

Village of Marshall Comprehensive Plan



Volume 2: Vision and Directions

Adopted by the Village Board: January 18, 2023

Recommended by the Plan Commission: January 18, 2023



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Amended:



Chapter 1 Vision and Summary

What's the purpose of this Plan?
What is the Village aiming to be?
What are its future opportunities?

Our Vision

Located on the scenic Maunasha River and historic Marshall Millpond, and minutes from Madison, the Village seeks to promote new housing, shops, and services for families and seniors, encourage more visitors, and grow its tax base, while still preserving its water and open spaces, its safety and quiet, and its small community character.



Top Priority Initiatives

Click on the initiative below to learn more!

1. [Maintain "Small Town" Character and Interactions](#)
2. [Expand Retail and Commercial Service Offerings, Particularly Along Main Street](#)
3. [Provide Opportunities for Business Park Expansion](#)
4. [Improve the Village's Economic Development Function](#)
5. [Promote New Housing Development](#)
6. [Maintain and Upgrade Community Facilities and Utilities](#)



Purpose

This volume is the second of two parts of the *Village of Marshall Comprehensive Plan*. The first part—the Conditions and Issues volume—contains background information. This second Vision and Directions volume includes goals, objectives, policies, and programs to guide Marshall’s future growth, development, and preservation over the next 10 to 20 years. This Vision and Directions volume provides the Village’s desired future for its land use, natural resource protection, recreation, transportation, housing, economic development, and intergovernmental relations. Except where directed by Wisconsin Statutes and Village ordinances, this volume will be used as a guide to Village decision making, not a mandate.



Plan Organization

The chapters of this Vision and Directions volume track the nine elements required under Wisconsin’s comprehensive planning law. Each succeeding chapter, aside from the last, provides a goal, objectives, policies, and initiatives for the covered element(s), defined as follows:

- **Goals** are broad, advisory statements that express general priorities, based on key issues, opportunities, and challenges in the categorical area of the chapter.
- **Objectives** are more specific, and usually attainable through policies and initiatives. Accomplishment of an objective contributes to fulfillment of a goal.
- **Policies** are courses of action and response used to ensure *Plan* implementation and to accomplish goals and objectives. Success in achieving policies is usually measurable.
- **Initiatives** are proactive steps the Village intends to take to achieve *Plan* goals, objectives, and policies, serving as a “to do” list for implementing the *Comprehensive Plan*.

The concluding chapter of this Vision and Directions volume—Implementation—lays out the Village’s overall program for carrying out its *Comprehensive Plan* and keeping it current.

Planning Process Overview

The Village undertook an update to its *Comprehensive Plan* in 2022 for the following reasons:

- The previous comprehensive plan was adopted in 2002 and only partially updated in 2011. Wisconsin law requires comprehensive plans to be updated at least once every 10 years.
- The Village has since 2011 prepared its Highway 19 Corridor Redevelopment Plan (2017), Tax Increment District #2 Project Plan (2018), Comprehensive Outdoor Recreation Plan (2018), and Community Economic Development Strategic Plan (2020), and engaged in county-wide planning efforts. Pertinent findings and conclusions from these plans have been carried forward and adapted where appropriate in this Vision and Directions volume.
- The region, nation, and world have changed significantly since 2002 and 2011, and the Village has many different residents and almost a completely different set of elected and appointed officials.
- As detailed elsewhere in this chapter and *Plan*, Marshall faces a number of new opportunities and challenges that will affect its future growth and health.
- Planning now takes advantage of updated 2020 Census and land use information, and positions future *Plan* updates on the same logical 10-year cycle.

Community Input

Processes that led to preparation of this updated *Comprehensive Plan* included several opportunities for public and intergovernmental input, summarized in this section.

Community Stakeholder SWOT Analysis

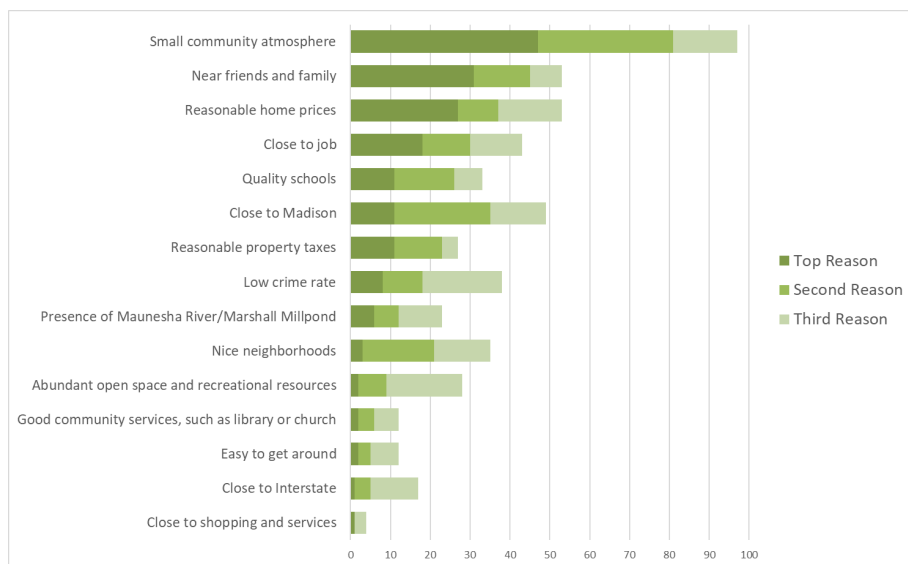
During the process to complete the Community Economic Development Strategic Plan, the Village in 2019 conducted a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise at a stakeholder meeting. Though not technically part of this *Comprehensive Plan* update process, these recent results help inform potential directions in this *Plan*. The points below summarize these SWOT findings:

- **Strengths.** Lower cost of living, land available for growth, parks and recreation, proximity to Madison and Interstate, small-town atmosphere, safe.
- **Weaknesses.** Aging infrastructure, lack of businesses and services, lower performing schools, lack of community participation, lack of general awareness of Marshall beyond its borders.
- **Opportunities.** Downtown growth, capitalize on recreational resources and water-based recreation, younger families moving to Marshall.
- **Threats.** Fear of growth, reduction of volunteerism, not competitive with other communities, no land for sale, negative perception of schools.

Community Survey

The Village conducted a community survey in June and July 2022 to gather residents' vision for Marshall and input on other planning issues relevant to the *Comprehensive Plan* update. The survey was conducted primarily using Survey Monkey—an internet survey tool—though hard copies of the survey were also available.

Figure 1-1: Top Reasons Residents Choose Marshall



The Village received 186 responses, which represents 7 percent of Marshall's adult population. The first survey question asked respondents to provide the top three reasons why their family chooses to live in Marshall. As shown in Figure 1-1, the top three reasons were "small town community atmosphere," "near

friends and family" and "reasonable home prices". These responses are fairly common across suburban Dane County communities, though "quality schools" often rates higher and "reasonable home prices" often lower—both particularly as one gets closer to Madison.

The lowest rated reason, "close to shopping and services," was echoed in responses to several other survey questions, with respondents stating that the lack of commercial development in the Village, such as grocery stores, restaurants, and department stores, is a detriment for the community. In a subsequent question, more than 80% of respondents strongly agreed or agreed that "the Village should encourage more retail and commercial services businesses to locate here."

The following are the key results from other survey questions:

- Nearly two-thirds of respondents suggested that Marshall should encourage more residential growth, with affordable single-family homes and housing mixed with commercial uses garnering the most support.
- A vast majority of respondents suggested that Marshall should encourage downtown revitalization, more retail and commercial service businesses, commercial attractions, and industrial businesses, in that order.
- Many (other) respondents suggested a general contentedness with little change and/or no major development in Marshall—likely tying to the earlier support for Marshall's "small community atmosphere."

- When asked to complete the statement “As I look forward over the next several years, I wish Marshall would...”, many respondents mentioned wanting to see Marshall continue to grow, but in a sustainable manner that attends to the pace and type of development. Many respondents sought increased investment in their community, including through downtown revitalization and creation of new business, job, and housing opportunities. Others cautioned against the loss of community character and open space that may result from growth. Attraction of a grocery store, road improvements, and more trails were also mentioned fairly often.

Complete survey results are available upon request.

Stakeholder Interviews

In August through November 2022, the Village’s consultant interviewed 15 local leaders, businesses owners, landowners, real estate interests, the Town of Medina, and other key community stakeholders. The intent of these interviews was to gain insight on Marshall’s (and stakeholders’) future opportunities and challenges that at times was more in depth than earlier input opportunities allowed.

Questions and responses varied by interview. The results of the stakeholder interviews helped, in particular, form directions for land use, economic development, and recreation in this volume.

Plan Commission and Board Meetings

The Plan Commission, which served as the project steering committee, held five public meetings over the course of the project, within which community input was allowed. The Village Board was also updated during the process at public meetings. Near the end of the process, the Board and Plan Commission conducted a joint public hearing.

Other Outreach

The Village maintained and prominently displayed a project Web page throughout the planning process and engaged with the Waterloo-Marshall Courier in its coverage of the process. Staff and consultants from each Village department also provided input, data, and insight. A presentation to project collaborator the Capital Area Regional Planning Commission was also conducted near the end of the process.

Community Development Concept

Map 11 is a visual representation and geographic structure of Marshall’s vision, assets, and opportunities for future growth and preservation. (Maps 1-10 appear in the Conditions and Issues volume of this *Plan*.) Map 11 includes elements summarized below.

Vision Statement

The Village’s vision statement is shown in the upper left hand corner of Map 11 and on the cover page of this chapter. The vision statement is:

- A presentation of how the Village wishes to look, feel, and be perceived.
- An inspirational and positive view of Marshall and its future that allows the community to explore its opportunities.
- A platform for the Village to take advantage of its assets and opportunities.
- A broad framework around which to build more detailed strategies and initiatives, including those in this volume of the *Comprehensive Plan*.
- A benchmark against which to evaluate achievement.

Community Assets

Broadly speaking, Marshall’s community assets include:

- Its accessible location in southern Wisconsin at the crossroads of two State Highways—19 and 73.
- Its location four miles north of Interstate 94, within one of the fastest growing counties in Wisconsin, and minutes from rapidly-growing Sun Prairie and Cottage Grove.
- Its availability of land for expansion, though some of this land has regulatory and unique limits for short-term development.
- Its diverse selection of recreational opportunities, open spaces, and natural amenities featuring the Maunasha River and Marshall Millpond.
- Its safe, small-town atmosphere.

Growth and Preservation Opportunities

Map 11 shows six parts of the Village and its surroundings that provide geographic opportunities for future outward development expansion (Eastern Growth Area, Southwest Growth Area, and Northern Growth Area), for redevelopment and revitalization (Main Street Corridor), and for preservation and enhancement (Regional Open Space Corridors, Neighborhood Preservation Areas). Broad opportunities reflected on this map advance Marshall’s vision and lead to specific maps and initiatives included in the chapters that follow.

Marshall's Vision:

Located on the scenic Maunsha River and historic Marshall Millpond, and minutes from Madison, the Village seeks to promote new housing, shops, and services for families and seniors, encourage more visitors, and grow its tax base, while still preserving its water and open spaces, its safety and quiet, and its small community character.



Comprehensive Plan

Map 11 COMMUNITY DEVELOPMENT CONCEPT

Legend

- Municipal Boundaries (2022)
- Marshall Urban Service Area (2022)

Regional Open Space Corridors

- Natural habitat preservation and restoration
- Regional flood management
- Water and land trails and other recreation
- Informs community edges and identity

20 Minutes to Columbus

Village of Marshall

Northern Growth Area

- Low residential density to manage in-Village traffic
- Neighborhood-compatible business uses and expansions
- Larger scale industry possible downwind, at east edge

11 Minutes to Sun Prairie

Main Street Corridor

- Mixed use redevelopment and reuse
- Historic building and site enhancement
- Commercial recreation, restaurants, and retail
- New housing to enhance commercial market

Eastern Growth Area

- Near term neighborhood expansion area
- Marshall Industrial Park infill and eastern expansion
- Maunsha River corridor preserved with trail

6 Minutes to Waterloo

19 Minutes to East Towne Mall

Southwest Growth Area

- School-supporting land uses and connections
- Broad mix of new housing, especially for families
- New and enhanced commercial recreation uses
- Larger-scale shopping and business park users

6 Minutes to Interstate 94,
16 Minutes to Cottage Grove

Neighborhood Preservation Areas

- Quality living environment maintained
- Parks, waterfront as focal points and gathering places
- Traffic managed, bike and pedestrian safety enhanced

This map is intended to present an overall vision, structure, and general opportunities for future growth and preservation in and around Marshall. See Maps 12a and 12b: Future Land Use for more specific information on recommended future land uses, which controls in event of any apparent difference with this Map 11.

0 1,000 2,000 Feet

Date: 12/01/2022

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



Chapter 2 Natural & Cultural Resources

How can the Village protect and enhance the Maunsha River, Marshall Millpond, and other natural and cultural resources?

Goal

Protect and enhance Marshall's natural areas and cultural resources, focusing on water quality improvements and expanding recreational opportunities.



Objectives

1. Protect and improve ground and surface water quality, focusing on the Maunsha River and Marshall Millpond.
2. Preserve and enhance other natural areas, like wetlands and woodlands.
3. Recognize the recreational, health, economic, and other benefits that result from natural resource preservation.

Initiatives

Click on the initiative below to learn more!

1. [Map and Preserve Environmental Corridors](#)
2. [Enhance the Maunsha River, Marshall Millpond, and their Tributaries](#)
3. [Monitor, Maintain, and Increase the Tree Canopy](#)
4. [Maintain "Small Town" Character and Interactions](#)

Purpose

This chapter features strategies for resource preservation and enhancement in Marshall, including farmland, natural resources, and historic and cultural sites. The consideration of natural and cultural resources is important to the Village's land use, community character, and economic future.

Policies

1. Before approving any land use change, consider its impact on environmental corridors, wildlife habitat, and potential rare or threatened plant and animal species locations, and ensure that the land use change will meet applicable zoning and land division regulations.
2. Utilize zoning, land division review, and extraterritorial authorities to help ensure that development occurs in the appropriate location, time, and land use type.
3. Enforce and keep up-to-date the Village's erosion control and stormwater management ordinance.
4. Recognize the value of wetlands, floodplain, and other low-lying areas in reducing and mitigating the effects of flooding in and near Marshall.
5. Emphasize use and enhancement of natural drainage courses and systems wherever possible, and direct land disturbance away from natural areas and on erosion-prone slopes.
6. Encourage landowners and developers to preserve and enhance natural areas and scenic views when preparing private development proposals.
7. Site and expand parks in areas that also forward natural resource protection objectives and promote native vegetation restoration areas as passive recreational areas and outdoor laboratories.
8. Encourage the Town of Medina and Dane County in their efforts to promote the long-term viability of agricultural uses in mutually agreed areas, designated for Agricultural Preservation on Map 12b.



Natural & Cultural Resources

Initiatives

Map and Preserve Environmental Corridors

The Village of Marshall supports and practices the layering of natural areas and features into **environmental corridors**. Environmental corridors are continuous systems of open space, based mainly on waterways. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property.

In total, environmental corridors provide a construct for natural area preservation, land use planning and guidance, and land regulation in the Village. Environmental corridors are depicted on Maps 12a and 12b in the Land Use chapter and on Map 14 in the Transportation chapter.

The Village of Marshall has defined and mapped environmental corridors as the layering of two broad components. The first include those environmental features prescribed as comprising environmental corridors in the regional water quality plan as managed by the Capital Area Regional Planning Commission (CARPC). These features generally include waterways, wetlands, major drainageways, and 75-foot buffers; 100-year floodplain; steep slopes



particularly where leading to a water feature; and permanently protected lands like parks and public natural areas. Many of these features are otherwise protected by government regulation. The second component is **stewardship areas**, as described in the CARPC's Regional Development Framework and in the Conditions and Issues volume. Stewardship areas include the 500-year floodplain, potentially restorable wetlands, internally drained areas, designated natural resource area boundaries, and high-quality woodlands. Where stewardship areas are already developed, Marshall has generally excluded them from the environmental corridor.

Large areas west and east of the Village of Marshall associated with the Manuesha River and its tributaries are in the environmental corridor. These large corridors help define Marshall's identify and long-term growth edges. They also provide continuous wildlife habitat, locations for land and water trails, and regional flood management.

The Village intends to allow existing development and farming to continue within environmental corridors. New development should generally not be allowed within environmental corridors.

New development close to environmental corridors should be designed to minimize its impact. This will include progressively managing stormwater, minimizing or strategically locating impervious surfaces, promoting infiltration through deep tilling and other techniques, reducing organic and chemical pollutants, and requiring restoration as part of development infrastructure installation. Where stewardship areas would make adjacent land development infeasible, the Village may consider adjustments to the environmental corridor to exclude certain stewardship areas.

Occasionally, there is an error or discrepancy in environmental corridor boundaries. Other times, the feature that led to an area's mapping as an environmental corridor no longer exists or has shifted. In such cases, the Village will work with CARPC staff to assure correct corridor boundaries. Aside from addressing obvious errors, CARPC has two procedures to change environmental corridor boundaries once mapped. Major changes require CARPC approval, while minor changes may be approved by the Village Board. CARPC has a [web page](#) that provides further information on environmental corridors.

Enhance the Maunasha River, Marshall Millpond, and their Tributaries

The Marshall Millpond and Maunasha River are central to the values and quality-of-life in the Village of Marshall. The Village intends to enhance access to and the quality of Marshall's waterbodies and water features in a variety of ways, often working in collaboration with the Maunasha River Alliance, Wisconsin Department of Natural Resources (WDNR), Dane County Land and Water Conservation, CARPC, existing adjacent and recreation businesses, sportsman organizations, and property owners.

Maunasha River Alliance

The Maunasha River Alliance is a chapter of the Rock River Coalition. The Alliance's goal is to improve environmental, economic, cultural, and recreational resources along the River. Its efforts include River and tributary clean-up, removing invasive plants, local education about the River.

