

2043

**CITY OF MARSHALL, TEXAS
COMPREHENSIVE PLAN**



**YOUR VISION
YOUR MARSHALL**

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VISION and INTRODUCTION TO PLAN

Marshall is a proud city in East Texas which has a long history and enjoys high quality educational opportunities. It wants to be known for its high quality of life including public recreation areas, good public safety and a CAN-DO attitude. Marshall wants a strong economy and high paying jobs. It wants to build solid infrastructure and provide excellent services to residents and businesses. Marshall wants to continue its cooperative relationships with entities inside the City and outside the City.

In 2018, citizens in Marshall began this Comprehensive Plan work with a visioning workshop. Citizens identified the most important parts of the community as:

- Its historic downtown
- Four colleges within the City -- East Texas Baptist University, the historically black Wiley College, and branches of Texas State Technical College and Panola College;
- Racial and cultural diversity;
- Residential neighborhoods;
- Economic drivers, which are local businesses and industry both inside the City and in nearby communities;
- Parks and proximity to Caddo Lake for recreation and tourism.

The City's vision, which is stated at the beginning of each Chapter of this Plan, is an expression of its values. This vision guides all of the City's goals, objectives and strategies and will be the basis on which decisions are made for the future:

Marshall envisions a community that

takes pride in its appearance • provides a high quality of life including public recreation areas, good public safety and a CAN-DO attitude • has a strong economy and high paying jobs • is known for its high quality educational system • preserves its unique part of history and its built environment • maintains strong, cooperative relationships with entities inside the City and outside the City and • is supported by strong infrastructure and provision of services.

The City of Marshall has undertaken six comprehensive planning efforts since World War II. The first was in 1948, the second was in 1962, the third was in 1981, the fourth was in 1996, and the fifth was in 2006. Much of the Comprehensive Plan work in 2006 came from the 1981 and 1996 plans and is the basis for this 2018 Plan.

There are ten chapters in this Comprehensive Plan which constitute major topics for achieving the City’s vision. The following pages provide the goals, objectives, and strategies for each chapter in the Marshall Comprehensive Plan.

1. Background and Process
2. Community Health and Image
3. Existing and Future Land Use
4. Transportation
5. Economic Development
6. Historic Preservation
7. Housing
8. Parks, Recreation, and Natural Resources
9. Government Infrastructure, Services and Facilities
10. Implementation



CHAPTER 1

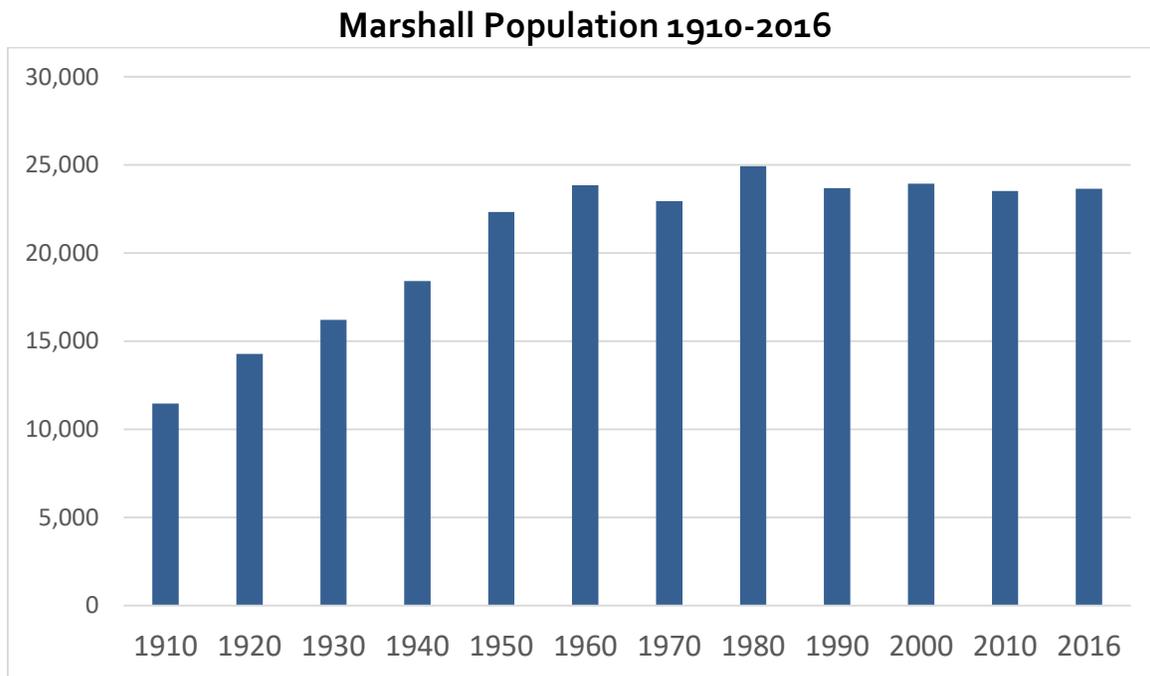
BACKGROUND AND PROCESS

The City of Marshall with its population of just over 24,000 is situated in northeast Texas just 2 hours east of Dallas and 45 minutes west of Shreveport, La. Interstate Highway 20 runs along the southern boundary of the city with U.S. Hwy 59 running north and south bisecting the community and U.S. Hwy 80 running east and west along the northern area of the community. Founded in 1841 the downtown area is full of historically significant buildings and culture. The City serves as the county seat for Harrison County which has a population of over 68,000 and has seen about a 1.4% growth rate since the 2010 Census.

Marshall is rich in history, serving as a political and production center of the Confederacy during the Civil War and was a major railroad center of the T & P Railroad from the late 19th century until the mid-20th century. The city's large African- American population and the presence of black institutions of higher learning made Marshall a center of the civil rights movement across the American South. Marshall is a major cultural and education center in East Texas and the tri-state area, with four institutions of higher learning located within the city to include East Texas Baptist University, Wiley College, Texas State Technical College and Panola College. In addition, Marshall is known for holding one of the largest light festivals in the United States, the Wonderland of Lights, during the Christmas season in addition to several other annual events and festivals such as the Fire Ant Festival and HealthFest. Marshall is referred to by various nicknames: the Cultural Capital of East Texas, the Gateway of Texas, the Athens of Texas, the City of Seven Flags and Center Stage, a branding slogan adopted by the Marshall Convention and Visitors Bureau, and "the Birthplace of Boogie Woogie." Marshall is a proud Main Street City and a recipient of the 1976 and 2015 All America City award.

Demographics

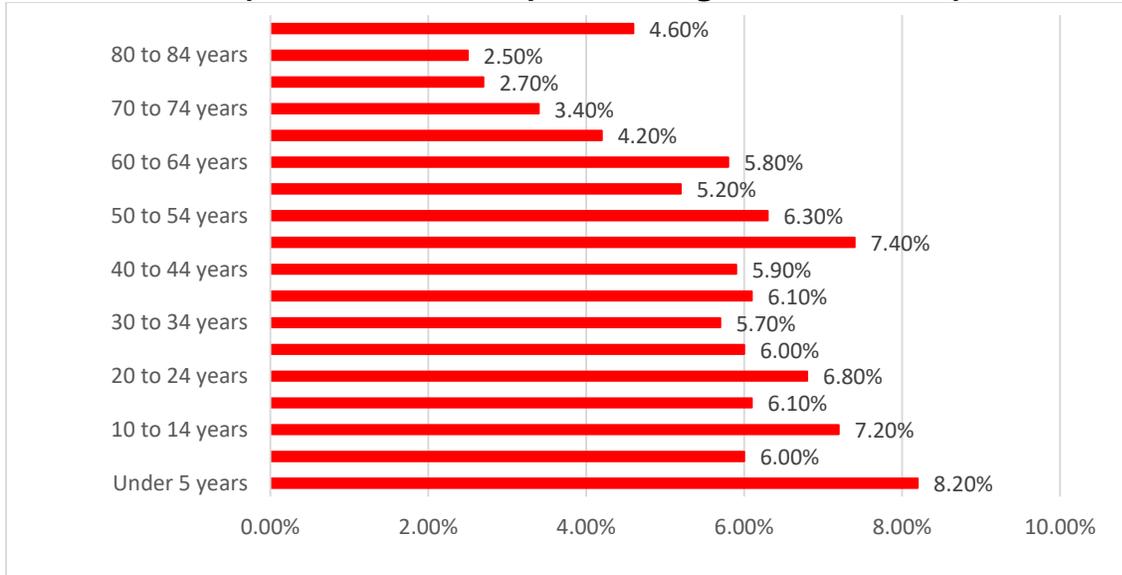
The population of Marshall has fluctuated over the history of the community based on the conditions of the prime industries of forestry and rail transportation. As the Harrison County seat, the City remains as an important regional population center. In recent decades, the population has begun to decrease slightly as other communities have developed and grown along the Interstate 20 corridor. The population estimated for 2016 was 23,651, a five (5%) percent decrease in population since 1980.



Source: American Community Survey – US Bureau of Census

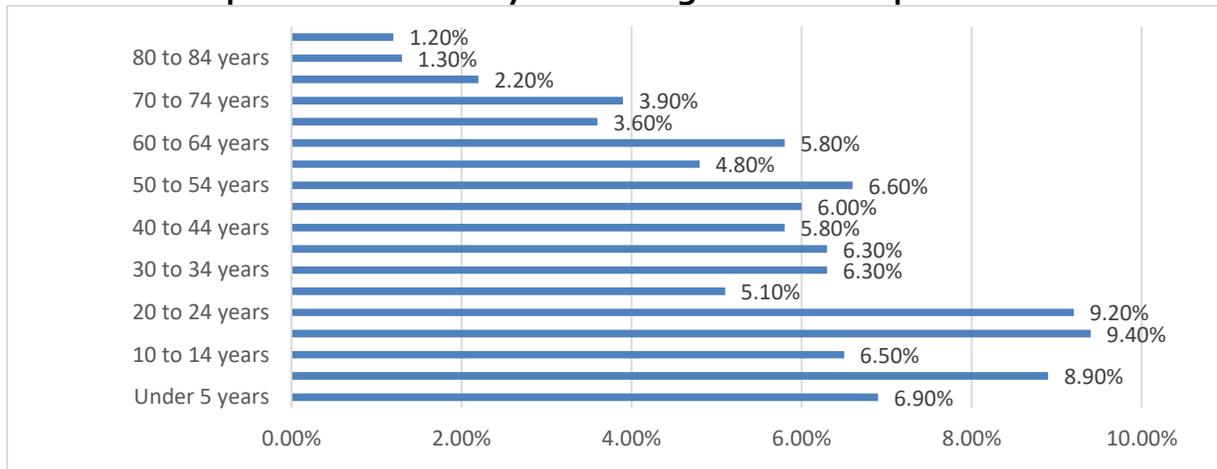
The following charts represent percentages of total population by sex by the age cohort. The largest group of female residents is the under 5 and 40 to 44 years of age range while the largest group of males in Marshall is the 15-19 age group. There are significant numbers of younger people in Marshall reflecting the City's higher educational resources.

