



# **COMPREHENSIVE PLAN**

Final Plan

## **TOWN OF PORTLAND Monroe County, Wisconsin**

Adopted by the Portland Town Board  
after public hearing on May 12, 2009

A Joint Planning Program With  
Village of Cashton  
Village of Melvina  
Town of Jefferson

2008 – 2009



Ordinance No. 2009-1

ORIG

**An Ordinance To Adopt The Comprehensive Plan  
Of The Town of Portland**

The Town Board of the Town of Portland, Monroe County, Wisconsin do hereby ordain as follows:

Whereas, pursuant to Wis. Stats. 61.35 and 62.23(2) and (3), the Town Board is authorized to prepare and adopt a Comprehensive Plan as defined in Wis. State. 66.1001(1)(a) and 66.1001(2); and

Whereas, the Town of Portland has cooperated with the Town of Jefferson and the Villages of Cashton and Melvina in the production of a multi-jurisdictional Comprehensive Plan with individual recommendations for each of these units of government, and

Whereas, the Town Board has adopted and followed written procedures designed to foster public participation at every stage of the preparation of a Comprehensive Plan containing all of the elements specified in Wis. Stats. 66.1001(4)(a); and

Whereas, the Plan Commission of the Town of Portland, by a majority vote of the entire Commission, has approved this Plan and has recommended that the Town Board adopt said Plan pursuant to Wis. Stats. 66.1001(2); and

Whereas, the Town of Portland has held a public hearing on May 12, 2009, preceded by a Class 1 notice, in compliance with the requirements of Wis. Stats. 66.1001(4)(d),

Now, therefore, the document entitled "Comprehensive Plan, Town of Portland" is hereby formally adopted as the Town of Portland's Comprehensive Plan pursuant to Wis. Stats. 66.1001(4)(c),

And be it further resolved that the Town Board adopts only those portions of this multi-jurisdictional plan which are indicated as applying to the Town of Portland,

This ordinance shall take effect upon passage by a majority vote of the members of the Town Board and publication as required.

The above and foregoing ordinance was duly adopted at a regular meeting of the Town Board of the Town of Portland on the 12<sup>th</sup>. day of May, 2009.

Approved:

Gary J Weber  
Gary Weber, Town chairman

Gary J Flock  
Gary Flock, Town Supervisor

Tom Hankee  
Tom Hankee, Town Supervisor

Attest:

Dave Milne  
Dave Milne, Town Clerk



# DAVY ENGINEERING CO.

115 6th Street S.  
P.O. Box 2076  
La Crosse, WI 54602-2076  
(608) 782-3130  
FAX (608) 784-6611



May 22, 2009

Town Board  
Town of Portland  
Monroe County, Wisconsin

Town Board Members:

Davy Engineering Co. is pleased to present this final Comprehensive Plan to the Portland Town Board in compliance with the planning requirements under Wis. Stats. 66.1001. This Plan was approved by the Town of Portland Planning Commission on March 31, 2009. This Final Plan was subject to public hearing and adopted by the Town Board at their meeting on May 12, 2009.

The Town's compliance with this planning law will be complete with the distribution of copies of the plan to the parties whom I have identified for you.

It's been my pleasure working with the Town of Portland on this project. Feel free to contact me if the Town has a need for any follow-up assistance on development codes or other planning related issues.

Sincerely,

DAVY ENGINEERING CO.  
CONSULTING ENGINEERS

A handwritten signature in black ink, appearing to read "W. J. Burke", written over a horizontal line.

William J. Burke AICP  
Community Planner



## **ACKNOWLEDGEMENTS**

### **Portland Town Board**

Gary Weber, Chairperson  
Tomas Hankee, Supervisor  
Gary Flock, Supervisor

Dave Milne, Town Clerk

### **Portland Planning Commission**

Don Peterson, President  
Jim Hawkins, Vice President  
Amy Brueggen, Secretary  
Robert Brown  
Mark S. Mlsna  
Arnie Von Ruden  
Chris Peterson

### **Liaison Between Board and Commission**

Dave Milne

**PLANNING AND DESIGN ASSISTANCE:**  
Davy Engineering Co.

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# INTRODUCTION

The Village Boards of Cashton and Melvina and the Town Boards of Jefferson and Portland in Monroe County have decided to participate in a joint planning effort to comply with Wisconsin's Comprehensive Planning Law. These Boards took action extending from December 2007 to March 2008 to arrange for the preparation of these plans. The state planning law requires that by January 1, 2010, all units of government that have zoning, subdivision or official map ordinances must also have a Comprehensive Plan which meets the state's new definition of a Comprehensive Plan. Section 66.1001 of Wisconsin Statutes contains the planning standards which this Comprehensive Plan must conform to. These standards are limited to identifying the content of a Comprehensive Plan and certain procedural steps for plan adoption. The standards do not mandate what the goals, policies or recommendations of the plan should be. This plan is not subject to approval by the state.

The contents of this Comprehensive Plan, consists of the following required subject elements:

1. Issues & Opportunities
2. Housing
3. Transportation
4. Utilities & Community Facilities
5. Agricultural, Natural and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

In addition a Public Participation Plan is required to be developed and adopted by each of the Village Boards and the Town Boards.

The Planning Commissions of the Villages and Towns are the supervisory planning bodies for the development of this plan. Each Planning Commission will recommend the Comprehensive Plan they produce to their respective governing boards for final acceptance. Each board will adopt only that part of the Comprehensive Plan that applies to that unit of government.

Plan Recommendations – The structure of the nine planning elements referenced above centers around the identification of goals, objectives, policies and programs for each of those planning elements; the recommendations of the plan are contained in these four subject areas that are produced for each of the nine subject elements identified above. These four categories of recommendations are required to be a Comprehensive Plan under Wisconsin planning law, and are briefly defined here:

Goals: General statements of idealized conditions and aspirations – few in number

Objectives: Targeted areas of planning to be dealt with to achieve goals

Policies: Principles and standards to guide actions in achieving goals and objectives

Programs: Specific actions and projects to implement goals, objectives and policies

The balance of the Comprehensive Plan document represents analysis and inventory data which do not contain planning recommendations.

Goals and objectives are often combined for some subjects. Some specific planning subjects specified in the state definition of Comprehensive Planning may not be present in the

Villages or Towns, and such subjects will be addressed in a more simplified fashion without a need for identifying goals, objectives, policies or programs for these items. All recommendations in this Plan are advisory and can be amended at any time by any of the four units of government. It should be noted, that after January 1, 2010, zoning and subdivision ordinances and official mapping ordinances must be "consistent" with a Comprehensive Plan.

## **SECTION 1: ISSUES AND OPPORTUNITIES ELEMENT**

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## ISSUES AND OPPORTUNITIES

The Villages of Cashton and Melvina, and the Towns of Jefferson and Portland form a close rural community within two geographic townships. These communities have a strong rural heritage and lifestyle. They are using this planning process as a tool to provide for a positive future for their units of government, particularly the agricultural and economic health of their residents and businesses. Wisconsin's planning laws are set up to assist units of government accomplish goals that are set in these areas.

Wisconsin's planning legislation enables a Village or Town to provide for its public health, safety, and general welfare, as authorized by Chapter 60.22 and 62.23 of Wisconsin's Village and Town planning laws. Other purposes within these laws include guiding and accomplishing a coordinated, adjusted, and harmonious development of the local government, and the promotion of order, convenience, morals, and prosperity, as well as efficiency and economy in the process of development. Key purposes also include the protection of property values and the promotion of economic development.

The Villages of Cashton and Melvina and the Towns of Jefferson and Portland are located in southwestern Monroe County, in western Wisconsin. This planning area is located mostly in the La Crosse River drainage basin and partly in the Kickapoo River basin. The Year 2000 population of the Village of Cashton was 1,005, Village of Melvina 93, Town of Jefferson 800, and Town of Portland 686 according to the U.S. Census Bureau.

In 2000, there are 1.03 square miles of land within the Village of Cashton, 0.48 square miles within the Village of Melvina, 34.86 square miles within the Town of Jefferson, and 35.94 square miles within the Town Portland according to the U. S. Census Bureau.

The map in **Figure 1** illustrates the regional location of this planning area.

### 1.1 COMMUNITY VISION STATEMENTS

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#### Village of Cashton

The **Village of Cashton** envisions itself as a growing community and an energy independent community which provides jobs and community services to the area, and maintains positive relationships with neighboring units of government in the process of growth. Cashton offers a safe and peaceful environment in which to raise a family or retire. The Village wishes to ensure their small-town traditions, preserve and conserve their most valuable resource of historic architecture, small businesses and to protect sensitive and unique areas within the Village. Cashton wished to grow in a profitable manner, where there is a job for everyone who wishes to make a comfortable living without having to commute out of town. Cashton wishes to develop a Comprehensive Plan that is useable and all encompassing for both business and residents. Cashton envisions the establishment of a framework for decision making which propels the community into the future. This framework would be used to plan and implement improvements for the betterment of the community.

### Village of Melvina

The **Village of Melvina** envisions itself as a community which will be implementing steps to improve its growth opportunities by utilizing its new utility services and administering development standards which reinforce its small town quality of life.

### Town of Jefferson

The **Town of Jefferson** envisions itself as remaining an agricultural town with farming being the principal land use activity while working to maintain compatibility between farming activity and non-farming residential use.

### Town of Portland

The **Town of Portland** envisions itself remaining an agricultural town with farming being the principal land use activity while working to maintain compatibility between farming activities and non-farm residential use.

## **1.2 OVERALL PLANNING AND DEVELOPMENT GOAL**

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The overall planning goal for the Villages of Cashton and Melvina, and the Towns of Jefferson and Portland is to plan for the future of the Villages and Towns in an orderly manner which:

- Is financially sound
- Advances the local economy
- Protects property rights and respects community rights
- Protects the natural environment
- Provides a tool for citizens and public officials to manage development issues
- Includes intergovernmental cooperation on community growth and expansion

## **1.3 PRINCIPLE ISSUES AND OPPORTUNITIES**

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### Village of Cashton

1. Implement energy independence goal
2. The Village's community hall needs improvement to better accommodate community events and public gatherings.
3. The tradition of positive relationships between organizations and other units of government is the foundation for continuing opportunities for betterment of the village and the whole area.
4. Need space for future industrial growth
5. Need space for future housing growth
6. Improve safety and design of the Highway 33/27 intersection.

### Village of Melvina

1. Stimulate business development
2. Upgrade housing



3. Stimulate higher incomes in community
4. Need improved zoning map and code enforcement
5. Excel energy infrastructure
6. Enforce existing ordinances
7. Very limited room for expansion
8. No village employees for equipment for local services
9. Opportunities include:
  - New sewer and water services
  - Located on Highway 27
  - Low taxes
  - Well-used softball field

#### **Town of Jefferson**

1. Road maintenance issues
2. Parcelization of rural lands
3. Question of town zoning
4. Wind tower issues
5. Annexation
6. Need for administrative services
7. General issues of compatibility between land uses

#### **Town of Portland**

1. Maintain a strong agricultural town
2. Land use trends in general
3. Issues related to non-farm housing
4. Questions about impacts of the proposed improvements on Highway 33
5. Loss of tax revenue from annexations
6. Alternative & renewable energy

## **1.4 DEMOGRAPHIC TRENDS, POPULATION ANALYSIS, AND PROJECTIONS**

### **Population Trends**

The Village of Cashton population has fluctuated through the years; however, the rate of growth from 1990 to 2000 was 28.8%. The state's estimate of its 1/1/07 population is 1071, which gives it an estimated growth rate of 6.56% since 2000.

The Village of Melvina population has remained relatively stable, with a drop of 9.1 percent from 1990 to 2000. The state's estimate of its 1/1/07 population is 92, which gives it an estimated population drop of 1.07% since 2000.

The Town of Jefferson population has fluctuated through the years, with a drop of 1.8 percent from 1990 to 2000. The state's estimate of its 1/1/07 population is 822, which gives it an estimated population growth of 2.75% since 2000. It's unknown if the full magnitude of the Amish population is accounted for in the state's population estimating formula. The Town estimates that about half of its population is Amish.

The Town of Portland population has fluctuated through the years, with a drop of 6.4 percent from 1990 to 2000. The state's estimate of its 1/1/07 population is 707, which gives it an estimated population growth of 3.06% since 2000.

Within the larger county context of population trends, the Monroe County population has increased by about one-third since 1960, with a 9.7 percent increase from 1990 to 2000. The state's estimate of the county's 1/1/07 population is 43,838, which is an estimated population growth of 7.18% since 2000.

See the accompanying table for population change since 1960.

Population Trends	Population Change and % Change										
	1960	1970	%	1980	%	1990	%	2000	%	2007 Est.	%
V. of Cashton	828	824	-0.05%	827	0.40%	780	-5.70%	1,005	28.80%	1,071	6.56
V. of Melvina	111	116	4.50%	117	0.90%	115	-1.70%	93	-19.10%	92	-1.07
T. of Jefferson	842	756	-10.20%	710	-6.10%	815	14.80%	800	-1.80%	822	2.75
T. of Portland	770	695	-9.70%	755	8.80%	733	-2.90%	686	-6.40%	707	3.06
Monroe County	31,241	31,610	1.20%	35,074	11.00%	36,633	4.40%	40,899	11.60%	43,838	7.18
Wisconsin			11.80%		6.50%		4.00%		4.70%		

Source: U.S. Census 2000

**Population Projections** – The Wisconsin Department of Administration's population projection program has projected the following population levels for the Villages of Cashton and Melvina and the Towns of Jefferson and Portland. Monroe County population projections are also shown here to give a picture of the larger population growth context.

#### Population Projection, 2000 – 2030

Planning Area	2000	2010	2015	2020	2025	2030
Village of Cashton	1005	1104	1148	1191	1234	1280
Village of Melvina	93	105 (80)	129 (74)	153(67)	177 (61)	201 (55)
Town of Jefferson	800	816	821	825	829	833
Town of Portland	686	660	645	631	618	605
Monroe County	40,899	44,684	46,353	47,994	--	--

Source: Wisconsin Dept. of Administration, for years 2000 to 2020

The state's population projection method is based substantially on historic trends. The state indicates that their projections are not based on development programs, planning, or emerging trends that could affect growth for any given community. It's possible for there to be greater population growth for the Villages and Towns in this planning area based on the continued growth of nearby job centers and the private investment in development. For this reason, the states projections, reported above, should be used primarily for reference purposes and should be subject to thorough re-evaluation based on the results of the 2010 U.S. Census of Population. The above population projections have been extended to the year 2030 by the percent change in the state projections from 2015 to 2020. It should be understood, that when calculations involving such small ranges of change, that the amount of actual change over many years can end up being significantly different than the projected numbers.

The level of future growth, for both community and rural housing, can be increased by continued preferences for small town living in combination with Village and Town policies, programs, new infrastructure and services that will attract more growth, and incentives to attract jobs and housing growth. Population growth forecasts are always based on a set of assumed conditions. This Comprehensive Plan must assume that the character of growth, or lack thereof, will also be affected by national and state economic conditions and changes in lifestyle preferences and demands.

In the case of the Village of Melvina, this Plan assumes that the availability of new public sewer and water facilities will be a moderate inducement to housing growth, combined with relatively close proximity to the City of Sparta and Interstate Highway 90. These services have not been available to affect historic growth patterns, thereby being a possible factor in affecting the state's declining population projections for the Village. This Comprehensive Plan assumes that Melvina's projected population will be based on the addition of one acre of new residential land through the year 2010, and four acres of new residential land for each of the five year periods to the year 2030. It's further assumed that there will be an average of four homes per acre with an average of 3 persons per home. These assumed increases are shown in the above population projection table with the State Dept. of Administration's projections shown in parenthesis.

Selected Demographic Characteristics Year 2000	Village of Cashton	Village of Melvina	Town of Jefferson	Town of Portland	Monroe County	Wisconsin
Population 2000	1,005	93	800	686	40,899	--
Under 18 years old	279	31	324	197	11,498	
Percent	27.76%	33.33%	40.50%	28.71%	28.11%	25.50%
18-65 years old	546	50	404	380	23,711	
Percent	54.32%	53.76%	50.50%	55.39%	57.97%	61.40%
65+ years old	180	12	72	109	5,690	
Percent	17.91%	12.90%	9.00%	15.89%	13.91%	13.10%
85+ years old	27	3	0	5	760	
Percent	2.68%	3.22%	0.00%	0.73%	1.85%	1.80%
Median Age	36.3	34.9	27.1	37.2	36.8	36.0
Education: % of Population						
Less than 9th Grade	12.90%	12.50%	26.10%	10.30%	8.70%	5.40%
High School Graduate	46.40%	37.50%	42.20%	39.70%	41.10%	34.60%
Some College	14.90%	17.90%	14.40%	18.30%	19.30%	20.60%
Associate Degree	7.10%	7.10%	2.40%	7.40%	7.50%	7.50%
Bachelors Degree	7.40%	0.00%	3.20%	8.50%	9.70%	15.30%
Graduate Degree	3.80%	7.10%	4.60%	5.60%	3.50%	7.20%
% High School Grads. or higher	79.70%	69.60%	66.80%	79.50%	81.10%	85.10%

The demographics characteristics table summarizes selected census data which describes the population of the Villages of Cashton and Melvina, and the Towns of Jefferson and Portland. The amount of data to be analyzed is in proportion to the size and growth rates of

a community. Other demographic characteristics are presented in the Housing Section and the Economic Development Section of this plan.

## **1.5 IMPLICATIONS AND CONCLUSIONS**

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1. Population Growth Rates – Population levels in this planning area are expected to vary from meaningful growth in the Village of Cashton to moderate growth for the Village of Melvina and Town of Jefferson and population stability or loss for the Town of Portland. The Village of Cashton is projected to accelerate its population growth beyond historic rates. This possibility is related to its recent agri-industry growth and industrial park development opportunities.
2. Population Composition – An increasing proportion of the population of this planning area is Amish. The Town of Jefferson estimates that about half of its population is Amish. It's unclear if the total extent of the Amish population is accounted for in census programs and state estimates of population between each ten year federal census.
3. Aging Population – A significant demographic trend is the increasing levels of elderly population. The effects of this trend will be increasingly felt in this planning area as the working age population retires in the villages and towns and bring with it the related health and social services that will be required. An additional implication will be the reduced number of young person's available to enter the labor force to fill future jobs. Although jobs are filled on a regional basis, this trend is state-wide and region-wide, thereby indicating that there will still be possible shortages in the number of persons to fill future jobs. Near the end of the present planning period, the 85 plus age range will likely be quite significant in tune with state and national projections of significant growth in this age group.
4. Elder-friendly Housing and Wellness – Overall, the aging population can be expected to require expanded wellness and medical services and related public accommodations for the housing, transportation, shopping services, and wellness facilities for this elderly population. Elder-friendly housing is typically smaller housing units that allow residents to maintain as much independence as possible. Some housing innovation to accommodate elderly and handicapped individuals may take the form of co-housing units temporarily located on properties of existing homes.
5. Location Potential – The regional location of the Village of Cashton conveys the potential for accelerated growth. This potential is due to its location at the intersection of two state highways, Hwy 33 and Hwy 27. Highway 27 provides a direct connection to Interstate Highway 90, fifteen miles to the north. The improvements planned for Highway 33 will enhance the community's accessibility and attractiveness for growth. Additional opportunities for growth are related to the relative ease of development on the ridge-top landscape, free of flood prone lands and excessively steep slopes characteristic of much of this general area. The Village of Melvina has growth limitations related to drainage corridors, steep slopes and limited infrastructure, although its new utility systems is assumed to

attract some new growth. Its location on a well improved state highway only 10 miles from the Interstate Highway pose opportunities for village growth. The Towns of Jefferson and Portland are rural units of government which do not have development infrastructure, except for a rural road network, nor are there designated job development sites. The scenic character of these towns offers possibilities for continued rural, non-farm housing development, the magnitude of which may depend on the impacts of future commuting costs.

