

Master Plan for Land Use



City of Marshall Calhoun County, Michigan 2008



Prepared by
**City of Marshall
Planning Commission**

With assistance from
Birchler Arroyo Associates, Inc.
www.birchlerarroyo.com

Acknowledgements

Marshall City Council

Bruce R. Smith, Mayor
Mike Kinter, Mayor Pro-Tem
James L. Dyer
Brent A. Williams
Matt Glaser
Luanne Miller
Ron Goodwin

City of Marshall Planning Commission

Alec Allen, Chair
Tim Banfield, Vice Chair
Dave Stevenson
Susan Collins
Ken Oates
Keith Mengel
Kara Wills
Terry Lake
James Dyer, Council Liaison

City of Marshall Staff

Christopher Olson, City Manager
Natalie Dean, Planning & Zoning Administrator
Mike Hindenhach, Economic Development Manager
Tom Tarkiewicz, Director of Utilities & Infrastructure
Carl Fedders, City Engineer
Phyllis Katz, Receptionist



Birchler Arroyo Associates, Inc.

28021 Southfield Road
Lathrup Village, MI 48076
www.birchlearroyo.com



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“Make no little plans;
they have no magic to stir
men's blood and probably
will themselves not be
realized. Make big plans;
aim high in hope and
work...”

Daniel Burnham

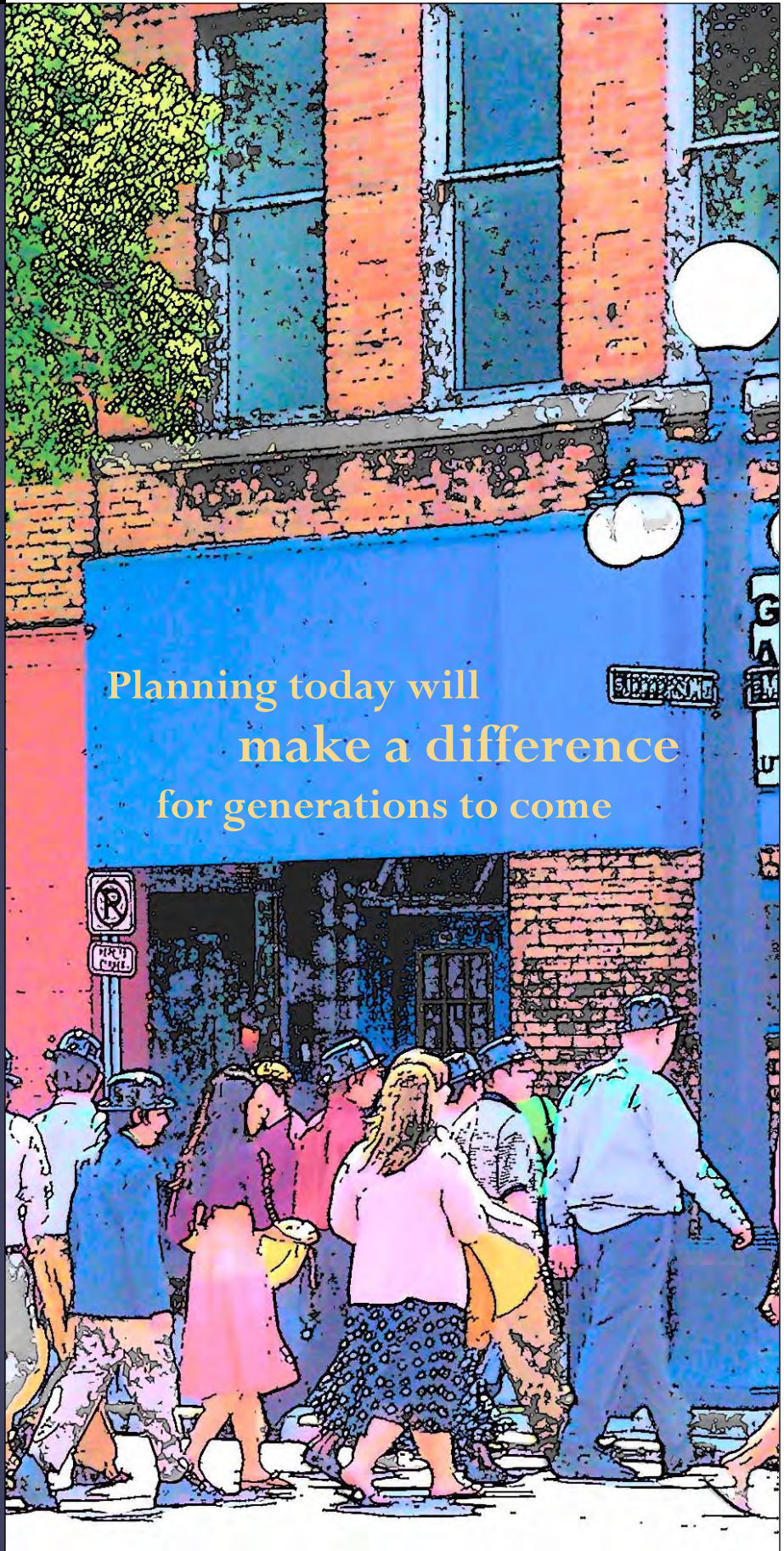


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Introduction





Planning today will
make a difference
for generations to come

What is a Master Plan?

The City of Marshall's Master Plan for Land Use represents an opportunity to set the course for new development and redevelopment in the City through the establishment of goals, objectives, strategies, and plans. The Master Plan is comprehensive, providing for future land use, transportation, and community facilities and services in a coordinated fashion. It portrays a clear statement of community goals and objectives, establishes a vision of the future, and includes plans to achieve the vision. In addition, the Plan promotes a land use pattern that is consistent with the community's goals.

The information and concepts presented in the Master Plan are used to guide local decisions regarding public and private uses of land and the provision of public facilities and services. The Plan is long-range in its view and is intended to guide development in the City over a period of 10 to 20 years.

Why Prepare a Master Plan?

Per the Municipal Planning Act of 1931, the Planning Commission shall "make, adopt, amend, extend, add to, or carry out a municipal plan as provided in this act." In addition, the Michigan Zoning Enabling Act of 2006 requires that the zoning ordinance be based upon a plan designed to promote the public health, safety, and general welfare.

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 a set of policies, strategies and plans to enhance and improve the community over a long-range planning horizon. While the Zoning Ordinance and Zoning Map regulate current land use, the Master Plan and its maps and policy statements are intended to guide future land use decision-making. The Master Plan is the community's "vision," while the Zoning Ordinance governs the path to that vision.

