



# City of Marshall

Calhoun County, MI  
Master Plan Update 2015

Prepared by the Marshall Planning Commission  
with assistance from

*clearzoning*<sup>®</sup>



Adopted June 10, 2015

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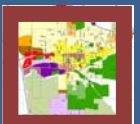
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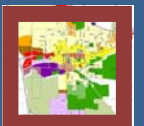
City of Marshall Master Plan Update 2015

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## INTRODUCTION



# WHY WE PLAN

## Why Update a Master Plan?

A Master Plan update provides a framework in which to:

- Evaluate demographic, physical, and economic changes in the community.
- Review the community's goals and objectives and progress toward implementation of the Master Plan.
- Identify other local, state, county and regional planning efforts that may inform or contribute to existing goals and strategies.
- Amend the original plan to reflect changing goals and needs.

This 2015 Master Plan is an update to the vision established in the City of Marshall's 2008 Master Plan. It assesses the plan's vision in the context of current demographic data and updated information about existing conditions.

The Master Plan process offers an opportunity to direct new development in the City by establishing goals and supporting them with objectives, strategies, and plans. The Master Plan is comprehensive, providing for future coordination of land use, housing, preservation, and transportation. It clearly states community goals and objectives, establishing a vision of the future, with plans that promote a land use pattern consistent with the community's goals.

The information and concepts presented in a community's Master Plan are used by the Planning Commission and City Council to guide local decisions regarding public and private uses of land and the provision of public facilities and services. The Master Plan is a living document that should be referred to in the course of community decision-making over a ten to twenty-year timeframe.

## Why Prepare a Master Plan?

Per the Michigan Planning Enabling Act of 2008, "A local unit of government may adopt, amend, and implement a master plan as provided in this act." The Michigan Zoning Enabling Act of 2006 requires that a community's zoning ordinance be based upon a plan designed to promote the health, safety, and general welfare of the public.

Zoning is a regulatory mechanism for controlling the classification and regulation of land use. It has the force of law. The Master Plan is not an ordinance, does not change the zoning of anyone's property, and does not have the force of law. It is intended to guide future land-use decision-making, including amendments to the Zoning Ordinance and Zoning Map, which regulate current and proposed land use. The Master Plan is the community's "vision," while the Zoning Ordinance is used to implement that vision by translating it into regulations. With a current Master Plan in place, zoning decisions consistent with the Plan and Ordinance are presumed by the courts to be valid.

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The process of updating a Master Plan begins with a review of the plan in the context of the community as it is today. What has changed since the plan was originally developed? How do those changes affect the goals and objectives outlined in the plan? Are some of them no longer relevant? Does the community now have needs not reflected in the plan? What items in the plan have not been implemented and are these still things the community wishes to pursue? These are some of the important questions whose answers will guide the process.

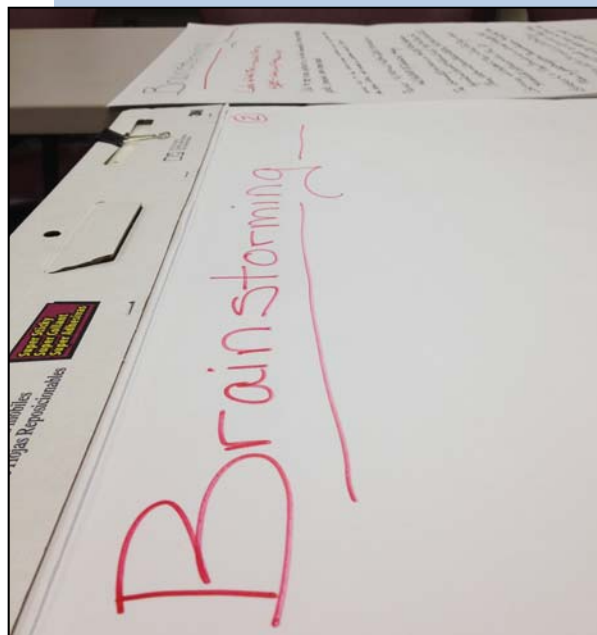
These questions are answered collaboratively, though discussion amongst the Planning Commission and City staff, consultation with experts, and engagement with community members. Ultimately, a Master Plan Update will carry forward goals, policies, and implementation items that still fit the community vision, develop new goals where needed, and recommit the community to its vision for the future.

Marshall's Master Plan update process began in October, 2014, with a public kickoff meeting between the City Planning Commission, staff planners, and consulting planners. The Planning Commission reviewed the goals and objectives of the 2008 Master Plan, and took stock of the plan's implementation chapter, discussing remaining outstanding items.

In November, 2014, the Planning Commission held a community open house seeking comments and input from citizens on what they perceive as the current needs of the community. Concurrently, the City posted and promoted an online survey to gauge citizen attitudes about a variety of topics, from pedestrian safety to aesthetics, City services, and housing. Citizen feedback from this open house and the survey is included in the Appendix.

Subsequently, a plan update was developed that responded to public input and Planning Commission discussions, modifying goals and objectives and identifying new, concrete implementation strategies.

The final task in the planning process was to obtain additional public opinion through a public hearing, which is required by the Municipal Planning Act, prior to the adoption of the Plan.



The November community open house drew many citizens of Marshall, as well as representatives from various agencies and townships.

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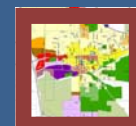
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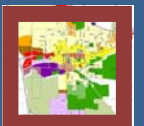
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2.



CONTEXT



# CITY CHARACTER



The American Museum of Magic is one of several attractions that draws visitors from afar to downtown Marshall.

Marshall is a beautiful city with a rich connection to its history and a welcoming small town atmosphere. Much of the City's large and well-preserved collection of 19<sup>th</sup> Century buildings is included in a National Historic Landmark District that is among the largest in the Small Urban category, with 850 contributing structures. Visitors will find numerous historical markers dotting the City and a wealth of high-quality historic commercial and residential architecture. All four of the City's most prominent gateways lead to the landmark Brooks Memorial Fountain, set in the center of a traffic circle adjacent to City Hall. The fountain serves as a central focal point for the City, and marks the western end of downtown. At various points in its history, Marshall has been a rail hub, a center of the patent medicine industry, a candidate for state capitol, a hotbed of abolitionism and stop on the Underground Railroad, the birthplace of the Brotherhood of Locomotive Engineers, and a center for innovations in education.

The City's connection to its past is strengthened by the presence of several museums, including the American Museum of Magic, Honolulu House, the Grand Army of the Republic Hall, a U.S. Postal Service museum, Capitol Hill School, and the Governor's Mansion, which was constructed in anticipation of Marshall being named capitol of Michigan, an ambition left unrealized when the honor was awarded to Lansing instead. The Governor's Mansion is across the street from the entrance to the Calhoun County Fairgrounds, which hosts Michigan's oldest county fair.

Time has not stood still in Marshall, however. Moving away from the City's historic downtown and core neighborhoods, one finds suburban-style housing subdivisions that reflect the preferences of multiple eras, multi-family housing, modern retail development, a regional airport, and an industrial park that is home to prominent research and technology companies. The City has endeavored to strengthen its connection to its natural setting, establishing a riverwalk and park system along the Kalamazoo River and the Brooks Nature Area at the City's southern end.

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Marshall is located roughly halfway between Detroit and Chicago, near the intersection of Interstate 94 and I-69. It is at the center of Calhoun County and is the county seat. The City's easy freeway access and proximity to Lansing, Kalamazoo, Battle Creek, Jackson, and Grand Rapids, as well as several college towns, including Albion and Olivet, makes it a viable bedroom community for a large and economically diverse area of Michigan. The City's location also places it on two very important trade corridors and makes it a frequent stopping point for travelers.

While it includes Marshall, Battle Creek, Springfield, Albion, and all or portions of five small villages, Calhoun County is nonetheless predominantly rural and agricultural. It is only a short drive out of town to reach farmland and undeveloped areas. The 2012 Calhoun County Master Plan sets out to preserve this proximity of urban and rural by establishing growth boundaries that provide breathing room for existing development areas while preserving most of the county for agriculture and rural residential uses.

Planning within the City must account for surrounding communities. Marshall is incorporated from parts of four townships, each with its own planning process and long-range goals. Marengo Township, to the northeast, is primarily planned for low and medium density residential, open space and agriculture, but maintains some commercial and industrial uses on Michigan Ave. between I-94 Exit 112 and the Marshall City Limit. Eckford Township, to the southeast, is planned for agriculture, open space, and low density residential near the City. Fredonia Township, to the southwest, plans for a mix of low and medium density residential in the area near the City.

Marshall Township, to the northwest of the City, includes the I-94/I-69 interchange and exits for Marshall on both freeways. The Township plans for commercial uses at both exits, industrial uses between Michigan Avenue and the railroad, a small amount of multiple family residential along Old 27, and a mix of moderate and low density residential and open space in other areas adjacent to the City. The area zoned industrial includes one of the largest single parcels zoned industrial between Detroit and Chicago. It is currently undeveloped.



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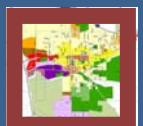
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# KEY DATA

## Demographics

A more complete set of tables assessing demographic and economic change in Marshall can be found in the Appendix.

From 2000 to 2010, Marshall's population declined by 5% to 7,088. The City's population has risen or fallen slightly in every decade since 1960, generally hovering around 7,000 residents. The more significant aspect of population change from 2000 to 2010 was the rapid aging of the City's population. Table 2-1 shows changes among key age groups.

**Table 2-1: Children, Seniors, and 25-34s**

	2000	% Total	2010	% Total	% Change
Marshall Age 0-19	2,026	27.16%	1,873	26.42%	-7.55%
Michigan Age 0-19	2,884,065	29.0%	2,648,885	26.8%	-8.15%
Marshall Age 25-34	947	12.70%	836	11.79%	-11.72%
Michigan Age 25-34	1,362,171	13.7%	1,164,149	11.8%	-14.54%
Marshall Age 55-64	609	8.16%	866	12.22%	42.20%
Michigan Age 55-64	863,039	8.70%	1,251,997	12.70%	45.10%
Marshall Age 65+	1,365	18.30%	1,290	18.20%	-5.49%
Michigan Age 65+	1,219,018	12.3%	1,361,530	13.8%	11.69%

Historical and current population trends can be used to:

- Identify opportunities for growth and improvement
- Provide an indication of probable future needs.
- Discover areas that could benefit from proactive planning

As shown in Table 2-1, Marshall lost children and residents in the key family-starting 25-34 age range at rates slightly lower than the state as a whole. If this trend persists, losses in these groups could have profound implications for Marshall's ability to maintain its population in the future, as well as for the City's school system.

The population of seniors is rising nationwide, but Marshall experienced a loss of residents over the age of 65 from 2000 to 2010, even as its population in the 55 to 64 age range rose dramatically. This may be an indication that Marshall does not offer sufficient housing options for its aging residents; seniors in need of homes with greater accessibility or who wish to move to senior-focused housing appear to be looking elsewhere rather than aging in place. Marshall's large population of 55 to 64-year-olds will have changing needs over the next ten to twenty years; the City must prepare to meet these needs.

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# KEY DATA

Sidebar 2-4

## Housing & Economics

Across the U.S., average household size has been declining for decades. Michigan saw a 0.8% drop in household size from 2000 to 2010. The decline in Marshall's household size over this same period was much sharper: 5.5%, from 2.53 residents per household to 2.39, substantially lower than the statewide average.

Over the same period, Marshall saw an increase in both the number of housing units and its housing vacancy rate, as shown in Table 2-2. Part of the increase in vacancy may be tied to the rise in the rate of renting; rental properties in the City are nearly four times more likely to be vacant than non-rentals.

**Table 2-2 Housing Units**

Housing Units	2000	% Total	2010	% Total	% Change
Occupied	3,111	92.78%	3,092	91.10%	-0.61%
Vacant	242	7.22%	302	8.90%	24.79%
Owner-Occupied	2,082	62.09%	1,988	58.57%	-4.51%
Renter-Occupied	1,029	30.69%	1,104	32.53%	7.29%
Total	3,353		3,394		1.22%

**Table 2-3 Poverty Rate, 2000-2010**

	2000	2010	65+ 2000	65+ 2010	Under 18 2000	Under 18 2010
Marshall	5%	10.30%	3.90%	9.50%	3.20%	15.80%
Calhoun County	11.30%	16.20%	9%	5.80%	14.80%	23.90%
Michigan	10.5%	14.8%	8.2%	8.3%	13.9%	20.5%

Economically, Marshall weathered the tumult of the 2008 economic crisis more strongly than the state as a whole. Unemployment peaked much lower than the statewide average, and recovered more quickly, sitting at 7.5% in 2012 while the state rate was 12.6%. This may be partly attributable to the fact that Marshall and Marshall Township have much higher rates of college graduation than Calhoun County or the state as a whole. In addition, the city has a fairly diversified economy, including a strong health care sector.

Regardless, the economic crisis did take a toll. Inflation-adjusted median household income declined 16.8% from 2000 to 2010, a larger decline than either the state or county. The City's poverty rate rose sharply, especially among children, as shown in Table 2-3.

All tables on this page reference data from the 2000 and 2010 US Census. The text also cites data from the 2012 American Community Survey.

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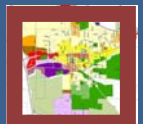
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Future  
Land Use  
Map



# EXISTING CONDITIONS

## Assessing What We Have To Discover What We Need

This section summarizes the current use of land in Marshall. This analysis helps form the basis of the Future Land Use Plan, which necessarily builds on the existing shape of the community.



The River District is already home to unique businesses that draw in visitors.

## Mixed Use Districts

Marshall has two districts that are zoned and intended for a mix of uses: Downtown and the River District.

### Downtown

Downtown Marshall is today a primarily commercial district, centered on a historic main street that leads to a landmark fountain. It is among the most distinctive downtowns in Michigan. Downtown features many of the specialty shops and restaurants that are typical of modern downtowns, but also still possesses businesses that serve everyday practical needs, such as the drug store and hardware store. The Downtown Development Authority area includes municipal and county offices and the Oaklawn hospital campus. A growing amount of upper floor residential can be found in the district, which is surrounded by neighborhoods characterized by historic single-family homes.

### The River District

Established by the 2008 Master Plan, the River District is still developing around a solid core anchored by the Dark Horse Brewery compound. Though only one industrial use remains, the district is still largely industrial in character, with a great deal of vacant land, a small concentration of single-family homes, and a portion of the Riverwalk. The most notable repurposed industrial building is the old grain silo that houses Oerther's lawn and garden store.

## Commercial Districts

Outside of its mixed use districts, Marshall has several commercial areas, most of which are auto-oriented.

### West Michigan

West Michigan is dominated by auto-oriented uses, with little pedestrian connectivity, a wide, high-speed thoroughfare, and wide range of building setbacks. Larger commercial uses are located in this area, as are most of the City's drive-thru uses. A modern office park adjoins this area to the south. In general, this part of the City lacks the cohesion and distinctive character typical of the rest of the City.

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## Old 27

At I-94, Old US 27 features a small concentration of freeway-oriented commercial development, including convenience dining and shopping, hotels, and fuel.

## East Michigan

A small exclave of Marshall at East Michigan and I-94 is home to a large gas station and truck stop complex. Other commercial and light industrial uses are located in Marengo Township.

## **Residential Districts**

Marshall offers a variety of housing styles, but is dominated by single-family detached homes. Two thirds of Marshall's households own their homes, while one third rent.

## Traditional Neighborhoods

The central residential neighborhoods of Marshall are characterized by historic single-family homes on small lots, with streets that form a rough grid network. Many of these neighborhoods fall within the National Historic Landmark District.

## Suburban Neighborhoods

Moving outward from the City's historic traditional neighborhoods reveals a range of 20<sup>th</sup>-Century suburban housing styles. Leafy Mid-Century neighborhoods and ranch homes give way to more recent development on larger lots with larger homes. Density generally decreases with distance from downtown.

The suburban development areas of the City include several condominium subdivisions, including some with attached, townhome-style units.

## Multi-Family

Marshall has several low-rise multi-family housing complexes, including Maplewood Assisted Living Center, and several different styles of apartment. Multi-family housing is distributed across the City. Sidewalk connectivity between the City's apartment complexes and the rest of the City are in need of improvement.



*Top:* A historic home anchors a block in a traditional residential neighborhood close to downtown Marshall. *Bottom:* The trees in this mid-20th century suburban neighborhood are mature, helping to make a lower density area feel cohesive.

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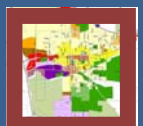
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# EXISTING CONDITIONS



**Unique assets:** Brooks Field is a city-owned airport open to the public for general aviation. The Calhoun County Fair is Michigan's oldest, and the fairgrounds include a handful of historic exhibition buildings.

## Industrial Districts

For a community its size, Marshall has a very large amount of land zoned for industrial use, including significant vacant land zoned industrial.

### Brooks Industrial Park

Occupying most of the land in southern Marshall, Brooks Industrial Park is home to some of the City's largest employers. Much of the park remains vacant, though a significant portion of the vacant area is served by city infrastructure. The southern industrial area also includes Brooks Field, a small airport.

### Other Industrial

The City's remaining industrial land and uses are concentrated in the area south of West Michigan, between the railroad and the Kalamazoo River.

## Public and Semi-Public Land

Much of Marshall's parkland is concentrated in the areas along the Kalamazoo River and Rice Creek. The Riverwalk connects several areas of town along the Kalamazoo River. Other public and quasi-public lands in the city include the Brooks Nature Area, Calhoun County Fairgrounds, a golf course, and cemetery.

## 425 Agreement Area

In March of 2006, the City of Marshall and Marshall Township entered into a Master 425 Development Agreement to govern the extension of sewer and water to properties in the Township. Pursuant to Michigan Public Act 226 of 2003, a Joint Planning Commission was established with jurisdiction over land uses on all properties subject to a 425 Agreement.

The Master 425 Agreement affects all commercial and industrial properties in Marshall Township, as well as all residential properties in the Township south of I-94 and east of I-69. The 425 Agreement was recently renewed and extended to 2026. Upon expiration of the agreement, all properties subject to the agreement located south of I-94 and east of I-69 shall remain in the City; all properties located north of I-94 and west of I-69 shall remain in the Township. A concept land use plan for the area was drafted in 2008, but issues beyond land use must be considered as well, such as the provision of sidewalks in neighborhoods currently part of the Township to bring them more in character with the City.

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## Community Planning Initiatives

### Strategic Plan

In 2012 the City Council adopted a strategic vision to direct the City of Marshall. These goals and objectives were updated in 2014. At the time of this plan's adoption, a second update process had yielded a new Strategic Plan with four goal areas: economic development, quality of life, housing development, and infrastructure. The sidebar of this page summarizes the goal areas and supporting objectives.

### Parks and Recreation Master Plan, 2012-2017

The City's park system is comprised of a mix of passive and active recreational opportunities. After completing an analysis of existing inventory and acquiring input from citizens, the advisory committee and boards developed the following goals:

1. Maintain and enhance existing park locations and facilities.
2. Engage the growing majority of older adults through improved activities and facilities that connect with the interests of this demographic group.
3. Improve and invest in non-motorized infrastructure to link city parks and open spaces, attract tourism, and coordinate with county, state and national initiatives.
4. Continue park improvements initiatives lead by citizen groups.
5. Ensure proper spacing of parks, facilities, and open spaces throughout the community to encourage use.
6. Utilize survey results in recreation program development.

### Southwest Michigan Non-Motorized Transportation Plan for Calhoun County, 2011

Marshall lies along the Great Lake to Lake Trail Route #1 that will cover 200 miles through 55 jurisdictions as it traverses the state from South Haven to Port Huron. The Plan has identified a critical link within Calhoun County, connecting Battle Creek to the Falling Water Trail in Jackson with 35.1 miles of trail that will connect Battle Creek, Marshall, Albion, Homer, Concord and Jackson. The Plan classifies this trail as a regional priority corridor.

### **Vision 2020: Strategic Plan**

In 2015, the City adopted a strategic plan with the following four goal areas:

1. Economic Development
  - a. More retail & unified hours downtown
  - b. Fill industrial park
  - c. Attract higher education
  - d. 100% occupancy downtown
  - e. Golden Rule property occupied
2. Quality of Life
  - a. Walkable community
  - b. Safe non-motorized pathways
  - c. Funding for parks
  - d. More evening/weekend activities
  - e. Sustainable dog park
3. Housing Development
  - a. 2nd and 3rd floors downtown
  - b. Greater variety
  - c. More options for seniors
4. Infrastructure
  - a. Fiber optic service & downtown wi-fi
  - b. W. Michigan more attractive
  - c. Solar field
  - d. Self-sustaining airport

The goals of the Master Plan and the Strategic Plan are closely aligned and mutually supportive.

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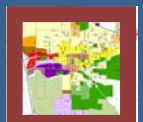
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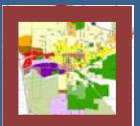
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3.



## PUBLIC INPUT & GOALS



# GOALS & OBJECTIVES

Updated and Confirmed in 2014

## Marshall Future Vision, 2008

Marshall is a community with a historic Downtown, quality residential neighborhoods, and a friendly small town atmosphere. Preserving this unique character for existing and future residents is a high priority for Marshall. It is the Master Plan's vision that the City will continue to strive to balance the needs of its residents now and in the future while providing excellent cultural, educational, recreational, and employment opportunities; safe neighborhoods for all residents; future growth and redevelopment that strengthens the City's traditional Downtown; and an environment that attracts and retains commercial and industrial investment in the community for years to come.

A central purpose of the 2014 update to the Master Plan is to review and reaffirm or update the community's vision statement, goals and objectives established in the 2008 Master Plan. The 2008 Plan goals and objectives were reviewed by the Planning Commission and public input was gathered through an online survey and public open house to inform the update. The following chapter carries forward and confirms some goals and objectives from the 2008 plan, with updates and additions based on community input, accomplishments of the community since 2008, and other changes in the City's planning environment.

### Goal 1: Maintain and enhance the unique, historic character of the community.

- Objective:* Pursue improvements to the downtown streetscape that promote walkability and commerce.
- Objective:* Encourage the reuse and rehabilitation of historic buildings consistent with the existing National Historic Landmark District (NHLD).
- Objective:* Encourage the use of context sensitive design, materials and features in new residential and commercial development.
- Objective:* Promote continued walkability throughout the City by strengthening pedestrian connections and encouraging new development that is supportive of a walkable environment.
- Objective:* Promote an active cultural and entertainment scene in the City through support for arts programs, museums, events and citizen organizations.

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**Goal 2: Achieve and maintain high standards for aesthetics and design throughout the City.**

*Objective:* Enhance the city's major and minor gateways with appropriate landscaping and signage.

*Objective:* Provide for appropriate transitional uses and design between Downtown Marshall and the I-94 and I-69 interchanges.

*Objective:* Promote commercial and office development that reflects Marshall's existing character and strengthens the community's quality image.

**Goal 3: Ensure the long term stability of Marshall's neighborhoods.**

*Objective:* Encourage quality infill development and renovations that reflect the character of the existing homes.

*Objective:* Provide for a variety of housing choices to meet the needs of existing and future residents of all ages, needs and abilities.

*Objective:* Promote residential development that reflects the existing character of Marshall's neighborhoods, including interconnected walkable streets and context sensitive housing styles.

*Objective:* Encourage residential uses downtown through adaptive reuse of existing spaces and context-sensitive redevelopment.

*Objective:* Provide quality public and private facilities and services that continue to meet the needs of City residents.

*Objective:* Review and amend, if necessary, existing blight and property maintenance ordinances and improve enforcement efforts throughout the City's neighborhoods.

*Objective:* Provide for an appropriate transition of uses and design between Downtown Marshall and adjacent residential neighborhoods.

## ABSTRACT

Vision

Goals

Objectives

Policies

Implementation Action Items

## CONCRETE

A vision statement speaks in general terms about what a community wants for its future. Goals specific to different areas of community improvement can be drawn from a vision statement, and can be achieved through pursuing specific objectives and action items.

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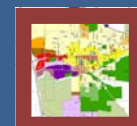
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# GOALS & OBJECTIVES

## **Goal 4: Ensure the long term viability of Marshall as a commercial center.**

*Objective:* Provide opportunities for a mix of commercial and office uses to serve the needs of existing and future area residents.

*Objective:* Promote commercial uses at appropriate locations outside of the Downtown that will complement rather than detract from Downtown businesses.

*Objective:* Accommodate office uses in appropriate locations that will complement the hospital and downtown, serve as transitional land uses, and meet the needs of the Marshall area.

*Objective:* Strengthen marketing and business development efforts to continue to attract new and retain existing businesses in the community.

*Objective:* Continue to draw residents and visitors to the downtown by attracting new retail, entertainment and dining establishments.

## **Goal 5: Ensure the long term strength of the City's employment base.**

*Objective:* Develop strategies to maintain and enhance the City's existing manufacturing and research uses, strengthen marketing efforts to attract new users to the City's state-of-the-art industrial and research park.

*Objective:* Promote industrial and commercial development that minimizes negative impacts on neighboring properties and the environment.

*Objective:* Coordinate land use decision making with community facility and utility planning.

*Objective:* Work to bring faster broadband service to the City for the convenience of residents and the competitiveness of businesses.

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**Goal 6: Strengthen cooperation and coordination with neighboring townships and community partners to ensure the long term success of the City, its neighbors and institutions.**

*Objective:* Continue to collaborate with Marshall Township on land use issues and support the efforts of the Joint Planning Commission.