6. Village of Cashton – The Village of Cashton's population growth from 2000 to 2010 is projected by the state to be quite significant, at 9.85 percent. This compares favorably to Monroe County's projected growth rate of 9.25 percent. The population of the Village of Melvina and Town of Portland are projected to decline between 2000 and 2010.

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## SECTION 2: HOUSING ELEMENT

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# HOUSING ELEMENT

## 2.1 GOALS AND OBJECTIVES

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### Village of Cashton

1. Provide a range of housing choices that meet the needs of persons of diverse income and age levels and persons with special needs.
2. Promote the availability of land for the development of new housing.
3. Enhance the values of neighborhoods and homes through home and property maintenance and rehabilitation.

### Village of Melvina

1. Provide a range of housing choices that met the needs of persons of diverse income and age levels and persons with special needs.
2. Promote the availability of land for the development of new housing.
3. Enhance the values of neighborhoods and homes through home and property maintenance and rehabilitation.

### Town of Jefferson

1. Assure safe and sanitary housing which is accessible by emergency vehicles building code compliance, particularly for fire protection.
2. Assure that all homes are appraised and placed on the tax role.
3. Assure that lot sizes are sufficient for compliance with on-site sanitary needs.
4. Assure that non-farm housing does not create problems for farming activities.

### Town of Portland

1. All new housing to comply with state, county, codes and to be so located do not conflict with farming operations.
2. Support innovative housing which is elder and handicapped friendly.
3. Assure safe and sanitary housing which is accessible by emergency vehicles.
4. Assure that non-farm housing does not create problems for farming activities.
5. Site permits to be approved by the Board

## 2.2 HOUSING POLICIES

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### Village of Cashton

1. Encourage additional housing in areas which are physically and environmentally suited for it. Encourage the new housing on undeveloped lands already within the village limits. Future housing should be built in a continuous pattern outward from existing development, and in locations where streets, utilities and other public services can be conveniently and economically provided. Avoid leap-frog development into the rural area.
2. Encourage the development of compatible mixed uses, such as home occupations, neighborhood services and retail uses, in existing and new neighborhoods to enable diversity and convenience in residential environments.
3. Enforce the appropriate housing and other Village codes to ensure that new and existing structures are of sound quality, provide safe, healthy and habitable

- quarters for their occupants, and that individual properties and neighborhoods are kept attractive and well maintained.
4. Review all subdivision and CSM plats for conformance to all elements of the Village's Comprehensive Plan, particularly the Housing, Transportation, Utility and Land Use elements.
  5. Provide for innovative housing which is elder and handicapped-friendly

#### **Village of Melvina**

1. Encourage additional housing in areas which are physically and environmentally suited for it. New housing should be built in a continuous pattern outward from existing development, and in locations where streets, utilities and other public services can be conveniently and economically provided.
2. Enforce village housing, zoning and other development codes to ensure that new and existing structures are of sound quality, that they are suitably located on the land so as to avoid neighborhood conflicts and protect property values, and are well maintained.
3. Apply for Community Development Block Grant (CDBG) funds for housing rehabilitation and other local housing needs.
4. Seek to make sewer and water services available to all Village housing units
5. Work with the Village of Cashton to increase the number of residential hook-ups to the water system, currently limited by the water agreement, should the need arise to accommodate future housing.
6. Provide for innovative housing which is elder and handicapped-friendly.

#### **Town of Jefferson**

1. Deal with rural non-farm housing development patterns with appropriate management tools under Town Board direction.
2. Assure that new housing sites comply with driveway ordinance standards.

#### **Town of Portland**

1. Assure that lot-sizes are compatible with on-site sanitary needs.
2. Provide requirements to assure that non-farm housing is compatible with farming operations.
3. Assure that new housing sites comply with driveway ordinance standards.
4. Assure that all homes are placed on the tax rolls.
5. Assure building code compliance, particularly for fire protection.

## **2.3 HOUSING PROGRAMS**

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#### **Village of Cashton**

1. Update the zoning ordinance and map to administer the housing goals and policies of the Comprehensive Plan.
2. Maintain a zoning map and make zoning and plat approval decisions which follow the city's housing goals and policies, and which specifically try to avoid urban housing sprawl which leap-frogs over open lands and beyond the immediate reach of city streets and utilities.
3. Update the Village subdivision ordinance which is consistent with the housing goals and policies of the Comprehensive Plan.
4. Undertake a program of housing conservation and rehabilitation

5. Schedule the review of proposed plats by the Plan Commission and Village Board for conformance with the Comprehensive Plan.
6. Take advantage of the housing programs of the Wisconsin Dept. of Commerce, Wisconsin Housing and Economic Development Authority (WHEDA), U.S. Dept. of Housing and Urban Development, U.S. Dept. of Agriculture Rural Development Program, housing programs of the Mississippi River Regional Planning Commission, and the housing programs of Monroe County.

#### **Village of Melvina**

1. Develop a Village zoning ordinance.
2. Administer and enforce a zoning ordinance in accord with the Villages housing goals and policies in its Comprehensive Plan.
3. Adopt and enforce appropriate ordinances to assure safe, sanitary and accessible housing, including housing inspections.
4. Identify priorities for the use of CDBG funds to address housing needs.
5. Work with land owners to encourage and assist with developing lands for new housing adjacent to existing utility systems and streets.
6. Complete an assessor's plat which will identify all housing parcel boundaries.

#### **Town of Jefferson**

1. Adopt and enforce codes to assure safe, sanitary and accessible housing.
2. Work with the county on enforcement of county codes related to housing.

#### **Town of Portland**

1. Adopt codes to assure safe, sanitary and accessible housing.
2. Work with the county on enforcement of county codes related to housing.

<b>Selected Housing Characteristics Year 2000</b>	<b>Village of Cashton</b>	<b>Village of Melvina</b>	<b>Town of Jefferson</b>	<b>Town of Portland</b>	<b>Monroe County</b>	<b>Wisconsin</b>
<b>Occupied Housing Units</b>	<b>415</b>	<b>39</b>	<b>227</b>	<b>249</b>	<b>15,399</b>	
Vacant Housing Units	48	3	9	24	1,273	-
Percent Vacant	10.40%	7.30%	3.80%	8.80%	7.60%	10.20%
Average Persons per Housing Unit	2.41	2.45	3.52	2.76	2.6	2.5
Year built - Percent						
1939 or earlier	38.90%	63.40%	47.60%	41.70%	28.30%	23.40%
1940-1969	24.40%	9.80%	12.70%	15.60%	21.20%	32.20%
1970-1989	19.40%	19.50%	17.90%	25.40%	30.60%	27.70%
1990 to 3-2000	17.20%	7.30%	21.80%	17.40%	19.90%	16.80%
Lacking Some or All Plumbing	0.00%	0.00%	18.10%	1.60%	1.90%	0.50%
Lacking Complete Kitchen Facilities	0.00%	0.00%	18.10%	1.60%	1.90%	0.60%
No Telephone Service	2.40%	0.00%	21.70%	2.40%	3.30%	1.60%
Median No. of Rooms per Home	5.5	5.3	6.6	6.4	5.6	5.4
Housing Value - Percent						
Less than \$50,000	36.70%	82.60%	31.10%	17.90%	17.60%	6.50%
\$50,000 to \$99,000	54.10%	17.40%	48.90%	46.30%	56.60%	35.40%
\$100,000 to \$149,000	8.10%	0.00%	11.10%	26.90%	18.00%	30.60%
\$150,000 to \$199,000	1.20%	0.00%	4.40%	3.00%	5.30%	15.50%
\$200,000 or more	0.00%	0.00%	4.40%	6.00%	2.60%	12.00%
Median Value	\$61,000.00	\$27,100.00	\$80,600.00	\$84,200.00	\$77,500.00	\$112,200.00

Source: U.S. Census of 2000

## **SECTION 3: TRANSPORTATION ELEMENT**

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# TRANSPORTATION ELEMENT

## 3.1 GOALS AND OBJECTIVES

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### Village of Cashton

1. To provide a safe, esthetic, and cost-effective village street system that serves the economic development needs and potentials of the village.

### Village of Melvina

1. To provide a safe, esthetic, and cost-effective village street system which is well planned to fit the restrictive landscape of the village.

### Town of Jefferson

1. To maintain a town road system that is safe and cost-effective.
2. Support and encourage continued improvements to Highway 33.

### Town of Portland

1. To maintain a town road system that is safe and cost-effective.
2. Support and encourage continued improvements to Highway 33.

## 3.2 TRANSPORTATION POLICIES

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### Village of Cashton

1. Work with the state DOT to incorporate the Village's street and utility needs into the planned state improvements of Highway 33 through the village. Support plans for improving the safety of the Highway 27/33 intersection.
2. Limit the spacing of access points onto village arterial streets.
3. Improve the design and safety of high volume intersections by the addition of turning lanes, striping, medians and other measures as necessary.
4. Assure that there is a compatible relationship between land use and the Village street system and consistent with the Village's Comprehensive Plan.
5. Provide standards in subdivision ordinance which clearly identify which transportation facilities are to be provided by and funded by land owners and developers in an appropriate formula between the developer and the Village.
6. Maintain good communication between village officials and state and county transportation officials regarding all proposed street and highway improvements, including funding opportunities.
7. Enhance esthetic "gateway" entrances to the Village on Highways 33 and 27.
8. Provide for the interconnectivity of the Village street system, consistent with topographic allowances, as a means of providing more beneficial traffic flow options, minimizing intersection congestion, ease of emergency vehicle ingress and egress, to provide efficient corridors for utility interconnections, and to facilitate pedestrian movement.
9. Facilitate equestrian transportation on village streets, and work to improve safety issues related to this form of transportation.
10. Provide pedestrian and bicycle facilities to maintain the potential to walk and bike throughout the village as a means of safety and convenience for those without vehicles and as a means of wellness and leisure time activities.

11. Develop a bicycle-pedestrian plan which will accommodate the enlarging senior citizen population from the "baby-boom" retirement age group.
12. When street improvement projects are planned, the village should evaluate the full scope of infrastructure and beautification needs and potentials within the project area.

#### **Village of Melvina**

1. Implement safety measures where needed
2. Identify and map all public street rights-of-way
3. Prevent private building on, and use of village street rights-of-way
4. Encourage the platting and development of streets to enable access to new lands for additional development.
5. Work with DOT for access to lands on east side of Hwy. 27

#### **Town of Jefferson**

1. Enforce existing driveway ordinance and upgrade this ordinance as needed.
2. Consider the adoption of town subdivision ordinance to provide the town with authority and involvement in road and driveway issues created by the platting of land.

#### **Town of Portland**

1. Enforce existing driveway ordinance and upgrade this ordinance as needed.
2. Consider the adoption of a town subdivision ordinance to provide the town with authority and involvement in road and driveway issues created by the platting of land.

### **3.3 ACTION PROGRAMS FOR TRANSPORTATION**

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#### **Village of Cashton**

1. Exercise "Official Mapping" authority to preserve future street corridors.
2. Identify village recommendations for the improvements of city streets and related utilities carrying Highway 33, and prepare plans for such needs to be incorporated into the state's Highway 33 improvement project.
3. Produce a Village bicycle & pedestrian plan in conjunction with a "safe route to schools plan" (SRTS plan). Work with the school to study street and sidewalk patterns for safety and accessibility and implement changes mutually agreed upon.
4. Evaluate all dead-end or closed streets, and open and improve those which are necessary for the convenient circulation of Village traffic and which are necessary for property access and emergency vehicle access.
5. Maintain a five year street improvement program with an annual capital budget to implement this program.
6. Assure that developers develop planned public streets according to contemporary street design and construction standards with pre-approval by the Village Board and subject to Village inspections before acceptance of such streets.
7. Evaluate the traffic patterns on Highway 27 in the industrial park area for safety and design suitability for truck movements, turning lanes and access points. Add a new access point off Highway 27 into the south end of the industrial park.



### **Village of Melvina**

1. Consider an official street mapping ordinance for identifying and preserving the location of planned future streets and street connections.
2. Evaluate all dead-end or closed streets, and open and improve those which are necessary for the safe and convenient circulation of existing and future village traffic, and which are necessary for continued property access and emergency vehicle access.
3. Adopt a village subdivision ordinance which provide enforceable standards for the construction and acceptance of streets intended to become village streets, and which assigns street development costs to the developers of such streets.
4. Develop an ordinance for traffic safety and parking within village street rights-of-way.
5. Complete an assessor's plat which identifies the location of street rights-of-way and private parcel frontages onto village streets.

### **Town of Jefferson**

1. Develop and/or update a town road ordinance and subdivision ordinance which includes contemporary standards for the location and design of roads which provide acceptable road grades and widths which are safe and suitable to the steep topography of the area.
2. Adopt a town subdivision ordinance with appropriate road and driveway Standards including an ordinance requiring the restoration of road conditions from commercial and industrial uses of town roads.
3. Consider the requirement that all roads platted in the town that give access to three or more lots be town roads that meet all town road standards, including town maintenance, so as to assure permanent, safe ingress and egress for residents and emergency vehicles.
4. Consider the adoption of an official road mapping ordinance to protect the location of those critical road locations or connections necessary to provide for future town development and safety and convenience of public travel and property access, and convenience of emergency vehicle access to property.
5. Maintain active involvement in the state planning for the improvement of Hwy. 33.

### **Town of Portland**

1. Develop and/or update a road ordinance and subdivision ordinance which includes contemporary standards for the location and design of roads which provide acceptable road grades and widths which are safe and suitable to the steep topography of the area.
2. Take an active role in reviewing new roads and subdivision plats in the town which are subject to county and town review and approval.
3. Consider the requirement that all roads platted in the town that give access to three or more lots be town roads that meet all town road standards, including town maintenance, so as to assure permanent, safe ingress and egress for residents and emergency vehicles.
4. Consider the adoption of an official road map ordinance to protect the location of those critical road locations or connections necessary to provide for future town development and safety and convenience to public travel and property access, and convenience of emergency vehicle access to property. Future road locations and the provision of linkages in the existing town road system necessary to provide for future Town development and safety and convenience of public travel and access to property.

5. Maintain active involvement in state planning for the improvements to Hwy. 33.

### 3.4 FUNCTIONAL CLASSIFICATION OF STREETS, HIGHWAYS AND TRAFFIC VOLUMES

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Regional Highway Context – The back bone highway directly serving this planning area are State Highways 33 and 27. A series of county trunk highways service traffic to and from this state highway network. On a larger regional level, this planning area is well served for east-west vehicle travel by Interstate Highway 90, which is located about twenty miles north of this planning area.

The existing Functional Highway System for Monroe County is illustrated on the map in Figure 4. This map indicates that Highway 27 through the Villages of Melvina and Cashton is classified as a Principal Arterial highway, and that Highway 33 through the Village of Cashton is classified as a Minor Arterial highway. County Highways F and U through Melvina and Cashton respectively are classified as Major Collector highways.

Figure 3 illustrates the 2003 and 2006 traffic volumes within the Villages of Cashton and Melvina. Average traffic levels within the villages are at manageable levels, and do not represent problems related to congestion or safety. Continued improvements in geometric street and intersection design will always be necessary.

The Villages of Cashton and Melvina have 11.58 miles and 1.57 miles of public streets respectively. The Towns of Jefferson and Portland have 55.35 miles and 57.69 miles of public roads respectively. The Towns maintains road ordinances with minimum standards for public and private roads.

The local highway network is important for the local labor force to getting to work. The table below reports that the mean travel time to work is about 22 minutes. This would indicate that commuting to job centers such as La Crosse, Tomah, Sparta and Viroqua requires reliance on well improved and maintained highway systems in the region.

Mean Driving Times to Work for Residents (Yr. 2000)	
Village of Cashton	21.3 minutes
Village of Melvina	22.7 minutes
Town of Jefferson	23.5 minutes
Town of Portland	22.7 minutes
Monroe County	19.0 minutes
Wisconsin	20.8 minutes
Unites States	25.5 minutes

Source: U.S. Census, 2000

### **3.5 COMPARISON TO STATE AND REGIONAL PLANS**

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There are no village street or town road improvement plans that would affect, or would conflict with any state or regional transportation plans that are known to exist at the present time. The state's plans to improve Highway 33 through the Towns of Jefferson, Portland and the Village of Cashton are expected to be compatible with those units of government depending on final plans. The state's current transportation improvement program schedules various improvements on Highway 33 through the Town of Portland and on Highway 27 to Westby as a part of the State Highway Rehabilitation and Maintenance program (SHRM).

An additional Highway improvement project for Highway 33 is planned to extend from the east Cashton limits to Ontario. The state's concept for this project is described in the state's concept Definition Report as: "to recondition this section of roadway and make safety improvements by replacing the pavement and improving the cross-section and horizontal geometrics where necessary." These improvements are planned to be within the existing Highway right-of-way, with perhaps minor exceptions, including needs to accommodate buggy traffic. There are no planned relocations of highway segments. Part of this project would include close coordination with the Village of Cashton on all aspects of Highway 33 improvements through the village, including the incorporation of any village utility improvement needs within the highway corridor. According to the State Department of Transportation, the state will be conducting a series of local governmental and public meetings on this Hwy. 33 project as the project progresses. This work had been scheduled for the period 2009-11, but this schedule could be extended.

### **3.6 INCORPORATION OF STATE AND REGIONAL PLANS**

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There are no presently known state or regional transportation plans that would require incorporation into village or town planning. It's important for the State Department of Transportation and Monroe County to incorporate accommodation for horse and buggy travel along appropriate sections of state and county highways in this planning area.

### **3.7 TRANSPORTATION CORRIDOR PLANS**

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There are no known plans for new state or county transportation corridor projects in this planning area, other than the Highway 33 and 27 projects identified in Section 3.4 above.

### **3.8 TRANSIT**

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There are no general public transit services in Monroe County. Monroe County provides specialized public transportation services for elderly and disabled persons throughout the County including the Villages of Cashton and Melvina. Residents in the Towns in the county can access this service by a call-in procedure.

### **3.9 TRANSPORTATION FACILITIES FOR THE ELDERLY AND DISABLED**

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The elderly and disabled would have access to the transportation services provided by Monroe County.

### **3.10 BICYCLE TRAVEL**

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Bicycle travel is permitted throughout the Villages of Cashton and Melvina and throughout the Towns of Jefferson and Portland. There are no paths or trails for exclusive use by bicycles.

### **3.11 WALKING AND PEDESTRIAN FACILITIES**

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Sidewalks provide pedestrian service throughout most of the Village of Cashton and Melvina. An annual sidewalk program can achieve continued sidewalk interconnections throughout other needed areas of these villages, particularly for service to school facilities and the downtown area of Cashton. The Safe Routes to Schools grant program provides funding assistance for the planning of a sidewalk improvement program.

### **3.12 RAILROADS**

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There is no rail service in the Villages of Cashton or Melvina or the Towns of Jefferson and Portland. The nearest railroad is the Canadian Pacific Railroad about twenty miles north of this planning area, with access in the City of Sparta and in the City of La Crosse. This railroad also provides Amtrak passenger service.

