

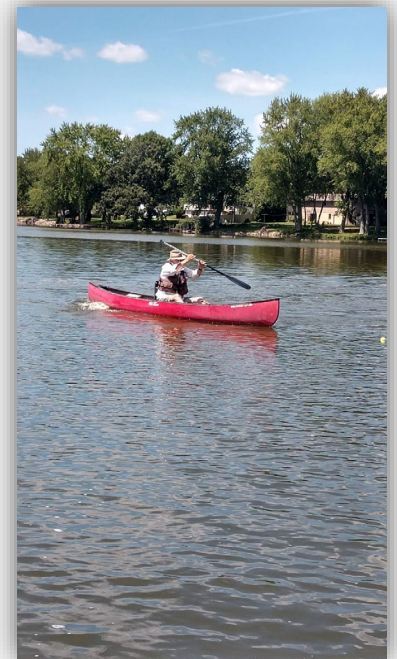
Village of Marshall Comprehensive Plan



Volume 1: Conditions and Issues

Adopted by the Village Board: January 18, 2023

Recommended by the Plan Commission: January 18, 2023



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Adoption and Amendment History

Adopted: January 18, 2023; Village Board Ord. 2023-01 (following Plan Commission recommendation via Commission Res. 2023-01)

Amended:



Chapter 1 Introduction

A Brief History of Marshall's Growth

The area that the Village of Marshall now occupies was originally part of the Kickapoo, then Ho-Chunk tribal territories. In the early 1830s, the Ho-Chunk nation forcibly ceded the majority of its Dane County lands to the U.S. government.

The first European settlers arrived in the Marshall area in the late 1830s, attracted by the rich, fertile soil able to support early agricultural operations. A plank road and later a railroad were constructed to connect the growing farming community to regional markets. As the settlement grew, it tried on a series of names inspired by influential early settlers before finally adopting the name Marshall in 1861. Following a period of post-Civil War growth, Marshall's population totaled 467 when it incorporated as a village in 1905.

The Village's population remained steady in the early part of the 20th century until another period of growth occurred in the 1960s and 70s. Key non-residential developments during this period included Riley-Deppe Park and the Evergreen Mall shopping center. The 1980s were marked by a slower pace of growth but also the creation of Charles Langer Family Park.

Population growth picked up once again in the 1990s, driven by several annexations and residential developments, including single-, two-, and multi-family housing and senior assisted living. The Little Amerricka Amusement Park opened in 1991.

After experiencing an almost 50 percent increase in population from 1990 to 2000, Marshall's growth has greatly slowed in recent decades. Since 2010, population has even decreased somewhat. This has coincided with comparatively little residential development, particularly influenced by the Great Recession of the late 2000s and its long after-effects on Marshall and many satellite municipalities like it.

Reason for Planning and for this Volume

The Village prepared its first comprehensive plan (then called its master plan) in 2002, bringing Marshall into alignment with Section 66.1001 of Wisconsin Statutes, also known as the State's comprehensive planning law. This initial plan featured future land use, growth phasing, transportation, and parks and recreation system maps and policies to be used in the Village's zoning and other growth decisions. Some aspects of the plan were adjusted via a 2011 update. However, most of the Village's most recent comprehensive plan—before adoption of

this new one—dated back to 2002. As described in several chapters of this Volume, the Village has also prepared other plans over this period, many covering particular geographic or topical areas such as the Main Street corridor or park system.

The 2023 *Comprehensive Plan* completely reexamines the maps and policies presented in the 2002/2011 plan, refers heavily to other Village plans, and presents updated goals and strategies based on current conditions and information. The updated *Plan* is intended to help the Village accommodate steady growth while maintaining its small-town character, protect and enhance its natural resources and amenities, and provide an adequate level of services to its residents.

To help implement its plans, the Village’s adopted land development-related ordinances include zoning, subdivision, floodplain, shoreland-wetland, wellhead protection, building, erosion control and stormwater management, and fair housing ordinances. These ordinances have been amended over time to respond to changing trends in development and in local attitudes and may require some further amendments to help implement this *Comprehensive Plan*.

Conditions and Issues

Before focusing on Marshall’s future, it is important first to understand its current conditions and trends. An exploration of existing conditions can help identify and take advantage of Marshall’s assets and opportunities. It can also help prevent substandard planning and development, environmental



damage, and poorly designed or located roads, utilities, and services.

This is the first of two volumes of Marshall’s *Comprehensive Plan*. Volume 1: Conditions and Issues contains background information supporting Volume 2: Vision and Directions – a separate volume prepared later in the process which identifies policies and initiatives. Therefore, this Volume 1 contains no policies or recommended future action, but instead provides the building blocks for these.

Location and Planning Context

The Village of Marshall is located in the northeast corner of Dane County, about 10 miles northeast of Madison, six miles east of Sun Prairie, and seven miles north of the Village of Deerfield. Surrounded by the Town of Medina, Marshall’s closest incorporated neighbor is the City of Waterloo two miles east in Jefferson County. Importantly, Marshall is roughly

four miles north of Interstate 94, where it intersects with State Highway 73. With respect to key Midwest destinations and markets, Marshall is 65 miles west of Milwaukee, 140 miles northwest of Chicago, and 275 miles southeast of Minneapolis.

Growth and development in the greater Madison region have outpaced most other metropolitan areas in Wisconsin. A strong regional economy and higher educational opportunities have spurred much of this growth. Population, employment, and development are forecast to continue growing, with an additional 200,000 residents projected in Dane County by 2050. Despite a slight population decline in recent years, Marshall is positioned to accommodate at least some of this growth due to its access, available land, relative affordability, and small-town environment.

This *Comprehensive Plan* addresses a variety of environmental, economic, and social factors and through its Volume 2 provides recommendations for areas both within the Village of Marshall's corporate limits and beyond. Map 1 shows the relationship of Marshall to surrounding jurisdictions in the region and key features like Interstate 94 and water bodies. The Village is entirely within the Marshall School District, which also serves portions of the Towns of Medina, Deerfield, Sun Prairie, and York.












Map 1 shows the following three boundaries that are current as of July 2022, important for future growth, and subject to change over time:






- **Marshall's municipal boundary**, which may change because of annexations and intergovernmental boundary agreements, where executed. Under State law, annexations are a property owner driven process to geographically expand a village or city and are almost always followed by extension of municipal utilities and development.
- The **Marshall Urban Service Area (USA)**, which is the area where Marshall can legally extend sanitary sewer lines under state and federal water quality law. The process to expand the USA is managed by the Capital Area Regional Planning Commission, who may advise USA expansions to the Wisconsin Department of Natural Resources. In some places, the current USA extends beyond the current Village limits and in other places—notably at the Village's east end—developable lands in the Village are not yet in the USA.
- The Village's **extraterritorial jurisdiction (ETJ)**, which extends 1.5 miles from the Village limits except where intersecting with Waterloo's ETJ and/or by intergovernmental agreement (none presently). Within its ETJ, the Village has certain unilateral authorities under State statutes, including the ability to plan and to review land division proposals. With cooperation from the affected town, a village may also administer extraterritorial zoning within all or part of its ETJ, though Marshall currently has no such arrangement.

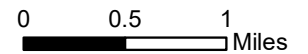
**Map 1
JURISDICTIONAL
BOUNDARIES**

Legend

Municipalities

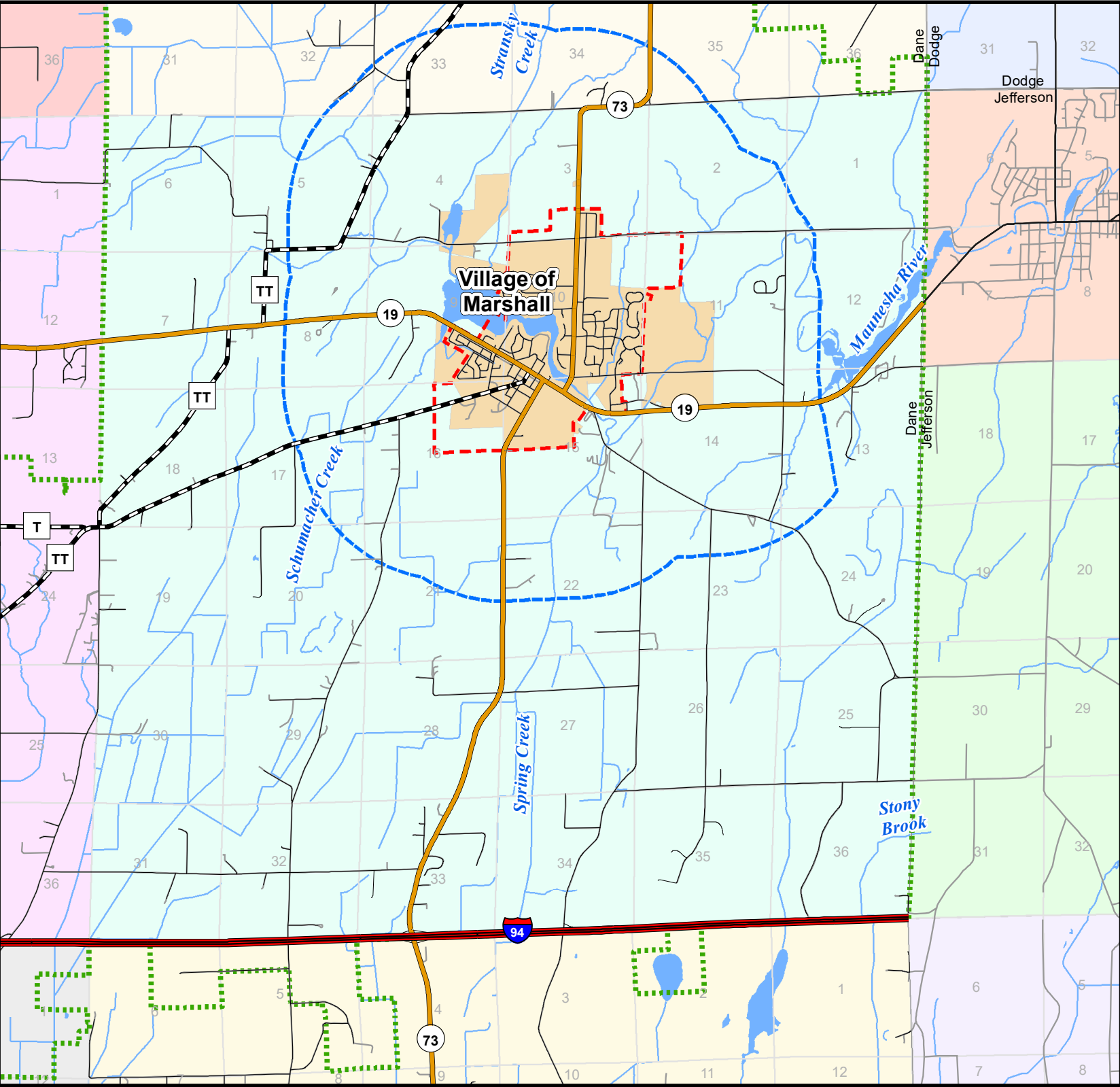
-  Village of Marshall
-  City of Waterloo
-  Town of Bristol
-  Town of Cottage Grove
-  Town of Deerfield
-  Town of Lake Mills
-  Town of Medina
-  Town of Portland
-  Town of Sun Prairie
-  Town of Waterloo
-  Town of York

-  Marshall Urban Service Area
-  Marshall Extraterritorial Jurisdiction
-  Marshall School District Boundary
-  Government Sections with Numbers
-  Surface Water



Date: 7/19/2022

Data Sources: Village of Marshall, Dane County LIQ, WI DNR, Capital Area Regional Planning Commission





Chapter 2 Demographics & Trends

This chapter provides demographic trends and forecasts for population, households, and employment. An understanding of the changes taking place in the Village of Marshall helped guide policies in the Vision and Directions volume.



Key Takeaways

- During the 2010s, Marshall’s population appeared to decrease slightly. In contrast, Cottage Grove, Sun Prairie, and other similar communities grew rapidly.
- Marshall’s population may be rebounding. The State Department of Administration estimates a January 1, 2022, population of 3,909, a 122 person increase since the 2020 Census.
- While its population remains predominantly white, the Village is becoming more racially and ethnically diverse. Marshall had a 2020 Hispanic/Latino population of about 550 people, making up nearly 15 percent of its residents.
- The Capital Area Regional Planning Commission projects a Village population of 5,372 residents by the year 2050 – an increase of about 1,585 residents from 2020.
- Marshall has lower educational attainment and higher poverty rates than Dane County and the State. In 2020, an estimated 17 percent of Marshall’s residents were living below the poverty line.

Population Trends

According to the decennial U.S. Census, the Village of Marshall increased from 3,432 residents in 2000 to 3,862 residents in 2010—a 12.5 percent increase. Between 2010 and 2020, Marshall’s population decreased slightly to 3,787.

Figure 2-1 compares Marshall’s population change with that of other units of government. Since 2010, Marshall’s population decline has been reflected by that of the surrounding Town of

Medina. During this period, other nearby communities of similar size and character in the area, like Waterloo and Deerfield, experienced modest population growth. Larger communities closer to Madison, like Cottage Grove and Sun Prairie, grew more rapidly, even exceeding Dane County’s overall growth rate of 15 percent. This has been a common pattern throughout Dane County—first ring suburban communities with high growth rates that do not extend too far beyond them.

Figure 2-1: Population Trends, 1980-2020

	1980	1990	2000	2010	2020	Population Change 2010-2020	Percent Change 2010-2020
Village of Marshall	2,363	2,329	3,432	3,862	3,787	-75	-1.9%
City of Sun Prairie	12,931	15,333	20,369	29,364	35,967	+6,603	+22.5%
City of Waterloo	2,393	2,712	3,259	3,333	3,492	+159	+4.8%
Village of Deerfield	1,466	1,617	1,971	2,319	2,507	+188	+8.1%
Village of Cottage Grove	888	1,131	4,059	6,192	7,303	+1,111	+17.9%
Town of Medina	1,019	1,124	1,235	1,376	1,344	-32	-2.3%
Dane County	323,545	367,085	426,526	488,073	561,504	+73,431	+15.0%
Wisconsin	4,705,767	4,891,769	5,363,675	5,686,986	5,893,718	+206,732	+3.6%

Source: U.S. Census Bureau

Age Profile

Figure 2-2 shows trends in Marshall’s age and gender distribution from 2010 to 2020 and compares these trends with Dane County and Wisconsin. Median age in Marshall in 2000 was 32.5 years old; by 2010, median age had increased to 35.1 years old. Since 2010, Marshall’s median age has remained relatively stable, climbing more slowly than the State and county median age. The Village’s 2020 median age is similar to that of the County and younger than that of the State’s. With prolonged life expectancy and a trend toward declining birth rates, however, the median age may rise in the future unless the Village has a significant amount of new residential development and/or housing turnover.

Compared to the County and State, the Village has a higher percentage of residents in the younger age groups (0-18 years old). The proportion of residents aged 65 and older is lower in Marshall than in the County or State and has declined since 2010, despite state and countywide trends toward a larger 65+ population. This, combined with the stable median age, suggests some churn of new families into Marshall but also a number of residents in their 50s.

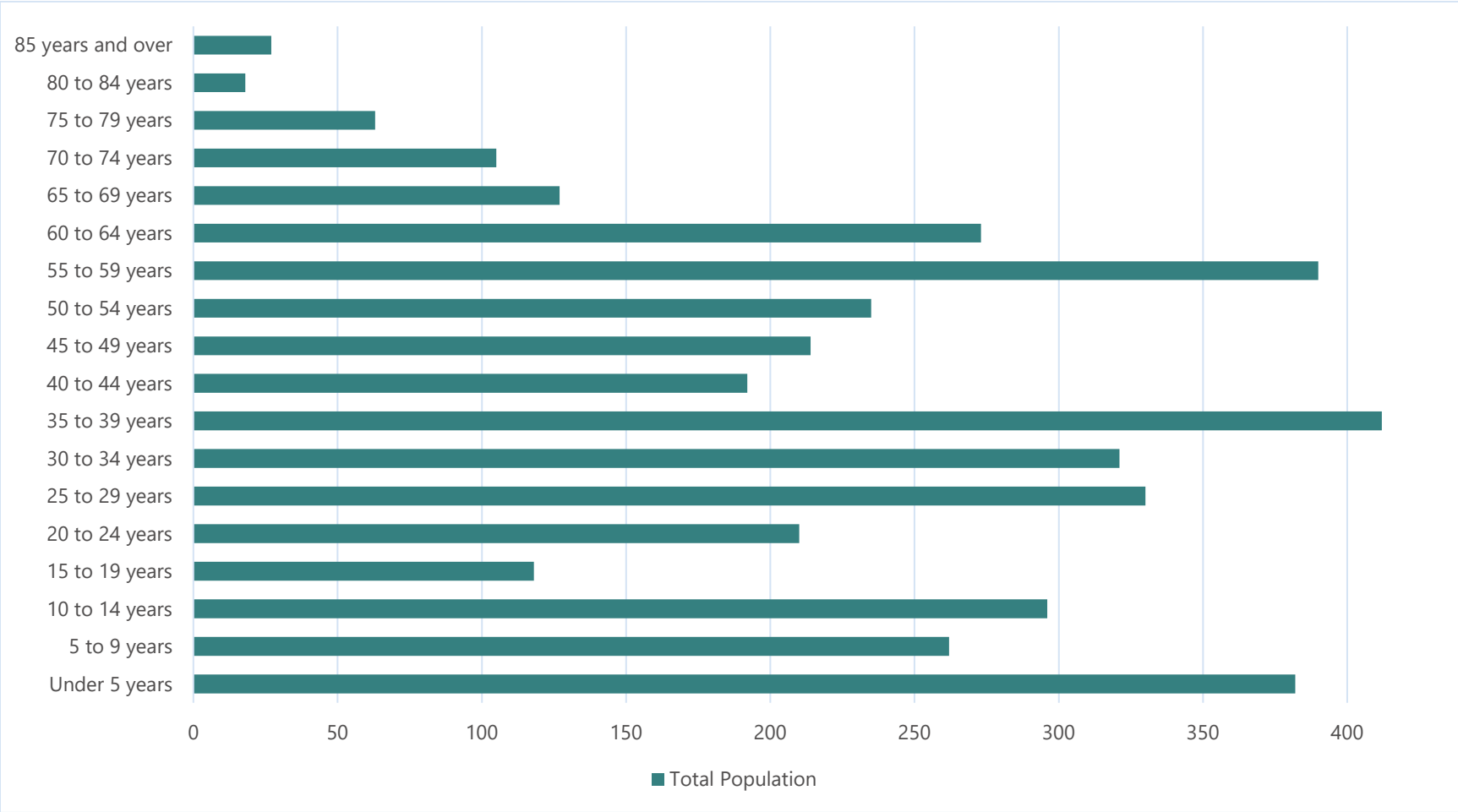
Figure 2-3 shows Marshall’s population by age group. The largest age groups in the Village in 2020 were children under 5 and adults aged 35-39 and 55-59 years old. The “Millennial” generation (born 1981 to 1996) is the largest population group overall, with the next largest group being the “Baby Boomers” (born 1946 to 1964).

Figure 2-2: Age and Sex Profile, 2010 - 2020

	Village of Marshall		Dane County		State of Wisconsin	
	2010	2020	2010	2020	2010	2020
Median age	35.1	35.7	34.3	35.2	38.1	39.6
Percent under 18	25.5%	25.2%	21.8%	20.4%	23.8%	21.9%
Percent 65 and over	10.3%	8.6%	10.0%	13.7%	13.4%	16.9%
Percent female	51.0%	51.3%	50.5%	50.3%	50.4%	50.2%
Percent male	49.0%	48.7%	49.5%	49.7%	49.6%	49.8%

Source: U.S. Census Bureau, 2010 and 2020 American Community Survey 5-Year Estimates

Figure 2-3: Population by Age Group, Village of Marshall, 2020



Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates

Race and Ethnicity

While its population is still predominantly white, the Village is clearly becoming more racially and ethnically diverse. Marshall had a 2020 Hispanic/Latino population of about 550 people, making up 14.6 percent of the population compared to 11.1 percent in 2010. This is about twice the percentage of Hispanic or Latino residents at the County and State levels in 2020.

The Village's 2020 Black or African American population was about 118, an increase of 70 individuals since 2010. The number of people of two or more races also more than doubled during this time from 65 to 170. Marshall's American Indian and Asian populations also increased slightly from 2010 to 2020.

Population Projections

The Capital Area Regional Planning Commission (CARPC) projects that Marshall's population will grow steadily over the

next two to three decades. The projections in Figure 2-4 suggest a Village population of 5,372 residents by the year 2050—an increase of about 1,585 residents from 2020. CARPC generated these projections for interim use in long-range planning before the Wisconsin Department of Administration prepares its next round of official projections. CARPC's projections allocate housing and population based on a linear trend from 1980 to the present. Totals are controlled at the County level.

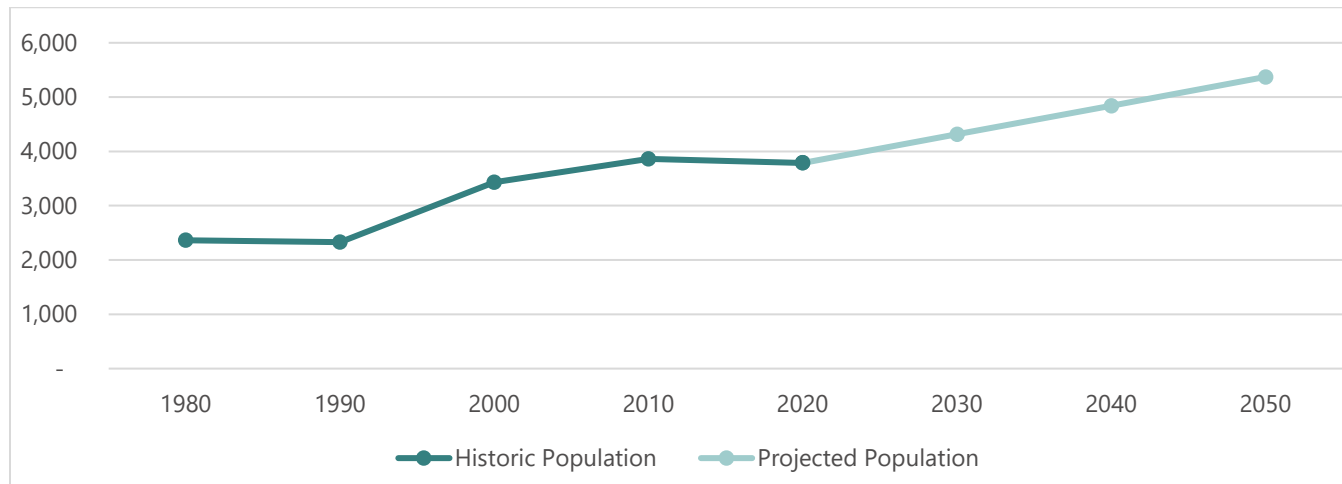
The Village's actual future population will depend on a variety of factors. These include the strength of the local and regional housing market, attitudes and policies about growth, intergovernmental agreements, local and regional job growth, landowner interest in development, utility availability and cost, and environmental suitability in Marshall's growth area. Opportunities and challenges are present within all of these factors and will be addressed later in this volume and in Volume 2.

Figure 2-4: Race and Ethnicity, 2020

	Village of Marshall	Dane County	State of Wisconsin
American Indian and Alaska Native alone	0.5%	0.2%	0.8%
Asian alone	1.4%	6.3%	3.0%
Black or African American alone	3.1%	5.3%	6.2%
Hispanic or Latino (any race)	14.6%	7.5%	7.6%
Native Hawaiian and other Pacific Islander alone	0.1%	0.0%	0.0%
Some other race alone	0.4%	0.4%	0.3%
Two or more races	4.5%	4.3%	3.5%
White alone	75.4%	76.0%	78.6%

Source: U.S. Census Bureau, 2020 Decennial Census

Figure 2-5: Historic and Projected Population, Village of Marshall, 1980-2050



Sources: U.S. Census Bureau; Capital Area Regional Planning Commission

Education and Income Levels

According to the U.S. Census Bureau’s 2020 American Community Survey, more than 88 percent of the Village’s population age 25 and older had attained at least a high school level education. A college level education (bachelor’s degree or higher) had been attained by about 18 percent of the population. Statewide, 92.6 percent of adults have a high school level education and 30.8 percent of adults have a college-level degree. In Dane County, 96.2 percent of residents have completed high school or the equivalent, while 52.4 percent hold a college degree.

The level of educational attainment among Marshall residents is therefore lower than the averages for Dane County and the State. This suggests there is potential for expanding workforce education in the community, increasing area jobs that require a college education, and/or encouraging higher education among Marshall School District students. The increasing cost of higher education may be a significant impediment for some Village residents. Figure 2-6 indicates educational attainment.

