan, as defined within a Comprehensive Plan, serves as a legal tool for informing future zoning decisions. By law, municipal decisions regarding rezoning requests should be consistent with the Future Land Use Map and its categories.

Zoning

Zoning is the regulatory tool that is used by the City to regulate land use, control the development of land, and protect health, safety, welfare, and property values throughout the city. The City's adopted zoning ordinance includes regulations that limit the uses that are allowed within each zoning district, provides standards for structure size, property line setback, and requirements for land development.

Zoning on any individual parcel is not always consistent with the categories shown on the existing land use or future land use map. Discrepancies between the zoning map and existing land use map can occur because uses may have been established prior to the existing zoning standards, and non-conforming use standards allow the existing use to continue into the future, even if it is not consistent with the zoning district. Additionally, because the future land use map shows desired uses, there may be inconsistencies until property owners look to change the use of a property.

Extraterrestrial Zoning

The State of Minnesota grants cities the power to extend its zoning authority to areas outside their city limits. According to Minnesota Statute §462.357:

A city may by ordinance extend the application of its zoning regulations to unincorporated territory located within two miles of its limits in any direction, but not in a county or town which has adopted zoning regulations

This provision of state law allows cities to extend their zoning authority into unincorporated areas until such time that the county or township adopt zoning regulations.

GOAL AND FOCUS AREAS



As outlined in Chapter 2, each plan element includes an overarching goal that drives implementation actions. Accompanying each goal is a set of focus areas, that are intended to supplement the goal and provide additional guidance for plan implementation. The land use and growth goal and focus areas are as follows:

LAND USE	
GOAL:	Plan for growth and change that support living, working, and playing in Marshall through flexible policies that adopt to community needs while maintaining the community's identity and access to a high quality of life for all.
FOCUS AREAS:	<ul style="list-style-type: none"> • Flexible Land Uses, Zoning, and Policies • Community Identity • Smart Growth • Housing

KEY EXISTING CONDITIONS

The presence of Southwest Minnesota State University on the east, Marshall Municipal Airport on the west, Highway 23 flanking the city on the south and east, and the Redwood River running through Marshall creates unique land use planning challenges. Each provides distinctive obstacles to development by acting as a natural or physical barrier to growth or creating distinctive development opportunities.

For example, airport zoning limits building height for properties near the airport. Further, Highway 23 can create barriers to mobility, especially for pedestrians and bicyclists. The Redwood River creates substantial floodplain area throughout the city (see **Chapter 6, Figure 1**) that limits development opportunities. The University acts as an employment hub, creates the need for student housing, and contributes to the commuting of employees and students into the city.

This plan evaluates existing conditions to aid in developing and implementing the Future Land Use Plan. The section includes an analysis of existing land use and zoning within Marshall.

EXISTING LAND USE

Existing land uses within Marshall are a mix of residential, industrial, and commercial uses of various intensities, institutional uses, and parks and open space. On the existing land use map, each parcel is assigned one of nine land use categories based on the current use of the land. The land use categories were developed based on the ones used to evaluate land use in the 1996 Comprehensive Plan with updates to better reflect modern planning categories and the existing uses in the city. **Table 1** includes a description of each of the nine categories.

Table 1. Existing Land Use Categories

Category	Description
Agriculture	Areas that are currently being used for agricultural purposes, including crop production, animal husbandry, and open fields.
Commercial	Areas that are currently being used for traditional commercial purposes, including a broad spectrum of retail, sales, and service uses. This category includes uses ranging from multi-tenant shopping centers to health care facilities to neighborhood commercial uses.
Industrial	Areas that are currently being used for industrial purposes, ranging from low intensity warehousing to high intensity manufacturing and distribution. Often these areas support a range of manufacturing, warehousing, and distribution uses within the community.
Low Density Residential	Areas being used for residential purposes at the lowest density in Marshall. This category is primarily single-family residential uses on individual lots of generally at a density of less than 6 units per acre.
Medium Density Residential	Areas being used primarily for residential purposes at a density of generally 6 and 12 units per acre. Housing types within this category includes single family homes, duplexes, townhomes, and small-scale apartment buildings.
High Density Residential	Areas of the highest density residential uses consist primarily of multi-family development (e.g., apartments and other higher density townhomes or others). Density within the high density residential land use category is generally 12 units per acre or greater.
Public/Semi Public	Areas that include a range of public, semi-public, and private facilities that provide community services. Public uses include city and county buildings and services, educational institutions, and other governmental facilities. Semi-public uses include health services, places of worship, and cultural centers.
Parks, Recreation, and Open Space	Areas with public and private outdoor recreation uses and open space. This use primarily supports existing city parks, but also includes other outdoor recreation opportunities (e.g., golf courses) and general open spaces.
Vacant	Areas that are platted for residential, commercial, or industrial uses, but do not currently have a structure.

Residential land uses (Low Density Residential, Medium Density Residential, and High Density Residential) make up approximately 21 percent of the total land area of the city. Low Density Residential represents the majority of the residential land uses while Medium and High Density Residential represents the minority of the residential land uses. Due to the presence of the Marshall Municipal Airport-Ryan Field and the Southwest Minnesota State University Campus, nearly a quarter of the total land area of the city is classified as Public/Semi-Public. Finally, Commercial and Industrial uses account for about 26 percent of the city's total land area.

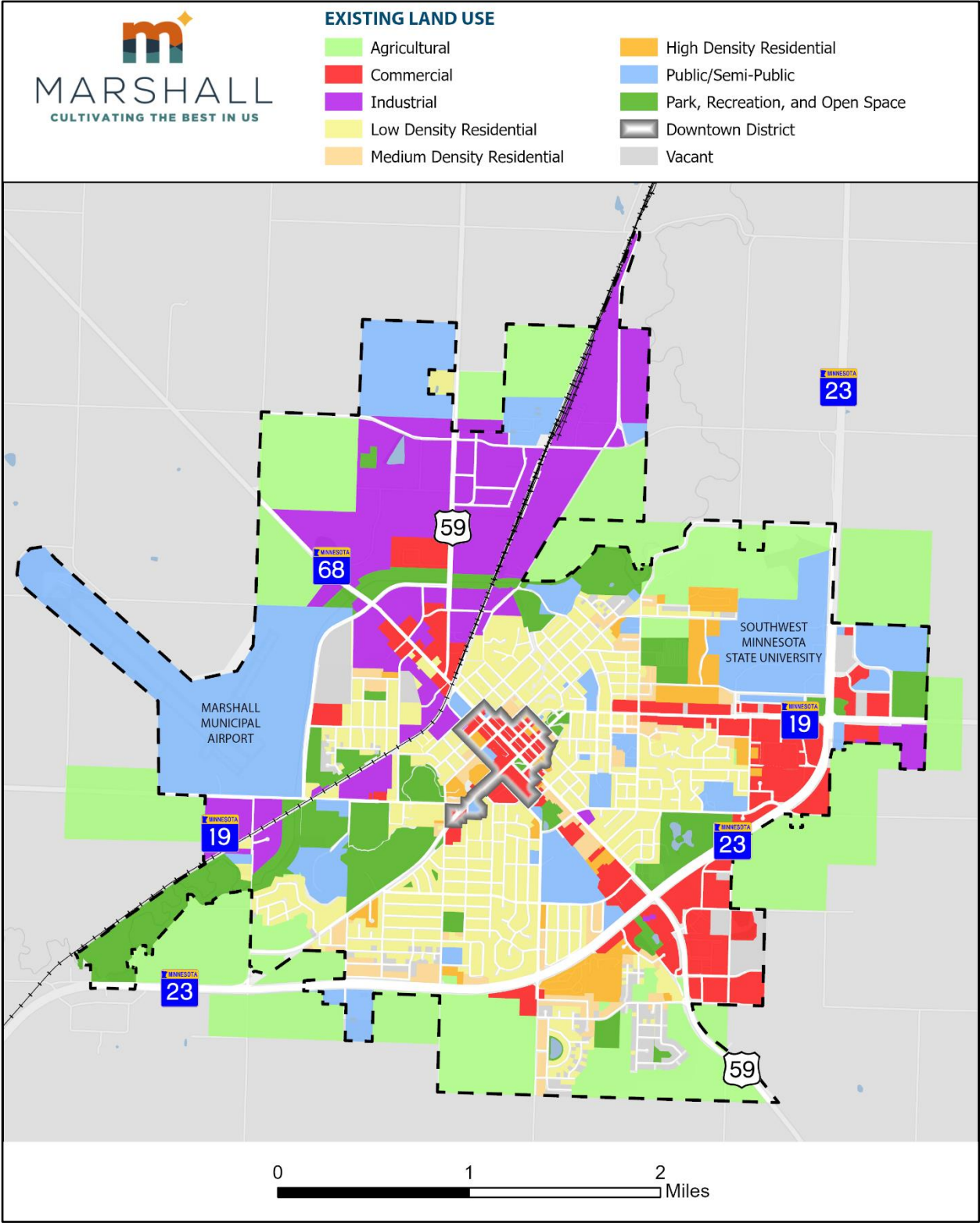
Table 2 outlines the acreage and percent of the city's total land area associated with each of the land use categories identified above. See **Figure 1** for a map of existing land uses.

Table 2. Existing Land Uses

Category	Acres	Percent
Agricultural	2,075	29%
Commercial	552	8%
Industrial	1,011	14%
Low Density Residential	927	13%
Medium Density Residential	157	2%
High Density Residential	178	2%
Public/Semi-Public	1,426	20%
Park, Recreation, and Open Space	646	9%
Vacant	230	3%
Total	7,203	



Figure 1. City of Marshall Existing Land Use Map



ZONING

The City of Marshall's City Code and official zoning map includes 12 base zoning districts, designated thoroughfare routes, a heritage district, a downtown district, and orderly annexation areas. For each base zone, the zoning ordinance has standards limiting the types of land uses that can occur within each zone, including bulk and dimensional regulations, which include standards that limit lot size, development density, and structure bulk.

Table 3 provides an overview of existing zoning in the city and **Figure 2** shows the city zoning map.

Note: The total acreages shown in the existing land use table and the zoning table are not exactly the same due to the inclusion of Orderly Annexation Areas and some areas included on the Existing Land Use Map that are not currently zoned.

The official zoning map includes special areas identified as Thoroughfare Routes, Heritage District, Downtown District, and Orderly Annexation Areas:

Thoroughfare Routes

Key road corridors that provide transportation routes in and out and across the city.

Heritage District

The Heritage District functions as an overlay district that provides additional standards for properties located within it. The district is located over the traditional downtown Marshall and includes exterior construction standards for all development located within it. Its purpose is to enhance the "traditional main street character of the city's original central business area."

Downtown District

The Downtown District serves as an overlay district covering portions of Marshall's original downtown area. The overlay provides special zoning standards, such as reduced setbacks and lot coverage standards, and is the only part of the city that can have the Central Business District Zoning (B-2).

Zoning Ordinance Analysis

Typically, comprehensive plans identify or lead to updates to a city's zoning code.

Appendix C of this plan includes an analysis the Marshall's existing zoning code, identifying areas where updates may be necessary to facilitate comprehensive plan implementation. Identified topics include:

- Mixed Use Land Use Categories
- Downtown Development Guidelines
- Smart Development Guidelines
- Code Modernization
- Planned Unit Development Updates and Flexibility
- Exterritorial Zoning and Annexation Zoning
- Other Uses and Miscellaneous Standards

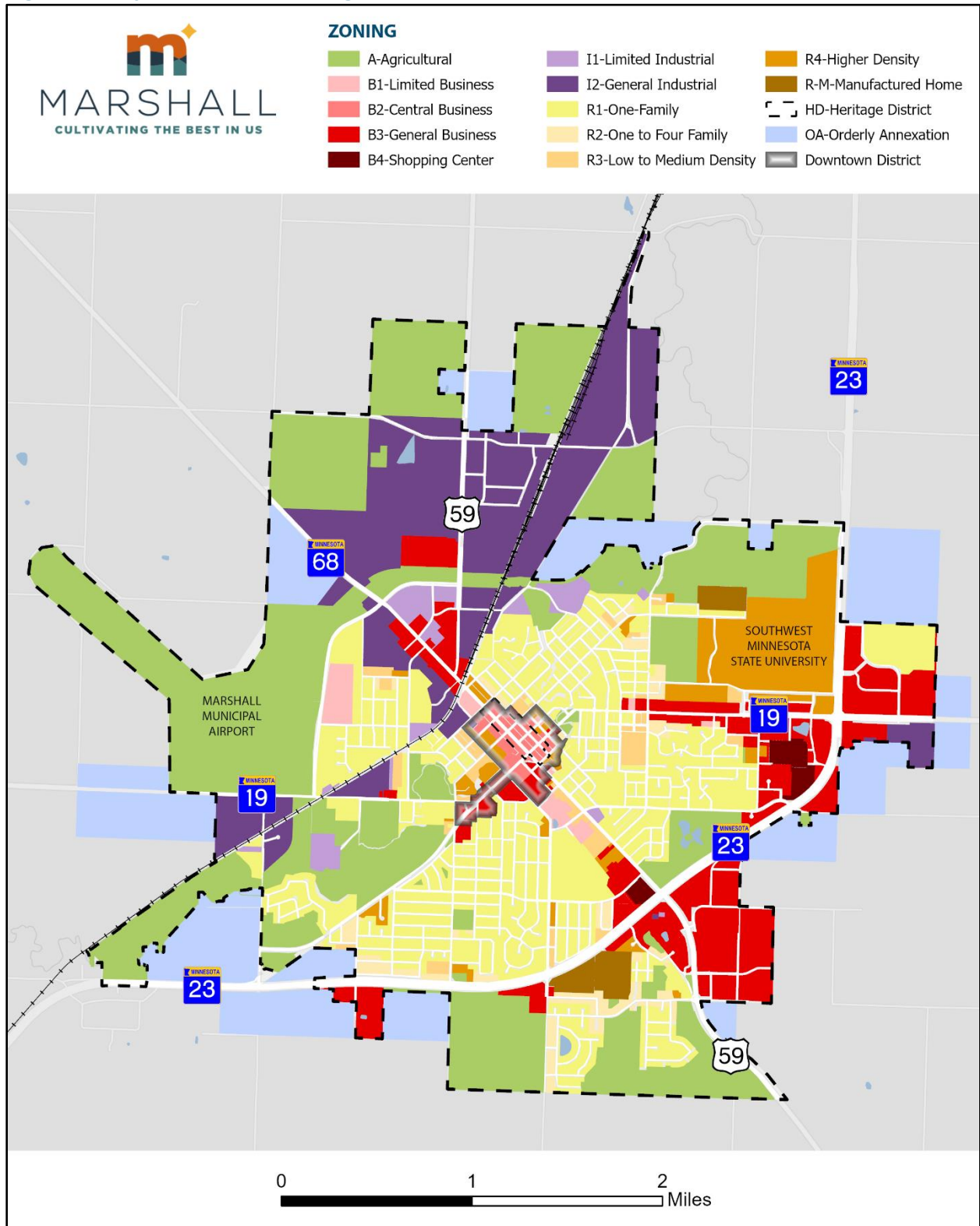
Orderly Annexation Areas

Areas, located outside of the city limits, where agreements exist with the township for future annexation of the property into the city limits. Those agreements will come into effect at the time that the City looks to annex each particular property.

Table 3. Existing Zoning Districts

Zone	Acres	Percent
A-Agricultural	2,224	38%
B1-Limited Business	56	1%
B2-Central Business	39	1%
B3-General Business	611	10%
B4-Shopping Center	37	1%
I1-Limited Industrial	93	2%
I2-General Industrial	956	16%
R1-Residential One-Family	1,247	21%
R2-Residential One to Four Family	116	2%
R3-Residential Low to Medium Density	90	2%
R4-Residential Higher Density	321	5%
R-M-Residential Manufactured Home Park	68	1%
Total	5,857	-
TF-Thoroughfare Routes	412	-
HD-Heritage District	31	-
OA-Orderly Annexation	1,598	-
Downtown District	128	-
Source: City of Marshall		

Figure 2. City of Marshall Zoning



FUTURE LAND USE PLAN

The City of Marshall is looking to manage growth in a manner that efficiently uses its high-quality system of infrastructure and utilities, maintains and enhances the high quality of life living in Marshall provides, and provides housing options for all Marshall residents. The plan looks to accommodate Marshall's projected population and employment growth while protecting the community's sense of place and maintaining Marshall as a regional employment and economic development hub.

The Future Land Use Plan looks 20 years into the future, providing a basis for accommodating projected population and household growth. The plan consists of two main components: 1) the Growth and Redevelopment Area Map; and 2) the Future Land Use Map. Together they identify areas that are key for development and redevelopment, the preferred land use on each parcel, and identify desired development density and intensity throughout the city.

GROWTH AND REDEVELOPMENT AREAS

The plan looks to focus and direct growth to a few key areas for new development or redevelopment. Each of those areas are categorized by one of the following categories:

Infill and Redevelopment Areas

Areas within the city limits that have previously been developed where opportunities may exist to increase densities or change uses to reflect the desired development patterns in the city. Included within this category is downtown Marshall, areas along East College Drive and East Main Street, and other areas scattered throughout the city. Each of these locations provides opportunities for redevelopment that meets the desired development style as identified on the Future Land Use Map.

New Development Areas

Areas that fall within the city limits but have not previously been developed. In these areas, opportunities exist for development that is consistent with the desired development patterns in the city. Most of these areas are located near the city boundary, including south of Highway 23 and north of Southwest Minnesota State University.

Orderly Annexation Areas

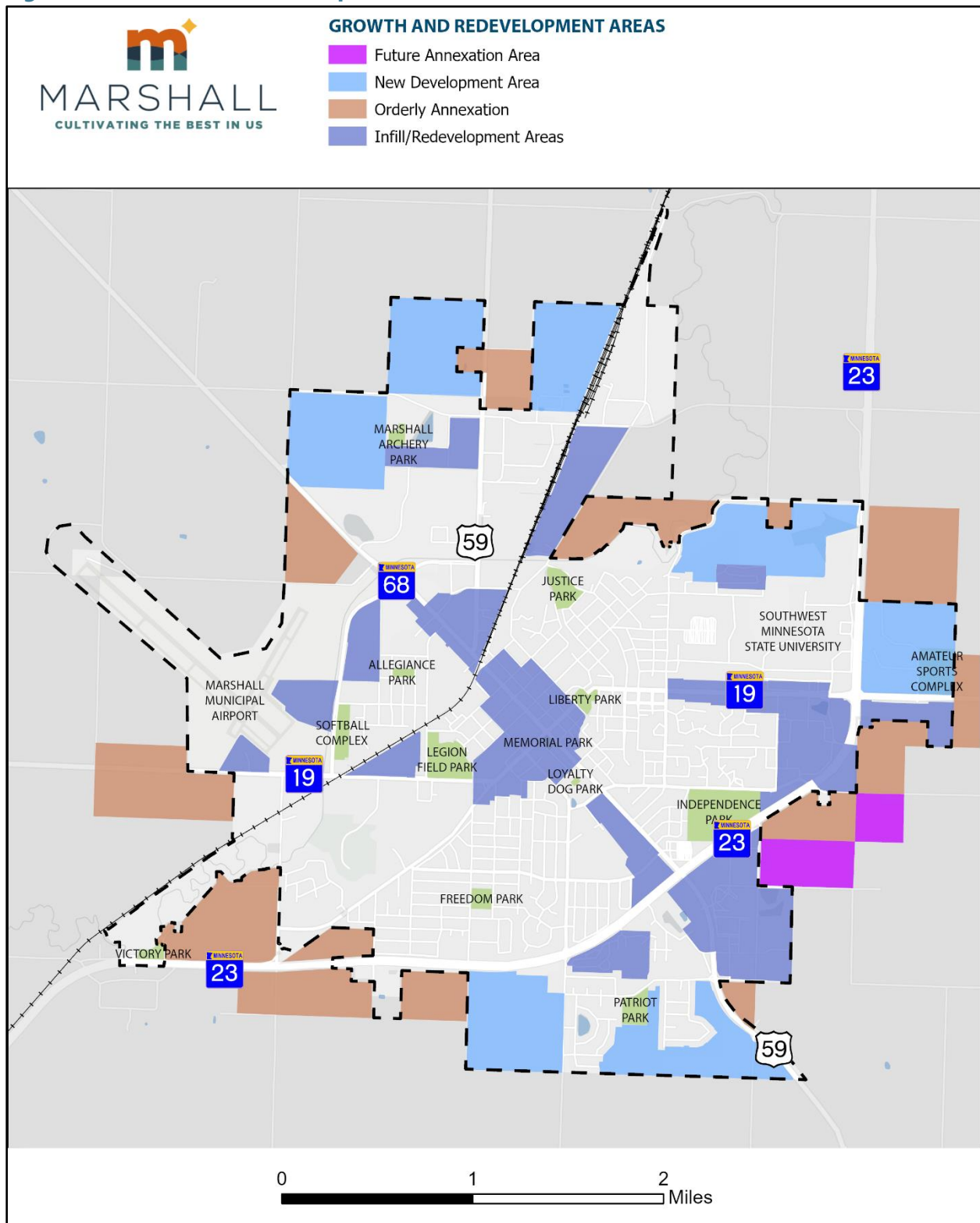
Areas, located outside of the city limits, where agreements exist with the subject township for the annexation of the property into the city limits. Those agreements come into effect at the time that the City looks to annex the particular property. Upon annexation, these areas present opportunities to develop for residential, commercial, or industrial purposes.