### **3.13 AIR TRANSPORTATION**

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There is no airport in the Villages of Cashton and Melvina or in the Towns of Jefferson and Portland. The closest air service is 11 miles away at the Sparta Airport and about 30 miles away at the La Crosse Municipal Airport. The Sparta Airport does not have scheduled passenger service.

### **3.14 TRUCKING**

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There are no licensed common carrier trucking services operating out of the Villages of Cashton or Melvina or the Towns of Jefferson and Portland.

### **3.15 WATER TRANSPORTATION**

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There are no commercially navigable streams in the Villages of Cashton and Melvina or the Towns of Jefferson and Portland. The nearest commercial water transport services are located on the Mississippi River at La Crosse, Wisconsin.

### **3.16 EQUESTRIAN TRANSPORTATION**

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Horse and buggy travel along most public roadways in this planning area is a significant mode of transportation for the Amish community. The State Department of Transportation has maintained communication with the Amish and local officials on how to accommodate their buggy travel on state Highways 33 and 27. Widening and paving portions of road shoulders has been proposed as a standard to be incorporated into state highway improvement plans for state highways in the area.

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## **SECTION 4: UTILITIES AND COMMUNITY FACILITIES ELEMENT**

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# UTILITIES AND COMMUNITY FACILITIES ELEMENT

## This Section is Specific to the Village of Cashton

### 4.1 SANITARY SEWER SERVICES (Cashton)

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**Planning Context** – The Villages of Cashton and Melvina have a joint wastewater treatment system which was put into service in 2006. This system consists of a wastewater treatment plant located between the two villages. Cashton previously had centralized wastewater treatment and Melvina did not. Cashton's wastewaters flow by gravity to the old treatment plant and are flow under pressure from there to the new treatment plant; and Melvina's wastewaters are also pumped through a force main to the new treatment plant. The Village of Cashton owns the wastewater treatment plant, the main line from the village to the treatment plant, the outfall sewer, and the Melvina forcemain from the Melvina village limits to the wastewater plant. The treatment plant and the sewer lines connected to it are located in the valley of the Little La Crosse River which is the receiving water for the treated discharge through the outfall sewer line from the treatment plant. A "Wastewater Treatment Agreement" between the two villages identifies the terms of operating the system. This Comprehensive Plan does not affect or change this Wastewater Treatment Agreement.

#### 1. Goals and Objectives

- Maintain waste water disposal services which comply with public health standards and in compliance with state regulations and permit levels.
- Maintain a waste water disposal system which is capable of attracting and serving new business development in the community.

#### 2. Policies

- Keep updated on the laws and regulations governing waste water treatment.
- Maintain compliance with the permits required for the village of waste water treatment plant.
- Continue the cooperative relationship with the Village of Melvina for the operation and maintenance of the waste water treatment system serving both communities, under the joint Wastewater Treatment Agreement.
- Develop mutually acceptable procedures with the Village of Melvina for response to sewer system repair needs or assistance.

#### 3. Programs

- Maintain compliant sampling and testing programs as required.
- Apply for funds to aid in waste disposal system upgrades when necessary.
- Secure an easement over the sewer main extending from South Street to the former waste water treatment facility.
- Enlarge all sewer mains as needed to accommodate future flows that would exceed the advisable capacity of existing lines.
- Continue the operation, maintenance, and record keeping responsibilities of the Waste Water Treatment Agreement.

#### 4. Location, Use and Capacity

The Village of Cashton participates with the Village of Melvina in a joint waste water treatment system. The map in **Figure 5** locates the principal features of the village's sanitary sewer system. The map in **Figure 6** locates that part of the joint sewer system which connects with the Village of Melvina sanitary sewer system. The type of waste water treatment is activated sludge. The present plant was constructed and opened in 2005 and is owned by the Village of Cashton. The total design capacity of the waste water plant is \_\_\_\_\_ gallons per day (GPD), with the Village of Cashton being allocated 92.39 percent of the waste water flow. The plant served about 508 users in the Village of Cashton and about 40 users in the Village of Melvina in 2006. The Village of Cashton's average daily flow in 2006 was approximately \_\_\_\_\_ GPD.

The duration of the joint wastewater treatment agreement is 40 years. The village reports that its sanitary sewer collection system has been kept up to date with sewer lines and sizes fully adequate to serve the village. The general intentions of Organic Valley (CROPP Cooperative) are to develop additional production facilities in the balance of the industrial park. These facilities could possibly add substantial new waste water flows to the existing sewer mains. All the waste water from the western part of the village, including all of the industrial park, is pumped through two force mains into a single eight inch main in Albion Street where it empties into a ten inch line and flows to the new waste water treatment plant.

#### 5. Future Needs and Timetable

- Potential funding sources for future sanitary sewer improvements are identified in the Economic Development section of this Plan.
- The existing sewer system meets and exceeds current waste treatment standards, with needs limited to normal maintenance.
- Much of the sanitary sewer flow from the west side of the village, including the new industrial park west of Hwy. 27, is pumped through the industrial park lift station and flows through a single eight inch sewer line to Wisconsin Street where it flows through a ten inch line to the former waste water treatment facility and then on the new treatment plant. Depending on the amount of new wastewater flows generated on the west side of town, there may be a need to study the location for a second sewer main to carry these new flows to the sewer main leading to the new treatment plant.

## 4.2 PUBLIC WATER SERVICES (Cashton)

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**Planning Context** – The village's public water system is a joint system with the Village of Melvina. Cashton provides the wells and storage facilities for the entire joint water system. A Wholesale Water Service Agreement between the two villages identifies the terms of the joint water system. This system and its water rates are governed by and required the approval of the Public Service Commission of Wisconsin.

**1. Goals and Objectives**

- Maintain a healthy public water supply for the Village of Cashton, including sufficient quantities to serve existing and future village growth and fire protection needs.
- Maintain compliance with public water supply permits and regulations.

**2. Policies**

- Implement measures to maintain a healthy public water supply including continuous compliance with public regulations and permit requirements.
- Maintain water rates sufficient to finance the operation and maintenance of the system, including debt service payments and an appropriate reserve fund.
- Comply with the utility regulations of the Public Service Commission of Wisconsin.
- Continue the cooperative relationship with the Village of Melvina for the operation and maintenance of the water system under the Wholesale Water Service Agreement.
- Develop mutually acceptable procedures with the Village of Melvina for response to water system repair needs or assistance.

**3. Programs**

- Maintain compliant sampling and testing programs as required by state codes.
- Work with state authorities on all aspects of public water supply relevant to the Village of Cashton.
- Study the needs for an additional well.
- Apply for funds from appropriate programs to assist with the provision of water system needs as they arise.
- Implement a well-head protection program to maintain the village's sole-source well water aquifer. Work with adjacent units of government to maintain land uses and land activity practices which are compatible with the protection of ground waters in a well-head protection zone.
- Continue to operate the joint water system with the Village of Melvina under the terms of the Wholesale Water Service Agreement.

**4. Location, Use and Capacity**

The maps in Figure No. \_\_\_\_\_, and No. \_\_\_\_\_, locate the features of the public water systems of the Villages of Cashton. This water system serves all properties within the village except for \_\_\_\_\_. The wells in this system have a design capacity to pump \_\_\_\_\_ gallons per minute. The average daily pumping has been \_\_\_\_\_ gallons per minute in 2007. Cashton has \_\_\_\_\_ which are approximately \_\_\_\_\_ and \_\_\_\_\_ feet deep. The water storage is provided by a single \_\_\_\_\_ gallon water tower constructed in \_\_\_\_\_. The largest water user in the Village of Cashton is the \_\_\_\_\_ which has an average daily use of \_\_\_\_\_ gallons.

**5. Future Needs and Timetable**

- Potential funding sources for future water system improvements are identified in the Economic Development section of this Plan.

- The village reports that the village water system meets and exceeds existing water system needs with normal maintenance being the principal ongoing need.
- Plan to replace the 6 inch water line in Front Street (Hwy 33) with a 10 inch line at the time that the State improves Hwy 33. This enlarged line will then be compatible with the larger lines east and west of the 6 inch line.
- Plan for an additional village well within this planning period (2008 -2028), with the timing dependent upon the trends in water usage and demand. The likely location for a new well would be on village land at the Hwy. 27 water tower site.

### **4.3 STORM WATER MANAGEMENT (Cashton)**

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#### **1. Goals and Objectives**

- Minimizing the injury to humans and damage to property from storm water.

#### **2. Policies**

- Develop and maintain Village and ordinances which manage storm water flows on public and private lands to achieve the goals and policies and programs of this section.
- Assure that all land developments comply with the current storm water permit requirements.
- Apply storm water management standards in all subdividing of land requiring village review and action, including the prevention of housing, commercial and industrial developments in drainage corridors subject to impacts from storm water flows.

#### **3. Programs**

- Develop and/or upgrade village storm water and subdivision ordinances which incorporate contemporary best practices for storm water management, including compliance requirements for federal and state storm water permits.
- Develop and implement a capital improvements program for storm water system improvements.

#### **4. Location, Use and Capacity**

The Village of Cashton maintains a storm water collection system.

#### **5. Future Needs and Timetable**

### **4.4 SOLID WASTE DISPOSAL AND RECYCLING (Cashton)**

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#### **1. Goals and Objectives**

- Maintain village solid waste collection and recycling services.

**2. Policies**

- Work to minimize the accumulation of debris and littering on public and private lands.
- Comply with the codes and regulations regarding solid waste collection and recycling.

**3. Programs**

- Review solid waste collection services annually to assure the provision of acceptable services at an affordable cost.
- Maintain curb-side appliance pick-ups once a year.
- Maintain the chipping of wood waste rather than burning.
- Maintain permission for residential burn barrels.

**4. Location, Use and Capacity**

Since solid waste services are contracted for, there are no such facilities within the Village of Cashton. The use and capacity of collection vehicles and solid waste landfills is under the jurisdiction of private parties.

**5. Future Needs and Timetable**

Future needs and timetables are assumed by the Village of Cashton to be the same as presently existing, with some of this being shared by the private firms from whom services are contracted.

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**4.5 PARKS AND RECREATION (Cashton)**

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**1. Goals and Objectives**

- Maintain sufficient park and recreation services in the Village of Cashton.
- Encourage the use of county and state recreation facilities in the immediate area to satisfy some of the park and recreation needs of village residents.

**2. Policies and Programs**

- Maintain and enhance the existing village park.
- Provide a new football announcer box.
- Study demand and feasibility for a skate park.
- Develop a trail system in the park and extend throughout the community where feasible.

**3. Location, Use, Capacity, Needs, and Timetable**

**Figure 7** locates the public park facilities in the Village of Cashton, as well as the school district recreation facilities. The village and school facilities receive a normal range of usage. The school facilities are open for public usage. The capacity of the village recreation facilities accommodates existing demands with no identified future needs or timetables.

Many residents in the Towns of Jefferson and Portland satisfy their recreation needs on their own properties where open spaces and woodlands are available to provide recreational and leisure time activities.

#### **4.6 TELECOMMUNICATIONS FACILITIES (Cashton)**

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**1. Goals and Objectives**

- Maintenance of telecommunication facilities adequate for the residential and business needs of the village.
- Support the upgrading of facilities with contemporary technology and capacity.

**2. Policies and Programs**

- Work with the telecommunication providers to advocate the provision of telecommunication facilities necessary to meet the needs of local residents and businesses.

**3. Location, Use and Capacity**

Telecommunication facilities are available by private providers, and are generally located within public street rights-of-way. Satellite television service is used by many residents in the Village. Cable services are available throughout the village. The use and capacity of these facilities are within normal limits. Telecommunication providers include \_\_\_\_\_.

**4. Future Needs and Capacity**

Future needs and capacity decisions are made by the private providers, (are their upgrading needs?)

#### **4.7 POWER GENERATING PLANTS AND TRANSMISSION LINES (Cashton)**

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**1. Goals and Objectives**

- Maintain necessary power supplies to village residents and businesses.
- Implement energy efficiencies where possible

**2. Policies and Programs**

- Work with the appropriate power companies and electric cooperatives to provide the necessary capacities and facilities to provide the necessary power supplies.
- Coordinate with the electric utilities on the use of Village rights-of-ways.
- Work with the electric utilities to take advantage of utility assistance and incentive programs for community projects and economic development.
- Explore the possibility of implementing programs for the application of emerging technologies providing greater energy efficiencies and savings in village government and for village residents and businesses.
- Evaluate the potential for wind towers in the industrial park and implement if feasible

**3. Location, Use and Capacity, Needs and Timetable**

The Village of Cashton owns its own electric utility, by the name of Cashton Municipal Light and Water. This utility is managed by the Village board through a village committee. The utility purchases wholesale power from Dairyland Power Cooperative through a ten year contract. There are two electric substations in the village, one in the

new industrial park and one on the grounds of the Municipal Utility's headquarters in downtown Cashton.

#### **4.8 CEMETERIES (Cashton)**

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There are no cemeteries in the Village of Cashton.

#### **4.9 HEALTH CARE FACILITIES (Cashton)**

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#### **4.10 CHILD CARE FACILITIES (Cashton)**

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#### **4.11 POLICE SERVICES AND FACILITIES (Cashton)**

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#### **4.12 FIRE SERVICES AND FACILITIES (Cashton)**

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**1. Goals and Objectives**

- Maintain an efficient Fire Department capable of meeting the fire protection needs of the village and adjacent service area communities.

**2. Policies**

- Support the volunteer Fire Department in its needs to expand and upgrade its facilities and services including annual funding support.

**3. Programs**

- Continued testing and training of Fire Department volunteers.

**4. Location, Use and Capacity, Needs and Timetable**

The volunteer Fire Department provides joint services to both the Village and Town and is jointly funded by the Fire Department and Village and Town governments. The department has mutual aid agreements to assist other nearby departments. The capacity of the department includes the following equipment:

#### **4.13 RESCUE SERVICES AND FACILITIES (Cashton)**

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**1. Goals and Objectives**

- Maintain a level of emergency responder services necessary to provide acceptable levels of such services to village residents and businesses.

2. **Policies**
  - Support the rescue service in its needs to expand and upgrade its facilities and services, including annual funding support.
3. **Programs**
  - Continue testing and training of rescue service volunteers.
  - Apply for available funding to support rescue services.
4. **Location, Use and Capacity**

The \_\_\_\_\_ rescue service is a separate organization which shares facilities with the volunteer Fire Department. They \_\_\_\_\_.
5. **Future Needs and Timetable**
  - The rescue service will have a need to \_\_\_\_\_.

#### **4.14 LIBRARY FACILITIES (Cashton)**

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**Planning Context** – The Cashton library has recently relocated to a new building with a greater amount of space. The library is a member of the Winding Rivers Library System. Under this system residents outside the city can use the library, with reimbursement for such usage by the county.

#### **4.15 SCHOOLS (Cashton)**

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The goals, objectives, policies and programs concerning the operation of the Cashton school system fall exclusively within the jurisdiction of that system's School Board and administrators. Schools are addressed in the Comprehensive Plan for the purpose of identifying any areas of coordination between the school system and the Village unit of government, with ultimate benefits of efficient use of public funds and maintaining a healthy school system.

1. **Goals and Objectives**
  - Coordination between the school system and the village government regarding mutual concerns in the areas of planning, land development, construction, utility needs, traffic, and parking.
2. **Policies and Programs**
  - Regular communication on all matters of mutual concern and assistance.
3. **Location, Use and Capacity**
  -
4. **Future Needs and Timetable**
  - Work with the school to evaluate traffic, safety and sidewalk needs and implement mutually agreed upon solutions.



#### **4.16 OTHER GOVERNMENTAL FACILITIES (Cashton)**

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Other government facilities in the village include \_\_\_\_\_.

## **This Section is Specific to the Village of Melvina**

### **4.1 SANITARY SEWER SERVICES (Melvina)**

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**Planning Context** – The Villages of Cashton and Melvina have a joint wastewater treatment system which was put into service in 2005. This system consists of a wastewater treatment plant located between the two villages. Cashton previously had centralized wastewater treatment and Melvina did not. Cashton's wastewater flows by gravity to the old treatment plant and flows from there under pressure to the new treatment plant. Melvina's wastewaters are pumped through a force main to the new treatment plant. Melvina owns the Melvina collection system and lift station, and the Melvina force main from the lift station to the village limits. The treatment plant and the sewer lines connected to it are located in the valley of the Little La Crosse River which is the receiving water for the treated discharge from the treatment system. Melvina is allowed 7 percent of the capacity of the treatment facility. Because the village has a large land area of open lands, there is the possibility that the location of some new homes would be quite distant from the sewer system thereby requiring on-site waste disposal systems (septic systems). Monroe County reports that there is no lot size requirement for developments on septic systems. The only county requirement for such systems is minimum set backs from lot lines, wells and buildings. A Wastewater Treatment Agreement between the two villages identifies the terms of operating the Melvina sewer collection system and waste water treatment at the Cashton treatment plant. This Comprehensive Plan does not affect or change this Wastewater Treatment Agreement.

#### **1. Goals and Objectives**

- Maintain waste water disposal services which comply with public health standards and in compliance with state regulations and permit levels.
- Maintain a waste water disposal system which is capable of attracting and serving new homes and businesses in the community.
- Maintain reasonable sewer service rates.

#### **2. Policies**

- Keep updated on the laws and regulations governing waste water treatment.
- Maintain compliance with the permits required for the village of waste water treatment plant.
- Encourage new development in the village to locate in a fashion to be able to hook up to the sewer system rather than install on-site waste disposal systems.
- Continue the cooperative relationship with the Village of Cashton for the operation and maintenance of the waste water treatment system serving both communities, and be involved in regular communication with the Village of Cashton on the operations and billings for Melvina's part of the system.
- Pursue efforts, in cooperation with the Village of Cashton, to increase the agreed number of property hook-ups to the system if needed to accommodate village growth.
- Annually review sewer rates so these rates cover their intended costs

### 3. Programs

- Maintain compliant sampling and testing programs as required.
- Develop an ordinance for shut-off of services and having delinquent accounts placed on real estate assessments.
- Develop an ordinance, in conjunction with the Village of Cashton, for a user charge system in conformance with NR 162.08 WI. Adm. Code.
- Develop an ordinance to prevent ground water, rainwater, and other clean surface water (infiltration & inflow) from whatever source, from entering the Melvina collection system.
- Apply for funds to aid in waste disposal system upgrades when necessary.
- Continue cooperation and regular communication with the Village of Cashton regarding the operation, maintenance, and record keeping under terms of the Waste Water Treatment Agreement to deal with routine questions and minimize or avoid potential problems.
- Study possibility of retaining a public works staff person to assist with local sewer system maintenance.

### 4. Location, Use and Capacity

The map in **Figure 6** illustrates the corridor of the joint Melvina-Cashton sanitary sewer system. The Melvina sewer system extends outside the northeast corner of the village on to the east side of Highway 27. The present waste water plant was constructed and opened in 2005 and is owned by the Village of Cashton. The description of this system is provided in Section 4.1 of this Plan for the Village of Cashton. Melvina is allocated 7 percent of the capacity of the treatment facility, and a total average daily flow allowance of 7,900 gallons per day (GPD). The plant served about 40 users in the Village of Melvina in 2006. The total number of connections to the sewer system in Melvina is limited to 65 water residential user equivalents (RUE) according to the village water agreement with Cashton; this does not include any additional users that would be served by on-site waste disposal systems. This RUE limit could be increased by mutual agreement of the two villages. The Village of Melvina's average daily flow in 2006 was approximately \_\_\_\_\_ GPD. The duration of the joint wastewater treatment agreement is 40 years.

