



City of Marshall, Missouri
Parks and Recreation Master Plan
December 2022



Acknowledgments



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Executive Summary





Executive Summary

Marshall Parks and Recreation is a fundamental component of identity for Marshall residents and across Saline County. Throughout this planning process the importance of the parks, specifically Indian Foothills Park, and the variety of recreation and community gathering opportunities provided was identified as a core element of Marshall; past, present, and future.

This Master Plan is a system-wide plan for the Parks and Recreation Board and department staff that addresses key factors identified for the parks system to successfully meet the needs and desires of the Marshall community and remain a foundational component to the Marshall identity. Priorities were identified for the master plan process. These priorities defined goals for the master plan and are guided by the Marshall Parks and Recreation Mission Statement:

Mission: *The Marshall Parks and Recreation Department and Park Board will strive to be fiscally responsible in maintaining and expanding facilities, land and programs accessible to the citizens of Marshall and Saline County.*

Goals

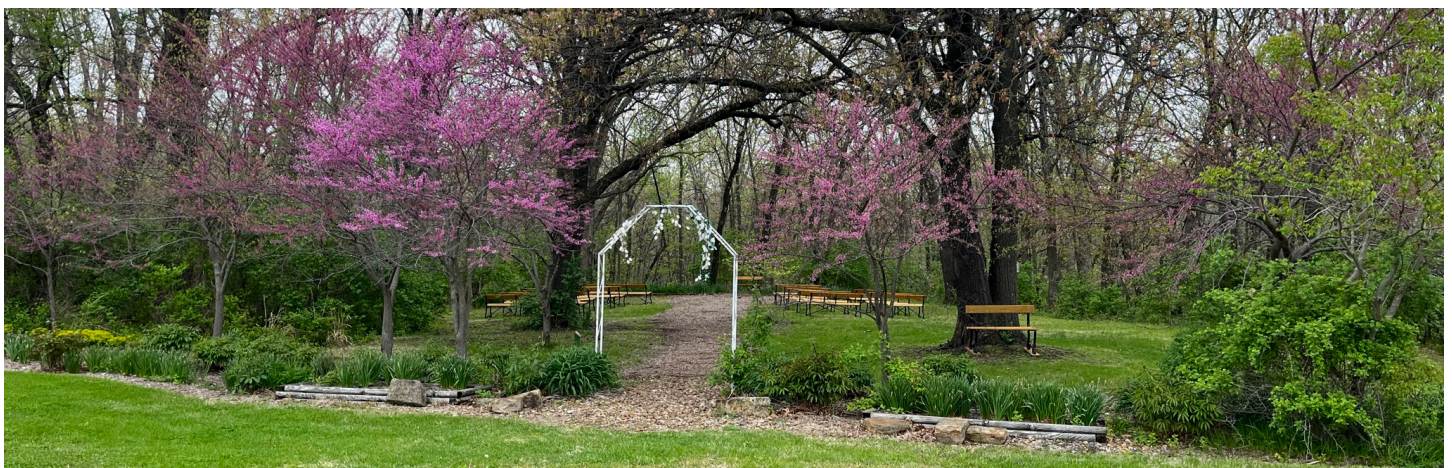
The master plan process started with the development of four overarching goals and objectives. Three of which focus on shaping the plan, and a fourth that will result in an approach to realizing the overall vision identified in the master plan. Addressing these goals and objectives through a community input guided planning process was the focus for the development of recommendations and the action plan presented in this document. The overall goals and objectives established for the master plan are:

- *Establish a 15–20 year vision for the Parks and Recreation System.*
- *Conduct a community driven master planning process.*
- *Identify needs and desires for the parks and recreation system as a basis for recommendations.*
- *Create a road map for recommendation implementation through cost estimates and funding opportunities.*

Process

The planning process was organized into four phases. Each phase built on the previous phases and refined the focus of the process and recommendations development. The phases of the master plan process were:

- **Discover (Inventory and Engagement)** - This initial phase of the master plan process focused on collecting information about the City of Marshall and the parks system. The team focused on developing an understanding of the existing parks system along with the perception and desires of the community. This was accomplished through meetings, discussions, park tours and review of existing planning documents with staff, stakeholders, the Parks and Recreation Board, and the community.
- **Balance (Needs Determination)** - The planning team focused on identifying the key needs and opportunities from the information obtained in Discover. An online community needs assessment survey along with a comparison of national and regional benchmarks were used. Review of these findings with stakeholders and the Parks and Recreation Board established a foundation for master plan recommendations.
- **Build (Recommendations)** - Draft and final recommendations were created for the Marshall Parks System. These were shared with staff, stakeholders, Parks and Recreation Board, and community, and refined based on the input received.
- **Connect (Action Plan)** - The final phase focuses on an approach to implementation of the master plan along with creating the final master plan document. The phase included sharing the final plan looks to transition from a master planning effort to implementation of the master plan recommendations.



