

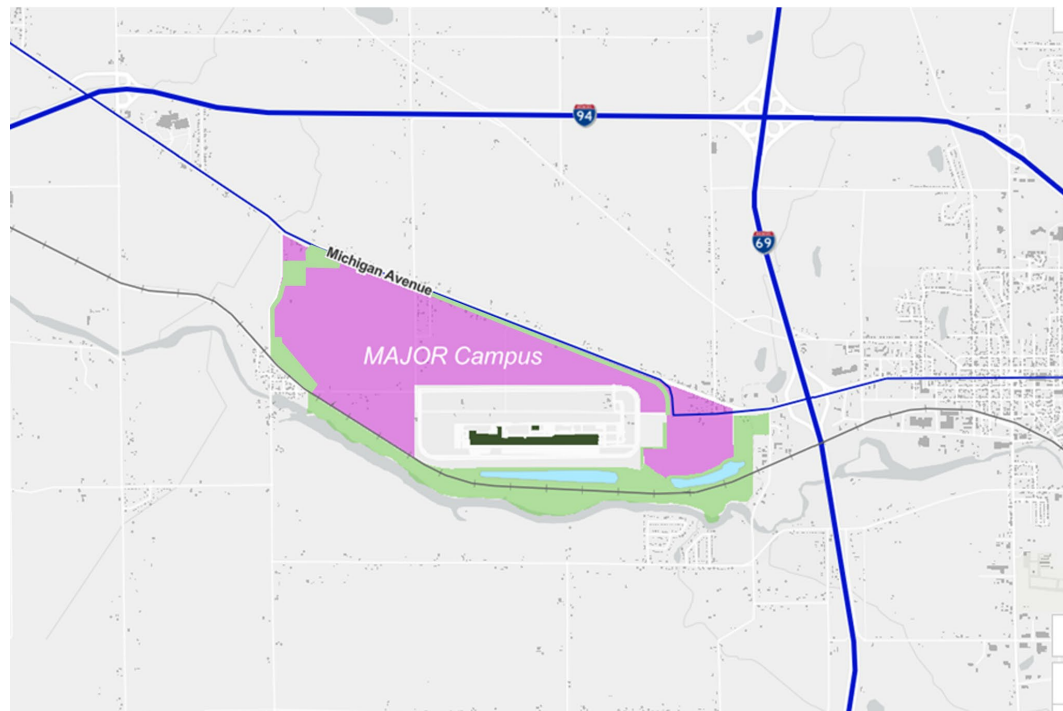
MAJOR Campus Strategic Development Plan

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Marshall Area Economic Development
Alliance (MAEDA)

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Prepared by:
Stantec, SME

Project/File:
MAJOR Campus Strategic
Development Plan



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Executive Summary

Spanning approximately 2,000 acres, the Marshall Area Jobs, Opportunity, and Recreation (MAJOR) Campus is a transformative economic development project in the City of Marshall and Marshall Township, Michigan. The MAJOR Campus is owned, managed, and promoted by the Marshall Area Economic Development Alliance (MAEDA) and the City of Marshall with key support from the Michigan Economic Development Corporation (MEDC). The MAJOR Campus includes the Ford BlueOval Battery Park electric vehicle (EV) battery and residential storage manufacturing plant, bringing 1,700 local jobs and is one of Michigan's premier sites for economic development. MAEDA's goal is to energize the region by attracting MAJOR employers, stimulating economic growth opportunities, and creating sustainable conservation and recreational assets.

This initiative is part of a strategic effort to position the region and the state of Michigan as a competitive location for the development of innovative, high-impact industrial businesses that create jobs.

The Strategic Development Plan for the MAJOR Campus is the result of a year-long planning process that analyzed physical site conditions, State of Michigan economic development priorities, industrial market trends, regulatory frameworks, local fiscal benefits, and competitive funding mechanisms. The plan evolved through extensive deliberation and communications with the MAEDA Board, City of Marshall, and MEDC to balance interests for the growth of higher wage jobs, usable parks and passive green spaces, multimodal connections, and local tax revenue.

MAJOR Campus Vision and Guiding Principles

Create and sustain Michigan's premier industrial Campus to attract innovative businesses in the advanced manufacturing, technology, and automotive sectors that drive job creation and economic prosperity for the greater Marshall area, Calhoun County, and the State of Michigan.

To achieve the Vision, these Guiding Principles provide more detail to the plan:

- The State of Michigan has made a substantial investment in Marshall, Battle Creek, Emmett Township, Marshall Township, and Calhoun County. MAEDA and its community partners must build on this investment to enhance and sustain the local economy for generations.
- MAEDA and the City of Marshall will work closely with MEDC to identify modern, innovative industries that generate head of household jobs and create a strong tax base to realize related economic benefits for the region.
- MAEDA, the City of Marshall, and its partners must work to streamline the development entitlements process at the State level and through a revised I-3 zoning district to balance tax revenue generation, job creation, and municipal service demands.



- The MAJOR Campus will be developed in a way that balances industrial development with green space, recreational opportunities and community amenities, and provide landscaping and building characteristics that will offer a shared local benefit.
- Together with the City of Marshall, MAEDA will work in partnership with Marshall Township to identify the types of resilient businesses best suited to the MAJOR Campus with a goal toward building a diverse Campus that is not too reliant on any single industry sector.
- The MAJOR Campus should have a unified character through signage, biking and walking trails, parks, streetscapes, and naturally vegetated stormwater infrastructure to assure market position and elevate the experience for employees and nearby neighborhoods.
- MAEDA, MEDC, Calhoun County, and the City of Marshall will work together to identify the best and most equitable sources of funding to complete the remainder of the Campus infrastructure necessary to demonstrate site readiness.

Existing Investments

Future investments in the MAJOR Campus are not the first of their kind. MAEDA and MEDC have already secured a robust portfolio of funding of over \$900 million to provide critical infrastructure improvements at the MAJOR Campus.

- Strategic Site Readiness Program (SSRP) funding from the Michigan Strategic Fund (MSF) - \$120.3 million
- Road and infrastructure improvements funding - \$330 million
- Land acquisition and site readiness funding - \$299.7 million
- State Critical Industry Program award - \$166 million
- MSF grant intended to develop non-Ford parcels of MAJOR Campus land acquisition and infrastructure improvements - \$65 million

Though the current funding landscape is substantial, there are still gaps in infrastructure financing as the MAJOR Campus continues to develop. To address the gaps, a range of federal and state funding is explored later in this report.

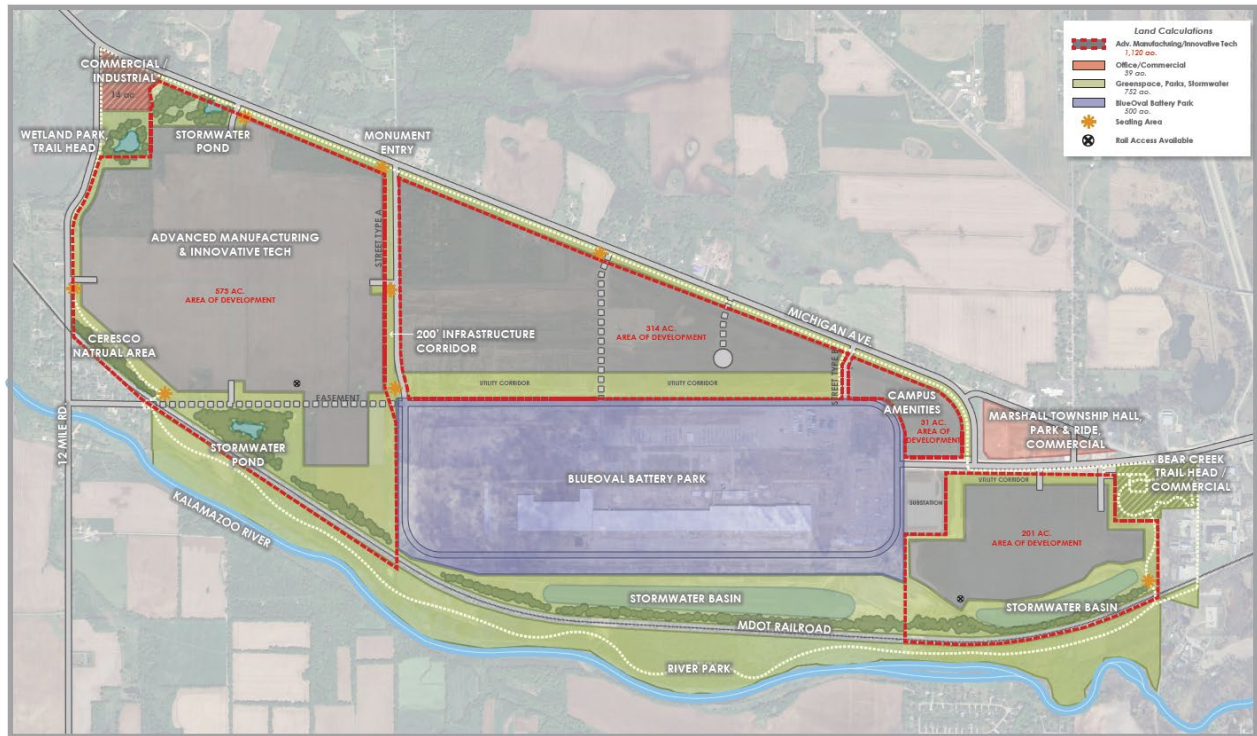
Future Development Plan

The Plan emphasizes over 1,000 acres of advanced manufacturing and innovative technology industrial businesses, including one site over 500 acres in size. The MAJOR Campus is intended to use its full capacity as a large available space to balance job-generating development and an interspersed system of landscaped infrastructure like trails and stormwater features. Balancing hard scape and soft scape will increase desirability for future users to achieve the economic benefits preferred by MAEDA and its local partners.

Trails connect around the Campus to broader Marshall to offer both alternative ways of getting to work while also supporting sidewalk connections within the Campus for movement for employees. Two usable park spaces – the Bear Creek Trail Head and new River Park – are amenities to support the broader community. Essential storm water management areas will utilize native landscaping where possible to improve water quality, provide wildlife habitat, and provide a visual buffer to buildings and parking lots.



Figure 1: Conceptual Land Use Plan



MAJOR CAMPUS CONCEPTUAL LAND USE PLAN

06-02-2026

Site Readiness

Site readiness for the MAJOR Campus is not a singular milestone but a progressive process that combines land control, infrastructure investment, regulatory alignment, and clear implementation pathways. While the BlueOval Battery Park represents a fully realized example of site readiness, additional portions of the Campus require strategic investments to prepare them for development.

Maintaining flexibility in pad development is important. In some cases, pre-development investments are justified to accelerate recruitment efforts, while in others a build-to-suit approach may be more appropriate to align investment with confirmed users. A summary of the readiness projects include:

1. **Extension of Water Main to Area East of BlueOval Battery Park** - The extension of municipal water service to the development area east of the BlueOval Battery Park represents the most immediate and cost-effective opportunity to provide development-ready parcels within the MAJOR Campus. This area has already benefited from significant infrastructure investments, including proximity to regional stormwater facilities, installed sanitary sewer infrastructure, improved gas and electrical services, and direct access to Michigan Avenue and the closest proximity to I-69. The absence of potable water service remains the primary constraint preventing near-term development.



2. **Extension of Sewer to North Side of BlueOval Battery Park** - Extension of sanitary sewer infrastructure to the areas north of the BlueOval Battery Park is a foundational investment required to unlock significant near- and mid-term development opportunities within the MAJOR Campus. Although this area has been graded and has access to municipal water, electric service, stormwater infrastructure, the lack of sanitary sewer capacity remains a limiting factor for development.
3. **Improvement of 13 Mile Road** - 13 Mile Road is planned to be the primary north–south spine of the MAJOR Campus and is essential to implementing the Conceptual Land Use Plan. While the roadway currently exists in a limited form, it lacks the design, capacity, and multimodal features necessary to support large-scale industrial development and efficient internal circulation. As a City-owned roadway, improvements to 13 Mile Road represent both an infrastructure investment and a placemaking opportunity that reinforces the Campus as a premier, modern industrial destination rather than a conventional industrial park.

Implementation Strategy

The MAJOR Campus Strategic Development Plan reflects a strong vision for the Campus that balances key priorities with long-term flexibility. Full build-out will only be successfully delivered with a clear path forward on defined policies, regulations, and physical site improvements.

This implementation strategy establishes a path for key projects aligned with decision milestones, further analysis and design to make good decisions, funding tools, and timelines. This is the incremental approach for diligently working toward full build out of the Campus. What it does not account for is the ability to effectively accommodate another large business of statewide significance. If that becomes the focus for the MAJOR Campus, it will require the full implementation of Campus infrastructure. The current strategy assumes an incremental approach to these investments.

Important implementation steps should include:

1. **Subplan** - The Michigan Planning Enabling Act 33 of 2008 identifies a Subplan as a tool that local governments can use to complete more intensive planning for a geographic area less than the entire jurisdiction. Much of the technical work needed to complete a subplan has already been completed. The opportunity that this presents is to actively engage MEDC representatives, Marshall Township, the Joint Planning Commission (JPC), and other regional stakeholders in shaping the plan.
2. **I-3 Zoning District Amendments and Subplan** – Currently covering a significant portion of the MAJOR Campus, the City of Marshall’s I-3 zoning district was designed to support large industrial investments in a coordinated area. The Intent Statement, Use Table, and Minimum Lot Size should be revised to better reflect this plan.
3. **Funding Roadmap** – MAEDA needs support to keep track of competitive funding opportunities, build funding packages for projects, and submit strong grant applications. A funding roadmap will identify a critical path to secure grant funding for near-term priorities that will increase demand for the MAJOR Campus.



4. **Mainline Infrastructure Projects** – The three site readiness infrastructure projects should be packaged together and submitted for federal and state grants that prioritize infrastructure for economic development.
5. **Revenue Distribution Policy** – Starting in 2026, the City of Marshall and its local partners began to benefit from tax revenue from the MAJOR Campus' BlueOval Battery Park. Additional development will bring increased tax benefits. Given these new resources, City decision-makers may benefit from establishing a revenue distribution policy to clarify which local priorities can be funded through the additional revenues.
6. **Workforce Development Study** – With 1,700 jobs coming to the region with the BlueOval Battery Park, local partners should conduct a study to evaluate future workforce opportunities paired with housing needs. This will be especially critical if another major employer is to be recruited to develop in the Campus.

Conclusion

The MAJOR Campus Strategic Development Plan builds on diligent work to prepare the area for Ford's BlueOval Battery Park. MAEDA, the City of Marshall, and other local partners were charged with the responsibility of acquiring land, expanding utility services and roadway infrastructure to the Campus, and for getting it prepared for construction. MAEDA and its partners have encountered several challenges while responding to the BlueOval Battery Park. As the organization charged with promoting economic development throughout the greater Marshall area, MAEDA is committed to supporting the completion of the MAJOR Campus development.

The Strategic Development Plan represents a key milestone in the development of the MAJOR Campus. Providing a development ready site takes extensive investigation, analysis, engineering, and thoughtful planning. A strong vision is emerging for the MAJOR Campus, but more engagement with area stakeholders and strategic partners is needed to finish this work. Ongoing work in identifying and achieving funding, creating a deliberate marketing strategy, solving jurisdictional issues with 425 agreements and zoning, and further detailed engineering will need to continue.



Acronyms / Abbreviations

Acronym / Abbreviation	Full Name
EV	Electric Vehicle
JPC	Joint Planning Commission
MAEDA	Marshall Area Economic Development Alliance
MAJOR Campus	Marshall Area Jobs, Opportunity, and Recreation Campus
MEDC	Michigan Economic Development Corporation



1 Introduction

Spanning approximately 2,000 acres, the Marshall Area Jobs, Opportunity, and Recreation (MAJOR) Campus is a transformative economic development project in the City of Marshall and Marshall Township, Michigan. The MAJOR Campus is owned, managed, and promoted by the Marshall Area Economic Development Alliance (MAEDA) and the City of Marshall with key support from the Michigan Economic Development Corporation (MEDC). The MAJOR Campus includes the Ford BlueOval Battery Park electric vehicle (EV) battery manufacturing plant, bringing 1,700 local jobs and one of Michigan's premier sites for economic development. MAEDA's goal is to energize the region by attracting MAJOR employers, stimulating economic growth opportunities, and creating sustainable conservation and recreational assets.

This initiative is part of a strategic effort to position the region and the state of Michigan as a competitive location for the development of innovative, high-impact industrial businesses that create jobs. Stantec has been engaged to provide planning and engineering consulting services to support this vision. To date, Stantec's work has focused on the site development needs in support of the BlueOval Battery Park project along with conceptual planning for the efficient and synergistic development for the rest of the MAJOR Campus within the City of Marshall's utility service area. In collaboration with SME, Stantec has developed a Strategic Development Plan that aspires to balance the efficient and productive development of the remainder of the MAJOR Campus with businesses that complement the BlueOval Battery Park with a campus design that provides publicly accessible open space and trails, buffers neighboring properties, and respects the rich history of the area.

This plan represents an important milestone, but more collaborative work is needed to realize the full benefits that will come with the full development of the MAJOR Campus. This work must start with communication between all the State and regional partners - there needs to be a clear consensus about the types of businesses that are best suited for the campus. The preparation and adoption of a Subplan and pending amendments to the I-3 Zoning District are the best opportunities for constructive engagement.

Initial planning activities performed for the MAJOR Campus in close association with the City of Marshall's Master Plan 2025 can be viewed via a Storymap on the Choose Marshall website managed by MAEDA at: <https://choosemarshall.com/economic-development/MAJOR-Campus/reports-surveys-assessments/>.

1.1 Regional Context

The MAJOR Campus is located outside the official boundaries of the City of Marshall. A rail corridor owned by the Michigan Department of Transportation (MDOT) runs adjacent to the Campus and is operated by Amtrak for high-speed passenger rail service. The rail corridor is also used by Norfolk Southern for freight service throughout the region. The cities of Kalamazoo, Battle Creek, Jackson, and Lansing are within a one-hour drive of the MAJOR Campus. Downtown Marshall is less than four miles east of the Campus.

MAJOR Campus Strategic Development Plan

Additionally, the Campus is at the crossroads of Interstate 69 and 94, offering valuable access to large cities in the Midwest. It is a natural stop between Detroit and Chicago, north to Flint, and south into Indiana.

Figure 2: Regional Context



1.2 Existing Investments

Future investments in the MAJOR Campus are not the first of their kind. MAEDA and MEDC have already secured a robust portfolio of funding of over \$900 million to support critical infrastructure improvements at the MAJOR Campus.