State law requires that a zoning ordinance be based on a plan. Therefore, the Master Plan forms the basis upon which zoning decisions are made. With a valid Master Plan in place, zoning decisions consistent with the Plan and Ordinance are presumed by the courts to be valid.

Why plan?

The Michigan Zoning Enabling Act of 2006 requires that the zoning ordinance be based upon a plan designed to promote the public health, safety, and general welfare.

Planning today will make a difference for generations to come.



What do we have? The planning process begins with a look at the City's existing and historic conditions.

What do we want? Public input and the community visioning program provide the foundation for the Master Plan and establish a vision for the future of Marshall.

How do we get there? The Master Plan outlines specific recommendations and implementation strategies for achieving Marshall's future vision.

The Planning Process

Marshall's Master Plan update process began in March 2007 with an inventory and analysis of existing conditions. The Planning Commission reviewed the City's regional setting, population and housing characteristics, as well as other economic data, existing community facilities, and transportation network. Problems, opportunities, and community assets were identified.

Upon completion of the existing conditions analysis, the Planning Commission reached out to neighboring townships and the public for input through a Vision Program which included a Township Coordination Workshop, Community Open House, and Vision Workshop. Taking account of the existing conditions analysis, public opinion from the Vision Workshop and

Open House, and the experience of City officials, goals and objectives were formulated to guide the "Plan" elements of the Master Plan.

Based on the goals and objectives, the Planning Commission developed plans for future land use, including commercial and industrial areas, the City's gateways, and the Fairgrounds; transportation; and community facilities and services. The Plan concludes with concrete steps for implementation.

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.

By working closely with residents, business owners, City officials, planning experts, surrounding communities, and other stakeholders, the City of Marshall has developed a Plan that balances the competing interests that affect land use decisions. These include, for example, jobs and tax base on one side and protection of quality of life, community character, and historic resources on the other. Through careful implementation of the Master Plan, the City can build on its tax base and provide for high quality new growth, while preserving important existing assets and protecting the overall health, safety, and welfare of its citizens.