Discover (Inventory and Engagement)

The Discover phase of the master planning process included a thorough investigation of both quantitative and qualitative aspects influencing the Marshall Parks and Recreation System. Existing conditions, inventory, and demographics were complemented by community, stakeholder, staff, and Parks and Recreation Board input.

The existing conditions inventory and analysis exercise built a working understanding of the Marshall Parks System amenities, offerings, and partnerships. This investigation identified gaps in services, condition of existing parks and facilities, and underutilized amenities. Overall, Indian Foothills Park is considered “the park” while Peyton Park is viewed as a park for the surrounding neighborhood. The parks are frequently used and at risk of being over developed based on this plan, while program and event offerings are challenged by space, cost recovery, and operational support to meet community desires.

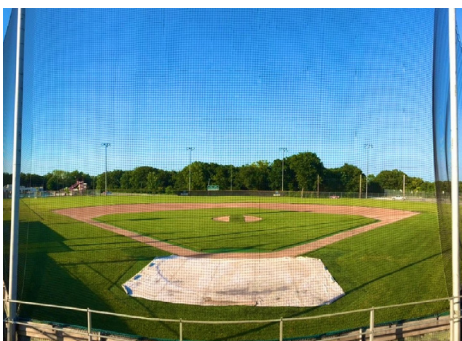
Conducting staff, stakeholder, and Board engagement, the design team was able to structure master planning efforts to address feedback received from those most in tune with the community and the Marshall Parks System. This input was critical to developing well-informed and comprehensive recommendations. The guidance and advice offered during those discussions along with community input, greatly influenced the following phases of the master planning process.

Perhaps the most important tool for gathering community input was the use of online community input forms. This strategy expanded outreach to the community and gathered targeted feedback. The Marshall community was able to share their perception of the parks system and provide insight regarding the needs and opportunities for the future.

By understanding the demographics of the City of Marshall and Saline County, the design team was able to see that the City of Marshall has grown slightly while the overall county population has declined. This review also shows how Marshall is unique in its demographic make-up, leading to potential interest and opportunity for improving the Parks System that reflect the needs of the overall community.

The design team reviewed the 2014 Master Plan Update document to better understand prior efforts, goals, and the improvements made as a result of the plan. With the Director of Parks and Recreation changing since that plan was completed it was important to review that document with staff. Many significant recommendations from that plan have been realized, including relocating the maintenance building, adding a ramp to Lyon Bowl, and the inclusive playground expansion. However, there are items noted as priorities in 2014 that remain important today. Trails, new restrooms, and soccer fields are items brought up in all engagement discussions and the online survey in 2022 that were also identified in 2014. This blend of master plan successes and consistent themes of desired improvements reinforced much of the feedback received during the community engagement process.

The work completed during the Discover phase established a solid foundation for guiding the development of recommendations. This comprehensive understanding of existing conditions and community input is essential to identifying and evaluating future efforts that will be both effective and well-supported by the community. The following phases will build upon these initial discoveries to develop a complete master plan for the Marshall Parks System.



