

MASTER PLAN
VILLAGE OF MARSHALL, WISCONSIN
NOVEMBER 2002
AMENDED: JULY 2011

Prepared by
Staff of the Dane County Regional Planning Commission

Amended by
GRAEF

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VILLAGE OF MARSHALL

**AN ORDINANCE TO ADOPT THE MASTER PLAN OF THE
VILLAGE OF MARSHALL**

The Village Board of the Village of Marshall, Dane County, Wisconsin do ordain as follow:

Section 1. Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the Village of Marshall is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Village board of the Village of Marshall, Wisconsin has adopted a public participation stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The plan commission of the Village of Marshall, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Village board the adoption of the document entitled “Master Plan of the Village of Marshall”, containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Village has held at least one public hearing of this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Village board of the Village of Marshall, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled “Master Plan of the Village of Marshall”, pursuant to section 66.1001(4)© of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village board and posting and publication as required by law.

Adopted this 11th day of November 2002.

Marlin Hensler, Village President

ATTEST:

Sue Peck, Village Clerk/Treasurer

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Chapter 1

ISSUES AND OPPORTUNITIES

A. INTRODUCTION

The update to the *Village of Marshall Master Plan* is a guide that elected officials, staff and residents should use to direct and manage growth and redevelopment. The Master Plan is a long-range policy document encompassing community goals and policies, land use and transportation planning, and the staging of growth through urban service area planning. Generally, plans of this nature have a life span of 10 to 20 years.

The *Village of Marshall Master Plan* was prepared in accordance with Chapter 62.23 (3) (The Master Plan) Wisconsin Statutes. According to Chapter 62.23 (3), the Master Plan is designed with the general purpose of guiding and accomplishing a coordinated and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development. The Village Plan Commission adopts the Master Plan by resolution. After Village Plan Commission approval of the resolution, the Village Board certifies the Master Plan. The purpose and effect of the adoption and certifying of the Master Plan is solely to aid the Village Plan Commission and the Village Board in the performance of their duties.

To be adopted, the Master Plan must go through a formal public hearing and review process. After plan adoption by the Village Plan Commission and the Village Board, the same governmental bodies must approve all future changes or amendments to the Master Plan. The Master Plan adoption and amendment process is initiated by publishing a Class 2 notification in the local newspaper. A public hearing conducted by the Plan Commission follows this. The Plan Commission and the Village Board complete the process with approval of the document.

All zoning, land division, annexation, transportation, public works, parks and redevelopment decisions affecting the Village should be made in the context of their compatibility with the goals and policies of the Master Plan. As a long-range comprehensive planning tool concerned with a wide variety of environmental, economic and social factors, the *Village of Marshall Master Plan* must examine and provide recommendations for lands currently within the Village limits as well as lands located outside the Village limits.

In addition to providing sound public policy guidance, the Master Plan should incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported vision for the community. A system of citizen approval and formal adoption of master plans is required by Chapter 62.23 (City Planning) of the Wisconsin State Statutes. Policy and municipal spending decisions related to land use and economic development must be reviewed by the Village Plan Commission before the Village Board takes final action on the matter.

Creating a Master Plan is only the first step in directing community development. Subsequent planning efforts must focus on providing direct connections between the Master Plan's policies and recommendations and actual land development activities. The most effective way to implement the Master Plan is to adopt appropriate development regulations, and then allow the Plan Commission to evaluate all development-related proposals in the context of whether or not they are consistent with the Master Plan. References to the recommendations and policies of the Master Plan when development decisions are being made will help establish the legal defensibility of those decisions. Therefore, the Village Zoning Ordinance, Land Division Ordinance, Official Map and other relevant ordinances should be amended as recommended in the Master Plan to foster implementation of the Plan.

Finally, to be effective, the Master Plan should be evaluated by the Village and amended as needed to keep current with changes brought about by the passage of time. A five-year evaluation cycle is recommended, with a complete update of the Plan every 10 years.

It should be noted that with the adoption of the State of Wisconsin's 1999-2000 Biennial Budget, the Wisconsin Legislature created new legislation related to comprehensive planning. By January 1, 2010, all programs and actions (e.g. zoning, land divisions, annexations) of local governments in the State of Wisconsin that affect land use must be consistent with the community's adopted comprehensive plan. Under the new law, the Village must adopt a comprehensive plan that meets statutorily defined criteria by ordinance by January 1, 2010. Thus, the comprehensive plan will be elevated in status from an advisory document to a legal document that will be the basis for all local actions or programs that affect land use.

B. GENERAL REGIONAL CONTEXT

Map 1 shows the relationship of the Village of Marshall to neighborhood municipalities in the region. The Village of Marshall is located in the northeast corner of Dane County, about ten miles northeast of Madison. The Village is surrounded by the Town of Medina and is located six miles east of the City of Sun Prairie, four miles north of I-94, seven miles north of the Village of Deerfield, and two miles west of the City of Waterloo in Jefferson County.

C. SELECTION OF THE PLANNING AREA

The Planning Area covers all lands within the Village of Marshall's boundaries (1,222 acres) plus other lands in the Town of Medina, which are in the Marshall Urban Service Area or in the long-range planning area as shown in Map 4 of Chapter V.

D. PUBLIC PARTICIPATION PROCESS

D.1. 2001 Community Planning Workshop

On September 26, 2001, a Community Planning Workshop was held in the Village of Marshall. The workshop was intended to give Marshall area residents an opportunity to voice their concerns at the beginning of the planning process, rather than at the end. The primary purpose of the workshop was to solicit ideas from the general public regarding actions to improve future development within the village. A secondary purpose for the workshop was to build consensus and indicate the relative importance of each issue. The 45 participants, who were split into four groups, where over 50 issues were identified and ranked. The significant issues (those that were ranked) described below are listed in order of importance by the number of groups that ranked those issues as significant.

Workshop participants were also asked to complete the five questions at the bottom of the worksheet; the worksheets were collected at the end of the workshop. Responses to the five questions are summarized in Appendix A.

Summary of Marshall Workshop Significant Issues

Four-Group Mentions

- Cleanup of the Maunasha River, including rip-rap, dredging, and providing for the future repair and maintenance of the dam.
- Revitalize the Downtown Business District, including attracting more businesses, creating more jobs, making appearance changes: landscaping, lighting, sidewalks, and parking.

Three-Group Mentions

- Provide health care services in Marshall, including a medical clinic, drug store, and dental clinic and other health services.
- Develop recreational facilities and programs for younger and older individuals including a community center, swimming pool, and an auditorium.

Two-Group Mention

- Expand housing opportunities for middle and upper income households, both single family and multi-family residences.

One-Group Mentions

- Relocate agricultural livestock operation to farming areas outside of the Village.
- The School District and the Village should partner to plan an auditorium.
- Maintain the quality of education.
- Plan for the development of a business park to attract light industry to Marshall.
- Provide for more crosswalks throughout the Village.
- Plan for public parking downtown and a park and ride linked to rail service.
- Control development in Marshall to provide for a steady pace of growth and a balance or diversity of development types.
- The Village should plan its projects based on the citizens' ability to pay.

Other Unranked Issues

- Reduce size and scale of new residential development.
- Develop a comprehensive storm drainage plan.
- Thorough, professional needs assessment so that *everyone* gets heard.
- Rental housing for elderly population.
- More recreation opportunities: park equipment for very children; programs for kids 12-18 other than baseball.
- Replace neighborhood playground and ball diamond.
- Meet or exceed for established green belt standards.
- Connect truncated streets.
- Examine the issue of population density.
- Complete street program: all streets should have trees.
- Explore the implications of high-speed rail for the community.
- Transportation system for seniors.
- Potential for recreational-type businesses, i.e. golf course, etc.
- Discourage large retail stores; support local businesses.
- Concern about traffic safety on Main Street.
- Better crime control, especially juvenile crime.
- Traffic problem at two intersections of STH 19 and 73.
- Concern about growth and greater school enrollment.
- Encourage more single family development to attract more permanent residents.
- Hold the line on taxes; taxes are going up too fast.
- Need for more resources for the culturally diverse populations.
- Discourage forcing landlords to use Sect. 8 housing assistance vouchers.
- Maintain control of housing development.
- Better pay for Fire/EMS personnel.
- Balance Village development with protection of natural resources — wetland, groundwater.
- Bigger Businesses, e.g. clothing stores.
- Crime needs to be addressed.
- More traffic lights: Main, Hubbell.

- Handle on growth: control it; limit amount of development per year; number and size of apartments; all housing.
- Growth of nearby areas and how it will affect Marshall.
- More street repairs (William Street).
- Address issuing building permits based on space in our schools.
- Need bike trails, especially to schools so kids are not riding in the middle of the road.
- Transportation to and from the food pantry in Waterloo.
- How are we going to pay for all this? We have no industrial base. Will burden be on residents?
- Dog park with swimming area.
- Land set aside for a business park; more than ten acres.
- Reduced speed limits on Hubbell and Main Street by Riley-Deppe Park.
- Formulated the lesson we learned we learned with EMS/Fire Public Safety Building and new library; improve interagency cooperation and communication (school, fire, library, village).
- Office spaces for the TFF social worker that works with the Village.
- Let public know more about the Village meetings.
- Revive cable.
- New school; 3-5 building.
- Stop lights/traffic control.
- Business par with tax breaks.
- Usage and improved water way (lake); future of the dam.
- Family eating.
- Sidewalks and no gravel driveways.

D.2. Public Meetings Log

<u>Meeting</u>	<u>Date</u>	<u>Subject</u>
1	4/25/01	Plan Introduction and Process
2	6/27/01	Chapter 1 — Background Information
3	7/25/01	Chapter 2 — Goals and Policies
4	8/22/01	Chapter 6 — Recreation, Open Space & Environment
5	9/19/01	Workshop Training
6	9/26/01	Community Planning Workshop
7	10/8/01	Chapter 6 — Recreation, Open Space & Environmental Plan
8	10/31/01	Chapter 4 — Transportation
9	12/5/01	Chapter 4 — Transportation
10	1/30/02	Chapter 5 — Community Facilities & Utility Planning
11	2/20/02	Chapter 9 — Land Use Plan
12	3/27/02	Chapter 9 — Land Use Plan
13	6/26/02	Chapter 3 — Housing Plan Chapter 5 — Community Identity
14	8/28/02	Chapter 7 — Economic Development Plan Chapter 10 — Implementation Recommendations Chapter 10 — Intergovernmental Cooperation (with the Town of Medina)

D.3. Public Hearing

The public hearing and adoption of the Master Plan occurred on October 30, 2002.

E. BACKGROUND INFORMATION

The Background section is an extensive community profile of Marshall, including a general description, socioeconomic data, and information on natural resources, land use, transportation, utilities, and community services and facilities.

A.1. Regional Context

The Village of Marshall is located in northeastern Dane County along State Highway 19, State Highway 73 and County Highway T. The Village is approximately 12 miles east of Madison, 67 miles west of Milwaukee, 152 miles north of Chicago, and 266 miles south of the Twin Cities of Minnesota.

A.2. Historical Context

“The first land within the limits of this town was obtained in 1836 by three men from New York, A. A. Bird, Zenas Bird, and a Mr. Petrie. They entered into a contract: Zenas Bird was to erect a frame building of suitable dimensions for a public house. A. A. Bird and Petrie were to improve the waterpower in Maunsha Creek and build a sawmill that was to be completed and running within a year. Zenas Bird got the public house erected, and the others had the lumber ready and piled for the mill. Then all hands went to Madison for supplies. While they were gone, the prairie caught fire, burning house, lumber, and all. The frame of the house did not burn entirely and remained standing for six years before it fell to the ground. The place was called Bird’s Ruins.

“A. M. Hanchett bought property and established a store at Bird’s Ruins. A good school was built and the village obtained a post office. Mr. Hanchett was the first postmaster and named the village Hanchettville. He later erected a gristmill and a new dam. In 1859 the Madison, Watertown and St. Paul Company built a railroad to Hanchettville and called the depot Howard City in honor of the railroad contractor. When Mr. Hanchett was obliged to sell his property to Porter and Marshall, the name was officially changed to Marshall.”*

By 1960, the Village had grown to a population of 1,066. From 1960 to 2000, the Village’s population had more than tripled.

In 2000, the Village had grown to a population of 3,432 and provided about 600 private jobs. Employment is made up of retail and service jobs along highways 19 and 73. Marshall’s growth reflects regional growth trends in Dane County. During the last 20 years, the population has increased by 45%, while Dane County’s population has increased by 32%.

**The Romance of Wisconsin Place Names*” by Robert E. Gard and L. G. Sorden, 1968, October House Inc., New York

B. Housing

Households. The increase in the number of dwelling units in any community is directly related to local population growth, number of persons per household and local housing stock (the number and type of housing units). Nationwide and regionally the number of persons per household has declined due to less children per household, children leaving home at a younger age and the increase in divorces and family separations. This trend can be seen in Marshall, which has experienced a steady decline in the number of persons per household along with a steady increase in population. Between 1970 and 2000 the number of households formed jumped from 309 to 1,266, representing a 310% increase, while the population during that time increased by only 229%.

Based on the trend shown in Table 1, the persons per household ratio are projected to continue to decline. By the year 2020 the persons per household ratio in Marshall are projected to be about 2.65, which, in conjunction with a steady increase in population growth, will result in an escalating number of households formed.

Housing Type, Tenure, and Age. From 1980 to 2000 there was very little change in the proportion of single-family units in the Village housing stock. Even though the number of single-family housing units increased, they accounted for 51% of the housing stock. Owner-occupied housing also stayed about 74% from 1980 to 2000. The vacancy rate in 2000 was 3.5% compared to 3.8% at the county level. About 16% of the Village housing stock is more than 40 years old and could be in need of rehabilitation (see Tables 2a-2c).

Housing Construction. Single-family housing (238 units) made up two-thirds of new housing construction in the last ten years. As shown in Tables 3 through 5, residential construction was outpaced by residential platting between 1991 and 2000 but only about 50 residential lots were available by the end of 2000.

Housing Value and Rent. During the 1990s the cost of owner-occupied housing increased at a slower rate in Marshall than countywide. The median housing value was estimated to increase from \$66,400 in 1990 to \$132,400 in 2000, a 99% increase. Countywide, median housing value increased by 87% to \$146,900. Housing costs are about 10% lower in Marshall than countywide; however, incomes are slightly lower than the county average.

Median rents increased substantially from \$340 in 1990 to \$648 in 2000, a 90% increase. Countywide, median rents increased by 52% to \$641 per month, slightly lower than Marshall.

Housing Needs. The Comprehensive Housing Affordability Strategy (CHAS), using 1990 census data prepared for HUD, calculated housing needs in local units of government. These needs are indicated in “Table B-13 Assisted Rental Housing Need in Dane County by Community” of the *Dane County Housing Market Report* (Dane County Housing Affordability Council, 1995). For the Marshall area, the need for assisted rental elderly units was for 98 units while only 20 units are provided leaving a deficit of 78 elderly units. For assisted rental family units, the need was for 28 units, but 56 units were provided twice the need for new family units.

Household Characteristics. Information on household characteristics from the 1990 and 2000 Censuses shows that changes have occurred in Village households. Married-couple families decreased in proportion to all households (63.3% in 1980, 58.1% in 1990). During the same period, the proportion of single-parent households decreased slightly from 8.7 to 15.3%. Female-headed households accounted for 11.3% of the households in 2000, compared with eight percent countywide.

Householders living alone made up 21.1% of households in Marshall, less than the countywide average (29.4%). However, non-family households (more than one unrelated person) represented only 5.5% of households. At the county level, non-family households (other than singles) accounted for one out of eight households.

TABLE I-1 PERSONS PER HOUSEHOLD: 1970 – 2020						
Item	1970	1980	1990	2000	2010	2020
Household Population	1,043	2,363	2,329	3,432	3,992	4,772
Number of Households	309	870	907	1,266	1,495	1,801
Persons Per Household	3.38	2.72	2.57	2.69	2.67	2.65
Source: U.S. Bureau of the Census and Dane County Regional Planning Commission.						

TABLE I-2a 1980, 1990 AND 2000 HOUSING BY TYPE						
Type	Total Housing Units					
	2000		1990		1980	
	Number	% Total	Number	% Total	Number	% Total
One-Family	964	73.4	756	81.5	751	81.8
Single Family	674	51.3	466	50.2	489	53.3
Mobile Home	290	22.1	290	31.3	262	28.5
Two-Family	155	11.8	92	9.9	102	11.1
Multifamily	194	14.8	80	8.6	65	7.1
Total	1,313	100.0%	928	100.0%	918	100.0%
% Total	100.0%	—	100.0%	—	100.0%	—

TABLE I-2b 1980, 1990 AND 2000 HOUSING BY TENURE						
Housing Units	Total Housing Units					
	2000		1990		1980	
	Number	% Total	Number	% Total	Number	% Total
Owner Occupied	964	73.5	710	76.5	683	74.4
Renter-Occupied	302	23.0	197	21.2	187	20.4
Total Households	266	96.5	907	97.7	870	94.8
Vacant Units	46	3.5	21	2.3	48	5.2
Total Units	1,312	100.0%	928	100.0%	918	100.0%

TABLE I-2c YEAR STRUCTURE BUILT: 2000		
Year Structure Built	Number of Units	Percent of Total
1990 to March 2000	481	36.6
1980 to 1989	180	13.7
1970 to 1979	322	24.7
1960 to 1969	113	8.6
1959 or earlier	217	16.5

TABLE I-3 HOUSING CONSTRUCTION: 1991 – 2000										
Unit Type	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Single-Family	10	14	26	22	18	38	28	36	29	17
Two-Family	0	4	6	2	6	4	18	8	12	4
Multifamily	32	2	0	4	4	8	0	0	0	0
Total	11	42	30	28	28	50	46	44	41	21

Source: Dane County Regional Planning Commission.

TABLE I-4 RESIDENTIAL PLATTING ACTIVITY: 1991-2000										
Lots Created	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
		NA	2	19	13	67	150	12	11	11

Source: Dane County Regional Planning Commission.

TABLE I-5 SUPPLY OF RESIDENTIAL BUILDING LOTS: 2001				
Housing Type	Lot Consumption 1991 – 2000	Lots Used Per Year	Vacant Lots Available	Lot Supply (Years)
Single-Family	238	23.8	24	1.0
Two-Family	64 units	6.4 units	10 units	1.6
Multifamily	60 units	6.0 Units	4 units	0.7

Source: Dane County Regional Planning Commission.

C. TRANSPORTATION

All roadways within Dane County are classified in categories under the Roadway Functional Classification System. The functional class of all roadways was delineated as part of preparation of the *Dane County Land Use & Transportation Plan* (October 1997).

The Roadway Functional Classification System groups streets and roadways into classes according to the intended purpose or character of service they are intended to provide within the regional roadway system. Arterials have primarily a mobility function, serving communities and major traffic generators providing inter-regional, intra-regional, and inter-area traffic movements. Collectors have both a mobility and land access function, serving locally important traffic generators and linking those generators to larger population centers or higher function routes. They collect traffic from local roads and bring all developed areas within a reasonable distance of an arterial road. Local roads provide access to adjacent land and provide for travel over relatively short distances within a community.

Marshall is served by two regional arterials: STH 19, a minor arterial for east-west cross-state traffic through northern Dane County; and STH 73, which serves as a link between Marshall and Columbus and Deerfield. Both state trunk highways run together for a quarter-mile stretch along Main Street. The Village is also served by a major collector, CTH T (Madison Street).

Roads that provide direct access to residential neighborhoods and commercial-industrial centers, serve low to moderate traffic volumes and provide inter-neighborhood trip desires are called local collectors. These routes collect and distribute traffic between local streets and arterial routes.

North-south local collectors in Marshall include School Street and Industrial Drive–Indian Summer Road–Lewellen Drive. East-west collectors include Farnham Street, Riverview Drive, Canal Road, and Freidel Drive, Sunnyview Lane, and Waterloo Road.

The following near-term highway improvements are planned for the Marshall area, as identified in the 2002-2006 “Transportation Improvement Program (TIP) for the Dane County Area (September 2001):

<u>Program Area</u>	<u>Type of Improvement</u>	<u>Schedule</u>
STH 73 – Hubbell Street		
Soo Line RR – Converse Avenue	Reconstruction (0.19 mi.)	2002
STH 19 – Soo Line RR	Resurface (0.90 mi.)	2002
	Replace railroad crossing;	2002
	install railroad signals	
Marshall to Columbus	Patch and overlay (10.8 mi.)	2002
STH 19 – Sun Prairie to Marshall	Reconstruction (7.0 mi.)	2002
Main Street – Mauneshia to STH 73	Recondition (0.4 mi.)	2002
Marshall to Waterloo	Mill and overlay (2.8 mi.)	2006

Traffic Volume. Figure 1 shows annual average traffic on the arterial and collector roadways in the Marshall area for which traffic counts are available. Due to Marshall’s location near the Madison urbanized area, much of the arterial roadway traffic passing through the village originates and/or terminates outside the Marshall area.

Table 6 shows the traffic volume on area arterial and collector roadways for 1981, 1990 and 1999. Marshall area roadways have experienced steady, but relatively modest increases in traffic during the decade. The increases in traffic volumes may be attributed to an increase in regional commuter trips as well as growth in the Marshall area. In 1990, about half of all work trips originating in the Marshall area were to the Madison area.

Transportation Profile. Vehicle ownership in Marshall was higher than for Dane County as a whole in 1990 and 2000. There were 1.7 vehicles per household in 1990 and 1.8 in 2000, compared with an average 1.6 and 1.6 vehicles per household for Dane County, respectively, in 1990 and 2000. In 2000 less than four percent of Marshall's households had no vehicle available, much lower than the eight percent average for Dane County. About 14% of Village workers use carpools to commute to work.

Many of the streets in Marshall have sidewalks to accommodate pedestrian movement. The main concern for pedestrian safety focuses on streets with heavy traffic, such as Main Street.

The Wisconsin Southern Railroad serves Marshall. The Madison to Waterloo line serves three area businesses. The Deansville-Marshall area is not part of the Madison rail network since all shipments come from the Watertown Junction.

High-speed rail service is proposed between Madison and Milwaukee. This service could begin as early as 2003, with six daily round trips if Congress enacts the \$12 billion High-Speed Rail Investment Act in 2001. This would involve rebuilding the existing track (through Marshall) to accommodate higher speeds up to 110 mph. Although three stops are proposed between Madison and Milwaukee, a stop is not planned for Marshall. Gates would be erected at all at-grade street crossings (STH 73 and Lewellen Street) to prevent vehicles from driving around crossing barriers.

The Village of Marshall and the City of Waterloo jointly contract with Brown Cab Service, Inc. for shared-ride taxi service within the two communities. Service is available from 7:00 a.m. to 7:00 p.m. Monday through Friday. Weekend service will be eliminated in 2002. Fares in 2002 will be \$2.25, and \$1.50 for seniors and students. Around 4,600 rides were provided in 2000. In addition to the shared-ride taxi service, the Colonial Club in Sun Prairie provides regularly scheduled nutrition, shopping, and adult day care group trips for elderly residents in northeastern Dane County. The RSVP Driver Escort Program provides transportation to seniors primarily for medical needs. The Dane County Department of Human Services provides financial assistance to both the Colonial Club and the RSVP program.

The Dane County Regional Airport, located 16 miles west of Marshall, offers commercial passenger service via two national airlines and eight regional/commuter airlines. There are 109 daily flights with nonstop service to 12 cities and direct service (i.e., one or more stops without changing planes) to an additional 28 cities. In 2000, the airport served 1.33 million passengers traveling to and from Dane County. The airport also provides freight, general aviation, and military service.

Traffic Safety. From 1998 to 2000 the largest increase in traffic occurred along STH 19. According to Police Department records, 30% of 149 traffic accidents during the past three years occurred on Main Street. The worst accident area along Main Street is at Deerfield Street (STH 73). This 0.6-mile section of Main Street carries about 9,500 to 11,100 trips per day. The combination of traffic, infrequent braking points and on street parking for local businesses makes this stretch of highway the most hazardous in the Village.

The Village's most dangerous intersection is Main Street (STH 19) at Deerfield Road (STH 73) where 46% of all accidents occurred from 1998 to 2000. The second most dangerous intersection is of Lothe-School Streets at STH 19. The third most dangerous intersection is Main Street at Hubbell Street.

D. COMMUNITY FACILITIES AND UTILITIES

Sanitary Sewer. The Marshall Urban Service Area is served by the Marshall Wastewater Treatment Plant, which started operation in October 1998, and by the Village's collection system. The treatment facility is designed for 580,000 gal/day and received an average of 196,000 gal/day of wastewater in 2000, well below plant capacity.

The Village of Marshall has about 69,000 feet of sewer main serving about 925 customers.

Public Water. The source of the Village water supply is two wells, well #1 is 372 feet deep, and well #2 is 805 feet deep. Currently, the water system has a pumping capacity of 843 gal/min. The water system consists of one water tower containing 300,000 gallons of water and a distribution network of 78,028 feet of mains. In 2000, 925 customers were served by this system. Water hardness is about 290 parts per million. The nitrate-nitrogen level in the Village water system is less than one part per million, which is significantly below the public drinking water standard of 10.

Storm Sewer. Marshall has a storm sewer system that is separate from its sanitary sewer system. The system drains into the Maunasha River. The stormwater system is maintained by the Village's Public Works Department.