*Objective:* Encourage dialogue and collaboration with neighboring townships regarding land use and development issues. Consider the appropriateness of additional 425 Agreements.

*Objective:* Work to establish common or compatible development standards for uses near the City's boundaries that are palatable to both the City and the adjoining townships.

*Objective:* Work with the hospital to improve circulation of hospital traffic on surrounding streets.

*Objective:* Facilitate harmonious fairground expansion.

**Goal 7: Maintain a transportation network that facilitates safe, efficient circulation within and through the City for all users and modes, in accordance with Complete Streets principles.**

*Objective:* Consider road and infrastructure capacity as part of all land use decisions.

*Objective:* Continue to provide ongoing maintenance of the City's streets, sidewalks, and pathways.

*Objective:* Promote continued walkability by strengthening sidewalk and pathway connections within the community and the region.

*Objective:* Promote alternative modes of transportation.

*Objective:* Continue to work cooperatively with MDOT and the Calhoun County Road Department to provide efficient and safe vehicular and pedestrian transportation along state roadways.

*Objective:* Develop a comprehensive system of wayfinding signage that reflects the community's character and enhances the visitor experience.

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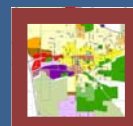
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# PUBLIC INPUT



Then and now: the top photo shows a planning workshop from the 2008 process; the bottom photo shows the 2014 Open House. Citizen engagement is a crucial part of the Master Plan process.

The process of drafting a Master Plan update is aided by seeking public input on issues facing the community. The first step in the process was to review the goals, objectives and action items of the 2008 plan and consider their status and future relevance. The Planning Commission gathered public input using two approaches. On November 19, 2014, a public open house was held at the City Hall Training Room. An online survey was made available the same day and kept open December 8th. Full survey results are included in the Appendix.

## Online Survey

262 respondents participated in the survey. Of those, 84% were residents, and 42% were long-time residents of 25 years or more. Other respondents worked in Marshall or visited.

General Feedback: Most respondents (93%) considered the overall quality of life in the City of Marshall to be “excellent” or “good” and believed that the quality of life had remained the same or improved as long as they lived in the City. 22% of respondents, however, felt that the quality of life has “declined” during their residency in the City.

The survey provided a list of community attributes and amenities and asked respondents to rate them as “very important,” “somewhat important,” or “not important.” The majority of respondents felt that the quality of homes and neighborhoods (85%), quality of schools (84%), natural features such as mature trees, rivers, lakes, and open space (75%), quality of City services (75%), and sidewalks and pathways (73%) were “very important.” Conversely, the majority of respondents felt that the proximity to the local airport (71%), proximity to the Fairgrounds (52%), and location within Calhoun County (51%) were “not important.”

In 2008, the City asked individuals attending a visioning session for the Master Plan a series of questions. The same questions were repeated in the 2014 online survey. While the number of participants in these public input opportunities was vastly different (12 in 2008 and 239 in 2014) comparing responses from 2008 to 2014 sheds some light on the community’s changing stance on certain land use issues as well as possible shifts in community priorities.

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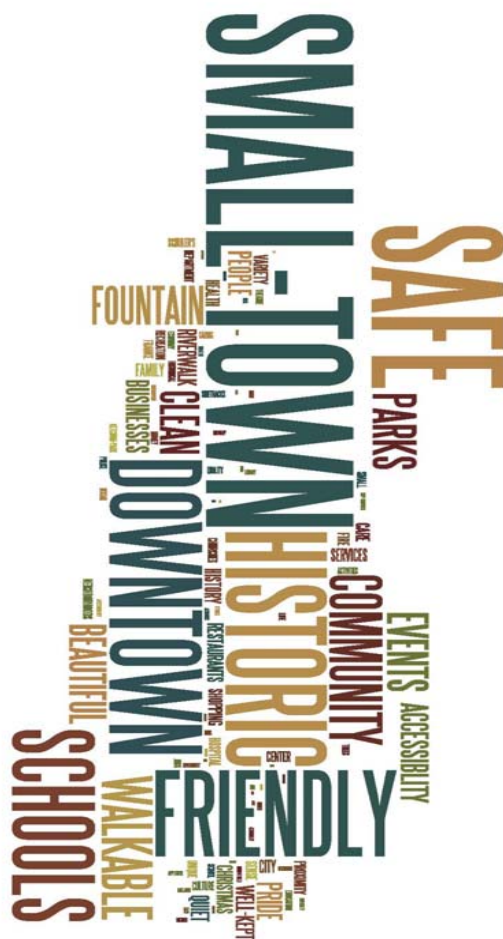


Some of the more prominent shifts from 2008 to 2014:

- A shift in the belief that mixing of housing types makes the community more interesting, falling from 97% in 2008 to 69% in 2014.
- A stronger belief that an appropriate location for higher-density housing such as apartments and townhome developments is in and adjacent to the downtown, increasing from 66% in 2008 to 82% in 2014.
- In 2008, 66% of respondents believed that the city should enact new ordinances to regulate building style and type of building material in commercial development while only 44% felt the same in 2014.
- In 2008, 66% of visioning session participants disagreed that big box stores were needed in Marshall. In 2014, only 42% of survey respondents disagreed. The majority of 2014 respondents stated that they would prefer to shop at big box stores in other communities. This is likely largely due to the lack of such shopping options in Marshall itself.

Other notable findings of the 2014 survey include:

- 66% of respondents believe that existing retail in Marshall is not adequate to serve their needs.
- 84% of respondents supported the construction of bike paths and sidewalks in residential areas, and 76% supported similar projects in commercial areas. Many respondents were neutral on this subject.
- Respondents were asked to identify three things that they liked most about living in or visiting Marshall. Their answers were compiled into a word cloud, seen in the sidebar at left. When asked what they did not like about Marshall, the most common responses related to poor road conditions, high taxes, lack of variety in restaurants and shopping, and a limited number of employers and jobs.



The word cloud above shows the most commonly used words when people who live and work in Marshall were asked what they like about the City.

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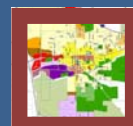
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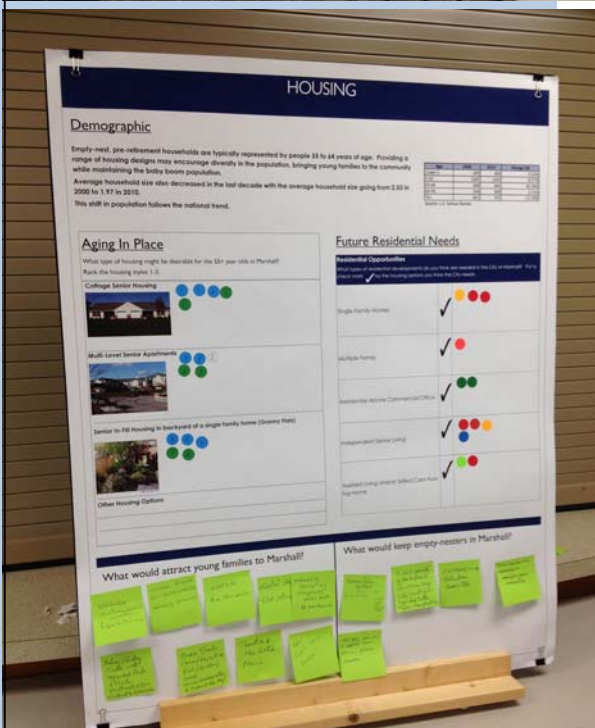
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# PUBLIC INPUT



## Open House

The attendees of the public open house were asked to provide feedback on specific areas of the City as well as land use issues. Their responses to these questions are included in the Appendix. Attendees were asked to respond to questions, examples, and scenarios related to the following areas:

### *Downtown*

- Types of living space appropriate in the downtown
- Potential uses of currently vacant upper floor space
- Streetscape design and pedestrian safety

### *West Michigan*

- Making West Michigan more safe, inviting, pedestrian-friendly, and aesthetically pleasing

### *Brooks Industrial Park*

- Identify other possible uses for the vacant land

### *The River District*

- General use and appearance of the area

### *Gateways*

- Improvements to gateways

### *The Hospital District*

- Signage and wayfinding on and around the campus

### *Housing*

- Aging in Place
- Future housing needs
- Attracting young family and retaining empty-nesters

### *Complete Streets*

- Comment on the community's transportation needs

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Complete Streets was one of the most popular stations at the public open house. Complete Streets is a term used to describe a transportation network that includes accommodations for vehicles, pedestrians, cyclists, and other legal users allowing people to move about their communities safely and easily. Attendees were asked what Marshall was doing well and what it could do better.

The majority of participants believed that the City could improve the connectivity and maintenance of sidewalks which would create a more walkable community. Several comments focused on the areas around the public schools and community parks. This was consistent with the on-line survey results and the Parks and Recreation Master Plan goals which suggested creating more pathways, adding bike lanes and racks ranking highest when asked about the current transportation needs in Marshall.

The attendees also had an opportunity to provide additional comments that were not included in the general categories. The brainstorming suggestions centered around recreational and community activities and creating a sense of place.

*“Attract young adults and young parents 20-45 years old—biking/hiking, parks, walkable community, arts and music, and attractive recreational/tourism, downtown with a variety of shops.”*

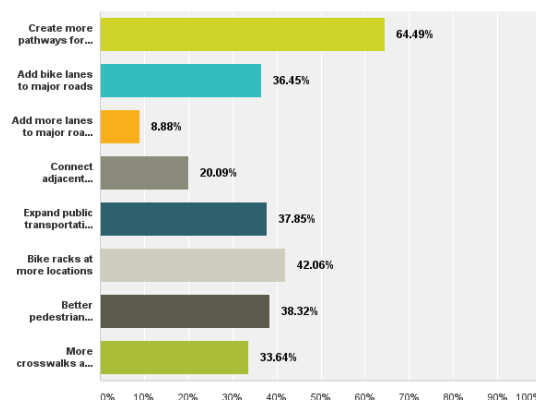
*“Would like to see more on outdoor activities—cross country skiing, nature parks for hiking and biking.”*

*“Like to see more emphasis on livable communities; natural resources, parks, connected open/green spaces.”*

*“Pure Michigan and Marshall as a destination site.”*

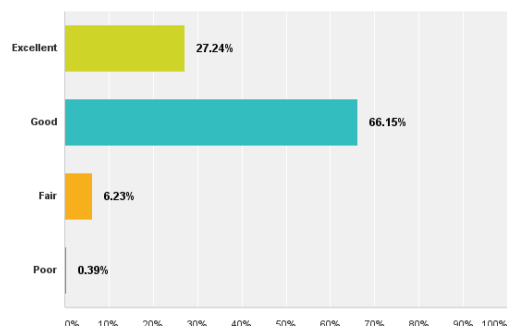
**Q12 What changes, if any, would you make to the current transportation system available within the City of Marshall?**

Answered: 214 Skipped: 48



**Q4 The overall quality of life in the City of Marshall is**

Answered: 257 Skipped: 5



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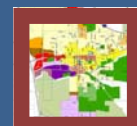
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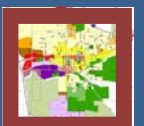
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4.



## FUTURE LAND USE PLAN



# FUTURE LAND USE PLAN

## What Does the Future Land Use Map Show?

The Future Land Use Plan map (found on the following pages) illustrates the City's preferred future land use arrangement. The map identifies general locations for various land uses envisioned by the Planning Commission. The Future Land Use Plan map, along with the entire Master Plan document, is a guide for local decisions regarding land use. The boundaries reflected on the map are not intended to indicate precise size, shape or dimension. In addition, the recommendations in the Land Use Plan do not necessarily imply that rezoning is imminent. Rather, the recommendations set a long-range planning goal.

The Future Land Use Plan map includes recommendations for land uses beyond the City of Marshall's boundaries. This plan does not propose future annexation of these areas by the City. Rather, it addresses how Marshall and the surrounding townships might coordinate future land use decisions in an effort to improve compatibility of land uses along community boundaries.

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## Future Land Use Categories

The land use categories included on the Future Land Use Plan map are described as follows:

**Residential 1.** This category includes detached single family homes that are in keeping with the surrounding open spaces and natural features. Residential 1 is intended to limit residential densities to one dwelling unit per acre or less.

**Residential 2.** This category is intended to accommodate primarily detached single family residential uses with an average density of four dwelling units per acre.

**Residential 3.** This category includes single and two family dwellings with densities up to ten dwelling units per acre. Residential 3 supports and builds on the traditional character of established central neighborhoods and is a transition between Downtown and the outlying suburban neighborhoods.

**Residential 4.** This category is intended to accommodate attached single family and multi-family developments, such as townhomes, attached condominiums, and apartments, with densities up to ten dwelling units per acre.

**Residential 5.** This category is intended to accommodate attached single family dwellings and multiple family developments with densities up to 12 units per acre.

**Manufactured Housing.** This category is intended to accommodate manufactured housing parks.

**Special Project Area 1.** Appropriate uses for the former State Farm office property could include single family residential, senior housing, office, educational, public or institutional uses. Re-use or redevelopment must be compatible with the surrounding residential neighborhood. Use of the PUD option is preferred to ensure appropriate use, density, site design, and building style and placement.

**Special Project Area 2.** This area along the Kalamazoo River may be best utilized as open space.

**Planned Unit Development.** This category includes approved Planned Unit Developments (PUDs) within the City.

**Office.** This category includes small and large scale office uses and is intended to serve as a transition between more intense commercial areas and adjoining residential neighborhoods.

**Hospital.** This designation corresponds to the Oaklawn Hospital campus.

**Downtown Mixed Use.** This category corresponds to Downtown Marshall. Uses appropriate within the Downtown Mixed Use area include retail, office, service, entertainment and dining establishments, cultural attractions, and upper floor residential. Attached and detached residential may also be appropriate along Mansion and Green Streets.

**Commercial.** This category includes neighborhood, community and regional retail sales and service uses and automobile-oriented uses that are located outside of the traditional Downtown.

**Transitional Mixed Use.** This category is intended to accommodate a mix of commercial and residential uses. Commercial uses should be low intensity uses (i.e., retail, office, sit down restaurants) that primarily serve the Marshall community rather than highway-oriented or freeway service type uses. Residential uses may include those consistent with the Residential 3, 4 and 5 designations.

**River District Mixed Use.** This designation includes the area centered along Kalamazoo between Downtown and the river. Redevelopment within this area could include a mix of residential and nonresidential uses. Use of the City's Planned Unit Development option is encouraged to allow for a mix of uses and development that results in a unified and identifiable character.

**Research and Technology.** This category includes light manufacturing, research and development, and industrial office uses.

**General Industrial.** This category is intended to accommodate heavier industrial uses than the Research and Technology category, such as fabricating and manufacturing facilities, as well as uses which require significant outdoor storage.

**Public.** This category includes public areas and facilities, such as City-owned buildings, schools, public cemeteries, parks and public open spaces.

**Private Recreation.** This category includes large-scale private recreation uses, such as the Alwyn Downs Golf Club.



Historic charm is a valuable community asset that can only develop over time. Marshall has abundant historic charm.

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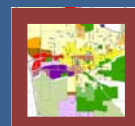
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# COMMERCIAL AREAS

## Overview

### What do you like most about living in Marshall?

"[Marshall is] a safe, friendly community with passionate people."

"Downtown is within walking distance of where I live."

"Natural resources... the river, riverwalk, trees, open public areas."

"Community events, such as parades."

"The beauty of historic Marshall."

"Quiet, hometown feel."

"Marshall is family-friendly."

"Being able to have my kids walk to school."

"The atmosphere of Main Street."

"I like that I can walk almost anywhere and feel safe."

"Public schools are excellent."

"Ability to work and live in the same community."

"The Brooks Memorial Fountain."

—selected responses to the autumn 2014 Public Input Survey

The 2008 Master Plan identified five major commercial areas in Marshall: Downtown, the River District, the West Michigan Corridor, the East Michigan Corridor, and the I-94/Old US-27 Interchange. These areas have strikingly different characters and each fill a different niche in the City's commercial landscape. This update will assess each of these areas in the context of the 2008 plan and public input from 2014, updating recommendations accordingly.



It is a general goal of the City to ensure that commercial development coexists harmoniously with residential development. To accomplish this, consideration must be given to the way commercial areas are lighted, landscaped, screened, and accessed. Minimizing the impacts of commercial activity on surrounding properties is important, as is building in a way that encourages and enables people to access commercial areas in multiple ways, including driving, walking, and biking.

Some commercial areas already meet or mostly meet these standards and require incremental improvement (Downtown and to a lesser extent the River District), while others do not and require more intensive rethinking of the approach to future development (West Michigan and the freeway service areas).

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## Freeway Service Areas: I-94/Old US-27 & E. Michigan

Marshall has two small commercial areas located at exits from I-94. Exit 112 interchanges with East Michigan Avenue, and Exit 110 interchanges with Old US 27.

### Exit 112

Exit 112 is located in Marengo Township, and Marshall has a small area of land that is not contiguous to the rest of the city near this exit; this land is the location of Love's truck stop. The primary challenge of this area is that, while it is the primary eastern gateway to Marshall, the City lacks jurisdiction over most of it. The 2008 Master Plan suggested working with Marengo Township to attempt to establish a more aesthetically pleasing transitional area on the approach to town. Improved landscaping and screening and the gradual phase out of outdoor storage uses would make this area a more inviting gateway to the City. The goals and recommendations of the 2008 plan for this area remain relevant today.

### Exit 110

The 2008 Master Plan designated the area south of the Old US 27/I-94 interchange for large scale commercial and office development. This includes some land in Marshall Township subject to the 425 Agreement. The area east of Old US 27 has developed since the 1990s as a freeway service area, with hotels, gas, and dining. Generally well-landscaped and well-kempt, the area serves its purpose well but is more oriented toward freeway travelers seeking a brief stop than to Marshall residents or visitors.

The larger area west of Old US 27 has not yet been developed. The 2008 plan calls for future development in this area to feature high quality architecture, landscaping and building materials, with strong access management that limits the number of driveways on Old US 27.

In general, the 2008 plan sought to establish this area over time as an attractive and functional entrance to the city. The goals of that plan remain relevant today. Given that 61 percent of survey respondents disagreed or strongly disagreed with the statement, "Existing shopping facilities in Marshall are adequately serving my needs," there is likely significant potential for retail development in this area; the City should take care to ensure that such development here does not impair commercial activity downtown.



Commercial development at I-94 Exit 110 primarily serves freeway travelers; this area leads to the City's northern gateway and has the potential to serve as an inviting entryway to town.

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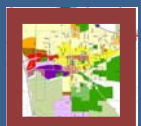
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# COMMERCIAL AREAS

## Downtown



Marshall's well-preserved traditional downtown is a major draw for visitors and features a mix of businesses that serve both specialty shopping and practical, everyday needs.

Downtown Marshall is the literal and figurative heart of the City. The 2008 Master Plan emphasized that future development in this district should be compatible with and enhance the existing downtown, while renovations should strive to maintain the area's historic character. Additionally, the plan noted the importance of filling ground floors with the most active uses possible, such as stores, restaurants, entertainment, and art, to foster vitality, while encouraging residential uses on upper floors.

### 2014 Public Input

Many public comments regarding downtown were focused on improving pedestrian and driver safety by providing more traffic lights, improving crossings, and slowing traffic on Michigan Avenue. The intersection of Michigan and Madison was repeatedly mentioned by survey respondents as a problem area. Many respondents also felt that pedestrian crossings to the City's iconic Fountain Circle should be improved.

Asked to prioritize downtown walkability improvements, open house attendees overwhelmingly favored curb extensions on Michigan Avenue, and also highlighted a mid-block crossing and more prominent crosswalks as pressing needs.

Presented with a range of options for upper floor spaces, open house attendees generally favored upper floor residential uses but were open to the idea of work space for artists and craftspeople as well as classrooms for activities such as dance. Most respondents felt that small apartments and lofts were the most appropriate types of downtown living spaces. On the survey, 82 percent of respondents agreed or strongly agreed with the statement: "There should be more adaptive reuse of existing buildings downtown to create apartments and other living spaces." There is clear community support for more residential space downtown.

Survey questions regarding ground floor uses yielded mixed results, as shown in the table below.

Table 4-1	Strongly Agree	Somewhat Agree	Neutral	Somewhat Disagree	Strongly Disagree
The first floors of the downtown should be retail only.	19.92%	26.69%	31.36%	13.56%	8.47%
The first floors of the downtown should be a mix of office and retail.	20.60%	39.06%	22.75%	9.87%	7.73%

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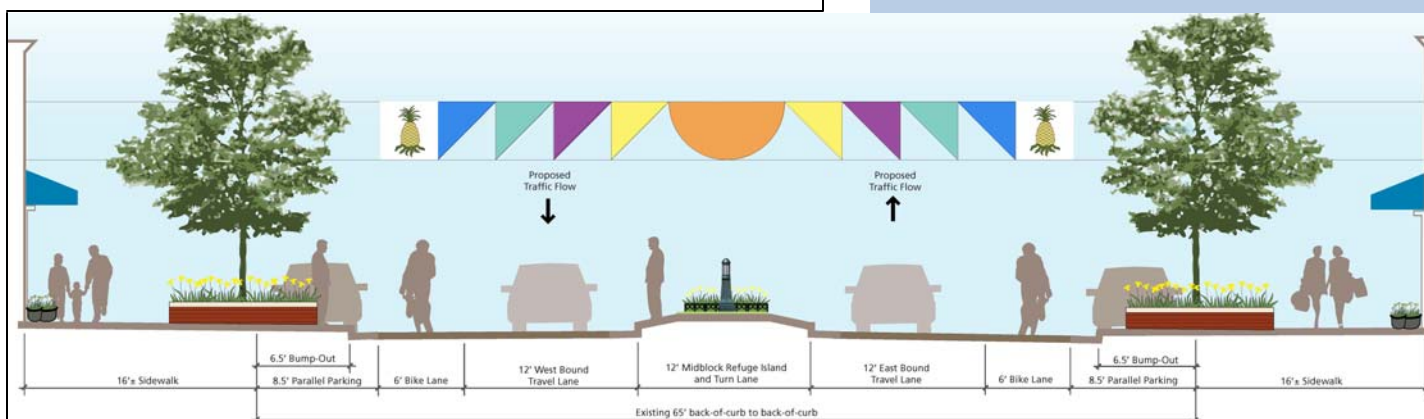
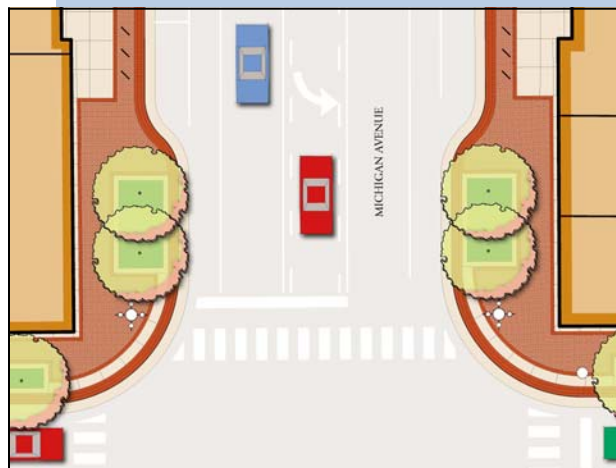
### Contents

## Downtown

In general, ground floor space downtown should be reserved for the most active uses; certain types of office use that attract daily visitors are likely also appropriate for these spaces. With this in mind, this update focuses on two initiatives for downtown: improving pedestrian/bicyclist safety and connectivity, and activating upper floor spaces.

### Pedestrian/Bicycle Safety

This page includes images from the City's 2007 Downtown Improvement Strategy showing the types of changes that could bring greater safety to downtown and enhance its overall atmosphere. Extending curbs at intersections to reduce crossing distances and better define on-street parking areas



Michigan Avenue Cross-Section at Mid-Block Crossing Viewing West

Scale: 1/4" = 1'-0"

has well-documented traffic-calming effects. Reducing the number of travel lanes to two, with a dedicated turn lane and lanes for bicyclists, similarly could reduce speeds while also separating on-street parking from traffic and bringing bicycles off the sidewalk onto the street. As currently configured, Michigan Avenue is designed to be a thoroughfare; the City must work with MDOT to transform it into a more walkable Main Street.

### Upper Floor Spaces

Enabling residential uses on upper floors requires life safety and other improvements, including designated parking. In conjunction with the DDA, the City should consider establishing a matching loan fund that supports these improvements in order to help property owners complete these conversions.

These images from the 2007 Downtown Improvement Strategy illustrate possible changes to the downtown streetscape; such changes would require coordination with MDOT.