Collaborative efforts involving the Village may include:

- Supporting or pursuing shoreline stabilization efforts, including within adjacent Village parks, and through encouragement to private landowners.
- Helping remove blockages, and consideration of dredging or other potential improvements in degraded or silted areas to further restore navigability.
- Further supporting paddle sports, such as by through a boat rental facility (perhaps in Riley-Deppe Park), paddling events and outings, and dissemination of the Alliance’s [water trail map](#).
- Where practical, acquiring more public land and access points along the waterways.
- Regularly sweeping streets, managing storage and use of road salt (including exploring environmentally friendly options), and siting snow and salt storage areas to minimize the chances of water contamination.
- Enforcing the Village’s erosion control and stormwater management ordinance, and keeping it up to date to reflect the latest Dane County model.

Monitor, Maintain, and Increase the Tree Canopy

A healthy and abundant local tree canopy has multiple benefits. These include reducing energy consumption by

cooling buildings with shade, absorbing large quantities of water to minimize flooding, slowing traffic on adjacent streets, reducing air pollution, increasing property values, enhancing quality of life, and preserving small-town feel.

The Village intends to undertake the following steps to monitor, maintain, and increase Marshall’s tree canopy:

- Engaging in a program to regularly maintain and, where necessary, replace street terrace trees and park trees.
- Aiming for a diverse urban forest, following the WDNR’s 20-10-5 recommendation: plant no more than twenty percent from one family, no more than ten percent from one genus, and no more than five percent from one species (including cultivars).
- Updating its early-2000s street and park tree inventory using Geographic Information System (GIS) technology. The Village could partner with CARPC and/or the Dane County Tree Canopy Collaborative, which connects communities with resources to perform tree inventories.
- Clarifying subdivision and zoning regulations to specify private planting of street terrace trees every 40 or 50 feet, using a variety of tree species from an approved list.
- Including clearer, quantified standards for landscape plantings on private development sites, and follow these same standards on Village projects.

Maintain “Small Town” Character and Interactions

Marshall is rich in cultural resources and community character. Community character is defined as the unique expression or quality of a place, or more simply the way a community looks and feels to its residents and visitors. Notable cultural resources in the Village include Little Amerricka, the Marshall Community Library, the farmer’s market, the Marshall Historic Museum, and Marshall School District facilities.

The remainder of this section includes ideas to maintain and enhance Marshall’s character. Some are structural while others are more substantive. Other ideas will no doubt emerge.

Cultivate the Next Generation of Community Volunteers and Leaders

Marshall’s many community events and efforts have been driven, in large part, by local volunteers, including those serving the Marshall Area Business Association. As many Baby Boomers reach retirement age and older, a new generation of volunteers is required to implement the following ideas and others. These would include younger and newer Marshall residents, focusing on those in the so-called “Millennial” generation (born between 1980s and late 1990s). Millennials “will come and stay [in a community] if they feel connected, digitally and socially; if they can find or make their own opportunities; and if they are encouraged to participate in

creating or fostering a sense of place,” writes Tom Still in the Wisconsin State Journal.

Partnering with the Marshall School District for student volunteers could also help provide manpower for community events and efforts, while teaching local children leadership and

Increasing Volunteerism and Leadership

Those in current leadership roles in Marshall are encouraged to nominate and refer local young residents to leadership development programs, such as the following:

- **New Leaders Council Madison.** NLC Madison offers a 5-month program that combines leadership development training with mentoring, networking, and job placement and is open to professionals aged 24 to 35. Visit <http://madison.newleaderscouncil.org>.
- **Leadership Wisconsin.** Developing leaders to strengthen communities through several programs, Leadership Wisconsin is a public-private partnership and part of the University of Wisconsin Extension. Nominations can be made with a one-page form available at <http://LeadershipWisconsin.org>.

Source: United Way of Dane County

community building skills. The Family, Community, and Career Leaders of America and the Future Farmers of America clubs at the High School may be good places to start.

Preserve and Celebrate Community History

The Village intends to work with the Marshall Area Historical Society (MAHS) to emphasize the value and encourage the preservation of historically, architecturally, and archaeologically significant structures and areas. Preservation will be encouraged, in particular, in the downtown and older residential areas. For downtown buildings, historic preservation and identifying and supporting viable uses go hand-in-hand. So, preservation and revitalization are essential partners.



Marshall Area Historical Society

The Marshall Area Historical Society (MAHS) began in 1995, with the purpose of preserving the history of the Marshall area and providing educational opportunities. The museum houses artifacts, articles, photographs, genealogy, among other historical items. The MAHS is entirely operated by volunteers.

In cooperation with property owners, remaining historic sites and buildings may be marked as sources of community pride and focal points, and the basis for a walking tour of Marshall. To date, such sites and buildings have been identified, but research not yet completed and funds not yet procured for plaques and brochures.

The MAHS occupies one of these historic buildings, but is challenged for space, funding, and volunteer support.

Support Community Gatherings

The Village intends to continue and promote events, activities, and places that enhance the identity, sense of place, and quality of life in Marshall, in collaboration with the Marshall Area Business Association and others. Marshall's unique identity is best captured by its parks, downtown, and Marshall Millpond. These facets of the community intersect near its geographic center, where activities and events celebrating the

community will continue to be focused. Continuing and enhancing events that bring people together and celebrate Marshall is critical, including the Firemen’s Festival, Farmer’s Markets, Concerts in the Park, and Movies in the Park.

Other events that may help foster community togetherness and enhance Marshall’s small-town feel would be:

- More events outside of the summer season, such as a winter carnival or similar. At time of writing, the only winter event was the Lions’ Ice Fisheree. Some prior winter events were set aside by the pandemic, and could be restarted or adapted. See 1000 Friends of Wisconsin [Active Living Playbook](#) for more ideas and inspiration.
- Community potluck, cookout, or barbeque events at a Village park, marking important dates such as Cinco de Mayo, Memorial Day, 4th of July, Labor Day, or the day the Village was founded.
- Community history walks.
- “Storytime Sessions” at the Marshall Public Library.
- Trick-or-treating along Main Street in the Village’s downtown for Halloween.
- Events celebrating local cultural or ethnic populations, such as Marshall’s large Hispanic/Latino population. Such events would best be coordinated with local members in the Hispanic/Latino community.

Uncover or Expand Community Gathering Spaces

The current Marshall Community Center, the former EMS building, is outdated and not suitable for modern-day community gatherings. The Community Center previously hosted senior (Colonial Club) and youth programs, but at the time of writing only regularly hosts Lions Club meetings. The Village will explore other locations for community gatherings and activities, which may include partnering with the Marshall Public Library or Marshall School District as well as gatherings at local parks and park shelters.





Chapter 3 Land Use

How can the Village accommodate new housing and businesses while maintaining its open spaces and small-town character?

Goal

Promote a land use pattern that provides diverse development opportunities, while maintaining Marshall's small-town atmosphere.

Objectives

1. Plan for a sufficient supply of lands for new development, while preserving key lands.
2. Ensure a compatible land use mix consistent with Marshall's character and vision.
3. Promote revitalization of the Village's downtown/Main Street corridor and other underused areas.
4. Provide attractive neighborhood settings to enhance resident experience and interaction.



Initiatives

Click on the initiative below to learn more!

1. [Use the Future Land Use Maps to Guide Community Growth and Change](#)
2. [Implement the Highway 19 Corridor Plan](#)
3. [Better Align Ordinances with Plan Vision](#)
4. [Ensure Appropriate Transitions and Buffering Between Land Uses](#)

Purpose

The Village is characterized by its traditional growth pattern of residential neighborhoods situated around a historic Downtown, with more recent development located at the community's edges. This chapter aims to build and improve upon this existing land use pattern. This chapter features Future Land Use maps and development policies for each future land use category shown on those maps.

General Policies

1. Follow the land use recommendations mapped and described in this chapter when making detailed land use decisions, such as subdivision approval requests, rezonings, Urban Service Area amendment requests, and annexations.
2. Emphasize redevelopment and rehabilitation of older properties along the Downtown/Main Street corridor, and opportunities to fill vacant storefronts.



3. Preserve remaining historic character of the Downtown, while encouraging compatible redevelopment.
4. Assure a mix of land uses, new development design, and sustainable land use practices to preserve an authentic community identity.
5. Reserve adequate areas for a variety of land uses to accommodate projected and desired future Village growth.
6. Consider the visual impact in the review of development proposals, particularly in locations visible from Highways 19 and 73.
7. Plan for and maintain a distinct edge between Village development and the rural countryside.
8. Generally require new development in the Village and areas planned for urban development outside the Village limits to be connected to municipal sewer and water.
9. Encourage neighborhood-oriented retail, service, and recreational uses in areas that will conveniently and accessibly serve Village neighborhoods, without creating land use conflicts.
10. Promote interconnection in road, trail, and open space networks within and among neighborhoods.
11. Work with County and State funds, and with local lenders, to assist homeowners and landlords with rehabilitation.

Land Use Initiatives

Use the Future Land Use Maps to Guide Community Growth and Change

At the time of writing, there were very few available lots for new single-family home construction, other housing construction, and commercial and industrial uses within the Village limits. The Village therefore requires additional developable land to grow its tax base, jobs, shopping, and population.

Through Map 12a: Future Land Use (Village View) and Map 12b: Future Land Use (Area View), the Village has identified its intended future land use pattern within the Village and its extraterritorial jurisdiction. The extraterritorial jurisdiction generally extends 1½ mile from the current Village limits, and represents an area in which Village approval of land divisions is required. The Future Land Use maps and associated policies in this chapter will be used as a basis for land development decisions. These include annexations, rezonings, conditional use permits, subdivisions and land divisions (plats and CSMs), Urban Service Area expansions, and utility extensions.

Almost always, developers and property owners will initiate changes in existing land use and zoning to implement the future land use recommendations shown on Maps 12a and 12b and described in this Chapter. One exception may be where the Village observes a significant discrepancy between

the desired future land use pattern shown on the Future Land Use maps and current zoning, but even then, existing uses may remain. Neither the Future Land Use maps nor this *Comprehensive Plan* as a whole automatically compels property owners to change the current use of their land unless otherwise required by law.

This *Plan* also does not compel the Village to immediately update its zoning map or approve development proposals to coincide with the vision on the Future Land Use maps or elsewhere in this *Plan*. There are a number of good reasons why certain lands may not be “ripe” for their long-term future land use immediately following adoption of this *Plan*.

The Village advocates new development in areas that can be efficiently provided with community services, transportation, and other public infrastructure. Thoughtful development phasing facilitates the Village’s and School District’s ability to deliver services in a cost-efficient manner, protects the capacity and safety of transportation and utility systems, protects the environment, and helps maintain community character.

Map 13: Future Development Phasing Concept indicates anticipated development phasing for larger, undeveloped lands near the Village edges that are planned for development on Map 12a. These provide guidance for potential development sequencing. The purpose of phasing is to ensure orderly expansion, establish street connectivity to existing

development, ensure cost effective public infrastructure extension, minimize “leapfrog” development, and provide predictability of growth to the community, landowners, and developers. This being said, different factors such as the possible lack of availability of lands in earlier phases for development may require shifts at the Village’s discretion.

The Future Land Use and Phasing Concept maps are based a number of different factors, including:

- Existing land use and zoning patterns.
- The locations and capacities of existing and planned roads and utility service areas.
- Natural areas and environmental constraints, including environmental corridors described in the Natural & Cultural Resources chapter.
- Future land demand projections included in the Conditions and Issues volume of this *Plan*.
- The Village’s vision and community development framework, included earlier in this volume and on Map 11.
- Desired economic and housing development patterns.
- Recommendations from other recent planning efforts, including the Highway 19 Corridor Plan.
- Plans for parts of the Town of Medina that are in Marshall’s extraterritorial jurisdiction.
- The pull of Madison, with many suburban areas and small-towns located around Madison developing along and near highways and other transportation corridors which provide easy access to Madison.

The Future Land Use and Phasing Concept maps are not static. They are subject to change based on the Village’s reconsideration of the above factors, via subsequent amendment to this *Comprehensive Plan*. The planning horizon for the maps is about 25 years (i.e., through about 2050), with the Phasing Concept suggesting interim periods. This does not mean that all areas identified for urban development on Maps 12a and 12b will be developed within 25 years. In fact, the maps were crafted to designate more than enough land for development than will be needed through 2050, per land demand forecasts in the Conditions and Issues volume. The Village determined that this approach is desirable to reflect unknowns in the land development market; uncertain interests or abilities among individual property owners to develop by 2050; the Village’s interests in non-residential development; the unique geography, transportation, and utility networks in the area; and predicted acceleration in land demand.

The Future Land Use maps contain different future land use categories, represented by different colored areas. Each category has a unique description, set of implementing zoning districts, lot sizes or density range, and development policies. Figure 3-1 is a multipage matrix that provides this information.

Implement the Highway 19 Corridor Plan

The 2017 [Highway 19 Corridor Plan](#) outlines investment and redevelopment opportunities. Highway 19, also known as Main Street in Marshall, runs east-west through the Village and

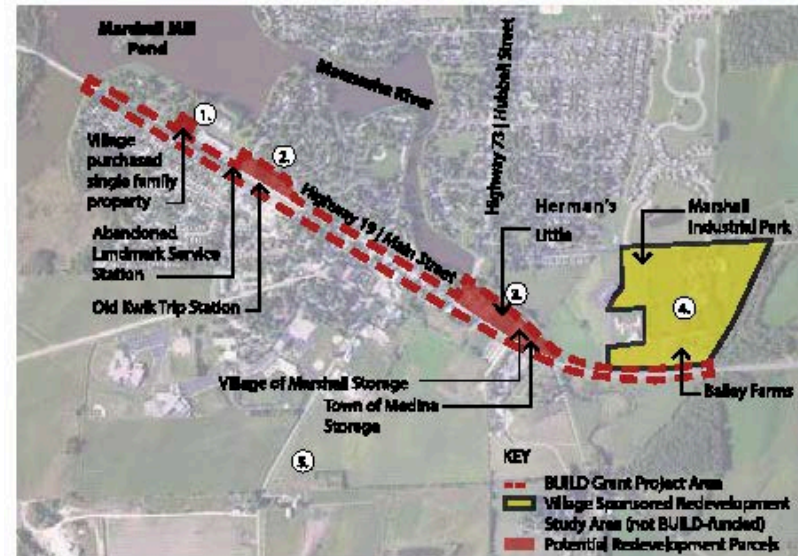
along its Downtown. The Corridor Plan was built upon the Village's 2007 Downtown Plan, which established goals to reestablish a mixed use, pedestrian-friendly Downtown, support a recreational-based community, and provide new opportunities for high-value housing, parks, commercial uses, and an employment center.

The Corridor Plan details opportunities for four targeted redevelopment areas, outlined in the graphic to the right.

Area 1 was redeveloped in 2019 with 8 duplex units.

Opportunities for the other three areas are summarized below:

- **Area 2.** 1.5 acres west of Midvale Drive intended for retail, office, and restaurant redevelopment, potentially with upper-story housing. In 2022, the Village approved an auto repair and sales lot project for part of Area 2.
- **Area 3.** 6.5 acres east of Hubbell Street intended for a mix of commercial uses, possibly including a drug store or grocery and possibly also upper-story housing. The adjacent Mauneha River creates a riverwalk opportunity but also a floodplain limitation.
- **Area 4.** 23.5 acres east of the Marshall Industrial Park, intended for either housing or industrial development. As shown on Map 12a, industrial development may be the better option given current uses and Highway 19 adjacency.



Area 1



Area 2



Area 3



Area 4

Better Align Ordinances with Plan Vision

The Village intends to strategically amend its zoning, subdivision, and other regulations for the following reasons:

- Better match modern development expectations.
- Achieve greater organization and clarity.
- Conform to current State statutes, federal law, court decisions, and administrative rules, such as those related to the regulation of signage, the downzoning of properties, and nonconforming structures.
- Better achieve the desired land use and community design outcomes described in this *Plan* volume, including consideration of visual impacts.

The following is a non-exhaustive list of potential ordinance amendments:

- Streamline and delegate development approvals, where appropriate (e.g., many villages delegate conditional use permit approval to their plan commissions).
- Modernize and realign allowable uses in different zoning districts, and consider creating an institutional zoning district.
- Adjust signage and exterior lighting standards to reflect law changes and dark sky goals.
- Clarify and/or update State-mandated overlay zoning districts like shoreland and floodplain ordinances.

- Revisit density and lot coverage standards in residential zoning districts to enable more cost-effective residential development. For example, single-family residential districts currently allow a low 35% building coverage.
- Enable larger multiple-family buildings by right in the R-M district. Currently, buildings with greater than four units require a conditional use permit. This again may be impeding cost-effective residential development.
- Ensure clear building and landscape design standards.
- Modernize extraterritorial jurisdiction land division review requirements to reflect law and preserve Village growth opportunities.
- Incorporate other changes advised elsewhere in this volume.



Ensure Appropriate Transitions and Buffering Between Land Uses

The Village has several locations where existing and planned commercial and industrial uses interface with residential uses. An example is on the north side of the Village, where industrial and agribusiness uses are adjacent to residential uses.

In cases of future redevelopment or expansion of non-residential uses abutting residential areas, the following techniques are advised:

- **Communicate early.** Promote advance meetings between the commercial enterprise and residential neighbors to arrive at mutually acceptable solutions before a project comes before the Village for development approval.
- **Back-to-back is best.** Abut back yards of non-residential developments to back yards of housing where possible.
- **Limit driveway access.** Keeping commercial driveways off of residential streets—or at least away from homes—reduces light, noise, pedestrian, and child safety concerns.
- **Detailed site and building plans.** These should include carefully sited and screened locations for roof and ground mounted mechanical and utility units, loading areas, dumpsters, exterior lighting, and signage. Screen these facilities, and consider placing them in yards that are away from the residential use.



- **Parking and circulation.** Where possible, avoid parking and circulation patterns that result in headlights pointing towards residential windows. Otherwise, use berms, all-season landscaping, or fencing.
- **Consider non-physical solutions.** For example, explore opportunities to limit hours of operation—or deliveries, lighting, or other potentially bothersome activities—early in the morning, during evenings, and on weekends.
- **Manage uses and activities.** Uses that require drive-through lanes, outdoor storage or sales, bright signage, and other similar activities are often not the best residential neighbors. Consider other locations.

