

# TOWN OF MELROSE

JACKSON COUNTY

WISCONSIN

## COMPREHENSIVE PLAN

2010-2030

Adopted August 9, 2010



Prepared by

**MSA PROFESSIONAL SERVICES, INC.**

WITH ASSISTANCE FROM THE JACKSON COUNTY PLANNING, ZONING, AND POWTS DEPARTMENT

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Ordinance No 2010-1

An Ordinance to Adopt the Comprehensive Plan of the Town of Melrose, Jackson County, Wisconsin.

The Town Board of the Town of Melrose, Jackson County, Wisconsin, do ordain as follows:

Section 1. Pursuant to section [59.69(2) and (3)(for counties)/62.23(2) and (3)(for cities, villages, and towns exercising Village powers under 60.22(3))] of the Wisconsin Statutes, the Town of Melrose, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Melrose, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The plan commission of the Town of Melrose, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Town Board the adoption of the document entitled 'Town of Melrose, Jackson County, Wisconsin, Comprehensive Plan 2008-2030,' containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Town has held at least one public hearing on the draft comprehensive plan, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Town Board of the Town of Melrose, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, 'Town of Melrose, Jackson County, Wisconsin, Comprehensive Plan 2008-2030,' pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and [publication/posting] as required by law.

Adopted this 9 day of August, 2010  
Dennis Zilch  
Town Board Chairman

Virginia Woods  
Attest: Town Clerk

(Published/Posted): 8-10-10

(Approved, Vetoed):  
3 0



## Plan Amendments

This plan may be amended in the years between major updates. See Section 4.2 Plan Adoption and Amendment Procedures. Amendments should be noted here.

<u>AMENDMENT DATE</u>	<u>PAGE #</u>	<u>DESCRIPTION</u>
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## TOWN OF MELROSE BOARD

Dennis Zielsdorf	Chairman
Terry Blaken	Trustee
Allen Spors	Trustee
Virginia Woods	Clerk
Debbie Hoerres	Treasurer

## Town of Melrose Plan Commission

Jim Bruce	Chairperson
Terry Blaken	Commission Member
Jim Halverson	Commission Member
Gary Woods	Commission Member
Dennis Zielsdorf	Commission Member
Allen Spors	Alternate
Virginia Woods	Secretary

Partial funding support for this planning effort was provided by the Wisconsin Department of Administration







# TABLE OF CONTENTS

**EXECUTIVE SUMMARY.....V**

**CHAPTER 1 - INTRODUCTION ..... 1-1**

1.1 REGIONAL CONTEXT ..... 1-1

1.2 WISCONSIN COMPREHENSIVE PLANNING LAW ..... 1-2

1.3 PLANNING PROCESS ..... 1-4

1.4 SELECTION OF THE PLANNING AREA..... 1-5

1.5 COMMUNITY ASSETS & LIABILITIES ANALYSIS ..... 1-6

**CHAPTER 2 - VISION, GOALS, OBJECTIVES & POLICIES..... 2-1**

2.1 HOUSING ..... 2-2

2.2 TRANSPORTATION ..... 2-4

2.3 AGRICULTURAL, NATURAL, & CULTURAL RESOURCES ..... 2-6

2.4 ENERGY, UTILITIES, & COMMUNITY FACILITIES .....2-10

2.5 ECONOMIC DEVELOPMENT .....2-13

2.6 INTERGOVERNMENTAL COOPERATION .....2-15

2.7 LAND USE .....2-16

2.8 COMMUNITY DESIGN PRINCIPLES .....2-19

**CHAPTER 3 – FUTURE LAND USE ..... 3-1**

3.1 ENVIRONMENTAL/RECREATIONAL LAND USE CATEGORIES..... 3-2

3.2 RURAL LAND USE CATEGORIES ..... 3-3

3.3 AMENDING THE FUTURE LAND USE MAP ..... 3-6

**CHAPTER 4 - IMPLEMENTATION..... 4-1**

4.1 IMPLEMENTATION TOOLS ..... 4-1

4.2 PLAN ADOPTION AND AMENDMENT PROCEDURES..... 4-4

4.3 CONSISTENCY AMONG PLAN ELEMENTS ..... 4-5

4.4 PLAN MONITORING, AMENDING & UPDATING ..... 4-6

4.5 SEVERABILITY ..... 4-7

4.6 ACTION PLAN ..... 4-7

**CHAPTER 5 - EXISTING CONDITIONS..... 5-1**

5.1 ISSUES AND OPPORTUNITIES..... 5-1

5.2 HOUSING ..... 5-4

5.3 TRANSPORTATION .....5-10

5.4 AGRICULTURAL, NATURAL AND CULTURAL RESOURCES.....5-20

5.5 ENERGY, UTILITIES AND COMMUNITY FACILITIES .....5-37

5.6 ECONOMIC DEVELOPMENT .....5-43

5.7 INTERGOVERNMENTAL COOPERATION .....5-54

5.8 LAND USE .....5-59

**APPENDIX A: PUBLIC PARTICIPATION PLAN**

**APPENDIX B: PUBLIC OPINION SURVEY RESULTS**

**APPENDIX C: FINANCIAL AND TECHNICAL RESOURCES**

**APPENDIX D: SAMPLE RIGHT-TO-FARM AGREEMENT**

**APPENDIX E: ENDANGERED AND THREATENED SPECIES**

**APPENDIX F: MAPS**

List of Tables

Table 1.1: Community Assets and Liabilities ..... 1-6

Table 4.1: Action Plan ..... 4-8

Table 5.1: Population and Age Distribution ..... 5-1

Table 5.2: Jackson County Population History and Estimates..... 5-2

Table 5.3: Population Projections..... 5-3

Table 5.4: Jackson County Household History and Projections ..... 5-5

Table 5.5: Households and Housing Units..... 5-6

Table 5.6: Projected Households ..... 5-6

Table 5.7: Housing Age Characteristics ..... 5-7

Table 5.8: Housing Occupancy Characteristics ..... 5-8

Table 5.9: Housing Tenure and Residency ..... 5-8

Table 5.10: Home Value and Rental Statistics..... 5-9

Table 5.11: Home Costs Compared to Income ..... 5-9

Table 5.12: Commuting Methods ..... 5-11

Table 5.13: Residents Place of Work ..... 5-11

Table 5.14: Trip Generation Estimates ..... 5-12

Table 5.15: WisDOT *Six Year Improvement Plan* project listings for Jackson County ..... 5-18

Table 5.16: Jackson County Soil Classes..... 5-21

Table 5.17: Farms and Land in Farms 1987-2002 ..... 5-23

Table 5.18: Number of Farms by NAICS ..... 5-24

Table 5.19: Communities at Risk in Jackson County..... 5-34

Table 5.20: State Register of Historic Places, Jackson County ..... 5-37

Table 5.21: Park Acreage Compared to Population Forecasts ..... 5-42

Table 5.22: Employment Status of Civilians 16 Years or Older ..... 5-43

Table 5.23: Class of Worker ..... 5-44

Table 5.24: Employment by Occupation ..... 5-44

Table 5.25: Income..... 5-45

Table 5.26: Educational Attainment Person 25 Years and Over ..... 5-46

Table 5.27: Top 25 Employers in Jackson County ..... 5-47

Table 5.28: Employment by Industry..... 5-48

Table 5.29: Wage by Industry..... 5-50

Table 5.30: Fastest Growing Occupations 2006-2016..... 5-51

Table 5.31: Fastest Growing Industries 2006-2016 ..... 5-52

Table 5.32: Jackson County Business and Industry Parks ..... 5-52

Table 5.33: BRRTS Sites..... 5-53

Table 5.34: Existing and Potential Areas of Cooperation ..... 5-55

Table 5.35: Analysis of Intergovernmental Relationships ..... 5-58

Table 5.36: Existing and Potential Conflicts and Potential Solutions ..... 5-58

Table 5.37: Existing Land Use ..... 5-60

Table 5.38: Land Supply, Plan Area ..... 5-61

Table 5.39: Projected Land Use Needs..... 5-62

Table 5.40: Agricultural Land Sale Transactions ..... 5-63

Table 5.41: Forest Land Sale Transactions ..... 5-63

Table 5.42: Town of Melrose Land Use Assessment Statistics ..... 5-64

## List of Figures

Figure 1.1: Regional Context .....	1-1
Figure 1.2: MSA Planning Model .....	1-4
Figure 2.1: Building Layout .....	2-19
Figure 2.2: Conservation vs. Conventional Design .....	2-21
Figure 2.3: Conservation Subdivision Design Principles .....	2-21
Figure 2.4: Signage, Parking & Lighting .....	2-22
Figure 5.1: Population Trends .....	5-3
Figure 5.1: Population Trends .....	5-4
Figure 5.2: Housing Trends .....	5-7
Figure 5.3: Housing Unit Types .....	5-8
Figure 5.4: Functional Classifications .....	5-10
Figure 5.5: Commuting Time .....	5-11
Figure 5.6: Relationship between Access Points and Crashes .....	5-13
Figure 5.7: Relationship between Access and Functional Classification .....	5-13
Figure 5.8: WisDOT Guidelines for Access along State Highways .....	5-13
Figure 5.9: Bicycling Conditions .....	5-15
Figure 5.10: Black River State Forest Bicycle Trails .....	5-16
Figure 5.11: Proposed Midwest Regional Rail System .....	5-16
Figure 5.12: Transportation Plans and Resources .....	5-19
Figure 5.13: The Badger State Corridor .....	5-19
Figure 5.14: General Soils of Jackson County .....	5-22
Figure 5.15: Farm Size 1987-2002, Jackson County .....	5-24
Figure 5.16: WDNR Regions .....	5-25
Figure 5.17: WDNR Ecological Landscapes .....	5-26
Figure 5.18: Legacy Places, Jackson County .....	5-26
Figure 5.19: WDNR River Basins and Water Management Units .....	5-27
Figure 5.20: WDNR River Basins and Watersheds .....	5-28
Figure 5.21: Diagram of a Floodplain .....	5-30
Figure 5.22: State Natural Areas in Jackson County .....	5-35
Figure 5.23: Family gathering hay in Jackson County .....	5-36
Figure 5.24: Wisconsin Wind Energy Sources .....	5-39
Figure 5.25: WDNR SCORP Regions .....	5-42
Figure 5.26: Employment by Occupation .....	5-45
Figure 5.27: Income, Year 1999 .....	5-46
Figure 5.28: Employment by Industry .....	5-49



## EXECUTIVE SUMMARY

In 2008, Jackson County received a grant from the Wisconsin Department of Administration (WI DOA) to complete a County-wide Comprehensive Plan that complies with Wisconsin’s “Smart Growth” requirements, State Statute 66.1001. There were 24 local units of government, including the Town of Melrose, who elected to create a local plan as part of the more comprehensive County process. MSA Professional Services assisted with the creation of the County Plan, as well as all 24 community plans.

This Plan is a guidebook for managing change and development in the Town of Melrose. The Plan provides the most recent available statistics, documents the important issues of concern identified by Town residents, and sets forth goals, objectives, policies, and actions to be pursued by the Town in the coming years. Land use guidance is provided throughout the Town (See Map 1: Planning Area). The Plan covers topics mandated by Wisconsin State Statute 66.1001, but the content of the Plan reflects local concerns. This Plan looks forward to the year 2030, but it should be reviewed annually and fully updated every ten years.

As required by statute, copies of this adopted plan were distributed to the Towns of Franklin, Irving, North Bend, Little Falls, and Farmington; Monroe, Lacrosse, and Jackson Counties; the Village of Melrose; the Mindoro-Melrose School District; the Mississippi River RPC; the Black River Falls Public Library; the Taylor Memorial Library, and the Wisconsin Department of Administration.

Residents were consulted in the development of this plan through public meetings near the beginning and end of the planning process and a formal public hearing held prior to adoption. All Plan Commission working sessions were also open to public attendance and comment. Several key themes emerged from this input:

- ❖ Maintain and preserve the Town of Melrose’s “small-town” character.
- ❖ Protect sensitive agricultural and natural resources within and around the Town of Melrose.

This Plan is organized into five chapters:

- **Chapter 1: Introduction** – describes Wisconsin’s Comprehensive Planning requirements and the planning process used to complete this Plan.
- **Chapter 2: Vision, Goals, Objectives, and Policies** – describes the community vision, goals, objectives, and policies for each element of the comprehensive plan.
- **Chapter 3: Future Land Use** – a summary of the future land use plan for the Town of Melrose.
- **Chapter 4: Implementation** – a compilation of recommendations and specific actions to be completed in a stated sequence to implement the goals, objectives, and policies contained in Chapter 2 and 3.

- **Chapter 5: Existing Conditions** – summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001). This information provides a basis for creating goals, objectives, policies, maps, and actions guiding future development in the Town of Melrose.

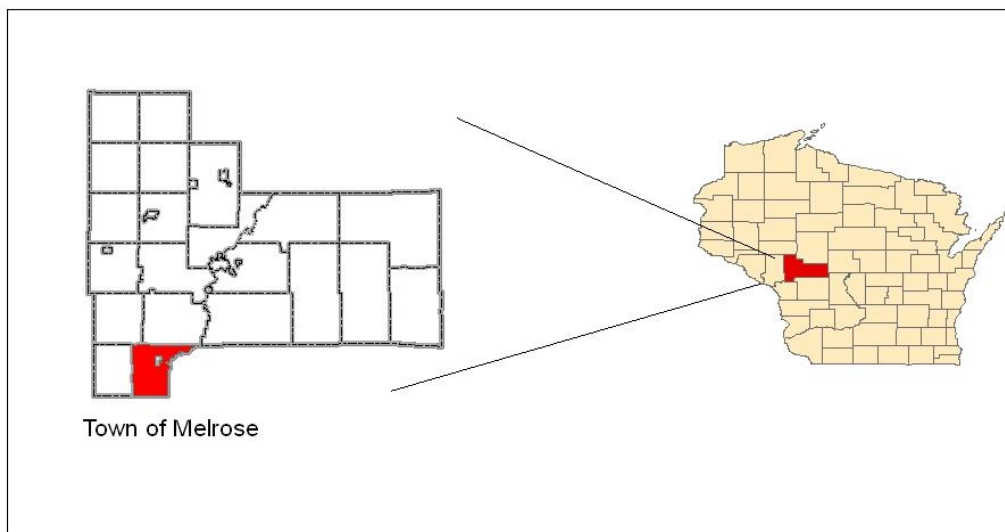
# CHAPTER 1 - INTRODUCTION

## 1.1 REGIONAL CONTEXT

The Town of Melrose is located in west-central Wisconsin (Jackson County). The Town of Melrose (pop. 439)<sup>1</sup> is located in the southwest portion of Jackson County. To the north is the Town of Irving (pop. 705); to the west is the Town of North Bend (pop. 435); to the south is La Crosse County; and to the east is Monroe County. The Village of Melrose (pop. 513) lies entirely within the Town. The Town is about 17,545 acres (27.41 square miles) in size with the predominant land use being agricultural.

The population density of the Town of Melrose is significantly lower than the average Wisconsin town (41.3 persons per square mile). The population density of the Town is estimated to be approximately 15.3 persons per square mile<sup>2</sup>. This is higher than the density of the neighboring Towns of Irving (14.8 persons per square mile) and North Bend (14.3 persons per square mile); however, it is drastically lower than the density of the Village of Melrose (637.6 persons per square mile). The Town’s population density is only slightly lower than the average population density of Jackson County (19.7 persons per square mile). In general, most of Jackson County has population densities that are much lower than other places in Wisconsin. Indeed, there are only 12 counties with lower population densities.

Figure 1.1: Regional Context



Jackson County was established in 1853 and is bordered on the west by Trempealeau County, on the south by Monroe County, on the east by Wood County, and on the north by Clark and Eau Claire Counties. The county is approximately 639,542 acres, or 999 square miles. Twenty-one towns, five villages, and one city make up the county. Black River Falls (pop. 3,591), located in the central part of the county, is the largest city.

<sup>1</sup> WI DOA 2008 population estimate

<sup>2</sup> Density calculations for Wisconsin communities are based on 2004 data, using the latest available WDNR Geospatial data for town, village and city areas, and corresponding WI DOA 2004 population estimates.

## 1.2 WISCONSIN COMPREHENSIVE PLANNING LAW

Wisconsin's "Smart Growth" planning law [s. 66.1001 Wis. Stats.] was adopted in October of 1999. The law requires that, beginning January 1, 2010, the following activities must be consistent with a comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town, village, or city zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

The law defines a Comprehensive Plan as containing nine required elements:

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

The Comprehensive Planning Law in Wisconsin requires public participation at every stage of the comprehensive planning process and adoption of a document that describes the public participation process that will be used. "Public participation" includes, at minimum, the opportunity for all stakeholders (residents, business owners, neighboring jurisdictions, etc.) to review and comment on draft plans, the holding of a public hearing prior to plan adoption, and public notices about draft review and hearing opportunities. The law requires that copies of the adopted plans be sent to adjacent communities, the Wisconsin Department of Administration, the regional planning commission and public library serving the area, and all other area jurisdictions located entirely or partially within the boundaries of the community.

The Comprehensive Planning Law standardizes the procedure for adopting a comprehensive plan. The plan commission must submit a recommendation on the comprehensive plan to the local elected governing body. The local governing body may then adopt and enact the plan by ordinance.

### Required Comprehensive Planning Goals ~ Planning Grant Recipients

Listed below are the fourteen local comprehensive planning goals as described in s. 16.965(4), Wis.Stats. All communities who receive grant funds from the Wisconsin Department of Administration (WIDOA) to complete a comprehensive plan must address these fourteen goals. The Town of Melrose did receive WIDOA funds and the content of this plan compliments these fourteen goals.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.



4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

### **The Role of a Comprehensive Plan for the Town of Melrose**

This planning document is a “living” guide for the future overall development of the Town of Melrose. It serves the following purposes:

- ✓ The plan acts as a benchmark to where the community is now in terms of current strengths, weaknesses, opportunities and threats to quality of life.
- ✓ It provides a means of measuring progress for existing and future Town leaders.
- ✓ It clearly defines areas appropriate for development, redevelopment, and preservation.
- ✓ It identifies opportunities to update and strengthen the Town of Melrose’s land use implementation tools.
- ✓ It provides supporting documentation for Town policies and regulations as well as grant funding requests for public and private projects.

The most important function the plan will serve is as a resource manual assisting in the evaluation of land use and development requests. It establishes a standard for all land use decisions in the Town of Melrose. Communities who consistently make land use decisions based on their comprehensive plan reduce their exposure to legal action, increase their opportunities to save money and improve the quality and compatibility of new development.

## 1.3 PLANNING PROCESS

In 2008, the Town of Melrose elected to participate in the Jackson County Comprehensive Planning process. The County engaged MSA Professional Services, Inc. to assist in completion of a Comprehensive Plan complying with Wisconsin's "Smart Growth" requirements, State Statute 66.1001.

As required by SS 66.1001, every community must adopt a public participation plan at the beginning of the planning process. The purpose of the public participation plan is to define procedures for public involvement during every stage of the planning process (See Appendix A for the complete Public Participation Plan). Some of key components of the public participation process were:

Figure 1.2: MSA Planning Model



- **Kick-off Meeting (October 2008):** This public meeting included members of the Plan Commissions from all participating communities, as well as officials from non-participating communities, representatives from other units of government, and the public. This meeting allowed the public to voice their ideas, opinions, and concerns in the development of the Plan.
- **Planning Commission Cluster Meetings – Issues Identification (November 2008):** The Town of Melrose Plan Commission met along with the Plan Commissions from the Towns of North Bend, Irving, Franklin, and Springfield; and the Villages of Taylor and Melrose. One of the advantages of the cluster format was to encourage intergovernmental dialogue and cooperation. This initial cluster meeting involved discussions on the assets and liabilities found in each community.
- **Planning Commission Cluster Meetings – Existing Conditions (March/April 2009):** Two cluster meetings were held to present, discuss, and refine the existing conditions portion of the Plan (please see Chapter 5). A portion of the second meeting also addressed the community opinion survey questions.
- **Community Survey (April – July):** With input from the Plan Commission and MSA, the County developed a community survey to gather opinions from members of the public. A hard-copy of the survey was distributed to all land-owners, and an electronic version was available for renters. The survey gathered information regarding the nine different elements addressed within the Comprehensive Plan. Results from the sample of residents who returned their surveys are incorporated into the Comprehensive Plan (also see Appendix B for full survey results). Within the Town of Melrose, there were 46 respondents, 10% of the population. In general, respondents were long-term residents (>52%) and were over the age of 46 years old (84%). Survey respondents were generally happy with the quality of life in Jackson County.

- **Planning Commission Cluster Meeting – Survey Review and Draft Vision (July 2009):** One cluster meeting was held to review survey findings and develop a draft vision.
- **Planning Commission Cluster Meetings – GOPs and Future Land Use (August 2009 thru March 2010):** Four cluster meetings were held to develop and discuss the Plan’s goals, objectives, and policies, and the community’s Future Land Use map. The meetings focused on developing policies, programs, actions, and land use alternatives that will implement the community-defined vision. (Please see Chapters 2 and 3).
- **Planning Commission Cluster Meetings – Implementation and draft review (May 2010):** An additional cluster meeting was held to address specific implementation items, as well as to complete a full-draft review.
- **Public Hearing and Final Adoption (June thru September 2010):** A joint public information meeting and public hearing was held on the proposed Comprehensive Plan, and a recommendation by the Plan Commission and adoption by the Town is detailed in Chapter 4.
- **Website:** Throughout the Planning Process, the County maintained a publicly accessible website which published meeting notices, and made draft planning documents available for public review.
- **Press Coverage:** Throughout the Planning Process, *The Jackson County Chronicle* periodically published articles to further communicate the progress of the Planning Process.
- **Meeting Notices:** Notices of public meetings were published and posted in accordance with Town procedure and State law.
  
- Note: All Plan Commission working sessions were open to public attendance and comment.

## 1.4 SELECTION OF THE PLANNING AREA

The study area for this Plan includes all lands within the Town’s jurisdiction boundaries (See Map 1: Planning Area).

## 1.5 COMMUNITY ASSETS & LIABILITIES ANALYSIS

A Community Assets and Liabilities exercise was conducted at a public meeting on November 19, 2008 to gather initial data from Town residents on their opinions of the Town. The assets and liabilities of the Town of Melrose are listed in Table 1.1, organized by plan element.

Table 1.1: Community Assets and Liabilities

Element	Assets	Liabilities
<b>Housing</b>	<ul style="list-style-type: none"> <li>– Rural atmosphere</li> <li>– Housing not congested</li> </ul>	
<b>Transportation</b>	<ul style="list-style-type: none"> <li>– Good school bus system</li> <li>– Excellent Town roads</li> <li>– State Hwys 54, 71, 108</li> </ul>	<ul style="list-style-type: none"> <li>– Long commute to work and shopping</li> <li>– Farm machinery on roadways</li> <li>– Costly to maintain roads</li> </ul>
<b>Utilities and Community Facilities</b>	<ul style="list-style-type: none"> <li>– Snowmobile and 4-wheel trails</li> <li>– Access to swimming pool and parks</li> <li>– Boat landing</li> <li>– Fire and Emergency</li> <li>– Excellent utilities</li> <li>– Oldest 1-room schoolhouse in Jackson County still in use</li> </ul>	<ul style="list-style-type: none"> <li>– Shortage of high-speed internet or DSL</li> <li>– Cemetery (upkeep)</li> </ul>
<b>Agricultural, Natural and Cultural Resources</b>	<ul style="list-style-type: none"> <li>– Good quality agricultural land</li> <li>– Good forest resources</li> <li>– Black River recreation</li> <li>– Fishing, hunting</li> </ul>	<ul style="list-style-type: none"> <li>– Agricultural odors</li> </ul>
<b>Economic Development</b>	<ul style="list-style-type: none"> <li>– Developed subdivision</li> </ul>	
<b>Intergovernmental Cooperation</b>	<ul style="list-style-type: none"> <li>– Fire and Rescue (with Village of Melrose)</li> <li>– Swimming pool</li> <li>– School system</li> <li>– Jackson County Sherriff</li> <li>– Good relations all around</li> </ul>	<ul style="list-style-type: none"> <li>– Tax on swimming pool</li> </ul>
<b>Land Use</b>	<ul style="list-style-type: none"> <li>– County zoning</li> <li>– Productive farmland</li> <li>– Creeks, ponds, and the river</li> </ul>	<ul style="list-style-type: none"> <li>– Junk cars and farm machinery</li> <li>– Roadside litter</li> <li>– Some flooding</li> </ul>

## CHAPTER 2 - VISION, GOALS, OBJECTIVES & POLICIES

In the fall of 2008, MSA held a meeting with the Plan Commission to discuss assets and liabilities and help develop a vision statement for the community. A vision statement identifies where an organization (the Town of Melrose) intends to be in the future and how to meet the future needs of its stakeholders: citizens. The vision statement incorporates a shared understanding of the nature and purpose of the organization and uses this understanding to move toward a greater purpose together. The statement, written in present tense, describes an ideal future condition.

VISION STATEMENT

**The Town of Melrose is...**

*...a Town with rich rural and agricultural heritage. The Town is located along the Black River and provides ample opportunities to experience the natural beauty and history of Jackson County and western Wisconsin. Recreational activities—including snowmobiling, ATV'ing, fishing, hunting, and boating—are plentiful. The Town takes pride in the excellent agricultural land and forest resources found in the region.*

*The Town has an excellent system of Town roads that are well-maintained, safe, and easily-accessible to the regional highway system. The Town has well-maintained community facilities, and access to current communication technologies.*

*The Town works with the Village of Melrose to ensure that Town residents have excellent fire and rescue service and access to the swimming pool and area parks. The Town coordinates with the Village of Melrose, Jackson County, and other neighboring communities for the efficient delivery of services and the betterment of the region.*

### General Goals

Each chapter of this plan contains goals specific to one of the nine elements of the comprehensive plan. The following three goals are general in nature, and along with the vision statement, are intended to guide actions the Town of Melrose makes in the future. If there is a question regarding a land use decision, not clearly conveyed in the details of this comprehensive plan, then the decision shall be based on the intent of the vision statement and the general goals. The essence of these recommendations, reflected in the Vision statement and throughout the entire plan, is to create a sustainable future for the Town of Melrose. A sustainable community is one where economic prosperity, ecological integrity and social and cultural vibrancy live in balance. For the Town of Melrose, a sustainable future will create conditions that:



- **Protect and improve the health, safety, and welfare of residents in the Town of Melrose.**
- **Preserve and enhance the quality of life for the residents of the Town of Melrose.**
- **Protect and reinforce the community character of the Town of Melrose.**

Each element of the comprehensive plan contains goals, objectives, and policies established during the planning process based on the information contained in Chapter 5, Existing Conditions. This section defines goals, objectives, and policies as follows:

Goal: A goal is a long-term target that states what the community wants to accomplish. Written in general terms, the statement offers a desired condition.

Objective: An objective is a statement that identifies a course of action to achieve a goal. They are more specific than goals and are usually attainable through planning and implementation activities.

Policy: A policy is a specific course of action or rule of conduct that should be followed in order to achieve the goals and objectives of the plan. Policies are written as actions that can be implemented, or as specific rules to be followed by decision-makers. Policies that direct action using the words “shall” or “will” are mandatory aspects of the implementation of the Town of Melrose Comprehensive Plan. Those policies using the words “should,” “encourage,” “discourage,” or “may” are advisory and intended to serve as a guide.

## 2.1 HOUSING

### 2.1.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise, the Plan Commission stated that housing in the Town was not congested, and residents benefitted from a rural atmosphere. Community survey respondents felt that the Town ought to focus on improving existing housing stock, and investing in single-family starter homes and assisted living facilities.

According to the *Community Survey*, 57% of the respondents felt that affordable housing was one of the features that make the quality of life in Jackson County good.

### 2.1.2 Goals, Objectives, and Policies

GOAL 1

**Plan for safe, affordable housing to meet existing and forecasted housing demands for all Melrose residents**

Objectives:

1. Throughout Jackson County, plan for a range of housing that meets the needs of residents of various income levels, ages, lifestyles, and health status.
2. Ensure that homes are built and maintained according to levels deemed safe by industry standards.