Figure 2-6: Educational Attainment for Population Age 25 and Over, 2020

Educational Attainment	Village of Marshall	Dane County	Wisconsin
Less than 9th Grade	3.4%	1.5%	2.5%
9th to 12th Grade, No Diploma	8.0%	2.3%	4.9%
High School Graduate	33.9%	17.3%	30.3%
Some College, No Degree	20.7%	16.7%	20.5%
Associate degree	15.8%	9.8%	11.0%
Bachelor's Degree	14.4%	31.3%	20.3%
Graduate or Professional Degree	3.9%	21.1%	10.5%

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates

Marshall's median household income of \$67,500 in 2020 was lower than the County median (\$75,179), but higher than the State median (\$63,293). Marshall's 2020 median income represents an increase of about \$3,858 from \$63,642 in 2010 (adjusted for inflation). Dane County had a similar increase during this period (\$3,130), while State median income only increased by about \$1,864.

Marshall has a larger percentage of its population living below the poverty level than Dane County or Wisconsin as a whole. In 2020, an estimated 17 percent of Marshall's population was living below the poverty line, compared to 11 percent of both the State and County population. According to the U.S. Census Bureau, poverty in Marshall has increased about 7 percent since 2012. Unemployment in the Village is about 4.7 percent; this relatively low unemployment rate suggests that many Marshall residents are employed in lower wage jobs.

In 2020, about half of Marshall's households (48.7 percent) earned between \$50,000 and \$99,000 annually. While just 4.5 percent of Marshall households reported an annual income of more than \$150,000 in 2020, 21.6 percent reported earning less than \$35,000.

Although this suggests a degree of income inequality, incomes in Marshall have generally increased since 2010. In the last 10 years, the proportion of households earning less than \$35,000 has decreased slightly, while a much greater proportion (11.8 percent more) of households are earning \$75,000 to \$100,000 per year. The number of households earning \$100,000 or more has grown 7 percent since 2010.



Chapter 3 Agricultural, Natural, & Cultural Resources

This chapter features background information about the resource base within the Marshall area, including farmland, natural resources, and historic and cultural sites. These provide the physical, social, and economic background that reflects the beginnings of Marshall and much of its current character.



Key Takeaways

- The Marshall Millpond is an important recreational and aesthetic resource. It is managed for fishing and swimming.
- Lands at and beyond the western edge of the Village are punctuated by large areas of wetland and floodplain, which also occur along the Maunasha River and creeks in the area.
- Local groundwater is generally of good quality, with water quality issues in some areas due to the impacts of certain land use activities like farming.
- Farming is important in the greater Marshall area. Prime farmland makes up about half of the soil within ½ mile of the Village limits.

Agriculture












Farming and agricultural activities played an important role in Marshall's settlement and roadway connections. The area's rich, fertile soil supported many successful farming and dairy operations, including the production of wheat, oats, barley, and corn. Prime farmland still surrounds the Village today, and agriculture remains an important part of the local economy. Current agricultural activities outside of the Village limits include beef, dairy, corn, soybeans, fruit and vegetable crops, and nursery and tree production.

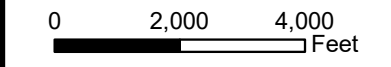
Agriculture is the predominant land use and business activity in the surrounding Town of Medina, with most of the tillable land currently allocated to cash crop production and dairy or beef cattle operations. The Town has adopted the Dane County farmland preservation zoning districts and established a significant planned farmland preservation area as a means of preserving agricultural lands and rural character while still providing opportunities for non-farm development. Within its planned farmland preservation area, the Town and County limit new housing development to a maximum density of one dwelling unit per 35 acres and also allow the transfer of this density among farms in the Town.



**Map 2
NATURAL
RESOURCES**

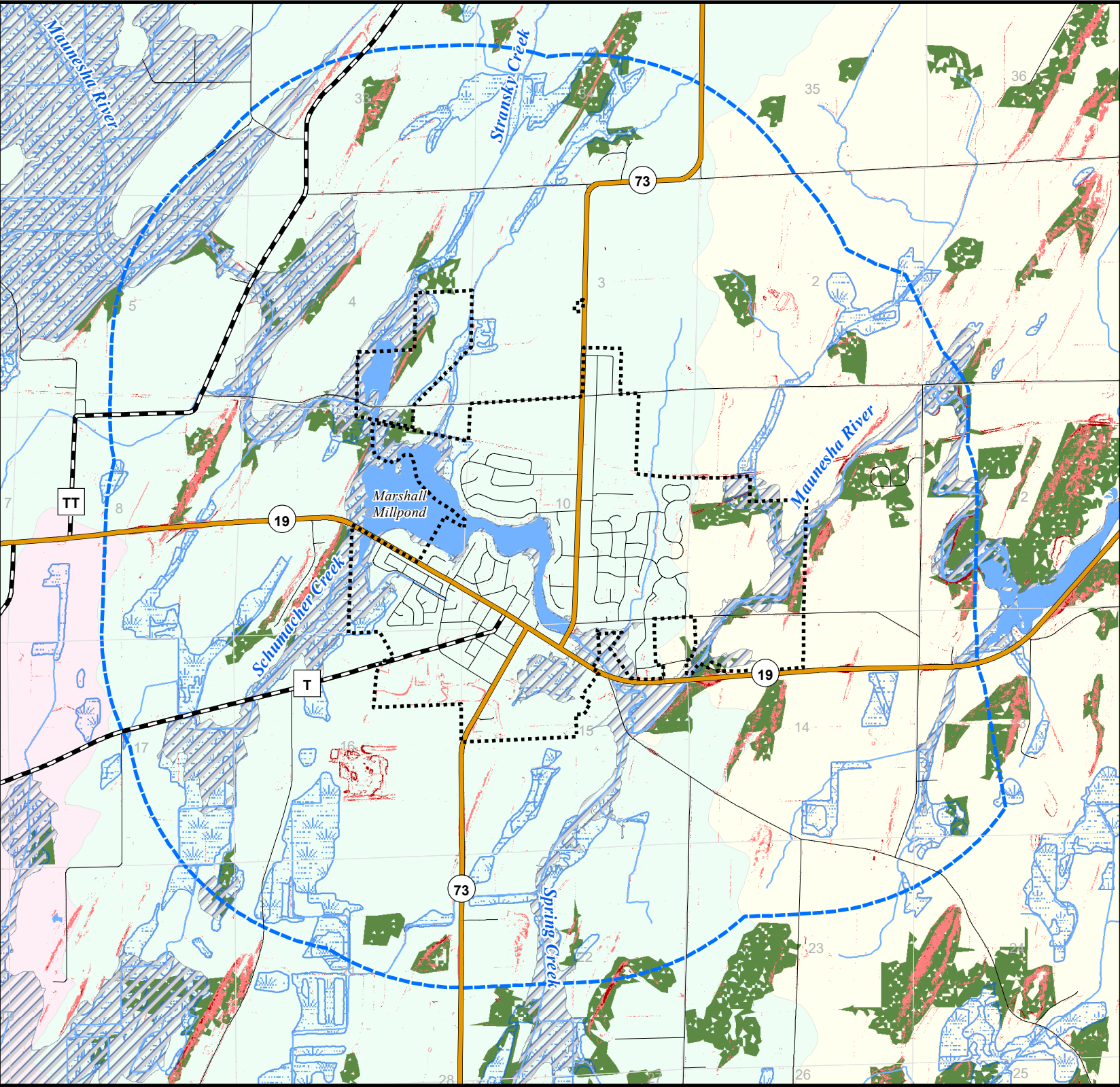
Legend

-  Municipal Boundaries
 -  Marshall Extraterritorial Jurisdiction
 -  Surface Water
 -  FEMA Floodplain (100-year)
 -  DNR Wetland
 -  Woodlands > 5 Acres
- Steep Slopes**
-  12 - 20%
 -  > 20%
- Watersheds**
-  Deansville Marsh-Maunesha
 -  Maunesha River
 -  Mud Lake-Koshkonong



Date: 7/19/2022

Data Sources: Village of Marshall, Dane County LIO, WI DNR, Capital Area Regional Planning Commission, FEMA



Natural Resources

Because natural resource features do not follow political boundaries, it is important to consider their patterns and interrelationships on a broader scale. Maintenance of natural features in the Marshall area is important for community appearance and recreation opportunities as well as for the functions they perform for natural communities.

Of particular interest are features such as surface waters, floodplains, wetlands, steep slopes, and woodlands that form the basis for the **Environmental Corridors, Stewardship Areas**, and **Protection Areas** mapped by the Capital Area Regional Planning Commission (CARPC). These designations are described in the sidebars contained in this chapter and displayed in Map 3.

Landforms and Topography

The physiography and topography in the Village of Marshall and its surrounding area is representative of the glaciated eastern portion of Dane County. The Marshall area is dominated by elongated glacial drumlins created from till, arranged in the direction of the flow of glacial ice, from northeast to southwest. Surface elevations within the Village range from around 834 feet along the Maunsha River to 926 feet northeast of Converse Avenue near the Village's northern edge.

Environmental Corridors

Environmental Corridors are continuous systems of open space in urban and urbanizing areas. These corridors include environmentally sensitive lands, natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. As mapped by CARPC, Environmental Corridors at time of writing included:

- Surface waters and their undeveloped shoreland areas (generally 75 feet)
- Wetlands, including a 75-foot buffer
- Intermittent streams and drainageways (100+ foot width)
- Floodplains
- Slopes greater than 12 percent adjacent to a floodplain, wetland, or water body
- Woodlands and areas of unique vegetation or geology, especially where adjacent to a water body
- Existing and proposed parks, greenways, and conservancy and stormwater management areas

Environmental Corridors have been mapped for all urban and limited service areas in Dane County (Map 3). CARPC staff works with local governments to delineate the corridors, which are then used to decide where to locate urban development and major facilities.

Protection and Stewardship Areas

As a planning tool, potential future Environmental Corridors have been identified outside of existing urban service areas.

The **Protection Areas** shown on Map 3 will be required to be mapped as Environmental Corridors if and when those areas are added to the Urban Service Area.

Stewardship Areas are advisory areas to consider for inclusion from a stewardship/planning standpoint to enhance the environmental corridor functions and include potentially restorable wetlands and the 0.2 percent annual chance floodplain. The Stewardship Areas shown on Map 3 include additional lands and resources that should be considered for placement in Environmental Corridors as urban development expands.

Encouraging the placement of Stewardship Areas into Environmental Corridors is a key development strategy for achieving the conservation goals established in the [2050 Regional Development Framework](#).

Soils and Geology

The Village of Marshall is located within three different Land Type Associations of Wisconsin. The western half of the Village is within the *Dane-Jefferson Drumlins & Lakes Land Type Association*. This soil association is characterized as undulating complex of till plains with drumlins, outwash plains, lake plains, and muck deposits common. Soils are predominantly well drained silt and loam over calcareous sandy loam till, loamy lacustrine, or gravelly sandy outwash.

The northcentral portion of the Village is within the *Bristol Till Plain Land Type Association*. These soils are characterized as undulating till plain with low drumlins and scattered wetlands and bedrock knolls. Soils are predominantly well drained over calcareous sandy loam till.

The southeastern corner of the Village is within the *Beaver Dam Drumlins Land Type Association*. This soil association is characterized as rolling till plain with drumlins and scattered muck deposits. Soils are predominantly well drained silt over calcareous sandy loam till.

According to the Natural Resource Conservation Service (NRCS) Soil Survey of Dane County, the soils in the Village are of two major types. The *Dodge-St. Charles-McHenry association* is found in upland portions of the Village. This soil association is characterized as sloping or gently sloping with depression and drainageways. These are well-drained and moderately well-drained deep silt loams underlain by sandy loam glacial

till. Wind and water erosion may be a problem with these soils. On slopes with a 6 to 12 percent grade, these soils pose moderate limitations to development. On 12 to 20 percent slopes, these soils pose severe limitations to development due to high erodibility. As shown on Map 2, there are few such sloped areas in and around the Village.

The *Batavia-Houghton-Dresden* association is found mainly along lakes and streams within the Village. These soils are characterized by both well-drained and poorly-drained, deep and moderately silt loams and mucks underlain by silt, sand, and gravel. The soils were formed by outwash material near streams or adjacent to glacial moraines. These soils have severe limitations to development due to high compressibility, low bearing capacity, seasonal high water table, and occasional flooding. Development should be restricted or at least carefully evaluated in these areas.

There are eight **hydric soils** within the Village: Alluvial, Colwood, Elvers, Houghton, Orion, Otter, Palms, and Sable soils. Hydric soils are good indicators of existing and former (drained) wetlands. Hydric soils are mainly located along surface waters within and surrounding the Village. Hydric soils are included in the Stewardship Area boundaries shown on Map 3.

According to the [Soil Survey geographic data](#) for Dane County developed by the NRCS, the St. Charles, Virgil, Plano, Troxel, and Radford soils are not hydric, but they do have a seasonal

(April to June) zone of water saturation within five feet of the ground surface. Some of these soils are classified as somewhat poorly drained, which can pose a limitation for buildings with basements. These soils are located throughout the Village and the surrounding area, including in the potential growth areas identified in Chapter 4, Land Use.

The USDA defines **prime farmland** as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses. Soils identified as prime farmland comprise over half of the area within the Village and just under half of the area within the Village's ETJ. These soils include the Dodge, St. Charles, Virgil, McHenry, Ringwood, Troxel, Plano, and Kidder soils.

The subsurface geology of the area consists of Cambrian sandstone and dolomite (magnesium-rich limestone and shale) deposited more than 600 million years ago. According to Wisconsin Geological and Natural History Survey (WGNHS) data, bedrock within most of the Village and beyond the current Village limits consists of dolomite and sandstone in the Prairie du Chien Group. Thickness is up to 145 feet in eastern Dane County. Sandstone bedrock in the Ancell Group is found in a small pocket in the southern portion of the Village as well as northwest and northeast of the current Village limits. Thickness is about 100 feet.

According to WGNHS data, the **depth to bedrock** in the Marshall area ranges from 0-115 feet, with the shallowest depths being in the southwest and northeast corners and the deepest depths being in the northwest portion of the Village.

As is common throughout much of the upper Midwest, **karst features** such as enlarged bedrock fractures are prevalent in the local dolomite uplands. Karst features such as vertical fractures and conduits provide primary pathways for groundwater movement and can dramatically increase groundwater susceptibility when present. The location of karst features is difficult to predict, and the thickness and type of the overlying soil greatly affects how much water drains into them. Where clay soils are thick, infiltration rates are likely to be very low. However, where bedrock fractures are near the surface infiltration rates can be very high. Based on the WGNHS karst potential data, karst features may be encountered within most of the Village at depths ranging from about 0 to 112 feet. Karst features may also be present directly north of the Village and in much of the area south of the Village at depths ranging from 0 to 143 feet.

Drainage Basins

The entire Village lies within the Mauneshia River / Deansville Marsh and Mauneshia River watersheds (see Map 2). For a description of these basins, see the "Surface Water" section below.

Groundwater

Groundwater is the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies nearly all of the water for domestic, commercial, and industrial uses in and around Marshall as well as the baseflow to our rivers and streams.

Groundwater is the sole source of the municipal water supply for the Village of Marshall. The local groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities.

In and near the County's rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil, thus it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater treatment (septic) systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, silage juice, and decaying plant debris. In Wisconsin, 90% of the groundwater nitrate contamination is estimated to have originated from agriculture, 9% from septic systems, and 1% from other sources.

A 2015 study, [Characterizing the sources of elevated groundwater nitrate in Dane County, Wisconsin](#), mapped the spatial interpolation of nitrate well water concentrations in Dane County. Levels in the Village of Marshall are generally 2 to 4 mg/L. However, nitrate levels in parts of the Town of Medina west of the Village are estimated to exceed the public health standard of 10 mg/L ([link to map](#)).

Surface Waters

Primary surface water bodies in the Marshall area include the Mauneshia River, its named tributaries (Stransky Creek, Schumacher Creek, and Spring Creek), and Marshall Millpond (Map 2). The Mauneshia River flows east through the Village. The Village municipal wastewater treatment plant discharges to the Mauneshia River, downstream of Spring Creek.

Mauneshia River

The [Mauneshia River](#) flows through the Village. This waterway drains parts of Columbia, Dane, Jefferson, and Dodge Counties, and empties into the Crawfish River in Dodge County. The 126 square mile watershed encompasses predominantly rural areas, with primarily agricultural land use. Much of the watershed in Dane County is ditched and drained wetland. The Mauneshia River supports a warm-water sport fishery and a cool-warm mainstem natural community. The river is dammed at Highway 73, forming the Marshall Millpond to its northwest.

Since 1998, the Mauneshia River has been on the State 303(d) list of impaired waters. Pollutants of concern are sediment/total suspended solids and total phosphorus, which have resulted in a degraded habitat and low dissolved oxygen. A Total Maximum Daily Load (TMDL) for phosphorus and sediment, associated with the greater Rock River TMDL project, was established in 2011. A monitoring location on Mauneshia River at the Highway 19 bridge ([Station ID 133311](#)) has been active since May 2021.

Tributaries to the Mauneshia River

According to the Wisconsin Department of Natural Resources (WDNR) the following tributaries are managed for fishing and swimming and are not currently impaired.

Stransky Creek

[Stransky Creek](#) is a short, intermittent stream that drains 3 acres of wet meadow surrounded by croplands. It empties into the Mauneshia River just north of the Marshall Millpond and is considered a cool-cold headwater. Groundwater modeling, using the 2016 Groundwater Flow Model for Dane County developed by the WGNHS, shows that baseflow in Stransky Creek, just upstream of the millpond, remained steady at about 0.9 cfs from pre-development conditions (no well pumping) to 2010.

Schumacher Creek

[Schumacher Creek](#) is a small tributary that originates in Section 30 of Medina Township and empties into the Marshall

Millpond. This creek drains 11 square miles of cropland and wetlands. It is extensively ditched upstream to keep the croplands drained. It supports a cool-cold headwater, cool-warm headwater natural community. Groundwater modeling, using the 2016 Groundwater Flow Model for Dane County developed by the WGNHS, shows that baseflow in Schumacher Creek at State Highway 19 decreased slightly from about 1.4 cfs during pre-development conditions (no well pumping) to 1.3 cfs in 2010.

Spring Creek

[Spring Creek](#) is a highly ditched creek originating in northern Deerfield Township and flowing north through Medina Township where it joins the Maunasha River below Marshall Millpond. This creek drains 6 square miles of agricultural and marsh lands in the drumlin lowlands of eastern Dane County. It supports a cool-cold headwater, cool-warm headwater natural community. Groundwater modeling, using the 2016 Groundwater Flow Model for Dane County developed by the WGNHS, shows that baseflow in Spring Creek at Boxelder Road has decreased slightly from about 5.4 cfs during pre-development conditions (no well pumping) to 5.3 cfs in 2010.

Marshall Millpond

The [Marshall Millpond](#) is a large, shallow impoundment of the Maunasha River. It is currently managed for fishing and swimming and is currently not considered impaired. This waterbody was last monitored in 2017 and is suspected to be

in poor general condition. That being said, it is considered an important recreational and aesthetic resource in Marshall.

Floodplains

The Federal Emergency Management Agency (FEMA) designates regulatory floodplain areas. These are areas that FEMA predicts will be inundated with floodwaters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). The State requires local regulation of development in floodplains. The Village administers federal floodplain management regulations through implementation of their Floodplain Zoning ordinance Title 13, Chapter 2 of its Code of Ordinances. Development is strongly discouraged in floodplains to avoid both on-site and up- and down-stream property damage. The [Dane County Water Quality Plan](#) managed by CARPC requires that the 100-year floodplain be designated as Environmental Corridor, where sewer development is prohibited.

Floodplain areas in Marshall, including areas with both 1 percent and 0.2 percent annual chance of flooding, are located along surface waters and wetlands. Map 2 shows the 1 percent annual chance or 100-year floodplain subject to FEMA regulations. FEMA's Flood Insurance Rate Maps (FIRMs) should be referenced for official floodplain delineations and elevations.

Wetlands

Wetland areas are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat.

DNR's Wisconsin Wetland Inventory (WWI) shows three main wetland areas within the Village (Map 2):

- One emergent / wet meadow, scrub / shrub, forested, and open water complex associated with the Maunasha River and its tributaries in the western portion of the Village,
- One emergent / wet meadow south of East Main Street, and
- One forested wetland and emergent / wet meadow area north and south of Waterloo Road associated with the Maunasha River.

No recent wetland delineations have been conducted for these wetlands. The 2008 [Dane County Wetlands Resource Management Guide](#) classifies the wetlands listed above as Group V wetlands, which are poorer quality but have the potential to be restored.

The [Dane County Water Quality Plan](#) requires that wetlands along with a 75-foot vegetative buffer be designated as Environmental Corridor, where sewered development is prohibited.

To be considered a potentially restorable wetland (PRW), an area must have hydric soil, not be currently mapped as a wetland, and have a land use compatible with restoration

techniques. Potentially restorable wetlands are mapped within the Village of Marshall and are predominantly adjacent to WWI-mapped wetlands.

Woodlands

Woodlands play an important role in protecting water resources, reducing surface runoff and erosion, and improving air quality. Woodlands also accommodate outdoor recreation and education opportunities, provide wildlife habitat, enhance scenic beauty, and shape urban form. The woodlands in and around the Village are valuable contributors to the area's character and beauty.

Forest cover in the Marshall area is limited to the steep hillsides west and southeast of the Village and larger woodlands northeast and east of the Village (Map 2). There are also small patches of mature oak-hickory forest present within and adjacent to the northwestern, northeastern, and southeastern portions of the Village.

A CARPC analysis of the tree canopy throughout Dane County shows that the Village of Marshall had a canopy cover of about 14.5% in 2017, compared to an average of 17% in all Dane County villages. Significant canopy cover decreases of up to 30% have been mapped in many communities between 2010 and 2017. Key threats to tree canopy include loss due to disease or insect damage (e.g., emerald ash borer), lack of maintenance, invasive species, as well as community growth and insufficient policies to replace lost trees. In contrast to

many communities, canopy cover in the Village of Marshall increased by about 0.5% from 2010 to 2017.

Steep Slopes

Steep slopes enhance a community's visual appeal and shape urban development patterns. Minimizing disturbance of steep slopes reduces erosion and water runoff into local rivers and streams, along with the possibility of expensive and extensive damage to buildings, roads, and utilities. These slopes are often wooded and, in addition to presenting development challenges, they provide opportunities to protect existing natural areas and wildlife habitats. There are areas of steep (>12 percent) and very steep (>20 percent) slopes on drumlins in and around the Village, but in general few steep slopes in the area (Map 2).

It is broadly recommended that areas identified as having a slope in excess of 12 percent be avoided for development. If development is allowed in these areas, detailed erosion control plans are required to address the challenges. The [Dane County Water Quality Plan](#) requires that riparian steep slopes greater than 12 percent be designated as Environmental Corridor, where sewer development is prohibited.

Small areas of steep and very steep slopes associated with road embankments can also be found within the Village.

Rare Species Occurrences

The WDNR Bureau of Endangered Resources maintains a database representing the known occurrences of rare plants, animals, and natural communities that have been recorded in the [Wisconsin Natural Heritage Inventory](#). A screening review of this database for species designated as endangered, threatened, or of special concern identified one threatened plant and three natural communities associated with the wetlands west of the Village.

Wildlife Habitat








Charles Langer Family Park, located on the northwest side of the Village, provides upland wildlife habitat. The wetland-floodplain areas east and west of the Village provide lowland habitat, including the school forest west of Schumacher Creek. Wildlife habitat in the surrounding area includes State and County-managed properties, notably the Deansville Wildlife Area and Joyce M. Baer & George J. Socha Conservancy.