Source: Beckett & Raeder

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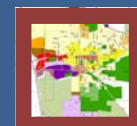
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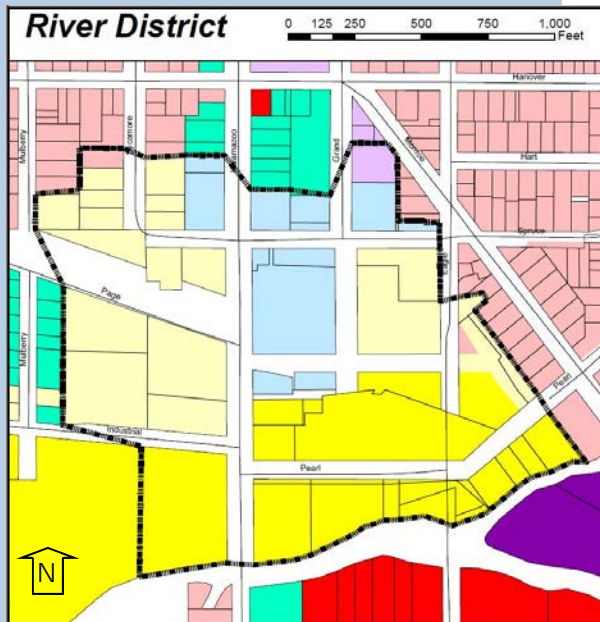
Future  
Land Use  
Map





# COMMERCIAL AREAS

## The River District



The map above shows the area covered by the River District in the 2008 Master Plan (the lower area with diagonal stripes). Current uses run a gamut from single-family residential to light industry to commercial. Dark Horse is a catalyzing force in the area.



The 2008 Master Plan established the River District in an attempt to spur revitalization of the area between Fountain Circle and the Kalamazoo River. The district was conceived as a mixed use development area that could support live/work spaces, an incubator for downtown businesses, educational facilities, and studio or production space for artisans.

In many respects, the area is still ripe for redevelopment, with large areas of vacant land and a substantial number of vacant industrial buildings. The Riverwalk has one of its main access points in the district on Pearl Street; a bicycle/pedestrian connection to downtown through this district via Fountain Circle could help complete Marshall's pathway system and tie downtown into the regional trail system.

As a new district develops, it should build on the success of existing establishments, including the Dark Horse Brewery, with infill buildings designed to fit the area's character, which reflects its history as a hub for industrial and agricultural activity. Current development has a casual, hybrid rustic/urban feel that can be built upon.

### 2014 Public Input

The 2014 survey revealed that about half of respondents had heard of the River District, but among those that answered the question, there was great variability in where, exactly, they thought it was and what defined it.

At the Open House, the area was defined visually, and attendees were supportive of artist lofts and live/work space, more restaurants and bars, business incubators, and overnight accommodations. Additional suggestions included retail development and using some of the open space to create a dog park.

The graphic on the following page shows, conceptually, how the district may continue to take shape and integrate itself with surrounding neighborhoods. Connecting the Riverwalk to Downtown is a major goal of this concept, which generally seeks to build out the district in a realistic fashion, allowing that early redevelopment may occur on a small scale. Pearl Street is reconfigured as a multi-use roadway, with angled parking, and a light at the intersection of Kalamazoo and Industrial creates a safe crossing point in an area that currently lacks one.

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## The River District

Figure 4-1



The improvements above could help the area begin to feel like a real district, which could be an attractor for other entrepreneurs. The building at the top of the lower image is intended to illustrate a concept for live/work space, with residential units behind workshops.

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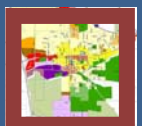
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# COMMERCIAL AREAS

## West Michigan Avenue



*Top:* Typical West Michigan streetscape, with wide driveway, incomplete sidewalk and very little landscaping. *Bottom:* This sidewalk is very well-buffered with landscaping. W. Michigan Ave. could benefit from a similar, simplified design that visually softens the area while providing a safe place to walk or bike.

The West Michigan Avenue Corridor runs from Fountain Circle to I-69. The eastern half of this stretch is primarily residential, and many homes fronting directly on Michigan Avenue are poorly maintained. The western half of this corridor is dominated by commercial development of widely varying design and quality. There are no pedestrian crossings in this corridor, and sidewalks are not complete, meaning that virtually every site must be accessed by car. There are few street trees, and planting more close to the road is prevented by overhead wires.

### 2014 Public Input

In general, Marshall residents find this corridor to be the most aesthetically challenged part of town, with many potential safety hazards. Asked to describe the area, survey respondents were overwhelmingly negative, as seen in the graphic below, which reflects the most frequently used words.

Figure 4-2



Input at the Open House was similarly critical. Many attendees favored the addition of pedestrian crossings and more landscaping to soften the area. Both the survey and Open House found support for better management of traffic flow, including fewer driveways and better lane configurations on the approach to Fountain Circle.

The 2008 Master Plan called for the creation of a corridor plan for West Michigan, which could guide access management and streetscape initiatives, as well as a set of design standards to govern the appearance of new buildings. The adjacent Winston Park office development has achieved some of the aesthetic goals of the plan, but West Michigan remains inconsistent and unwalkable.

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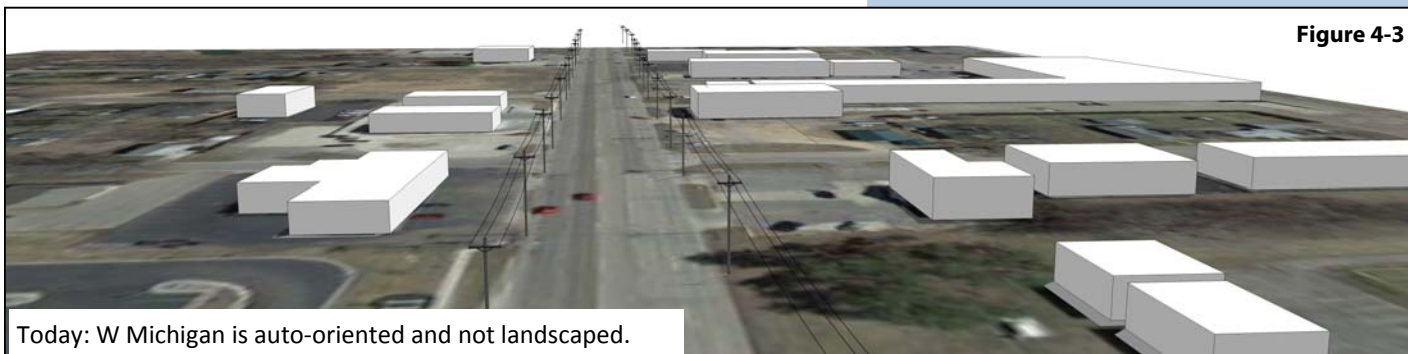
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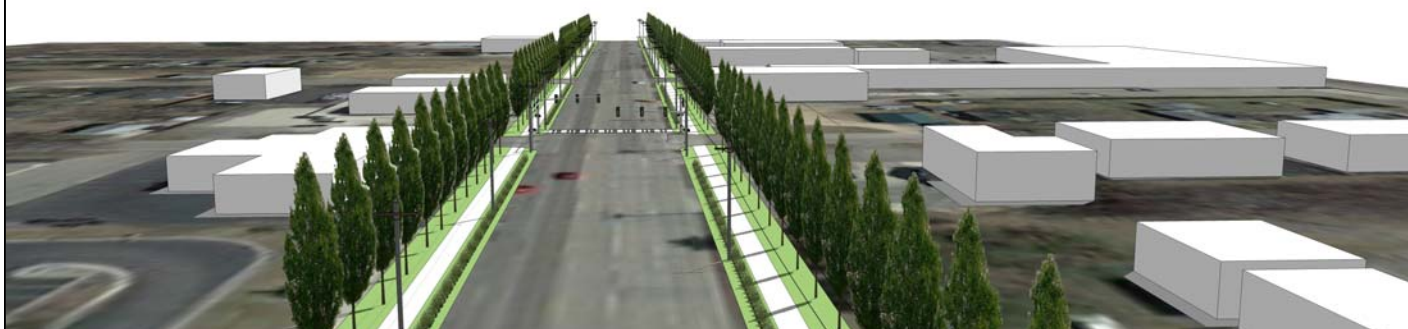


## West Michigan Avenue

Figure 4-3



Today: W Michigan is auto-oriented and not landscaped.



Step 1: Right-of-way landscape improvements, access management, and a crosswalk enhance accessibility and aesthetics.



Step 2: Design standards facilitate a more uniform building line and parking situation.

The concept plan above shows how, over time, streetscape improvements, Complete Streets principles, and design standards could create a more cohesive, accessible, and aesthetically welcoming western gateway to the City. A particular area of concern is the public ballfields, where pedestrians frequently cross against high-speed traffic with no signals. Dense residential development north of West Michigan also places many people within walking distance of the commercial uses, but few access the area on foot due to the dangerous pedestrian environment.

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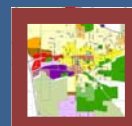
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# LIFECYCLE HOUSING



Marshall offers a variety of housing options from small ranches and bungalows to the stately historic residences.

The term lifecycle housing is used to describe types of housing and neighborhood infrastructure that meets the needs of all residents and allows people of all ages to be comfortably housed throughout all stages of life. The City of Marshall is primarily a community made up of residential neighborhoods, with housing as its most prevalent land use. Marshall's residential areas are characterized by their tree-lined streets, eclectic mid-century and historic architecture, and a mix of large lot, multi-family, and in-town neighborhoods.

The combination of community facilities and the cost and availability of housing affects residents' quality of life. While housing is generally affordable to many, the cost of housing is growing as a major share of household income. One of the primary housing goals of this update is to provide choices for people and therefore diversity in housing types and options that encourage long-term residency.

The types of housing offered greatly influence the economics and affordability of the community. From 2000 to 2010 there was a marked increase in the total number of households holding mortgages, as well as a significant increase in the percentage of household income being spent on monthly ownership costs. The same trend was also noted for those households that rented, with renters spending more of their household income on housing over the same period.

## 2014 Public Input

A majority of responders to an online survey felt that Marshall was a more interesting city because it was developed with a reasonable mix of housing types (single-family homes, apartments, condominiums, duplexes) in appropriate locations. Over 80% of respondents supported the adaptive reuse of existing downtown buildings in order to create apartments and other livings spaces. In addition, the majority of survey responders felt that new subdivision development should include more open space preservation in return for somewhat smaller lot sizes. This would allow for greater preservation of

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unique natural features while still permitting construction of new single family homes.

Open House participants generally agreed with the concept of offering a mix of housing opportunities. Single family homes, independent senior living and residential above commercial and office topped the list for desirable types of residential development in Marshall.

The 2008 Master Plan addressed the need for the community to ensure the long term stability of Marshall's neighborhoods. The plan called for the development of residential uses in and near the downtown. The Plan also recommended that the Marshall/Marshall Township Joint Planning Commission overseeing the 425 Agreement area study appropriate locations and densities for future manufactured housing parks.

A community's stability is partly drawn from its ability to attract new residents while encouraging existing residents to remain active and engaged in the community. Attracting young families to the community is one way to ensure viability of the community's school system, businesses and city services.

### Families

A variety of family types comprise the City's 3,092 households. Families with school-aged children make up 23.7% of the Marshall's households in 2010. This is a significant decrease from 2000 when 32.6% of households had school-aged children. This decrease is consistent with the 11.72% decrease from 2000 to 2010 in those aged 25-34, which are the typical family starting years. During the public open house, individuals were asked how to attract young families to the City of Marshall. A sample of responses is included in the sidebar.

As young families make housing decisions, Marshall may edge out some of the surrounding communities due to the quality of the local school system. Several of Marshall School District's schools are rated "excellent" by the Michigan Department of Education.



### **How can we attract young families to Marshall?**

- "Enhance the walkability of the neighborhoods and parks"
- "Encourage the preservation of natural resources"
- "Support excellent schools"
- "Provide more opportunities for nightlife, cultural activities, theater, arts and music, and community activities"
- "Develop new single family homes"
- "Encourage high skilled/wage jobs"
- "Provide fiber networks for internet"

—responses from public input

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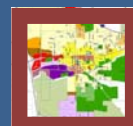
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# LIFECYCLE HOUSING



Providing housing options builds helps to create livable communities throughout the lifecycle.

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The Baby Boomers (those born between 1946 and 1964) started turning 65 in 2011, with the number and proportion of seniors expected to increase dramatically from 2010-2030. In 2030 it is estimated that that 20% of the population will be over 65. The growth of the senior population affects many aspects of long-range planning efforts, challenging communities to evaluate their existing land use policies and level of services for adequacy. Marshall's empty-nest, pre-retirement households, represented by people 55 to 64 years of age, experienced the largest percentage increase (42.2%) from 2000 to 2010. Alternately, the number of people over 75 years of age decreased by 11% during that same period, while those in between remained fairly constant.

Given that the majority of housing in Marshall consist of single family detached homes, it will be important to develop strategies to promote the maintenance and upkeep of existing housing stock and the diversification of new construction. More options will help to support residents of all ages, from families with children to older adults.

There are a variety of factors that contribute to housing choices for senior adults that go beyond housing, including access to transportation, opportunities for socialization, and access to community and medical services. Studies have shown, and it appears to be confirmed in the City's own public input, that many Marshall residents plan on remaining in the City for the long term. This is consistent with a recent American Association of Retired Persons (AARP) study that most older adults tend to want to age in place in their existing homes.

There are a variety of housing options that can be considered as individuals age, with most older adults preferring to remain in their existing home. The City should consider providing information to homeowners on what it means to make a home easier to both live in and visit. Minimally, this means providing at least one accessible entrance, wide passages between rooms, and a half-bath on the main floor.

Providing homeowners and builders information about the elements of Universal Design prior to their construction and renovation projects can help to move the housing stock toward improved accessibility. According to AARP, Universal Design "is about creating an attractive, stylish space that everyone, regardless of age, size or ability, can live in or visit. A home with

Universal Design makes it easier for residents to live in, and guests to visit now and in the future, even as everybody's needs and abilities change." In addition to the typical single family detached home, other housing options that are often associated with greater accessibility and/or services include ranch style condominiums, independent living mid-rise and cottages, and so-called accessory dwelling units or "granny flats."

Marshall has one city-owned and operated senior housing community. Marshall House Apartments is a mid-rise apartment complex containing one and two bedroom apartments for individuals 55 years and older that meet income eligibility requirements through the Department of Housing and Urban Development. Marshall is also served by Marshall Manor, Tendercare Marshall, and Maplewood of Marshall offering skilled long term care options.



**Figure 4-4**  
Marshall provides services and programs geared toward seniors and offers a housing option at the Marshall House Apartments.

The AARP identifies a few "Essential Universal Design" features including:

- No-step entry: At least one step-free entrance into a home lets everyone, including those who use a wheelchair or stroller, enter the home easily and safely.
- Single-floor living: having a bedroom, kitchen, full bathroom with plenty of maneuvering room, and an entertainment area on the same floor makes life convenient for all families.
- Wide doorways and hallways (at least 36 inches wide) make it easy to move furniture or appliances through a home, and accommodate wheelchairs and walkers.
- Reachable controls and switches: Anyone—including children and individuals in wheelchairs—can reach light switches that are from 42 to 48 inches above the floor, thermostats no higher than 48 inches off the floor, and electrical outlets 18-24 inches off the floor.
- Easy-to-use handles and switches: Lever-style door handles and faucets and rocker light switches make opening doors, turning on water, and lighting a room easier for people of every age and ability.

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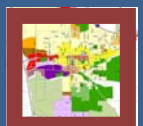
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# SPECIAL PROJECT AREA I

## Former State Farm Michigan Operations Center



The Golden Rule property (formerly the State Farm Michigan Operations Center) north of East Michigan Avenue occupy five separate parcels of land totaling 16.5 acres. The site is bisected by Mann Road. Much of the site is devoted to a very large parking lot.

In 2004, State Farm Insurance closed its Michigan Operations Center on Marshall's east side, eliminating 569 jobs. At the time, the center was the City's third-largest employer, and its loss had economic ripple effects for the community and the county. Today, the former site of the operations center, now controlled by Golden Rule, remains vacant, and is the largest area of fully developed land not currently in use in the City.

The 2008 Master Plan designated this site as Special Project Area 1 on the Future Land Use map, and identified single family residential, senior housing, office, educational, and public or institutional development as potential uses if the site were to be redeveloped. The plan also stated a preference for a planned unit development to address the whole site in a planned and coherent manner. The City may need to be prepared to rezone the property in order to facilitate the type of redevelopment it would like to see. The City may also consider different uses north and south of Mann Road.

Given the cost of removing the existing buildings and impervious surfaces on the property, any major redevelopment of the site will likely take the form of a public/private partnership. External funding for site cleanup may help lend a spark to redevelopment. In the meantime, the City should consider the type of development it would like to see on the site; given its location in an otherwise residential neighborhood, primarily residential redevelopment may be most appropriate, perhaps with modest open space, commercial, office, or public elements. Important considerations aside from use include height and density; the City must weigh demand and consider the level of density that would be required to make such a redevelopment project financially feasible.

Redevelopment of the property may potentially offer the City a way to address its emerging demographic challenges: an aging population, some of which is leaving the City as it ages. Providing a well-designed concentration of senior housing that addresses the needs of the population, from those that remain highly active to those who require enhanced services, could allow more seniors to remain in Marshall. Alternatively, the site could host a satellite university center that offers local access to higher education.

Regardless of future use, an available site of this size near the City center with no contamination issues is a potential asset.

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## The Oaklawn Hospital Campus

The primary building for Oaklawn Hospital is located one block north of Michigan Avenue, in the center of downtown Marshall. While starting out as a 12-bed hospital in a residential home, the health care facility has grown into a 94-bed acute care and inpatient psychiatric unit. The hospital is supported by on-campus medical offices and specialty clinics as well as several satellite facilities. As Marshall's largest employer, Oaklawn Hospital has a long history within the community and region.

In 2012, the City collaborated with the hospital to develop a Hospital Campus Overlay District in the city's zoning ordinance to address the growth demands of the campus. The district was established for the purpose of accommodating a concentration of health care uses, retail uses associated with the principal Hospital uses and residential dwellings within a campus-like setting. Furthermore, the district is intended to provide a harmonious relationship between residential, health care, cultural and commercial uses.

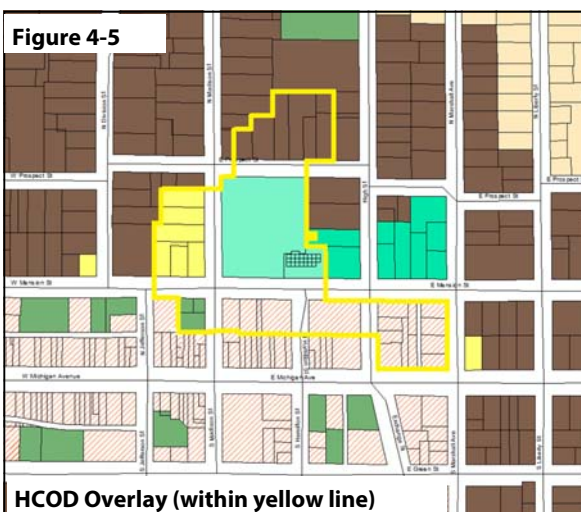
The update to the Master Plan will address the directional signage in and around the hospital campus. During the 2014 public open house individuals were invited to comment on the adequacy of signage directing visitors onto and within the hospital campus. The majority felt that signage contained within the hospital campus was adequate but felt that additional signage is needed to direct visitors to the campus and associated parking facilities. Some of the comments are included in Sidebar 4-14.



Oaklawn Hospital is a major economic anchor and land holder within Marshall.

Sign suggestions for the hospital campus from the survey and open house:

- "Provide signage leading to campus on Michigan Avenue at Hamilton or N. Madison Streets and in front of Marshall City Hall."
- "Provide signage in the Central Business District directing visitors to parking structure/short term parking."
- "Direct visitors to use E. Mansion St. instead of residential streets."
- "Provide a hospital entrance on the north side of the building, adjacent to new parking lot to aid access."



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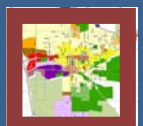
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# FAIRGROUNDS



The Calhoun County Fair is Michigan's oldest continuously operating county fair, and the fairgrounds include a handful of historic exhibition buildings. The aerial view also shows Ketchum Park to the north.

The Calhoun County Fairgrounds is home to the State's oldest continuous running fair. The Fairgrounds are generally located east of S. Marshall Avenue between the railroad and Rice Creek and extend beyond the City's boundary into Marengo Township to the east. The Fairgrounds are owned and operated by the Calhoun County Agricultural and Industrial Society.

The 2008 plan reported that CCAIS intended to enhance its historic structures, develop a campground, and establish a direct connection to Michigan Avenue by extending a portion of Marshall Road in Marengo Township. The plan made several recommendations for the fairground area:

- Enhance buffering of the fairgrounds from surrounding residential neighborhoods, as well as walkability to the fairgrounds from nearby neighborhoods.
- Improve stormwater management through low-impact means such as bioretention (see Fig. 4-5).
- Work to minimize the impact of a future direct connection between the fairgrounds and Michigan Ave.
- Coordinate with CCAIS to create an enhanced fairground entrance that highlights the site's historical resources.

This update reaffirms these recommendations. In general, it is the City's position that CCAIS should continue working toward a Fairground Master Plan, which will facilitate future collaboration.

**Figure 4-6: Example of bioretention system**

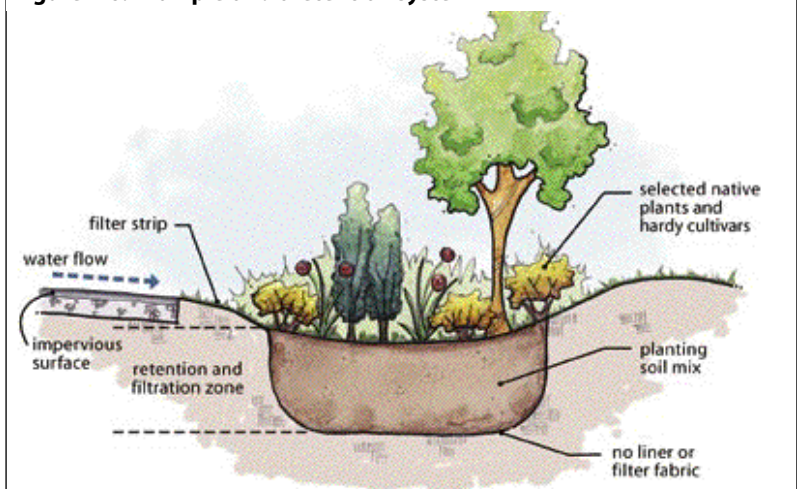


Image source: *Low Impact Development Technical Guidance Manual for Puget Sound*

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The 2008 Master Plan recommended exploring the feasibility of turning downtown Marshall into a free wi-fi zone. Subsequent exploration of this recommendation has revealed numerous hurdles to implementation. In 2014, the Planning Commission discussed the need for enhanced broadband internet service in the community, for all areas of the City.

High-speed internet helps businesses remain competitive in a world of ever-increasing technological sophistication, and given that no major private providers are currently exploring a major nationwide upgrade of existing infrastructure, cities that take the initiative to pursue ultra-fast, gigabit internet service can provide their business community with a competitive edge.

According to a summary by Baller Herbst Law Group, "Michigan permits public entities to provide telecommunications services only if they have first requested bids for the services at issue, have received less than three qualified bids from private entities to provide such services, and have subjected themselves to the same terms and conditions as those specified in their request for proposals."

Given its history, Marshall may be in a position, if it so chooses, to establish a public entity to bring faster broadband service to the City, which would ultimately support the City's public wi-fi aspirations and could possibly be an attractive asset for businesses considering Marshall as a location. Numerous cities across the country have established public utilities to provide ultra-fast internet service and create a competitive advantage for their businesses. Marshall could explore membership in the Next Century Cities initiative, a coalition of cities ranging in size from Los Angeles to tiny Winthrop, Minnesota (population just under 1,400) that supports efforts to bring gigabit service to communities and offers technical guidance.

Cedar Falls, Iowa, also offers an example of a city that took the initiative to upgrade its substandard internet service, and now offers gigabit service through Cedar Falls Utilities. Additionally, guidance and technical assistance have recently been made available under the federal Department of Commerce's BroadbandUSA program.



Attempts to offer free public wi-fi in downtown Marshall have thus far been unsuccessful, and internet service within the City is slow due to the lack of available fiber optic networks. Some cities, including some members of Next Century Cities, have found innovative ways to bring high speed internet to their communities.



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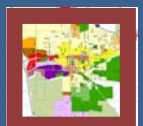
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# INDUSTRIAL AREAS



As seen on the aerial view above, most of the land in the Brooks Industrial Complex is undeveloped. A large area is wooded with lake access. The City may wish to consider the best use of the lakeshore area of the industrial park.

There are 728 acres in southern Marshall designated for industrial use. Approximately one-third of the industrial area has been developed with moderate sized manufacturing and research businesses. The remaining land area has been partially improved with roads and utilities while the rest is wooded or agricultural land.

The Brooks Industrial and Research Park is designed to be constructed in three phases. Approximately three-fifths of a mile of street with a 60-foot right-of-way has been constructed with an entry sign, street lighting, sidewalks, and utilities. The southernmost portion of the park is unimproved. This area has the potential to serve a wide variety of uses.

When asked in the online survey whether there was enough developed industrial land in the City, 42% of respondents agreed, and only 9% disagreed. Attendees of the public open house were asked for suggestions about alternate uses for the portion of Brooks Industrial Park that remains vacant. The highlighted box contains some of their suggestions.

- Assisted Living
- Recycling /Compost Center
- Professional Offices
- Recreation Center
- High End Single Family Homes
- Industry/Big Business
- Fill it with industry – we need the tax base!
- Connect Industrial Park with Brooks Nature Area and add housing nearby so people at the industrial park can live and recreate nearby.
- After establishing a “brand” of historic Marshall, recruit manufacturers of housing materials used in preservation (windows, etc.) and reproduction items, music instruments, furniture, etc.
- Conference center for preservation organization, speakers, educators.