- Strategic Site Readiness Program (SSRP) funding from the Michigan Strategic Fund (MSF) - \$120.3 million
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- State Critical Industry Program award - \$166 million
- MSF grant intended to develop non-Ford parcels of MAJOR Campus land acquisition and infrastructure improvements - \$65 million

Though the current funding landscape is substantial, there are still gaps in infrastructure financing as the MAJOR Campus continues to develop. To address the gaps, a range of federal and state funding is explored later in this report.

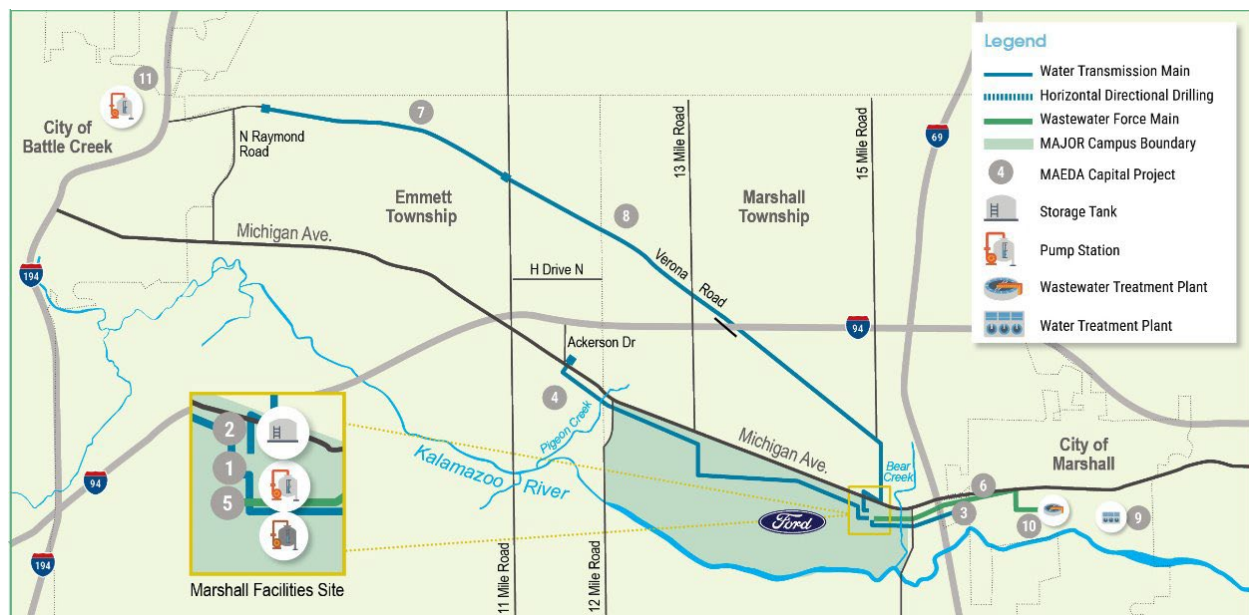
Likewise, the city, township, county, MEDC, state, and federal government have already completed these investments:

MAJOR Campus Strategic Development Plan

- High Service Pump Station
- Ground Storage Tank
- Marshall Transmission Main
- Battle Creek/Emmett Township Water Transmission Main
- Sanitary Pump Station
- Sanitary Sewer Force Main
- Emmett Township Loop Water Transmission Main
- Verona Loop Water Transmission Main
- Marshall Water Treatment Plant Improvements
- Marshall Wastewater Treatment Plant Improvements

The initial planning activities performed for the MAJOR Campus in close association with the City of Marshall's Master Plan 2025 can be viewed via a Storymap on the Choose Marshall website managed by MAEDA at this link: <https://choosemarshall.com/economic-development/MAJOR-Campus/reports-surveys-assessments/>.

Figure 3: Regional Infrastructure Investments



1.3 Campus Vision

This Strategic Development Plan for the MAJOR Campus builds upon years of local master plans and preparation for the BlueOval Battery Park, combined with innovative trends for industrial Campuses throughout the country. While the planning process will continue to evolve, the Strategic Development Plan

MAJOR Campus Strategic Development Plan

represents refined thinking for the MAJOR Campus to support key implementation steps. The past work and current discussions have arrived on a Vision for the Campus to guide future decisions:

Create and sustain Michigan's premier industrial Campus to attract innovative businesses in the advanced manufacturing, technology, and automotive sectors that drive job creation and economic prosperity for the greater Marshall area, Calhoun County, and the State of Michigan.

The information in this report is setting the stage for a baseline understanding of Campus opportunities and constraints that will support achieving the Vision.

1.4 Guiding Principles

With this Vision as a guidepost, the consultant team has also identified a set of Guiding Principles that further refined development of the Campus' conceptual land use plan. To achieve the Vision, these Guiding Principles provide more detail that supported decisions throughout the process:

- The State of Michigan has made a substantial investment in Marshall, Battle Creek, Emmett Township, Marshall Township, and Calhoun County. MAEDA and its community partners must build on this investment to enhance and sustain the local economy for generations.
- MAEDA and the City of Marshall will work closely with MEDC to identify modern, innovative industries that generate head of household jobs and create a strong tax base to realize related economic benefits for the region.
- MAEDA, the City of Marshall, and its partners must work to streamline the development entitlements process at the State level and through a revised I-3 zoning district to balance tax revenue generation, job creation, and municipal service demands.
- The MAJOR Campus will be developed in a way that balances industrial development with green space, recreational opportunities and community amenities, and provide landscaping and building characteristics that will offer a shared local benefit.
- Together with the City of Marshall, MAEDA will work in partnership with Marshall Township to identify the types of resilient businesses best suited to the MAJOR Campus with a goal toward building a diverse Campus that is not too reliant on any single industry sector.
- The MAJOR Campus should have a unified character through signage, biking and walking trails, parks, streetscapes, and naturally vegetated stormwater infrastructure to assure market position and elevate the experience for employees and nearby neighborhoods.
- MAEDA, MEDC, Calhoun County, and the City of Marshall will work together to identify the best and most equitable sources of funding to complete the remainder of the Campus infrastructure necessary to demonstrate site readiness.

1.5 Existing Policy Framework

As one of the most significant industrial development opportunities in Michigan, the MAJOR Campus has been the subject of both local and industry analysis. These relevant plans include:

- City of Marshall Master Plan (adopted 2025)
- Marshall Township Master Plan (adopted 2022)

1.5.1 City of Marshall Master Plan

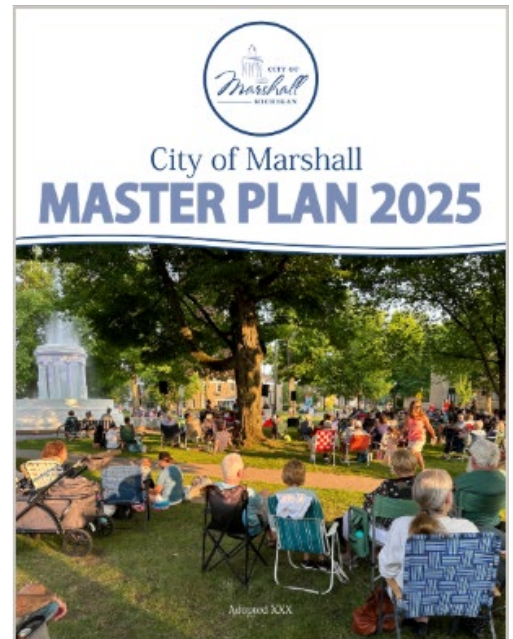
In a Master Plan approved in 2025, the MAJOR Campus is envisioned as a hub for large-scale, specialized industrial (advanced manufacturing) manufacturing and distribution. Ford anticipates the creation of approximately 1,700 jobs, helping to offset the loss of over 2,000 jobs from the closure of MAJOR employers such as Eaton and State Farm over the past three decades. Additionally, the City of Marshall is projected to receive more than two million dollars in annual tax revenue once the development becomes operational. Beyond the economic benefits, the Campus will preserve approximately 500 acres of green space through a conservation easement, stormwater management features, parks, trails for public use and other potential recreational and commercial amenities to serve the Campus and the broader community.

MAEDA and the City of Marshall have played key roles in advancing the MAJOR Campus. However, the project has sparked strong community dialogue. While some residents express concern about preserving Marshall's small-town character and lament missed opportunities for alternative land uses, others see the Campus as a vital step toward economic revitalization and regional connectivity.

Key concerns include the potential loss of a small-town feel, increased traffic, environmental impacts, infrastructure capacity, and housing availability. At the same time, there is hope that the Campus will generate jobs, attract investment, support local businesses, enhance recreational amenities, and increase tax revenue for local municipalities and public safety. This Master Plan update does not center solely on the new industrial development; rather, it focuses on how to thoughtfully integrate the MAJOR Campus into the broader Marshall community. The goal is to preserve the high quality of life that residents value while embracing the opportunities that this development brings.

It also recognizes the high value that residents in Marshall Township and Calhoun County place on agriculture and the rural character of the region. Therefore, the Master Plan focuses efficient industrial development within the boundaries of the MAJOR Campus, while surrounding it with parks, trails and open spaces and commits to respecting and buffering surrounding areas.

Features highlighted in the Marshall Master Plan 2025 related to the MAJOR Campus include:



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1. Buildings using high-quality materials, especially when facing residential or commercial zones.
2. Visual screening through landscaping and fencing to reduce industrial impacts.
3. Green infrastructure for stormwater management and air quality.
4. 245 acres along the Kalamazoo River placed in a conservation easement.
5. On-site amenities like patios, courtyards, and walking trails encouraged for employee use.
6. The Iron Belle Trail, North Country Trail, and Great Lake to Lake Trail running through the conservation easement and connecting Marshall to Battle Creek and Albion, enhancing regional recreation and mobility.
7. Trail routing improvements linking the MAJOR Campus to the Bear Creek Campus and Ceresco Kayak Launch.

1.5.2 Marshall Township Master Plan

Approved in 2022, the vision of the Township and this plan is the following:

The Township will maintain its rural character for years to come while managing the pace of growth, ensuring the preservation of existing neighborhoods and the natural environment, and promoting development in agreed-upon target areas that will be served by public infrastructure and utilities.

The goal for Chapter 4 Economic Development is:

Industrial development areas are planned and targeted for significant private investment, public infrastructure expansion, and job creation in cooperation with the City of Marshall. Additionally, smaller-scale businesses are supported along Michigan Avenue East.

Chapter 4 further states that the Marshall Megasite (now the MAJOR Campus) is considered to be a premier economic development project in Marshall Township. The site is to the west of the City of Marshall within Sections 28- 29 of the Township. Based on its geographic location near the interstates and with more than a mile of frontage on the Norfolk Southern Rail, the site is ripe for future development.

Features highlighted in the Marshall Township Master Plan related to the MAJOR Campus include:

1. To plan MAJOR commercial and industrial development projects in areas that are feasible for 425 Agreements that are able to be served by City infrastructure.
2. Support and plan for industrial development and job creation and collaborative planning of the Marshall Megasite.
3. Prioritizes 425 Agreements for areas within reach of City water and sewer services to accommodate denser residential development and more intensive commercial and industrial development.
4. A Future Land Use designation of Heavy Industrial with specifics details, including:

MAJOR Campus Strategic Development Plan

- a. Corresponding Zoning District: Industrial Park District (IP) or City of Marshall zoning designation for proposed future uses
 - b. Recommended Uses: manufacturing, assembling, warehousing, storage, office, and contractor facilities
 - c. Public Utilities: Planned
5. Recommended zoning for the Heavy Industrial Future Land Use designation of Industrial Park District (IP) or City of Marshall zoning designation.

2 Future Development Plan

The MAJOR Campus is ideally positioned for development. Its 2,000 acres have no encumbrances, no wetland issues, no floodplain concerns, good soil, workable topography conditions, nearby rail service, and easy access to the I-94/I-69 interchange. The future development plan for the MAJOR Campus is the result of a year-long planning process that analyzed physical site conditions, industrial market trends, regulatory frameworks, State of Michigan economic development priorities, local fiscal benefits, and competitive funding mechanisms. The plan evolved through a series of input points with the MAEDA Board, City of Marshall, Marshall Township, and MEDC to balance interests for the growth of higher wage jobs, usable parks and passive green spaces, multimodal connections, and local tax revenue.

The future development plan is not an all-or-nothing scenario but instead shows that what seem like disparate interests can indeed be accommodated in this large Campus setting.

2.1 Overview

Based on information from MEDC and research on national trends, Stantec identified a range of industrial business types that are likely to be attracted to the MAJOR Campus. While industrial construction has been slowing after a post-pandemic boom, innovative industrial business types are remaining resilient due to federal incentives and long-term demand.

General factors considered for industrial businesses at the MAJOR Campus included:

Rent rates, taxes, and other real estate costs - Some large warehouse developers who have locational flexibility will shop for sites with favorable tax rates and other lower cost considerations. This would not seem to be a big consideration for the MAJOR Campus.

Workforce availability, skilled labor pool, and costs - This could be a significant challenge for the MAJOR Campus, especially in the near future. After the BlueOval Battery Park is fully staffed and the Marshall housing supply has been expanded, workforce availability may increase.

Roads, highways, and traffic flow - The proximity to two freeway corridors would be a selling point for the MAJOR Campus. Significant truck traffic could be viewed negatively by the township and others in nearby Calhoun County. Assuming that a use is permitted in the I-3 District, it would be allowed by right and could be approved administratively.

Proximity to airport freight service, railway stations, and ports - The closest freight airport is 30 miles away in Kalamazoo. There are no nearby railway stations or ports. The team has previously explored the possibility of building a rail spur. Any user would need to be very large to justify this expense. The adjacent rail line is a high-speed passenger line which could add a level of complication.

Building availability, utility costs, and internet services - With no existing buildings, a prospective business would be interested in knowing how long it will take to complete the entitlement process and complete the construction process. If this was a later stage of development, site preparation, utility availability, access roads, and other requirements could be in place.

This identification process supported refinement of the Conceptual Land Use Plan.

2.2 Conceptual Land Use Plan

The Conceptual Land Use Plan emphasizes over 1,000 acres of land dedicated to development of advanced manufacturing and innovative technology industrial businesses. Advanced manufacturing covers a wide variety of businesses – agribusinesses, light manufacturing, food and beverage production and processing, fabrication, electronics production, steel fabrication, and other similar uses. It does not include uses that produce strong light, air, and noise pollution. Some properties adjacent to Michigan Avenue will either maintain existing commercial businesses or offer opportunities for commercial businesses that can support needs of nearby residents or future Campus employees.

To be well positioned for a variety of end users, the MAJOR Campus Conceptual Land Use Plan also prioritizes a diversity of site sizes and conditions. One site is over 500 acres and dedicated to a business of statewide significance. Two parts of the Campus have also been designed to accommodate 200-acre sites. Any of these sites can be broken up into smaller parcels based on market demand. The purpose is to stay flexible for multiple scenarios.

This industrial campus is unique from traditional, outdated industrial parks with blocky buildings of low-quality materials and expanses of paved parking lots. The MAJOR Campus is intended to use its full capacity as a large available space for a balance of job-generating development buildings and an interspersed system of landscaped infrastructure like trails and stormwater features. This balancing of hard scape and soft scape will be a key feature of desirability for future users to achieve the types of economic development benefits preferred by MAEDA and its local partners.

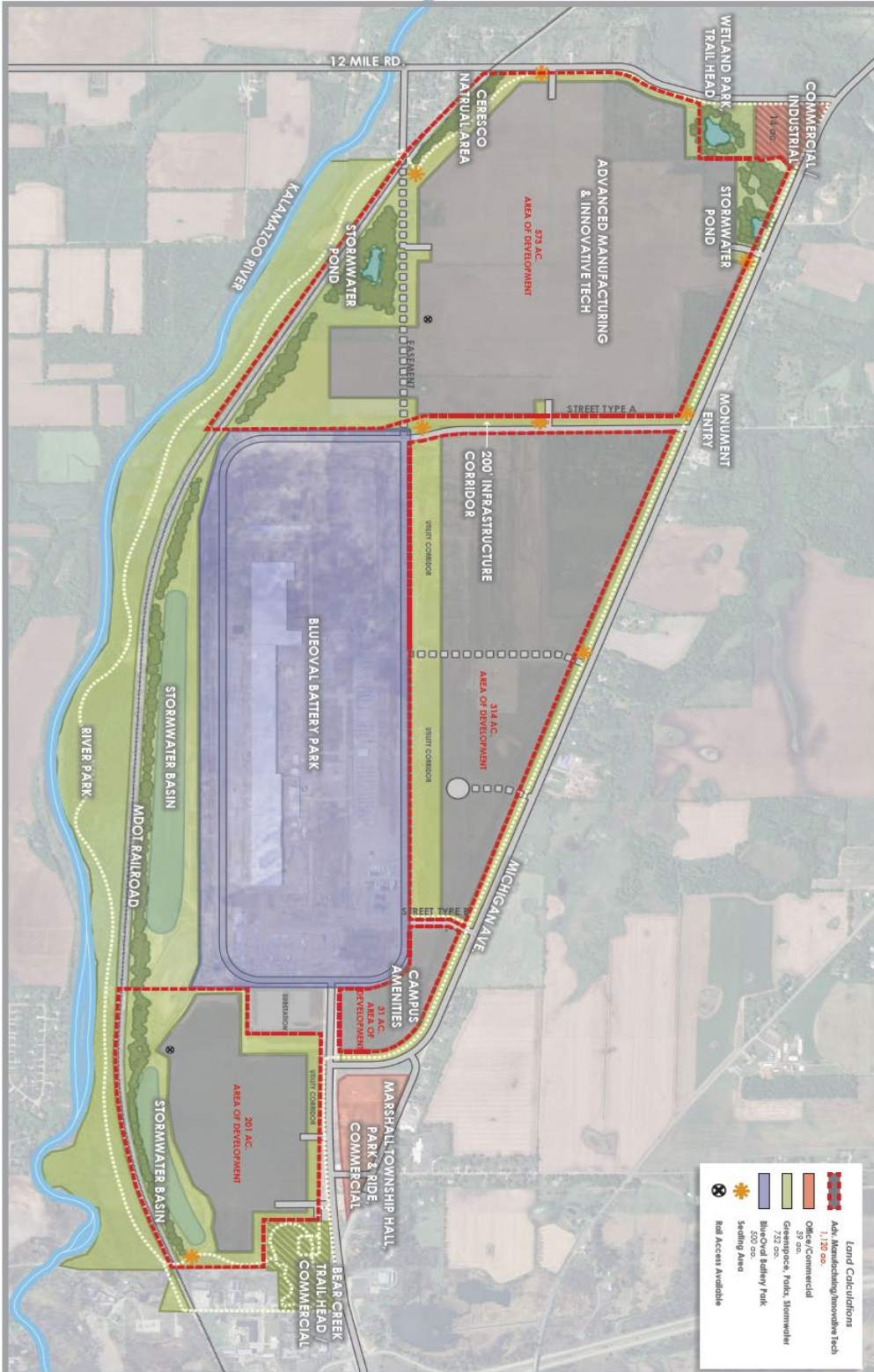
Pedestrian and bicycle trails connect through the Campus to broader Marshall to offer both alternative ways of getting to work while also supporting connections within the Campus for movement for employees. Two usable park spaces – the Bear Creek Trail Head and new River Park – are amenities to support the broader community. Essential storm water management areas will utilize native landscaping where possible to improve water quality, provide wildlife habitat, and provide a visual buffer to buildings and parking lots.