Future Annexation Areas

Areas located outside the city limits and the orderly annexation area that, due to their close proximity of the city limits and city infrastructure, may be annexed into the city during the 20-year planning period. These areas have been assigned a future land use category on the Future

Land Use Map, which will guide future development and zoning of the area if it were ever annexed into Marshall.

Figure 3. Growth and Redevelopment Areas



FUTURE LAND USE MAP

The Future Land Use Map, seen in **Figure 4**, identifies the desired land use and intensity throughout the city. As described above, land use describes how land is being used, regardless of how it is zoned. For the Future Land Use Map, parcels are assigned a use category based on the desired use for the future. Each category identifies a primary use or uses and desired intensity or density. The map serves to guide planning staff, the Planning Commission, and the City Council when making rezoning decisions.

Uses are identified on parcels located both within and outside the city limits. For parcels located outside the city limits, upon annexation, the property should be zoned and developed in accordance with the use identified on the Future Land Use Map.

Key Updates to Future Land Use Plan/Map

The Future Land Use Map includes some key differences from the one included in the 1996 Comprehensive Land Use Plan:

- 1) Residential Land Use Categories differentiates between residential land uses primarily based on density, including a low, medium, and high-density category, rather than housing type. This will allow a mix of housing types throughout the city.
- 2) The FLUM includes three mixed use categories where multiple use types are allowed in the same locations or on the same lot.
- 3) Identified categories in downtown include Downtown Mixed Use, allowing residential and commercial in the same structure and Neighborhood Mixed Use, allowing residential and commercial uses on neighboring parcels. This is intended to reflect the existing makeup of downtown, while still providing opportunities for development and redevelopment.
- 4) More opportunities exist for “missing middle” residential development that aligns with the look and feel of the existing community. Missing middle housing is focused on providing a mix of housing types, that are

The plan includes 10 land use categories, that provide a connection to the zoning ordinance. The Future Land Use Categories are as follows:

Category	Description
Low Density Residential	Areas for maintained or future residential growth at the lowest density in the community. This category includes primarily single-family residential development on individual lots with a density of less than 6 units per acre. Future growth within the category should include similar single family home growth.
Medium Density Residential	Areas for maintained or future single family and multi-family residential uses at a mid-density range. Specific residential types include single family homes, duplexes, townhomes, and small-scale apartment buildings. Density of the various development types should lie between 6 and 12 units per acre.

Category	Description
High Density Residential	Areas of the highest density residential development, including primarily multi-family development (e.g., apartments and other higher density townhomes or others). Density of various developments should be 12 units per acre or greater.
Downtown Mixed-Use	Areas with a vertical mix of uses including commercial retail sales and service uses, multi-family residential, offices, public institutions, and other mixed-use developments, where multiple use types are located within the same structure. Residential development should be 12 units per acre or greater.
Neighborhood Mixed Use	A horizontal mix of commercial and residential uses, where multiple use types are located within different structures located on the same or neighboring parcels. Residential development should lie between 6 and 12 units per acre.
Commercial	Includes a broad spectrum of retail, sales, and service uses in the community. This category is used to guide the location of uses ranging from multi-tenant shopping centers to health care facilities to neighborhood commercial uses.
Commercial/Industrial Mixed Use	Areas with a horizontal mixture of industrial and commercial uses, where multiple use types are located within different structures located on the same or neighboring parcels.
Industrial	Areas that support a range of manufacturing, warehousing, and distribution uses within the community. Uses can range from low intensity warehousing to high intensity manufacturing and distribution.
Parks, Recreation, and Open Space	Areas of existing public and private outdoor recreation uses and open spaces. This use primarily supports existing city parks, but also includes other outdoor recreation opportunities (e.g., golf course) and general open spaces.
Public/Semi Public	Areas that include a range of public, semi-public, and private facilities that provide community services. Public uses include city and county buildings and services, educational institutions, and other governmental facilities. Semi-public uses include health services, places of worship, and cultural centers. Under Marshall zoning code, these facilities are located in various zoning districts. Despite being allowed in various zoning districts, this use category accommodates uses that don't fit into any of the other categories. As these uses change, the City may revise the Future Land Use Map periodically to reflect the changes.



MARSHALL

CULTIVATING THE BEST IN US

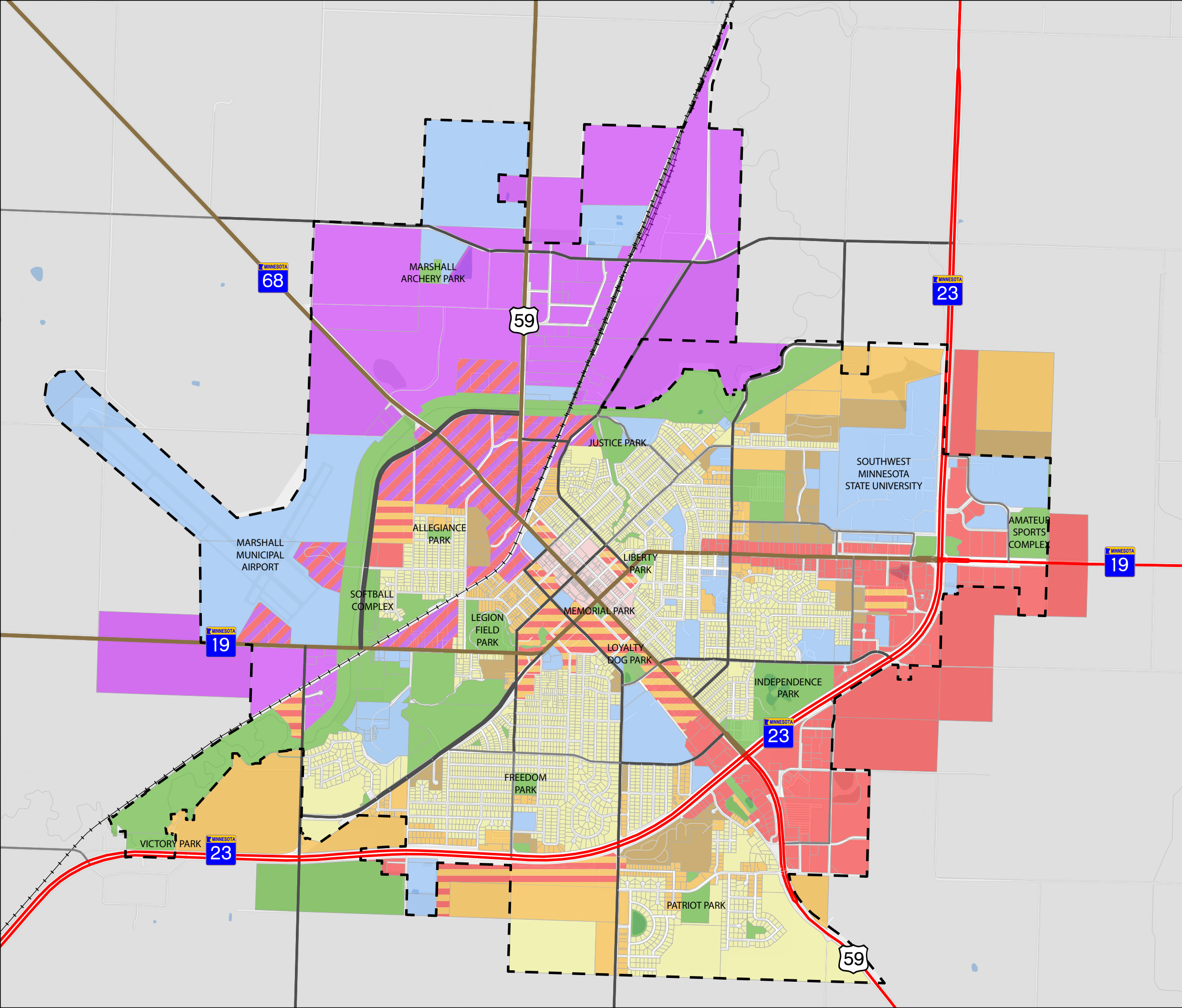
FUTURE LAND USE MAP

Legend

- Marshall Boundary
- Local Road
- Major Collector
- Minor Arterial
- Minor Collector
- Principal Arterial
- Rail Lines

Future Land Use Category

- Low Density Residential (<6 DU/acre)
- Medium Density Residential (6-12 DU/acre)
- High Density Residential (>12 DU/acre)
- Downtown Mixed Use
- Neighborhood Mixed Use
- Commercial
- Commercial/Industrial Mixed Use
- Industrial
- Park, Recreation, & Open Space
- Public/Semi-Public



0 0.5 1 Miles

KEY FUTURE DEVELOPMENT CONSIDERATIONS

While the Future Land Use Map and future land use categories serve as the legal guide for land use and zoning decisions, there are several other factors that should be considered in the decision-making process. Those considerations, which are consistent with the Key Themes and Plan Goals and Opportunities from Chapter 2, will help to ensure that Marshall grows consistent with the desired community vision.

Housing and Residential Development

The maintenance and development of a healthy, diverse, and affordable housing stock is important for the long-term sustainability of Marshall. This plan strives to support the development of a variety of housing types that are accessible to all residents. Marshall is projected to grow by just over 1,000 residents over the 20 year planning period, which corresponds to approximately 22 households per year (**Chapter 2: Issues and Opportunities**). Accommodating growth requires a corresponding increase of housing units, including ensuring that housing type meets the needs and wants of the community. Increasing the amount of housing in a city comes from one of two sources: 1) New development in areas that previously were undeveloped; and 2) redevelopment that increases the residential density of the area.

The Marshall Comprehensive Plan proposes both sources to meet the city's growth needs. First, some areas within the city are identified for desired development densities that exceed the existing densities. If those areas are ever to be redeveloped, residential density should be increased. Secondly, areas on the exterior of the city, both within the current city limits and outside, are identified for residential development. Those areas include south on Highway 23, on the south side of the city and north of Marshall Senior High School and the Southwest Minnesota State University campus.

Housing Preservation

Many communities have embraced housing preservation and rehabilitation as a key strategy to help address housing affordability concerns and maintain an affordable rental housing stock. Often, preserving an existing home is more affordable than constructing new affordable housing options. According to the National Housing Trust, while more than 100,000 affordable apartments are built each year, nearly twice as many units are lost "annually due to deterioration, abandonment, or conversion to more expensive housing."

As a community's housing stock begins to age it is important that efforts are made to preserve the housing stock in good condition to avoid losing those units. Opportunities exist for communities to encourage the rehabilitation and preservation of those units. Programs include:

USDA Housing Preservation Grants – provides grants to sponsoring organizations, such as local governments, for the repair or rehabilitation of housing units that are owned or occupied by low-income individuals.

Low Income Housing Tax Credit – can be used to help property owners invest in historic buildings by converting them into an income producing use, such as low-income housing.

Mixed-Use Development

Mixed use development is a new concept within the city's Marshall Comprehensive Plan. Generally, mixed use land use areas allow development with different use types. Some areas allow multiple uses on individual parcels (this is most applicable in the Downtown Mixed Use Land Use Category), while others allow multiple use types on neighboring parcels. Traditional zoning typically prevents this, only allowing uniform uses, such as single family residential or commercial. A traditional downtown mixed-use area commonly allows both residential and commercial on individual lots. Typically with commercial on the bottom floor and residential above.

Vertical vs. Horizontal Mixed Use

There are two common types of mixed-use development, vertical and horizontal. While the core concept for each is to allow varying types of uses, the built form that each takes is different.

Vertical mixed-use development typically has differing uses located within the same building. The most common type includes commercial on the first floor and residential above.

Horizontal mixed-use development typically allows differing uses located in different structures or on neighboring lots.

The Future Land Use Plan includes three categories of mixed-use development. Each of the mixed use areas plays a key role in implementing the land use vision for the city.

- 1) Downtown Mixed Use – allows a vertical mix of commercial and residential uses located on the same lot, usually within the same structure. In this area, the structures typically have commercial on the ground floor and residential on the upper floors.
- 2) Neighborhood Mixed Use – allows a horizontal mix of commercial and residential uses within the category. Typically, the different uses can fall on neighboring lots and/or within different structures.
- 3) Commercial/Industrial Mixed Use – allows a horizontal mix of commercial and industrial uses, where the different uses are allowed on neighboring lots and different structures.

As is common in many cities, due to its similarity to traditional downtown development, the downtown Marshall is identified for a vertical mix of commercial and residential uses. Neighborhood-mixed use allows both residential and commercial uses in areas along key transportation corridors and transitioning out of downtown. Finally, commercial/industrial mixed use serves as a transition from low intensity neighborhoods into the industrial portions of Marshall. Updates to the City's zoning code will likely be needed to facilitate these types of mixed-use development (see **Appendix C** for more details).

Sense of Place

As discussed above, development and land use patterns and the built environment play a significant role in a community's identity and sense of place. The City of Marshall seeks to accommodate growth while maintaining and enhancing the community's sense of place.

Smart Development

Smart development is a concept that encourages communities, in collaboration with developers, to maximize use of their utility systems, encourage efficient use of land, and improve the overall sustainability and resilience of the city. Many communities implement smart development guidelines into their zoning ordinances. This Comprehensive Plan states that Marshall should consider the development and adoption of smart growth guidelines. **Appendix C** includes background information on smart development, identifies smart development resources, and outlines a variety of smart development strategies.

Design Guidelines

To protect, enhance, and maintain the aesthetic aspects of a community, cities can adopt design standards to guide the exterior look of buildings and development. In addition to the aesthetic impacts, the design of the built environment can impact how people live within their community. For example, the location of parking and building entrances can encourage or discourage walking and bicycling. Design guidelines often address topics such as building materials, building height and scale, roof design, and other topics. Typically design standards are catered to specific areas with the city, such as a traditional downtown, redevelopment areas, or new development areas.

As is discussed in the Implementation chapter, the City of Marshall should adopt area specific design standards to guide the look and feel of development within key areas of the city. To help guide that process, **Appendix C** includes an overview of topics that are often addressed within design guidelines and recommended areas where development of design guidelines should be considered.

Flexible Policies and Standards

The Future Land Use Map and categories are designed to provide a structure to land use and development planning while maintaining flexibility and allowing the plan to respond to changing circumstances. This plan strives to allow growth and land use change that supports living, working, and playing in the city. Having land use policies that are flexible enough to adjust to change will help to facilitate that goal. As is discussed in **Appendix C**, updates should be made to the City's zoning code to allow flexibility while maintaining appropriate protections on health, safety, and welfare.

Utilities and Infrastructure

As Marshall grows, attention should be paid to ensure that the high-quality system of infrastructure and utilities is maintained. As new areas are developed, utilities will need to be extended to serve the development. Development should be designed such that utility and infrastructure extension is fiscally responsible for the City. Similarly, as areas within the city redevelop at higher densities, care should be taken to ensure the existing utility system can adequately serve the new development, without reducing the level of service provided to other areas. This plan includes more commentary on this topic in **Chapter 4: Utilities and Services**.

Rental Code

Rental Codes provide standards for rental properties within a community. As the City begins to implement the comprehensive plan goals related to diversifying the housing stock, having a rental property code should be important to implement affordable housing goals and helps to support a quality housing stock. Rental codes also protect tenants and help to ensure rental properties are properly maintained.



Chapter 4: Utilities and Services

INTRODUCTION

Marshall, in its role as a regional employment hub, has a system of infrastructure, utilities and services that supports the high quality of life provided to the city's residents. As the community grows, both in population and economically, it is vital that infrastructure systems are maintained and expanded as needed. In some circumstances new facilities will be needed to support growth both on the exterior of the city and internally through redevelopment. System expansion can impact citywide service and care should be taken to ensure that the remaining system's quality is not negatively impacted.

In this Comprehensive Plan, the Utilities and Services chapter covers transportation infrastructure, water, wastewater, and sewer facilities, and emergency services and public safety. The purpose of this chapter is to inventory the City's existing system of utilities and infrastructure, provide policy and implementation actions that protect the long-term quality of life in Marshall, and facilitate the continued growth of the community.

WHAT ARE UTILITIES AND SERVICES?

Utilities and services include the basic services and infrastructure provided by the city and partner agencies that are necessary to allow residents and businesses to thrive. Ongoing maintenance is a key aspect of ensuring that the City continues to provide adequate services that will protect livability and allow the city to continue to grow. This chapter provides analysis, a forward-looking goal, and city priorities addressing a few key aspects of utilities and services: 1) transportation infrastructure; 2) water; 3) sanitary sewer; 4) stormwater; and 5) public safety and emergency response.

Transportation Infrastructure

Within this chapter, transportation infrastructure includes the city's primary transportation facilities, namely its road system. It overviews the system of roads that residents use to travel throughout and in and out of the city, and provides implementation actions intended to ensure that residents have safe and efficient transportation choices.

Water and Sanitary Sewer

This chapter includes a high-level inventory of the city's water supply and sanitary sewer systems, which provide drinking water to and transport waste away from the city's residents and businesses. Ensuring access to clean water and a well-maintained sanitary sewer system is a key aspect of protecting public health and maintaining a high quality of life for residents.

Stormwater Management

Stormwater management facilities are intended to control, infiltrate, and move surface water. A well-functioning stormwater management system can help to prevent flooding events and protect other city infrastructure.

Public Safety and Emergency Response

Public safety and emergency response includes the city’s fire service, emergency medical services (EMS), and law enforcement.

UTILITIES AND SERVICES GOAL AND FOCUS AREAS



As outlined in Chapter 2, each plan element includes an overarching goal that drives implementation actions. Accompanying each goal is a set of focus areas, that are intended to supplement the goal and provide additional guidance for plan implementation. The Utilities and Services goal and focus areas are as follows:

UTILITIES & SERVICES	
GOAL:	Maintain a system of high quality utilities and services that respond to changes through a focus on maintenance, investments in needed expansion, and attention to regular operations.
FOCUS AREAS:	<ul style="list-style-type: none">• Maintenance• Operations• Future Expansion• Sustainable Infrastructure

KEY EXISTING CONDITIONS

This section overviews the facilities and services the City of Marshall and partner agencies provide to residents and businesses. These services include utilities, such as water, sanitary, and stormwater service, infrastructure, such as roads and trails, and public safety such as police, fire, and EMS. Providing these services and facilities in an efficient and high-quality manner is vital to retaining and attracting residents and businesses.

TRANSPORTATION

Transportation Facilities

Marshall is served primarily by US Highway 59 (US 59) and three State Highways MN 23, MN 19, and MN 68. There are a number of County Highways that connect to local streets within Marshall; however, County State Aid Highway 7 (CSAH 7) and County State Aid Highway 33 (CSAH 33) extend into City limits. US 59 provides north/south access from Marshall to the rest of Southwest Minnesota, while regional county roads connect Marshall with areas to the east/west of the city. Other roadways within Marshall are owned and maintained by the city.

Marshall's roadways are organized into multiple functional classifications (see **Table 1** and **Figure 1**). These classifications organize roads based on their traffic volume, connectivity, speed, and length. Arterial roadways provide quick and efficient mobility, collector roadways link arterials to local roads and have some features of both, while local roadways provide access to homes and businesses and typically have lower speeds with higher connectivity.

Table 1 overviews the number and length of roadways that serve Marshall.

Table 1. Functional Class Length in Miles

Functional Class	Number or Roads	Total Length (miles)
Local	651	127.9
Major Collector	42	28.4
Minor Arterial	6	17.3
Minor Collector	26	12.5
Principal Arterial	6	13.9

Functional Class Definitions

According to the [Minnesota DOT](#), functional classifications for urban streets are defined as follows:

Principal Arterials provide continuity from the rural principal arterials for through traffic and between major centers within the urban area.

Minor Arterial provide intra-community travel, do not penetrate neighborhoods, and are generally spaces no more than 1 miles apart in fully developed areas.