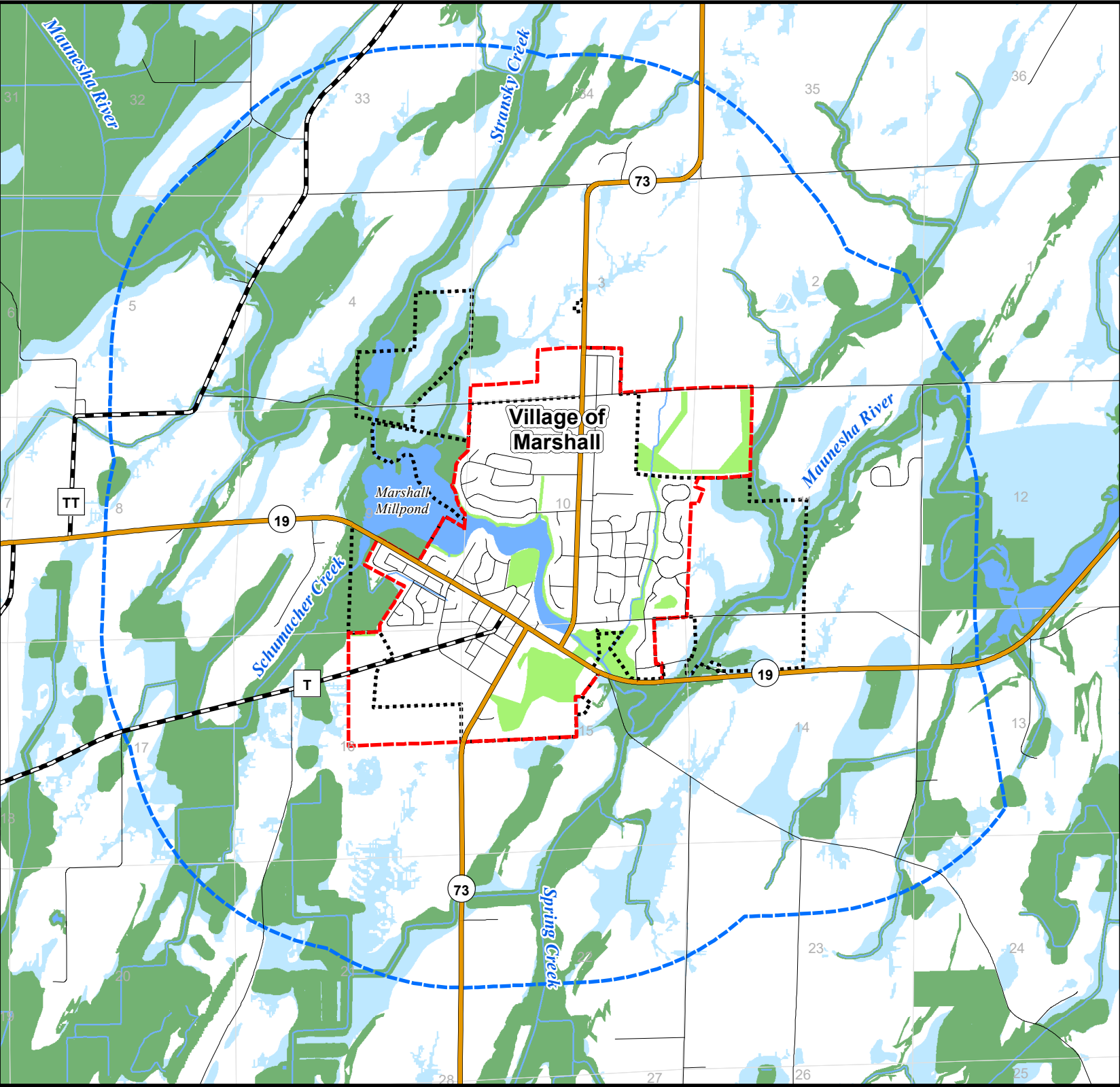
Metallic and Non-Metallic Minerals

Hensen Quarry, a 115-acre Wingra Stone Company site, is located south of the Village near the intersection of County Trunk Highway (CTH) T and Oak Park Road (see Map 5). Approximately 90 acres of the site is used for gravel and crushed stone extraction from a limestone deposit. The product from Hensen Quarry is generally base course used for road construction.

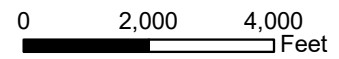
**Map 3
RESOURCE PROTECTION
PLANNING AREAS**

Legend

-  Marshall Extraterritorial Jurisdiction
-  Marshall Urban Service Area
-  Municipal Boundaries
-  Environmental Corridor
-  Protection Areas
-  Stewardship Areas
-  Open Water



* See Conditions and Issues volume plan text for definitions of Environmental Corridor, Protection Areas, and Stewardship Areas.



Date: 7/19/2022

Data Sources: Village of Marshall, Dane County LIO, WI DNR, Capital Area Regional Planning Commission



Cultural Resources

Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides social and cultural continuity between the past, present, and future. The following sections summarize the Village's historic and archeological resources.

Historic Resources

The first European settlement of the Marshall area was sustained by excellent crops of winter wheat, oats, barley, and corn. One of its earliest commercial enterprises was a sawmill that produced lumber from primitive oak. Bird's Ruins, as Marshall was known at that time, was the second village in the State to inaugurate a rural postal service in the 1840s. A schoolhouse, blacksmith, and grist mill (which is still in operation today) contributed to the further development of the community and local economy. A detailed account of Marshall's early history can be found in the 1976 Bicentennial booklet *A Nostalgic Look at Marshall*.

The Wisconsin Historical Society's [Architecture and History Inventory \(AHI\)](#) contains data on historic properties throughout the State—such as barns, bridges, commercial buildings, schools, and houses—that create Wisconsin's distinct cultural landscape. The AHI includes 33 documented structures in Marshall, many of which are located on Hubbell Street or Main Street.



The Dr. H.H. Beebe House, located at 113 E. Main Street, was built in 1853 and now serves as an American Legion Post. Beebe is credited with eradicating the typhoid epidemic from Marshall in the 1850s.

The Asahel M. Hanchett Grist Mill located at 132 Hubbell Street was built 1852. The Blaschka Milling Co. occupies this building today as it has since 1921.

The Marshall Area Historical Society is an active local organization that exists to gather, preserve and share the history of the Marshall area community. Established in 1995, the Society operates a museum, holds monthly meetings, and is open to anyone who wishes to join.

Archaeological Resources

The Wisconsin Archaeological Site Inventory contains records of four archaeological sites and one effigy mound in the Marshall area.



Chapter 4 Land Use

This chapter contains background information and projected demand related to the use of land in and around the Village of Marshall. The first step in planning for a desired future land use pattern is an accurate depiction of the Village's existing land uses, trends, and projected needs.



Key Takeaways

- At time of writing, there were few lots available for residential, commercial, or industrial development within the Village limits.
- Projected development in Marshall will require around 140 acres of land between 2020 and 2050, if the future resembles the past. Future land development demand may be greater.
- The Marshall Urban Service Area does not include Village lands east of the Amerricka's Dream subdivision (Barth farm). These lands may be a logical residential expansion area with ready access to the Village's water and wastewater utilities.
- Other logical locations for future expansion lay in and beyond the southwest and north edges of the Village. These lands are generally within the Village and its Urban Service Area and have few development limitations.
- Based on recent private solar field installations, lands within a mile of high-capacity electrical distribution lines have potential to be proposed for utility-scale solar fields. There is such a line near the Village's east edge.

Existing Land Use Inventory

As presented on Map 4, Marshall's land use is primarily residential, with commercial parcels concentrated along Highway 19/Main Street and some industrial uses along Highway 73 near the north and south ends of the Village. Most of the Village's older/historic buildings and several of its institutions (Village Hall, schools) are located downtown near Highway 19. There are pockets of public recreational lands throughout the Village. Marshall's residential developments have an overall density of about 4.2 housing units per acre. Figure 4-1 summarizes the total acreage within each land use category based on a Spring 2020 land use inventory, including all lands within the Village as of that time.

The Village's existing land use pattern has been primarily shaped by major transportation corridors and natural features; namely, the Maunasha River and Highways 19 and 73. The Village's original plat included parcels centering around Highway 19/Main Street. Several residential developments in the 1990s expanded Marshall to the north and east of the Maunasha River. Recent developments include the Amerricka's Dream subdivision on the east side of the Village and the Whistle Stop Campground and Whistling Ridge 55+ Apartments along Highway 73 on the south side.

Logical locations for further municipal growth exist in and beyond the southwest, north, and east parts of the Village, each with their own potentially limiting factors. Physical

limitations include water bodies and environmental protection areas to the west and a non-conforming mining site (Hensen Quarry) south of the Village. A parcel's location within or outside of municipal and urban service area (USA) boundaries also plays a role, as of course does the interest of private property owners in developing and/or selling their land.

Areas of potentially developable land that are within both the municipal and USA boundaries exist:

- In the southwest corner of the Village between the Evergreen Mobile Home Park and Highway T
- In the north part of the Village west of Highway 73
- In the north part of Village adjacent to existing residential development east of Hubbel Street

Potentially developable land that is within the Marshall USA but outside of the municipal limits can be found:

- North of the Amerricka's Dream development and municipal water tower
- In the southwest corner of the Village near the Marshall Schools campus

Land outside of the Marshall USA but within municipal limits occurs east of the Amerricka's Dream development. All of these areas are identified as Non-Farm Planning Areas on Dane County's current (2012) Farmland Preservation Plan Map, which suggests that the County acknowledges them as future development areas.

Figure 4-1: Village of Marshall Existing Land Use, 2020

Existing Land Use Category	Description	Acres	Percent
Open Land	Undeveloped and vacant land not in agriculture or woodland use, including wetlands that are not publicly owned and fallow land.	93.7	6.4%
Water	Lakes, rivers, streams, and other surface waters.	121.0	8.3%
Woodlands	Concentrations of mature trees, generally in blocks of 5+ acres.	99.5	6.8%
Recreation	Park facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, conservation, and related recreational activities.	167.9	11.4%
Agriculture	Generally cropland and pasture, but may also include on-farm processing and non-farm accessory uses.	309.4	21.1%
Vacant Subdivided Land	Undeveloped and unused land area (vacant land). Lands that have been subdivided.	28.6	2.0%
Under Construction	Parcels zoned for residential, commercial, industrial, institutional, mixed use, or communications and utilities that were under construction at the time of the 2020 Dane County Land Use Inventory.	7.7	0.5%
Residential	Single family detached residences, duplexes, two-flats, townhouses, rental apartments, and attached condominiums, as well as their accessory uses like home occupations and family daycare.	355.9	24.3%
Commercial	A range of commercial service, retail, wholesale, office, and related land uses. Within the downtown area, some buildings may also contain residential uses on upper floors.	18.2	1.2%
Wholesale and Retail Trade	Uses related to the provision of industrial machinery, equipment, and wholesale supplies and products.	5.0	0.3%
Manufacturing	Production of textiles, wood products, furniture and fixtures, paper products, foodstuffs, and other manufacturing operations.	8.8	0.6%
Industrial	Warehousing, storage, and other industrial uses that don't fall under wholesale and retail trade or manufacturing uses.	6.6	0.4%
Institutional/Governmental	Local government sites, school sites, religious institutions, sites for clubs and other non-profit organizations, and related land uses.	74.6	5.1%
Transportation, Communications and Utilities	Road and rail rights-of-way, private utility, and distribution land uses.	169.7	11.6%
TOTAL		1,466.49	

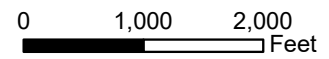
Source: 2020 Dane County Land Use Inventory

Note: Table reflects existing land use for all lands within the Village limits as of Spring 2020.

**Map 4
EXISTING
LAND USE (2020)**

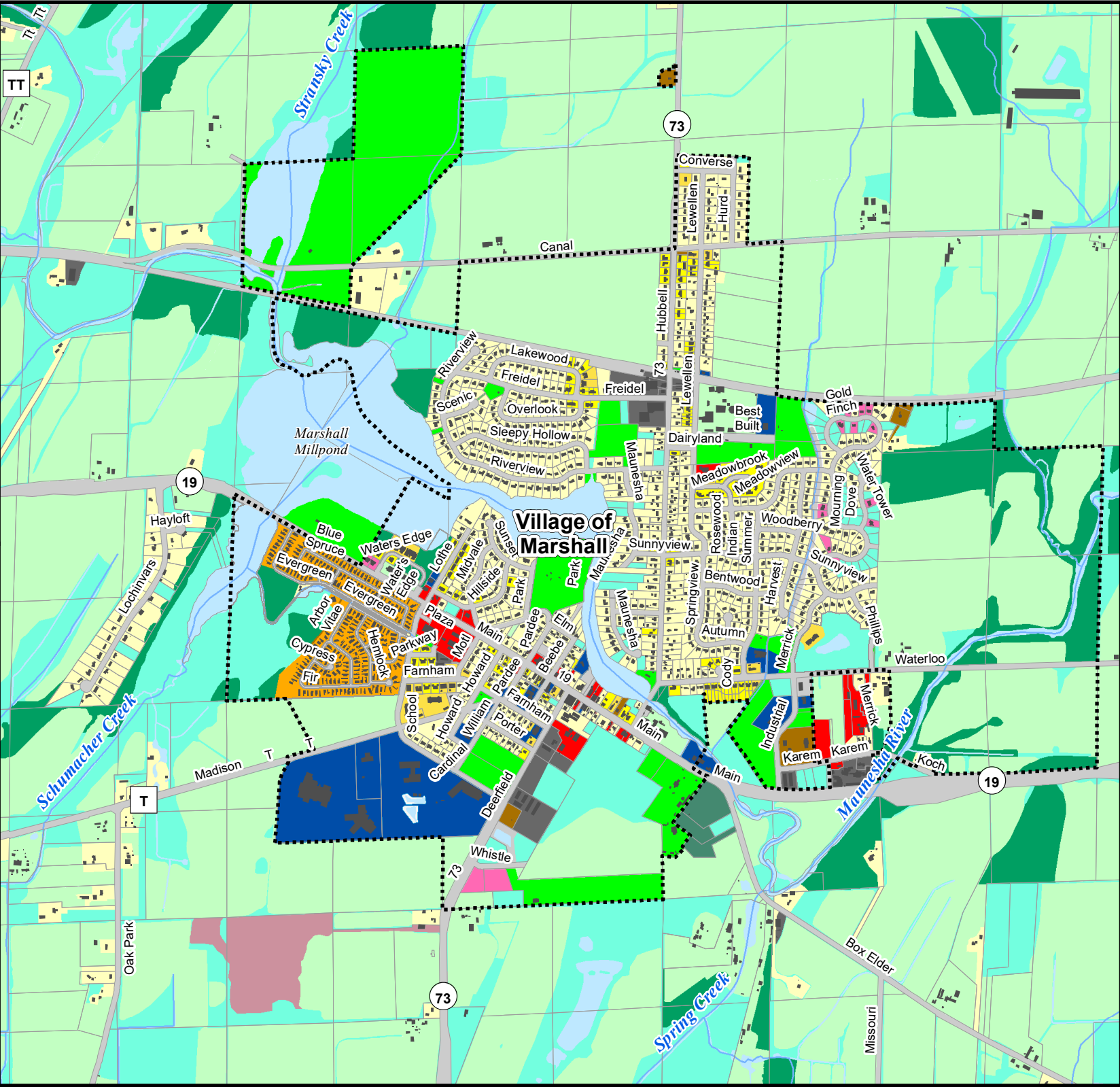
Legend

-  Municipal Boundaries
-  Tax Parcels
-  Agriculture
-  Other/Open Land
-  Woodland
-  Outdoor Recreation
-  Extractive
-  Surface Water
-  Right of Way
-  Cemetery
-  Single Family
-  Two Family
-  Manufactured Home Park
-  Multi Family
-  Under Construction
-  Commercial Sales or Services
-  Communications or Utilities
-  Industrial
-  Institutional or Governmental



Date: 7/10/2022

Data Sources: Village of Marshall, Dane County LIO, WI DNR, Capital Area Regional Planning Commission



Land Development Trends

Marshall's original plat centered on what is now Main Street/Highway 19: bordered by Howard Street, Farnham Street, and Deerfield Road south of the highway, and by Pardee Street, Elm Street/the Maunessa River, and Hubbell Street north of 19. Development in Marshall since then has followed a pattern of spreading outward from this central area, particularly toward the north and east but more recently to the south as well. The rate of development has been somewhat sporadic, with alternating decades of rapid and slow growth.

Developers in Marshall have generally created new single-family lots at a rate of about eight new lots per year since the 1990s. The Brookstone Fields subdivision developed 49 acres into a total of 109 single-family lots in the 1990s. Development was completed in three phases, including the addition of park land to Deerhaven Park. Marshall's most recent subdivision, Amerricka's Dream, created 130 single-family parcels in 2003. The last of the available Amerricka's Dream lots sold quickly in the last few years.

There are currently very few available lots for new single-family home construction within the Village limits, and few vacant lots for commercial or industrial use. Vacant lands associated with the Water's Edge Condominiums development, northeast of Waterloo Road and Merrick Drive, are available for future denser residential use.



Between 2010 and 2021, 78 building permits were issued for single-family residential construction, or an average of about seven new homes per year. The majority of these were issued in recent years; the number of permits issued from 2010 to 2017 averaged just one per year, while that average jumped to 17 per year from 2018 to 2021. This followed an effort by the Village to reduce development cost.

Also between 2010 and 2021, the Village issued permits for 14 duplex units and 32 multi-family units, with all of the multi-family units permitted in 2021 within the Whistle Stop senior housing project. Finally, from 2010 to 2021, the Village issued permits for six new commercial or industrial buildings.

Per the South Central Wisconsin Multiple Listing Service (MLS), existing home sales prices in Marshall appear to be on an upward trend. This reflects the strong demand for housing observed throughout Dane County, and likely the dwindling supply of vacant lots in Marshall. Still, Marshall’s 2021 median home sale price of \$281,200 was considerably below the Dane County median of \$350,000, which was similar to the median price in both Cottage Grove and Sun Prairie. The number of existing home sales each year in the Village has been generally steady since 2015.

Figure 4-2: Existing Home Sales, Village of Marshall

Year	Number of Sales	Median Price
2021	53	\$281,200
2020	67	\$260,000
2019	51	\$220,000
2018	50	\$226,750
2017	50	\$214,450
2016	59	\$187,000
2015	45	\$185,000

Source: South Central Wisconsin MLS, 2022

Existing and Potential Land Use Conflicts

Land use conflicts occur in scattered locations. Where industrial uses and heavy commercial uses are in close proximity to residential uses without adequate buffering, conflicts can result. Homeowners and businesses have occasional conflicts around the issues of noise, car and truck

traffic, and lighting. Three existing and potential future conflict areas are listed below and generally represented on Map 5.

- In Marshall, some of the industrial uses on Highway 73 near the north edge of the Village occasionally present conflicts with neighboring residential uses.
- Hensen Quarry, a non-conforming non-mineral extraction site south of the Marshall Urban Service Area boundary, could present a conflict to potential future development in that area. The quarry’s 2004 reclamation plan originally estimates its operational life to be about 20 years, after which the site would be returned to agriculture. However, it is unclear how many years of operation are actually left.
- The Bailey’s Farm property near the Village’s east edge south of Waterloo Road, and the site of a former rendering plant, may present growing conflicts as residential development continues its path east.

Another type of conflict occurs at the Village edges where new homes are constructed near farming operations. Activities that make up the day-to-day operations of a farm—slow farm machinery on roads, farm odors, evening harvesting, livestock noise—are sometimes considered nuisances by new, non-farming neighbors. This will be an important consideration for any future developments that occur on the periphery of the Village adjacent to Town of Medina’s planned agricultural preservation areas.

Projected Land Use Demand and Supply

Projecting the demand for future land uses helped the Village set aside enough land for different types of uses in its Future Land Use map, presented in the Vision and Directions volume.

Figure 4-3 includes CARPC's projections for future land use demand between 2020 and 2050. For most communities, including Marshall, land demand is correlated with future population growth. These are based on projected population and household/housing unit growth, current and projected ratios of residential to non-residential land use, residential and non-residential density assumptions, and ancillary land area needs (e.g., roads, stormwater management areas).

Should future rates of growth follow CARPC population projections and past land use densities and distributions, projected development in Marshall would require between 111 and 139 acres of land between 2020 and 2050. This projection does not include redeveloped land.

The majority of the acreage theoretically available to accommodate these future land use demands is in agricultural

use today. This means that expansion into currently undeveloped areas would require a significant conversion of farmland to developed land if growth in Marshall follows the trajectory estimated in Figure 4-3.

As indicated by Figure 4-1, there are almost 100 acres of open land within the current Village limits. However, it is divided up over several parcels in different areas of the Village, at least some of which are undevelopable due to environmental limitations. There may therefore be demand for expanding the Village beyond its current limits in order to accommodate projected land use demand through 2050. This may require annexations, amendments to the Marshall Urban Service Area boundary, or both.

The land use demand projections in this section include a number of assumptions, such as on residential density and the mix between different land use types. These assumptions and projections should not be understood as Village policy. The Village may affect the actual amount of land required for new development by policy choices such as different minimum residential lot sizes and redevelopment incentives.

Figure 4-3: Future Land Use Demand Projections, Village of Marshall, 2020-2050

	Actual 2020	Projected 2030	Projected 2040	Projected 2050	Increase 2020-2030	Increase 2020-2040	Increase 2020-2050
Population	3,787	4,315	4,844	5,372	528	1,057	1,585
Households	1,450	1,510	1,570	1,630	60	120	180
Persons per Household	2.88	2.86	3.09	3.30	-0.02	0.2	0.4
Housing Units	1,509	1,589	1,653	1,716	80	144	207
Recreation Land Use Acreage	167.9	175.5	183.2	190.9	7.7	15.3	23.0
Residential Land Use Acreage	355.9	372.2	388.5	404.7	16.3	32.5	48.8
Commercial Land Use Acreage	18.2	19.0	19.9	20.7	0.8	1.7	2.5
Wholesale and Retail Trade Land Use Acreage	5.0	5.2	5.4	5.6	0.2	0.5	0.7
Industrial Land Use Acreage	6.6	6.9	7.2	7.5	0.3	0.6	0.9
Manufacturing Land Use Acreage	8.8	9.2	9.6	10.0	0.4	0.8	1.2
Institutional and Governmental Land Use Acreage	74.6	78.0	81.5	85.0	3.5	6.9	10.4
Transportation, Communications, and Utilities Land Use Acreage	169.7	177.6	185.4	193.3	7.9	15.8	23.7
Total Land Use Demand	806.6	843.6	880.7	917.8	37.1	74.1	111.2
Total Land Use Demand (with 25% flexibility)	-	890.0	973.4	1,056.8	46.3	92.7	139.0

Source: U.S. Census Bureau (2020 Decennial Census) and Capital Area Regional Planning Commission

Growth Factors Analysis

Before determining where all of the projected land uses shown in Figure 4-3 should be located in and around Marshall, it is important to analyze the various factors that influence where the community can logically expand. Topography, drainage basins, natural features, public lands, land use conflict areas, transportation corridors, and the preferences of private

property owners all pose certain opportunities and constraints to Marshall’s future growth. These and other potential constraints and opportunities are laid out in Map 5, Growth Factors, and described below.

The Marshall Urban Service Area (USA) includes most of the Village and small areas presently in the Town of Medina. The USA is the area planned for urban development with a full

range of services including public sanitary sewer, 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, streetlights, neighborhood facilities such as parks and schools, and urban transportation systems. At present, the Marshall USA is not extended over what may otherwise be a logical residential expansion area, directly east of the Amerricka's Dream subdivision. This area would be readily served by the Village's water tower and wastewater treatment plant, also shown on Map 5.

Communities typically want to extend sanitary sewer services uphill as much as possible to create an efficient, gravity-based sewer network. Extending services beyond a ridgeline and into another basin often results in higher utility costs (e.g., lift stations, new sewer interceptors). Sewage lift stations can provide temporary and sometimes permanent alternatives to a gravity-based network, but with additional construction and maintenance costs. Therefore, gravity flow drainage basins to the wastewater treatment plant often suggest logical urban expansion areas.

Map 6 indicates Marshall's local drainage basins, including directional flow. Most peripheral areas drain towards the Marshall Millpond and Maunsha River, which is near and receives effluent from the Village's wastewater treatment plant. Therefore, few major service limitations are observed.














Also, located at an elevation of 893 feet with a total height of 1,047 feet, Marshall's existing water tower is positioned higher than most of the Village and surrounding area. This generally bodes well for adequately pressured water service, notwithstanding system-wide storage limitations discussed in the Community Facilities and Utilities chapter.

