

# LYON COUNTY

Public Hearing Draft  
July 2002

## COMPREHENSIVE PLAN

Prepared by:  
**Dahlgren, Shardlow & Uban, Inc.**

St. Cloud Office  
101 South 7<sup>th</sup> Ave, Suite 110  
St. Cloud, MN 56301  
320-251-3150

Minneapolis Office  
300 1<sup>st</sup> Avenue North, Suite 210  
Minneapolis, MN 55401  
612-339-3300

# ACKNOWLEDGMENTS

The Lyon County Comprehensive Plan was completed with the help of all of the project participants including county, city and township staff and officials; the Comprehensive Planning Task Force; the Technical Advisory Committee; state agencies and the project consultants. These people devoted their time, energy and thought over many months to create the Plan's framework and guiding principals.

## LYON COUNTY BOARD OF COMMISSIONERS

Clarence Buysse ..... Commissioner  
Robert Fenske ..... Chairman, Commissioner  
Jerry Gladis ..... Commissioner  
Mark Goodenow ..... Vice-Chairman, Commissioner  
Philip Nelson..... Commissioner

## LYON COUNTY PLANNING COMMISSION

Margaret Barker..... Planning Commissioner  
Paula Boerboom..... Planning Commissioner  
David Josephson ..... Planning Commissioner  
Francis Mortier..... Planning Commissioner  
Chauncey Muedeking..... Planning Commissioner

## LYON COUNTY PLANNING STAFF

Anita Benson ..... Public Works Director  
Todd Hammer..... Zoning Administrator  
Carol Oakland..... Planning and Zoning Staff

## COMPREHENSIVE PLANNING TASK FORCE

Tom Allex ..... Stanley Twp Board  
Dan Anderson ..... Tracy Planning Commission  
Paula Boerboom..... Planning and Zoning Commission  
Michael Buesing ..... Lynd Twp Board  
Dan Canton ..... Minneota City Administrator  
Bill Cole ..... Community Representative  
Tony Doom ..... Tony Doom Supply Co., Business Community Representative  
Don Edblom ..... Business Community/Developer Representative  
Willard Engel ..... Business Community/Developer Representative  
Tom Geske ..... Business Community/Developer Representative  
Mark Goodenow ..... County Commissioner  
Jim Hey ..... Southwest Coaches, Business Community Representative  
Lon Huso ..... Schwan's Sales Enterprises, Business Community Representative  
Greg Isaackson ..... Cottonwood City Administrator  
Mike Johnson ..... Marshall City Administrator  
David Josephson ..... Alternate, Planning and Zoning Commission  
Dave Leversedge ..... Community Representative  
Sandy Ludeman ..... Farmer Representative  
Kyle Magnuson..... MCP, Business Community Representative  
Harlan Magnuson ..... Farmer Representative  
CJ Molitor ..... City of Lynd  
Francis Mortier..... Planning & Zoning Commission  
Jim Munson ..... Business Community/Developer Representative  
James Rowe..... Community Representative  
Terry Schrieber..... Eidsvold Twp Board  
Richard Vroman..... Clifton Twp Board

## TECHNICAL ADVISORY COMMITTEE

Rick Anderson ..... Garvin Park Manager  
Rose Anderson..... Soil & Water Conservation District  
Annette Bair..... SW Regional Development Commission  
Margaret Barker ..... Planning & Zoning Commission  
Cal Barnett..... City of Marshall Assessing Department  
Tom Behm ..... MnDOT  
Anita Benson ..... Lyon County Director of Public Works  
Clarence Buysse ..... County Commissioner

Brian Buysse ..... Grandview Twp Board  
 Bob Byrnes ..... Dept. of Agriculture/Extension Office  
 Dennis Christensen ..... Custer Twp Board  
 Bruce DeVos ..... Fairview Twp Board  
 James Doty..... Lake Marshall Twp Board  
 Dean Faltinson ..... Sodus Twp Board  
 Robert Fenske ..... County Commissioner  
 Jerry Gladis ..... County Commissioner  
 Greg Goodmund ..... Lyons Twp Board  
 Lori Grant..... Coon Creek Twp Board  
 Todd Hammer..... Zoning Administrator  
 Dennis Healy ..... Lincoln Pipestone Rural Water  
 Mary Joan Hennen ..... Nordland Twp Board  
 Paul Henriksen ..... Environmental Officer  
 Tabor Hoeck..... Board of Soil & Water Resources  
 Bradley Howland ..... Otter Tail Power Company  
 David Josephson ..... Planning & Zoning Commission  
 Barbara Kerr ..... Island Lake Twp Board  
 Randy Kottke ..... Red Rock Rural Water  
 Richard Lemonds ..... Lyon-Lincoln Electric  
 Ruth Louwagie..... Vallery Twp Board  
 Kirk Lovsness ..... Cottonwood Sportsman's Club  
 Bob Meyer ..... DNR/Wildlife  
 Chauncey Muedeking ..... Planning & Zoning Commission  
 Philip Nelson..... County Commissioner  
 D'Ann Newman..... Amiret Twp Board  
 Glenn Olsen..... City of Marshall Public Works  
 Pat O'Toole..... Shelburne Twp Board  
 John Schuh..... Community Health Services  
 Gerald Seehusen..... Monroe Twp Board  
 Leila Short ..... MnDOT  
 Rodney Stensrud..... Westerheim Twp Board  
 Allison Vandelanotte..... Lucas Twp Board  
 Bob Walch ..... MN Valley Electric  
 Melissa Wester ..... DNR/Waters  
 Chris Winter..... GIS Coordinator  
 Theresa Zaske..... Rock Lake Twp Board