Policies:

1. The Town encourages the development of affordable single-family housing, and may explore opportunities to provide incentives for homebuilders that create housing affordable for low and moderate-income households, including smaller, high-quality farmsteads and single-family homes.
2. The Town discourages development of multi-family apartment buildings and special needs facilities within the Town and encourages it inside urban areas of the County, or within rural hamlets, where there is easier access to public services and facilities needed to support such developments.
3. The Town encourages the development of assisted living and senior facilities in close proximity to the appropriate public services and facilities needed to support such developments.
4. The Town supports Jackson County’s Uniform Dwelling Code, requiring inspection of new structures and repair of unsafe and unsanitary housing conditions. The Town supports improvements to existing residences that will allow elderly or special needs citizens to remain within their residence, provided improvements meet building code requirements.
5. Support programs that maintain or rehabilitate the Town’s existing housing stock. Encourage voluntary efforts by private homeowners to maintain, rehabilitate, update or otherwise make improvements to their homes. Discourage the use of residential properties for the accumulation of “junk” materials.

“Junk” – Any worn out or discarded materials including but not necessarily limited to scrap metal, inoperable motor vehicles and parts, construction material, household wastes, including garbage and discarded appliances.

**GOAL 2**

**Plan for housing types and densities that reinforce the rural character of the Town**

Objectives:

1. Retain farm-based residences and single-family residences as the preferred housing types in the Town of Melrose.
2. Recognize the importance of environmentally-sensitive and agriculturally-productive areas when considering residential development of any type within the Town.
3. Emphasize control of residential density (lot averaging) and site design rather than lot size alone.
4. Manage residential development to prevent land use conflicts between farms and non-farm residences.

*Lot averaging* is a regulatory tool that allows a property owner to create a lot that is smaller than the minimum lot size requirement, provided the acreage of the smaller parcel plus the remaining acreage of the parent parcel add up to the amount of acreage required for two parcels in the applicable zoning district. This tool is similar to conservation subdivisions but is intended to be used on a smaller scale.

Policies:

1. If proposals for residential subdivisions are ever introduced, the Town encourages clustered residential subdivisions that will prevent or minimize conversion of agricultural or open space land. Incentives may be considered by Town for developments that use this technique.
2. The Town encourages higher density residential land uses within and near existing residential and urban areas and lower residential densities near agricultural and environmentally sensitive lands in order to minimize land use conflicts and to retain the rural character of the Town.
3. In conjunction with Jackson County, the Town will maintain site and design guidelines for new residences that aim to reinforce the rural character of the Town by minimizing land use conflicts with agricultural operations, the conversion of productive agricultural land, and the disruption of environmentally sensitive areas (refer to Section 2.8).

*Conservation Subdivisions* are an alternative approach to the conventional lot-by-lot division of land, which spreads development evenly throughout a parcel with little regard to impacts on the natural and cultural features of the area. Residential lots are grouped or “clustered” on only a portion of a parcel of land while the remainder of the site is permanently preserved as open space.

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## 2.2 TRANSPORTATION

### 2.2.1 Issues and Opportunities Raised During the Planning Process

During the assets and liabilities exercise, the Plan Commission applauded the excellent Town roads; the easy access to STH 54, 71, and 108; and the good school bus system. The Commission did express concern about the very long commute to shopping and jobs, and about the expenses involved with maintaining the roads. The Plan Commission also noted that farm machinery on the roadways can be a problem within the Town.

Overall, 80% of the community survey respondents rated the conditions of the roads within the County as average or better. Fifty-eight percent of the survey respondents felt that County roads needed the most improvement.





## 2.2.2 Goals, Objectives, and Policies

### GOAL 1

**Provide a safe, efficient, multi-modal, and well-maintained transportation network for all residents, businesses, and emergency vehicles**

#### Objectives:

1. Maintain the Town’s transportation network at a level of service desired by Town residents and businesses.
2. Manage access and design of the transportation network in order to effectively maintain the safe and functional integrity of Town roads.
3. Coordinate major transportation projects with land development, neighboring communities, Jackson County, and the WisDOT.

#### Policies:

1. Transportation Alternatives for Disabled and Elderly Residents – The Town will collaborate with Jackson County and urban municipalities in the region to provide transportation services for disabled and elderly residents.
2. Incorporation of Pedestrian and Bicycle Planning – The Town will provide input on any bicycle routes or trails through the Town planned by Jackson County, WDNR, or local organizations. Bicycle and pedestrian trails within developments shall be designed to connect to any adjacent developments, as well as existing or planned pedestrian or bicycle facilities.
 

According to the *Community Survey*, 55% of the respondents either ‘disagreed’ or ‘strongly disagreed’ that the County should provide additional road shoulders for bicyclists; 35% either ‘agreed’ or ‘strongly agreed’.
3. Protection of Town Roads – The Town encourages traffic patterns that do not increase traffic on Town roads unnecessarily, and may require intergovernmental agreements that define the responsibilities of the Town, the developer and neighboring communities regarding any required improvements to Town roads and funding of such improvements. The Town may also require that the property owner, or their agent, fund the preparation of a traffic impact analysis by an independent professional prior to approving new development. Where appropriate, the Town may designate weight restrictions and truck routes, to protect local roads.
4. New Roads and Driveways – The Town supports the use of the existing road network to the greatest extent possible before creating additional roads to accommodate future development. New roads shall be built according to Town standards and inspected before accepting for dedication. In conjunction with Jackson County, the Town will maintain site and design requirements for new roads and driveways that aim to reinforce the rural character of the Town and safe transportation facilities. (Refer to Section 2.8)
5. Maintain Condition Standards for Town Roadways  
 Strive to maintain an average PASER rating of 7 for Town Roads (considering budgetary constraints), and establish and prioritize future road projects
 

PASER – Pavement Surface Evaluation and Rating. The WisDOT recommends municipalities maintain an average rating of “7” for all roads.

–  
all

based on the applicable PASER scores, ADT data, and current and future land use plans.

- 6. Coordination of Improvements to State and County Highways – Keep informed of the WisDOT and Jackson County’s efforts to maintain and improve State and County highways, provide local input as requested. The Town will coordinate improvements to adjacent local roads whenever feasible.
- 7. Joint Planning of Roads that Cross Jurisdictions – Work with adjoining towns and the Village of Melrose to plan, construct and maintain those roadways that affect cross jurisdictions, including cost sharing where appropriate.

**GOAL 2** **Be prepared to address other transportation modes required by Wisconsin’s Comprehensive Planning law**

Objectives:

- 1. Be prepared to plan for and discuss transportation options that are not available to the Town at this time.

Policies:

- 1. Future Cooperation and Planning – The Town will actively participate in any discussions and planning for any form of public transit, passenger rail, public air transportation or water transportation should any of these transportation alternatives involve the Town in the future.

## 2.3 AGRICULTURAL, NATURAL, & CULTURAL RESOURCES

### 2.3.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise, the Plan Commission praised the good quality agricultural land, the excellent forest resources, the proximity of the Black River, and the plentiful hunting and fishing opportunities within the Town. Seventy-eight percent of the community survey respondents felt that quality of life in Jackson County was good, and 88% agreed that the lakes, rivers, creeks, and streams contributed to the excellent quality of life; eighty-nine percent of the respondents agreed that the public outdoor recreation activities contributed to it, as well.



### 2.3.2 Goals, Objectives, and Policies

**GOAL 1**

**Reinforce the Town’s rural character by preserving agricultural land, farm operations, sensitive environmental areas, wildlife habitat, rural vistas, and local cultural resources**

Objectives:

1. Prevent the loss, fragmentation, or degradation of productive agricultural or forested land, or other natural areas.
2. Prevent the conversion of prime agricultural land for residential, industrial, or commercial development.
3. Avoid the detrimental impacts that new development could have on natural resources, environmental corridors, or habitat areas.
4. Avoid detrimental impacts that new development could have on local historic and cultural resources.
5. Preserve the ecological integrity of Jackson County’s groundwater, wetlands, and surface water bodies.

According to the *Community Survey*, 76% of the respondents felt that prime agricultural lands should be preserved exclusively for farming use in Jackson County.

Policies:

1. The Town will not allow rezoning of an agricultural district to a non-agricultural district unless identified as such on the future Land use map (Refer to Chapter 3). The Town will support the use of a density-based zoning program that allows for the clustering of future residential development on smaller parcels to provide farmers a viable option to converting large parcels of productive agricultural land to a non-agricultural use.
2. The Town will discourage further development on prime agricultural soils and protect these areas as farmland preservation districts, as well as agricultural districts.
3. Where non-farm development is allowed, the Town will manage the density and site design to discourage development from locating near existing farm facilities or on historically productive farmland or soils. In addition, the Town will discourage the fragmentation of productive agricultural or forested land, and other significant natural areas to protect the continuity of these areas for future use. The Town may consider the use of incentive programs that accomplish these objectives. (Refer to sections 2.7, 2.8, and Chapter 3)
4. When appropriate, the Town will work with the appropriate individuals and organizations to acquire conservation easements, purchase of development rights, or transfer of development rights on prime agricultural land that is highly susceptible to development.
5. The Town will not allow development in areas that have documented threatened and endangered species, or have severe limitations due to steep slopes, soils not suitable for

building, or sensitive environmental areas such as wetlands, floodplains, and streams in order to protect the benefits and functions they provide. The Town shall require these natural resources features to be depicted on all site plans, preliminary plats, and certified survey maps in order to facilitate preservation of natural resources.

- 6. The Town will support programs to prevent the spread of exotic species and to restore natural areas to their native state, including efforts to reduce non-point and point source pollution into local waterways.
- 7. The Town supports Jackson County’s Mining Ordinances, and will require all resource extraction activities to have a reclamation plan.
- 8. The Town encourages maintenance and rehabilitation of historic areas and buildings, including barns and silos. Ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or other development activities. Construction activities on a development site shall cease when identifiable archaeological artifacts are uncovered during either land preparation or construction. The developer shall notify the Town of such potential discovery

**GOAL 2** **Minimize land use conflicts between farm and non-farm uses, as well as between farms**

Objectives:

- 1. Maintain sustainable farming and forestry operations.
- 2. Ensure that new residents understand the “Right to Farm” law and are familiar with the seasonal affects of expected agricultural practices in the Town.

Policies:

- 1. The Town encourages all farming or forestry operations to incorporate the most current “Best Management Practices” (BMPs) or “Generally Accepted Agricultural and Management Practices” (GAAMPS) as identified by but not limited to the following agencies:
  - a. Jackson County
  - b. University of Wisconsin Extension
  - c. Wisconsin Department of Agriculture, Trade and Consumer Protection
  - d. Wisconsin Department of Natural Resources
  - e. Natural Resource Conservation Service
- 2. The Town will require the owner of any new non-farm residence within an agricultural district to sign and record in the Jackson County Register of Deeds Office a right-to-farm disclosure at the time of purchase, and all subsequent owners of the lots shall be required to sign and record in the Register of Deeds Office a right-to-farm disclosure<sup>3</sup>.

Wisconsin’s Right to Farm Law  
(s 823.08, Stats)

The law was designed to protect farm operations using good management practices from nuisance lawsuits that challenge acceptable farming practices and the ability of farmer to responsibly continue producing food and fiber for the nation and the world.

<sup>3</sup> This program was not in effect at the time this plan was completed.

**GOAL 3**

**Preserve, enhance, and promote the sustainable use of forest resources**

Objectives:

1. Discourage forest parcelization and isolation.
2. Promote the sustainable use of forest resources
3. Promote healthy vigorous forests that are not susceptible to losses from pests and wildfire.
4. Plan for the expansion of current forest based industries.

Policies:

1. Before changing forest land to another land use, determine the impacts on the community, ecological systems, and the local economy.
2. Retain large, contiguous tracts of forests.
3. Encourage adequate buffers, based on surrounding land use and density and other natural features, such as percent slope, between developments and sensitive forest resources.
4. Encourage the use of native plants and trees to help prevent the spread of invasive exotic species.
5. Encourage the use of “best management forestry practices.”
6. Encourage efforts to keep forestry-related jobs in and adjacent to the community by working with schools, colleges, and training programs to recruit and retain workers within the community.
7. Explore markets for forestry products.

**GOAL 4**

**Limit or restrict development in fire prone areas**

Objective:

1. Prevent fire damage to residential areas along the wildland urban interface.

Policies:

- 1. Prohibit residential developments within areas that have been identified as high risk for fires.
- 2. When designing new developments require design standards to accommodate fire response vehicles in size, weight and turning radius.
- 3. Develop fire education programs in conjunction with surrounding municipalities within and close to the wildland urban interface.
- 4. Ensure the sequential patterns of road identification and ensure that all residential, commercial and public street signs and fire numbers are made from non-combustible, reflective materials that are easily visible from the street.

## 2.4 ENERGY, UTILITIES, & COMMUNITY FACILITIES

### 2.4.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise, the Plan Commission expressed that the Town maintains excellent community facilities and utilities. Of particular note are the snowmobile and 4-wheel drive trails, the boat landing, and the park and pool facilities located in the Village of Melrose. In addition, the Town maintains the oldest one-room schoolhouse that is still in use in Jackson County. The Plan Commission did state that lack of high-speed internet or DSL services was a liability.



### 2.4.2 Goals, Objectives, and Policies

<b>GOAL 1</b>	<b>Ensure the provision of reliable, efficient, and well-planned utilities and community facilities to adequately serve existing and planned development.</b>
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Objectives:

- 1. Ensure that public and private utilities and facilities are constructed and maintained according to professional and governmental standards to protect the public health, minimize disruption to the natural environment, and to reinforce the rural character of the Town (refer to section 2.8).
- 2. Phase new development in a manner consistent with future land use plans, public facility and service capacity, and community expectations.
- 3. Ensure the Town Hall and other public facilities continue to meet the needs of residents.
- 4. Monitor satisfaction with public and private utility and service providers, and seek adjustments as necessary to maintain adequate service levels.

Policies:

1. Sanitary Sewer – Density and minimum lot sizes should be managed allowing adequate space for replacement of private on-site sewage systems. The Town will require that new private septic systems are sited, constructed, and inspected according to State and Jackson County regulations. The Town encourages property owners to maintain and inspect their private on-site sewage systems on a regular basis. The Town may require that the property owner, or their agent, fund the preparation of a groundwater impact analysis from an independent soil scientist or other related professional prior to approving new development.
2. Water Supply – The Town will require landowners with private wells to properly maintain and monitor their wells through inspection and water testing as necessary or required by Jackson County or WDNR regulations. Landowners with private wells that are no longer in use shall properly close and abandon wells according to WDNR regulations. The Town may require that the property owner, or their agent, fund the preparation of a groundwater impact analysis from an independent soil scientist or other related professional prior to approving new development.
3. Stormwater Management – The Town will work with Jackson County and the WDNR to minimize stormwater quality and quantity impacts from development. Natural drainage patterns, including existing drainage corridors, streams, floodplains, and wetlands will be preserved and protected whenever possible. Developers will be responsible for erosion control and stormwater quality and quantity control both during and after site preparation and construction activities in accordance with Jackson County’s Stormwater and Erosion Control Ordinance. The use of Best Management Practices (BMPs) is highly encouraged.
4. Solid Waste and Recycling – The Town will review annually levels of service provided by the contracted solid waste disposal and county recycling services and meet with them to address any concerns raised by residents or local businesses. The Town will encourage participation in Jackson County’s Recycling and Clean Sweep programs for the disposal of hazardous materials.
5. Parks – The Town will work with WDNR and Jackson County as necessary to determine if there are needs for future parks and natural areas in the Town. If needs are identified, the Town will work with the WDNR and the County to determine the most effective and efficient way to proceed with development. The Town encourages the connectivity of the recreational facilities with regional facilities.
6. Power Plants, Transmission Lines, and Telecommunication Facilities – The Town will actively participate in the planning and siting of any major transmission lines, facilities, natural gas lines, or wind towers, or telecommunication towers. If such facilities are proposed, they should be located in an area safely away from existing residential uses and livestock facilities. Underground placement and co-location (or corridor sharing) of new utilities is encouraged.
7. Energy Conservation – The Town will support the efforts of energy providers, government agencies and programs, and others to inform residents about energy conservation measures. The use of energy-efficient materials or designs is highly encouraged, including LEED certification. The Town will consider the use of energy efficient alternatives when upgrading local buildings or equipment.

*Leadership in Energy and Environmental Design (LEED) is a rating system developed by the U.S. Green Building Council that provides a suite of standards for environmentally sustainable construction.*

- 8. Renewable Energy Facilities – Support appropriate applications of renewable energy and utilization of onsite distributed energy generation (e.g., solar, wind, geo-thermal, biomass, solid waste):
  - a. Allow the installation of solar and wind energy systems in line with WI State Statute 66.0401: Regulation relating to solar and wind energy systems.
  - b. Encourage the use of bio-fuels using biomass and other products for power generation.
- 9. Cemeteries – The Town will collaborate with local church associations regarding the need for additional cemeteries or cemetery expansion.
- 10. Special Needs Facilities – The Town will with Jackson County and adjacent towns to maintain and improve access to special needs facilities (i.e. health care, childcare) for Town residents, and will actively participate in the planning and siting of them.
- 11. Emergency Services – The Town will work with Jackson County, and the Village of Melrose Fire and Rescue to maintain adequate provision of emergency services (i.e. fire, police, EMS) for Town residents and businesses, and will review service provision levels with the appropriate agencies annually.
- 12. Libraries – The Town will work with Jackson County and the Village of Melrose to maintain and improve access to public library facilities and services for Town residents.
- 13. Schools – The Town will collaborate with the Melrose-Mindoro School District and Western Technical College to provide high quality educational facilities and opportunities for Town residents. The Town will actively participate in the planning and siting of any new school facility.
- 14. Town Facilities – The Town will annually evaluate the condition of the Town facilities and associated equipment to ensure that it will continue to meet Town needs. Upgrades for handicap accessibility will be considered for all Town facilities (including parks) whenever changes are made to those facilities.
- 15. Town Fees – The Town may require developer agreements or fees to recoup the costs associated with processing, reviewing, or inspecting land use proposals and permits, including pass through fees of consultants hired by the Town. The Town may also assess impact fees to recoup the measurable capital costs necessary to support new developments (in accordance with State Statutes).

*WI State Statute 66.0401: Solar and Wind Systems*

No county, city, town or village may place any restriction, either directly or in effect, on the installation or use of a solar energy system (as defined in s.13.48(2)(h)1.g.), or a wind energy system (as defined in s.66.0415 (1)(m)), unless the restriction satisfies one of the following conditions:

- (a) Serves to preserve or protect public health or safety.
- (b) Does not significantly increase the cost of the system or significantly decrease its efficiency.
- (c) Allows for an alternative system of comparable cost and efficiency.



## 2.5 ECONOMIC DEVELOPMENT

### 2.5.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise, the Plan Commission noted the benefit of having a developed subdivision in the Town. Community survey respondents felt that forest products, light manufacturing, high-tech manufacturing, and factory farms were the most appropriate types of economic development for the municipality to support.

In the *Community Survey*, 74% of the respondents felt that there are not enough job opportunities in Jackson County.

### 2.5.2 Goals, Objectives, and Policies

#### GOAL 1

#### Maintain a predominately agricultural based economy within the Town

##### Objectives:

1. Attract and retain businesses that strengthen and diversify the local economy without detracting from the rural character of the Town.
2. Develop a long-term area strategy to promote sustainable economic development, with a special emphasis on promoting existing businesses and local agricultural and forest products.

According to the *Community Survey*, 66% of respondents felt that Jackson County ought to allocate funding to recruit new industries and/or commercial businesses.

##### Policies:

1. The Town's primary focus for economic development is to support agriculture, agriculturally-related businesses, and cottage industries. The Town encourages other commercial and industrial businesses to locate near urban locations, or rural hamlets, where adequate transportation facilities exist to serve more intensive business developments.
2. The Town supports the development of farm-based businesses and cottage industries to assist farm families.
3. The Town will collaborate with neighboring municipalities, Jackson County, and local economic development organizations to encourage programs and marketing initiatives that support local agricultural products.

A *cottage industry* is generally defined as a small business located entirely within a dwelling, or as an accessory structure located on the same lot or tract as a dwelling, which complies with the requirements of local code. The use is clearly incidental and secondary to the use of the property and is compatible with adjacent land uses. Cottage industries generally employ less than five full-time employees, generate low traffic volumes, and have little or no noise, smoke, odor, dust, glare, or vibrations detectable at any property line.

## GOAL 2

**Minimize land use conflicts between business and non-business uses**Objectives:

1. Carefully consider whether proposals for commercial or industrial business development will interfere with farming, or residential uses, and whether they can be supported with the existing road system, other infrastructure and available services.
2. Ensure that new businesses do not detract from the predominately rural character of the Town.
3. Maintain standards and limitations for home occupations and home-based businesses in residential areas to minimize noise, traffic, and other disturbances.

Policies:

1. The Town discourages development of non-agricultural related commercial and industrial development within rural portions of the Town and encourages it near urban areas, or rural hamlets, where there is easier access to public services and facilities to support such developments.
2. In conjunction with Jackson County, the Town will maintain design guidelines for businesses that are allowed in Melrose to address landscaping, aesthetics, lighting, noise, parking, and access (refer to 2.8 Community Design Principles).
3. The Town will prohibit home-based businesses within residential subdivisions, or groups of rural residences, which would cause safety, public health, or land use conflicts with adjacent residential uses due to such things as increased noise, traffic, and lighting, unless these detrimental effects can be sufficiently addressed.

*Home occupations* refer to office types of uses that do not alter the residential character of a home and its neighborhood.

*Home-based businesses* are selected types of small businesses that can include buildings, yards, and vehicles, that have the physical appearance of a business rather than a home, located on the same parcel of land as the residence. Examples may include veterinary, animal boarding, hair styling, or woodworking businesses.

## 2.6 INTERGOVERNMENTAL COOPERATION

### 2.6.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise, the Plan Commission highlighted the very positive working relations that the Town maintains with all surrounding governments. Of particular note are the resources shared with the Village of Melrose, including the pool, the Fire and Rescue, and the school system.

### 2.6.2 Goals, Objectives, and Policies

#### GOAL 1

**Maintain mutually beneficial relationships with neighboring municipalities, Jackson County, State and Federal agencies, and the school districts serving Town residents**

#### Objectives:

1. Coordinate Town planning efforts with local school districts as necessary to allow those districts to properly plan for facility needs.
2. Coordinate with other neighboring municipalities to jointly plan boundary areas and coordinate their long-term growth plans with the Town Comprehensive Plan.
3. Identify opportunities for shared services or other cooperative planning efforts with appropriate units of government.
4. Improve communication and levels of transparency with the Village of Melrose officials regarding shared development goals and objectives and development proposals in the extraterritorial area.
5. Identify existing and potential conflicts between Melrose and neighboring municipalities and establish procedures to address them.

#### Policies:

1. The Town encourages an efficient and compatible land use pattern that minimizes conflicts between land uses across municipal boundaries and preserves farming and natural resources in mutually agreed areas. To the extent possible, coordinate the Town's Comprehensive Plan with any future comprehensive plans for neighboring municipalities or Jackson County.
2. Prior to the adoption of the Town Comprehensive Plan, and for subsequent updates, the Town will request comments from area school district officials, neighboring municipalities, and Jackson County.
3. The Town will request that School District officials keep the Town informed of any plans for new facilities that could either be located in the Town or near enough to the Town's jurisdiction that Town roads could be affected.

4. The Town will actively participate, review, monitor, and comment on pending plans from neighboring municipalities, Jackson County, and State or Federal agencies on land use or planning activities that would affect the Town.
5. The Town will continue to work with neighboring municipalities to identify opportunities for shared services or other cooperative planning efforts.

## 2.7 LAND USE

### 2.7.1 Issues and Opportunities Identified During the Planning Process

During the assets and liabilities exercise, the Plan Commission emphasized the benefits of the productive farmland, creeks, ponds, and the Black River. The Commission also noted that there was some flooding within the Town, and that the accumulation of junk cars and farm machinery were liabilities that ought to be addressed.

Community survey respondents also highlighted the benefits of the rivers, streams, groundwater, forests, and wildlife within the Town. Indeed, 86% felt that Jackson County should further ensure that its lakes, rivers, streams, and wetlands are protected from degradation; and 76% feel strongly about preserving prime agricultural land.



### 2.7.2 Goals, Objectives, and Policies

<b>GOAL 1</b>	<b>Ensure a desirable balance and distribution of land uses is achieved which reinforces the Town’s character and sense of place</b>
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Objectives:

1. Maintain a comprehensive future land use plan and map that identifies areas appropriate for natural resource protection, agriculture, residential, commercial, industrial, park, and public uses.

Policies:

1. The Town will map sensitive environmental features requiring protection including steep slopes, wetlands and floodplains (Refer to Map 3 in the Appendix). The Town will delineate areas having these features on the Future Land Use Map and prepare a description of these areas that designates them as areas for conservation or protection where development is severely limited. The Town will review and update regulations that protect these areas consistent with any county, state or other applicable laws, and the policies of this Chapter.
2. The Town will map areas in agricultural use or that have highly productive soils for agricultural use (Refer to Map 2 in the Appendix). The Town will review and update regulations that support

continued agricultural use in these areas. The Town will consider limited non-farm residential development in areas slated for agricultural use, consistent with the policies of this Chapter.

3. The Town will map the location of non-farm residences throughout the Town (Refer to Map 5 in the Appendix). Using this information, and considering other factors including the potential for land use conflicts with areas well-suited and slated for agricultural use, soil conditions, topography, and the capacity of adjacent roads, the Town will identify areas suitable for future non-farm development and will develop one or more descriptions for the type and density of residential development appropriate for these areas, consistent with the policies of this Chapter.
4. The Town will map existing commercial and/or industrial uses that are found in the Town (Refer to Map 5 in the Appendix). Using this information, and considering other factors including the potential for land use conflicts with areas well-suited and slated for agricultural use, soil conditions, topography, and the capacity of adjacent roads, the Town will identify areas suitable for future business development and will develop one or more descriptions for the type and density of commercial or industrial development appropriate for these areas, consistent with the policies of this Chapter.
5. The Town will map existing public or recreational uses within the Town (Refer to Map 5 in the Appendix). Using this information, and considering other factors including the potential for land use conflicts with areas well-suited and slated for agricultural use, soil conditions, topography, and the capacity of adjacent roads, the Town will identify areas suitable for future park or recreational uses and will develop appropriate regulations for these areas, consistent with the policies of this Chapter.

**GOAL 2**

**Balance land use regulations and individual property rights with community interests**

Objectives:

1. Provide flexibility in development options/tools to create win-win outcomes between landowner desires and community interests.
2. Maintain policies for considering amendments to the Future Land Use Map if and when requested by eligible petitioners.
3. Maintain policies for interpreting future land use boundaries.
  - Boundaries indicated as approximately following the centerlines of streets, highways, or alleys will be construed to follow such centerlines.
  - Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines will be construed as following such lot lines.
  - Boundaries indicated as approximately following municipal boundaries will be construed as following such boundaries.

- Boundaries indicated as following railroad lines will be construed to be midway between the main tracks.
- Boundaries indicated as following shorelines and floodplains, will be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it will be construed as moving the mapped boundary.
- Boundaries indicated as following the centerlines of streams, rivers, canals, or other bodies of water will be construed to follow such centerlines.
- Boundaries indicated as parallel to extension of features indicated in the preceding above will be so construed. The scale of the map will determine distances not specifically indicated on the map.

Policies:

1. Planned Unit Development - A subdivider may elect to apply for approval of a plat employing a planned unit development (PUD) design.
2. Conservation Subdivision Development<sup>4</sup> - the Town may consider working with the County to implement a procedure for conservation subdivisions. Once in place, a subdivider may elect to apply for approval of a plat employing a conservation subdivision design.
3. Purchase of Development Rights<sup>5</sup> - The Town may consider the use of purchase of development rights within Melrose, if Jackson County develops this program.
4. Transfer of Development Rights<sup>6</sup> - The Town may consider the use of transfer of development rights within Melrose, if Jackson County develops this program.
5. Amending the Future Land Use Map - A property owner may petition for a change to the Future Land Use Map (refer to section 3.3 for future land use map amendment policies).