MAJOR Campus Strategic Development Plan

Figure 4: Conceptual Land Use Plan

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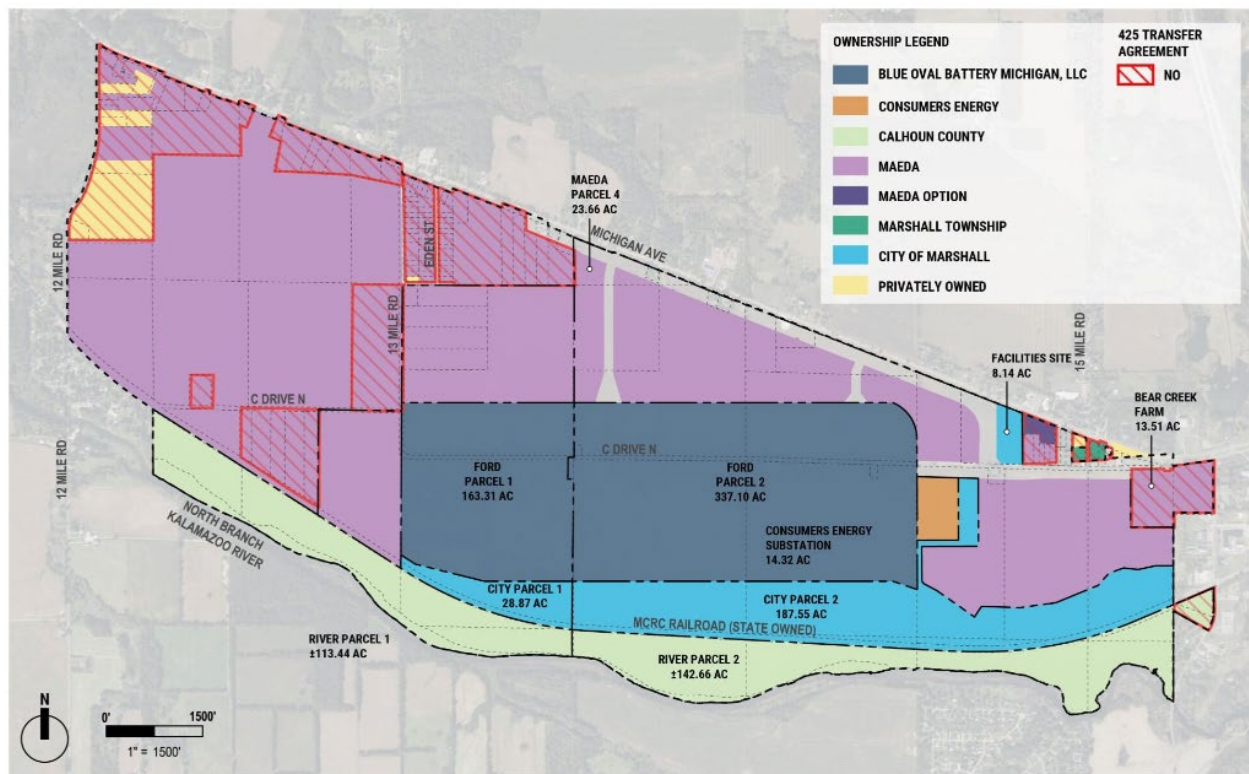
MAJOR CAMPUS CONCEPTUAL LAND USE PLAN



2.3 Land Use

MAEDA is the largest property owner in the MAJOR Campus, acquiring private properties as funding and opportunities to purchase have become available, working in partnership with the MEDC and the Michigan Strategic Fund (MSF) Board. Most of the land owned by MAEDA has already been transferred into the City of Marshall pursuant to the Master 425 Agreement with zoning reviewed by a Joint Planning Commission. Figure 5 below identifies the BlueOval Battery Park with the MAEDA-owned properties surrounding it in purple. The blue City Parcel 2 to the south is dedicated to stormwater management. The red hatch mark areas are sites that are not eligible for development until a 425 transfer agreement has been negotiated between MAEDA and Marshall Township.

Figure 5: Site Ownership and 425 Transfer Agreements



The Advanced Manufacturing/Innovative Tech land use category for much of the Campus is a recognition of local Master Plans, prospective requests through MEDC, and national trends. It is a flexible category of industrial uses that should be clarified in more detail through local zoning, particularly the City of Marshall's I-3 district that is solely used in the MAJOR Campus. Based on the site's Vision and Guiding Principles as outlined above, and evolving conversations with local partners, industrial land uses should:

- Offer unique uses as compared to the City's I-1 and I-2 industrial zoning districts.
- Target modern, innovative businesses that support the local economy through good paying jobs and increased the tax base.

MAJOR Campus Strategic Development Plan

- Reduce low-density uses and functions for storage and warehousing.
- Accommodate limited truck traffic to the Campus.
- Avoid negative characteristics like poor quality buildings, large outdoor storage, noise, excessive traffic, and pollution.

The commercial sites along Michigan Avenue are intended to strongly complement the BlueOval Battery Park with uses like childcare centers, training spaces, health centers, restaurants and coffee shops, medical facilities, and similar supportive commercial uses. These uses are aligned with the Accessory Permitted Uses in the current I-3 zoning district.

The Campus Amenities parcel is uniquely shaped with a berm adjacent to Michigan Avenue. While this site can accommodate Advanced Manufacturing and Innovative Technology users of a smaller size, it can also be an ideal location for similar commercial uses that may not need extensive visibility from Michigan Avenue.

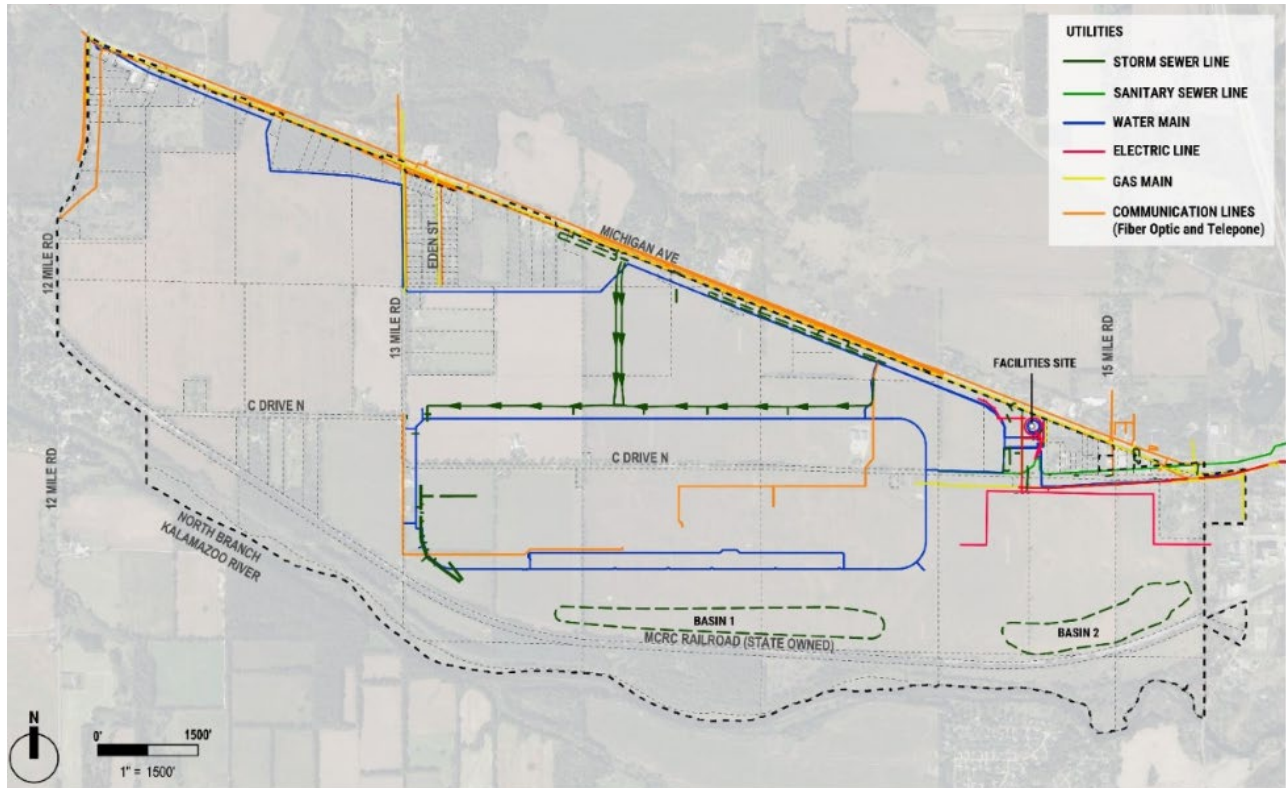
2.4 Existing Utility Investment

Significant investment is already occurring at the MAJOR Campus to introduce critical utility services. Three MAJOR infrastructure features were constructed to accommodate the BlueOval Battery Park project, including an electric substation through ITC and Consumer's Energy, a facility site to provide municipal water and sewer service, and two stormwater basins with associated ditching and culverts. Fiber optic connections have also been expanded through the site from a main line on Michigan Avenue. The City of Marshall has also expanded electric services to the Campus to serve new water infrastructure. A gas transmission main was also extended by Consumers Energy into the MAJOR Campus to service the BlueOval Battery Park.

MAJOR Campus Strategic Development Plan

Since infrastructure is a critical factor in site readiness, sections of the report below further refine the infrastructure needs of the Campus.

Figure 6: Infrastructure Investments Prior to 2025

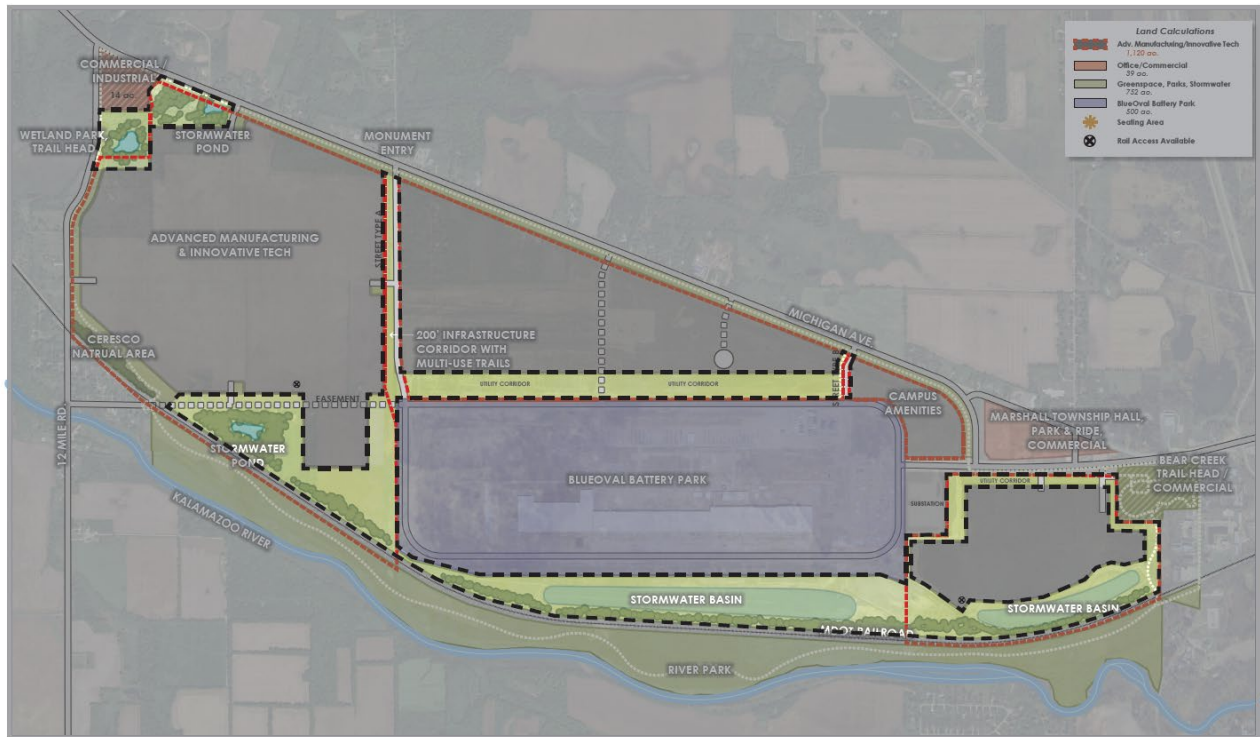


2.5 Greenspace and Buffers

The MAJOR Campus benefits from surrounding green amenities with features that can expand through the Campus. The historic Bear Creek property on the east edge of the Campus is 23 acres adjacent to Bear Creek with a barn, three houses, and several additional structures. Property maintenance is being funded by MEDC as local historic preservation groups determine how to preserve the property. A River Park is in design phases by Calhoun County. Based on input from local partners, MAEDA plans to extend these amenities further into the Campus through a series of landscaped roadways and peripheral trails as well as stormwater infrastructure softened with native vegetation.

MAJOR Campus Strategic Development Plan

Figure 7: Planned Stormwater Infrastructure as Campus Amenities



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2.5.1 River Park

River Park is an idea that originated as a result of an oil spill along the Kalamazoo River in July 2010. A pipeline owned by Enbridge burst and flowed into a creek acting as a tributary of the Kalamazoo River. Enbridge was responsible for clean-up and natural restoration which did occur over the subsequent five years. The area has further evolved into a beautiful local amenity for kayakers and people fishing on the river with public access points upstream and downstream of the MAJOR Campus.

Since then, community members have been working on an initiative to implement a conservation easement in this area of the Kalamazoo River. The purpose of the conservation easement is to preserve natural features and create opportunities for public access.

The River Park itself is a Calhoun County project in Phase 1 of its design process. Currently the plan focuses on creating a trailhead, public parking lot, and restroom facilities. The River Park would also extend the trail system to run south of the MAJOR Campus and offer a scenic overlook.

Public improvements along the Kalamazoo River will be a significant benefit to community members while also offering a nearby respite for future users of the MAJOR Campus.

2.5.2 Bear Creek Farm

The Bear Creek Farm has the potential to be a community asset for broader use by residents of Marshall and Marshall Township. It can also serve as a connection point between the greater community and the MAJOR Campus. As conversations continue about how to preserve the site for use by the public, designers created a concept to spur discussions on what amenities can be realized there.

Figure 8 represents one of the site's structures with a stone retaining wall surrounding it. This retaining wall is a character brought through many parts of the property. Additionally, Bear Creek winds past the property to both the south and north in a culvert under Michigan Avenue.

Figure 8: Images of the Bear Creek Farm Site



The concept for the Bear Creek Farm site imagines a series of connected walking paths taking users through a wildflower meadow, gardens, and a shared forest. A premier feature is a community trailhead adjacent to the creek that will connect people beyond the property south to the Kalamazoo River. Maintaining the valuable historic character of the site, the main structure can experience a new life as a rental space for community meetings and events while telling the history of the property. The stone walls can continue as a character-defining feature of the area's rural character. Aspirational photos show what some of the features can look and feel like.

MAJOR Campus Strategic Development Plan

While the Conceptual Land Use Plan includes the Bear Creek Farm site, conversations about its future are following a separate and parallel community process.

Figure 9: Bear Creek Farm Concept

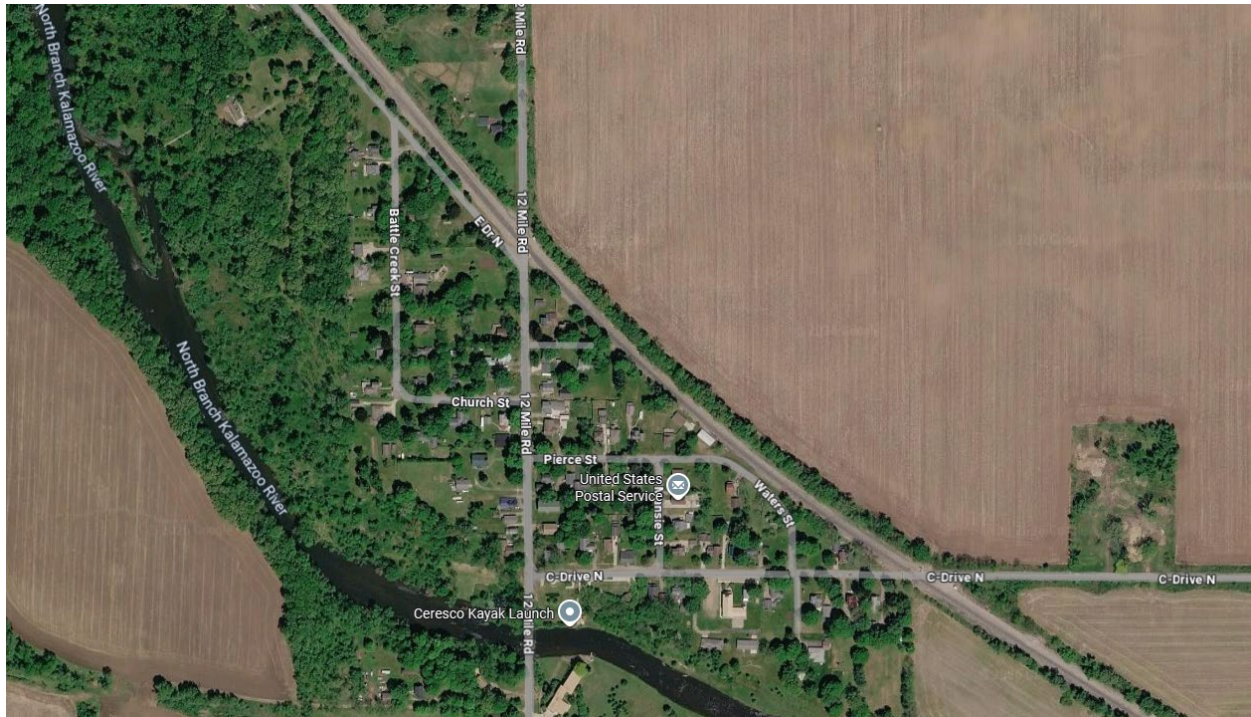


2.5.3 Ceresco Natural Area

The Ceresco community is a residential neighborhood located southwest of the MAJOR Campus along the rail corridor (see Figure 10). It is an unincorporated part of Calhoun County between Marshall Township and Emmett Charter Township. Due to its close proximity to the new BlueOval Battery Park and future Campus users, the Conceptual Land Use Plan pays particular attention to buffering Ceresco residents from views and noise through natural features.