## TRANSPORTATION ADVISORY COMMITTEE

Jeanette Aguirre ..... Western Community Action  
Annette Bair ..... SW Regional Development Commission  
Cal Barnett ..... City of Marshall Assessing Department  
Tom Behm ..... MnDOT  
Anita Benson ..... Lyon County Director of Public Works  
Jay Blake ..... Dahlgren, Shardlow & Uban, Inc.  
Bruce DeVos ..... Fairview Twp Board  
James Doty ..... Lake Marshall Twp Board  
Robert Fenske ..... County Commissioner  
Greg Goodmund ..... Lyons Twp Board  
Todd Hammer ..... Zoning Administrator  
Mike Hillman ..... BNSF Rail Road  
Lon Huso ..... Schwan's Sales Enterprises, Business Community Representative  
Sheldon Johnson ..... Bonestroo, Rosene, Anderlik  
Doug Kleine ..... Lynd Twp Board  
Kyle Magnuson ..... MCP, Business Community Representative  
CJ Molitor ..... City of Lynd  
Glenn Olsen ..... City of Marshall Public Works  
Leila Short ..... MnDOT

## CONSULTANT TEAM

Dahlgren, Shardlow & Uban ..... Lead Planning Consultant  
Bonestroo, Rosene, Anderlik & Associates ..... Transportation Planning Consultant  
Maxfield Research, Inc. .... Market Study Consultant

# TABLE OF CONTENTS

<b>I. INTRODUCTION.....</b>	<b>1-1</b>
Project Participants.....	1-2
Planning Process.....	1-3
Plan Setting.....	1-4
<b>II. DEMOGRAPHIC CHARACTERISTICS.....</b>	<b>2-1</b>
Population.....	2-1
Age of Population.....	2-4
Race.....	2-7
Household Characteristics.....	2-7
Household Projections.....	2-9
Population Projections.....	2-10
<b>III. ECONOMIC DEVELOPMENT.....</b>	<b>3-1</b>
Inventory and Analysis.....	3-1
Sales and Tax.....	3-1
Property Value and Tax.....	3-2
Employment.....	3-4
Income.....	3-4
Earnings by Industry.....	3-6
Patterns of Work.....	3-6
Regional Analysis.....	3-6
Economic Development Activities & Planning.....	3-8
Issues.....	3-10
Policy Plan.....	3-11
<b>IV. HOUSING.....</b>	<b>4-1</b>
Inventory and Analysis.....	4-1
Age and Occupancy.....	4-4
Housing Value.....	4-5
Rental Costs.....	4-7
Housing Affordability.....	4-8
Issues.....	4-9
Policy Plan.....	4-10

<b>V. COMMUNITY FACILITIES .....</b>	<b>5-1</b>
Inventory and Analysis.....	5-1
County Government .....	5-1
Medical/Seniors .....	5-4
Parks & Recreation.....	5-6
State Park.....	5-6
County Park and Fairgrounds.....	5-6
City Parks .....	5-7
Schools.....	5-14
Community Centers.....	5-19
Wastewater/Water .....	5-21
Wells .....	5-22
Libraries.....	5-26
Issues .....	5-28
Policy Plan.....	5-29

<b>VI. TRANSPORTATION PLAN .....</b>	<b>6-1</b>
Introduction.....	6-1
Issues .....	6-2
Policy Plan.....	6-3
Roadway System.....	6-5
Jurisdiction.....	6-5
Roadway Traffic Volumes .....	6-7
Roadway Lanes .....	6-7
Roadway Weight Restrictions.....	6-8
Roadway Right-Of-Way .....	6-8
Roadway Functional Classification .....	6-8
5-Year Roadway Plan.....	6-10
Access Management Guidelines .....	6-11
Trails.....	6-13
Transit Service.....	6-15
Air Service .....	6-16
Rail Service .....	6-17