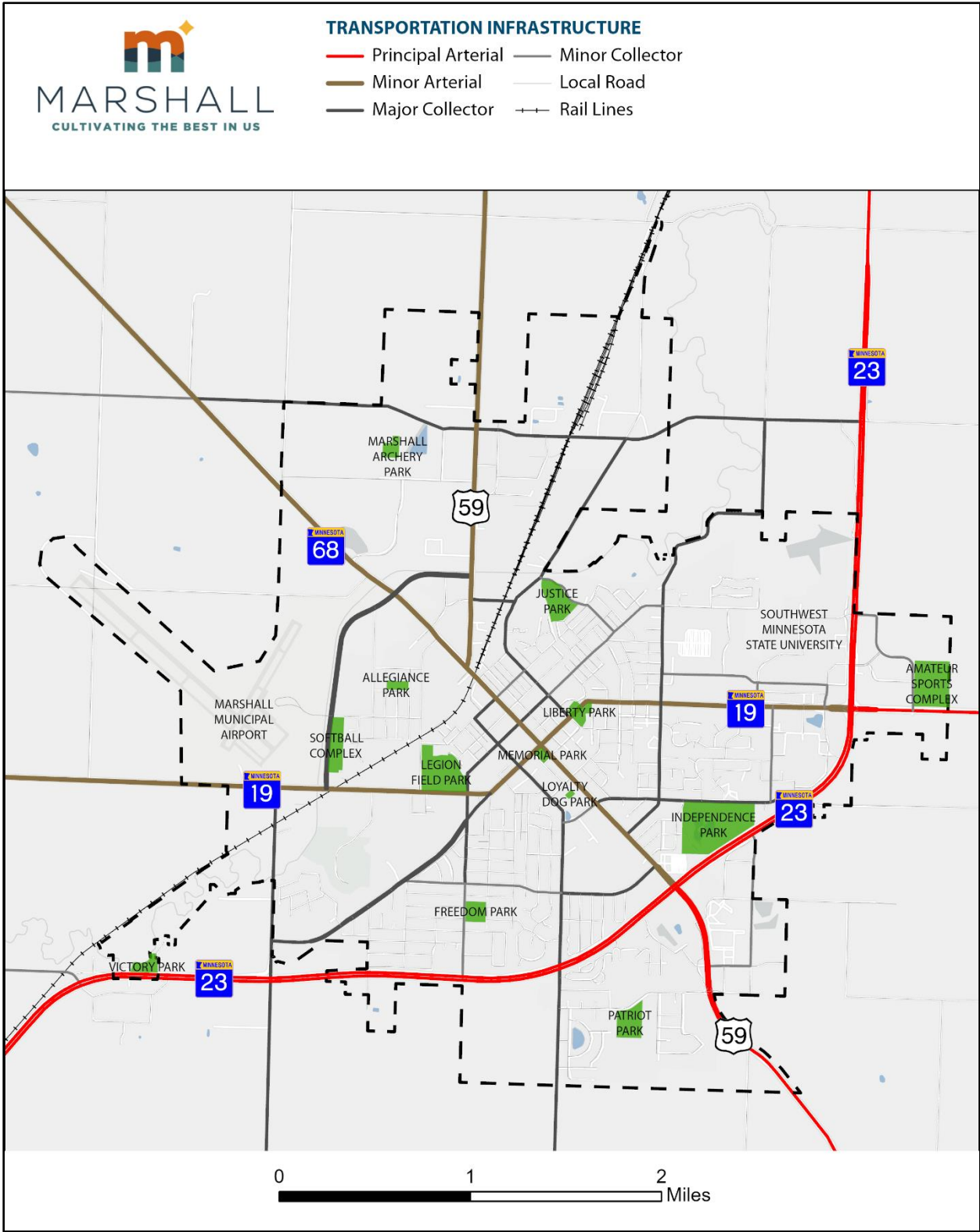
Major and Minor Collectors provide land access and traffic circulation within neighborhoods.

Local Roads provide access to abutting land.

The City of Marshall is also home to the Southwest Minnesota Regional Airport Marshall/Ryan Field on the west side of the City. The airport has two runways, first a 7,220-foot primary runway and a 4,000-foot crosswind runway. While there are not currently commercial flights out of the airport, it is commonly used for chartered flights, emergency medical travel, agriculture, firefighting, and other personal uses.

Transit in the city is provided by Community Transit, operated by the United Community Action Partnership. They provide both bus and dial a ride services. Two fixed routes are available in the city, the Red Route and the Blue Route.

Figure 1. Transportation Infrastructure Map



WATER, SANITARY, AND STORMWATER

The City of Marshall provides sanitary sewer and stormwater utility service, while Marshall Municipal Utilities provides water service. Water services include all potable water which enters a home, including that which comes through faucets and toilets. Sanitary services include removal of waste from homes, businesses, and factories that go down a drain or toilet. Stormwater management includes the retention, diversion, and storage of water from storm events.

Water

Water moves throughout Marshall through two primary modes: Water mains and water service lines. Water mains act as the main transport route, as they connect large portions of the city together and move high volumes of water. Water service lines then connect these mains to individual homes and businesses. Most of the city has efficient access to water mains, especially developed areas (see **Figure 2**). As the city expands, they may need to consider expansion of main lines to meet growing demand.

Sanitary

Wastewater is disposed through the city's sanitary system. This includes a series of lift stations, pipes and service lines, and force mains (see **Figure 3**). Working together, these facilities remove wastewater from homes, businesses, and industries, treats and filters the water, and discharges clean water back into the environment.

Stormwater

As development occurs, and natural surfaces are replaced with impervious surfaces, stormwater from rain events is often increasingly diverted. This water, which used to be able to permeate into the soil and reenter the water cycle, is now diverted due to paved streets, parking lots, or roofs and becomes standing water. Managing and effectively storing this stormwater is key in creating a healthy environment and water system and preventing flooding in Marshall. Within the city, this stormwater is handled by a system of stormwater pipes, intakes and outlets, ponds, levees, filtration, settlement of pollutants, lift stations, and a variety of other facilities (see **Figure 4**). The City has two stormwater lift stations, first being the Tiger Lake Lift Station, and second, the Highway 23 Underpass Lift Station.

Figure 2. Water Systems Map

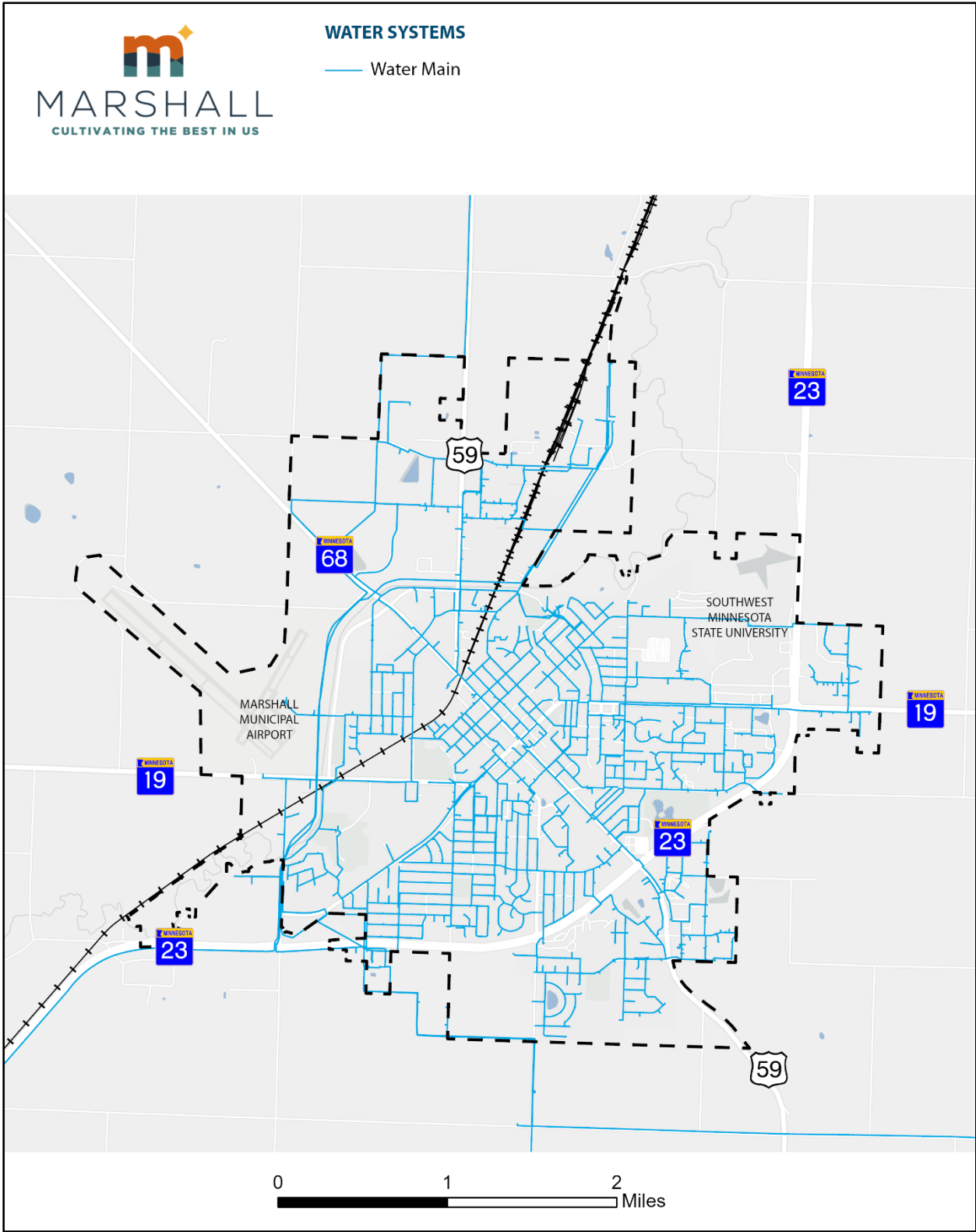


Figure 3. Sanitary Sewer Map

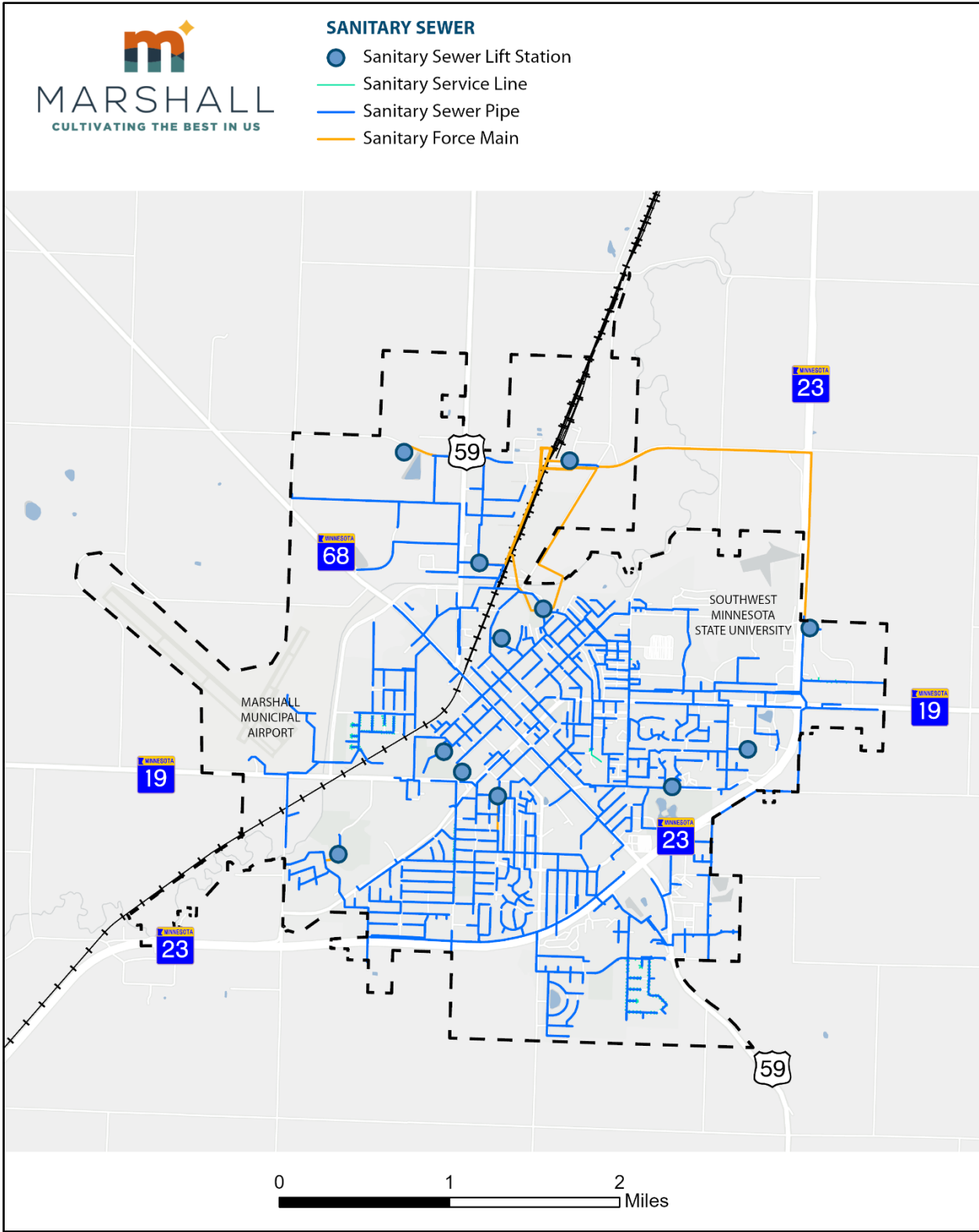
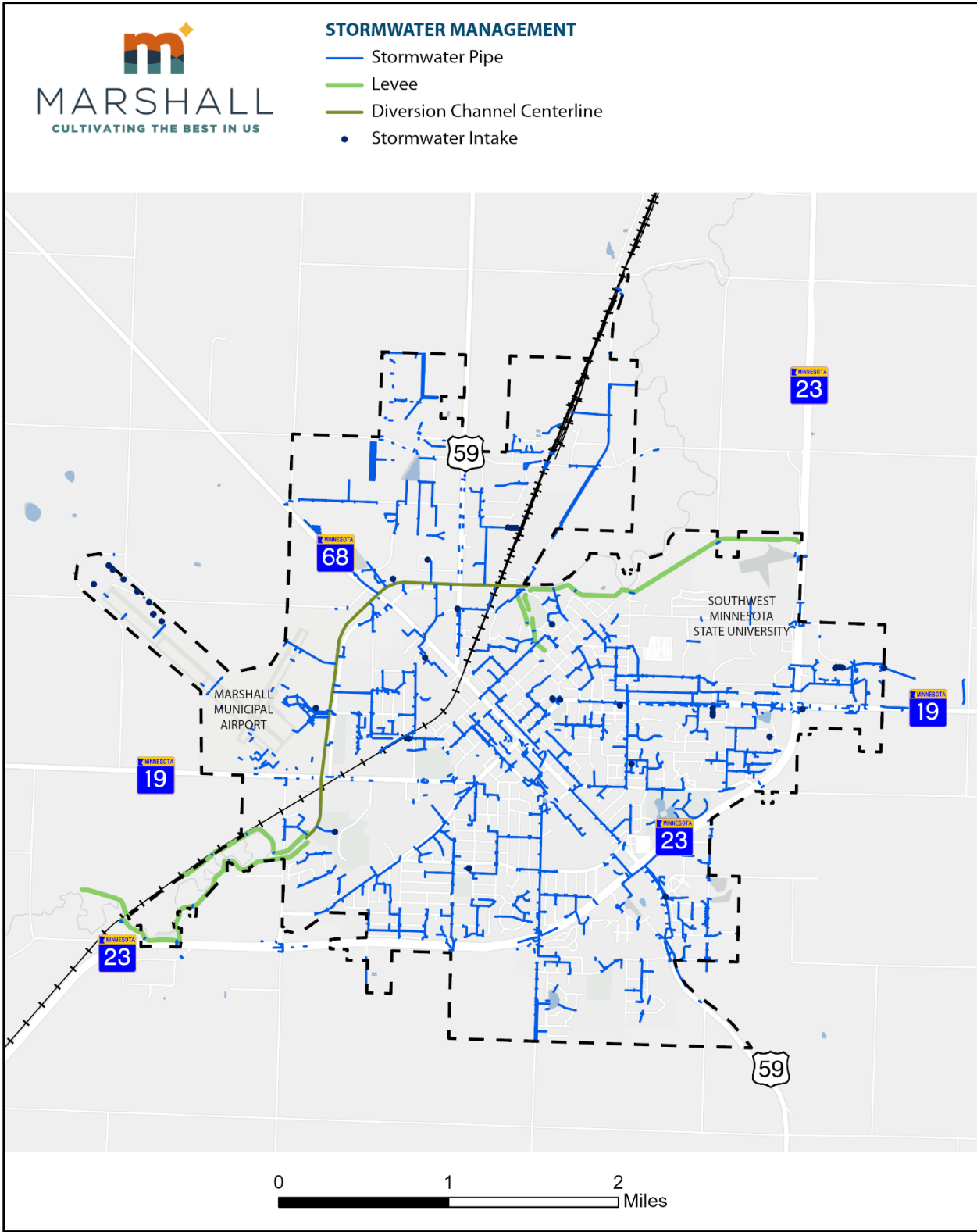


Figure 4. Stormwater Management Facilities Map



POLICE, FIRE AND EMS SERVICES

Public safety is one of the most important aspects of life in Marshall. As a part of public input, residents expressed appreciation of how safe the community is. Public safety services in the city are provided by the Marshall Police Department and the Marshall Fire Department.

Police

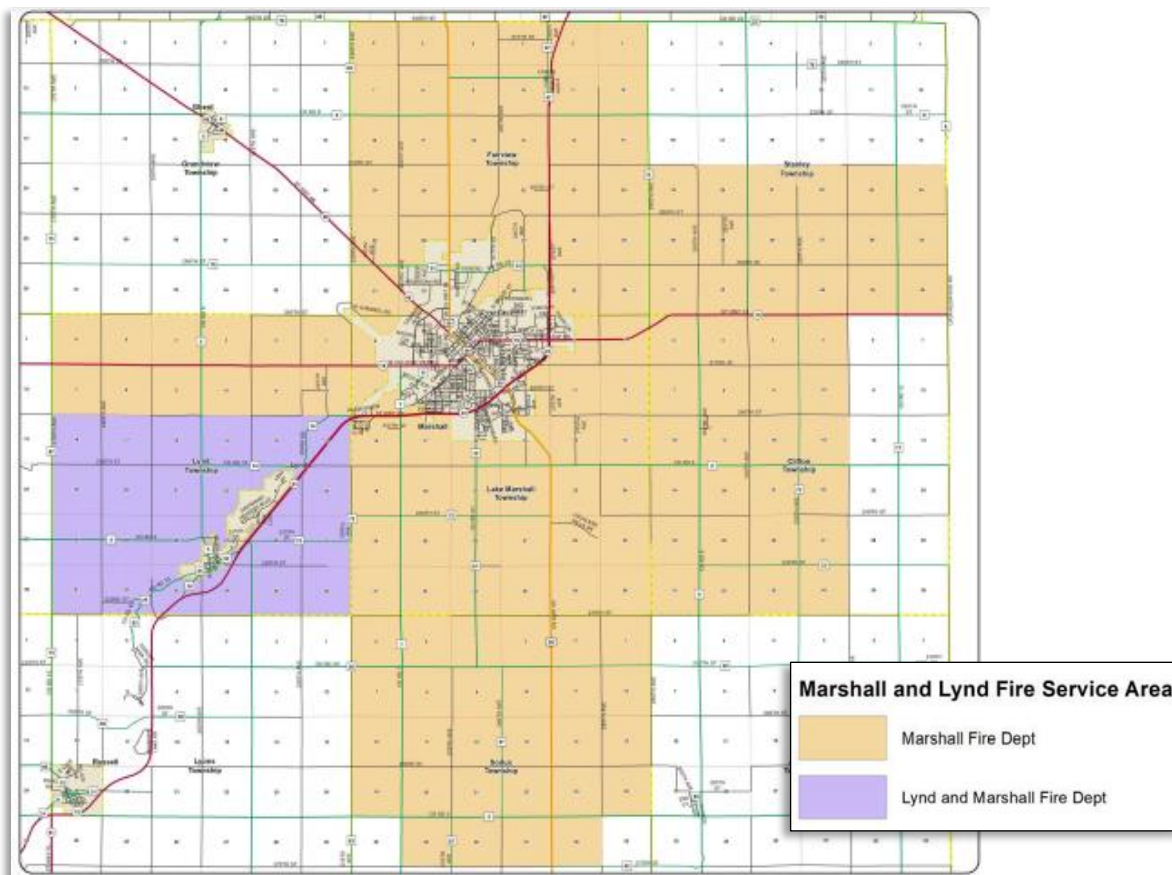
The Marshall Police Department works to ensure safety and peace for residents and visitors in the city. The department's 28 employees receive nearly 8,000 calls each year, equaling almost 5,000 hours communicating with residents. Their efforts contribute directly to the city's well-being, and they can play an important role as community liaisons.