### 5. Future Needs and Timetable

Future needs include the extension of sewer services to any gas station/convenience store as proposed in this Plan, and to any new housing with the feasibility of connecting to the sewer system. The timetable for such extensions would be in accord with the timing schedule for such developments.

## 4.2 PUBLIC WATER SERVICES (Melvina)

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**Planning Context** – The Village of Melvina's public water system is a joint system with the Village of Cashton. Melvina purchases water from the Village of Cashton, who provides the wells and storage facilities for the entire joint water system. A Wholesale Water Service Agreement between the two villages identifies the terms of the joint water system. Nothing in this Comprehensive Plan affects or changes the terms of this Agreement.

**1. Goals and Objectives**

- Maintain a healthy public water supply for the Village of Melvina, including sufficient quantities to serve existing and future village growth and fire protection needs.
- Maintain compliance with public water supply permits and regulations.
- Maintain reasonable water service rates.

**2. Policies**

- Work with the Village of Cashton to implement necessary measures to maintain a healthy public water supply.
- Maintain water rates sufficient to finance the operation and maintenance of the system, including debt service payments and an appropriate reserve fund.
- Continue the cooperative relationship with the Village of Cashton for the operation and maintenance of the water system under the Wholesale Water Service Agreement.
- Pursue efforts, in cooperation with the Village of Cashton, to increase the agreed number of property hook-ups to the joint water system if needed to accommodate development.

**3. Programs**

- Maintain compliant sampling and testing programs as required by state codes.
- Develop an ordinance regarding cross-connections of water lines.
- Develop an ordinance prohibiting the connection of private water systems to the village water mains.
- Develop an ordinance regarding shut-off of water services and placing delinquent accounts on real estate tax assessments.
- Work with the Village of Cashton and state authorities on all aspects of public water supply relevant to the Village of Melvina.
- Apply for funds from appropriate programs to assist with the provision of water system needs as they arise.
- Support the Village of Cashton's implementation of a well-head protection program to maintain the sole-source well water aquifer serving both villages. Work with adjacent units of government to maintain land uses and land activity practices which are compatible with the protection of ground waters in the well-head protection zone.
- Continue cooperation and regular communication with the Village of Cashton regarding the operation, maintenance and record keeping for the water system under the terms of the Water Agreement to deal with routine questions and minimize or avoid problems.
- Continuation of Cashton's responsibilities for water system maintenance per the Wholesale Water Agreement between the two villages.

**4. Location, Use and Capacity**

The map in Figure No 6, locates the joint water system corridor connected to the Village of Cashton. This water system serves all properties within the village. The Melvina water system extends outside the northeast corner of the village and across

Highway 27. Refer to Paragraph 4 in Section 4.2 (Cashton) for a description of the water system wells and storage.

#### **5. Future Needs and Timetable**

Future needs include the extension of a water line to any future gas station/convenience store as well as extensions to future housing. The time table for extending such services would be in accord with the timing of any proposed developments.

### **4.3 STORM WATER MANAGEMENT (Melvina)**

---

#### **1. Goals and Objectives**

- Minimizing the injury to humans and damage to property from storm water.

#### **2. Policies**

- Develop and maintain village ordinances which regulate and manage storm water flows on public and private lands to achieve the goals and policies and programs of this section.
- Assure that all land developments comply with the current storm water permit requirements.
- Apply storm water management standards in all subdividing of land requiring village review and action, including the prevention of housing, commercial and industrial developments in drainage corridors subject to impacts from storm water flows.

#### **3. Programs**

- Develop and/or upgrade village storm water and subdivision ordinances which incorporate contemporary best practices for storm water management; which require drainage improvements in private land developments; and which include compliance requirements for federal and state storm water permits.
- Develop and implement a capital improvements program for the development of a storm water system.

#### **4. Location, Use, Capacity, and Need**

The Village of Melvina has a basic system of storm water lines; however, the existing outfall pipe under Highway 27 and the collection pipe in the alley need enlargement, and additional storm water lines will be required in the village. The open drainage ditches may require enclosure due to confinements by streets and private property and the possible for greater flow capacity as village run-off develops.

### **5.4 SOLID WASTE DISPOSAL AND RECYCLING (Melvina)**

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#### **1. Goals and Objectives**

- Maintain village solid waste collection and recycling services.

**2. Policies**

- Work to minimize the accumulation of debris and littering on public and private lands.
- Comply with the codes and regulations regarding solid waste collection and recycling.

**3. Programs**

- Review solid waste collection services annually to assure the provision of acceptable services at an affordable cost.
- Maintain permission for residential burn barrels.

**4. Location, Use and Capacity**

Since solid waste services are contracted for, there are no such facilities within the village. The village has access to the recycling services of the Monroe County Recycling Program. This program has a waste oil collection site in the Village of Cashton.

The use and capacity of solid waste collection vehicles and solid waste landfills is under the jurisdiction of private parties.

**5. Future Needs and Timetable**

Future needs and timetables are assumed by the Village of Melvina to be the same as presently existing, with some of this being shared by the private firms from whom services are contracted.

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**4.5 PARKS AND RECREATION (Melvina)**

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**1. Goals and Objectives**

- Maintain sufficient park and recreation services in the Village of Melvina
- Maximize the use of county and state recreation facilities in the immediate area to satisfy some of the park and recreation needs of village residents.

**2. Policies and Programs**

- Continue to lease the Frog Town ball park for needed recreational activities.
- Explore possibility of snowmobile trails to be part of a continuous county network of snowmobile travel between communities

**3. Location, Use and Capacity**

The village owns a single park and recreation facility, which is the village softball field which the village leases to the Frog Town Sportsman's club for a variety of recreational uses, the most important of which is the three day Frog Days Celebration.

**4. Future Needs and Timetable**

There is no timetable for improvements of park facilities in the village since there is no established need for recreation facility expansion. Any such improvements will be made as needed and feasible.

## **4.6 TELECOMMUNICATIONS FACILITIES (Melvina)**

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### **1. Goals and Objectives**

- Maintenance of telecommunication facilities adequate for the residential and business needs of the village.
- Support the upgrading of facilities with contemporary technology and capacity.
- Better cell phone reception; Melvina is mostly in a dead zone for cell reception.

### **2. Policies and Programs**

- Work with the telecommunication providers to advocate the provision of telecommunication facilities necessary to meet the needs of local residents and businesses.
- Work to assure that a new cell tower is installed in the area by 2010.

### **3. Location, Use and Capacity**

Telecommunication facilities are available by private providers, and are generally located within public street rights-of-way. Satellite television service is used by many residents in the village. The use and capacity of these facilities are within normal limits, although the cable capacity has needs for upgrading to enable greater usage. Telecommunication providers include Century Tel. DSL services are available. There are no cable services in the village.

### **4. Future Needs and Capacity**

Future needs and capacity decisions are made by the private providers.

## **4.7 POWER GENERATING PLANTS AND TRANSMISSION LINES (Melvina)**

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### **1. Goals and Objectives**

- Maintain necessary power supplies to village residents and businesses.
- Make use of energy efficiencies from new technologies.

### **2. Policies and Programs**

- Work with the appropriate power companies and electric cooperatives to provide the necessary capacities and facilities to provide the necessary power supplies, including adequate transformers to serve the village.
- Coordinate with the electric utilities on the use of village rights-of-ways.
- Work with the electric utilities to take advantage of utility assistance and incentive programs for community projects and economic development.
- Explore programs to implement energy efficiencies and savings from emerging technologies to benefit village government and for village residents.

### **3. Location, Use and Capacity**

#### **4. Future Needs and Timetable**

There are no known plans for the upgrading of electric power facilities to serve the village area. Utility assistance and incentive programs should be pursued by public and private organizations and business prospects on a continuing basis.

### **4.8 CEMETERIES (Melvina)**

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**Planning Context** – There are no cemeteries under the jurisdiction of the Village or Town. There are four cemeteries owned by other entities. There are no planning goals, objectives policies, programs or needs related to Village or Town planning jurisdictions.

### **4.9 HEALTH CARE & CHILD CARE FACILITIES (Melvina)**

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There are no health care or child care facilities in the Village of Melvina. The closest location of such facilities is in the City of Sparta and the Village of Cashton.

### **4.10 POLICE SERVICES AND FACILITIES (Melvina)**

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The Village of Melvina does not provide its own policing services. Such services are provided by the County Sheriff's Department. The village is not large enough to provide its own police department, thereby requiring no goals, policies, or programs for this service.

### **4.11 FIRE SERVICES AND FACILITIES (Melvina)**

---

#### **1. Goals and Objectives**

- Maintain services from the Cashton Fire Department

#### **2. Policies**

- Support the Tri-Town Fire Board and the Cashton Fire Department in its needs to expand and upgrade its facilities and services including annual funding support.
- As needs may require, evaluate the feasibility of village fire services

#### **3. Programs**

- Continue to support the testing, training, and equipment needs of the Cashton Fire Department.

#### **4. Location, Use and Capacity**

The Village purchases fire protection services through the Tri-County Fire Board, with the Cashton Fire Department delivering such services. The capacity of the department includes the following equipment:

#### **5. Future Needs and Timetable**

- Evaluate the need and opportunities for village fire service



#### **4.12 RESCUE SERVICES AND FACILITIES (Melvina)**

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**1. Goals and Objectives**

- Maintain a level of emergency responder services necessary to provide acceptable levels of such services to village residents and businesses.

**2. Policies**

- Support the rescue service in its needs to expand and upgrade its facilities and services, including annual funding support.
- As need may require, evaluate the feasibility of village rescue services

**3. Programs**

- Continue testing and training of rescue service volunteers.
- Apply for available funding to support rescue services.

**4. Location, Use and Capacity**

The Leon Valley First Responders provide emergency rescue services for Melvina.

#### **4.13 LIBRARY FACILITIES (Melvina)**

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The Village of Melvina has no public library. Residents have access to the Village of Cashton library under arrangements of the Winding Rivers Library System.

#### **4.14 SCHOOLS (Melvina)**

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The goals, objectives, policies and programs concerning the operation of the Cashton school system fall exclusively within the jurisdiction of that system's School Board and administrators. Schools are addressed in the Comprehensive Plan for the purpose of identifying any areas of coordination between the school system and the Village and Town units of government with ultimate benefits of efficient use of public funds and maintaining a healthy school system.

**1. Goals and Objectives**

- Coordination between the school system and the village government regarding mutual concerns in the areas of planning, land development, construction, utility needs, traffic, and parking.

**2. Policies and Programs**

- Regular communication on all matters of mutual concern and assistance.

**3. Location, Use and Capacity**

**4. Future Needs and Timetable**

These features of the school system are under the jurisdiction of the School Board.

**4.15 OTHER GOVERNMENTAL FACILITIES (Melvina)**

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There are no other governmental facilities in the Village of Melvina.

## **This Section is Specific to the Town of Jefferson and Town of Portland**

### **4.1 SANITARY SEWER SERVICES (Jefferson & Portland)**

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**Planning Context** – The Towns of Jefferson and Portland do not have any public or centralized sanitary sewer facilities. Wastewater disposal is managed by individual on-site waste disposal systems, typically septic systems or holding tanks. The goals, objectives, policies and programs for these towns, center around the continued private provision of safe, healthy, and environmentally appropriate methods of disposal of wastewaters and all compliance with state and county regulations governing such systems. The town governments are not planning for the development of any public sewer systems.

### **4.2 WATER SUPPLY (Jefferson & Portland)**

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**Planning Context** – The Towns of Jefferson and Portland do not have any public or centralized water supply system. Water is supplied to individual properties by private wells. The goals, objectives, policies, and programs for these towns center around the continued private provision of safe, healthy, and environmentally appropriate methods of water supply and all compliance with state and county regulations governing such systems. The town governments are not planning for the development of any public water supply system.

### **4.3 STORM WATER MANAGEMENT (Jefferson & Portland)**

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**Planning Context** – The Towns of Jefferson and Portland do not have public storm sewers or other engineered storm water systems. The Town's principal role in storm water management is the drainage requirements associated with the town roads. There are no drainage districts that the town governments are responsible for. The goals, objectives, policies and programs for these towns regarding storm water center on the continued provision of adequate drainage for the town roads. Also included is the consideration of measures, in conjunction with the county, for minimizing and regulating; if necessary, the development of uses on flood prone lands and flash flood corridors.

### **4.4 SOLID WASTE DISPOSAL AND RECYCLING (Jefferson & Portland)**

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**Planning Context** – The Towns of Jefferson and Portland currently do provide solid waste collection or disposal services or facilities. The Town of Jefferson provides two dumpsters at the town hall for garbage and recyclables. The Town of Portland provides a garbage dumpster and recyclables collections facility at the old landfill site. The town contracts for the hauling of this solid waste to landfill and recycling centers. Town residents bring their garbage to the collection site on Saturdays. The goals, policies, objectives, and programs include the intentions of the Town of Jefferson to aggressively pursue recycling, and the intention of the Town of Portland to continue with its existing solid waste services.

#### **4.5 PARKS AND RECREATION (Jefferson & Portland)**

---

**Planning Context** – The Towns of Jefferson and Portland do not provide park and recreation lands, facilities or services. Activities of a park and recreation nature are largely provided on the properties of town residents where there is often enough open space for such activities. There are numerous opportunities for hunting, walking, and other outdoor recreation activities throughout the two towns. The Town of Jefferson provides ATV routing on selected town roads, and snowmobile travel is accommodated on a system of regional snowmobile trails which are maintained by private clubs. These trails are important in completing a network of snowmobile travel between many communities. The WI Department of Natural Resources owns 52 acres for fishing access in the Town of Jefferson, and 273 acres for fishing access along Rullands Coulee Creek in the Town of Portland. The goals, policies, objectives and programs of the Towns of Jefferson and Portland is to rely on private lands and regional park and recreation facilities for outdoor recreational activities and services. The Town of Jefferson strongly supports snowmobile recreational activity in addition to being open to trail development ideas which would have economic development and health benefits.

#### **4.6 TELECOMMUNICATIONS FACILITIES (Jefferson & Portland)**

---

**Planning Context** – The goals, objectives, policies and programs of the Towns of Jefferson and Portland advocate and support continued improvements in telecommunication services for residents and businesses in tune with available technologies.

#### **4.7 POWER GENERATION AND TRANSMISSION LINES (Jefferson & Portland)**

---

**Planning Context** – The goals, objectives, policies and programs of the Towns of Jefferson and Portland advocate and support the continued supply of electric power adequate for the future needs of town residents, agriculture and businesses. This includes the application of new electric generating and transmission technologies which are consistent with other needs, goals and policies of these Towns. Monroe County has wind energy land use and zoning standards for wind energy structures in the chapter 47-670 of the county zoning ordinance. These standards only apply to towns under the county zoning ordinance. The Towns of Jefferson and Portland were not under county zoning in 2008.

#### **4.8 CEMETERIES (Jefferson & Portland)**

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**Planning Context** – There are eight cemeteries in the Town of Jefferson, with the Town Board having responsibilities for two of them. There are six cemeteries in the Town of Portland which consist of two under town jurisdiction, four church cemeteries and one private cemetery.

#### **4.9 HEALTH CARE FACILITIES (Jefferson & Portland)**

---

**Planning Context** – The Towns of Jefferson and Portland do not provide any health care facilities, nor are any such facilities located within these towns. The goals, objectives, policies and programs of the Towns of Jefferson and Portland support the health care and

wellness services available in the Village of Cashton and in nearby communities in the interest of health care for town residents.

#### **4.10 CHILD CARE FACILITIES (Jefferson & Portland)**

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**Planning Context** – The goals, objectives, policies and programs of the Towns of Jefferson and Portland include the support for child care facilities as a necessary service for working families and as a service for other child care needs.

#### **4.11 POLICE SERVICES AND FACILITIES (Jefferson & Portland)**

---

**Planning Context** – The Towns of Jefferson and Portland do not provide town policing services or facilities. These services are provided by the County Sheriff's Department.

#### **4.12 FIRE & RESCUE SERVICES AND FACILITIES (Jefferson & Portland)**

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**Planning Context** – The Towns of Jefferson and Portland provide fire protection and rescue through participation in the financial support of the Cashton Volunteer Fire Department which serves the rural areas of these towns. Additional services can become available through mutual aid arrangements between this department and other nearby fire departments. The goals, objectives, policies and programs of the Towns of Jefferson and Portland include the continued financial support of the Cashton Volunteer Fire Department including the provision of needed facilities, equipment and training.

#### **4.13 LIBRARY SERVICES (Jefferson & Portland)**

---

**Planning Context** – There are no public libraries in the Towns of Jefferson or Portland. Residents in these Towns have access to library services in the Village of Cashton as a part of the Winding Rivers Library System.

#### **4.15 SCHOOLS (Jefferson & Portland)**

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**Planning Context** – There are no public school facilities in the Towns of Jefferson or Portland. These Towns are within the Cashton school district. The Towns of Jefferson and Portland have no jurisdiction involving the operation of that school system. The goals, objectives, policies and programs of these towns include support for satisfying the future educational facility needs of this school district.

#### **4.16 OTHER GOVERNMENTAL FACILITIES (Jefferson & Portland)**

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The only other governmental facilities in the Towns of Jefferson and Portland are the town hall facilities. These facilities are adequate for both towns and there are no additional needs projected into the future.

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## **SECTION 5: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ELEMENT**

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# AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ELEMENT

This section has drawn on the data and analysis of several resource documents and studies which address the subjects of agriculture, natural resources, and cultural resources. Among the plans and studies are the Monroe County Soil Survey, the Monroe County Land and Water Resource Management Plan 2006, the U.S. Geological Survey, The Mississippi River Regional Planning Commission, information from the Department of Natural Resources. The Monroe County Resource Management Plan has been a major resource and its data and analysis has been incorporated in this Comprehensive Plan by reference.

## 5.1 GROUNDWATER

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### Summary Analysis for the Conservation, Promotion and Effective Management of Groundwater Resources

The Villages and Towns obtain their drinking water from groundwater aquifers. There is no known shortage of groundwater supplies. The groundwater aquifer varies in depth below the ground surface, ranging from significant depth on the higher ridge lands to more shallow depths at lower elevations. Groundwater discharges (flows) into the various streams, rivers, and wetlands within this planning area. Much of this groundwater discharges to the surface through numerous springs on the lower hillsides and stream bottoms. Some groundwater may be confined above an impervious layer of clay or rock, thus inhibiting its ability to discharge at a lower elevation.

It's important to conserve the quantity and quality of groundwater to preserve its value for drinking water, and to supply the livestock and fish and wildlife in the area. Minimizing the amount of contamination from urban and rural land activity is important for protecting the quality of this ground water. Ground water occurring at shallow depth under light soils has a greater potential for being affected by contamination from surface land activity. The use of chemicals on the land in urban and agricultural areas can affect ground water quality. Nitrate contamination of drinking water can be a common problem, particularly for impacts on babies and young children and livestock. The drainage of chemical-laden waters into surface waters will diminish the esthetic quality and recreational use of these waters. The programs and plans of the Monroe County Land Conservation Department, in cooperation with the federal and state Departments of Agriculture have been implementing measures which conserve and manage the quantity and quality of ground water.

#### 1. Goals and Objectives

- Protect ground water resources to assure healthy drinking water.