<b>VII. ENVIRONMENTAL FEATURES .....</b>	<b>7-1</b>
Inventory and Analysis .....	7-1
Geology .....	7-1
Shoreland Regulation.....	7-2
Floodplains .....	7-2
Wetlands .....	7-3
Water Quality.....	7-5
Soils.....	7-6
Historic Landmarks.....	7-7
Vegetation .....	7-8
Feedlots.....	7-9
Public Open Spaces.....	7-11

Woodlands .....	7-11
Steep Slopes .....	7-12
Wind Power .....	7-12
Issues .....	7-13
Policy Plan .....	7-14
<b>VIII. LAND USE, GROWTH &amp; ZONING .....</b>	<b>8-1</b>
Inventory and Analysis .....	8-1
Land Use Inventory .....	8-1
Agriculture .....	8-5
Prime Agricultural Lands .....	8-8
Growth and Development .....	8-10
Land Use Controls .....	8-11
Issues .....	8-13
Policy Plan .....	8-14
Long Range Land Use Plan .....	8-17
Planned Growth Areas .....	8-17
Rural Residential Areas .....	8-18
Conservation Areas .....	8-18
Agricultural Preservation Areas .....	8-19
Rural Service Centers .....	8-19
Planned Unit Developments .....	8-19
Additional Considerations .....	8-20
<b>IX. GROWTH CORRIDOR SUB-AREA PLAN .....</b>	<b>9-1</b>
Land Use and Growth .....	9-1
Methodology .....	9-2
Wastewater and Water Infrastructure .....	9-5
Municipal Utilities .....	9-5
Lincoln-Pipestone Rural Water .....	9-5
City of Lynd .....	9-6
City of Marshall .....	9-6
Summary .....	9-8
Transportation .....	9-9
Study Process .....	9-9
Goals and Policies .....	9-11
Background Information .....	9-13
Roadway Lanes .....	9-13
Traffic Controls .....	9-13
Functional Classification .....	9-14
Traffic Volumes .....	9-14
Roadway Capacity .....	9-15
Crash Data .....	9-15
Access Inventory .....	9-16
Access Management .....	9-17
Primary Category Descriptions .....	9-19
Lyon County Study Segment Categories .....	9-23



Access Management Plan .....	9-25
------------------------------	------

<b>X. IMPLEMENTATION .....</b>	<b>10-1</b>
Zoning Regulations.....	10-1
Subdivision Regulations .....	10-2
Capital Improvement Plan .....	10-2
Planned Growth Areas & Annexation .....	10-3
Citizen Involvement .....	10-3
Public Education.....	10-3
Review and Revision .....	10-4
Ongoing, Shared Planning.....	10-4

- APPENDIX A:** Project Kickoff Meeting Issues Identification Summary
- APPENDIX B:** 5-Year Construction Plan 2002-2006
- APPENDIX C:** Railroad Grade Crossing by County
- APPENDIX D:** Density Transfer
- APPENDIX E:** Open Space Development/Planned Unit Development
- APPENDIX F:** Sub-Area Corridor Market Study
- APPENDIX G:** Accident and Severity Rates for Growth Corridors in Lyon County

# LIST OF TABLES & FIGURES

## TABLES:

Table 2-1:	Population Trends, Lyon County 1950-1990 .....	2-1
Table 2-2:	Population Trends Rural vs Urban, Lyon County 1940-1990.....	2-2
Table 2-3:	Population Trends Lyon County Cities & Townships 1980-2000 .....	2-3
Table 2-4:	Median Age, Lyon County Area and Minnesota 1980 and 1990.....	2-5
Table 2-5:	Age Cohorts, Lyon County 1980 and 1990.....	2-6
Table 2-6:	Racial Characteristics, Lyon County 1990-2000.....	2-7
Table 2-7:	Household Characteristics by County 1980-1990.....	2-8
Table 2-8:	Household Projections, Lyon County 1990-2020.....	2-9
Table 2-9:	Population Projections by Age Group, Lyon County 1995-2020.....	2-10
Table 3-1:	Gross Sales & Sales Use Taxes Generated, Lyon County 1998.....	3-1
Table 3-2:	Sales and Tax, Lyon County Area 1994 & 1998.....	3-2
Table 3-3:	Property Tax Capacity by Class, Lyon County 1992-2001 .....	3-3
Table 3-4:	Property vales by Class, Lyon County 1992-2001.....	3-3
Table 3-5:	Employment by Industry, Lyon County .....	3-4
Table 3-6:	Household Income, Lyon County 1990.....	3-5
Table 3-7:	Fastest Growing Industries, Southwest Region 1990-1998.....	3-8
Table 4-1:	Total Housing Units Urban vs Rural, Lyon County 1990-2000 .....	4-1
Table 4-2:	Total Housing Units, Lyon County Cities .....	4-2
Table 4-3:	Total Housing Units, Lyon County Townships .....	4-2
Table 4-4:	Housing Type (Total Units), Lyon County 1980-1990 .....	4-3
Table 4-5:	Housing Age and Occupancy, Lyon County 1990 .....	4-4
Table 4-6:	Owner-Occupied Housing Values, Lyon County 1980-1990.....	4-6
Table 4-7:	Gross Monthly Rent, Lyon County 1980-1990.....	4-7
Table 4-8:	Percent of Households Paying More Than 30% of Income on Housing, 1990 .....	4-8
Table 6-1:	Lyon County Access Spacing Guidelines.....	6-12
Table 6-2:	Existing Trails .....	6-13
Table 8-1:	Lyon County Land Cover .....	8-2
Table 8-2:	Agricultural Statistics, Lyon County 1987-1997 .....	8-5
Table 8-3:	Crops Grown, Lyon County 1987-1997 .....	8-6
Table 8-4:	Livestock Farms, Lyon County 1987-1997 .....	8-7
Table 8-5:	Crop Sales Information, Lyon County 1987-1997.....	8-8
Table 8-6:	Single Family Housing Construction Trends, Lyon County 1995-2000.....	8-10
Table 9-1:	TH Study Corridor Volumes.....	9-14
Table 9-2:	TH Study Corridors Crash Rates .....	9-15
Table 9-3:	Summary of Access Categories .....	9-18
Table 9-4:	Summary of Access Levels .....	9-22
Table 9-5:	Summary of Recommended Access Spacing.....	9-24