Fire and Emergency Medical Services (EMS)

The Marshall Fire Department not only serves the City of Marshall, but the greater Lyon County area as well (see **Figure 5**). They assist the Lynd Fire Department on structural fires within the shared Lynd/Marshall service area and serve as primary fire response for a substantial portion of Lyon County and, through mutual aid agreements, assists all fire departments in the County as needed.

Figure 5. Marshall and Lynd Fire Department Service Areas



UTILITIES AND SERVICES CONSIDERATIONS

CITY GROWTH

As the city grows, the expansion of the utility and infrastructure system should be a key consideration. There are areas located within the city limits and outside that may be slated for future growth (see **Chapter 3 Figure 3**). As those areas are developed, care should be taken to ensure that utilities and infrastructure are provided in an efficient and cost-effective way. Additionally, the Future Land Use Plan calls for increased densities in areas throughout the city. As those areas densify, utility needs in areas that are currently being served may increase.

MUNICIPAL SEPARATE STORM SEWER SYSTEMS PROGRAM (MS4)

Under state and federal law, as enforced by the U.S. Environmental Protection Agency (EPA) and Minnesota Pollution Control Agency (MPCA), the City of Marshall is required to reduce pollution from stormwater to surface waters and groundwater. As a part of the National Pollutant Discharge Elimination System, the City is required to hold a Municipal Separate Storm Sewer Systems Program (MS4) permit. Under the City's permit, the City is required to meet certain pollution control measures, including public education and outreach, public participation/involvement, illicit discharge detection and elimination, construction site stormwater management in new development and redevelopment, and pollution prevention/good housekeeping.

SUSTAINABLE INFRASTRUCTURE

As was identified in the Utilities and Services focus areas, the sustainability and resilience of the city infrastructure is an important aspect of maintaining a high quality-of-life for city residents. A sustainable infrastructure system works to minimize the environmental, economic, social, and fiscal impacts of the infrastructure system. It is also designed to maximize the system's resilience, which will minimize the time that it goes offline due to storm, flooding, or other events. As the city considers investments in infrastructure, utilities, and growth, it should also work to improve the sustainability of the infrastructure and utility system.

Chapter 5: Economic Development

INTRODUCTION

Marshall's local economy provides access to goods, services, and entertainment for not only for local residents and visitors, but for the greater region. With its location in southwest Minnesota, Marshall serves as a regional economic hub, serving shopping, dining, and entertainment needs for at least a 30 mile radius. A vibrant local economy must strike a balance of a capable workforce, local services, and a growing demand. These are all considerations for the tools and resources that should be available in the community.

In this Comprehensive Plan, the Economic Development Chapter explores the role of economic development in the city's long-range planning. The purpose of this chapter is to highlight the data points and resources that should be referenced to support a thriving economy.

WHAT IS ECONOMIC DEVELOPMENT?

The practice of economic development is a focus for communities as an avenue for economic progress. It is the process of establishing, growing, and maintaining wealth in a manner that benefits the city, its residents and visitors, and the surrounding region. Economic development strategies are successful when they can respond to the unique conditions of the community while responding to the various needs. It is influenced by a number of factors, including partnerships, workforce, housing, and business sectors.

Partnerships

Partnerships and collaboration are key components of successful economic development work. While a function of the city, long-term mutually beneficial relationships with local and regional businesses and community organizations are key to overall success.

Workforce

The people who comprise the available workforce within a community are critical to growth and maintenance. A diverse economy requires a diverse workforce that can fill various roles and needs to support a range of employment opportunities. Factors of educational background, skillset and workplace needs (physical and social infrastructure) must also be considered.

Housing

The local housing stock is directly tied to the available workforce within a community. A diverse and affordable housing market provides current and potential employees a place to call home. While not all employees must reside within the community they work in, the availability of housing can directly impact the types of workers available.

Business Sectors

There are many businesses that provide the standard or basic services within the community, which are needed to satisfy basic needs. These include grocery stores, convenience stores, etc.

The large employment sectors will vary community by community in response to the surrounding region, available workforce, etc.

ECONOMIC DEVELOPMENT GOAL AND FOCUS AREAS



As outlined in Chapter 2, each plan element includes an overarching goal that drives implementation actions. Accompanying each goal is a set of focus areas, that are intended to supplement the goal and provide additional guidance for plan implementation. The Economic Development goal and focus areas are as follows:

ECONOMIC DEVELOPMENT	
GOAL:	Collaborate with the community to advocate for new and local investment that makes Marshall the place to spend and earn your money, while supporting existing businesses and a qualified workforce.
FOCUS AREAS:	<ul style="list-style-type: none">• Existing Business Support• New Growth Opportunities• Workforce Development• Community Amenities• Partnerships• Housing

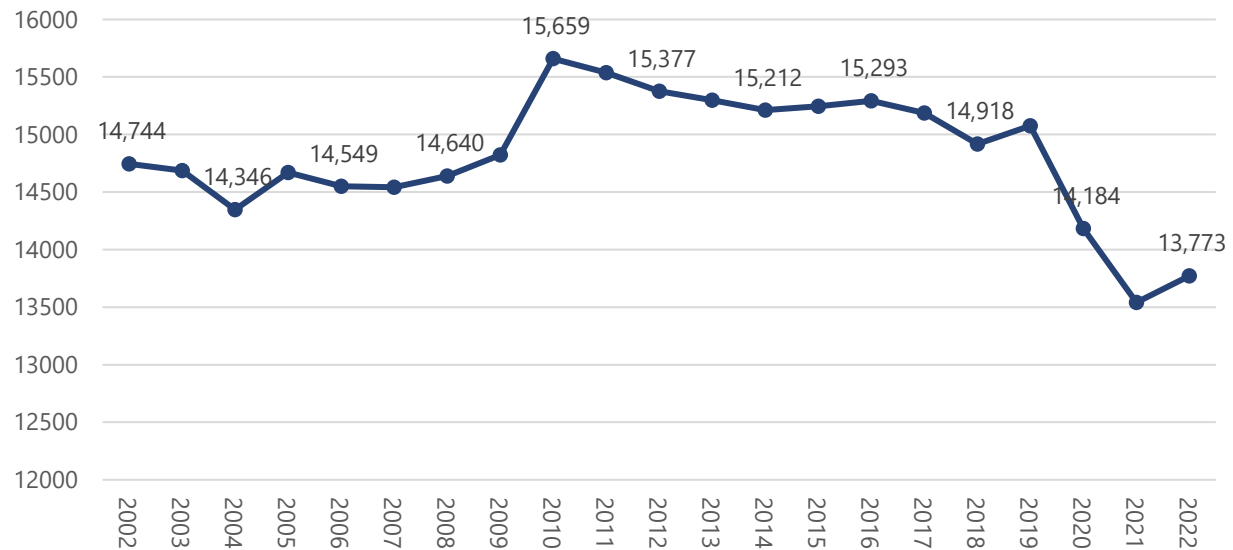
KEY EXISTING CONDITIONS

This section overviews existing conditions specific to economic development within the City of Marshall. This includes a variety of local and regional data points that set the stage for future investments that support a thriving economy.

LABOR FORCE ESTIMATES

Labor force gives an estimate of the overall number of jobs within a local community. The Minnesota Demographer provides the projections of changes in the labor force, noted below, while also estimating the number of current employees. This data is available at the county level rather than the city level. The data includes an average of number of employees calculated from the four quarters; however, the data was pulled mid-year in 2022 and includes only two quarters of data. In 2022, a total of 13,773 employees were identified in Lyon County. This does represent a loss of nearly 1,400 participants over the last four years (see **Figure 1**). There are a number of factors that contributed to the loss including a declining population in Lyon County, an aging population with higher number of retiring employees, and shifts in remote work policies.



Figure 1. Labor Force Estimates

Source: DEED Local Area Unemployment Statistics (LAUS) Program

LABOR FORCE PROJECTIONS

Similar to the population projects discussed in Chapter 2, projections can be identified for the labor force (or workforce) within a place. The Minnesota Department of Employment and Economic Development (DEED) creates labor force projections for the next ten years. These labor force projections are based on the State Demographer's overall population estimates calculated prior to the 2020 Census. As a result, the 2033 project shows a significantly greater projection than the actual 2022 numbers. While this growth is not anticipated, the projected trend of a loss of 6.3 percent over the next ten years should be noted. Based on this data, Lyon County is forecasted to see a decrease in the overall labor force by 2033 (see **Table 1**). This decrease in labor force mimics the county's overall population projections.

Table 1. 2033 Labor Force Projections

	2023 Labor Force Projection	2033 Labor Force Projection	2023-2033 Change Change	% Change
15 to 24	3,519	3,898	379	10.8%
25 to 34	2,891	2,506	-385	-13.3%
35 to 44	3,262	2,596	-666	-20.4%
45 to 54	2,693	2,983	290	10.8%
55 to 64	2,898	2,379	-519	-17.9%
65 to 74	2,568	2,351	-217	-8.5%
Total Labor Force	17,831	16,713	-1,118	-6.3%

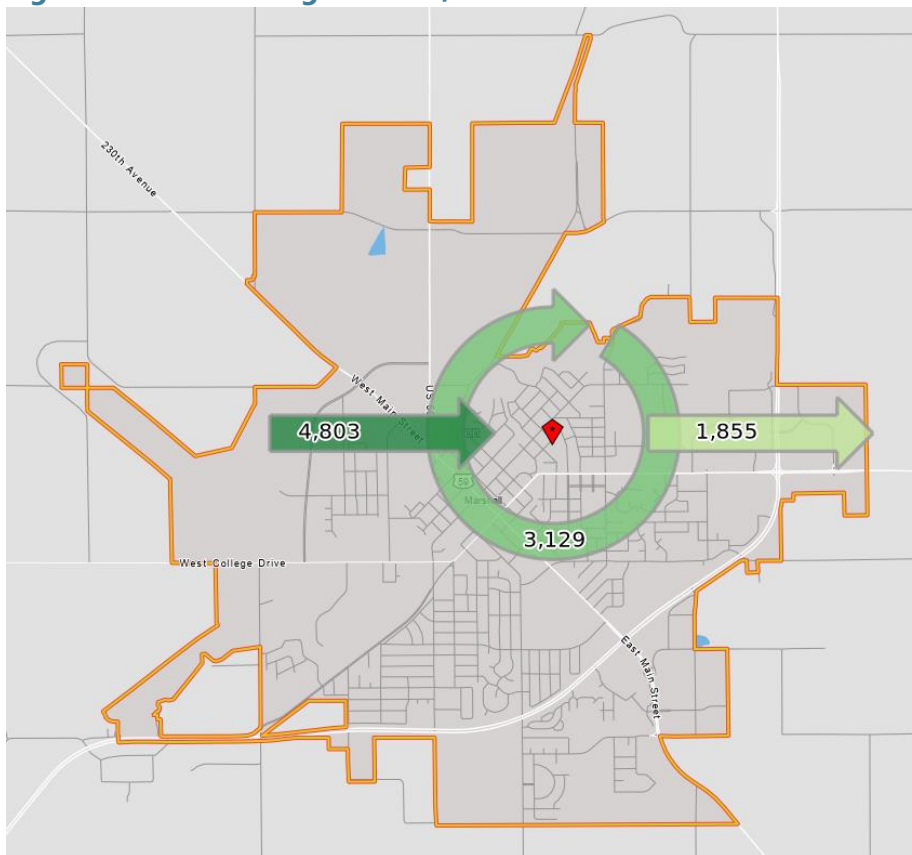
Source: Lyon County Labor Market Analysis, MN DEED. Calculated from Minnesota State Demographic Center Population Projections.

INFLOW/OUTFLOW

Jobs within a community are held by a combination of local and regional employees. Additionally, community residents may also choose to leave Marshall for employment opportunities. The commute to and from work is one of the largest sources of personal travel, and identifying patterns helps to ensure the local transportation system runs efficiently. As Marshall is a regional employment center, one may expect most residents to be living and working within city limits, along with a high number of non-residents commuting into Marshall for employment. According to 2019 ACS estimates, this expectation is correct – nearly 5,000 employees commute into Marshall, compared to the nearly 2,000 who commute out (see **Figure 2**). There are also approximately 3,100 residents who both live and work within city limits.

The method and distance of travel for employment are also estimated in Census data. According to the 2019 ACS estimates, nearly half of employees who reside in Marshall and work outside of the community travel less than 10 miles for work. Approximately 30 percent of employees with jobs outside of Marshall travel between 10 and 50 miles to work and the remaining 20 percent are employed at locations over 50 miles away. The jobs located more than 50 miles away are primarily from the Northeast and East, including places like Mankato and the Minneapolis/St. Paul Urban Area. The method of commute is primarily single-occupancy vehicles, with some residents carpooling or using public transportation (see **Table 2**).

Figure 2. Commuting Patterns, 2019



Source: Census – On the Map, 2019



Table 2. Method of Commute

	Single-Occupancy Vehicle	Carpool	Public Transportation
Residents	5,574	612	38
Percentage	89.5%	9.8%	0.7%

Source: US American Community Survey, 2019

RETAIL TRADE ANALYSIS

The City of Marshall partnered with the University of Minnesota Extension for a Retail Trade Analysis in 2021. This analysis provides data specific to the City of Marshall through 2019. Overall, the Retail Trade Analysis showed a taxable retail and service sales increase from 2016 to 2019 for 7.6 percent. The 2019 sales total was recorded at an estimated total for \$211 million. Many retail and service categories experienced growth in this three year window, with the two areas of largest growth in Building Materials (\$8.3 million increase) and Eating and Drinking (\$3.5 million increase). A decrease was experienced for the same time period in only three categories: Miscellaneous Retail (\$3.6 million loss), General Merchandise Stores (\$1.2 million loss), and Leisure Goods (\$0.01 million loss).

This analysis also compares the draw for retail spending into the community, using a tool called a pull factor. Pull factors are presented on a scale to track changes in a location's trends or are used as a point of comparison to other areas. Since 1990, Marshall has had a relatively stable pull factor. When compared to other similar sized southwestern Minnesota regional centers (Redwood Falls, Willmar, and Worthington), Marshall ranked with the top pull factor in the late 1990's and early 2000's and was just points from Willmar in 2019 (see **Table 3**).

A pull factor compares the local taxable sales per capita to that of the state. A pull factor higher than 1.0 usually indicates that businesses are pulling in customers from outside the community.

Table 3. Comparison with Competing Trade Centers, 2019

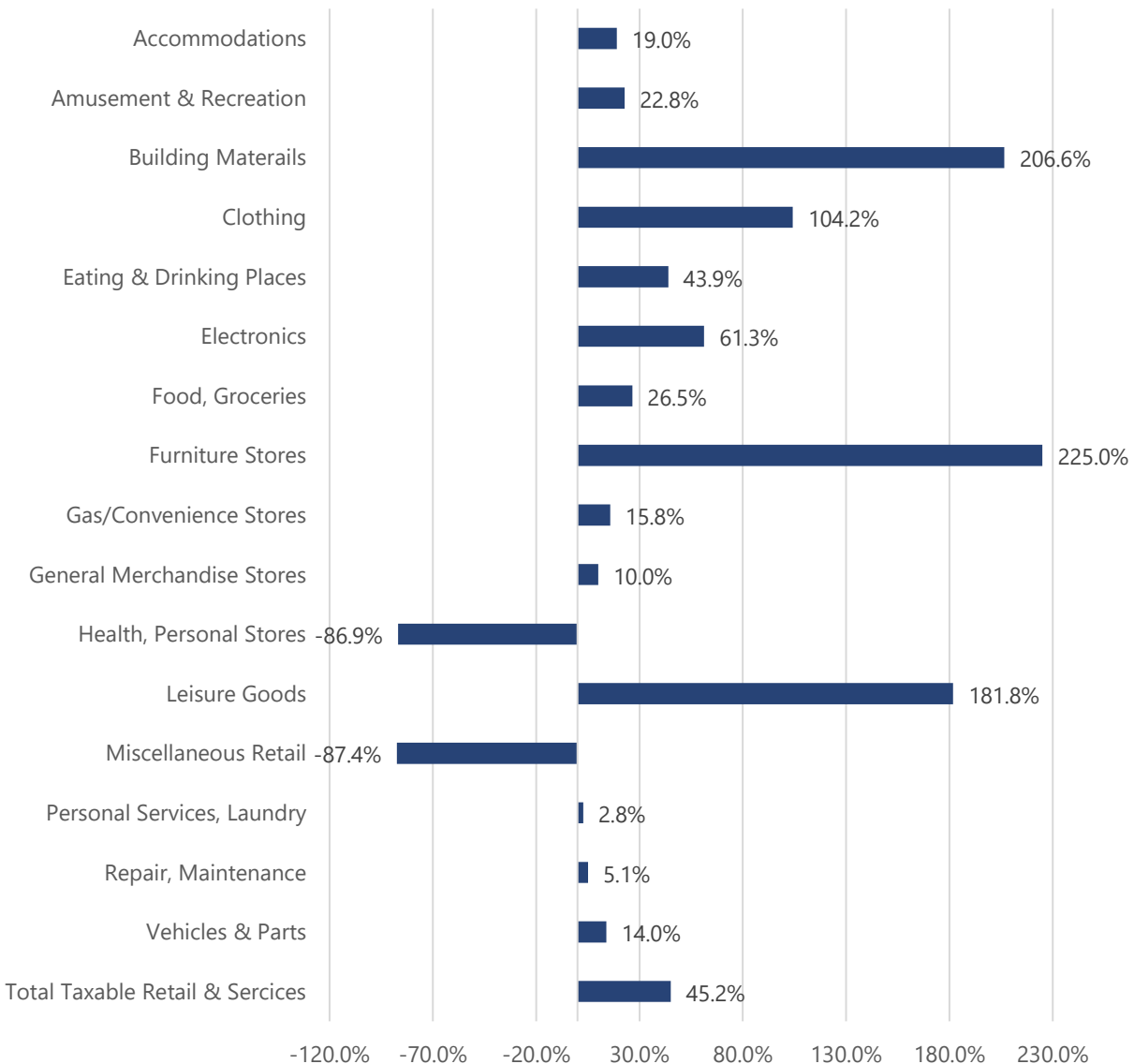
City	Population	Gross Sales (\$millions)	Taxable Sales (\$millions)	Number of Firms	Per Capita Taxable Sales	Pull Factor (Taxable Sales)
Marshall	13,835	\$448.22	\$211.09	342	\$15,258	1.58
Redwood Falls	5,236	\$154.03	\$54.23	120	\$10,358	1.07
Willmar	20,226	\$955.95	\$322.90	474	\$15,964	1.65
Worthington	13,522	\$393.69	\$138.31	246	\$10,228	1.06

Source: University of Minnesota Extension, 2021 Marshall Retail Trade Analysis

Another element included in the trade analysis is the actual sales of various merchandise categories in comparison to their expected sales calculated from previous sales and national or

regional trends. The results of this analysis for 2019 showed that all but two of the merchandise categories experienced higher sales than expected (see **Figure 3**). Specific factors that may have contributed into the Health, Personal Stores and Miscellaneous Retail categories under-performing are unknown; however these are two categories which have experienced similar trends historically. Overall, the city experienced a retail surplus of 45.2 percent in 2019.

Figure 3. Merchandise Categories Expected versus Actual Sales, 2019



Source: University of Minnesota Extension, 2021 Marshall Retail Trade Analysis

UNDERUTILIZED PROPERTY ANALYSIS

New investments in a community's economy can include new outward growth or reinvestment and infill opportunities. An analysis of the existing utilization of properties based on their value and land area provides a comparison of properties within the community and identifies

potential opportunity sites. Two analyses were completed based on 2022 Lyon County assessment data – **parcel utilization** and **property value per square foot**.

Parcel Utilization

This analysis compared the overall county assessed property value to the improvement value to identify the overall utilization of each property. A simple calculation of the improvement value to

Parcel Utilization Definitions

Property Value: The total value of a property, including the value of the land and any improvements.

Improvement Value: the value of all physical improvements made to a property (e.g., buildings, infrastructure, etc.).

the property value shows the property's value of the improvements versus the land. The resulting data provides insight into highly utilized properties where the improvements are a high

percentage of the property's overall value. Generally, these are properties that provide an economic development value to the community.

