

# *Town of Campbell*



## COMPREHENSIVE PLAN

2007-2027

Adopted by Resolution — June 2007  
by the Town of Campbell Planning Commission

Adopted by Ordinance – August 2007  
by the Town of Campbell Town Board

# Town of Campbell • COMPREHENSIVE PLAN 2007–2027

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## Preface

The foundation of any community or region is rooted in its people, its economic base, and its foresight for the future. The citizens of Campbell, in their decision to update the existing Comprehensive Plan, have acknowledged that no region remains static over time. Concern over growing urban development pressure from La Crosse and internal growth of county municipalities has prompted reassessment of the planning process of Campbell.

The Comprehensive Plan is a key element in formulating the approach that a community will take in addressing the issues of land use, public policies toward development, and infrastructure requirements. The purpose of the Comprehensive Plan is to provide a framework for the governing body to ensure that a course, focused on a common goal, is maintained.

To achieve this the plan should be:

1. Comprehensive. The plan must address all areas of the community as well as all activities associated with regulating development.
2. Flexible. The plan must be structured to summarize policies and proposals and allow for flexibility to facilitate the ever-changing needs of the area.
3. Provident. The initial requirements of the plan are to achieve solutions to short term issues, whereas, the ultimate goal of the plan is to provide a perspective of future development and predict possible problems as far as 20 years into the future.

With these general guidelines as a basis, specific issues must be addressed by analyzing the growth patterns and physical features of the community. While a variety of factors influence where and when development takes place, several basic categories can be analyzed to assess the impact of past and future growth. The categories this plan addresses are:

Housing; Economic Development; Land Use; Public Facilities; Transportation; Agricultural, Natural, and Cultural Resources; Intergovernmental Cooperation, and Implementation.

Because growth pressures are being felt, much of the attention of this plan is in terms of impact rather than statistical forecast. The reason for this approach stems from the way in which forecasts or projections are made. Generally, projections are based on past trends or knowledge of certain specific factors that will influence growth.

In terms of Campbell, past trends would not be able to predict increases in population and development associated with growth pressures from the metropolitan area. In addition, there is no clear factor that shows how much growth will occur in the near future. The influence and degree

of impact associated with growth in the greater La Crosse region will be a result of factors generated outside the immediate boundaries of Campbell. While the cost of building homes or commercial structures in La Crosse and other areas of La Crosse County increases, Campbell will begin to be looked on as an affordable option. When costs associated with travel time offset the price of housing, Campbell will be looked on as a base from which to reside. As surrounding areas increase in intensity as an employment center for the region, Campbell will be viewed as an area desirable for housing. Some of this scenario is beginning to be realized and will likely continue to be a component in Campbell's future development. The exact time when growth/redevelopment occurs is not the key issue. The key issue is the acknowledgement that Campbell is in a region where growth is occurring, foresight is provided to anticipate the problems associated with growth, and the appropriate policies and planning process are in place to address redevelopment when it occurs. This Comprehensive Plan confronts these issues and provides a basis for the policies that will shape the community in the future.

# Introduction

## THE COMPREHENSIVE PLAN

The future course of development for Campbell is contained in this Comprehensive Plan. This long-range guide brings together many planning elements, coordinating them to maintain an environment that is attractive, efficient, and pleasing to the area residents. Each element sets desired development direction consistent with the goals and policies that have been established to maintain and enhance quality of the community desired by citizens and officials.

The Comprehensive Plan is general in nature, allowing for flexibility. It is comprehensive because it considers many elements and their inherent relationship with each other. The plan is properly balanced and blended, giving emphasis to those characteristics desired.

The plan has evolved through a careful, deliberate process of data collection, analysis of potential alternatives, and goal formation—each stage being a step toward refining the Comprehensive Plan. During the course of this process, each point of view has been carefully reviewed and incorporated into the final plan.

The plan will provide a service to the community if the guidelines promulgated by the plan are followed. The guidelines are important to the elected and appointed officials as they evaluate the developmental elements during the course of administering the plan. Understanding by private interest groups (such as developers) will assure conformance with plan objectives.

The Comprehensive Plan is a guide. It can accommodate the uses that have been selected to continue, and enhance the quality environment for which the area has come to be known. Each of the proposed uses has been measured to produce a well ordered, functioning community, attractive and satisfying to its citizens. The plan is not a zoning plan, yet it does show desired uses for certain sectors of the community that, in some instances, may be interpreted as zoning proposals. The plan is a guide to be used by officials in initiating changes in zoning to achieve desired land use and as a basis for evaluation requests from individuals.

Prior to the development of the proposed Comprehensive Plan, an understanding of existing conditions is provided. Existing conditions are analyzed to form the base from which the planning decisions for the future will begin. From this base, proposals can be introduced to adequately address the future needs of the community in terms of infrastructure improvements, land use, and development policies.

## **CITIZEN PARTICIPATION PLAN**

The Smart Growth law requires each plan to include a comprehensive citizen participation plan. A good participation process should offer citizens a range of participation options to have meaningful input into the process. Effective public input is critical for plan implementation; the more broad-based and enduring community support that is gained, the easier it will be to implement the plan.

The community developed a vision for the future and a series of goals, objectives, and policies to guide the future of the area.

Below is the vision statement of the community. The vision statement represents the fundamental express of purpose, and is the point of reference for all decision-making. It establishes the broad ideal from which the goals and objectives outlines on the following pages derive.

## **VISION STATEMENT**

*We foresee the Town of Campbell to be primarily suburban in character, accommodating low density residential, commercial, and industrial development so long as a land use plan and appropriate programs are in place to continually improve the quality of life and safety of the people in the Town of Campbell.*

# Chapter 1: ISSUES AND OPPORTUNITIES

## EXISTING CONDITIONS

This element provides an overview of the important demographic trends and background information necessary to create a complete understanding of the Town of Campbell. Section 66.1001 (Comprehensive Planning) of the Wisconsin Statutes requires this element to include a statement of overall goals, objectives, policies and programs for the 20-year planning period, as well as household and employment forecasts that are used to guide the development of this plan, and demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the governmental unit. Specific goals, objectives, and policies are included in each of the elements.

Table 1.1 shows the official population projections for the Town provided by the State Department of Administration (DOA).

**Table 1.1: US Census Population Counts and Wisconsin DOA Projections for the Town of Campbell**

	Census			Projections				
	1980	1990	2000	2005	2010	2015	2020	2025
Town of Campbell	4,118	4,490	4,410	4,448	4,478	4,486	4,511	4,587
La Crosse County	91,056	97,904	107,120	110,302	113,211	115,538	118,246	122,291

Source: U.S. Bureau of the Census, 2000

Table 1.2 illustrates the age distribution of Campbell residents by age group as compared to the County.

**Table 1.2: Population by Age, 2000**

	<b>Total Population</b>	<b>Under 5 years</b>	<b>5 to 19 years</b>	<b>20 to 24 years</b>	<b>25 to 44 years</b>	<b>45 to 54 years</b>	<b>55 to 74 years</b>	<b>75 years and over</b>
Town of Campbell	4,410	5.4	21.2	5.6	27.3	18.2	18.1	4.2
La Crosse County	107,120	5.6%	21.3%	10.7%	26.2%	12.5%	13.2%	6.1%

Source: U.S. Bureau of the Census, 2000

In 2000, 94.2% of the population of the County was white and not of Hispanic origin. The Town’s category was slightly higher (96.5%).

**Table 1.3: Percentage of Population by Race, 2000**

	<b>White</b>	<b>Black or African American</b>	<b>American Indian and Alaska Native</b>	<b>Asian</b>	<b>Native Hawaiian and Other Pacific Islander</b>	<b>Some other race</b>	<b>Two or more races</b>
Town of Campbell	96.5%	0.5%	0.5%	1.1%	0.0%	0.3%	1.1%
La Crosse County	94.2%	0.9%	0.4%	3.2%	0.0%	0.3%	1.0%

Source: U.S. Bureau of the Census, 2000

## Income Levels

Table 1.4 demonstrates the median income generated by individual people, families, and households by Campbell and the County. It is possible to see that the median income at the county level is slightly lower than the state income in all categories, and that the Town's income is higher than the county in all areas.

Three income means are considered:

- ✓ Median Household Income is the average income for a household, which includes all the people who occupy a housing unit as their usual place of residence.
- ✓ Median Family Income is the average income of a group of two or more people who reside together and who are related by birth, marriage, or adoption.
- ✓ Per Capita Income is an average obtained by dividing aggregate income by total population of an area.

Note that the median divides the total frequency distribution into two equal parts: one-half of the cases fall below the median and one-half of the cases exceed the median.

**Table 1.4: Median Household Income, Median Family Income, and Per Capita Income, 2000**

	Median Household Income	Median Family Income	Per Capita Income
Town of Campbell	\$44,736	\$55,439	\$20,741
La Crosse County	\$39,472	\$50,380	\$19,800
State of Wisconsin	\$43,791	\$52,911	\$21,271

Source: U.S. Bureau of the Census, 2000

**Table 1.5: Poverty Level by Percentage of Total Population, 2000**

	Families			Individuals					
	Percent of Families below poverty level	With related children under 18 years	With related children under 5 years	Individuals Below Poverty Level	18 years and over	65 years and over	Related children under 18 years	Related children 5 to 17 years	Unrelated individuals 15 years and over
Town of Campbell	4.6%	9.6%	12.0%	5.1%	4.1%	1.5%	8.0%	7.8%	9.0%
La Crosse County	5.3%	8.4%	12.6%	10.7%	11.0%	7.5%	9.3%	8.5%	27.0%

Sources: U.S. Bureau of the Census, 2000 / State of Wisconsin Department of Administration

## **Chapter 2: HOUSING**

### **Goal:**

1. The Town will seek to maintain the quality of the existing housing stock and supplement it in appropriate locations with safe, well-constructed housing of a density, scale, and character that complement the present residential neighborhoods.

### **Objectives:**

1. Encourage cluster development near existing utilities and roads.
2. New housing will be designed to preserve natural resources and will include green space and trail development.
3. Encourage infill development in existing higher density housing areas.

### **Policies:**

1. Plan so that types and prices of housing can satisfy the needs and preferences of a wide variety of residents while maintaining the single-family detached dwelling as the basic form of housing.
2. Ensure that only developments that are thoughtfully designed with respect to traffic generation, congestion, and patterns will be allowed.
3. Allow only developments that are adequately designed with respect to the topographical and drainage conditions of the proposed area.
4. Preserve and expand residential areas of single-family homes except where plan calls for commercial or industrial development.
5. Replace old planned unit developments with single-family or owner-occupied multiple units.

## **INTRODUCTION**

The housing characteristics of the Town of Campbell are important elements of the comprehensive plan. The physical location of housing determines the location and cost of many public services and facilities. Also, housing characteristics are related to the social and economic conditions of the community's residents.

The information to be presented in this chapter will provide Town officials with information about the current housing stock as well as identify significant changes which have occurred in the area of housing over the past years and to provide an analysis of housing needs. Information is presented about structural, occupancy, and financial characteristics of the housing. Information is also presented that details substandard housing and projected housing demand. This chapter presents a housing strategy to address the Town's housing needs, including priorities, activities to be undertaken, and sources of funding.

It is important for a community to provide adequate and safe housing for all its residents, with an emphasis placed on the creation of functional neighborhoods. As stages of life, health, family, marital status, and financial circumstances change, so do housing needs. A person should be able to live and work in the same community and not be forced to look outside the community for housing.

The plan contains objectives and policies to ensure an adequate supply of safe housing for all income levels. The plan also recognizes the need to maintain the safety of existing housing stock and encourages energy conservation in all construction.

This element and the elements on Economic Development and Transportation are clearly interrelated and should be considered together as the Town adopts policies and reviews development proposals in the future.

Housing is a basic necessity of life and an important part of the comprehensive planning process. The purposes of this section are to assess the current housing stock and to identify policies and programs that will help meet existing and forecasted housing demand. The housing stock assessment includes the age, value, and type (e.g. single-family or multi-family) of existing housing units; as well as occupancy characteristics such as tenure (owner occupied vs. renter occupied), and affordability (the percentage of monthly income residents spend on housing costs). Policies and programs focus on maintaining the quality of the existing housing stock.

## **EXISTING CONDITIONS**

The housing background report was prepared pursuant to Section 66.1001 (Comprehensive Planning of the Wisconsin Statutes. Section 66.1001 requires the housing element to include a compilation of objectives, policies, goals, maps, and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.

This section assesses the age, structural, value, and occupancy characteristics of the housing stock. The law also requires the element to identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs.

## Housing Occupancy

Housing occupancy is typically described in terms of a community’s housing vacancy rate. The vacancy rate, which is the number of housing units vacant and available divided by the total number of units, is an important measure of whether the housing supply is adequate to meet demand. It is important to note that some amount of vacancy is necessary for a healthy housing market. According to HUD, an overall vacancy rate of roughly 3% is considered best. This rate allows consumers adequate choice. As shown in Table 2.1, Campbell has an overall housing vacancy rate of 3.8% and the County has a 4.3% vacancy rate.

**Table 2.1: Housing Occupancy, 2000**

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units
Town of Campbell	1,823	77.1%	22.9%	3.8%
La Crosse County	43,479	65.1%	34.9%	4.3%

Source: U.S. Bureau of the Census, 2000

## Housing Characteristics

Table 2.2 shows while Campbell (2.93) has a smaller average family size than the County (3.02), the reverse is true with respect to average households (2.51 vs. 2.45).

**Table 2.2: Household Characteristics, 2000**

	Average Household Size	Average Family Size	Family Households	Non-family Households
Town of Campbell	2.51	2.93	93.8%	6.2%
La Crosse County	2.45	3.02	89.9%	10.1%

Source: U.S. Bureau of the Census, 2000

## Housing Characteristics

Table 2.3 shows the distribution of units per structure as a percentage of the Town and County's total housing structures.

Table 2.4 illustrates that Campbell's housing stock is largely comprised of units built between 1940-1980, based on U.S. Census 2000 data.

**Table 2.3: La Crosse County, Type of Unit in Structure by Percentage, 2000**

	<b>Total Occupied Units</b>	<b>1-Unit, Detached (%)</b>	<b>1-Unit, Attached (%)</b>	<b>2 Units (%)</b>	<b>3 or 4 Units (%)</b>	<b>5 to 9 Units (%)</b>	<b>10 or More Units (%)</b>	<b>Mobile Home (%)</b>
Town of Campbell	1,792	80.7%	0.9%	3.5%	3.9%	5.2%	3.0%	2.7%
La Crosse County	41,599	60.9%	3.1%	9.5%	4.4%	5.0%	11.0%	6.1%

Source: U.S. Bureau of the Census, 2000

**Table 2.4: Age of Housing Structures as Percentage of Housing Stock, 2000**

	<b>Total Housing Units</b>	<b>1939 or earlier (%)</b>	<b>1940-1959 (%)</b>	<b>1960-1969 (%)</b>	<b>1970-1979 (%)</b>	<b>1980-1989 (%)</b>	<b>1990-1998 (%)</b>	<b>1999-March 2000 (%)</b>
Town of Campbell	1,792	7.4	20.6	20	24.5	15.1	10.5	1.9
La Crosse County	41,599	20.8%	19.4%	11.0%	18.6%	12.8%	15.2%	2.2%

Source: U.S. Bureau of the Census, 2000

## Housing Values

Table 2.5 shows the median value of a residence in Campbell is slightly lower than the median value in the County.

**Table 8.5: Median Value and Value of Owner Occupied Units as a Percentage of Housing Stock, 2000**

	Total Owner Occupied Units	Median (dollars)	Less than \$50,000 (%)	\$50,000 to \$99,999 (%)	\$100,000 to \$149,999 (%)	\$150,000 to \$199,999 (%)	\$200,000 to \$299,999 (%)	\$300,000 or More (%)
Town of Campbell	1,313	\$94,600	6.9	49.8	28	8.6	3.9	2.8
La Crosse County	21,881	\$96,900	5.1%	49.0%	28.2%	10.8%	5.3%	1.7%

Source: U.S. Bureau of the Census, 2000

## Affordability of Housing

Does the supply of housing and its pricing match the ability of households to buy? Tables 2.6 and 2.7 illustrate the percent of income owners and renters apply for housing costs. A recognized HUD standard for housing expenses is 30% or less of household income.

**Table 2.6: Percent of Income Spent on Owner Occupied Units, 2000**

	<b>Total Owner Occupied Units</b>	<b>Less than 15 percent (%)</b>	<b>15 to 30 percent (%)</b>	<b>30 percent or more (%)</b>	<b>Not computed (%)</b>
Town of Campbell	1,313	45.1	41.5	13.4	0
La Crosse County	21,881	37.5%	45.2%	16.8%	0.5%

Source: U.S. Bureau of the Census, 2000

**Table 2.7: Percent of Income Spent on Renter Occupied Units, 2000**

	<b>Total Occupied Rental Units</b>	<b>Less than 15 percent (%)</b>	<b>15 to 30 percent (%)</b>	<b>30 percent or more (%)</b>	<b>Not computed (%)</b>
Town of Campbell	411	31.4	38.7	26	3.9
La Crosse County	14,358	21.1%	42.2%	33.6%	3.2%

Source: U.S. Bureau of the Census, 2000

## Housing Projections

Table 2.8 shows projected households based on forecasted populations and average household size.

**Table 2.8: Wisconsin DOA Housing Projections to 2025**

	Total households	Projected Households				
	2000	2005	2010	2015	2020	2025
Town of Campbell	1,754	1,801	1,844	1,870	1,900	1,941
La Crosse County	41,599	43,452	45,215	46,713	48,286	49,958

Source: Wisconsin Department of Administration

## **HOUSING AGENCIES AND PROGRAMS**

### **WHEDA Home Ownership Mortgage Homes (HOME)**

The Wisconsin Housing and Economic Development Authority (WHEDA) provides Home Ownership Mortgage Loans (HOME). The objective is to provide low interest, fixed rate mortgage loans to help low and moderate income individuals and families buy a home with below market rate interest. Eligible applicants include first-time homebuyer, a purchaser of property in a targeted area, or renovation of older home. The homebuyer must meet current income requirements and have stable income and credit history.