*A Planned Unit Development (PUD) refers to a parcel of land planned as a single unit, rather than as an aggregate of individual lots, with design flexibility from traditional siting regulations. Within a PUD, variations of densities, setbacks, streets widths, and other requirements are allowed. The variety of development that is possible using PUDs creates opportunities for creativity and innovation within developments. Since there is some latitude in the design of PUDs, the approval process provides opportunities for cooperative planning between the developer, reviewing boards, and other interested parties.*

*Conservation Subdivisions allow for an adjustment in the location of residential dwelling units on a parcel of land so long as the total number of dwelling units does not exceed the number of units otherwise permitted in the zoning district or comprehensive plan. The dwelling units are grouped or “clustered” on only a portion of a parcel of land. The remainder of the site is permanently preserved as open space or farmland held in common or private ownership.*

*Purchase of Development Rights (PDR) refers is a public program to pay landowners the fair market value of their development rights in exchange for a permanent conservation easement that restricts development of the property.*

*Transfer of Development Rights (TDR) refers to a program to relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the “donor” or “sending” site) to another (“receiver”) site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was allowed under a comprehensive plan or zoning ordinance.*

<sup>4</sup> The Jackson County Zoning Code did not provide procedures for the allowance of conservation subdivision developments at the time this plan was completed.

<sup>5</sup> No such program existed when this plan was completed.

<sup>6</sup> No such program existed when this plan was completed.

## 2.8 COMMUNITY DESIGN PRINCIPLES

### 2.8.1 Issues and Opportunities Identified During the Planning Process

In general, Plan Commission thought development should strive to enhance the community’s agricultural character, minimize impacts to adjacent uses, and reflect sound architectural, planning and engineering principles.

**GOAL 1**

**Ensure high quality site and building designs within the community to uphold property values and reinforce the character of the Town**

### 2.8.2 Goals, Objectives, and Policies

Objectives:

1. In conjunction with Jackson County, maintain site and building design guidelines for all new development, which reinforces the rural character of the Town and sound planning principles.

Policies:

1. Sites, buildings and facilities approved under the policies of this Plan shall be designed in accordance with the policies outlined below:
  - a. Septic Suitability – Adequate soils shall be present to allow for design and construction of septic systems, including permitted alternative designs, and a back up (secondary) site.
  - b. Rural Preservation Areas – Lots, buildings, and driveways within agricultural areas shall be configured to be located on the least productive soils and shall not fragment large tracts of agricultural land by placing building envelopes and driveways in the middle of large parcels (see Figure 2.1).

**Figure 2.1: Building Layout**



- c. Environmentally Sensitive Areas – Avoid fragmentation and isolation of remaining natural areas and corridors. Lots and buildings shall be configured to retain large tracts of undeveloped land. Developers shall strive to connect undeveloped lands with existing

undeveloped areas to maintain environmental corridors. Buildings should be designed and located to blend into the natural environment. To the extent possible, developers shall preserve existing woodlands and mature trees during and after development. Only enough area for the house, immediate yard, and driveway should be cleared. No buildings shall be allowed in areas with slopes greater than 20% and building development shall be severely limited in areas designated as wetlands, floodplains, and areas with slopes between 12-20%.

- d. Conservation Subdivisions – The Town encourages the use of Conservation Subdivisions, rather than the conventional lot-by-lot division (see Figure 2.2 and 2.3). A conservation subdivision should identify a conservation theme such as forest stewardship, water quality preservation, or archaeological and historic properties preservation.



Figure 2.2: Conservation vs. Conventional Design

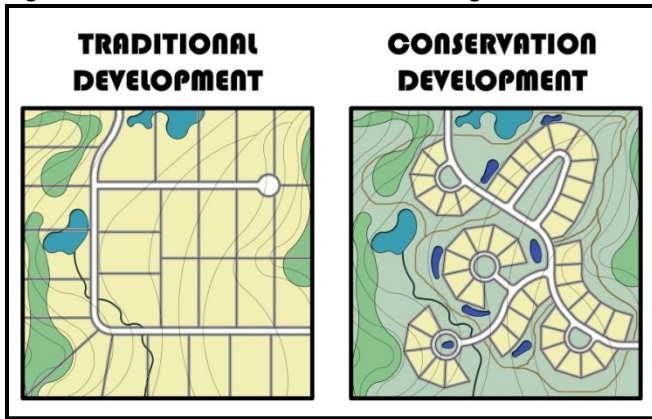
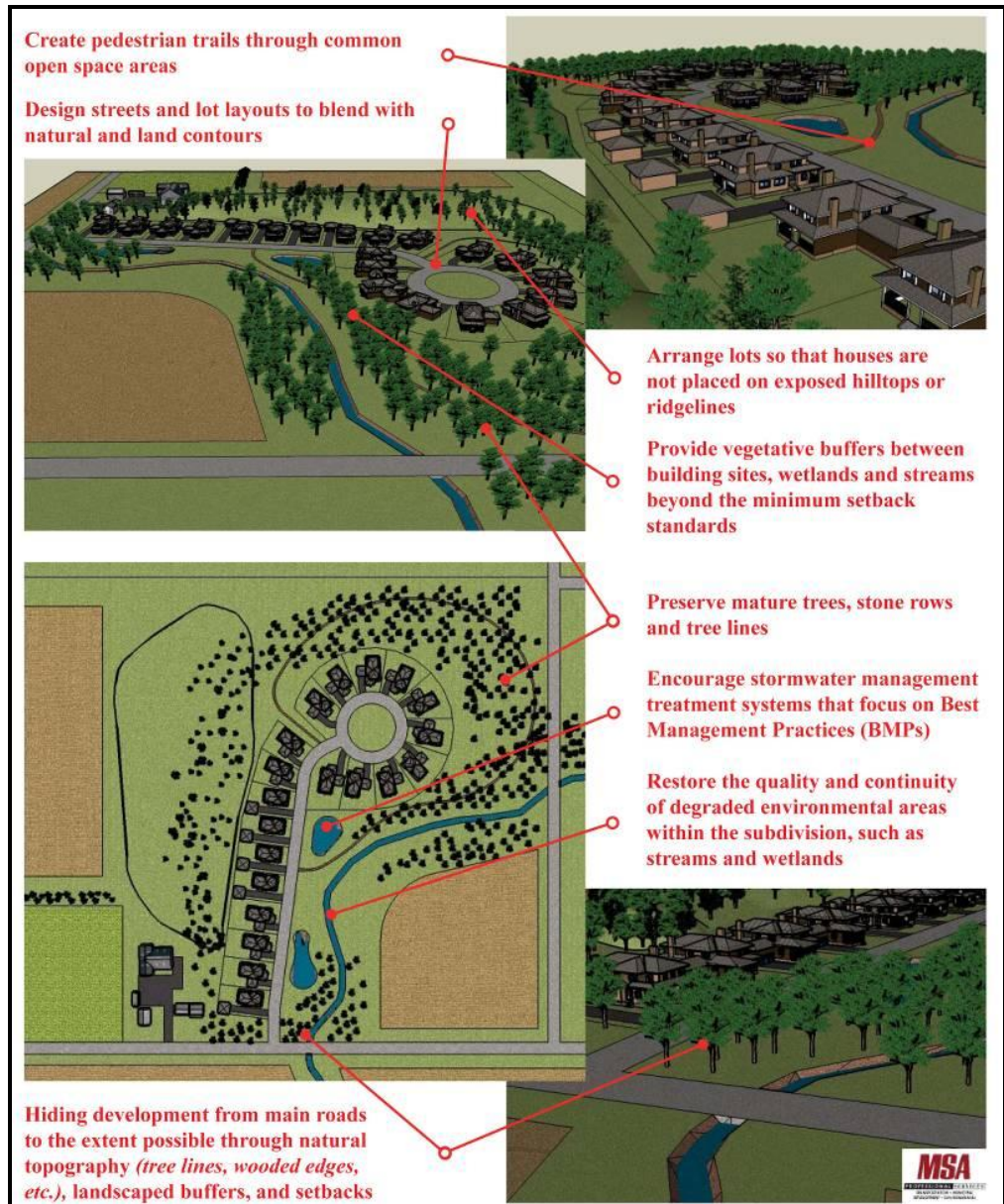


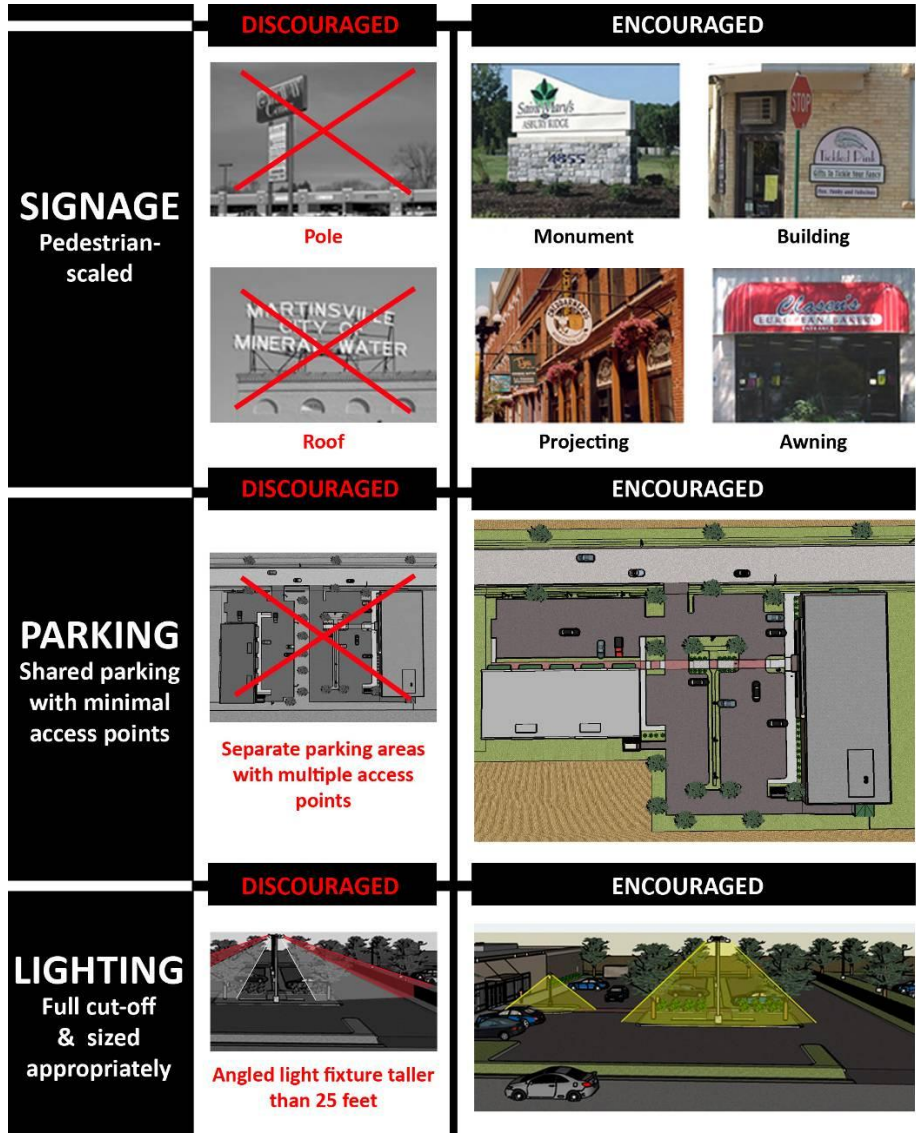
Figure 2.3:  
Conservation  
Subdivision  
Design  
Principles



- d. Commercial and Industrial Areas – Potential land use conflicts with existing uses shall be mitigated through buffering, landscaping berms, and lot/building location on the proposer’s parcel when a proposed use may conflict with an existing use. Loading docks, dumpsters, mechanical equipment, and outdoor storage areas should be behind buildings or screened from public view through the use of landscaping or architectural features.

Parking should be to the sides and rear of buildings wherever possible, rather than having all parking in the front. Interconnected parking lots and driveways should be provided to facilitate on-site access. Large parking lots should be landscaped with perimeter landscaping and/or landscaped islands, along with screening (berms, trees, decorative walls) to block views from incompatible adjacent uses. Illumination from lighting should be kept on site through use of cut-off fixtures. High-quality signage based on the area of the building frontage, road frontage, or façade area should be used. The use of pole signs or signs projecting higher than the highest point on the associated building is discouraged. (see Figure 2.4)

Figure 2.4: Signage, Parking & Lighting



- e. Transportation Facilities – Transportation facilities for new developments shall be constructed according to local ordinances and shall allow for safe ingress and egress of vehicles, including emergency vehicles. Most lots shall take access from interior local streets to minimize the impacts to existing transportation facilities and new facilities shall address future connectivity to surrounding properties. Streets should be designed to the minimum width that will reasonably satisfy all realistic needs. Local streets should not appear as wide collector streets, or “micro-freeways,” which encourages higher travel speeds. Streets should be laid out in a manner that takes advantage of the natural topography and aligns with existing facilities. The use of traditional or modified grid-like street patterns is strongly encouraged. The use of cul-de-sacs should be limited, and where used, designed for potential extension to adjacent properties. Pedestrian and bicycle improvements are strongly encouraged within or between residential areas, especially near existing facilities.
  
- f. Utility Construction – Utilities shall be sited and designed to minimize impacts on adjacent uses. Underground placement and co-location for new public and private utility facilities is encouraged. Above ground utilities shall incorporate site, design, and landscaping features that minimize impacts and visibility to adjacent uses.
  
- g. Architectural Styles – High-quality building materials, colors, and designs that reflect the Town’s rural character are encouraged. For example, building materials, colors, and designs could reflect agricultural heritage of the community (i.e. stone, gabled roofs, earth tones). The Town discourages the repetition of building heights, exterior colors, and housing floor plans within new developments.



## CHAPTER 3 – FUTURE LAND USE

This chapter summarizes the future land use plan for the Town of Melrose and contains information required under 5566.1001. The information is intended to provide a written explanation of the Town of Melrose Future Land Use Map (*see Appendix F*), which depicts the desired pattern of land use in the Town of Melrose and establishes the Town’s vision and intent for the future through their descriptions and related objectives and policies (Chapter 2). The Future Land Use Plan identifies areas of similar character, use, and density. **These land use areas are not zoning districts**, as they do not legally set performance criteria for land uses (i.e. setbacks, height restrictions, etc.); however, they do identify those zoning districts from the *Jackson County Zoning Code* appropriate for approval within each future land use classification. Furthermore, this land use plan is not implemented exclusively through zoning, and may be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.

**The Future Land Use map is neither a prediction nor a guarantee.** The Future Land Use Map was developed by the Plan Commission based on evaluations of future growth and the suitability of undeveloped land to accommodate that growth. The Town does not assume that all growth areas depicted on the map will develop during the next 20 years. Instead, the Future Land Use Map depicts those areas that are the most logical development areas based on the goals and policies of this plan, overall development trends, environmental constraints, proximity to existing development, and the ability to provide services. **The Town does not support the rezoning or development of all the lands identified on the maps immediately following adoption of this Plan.** Other factors will have to be considered, such as the quality of the proposed development, its potential effect on adjacent properties, the ability to provide services to the site, and the phasing of development.

The following chapter provides a detailed description of each future land use classification and their related policies as they appear on the adopted Future Land Use Map. The Future Land Use Plan, in conjunction with the other chapters of this plan (in particular Chapter 2), should be used by Town staff and officials to guide recommendations and decisions on rezoning and other development requests.

The *Jackson County Comprehensive Plan* details other future land use classifications, including Rural Transitional, Conservation, Park and Recreation, and Rural Hamlet, that do not appear on the Town of Melrose Future Land Use Map. For future reference, descriptions and the policies related to other future land use classifications may be found in the *Jackson County Comprehensive Plan*.

## 3.1 ENVIRONMENTAL/RECREATIONAL LAND USE CATEGORIES

### 3.1.1 Natural Resource Protection (NRP)

This classification is intended to function as an overlay zone, that is, the underlying future land use classification (Rural Residential, Rural Industrial, etc.) remains in place, but the overlay classification warns the Town and property owner of the likely presence of features and buffer zones around those features that are subject to protection under County, State, or Federal law. Mapped NRP areas include all land that meets one or more of the following conditions:

1. Water bodies and wetlands mapped as part of the WDNR Wetland Inventory<sup>7</sup>, or
2. 100-Year Floodplains based on FEMA maps, or
3. Areas with steep slopes greater than 20%, or
4. Areas within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; or within 300 feet of the ordinary high water mark of navigable<sup>8</sup> rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat; to prevent and control water pollution; to prevent erosion and sedimentation; to prevent property damage caused by flooding; to preserve areas of natural beauty; and to provide areas for outdoor recreation. A majority of the NRP is undeveloped, although some scattered development occurs within its boundaries. The NRP represents areas that are vital to the region's ecosystem and are key components of the rural character and image of the Town of Melrose, and thus development in the areas designated NRP shall be severely limited. Areas included in NRP may be considered prime candidates for land conservation programs.

#### Appropriate Zoning Districts

NRP lands may be zoned as described by the underlying land use classification, but are subject to erosion control, building development, or vegetation clearing restrictions defined by the Wisconsin DNR, Federal Emergency Management Agency, and Jackson County.

#### Policies

1. Landowners are advised that land within NRP areas may be restricted from building development, site grading, or vegetation clearing under the Jackson County Shoreland Overlay District (Chapter 16), Jackson County Floodplain Overlay District (Chapter 20), and any other applicable stormwater management and erosion control regulations.
  - a. Agricultural and silviculture (forestry), and recreational uses may occur within NRP areas in accordance with the above ordinances. Best Management Practices are highly encouraged in these areas.
  - b. Recreational development and activities compatible with natural resource protection are permitted.

<sup>7</sup> The WDNR Wetland Inventory for Jackson County was derived from 1996 aerial photography and only includes wetlands that are larger than two (2) acres. Wetlands smaller than two (2) acres may exist within the Town and will be subject to the same development restrictions as lands designated NRP.

<sup>8</sup> Determination of navigability shall be made in accordance to the standards set forth in the *Jackson County Zoning Code*.

### 3.1.2 Recreational Commercial (RC)

This land use category includes areas intended to provide private recreational activities through a commercial business or fraternal organization. This designation may include hunting, fishing, and sports clubs, campgrounds, golf course, and other recreational facilities. As mapped, there is an existing RC area STH 108 and Stetzer Rd.

#### Appropriate Zoning Districts

Recreation commercial uses are permitted in the R-5 *Recreation District*; and allowed as conditional uses in the B-1 and B-2 *Business Districts*.

#### Policies

1. The Town will require an amendment to the Future Land Use Map if and when a recreational commercial use is proposed.

## 3.2 RURAL LAND USE CATEGORIES

### 3.2.1 Rural Lands (RL)

The primary intent of these areas is to preserve productive agricultural lands in the long-term, protect existing farm and forestry operations from encroachment by incompatible uses, promote further investments in farming, maintain farmer eligibility for incentive programs, and to preserve wildlife habitat. As mapped, this designation includes farmland, scattered open lands, woodlots, agricultural-related uses, farmsteads, and limited single-family residential development. Some limited low-density development is anticipated in the RL areas. These developments shall be located in order to minimize the fragmentation of productive agricultural land and to minimize any disruption to existing farm operations. Requests to change the future land use designation of parcels shall be considered using the criteria listed in this plan. The use of conservation subdivisions in any request for reclassification is strongly encouraged and will be considered as part of the request. The RL represents areas that are vital to the region's agricultural and forestry economy and are key components of the rural character and image of the Town. Areas included in Rural Lands could potentially represent prime candidates for "sending areas" under a countywide transfer of development rights program (TDR), purchase of development rights program (PDR), agricultural enterprise areas, or other land conservation programs; however, Jackson County currently does not have a TDR or PDR program.

#### Appropriate Zoning Districts

The County's A-1 *Agricultural District* and A-2 *Forestry and Limited Agriculture District* are the most appropriate for zoning districts for land in this future land use category.

## Policies

1. Farming and agricultural uses shall be established as the primary land uses within these areas. Non-farm development shall only be allowed if it will not interfere with, will not disrupt, or will not be incompatible with farming or agricultural use, and will not take significant tracts of land suitable for cultivation or other agricultural use out of production.
2. Agriculturally related businesses, cottage industries, utility, recreation, mineral extraction, religious and government uses may be permitted based on the conditional use requirements of the appropriate Jackson County base zoning districts for RL areas.
3. Proposals for any new non-farm residential development shall be consistent with the following policies:
  - a. Any new non-farm residential lot shall have a “Right to Farm” disclosure attached to it acknowledging that the potential non-farm owner has been informed that his lot has been established in an area where farming is the preferred land use, and stating that the owner understands that he must abide by the State of Wisconsin “Right to Farm” statute (WI Stat. 823.08). This language shall be recorded on the deed to the property, transferable to subsequent owners. An example of a “Right to Farm” disclosure acknowledgement is included in Appendix D.
  - b. Non-farm residential lots shall be a minimum of 1.5 acres per unit, as dictated by County regulations.
4. The following additional policies shall apply to rezoning petitions within the RL area:
  - a. Policies for the Rural Lands area only apply to rezoning, land division, or subdivision petitions. Development that requires none of these is not subject to the requirements of this subsection.

A *cottage industry* is generally defined as a small business located entirely within a dwelling, or as an accessory structure located on the same lot or tract as a dwelling, which complies with the requirements of local code. The use is clearly incidental and secondary to the use of the property and is compatible with adjacent land uses. Cottage industries generally employ less than five full time employees, generate low traffic volumes, and have little or no noise, smoke, odor, dust, glare, or vibration detectable at any property line.

### 3.2.2 Rural Residential (RR)

The primary intent of this classification is to identify areas suitable for future residential housing. Rural Residential areas include lands that are delineated as existing residential or vacant platted areas. In addition, some undeveloped land has been designated for RR development where subdivision expansion is likely to occur. These additional areas tend to be adjacent to existing rural subdivisions or in areas where local roads or utilities exist to efficiently and economically serve the area. In general, the Town would like to direct residential development towards the Village.

#### Appropriate Zoning Districts

The most appropriate Jackson County zoning districts for this future land use category are *R-2 Residential District*, *R-3 Cottage District*, and *R-4 Residential District*.



### **Policies**

1. The Town will limit new development to a density of one residential dwelling unit per 1.5 contiguous acres held in single ownership as of January 1, 2010
2. Cluster development and conservation subdivisions are encouraged.

### **3.2.3 Public/Institutional (P)**

This land use category includes properties owned by government, educational, and religious institutions. These uses are planned to remain at their present locations.

### **Appropriate Zoning Districts**

Most institutional uses are allowed as a conditional use in all of the County's residential, business, and industrial districts; however, the Jackson County Zoning Code details specific regulations.

### **Policies**

1. When rezoning is requested, only that portion of land necessary for the contemplated use shall be rezoned.
2. The Town does not intend to require an amendment to the Future Land Use Map prior to the approval of a proposed public or institutional use in an area that is currently mapped for another future land use; however, map updates should be done as part of annual or decennial updates to this Plan (Refer to Chapter 4: Implementation).

### **3.2.4 Rural Commercial (RC)**

The primary intent of this classification is to identify areas suitable for planned commercial development. There are some existing commercial developments throughout the Town and these areas are expected to remain in commercial use. The best uses will be those that serve a rural purpose, i.e. veterinarian clinic, greenhouses/nurseries, agricultural implement dealer, etc. The current commercial uses within the Town are expected to remain; no new commercial development within the Town is expected in the foreseeable future. The Town wants to direct future development towards the Village.

### **Appropriate Zoning Districts**

The *B-1 Central Business District* and the *B-2 Outlying Business District* are appropriate for land designated as RC.

### **Policies**

1. In accordance with the policies of this Plan, commercial development is encouraged to locate near incorporated areas, existing business developments, or along collector and arterial roadways.
2. If and when rezoning is requested, only that portion of the land necessary for the contemplated use shall be rezoned.

### 3.3 AMENDING THE FUTURE LAND USE MAP

The Town of Melrose recognizes that from time to time it may be necessary to amend the future land use map to account for changes in the current planning environment that were not anticipated. A property owner may petition<sup>9</sup> for a change to the Future Land Use Map<sup>10</sup>. The Town will consider petitions based on the following criteria:

1. Agricultural Criteria: The land does not have a history of productive farming activities or is not viable for long-term agricultural use. The land is too small to be economically used for agricultural purposes, or is inaccessible to the machinery needed to produce and harvest products.
2. Compatibility Criteria: The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing agricultural operations. A petitioner may indicate approaches that will minimize incompatibilities between uses.
3. Natural Resources Criteria: The land does not include important natural features such as wetlands, floodplains, steep slopes, scenic vistas or significant woodlands, which will be adversely affected by the proposed development. The proposed building envelope is not located within the setback of Shoreland and Floodplain zones (raised above regional flood line). The proposed development will not result in undue water, air, light, or noise pollution. Petitioner may indicate approaches that will preserve or enhance the most important and sensitive natural features of the proposed site.
4. Emergency Vehicle Access Criteria: The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles.
5. Transportation Criteria: Proposed new roads will enhance connectivity to existing facilities. Existing transportation facilities can adequately support the proposed development, including both capacity and design. The Town can require that the property owner, or their agent, fund the preparation of a traffic impact analysis by an independent professional. Petitioners should also demonstrate how they will assist the Town with any shortcomings in transportation facilities.
6. Ability to Provide Services Criteria: Provision of public facilities and services will not place an unreasonable burden on the ability of the Town to provide and fund those facilities and services. Petitioners may demonstrate to the Town that the current level of services in the Town, including but not limited to school capacity, transportation system capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and potentially water and/or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the Town with any shortcomings in public services or facilities.

<sup>9</sup> Petitions to change future land use classifications may only be submitted by landowners (or their agents) within the Town, by Town or County Officials, or by officials from adjacent municipalities.

<sup>10</sup> Changes in the Future Land Use Map, and associated policies, shall require a recommendation from the Town Plan Commission, a public hearing, and Town Board approval.

7. Intergovernmental Cooperation Criteria: Petitioners may demonstrate that a change in the Future Land Use Map is consistent with the Jackson County Comprehensive Plan and Zoning Code.
8. Public Need Criteria: There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change. The proposed development is likely to have a positive fiscal impact on the Town. The Town may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.
9. Adherence to Other Portions of this Plan: The proposed development is consistent with the general vision for the Town, and the other goals, objectives, and policies of this Plan.

Refer to Section 4.2. and 4.4 for additional information regarding procedures for amending the Comprehensive Plan and its Future Land Use Map.



## CHAPTER 4 - IMPLEMENTATION

The implementation chapter describes the implementation tools available to the community, including an assessment of current use and future intention to make use of those tools. This chapter also addresses the issue of consistency, including how this plan is consistent with existing policies that affect the Town and how local decisions must be consistent with this plan. In addition, this chapter describes the process for reviewing implementation progress and amending the plan in future years. Finally, this chapter provides a compilation of the local actions necessary to achieve the goals and objectives of this comprehensive plan. Each action is accompanied by a suggested timeline for completion.

### 4.1 IMPLEMENTATION TOOLS

Local codes and ordinances are an important means of implementing the policies of a comprehensive plan. The zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth as prescribed by the comprehensive plan. The Town Board is responsible for amending and adopting these local ordinances in conjunction with Jackson County. This plan provides guidance for land use and zoning changes.

#### 4.1.1 Zoning Ordinance

Zoning is used to control the use of land and the design and placement of structures. A zoning ordinance establishes how lots may be developed, including setbacks and separation for structures, the height and bulk of those structures, and density. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by setting standards for individual uses. It is also one of the important legal tools that a community can use to control development and growth.

- ❖ Zoning is controlled through the Jackson County Zoning Code. The Town intends to use this Plan along with the County's Zoning Ordinance to guide future development.

#### 4.1.2 Official Maps

An official map shows areas identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future taking for a public facility or purpose. A municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

- ❖ The Town does not currently utilize an official map as authorized to do so by state statute (61.35 via 62.23(6)), and there are no immediate plans to create one.

#### 4.1.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations

is to promote the well-being of the community by ensuring that signs do not compromise the rights of Town residents to a safe, healthful and attractive environment.

- ❖ The Town does not have a local sign ordinance. Sign requirements are regulated within the Town under the County’s Zoning Code. This Plan includes several policies relating to sign development (Section 2.8) and the Town of Melrose should work to make sure they are addressed during development review.

#### 4.1.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to establish rules that will prevent or reduce water pollution caused by the development or redevelopment of land. Local stormwater ordinances may be adopted to supplement existing Jackson County and Wisconsin Department of Natural Resources permit requirements.

- ❖ The Town is subject to and meets the provisions of Wisconsin Administrative Code NR216, Stormwater Management. Stormwater management and erosion control are regulated and enforced within the Town by the County’s Planning, Zoning, and POWTS Department.