Many of these suggestions have potential economic merit, though in general, industrial uses offer the most return on the community's investment. Marshall may also wish to consider the agricultural character of rural Calhoun County and seek to develop industrial uses that interface with local food production. Food processing and distribution activities could

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be a natural fit for the undeveloped portion of the industrial park, and the City and local producers could explore the creation of a regional food hub. The United States Department of Agriculture's Agricultural Marketing Service and the National Good Food Network's Food Hub Center each offer resources and guidance for establishing and sustaining food hubs. Such a center of activity could tap into rapidly growing demand for local food and further diversify Marshall's employment base.

Marshall has identified the former Campbell's Soup Factory on Oliver Drive as a priority redevelopment site. This 118,000-square-foot facility is ready for food-grade industrial activity and could have a role to play in the future development of a regional food hub.

As the City attempts to attract higher education opportunities, the industrial park could be a possible location for a facility, should other options prove less feasible.

#### Infrastructure Improvements

While the portion of Brooks Industrial Park that is currently unoccupied has excellent infrastructure, including sidewalks, lighting and utilities, the area of the park that is already developed with manufacturing and research businesses lacks commensurate lighting and sidewalk improvements. A plan should be developed to bring, at a minimum, sidewalks to the developed portions of the park. Other future considerations as the park develops include managing traffic to and from the industrial area. This may require enhancements to existing roads to support increased traffic.

#### Other Industrial Areas

A portion of the City's southwest corner, just north of the Kalamazoo River, hosts the rest of Marshall's industrial land uses. The area is proximal to a rail line. In general, the most important consideration for this area going forward is ensuring that it maintains high aesthetic standards and its effects on neighboring residential areas and the future extension of the Riverwalk are mitigated to the greatest possible extent.

#### Brooks Field

The City's 2015 Draft Strategic Plan sets a goal of making Brooks Field a self-sustaining airport; business growth, especially in the industrial park, could support growth in airport revenue.



Brooks Industrial Park has infrastructure in place to receive new tenants; similar improvements should be considered for the developed areas of the park.

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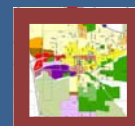
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# GATEWAYS & WAYFINDING

Residents of communities that attract visitors often see little need for a great deal of signage pointing the way to local landmarks and points of interest. After all, they know where everything is. Visitors, however, can be frustrated by a lack of directional signs and may miss out on a notable location simply for lack of knowledge.

Marshall currently has a piecemeal wayfinding system; many of its signs are standard highway directional signs, and the system lacks a unified appearance and approach to directions. Past planning efforts, including the 2008 Master Plan and the 2007 Downtown Improvement Strategy, have addressed the use of signage to welcome and direct visitors.

*Right:* Conceptual examples of wayfinding and directional signage from the 2007 Downtown Improvement Strategy.

Source: Beckett & Raeder



The 2014 Open House and survey each found widespread support for an enhanced wayfinding system, with more numerous signs directing visitors to more locations around the City. In particular, respondents felt that signs should show distances, and that signs on the approaches to the City should be emphasized.

Marshall should pursue a coordinated campaign to improve wayfinding signage throughout the City. Determine locations in need of directional signage and identify key places where directional signs would have maximum impact. Establish a style for signage that reflects the City's historic character; basic green road signs such as the one directing traffic to the Fairgrounds in front of the historic museum convey information but do not enhance the City's image or convey a sense that a visitor is somewhere unique.

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Many locations in Marshall are noteworthy to visitors. A comprehensive wayfinding signage system could direct them to a wide range of destinations, including:

Fountain Circle	Honolulu House
Downtown	Postal Museum
The River District	Governor's Mansion
The Fairgrounds	American Museum of Magic
Oaklawn Hospital	Brooks Field
City Hall	Oakridge Cemetery
City Administrative Offices	Ketchum and Other Parks
Calhoun County Offices	District Library
Police Department	Historic Museum
Fire Department	Local Businesses
Welcome Center	Historic Sites
Schools	Farmer's Market
The Riverwalk	

### Gateways

Marshall has four primary gateways: the approaches from I-94 along Old US-27 and East Michigan Avenue, the approach from I-69 along West Michigan Avenue, and the approach from the south on Kalamazoo. Each has a welcome sign in the same style, but the settings of the signs are vastly different. Only the West Michigan sign is landscaped; a relatively simple way to enhance the remaining gateways is to develop modest, low-slung landscaping around the base of each sign.

The City has just a handful of secondary gateways, including Homer Road, Verona Road, West Hughes Road, and River Road. These minor entryways all feature a standard green road sign announcing the city limit. There may be an opportunity to enhance these gateways through upgrades to more distinctive signage that references the major gateways in its design.



Three of Marshall's four matching gateway signs have no landscaping to help situate them naturally on the roadside. The concept image above shows how even a small amount of simple planting can help make a sign look as though it belongs.

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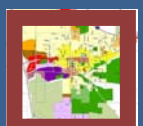
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# COMPLETE STREETS

## The Southwest Michigan Non-Motorized Transportation Plan

Covering nine counties in Southwest Michigan, the regional non-motorized transportation plan identifies two corridors that pass through Marshall as priority regional corridors: the I-69/Old US 27 corridor, and the Great Lake to Lake Trail #1. The North Country Scenic Trail, designed primarily for hikers, also passes through the City. When complete, this trail will connect from Belle Isle in Detroit to Ironwood in the Upper Peninsula, as part of the Iron Belle Trail system; a separate route designed for bicycling follows a different path (see Appendix F). The plan identifies a mix of on-street and off-street pathways running through Marshall, with off-road pathways concentrated in the vicinity of the Kalamazoo River. The plan also includes average per-mile construction costs and identifies a list of key stakeholders for communities interested in developing non-motorized transportation facilities to contact.

Complete Streets is a term used to describe a transportation network that includes accommodation for vehicles, pedestrians, cyclists, and other legal users. Complete Streets provide transportation choices, allowing people to move about their communities safely and easily. As the community's population ages, Complete Streets will become ever more essential to preserving the mobility of its residents.

### Complete Streets can include the following elements:

- Sidewalks for pedestrians to link together neighborhoods, schools, civic uses, and other destinations.
- Bicycle lanes, a special dedicated travel lane that is on-street with traffic, for experienced bicycle riders, often commuters.
- Off-street shared use paths for pedestrians, cyclists and others, for those who may be less comfortable with riding in the street, or where bike lanes are impractical.
- Protective streetscape to provide shade from sun as well as minor protection from rain. Street lights contribute to a sense of safety and security.
- Traffic signals with pedestrian signal heads as well as audible crossing signals for visually impaired pedestrians to safely cross major roadways. Pedestrian-only signals work well when vehicular traffic conditions are such that traffic only need stop when pedestrians are present.
- Bump-outs and other traffic calming devices to reduce pedestrian crossing distances, slow vehicular traffic, and alert drivers to the presence of pedestrians.
- Crosswalks, pedestrian pavement markings, and crosswalk signals to make it safer for children to walk to school, along with other strategies to help slow motorized traffic.
- Wayfinding signage to make it easier for people on foot or on bicycles to understand where they are and where they are going. Wayfinding signs help identify a place and important destinations and civic spaces.
- Traffic signals to extend walk time for pedestrians, allowing pedestrians the opportunity to walk across major roadways,

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particularly younger and older pedestrians, as well as those with mobility issues.

- Transit shelters to provide places that protect users from the elements, making transit more comfortable and appealing.

Not all complete streets elements are necessary or appropriate on all streets. While it is important to optimize the street network throughout the City, it is also important to do so within the context of the street types and adjacent land uses.

#### Complete Streets Benefits

Communities that adopt Complete Streets policies acknowledge the problems with current transportation facilities and recognize that implementing complete streets strategies will make their communities better places to live and work. Complete Streets benefit communities by:

- Making transportation facilities safer for all users.
- Allowing people more freedom and giving them more choices for transportation.
- Improving public health by enabling more active transportation options, including walking and bicycling.
- Reducing traffic congestion when more drivers opt to walk, bike, or take other transit.
- Improving mobility for seniors and the disabled.
- Supporting local economic development by encouraging new businesses that serve the local population of residents and workers.

#### Non-Motorized Plan

As it attempts to make its roads more accommodating for all users, Marshall should adopt a Complete Streets policy and develop a comprehensive non-motorized transportation plan to guide incremental implementation of Complete Streets principles. Adoption of a policy and plan will enable Marshall to seek additional grant opportunities for implementation of transportation system enhancements.



#### **Dial-A-Ride Transit Services**

The City of Marshall offers on-demand transit services with extensive in-town service and limited out-of-town service on weekdays.

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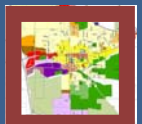
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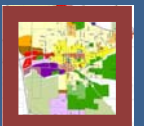


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## IMPLEMENTATION



# IMPLEMENTATION

## Goals, Objectives & Actions

Priority Lead Status

### Goal 1: Maintain and enhance the unique, historic character of the community.

**Objective A:** Pursue downtown streetscape improvements that promote walkability and commerce.

Vision 2020, 2a	<b>Action Item 1:</b> Coordinate with the MAEDA and the Downtown Development Authority to identify elements of the <i>Downtown Improvement Strategy</i> that should be pursued, and work to secure funding for those improvements.			
	<b>Action Item 2:</b> Develop a downtown planting plan that accounts for seasonal changes and variable sunlight on opposite sides of the street.			
	<b>Action Item 3:</b> Consider whether further upgrades to the furniture in Fountain Circle are necessary.			
	<b>Action Item 4:</b> Explore the possibility of collaborating with other communities whose downtowns lie on state roads to petition for more local input into the way such roads are planned for in downtown districts.			
	<b>Action Item 5:</b> Develop a plan for curb extensions, crosswalk upgrades, and traffic signal changes in the downtown area, in order to provide a basis for collaboration with MDOT on pedestrian safety improvements.			

**Objective B:** Encourage the reuse and rehabilitation of historic buildings consistent with the existing National Historic Landmark District (NHLD).

	<b>Action Item 1:</b> Identify the specific uses the City finds appropriate for historic buildings in different areas of the NHLD (e.g. bed and breakfast, home conversion to small office, upper floor residential in commercial structure).			
	<b>Action Item 2:</b> Establish a beautification award program, with categories for individual residential and commercial/mixed use properties, as well as collective neighborhood efforts.			
	<b>Action Item 3:</b> Seek sources of funding to support residential maintenance, minor repair, and renovation.			

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Goals, Objectives & Actions	Priority	Lead	Status
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Goal 1: Maintain and enhance the unique, historic character of the community.			
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	Objective C: Encourage the use of context sensitive design, materials and features in new residential and commercial development.			
Vision 2020, 4b	Action Item 1: Develop design guidelines for developers that illustrate the City’s wishes regarding the relationships of buildings to their surroundings; draw from positive examples of new development complementing existing development within the City.			
	Action Item 2: Review the standards of the Zoning Ordinance to ensure that they provide for a baseline level of design that meets the City’s needs.			
	Objective D: Promote an active cultural and entertainment scene in the City through support for arts programs, museums, events and citizen organizations.			
	Action Item 1: Foster a collaborative environment among civic organizations and destination locations within the City.			
Vision 2020, 2d	Action Item 2: Continue to promote the City’s cultural assets and events online and in printed materials available through the Welcome Center.			

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Goal 2: Achieve and maintain high standards for aesthetics and design throughout the City.				
	Objective A: Enhance the city's major and minor gateways with appropriate landscaping and signage.			
	Action Item 1: Develop a regular maintenance program to ensure upkeep of City identification signage.			
	Action Item 2: Consider adopting Primary and Secondary Gateway feature specifications.			
	Action Item 3: Consider working with property owners and developers to incorporate City identification features at Secondary Gateway locations.			
	Action Item 4: Adjust the location of major gateway signage, with consideration to the signs' surroundings.			
	Objective B: Provide for appropriate transitional uses and design between Downtown Marshall and the I-94 and I-69 interchanges.			
Vision 2020, 4b	Action Item 1: Consider developing a W. Michigan Corridor Plan to provide detailed recommendations for development and redevelopment, including streetscape enhancements and access management improvements.			
	Action Item 2: Consider coordination with Marengo Township to assist existing businesses outside city limits on E. Michigan with enhanced screening of industrial uses and storage.			

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Goal 2: Achieve and maintain high standards for aesthetics and design throughout the City.				
	Objective C: Promote commercial and office development that reflects Marshall's existing character and strengthens the community's quality image.			
	<b>Action Item 1:</b> Continue to promote façade and building improvements and encourage renovation and restoration of Downtown buildings.			
	<b>Action Item 2:</b> Consider developing design standards to ensure commercial development outside the downtown is consistent with the Master Plan.			
	<b>Action Item 3:</b> Review and amend, as necessary, landscaping, screening and sign regulations.			
	Objective D: Minimize conflicts among uses with enhanced screening and buffering standards.			
	<b>Action Item 1:</b> Review and amend, as necessary, screening and buffering standards to ensure that the negative impacts of industrial development are minimized.			
	<b>Action Item 2:</b> Review lighting standards to ensure that lighting on commercial and industrial properties does not shine onto residential lots; this review could also consider dark sky principles.			

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## Goals, Objectives & Actions

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### Goal 3: Ensure long term stability of Marshall's neighborhoods.

**Objective A:** Provide for a variety of quality housing choices to meet the needs of existing and future residents of all ages, needs and abilities.

**Action Item 1:** Adopt guidelines and/or regulations that promote context-sensitive residential additions and new construction.

**Action Item 2:** Review and amend, if necessary zoning ordinance districts to ensure that the development of residential neighborhoods within areas of the City have easy access to amenities.

**Action Item 3:** Review and amend, if necessary, existing blight and property maintenance ordinances and improve enforcement efforts throughout the City's neighborhoods.

Vision 2020, 3a **Action Item 4:** Seek incentive possibilities for downtown residential rental properties.

**Action Item 5:** Consider providing regulations to allow accessory dwelling units as an option for aging-in-place.

**Objective B:** Promote residential development that reflects the existing character of Marshall's neighborhoods, including interconnected walkable streets and context sensitive housing styles.

Vision 2020, 2a **Action Item 1:** Review zoning ordinance for development standards that would require new developments to install sidewalks that support interconnected walkable streets.

**Objective C:** Encourage quality infill development and renovations that reflect the character of the existing homes.

**Action Item 1:** Adopt regulations that require infill development be compatible with the neighborhood's development patterns, where appropriate.

**Action Item 2:** Adopt design guidelines for infill and historic properties that encourage context-sensitive design.

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**Goal 3: Ensure long term stability of Marshall's neighborhoods.**

	<b>Objective D:</b> Encourage residential uses on upper levels of downtown buildings through adaptive reuse of existing spaces and context-sensitive redevelopment.		
Vision 2020, 3a	<b>Action Item 1:</b> Adopt guidelines and/or regulations that promote residential uses on the upper levels of existing commercial buildings.		
See Capital Improvements Plan, Vision 2020, 3a	<b>Action Item 2:</b> Work with MAEDA and the Downtown Development Authority through their Market Study Update to inform downtown businesses of the residential development reuse options.		
Vision 2020, 3a	<b>Action Item 3:</b> Identify possible funding sources or incentives to support building conversions and reuse of upper floors for residential use.		

	<b>Objective E:</b> Provide for an appropriate transition of uses and design between Downtown Marshall and adjacent residential neighborhoods.		
	<b>Action Item 1:</b> Review and amend, if necessary, the zoning ordinance to ensure the regulatory tools are in place to ensure a transition in intensity of use and scale of buildings from residential neighborhoods and the downtown.		
	<b>Objective F:</b> Provide quality public and private facilities and services that continue to meet the needs of City residents.		
Vision 2020, 4a	<b>Action Item 1:</b> Research the continued relevance of a municipal wireless network.		
	<b>Action Item 2:</b> Continually seek improved communication options with the public.		

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## Goals, Objectives & Actions

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### Goal 4: Ensure the long term viability of Marshall as a commercial center.

**Objective A:** Provide opportunities for a mix of commercial and office uses to serve the needs of existing and future area residents.

**Objective B:** Promote commercial uses at appropriate locations outside of the Downtown that will complement rather than detract from Downtown businesses.

**Objective C:** Accommodate office uses in appropriate locations that will complement the hospital and downtown, serve as transitional land uses, and meet the needs of the Marshall area.

See RRC	<b>Action Item 1:</b> Implement the Redevelopment Ready Communities Best Practices 5.1, Redevelopment Ready Sites. 1a. Research prioritized redevelopment sites. 1b. Develop a vision for the identified prioritized redevelopment sites. 1c. Identify resources and incentives for prioritized redevelopment sites. 1d. Identify a marketing package for the property.			
See RRC	<b>Action Item 2:</b> Identify and pursue, where applicable, funding to facilitate and assist in redevelopment of eligible sites using sources such as the County's Brownfield Development Authority and programs through the Michigan Economic Development Corporation.			
	<b>Action Item 3:</b> Consider rezoning properties, as appropriate, to permit development and redevelopment consistent with the Master Plan.			
	<b>Action Item 4:</b> Review and amend the Zoning Ordinance, where applicable, to provide for mixed-use development that is consistent with the Master Plan.			
Vision 2020, 1e	<b>Action Item 5:</b> Amend the zoning ordinance to accommodate the wide variety of uses desired, including buildings with mixed uses, such as commercial on the first floor with office or residential on upper floors. Add additional provisions to promote mixed-use developments and buildings to accommodate unique redevelopment including the properties within the downtown, the River District, and those identified by the City as priority redevelopment sites.			

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Goal 4: Ensure the long term viability of Marshall as a commercial center.

	Continue Objectives A, B and C:			
	<b>Action Item 6 :</b> Amend the zoning ordinance to require traffic, environmental and fiscal impact evaluations for projects over a certain size or specific type of intensity of land use.			
	<b>Action Item 7:</b> Consider creation of an overlay district for Michigan Avenue and Old 27 corridors to create unifying public elements and address the recommendations for access management, landscape, sidewalks, and signs for new development and gradual upgrades to existing sites as they redevelop.			
	<b>Objective D:</b> Strengthen marketing and business development efforts to continue to attract new and retain existing businesses in the community.			
Vision 2020, 3a, 1b, 1d	<b>Action Item 1:</b> Work with the Michigan Economic Development Corporation (MEDC) and MAEDA to attract new businesses to Marshall.			
See Capital Improvements Plan & Vision 2020, 3a	<b>Action Item 2:</b> Work with Downtown Development Authority through their Market Study Update to inform downtown businesses of commercial and residential reuse options.			
	<b>Action Item 3:</b> Research opportunities for creating a Principal Shopping District, or other corridor improvement authority, along Michigan Avenue to further enhance the corridor, create additional opportunities for streetscape and other corridor enhancements, and aid in marketing Marshall as a place to locate or expand a business.			
	<b>Objective E:</b> Continue to draw residents and visitors to the downtown by attracting new retail, entertainment and dining establishments <i>and offering housing opportunities where appropriate.</i>			
	<b>Action Item 1:</b> Actively recruit retail, restaurants, art and entertainment and residential uses to the Downtown and the River District , where appropriate.			
	<b>Action Item 2:</b> Review and amend the zoning ordinance, where applicable to allow for a mix of uses that meet the intent of the Master Plan.			

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Goal 5: Ensure the long term strength of the City's employment base.				
	<b>Objective A:</b> Develop strategies to maintain and enhance the City's existing manufacturing and research uses, strengthen marketing efforts to attract new users to the City's state-of-the-art industrial and research park.			
Vision 2020, 1b	<b>Action Item 1:</b> Review and amend, where applicable the zoning ordinance to permit growth industries such as industrial greenhouse uses, food production facilities, and other manufacturing and technology industries.			
Vision 2020, 1b	<b>Action Item 2:</b> Continue to recruit new industrial, research and technology uses to the City.			
	<b>Objective B:</b> Promote industrial and commercial development that minimizes negative impacts on neighboring properties and environment.			
	<b>Action Item 1:</b> Consider amending the zoning ordinance to require traffic, environmental and fiscal impact evaluations for projects that exceed a specific size or intensity of use.			
	<b>Action Item 2:</b> Encourage relocation of nonconforming industrial and outdoor storage uses to areas properly zoned and developed to support the use.			
	<b>Action Item 3:</b> Review and amend the Zoning Ordinance, where applicable, to require greater setback, buffering, and other design and operational standards that will serve to negate the impact on area properties and the environment.			

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Goals, Objectives & Actions		Priority	Lead	Status
Goal 5: Ensure the long term strength of the City's employment base.				
	<b>Objective C:</b> Coordinate land use decision making with community facility and utility planning.			
	<b>Action Item 1:</b> Identify methods to communicate with community facility and utility company representatives.			
	<b>Action Item 2:</b> Maintain and update the City's website with current development activities and proposed land use changes.			
	<b>Objective D:</b> Work to bring faster broadband service to the City for the convenience of residents and the competitiveness of businesses.			
Vision 2020, 4a	<b>Action Item 1:</b> Explore opportunities to provide wireless internet service to the Downtown and The Brooks Industrial and Research Park.			
Vision 2020, 4a	<b>Action Item 2:</b> Explore opportunities to establish a public entity to provide broadband services to the City.			

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# IMPLEMENTATION

## Goals, Objectives & Actions

Priority Lead Status

**Goal 6: Strengthen cooperation and coordination with neighboring townships and community partners to ensure the long term success of the City, its neighbors and institutions.**

**Objective A: Encourage dialogue and collaboration with neighboring townships regarding land use and development issues.**

	<b>Action Item 1:</b> Coordinate with the City of Marshall/Marshall Township Joint Planning Commission to identify appropriate locations for future manufactured housing.			
	<b>Action Item 2:</b> Work with the Joint Planning Commission to align zoning in the 425 Agreement area with the Future Land Use map.			
	<b>Action Item 3:</b> Coordinate with Marengo Township to develop strategies for the enhancement of the E. Michigan Corridor. Consider uses and screening/landscaping standards.			
Vision 2020, 2b	<b>Action Item 4:</b> Discuss possible extensions of the City's off-street pathway system into neighboring townships, particularly along the Kalamazoo River.			
	<b>Action Item 5:</b> Work to establish common or compatible development standards for uses near the City's boundaries that are palatable to both the City and the adjoining townships.			
	<b>Action Item 6:</b> Encourage and support the relocation of intensive commercial and outdoor storage uses to more appropriate locations.			
	<b>Objective B: Work with the hospital to improve circulation of hospital vehicular and pedestrian traffic on surrounding streets.</b>			
	<b>Action Item 1:</b> Identify desired, mutually acceptable routes to and from the hospital. Incorporate these preferred routes into a wayfinding plan (see Goal 7, Objective E).			

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Goal 6: Strengthen cooperation and coordination with neighboring townships and community partners to ensure the long term success of the City, its neighbors and institutions.			

	Objective C: Facilitate harmonious fairground expansion.			
	<b>Action Item 1:</b> Continue to maintain a positive and synergistic relationship with the Calhoun County Agricultural and Industrial Society and the Fairgrounds.			
	<b>Action Item 2:</b> Encourage incorporation of low impact development practices, such as bioretention, into future development of the Fairgrounds.			
	<b>Action Item 3:</b> Explore opportunities to partner with community groups and other organizations to improve landscaping and buffering between the Fairgrounds and adjacent residential properties.			
	<b>Action Item 4:</b> Coordinate with the Calhoun County Agricultural and Industrial Society to enhance the main entrance to the Fairgrounds in a way that highlights its historical significance.			
	<b>Action Item 5:</b> Coordinate area infrastructure improvements with future expansion and development of the Fairgrounds property.			

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## Goals, Objectives & Actions

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**Goal 7: Maintain a transportation network that facilitates safe and efficient circulation within and through the community for all users and modes, in accordance with Complete Streets principles.**

**Objective A:** Promote a safe, welcoming transportation environment within the City.

**Objective B:** Promote continued walkability throughout the City by strengthening pedestrian connections and encouraging new development that is supportive of a walkable environment.

**Objective C:** Promote alternative modes of transportation.

Vision 2020, 2a, 2b	<b>Action Item 1:</b> Develop a comprehensive non-motorized transportation plan.			
Vision 2020, 2a, 2b	<b>Action Item 2:</b> Develop Complete Streets guidelines for new developments.			
Vision 2020, 2a	<b>Action Item 3:</b> Develop guidelines for the rebuilding of existing roadways in a manner that accommodates all users and modes.			
Vision 2020, 2a	<b>Action Item 4:</b> Pursue enhanced or additional crosswalks on higher volume roads, as well as signal timing that accounts for less physically able users.			
Vision 2020, 2a, 2b	<b>Action Item 5:</b> Continue developing the City's pathway system.			
Vision 2020, 2a	<b>Action Item 6:</b> Identify gaps in the sidewalk system on West Michigan, as well as points where driveway width compromises pedestrian safety.			
Vision 2020, 2a, 2b	<b>Action Item 7:</b> Maintain and improve the City's streets, sidewalks, pathways and parking areas in accordance with the City Capital Improvements Plan.			