### **WHEDA Home Improvement Loans**

WHEDA provides Home Improvement Loans. The objective is to provide affordable home improvement loans to low and moderate income homeowners. Eligible applicants include homeowners with good employment credit histories whose income is within current guidelines. The loans range from about \$1,000 to \$15,000 for 1-15 years.

### **WHEDA Paint & Fix-Up Grant**

WHEDA provides a Paint and Fix-Up Grant. The objective of this grant is to provide financial assistance to communities for painting and fixing up homes in specific neighborhoods. All communities are eligible to receive the grant. Two grants up to \$300 each for painting and repair, respectively, are available.

### **Wisconsin Department Of Housing And Intergovernmental Relations—Bureau Of Housing (DHIR-BOH)**

More than \$40 million is distributed annually to improve the supply of affordable housing for Wisconsin residents. The Bureau of Housing is involved in the following programs:

- Administers federal housing funds such as Home Investment Partnerships (HOME) and Community Development Block Grants (CDBG)
- Administers a variety of programs for persons with Special Needs (Homeless)
- Provides state housing funds through local housing organizations
- Coordinates housing assistance programs with those of other state and local housing agencies
- Develops state housing policy and provides housing information and technical assistance

## **Chapter 3: TRANSPORTATION**

### **Goal:**

1. Improve efficiency and safety of system by providing for alternative types of transportation, such as bicycle, bus, etc., and further encourage agreement between La Crosse and Campbell for bus service.

### **Objectives:**

1. Implement a road reconstruction and maintenance plan.
2. Meet the needs of all residents, including the transit dependant and disabled.
3. Promote pedestrian and bicycle usage while developing and environmentally responsible system.
4. Encourage commercial vehicles to use specified routes within the community.

### **Policy:**

1. Review of rezoning requests must consider impacts on existing road network.

## **INTRODUCTION**

A transportation system represents a key element in the functional operation of a community. Of particular importance, especially for smaller communities, is the local road system since it often has the greatest direct input by local government.

A wisely conceived road system can result in many benefits and long term cost savings for a community. Being an integral aspect of the community, it plays a major role in the efficiency, safety, and overall desirability of the community as a place to live and work.

In analyzing the road system, several aspects and factors can be examined in an effort to discern possible shortcomings as well as plan for future needs. Analysis of traffic patterns through examination of the road system, discussion with individuals at the local, county, and state levels and finally, a field survey of the roads can all aid in providing input into possible recommendations pertaining to the system.

To begin the analysis relative to Campbell, an examination of the existing configuration or pattern of the road system is in order.

The road system is composed of three levels of government jurisdiction. It includes the Town system composed of local roads, the County system of trunk highways and the State and Federal highway systems. It can be seen that the County trunk highways and local roads comprise the greatest mileage. However, in terms of the functional role and the amount of traffic carried by each type, I-90 is most significant.

In an urbanizing area, parallel collector roads and corridors should be provided at 1/2-mile intervals to accommodate future traffic demands. Failure to provide these roads will overload the current network and cause unacceptable travel delays and congestion. An additional parallel roadway is preferable to retroactively widening an existing road to a width that would be completely out of character with this community. The new roads should be rationally located to avoid drainage crossings and so that ROW and improvements can be acquired through the development process.

Additionally, land use development should be carefully coordinated with street and intersection capacities in order to preserve the functioning of existing and planned roadway network. Access to commercial and industrial and apartment sites need to be provided on arterial/collector systems to avoid vehicle travel through less “intensely developed” residential areas. Locations of high traffic uses should be carefully designed to assure safe vehicle and pedestrian access and circulation—and prevent extremely hazardous situations.

## **EXISTING CONDITIONS**

This element includes a compilation of background information, maps and programs to guide the future development and maintenance of various modes of transportation in and immediately around the Town of Campbell. The element also reviews state and regional transportation plans and programs as required under Wisconsin Statutes Chapter 66.1001. Significant portions of this element have been excerpted from the 1995-2020 Campbell Comprehensive Plan prepared by the Mississippi River Regional Planning Commission (MRRPC).

### **Existing Transportation Facilities**

A variety of transportation facilities serve the area and its surrounding environs. These include the local street network, trails, rails, access to air and water transport, and other facilities.

#### ***Local Roadway Network***

The street network shapes access and circulation through the County. Public streets in the area are classified by their primary function, as described below:

- **Principal Arterials** – Serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers.
- **Minor Arterials** – Provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors.
- **Collectors** – Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in other areas of like development and traffic density, the collector system may include the street grid that forms the basic unit of traffic circulation.
- **Local Streets** – Local streets primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility and through traffic movement on this system is usually discouraged.

### ***Interstate Highway 90***

I-90 is a freeway Arterial, part of the nation's Interstate Highway system. It serves as one of the major highways between Chicago-Milwaukee-Twin Cities, and intermediate points. There is one access point on/off this important highway in the Town of Campbell at CTH B. This interchange is the closest of La Crosse area interchanges to the La Cross Airport. Within Campbell the actual length of I-90 is 2.37 miles between the west state line and the Campbell east line in the middle of the Black River Bridge.

The Wisconsin State Highway Plan 2020 projects extreme or severe traffic congestion on state routes in the cities of La Crosse and Onalaska. State traffic models predict little to no congestion on Interstate 90 within the County. According to the 2030 Metropolitan Area Transportation Plan STH 16 between STH 157 and La Crosse St, some segments of USH 53, STH 35, 4<sup>th</sup> St., and La Crosse St. all have a congestion level that is above the State DOT threshold. The Plan also forecasts deficiencies on the following routes: segments of USH 53, USH 14/61, STH35, and STH 16 and all of Copeland Ave and Rose St; George St north of Clinton St; La Crosse St; and parts of Main St in Onalaska, 4th St, Cass St and Mormon Coulee Rd.

### ***County Trunk Highways (CTH)***

Within the Town of Campbell there are 5.58 miles of County Trunk Highways. This includes the entire length of CTH BW that forms the boundary between the Town and the La Crosse Municipal Airport that is in the corporate limits of the City. CTH BW and CTH B are maintained, including snow plowing, by the County Highway Department

**CTH B** — This 2.37 miles county roadway is designated as a Minor Arterial from its entry point into the Town on Clinton Street and its concurrent marking on Bainbridge Street and Dawson Avenue to the intersection with Fanta Reed Road at the La Crosse corporate limits. The County Trunk and Urban Collector designation continues on Fanta Reed Road which is maintained as a County Highway within the City limits, to the City street which provides Minor Arterial access into the airport scheduled airline terminal area.

**CTH BW** — This County road runs for 3.21 miles from an intersection with CTH B at Goddard Street to the boat landing at Nelson County Park. CTH BW is marked concurrently with Goddard Street and Lakeshore Drive.

### ***Town Roads***

The Town of Campbell has 19.63 miles of streets and roads that are credited to the Town's mileage base by DOT for cost share payments. Maintenance of these roads, including snow plowing and sanding, is the responsibility of the Town. Town roads range in length from a couple 0.06 mile roads to the 1.13 mile Crescent Street.

### **Water**

According to the Wisconsin Department of Transportation, one barge is equivalent to 15 jumbo hoppers on rail or nearly 60 trucks on the highways. Water freight movement is highly efficient, but its flexibility is very limited. A combination of efficient water freight movement and flexible trucking allow for cost-effective freight movement.

Direct water access for waterborne freight is available through both public and private terminals in the City of La Crosse and the Town of Campbell. The Port of La Crosse serves incoming and outgoing barge traffic on the Mississippi River. The port handles nearly 1.2 million metric tons of commodities annually and offers connections to the Upper Midwest and the world, including Russia, South America, Mexico, China, and other regions. Products commonly received include rock salt, coal, pig iron, liquid caustic soda, cement, asphalt, iron ore, aggregate, and cottonseed. Manufactured machinery (heating and cooling units from Trane and Chart) and farm products are typical commodities shipped out of the region by barge.

The City and County Harbor Commissions prepared the Port of La Crosse Harbor Plan in 1999. The County Harbor Commission feels that the Harbor Plan should be updated, particularly to include consideration of homeland security issues. One recommendation of the 1999 plan was to reduce the redundancy of the City and County Harbor Commissions and establish a single harbor commission.

### **Rail Freight**

The County has rail cargo service through three Class I railroad companies, all of which provide direct access to Chicago and connections to eastern points. The Canadian Pacific Railway connects La Crosse to Milwaukee and Minneapolis/St. Paul. This company provides service, or potentially could provide service, to Rockland, Bangor, West Salem, and the north side of La Crosse. The Union Pacific Railroad operates with trackage rights on the Canadian Pacific between Tomah and Winona. The Burlington Northern & Santa Fe operates in the far western

part of the County in a north-south orientation and provides service to industries on the south side of La Crosse and Onalaska.

The Wisconsin Rail Issues and Opportunities study in 1996 forecasted that rail cargo lines that serve La Crosse County will continue to serve as higher density lines.

### **Railroads and Barge**

The main line of the Canada Pacific Railroad (CP) passes through the sound end of the Town of Campbell. Rail access is via two major movable span bridges across the Black River and Mississippi River main channels. The single-track main line has industrial spurs to several industries on either side of Bainbridge Street, a Town road. Industries served include a railroad tie chipping plant, a molasses terminal, a rice cake processing plant, bulk fertilizer transfer, grain transfer and general cargo, both bulk and break bulk transfer and storage areas. The rail spurs provide access to allow transfer of material between barges and trucks. The industries in Campbell are served as needed by an industrial switch run from the La Crosse classification yards about 1-1/2 mile east of Campbell. In addition to approximately 20 freight trains each 24-hour period, this main line track handles one daily Amtrak passenger train in each direction. Amtrak has a scheduled stop in La Crosse, approximately 1-1/2 mile east of the Town of Campbell. This train serves Chicago, Milwaukee, Minneapolis/St. Paul, Seattle, Portland, and intermediate points.

The presence of an existing rail and barge served industrial site bodes well for future expansion or location of heavy industrial activity in this part of Campbell.

Bainbridge Street has a signalized at-grade crossing of the main line CP tracks at a point just within the City of La Crosse corporate limits where those limits extend onto French Island to encompass the Xcel electric power generating plant and refuse derived fuel facility. An un-signalized industrial spur also crosses Bainbridge Street, just north of the signalized main line crossing in the Town. These crossings are the only public road railroad crossings on French Island.

### **Mass Transit**

Mass transit is provided by the La Crosse Municipal Transit Utility (MTU) to and from French Island, with various stops on township streets. La Crosse Municipal Transit Utility (MTU) bus routes 2 and 4 operate in a north-south direction on Caledonia Street in La Crosse, with a stop at Clinton Street. This location is approximately 2 blocks east of the east foot of the Clinton Street

Bridge that is within walking distance of some Town of Campbell residents living on the south side of the Town.

## **Air Transportation**

The La Crosse Municipal Airport is one of nine Wisconsin airports that have commercial air passenger service on a year-round basis. The airport is located on French Island and it serves passenger air travel through connections to regional hubs. American Eagle serves the airport with three flights per day every day of the week, connecting through Chicago. Northwest Airlines has eight flights per day, connecting through Minneapolis. Skyway Airlines, with service to Milwaukee and a connection to Midwest Airlines ended its service on October 31, 2005.

The Wisconsin State Airport System Plan 2020 forecasts an increasing number of enplanements. The plan forecasts 201,000 enplanements in 2010 and 231,000 enplanements in 2020.

At the airport, the multimodal connection opportunities are to rent a vehicle from three national car rental companies (Avis, Hertz and National), or to use local city bus Route 4 (French Island/Industrial Parks).

## **Air Cargo**

The La Crosse Municipal Airport serves as an air cargo facility. The airport is not one of the state's six primary air cargo airports, but it does function as a feeder air service. Rather than maintain and operate a fleet of small aircraft, the integrated express carriers contract for on-demand service with a variety of aircraft operators.

The Wisconsin State Airport System Plan 2020 forecasts for all-cargo aircraft operations at La Crosse Municipal Airport to continue to grow. In 2020, state forecasts predict that the La Crosse Municipal Airport will have the second highest aircraft operations by commercial air cargo carriers, second to General Mitchell International in Milwaukee, but that the La Crosse Municipal Airport's share of the state's air cargo operations will be less than 12 percent.

## **Passenger Rail**

Intercity passenger rail is available through Amtrak service. The Amtrak Empire Builder serves La Crosse, with regional connection to Chicago, Milwaukee, Columbus, Portage, Wisconsin Dells, Tomah, Winona, Red Wing, and St. Paul. The Empire Builder also connects to the West

Coast (Seattle, WA and Portland, OR). Through a connection in Chicago, the national Amtrak network is available.

The passenger rail station is located at St. Andrew and Caledonia Streets (601 St. Andrew Street in the City of La Crosse). The closest multimodal connection opportunities are public bus Route 2 (Northside/33rd Street) and intercity bus. The intercity bus company may relocate to the new MTU transit center slated to be built in 2006 at 3rd Street and Jay Street in Downtown La Crosse.

WisDOT has been studying ways in which Wisconsin's intercity passenger rail system could be expanded and developed into a more robust component of the state's overall transportation system. WisDOT, along with Amtrak and eight other Midwestern state DOTs, is currently evaluating the Midwest Regional Rail System, a proposed 3,000-mile, Chicago-based passenger rail network in the Midwest. The regional rail system would provide 6 round trips at peak times between Chicago, Milwaukee, Madison, La Crosse, and St. Paul. Modern trains operating at peak speeds of up to 110-mph could produce travel times competitive with driving or flying.

### **Intercity Bus**

Intercity passenger bus service in the La Crosse area was provided by Greyhound Lines; however, in August 2004, Greyhound discontinued service to the La Crosse area as part of its route restructuring. Intercity bus transportation is now provided by Jefferson Lines, a connecting carrier to Greyhound Bus Lines. Jefferson Lines runs daily scheduled bus service that connects to Greyhound's national service in Madison and Minneapolis/St. Paul.

The intercity bus terminal is located at 601 St. Andrew Street in the City of La Crosse. The closest multimodal connection opportunities are public bus Route 2 Northside/33rd Street and Amtrak passenger rail. Jefferson Lines may relocate to the new MTU transit center slated to be built in 2006 at 3rd Street and Jay Street in Downtown La Crosse.

### **Para-transit and Taxi**

La Crosse County, through its various social service and health maintenance agencies, meets various transportation needs for target clientele. The "mini-bus" provides transportation on a "deviation from central route" basis for all persons with transportation disabilities having a hierarchy of transportation needs. Age coupled with a self-defined inability to use existing transportation modes, and a trip purpose such as transportation to a congregate meal site, medical appointment, legal or banking business appointments, shopping, and socialization visits are all

included in decreasing order of priority. This mini-bus serves Campbell on Wednesdays. The volunteer transportation programs of the Area Agency on Aging and the Department of Social Services, with individual drivers picking people up in private autos, also exists for a narrowly defined group of clients for specific purposes such as medical appointments, counseling, and job testing.

There are private for hire taxicabs that serve the La Crosse area, including French Island and the Town of Campbell.

As the average age of population increases, a greater number of people will be reaching an age when they no longer feel comfortable driving, or are not able to drive under certain conditions such as heavy traffic, night, bad weather, and so on. This presents the possibility to develop some alternative transportation opportunities such as a small bus or van that would operate on a daily scheduled, semi-fixed route, and serve people by connecting to commercial centers and La Crosse MTU transfer points.

There are three taxi cab companies operating in La Crosse County that will provide chauffeured taxi service from or to anywhere in the County, or to or from other destinations, with a La Crosse County starting or ending point, at market rates.

Additionally, the MTU serves French Islands.

## **Biking**

The La Crosse area has an extensive system of both on-road bicycle and off-road multipurpose facilities, especially in the more urbanized areas. The 2030 Metropolitan Area Transportation Plan describes in detail each of the off-road and on-road bicycling facilities.

On-road bicycle routes include both intracity and intercity routes, with intercity routes achieving state and national significance. On-road intracity routes tend to align with minor arterial streets in order to take advantage of signalization and connectivity. Greater directness could be achieved by following major arterials; however, those alignments are more heavily trafficked and pose a greater danger to bicyclists.

Off-road multipurpose facilities have both local and state significance and take advantage of abandoned railroad alignments and scenic marsh views. Most of the off-road facilities with local significance circulate within the City of La Crosse.

## **Walking**

Pedestrian facilities are not mapped by most local governments in La Crosse County. However, the 2030 Metropolitan Area Transportation Plan makes the following generalizations about the pedestrian network:

- For the most part, the roadways in suburban and urban-fringe areas of the planning area are constructed with curb and gutter; yet, these roads generally lack sidewalks, and have a narrow, 3-ft gutter pan and/or a wide curb lane within which a pedestrian might travel (not recommended). The lack of sidewalks forces pedestrians to walk in the roadway, increasing the likelihood of pedestrian/motor vehicle crashes.
- The cities and villages (incorporated areas) have relatively complete systems within and near their cores (central business districts); however they are often in disrepair.
- The cities and villages have gaps in the sidewalk system or lack sidewalks entirely in their fringe areas. This is due mainly to the incorporated areas annexing unincorporated areas that were not under development requirements to provide sidewalks.

## **Planned and Scheduled Improvements**

Below is a brief description of major, multi-year projects. For full details on funding and phasing, the reader should contact the Wisconsin Department of Transportation.