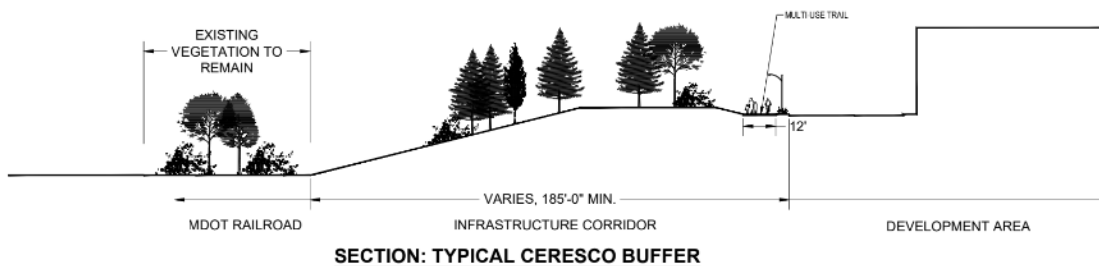
MAJOR Campus Strategic Development Plan

Figure 10: Aerial of the Ceresco neighborhood southwest of the MAJOR Campus



Project designers evaluated the view of the Ceresco neighborhood to the MAJOR Campus for methods of buffering residents from quality of life impacts of nearby industrial buildings. Figure 11 shows a proposed section of how the Ceresco neighborhood on the left of the image can be separated from development in the MAJOR Campus through a vegetated berm. In Figures 12 and 13, photo simulations show how Ceresco residents may see the vegetated berm when trees have leaves in warmer months and are bare in

Figure 11: Typical Cross-Section of Ceresco Natural Area Buffer



cold seasons. As indicated in the leaf-on conditions, it is difficult to notice a difference looking toward the MAJOR Campus from the neighborhood. The vegetated buffer is more visible during the winter months.

MAJOR Campus Strategic Development Plan

Figure 12: Natural Area Buffer in Leaf Off Conditions (MAJOR Campus to the right)



Figure 13: Natural Area Buffer in Leaf On Conditions (MAJOR Campus to the right)



2.6 Transportation

Transportation access for both employees and service vehicles needs to be designed to meet the needs of the MAJOR Campus at full development. This is being accomplished through improvements to the roadway and trail networks that serve the MAJOR Campus while also making main connections north to Michigan Avenue and to a proposed trail system south of the Campus.

2.6.1 Roadways

The MAJOR Campus is served by roadway networks owned and maintained by MDOT, Calhoun County, and the City of Marshall.

2.6.1.1 Existing Improvements

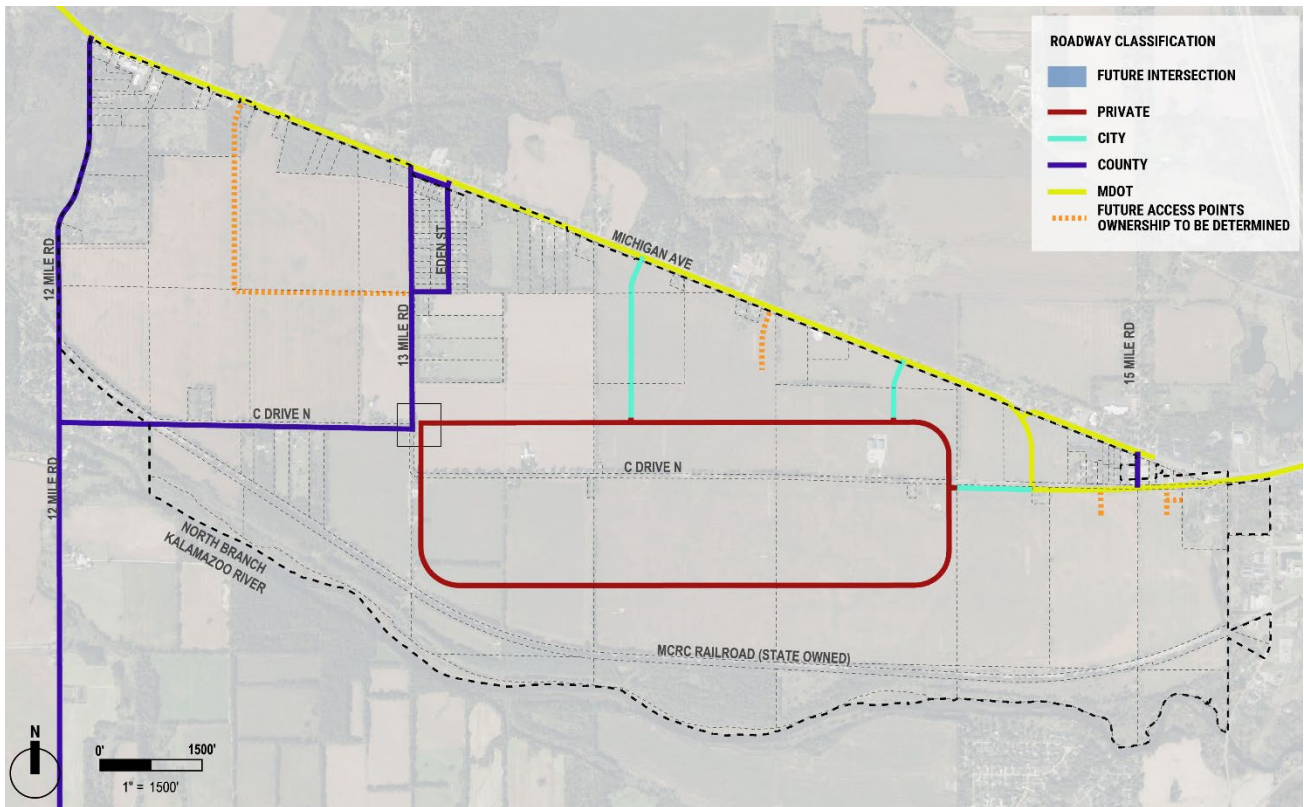
Figures 14 and 15 below represent a few key roadway improvements that have already been made to better serve the MAJOR Campus:

- MDOT has made significant improvements to its surrounding roadways to support the BlueOval Battery Park as well as future development within the MAJOR Campus. These improvements started in 2024 and will be completed in 2028. They include an expansion of Michigan Avenue (M-96) from I-94 and I-94 to a multi-lane boulevard and complete reconstructions of the interchanges at each end. Improvements to both I-69 and I-94 are also planned.
- Two new north/south roads leading from Michigan Avenue to the BlueOval Battery Park have been constructed and are now owned by the City of Marshall (transfer to occur in 2026).
- The ring road around BlueOval Battery Park is not a public roadway – it is owned by Ford – and therefore is not available to serve additional private development.
- Additional access points have been identified to and through the site but not yet fully constructed.

Figure 14: Regional Roadway Improvements (Source: Marshall Modernization)



Figure 15: MAJOR Campus Local Roadway Improvements (as of 10/23/25)



2.6.1.2 Future Road Improvements

13 Mile Road is currently owned by Calhoun County. The Conceptual Land Use Plan identifies this as the most critical connection through the Campus for these reasons:

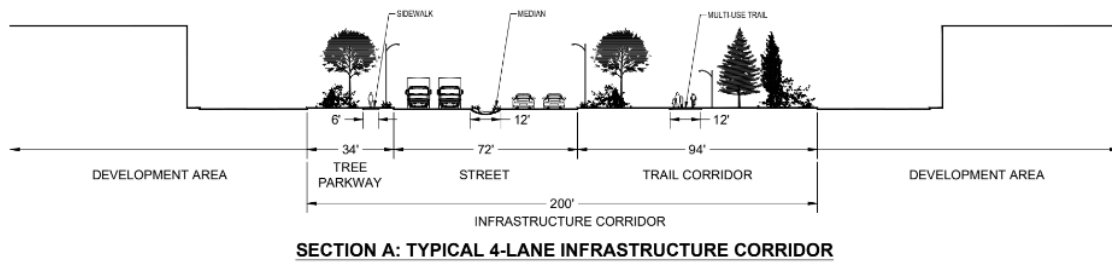
- It is the primary north/south connection through the Campus.
- It is a mainline piece of infrastructure that will open sites for subdividing with a necessary roadway access point.
- It features elevated landscaping and pedestrian sidewalks that can create a piece of a circular path through the Campus.
- It will be City-owned and comply with Marshall roadway standards.

The vision of 13 Mile Road is to accommodate four lanes of traffic with a middle landscaped median. Adjacent to the roadway are proposed tree-lined boulevards and two variations of paths – a traditional sidewalk on one side and a multipurpose trail corridor with more expansive landscaping on the other side. This design facilitates employees who choose to ride a bicycle to work, but it also allows people to take a short walk through the Campus without having to mix with truck and car traffic within the roadway. As the

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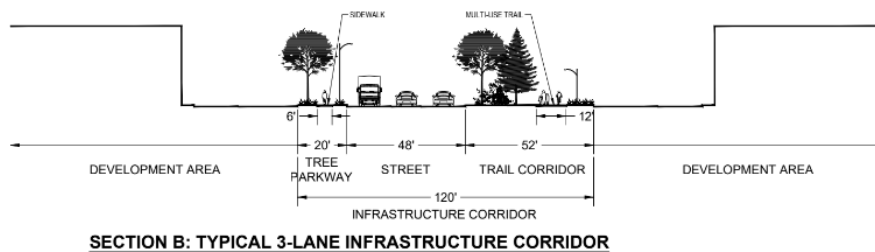
most prominent public street within the Campus, its elevated design is referred to Section A and shown in Figure 16.

Figure 16: Typical Cross-Section for Primary Campus Roadway



The future development plan for the MAJOR Campus recommends a further enhanced system of roadways and trails around the Campus to both offer connections to Marshall and Marshall Township as well as sidewalks within the Campus for future employees. Other interior roadways will function for circulation and direct access to new sites. These roadways are expected to be more of a traditional right-of-way width and design with three lanes of traffic, either a sidewalk or multiuse trail on either side of the road, and landscaping. It is expected that these rights-of-way (shown in Figure 17) will be designed at the time of a specific development project, and the City of Marshall will own them unless arrangements are negotiated for private ownership.

Figure 17: Typical Cross-Section for Secondary Campus Roadway



Further discussions with Ford have evolved the trail system to primarily focus on pedestrian sidewalks within the MAJOR Campus rather than multiuse trails for safety reasons. The design of 13 Mile will also continue to evolve based the needs and concerns of Campus businesses paired with mobility priorities in the larger community.

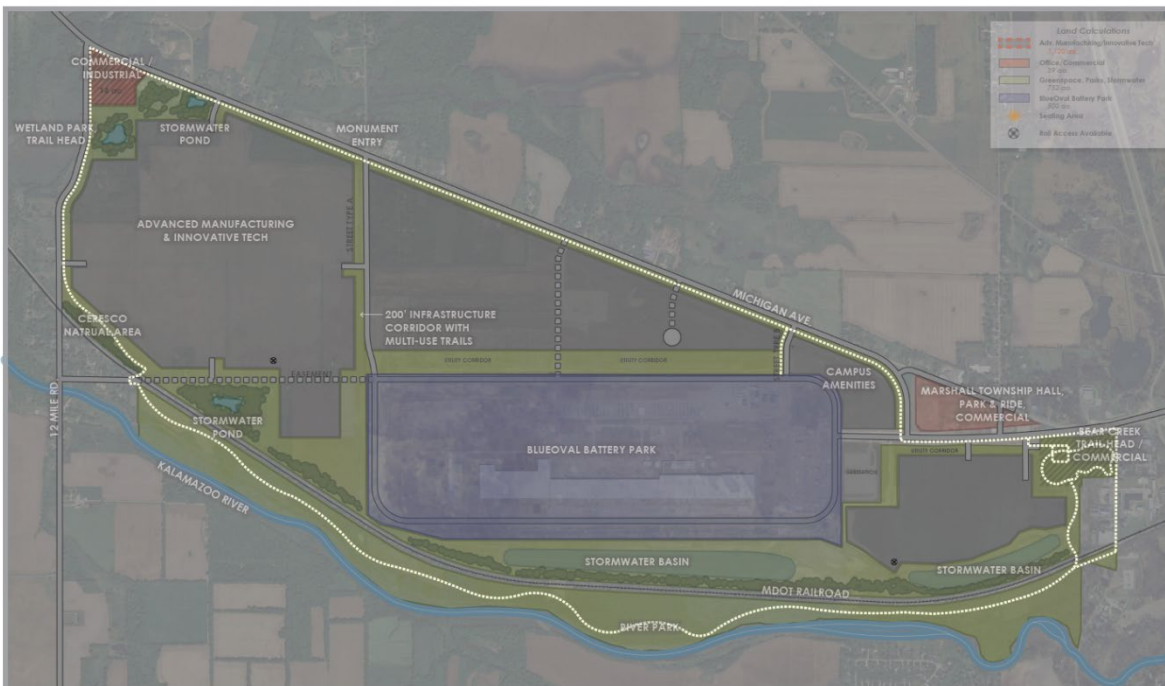
2.6.2 Multiuse Trails

Typical perceptions of an industrial park bring to mind intense truck traffic, large parking lots, very little landscaping and green spaces, and no trails and sidewalks. The MAJOR Campus is setting itself apart from past versions of industrial parks - as understood by its Vision and Guiding Principles – to attract businesses and employees that want an enhanced experience. A trail system around the Campus connecting to interior sidewalks will:

- Provide alternative methods of getting to jobs for employees living nearby.
- Offer employees space for short walks and respite during work breaks.
- Connect the Michigan Avenue trail to the proposed trail along the Kalamazoo River for the broader community.

As highlighted in Figure 18, a connected trail system around the MAJOR Campus builds on amenities already planned adjacent to it. A proposed new trailhead at Bear Creek Farm and a connected trail along the Kalamazoo River will bring walkers and bicyclists close to the MAJOR Campus. Additionally, MDOT has built a trail on the south side of Michigan Avenue adjacent to the Campus. The Conceptual Land Use Plan takes advantage of these nearby amenities with a peripheral trail system that users can access at the Bear Creek Farm site on the east, via three street connections to Michigan Avenue on the north, and near the Ceresco neighborhood on the southwest.

Figure 18: Proposed MAJOR Campus Trail System



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2.7 Site Readiness

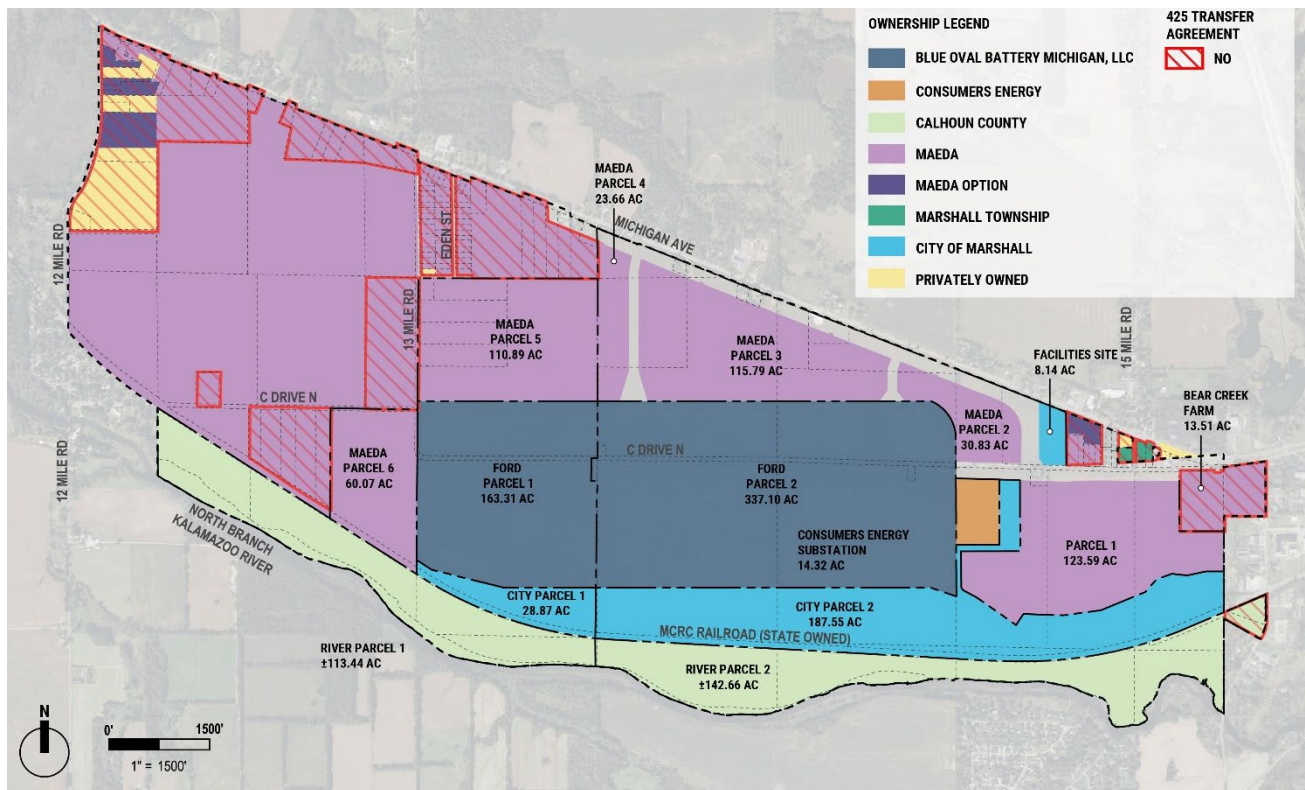
Site readiness for the MAJOR Campus is not a singular milestone but a progressive process that combines land control, infrastructure investment, regulatory alignment, and clear implementation pathways. While the BlueOval Battery Park represents a fully realized example of site readiness, additional portions of the Campus require strategic investments to achieve similar market competitiveness.