Female Population Cohort by Percentage of Female Population - 2016



Source: American Community Survey – US Bureau of Census

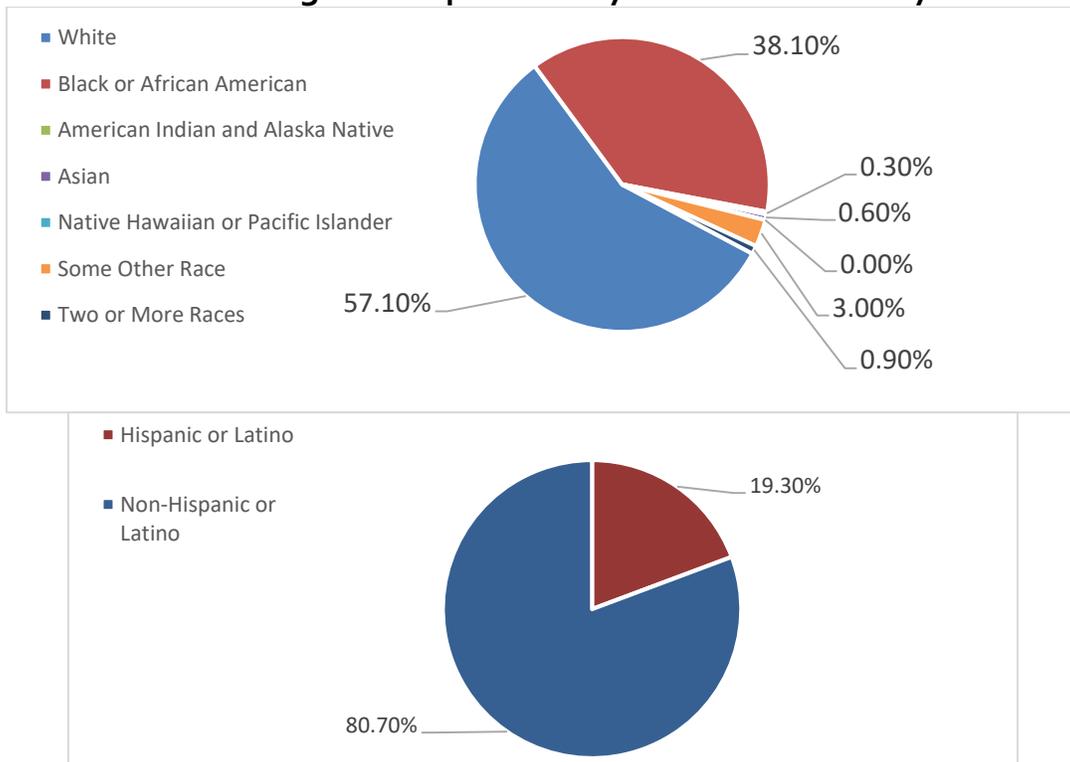
Male Population Cohort by Percentage of Male Population - 2016



Source: American Community Survey – US Bureau of Census

Race and Ethnicity are two different things according to the US Bureau of Census. Race is defined as White, Black, Asian, Native American, or Pacific Islander. Since 2000, respondents may state two or more races. The pie chart depicting race shows there is a considerable diversity of race and ethnicities in the City of Marshall. During the Comprehensive Plan process, many participants were interested in how the community may grow so that there is an egalitarian opportunity for individuals of different races to thrive in the community.

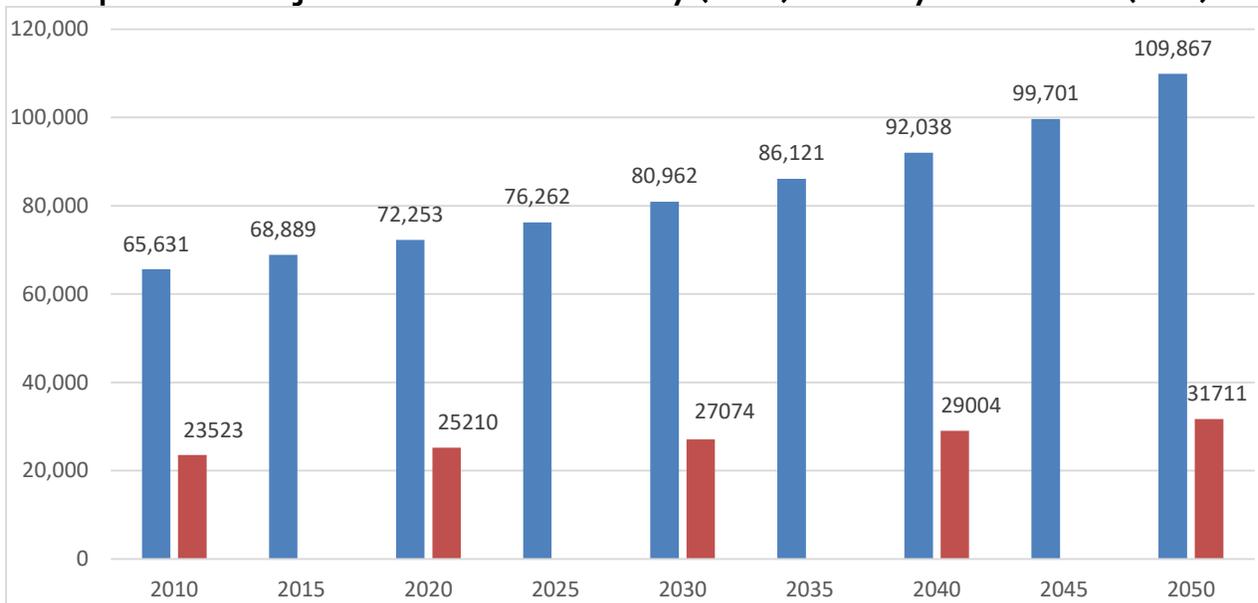
Percentages of Population by Race and Ethnicity



Source: American Community Survey – US Bureau of Census

The Texas Water Board is charged with producing water consumption rates and demand need for the future population of Texas. The agency creates a county-by-county population projection through the cohort survival method, in which population by age group or cohort is aged progressively year-by-year and factors in the birth and death rates of each individual county and then factors in the emigration rate (movement into and out of the county). Each individual subgroup of the county (cities and municipal utility districts) are then parceled out a share-of-the-growth of the county as a whole usually based on historical growth trends as a percentage of the county growth as a whole. The following chart shows the expected population projections of Marshall and Harrison County.

Population Projections Harrison County (Blue) and City of Marshall (Red)

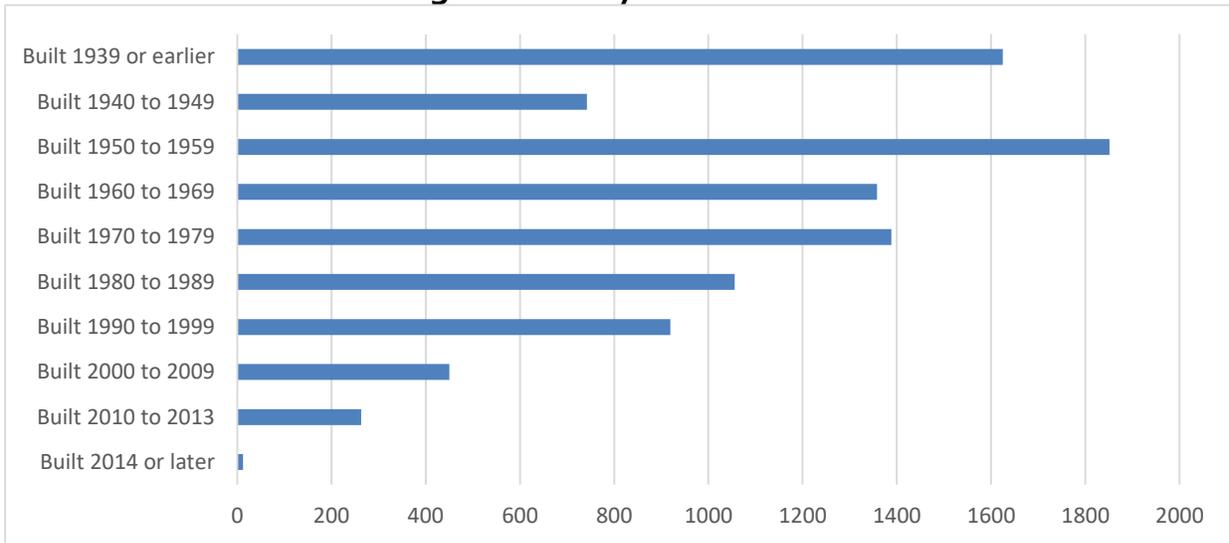


Source: Texas Water Development Board, Texas State Data Center

Housing Age

The following graph depicts the total number of housing units in Marshall as estimated for 2016 by the time period in which they were built. The majority of homes were built between 1950-1959. New housing growth has been steadily declining in the decades since.