Figure 3-1: Village of Marshall Future Land Use Categories and Policies (multi-page figure)

Future Land Use Category (shown on Maps 12a and 12b)	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Density Guidelines	Development Policies (see also Village zoning, subdivision, stormwater management, and other ordinances)
Environmental Corridor	Lands used for recreation, natural areas, or stormwater management. Also includes continuous systems of open space that include environmentally sensitive lands, stewardship areas, natural resources, and endangered or threatened species habitat intended for long-term open space. Future parks may also be on lands mapped under other future land use categories.	In Village’s zoning jurisdiction: P-R Park and Recreation District, but environmental corridors are also often zoned in different districts. Such areas may also be subject to wetland, floodplain, or shoreland zoning rules.	N/A. New development generally not allowed.	<ol style="list-style-type: none"> 1. Utilize Map 14 and the Comprehensive Outdoor Recreation Plan chapter to guide the siting and development of future parks and recreation areas. 2. Finalize environmental corridors with CARPC when land is added to the Urban Service Area. 3. Where development is proposed near a mapped environmental corridor, determine the exact boundaries based on features that define corridors. 4. Where compatible with natural resource and farmland preservation objectives, permit within environmental corridors cropping, grazing, underground utilities, and passive recreational and educational activities such as trails and low-impact athletic fields. Direct other development away from environmental corridors. 5. Collaborate with Dane County and others on the preservation of the large environmental corridors adjacent to the Mauneha River and its tributaries.
Agricultural Preservation	Envisioned for long-term (15+ year) farming and open space. Also allows farmsteads, limited non-farm housing, and associated home occupations and family businesses.	Appropriate Dane County zoning districts applicable to the towns	At most one residence per 35 acres, consistent with County and Town policies	<ol style="list-style-type: none"> 1. Support farming, open space uses, and operations that process farm products grown mainly on-site. 2. Assure that rural uses do not impede very long-term urban development or road or utility extensions. 3. See “Alternative Energy” initiative in Community Facilities & Utilities chapter for policies for such uses.

Future Land Use Category (shown on Maps 12a and 12b)	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Density Guidelines	Development Policies (see also Village zoning, subdivision, stormwater management, and other ordinances)
Rural Development	Single-family detached residences served by private wastewater treatment systems, and community facilities.	Appropriate Dane County zoning districts applicable to the towns	At most one residence per acre	1. Minimize mapping this future land use category in Village and its extraterritorial jurisdiction.
Low Density Residential	Predominately single-family detached residences, but may also include two-family, townhome, and accessory dwelling units where overall development falls within density guidelines. May also include home occupations, small community facilities, and parks.	R-1L Single Family Residential, Large Lot R-1W Single Family Waterfront Residential R-1E Single Family Estate Residential R-2 Two-Family Residential	<5 units per net residential acre in each development (excludes lands not used for residential lots like roads and stormwater)	1. Map Low Density Residential areas throughout the Village, including close to environmental corridors and away from intensive non-residential use areas. 2. Assure that housing that is not single-family detached and community uses are carefully woven into the fabric of the neighborhood. 3. Promote a system of interconnected streets developed according to Complete Streets principles (see Transportation chapter) and parks where planned. 4. Organize and design Low Density Residential Areas according to Complete Neighborhoods principles (see Housing & Neighborhoods chapter).
Moderate Density Residential	A mix of single-family detached residences; attached residences with individual entries to the outdoors, such as duplexes, two-flats, townhouses, and rowhouses; and multiple-family residences where overall development falls within density guidelines. May also include home occupations, community facilities, and parks.	All districts appropriate in Low Density Residential areas R-M Multi-Family Residential PUD Planned Unit Development zoning may also be utilized	Between 5 and 12 units per net residential acre in each development (excludes lands not used for residential lots like roads and stormwater)	1. Map Moderate Density Residential areas where there is adequate road, utility, and service capacity; and nearby parks, community services, and commercial services. 2. Where small single-family lots and attached units are permitted, attend to home quality, variety, design, setbacks, and garage placement. 3. Anticipate greater on-street parking than in Low Density Village Residential areas, and carefully plan for such parking in a manner that does not inhibit public safety or service delivery. 4. Otherwise follow Low Density Residential policies.

Future Land Use Category (shown on Maps 12a and 12b)	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Density Guidelines	Development Policies (see also Village zoning, subdivision, stormwater management, and other ordinances)
Higher Density Residential	Generally multiple-family housing, such as garden apartments, elderly apartments, and 3+ unit condominium buildings with common entries; may also include duplexes, two-flats, townhouses, rowhouses, single-family detached residences, home occupations, community facilities, institutional residential facilities, and parks.	All districts appropriate in Low and Moderate Density Residential areas	Between 12 and 20 units per net residential acre in each development (excludes lands not used for residential lots like roads and stormwater)	<ol style="list-style-type: none"> 1. Map Higher Density Residential areas in parts of the community that have characteristics described in the “Advance Different Housing Types to Respond to Generational and Workforce Needs” initiative in the Housing & Neighborhoods chapter. 2. Encourage and where possible require effective configuration, maintenance, and management of higher-density housing, including through approaches described in the Housing & Neighborhoods chapter. 3. Otherwise follow Low and Moderate Density Residential policies.
Manufactured Home Park	Single-family housing where the residence is exclusively a manufactured or mobile home. May also include greenways and open spaces serving such areas.	M-H Mobile Home	No greater than 9 units per acre	<ol style="list-style-type: none"> 1. Following M-H district zoning standards. 2. Work collaboratively where possible with owners, but otherwise rely on ordinance enforcement, for maintenance, repairs, and nuisance avoidance to maintain a safe and decent living environment.
Shopping and Services	Indoor retail, commercial service, office, health care, and institutional buildings. Not intended for industrial, warehousing, transshipment, and similar land uses. May also be appropriate for mixed use buildings with residential uses mainly on upper floors.	<p>Preferred: B-G General Business, B-C Downtown and Central Business</p> <p>Possible: B-H Highway Business District, PUD Planned Unit Development</p>	For commercial, per associated zoning district requirements; for mixed use, between 12 and 20 units per acre	<ol style="list-style-type: none"> 1. Meet commercial building, site, and landscape design requirements in the zoning ordinance. 2. Time rezoning to when sewer and water services are available and a development proposal is offered. 3. Assure that development provides access and an attractive rear yard appearance to development behind these sites, particularly where it is residential. 4. Address off-site traffic, environmental, and neighborhood impacts—see “Transitions” initiative below.






Future Land Use Category (shown on Maps 12a and 12b)	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Density Guidelines	Development Policies (see also Village zoning, subdivision, stormwater management, and other ordinances)
Downtown Mixed Use	Mix of retail, restaurants, service, office, institutional, and mainly upper-story residential uses, in a pedestrian-oriented environment and mixed-use buildings, with on-street parking, minimal setbacks, and buildings compatible with a downtown setting.	B-C Downtown and Central Business PUD Planned Unit Development	Per associated zoning district; For mixed use and residential buildings, up to 25 units per acre	<ol style="list-style-type: none"> 1. Encourage active uses most appropriate for the Village’s Downtown to develop or remain there. 2. Pay special attention to high-quality design and pedestrian scale when considering approvals. 3. Preserve the architectural and historic character of core Downtown historic buildings. 4. See the Highway 19 Corridor Plan for specific recommendations for designated redevelopment areas.
Industrial and Business Park	Manufacturing, warehousing, distribution, contractor shops, office, research and development, and support uses and other compatible uses such as day care, health club/fitness, banks, and commercial recreation.	B-P Business Park M-I Industrial	Per associated zoning district Encourage site selection and building placement that facilitates future on-site expansion	<ol style="list-style-type: none"> 1. Meet industrial building, site, and landscape design requirements in the zoning ordinance. 2. Time rezoning to when sewer and water services are available and a development proposal is offered. 3. Assure that development provides access and an attractive rear yard appearance to development behind these sites, particularly where it is residential. 4. Address off-site traffic, environmental, and neighborhood impacts—see “Transitions” initiative.
Institutional and Governmental	Public buildings, schools, religious institutions, utility facilities and special care facilities.	Multiple zoning districts; such uses usually listed as conditional uses	Per associated zoning district	<ol style="list-style-type: none"> 1. Consider the impact on neighboring properties, parking, and traffic before approving any new or expanded institutional use. 2. Continue to work with the Marshall Area School District to coordinate uses and activities.

Future Land Use Category (shown on Maps 12a and 12b)	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Density Guidelines	Development Policies (see also Village zoning, subdivision, stormwater management, and other ordinances)
<p>Special Purpose</p>	<p>A potential mix or alternative set of land uses developed as a cohesive whole and generally serving broad community development goals.</p> <p>Map 12a indicates four Special Purpose areas in different, largely undeveloped, locations at the edges of Marshall. Appropriate and thoughtful development of these areas, consistent with Marshall’s vision, may have a transformative effect on the community. Still, their locations further from the developed Downtown and neighborhoods of Marshall enables co-existence of such new development with desired small-town character.</p>	<p>Varies by particular special purpose area shown on Map 12a, and how each area ultimately develops where there is flexibility in this <i>Plan</i>.</p>	<p>Recommended density and other development policies are per the associated land use category developing within each area (e.g., Shopping and Services, Higher Density Residential)</p>	<ol style="list-style-type: none"> 1. For Area A on Map 12a: Includes Little Amerricka and Whistle Stop Campground. Undeveloped lands should be developed with similar, supportive, and compatible uses, ideally to enhance Marshall’s tourist economy. Preferred uses include expansion of existing uses, other commercial recreation like a modern golf range or indoor recreation/athletic center, and hospitality uses like a hotel, restaurant, or brewery with outdoor activity space. Uses may include passive recreational offerings within environmental corridor to north. Industrial uses should not be located in Area A. 2. For Area B on Map 12a: Predominantly Shopping and Services uses on parcels with frontage on Highway 73, including large-scale commercial uses. Business Park and/or Higher Density Residential Uses behind. Business Park uses, if located here, should emphasize clean, indoor spaces, and may provide learn-work opportunities with nearby High School. 3. For Area C on Map 12a: Higher Density Residential uses including housing for families given school campus across Highway T and good regional access. May also be appropriate for Shopping and Services uses, such as a grocery, and/or mixed use buildings. 4. For Area D, either (not both) Low Density Residential uses or site for large-scale Industrial use(s) benefitting from rail and highway access and downwind from remainder of Village. Special care to manage neighborhood impacts and traffic would be required.

Comprehensive Plan

**Map 12a
FUTURE LAND USE
(VILLAGE VIEW)**

Legend

-  Municipal Boundaries
-  Marshall Urban Service Area
-  Future Urban Development Area
-  Tax Parcels
-  Existing Roads

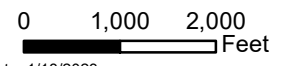
Future Land Use Categories

-  Environmental Corridor
-  Agricultural Preservation
-  Rural Development
-  Low Density Residential
-  Moderate Density Residential
-  Higher Density Residential
-  Manufactured Home Park
-  Shopping and Services
-  Downtown Mixed Use
-  Industrial and Business Park
-  Institutional and Government
-  Special Purpose

Shapes on this map represent the Village's vision for future land use. This map is not intended to represent existing land use or zoning, or to compel property owners to change the use of their land. For example, owners of agricultural land or home sites may maintain their current land use. Actual boundaries between different future use categories and implementing zoning districts may vary somewhat from representations on this map. Other boundaries are as of September 2022, and are subject to change over the planning period.

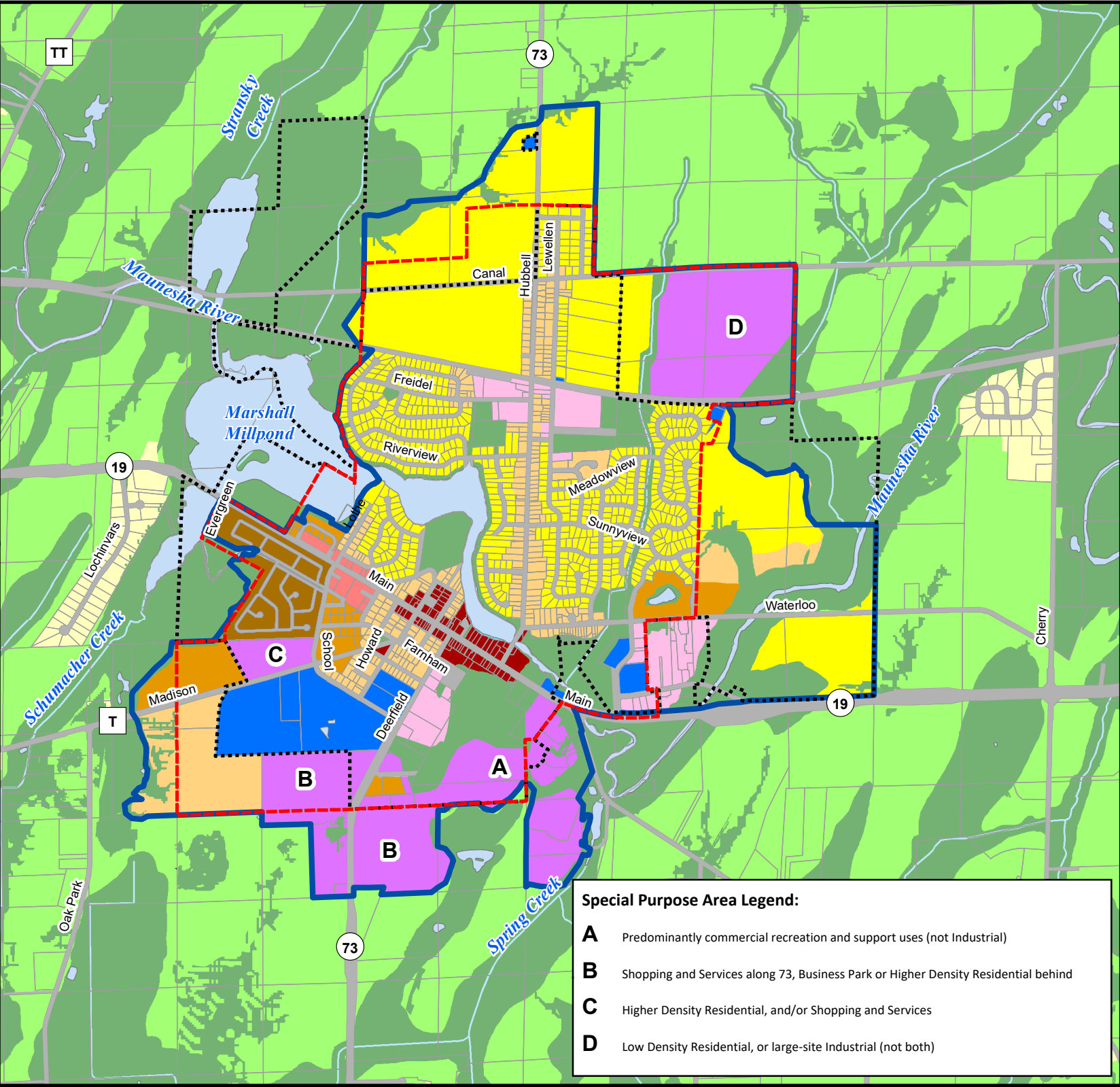
Special Purpose Area Legend:

- A** Predominantly commercial recreation and support uses (not industrial)
- B** Shopping and Services along 73, Business Park or Higher Density Residential behind
- C** Higher Density Residential, and/or Shopping and Services
- D** Low Density Residential, or large-site Industrial (not both)







Date: 1/18/2023



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




**Map 12b
FUTURE LAND USE
(AREA VIEW)**

Legend

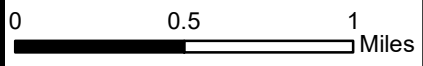
-  Marshall Extraterritorial Jurisdiction
-  Municipal Boundaries
-  Marshall Urban Service Area
-  Future Urban Development Area

-  Tax Parcels
-  Existing Roads

Future Land Use Categories

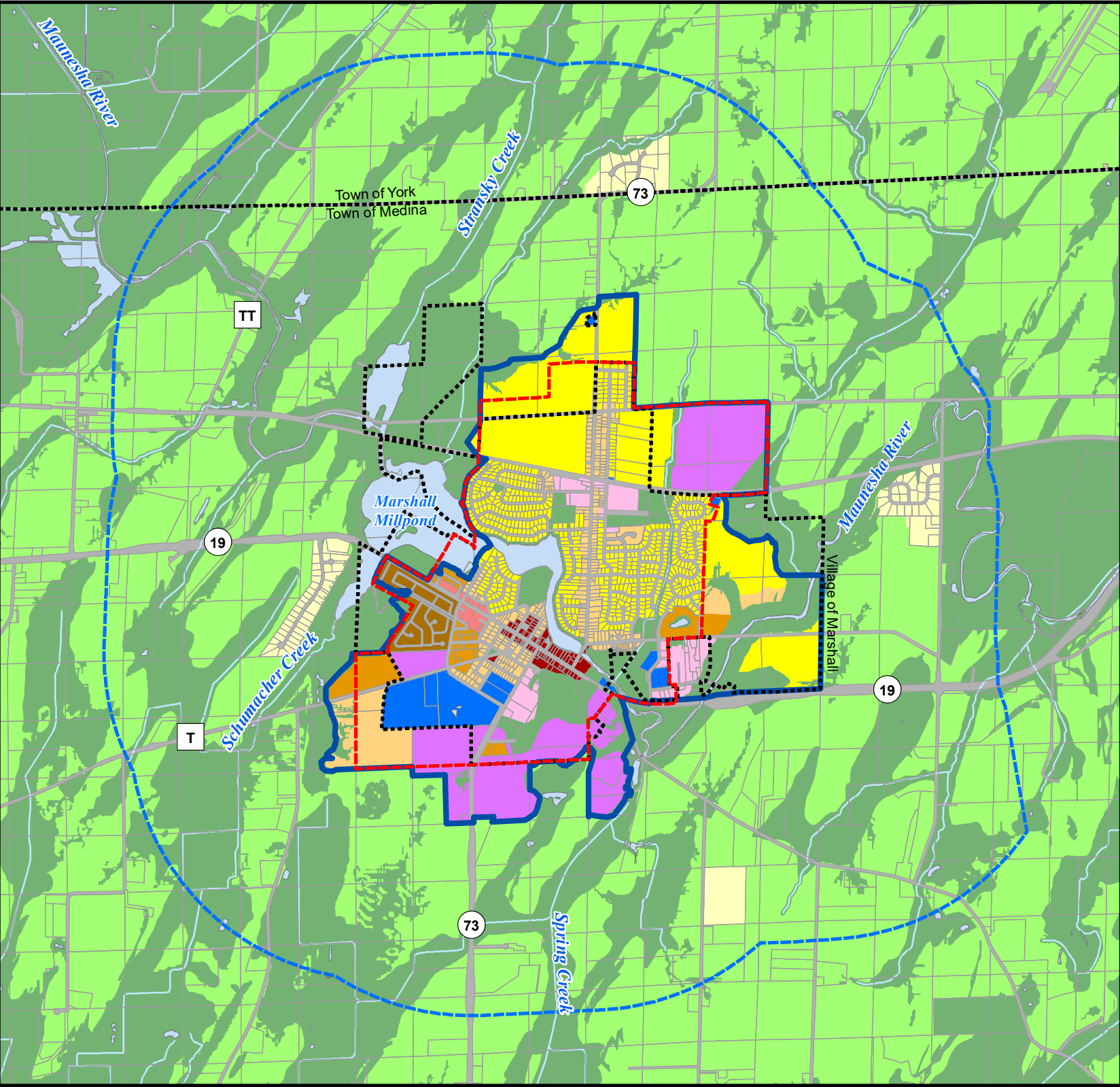
-  Environmental Corridor
-  Agricultural Preservation
-  Rural Development
-  Low Density Residential
-  Moderate Density Residential
-  Higher Density Residential
-  Manufactured Home Park
-  Shopping and Services
-  Downtown Mixed Use
-  Industrial and Business Park
-  Institutional and Government
-  Special Purpose

Shapes on this map represent the Village's vision for future land use. This map is not intended to represent existing land use or zoning, or to compel property owners to change the use of their land. For example, owners of agricultural land or home sites may maintain their current land use. Actual boundaries between different future use categories and implementing zoning districts may vary somewhat from representations on this map. Other boundaries are as of September 2022, and are subject to change over the planning period.