Police Protection. The Police Department operates 24 hours a day. The Dane County 911 Center answers emergency calls for police, ambulance and the fire district. Staffed by the chief and five full-time officers, the department is responsible for the basic services of law enforcement, crime investigation, patrol, traffic supervision and a number of other programs.

Parks and Recreation. In 2001, the Village operated seven parks and playgrounds. Fireman's Park is the center of community celebrations and reunions. Converse Park, which is the second largest park, is the center for baseball and softball. Langer Park is a natural park located north of Canal Road, and Deerhaven Park and Scenic Circle Park are neighborhood parks with playground equipment. Riverview Park has a full-size basketball court and soccer field.

The Village offers recreational services for adults and children throughout the year. The Parks Committee develops needed facilities and provides equipment for youth soccer and baseball. Adult softball is self-supporting through fees. Other summer recreation programs are also provided through the Marshall School District.

Public Library. A new Marshall Public Library is being built in 2002 in Deerhaven Park. The current library is part (1,900 square feet) of the Municipal Building, which has 9,000 square feet. The library offers the community approximately 20,700 books, magazines, recordings, and books on tape, videotapes and educational toys in the library. An interlibrary loan system allows Marshall library users to also borrow materials not available locally from libraries in the South Central Library System and even from libraries anywhere in the United States. The library's circulation was 46,000 in the year 2000.

Currently at the Marshall Public Library there are story time programs for preschool children on Thursdays and Saturdays. There are cooperative programs with the public school and an active Summer Reading Program for grade school children each summer. From time to time there are special family programs that are of general interest to the community.

General Village Services. The Village Board, consisting of seven members who are elected at large, including the Village President, governs Marshall. The Board also consists of commissions and committees with citizen members assisting the Village Board. These commissions and committees are: Committee of the Whole; Planning; Finance; Oversight; Parks; EMS; Library Board; and Board of Appeals.

Village positions include a Clerk/Treasurer, Deputy Clerk/Treasurer, Police Chief, Librarians, Director of Public Works; Administrative Staff; Utility; and public works personnel. Contract services are provided to the Village for Village Attorney, Engineer, Inspectors, Assessor and Auditors. The municipal building on Pardee Street provides 9,000 square feet of space for the Village offices, Police Department, meetings, and storage needs, all of which is handicapped-accessible. The Village employs 18 full- and 16 part-time personnel for administrative, public works, utilities, police services and other municipal services.

Public Works. The Marshall Public Works Department is responsible for maintaining and plowing Village streets, caring for Village parks, collecting brush and leaves, and day-to-day operation of the Village wastewater collection system and public water utility.

The Village contracts with a private firm for residential and commercial solid waste collection for pickup on Fridays, including a recycling program in accordance with Dane County recommendations. Brush collection takes place every Wednesday from April through October. Leaf collection takes place in May and November.

Senior Services. Colonial Club Activity Center serves older adults in the Sun Prairie and Marshall area. Adults age 60 and older are eligible for services that include rural respite, outreach information and referral, congregate meals, home-delivered meals, supportive home care through Visiting Nurse Services, case management, visual aid, a loan closet, education including a newsletter, recreation and support groups.

Housing. Marshall presently has 76 units/apartments of low-income housing, 20 one-bedroom units for the elderly (over age 62) and 56 housing units for families. Marshall is also served by assisted elderly living facilities, including 36 beds in Community Based Residential Facilities.

Fire Protection. The Marshall Fire District provides fire protection to the Village and the Towns of Medina and to part of the Town of York, an approximate 57-square-mile service area. The Village and towns contract with the District for this service and pay a portion of the costs based on property valuation. The fire station is part of the Municipal Building, but will have its own facility in 2002.

40 volunteer fire fighters provide fire protection services. Emergency equipment includes three pumpers, two tankers, a grass-fire unit, heavy-duty rescue equipment, extrication/first aid equipment and one transport vehicle.

Emergency Medical Services. The Emergency Medical Services district includes the Village of Marshall, the Towns of Medina and Sun Prairie, and parts of the Town of York. Currently there are 17 volunteer emergency medical technicians (EMTs) offering their services in the Marshall area. The district owns and operates a fully equipped ambulance at 226 Madison Street and has three to four EMTs available to respond to each request for service. EMS will move to 119 Industrial Drive when their new building is completed.

Electric Power, Gas and Telephone. The Wisconsin Energy Corporation provides electricity and natural gas to residents of the Marshall area. Verizon provides telephone service to residents of the area.

Day Care. Little Family Day Care and Preschool at 102 Lothe Road, and by Bomkamp's Braids 'n Britches at 311 Madison Street provide day care in the Marshall Area. In 2000, there were 300 under-five children living in Marshall and only eight enrolled in the Early Learning Center that were pre-kindergarten Students.

Cemeteries. The Marshall Area has two cemeteries, both east of the Village: Medina Cemeteries on Box Elder Road and St. Mary of Nazareth Cemetery on West Waterloo Road.

Historical Society. The Marshall Historical Society meets once a month at the Marshall Middle School and maintains the history of Marshall.

Health Care. Professional health care is provided to the Marshall area by medical, dental and pharmacy services in Waterloo, Columbus, Sun Prairie, or Deerfield

Churches. Four churches of various denominations serve the Marshall area: Catholic, Lutheran, and Methodist.

Education. Four educational institutions, many with top national ranking, are located within 16 miles of Marshall. Post-secondary education is available from the University of Wisconsin-Madison, Madison Area Technical College (MATC), Edgewood College and Madison Junior College of Business. Students at the UW-Madison campus in 2000 totaled 40,109 and were enrolled in ten major colleges, schools and divisions. MATC offers instruction to more than 50,000 students. Some MATC courses are offered at Marshall High School. The school covers a four-county area and offers trade; apprentice, extension and college transfer courses. Edgewood College (enrollment of nearly 2000) is a Catholic institution that offers bachelors degrees in the liberal arts and paraprofessional programs.

As of 2000, 84.2% of Marshall's population 25 years and over had graduated from high school, compared to 92.2% for Dane County. Also, 15.8% of Marshall's population had obtained a bachelor's degree, compared with 40.6% for Dane County.

The Village is located in the Marshall School District, and all of the District's four schools are located in Marshall on the Village's southside off of School Street between State Highway 73 and County Highway T.

The Wisconsin Department of Public Instruction reports indicate that enrollment increased to 1,202 in 2002, a 51% increase from 1991, and the third fastest growing school district in Dane County. Marshall Elementary (grades 3-5) has an enrollment of 273; Marshall Early Learning Center (grades K-2) has an enrollment of 361; Marshall Middle School (grades 6-8), 244 students; and Marshall High School (grades 9-12), 313 students and the Fifth Dimension (Grades 11-12), 9 students (see Tables I-7 and I-8).

The Early Learning Center has 49,500 square feet building size with the last addition occurring in 1998 with a design capacity of 350. It's currently at capacity. The Elementary School has an area of 58,500 square feet with a design capacity of 700 or 39%. The Elementary School is the oldest building in the district and in the February 2002 referendum, voters decided to replace the 40-year-old building. The Middle School has an area of 54,500 square feet with a design capacity of 300 or 81%. An addition to the Middle School was added in 1977. A new high school was built in 1998 with a total area of 104,000 square feet and a design capacity of 450 or 70%.

TABLE I-7 MARSHALL AND DANE COUNTY PUBLIC SCHOOL DISTRICT ENROLLMENTS							
School District	1991-1992	1992-1993	1994-1995	1996-1997	1998-1999	2001-2002	% Increase or Decrease 1991-2002
Marshall	794	890	1,020	1,086	1,099	1,202	51%
County Public Total	54,155	56,012	59,200	61,359	62,704	64,141	18%
Source: Wisconsin Department of Public Instruction and Dane County Regional Planning Commission							

TABLE I-8 SCHOOL ENROLLMENT BY MUNICIPALITY: 2000					
	Enrollment – Persons Age 3 and Older				
Municipality	Preschool	K-8	9-12	College	Total
V. Marshall	83	592	169	99	943
T. Medina	28	160	68	43	299
T. Deerfield	29	218	98	43	388
T. York	15	114	47	31	207
Source: U.S. Bureau of the Census and Dane County Regional Planning Commission.					

E.1. NATURAL RESOURCES

Physiography and Topography. The physiography and topography in the Village of Marshall reflect the glaciated eastern portion of Dane County. The Marshall area is dominated by elongated glacial drumlins created from till. Topographic relief ranges from about 950 feet above mean sea level (msl) at its highest elevation on the southeast, to about 830 feet msl along Mauneshia River. The topography of the area is shown on the urban service Area Map. The Village lies within the Mauneshia River watershed, with the river providing the dominant surface drainage within the watershed. Numerous Mauneshia River tributaries surround the Marshall Urban Service Area; the most important are Stransky Creek on the northwest, Schumacher Creek on the southwest, and Spring Creek on the southeast.

Depth to groundwater is generally 10 feet, except shallow groundwater at depths of less than 10 feet exist near Mauneshia River and its tributaries.

Geology. The surface geology in the Mauneshia River watershed is typical of the drumlin and marsh region of Dane County, where glacial till deposits form elongated drumlin hills, arranged in the direction of the flow of the glacial ice, from northeast to southwest.

The subsurface geology of the area consists of Cambrian sandstone and dolomite (magnesium-rich limestone and shale) deposited more than 600 million years ago. Depth to bedrock is less than 10 feet on the west side of the Village, 10-50 feet on the east side, and over 50 feet in the older, central part of the Village.

Soils. Dominant soil association in the area is Dodge-St. Charles-McHenry soils, which are well drained and moderately well drained deep silt loams underlain by sandy loam glacial till. Areas near Mauneshia River and its tributaries have soils, which were formed in outwash materials. The dominant soil association in this portion of the area is Batavia-Houghton-Dresden soils, which are well drained and poorly drained, deep and moderately deep silt loams and mucks, underlain by silt, sand, and gravel.

The upland soils are St. Charles, Dodge, and McHenry silt loams. These are well drained soils formed on glaciated uplands, they are prime agricultural soils where slopes are less than 6%, and pose slight to moderate limitations to development.

The soils adjacent to Mauneshia River are Alluvial Land (wet) soils, comprised of very poorly drained, stratified, silty and loamy stream deposits. These soils pose very severe limitations to development due to seasonal high water table, frequent flooding, and poor stability.

The soils along the tributaries to Mauneshia are Colwood, Virgil, Troxel, and Sable silt loams and Palms muck. Colwood soils are deep, poorly drained soils formed in ancient lake basins. Sable soils are deep, poorly drained soils formed in stream valley bottoms. Troxel soils are well drained soils formed in draws on fans and drainageways. Palms muck is a poorly drained, deep, organic soil with thick layers of compressible peat. All of these soils pose very severe limitations to development due to seasonal high water table, flooding, and poor stability. Troxel, Virgil, and Colwood are prime agricultural soils where they are drained.

Development should be prohibited in areas with severe limitations to development due to flooding, high water table, and unstable soils, to prevent costly construction, maintenance, and damage. Most of these areas are designated as environmental corridors to help preclude development within them.

Surface Water. The primary surface water bodies in and near the Village of Marshall are the Mauneshia River and its tributaries, Stransky Creek, Schumacher Creek, and Spring Creek. Mauneshia flows east through the Village. The Village municipal treatment plant discharge is to Mauneshia, downstream of Spring Creek. The River is dammed at Highway 73.

Mauneshia River supports a warm-water sport fishery. Major water quality concerns are associated with animal waste runoff (bacteria). Most of the Village stormwater runoff is discharged to the Mauneshia River, upstream of the dam.

Much of the land area along Mauneshia River lies within the 100-year floodplain. Much of the land along the tributaries to the River is also in the floodplain. The 100-year floodplain boundaries are shown on the Environmental Corridors Map. (See Appendix C)

Wetlands. Most of the significant wetlands in and adjacent to the Village of Marshall are associated with Mauneshia River and its tributaries on the east and west sides of the Village. Few isolated wetlands also exist in low-lying areas. The Environmental Corridors Map shows a representation of the wetlands of the area according to the DNR Wetland Inventory. All wetland areas and a 75-foot vegetative buffer (upland) are designated as environmental corridors to help preclude development within them. Development within wetlands is costly in terms of construction, maintenance, as well as resulting flooding caused by filling lands, which naturally act as flood storage and flood fringe areas.

Groundwater. Marshall obtains its water from the sandstone aquifer in northeast Dane County that flows toward the Mauneshia and Rock Rivers. There are seven intermittent springs near Marshall and five springs which flow at less than 100 gallons per minute.

Forests. Forest cover in Marshall is limited to the steep hillsides west and southeast of the Village and larger woodlands northeast of the Village.

Threatened/Endangered Species. Natural Heritage Inventory records, maintained by DNR, do indicate the occurrence of threatened or endangered species in or near the area.

Wildlife Habitat. Charles Lanser Family Park, located in the northwest side in the Village provides upland wild life habitat. The wetland-floodplain areas east and west of the Village provide lowland habitat, including the school forest west of Schumacher Creek.

Metallic/Non-Metallic Minerals. The only existing metallic or non-metallic mineral resources in the Marshall planning area is the 113-acre Wingra Stone Company site for sand and gravel extraction located south of the Village.

Archaeological Sites. There are five archaeological sites in the Marshall area, three of which are Native American Burial Mounds. (See Appendix D)

E. 2. EXISTING PARKS AND RECREATION FACILITIES

A comprehensive land use survey was conducted in 2001 to inventory existing park areas and recreation facilities and their relationship to residential and planned residential developments. Included in the inventory were municipal and educational recreational areas, which contribute to the recreational opportunities (or supply) in the Village.

The following is a description of each open space area or park and a summary of the facilities in it. A summary of the existing areas is presented in Table 9. Existing areas are located on the Environmental Corridors Map. (The numbers refer to the location of the area on the map.)

1. Marshall Fireman's Park

Area and Location: 11.6 acres located in the central part of the Village off West Park Drive

Facilities:

- An outdoor stage with bleachers
- A restored historical band shell/gazebo structure
- Two kitchen/concession buildings
- An asphalt basketball court and grassy volleyball court
- A lighted baseball diamond with bleachers and scoreboard
- Children's play equipment with metal and wood-form play structures, slides, swings, and jungle gyms
- An open picnic shelter
- Three drinking fountains and rest rooms
- Paved parking areas along a looped park road
- Benches along the Maunsha River Mill pond
- Handicapped-accessible wooden fishing platform

Comments: The park is generally in very good condition. There is no boat ramp to the Maunsha River for the park.

2. Converse (Squigg) Park

Area and Location: 7.6 acres located in the northeast portion of the Village off Best Built and Lewellen Streets

Facilities:

- Two lighted softball diamonds with bleachers, scoreboard and players' benches
- A concession stand with rest rooms
- Two open-sided park shelters
- Two volleyball courts and five horseshoe pits
- One concession stand/park shelter

Comments: The park is in good condition, but rest rooms and paths are not barrier-free because of gravel surface.

3. Deerhaven Park

Area and Location: Approximate 2.3-acre park adjacent to Indian Summer Road and Waterloo Drive on the east side of the Village.

Facilities:

- Green space is closed to the public during library construction.

Comments: The park is in good condition, but there are insufficient facilities to meet neighborhood recreation needs, i.e. a basketball court and picnic area with shelter. The former diamond and play equipment will be relocated and/or replaced after construction of the library in 2002.

4. Scenic Circle Park

Area and Location: This is 0.8-acre neighborhood park is on the north side of the Village off Freidel Drive and Overlook Terrace.

Facilities:

- Children's play structure
- Park benches
- Large open play area
- An open-sided park shelter

Comments: Facilities are in good condition, but small for a neighborhood park.

5. Charles Langer Family Park

Area and Location: The Village manages this 111-acre conservancy north of Canal Road.

- Portable toilet
- Parking lot for fishing

Comments: This wetland-floodplain area surrounding the Maunsha River contains a variety of native plant species and a large restored prairie. The park has a signed nature trail system for hikers and cross-country skiers with a small parking lot. The park is used for walk-in camping by Scouts.

6. Riverview Park

Area and Location: 4.6-acre neighborhood playfield on the north side of the Village; is accessible from Riverview Drive.

Facilities:

- Soccer field
- Double basketball court
- Storage building and portable toilets

Comments: The Village's newest park was developed in the last few years

7. Pumphouse Park

Area and Location: 0.75-acre park west of STH 73 on the Maunsha River mill pond.

Facilities:

- Small green space with sidewalk

Comments: This undeveloped park is used for fishing.

8. Riverview Drive Public Access #1, #2 and #3

Area and Location: Each is 0.25-acre access along Riverview Drive.

Facilities: None

Comments: Access to river for fishing.

9. Marshall High and Middle Schools and Early Learning Center

Area and Location: 31.4-acre recreation area on the south side south of School Street between CTH T and STH 73. The high and middle schools and recreation areas make up 55.4 acres.

Facilities:

- A baseball diamond
- Asphalt basketball court
- A lighted football field surrounded by eight-lane rubber running track and bleachers
- Proactive fields for football and soccer
- Portable toilets and concession stand
- Two tennis courts

Comments: The Early Learning Center and the High School were built in 1993 and 1998, respectively; however, there are no new recreation facilities on school land south of the high school.

10. Marshall Elementary School

Area and Location: 4.9-acre recreation area west of Deerfield Road serves as south side neighborhood park. The elementary school and recreation area totals 7.6 acres.

Facilities:

- Two softball diamonds
- Six basketball half-courts
- Grass volleyball court
- Two extensive playground equipment areas with swings, slides, monkey bars, diggers, and wooden play structures

Comments: School facility is generally in good condition.

11. Riley-Deppe Dane County Park

Area and Location: The Dane County Parks Commission maintains this 12-acre park west of the Village, off of Highway 19 on the Maunsha River. An island in the river is part of the park.

Facilities:

- Picnic shelter, tables, grills, a rest room, and a hand water pump
- Parking areas with boat access to the Maunasha River
- Playground area

12. Little A-Merrick-A

This is a private amusement park.

13. Marshall School Forest

Area and Location: The Marshall School District maintains this 15-acre nature conservancy outside of the Village and west of Schumacher Creek. Access is provided via Hayloft Court.

Facilities:

- Foot trails

TABLE I-9 EXISTING RECREATION AND OPEN SPACE BY FUNCTION AND AREA	
Deerhaven Park	2.3
Scenic Circle Park	0.8
Riverview Park	4.6
Neighborhood	7.7
Fireman's Park	11.6
Converse Park	7.6
Community	19.2
Pumphouse Park	0.8
Public Accesses	0.7
Riley-Deppe Co. Park	12.0
Special Use	13.5
Charles Langer Park	111.0
Natural Areas	111.0
Municipal Total	151.4
Marshall Elementary	4.9
School Playground	4.9
Marshall High School	31.4
School Community	31.4
School Total	36.3
Public Total	187.5
Little A-Merrick-A	4.4
Private Total	4.4
GRAND TOTAL	192.1

F. ECONOMY

Household Income. Information from the 2000 Census showed that Marshall's median household income was \$46,141, compared with \$30,174 in 1990. Dane County's median household income was \$49,223. Marshall's household income is six percent lower than the county average; however, Marshall's housing costs are 10% lower than the county average.

According to the 2000 Census, Marshall's per capita income was \$19,042 compared to \$13,895 in 1990. Dane County's per capita income was \$24,985 in 2000 and \$15,542 in 1990. Marshall's per capita income was 24% less than the county average.

The 2000 Census showed that only four percent of Marshall's population (141 persons) was living below the poverty level, compared with 9.4% for Dane County.

Labor Force. As of 2000, the Village had 1,936 persons in its labor force. Of those persons, 46.8% were male and 53.2% were female. In 2000 the unemployment rate was 6.1%, and the county rate was 3.8%.

The labor force is largely employed in what are typically referred to as "white collar" occupations. In 2000, Census data showed that 65% of its employees (1,189) worked in professional, technical or service-related positions. This compares with 83% of the labor force in Dane County. The higher percentage for Dane County can be partially attributed to the presence of Wisconsin's capital and major university (see Table 10).

Area Businesses. Marshall's Highways 19 and 73 commercial district has a major impact on local business: retail trade and private service establishments located there account for nearly half of the area businesses in 1999. However, as shown in Table 11, service establishments lead construction, followed by retail trade establishments. There are enough local private jobs for about one-third the local labor force. Two thirds of all local businesses have less than five employees. The largest employer in the Marshall area is the Marshall School District, which is a public employer. The largest private employers include: Marshall Town Millwork, Robertson's Masonry, Best Built Garage Builders, and Marshall IGA. According to 1990 "Journey to Work" statistics, about 81% of Marshall workers were employed in Dane County: 35% worked in the City of Madison and 20% worked in Marshall.

**TABLE I-10
OCCUPATIONS OF EMPLOYED PERSONS: 2000**

Occupation	Number	Percent
Managerial, Professional, and Technical	448	24.6
Service Occupations	295	16.2
Sales and Office	446	24.5
Farming	13	0.7
Construction, Extraction, and Maintenance	198	10.9
Production, Transportation, and Material Moving	418	23.0
Total	1,818	

Source: U.S. Bureau of the Census and Dane County Regional Planning Commission.

**TABLE I-11
BUSINESS ESTABLISHMENTS IN THE MARSHALL AREA: 1999**

Industrial Classification	Number Establishments	Percent Total	Less Than 5 Employees	Percent of Total
Ag Services	1	1.1	1	1.6
Construction	20	21.0	14	22.6
Manufacturing	7	7.4	5	8.1
Transportation & Warehousing	5	5.3	2	3.2
Wholesale Trade	8	8.4	5	8.0
Retail Trade	10	10.5	3	4.8
Finance, Insurance, Real Estate	7	7.4	3	4.8
Private Services	37	38.9	29	46.8
Total	95	100.0%	62	100.0

Total Private Employment: 525 Annual Payroll: \$13,573,000

Source: U.S. Bureau of the Census.

G. POPULATION

Historic Trends. During the 1980s, the Village of Marshall grew slower than Dane County as a whole. Table 12 shows the population growth pattern of the Village since 1960. The Village experienced rapid growth in the erratic 1970s and the 1990s while it lost population in the 1960s and the 1980s, since 1980, for an average population increase of 53 persons per year. Since 1980 the Village has grown faster than the county and the state. This indicates that the Village enjoys a good position in attracting new residents. In the last four decades Marshall has evolved primarily as a suburban community serving Madison.

Projected Growth. Table 13 indicates the projected rate of growth for Marshall. By the year 2025, the population is projected to increase by nearly 1,760 residents. This projected growth rate is between the projected rate for Dane County and the state.

Age Composition. The 1990 population-by-age statistics reveal that Marshall has a higher proportion of the population age 65 or older (10.4%). The Village also has a large number of families with children, as evidenced by the larger percentage of the population between ages 25 and 44 and between ages 0 and 14. By comparison, Wisconsin's population age 65 and over is 13.1% of the state total, while Dane County's population age 65 and over is only 9.3%. The 2000 potential work force for the Village was those persons between the ages of 20 and 64. That translates to 1,940 persons, or 57% of the total population. The Village's 2000 median age was 32.5 years, compared with 33.2 years for Dane County (see Table 14).

Sex Composition. Females accounted for 50.3% of the Village population in 2000. This compares to Dane County's population breakdown of 51.4% females. The difference between the two figures is reflective of Marshall's slightly older population, where 60% of the population age 65 and over is female. Wisconsin's population is 50.6% female.

Race. The racial composition of Marshall in 2000 was 93.6% white, non-Hispanic; 2.4% non-white, non-Hispanic; and 4.0% persons of Hispanic origin. Dane County's racial composition is 87.4% white, non-Hispanic; 9.2% non-white, non-Hispanic; and 3.4% persons of Hispanic origin. Wisconsin is 87.3% white, non-Hispanic; 9.1% non-white, non-Hispanic; and 3.6% persons of Hispanic origin.

Population Distribution. In 2000 Marshall had a population of about 3,432 distributed in the following neighborhoods:

Central (Ward 1)	709 persons	(South of Hwy. T and Main Street)
Northside (Ward 2)	815 Persons	(North Main Street and west of Hubbell Street)
Eastside (Ward 3)	995 persons	(east of Hwy. 73 and North of Waterloo Road)
Westside (Ward 4)	913 persons	(west of Hwy. T and Madison Street)

TABLE I-12 POPULATION TRENDS: 1960 – 1990						
Year	Marshall		Dane County		Wisconsin	
	Number	% Increase	Number	% Increase	Number	% Increase
1960	1,066		222,098	31.1	3,952,780	15.1
1970	1,043	-2.2	290,272	30.7	4,147,821	11.8
1980	2,363	126.5	323,545	11.5	4,705,642	6.5
1990	2,329	-1.4	367,085	13.5	4,891,769	4.0
2000	3,432	47.4	426,526	16.2	5,363,675	9.6
2001	3,470	1.1	431,815	1.2	5,400,449	0.7

Source: U.S. Bureau of the Census and Dane County Regional Planning Commission.

TABLE I-13 PROJECTED POPULATION: 2000 – 2025						
Year	Marshall		Dane County		Wisconsin	
	Number	% Increase	Number	% Increase	Number	% Increase
2000	3,432	47.4	426,536	16.2	5,363,675	9.6
2010	3,992 ¹	16.3	464,930 ¹	9.0	N/A	
2020	4,772 ¹	13.2	510,155 ¹	9.7	N/A	
2025	5,192 ¹	8.8	532,770 ¹	9.4	N/A	-

¹DCRPC urban service area forecasts.