Housing Number by Year Constructed

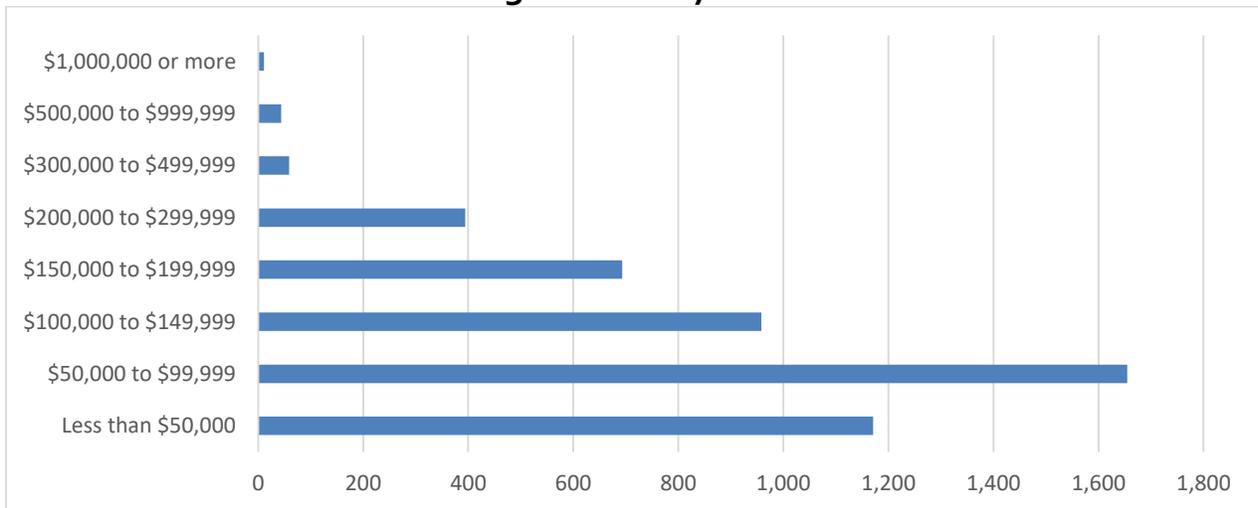


Source: American Community Survey – US Bureau of Census

Housing Valuation

The average home price in Marshall is estimated to be \$74,500 according to the Census. Therefore, the majority of the homes are within a price range of \$50,000 to \$99,000, with a second significant amount as below \$50,000 and the next numerous range of \$100,000 to \$149,000. There are few homes greater than \$150,000 with a couple of homes labeled in the data at one million which shows up in the graph.

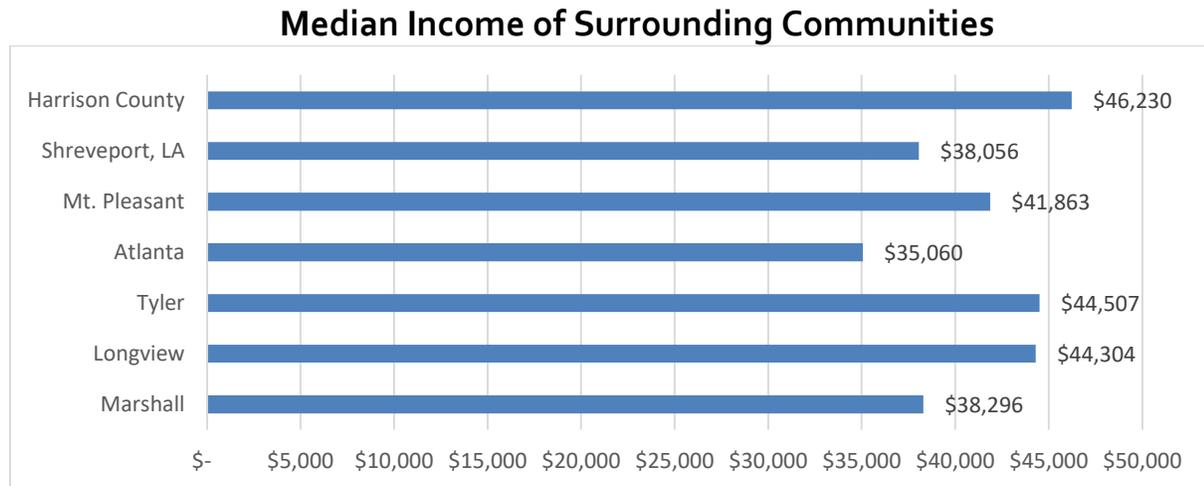
Housing Number by Valuation



Source: American Community Survey – US Bureau of Census

Median Income of Surrounding Communities

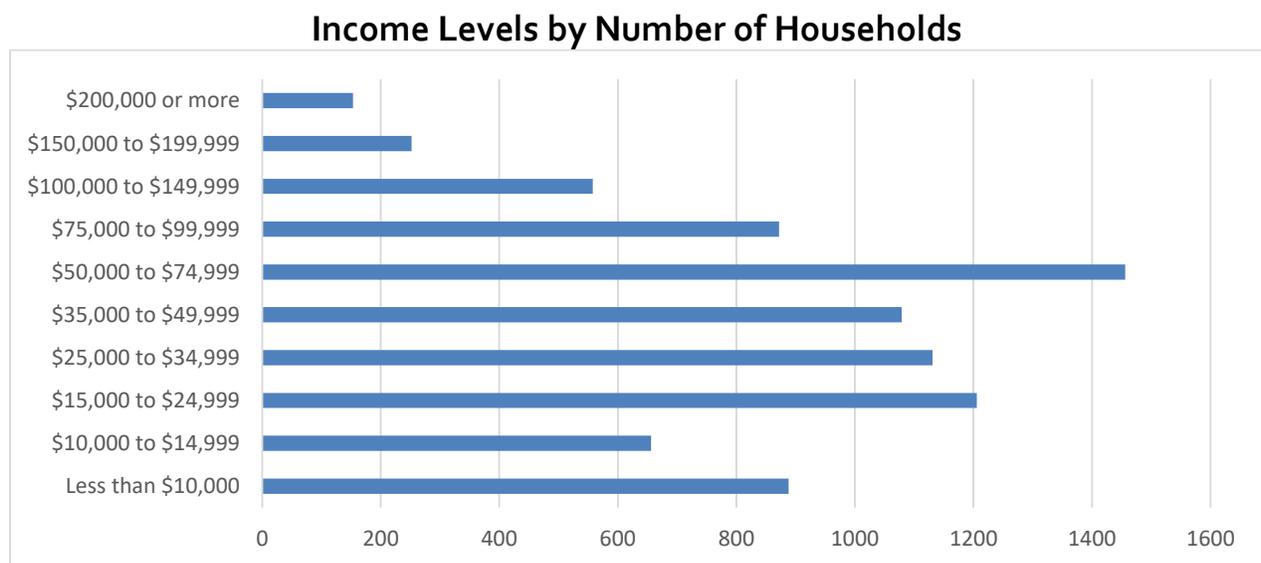
From the Census data, these are the current median income levels of communities (and Harrison County as a whole) surrounding Marshall for comparison.



Source: American Community Survey – US Bureau of Census

Income Levels of Households

This chart further breaks down income levels by percentage of the total households in Marshall. The chart shows that the majority of incomes range between \$15,000 and \$75,000, but there are significant numbers of households with less than \$10,000 in annual income.



Source: American Community Survey – US Bureau of Census

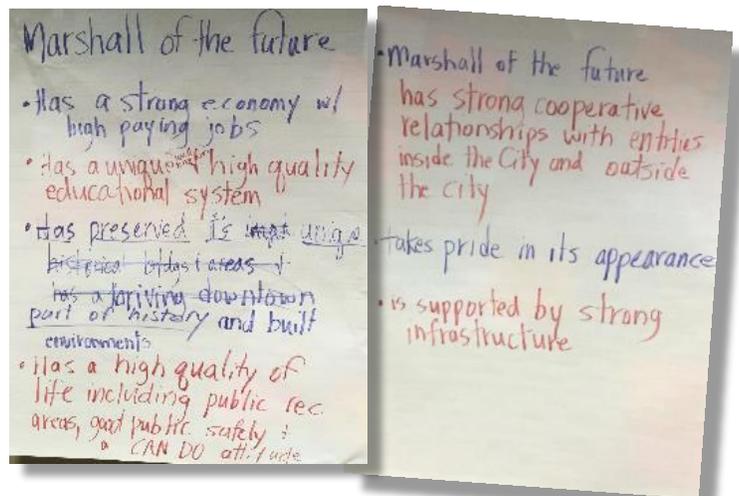
Comprehensive Plan Process

A part of the comprehensive planning process is the creation of a vision and the involvement of community leaders and residents. The public involvement process is important in that the plan is ultimately defined by the residents and elected and appointed officials. The process allows input and feedback on past decisions regarding capital improvements, land use and growth and helps shape an articulated basis in which future decisions can be made.

Vision Meeting

On March 3, 2018, current and past members of the City Commission, Planning and Zoning Commission and residents assembled in the City Commission Chambers of City Hall and discussed the issues they felt were important for the positive growth of the City of Marshall. Various visioning exercises were conducted with the attendees in order to formulate what the vision of the City of Marshall would be. The

objective of the meeting was to inform the assembled group of the planning process, explain the purpose of the comprehensive plan and to gather feedback on the vision. Attendees were split into four groups and were tasked to write their "Marshall of the Future." These individual statements were combined into group statements and then by group process included as a vision statement.



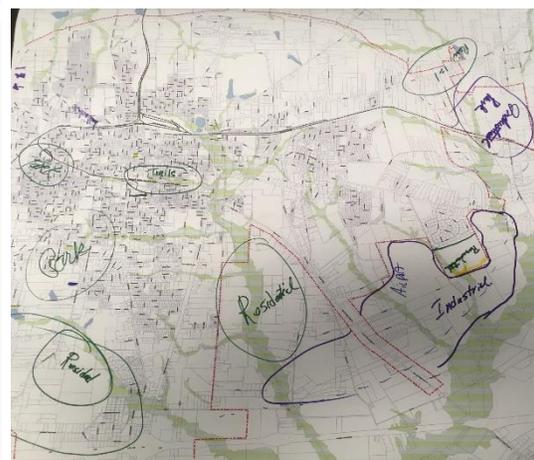
Vision Meeting March 3, 2018

Land Use Discussion

Members of the public and community leaders assembled again at Marshall City Hall to discuss the comprehensive plan on June 18, 2018 to specifically discuss future land use patterns of the community and how the land uses could be arranged so that they would respond to resident's housing, retail, business and recreational needs.



The assembled community was split into four groups to look at their map of the community. Existing land uses in comparison with future land uses. Topics of discussion included areas which needed new parks; how areas surrounding the institutions of higher learning in the community could better serve the students in housing and new areas for commercial development. Four individual maps were developed and discussed. Aspects of these maps were incorporated into the arrangement of land uses in the Future Land Use Map.





CHAPTER 2

COMMUNITY HEALTH AND IMAGE

Marshall envisions a community that

- *takes pride in its appearance*
- *provides a high quality of life including public recreation areas, good public safety and a CAN-DO attitude*
- *has a strong economy and high paying jobs*
- *is known for its high quality educational system*
- *preserves its unique part of history and its built environment*
- *maintains strong, cooperative relationships with entities inside the City and outside the City and*
- *is supported by strong infrastructure and provision of services.*

Community health and image go hand in hand. A healthy community is safe, clean, and prosperous. Its children and adults have lifetime learning opportunities. Residents are able to obtain a lifestyle that enhances physical well-being. When residents take pride in their community, others want to visit and enjoy the benefits it has to offer.