#### 4.1.5 Historic Preservation Ordinances

An historic preservation ordinance is established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a community’s cultural, social, economic, political, and architectural history. The Town Board may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a municipality (city, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a “certified municipal register of historic property” to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes.

- ❖ The Town does not have an historic preservation ordinance and does not have plans to adopt one.

#### 4.1.6 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations requiring site plans prepared by an engineer, surveyor, or architect. Site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping & Lighting, and Building Elevations.

- ❖ The Town relies on the County’s Zoning Code for site plan regulations, and does not have plans to create local regulations. However, Section 2.8 of this plan contains specific site and design principles that should be considered during the development review process.

### 4.1.7 Design Review Ordinances

Design Review Ordinances are used to protect the character of a community by regulating aesthetic design issues. They include guidelines that can address a wide range of building and site design criteria, and they are typically implemented by a design review committee that reviews all proposed development within a designated area for consistency with the guidelines. Areas designated for application of a design review ordinance are called overlay districts, and they do not change the underlying zoning regulations.

- ❖ The Town does not have a design review ordinance, and it does not intend to create one. However, Section 2.8 of this plan contains specific site and design principles that should be considered during the development review process.

### 4.1.8 Building Codes and Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. Municipal or county building inspectors who must be state-certified primarily enforce the UDC. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

- ❖ The Town requires adherence to the Uniform Dwelling Code, including building permit & inspection requirements.

### 4.1.9 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

- ❖ The Town requires adherence to all state mechanical codes.

### 4.1.10 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced by a county, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

- ❖ The Town requires adherence to the Wisconsin Sanitary Code & Jackson County Private Sewage System Ordinance (Chapter 15).

### 4.1.11 Renewable Energy Ordinances

Renewable energy ordinances can be established to oversee the permitting of renewable energy systems (wind, solar, bio-fuels) to preserve and protect public health and safety without significantly increasing the cost or decreasing the efficiency of a renewable energy system.

- ❖ The Town does not have a renewable energy ordinance, but this Plan includes policies that seek to encourage renewable energy sources throughout the community.

#### 4.1.12 Land Division & Subdivision Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street & open space design, and other improvements necessary to ensure that new development will be an asset to the Town.

- ❖ The division of land in the Town is regulated through the County's Subdivision Ordinance (Chapter 18). This Plan includes recommendations to create subdivisions in the future using conservation subdivision design principles.

## 4.2 PLAN ADOPTION AND AMENDMENT PROCEDURES

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This comprehensive plan and any future amendments must be adopted by the Town Board in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Town Board may adopt or amend the plan: the Plan Commission must recommend adoption and the Town must hold an official public hearing.

#### Draft Distribution & Public Hearing Notifications

The Town is required to provide direct notice of the public hearing to any owner, leaseholder or operator of a nonmetallic mineral deposit (i.e. a gravel pit). The Town should send a copy of the public hearing notice at least 30 days prior to the hearing to any known mining operations in the Town and to anyone that has submitted a written request for such notification.

The Town is also required to maintain a list of any individuals who request, in writing, notification of the proposed comprehensive plan. Each such individual must be sent a notice of the public hearing and a copy of the plan at least 30 days prior to the public hearing. The Town may charge a fee equal to the cost of providing such notice and copy.

Finally, the Town should send the notice and a copy of the proposed plan to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the Town.
3. The regional planning commission in which the Town is located.
4. The public library that serves the area in which the Town is located.

These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice. The Town should coordinate directly with the public library to make a hard copy of the proposed plan available for viewing by any interested party.



### Public Hearing

Prior to adopting the Plan, the Town (either Town Board or Plan Commission) must hold at least one public hearing to discuss the proposed plan. At least 30 days prior to the hearing a Class 1 notice must be published that contains, at minimum, the following:

- ✓ The date, time and location of the hearing,
- ✓ A summary of the proposed plan or plan amendment,
- ✓ The local government staff who may be contacted for additional information,
- ✓ Where to inspect and how to obtain a copy of the proposed plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read at the public hearing.

### Plan Commission Recommendation

The Plan Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the plan and its components. The resolution should also reference the reasons for creating the plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the entire Commission, and the approved resolution should be included in the adopted plan document.

### Plan Adoption/Amendment

This plan and any future amendments become official Town policy when the Town Board passes, by a majority vote of all elected members, an adoption ordinance. The Board may choose to revise the plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

### Adopted Plan Distribution

Following final adoption of this plan, and again following any amendments to the plan, a copy of the plan or amendment must be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the Town.
3. The regional planning commission in which the Town is located.
4. The public library that serves the area in which the Town is located.
5. The Comprehensive Planning Program at the Department of Administration.

## **4.3 CONSISTENCY AMONG PLAN ELEMENTS**

Once formally adopted, the Plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, beginning on January 1, 2010 if the Town of Melrose engages in any of the actions listed below, those actions will be consistent with its comprehensive plan:

- ✓ Official mapping established or amended under s. 62.23 (6)
- ✓ Local subdivision regulations under s. 236.45 or 236.46
- ✓ County zoning ordinances enacted or amended under s. 62.23 (7)
- ✓ Village, city or town zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)

- ✓ Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

An action will be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the plan.

The State of Wisconsin's Comprehensive Planning Law requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Prior to adoption of the plan the Town of Melrose reviewed, updated, and completed all elements of this plan together, and no inconsistencies were found.

## 4.4 PLAN MONITORING, AMENDING & UPDATING

Although this Plan is intended to guide decisions and action by the Town over a 20-year period, it is impossible to predict future conditions in the Town. Amendments may be appropriate following original adoption, particularly if emerging issues or trends render aspects of the plan irrelevant or inappropriate. To monitor consistency with the Comprehensive Plan the Town will review its content prior to any important decisions, especially those that will affect land use. From time to time, the Town may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the Town. Should the Town wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals threaten the integrity of the plan and the planning process and should be avoided. If it is deemed necessary and appropriate for the plan to be amended, the petitioner shall be responsible for all costs incurred by the Town to amend the plan.

Any change to the plan text or maps constitutes an amendment to the plan and must follow the adoption/amendment process described in Section 4.2. Amendments may be proposed by either the Town Board or the Plan Commission, and each will need to approve the change per the statutory process. Amendments may be made at any time using this process; however, in most cases the Town should not amend the plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments. This process can begin with a joint meeting of the Plan Commission and Town Board (January), followed by Plan Commission recommendation (February), then the 30-day public notice procedures leading to a public hearing and vote on adoption by Town Board (March or April).

Wisconsin's comprehensive planning statute (66.1001) requires that this plan be updated at least once every 10 years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the plan should signal the need for a comprehensive update.

## 4.5 SEVERABILITY

If any provision of this Comprehensive Plan will be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application.

## 4.6 ACTION PLAN

There are many actions that the Town should pursue to achieve the goals and objectives of this plan. Because each of these different possible actions requires the active leadership of elected officials and/or Town staff, and because many of the actions will have a monetary cost to the Town, it becomes complicated to chart out 20 years of **specific** action commitments. At the end of this chapter, there is a list of actions intended to realize and reinforce the goals, objectives, and policies described in Chapter 2. These actions are divided into three basic categories: short-term, mid-term, and long-term. Short-term actions will be implemented in 0-2 years; mid-term actions will be implemented in 3-5 years; and long term actions will be implemented more than 6 years from now.

The Town will revisit this list of actions at least once every five years. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards, or committees for completion per the new schedule. When updating the Action Plan, the Town may choose to pursue actions not on the list, and it may choose not to pursue actions on the list.

Table 4.1: Action Plan

ACTION PLAN	TIMEFRAME	RESPONSIBLE PARTY
<b>Utilities and Community Facilities:</b> Outreach to utilities/communication companies to lobby for expansion of DSL throughout the Town.	Short Term	Plan Commission and Town Board
<b>Intergovernmental Cooperation:</b> Participate in the Jackson County Zoning Code update and future updates of the County Comprehensive Plan.	Continual	Plan Commission
ADDITIONAL RECOMMENDED ACTIONS	TIMEFRAME	RESPONSIBLE PARTY
<b>Housing:</b> Support County efforts to obtain grant program funds for first time homebuyers and/or affordable housing.	Continual	Plan Commission, Town Board
<b>Utilities and Community Facilities/Transportation:</b> Adopt a Five Year Capital Improvements Plan to be reviewed and updated annually. The Capital Improvements Plan should to include necessary maintenance and upgrades to transportation infrastructure and community facilities.	Short Term and On-going	Town Board
<b>Agricultural, Natural, and Cultural Resources 1:</b> Participate in the Jackson County Farmland Preservation Plan update process.	Short to Mid Term	Plan Commission
<b>Agricultural, Natural, and Cultural Resources 2:</b> Coordinate with County to develop a Right-to-Farm Agreement to help preserve agricultural land within the Town. Town Board will then adopt.	Short Term	Plan Commission and Town Board
<b>Land Use:</b> Consider a 1:20 density policy for rural lands in conjunction with the update of Jackson County's Farmland Preservation Plan.	Short to Mid Term	Plan Commission and Town Board
<b>Intergovernmental Cooperation:</b> Have the Town Board and the Plan Commission hold a joint meeting at least once a year to discuss the goals of this Plan and whether they are being accomplished.	On-going	Plan Commission and Town Board
<b>Implementation:</b> Update this Action Plan every five years, as stated in the Implementation Chapter of this Plan	Mid-Term	Plan Commission and Village Board
<b>Plan Update:</b> Update this Comprehensive Plan at least once every ten years per the requirements of the State Comprehensive Planning law.	Long Term	Plan Commission and Town Board

## CHAPTER 5 - EXISTING CONDITIONS

The following chapter summarizes background information as required for the nine planning elements to be included in comprehensive plans (per Wisconsin Statute 66.1001). The information was collected in years 2008 and 2009 and is thus subject to changes that may have occurred since then. The information is compiled at the County and municipal level to the extent that such data is available or can be synthesized from standard data sources. Much of the data comes from secondary sources, consisting primarily of the U.S. Census. Caution should be given as a majority of the data that the U.S. Census collects is from a sample of the total population; and therefore, is subject to both sampling errors (deviations from the true population) and nonsampling errors (human and processing errors).

### 5.1 ISSUES AND OPPORTUNITIES

This element provides a baseline assessment of the Town of Melrose past, current, and projected population statistics and includes the information required under SS66.1001. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development in the Town of Melrose.

#### 5.1.1 Population Statistics and Projections

The following displays the population statistics and projections that were prepared as part of the requirements of the Comprehensive Planning legislation. Other demographic data and statistics, such as employment and housing characteristics, are in their corresponding sections.

**Table 5.1: Population and Age Distribution**

Population	Town of Melrose Number	Town of Melrose Percent	Jackson County Number	Jackson County Percent	Wisconsin Number	Wisconsin Percent
Total Population (1970)	355	100.0%	15,325	100.0%	4,417,821	100.0%
Total Population (1980)	338	100.0%	16,831	100.0%	4,705,642	100.0%
Total Population (1990)	357	100.0%	16,588	100.0%	4,891,769	100.0%
Total Population (2000)	402	100.0%	19,100	100.0%	5,363,675	100.0%
Total Population (2008)*	439	100.0%	19,710	100.0%	5,580,757	100.0%
<b>SEX AND AGE (2000)</b>						
Male	211	52.5%	10,198	53.4%	2,649,041	49.4%
Female	191	47.5%	8,902	46.6%	2,714,634	50.6%
Under 5 years	26	6.5%	1,078	5.6%	342,340	6.4%
5 to 9 years	40	10.0%	1,255	6.6%	379,484	7.1%
10 to 14 years	27	6.7%	1,440	7.5%	403,074	7.5%
15 to 19 years	25	6.2%	1,309	6.9%	407,195	7.6%
20 to 24 years	9	2.2%	1,208	6.3%	357,292	6.7%
25 to 34 years	42	10.4%	2,513	13.2%	706,168	13.2%
35 to 44 years	93	23.1%	3,097	16.2%	875,522	16.3%
45 to 54 years	51	12.7%	2,510	13.1%	732,306	13.7%
55 to 59 years	24	6.0%	1,002	5.2%	252,742	4.7%
60 to 64 years	18	4.5%	844	4.4%	204,999	3.8%
65 to 74 years	26	6.5%	1,426	7.5%	355,307	6.6%
75 to 84 years	18	4.5%	1,011	5.3%	251,621	4.7%
85 years and over	3	0.7%	407	2.1%	95,625	1.8%
<b>Median Age (2000)</b>	<b>39.0</b>		<b>37.6</b>		<b>36.0</b>	

Source: US Census, \*WIDOA Estimate

Table 5.2: Jackson County Population History and Estimates

Municipality	Jackson County Population History and Projections											% Growth (2000- 2030)
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030	2030	
State of Wisconsin	4,417,821	4,705,642	4,891,769	5,363,675	5,589,937	5,772,372	5,988,455	6,202,825	6,390,939	6,541,222	22.0%	
Jackson County	15,325	16,831	16,588	19,100	19,865	20,533	21,339	22,151	22,860	23,438	22.7%	
T. Adams	980	1,300	1,167	1,208	1,334	1,399	1,473	1,546	1,613	1,670	38.2%	
T. Albion	914	976	904	1,093	1,143	1,199	1,264	1,329	1,387	1,439	31.7%	
T. Alma	668	696	831	983	1,047	1,115	1,190	1,266	1,337	1,400	42.4%	
T. Bear Bluff	116	133	149	128	114	111	108	106	103	99	-22.7%	
T. Brockway	978	1,053	1,222	2,580	2,696	2,837	2,997	3,159	3,306	3,435	33.1%	
T. City Point	180	196	193	189	182	178	175	172	167	163	-13.8%	
T. Cleveland	411	422	452	438	473	491	513	534	554	570	30.1%	
T. Curran	360	410	351	366	390	402	416	430	443	453	23.8%	
T. Franklin	414	417	431	325	347	341	337	333	326	319	-1.8%	
T. Garden Valley	435	421	386	406	409	413	419	424	428	430	5.9%	
T. Garfield	369	423	421	529	625	677	735	792	847	896	69.4%	
T. Hixton	558	646	652	611	640	644	652	660	664	665	8.8%	
T. Irving	489	618	565	602	668	706	749	791	831	867	44.0%	
T. Knapp	155	201	257	275	298	317	338	360	381	398	44.7%	
T. Komenky	283	449	292	462	487	521	557	595	629	661	43.1%	
T. Manchester	442	590	563	680	732	779	831	884	932	976	43.5%	
T. Melrose	355	338	357	402	421	441	463	486	507	525	30.6%	
T. Millston	157	202	154	136	139	135	132	129	125	121	-11.0%	
T. North Bend	498	546	419	397	410	411	415	418	419	418	5.3%	
T. Northfield	587	652	572	586	579	574	571	570	564	556	-5.1%	
T. Springfield	469	475	476	567	618	661	710	758	803	844	48.9%	
V. Alma Center	495	454	416	446	459	469	482	495	507	515	15.5%	
V. Hixton	300	364	345	446	454	481	511	541	568	593	33.0%	
V. Melrose	505	507	551	529	516	509	506	502	496	486	-8.1%	
V. Merrillan	612	587	553	585	583	589	599	609	616	619	5.8%	
V. Taylor	322	411	419	513	507	522	540	559	575	588	14.6%	
C. Black River Falls	3,273	3,434	3,490	3,618	3,594	3,611	3,656	3,703	3,732	3,732	3.2%	

Source: US Census, Projection WIDOA 2008

From year 1970 to 2000, the population for the Town of Melrose increased by 13.24%, while the growth in Jackson County increased by 24.63% and 21.4% for the State. The Department of Administration estimated that the population in the Town increased to 439 by the year 2008. By comparison, the median population for Wisconsin Towns in year 2005 was 785. The average Wisconsin Town grew in population by 47.3% from year 1970 to 2000. Based on 2007 estimates, the Town of Melrose ranked 1,053 out of 1,258 Wisconsin towns in total population.

The age group with the highest population in the Town is those 35 to 44 years old (23.1%). The median age is 39.0, which is higher than the County (37.6) and State (36.0) median age. Approximately 16.2% of the population is at or near retirement age (60+), which is lower than the County (19.3%) and similar to the State (16.9%) average.

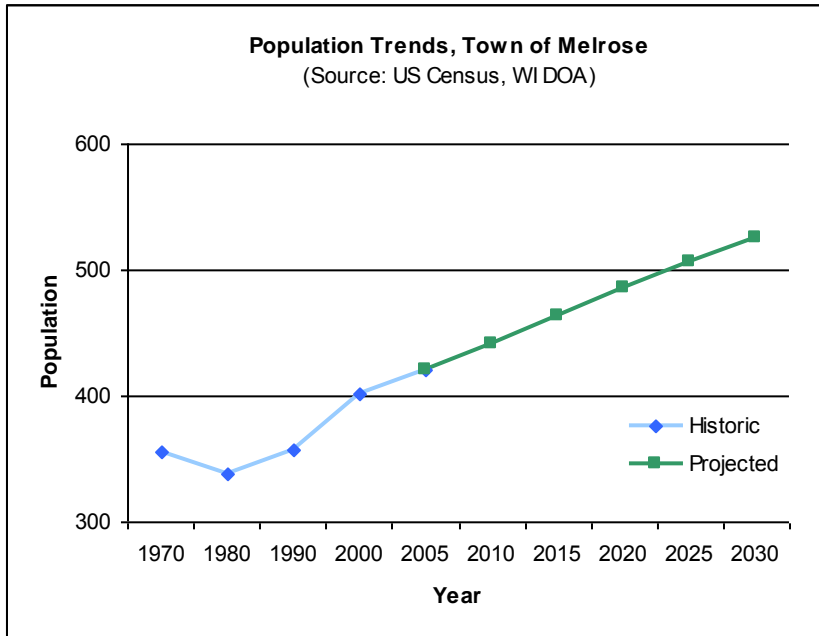
Population projections allow a community to anticipate and plan for future growth needs. In year 2008, the Wisconsin Department of Administration released population projections to year 2030 for every municipality in Wisconsin, and projections to year 2035 for counties. The WIDOA projected the Town of Melrose population will increase to 525 by year 2030, about 2.3% of the Jackson County total for that year. The WIDOA projects the population in Jackson County will increase to 23,438 by year 2030. The Plan Commission noted that the current economic conditions may restrain the amount of growth projected by the WIDOA.

**Table 5.3: Population Projections**

Population	Town of Melrose	Jackson County	Wisconsin
Total Population (1970)	355	15,325	4,417,821
Total Population (1980)	338	16,831	4,705,642
Total Population (1990)	357	16,588	4,891,769
Total Population (2000)	402	19,100	5,363,675
Total Population (2005)	421	19,865	5,589,937
<b>WIDOA Projection</b>			
Total Population (2005)	421	19,865	5,589,937
Total Population (2010)	441	20,533	5,772,372
Total Population (2015)	463	21,339	5,988,455
Total Population (2020)	486	22,151	6,202,825
Total Population (2025)	507	22,860	6,390,939
Total Population (2030)	525	23,438	6,541,222
<b>Percent Growth (2000-2030)</b>	30.6%	22.7%	22.0%

Source: US Census, Projection WIDOA 2008

Figure 5.1: Population Trends



## 5.2 HOUSING

This element provides a baseline assessment of the Town of Melrose current housing stock and includes the information required under S66.1001. Information includes: past and projected number of households, age and structural characteristics, occupancy and tenure characteristics, and value and affordability characteristics. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of housing in the Town of Melrose.

### 5.2.1 Households and Housing Units: Past, Present, and Future

In year 2000, there were 153 households in the Town of Melrose, an increase of 56.9% since 1970. During the same period, total households increased by 48.7% and 57.0%, respectively, for all of Jackson County and the State as a whole. The larger increase in households (56.9%) vs. population (13.24%), from year 1970 to 2000, can be attributed to the *decrease* in the average household size. Since 1970, the number of persons per household has been decreasing in Wisconsin. In the Town of Melrose, the number of persons per household has decreased from 3.32 to 2.87, a trend that can be attributed to smaller family sizes and increases in life expectancy.



Table 5.4: Jackson County Household History and Projections

Municipality	Jackson County Household History and Projections										% Growth (2000-2030)
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030	
State of Wisconsin	1,328,804	1,652,261	1,822,118	2,084,556	2,208,571	2,322,062	2,442,354	2,557,504	2,654,905	2,738,477	31.4%
Jackson County	4,753	6,073	6,253	7,070	7,544	7,884	8,318	8,738	9,107	9,443	33.6%
T. Adams	293	450	424	485	547	582	624	664	701	735	51.5%
T. Albion	250	331	333	413	441	469	503	537	567	596	44.3%
T. Alma	197	249	271	344	375	406	441	476	507	538	56.4%
T. Bear Bluff	31	42	50	49	44	44	43	43	42	41	-16.3%
T. Brockway	323	414	457	613	677	722	777	830	879	925	50.9%
T. City Point	56	76	76	83	81	81	80	81	80	79	-4.8%
T. Cleveland	120	147	164	169	186	196	208	221	231	241	42.6%
T. Curran	109	128	118	127	138	145	152	159	166	173	36.2%
T. Franklin	112	133	153	129	140	141	141	141	140	138	7.0%
T. Garden Valley	122	136	124	147	151	155	160	164	167	171	16.3%
T. Garfield	109	143	147	180	220	241	267	291	315	337	87.2%
T. Hixton	155	214	222	214	229	234	240	247	251	256	19.6%
T. Irving	143	193	189	216	245	262	283	303	323	341	57.9%
T. Knapp	55	79	96	113	125	135	146	158	169	179	58.4%
T. Kornensky	47	101	68	108	115	124	136	147	157	168	55.6%
T. Manchester	136	189	208	265	292	314	341	368	392	417	57.4%
T. Melrose	107	130	127	153	163	174	186	197	209	219	43.1%
T. Millston	55	80	73	69	72	71	70	70	69	68	-1.4%
T. North Bend	140	140	149	145	153	156	160	163	165	168	15.9%
T. Northfield	189	230	208	224	235	235	238	241	242	241	7.6%
T. Springfield	133	150	164	187	208	226	246	267	286	305	63.1%
V. Alma Center	156	171	170	191	200	208	217	227	235	241	26.2%
V. Hixton	108	160	161	203	211	227	245	263	279	296	45.8%
V. Melrose	187	232	238	218	218	217	219	221	221	219	0.5%
V. Merrilan	199	223	220	253	258	264	273	281	289	294	16.2%
V. Taylor	116	165	171	209	211	220	231	244	253	263	25.8%
C. Black River Falls	1,105	1,367	1,472	1,563	1,609	1,635	1,691	1,734	1,772	1,794	14.8%

Source: US Census, Projection WIDOA, 2008

Table 5.5: Households and Housing Units

Housing	Town of Melrose	Jackson County	Wisconsin
Total Households (1970)	107	4,753	1,328,804
Total Households (1980)	130	6,073	1,652,261
Total Households (1990)	127	6,253	1,822,118
Total Households (2000)	153	7,070	2,084,544
People per Household (1970)	3.32	3.22	3.32
People per Household (1980)	2.60	2.77	2.85
People per Household (1990)	2.81	2.65	2.68
People per Household (2000)	2.87	2.49	2.57
Housing Units (1970)	125	5,649	1,482,322
Housing Units (1980)	144	6,975	1,863,857
Housing Units (1990)	141	7,627	2,055,774
Housing Units (2000)	169	8,029	2,321,144

Source: US Census, \*WIDOA Estimate

\*Total Households include any unit that is **occupied**.

\*\*Housing units are all those available, including occupied **and** vacant units or seasonal units.

Household projections allow a community to begin to anticipate future land use needs. WIDOA and MSA household figures are derived from their population projections; therefore, they have the same limitations.

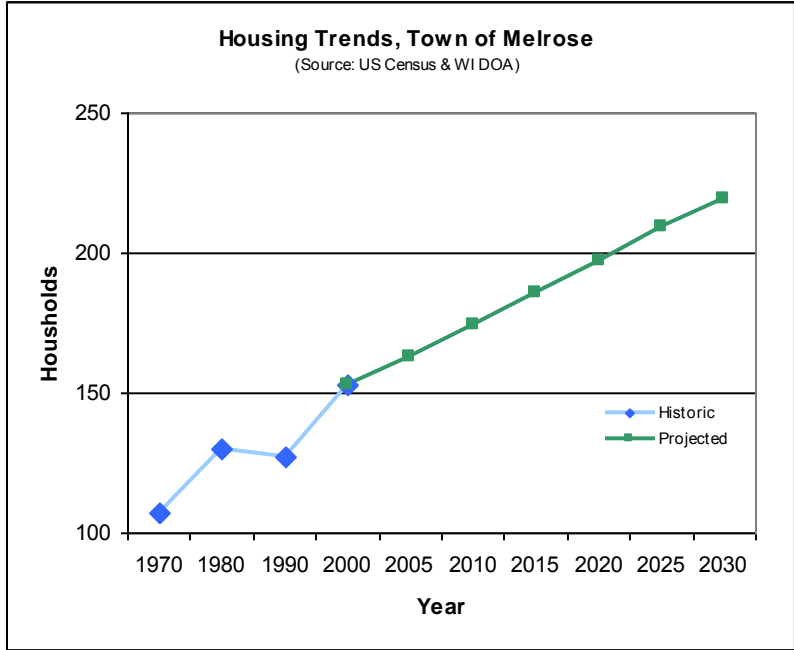
Household projections were derived using a report from the WIDOA (2008). The WIDOA projected the Town of Melrose total households will increase to 219 by year 2030, comprising 2.3% of the Jackson County total. The WIDOA projected that there will be 9,443 households in Jackson County by year 2030. The Plan Commission noted that the current economic conditions may greatly alter the growth projected by the WIDOA.

Table 5.6: Projected Households

Household Projections	Town of Melrose	Jackson County	Wisconsin
Total Households (2005)	163	7,544	2,208,571
Total Households (2010)	174	7,884	2,322,062
Total Households (2015)	186	8,318	2,442,354
Total Households (2020)	197	8,738	2,557,504
Total Households (2025)	209	9,107	2,654,905
Total Households (2030)	219	9,443	2,738,477
<b>Percent Growth (2000-2030)</b>	43.1%	33.6%	31.4%

Source: US Census, Projection WIDOA 2008

Figure 5.2: Housing Trends



### 5.2.2 Age and Structural Characteristics

The age of a home is a simplistic measure for the likelihood of problems or repair needs. Older homes, even when well cared for, are generally less energy efficient than more recently-built homes and are more likely to have components now known to be unsafe, such as lead pipes, lead paint, and asbestos products. Of the Town of Melrose’s 167 housing units, 50.3% were built before 1970 and 31.7% were built before 1940. As a whole, the housing stock in the Town of Melrose is newer than it is for Jackson County.

Table 5.7: Housing Age Characteristics

Year Structure Built	Number	Percent
1939 or Earlier	53	31.7%
1940 to 1959	19	11.4%
1960 to 1969	12	7.2%
1970 to 1979	22	13.2%
1980 to 1989	13	7.8%
1990 to 1994	28	16.8%
1995 to 1998	16	9.6%
1999 to March 2000	4	2.4%
<b>Total</b>	<b>167</b>	<b>100.0%</b>

Source: US Census, Town of Melrose

Beginning in 2005, Wisconsin State Statutes require all municipalities to adopt and enforce the requirements of the Uniform Dwelling Code (UDC) for one and two family dwellings. This requirement will ensure that new residential buildings are built to safe standards, which will lead to an improvement in the housing stock of communities. The UDC is administered by the Wisconsin Department of Commerce.

As of the 2000 US Census, 83% of the Town of Melrose’s housing units were single-family homes, 1% of the housing units were within buildings with 2-4 units, and 16% of the units were mobile homes and trailers.

### 5.2.3 Occupancy and Tenure Characteristics

According to the 2000 Census, the Town of Melrose had 153 occupied housing units. At the time of the 2000 Census, 79.7% of the occupied units were owner-occupied. This is approximately 2% more than were owner-occupied in 1990. This indicates that newer units tend to be owner-occupied and/or rental units are being converted to owner-occupied unit. In 2000, there were 16 vacant housing units (9.5%). Of these, 14 were for seasonal, recreational, or occasional use. Economists and urban planners consider a vacancy rate of 5% to be the ideal balance between the interests of a seller and buyer, or landlord and tenant.