Source: Wisconsin Department of Administration and Dane County Regional Planning Commission.

TABLE I-14 POPULATION BY AGE: 2000				
Age	Marshall		Dane County	
	Number	% Total	Number	% Total
Under 5	300	8.7%	25,818	6.1%
5-19	834	24.3	87,338	20.5%
20-24	146	4.3	43,986	10.3%
25-44	1,144	33.3%	138,494	32.3%
45-64	650	19.0%	91,021	21.3%
65 & Over	358	10.4%	39,869	9.3%

Source: U.S. Bureau of the Census and Dane County Regional Planning Commission.

H. LAND USE

Overall, Marshall annexed about 27 acres from 1980 to 1990 and about 135 acres from 1990 to 2000. The Village also saw development of 22 acres of land during the 1980s — a 5% increase in its developed area. Since 1990, about 136 acres were developed in Marshall at over twice the rate of the previous decade. Land use trends from 1970 to 2000 are shown in Table 15. About 68 acres of vacant land in the Village are suitable for development.

Residential. Residential development accounts for the majority of the developed acreage in the Village. Single-family housing accounts for 40% of the developed area and 76% of all residential development. Most of the single-family developments of the 1990s were built on the north or west sides of the Village. Multi-family development, which nearly doubled in the 1990s, was built on Freidel Drive or School Street. However, mobile home housing accounts for more developed land than multi-family development.

The overall density (housing units per acre) of residential development in Marshall increased from 4.0 to 4.2 housing units per acre from 1990 to 2000. Single-family density increased from 2.8 to 2.9 housing units per acre, while two-family and multi-family density increased from 9.0 to 9.7 housing units per acre. Mobile home density stayed at 7.0 housing units per acre.

Business Development. The Main Street corridor is the primary commercial area in Marshall. New commercial development occurred primarily on Main Street. In total, commercial development accounts for more than four percent of the Village's developed area. Although not shown in Table 15, more than three-fourths of Marshall's commercial developments are services rather than retail businesses.

All industrial development occurred on Highway 73. The total industrial area (about 12 acres) accounts for only two percent of the Village's developed area.

Street Rights-of-Way. All public streets account for more than one-fifth of the Village's developed area.

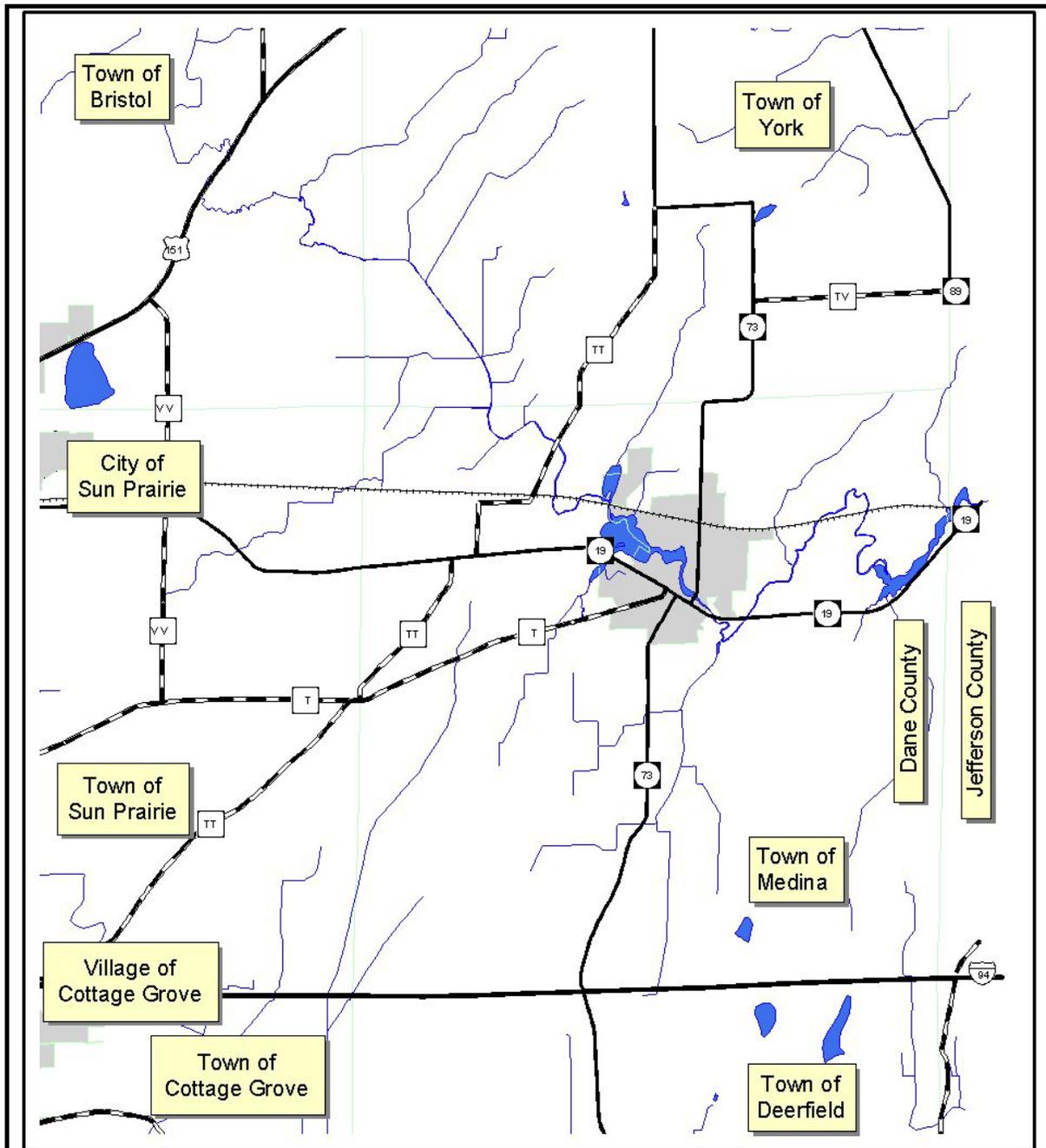
Recreation Development. About 26 acres of parkland is developed. Developed parkland represents only four percent of the Village's developed area; most Village parkland is classified as “other open lands”.

Institutional Development. This category includes schools, churches and other public buildings, and accounts for 12 percent of the Village's developed area. Education accounts for 85 percent of institutional land use in Marshall.

**TABLE I-15
LAND USE IN THE VILLAGE OF MARSHALL: 1970 – 2000**

	1970		1980		1990		2000	
	Acres	Percent Developed Total	Acres	Percent Developed Total	Acres	Percent Developed Total	Acres	Percent Developed Total
Residential	107.0	43.7	200.1	49.4	229.3	48.9	314.2	52.0
Single Family	88.1	39.9	136.4	33.7	166.6	35.5	238.9	39.5
Mobile Homes	9.3	3.8	47.7	15.7	43.1	13.4	42.0	6.9
Two-Family	9.4	3.8	13.3	3.3	14.9	3.2	20.8	3.5
Multifamily	0.2	0.1	2.7	0.6	4.7	1.0	12.5	1.9
Commercial	21.8	8.9	15.0	3.7	18.8	4.0	28.5	4.7
Industrial	2.5	1.0	12.4	3.1	12.6	2.7	11.8	2.0
Street ROW	59.6	24.3	122.2	30.2	123.7	26.4	129.3	21.4
Transport, Communication, Utilities	12.4	5.1	17.4	4.3	20.0	4.3	19.6	3.2
Institutional	42.3	17.3	26.4	6.5	41.9	8.9	75.3	12.4
Recreation	11.0	4.5	11.2	2.8	22.6	4.8	26.1	4.3
Total Developed Area	244.9	100.0	404.7	100.0	468.9	100.0	604.8	100.0
Woodlands			11.2		13.7		0	
Other Vacant Land			38.0		105.8		163.9	
Vacant, Unused			69.4		46.6		69.6	
Crop & Pasture			412.8		387.7		279.3	
Undeveloped Area	493.2		531.4		553.8		512.8	
Water	43.6		47.7		64.0		104.1	
Total Area	781.7		983.8		1,086.7		1,221.7	
Developed Area as % of Total Area		31.3		41.1		43.1		49.5

Source: Dane County Regional Planning Commission.



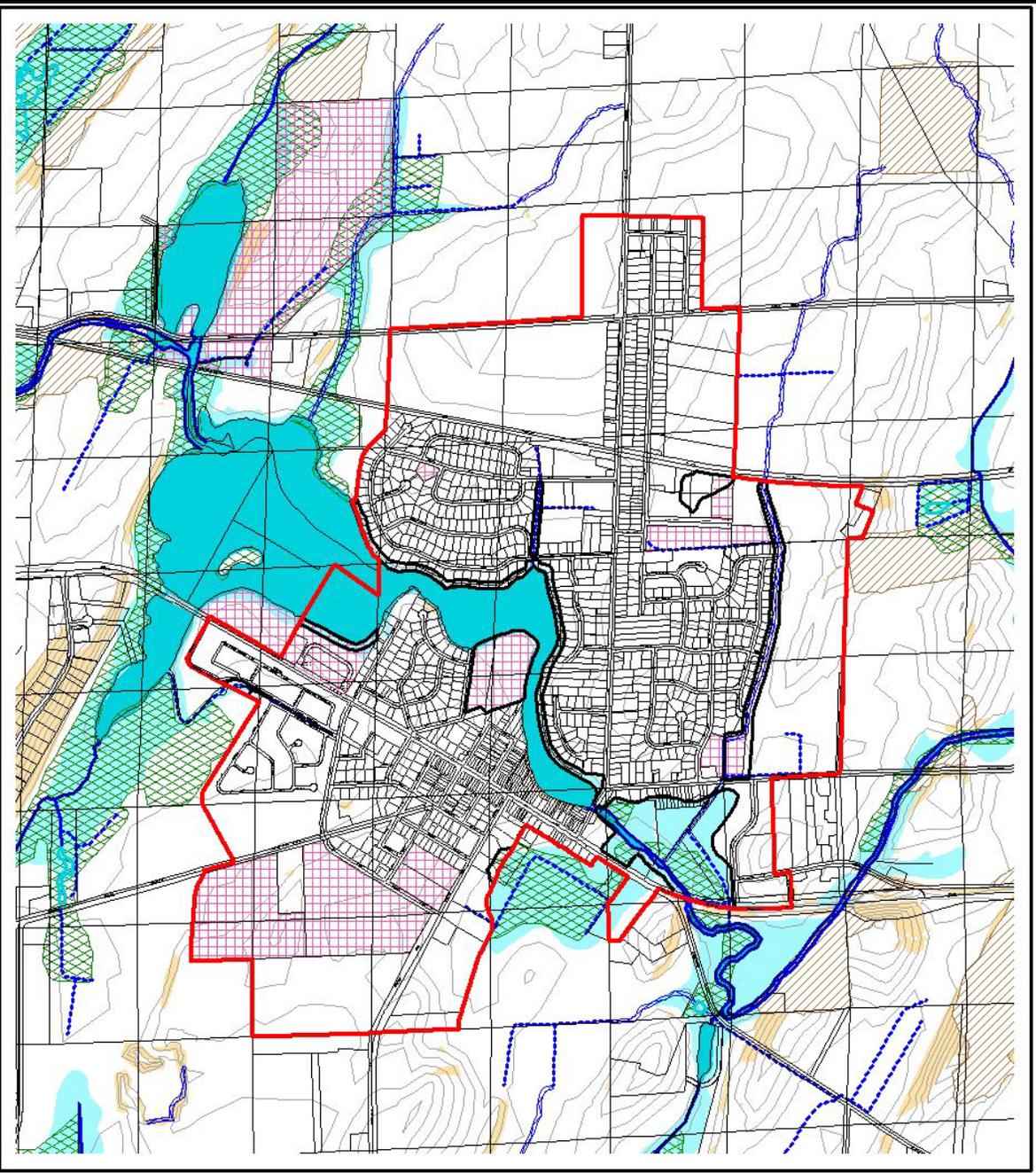
Map1: Regional Context for the Village of Marshall


 Dane County Regional Planning Commission

0  3000 Feet

Current as of: 2/2002





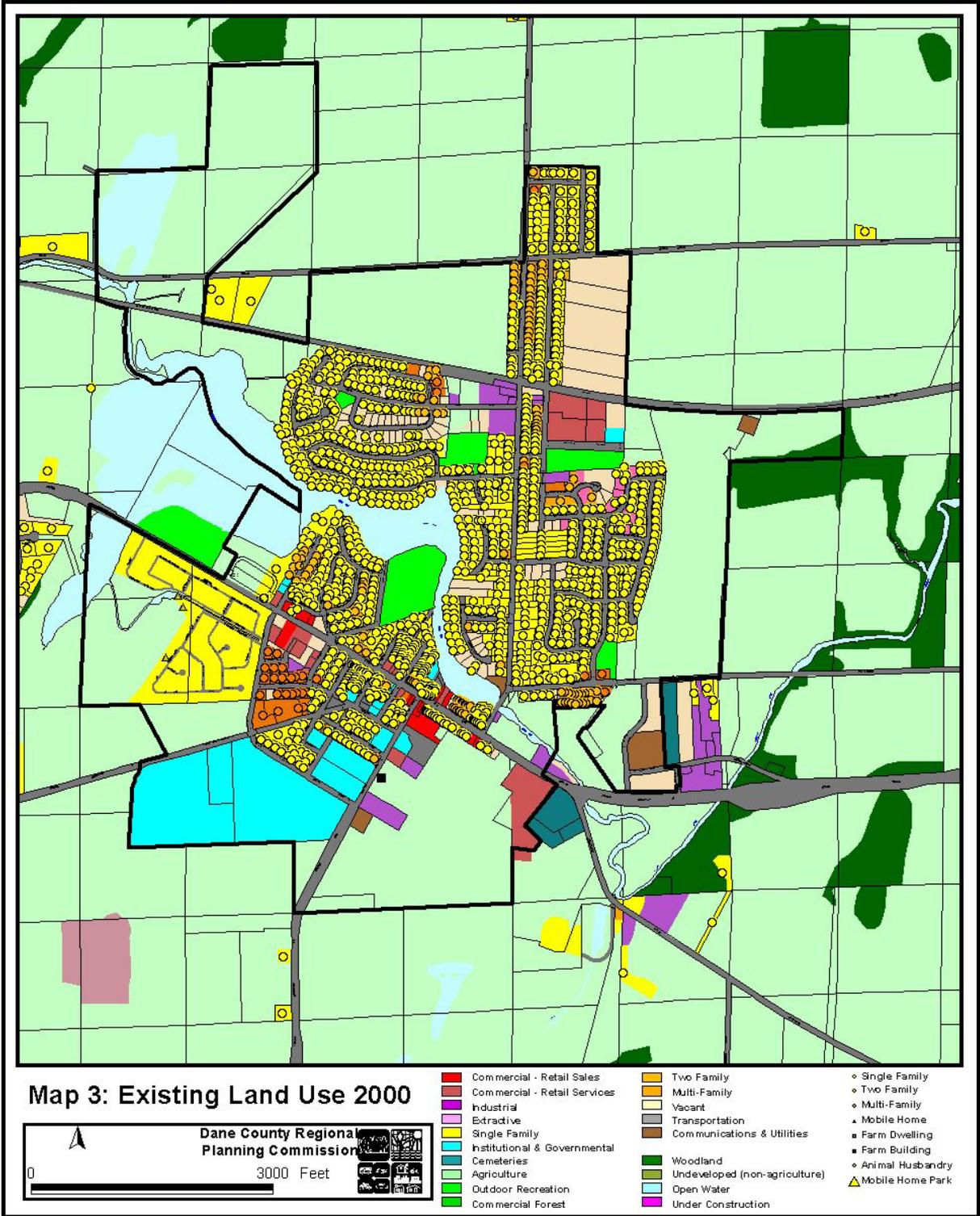
**Map 2: Environmental Corridors
for the Village of Marshall**

Dane County Regional
Planning Commission

0 3000 Feet

Current as of: 2/2002

- Urban Service Area
- Limited Service Area
- Environmental Corridor
- Isolated Resource Feature
- Perennial Stream
- Intermittent Stream
- 100 Year Floodplain
- Open Water
- Open Channel / Drainageway
- Shoreline
- Contour (10 foot interval)
- Slope (GTE 12 %)
- Existing Public Land
- Proposed Public Land
- Wetland
- Woodland



Chapter 2

GOALS AND POLICIES

The Plan Commission has prepared a statement of goals and policies to aid the Village of Marshall in planning for its future development. The Marshall Village Board, following review and recommendation by the Plan Commission, adopted these goals and policies. These broad goals and policies are intended to provide guidelines for future decisions about community development and land use. These guidelines will bear directly upon the decisions of the Plan Commission and its recommendations to the Board. They are intended to provide an orderly basis for immediate and long-range planning. The goals and policies recommended in the Master Plan are intended to be the framework for various specific programs and actions taken by both the public and private sectors. These goals and policies provide the foundation for the Village's ordinances, especially relating to zoning, the official map, land division, erosion control, the building code, parks and public works.

The Village of Marshall must protect its environment and natural resources in order to help maintain the quality of life for present and future generations. It is, in particular, imperative that the Village of Marshall aid in preserving its natural resources, such as Maunsha River and associated wetlands, and prime agricultural land surrounding the Village. Orderly growth of business areas as part of an overall plan is also imperative. Public services should be provided to all residents. Additionally, the Village should continue to place an emphasis on its downtown revitalization. This statement of goals and policies takes account of all these requirements.

The Plan Commission recommends that all future detailed planning fall within the broad concepts set forth in this statement. Further, all future planning should consider and be done in cooperation with: all village committees and the Plan Commission; the surrounding towns; Dane County; and the State of Wisconsin.

A.1. WISCONSIN COMPREHENSIVE PLANNING GOALS

The “Smart Growth” legislation establishes 14 local comprehensive planning goals to guide state land-use actions and local planning efforts include the following:

- Promote redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures;
- Encourage neighborhood designs that support a range of transportation choices;
- Protect natural areas, including wetlands, wildlife habitats, lake and woodlands, open spaces, and groundwater resources;
- Protect economically productive areas, including farmland and forests;
- Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs;
- Preserve cultural, historic, and archaeological sites;
- Encourage coordination and cooperation among nearby units of government;
- Build community identity by revitalizing main streets and enforcing design standards;
- Provide an adequate supply of affordable housing for all income levels throughout each community;
- Provide adequate infrastructure and public services and a supply of developable land to meet existing

and future market demand for residential, commercial, and industrial uses;

- Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels;
- Balance individual property rights with community interests and goals;
- Plan for the development of land uses that create or preserve varied and unique urban and rural communities; and
- Provide an integrated, efficient, and economical transportation system that provides mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled.

A.2. DANE COUNTY LAND USE AND TRANSPORTATION GOALS

The Dane County Land Use and Transportation Plan was designed to satisfy the following eleven goals, which were identified during the public involvement process and confirmed by a county-wide public opinion survey:

- Promote the development of balanced communities throughout the county with sufficient commercial, industrial, residential, and open space land to meet the needs of existing and future residents.
- Promote compact urban development in new areas adjacent to existing urban areas and in the redevelopment or infill development of existing neighborhoods.
- Promote the development of functionally and visually distinct communities encouraging compact, mixed-use neighborhoods and the efficient provision of a full range of public services.
- Provide a full range of safe and affordable housing opportunities and choices for all residents throughout the county.
- Provide an integrated, all-mode transportation system which offers the efficient, effective and safe movement of people and goods, and provides mode choice wherever possible while enhancing and, where relevant, preserving the character and livability of the neighborhoods and residential areas where transportation facilities are located.
- Encourage concentration of employment and activity centers at nodes and along transit corridors to maximize the efficiency of the existing and future transportation system.
- Support and maintain downtown Madison as the region's major activity center and seek greater diversity and vitality in that area.
- Promote an economic development strategy that will provide suitable employment opportunities and a stable and diversified economic base.
- Protect agricultural lands and limit non-farm developments in order to maintain the county as one of the nation's most productive agricultural areas.
- Promote planning and design that preserves environmental functions and protects important environmental, cultural and historic resources.
- Develop and promote a countywide system of open space corridors as a framework to protect the natural environment and scenic values, and provide outdoor recreation opportunities.

A.3. GENERAL COMMUNITY DEVELOPMENT

- Develop a balanced community with sufficient land for housing, business and parks to meet the needs of the residents.
- Provide for future growth in keeping with the desire to retain Marshall's small village character.
- Develop as a community with contiguous expansion of urban development, which is distinct from surrounding agricultural lands.
- Encourage new development that is compatible with adjacent land uses; and economically and efficiently served by adequate public services.
- Recognize that the natural environment is an integral part of the community, which needs to be protected and preserved for natural functions such as drainage as well as natural beauty and recreation value.
- Coordinate and cooperate in planning activities with adjacent towns, including an ongoing issue discussion and mutual support of adopted plans.

B. RESIDENTIAL/HOUSING

- Accommodate a variety of housing types to promote a suitable living environment for all residents. Ensure new residential development conserves land resources and does not result in excessive public service costs.

Policies

1. Encourage a broad range of housing types available to all area residents.
2. Ensure that housing developed in the village follows residential development guidelines.
 - a. Locate housing with convenient access to local amenities: within ¼ mile radius of park or open space and within 1-1/2 mile radius of a school and shopping area.
 - b. Promote roads designed to limit speeding in residential areas.
 - c. Require new subdivisions to be contiguous to existing development.
 - d. Encourage the development of a variety of housing types within each neighborhood and avoid concentrating a specific, singular type of housing in one area.
 - e. Where residential development abuts industrial type development, establish a buffer strip containing manmade or natural screening.
3. Promote strong owner-occupancy in neighborhoods with at least 75 percent owner-occupied housing.
4. Support appropriate housing alternatives based on the neighborhood context, i.e. zero-lot line housing and housing above stores.
5. Recognize the value of existing housing and established neighborhoods — support rehabilitation efforts, both public and private, while maintaining the historic, cultural and aesthetic values of Marshall.

C. TRANSPORTATION

- Provide an efficient and effective urban transportation system within the Village of Marshall.
- Support the development of an integrated transportation system for vehicles, bicycles and pedestrians.

Policies

1. Support development of a collector-street system that complements arterial Highways 19 and 73 and local street designs that avoids speeding on neighborhood streets.
2. Encourage the development of multi-modal transportation systems, including use by pedestrians and bicyclists.
3. Consider the needs of bicyclists and pedestrians in all roadway improvements, including roadway surfaces, safety, intersection design, roadway width, and sidewalks and trails.
4. Protect planned future rights-of-way from development through official mapping.
5. Develop a circulation system, which eliminates existing dead-end streets, wherever possible.
6. Require that all development proposals conform to the design standards in the subdivision ordinance.
7. Minimize driveway access to State Highway 19 (Main Street).
8. Support Para transit services (senior/disabled services) to provide public transportation within the Village.
9. Prepare alternative site plans for potential commuter rail facilities.

D.1. COMMUNITY FACILITIES

- Provide community facilities for the use and service of the residents of the Village of Marshall. Community facilities may include sites, buildings, or other improvements which are considered either essential for municipal operation or the public interest and fall into the following groups: public, governmental, or administrative buildings and grounds; schools and grounds for education; recreational buildings and grounds; and publicly owned utilities, including sanitary sewer and water.

Policies

1. Provide and maintain an inventory and map of existing community facilities.
2. Establish specific standards for the quality of the facilities, equitably serving all sections of the community, ensuring that the planning for development and recreational programs will meet the needs of specific age groups.
3. Cooperate with other governmental units to avoid duplication of services. Encourage the cooperative planning and implementation of long-range land acquisition and development projects by the Village, counties, towns and school district.
4. Promote the development of shared facilities among various public land users; including, but not limited to, the coordination of village, school, town, and county recreation facilities.
5. Continue to construct public facilities to demonstrate the quality of development expected from the private sector.
6. Plan public facilities on a systems basis, rather than as a series of individual and unrelated projects. Establish logical service areas for each community service, coincident with the urban service area.

7. Use the provision of public services as a tool to guide and control the pace and location of urban development. Services should be withheld to avoid premature or sprawling, costly developments. Services should be extended to encourage coordinated development.
8. Locate new institutional uses or areas where they will be readily accessible to Marshall-area residents and will serve them conveniently and economically.
9. Ensure that public and institutional expansion on present or new locations enhances the quality of living in the Village consistent with all other land use policies.
10. Ensure new and replaced facilities comply with ADA guidelines.

D.2. PUBLIC SERVICE

- Provide quality public service to all village residents within the urban service area in an efficient and cost effective manner.
- Extend urban services in such a way to facilitate the achievement of the master plan objectives.

Public services function as “magnets” that attract urban growth. This is particularly true of facilities that are actually placed on the land during or prior to the development process: sanitary and storm sewers, water supply, streets and highways. It is the responsibility of government to direct public investments in such a way that they result in the maximum public benefit. This means creating efficient public service systems with capacities reasonably sized to anticipate population growth. Efficiency is a key consideration in the area of public services in as much as it is important to avoid waste and spending large sums of public money in a manner that would not provide any broad public benefit.