### ***I-90 Corridor Roadside Facilities Study***

The Wisconsin Department of Transportation has initiated a study to evaluate roadside facilities along the I-90 corridor from La Crosse to Tomah. The purpose of the study is to develop a long-range plan for modern roadside facilities along the I-90 corridor that serve the traveling public, enhance freeway operations and safety, and are compatible with local land use planning.

The study will evaluate options for improving facilities at their present location and/or developing facilities at new locations. Four existing roadside facilities along the I-90 corridor will be evaluated:

- La Crosse travel information center, located on French Island, mile marker 1 eastbound.
- West Salem safety and weight enforcement facility (truck weigh station), located at mile marker 10 eastbound.
- Rest area #15, located at mile marker 20 eastbound, east of Bangor.
- Rest area #16, located at mile marker 21 westbound, west of Sparta.

## **TRANSPORTATION PROGRAMS**

### **State and Regional Transportation Plans**

Wisconsin Statutes §66.1001(2)(c) requires communities to compare the local governmental units objectives, policies, goals and programs to state and regional transportation plans. It also requires communities to incorporate applicable state, regional and other transportation plans into their Comprehensive Plan. This section satisfies this statutory requirement. The Town of Campbell's Transportation Element goals, objective, policies, and programs are consistent with and implement all relevant sections of the following plans and programs:

#### **Wisconsin Bicycle Transportation Plan 2020**

The Wisconsin Department of Transportation (WisDOT) completed the Wisconsin Bicycle Transportation Plan 2020 in 1998. This Plan establishes WisDOT goals, objectives, and policies for both intercity and urban and suburban bicycling, and recommends strategies and actions for WisDOT, local governments, and others to take to implement the plan. The two primary goals of the plan are to double the number of trips made by bicycles and to reduce bicyclist-motorist crashes by at least 10 percent by the year 2010. More specifically, it seeks to improve bicycle access to major destinations along arterial and collector streets.

#### **2002–2008 Transit Improvement Program**

The TIP must be consistent with the region's long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and include at least three years of programming.

#### **The Wisconsin Pedestrian Policy Plan 2020**

The Wisconsin Pedestrian Policy Plan 2020, created by the Wisconsin Department of Transportation (WisDOT), was established to make pedestrian travel a viable, convenient and safe transportation choice throughout Wisconsin. While the Policy Plan primarily aims to minimize the barrier to pedestrian traffic flow from State Trunk Highway expansions and improvements, it provides guidance to local communities on how to encourage pedestrian travel through the creation of pedestrian plans, increasing enforcement of pedestrian laws, adopting and implementing sidewalk ordinances, and addressing pedestrian issues through the public participation component of Comprehensive Smart Growth Planning.

## **Connections 2030: Wisconsin's Long-Range Transportation Plan**

WisDOT is currently developing a long-range transportation plan for the state called "Connections 2030." This plan will address all forms of transportation over a 25-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian, and transit. The overall goal of the planning process is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects.

The **Local Roads Improvement Program (LRIP)** assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. The competitive reimbursement program pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP).

## **Pavement Surface Evaluation & Rating**

Software tools help jurisdictions to prioritize their transportation projects. Information collected as part of the **PASER** (Pavement Surface Evaluation & Rating) system helps establish budget parameters, select possible projects, and evaluate the implications of maintenance decisions. This information is submitted to WisDOT every two years and is integrated into the state's **WISLR** (Wisconsin Information System for Local Roads) database.

## **Planning For Capital Improvements**

A Capital Improvement Program (CIP) can assist in planning for major project costs by creating a multi-year scheduling plan for physical public improvements including transportation. The schedule is based on the projection of fiscal resources and prioritization of improvements five to six years into the future. Capital improvements include new or expanded physical facilities that are relatively large in size, expensive, and permanent.

## **Programs for Local Government**

WisDOT administers a variety of state and federal programs, including:

- Airport Improvement Program (AIP)
- Connecting Highway Aids
- County Elderly and Disabled Transportation Assistance
- Federal Discretionary Capital Assistance
- Freight Rail Infrastructure Improvement Program (FRIIP)
- Freight Rail Preservation Program (FRPP)
- General Transportation Aids (GTA)
- Highways and Bridges Assistance
- Local Bridge Improvement Assistance
- Local Roads Improvement Program (LRIP)
- Local Transportation Enhancements (TE)
- Railroad Crossing Improvements
- Rural and Small Urban Public Transportation Assistance
- Rural Transportation Assistance Program (RTAP)
- Rustic Roads Program
- Surface Transportation Discretionary Program (STP-D)
- Surface Transportation Program – Rural (STP-R) & Urban (STP-U)
- Traffic Signing and Marking Enhancement Grants Program
- Transportation Economic Assistance (TEA)

## **La Crosse Area (MPO) Regional Transportation Plan**

The MPO has prepared and adopted a long-range transportation plan that consists of three separate elements: a bicycle/pedestrian plan (adopted in 1994), mass-transit element (adopted 1997), and highway element (adopted 1997).

*Bicycle/Pedestrian Plan*—Five overall objectives include activities through the metropolitan area.

1. Organize a bicycle/pedestrian program
2. Plan and construct needed facilities
3. Promote bicycling and walking
4. Education bicyclists, pedestrians, and the public
5. Enforce laws and regulations

Specific recommended improvements within the Town of Campbell to enhance bicycle and pedestrian safety include: Lakeshore Drive—a minimum 4 ft. wide smooth, paved shoulder between Goddard Street and Nelson Park; and Clinton-Washburn-Lakeshore-La Crescent Streets—a wide curb lane. Neither facility would necessarily be specifically designated as a “bike lane.”

## **Chapter 4: UTILITIES AND COMMUNITY FACILITIES**

### **Goals:**

1. Explore means by which we could maintain high standards, improve, and expand commonly used utilities through improved relationships with other municipalities for the benefit, safety and welfare of township and area residents.
2. Work to vary the use of existing parks.

### **Objectives:**

1. Work with La Crosse to maintain and improve the use of current sewer and water systems.
2. Explore all possibilities for developing a township municipal water system, whether that be an independent system or one in cooperation with another municipality.
3. Develop long-range plans for the improvement, expansion and/or replacement of the Campbell Town Hall and Community Center to provide larger and more efficient facilities for all township departments and the library.
4. Encourage all township departments to develop long range plans to meet each department's goals for the welfare of residents.
5. Provide all township departments with equipment and personnel as deemed necessary and appropriate to maintain high standards of performance to benefit residents.
6. Implement ways to upgrade recycling and waste disposal as needs arise.

### **Policies:**

1. Promote communication among residents, town board and all township departments to reach these goals and objectives.
2. Consider and evaluate all suggestions concerning utilities and facilities.

## **INTRODUCTION**

The term “community facilities” is quite broad and consequently is often subdivided into the various component elements that typically compose the local public services provided by a community. Using this format, consideration of aspects dealing with the protective services of police and fire departments, refuse disposal, and education will be analyzed.

The discussion dealing with community services is an area which is often viewed by residents with notable interest since it is traditionally dealing with the local services and facilities most visibly provided by local government. These aspects are often a measure of quality of lifestyle provided within a community. Thus the manner in which they are provided typically reflects on the community as a place to live and work.

In addition, by the nature of the category, these are the aspects that may at times be most susceptible to the so-called “growing pains” in developing areas. Elements such as parks, schools, and protective services must closely be examined in relation to the development they are intending to support. Care to not over extend or fail to foresee needed expansion of such services is an important consideration in the future plan development.

As a part of the comprehensive planning program, the Town’s public and community facilities were reviewed and evaluated as to their present condition and adequacy to meet the future needs of the community.

To maintain a high level of public services, the community must continuously upgrade and, if needed, expand their existing facilities. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects.

Throughout the country, coordinated land use and facilities planning is the best approach to managing future growth.

Public facilities cover a broad range of municipal functions from the nuts-and-bolts of snow removal and sewage treatment to cultural and social activities. Services such as sanitary sewer service and potable water, can be major drawing cards for desirable development, commerce, and industry. These services can also be used by local government to direct and manage growth in a timely fashion. Costs associated with these services are a major element in any community’s

budget, with capital investment and operating expenses exerting the greatest demand on the budgets of municipal utility customers and taxpayers.

## **EXISTING CONDITIONS**

The purpose of this section is to inventory, map, and forecast utilities and community facilities in the Towns. Utilities and community facilities, often referred to as public works, consist of the physical infrastructure that allows a community to function and grow. Community facilities may include libraries, municipal offices, schools, police stations, fire stations, parks, etc.

It is expected that the population in the Town of Campbell will grow by over 4,600 residents over the next 20 years. This increase in population will undoubtedly increase the demand for public utilities and community facilities. However, the exact need to expand, rehab, or create new utilities and community facilities are difficult to determine. Needs of the Town will vary according to growth pressure and the level of service that is deemed publicly acceptable.

### **Water Supply**

The Town of Campbell currently has no public water service for its residents. Water supplied to Town residents is made possible by private wells.

With an agreement made with the City of La Crosse, businesses have had the opportunity to obtain water from La Crosse and are now served by the La Crosse Water Utility. (The water mains remain the property of the Town of Campbell.) Businesses receiving water from La Crosse are also served by the La Crosse Fire Department. Currently, only businesses have access to La Crosse city water.

### **Sanitary Sewer Service/Wastewater Treatment Facilities**

The City of La Crosse owns and operates the La Crosse municipal wastewater treatment system that serves a combined population of approximately 80,000 residents in La Crosse County, with a total of 11 municipal wastewater treatment facilities. The City of Onalaska, Town of Shelby, and Town of Campbell, through local ordinances and inter-municipal agreements with the City of La Crosse, discharge to this treatment system. The facility is located on Isle La Plume in the City of La Crosse and was originally constructed in 1936, but has been modified and upgraded many times, with the last major upgrade occurring in 1998. The La Crosse Sewer Service Area Water Quality Management Plan 1999-2020 states that the facility has excess capacity that can handle

twice the loading and the population that was served in 1999. Each of the Villages in the County has their own wastewater treatment facility. These facilities are depicted on the Utilities Map.

As indicated above, the Town of Campbell has a sewer service and the Town is served by one sanitary district. This sanitary district is administered and maintained by the Town of Campbell. This sanitary district is supported by user service fees that are used by the Town of Campbell as payment to the City of La Crosse.

### **Solid Waste Disposal and Recycling Facilities**

Solid waste in La Crosse County is disposed of at the La Crosse County Landfill, which is located east of I-90 and south of Highway 16 as shown on the Utilities Map. Glass, aluminum, and tin are collected for recycling at this facility. In addition to landfilling solid waste, the County is under contract with Xcel Energy until 2008 to provide sufficient quantities of solid waste to economically run Xcel's refuse to energy facility located on French Island in the City of La Crosse. In 1988 La Crosse County and Xcel Energy entered into a contract calling for the burning of solid waste to produce energy and extending the life and use of the County's regional landfill. The contract calls for a minimum delivery of 73,000 tons of acceptable solid waste a year. All unacceptable solid waste and the ash left over from the burning is disposed of at the County landfill. The need to provide this minimum quantity of solid waste and the closing of many smaller landfills in Western Wisconsin resulted in La Crosse County negotiating solid waste disposal contracts with other surrounding communities and counties. At the time of this writing, solid waste is received for burning at the Xcel facility and landfilled in La Crosse County from as far as 100 miles away and comes from communities in both Minnesota and Wisconsin.

The County recently entered into a contract to mine an estimated 2 million cubic yards of waste that was buried in the landfill in the 1970s and 1980s and rebury it in a new section designed to better prevent groundwater contamination. The old landfill has been leaking contaminants into the groundwater for years and the plume of contaminants threatened the wells of residents to the south.

This is the biggest project of its kind in Wisconsin, and should be completed by 2008. The project could extend the life of the landfill by up to 40 years, which is well beyond the planning horizon of this Comprehensive Plan. The expansion is much needed, as it is estimated that 200 to 300 tons per day of waste enter the landfill. The continued population growth in La Crosse County coupled with the rugged driftless area topography makes the siting of a new sanitary landfill in the County difficult. Therefore, extending the life of the existing landfill is extremely important.

In Campbell, solid waste along with recycling is handled through a private contractor. Each house has garbage collection done weekly along with recycling pick-up done every other week.

### **Stormwater Management**

Stormwater management has gained attention in recent years as an environmental concern because of its impacts on flooding, property damage, and surface water quality issues. Similar to water supply and wastewater treatment, stormwater management is an important part of municipal infrastructure. In La Crosse County, individual municipalities are responsible for collecting, storing, and conveying rainfall and snowmelt runoff in a manner that is safe for the public and does not harm the environment. Campbell is cooperating with other municipalities to conform with Phase Two of stormwater management as set forth by the State of Wisconsin.

In addition, the Wisconsin Department of Natural Resources (DNR) requires an erosion control plan and permit for all projects that disturb one or more acres of land. The landowner is required to ensure that a site specific erosion control plan and stormwater management plan are developed and implemented at the construction site. Also, the La Crosse County Subdivision and Platting Ordinance requires subdividers to provide a soil erosion plan subject to Chapter 21 of the La Crosse County Code of Ordinances and a stormwater management plan that meets the appropriate post-construction water quality requirements of NR151 of the Wisconsin Administrative Code and the water quantity requirements set forth in the La Crosse County Code of Ordinances.

### **Telecommunication Facilities**

Both Charter Communications and CenturyTel provide telephone, Internet, and cable service to township residents.

The La Crosse area has a strong base of broadband technology. High speed Internet access and fiber optic connections are available throughout the La Crosse Metro area. The region is connected to the Midwestern fiber optic network via CenturyTel. Fiber optics allow for the high-quality transmission of large volumes of information at an affordable rate. However, this technology is not available throughout the entire County and residents in rural areas and outside of the La Crosse Metro area have limited capabilities for high-speed Internet services.

## **Power Plants, Electricity, and Transmission Lines**

La Crosse County is served by two electric power utilities, Xcel Energy and Riverland Energy Cooperative. The nearest power plants are located on French Island in La Crosse and in Genoa. Xcel Energy and We Energies provide natural gas to County residents.

The French Island facility is a combination generating plant and resource recovery facility. The plant burns wood waste and processed municipal solid waste, called refuse-derived fuel (RDF) - a burnable fuel produced on-site at a resource recovery facility built specifically for that purpose. The conversion of the French Island facility in the 1980s from burning coal and oil, to burning wood waste and RDF helped extend the life of the plant and maintain reasonable electric rates for customers, while resolving a solid waste disposal problem for La Crosse County. The facility has the capacity to burn 104,000 tons of waste per year.

One of the drawbacks to burning garbage is the impact on air emissions. The refuse to energy facility must meet federal emission guidelines and meeting these standards is of critical importance due to the facility location in the City of La Crosse. In November 2002, French Island completed \$10.9 million in improvements to reduce emissions, and has operated at 85-90 percent below previous emission levels since the improvements were made.

Transmission lines connect the French Island power plant to the surrounding region. In October 2005 it was announced that a 345-kilovolt power line was proposed to run from eastern Minnesota to northern La Crosse County by 2011, and eventually extend into central Wisconsin. Utilities report that existing transmission lines are inadequate and that a new high-voltage line is needed. At the time of this writing, the largest high-voltage lines in the Coulee Region carry 161-kilovolts and utilities report that these lines aren't adequate to move power through the area or handle new generation sources.

Overall, according to Wisconsin's Citizen Utility Board, the electrical system in western Wisconsin is congested and not as robust as in other parts of the state. As the area considers energy needs over this planning horizon, it will be important to coordinate their transmission planning with Minnesota and also to consider opportunities for utilizing alternative energy sources, such as wind and solar.

The Town of Campbell is served by Xcel Energy.

## **Libraries**

The La Crosse Public library serves residents throughout the County. Five branches are located throughout the County. Each branch is housed in a building provided, furnished, and maintained by the municipality in which it is located. The County is responsible for books and other media contained in each library, the processing of the materials, and the personnel to provide the services.

The Campbell Branch Library is located in the Campbell Town Hall, which is on French Island. In 1975 the Library was moved into the Town Hall and has been enlarged to its present size of 810 square feet.

In addition to the extensive resource collection within the library system, each branch has one or more public computers with Internet access.

## **Public Buildings**

The Town's public buildings include a Town Shop and Town Hall — both constructed in the 1970s on the 1900 block of Bainbridge Street. The Town Hall houses the administrative offices, the fire and police department, the Campbell sanitary district office, and a Town supported branch of the La Crosse County library system. The Town's day-to-day operations are overseen by a full-time administrator..

The Town also has a community center located in a 1920s era former school building on Lakeshore Drive. This facility is equipped with a full kitchen and large meeting room. It is used primarily for senior citizen congregate meals and other senior activities, although it is available for other community and social functions.

## **Schools**

The Town of Campbell is served by the School District of La Crosse. The district operates twelve elementary schools, three middle schools, and three high schools. These schools include a variety of options for students including charters, magnet, and alternative programs. An elementary school is located on French Island.

The County also has several post-secondary education schools, including the following:

University of Wisconsin-La Crosse was founded in 1909 and is now one of the 13 four-year campuses in the University of Wisconsin System with enrollment around 9,000 students. UW-L has joined the City's other two institutions of higher education and the region's medical facilities to form a consortium to bring cutting-edge health care to the region, along with a state-of-the-art health research and education facility for professionals and students.

Western Technical College is a public two-year college with a focus on technical education. The college has an annual enrollment of approximately 9,400 credit students and 12,900 non-credit students. The average age of WWTC's credit and non-credit student is 33.

Established in 1890, Viterbo University is a co-educational Catholic University founded in the Franciscan tradition. Viterbo offers undergraduate and graduate degrees and has an enrollment of approximately 2,100 students.