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Goals, Objectives & Actions		Priority	Lead	Status
Goal 7: Maintain a transportation network that facilitates safe and efficient circulation within and through the community for all users and modes, in accordance with Complete Streets principles.				
	<b>Objective D:</b> Continue to work cooperatively with MDOT and the Calhoun County Road Commission to provide efficient and safe vehicular and pedestrian transportation along state roadways.			
	<b>Action Item 1:</b> Coordinate with MDOT & the Calhoun County Road Department to improve vehicular access and circulation in commercial areas.			
	<b>Action Item 2:</b> Identify locations in need of pedestrian crossings and work with state and county agencies, as appropriate, to reach agreements on safety enhancements.			
	<b>Action Item 3:</b> Consider developing an alliance with other communities whose downtowns are located on state highways to effect changes in the way traffic flow on state routes is managed in pedestrian-oriented commercial and mixed-use areas.			
	<b>Objective E:</b> Develop a comprehensive system of wayfinding signage that reflects the community's character and enhances the visitor experience.			
	<b>Action Item 1:</b> Identify all sites and districts in the City that could benefit from directional signage elsewhere in town, or that visitors may be seeking on a regular basis. The list on the Wayfinding Plan in this document may serve as a starting point.			
	<b>Action Item 2:</b> Identify locations from which it would be logical to direct visitors to sites and districts on the list (such as highway interchanges and other high-traffic areas).			
	<b>Action Item 3:</b> Highlight connections between Downtown, trails, the River District, the Fairgrounds, and other attractions.			
	<b>Action Item 4:</b> Incorporate new signage into a maintenance plan for city identification signage (see Goal 2, Objective A).			
	<b>Action Item 5:</b> Work with MDOT to improve highway signage for the City of Marshall along I-94 and I-69, such as adding directional signage for the City along southbound I-69 north of I-94.			

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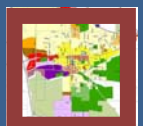
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# IMPLEMENTATION

## Zoning Plan

The Zoning Plan shows how the city's long-range land use plan can be implemented through changes to the Zoning Ordinance and map. Table 5-1 shows how the land uses of the Future Land Use map generally align with the city's existing zoning districts.

**Table 5-1 Zoning Plan**

Future Land Use Category	Zoning Ordinance Districts
<b>Residential 1.</b> Single family homes up to one dwelling unit per acre in keeping with the surrounding open spaces and natural features.	No Equivalent
<b>Residential 2.</b> Primarily detached single family residential with average density of four units per acre.	R-1, Residential Estate District. R-2, Suburban Residential.
<b>Residential 3.</b> Single and two family dwellings with densities up to 10 dwelling units per acre. Builds on central neighborhoods, transitions between Downtown and suburban neighborhoods.	R-3, Traditional Residential.
<b>Residential 4.</b> Single family dwellings and multiple family developments, such as townhomes, attached condominiums, and apartments, with densities up to 10 dwelling units per acre.	No Equivalent
<b>Residential 5.</b> This category is intended to accommodate attached single family dwellings and multiple family developments with densities up to 12 units per acre.	MFRD, Multiple Family Residential.
<b>Manufactured Housing.</b> This category is intended to accommodate manufactured housing parks.	MHPD, Manufactured Housing Park.
<b>Special Project Area 1.</b> The former State Farm operations center.	May be developed as a Planned Unit Development or zoned to a specific use category.
<b>Special Project Area 2.</b> This area along the Kalamazoo River may be best utilized as open space.	May be developed as a Planned Unit Development or zoned to a specific use category.
<b>Planned Unit Development.</b> This category includes approved Planned Unit Developments (PUDs) within the City.	PUD, Planned Unit Development
<b>Office.</b> Includes small and large scale office uses.	POSD, Professional Office Services
<b>Hospital.</b> The Oaklawn Hospital campus.	HCHSD, Health Care and Human Services HCOD Overlay

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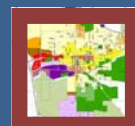
**Table 5-1 Zoning Plan (continued)**

<b>Future Land Use Category</b>	<b>Zoning Ordinance Districts</b>
<b>Downtown Mixed Use.</b> Downtown Marshall. Retail, office, service, entertainment and dining, cultural attractions, and upper floor residential.	B-3, Neighborhood Commercial District and PSP, Public/Semi-Public Services District.
<b>Commercial.</b> Includes neighborhood, community and regional retail sales and service uses, automobile-oriented uses outside of Downtown.	B-2, Local Business B-3, Neighborhood Business B-4, Regional Commercial District FS, Freeway Service
<b>Transitional Mixed Use.</b> Accommodates low intensity commercial and higher-intensity residential uses.	No Equivalent
<b>River District Mixed Use.</b> Includes the area centered along Kalamazoo between Downtown and the river. Mix of residential and nonresidential uses, with use of PUD option desired.	River District Overlay
<b>Research and Technology.</b> Includes light manufacturing, research and development, and industrial office uses.	I-1, Research and Technical
<b>General Industrial.</b> Accommodates heavier industrial uses, such as fabricating and manufacturing, as well as uses which require significant outdoor storage.	I-2, General Industrial
<b>Public.</b> This category includes public areas and facilities, such as City-owned buildings, schools, public cemeteries, parks and public open spaces.	PSP, Public/Semi-Public Services
<b>Private Recreation.</b> This category includes large-scale private recreation uses, such as the Alwyn Downs Golf Club.	No Equivalent

Several of the areas on the Future Land Use map fall outside the City's boundaries. Assigning future land uses to these areas does not signal intent to annex these areas, but is rather a guide for discussions that the City might have with neighboring townships regarding mutually beneficial land use arrangements. In particular, the Transitional Mixed Use district falls entirely outside of city limits and would require coordination with Marengo township to implement.

Aligning the City's future development patterns with the plan will require amendments to the Zoning Ordinance that guide development based on the goals, objectives, and action items outlined in this chapter.

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# BENCHMARKS

## Benchmarks for Goal 1, Objective A

*"Pursue downtown streetscape improvements that promote walkability and commerce."*

There are many possible avenues for improving the walkability and streetscape of downtown Marshall. Many of the improvements desired by residents, including improved crosswalks, signal timing changes, and curb extensions, would require close coordination with MDOT. The following benchmarks focus on downtown improvements in other communities where improvements were carried out in downtowns whose main street is a state road.

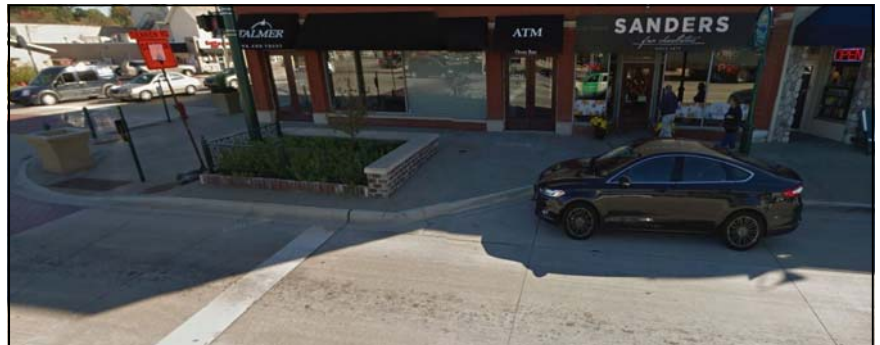
### Ypsilanti: M17/Business M12

Running through the heart of downtown Ypsilanti, M17, which is also Business M12, is boulevarded, giving pedestrians crossing the road a safe haven in the island. Curb extensions further reduce crossing distances.



### Rochester: M150

M150 runs through historic downtown Rochester. Walkability is aided by curb extensions, which reduce crossing distances and also shelter on-street parking from traffic. Curb extensions also provide space for tree wells and ornamental plants.



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## Greenville: M91

M91 runs through the center of downtown Greenville. The three principal intersections of the downtown each have prominent crosswalks (1) that accomplish three goals: signaling aesthetically that a visitor has entered downtown, drawing the attention of drivers to the fact that people will be crossing in this location, and providing a textural cue for the blind as to where to walk. Curb extensions (2) protect and define on-street parking areas and provide prime locations for street trees. Finally, a mid-block crossing (3) enhances pedestrian safety and connectivity. The crossing also connects to two pedestrian paseos (4).



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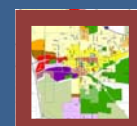
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# BENCHMARKS

## Goal 2, Objective A

“Enhance the city’s major and minor gateways with appropriate landscaping and signage.”

Some Michigan communities have developed guidelines for private commercial developments in highly visible gateway locations promoting the use of signage that identifies the community and establishes a welcoming atmosphere. This signage works together with public gateway signage to give the sense that this is a community that takes pride in itself and whose businesses share that sense of pride.

### Saginaw Road Corridor Study, Grand Blanc Township, MI

Grand Blanc Township’s Saginaw Road shared many characteristics with Marshall’s West Michigan corridor. Its pattern of development, the width of the street, and the location of the power lines all presented challenges to developing a coherent, aesthetically welcoming district. The Township’s Saginaw Road Corridor Study identified an optimal streetscape and baseline design elements that helped move the area toward a stronger identity. The following page shows plan and cross-section views of the street, while this page illustrates a conceptual gateway concept.

*Left:* This conceptual screen wall design from the Saginaw Road Corridor Study shows how private development can contribute to placemaking and community identity in a corridor setting.



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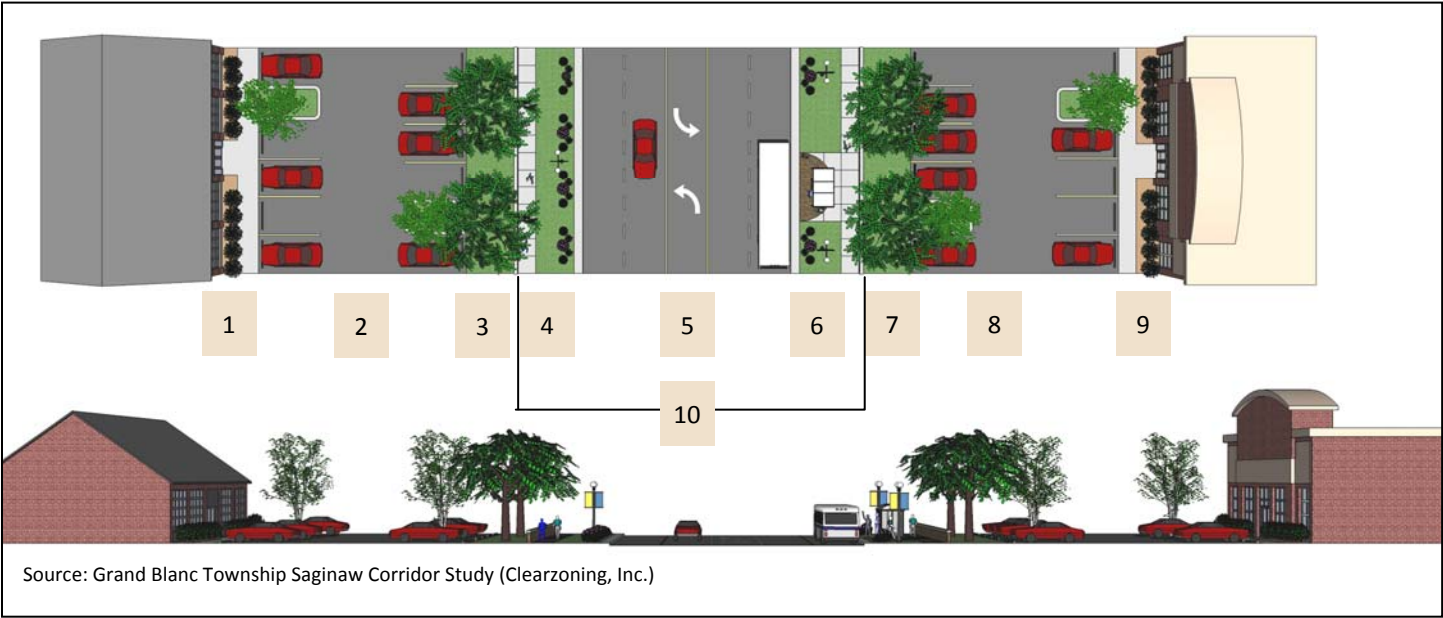
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**Saginaw Road Streetscape**

- 1 & 9: 10 feet of sidewalk, outdoor dining, and landscaping
- 2 & 8: 60 feet for two bays of parking and maneuvering lanes
- 3 & 7: 15 feet for screening landscaping and canopy trees (set back to avoid power lines)
- 4 & 6: 17.5 feet for sidewalk and planting strip with lighting
- 5: five-lane street
- 10: Full 100-foot right-of-way (includes street and sidewalks)

This streetscape concept does not attempt to graft a downtown-style development pattern on a suburban-style shopping area, focusing instead on slowly bringing uniformity and to auto-oriented development and improving walkability, site layout and safety.

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# BENCHMARKS

## Benchmarks for Goal 3, Objective D

"Encourage residential uses on upper levels of downtown buildings through adaptive reuse of existing spaces and context-sensitive redevelopment."

Creating upper floor residential spaces can impart vitality to a downtown. Small-town projects can also encounter difficulty securing financing and funding, as well as obtaining appraisals that reflect the actual market value of residential units. The benchmarks below found ways to confront these challenges. The City can take the role of facilitator, helping to guide developers pursuing adaptive reuse projects to the resources they need.



Source: Iowa Economic Development

### Burlington, Iowa

Schramm's Corner (top left)

Vacant Department Store converted to five market-rate apartments, four upscale condos, ground-floor and mezzanine-level commercial over ten years.

Sales comparisons were difficult to obtain because the units were a unique idea for the area. Local appraisers came in low.

The developer sought appraisals from a firm in a larger market, and the purchaser's bank accepted the alternative figure. A loan was issued, providing the first local comp.



Source: GROWTH

### Rock Island, Illinois

Historic Star Block (bottom left)

This project of the Rock Island Economic Growth Corporation (GROWTH) rehabbed 1,200 feet of ground floor commercial space and added eight residential units to the downtown housing mix: two affordable, accessible efficiency apartments in the rear of the ground floor, three live-work rental units on second floor, and three live-work rental units on third floor.

Financing came from diverse sources:

Illinois State Attorney General, National Foreclosure Settlement Funds: \$600,000

Modern Woodmen Bank- Leverage: \$550,000

City of Rock Island- TIF: \$350,000

Illinois Housing Development Authority (IHDA), State Affordable Housing Tax Credits: \$169,650

City of Rock Island- Façade: \$30,000

Housing and Urban Development (HUD), Lead Hazard Control Grant: \$24,000

Modern Woodmen Bank- 10<sup>th</sup> Anniversary Donation: \$10,000

Deferred Developer Fee: \$57,305

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## Benchmarks for Goal 5, Objective D

“Work to bring faster broadband service to the City for the convenience of residents and the competitiveness of businesses.”

Many cities across the country have municipally owned utilities, and the majority of small cities that directly offer broadband services do so through their pre-existing utility. Offering multiple services allows local utilities to capitalize on economies of scope. Marshall is well-positioned, given that it has its own Electric Department and is a member of the five-community electrical utility Michigan South Central Power Agency (MSCPA), along with Clinton, Coldwater, Hillsdale and Union City. Benchmarks for improved broadband service delivered via locally owned utilities are below.

### Harwarden, Iowa—Whole Community Broadband

Citing a desire not to be left behind, Harwarden’s electrical service expanded into broadband in 1994, bringing fiber optic line to the city of 2,500 well before any private entity was willing to invest in such an infrastructure upgrade.

### Cedar Falls, Iowa—Gigabit Internet Service

As in Harwarden, Cedar Falls had an existing municipally owned utility that expanded into broadband in 1996. Cedar Falls Utilities has periodically upgraded its service, recently bringing ultra high speed gigabit internet service to the entire city of 39,000. Today, the city has some of the fastest internet speeds in the United States and considers its broadband service to be a key component of its economic development strategy. Cedar Falls Utilities also provides electric, water and natural gas to its customers. A 2003 study comparing Cedar Falls to its larger neighbor, Waterloo, which did not offer fiber optic broadband service, found that the smaller city had higher business retention rates, faster population growth, higher property values, and a more stable construction market.

### Sources:

Cedar Falls, Iowa.

Kelley, Doris J. (2003) “A Study of the Economic and Community Benefits of Cedar Falls, Iowa’s Municipal Telecommunications Network.” Iowa Association of Municipal Utilities.

Kelly, John M. (2005) “Criteria for Measuring the Financial and Economic Performance of Municipally Owned Broadband Enterprises.” Rutgers University Center for Research in Regulated Industries.

**1. Introduction**

**2. Context**

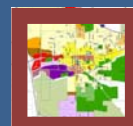
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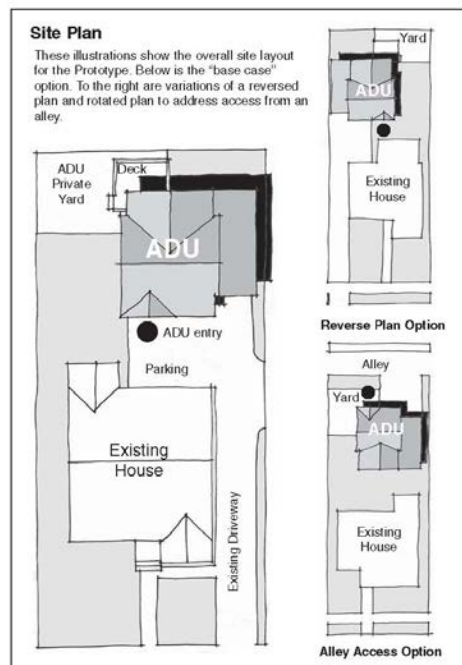


# BENCHMARKS

## Benchmarks for Goal 3, Objective A

"Provide a variety of quality housing choices to meet the needs of existing and future residents of all ages, needs, and abilities."

Creating a variety of housing choices can address the needs of the community by providing options for young families and older adults. Providing affordable options that are developed in context with the existing neighborhood character requires a proactive approach in developing regulations that support a variety of housing. The benchmarks below provide some innovative methods to address this goal.



Source: Accessory Dwelling Unit Manual, Santa Cruz, California

### Beacon Hill Village, Massachusetts

One of the first and most recognized "village" model, Beacon Hill Village is a member driven organization for residents 50 and over. The village model provides a vehicle to access programs and services that support aging in place. For instance, Beacon Hill Village provides members with access to discounted providers who can help members manage their household, stay active, healthy and engaged in the community. The village model has been successful since the early 1990s in Leelanau County, Michigan. Financing for programs include membership fees, donations, and state and federal grants.

### Santa Cruz, California—Accessory Dwelling Units

Accessory Dwelling Units (ADU), which may also be referred to as a granny flats or in-law unit may be constructed within the existing dwelling unit or as a separate unit that is either attached or detached. ADUs offer an affordable housing option, supports extended family options and allows for in-fill development. In the City of Santa Cruz, a manual, prototypes and regulations have been developed to support the integration of ADUs into the existing neighborhood.

Regulations are in place that require building materials match or coordinate with the home, additional parking spaces be provided and the main house be owner-occupied.



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## Benchmarks for Goal 4, Objective A

“Provide opportunities for a mix of commercial and office uses to serve the needs of existing and future area residents.”

In the 2008 Master Plan, the City identified two areas that were prime for redevelopment: the Special Planning Area I (former location of the State Farm Insurance), and the River District. The River District has developed into an eclectic, entertainment area with a brew pub and specialty shops. The City envisions Special Planning Area to be developed with a mix of single family residential, senior housing, office, education, and public or institutional development. Benchmarks for these areas can be found locally in Kalamazoo and Grand Rapids.



Source: Bugnaski, M. *MLive* (May 8, 2013)

### Life Story Building, Kalamazoo—River District Benchmark

A mixed-use project located in a 17,000 square foot converted SmartShop Metal Arts Collective into the Life Story Buildings which includes a mix of commercial and residential. The building houses three businesses, an art studio and six residential units, including four rental apartments. The development joins uses such as a food co-operative, bakery and the riverfront development area.

### University Center at Gaylord, Gaylord, MI—Special Planning Area I

The University Center at Gaylord found its beginnings through a grass roots effort led by local citizens, business professionals and elected officials that recognized the need for economic development and understood its relationship with education and a skilled workforce. What began as a partnership with Alpine Regional Education Center and two colleges has now developed into an region-wide educational facility with eight university partners offering Associate, Bachelors, Master and Doctorate degrees and technical training in a variety of trades.

Sources:

Jones, A. (2013, May 8). Spotlight: A look inside the eclectic Life Story Building in Kalamazoo. *MLive*. Retrieved from [http://www.mlive.com/news/kalamazoo/index.ssf/2013/05/spotlight\\_living\\_in\\_downtown\\_k.html](http://www.mlive.com/news/kalamazoo/index.ssf/2013/05/spotlight_living_in_downtown_k.html)

University Center of Gaylord. (nd). Retrieved from <http://www.ucgaylord.org/about-us-7/>.



University Center at Gaylord

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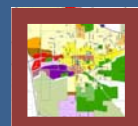
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Future  
Land Use  
Map



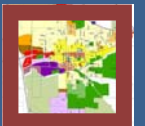
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## APPENDIX



## A: Notices & Resolutions: Notice of Intent to Plan

October 18, 2014

### **ADDRESS**

**RE: Notice of Intent to Plan  
City of Marshall**

To Whom It May Concern:

Pursuant to the requirements of Section 125.3839 (2) of the Michigan Planning Enabling Act, this notification is to inform you of the City of Marshall's intent to update the City's Master Plan. As required by the Michigan Planning Enabling Act, a copy of the draft Plan will be made available to you for your review and comment in advance of the City's public hearing.

We welcome you to follow the progress of the plan update on the Master Plan Website:

<http://www.clearzoning.com/clearzoning-clients/marshall-master-plan/>.

If you would like to receive any future notices regarding the City of Marshall's Master Plan Update process electronically, please e-mail your request along with your e-mail address to [NDean@cityofmarshall.com](mailto:NDean@cityofmarshall.com) or send your request to Natalie Dean, Director of Community Services, Public Services Building, 900 South Marshall Ave., Marshall, MI 49068.

We would also like to invite you the Master Plan Open House on Wednesday, November 19, 2014 from 4:00 p.m.-7:00 p.m. in the City Hall Training Room.

Please feel free to contact the City at 269-781-3985 if you have any questions. We look forward to your input as we prepare this update to the City's Master Plan.

Sincerely,

CITY OF MARSHALL

Natalie Dean  
Director of Community Services

## A: Notices & Resolutions: Distribution for Comment

March 2015

ADDRESS

**RE: Draft City of Marshall Master Plan Update**

To Whom It May Concern:

Pursuant to the requirements of Section 125.3839 (2) of the Michigan Planning Enabling Act, please find enclosed a copy of the draft City of Marshall Master Plan Update. Pursuant to the requirements of the Act, we are requesting your review and comment in advance of the City's public hearing. The plan is also available for download at:

<http://www.clearzoning.com/clearzoning-clients/marshall-master-plan/>

The Act provides surrounding communities and other respondents with 42 days to provide comments on the proposed Plan. Your comments must be submitted no later than 42 days after you receive this notice. Please submit comments to:

**City of Marshall Planning Commission**

**c/o Natalie Dean, Director of Community Services**

**City of Marshall Public Service Building 900 S. Marshall, Marshall, MI 49068**

**or**

**[ndean@cityofmarshall.com](mailto:ndean@cityofmarshall.com)**

Thank you in advance for your cooperation and timely response in reviewing the draft Master Plan. Comments offered during this review process will be taken into account in adjusting and refining the Plan. Please feel free to contact Natalie Dean at 269.558.0325 if you have any questions. We look forward to your input.

Sincerely,

CITY OF MARSHALL

Matt Davis

Planning Commission Chair

## A: Notices & Resolutions: Notice of Public Hearing

### CITY OF MARSHALL PUBLIC HEARING NOTICE

The City of Marshall Planning Commission will hold a public hearing on **Wednesday, June 10, 2015 at 7:00 p.m. IN THE COUNCIL CHAMBERS OF CITY HALL located on the 2<sup>nd</sup> floor, at 323 WEST MICHIGAN AVENUE** to hear comments regarding the **Master Plan Update Draft**.

Prior to this meeting at 5:30 p.m. in Council Chambers, the Planning Commission will hold a work session to begin working on the Zoning and Sign ordinance.

Any property owner, their representative, or other interested person is invited to attend the meeting to be held as noticed above. Written responses can be sent or hand delivered to the attention of the Planning Commission, 323 W Michigan Ave., Marshall, Michigan 49068. Please direct any questions to Natalie Dean (269) 781-3985 ext. 1505.

Anyone who requires an auxiliary aid or service for effective communication, or a modification of policies or procedures to participate in a City program, service, or activity, should contact Natalie Dean at the Public Services Building, 900 S. Marshall Ave., by calling (269) 781-3985 ext. 1505, or by emailing [ndean@cityofmarshall.com](mailto:ndean@cityofmarshall.com) no later than 3 days prior to the scheduled meeting or event.