#### 2. Policies

- Decisions within the authority of County, Village and Town governments regarding land and water resource matters should be based on a thorough understanding of ground water impacts, and be made with the assurance of maintaining the quality of ground water within established health standards.

### **3. Programs**

- Support and/or initiate programs at the Village and Town level which protect ground water quality where such needs arise.

## **5.2 FORESTS**

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### **Summary Analysis for the Conservation, Promotion, and Effective Management of Forest Resources**

There are only nominal forest resources in these village and town planning areas compared to many other Wisconsin counties. There is no state or national forests in this planning area; however the hills and river bottomlands contain woodland resources. The uplands contain mainly hardwoods, and the bottomlands contain mainly softwoods. According to land resource management authorities the grazing of livestock in woodlands deteriorates the quality of tree growth and reproduction. An additional issue is the increasing fragmentation of woodlands by the location of rural homes in woodland areas. These woodlands also have significant commercial value from the logging of hardwoods for a variety of wood products.

#### **1. Goals, Objectives, Policies and Programs**

- Most of the woodlands in this planning area are privately owned, although the DNR owns 273 acres of woodland and shoreland in the southern part of the Town of Portland. The towns and villages in this planning area have a limited role in planning for this resource due to the absence of town and village ownership of woodland resources.
- The Villages of Cashton and Melvina and the Towns of Jefferson and Portland support the continued forestry goals, policies and programs of the County Land Conservation Department.

## **5.3 PRODUCTIVE AGRICULTURAL AREAS**

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### **Summary Analysis for the Conservation, Promotion and Effective Management of Productive Agricultural Areas**

The towns and villages in this planning area are located in the hilly, unglaciated driftless landscape where intensive, prime agricultural areas are somewhat broken up by the extensive network of hills and valleys. Much of the agricultural field cropping is concentrated on the flatter ridge tops which are more conducive to cultivation. The County's Land and Water Resource Management Plan contain extensive analysis and recommendations for agricultural lands which are adopted by reference for this Comprehensive Plan section.

#### **1. Goals, Objectives, Policies and Programs**

- The villages and town in this planning program support the goals, policies and programs of the County Land conservation Department.
- The Villages of Cashton and Melvina will reflect the needs for agricultural lands in their zoning programs.

- Any interest of the Towns of Jefferson and Portland in protecting and otherwise managing agricultural lands should study the adoption of zoning standards in a process led by town and rural land owners.

## **5.4 ENVIRONMENTALLY SENSITIVE AREAS**

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### **Summary Analysis for the Conservation, Promotion and Effective Management of Environmentally Sensitive Areas**

The general categories of environmentally sensitive resources in this planning area include the river valley environments of the Little La Crosse River valley and the steep hillsides. The river corridors contain sensitive habitat for a variety of plant materials, wildlife, and birds; and the hillsides contain a variety of habitats for these same resources. The Department of Natural Resources own about 273 acres of land along Rullands Coulee Creek in the southern part of the Town of Portland. The County Conservation Department and the Department of Natural Resources maintains an inventory of the various sensitive resources in this area.

These sensitive resources have human and economic value in the form of the valuable natural scenery they create, the esthetic and peaceful living environments for area residents, and the value they present to the local economy from visitors and new residents who come to the area because of the environmental quality of these sensitive natural resources.

- 1. Goals and Objectives**
  - Appreciation and preservation of the sensitive natural resources in this area.
- 2. Policies**
  - Support measures to plan for and protect sensitive resources as it would apply to the welfare and economies of the Villages of Cashton and Melvina, and the Towns of Jefferson and Portland.
- 3. Programs**
  - Support specific actions within the jurisdiction of the towns and villages of this planning program which would aid in the protection and management of sensitive resources within these jurisdictions.

## **5.5 THREATENED AND ENDANGERED SPECIES**

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The villages and towns in this planning program are not aware of any endangered species within their borders. It's also the understanding of these town and villages that other units of government would have sole jurisdiction in the identification, management and planning for endangered species.

## **5.6 STREAM CORRIDORS**

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### **Summary Analysis for the Conservation, Promotion and Effective Management of Stream Corridors**

Two major stream corridors in this planning area are the Little La Crosse River and Coon Creek. A major tributary of Coon Creek within the Town of Portland is Rullands Coulee Creek. All stream branches are fed by the numerous valleys and gullies created by the dendritic drainage pattern in this driftless landscape.

**1. Goals and Objectives**

- Maintain the natural qualities of all stream corridors and tap the benefits afforded to the Village and Town from these qualities.

**2. Policies and Programs**

- Support those programs which seek to manage and prevent ground water and surface water contamination from man-made sources and from erosion and sedimentation.
- Support and help develop programs for the sustainable development of recreational uses and support the provision of facilities which service such recreational activity.

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## **5.7 SURFACE WATERS**

The only surface waters in this planning area are the waters in the streams identified above. There are no lakes in this planning area. The goals, policies and programs for surface waters are the same as for streams and ground water addressed above.

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## **5.8 FLOODPLAINS**

### **Summary Analysis for the Conservation, Promotion and Effective Management of Floodplains**

The principal documented flood plain areas are those of the Little La Crosse River. The Existing Land Use map in **Figure 7** locates the flood prone areas affecting the village. This flood prone area was extracted from the FEMA flood insurance maps related to the Village of Melvina. Flash-flooding can occur in the narrow valleys and gullies. It can be expected that some damage occurs to agricultural lands and some agricultural improvements, including homes, in extreme rain events in these areas.

**1. Goals and Objectives**

- Manage development in a fashion that prevents it from occurring in known flood prone areas.

**2. Policies**

- Maintain local regulations which prevent non-agricultural development in known flood-plain areas.
- Support the County's flood-plain zoning program.
- Provide regulations which prevent development in flood prone areas of minor streams and drainage ways in the case of flash-flooding

### **3. Programs**

- Review and regulate development in flood plain and flash-flooding areas so as to prevent damage to all housing and other non-agricultural land use.
- Make use of all rescue and flood damage compensation programs for town and village residents and property owners.

## **5.9 WETLANDS**

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The driftless landscape of this planning area is typically without wetlands, except in stream corridors where wetland environments may occur. Since wetlands are regulated by the U.S. Corps of Engineers, the State DNR, and through the county wetland zoning regulations, the villages and towns in this planning program have no direct role in such regulation. Any zoning and plat approval authority exercised by these four units of government would be required to reflect the wetland protections administered by the county, state and federal authorities.

## **5.10 WILDLIFE HABITAT**

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The habitat resources which supports much of the area's wildlife consists of the timbered lands, agricultural crops, particularly corn, the wetland areas, and the generally remote and undeveloped landscape. A development issue that can have an adverse effect on wildlife habitat is the fragmentation of that habitat by the scattered location of homes in the rural areas, particularly in woodlands. This fragmentation can also adversely affect the habitat for birds. Also, the introduction of invasive species of plant materials can adversely affect woodlands and wildlife habitats. Certain species of wildlife, such as white tail deer and turkeys, can also have adverse effects on human habitat and agriculture. The overpopulation of such species can result in economic damages to farm crops and can present safety hazards to highway travel. Wildlife is strictly controlled by federal and state authorities, thus limiting the jurisdiction of the villages and towns in this planning program to develop their own plans, goals, policies and programs for wildlife and wildlife habitat.

## **5.11 METALLIC AND NONMETALLIC MINERAL RESOURCES**

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### **Summary Analysis for the Conservation, Promotion & Effective Management of Metallic and Nonmetallic Resources**

Nonmetallic mineral resources in this planning area would be limited to limestone quarries or sand pits. There is one active limestone quarry in the Town of Jefferson. There are four active quarries in the Town of Portland. Development standards for quarries in Monroe County are administered through the county zoning ordinance which does not cover the Towns of Jefferson or Portland.

#### **1. Goals and Objectives**

- Recognize the importance of non-metallic mineral products and the importance of the conventional standards for such operations and

reclamation of such land uses and the managing of the traffic associated with such and developing standards for adjacent land uses.

**2. Policies and Programs**

- Allow for the extraction of non-metallic mineral resources under the standards of non-metallic mining ordinances.
- Develop town ordinance standards for building set-backs from quarries.

## **5.12 PARKS, RECREATION AND OPEN SPACE**

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### **Context for the Conservation, Promotion and Effective Management of Parks, Recreation and Open Space**

The Village of Cashton has \_\_\_\_\_ parks, totaling about \_\_\_\_\_ acres. The school district has outdoor recreation facilities consisting of its athletic complex with football and baseball fields on a separate school property. Outdoor recreation and open space resources and opportunities for the \_\_\_\_\_.

#### **Village of Cashton**

**1. Goals and Objectives**

- Maintain Village Park and open space facilities to serve expressed local needs.
- Maintain an active interest and involvement in public open space lands programs, and pursue parks, recreation and open space facilities which are judged to be in the interest of village residents.

**2. Policies and Programs**

- Develop specific plans and programs which provide for the future park and open space needs.
- Coordinate with the school district on park and recreation planning and facility development.
- Take advantage of grant programs and other finance programs to provide for needed park and open space lands and facilities.

#### **Village of Melvina**

**1. Goals, Objectives, Policies and Programs**

- Maintain the village softball field for softball activity and for other recreational and public events.
- Make improvements to the softball field and related lands as would be determined necessary throughout the future.
- Develop a park improvement plan and seek outside funding for implementation.

## 5.13 HISTORICAL AND CULTURAL RESOURCES

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### Summary Analysis for the Conservation, Promotion and Effective Management of Historical and Cultural Resources

#### 1. Goals and Objectives

- Realization of the importance of all historic and cultural resources in the villages and towns in this planning area and seek to preserve them.

#### 2. Policies and Programs

- Consider the preservation of historic and cultural resources in all actions of the town and village boards that involve such resources.
- Consider the enhancement, rehabilitation and functional adaptation of historic structures where such resources involve village or town decisions.

## 5.14 COMMUNITY DESIGN

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The towns and villages in this planning area are small communities without the kind of built-up urban environments where community design would be a substantial public planning factor. Design quality should be an important factor in any development projects involving town or village public buildings.

#### Village of Cashton:

#### Village of Melvina:

- The village's goals and policies include improving the overall looks of the village.
- Recognizing the significance of all historic buildings for their contribution to the image and appeal of the village.

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## **SECTION 6: ECONOMIC DEVELOPMENT ELEMENT**

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## ECONOMIC DEVELOPMENT ELEMENT

The purpose of this section is to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the Villages of Cashton and Melvina and the Towns of Jefferson and Portland. Economic data for these units of government is presented in this section and in Section 1 of this Plan.

### 6.1 ECONOMIC BASE ANALYSIS

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Data from the year 2000 U.S. Census for the Villages of Cashton and Melvina and the Towns of Jefferson and Portland and for Monroe County provide a snapshot of the area's economic base for that year. These conditions can change somewhat in the eight years since this information was collected, and this section should be reevaluated after the 2010 U.S. Census. The fundamental economic base of these communities is largely dependent on the context of the Monroe County economic base. The Economic Indicators table in this section summarizes information describing the economy of this planning area.

County-wide, the largest employment sector in the year 2000 was manufacturing at about 20% of total employment, with education, health, and social services following close at about 19%. The largest income sectors in 2000 were government & government enterprises at 32.8% (likely due to Fort Mc Coy), manufacturing at 18.3%, services at 13.6%, and retail trade at 10.7%. Farm earnings have dropped consistently since 1980 in Monroe County. Farm earnings have dropped from 13.6% of total county income in 1970 to 0.8% in the year 2000. In total dollars, the county's total farm income in 2001 was \$9,950,000.00, or 1.7% of total county personal income. The economic sectors with the greatest percentage growth in personal incomes between 1970 and 2000 were the manufacturing sector and the finance insurance and real estate sector.

The status of employment in the county mirrors the income trends identified above, except that farm employment maintained 9.3% of the total jobs in the county in 2000, but farm employment has still declined every year since 1980, a decline of 17.3% in this period.

In summary, the economic base of the Villages of Cashton and Melvina, and the Towns of Jefferson and Portland has been experiencing a transformation from the traditional rural jobs and farm employment to urban jobs in retail, manufacturing and services. The public sector jobs at Fort Mc Coy also constitute a major economic underpinning of the local economy. It can be expected that more of the population of these communities will be employed in these urban and public kinds of jobs, with health care and related services seeing significant increases as well due, in part, to the needs of the aging "baby boom" population. Much of this transformation in local employment has been enabled by commuting and the related improvements in area highways. Energy costs will become an important factor in commuting practices. Some authorities indicate that employees will choose to live closer to job locations to minimize energy costs.

## 6.2 LABOR FORCE ANALYSIS

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The above economic base analysis has indicated that the labor force is evolving from rural jobs to urban job, such as manufacturing, retail and public and institutional services. Even though the agricultural labor force (including fishing and mining) is steadily declining, it still remained at about 29% for the Town of Jefferson, and 28% for the Town of Portland labor force in 2000. It's unclear if the total farm and rural labor force will continue with sharp declines since other forms of agricultural employment may emerge, such as more industrialized food and energy production.

## 6.3 ECONOMIC S.W.O.T. ANALYSIS (STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS)

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This information is based on input from SWOT worksheet filled out by the four communities in this planning program, as well as from information developed during the course of preparing the various sections of this Comprehensive Plan.

### Village of Cashton

#### Strengths

- Have ordinances, zoning, new sewer plant and water towers.
- Adequate public services for residential, commercial, & industrial uses; quality schools; very good library; and good village park.
- Modern industrial park with ample utility capacity for substantial future growth, and a good circulation system with excellent highway access.
- Small town values; people have good work habits; village has completely upgraded its infrastructure; affordable housing; businesses moving to town creating more jobs.
- School, core of existing businesses, potential for new business.
- Can do attitude – very outcome driven.
- Great people who align themselves with Cashton i.e. school and area together.
- Elevation—wind energy opportunity.
- Lack of flooding.

#### Weaknesses

- Split commercial/industrial areas—need to cleanup areas & ask Town of Portland to so same (Island of land on Hwy. 27).
- Lack of adequate housing for elderly & possible affordable housing for some.
- Zoning ordinances overriding creating commercial land use in housing areas.
- Do not promote ourselves enough; do not fully plan expansion; accept businesses just because we have land available.
- Zoning
- Key personnel nearing retirement.
- Most recent investment pulls from downtown.

#### Opportunities

- Need to update ordinances
- Industrial park that allows for recruitment of businesses that will create jobs and encourages economic development.

- Pick and choose businesses we want
- Large businesses can create a lot of jobs; Organic Valley can draw more business to village.
- Industrial and residential growth
- Continued progression with new companies like Organic Valley & Best Energies
- Electrical generation opportunities i.e. wind & pyrolysis
- Connections with school

#### Threats

- Townships resent annexations
- Declining enrollment at the schools
- Lack of jobs
- Run out of land to develop; run out of land for housing
- With the amount of land our new businesses control, we depend on them to remain profitable & draw more business.
- Slow economy
- Complacency regarding how things change.
- Decaying downtown
- Not creating new retail in industrial setting

#### Village of Melvina

##### Strengths

- On state Highway 27, with traffic volumes of approx. 4,000 vehicles per day
- Located in center of a job growth region
- Low taxes
- Well used softball park
- Close to snowmobile trails
- New water & sewer system and mostly new streets

##### Weaknesses

- Very small village
- Low income population
- Small tax base
- Little existing job base
- Little room for urban growth relative to lands served by utilities
- No village staff for street maintenance, snowplowing, etc.

##### Opportunities

- Opportunity to remain small
- Possibility of a convenience store/gas station
- Large land areas capable of housing growth with public utility services
- Possibility for snowmobile/4-wheeler travel through village
- Possibility for grants due to low income levels

##### Threats

- Village doesn't control its utility systems

- Small tax base limits financial feasibility for new services and ability to respond to new governmental standards and mandates
- Limited opportunities in general

### **Town of Jefferson**

#### Strengths

- Work ethic and volunteer ethic of residents
- The town's planning outlook to provide for its future
- Agricultural and natural resource base
- Excellent public services, including schools, emergency services and health care
- The Amish population and economic base
- Nearby urban services in the Village of Cashton
- The Organic Valley Distribution Center

#### Weaknesses

- Distance from County seat and from law enforcement response
- Lack of nearby public outdoor recreational facilities
- No industry to strengthen town tax base

#### Opportunities

- Scenic landscape creates opportunities for agri-tourism and camp site development
- Topographic elevations create potential for wind energy development

#### Threats – Issues

- Parcelization of land for housing
- Loss of area through annexation
- ATV use of town roads
- Potential controversy associated with wind energy development
- Increasing town operating costs relative to tax revenue growth
- Increased need for town administrative services
- Increasing cost of road maintenance

### **Town of Portland**

#### Strengths

- Strong agricultural town
- Good agri-business support services
- Good fire protection & first responder services
- Good town facilities for meeting space and shop area
- Town roads and equipment in good repair
- Town increases population each year

#### Weaknesses

- No plan for land use or land use controls

#### Opportunities

- Recreational and hunting properties increase land values and tax revenue.

- Alternative energy opportunities

Threats

- Annexation to the Village of Cashton causing loss of tax revenue
- Uncertainty about the effects of Highway 33 renovation
- Right-to-farm (animal agriculture) concern related to urban housing.

### Analysis of Selective Economic Indicators

Occupation of Employees	V. of Cashton	%	V. of Melvina	%	T. of Jefferson	%	T. of Portland	%	Monroe County %
Management, Professional & Related Service	79	16.20	9	26.50	114	32.90	112	33.10	27.20
Sales & Office	95	19.50	2	5.90	35	10.10	40	11.80	16.90
Farming, Fishing & Forestry	15	3.10	0	0.00	28	8.10	25	7.40	2.10
Construction & Maintenance	47	9.60	2	5.90	41	11.80	45	13.30	9.40
Production, Transportation & Material Moving	153	31.60	19	55.90	85	24.60	57	16.90	23.30
<b>Industry Employees Work in</b>									
Agricultural, Forestry, Fishing, Hunting, Mining	22	4.50	0	0.00	101	29.20	94	27.80	7.70
Construction	23	4.70	2	5.90	24	6.90	33	9.80	5.90
Manufacturing	119	24.40	21	61.80	72	20.80	46	13.60	20.20
Wholesale Trade	20	4.10	0	0.00	6	1.70	24	7.10	2.00
Retail Trade	73	15.00	4	11.80	24	6.80	18	5.30	11.30
Transportation, Warehousing, Utilities	13	6.40	0	0.00	25	7.20	12	3.60	5.60
Information	10	2.00	0	0.00	3	0.90	11	3.30	1.90
Finance, Insurance, Real Estate, Rental	19	3.90	0	0.00	6	1.70	6	1.80	3.30
Public Administration	14	2.90	0	0.00	10	2.90	10	3.00	8.00
Educational, Health & Social Services	107	21.90	3	8.80	33	9.50	59	17.50	19.20
Arts, Entertainment, Accommodation, Food Services	19	3.90	2	5.90	20	5.80	9	2.70	7.40
Professional, Management	13	2.70	0	0.00	3	0.90	9	2.70	3.10
Other Services	18	3.70	0	0.00	19	5.50	7	2.10	4.30
Private Wage & Salary Worker	374	76.60	30	88.20	209	60.40	204	60.40	68.80
Government Worker	67	13.70	2	5.90	34	9.80	40	11.80	19.60
Self-Employed	43	8.80	2	5.90	90	26.00	91	26.90	10.80
<b>Median Earnings – 2000</b>	<b>Village of Cashton</b>		<b>Village of Melvina</b>		<b>Town of Jefferson</b>		<b>Town of Portland</b>		<b>Monroe County</b>
Male, year round, Full-Time	\$27,500.00		\$21,563.00		\$25,375.00		\$28,125.00		\$30,444.00
Female, year round, Full-Time	\$18,274.00		\$18,281.00		\$18,625.00		\$19,375.00		\$21,710.00
Per Capita Personal Income	\$14,425.00		\$11,791.00		\$12,511.00		\$16,998.00		\$17,056.00
Percent on Public Assistance, Social Security	20.00%		21.10%		28.00%		37.70%		34.00%
Households with Mean Retirement Income	\$12,143.00		\$22,400.00		\$20,955.00		\$12,292.00		\$16,300.00

Source: Year 2000 U.S. Census



## **6.4 DESIRED TYPES OF NEW BUSINESSES AND INDUSTRIES**

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- Value-added and organic agriculture, general manufacturing, tourism and recreation.
- Retail and commercial services
- A gas station/convenience store in the Village of Melvina
- Agri-tourism
- Recreation businesses

## **6.5 DESIGNATED SITES FOR NEW BUSINESSES AND INDUSTRIES**

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- Existing Village of Cashton Industrial park and other industrial sites to be located throughout the future.
- Continued commercial development in the Village of Cashton.
- A location along Highway 27 in the Village of Melvina for a gas station/convenience store, and other feasible commercial uses.