## **FIGURES:**

Figure 1-1: Lyon County Setting .....	1-4
Figure 1-2: Surrounding Counties.....	1-4
Figure 1-3: Lyon County Base Map .....	1-6
Figure 2-1: Population Change 1990-2000.....	2-4
Figure 3-1: Growth in Property Values by Class, Southwest Region 1990-1998 .....	3-7
Figure 3-2: Economic Development.....	3-11
Figure 4-1: Housing Type, Lyon County 1990 .....	4-3
Figure 4-2: Median Year Built Residential Units, Lyon & Surrounding Counties 1990.....	4-5
Figure 4-3: Median Housing Values, Lyon County Area 1990 .....	4-5
Figure 6-1: Roadway Jurisdiction .....	6-18
Figure 6-2: Jurisdiction Change Potentials .....	6-19
Figure 6-3: Existing Traffic Volumes.....	6-20
Figure 6-4: Projected 20 Year Traffic Volumes.....	6-21
Figure 6-5: Road Restriction Map.....	6-22
Figure 6-6: Roadway Right of Way.....	6-23
Figure 6-7: Hierarchy of Movement .....	6-24
Figure 6-8: Functional Classification Relationship-Access & Mobility .....	6-25
Figure 6-9: Roadway Functional Classification.....	6-26
Figure 6-10: 5 Year Construction Plan.....	6-27
Figure 6-11: Trail Plan .....	6-28
Figure 7-1: Natural Resources.....	7-17
Figure 7-2: County Slope Information.....	7-18
Figure 7-3: Public Open Space.....	7-19
Figure 8-1: Existing Land Cover .....	8-21
Figure 8-2: Important Agricultural Land .....	8-22
Figure 8-3: Future Land Use .....	8-23
Figure 9-1: Growth Planning Process.....	9-3
Figure 9-2: Sub Area Plan Corridors.....	9-26
Figure 9-3: Future Land Use, Sub Area Growth Corridor .....	9-27
Figure 9-4a: Future Land Use Assumptions, City of Marshall.....	9-28
Figure 9-4b: Future Land Use Assumptions, City of Lynd .....	9-29
Figure 9-5: Trunk Highway Study Corridors.....	9-30
Figure 9-6: Trunk Highway Growth Corridors - Access Inventory .....	9-31
Figure 9-7: Trunk Highway Growth Corridors - Access Inventory .....	9-32
Figure 9-8: Trunk Highway Growth Corridors - Access Inventory .....	9-33
Figure 9-9: Trunk Highway Growth Corridors - Access Inventory .....	9-34
Figure 9-10: Trunk Highway Growth Corridors - Access Inventory .....	9-35

Figure 9-11: Trunk Highway Growth Corridors - Access Inventory .....	9-36
Figure 9-12: Trunk Highway Growth Corridors - Access Management Plan.....	9-37
Figure 9-13: Trunk Highway Growth Corridors - Access Management Plan.....	9-38
Figure 9-14: Trunk Highway Growth Corridors - Access Management Plan.....	9-39
Figure 9-15: Trunk Highway Growth Corridors - Access Management Plan.....	9-40
Figure 9-16: Trunk Highway Growth Corridors - Access Management Plan.....	9-41
Figure 9-17: Trunk Highway Growth Corridors - Access Management Plan.....	9-42