Historical Background¹

Marshall is one of the most beautiful cities in Michigan. It's also a storehouse of 19th century American small town architecture that has given it status as a National Historic Landmark District. The designation was announced July 17, 1991 by the National Park Service and the U.S. Department of the Interior. The district includes nearly 850 homes and businesses. It's the country's second largest district in the "small urban" category having surpassed Cape May, NJ and Port Townsend, Washington. One National Park Service manager calls Marshall "a text book of 19th century American small town architecture."

Established in 1830, the early settlers expected the community to become Michigan's state capital. Thus it drew dozens of doctors, lawyers, ministers, business people and land speculators. Town founders Sidney and George Ketchum named the community for Chief Justice John Marshall of Virginia whom they greatly admired. This occurred five years before Marshall's death and thus was the first of dozens of communities and counties named for him.

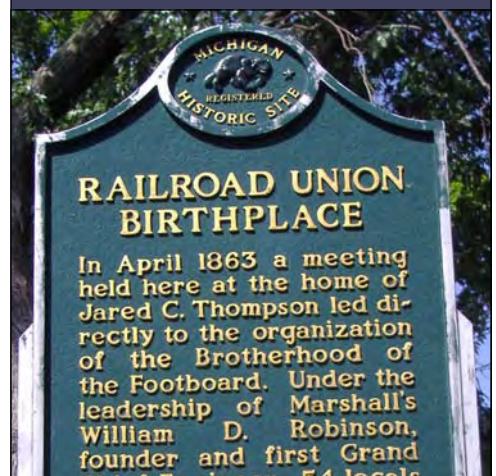
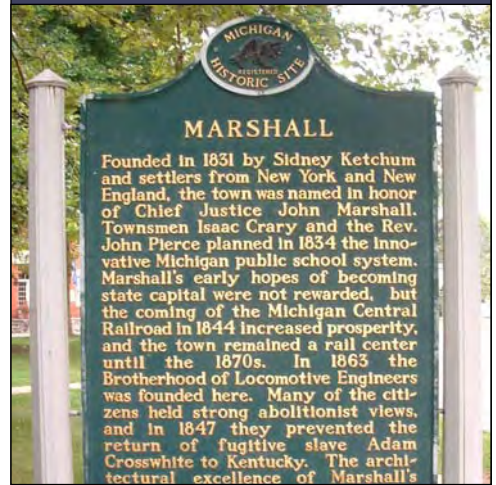
Marshall was nominated as the state capital in 1839 but lost to Lansing, then a village of eight registered voters, in 1847. However, at this point Marshall had become the switching center for the young Michigan Central Railroad which kept it booming and growing during the Civil War era. In 1872, the rail yards were moved to Jackson, and Marshall seemed to slumber. However, in Marshall barns, lofts and business blocks, a new industry was growing. Marshall was becoming the Midwest's patent medicine center and the place to get "pink pills for pale people." Then the Pure Food and Drug Act came along in 1906 and effectively killed off most of the patent medicine products. The town continued to slumber and only two streets were platted from 1872 to 1920.

During the 19th century the small city was touched lightly by U.S. history in three areas: education, abolition, and unionism.

Two Marshall citizens, Rev. John D. Pierce and lawyer Issac E. Crary, innovated the Michigan school system and established it as part of the state constitution. Their method and format were later adopted by all the states in the old Northwest Territory and became the foundation for the U.S. Land Grant Act in 1861 which established schools like Michigan State University all over the country. Pierce became the country's first state superintendent of public instruction and Crary became Michigan's first member of the U.S. House.

Marshall was a station on the Underground Railroad and a strong anti-slavery town. In 1846 Kentucky slave chasers tried to capture

¹ Source: www.cityofmarshall.com



Over 50 historical markers can be found throughout the City.

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escaped slave Adam Crosswhite and his family in Marshall. Leading citizens in turn arrested the Kentuckians and smuggled the Crosswhite family into Canada. The rescuers were convicted of "depriving a man of his rightful property" in Detroit federal court in 1847. They paid fines which they were to consider a badge of honor. The Crosswhite Incident is mentioned on several of the dozens of historical markers the town boasts. A few years ago, the Marshall Historical Society marked Crosswhite's grave (he had returned to Marshall after the Civil War) where he rests a few hundred feet from several of his rescuers.