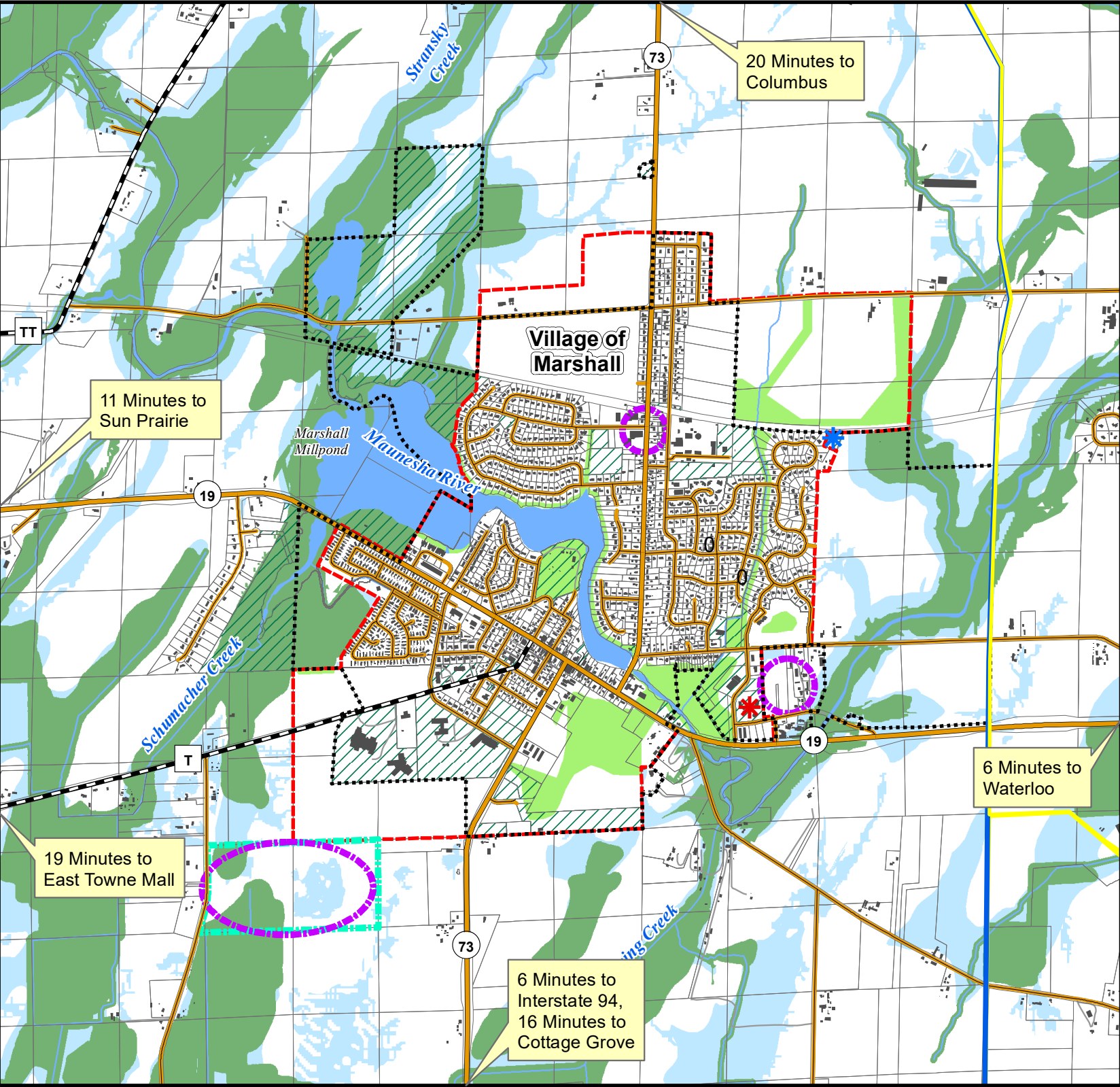
Map 5 shows the location of publicly owned and environmentally constrained lands in the Marshall area, which significantly influence where development may or may not occur.

Finally, Map 5 shows the location of large electric transmission lines running north-south near the Village's easternmost boundary. Based on site selection criteria for recent private solar field installations in Dane County, sites within one mile of such distribution lines may have the greatest technical potential to become solar fields. Given the potential conflicts presented by large-scale solar field developments in close proximity to residential and other uses and to logical urban expansion, any proposed solar field in this or any other area near the Village will require careful consideration, particularly if and where intersecting with a planned or logical future Village growth area.

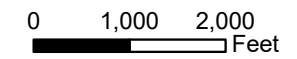
**Map 5
GROWTH
FACTORS**

Legend

-  Municipal Boundaries
-  Marshall Urban Service Area
-  Transmission Line 100-161 (Kilovolts)
-  Transmission Line 345 (Kilovolts)
-  Major Highway Routes
-  Water Tower
-  Waste Water Treatment Plant
-  Nonconforming Mineral Extraction Site
-  Potential Land Use Conflict
-  Open Water
-  Public Lands
-  Environmental Corridor
-  Protection Areas
-  Stewardship Areas



* See also Map 6 for indication of sub-watershed/local drainage basins in and around Marshall, which also influence where sewered development may be







Date: 7/19/2022

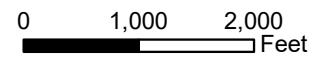
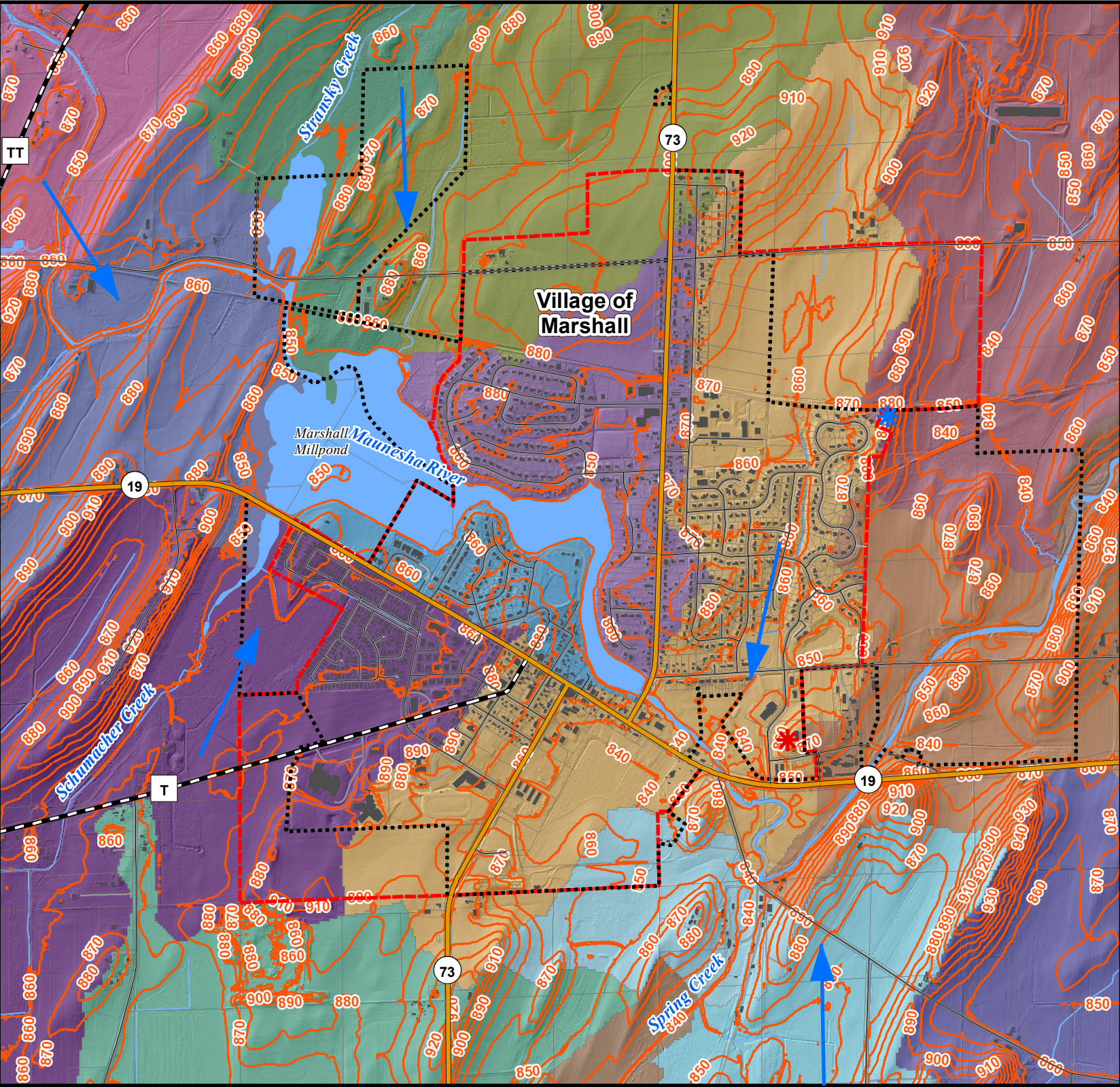
Data Sources: Village of Marshall, Dane County LIO, WI DNR, Capital Area Regional Planning Commission



**Map 6
SUB-WATERSHEDS**

Legend

-  Municipal Boundaries
-  Marshal Urban Service Area
-  Water Tower (Base 893' Height 1047')
-  Waste Water Treatment Plant



Date: 7/19/2022

Data Sources: Village of Marshall, Dane County LIO, WI DNR, Capital Area Regional Planning Commission





Chapter 5 Transportation

This chapter describes transportation in and around Marshall and the issues and plans affecting the system. The Village's transportation system consists of a variety of roads, some of which it owns and maintains, while others are part of county, state, and interstate highway systems. In addition to roads, the transportation system includes facilities for pedestrians and bicyclists.



Key Takeaways

- Marshall is well served by high-capacity highways including State Highways 19 and 73 and Interstate 94.
- Marshall's highest traffic volumes (about 13,000 vehicles per day) are along a short stretch of Main Street that serves as Highways 19 and 73. This is also where most crashes occur.
- Traffic volumes appear to be increasing in that same stretch of Main Street and along Highway 73 (Deerfield Road) towards the Interstate, and decreasing along Highway 19 (Main Street) towards Sun Prairie.
- Owing to these highways, short travel times from regional job centers, and limited in-Village jobs, 95 percent of employed Marshall residents commute elsewhere for work.
- Marshall's small size and interconnected streets generally provide a good setting for bicycling and walking. Barriers include Hubbell Street (Highway 73) from Main Street to Canal Road and roads and routes close to the schools in the Village.

Existing Transportation Network

The Village is well-connected to nearby communities, the Madison area, and the larger region through the existing roadway network. The Village also has a system of bicycle and pedestrian facilities and limited other transportation options, all described in this section.

Roadways

Marshall is served by two regional arterial roadways. State Trunk Highway (STH) 19 is a minor arterial for east-west cross-state traffic through northern Dane County, and also called Main Street in Marshall. STH 73 is a minor arterial for north-south cross-state traffic through eastern Dane County. South of Main Street in Marshall, STH 73 is also called Deerfield Road. North of Main Street, it is also called Hubbell Street. Planned for 2025, this stretch of STH 73, which extends 1.36 miles from Main Street to the northern Village limits, is planned for repairs to improve pavement conditions, repair curbs, replace bridge railings, and upgrade curb ramps to be compliant with Americans with Disabilities Act (ADA) standards. Within the Village, both STH 19 and STH 73 run together for a quarter mile stretch along Main Street—producing the highest traffic volumes in the Village. STH 19 serves as a link to Sun Prairie, Waterloo, and Watertown, while STH 73 serves as a link to Columbus, Deerfield, and Edgerton, providing access to USH 151 to the north and Interstate 94 to the south.

Roadway Functional Classification System

Throughout Wisconsin, all local, county, state and federal transportation routes are classified in categories under the **Roadway Functional Classification** system.

The functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their class. The three functional classes include:

- **Arterials**, which provide primary access to and through an area, and are intended to primarily serve long distance travel;
- **Collectors**, which disperse traffic off the arterials and provide direct access to residential neighborhoods or commercial and industrial areas; and
- **Local streets**, which provide access to individual properties.

The Village is also served by a major collector road, County Trunk Highway (CTH) T, which is also called Madison Street in the Village. North-south local collectors in Marshall include School Street and Industrial Drive–Indian Summer Road–Lewellen Street. East-west local collectors include Farnham Street, Riverview Drive, Canal Road, and Freidel Drive, Sunnyview Lane, and Waterloo Road.

Figure 5-1 shows the traffic volume on area arterial and collector roadways for 1999, 2005-2006, 2012, and 2018. Growth on Marshall-area roadways has varied over the past two decades. Most roadway volumes have remained flat or increased modestly, while some have decreased. The most significant increases appear to occur on highway segments to Interstate 94 and closer to Madison and Cottage Grove.

Figure 5-1: Annual Average Daily Traffic (AADT) on Marshall Area Roadways

Roadway Segment	Traffic Volumes				Average Annual Change	Percent Change
	1999	2005-2006	2012	2018	1999-2018	1999-2018
STH 19 (Main Street)						
West of Village	5,500	5,500	6,800	5,500	0	0%
West of Deerfield Road	9,500	9,150	8,800	7,300	-116	-23%
With STH 73	11,100	11,550	11,200	12,900	+95	+16%
East of Village	5,700	6,400	5,000	5,700	0	0%
STH 73 (Deerfield Road – Main Street – Hubbell Street)						
North of Village	900	1,300	1,130	N/A	N/A	
North of STH 19	5,200	5,650	5,000	5,000	-11	-4%
With STH 19	11,100	11,550	11,200	12,900	+95	+16%
South of STH 19	3,500	4,900	4,650	N/A	N/A	N/A
South of Village	3,600	4,200	4,100	5,800	+116	+61%
CTH T (Madison Street)						
Southwest of Village	4,200	4,200	4,100	5,800	+84	+38%

Source: WisDOT

Map 7, **Pavement Ratings**, shows pavement conditions that are rated from “Very Poor” to “Very Good to Excellent.” Most roadways in Marshall are rated “Fair” or better. STH 73 is generally rated “Poor” south of STH 19 and north of the WSOR railroad line. WisDOT will repave STH 73 south of School Street in 2023. WisDOT intends to repave STH 19 west of the Maunasha River Bridge in 2026. Other significant roads rated as “Poor” or “Very Poor” are Canal Road west of Hurd Street and Waterloo Road, both of which are mainly under the Town of Medina’s jurisdiction.

Bicycle Facilities

There are three bicycle-specific facilities in the Village: the bike lanes along Main Street and School Street, and the off-street multi-use path between Merrick Terrace and Best Built Parkway, linking Deerhaven and Converse Parks on the Village’s east side. These are shown on Map 8. The bicycle network includes these facilities along with all of the other streets in the Village, most of which provide comfortable riding conditions. Though not technically bicycle facilities, sidewalks are also used for bicycling especially by children.

Bicycle level of traffic stress (LTS) is rating system based on roadway characteristics—speed, traffic levels, presence and width of bike lanes, and other features. LTS scores roads and

paths on a scale of 1 to 4. LTS 1 indicates the lowest-stress routes that are comfortable for novice cyclists and children. LTS 4 indicates high-stress routes where high speeds, high traffic volumes, or other characteristics make cycling uncomfortable for all but the most confident cyclists. LTS 1 and 2 are generally considered low-stress.








Most of the Village’s street network is comprised of low-stress local streets (Figure 5-2). Several key routes—Deerfield Road, Madison Street/South Pardee Street, Hubbell Street, and portions of School Street and Main Street—are rated LTS 3, indicating moderately stressful conditions. There are only a handful of high-stress (LTS 4) road segments on the periphery of the Village, where speed limits exceed 35 mph.

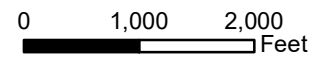
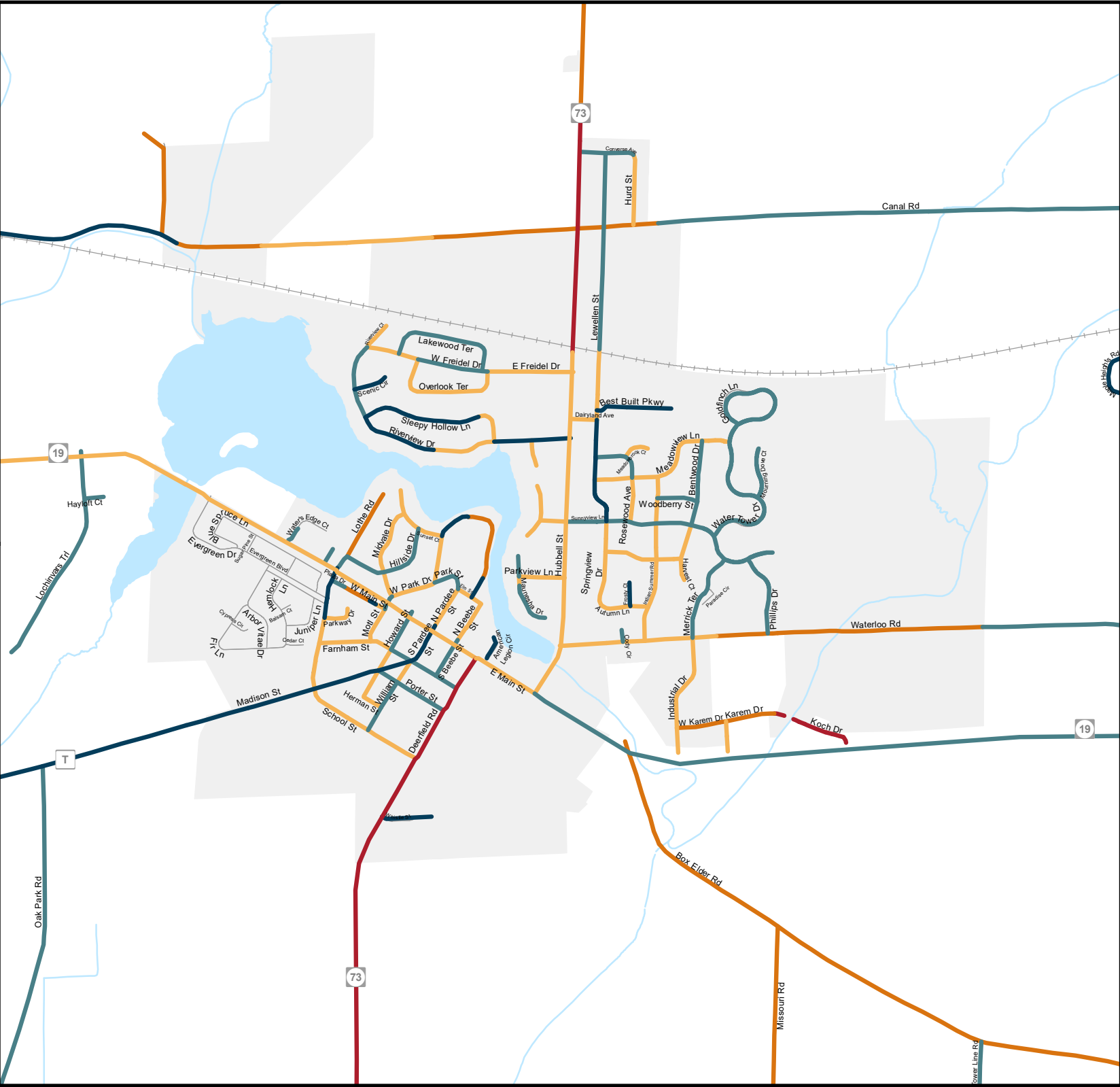
Most bike trips within the Village can be made largely on low-stress routes. The largest barrier to cyclists in the Village appears to be Hubbell Street (STH 73), from Main Street to Canal Road. The block from Main Street to Waterloo Road is of particular concern because it is the key connection between low-stress routes on the east and west sides of the Village. To the north, East Freidel Drive, Riverview Drive, and Parkview Lane all end at Hubbell Street, forcing riders to travel along Hubbell for at least a portion of their trip.

Comprehensive Plan

Map 7 PAVEMENT RATINGS

Pavment Condition

-  Very Good to Excellent
-  Good
-  Fair
-  Poor
-  Very Poor
-  No Data
-  Village of Marshall



Date: 6/28/2022

Data Sources: WisDOT Pavement Ratings (PASER, PCI: 2021)



Figure 5-2: Marshall's Low Traffic Stress Bike Network



Source: Greater Madison MPO Low-Stress Bike Route Finder

Bicycle Survey Data

A youth bicycling survey of Marshall Elementary School families was conducted in February and March by Dane County Safe Routes to School and REACH Dane.

Although not a statistically valid sample, it offers some useful information about the biking habits of families with kids in the Village, and how they feel about bike safety and bike facilities in the Village:

- 15 out of 18 respondents identified fun or exercise as their only reason for biking. Only two respondents mentioned using a bike to do errands or to commute.
- Respondents feel fairly safe biking in the village; on a scale of 1 (least safe) to 5 (most safe), the average response was 3.8, with no responses lower than 3.
- No respondents reported that their children normally bike to school; school bus and car were the primary modes of school transportation.
- The most common safety concern was dangerous drivers.

The most common suggestion to improve safety was to add more bike paths and lanes.

Hubbell Street and Deerfield Road, between Main Street and School Street, both moderate-stress routes (LTS 3), present barriers for children bicycling to school from neighborhoods in the eastern part of the Village. School Street, between Main Street and Madison Street, is a key route linking the schools to the western part of the Village but, as a moderate-stress route, presents a barrier to children bicycling. The limited number of low-stress bike route linking residential neighborhoods with Village schools likely reduces the number of students traveling to and from school by bike. Map 8 shows Marshall's existing pedestrian and bike facilities.

Pedestrian Facilities

The Village is well connected with sidewalks. The majority of public streets in developed areas of the Village have sidewalks on one or both sides. Marshall schools are well connected to the community for pedestrian traffic via the network of sidewalks. The two most significant areas lacking sidewalks are the Evergreen Village Mobile Home Park, which is served by private roads, and the neighborhood north of Main Street—which includes Sunset Court, West Park Drive, Hillside Drive, and Midvale Drive—where speeds are limited to 15 mph.

Most crosswalks are equipped with accessible curb ramps or connect to driveway aprons providing a ramp to the adjacent sidewalk. It does not appear that a lack of accessible curb ramps is a significant impediment to pedestrian network accessibility. Map 9 shows the accessibility of Marshall's existing pedestrian facilities.