2.7.1 Land Acquisition

As depicted in Section 2.3 and again below for reference in Figure 19, there are seven parcels within the limits of the MAJOR Campus being marketed for future development that still need to be purchased. These parcels represent possible constraints to the Campus and future development would be limited in these overall areas. Continued land acquisition of these parcels is a critical component of improving site readiness.

While acquisition costs vary by parcel and timing, the ability to assemble developable tracts with clear ownership and jurisdictional certainty will significantly improve the Campus' ability to respond quickly to prospective users.

Figure 19: Site Ownership and 425 Agreements



2.7.2 Future Development Parcels

Based on the Conceptual Land Use Plan, several development-ready areas, identified generally as the red boxes on the plan, are anticipated to be available following completion of land acquisition and jurisdictional transfers and rezoning. These areas represent the most logical candidates for early-phase development beyond the BlueOval Battery Park.

At present, most of these sites are unimproved and would require a combination of grading, utility extensions, roadway access, and stormwater management to function as true development pads. The scale and cost of pad preparation will vary depending on user requirements, parcel size, and the timing of adjacent infrastructure projects. At this time, there are no anticipated pad-ready incentives for future projects and therefore individual projects will be responsible for their own mass grading and pad development.

Maintaining flexibility in pad development is important. In some cases, pre-development investments are justified to accelerate attraction efforts, while in others a build-to-suit approach may be more appropriate to align investment with confirmed users. A summary of the readiness of these areas identified in the land use plan is provided below.

Appendix A SME Plan Set depicts these potential development pads as a representation of areas where building footprints and parking lots could be constructed based on a assumed grading plan. They show possible scenarios for accommodating development around infrastructure like roadways, stormwater facilities, and utilities. The development pads are generally flat areas where mainline infrastructure can be extended and connected.

2.7.2.1 East of BlueOval Battery Park

Approximately 124 acres of developable land are located immediately east of the BlueOval Battery Park site. This area represents a mid-term opportunity for additional industrial development due to its proximity to existing infrastructure investments and regional transportation access.

Figure 20: Developable Land East of Blue Oval Battery Park



Needed improvements to make this 124-acre pad development ready include:

- **Utilities**
 - **Water:** Municipal water service does not currently serve this area. A water main extension beneath Opportunity Drive would be required to provide potable water service to future development in this area.
 - **Sanitary Sewer:** A sanitary sewer connection has been constructed along the north side of the property, providing a viable connection point for future development.
 - **Electric:** A Consumers Energy substation serviced by ITC is located near the northwest corner of the property, offering substantial electrical capacity to support industrial and advanced manufacturing users. In addition, a Marshall Electric overhead distribution line borders the north side of the property along the south side of Michigan Avenue.

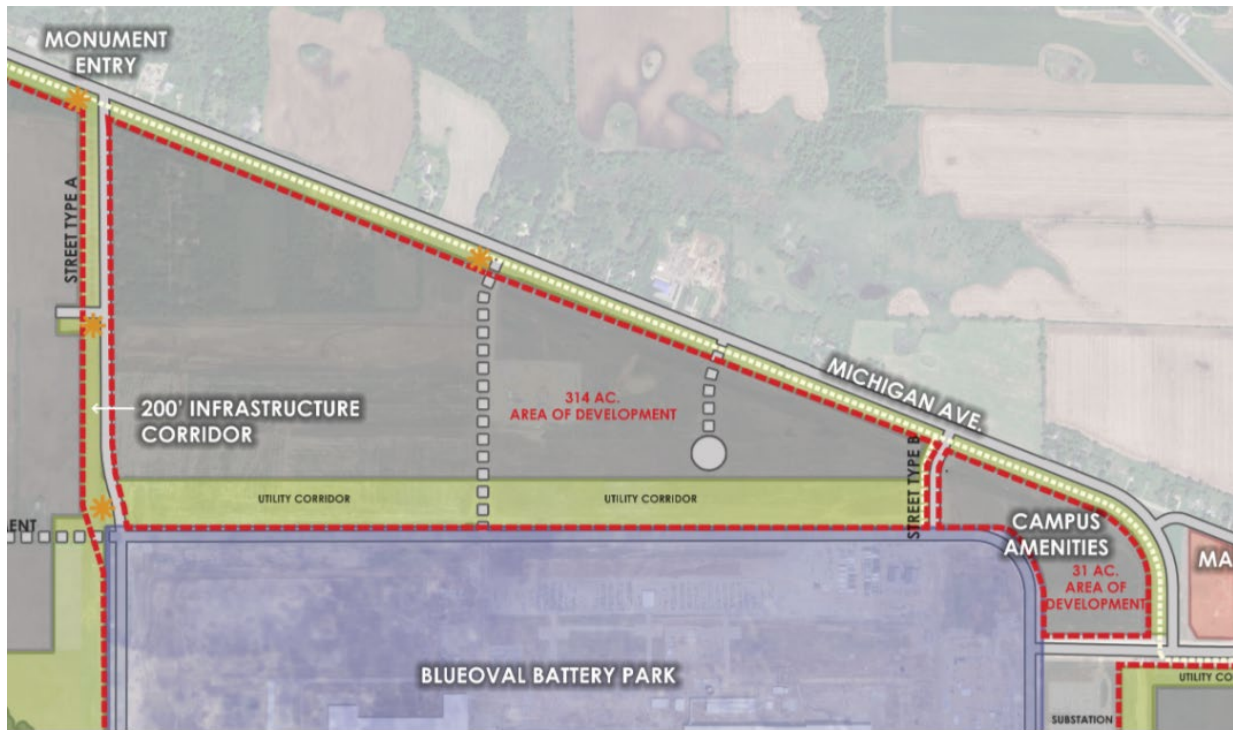
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- **Natural Gas:** A Consumers Energy gas transmission main is located along the north side of the property, providing access to high-capacity gas service.
- **Stormwater:** A regional stormwater basin located along the south side of the property, which is owned and maintained by the City of Marshall, may be utilized as part of future development, subject to engineering review and capacity verification.
- **Fiber:** Fiber optic services are available along Michigan Avenue and may be extended into the site as development occurs
- **Grading** - Minimal grading has occurred within this development area to date. Future grading activities will be required to support building pads, internal roadways, and stormwater management features, and should be coordinated with proposed site layouts and utility extensions.
- **Transportation** - Two access points to Michigan Avenue were constructed by MDOT as part of the Michigan Avenue expansion project. These access points provide excellent regional connectivity and enhance the site's attractiveness for industrial users with workforce and logistics needs. Rail access could be considered for this parcel.
- **Jurisdictional Considerations** - The property is subject to the existing 425 Agreement between the City of Marshall and Marshall Township. However, the property would require rezoning prior to development to align with the City's I-3 Industrial Innovations District and the policies recommended in this Strategic Development Plan.

2.7.2.2 North of BlueOval Battery Park

Three areas of developable land are located immediately north of the BlueOval Battery Park, ranging in size from 198 acres, 116 acres, and 31 acres. This area represents a near-term opportunity for additional industrial development due to its proximity to existing infrastructure investments, regional transportation access, and partial jurisdictional transfer.

Figure 21: Developable Land North of BlueOval Battery Park



Needed improvements to make this area north of the BlueOval Battery Park pad development ready include:

- **Utilities**
 - **Water:** Municipal water service currently services this area via the publicly owned water main that loops around the inside of the ring road located within the BlueOval Battery Park. Service can be extended off the 16-inch water main located along the west side of the eastern BlueOval Entrance and the extension previously constructed below the ring road at the northwest corner of the BlueOval parcel.
 - **Sanitary Sewer:** Sanitary sewer does not currently service these properties. A force main would need to be constructed extending from the facilities site to a central pump station that could be fed via gravity sewers that service the area.
 - **Electric:** A Consumers Energy substation is located near the southeast corner of the property in addition to an overhead Consumers electrical line that is located along the south side of Michigan Avenue. Marshall Electric also will be installing an overhead line along the south side of the properties that would be able to service these areas.
 - **Natural Gas:** A Consumers Energy gas transmission main is located along Michigan Avenue.

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- **Stormwater:** A regional stormwater basin located on the south side of the BlueOval property, which is owned and maintained by the City of Marshall, connects to this area via ditches and culverts and may be utilized as part of future development, subject to engineering review and capacity verification.
- **Fiber:** Fiber services are available along Michigan Avenue.
- **Grading** - Grading has been performed within this area as part of the BlueOval Battery Park development, with the exception of the northwest residential portion of the 198-acre parcel. These grading efforts resulted in relatively flat building pads that are well suited for future industrial development.

A former concrete batch plant aggregate pad located within the 116-acre parcel represents an opportunity for reuse and would be well suited as a staging area to support future construction activities.

Additional grading will be required to support future building pads, internal roadways, and stormwater management features. These grading activities should be coordinated with proposed site layouts, utility extensions, and overall development phasing.

- **Transportation** - Four points of access from Michigan Avenue currently serve this area, including 13 Mile Road, Opportunity Drive, and two interim access drives located between these roadways. Collectively, these connections provide access to both the east and west sides of each parcel area from Michigan Avenue.

If 13 Mile Road is improved to accommodate greater traffic volumes into the MAJOR Campus, consideration could be given to eliminating the connection of the longer internal access drive between the approximately 198-acre and 116-acre parcels and the BlueOval Battery Park ring road. Removal of this connection could improve site planning efficiency by creating a more contiguous and flexible development area while consolidating traffic movement to primary campus access points.

- **Jurisdictional Considerations** - The 116-acre parcel is subject to the existing 425 Agreement between the City of Marshall and Marshall Township and is located entirely within the I-3 Industrial Innovations District.

The 31-acre parcel is also subject to an existing 425 Agreement but is only partially located within the I-3 zoning district, which may require additional coordination or zoning action prior to development.

The 198-acre parcel is partially located within the area covered by the 425 Agreement and partially within the I-3 zoning district, resulting in split jurisdictional and zoning conditions that will need to be addressed as part of future development planning.

2.7.2.3 West of BlueOval

Approximately 574 acres of developable land are located immediately west of the BlueOval Battery Park site. This area represents a long-term opportunity for additional industrial development due to the breadth of public and private infrastructure investments previously completed for the MAJOR Campus.

Figure 22: Developable Land West of Blue Oval Battery Park



Needed improvements to make this area west of the BlueOval Battery Park pad development ready include:

- **Utilities**
 - **Water:** Municipal water service could be extended to this area via the publicly owned water main that loops around the interior of the BlueOval Battery Park ring road. Service could also be extended from the 16-inch water main located near the northwest corner of the BlueOval parcel, subject to coordination and capacity verification.
 - **Sanitary Sewer:** Sanitary sewer service does not currently extend to these properties. A sanitary sewer force main would need to be constructed from the facilities area, potentially in coordination with the extension required to serve areas north of the BlueOval site. This infrastructure could discharge to a central pump station, which could then be fed by gravity sewers serving the development area.
 - **Electric:** A Consumers Energy substation is located within the MAJOR Campus, and an overhead Consumers Energy electrical line is located along the south side of Michigan

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Avenue. In addition, a Marshall Electric overhead distribution line located along the south side of the properties north of the BlueOval site could be extended to serve this area as part of future development.

- **Natural Gas:** A Consumers Energy gas transmission main is located along Michigan Avenue and could be extended to serve future development.
- **Stormwater:** A regional stormwater basin does not currently exist to serve this parcel. Stormwater infrastructure would need to be planned and constructed as part of future development.
- **Fiber:** Fiber optic services are available along Michigan Avenue and could be extended into the site as development occurs.
- **Grading** - No grading has been performed within this area to date. Future grading will be required to support building pads, internal roadways, and stormwater management features and should be coordinated with proposed site layouts, utility extensions, and development phasing.
- **Transportation** - Three access points to Michigan Avenue are planned or exist in this area, including 13 Mile Road, 12 Mile Road, and a future interim access drive located between these two roadways. Improvements to 13 Mile Road, and potentially 12 Mile Road, would be necessary to adequately serve development within this portion of the MAJOR Campus.
- **Jurisdictional Considerations** - Portions of the property are subject to the existing 425 Agreement between the City of Marshall and Marshall Township. Rezoning would be required prior to development to align the property with the City's I-3 Industrial Innovations District and the policies recommended in this Strategic Development Plan.

3 Regulatory Framework

Ford's BlueOval Battery Park is a project of statewide significance for Michigan. The scale of the project and its potential economic benefits to the City of Marshall and its surrounding region are enormous.

The investments necessary to accomplish the project and the planning, design, engineering, and construction activities needed to meet Ford's requirements and schedule were equally daunting. Those investments were made by state and local partners, and the work has been completed to support the construction of the BlueOval Battery Park. Understandably, this work and the commitments to Ford were the top priority.

After committing to the project, Ford decided to significantly reduce the size of the project. This left MAEDA with land between Ford's private ring road and a large earthen berm along Michigan Avenue. The shape of these parcels, access constraints, and the lack of visibility from Michigan Avenue were challenges to be addressed in planning for the development of the remainder of the MAJOR Campus.

When the BlueOval Battery Park project was initiated, it was consistent with the master plans of the City of Marshall and Marshall Township. There is still land within the MAJOR Campus that is in Marshall Township and zoning disparities that need to be reconciled to achieve successful build-out of the remainder of the MAJOR Campus.

3.1 Adoption of Subplan

The Michigan Planning Enabling Act 33 of 2008 identifies a Subplan as a tool that local governments can use to complete more intensive planning for a geographic area less than the entire jurisdiction. This tool is provided to address unique characteristics and includes multiple public purposes that can and should be pursued through the preparation of a subplan. Each of these purposes are relevant to the MAJOR Campus.

Much of the technical work needed to complete a subplan has already been completed. The opportunity that this presents is to actively engage MEDC representatives, Marshall Township, the Joint Planning Commission (JPC), and other regional stakeholders in shaping the plan.

Once this input has been gathered and the subplan has been approved, it can provide policy guidance for decisions by the JPC. Updates to the I-3 Zoning District, as described in Section 4.3, can be completed prior to completion of a subplan for the MAJOR Campus. Any rezoning of properties should be fully consistent with the subplan and act as the governing ordinance for all future development within the MAJOR Campus.

3.2 Future Development Pipeline

The JPC was developed as a strategy for addressing multiple jurisdictions and zoning disparities in the MAJOR Campus. With three members each from the Township and City and lack of a clear consensus about the optimum land use for the area, the JPC process has not been as effective as it needs to be to meet the region's future needs.

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Since construction has commenced on the BlueOval Battery Park project, there has been extensive planning and engineering work focused on the remainder of the MAJOR Campus. The City of Marshall has updated its Master Plan and MAEDA has focused on this Conceptual Land Use Plan to guide the build out of the Campus. The City and MAEDA have coordinated their activities, and representatives from MEDC have been consulted regularly.

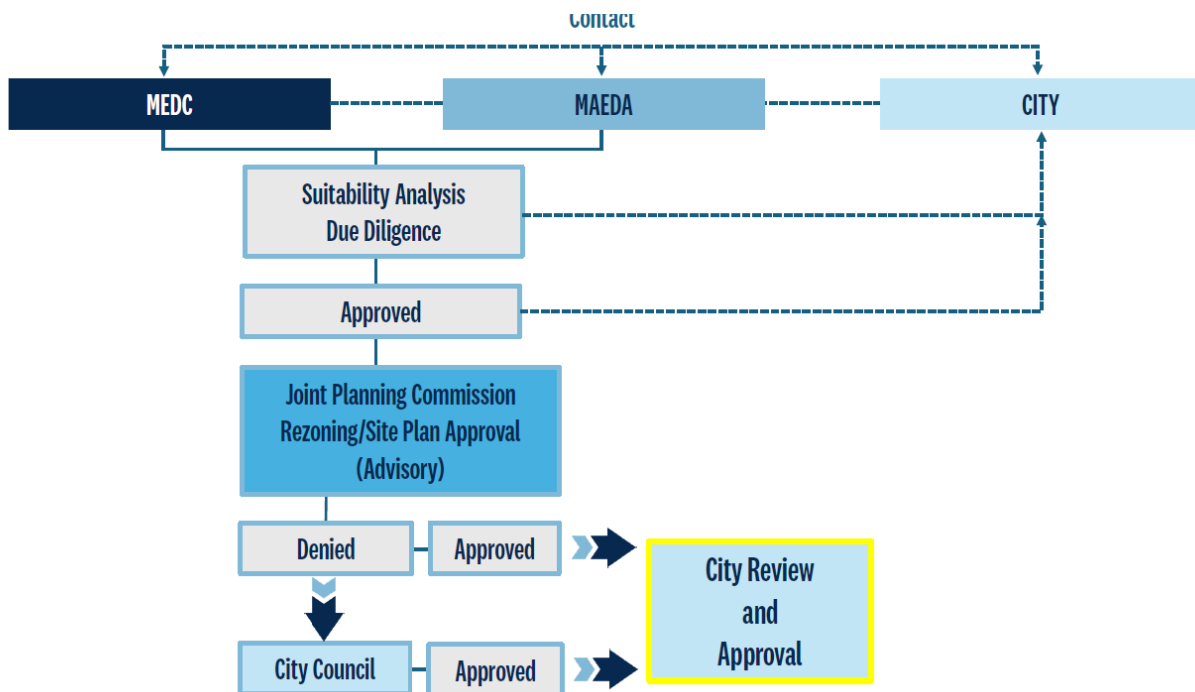
Despite this coordination, there is not a strong, shared vision for the future of the MAJOR Campus. More work needs to be done, and communication and engagement must be improved between MEDC, MAEDA, the City of Marshall, Marshall Township, and Calhoun County.

Figure 23 is a graphic representation of the path that a prospective development opportunity should follow and the path it will take if it is suitable for approval. The diagram acknowledges that an opportunity could come directly to MAEDA or the City of Marshall, or the proponent may start by contacting MEDC. Regardless of who is contacted first, there needs to be communication between all three and a shared determination of the suitability of the proposed business.

The best criteria for determining if a use should be encouraged or rejected should be the adopted subplan and the I-3 district standards. If it is deemed suitable, it can proceed to work with the City staff to prepare a complete application with all the required supporting documents and permits.