The third touch of U.S. history was the founding of a union called the Brotherhood of the Footboard in 1863. A few months later the members realized that most people didn't know what a footboard was, so they changed the name of the union to the Brotherhood of Locomotive Engineers, still one of the country's strongest railroad unions.



Moving into the 20th century, Marshall has been home to people who understood the importance of preservation and restoration long before it was popular. This has allowed Marshall to move with the future while maintaining its wonderful past. Today, Marshall is a growing city again with new homes, apartments and condominiums being developed on its outskirts. New industry and distribution centers are developing in its industrial park, and the city also enjoys the popularity of its appeal as an escape into the past.

Marshall was named one of the National Trust for Historic Preservation's **Dozen Distinctive Destinations of 2004**. In its recognition, Marshall was described as...

"the quintessential small-town experience. It is a unique community rich in historic sites and cultural activities for anyone who wants to avoid the hurried pace of many better-known vacation destinations."

Richard Moe
President of the National Trust for Historic Preservation

Regional Setting

The City of Marshall is centrally located in Calhoun County and serves as the County Seat. The city is situated approximately half way between the cities of Detroit and Chicago near the intersection of Interstate 69 and Interstate 94. Its location at the crossroads of these two major interstates afford Marshall a ready connection with the entire southern half of the state, as well as Indiana and Illinois. The City is only 12 miles from Battle Creek, 36 miles from Kalamazoo, and 175 miles from Chicago to the west; 45 miles from Lansing, 90 miles from Grand Rapids, and 100 miles from Flint to the north; 65 miles from Ann Arbor, 100 miles from Detroit, and 105 miles from Canada to the east; and 90 miles from Fort Wayne to the south. Interstate 69 is part of a NAFTA corridor that connects the United States, Mexico and Canada.

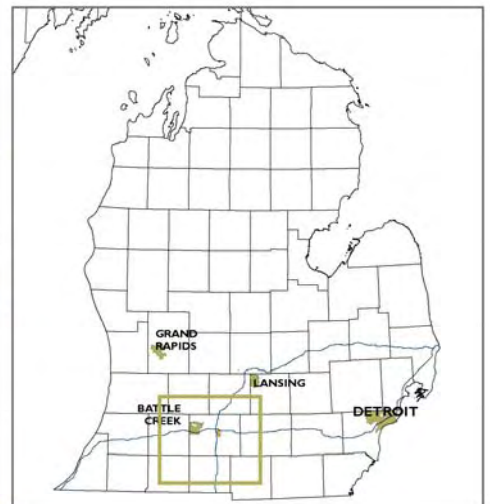
The city's proximity to these regional employment centers and its excellent access to the regional transportation network, make it an attractive location for residents willing to commute a greater distance to work. In addition, the city's employers are able to attract workers from the entire county as well as from many of the surrounding counties. The Marshall area is home to a number of significant employers, including Oaklawn Hospital, Tenneco

Historic Heritage Route

Michigan Avenue (I-94 BL) in the City of Marshall has been designated as a Historic Heritage Route by the Michigan Department of Transportation.

Marshall Territorial Road is the location of the country's second largest National Historic Landmark District in the "small urban" category. The fourteen-block area includes many historical markers that reflect Marshall's early importance in Michigan history, especially in areas of government, education, abolition, railroads, unionism and architecture.¹

¹ Adapted from Michigan Department of Transportation Heritage Route Program



Regional Location
City of Marshall, Michigan

MAP 1

Source: Michigan Geographic Data Library



Recreation Heritage Route

Interstate 69 in Branch and Calhoun Counties has been designated as a Recreation Heritage Route by the Michigan Department of Transportation.

"I-69 in Branch and Calhoun Counties serves as a major southern Michigan gateway where its communities and surrounding landscape introduce travelers to the scenic and natural qualities of the region's clear water, woods, and wetlands and showcase the region's agricultural heritage, recreational amenities, and valued quality of life."

Vision Statement
I-69 Scenic Corridor Management Plan

The City of Marshall is home to many of the corridor resources identified in the Heritage Route designation.

Schuler's Restaurant

Opened in 1909, Schuler's Restaurant is one of Marshall's many attractions. The well known restaurant has drawn people to the City of Marshall for nearly 100 years.