Comprehensive Plan

**Map 8
EXISTING PEDESTRIAN &
BIKE FACILITIES**

On-Street Facilities

 Paved Shoulder


Bike Lanes


 3 to 4 Feet


 > 4 Feet

Off-Street Facilities


 Bike Path

 Pedestrian Path


 Sidewalk

 Crosswalk

 Village of Marshall

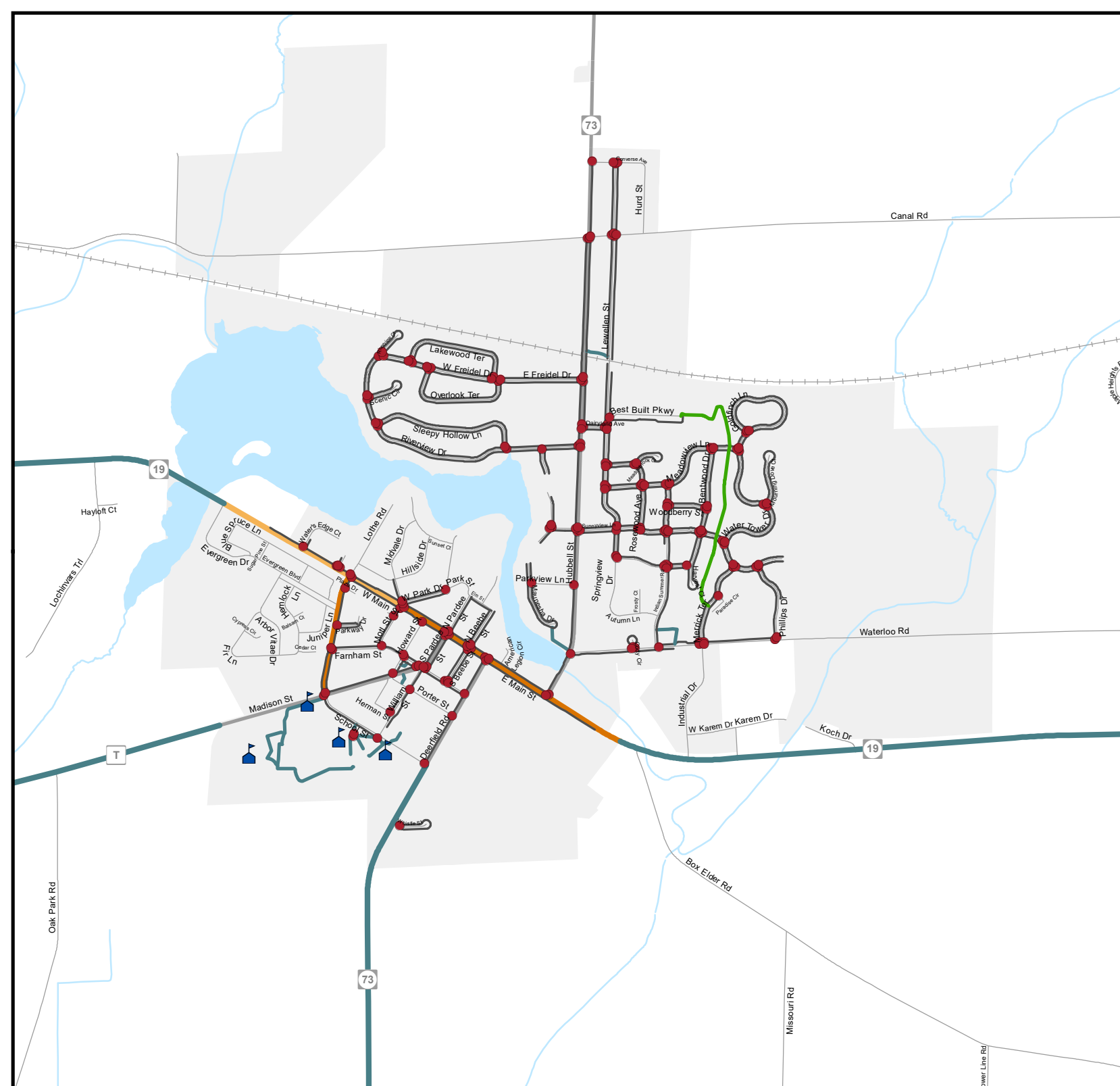
 Public School

0 1,000 2,000
Feet



Date: 7/18/2022

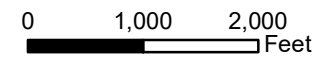
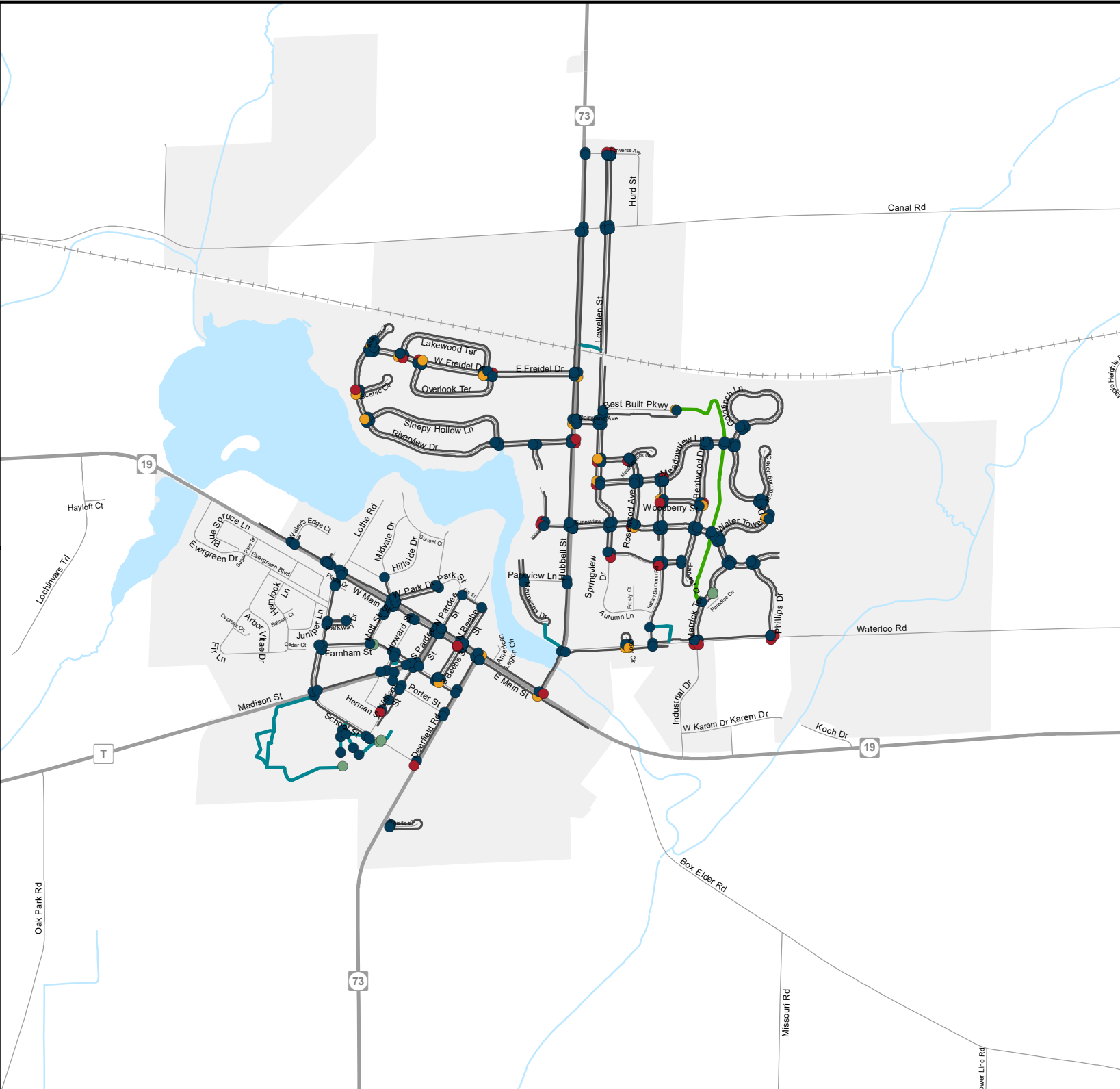
Data Sources:
Pedestrian & Bike Facilities (MPO: 2022)
Schools (DPI, 2020)



Comprehensive Plan

**Map 9
PEDESTRIAN
ACCESSIBILITY**

- Curb Cut (Inaccessible)
- Curb Cut, (Accessible)
- Driveway Apron (Accessible)
- No Curb Cut, (Accessible)
- Bike Path
- Sidewalk
- Pedestrian Path
- Village of Marshall



Date: 6/28/2022

Data Sources: Pedestrian & Bike Facilities
(MPO: 2022)



Transit and Paratransit

The Dane County Specialized Transportation Commission (STC) provides policy direction, coordination, and administration of specialized transportation services in the County. The Dane County Transportation Call Center conducts eligibility assessments and matches individuals with the transportation most appropriate to their needs, including Rural Senior Group Trips, Older Adult Transportation Assistance, the Retired Senior Volunteer Program, Community Transportation Access programs, Veteran Transportation, Employment Transportation, and other Specialized Transportation Services. The elderly, persons with disabilities, and low-income residents of Marshall may be eligible to use these specialized transportation services. The Adult Community Services Division of the Dane County Department of Human Services (DCDHS) administers these services through the Transportation Call Center.

Union Cab provides taxi service to residents of Marshall. Union Cab is the only taxi company that officially serves all of Dane County. It is possible that rideshare services like Uber or Lyft may also serve Marshall.

Airports

Dane County Regional Airport, located 16 miles west of Marshall, offers direct flights on major airlines to major U.S. cities or airport hubs. The Airport's total passenger volume fell from 2.38 million in 2019 to less than 850,000 in 2020 as a result of the pandemic. In 2021, the Airport served 1.41 million

passengers traveling to and from Dane County. The Airport also provides freight, general aviation, and military service. See <https://www.msnaairport.com/> for the most current information on flight schedules and destinations.

Rail Service

The Wisconsin & Southern Railroad (WSOR) serves Marshall. Commodities moved on the WSOR are primarily forest products, fertilizers, grain (corn, soybeans, and wheat), plastics, consumer foods, paper, aggregates, chemicals, frac sand, ethanol, and liquid petroleum. According to the 2030 Wisconsin Rail Plan, WSOR has connections to the western Class I railroads: BNSF, Canadian National, Canadian Pacific and Union Pacific. It also has access to harbor facilities on the Mississippi River at Prairie du Chien and maintains several transloading sites within its system.

The nearest passenger rail station with regular public service is the Amtrak station in nearby Columbus, about 15 miles to the north. This station serves Amtrak's daily long-distance Empire Builder route serving Chicago, Milwaukee, Minneapolis/St. Paul, Seattle, Portland, and other cities with departures three days a week. Amtrak also coordinates with inter-regional bus companies and sells integrated tickets on their Thruway Bus service. Thruway bus service allows passengers to buy a single ticket that includes travel on Amtrak's rail service and certain connecting bus routes. Amtrak's national network includes a central hub in Chicago, which, along with Van Galder's

Madison-to-Chicago bus service, allows convenient rail travel to many major destinations around the U.S.

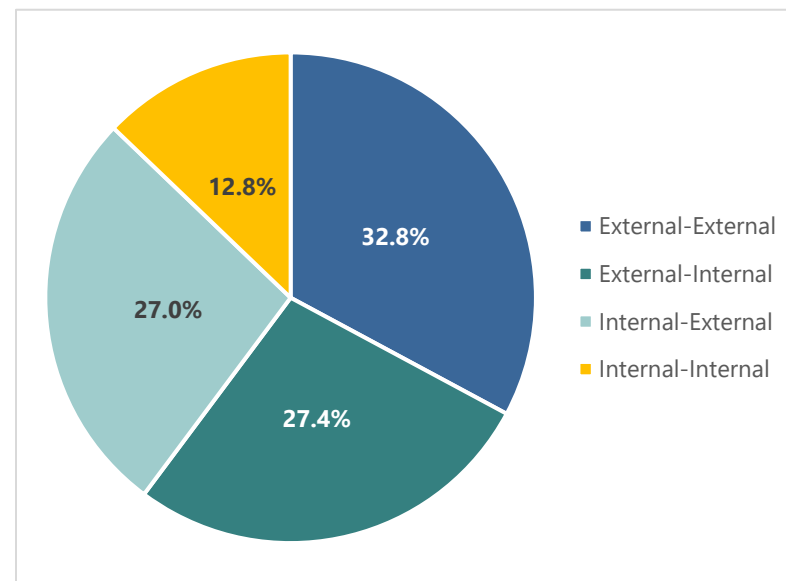
Movement Patterns

As a small community in a county with more than half a million residents, Marshall has strong connections to its neighboring communities. These connections are evidenced by the travel and commuting patterns of Village residents and visitors detailed below.

Trip Origins and Destinations

Figure 5-3 summarizes origin-destination (O-D) trip types in the Village of Marshall. 12.8 percent of vehicle trips start in Marshall and end in Marshall (**Internal-Internal, II Trip**); 27 percent of vehicle trips start in Marshall and have a destination outside of Marshall (**Internal-External, IE trip**); 27.4 percent of vehicle trips start outside of Marshall and are destined for Marshall (**External-Internal, EI Trip**); and 32.9 percent of vehicle trips pass through Marshall, without ever stopping in Marshall (**External-External, EE Trip**).

Figure 5-3: Origin-Destination Trip Types in the Village of Marshall



Source: Streetlight Data (2021)

Figure 5-5 summarizes travel patterns of **trips ending** in Marshall. The percent of traffic entering Marshall at each location is similar to the percent exiting at the same location. The total number of daily trips leaving Marshall is slightly larger than the total number of daily trips entering Marshall, thereby creating a small deviation in percentage of Marshall-to-Marshall trips between Figures 5-4 and 5-5.

Figure 5-6 indicates the percentage of total **pass-thru traffic** that starts at each entry point into Marshall that then heads in different directions to leave the Village, summarized as follows:

- 33.5 percent of all pass-thru traffic enters Marshall at its eastern border on STH 19 from Waterloo and points beyond. Close to 40 percent of those drivers remain on STH 19 and exit on the Village’s west end towards Sun Prairie, about 35 percent turns left onto STH 73 and exits on the Village’s sound end, and 23 percent turns left onto CTH T, exiting on the Village’s southwest end.
- 21.2 percent of pass-thru traffic enters Marshall at its western border on STH 19. About three-quarters of that traffic remains on STH 19 and exits the Village on its east end towards Waterloo and Watertown.
- 21 percent of pass-thru traffic enters the Village on its southern border via STH 73. Of that amount, just over half turns right onto STH 19 and exits the Village on its east end, and about 25 percent remains on STH 73, exiting the village on its north end towards Columbus and USH 151. About 15 percent turns left onto STH 19 and exits the Village on its west end.

Figure 5-4: Travel Patterns of Trips Originating in Marshall

Origin	Destination						
	Village of Marshall	STH 19 Exit Gate (EB)	STH 19 Exit Gate (WB)	STH 73 Exit Gate (NB)	STH 73 Exit Gate (SB)	CTH T Exit Gate (WB)	Other Exit Gates
Village of Marshall	32.3%	8.8%	17.8%	4.6%	13.7%	13.4%	9.4%

Source: StreetLight Data (2021)

Figure 5-5: Travel Patterns of Trips Ending in Marshall

Origin	Destination: Marshall
Village of Marshall	31.9%
STH 19 Entry Gate (EB)	19.4%
STH 19 Entry Gate (WB)	8.1%
STH 73 Entry Gate (NB)	12.2%
STH 73 Entry Gate (SB)	4.4%
CTH T Entry Gate (EB)	14.2%
Other Entry Gates	9.8%

Source: StreetLight Data (2021)

Figure 5-6: Marshall Pass-Thru Traffic

Origin	Percent of All Pass-Thru Traffic
STH 19 Entry Gate (EB)	21.2%
STH 19 Entry Gate (WB)	33.5%
STH 73 Entry Gate (NB)	21.0%
STH 73 Entry Gate (SB)	6.7%
CTH T Entry Gate (EB)	10.9%
Other Entry Gates	6.8%

Source: StreetLight Data (2021)

Commuting Patterns

Residents and businesses in the Village of Marshall are highly reliant on commuting to and from other communities to meet their employment and workforce needs. 95 percent of employed residents commute elsewhere for their jobs, while 83 percent of jobs in Marshall are filled by workers living outside of the Village.

Work locations of Marshall's employed residents are widely disbursed. 34 percent commute to the City of Madison, 8 percent to the City of Sun Prairie, and 5 percent work in the Village. Fitchburg, Middleton, Columbus, Milwaukee, Waterloo, Monona, and Cottage Grove each draw about 2 percent. The remaining 40 percent work in other communities. These patterns could change once Amazon opens its new distribution facility in Cottage Grove near the Interstate 94/Highway N interchange. That facility is expected to generate 1,500 jobs.

About 17 percent of the employees working in the Village are residents, 9 percent come from the City of Madison, 5 percent from the City of Sun Prairie, and 4 percent from the City of Waterloo. Columbus, Lake Mills, and Janesville are each home to about 2 percent of the Village's workers. The remaining 60 percent commute from elsewhere.

Transportation Issues

Traffic Safety

Map 10 identifies fatal injury, suspected serious injury, and minor or no injury crashes between 2016 and 2020. According to the UW Traffic Operations and Safety Laboratory (TOPS), these are concentrated along STH 19, particularly where it converges with STH 73, which is also the area of the greatest traffic volumes in Marshall. During this time period, Marshall experienced one fatal injury crash and three serious injury crashes, all of which occurred on STH 19.

Transportation for Disadvantaged Populations

Marshall's location, outside of the Madison Metro transit service area, along with the fact that most Marshall residents need to travel outside of the Village for employment or other purposes, makes driving vitally important for its residents. Those who are unable to drive, whether due to physical or financial limitations, face major challenges.

Recent estimates by the U.S. Census Bureau suggest that about 4 percent of households in the Village of Marshall have more workers than vehicles, with about half of those having no vehicle, and that almost 8 percent of Village residents have some type of disability. The needs and abilities of these residents vary but sidewalks, paths, and bike lanes, along with taxi and specialized transportation services, can provide them with opportunities for recreation and exercise as well as access to jobs and other destinations.

Comprehensive Plan


Map 10
2016-2020 CRASHES

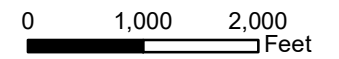
Crash Severity

- Fatal Injury
- Suspected Serious Injury
- Minor or No Injury

Crash Density



 Village of Marshall



Date: 6/28/2022

Data Sources: Crashes (Wisconsin
TOPS: 2016-2020)



State and Regional Transportation Plans

This section includes a review of regional, county, and state transportation plans and studies relevant to Marshall. The Wisconsin Department of Transportation's (WisDOT's) Southwest Region office is primarily responsible for highway planning in the Marshall area. Except where otherwise indicated below, there are no known conflicts between the policies and recommendations set forth in this *Comprehensive Plan* and those of these regional, county, and state transportation plans.

Connect 2050 (2022)

[Connect 2050](#) is WisDOT's long-range transportation policy plan for the State of Wisconsin, which will guide WisDOT's decision-making about changes to and investments in our statewide system for the next 30 years. It sets goals and objectives that apply to all the modes and means of transportation in Wisconsin including roads, transit, biking, walking, rail, aviation, and water transport. Connect 2050 is intended to set the long-range vision for the State's transportation system, while WisDOT's other plans (as partially listed below) and technical reports will identify how Connect 2050's goals will be met.

There are currently no highway corridor studies underway affecting the Village of Marshall.

Wisconsin State Freight Plan (2018)

The [Wisconsin State Freight Plan](#) provides a vision for multimodal freight transportation and positions the State to remain competitive in the global marketplace. The Freight Plan links transportation investments to economic development activities, places Wisconsin within the national and global context, and guides implementation. STH 19 and STH 73 are WisDOT designated freight routes and WisDOT designated Long Truck Routes. At time of writing, WisDOT was updating the State Freight Plan. The plan update is scheduled to be completed in December 2022.

Wisconsin Rail Plan 2050 (Anticipated 2022)

The Wisconsin State Rail Plan 2050 will include policies for railroad crossings, freight rail, Wisconsin's state-owned rail system, long-distance passenger rail, intercity rail, and commuter rail. The Rail Plan will specifically discuss rail data trends, existing and possible future service levels, rail system conditions, and commodity freight movements.

Connect Greater Madison: Regional Transportation Plan 2050 (2022)

The [Connect Greater Madison: Regional Transportation Plan 2050](#) (RTP) sets the framework for the future of transportation in the Madison region, identifying how the region intends to invest in the transportation system to accommodate current travel demands and future growth, while setting priorities that balance limited funds. The RTP includes strategies to begin

addressing important trends such as rapidly evolving transportation technology and the rise of teleworking, as well as strategies to take action on critical issues, including equity and climate change. It articulates how the region intends to build, manage, and operate its multi-modal transportation system to meet important regional economic, transportation, development, and sustainability goals. Finally, the RTP ties goals to performance measures and sets targets to track progress.

Marshall is not located within the planning area of the Greater Madison MPO. However, the MPO's long-range planning efforts may still include outer area communities located within Dane County, such as Marshall, though improvements to Marshall's transportation facilities are not included in the current RTP. The MPO updates the RTP every five years.

2023-2027 Transportation Improvement Plan

The Transportation Improvement Program (TIP), which the MPO updates annually, is a coordinated listing of short-range transportation improvement projects anticipated to be undertaken in the next five-year period. The TIP is the

mechanism by which the long-range RTP is implemented and represents the transportation improvement priorities of the region. Projects within the MPO Planning Area must be included in the TIP in order to be eligible to receive federal funding assistance. Outer county area projects are also listed for information and coordination purposes. The list is multi-modal.

2023-2027 TIP projects affecting the Village of Marshall include:

- A pavement recondition/mill & overlay project on STH 73, extending from Shaul Lane in Deerfield to School Street in Marshall, scheduled for 2023;
- A resurfacing project on STH 19, extending from Wood Violet Lane in Sun Prairie to Maunasha River Bridge in Marshall, scheduled for 2026; and
- A reconstruction of the Maunasha River Bridge on CTH TT, northeast of Marshall, scheduled for 2025.



Chapter 6 Utilities & Community Facilities

The purpose of this chapter is to inventory the utilities and community facilities in Marshall, including some not operated by the Village government. While often invisible to the public, utilities and services contribute to Marshall's overall quality of life and can even be a primary reason people choose to live in the Village.



Key Takeaways

- Following the 2023 Village Hall renovation, the Village's facility needs should be satisfied for the next decade or so – with the possible exception of community center space.
- The Village provides over 150 acres of active and passive parkland, recently acquired Riley-Deppe Park, and is engaging in a multi-year effort to improve Fireman's Park.
- The greatest apparent need in the Village's utility system is a second water storage tank located on the south side of the Maunsha River to address a long-standing storage volume deficit.

Village Facilities and Services

Village Hall

The Marshall Village Hall building, located at 130 S. Pardee Street, was built in 1960s and currently houses both Village government staff and the Marshall Police Department. Recent space studies indicate that additional space is needed to support the current needs of municipal and police staff. At time of writing, the Village was pursuing improvements to and expansion of the existing building, which could be completed as early as 2023.

Police

The Marshall Police Department operates 24 hours per day with nine full-time officers and one full-time clerical staff person. Staff consists of a chief, lieutenant, sergeant, five patrol officers, a school resource officer, and two crossing guards overseen by the police department.

The Police Department is responsible for the basic services of law enforcement, crime prevention and investigation, patrol and traffic enforcement, and enforcement of Village ordinances and state and federal laws. The Department maintains a 12-hour work schedule, which on most days allows two-officer coverage during the peak hours of 2:00 p.m. to 2:00 a.m.

Since 2014, the Marshall Police Department has become involved in the following programs:



- Traffic Enforcement Taskforce through the Wisconsin Department of Transportation (WisDOT)
- Community Restorative Court (CRC) through the Dane County District Attorney's Office
- 10-33 Program through Wisconsin Emergency Management (WEM)
- Amigos En Azul
- Internet Crimes Against Children Taskforce (ICAC)
- Med Drop Box Program through Safe Communities Madison-Dane County

The Department also recently implemented different equipment and resources such as squad and body cameras, traffic and criminal software (Badger Tracs), Narcan, and social media (Facebook page).

In 2018, the Police Department partnered with the Marshall School District to hire a full-time School Resource Officer (SRO). The wages and benefits of the officer are split 50% between the two entities. The SRO works closely with the principals of all four schools to meet goals and objectives and trains school staff on strategies to handle emergency situations including active shooters.

The Police Department has observed traffic volume/enforcement and calls for service increases from some recent development. These include new homes near the northeast corner of the Village, a 60-site campground that is generally fully booked from Memorial Day to Labor Day, and two (with a plan for a third) 55+ apartment buildings on the south end of the Village. Continued growth has the potential to expand the need for more police services.

Fire Protection and Emergency Medical Services (EMS)

The Marshall Fire Department was originally founded on February 5th, 1907. Today, its 40 volunteer firefighters and three career firefighter/emergency medical technicians (EMTs) serve the Village of Marshall and the Towns of York and Medina, with a total population of about 5,900.

The Fire/EMS building located at 119 Industrial Drive was constructed in 2002. The Department's apparatus inventory includes one SUV, three fire engines, two brush trucks, one squad, two tankers, an ATV, a utility truck, and a 1930s antique fire engine.

Beginning January 1, 2023, EMS will be staffed by the City of Sun Prairie by intergovernmental agreement. The new EMS team will be housed in the same physical location but will consist of paramedics in place of EMTs/AEMTs.

Public Works Facilities

Marshall's public works team includes the Street Department and wastewater treatment plant utility employees. The Public Works Garage located at 515 Best Built Parkway was built in 1998. The Water and Wastewater Utility Plant is located at 616 W Karem Drive. There is also a parks and recreation storage building on Lewellen Street north of the railroad tracks. While these facilities meet current public works needs, future replacement and improvement may be warranted.

Solid Waste Collection and Recycling

The Village provides weekly curbside trash collection through a contract with GFL Environmental that expires in December 2022. At time of writing, a process was underway to secure a contractor for another 5 to 10-year period. The Village also provides bi-weekly collection of single-stream recyclables through a contract with Waste Management.

Trash and recycling pick up for Evergreen Village Mobile Home Park and Water's Edge residents is coordinated by the managers of those properties.

In 2022, Marshall's Street Department began collecting brush weekly from April to October. The Village also provides leaf collection in May and November and weekly Christmas tree collection during January. Residents may dump grass clippings and leaves behind the Street Department garage.

Parks and Recreation Facilities

The Village provides over 150 acres of active and passive public parklands. The current inventory includes 10 park areas, ranging from neighborhood parks like Lion's Park to larger community parks like Converse Park to the 100+ acre Charles Langer Family Park conservancy. The Marshall School District also allows public use of its three local school parks as well as rental of school gyms, cafeterias, classrooms, grounds, and kitchens.

In March 2022, the Village acquired Riley-Deppe Park from Dane County due to its gateway location. The ownership transfer includes a grant of up to \$100,000 to use for planned improvements like repaving the parking area and installing a restored prairie. The Village also owns over 60 acres of open space in other locations with the potential to become part of the park system.

Parks and Recreation Survey

Completed in 2018, 163 survey responses revealed Marshall residents' highest priorities for the local park system:

- Additional park facilities geared toward adolescents (ages 13 to 18)
- New facilities such as a dog park, splash pad, ice skating rinks, and multi-use trails
- Improvements to existing facilities such as park restrooms, basketball courts, and boat launches
- Improvements to Fireman's Park

The Village's other recreational assets include the Marshall Area Community and Youth Center, built in the 1980s at 226 Madison Street. The after-school program that once operated out of this facility closed during the Covid-19 pandemic and has not reopened. The building can now be rented out for community uses and provides some storage. The Whistle Stop Campground was built in 2017 and is currently owned by the Village. The campground has approximately 60 sites and a club house.