## **6.6 EVALUATION OF ENVIRONMENTALLY CONTAMINATED SITES**

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There are no environmentally contaminated sites known to exist in the Villages of Melvina, or the Towns of Jefferson or Portland, and there five such sites in the Village of Cashton.

## **6.7 ECONOMIC DEVELOPMENT PROGRAMS**

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- 1. County Programs**
  - Support and participate in Monroe County economic development programs.
- 2. Regional Programs**
  - Programs of the Mississippi River Regional Planning Commission, including Comprehensive Economic Development Strategy (CEDS)
  - Economic development programs of Dairyland Power and the rural CO-OP
  - Economic development of Alliant Energy
  - United Coulee Region (7-Rivers Alliance)
  - Service Corp of Retired Executives (SCORE)
  - Small Business Development Center (SBDC) at UW La Crosse
  - Hidden Valleys Tourism Association
  - Western Technical College
- 3. State Programs**
  - Governor's Grow Wisconsin Program
  - Community-Based Economic Development Program, Dept. of Commerce
  - Wisconsin State Trust Fund

- Drinking Water State Revolving Fund
- Wisconsin Development Fund—Technology Development Fund (WDF)
- Wisconsin Development Fund—Major Economic Development Program (MED)
- Wisconsin Economic Development Association (WEDA)
- Transportation Facilities Economic Assistance and Development Program
- Workforce Connections, Job Training Partnership Act
- Enterprise Development Zone, WI Department of Commerce
- Customized Labor Training Grant Program
- Downtown Historic District Tax Credits

**4. Federal Programs**

- HUD Community Development Block Grants (CDBG) Public Facilities
- HUD Community Development Block Grants, (CDBG) Economic Development
- HUD Community Development Block Grants, Blight Elimination and Brownfield Development
- USDA Rural Development Fund
- Rural Economic Development (RED) Early Planning Grant
- Historic Preservation Tax Credits
- 2002 and 2008 Federal Farm Bill—Rural Development Sections
- Federal Disaster Mitigation Act

## **6.8 ECONOMIC DEVELOPMENT RECOMMENDATIONS AND PLAN**

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**Village of Cashton   Village of Melvina   Town of Jefferson   Town of Portland**

**1. Goals and Objectives**

- Economic growth and increase the tax base for the Villages of Cashton and Melvina, and the Towns of Jefferson and Portland.
- Stimulate value-added agriculture as a means of reversing agricultural decline.
- Positive relationships between business and government.
- Make prudent use of the area's landscape qualities for recreation, tourism wind energy, and other ventures making positive use to the land.
- Adequate land and infrastructure for business and industry

**2. Policies**

- To support the extension of Village utilities if needed for community growth and if judged to be economically feasible.
- Support existing businesses and promote the area for new businesses.
- Consider the use of tax increment financing (TIF) where necessary to provide new jobs and tax base – Cashton and Melvina.
- Take advantage of opportunities to add industrial lands on both sides of Highway 27.
- Work to retain existing businesses and to assist with business expansions.

- Collaboration between the villages and the towns to pursue the partnership approaches that may be necessary to produce economic betterment which is good for the whole area.
- Cooperate with development organizations to locate new businesses.
- Develop community betterment plans which will reinforce the reasons for job holders to live in these four communities as a strategy to counteract the increasing energy costs of commuting from this area to distant jobs.
- Support and promote tourism and related tourism businesses potential, such as agricultural tourism and recreational trails.

### **3. Programs of Action**

- Utilize the applicable development strategies identified by the Mississippi River Regional Planning Commission in their 2003 report entitled: Comprehensive Economic Development Strategy.
- Work with Monroe County government and its University Extension Office on economic development projects.
- Engage in collaborative strategies with business and public agencies to develop more industry in the Cashton Industrial Park.
- Develop a Cashton downtown revitalization plan and business promotion plan.
- Plan for and develop more housing sites in the Villages of Cashton and Melvina and in the Towns of Jefferson and Portland to provide local living areas for employees and to help with the school enrollment.
- Develop and implement projects for the enhancement of community services and image to help retain and attract residents commuting to other job locations.
- Explore trails development opportunities.
- Assess the feasibility of using the current availability of sewer and water service on the east side of Highway 27 in Melvina as a means of developing commercial uses at that location, including the development of a gas station/convenience store along Highway 27 in the Village of Melvina.
- Expand tourism potential, including the promotion and expansion of Frog Town Days celebration in Melvina.
- Improve the condition of existing buildings as part of an overall village image improvement program for Melvina.

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## **SECTION 7: INTERGOVERNMENTAL COOPERATION ELEMENT**

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# INTERGOVERNMENTAL COOPERATION ELEMENT

## 7.1 PLANNING CONTEXT

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This element of the Comprehensive Plan is intended to present the Village's and Town's recommendations for intergovernmental cooperation. The goal of such cooperation is to facilitate savings in public funds, elimination of the unnecessary overlapping of services, and fostering relationships for cooperation on future needs and opportunities. The four units of government in this planning program have had a tradition of intergovernmental cooperation.

## 7.2 RELATIONSHIP OF VILLAGE TO SCHOOL DISTRICT

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The local school system's relationship to local planning was described in Section 3 of this Plan. The school district's facilities have been operating at a stable level with positive intergovernmental relationships with the village and town governments in the area. The School Board is an independent governmental unit which does its own planning for facilities and services. It is important for the school system and the Village of Cashton to coordinate on those municipal facilities and services which relate directly to the school system.

## 7.3 RELATIONSHIP OF VILLAGE AND TOWNSHIP TO OTHER GOVERNMENTAL UNITS

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### 1. Adjacent Village and Town Units

There is a positive relationship between the four units of government in this planning program. There is cooperation between the Towns of Jefferson and Portland with adjacent towns and the county on sharing of snow plowing responsibilities in special situations and for the sharing of road maintenance on border line streets and roads.

### 2. Regional Jurisdictions

The Mississippi River Regional Planning Commission is the public regional jurisdiction that has potential relationships with the villages and towns in this planning program. The villages and towns have a positive and constructive relationship with the regional planning commission and have received helpful information and assistance from this organization. There is not as much need for direct and regular relationships between the village and town governments.

### 3. County Government

The villages have a positive relationship with the Monroe County government and they work with the county on the purchase of road maintenance materials. The Towns of Jefferson and Portland maintain regular coordination with the County Highway Department on maintenance of county roads in the towns. Both villages and towns have received assistance from the County's University Extension Office on a variety of matters, including planning. Both towns and villages are benefiting from county parcel mapping. County sanitary ordinance standards and flood plain ordinance standards are enforced in the towns by the county government. As of the date of this Comprehensive Plan, the County had not complied with the requirement of producing a County

Comprehensive Plan, which, according to Wis. Stats. 66.1001 would be necessary for the County to continue enforcing its flood plain zoning ordinance in the two towns and other unincorporated areas of Monroe County.

#### **4. State Government**

There are many kinds of relationships between state government and the two villages and two towns. Relationships related to planning and development is largely in the area of various state standards and licenses for public services such as with the Department of Natural Resources standards for Melvina and Cashton's drinking water supply and its waste water treatment facilities. State solid waste standards apply to the disposal of solid and hazardous waste. Other standards relate to regulations for ground water and surface water contamination. The State Department of Transportation applies various standards for the location and improvements of town, village, county and state highways in the towns and villages that receive state and federal aid. The State Department of Commerce is charged with implementing the requirements under the Wisconsin Uniform Building Code which requires all local units of government to inspect one and two family dwellings for compliance with that building code. The Department of Commerce also is in charge of state standards regarding on-site waste water disposal systems. The rules of the State Department of Revenue affect land valuation, assessment and taxation.

There are no known conflicts or unresolved issues between state programs and the Villages of Cashton and Melvina and the Towns of Jefferson and Portland. It would be the goal and policy of these villages and towns to foster cooperation and coordination between them and the state in all matters with local impact, consistent with the various goals and policies of the Comprehensive Plan recommendations of these units of local government.

### **7.4 INCORPORATION OF INTERGOVERNMENTAL PLANS AND AGREEMENTS**

The principal intergovernmental agreements within this planning area are the agreements between the Villages of Cashton and Melvina for joint sewage treatment services and municipal water services. Cashton has agreements with the county for the joint purchase of road materials. A description of the various mutual aid agreements for fire, policing and rescue services have been described in Section 4 of this Plan.

Taking advantage of area economic development opportunities while implementing logical community growth through annexation agreements, is a matter conducive to intergovernmental agreements. Such agreements work only if it creates a "win-win" set of benefits for both the town and the village. Cooperation on such agreements is desirable because of the mutual dependence which communities and towns have on each other. That is, the towns provide the significant economic underpinning of the area through agriculture, and the communities provide equally significant economic underpinning through job development and community services required by urban and rural citizens alike.



## **7.5 EXISTING AND POTENTIAL CONFLICTS WITH OTHER GOVERNMENTAL UNITS AND PROCESSES TO RESOLVE CONFLICTS**

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There are no existing conflicts with other units of government known to exist at the time of the preparation of this Comprehensive Plan. In looking to the future, the goal of the Villages of Melvina and Cashton is to maintain positive relationships regarding their joint sewer and water systems. Over the forty year term of this agreement village officials and staff will change, and it will be important that compatibility be maintained between the two communities. As in most such situations, quality communication is important, and the idea of Melvina being represented at some point in the management of the sewer and water system is one method of helping assure this quality communication throughout the future as new municipal officials take office in each village.

The prospects for future annexations into the Towns of Jefferson and Portland presents the opportunity to plan such annexations based on negotiated terms which provide sustained benefits to the towns while expediting village annexation and the specific developments related thereto. Utilizing this approach to intergovernmental cooperation will mitigate potential conflicts.

In the event of conflicts in any public function, the methods to resolve such conflicts would be sound communication and fact gathering, and the use of professional intermediaries, depending on the circumstances. Alternative dispute resolution techniques include use of Wisconsin's mediated agreement procedures and the cooperative boundary agreement tools provided in Wis. Stats. 66.0301 and 66.0307 respectively.

There may be the potential village growth conflicts if it involves annexation into the Towns of Jefferson and Portland.

## **7.6 JOINT INTERGOVERNMENTAL COOPERATION PLAN**

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<b>Village of Cashton</b>	<b>Village of Melvina</b>	<b>Town of Jefferson</b>	<b>Town of Portland</b>
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### **1. Goals and Objectives**

- Maintain positive relationships between the four local governmental partners in this Comprehensive Plan, with the goal of mutual benefits from intergovernmental issues, including village growth issues affecting the two towns.
- Seek and obtain benefits from the programs and assistance available from other units of government.
- Engage in intergovernmental service sharing as a means of minimizing use of public funds and efficiently using public funds and facilities.
- Be open to establishing partnerships between all four units of government when necessary to expedite the location of a businesses or public service which would benefit the whole area and to cooperatively achieve beneficial community development.

### **2. Policies and Programs**

- Engage in regular and open communication with other units of government and non-governmental organizations for the purpose of

fostering cooperation and taking advantage of cost savings and efficiency opportunities.

- Engage in educational efforts to become aware of possibilities and techniques for intergovernmental cooperation and service sharing through workshop attendance and through the programs of the University Extension and the Mississippi River Regional Planning Commission.
- Explore the possibility of the involvement of a Village of Melvina representative in the management of the joint sewer and water systems.
- Reevaluate the structure of the Cashton Fire Protection District with the goal of achieving a more simplified structure for the equal sharing of fire equipment and to study other needs related to the provision of future emergency services.
- Cashton will continue to cooperate with the county for the purchase of salt and sand and will examine the possibilities of joint sharing of public works equipment.
- The Village of Melvina will continue to provide certain public services by contracting for such services, such as: grass mowing, street maintenance contracted to the county, agreement with the Tri-Town Fire Board for fire service, issuance of building permits, and any other service that would require contracting, and will also look to new opportunities for such services as needs and potentials arise throughout the planning period.
- Remain knowledgeable about legislative proposals to enable benefits from new assistance and efficiency programs, grant programs, and regulatory reform programs.
- Maintain regular communication with state, county and federal elected officials to communicate problems, needs and recommendations related to intergovernmental issues and recommendations.
- Take advantage of the mediation and negotiation services of the Wisconsin Department of Administration should such a need arise involving any of the units of government in this comprehensive planning program.
- Cooperation between the villages and towns regarding urban development projects on or near governmental boundaries to enable win-win benefits to all parties. Institute a practice of cooperative planning sessions on significant development proposals.

## SECTION 8: LAND USE ELEMENT

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# LAND USE ELEMENT

## 8.1 PLANNING CONTEXT

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The nature of the planning for land use varies between the Villages of Cashton and Melvina and the Towns of Jefferson and Portland. The villages consists of the concentration of housing, business, industrial and public service uses; whereas, land use in the town is mostly agricultural use, open space, woodland, and disbursed rural housing. The kind of land use problems and issues for each governmental unit requires somewhat different strategies and policies.

Important land use planning criteria include the availability of infrastructure to service various kinds of land uses; the capability of the soils to accommodate urban or rural land uses; and the adequacy of access to lands proposed for land use changes. Additional limitations include those posed by stream flooding, including flash flooding, and the limitations posed by other regulations from state, county or national sources. The development limitations related to flooding were addressed in Section 5 of this Plan.

Generally, the soil types within the villages are rated as "very good" for development by the Monroe County Soil Survey. For the unincorporated town areas, there are ample areas of suitable soils for a variety of land uses. The soils in most of the drainage corridors are not advisable for development due to flooding potential.

An important development related implication of land use is the statutory requirement that for certain local governmental land use regulations to remain in effect after January 1, 2010, a Comprehensive Plan must have been adopted. These local regulations include zoning, land division and official mapping regulations. Under zoning, county administered flood plain and wetland zoning is also included in this requirement. At the time of the preparation of this Comprehensive Plan, only the Village of Cashton had zoning, although the Village of Melvina was undertaking the development of a zoning ordinance.

Consistency Requirement – In addition, after January 1, 2010, any local governmental "program or action" under the three regulations described above must be "consistent" with that governmental unit's Comprehensive Plan. Since the nature of this consistency has not been defined in the comprehensive planning law, the term consistency, for purposes of this Comprehensive Plan, means that there should be no direct contradiction between a local government program or action and any goal, objective, policy or program of this Comprehensive Plan. Within this context, the villages and towns adopting this Comprehensive Plan shall have the flexibility to further determine and define consistency as applied to this Plan.

## 8.2 INVENTORY OF EXISTING LAND USES

### 1. Amount, Type and Intensity of Land Use

Land Use Category	Cashton			Melvina		
	Acres	%	Intensity	Acres	%	Intensity
Residential	61.39		Moderate	8.52	3.46	Low
Commercial	99.65		Moderate	1.60	0.65	Low
Manufacturing	4.61		Moderate	0.00	0	
Agricultural	294.57		Low	153.65	62.56	Low
Undeveloped	0		Low	5.08	2.06	Low
Ag. Forest	0		Low	53.52	21.79	Low
Productive Forest	0		Low	16.24	6.61	Low
Other	2		Low	7.00	2.85	Low
<b>Subtotal</b>	<b>462.23</b>			<b>245.61</b>		
<b>Exempt -Woodlands</b>						
Federal				0		
State	16.59			13.00		
County	2.17			0		
Other-woodlands	136.15			19.75		
<b>Subtotal</b>	<b>154.91</b>			<b>32.80</b>		
<b>TOTAL</b>	<b>617.15</b>			<b>278.41</b>		

Land Use Category	Jefferson			Portland		
	Acres	%	Intensity	Acres	%	Intensity
Residential	198.88	0.89	Low	278.79	1.20	Low
Commercial	5.65	0.02	Low	5.16	0.02	Low
Manufacturing	71.19	0.34	Low	0.32	-	Low
Agricultural	17,136.44	76.91	Moderate	15,291.00	66.17	Moderate
Undeveloped	393.17	1.67	-	664.64	2.87	Low
Ag. Forest	2,957.66	13.27	Low	3,594.03	15.55	Low
Productive Forest	443.45	1.98	Low	1,159.25	5.01	Low
Woodland Tax lands	575.14	2.58	Low	1,372.03	5.93	Low
Other	343.17	1.53	-	213.97	0.92	Low
<b>Subtotal</b>	<b>22,144.77</b>	<b>99.31</b>		<b>22,579.22</b>	<b>97.71</b>	
<b>Exempt Acres</b>						
Federal	0	-	-	0	0	0
State	96.22	0.43	Low	365.47	1.58	Low
County	13.29	0.05	Low	15.50	0.06	Low
Other	44.86	0.20	Low	147.28	0.63	Low
<b>Subtotal</b>	<b>154.37</b>	<b>0.68</b>		<b>528.26</b>	<b>2.28</b>	
<b>TOTAL</b>	<b>22,279.15</b>	<b>100.00</b>		<b>23,107.48</b>	<b>100.00</b>	

*Note: This is 2008 land use information reported from the Monroe County Property Lister Office. Numbers have been rounded to two decimal places from the county's three decimal places.*

**2. Map of Existing Land Use**

Figure 7 presents the map of existing land uses.

**3. Supply, Demand, and Price of Land**

Growth projections and goals for the Village of Cashton indicate a need for additional land to accommodate village growth throughout the future. There is an adequate supply of land for all categories of land use that would have a need to locate in the Village of Melvina and the Towns of Jefferson and Portland, although some lands along Highway 27 in Melvina may be conducive to conversion from existing uses to commercial. Actual land use conversion in the area has been of only a moderate scale, except for the Village of Cashton where significant industrial development has taken place in recent years. There has been a moderate increase in demand for rural, scenic non-farm housing. The price of land has increased in tune with rural land value increases in general.

**4. Redevelopment Opportunities**

There are very limited opportunities for the redevelopment of existing developed lands in the two villages and two towns. A normal pace of redevelopment takes place involving the replacement of deteriorated housing and the replacement of buildings destroyed by fire and other elements. No goals have been identified by the four units of government in this planning program to get involved with local redevelopment programs.