## **Police, Fire, and Rescue**

The La Crosse County Sheriff's Department is located in the City of La Crosse and serves the entire County. The Town also has its own police department.

There are nine Fire Districts in La Crosse County: Bangor, Campbell, Coon Valley, Farmington, Holmen, La Crosse, Onalaska, Shelby, and West Salem. In addition, there are ten EMS Districts: Bangor, Brice Prairie, Campbell, Coon Valley, Farmington, Holmen, La Crosse, Onalaska, Shelby, and West Salem. These districts are depicted on the Fire and EMS District Map.

The La Crosse County 911 Emergency Dispatch Center is located in the La Crosse County Law Enforcement Center in La Crosse. Over 30 employees provide 24-hour emergency telephone service to everyone in La Crosse County. Using a state-of-the-art enhanced 911 system (E-911), the 911 telecommunicator is able to send emergency and non-emergency assistance quickly and accurately.

In addition to providing emergency telephone answering service, the La Crosse County 911 Emergency Dispatch Center telecommunicators are the radio and multiple computer system operators. This fully integrated system allows the department to provide full emergency and non-emergency service to each of the eight Law Enforcement Departments, the eight Fire Departments, the nine First Responder organizations, Emergency Government, and Search and Rescue throughout the entire County.

## **Health Care Facilities**

La Crosse is fortunate to have two regional health care centers, Gundersen-Lutheran Medical Center and Franciscan Skemp Healthcare.

Gundersen-Lutheran Medical Center is the area's recognized leader in heart, trauma and cancer care, births, business services, research and health education, with over one million clinic, hospital, and emergency room visits each year.

Franciscan Skemp Healthcare, partnered with world-renowned Mayo Clinic, offers excellent specialty services including cardiology, neurology, nephrology, oncology, orthopedics and many others, as well as comprehensive, compassionate primary care throughout an 11-county region in Wisconsin, Minnesota, and Iowa. Franciscan Skemp is a leader in women's health, having established the area's first Women's Health Center in 1983.

## **Childcare Facilities**

Family Resources, the accredited Child Care Resource and Referral service for La Crosse County, helps over 1,000 families locate and select childcare each year. According to County statistics, La Crosse County has one of the highest numbers of regulated childcare slots per 1,000 children in Wisconsin. Businesses within the County can purchase a personalized parent counseling and childcare referral service from Family Resources for their employees as an additional option in their benefits package.

La Crosse County has 33 regulated full day group childcare centers and 254 regulated full day family childcare homes. 212 childcare facilities offer infant care and 47 offer care during second and third shift.

## **Parks and Recreation Facilities**

### ***Open Space Areas***

The Upper Mississippi River National Wildlife and Fish Refuge is the largest acreage in the Town of Campbell. This 1,100-acre refuge gives access to wetlands and waterways of the Mississippi River, Black River, and Lake Onalaska. The approximately 51 acres of Town parks offer opportunity for more formalized types of play and recreation activities.

### ***Hunting, Fishing, and Hiking***

In spite of the generally urban character of the Town, the Mississippi and Black River bottomlands and shorelines provide opportunity for hiking and fishing. Developed boat ramp facilities are available at the Upper and Lower Dike landings, Airport Road, and Goddard Street or Richmond Bay landing.

### ***Developed Recreational Facilities***

The Town of Campbell has an extensive system of small parks, open areas, and other recreational facilities. The largest developed park located on French Island is the former Nelson County Park. Recently the Corp of Engineers' lease to the County expired, and the City of La Crosse (because of some fee-owned land in the park) has taken the main role in operating this park. A lease to the Town of Campbell to continue its operation and maintenance of the ball diamond has been created. The Town mows and maintains the diamond and provides portable toilets on a seasonal basis. Facilities in the park include: picnic tables and grills, small sun roofs over some of the tables, an information kiosk, and hand pump wells for water. The City of La Crosse owns the land south of the ball park and is responsible for maintaining it.

Many of the other parks provide some form of recreation for children. Included in many of these parks are a swing set, merry-go-round, slide, teeter-totter, or other similar playground equipment. Some places that are included in the park inventory have boat landings, open areas, or a pond.

One location, Sky Harbour Field at the west end of the Sky Harbour commercial development, is a baseball facility. Under agreement with the land owners, the township maintains the property and is looking for ways to utilize the area more fully. The management company that owns this commercial site allows the Town to use the facility, but it is clearly understood by both parties that when economic conditions dictate, the private owner will have the right to build commercial development on the site, thereby requiring the Town to find an alternative.

## UTILITIES AND COMMUNITY AGENCIES AND PROGRAMS

There are a number of programs to assist communities with public works projects. Below are brief descriptions of various agencies and programs. To find out more specific information or which program best fits a community's needs, contact the agency directly.

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

#### **• Bureau of Community Financial Assistance (DNR-CFA)**

The Bureau of Community Assistance administers a number of grant and loan programs. The Bureau supports projects that protect the public health and the environment and provide recreational opportunities. The Bureau has three major areas of programs, which include the following:

1. *Environmental Loans*: This is a loan program for drinking water, and wastewater projects.
2. *Environmental Financial Assistance Grants*: This is a grant program for non-point source runoff pollution, recycling, lakes, rivers, municipal flood control and well compensation.
3. *Land & Recreation Financial Assistance Grants*: This is a grant program for conservation, restoration, parks, stewardship, acquisition of land and easements for conservation purposes, recreational facilities and trails, hunter education, forestry, forest fire protection, gypsy moth, household hazardous waste collection, dam rehabilitation and abandonment, dry cleaner remediation, and urban wildlife damage.

Under the three WDNR programs listed above are smaller project based initiatives intended to address interrelated issues that affect each of the broad based programs described above. For example, under the Environmental Loans Program, there is the Safe Drinking Water Loan Program (SDWLP). The SDWLP provides loans to public water systems to build, upgrade, or replace water supply infrastructure to protect public health and address federal and state safe drinking water requirements. For more detailed information on other available programs, contact the Wisconsin DNR.

#### **• Wisconsin Well Compensation Grant Program**

Another program available through the Wisconsin DNR is the Well Compensation Grant Program. To be eligible for a grant, a person must own a contaminated private water supply that serves a residence or is used for watering livestock. Owners of wells serving commercial properties are not eligible, unless the commercial property also contains a residential unit or apartment. The Well compensation grant program provides partial cost sharing for the following:

- Water testing if it shows the well is contaminated
- Reconstructing a contaminated well
- Constructing a new well
- Connecting to an existing private or public water supply
- Installing a new pump, including the associated piping
- Property abandoning the contaminated well
- Equipment for water treatment
- Providing a temporary bottled or trucked water supply

### **Wisconsin Department of Commerce**

- **Wisconsin Community Development Block Grant Program Public Facilities (CDBG-PF)**

This program is designed to assist small communities with public facility improvements. Eligible activities would include publicly owned utility system improvements, streets, sidewalks, disability accessibility projects, and community centers. Local governments including towns, villages, cities, and counties are eligible. Entitlement cities, over 50,000 in population, are not eligible. Federal grant funds are made available on an annual basis. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates.

- **Wisconsin Community Development Block Grant Program Public Facilities (CDBG-PFED)**

This program helps underwrite the cost of municipal infrastructure necessary for business development. This program requires that the result of the project will ultimately induce businesses, create jobs, and invest in the community. More information is available from the Wisconsin Department of Commerce.

## **Chapter 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**

### **Goal:**

1. Maintain and improve the surrounding area for the pleasure, benefit and safety of residents of the Town of Campbell and area communities.

### **Objectives:**

1. Maintain and improve existing parks by exploring the use and purpose of each park and its location, considering the needs and desires of residents and others using them.
2. Evaluate the surrounding river and backwater areas in regard to silting and work with jurisdictional agencies to improve water conditions.
3. Find ways and means to improve boat landings to make them more accessible to township and area residents.
4. Work with boat clubs and marinas to improve them and make the facilities more readily available to township and area residents.
5. Consult and work with the Upper Mississippi River Planning Commission to best serve the needs of residents and the environment.
6. Cooperate with the La Crosse Area Convention and Visitors Bureau to promote the recreational facilities of French Island, including parks, access to waterfowl observation and fishing areas.
7. Encourage residents to plant desirable trees and other foliage to enhance the quality of air and surface and ground water and to preserve the shoreline and beauty of the island.
8. Assist the Campbell Beautification Committee by encouraging others to participate in the committee's various park and township improvement projects.
9. Publicize and support the activities of various French Island church and civic groups.

### **Policies:**

1. To do everything possible within the means and desires of the residents of the Town of Campbell to encourage and enhance recreational and cultural opportunities in the township.
2. Emergency Management Committee to prepare Flood Emergency Plan.

## INTRODUCTION

Natural resources and physical features in the Campbell planning area determines, in large part, the present and future shape of the built environment. Because they are shared by and of benefit to the entire community, they provide the first criteria on which sound planning decisions are made. Soils, topography, and ground and surface waters are at the same time assets and constraints. For example, by identifying those soils that can support roads and structures as buildable, the communities designate where residential, commercial, and industrial growth may occur. Soils identified as unsuitable for building often serve other functions, such as ensuring groundwater quality, flood control, or conservation habitat. Land is deemed suitable for agriculture based on soils, parcel size, location with reference to urban services and existing land use.

The term “open landscapes” is best used to describe the concept of open space. These landscapes may include wetlands, greenways, or stream corridors. They can include usable, functional leisure or recreation spaces in existing and new residential, commercial, and industrial areas. Town parks are implicitly part of the open landscapes concept.

These landscapes can also serve a variety of functions, whether privately or publicly owned. They are a means of preserving and enhancing natural resources and physical features—particularly water and air quality.

Campbell’s location on an island setting is consistently identified as one of the unique features which residents value.

The plan acknowledges the importance of evaluating environmental impacts and the potential effect one land use may have on adjacent properties or an area as a whole. It attempts to forestall potential conflicts arising from incompatible or inappropriate land uses in certain areas.

By giving consideration to its natural environment, this plan encourages the community to “live within its means,” making planning decisions that are environmentally sound and reasonably beneficial to the entire community.

## **EXISTING CONDITIONS**

Per the Wisconsin comprehensive planning legislative requirements, this element includes goals, objectives, policies and programs for the conservation and promotion of effective management of natural, historical and cultural resources in the Town of Campbell. The Town's significant natural and cultural resources define Campbell's identity. Town residents understand that these resources are irreplaceable and are dedicated to their preservation. This first section of this chapter provides the background information for this element.

### **Agricultural Resource Inventory**

The physical characteristics of a planning area are vital to producing a solid land use plan. All development begins with the ground up. For this reason, the agricultural, natural and cultural resources are the first factors that will be explored. Geology and soils play a very large role in terms of development, and what types of development, or non-development, will thrive in that location. Limitations for dwellings with basements are evaluated, while areas with a shallow depth to groundwater are identified. Topography is mapped since it plays a large part in defining what a community can look and feel like. Water and wildlife resources are discussed. Environmentally sensitive areas are located to aid in future decisions about developments. Lastly, historic, cultural and mineral resources are identified and noted as being significant to the planning area.

In the instance of the Town of Campbell, an urban town, no agriculture activities currently exist. However, a great number of natural and cultural characteristics are present and discussed in the following sections.

## **EXISTING CONDITIONS—Natural Resources**

As the Town continues to grow and change, it is vital the Town consider its future in conjunction with its natural resources. It can be very challenging for rural communities to allow new development, at the same time protect the natural environment, and preserve the character of the area. At first, development may have only a limited impact on the natural landscape, but as it continues, the visual and environmental impacts become increasingly apparent. In order to protect natural resources for the future, it is crucial to be aware of existing natural resources, such as Water Resources, Geologic Resources, Forests and Woodlands, Wildlife Habitat, Parks and Open Space, Air and Light, and Wetlands.

Natural resources are materials occurring in nature and are essential or useful to humans, such as water, air, land, forests, fish and wildlife, topsoil, and minerals. They are combined into the recognized systems in which we exist. These systems, or combinations of natural materials, can be referred to as “natural environments,” “ecosystems,” “biomes,” or “natural habitats,” among others. Humans and their activities impact all natural resources. Conversely, whether obvious or not, human impacts to the natural environment often have significant adverse impacts on the human community.

### **Geological and Mineral Resources**

#### ***Non-Metallic Mine Reclamation***

In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. The purpose of the ordinance was to achieve an approved post-mining land use, which would be in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion. Although this was a State requirement for counties only, towns, cities, and villages were eligible to adopt a similar type of ordinance. Currently, there are no non-metallic mine operations in the Town.

### **Water Resources**

Water resources, (both surface and groundwater) are one of the most commonly used natural resources, serving intrinsic and essential functions in the community. Plants, animals, and people all consume water on a daily basis. Over 70% of all Wisconsin communities (that is, every two out of three citizens) rely on groundwater not only for domestic use, but also for agriculture, industrial uses, recreational purposes, etc. All county residents have groundwater for domestic water use. Water is one of the most easily contaminated resources. Because of its mobile nature,

contaminants can travel far from their source through the water cycle. Contaminants in the water cycle coming from a variety of sources are commonly known as non-point source pollution (NPSP). Non-point source pollution comes from many diffuse sources such as agriculture runoff, leaking septic systems, road salt and road building, parking lots, lawn, and golf course runoff, all of which directly impact water resources. Point source pollution comes from identifiable sources such as a single factory or overflow from a sewage treatment facility.

Residential development many times alters natural drainage routes, destroying the land's ability to store and retain water. Wetlands are then filled or drained and paved. Runoff and erosion problems develop. Subsequent flooding and sedimentation occurs in drainageways, necessitating costly repairs or control devices to retard overflow and pollution hazards.

Responsible water resource management by local government is necessary to protect the community's natural systems. Utilizing appropriate development in accordance with land capabilities is the first step in effectively ensuring future public health and safety.

## **Wetlands**

Wetlands serve a variety of functions, including playing an important role in stormwater management and flood control, filtering pollutants, recharging groundwater, providing a habitat for many wildlife species and plants, and offering open space and passive recreational opportunities. Wetlands include all marshes, swamps, fens, bogs, and those areas excluded from cultivation or other uses because they are intermittently wet.

Wetlands serve a multiplicity of environmental functions. They trap sediments and nutrients, protect against drought by serving as groundwater recharge areas, and provide habitat for wildlife and vegetation.

These fragile lands are continually exposed to polluted materials from runoff and sedimentation.

## **Water Quality**

Water quality is directly affected by seepage, percolation and runoff. When these actions adversely alter water quality, they are termed either point source or non-point source pollution. Point source pollutants enter water and wetlands at specific locations via pipe or a permanent outfall structure; the most common examples being sewage treatment plant outfalls and industrial discharge pipes. Non-point source pollutants are far more dispersed, entering waterways via runoff, seepage and sedimentation. Common examples of non-point pollution include stormwater runoff, agricultural field drainage and septic systems.

Uncontrolled stormwater runoff is currently a pollutant of our water resources. Common pollutants in stormwater runoff include: sediments, nutrients, oxygen-demanding substances, heavy metals, chlorides, oil and grease, pesticides, hazardous chemicals and bacteria. These pollutants create a "shock" load on lakes and streams during precipitation events, being especially severe during low flow conditions associated with warm weather. Sediments from stormwater runoff carry those pollutants to local wetlands causing water quality degradation and eutrophication.

Non-point pollution is also caused by the improper use of fertilizers and pesticides on both agricultural and residential land. Compact development in non-sewered areas can lead to overburdening of the area's soils, causing pollution of local groundwater. The result is the same as an inadequate septic system--a health hazard to local water supplies. Any development that has not provided necessary water retention facilities, erosion control devices, or stringent control of individual septic systems is creating a potential pollution hazard to local residents.

In areas where groundwater contamination problems from single source pollutants have been identified, the Town should continue to work with the Department of Natural Resources and various State offices on water testing. Correction procedures should be pursued and evaluated.

## **Groundwater**

Groundwater is the water beneath the earth's surface that fills spaces between rocks and soil particles and flows between them. Groundwater fills wells and flows from springs. It is a critical resource, not only because it is used on a daily basis, but also because rivers, streams, and other surface water depends on it for recharge. Groundwater can be easily contaminated through non-point source pollution, particularly in regions with thin soils over fractured limestone, sandstone, and shale bedrock.

## **Groundwater Contamination**

It is important to keep the groundwater resource in mind for many areas of comprehensive planning. Ultimately, what takes place above ground directly affects groundwater below. For instance, restricting access to abandoned mines or quarries helps prevent these areas from becoming source points for groundwater contamination. There are a variety of other activities that impact water resource quality that include but are not limited to:

- On-site septic systems
- Pesticide and Fertilizer Applications
- Sewage Treatment Plants
- Surface Waste Water Discharge
- Road Salt
- Household Cleaners & Detergents
- Sanitary Landfills
- Unsewered Subdivisions
- Underground Storage Tanks
- Gas Stations
- Feedlots
- Chemical Spills
- Junkyards
- Abandoned Wells
- Leaking Sewer Lines
- Old Mine Openings or Shafts

Pinpointing pollution sources can be made easier by identifying the location and extent of groundwater recharge areas, as well as the extent of the local watershed, so communities can plan where and how much development can be built, with the least amount of impact to water resources. A watershed is the land area from which all surface water and groundwater drains into a stream system. Groundwater aquifers can be contained within a single watershed or can be so large that several watersheds are within the aquifer.

Potential contaminants are nitrates, chloride, sodium, bacteria, viruses, and hazardous household chemicals. Identifying such pollutants is part of a wellhead protection plan. A wellhead protection plan aims at preventing contaminants from entering the area of land around your public water supply well(s). This area includes the surface or subsurface area surrounding a water well or well field supplying a public water system, through which contaminants are reasonably likely to move toward and reach such well or wellfield.