The parcel utilization throughout the community varies area by area (see **Figure 4**). Generally, there is not one area that emerges as highly or underutilized. The Downtown is a great example of a mixture of utilization – identifying both successful investments and opportunities for future change. Examples of highly utilized parcels identified in this analysis include: Avera Regional Medica Center, Marshall YMCA, Runnings Warehouse, Performance Food Service, and US Bank. The reverse is also calculated, where the improvement value is a small percentage of the overall property value, identifying potential opportunities for reinvestment in the property. For example, the Market Street Mall is identified as underutilized, confirming opportunities for reinvestment. While this calculation is a helpful tool in an assessment of areas that support reinvestment, additional analysis may be warranted as redevelopment is explored.

Property Value per Square Foot

A second analysis of the overall land value to the size of a property is another helpful tool for understanding how land is utilized throughout the community. This analysis compares the overall property value to the size of the overall lot, identifying less utilized parcels with a value per square foot of less than \$5 to highly utilized parcels with a value of over \$22 per square feet. This data shows another layer to be considered when identifying opportunities for reinvestment, especially when areas of low utilization are located in areas of otherwise highly utilized parcels. For example, Downtown Marshall is shown to have varied results across parcels of generally the same size (see **Figure 5**). Secondly, the Market Street Mall is identified as a less utilized parcel in an area with higher utilization (First Independent Bank, Access Health & Avera Medical Group, and Caribou Coffee).

Figure 4. Parcel Utilization

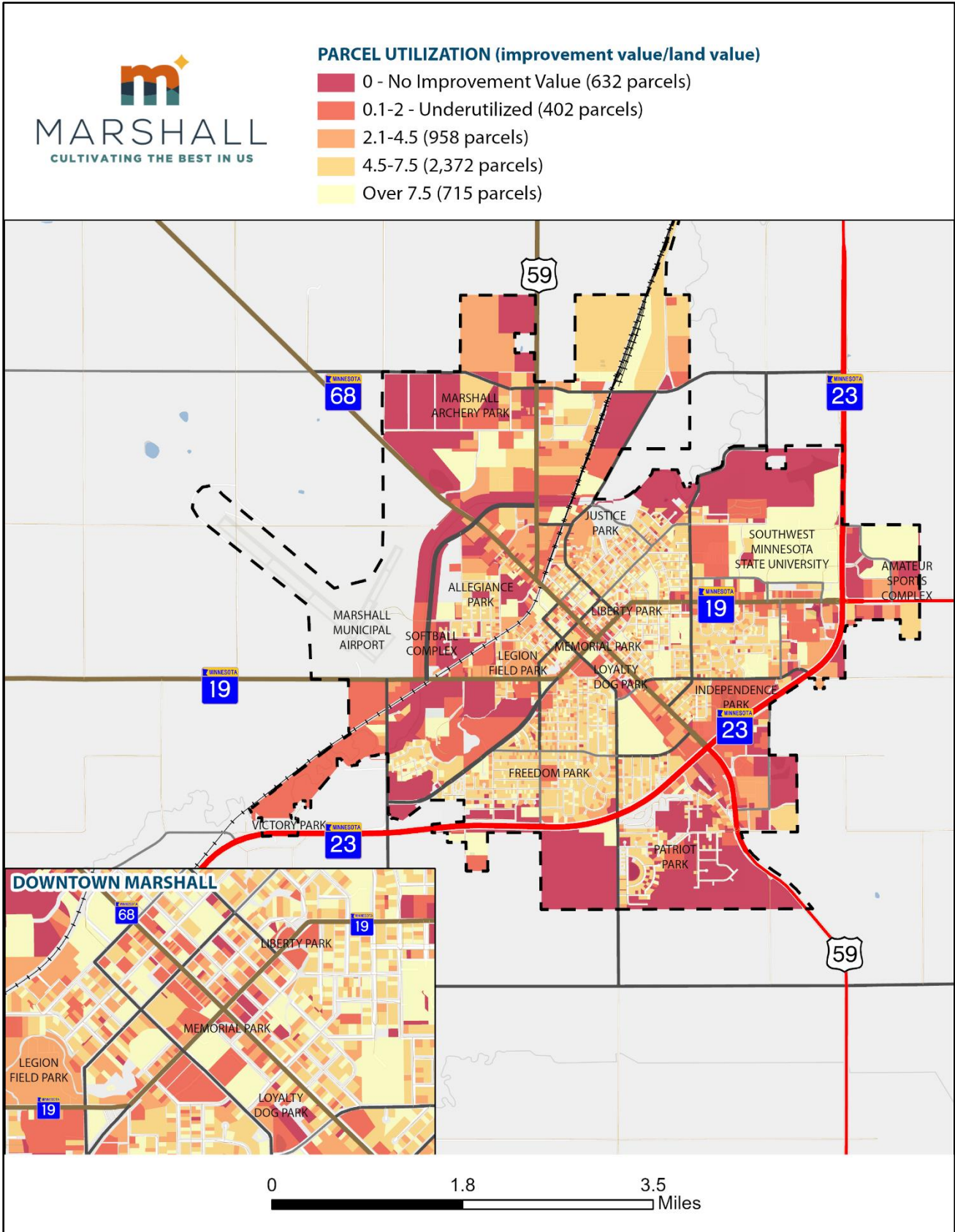
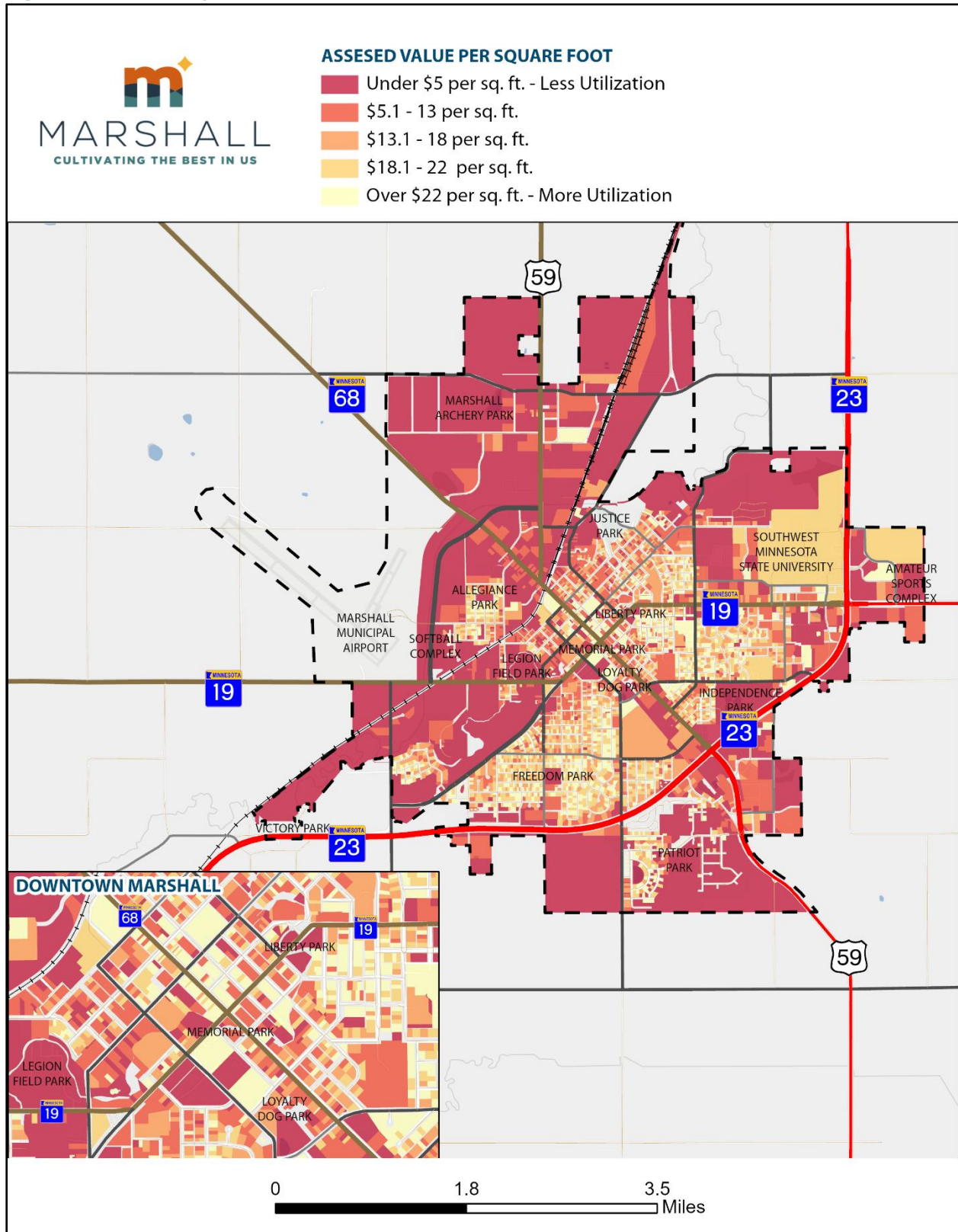


Figure 5. Property Value per Square Foot, 2022



MAJOR EMPLOYERS

Marshall has continued to be the home for many large and growing companies over the years. While each business is important to the community regardless of size, large employers influence many trends and conditions within the economic development community. In 2021, there were over 20 employers that supported over 100 employees locally. The fifteen employers with the top number of employees in 2021 are highlighted below, supporting nearly 5,500 full and part-time employees.¹

1	Schwan's Company, and affiliate of CJCJ Food, Americas	900 employees
2	Avera Marshall	675 employees
3	US Bancorp	550 employees
4	Turkey Valley Farms	450 employees
5	Marshall Public Schools	450 employees
6	Southwest Minnesota State University	436 employees
7	Hy-Vee Food Store	400 employees
8	Sevita	350 employees
9	North Star Mutual Insurance	272 employees
10	Archer Daniels Midland	260 employees
11	Wal-Mart	255 employees
12	Runnings	228 employees
13	Cygnus Home Service (Schwan's)	150 employees
14	Menards	130 employees
15	Ralco Nutrition	124 employees

¹ Work Force-Major Employers. City of Marshall.

https://ci.marshall.mn.us/economic_development/workforce/index.php



ECONOMIC DEVELOPMENT TOOLS AND RESOURCES

The City of Marshall's economic development focus has supported great strides and growth in recent years. Coupled with the efforts of local and regional partners, there is a bright future for local businesses and entrepreneurs. The six focus areas identified within this Comprehensive Plan should be used to guide action and investment by the City and the Economic Development Authority. These focus areas and supporting actions are summarized in the graphic below. Tools and resources for taking these actions are identified in the following pages.

Focus Area	City of Marshall Supporting Actions
Existing Business Support	<ul style="list-style-type: none"> • Maintain organization capacity that provides community support and advocacy to all businesses. • Support the creation of district or subarea development groups that support existing sectors (i.e., downtown business group). • Maintain and expand local programs and funding sources that promote continued investment in local businesses.
New Growth Opportunities	<ul style="list-style-type: none"> • Collaborate with existing and support the development of local investment groups. • Monitor market changes and trends to influence attention in certain sectors and respond to saturation. • Balance support of industrial growth and retail/service growth opportunities.
Workforce Development	<ul style="list-style-type: none"> • Maintain open collaboration with local businesses to understand workforce needs. • Collaborate with SMSU and Marshall Public Schools to support educational programming that creates a life ready workforce. • Support investments in local infrastructure that brings and keeps a workforce in Marshall.
Community Amenities	<ul style="list-style-type: none"> • Invest in local amenities that support access to a high quality of life for a diverse community. These amenities can include built infrastructure that provides services and space, gathering spaces for people to connect, or programming and events that allow for social connection.
Partnerships	<ul style="list-style-type: none"> • Maintain mutually beneficial relationships with local and regional economic development partners to support the work of the Economic Development Authority.
Housing	<ul style="list-style-type: none"> • Actively monitor the housing market to anticipate changing trends and needs, collaborate with local housing developers and builders to respond, and utilize incentives to support housing development. • Adopt policies and funding programs that support affordable housing development and housing maintenance (e.g., rehabilitation tools).



There are a number of tools and resources currently in use or available at the local, regional, and state level. These include funding opportunities, marketing and sales techniques, technical support, and information on starting and operating a small business. Many of these programs are highlighted here; however, these programs are always evolving and current information from the sponsoring agency should always be referenced.

PARTNERSHIPS

The City of Marshall has many local and regional partners who support a thriving economy. Their specific contributions to economic development are summarized below along with current collaboration opportunities.

City of Marshall Economic Development Authority (EDA)

The City's EDA is a driving force behind economic development activities within the City of Marshall. The EDA's mission is *"to attract, promote, retain, and expand economically sound industry, businesses and commerce and housing within the Marshall community"*. The nine member Board of Directors actively works with the EDA staff to support local initiatives and growth opportunities.

Southwest Minnesota State University



Southwest Minnesota State University (SMSU) provides educational opportunities for students and residents, attracts students and employees who support the local economy, hosts events that draw a regional crowd, and supports overall community success.

Marshall Public Schools



Marshall Public Schools play a key role in educating and preparing young residents for the workforce. Additionally, a strong school district is a major attractor when families are looking to relocate. With strong connections to local educational, apprenticeship, internship, and employment opportunities, the school district helps shape our economy today and in the future.

Marshall Area Chamber of Commerce



The Marshall Area Chamber of Commerce operates locally and strives to protect and improve the business climate within the community. To date, over 440 local businesses, organizations, and coalitions are partnered with the Marshall Area Chamber to support the community. The Marshall Area Chamber supports a variety of efforts and events that support the City's economic development goals. From networking opportunities to leadership training, there are many resources available through the Chamber's activities.

Visit Marshall – Visitors Bureau



Visit Marshall supports the local Marshall economy in a number of ways – from hosting local events that support the local sense of place and quality of life to welcoming visitors and future neighbors into the community.

Southwest Regional Development Commission



The Southwest Regional Development Commission (SRDC) serves a nine-county area of Southwest Minnesota including Cottonwood, Jackson, Lincoln, Lyon, Murray, Nobles, Pipestone, Redwood, and Rock Counties. The SRDC provides two major functions for its counties, cities, and townships – planning and economic development. Primary efforts that support local economic development in Marshall include the administration of a Revolving Loan Fund and the resources provided through the comprehensive economic development strategy. The revolving loan fund includes a variety of funding opportunities that can be applied for. Current opportunities include the COVID-19 Revolving Loan Fund, SRDC Revolving Loan Fund, and Property Assessed Clean Energy (PACE) Fund.

Minnesota Department of Employment and Economic Development (DEED)



DEED's mission is to empower the growth of the Minnesota economy, for everyone. DEED is the state agency that supports regional and local economies throughout the State of Minnesota to create thriving and diverse economies, workforces, and quality of life. The work within this department varies from education, workforce development, and grant programs.

MN Housing Finance Agency



The MN Housing Finance Agency supports local economies through programs and resources that support successful homeownership through purchase, repair, or remodel. There are a number of tools available to current or prospective homeowners from first-time homebuyers' education through foreclosure prevention.

Prairieland Economic Development Corporation



Prairieland Economic Development Corporation is a non-profit lender that provides financing solutions for small businesses including Prairieland EDC Direct Loans, 504 Loan Programs, and SBA 504 Refinance Programs with and without Expansion.

Southwest Initiative Foundation (SWIF)



SWIF is a regional organization that focuses on the future health of our economy by supporting kids and families for future success. The organization holds events, programs, and resources to open opportunities for future success to everyone.



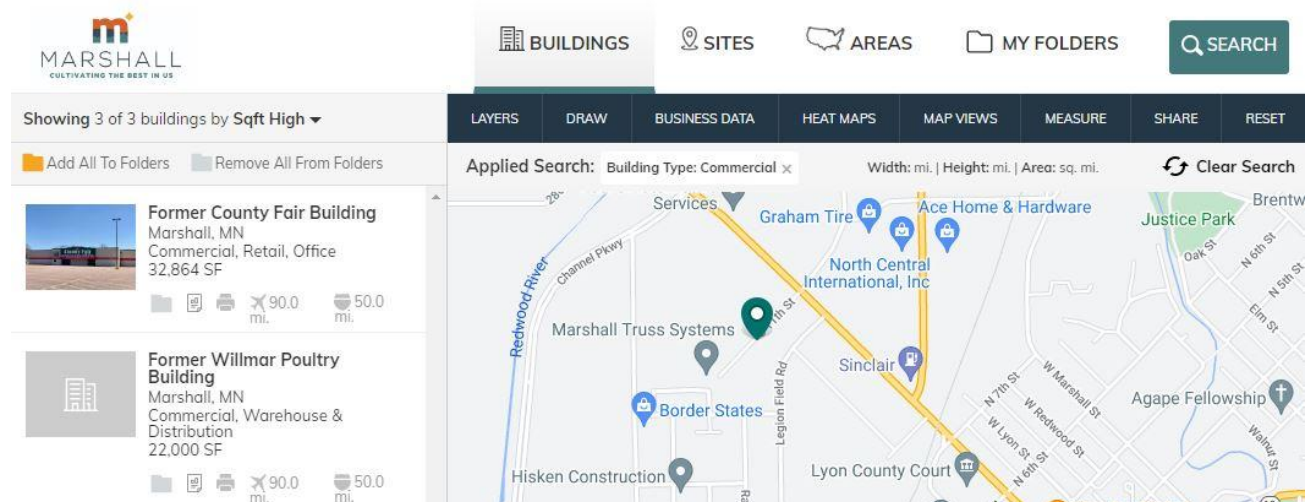
Southwest Minnesota Housing Partnership



The Southwest Minnesota Housing Partnership's (SWMHP) mission is to support the development of and connection to housing choices for all community members. From buying to renting or constructing a new development, SWMHP has resources available to help.

AVAILABLE PROPERTIES

The City of Marshall developed and maintains a beneficial tool to facilitate potential investment in the community – the **Available Properties** application within the city's website. This resource is a one stop shop for information on available commercial and industrial development sites throughout the community. From existing structures to available land, prospective buyers can learn more about the specific sites and local economic activity within the resources.



FUNDING RESOURCES

The following are commonly used programs available to support Marshall businesses and entrepreneurs through local, regional, and state partners.

Community Reinvestment Fund (CRIF)	Job Creation Fund
Funds available through the Community Development Block Grant (CDBG) to support business startups, expansion, and retention efforts. Agency: City of Marshall	Provides incentives to new and expanding businesses throughout the state to meet certain job creation and capital investment targets. Agency: DEED
Facade Improvement Grant	Opportunity Zone Fund
Local funding program to support investment in building facades that help to revitalize and sustain business districts. Agency: City of Marshall	Opportunity Funds are a new class of private sector investment vehicles authorized to aggregate and deploy private investment into Opportunity Zones. Agency: City of Marshall



Chapter 5: Economic Development

Small Cities Development Program	SRDC COVID-19 Revolving Loan Fund
Provides funding assistance for low to moderate income individuals who are residing in substandard housing. Agency: DEED	Funding available to help regional businesses respond and recover from the COVID-19 pandemic. Agency: SRDC
Tax Increment Financing (TIF)	Tax Abatement
Tax Increment Financing (TIF) is a type of municipal financing that governments use to help off-set the cost of qualifying improvements necessary to create new development, redevelopment, or public assistance housing. Agency: City of Marshall	A tax abatement is a temporary reduction or elimination of property taxes. It applies to real estate and, in some cases, the personal property that a local government or district taxes. Agency: City of Marshall or Lyon County
Small Business Development Center	Minnesota Investment Fund (MIF)
Support resources targeted at small businesses and their future investments in success. Tools include a variety of resources and funding opportunities. Agency: SBDC	Funding available to local units of government to provide loans to assist expanding businesses to add new works and retain quality jobs. Agency: DEED



WORKFORCE CONSIDERATIONS

A skilled and ready workforce is one of the key drivers for a successful economy. Without it, there are no services to be conducted or products to be manufactured. There are many factors that influence a local workforce, each identifying opportunities or activities that may be targeted through local or regional efforts.

Education and Training

A skilled and ready workforce supports the maintenance of a community's economy and also triggers opportunities for growth. Educational attainment needs vary from position to position within a community, with a need for all skill levels. For example, the City's largest employers have positions open that range from a high school diploma or GED to P.H.D. While a diverse economy supports all types of education, many industries are struggling to build a skilled and ready workforce based on the level of education and/or training needed. For example, many trades do not require a college degree, but do require specific training. Access to these trainings and overall education on these fields is important at a young age to support these trade industries. Through the stakeholder conversations held in the planning process, conversations identified a lack of skilled appliance repair professionals in the community. This identifies a gap in workforce that has many different effects on a community.