In the Marshall area, the availability of public sanitary sewer is probably the single most important urban service influencing the commitment of land to urban use. There must be a clear understanding of the utilization of existing capacities and to what extent they can accommodate planned/anticipated growth.

Policies

1. Provide a full range of urban services to all development within the Marshall Urban Service Area (USA). (See Appendix B)
2. Develop a program for the staged expansion and extension of public services within the 2025 urban service area. Utilize the provision of municipal services as a tool to create a compact, well designed community and discourage new development in areas that are premature according to the plan.
3. Prohibit urban services in the environmental corridors. Design and locate urban service facilities that respect natural features and physical conditions. (See Appendix C)
4. Develop detailed plans for the handling and treatment of stormwater runoff utilizing the natural drainage system within the environmental corridor.
5. Require developers to provide appropriate open space and drainage plans as part of their developments.

E.1. RECREATION, OPEN SPACE AND ENVIRONMENTAL GOALS

- Provide all residential areas of the village with easily accessible recreation areas and facilities for all age groups.
- Provide adequate open space lands for each segment of the community.
- Preserve natural features and conserve the natural resources associated with the Maunsha River and bank area.

Policies

1. Provide park areas and recreation facilities accessible to all residents of the village, and place emphasis on providing pedestrian access to the parks.

The village supports the dedication of 15 acres of suitable new parkland per 1,000 new residents and the development of existing park lands. Park areas should be located within ¼ mile of all village residents.
2. Acquire for public use or preserve by other means those lands that are within environmental corridors and direct development to lands suitable for construction (see Appendix C).
3. Reserve public open space for intensive recreation activities, as well as conservancy or passive recreation.
4. Locate village recreation areas and facilities near the planned centers of neighborhoods.
5. Guide the location and design of development to minimize potential adverse impacts on the quality of ground and surface waters.
6. Preserve the role of wetlands as essential components of the hydrologic system and valuable wildlife habitat. Protect floodplain areas to emphasize their value to the village as potential focal points of natural beauty and recreation.
7. Identify and protect historical and cultural activities in the development of village parks.
8. Replace old and deteriorating recreation equipment in village parks.
9. Pursue state and federal funding programs for major park improvements, especially acquisition of parkland.
10. Seek donations from public and private organizations to support park development.
11. Revise subdivision parkland dedication and “fees-in-lieu-of” requirements, consistent with recreation open space and environmental plan recommendations.
12. Establish a continuous tree-planting and maintenance programs for parks and public rights-of-way in the village.
13. Prepare master plans for all undeveloped parklands prior to improvements of those parks.
14. Assure that a five-year parks capital improvements program is consistent with the recommendations of the Master Plan.

E.2. AGRICULTURE

- Support the preservation of the rural and agricultural character of the surrounding townships.
- Cooperate with the Town of Medina in the maintenance of the area’s productive agricultural areas and maintain agriculture as the major economic activity in the surrounding areas so designated in the town plan.
- Cooperate with surrounding towns to preserve prime or highly productive agricultural land in the unincorporated areas as a resource for the use and benefit of current and future generations.

Policies

1. Direct urban development away from prime or other highly productive agricultural lands. Where lands are adjacent to an existing urban development and are served by urban services or are appropriate areas to extend such services, give careful consideration to the proposed development’s impact on the rural character and/or agricultural use of the land.
2. Use extraterritorial subdivision review in support of adopted town land use plans to prevent development that disrupts the rural character of the area and/or impacts designated agricultural preservation areas.
3. Place parcels annexed to the village in an agricultural zoning district when development is not imminent.

F. ECONOMIC DEVELOPMENT

- Encourage commercial development in areas where it will best provide goods and services to village residents and to the general public in an attractive, safe and convenient manner. Discourage commercial blight caused by poor design or deferred maintenance.
- Support industrial areas that are well-designed, including high-quality materials and landscaping, that contribute to the economic stability of the village without degrading its natural or residential environments.

Policies

1. Regard the two areas along Main Street (STH 19) as the commercial centers of the village by improving their attractiveness, encouraging rehabilitation of obsolescent and substandard structures, revitalizing their vitality and functional value and making them a safe, suitable and convenient place to meet and conduct public and private business. The village will make every effort to encourage occupancy of existing commercial buildings.
2. Work closely with the local business community to foster well-designed and appropriately located commercial development in Marshall.
3. Encourage the clustering of commercial establishments in planned shopping areas utilizing joint parking and street access, as a means of preventing the proliferation of strip commercial areas along streets.
4. Ensure that new developments allow for adequate parking, storage, vehicular movement, landscaping and buffering from any adjacent residential districts. Adopt “design review standards” to ensure high-

quality commercial development.

5. Direct non-retail, wholesaling and non-consumer-oriented businesses to the areas of the village designated as industrial.
6. Reserve planned consumer-oriented commercial areas for new retail or service business as indicated on the plan map.
7. Support efforts to create a new business park.
8. Promote planned industrial expansion on appropriately zoned and serviced areas to improve household income and attain a balance with business and housing development.
9. Encourage the long-range development (30 years or more) of a staged business park near the existing industrial area along the rail corridor.

G. COMMUNITY IDENTITY

- Enhance and maintain existing neighborhoods in the Village of Marshall.
- Continue to support the predominantly single-family character of the Village of Marshall.
- Continue to support the Village's downtown on Main Street.

Policies

1. Design neighborhoods that are pedestrian-oriented and located within a ten-minute walk (approximately ¼ mile) of a public park or open space area.
2. Discourage high traffic volumes and speeds in residential neighborhoods.
3. Develop and enforce property maintenance codes to maintain neighborhood quality.
4. Encourage new neighborhood that are centered on civic spaces such as parks, schools, churches, monuments, and similar features.
5. Prohibit incompatible land uses from locating within residential neighborhoods.
6. Preserve the historically and architecturally significant structures in Marshall.
7. Incorporate general neighborhood design standards into plans for new neighborhoods, including:
 - a. An average neighborhood size of 160 acres, 1,000 persons and 400 housing units.
 - b. Provide for a minimum percentage of area by land use type for each neighborhood:

Single family detached	52 to 60%
Two family or single family attached	4 to 6%
Multi-family (condominium or rental)	4 to 6%
Parks	8 to 10%
Street right-of-way	20 to 25%
 - e. Planned neighborhood standards will apply only to designated "planned neighborhood" areas.
 - f. Standards should take in account the existing adjacent residential development.

8. Maintain the development character of downtown with compatible land uses intensities, character, architecture, public spaces, and streetscapes.
9. Direct public and institutional uses to Marshall's downtown.
10. Provide for sidewalk connections to the downtown from all directions.

Chapter 3

HOUSING PLAN

The Housing Plan component of the Marshall Master Plan details the activities within the residential land use portion of the *Land Use Plan*. The Housing Plan identifies the existing supply of housing, the demand for new housing, proposed housing development, analysis of housing needs, and housing implementation strategies related to the goals and policies for housing.

A. HOUSING SUPPLY

In 2000, Marshall had a supply of 1,313 housing units for 3,432 residents for an average household size of 2.69. About 51% of the housing units are single family, 12% are duplex, 22% are mobile homes, and 15% are multifamily units. Residential land use for housing accounts for 45% of the Village's developed land exclusive of street right-of-way. Marshall has an overall housing density of 4.8 housing units per acre, with a 2.8 density for single family.

B. HOUSING DEMAND

The forecast for the Marshall Urban Service Area is 5,235 persons by 2025. Based on current trends, this would require 764 new housing units during the 25-year period, plus about 7 to 14 housing units to replace future demolitions. Housing demand indicates two-thirds of new housing will be single family detached, one-fourth for multifamily units, and the remainder for duplexes. It is expected up to three-fourths of total housing will be owner-occupied housing including about one-fifth of the multifamily condominiums.

C. HOUSING DEVELOPMENT

The residential portion of the Village's *Land Use Plan* shows a potential population of 5,200 and about 2,100 housing units, or an increase of 771 new housing units. Some of the new housing will be infill in existing neighborhoods, or in a proposed subdivision, and about half of the new housing units will be in planned "new neighborhoods".

New planned neighborhoods are all required to have a range of housing types with single family housing making up 60% or more of the total. Planning policies encourage housing for the elderly and condominiums (owner-occupied multifamily).

Some additional housing is a likely component of downtown redevelopment efforts.

D. HOUSING ANALYSIS

The market for new housing in Marshall is predominantly owner-occupied housing. At present, 76% of the households are owner-occupied, and market trends are for about 72% owner-occupied. However, with the aging of the baby boomers and the trend toward more affordable owner-occupied housing, an increasing proportion of the housing (5% or more) will be multifamily condominiums.

Less than ten percent of single family housing will be "high end" (2,500 square feet or more), but more than one-fourth will be "mid-end" housing or higher (1,800 square feet or more). Rental housing will consist of multifamily housing (one-fifth of the market) and duplexes (including single family attached). Assisted rental housing needs for Marshall indicate a need for at least 78 housing units for the elderly. Conversely, the Village has twice as many assisted family housing units as needed for local needs.

Marshall's owner-occupied housing may look affordable since the median housing value in the Village is ten percent lower than the County's, and its median household income is six percent lower than the County's. In 2000, 36% of homeowners pay more than 30% of their income to housing costs. This is the second highest rate in Dane County. The County average is 20%.

However, Marshall's rents are slightly higher than the County's, but about 43% of the Village's multifamily units are assisted. This may be the highest percentage of assisted housing in Dane County. Due to housing assistance, only 17% of Marshall's renters pay more than 30% of their income to housing costs. This puts Marshall in the lowest quartile for this category. The County average of income to rental costs is 40%.

E. GOALS AND POLICIES

Marshall Master Plan policies for housing include:

- Encourage a broad range of housing types available to all area residents.
- Ensure that housing developed in the village follows residential development guidelines.
 - Locate housing with convenient access to local amenities: within ¼ mile radius of park or open space and within 1-1/2 mile radius of a school and shopping area.
 - Promote roads designed to limit speeding in residential areas.
 - Require new subdivisions to be contiguous to existing development.
 - Encourage the development of a variety of housing types within each neighborhood and avoid concentrating a specific, singular type of housing in one area.
 - Where residential development abuts industrial type development, establish a buffer strip containing manmade or natural screening.
- Promote strong owner-occupancy in neighborhoods with at least 75 percent owner-occupied housing.
- Support appropriate housing alternatives based on the neighborhood context, i.e. zero-lot line housing and housing above stores.
- Recognize the value of existing housing and established neighborhoods — support rehabilitation efforts, both public and private, while maintaining the historic, cultural and aesthetic values of Marshall.

F. HOUSING IMPLEMENTATION STRATEGIES

- Continue to participate in the Dane County Community Development Block Grant Program. This will enable the community to undertake housing rehabilitation projects for families with incomes under \$41,353 (in 2000) home mortgage and improvement loans from the HOME Program.
- Promote a range of housing types through the designation of Planned Neighborhoods, while promoting an appropriate balance for a community of Marshall's size.
- Encourage the development of assisted elderly housing with loans from WHEDA.

Chapter 4

TRANSPORTATION PLAN

The Transportation Plan component of the Marshall Master Plan includes the transportation plan map, which identifies the transportation network of arterial, collector and local roads, key intersections and the rail corridor. The Transportation Plan identifies general improvements to the road system and related transportation support services to meet the transportation needs of the Village and the surrounding towns for the next 20 years.

Marshall's transportation system should be designed to accommodate internal circulation on village streets as well as through traffic on state and county roads. As the Village grows and traffic volumes increase, street and transportation-related improvements will be needed.

The principal method of reserving future roadways for the Marshall area is the establishment of an Official Map as authorized in Wisconsin Statutes 62.23(6). The Village has not adopted an Official Map Ordinance. An Official Map would enable the Village to reserve necessary street rights-of-way and drainageways to provide for the planned future growth of the Village. The Official Map should reflect recommendations made in the Master Plan and be consistent with the *Dane County Land Use and Transportation Plan (1997)*.

A. ARTERIALS AND MAJOR COLLECTORS

State Trunk Highways 19 and 73 function as minor arterials serving the Village of Marshall. Both highways have improvements scheduled in 2002.

County Trunk Highway T is classified as a major collector. The surface condition is good; no improvements are scheduled within the next five years.

Recommendations:

- Adopt site plan approval requirements for commercial zoning districts to improve design along Main Street. This zoning amendment would establish site-planning requirements, including: highway access control, parking lot landscaping and site design review.
- Work with WisDOT and Dane County to ensure provision of paved shoulders on state and county roadways when they are resurfaced.
- Maintain the existing cross-section of STH 19 and 73 in the village with two travel lanes and parking on both sides of the street.

B. LOCAL COLLECTORS AND STREETS

Collector streets generally are defined as roads that link arterial highways with local village streets. In Marshall, the only regional collector is Madison Street (CTH T). Local streets account for the remainder and largest mileage of public streets in the Marshall area and are primarily used as access to residential property.

Village staff has been trained on and uses the PASER system (Pavement Surface Evaluation and Rating). PASER is a simple method of rating the condition of roadways based on visual inspection. PASER ratings can be put into PASERWARE, a software program that helps in inventorying all streets, prioritizing maintenance and improvement needs, calculating project costs, and evaluating the consequences of alternative budgets and treatments for streets. The PASERWARE program fits nicely into a capital improvements program (CIP).

Recommendations:

- Continue use of the PASERWARE program for street maintenance, repaving and reconstruction.
- Continue to use a capital improvements program for the Public Works and Streets Departments.
- Consider the addition of bicycle lanes on collector streets as they are reconstructed. Village bike routes should be linked with routes in the Town of Medina. Parking may need to be restricted along narrower streets on the Bicycle Route System. Bicycle facilities and routes should be consistent with the Guidelines in the *Bicycle Transportation Plan for Madison and Dane County* (2001). See the Transportation Plan map for proposed routes.
- Implement appropriate signage for bike routes through Marshall.
- Adopt the Official Map, consistent with the Master Plan Map, as needed.

C. RAIL CORRIDOR

The Wisconsin Southern Railroad Company provides freight service to various customers in Madison and areas east of Marshall.

Recommendations:

- Encourage the state and county to continue investing in the preservation of rail corridors.
- Request that WisDOT provide two protected rail crossings at STH 73 (Hubbell Street) and Lewellen Street if high-speed rail service is implemented.
- Reserve a site for a potential commuter rail station.

D. CARPOOL/VANPOOL PROGRAMS

Information and assistance on carpool and vanpool options is available to Marshall-area residents and employees through the Madison Area Metropolitan Planning Organization's Rideshare Etc. Program, including name matching for carpools and referrals to state-owned and private vanpools.

Recommendation:

- Increase efforts to publicize the availability of the ridesharing program to area residents.

E. TRANSIT

The Village and the City of Waterloo jointly contract with a private provider for shared-ride taxi service. Ridership has not increased as quickly anticipated, and the City of Waterloo is considering eliminating the service. Part of the reason for the low ridership may be the lack of marketing the service, which provides an important mobility option for the elderly, students, and others without access to a motor vehicle.

Recommendations:

- Work with the City of Waterloo and shared-ride taxi service provider to improve marketing of the service.
- Maximize use of available federal, state, and county funding to support shared-ride tax service and specialized transportation service in the Marshall area.
- Seek support for the service from area businesses.

F. STATE & REGIONAL PLANNING

- **2000-2004 Transportation Improvement Program**

The *Transportation Improvement Program for the Dane County Area 2002-2004* (TIP) provides the mechanism to list projects for federal funding. The TIP must be consistent with the region's long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and cover at least three years of programming.

The TIP identifies State Trunk Highways 19 and 73 through the Village of Marshall as major transportation improvement projects. The TIP also calls for using a portion of the CDBG funding now available to Dane County for expanding specialized transportation services to improve access to senior and community centers for the elderly and employment centers for low-income workers.

- **Wisconsin State Highway Plan**

The *Wisconsin State Highway Plan* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The *Plan* does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the *Plan* does not identify improvement needs on roads under local jurisdiction. The *Plan* includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety.

The *Plan* identifies I-94 located four miles south of Marshall as a major "Corridors 2020 Backbone" to the state highway network.

- **Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century**

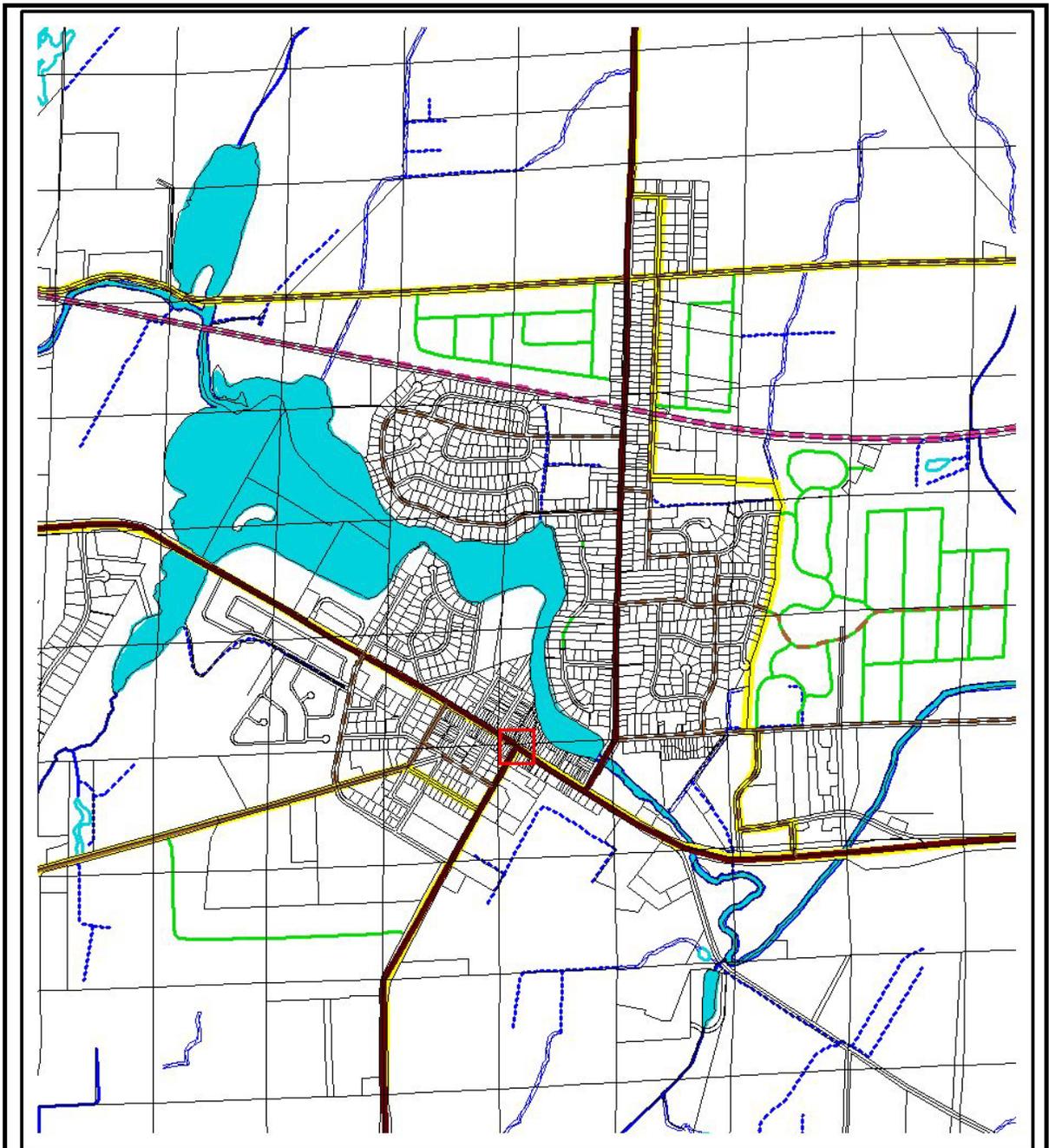
Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century provides a broad planning "umbrella" including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 *Plan* recommends complete construction of the Corridors 2020 "backbone" network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs.

- **Wisconsin Bicycle Transportation Plan 2020**

Wisconsin Bicycle Transportation Plan 2020 (1998) presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The *Plan* reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. The *Plan* map shows existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

- **Dane County Bike Plan**

The 2000 *Bicycle Transportation Plan for the City of Madison and Dane County* recommends bicycle facility improvements for the Madison urban area and rural Dane County. Within the Village of Marshall, the *Plan* recommends adding or widening paved shoulders along State Highways 19 and 73 and County Highway T to better accommodate bicycle traffic.



Map 4: Marshall Transportation Plan

Dane County Regional
Planning Commission

0 3000 Feet

Current as of: 2/2002

- Regional Minor Arterial
- Regional Major Collector
- Local C Collector
- Traffic Signals
- Proposed Bike Route/Bike Lane
- Proposed Local Streets
- Current Railroad
- - - Open Channel / Drainageway
- Shoreline
- Perennial Stream
- - - Intermittent Stream

Chapter 5

COMMUNITY FACILITIES & UTILITY PLANNING

This part of the Master Plan provides specific recommendations concerning the expansion of urban services and development in the Village of Marshall. As the Village plans for new development and redevelopment during the planning period (20 years), it must establish specific policies for growth management that delineate when, where, and how Marshall should accommodate growth in an efficient and cost-effective manner. This part of the Master Plan will discuss the delineation and purpose of the Village's urban service area (USA) and environmental corridors, as well as specific public sewer and water recommendations.

A. URBAN SERVICE AREA (USA)

Urban service areas represent one of the most important elements in planning and growth management in Dane County and are used to locate future development in specific areas planned for urban growth. Control and extension of urban services, primarily sanitary sewer service, are among the tools used to manage the direction and timing of planned urban development.

The Marshall Urban Service Area includes the Village of Marshall and small parts of the Town of Medina. A number of changes—additions and delineation of urban service areas—have been made since the original service area was adopted in 1987. Changes continue to be proposed and considered. As part of this Master Plan, a number of changes are proposed to amend the urban service area. Specific objectives of the Urban Services part of the Master Plan are to: 1) examine recent patterns, densities and rates of urban development in the Marshall Urban Service Area; 2) update forecasts of land use and development; 3) determine whether there is sufficient vacant developable land in the Marshall USA to accommodate future development needs; and 4) examine the characteristics of potential future growth areas which might be added to the service area. See the Table and Fact Sheet in Appendix B for detailed analysis.

The urban service area, as established and approved by the Dane County Regional Planning Commission (DCRPC) and the Wisconsin Department of Natural Resources (DNR), delineates the USA boundary surrounding the Village with sufficient land area to accommodate projected growth and development in the Village for the next 20 years or more. At present, the USA is planned to accommodate growth to the year 2025.

Urban service areas depict those areas planned for urban development and where it is intended that a full range of urban services be provided within the planning period. Urban services include: public sanitary sewerage systems, public water supply and distribution systems, higher levels of fire and police protection, solid waste collection, urban drainage facilities and streets with curbs and gutters, street lights, neighborhood facilities such as parks and schools, and urban transportation systems such as transit. Delineating urban service areas in the Master Plan and using them in a growth management decision-making process permits the Village to plan the orderly extension of utilities and public services. The delineation of the USA involves the following steps: 1) identifying areas unsuitable for development, such as wetlands, floodplains, steep slopes and wet soils; 2) locating potential boundaries for the USA, such as natural or constructed barriers to development, drainage area boundaries or other logical service boundaries; 3) determining the amount of vacant land needed for development throughout the planning

period based on forecasts; and 4) developing the specific USA delineation satisfying these criteria.

The Marshall Urban Service Area currently contains 908 acres. The 2000 Census population RPC land use inventory acreages and the population forecast for 2025 were used to determine the USA boundary, which should not exceed 1,360 acres. Based on this information, the Village has a potential addition of 452 acres in the USA.

It is proposed in this Master Plan to add 75 acres to the urban service area, including an increase of 7 acres in the environmental corridor, for a net addition of 68 developable acres to accommodate growth along proposed future streets and to balance the direction of growth in the Village.

Recommendations:

- Extend sewer and water services only within the urban service area (or amendments to the urban service area), as shown on the Urban Service Area and Master Plan maps.
- Extend sewer and water services within the Urban Service Area to areas that are contiguous to existing served areas and consistent with Master Plan land use recommendations.
- Require any land division within the Urban Service Area to be laid out in a manner that would provide for the efficient construction of sewer and water mains and streets.
- Additions to the Marshall urban service area should be done consistent with the Phasing Plan Map, as follows:
 - Phase I – 2002 to 2012: 247 acres developable; includes USA amendment (68 acres developable)
1,740 potential populations minus non-residential development
 - Phase II – 2012 to 2022: 308 acres developable
2,160 potential populations
 - Phase III – 2022 or later: 241 acres developable
1,695 potential populations
- Add 75 acres to the Marshall Urban Service Area primarily in the Town of Medina, including 7 acres of environmental corridor. This yields a net increase of 68 developable added to the urban service area.