Education is important in and for Marshall. Marshall Independent School District (ISD) provides public educational services for children in Marshall. There are seven public schools including Price T. Young Elementary; William B. Travis Elementary; Sam Houston-Science and Math STEM Academy; Davy Crockett Elementary; Washington Early Childhood- Pre-K only; Marshall Junior High (grades 6-8); and Marshall High School (grades 9-12). Marshall has two private schools for children including Trinity Episcopal School and the Marshall Christian Academy; as well as one publicly funded charter school, , The Texas Early College High School

Charter School. Marshall ISD also has dual credit programs with Panola College, Texas State Technical College, Wiley College and East Texas Baptist University. Although the ISD is not a city service, it has a large impact on the physical and cultural health of the City

Marshall is home to many places of worship offering a variety of religious backgrounds and beliefs.

Marshall also has numerous parks including nine developed parks and a public swimming pool. Recreational opportunities abound in the City as well as at the nearby Caddo Lake State Park. Schools, parks, recreation, and pride in the community appearance all affect community health and image.

GOAL: MARSHALL WILL BE AN ATTRACTIVE, INVITING PLACE THAT DRAWS NEW RESIDENTS AND VISITORS TO ITS SHOPS, EVENTS, AND NEARBY RECREATIONAL AMENITIES.

Objective 1: Have a clean and safe physical environment for all generations.

Strategies

- a. Develop ways to improve the overall appearance of Marshall
- b. Provide educational programs on property maintenance and enforce recently adopted property maintenance codes
- c. Encourage property owners to repair and maintain existing houses before they are beyond repair
- d. Enforce the building code such that burned, dilapidated buildings that are hazardous to residents are removed
- e. Provide sidewalks and wayfinding to connect downtown and the historical areas of the Ginocchio Historic District.
- f. Create and support a “Keep Marshall Beautiful” program
- g. Encourage civic groups to adopt “clean up” days to rid important corridors of trash and debris

Objective 2: Increase opportunities to enhance civic design within existing neighborhoods.

Strategies

- a. Examine and prioritize neighborhoods in need of rehabilitation or the introduction of sidewalks.
- b. Examine design standards which could prioritize redevelopment of traditional architecture within infill areas of existing neighborhoods.



Objective 3: Have opportunities for youth to participate in sports and other extracurricular activities.

Strategies

- a. Support afterschool programs that have structured study and recreational components.
- b. Continue to support the Boys and Girls Club.
- c. Continue to support and enhance sports activities including the Marshall Youth Sports Association.
- d. Continue the “City Hall in the Park” Program to introduce young people to civic opportunities.



Objective 5: Embrace inclusiveness and diversity

Strategies

- a. Embark on a community program for residents to listen to each other on problems related to race.
- b. Develop cross cultural celebrations.
- c. Support volunteer groups that work to build bridges across cultural divides

Objective 6: Have physically healthy children and adults.

Strategies

- a. Support and encourage the use of a community garden to show children and adults how to grow and have access to fresh fruits and vegetables.
- b. Promote walking and bicycling to school.
- c. Provide exercise programs for adults and children to attend together by exploring partnership opportunities throughout the community
- d. Continue to provide support for the County Health Clinic.



CHAPTER 3 Existing and Future Land Use

Marshall envisions a community that

- *takes pride in its appearance*
- ***provides a high quality of life*** including public recreation areas, good public safety and a CAN-DO attitude
- *has a strong economy and high paying jobs*
- *is known for its high quality educational system*
- *preserves its unique part of history and its built environment*
- *maintains strong, cooperative relationships with entities inside the City and outside the City and*
- *is supported by strong infrastructure and provision of services.*

Marshall's existing land use profile is predominately agricultural, undeveloped/vacant or single family residential. There are significant historical neighborhoods throughout the community which have numerous lots which previously held residences, but age and attrition over time, these properties have deteriorated and all that remains is the stoop and front walkway. This presents an opportunity to examine the potential redevelopment of these neighborhoods with new, sustainable and affordable housing which would bolster ageing neighborhoods. There is very little multi-family residential in the community. New multifamily developments have been constructed along the loop on the north and west sides of the community with access to the colleges on the west sides of downtown. Remnants of the heavy industrial support of the rail transportation history of Marshall remain through the prime commercial corridors of the City and through the north side of the community.

Industrial properties are located adjacent to the airport and eastern expansion of the loop

A significant portion of the City is vacant or agriculturally used land. These are properties that may have a single family structure on them or may be completely undeveloped. There is potential development opportunity within vacant land. Zoning is the primary city tool at controlling the quality, quantity, location and timing of new growth and development. Maintaining zoning density on undeveloped property manages how that property will develop into the future.

Existing Land Uses City of Marshall 2018

Existing Land Use	Acres	Percentage of City
Single Family	5218.20	27.77%
Multi-Family	138.98	0.74%
Mobile Home	33.04	0.18%
Group Quarter	15.30	0.08%
Duplex	18.63	0.10%
Office	41.73	0.22%
Commercial	746.32	3.97%
Institutional	748.48	3.98%
Industrial	1106.12	5.89%
Utility	19.06	0.10%
Park / Open Space	314.97	1.68%
Vacant/Undeveloped/Agricultural	8102.19	43.13%
Water	14.21	0.08%
Transportation / ROW	2270.43	12.08%
Total	18787.66	

- City of Marshall; Mitchell Planning Group LLC

Holding Capacity Model

A holding capacity model is a forecasting model looking at available vacant land, current zoning and at what density new growth could be built to accommodate population growth. Calculations for the holding capacity model were created using a windshield survey and aerial images of Marshall. Existing land use data from the City that is assigned as vacant (potential to be developed) is compared with existing zoning and developed properties. A sum of the total vacant land area and properties which may be agricultural now, but could have the potential for redevelopment in the future is then created. For each area, a total potential number of housing units is assigned based on the maximum number of units (or minimum lot size) allowed within the City. Each zoning district has its own density allowance. Housing units are then multiplied by the observed average household size for owner-occupied units to indicate a population projection.

Certain assumptions must be made based on the ultimate additional build-out number:

- All future and existing residential properties are assumed to be 100% occupied. This means that subdivisions under development with vacant lots would be built out. Other historical neighborhoods, still zoned for residential

would allow new development at the current zoning district assigned to those areas.

- Existing areas zoned residential will remain static throughout build-out.
- Large-tract residential properties (one single-family house with some agrarian uses) were labeled as Single Family residential and were not included for potential future subdivision.
- All vacant and agricultural land potentially used for residential would build out at maximum density as currently zoned.
- Areas labeled as vacant, but were dominated by floodplain greater than 50% of the parcel were eliminated from the study.
- Potential population on build-out utilized 2.58 persons per owner-occupied household as per the 2010 US Census numbers for the City of Marshall.
- Zoning districts not zoned for residential and containing vacant land were eliminated from this calculation.

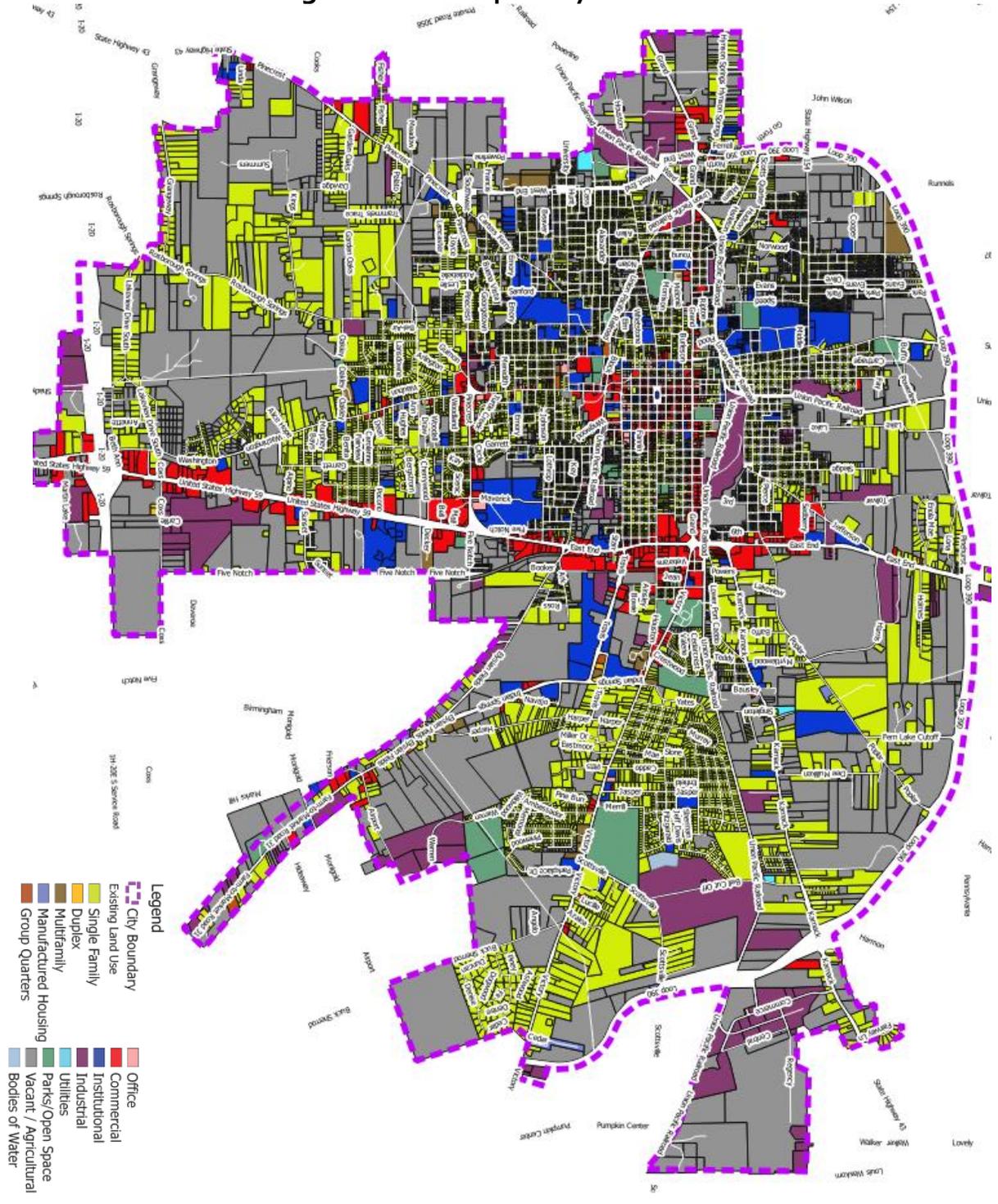
Holding Capacity Model – City of Marshall

Vacant Property By Zoning	Acres	Vacant Acres in Floodplain	Developable Acres	DU/Ac Ord	DU Allowed	Persons
A-E	3799.18	277.83	3521.35	0.5	1761	4543
MF	37.45	0	37.45	21.78	816	2104
MH	94.07	2.481	91.59	7.92	725	1871
R-1	530.96	62.33	468.63	3.63	1701	4389
R-2	665.62	24.95	640.67	4.84	3101	8000
R-3	740.51	68.7	671.81	6.05	4064	10486
R-6	14.56	0	14.56	14.52	211	546
TOTAL:					12380	31939

- City of Marshall; Mitchell Planning Group LLC

The significant impact of this assessment of the City is that the community has vacant land enough to fully develop and house the projected population increase over the next forty years. The community can focus on housing densities and redevelopment of areas already served by city roads and infrastructure rather than investing in greenfield development patterns.