Figure 5.3: Housing Unit Types

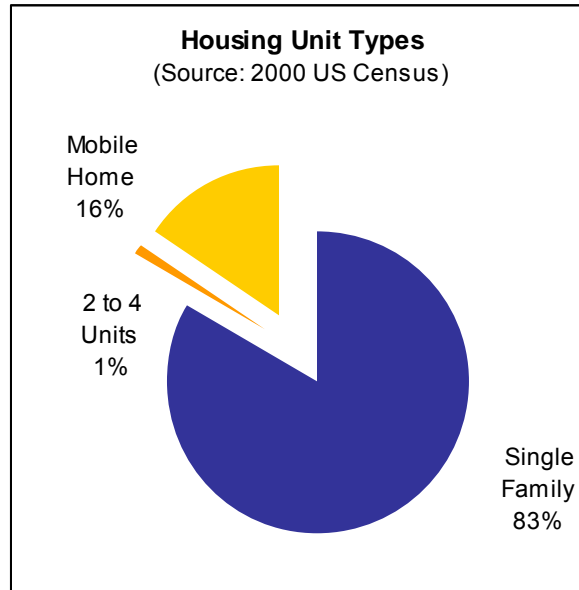


Table 5.8: Housing Occupancy Characteristics

Occupancy	1990 Number	1990 Percent	2000 Number	2000 Percent
Owner Occupied Housing Units	104	73.8%	122	72.2%
Renter Occupied Housing Units	23	16.3%	31	18.3%
Vacant Housing Units	14	9.9%	16	9.5%
Homeowner Vacancy Rate	-	0.0%	-	NA
Rental Vacancy Rate	-	4.2%	-	NA

Source: US Census, Town of Melrose

Of the owner-occupied housing units in year 2000, 40.1% had been lived in by the same householder for five or fewer years (1995-2000) and 55.2% for 10 or fewer years (1990-2000). Of the population five years and older, 26.9% lived in a different house in 1995; 16.8% were living outside of Jackson County. This shows that households moving to the Town from 1995 to 2000 were slightly more likely to arrive to Town from outside of Jackson County.

Table 5.9: Housing Tenure and Residency

Year Head of Household Moved into Unit	Percent of Housing Units	Residence in 1995	Percent of Population 5 years and older
1969 or earlier	13.8%	Same House in 1995	73.1%
1970 to 1979	13.2%	Different House in US in 1995	26.9%
1980 to 1989	17.8%	Same County	10.2%
1990 to 1994	15.1%	Different County	16.8%
1995 to 2000	40.1%	Same State	12.9%
		Different State	3.8%

Source: US Census, Town of Melrose

### 5.2.4 Value and Affordability Characteristics

In year 2000, the median value for a home in the Town of Melrose was \$86,300, compared to \$76,800 for Jackson County and \$112,200 for Wisconsin. The median value increased 116% from 1990, the County and State increased 95% and 81% respectively. As reported by the 2000 Census, nearly the Town's entire housing stock is valued under \$149,000. The median monthly rent in the Town was \$400, compared to \$397 for Jackson County and \$540 for Wisconsin. These numbers may not be representative of the actual value of the housing stock in the Town, as there was a very low response rate to these questions.

Table 5.10: Home Value and Rental Statistics

Value of Owner-Occupied Units	1990 Percent	2000 Percent	Gross Rent for Occupied Units	1990 Percent	2000 Percent
Less than \$50,000	66.7%	0.0%	Less than \$200	0.0%	0.0%
\$50,000 to \$99,999	25.0%	60.0%	\$200 to \$299	61.1%	12.5%
\$100,000 to \$149,999	8.3%	40.0%	\$300 to \$499	22.2%	75.0%
\$150,000 to \$199,999	0.0%	0.0%	\$500 to \$749	0.0%	12.5%
\$200,000 to \$299,999	0.0%	0.0%	\$750 to \$999	0.0%	0.0%
\$300,000 to \$499,999	0.0%	0.0%	\$1,000 to \$1,499	0.0%	0.0%
\$500,000 to \$999,999	0.0%	0.0%	\$1,500 or more	0.0%	0.0%
\$1,000,000 or more	0.0%	0.0%	No cash rent	16.7%	0.0%
<b>Median Value</b>	\$40,000	\$86,300	<b>Median Rent</b>	\$205	\$400

Source: US Census, Town of Melrose

In the Town of Melrose, affordable housing opportunities are often provided through the sale of older housing units located throughout the Town. According to the U.S. Department of Housing and Urban Development (HUD), housing is generally considered affordable when the owner or renter's monthly costs do not exceed 30% of their total gross monthly income. Among households that own their homes, 26.7% exceeded the "affordable" threshold in year 2000. In year 2000, the median percentage of household income spent on owner occupied units with a mortgage was 25.8% and 17.5% for renter occupied units. These numbers are dangerously close to the HUD threshold, and as such the Town needs to be mindful to provide affordable housing; however, these numbers may also be distorted because of the low response rate.

Table 5.11: Home Costs Compared to Income

Selected Monthly Owner Costs as a Percentage of Household Income	Percent	Gross Rent as a Percentage of Household Income	Percent
Less than 15%	26.7%	Less than 15%	43.8%
15% to 19.9%	26.7%	15% to 19.9%	12.5%
20% to 24.9%	0.0%	20% to 24.9%	12.5%
25% to 29.9%	20.0%	25% to 29.9%	0.0%
30% to 34.9%	26.7%	30% to 34.9%	0.0%
35% or more	0.0%	35% or more	31.3%
Not computed	0.0%	Not computed	0.0%
<b>Median (1990) with mortgage</b>	26.7%	<b>Median (1990)</b>	16.7%
<b>Median (2000) with mortgage</b>	25.8%	<b>Median (2000)</b>	17.5%

Source: US Census, Town of Melrose

## 5.3 TRANSPORTATION

This element provides a baseline assessment of the Town of Melrose transportation facilities and contains the information required under 5566.1001. Information includes: commuting patterns, traffic counts, transit service, transportation facilities for the disabled, pedestrian and bicycle transportation, rail road service, aviation service, trucking, water transportation, maintenance and improvements, and state and regional transportation plans. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of transportation facilities in the Town of Melrose.

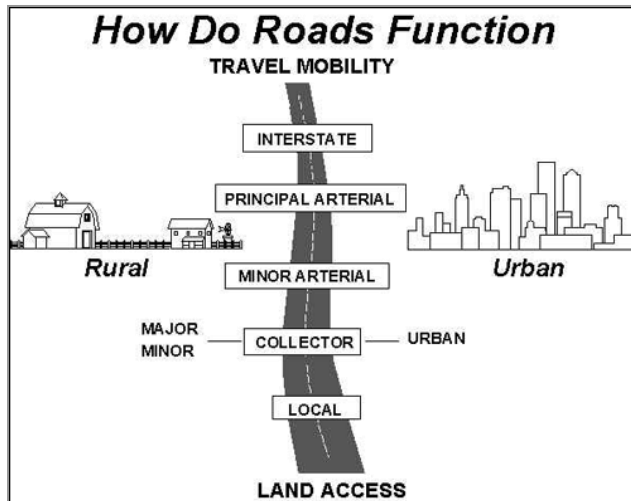
### 5.3.1 Existing Transportation Facilities

#### Highways and the Local Street Network

All federal, state, county, and local roads are classified into categories under the “Roadway Functional Classification System.” Functional classification is the process by which the nation's network of streets and highways are ranked according to the type of service they provide. It determines how travel is "channelized" within the roadway network by defining the part that any road or street should play in serving the flow of trips through a roadway network. In general, roadways with a higher functional classification should be designed with limited access and higher speed traffic. (Refer to the Town of Melrose Transportation Facilities Map)

- **Arterials** –accommodate interstate and interregional trips with severe limitation on land access. Arterials are designed for high-speed traffic.
- **Collectors** – serve the dual function of providing for both traffic mobility and limited land access. The primary function is to collect traffic from local streets and convey it to arterial roadways. Collectors are designed for moderate speed traffic.
- **Local Roads** – provide direct access to residential, commercial, and industrial development. Local roads are designed for low speed traffic.

Figure 5.4: Functional Classifications



#### Commuting Patterns

Table 5.12 shows commuting choices for resident workers over age 16. Approximately 59.5% of local workers use automobiles to commute to work, and about 9.0% percent report carpooling. An overwhelming 35.4% of residents worked at home and did not commute to work (County average is 7.3%). The average commute time for Town residents is 33 minutes, which is higher than the overall average for the State of Wisconsin, 21 min. The higher commute times, as well as the higher than average number of people who work from home, suggest that there are limited job opportunities within the Town.

Table 5.12: Commuting Methods

Commuting Methods, Residents 16 Years or Older	Number	Percent
Car, Truck, Van (alone)	107	50.5%
Car, Truck, Van (carpooled)	19	9.0%
Public Transportation (including taxi)	0	0.0%
Walked	6	2.8%
Other Means	5	2.4%
Worked at Home	75	35.4%
<b>Mean Travel Time to Work (minutes)</b>	<b>33.2</b>	<b>X</b>
<b>Total (Workers 16 Years or Over)</b>	<b>212</b>	<b>100.0%</b>

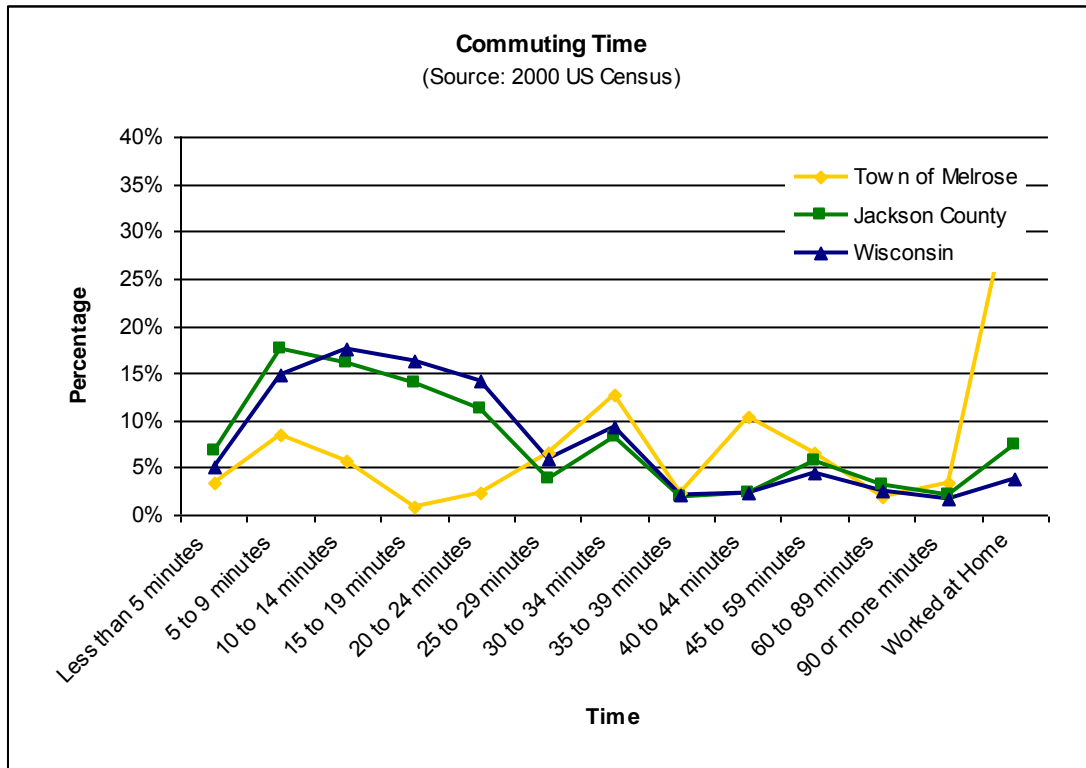
Source: US Census, Town of Melrose

Table 5.13: Residents Place of Work

Place of Work, Residents 16 Years or Older	Town of Melrose	Jackson County
In County	144	6,532
Outside of County, but in WI	68	2,131
Outside of State	-	87
<b>Total</b>	<b>212</b>	<b>8,750</b>

Source: US Census

Figure 5.5: Commuting Time



## Traffic Counts

Annual Average Daily Traffic (AADT) counts are defined as the total volume of vehicle traffic in both directions of a highway or road for an average day. The AADT counts can offer indications of traffic circulation problems and trends and also provide justification for road construction and maintenance. WisDOT provides highway traffic volumes from selected roads and streets for all communities in the State once every three years. WisDOT calculates AADT by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The Town of Melrose Transportation map displays ADT along STH and CTH in the Town for 1997 and 2003.

It is estimated that a single-family home generates 9.5 trips per day. A trip is defined as a one-way journey from a production end (origin) to an attraction end (destination). On a local road, one new home may not make much difference, but 10 new homes on a road can have quite an impact on safety and mobility.

**Table 5.14: Trip Generation Estimates**

Land Use	Base Unit	Rates		
		AM Peak	ADT	ADT Range
<b>Residential</b>				
Single Family Home	per dwelling unit	0.75	9.55	4.31-21.85
Apartment Building	per dwelling unit	0.41	6.63	2.00-11.81
Condo/Town Home	per dwelling unit	0.44	10.71	1.83-11.79
Retirement Community	per dwelling unit	0.29	5.86	
Mobile Home Park	per dwelling unit	0.43	4.81	2.29-10.42
Recreational Home	per dwelling unit	0.3	3.16	3.00-3.24
<b>Retail</b>				
Shopping Center	per 1,000 GFA	1.03	42.92	12.5-270.8
Discount Club	per 1,000 GFA	65	41.8	25.4-78.02
Restaurant				
(High-turnover)	per 1,000 GFA	9.27	130.34	73.5-246.0
Convenience Mart w/ Gas Pumps	per 1,000 GFA		845.6	578.52-1084.72
Convenience Market (24-hour)	per 1,000 GFA	65.3	737.99	330.0-1438.0
Specialty Retail	per 1,000 GFA	6.41	40.67	21.3-50.9
<b>Office</b>				
Business Park	per employee	0.45	4.04	3.25-8.19
General Office Bldg	per employee	0.48	3.32	1.59-7.28
R & D Center	per employee	0.43	2.77	.96-10.63
Medical-Dental	per 1,000 GFA	3.6	36.13	23.16-50.51
<b>Industrial</b>				
Industrial Park	per employee	0.43	3.34	1.24-8.8
Manufacturing	per employee	0.39	2.1	.60-6.66
Warehousing	1,000 GFA	0.55	3.89	1.47-15.71
<b>Other</b>				
Service Station	per pump	12.8	168.56	73.0-306.0
City Park	per acre	1.59	NA	NA
County Park	per acre	0.52	2.28	17-53.4
State Park	per acre	0.02	0.61	.10-2.94
Movie Theatre	per movie screen	89.48	529.47	143.5-171.5
w/Matinee	Saturday	(PM Peak)		
Day Care Center	per 1,000 GFA	13.5	79.26	57.17-126.07

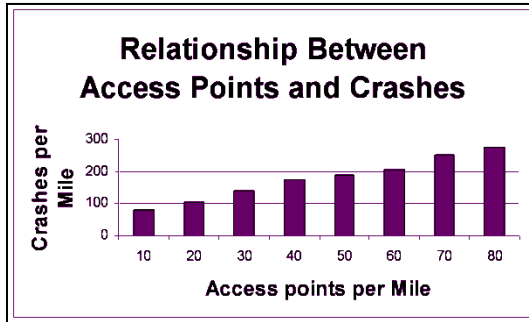
Source: Institute of Transportation Engineers (ITE). Trip Generation.



### Access Management and Safety

Studies show a strong correlation between: 1) an increase in crashes, 2) an increase in the number of access points per mile, and 3) the volume of traffic at each access point. Simply put, when there are more access points, carrying capacity is reduced and safety is compromised.

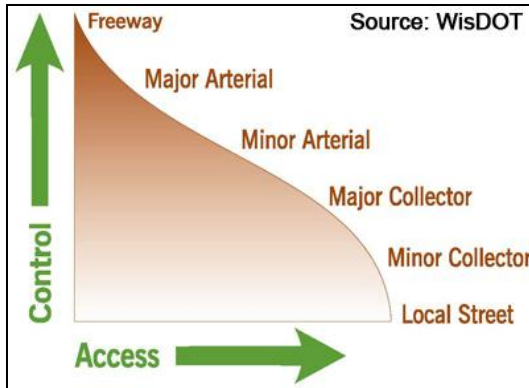
Figure 5.6: Relationship between Access Points and Crashes



The authority of granting access rights to roadways is ordinarily assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility. Through implementation of its adopted *Access Management System Plan*, the WisDOT plans for and controls the number and location of driveways and streets intersecting state highways. In general, arterials should have the fewest access points since they are intended to move traffic through an area. Collectors and local roads should be permitted to have more access points since they function more to provide access to adjacent land.

they are intended to move traffic through an area. Collectors and local roads should be permitted to have more access points since they function more to provide access to adjacent land.

Figure 5.7: Relationship between Access and Functional Classification



The WisDOT *State Access Management Plan* divides the state highway system into one of five “Tiers,” each with its own level of access control. Within Jackson County, Tier 1 roadways include I-94. Tier 2A roadways include small portions of USH 10 and STH 54. Tier 2B roadways include USH 10 and STH 93. Tier 3 roadways include USH 12, and STH 27.

Figure 5.8: WisDOT Guidelines for Access along State Highways

Goal for access and traffic movement	Type of new access allowed
Tier 1 maximizes Interstate/Statewide traffic movement	<ul style="list-style-type: none"> <li>• Interchanges</li> <li>• Locked/gated driveways for emergency vehicles</li> <li>• On an interim basis – isolated field entrances</li> </ul>
Tier 2A maximizes Interregional traffic movement	<ul style="list-style-type: none"> <li>• At-grade public road intersections, with some interchanges possible at higher volume routes</li> <li>• Locked/gated driveways for emergency vehicles</li> <li>• On an interim basis – isolated field entrances</li> </ul>
Tier 2B maximizes Interregional traffic movement	<ul style="list-style-type: none"> <li>• At-grade public road intersections</li> <li>• Lower volume residential, commercial, and field</li> </ul>
Tier 3 maximizes Regional/Intra-urban traffic movement	<ul style="list-style-type: none"> <li>• At-grade public road intersections</li> <li>• Higher volume residential, commercial, and field</li> </ul>
Tier 4 balances traffic movement and property access	<ul style="list-style-type: none"> <li>• All types, provided they meet safety standards</li> </ul>

The Jackson County Zoning Ordinance Section 17.52 also defines highway access requirements. In addition, each local municipality in Jackson County may maintain other access regulations for local roads.

### 5.3.2 Additional Modes of Transportation

#### Transit Service

Jackson County is one of seven counties (La Crosse, Buffalo, Trempealeau, Monroe, Jackson, Vernon, and Crawford Counties) in the La Crosse transportation service area. In order to obtain funding under the Federal *Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users* (SAFETEA-LU), these counties formed a collaborative workgroup: the Regional Transportation Coordinating Committee (RTCC). In 2008, the RTCC facilitated a public planning process to prepare a “Locally Developed Coordinated Public Transit-Human Services Transportation Plan.” The plan assesses available services, identifies service gaps, and details action steps and strategies to remedy the needs and gaps. While in general, transportation providers do an adequate job of meeting the needs of the region, the primary challenge facing the La Crosse transportation service area is how to provide transportation services to a rural region in a manner that is efficient and cost-effective. The RTCC states that the only way to remedy the service gaps and service needs is to approach it from a regional perspective. For more information on the strategies and actions, visit the Mississippi River RPC website.

Currently no formal, fixed-route transit services exist within the Town of Melrose, or elsewhere in Jackson County. There are private taxi, limo, and bus companies, and the Town is served by the Jackson County Mini-bus (see the Transportation Facilities for the Elderly or Disabled section below).

Greyhound Lines makes stops in Black River Falls (approximately 18 miles from Melrose), Tomah (approximately 38 miles from Melrose), and Eau Claire (approximately 70 miles from Melrose), should residents wish to make a longer journey by bus.

#### Transportation Facilities for the Elderly or Disabled

Jackson County Department of Health and Human Services provides transportation for elderly and disabled citizens of Jackson County through their “Mini-bus” service. Transportation services are available which allow County residents to get to medical appointments, banks, grocery shopping, visiting relatives in nursing homes or hospitals, etc.

### Pedestrian and Bicycle Transportation

Walkers and bikers currently use the Town's existing trails, roadways, and sidewalks, although sidewalks are not available in some portions of the Town. On quiet country roads – including town roads and many county trunk highways – little improvement is necessary to create excellent bicycling routes. Very-low-volume rural roads (those with ADT's below 700) seldom require special provisions like paved shoulders for bicyclists. A motorist needing to move left to pass a bicyclist is unlikely to face oncoming traffic and may simply shift over and bicyclists can ride far enough from the pavement edge to avoid hazards. State trunk highways, and some county trunk highways, tend to have more traffic and a higher percentage of trucks. As a result, the addition of paved shoulders may be appropriate in these areas. Paved shoulders should be seriously considered where low-volume town roads are being overtaken by new suburban development.

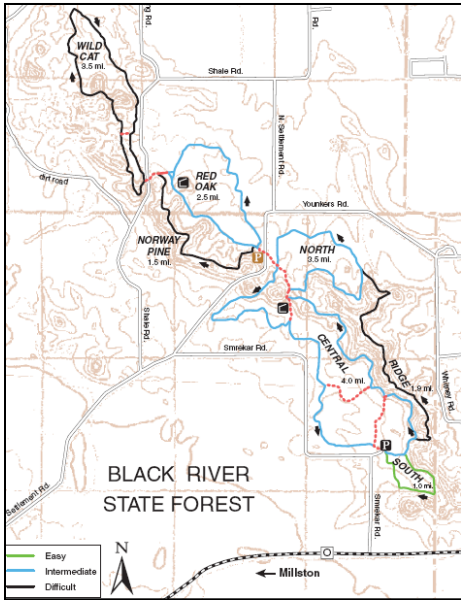
Figure 5.9: Bicycling Conditions



The WisDOT maintains a map of bicycling conditions for Jackson County. Figure 5.9 displays the portion of the map surrounding the Town. Green routes indicate roadways considered to be in the best condition for biking and the dashed green routes resemble a bikable trail.

The Wisconsin Bicycle Facility Design Handbook, available online, provides information to assist local jurisdictions in implementing bicycle-related improvements. It provides information that can help to determine if paved shoulders are necessary. In addition, the WisDOT has developed the Bicycle Transportation Plan 2020 and the Pedestrian Plan 2020. These plans are intended to help both communities and individuals in developing bicycle and pedestrian friendly facilities.

Figure 5.10: Black River State Forest Bicycle Trails

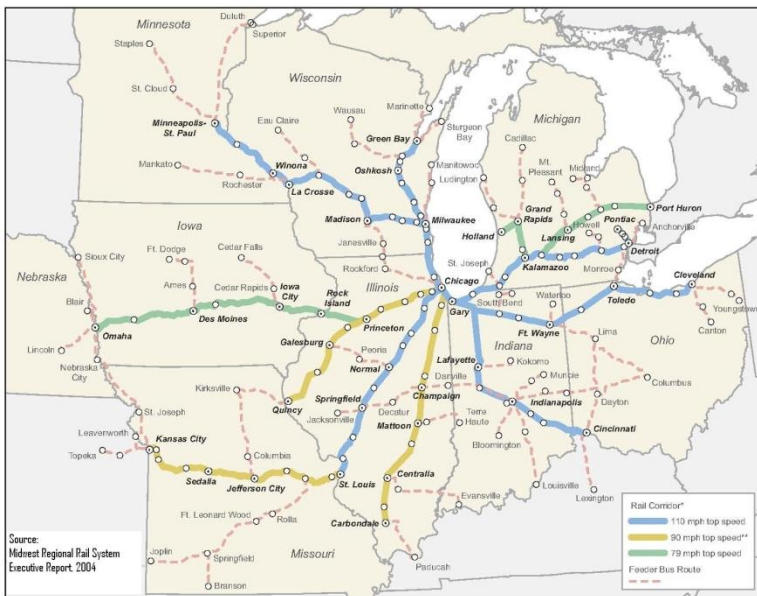


The Black River State Forest is home to 34 miles of designated mountain bike trails winding through scenic pine and oak forests. Trailheads are located at the Castle Rock and Pigeon Creek campgrounds, and at the Smrekar and Wildcat cross-country ski trail parking lots; a daily pass costs \$4. The Wazee Recreation Area provides a nine-mile trail that follows the county's abandoned iron mine sites and provides amazing views of eastern Jackson County. In addition to designated mountain bike trails, the Black River State Forest and Jackson County Forest have a combined total of several hundred miles of old logging roads that are open to mountain bike travel.

### Rail Road Service

Wisconsin's rail facilities are comprised of four major (Class 1) railroads, three regional railroads, and four local railroads. Freight railroads provide key transportation services to manufacturers and other industrial firms. Over the last ten years, the amount of Wisconsin track-miles owned by railroads has declined, due in large part to the consolidation of railroad operators and the subsequent elimination of duplicate routes. A recent commodity forecast predicts growth in state freight rail tonnage of 51% by the year 2020. The nearest freight rail lines run through the Village of Taylor on the Canadian National line, and through the Town of Millston on the Union Pacific line; but neither line passes through the Town of Melrose.

Figure 5.11: Proposed Midwest Regional Rail System



\*Indiana DOT is evaluating additional passenger rail service to South Bend and to Louisville.  
 \*\*In Missouri, current restrictions limit train speeds to 79 mph.

Amtrak operates two passenger trains in Wisconsin: the long-distance Empire Builder operating from Chicago to Seattle and Portland, with six Wisconsin stops (include Tomah); and the Hiawatha Service that carries about 470,000 people each year on seven daily round-trips in the Chicago-Milwaukee corridor. The WisDOT has been studying ways in which passenger rail could be expanded. WisDOT, along with Amtrak and eight other state DOTs, is currently evaluating the Midwest Regional Rail System (MWRRS), a proposed 3,000-mile Chicago based passenger rail network. The MWRRS would

provide frequent train trips between Chicago, Milwaukee, Madison, La Crosse, Eau Claire, St. Paul, Milwaukee, and Green Bay. Modern trains operating at peak speeds of up to 110-mph could produce travel times competitive with driving or flying. (Source: WisDOT Rail Issues and Opportunities Report)

### **Aviation Service**

As of January 2000, the State Airport System is comprised of 95 publicly owned, public use airports and five privately owned, public use airports. In its *State Airport System Plan 2020*, the WisDOT does not forecast any additional airports will be constructed by year 2020. The Federal Aviation Administration (FAA) classifies airports into four categories: 1) Air Carrier/Cargo, 2) Transport/Corporate, 3) General Utility, 4) Basic Utility.

There is a General Utility airport in Black River Falls. The WisDOT does not anticipate it will change in classification from General Utility by year 2020. The WisDOT *5-Year Airport Improvement Program* lists three projects for the airport: developing the hangar area; seal-coating the pavement; and constructing the hangar.

All property within three miles of the airport is subject to the Jackson County airport overlay zoning regulations. The purpose of the ordinance is to regulate the height of structures and trees, and the use of property within the designated vicinity of the Black River Falls Airport in order to protect the approaches, airspace, and physical areas of the airport and to ensure the compatibility of surrounding land uses and development to the greatest extent possible. The ordinance establishes a set of overlay zones that limit both the use of property and the height of structures. (Refer to the Jackson County Zoning Code Chapter 21)

### **Trucking**

There are several designated truck routes that run through the Town: STH 71, STH 54, and STH 108.

### **Water Transportation**

The Town of Melrose does not have its own access to water transportation but is approximately an hour from Mississippi River access, via LaCrosse.

## **5.3.3 Maintenance and Improvements**

The responsibility for maintaining and improving roads should ordinarily be assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility.

The WisDOT has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highways system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years (*Six Year Improvement Plan*) to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin.

The WisDOT *Six Year Improvement Plan* for Jackson County does not list any plans for the Town of Melrose; however, the Plan Commission has identified routine road maintenance as a primary goal of the Town.