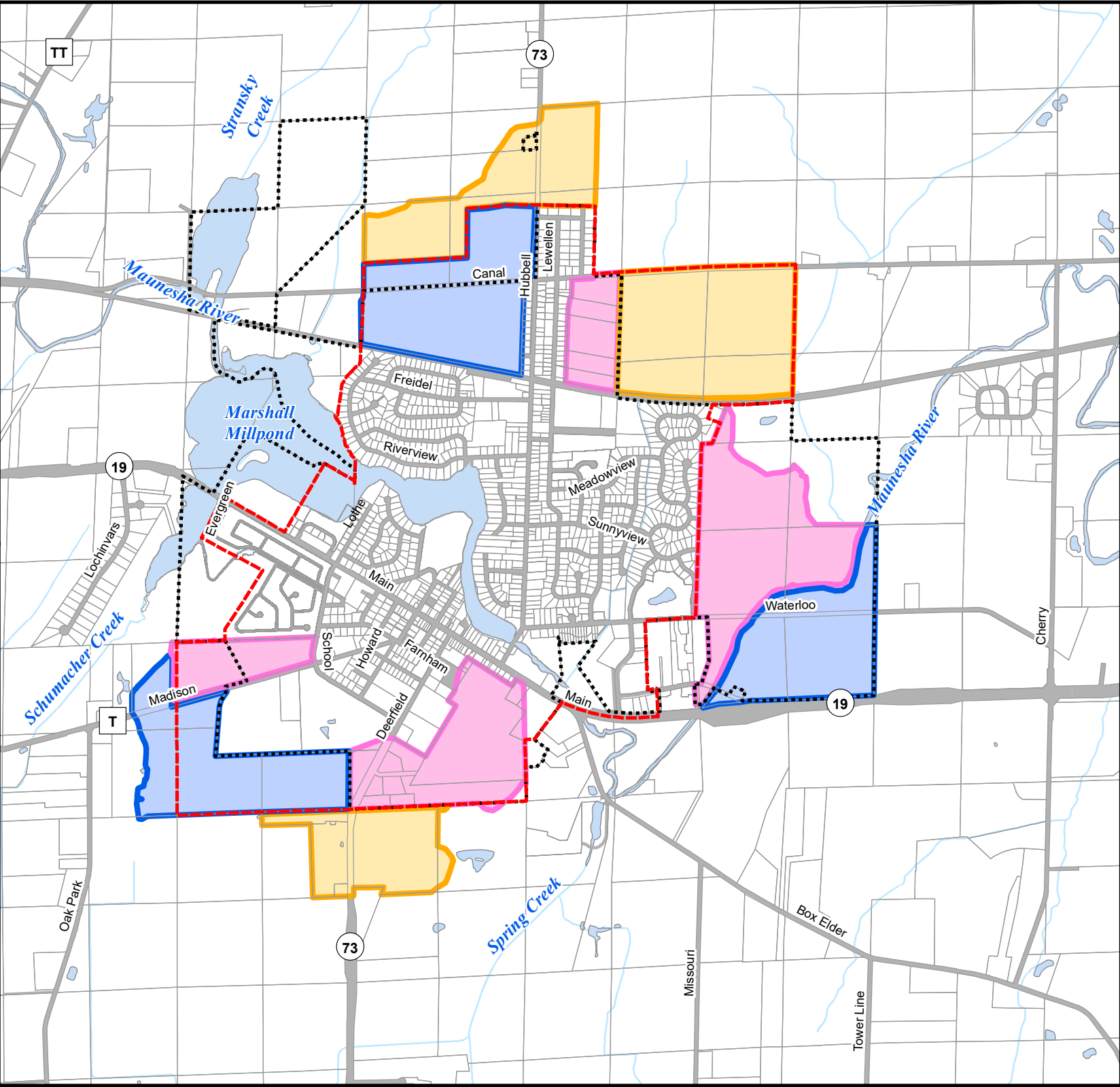
Date: 1/18/2023

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

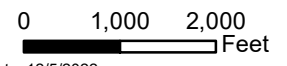


Legend

-  Marshall Urban Service Area
 -  Municipal Boundaries
 -  Tax Parcels
 -  Existing Roads
- Development Phases**
-  Phase 1 (0-5 years)
 -  Phase 2 (5-15 years)
 -  Phase 3 (15+ years)



Shapes on this map represent the Village's expectations for development phasing within larger undeveloped areas within the Village's Future Urban Development Area. Actual phasing may differ from representations on this map.



Date: 12/5/2022

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





Chapter 4 Economic Development

How can the Village build on assets and opportunities to retain, grow, and attract businesses?

Goal

Grow the local economy with a focus on businesses that supply tax base, jobs, and products for local families and visitors.



Objectives

1. Retain existing businesses and help them grow.
2. Focus economic development on new shopping and services, commercial recreation, downtown revitalization, and compatible business parks.
3. Work to attract and where necessary incentivize new businesses within these targeted sectors.

Initiatives

Click on the initiative below to learn more!

1. [Expand Retail and Commercial Service Offerings, Particularly Along Main Street](#)
2. [Expand Recreation and Tourism Opportunities](#)
3. [Provide Opportunities for Business Park Expansion](#)
4. [Improve the Village's Economic Development Function](#)

Purpose

Marshall is home to several thriving businesses, jobs, and commercial services, including those that appeal to visitors. These contribute Marshall’s wealth, quality of life, and resident and visitor experiences. This chapter is intended to promote the retention, stabilization, and growth of the economic base. It reflects and extends from prior Village economic planning efforts including the recent Community Economic Development Strategic Plan, which should continue to be referenced for detailed economic development advice.

Policies

1. Participate with other groups charged with economic development, such as the Marshall Area Business Association, Madison Region Economic Partnership, and Wisconsin Economic Development Corporation.
2. Enhance a business-friendly environment in Marshall via customer service, streamlined development approvals, fair and reasonable zoning standards, open government decision making, and incentives where practical.
3. Encourage residents to buy local and work to encourage and connect local businesses to vacant storefronts.
4. Maintain an adequate supply of improved, developable land for new commercial, industrial, business park, and

Downtown mixed use development, in areas identified in the Future Land Use maps in the Land Use chapter.

5. Practice “place-based” economic development—seeking out projects and designs that contribute to a unique sense of place, create gathering spots, and contribute to the aesthetics and character in Marshall.
6. When making economic development decisions, recognize the importance of preserving and enhancing Marshall’s character, heritage, existing locally owned businesses, and the Downtown.
7. Encourage new commercial and mixed use developments convenient to and compatible with residential neighborhoods, sometimes limiting the range of non-residential uses, their impacts, and their hours to avoid negative neighborhood impacts.
8. Encourage businesses to select sites with amenities that match individual business needs with respect to visibility, transportation access, and communications infrastructure.
9. Encourage businesses to plan for future on-site expansion when site selection takes place—industrial sites should almost always be larger than initial demands require.
10. Continue to support infrastructure improvements that drive economic activity, such as improvements to the utility, highway, and communication networks.

Economic Development Initiatives

Expand Retail and Commercial Service Offerings, Particularly Along Main Street

This and other recent planning efforts have suggested (re)development of Marshall's Downtown/Main Street corridor and attracting new shops and services to existing buildings and new sites are top, interrelated priorities.

Perhaps the biggest "want" by residents of Marshall is a full-service grocery store. Several other communities of similar size, such as Lake Mills, Cambridge, and Belleville all have grocery stores, and may serve as models for Marshall. Still, momentum in food buying practices may not be in Marshall's favor. Another significant "want" by residents are additional hard-goods shopping and restaurants.

Recent analyses have confirmed that Marshall is missing or in short supply of several retail sectors (see sidebar to the right). This results in a leakage of wealth and tax revenue from the community, and unnecessary automobile trips from Marshall to other places. Closing the retail gap will ensure more dollars stay and circulate in Marshall, instead of being invested and circulated in another community's economy.

Retail Leakage Analysis

Research during the processes to prepare the Highway 19 Corridor Plan and Community Economic Development Strategic Plan suggest that Marshall resident and visitor spending must generally go out-of-town for the following shops and services:

- Grocery Store
- Specialty Food Store
- Cafes
- Pharmacy
- Food & Beverage Store
- Motor Vehicle & Parts Dealer
- Clothing Store
- General Merchandise Store
- Electronics and Appliance Store
- Hotel

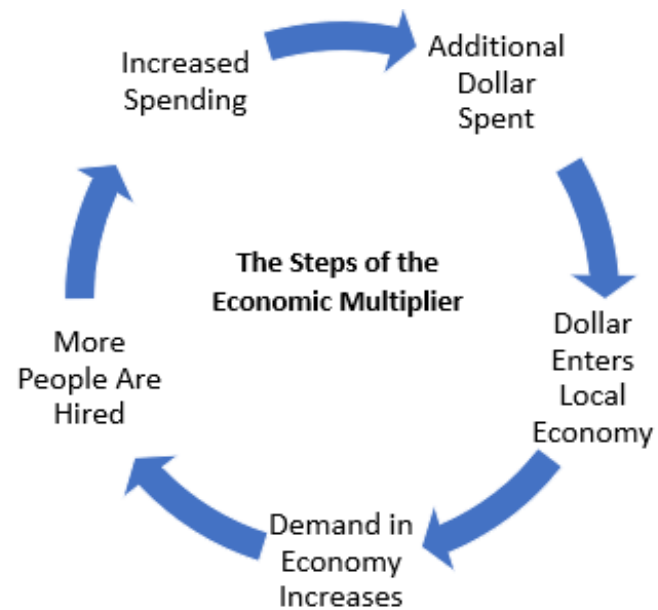
Efforts that may close retailer gaps include:

- Actively recruiting new businesses in these sectors. The “Improve the Village’s Economic Development Function” initiative below may assist in this regard.
- Clearly and professionally marketing Marshall’s assets for commercial development, including the convergence of Highway 19 and Highway 73 along Main Street with over 13,000 vehicles per day.
- Assuring that sufficient areas are planned and zoned for such businesses, and there are not unnecessary regulatory requirements. The Future Land Use maps and the “Modernize Zoning Regulations” initiative in the Land Use chapter are aimed in this direction. The Main Street corridor and other areas, like Deerfield Road and Madison Street, are available for future commercial development.
- Helping residents form and grow new businesses, including those within the local Hispanic/Latino population.
- Offering incentives and connecting to grants, including via tax incremental financing (TIF) through the Village’s Tax Incremental District (TID) #2, which covers most areas planned for economic development.
- Assisting existing businesses in expanding their product lines and increase their internet presence so more diverse product lines can be offered without having to have them in the store all the time.

- Encouraging and directing businesses to affordable spaces for start-up, including “pop-up” lease opportunities seasonally, and encouraging more than one business endeavor to share space.

Expand Recreation and Tourism Opportunities

Marshall has all the ingredients to attract additional recreational-based activities including the Marshall Millpond, the Maunsha River, Riley-Deppe Park, other parks and open spaces, bike connections, Little Amerricka, and the Whistle Stop Campground. By building upon these existing



Source: National Association of State Procurement Officials

recreational elements, Marshall can provide both residents and tourists a variety of high-quality recreational-based experiences that would also aid in growing the local economy. Implementing actions may include:

- **Helping Existing Marshall Attractions Grow and Thrive.** These include, but are not limited to, Little Amerricka, Whistle Stop Campground, and Capital Speed. Access to affordable adjacent land would seem to aid in expansion, and TIF support may be appropriate especially in conjunction with anticipated tax increment. Lack of current land available for sale is an impediment.
- **Support Compatible Business Development.** Spurring compatible business development opportunities, such as new and improved restaurants, will help spur the tourist economy and serve local residents with more “third spaces” to relax and play. The Village also encourages a hotel with meeting or event space to the area, and/or wedding barn or small-event hall facility to accommodate those interested in having their wedding or other gatherings in the Village. Such space would help bring out-of-towners to the Village to shop, explore, and visit recreational facilities.
- **Pursue Continued Park and Trail Development.** Park and trail investment has the benefit of serving both local residents and tourists. The Village is actively investing in Firemen’s and Converse Park, and with the recent



acquisition of Riley-Deppe Park also controls another key waterfront park. There is also opportunity for another Maunasha Riverfront park and open space between Hubbell Street and the Marshall Industrial Park. Continuation and improvement of local land and water trails, including in collaboration with the Maunasha River Alliance, and participation on regional trail projects like the County’s planned trail connecting all northern Dane County communities and Waterloo, should be supported.

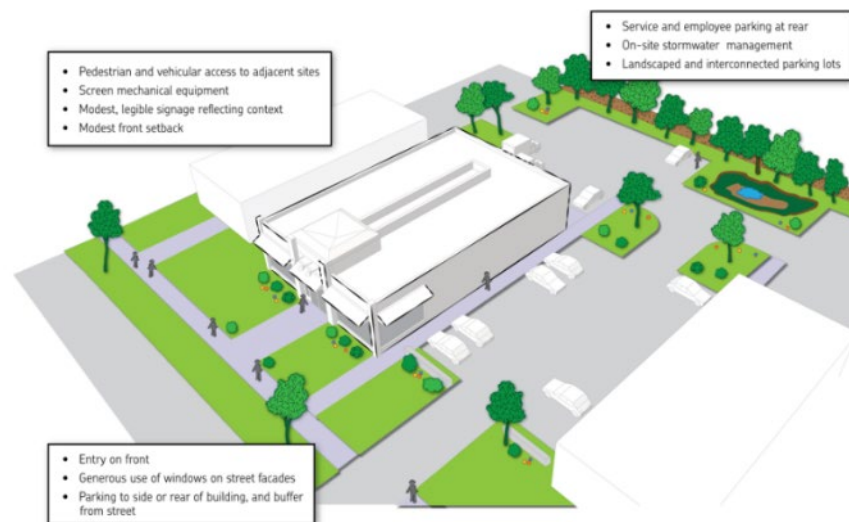
- **Support and Expand Community Events.** Park and waterfront improvements and expansion provide improved spaces for Marshall’s community events. Existing events will be supported, and new events considered. For

example, a Cinco de Mayo or similar celebration makes sense for Marshall given its sizable Hispanic/Latino population. More shoulder and winter season events should be considered or reintroduced.

- Engage in Resource- and Tourism-focused Marketing.** In conjunction with recommended Village-wide branding and marketing (see “Improve the Village’s Economic Development Function” initiative below), the Village can highlight the relationship between local natural resources and community recreation. Products may include a dedicated Web page (DeForest, Stoughton, and Middleton have good examples), a related social media campaign, and a park and trail guide and map including water trails (DeForest and Fitchburg offer good examples).
- Enhance Community Entryway and Wayfinding Experience.** Marshall’s community borders can be difficult to identify and often do not always provide an attractive first impression. Improving land use and better marking the Village’s edges with distinctive entryway (and exit) treatments will instill community pride and unity, and assist visitors in understanding the community and finding key destinations. Primary Village entryways could be marked by major gateway treatments—including entry and wayfinding signs, landscaping, and “signature” buildings. Signage could also include a “Visit Marshall” sign along Interstate 94, only four miles to the south, advertising the Village’s recreational, natural, and cultural assets.

Provide Opportunities for Business Park Expansion

Marshall may never be an industrial center, and that does not appear to be most residents’ top economic development interest. Still, the Village should be in a position to accommodate interested manufacturing, warehousing, contractor, office, and research and development uses. These may take the form of expansion to existing businesses, or new or relocated businesses to Marshall. Agricultural-based business development, given the Village’s location in a highly productive agricultural region, may be market-feasible and often include good tax base and job opportunities.



Following the principles in this sketch will help achieve desirable industrial development design, particularly in industrial areas that are close to housing.

As depicted on Map 12a and in the Land Use chapter, the Village plans for, and may accommodate, industrial and business park development in the following locations:

- Within the Marshall Industrial Park on the Village’s east side just north of Highway 19 intersection, and in a potential future expansion of that Park to the east. See more in the Land Use chapter and the Highway 19 Corridor Plan. TIF support may be available for appropriate business development in the Marshall Industrial Park, and the Village may wish to designate the Park as a [Certified in Wisconsin](#) site with the Wisconsin Economic Development Corporation. The Certified in Wisconsin program pre-certifies industrial sites as development ready.
- Generally on sites already used for industrial and similar uses near the intersection of Hubbell Street and the railroad on the Village’s north side. Undeveloped lands planned and zoned for industrial development generally allow for expansion of existing businesses in this area. TIF support for high-value and neighborhood-compatible expansion may be available.
- Potentially within Special Purpose Area B on Map 12a, near Highway 73 just beyond the current southern limits of the Village but at least partially in the Marshall Urban Service Area. See Map 12a and Figure 3-1 for more information.

