



CITY OF MARSHALL AGENDA ITEM REPORT

Presenter:	Stephanie Falkers and Mitchell Brouse, SRF Consulting Group
Meeting Date:	Tuesday, December 27, 2022
Category:	NEW BUSINESS
Type:	INFO/ACTION
Subject:	Proposed Adoption of Marshall 2040 Comprehensive Plan
Background Information:	<p>Minnesota State Law (Minnesota Statute §462.351), requires that all communities that wish to adopt and enforce zoning regulations or subdivision regulations shall have a Comprehensive Plan that guides the development and implementation of those official controls. Under State Statute, plans should include a combination of policy statements, goals, standards, and maps that guide the physical, social, and economic development of the community.</p> <p>At its core, the Comprehensive Plan should include policies and recommendations on land use that guide future land use decisions. However comprehensive plans generally include information on other topics, including economic development, utilities and facilities, the environment, cultural resources, and others.</p> <p>The City of Marshall’s existing Comprehensive Land Use Plan https://cms9files.revize.com/marshallmn/Document%20Center/Community%20Planning%20Department/Planning%20&%20Zoning/City-of-Marshall-1996-Comprehensive-Plan.pdf was adopted in 1996 and later amended in 2004. While Minnesota law does not include specific requirements for how often Marshall’s comprehensive must be updated, due to the plans age, it does not provide relevant guidance for Marshall today, nor does it include up to date data and information about the community. This plan update provides the opportunity to:</p> <ul style="list-style-type: none"> • Respond to changes in community demographics and update population projections; • Identify and integrate community input on the future of Marshall; and • Include information about recent development activities within the city. <p>Process</p> <p>This plan was developed over a 15-month planning process that included input from a number of community stakeholders, including a Comprehensive Plan Task Force, City of Marshall staff, local and regional stakeholders, and community members.</p> <ul style="list-style-type: none"> • Comprehensive Plan Task Force – Made up of a variety of community members, the Task Force members were asked to actively participate in the plan’s development, provide input and review, represent the diverse views of the community, and promote the planning process. • Engagement Activities – A variety of community engagement activities were hosted in an effort to understand and incorporate the community opinions into the planning process. Those activities included: 1) a City Kick-Off Event; 2) Task Force Meetings; 3) Community Survey and Open House; 4) Focus Group Meetings; and 5) Draft Plan Open House. <p>Plan development phases included:</p> <ol style="list-style-type: none"> 1) Community Background – initiated the process and produced a summary of existing conditions within Marshall. 2) Community Issue Identification – using the information that was collected during the community background phase, key issues and opportunities were identified and refined through the community survey and open house.

3) Community Goals –issues and opportunities were translated into key themes, goals, and priorities, representing a desired vision for the community.

4) Plan Element Analysis – resulted in a detailed understanding of what the community wants Marshall to become, and how to get there.

5) Plan Development – all information from the phases above were compiled into a draft plan document, that was available for review by city staff, the community, and other stakeholders.

Plan Overview

The plan includes eight chapters that highlight the goals, policies, and recommendations for the community and three appendices that support the plan. The following is an overview of the contents of each chapter within the plan:

Chapter 1: Introduction – Introduces readers to the comprehensive plan, including describing the purpose for a comprehensive plan, providing a brief history of planning in Marshall, and overviewing the planning process.

Chapter 2: Issues and Opportunities – Highlights the issues and opportunities identified throughout the planning process and illustrates how they were used to inform the plan’s goals, key themes, and focus areas.

Chapter 3: Land Use – Provides future development guidance for Marshall, including highlighting existing land uses and zoning districts, outlining future development guidance, and suggesting considerations and actions for the future.

Chapter 4: Utilities and Services – Reviews the existing utility and service infrastructure available within the City of Marshall and highlights tools and strategies for maintaining quality infrastructure while balancing growth opportunities.

Chapter 5: Economic Development – Highlights the existing economic characteristics within Marshall and the greater region, explores changing trends and opportunities, and highlights strategies that will inform future action and implementation.