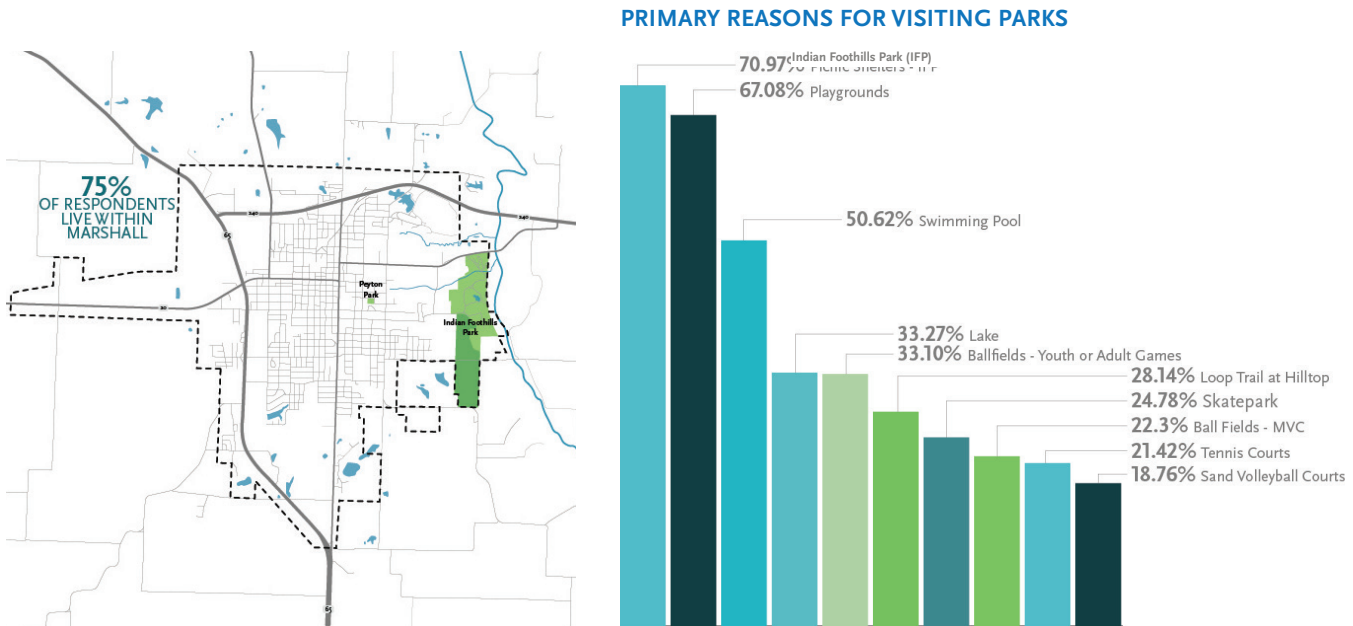
Balance (Needs Determination)

In this phase, the Community Needs and Interest Survey obtained input from community members regarding the Marshall Parks System's opportunities and future. This feedback was used to reinforce information gathered by the design team in the Discover phase. The quantitative and qualitative data gathered throughout this process further refined and shaped the approach to developing master plan recommendations.

The Community Needs and Interest Survey gathered input from 626 people, representing over 9.5% of Marshall's population. Overall, responses were consistent with feedback gathered from community engagement events and stakeholder interviews.

Results typically trended towards positive feedback, constructive remarks, and consistent support for Marshall's Parks and Recreation System. This is likely because the people taking the time to complete the needs and interest survey already have some degree of support for the Parks and Recreation Department, or desire to see more from the department to meet their needs. The success of using an online platform paired with the large number of respondents deems these results reliable and informative.

The Community Needs and Interest Survey was a critical outreach tool to help confirm findings from the inventory and analysis phase, while revealing new information. By completing the Balance Phase, the design team was able to verify information from the Discover Phase and established a framework for the development of the master plan recommendations based on identified core needs and desires if the community and parks department.



Build (Recommendations)

Based on the framework established through Needs Determination in the Balance Phase the team developed an outline of recommendations for the Marshall Parks System. These recommendations will focus on achieving the goals and metrics identified with parks board, stakeholders and the community. In addition to the recommendations this section includes graphic plans for each park, and proposed trails to convey key recommendations.

The core recommendations in this plan are organized into five focus areas:

1. Parkland
2. Trails and Connectivity
3. Park Amenities
4. Programs and Events
5. Maintenance and Operations

Connect (Action Plan)

The final section of the master plan report establishes priorities for implementation of the recommendations based on community input, and provides the Parks Department and Parks and Recreation Board with a foundation to move forward in budgeting and planning for implementation. A critical element for this master plan is that it provides direction for the future of the parks system while remaining flexible in its implementation. Clear direction in the plan establishes transparency for the long-term vision for the Parks System. Flexibility allows staff and the Board to react to variables out of their control as well as to take advantage of opportunities that present themselves over the life of this plan. These actions can be taken while moving towards the overall vision of the parks system.