- Potentially within Special Purpose Area D on Map 12a, just beyond the current northeast edge of the Village but within the Marshall Urban Service Area at time of writing. If not developed for residential purposes, this area should be held for potential use by one to a handful of larger industrial users, potentially benefitting from rail access.

Improve the Village’s Economic Development Function

With a large amount of planning and the establishment of TID #2 in the last five years, the Village has the tools for economic development. To actually implement economic development requires time, expertise, and persistence.

The Village intends to re-energize its Community Development Authority (CDA) as a guiding force for economic development. Its charge may be reinforced or expanded to include:

- Managing development and implementation of a business recruitment and retention strategy.
- Leading or contributing to a potential Village branding and marketing effort, as described below.
- Continuing to communicate with other similar groups in the community on complementary roles, including the Village Board and Marshall Area Business Association.
- Potentially engaging in more proactive roles, which under Wisconsin Statutes could include buying and selling land and borrowing to support redevelopment.

A reenergized CDA alone is generally not enough to make economic development happen. Employee or consultant time and economic development expertise is required. The Village may not currently have enough of either on staff or in its consultant pool. The Village will, therefore, consider economic development expertise in future staff hiring decisions, and/or consider hiring out economic development staff support to one of several capable consulting firms in the Madison area. This additional support could be funded through TIF (sufficient tax increment permitting), would assist the CDA on its charge, and could lead a branding and marketing effort for the Village.

Municipal marketing is the promotion of a city or village with the aim of encouraging certain activities to take place within its boundaries. It is used to alter the external perceptions of a place in order to promote business development, encourage tourism, and/or attract inward migration of residents. Place branding is a critical first step to effective marketing.

While the citizens of Marshall understand the area's assets, opportunities, and high-quality way of life, many other resident and businesses in region simply do not know about Marshall. This could change with an effective marketing effort. The effort could explain, for example, that Marshall has a shorter travel time to Downtown Madison than bustling places like Mount Horeb, Cross Plains, or Cambridge, and that Marshall is also situated advantageously for families with two workers each commuting between the Madison and Milwaukee areas.

The Village of Marshall will therefore work to create a new brand identity and marketing message and materials to use to attract new businesses and residents. This could include partnering with the Marshall Area Business Association and other local businesses, stakeholders, and leaders.

Branding and Marketing Case Study: Belleville, WI

In 2017, the Village of Belleville, in southwestern Dane County, underwent a significant rebranding and marketing effort to attract business and residential growth to the community. That village's tagline, "Small Community, Big Heart", and marketing efforts have been successful. Since 2017, Belleville attracted a new coffee shop to its downtown, expanded local bike trails, renovated a historic train depot as a small-business incubator, and attracted a developer to develop an 80-lot single-family home subdivision, with approvals for several hundred additional housing units over the next several years.



Chapter 5 Housing & Neighborhoods

What types of housing and neighborhoods will attract new families and serve the local workforce and elderly?

Goal

Support new housing development for Marshall's families, workforce, elderly, and young adult populations within safe, quiet, and attractive neighborhoods.



Objectives

1. Expand the range of quality and affordable housing choices for families, empty nesters, seniors, and the Marshall workforce.
2. Design and support neighborhoods that are welcoming, attractive, safe, and bike and pedestrian oriented.
3. Connect homes, neighborhoods, and their occupants to each other, recreation, shopping, services, and the community.

Initiatives

Click on the initiative below to learn more!

1. [Promote New Housing Development](#)
2. [Advance Different Housing Types to Respond to Generational and Workforce Needs](#)
3. [Support "Complete Neighborhood" Design](#)

Purpose

This chapter guides new housing and neighborhoods in Marshall to help increase the supply to meet demand and focus on livability, safety, and interaction. The chapter also includes advice on how to keep housing and neighborhoods strong, so that they continue to provide decent, affordable places for people to live.

Policies

1. Encourage the public, private, and non-profit sectors to work together to increase the number of residential lots and homes.
2. Encourage new **complete neighborhoods** that protect environmental resources, achieve design creativity, include resident amenities, manage density and transitions, and have convenient access to recreation, transportation, schools, shopping, and jobs.
3. Promote affordable housing by increasing the supply of available vacant lots and homes for sale, and of developable land for housing for a variety of income levels.
4. Support expansion of housing options for seniors and empty nesters, encouraging them to remain and thrive in the community once their children grow up, including in independent and assisted housing if desired.
5. Support expansion of housing options for young people, including within modern multiple-family housing in mixed use settings.
6. Integrate multiple-family housing into the fabric of neighborhoods and the community, rather than isolating and concentrating such housing in a few isolated locations.
7. Emphasize home and property maintenance. Engage in and support programs to help maintain and rehabilitate the Village's existing housing stock and older neighborhoods.
8. Direct eligible persons to Village, County, State, federal, and non-profit housing programs to promote and preserve decent, affordable housing for persons of different incomes, the elderly, and people with special housing needs. Also, support the private market in developing affordable housing for these groups.



Housing & Neighborhood Development Initiatives

Promote New Housing Development

The national and Madison area housing markets improved dramatically beginning in 2012, but that has yet to translate to significant new subdivision activity in Marshall. No new subdivisions have been platted since the early 2000s and only a few vacant lots remained available at time of writing. Upon close inspection, this is unsurprising. Many larger Madison-area developers and builders have inventory of available land and approved plats in places like Waunakee, Fitchburg, and Sun Prairie, where new lots sell for upwards of \$125,000. In contrast, the price of remaining vacant lots in Amerricka’s Dream are about half that, and local improvement costs are the same or maybe even higher. The consultant’s conversations with a handful of Madison-area homebuilders suggest that their focus may remain in Madison and closer



suburbs for the foreseeable future, though rapidly accelerating land costs, and a significant County-wide housing shortage may change that.

Still, the Village wishes to expand the supply of available residential lots and housing in areas planned for residential development (see Map 12a). Components of this effort may include:

- **Connecting with developers and builders that have successfully developed subdivisions and housing elsewhere in Dane County.** Most developers in Marshall during the Village’s significant growth period in the 1990s are unable or unlikely to develop in Marshall again. The Village could “home-grow” local developers or even develop a new subdivision itself. The Village may also or alternatively want to connect with successful regional residential developers to understand what it would take for them to consider Marshall for a future project, and to present opportunities under this *Comprehensive Plan* and Tax Incremental District (TID) #2. The challenge will be to close the gap between lot and home prices attainable in Marshall versus places like Sun Prairie and Cottage Grove.

Dane County Housing Shortage

Despite over 25,000 new housing units between 2006 and 2017, Dane County underproduced more than 11,000 housing units relative to household growth.

Source: Dane County Housing Needs Assessment, 2019

Other area villages in similar situations are pursuing solutions, such as by using their TIDs to support infrastructure construction in new subdivisions.

- **Enabling smaller single-family lots.** Allowing lots as small as 5,000 square feet results in a greater number of homes per acre, which increases developers’ bottom lines. Where lots of this size are allowed, careful attention to home quality, variety, design, setbacks, and garage placement are very important. With such careful attention to design, different home designs are increasingly common on smaller lots that maintain neighborhood quality. At present, the smallest lot allowed in the smallest Marshall residential zoning district is 7,500 square feet in the R-1S district, which the Village intends to revisit.
- **Considering appropriate adjustments to public improvement standards.** The Village should be careful not to sacrifice lasting quality and pedestrian accessibility. Still, modifications to subdivision ordinance standards to enable narrower-than-past streets and engineered street-side swales, for example, may be considered.
- **Positioning the Village’s east side for short-term residential growth.** As described in the Community Facilities & Utilities chapter, the Village intends to seek expansion of the Marshall Urban Service Area into some or all of the Barth farm at the east edge of the Village, as the most logical near-term residential development area. The

Village will alternatively consider rural subdivision development near its southeast corner. Adding the Barth farm to the Urban Service Area will greatly aid residential developer recruitment, and the property is already in TID #2, which has a project plan that enables the support of residential development as an economic development tool. Another step the Village may undertake is the completion of a neighborhood development plan for this area. Such a plan may explore cost-effective and appealing design and density for a **complete neighborhood** here, as described within a later initiative in this chapter. A neighborhood development plan would build from the concepts in this Vision and Directions volume, including future land use on Map 12a and future transportation and community facilities on Map 14. The Village may be able to obtain



A neighborhood development plan is a detailed guide for future development of part of a village. The example above from another village includes a mixture of housing types and land uses at different densities along with roads, environmental corridors, parks, and trails.

support from the Capital Area Regional Planning Commission (CARPC) for such an effort.

Advance Different Housing Types to Respond to Generational and Workforce Needs

The process for completing the Village’s [Community Economic Development Strategic Plan](#) revealed that encouraging housing for the existing elderly population and for workforce attraction is a high community priority. This is wise, as forward-looking communities are supporting housing and environments that meet the interests of both Baby Boomers and Millennials—the two largest generations. The first of the Baby Boomers are now over 75 years old, with many looking to move and downsize. The Millennial generation, born between 1981 and 1996, are at prime household formation ages.

Many within both generations are demanding different forms of housing than predominated in the past, particularly as they enter different life stages. These include smaller single-family options, multiple-family options in both their owner-occupied (“condos”) and renter-occupied (“apartments”) form, and mixed-use environments with restaurants and shopping within a comfortable walk. According to a 2015 poll conducted by the National Association of Realtors, Millennials prefer walking over driving by a substantially wider margin than any other generation. Many in this generation also prefer rental housing, or need to rent longer than their parents based on higher student debt and later family formation.

As a result, the Village encourages the construction of new multiple-family housing units, both owner- and renter-occupied, and in both neighborhood and mixed-use settings, for different ages and income levels. The Village’s TID #2 creates an incentive structure for additional housing development, particularly for workforce housing. The Village’s zoning ordinance ought to be fine-tuned to better enable multiple-family housing.

What is Workforce Housing?

It’s housing priced to be affordable and otherwise intended to meet the needs of the workforce in an area. Typically, the “workforce” being considered are households whose incomes are too high to qualify for public assistance programs, but too low to afford many housing options available in their area. In Wisconsin, workforce rental housing is typically defined as that for those earning up to 60 percent of the area’s median family income, which typically amounts to \$40,000-\$45,000 per year—about the level of a starting teacher salary.

Multiple-family housing can cause community opposition. In some cases, this is because such projects have been poorly and cheaply designed in the past. The Village intends to hold new multiple-family housing to similar standards for lasting quality and livability that is expected of single-family housing and neighborhoods. These standards include high-quality building materials, architectural variation and interest, durable and lasting finish materials (inside and out), and inclusion of garage and underbuilding parking where possible. Perhaps most important is a commitment to responsible management.

Several State and federal programs help provide affordable housing for workforce and retirees. Programs such as the federal tax credit program, administered through the Wisconsin Housing and Economic Development Agency, can



Multiple-family housing, like the example above, can increase density and decrease housing costs while remaining attractive and compatible with single-family homes.

help provide high-quality housing for lower income residents. Dane County has its own affordable housing program. The Village will facilitate appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market operating independently.

The Village will also encourage older residents to stay in Marshall. Depending on the situation, this may involve upgrading existing homes, with in-home services where necessary, or moving to other housing in the community. This suggests the need for more senior-oriented housing in the community, which may include senior-restricted condominiums, independent living apartments, assisted living apartments, memory care facilities, and community-based living arrangements. Such local moves retain these valuable residents, while also making the existing housing stock available for new families.

Support “Complete Neighborhood” Design

Through its [2050 Regional Development Framework](#), CARPC recommends development of **complete neighborhoods** where residents have safe and convenient access to the goods and services needed in daily life. This concept is inspired by historic neighborhoods that contained a mix of residential, commercial, and civic uses within close proximity to each other, connected by a network of paths and streets designed for both pedestrians and vehicles.

Complete neighborhoods serve a range of homeowners and renters, enhance community identity and value, and use public resources efficiently. Development of complete neighborhoods also reduces pressure to develop farmland and natural areas, protects open space, minimizes traffic congestion and infrastructure costs, and increases the potential for face-to-face interactions between neighbors, contributing to desired “small town” character.

Existing neighborhoods around Downtown Marshall already have many complete neighborhood features. New developments in the Southwest, Eastern, and Northern Growth Areas shown on Map 11 early in this volume should incorporate them to the extent feasible. Complete neighborhood principles include:

- **Mix housing types and land uses.** Complete neighborhoods include a range of housing types within walking distance of amenities like parks, stores, schools, and places of worship. Each new neighborhood in Marshall should support a housing mix unified by consistent design standards such as building size and frontage dimensions.
- **Follow a compact development pattern.** In residential areas, densities of about 5 to 12 housing units per acre are considered walkable, and are within the range of the Moderate Density Residential category indicated on Map 12a. Increasing the density of single-family housing

supports a neighborhood’s small-town feel while making homeownership possible for a wider range of people. While applicable to all future developments, this principle fits particularly well in Marshall’s Southern Growth Area.

- **Promote connectivity.** New street networks should include small block sizes, minimal cul-de-sacs, good intersection density, and connections to existing paths wherever possible. Such strategies will help improve safe bike and pedestrian movement in all planned growth areas, connecting the Southern Growth Area on Map 11 to schools and the downtown and giving future residents of the Eastern Growth Area easy access to parks and natural areas.
- **Design for pedestrians.** Marshall’s Community Economic Development Strategic Plan suggests promoting quality of place for housing. Public input received throughout the planning process further emphasized the Village’s desire for quiet, safe, connected neighborhoods. Scaling buildings and streetscapes for pedestrians will contribute to Marshall’s small-town character, improve safe bike and pedestrian movement, and slow traffic.
- **Connect to greenspace.** Ample access to parks and natural resources is a key part of Marshall’s identity and a major amenity for residents. New neighborhood developments should plan for public open space and connect to existing park amenities, given their proximity to

the Maunsha River, Schumacher Creek, and various resource protection areas. Park improvements can also be used as a maintenance and enhancement tool in existing neighborhoods.

- **Plan for access to shopping and services.** Access to shopping and services close to new neighborhoods enhances quality of life and business activity. Neighborhood development in the Southwest Growth Area would seem to have the greatest opportunity for nearby shops and services—both existing and planned.

The Village will audit its zoning and subdivision regulations to assure they promote and do not create hurdles to **complete neighborhoods**. Detailed recommendations for potential zoning code elements can be found in the Wisconsin [Model Ordinance for a Traditional Neighborhood Development](#) (2001) and the League of Wisconsin Municipalities’ [Enabling Better Places report](#) (2022). The Greater Madison MPO’s 2021 [review of local pedestrian and bike requirements](#) contains specific examples and best practices for enacting standards that support pedestrian-oriented development.

Additionally, Marshall’s [TID #2 Project Plan](#) suggests supporting the expansion of single- and multi-family housing throughout the Village’s TID area using developer incentives. This strategy can also support the development of complete neighborhoods if developer incentives are structured to favor

proposals that include the **complete neighborhood** principles listed above.



This complete neighborhood example from another community seamlessly blends duplexes with single-family homes.



Chapter 6 Transportation

How can the Village maintain, improve, and interconnect its roads, sidewalks, and trails?

Goal

Maintain road, sidewalk, and trail networks that safely and efficiently move people and serve existing and planned development.



Objectives

1. Provide safe and interconnected local streets and paths within and between neighborhoods, and to schools, parks, and business areas.
2. Collaborate with other transportation providers to improve, reduce congestion, and increase safety on area roads and highways.
3. Prioritize pedestrian and bicycle access in all road improvements and land development projects.

Initiatives

Click on the initiative below to learn more!

1. [Maintain, Improve, and Extend Area Roads](#)
2. [Increase Safe Biking and Walking Opportunities](#)
3. [Collaborate with State and Regional Entities on Transportation Improvements](#)
4. [Prepare for Next Generation Transportation Solutions](#)

Purpose

The Marshall area’s transportation system supports local workers, businesses, residents, and visitors. This chapter guides the future development and maintenance of various modes of transportation serving the Village. It also provides a platform for the Village’s more detailed Capital Improvement Program (CIP) and interactions with the State, Dane County, regional planning agencies, and the Town on transportation.

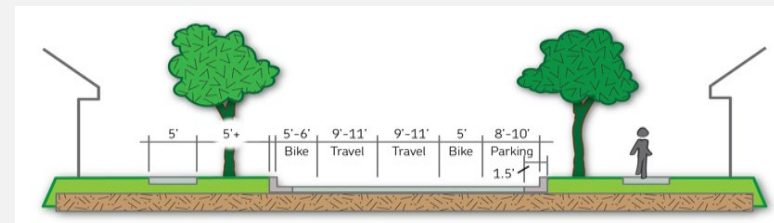
Policies

1. Promote a continuous, interconnected network of local streets, sidewalks, bicycle routes, and paths.
2. Ensure safe and convenient access among neighborhoods, parks, schools, the Downtown/Main Street corridor, other commercial and recreation destinations, and employers.
3. In the review of new subdivisions and other developments, require new and improved roads as advised under Map 14.
4. Design new and reconstructed roads to serve their intended functions (e.g., local or through traffic), and as **complete streets** (see sidebar). Discourage cul-de-sacs, which are challenging to maintain, serve to disconnect places from each other, and result in longer car trips.
5. Continue the Village’s CIP as a platform to upgrade local roads and position them for funding.
6. Participate in and encourage State, regional, County, and intergovernmental transportation planning and funding efforts that benefit the Village, and to connect providers of

additional transportation options to those who require these services, including the elderly, disabled, and children.

7. Work with the Wisconsin Department of Transportation (WisDOT) to improve traffic flow, reduce the bottleneck, ensure safe bike and pedestrian movement along and across Highways 19 and 73 through the Village.

Complete Streets



This graphic illustrates just one example of a **complete street**—for a collector road in a neighborhood setting. In general, complete streets are roadways designed and operated to enable safe, convenient, and comfortable access and travel for all users. Pedestrians, bicyclists, motorists, and other transportation users of all ages and abilities can move safely and comfortably along and across a complete street. In addition to providing a sound local transportation policy option, adherence with complete streets policies has typically been required in Wisconsin for roadway projects involving state or federal funding. In addition, transportation grant programs often favor communities with complete streets policies.