Chapter 6: Environmental and Cultural Resources - Recognizes the diverse natural and cultural features that contribute to the identity of the community. Identifies tools for enhancing, preserving, and maintaining these resources.

Chapter 7: Communities Facilities – Reviews the existing community facilities and offerings available to Marshall community members, including those both offered by the city and other regional partners.

Chapter 8: Implementation –Identifies a plan for action that will be used to inform investment and growth decision making within the community that supports the goals and key themes identified through community input.

Appendix A: Early Engagement Summary – Provides a summary of the early engagement events and techniques used to inform the planning process and highlights the input heard through each event.

Appendix B: Community Profile – Provides an overview of existing and historic demographic and physical information about the community that informed the planning process. This information is intended to provide a snapshot of the community at the time the plan was drafted.

Appendix C: Zoning Analysis – Summarizes the findings of an analysis of Marshall’s existing zoning code to identify recommended updates and serve as a guide for making code amendments that facilitate implementation of the Comprehensive Plan.

Updates Since November 2022 – Draft

The November 2022 Draft Plan was available for Public Review and comment between November 9, 2022, and December 4, 2022. Based on the comments received during that time, the following changes have been made to the draft plan:

Page 2-3: “Marshall is home to 14,128 ((nearly 14,200)) residents (modified 2020 Census count as described above), of which 75 percent are White Alone, and approximately 25 percent are Hispanic . or Latino, Black or African American, American Indian, or Alaska Native, Asian, some other Race, or a combination of these (see Figure 2).”

Page 2-8 and 5-2: Changed the color of the Economic Development Goal.

Page 3-1: Replaced photograph with a new one.

Page 3-12: Added the following description of changes to the Future Land Use Map and Plan:

Key Updates to Future Land Use Plan/Map

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

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

Page 3-14: Updated the Future Land Use Map as follows:

- Change parcels west of the intersection between Highway 23 and Highway 59 from “Neighborhood Mixed Use” to “Commercial”

Page 3-15: Added the following discussion of housing preservation:

Housing Preservation

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

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

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

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

Page 4-3: Update second sentence of last paragraph as follows:

“They provide both ((offers)) bus and dial a ride services.”

Page 4-9: Update section “Fire and Emergency Medical Services (EMS)” as follows:

They assist the Lynd Fire Department on ((all)) structural fires within the shared Lynd/Marshall service area. They serve as primary fire response for ((nearly two thirds of the county)) a substantial portion of Lyon County and, through mutual aid agreements, assists all fire departments in the County.

Page 5-10: Major Employers data has been updated to reflect most current data as reported by the City: https://ci.marshall.mn.us/economic_development/workforce/index.php

Page 7-1: Replaced photographs with new ones.

Page 7-6: Replaced photographs with new ones.

Page 7-11: Added the following additional commentary related to park metrics:

In addition, NERPA recognizes that park and recreation agencies are as diverse as the communities that they serve, and what works well for one agency/city may not be best for another. Therefore, park and recreation professionals need data to identify the best practices to optimally serve their

	<p>community. The service area of the Marshall area for certain park and recreation facilities and amenities is about 40,000 population.</p> <p>Page 8-4: Added the following implementation action related to housing preservation: HOUSING PRESERVATION: In coordination with adoption and implementation of housing rental code, prioritize the preservation and rehabilitation of Marshall's existing housing stock through the use of funding programs, such as USDA Housing Preservation Grants and Low-Income Housing Tax Credits, and development of local programming and regulations that encourage rehabilitation over reconstruction.</p>
Fiscal Impact:	None known
Alternative/ Variations:	None recommended
Recommendations:	<p>Consulting staff recommends a motion to approve of the Marshall 2040 Comprehensive Plan https://cms9files.revize.com/marshallmn/Marshall%202040%20Comprehensive%20Plan_Public%20Hearing%20Draft.pdf and associated appendices https://cms9files.revize.com/marshallmn/Marshall%202040%20Comprehensive%20Plan%20Appendix_Public%20Hearing%20Draft.pdf</p>