EDUCATION AND TRAINING CONSIDERATIONS	Activities to Consider:	<ul style="list-style-type: none"> Partnerships with SMSU and Marshall Public Schools to build training and educational programs that support the local workforce needs Programs with local businesses to develop internship and apprenticeship programs
	Metrics to Watch:	<ul style="list-style-type: none"> Unemployment Rates Changes in top employers
	Potential Partners:	<ul style="list-style-type: none"> SMSU Marshall Public Schools Local Businesses

Housing

Access to affordable and desirable housing options is key to supporting a local workforce. From a range of prices to a variety of styles, a healthy housing stock is a main attractor and retainer of employees in an area. The affordability component of housing should be considered at all scales – from the lowest to the highest wage earners. National standards identify that housing and transportation costs should equate to 30 percent or less than your household income to be considered affordable. With a current median household income of \$48,598 in Marshall, the average annual housing and transportation costs should be \$14,579, or \$1,215 per month.

The transportation consideration of the overall affordability calculation is an important component. Transportation costs can include a monthly car payment, gas, transit fares, or bike maintenance. In communities where housing affordability or access is an issue for certain

groups, they may look to other areas to obtain housing – if transportation is available to and from employment.

HOUSING CONSIDERATIONS	Activities to Consider:	<ul style="list-style-type: none"> • Collaboration with local housing developers and builders • Building incentives and programs to support new desired housing stock and maintenance of existing • Programs and tools that support affordable housing development • Transportation options that connect the region to local employment opportunities • Housing education for all levels
	Metrics to Watch:	<ul style="list-style-type: none"> • Average Rental Costs and Mortgage Payments • Median Household Income • Owner and Renter Occupied Housing Vacancy Rates
	Potential Partners:	<ul style="list-style-type: none"> • Housing Authorities and Agencies • Builders and Developers

Community Amenities

People choose to live somewhere based on a variety of factors: close to family, near my job, etc. However, the reason they stay is many times influenced by the amenities and services available to them in the community. *What is the sense of place that draws people in and makes Marshall feel like home?* Throughout this planning process, community members shared many reasons why Marshall is the place they call home. These factors included the welcoming community, cultural connections or opportunities to be yourself, commercial good and service offerings, and the vibrant Downtown. Additionally, many opportunities were identified to further emphasize Marshall as a place to call home (i.e., public art, access to community services, continued emphasize on events and recreation, etc.).

COMMUNITY AMENITY CONSIDERATIONS	Activities to Consider:	<ul style="list-style-type: none"> • Opportunities for public art and cultural expression throughout the community to celebrate the place and the people of Marshall • Continue to support community events and activities • Neighborhood organizations and small area planning to support the unique areas and spaces • Programs and policies to support the maintenance of key community identifiers
	Metrics to Watch:	<ul style="list-style-type: none"> • Turnover rates • New residents
	Potential Partners:	<ul style="list-style-type: none"> • Diversity, Equity, and Inclusion Commission • Marshall Chamber of Commerce • Visit Marshall



Chapter 6: Environmental and Cultural Factors

INTRODUCTION

The character of a place is created by its original conditions and the built and social environment created by its inhabitants. Marshall's sense of place is focused on its strong sense of community, welcoming atmosphere, and opportunities to grow. Maintaining these core elements of the City's identity, while providing opportunities to change is important for Marshall's future.

In this Comprehensive Plan, the Environmental and Cultural Factors Chapter explores the existing resources within the community that have influenced who it is today. The purpose of this chapter is to highlight the factors that should be preserved or enhanced and the available tools.

WHAT ARE ENVIRONMENTAL AND CULTURAL FACTORS?

Environmental and cultural factors are key community resources that help to establish community identity – from water bodies to historic buildings. For the purposes of this chapter, we'll define each as the following:

Environmental Factors:	Existing natural features or resources within the community, including water bodies, slopes, vegetation and soils.
Cultural Factors:	Social and build resources within the community that identify the history or current conditions of the people who inhabit the space.

ENVIRONMENTAL AND CULTURAL FACTORS GOAL AND FOCUS AREAS



As outlined in Chapter 2, each plan element includes an overarching goal that drives implementation actions. Accompanying each goal is a set of focus areas, that are intended to supplement the goal and provide additional guidance for plan implementation. The Environmental and Cultural Factors goal and focus areas are as follows:

ENVIRONMENTAL AND CULTURAL FACTORS	
GOAL:	Celebrate all that Marshall has to offer, including the people, resources, and built environment, by enhancing the resources, preparing for change, and opening spaces to all.
FOCUS AREAS:	<ul style="list-style-type: none"> • Public Art • Community Services • Enhancement • Inclusivity • Natural Resources



KEY EXISTING CONDITIONS

This section highlights key existing conditions specific to environmental and cultural factors within the City of Marshall. This includes the natural resources that create the local environment and historical elements that contribute to today's culture.

ENVIRONMENTAL FACTORS

Redwood River and Floodplain

While a city in the "Land of 10,000 Lakes", the number of large lakes or water bodies in close proximity to Marshall is limited. However, the Redwood River traverses the community, providing a connection to water. The Redwood River originates near Ruthton, Minnesota, approximately 25 miles to the southwest, and flows north to connect to the Minnesota River. Not only does the river provide a physical and visual resource within the community, it also provides a recreational resource, with the most canoeable portion of the river between Marshall and Lake Redwood in Redwood Falls, Minnesota.

While the Redwood River provides a number of assets, it also brings a risk of natural hazard into the community – flooding. Following previous flooding events, the city has taken major steps to construct permanent flood protection to protect community investments. Although permanent protection was constructed to protect \$339 million in property value, there are still areas that fall within the 100-year and 500-year floodplain (see **Figure 1**). The floodplains identified include the areas protected with the earthen levees and reflect updates made in 2022. Areas within the 100-year floodplain have a 1 percent chance of flooding, while the area within the 500-year have a 0.2 percent chance. Development within these floodplain areas may be subject to specific regulations and approvals.

Open Space, Parks, and Agricultural Land

Another valuable resource within the community are undeveloped spaces (agricultural lands) or spaces conserved for parks or open spaces. These areas provide a range of value to the community as spaces for gathering, recreation, and socializing. Additionally, these spaces are important for natural habitats. Agricultural lands have a different form of land management and can include pasture use to crop farming, each having individual uses of the land. There are a number of these resources throughout the community, with park and open spaces scattered around, and agricultural uses surrounding the City (see **Figure 2**).

Figure 1. Floodplain

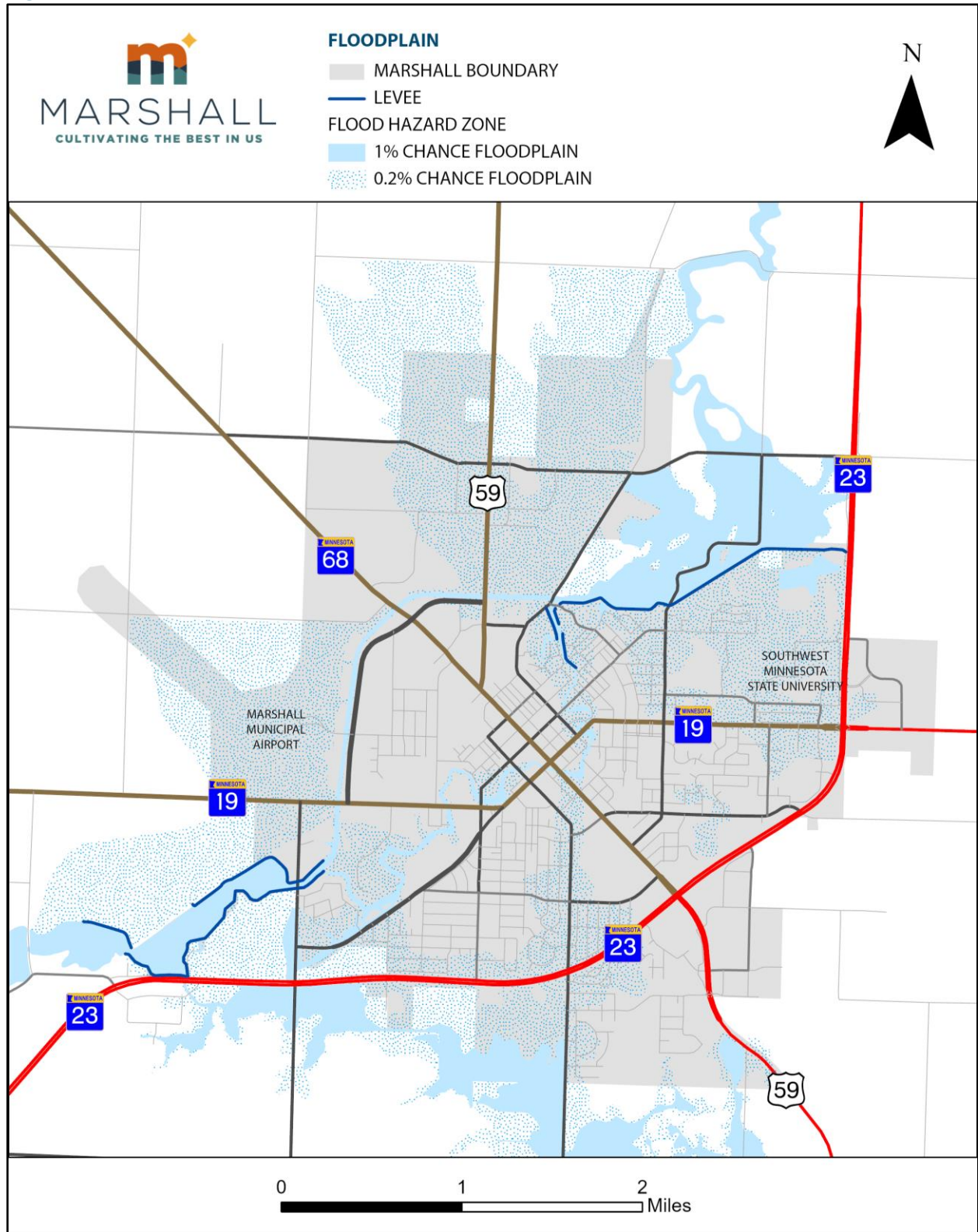
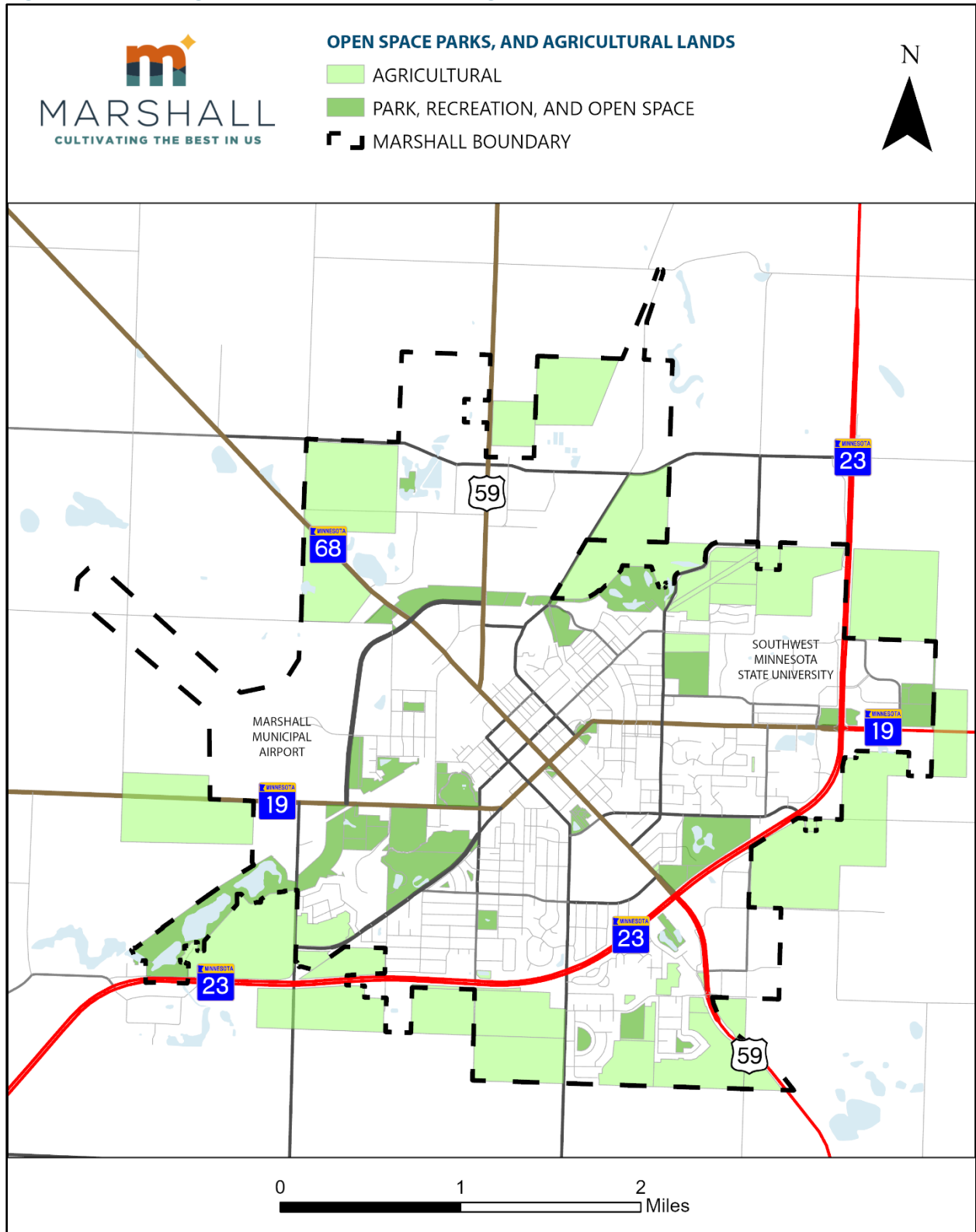


Figure 2. Existing Open Space, Parks, and Agricultural Lands

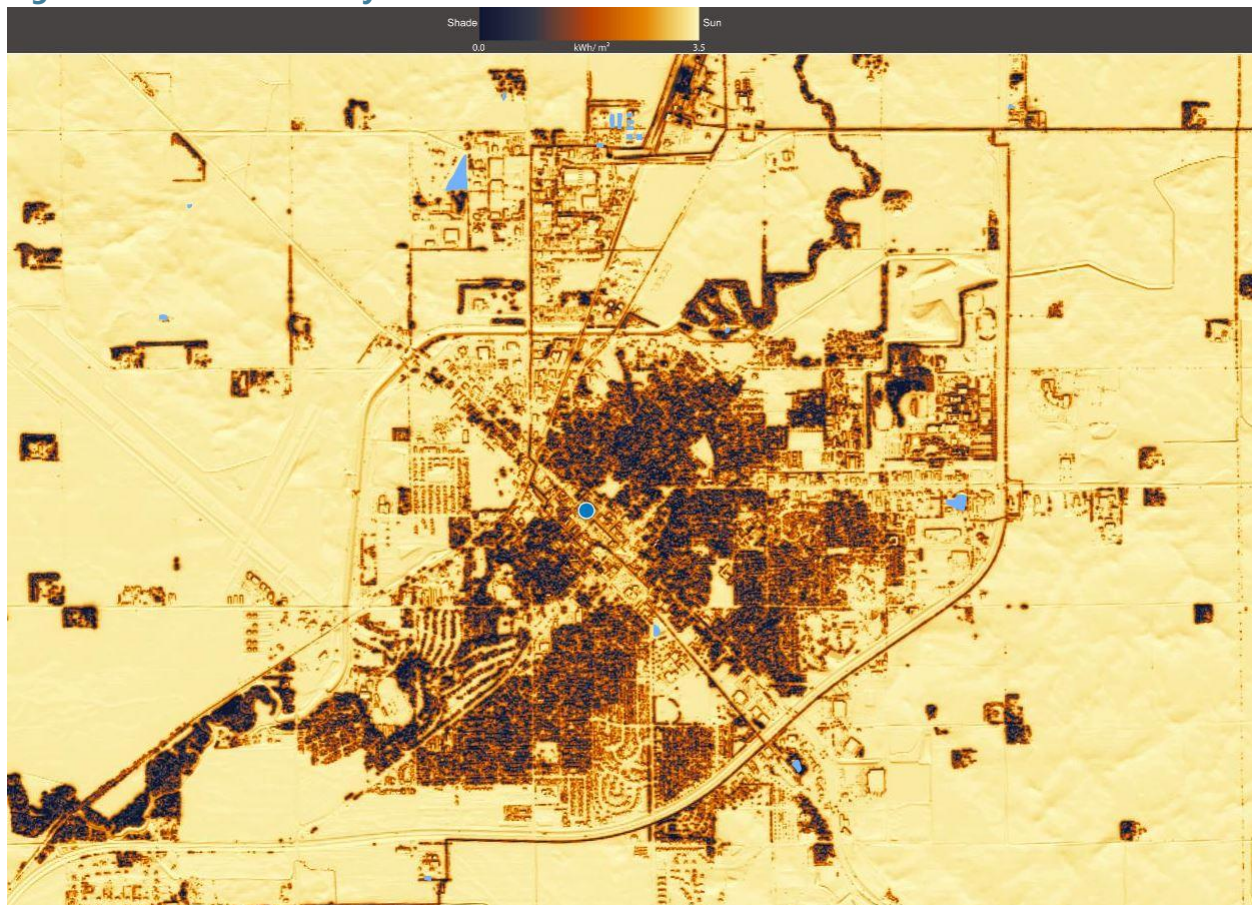


Solar Suitability and Urban Tree Canopy

An urban tree canopy provides a number of benefits within a community. At a high level, trees provide shade and a resulting cooling effect and also provide beautification of an area. Additionally, there are specific benefits of urban trees that extend from habitat to traffic calming along roadways. The City of Marshall has prioritized the maintenance of the urban tree canopy and establishment as needed through development activity. However, the health and vibrancy of these canopies can be deeply impacted by new diseases and pests. Continued activity to establish and diversify the tree canopy is important to its overall health.

While tree canopies provide a variety of benefits, the provision of shade does impact the solar suitability of an area. This tool is a helpful resource for understanding spaces that are currently suitable for solar installations with little to no changes in the built environment. This suitability is calculated as the amount of direct-sunlight energy received per unit area, given the height of the sun throughout the year and environmental limitations (i.e., wetlands, forests, and shadows cast by tall buildings). **Figure 3** depicts the estimated suitability for solar generation in the City of Marshall based on data created by the University of Minnesota. The darker the areas on the map, the less suitability for solar generation. This figure also helps to illustrate the strong urban tree canopy within the core neighborhoods of the community.

Figure 3. Solar Suitability



CULTURAL FACTORS

Prior to establishing methods of interaction and celebration with cultural and historic resources, they must first be identified. This identification will occur with extensive community engagement, collaboration with local and regional partners, and experience of local educational and historic resources. As a starting point, a variety of cultural and historic resources are provided below:

Historic Properties and Structures

Marshall has a total of four properties and structures listed on the National Register of Historic Places. Inclusion on this list signifies the structure or property has a significant historic or cultural value and should be preserved and maintained. These properties include:



**Bridge No. 5083 (Highway 19
Bridge over Redwood River)**



**Bridge No. 5151 (Highway 19
Bridge over Redwood River)**



William F. Gieske House



**Masonic Temple/Delta Lodge No.
119**

Cultural Resources

The definition of a cultural resource varies amongst agencies and communities, many centering around evidence of past human activity that may contribute to the heritage of a place. Many state and federal agencies have identified specific definitions for cultural resources to provide



guidance and direction for preservation or enhancement of resources through federal or state funding. For example, the Minnesota Department of Natural Resources includes archaeological sites, historic structures, and other important cultural resources, including burial areas, as a list of cultural resources. The City of Marshall has the opportunity to define what cultural resources include within the community, and identify opportunities to celebrate, preserve, and enhance the resources that contribute to the heritage and sense of place of Marshall today.

There are many aspects of Marshall's heritage and culture that can be identified and celebrated. From the traditions and lifestyle of the original inhabitants of southern Minnesota, the Dakota and Ojibwe (Chippewa) to the establishment and modernization of the City of Marshall to current arts activities, there are numerous resources to be highlighted. Cultural resources may also be expanded beyond physical evidence to the history and traditions celebrated by the inhabitants of the community. As the community continues to grow in diversity, inclusive celebrations that provide opportunities for the community to connect with the culture and traditions of the neighbors enhances the rich history and sense of place for Marshall.

ENVIRONMENTAL AND CULTURAL FACTORS RESOURCES

TOOLS FOR HISTORIC PROPERTIES

Properties and structures on the National Register are eligible for a variety of funding programs to assist in their maintenance and preservation. These programs are available to a wide range of project scales and sizes. These include grant programs through the Historic Preservation Fund, local and state governments, and occasionally private organizations. There are also tax incentives for historic easements and rehabilitation of historic properties. Local tools can also be used to preserve and enhance locally important historic properties through development standards and ordinances.