BY: Matt Davis, Chair  
Planning Commission



## A: Notices & Resolutions: Resolution of Adoption

### RESOLUTION OF ADOPTION

#### City of Marshall Master Plan Update By Marshall Planning Commission

**WHEREAS**, the City of Marshall Planning Commission may adopt a Master Plan for the physical development of the City, as empowered by the Michigan Planning Enabling Act of 2008, and

**WHEREAS**, the City Council created the Planning Commission for the purposes stated in the Michigan Planning Enabling Act of 2008, and

**WHEREAS**, the City of Marshall has contracted with a professional planning and transportation consultant to assist the Planning Commission with the technical studies necessary to make the Master Plan Update for the City of Marshall, and

**WHEREAS**, the City of Marshall Planning Commission has held a public hearing on its proposed Master Plan Update on June 10, 2015 at the Marshall City Hall,

**NOW THEREFORE BE IT RESOLVED** that the City of Marshall Planning Commission hereby adopts this Master Plan Update for the City of Marshall, along with the text, maps, charts, graphs, and other descriptive materials contained in the Plan.

Motion by McNiff. Supported by Mankerian.

**AYES:** Davis, Banfield, Burke-Smith, Collins, Mankerian, McNiff, Meservey, Rodgers, Zuck

**NAYS:**

**ABSENT:**

**RESOLUTION DECLARED ADOPTED THIS 10<sup>th</sup> DAY OF JUNE 2015.**

  
\_\_\_\_\_  
Matt Davis, Chairperson

## B: Detailed Demographic Information

**Table A1: Population Change in the City of Marshall and Surrounding Areas, 1990-2010**

	1990	2000	% Change	2010	% Change
<b>City of Marshall</b>	<b>6,891</b>	<b>7,459</b>	<b>8.2%</b>	<b>7,088</b>	<b>-5.0%</b>
Eckford Township	1,217	1,282	5.3%	1,303	1.6%
Fredonia Township	1,741	1,723	-1.0%	1,626	-5.6%
Marengo Township	1,801	2,131	18.3%	2,213	3.8%
Marshall Township	2,655	2,922	10.1%	3,115	6.6%
Calhoun County	135,982	136,146	0.1%	136,146	0.0%
State of Michigan	9,295,297	9,938,444	6.9%	9,883,640	-0.6%

Source: US Census, 1990, 2000, 2010

**Table A2: Change in Average Household Size, 2000-2010**

Household Size	2000	2010	% change
Marshall	2.53	2.39	-5.5%
Michigan	2.56	2.54	-0.8%

Source: US Census, 2000, 2010

**Table A3: Housing Units By Year Structure Built**

Total	3,657	
1939 or earlier	1,389	37.98%
1940-1949	161	4.40%
1950-1959	326	8.91%
1960-1969	343	9.38%
1970-1979	406	11.10%
1980-1989	313	8.56%
1990-1999	514	14.06%
2000-2009	205	5.61%
2010 or later	0	0.00%
Median Year Built	1959	

Source: 2012 ACS

**Table A4: Housing Units By Type**

	Number	% Total
Total	3,657	
Single-Family Detached	2,316	63.33%
Multi-Family	1,270	34.73%
Mobile Home	71	1.94%

Source: 2012 ACS

**Table A5: Residence One Year Ago**

Population	7,076	
Same house	6,017	85%
Different house in the U.S.	1,053	14.9%
Same county	603	8.5%
Different county	450	6.4%
Same state	266	3.8%
Different state	184	2.6%
Abroad	6	0.1%

2012 ACS 5-Year Estimates

## B: Detailed Demographic Information

**Table A6: Age Composition, 2000 and 2010, City of Marshall**

	2000	% Total	2010	% Total	% Change
Under 5 Years	479	6.42%	454	6.41%	-5.22%
5-9 Years	515	6.90%	447	6.31%	-13.20%
10-14 Years	544	7.29%	514	7.25%	-5.51%
15-19 Years	488	6.54%	458	6.46%	-6.15%
20-24 Years	381	5.11%	375	5.29%	-1.57%
25-34 Years	947	12.70%	836	11.79%	-11.72%
35-44 Years	1,156	15.50%	848	11.96%	-26.64%
45-54 Years	975	13.07%	1,000	14.11%	2.56%
55-64 Years	609	8.16%	866	12.22%	42.20%
65-74 Years	554	7.43%	569	8.03%	2.71%
75 Years +	811	10.87%	511	7.21%	-36.99%
Total	7,459		7,088		-4.97%

Source: US Census 2000, 2010

**Table A7: Age Composition, 2000 and 2010, State of Michigan**

	2000	% Total	2010	% Total	%Change
Under 5 Years	672,005	6.80%	596,286	6.00%	-11.30%
5-9 Years	745,181	7.50%	637,784	6.50%	-14.40%
10-14 Years	747,012	7.50%	675,216	6.80%	-9.60%
15-19 Years	719,867	7.20%	739,599	7.50%	2.70%
20-24 Years	643,839	6.50%	669,072	6.80%	3.90%
25-34 Years	1,362,171	13.70%	1,164,149	11.80%	-14.50%
35-44 Years	1,598,373	16.10%	1,277,974	12.90%	-20.00%
45-54 Years	1,367,939	13.80%	1,510,033	15.30%	10.40%
55-64 Years	863,039	8.70%	1,251,997	12.70%	45.10%
65-74 Years	642,880	6.50%	724,709	7.30%	12.70%
75 Years +	576,138	5.80%	636,821	6.40%	10.50%
Total	9,938,444		9,883,640		-0.60%

Source: US Census 2000, 2010

**Table A8: Median Age**

	2000	2010
Marshall	38.3	40.5
Calhoun County	36.4	38.7
Michigan	35.5	38.5

Source: US Census 2000, 2010

## B: Detailed Demographic Information

Table A9: Income, 2000-2010			
	2000*	2010	% change
<b>Marshall</b>			
Median Household Income	\$53,783	\$44,771	-16.8%
Per Capita Income	\$27,986	\$24,088	-13.9%
<b>Calhoun County</b>			
Median Household Income	\$49,282	\$42,921	-12.9%
Per Capita Income	\$24,351	\$21,559	-11.5%
<b>Michigan</b>			
Median Household Income	\$56,392	\$48,432	-14.1%
Per Capita Income	\$28,071	\$25,135	-10.5%

\*All dollar figures in 2010 dollars.

Source: US Census 2000, 2010





## PUBLIC OPEN HOUSE

NOVEMBER 19, 2014

### MASTER PLAN UPDATE

#### Update 2008 Master Plan for Land Use

- ◆ Update Demographic and Land Use Information
- ◆ Obtain Public Input
- ◆ Review Goals and Objectives
- ◆ Review and Update Planning Recommendations and Future Land Use Map

### ZONING ORDINANCE UPDATE

- ◆ Conduct Health Analysis
- ◆ Consider Master Plan Implementation Strategies
- ◆ Gather Public Input
- ◆ Develop Updated Zoning Text and Graphics

### SIGN ORDINANCE UPDATE

- ◆ Conduct Health Analysis
- ◆ Public Input
- ◆ Developed Updated Sign Ordinance Text and Graphics

### MASTER PLAN UPDATE

#### TENATIVE SCHEDULE:

##### Step One:

Project Kick-Off with Planning  
Commission (October 15, 2014)

##### Step Two:

Community Engagement through a Public Open  
House on November 19, 2014 and On-Line  
Survey (November 19, 2014 - December 8, 2014)

##### Step Three:

Develop Draft Goals and Objectives and Draft  
Master Plan Update (January 2015)

##### Step Four:

Distribution of Plan for Review (February, 2015)

##### Step Five:

Public Hearing and Adoption by Planning  
Commission (April, 2015)

#### To Stay Up To Date:

<http://www.cityofmarshall.com/departments/138>

### Additional Ways to Participate

Share your thoughts and ideas through an online survey

- ◆ <https://www.surveymonkey.com/s/marshall-master-plan>



## D: Open House Invitation



*The Planning Commission would like to invite you to help create the community vision for the future of Marshall.*

### **Community Open House for the Master Plan Update**

Wednesday, November 19, 2014  
4-7 pm in the City Hall Training Room  
**Everyone is invited!**

There will be 7 visioning stations:

- Downtown
- Corridors/Gateways
- Housing
- River District
- Hospital District
- Industrial Park
- Complete Streets  
(walking, biking, etc.)

*A presentation will be given by city consultants,  
Clearzoning, at 4:30 p.m.*

*Please stop in anytime between 4-7pm that  
evening, and give us your thoughts on what  
the future of Marshall should look like.*

*Snacks and refreshments will be available.*

**The Planning  
Commission  
needs your help  
and input on what  
is working, what  
is not working,  
what we have,  
and what we need  
in our city.**



Don't forget to fill out a **community survey**  
online at: [www.cityofmarshall.com](http://www.cityofmarshall.com) or scan the  
QR code above with your smart phone starting  
Wednesday, November 19, 2014.

## HOUSING

### Demographic

Empty-nest, pre-retirement households are typically represented by people 55 to 64 years of age. Providing a range of housing designs may encourage diversity in the population, bringing young families to the community while maintaining the baby boom population.

Average household size also decreased in the last decade with the average household size going from 2.53 in 2000 to 1.97 in 2010.

This shift in population follows the national trend.

Age	2000	2010	Change (%)
Under 5	479	454	-5.22%
5-19	1547	1419	-8.27%
55-64	609	866	42.20%
65-74	554	569	2.71%
75+	811	721	-11.10%

Source: U.S. Census Bureau

### Aging In Place

What type of housing might be desirable for the 55+ year olds in Marshall?

Rank the housing styles 1-3.

#### Cottage Senior Housing



1st Choice—6 people  
3rd Choice—1 person

#### Multi-Level Senior Apartments



2nd Choice—3 people  
3rd Choice—5 people

#### Senior In-Fill Housing in backyard of a single family home (Granny Flats)



1st Choice—3 people  
2nd Choice—5 people  
3rd Choice—1 person

#### Other Housing Options

### Future Residential Needs

#### Residential Opportunities

What types of residential developments do you think are needed in the City of Marshall? Put a check mark ☒ by the housing options you think the City needs.

Single Family Homes	<input checked="" type="checkbox"/>	5
Multiple Family	<input checked="" type="checkbox"/>	1
Residential Above Commercial/Office	<input checked="" type="checkbox"/>	6
Independent Senior Living	<input checked="" type="checkbox"/>	5
Assisted Living and/or Skilled Care Nursing Home	<input checked="" type="checkbox"/>	2

### What would attract young families to Marshall?

- Walkable in all neighborhood, Fiber to the home.
- Cultural activities high skilled / wages jobs community activities.
- Night life, Keep stores open late.
- Biking / Hiking trails with expanded parks & trails. Youth activities walkable communities.
- Career type jobs.
- River trails – Canoe / kayaking run/walking areas, sound conservation and natural res. Management.
- Excellent schools, fiber network.

### What would keep empty-nesters in Marshall?

- Senior Center transportation options – wider range of operation hours.
- Outdoor activities – cross country skiing, hiking, biking, canoeing.
- A real variety of recreational activities. Keep city beautiful – expanding parks, trails, tree planting.
- Interesting volunteer activities.
- Community must be walkable – maintain your sidewalks.
- Modern single – family.



## THE HOSPITAL DISTRICT

In 2013, the City of Marshall adopted a Hospital Campus Overlay District for the purpose of accommodating a concentration of mixed use related to health care services within a campus like setting. As part of the Master Plan Update, we are examining signage that directs visitors to different areas within the community (wayfinding).



### Your Suggestions

Do you think signage around the city is adequate to direct visitors to the hospital campus?

- Signage leading to campus Michigan Avenue @ Hamilton and/or N. Median.
- No, Michigan and Madison needed.
- Sign in front of Monarch BK corner of E. Mansion and North Kzoo S & S.
- No, particularly to designated parking.
- Better signage on Michigan Avenue directing to the hospital.
- Sign in front of Marshall city hall.
- Need to close 200 block of North Madison.
- Need wayfinding signage in the CBD to parking structure short term parking.

Do you think signage on the hospital campus is adequate?

- Yes.
- Sign to direct hospital traffic up Madison from Michigan Avenue.
- County clean air – non-smoking signage not adequate around parking structure – remove ashtrays from seating.

Other "The Hospital District" Comments provided:

- Pedestrian flow/safety.
- Need on Prospect entry to general hospital from new parking lot.
- Direct hospital visitors to Madison – not the other neighborhood streets.
- West side of High Street no in the HCOD.





# DOWNTOWN

## Downtown Residential

### Downtown Living Space

What kinds of living spaces do you think are most appropriate to encourage downtown? Place a check mark ✓ next to each upper floor use you think might be appropriate for downtown.

Live/work space	✓	0
Independent Living for Seniors	✓	1
Efficiency/Studio Apartments	✓	6
Lofts	✓	7
What did we forget?	✓	

Establish guidelines for retail use only at street level, realtors and sellers.  
Parking.  
Crosswalks between the fountain west to K-Mart / Family Fair  
Public W.F. Downtown and / or citywide.  
More city support and funding for renovation of historic building in the downtown area and the residential areas.  
Heated sidewalks (4 other people agree).

## Unused Floors

### Managing the appearance of unused upper floors



Left: Boarded and partially boarded windows on upper floors in Downtown Marshall  
Right: Boarded and painted windows in Cincinnati's Over the Rhine neighborhood

### Potential Adaptive Reuses of Currently Unused Upper Floors

Place a check mark ✓ next to each upper floor use you think might be appropriate for downtown.

Apartments/Flats/Condos	✓	8
Offices	✓	0
Workspace for Artists & Craftspeople	✓	4
Class Space (e.g. Karate, Dance)	✓	1
What did we forget?	✓	

Enforce property maintenance ordinance, peeling paint, etc.  
Get rid of dead hanging baskets and put colorful planters (3 people agree)  
Handicap accessible building.  
Michigan & Madison can't cross with car or walk coming south on Madison, can't see traffic  
Remove temp business signs "banners" (1 other person agreed)

Would you support a program to improve the appearance of unused tenant space in Downtown Marshall?

5

## Downtown Streetscape

In 2006, the City of Marshall developed a downtown improvement strategy. Some ideas from the document are below. How would you prioritize these ideas going forward? Number them from 1 to 4 using the dots provided at the station.

### Curb Extensions



#1 choice - 7 people  
#2 choice - 1 person  
#3 choice - 1 person  
#4 choice - 1 person

### Mid-Block Crossing



#1 choice - 3 people  
#2 choice - 4 people  
#3 choice - 3 people  
#4 choice - 0 people

### More Prominent Crosswalks



#1 choice - 2 people  
#2 choice - 4 people  
#3 choice - 2 people  
#4 choice - 2 people

### Brick Sidewalk Pavers at Intersections



#1 choice - 0 people  
#2 choice - 0 people  
#3 choice - 3 people  
#4 choice - 6 people

## THE RIVER DISTRICT

The River District is north of the river, just southwest of downtown. What kind of district do we want it to be in the future?



**River District**



- Market Rice Creek through DNR Trout Trails
- Finish Rice Creek dam removal
- Continue Riverwalk to west, using District as a hub or starting point
- Sound natural resource management and conservation for the River,
- Connect open space and identify open space area
- Inform that it is within walking distance to downtown—sign in minutes or distance
- Sidewalk from Dark Horse to the Riverwalk
- Wayfinding signage from the Central Business District to the River District
- More tree and flower planting, maintain river trail
- Better connection with amenities along the way from downtown, better lighting, sidewalks

### Your Suggestions

- What would you like to see in this area? How would you like it to look? Use the Post-it notes to tell us your ideas.
- Natural resource conservation, landscaping, entertainment
- Overnight accommodations
- Operate power house dam (relicensing plan for ultimate removal of dam)
- Crosswalk across Old 27 to Dark Horse Brewery
- Better street lighting: light at Hughes and Old 27 to help traffic flow
- Walkability, connectivity—Riverwalk, downtown, Ketchum Park—provide signage

### Potential River District Land Uses

What kinds of land uses do you think are most appropriate to encourage in the River District? Put a check mark by the housing options you think the City needs.

Live/work Space	✓	2	
Overnight Accommodations	✓	3	
Artist Lofts	✓	6	
Short-Term/Flexible Living Space	✓	1	
More Restaurants/Bars	✓	5	
Business Incubators	✓	3	
What did we forget?	✓	Skate park and Dog park. Retail Development. The River! Kalamazoo & Rice Creek—The Riverwalk	



## GATEWAYS & WEST MICHIGAN

### Gateways

Marshall's four major gateways have matching signage. How can Marshall further improve its gateways?

<p>Yes, more plantings</p> <p>Yes, West Michigan—low income housing is an eyesore. Can Council put ordinances requiring landlords to upgrade apartments/houses?</p> <p>Good landscaping along major entrance to City. Unified, attractive green, use trees, shrubs.</p> <p>More landscaping, more attention to beautification. Design committee need a group to focus on this, more trees, underground utilities on W. Michigan.</p> <p>Remove signage of out of business entities "X" days after vacancy.</p>	<p>Gateways are terrible.</p> <p>More green infrastructure.</p> <p>Regulate rental property on Michigan and strict code enforcement.</p> <p>Possibility of burying cables on Michigan Avenue to eliminate unsightly wires and poles. Perhaps lighting to match what we have downtown.</p> <p>Bike lanes on street connected biking/hiking trails, connect open spaces.</p> <p>Wayfinding signage to CBD.</p> <p>Smaller version of large signs needed.</p>
<p>Do Marshall's major gateways need additional improvement?</p>	<p>Do Marshall's secondary gateways (such as Homer Road and Verona Road) need stronger signage?</p>



### West Michigan Corridor (I-69 to Downtown)



How do we make the West Michigan corridor more inviting, pedestrian-friendly, and aesthetically pleasing? Place a check mark next to the options you feel are most worth pursuing.

<p>Requiring new buildings to be placed close to the street, with most parking behind.</p>	<p>✓</p>	<p>2</p>
<p>Fewer driveways.</p>	<p>✓</p>	<p>4</p>
<p>More trees and other plantings.</p>	<p>✓</p>	<p>8</p>
<p>One or more pedestrian crossings.</p>	<p>✓</p>	<p>10</p>
<p>What did we forget?</p>	<p>✓</p>	<p>Need cars to merge into the right lane before the circle. Walkability. Stop for pedestrians. Sidewalks are terrible—crossing the street dangerous, street very ugly too many wires. Signage poor—outdated. Beer stations at entrances. Create vertical buffer—between pedestrian and traffic. Better lane marking—Entering fountain traffic circle—(east bound). Buried lines.</p>

### BROOKS INDUSTRIAL PARK

The Brooks Industrial Park occupies most of the city south of the airport. Infrastructure exists, but much of the industrial property is not occupied. The district currently allows only industrial and research uses.



The map at right shows the area south of town designated for industrial development. Existing industrial and research development can be seen near the top, just south of the airport.



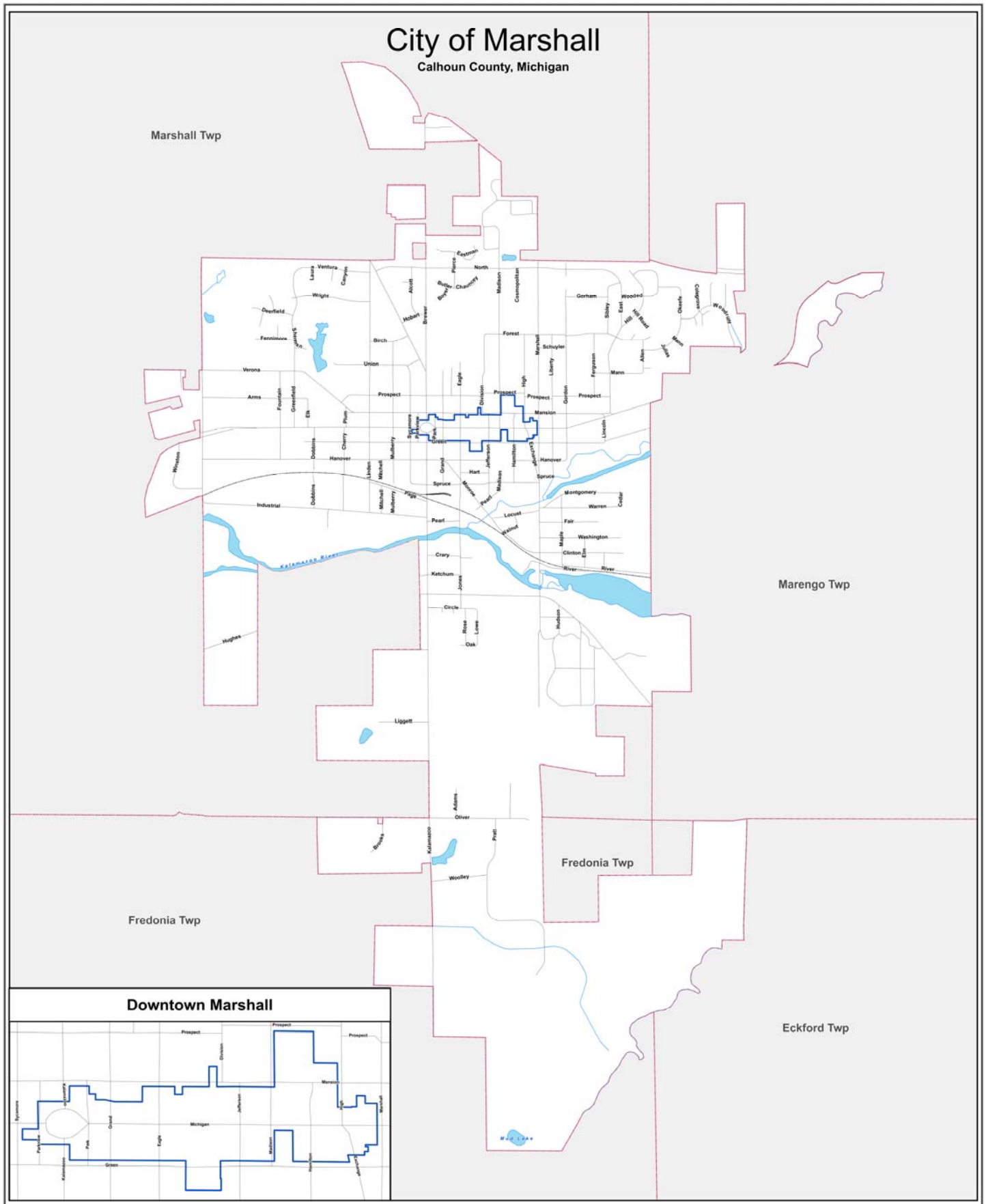
#### Your Suggestions

What other uses might be appropriate for this area?

- Assisted living.
- Recycling center-compost center
- Professional Offices
- Recreation Center
- Connect industrial park with Brooks Nature area and add housing nearby so people in the industrial park can live and recreate nearby.
- Manage natural resources, Connect parks / open spaces.
- High end single family homes.
- Industry big business.
- Fill it with industry, we need tax base.
- After establishing "brand" of Historic Marshall, recruit manufacturers of housing materials used in preservation (windows, etc). Also manufacturers of reproductive items – music instruments, furniture, etc. A conference center for preservation orgs and speakers and education in history and preservation.
- Look at traffic controls and how we get people in/out of the new park once its developed.



## E7: Public Open House Display Posters for Complete Streets I



## COMPLETE STREETS

Complete Streets is a term used to describe a transportation network that includes accommodation for vehicles, pedestrians, cyclists, and other legal users. Complete Streets provide transportation choices, allowing people to move about their communities safely and easily.

What do Marshall's streets do well? What could they do better?

Use the stickers and post-it notes to tell us where you think improvements could be made. Improvements might include:

- Crosswalks or signals
- Different crossing time
- Improved visibility
- Different speed limit
- Bike lanes (painted next to vehicle lanes)
- Bike paths (separate from streets)
- Bike racks
- Sidewalks
- Fewer driveways
- Anything else you can think of that would make life better for our road users, be they drivers, bicyclists or pedestrians!

## E9: Public Open House Feedback: Complete Streets

### COMPLETE STREETS MAP BOARD WITH COMMENTS

- Pedestrians in crosswalks should have right of way.
- Revamp all signage in conjunction with assessment of all speed limits, traffic patterns.
- Crack down on street parking at school pick-up times all over.
- Too much traffic during school year on North Marshall Ave.
- Please keep Madison open all the way to high school.
- Merge right arrows at Fountain from West.
- Sidewalk along W. Michigan on Southside.
- Install missing segments of sidewalk throughout the city.
- Install sidewalk or pathways to schools.
- Recreation Center for the community.
- Timing for lights on Michigan Avenue and more time for crosswalk.
- Relax restrictions on skateboards as transportation. It's a major form of transportation for young kids.
- Stop sign on N.E. side of Michigan Avenue approaching circle.
- Parking N. on Park Avenue along Veterans park.
- Sidewalks near many of the multi-family housing.
- Winter maintenance issues – shoveling snow.
- Pedestrian walk buttons are not well placed for visibility downtown S/B closer to street.
- Emergency signals at West Drive for fire trucks.
- Four way stop at Liberty and Hanover no sidewalks – too many kids walking in street coming to and from Ketchum Park.
- Downtown no signs on 1600' 1800' Ketchum Park
- Crossing Michigan Avenue at Madison is very dangerous. Parked cars obscure oncoming traffic on Michigan Avenue. Restrict parking? Blinking Light?
- Lower speed limit on Michigan Avenue (CBD)
- Continue to re-vamp sidewalks and crosswalks.
- Support connected trailways/greenways biking/hiking trails. Sound conservation and natural resources management throughout the city.
- More attention to parks – connected green spaces – trails – walking surfaces in parks – Parking for points on trails and bike racks.
- Parks and Recreation master plan – Goal to link parks, schools and open spaces with non-motorized infrastructure.
- \$?
- Milk, eggs, wine, bread.
- As development occurs in the industrial park, a trigger needs to be designated/desired to deal with congestion and traffic on 27.
- Light on Hughes St and Old 27 to help traffic flow.
- Connection with Brooks NA, Industrial area to the city.
- Marshall's portion of Lake to Lake Trails – Calhoun County Trail alliance non-active! Trail now Kalamazoo thru BC to Bridge Park.
- Connect Stewart's Landing with Brooks Nature Area.