Existing Land Use Map – City of Marshall 2018



- Legend**
- City Boundary
 - Existing Land Use**
 - Single Family
 - Duplex
 - Multifamily
 - Manufactured Housing
 - Group Quarters
 - Office
 - Commercial
 - Institutional
 - Industrial
 - Utilities
 - Parks/Open Space
 - Vacant / Agricultural
 - Bodies of Water

Future Land Use Map

The purpose of the Future Lands Use Map (FLUM) is to illustrate the intended long-term pattern of residential, non-residential, and other supporting land uses, as articulated in the Community Vision Statement and through the land uses goals, policies, and actions. The FLUM establishes the basis for adjustments to zoning district changes, development review procedures and other tools; to achieve the desired pattern and quality of development. Finally, the FLUM guides coordinated transportation and utility planning in order to ensure that facility capacities are consistent with the demands from anticipated levels and intensities of development. The FLUM, however, does not constitute zoning, nor does it establish zoning district boundaries. Instead, the FLUM reflects Marshall's broad policy for future distribution of land uses to be achieved through by the year 2038, to be used in guiding future rezoning and other development decisions. The goals, policies, and actions below establish general descriptions and intent that will aid in development review and the revision of the comprehensive land use regulations, which guides development approval.

GOAL: ESTABLISH RESIDENTIAL FUTURE LAND USE DESIGNATIONS AS PART OF THE FLUM TO CREATE PLACES FOR THE GROWTH AND EXPANSION OF PLACES FOR PEOPLE TO LIVE IN MARSHALL.

Residential Development

Four distinct residential future land use designations are shown on the FLUM. Characteristics and guiding policies are described as follows:

Rural Areas (1 unit per 5 acres) This category includes farms and ranches as the predominant use along with rural (very low density) residential and rural commercial including feed stores, farm equipment, etc. This land use may allow lots as small as one-half acre under the gross density provision to allow for conservation development which clusters smaller lots while permanently protecting scenic rural open space. This land use may also include single-family homes on large lots, which is suited for areas on the periphery of the city that complement a more suburban type of development. Development in this future land use category will continue the present character of the rural areas of Marshall with low-profile homes of no greater than two stories, generous lots and setbacks, and materials that complement the natural surroundings and rural heritage.

Objective 1: Establish the Rural Areas future land use designation to allow for low density residential development. Development criteria of the Rural Areas Land Use:

Strategies:

- a. Development may include single-family homes on large lots as well as farms and ranches.
- b. Develop lots as small as one-half acre under the gross density provision may allow for conservation development, which clusters smaller lots while permanently protecting scenic rural open space.
- c. Establish rules that agricultural production, nurseries, and agricultural related structures are allowed by right.
- d. The largely rural scenic character of this area should be maintained by ensuring that new development is sensitive to the surrounding built and natural context in scale and form as described above.

Low Density Residential (up to 4 dwelling units per acre) This category includes the City's predominantly single-family neighborhoods, with lot sizes ranging from 1 (one) acre or more in rural fringe areas up to four units per acre gross density throughout many of the City's suburban subdivisions. Dwellings in this land use district are generally one to two stories with private driveways and open space, consisting of privately-maintained tree canopy and front, back and side yards. Building and driveway orientation, the locations of private garages, building material, and the presence of sidewalks vary by neighborhood and the era of neighborhood development. Generally these types of single-family neighborhoods are developed as distinct subdivisions that are linked by internal circulation systems with limited access to local and connector roads.



Objective 2: Apply the Low Density future land use designation for the development of lower density residential development.

Strategies:

- a. Development may include single-family residential development on up to quarter acre (10,890 square feet) lots.
- b. Development should be contiguous with existing developed areas of the City.
- c. A variety of housing styles, types and prices with large, newly developed neighborhoods is encouraged.
- d. Within established residential areas, new development should respond to existing development patterns, and design standards.
- e. New residential development should be organized to promote walkability, access to parks, open space, and recreation amenities and ideally should locate all residences within a five to ten minute walking distance from neighborhood-serving retail and other amenities such as parks and school facilities.

- f. Places of worship, parks, and open space are allowed by right.

Moderate Density Residential. Moderate density residential development is reflective of the historical development pattern of the original establishment of the City. Smaller single family lots, typically between 5-8 units per acre, with modest homes with square footage under 2,000 square feet. The land use may also include well designed compact development such as duplexes and low density multi-family, typically less than 14 units per acre. The areas would work extremely well adjacent to the colleges and universities of the community.

Objective 3: Establish the Moderate Density future land use designation to allow for the type of neighborhood development found in Marshall's established single-family neighborhoods, compatibility areas, and adjacent to mixed-use and commercial areas.

Strategies

- a. Development may include single-family residential development on small lots, duplexes, townhomes, and low-density multifamily dwellings.
- b. Development should be within and adjacent to Marshall's existing neighborhoods.
- c. Residential development with a variety of housing styles, types and prices that is compatible with adjacent development is encouraged.
- d. Infill development should respond to existing development with compatible patterns, and design standards.
- e. New residential development should be organized to promote walkability, including sidewalks, and ideally should locate all residences a five to ten minute walk from neighborhood-serving retail and other amenities such as parks and school facilities.
- f. Places of worship, parks, and open space are allowed by right.
- g. The character of this area should be maintained by ensuring that new development is sensitive to the surrounding built and natural context in scale and form as described above.

High Density Residential-High density residential development represents multi-family development greater than fourteen (14) units to the acre and typically averages between twenty (20) to thirty (30) units to the acre. New higher density residential developments utilize efficient designs similar to urban lofts where units

are adjacent to the public right of way and parking may be internal to the development rather than surrounding the building structures. Higher density housing needs to be co-located with walkable areas to schools, colleges and universities, places of employment, recreation areas and entertainment. Certain high density housing may be created as age-restricted (55+) housing for active adults who wish to age-in-place and remain active in the Marshall community.

Objective 4: Establishment of High Density residential areas to encourage dense, urban style multi-family developments adjacent to schools, colleges and universities, places of employment, recreation areas and entertainment uses.

Strategies:

- a. Development may include urban lofts, apartments and multi-family development that may also be age-restricted.
- b. Investigate tax incentives for age-restricted multi-family housing.
- c. Co-locate housing for use by both college students and full-time residents.
- d. Include regulations which require strong urban design and provide amenities for urban living.
- e. Locate high density residential areas along existing infrastructure mains to reduce the need for additional capital construction.



Activity Centers (Mixed Uses)

University Activity Centers:

Neighborhoods surrounding the colleges and universities have been impacted by student housing, parking overspills, and by university property acquisition for campus expansion.



Objective 5: Any future developments should address common issues such as conflicts in scale, use and intensity, parking and vehicular circulation, blighted properties, walkability, transit access, and coordination between City and university planning.

- **East Texas Baptist University**
- **Wiley College**
- **Texas State Technical College**

Strategies:

- a. The University Activity Center should provide a gradual transition in scale, use, character, and intensity between the universities and surrounding neighborhoods.
- b. Establish typical uses include moderate density residential, neighborhood-serving retail, restaurants, commercial and office, that can serve both students and neighborhood residents and university students.
- c. Uses that may result in noise or traffic impacts on residential neighborhoods should be located strategically to minimize conflicts.
- d. The university master plans and facilities departments should be consulted for any new development occurring in these areas.
- e. Development should encourage uses that are in close proximity to one another to encourage walking and bicycling.
- f. Development shall address and contribute to a vibrant environment for pedestrians and bicycles.
- g. Development should preserve historic structures and features wherever possible.
- h. Places of worship, schools, and parks and open space are allowed by right.

- i. Proposals should trigger coordination between the university entity, City of Marshall, and affected community residents in order to ensure that future development is sensitive to the goals of the community, the university, and the overarching goals as set forth in this Comprehensive Plan.
- j. The character of this area should be maintained by ensuring that new development is sensitive to the surrounding built and natural context in scale and form as described above.
- k. Development shall adequately address parking needs and mitigate the impact to adjacent neighborhoods.

Downtown Activity Center (Mixed Use)

- Establish mixed-use future land use designations as part of the FLUM to encourage compact, efficient, and active land use patterns. The Downtown Activity Center allows for moderate and high density residential, commercial, office, entertainment, and other uses except industrial, tailored to encourage a greater level of activity in Downtown, while protecting the scale and strengthening the character of Downtown and Marshall’s historic core.



The Downtown Activity Center is focused on the blocks surrounding the Square and will include development that complements and is oriented to this historic grid pattern of this area. As Downtown Marshall is characterized by a particular scale and character, it is important that this be maintained in future development. However, as the cultural heart of Marshall, it is also appropriate to allow for a variety of uses that can help foster the economic viability and evolution of Downtown to serve the community’s current preferences and needs. As significant infill opportunities exist in the Downtown Activity Center, development is encouraged, and design review should ensure sensitive design based on the criteria below.

Objective 6: Establish the Downtown Activity Center future land use designation to create distinction in Marshall’s Downtown and establish a mix of uses to contribute to its sense of place and vitality.