Vision Statements

The five vision statements outlined below were identified by the community as the most important roles, benefits, and initiatives for the Marshall Parks and Recreation Department to play and provide for residents and the future of the city. As part of the Community Needs and Interests Survey, respondents were asked to identify what roles and benefits from parks and recreation are important to them and to the City of Marshall. Additionally they were asked what initiatives to improve parks and recreation should be pursued in Marshall. The top responses and the percent of respondents who supported the response are noted below:

Initiatives to Improve Marshall Parks and Recreation

- Upgrade and Improve Existing Parks Amenities - 85%
- Develop New Hard Surface Trails - 67%
- Acquire Land for Preservation and Trail Development - 77%

Roles and Benefits from Parks and Recreation

- Improve Quality of Life in Marshall (97%)
- Improve Physical Health & Fitness (94%)
- Improve Mental Health & Reduce Stress (93%)
- Provide Community Interaction (90%)

Based on the consistency of these desired initiatives, benefits, and roles they have been incorporated into the Action Plan as Vision Statements as guides to assess the impact of each recommendation. The more of these vision statements a recommendation is identified as having the potential to support for the Marshall community, the greater value it may bring with its implementation.

Together with other considerations these statements can be used to message the community-wide impact the master plan can have on Marshall. These statements can also be used as reference points for how the recommendations can enhance or support initiatives brought forward by other city departments and in outreach to establish and strengthen partnerships.

1. Prioritize the Care of Existing Facilities: **EF**

- Maintenance of existing park amenities is critical to providing a stem that brings its best and highest value to the community.
- In most cases investment in repair or replacement of an existing amenity should be a priority over adding a new amenity to a park.

2. Support Community Health and Quality of Life: **HQ**

- More time spent in parks and green spaces can help individuals fight against mental health issues like depression, anxiety and stress.
- Focus on increased opportunities of the Marshall Community to access parks and outdoor programs.

3. Expand Recreation Opportunities: **RO**

- Identifying community needs or recreation trends that will increase offerings within the parks and recreation system.
- Consideration for distributing opportunities to all parks for community access and encourage use of existing and/ or future parks.

4. Promote Community Interaction: **CI**

- Prioritize programs and amenities to activate parks and provide recreation opportunities for all community member.

5. Financially Responsible and Responsive: **FR**

- Maximize fiscal responsibility through capital planning and assessment of operational costs, revenue generation, and value to community.
- Prioritize partnerships and grant funding to assist with capital and operational cost when in the best interest of Marshall

The color coded keys associated with each Vision Statment above are used in the Action Plan to denote alignment of each recommendation with the Vision Statements.

Action Plan

The Action Plan provides an overview of the master plan recommendations, summary of community identified priorities for implementation, and key factors for consideration in establishing an approach to implementation. The Action Plan is organized by the focus areas identified in the Build chapter of this report. These focus areas are:

1. Parkland (Overall Priority Ranking #5)
2. Trails and Connectivity (Overall Priority Ranking #3)
3. Amenities (Overall Priority Ranking #1)
4. Programs and Events (Overall Priority Ranking #4)
5. Maintenance and Operations* (Overall Priority Ranking #2)

*Operations is a combination of recommendations defined by implementation of other sections and internal department focused recommendations. They were not presented for community prioritization.

1. Parkland

Recommendation	Level of Impact	Vision Statements					Timeline	IR
		EF	HQ	RO	CI	FR		
1.0 Parkland								
1.1 Additional Parkland Acquisition	Enhancement		✓	✓	✓	✓	LT	PP
1.2 One Community Park - Hab Center (+/-50 acres)	Visionary		✓	✓	✓	✓	LT	PP
1.3 Impacts of Expanded Parkland	Enhancement		✓	✓	✓	✓	ST	PL

PARKLAND PRIORITY RANKING

- 1 Additional Parkland - Expand Existing Parks
- 2 Additional Parkland - Develop up to three New Neighborhood Parks (5-15 ac.)
- 3 Additional Parkland - Acquisition for Connectivity (Trails)
- 4 Develop the Hab Center Park
- 5 Design Standards to Include full Cost and Program Impact of Expanded Parkland (fundamental action not included for community prioritization)