## **Groundwater Supply**

Water supply is impacted as communities grow, bringing increased demand to supply water to new homes, businesses, and industries. High capacity wells and an increasing number of wells, both private and public, can reduce the amount of recharge to surface waters, causing streamflow reduction, loss of springs, and changes in wetland vegetative communities. The strains of meeting growing water demand from a sprawling population are starting to show. Statewide water use has

increased 33% in the last 15 years and water tables are plummeting in many urban areas as the thirst for more water outstrips the land's ability to provide it ("A Growing Thirst for Groundwater," August 2004).

The Groundwater Bill (2003 Act 310) addresses groundwater quantity issues, requiring approval for siting, fees, and an environmental review. While this legislation is currently more relevant in areas of the state experiencing severe water quantity issues (such as Southeast Wisconsin), the principle of controlling groundwater withdrawal in all parts of the state is quite important and is a growing concern for the future. By 2006, a State level groundwater advisory committee will be organized to address groundwater management.

The Town of Campbell has been generously endowed with a variety of natural resources. These resources give the Town its unique character. They enhance the Town's identity, and are a principal component of the Town's lifestyle. Consequently, one of the greatest challenges facing the Town of Campbell is the protection and preservation of its environment.

In 1991, the Wisconsin Department of Natural Resources established a Special Well Construction Area (SWCA) to control private well construction in areas of groundwater contamination. This area is commonly referred to as the Well Advisory Area or District.

Town residents are concerned about the environment. The Town's environment is seen as communal property to be protected and respected by all residents. As history has shown, the violation of the environment by a single entity can easily affect all residents.

Town authorities are committed to the protection of the Town's environment and natural resources through wise land use decisions that will prevent potential problems. While land use activities are inevitable, development should be undertaken with environmental concerns addressed in all planning.

## **Stormwater Management**

Stormwater Management is intimately linked to environmental conservation. The most effective and efficient method of controlling stormwater runoff and its associated erosion and sedimentation, is the use of natural systems for storage and filtration. Using these principles:

1. No development should occur on floodplain areas;
2. No filling of wetlands or obstructions of natural drainways shall be permitted;
3. No drainage from development should be channeled directly into an existing lake or stream;

4. Development should conform to the natural contours of the land to the maximum extent feasible so as to control runoff; and
5. Site plan control shall be exercised by adjacent municipalities so as to:
  - a. Eliminate large-scale cut and fill operations;
  - b. Curtail excessive runoff during construction; and
  - c. Keep the maximum amount of natural vegetation possible.

In addition, those areas identified as drainage corridors shall be designated as natural conservation corridors. The wetlands, swales, streams and lakes are not to be disrupted in their function of storing, filtering and eventually releasing stormwater. These spaces can then serve their hydraulic function while providing scenic areas, wildlife habitat, and community open space. The township will explore ways to create more areas of permeation to help solve stormwater and runoff problems.

## **Floodplains**

A floodplain is a low area of land adjacent to a stream or other watercourse that is subject to flooding and holds the overflow of water during a flood. They are often delineated on the basis of the 100-year storm event—the area that would be covered by water during a flood so big it only happens (theoretically) every 100 years. However, flooding can occur in any year. For that reason, development should not occur in drainage ways and floodplains because they serve as stormwater runoff systems and flood mitigation landscape features.

Counties, cities, and villages are required to adopt reasonable and effective floodplain zoning ordinances in order to participate in the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program. FEMA has designated flood hazard areas along many surface water resources. The importance of respecting floodways and floodplains is critical in terms of planning and development. Ignoring these constraints can cause serious problems relating to property damage and the overall safety of residents. Floodplain delineations depicted on the Environmental Features map in the appendix are inaccurate. An updated and correct floodplain map was in the process of being prepared at the time of publication of the comprehensive plan.

## **Environmental Corridors**

Environmental corridors refer to areas that contain groupings of natural resource features. Areas of concentrated natural resource activity ("rooms"), such as wetlands, woodlands, prairies, lakes, and other features, become even more functional when linked by environmental corridors ("hallways"). If corridor resource features are mapped, they can depict linear spaces.

Fish and wildlife populations, native plant distribution, and even clean water all depend on movement through environmental corridors. For example, wildlife populations isolated in one wooded location can overpopulate, die out, or cause problems for neighbors if there are not adequate corridors to allow the population to move about freely. Over 70% of all terrestrial wildlife species use riparian corridors, according to the USDA Natural Resources Conservation Service (NRCS).

### **Light, Air, and Noise**

Lighting ordinances recognize the benefits of appropriate outdoor lighting and can provide clear guidelines for installation, helping to maintain and compliment a community's character. Improper night lighting or light pollution, affects the night sky anywhere improperly shaded nighttime outdoor lights are used.

The most common air pollutants (dust, pollen, fuel fumes, ash, etc.) come from industrial, automotive, and agriculture sources and this includes odors. Burn barrels are local contributors to air pollution too.

A number of land uses can contribute to noise pollution, such as train whistles, vehicle noise from highways, or airport noise. Repetitive excessive noises like those from boom cars, loud stereos, powered lawn and garden equipment, and construction activities have been shown to have serious health consequences (e.g. tinnitus, balance problems), not to mention problems between neighbors.

### **Air Quality**

The Wisconsin DNR classifies the La Crosse Metropolitan Area as an air quality attainment area. This designation means the area is not in violation of any air quality regulations. Because land use densities and configurations can both positively and negatively affect air quality, these must be carefully considered in the future to maintain the region's good air quality. As the County's population grows and more people and goods use the highways, attention will need to be focused on automobile and truck emissions' impact on air quality. Additionally, agricultural and industrial land uses can significantly impact air quality and should be carefully monitored as well.

## **Wildlife**

Biodiversity is the full spectrum of life forms and the many ecological processes that support them. Protecting the biodiversity is essential to core values such as maintaining clean air and water, providing adequate habitat for the state's flora and fauna, maintaining a vibrant economy and providing recreational opportunities. Protecting biodiversity depends on the sustainability of diverse ecosystems, such as the mosaic of forests, agricultural lands, grasslands, bluffs, coastal zones and aquatic communities present in Wisconsin. It also depends upon the conservation of each ecosystem's basic components – the natural communities, plants and animals within them. Ecosystems contain a variety of species that are unique in some way and provide value to the diversity of the individual ecosystem and the state overall. It is important to view biodiversity at all levels to ensure the adequate conservation of Wisconsin's environment.

At the broadest scale, the State of Wisconsin is divided into distinct "ecological landscapes" based on unique combinations of physical and biological characteristics that make up the ecosystems, such as climate, geology, soils, water, or vegetation. They differ in levels of biological productivity, habitat suitability for wildlife, presence of rare species and natural communities, and in many other ways that affect land use and management.

## **Natural Communities**

Ecological landscapes are comprised of natural communities – the assemblages of plants and animals at specific locations. Because of the biotic and abiotic differences between ecological landscapes, the natural communities within each are typically different as well.

Three State Natural Areas exist in La Crosse County. These are formally designated sites devoted to scientific research, the teaching of conservation biology, and the preservation of natural values and genetic diversity for future generations. The Natural Areas in La Crosse County include Midway Railroad Prairie in the Town of Onalaska, La Crosse River Trail Prairies located along the trail in La Crosse and Monroe Counties, and Great River Trail Prairies located along the trail in La Crosse and Trempealeau Counties.

Two WDNR Public Wildlife Recreation Land resources are found in La Crosse County. Van Loon Wildlife Area is approximately 4,000 acres and is located northwest of Holmen. Coulee Experimental Forest is located near Bangor and contains 3,000 acres.

Another significant open space and environmental corridor in the region is the Upper Mississippi River National Wildlife and Fish Refuge. The refuge was established in 1924 and is one of the country's largest and most visited refuges with 3.5 million visitors annually. Lake Onalaska is

part of this refuge, which hosts more than 265 species of birds, 57 species of mammals, 35 species of reptiles and amphibians, and more than 100 species of fish. The entire refuge encompasses nearly 200,000 acres and is over 260 miles long. From La Crosse County the refuge can easily be accessed by paddlers and birdwatchers from the Brice Prairie Landing or Lytle's Landing; by hikers and bikers from the Great River Trail; and by wildlife viewers from Midway.

## **Endangered Species**

Plant and animal species are considered one of the fundamental building blocks of ecological landscapes and biodiversity. The presence of one or more rare species and natural communities in an area can be an indication of an area's health and ecological importance and should prompt attention to conservation, management and restoration needs. Protection of such species is a valuable and vital component of sustaining biodiversity.

While the conservation of plants, animals and their habitat should be considered for all species, this is particularly important for rare or declining species. An endangered species is one whose continued existence is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. A special concern species is one about which some problem of abundance or distribution is suspected but not yet proven. The main purpose of the special concern category is to focus attention on certain species before they become endangered or threatened. Remaining examples of Wisconsin's intact native communities are also tracked but not protected by the law. Natural communities capture much of our native biodiversity and provide benchmarks for future scientific studies.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another, as well as with various other organizations and universities. The WDNR's Endangered Resources Program monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. This program maintains data on the locations and status of rare species in Wisconsin and these data are exempt from the open records law due to their sensitive nature.

The Wisconsin Endangered Species Law was enacted to afford protection for certain wild animals and plants that the Legislature recognized as endangered or threatened and in need of protection as a matter of general state concern. It is illegal to

- 1) take, transport, possess, process or sell any wild animal that is included on the Wisconsin Endangered and Threatened Species List;
- 2) process or sell any wild plant that is a listed species;

- 3) cut, root up, sever, injure, destroy, remove, transport or carry away a listed plant on public lands or lands a person does not own, lease, or have the permission of the landowner. There are exemptions to the plant protection on public lands for forestry, agriculture and utility activities. In some cases, a person can conduct the above activities if permitted under a Department permit (i.e. “Scientific Take” Permit or an “Incidental Take” Permit).

The Federal Endangered Species Act (<http://endangered.fws.gov/esa.html>) also protects animals and plants that are considered endangered or threatened at a national level. The law prohibits the direct killing, taking, or other activities that may be detrimental to the species, including habitat modification or degradation, for all federally listed animals and designated critical habitat. Federally listed plants are also protected but only on federal lands. Implementation of the Endangered Species laws is usually accomplished during the state permit review process, but is ultimately the responsibility of a project proponent and property owner to ensure that they are not in violation of the laws.

### **Wildlife Habitat and Threatened and Endangered Species**

The Wisconsin Natural Heritage Inventory program’s database was used to determine the status and distribution of endangered resources and to learn what species or natural communities may exist within the Town of Campbell. Campbell may contain one or more species whose location(s) are considered to be more sensitive than most species that are tracked. Therefore, the location(s) cannot be disclosed to a level more detailed than county. For non-WDNR staff, more detailed information is available only through a formal licensing agreement. For more information, contact the Endangered Resources Planning and Protection Specialist at the WDNR.

Campbell may contain sensitive elements. Sensitive element locations are not listed at the town and watershed level. Campbell forms a part of a county that contains sensitive elements, but may not necessarily contain all sensitive elements listed here.

Table 5.1 lists species and communities identified as rare occurrences.

**Table 5.1: Rare Species Occurrences / Wildlife Habitat • Town of Campbell**

GROUP	SCIENTIFIC NAME	COMMON NAME
Bird	<i>vireo bellii</i>	Bell's Vireo
Bird	<i>haliaeetus leucocephalus</i>	Bald Eagle
Invertebrate	<i>gastrocopta procera</i>	Wing Snaggletooth
Invertebrate	<i>nicrophorus americanus</i>	American Burying Beetle
Invertebrate	<i>neurocordulia molesta</i>	Smoky Shadowfly
Invertebrate	<i>plethobasus cyphus</i>	Bullhead
Invertebrate	<i>quadrula metanevra</i>	Monkeyface
Invertebrate	<i>stylurus notatus</i>	Elusive Clubtail
Invertebrate	<i>tritogonia verrucosa</i>	Buckhorn
Herptile	<i>emydoiea blandingii</i>	Blanding's Turtle
Fish	<i>anguilla rostrata</i>	American Eel
Fish	<i>aphredoderus sayanus</i>	Pirate perch
Fish	<i>cycleptus elongates</i>	Blue Sucker
Fish	<i>macrhybopsis storeriana</i>	Silver Chub
Fish	<i>moxostoma carinatus</i>	River Redhorse
Fish	<i>notropis taxanus</i>	Weed Shiner
Fish	<i>etheostoma</i>	Mud Darter
Fish	<i>eheostoma clarus</i>	Western Sand Darter
Fish	<i>hiodon alosoides</i>	Goldeye
Fish	<i>ictiobus niger</i>	Black Buffalo
Fish	<i>macrhybopsis aestivalis</i>	Shoal Chub
Fish	<i>notropis amnis</i>	Pallid Shiner
Fish	<i>opsopoeodus emiliae</i>	Pugnose Minnow
Plant	<i>potamogeton vaseyi</i>	Vasey's Pondweed

Source: Wisconsin Natural Heritage Inventory

## **Soil Types**

Campbell is the only Town in La Crosse County in which agricultural use is not a major planning factor, either now or in the future. Therefore the evaluation of soils for their agricultural suitability is somewhat of a mute point. Small-scale home gardeners either use highly modified urban soils, with topsoil brought in from an outside source, or can devote the time and attention necessary to nurture produce from soils a larger farm operation would find marginal in productivity. In the past French Island did support an active farm economy.

The Town of Campbell soils all share sand as a parent material. Suitability for traditional commercial agriculture is generally limited, with coniferous tree plantations being a recommended use for similar soils in less intensely urbanized locations than Campbell.

## **Natural Features**

The beautiful Mississippi River, Black River, and Lake Onalaska allow for scenic views and natural enjoyment. Red Oak Ridge, a large island within Lake Onalaska, is a scenic feature that many people enjoy. The Frog Pond and surrounding lagoon is a natural conservation area that school children are able to visit and make nature observations for educational purposes.

## **EXISTING CONDITIONS—Cultural Resources**

The purpose of this section is to inventory and support the management of cultural resources in the Town of Campbell. Many communities often ignore cultural and historic resources in order to deal with “real” issues facing their community. However, the proper appreciation of these assets is vital to the long-term success of a community. Respecting and utilizing these available resources increases the overall quality of life and provides opportunities for tourism.

Determining what defines cultural and historic resources has been left open to some interpretation. For the purpose of this report, historic resources include historic buildings and sites (as identified by the National Register of Historic Places), museums, churches, cemeteries, old country schools, and other buildings deemed appropriate by the community. The information presented here is to serve as a guide to cultural and historic resources but is not inclusive.

### **Threats to Cultural Resources**

Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community.

### **Historical Preservation Ordinances and Commissions**

The establishment of a historical preservation ordinance and commission is one of the most proactive methods a community can take to preserve cultural resources. A historical preservation ordinance typically contains criteria for the designation of historic structures, districts, or places, and procedures for the nomination process. The ordinance further regulates the construction, alteration, or demolition of the exterior of a designated historic site or structure. Contact the Wisconsin Historical Society’s Division of Historic Preservation for more information.

A community with a historic preservation ordinance may apply for Certified Local Government (CLG) status, with the Wisconsin State Historical Society. Once a community is certified, they become eligible for

- Matching sub-grants from the federal Historic Preservation Fund,
- Use of Wisconsin Historic Building Code,
- Reviewing National Register of Historic Places nominations allocated to the state.

## **Churches**

Churches historically have had a significant impact on the culture of a community. They sometimes are also the only places where rural residents can gather to discuss important issues in their community.

## **Cemeteries**

Cemeteries are identified as prominent historic and cultural resources. They can provide an historic perspective of an area, providing the names and ethnicities of previous residents. The Community Facilities map locates the only cemetery on French Island.

## **Architecture and History Inventory (AHI)**

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. The Wisconsin Historical Society's Division of Historic Preservation maintains the inventory. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties became part of the inventory as a result of a systematic architectural and historical survey beginning in 1970s. Caution should be used as the list is not comprehensive and some of the information may be dated, because some properties may have been altered or no longer exist. Due to cutbacks in funding, the Historical Society has not been able to properly maintain the database. In addition, many of the properties in the inventory are privately owned and are not open to the public. Inclusion of a property conveys no special status, rights or benefits to the owners. Contact the Wisconsin Historical Society for more information about the inventory.

## Cultural Resources Inventory—Historic Resources

The Wisconsin State Historical Society maintains an inventory of Architectural and Historical Sites. It has identified 10 historically and/or architecturally significant sites within the Town of Campbell. Included are historic residential, commercial, retail, and institutional sites. Table 5.2 lists these sites.

It is important to note that inclusion in the Architecture and History Inventory conveys no special status or advantage; this inventory is merely a record of the property. The inventory is the result of site reconnaissance conducted by the staff of the Wisconsin State Historical Society.

**Table 5.2: Architecture and History Inventory • Town of Campbell**

HISTORIC NAME	LOCATION	RESOURCE TYPE
Canadian Pacific Railroad Bridge	E. of Bainbridge St. over Black River	
House	126 Caroline St.	Bungalow, balloon frame, stucco, 1925c
Hotel/motel	1331 Caroline St.	Side-gabled, balloon frame, clapboard, 1880c
House	1914 Lake Shore Dr.	Quonset, balloon frame, asbestos, 1935c
House	1326 Bainbridge St.	Front-gabled, balloon frame, clapboard, 1930c
La Crosse Municipal Airport	North end of Fanta Reed Rd., French Island	Astylistic utilitarian building, masonry, concrete, 1945c
Upper French Island School	NE corner Lake Shore Dr./Plainview Rd.	Bowstring truss, brick, 1925
French Island Cemetery	Fanta Reed Rd. at Lake Shore Dr.	Cemetery, 1870c
House	1009 Hanson Rd.	Side-gabled, balloon frame, wood shingle, 1930c
House	2830 Bayshore Dr.	Front-gabled, balloon frame, log, 1940c

Source: Wisconsin State Historical Society with updates done by Town of Campbell.