Automotive, Eaton Corporation, Marshall Public Schools, Marshall Brass Company, Joseph Campbell Company, Autocam Corporation, Progressive Dynamics, Inc., BorgWarner, Excelsior, and Michigan Kitchens.

Marshall's regional location affords residents convenient access to a number of opportunities for higher education, including two Kellogg Community College campuses, Western Michigan University, Albion College, Olivet College, Davenport College, Kalamazoo Valley Community College, Michigan State University, and the University of Michigan. In addition, the city is only 13 miles from the Calhoun Area Vocational Center and 15 miles from the Regional Manufacturing Technology Center in Battle Creek.

Marshall is home to the Brooks Field Airport which provides both charter and recreational services, including flight training and aircraft rental. The City is also conveniently located near several larger airports, including the Battle Creek/Kalamazoo International Airport, the W.K. Kellogg Regional Airport in Battle Creek, the Capital City Airport in Lansing, and international airports in Detroit, Fort Wayne and Chicago.

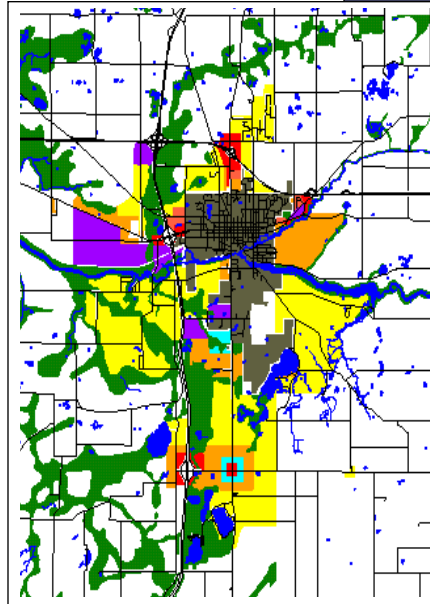
Planning Influences

Factors outside of Marshall's borders are essential to consider in the planning process. The long-range planning goals and activities of neighboring townships and the county may impact the City's planning efforts, particularly near the City's borders.

Marshall is adjacent to Marengo Township to the northeast, Marshall Township to the north and west, Fredonia Township to the southwest, and Eckford Township to the southeast. Map 2 illustrates the future land use plans of the four surrounding townships.

The Eckford Township Master Land Use Plan was adopted in January 2006. The northwest corner of the township, surrounding Stuart Lake and adjacent to the City of Marshall, is planned for Low Density Residential with a density range of one to two units per acre. Areas surrounding Wilder Creek and its tributaries are planned for Open Space. The remainder of Eckford Township is primarily planned for Agricultural Preservation.

The Marengo Township Master Plan was updated in August 2003. The southwest corner of the township, south of the Kalamazoo River, is planned for Low Density Residential uses. The area north of the river and south of I-94 is primarily planned for Medium Density Residential (3-6 units per acre). Commercial uses are planned along Michigan Avenue between I-94 Exit 112 and the City's eastern boundary. With the exception of a planned Commercial area surrounding the I-94 Exit 115 and Open Space areas along the Kalamazoo River and Rice Creek, the remainder of Marengo Township is primarily planned for Agriculture.



**Local Land Use Plans
Adjacent Townships**

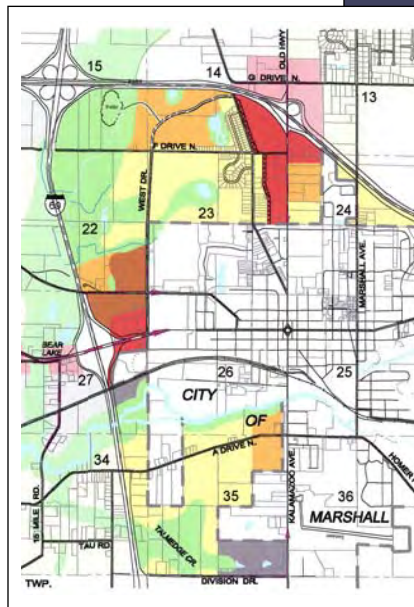
MAP 2

Source: Calhoun County

The Fredonia Township Master Plan was adopted in October 1999. The northeast portion of the township along Old 27 is planned for Medium Density Residential (3-5 units per acre). The area of the township located just south of the City's southern limits is primarily planned for Low Density Residential (1-2 units per acre) with Open Space planned around Brace and Maynard Lakes. West of I-69 is mostly planned for Agriculture and Open Space.