2. Trails and Connectivity

Recommendation	Level of Impact	Vision Statements					Timeline	IR
		EF	HQ	RO	CI	FR		
2.0 Trails and Connectivity								
2.1 Internal Park Trails								
2.1.1 Internal Loop Trails in all Parks	Enhancement		✓	✓	✓	✓	ST	PL
2.1.2 Accessible Trails	Maintenance		✓	✓	✓	✓	ST	PL
2.1.3 Minimum trail widths based on use	Maintenance		✓	✓	✓	✓	ST	PL
2.1.4 Secondary Trail Systems (natural areas)	Enhancement		✓	✓	✓	✓	MT	PL
2.2 External Trails								
2.2.1 Access to Parks	Visionary		✓	✓	✓	✓	LT	PP
2.2.2 Connections to Neighborhoods	Enhancement		✓	✓	✓	✓	LT	PP
2.3 Trail System Support								
2.3.1 Trailheads	Enhancement			✓	✓	✓	MT	PP
2.3.2 Signage	Enhancement			✓	✓	✓	ST	RB

TRAILS & CONNECTIVITY PRIORITY RANKING

- 1 Internal Park Trails -IFP
- 2 External Trails - Rail Corridor
- 3 External Trails - Sidewalks and Protected Bike Lanes
- 4 Internal Park Trails -Peyton Park
- 5 Trailhead & Signage Standards

3. Amenities

Recommendation	Level of Impact	Vision Statements					Timeline	IR
		EF	HQ	RO	CI	FR		
3.0 Park Amenities								
3.1 Existing Amenities								
3.1.1 Shelters	Maintenance	✓					ST	PL
3.1.2 Restrooms	Maintenance	✓					ST	PL
3.1.3 Ballfields	Maintenance	✓					ST	PL
3.1.4 Aquatic Center	Maintenance	✓					ST	RB
3.1.5 Playgrounds	Maintenance	✓					ST	PL
3.1.6 Basketball Courts	Maintenance	✓					ST	PL
3.1.7 Tennis Courts	Maintenance	✓					ST	PL
3.1.8 Sand Volleyball Courts	Enhancement	✓		✓			MT	RB
3.1.9 Skate Park	Enhancement	✓		✓			MT	RB
3.1.10 Disc Golf Course	Enhancement	✓		✓			MT	RB
3.1.11 Horseshoe Pits	Enhancement	✓		✓			MT	RB
3.1.12 Archery Range	Maintenance	✓					ST	RB
3.1.13 Dog Park	Maintenance	✓					ST	PL
3.1.14 Mountain Bike Trail	Enhancement	✓		✓			MT	RB
3.1.15 Wedding Area	Maintenance	✓					MT	RB
3.1.16 Park Signage and Furnishings	Enhancement	✓		✓			MT	PL
3.2 Added or Expanded Amenities								
3.2.1 Playgrounds	Enhancement		✓	✓			MT	RB
3.2.2 Multi-use Fields	Enhancement		✓	✓			MT	RB
3.2.3 Pickleball Courts / Futsal Courts	Enhancement		✓	✓			MT	RB
3.2.4 Performing Arts / Community Event Area	Enhancement		✓	✓			LT	PP
3.2.5 Splash Pad	Enhancement		✓	✓		✓	MT	RB
3.3 Natural Resource Based Amenities								
3.3.1 Lake Minisa Enhancements	Enhancement	✓	✓	✓			MT	RB
3.3.2 Nature Based Education Opportunities	Enhancement		✓	✓	✓		LT	PL
3.3.3 Enhance Tributary Creek Interaction	Enhancement		✓	✓	✓		MT	PL
3.3.4 Evaluate Turf Conversion	Visionary	✓	✓		✓	✓	LT	PL

PARK AMENITIES PRIORITY RANKING

- 1 Improvements Existing Park Amenities
- 2 Add or Expand Amenities
- 3 Develop Natural Resource Based Amenities

4. Programs and Events

Recommendation	Level of Impact	Vision Statements					Timeline	IR
		EF	HQ	RO	CI	FR		
4.0 Programs and Events								
4.1 Existing Programs and Events								
4.1.1 Partnerships	Enhancement		✓			✓	MT	PP
4.1.2 Youth Programs	Enhancement		✓	✓		✓	MT	PL
4.1.3 Events	Enhancement				✓	✓	MT	PP
4.2 Additional or Expanded Offerings								
4.2.1 Proactive Management of Programs/Events	Visionary	✓				✓	ST	PP
4.2.2 Prioritize New or Expanded Offerings	Visionary		✓		✓	✓	MT	PP
4.3 Cost Recovery and Partnerships								
4.3.1 Balance Programs	Enhancement			✓		✓	LT	PP
4.3.2 Additional Pool Activities	Enhancement	✓				✓	MT	RB

PROGRAMS AND EVENTS PRIORITY RANKING

- 1 Maintain Existing Programs
- 2 Additional Programs & Events
- 3 Approach to Cost Recovery