## **Archaeological Site Inventory (ASI)**

The Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. The Wisconsin Historical Society's Division of Historic Preservation maintains the inventory. Similar to the AHI, the ASI is not a comprehensive or complete list; it only includes sites that have been reported to the Historical Society. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. Contact the Wisconsin Historical Society for specific information about the inventory.

## **PROGRAMS**

### **Conservation Programs**

The following is a list of the active conservation programs available in La Crosse County. These programs are administered through the cooperative effort of various federal, state, and local agencies.

#### ***Wisconsin Nonpoint Source Priority Watershed Program (NPS)***

Purpose: to improve and protect water quality.

#### ***Wetland Reserve Program (WRP)***

Purpose: to restore drained wetland and protect them with a 30-year or perpetual easement.

#### ***Wildlife Habitat Incentives Program (WHIP)***

Purpose: to develop or improve wildlife habitat on privately owned land.

## **CULTURAL RESOURCE AGENCIES AND PROGRAMS**

### **Wisconsin Historical Society**

The Society serves as the archives of the State of Wisconsin. It collects books, periodicals, maps, manuscripts, relics, newspapers, and audio and graphic materials as they relate to Wisconsin. It maintains a museum, library, and research facility in Madison, as well as a statewide system of historic sites, school services and area research centers. It administers a broad program of historic preservation and publishes a wide variety of historical materials, both scholarly and popular. The historical society can also provide assistance for various state and federal programs.

### **National Park Service**

The National Park Service administers the National Register of Historic Places. In addition to honorific recognition, listing in the National Register provides:

- Consideration in planning for Federal, federally licensed, and federally assisted projects,
- Eligibility for certain tax provisions,
- Qualification for Federal grants for historic preservation, when funds are available.

### **National Trust For Historic Preservation**

The National Trust for Historic Preservation is a nonprofit organization with more than 200,000 members. The Trust provides leadership, education, and advocacy training to support efforts to save America's historic places.

### **Wisconsin Trust for Historic Preservation (WTHP)**

The WTHP, established in 1986, is a private non-profit organization dedicated to the preservation of the historical, architectural, and archaeological heritage of Wisconsin. The Trust advocates for legislation and policies designed to encourage statewide historic preservation. Examples of some of the programs they initiate are:

#### **• Wisconsin Main Street Program**

A comprehensive program designed to revitalize designated downtowns and give new life to historic business districts

#### **• Heritage Tourism Initiative**

The Heritage Tourism Initiative has helped develop grassroots heritage tourism organizations by encouraging Wisconsin communities to use their unique features to tap into the mushrooming heritage tourism market -- and protect that heritage at the same time.

## **NATURAL RESOURCE AGENCIES AND PROGRAMS**

There are a number of available state and federal programs to assist with agricultural, natural, and cultural resource planning and protection. Below are brief descriptions of various agencies and programs. To find out more specific information or which program best fits needs, contact the agency directly.

### **Wisconsin Department Of Natural Resources (WI-DNR)**

The Department of Natural Resources is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of our state. It is the one agency charged with full responsibility for coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors. The Wisconsin DNR has a number of programs available ranging from threatened and endangered species to water quality to parks and open space to wetlands. The DNR is available to provide information on endangered and threatened species. See their website for the Endangered Resources (ER) Program at <http://www.dnr.state.wi.us/org/land/er/> or contact the Program at 608/266-7012.

The Bureau of Community Financial Assistance (CFA) administers grant and loan programs, under the WI-DNR. Financial program staff works closely with local governments and interested groups to develop and support projects that protect public health and the environment, and provide recreational opportunities.

### **Wisconsin Department Of Trade And Consumer Protection (DATCP)**

The Wisconsin Department of Trade and Consumer Protection inspects and licenses more than 100,000 businesses and individuals, analyzes millions of laboratory samples, conducts hundreds of hearings and investigations, educates businesses and consumers about best practices, adopts rules that have the force of law, and promotes Wisconsin agriculture at home and abroad. Specifically DATCP has two divisions that relate directly to the agriculture and natural resource section of the comprehensive plan. The Environmental Division focuses on insects, land and water, as well as plants and animals. The Agricultural Division focuses on animals, crops, agricultural, land, and water resources.

### **Wisconsin Natural Resource Conservation Service (NRCS)**

The Natural Resources Conservation Service is the federal agency that works with landowners on private lands to conserve natural resources. NRCS is part of the U.S. Department of Agriculture,

formerly the Soil Conservation Service or "SCS." Nearly three-fourths of the technical assistance provided by the agency goes to helping farmers and ranchers develop conservation systems uniquely suited to their land and individual ways of doing business. The agency also assists other private landowners and rural and urban communities to reduce erosion, conserve and protect water, and solve other resource problems.

**Environmental Protection Agency (EPA) Region 5**

The Environmental Protection Agency is a federal agency of the United States government, responsible for regulating environmental pollution and environmental quality. The EPA has been one of the lead agencies within the United States Government on the climate change issue.

## **Chapter 6: ECONOMIC DEVELOPMENT**

### **Goals:**

1. Continue to develop business and industry where appropriate to strengthen and diversify the tax base.
2. Create a strong local economy by meeting the needs of existing businesses, attracting new employers and promoting the creation of jobs.

### **Objectives:**

1. Explore funding opportunities through the use of T.I.F. districts and other mechanisms for funding opportunities, whether public or private.
2. Work with La Crosse County to implement zoning that will encourage appropriate use of existing land for economic development.

### **Policies:**

1. Continue membership in organizations, such as La Crosse Area Development Corporation and the La Crosse Area Chamber of Commerce, which promote commercial and retail development.
2. Continue to cooperate with all entities involved in promoting Economic development through meeting the needs of all aspects of transportation, utilities and education.
3. Create an environment that will encourage cooperation and a positive attitude between businesses and residents that will be of mutual benefit.

## INTRODUCTION

The economic viability of a community is essential to quality of life and to the ability of government to finance services needed by residents and businesses. Campbell is not different from other communities. Residential, commercial, and industrial uses return different levels of revenue and require different levels of municipal services.

The area's economy has changed considerably in the last fifty years. Two-income families, the automobile, and accepted commute times have changed who conducts business in the communities and when. At the same time among the strengths of the area is its major highway access, and an educational system that contributes to a quality workforce. The community's future economic vitality and stability will depend on capitalizing on these positives and creatively working in cooperation with the business community to have a well-balanced and diversified economic strategy.

Technology has brought changes to industrial businesses. Through improved waste treatment and best management practices, manufacturing facilities are capable of being as clean as any office complex. In today's world, industries often are evaluated on their use of local skills and talents, their effect on the environment and quality of life, and how they affect municipal services. Changes in the regional market, for example, have brought many firms to the Fox Valley. Properly designed industrial parks can be good neighbors, if attention is paid to proper zoning, density, utilities, and access.

Any economic development strategy should be fiscally sound. Campbell must determine its assets and aggressively market its strengths.

The objectives in this chapter encourage a fiscally sound economic development strategy that capitalizes on existing land availability and promotes growth in those areas set aside for commercial and industrial development.

There will be increasing competition for economic development dollars from other communities and it will be necessary to market aggressively in seeking firms to locate here.

Economic growth means that new businesses will start to pay a share of local property taxes, making the share for residential property owners a little less. Economic development also means jobs for residents.

## **EXISTING CONDITIONS**

This chapter contains a compilation of background information required for the comprehensive plan. At the end of the chapter are goals, objectives, policies and recommended programs to attract and retain businesses that are consistent with the overall land use and environmental objectives of the community. As required by Wisconsin Statutes §66.1001.(2)(f), this chapter includes an assessment of new businesses and industries that are desired in the Town, and assessment of the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

## Strengths and Weaknesses for Economic Development

The following strengths and weaknesses were identified by the Plan Commission during the preparation of the Campbell Comprehensive Plan. The Town would like to attract business and industries that are compatible with the Town's island character and proximity to I-90.

**Table 6.1: Strengths and Weaknesses of the La Crosse Economy**

Strengths	Weaknesses
Proximity to regional center (City of La Crosse)	Potential loss of Hiawatha Island tax base
Multiple transportation modes (airport, barge, vehicular)	Uncertain future boundaries in 20 years
Low unemployment rate	Some areas of poor potable water quality
Great natural resource amenities	Areas of French Island prone to flooding
Interstate 90 and interchange	Close proximity to the City of La Crosse sometimes leads to disputes
Sound industrial job/tax base	
Good median family income	
Areas of good quality private wells	
Businesses now have the option of obtaining water from the La Crosse Water Utility and that should help promote commercial and industrial growth.	

## Labor Force Trends

The Town's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to the 2000 Census, the total labor force (population 16 years and over) in the Town of Campbell was 3,638 in 2000. The percent of persons in the labor force was 74.8% of which 69.8% were employed and 6.7% were unemployed.

**Table 6.2: Employment Status as a Percentage, 2000**

	Population 16 years and over	Civilian labor force	Employed	Unemployment Rate	Armed Forces	Not in labor force
Town of Campbell	3,638	74.8%	69.8%	6.7%	0%	25.2%
La Crosse County	84,831	70.2%	67.3%	4.1%	0%	29.8%

Source: U.S. Bureau of the Census, 2000

Table 6.3 shows the occupation distribution of Campbell resident workers. Town workers are primarily split between the management, professional, and related occupation (30.6%) and the sales and office occupations (23.4%). Service occupations employ another 15.4% of the labor force.

**Table 6.3: Occupational Structure as a Percentage of Labor Force, 2000**

	Employed civilian population 16 years and over	Management, professional, and related occupations	Service	Sales and office	Farming, fishing, and forestry	Construction, extraction, and maintenance	Production, transportation, and material moving
Town of Campbell	2,540	30.6%	15.4%	23.4%	0.4%	8.0%	22.2%
La Crosse County	57,073	30.8%	16.8%	27.4%	0.3%	7.6%	17.0%

Source: U.S. Bureau of the Census, 2000

## Economic Base

The La Crosse County economy is supported by many strong employers (Table 6.4). Many of these employers are based in the La Crosse Metropolitan Area, but their employees come from all over the county and the region. The table below outlines the top employers in both the private and public sectors.

**Table 6.4: Top Employers in La Crosse County**

<b>Private</b>		
Gundersen Lutheran	5,000 FTE employees	Health Care
Trane	2,500 FTE employees	Manufacturer
Franciscan Skemp Healthcare/Mayo Health System	2,350 FTE employees	Health Care
Kwik Trip	900 FTE employees	Convenience Store
CenturyTel	830 FTE employees	Telephone Utility
The Company Store	567 FTE employees	Manufacturer
APAC Customer Service	500 FTE employees	Telephone & Telecommunications
Dairyland Power Cooperative	425 FTE employees	Electric Utility
Bethany-St. Joseph Corp.	420 FTE employees	Nursing Home
Burlington Northern Santa Fe Railroad	400 FTE employees	Rail Transport

<b>Government/Education</b>		
County of La Crosse	1,100 FTE employees	Government
School District of La Crosse	1,060 FTE employees	Education
University of Wisconsin-La Crosse	1,000 FTE employees	Education
City of La Crosse	525 FTE employees	Government
School District of Holmen	449 FTE employees	Education
Western Wisconsin Technical College	418 FTE employees	Education

Source: La Crosse Area Chamber of Commerce. 2005

Table 6.5 lists the top ten industry groups by employment for La Crosse County in March 2003. Two (2) industry types experienced employment increases between 2002 and 2003; most of the gains were in health care, and finance. Six (6) industry types were down in 2003; most of these job losses were in wholesaling, and merchandising. Data was unavailable for two (2) of the ten (10) industry types.

**Table 6.5: Top Industry Groups: La Crosse County**

Industry Group	March 2003		Number change
	Employers	Employees	2002-2003
Educational Services	30	5,428	-64
Food Services and Drinking Places	205	4,977	-5
Hospitals	(x)	(x)	(x)
Ambulatory Health Care Services	103	4039	472
Machinery Manufacturing	(x)	(x)	(x)
Administrative and Support Services	97	2421	-78
Merchant Wholesalers, Nondurable Goods	54	2139	-312
Credit Intermediation and Related Activity	45	2013	216
General Merchandise Stores	12	1955	-152
Nursing and Residential Care Facilities	16	1805	-78

Source: Wisconsin Department of Workforce Development, 2003

Table 6.6, provided by the State Department of Workforce Development, outlines the annual wages earned by La Crosse County employees organized by industry. Most of the industries are providing County employees with a strong income base. As found throughout the State, leisure, hospitality and other service industries pay a lower average annual wage.

**Table 6.6: Average Annual Wage by Industry Division in 2003**

	Average Annual Wage
All Industries	\$29,982
Natural Resources	\$29,952
Construction	\$36,917
Manufacturing	\$37,342
Trade, Transportation, Utilities	\$26,404
Information	\$40,021
Financial Activities	\$35,861
Professional & Business Services	\$31,815
Education & Health	\$34,901
Leisure & Hospitality	\$9,588
Other Services	\$17,483
Public Administration	\$32,509

Source: State of Wisconsin Department of Workforce Development, 2003

## Educational Attainment

Educational attainment is an important element of a community’s labor force. According to the 2000 Census, 87.9% of the Town’s population, age 25 and over, were high school graduations. This compares to 84.6% for La Crosse County. Town residents, age 25 and over, holding a bachelor’s degree or high was 19%—lower than La Crosse County (25.4%).

**Table 6.7: Educational Attainment by Percentage of Population, 2000**

	Population Over 25 Years	Less than 9th grade (%)	9th to 12th grade, no diploma (%)	High school graduate - includes equivalency (%)	Some college, no degree (%)	Associate degree (%)	Bachelor's degree (%)	Graduate or professional degree (%)
Town of Campbell	1,135	5.1%	7%	35.9%	21.8%	11.2%	14.1%	4.9%
La Crosse County	63,308	4.1%	6.2%	31.9%	21.7%	10.6%	16.3%	9.1%

Source: U.S. Bureau of the Census, 2000

## Commuting Patterns

Table 6.8 illustrates that 90% of Town workers drive alone to a place of work. The mode of transportation can best be explained since most jobs are not located on French Island and there is limited public transportation. Like the rest of the county, mean travel time to work is in the range of 16-17 minutes.

**Table 6.8: Mode of Transportation to Work, 2000**

	Workers 16 years and over	Car, truck, or van — drove alone	Car, truck, or van — carpooled	Public transportation (including taxicab)	Walked	Other means	Worked at home	Mean travel time to work (minutes)
Town of Campbell	2,512	90.1%	6.3%	0.8%	0.8%	0.4%	1.6%	16.2
La Crosse County	55,971	81%	8.8%	1.3%	4.9%	1.0%	2.9%	17.3

Source: U.S. Bureau of the Census, 2000

## Commercial and Industrial Building Trends

Table 6.9 identifies the most significant industrial park in Campbell which is located at the south end of French Island.

**Table 6.9: Industrial and Business Parks in Campbell**

Name	Location	Size (acres)
French Island Multi-Modal Facility	Campbell	N/A

Source: La Crosse Area Development Corporation, 2005

## Environmentally Contaminated Sites

The Comprehensive Planning Law requires communities to evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The Wisconsin Department of Natural Resources (WDNR) Environmental Remediation and Redevelopment Program (ERP) maintains a list of contaminated sites. The WDNR identifies brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” Properties listed in the WDNR database are self-reported and do not represent a comprehensive listing of possible brownfields in the community. Other state and federal databases may provide more comprehensive lists for the Town. The Town encourages the re-use of environmentally contaminated sites when feasible.

**Table 6.10: Contaminated Sites in Campbell**

Site/Address	Type of Sites
09-32-294037 J. Brennan Co., Inc. 820 Bainbridge St.	NAR

Source: State of Wisconsin Department of Natural Resources, 2006

## Employment Projections

The State of Wisconsin’s Department of Workforce Development’s “La Crosse County Workforce Profile” provides insight into the regional employment forecast for the County. This section illustrates employment forecasts for the La Crosse County area and for the entire State of Wisconsin.

Table 6.11 lists the top 10 occupations experiencing the fastest growth rates and the most job openings in Western Wisconsin. Many of the fastest growing occupations fall into either the “management, professional or related occupations” category or the “service” category, and there is a particular growth trend in computer software and support occupations as well as medical support occupations. The areas with the most openings are generally “service occupations,” with some exceptions.

**Table 6.11: Western Region Occupation Projections: 2010**

	Top Ten Occupations	Education & Training Typically Required*	Average Wage**
Fastest Growth	Computer Support Specialists	Associate degree	\$16.65
	Network Systems/Data Communications Analysis	Bachelor's degree	\$23.49
	Medical Records/Health Info Techs	Associate degree	\$11.43
	Medical Assistants	1-12 mo. on-the-job	\$10.61
	Personal and Home Care Aides	1-month or less training	\$8.25
	Computer/Information Systems Managers	Work experience & degree	\$29.77
	Social/Human Service Assistants	1-12 mo. on-the-job	\$12.30
	Computer Systems Analysts	Bachelor's degree	\$24.14
	Home Health Aides	1-month or less training	\$9.03
	Dental Assistants	1-12 mo. on-the-job	\$10.93
Most Openings	Combination Food Preparation/Service Workers Including Fast Food	1-month or less training	\$6.91
	Cashiers	1-month or less training	\$7.60
	Retail Salespersons	1-month or less training	\$9.04
	Waiters/Waitresses	1-month or less training	\$7.55
	Registered Nurses	Bachelor's degree	\$20.23
	Truck Drivers/Heavy/Tractor-Trailer	1-12 mo. on-the-job	\$20.88
	Janitors/Cleaners, Maids/Housekeepers	1-month or less training	\$9.42
	Office Clerks/General	1-month or less training	\$10.27
	Bartenders	1-month or less training	\$7.41
	Nursing Aids/Orderlies/Attendants	1-month or less training	\$9.95

Source: WI DWD, Bureau of Workforce Information, 2002

Western WDA includes Buffalo, Crawford, Jackson, Juneau, La Crosse, Monroe, Trempealeau and Vernon counties.