Table 5.15: WisDOT Six Year Improvement Plan project listings for Jackson County

Hwy	Project Title	Miles	Year	Description
10	Osseo - Fairchild Rd.	0	2008	Replace the existing Coon Creek Bridge
12	Black River Falls, North Water St.	0.05	2010 - 2013	Reconstruct the intersection of CTH A and USH 12
12	Fairchild - Black River Falls Rd	21.55	2008	Preventative Maintenance on USH 12
12	Merrillan - Black River Falls Rd.	0.04	2010 - 2013	Replace USH 12 bridge over the Branch Halls creek with a twin cell box culvert
27	Black River Falls, Roosevelt Rd.	0.67	2010 - 2013	Replace deteriorating pavement with asphalt
27	Sparta - Black River Falls Rd.	8.43	2010 - 2013	Repair deteriorating pavement with asphalt
54	Galesville - Melrose Rd.	0.07	2010 - 2013	Remove box culvert at STH 54, replace with a concrete pipe and manhole system in North Bend
94	Black River Falls - Tomah	7.58	2009	Pulverize and relay the existing base and surface and repave
94	Black River Falls - Tomah Rd.	9.05	2008	Concrete repair
94	Osseo - Black River Falls Rd.	0	2008	Widen bridge and replace bridge deck
94	Osseo - Black River Falls Rd.	0	2009	Remove the existing paint from the STH 121 bridge over I-94, and repaint.
94	Osseo - Black River Falls Rd.	0.66	2009	Resurface east bound lanes on I-94 from the west county line to STH 95.
95	Hixton, South State St.	0	2010 - 2013	Bridge rehabilitation and minor approach construction.

Source: WIDOT Six Year Highway Improvement Plan, Jackson County

### Pavement Surface Evaluation and Rating

Every two years, municipalities and counties are required to provide WisDOT with a pavement rating for the physical condition of each roadway under their jurisdiction. The rating system is intended to assist the Town in planning for roadway improvements and to better allocate its financial resources for these improvements. During the inventory, roadways in the Town are evaluated and rated in terms of their surface condition, drainage, and road crown. Paved roads are rated from 1 to 10 (10 being the best), and gravel roads are rated from 1 to 5 (5 being the best).

### 5.3.4 State and Regional Transportation Plans

A number of resources were consulted while completing this comprehensive plan. Most of these resources were WisDOT plans resulting from *Translinks 21*, Wisconsin’s multi-modal plan for the 21<sup>st</sup> Century.

In follow-up to *Translinks 21*, The WisDOT has recently released its new plan: *Connections 2030*. While still in

a draft form, the plan lays out 7 themes, and 37 related policies, that will guide the State of Wisconsin as it meets the challenge to provide a high quality transportation network. The seven themes are organized not by mode of transportation, but instead as overarching goals:

- Preserve and maintain Wisconsin’s transportation system
- Promote transportation safety
- Foster Wisconsin’s economic growth
- Provide mobility and transportation choice
- Promote transportation efficiencies
- Preserve Wisconsin’s quality of life
- Promote transportation security

Throughout the creation of *Connections 2030*, WisDOT has emphasized the need to improve the link between statewide policies, such as the 37 recommended policies laid out in the plan, and implementation activities occurring at the regional or corridor level. In order to achieve this goal, in *Connections 2030* WisDOT has adopted a corridor management approach: WisDOT identified the main corridors throughout the state, and then developed a plan for the corridor that includes contextual factors such as surrounding land uses, access, etc. Each corridor plan integrates all appropriate modes of transportation.

Figure 5.13: The Badger State Corridor



The Badger State Corridor is a 180 mile corridor linking the Twin Cities, MN with southern WI. The primary highway through the Badger State Corridor is I-94 and US 12. This corridor runs roughly through the center of Jackson County. There are several mid or long-term actions suggested for Jackson County, including mid-term goals to replace the bridges at WI 54 in Black River Falls and to support a new intercity/feeder bus line that runs from Eau Claire to the Tomah passenger rail station. This bus line would include a stop in Black River Falls. The plan also presents long-term goals to reconstruct the existing interchange at I-94 and CTH O, and to replace the Union Pacific Railroad bridge near the Monroe/Jackson Co. line.

Figure 5.12: Transportation Plans and Resources

- WisDOT Rail Issues and Opportunities Report, 2004
- WisDOT 5-Year Airport Improvement Program, 2007-2011
- WisDOT Translinks 21
- WisDOT State Highway Plan 2020
- WisDOT 6-Year Highway Improvement Plan
- WisDOT State Transit Plan 2020
- WisDOT Access Management Plan 2020
- WisDOT State Airport System Plan 2020
- WisDOT State Rail Plan 2020
- WisDOT Bicycle Transportation Plan 2020
- WisDOT Pedestrian Plan 2020
- Connections 2030

## 5.4 AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This element provides a baseline assessment of the Town of Melrose agricultural, natural, and cultural resources and contains the information required under 5566.1001. Information includes: productive agricultural areas, a natural resource inventory, and a cultural resource inventory. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of agricultural, natural, and cultural resources in the Town of Melrose.

### 5.4.1 Agricultural Resource Inventory

The following section details some of the important agricultural resources in the Town and Jackson County. The information comes from a variety of resources including the U.S. Census, U.S. Census of Agriculture, and the Jackson County Land & Water Conservation Department. Several other relevant plans exist and should be consulted for additional information:

- Jackson County Land and Water Resource Management Plan, 2007-2011
- Jackson County Farmland Preservation Plan, 1986
- Jackson County Animal Waste and Manure Management Ordinance – Chapter 22
- Jackson County Livestock and Animal Facility Licensing Ordinance - Chapter 23
- Soil Survey of Jackson County, 2001
- Jackson County Erosion Control Plan, 1987

### Geography and Topography

Jackson County is in two physiographic regions—the Western Upland and the Central Plain. The Western Upland—land to the west of the Black River—makes up approximately 40% of the County. This region is composed of Paleozoic marine sandstones. Much of the sandstone has been worn down; however, a few high ridges near the Trempealeau County line remain at elevations more than 1,300 feet above sea level. The Central Plain—land from the eastern county boundary to a few miles west of the Black River—makes up approximately 60% of the County. This region is an eroded landscape of Upper Cambrian sandstone. It is mostly level and swampy with a few mounds that extend several hundred feet above the plain.

The highest point in Jackson County is 1,400 feet, at Saddle Mound. The lowest point is 610 feet, at the point where the Black River leaves the county. The land to the east of the Black River is predominantly forest and wetlands, and the land to the west is mainly private land—approximately 40% of which is farmland. (Source: Jackson County Land and Water Resource Management Plan, 2007-2011)

### Climate

Jackson County has long, frigid winters (temperatures range from -49 to +60 degrees Fahrenheit) and short, warm summers (temperatures range from +30 to +105 degrees Fahrenheit). The County has an average growing season of four and a half months. Rainfall is generally adequate and well distributed for crop production.

### Soils

The Jackson County General Soils Map (Figure 5.14) identifies ten different soil associations. These associations include both loamy and sandy soils. A soils association is comprised of one or more major soils and at least one minor soil. Each association contains a distinctive pattern of the soils in



defined proportions. The soil associations provide a general idea of the soils in the area, but are not detailed enough for site-specific needs.

The Jackson County Prime Soils Map (not shown) pinpoints areas of prime farmland. The “prime farmland” designation typically indicates Class I or II soils. These class designations refer to the quality of soils for growing crops and are based on Natural Resource Conservation Service (NRCS) classifications. Class I soils are the best soils in Jackson County for growing all crops. Class II soils are also very good agricultural soils; however, they may be prone to wetness and are therefore less desirable than Class I soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farmland” designation simply indicates that these soils are good for productive farming.

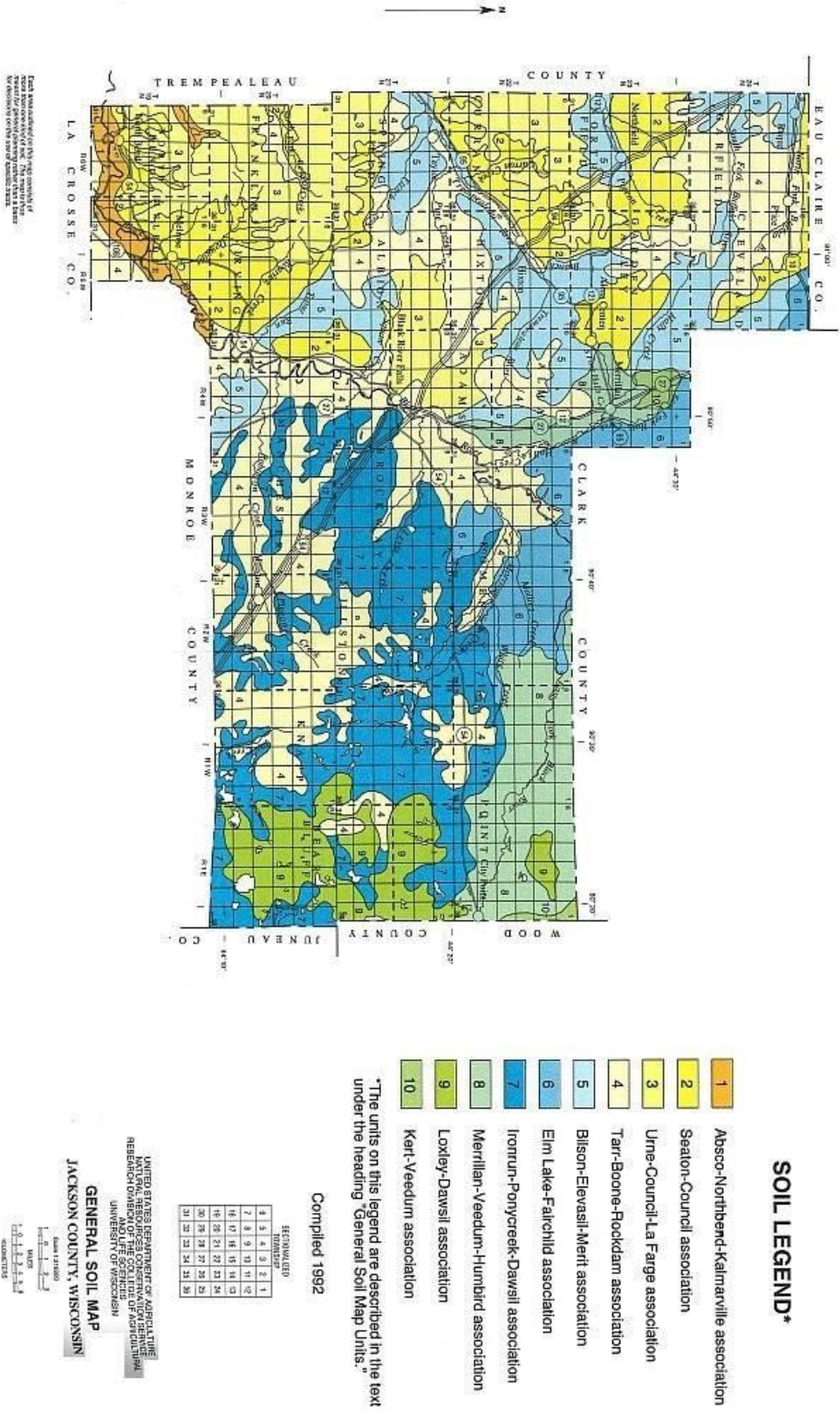
Table 5.16: Jackson County Soil Classes

<b>Jackson County Soil Classes</b>		
<b>Class</b>	<b>Acres</b>	<b>Percent</b>
I	2,000	0.3%
II	21,200	3%
III	122,000	20%
IV	211,200	34%
V	83,400	14%
VI	40,300	7%
VII	133,400	22%
<b>TOTAL</b>	<b>613,500</b>	<b>100.3%*</b>

Source: Jackson County Farmland Preservation Plan

\*error due to rounding

Figure 5.14: General Soils of Jackson County (Source: USDA NRCS, 1992)



## Farming Trends

Most farming data is not collected at the township or municipal level. However, assumptions can be made based on data collected at the County level. Table 5.17 and Figure 5.15 provide information on the number and size of farms in Jackson County from 1987 to 2002. Both the total number of farms and the amount of land in farms has increased in Jackson County from 1987 to 2002, though the acreage per farm has decreased. The Agricultural Census defines a farm as any place from which \$1,000 or more of agricultural products were produced, and sold, during a year. Today many “farms” or “farmettes” qualify under this definition but few are actually the traditional farms that people think of, 80 plus acres with cattle or dairy cows. These farmettes are typically less than 40 acres, serve niche markets, and produce modest agricultural goods or revenue. Figure 5.15 illustrates how the number of smaller farms - especially those with 10-49 acres - has risen since 1987. The Jackson County Land and Water Management Plan attributes this to the increase in Amish and other smaller scale producers.

**Table 5.17: Farms and Land in Farms 1987-2002**

Farms and Land in Farms	Jackson County 1987	Jackson County 1992	Jackson County 1997	Jackson County 2002	Percent Change 1987-2002
Number of Farms	793	720	774	914	15.3%
Land in Farms (acres)	228,959	218,145	243,923	258,152	12.8%
Average Size of Farms (acres)	289	303	315	282	-2.4%
<b>Market Value of Land and Buildings</b>					
Average per Farm	\$209,659	\$244,068	\$335,588	\$435,336	107.6%
Average per Acre	\$736	\$840	\$1,068	\$1,603	117.8%

Source: US Census of Agriculture, Jackson County

The number of farms with 180 to 999 acres has decreased, while the number of very large farms (>1000 acres) has risen slightly. This is likely due to farm consolidation, which occurs when older traditional farms continually expand in order to stay afloat in the agricultural economy. There are four livestock operations with Wisconsin Pollution Discharge Elimination System (WPDES); and there a few more farming operations that are at, or above, 900 Animal Units.<sup>11</sup> Overall, the County reports decreases in the total head of dairy cows, cattle, and hogs from 1980 to 2006.

The Plan Commission mentioned that it feels these numbers do not truly represent the number of farms in Jackson County: the data is old, and the Commission feels the number ought to be less.

Regardless of size, all farms are important to the local agricultural economy.

<sup>11</sup> Jackson County Land and Water Management Plan, 2008-2012

Figure 5.15: Farm Size 1987-2002, Jackson County

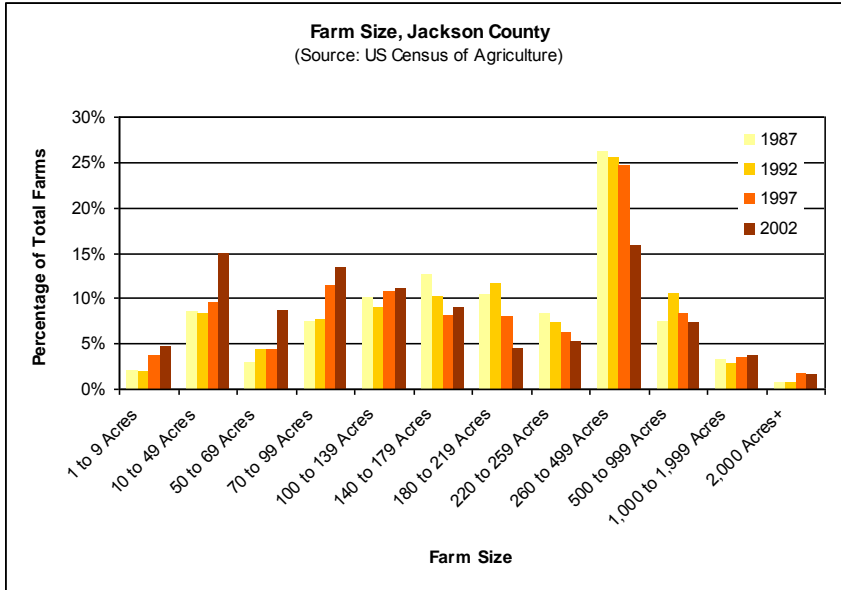


Table 5.18 displays the number of farms by NAICS (North American Industrial Classification System) for Jackson County and Wisconsin, as reported for the 2002 Census of Agriculture. The largest percentage of farms in Jackson County is in the “Sugarcane, hay, and all other” category. Jackson County has significantly fewer beef cattle ranching operations; and more fruit and tree nut farms than the State as a whole. Jackson County has more than 3,000 acres of planted cranberry beds, which no doubt contributes to the high number of farms in this NAICS category.

Table 5.18: Number of Farms by NAICS

Types of Farms by NAICS	Jackson County		Wisconsin	
	Number of Farms 2002	Percentage of Farms 2002	Number of Farms 2002	Percentage of Farms 2002
Oilseed and grain (1111)	113	12.6%	12,542	16.3%
Vegetable and melon (1112)	6	0.7%	1,317	1.7%
Fruit and tree nut (1113)	43	4.8%	1,027	1.3%
Greenhouse, nursery, and floriculture (1114)	43	4.8%	2,284	3.0%
Tobacco (11191)	0	0.0%	188	0.2%
Cotton (11192)	0	0.0%	0	0.0%
Sugarcane, hay, and all other (11193, 11194, 11199)	311	34.8%	20,943	27.2%
Beef cattle ranching (112111)	59	6.6%	9,852	12.8%
Cattle feedlots (112112)	23	2.6%	3,749	4.9%
Dairy cattle and milk production (11212)	189	21.1%	16,096	20.9%
Hog and pig (1122)	10	1.1%	759	1.0%
Poultry and egg production (1123)	13	1.5%	910	1.2%
Sheep and goat (1124)	16	1.8%	1,117	1.4%
Animal aquaculture and other animal (1125, 1129)	68	7.6%	6,347	8.2%
<b>Total</b>	<b>894</b>	<b>100.0%</b>	<b>77,131</b>	<b>100.0%</b>

Source: US Census of Agriculture

### 5.4.2 Natural Resource Inventory

The following section details some of the important natural resources in the Town and Jackson County. The information comes from a variety of resources including the Wisconsin Department of Natural Resources (WDNR) and the Jackson County Land & Water Conservation Department. Information on local and regional parks is explored in the Utilities and Community Facilities Element. Several other relevant plans exist and should be consulted for additional information:

- Jackson County Land and Water Resource Management Plan, 2008-2012
- Jackson County Soil Erosion Control Plan, 1987
- Soil Survey of Jackson County, 2001
- Lower Chippewa River Basin – Water Quality Management Plan, 2001
- Black/Buffalo/Trempealeau River Basin – Water Quality Management Plan, 2002
- Lower Wisconsin – Water Quality Management Plan, 2002
- Nonpoint Source Control Plan for the Beaver Creek Priority Watershed Project, 1987
- Nonpoint Source Control Plan for the Upper Trempealeau River Priority Watershed Project, 1994
- Jackson County Forest Comprehensive Land Use Plan, 1997
- Jackson County Outdoor Recreation Plan, 2007
- The Black River State Forest Master Plan, 2008

The *Jackson County Land and Water Resource Management Plan* identifies four primary areas of natural resource concern: preservation of agricultural land; nutrient and pesticide management; land use in rural areas; and stream corridor management. More specifically, public participation results during the preparation of the *Jackson County Land and Water Resource Management Plan* indicate that manure management/manure run-off and soil erosion were the two most pressing natural resource issues in the County.

Jackson County is located within the West Central Region of the WDNR. The Regional Office is located in Eau Claire, and the nearest Service Center in Black River Falls.

In an effort to put potential future conservation needs into context, the Natural Resources Board directed the WDNR to identify places critical to meet Wisconsin's conservation and outdoor recreation needs over the next 50 years. In 2002, after a three-year period of public input, the WDNR completed the Legacy Report. The final report identifies 229 Legacy Places and 8 Statewide Needs and Resources.

Figure 5.16: WDNR Regions

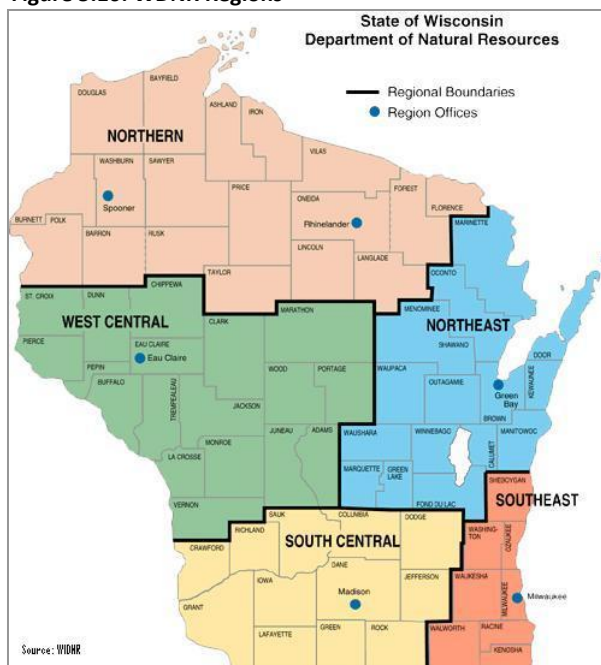
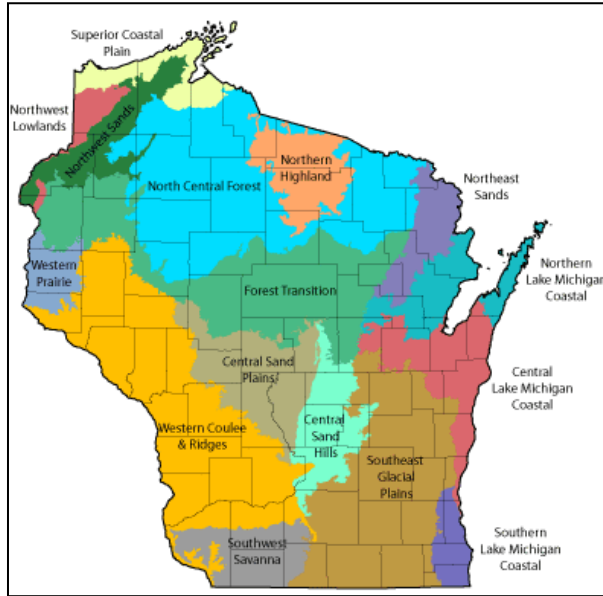


Figure 5.17: WDNR Ecological Landscapes



The 229 Legacy Places range in size and their relative conservation and recreation strengths. They also vary in the amount of formal protection that has been initiated and how much potentially remains. The Legacy Places are organized in the report by 16 ecological landscapes, shown in Figure 5.17 (ecological landscapes are based on soil, topography, vegetation, and other attributes). The eastern portion of Jackson County is in the Central Sand Plains, and the western portion is in the Western Coulee and Ridges Ecological Landscape.

Figure 5.18: Legacy Places, Jackson County



The five Legacy Places identified in (or partly within) Jackson County are:

- Bear Bluff (BF)
- Black River (BR)
- Buffalo River (BU)
- Central Wisconsin Forests (CF)
- Robinson Creek Barrens (RN)

Refer to the report for specific information on each Legacy Place. (Source: WDNR Legacy Report)

**Groundwater**

Groundwater is the only source of drinking water in the Plan Area. It is a critical resource, not only because it is used by residents as their source of water, but also because rivers, streams, and other surface water depends on it for recharge. Groundwater contamination is most likely to occur where fractured bedrock is near ground surface, or where only a thin layer of soil separates the ground surface from the water table. According to the WDNR Susceptibility to Groundwater Contamination Map (not pictured), a large portion of the Town ranks medium-susceptible to highly-susceptible to groundwater contamination. Susceptibility to groundwater contamination is determined based on five physical resource characteristics: Bedrock Depth, Bedrock Type, Soil Characteristics, Superficial Deposits, and Water Table Depth.

Groundwater can be contaminated through both point and non-point source pollution (NPS). The Environmental Protection Agency defines NPS as:

“Pollution which occurs when rainfall, snowmelt, or irrigation runs over land or through the ground, picks up pollutants, and deposits them into rivers, lakes, and coastal waters or introduces them into ground water.” And point source pollution as: “Sources of pollution

that can be traced back to a single point, such as a municipal or industrial wastewater treatment plant discharge pipe.”

According to the EPA, NPS pollution remains the Nation’s largest source of water quality problems and is the main reason why 40% of waterways are not clean enough to meet basic uses such as fishing or swimming. The most common NPS pollutants are sediment (erosion, construction) and nutrients (farming, lawn care). Areas that are most susceptible to contaminating groundwater by NPS pollution include:

- An area within 250ft of a private well or 1000ft of a municipal well
- An area within the Shoreland Zone (300ft from streams, 1000ft from rivers and lakes)
- An area within a delineated wetland or floodplain
- An area where the soil depth to groundwater or bedrock is less than 2 feet

### Stream Corridors

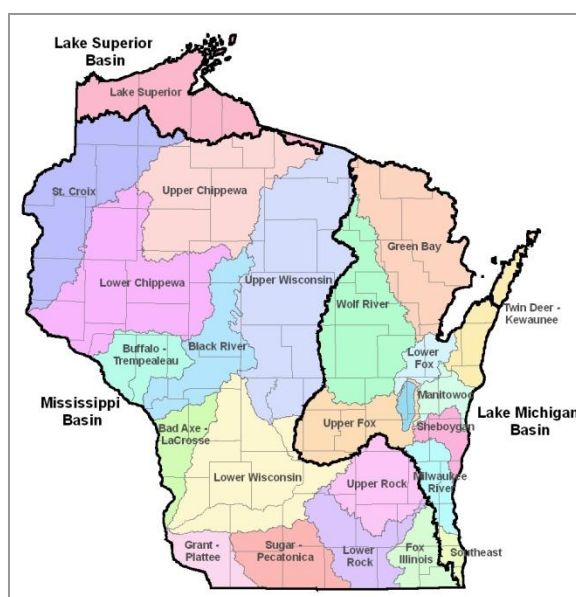


Figure 5.19: WDNR River Basins and Water Management Units

Wisconsin is divided into three major River Basins each identified by the primary waterbody into which the basin drains (Figure 5.19). The entire western portion of the State is located within the Mississippi Basin. The three basins are further subdivided into 24 Water Management Units (Figure 5.19).

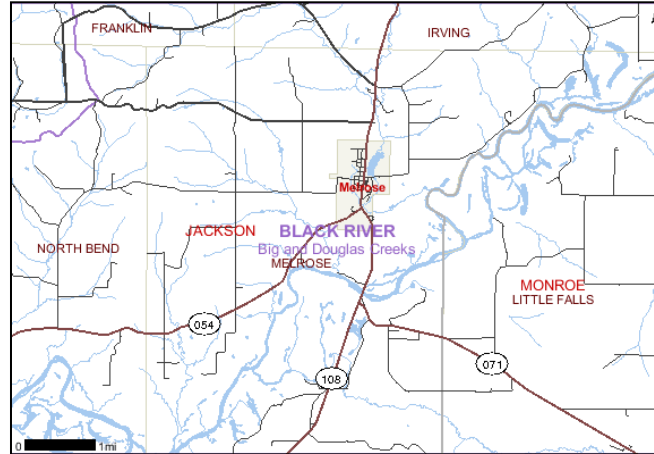
The majority of Jackson County is located within the Black River WMU; however, a portion in the northwest corner of the County is in the Buffalo-Trempealeau River WMU; a very small portion in the southeastern corner of the County is in the Lower Wisconsin WMU.

In 2002, the WDNR released the *Black Buffalo-Trempealeau State of the Basin Plan*. The goal of the report is to inform basin residents and decision-makers about the status of their resource base so that they can make informed, thoughtful decisions that will protect and improve the future state of the Black Buffalo-Trempealeau River basin.

The report indicates that the top five priority issues for the Basin are:

- Preserving the Basin’s unique resources;
- Protecting the public’s health and promoting safety;
- Improving recreational opportunities within the basin;
- Managing watersheds to reduce water quality impacts; and
- Discovering integrated management and partnership opportunities.

Figure 5.20: WDNR River Basins and Watersheds



Each WMU is further subdivided into one or more of Wisconsin's 334 Watersheds. A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. There are fourteen watersheds in Jackson County. The entire Town is within the Big and Douglas Creek Watershed.

### Surface Water

Surface water resources, consisting of lakes, rivers and streams together with associated floodplains, form an integral element of the natural resource base of the Town. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of the area. Lakes, rivers and streams constitute focal points of water related recreational activities; provide an attractive setting for properly planned residential development; and, when viewed in context of the total landscape, greatly enhance the aesthetic quality of the environment. Rivers and streams are susceptible to degradation through improper rural and urban land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads that result from malfunctioning and improperly located onsite sewage disposal systems; urban runoff; runoff from construction sites; and careless agricultural practices. The water quality of streams and ground water may also be adversely affected by the excessive development of river areas combined with the filling of peripheral wetlands (which if left in a natural state serve to entrap and remove plant nutrients occurring in runoff, thus reducing the rate of nutrient enrichment of surface waters that results in weed and algae growth).