5. Maintenance and Operations

Recommendation	Level of Impact	Vision Statements					Timeline	IR
		EF	HQ	RO	CI	FR		
5.0 Maintenance & Operations								
5.1 Prioritize Existing Park Amenities								
5.1.1 Shelters	Maintenance	✓				✓	ST	PL
5.1.2 Restrooms	Maintenance	✓				✓	ST	PL
5.1.3 Playgrounds	Maintenance	✓				✓	ST	PL
5.1.4 Aquatic Center	Maintenance	✓				✓	ST	PL
5.1.5 Proactive Measures	Enhancement	✓				✓	MT	PL
5.2 Additional Park Amenities								
5.2.1 Include annual O/M costs in project budgeting	Maintenance			✓		✓	LT	PL
5.2.2 Include lifecycle maintenance /replacement schedule	Enhancement			✓		✓	LT	PL
5.3 Modes of Care	Enhancement	✓				✓	MT	PL
5.4 Staffing								
5.4.1 Current Staffing	Enhancement	✓				✓	ST	PL
5.4.2 Future Staffing	Enhancement		✓			✓	LT	RB
5.4.3 Partnerships and Volunteer Groups	Enhancement			✓	✓	✓	MT	RB
5.5 Budget								
5.5.1 Establish a Cost Recovery Target	Enhancement	✓				✓	ST	PL
5.5.2 New Development by Reduce Operating Expenses	Visionary			✓		✓	LT	RB
5.5.3 Funding Strategies	Enhancement	✓	✓	✓	✓	✓	MT	RB

MAINTENANCE & OPERATIONS PRIORITY RANKING

- 1 Focus on Existing Maintenance Needs
- 2 Implement Modes of Care
- 3 Establish Department-wide Cost Recovery Goal
- 4 New Development Funding Through Reduced Operations Costs