Figure 6-1: Village of Marshall Existing Park Facilities

Park Name	Type	Size	Location	Amenities
Scenic Circle Park	Mini Park	1 acre	SW corner of Freidel Drive/Overlook Terrace intersection	Open space, open-air structure, small play structure, sandbox, path
Lion's Park	Mini Park	0.75 acres	End of Waterloo Road on bank of Maunsha River Mill Pond, north of Hubbel Street (STH 73) Bridge	Accessible fishing pier, canoe launch, seating, picnicking amenities, play and exercise equipment, water fountain, path
Deerhaven Park	Neighborhood Park	5.5 acres	Corner of Waterloo Road and Merrick Terrace, adjacent to Marshall Public Library	Skate park, play structures, open-air shelter, open space, parking, path
Riverview Park	Neighborhood Park	5 acre	Between Riverview Drive and Friedel Drive west of Hubbell Street	Soccer facilities, basketball court, general open space
Converse Park	Community Park	14.5 acres	East of Lewellen Street at Best Built Parkway	Softball, baseball, play areas, sand volleyball, bike path connections, community gardens, parking
Fireman's Park	Community Park	12.25 acres	Southern shore of Maunsha River Mill Pond	Baseball field, basketball court, play structures, accessible fishing pier, concessions building; hosts community festivals
Riley-Deppe Park	Community Park	12.7 acres	Highway 19 on Marshall Millpond	Play equipment, shelter, boat launch
Charles Langer Family Park	Conservancy Park	107 acres	Canal Road	Bird's Ruins disc golf course, rustic campsites, canoe launch, potable water, interpretive signage, amphitheater, picnic shelter
Veteran's Memorial Park	Special Use Park	0.5 acres	Farnham Street across from Municipal Building	Gazebo structure, memorial signage, bricks, benches, and flags
Riverview Drive Access Points	Special Use Park	3 x 0.25 acres	Along south and west sides of Riverview Drive in the Lakeview Terrace and Maunsha Lake Estates subdivisions	Stormwater conveyance

Source: Village of Marshall 2019-2023 Comprehensive Outdoor Recreation Plan Update

The Village Parks and Recreation Department coordinates an adult softball league and tournaments as well as youth soccer. In partnership with the Marshall Youth Club, a non-profit organization founded in 2002, it also offers youth baseball, football, softball, basketball, and volleyball.

In 2018, the Village updated its [Comprehensive Outdoor Recreation Plan](#) with recommendations for system expansion and improvement through 2023. That plan sets the goal for Marshall to use the park system to enhance neighborhood and commercial areas and make Marshall a destination for shopping, dining, and recreation enthusiasts. Key recommendations of the 2019 plan include:

- System-wide ADA accessibility
- Add support components like drinking fountains, trash/recycling, and bike racks
- Develop new facilities such as dog park, splash pad, ice skating rinks, and multi-use trails
- Fill gaps in existing bike/ped network
- Complete master plans for park improvements
- Replace/reconstruct aging facilities and infrastructure

Marshall's 2018 [Tax Incremental District No. 2 Project Plan](#) also include parks-related recommendations, namely campground development (now completed) and improvements to Fireman's Park. Further, two of the top strategies identified in the 2019 [Village of Marshall Community Economic Development](#)



[Strategic Plan](#) are to promote Marshall as a tourism destination and market Marshall's parks and recreation. Specific recommendations from this plan include creating a park development plan for a donated 26-acres of land on Deerfield Road, promoting direct community access to local water resources, and promoting water-related recreation.

Library

The Marshall Community Library, located at 605 Waterloo Road, offers a variety of programs and services for all age groups. In addition to providing wireless internet access, scanning, printing, faxing, and test proctoring services, and programming for adults and children, the Library also serves as Wisconsin's first library Village Post Office.

Built in 2002, the Library building includes public computer stations and a community room that government and non-profit entities can use for public meetings. As a member of the South Central Library System, Library services are available to any resident of the eight-county region through interlibrary loans and visits.

Senior Services

Senior programs had been run through the Marshall Area Community and Youth Center but have been disrupted by the Covid-19 pandemic and staffing difficulties in recent years.

The Village also contributes to the Sun Prairie Colonial Club, which offers adult daycare, on-site and home-delivered meals, in-home supportive care, case management services, educational opportunities, exercise classes, activities, and trips to communities throughout northeast Dane County. The Marshall Senior Meal Program coordinated through the Colonial Club serves a nutritious noon meal to anyone 60 or older at the Marshall Community Library and through home delivery.

Dane County partners with Transportation Solutions to offer reduced rates on rides to the local supermarket and/or into Madison once a week. The Marshall Public Library hosts a weekly Senior Aerobics class that is often followed by card playing.

Other Community Facilities

Schools

The Marshall School District provides public education for students living within the Village and portions of the Towns of Medina, Deerfield, Sun Prairie, and York (see Map 1 for the Marshall School District boundary within that map's extent). All four of the District's school buildings are located within the Village limits. The Marshall Early Learning Center, built in 1994, serves Pre K through 2nd Grade students. Marshall's half-day pre-kindergarten program was one of the first such programs in Wisconsin. Grades 3-6 attend Marshall Elementary School, built in 2004. Marshall Middle School houses 7th and 8th Grades. High schoolers in Grades 9-12 attend Marshall High School, constructed in 1999.

Despite small class sizes and a variety of extracurricular opportunities, enrollment has declined in recent years. Total enrollment for K-12 for the 2012-2013 school year was 1,263 students. By the 2021-2022 school year, 310 fewer students were enrolled, almost a 25 percent decrease. This generally tracks with the steady to slightly declining population in the Village, documented in an earlier chapter of this volume, and also with larger graduating cohorts that are common across many districts.

Figure 6-2: Marshall School District Enrollment Trends, 2012-2021

Grade Group	Student Enrollment	
	2012 to 2013	2021 to 2022
4K	95	56
K-2	253	198
3-5	267	181
6-8	258	197
9-12	390	321
Total	1,263	953

Source: Wisconsin Department of Public Instruction, 2022

District demographics mirror the demographic makeup of the Marshall community in many ways. For example, the District reports a significant population of Latino or Hispanic students (20.5%). Additionally, 40.3% of students are considered economically disadvantaged and 10.5% are English language learners, and 10.6% are students with disabilities.

2012-2013 District Report Card, the State Department of Public Instruction gave the Marshall School District an overall rating of 71.9, which falls in its “Meets Expectations” category. The Report Card issued for the 2020-2021 school year indicates

that the District “Meets Few Expectations” with a rating of 54.0. Still, this latter rating should be interpreted with caution, as it was undoubtedly impacted by the significant challenges presented by the Covid-19 pandemic.

Youth Services and Child Care

Private operators in the Village offer childcare and preschool options, including the licensed group and family providers listed in Figure 6-2. The Marshall School District also offers a full-time 4K program and 3-year-old early start program for kids with early development challenges.

Figure 6-3: Marshall Childcare Facilities

Type	Facility Name	Location	Capacity
Licensed Family	Dawn Anacker Daycare	5982 Cherry Ln	8
Licensed Group	DCPC Marshall Head Start	369 School St	15
Licensed Group	Little Family Day Care	102 Lothe Rd	30
Licensed Group	Schools Out	369 Williams St	23
Licensed Group	Sunbrook Child Care Center	311 Madison St	50

Source: Wisconsin Department of Children and Families, May 2022

Cemeteries

The Village of Marshall does not own any cemeteries and none are within the Village limits. The two closest cemeteries are the Holy Family Catholic Cemetery adjacent to the wastewater treatment plant and the Medina Cemetery next to Little Amerricka Amusement Park. Both are just outside of the Village limits.

Utilities

Water Supply and Distribution

The Marshall Water and Sewer Utility provides municipal water to 1,192 customers (i.e., households, businesses, institutions) in the Village through a public water distribution system. The system includes one elevated storage tank at the Village’s northeast edge with a 300,000-gallon capacity, approximately 96,500 lineal feet of water main, and three active high-capacity groundwater wells within the Village. The tank location is

shown on Maps 5 and 6 and details of the three wells are shown in Figure 6-4.

Figure 6-4: Village of Marshall Well Information

Well ID/Name	Depth (feet)	Capacity (gpm)
1 - Hubbell Street	371	430
2 - Porter St	552	500
3 - Hwy 73 N	530	500

Source: Annual Report, Marshall Water and Sewer Utility, April 2022

Note: Reported depths in the 2021 Consumer Health report are 805 (Well 2) and 675 (Well 3).

In total, the gross capacity of all active municipal wells is approximately 1,250 gallons per minute (gpm), or about 1.80 million gallons per day (MGD), and the “firm capacity” (i.e., with the largest well assumed to be out of service) is approximately 750 gpm or 1.08 MGD. The 5-, 50-, and 100-year zones of

groundwater contribution (i.e., recharge area) have been estimated and mapped for these wells using the 2016 Groundwater Flow Model for Dane County developed by the WGNHS ([link to map](#)).

According to the five most recent [Annual Reports](#) filed with the Public Service Commission of Wisconsin (PSC), the Village pumped an average of 168 gpm (0.24 MGD) from 2017-2021, approximately 22% of its firm pumping capacity.

The current per capita average demand on the water system is estimated at approximately 64 gpd, based on the 2020 decennial Census and corresponding total water pumped in that year. Currently, the water utility does not offer any water conservation programs targeted at reducing water demand.

Water losses in the Village's distribution system averaged 19,645 gpd (0.02 MGD) from 2017 to 2021, which accounted for an average of 8 percent of the net water supplied. The Wisconsin Administrative Code PSC 185.85(4)(b) requires a utility with more than 1,000 customers to submit a water loss control plan to the Public Service Commission (PSC) if the utility reports its percentage of water losses exceeds 15 percent; this has not occurred since 2017.

A detailed assessment of the Village water supply and distribution system was last performed in 2006 ([2006 Water System Needs Assessment](#)). This *Assessment* analyzed existing and historical water demand and storage capacities, projected future supply and storage needs, and made recommendations

for future water system improvements to meet future needs. Several of the recommendations included in the *2006 Assessment* have since been implemented, including construction of a new high-capacity groundwater well (Well ID No. 3) in 2012, installation of emergency power facilities at Well No. 2, and conversion of the Village's water system map to GIS-format.

One significant recommendation of the *2006 Assessment* which has not been implemented was the recommendation for a second storage tank located on the south side of the Maunasha River. Based on the *2006 Assessment*, and assuming the installation of a new well (since completed), the Village was at a net deficit in required storage volume of approximately 107,000 gallons in 2006. Using the historical and projected water demands, the *2006 Assessment* projected a net deficit in required storage volume of approximately 396,000 gallons in the year 2025 without a second storage tank. The Village unsuccessfully applied to the PSC for approval of a new storage tank approximately 10 to 12 years ago. Therefore, the shortage of water storage thus remains a concern.

The Water Utility provides disinfection through chlorination and fluoride treatment at each well location. The most recent water system monitoring and reporting, as provided by the Wisconsin Department of Natural Resources' (WDNR's) Consumer Confidence Report, indicates there were no violations for disinfection byproducts, inorganic contaminants, or radioactive contaminants.

Levels of iron and manganese were both at or above Secondary Maximum Contaminant Levels (SMCL), although neither exceeded Health Advisory Levels (HAL). SMCLs do not present health concerns, but may pose aesthetic problems such as objectionable taste, odor, or color. Health Advisory Levels present a health risk if exceeded.

The Village maintains a Wellhead Protection Ordinance within Title 13, Chapter 4 of its Code of Ordinances. The ordinance institutes land use regulations and restrictions to protect the municipal water supply and well fields. A wellhead protection plan for wells No. 1, 2, and 3 was completed in December 2011.

Sanitary Waste Collection and Treatment

The Marshall Water and Sewer Utility provides municipal sanitary sewer service and wastewater treatment for the Village of Marshall. The system contains approximately 17 miles of sanitary sewer pipe, three pump/lift stations, and one wastewater treatment facility.

The Utility implements a Capacity, Management, Operation, and Maintenance (CMOM) Program in accordance with NR 210.23(4). The CMOM program ensures the sewage collection system is properly managed, operated, and maintained and provides adequate capacity to convey all peak design flows; excessive infiltration and inflow (I/I) is eliminated, overflows are stopped and mitigated if they do occur, and a process for proper notification of the public is in place; and annual reports



are submitted to the WDNR in accordance with NR 208. Within the CMOM program, cleaning 20 percent of sewer lines, inspecting 20 percent of manholes, and televising 5 percent of sewer lines is prescribed to be completed each year. In the most recent [2020 Compliance Maintenance Annual Report \(CMAR\)](#), no overflows or significant infiltration/inflow were reported.

The Marshall Wastewater Treatment Facility (WWTF) was constructed in 1998 and is located on West Karem Drive. The current WPDES permit (expires March 2024) allows the WWTF to discharge treated effluent to the Maunasha River within the Maunasha River Watershed (Upper Rock River Basin). According to the 2020 CMAR, the current rated monthly

design flow capacity of the facility is 1.1 million gallons per day (MGD), or 266 gallons per minute (gpm). In the year 2020, the facility received an average monthly influent hydraulic loading of 0.38 MGD (35 percent of the 1.1 MGD design capacity), including infiltration and inflow. In 2020, the facility met all WPDES permit limits for quality of effluent discharged to the Maunasha River, including biological oxygen demand (BOD), total suspended solids (TSS), ammonia (NH₃), and phosphorus (P).

In 2007, the Village completed an analysis of the WWTF's capacity, which is documented in the [Village of Marshall Treatment Plant Capacity Study](#) prepared by Town & County Engineering. The analysis reviewed existing components of the WWTF to determine available capacity and made recommendations for increasing capacity in the future.

The *2007 Capacity Study* recommended an upgrade to the SCADA controls (now completed), but otherwise concluded the WWTF was performing with adequate capacity and achieving required treatment levels at the time. The most recent CMAR indicates this is still the case. A follow up study was recommended to be completed when the contributing population increases by 1,000 persons; to date, the population has increased by approximately 200 persons since 2007.

Since the time of the *2007 Study*, the Village has implemented improvements to increase the performance and capacity of the WWTF. Additionally, energy efficiency improvements have

resulted in a slight reduction in power usage despite a slight increase in the volume of influent received. The Village has no short- to mid-term plans for significant upgrades.

Stormwater Management

The Village of Marshall is within the Maunasha River / Deansville Marsh and Maunasha River watersheds HUC 12 watersheds. The Village generally drains to the Marshall Millpond, to the Maunasha River or one of its tributary streams or wetlands, or to one of a few localized internally drained areas (closed basins).

The Village of Marshall stormwater management and performance standards are contained within Section 15, Chapter 2 of the Village of Marshall Code of Ordinances. These standards are based on Chapter 14 of the Dane County Code of Ordinances, which sets the minimum requirements for stormwater management for land disturbing and land development activity in all cities, villages, and towns in Dane County. The County ordinance was updated in November 2021 to address increasingly heavier and more extreme rainfall events occurring as well as more intense development in the Dane County area. The County ordinance is now generally more protective than the currently published Marshall ordinance, which suggests the need for future amendment to the Marshall ordinance.

The Village does not have a Stormwater Utility or a community-wide stormwater management plan. Most of the

existing development within the Village occurred prior to October 2002 when most stormwater management regulations for water quality and peak rate control were first enacted and before 2004 when the first requirements for infiltration / volume control were enacted. The Village is not currently experiencing any significant stormwater-related issues from a flooding or maintenance perspective; however, with abundant water resources within and downstream of the community, stormwater management is a critical issue to address proactively as new development or redevelopment occurs. Additionally, proper stormwater management is important to protecting and replenishing groundwater reserves which the Village relies on for water supply.

Electric Power, Gas, and Communications

WE Energies provides gas and electric service to the Village. Telephone service is provided by Frontier, and Spectrum provides cable communication services. The Village's telecommunications equipment is installed on the water tower. Internet speeds average 2MB within the Village limits. This is mostly sufficient for resident needs, but demand does exceed capacity during peak times; this was especially noticeable during the Covid-19 shutdown in spring of 2020.

Map 5 shows the location of large electric transmission lines running north-south near the Village's easternmost boundary. American Transmission Company's 2021 system map shows several substations southeast of the Village. There is also an Enbridge petroleum pipeline pumping station located at 5635 Cherry Lane in the Town of Medina, southeast of the Village.



Chapter 7 Housing & Neighborhood Development

This chapter provides an inventory and analysis of housing and neighborhood conditions. Marshall's housing stock is its largest capital asset. Housing and neighborhoods provide shelter and characterize a community's sense of place and quality of life.



Key Takeaways

- Marshall's average household size has remained relatively high, whereas households have become smaller in most other municipalities. This suggests fewer single-person households, more persons per family, and possibly some doubling up.
- Lots in Marshall's newest residential subdivisions on its east side have filled quickly in recent years. Marshall's first multi-family housing development in years – a 55+ project at the Village's south edge – was being completed at the time of writing.
- Other recent Village plans identified a goal of encouraging more workforce and elderly housing for the existing population and for future workforce attraction. Marshall's Tax Incremental District #2 creates an incentive structure for this.

Note: Due to disruptions caused by the Covid-19 pandemic, the 2020 American Community Survey (ACS) estimates produced by the U.S. Census Bureau have notably high margins of error, especially for small geographies like the Village of Marshall. It is important to keep this in mind when reviewing the ACS data presented below. Alternative data sources have been used where possible.

Household Characteristics

Figure 7-1 provides an overview of Marshall and Dane County households in 2020 compared to 2010. Per the 2020 Census, there were 1,372 households in the Village, which is over a 100-household decrease since 2010. The majority of these are family households, though less than half of the family households include children under 18 years old. Over 50 percent of Marshall's households are married couple families; about 40 percent of these households also have children under 18, indicating a significant share of empty-nester households.

The number of family households and married couple family households, both with and without children, have declined since 2010. The number of female-headed households has more than doubled during this time; the number of female-headed households with children under 18 has increased by almost 50 percent. Overall, the number of households with children under 18 has decreased significantly in the last decade, which tracks with Marshall School District enrollment decreases over a similar period.

The number of households with individuals over age 60 has remained relatively constant since 2010, despite an increase in this group countywide. Fewer Marshall households consist of a single householder now than in 2010, while this proportion has remained steady at the county level.

Figure 7-2 compares selected household characteristics in 2020 for Marshall with nearby communities, Dane County, and the State. Compared to 2010, Marshall in 2020 had fewer single-person households, fewer households with school-age children, and about the same number of households with individuals aged 60 and up.

In 2020, Marshall's average household size was larger than household size in most neighboring communities as well as in Dane County and the State. For most geographies, household size has steadily declined in recent decades; Marshall, however, has appeared to experience the opposite trend, with average household size increasing from 2.54 in 2010 to 2.88 in 2020. This suggests fewer single-person households and/or fewer families but with more persons per family than in 2020. It could also suggest some doubling up of households in a single residence, which may coincide with Marshall's relatively high poverty rate.

Figure 7-1: Households by Type, Marshall and Dane County, 2010 and 2020

	Village of Marshall		Dane County	
	2010	2020	2010	2020
Total Households	1,495	1,372	196,383	226,600
Family Households	1,004	972	113,689	125,826
With own children <18	512	375	54,838	56,884
Married-couple family	805	744	91,557	99,963
With own children <18	461	300	40,235	40,915
Female Household	75	180	15,514	18,068
With own children <18	51	75	10,402	11,442
Non-family Households	491	400	82,694	100,774
Householder alone (%)	21.1	13.0	31.4	31.7
Households with Individuals 60+ (%)	28.2	29.6	24.2	31.7

Source: U.S. Census Bureau 2010 and 2020 American Community Survey 5-Year Estimates

Figure 7-2: Household Characteristic Comparisons, 2020

	Village of Marshall	City of Waterloo	Village of Deerfield	Town of Medina	Dane County	State of Wisconsin
Total Housing Units	1,481	1,491	1,050	532	236,202	2,709,444
Total Households	1,372	1,445	1,014	530	226,600	2,358,156
Average Household Size	2.88	2.29	2.50	2.67	2.33	2.39
% Single-person Household	13.0%	29.0%	22.2%	14.2%	31.7%	29.5%
% with School-age Children	63.2%	57.0%	55.6%	76.8%	57.3%	58.0%
% with Individuals 60 Years and Older	29.6%	38.7%	25.0%	40.9%	31.7%	19.8%

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates

The Village's average household size is forecast to stay steady at 2.86 persons per household in 2030 and increase to 3.09 by 2040, then 3.30 by 2050 (see Table 4-3 in the Land Use chapter). These projections differ from trends in other Dane County communities that anticipate declines in household size over the coming decades due to delayed household formation by younger generations, decreases in the number of children per family, and increasing numbers of older adults in their empty nest years. Because household size projections are based on past trends, the increase projected for Marshall may be due to the fact that most of the Village's recent housing construction has been single-family suburban homes, which are likely to house larger families. If household sizes in Marshall do continue to increase, the Village can expect to see continued demand for single family detached housing and other housing types with enough space to accommodate larger-than-average households.

Housing Totals and Type

Between 2010 and 2020, the Village's total housing stock increased about 3 percent, from 1,500 to 1,545 total housing units. This contrasts with the rate of growth observed from 2000 to 2010, when total housing units increased by 26.4 percent.

The majority of the Village's 2020 housing – 57.7 percent - is single family detached residences, which is generally on par with other Dane County communities. Mobile homes make up about 20 percent of the Village's housing stock, a significant

proportion compared to other communities. Figure 7-3 compares the housing mix within the Village in 2010 versus 2020.

Housing Tenure and Vacancy

Related to housing type, the American Community Survey estimates that about 66 percent of all Marshall homes were owner-occupied in 2020. This homeownership percentage exceeds that of Dane County, which is 59 percent owner-occupied. However, homeownership in Marshall has apparently declined since 2010, when 83.3 percent of housing units were estimated to be owner-occupied per the U.S. Census Bureau.

Marshall's ownership percentage in 2020 was lower than in many neighboring communities, including Cottage Grove (80.2 percent), Deerfield (75.1 percent), and the Town of Medina (86.4 percent), but higher than Sun Prairie (62.2 percent) and Waterloo (64.2 percent).

In 2020, Marshall had a homeowner vacancy rate of about 7 percent. A vacancy rate of 5 percent is generally considered a healthy housing market. In most neighboring communities, vacancy rates are much lower, reflective of the notoriously tight Dane County housing market. Figure 7-4 compares 2020 housing stock characteristics in Marshall with those of Waterloo, Cottage Grove, Deerfield, Sun Prairie, the Town of Medina, and Dane County.

Figure 7-3: Percentage of Total Housing Units by Type, Village of Marshall, 2010-2020

Type of Housing Unit	2010 Percent	2020 Percent
1-unit, detached	57.2%	57.7%
1-unit, attached, including duplexes and townhomes	8.4%	8.8%
Multiple family	14.2%	13.8%
Mobile home/other	20.2%	19.6%

Sources: U.S. Census Bureau 2010 American Community Survey 5-Year Estimates and Village of Marshall building permit records 2010-2019

Figure 7-4: Housing Stock Characteristics, 2020

	Village of Marshall	City of Waterloo	Village of Cottage Grove	Village of Deerfield	Town of Medina	City of Sun Prairie	Dane County
% Owner-occupied units	66.2%	64.2%	80.2%	75.1%	86.4%	62.2%	59.0%
Homeowner Vacancy Rate	7.0%	0.0%	0.5%	0.0%	0.0%	0.9%	0.7%
Rental Vacancy Rate	0.0%	0.0%	8.3%	0.0%	0.0%	5.4%	3.5%
Median Housing Value in 2020	\$190,300	\$166,500	\$294,300	\$223,800	\$335,900	\$249,400	\$277,000
Median Contract Rent in 2020	\$930	\$795	\$1,192	\$848	\$1,117	\$1,131	\$1,118

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates and Capital Area Regional Planning Commission

New Housing Construction

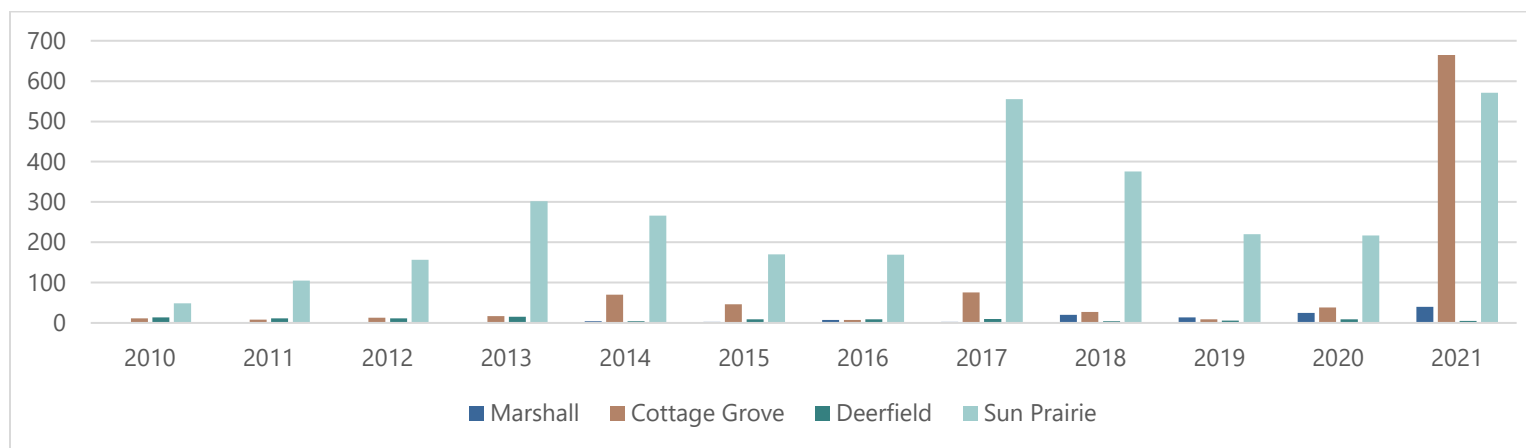
During the 1990s, Marshall experienced a building boom, with 312 new building permits issued for single or multi-family housing. The recession of the late 2000s affected trends in housing construction nationwide, statewide, and regionally. The lull in new housing construction continued well into the 2010s for most Dane County communities; in Marshall, permits for only 13 new housing units were issued from 2010 to 2017, per Village building permit records.