Strategies:

- a. Development should contribute positively to the image of Marshall while being sensitive to the scale and character of Downtown and historic resources.
- b. Development should preserve historic structures and features wherever possible.
- c. Development should build upon and enhance the city's regional draw and economic base.
- d. Typical downtown activities may include destination shopping, restaurants, local business, employment, entertainment venues, government and civic uses, schools, parks and open space and high-density residential.
- e. Vertical mixed-uses that contribute to the prosperity of the Downtown Activity Center's commercial district are encouraged.
- f. Development should address and contribute to a vibrant environment for pedestrians and bicycles.
- g. The character of this area should be maintained by ensuring that new development is sensitive to the surrounding built and natural context in scale and form as described above.
- h. Parking is a key element in Downtown. As parking demand increases, developing parking strategies is encouraged.

Transitional Areas: This designation applies to residential and commercial areas adjacent to the Downtown core that are affected by their proximity to Downtown. This designation serves to create compatible form and uses for the areas that serve to strengthen both the Downtown and adjacent neighborhoods. Development in this area currently is a mix of commercial, residential and some industrial uses. Due to a lack of overriding character, achieving a distinctive character in this area is a goal rather than an attribute to maintain. Significant infill opportunities exist in this area, and development is encouraged to help fill in and soften this transition area between Downtown and adjacent residential neighborhoods.

Objective 7: Establish the Downtown Transitional Area future land use designation to provide compatibility between the intensity and activity of Downtown Marshall and adjacent residential and commercial areas.

Strategies:

- a. The Downtown Transitional Area should allow for uses that provide a transition between Downtown and surrounding neighborhoods.

- b. Typical uses include moderate to high-density residential, neighborhood-serving retail, restaurants, commercial and office.
- c. Development should encourage uses that are in close proximity to one another so that all uses are accessible from a single stop or by walking or bicycling.
- d. Development should address and contribute to a vibrant environment for pedestrians, bicycles and alternative vehicles.
- e. Development should preserve historic structures and features wherever possible.
- f. Places of worship, schools, parks, and open space, are allowed by right.

Medical Activity Center- (Mixed Use) uses include professional medical offices, hospitals, Assisted Living Facilities, Skilled Nursing Facilities, Age-Restricted Single Family detached housing; Independent Senior Housing, retail, restaurants, and ancillary uses.

Objective 8: Medical Activity Centers should be located throughout the community to provide services and specialized housing to a variety of residents.

Strategies:

- a. Partner with private, public and faith based health care organizations to establish strong community ties to encourage uses to be located adjacent to single family areas.
- b. Develop financial incentive programs which encourage age restricted housing types.

Nonresidential

Retail/Commercial: This designation applies to concentrations of commercial uses, including regional, community, and neighborhood shopping centers. Such properties may not be expected to undergo redevelopment or a change in use over the Plan horizon, and the immediate areas in which they are located may not be suitable for the introduction of mixed-uses. While some new commercial/retail centers are anticipated, in general new retail and commercial uses are encouraged within more diversified mixed-use centers. Future retail/commercial areas are maintained to accommodate existing viable retail/commercial uses, as well as retail/commercial uses that may not be appropriate to be located in a mixed-use

format, such as auto-oriented uses, and stand-alone commercial uses to serve outlying areas of the city.

Objective 9: Establish the Retail/Commercial future land use designation to allow for retail/commercial development.

Strategies:

- a. The amount of retail/commercial development should be balanced appropriately with existing and proposed residential land use.
- b. Retail/Commercial development should be compatibly designed with adjacent neighborhoods, or in the case of new development, the character of this area should be maintained by ensuring that new development is sensitive to the surrounding built and natural context in scale and form as described above.

Industrial Commerce Center: This designation applies to areas where the predominant use include both light and heavy industrial uses, such as manufacturing, assembly, fabrication, and wholesaling and distribution may be introduced to replace underutilized, heavy industrial uses or house future industrial development. This designation is located primarily near the airport and Marshall Business Park. It is important in future development that transitions to adjacent sensitive land uses are considered.

Objective 10: Establish the Industrial Commerce Center future land use designation to allow for industrial development.

Strategies:

- a. Uses may include manufacturing, warehousing and distributing, and a wide range of industrial operations.
- b. Complementary and supporting uses such as convenience shopping and child care centers are allowed.
- c. Development should be sited to avoid conflicts with sensitive land uses.
- d. Future development should include a variety of transportation options for access, including links to transit facilities.
- e. The character of this area should be maintained by ensuring that new development is sensitive to the surrounding built and natural context in scale and form as described above.



CHAPTER 4 Transportation

Marshall envisions a community that

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- ***is supported by strong infrastructure and provision of services.***

Marshall's transportation system consists mostly of streets, state highways, and interstate, and sidewalks. Highway 59 is its major north-south thoroughfare that runs continuously through the city. Highway 80 is the major east-west corridor. Interstate 20 runs east-west along the southern boundary of the city. The transportation map indicates the most important streets in the City. As seen in the diagram below, local streets serve neighborhoods. They come together on larger streets called collectors which feed into bigger, wider streets that allow for faster travel.

While transportation systems are typically thought of as streets, railroads, and airports, two other forms of transportation are important to all communities. Pedestrian and bicycle access is essential for persons who do not have cars and for health and well-being.

GOAL: HAVE A TRANSPORTATION NETWORK THAT MEETS BASIC NEEDS FOR MOVEMENT, ACCESS, SAFETY, AND REASONABLY RAPID TRAVEL FOR PEOPLE AND GOODS THROUGH AND WITHIN MARSHALL.

Objective 1: Continue to maintain and improve Marshall’s major thoroughfares to provide for excellent circulation throughout the City.

Strategies

- a. Create a Master Thoroughfare Plan for the city to assist in determining future needs.
- b. Coordinate with the Texas Department of Transportation to address long-range transportation needs.
- c. Improve and upgrade traffic signals as warranted.

Objective 2: Improve local streets for movement of cars, trucks, motorcycles, bicycles, and pedestrians.

Strategies

- a. Provide direct access to adjacent property with minimal interference to movement and safety of traffic on public roadways.
- b. Promote construction of sidewalks along streets for pedestrian movement in appropriate areas.
- c. Provide bicycle lanes to allow for alternatives to vehicular transportation in appropriate areas.

Objective 3: Make important interconnections of streets to activity centers.

Strategies

- a. Minimize use of cul-de-sacs in new neighborhoods so that emergency services can be provided as quickly as possible when needed.
- b. Revise the subdivision ordinance to provide standards for interconnections between neighborhoods, block size, cul-de-sac length, and sidewalks.

Objective 4: Improve existing sidewalks and construct new sidewalks for pedestrian access and citizen health.

Strategies

- a. Identify existing sidewalks and gaps in the pedestrian system.
- b. Consider requiring sidewalks on both sides of the street in all new development.
- c. Create, fund, and implement a Pedestrian Access Plan.



CHAPTER 5 ECONOMIC DEVELOPMENT

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Marshall’s economic base is diverse and includes services such as insurance claims processing, education at several institutes of higher learning, manufacturing and tourism.

Built on railroads and natural resource utilization, the City’s employment base has shifted towards management, education and service industries. There is still a significant portion of the population (approximately 15%) employed in production and transportation of materials and goods. The community has expressed a strong desire to increase retention of those educated in Marshall to bring innovation and new employment to the area.

GOAL: HAVE A STRONG AND RESILIENT ECONOMIC BASE.

Objective 1: Have a diversity of businesses and industries that provide stable employment and a wide variety of jobs that offer incomes suitable

to support a decent standard of living.

Strategies

- a. Establish an active and ongoing effort to communicate with existing industries about how the City can assist with retention and expansion needs through Marshall Economic Development Corporation (MEDCO)
- b. Promote and assist industrial and manufacturing business to relocate to Marshall so as to minimize unemployment and underemployment through MEDCO.
- c. Continue to recruit small manufacturing and distribution companies.

- d. Assist the private sector whenever possible to retain jobs and improve the business environment.
- e. Support MEDCO as the community's economic development marketing and sales organization.
- f. Strive to recruit businesses while retaining existing ones.



Objective 2: Maintain and improve downtown Marshall as the center of the community and a destination for visitors and tourists.

Strategies

- a. Continue effort to establish partnerships to take best advantage of the public and private investment in downtown.
- b. Utilize the Texas Main Street Four Points approach of design, organization, promotion and economic restructuring to energize the local economy while retaining our historic charm.
- c. Continue to implement downtown revitalization and development using the Main Street Program realizing that downtown development is an ongoing program instead of a project that ends.
- d. Promote a positive concept of downtown among residents.

Objective 3: Maintain a positive relationship with technical schools in Marshall to train the future work force.

Strategies

- a. Identify and act on ways to support educational institutions in the community.

Objective 4: Have a strong tourism industry that capitalizes on the community's and surrounding area's strengths.

Strategies

- a. Continue to maintain regional partnerships in the tourism industry and build a marketing campaign that promote Marshall's tourism industry.
- b. Continue to promote Marshall and Caddo Lake State Park as destinations for fun and recreation.





CHAPTER 6

HISTORIC AND CULTURAL PRESERVATION

Marshall envisions a community that

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Marshall's history is important to Texas and the United States. Although it served an important role as a railroad, political, and production center during the Civil War, it also became a center for the civil rights movement across the American South.

The origins of "boogie-woogie" are found in this part of the Piney Woods of northeast Texas. The boogie-woogie beat developed with fast piano lines that provided a "walking" bass melody to the beats of the rail line – specifically the Texas Western Railroad Company of Harrison County. Former slaves became railway workers who created the "fast western" or "fast blues" which were different from the slow blues of New Orleans and St. Louis.

The City Of Marshall's historic preservation program seeks to encourage investment in Marshall's older areas. Encouraging investment in these older neighborhoods and the downtown is wise public policy. Marshall's older neighborhoods and the downtown give the city a character and image unlike any other place. Marshall's distinct identity is portrayed in neighborhoods such as East End and Northside; Rainey Addition and Gregg Addition; Belmont and Baptist Hill; New Town and West End; South Marshall; and in the Original Townsite neighborhoods and downtown.

Two programs work together to preserve Marshall's unique identity and then use this unique identity to encourage investment in the older areas of Marshall.

Helping Marshall's older neighborhoods thrive and prosper is the goal of the Historic Preservation program. Marshall's Main Street program focuses on the revitalization of Marshall's historic downtown commercial area.

Why preserve?