Table V-I: Marshall Urban Service Area Amendment Land Uses

Areas	One Family	Two Family	Apartments	Business	Streets	Public	Parks	Total
Area E	46.4	7.9	6.6	0.0	7.2	0.0	7.0	75.2
Area W	0.0	0.0	0.0	0.0	0.0	0.0	12.0	12.0
Amendment	46.4	7.9	6.6	0.0	7.2	0.0	19.0	87.2
Housing units	132	36	64	232 Housing Units		Total Area Added:		87.2
Housing units/ac	2.8	4.5	9.6	3.8 Overall Density		Exist. Development		0.0
Population	396	96	77	569 Population		Environ. Corridor		19.0
Persons/unit	3.00	2.67	1.20					
Students	99	13	0	112 K-12 Students		Developable Area		68.2
Students/unit	0.75	0.38	0.00					

B. ENVIRONMENTAL CORRIDORS

Environmental corridors are continuous systems of open space that include environmentally sensitive lands requiring protection from disturbance and development. Environmental corridors in Marshall include wetlands, floodplains, drainageways, parks, wooded steep slopes and proposed parks and greenways.

Environmental corridors are mapped to identify land within the urban service area and surrounding areas, which may be included in the urban service area at some future date. Environmental corridors do not necessarily prohibit the installation of public sewer and water services, since such corridors are often the logical locations for such services. However, sanitary sewer extensions are not permitted to serve development within the designated environmental corridor. Development includes buildings, parking lots and roads, but sanitary sewer service is permitted within parklands in the environmental corridor, and roads are permitted to cross environmental corridors, primarily at locations that will cause the least disruption.

In Marshall, the environmental corridor system includes existing and proposed Village parkland and the floodplain-wetland area along the Maunsha River and its tributaries. See Environmental Corridor map and Appendix C for greater details.

Recommendations:

- Prohibit development in areas designated as environmental corridors on the Urban Services Map.
- Adopt environmental corridors as part of the Master Plan and Urban Services maps to include proposed parklands and drainageways.
- Protect drainageways and shoreland areas in their natural condition with vegetated buffer strips delineated on the Urban Services Map.

C. SEWER AND WATER

As part of the Urban Services section of the Master Plan, the Village of Marshall should address specific future improvements to public infrastructure within the Marshall USA. The recommended improvements would include long-range capital expenditures. The location, condition, and capacity of the Village's sewer and water system will play an important role in the amount of growth, and location and type of growth in the Marshall Urban Service Area.

The public sewer system includes the new wastewater treatment plant with a design capacity of 580,000 gallons per day and a sewer main collection system serves about 925 customers. The treatment plant uses one-third of its capacity.

The public water system has two wells with a pumping capacity of 843 gallons per minute. The water system comprises a tower that contains over 300,000 gallons of water. The 78,028-foot water main system in Marshall is in good condition and serves about 925 customers.

Recommendations:

- Continue to use a five-year Capital Projects Program to prioritize projects within the Public Works Department.
- Extend public sewer and water mains as shown on the Urban Services Map after individual mains have been determined to be cost-effective and environmentally sound.
- Discourage developments that require sewage lift stations, whenever possible.
- Prepare a sanitary sewer and water main replacement program.
- Prepare a stormwater management plan for the Village, including water quality protection measures.
- Locate a water tower along the south side ridge on or near school property.

D. COMMUNITY FACILITIES

The Village Plan Commission and Village Board should use this section of the chapter to help determine where and when essential community facilities should be provided. Chapter 1 described the existing community facilities. This chapter lays out an approximate timetable of proposed changes to public buildings in Marshall. These recommendations are made in light of planning forecasts and proposed development in the Marshall urban service area. These recommendations are also consistent with the goals and policies provided in Chapter 2.

Park and recreation recommendations are found in Chapter 6. Additional park areas and recreation facilities will be needed as the Village's residential area expands.

Recommendations:

- Continue to support the library and Fire-EMS building, completed in 2002. These facilities should be adequate for a 20-year planning period.
- Prepare a facilities plan for the future use of the municipal building. The study should also address the needs for community meeting space and parking around the municipal building.
- Continue to support the wastewater treatment plant, which opened in 1998, with a design capacity of about 4,500 persons plus nonresidential development. This facility is adequate for the planning period.
- Work with the Marshall School District to assess the adequacy and suitability of sites for future schools and/or facility expansion needs in relation to existing and planned residential development.
 - A new high school was built in 1998 and is at less and three-quarters capacity.
 - An addition was made to the Early Learning Center the same year; however, the ELC is at capacity, but countywide, preschool (under age 5) numbers are dropping.
 - The Middle School is at about 85% of capacity.
 - The Elementary School is the oldest building (1958 or earlier), and has the most capacity (40%).

Additional area for school buildings is not indicated by enrollment trends, but rehabilitation of the Elementary School is necessary due to its age or to temporarily relieve the ELC or the Middle School. However, the school district may need more area for recreation needs rather than new buildings. If it

does, it should be coordinated with the Village to minimize cost to the public.

- Revise the Village’s Land Division Ordinance to require a fiscal impact analysis as part of the Land Division Processes.

E. COMMUNITY IDENTITY

Recently, the Village of Marshall experienced rapid increases in population and development. This rapid growth has been accommodated with a blend of both complimentary and disruptive results on the community’s quality of life. The Village’s mixture of “good” and “bad” development will continue to occur under past development practices—even if the location, use and rate of growth is kept under tight conformance with adopted local and regional plans. This uneven track record has resulted from current standards and procedures that simply do not ensure that new development will have the desired components that contribute to a community’s overall identity. Specifically, aesthetic components of development such as architecture, view shed protection, or the preservation of an entry experience often contributes to community identity.

Many communities are beginning to realize the importance of preserving community identity. The Village of Marshall’s recommendations requiring site plan review, and landscaping and sign controls are important examples of this trend. Another trend that is gaining momentum in older communities relates to concerted efforts by local government and the business community to guide re-investment into the older parts of the Village, specially the downtown.

These limited endeavors cannot ensure that the Village will retain its identity, attracting new residents into its neighborhoods, or that aging commercial areas will continue to compete successfully with new projects in adjacent communities. In recognition of these challenges, planning practice is finally evolving beyond project-based design review and publicly funded streetscaping projects, and into the realm of truly planning, protecting, enhancing, and creating the desired character of development. This portion of the Master Plan provides the basis of a comprehensive approach to community identity planning.

Community Identity Components

A wide variety of elements contribute to the creation of community character. These include:

Geographic Context

A key element of the character of Marshall is its setting. The large millpond created by the dam on the Maunsha River forms the primary identity of the Village. The Maunsha River and its three tributaries account for natural floodplains and wetland boundaries on the west and east sides of Marshall.

Land Use

The most visually successful transitions of land use occur where lower density residential development and higher density residential and/or commercial development remain relatively consistent, even though dwelling unit types or specific land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by floor area ratios make for more gradual and visually comforting transitions.

Building Scale

The consistency of building scale is comparable to land use issues. Significant differences in building scale can be disruptive to an urban fabric. Proposed multi-family, commercial, and industrial structures which are inconsistent with the dominant scale of surrounding buildings should find other locations or, in certain instances, should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways. This principle holds true throughout a community—from the downtown area to the highways on its edge.

Building Setbacks

Consistent building setbacks are also important in both residential and commercial areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Restrictive covenants and zoning effectively address this concern. Zero-lot-line or alternative minimal setbacks are essential to creating and maintaining a true downtown character.

Architecture

Architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes (such as materials and roof pitches) should be reflected. In village edge locations and new development areas, styles should be judged upon their long-term merit rather than reflective of short-term trends. Quality materials should be stressed and the relative ability and affordability of the dominant architectural elements should be ensured. This principle is especially true for the Village's downtown revitalization plan.

Signage

The size of wall signs should be related to the area of the wall on which they are located. No wall should contain more than one sign—except in a shopping center development. In shopping centers, sign materials and the location of signs on the façade must be consistent, and the use of consistent colors and lettering styles should be rewarded with an area bonus. In shopping centers, sign area should also be related to façade area.

The village's current approach of restricting freestanding signs should continue, limiting them to six feet. Lower-scale monument signs can be effectively landscaped—pylon signs confound such attempts. No building—whether a single use or a center—should be allowed more than one freestanding sign per frontage, with a transferring of signs permitted to bring the maximum to two per wall.

Significant variation of signage within a site can detract from the site and should therefore be prohibited. These include, at a minimum: off-site advertising signs (including billboards), roof signs, and portable signs. Other signs are a visual distraction and a potential nuisance or safety hazard. These signs, which should also be prohibited, include: flashing signs, inflatable signs and rippling signs, and a wide variety of strings of lights, streamers, and related attention-getters which have no structural or utility function.

Finally, certain types of signage—such as changeable letter reader boards, electronic message signs, and signs, which are permanently embedded into the structure, should be carefully considered on a case-by-case basis.

Public Furnishings

The obvious use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas with many out-of-the-community visitors, investment in public amenities can create a festive character which encourages repeat visits. The use of public furnishings, particularly in public spaces relating to riverfronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

Landscaping

Significant amounts of landscaping should be encouraged within all forms of development, except single-family residential uses. Landscaping should be encouraged around building foundations, in and around paved areas, and along streets with required supplemental plantings within lawn areas.

Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Non-native, invasionary plant species, low-durability species (such as box elders, silver maples, and certain willows and poplars) should be avoided, as should dangerous or toxic plants such as certain hawthorns or poison sumac. Either required landscaping should be installed before building occupancy, or, alternatively, performance guarantees should be required in the absence of installation.

Views

Views are the most difficult aspect of community character to address. The protection of important views is particularly challenging because the desire of the private party, whether a single-family home or a commercial building, to capture and protect the view often requires the erection of visual barriers to the general public. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Marshall, certain views are essential defining elements of a community as a whole. These critical views should be protected at all reasonable costs through public acquisition in fee or easement, and/or responsive site design techniques.

Community Edges

Marshall has clear-cut inner community edges in several locations. The combination of views, open space features and architectural styles or urban forms which create these edges should be recognized and protected, as these edges contribute significantly to the character of the community.

The edges of the community are:

- Maunsha River crossing STH 19 on the east side
- The High School on CTH T on the southwest side
- The County Park on STH 19 on the west side
- STH 73 at Canal Road on the north side of the Village
- STH 73 (Deerfield Road) near the Grade School on the south of the Village

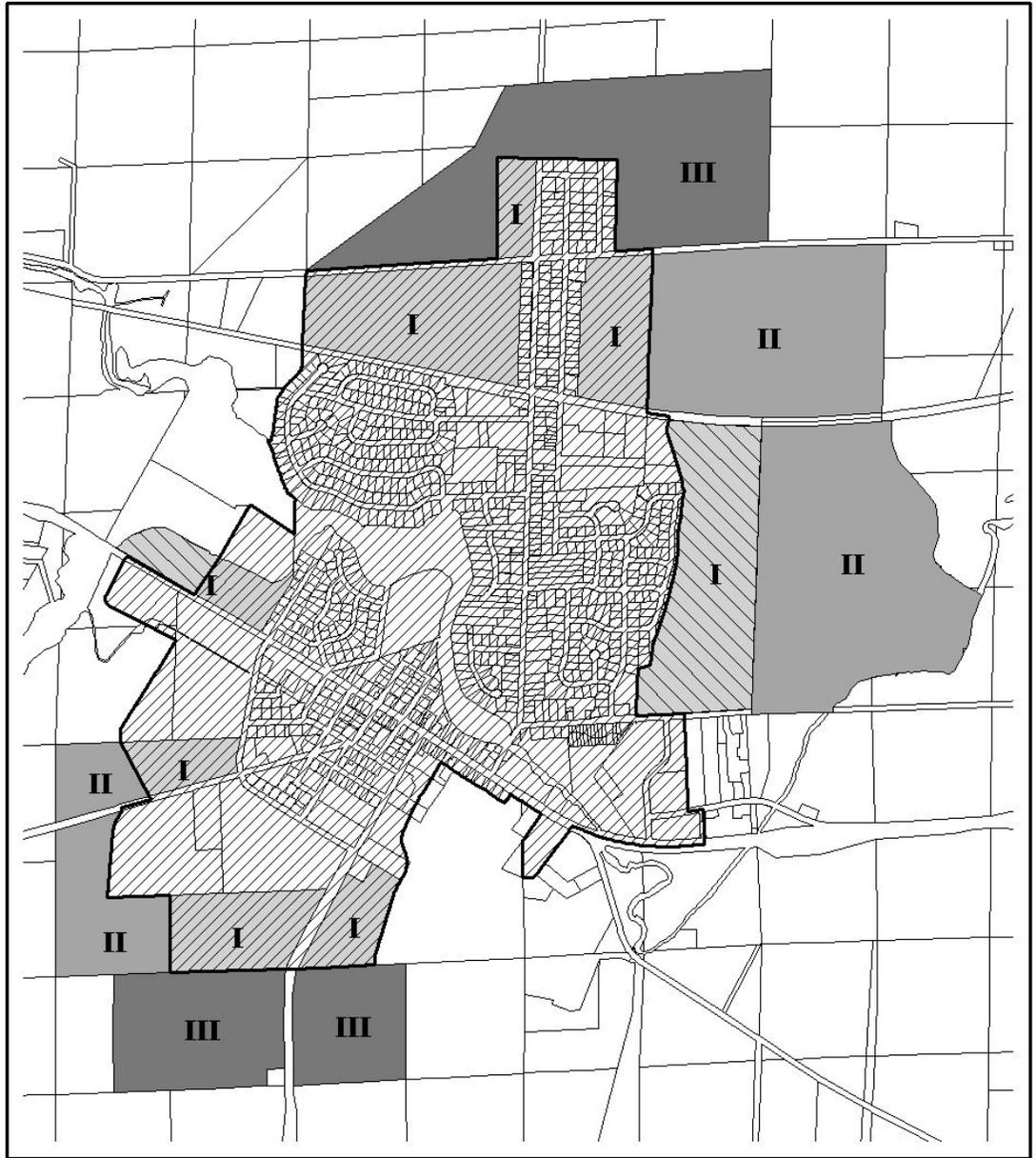
Protected Village Corridors

Beyond the symbolic aesthetic treatments associated with village entryway enhancements, this Master Plan recommends the use of strict site planning to carefully control the appearance and coordination of development along the following protected community corridors:

- STH 19 – Main Street
- STH 73 – Deerfield Road and Hubbell Streets
- CTH T

Revitalization Areas

Over the 20-year planning period, the downtown areas along STH 19 — Main Street — should be recognized as a revitalization area, focused principally on aesthetic upgrades, rather than a change in land use. Over the long term, the Village will also probably need to be active in the redevelopment of the older industrial buildings near the railroad tracks on STH 73. Industrial uses should be continued in this area, however, the Village should seek to contain outdoor storage uses, improve building design, and improve the general appearance of the area as redevelopment opportunities arise.



Map 5: Phasing Plan for the Marshall Urban Service Area

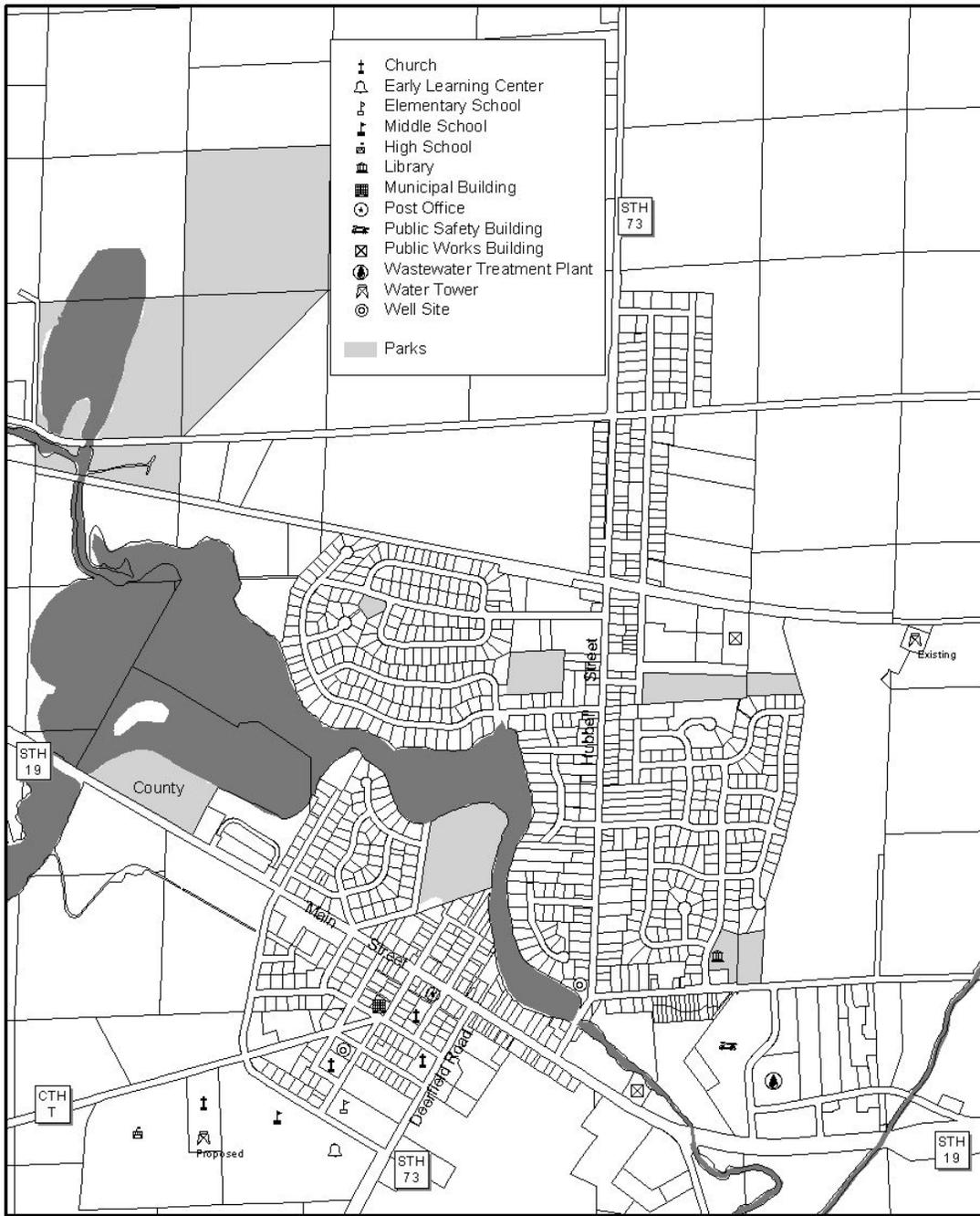
Dane County Regional Planning Commission

0 3000 Feet

Current as of: 2/2002

Phase Time Period	
I	2002 - 2012
II	2012 - 2022
III	2022 +

	Marshall Urban Service Area
	Urban Service Area Amendment



Map 6: Community Facilities and Utilities

Current As of 2/2002

1000 0 1000 Feet



Chapter 6

RECREATION, OPEN SPACE AND ENVIRONMENTAL PLAN

A. INTRODUCTION

The Village of Marshall in eastern Dane County is growing at a moderate rate. Marshall's growth has resulted in the creation of new parks since the 1994 Park Plan and in difficulty of the community's outdoor recreation facilities to keep pace with the demand for new and varied types of recreation. As Marshall continues to expand, additional park areas must be acquired and developed. It is with the goal of expanding Marshall's outdoor recreation facilities in a fiscally responsible manner that the Marshall Recreation and Open Space Plan is recommended for adoption.

Recreation planning has become an essential element of long-range community planning. Increased leisure time, renewed emphasis on physical fitness, and the need to find relief from the pace of life in urbanizing communities has underlined the need for expanded recreational facilities. In addition, parks serve the valuable function of providing green open space in an increasingly urbanizing environment. As a community grows and densities increase, parks function as the focal point for community aesthetics. They also serve as important habitats for urban wildlife and as laboratories for environmental and conservation education.

An attempt has been made in planning Marshall's parks to view outdoor recreation facilities as part of a system serving diverse functions for all members of the community. A park is not a single-use facility serving only limited groups in the community. Rather, there needs to be an emphasis on providing diverse outdoor recreational opportunities for all ages and all social groups. In viewing the parks as part of a system, such issues as access, neighborhood aesthetics and multiple uses of environmental resources are elements of park planning.

The background section in Chapter 1 places park planning within the context of community development trends and projections. This section inventories existing park facilities and school recreation areas. Chapter 2 has a listing of objectives and policies. This is followed by a set of standards and a discussion of the criteria used to evaluate the adequacy of the park system. This is followed by an analysis of outdoor recreation needs. The last section proposes acquisitions and sets forth recommendations and a capital improvement schedule.

B. PARK AND OPEN SPACE STANDARDS

An important step in the park and open space planning process is to define a set of minimum standards for park and open space facilities. These standards enable a community to determine how well its existing recreational facilities meet the needs of its residents at the present time, as well as to project the future need for such facilities. There are typically three types of standards. The first is the gross acreage standard, expressed as a population ratio, that is, the minimum number of acres recommended per 1,000 persons. The second is the service area standard, expressed as a park service radius, which differs, by park type. The third type of standard is the activity-related standard, expressed as the population limit per specific activity. For example, one baseball diamond per 3,500 persons. The National Recreation and Park Association (NRPA) has developed a set of recommended park and open space standards which can be used by local communities as a general guide in their park and open space planning efforts. It should be pointed out that these standards should be used as a flexible guideline and adapted to the particular needs of the community and situation.

The following is a list of various types of park and open space facilities and their recommended standards.

The standards for desirable park size have been customized for the Village of Marshall based on the **NRPA standards**. This list includes a hierarchy of parks and open space facilities based on an area to population ratio and a recommended minimum service area for each type of facility. Generally, NRPA recommends a gross acreage standard of 6.25 to 10.5 acres of developed open space per 1,000 persons.

Neighborhood Park/Playground: An area for intense recreational activities such as field games, court games, crafts, playground apparatus area, skating, picnicking, wading pools, ball fields, adult areas with benches, shelter and game tables. Trees, open fields and undeveloped natural areas are also desirable components of neighborhood parks.

Desirable site characteristics: Suited for intense development. Easily accessible to the neighborhood population. Geographically centered with safe walking and bike access. May be developed as a school-park facility.

Desirable size: 1 - 5 acres.

Acres per 1,000 persons: 1 to 2 acres.

Service area: 1/4 to 1/2 mile radius to serve a population of 1,000 to 5,000 persons.

Community Park: An area of diverse environmental quality. May include areas suited for intense recreational facilities such as athletic complexes and large swimming pools. May be an area of natural quality for outdoor recreation, such as walking, viewing, sitting, picnicking. May be any combination of the above, depending on the site and community need. Desirable facilities in community parks include those listed above in neighborhood parks, along with swimming facilities, picnicking, lighted ball fields and tennis courts, a community center, and adequate off-street parking. It is important that community parks be located on or near major thoroughfares and also is easily accessible by foot. Landscaping and natural areas are desirable in a community park.

Desirable site characteristics: May include natural areas such as water bodies, and areas suited for intense development. Easily accessible to neighborhood served.

Desirable size: 5 or more acres with 15 to 40 acres being most common.

Acres per 1,000 persons: 5 to 8 acres.

Service area: Several neighborhoods. 1 to 2 mile radius.

Special Use Area: Areas for single-purpose recreational activities such as golf courses, nature centers, zoos, conservatories, arboreta, display gardens, arenas, outdoor theaters, downhill ski areas, trails, or areas that preserve, maintain and interpret buildings, sites and objects of archeological significance. Plazas or squares in or near commercial centers, boulevards, parkways also serve as special use areas.

Desirable site characteristics: Within communities.

Desirable size: Variable.

Acres per 1,000 population: Variable.

Service area: No applicable standard.

Trails and Paths. Roadways serve as the backbone for the bikeway system. Most local streets are suitable

for bicycling without any special accommodations for bicyclists. However, a four-foot bicycle lane may be needed to safely accommodate bicyclists on collector and arterial roadways (e.g., Main Street and Madison Street) with higher traffic volumes (e.g., more than 3,000 vehicles/day).

Multi-use trails or ten-foot paved paths for bicyclists and pedestrians can supplement the roadway system to improve connections within and between neighborhoods (e.g., connecting streets with cul-de-sacs). They can provide short cuts (e.g., through parks) or overcome barriers such as busy roads or a river. Trails or paths along linear corridors, such as environmental corridors and railways, also provide excellent recreational opportunities.

C. ANALYSIS OF EXISTING FACILITIES

The most commonly used method for measuring the adequacy of a community's park and open space system is to determine if the number of people it serves, or has the capacity to serve, meets the Village's desired standard combined with an analysis of geographic distribution and accessibility. This analysis is done by assigning a minimum acreage standard to each type of park and to the system as a whole. Table 9, in the background section of Chapter 1, shows the total acreage of land devoted to each type of park in the Village. The table also breaks down the aggregate acreage per park type into five categories of open space. This breakdown more clearly indicates how much parkland in Marshall is devoted to both active and accessible passive recreational activity and how much is comprised of open space areas, which serve specialized recreation purposes or provide environmental and/or aesthetic benefits. *Of critical interest are the 26.9 acres of accessible public park facilities, which are currently provided by the Village.* The 160.6-acre balance of the Village's 187.5 aggregate acres of public parkland is comprised of other open space areas, which do not relate to open space provision standards.

Table 17 includes the NRPA recommended acreage standards for each type of park per 1,000 persons and the existing active and accessible passive acreages per park category in Marshall. The information in this table indicates that the Village of Marshall is currently satisfying the recreational needs of its residents in terms of the ratio of *total acreage of accessible Village recreation parkland to persons*.