New construction has picked up again in recent years. From 2018 through 2021, the Village of Marshall issued permits for

111 new housing units. Figure 7-5 illustrates trends in building permits for new construction over the last decade for Marshall and nearby communities, from a slightly different building permit record source than the direct Marshall source cited above.

Lots in one of Marshall’s newer residential neighborhoods, the Amerricka’s Dream development, filled rapidly in recent years, suggesting pent up demand for new housing in the Village. However, the Village has very few additional lots available for housing development at this time, a fact that must be addressed in order to meet local housing needs.

Figure 7-5: New Housing Units Authorized by Building Permits, Marshall and Neighbors, 2010-2021



Source: U.S. Department of Housing and Urban Development 2022 (SOCDS Building Permits Database)

Housing Condition and Age

The age of a community's housing stock can be an indicator of the general condition of the local housing supply, and typically reflects several important factors, including size, offered amenities, and overall maintenance costs. Housing age often reflects different regional and national trends in housing development. Housing predating the 1940s, for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes increased, though that trend has begun to reverse in recent years.

The 2020 American Community Survey reports that the majority of Marshall's housing (42%) was built in the 1960s and 1970s, while homes built in the 1980s and 90s make up about a quarter of the Village's housing stock.

Existing Village Plans Related to Housing

Marshall Highway 19 Corridor Redevelopment Plan

Marshall's 2017 [Highway 19 Corridor Redevelopment Plan](#) suggests developing independent senior housing and looking for ways to provide general goods in proximity to these facilities. These strategies aim to support aging in place for existing Marshall residents and to create a larger daytime customer base for current and potential businesses. The Corridor Plan also suggests possible sites for different types of residential development along the Highway 19 corridor, including one area east of Saint Mary's Cemetery between Karem Drive and Waterloo Road.

Village of Marshall Community Economic Development Strategic Plan

The [Community Economic Development Strategic Plan](#), prepared with and for the Village in 2019, identifies housing as one of Marshall's top weaknesses. To address this, that plan establishes a goal of encouraging workforce and elderly housing for existing population and for workforce attraction. Potential strategies to achieve this goal include:

- Promoting more housing units in downtown Marshall
- Promoting quality of place for housing
- Performing a housing analysis
- Identifying key housing sites, contacting housing developers with housing data and list of development sites
- Hosting an open house to tour developments around the community
- Creating and distributing a request for qualifications seeking quality housing developers
- Promoting multi-story structures as an option
- Reviewing new housing permitting and fees to streamline and reduce costs to make development more attractive

Tax Incremental District No. 2 Project Plan

Marshall's Tax Incremental District (TID) #2 was created by the Village as a Mixed Use TID. State rules for such a district include a requirement that newly platted residential development comprise no more than 35% of the TID area and

a minimum residential housing density of three units per acre. The [Project Plan for TID #2](#) sets forth a strategy for creating single- and multi-family residential development throughout the TID area, including developer incentives to support the housing expansion.



Chapter 8 Economic Development

This chapter provides an overview of the local and regional economy, including strengths and weaknesses for Marshall's future economic growth. The condition of the local economy is a central element of planning for a community's future, as it directly influences local growth and development.



Key Takeaways

- While Dane County is a major job center, Marshall has relatively few jobs – just under 500.
- Marshall has recreational-based economic development opportunities, including the Little Amerricka Amusement Park, Whistle Stop Campground, and abundant water and parks.
- Marshall residents buy most of their products and usually eat at restaurants outside of Marshall. A 2017 analysis suggested a retail and food/drink demand gap of nearly \$57 million.
- Projected population growth should increase the Village's marketability for commercial service and retail uses, but Marshall will likely remain below typical population thresholds for larger-scale commercial uses.
- Recent Village plans establish a strong planning framework for future economic development initiatives, including the 2007 Downtown Plan, 2017 [Highway 19 Corridor Plan](#), 2018 [TID #2 Project Plan](#), and 2019 [Economic Strategy](#).

Economic Context

Marshall is well-connected to the highway system with State Highways 19 and 73 running through the Village and Interstate 94 just four miles south, providing the main link to Madison and Milwaukee markets. The Village has several attractions to support a recreational-based economy for both residents and visitors, including water resources, parks and trails, Little Americka, and Whistle Stop campground.

Marshall is also home to a handful of local businesses outside of the recreation trade, including Auburn Ridge and Insight FS. According to the Village's 2019 Community Economic Development Strategy, the largest major occupation group in Marshall is education, training, and library occupations, primarily resulting from employment from the Marshall School District. The next largest groups are office and administrative support and sales and related occupations.

Potential income inequality may mean that some residents are more able to participate in the local economy than others. Households headed by Millennials with children are likely to support family-oriented and convenience businesses and services. As Baby Boomers, the Village's second-largest population group, age, there will likely be a greater demand for general goods in close proximity to senior independent and assisted living.

During the last several decades, Marshall has experienced intermittent periods of rapid growth and development

interspersed with quieter periods. Although the population has declined slightly since 2010, projected growth of 528 residents in the next 10 years would increase the Village's marketability for commercial development. Additionally, several recent plans have examined the potential for development and redevelopment in Marshall, establishing a strong planning framework for future economic development initiatives.

Labor Force

A community's **labor force** is the portion of the population age 16 or older who are employed or available for work and includes people who are in the armed forces, employed, unemployed, or actively seeking employment. The U.S. Census Bureau's American Community Survey indicates that 2,406 Marshall residents were in the labor force in 2020, up from 2,097 in 2010. Of this total, 114 residents—or 4.7 percent of the labor force—were unemployed, compared to 3.5 percent at the State level and 8.3 percent for Dane County (likely driven up by the large student population).

Over 88 percent of the Village's population age 25 and older has at least a high school level education; about 18 percent residents have completed a college degree. The level of educational attainment among Marshall residents is lower than the averages for Dane County and the State.

Marshall's median income of \$67,500 is lower than that of Dane County (\$75,179) but higher than State median income (\$63,293). In 2019, 13.9% of Village residents were considered

to be living in poverty, suggesting some degree of income inequality. Per the American Community Survey, Marshall's 2020 median home value is \$294,300, while median rent is \$1,192 per month.

The management, business, science, and arts (which includes education), service, and production, transportation, and material moving occupations each employ about a quarter of Marshall's employed labor force. The remainder work primarily in sales and office (11 percent) or natural resources, construction, and maintenance occupations (12.5 percent). Compared to 2010, fewer residents work in education-related and sales and office jobs today. At the county level, just over 50 percent of the 2020 civilian population was employed in management, business, science and arts occupations, with only 14 percent in service jobs and 9.5 percent in the production and transportation sector.

Key Regional Industries and Employers

Key sectors of a regional economy are defined by sector size, concentration, and employment growth or decline. An industry that shows a higher concentration of employment than the national average is considered a basic industry in a region.

Basic industries are those sectors that export a product or service from the local community into the national or international economy. They are a critical part of the economic engine for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services.

Top industry groups for Dane County, based on location quotients, are shown in Figure 8-1. A **location quotient (LQ)** is a measurement an industry's local concentration in comparison to the nation. An LQ of 2.00, for example, indicates an area has twice the concentration of an industry as the nation. An LQ of 0.5 means the region has half the expected concentration compared to the nation. According to this standard, Dane County's strongest industry is "all other schools and education support services (State government)." These are likely jobs associated with the University of Wisconsin system. Other major industries in the county are small electric appliance manufacturing, biological product manufacturing, and research and development in nanotechnology.

The Madison region's largest employers represent a diverse cross section of industries, recognized by Emsi and Livability in 2018 as the most industrially diverse metropolitan statistical area (MSA) in the nation. Well-established sectors include healthcare, bioscience, agriculture, advanced manufacturing, and information communications technology, as well as public employment in government and education.

Figure 8-1: Top Industries by Location Quotient, Dane County, 2022

Description	2021 Location Quotient	2021 Jobs	2021 Payrolled Business Locations
All Other Schools and Educational Support Services (State Government)	35.9	1,136	3
Small Electrical Appliance Manufacturing	22.2	669	1
Biological Product (except Diagnostic) Manufacturing	22.1	2,025	10
Research and Development in Nanotechnology	21.3	1,181	11
Industrial and Commercial Fan and Blower and Air Purification Equipment Manufacturing	14.6	998	3
Pesticide and Other Agricultural Chemical Manufacturing	14.1	443	1
Hospitals (State Government)	12.9	11,750	2
Irradiation Apparatus Manufacturing	12.5	392	4
Speed Changer, Industrial High-Speed Drive, and Gear Manufacturing	11.2	284	2
Political Organizations	10.9	298	14

Source: LightCast, tabulated from Bureau of Labor Statistics QECW data

The following are major employers in Dane County as of 2022:

- University of Wisconsin-Madison (over 10,000 employees)
- University of Wisconsin Hospitals
- Madison Area Technical College
- Epic Systems Corporation (over 5,000 employees)
- TDS Telecom (over 1,000 employees)
- American Family Mutual Insurance Co. (over 1,000 employees)
- Cuna Mutual Group (over 1,000 employees)
- SSM Health Care of Wisconsin, Inc.
- Meriter Hospital
- William S. Middleton Memorial VA Hospital
- American Girl Brands, LLC
- Shopbop
- Dane County

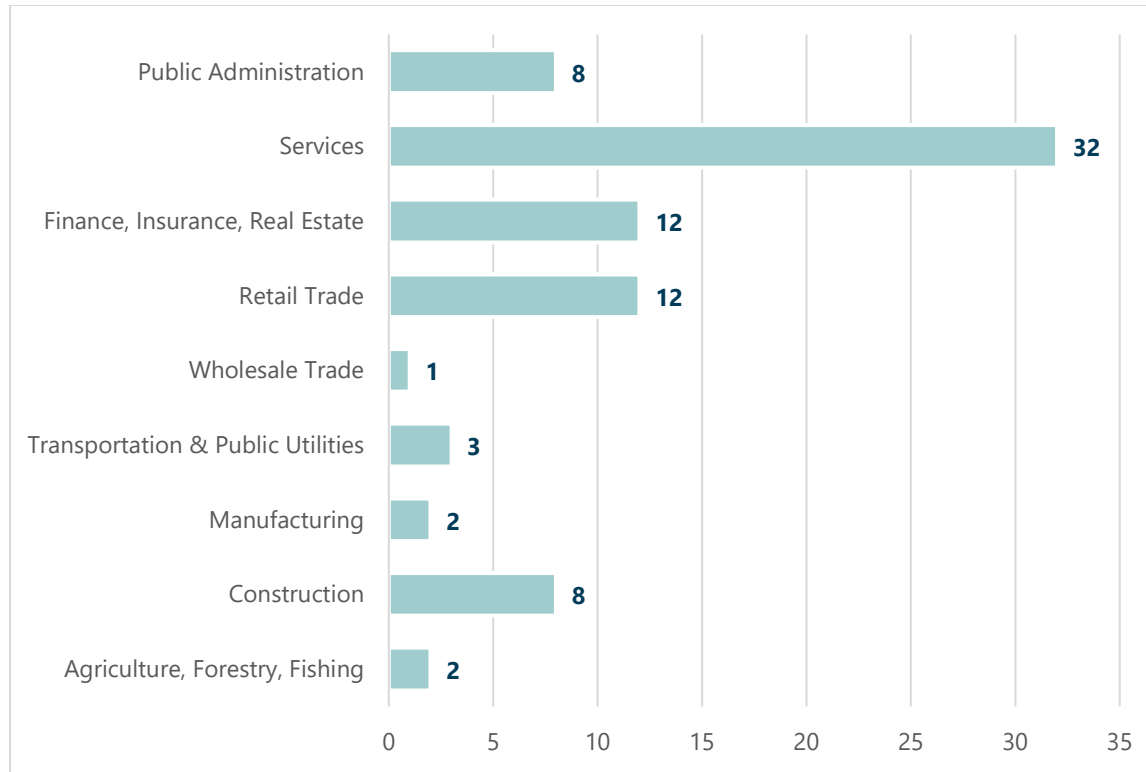
Local Industries and Employers

There are a number of small and mid-sized businesses in the Village of Marshall. Some of Marshall's larger employers include:

- Marshall School District
- Auburn Ridge
- Insight FS
- Little Amerricka Amusement Park (seasonal)
- Village of Marshall government
- Kwik Trip

Figure 8-2 shows the number of businesses by industry in the Village of Marshall as of July 2022. There are 32 services businesses in Marshall employing 493 people. Retail trade and finance, insurance, and real estate establishments are the second largest groups in terms of number of businesses. While there are only eight construction companies in the area, together they provide 293 jobs.

Figure 8-2: Number of Establishments by Type, Village of Marshall, 2022



Source: ESRI Business Analyst, 7/7/2022

According to the industry snapshot developed for the Village’s 2019 Community Economic Development Strategic Plan, the industry groups with the largest LQs in the Marshall area are education, training, and library occupations, sales and related occupations, and life, physical, and social science occupations. This analysis projected continued growth in education and healthcare occupations. The highest separation demand

(occupation demand due to retirements and works changing occupations) is expected to occur in sales and education. As of 2018, the local occupations with the highest average wages were legal occupations (\$106,100), healthcare practitioners and technical occupations (\$104,300), and management occupations (\$102,600). This data is summarized in Figure 8-3.

Figure 8-3: 2018 Industry Snapshot for the Village of Marshall

Industry	2018 <i>(Four quarters ending with 2018 Q3)</i>			5-Year History		3-Year Forecast	
	# Jobs	Average Annual Wages	LQ	Change in # Jobs	Average Annual % Change	Job Growth	Average Annual Growth Rate
Agriculture, Forestry, Fishing and Hunting	4	\$37,242	0.63	0	0.1%	0	0.8%
Construction	9	\$62,769	0.31	0	-1.1%	0	1.1%
Manufacturing	14	\$59,789	0.35	0	-0.7%	0	-0.1%
Wholesale Trade	6	\$66,633	0.29	1	3.0%	0	0.3%
Retail Trade	115	\$29,779	2.18	16	3.0%	4	1.1%
Transportation and Warehousing	22	\$42,476	1	-15	-9.8%	0	0.4%
Information	7	\$93,807	0.75	-4	-8.1%	0	1.6%
Finance and Insurance	20	\$84,366	1.05	-4	-3.4%	0	0.1%
Real Estate and Rental and Leasing	4	\$54,802	0.43	-2	-8.0%	0	0.1%
Professional, Scientific, and Technical Services	10	\$69,041	0.31	0	0.6%	0	1.2%
Administrative and Support and Waste Management and Remediation Services	10	\$34,377	0.31	4	12.0%	0	1.1%
Educational Services	136	\$50,248	3.36	-30	-3.9%	4	0.9%
Health Care and Social Assistance	80	\$59,318	1.13	8	2.0%	4	1.7%
Arts, Entertainment, and Recreation	2	\$18,340	0.2	0	1.7%	0	0.8%
Accommodation and Food Services	9	\$17,772	0.21	-15	-17.5%	0	0.4%
Other Services (except Public Administration)	8	\$35,286	0.38	-1	-1.9%	0	1.0%
Public Administration	39	\$58,504	1.68	-6	-2.7%	0	0.2%
Total - All Industries	495	\$54,046	1	-48	-1.8%	14	0.9%

Source: 2019-2020 Village of Marshall Community Economic Development Strategic Plan (JobsEQ)

Employment Trends and Forecasts

This section provides employment forecasts for Dane County as a whole. Figure 8-4 shows Woods and Poole employment projections for Dane County industries between 2020 and 2050. Total employment in the County is projected to increase 22.2 percent between 2020 and 2035 and 40 percent over the full 30-year period, from approximately 468,740 workers in 2020 to 657,897 workers in 2050.

While the service and government sectors are projected to remain top area industries, major growth is projected for management, health care, and social assistance jobs. Retail trade, professional and technical services, information, and educational services are also projected to grow in the coming

decades, particularly in the longer term. As documented in Figures 8-1 through 8-3, Marshall has a significant number of existing jobs and establishments in the service, retail trade, education, healthcare and social assistance sectors.

Commuting Patterns

Residents and businesses in the Village of Marshall are highly reliant on commuting to and from other communities to meet their employment and workforce needs. 95% of employed residents commute elsewhere for their jobs, while 83% of jobs in Marshall are filled by workers living outside of the Village. A detailed description of employee commuting patterns is provided in Chapter 5: Transportation.

Figure 8-4: Projected Dane County Employment by Industry, 2020-2050

Industry	Employment			Percent Growth	
	2020	2035	2050	2020 to 2035	2020 to 2050
Management of Companies and Enterprises	11,514	17,650	26,624	53.3%	131.2%
Information	19,443	26,845	36,588	38.1%	88.2%
Professional and Technical Services	37,012	50,313	67,718	35.9%	83.0%
Retail Trade	44,002	59,772	77,416	35.8%	75.9%
Educational Services	8,983	11,871	14,477	32.1%	61.2%
Real Estate and Rental and Lease	19,995	25,425	31,789	27.2%	59.0%
Other Services, Except Public Administration	22,675	29,041	35,250	28.1%	55.5%
Arts, Entertainment, and Recreation	10,435	13,212	16,051	26.6%	53.8%
Service	344,651	429,560	494,673	24.6%	43.5%
Health Care and Social Assistance	45,531	67,104	65,508	47.4%	43.9%
Forestry, Fishing, Related Activities and Other	1,387	1,660	1,968	19.7%	41.9%
Accommodation and Food Services	34,080	40,418	47,720	18.6%	40.0%
Administrative and Waste Services	22,635	27,024	31,218	19.4%	37.9%
Mining	553	639	737	15.6%	33.3%
Wholesale Trade	15,928	17,893	19,136	12.3%	20.1%
Utilities	1,261	1,373	1,427	8.9%	13.2%
State and Local Government	80,450	88,181	90,617	9.6%	12.6%
Other	80,087	83,547	85,808	4.3%	7.1%
Transportation and Warehousing	9,022	9,390	9,649	4.1%	6.9%
Federal Civilian Government	5,254	5,389	5,513	2.6%	4.9%
Manufacturing	26,704	27,185	27,481	1.8%	2.9%
Farm	3,426	3,484	3,521	1.7%	2.8%
Federal Military	1,474	1,490	1,506	1.1%	2.2%
Construction	20,332	20,433	20,383	0.5%	0.3%
Finance and Insurance	26,644	27,087	25,600	1.7%	-3.9%
Total	468,740	572,879	657,897	22.2%	40.4%

Source: Woods and Poole Industry Projections 2020-2050

Environmentally Contaminated Sites

The Wisconsin Department of Natural Resources' (WDNR) Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the State. The DNR defines **brownfields** as "abandoned or underutilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the online Bureau for Remediation and Redevelopment Tracking System (BRRTS) database are self-reported and do not necessarily represent a comprehensive listing of possible brownfields in a community.

Figure 8-5 describes the locations and activities with past, present, or potential environmental contamination for the Village of Marshall. As of July 2022, the DNR's BRRTS database listed 43 locations and activities in Marshall, added between 1998 and 2020. All but one of these sites and activities have a status of closed, general property, or no action required.

To support successful redevelopment, special attention should be paid to Marshall's LUST and ERP sites. The locations of these environmentally contaminated sites were considered when making the land use recommendations in Volume 2: Vision and Directions.

Figure 8-5: WDNR BRRTS on the Web Search Results for Marshall

Type	Number of Entries	Description
Leaking underground storage tanks (LUSTS)	14	A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic and potentially cancer-causing substances. However, given time, petroleum contamination naturally breaks down in the environment (biodegradation).
Environmental Repair Program (ERP)	4	ERP locations are typical brownfield sites. These sites are often older and may have been releasing contaminants to the soil, groundwater, or air over a long period of time.
Spills	11	Spills are classified as discharge of any “hazardous substance that may adversely impact, or threaten to adversely impact public health, welfare or the environment.” Many spills are the result of car accidents or fuel-filling overflows and are often quickly mitigated. All of the recorded spills in the Village of Marshall are now closed.
General Property	1	A GP designation indicates that the DNR has approved a series of liability exemptions, liability clarifications, and cleanup agreements for a site to clarify the legal status of the property.
No Action Required	13	There was, or may have been, a discharge to the environment and, based on the known information, the DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.

Source: Wisconsin Department of Natural Resources, July 2022

Existing Village Plans Related to Economic Development

The Village’s plans for economic growth and efforts to implement those plans are summarized as follows:

Downtown Master Plan (2007)

This plan was prepared to prioritize streetscape, public space, waterfront, and redevelopment activities in the Village’s downtown. The master plan sought to strengthen the relationship between the Maunasha River and the downtown and capitalize on economic opportunities from new riverfront investments. Some of the proposed safety and aesthetic improvements from this plan have been implemented, such as streetscape enhancements and traffic calming measures, while many still remain as opportunities to improve the downtown area.

Highway 19 Corridor Redevelopment Plan (2017)

Marshall’s [Highway 19 Corridor Redevelopment Plan](#) supplemented and expanded the geographic scope of the Downtown Master Plan. It is a plan for redevelopment along Main Street from the Mill Pond on the west to the Industrial Park on the east. It includes a market analysis for redevelopment plus recommendations for improved circulation, conceptual redevelopment plan layouts for underutilized properties, business attraction to the Industrial Park, and community and aesthetic enhancements.