If the application needs to be reviewed by the JPC, the adopted subplan and I-3 district standards should guide their review and decisions. Strong support and participation in the preparation of the subplan should

Figure 23: Proposed Development Pipeline



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result in fewer occasions in which the JPC recommends denial of an application and the Marshall City Council chooses to disagree and approve it.

The ultimate goal is to get desirable, modern, and innovative businesses that create and sustain excellent employment opportunities approved in a timely and efficient manner. The State of Michigan and the Marshall Area region are in competition with other states and countries. Uncertainty, risk, and delay are not tolerated by the development community. The next steps in this planning process should support MAEDA and all its partners in presenting both a clear vision and a timely and efficient path to approval for the industries of the future.

3.3 I-3 Zoning District Amendments

Based on public comments in the City's master planning conversation and similar discussions through the Marshall Township board, it is clear that many in the region are concerned about losing the rural character that they love. There is opposition to the proliferation of heavy, old-styled industrial businesses with pollution, noise, extensive traffic, and lower budget buildings and properties.

MEDC has been clear they do not favor warehousing and distribution uses, and employment associated with modern, innovative industrial businesses is their priority. The image and character of the Campus and enhanced opportunities for improved access to park amenities, trails, and the effective buffering of adjacent areas are also important.

One of the significant ways in which all these issues are being addressed is in pending amendments to the I-3 zoning district. These changes will clarify the purpose and intent of the district. It will add permitted uses that are more aligned with modern industrial uses while eliminating and prohibiting dirty and noisy uses and activities that negatively affect neighbors and use the land inefficiently.

There is an opportunity for MAEDA and the City of Marshall to reach out to MEDC, Calhoun County, Marshall Township, and the JPC to strongly encourage their review and suggested improvements to the I-3 district.

The MAJOR Campus is the only area in Marshall with the I-3 zoning designation so it can offer distinct uses and characteristics unique to the Campus compared to other industrial districts in Marshall. Revisions to the I-3 zoning district have been proposed here to best implement the Conceptual Land Use Plan. I-3 revisions will serve multiple benefits:

1. It can limit or prohibit industrial uses with negative impacts like excessive truck traffic, underutilized warehousing or storage areas, and noise and air pollution.
2. The City's zoning specialists will have more concrete direction if a unique or unanticipated project is proposed.
3. The community can have clarity as to what uses will be allowed and any regulations for their site and building design.
4. The Use Table can act as guidelines for other partners – like MEDC – on what business types are appropriate in the MAJOR Campus.

The I-3 recommended revisions focus on the overall Intent Statement, Use Table, and Minimum Lot Size.

3.3.1 Existing Intent Statement

A well-crafted intent statement provides greater clarity and guidance for policymakers, community members, courts, and developers in how lots on a parcel should be used. The current intent of this district is to provide locations for larger-scale manufacturing, processing, and production operations that may need significant transportation access and community utilities.

3.3.2 Intent Statement Recommendation

Recommendation #1: Change the intent statement to better reflect the type of development desired for the I-3 district.

Since the I-3 district is intended to support high-quality manufacturing, fabrication, testing, research, and related business development in a single geographic area, the intent statement could be written as:

The purpose of the I-3 Industrial Innovations District is to support the development of high-quality manufacturing, fabrication, testing, research, and limited support businesses, located within attractive buildings and integrated into a cohesive Campus setting. The district emphasizes economic development and includes attractive green spaces and mobility amenities, with a special emphasis on the mitigation of potential adverse impacts on the surrounding community.

This change directs a specific kind of industrial development with supportive accessory uses as well as emphasizes attractive and cohesive development. Adjusting the intent statement language like this also speaks to concerns about heavy industrial uses and protection of rural character of the area while allowing for the integration of greenspace and mobility amenities that can be resources to nearby residents and MAJOR Campus employees.

3.3.3 Existing Use Table

The current use table is extensive and includes uses that are not reflective of the revised intent statement. Since the new intent statement directs industrial development that is different from I-1 and I-2 development, the use table needs to reflect this change. The Fiscal Analysis in Section 4 of this report evaluates how certain types of development will impact the budgets of local governments. This analysis assumes advanced manufacturing and innovative technology uses, so adjusting the use table to better align with the Fiscal Analysis will enable community members and policymakers to better use this report to plan for future development in the MAEDA Campus.

3.3.4 Use Table Recommendation

Recommendation #2: Adjust the use table to prevent types of industrial development that are better suited to the I-1 and I-2 districts.

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The updated use table could be revised by:

- Adding agribusiness, food and beverage production and processing, and roof solar facilities as permitted uses.
- Removing canning factories and chemical plants, and recycling collection and processing facilities from permitted uses.
- Removing chemical plants, refineries, steel mills, and flour mills from special land uses.
- Removing indoor warehousing and retail sales of goods produced on site from accessory permitted uses.

These changes direct innovative industrial uses to I-3 and guide more traditional industrial uses to the other two industrial districts in Marshall.

3.3.5 Existing Minimum Lot Size

The current 200 acre minimum is too big and limits development of a variety of innovative uses. There are many examples of innovative businesses that started with smaller sites and grew as they experienced success. This entrepreneurial culture and incremental growth may be better suited for parts of the MAJOR Campus as the City of Marshall expands its housing stock and related community services.

3.3.6 Minimum Lot Size Recommendation

Recommendation #3: Update the minimum lot size requirement.

Replacing the current minimum with a 5-acre minimum (with an exception for Accessory Permitted Uses, at the discretion of the Zoning Administrator) would accommodate many different types of industrial and supportive uses. However, in order to be attractive to larger industrial businesses, a single large parcel unsubdivided could remain on the concept plan.

4 Fiscal Impact Analysis

This fiscal impact analysis evaluates how the industrial and commercial development that is envisioned for MAJOR Campus will affect the budgets (through increases in revenues and service costs) of the local governments in which it is situated.

The affected local government entities are the City of Marshall, Marshall Township, Calhoun County, and the two school districts that serve the Campus area. These units of government have distinct revenue structures and service responsibilities, so they require jurisdiction-specific assessments. The analysis provides a structured, data-driven evaluation of the degree to which the MAJOR Campus development will strengthen or strain the budget position of each jurisdiction.

4.1 Analytical Framework

The fiscal impact model considers both new revenues that come from the projected development and the cost of providing government services to the development. It includes:

- **Property tax revenues**, incorporating the effects of tax abatements, Eligible Manufacturing Personal Property (EMPP) exemptions, and district-specific millage rates.
- **Non-property tax revenues**, such as state-shared revenues, permits, and fees that scale with new development.
- **Service costs**, based on standardized service units, and methods of correlating the new development with an estimate of the public services that it will require.

This structure ensures consistency across jurisdictions and aligns with established fiscal impact analysis practices.

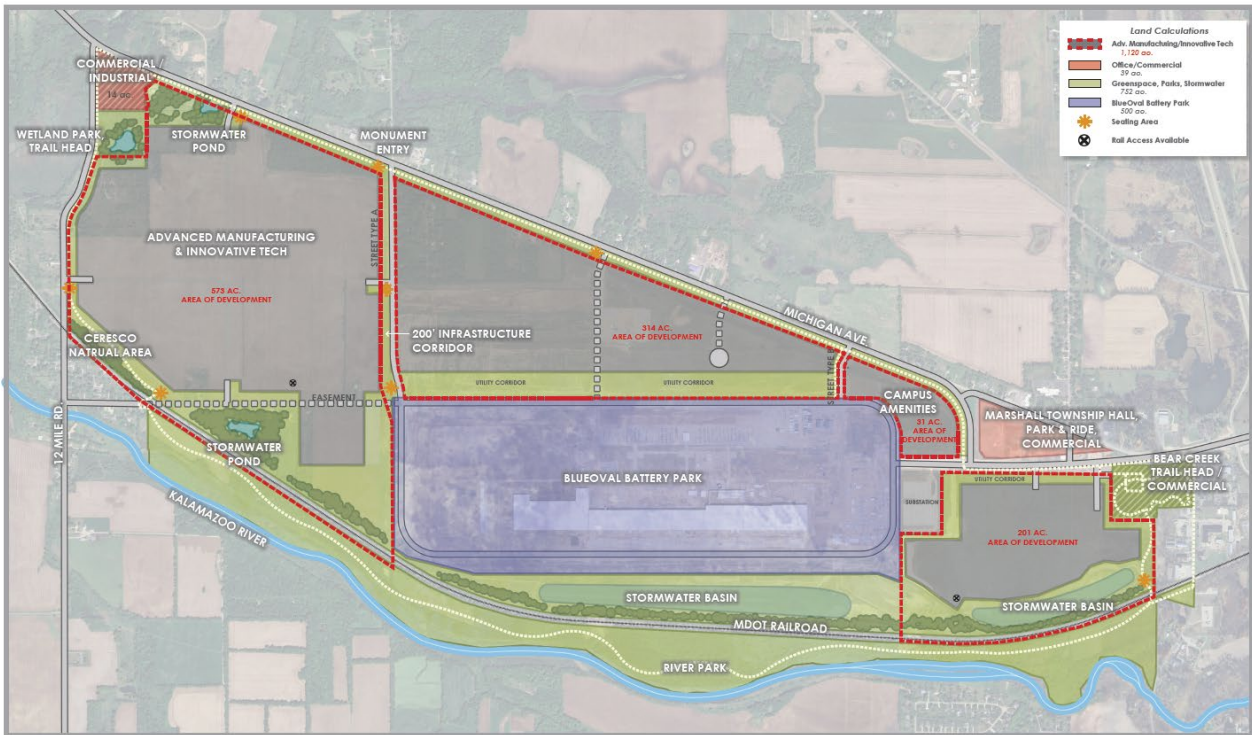
4.2 Development Program and Key Assumptions

The analysis is based on the most current concept for full development of the MAJOR Campus, which includes:

- Advanced manufacturing and innovative technology uses
- Limited Commercial development
- BlueOval Battery Park

MAJOR Campus Strategic Development Plan

Figure 24: Conceptual Land Use Plan



MAJOR CAMPUS CONCEPTUAL LAND USE PLAN

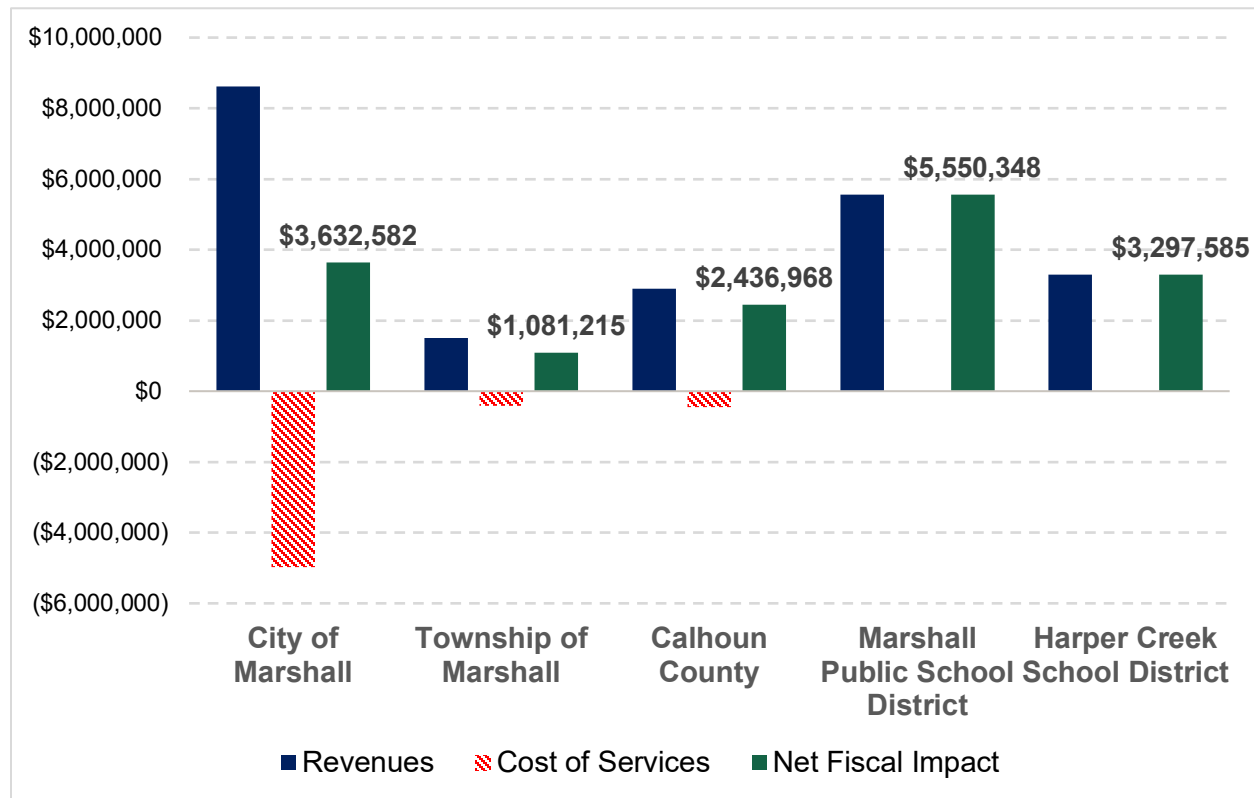
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4.3 Outcomes by Governmental Entity

The planned MAJOR Campus development program produces positive net fiscal impacts for all the affected jurisdictions - the City of Marshall, Marshall Township, Calhoun County, Marshall Public Schools, and Harper Creek Community Schools. Across all entities, the public service burden associated with new industrial and commercial development is substantially lower than the revenues generated, resulting in strong annual net benefits. This is illustrated in Figure 25 below.

These fiscal impacts represent ongoing annual benefits, reflecting the recurring nature of property tax revenues and the relatively stable service demands associated with industrial and commercial land uses. Importantly, annual net benefits are projected to more than double once tax abatements expire for all the governmental jurisdictions as full property tax revenues become available to local municipalities.

Figure 25: Cost of Services Compared to Revenues by Jurisdiction



4.4 Net Fiscal Impacts for City of Marshall, Township of Marshall, and Calhoun County

This section describes the methodologies used to estimate the new revenues and the incremental costs of providing services to the development for the City of Marshall, the Township of Marshall, and Calhoun County—and summarizes the findings of the analysis. **Methodologies and assumptions were reviewed with officials from affected jurisdictions through presentations and discussions to ensure accuracy and alignment with local financial practices.**

4.4.1 Revenue Analysis

The primary source of new revenue generated by the MAJOR Campus is property taxation. Property-related revenues were estimated using parcel-level assumptions regarding real property value, assessed value, and the application of abatements for eligible industrial and advanced manufacturing uses. The property tax analysis took into consideration the following factors.

- EMPP Exemption:** Eligible Manufacturing Personal Property (EMPP) at BlueOval Battery Park and the advanced manufacturing sites assumed to receive the EMPP exemption, resulting in a taxable value of zero. This eliminates local personal property tax revenues that would otherwise accrue to

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the City, Township, County, and school districts. The assumption reflects Michigan statutes and the incentive framework typically applied to large-scale industrial investments.

- **50% Property Tax Abatement:** A 50 percent real property tax abatement has been granted to BlueOval Battery Park for a **12-year** abatement period. It is assumed that the same property tax abatement will be awarded to other advanced manufacturing businesses developed at the site. Tax abatements reduce property tax revenues from these properties for all jurisdictions over the abatement period. When abatement periods expire, jurisdictions receive full property tax payments, resulting in a doubling of property tax revenues.
- **Full Taxability:** Commercial and office parcels within the MAJOR Campus are assumed to be fully taxable immediately with no tax abatements, or special reductions.
- **425 Agreement:** For development located within Marshall Township, a 4-mill tax sharing rate is applied in accordance with the Marshall–Marshall Township Act 425 Agreement.

In addition to property taxes, the analysis evaluates the impact of development on a broad set of other revenue sources, including state-shared revenues, permits, fees, and other revenues.

4.4.2 Cost of Service Analysis

The cost of services methodology estimates the cost of providing the public services that are required by the new development.

As a first step, it establishes a baseline of the existing service base in terms of a) total developed land area and b) total “service units.” Service units are housing units and, using conversion factors for commercial floor area, housing unit equivalents. Given these dual baselines, the increased service burden of new development at the MAJOR Campus could be measured relative to both its addition to developed land area, and the additional service units that it adds. These two measures of increase to the service base were then weighted based on their relevance to departmental activities.

Estimated cost increases by budget category were summed up to provide the total estimated cost of providing governmental services to the new development.

4.4.3 Net Fiscal Impact

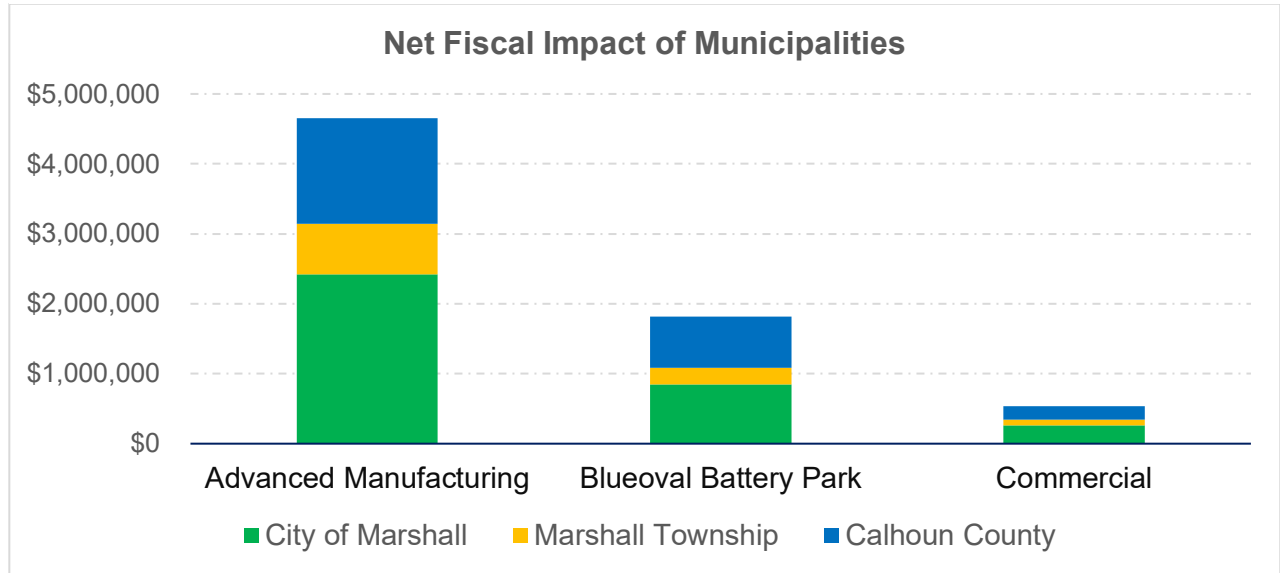
The net fiscal impact represents the difference between the **new revenues generated** by the MAJOR Campus development and the **additional public service costs incurred** to support that development.

$$\text{Net Fiscal Impact} = \text{Total New Revenues} - \text{Total New Service Costs}$$

A positive net fiscal impact indicates that the revenues generated by the development exceed the cost of providing local government services.