## EI0: Public Open House Feedback: Brainstorming Notepad

### BRAINSTORMING

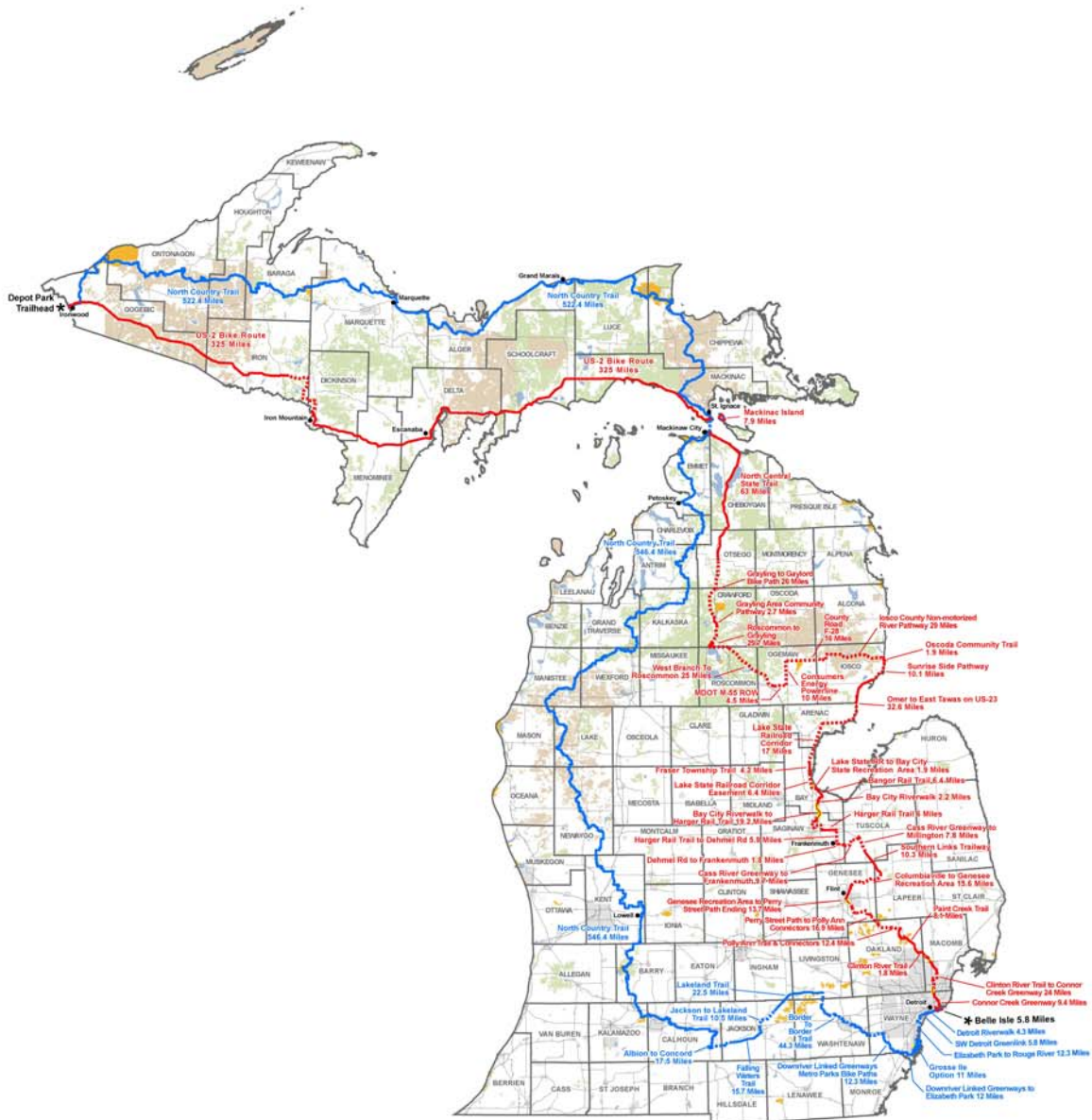
- Lake to Lake Trail – Marshall’s River Walk as part – Calhoun County Trail Alliance (CCTA).
- Like to see more emphasis on livable communities: natural resources, parks, connected open/green spaces.
- Would like to see more on outdoor activities – cross country skiing, nature parks for hiking – biking. More emphasis on Kalamazoo river for rec use.
- Protect the National Historic District at all costs – and protect City residential housing.
- The community’s very basis is on Healthy Natural Resources. Expand and connect parks and trails, mgt the river for clean water and recreational activities, Historic water trail.
- Continue and expand tree and shrub plantings – insure Marshall continues to be a Tree City.
- Establish a Tree Board and sound Forestry Mgt Plan. Plan to plant and replace Trees & Shrubs in the proper places.
- Brainstorm activities which will attract young adults and young parents 20-45 years old. Biking/hiking, parks, walkable community, arts and music, an attractive recreational / tourism downtown with a variety of shops.
- Connectivity – downtown, open spaces, parks, signage
- Pure Michigan and Marshall as a destination site.
- Michigan Watertrails – Rice Creek on Pure Michigan without data
- Michigan flyfishing trails on Pure Michigan without data.
- Parks and Greenspaces – walkability – downtown neighborhood, river district and Riverwalk.



## F: North Country (Blue) and Iron Belle (Red) Trails

### DRAFT - Michigan's Iron Belle Trail

#### Belle Isle to Ironwood - Two Routes, One Trail



#### Legend

##### Biking Trail

- Biking - Existing Trail
- Biking - Approved For Construction
- ..... Biking - Proposed Trail

##### Possible Hiking or Biking

- Existing Trail

##### Hiking Trail

- Hiking - Existing Trail
- Hiking - Approved For Construction
- ..... Hiking - Proposed Trail

##### Highways

- Lakes and Rivers
- City
- County Boundary

##### State Park Boundary

- State Land
- Federal Land



January 29, 2015  
Michigan Department of Natural Resources  
Forest Resources Division  
Resource Assessment Section

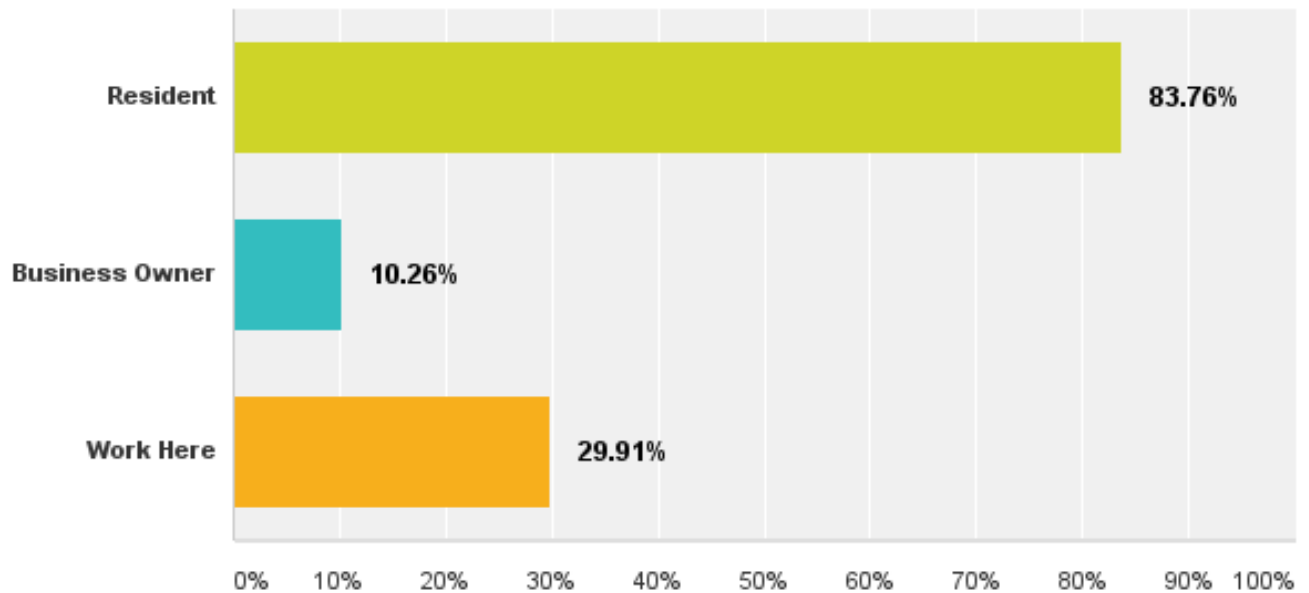


**\*\* The illustrated hike and bicycle trail connections will rely upon partnership opportunities. \*\***

## G: Survey Results

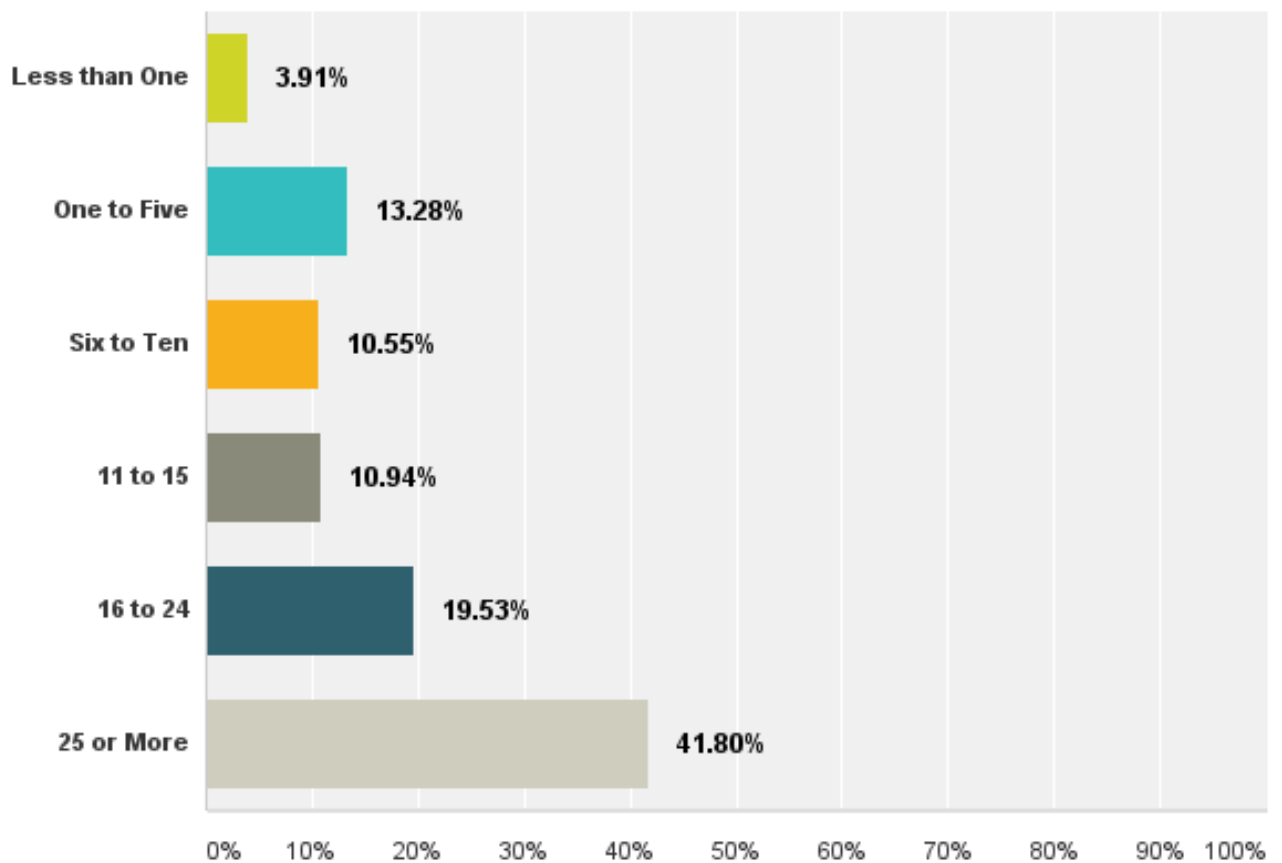
### Q1: What is your relationship with the City of Marshall?

Answered: 234 Skipped: 28



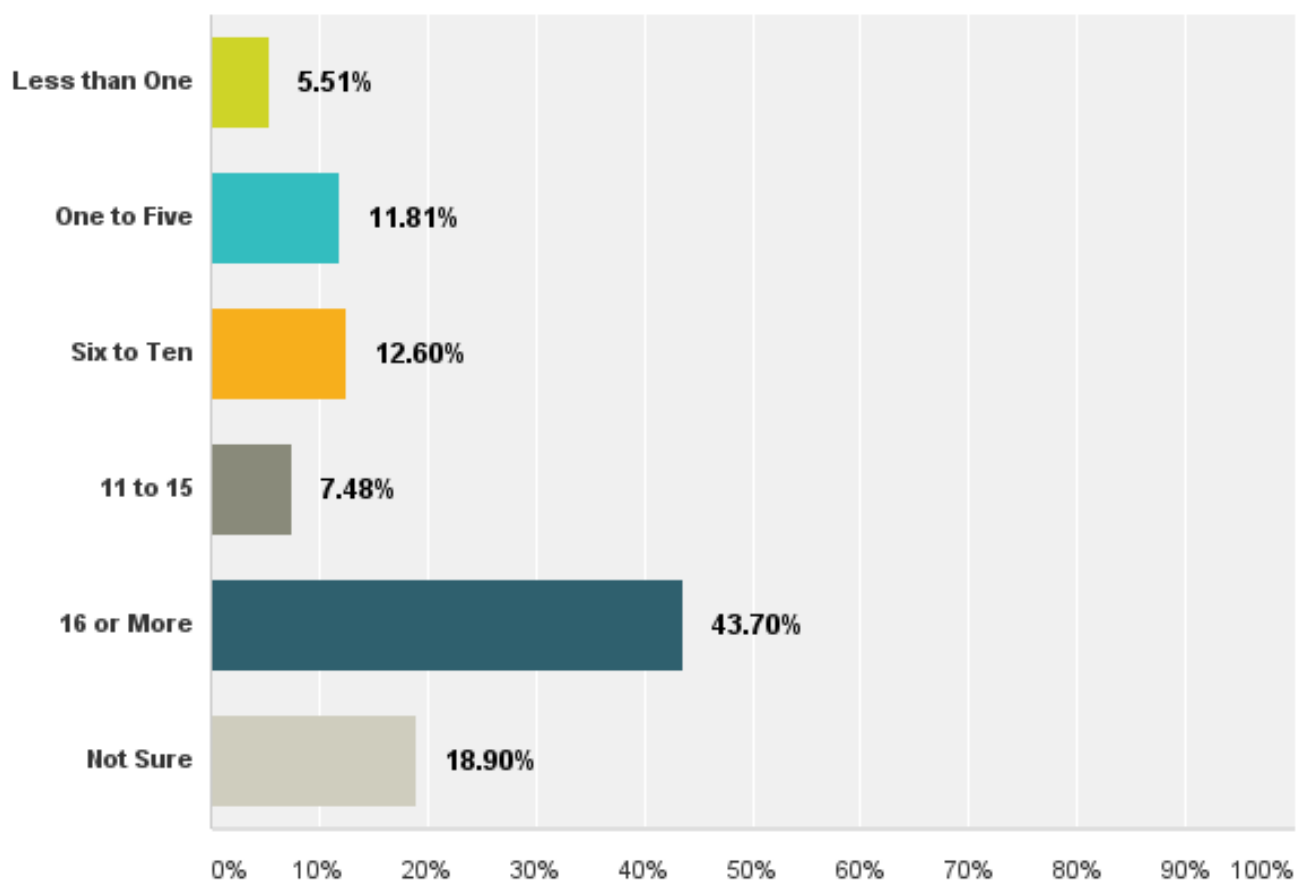
### Q2: How many years have you lived or worked in the City of Marshall?

Answered: 257 Skipped: 5



**Q3: Please indicate how much longer (in years) you are likely to live in the City of Marshall.**

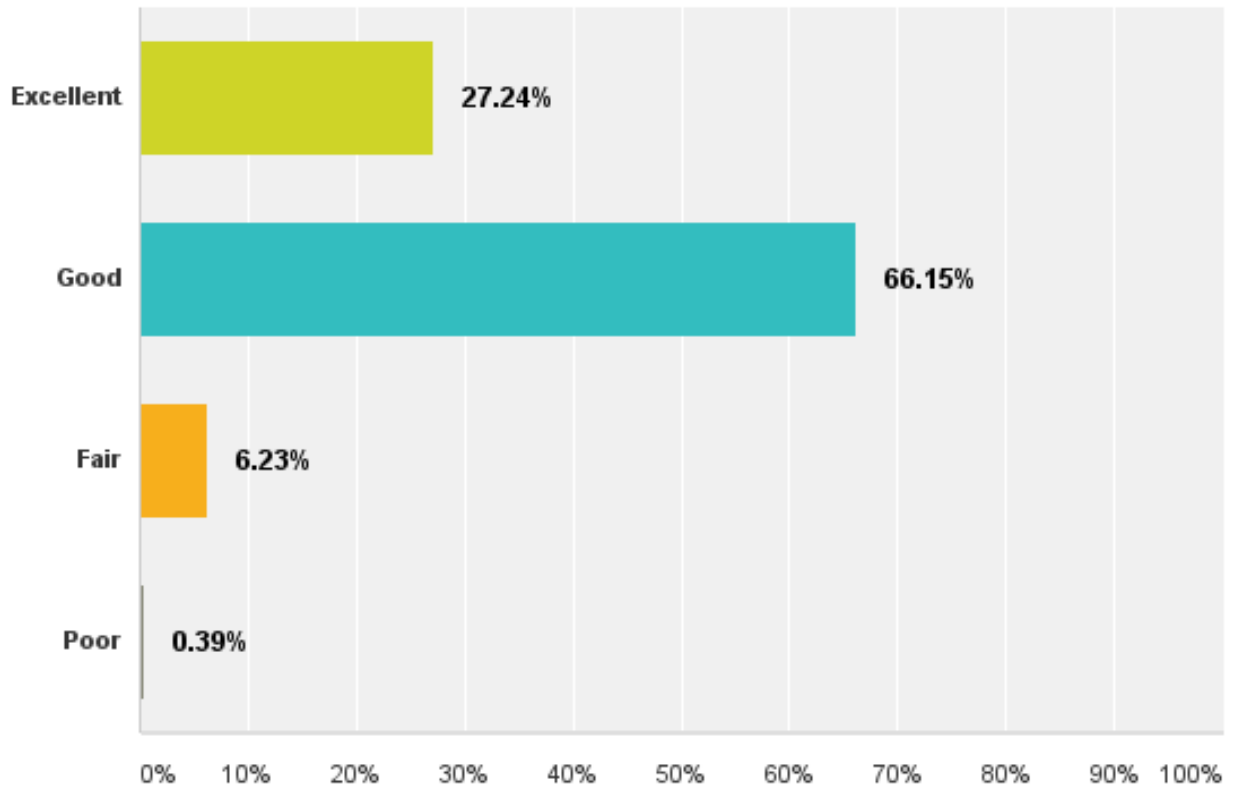
Answered: 254      Skipped: 8



## G: Survey Results

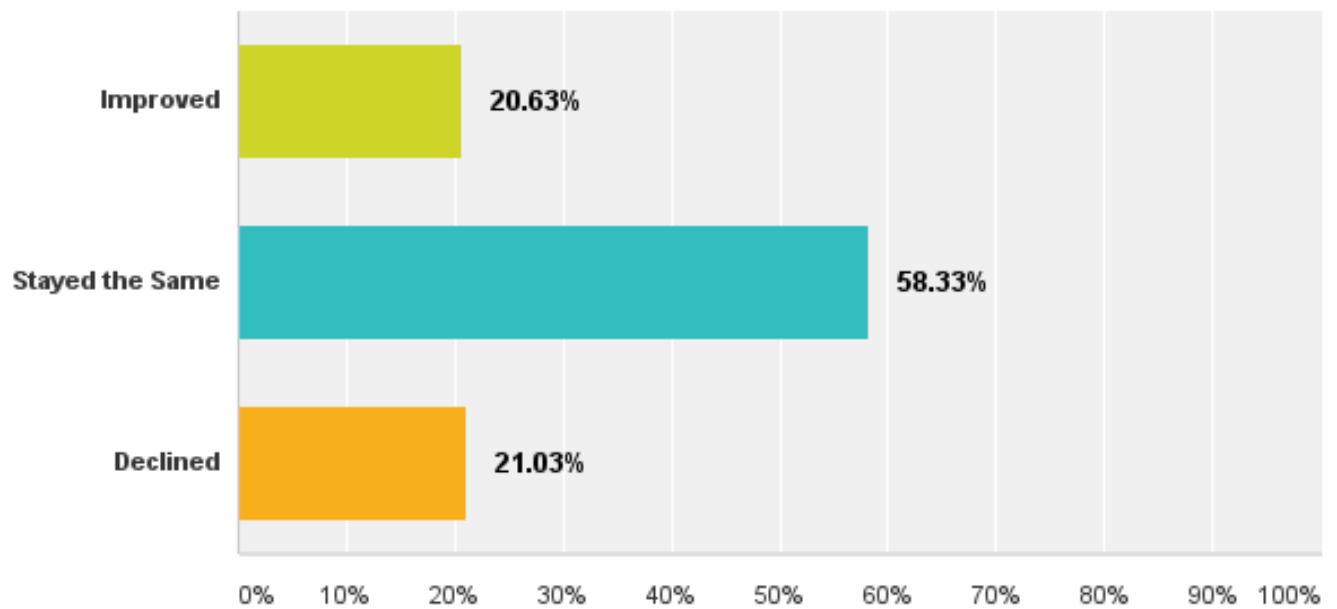
### Q4: The overall quality of life in the City of Marshall is

Answered: 257 Skipped: 5



### Q5: As long as you have lived in the City of Marshall, the quality of life has

Answered: 252 Skipped: 10





## G: Survey Results

### **Q6: Please indicate how important each of the following is to you as it relates to the City of Marshall's location, services and amenities:**

Answered: 256      Skipped: 6

Answer Options	Very Important	Somewhat Important	Not Important	Response Count
Access to freeways and major roads, such as I94	140	95	18	253
Proximity to more urban areas (Battle Creek, Jackson, etc.)	115	117	24	256
Located in Calhoun County	42	82	129	253
Proximity to your workplace	135	63	48	246
Health care options	140	90	24	254
Access to corridor shopping (strip malls and big box retailers)	66	127	63	256
Access to downtown shopping (city center)	145	86	24	255
Cultural activities	125	105	23	253
Quality of City services	190	61	3	254
Sidewalks and pathways	185	61	8	254
Proximity to the Fairgrounds	37	85	132	254
Proximity to the local airport (Brooks Field Airport)	21	52	181	254
Quality of homes and neighborhoods	215	37	2	254
Variety of housing options	129	106	21	256
Natural features such as mature trees, rivers, lakes, and open space	192	58	5	255
Historic resources, such as historic homes and commercial buildings	144	80	32	256
Quality of schools	214	34	6	254
<i>answered question</i>				<b>256</b>
<i>skipped question</i>				<b>6</b>

**Q7: Please list three things you like the most about living in or visiting the City of Marshall.**

**Q8: Please list the three things you dislike the most about living in or visiting the City of Marshall.**

Full text responses to Questions 7 and 8 are on file with the City of Marshall Community Services Dept.