- Preservation honors those who have come before us. They lived, worked and invested in our community. By preserving their accomplishments we honor them.
- Preservation makes economic sense. Preservation encourages investment in the older areas of Marshall. More than 50% of Marshall's building stock is historic and most are located in our older neighborhoods. Through the rehabilitation of these buildings, property values increase and the City's tax base expands. Heritage tourism generates local tax dollars.
- Preservation can add to the affordable housing stock. Much of the older housing is of the size and in a price range so that is affordable to low and moderate income families.
- Preservation is an effective tool for neighborhood revitalization. Stable, healthy residential neighborhoods are the backbone of all communities. Historic preservation, when viewed as conservation of older neighborhoods, can strengthen neighborhoods. Preservation of their neighborhood can be a rallying point for residents to organize and work together for the betterment of their community. Marshall's New Town Association organized after participating in an historic preservation planning process that resulted in a New Town action plan. Actions from that plan are now being implemented.



Marshall's historic buildings give the community character. They set Marshall apart from any other place. Most towns in Texas have a Wal-Mart. Only Marshall has a unique courthouse in its beautiful setting on the downtown square. Only Marshall

has the beautiful architecture of the Weisman building. Only Marshall has a New Town neighborhood surrounding historic Wiley College.

GOAL: PRESERVE AND ENHANCE CULTURAL AND HISTORIC RESOURCES OF THE CITY.

Objective 1: Preserve historic resources, including buildings, sites, and archeology.

Strategies

- a. Update the inventory of historic buildings, properties, and sites in Marshall;
- b. Address apparent barriers to preservation and renovation of structures presented by fire, life safety, accessibility, and building codes;
- c. Identify develop, and implement funding sources and incentives to aid in preserving the community's historic resources.
- d. Develop and implement a program or programs to increase public awareness and acceptance of efforts to preserve historic resources in the community; and
- e. Encourage property owners to restore existing historic buildings and sites through incentives.
- f. Provide resources and guidance to address problems, whether perceived or actual, such as building code application for older buildings, incentives for development, sensitivity to historic design of buildings, and design uniformity.

Objective 2: Maintain and improve tourist connections to city-wide festivals.

Strategies

- a. Incorporate clear and plentiful signage for festivals including announcements, dates, wayfinding, parking and restrooms.
- b. Ensure appropriate facilities area available including equipment, power and connectivity.
- c. Develop a volunteer base to better staff the downtown visitors center during all events to help the public as needed.
- d. Continue utilization of social media and other technological tools to assist in the onsite reporting and communication about the conditions of the festival including attendance, weather and concessions.

- e. Utilizing technology and other tools, track attendees to gather data to assist in planning future events and managing growth of current events.

Objective 3: Continue to fund, maintain and operate the Marshall Convention Center and City Arena for community events and functions.

The Marshall Convention Center is a multi-purpose facility available for convention or trade shows, seminars, meetings, banquets, stage performances, and graduations. It was completed in 1984 and has a 1600 seat theater. The City also owns and operates a livestock and rodeo arena complete with stable capacity, concession stand, meeting room, parking, RV hookups, holding pens and more. The Convention Center and City Arena are assets that serve parts of East Texas in addition to Marshall.

Strategies

- a. Keep the Convention Center and Arena in a good state of repair with modern equipment.
- b. Continue to promote the facility in order to bring in new events while working to maintain the existing events held on a continual basis.

Objective 4: Continue to fund, maintain, and operate the Marshall Visual Arts Center.

The Marshall Visual Arts Center provides artist in residence spaces and original works of art for sale including paintings, pottery, sculpture and handmade items of all descriptions. The building contains a banquet/creativity hall that serves family reunions, birthday parties, meetings, weddings receptions, church groups, etc. Each year nine art exhibits in the Gallery display works from regional artists.

Strategies

- a. Keep the Visual Arts Center in a state of good repair with modern equipment.
- b. Research various partnerships to continue to improve the activities at the center.



Chapter 7 Housing

Marshall envisions a community that

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Marshall's dominant housing type is single family detached although there are a few apartment complexes, apartments in non-residential buildings and townhouses scattered through the City. Past comprehensive plans have identified the need for a greater variety of housing types to support lifestyles of all ages and income levels.

Having a variety of housing types allows for residents to choose the type of home they can both afford and prefer. Housing needs are different throughout different stages of life. Providing for all types of housing allows residents to gracefully age in place.

Marshall's housing stock also includes abandoned dilapidated houses and overgrown or unkempt property. Lack of property maintenance degrades the community's appearance and has a strong effect on self-image. For health, safety, and community

pride, efforts to improve property maintenance are key to a successful future.

GOAL: HAVE A VARIETY OF HOUSING TYPES AVAILABLE TO ALL INCOMES; ENSURE THAT ALL HOUSING IS SAFE AND DECENT FOR RESIDENTS.

Objective 1: Promote development of all housing types: single family detached units, attached units, townhouses, and apartments.

Strategies

- a. Support development of new areas for attached housing, townhouses, and apartments as shown on the Future Land Use Plan.
- b. To the extent possible, allow for a mixture of housing types within larger neighborhoods to support a variety of age groups and income levels.
- c. Redevelop existing residential lots where buildings have been removed. Doing so would provide opportunities for homebuilders looking for lower-cost land to build homes based on traditional Texas style architecture.
- d. Promote replatting of lots to make sure that housing meets minimum lot standards for zoning districts.
- e. Modify the zoning ordinance to improve opportunities for multifamily housing to serve younger populations.

Objective 2: Remove and prevent blight.

Strategies

- a. Using the building code and property maintenance code, eliminate abandoned dilapidated houses and accessory structures.
- b. Consider ordinance amendments to streamline blight removal.

Objective 3: Maintain and improve the existing housing stock.

Strategies

- a. Expand programs to maintain the existing housing stock such as the Community Development Block Grant Program, Habitat for Humanity, and other organizations and agencies.

Objective 4: Update manufactured housing standards

Strategies

- a. Examine zoning regulations regarding the allowance and design standards for placement of individual manufactured homes and the creation of manufactured home subdivisions.

Chapter 8

Parks, Recreation, and Natural Resources

Marshall envisions a community that

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The City of Marshall has an existing park system that includes (9) developed parks totaling 265 acres and (1) public swimming pool. There are (12) elementary or middle schools that provide areas of outdoor recreation, and there is also (1) private park in the City of Marshall. An Outdoor Parks and Recreation Plan, adopted in 2010, is in need of updating, however, the following objectives and strategies from that Plan are still relevant.

GOAL: HAVE EXCELLENT PARKS AND RECREATIONAL AREAS AND PRESERVED IMPORTANT NATURAL RESOURCES.

Objective 1: Upgrade and enhance each of the City's existing parks to make the community friendlier and more inviting to families and children residing within or visiting Marshall. Address each park's specific needs, one park at a time, to make necessary and requested changes.

Strategies

- a. Continue to provide diverse recreation activities at existing parks so that activities are available for an entire family.
- b. Construct and/or improve restroom access at all parks.
- c. Utilize technology and various partnerships for increased security and park appearance.

- d. Address security problems in each park, including additional lighting, fencing to prevent access to dangerous areas, and clearing wooded lots to enhance visibility and provide a safety zone for small children.
- e. Examine capital improvements enhancements for the improvement of the Oak Trail Park on Cedarcrest Dr.
- f. Examine possibilities of renegotiation of concession agreements to allow more funds for maintenance and improvements of parks.
- g. Review and update Master Parks Plan.



Oak Trails Park

Objective 2: Improve playground amenities at existing parks and provide playground amenities in newer parks.

Strategies

- a. Upgrade and/or replace existing playground equipment to enhance safety and make the parks more enjoyable for all populations.

Objective 3: Develop a trails plan that provides off-road recreational opportunities for pedestrians and bicyclists and connects existing parks.

Strategies

- a. Utilize the Parks Committee to work with the Department of Parks and Recreation to identify locations for trails.

- b. Develop trail standards to guide public and private construction of trails.
- c. Examine abandoned and active rail lines with excessive right-of-way for construction of adjacent parallel bicycle and pedestrian trails, potentially utilizing rails-to-trails programs and funding.

Objective 4: Find funding mechanisms to help improve areas parks more quickly.

Strategies

- a. Look to state and federal programs that promote healthy lifestyles to augment and improve existing parks.

Objective 5: Preserve floodplains and other important environmental features in the City.

Strategies:

- a. Disallow building of permanent structures in the 100 year floodplain.
- b. Replant riparian areas to create 100 foot vegetative buffers along all perennial streams.
- c. Allow for pedestrian paths within the floodplain to create a continuous system of greenway trails.



Chapter 9 Government Infrastructure, Services and Facilities

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City government exists to ensure that the needs of residents, property owners, businesses and visitors are adequately addressed. These needs include public safety, streets, water and sewer facilities, libraries, public safety, and other services. The City of Marshall has invested millions of dollars over the years to provide the highest quality services and facilities to its residents.

This chapter on community facilities covers provision of water, wastewater treatment, stormwater management, solid waste management, libraries, and other services and facilities owned and managed by the City of Marshall. These buildings and activities contribute in large part to the quality of life for all residents, businesses, and visitors to Marshall.

GOAL: HAVE HIGH QUALITY INFRASTRUCTURE AND SERVICE PROVISION TO SUPPORT RESIDENTS,

BUSINESSES, AND INSTITUTIONS IN THE CITY.

Objective 1: Provide sufficient quantity and quality of drinking water.

Marshall's source of drinking water comes from run-of-the river flows in Cypress Bayou. To provide for a more stable and sustainable supply, the City needs to provide for alternate water sources to supplement the current system.

The City has researched several options which include: numerous groundwater wells; Sabine River south of Marshall; Shreveport Water Intake on Caddo Lake;

pipeline from Lake O the Pines; treated water from NETMWD (Northeast Texas Municipal Water District) near Jefferson; water re-use, and purchase additional water rights from NETMWD. The City of Marshall already has a contract in place to purchase additional water rights from NETMWD, which would be the most economical option. A secondary option would be purchasing water rights further upstream from Lake Fork.

The Water Treatment Plant was upgraded in to 2009 to a rated capacity of 19 million gallons a day (MGD). An upgraded emergency generator to run the Water Treatment Plant was installed in 2009, as part of the Water Treatment Plant Upgrade. In addition, an emergency generator to operate the high service treated water pumps was also upgraded and replaced as part of the 2009 water plant upgrade. Based on projected population statistics, the City of Marshall has a surplus treatment capacity through 2038.