Introduction





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Introduction

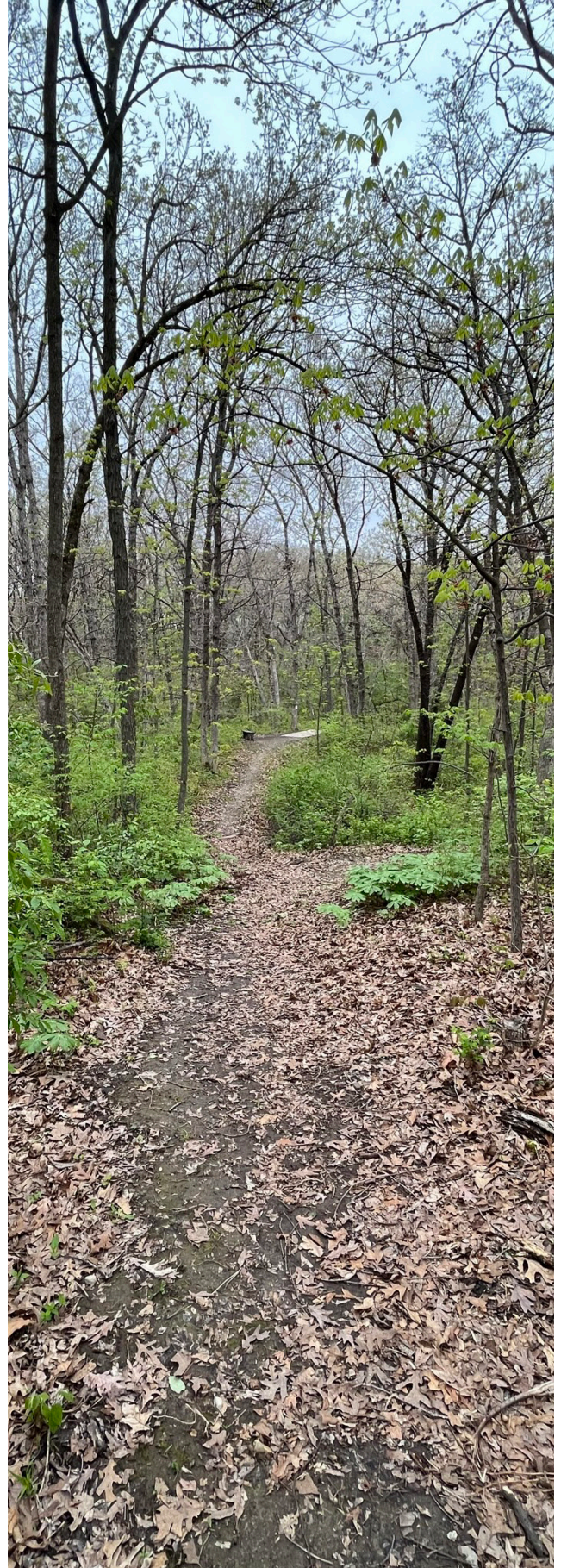
Plan Background

Marshall Parks and Recreation is a fundamental component of identity for Marshall residents and across Saline County. Throughout this planning process the importance of the parks, specifically Indian Foothills Park, and the variety of recreation and community gathering opportunities provided was identified as a core element of Marshall; past, present, and future.

This Master Plan is a system-wide plan for the Parks and Recreation Board and department staff that addresses key factors identified for the parks system to successfully meet the needs and desires of the Marshall community and remain a foundational component to the Marshall identity.

This Master Plan builds on the success of the 2014 Parks Master Plan Update. While many of the recommendations for Indian Foothills Park in the plan have been realized, this plan incorporates recommendations, yet unrealized but identified as still relevant, from the 2014 Master Plan. This plan goes beyond physical improvements to the parks. It includes opportunities for growth, programming, connectivity, and partnerships necessary to address current community needs and maintain the parks system.

This Master Plan is flexible. A master plan process is unique to the community and point in time that the plan and process are completed. This plan is a vision for the parks system that provides an overall structure for moving the parks system forward. Within the structure the Parks and Recreation Board and department staff can incorporate appropriate recommendations into their capital planning to best address community needs and desires during the life of the plan. The plan flexibility will also provide the Board and staff confidence to move recommendations forward as opportunities present themselves.



Master Plan Process Priorities

Priorities were identified for the master plan process. These priorities defined overarching goals for the master plan and are guided by the Marshall Parks and Recreation Mission Statement:

The Marshall Parks and Recreation Department and Park Board will strive to be fiscally responsible in maintaining and expanding facilities, land and programs accessible to the citizens of Marshall and Saline County.

The priorities identified for this master plan process are:

- Establish a 15–20 year vision for the Parks and Recreation System.
- Conduct a community driven master planning process.
- Identify needs and desires for the parks and recreation system as a basis for recommendations.
- Create a road map for recommendation implementation through cost estimates and funding opportunities.