\*The most common way to enter the occupation, not the only way

\*\* Wages from Occupation Employment Statistics survey responses for region, 2001

## **ECONOMIC DEVELOPMENT PROGRAMS**

### **State of Wisconsin Economic Development Plans and Programs**

#### ***Tax Incremental Financing (TIF)***

This program helps towns, cities, and villages in Wisconsin attract industrial and commercial growth in underdeveloped and blighted areas. A city or village can designate a specific area within its boundaries as a TIF district and develop a plan to improve its property values. Taxes generated by the increased property values pay for land acquisition or needed public works.

#### ***The Early Planning Grant Program (EPG)***

This program helps individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed start up or expansion.

#### ***WHEDA-Linked Deposit Loan Subsidy (LIDL)***

This program helps women and minority-owned businesses by offering low interest loans through local lenders. The LIDL Program can be used for expenses including land, buildings and equipment.

#### **WHEDA-Small Business Guarantee Program**

This program offers a pledge of support on a bank loan. Loan proceeds can be used to expand or acquire a small business. It can also be used to start a day care business.

#### **Wisconsin Financing Alternatives**

The State of Wisconsin is an active partner with new, existing, and start-up businesses concerning its ability to offer financing programs and incentive programs. The Department of Commerce has a broad range of financial assistance for its businesses. Most of the programs are low interest loans that are repaid to a local unit of government. On a limited basis, Commerce offers programs that are structured as grants or as forgivable loans.

#### **Small Business Administration (SBA) Financing**

Wisconsin Business Development Finance Corporation (WBD) is a private, non-profit corporation serving the long-term credit needs of small business. WBD is certified by the SBA as a “development company,” thereby enabling it to package certain SBA loan programs that are blended with bank loans and a down payment from the business owner.

## **Chapter 7: INTERGOVERNMENTAL COOPERATION**

### **Goals:**

1. Cooperate with other units of government around Campbell to obtain the highest quality service for township residents in the most cost-effective manner possible.
2. Maintain boundary agreement.
3. Maintain Campbell as a self-governing unit.
4. Maintain and build strong relationships with neighboring communities through participating in area community agreements, contracts, programs, and discussion groups.

### **Objectives:**

1. To work with neighboring communities to lower cost of providing services for township residents.
2. To identify any areas of disagreement or concern and make a concerted effort to resolve differences to the mutual benefit of the township and other entities.

### **Policies:**

1. Continue to encourage a cooperative, working relationship with area communities to promote business opportunities in Campbell and the surrounding areas.
2. Maintain and increase opportunities for resident involvement.

## **INTRODUCTION**

Many cities, towns, villages, and counties begin cooperative arrangements to lower costs and promote efficiency. Most arrangements involve only two governmental units, but there are also agreements among multiple units. Intergovernmental cooperation may range from formal joint power agreements to unwritten understandings. Two communities may have an unwritten agreement about sharing road repair equipment, or a cluster of cities and towns may have a written agreement concerning snow removal, economic development, fire, or EMT services. The opportunities for intergovernmental cooperation are endless.

Intergovernmental cooperation is an effective way for local governments to respond to changing and diverse needs by working together with their neighbors, while maintaining their own identity. If an agreement can be reached among two or more units of government, services can often be provided with substantial cost savings. Cooperation can also eliminate unnecessary duplication of services or purchasing of equipment.

Successful implementation of the recommendations of a comprehensive plan involves a complex set of intergovernmental factors. The Town cannot achieve a common vision on its own. First, the vision extends beyond its existing boundaries into areas for which other units of government also have visions, and usually more authority. Second, even within its boundaries, other units of government have substantial influence (e.g., county, schools, state highways, etc.). Often coordination with other units of government is the only way, or the most effective way, to solve a problem or achieve an objective.

## **EXISTING CONDITIONS**

This element contains an overview of Campbell's intergovernmental relationships. It also identifies known or existing potential conflicts between the Town and adjacent jurisdictions.

### **Town of Campbell Intergovernmental Relationships**

The Town, located on French Island, is bordered by the City of La Crosse. Over the years, an often times contentious relationship has existed with the City, stemming primarily from annexation and water service issues. Presently, a thirty-year boundary agreement exists that has caused the tension between the jurisdictions to ease.

### **La Crosse County**

The Town of Campbell has been included in many County Plans (Comprehensive, transportation). The Town will submit this Comprehensive Plan for inclusion in the County's Comprehensive Plan.

### **Regional Planning Jurisdiction**

#### **Mississippi River Regional Planning Commission (MRRPC)**

Campbell is located within the Mississippi River Regional Planning Commission's (MRRPC) jurisdiction. The MRRPC prepares and adopts regional or county-wide plans and represents Pierce, Pepin, Buffalo, Trempealeau, La Crosse, Vernon, Crawford, Jackson, and Monroe counties. The RPC was established to:

- Carry out comprehensive and intergovernmental planning;
- Have jurisdiction throughout the seven-county area, including incorporated and unincorporated areas;
- Meet area-wide requirements so local jurisdictions could receive federal grants;
- Provide an organization to receive federal grants.

Services provided by the RPC include:

- Comprehensive planning

- Open space, recreational and environmental planning
- Economic development
- Demographic information and projects
- Technical assistance to local governments
- Geographic information services
- Aerial photography distribution

MRRPC's planning documents and profiles that relate to La Crosse County include:

- The MRRPC Comprehensive Economic Development Strategy, 2001;
- The MRRPC Economic Development Program, 2000; and
- The MRRPC Industry Cluster and Regional Trade Report, 2001.

### **Metropolitan Planning Organization (MPO)**

All of the Town of Campbell lies within the La Crosse Urban Area. This is a planning designation originally conceived for transportation planning and funding purposes by the Federal Department of Transportation. These Urban and Metropolitan areas are required to prepare various types of transportation plans, such as highway, mass transit, and bicycle/pedestrian.

The policy organization that administers the Urban Area Transportation Planning is called the Metropolitan Planning Organization (MPO). In La Crosse, the MPO is the La Crosse Area Planning Committee (LAPC) that is composed of the mayors, presidents, or chairmen of: the cities of La Crosse, Onalaska, and La Crescent (MN); , the villages of Holmen and West Salem; the towns of Campbell, Medary, Onalaska, and Shelby; and the La Crosse County Board Chairman. The La Crosse City Planning Department provides technical transportation planning services to the LAPC.

### **Important State and Federal Agency Jurisdictions**

There are many state and federal agencies that affect planning in La Crosse County and the Town. The Wisconsin Department of Transportation (DOT) District 5 plays a critical role in many aspects of the County's transportation system, from highway design and development to bicycle and pedestrian facilities and networks. The Wisconsin Department of Natural Resources (DNR) also has a prominent role in the County because of the many DNR-owned land and facilities that are located here. The University of Wisconsin Extension office is located in the City of La Crosse and serves as an educational resource for County residents. The U.S. Fish and Wildlife Service maintains a presence in the County because of the Upper Mississippi River National Wildlife and Fish Refuge. The U.S Army Corps of Engineers also maintains a presence

in the County because of their ownership and management of locks and dams along the Mississippi River, which borders the western edge of the County. The County and its local units of government recognize the importance of working with these state and federal agencies, and are committed to continuing an ongoing dialogue with these agencies, both during and after the development of this Comprehensive Plan.

### **School Districts**

The Town has enjoyed a good working relationship with the La Crosse School District and expects to continue so in the future. No known conflicts have been identified.

### **Existing or Potential Conflicts and Processes to Resolve Conflicts**

As mentioned above, long-time contentious issues with the City of La Crosse are being addressed through a boundary agreement. The best method to address issues (i.e., water service) is through continued open discussion of concerns. Boundary agreements/intergovernmental service agreements are suggested instruments and processes to resolve conflicts.

## **8. LAND USE**

### **Goals:**

1. Encourage controlled growth to achieve a desired mix of land use.
2. Provide for orderly land development.
3. Minimize conflicting land uses.
4. Set aside or plan to redevelop areas for commercial, and/or industrial (light or heavy) use to maintain a varied tax base.

### **Objectives:**

1. Partner with La Crosse County to rezone areas for appropriate use.
2. Work to develop and maintain a consistent zoning policy.

### **Policies:**

1. Create a subdivision ordinance.
2. Ensure that new developments are compatible with and complementary to surrounding land uses.

## **INTRODUCTION**

A key consideration in the preparation of the land use element for a community is the identification of the goals that reflect the collective values and attitudes held regarding future development. These goals and the more specific objectives and policies are intended to represent a collective statement expressing what is desirable in relation to future development.

Land use is often one of the more controversial issues confronting communities. In many instances, communities were originally platted and land use decisions were made with little regard to natural limitations on development or the interests of the community as a whole. Today, with better knowledge of these limitations, communities are faced with making more intelligent choices as to where future development should occur. Instead of working with a clean slate, however, communities must contend with existing uses and how new development might affect or be affected by them. The land use decisions in this plan are meant to take into account the knowledge and policies of the other elements of this plan.

The purpose of this section is to analyze how the land in the Town of Campbell is currently being used, and what constraints to development exist in these areas. This section will also discuss the future land use needs in the Town.

## **EXISTING CONDITIONS**

The Land Use Element was prepared pursuant to Section 66.1001 of the Wisconsin Statutes. Section 66.1001 requires this element to include a compilation of objectives, policies, goals, maps and programs to guide the future development of public and private property. Further, the element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land use conflicts. The element shall also contain projections based on background information, for 20 years, including five-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands, and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities will be provided in the future and the general location of future land uses by net density or other classifications.

### **Existing Land Use**

The Town of Campbell is currently located entirely on French Island and a companion smaller island called Hiawatha Island. There are at least two other somewhat good size uninhabited islands that are included within the boundaries of the Town. Collectively the term “French Island” is commonly used to refer to anywhere in the Town.

The northeast one-third of French Island is occupied by the La Crosse Municipal Airport and is incorporated into that City. The airport property originally included additional land that has been divided and sold into industrial lots. These too are incorporated into La Crosse. Near the south boundary of the airport is the large Ace Hardware distribution center, also within the City of La Crosse. The west boundary of the airport is Lakeshore Drive that lies within the Town. It is designated as CTH BW. Single family, detached, residential use lies west of Lakeshore Drive in the Town. As in much of the Town, some of the residences are older houses, many of which were built as summer cottages and gradually converted to year-round residences over the years. Other houses are less than 10 years old. Most of the newer residential development lies north of Interstate 90 with the newest major subdivision activity occurring west of lakeshore and south of Plainview.

The Town has been urbanized south of I-90 for a longer period. Although the predominant residential occupancy is in single-family homes, there are scattered multi-unit residential buildings. The largest concentration of these is on Caroline and La Crescent Streets, between Elm Street and Tellin Court. Other multi-unit dwellings are found on Bainbridge Street, and in

scattered locations elsewhere in the southern part of the island. The most significant area of industrial use within the Town is located on Bainbridge, south of Usher Street. Here the unique combination of commercially navigable river access and main line railroad access makes the location the most desirable in the overall La Crosse urban area for “heavy” industry that requires rail or water transport. A disadvantage to this location is its distance from I-90. Truck traffic generated by the industry on the south end of the island must travel north/south on Bainbridge (CTH B) to reach the interstate.

The southernmost tip of the island is the location of the Xcel Energy’s generating plant and a refuse-derived fuel facility that accepts household and industrial waste from several counties in Wisconsin and Minnesota. The fuel facility manufactures fuel pellets that are burned in the power plant. Its primary contract (with La Crosse County) is valid until July 1, 2008. This facility is incorporated into the City of La Crosse although the truck traffic that it generates obviously impacts the Town of Campbell.

## **Land Use Supply**

The major areas of vacant land available for development are:

- Infill in the industrial area on the south end of the island. Although much of this area is currently occupied by bulk storage of pig iron, road salt, liquid products, and steel, a major development could be accommodated with rearrangement of the existing facilities.
- The open tract of land at the west end of the Sky Harbour commercial development currently used for a ball field is privately owned and available for development with economics make it feasible. This potential development is designed in the plan as commercial.
- The open land at the west end of Lakeview Avenue, known as the Baumgartner Addition, is designed in the plan as residential, 7,500 sq. ft. lots, with emphasis on single-family dwellings.
- The tract of land formerly occupied by a recreational trailer sales company, located at the intersection of Dawson Street and Fanta Reed Road, both of which are designated CTH B, is best suited for commercial use.
- The area east of Bainbridge, west of Dawson, and south of I-90 is recommended for commercial center (CC).

**Table 8.1: Existing Land Use (acres)**

	<b>Residential</b>	<b>Commercial</b>	<b>Manufacturing</b>	<b>Agricultural</b>	<b>Swamp and Waste</b>	<b>Forest</b>	<b>Total</b>
Town of Campbell	803	131	11	0	39	0	8,071
La Crosse County	20,233	6,119	2,346	115,284	7,308	89,743	307,274

Source: Mississippi River Planning Commission, 2000

**Table 8.2: Population and Household Density**

			<b>Area in Square Miles</b>			<b>Density (Sq. Mi of Land Area)</b>	
			<b>Population</b>	<b>Housing Units</b>	<b>Total Area</b>	<b>Water Area</b>	<b>Land Area</b>
Town of Campbell	4,410	1,823	12.57	8.73	4.0+	1,148.00	474.5
La Crosse County	107,120	43,479	479.92	27.18	452.74	236.6	96

Source: U.S. Bureau of the Census, 2000

## **Land Use Demand**

Most of the Town of Campbell (French Island) is currently developed. Economic growth on the island will primarily be in the form of development on the few remaining vacant parcels and redevelopment of under developed lands.

## **Land Prices**

A sampling of real estate listings indicate vacant land prices range from \$25,000 to \$62,900 per acre with an average of \$44,100.

## **Opportunities for Redevelopment**

Due to the recent availability of public water, the area along Sky Harbor Drive offers the greatest opportunity for redevelopment (depicted on the future land use map as commercial).

## **Non-Residential Intensities**

The La Crosse County zoning ordinance regulates the intensity of nonresidential development outside of the municipalities with their own zoning. The following zoning districts are located throughout the County as shown on the following maps.

### **Commercial A (CA)**

Commercial A is the most restrictive zoning district in the Town. This is the most restrictive district of non-agriculture / non-residential zoning districts in the County. A wide range of uses are allowed by right including small retail stores, gas stations, restaurants, grocery and motels. A maximum height limit of three stories or 45 feet is allowed.

### **Commercial B (CB)**

This is the second most restrictive district of the three non-agriculture / non-residential zoning districts in the County. A wide range of uses are allowed by right including feed mills, hotels, newsstands, and animal hospitals. A maximum height limit of three stories or 45 feet is allowed.

### **Commercial C (CC)**

This zoning district permits uses allowed in the Commercial B and more intensive uses including:

- a) Wholesale warehouses, truck terminals, and freight houses
- b) Storage plants (not including junk yards)
- c) Bakeries, printing plants, laboratories
- d) Woodworking and sheet metal fabrication plants

The maximum height allowed is three stories or 45 feet.

### **Industrial (I)**

The industrial district allows a wide variety of industrial, warehousing, commercial and related uses. However, residential, educational, and institutional uses are generally prohibited. In addition, the ordinance specifically states that the following uses are allowable only after investigation and public hearing:

- a) Abattoirs (except slaughter of poultry)
- b) Acid manufacture
- c) Cement, lime, manufacture

- d) Distillation of bones
- e) Explosives manufacture or storage
- f) Fat Rendering
- g) Fertilizer manufacturing
- h) Garbage, rubbish, other dumping
- i) Glue manufacturing
- j) Junk yard
- k) Petroleum refining
- l) Smelting
- m) Stockyards

The maximum height for this district is 60 ft. or 5 stories.

## Future Land Use Projections

Future land use projections are located on the following page. These projections represent generalized growth scenarios based on state projections and current densities.

The calculations are based on the following sources and assumptions:

- a) State of Wisconsin- DOA Population and Household Growth Projections
- b) Residential density is based on number of housing units per acre, 2000
- c) Commercial and industrial uses are based on their 2000 ratio to residential development.

**Table 8.3: 20-Year Acreage Projections (5-year increments) • Town of Campbell**

	2005–2010	2011–2015	2016–2020	2021–2025
Residential	22	13	15	20
Commercial	44	39	39	32
Industrial	44	39	39	32
Agricultural/vacant	0	0	0	0

**ASSUMPTIONS:**

- Residential lots average 1/2 acres
- Commercial and industrial acreage equals 5% of projected residential average growth

## Future Land Use Plan

The Comprehensive Plan’s development goal states the desire to achieve a quality living environment through a well-planned mix of compatible land uses, while preserving the integrity of the natural environment. Objectives identified include seeking to enhance the Town’s potential for quality growth and development without adversely affecting the existing support services and facilities; develop an appropriate mix of land uses to provide for the present and future needs of the Town of Campbell; and seek to develop future land use activities that are compatible with existing natural resources.

Thus, the future land use plan is to be structured around these two basic premises, the existing conditions and development goals and objectives. The future land use plan map illustrates the proposed scheme for land use development. This plan map is discussed in the following sections for each land use category.

#### **SINGLE-FAMILY TYPE 5**

This district is generally intended for single-family detached residential development up to a maximum density of 6 dwelling units per acre.

#### **PUBLIC / INSTITUTIONAL**

This district encompasses a range of public, social, and institutional uses. These uses are public or semi-public, and generally tax exempt. Specific uses include schools, libraries, municipal buildings, emergency response and public safety buildings, or other governmental lands.