Note: Entire map available from Calhoun County Community Development Department.

The Marshall Township Master Plan, dated August 2006, plans for Commercial uses surrounding the I-94 / Old 27 exit and the I-69 / Michigan Avenue exit. The township is also planning for Medium Density Residential (up to 4 units per acre) and High Density Residential (multiple family) uses within the Michigan Avenue and Old 27 corridors adjacent to the City's border. Industrial uses are planned south of Michigan Avenue along the railroad. The plan proposes Low Density Residential (1-2 units per acre) for the remaining areas bordering the City.



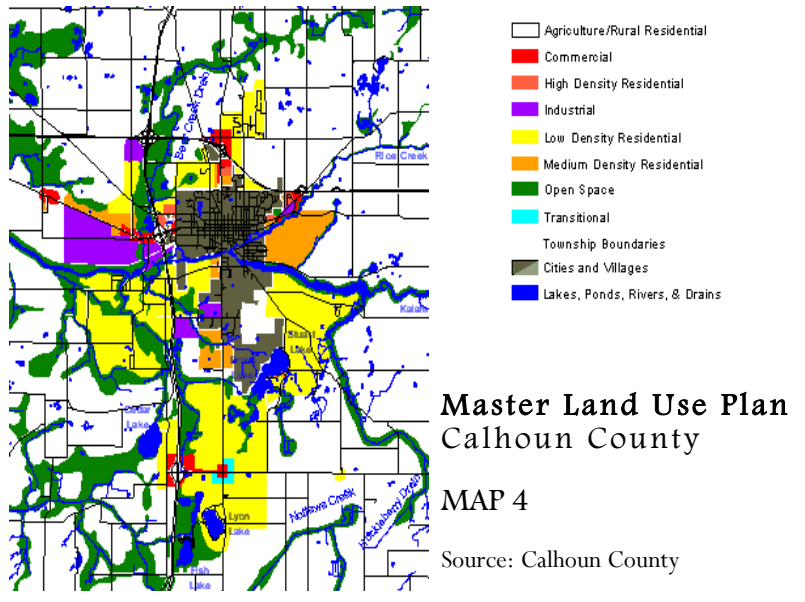
**Draft Land Use Plan
Growth Boundary Area**

MAP 3

Source: Marshall Township

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

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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 located south of I-94 and east of I-69. Upon expiration of the 425 Agreement, all properties subject to an agreement that are 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. As of June 2007, the Joint Planning Commission had developed a draft concept plan for land use within the township south of I-94 and east of I-69. Map 3 illustrates this draft plan.

Note: Entire map available from Calhoun County Community Development Department.

The Calhoun County Master Plan was adopted in 2005. In addition to providing guidance and coordination for programs conducted by the Calhoun County Community Development Department, the plan was developed as a resource document for local units of government and business interests within the County. "It was developed based upon a premise of the County serving as the link between these local units of government (and the citizens they represent) and the influence of regional, state and federal resources and impacts on local decisions."¹ Map 4 provides an excerpt of the County's Land Use Plan.

¹ Calhoun County Master Plan: A Comprehensive Land Use Plan, 2005.

Cool Cities Michigan Main Street Program

Marshall has been awarded the State's Cool Cities Michigan Main Street status. A continuation of the Michigan Main Street program that began in 2003, Cool Cities Michigan Main Street is a planning program involving a minimum of three years of training and technical assistance from State of Michigan. A requirement of the program is a local commitment of staff, organization, and financial support. Cool Cities Michigan Main Street is a long-term management approach to revitalizing and maintaining a successful downtown.

"Cool Cities Michigan Main Street desires Michigan's downtowns, big and small, to revitalize and to grow into thriving traditional centers of commerce for people and business. These healthy and vibrant downtowns and neighborhood centers are part of a larger strategy to retain and attract young people, professionals and high tech companies to the State of Michigan."

Vision Statement
Cool Cities Michigan Main Street Program



Summary of Existing Conditions

The planning process begins with an evaluation of a community's characteristics, such as population, housing, workforce, income, development patterns, transportation and other pertinent factors. This information is a basic ingredient in planning for the future. Once a database of existing conditions is compiled, a community can use the findings to help set goals for the future development of the community.