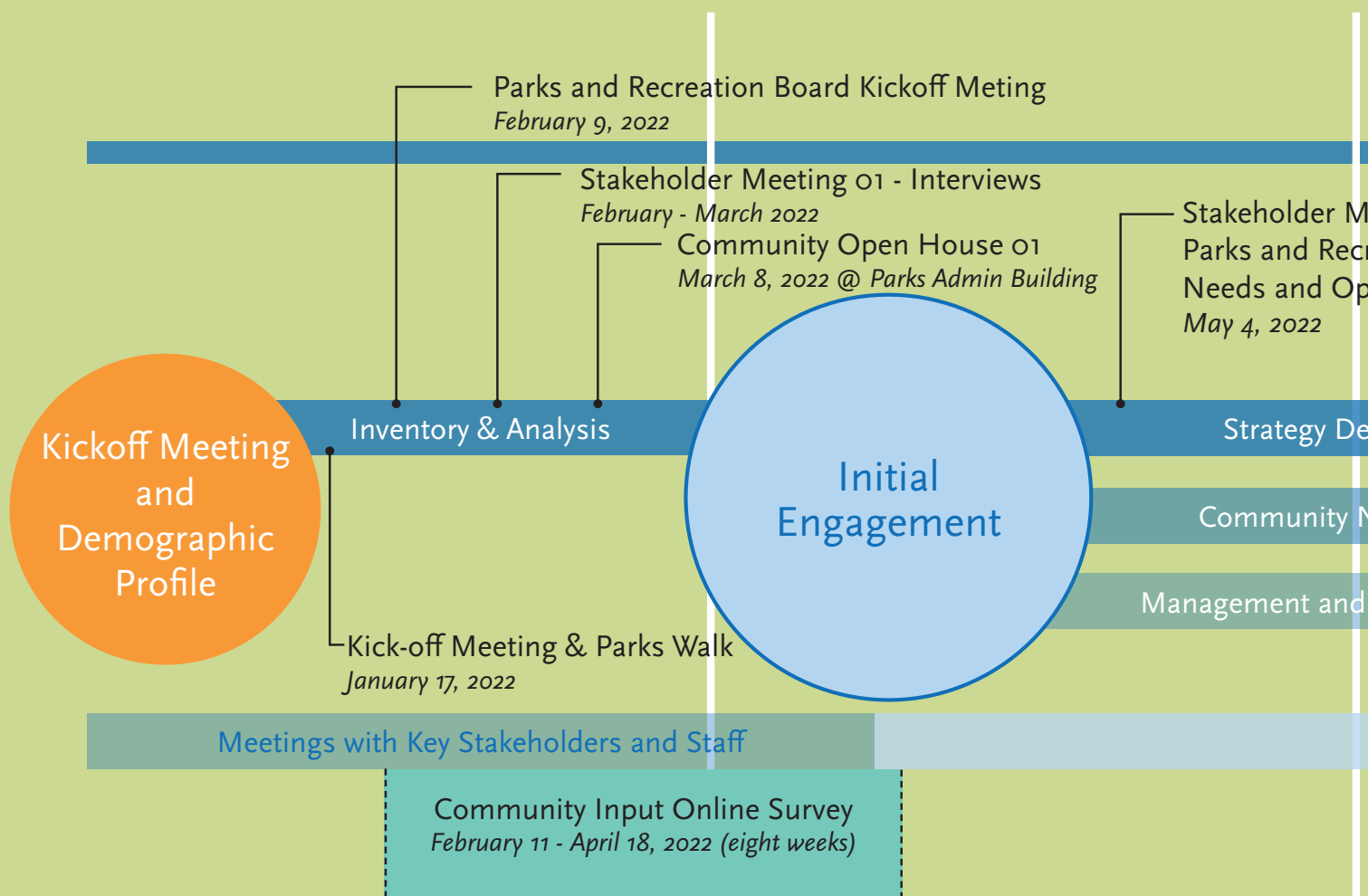
Planning Process Overview

Approach and Phases

The planning process was organized into four phases. Each phase built on the previous phases and refined the focus of the planning process and recommendations development. The phases are identified below with a brief description.

- **Discover** (*Inventory and Engagement*) - This initial phase of the master plan process focused on collecting information about the City of Marshall parks system. The team focused on developing an understanding of the existing parks system along with the perception and desires of the community. This was accomplished through meetings, discussions, park tours and review of existing planning documents with staff, stakeholders, the Parks and Recreation Board, and the community.
- **Balance** (*Needs Determination*) - The planning team focused on identifying the key needs and opportunities from the information obtained in Discover. An online community needs assessment survey along with a demographics comparison and national recreation benchmarking were used. Review of these findings with department staff, stakeholders, and the Parks and Recreation Board established a foundation for master plan recommendations.
- **Build** (*Recommendations*) - Draft and final recommendations were created for the Parks System. These were shared with staff, stakeholders, Parks & Recreation Board, and the community. Following a preliminary review, the recommendations were refined based on the input received, and final recommendations were established.
- **Connect** (*Action Plan*) - The final phase focused on an approach to implementation of the master plan along with creating the final master plan document. The phase represents the transition from a master planning effort to implementation of the master plan recommendations and investment into the future of Marshall parks and recreation.

Discover. | Balance.



Engagement Process

Engagement of staff, stakeholders, Parks and Recreation Board, and the community played a significant role in the master plan process. Scheduled throughout the master planning process, strategic engagement events allowed the planning team to receive input, share feedback from previous meetings, and show how feedback and planning team assessments shaped the development of the master plan.

The engagement process began with a kickoff meeting and community engagement event, followed by a series of one-on-one stakeholder discussions, and finished with a series of meetings to review the recommendations with the community, stakeholders, and Parks and Recreation Board. In between meetings the planning team held a series of engagement events to receive and share information to many groups in various formats as identified on the process timeline below. Several of the primary in-person, active engagement tools used included Parks and Recreation Board Meetings, attendance at community events, and stakeholder meetings.

The initial community engagement process received its largest response from active engagement (basketball games) and the online input (626 responses). The first community open house was less successful, with less than five attendees. As the process progressed and actions of the stakeholders, staff, and Parks and Recreation Board made the community more aware of the planning process, participation increased. Open House 02 had over 90 attendees and we received over 230 feedback forms (online and in print). This engagement process was successful in obtaining qualitative and quantitative community input throughout the planning process.