Jackson County has approximately 5,800 acres of surface water. There are 144 lakes and flowages; and 667 miles of streams. Of these streams, 79 streams (279 miles) are classified as trout streams.

Perennial streams are defined as watercourses that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. There are several perennial waters that run through the Town of Melrose, include the Black River and the Sand Creek. There are also many small lakes in the Town.

### Outstanding and Exceptional Waters

Wisconsin has classified many of the State's highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). Waters designated as ORW or ERW are surface waters that provide outstanding recreational opportunities, support valuable fisheries, have unique hydrologic or geologic features, have unique environmental settings, and are not significantly impacted by human activities. The primary difference between the two is that ORW's typically do not have any direct point sources (e.g., industrial or municipal sewage treatment plant, etc.) discharging pollutants directly to the water. An ORW or ERW designation does not include water quality criteria like a use designation. Instead, it is a label that identifies waters the State has identified that warrant additional protection from the effects of pollution. These designations are intended to meet federal Clean Water Act obligations requiring Wisconsin to adopt an "antidegradation" policy that is designed to prevent any lowering of water quality.



Jackson County has more than 50 ERW's and no ORW's. Portions of the Sand Creek that run through the Town of Melrose are classified as an ERW. (Source: WDNR, Jackson County Land & Water Management Plan)

### Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." This list identifies waters that are not meeting water quality standards, including both water quality criteria for specific substances or the designated uses, and is used as the basis for development of Total Maximum Daily Loads (TMDLs). States are required to submit a list of impaired waters to EPA for approval every two years. These waters are listed within Wisconsin's 303(d) Waterbody Program and are managed by the WDNR's Bureau of Watershed Management. There are thirteen bodies of water within Jackson County on the 303(d) list:

#### Impacts from Nutrients, Turbidity, Habitat Destruction and Sediments

- Dickey Creek
- French Creek
- Mill Creek
- Pigeon Creek
- Roaring Creek
- Trow Lake
- Trump Coulee Creek
- White Creek
- Woodward Creek

#### Impacts from Mercury

- Portions of the Black River
- Potter's Flowage
- Robert's Flowage
- Upper Harkner Flowage

There are no impaired water sources within the Town. (Source: WDNR)

## Floodplains

Floods are the nation's and Wisconsin's most common natural disaster and therefore require sound land use plans to minimize their effects. Benefits of floodplain management are the reduction and filtration of sediments into area surface waters, storage of floodwaters during regional storms, habitat for fish and wildlife, and reductions in direct and indirect costs due to floods.

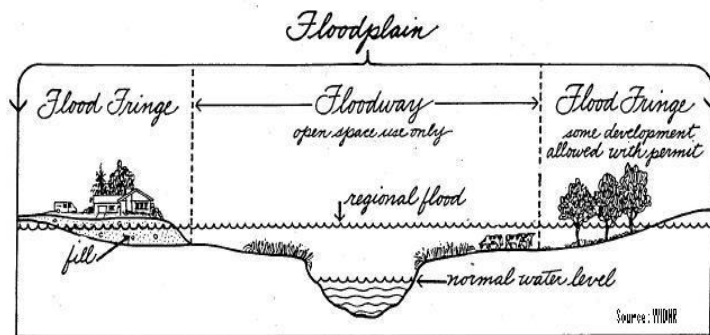
### Direct Costs:

- Rescue and Relief Efforts
- Clean-up Operations
- Rebuilding Public Utilities and Facilities
- Rebuilding Uninsured Homes and Businesses
- Temporary Housing Costs for Flood Victims

### Indirect Costs

- Business Interruptions (lost wages, sales, production)
- Construction and Operation of Flood Control Structures
- Cost of Loans for Reconstructing Damaged Facilities
- Declining Tax Base in Flood Blight Areas
- Subsidies for Flood Insurance

Figure 5.21: Diagram of a Floodplain



The Development Limitations Map displays the floodplain areas in the Plan Area. These floodplains encompass an area of 9,005 acres (51%) of the 17,697 acres that comprise the Town of Melrose. The Federal Emergency Management Agency (FEMA) designates floodplain areas. A flood is defined as a general and temporary condition of partial or

complete inundation of normally dry land areas. The area inundated during a flood event is called the floodplain. The floodplain includes the floodway, the floodfringe, and other flood-affected areas. The floodway is the channel of a river and the adjoining land needed to carry the 100-year flood discharge. Because the floodway is characterized by rapidly moving and treacherous water, development is severely restricted in a floodway. The floodfringe, which is landward of the floodway, stores excess floodwater until it can be infiltrated or discharged back into the channel. During a regional flood event, also known as the 100-year, one-percent, or base flood, the entire floodplain or Special Flood Hazard Area (SFHA) is inundated to a height called the regional flood elevation (RFE). (Source: WDNR Floodplain & Shoreland Zoning Guidebook)

Floodplain areas generally contain important elements of the natural resource base such as woodlands, wetlands, and wildlife habitat; therefore, they constitute prime locations necessary for park, recreation, and open space areas. Every effort should be made to discourage incompatible urban development of floodplains and to encourage compatible park, recreation, and open space uses.

Floodplain zoning applies to counties, cities and villages. Section 87.30, Wis. Stats., requires that each county, city and village shall zone, by ordinance, all lands subject to flooding. Chapter NR 116, Wis. Admin. Code requires all communities to adopt reasonable and effective floodplain zoning

ordinances within their respective jurisdictions to regulate all floodplains where serious flood damage may occur within one year after hydraulic and engineering data adequate to formulate the ordinance becomes available. Refer to the Jackson County Floodplain Ordinance. (*Source: WDNR Floodplain & Shoreland Zoning Guidebook*)

### **Wetlands**

Wetlands are areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment. Wetlands generally occur in low-lying areas and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Under certain conditions wetlands may also occur in upland areas. Wetlands accomplish important natural functions, including:

- Stabilization of lake levels and stream flows,
- Entrapment and storage of plant nutrients in runoff (thus reducing the rate of nutrient enrichment of surface waters and associated weed and algae growth),
- Contribution to the atmospheric oxygen and water supplies,
- Reduction in stormwater runoff (by providing areas for floodwater impoundment and storage),
- Protection of shorelines from erosion,
- Entrapment of soil particles suspended in stormwater runoff (reducing stream sedimentation),
- Provision of groundwater recharge and discharge areas,
- Provision of habitat for a wide variety of plants and animals, and
- Provision of educational and recreational activities.

The Wisconsin Wetland Inventory (WWI) was completed in 1985. Pre-European settlement wetland figures estimate the state had about 10 million acres of wetlands. Based on aerial photography from 1978-79, the WWI shows approximately 5.3 million acres of wetlands remaining in the state representing a loss of about 50% of original wetland acreage. This figure does not include wetlands less than 2 or 5 acres in size (minimum mapping unit varies by county); and because the original WWI utilized aerial photographs taken in the summer, some wetlands were missed. In addition, wetlands that were farmed as of the date of photography used and then later abandoned due to wet conditions were not captured as part of the WWI.

The 1978-79 WDNR wetlands inventory map for Jackson County shows 113,070 acres of wetlands (17.9% of the land area). Jackson County accounts for 2.1% of the wetlands in the State. The Development Limitations Map displays the wetland areas in the Plan Area. These wetlands encompass an area of 2,282 acres (12.9%) of the 17,697-acre Plan Area. (There may be acres classified as both floodplain and wetland.)

Wetlands are not conducive to residential, commercial, or industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. If ignored in land use planning and development, those limitations may result in flooding, wet basements, unstable foundations, failing pavement, and excessive infiltration of clear water into sanitary sewers. In addition, there are significant onsite preparation and maintenance costs associated with the development of wetland soils, particularly as related to roads, foundations, and public utilities.

Recognizing the important natural functions of wetlands, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization. The Wisconsin DNR and the US Army Corp of Engineers require mitigation when natural wetland sites are destroyed.

### Threatened or Endangered Species

While the conservation of plants, animals and their habitat should be considered for all species, this is particularly important for rare or declining species. The presence of one or more rare species and natural communities in an area can be an indication of an area's ecological importance and should prompt attention to conservation and restoration needs. Protection of such species is a valuable and vital component of sustaining biodiversity.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another. The WDNR's Endangered Resources Bureau monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. The NHI maintains data on the locations and status of rare species in Wisconsin and these data are exempt from the open records law due to their sensitive nature. According to the Wisconsin Endangered Species Law it is illegal to:

1. Take, transport, possess, process or sell any wild animal that is included on the Wisconsin Endangered and Threatened Species List;
2. Process or sell any wild plant that is a listed species;
3. Cut, root up, sever, injure, destroy, remove, transport or carry away a listed plant on public lands or lands a person does not own, lease, or have the permission of the landowner.

There are exemptions to the plant protection on public lands for forestry, agriculture and utility activities. In some cases, a person can conduct the above activities if permitted under a Department permit (i.e. "Scientific Take" Permit or an "Incidental Take" Permit).

More than 150 different elements—animals, plants, or natural communities—are listed in the NHI for Jackson County. For a full list of elements known to occur in Jackson County see Appendix B. For a full list of elements known to occur in Wisconsin, visit the WDNR's Endangered Resources Bureau.

- Endangered Species - one whose continued existence is in jeopardy and may become extinct.
- Threatened Species - one that is likely, within the foreseeable future, to become endangered.
- Special Concern Species - one about which some problem of abundance or distribution is suspected but not proven.

The Federal Endangered Species Act (1973) also protects animals and plants that are considered endangered or threatened at a national level. The law prohibits the direct killing, taking, or other activities that may be detrimental to the species, including habitat modification or degradation, for all federally listed animals and designated critical habitat. Federally listed plants are also protected but only on federal lands.

### **Forests and Woodlands**

Under good management forests, or woodlands, can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life. Unfortunately, woodlands, which require a century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values; for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection.

The Existing Land Use Map displays those lands that are wooded in the Plan Area. Approximately 8,051 acres (45.3%) of the Town of Melrose are forested (Existing Land Use Map). This does not include land that is cultivated as forest agriculture. Much of Jackson County lies within an area known historically as the Great Swamp. This vast area, covering more than a million and a quarter acres of Central Wisconsin, consisted of low marsh and swamp lands with sandy uplands and dense stands of white and red pine. According to the Jackson County Land and Water Resource Management Plan, approximately 70% of Jackson County remains either marshland or forest land. There are 640,000 acres of land in Jackson County that is county or state-owned and managed property. This includes the 120,000 acres of Jackson County forest and recreational areas, and the 68,000 acre Black River State Forest.

### **The Wildland-Urban Interface**

The wildland urban interface is the place where forests and grasslands and human development meet. As development continues to expand into what were typically rural forested and grassland areas of the state, there is an increasing wildfire risk, particularly in those parts of the state which have high fire potential, such as much of Jackson County. The increased human presence in the wildland-urban interface presents a major challenge in protecting life, property and the forest resource from destructive wildland fires.

Reasons to Plan for Fire Prevention in the Wildland Urban Interface:

- Unplanned siting of development within high fire risk areas can be detrimental to residents, communities, and natural resources.
- The environmental, social, and property losses associated with fire in the wildland-urban interface are not easily replaced.
- Planning ahead for emergency response procedures can save lives.

In Jackson County, the following places are on Wisconsin's statewide list of Communities at Risk (CAR) to wildfire based on fire occurrence, hazards (vegetation), values at risk (people and property), and protection capability (or a lack thereof). In addition, communities can also be listed as being "of concern" when a portion of the area has acute fire danger, but the community as a whole is not at risk to wildfire.

Table 5.19: Communities at Risk in Jackson County

Name (city/village/town)	Risk level	WDNR Fire Response Unit
Town of Adams (T)	Very High	Pray
Town of Albion (T)	High	Black River Falls
Town of Alma (T)	High	Pray
Town of Bear Bluff (T)	Concern	Out of protection
Town of Brockway (T)	Very High	Black River Falls
Town of City Point (T)	Concern	Pray
Town of Cleveland (T)	High	Augusta
Town of Garden Valley (T)	Concern	Out of protection
Town of Garfield (T)	High	Augusta
Town of Hixton (T)	Concern	Out of protection
Village of Hixton (V)	Concern	Out of protection
Town of Irving (T)	Concern	Out of protection
Town of Knapp (T)	High	Black River Falls –north Out of protection - south
Town of Komensky (T)	Very High	Pray
Town of Manchester (T)	Very High	Black River Falls
Town of Melrose (T)	Concern	Out of protection
Village of Merrillean (V)	Very High	Black River Falls
Town of Millston (T)	High	Black River Falls

Communities that are classified as being a Community at Risk should be aware of a planning document titled a Community Wildfire Protection Plan (CWPP). CWPPs are created by a core team that includes the town government, local fire department, and Wisconsin DNR. The plan addresses items such as wildfire response, hazard mitigation, community preparedness, and structure protection. The creation of a plan helps a community organize projects for mitigating hazards, including timeframes for projects and who will be responsible for managing each project. The CWPP helps communities identify the risks in their local community and devise solutions to reduce the risk of the loss of life, property and resources.

### Environmentally Sensitive Areas and Wildlife Habitat

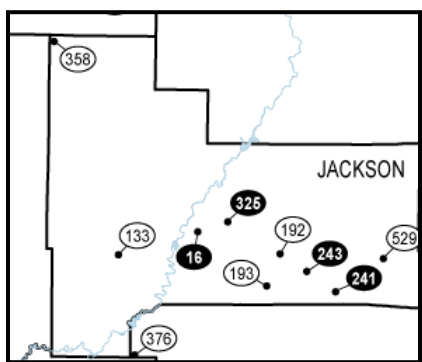
Taken together, surface waters, wetlands, floodplains, woodlands, steep slopes, and parks represent environmentally sensitive areas that deserve special consideration in local planning. Individually all of these resources are important areas, or “rooms,” of natural resource activity. They become even more functional when they can be linked together by environmental corridors, or “hallways.” Wildlife, plants, and water all depend on the ability to move freely within the environment from room to room. Future planning should maintain and promote contiguous environmental corridors in order to maintain the quantity and quality of the natural ecosystem.



The WDNR maintains other significant environmental areas through its State Natural Areas (SNA) program. State Natural Areas protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archaeological sites. Wisconsin's 590 State Natural Areas are valuable for research and educational use, the preservation of genetic and biological diversity, and for providing benchmarks for determining the impact of use on managed lands. They also provide some of the last refuges for rare plants and animals. In fact, more than 90% of the plants and 75% of the animals on

Wisconsin's list of endangered and threatened species are protected on SNAs. Site protection is accomplished by several means, including land acquisition from willing sellers, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the natural area system by formal agreements between the DNR and the landowner. The SNA Program owes much of its success to agreements with partners like The Nature Conservancy, USDA Forest Service, local Wisconsin land trusts, and county governments. (Source: WDNR)

Figure 5.22: State Natural Areas in Jackson County



There are no SNAs in the Town of Melrose; though there is one immediately on the border of Monroe County. There are twelve other SNAs located in Jackson County. Most SNA's are open to the public; however these sites usually have limited parking and signage. Visit the WDNR Bureau of Endangered Resources for more information each location.

- Buffalo River Trail Prairies (No. 358)
- Castle Mound Pine Forest (No. 16)
- Gullickson's Glen (No. 133)
- Washburn Marsh (No. 192)
- Robinson Creek Pines (No. 193)
- Jay Creek Pine Forest (No. 241)
- Ketchum Creek Pines (No. 243)
- Bauer-Brockway Barrens (No. 325)
- Bear Bluff (No. 529)
  
- North Bend Wet Prairie (No. 565—not pictured)
- Half Moon Bottoms (No. 566—not pictured)
- Black River Savanna (No. 567—not pictured)

### Metallic and Non-Metallic Mineral Resources

Mineral resources are divided into two categories, metallic and non-metallic resources. Metallic resources include lead and zinc. Nonmetallic resources include sand, gravel, and limestone. In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. (Refer to Jackson County Department of Zoning) The purpose of the ordinance is to achieve acceptable final site reclamation to an approved post-mining land use in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion. After reclamation many quarries become possible sites for small lakes or landfills. Identification of quarry operations is necessary in order to minimize nuisance complaints by neighboring uses and to identify areas that may have additional transportation needs related to trucking. There are no mining operations in the Town.

### 5.4.3 Cultural Resource Inventory

The following section details some of the important cultural resources in the Town of Melrose and Jackson County. Cultural resources, programs, and special events are very effective methods of bringing people of a community together to celebrate their cultural history. Not only do these special events build community spirit, but they can also be important to the local economy. Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community. Future planning within the community should minimize the effects on important cultural resources in order to preserve the character of the community.

**Figure 5.23: Family gathering hay in Jackson County**

*Photo used with permission from the Jackson County Historical Society.*



In 1853, Jackson County was formed from Crawford County, and the City of Black River Falls was named the county seat. The earliest known inhabitants of the County were the Ho-Chunk Tribe. The Mormons were another early inhabitant. The first settlers were loggers from the eastern United States, lured to Wisconsin by the abundant white pines. When the logging trade began to slow, the area was settled by farmers—today, cranberries,

sphagnum moss and strawberries are popular crops in Jackson County. For more information on the history of Jackson County, visit the Jackson County Historical Society in Black River Falls.

The Town of Melrose was originally known as Bristol. It was created from the Town of Albion in 1856. The Town of Melrose is located on the far east border of the County, along the Black River. Historically, lumber and supplies were floated down the Black River to the Mississippi River where they eventually were distributed across the country.

#### Historical Resources

Wisconsin Historical Markers identify, commemorate and honor the important people, places, and events that have contributed to the state's heritage. The WI Historical Society's Division of Historic Preservation administers the Historical Markers program. There are seven registered historical markers in Jackson County.

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



The Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. Similar to the AHI, the ASI is not a comprehensive or complete list; it only includes sites reported to the Historical Society and some listed sites may be altered or no longer exist. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. Wisconsin law protects Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries from intentional disturbance. Contact the State Historical Society for information on ASI records in the plan area.

Some resources are deemed so significant that they are listed as part of the State and National Register of Historic Places. The National Register is the official national list of historic properties in America worthy of preservation, maintained by the National Park Service. The State Register is Wisconsin’s official listing of state properties determined to be significant to Wisconsin’s heritage and is maintained by the Wisconsin Historical Society Division of Historic Preservation. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or locally history.

**Table 5.20: State Register of Historic Places, Jackson County**

Historical Name	Location
Black Hawk Powwow Grounds	W8426 Highway 54 East, Komensky
Black River Falls Public Library	321 Main Street, Black River Falls
Gullickson's Glen	Address restricted, Irving
Silver Mound Archaeological District	Address restricted, Hixton
Union High School	223 North Fourth Street, Black River Falls

Source: WI Historical Society National Register of Historic Places, Jackson County

The establishment of a historical preservation ordinance and commission is one of the most proactive methods a community can take to preserve cultural resources. A historical preservation ordinance typically contains criteria for the designation of historic structures, districts, or places, and procedures for the nomination process. The ordinance further regulates the construction, alteration and demolition of a designated historic site or structure. A community with a historic preservation ordinance may apply for Certified Local Government (CLG) status with the Wisconsin State Historical Society. Once a community is certified, they become eligible for:

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

There are currently 50 CLGs in the State of Wisconsin, but none in Jackson County.

## 5.5 ENERGY, UTILITIES AND COMMUNITY FACILITIES

This element provides a baseline assessment of the Town of Melrose energy, utilities and community facilities and includes the information required under SS66.1001. Information includes forecasted and existing energy, utilities and community facility conditions. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of utility and community facilities in the Town of Melrose.

### 5.5.1 Utilities

#### Sanitary Sewer System

The Town of Melrose does not have a sanitary sewer system or wastewater treatment facility; the Town relies solely on private septic systems. There are 162 licensed septic systems in the Town. The Jackson County Zoning, Planning, and POWTS Department is in charge of licensing and permitting the septic sewer systems.

#### Storm Water Management

Stormwater management involves providing controlled release rates of runoff to receiving systems, typically through detention and/or retention facilities, as well as measures to minimize stormwater pollutants entering area surface water features. The Town of Melrose uses a simple system of forty-two culverts, pipes, and drains in order to channel water to specific areas, diminishing the impact of non-point source pollution. There are no municipal ordinances related to stormwater management: the Town relies upon the Jackson County Zoning to regulate stormwater management needs.

#### Water Supply

The Town of Melrose does not maintain a Municipal Water Utility. There are 162 licensed private wells in the Town. Wells are safe, dependable sources of water if sited wisely and built correctly. Wisconsin has had well regulations since 1936. NR 812 (formerly NR 112), Wisconsin's Administrative Code for Well Construction and Pump Installation, is administered by the DNR. The Well Code is based on the premise that if a well and water system is properly located, constructed, installed, and maintained, the well should provide safe water continuously without a need for treatment. Refer to the WDNR, or the Jackson County Zoning, Planning, and POWTS Department for more information on water quality and well regulations.

#### Solid Waste Disposal and Recycling Facilities

Solid waste service is not provided by the Township; however, a private waste and recycle contractor provides disposal facilities at the Town Hall.

#### Telecommunication Facilities

Telecom provides telephone service for the Town. In addition, there is a US Cellular cell phone tower located on Kumes farm.

#### Energy Facilities and Resources

The Town of Melrose receives electrical service from Jackson Electric Cooperative and Xcel Energy. There are substations located in Shant Town and Shake Hollow. There is no gas service provided to the Town.

The Public Service Commission (PSC) is the branch of Wisconsin State government with the overall responsibility of regulating electric utilities; however, it does not regulate electric cooperatives.

*Focus on Energy works with eligible Wisconsin residents and businesses to install cost effective energy efficiency and renewable energy projects. If Xcel Energy is your service provider, you are eligible for Focus on Energy incentives. At this time, the Jackson Electric Cooperative is not a member of Wisconsin's Focus on Energy program.*

### 5.5.2 Renewable Energy Sources

To manage rising energy costs, promote local economic development, and protect the natural environment,

many Wisconsin communities are looking at renewable energy resources to meet community energy demands. The following section provides a broad level discussion of local and renewable energy resources available for Jackson County communities. Additional information can be obtained from Xcel Energy ([www.xcelenergy.com](http://www.xcelenergy.com)), Jackson Electric Cooperative ([www.jackelec.com](http://www.jackelec.com)), or Focus on Energy ([www.focusonenergy.com](http://www.focusonenergy.com)).

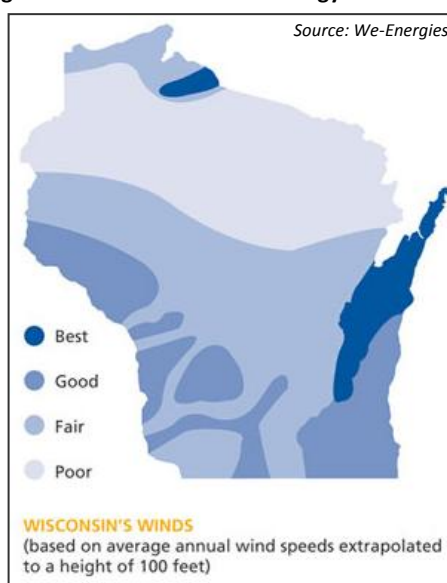
### Solar

Two types of solar energy systems are well suited to Wisconsin communities: Solar electric photovoltaic (PV) and solar hot water systems. How much energy a photovoltaic (PV) or solar hot water (SHW) system produces in Wisconsin depends on the size of the system (i.e., area of the collecting surface), the orientation of the collecting surface, and site characteristics (e.g. overshadowing). Currently there are no commercial or public solar energy systems in use in the Town of Melrose.

### Wind

Wind energy production is optimized when wind turbines are located at the place with the highest, steadiest wind speeds (the energy produced is related to the cube of the wind speed). As Figure 5.24 illustrates, most of the Jackson County region is not particularly well-suited for commercial scale wind systems. However, this is a generalized assumption and there may be opportunities for small and commercial scale wind systems in the County. A certified wind site assessment can provide a more detailed understanding of the feasibility of this alternative energy source. These can be provided free of charge to participating communities through Focus On Energy. Currently there are no commercial or public wind energy systems in use in the Town of Melrose.

Figure 5.24: Wisconsin Wind Energy Sources



### Geothermal

Geothermal power uses the natural sources of heat inside the Earth to produce heat or electricity. A geothermal heat pump takes advantage of this by transferring heat, stored in the ground, into a building during the winter, and transferring it out of the building and back into the ground during the summer. Currently, most geothermal power is generated using steam or hot water from underground. Currently there are no commercial or public geothermal systems in use in the Town of Melrose.

### Biofuel

Biofuels offer a local source of energy provided by fuels that can be grown or produced locally through agricultural or waste resources. Biofuels are derived from biomass and can be used for liquid biofuel or biogas production.

Crops and crop residues are the main source of biomass for the production of liquid biofuels. The primary food crops used for biofuel production in Wisconsin are corn (for ethanol production) and soybeans (for biodiesel production); although other sources can also be used such as: agronomic crops (e.g. switchgrass), forestry crops (e.g. poplar), or residues (unused portions of crops or trees).

The main sources of biomass for biogas (methane) production are animal waste, landfills and wastewater treatment facilities. Animal waste is a persistent and unavoidable pollutant produced primarily by the animals housed in industrial sized farms. The use of digesters to produce methane from animal waste is growing as both an energy source and a means of waste management. Biogas production from animal waste is most effective in commercial size dairy farms (Refer to Section 5.4.1). Landfill gas can be burned either directly for heat or to generate electricity for public consumption. The same is true with regard to the secondary treatment of sewage in wastewater treatment facilities where gas can be harvested and burned for heat or electricity. Currently, there are no biodiesel production facilities in the Town of Melrose.

### **Hydroelectricity**

Hydropower refers to using water to generate electricity. Hydroelectricity is usually sourced from large dams but micro-hydro systems can use a small canal to channel the river water through a turbine. A micro-hydro system can produce enough electricity for a home, farm, or ranch. The potential energy source from a hydro system is determined by the head (the distance the water travels vertically) and the flow (the quantity of water flowing past a given point). The greater the head and flow, the more electricity the system can generate. Hydroelectric energy is limited both by available rivers (Refer to Section 5.4.2) and by competing uses for those rivers, such as recreation, tourism, industry, and human settlements. Currently, there are no hydroelectric facilities in the Town of Melrose.

## **5.5.3 Community Facilities**

### **Cemeteries**

The Melrose Cemetery is located partially within the Town, and the Ox Bow Cemetery is located entirely within the Town of Melrose. The Plan Commission is not aware of any capacity issues. In addition, the Town of Melrose does not initiate the development or expansion of cemeteries.

### **Health Care Facilities**

There are no health care facilities located in the Town of Melrose. The nearest hospital is the Black River Memorial Hospital (711 W. Adams St.). The Black River Memorial Hospital is a Critical Access Hospital, with 25 beds.

### **Child Care Facilities**

Under Wisconsin law, no person may be compensated for providing care and supervision for 4 or more children under the age of 7 for less than 24 hours a day unless that person obtains a license to operate a child care center from the Department of Health and Family Services. There are two different categories of state licensed childcare; they depend upon the number of children in care. Licensed Family Child Care Centers provide care for up to eight children. This care is usually in the provider's home, but it is not required to be located in a residence. Licensed Group Child Care Centers provide for nine or more children.

There is no licensed child care centers within the Town of Melrose, though there are several in the Village of Melrose.

### **Police and Emergency Services**

Law enforcement in the Town is provided by the Jackson County Police Department. For emergency medical service, The Village of Melrose EMS serves residents within the Town limits. The Village of Melrose also provides fire protection service for the Town.

### **Libraries**

Town residents may use the School library in the Village of Melrose, or the closest public library is in Black River Falls.

In addition to these two libraries, residents can access items from over 40 area libraries through the Winding Rivers Library System. In 1971, the Wisconsin State Legislature passed a law creating seventeen Library Systems in Wisconsin. The purpose of the library systems is to provide free and equitable access to public libraries for all residents in Wisconsin even if their community has no library. The library systems also serve to take on projects too costly or complex for individual community libraries. The funding for the Public Library Systems comes from a set percentage of the budgets of all the public libraries in Wisconsin. The Winding Rivers Library System is headquartered in La Crosse and serves libraries in Buffalo, Juneau, Jackson, La Crosse, Columbia, Trempealeau, and Vernon counties. For more information, visit the Winding Rivers website <http://wrlsweb.org>.

### **Schools**

The Town of Melrose is served by the Melrose-Mindoro School District. The District operates two elementary schools and one high school. In 2007, there were 703 students pre-K through twelfth grade.