The following discussion is intended to summarize and highlight important findings from the analysis of the City's existing conditions. More detailed analyses on population, housing, and economic statistics, community facilities, and transportation conditions can be found in the Appendix of this document.

Land Use

The City of Marshall is comprised of commercial, office, residential, industrial, open space and recreation land uses. Map 5, on the following page, illustrates the general land use pattern within the City.¹

There are several distinct commercial areas in the City: the Downtown area and the West Michigan corridor. Smaller commercial nodes are also located near the two I-94 interchanges.

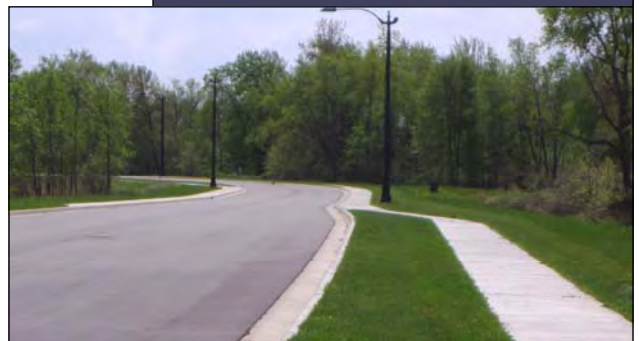
Marshall's traditional Downtown is located at the core of the City and includes retail, service, office, government and entertainment uses. Oaklawn Hospital is also located within the Downtown.

The West Michigan Avenue commercial area is comprised of auto-oriented uses, such as fast food restaurants and auto service establishments. Larger commercial and big-box retail uses are also located in the West Michigan corridor.

There is a significant amount of industrial land within the City. Existing industrial development and industrial-zoned land comprises much of the property between the railroad and the river, as well as nearly all of the property south of the golf course and Oakridge



A variety of goods and services can be found Downtown.



The Brooks Industrial and Research Park is ready for development.

¹ Generally based on City of Marshall Zoning Map, dated August 14, 2006.

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Marshall Riverwalk

The Marshall Riverwalk offers spectacular views of the beautiful Kalamazoo River. The 3,625-foot Riverwalk includes a winding boardwalk intertwined with thousands of feet of scenic sidewalks and paths. A canoe launch, restrooms and parking are available at the Public Service Building located midway through the boardwalk.



Photo credit: www.cityofmarshall.com



The City's gateways lack a common identity.

Cemetery. Already zoned industrial and with the necessary infrastructure in place, the city's industrial areas are prime for development and redevelopment.

Residential uses in the City are predominantly single family detached dwellings. The density of single family neighborhoods is greatest near the Downtown, with lower densities near the City's boundaries. There are pockets of attached single family, two family, and multiple family residential developments located throughout the City.

A significant amount of recreation and open space is found within the City, including the Brooks Nature Area, the Calhoun County Fairgrounds, the Marshall Riverwalk, and multiple school and park sites. There is also a relatively small tract of agricultural land near Stuart Lake and Homer Roads.