Specifically, Table 17 indicates that Marshall meets the NRPA standard, of 6.25 to 10.5 acres per 1,000 persons, with an aggregate 26.9 useable acres for recreational activity, which breaks down to 7.8 acres per 1,000 persons. In terms of the provisions of specific park types, the village exceeds the range for neighborhood parks at 2.2 acres per 1,000 respectively. The Village meets the NRPA suggested range for community parks at 5.6 acres per 1,000 persons.

When the community's school recreational facilities are included in the calculation, the community has a total of 63.2 acres of park and open space land in accessible use. This breaks down to 18.4 acres per 1,000 persons, higher than the Dane County gross acreage standard of 15 acres per 1,000 persons. However, these school facilities serve a larger geographic area and population than just the Village-proper and are not under the control of the Village park system.

**TABLE VI-1
ACCESSIBLE MUNICIPAL PARK AND OPEN SPACE
AND SCHOOL RECREATIONAL FACILITIES**

Type Of Park	NRPA Standard	Public Park		School Facilities		Total Park and School
	Acres/1,000 Persons	Total Acres	Acres/1000 Persons	Total Acres	Acres/1000 Persons	Acres/1000 Persons
Neighborhood Parks	1-2	7.7	2.2	4.9	1.4	3.7
Community Parks	5-8	19.2	5.6	31.4	9.1	14.7
Special Use Areas	Local Standard	0.0	0.0	0.0	0.0	0.0
TOTAL	6.25-10.5	26.9	7.8	36.3	10.6	18.4

Gross Acreage Requirements. Based upon the gross acreage standards of 15 acres per 1,000 residents and Marshall's expected 2020 population of approximately 4,600, the parkland requirements for Marshall would be 69 acres, or 42 acres more than its current acreage.

The present acreage of the Marshall park system is approximately 63.2 acres, *which does not include conservancy areas or special use areas.* Projections indicate that there is no need at present but nearly six acres by 2020.

Activity-Related Standards. Activity-related standards were also used for Marshall's Park and Open Space Plan to better evaluate its needs. These standards are based on national minimum standards from the National Recreation and Parks Association.

**TABLE VI-2
ACTIVITY-RELATED STANDARDS**

Activity	Standard No./Persons	Minimum Required	Current Facilities	Future Needs (2020)
Baseball Diamonds	3,500	1	2	0
Skating Rinks	3,500	1	0	1
Softball Diamonds*	1,000	3	4	0
Soccer Fields	1,000	3	1	2
Tennis Courts*	1,500	2	2	0
Basketball Courts*	1,000	3	5	0
Swimming Pools	10,000	0	0	0

*This locally adopted standard reflects higher demand for softball and tennis facilities and lower demand for outdoor basketball facilities in suburban Dane County.

Once these activity-related standards are applied to Marshall, it can be seen that deficiencies were noticed before the application of these standards. An additional one may be needed according to the standards. These standards help reinforce the realization of deficiencies in some specialized areas.

Service Area Standards. Another more precise indicator of how well parks are meeting the recreational needs of the Village is to look at their distribution in relation to the users. The environmental corridor map illustrates that Village parks are well distributed. Whereas community parks serve the whole Village, the other classes of parks have a restricted service area. The recommended service area for a play lot is one-eighth mile. The recommended service area for sub-neighborhood parks is one-quarter mile. The recommended service area for neighborhood parks and playgrounds are one-half mile. These service area recommendations do not consider barriers, such as major roads (STH 19 and STH 73). Access barriers must be considered when determining service distances and when planning a walkway or bike route linking parks.

Park Distribution. Marshall is deficient in the size of specific types of parks and facilities and access to those parks. Among the deficiencies are:

1. The newer subdivisions on the north and east sides of the Village are generally well served by neighborhood parks, based on recommended services. But another will be needed as growth occurs to the east.
2. A few residential neighborhoods are lacking sidewalks or pathways for safe child pedestrian access to park facilities, particularly south of CTH T and the east side of Hubbell Street.
3. There is a lack of trail systems, which can be used to tie both the community and individual parks together. This system could take the form of bike trails, nature trails, and jogging or walking trails.

Community Workshop

On September 26, 2001, a community workshop was conducted. This Community Workshop asked five questions relating to the Park and Open Space Plan. They included:

Question 1. *How do you feel about the present rate of growth in the Village?*
77% Growing at the right rate 23% Growing too fast

Question 2. *Should the Village try to provide more open space, if it's at the Village's expense?*
44% Yes 22% No 34% No opinion

Question 3. *What kind of recreational facilities are needed in the Village?*
1st: Teen/Youth Center 2nd: Swimming Pool 3rd: Skating Rink
4th (tie): River use, more trails, and senior center

Question 4. *Is there an adequate supply of housing of housing types in Marshall?*
41% Yes 44% No 15% No opinion
If no, what type of housing? (tie): Affordable, apartments, and high-end single and family

Question 5. *What kinds of businesses would you support, if they located in Marshall's downtown?*
1st: Restaurant 2nd: Medical clinic 3rd (tie): Drug store and fast food
5th(tie): Auto service and dental clinic

D. PROPOSED PARKLANDS

The wetland and floodplain areas near the Village should be considered for protection for open space (see wetlands, woodlands, and floodplains on the Park and Open Space Map). These parcels are located mostly around the western half of the Village.

The Village Master Plan also considers expansion for four neighborhood parks: the replacement and expansion of Deerhaven Park after library construction is completed, and establishment of new parks on the east and north side. These acquisitions will offset future deficiencies in the Marshall system beyond the year 2001 and will provide the basic recreational resources for the surrounding areas. As new areas develop, the Village will have to consider these dedications.

E. RECOMMENDATIONS

The following recommendations to improve recreation programs in the Village of Marshall are based on projected growth rates and deficiencies identified in the preceding section. Recommendations concern park land acquisition, development projects and the provision of diversified recreational opportunities, but also relate to administration, funding, and land use.

Most of the recommendations are based on the assumption that Marshall will continue its moderate rate of growth and that park and recreational facilities planning should be geared toward a growing population. However, the timing of park acquisitions and development should coincide with the actual demand for recreational resources in developed and newly developing areas of the Village. In other words, the highest priority should be placed on expanding and improving parks and recreation areas where there do exist needs.

General Recommendations

1. Place a continued emphasis on the provision of community and school areas and facilities that can support "lifetime" recreational activities. Falling into this category are activities like tennis, basketball, horseshoes, cross-country skiing, skating, running, volleyball, handball, badminton and hiking. Too often, community and school recreation facilities are oriented to games important only to well-conditioned athletes rather than to recreational opportunities for less athletically inclined individuals. In designing recreation areas, recreational needs of all members of the community should be taken into account.
2. Emphasize safe child pedestrian access to parks and school playground facilities. Access improvements are especially needed where there are no sidewalks. Street improvement programs in the developed portions of the Village should include the provision of sidewalks and/or bicycle trails, especially along collector streets. Developers of new subdivisions should be required to provide sidewalks or pathways. Adequate crossing facilities need to be provided at major road obstacle points at both school and non-school hours. Alternatives or supplements to conventional sidewalk systems are designated bicycle trails or pedestrian pathways.
3. Support the aesthetic function of parks. Parks provide the largest expanse of green open space in the community, and in some newer sections of the community the land dedicated for parks contains the only mature vegetation. Many types of recreational activities, particularly the "lifetime" activities such as hiking, picnicking and lawn games, are greatly enhanced by the proximity of shade trees and an attractive environment. A buffer of trees or tall shrubbery around the playfields and open areas also enhances these types of areas and reduces the land use conflicts between heavily used parks and neighboring residential areas.

An active and continuous tree and shrub-planting program should be initiated. The plantings should contain a mix of fast-growing and slow-growing species. The planting program should also avoid over dependence on one or two species, which may fall victim to blight or other disease. Other considerations in developing a planting program are selecting trees for attractiveness, reducing the time and expense involved with maintenance and clean-up, and reducing the adverse effects of trees and shrubs on surface and underground public utilities.

The Village should look beyond its present corporate boundaries for lands suited to recreational development. This is of particular importance in those surrounding areas under the influence of extraterritorial plat review and official mapping and where annexation is imminent. Proposed parks are mapped in the Village Master Plan and should be added to the official map. Advance planning of these nature and/or recreation areas will give added assurance that lands best suited to satisfying recreational demands or protecting vital recreational resources will be preserved for public use.

4. Utilize volunteer labor and donated materials to the greatest extent possible. Community groups such as the Veterans, Scouts, and church and school groups often make significant contributions to recreation programs. Utilization of volunteer labor is generally most successful where a single tangible project is involved, such as tree planting, construction of a single facility, or a one-day clean up and beautification project. Volunteer labor should not be relied on for day-to-day maintenance or routine acquisitions and improvements. Adequate funds for hiring employees should be budgeted so that the community recreation program can succeed regardless of whether or not volunteer labor is available.
5. Concentrate on the development of existing recreation facilities. Marshall has developed a substantial land pool for its parks and recreation facilities, but some of these areas have not been developed to their full capacity. Before considering expansion of the parks and recreation land base, the Village should assure that all existing facilities fulfill the needs of their designated service areas. Following development of existing facilities, the Village should acquire land in those most developed lands that are deficient in park services.
6. Emphasize the development of winter recreation programs and facilities. In the upper Midwest, winter activities should be an essential part of recreation planning. The trail system could be tied in with nature trails developed for summer and fall use.
7. Incorporate features to help the disabled into existing and future parks. Features could include ramps, grab rails, traction walkways, special seating, accessible drinking fountains and special playground equipment. Currently, many handicapped individuals are restricted in the areas of active and passive recreation.
8. Adopt environmental corridors to preserve open space and direct development to lands suitable for construction as shown on the Park and Open Space Plan Map. Environmental corridors include those lands forming continuous, linear systems of natural resource features and/or public open space and recreation lands. Examples of features within environmental corridors include parks, school playgrounds, drainageways, wetlands and floodplains. (See Appendix C)
9. Improve the water quality and recreational potential of the Mauneshia River. The Village with the help of grants, county and state technical assistance and support by business and neighborhood groups should prepare a plan for the repair and maintenance of the dam at STH 73 and for measures to clean up the River.

Acquisition and Development Program. Since 1994, Marshall has acquired about eight acres of parkland, these being Riverview Park, and the expansion of Converse Park. These two areas have undergone development in the form of play facilities. Specific developments in each park are covered in a separate section.

During the next five-year period, Marshall should actively improve its present recreation system. These improvements will take place in the form of development of existing areas and acquisition of new parklands. Since Marshall has acquired parkland in the past ten years, it has been difficult to adequately

finance their development during this period. This has left many of the parks short on equipment and plantings. For these reasons, an acquisition and development program has been prepared.

Acquisition Recommendations. Acquisition recommendations are located on the Park and Open Space Plan Map. The Village should guarantee that neighborhood facilities be planned for the developing areas of the community. It is felt at this time that community park and playfield acreage is adequate; however, the Village should keep close tabs on providing adequate recreational facilities in the developing areas of the Village. In addition to recreation areas, it is recommended that the Village preserve the wetland areas around the Village.

Development Recommendations

Five-Year Capital Improvements Plan. The implementation of this five-year program is dependent on the funds budgeted by the Village Board, public/private donations, availability of federal and state outdoor recreation grant programs, and final construction estimates.

1. Marshall Fireman's Park
 - Install barrier free paths
 - Upgrade restrooms to barrier free status
 - Install riprap along shoreline

2. Converse (Squigg) Park
 - Prepare park master plan
 - Install barrier free paths
 - Upgrade restrooms to barrier free status
 - Install children's play structure
 - Install concrete under bleachers
 - Repair ball field fencing
 - Additional landscaping
 - Acquire additional land by purchase or developer contribution

3. Deerhaven Park
 - Prepare park master plan
 - Construct new ball field
 - Install children's play structure
 - Install barrier free paths
 - Install additional landscaping
 - Acquire additional land by purchase or developer contribution

4. Scenic Circle Park
 - Install signage
 - Install additional landscaping

5. Langer Family Park
 - Prepare park master plan
 - Continue to acquire additional parkland
 - Develop a tree planing area
 - Continue to restore Prairie/Oak Savannah
 - Remove dead trees from the water and the shoreline
 - Develop a more defined path system

6. Riverview Park
 - Install landscaping
 - Install barrier free paths
 - Install children’s play structure
 - Install signage
 - Install children’s play
 - Install signage

7. Pumphouse Park
 - Prepare park master plan
 - Install riprap on shoreline
 - Work with local civic groups to find a sponsor for the park
 - Install a picnic area
 - Install park signage
 - Install benches on the shoreline
 - Install children’s play structure

11. Riley-Deppe County Park
 - Consider the transfer of ownership from the County to the Village, when the Village needs the space for a community-wide recreational facility

14. Millpond & Mauneshu (outside of Village parks)
 - Dredge the pond and river
 - Install riprap along shoreline
 - Actively address the water quality issues

15. Northside Neighborhood Park (4 to 5 acres)
 - Acquire as part of parkland dedication

16. Bicycle Lanes and Routes
 - a. Road shoulders on state and county highways outside of the Village should be paved.
 - b. Within the Village, bike routes should be signed.

17. Trail Systems
 - Develop a trail system on a dedicated 75-foot wide right-of-way between Deerhaven and the intersection of Main Street and Deerfield Road.

18. Eastside Neighborhood Park (4 to 5 acres)
 - Acquire as part of parkland dedication

19. Northeastside Neighborhood Park (4 to 5 acres)
 - Acquire as part of parkland dedication

F. IMPLEMENTATION

This plan represents a finding that the Village of Marshall has historically provided for active and passive recreational facilities in quantities and locations, which fulfill the NRPA, recommended standards. However, Marshall will need to acquire new neighborhood parks to meet NRPA standards as the Village grows. Specifically, the Village has been providing areas at 8 acres per 1,000 persons in locations, which meet a 1/4-mile service radius per neighborhood park and a one-mile service radius per community park. It is the Village’s official policy to continue service provision at this rate and per these service radii.

It should be noted that the locations of school recreational facilities (playgrounds and athletic fields) were included in the service area radii analyses, but the total acreage of these facilities was not included in the calculation of the Village's park land demand and associated costs. Three reasons for using school facilities for locational analysis and not dedication calculation are as follows:

1. These areas are accessible for recreational use by walking and therefore should be mapped.
2. These facilities serve the entire school district (which is a larger population not covered by this Plan) and therefore do not relate to the per 1,000 calculations based on the 2000 population of the Village.
3. Finally, regardless of whether or not the 18 acres per 1,000 (including the school district facilities) or the 8 acres per 1,000 measure is used as the standard of facility provision to be reached in the future, the Village's share of this facility provision is still 8 acres. In other words, the Village provided 2001 rate of 8 acres per 1,000 persons should be continued, and hopefully will continue to be matched by schools.

Estimated Cost Projections for Future Park and Recreation Facilities

In addition to the needs assessment provided above, these cost projections are included in part to satisfy the requirements of Wisconsin Statutes 66.55 and 236.29 regarding the collection of impact fees and also to assist the City with the budgeting and planning of future parks.

A. Park Improvement Costs

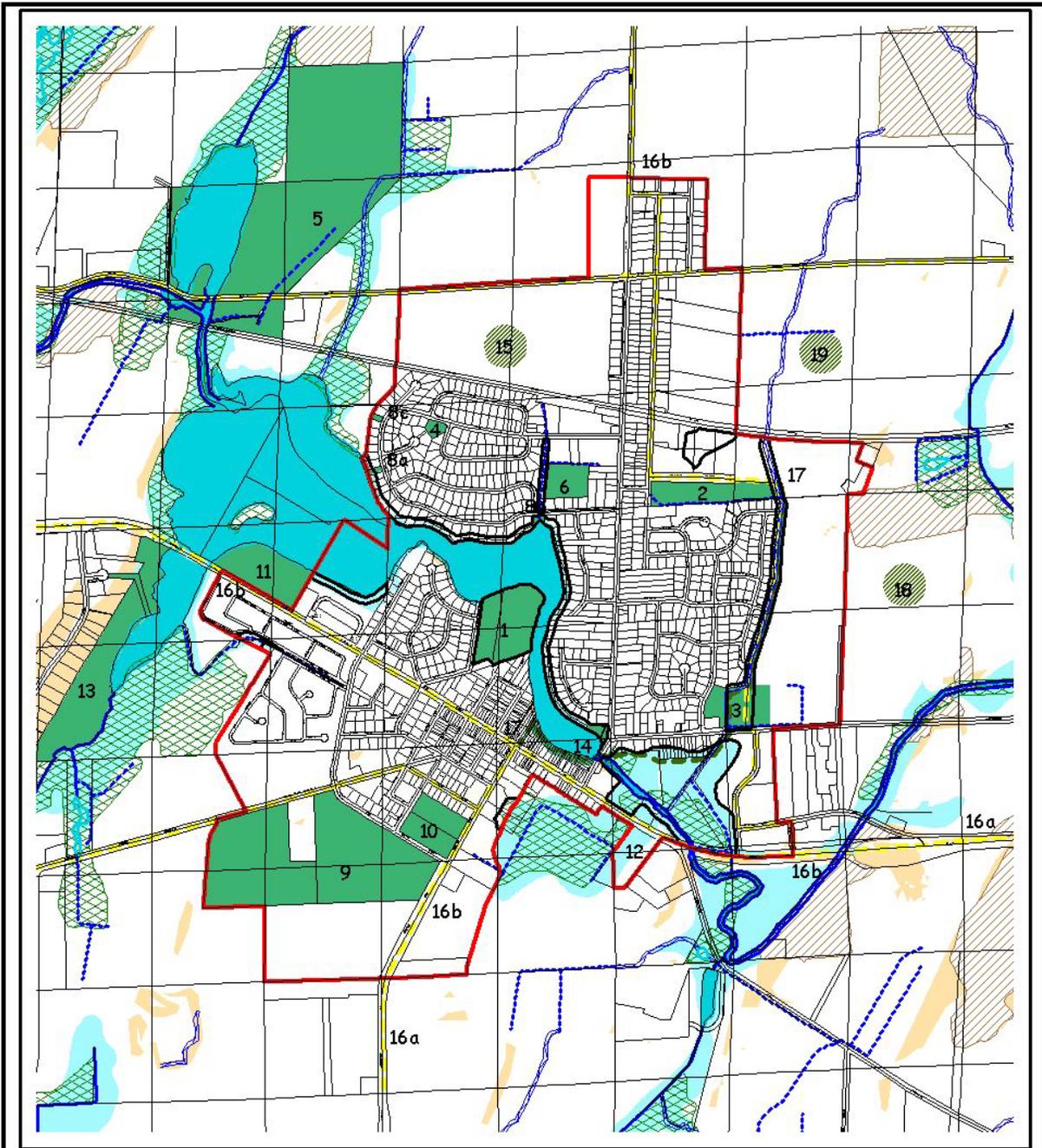
The Village should budget an estimated \$72,550 per typical 3-acre neighborhood park. A typical neighborhood park would include active recreational areas and improvement for field games (such as a simple backstop or soccer goal), for court games (such as basketball), and for child play (such as swing sets, slides, and other climbing structures) and passive recreational areas and improvements for picnicking (such as benches, picnic tables, and grills). The Village should plan to budget an estimated \$489,000 per typical 20-acre community park. The typical improvements for a community park will vary considerably with its size, location, and the improvements included in other community parks.

Based on the projected population growth to 4,608 persons by the year 2020 (an addition of 1,176 persons) and the use of current standards, the Village should plan to spend a minimum of \$263,775 in 2001 dollars for park facility improvement. The 1,176 persons will require an additional 473 dwelling units (assuming 2.6 persons per dwelling unit). Based on the assumptions presented herein, a park improvement fee of \$558 (round to \$550) would meet this demand.

B. Park Land Dedication or Cost-in-Lieu of Land Dedication

Based on the projected growth of 1,176 persons by the year 2020 and the use of current standards, the Village should plan to spend a minimum of \$237,000 in 2001 dollars for acquisition of parkland. Assuming the addition of 473 dwelling units (with 2.6 persons per unit), parkland cost-in-lieu of land dedication of \$515 (round to \$500) would meet this demand. However, there should be no advantage to the developer to pay fees-in-lieu of FILO land over land dedication itself, such that the value of land used in the FILO calculation should reflect current land value (real estate costs to developers). The alternative dedication of 1,452 square feet per dwelling unit would satisfy this fee, if land dedication were preferred.

The park improvement fee and the parkland fee-in-lieu of land dedication collection should be segregated into separate accounts. The fee-in-lieu of land dedication should be equal to or less than the Village park land (139.2 acres) divided by the housing stock (1,312 housing units), which currently equal 9.4 housing units per park acre of 4,628 square feet of park land per housing unit.



Map 7: Parks and Open Space Plan
Village of Marshall

Dane County Regional Planning Commission

0 3000 Feet

- Urban Service Area
- - - Limited Service Area
- Environmental Corridor
- Isolated Resource Feature
- Perennial Stream
- - - Intermittent Stream
- - - Open Channel / Drainageway
- Shoreline
- Contour (10 foot interval)
- Slope (GTE 12 %)
- Existing Public Land
- Proposed Public Land
- Wetland
- Woodland
- 100 Year Floodplain
- Open Water
- - - Proposed Trails
- - - Proposed/Existing Bike Route

Current as of: 2/2002

Chapter 7

ECONOMIC DEVELOPMENT PLAN

The Economic Development Plan component of the Marshall Master Plan details the activities of the local economy and the commercial and industrial land use portion of the *Land Use Plan*. The Economic Development Plan identifies the local employment base, comparison to similar-sized economies, analyzes the local labor force, assesses desirable new businesses, designates sites adequate for business development, and identifies applicable economic development programs.

A. ANALYSIS OF LABOR FORCE AND ECONOMIC BASE

In 2000, Marshall had a local labor force of 1,936 persons. The unemployment rate was 6.1%.

The 2000 labor force is largely employed in “white collar” occupations. Marshall had 65% of its employed labor force in professional, technical, or service-related positions. This compares to 83% at the County level. In 1990, only 20% of Marshall’s labor force worked in the Village, while 19% worked outside of Dane County, 35% worked in Madison, and 26% worked elsewhere in Dane County. (2000 place of work data is not yet available.)

In 1999, there were 95 businesses located in the Marshall Area (ZIP Code 53559), including private employment of 525 and an annual business payroll of \$13.6 million. Change in local business and private employment has been stagnant for five years.

Using Census Bureau’s Business Patterns by ZIP Code data, Marshall was compared with similar-sized local economies. This comparison indicates that Marshall could accommodate about 11 to 20 new commercial businesses. These include about 3 to 5 retail businesses; 1 to 3 finance, real estate, or insurance firms; and 7 to 12 service businesses. The same business comparison shows that Marshall could support about a couple more local industries. These include construction, manufacturing, or wholesale companies.

Using the 2000 Census data adjusted to 2002, there are about 130 unemployed workers available in the Marshall area to fill the new job opportunities.

B. ASSESS DESIRABLE NEW BUSINESS

Redevelopment of buildings along Main Street is necessary to create opportunities for any new commercial establishments. Based upon the Community Planning Workshop, two of those businesses should be a clinic and a pharmacy.

The Village desires retail and professional service development along STH 19. Controlling the design of this development along the Main Street corridor is critical in ensuring re-investment and redevelopment of older properties in this area.

If Marshall is to attract new industries to the Village, the area along STH 73 on the south side should be developed as a business park. However, this would be a long-term endeavor, given the high front-end costs for land and utilities and the relatively low demand for enough industries to start a new industrial or business park. Part of the reason for the lower demand for industrial space is that a number of ready-to-go lots are available at competitive prices in Deerfield and Sun Prairie and possibly Waterloo.

C. ECONOMIC ATTRACTION AND RETENTION

This Plan recommends a number of strategies to foster economic development in the Village. From the standpoint of infrastructure improvements, the Main Street streetscape has been improved following the major reconstruction of STH 19 during the summer of 2002.

Marshall should continue to follow its Master Plan, especially as it relates to areas designated for commercial and industrial land uses.

Recommendations:

- Explore the use of TIF districts to retain and attract businesses along Main Street, consistent with a “Downtown Improvement Plan.” The Downtown Improvement Plan will evaluate the overall condition of Main Street and recommendations for improvements. The second phase of the Plan will prepare the detailed market analysis and recommendations of more specific business types that would be viable in Marshall. The third phase will identify redevelopment sites and recommendations for redevelopment opportunities.
- Continue to participate in the Dane County Community Development Block Grant Partnership. CDBG was used to partially finance the Downtown Study, and it should be used to finance economic development efforts.

Chapter 8

INTERGOVERNMENTAL COOPERATION

As the Village continues to develop over the next 20 years, there will be a need and demand for more housing and businesses. Some of the land area available to accommodate this growth currently lies outside the Village's corporate boundaries. Because most new development will require urban services, there will be a need to annex this land to the Village of Marshall. At the same time, there is a desire within the community to retain the small-village character of Marshall, which means growing in a coordinated way while preserving the rural and agricultural character of the surrounding land.

The Village of Marshall has a track record of working with area towns by joint participation with the Fire and the EMS Districts.

Chapter 66, Wis. Stats., specifies that land contiguous to the Village, not already in its corporate boundary, can be annexed by petition of the electors and property owners in the subject area. Non-unanimous petitions may require a referendum. Therefore, the Village actually has little control over the specific lands to be annexed except by approving or denying a petition when property owners propose land for annexation. However, the Village should identify potential growth areas (basically the parcel in or partially in the urban service area) for future annexation as part of the Master Plan and adopt annexation policies consistent with other Master Plan policies.