**5. Existing and Potential Land Use Conflicts**

There are no known land use conflicts of extensive proportion in the villages and towns of this planning program. There are individual land use conflicts within the Villages of Cashton and Melvina. Within the Towns of Jefferson and Portland, most land uses are fairly dispersed with little opportunity for direct conflicts. Changes in agricultural technology and practices create the potential for public issues regarding the proximity of agriculture and residential land use. Such issues are related to agricultural uses such as feed lots, although concerns typically center on questions regarding ground water and odor impacts rather than the land use itself.

**8.3 LAND USE PROJECTIONS**

**1. Projections by 20 Year Increments**

Village of Cashton					
Net New Acres of Land Use	2010	2015	2020	2025	2030
Residential*					
Commercial					
Industrial					
Agricultural & open	slight agricultural and open space loss				
* Based on Department of Administration population projections, 3 persons per household, and an assumed average of 10,000 square feet per household. Housing markets and commuting preferences can change these figures.					

Village of Melvina					
Net New Acres of Land Use	2010	2015	2020	2025	2030
Residential*	1.00	4.00	4.00	4.00	4.00
Commercial	0	1	1	1	1
Industrial	0	0	0	0	0
Agricultural & open	slight agricultural and open space loss				
<i>Note: Even though the WI Department of Administration projected future population losses for the Village of Melvina, this Plan projects a moderate population increase because the state's projections were made before the Village had the advantage of a public sewer and water system installed. This assumed population increase is represented in the new acres of residential land use, which is within the RUE limits the Village is subject to.</i>					

The supply of land for development with utility services in the Village of Melvina is limited to a total of 65 residential user equivalents (RUE) according to one of the terms in the Village's Wholesale Water Service Agreement with the Village of Cashton. This agreement is for a period of 40 years, which extends to about the year 2047. Even though the State Department of Administration projects future population losses for the Village of Melvina, this Plan projects a moderate population increase because the state's projections were made before the Village had the advantage of a public sewer and water system installed.

The projection of land use for the Town of Portland is keyed to the state's population projection for the town which indicates a decline. A decline in growth therefore does not produce any basis for projecting new land uses in the town, although it is reasonable that some existing housing will be removed or vacated and replaced by new housing with little, if any, net population growth. Projections for the Town of Jefferson indicate such small new population as to use the same land use projection approach as for the Town of Portland.

## 2. Future Land Use by Net Density

The net density of future land use in the Village of Cashton is projected to be the same as present land use densities as set by the village zoning ordinance. The net densities of new land use in the Towns of Portland and Jefferson is projected to be the same as at present, with new land uses projected to replace existing land uses of the same category at existing net densities.

## 3. Future Land Use Map

The four Land Use Maps in **Figure 7** locate recommended future land use areas for the Villages of Cashton and Melvina, and the Towns of Portland and Jefferson. The Figure 7 maps also show existing land uses to illustrate the relationship between existing land uses and projected future growth concepts.

## 8.4 GOALS AND OBJECTIVES (Cashton)

- Respect for property rights and protection of community rights.
- Coordinate with the Towns of Jefferson and Portland on border land development with the goal of mutual benefits.



- Maximum feasible compatibility between adjacent land uses with avoidance of nuisance impacts on neighbors and on the community in general.
- Encourage and accommodate village development and expansion in accord with future needs and according to professional land use and design standards.

## **8.5 POLICIES (Cashton)**

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- Evaluate development proposals according to consistency with the Comprehensive Plan.
- Maintain the village zoning ordinance and zoning map consistent with the village's land use goals, policies, programs and land use plan.
- The planning for future land use will be based on the evaluation of each development proposal to assure that there will be no conflicts between existing village uses, and that proposed new uses will be compatible with each other. This evaluation will take place at the point where rezoning applications or annexations are presented to the village.
- Insure that village land use development maintains property values, avoids blight, and is coordinated with the availability and capacity of utilities, streets, and traffic conditions.
- Insure that village land use development protects the natural environment and promotes cultural integrity of the community.
- Promote and accommodate more housing, commercial uses, industrial uses and economic development benefits in general.
- Take advantage of opportunities to secure additional land for future industrial use.

## **8.6 PROGRAMS (Cashton)**

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- Reevaluate and update the zoning ordinance and map to remedy obsolete zoning patterns; to be consistent with current development needs; and to be consistent with the Comprehensive Plan. (See the Implementation Section 9 for additional detail on implementing this "consistency" requirement).
- Reevaluate the industrial zoning in the northeast corner of the village, with the placement of more appropriate zoning. This industrial zoning may have been placed there when the rail road still went through this area.
- Take advantage of opportunities to round-out the industrial park boundaries with the addition of lands to the industrial park.
- Strong enforcement of zoning standards, including blight and junk elimination.
- Administer and enforce subdivision regulations within a reasonable distance of the village under the village's extraterritorial plat approval jurisdiction. This tool is available under state law to help implement a Comprehensive Plan. Coordinate this authority with the Towns of Jefferson and Portland to achieve mutual benefits and to maintain an intergovernmental approach to the growth of the whole area.
- The city industrial park is expected to see the addition of wind energy towers.
- Subject decisions on all rezoning, conditional uses, and variances to the goals, policies and programs of the village Comprehensive Plan.

- Have an active relationship and communication with the various departments of state government, including the Departments of Natural Resources and Transportation, and remain informed about their programs to enable adequate provision of the interests of the Village of Cashton in their programs and plans.

## **8.7 GOALS AND OBJECTIVES (Melvina)**

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- Respect for property rights and protection of community rights.
- Guide land use development for the health, safety, economic development, financial benefits, and general welfare of the village.
- Maximum feasible compatibility between adjacent land uses with avoidance of nuisance impacts on neighbors and on the community in general.
- Encourage new growth within the village based on availability of new utility services and in accord with professional planning and development standards.

## **8.8 POLICIES (Melvina)**

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- Institute a zoning program to help guide land use development, and to avoid disconnected village uses which could be unnecessarily expensive for the village to service.
- Plan for the location of a gas station/convenience store.
- Encourage urban land use development to be on the village's sewer and water system, and reflect this policy through zoning patterns which enable development.
- Provide for public street locations and sewer and water system capacity to accommodate the growth potential that emerges throughout the future.
- Provide for accurate village mapping.
- Require adequate building setbacks from village streets and Highway 27.
- Provide a role for the village officials in the subdividing of lots and location of streets.

## **8.9 PROGRAMS (Melvina)**

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- Administer and enforce zoning standards by contracting for zoning administration.
- Develop a zoning map which divides the village into various districts with separate standards intended to provide for the character of development appropriate to each district, and a district pattern which avoids urban sprawl.
- Provide for the location of a gas station/convenience store at an appropriate site within the existing village or incorporate an adjacent location into the village if such location is preferable for such a use.
- Explore the need for and development of a subdivision ordinance and official mapping ordinance.
- Develop accurate mapping of ownership parcels and village streets through the completion of an assessor's plat.

## **8.10 GOALS AND OBJECTIVES (Jefferson)**

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- Respect for property rights and protection of community rights.
- Coordinate with the Village of Cashton on border land development with the goal of mutual benefits.
- The town envisions little non-farm land usage.
- Maintain a role for the Town Board in any alternative energy planning or projects.
- Maintain a role for the Town Board in non-farm housing development.
- Maintain a role for the Town Board in any planning and development of feed lots.

## **8.11 POLICIES (Jefferson)**

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- Work with Monroe County on land use management programs and tools.
- Develop a role for the town in setting non-farm housing location standards including setback distances from farming operations, feed lots and other appropriate uses.
- Industrial, commercial and non-farm housing developments should be within one mile of the Village of Cashton to enable access to urban services when available.
- Develop enforceable standards for compensating the town for damage to town roads from heavy truck traffic related to non-farm development in the town.
- Work with appropriate authorities to develop definitions and standards for feed lots in the Town of Jefferson.
- Maintain an active role for the Town Planning Commission in all development proposals in the town.
- Support Amish enterprises within the town.

## **8.12 PROGRAMS (Jefferson)**

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- Develop and adopt ordinances to implement the Town of Jefferson's land use goals and policies.
- Continue to enforce Town Ordinance No. 2008-3, which requires site permits.
- Examine the need, benefits, and procedures for zoning and subdivision regulations relative to the implementation of town planning goals and policies, and relative to the impact on the Amish community.
- Develop a wind energy ordinance in coordination with the county.

## **8.13 GOALS AND OBJECTIVES (Portland)**

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- Respect for property rights and protection of community rights.
- Coordinate with the Village of Cashton on border land development with the goal of mutual benefits.

## **8.14 POLICIES (Portland)**

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- Work with Monroe County on land use management programs and tools.

- Facilitate appropriate economic development in Town land use decision making, including support for recreational and tourism use of the area's natural environmental resources.
- Provide for esthetic and safe living environments consistent with Town infrastructure policies and financial capabilities.
- Apply standards for non-farm residential land uses which allow safe and expedient access for emergency vehicles and which does not jeopardize Town road system maintenance and financing.
- Explore the development of town feed-lot standards
- Protect the property values of residential areas, including the use of standards for separating or buffering incompatible land uses.
- Facilitate and protect farming operations and the local agricultural economy.
- Protect and preserve soil, water, woodland and wildlife resources.
- Guidance of non-agricultural development away from flood plain and wetland habitats and dangerous steep slope areas.
- Protect and conserve historic and other cultural structures and sites.
- Consider planning and ordinance tools to implement the goals, policies, and needs of the Town.

#### **8.15 PROGRAMS (Portland)**

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- Develop Town land use standards to implement Comprehensive Plan land use goals and policies.
- Coordinate with Monroe County on land use activities affecting the Town.
- Coordinate with the Village of Cashton on land use proposals at or near the Village limits.
- Amend the Town Comprehensive Plan and/or its Land Use Section as appropriate needs would indicate, with re-evaluation every five years.
- Explore the development of a town zoning ordinance.

## **SECTION 9: IMPLEMENTATION ELEMENT**

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# IMPLEMENTATION ELEMENT

## 9.1 PLANNING CONTEXT

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The purpose of this planning element is to describe the existing planning implementation tools which the Villages of Cashton and Melvina and the Towns of Jefferson and Portland have been using. A further goal is to identify those tools which these villages and towns can use to assist in implementing the various elements of their Comprehensive Plan.

Since there has been no previous Comprehensive Planning in this area, there have been few standard implementation tools in place. Such tools typically include land division ordinances, zoning ordinances, and official mapping. The Village of Cashton administers a comprehensive zoning ordinance and subdivision code; however, the Village of Melvina and the two towns had no zoning or subdivision codes at the beginning of the comprehensive planning process. None of these four units of government have an official street mapping ordinance. The state's one and two family building codes are in effect in all four units of government with the required permits being issued by a specialist under contract to the four units. There is a county zoning program, but it is not in effect in the Towns of Jefferson and Portland. The county also administers a flood plain zoning ordinance in the unincorporated areas of the county.

Implementation measures related to the Comprehensive Plan take on additional importance with respect to the requirement in the Wis. Stats. 66.1001(3) which requires adopted Comprehensive Plans after January 1, 2010, as the basis for any village, town or county land use decision regarding zoning, subdivision of land or official mapping. Actions under such ordinances must be "consistent" with their Comprehensive Plan. This requirement has been further described in the Land Use Section 8.1 of this plan.

## 9.2 PROGRAMS AND ACTIONS TO IMPLEMENT SECTIONS 1 TO 8 OF THIS COMPREHENSIVE PLAN

---

### Village of Cashton

- After the adoption of this Comprehensive Plan, begin the updating process for the zoning ordinance and map so as to be consistent with this Plan. This consistency requirement is intended to be in effect as of January 1, 2010, and it's the village's intent that its zoning updating process be completed by this date.
- Establish standards for the application and evaluation of rezoning amendment requests, conditional uses, and variances. These standards should provide for a written fact sheet evaluation of each request. Such an evaluation could take the form of a Land Evaluation and Site Assessment (LESA) technique, which is a standard technique for evaluating zoning amendments. This process for making zoning decisions will help assure compliance with the required "consistency" between zoning actions and the Comprehensive Plan.
- Adopt an official street map and ordinance
- Apply the village subdivision ordinance as a tool for implementing relevant parts of its Comprehensive Plan through the plat approval process, per Wis. Stats. 236(13), both within the village and in its extraterritorial jurisdiction.

- Consider the enactment of an impact fee ordinance, under Wisconsin Act 44, as a means of partial payment of the village's cost of certain public improvements such as parks and other qualifying services related to private development.

#### **Village of Melvina**

- Adopt a village zoning ordinance and map which is consistent with the Village's component of this Comprehensive Plan.
- Explore the development of a village subdivision ordinance. A subdivision ordinance can be employed as a tool for implementing relevant parts of its Comprehensive Plan through the plat approval process, per Wis. State. 236(13), both within the village and in its extraterritorial jurisdiction.
- Explore the development of a village official street map ordinance.
- Adopt and enforce ordinances which are necessary for the village to manage and regulate emerging village needs and future regulatory requirements that may be placed on the village. Existing requirements include ordinances for: housing occupancy, water cross-connections, sewer infiltration & inflow and traffic.
- Implement means of adequately enforcing village ordinances.
- Explore means for village involvement in the management of the joint sewer and water systems.
- Consider the enactment of an impact fee ordinance, under Wisconsin Act 44, as a means of partial payment of the village's cost of certain public improvements such as parks and other qualifying services related to private development.
- Continue to enforce nuisance code

#### **Town of Jefferson**

- Explore the development of a Town zoning ordinance
- Explore the development of a Town subdivision ordinance
- Explore the development of a wind energy ordinance

#### **Town of Portland**

- Explore the development of a Town zoning ordinance
- Explore the development of a Town subdivision ordinance
- Explore the development of a wind energy ordinance
- Refine the Town road ordinance as needed.
- Continue to require individuals to report to the town all building development over \$10,000.00 in value.

### **9.3 CONSISTENCY AND INTEGRATION OF ALL PLANNING ELEMENTS**

All nine of the Comprehensive Planning elements were developed to be consistent with each other. Recommendations from various planning elements were integrated into other planning elements where there was a direct relationship. Plan "consistency", as required by Wis. State 66.1001 is described in Section 8.1 of this Comprehensive Plan.



## **9.4 MECHANISM TO MEASURE PROGRESS TOWARD ACHIEVING ALL ASPECTS OF THE COMPREHENSIVE PLAN**

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The mechanisms to measure progress toward achieving all aspects of this Comprehensive Plan include the two villages and the two towns doing the following:

- Appointing a custodian of the Comprehensive Plan whose responsibility it would be to monitor where Comprehensive Plan recommendations would be applicable to proposed developments, and advise the village or town board of the relationship of such recommendations to those proposed development.
- Annual assessment by the village and town planning commissions to measure progress toward achieving plan recommendations and to identify unexpected changes in trends and to determine areas in the plans needing amendment.
- Plan to comprehensively review and update the Comprehensive Plan on five year intervals (the comprehensive planning law requires plan reviews at least every 10 years, but such plans often become seriously outdated within 10 years).

## **9.5 PLAN UPDATING PROCESS (Amending the Plan)**

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### **Village of Cashton Village of Melvina Town of Jefferson Town of Portland**

The Village Plan Commission and Village Board will update its plan every five years, or at any other time if actions or plans are proposed in the Village which are substantially different from or inconsistent with the Comprehensive Plan. The Plan can be updated through plan amendments, which are enacted according to the same procedures as the adoption of the Comprehensive Plan (66.1001(4), which includes a public hearing. Plan amendments can be enacted at any time, but it is recommended that a community hold its plan open for amendments not more than once in any given year. This would enable all proposed amendments to be evaluated in relationship to each other and in relationship to the impact on the entire Plan. It is recommended that a written evaluation and justification for each proposed amendment accompany its action by the local governing board. This written record should document if the plan amendment was enacted to create "consistency" with a proposed development action, or if the purpose of the amendment was to add a component to the plan that didn't have anything to do with maintaining plan consistency with a proposed development action.

The villages and towns can waive this annual plan amendment process described above if an amendment to this Comprehensive Plan is determined necessary to capture a unique economic opportunity that is both related to achieving the goals of this Plan and may be lost if required to wait for the regular plan amendment cycle.

## **9.6 IMPLEMENTATION FOLLOW-UP**

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### **Village of Cashton**

- Annual Priority List – After the village adopts the Comprehensive Plan, it will develop an annual priority list of actions to work on. These actions would be intended to begin the process of implementing the recommendations in the Plan.

The Village may appoint individuals or committees to work on such priorities. The Village Plan Commission would be the preferred body for this work; however, any number of sub-committees or appointed individuals could work on these priorities. Any recommendations related to such priority work items would be brought to the Village Board for their review and final decisions.

- Appoint Plan Custodian – After the adoption of the Comprehensive Plan, or as a part of the plan adoption process, the Village Board will appoint a custodian of the Plan. This custodian may be an individual or group, typically related to the Plan Commission, whose responsibility will be to keep the Comprehensive Plan before the Village Plan Commission and Village Board when development decisions or new policies are required by the village. This function could also take place regarding decisions by other units of government or other entities which would affect the village. The function of the plan custodian would be advisory and instructive. One of the functions of the custodian would be to point out the “consistency” requirement between village development decisions and the Comprehensive Plan. This function would normally be triggered by specific development proposals coming before the Village Plan Commission and Village Board.
- Consistency – Assure consistency between the Comprehensive Plan and the village zoning and subdivision ordinance programs.

#### **Village of Melvina**

- Annual Priority List – After the village adopts the Comprehensive Plan, it will develop an annual priority list of actions to work on. These actions would be intended to begin the process of implementing the recommendations in the Plan. The village may appoint individuals or committees to work on such priorities. The Village Plan Commission would be the preferred body for this work; however, any number of sub-committees or appointed individuals could work on these priorities. Any recommendations related to such priority work items would be brought to the Village Board for their review and final action.
- Appoint Plan Custodian – After adoption of the Comprehensive Plan, or as a part of the plan adoption process, the Village Board will appoint a custodian of the Plan. This custodian may be an individual or group, typically related to the Plan Commission, whose responsibility will be to keep the Comprehensive Plan before the Village Plan Commission and Village Board when development decisions or new policies are required by the village. This function could also take place regarding decisions by other units of government or other entities which would affect the Village. The function of the plan custodian would be advisory and instructive. One of the functions of the custodian would be to point out the “consistency” requirement between village development decisions and the Comprehensive Plan. This function would normally be triggered by specific development proposals coming before the Village Plan Commission and Village Board.
- Consistency – Assure consistency between the Village Comprehensive Plan and the Village Zoning program and any future subdivision ordinance.

#### **Town of Jefferson**

- Annual Priority List – After the Town adopts the Comprehensive Plan, it will develop an annual priority list of actions to work on. These actions would relate

to the recommendations in the Plan. The Town may appoint individuals or committees to work on such priorities. Any recommendations related to such priority work items would be brought to the Town Board for their review and final decisions.

- Appoint Plan Custodian – After the adoption of the Comprehensive Plan, or as a part of the plan adoption process, the Town Board will appoint a custodian of the Plan. This custodian may be an individual or group, typically related to the Plan Commission, whose responsibility will be to keep the Comprehensive Plan before the Town Plan Commission and Town Board when development decisions are required by the town. This function could also take place regarding decisions by other units of government or other entities which would affect the Town. The function of the plan custodian would be advisory and instructive. One of the functions of the custodian would be to point out where “consistency” is required between town development decisions and the Town Comprehensive Plan. This could also apply to certain county decisions regarding developments within the town. This function would typically be triggered by specific development proposals coming before the Town Planning Commission, Town Board, or County Board.