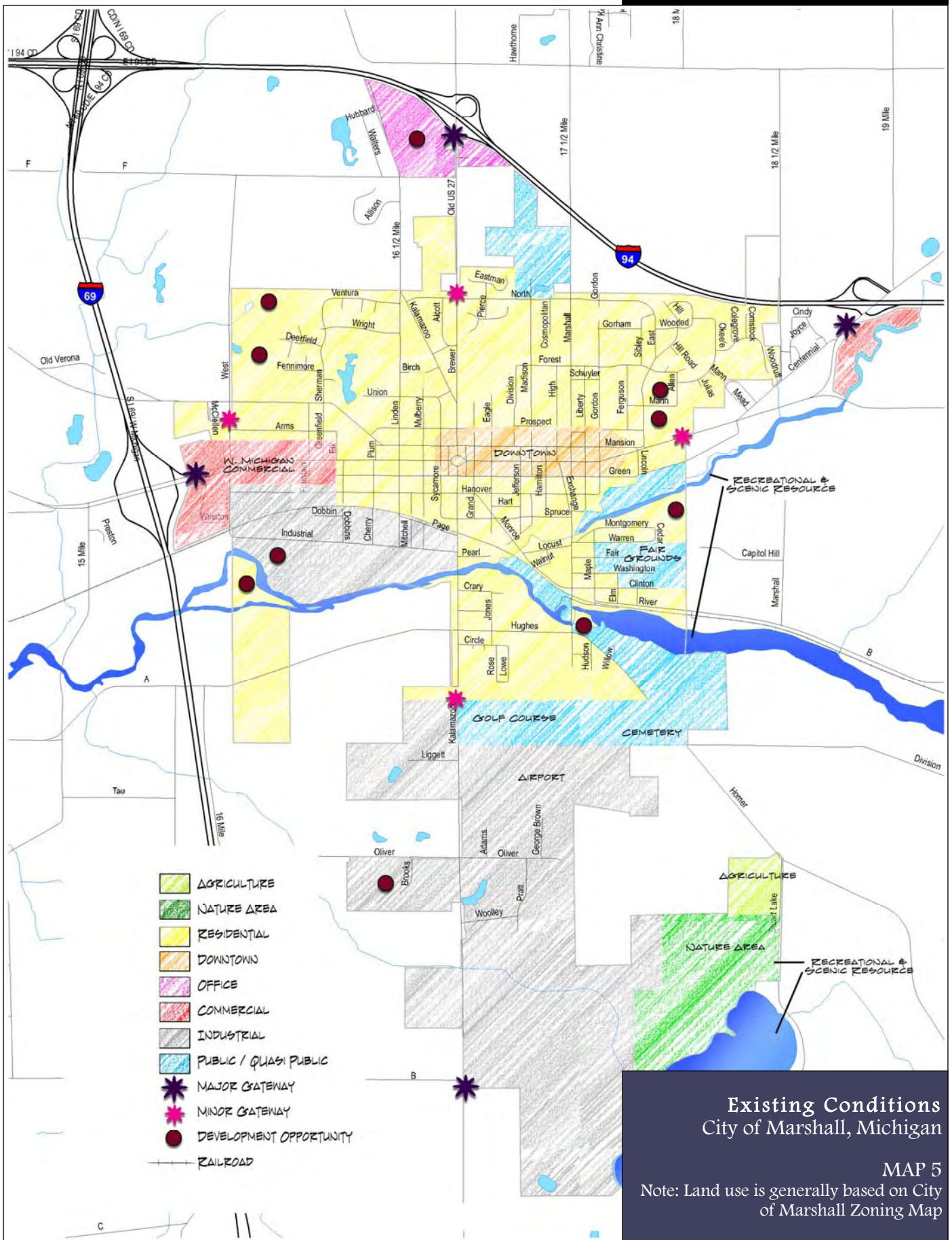
While Marshall is primarily built out, there are a number of areas within the City that remain vacant or are underutilized. Indicated on Map 5 as development opportunities, the future of these areas will be impacted by the recommendations of the Future Land Use Plan.

Gateways

Marshall is conveniently located directly adjacent to two I-94 interchanges and one I-69 interchange. These three locations not only provide excellent access to the freeways, but they also serve as important gateways into the City of Marshall from the north, east, and west. The City's southern gateway is located along Old 27. Travelers entering Marshall from the south pass by the City's industrial park and the airport.

In addition to the City's major gateways, Map 5 identifies several locations that serve as minor gateways into "town". While these minor gateways are not at the City's outermost limits, they are locations where travelers likely feel as though they are entering into the City. For this reason, the City's minor gateways will be important to consider in the planning process.

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Existing Conditions City of Marshall, Michigan

MAP 5
Note: Land use is generally based on City of Marshall Zoning Map



Population, Housing and Economics

The following are key findings from an analysis of the City's population, housing and economic characteristics:

- Marshall had a population of 7,459 in 2000.
- There are 3,111 households in the City (2000).
- Of Marshall's 3,353 housing units, 63.5% are single-family detached dwellings and 23.5% are multiple family units (2000)
- 40% of the City's housing stock is at least 75 years old.
- Homeownership in Marshall (69%) is lower than homeownership in the four surrounding townships (79%) and the County as a whole (75%).
- Marshall's unemployment rate of 2.1% is considerably lower than that for Calhoun County (5.8%).
- On average, Marshall residents commute 20 minutes to work.
- The median household income is \$41,171 annually.
- 87% of Marshall's population (over 18 years) has a high school diploma; 35% have an associate, bachelor, graduate or other professional degree.
- Nearly two-thirds of the City's taxable value comes from residential uses, 20% from commercial uses and 7% from industrial uses.