Transportation Initiatives

Maintain, Improve, and Extend Area Roads

Marshall residents and businesses depend on local roadways for trips in cars, trucks, bikes, and on foot. The Village will prioritize maintaining and where necessary rebuilding its existing roadways, based on objective measures and considering the needs of all users. The Village advocates a similar policy to WisDOT and the Dane County Highway Department for Marshall-area roadways under their jurisdictions.

In its 2021-2025 CIP, the Village has anticipated reconstructing Sunset Court, Lothe Road, and Canal Road, plus Indian Summer Road repaving and storm sewer improvements, as shown on Map 14. The CIP will be regularly updated to identify different roads for future improvement beyond 2025.

Based on pavement condition, current and expected traffic volumes, and importance to the local road network, additional candidate roads are identified for future improvement on Map 14. Some of these have shared jurisdiction (Canal, Waterloo), while others like the State Highways are generally beyond the direct control of the Village. The greatest traffic volumes, and the greatest concentration of vehicle crashes, occur where State Highway 19 (Main Street) converges with State Highway 73 (Deerfield Road) in the Village. The Village intends to work with WisDOT to determine additional movement and safety

improvements to lessen the number and severity of vehicle crashes. This may include additional signage, better pedestrian crossings, prohibiting right turns on right, and improving visibility. Bigger picture ideas to reduce traffic stress in this area are discussed below.

Map 14 also shows “Potential Future Roads” that would contribute to the Marshall road network, particularly as future development occurs. The Village will work with abutting property owners on these extensions when they are proposing development of their land. They are conceptual in nature and subject to change.

Increase Safe Biking and Walking Opportunities

The Village intends to enhance Marshall as an inviting, safe, healthy, vibrant, and sustainable community by expanding and interconnecting its bicycle and pedestrian network. This will include off-street trails, sidewalks, and on-street bike lanes. A comprehensive network of bicycle and pedestrian facilities will increase mobility in a community with increasingly diverse ages and abilities (like Marshall), enhance a sense of place and connection among residents and to their community, promote healthy lifestyles, help manage air pollution, and link neighborhoods, parks, and other key destinations in the community.

Marshall intends to increase safe bike and pedestrian accessibility in a variety of ways, including the following:



- Maintaining existing sidewalks and trails through a regular repair and replacement program.
- Closing sidewalk gaps in key areas, such as those identified on Map 14.
- Improving key bike and pedestrian crossings, including those identified on Map 14, though techniques like

improved pavement striping (e.g., inlaid plastic), center refuge medians, pedestrian actuated crossing signals, and improved advance warning signage for motorists.

- Managing traffic speeds through additional signage, flashing lights, police patrols, and other efforts, particularly during school-start and school-end times.
- Considering on-street bike lanes on key routes, particularly along School Street.
- Implementing future trail connections presented within the Village's Comprehensive Outdoor Recreation Plan (CORP). These include, among other suggestions, extending the existing trail in the Amerricka's Dream subdivision south around Little Amerricka and then west to the school campus. A pending CORP update will consider future trails to serve planned residential neighborhoods on Map 12a in the Land Use chapter.
- Where new neighborhoods are proposed, encouraging neighborhood designs that support walking and biking, and strong connections to schools, shopping, parks, and existing neighborhoods and promote "complete streets," as described earlier in this chapter. Pedestrians, bicyclists, and motorists of all ages and abilities are able to move along safely and comfortably across a complete street.
- Where new and expanded commercial, institutional, and recreational developments are proposed, requiring good bike and pedestrian access and a bike rack.

These recommendations will be implemented by a combination of prioritizing; identifying funding opportunities; and co-development with other transportation, utility, and recreation projects. The Village intends to use its CIP and annual budgets for prioritization. Development of this system will be phased, and design and construction will be incremental as opportunities arise. Final timing, locations, and designs often will require additional study, detailed design, and community, neighborhood, and landowner interaction.

Collaborate with State and Regional Entities on Transportation Improvements

Simply maintaining existing roadways will not be enough given projected population and housing increases and additional land development anticipated in the Village and nearby municipalities. Therefore, the Village strives to collaborate with other municipalities, State entities, and regional entities on improvements and expansions to the area transportation network and system.

Collaborative and regional transportation improvements of interest to the Village include:

- **Continuing to improve movement and safety for all modes of transportation along and across Highways 19 and 73 through the Village.** This may include ideas promoted elsewhere in this chapter and on Map 14. In addition, the Village advocates for WisDOT study of an additional bridge crossing of the Maunasha River in or

close to Marshall. Currently, most north-south traffic is funneled through the Highway 73/Hubbell Street bridge, which can create significant traffic congestion and safety issues.

- **Supporting a new park-and-ride lot at Highway 73 and Interstate 94.** A park-and-ride at Highway 73 and Interstate 94, just a few miles south of the Village, would likely be used by Village residents and other commuters in eastern Dane County. In the 2015 [Southwest Region Park-and-Ride System Study](#), the top 50 proposed park-and-ride locations were ranked, with the Highway 73/Interstate 94 location ranked #10 overall in the Southwest Region and #6 in Dane County.
- **Supporting a regional trail from Sun Prairie/Patrick Marsh to Riley-Deppe Park, and from Marshall to Waterloo.** Through its [Parks and Open Space Plan](#), Dane County proposes connecting an existing multi-use trail from Token Creek County Park through Sun Prairie at Patrick Marsh to Riley-Deppe Park in Marshall, and then continuing through Marshall towards Waterloo.

Prepare for Next Generation Transportation Solutions

Recent advances in the areas of transportation electrification, communication, and automation have set in motion the most significant changes to the transportation system since the early 20th century.

Electric vehicles (EVs) are rapidly gaining market share, bringing major changes to how and where people refuel their vehicles. The advances in electrification that are fueling the EV boom have been accompanied by the development of other technologies that enable vehicle-to-vehicle (V2V) and vehicle-to-infrastructure (V2I) communication, and higher levels of vehicle automation.

In addition, electric bicycles (e-bikes) and other forms of electric micromobility devices—skateboards, scooters, and similar small low-speed vehicles—are reshaping neighborhood level transportation. These small electric vehicles offer users a new transportation option, similar to a bicycle in terms of range and parking requirements but without the physical demands that can make biking difficult for some people.

This initiative includes several components intended to ready Marshall for the next generation of transportation solutions.

Transition Municipal Fleet to EVs

While the purchase costs of EVs have been about \$10,000 higher than equivalent conventional vehicles, savings on fuel

and maintenance tend to make EVs cheaper over the long term. Further, federal incentives for the purchase of EVs, extended in the 2022 Inflation Reduction Act (IRA), will further reduce and perhaps eliminate the initial cost differences.

Even further, the 2021 Bipartisan Infrastructure Law (BIL) created the [Carbon Reduction Program](#) (CRP), which provides grant funding, up to 80% of project cost, for transportation projects that reduce carbon emissions. Wisconsin is expected to receive roughly \$1.3 billion each year through the 2026 federal fiscal year. Sun Prairie and Middleton were recently awarded funding through the Greater Madison Metropolitan Planning Organization (MPO) for the purchase of EVs for their municipal fleets and related charging infrastructure.

Marshall will explore electrification of its fleet (or conversion to biofuels or natural gas for heavier equipment) as opportunities present, including considering funding support under the CRP and other potential programs that emerge.



Support Expansion of EV Charging Infrastructure

Concerns about availability and speed of EV charging stations away from home is an impediment to expanding EV use (“range anxiety”). At time of writing, the federal government had approved the State of Wisconsin’s plan under the BIL to build electric vehicle charging stations along designated alternative fuel corridors including the Interstate system, federal highways, and key state roads. This plan includes partnerships with the private sector for fast-charging stations.

The Village supports expansion of local charging infrastructure. This may include encouraging use of the BIL for charging stations in conjunction with the recommended park and ride at the Interstate and Highway 73 interchange (see below), in commercial parking lots along Main Street, and at existing gas fueling stations. Implementation may also include Village-owned charging stations that may be installed in municipal building and park parking lots, or in conjunction with conversion of the Village’s fleet to EVs.

Support EV Parking Spaces in Private Developments

Most EV owners charge their vehicles at home. This makes EV charging easy for most single-family homeowners commuting to work and daily activities. However, for people living in apartments or who otherwise need to refuel away from home, EV charging is more difficult.

The Village will consider amending its zoning ordinance to require the installation of EV parking spaces—or at least EV-

ready spaces—serving apartment buildings and non-residential locations where vehicles are normally parked for extended periods. EV-ready spaces are defined as those equipped with the necessary electrical infrastructure to allow for eventual installation of EV charging facilities, if not now.

Continue to Enable E-Bikes and Other Micromobility Vehicles

E-bikes and other electric micromobility devices offer an efficient transportation alternative for trips of up to several miles. They are generally allowed to operate on streets and paths but are sometimes prohibited by local jurisdictions. Marshall does not have such restrictions, a position which it intends to maintain.

Prepare for Connected and Autonomous Vehicles

Connected and autonomous vehicles (CAVs) include all vehicles equipped with technologies that allow vehicle-to-vehicle (V2V) or vehicle-to-infrastructure (V2I) communication, or that allow some level of autonomous operation.

While the large-scale arrival of full CAVs is no longer considered imminent, lower levels of vehicle automation—such as collision avoidance systems and adaptive cruise control—are increasingly common. CAVs are all reliant on non-human systems to make sense of pavement markings, signage, and the expected behavior of other road users.

Pavement markings help CAVs determine the alignment of the road ahead and the vehicle's location on the road. When pavement markings are inconsistent, CAVs rely on other features, such as the roadway edge, which are less reliable. Clear pavement markings are also important for regular drivers, particularly at night and in inclement weather.

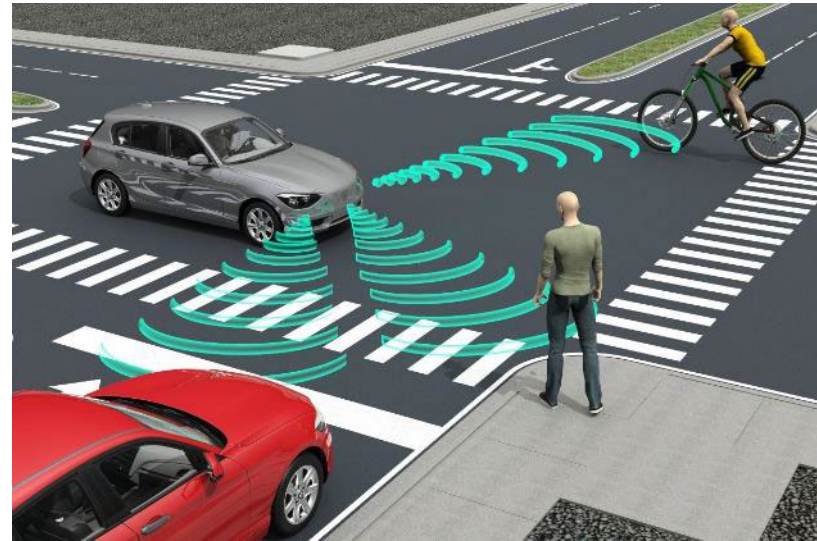
CAVs read signage using cameras and classify the message by comparing it to a library of images. Inconsistent, obstructed, and poorly placed or maintained signs can result in errors.

Clearing snow and ice and ensuring that pavement is maintained to a high standard is also important for CAVs. Snow and ice obscure pavement markings and signage. Poor pavement condition makes it difficult for CAVs to anticipate movement of road users who may swerve to avoid potholes.

The Village intends to maintain and enhance its road and sign infrastructure to make CAVs safer and more effective in Marshall, which may include steps such as:

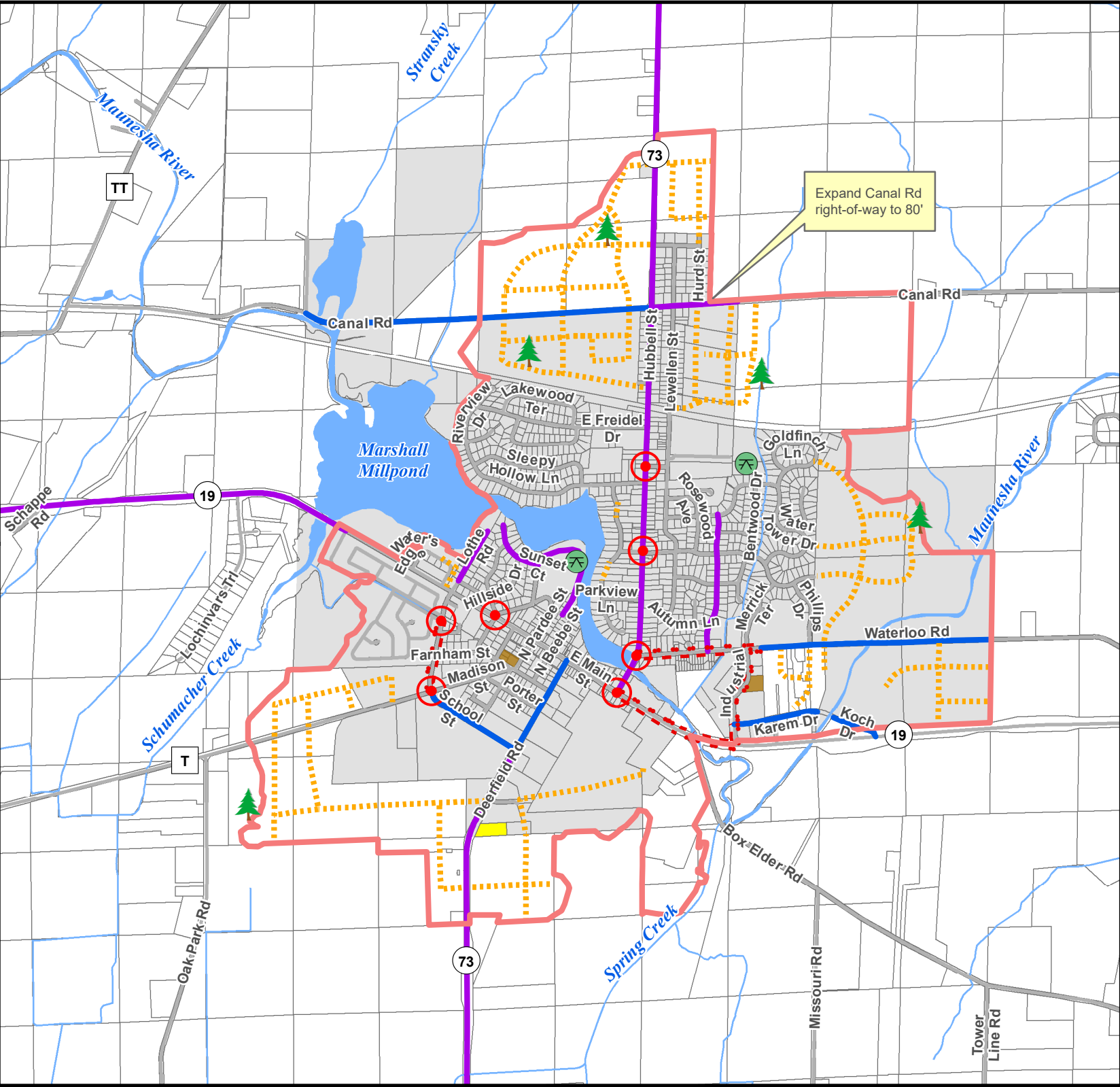
- Placing pavement markings immediately after resurfacing.
- Ensuring pavement markings and signs are clear, consistent, unobstructed, and properly maintained.
- Ensuring pavement is properly maintained and clear of snow and ice as soon as practical.
- Installing fiber optic cable or at least conduit as part of arterial and collector street reconstruction projects for

future traffic control devices, CAV applications, emergency services, and other uses.



Source: SmartCitiesWorld

Map 14
FUTURE
TRANSPORTATION AND
COMMUNITY FACILITIES

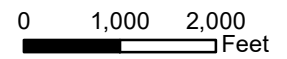


Expand Canal Rd
right-of-way to 80'

Legend

-  Village of Marshall (2022)
-  Future Urban Development Area
-  Existing Road
-  Conceptual Future Road
-  Programmed Road Reconstruction
-  Other Potential Future Road Reconstruction
-  Recommended Sidewalk (one or both sides)
-  Recommended Pedestrian Crossing Improvement
-  Programmed Improvement to Existing Park
-  Conceptual Future Park
-  Preferred Site for Second Water Tower
-  Expanded Municipal Facility Site

See the Village's Comprehensive Outdoor Recreation Plan for recommended park and trail improvements. See Capital Improvement Program for Village facility, utility, and road projects.



Date: 12/5/2022

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





Chapter 7 Community Facilities & Utilities

How will the Village continue to offer desired services, facilities, and parks at reasonable costs?

Goal

Meet resident and business expectations for public services and recreation, while maintaining affordable rates, fees, and taxes and reducing Village energy consumption.



Objectives

1. Ensure that all residents and businesses have access to basic public services.
2. Maintain a standard of excellence in public facilities and services, including municipal, police, fire protection, and emergency medical.
3. Pursue cost-efficient investments in public utilities, particularly related to water system capacity and reliability.

Initiatives

Click on the initiative below to learn more!

1. [Maintain and Upgrade Community Facilities and Utilities](#)
2. [Petition to Expand the Urban Service Area to the East](#)
3. [Support Alternative Energy where Compatible with Village Plans](#)

Purpose

Public utilities and community facilities are critical to serve existing residents and businesses, and to accommodating planned growth in Marshall. The Village will use this chapter to guide the maintenance and expansion of utilities and community facilities. Information in this chapter is supplemented by Marshall's Capital Improvement Program (CIP) and Comprehensive Outdoor Recreation Plan (CORP).

Policies

1. Ensure that the Village's utility systems have adequate capacity to serve existing and future customers.
2. Promote utilization of existing utility capacity, such as by encouraging development that uses existing sewer, water, and road infrastructure (i.e., infill, redevelopment).
3. Improve parks, trails, and safe access (including wheelchair/elderly) to the Maunsha River and Marshall Millpond without impairing ecosystems.
4. Enhance accessibility throughout the community, including within public buildings, along sidewalks and paths, and in parks.
5. Provide and support quality, accessible school and library facilities and services to meet the needs of all age groups.