PUBLIC ART

Public art is a form of expression that shares a message, reinforces an identity, or connects with residents and visitors of a place. From murals to sculptures, public art installations are a mechanism to share and emphasize who Marshall is. There are many agencies and resources, local and statewide, that are great partners for exploring what public art looks like in Marshall for years to come. For example, COMPAS and Springboard for the Arts are organizations that support the establishment of a public art identity and opportunities for growth. This City of Marshall and its community organizations have welcome various opportunities for public art throughout the community. As future opportunities are available for highlighting public art should be explored and executed.

WAYFINDING

Wayfinding is a system of signage, pathways, and informational centers created to identify and interpret a specific system. They are often used in bikeway systems, with designated signage, pathway painting, and rest stops used to easily identify where bicyclists should travel. However,

they are often a valuable resource in encouraging residents and visitors to engage with cultural and historic resources. Wayfinding can be used to designate a specific path through the city, such as a historic tour, and provide information and interaction opportunities for users. As destinations and districts are established under the guidance of the Comprehensive Plan, the city will explore wayfinding needs and improvements that help to activate the space, support travel by all modes, create opportunities for connection.

CULTURAL AND HISTORIC TOURISM

Cultural and Historic tourism involves visitors who travel specifically for education and experiences surrounding physical and intangible elements of a place's culture or historic events. Examples include traveling for specific festivals, visiting historic landmarks, exploring national parks, or gathering information at a museum. This type of tourism benefits the local destination, as it allows the city to benefit from their local traditions, culture, and history through enhanced character and economic benefit. The economic impacts of cultural tourism have the potential to fund maintenance and preservation of these resources, enhance the local economy, and increase tourism to the general region.

MINNESOTA DEPARTMENT OF NATURAL RESOURCES

The Minnesota Department of Natural Resources (MnDNR) offers many grant and loan programs to governments that develop and support projects that protect "public health, the environment and outdoor recreation". Use of these funds can directly support the goals described in this Comprehensive Plan. Grants available through the DNR include those for conservation and wildlife, forestry, motorized transit, recreation, recycling, remediation, and water.

DEVELOPMENT REQUIREMENTS

As Marshall grows, it will need to ensure new development does not negatively impact natural, cultural, or historic resources. This is done directly through development requirements in the city code, which sets limits on proximity, impact, and disruption of resources for new development. The code will need to continue to be examined and ensure ordinances are efficiently protecting our resources. For example, the zoning analysis completed as part of the Comprehensive Plan included a recommendation for creating design standards for specific districts, such as downtown, that would aid in the establishment of a consistent sense of place and reservation of resources. These district design standards can be further developed to encompass residential areas.

RESILIENCY

Changes to the climate will have strong impacts on all natural, cultural, and historic resources. To ensure these resources are preserved, resiliency initiatives can be incorporated into the city's decision-making structure. Resiliency can protect resources through adaptation and mitigation. Adaptation means to modify existing activities or policies to become more responsive to the environment or situation. Mitigation actions are in direct response to activities or disasters and

Chapter 6: Environmental and Cultural Factors

typically occur after a major event. Including resiliency measures in city planning ensures Marshall's resources are responsibly managed and capable of responding to change. These measures range from low hanging fruit like minor tweaks or management to the solar ordinances to bigger term policy modifications that directly support resilient infrastructure and investments.



Chapter 7: Community Facilities

INTRODUCTION

Community Facilities provide a key service that supports the residents and businesses that call Marshall home. They create recreational opportunities, provide vital public services, and contribute to the high quality of life in the city.

These facilities and services provide important amenities that support continued population and economic growth in Marshall. The Community Facilities chapter goal, focus areas, and associated implementation actions are intended to support other goals identified in this Plan.



Marshall Farmers Market

WHAT ARE COMMUNITY FACILITIES?

Community Facilities provide the key services that enable all members of the community to thrive. They include publicly open areas, such as parks and libraries, and facilities that may have restricted access, such as schools, food pantries, and service providers. Within this Comprehensive Plan, community facilities include city owned and operated parks, publicly accessible gathering spaces, and community service providers, such as food pantries, and schools, both public and private.



Independence Park



Recreational Facilities

Within the City of Marshall, recreational facilities include the city park system, private facilities, such as the YMCA, the City owned Red Baron Arena, and other outdoor amenities frequently accessible by the public, like schools. Primarily, these facilities provide opportunities for Marshall residents to get outside, exercise, and play.

Community Service Providers

Community service providers give residents access to basic and vital needs, such as food support, public health, human services, and education (public and private schools and Southwest Minnesota State University). Services are provided by both public agencies, such as the City, the school district, or the County, and privately operated organizations.

GOAL AND FOCUS AREAS



As outlined in Chapter 2, each plan element includes an overarching goal that drives implementation actions. Accompanying each goal is a set of focus areas, that are intended to supplement the goal and provide additional guidance for plan implementation. The Community Facilities goal and focus areas are as follows:

PUBLIC FACILITIES	
GOAL:	Collaborate with the community to provide a network for public facilities that provides the spaces and services to meet the community’s safety, education, social, and celebratory needs.
FOCUS AREAS:	<ul style="list-style-type: none">• Maintenance• Partnerships• Continued Investment

KEY EXISTING CONDITIONS

This section provides background information on the existing community facilities and services that are available within Marshall. The City’s public facilities include sports fields and courts, parks, libraries, and other publicly available amenities. These facilities are vital to ensuring Marshall residents have access to recreational and educational opportunities, help to attract visitors to Marshall, and encourage new residents to move to the city.

RECREATIONAL ASSETS

Recreational facilities within Marshall include city and school district managed properties. The city facilities include local parks, the outdoor aquatic center, an outdoor archery center, a museum, and the Adult Community Center. The school district facilities include local school spaces such as classrooms and auditoriums and outdoor recreational space, such as playgrounds and fields. Additionally, the MERIT Center offers classrooms and the Red Baron Arena offers trade show and exhibit space, year-round ice skating, and sporting facilities.

Marshall Park Facilities

Marshall manages eight municipal parks, which includes over 150 acres of park space, trails, ponds, picnic areas, sports facilities (tennis and basketball courts, soccer, baseball, and softball fields), and gathering spaces. These spaces are connected through a system of trails and sidewalks, providing access to a wide range of neighborhoods (see **Figure 1**).

City parks facilities include shelters, playgrounds, basketball courts, baseball/softball fields, and other facilities. **Table 1** includes a survey of park amenities. Other open areas, such as cemeteries, are also shown on **Figure 1**. They do not provide traditional park facilities, but they provide residents additional access to open, green, and natural space.

Marshall city parks are well distributed throughout the city. **Figure 2** shows the location of all parks with a one-quarter and half-mile buffer around each of the eight parks. The buffer analysis shows that there are not any major locations within the city that are lacking easy access to park facilities. However, the Marshall Archery Park and Victory Park do not have the same amenities that are expected in a traditional park.

Table 1. Marshall Park Amenities

Park	Shelters	Playgrounds	Restrooms	Basketball Courts	Soccer Fields	Softball Fields	Baseball Fields	Concession Stand	Skating Rinks	Hiking & Biking Trails	Swimming Pools	Cooking Grills	Volleyball Courts	Tennis Courts	Skateparks	Archery Targets
Allegiance Park		1														
Amateur Sports Complex		1	1				4	1								
Freedom Park	1	1	1	1		1	1			✓			2			
Independence Park	2	2	3	1			2	1	✓	✓		✓	1			
Liberty Park		1	1							✓						
Legion Field	1	1	2			2	1	1		✓	3	✓		3	1	
Loyalty (Dog) Park										✓						
Justice Park	1	1	1	1	1	1	1			✓		✓	1			
Marshall Archery Park			S													✓
Memorial Park			1													
Patriot Park	1	1	1		1	1	1			✓						
Softball Complex			2		3	2				✓						
Victory Park			S							✓		✓				

✓ = Amenity available; # (1-4) = Count of amenity available; S = Amenity available seasonally

Figure 1. Marshall City Parks and Open Space Map

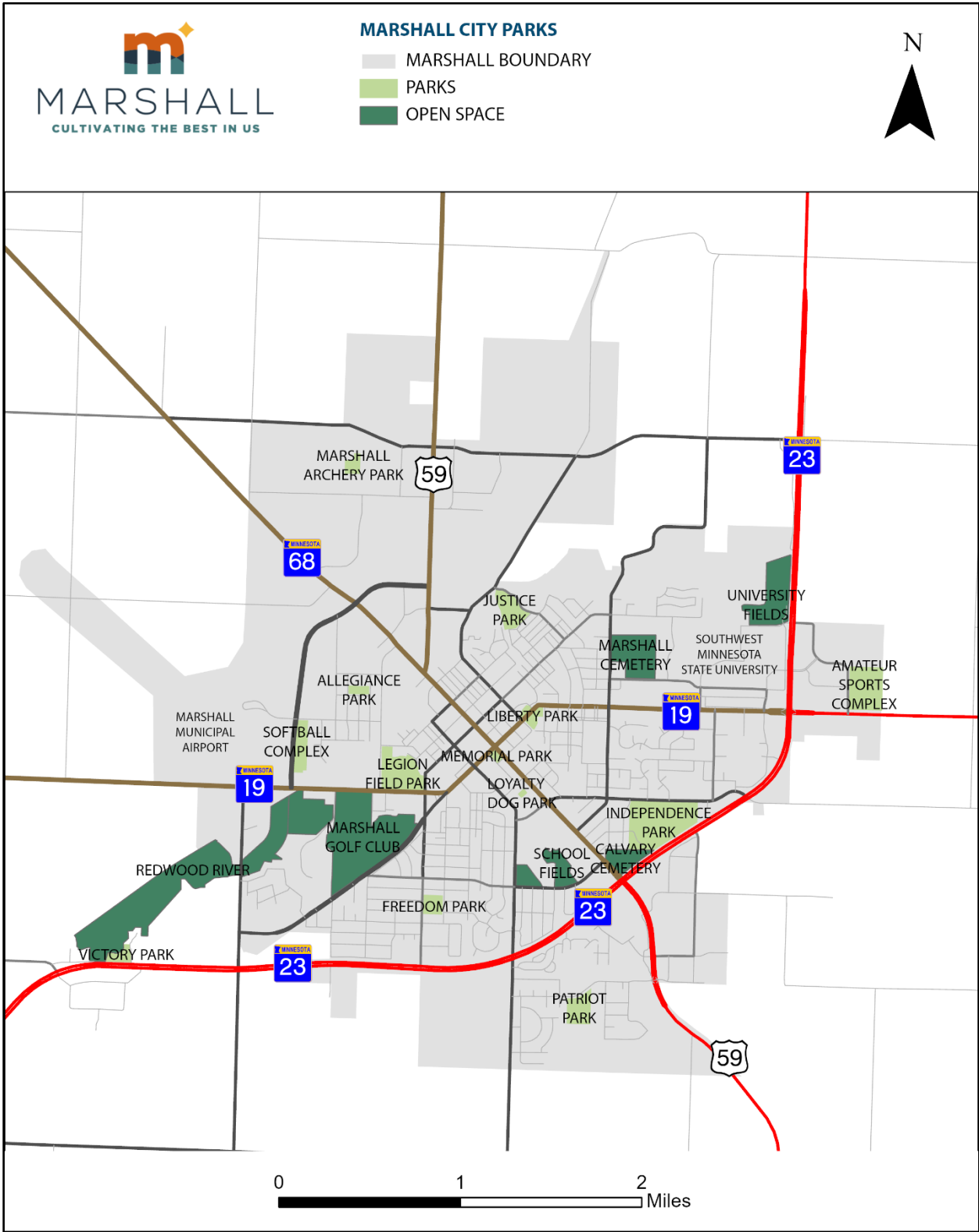
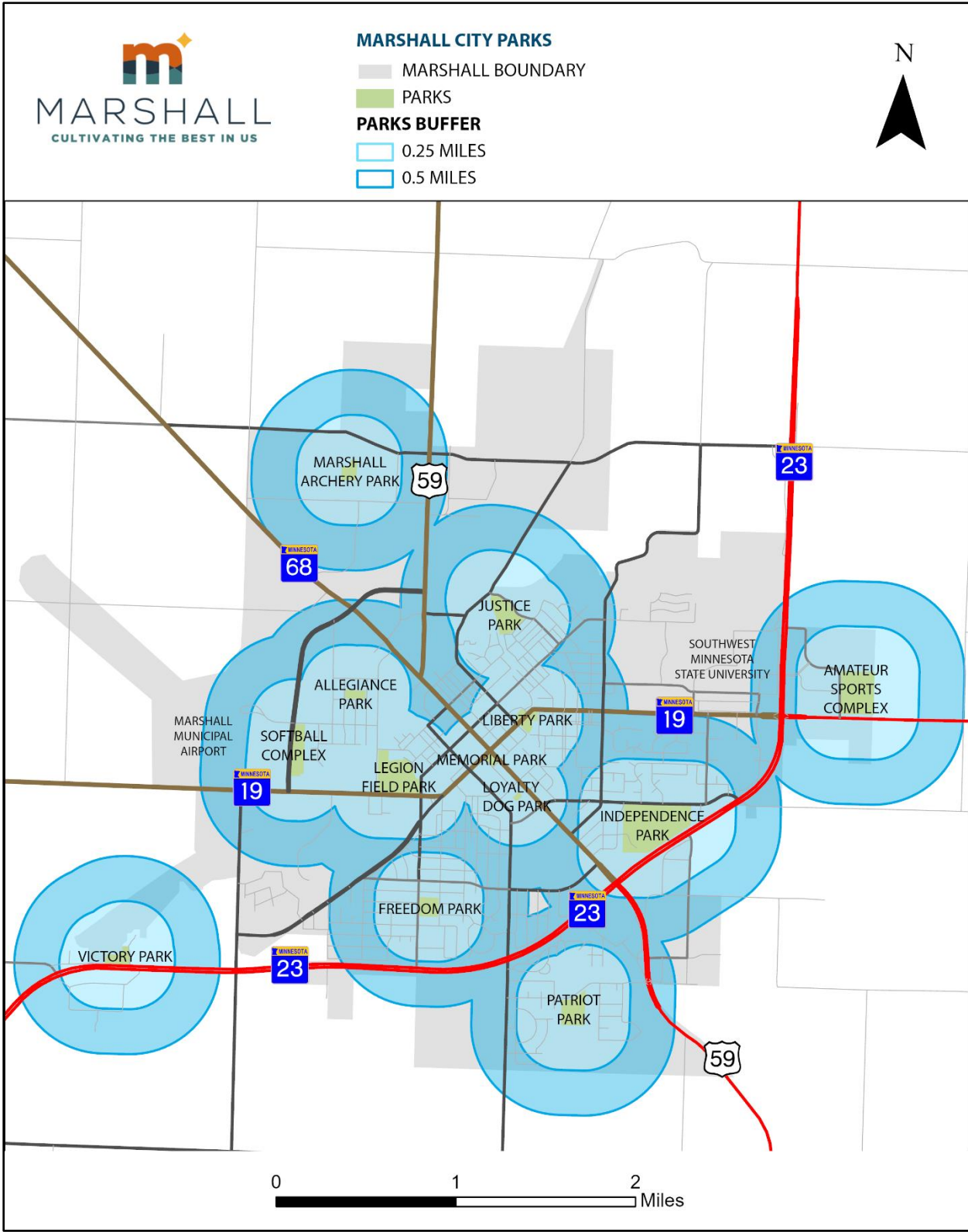


Figure 2. Marshall Park Buffer Map





Baseball facilities at Legion Field Park.

Marshall city parks provide numerous opportunities for residents to enjoy outdoor activities. Some of the park highlights include:

Legion Field Park

Legion Field Park, located west of downtown Marshall, is Marshall's center for family activities. The park is home to the Marshall Aquatic Center, a skate park, and Legion Field, which is one of the nicest baseball facilities in Minnesota.

Liberty Park Bandshell

Liberty Park is located adjacent to downtown Marshall. The park is home to the Liberty Park Bandshell, which provides outdoor performance space and a location for residents to listen the City Band concerts on Wednesday nights during the summer.

Memorial Park

Memorial Park is home to Marshall's Veterans Memorial, serving as a "visual reminder of the sacrifices made" by veterans. Additionally, the park has a 9/11 Memorial to commemorate "one of the most significant events in our nation's history."

Red Baron Arena and Expo

The Red Baron Arena and Expo provides opportunities for hosting events including expos, tradeshows, weddings, and concerts. During the winter, it is home to two sheets of ice, where the Marshall Community Services Department hosts open skate and adult hockey leagues.



9/11 Memorial at Memorial Park.

Other Recreational Facilities

In addition to the facilities provided through the city park system, residents have access to outdoor recreational opportunities in other locations. Specifically, schools can provide some of the features that are located in community parks (e.g., playgrounds, baseball/softball fields, football/soccer fields, and basketball courts). The Marshall Archery Park, Loyalty Dog Park, and Victory Park do not include traditional park facilities, such as playgrounds, so the school facilities

Walking Distance

Planning studies often use 10 minutes as a measure of how far people will walk. While the distance people can walk in that time varies based on ability, one-quarter mile is a good high-level estimate of walking accessibility.

can supplant some of these amenities. As such, this plan analyzed geographic spacing of playground facilities, included school playgrounds, to better understand possible gaps.

Figure 3, shows all public playground facilities in the city, including a one-tenth mile, one-quarter mile, and one-half mile buffer. The map shows that the vast majority of residential areas are within one-half mile of an outdoor playground.

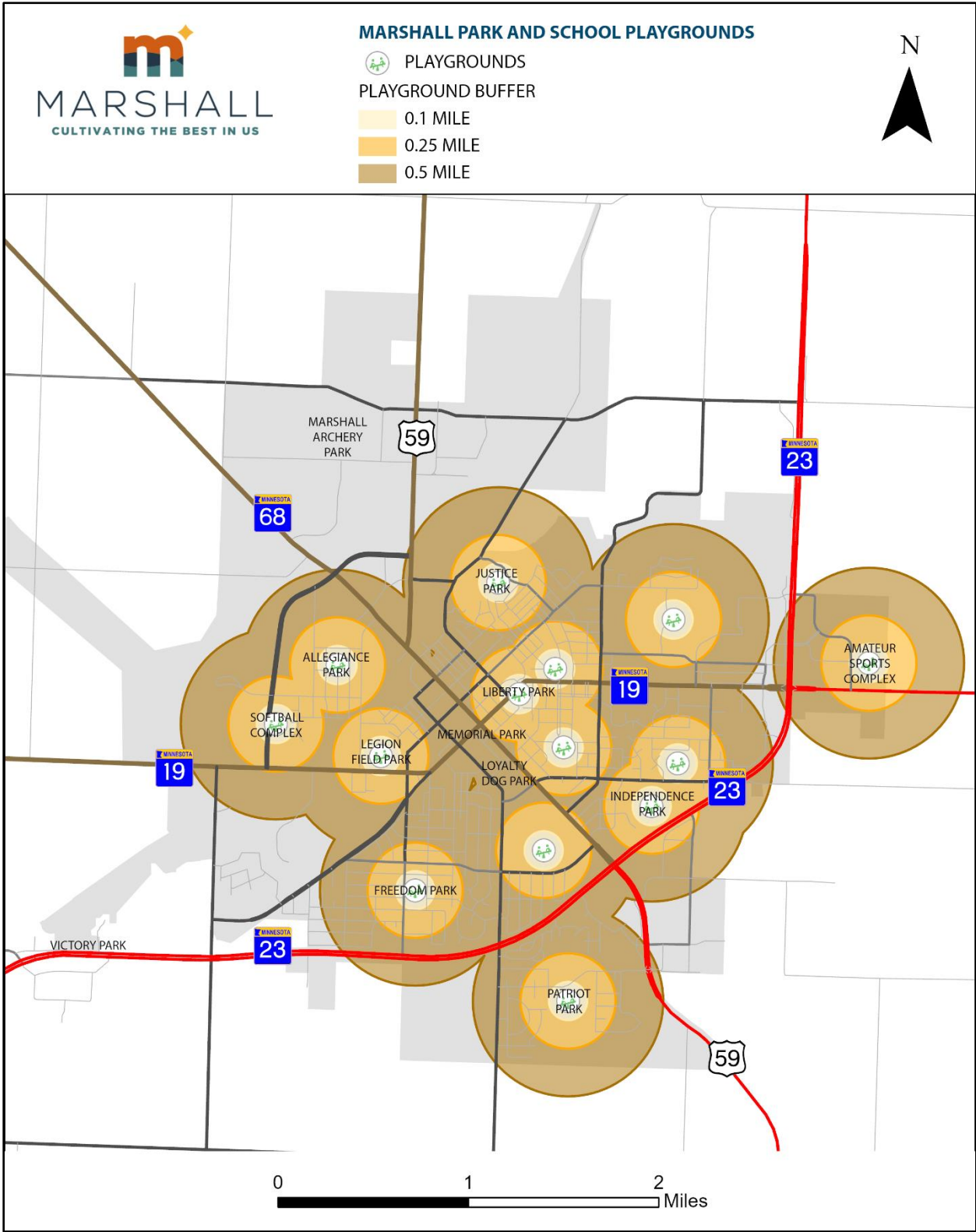
LIBRARY

The Marshall-Lyon Public Library serves the greater Lyon County area and is centrally located. As part of the Plum Creek Regional Library System, the library also has access to resources across nine southwestern Minnesota counties. With an overall goal to “Facilitate understanding, building and deploying knowledge, skills and behaviors necessary to succeed in the 21st century”, the library focuses on providing resources, events, and activities for Marshall residents and the greater Lyon County community.