In this analysis, all jurisdictions experience a positive annual net fiscal impact, reflecting the strong revenue performance of industrial and commercial development relative to their modest service demands. The following Figure 26 shows the estimated net fiscal impact, by jurisdiction, that would result from the full buildout of the MAJOR Campus development concept.

Figure 26: Net Fiscal Impact for City of Marshall, Marshall Township, and Calhoun County



4.5 Net Fiscal Impacts for School Districts

The MAJOR Campus spans across two school districts—Marshall Public Schools and Harper Creek Community Schools (shown in Figure 27). The fiscal impact analysis evaluated the budget impacts of the MAJOR Campus development concept on both districts. Because Michigan’s K–12 finance system relies heavily on property tax revenues, the development provides strong additional revenues to the districts. Because commercial and industrial development (in contrast to residential development) does not directly generate school age children, the new development does not increase the services costs of the school districts. In summary, Figure 28 represents the new revenues from MAJOR Campus development that are not offset by new service costs, resulting in a strongly positive net fiscal impact for both districts.

MAJOR Campus Strategic Development Plan

Figure 27: School Districts Map within the MAJOR Campus

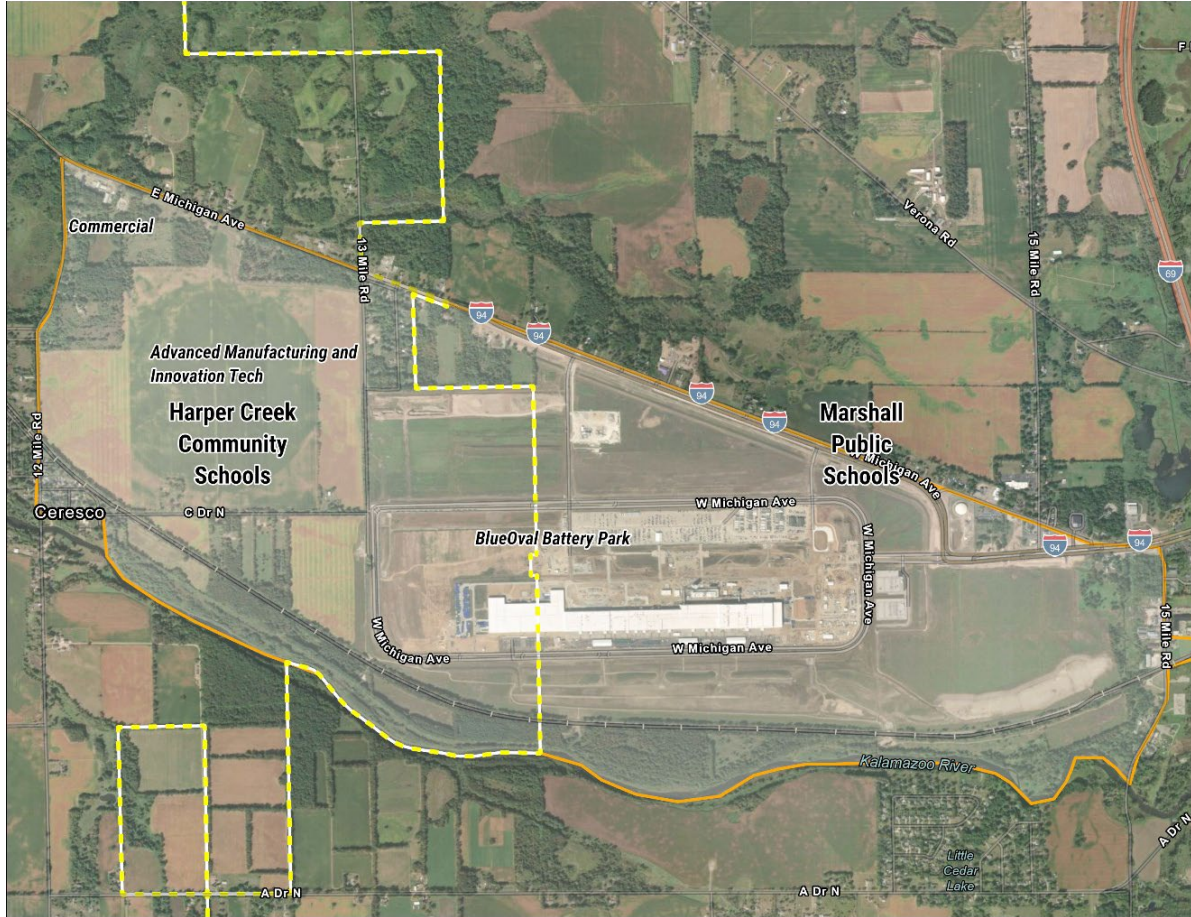


Figure 28: Net Fiscal Impact for Marshall Public Schools and Harper Creek School Districts

Land Uses	Advanced Manufacturing	Blue Oval Battery Park	Commercial	Commercial/ Office	Automotive Supply	Advanced Manufacturing
School District	Harper Creek	Harper Creek	Marshall Public schools	Harper Creek	Marshall Public Schools	Marshall Public Schools
Revenues	\$2,379,435	\$676,873	\$1,272,065	\$241,277	\$391,525	\$3,886,759
Cost of services	\$0	\$0	\$0	\$0	\$0	\$0
Fiscal Impact	\$2,379,435	\$676,873	\$1,272,065	\$241,277	\$391,525	\$3,886,759

4.5.1 Revenue Analysis

The revenue analysis for school districts focuses on the property tax revenues generated within each district’s boundary. Revenues are estimated using parcel-level taxable value, district-specific millage rates, and the application of industrial tax abatements where applicable. The analysis allocates property tax revenues proportionate to the share of new property value located in each district.

4.5.2 Cost of Service Analysis

Commercial and industrial development does not generate additional K–12 students, and therefore does not increase instructional, staffing, transportation, or facility-related costs for either school district. As a result, no additional operating costs are attributed to the MAJOR Campus for the school districts.

4.5.3 Net Fiscal Impact

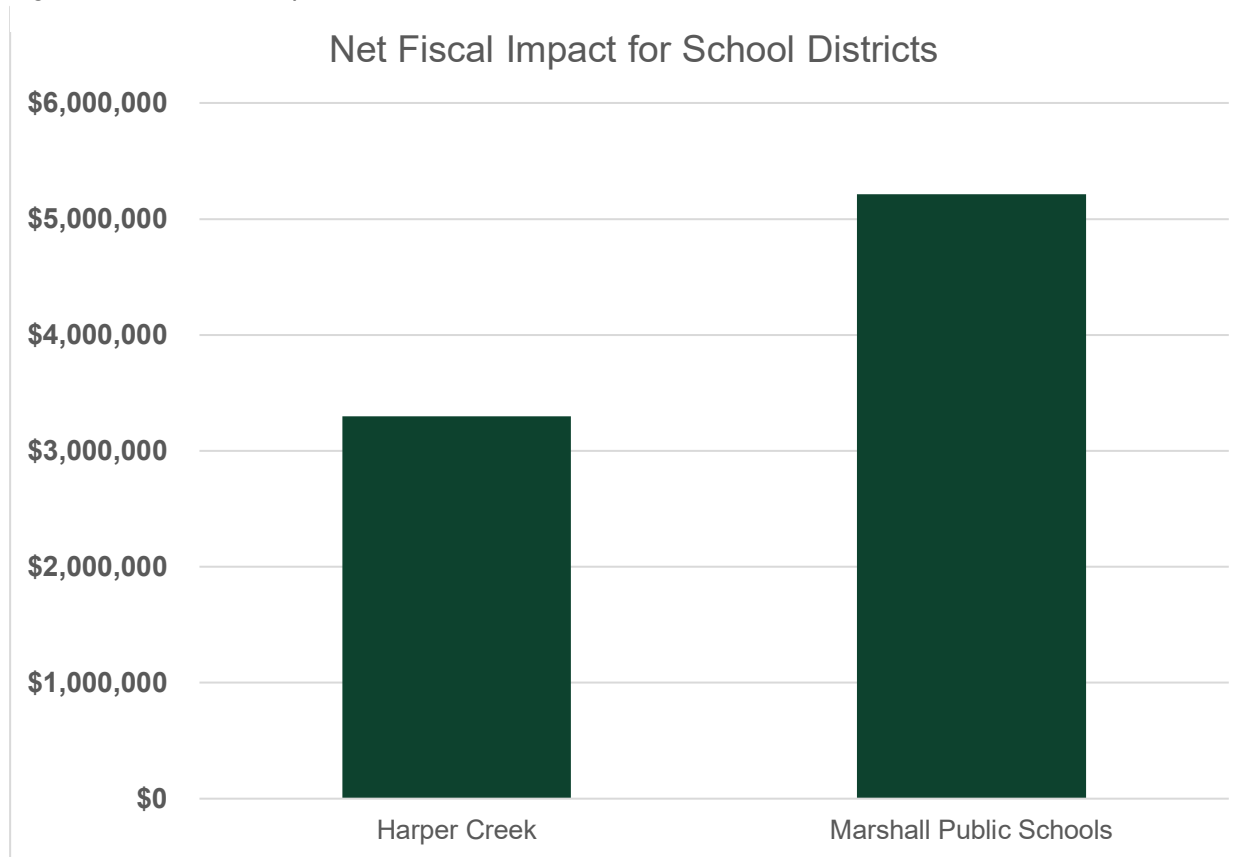
The net fiscal impact for each school district is calculated as new property tax revenues within the district boundary minus the additional cost of serving the development. Given zero estimated cost of services, the following formula pertains:

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Net Fiscal Impact (Schools) = New Property Tax Revenues – \$0

Both Marshall Public Schools and Harper Creek Community Schools experience a highly positive net fiscal impact from the development, driven by the new taxable value.

Figure 29: Net Fiscal Impact Per Year to School Districts



4.6 Use of Net Revenues

The net revenues generated by MAJOR Campus development represent flexible, ongoing resources that each jurisdiction may allocate in accordance with its policy priorities and service needs. These funds may be directed toward a variety of community and economic development purposes, including:

- Enhancement of public services, such as police and fire protection, roadway and utility maintenance, parks and recreation, housing initiatives, school staffing, and countywide service delivery.
- Support for industry supportive investments, including workforce housing, childcare capacity, and other amenities that strengthen the region's ability to attract and retain employers.
- Reduction of property tax burdens for other residents and businesses.
- Contributions to initial capital costs associated with the infrastructure and site improvements required to position the MAJOR Campus to attract new development.

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The positive net revenue stream provides the capacity to address a range of local government priorities, including both short-term and ongoing operational needs and long-term strategic investments.

5 Funding Analysis

MAEDA has secured a robust portfolio of funding—totaling more than \$800 million—to support critical infrastructure improvements at the MAJOR Campus in Marshall.

While the current funding landscape is substantial, there are still gaps in infrastructure financing to fully develop the MAJOR Campus.

5.1 Future Funding Needs

To address the funding gap, research was conducted to identify federal, state, and regional programs that could support the MAJOR Campus' infrastructure categories characterized in the Conceptual Land Use Plan: Water, Roads, Outdoor Recreation, and Conservation. Below are high level characteristics of the funding programs categorized by project type followed by a “first phase” funding strategy. A comprehensive Funding Source Matrix with detailed information on each program is provided in Appendix B.

5.1.1 Water, Sewer, and Stormwater Projects

Top-Ranked Funding Programs

Water, wastewater, and stormwater infrastructure represent foundational investments for the continued development and long-term success of the MAJOR Campus and surrounding areas in Marshall. Existing and future industrial users at the Campus, combined with anticipated growth, will require significant system expansion, increased treatment capacity, and resilient stormwater management to support economic competitiveness and regulatory compliance. The highest-priority funding sources for these infrastructure investments are summarized below, with additional details provided in the Funding Source Matrix in Appendix B. The Matrix also identifies other potential funding programs that could support these improvements but are lower priority due to less alignment with MAJOR Campus priorities.

The U.S. Economic Development Administration (EDA) Public Works Program is a particularly strong fit for MAJOR Campus water and wastewater investments, given the program's emphasis on infrastructure that directly enables job creation, industrial growth, and regional economic transformation. This program supports construction of water, wastewater, and stormwater infrastructure when projects directly advance economic development goals and are aligned with a region's Comprehensive Economic Development Strategy (CEDs). Grants typically cover up to 50% of project costs, with awards often in the multi-million-dollar range. They accept applications on a rolling basis. This program is well suited to addressing the magnitude of investment anticipated at the MAJOR Campus, especially where infrastructure readiness is essential to securing private development commitments.

Congressionally Directed Spending (aka Community Project Funding) offers an additional strategic opportunity to support MAJOR Campus-related water infrastructure, particularly where projects have clear regional importance or fill gaps not fully addressed by formula programs. Members of Congress each have a unique time frame for project solicitation, but most happen in February/March. When coordinated with the

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congressional delegation, these funds can be leveraged to accelerate priority improvements or complement larger federal and state investments.

At the state level, **Michigan's Clean Water Revolving Fund (CWRP)** and **Drinking Water State Revolving Fund (DWSRF)** are cornerstone funding mechanisms for stormwater, wastewater, and drinking water investments. Administered by the Department of Environment, Great Lakes, and Energy (EGLE), these programs provide low-interest loans and, for disadvantaged or overburdened communities, principal forgiveness or grant components. This has a two-step application process beginning with an Intent to Apply (ITA) due on November 1 of each year. Projects are competitively ranked based on public health risk, regulatory compliance, affordability, and environmental benefit.

Finally, the **Transportation Alternatives Program (TAP)** appears as a top-ranked option where green stormwater infrastructure is integrated into roadway or complete streets projects. TAP funding supports green streets and stormwater features that reduce roadway runoff while improving safety and multimodal connectivity, offering a valuable funding intersection between stormwater management and transportation design. There is no stated maximum grant amount but limited by total appropriations; historically, projects grant awards range between \$100,000 and \$2.5 million. There are three application opportunities per year: February, June, and October; a current cycle is open with June 17, 2026, deadline.

5.1.2 Road and Transportation Projects

Top-Ranked Funding Programs

Transportation infrastructure is a critical component of the MAJOR Campus vision, supporting site access, internal circulation, freight movement, and regional connectivity. The highest-ranked programs in this category prioritize economic development outcomes, job creation, and direct support for industrial or commercial growth, alongside traditional transportation needs.

Congressionally Directed Spending (aka Community Project Funding) is again a top-tier option for road projects with strong local or regional significance. This funding pathway can support a wide range of roadways, access, and infrastructure improvements when endorsed by members of Congress, providing flexibility that is particularly useful for projects that may not neatly fit within formula-based transportation programs.

The **EDA Public Works Program** is equally critical for road projects that are directly tied to economic development, such as access roads serving industrial parks, employment centers, logistics hubs, or redevelopment areas. When roadway improvements are necessary to support job creation or retention and align with the region's economic development strategy, EDA funding can be a powerful tool to advance construction.

At the state level, the **Transportation Economic Development Fund (TEDF)** administered by MDOT is a good funding source for roads that support immediate, non-speculative economic development projects. TEDF Category A projects, in particular, fund road improvements that are essential to attracting or retaining employers in targeted industries. The application process starts with a letter of interest and due dates for the remainder of 2026 are 3/18, 6/3, 8/12 and 11/4. While a local match of 20% is required, the program's

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strong focus on economic outcomes makes it a high-priority funding source for development-driven roadway investments.

Specific to rail, the Michigan Department of Transportation's **Freight Economic Development Program (FEDP)** is a highly targeted funding source that aligns closely with rail-spur and rail-served development opportunities at the MAJOR Campus. Administered by MDOT's Office of Rail, the program is designed to help new or expanding industrial users connect to Michigan's freight rail system, strengthening site competitiveness while increasing rail utilization statewide. The program will fund 50% of eligible costs, up to \$2 million and they accept application on a rolling basis.

5.1.3 Outdoor Recreation Projects

Top-Ranked Funding Programs

Outdoor recreation and trail investments play an increasingly important role in supporting the quality of life, workforce attraction, and community integration objectives associated with the MAJOR Campus. The highest-ranked funding sources for outdoor recreation emphasize public access, long-term recreational use, and alignment with state and federal recreation priorities, often with permanent land use protections.

The **Transportation Alternatives Program (TAP)** is a leading funding source for shared use paths, trails, and bicycle pedestrian facilities that function as part of the transportation network. TAP is particularly strong for projects that enhance connectivity, safety, and accessibility while also supporting complete streets and, where applicable, green infrastructure elements.

Congressionally Directed Spending (aka Community Project Funding) is also a top ranked option for trails and public spaces, offering communities flexibility to fund important recreation projects when they align with congressional priorities. This funding can be especially effective for high visibility trail corridors, trailheads, or public space enhancements when aligned with congressional priorities and local needs.

Michigan's **Natural Resources Trust Fund (MNRTF)** is a significant state funding source for outdoor recreation. Funded through natural resource extraction revenues, MNRTF supports land acquisition and development of public recreation facilities such as trails, trailheads, parks, and waterfront access. MNRTF maximum grant amount is \$400,000 and requires a 25% local match. The applicant must have a DNR-approved 5-year recreation plan and projects must remain in public recreational use in perpetuity.

Similarly, the **Land and Water Conservation Fund (LWCF)** provides federal funding for land acquisition and outdoor recreation development, with an emphasis on expanding equitable access to recreation and aligning with Michigan's Statewide Comprehensive Outdoor Recreation Plan (SCORP). LWCF maximum grant amount is \$500,000 and requires a 50% local match. The applicant must have a DNR-approved 5-year recreation plan and projects must remain in public recreational use in perpetuity.