6. Combine utility and community facility projects with other Village and intergovernmental projects, like roads and parks, wherever practical.
7. Explore various revenue sources, like user and impact fees, grants, and tax incremental financing, for public parks, facilities, and utilities.
8. Invest in technologies and infrastructure solutions that reduce costs, promote resource stewardship, and protect the environment.
9. Explore upgrades to community facilities and utilities in an energy efficient and environmentally sustainable manner wherever practical, considering short-term expense, long-term savings, and environmental protection and quality-of-life objectives.



Community Facilities & Utilities Initiatives

Maintain and Upgrade Community Facilities and Utilities

The Village’s CIP schedules large Village projects over a 5-year period to address community needs while effectively managing expenses and debt capacity. The Village typically updates the CIP each year, extending it one more year as each year passes. The Village intends to continue updating its CIP going forward.

Per Wisconsin Statutes, Figure 7-1 provides an approximate timetable that forecasts the need to provide or improve a range of utilities and community facilities, including some not provided by Village government. Figure 7-1 is informed by the CIP, CORP, and other Village plans and studies. One of these is the 2020 [Municipal Energy Plan – Seven Community Collaboration](#), in which seven Dane County communities collaborated with Slipstream and shared ideas and actionable steps to reduce their energy use and pursue alternative energy sources. The Village’s goal per that plan is to have its operations be supplied by 60 percent renewable energy by 2030, 80 percent by 2035, and 100 percent by 2040.

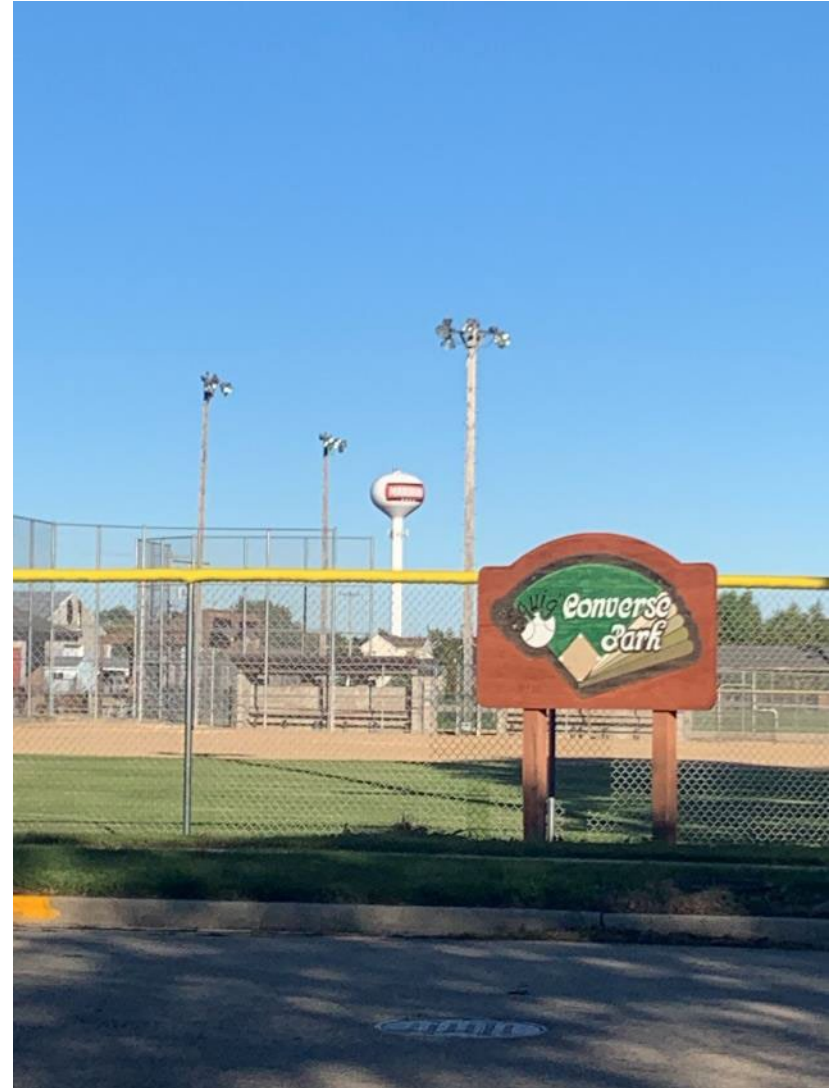


Figure 7-1: Utility and Community Facilities Improvement Timetable

Utility, Service, or Community Facility	Timeframe	Recommended Improvement or Effort
Water Supply and Distribution	2023, ongoing 2024-2025 2025-2027	<ol style="list-style-type: none"> 1. Implement and update the Village’s CIP to address water system needs. 2. Revisit the Village’s water system assessment in advance of #3, considering addition of a water conservation plan component. 3. Revive prior efforts to obtain Public Services Commission approval for a second elevated storage tank located on the south side of the Maunsha River to identify a deficit in storage volume. (See recommended site on Map 14.)
Sanitary Sewer Collection and Treatment	2023, ongoing 2023-2024 2023, ongoing	<ol style="list-style-type: none"> 4. Implement and update the Village’s CIP to address sanitary sewer system needs, including those associated with new development. 5. Reapply for the Village’s Wisconsin Pollutant Discharge Elimination System (WPDES) permit, and incorporate any improvements required under permit. 6. Maintain, repair, and consider upgrades or expansion to the solar panel array at the wastewater treatment plant, and consider other alternative energy enhancements (e.g., fuel from waste).
Electrical and Natural Gas Generation and Transmission	2023, ongoing 2024-2026 2024-2026	<ol style="list-style-type: none"> 7. Implement Village policies for alternative energy developments included within this chapter. 8. Explore using the existing hydroelectric dam on the Maunsha River to generate electricity for the Village’s operations, which could serve between 33% and 50% of all Village operation needs each year per the Slipstream plan. 9. Explore with WE Energies the possibility of converting Village-owned streetlights to LEDs.
Solid Waste and Recycling Collection and Disposal	2027 Ongoing	<ol style="list-style-type: none"> 10. Continue to work with private collection companies, renewing/rebidding contracts when they are set to expire. 11. Continue waste-reduction education programs.

Utility, Service, or Community Facility	Timeframe	Recommended Improvement or Effort
Stormwater Management	2023, ongoing 2023 2025-2027	12. Implement and update the Village’s CIP to address storm sewer system needs. 13. Amend the Village’s stormwater management and erosion control ordinance to mirror the latest Dane County ordinance, last amended in 2021. 14. Consider preparation of a Village-wide stormwater management plan.
Village Hall and Law Enforcement	2023 2023, ongoing	15. Expand and renovate the Village Hall/Police building per approved plans. 16. Consider alternative energy enhancements (e.g., rooftop solar) and EV charging stations serving new facility.
Fire Protection/Emergency Medical Services (EMS)	2023, ongoing 2024, ongoing	17. Facilitate the transition of EMS to City of Sun Prairie staff beginning Jan. 2023. 18. Implement and update the Village’s CIP to address fire facility and equipment needs, including a pump truck.
Library	2024-2026	19. Pursue renovations to address community needs, potentially including new or improved community meeting space, technology improvements focused on safety/security standards, and/or rooftop solar panels.
Telecommunications Facilities	Ongoing Ongoing	20. Work with private providers to ensure that all homes and businesses in the Village have increasing access to high-speed data transmission. 21. Continue to offer water tower for telecommunication antenna array leases.
Medical Facilities	Ongoing	22. Support the existing medical and dental clinics in Marshall as key to community health.
Educational Facilities	Ongoing Ongoing	23. Cooperate with the Marshall School District as warranted. See also Intergovernmental Cooperation chapter. 24. Work with the Marshall Area Business Association to connect businesses and employees with workforce training through MATC and otherwise.
Childcare Facilities	Ongoing	25. Facilitate expanded childcare in Marshall as a way to support local families and employers, such as by reducing any zoning hurdles.
Churches and Cemeteries	n/a	26. A private function; current facilities appear adequate.

Utility, Service, or Community Facility	Timeframe	Recommended Improvement or Effort
Parks and Recreation Facilities	2023-2025 2025 2023, 2028	27. Continue to upgrade Firemen’s Park, including ball field restoration, new paths, and street reconstruction. 28. Improve Converse Park Field D. 29. Update the Comprehensive Outdoor Recreation Plan, including consideration of advancing trail connections and safe crossings, improving the recently-acquired Riley-Deppe Park, and advancing other recreational improvements with significant community development benefits, potentially including additional parkland acquisition along the Maunsha River east of the dam.
Natural Hazard Mitigation	2023-2025 2023-2025 2027	30. Ensure the safety and structural soundness of the privately-owned Blaschka Family dam. Recommended efforts include minor repairs, an update to the Inspection/Operation/Maintenance plan, and a Dam Failure Analysis. 31. Pursue storm shelter construction to protect residents who do not have proper shelter from severe weather and tornados (e.g., mobile home occupants). 32. Participate in next 5-year update to the Dane County Hazard Mitigation Plan.

Notes:

- ¹ See Village’s Capital Improvement Program for a timetable of projected improvements to transportation facilities. See the separate Comprehensive Outdoor Recreation Plan for more detailed recommendations concerning the Village’s park, trail, and recreational system.
- ² The Village Board may alter these proposed timeframes based on a variety of factors, including other Village budget priorities, the availability of grants or other unique opportunities, and the timing of development or other factors that affect demand for such services.
- ³ Completion of some of these recommended improvements may affect the Village’s need to complete other recommended improvements. The Village will continue to monitor and amend this timetable to reflect to progress and other emerging priorities.

Petition to Expand the Urban Service Area to the East

Approximately 182 acres of lands east of the Amerricka’s Dream subdivision—mostly known as the Barth Farm—likely represent the next best opportunity for residential expansion in the Village. This is an attractive area for housing, with compatible housing to the west, rolling hills and woodlands, Maunsha River corridor at the east edge, a willing and able seller, location already in the Village, and easy access to Village utility services and roads.

Potential hurdles include land cost, numerous undevelopable acres, and uncertain residential developer interest.



Bringing Land into Urban Service Area

1. Municipality submits [Urban Service Area Amendment Application](#) to CARPC.
2. Public hearing notice and 30-day notice period, followed by a public hearing.
3. CARPC acts generally on 2nd Thursday of the month to recommend request to Wisconsin Department of Natural Resources (WDNR).
4. WDNR reviews and provides decision.
5. Land is added to the Urban Service Area, after which sanitary sewer service may be extended.

These hurdles may be overcome through land cost write-downs or development incentives that may be available through Tax Increment District (TID) #2.

Another hurdle is that the land is not yet within the Marshall Urban Service Area (MUSA). The MUSA is a water quality planning designation managed by the Wisconsin Department of Natural Resources (WDNR) and Capital Area Regional Planning Commission (CARPC). The inset below lays out the steps to incorporate lands in the MUSA. Much of the information required for the application is included in both volumes of this *Comprehensive Plan*, by design.

Support Alternative Energy where Compatible with Village Plans

Alternative energy developments and proposals are becoming more common across Wisconsin as utility companies and consumers switch from traditional fossil fuels to renewables for electricity production. Alternative energy developments include solar fields, wind turbines, geothermal wells, and biodigester plants. They can be fairly modest to very large in scale, including utility-scale wind and solar fields that can cover thousands of acres.

Larger-scale solar energy facilities and proposals, in particular, have become increasingly common in Wisconsin. In general terms, about five to seven acres of land are used for every megawatt of solar power capacity, and each megawatt may power between about 200 and 300 homes. Solar fields are often most feasible near substations and high-capacity transmission lines, one of which is just east of the Village limits. If not located immediately adjacent to a substation or transmission line, solar fields must be served by a dedicated transmission line and transformer to connect to the grid, requiring more land and expense.

Solar fields sized under 100 megawatts—often called **community-scale solar fields**—are subject to local zoning regulations and approval. Such community-scale solar fields are slightly more expensive per megawatt than large-scale solar fields, but fields as small as five to ten acres may still be

feasible. Within Dane County, community-scale solar facilities include a 58-acre field just north of the Dane County Regional Airport, a 160-acre field in Fitchburg, and a 140-acre field in the Town of Cottage Grove east of the Dane County Sanitary Landfill.

Nearby Utility-Scale Solar Fields/Proposals

The Badger State Solar Field is a 149 megawatt (mW) facility on 1,200 acres in the towns of Jefferson and Oakland in Jefferson County, just completed at time of writing.

The Badger Hollow Solar Field is a 300 mW facility on 3,500 acres in Iowa County. Completion is projected in 2023.

The Koshkonong Solar Energy Center was approved by the Public Service Commission (PSC) in spring 2022. The project is slated to include a 300 mW solar electric generation facility and a 165 mW battery energy storage system. About 2,400 acres are proposed for solar panels.

The High Noon Solar Project was proposed in July 2022 in the Town of Leeds, north of DeForest. The proposed facility would cover 4,300 acres, produce 300 mW of electricity, and contain a 165 mW battery energy storage system. The PSC is scheduled to act on the proposal in summer 2023.

By way of comparison, Marshall was 1,466 acres in 2022.

Wisconsin law limits local restrictions on solar developments, only allowing restrictions that:

- Preserve or protect the public health or safety.
- Do not significantly increase the cost of the system or significantly decrease its efficiency.
- Allow for an alternative system of comparable cost and efficiency.

Solar fields of 100 megawatts or larger are not subject to local zoning regulations. Instead, these larger, **utility-scale solar fields** must gain approval from the Wisconsin Public Service Commission (PSC). This process is called a Certificate for Public Convenience and Necessity, or CPCN, which generally requires the PSC to find that the project will:

- Satisfy the reasonable needs of the public for an adequate supply of electric energy.
- Have a design and location that is in the public interest considering alternatives, individual hardships, engineering, economic, safety, reliability, and environmental factors.
- Will not have undue adverse impact on other environmental values such as, but not limited to, ecological balance, public health and welfare, historic sites, geological formations, the aesthetics of land and water and recreational use.
- Will not unreasonably interfere with the orderly land use and development plans for the area involved.

The Village understands and recognizes the benefits of alternative energy developments, including solar fields. Such developments do not produce pollution, contribute to climate change, consume water, cause noise or odor, or reflect sunlight. Also, municipalities in which these energy generation facilities are sited often receive payments from their developers or owners. Property owners on which the solar fields are located also enjoy financial benefits.

Still, the Village has the following concerns related to the potential future siting of utility-scale alternative energy developments in and near the Village:

- Utility-scale wind and solar fields often consume hundreds to thousands of acres of land that may be better used to support thoughtful horizontal community expansion, such as that envisioned in the Land Use chapter and Maps 12a and 12b.
- Solar fields, wind turbines, and biodigester plants in or near the Village could negatively impact its small-town character, viewsheds, natural environment and resources, and quality of life, as prioritized in other chapters of this *Plan* volume.
- The Village does not desire to be left with a vast wasteland of spent or abandoned solar panels, wind turbines, or other equipment if and when an alternative energy development exceeds its useful life; new technologies emerge; the owner or operator goes out of business or otherwise experiences

financial difficulties; or some combination.

Given these concerns, the following are the Village's policies relative to the siting of alternative energy developments, including utility- and community-scale solar field projects:

1. Do not site on lands designated with the Future Urban Development Area (FUDA) on Maps 12a and 12b, including any lands planned for Industrial and Business Park development. Lands in the FUDA are reserved for future urban development (i.e., development requiring sanitary sewer and water and at greater densities than rural development). Were alternative energy developments instead to occupy such areas, future Village development would be stopped or impeded for decades, negatively impacting Village tax base, character, and service efficiency.
2. Discourage within the viewshed of any residential subdivision, public recreation land, or Highways 19, 73, and T; or effectively screen from views from these places and highways using topographic changes, woodlands, setbacks, and/or landscaped berms.
3. Require siting along existing electric transmission lines capable of distributing energy from the development or require that new lines outside of the development be buried, in order to minimize the installation of new overhead lines outside of the solar field in the Village.
4. Require the submittal of site, grading, stormwater management, and erosion control plans to comply with

associated Village, Dane County, and State regulations.

5. Discourage the large-scale removal of topsoil, mature trees, and woodlands; preserve environmental corridors and logical animal movement routes; and promote prairie and pollinator-friendly vegetation as ground cover throughout the development.
6. Require every utility-scale alternative energy development to include an evaluation of environmental, wildlife habitat, architectural, archeological, cultural, and other resources on and near such site, and avoid negative impacts on such resources.
7. Require adequate security and other legal assurances that financial resources are available to remove the alternative energy development and all associated equipment and infrastructure when their usefulness or lifespan is exhausted, other technologies render the facilities obsolete or no longer cost effective, or the owner or operator goes out of business or is otherwise financially unable to maintain the facility or remove the equipment and infrastructure following use.
8. Assure that local zoning and other rules facilitate small-scale energy generation installations for on-site energy consumption, including solar panels on rooftops of single-family homes, multiple-family housing, and commercial and industrial buildings.



Chapter 8 Intergovernmental Cooperation

How can Marshall advance by further collaborating with the Town, School District, and other entities?

Goal

Maintain and improve relationships with other governments and agencies for mutual benefit.



Objectives

1. Recognize that the Village of Marshall, Marshall School District, and Town of Medina all have a stake and role in the overall health of the Marshall community.
2. Identify the importance of regional and State agencies, particularly the Wisconsin Department of Transportation, in Marshall's future.

Initiatives

Click on the initiative below to learn more!

1. [Participate in Implementing the Regional Development Framework](#)
2. [Collaborate with the School District to Advance the Marshall Community](#)
3. [Continue Communications, Joint Efforts, and Monitoring of Other Area Municipalities](#)

Purpose

The Village has intergovernmental agreements and other informal relationships with units of government that are adjacent to Marshall or cover overlapping territory. The Village will manage these relationships and agreements, including new efforts for mutual benefit over time. Such efforts will be guided by this chapter and this volume, and under the direction of the Village Board.