#### **COMMERCIAL – RETAIL**

This district includes areas dedicated to the sale of goods or merchandise for personal or household consumption. Structures include neighborhood stores, or designated shopping districts such as a downtown area. Commercial districts may also include malls or areas of intensive transportation access, such as interchange areas off highways and interstates.

#### **MIXED-USE**

Mixed-use development refers to the practice of containing more than one type of use in a building or set of buildings. This includes a combination of residential, commercial, industrial, office, institutional, or other uses.

#### **GENERAL INDUSTRIAL**

All industrial activities are allowed in this district including assembly plants, manufacturing plants, industrial machinery, shipping, and trucking.

#### **LIGHT INDUSTRIAL**

Light industry is usually a less intensive use than “general industry,” and is more consumer-oriented than business-oriented (i.e., most of light industry products are produced for end users rather than for use by other industries). Light industry has less environmental impact than heavy industry and is more tolerated in residential areas.

#### **ENVIRONMENTAL**

The Environmental District includes areas where special protection is encouraged because of unique landscape, topographical features, wildlife, or historical value. They contain the best remaining woodlands and wetlands, wildlife habitats, undeveloped shorelands and floodlands, groundwater recharge and discharge areas, and steeply sloped lands. In development areas, this

designation also refers to parks and open spaces used for recreation or environmental purposes. This district includes the following:

***Floodplain*** — A floodplain is flat or nearly flat land adjacent to a stream or river than experiences occasional or periodic flooding. It includes the floodway, which consists of the stream channel and adjacent areas that carry flood flows, and the flood fringe, which are areas covered by the flood, but which do not experience a strong current.

***Parks and Recreation*** — Land and water resources designated for recreation where people can engage in active and passive recreation activities.

***Open Space*** — Structured or unstructured open space areas required for various types of development, or reserved for recreation or aesthetic purposes. These spaces are generally suited for passive recreational pursuits, and are sometimes developed or reserved to buffer different types of land uses or resources.

## **LAND USE IMPLEMENTATION PROGRAMS**

### **Zoning and Sign Regulations**

Careful application of modern zoning controls can go far in assisting the community in accomplishing the goals of this comprehensive plan. The county zoning ordinance establishes definitions, standards and procedures for administrative and legislative bodies to review and approve specific land developments. The existing county zoning ordinance should be updated to reflect the plan recommendations for properties in the Town.

### **Land Division/Subdivision Regulations**

Instituting development standards for land subdivision is another regulating measure of importance in community development. It is essential that the opening of new residential and other areas, by the platting for sale of lots, be at a level that will not be a liability to the public at a future date. Subdivision regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land.

### **Official Mapping**

The official map is another tool for land use control that can be used to preserve the integrity of the comprehensive plan and to regulate future growth. Chapters 60 and 62 of the Wisconsin Statutes provide for the establishment of an official map to indicate all existing and planned streets, parks and other public uses. The official map enables the Town to prevent private development from occurring in areas designated for other uses.

## 9. IMPLEMENTATION

The comprehensive plan has been prepared to present a vision of the Town of Campbell and what that will mean in terms of population growth, land development, and infrastructure development. This vision simply identifies an intention—a statement of what the Town would like to achieve. But this statement says very little about how it can be achieved. This element is intended to provide a link between the vision and the reality. That link is in the various implementation strategies that can be used to translate the plan into action.

### **The Role of Implementation in the Comprehensive Planning Process**

It has been said that a plan is only as good as its implementation. The people of Campbell have worked hard to develop this plan as a vision of their future. Whether or not that vision is realized depends upon the degree to which the elements of the plan are put into place by the local government.

Local governmental bodies (elected and appointed) make decisions that determine whether or not the plan can be realized. All of this affects how the plan relates to the future development of the Town. Over the twenty-year life of the plan, hundreds of decisions will be made which will impact its success. Therefore, it is important that each of these decision-making bodies accepts the basic recommendations of the plan and makes decisions and recommendations based upon it.

This element looks at those tools already in place to help decision-making bodies in their work. It should be stated at the outset that the plan can be implemented using existing tools and regulations. No new laws or regulations are required in order for the plan to be realized. What is required is the commitment of all of the decision-making units to the ideals of the plan.

### **The Management of Growth and Change**

In lay terms, “growth” relates to the size of a community, measured by many different dimensions. “Change” relates to the character of a community, also measured by many different dimensions. Growth can influence change. Change can occur without growth, even with negative growth (e.g. loss of population).

The management of growth and change has been defined in a publication of the Urban Land Institute as: *“The utilization by government of a variety of traditional and evolving techniques, tools, plans, and activities to purposefully guide local patterns of land use, including the manner, location, rate, and nature of development.”*

To purposefully guide the management of growth and change requires a clear vision of what the community desires to be in the future. This vision is elaborated in this comprehensive plan. Achieving the vision, or implementing the plan, almost always requires a community to take a “proactive” position rather than a “reactive” position. However, both proactive and reactive positions must be carried out within the parameters of federal and state constitutional law, and pursuant to local municipal ordinances or duly established procedures.

## **Implementation Strategies**

The first and most important recommended implementation strategy is for the Town of Campbell government, at all levels, to embrace the concept of a proactive, coordinated effort to manage growth and change guided by the adopted comprehensive plan, utilizing when appropriate the many specific recommendations described in this element.

### ***1. Organization***

Coordination of all Town services and related local agencies consistent with the comprehensive plan is essential. To accomplish this, all key personnel should be well versed in the plan and should establish effective communications with their peers regarding actions that influence implementation of the plan.

Pursuant to the 1999 Wisconsin Act 9: Comprehensive Planning, the Town Board, Plan Commission or a special body appointed by the Town Board, should be responsible for updating the Comprehensive Plan at regular intervals (every 10 years) and for meeting all of the mandatory objectives and criteria of that Act no later than December 31, 2009 so as not to jeopardize the Town’s legal authority related to land use decisions.

Because of the complexity of Wisconsin Act 9, development trends affecting the Town, and the myriad of techniques available for managing growth and change, all Town officials (elected, appointed, and employed) should be offered training opportunities to enhance their knowledge and effectiveness.

### ***2. Fiscal Policies***

The fiscal integrity of the municipality and other local governmental units (e.g. school district) is directly related to the management of growth and change. For this reason, predictability is an essential feature.

To the extent reasonable, new development should occur at a rate consistent with the community’s ability to accommodate it physically (with infrastructure) and financially. Demand

for services should be balanced with the supply of high quality services, and public costs should be balanced with public revenues.

It is recommended that the Town prepare and update annually a report of the existing fiscal condition, of fiscal trends anticipated in the coming decade, and a mid-range (3-6 years) budget for all foreseeable Town expenditures and revenues. This would be similar to, but broader than, the typical capital improvements program. Such a mid-range budget will consider future personnel requirements, programmatic “soft” costs, and maintenance costs-as well as major project costs.

### ***3. Acquisition of Property***

From time to time it will be appropriate for the Town to acquire more property or limited rights to certain properties.

For example:

- Town facility sites
- additional park land
- rights-of-way for bikeways and pedestrian paths, not otherwise available through dedication
- conservation, scenic or historic easements (limited rights)

To the extent possible, these expenditures should be consistent with the comprehensive plan or a companion official map.

### ***4. Infrastructure and Services***

Central to implementation of the comprehensive plan is the construction and upgrading of public infrastructure and the provision of community services.

The tendency in many communities is to plan, design, and implement a project or a service to function on its own. Preferred approaches consider the following:

- Always tailor the project or the service to the overall community vision.
- Schedule the project or service in the context of the mid-range budget.
- Whenever possible, utilize the technique of “joint development” to share costs and to maximize benefits.
- Coordinate public investments with private development.
- Pay careful attention to quality design and service. Good design is good business and not a luxury.

## ***5. Information, Education, and Dialogue***

Effective community development is largely dependent on a well-informed and well-educated (in a planning sense) general public, with which there is a constant dialogue. It is recommended that the Town of Campbell expand its program of public information and enlist the participation of citizens in the community planning process. Possible options include:

- Annual “state of the Town” report.
- Community development newsletter or insert in a Town newsletter.
- Periodic reports in the local news media.
- Public forums on various topics of general interest, focusing on what similar communities are doing.
- A Web site offering some or all of the above information, and inviting citizen comments and suggestions.

## ***6. Subdivision and Platting Regulations***

Under Section 236 of the State Statutes, the county government has approval authority over new subdivisions in unincorporated areas, while cities and villages have review over subdivisions within their jurisdictions and in their extraterritorial areas. Towns that have adopted subdivision ordinances also have the authority to review subdivisions within their jurisdictions. However, the current state statutes only require a review of the land division and platting function. The timing and location of development can also be controlled by a subdivision ordinance in conjunction with a plan and appropriate zoning. The timing of the subdivision development can be made dependent upon the development of neighborhood plans, the provision of urban services, and other specific development agreements.

## ***7. Official Mapping***

In Section 236.46 of the Statutes, counties are responsible for preparing the official county map that, among other things, identifies the County Trunk Highway System. Cities, villages, and towns can also officially map identified future roadway corridors. Official mapping notifies developers and property owners of the intent to build a road at a future date and can help to preserve the corridor needed for that facility. Official mapping is not property acquisition. The elements of the county’s or a municipality’s official map should be consistent with the recommendations of this plan.

The Town may also adopt an official map that shows roads, parks, and storm water and utility easements. If used, this tool could be a powerful statement that the municipality intends to implement the various elements of both the county and municipal comprehensive plans. By

including plan elements in the official map, it serves notice that these areas are not available for development. No additional authority is needed and the Town can decide to use this tool through a simple policy statement from the Town Board.

The official maps should be used to include future programmed transportation improvements including any dedicated transit corridors, highway and arterial widenings or extensions, parkways, and connecting streets. They should also be expanded to include parks and storm water and utility easements.

### ***8. Zoning***

The County zoning ordinance should be amended to provide the zoning districts/techniques that are needed to implement the Town plan.

### ***9. Site Plan Review/Design Guidelines***

Design guidelines provide direction to developers about the image a community wants to protect or obtain over time. This technique is in common use and can help implement the urban design concept built into this plan including traditional neighborhood design principles and clustering in rural areas.

A series of design guidelines could be developed to help focus development into more efficient forms. Working with zoning, these guidelines would promote the clustering of new rural development around existing subdivisions to facilitate the possible future provision of Town. These guidelines would be extended to the protection of key resources in order to retain major elements of the rural character. It may also be useful to incorporate design guidelines in ordinances to provide guidance to developers in siting and neighborhood design principles.

### ***10. Codes***

Building, electrical, plumbing, mechanical, historical preservation, and fire prevention codes provide sound standards for the safe construction, use, and occupancy of buildings. These codes should be considered implementation devices of plan for a variety of reasons. First, use of the codes insures that the high quality of development sought as an objective of the plan is, in fact, carried out via the permit and inspection requirements of the codes. Secondly, through the same permit requirements, government is providing a check-off point to insure that the land uses proposed are in accordance with the proposed uses embodied in the plan and permitted by the appropriate zoning district. Finally, use of the codes provides a mechanism that insures that, following the construction of the building to the required standards, it is maintained in an acceptable fashion over time.

## **Plan Administration**

An effective planning program should be continually reviewed and updated to reflect the processes of actual development and the changing attitudes and priorities of the community. Resource information should be gathered and studied to determine trends and reevaluate projections, forecasts and plans. In five years, the comprehensive plan should be reviewed in depth to make any necessary policy and recommendation changes in relation to the direction and character of community development at that time.

The plan is based on variables that are dynamic and whose future direction cannot always be accurately predicted. Accordingly, such variables as population and urban development characteristics should be periodically compared against the plan's assumptions and recommendations (at least every 10 years). The updating process should include gathering of most recent demographic information, updated building permit and land use data, analysis and a public hearing before the Plan Commission.

This comprehensive plan presents many proposals that are considered reasonable, feasible, and extremely important to the welfare of the entire community. However, the value of the comprehensive plan will be measured in terms of the degree of success that the community achieves in accomplishing these proposals. The effectiveness of the comprehensive plan will be directly related to the ongoing recognition of the plan proposals by the Town Board, and by the appointed boards and commissions. Their future decisions in taking administrative action, particularly those involving applications of provisions in the Zoning Ordinance and Subdivision Regulations, will determine the degree of success the community achieves in accomplishing the goals set forth in the plan.

The Plan Commission plays a very critical role in the planning process and must be ever alert to the opportunities and needs of the community; bringing such needs to the attention of the elected bodies or other agencies within the community having direct responsibility for public improvements. The appraisal of local needs and the continuing application of the planning principals set forth herein will assure maximum benefits from the plan and will result in orderly and economical achievement of the goals which have been established in preparation of this plan.

Implementation depends upon both private and public action. Public action includes administration of the zoning ordinance and subdivision regulations, long-range financial programming, and the review by the Plan Commission of proposals affecting the physical development of the community. The plan Commission has a continuing responsibility to see that the plan is kept alive, as well as adjusted to conform to changing conditions. It must be realized

that a change in one phase of the plan will, in most probability, affect all parts of the plan; and therefore, thoughtful consideration should be given to all implications before making a decision.

Administrative personnel and appointive boards and commissions will have the plan to guide them in decision-making. Close cooperation between the Town and neighboring jurisdictions is essential to proper administration and effectuation of the plan. Coordination with other governmental jurisdictions (i.e., county, school district) and agencies is equally important to realization of planning goals.

The greatest number of decisions affecting urban development are made by citizens through private actions. Thus, it is essential that the public understands and supports the plan. Through involvement of citizens in the development of the plan's goals and objectives, as well as additional input at various other stages of the planning process, it is the express intent of the plan to reflect the views of the community.

The effort expressed in the previous elements is the preparation of the comprehensive plan. The plan is the instrument that the Town will utilize to plan for and guide the growth and development of the Town over the next twenty years.

The comprehensive plan is considered to be a flexible guide to decision making rather than an inflexible blueprint for development. Amendments should be made only after a realistic evaluation of existing conditions and the potential impact of such a change is made. Amendments should not be made merely to accommodate the daily pressures of planning and/or government. It is important to recognize that planning is a process that should occur on a continuing basis if the community is to take advantage of new opportunities as conditions change.

## **Consistency Among Plan Elements**

Section 66.1001(2)(i) of the Wisconsin Statutes requires that this element include a discussion of how the elements will be made consistent with the other elements of the Comprehensive Plan.

All elements of this comprehensive plan were prepared simultaneously by the Town Board and Plan Commission, residents, and consultants. All elements are designed to collectively achieve the Town's vision, which is to continue to maintain the Town's identity as a small, attractive, rural community. Over the next 20 years, the Town will enhance its character and sense of place, which is defined by its unique natural areas and corridors. There are no known inconsistencies between the different elements of chapters in this Plan.

## **Plan Adoption, Monitoring, Amendments and Update**

### ***Plan Adoption***

The first official action toward plan implementation is adoption of the plan document by the Town Plan Commission. After the Plan Commission adopts the Plan by resolution, the Town Board must adopt the plan by ordinance. This action formalizes the plan document as the current basic frame of reference for general development decisions over the next 20 years. The plan, thereby, becomes a tool for communicating the community's land use policy and for coordinating various individual decisions into a consistent set of actions to harmoniously shape the area's continued growth in the desired manner.

### ***Plan Use and Evaluation***

The Town of Campbell will base all of its land use decisions against this Plan's goals, objectives, policies, and recommendations, including decisions on private development proposals, public investments, regulations, incentives, and other actions.

Although Campbell is a community with a moderately high growth rate expected over the life of this Plan, future conditions cannot always be accurately predicted. Accordingly, such variables as community character and transportation safety and mobility should be periodically compared against the Plan's assumptions and recommendations.

This Plan should be evaluated every two to three years to determine the Town's progress toward implementing the Plan and identifying areas that need to be updated. A joint meeting of the Town Board and Plan Commission should be conducted every two to three years to perform the evaluation. The evaluation should consist of reviewing actions taken to implement the plan, including their successes, failures, and costs. It should also include an updated timetable of actions not yet taken and their projected costs.

### ***Plan Amendments***

This Comprehensive Plan may be amended at any time by the Town Board following the procedures set forth in Wisconsin Statutes § 66.0295(4). Amendments are generally defined as minor changes to the plan maps or text. Amendments may be needed for a variety of reasons including:

- Changes in Town goals, objectives, policies and recommendations
- Unique opportunities presented by private development proposals
- Changes in Town programs and services
- Changes in state or federal laws

Any proposed amendments should be submitted to the Plan Commission for their review and recommendations prior to being considered by the Town Board for final action.

### ***Plan Update***

Wisconsin's Comprehensive Planning Law requires that the comprehensive plan be updated at least once every 10 years. An update is different than an amendment because the update is often a substantial rewrite of the plan document and maps. In addition, on January 1, 2010, "any program or action that affects land use" must be consistent with locally adopted comprehensive plans, including zoning and land division ordinances. The Town should continue to monitor any changes to the language or interpretations of the State Law over the next several years.

## FIVE-YEAR ACTION PLAN

What	Who	When
Explore developing a public water system	Town Board	2007-2012
Conduct needs analysis of Town facilities (Town Hall, Community Center, Library) and prepare a long-range plan	Town Board	2007-2012
Have all township departments develop long-range plans	Town Board	2008
Coordinate with La Crosse County to draft zoning districts to aid in implementing the Town Comprehensive Plan	Town Board & Plan Commission	2008-2010
Explore Town TIF funding for applicability to Campbell development opportunities	Town Board	Ongoing
Develop new Town Subdivision Ordinance	Town Board & Plan Commission	2007-2009
Prepare Flood Emergency Plan	Emergency Management Committee	2006-2007