#### Town of Portland

- Annual Priority List – After the Town adopts the Comprehensive Plan, it will develop an annual priority list of actions to work on. These actions would relate to the recommendations in the Plan. The Town may appoint individuals or committees to work on such priorities. Any recommendations related to such priority work items would be brought to the Town Board for their review and final decisions.
- Appoint Plan Custodian – After the adoption of the Comprehensive Plan, or as a part of the plan adoption process, the Town Board will appoint a custodian of the Plan. This custodian may be an individual or group, typically related to the Plan Commission, whose responsibility will be to keep the Comprehensive Plan before the Town Plan Commission and Town Board when development decisions are required by the Town. This function could also take place regarding decisions by other units of government or other entities which would affect the Town. The function of the plan custodian would be advisory and instructive. One of the functions of the custodian would be to point out where “consistency” is required between Town development decisions and the Town Comprehensive Plan. This could also apply to certain county decisions regarding developments within the town. This function would typically be triggered by specific development proposals coming before the Town Planning Commission, Town Board, or County Board.



# REGIONAL LOCATION OF PLANNING AREA

Town of Portland  
Monroe County, Wisconsin

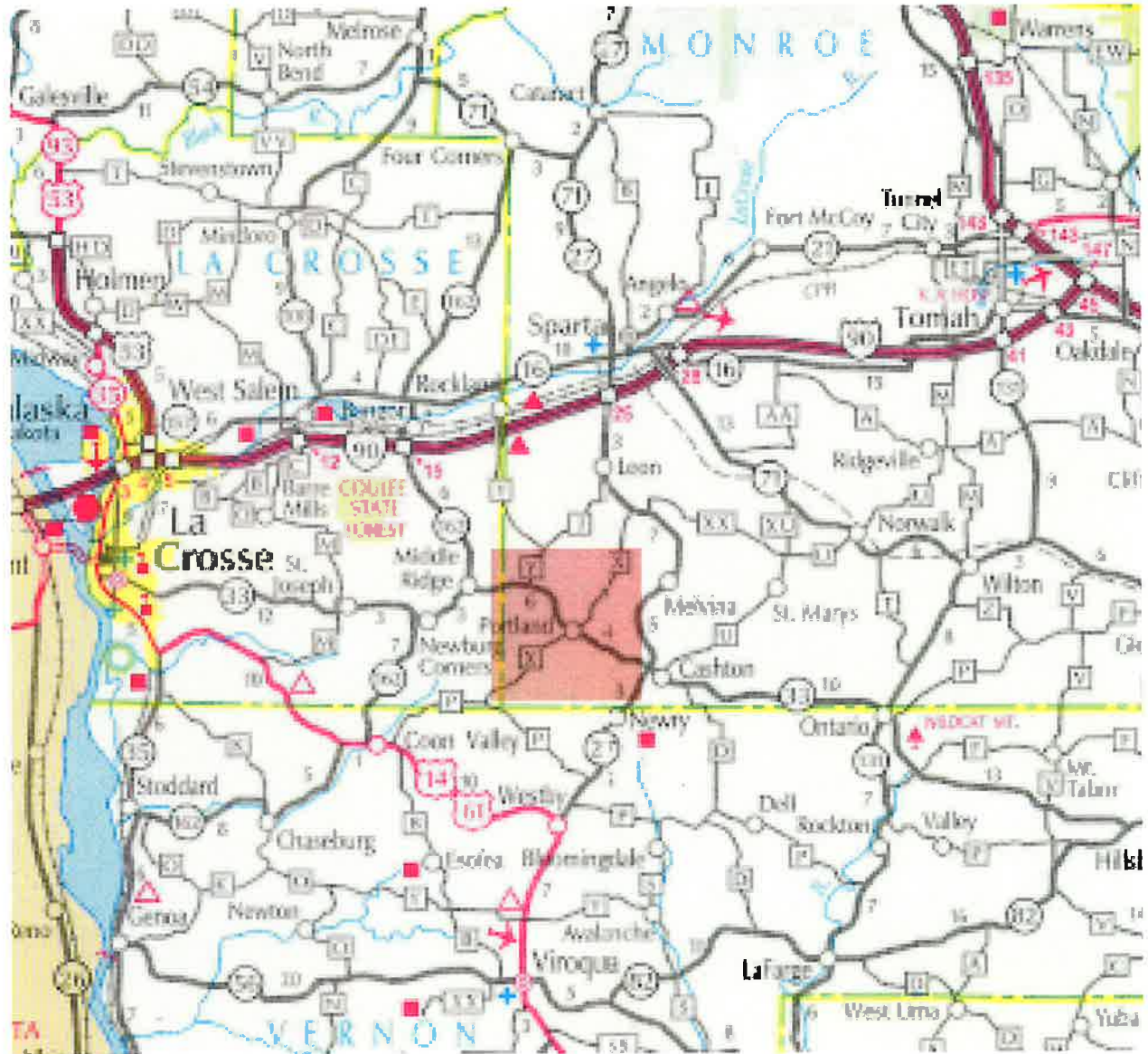
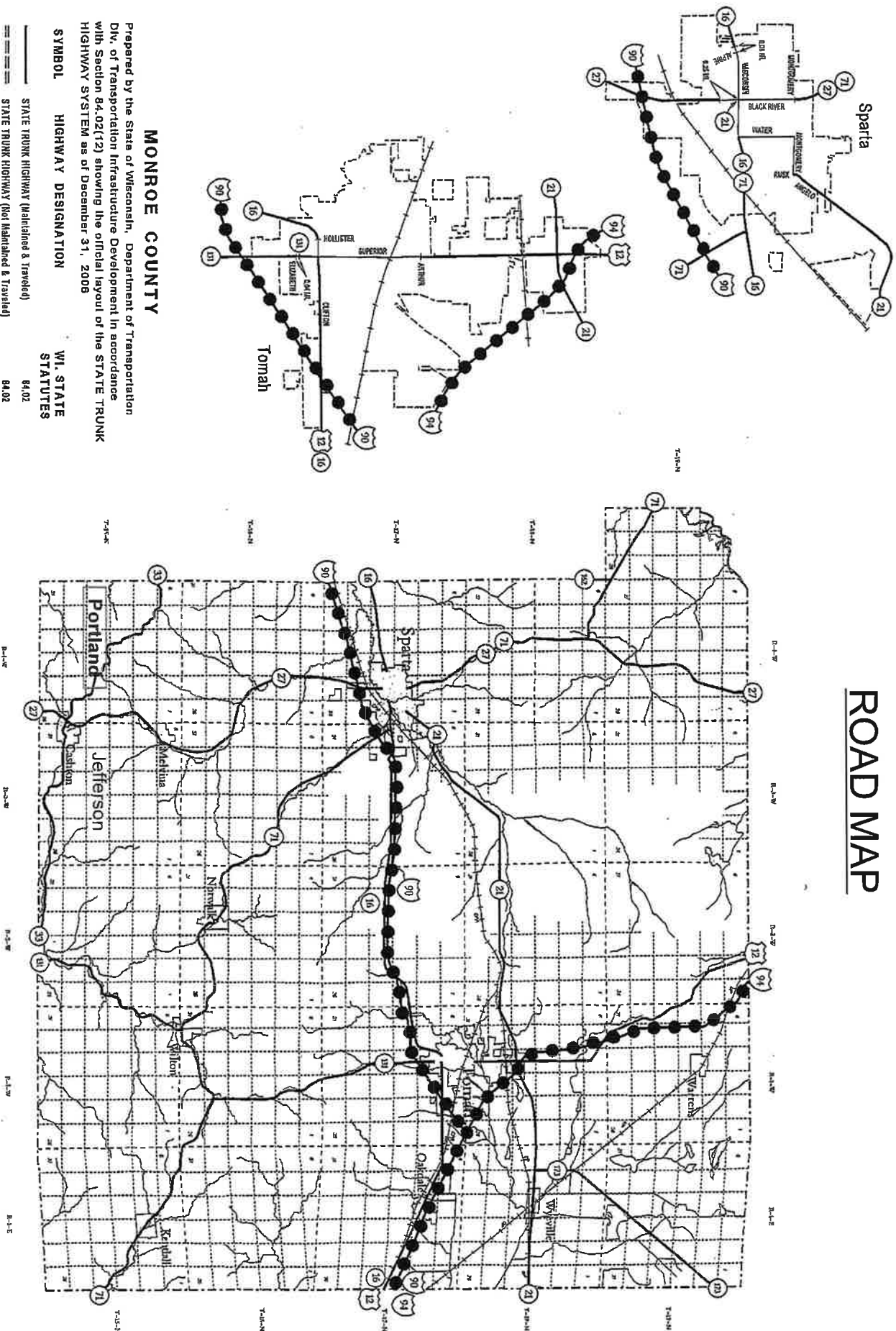


FIGURE 1










# ROAD MAP



## MONROE COUNTY

Prepared by the State of Wisconsin, Department of Transportation  
 Div. of Transportation Infrastructure Development in accordance  
 with Section 84.02(12) showing the official layout of the STATE TRUNK  
 HIGHWAY SYSTEM as of December 31, 2006

### SYMBOL HIGHWAY DESIGNATION

-  STATE TRUNK HIGHWAY (Maintained & Traveled)
 84.02
-  STATE TRUNK HIGHWAY (Not Maintained & Traveled)
 84.02
-  STATE TRUNK HIGHWAY (To be removed from the official STH System upon opening to traffic)
 84.02
-  CONNECTING HIGHWAYS
 84.02(11)
-  DESIGNATED FREEMAN- INTERSTATE HIGHWAY
 84.20 & 84.205
-  DESIGNATED FREEMAN
 84.295
-  DESIGNATED EXPRESSWAY
 84.295

### WI. STATE STATUTES

- 84.02
- 84.02
- 84.02
- 84.02(11)
- 84.20 & 84.205
- 84.295
- 84.295

MONROE

MONROE

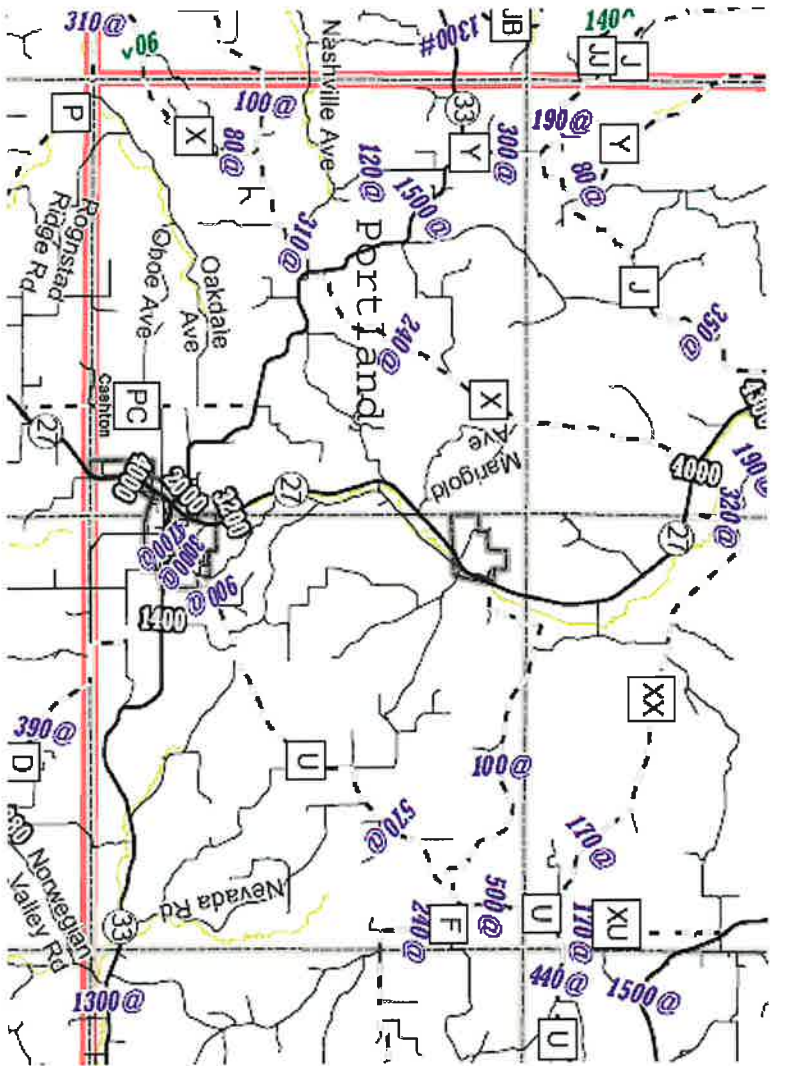
FIGURE 2



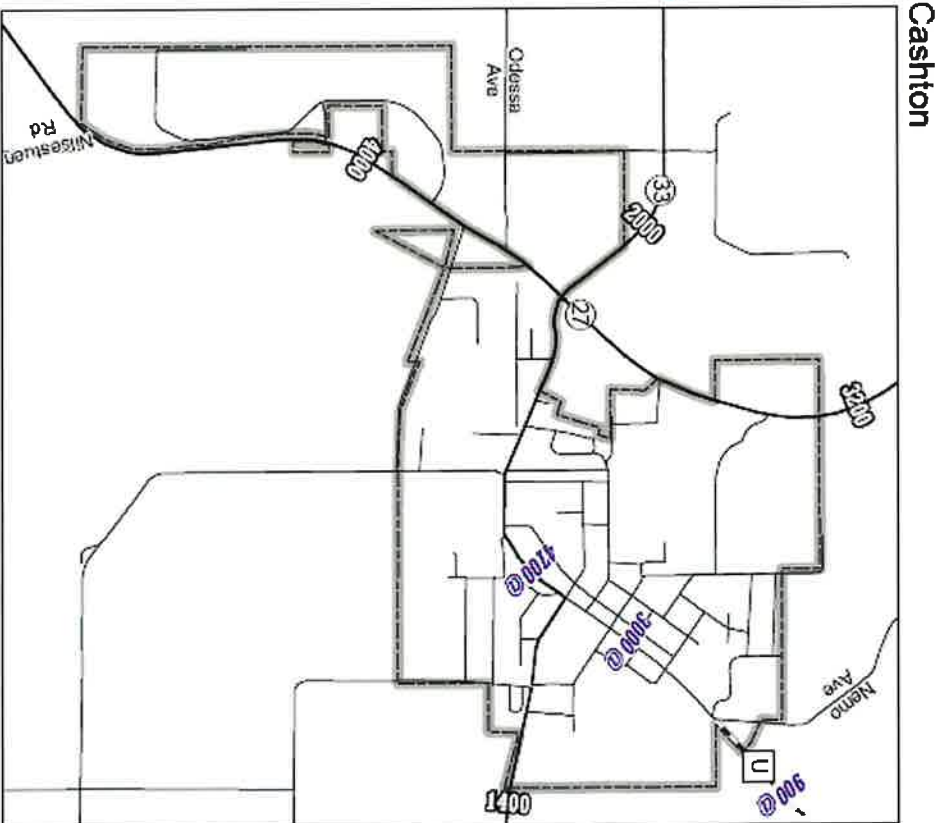


FIGURE 3

# Traffic Volume Map



9999# - AADT - 2005  
9999\* - AADT - 2002  
9999^ - AADT - 2004  
9999- - AADT - 2001  
9999@ - AADT - 2003  
9999X - AADT - 2000 or older  
Character following AADT on map designates year





# Transportation Plan Map

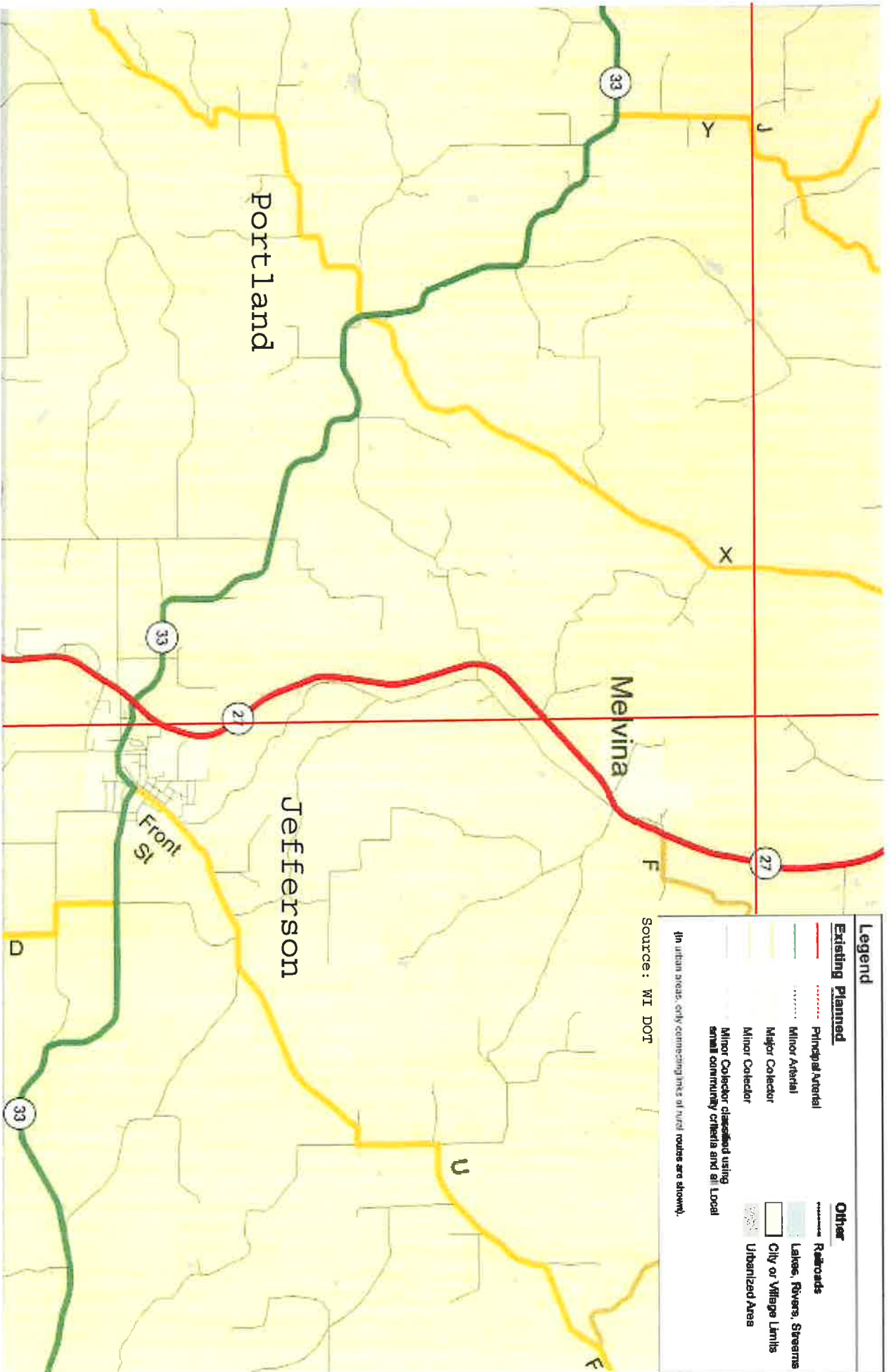


FIGURE 4