Policies

1. Execute new formal intergovernmental agreements where advisable, such as when a clear, binding, and/or long-term commitment is desired.
2. Engage in informal intergovernmental arrangements, such as information, marketing, equipment, facility, street maintenance, and parkland sharing.
3. Continue to support intergovernmental and cross-community organizations that enhance the Marshall area's quality of life, such as the Marshall Area Business Association, Marshall Public Library, Marshall School District, and Mauneshia River Alliance.
4. Cooperate with the Wisconsin Department of Transportation (WisDOT) and Dane County Highway Department on intergovernmental transportation recommendations included in the Transportation chapter.
5. Collaborate on river, watershed, recreation, habitat protection and improvement projects, regional flood protection, stormwater management, and park and trail projects with the Wisconsin Department of Natural Resources (WDNR), Dane County, and other communities and organizations like the Mauneshia River Alliance. These types of efforts are identified in the Natural & Cultural Resources and Community Facilities & Utilities chapters.



The current Town of Medina Hall and Garage is located on Highway 19 near the Village's east edge, in an area identified for potential redevelopment in the Village's Highway 19 Corridor Plan.

Intergovernmental Cooperation Initiatives

Participate in Implementing the Regional Development Framework

The [2050 Regional Development Framework](#) (Framework), prepared by the Capital Area Regional Planning Commission (CARPC), is the region's new advisory land use guide. The Framework draws on public priorities, local government input, and growth projections to establish goals, objectives, and strategies for accommodating future growth in the Dane County region.

The Framework outline three main strategies to promote growth in Dane County that:

1. Increases access to jobs, housing, and services for all people.
2. Conserves farmland, water resources, natural areas, and fiscal resources.
3. Reduces greenhouse gas emissions and fosters community resilience to climate change.

The Village has incorporated policies and initiatives in this Vision and Directions volume to help advance these strategies in Marshall. The Village intends to aid in Framework strategy implementation by carrying out its initiatives and participating in other CARPC-initiated efforts to advance and implement the Framework.

Collaborate with the School District to Advance the Marshall Community

The success of the Marshall School District and the Village of Marshall are closely linked. The Village is the primary provider of students to the Marshall School, and all schools are in the Village.

Many families use school district quality and reputation to help determine where they will move or raise their family. This is a challenge for Marshall, particularly in a County of many high-performing school districts. For the 2021-22 school year, the State Department of Public Instruction rated the Marshall School District as "Meets Expectations." The Village supports the District in its efforts to improve this rating if possible. Perhaps the best support the Village can offer is to increase new economic development and housing opportunities, and thus help increase the District's tax base and student growth. State aids to school districts are linked to student growth.

The Village also desires a strong working relationship with the Marshall School District to advance the health, attractiveness, and viability of the Marshall area. The Village welcomes collaboration with the School District on a variety of issues, including the following:

- **Transportation Access Improvements.** Student safety is a high priority for both the Village and the School District. Transportation improvements near Marshall schools are advised (see Map 14), including **safe routes to schools** for

walkers and cyclists as a means to manage traffic and greenhouse gas emissions.

- **Joint Programming and Facility Use.** The Village intends to continue to work with the District on joint facility usage for community and recreational programming. The Village also supports the re-introduction of after school recreational programming for students.
- **Collaborate on Comprehensive Outdoor Recreation Plan.** The Village will appreciate input from the School District during its process for updating the Village’s [Comprehensive Outdoor Recreation Plan](#), as School District lands and facilities factor into the community’s recreation system.
- **Share Capital Improvement Programs.** The Village and District may share capital improvement programs to identify the potential for coordinating projects and seek opportunities to coordinate bidding and construction of major infrastructure and equipment projects.
- **Grow Leaders.** Partnering with the Marshall School District for student volunteers could help provide manpower for community events and efforts, while teaching local children leadership and organization skills.
- **Regular Interaction.** The District and Village once had a joint community engagement committee, which could be restarted. Short of this, many villages ask for a school district liaison to serve on plan commissions or other Village bodies. Such participation aids in municipality-

district communication and helps assure that school district impacts are addressed with new development proposals. There are additional options for regular and less formal communications.



Continue Communications, Joint Efforts, and Monitoring of Other Area Municipalities

The Village of Marshall's future is intertwined with that of other towns, cities, and villages in the area. This initiative identifies opportunities for future collaboration and communication with, and monitoring of, these other municipalities.

Town of Medina

The Village is surrounded by the Town of Medina, a primarily rural town with a focus on continued farmland preservation and limited plans for future growth. This is good for Marshall. The Village strives for continued communication and collaboration and discussion with the Town on issues and opportunities that affect both municipalities. Future efforts might include:

- **Full consistency between comprehensive plan future land use maps.** The future land use maps in this Village *Comprehensive Plan* and the Town's recently updated comprehensive plan are generally but not fully consistent. It is also unclear whether the Town, Village, and County (and City of Waterloo) have the same understanding of the Village's extraterritorial jurisdiction. The Village will share its new *Plan* with the Town and work to further unify plans over time, plus gain common agreement on extraterritorial jurisdictions.

- **Communication on potential Town Hall relocation.** The current Town Hall is located across Highway 19 from Little Amerricka just beyond the Village's east edge. The Town may relocate its Town Hall to a location along Missouri Road much further southeast of the Village, identified as a "Rural Development Area" on Map 12b. The current Town Hall site is located in an area planned for redevelopment in the Highway 19 Corridor Plan, so there is some common interest. The Village welcomes continued communication on this matter.
- **Joint water quality improvement efforts.** The Mauneshia River and its tributaries cross both the Village and the Town. In rural areas, poor farming practices present the greatest risks to water quality, so the Village supports Town and County efforts in this regard.
- **Joint road improvement projects.** The Village and Town share many of the same roads. The Village is interested in discussions with the Town to jointly complete road improvement projects. Canal and Waterloo Roads are of particular interest to the Village.

City of Waterloo

The Village of Marshall and City of Waterloo are only 1.6 miles apart at the closest point. The Village of Marshall is interested in cooperating with the City of Waterloo on the following areas and issues of joint interest:

- **Marshall to Waterloo Trail.** This planned trail would connect Marshall and Waterloo for recreational biking, cross-country skiing, and walking. Dane and Jefferson Counties have proposed this trail to run adjacent to the existing railroad, Highway 19, and/or the Maunasha River in order to link Marshall and Waterloo to each other and to points east, including Garman Preserve, the Crawfish and Rock Rivers, and WDNR State Natural Areas in Jefferson and Dodge Counties.
- **Extraterritorial Jurisdiction Resolution.** The statutory extraterritorial jurisdiction for each municipality overlaps. The Village has tried to arrive at what it believes is its eastern jurisdiction edge through the maps in this *Plan*, per the statutory procedure, but would need to communicate with Waterloo to arrive at common understanding.
- **Joint Economic Development.** The Village could collaborate with the City of Waterloo to jointly promote and attract new businesses to the area, and ensure that both municipalities work together, and not against each other in attracting businesses and residents.

City of Sun Prairie

The City of Sun Prairie, located to the Village’s west along Highway 19, is a significant population, employment, and shopping center in eastern Dane County. Many Village residents commute to jobs in Sun Prairie, or visit the City for shopping, services, entertainment, or restaurants.

The main area for Sun Prairie’s long-term growth is to its south and east, particularly along Highway 19 towards Marshall. The City’s longest range planning area is just over three miles west of Marshall. With the City’s eastward expansion, development and traffic opportunities and challenges in Marshall may grow. The Village plans to keep abreast of the City’s plans.

Village of Cottage Grove

The Village of Cottage Grove lies eight miles southwest of the Village of Marshall, which is a short drive along County Highway TT or along Highway 73 and the Interstate.

In early 2022, the Village of Cottage Grove approved a 145-acre Amazon distribution center at the corner of County Highway N and County Highway TT. The project is expected to create up to 1,500 new jobs. Construction on the center is expected by summer 2023, with opening by 2025. The center will be very attractive to those in Marshall seeking work. The Village of Marshall, with its small-town atmosphere and more affordable housing, will likely be an attractive community in which to settle for new Amazon employees.

In drafting this *Comprehensive Plan*, the Village anticipated increasing development demand in Marshall resulting from both Amazon’s new facility and other employment growth in the eastern Madison metropolitan area. The Village of Marshall will also keep itself informed of Amazon’s development and other growth in the Village of Cottage Grove.



Chapter 9 Implementation

What are Village's priorities for implementing the various initiatives in this Comprehensive Plan?

Our Vision

Located on the scenic Maunasha River and historic Marshall Millpond, and minutes from Madison, the Village seeks to promote new housing, shops, and services for families and seniors, encourage more visitors, and grow its tax base, while still preserving its water and open spaces, its safety and quiet, and its small community character.



Top Priority Initiatives

In no particular order...click on the initiative below to learn more!

- [Maintain "Small Town" Character and Interactions](#)
- [Expand Retail and Commercial Service Offerings, Particularly Along Main Street](#)
- [Provide Opportunities for Business Park Expansion](#)
- [Improve the Village's Economic Development Function](#)
- [Promote New Housing Development](#)
- [Maintain and Upgrade Community Facilities and Utilities](#)

Purpose

Few recommendations in this Vision and Directions volume of the Village's *Comprehensive Plan* will be automatically implemented. Specific follow-up actions will be required for the Village's vision and *Comprehensive Plan* to become reality. This final chapter identifies major implementation steps, proposes a system to measure success in achieving *Plan* recommendations, and describes the process for subsequent amendments to the *Plan*.

Plan Adoption

The Marshall *Comprehensive Plan* was adopted following procedures specified by Wisconsin's comprehensive planning statute and the Village's public participation plan. Pursuant to Section 66.1001, Wisconsin Statutes, the Village has included all necessary elements and has followed the procedures for adopting and amending this *Plan* under the State's comprehensive planning legislation. The process included opportunities for public and other stakeholder input, Village Plan Commission recommendation, a public hearing, and finally Village Board adoption of the *Plan*.

The comprehensive planning statute requires that this Implementation chapter "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive

plan." Because the two volumes of the *Plan* were prepared simultaneously, there are no known internal inconsistencies.

Marketing the Comprehensive Plan

This *Plan* will be used by government officials, developers, residents, and others interested in the future of the Village to guide growth, development, redevelopment, and preservation. The Village intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*. In fact, all amendments to zoning and subdivision ordinances (including rezonings) must be consistent with the adopted *Plan*, under State law.

This *Plan* will only have value if it is understood, supported, and used. The Village will make concerted efforts to increase awareness of this *Plan*, such as by:

- Ensuring that up-to-date materials are easily accessible on the Village website.
- Speaking to organizations and groups within the Marshall community about the *Plan*.
- Displaying the community's vision and the Future Land Use map (Map 12a) at the Village Hall.
- Incorporating initiatives into annual budgets and capital improvement programs, as funding allows.

- Presenting and discussing implementation progress and performance reports to the Village Board and Plan Commission.
- Encouraging all Village departments, staff, and consultants to become familiar with and use the *Plan* in their planning and decision making.

Implementing Initiatives in the Plan

Figure 9-1 includes all of the initiatives from each chapter within this volume of the *Plan*. See the referenced chapter in this figure for more information on each initiative. Also, see Figure 7-1 for an identification and timetable for community facility and utility improvement projects.

The Village Board, with input from the Plan Commission and the public, evaluated all of the initiatives in Figure 9-1 against one another to arrive at a priority rating for each initiative. Priorities may later be adjusted by the Village Board to capture unique opportunities or shifting emphases, without having to amend this *Comprehensive Plan*. In general, “top” priorities will be primary focus over the few years following adoption of this *Plan*. “High” priorities should advance as soon as practical, assuming that “top” priorities are on course and manageable. “Moderate” priorities could eventually elevate to “high” or “top” priorities or may be ongoing or time-permitting initiatives of the associated staff.

Using the Plan for Day-to-Day Decision Making

The Village will evaluate decisions on private development proposals, public investments, regulations, incentives, and other actions against the information and recommendations of this *Plan*. Many individual decisions guided by this *Plan* will involve zoning, land divisions, and public investments. The Village’s approach to evaluating consistency of decisions with this *Comprehensive Plan* is as listed below:

- **Zoning.** Proposed zoning text and map amendments (rezonings) must be consistent with this *Plan* by statute. The Future Land Use map (Map 12a) will guide the application of permanent zoning to property. However, the precise location of zoning district boundaries may vary from the Future Land Use map, as judged appropriate by the Village. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for properties located at the edges of future land use category areas, or in the downtown area. In their consideration of [zoning map](#) changes, the Plan Commission and Village Board will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and future land uses, the current availability of public infrastructure and services, and the details of the proposed development. Therefore, this *Plan* allows for the phasing of zoning actions and the refinement of the precise

recommended land use boundaries through zoning processes. Where the Village wishes to amend its zoning map in a manner that differs from this *Plan*, the *Plan* will first need to be amended to resolve the difference(s) under the procedures specified later in this chapter.

- **Land Division and Subdivision.** Amendments to the Village’s subdivision regulations must be consistent with this *Plan*, and land divisions and subdivisions (CSM and plats) under them should be generally consistent. In their consideration of divisions, the Plan Commission and Village Board will also evaluate the timing of the division request, its relationship to the nature of both existing and future land uses, the current availability of public infrastructure and services, and details of the proposed development. This *Plan* allows for the phased timing and refinement of the precise recommended development pattern through the land division and subdivision processes, as deemed appropriate by the Plan Commission and Village Board.
- **Public Investments.** Public investment decisions will generally be guided by the recommendations in this *Comprehensive Plan*, including Figure 7-1. The timing and precise location of public investments may vary, as judged appropriate by the Village Board, often following committee recommendations. This *Plan* allows for the phased timing and the refinement of the precise recommended public facilities and other public investments, as deemed appropriate by the Village Board.

Applying Equity to Decision Making

The Village intends to keep the following questions in mind to ensure all Village residents benefit as the initiatives in this *Plan* are implemented, and as future *Plan* amendments are considered:

1. Which groups of people are likely to participate in influencing the outcome of the new development, plan, or policy? Which groups are less likely?
2. Who will be most affected by the development, plan, or policy? Are they at the table? If not, how can they be included?
3. What specific new opportunities will the development, plan, or policy create? Which groups of people are likely to benefit from these new opportunities? Which groups are unlikely to benefit? Consider economic, cultural, and historic factors.
4. Does this development, plan, or policy ignore or worsen existing disparities? Does it produce other unintended consequences?
5. How will potential negative impacts of this decision be mitigated?

The Village is home to a large Hispanic or Latino community, with approximately 14% of all Village households speaking Spanish at home. As initiatives in this *Plan* are initiated and implemented, the Village intends to outreach to the Spanish-speaking community and attempt to publish important Village documents are also available in Spanish. The Village may also partner with

local leaders in the Hispanic or Latino community, such as local business owners and church leaders, to determine other methods of communication and outreach.

Monitoring and Amending the Comprehensive Plan

The Village generally relies on its staff and consultants to monitor the *Comprehensive Plan* and potential amendments. The Village Board and/or Plan Commission intend to devote at least one meeting annually to refresh itself on the *Plan*, review its prior year decisions and actions against the *Plan*, and consider priority implementation efforts for the following year.

Amendments to this *Plan* may be appropriate in instances where the *Plan* becomes irrelevant or contradictory to emerging policy, initiatives, or trends. Marshall may receive, and wish to entertain, requests for *Plan* amendments from landowners, developers, and others. Frequent amendments, though, should be avoided. Ideally, proposed amendments will be occasional and bundled.

This process for *Plan* amendments will assure that procedures of Section 66.1001(4), Wisconsin Statutes, are followed:

1. In coordination with the Village Board, the Plan Commission discusses the potential *Plan* amendment.
2. The Plan Commission makes a recommendation by resolution to the Village Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes).

3. Village Clerk publishes a Class 1 notice at least 30 days before the public hearing described below, and containing information required under Section 66.1001(4)d, Wisconsin Statutes. Also, the Village must provide notice of the proposed *Plan* amendment to any individual who qualifies under Sections 66.1001(4)e and f of Wisconsin Statutes.
4. Not less than 30 days after publishing of the notice, the Village Board holds a public hearing on an ordinance that would incorporate the proposed *Plan* amendments.
5. The Village Board acts on the ordinance adopting the proposed *Plan* amendments. Adoption must be by a majority vote of all members. This may be immediately following the public hearing, or at a subsequent meeting.
6. The Village Clerk sends a copy of the adopted ordinance and *Plan* amendments are sent to all adjacent and overlapping government jurisdictions, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, of Statutes.

Updating the Comprehensive Plan

A *Plan* update is more significant than an amendment. An update often involves a substantial re-write of the *Plan* document and maps, including review of demographic and statistical data and identification of policy changes. Under current State law, the Village will need to update this *Plan* no later than 10 years following the adoption date on the cover.

Figure 9-1: Prioritization of Comprehensive Plan Initiatives

Chapter	Initiative (click on link to learn more)	Priority
2	Map and Preserve Environmental Corridors	Moderate
2	Enhance the Maunsha River, Marshall Millpond, and their Tributaries	High
2	Monitor, Maintain, and Increase the Tree Canopy	Moderate
2	Maintain “Small Town” Character and Interactions	TOP
3	Use the Future Land Use Maps to Guide Community Growth and Change	High
3	Implement the Highway 19 Corridor Plan	High
3	Better Align Ordinances with Plan Vision	Moderate
3	Ensure Appropriate Transitions and Buffering Between Land Uses	Moderate
4	Expand Retail and Commercial Service Offerings, Particularly Along Main Street	TOP
4	Expand Recreation and Tourism Opportunities	Moderate
4	Provide Opportunities for Business Park Expansion	TOP
4	Improve the Village's Economic Development Function	TOP
5	Promote New Housing Development	TOP
5	Advance Different Housing Types to Respond to Generational and Workforce Needs	High
5	Support "Complete Neighborhood" Design	Moderate
6	Maintain, Improve, and Extend Area Roads	Moderate
6	Increase Safe Biking and Walking Opportunities	Moderate
6	Collaborate with State and Regional Entities on Transportation Improvements	Moderate
6	Prepare for Next Generation Transportation Solutions	Moderate
7	Maintain and Upgrade Community Facilities and Utilities	TOP
7	Petition to Expand the Urban Service Area to the East	High
7	Support Alternative Energy where Compatible with Village Plans	Moderate
8	Participate in Implementing the Regional Development Framework	Moderate
8	Collaborate with the School District to Advance the Marshall Community	High
8	Continue Communications, Joint Efforts, and Monitoring of Other Area Municipalities	Moderate