Strategies for Water Procurement

- a. Continue to monitor the Pre-Sedimentation Basin installed in late 2014 to ensure that it does not become silted and adversely affect the storage capacity of 10 MG in the basin.
- b. Continue to rehabilitate or replace raw water pumps and annually repair or upgrade the variable speed controls.
- c. Continue to contract with private companies to perform right-of-way clearing and maintenance.
- d. Continue to GPS locate all of the air release and blow-off valves to insure annual maintenance is performed.
- e. Replace and enlarge the emergency generator at the Raw Water Pump Station to assure a continued flow of raw water into Marshall in the event of a power outage using the grant received from the TDRA (Texas Dept. of Rural Affairs).

Strategies for Water Treatment

- a. Continue to send staff to annual training sessions to maintain their treatment certification through the TCEQ (Texas Commission on Environmental Quality), as required by state laws.
- b. Continue to budget for and maintain the water treatment plant facilities and equipment, to remain in compliance with state and federal guidelines.
- c. Strategies for Pump Stations and Storage:

- d. Continue to annually inspect the two 3 MGD treated water storage clear wells at the water treatment plant to insure they are being maintained properly in accordance with state and federal guidelines.
- e. Continue to budget for rehabilitation and/or maintenance of the high service pumps and valves. The City of Marshall is currently researching converting the High Service Pumps from manual (hard start) operation to a variable speed operation in order to supplement the operations of the surge protection valves.
- f. Replace the Supervisory Control and Data Acquisition (SCADA) system in 2018 to provide updated controls and equipment.

Strategies for water distribution and elevated storage

- a. Incorporate the long term plan and mapping to address needed looping of all dead-end water mains.
- b. Regularly visit the discussion on the need for and cost-effectiveness in paying for a 1 MG elevated storage tank in the southern section of Marshall.
- c. Map the location of water mains to address needed replacement of undersized 2" and 4" water mains, which are generally located in the older sections of Marshall.
- d. Continue to research the feasibility of acquiring additional Certified Certificate of Need (CCN) licensing for treated water delivery outside the corporate city limits and inside the extraterritorial jurisdiction (ETJ).
- e. Continue to manually operate existing flushing valves and fire hydrants on a regular basis in sections of town where it is necessary to maintain chlorine residual and water clarity. Looping of dead-end lines will greatly reduce the need for flushing.
- f. Continue to budget funds annually for rehabilitation or maintenance of the high service pumps and valves.
- g. The city budget annually dedicates funds for rehab and monthly maintenance of the fire hydrants within the distribution system, and dedicates funds for annual replacements on a regular basis. All of the fire hydrants have been GPS located in the new Water Master Plan digital mapping system.

Objective 2: Provide wastewater collection and treatment to meet all state and federal standards.

The City's wastewater system includes both collection and treatment. Through a newly completed Sewer Master Plan in 2017, sources of inflow and infiltration have been located and sewer mains noted that need to be enlarged, maintained, or replaced. The City's annual budget provides funds for rehabilitation or maintenance of the sewer collection system, located through an annual smoke testing program that discovers points of inflow and infiltration into the distribution piping.

The Wastewater Treatment Plant The recent replacement of the bio media filter material in one of the two bio filtering towers has greatly enhanced the efficiency of bio matter treatment. Filter media for the second filtering tower is scheduled for 2019 or 2020. The city budget annually dedicates funds for rehab or maintenance of the sewer collection mains, manholes, and lift stations through funds dedicated to main replacements, manhole rehabs, lift station maintenance, and pump rehabs and replacements.

Strategies

- a. Use the 2017 Sewer Master Plan to target and prioritize needed improvements to the system.
- b. Continue to fund rehabilitation and maintenance programs to ensure functionality of the system and environmental protection.
- c. Continue to annually budget for and extend wastewater service to underserved or unserved portions of the City of Marshall.

Objective 3: Provide for stormwater management that prevents flooding and siltation of creeks and streams and meets all state and federal regulations.

Marshall has three primary creeks and several small tributaries which generally run from the northwest to the southeast areas of the community. As an older community, a significant portion of the City is impervious which creates runoff into these streams and creeks and ultimately into the Sabine River system. Excessive runoff results in flooding and erosion. Management of runoff is essential to the public health and safety of residents and businesses in the City.

The City of Marshall participates in the National Flood Insurance and works closely with Texas Dept. of Transportation (TxDOT) on locations in the City that require joint maintenance attention. The Public Services Director serves as the city's Floodplain Manager. City floodplains and floodways were recently added in 2017 to

the newly Geographical Information System (GIS) digital mapping system, along with topographical elevations throughout the City of Marshall. The City of Marshall created a Drainage Utility System in late 2017 and began funding the system through a monthly fee on customer water bills. Addition of this fee will raise funds necessary for maintenance to the city storm drainage system, hiring of a fulltime drainage related staff, construction of drainage improvements, and creation of a storm water runoff detention system to reduce downstream flooding. Development of a Storm Water Drainage Design Criteria Manual, and storm water runoff guidelines, is scheduled for 2019.

Strategies

- a. Prepare a stormwater management and improvement plan using the information provided in the 2017 Drainage Utility System study
- b. Update stormwater regulations after completion of the Drainage Design Criteria Manual.
- c. Continue to update locations in the City where added drainage maintenance is needed.
- d. Improve stormwater pipes, drains, and detention facilities owned by the City.
- e. Develop a program for restoration of riparian buffers along all streams and creeks in the City to reduce erosion and siltation.
- f. Reduce the amount of development that occurs in the floodplain to help prevent flooding.

Objective 4: Continue to provide solid waste disposal service in the City.

Residential and Commercial solid waste and recycling services, including roll-off and construction waste debris services, and recycling educational programs currently are provided by a private contractor.

Strategies

- a. Promote recycling to reduce the volume of waste deposited in landfills and therefore keep the cost of disposal at a reasonable level.
- b. Monitor the needs of the community for solid waste disposal options and act in a timely fashion to meet these needs.
- c. Promote mulching and composting of green wastes, such as leaves, tree limbs, grass clippings, brush, etc. as part of the recycling and waste minimization efforts.

Objective 5: Continue to provide excellent library services to residents.

The Marshall Public Library provides books, newspapers, magazines, and public access to the internet to help meet the need for information and answers to questions on a broad range of topic related to work, school, consumer information, community services, and personal life.

Strategies

- a. Maintain accreditation from the Texas State Library and Archives Commission through adequate financial support from the City of Marshall and Harrison County.
- b. Maintain financial support from the City budget and private organizations.



Chapter 10 Implementation

Implementation of plans and policies takes place in many ways. Voluntary measures, staffing, capital improvements, regulations, consistent application of policy, and overall budgetary support represent the ways most localities implement their Plan. The strategies in each chapter of the Plan are recommendations which utilize different tools available to Texas cities. Each tool is described in more detail below.

Voluntary Measures

The largest role in implementation occurs by residents and property owners. They make conscious decisions related to where they live, what programs they financially support, which businesses they frequent, and what changes they make to land they own, or on which they reside. They can develop habits such as recycling, water conservation, carpooling, and lower energy consumption that will ultimately have an effect on landfill costs and the environment. When residents support local business local dollars go back into Marshall's economy.

Land developers also play a part in the implementation of the City's Comprehensive Plan. When they adhere to best management practices they help the environment. When they make conscious decisions to respond to recommendations and requests by staff and property owners, they help to implement the Plan.

Through partnering with the City on several levels, various area organizations also help to implement the Comprehensive Plan. Through these partnerships, both parties complete work that helps to further individual goals. For instance, the City can partner with a local housing non-profit on a new multi-family development by providing a portion of necessary funding, or assisting with grant applications, or placement of qualified residents. By working together, a considerable amount of work is lessened by shared responsibility and participation.

Regulatory Measures

Implementation sometimes requires more than voluntary action and regulatory measures must be taken. Many of these regulatory measures have been in place for decades, such as State and local building codes and floodplain protection. There are other available regulatory methods not currently used that may be utilized if viewed appropriate by the community and the City Commission.

Zoning Ordinance

Zoning is another implementation tool used to ensure that activities in a community are properly located in relation to each other. Zoning also attempts to provide for residential density where houses and residents can be adequately served by roads, schools, and utilities. The Zoning Ordinance places other controls on development to protect the health, safety, and general welfare of City residents. Zoning is intended to ensure light, air, and compatibility of uses, provide regulations for land use, building use, building heights, and setbacks. It ensures safety and uniformity of site development.

Subdivision Ordinance

The Subdivision Ordinance sets the parameters for physical development such as the creation of lots and blocks. Subdividing is the process of splitting a parcel of land into two or more parcels. This process is regulated to make sure the pattern of development recommended in the Comprehensive Plan actually occurs. During the subdivision process, streets and blocks are surveyed and designed to adequately support expected uses and forms of development. Lot size is largely determined by zoning regulations, but the shape, location, ability to be served by utilities, drainage improvements such as storm sewers, and sidewalks occurs through application of subdivision regulations.

Consistent Application of Policies

Consistent application of City policies protects the integrity of the Comprehensive Plan. The Comprehensive Plan is like a muscle in the body - the more it is exercised, the stronger it becomes. Regular use of the Comprehensive Plan in decision-making provides the City Commission with strong legal backing. It also sends a message to residents and future developers that the vision for the City is not a lofty thought, but an expected reality.

Funding

One of the most important ways the City implements its plan is through funding staff and programs, construction, and maintenance. City revenues come from property taxes, permits, fees and licenses, and funding from the State or federal government.

Capital Improvements Program

The Capital Improvements Program (CIP) is the way in which the City determines, schedules, and prioritizes major public facilities and services needed to implement the Comprehensive Plan. This program is critical to the success of implementing the Plan.

State and Federal Funds

While both state and federal government financial support for localities has diminished over time, these sources of funding still provide for programs. Through a wide variety of grant making programs, many governmental agencies assist the City in work related to achieving the Comprehensive Plan goals. For instance, the federal Department of Housing and Urban Development provides community development block grant programs to help with housing and recreation for low income families. The Department of Homeland Security provides grants for projects which enhance policing opportunities. However, federal and state funds are expected to continue diminishing over time.

Bonds

Many communities issue bonds to help fund infrastructure improvements. High bond ratings are important for cities to create more ease in issuing bonds for funding.

Maps and Mapping Tools

Maps are tools that can be used to help implement the Comprehensive Plan. The Federal Emergency Management (FEMA) floodplain maps are used by most localities help prevent flood damage to life and property. They are essential to helping property owners know when flood insurance is required. They also help the City identify where land development should and should not take place.