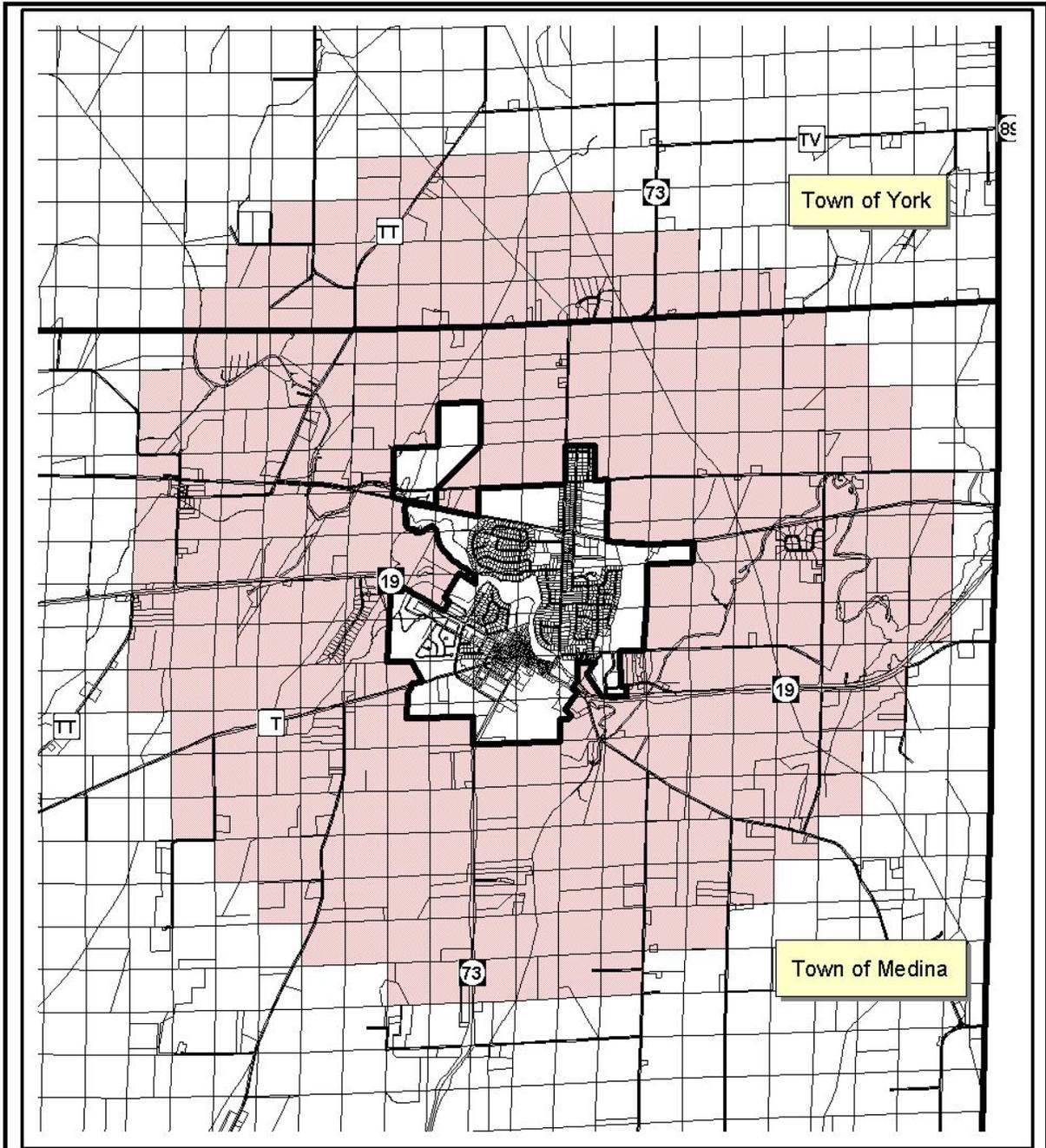
Goal: Establish mutually beneficial intergovernmental relations with surrounding jurisdictions.

Objective: Consider a variety of cooperative planning processes with adjacent communities.

Recommendations:

- Continue cooperative planning efforts with surrounding communities, Dane County, and the Marshall School District.
- Coordinate land use planning along village borders and support the agricultural and rural character of the adjacent towns.
- Seek to form a joint forum between the Village and area towns to discuss local and regional issues. The committee could be formed as part of their respective comprehensive planning processes.
- Adopt annexation guidelines after consulting with area towns. The guidelines should address the fiscal, planning, and legal impacts on both the Village and the towns.
- Postpone annexation decisions until a complete review has been made using adopted guidelines.
- Discourage the extension of public sewer and/or water beyond the Village's corporate limits. If properties contiguous to the Village desire urban services, the owners may submit petitions for annexation.
- Consider the ability of the Village to provide urban services to proposed annexed areas during the annexation review process. The timing of approvals should be premised upon the ability of the Village to provide the services, as well as the Village's ability to recover the costs of providing them.
- Provide urban services to existing developed areas only through annexation and only if the existing developed area requires urban services due to failing septic systems or poor drinking water.

- Support the annexation of contiguous parcels of land not in the urban service area only if the owner agrees that urban services may be delayed indefinitely and that the proposed annexation is not in conflict with a Village-Town annexation agreement.



Map 8: Village of Marshall Extraterritorial Jurisdiction (ETJ)


 Dane County Regional Planning Commission

0 4000 8000 Feet



Current as of: 2/2002

Chapter 9

LAND USE PLAN

The Land Use Plan section of the Master Plan includes land use designation and recommendations for low-, medium- and high-density residential neighborhoods; commercial and industrial economic development areas; and public/institutional areas such as village buildings, schools, parks, trails and conservancy locations; and agricultural and rural development in the Village's extraterritorial area. Recommended land use designations are shown on the Future Land Use Plan Map.

A. RESIDENTIAL

Residential land use has made up and will continue to make up over half of the area within the Village of Marshall. Based on population projections and the continued decline in average household size, the Village should experience an increase of nearly 775 dwelling units in the next 25 years. Calculating an average residential density of 4 housing units per acre, the Village would need more than 150 acres of residential land to accommodate the projected residential growth for the next two and one-half decades.

Assuming the long-term development of lands within the urban service area — including new residential neighborhoods — beyond 2025, Marshall is estimated to provide 650 acres of residential land use, which would accommodate 2,400 housing units, providing residences for 6,500 persons, including 1,350 school-age children.

The Future Land Use Plan designates areas for residential growth in all neighborhoods, except the Central Area. The residential growth areas were selected due to their suitability for urban development, compatibility with adjacent land uses, efficiency for provision of public sewer and water, and proximity and accessibility to parks, schools and shopping areas.

A.1. Low-Density Residential

In 2000, single-family development made up 40% of the Village's developed area and 76% of the Village's residential neighborhoods. Currently, the Village has a very limited supply of single-family lots, due to the rapid single-family building during the 1990s.

Approximately 300 acres are designated on the Future Land Use Map for new low-density residential development. Residential development will occur in all neighborhoods (see Table IX-1).

Recommendations:

- Encourage new residential development within the village's corporate boundaries and the current urban service area before extending urban services to new areas for residential development.
- Require new single-family residential development to locate within areas designated for low-density residential land use of 52 to 60% of new neighborhoods areas.

Table IX-1: Planned Land Uses Within the Marshall Urban Service Area

(Total Development of the Urban Service Area)

Land Use Category (acres)	Existing 2000	Future Land Use	Land Use Plan Map	Percent of Total	Housing Units	Population Potential	K-12 Students
Residential	314	157	472	47.4%	2,084	5,200	1,138
Low Density	239	60	299	30.1%	921	2,533	645
Medium Density	21	7	28	2.8%	223	603	112
High Density	13	12	25	2.5%	322	613	129
Mobile Homes	42	0	42	4.2%	294	617	59
New Neighborhoods	0	78	78	7.8%	323	834	194
Street Right-of-Way	129	56	185	18.6%	Housing units / acre		5.3
Transportation & Util.	20	0	20	2.0%	Persons / housing unit		2.50
Gov't & Institutional.	75	17	92	9.3%	Number of	Number of	Annual Payroll
Open Space & Water	26	83	110	11.0%	Businesses	Employees	(in Millions)
Downtown/Commercial	29	6	35	3.5%	58	289	\$ 6,362
Industrial	12	70	82	8.2%	55	437	\$10,933
TOTAL	605	390	995	100.0%	113	727	\$17,295
Land Use Assumptions:	Hsg. Units /acre	Persons /hsg. unit	Students /hsg. unit	Land Use Assumptions:	Business /acre	Employees /business	Payroll /employee
Low Density	3.08	2.75	0.70	Industrial	50.6	5.0	\$22,000
Medium Density	8.00	2.70	0.50	Commercial	81.5	8.0	\$25,000
High Density	13.00	1.90	0.40				
Mobile Home Park	7.00	2.10	0.20				

- Prohibit residential development within areas designated as Park and Open Space. However, the non-buildable portion of residential lots may be included in floodplain or steep slope areas.
- Encourage a mix of average-sized lots, smaller-sized lots and larger-sized lots within each larger subdivision. Develop various zoning districts to accommodate single-family development with varying lot sizes.
- Plan for low-density residential development in conjunction with medium- and high-density residential development within a neighborhood setting.
- Encourage the rehabilitation of homes within the Village. The Village has joined the Dane County Community Development Block Grant Program to do a downtown plan; however, its participation will allow the Village to more easily obtain low- or no-interest loans for rehabilitation of houses occupied by low-income home owners.

A2. Medium-Density Residential

Two-family and mobile home housing has increased over the last decade, providing the single-family environment for renter families who cannot afford to buy a home. Two-family and mobile home housing makes up more than one-third of all housing in Marshall. Currently the Village has less than a two-year supply of lots zoned for two-family development. About 18 percent of the residential area designated on the Future Land Use Plan Map is allocated for medium-density development. Most of the existing medium-density development includes mobile homes. New two-family residential development is designated in all neighborhoods.

Recommendations:

- Support medium-density residential developments having a density of five to nine housing units per acre, including manufactured homes, two-family, rental or single-family attached (zero lot line) developments.
- Require new two-family residential development to locate within new neighborhoods, comprising 4% to 6% of the total neighborhood area.

A3. High-Density Residential

Multi-family development has increased rapidly over the last ten years. The vacancy rate for rental units in Marshall is 6.2%, much higher than the county average of 4.2%. Multi-family housing makes up about 12% of Marshall's total housing stock. At present, there are very few multi-family lots available. About 25 acres are proposed on the Future Land Use Plan Map for multi-family development. Multi-family areas are designated in new neighborhoods in approximately equal proportion to avoid further over-concentration of high-density development in any one neighborhood. About a third of all rental housing in Marshall receive assistance from state or federal housing programs, which is much higher than the county average. A demand for elderly housing still exists within Marshall.

Recommendations:

- Support high-density residential development, usually apartment or townhouse housing that has a density of 9 to 15 housing units/acre. In most cases, developments at densities of more than 13 housing units/acre average are one-bedroom units or housing for persons age 55 or older.
- Require multifamily residential development to locate according to the Future Land Use Plan Map. For developments located within new neighborhoods, 4% to 6% of the area should be reserved for multi-family development.

- Rezone all vacant lands within the Village designated as high-density residential to R-M. Continue to require site plan approval for all buildings in the R-M district, so that no building permits will be granted until a site plan is approved. This process assures that all new multi-family developments will be treated equally with an emphasis on site design to fully address density, landscaping, drainage, traffic, parking and open space issues (see Appendix D, Design Review Guidelines).
- Discourage the development of high-density housing units that are not part of a neighborhood plan designated on the Future Land Use Plan Map.
- Require design of new multi-family housing to meet ADA requirements, in order to accommodate families and singles as well as elderly housing needs.

A4. New Neighborhoods

Unplatted areas planned for residential development are shown as “New Neighborhoods” on the Future Land Use Plan Map. The plan designates 118 acres for new neighborhoods as follows:

<u>Land Use</u>	<u>Percent of Neighborhood</u>		<u>Acres</u>	<u>Housing Units</u>	<u>Population</u>	<u>K-12 Students</u>
	<u>Range</u>	<u>Average</u>				
Single Family	52 to 60%	56%	66	182	559	127
Two Family	4 to 6%	5%	6	48	130	24
Multi Family	4 to 6%	5%	6	78	148	31
Streets	20 to 25%	25%	29	---	---	---
Parks	8 to 10%	9%	<u>11</u>	<u>---</u>	<u>---</u>	<u>---</u>
			118	308	837	182

- Require each neighborhood to have a variety of housing types for owners and renters, families and non-families, and new householders and elderly.
- Maintain a balance of land uses within planned neighborhoods that meets the recommended ranges in the table above.

B. ECONOMIC DEVELOPMENT

Economic development areas include commercial uses primarily along STH 19, and industrial land uses primarily along STH 73. The size and scale of business areas in Marshall are characteristic of villages located near larger metropolitan cities. Like most Dane County cities and villages, Marshall does not have enough local employment to provide jobs for most of its local labor force, with less than one-fourth working in the Village.

B1. Commercial

The commercial land uses, making up five percent of the Village's developed area, are primarily located on STH 19 (Main Street). The Village meets most of its convenience commercial needs, although most of its commercial needs are met at regional shopping centers in Madison and other surrounding communities. Commercial businesses located in Marshall are typically oriented to local residents or convenience rather than to highways or tourists. The land use plan calls for increasing the Village's commercial area by one-fifth.

Recommendations:

- Require new and expanding commercial developments to be located within areas designated on the Future Land Use Plan Map.

- Continue to require all new commercial development to be subject to design review, which addresses on-site traffic, parking, landscaping, drainage and lighting. A uniform design theme should be adopted by Marshall businesses and following development of the Downtown Business District Improvement Plan.
- Encourage “heavy” non-retail commercial uses, which are not dependent upon visual exposure or direct access to the highway, to locate on a site adequately screened from other land uses.

B2. Industrial

Industrial development in Marshall has been limited to small areas along the railroad tracks.

The possibility of creating a future industrial park was explored but its development was determined not to be economically feasible in the past. Open lands along STH 73 (south) adjacent to Village utilities (sewer and water) could be generally suitable for urban development; however, the cost of extending these facilities may be prohibitive.

Industrial development accounts for less than two percent of Marshall's developed area. The Future Land Use Plan Map identifies new areas for industrial development south of the Village.

Recommendations:

- Require new industrial development to locate within areas designated on the Future Land Use Plan Map for industrial.
- Carefully review industries that place excessive burdens upon the Village's sewer, water, electric and transportation facilities and consider the potential for recovering additional infrastructure costs at time of development.
- Provide for an industrial site utilizing a Tax Increment District (TID) or other funding mechanisms. However, T.I.D. #1 would have to be paid off before a new district was created.
- Screen the periphery of the industrial areas adjacent to residential or commercial areas in order to provide quality aesthetics and avoid audio nuisances.

C. PUBLIC USES

It is important that public and quasi-public institutional land uses be adequate to accommodate future growth and change. In Marshall, where significant population growth is projected, major improvements to public institutional land uses will be required. More detailed recommendations for streets and public utilities are discussed in the Transportation Plan and Urban Services sections.

C1. Village Government.

In the last few years Marshall has made major improvements in its public buildings, including a new library, wastewater treatment plant, and the public safety building which houses fire and EMS.

C2. School System.

The Marshall School District operates four schools in the Village, which are located on the south side. The School District recently built a new high school. Since 1991, Marshall school enrollment was the third fastest growing in Dane County with a 51% increase.

C3. Recreation, Open Space, and Environmental Protection.

Park and open space lands, both public and private, and recreation and conservancy areas are an important component of any community. This is especially true in Marshall, which is surrounded by Marshall Creek and Vermont Creek with their associated wetland-floodplain areas. The need for open space in the Village is increasing with the increases in longevity, leisure time and its population.

Parks and open spaces are invaluable community assets because citizens for social functions, group participation, recreation, and relaxation enjoy these areas. These areas also provide for the protection of natural resources, which helps protect the general health, safety and welfare of the community. Natural resource protection means preserving air and water quality, flood damage control and the conservation of natural plant and wildlife habitat. In a broader sense, parks and open space planning also provide for the protection of historic, cultural and scientific sites as well as the establishment of trail systems for pedestrians and bicyclists, both within park areas and along public streets and greenways.

In 2000, developed parkland represented four percent (4%) of Marshall's developed area. The Village currently contains 176 acres of parkland, eight parks and four schools. The Future Land Use Plan Map shows 110 acres of open space land, including public parkland and drainageways, in addition to conservancy areas, which are located outside the urban service area. Marshall's Fireman's Park (12 acres), the largest park in the Village. The Charles Langer conservancy area (111 acres) is located outside the urban service area.

Recommendations:

- Implement the specific park acquisition, development and improvement recommendations in the Village of Marshall Park and Open Space Plan. The park plan should be reviewed and updated every five years.
- Site new park and open spaces based upon the recommendations of the Park and Open Space Plan and the Land Use Plan Map.
- Require parkland dedications (or less fees-in-lieu-of dedication) in new subdivisions consistent with the Master Plan Map.
- Pursue park funding through the Stewardship, Urban Greenspace, and LAWCON programs to make recommended park improvements.
- Adopt an Official Map to recognize changes to drainageways and parkways shown on the Transportation Plan Map.
- Prepare a stormwater management plan for the Village, including water quality protection measures.

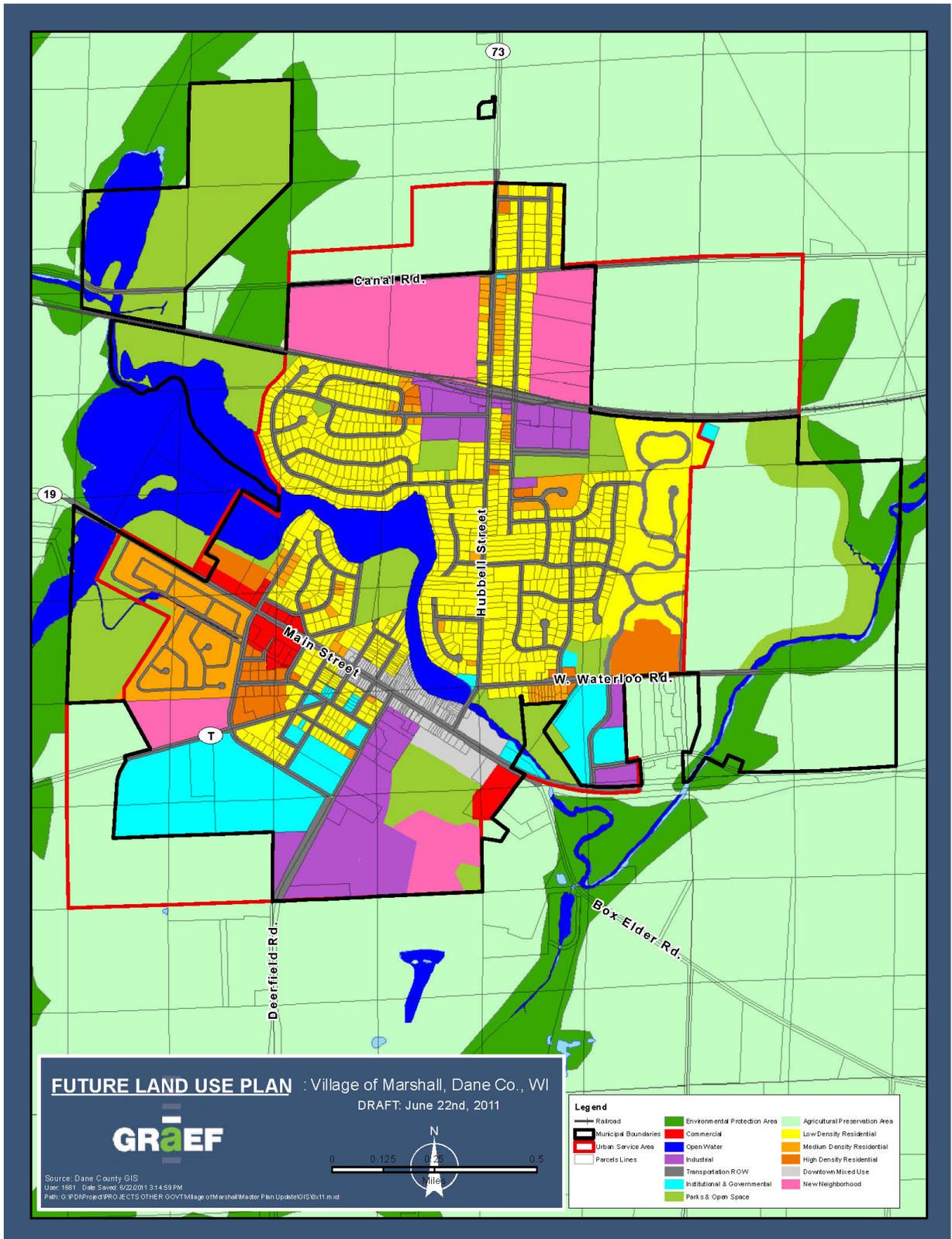
D. AGRICULTURE

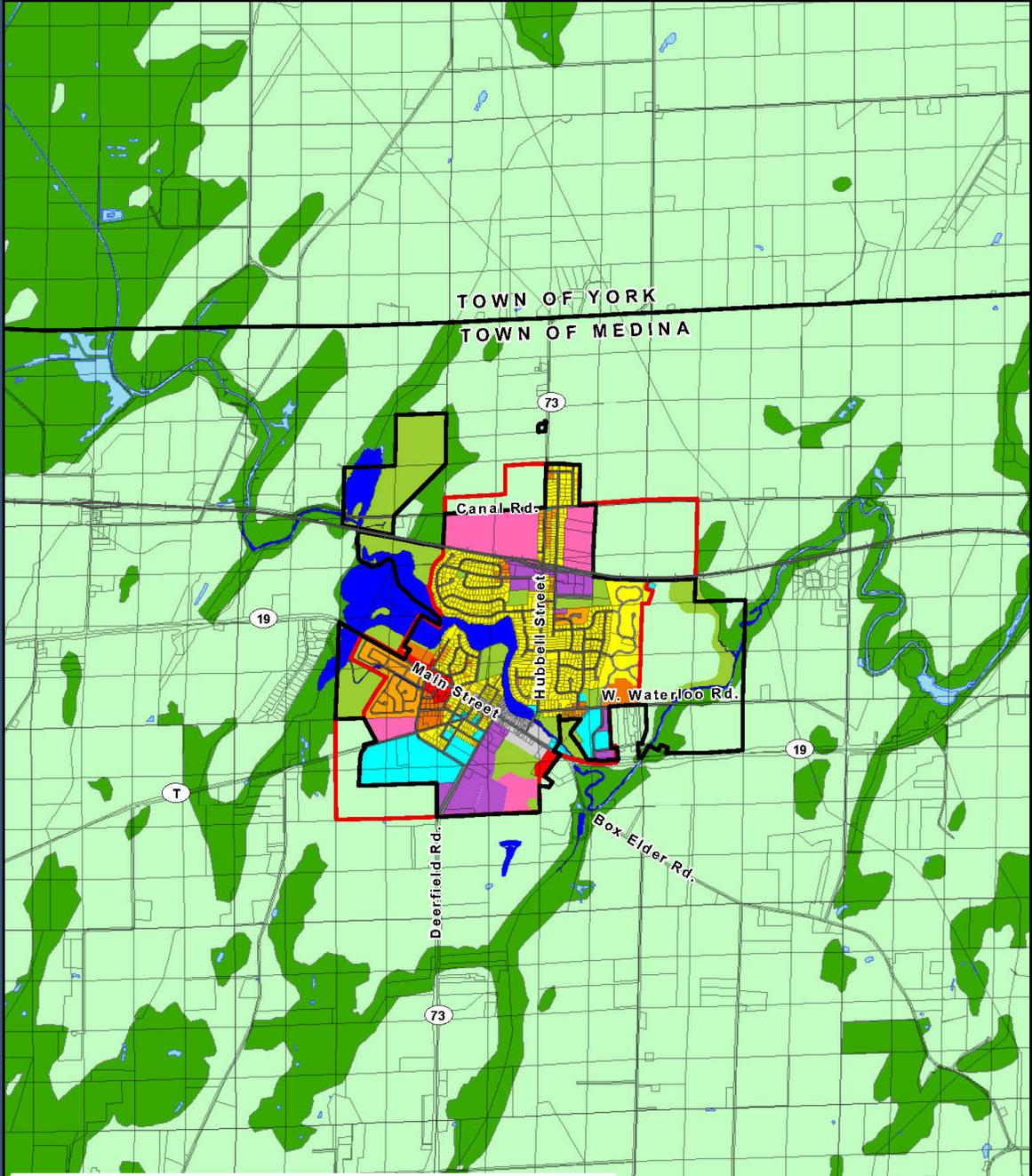
Farmland makes up about a third of the land within the Village. Since agriculture is an important part of the local economy, Marshall should encourage the preservation of existing farmlands and rural areas outside the proposed urban service area boundary of the Future Land Use Plan Map.

Recommendations:

- Strongly support the preservation of agricultural and environmental conservation uses within the rural areas surrounding the Village.
- Discourage the creation of subdivisions (5 or more lots) in areas not planned for urban service to prevent the creation of residential densities, which may require the future extension of public sewer and water services.