Source: Marshall-Lyon County Library

Figure 3. Park and School Playground Map



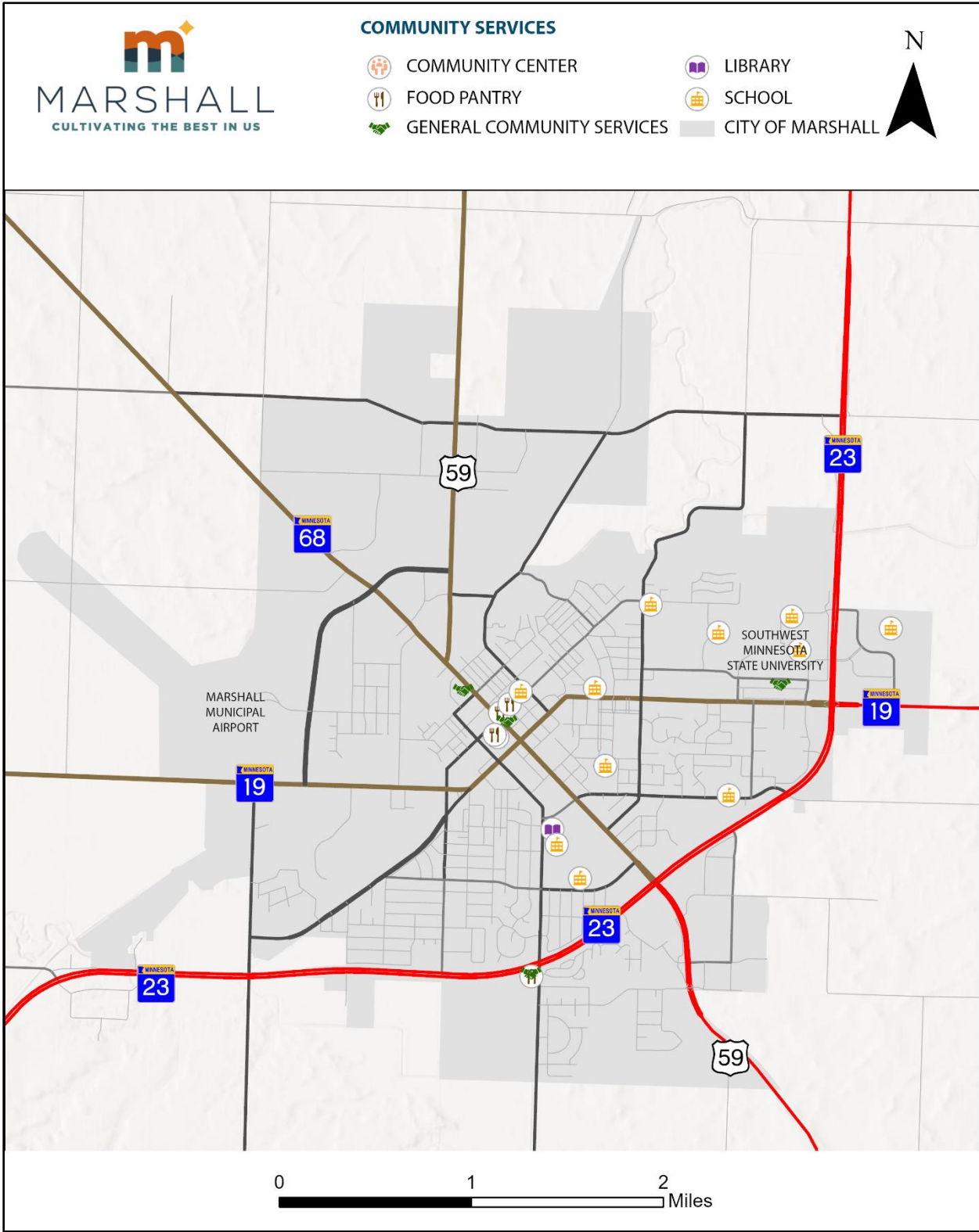
OTHER COMMUNITY SERVICE PROVIDERS

In addition to City provided services, there are several other community service providers that operate within Marshall. They provide general community services, food assistance, and other necessary services. See **Table 2** and **Figure 4** for Community Service Providers.

Table 2. List of Community Service Providers

Name	Service Type	Operator
United Community Action Partnership (UCAP)	General Community Services	UCAP
Marshall Community Services Department	General Community Services	City of Marshall
Catholic Charities	General Community Services	Catholic Charities
Southwest Health and Human Services	General Community Services	Southwest HHS
Adult Community Center	Community Center	City of Marshall
Marshall Kitchen Table Food Shelf	Food Pantry	UCAP
Kitchen Table Food Shelf	Food Pantry	n/a
Loaves & Fishes – Ester’s Kitchen	Food Pantry	Christ United Presbyterian Church
Senior Dining	Food Pantry	Adult Community Center

Figure 4. Community Services Map



COMMUNITY FACILITIES TOOLS AND RESOURCES

NATIONAL RECREATION AND PARK ASSOCIATION (NERPA) PARK METRICS

The National Recreation and Park Association (NERPA) Park Metrics¹ provide a comprehensive set of data standards for use by park and recreation agencies. The metrics can be used to analyze existing park amenities and projected growth to understand existing and future needs. For example, NERPA Park Metrics show that communities under 20,000 population should have one playground per 2,132 residents. Based on the population projections presented in Chapter 2 the city would need about seven playgrounds to accommodate the 15,182 residents projected in Marshall in 2040. These metrics can be used by the Marshall Parks Department to assist in parks planning.

Generally, Marshall's park and recreation facilities meet current and future needs for most traditional park facilities. However, the city has existing and/or future shortages for outdoor basketball courts and tennis courts in city park facilities. **Table 3** overviews that shortage.

In addition, NERPA recognizes that park and recreation agencies are as diverse as the communities that they serve, and what works well for one agency/city may not be best for another. Therefore, park and recreation professionals need data to identify the best practices to optimally serve their community. The service area of the Marshall area for certain park and recreation facilities and amenities is about 40,000 population.

Table 3. Marshall Park Needs 2020 to 2040

Facility	Metric	Current	2020 Need	2030 Need	2040 Need	2040 Shortage
Basketball Courts (outdoor)	1 court per 4,051 residents	3	3	4	4	1
Tennis Courts (outdoor)	1 court per 2,748 residents	3	5	5	6	3

Other metrics include playgrounds, diamond fields: softball, multipurpose rectangular fields, dog parks, outdoor swimming pools, and others. While Marshall facilities are mostly consistent with the metrics, those shown in **Figure 4** should be considered in parks planning.

Table 4. NERPA Park Metrics¹

Facility	Metric*	Facility	Metric*
Playgrounds	2,132	Diamond Field - Softball	5,663
Basketball Courts	4,051	Dog Parks	11,184
Tennis Courts	2,748	Rectangular Fields - multiuse	3,895
Swimming Pools	8,591	Skateparks	11,000
Community Gardens	9,001	Ice Rinks	10,000

*number of residents per 1 facility

¹ NRPA Agency Review. <https://www.nrpa.org/publications-research/research-papers/agency-performance-review/>



Chapter 8: Implementation

INTRODUCTION

This chapter contains guidance for the city to achieve their defined goals and focus areas. This guidance includes specific actions, policies, and initiatives for each plan section to help guide city officials and decision-makers. Over the next twenty years, staff should reference this chapter when making policy updates, investments, and long-term choices.

The items presented in this section were built from community input, staff recommendations, and Task Force feedback. Since the beginning of this planning process, the project team maintained a list of actionable items as they were brought up in discussion. Once the goals and objectives for the city were set, these implementation actions were revised and supplemented to ensure they provided a direct connection to the goals and would be relevant through the plan horizon.

IMPLEMENTATION PLAN OVERVIEW AND DEFINITIONS

Implementation actions are collectively presented to identify the goals they support. Each identified action is supported by an identified timeline, lead department, and partners that may aid future action. Each of these categories are defined below.

Action	Supporting Goals	Timeline	Lead Department	Internal Partners	Community Partners
Specific Action/Activity Description	Associated goals or priorities that this action supports	Near Term (5 years) Mid Term (10 years) Long Term (20 years) On-Going	Internal city department that will lead action	Internal city departments, committees, and council that will support	Community partners will assist with implementation



Action statements are intended to support the six goals identified in Chapter 2. Each of the implementation actions support and/or are supported by one or more of the overarching goals. Goals are as follows:

OVERALL PLAN

GOAL:

Encourage Marshall to cultivate the best in us, by actively engaging residents, exploring opportunities, maintaining our investments, fostering relationships, and having pride in the community.

LAND USE

GOAL:

Plan for growth and change that support living, working, and playing in Marshall through flexible policies that adopt to community needs while maintaining the community's identity and access to a high quality of life for all.

UTILITIES & SERVICES

GOAL:

Maintain a system of high quality utilities and services that respond to changes through a focus on maintenance, investments in needed expansion, and attention to regular operations.

ECONOMIC DEVELOPMENT

GOAL:

Collaborate with the community to advocate for new and local investment that makes Marshall the place to spend and earn your money, while supporting existing businesses and a qualified workforce.

ENVIRONMENTAL AND CULTURAL FACTORS

GOAL:

Celebrate all that Marshall has to offer, including the people, resources, and built environment, by enhancing the resources, preparing for change, and opening spaces to all.

PUBLIC FACILITIES

GOAL:

Collaborate with the community to provide a network for public facilities that provides the spaces and services to meet the community's safety, education, social, and celebratory needs.



IMPLEMENTATION PLAN

Action	Supporting Goals						Timeline	Lead Department	Internal Partners	Community Partners
	Overall	Land Use	Utilities	Economic Dev.	Env. & Cul. Fact.	Public Facilities				
MIXED USE: Develop zoning and land development regulations that allow mixed use development that is consistent with the vision outlined in the Future Land Use Plan.		✓		✓			Near Term	Planning	Public Works	
MIXED USE: Continue and expand the use of tax incentive programs to incentivize infill and redevelopment in downtown and other redevelopment and infill areas that meets the preferred development style and supports a mix of uses.		✓		✓			On-Going	Economic Development	Planning, Public Works	
SMART DEVELOPMENT: As zoning ordinance amendments are pursued, include smart development guidelines, as described in Chapter 3, that encourage compact land development and redevelopment; support walkability; provide a mix of uses and housing types; and make efficient use of infrastructure.	✓	✓	✓	✓	✓	✓	Mid Term	Planning	Planning Commission	
HOUSING DEVELOPMENT (AFFORDABLE, DIVERSE): Implement policies, tools, and regulations that allow and encourage the development of a diverse and affordable housing stock that provides housing choices for all Marshall residents. Maintenance of the rental inspection program and continued building code enforcement are example tools.	✓	✓		✓			Near Term	Planning	Economic Development	

Action	Supporting Goals						Timeline	Lead Department	Internal Partners	Community Partners
	Overall	Land Use	Utilities	Economic Dev.	Env. & Cul. Fact.	Public Facilities				
HOUSING DEVELOPMENT (AFFORDABLE, DIVERSE): Amend zoning ordinance to allow flexibility in housing development to respond to needs, an example would be the inclusion of accessory dwelling unit regulations.	✓	✓		✓			Near Term	Planning	Planning Commission	
HOUSING PRESERVATION: In coordination with adoption and implementation of housing rental code, prioritize the preservation and rehabilitation of Marshall's existing housing stock through the use of funding programs, such as USDA Housing Preservation Grants and Low Income Housing Tax Credits, and development of local programming and regulations that encourage rehabilitation over reconstruction.	✓	✓		✓	✓		On-Going	Planning	Administration, Economic Development	
HOUSING DEVELOPMENT: Collaborate with housing organizations, businesses, and developers to create, participate in, and support housing programs that identify housing needs and work to provide housing choices for all Marshall residents.	✓	✓					Near Term, On-Going	Economic Development	Planning, Administration	
ZONING ORDINANCE: Amend the City's zoning and development regulations to address the recommendations included in Appendix B.	✓	✓					Near Term	Planning	Planning Commission, Administration	
UTILIZE COMP PLAN/FUTURE LAND USE MAP: Use the Comprehensive Plan and Future Land Use Map to guide zoning, land use, and development decision making.	✓	✓					On-Going	Planning	Planning Commission, Council	

Action	Supporting Goals						Timeline	Lead Department	Internal Partners	Community Partners
	Overall	Land Use	Utilities	Economic Dev.	Env. & Cul. Fact.	Public Facilities				
UPDATE AS NEEDED: Periodically review and update the Comprehensive Plan as appropriate to account for changing community issues/opportunities, demographic and economic trends, and other circumstances.	✓	✓	✓	✓	✓	✓	Mid Term	Planning	Public Works, Economic Development	
URBAN GROWTH: Prioritize residential, commercial, and industrial development within the city's existing boundaries before expanding outward.	✓	✓	✓	✓			Ongoing	Planning	Public Works	
ANNEXATION AND OUTWARD GROWTH: Consider the fiscal, environmental, and infrastructure impacts of outward growth prior to annexing land into the city.	✓	✓	✓				Ongoing	Planning	Public Works	
CONTINUE RELATIONSHIPS AND CONVERSATIONS MNDOT: Collaborate with MnDOT on key transportation improvements along state and US highways that provide access to or are within Marshall.	✓	✓		✓	✓		Ongoing	Public Works		MnDOT
EXISTING BUSINESS SUPPORT AND RETENTION: Work with local businesses to identify needs and develop programs to provide support.				✓			On-Going	Economic Development		Chamber
COMMERCIAL PROPERTY AVAILABILITY: Continue to collaborate with property owners to provide and share information about available commercial properties.	✓			✓			On-Going	Economic Development		

Action	Supporting Goals						Timeline	Lead Department	Internal Partners	Community Partners
	Overall	Land Use	Utilities	Economic Dev.	Env. & Cul. Fact.	Public Facilities				
BUSINESS ATTRACTION: Consider a wide range of strategies, including incentive programs, development of commercial space, and workforce development, to attract businesses that provide a varied range of employment opportunities.	✓			✓			On-Going	Economic Development		Chamber, DEED
WORKFORCE DEVELOPMENT: Partner with Southwest Minnesota State University (SMSU), Marshall Public Schools, area technical schools, and other local agencies and organizations to support workforce development programming that provides workforce training, job placement, and helps to attract and retain a high quality and diverse workforce to Marshall.	✓			✓	✓		On-Going	Economic Development		SMSU, Schools, DEED, Chamber
LOCAL/SMALL BUSINESSES: Develop and participate in programs that provide support to local and small businesses.	✓			✓			On-Going	Economic Development	Administration	Chamber, DEED
FUNDING OPPORTUNITIES: Pursue funding opportunities that support economic development activities and small business growth within Marshall.	✓			✓			On-Going	Economic Development		DEED
COMMUNITY RESOURCES – WORKFORCE DEVELOPMENT AND RETENTION: Acknowledge, enhance, and utilize the city's high quality of life, community services, facilities, and utilities, cultural and environmental resources, and	✓	✓	✓	✓	✓	✓	On-Going	Economic Development	Planning, Public Works, Administration	



Action	Supporting Goals						Timeline	Lead Department	Internal Partners	Community Partners
	Overall	Land Use	Utilities	Economic Dev.	Env. & Cul. Fact.	Public Facilities				
recreational opportunities to retain and attract a diverse workforce and businesses.										
MAINTENANCE AND OPERATIONS: Continue to maintain and operate the high quality, efficient, and cost-effective infrastructure and utilities system that supports Marshall as a regional economic hub that gives residents access to a high quality of life.	✓		✓				On-Going	Public Works	Planning	
EXPANSION AND FUTURE SERVICES: When considering potential development and annexation opportunities, consider and balance the potential impacts of utility system expansion with land development, growth, and economic development priorities.	✓	✓	✓				On-Going	Public Works	Planning	
RESILIENT INFRASTRUCTURE: Incorporate resiliency and innovation considerations into infrastructure and utilities planning to protect investments and the long-term quality of life in Marshall.	✓		✓		✓		On-Going	Public Works	Planning	Utilities
PARTNERSHIPS: Partner with surrounding communities and utility providers to ensure the provision of a high-quality system of infrastructure and utilities that serve Marshall.	✓		✓		✓		On-Going	Public Works		

Action	Supporting Goals						Timeline	Lead Department	Internal Partners	Community Partners
	Overall	Land Use	Utilities	Economic Dev.	Env. & Cul. Fact.	Public Facilities				
ENGAGING THE PUBLIC AND PARTNERS IN ACTION: Engage the public and community partners to help guide decision making about planning, infrastructure investments, and the provision of services.	✓	✓	✓	✓	✓	✓	On-Going	Public Works	Planning, Administration	
PARKS AND FACILITIES ASSESSMENT (PERIODIC): Complete a periodic review of parks facilities to identify gaps, complete a needs assessment, and guide parks investment priorities.	✓		✓		✓		Mid Term	Community Services	Planning, Public Works	
COMPLETION AND IMPLEMENTATION OF PARKS PLANNING: Develop, update, and implement parks plans.						✓	On-Going	Community Services	Administration	
COORDINATION IN IDENTIFYING GAPS AND FACILITY NEEDS (ENSURE EQUITY IN FACILITIES): Coordinate with other agencies, community services providers, and the community to identify gaps in the provision of public services and facilities, and to ensure equitable access to all community residents.						✓	Near Term	Community Services	Planning	
DOWNTOWN PLAZA/STREETSCAPE: Prioritize downtown as a location that reflects Marshall's sense of place and serves as a gathering area for residents to share in and celebrate culture, art, and the city's history.	✓	✓			✓	✓	On-Going	Public Works	Administration, Planning	Marshall Downtown Business Association

Action	Supporting Goals						Timeline	Lead Department	Internal Partners	Community Partners
	Overall	Land Use	Utilities	Economic Dev.	Env. & Cul. Fact.	Public Facilities				
SAFE, CONNECTED, EFFICIENT, AND VARIED TRANSPORTATION SYSTEM: Develop a transportation system that is safe and efficient, well connected, multimodal, and that offers choices for how people get around.	✓	✓	✓				On-Going	Public Works	Planning, Economic Development	
PUBLIC ARTS COMMITTEE: Create a public arts committee to collaborate with the community and arts organizations to create public art that supports Marshall's sense of place.	✓				✓	✓	Mid Term, On-Going	Administration	Community Services	Marshall Area Fine Arts Council
PUBLIC ART FUNDING: Identify and pursue funding opportunities and partnerships that support public arts in Marshall.	✓				✓	✓	Near Term	Administration	Economic Development	Marshall Area Fine Arts Council
TRENDS: Collaborate with regional agencies and local stakeholders to monitor changing trends and needs for management of natural resources, and update policies and regulations as warranted.	✓	✓				✓	On-Going	Planning	Administration, Public Works	
COLLABORATION AND CODE UPDATES ON CHANGING FLOODPLAIN, MS4, ETC. AS NEEDED: Monitor changes to state and federal law and update local regulations as needed to ensure continued compliance with state and federal standards (e.g., municipal stormwater permitting, floodplain management regulations).		✓				✓	On-Going	Planning	Public Works	

Action	Supporting Goals						Timeline	Lead Department	Internal Partners	Community Partners
	Overall	Land Use	Utilities	Economic Dev.	Env. & Cul. Fact.	Public Facilities				
FOSTER RELATIONSHIPS: Develop and foster relationships with cultural, community, and environmental groups throughout the community.	✓	✓			✓	✓	On-Going	Administration	All	
TREE CITY USA: Maintain the city's Tree City USA designation and continue to enhance and preserve a thriving urban forest that reduces urban heat islands, provides green space, and enhances property values.	✓	✓			✓	✓	On-Going	Community Services	Public Works	
BIKE FRIENDLY COMMUNITY: Seek designation as a Silver Bike Friendly Community by the League of American Bicyclists.	✓		✓		✓		Near Term	Community Services	Public Works	
GREENSTEP CITIES: Continue participation in the Minnesota GreenStep Cities program continuing existing and implementing new best practices that improve community sustainability and quality-of-life.	✓					✓	On-Going	Community Services	Administration, Public Works	