## G: Survey Results

### Q9: Please choose the answer that best describes your feelings.

Answered: 239      Skipped: 23

Answer Options	Strongly Agree	Somewhat Agree	Neutral	Somewhat Disagree	Strongly Disagree	Response Count
A reasonable mix of housing types (single-family homes, apartments, condominiums, duplexes) in appropriate locations make Marshall a more interesting city.	66	98	53	19	3	239
New subdivision development should include more open space preservation, in return for somewhat smaller lot sizes.	51	79	74	22	10	236
There should be more adaptive reuse of existing buildings downtown to create apartments and other living spaces.	123	70	33	7	4	237
There are adequate housing options for seniors in the City of Marshall.	25	65	80	51	16	237
The City should enact new ordinances to regulate the dwelling style and type of building materials that may be used for new residential development.	18	57	79	40	39	233
The City should enact new ordinances to regulate the building style and type of building materials that may be used for new commercial development.	44	59	67	32	31	233
The first floors of the downtown should be retail only.	47	63	74	32	20	236
The first floors of the downtown should be a mix of office and retail.	48	91	53	23	18	233
Redevelopment of existing structures should be encouraged.	160	49	22	4	1	236
Historic preservation is important to preserve the City's character.	143	51	27	7	9	237
The Fairgrounds property should have more year-round events.	81	91	56	6	4	238
Big box retail stores are needed in Marshall.	44	42	50	34	66	236
I prefer to shop at big box stores in other communities.	50	79	55	25	28	237
There is enough developed industrial land in the City.	38	61	75	33	28	235
Existing shopping facilities in Marshall are adequately serving my needs.	15	41	36	98	45	235
The construction of bike paths and sidewalks in residential areas should be encouraged.	121	77	27	3	7	235
The construction of bike paths or sidewalks in commercial areas should be encouraged.	103	75	37	11	9	235
The City of Marshall needs a "catchy slogan" to market our town.	16	46	91	44	39	236

## G: Survey Results

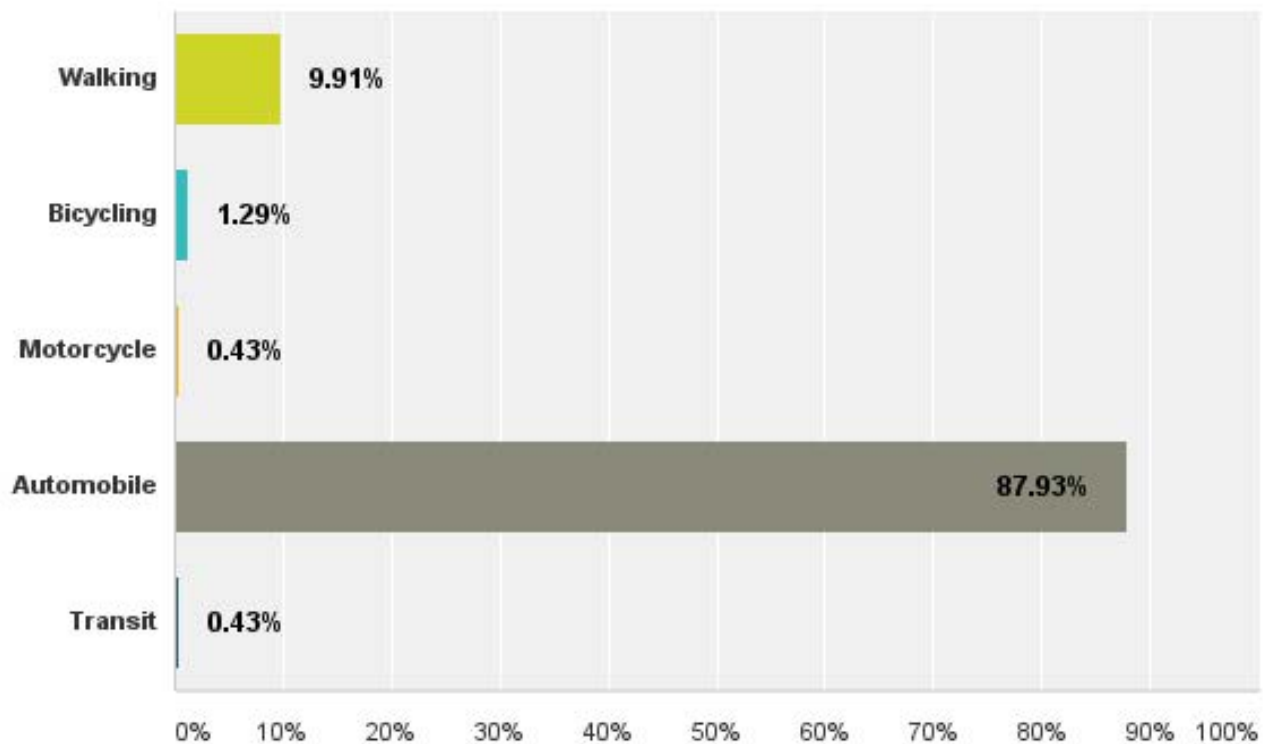
### Q10: How well are you able to get around in the City of Marshall using the following forms of Travel?

Answered: 236 Skipped: 26

Answer Options	Very Difficult	Difficult	Just Right	Easy	Very Easy	Don't Know	Response Count
Walking	1.3%	8.5%	25.1%	26.8%	37.5%	0.9%	235
Bicycling	4.3%	19.5%	18.2%	22.9%	24.7%	10.4%	231
Motorcycle	0.9%	1.3%	16.4%	10.3%	14.2%	57%	232
Automobile	0.9%	3.4%	25.4%	25.4%	44%	0.9%	236
Transit	9.2%	16.2%	15.3%	4%	5.2%	50.2%	229

### Q11: What is your primary mode of transportation when traveling in the City of Marshall?

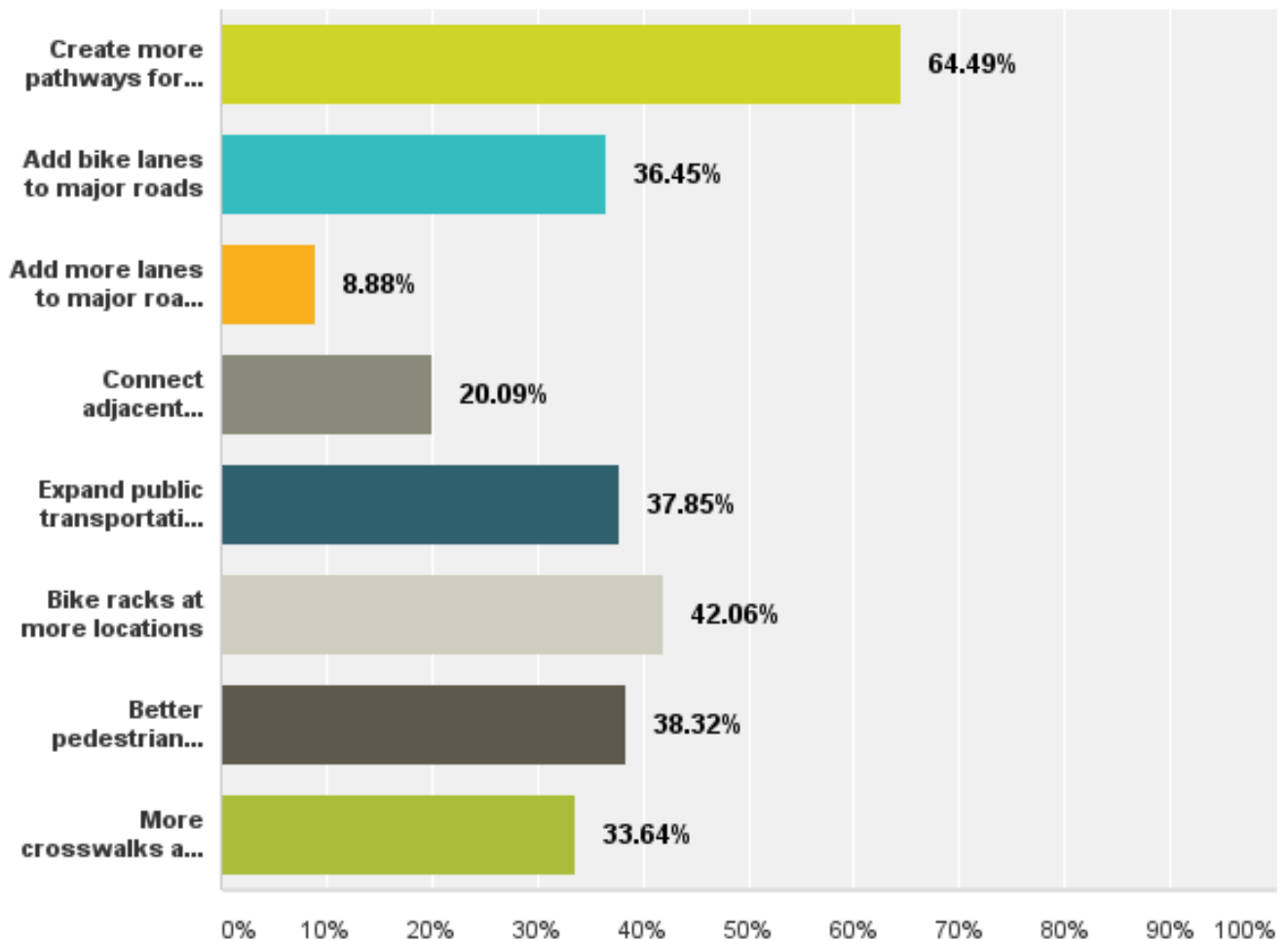
Answered: 232 Skipped: 30



## G: Survey Results

### Q12: What changes, if any, would you make to the current transportation system available within the City of Marshall?

Answered: 214      Skipped: 48



### Q13: What, if any, traffic flow issues would you identify as a problem?

Full text responses to Question 13 are on file with the City of Marshall Community Services Dept.



## G: Survey Results

### Q14: How would you rate the current directional and informational signage provided to guide visitors to the following places?

Answered: 236 Skipped: 26

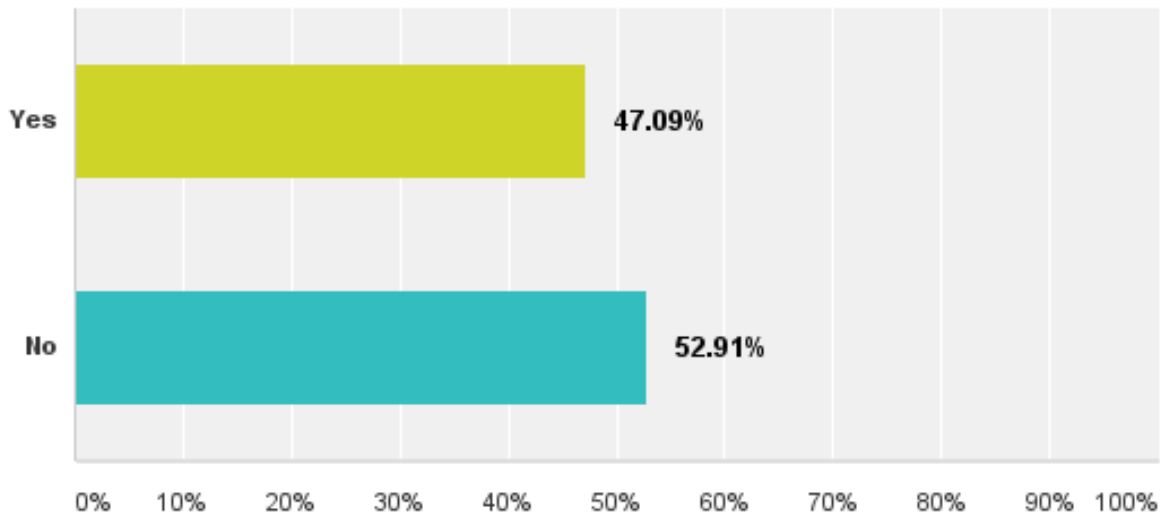
Answer Options	Excellent	Good	Fair	Poor	Rating age	Aver-
Downtown	43	133	40	11	2.08	
Hospital	53	139	28	7	1.95	
Fairgrounds	21	98	88	18	2.46	
The River Walk	13	54	94	66	2.94	
Airport	14	70	89	47	2.77	
Schools	28	101	71	28	2.43	
Visitor's Center	25	87	73	41	2.58	
Museums	20	78	87	39	2.65	
Police Department	26	69	72	55	2.70	
Fire Department	29	72	77	44	2.61	

### Q15: How would you suggest improving the location/directional signage system (wayfinding)?

Full text responses to Question 15 are on file with the City of Marshall Community Services Dept.

### Q16: Do you know where the River District is located?

Answered: 223 Skipped: 39



## G: Survey Results

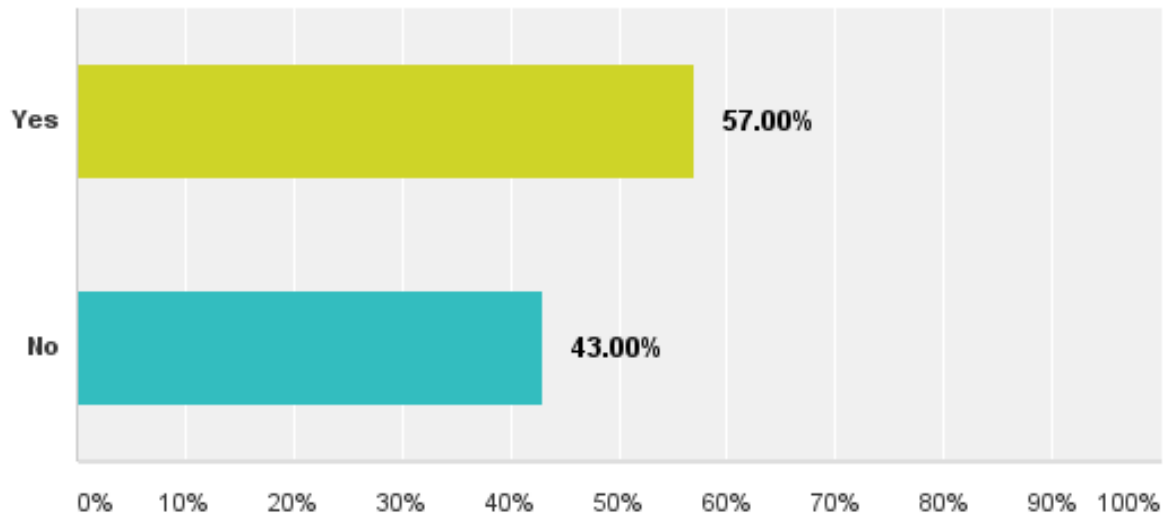
**Q17: If yes, how would you describe the River District?**

**Q18: Name a retail business, service, or restaurant that you would most like to see located in the City of Marshall that currently does not exist.**

Full text responses to Questions 17 and 18 are on file with the City of Marshall Community Services Dept.

**Q19: Are there public facilities or services that need to be added or improved within the City of Marshall to serve the needs of the current and future population?**

Answered: 200      Skipped: 62



**Q20: If Yes, what public services or facilities would you like to see added or improved within the City of Marshall?**

Full text responses to Question 20 are on file with the City of Marshall Community Services Dept.

**Q21: How would you rate the handicapped accessibility of the following areas?**

Answered: 215      Skipped: 47

Answer Options	Excellent	Good	Fair	Poor	Not Sure
Downtown	24	68	35	21	66
Neighborhoods	16	46	46	27	74
River District	9	32	27	21	118
Industrial Park	10	30	16	11	142
Airport	7	22	15	7	155
West Michigan Corridor	10	30	24	27	115
Schools	39	67	20	6	79

**Q22: Please provide three words that describe the character of the Michigan Avenue corridor between downtown and I-69.**

**Q23: What improvements, if any, should be made to this corridor?**

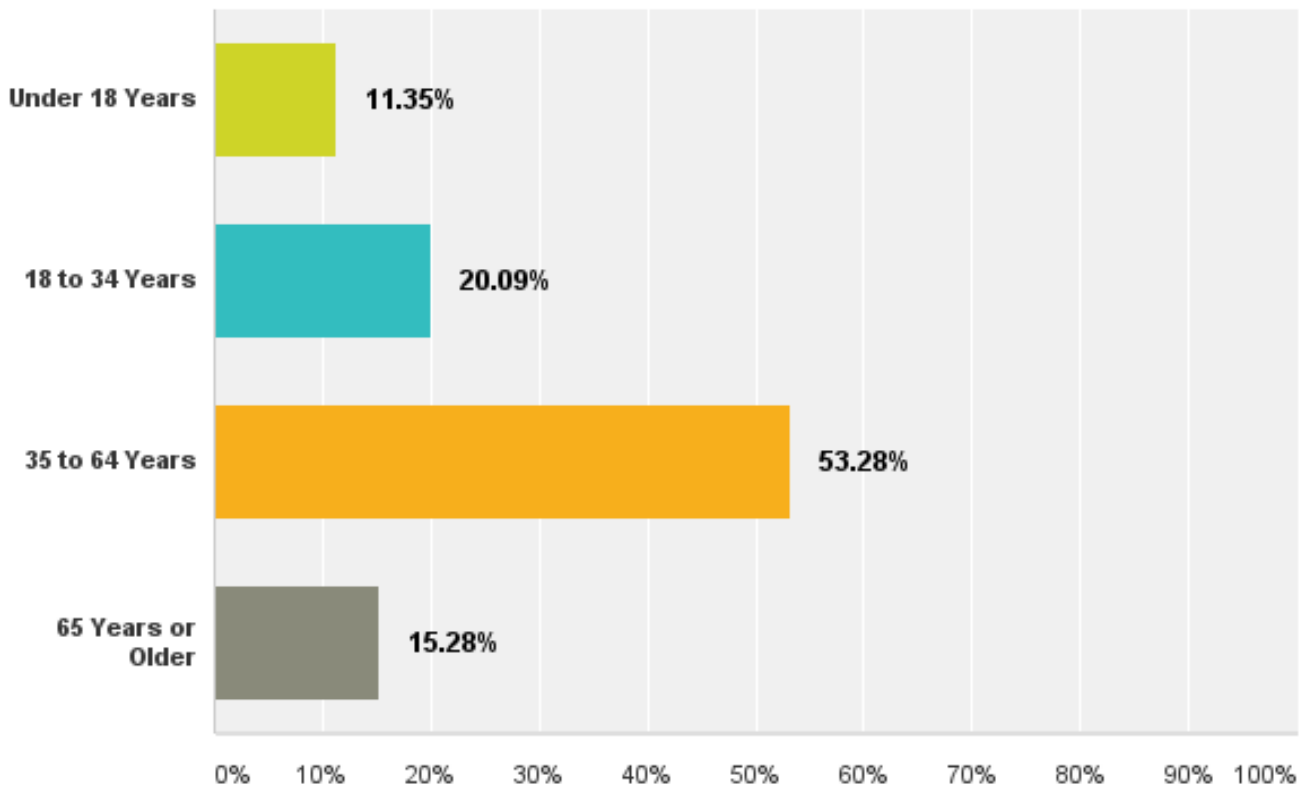
**Q24: Do you have an idea for a slogan for Marshall? If so, write it below.**

Full text responses to Questions 22, 23 and 24 are on file with the City of Marshall Community Services Dept.

## G: Survey Results

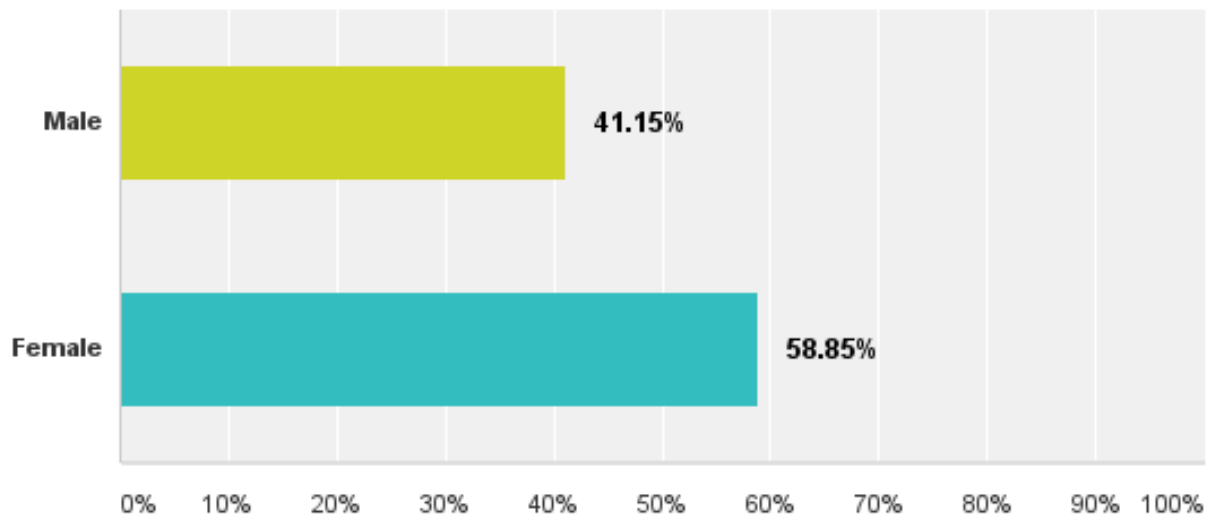
### Q25: What is your age?

Answered: 229      Skipped: 33



### Q26: What is your gender?

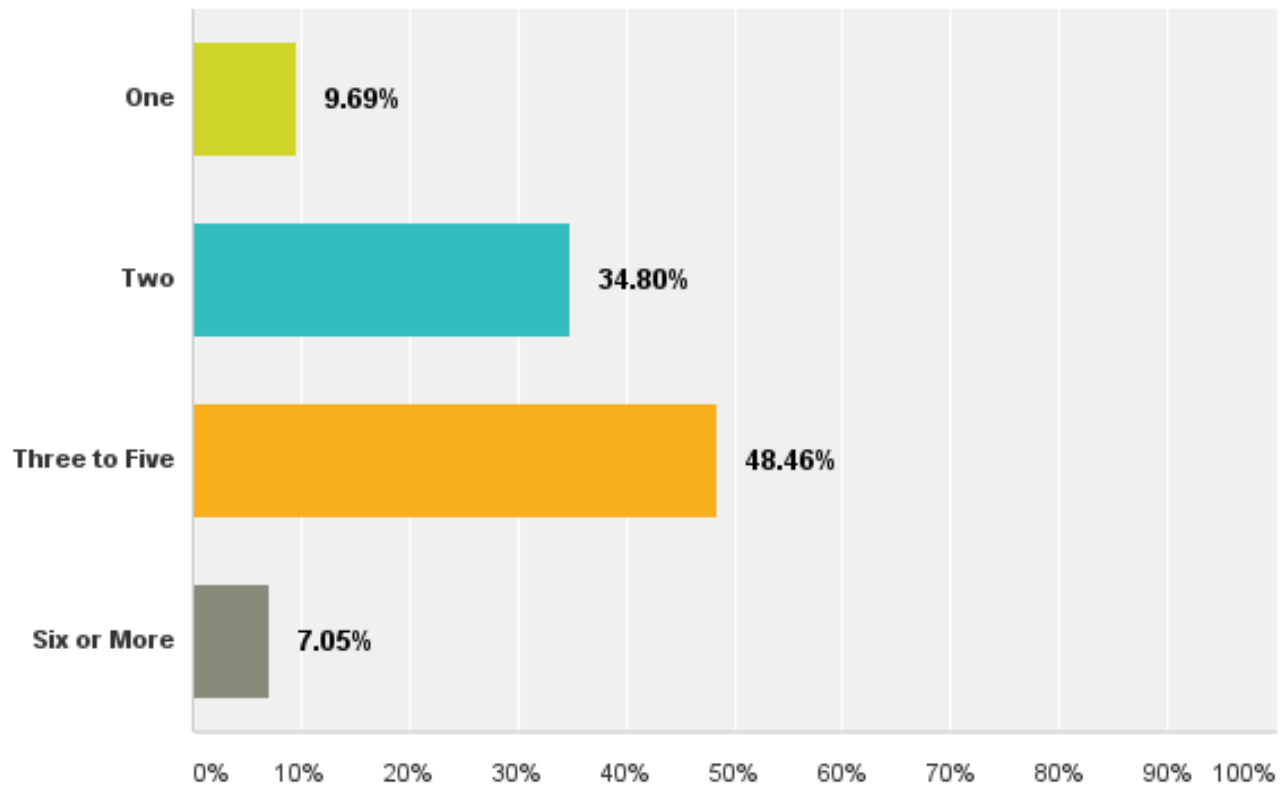
Answered: 226      Skipped: 36



## G: Survey Results

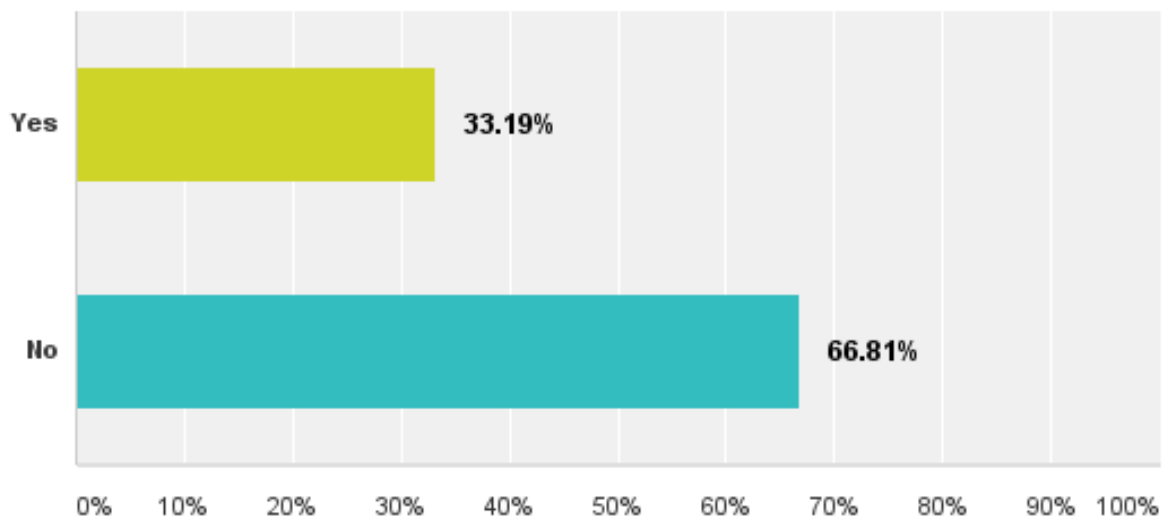
### Q27: How many people reside in your home, including yourself?

Answered: 227      Skipped: 35



### Q28: Do you have school-aged children?

Answered: 226      Skipped: 36





[Intentionally blank]