5.1.4 Conservation Projects

Top-Ranked Funding Programs

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Conservation investments are a critical complementary component of the MAJOR Campus vision, supporting environmental stewardship, long-term land protection, ecosystem resilience, and community integration alongside MAJOR infrastructure and economic development activities. The MAJOR Campus and surrounding areas present opportunities for wetland preservation, riparian and floodplain restoration, wildlife habitat enhancement, and protection of sensitive natural areas that may be impacted by future development. Strategically funded conservation projects can mitigate environmental impacts, enhance stormwater performance, preserve open space, and strengthen regulatory and community support for continued Campus buildout.

The **Michigan Natural Resources Trust Fund (MNRTF)** is a top-tier funding source for conservation-focused land acquisition and protection projects in Michigan. MNRTF supports the acquisition of land or conservation easements for their environmental, ecological, or scenic value, as well as recreation-oriented conservation improvements. Grants range from \$15,000 to \$400,000 and require a 25% local match. Projects funded through MNRTF must remain in public ownership and protected in perpetuity. MNRTF is well suited for conserving key green infrastructure areas within or adjacent to the MAJOR Campus, including riparian corridors, natural buffers, or environmentally sensitive parcels that serve both conservation and recreation functions.

The **National Park Service Rivers, Trails, and Conservation Assistance (RTCA) Program** offers a non-monetary but highly strategic resource for advancing conservation planning and implementation. RTCA provides technical assistance for community-led conservation and outdoor resource projects, including visioning, concept planning, partnership development, and stakeholder engagement. While the program does not provide direct funding, RTCA support can play a valuable role in shaping conservation strategies, coordinating multi-partner efforts, and positioning projects to compete successfully for future state and federal funding.

The **North American Wetlands Conservation Act (NAWCA) program**, administered by the U.S. Fish and Wildlife Service, is a strong fit for wetland and riparian restoration, habitat enhancement, and long-term protection projects associated with the MAJOR Campus. NAWCA emphasizes partnership-based projects and provides substantial funding through its U.S. Standard Grants program, with awards ranging from hundreds of thousands to several million dollars, subject to a 1:1 non-federal match. Eligible activities include wetland acquisition, floodplain reconnection, riparian restoration, and habitat enhancement at a watershed or corridor scale. These projects can be particularly competitive where conservation activities are integrated with development pressures, water quality improvements, and regional conservation priorities.

Together, these funding programs provide a flexible and scalable toolkit to support conservation priorities at the MAJOR Campus – ranging from planning and technical assistance to land protection, to large-scale ecological restoration – ensuring that environmental stewardship is integrated into the Campus's long-term growth and economic development strategy.

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Figure 30: Proposed Development Pipeline



6 Implementation Strategy

The MAJOR Campus Strategic Development Plan sets a strong vision for the Campus that balances key priorities with long-term flexibility. Full build-out will only be successfully delivered with a clear path forward on defined policies, regulations, and physical site improvements. Politics surrounding jurisdictional authority, local and state elections, and community perceptions of an industrial campus are not easy to solve. Reaching consensus among multiple political jurisdictions is challenging. The subplan provides the best tool for reconciling issues and concerns among regional partners. This Strategic Development Plan is also designed to identify and implement essential tasks that each partner is authorized to complete.

This implementation strategy defines a path for key projects with decision milestones, further analysis and design to make good decisions, funding tools, and timelines. This is the incremental approach for diligently working toward full build out of the Campus. What it does not account for is another business of statewide significance showing interest in the MAJOR Campus. As with the BlueOval Battery Park, a project of this magnitude will require an efficient mobilized effort to front end many of the projects and tasks that this strategy approaches incrementally. The incremental approach is still valid and can offer guidance if an expedient process is warranted.

6.1 Critical Infrastructure Investments

To improve overall site readiness, three priority infrastructure and roadway investments have been identified to accelerate site readiness for the Campus. These projects focus on extending existing water and sanitary sewer infrastructure deeper into the Campus and the expansion of 13 Mile Road within the Campus. These projects are depicted on the attached plan set prepared by SME in Appendix A. Proposed utilities are depicted to represent the projects outlined below. Potential utilities are shown to illustrate how utilities may be extended from existing and proposed utilities to the development pads within the Campus

6.1.1 Project No. 1: Extension of Water Main to Area East of BlueOval

The extension of municipal water service to the development area east of the BlueOval Battery Park represents the most immediate and cost-effective opportunity to provide development ready sites within the MAJOR Campus. This area has already benefited from significant infrastructure investments, including proximity to regional stormwater facilities, installed sanitary sewer infrastructure, improved gas and electrical services, and direct access to Michigan Avenue and the closest proximity to I-69.

Despite these advantages, the absence of readily available potable water service remains the primary constraint preventing near-term development, excluding the jurisdictional challenges previously mentioned for this area. Construction of a watermain extension beneath Opportunity Drive and into the eastern development area would resolve this limitation and bring utility service levels in line with surrounding developed portions of the Campus.

Completion of this project would:

- Eliminate a critical utility constraint affecting approximately 124 acres of developable land.

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- Enable near-term marketing of the site for advanced manufacturing and related industrial uses.
- Leverage existing infrastructure investments without requiring broader system expansions.
- Serve as a targeted, incremental investment with a near-term return on investment.

This project is anticipated to be led by the City of Marshall, potentially in coordination with MAEDA. Given its limited scope and strong benefit-to-cost ratio, it is well suited for near-term implementation and competitive funding programs

Estimated Cost: \$500,000

6.1.2 Project No. 2 – Extension of Sewer to North Side of BlueOval

Extension of sanitary sewer infrastructure to the areas north of the BlueOval Battery Park is a foundational investment required to unlock significant near- and mid-term development opportunities within the MAJOR Campus. Although this area has access to municipal water, electric service, stormwater infrastructure, and completed grading, the lack of sanitary sewer capacity remains a limiting factor for development.

This project would involve extending sanitary sewer infrastructure from the existing City facilities site to serve parcels immediately north of the BlueOval Battery Park while also positioning infrastructure to support long-term development of the approximately 573 acres located between 12 Mile Road and 13 Mile Road.

Key benefits of this investment include:

- Removing a primary infrastructure barrier for multiple large development parcels.
- Creating efficiencies by coordinating sewer improvements that can ultimately serve both northern and western portions of the Campus.
- Supporting phased development by enabling incremental build-out without duplicative infrastructure.
- Significantly improving market readiness for advanced manufacturing users requiring full municipal utility service.

Due to its scale and system-wide implications, this project will require additional preliminary engineering, coordination with the City of Marshall, and identification of external funding sources. However, it represents a critical step toward full Campus buildout and long-term economic development capacity.

Estimated Cost: \$5,000,000

6.1.3 Project No. 3 – Improvement of 13 Mile Road

13 Mile Road is envisioned as the primary north–south spine of the MAJOR Campus and is essential to implementing the Conceptual Land Use Plan. While the roadway currently exists in a limited form, it lacks the design, capacity, and multimodal features necessary to support large-scale industrial development and efficient internal circulation.

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Improving 13 Mile Road would:

- Provide required access to development parcels west and north of the BlueOval Battery Park.
- Establish a high-quality, landscaped, and multimodal corridor consistent with the MAJOR Campus Vision and Guiding Principles.

As a City-owned roadway, improvements to 13 Mile Road represent both an infrastructure investment and a placemaking opportunity that reinforces the Campus as a premier, modern industrial destination rather than a conventional industrial park.

Given its scope and importance, the improvement of 13 Mile Road should be coordinated with utility extensions and land acquisition efforts to maximize efficiency, minimize disruption, and align with phased Campus development. Having this critical roadway in place will reduce the construction timeline for future businesses and improve the competitiveness of the Campus.

Estimated Cost: \$4,500,000

6.2 Coordinating & Packaging of Funding Needs

The funding analysis identifies the most suitable funding programs for each MAJOR Campus infrastructure category. However, a strategic approach to project financing also involves aligning these opportunities with the phased implementation of site development. Many of the highlighted programs are flexible and can support projects spanning multiple categories, enabling MAEDA to coordinate infrastructure, site preparation, and public investments into a unified, financeable strategy.

To advance site readiness, the section above proposes three priority projects:

1. Extension of Water Main to MAEDA Parcel
2. Extension of Sewer to North Side of BlueOval Battery Park
3. Improvement of 13 Mile Road

A coordinated funding strategy can pursue multiple programs in parallel to maximize leverage and accelerate delivery. Both the U.S. Economic Development Administration (EDA) Public Works Program and Congressionally Directed Spending (Community Project Funding) are strong candidates to support all three projects. It is important to note, however, that as federal programs, these sources cannot be used as matching funds for one another.

For the water and sewer extensions, Michigan's Clean Water Revolving Fund (CWRP) and Drinking Water State Revolving Fund (DWSRF) can provide state-level matches or supplemental funding, ensuring that local match requirements are met and project costs are distributed efficiently. For the 13 Mile Road improvement, the Michigan Transportation Economic Development Fund (TEDF) offers a targeted state match opportunity.

By strategically sequencing applications and aligning federal and state resources, MAEDA can assemble a robust funding package that advances site readiness while meeting program requirements and maximizing

available public investment. This coordinated approach enhances the competitiveness of each application and supports the timely delivery of critical infrastructure improvements.

6.3 Five-Year Implementation Plan

Projects have been identified – physical, policy, or regulatory – that will move forward critical parts of the Campus plan. Each of these projects includes a critical path of steps that will be necessary to realize their full impact.

6.3.1 Mainline Infrastructure Projects and Funding Roadmap

As described earlier in this report, three infrastructure projects should be advanced into design and permitting to allow sites to be marketed and ready for entitlements. Two of the projects extend sewer and water lines to large parts of the Campus that currently do not have access to utilities. The other project is the 13 Mile Road which will open up parts of the Campus to development pads that cannot be developed without roadway access. These three projects will dramatically improve the site readiness of the Campus and its ability to compete for innovative businesses.

These three infrastructure projects are proposed as one package due to the essential services they bring to the MAJOR Campus, but also because economic development benefits will not occur without them. This plan also defines them as the responsibility of the public sector to implement since they will initiate further economic public benefit. For those reasons, the mainline infrastructure projects may align competitively with federal funding grants dedicated to “shovel ready” infrastructure projects.

The critical path steps to realizing these mainline infrastructure projects are:

1. Develop a funding roadmap that identifies local and federal grant sources, needed matches, and application timelines.
2. Create a scope for 30% design engineering.
3. Complete 30% design engineering with a cost estimate.
4. Identify local matches and submit grant applications.
5. Complete land acquisitions and vacations as necessary.
6. Conduct any required environmental review process to comply with federal grants.
7. Complete full design engineering and permitting processes.
8. Bid, construct, and place the three mainline projects into service.

6.3.2 I-3 Zoning District Amendments and Subplan

The I-3 zoning district covers the portion of the MAJOR Campus that was originally planned for the BlueOval Battery Park. This is Ford’s current location and the remainder of the property north of it to

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Michigan Avenue. The I-3 zoning district was created specifically for the BlueOval Battery Park, but in the haste to create a workable zoning district, it did not anticipate a more tailored set of uses and site characteristics that are now presented in this Strategic Development Plan.

This plan proposes revisions to the I-3 zoning district as an initial step for creating broader consensus on the list of suitable uses in the MAJOR Campus. This list will level set expectations with neighbors about what types of businesses to expect and those that do not meet the Vision and Guiding Principles for the Campus. Large scale rezoning of the MAJOR Campus to the I-3 zoning district should follow a subplan process and adopted subplan. This Strategic Development Plan should be a strong jumping off point for a subplan of the MAJOR Campus.

A revised I-3 district prioritizes a new Intent Purpose, tailored Use Table, and an adjustment to the minimum lot size. This Strategic Development Plan assumes the entire MAJOR Campus will eventually be zoned I-3. The critical path below offers steps to achieve that outcome in the future.

The critical path steps to amending the I-3 zoning district are:

1. City staff will review the recommended amendments and revisions will be made as needed.
2. Formal buy-in by MEDC will create a shared understanding of projects to support.
3. The JPC should review and provide input on the I-3 changes.
4. Once the I-3 amendments have been appropriately vetted, the City Council can vote to approve.
5. Initiate a subplan process based on the State's statutory framework.
6. Conduct a rezoning study to determine how to expand the I-3 zoning district within the Campus.

6.3.3 Revenue Distribution Policy

Starting in 2026, the City of Marshall and its local partners began to benefit from tax revenue from the MAJOR Campus' BlueOval Battery Park. Additional development will bring increased tax benefits. Given these new resources, City decision-makers may benefit from establishing a revenue distribution policy to clarify what local priorities can be funded through the additional revenues. This policy would establish guidance relative to the share of revenues directed to various purposes. For example, they could be used to address deferred maintenance of community infrastructure and fund new capital improvements and amenities. They could also fund improvements to Downtown Marshall or the Riverfront District. Finally, some of these revenues could be used to fund the infrastructure needed to complete the MAJOR Campus (a local funding contribution can be a prerequisite to unlocking external grant resources).

The policy would clarify funding priorities and could also be the basis for a communications strategy to raise public awareness of the benefits of MAJOR Campus development for the Marshall community.

The critical path steps to completing a revenue distribution policy are:

1. Conduct City Council Work Session to review findings of fiscal impact analysis and identify priorities for allocating next revenues.

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2. Develop revenue distribution policy based on City Council priorities.
3. Develop a communications plan that explains the net revenues generated from the MAJOR Campus (both BlueOval Battery Park and future development) and the contributions they will make to the community's quality of life.
4. Approve the revenue distribution policy before 2027 capital planning begins.

6.3.4 Workforce Development Study

With the BlueOval Battery Park bringing approximately 1,700 new permanent jobs to the region, local partners have asked if Marshall and its neighbors can accommodate housing for those and future employees that will be working in the MAJOR Campus. According to the City's 2025 Master Plan, "no significant housing has been built in Marshall for 35+ years." More direction is going to be necessary as to whether the region can handle the people that may be moving near the MAJOR Campus through housing growth.

The critical path steps to initiating a workforce development study are:

1. Review master plans within the region to determine applicable policies.
2. Complete an analysis of existing workforce size, both within Marshall and the region.
3. Conduct a housing study to compare housing needs to workforce needs.

6.4 Roadmap

The timeline in Figure 31 represents a roadmap for the next 4-5 years of MAJOR Campus implementation. Full buildout will take years of hard work and the public sector setting the stage to create private market demand. The Five-Year Implementation Plan outlines four physical, policy, and regulatory projects to achieve strong market interest in the MAJOR Campus. Some steps need to occur in order, and some can happen simultaneously. Additional tasks are likely to arise in the next five years, and the roadmap may change if a large user shows interest in the MAJOR Campus, but at least the necessary tasks have been identified to set a strong stage for future development.

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Figure 31: Implementation Roadmap

	2026		2027				2028				2029				2030			
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Mainline Infrastructure		Funding Roadmap 30% Design Scope	30% Design/ Cost Estimate Begin Grant Applications	Continue Grant Applications	Land Acquisitions, Vacations	Potential Grant Award		Environmental Review Process			Grant Agreement Executed - Project Begins							
I-3 Zoning		City Staff Review, MEDC Buy-in	JPC Review, City Council Approval	Begin Subplan Process			Begin Rezoning Study											
Revenue Distribution Policy			Work Council Session, Develop Revenue Distribution Policy	Communication Strategy, Revenue Distribution Policy Approval														
Workforce Development Study					Workforce Development Study (Including Housing Analysis)													

7 Conclusion and Recommendations

The MAJOR Campus Strategic Development Plan builds on the extensive that was completed to support construction of Ford's BlueOval Battery Park. MAEDA, the City of Marshall, and other local partners were charged with the responsibility of acquiring land, extending utility services and roadway infrastructure to the Campus, and providing a pad ready site for the project. This project has presented many challenges, but those challenges have also been met to realize the economic benefit that is already coming to local jurisdictions through new tax revenue. As the economic arm of greater Marshall, MAEDA understands the importance of their role in implementing what is already the most successful large industrial site for projects of statewide significance.

The Strategic Development Plan is an important milestone in the evolution of the MAJOR Campus. It builds on the successful completion of the BlueOval Battery Park and describes the next steps necessary to realize the full benefits that a built out MAJOR Campus can provide to Marshall and the region. It has taken the thoughtful planning and site due diligence of recent years and built a vision and concept for moving forward. Ongoing work in identifying and achieving funding, creating a deliberate marketing strategy, solving jurisdictional issues with 425 agreements and zoning, and further detailed engineering will need to continue.

The implementation steps identified in this report are reflective of moves local partners can take incrementally to position the MAJOR Campus for site readiness. Detailed site design will be necessary when proactive Campus marketing begins and end users are identified. This plan has offered a vision with flexible site implementation to allow for adaptability to meet market interest.

The recommended key implementation steps include the following:

1. **Subplan** – Since much of the required technical work has already been completed, the subplan is an effective tool to actively engage the City of Marshall, MEDC representatives, Marshall Township, the Joint Planning Commission, and regional stakeholders to further shape and solidify the plan.
2. **I-3 Zoning District Amendments and Subplan** – The City of Marshall's I-3 zoning district was initially designed to support large industrial investments in a coordinated area. The current Intent Statement, Use Table, and Minimum Lot Size should be revised to better reflect this plan.
3. **Funding Roadmap** – A funding roadmap will identify a critical path to secure grant funding for near-term infrastructure priorities that will improve site readiness for key parcels and increase demand for the MAJOR Campus.
4. **Mainline Infrastructure Projects** – The three site readiness infrastructure projects should be packaged together and submitted for federal and state grants that prioritize infrastructure for economic development.
5. **Revenue Distribution Policy** – With the increased net tax revenue generated from the MAJOR Campus, City decision-makers may benefit from establishing a revenue distribution policy to clarify which local priorities can be funded through the additional revenues.

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6. **Workforce Development Study** – Local partners should conduct a study to evaluate future workforce opportunities paired with housing needs in the region.

This Strategic Development Plan aspires to balance efficient and productive development of the remainder of the MAJOR Campus, with businesses that complement the BlueOval Battery Plant with a campus design that provides publicly accessible open space and trails, buffers neighboring properties, and respects the rich history of the area.

This plan represents an important milestone, but more collaborative work is needed to realize the significant economic benefits that will come with full development of the MAJOR Campus. This work must start with communication between all the State and regional partners. There needs to be a clear consensus about the types of businesses that are best suited for the campus. The preparation and adoption of a Subplan and pending amendments to the I-3 Zoning District are the best opportunities for constructive engagement.

Clear policy within the adopted Subplan and updated zoning and other regulations will empower the region to compete effectively for desirable businesses. This will then provide the region with all the benefits that will result from increased tax base, abundant employment opportunities, improved community services and public amenities.



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