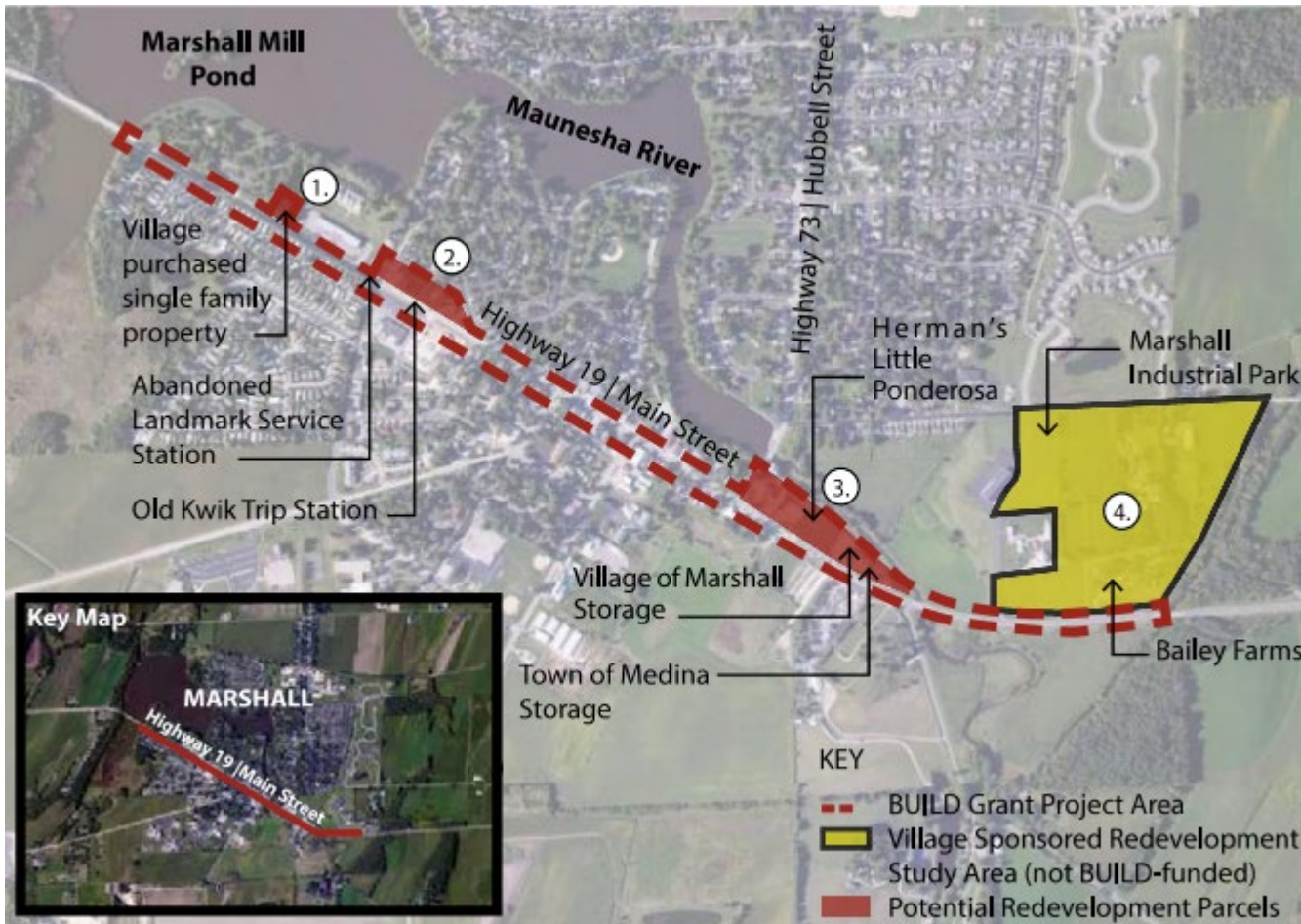
Retail gap is the difference between demand (potential) sales and actual retail sales. One of the Highway 19 Corridor Plan’s key findings was that Marshall’s marketplace is seeing significant leakage of sales to other marketplaces. The retail gap analysis contained in this plan suggests that there is a retail and food/drink demand gap of nearly \$57 million in Marshall’s convenience trade area. Figure 8-5 provides a retail market summary for the Marshall Convenience Trade Area (CTA).

Figure 8-5: Retail Gap Analysis for the Marshall Convenience Trade Area (CTA)

Industry	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap
Retail Trade	\$58,724,394	\$7,408,790	\$51,315,604
Food & Drink	\$6,062,802	\$811,387	\$5,251,415
Retail Trade and Food & Drink	\$64,787,197	\$8,220,177	\$56,567,020

Source: Marshall Highway 19 Corridor Redevelopment Plan, 2017 (Esri Business Analyst)

Figure 8-6: Potential Infill Redevelopment Opportunities along Highway 19



Source: Marshall Highway 19 Corridor Redevelopment Plan (2017)

Tax Incremental District (TID) #2 Project Plan (2018)

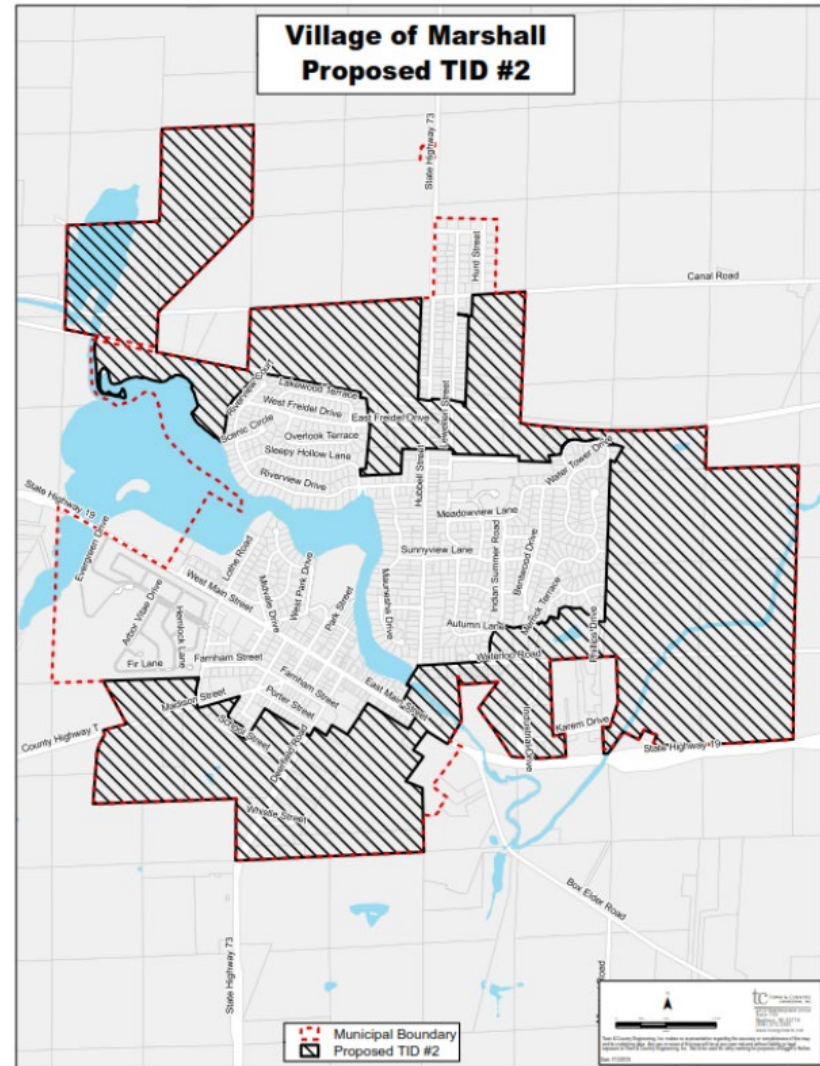
The Village of Marshall has used tax incremental districts (TIDs) to create incentives for industrial development and redevelopment. The [TID #2 Project Plan](#) is the spending guide for a mixed use TID that covers much of the Village's undeveloped fringe (see Figure 8-7). Potential projects include campground development (completed), Firemen's Park redevelopment, installation of a second water tower, Industrial Park land acquisition and infrastructure, other land acquisition to promote commercial and residential development, developer incentives for housing development, hotel and event center development, and library enhancements.

TID Value

When a municipality establishes a Tax Incremental District (TID), the value of the district in the year the TID is created is held constant for as long as the TID exists. This is known as the "base value." All existing property taxes continue to apply as before the district was created, but only on that base value. The revenue from any increase in the property value of the district from that base value (the "increment") is used to fund specific public infrastructure improvements within the district or provide development incentives.

Source: CARPC 2015 Economic Development and Employment Report

Figure 8-7: Map of TID #2 District



Source: Tax Incremental District No. 2 Project Plan (2018)

Community Economic Development Strategic Plan (2019)

Marshall's [*2019-2020 Community Economic Development Strategic Plan*](#) is intended to lay out the Village's near-term economic development strategy. The planning process featured stakeholder involvement designed to define Marshall and understand its strengths, weaknesses, opportunities, and threats. Priority goals included promoting downtown redevelopment, encouraging workforce and elderly housing, and encouraging industrial development. In addition to summarizing relevant strategies from the Highway 19 Corridor Plan and TID #2 Project Plan, the plan recommends new actions for achieving these goals, including:

- Preparing and promoting specific sites for development
- Marketing the Village's retail, workforce, tourism, and other opportunities to attract businesses and developers
- Enhancing existing community assets by coordinating Buy Local, Building Façade Improvement, and other programs



Chapter 9

Intergovernmental Cooperation

This chapter describes relevant local, county, and State plans and key agreements the Village has with other entities. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate with neighboring communities and overlapping jurisdictions.

Intergovernmental cooperation is a way for local governments to respond to a community's needs by working together with their neighbors, while preserving their identity.

Key Takeaways

- Marshall is completely surrounded by the Town of Medina, a primarily rural township with a 2020 population of about 1,400 people, a focus on continued farmland preservation, and limited plans for non-residential growth.
- County plans support expansion in the Village and its Urban Service Area; advise a shared-use bicycle/pedestrian trail from Token Creek County Park to Riley Deppe Park, through Marshall, and continuing east to Waterloo; and support continued acquisition and preservation in Maunsha River Natural Resource Area.

State and Regional Planning Framework

Important State Agency Jurisdictions

The **Wisconsin Department of Transportation's (WisDOT)**

Southwest Region office, located in Madison, serves all of Dane County. As described in greater detail in the Transportation chapter, WisDOT is not currently engaged in any major transportation studies or projects in the Marshall area, but the Village should carefully monitor and participate in any future processes to assure that local concerns and plans are represented.

The **Wisconsin Department of Natural Resources (WDNR)**

provides service to all Dane County residents out of its South Central Wisconsin office in Fitchburg. The WDNR regulates water resources and sets standards for surface and groundwater quantity and quality, wetlands, floodplains, and shoreland management. The WDNR also manages woodlands, wildlife protection initiatives, and other natural resources preservation strategies.

State-owned natural resource assets near Marshall include the Deansville State Wildlife Area and Deansville Fen State Natural Area located about 1.5 miles northwest of Langer Park and the Glacial Drumlin State Trail, which passes through Deerfield about seven miles south of Marshall across Highway 73.

The WDNR's [Glacial Heritage Area Plan](#) aims to coordinate a series of public open spaces and trails in Dane, Rock, Jefferson, and Dodge Counties. A focus of this plan is to improve and

expand opportunities for residents and visitors to engage in a range of outdoor activities, particularly trail-based activities, and to protect and manage conservation parks, wildlife areas, and river-based conservation areas. This plan recommends a "Waterloo to Marshall" linking trail for recreational biking, cross-country skiing, and walking. This segment is proposed to run adjacent to the existing railroad, Highway 19, and/or the Maunsha River in order to link Marshall to points east, including Garman Preserve, the Crawfish and Rock Rivers, and WDNR State Natural Areas in Jefferson and Dodge Counties.

Capital Area Regional Planning Commission

The Village of Marshall is located within the Capital Area Regional Planning Commission's (CARPC) regional planning jurisdiction. Since 2007, CARPC has served as the regional land use planning and area-wide water quality management planning entity for the Dane County region, consistent with §66.0309, Wis. Stats. and Wisconsin Administrative Code NR 121.

CARPC's [2050 Regional Development Framework](#) serves as the region's advisory land use guide. Volume 2 of this plan discusses ways to implement Framework strategies for future development in the Village of Marshall. The Village is also participating in CARPC's Proactive Planning Committee to develop strategies for implementing the Framework through proactive and collaborative planning.

As part of its water quality management planning role, CARPC assesses and recommends requested expansions of urban service areas to the DNR. Marshall's current urban service area boundary is presented in Map 1. CARPC also provides planning, mapping, and data assistance to local communities and coordinates multi-agency planning efforts.

Dane County

Dane County continues to experience significant growth. The County's population is projected to grow by an estimated 200,000 people over the next 30 years, a 36 percent increase. Most of this growth pressure is generated by employment

2050 Regional Development Framework

CARPC's recently adopted [2050 Regional Development Framework](#) is an advisory guide for incorporating regional goals into local decisions about where and how to grow. The Framework advocates for future development that promotes climate resilience, connects all residents to housing, jobs, and services, and conserves resources and farmland.

To achieve these goals, the Framework lays out strategies to guide both broad development patterns and specific development practices. These strategies are designed to be incorporated into the plans and policies of local governments, community organizations, and private businesses.

growth throughout the region, coupled with the area's high quality of life and natural resources.

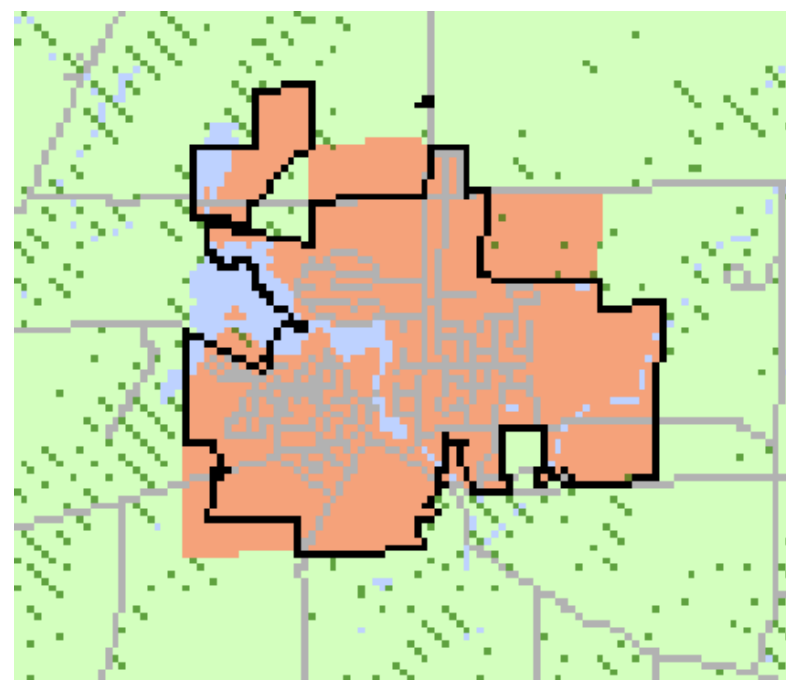
In recognition of the pressures that such growth places on both natural and human systems, the [Dane County Comprehensive Plan](#) was adopted by the County in 2007. That plan advocates strong growth management, with a focus on concentrating non-farm development in existing developed urban areas and in historic rural hamlet locations. An amendment was adopted in 2012, with further amendments to the Housing and Land Use chapters adopted in 2016.





The [Dane County Farmland Preservation Plan](#) makes farmers eligible for state benefits under the Working Lands Initiative, including income tax credits under WI State Statute Ch. 91.51. The current plan, certified by the State in 2012, expires at the end of 2022. At time of writing, the Dane County Department of Planning and Development was preparing an update of that plan to meet certification standards. The 2012 plan includes a farmland preservation plan map that designates “Agricultural Preservation Areas” covering most of the Town of Medina, with some Non-Farm Planning Areas directly adjacent to the Village’s north and southwest boundaries (Figure 9-1).

With a vision to “[c]onnect people to the land and water resources of Dane County,” the [Dane County Parks and Open Space](#) plan is a five-year plan that identifies significant cultural, historical, and natural resources in the county for possible protection, preservation, or restoration. Dane County’s plan also documents the county’s role in meeting facilities and sites for recreational needs to accommodate anticipated growth countywide. The recent transfer of Riley-Deppe Park from County to Village ownership was a recommendation in the 2018-2023 plan. This plan also identifies Marshall as a potential future conservation and recreation partner in the Mauneha River Natural Resource Area Boundary (Figure 9-2) and proposes a shared-use bicycle/pedestrian trail from Token Creek County Park to Riley Deppe Park, through Marshall, and continuing east to Dodge County. Both of these present

opportunities for the Village to build partnerships and take an active role in regional parks and open space development.

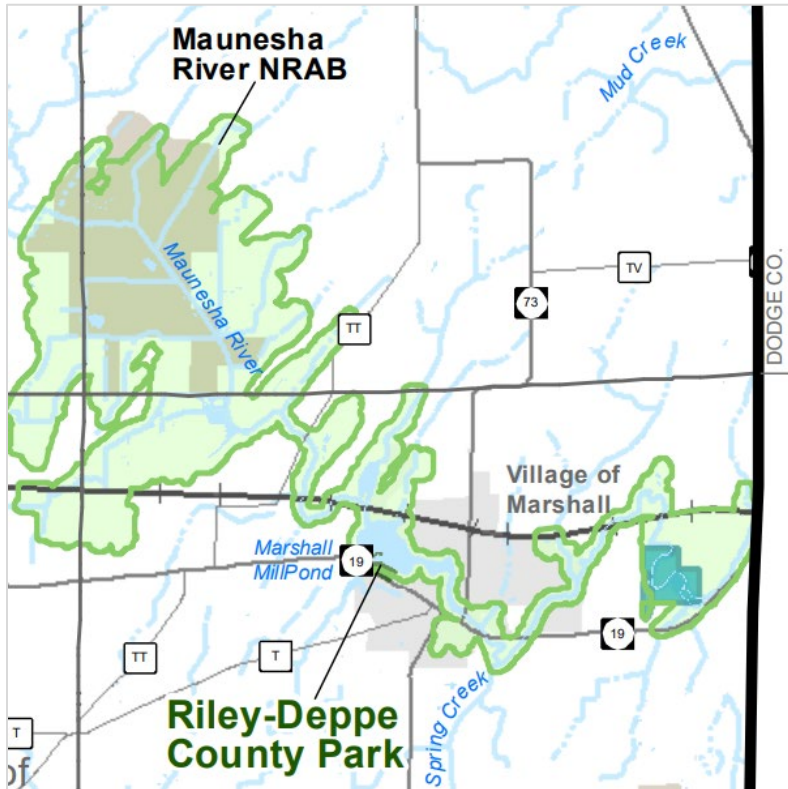
Figure 9-1: 2012 Dane County Farmland Preservation Plan Map, Marshall Area



-  Agricultural Enterprise Area
-  Resource Protection Corridor Overlay
-  Agricultural Preservation Areas
-  Non-Farm Planning Area

Source: *Dane County Farmland Preservation Plan (2012)*

Figure 9-2: Mauneshia River Natural Resource Area Boundary



Source: 2018-2023 Dane County Parks and Open Space Plan

The Village of Marshall participated in Dane County’s 2023 *Natural Hazard Mitigation Plan* update process in 2021 and 2022. This plan identifies flooding, dam failure, windstorms and tornados, lightning, hailstorms, and winter storms as the natural hazards with the greatest potential impacts to the Village. Potential mitigation projects developed through the

planning process include making repairs to address deficiencies and improve safety of the Blaschka family dam and constructing a community storm shelter for use during tornados, windstorms, severe winter weather, and extreme heat.

Dane County Climate Action Plan (2020)

Dane County has created a science-based [Climate Action Plan](#) to achieve “deep decarbonization” that is consistent with the latest recommendations from the Intergovernmental Panel on Climate Change (IPCC). Under the CAP Dane County aims to reduce greenhouse gas emissions (GHG) 50 percent county-wide by 2030 and put the county on a path to be carbon-neutral by 2050.

School Districts

The Marshall School District is one of 16 public school districts serving Dane County students. The District’s boundary covers all of the Village of Marshall and portions of the surrounding townships (see Map 1). All four of the public school facilities are located within the Village’s municipal limits. The District’s current facilities, enrollment, and other information are documented in the Utilities and Community Facilities chapter.

Local Planning Framework and Agreements

The Village of Marshall does not have any existing boundary agreements with neighboring municipalities. The Village maintains informal agreements with the Town of Medina for snowplowing and mowing ditches. Marshall also has a service

agreement with the Sun Prairie Colonial Club to provide senior services. Marshall Fire and EMS serves the Towns of Medina and York and will soon be staffed by paramedics from the City of Sun Prairie.

Town of Medina

As depicted on Map 1, Marshall is completely surrounded by the Town of Medina, a primarily rural township with a 2020 population of about 1,400 people. Most residences are rural farmhouses or rural homes on parcels of two acres or more. Residential subdivisions exist in three sections of the Town: north of Highway 73 interchange with Interstate 94, directly west of Marshall, south of Highway 19, and northwest of the Cherry Lane interchange with Highway 19.

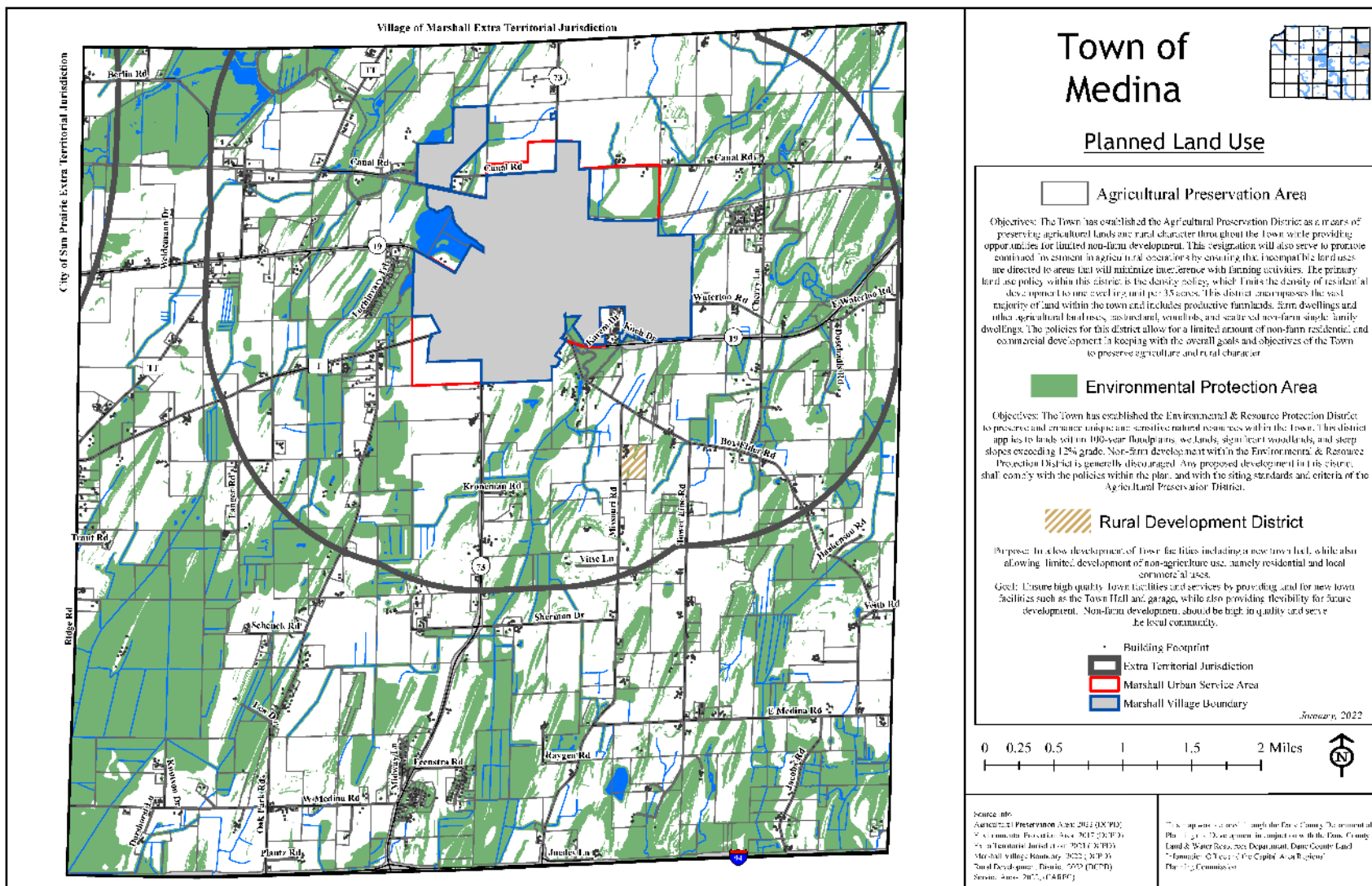
The Town has had very limited development, residential or otherwise, over the past couple of decades. Between 1990 and 2015, approximately 200 acres of the Town were annexed to the Village of Marshall. Of the remaining 21,310 acres, 86 were converted from agriculture/woodland/open and vacant for development over the same time period. In summer 2022, the Village of Marshall annexed the Riley-Deppe Park parcel from the Town as part of its transfer of ownership.

At the time of writing, the Town of Medina had recently completed a comprehensive plan update. That plan's priorities are to preserve farmland, provide for modest growth, and work

cooperatively with neighboring communities in order to maintain and enhance the Town's rural character and quality of life. Medina's comprehensive plan does not note any particular conflicts with Marshall or other adjacent municipalities other than general development pressure. The Town's intergovernmental cooperation goal is to encourage opportunities for cooperation with adjoining municipalities through mutually respectful conflict resolution and ongoing communication to review common issues and concerns as needed. The Town does not plan to provide a full range of municipal services now or in the foreseeable future.

The Town plan establishes a large farmland preservation area as a means of preserving agricultural lands and rural character throughout the Town while providing opportunities for limited non-farm development. The primary land use policy in the farmland preservation area is a density policy of no more than 1 dwelling unit per 35 acres, but the Town allows density transfers between farms. This farmland preservation area encompasses the vast majority of land within the Town. There is one planned rural development district within Marshall's ETJ where the Town plans to develop a new Town Hall and garage along with limited residential and local commercial uses. See Figure 9-2, the draft future land use map from the updated Town Plan.

Figure 9-3: Town of Medina Planned Land Use Map (2022)



Source: Dane County Planning & Development