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FUTURE LAND USE PLAN : Village of Marshall, Dane Co., WI
 DRAFT: June 22nd, 2011

GRAEF

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Legend

Railroad	Environmental Protection Area	Agricultural Preservation Area
Municipal Boundaries	Commercial	Low Density Residential
Urban Service Area	Open Water	Medium Density Residential
Parcels Lines	Industrial	High Density Residential
	Transportation ROW	Downtown Mixed Use
	Institutional & Governmental	New Neighborhood
	Parks & Open Space	

Chapter 10

IMPLEMENTATION RECOMMENDATIONS

Implementation of the Village of Marshall Master Plan will require the consistent use of the plan to guide decisions with respect to a wide range of public actions including zoning and subdivision approvals, annexations, housing programs, transportation improvements, capital improvement projects, and economic development activities. The goals, objectives, and policies in the Master Plan (Chapter 2) are intended to be the foundation for a variety of more specific programs and actions implemented by both the public and private sectors.

The adoption of the 1999-2000 Biennial Budget by the Wisconsin Legislature created new landmark legislation related to comprehensive (master) planning called “Smart Growth”. By January 1, 2010, all programs and actions (e.g. zoning, land divisions, annexations, building permits) of local governments in Wisconsin that affect land use must be consistent with the community’s adopted comprehensive plan. Under the new law, a comprehensive plan that meets statutorily defined criteria must be adopted by the Village ordinance by January 1, 2010. Thus, the comprehensive plan will be elevated in status from an advisory document to a legal document that will be the basis for all local actions or programs that affect land use.

A. General Plan Implementation Recommendations

1. Adopt and implement the Master Plan under the auspices of Section 62.23 Wis. Statutes.
2. When possible, enter into intergovernmental agreements with neighboring municipalities to foster implementation of the Master Plan.
3. Amend the Master Plan as necessary to comply with Wisconsin’s Comprehensive Planning Law.
4. Adopt a comprehensive plan for the Village of Marshall by January 1, 2010 that complies in full with Wisconsin’s Comprehensive Planning Law (ss. 66.0295).
5. Apply for State aid made available through the Smart Growth Dividend Aid Program.

B. Housing Plan Recommendations

1. Continue participation with the Dane County Community Development Block Grant Program.
2. Pursue housing rehabilitation funds to repair older housing in Marshall.

C. Transportation Plan Recommendations

1. Amend the Village’s Official Map to implement Chapter 4 recommendations of the Master Plan.
2. Maintain the existing cross-section of STH 19 and 73 in the Village with two travel lanes and parking on both sides of STH 19.
3. Reserve a location for a train stop next to the commuter rail corridors.

4. Work with the City of Waterloo and shared-ride taxi service provider to improve marketing of the service.

D. Community Facilities and Utility Planning Recommendations

1. Extend sewer and water services only within the urban service area and do not approve development in areas designated as environmental corridors.
2. Continue use of the five-year capital improvements program that is directly linked to and helps implement the recommendations of the Master Plan.
3. Prepare a facilities plan for the future use of the municipal building. The plan should address the needs for community meeting space.
4. Revise the Village's Land Division Ordinance to require fiscal impact analyses as part of the Land Division Processes.

E. Recreation, Open Space and Environmental Planning Recommendations

1. Revise the parkland dedication portion of the Land Division Ordinance to reflect the recommendations of Chapter 6 of the Master Plan.
2. Develop a Five-Year Capital Improvements Plan to reflect the Acquisition and Development Recommendations of Chapter 6 of the Master Plan.

F. Economic Development Plan Recommendations

1. Pursue the recommendations of the Downtown Revitalization Plan.
2. When the market and cost effectiveness warrant its development, pursue a new TIF district for the development the south side industrially planned area.

G. Intergovernmental Cooperation Recommendations

1. Continue cooperative planning efforts with surrounding communities, Dane County, and the Marshall School District.
2. Coordinate land use planning along village borders and support the agricultural and rural character of the adjacent towns.
3. Form a joint committee with nearby communities to discuss areawide issues.
4. Consider the adoption of annexation guidelines.

H. Land Use Plan Recommendations

1. Implement zoning ordinance standards to control design quality in commercial areas.
2. Complete and adopt a downtown revitalization study through the Community Development Block Grant Program.
3. Adopt design standards for the Downtown Revitalization Study Area.

4. Enforce the property maintenance ordinance in the downtown area to improve the safety and appearance of downtown properties.
5. Apply design standards for duplex and multifamily residential development.

I. Implementation Regulations

1. Zoning Ordinance

The Village's Zoning Ordinance was last updated in a comprehensive manner a few years ago. The current zoning ordinance should be updated to reflect Master Plan recommendations. It should now be ready to help accomplish many of this Plan's objectives. The updated Zoning Ordinance will be one of the most cost effective ways of implementing this Plan.

2. Land Division Ordinance

The Village's Land Division Ordinance was revised several years ago. No substantial changes are required, other than changes for parkland dedication.

3. Official Map

The Village should update its Official Map to be in accordance with the recommendations of the Master Plan, especially Chapter 4. Wisconsin Statutes allow every community with a zoning ordinance to adopt an Official Map. An Official Map reserves the rights-of-way of future streets, pedestrian/bicycle paths, schools, parks, drainageways and other public facilities.

The Official Map is also a very important planning implementation tool because it allows for the municipality to achieve plan implementation in an efficient, cost-effective manner. The official map works by allowing municipalities to prohibit new development from occurring within the mapped future rights-of-way of streets. As properties along the officially mapped streets are divided into subdivisions or certified survey maps, adequate right-of-way can be required to be dedicated from the subdivider to the Village at no public cost. Without an Official Map, substantial street right-of-way acquisition costs may need to be passed on to Village taxpayers in order to widen an existing street or acquire right-of-way for the construction of a new street. The Official Map can also be used to protect critical drainageways and other natural features that are part of the community's stormwater management system.

4. Public Investment

Financial factors continue to increase in their importance to planning. The recommendations of the Master Plan significantly assist in establishing the full validity of most public expenditures in streets, utilities, and the park system, and in relation to the local decisions of Village government. The planned approach to developing recommendations for land use patterns, transportation facilities, and recreation facilities will aid the Village in calculating the potential costs and benefits of alternative public investment options. Under Wisconsin Law regarding the development of impact fees, the importance of the Master Plan in establishing a legally valid base level of analysis (the future land use and transportation pattern) cannot be overstated.

1. Capital Improvements Program (CIP)

The first component of a comprehensive municipal financing system is the Capital Improvements Program (CIP). The CIP is essentially a budget that allocates municipal

funding to various projects over a five- to six-year period. The recommendations of this Plan will assist the Village in identifying a list of possible capital projects. An intermediate level analysis which translates the land use and transportation system recommendations of this Plan into levels of facility demand, and projected costs, will be necessary before accurate capital costs can be projected.

2. Impact Fees

As the infrastructure needs associated with the land use and transportation recommendations of this Plan are identified, it will be possible to evaluate a number of different fee alternatives designed to ensure that the costs associated with providing service to a new development are in fact passed on to that development. Although Wisconsin legislation limits the use of impact fees (for example, school costs cannot be recouped), it also validates the use of development exaction techniques for a wide variety of facilities with which municipalities are concerned.

3. Development Review Cost-Recovery

Development review services in the Village can be provided by a combination of Village staff and in-house consultants—including staff and consultants engaged in planning, building inspection, civil engineering and legal analysis. The Village has the ability to adopt regulations that ensure that the costs incurred by the Village to hire such experts are reimbursed or pre-paid by the application whose project is initiating the cost.

J. Intergovernmental Cooperation

The multi-jurisdictional environment in which the Master Plan is prepared entails, by necessity, a complex set of intergovernmental factors that must be taken into account.

1. State Issues

WisDOT and WisDNR are actively involved in programs and policies, which directly affect, and are affected by, local land use decisions. The recognition and promotion of the policies by the Master Plan are critical during the implementation of recommendations. State policies are also implemented through the aggressive promotion of best practices for the mitigation of impacts various recommendations may have on the community, such as the impact of land use decisions on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities promoted through the Master Plan are the most effective way of accommodating population growth in a manner that minimizes adverse area impacts.

2. County Issues

The Village of Marshall intends to work closely with Dane County to ensure the coordination of the Master Plan with the County Plan.

3. Local/Interjurisdictional Issues

The Marshall area is expected to grow as a result of many forces that are beyond its control. In order to ensure that this area will maintain its high quality of life, coordination of plans and development actions between the local jurisdictions in the area will be necessary. Such coordination can occur via one or more of the following methods:

Extra-Territorial (ETJ) Powers

This local power enables the Village to develop plans for lands within its ETJ area, approve land divisions, adopt official map requirements, and —if appropriate procedures are used — impose extraterritorial zoning. Although the use of the official mapping authority for future streets is often acceptable to towns — who lack statutory authority for such powers, ETJ plat approval and, especially, zoning powers are generally resented. ETJ plat approval and ETZ authority are most effective when they are jointly addressed between communities with strong intergovernmental relationships.

Intergovernmental Planning

An alternative to the broad use of ETJ powers, which often yields far superior results, entails the use of informal intergovernmental planning. The Village should seize any opportunity for such informal planning with neighboring communities.

Intergovernmental Agreements

If the use of ETJ authority is not desired or the use of informal intergovernmental planning is not effective in forwarding mutual intergovernmental objectives, another alternative is a formal intergovernmental agreement. The Wisconsin Legislature recently enacted a law that establishes a formal procedure and standards for enacting long-term, binding intergovernmental agreements. A critical and required component of these agreements are a mutually acceptable annexation limit boundary.

It must be noted that this legislation imposes a time-consuming and procedurally complicated system for exploring mutual concerns and potentially arriving at a final agreement. Under the statute, such an agreement can be made binding for up to 20 years, and will prohibit future elected bodies from breaking the agreement, except under a formalized agreement modification process and the concurrence of all parties. This process requires the involvement of the State Department of Administration to ensure that all necessary procedures and standards are in compliance.

A less formal (and potentially less permanent) mechanism for pursuing intergovernmental agreements is also available through State Statutory authority on shared municipal services. This Plan recommends that an intergovernmental agreement between the Village and the Town of Medina be adopted to (a) meet the goals, objectives, policies and land use recommendations of this Plan, (b) allow both units of government to achieve its development and preservation goals, (c) avoid the use of more controversial ETJ authorities described above and potential legal challenges of annexations, (d) maintain intergovernmental relations.

4. Plan Procedures

The final step to successful plan implementation involves the processes by which development proposals and municipal actions are evaluated. The most effective results are produced by a system of proposal review, which integrates plan recommendations, regulatory controls, staff , advisory board and commission recommendations, and elected official actions.

Role of Plans

All public policy and Village spending decisions related to land use and the Plan Commission recommendations must review economic development issues, prior to final Village Board approval. Plans should be detailed enough to provide effective guidance on development proposals and public capital improvement actions. When the Plan is becoming contradictory to emerging policy, the Plan should be carefully re-evaluated and revised as needed.

State Statutes (§62.0295) require that, by January 1, 2010, any program or action of the Village that affects land use must be consistent with the Master Plan. These programs or actions include zoning and subdivision ordinances, annexation, official mapping and capital improvements. In those cases where the Plan becomes outdated or does not provide specific enough advice, the Village Plan Commission is responsible for updating the Plan or directing further study. Since the Village of Marshall Master Plan is a legal Comprehensive Plan under Wisconsin Statutes 62.0295, any future changes or amendments to the Plan should be made through the formal public hearing process.

Role of Regulations

Planning related regulations should provide a bridge between the review of proposed development or capital improvement actions and the recommendations of adopted plans. Once this review has occurred, appropriate regulations should help staff and officials focus on the important technical and policy issues.

Role of Village Staff

Municipal staff must assist proposal applicants in following procedures and provide officials with all information necessary to make an informed decision. Staff should help applicants refine their proposals to bring them into consistency with established plan policies and standards.

Role of Advisory Boards and Commissions

Advisory boards and commissions must evaluate proposals from a substantive, rather than a political, point of view. As individuals and as a group, they are less constrained by political expediency, and therefore feel comfortable challenging applicants and staff to make the best possible case for their proposal and recommendations.

Role of Elected Officials

Elected officials must make their decisions from the standpoint of overall community impact—tempered by site factors. They must balance the recommendations made by plans and policies, the request of the applicant, the technical advice of staff, and the planning recommendations of advisory boards, with their own judgment on the matter at hand.

5. Plan Implementation Sequence and Coordination

It is the Village's intent that the recommendations and presentation of this Plan are of sound assistance during each step in this process.

Appendix A

Village of Marshall Community Planning Workshop

**Wednesday, September 26, 2001
Marshall High School**

1. How do you feel about the present rate of growth in the Village:

Growing at the right rate	24 or 77%
Growing too fast	7 or 23%
Growing too slowly	0%

2. Should Marshall try to provide more open space if it's at the Village's expense?

Yes	14 or 44%
No	7 or 22%
No Opinion	11 or 34%

3. What kinds of recreational facilities are needed in the Village? Please list top three.

Teen/Youth Center	11	Senior Center	4	Bowling	2
Swimming Pool	6	Youth Play Area	3	Golf	2
Skating Rink	5	Soccer	3	Ball Diamond	2
River Use	4	Bike Path	3		
Trails	4	Community Center	2	8 Others	1 each

4. Is there an adequate supply of housing types in Marshall?

Yes	14 or 41%
No	15 or 44%
No Opinion	5 or 15%

If no, what type is needed?

Affordable	4
Apartments	4
Upper End Single Family	4
Elderly	2
Other	1 each: Single Family, Condo, and 1st Time Home Owners

5. What kinds of businesses would you support if they located in Marshall's downtown?

Restaurant	11	Dental Clinic	3	Clothing	2
Medical Clinic	9	Barber	2	Ice Cream	2
Drug Store	7	Specialty Store	2		
Fast Food	7	Bank (additional)	2	13 Others	1 each
Auto Repair	3	Gift Stores	2	Any or All	4

Appendix B

Urban Service Areas

What Are Urban Service Areas?

In order to avoid wasteful use of land and to most efficiently provide public services and facilities, the Dane County Regional Planning Commission (RPC) introduced the concept of urban service areas in the first Dane County Land Use Plan in 1973. Urban service areas are those areas in and around existing communities which are most suitable for urban development and capable of being provided with a full range of urban services. (Urban services are those additional public services normally provided or needed in urban areas, including public water supply and distribution systems, sanitary sewerage systems, higher levels of police and fire protection, solid waste collection, urban storm drainage systems, streets with curbs and gutters, street lighting, neighborhood facilities such as parks and schools, and urban transportation facilities such as sidewalks, taxi service and mass transit.)

The urban service area boundaries represent the outer limits of planned urban growth over the long-term planning period—at least 20 years—and include more than enough land to accommodate anticipated growth. Short-term staging boundaries are sometimes developed to indicate where urban development should occur and services be extended over the near-term future (up to 10 years), to assist in logical staging of growth and extension of services.

Regional plans also provide for Limited Service Areas—areas where only one or a few limited urban services, such as sanitary sewer service, is intended to be provided to special or unique areas (remote correctional facilities, sanitary landfills, etc.) or areas of existing development experiencing sewage disposal problems. These areas are not intended to receive a full range of urban services or additional urban development.

How Are Urban Service Areas Developed?

The RPC works with the local community to develop an urban service area boundary which can be included in both local and regional plans. Twenty-five urban service areas and a number of limited service areas have been designated and adopted in Dane County. The approach involves:

- determining the amount of vacant land needed for urban development, consistent with population and growth forecasts and density standards. This information provides the basis for outlining an urban service area which contains enough vacant land to flexibly accommodate anticipated urban growth, yet is compact enough to result in orderly, staged development.
- locating potential urban service area boundaries, such as natural or constructed barriers to development, drainage area boundaries or other logical service boundaries
- protecting areas unsuitable for development, such as wetlands, floodplains, steep slopes, etc.
- Short-term staging boundaries are encouraged to indicate where urban development should occur and services be extended over the near-term future (5-10 years), to assist in logical staging of growth and extension of services.
- Short-term staging boundaries are required for large (over 100 acres of developable land) expansions of urban service areas.
- A “flexibility margin” of up to 100% of the incremental growth area is allowed to provide greater flexibility for the smaller outer urban service areas.

How Are Urban Service Areas Used?

Local municipalities and the RPC use urban service areas to plan the location of urban developments showing where urban services will be provided.

RPC and DNR approve sewer extensions and sewage treatment facilities based on USA boundaries.

USAs are included in areawide plans so that local, regional and state agency decisions can be consistent and achieve desired growth and development patterns.

How Are Urban Service Areas Changed?

Urban service areas are changed in response to:

- (a) changes in population or land use forecasts
- (b) evidence of actual growth and development occurring much faster than forecast
- (c) adjustments or changes in the specific location or direction of growth and development
- (d) changes resulting from a community plan update or revision.

The process of change involves these steps:

- (1) the request for the proposed change must be sponsored by or initiated by the local governmental unit or the RPC (changes requested by individuals or private parties must be channeled through the local unit of government). The request must be accompanied by a plan or description of: (a) the specific land use or proposed development for the area; (b) any environmental corridor or other areas intended to be protected or excluded from development; and (c) a plan and statement of intent to provide the needed urban services to the area. The specific information which must be submitted is described in the Planning Submittal Requirement for Urban Service Area Amendments, available from the RPC.
- (2) the RPC staff consults with affected governmental units to obtain information related to the need and impacts of the proposed change, and to identify any unresolved issues or controversies
- (3) the RPC staff prepares an analysis of the proposed change
- (4) the Regional Planning Commission holds a public hearing on the proposed change
- (5) the Dane County Regional Planning Commission acts on the proposed change
- (6) the RPC action is forwarded to any other agency which needs to approve of changes for specific purposes (the County Board for Farmland Preservation Plan changes, DNR for Water Quality Plan changes, etc.)

In general, the proposed changes must be consistent with the process and criteria for delineation of urban service area boundaries:

- the change must be consistent with adopted forecasts and density standards and not exceed the maximum size allowed by these standards (a “trade” may be made to accommodate USA additions which would otherwise exceed the maximum size, by removing an equivalent amount of vacant developable land from the urban service area to compensate for the addition). Short-term staging boundaries are required for large urban service area changes.
- areas unsuitable for development (environmental corridors) must be identified and excluded from development (see the Environmental Corridors Fact Sheet, available from the RPC, for more information)
- the change should generally be consistent and supportive of adopted plan policies and objectives. Any important adverse impacts of the proposed change should be addressed and mitigated to the extent possible.

For more specific questions or information, contact the RPC office.



Dane County Regional Planning Commission
30 West Mifflin Street, Suite 402
Madison, Wisconsin 53703
(608) 266-4137

Appendix C

Environmental Corridors

Environmental corridors are continuous systems of open space in urban and urbanizing areas, that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. They are based mainly on drainage ways and stream channels, floodplains, wetlands, steep slopes, and other resource features, and are part of a countywide system of continuous open space corridors.



FUNCTION	RESOURCE FEATURES							
	Lakes, Ponds, & Streams	Wetlands	Floodplains	Steep Slopes	Woodlands	Parks	Unique Vegetation or Geology	Problem Soils
Protect Water Resources, Drainage & Hydrologic Functions	▲	▲	▲	▲	△			△
Provide Pollution Control		▲	△	▲	▲	△	△	
Protect Public Health, Safety & Property	▲	△	▲	▲				▲
Provide Outdoor Recreation & Education Opportunities	▲	△	△	△		△	▲	△
Provide Wildlife Habitat	▲	▲	△	△		▲	△	△
Enhance Scenic Beauty & Shape Urban Form	▲	△	▲	▲	▲	▲	▲	

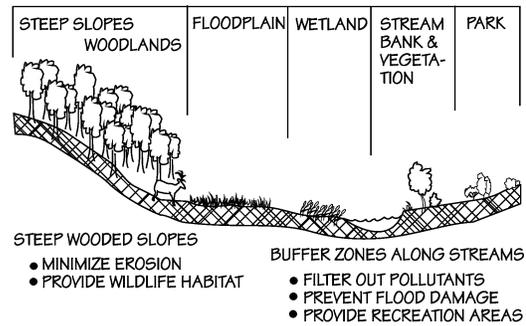
▲ Primary Function △ Secondary or Supplemental Function

How Are Environmental Corridors Mapped and Used?

Environmental corridors have been mapped for all urban service areas in the county. The RPC staff works with the local unit of government to delineate the corridors, based on available

information and mapping of environmental resources and open space lands (water bodies and drainageways, floodplains, wetlands, steep slopes, woodlands, areas of unique vegetation or geology, existing and proposed parks, etc.).

The objective is to delineate, in local *and* regional plans, those lands and resources which perform important environmental functions (see illustration) and need to be protected from development and urbanization. Including the corridors in community plans helps the local government to protect lands needed for drainage and recreation; avoid problems from development on steep slopes, poor soils or flood-prone areas; protect water resources and avoid pollution; and enhance scenic beauty and wildlife habitat.



The schematic diagram depicts the resource elements one finds in a typical environmental corridor. Often one or more elements are found in the same locality, such as woodlands and steep slopes.

Once delineated and adopted, the corridors are used by local governments, and by the RPC and state and federal agencies in making decisions on the location of urban development and major facilities. The corridors are also used as a basis or starting point for open space and recreation planning and acquisition. An important use of the corridors is in RPC/DNR review of sewer extensions and sewer service areas, to direct urban development to areas outside the corridors.

Major Changes. Major changes have the potential for significant impacts on water quality, and require RPC and DNR approval. The review and decision process for a proposed major corridor change requires a public hearing and generally takes a minimum of three months.

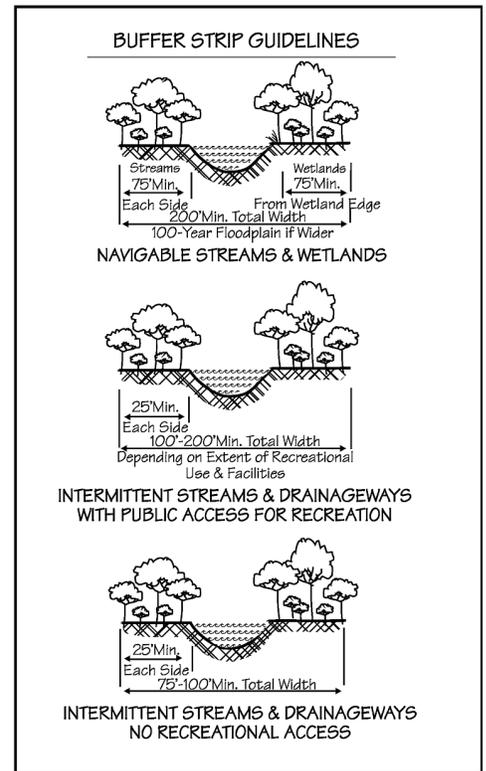
Major changes include:

- 1) Removing any mapped wetland area unless exempted by state administrative rules or state-approved rezoning.
- 2) Any change that would remove any area below the ordinary high water mark of a stream, pond or lake.
- 3) Any change resulting in the elimination or interruption in the continuity of any corridor segment which includes floodplains, wetlands, shoreland buffer strips or steep slopes adjacent to water bodies (defined as slopes over 12% where the base of slope does not have at least 75 feet of vegetated buffer strip between the base of slope and the ordinary high water mark of perennial streams, ponds and lakes).
- 4) Any change reducing the width of vegetated shoreland buffer strips along streams, wetlands, and drainageways below minimum guidelines (see illustration).

Minor Changes. Minor changes generally do not have the potential for significant impacts on water quality, and do not require RPC approval. The RPC should be notified of the official local action (resolution, plat or development plan approval, etc.) changing the corridors.

Minor changes include:

- 1) Changes resulting from DNR-approved changes in floodplain or wetland delineations, or DNR-approved rezoning.
- 2) Relocation or shortening of a corridor based solely on intermittent streams and drainageways, or adjustment of the buffer strip width within the guidelines (see illustration).
- 3) Addition to or removal from the corridors of public or private lands which do not include water bodies, floodplains, wetlands, minimum buffer strips or steep slopes adjacent to water bodies.
- 4) Changes resulting from utility or roadway maintenance or construction which meet the criteria set forth in NR 117. (It is not the intent of the environmental corridors to prevent or obstruct necessary maintenance, expansion or construction of transportation or utility facilities intended to serve areas outside of the corridors, needed to maintain or improve continuity of those systems, or designed to serve compatible uses in the corridors, such as park shelters or facilities. Facilities intended to serve new sewer residential, commercial or industrial development in the corridors are not permitted.)



For more specific questions contact:



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 Planning Commission
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Making Changes to Corridors

Changes to the environmental corridors are classified into two categories: a) **major changes** to the corridors that require approval by the Regional Planning Commission (RPC) and Department of Natural Resources (DNR) before these changes would be effective for the purpose of reviewing sanitary sewer extensions; and b) **minor changes** that do not require prior approval by the RPC or the DNR.

Any change to an environmental corridor, whether major or minor, should be initiated or sponsored by the affected local units of government (city, village, town), or by the Regional Planning Commission in consultation with affected local units of government. It is expected that all changes, major or minor, would be initiated by formal action by the municipality—by resolution, or approval of a plat or development plan.