Jackson County is served by the Western Technical College headquartered in La Crosse. Western Technical College offers 38 programs that lead to an associate in applied science degree. In addition, there is a satellite campus in the City of Black River Falls that offers associate degrees, as well as educational services for adults to prepare for college or employment. These include classes in basic academic skills, GED preparation, and adult high school classes. The nearest four-year universities are University of Wisconsin-La Crosse and University of Wisconsin-Eau Claire.

### **Other Government Facilities**

The Town Hall is located at N1701 North Rd. and is used for Town administration and for official Town meetings.

### **Parks, Open Spaces and Recreational Resources**

Parks and recreational resources are important components of a community's public facilities. These resources provide residents with areas to exercise, socialize, enjoy wildlife viewing or provide opportunities for environmental education for adults and children. Increasingly, parks and recreational resources can contribute to a community's local economy through eco-tourism. In addition, these resources are important for wildlife habitat and movement. Taken together, it is clear that the protection, enhancement, and creation of parks and recreational resources are important to the quality of life and character of a community.

The Town of Melrose does not maintain any community parks; however, they are welcome to share the Municipal Park and Pool in the Village of Melrose. The National Recreation and Park Association recommends six to twelve total acres of parks or recreation space per 1,000 people within a community. As Table 5.21 suggests, there is a deficit of parkland within the Town; however, this does not include the Village park or any of the other recreational amenities present in the Town, such as snowmobile and ATV trails, access to the Black River, etc. As the population in the Town changes, specific recreational needs may change, and should be monitored over time.

Table 5.21: Park Acreage Compared to Population Forecasts

	2005	2020	2030
<b>Population</b>	421	486	525
<b>Demand (6 acres/1,000 people)</b>	2.526	2.916	3.15
<b>Total Supply (acreage of municipal parks)</b>	0	0	0
<b>Surplus/Deficit</b>	-2.526	-2.916	-3.15

Source: MSA GIS

The 2005-2010 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides information on statewide and regional recreation, including recreation supply and demand, participation rates and trends, and recreation goals and actions. Since passage of the Federal Land and Water Conservation Fund (LWCF) Act of 1965, preparation of a statewide outdoor recreation plan has been required for states to be eligible for LWCF acquisition and development assistance. The LWCF is administered by the WDNR and provides grants for outdoor recreation projects by both state and local governments. The following are a few highlights of the plan:

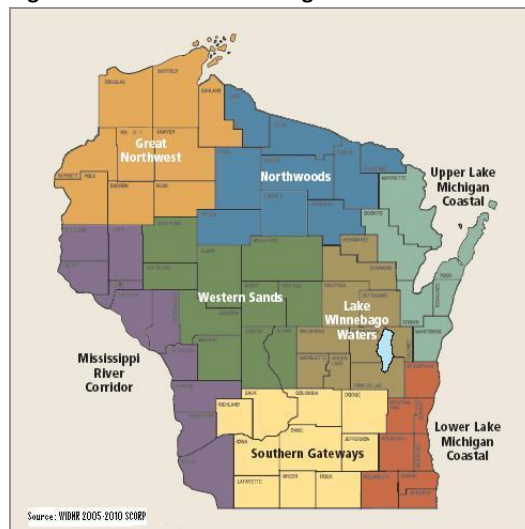
- Walking for Pleasure is rated as the activity with the most participation.
- Backpacking, Downhill Skiing, Golf, Hunting, Mountain Biking, Snowmobile, and Team Sports are decreasing in demand.
- ATVing, Birdwatching, Canoeing, Gardening, Geocaching, Paintball Games, Road Biking, RV Camping, Hiking, Water Parks, Wildlife Viewing, and Photography are increasing in demand.
- The Warren Knowles-Gaylord Nelson Stewardship Program (Stewardship 2000) provides \$60 million annually through FY 2010 for outdoor recreation purposes.

The Wisconsin SCORP divides the state into eight planning regions based on geographic size, demographic trends, tourism influences, and environmental types. Together these influences shape each region’s recreational profile, describing which activities are popular, which facilities need further development, and which issues are hindering outdoor recreation. Jackson County is a part of the *Western Sands* (Chippewa, Eau Claire, Clark, Marathon, Monroe, Portage, Wood, Jackson, Juneau, and Adams Counties). The most common issues and needs for the region identified by the plan include:

Issues:

- Deteriorating facilities
- Increasing ATV usage and associated impacts
- Increasing multiple-use recreation conflicts

Figure 5.25: WDNR SCORP Regions



- Increasing pressure on parks and recreation areas from the growth of urban areas
- Increasing use of recreation facilities by disabled populations
- Invasive species
- Lack of educational programs/naturalists/interpreters
- Loss of sites/properties, i.e. Hoffman Hills, Chippewa Moraine
- Overcrowding
- Poor water quality impairing recreation

Needs:

- More biking, hiking, and horse trails
- More boating access
- More camping opportunities
- More fishing opportunities

## 5.6 ECONOMIC DEVELOPMENT

This element provides a baseline assessment of the Town of Melrose economic development and includes the information required under SS66.1001. Information includes: labor market statistics, economic base statistics, new businesses desired, strength and weaknesses for economic development, analysis of business and industry parks, and environmentally contaminated sites. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future economic development activities in the Town of Melrose. While the Plan Commission found the data contained herein to be accurate, it is important to note that due to the timing of the preparation of this plan, much of the data is older than would be desired.

### 5.6.1 Economic Development Existing Conditions

#### Labor Market

Table 5.22: Employment Status of Civilians 16 Years or Older

Table 5.22 details the employment status of workers in the Town of Melrose as compared to Jackson County and the State. In both 1990 and 2000, the unemployment rate for the Town was lower than the County and State rates. Unemployment rates for Towns are only collected during the U.S. Decennial Census; therefore, unfortunately, 2006 data is not available.

Employment Status, Civilians 16 Years or Older	Town of Melrose	Jackson County	Wisconsin
In Labor Force (1990)	208	7,898	2,598,898
Unemployment Rate	1.4%	7.7%	4.3%
In Labor Force (2000)	227	9,710	2,996,091
Unemployment Rate	3.6%	5.4%	3.4%
In Labor Force (Sept. 2008)	NA	9,999	3,086,900
Unemployment Rate	NA	4.6%	4.4%

Source: US Census and WI Department of Workforce Development

Table 5.23: Class of Worker

Table 5.23 indicates the percentage of workers by class for the Town of Melrose, Jackson County and the State, in year 2000. The Town of Melrose has a much lower percentage of private wage and salary employees, and government employees, than Jackson County and the State. Subsequently, there is a much higher percentage of self-employed workers.

Class of Worker	Town of Melrose	Jackson County	Wisconsin
Private Wage & Salary	56.5%	69.0%	81.1%
Government Worker	9.3%	18.2%	12.5%
Self-Employed	31.5%	11.9%	6.1%
Unpaid Family Worker	2.8%	0.9%	0.3%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: US Census

Table 5.24 and Figure 5.26 describe the workforce by occupation within the Town, County and State in year 2000. Occupation refers to the type of job a person holds, regardless of the industry type. The highest percentage of occupations of employed Melrose residents is in the Management, Professional, and Related jobs category. This category also ranks highly for Jackson County and the State of Wisconsin.

Table 5.24: Employment by Occupation

Employment by Occupation, Civilians 16 Years & Older	Town of Melrose Number	Town of Melrose Percent	Jackson County Number	Jackson County Percent	Wisconsin Number	Wisconsin Percent
Prod, Trans & Mat. Moving	27	12.5%	1,783	20.1%	540,930	19.8%
Const, Extraction & Maint.	20	9.3%	962	10.8%	237,086	8.7%
Farm, Fishing & Forestry	18	8.3%	351	4.0%	25,725	0.9%
Sales & Office	31	14.4%	1,888	21.3%	690,360	25.2%
Services	24	11.1%	1,716	19.3%	383,619	14.0%
Mgmt, Prof & Related	96	44.4%	2,181	24.6%	857,205	31.3%
<b>Total</b>	<b>216</b>	<b>100.0%</b>	<b>8,881</b>	<b>100%</b>	<b>2,734,925</b>	<b>100%</b>

Source: US Census



Figure 5.26: Employment by Occupation

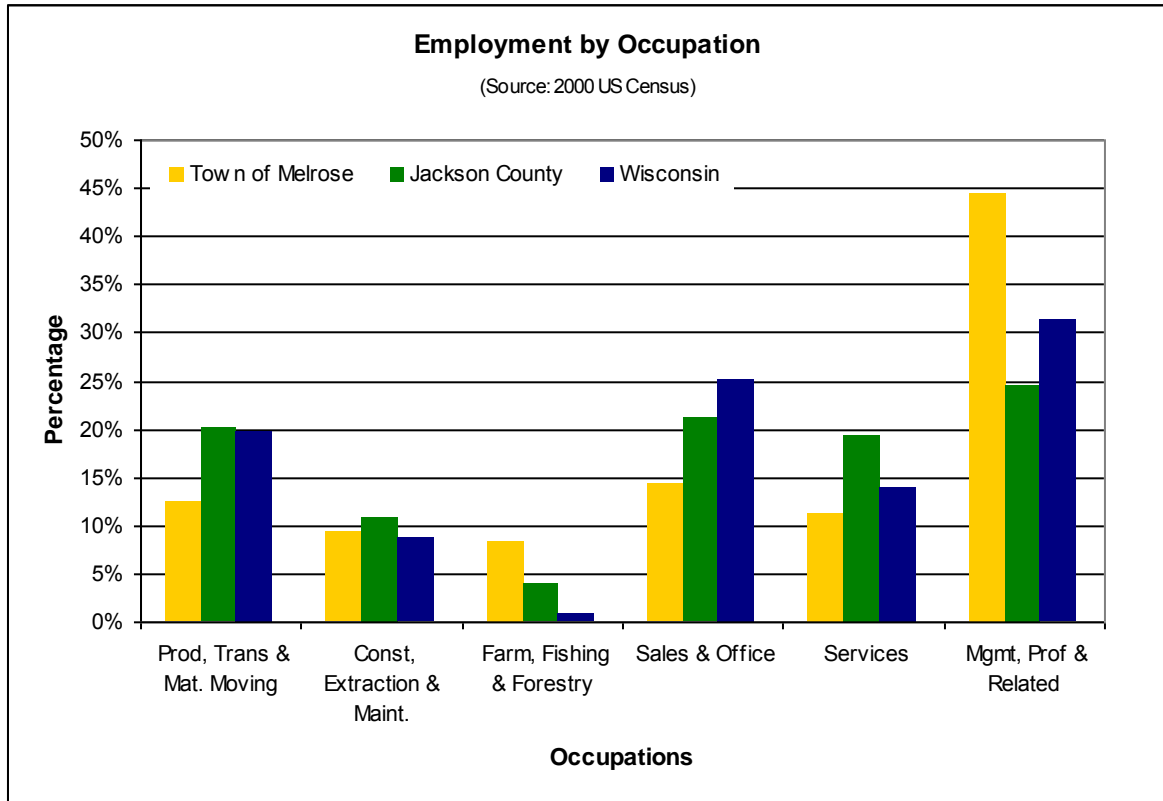


Table 5.25 and Figure 5.27 show the earnings for workers within the Town, County and State, in years 1989 and 1999. Earning figures are reported in three forms: per capita income (total income divided by total population), median family income (based on units of occupancy with at least two related individuals), and median household income (based on every unit of occupancy with one or more individuals). For all three-income indicators, the Town of Melrose ranks lower than the average for both Jackson County and the State.

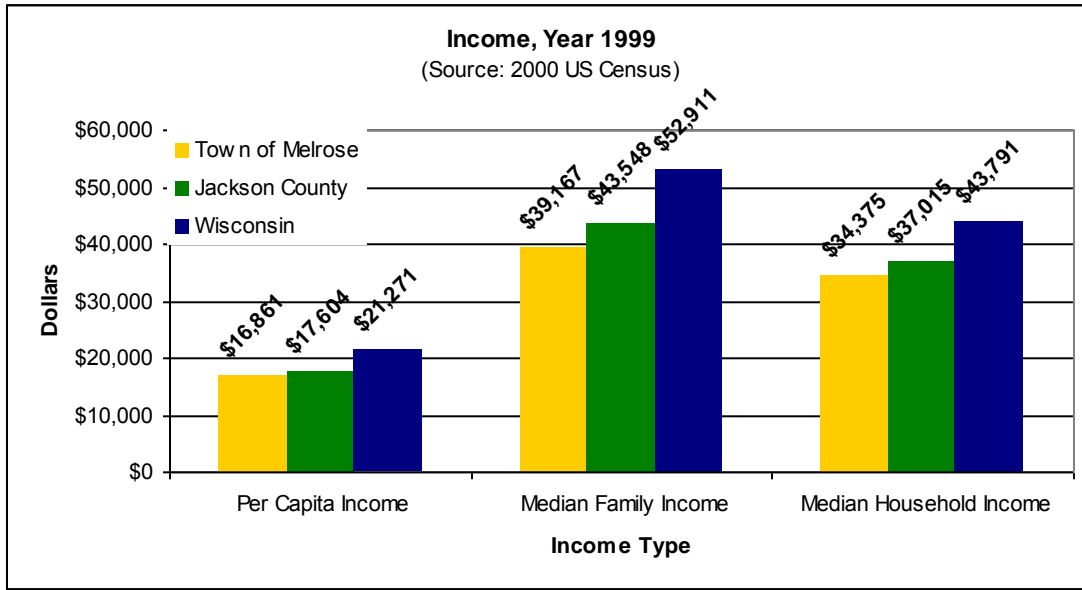
The percentage of individuals living below poverty status in the Town of Melrose is higher than the County and the State. However between 1989 and 1999, it decreased by 2.1%.

Table 5.25: Income

Income	Town of Melrose 1989	Town of Melrose 1999	Percent Change 89-99	Jackson County 1989	Jackson County 1999	Percent Change 89-99	Wisconsin 1989	Wisconsin 1999	Percent Change 89-99
Per Capita Income	\$10,087	\$16,861	67.2%	\$10,173	\$17,604	73.0%	\$13,276	\$21,271	60.2%
Median Family Income	\$29,091	\$39,167	34.6%	\$26,026	\$43,548	67.3%	\$35,082	\$52,911	50.8%
Median Household Income	\$27,885	\$34,375	23.3%	\$21,409	\$37,015	72.9%	\$29,442	\$43,791	48.7%
Individuals Below Poverty	14.8%	12.7%	-2.1%	14.7%	9.6%	-5.1%	10.4%	8.7%	-1.7%

Source: US Census

Figure 5.27: Income, Year 1999



1. The Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level."

Table 5.26 details the educational attainment of Town of Melrose, Jackson County, and State residents 25 years and older according to the 1990 and 2000 U.S. Census. In year 2000, 88.3% of Town of Melrose residents 25 years or older had at least a high school diploma. This figure is higher than that for Jackson County (79%) and the State (85%).

Table 5.26: Educational Attainment Person 25 Years and Over

Educational Attainment Person 25 Years and Over	Town of Melrose 1990	Town of Melrose 2000	Jackson County 1990	Jackson County 2000	Wisconsin 1990	Wisconsin 2000
Less than 9th Grade	8.8%	0.7%	16.4%	7.1%	9.5%	5.4%
9th to 12th No Diploma	7.1%	11.0%	14.8%	13.9%	11.9%	9.6%
HS Grad	55.8%	39.9%	42.0%	41.7%	37.1%	34.6%
Some College	11.9%	28.2%	11.5%	18.7%	16.7%	20.6%
Associate Degree	12.4%	9.2%	6.6%	7.3%	7.1%	7.5%
Bachelor's Degree	4.0%	8.1%	6.3%	8.0%	12.1%	15.3%
Graduate/Prof. Degree	3.1%	2.9%	2.4%	3.3%	5.6%	7.2%
<b>Percent High School Grad or Higher</b>	<b>84.1%</b>	<b>88.3%</b>	<b>68.8%</b>	<b>79.0%</b>	<b>78.6%</b>	<b>85.2%</b>

Source: US Census

**Economic Base**

Table 5.27 lists the top 25 employers in Jackson County as reported by the Wisconsin Department of Workforce Development, in year 2005. The Ho-Chunk Nation is the largest employer for Jackson County. Of the top 25, there are none in the Town of Melrose.

**Table 5.27: Top 25 Employers in Jackson County**

Rank	Employer	Industry Type	Number of Employees
1	Ho-Chunk Nation	American Indian and Alaska Native Tribal Government	500-999
2	Millis Transfers Inc	General Freight Trucking	500-999
3	Lunda Construction Co.	Highway, Street, and Bridge Construction	250-499
4	Black River Falls Public School	Elementary and Secondary Schools	250-499
5	Black River Memorial Hospital	General Medical and Surgical Hospitals	250-499
6	Jackson Correctional Institute	Correctional Institutions	250-499
7	Wal-mart	Discount Department Stores	250-499
8	Marathon Electric	Motor and Generator Manufacturing	250-499
9	County of Jackson	Executive and Legislative Offices	100-249
10	Fleet Guard, Inc.	Misc. General Purpose Machinery Mfg	100-249
11	Flying J., Inc.	Gasoline Stations with Convenience Stores	100-249
12	D&S Manufacturing Co, Inc.	Misc. Fabricated Metal Product Manufacturing	100-249
13	School District - Alma Center, Humbird, Merrilan	Elementary and Secondary Schools	100-249
14	Krohn Clinic Ltd.	Offices of Physicians	100-249
15	Melrose Public School	Elementary and Secondary Schools	100-249
16	Marquette Constructors LLC	Highway, Street, and Bridge Construction	100-249
17	Jackson Pine View Healthcare LLC	Nursing Care Facilities	50-99
18	Badger Mining Corp.	Industrial Sand Mining	50-99
19	Health Care Center	Nursing Care Facilities	50-99
20	City of Black River Falls	Executive and Legislative Offices	50-99
21	Countryside Hides, Inc.	Other Farm Product Raw Material Merchant Wholesale	50-99
22	McDonalds	Limited-Service Restaurant	50-99
23	Coop Credit Union	Credit Union	50-99
24	Burnstads	Supermarkets and other grocery (except convenience) stores	50-99
25	Department of Natural Resources	Administration of Conservation Programs	50-99

Source: WI Department of Workforce Development, Jackson County

Table 5.28 and Figure 5.28 describe the workforce by industry within the Town, County and State in year 2000. Whereas occupations refer to what job a person holds, industry refers to the type of work performed by a workers employer. Therefore, an industry usually employs workers of varying occupations. (i.e. a “wholesale trade” industry may have employees whose occupations include “management” and “sales”)

Historically, Wisconsin has had a high concentration of industries in agricultural and manufacturing sectors of the economy. Manufacturing has remained a leading employment sector compared to other industries within the State; however, State and National economic changes have led to a decrease in total manufacturing employment. It is expected that this trend will continue while employment in service, information, and health care industries will increase.

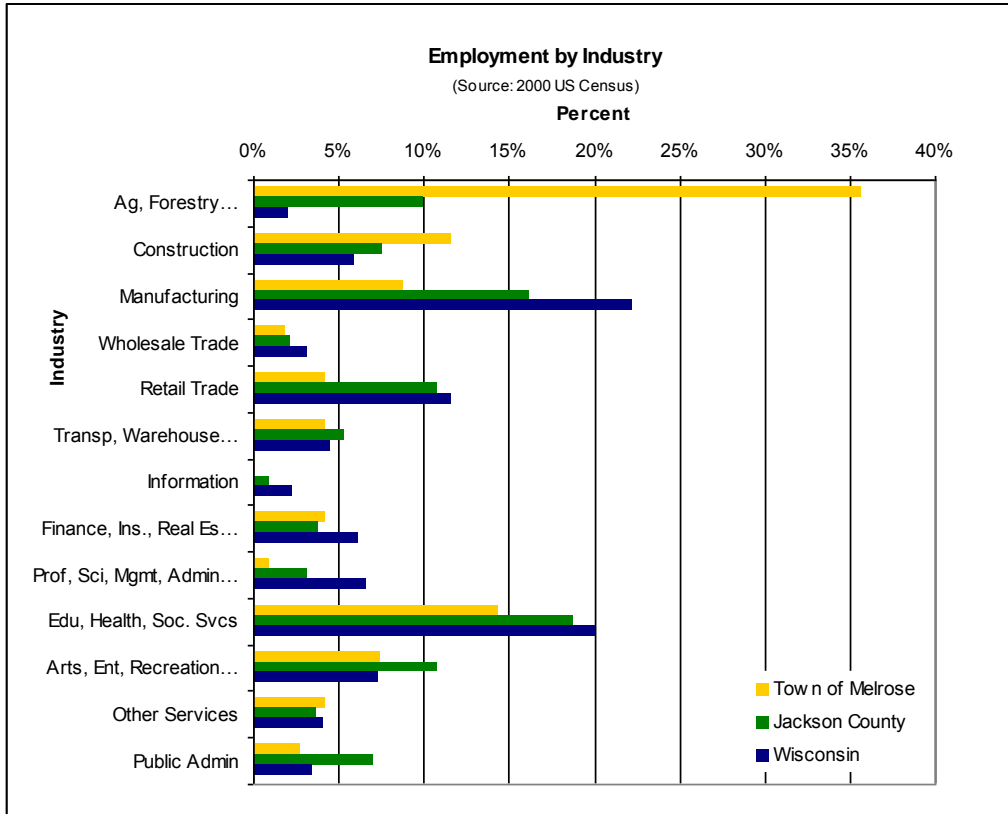
The highest percentage of employment by industry for Melrose residents is in the Agriculture, Forestry, Fishing, Hunting and Mining category. This category is generally not a highly ranked category in either the County or the State.

**Table 5.28: Employment by Industry**

Employment by Industry, Civilians 16 Years & Older	Town of Melrose Number	Town of Melrose Percent	Jackson County Number	Jackson County Percent	Wisconsin Number	Wisconsin Percent
Ag, Forestry, Fishing, Hunting & Mining	77	35.6%	882	9.9%	75,418	2.0%
Construction	25	11.6%	673	7.6%	161,625	5.9%
Manufacturing	19	8.8%	1,438	16.2%	606,845	22.2%
Wholesale Trade	4	1.9%	193	2.2%	87,979	3.2%
Retail Trade	9	4.2%	962	10.8%	317,881	11.6%
Transp, Warehousing & Utilities	9	4.2%	472	5.3%	123,657	4.5%
Information	0	0.0%	79	0.9%	60,142	2.2%
Finance, Insurance, Real Estate, Rental & Leasing	9	4.2%	335	3.8%	168,060	6.1%
Prof, Scientific, Mgmt, Administrative & Waste Mgmt	2	0.9%	280	3.2%	179,503	6.6%
Educational, Health & Social Services	31	14.4%	1,667	18.8%	548,111	20.0%
Arts, Entertainment, Recreation, Accommodation & Food Services	16	7.4%	955	10.8%	198,528	7.3%
Other Services	9	4.2%	321	3.6%	111,028	4.1%
Public Administration	6	2.8%	624	7.0%	96,148	3.5%
<b>Total</b>	<b>216</b>	<b>100.0%</b>	<b>8,881</b>	<b>100%</b>	<b>2,734,925</b>	<b>100%</b>

Source: US Census

Figure 5.28: Employment by Industry



Within each industry, the Wisconsin Department of Workforce Development collects statistics on the average wage of employees at the County and State levels. Table 5.29 details average employee wages for industries. In Jackson County, employees working in the Construction industry earn the highest average annual wage. As expected, employees working in Leisure & Hospitality earn the lowest average wage, partly because many of these are part-time employees, and many receive tips, which are unaccounted for. With the exceptions of the Natural Resources & Mining and Construction categories, the average wage per industry in all categories is lower for Jackson County workers compared to State averages for the same industries. Statistics on wages by industry are not available for the Town of Melrose.

Table 5.29: Wage by Industry

NAICS Code	Industries	Jackson County Average Annual Wage 2007	Wisconsin Average Annual Wage 2007	Jackson County as a Percentage of Wisconsin
21, 1133	Natural Resources & Mining	\$43,138	\$29,235	147.6%
23	Construction	\$59,804	\$47,489	125.9%
31-33	Manufacturing	\$37,954	\$47,106	80.6%
42, 44, 48, 22	Trade, Transportation, Utilities	\$28,502	\$32,762	87.0%
51	Information	\$19,589	\$48,483	40.4%
52-53	Financial Activities	\$27,794	\$50,749	54.8%
54-56	Professional & Business Services	\$31,827	\$44,328	71.8%
61-62	Educational & Health Services	\$30,944	\$39,606	78.1%
71-72	Leisure & Hospitality	\$8,844	\$13,589	65.1%
81	Other Services	\$13,449	\$22,073	60.9%
92	Public Administration	\$30,731	\$39,879	77.1%
99	Unclassified	Not available	\$45,573	Not available
	<b>All Industries</b>	<b>\$32,203</b>	<b>\$38,070</b>	<b>84.6%</b>

Source: WI Department of Workforce Development

### 5.6.2 Employment Projections

The Wisconsin Department of Workforce Development collects data and projects occupation and industry growth for the State. Table 5.30 identifies which occupations are expected to experience the most growth over a ten-year period from year 2006 to 2016. According to the DWD, the fastest growing occupation is Network Systems and Data Communications Analysts. The DWD also projects substantive growth in many health-care related occupations.

Table 5.30: Fastest Growing Occupations 2006-2016

SOC Code	Occupational Title	WI Employment 2006	WI Employment 2016	Percent Change 2006-2016	2005 Average Annual Salary
15-1081	Network Systems and Data Communications Analysts	5,150	7,390	43.5%	\$61,337
31-1011	Home Health Aides	16,550	23,310	40.8%	\$21,134
39-9021	Personal and Home Care Aides	22,030	30,540	38.6%	\$20,218
15-1031	Computer Software Engineers, Applications	8,830	12,170	37.8%	\$72,228
31-9092	Medical Assistants	7,120	9,720	36.5%	\$28,946
29-1071	Physician Assistants	1,110	1,480	33.3%	\$80,142
29-1124	Radiation Therapists	490	650	32.7%	\$74,251
13-2052	Personal Financial Advisors	3,170	4,190	32.2%	\$71,029
29-2021	Dental Hygienists	4,170	5,470	31.2%	\$56,961
31-9091	Dental Assistants	5,340	6,960	30.3%	\$30,155
21-1011	Substance Abuse and Behavioral Disorder Counselors	1,550	2,020	30.3%	\$31,410
31-2021	Physical Therapist Assistants	1,270	1,650	29.9%	\$40,705
29-2055	Surgical Technologists	2,310	2,990	29.4%	n/a
39-5094	Skin Care Specialists	510	660	29.4%	\$42,432
31-2022	Physical Therapist Aides	1,240	1,600	29.0%	\$47,773
29-2031	Cardiovascular Technologists and Technicians	700	900	28.6%	\$24,827
21-1093	Social and Human Service Assistants	7,340	9,400	28.1%	\$32,271
29-2056	Veterinary Technologists and Technicians	1,510	1,930	27.8%	\$30,776
29-2052	Pharmacy Technicians	6,300	8,030	27.5%	\$27,067
29-1126	Respiratory Therapists	1,790	2,270	26.8%	\$50,946
15-1032	Computer Software Engineers, Systems Software	2,840	3,600	26.8%	\$77,048
13-2051	Financial Analysts	2,140	2,710	26.6%	\$67,310
29-1111	Registered Nurses	51,130	64,550	26.2%	\$59,981
29-1123	Physical Therapists	4,060	5,080	25.1%	\$67,816
21-1013	Marriage and Family Therapists	720	900	25.0%	\$44,929
39-2011	Animal Trainers	730	910	24.7%	\$26,590
49-9062	Medical Equipment Repairers	690	860	24.6%	\$46,212
29-1131	Veterinarians	1,750	2,170	24.0%	\$77,803
21-1014	Mental Health Counselors	1,650	2,040	23.6%	\$41,324
21-1023	Mental Health and Substance Abuse Social Workers	2,230	2,740	22.9%	\$49,021

Source: WI Department of Workforce Development

Table 5.31 identifies which industries are expected to experience the most growth over a ten-year period from year 2006 to 2016. According to the DWD, industries in Securities, Commodity Contracts and Other Financial Investments are expected to have the highest growth rate. Since the DWD does not collect data on employment projections for the Town of Melrose or Jackson County, it is assumed that local trends will be consistent with statewide projections. It is important to note that unanticipated events, such as the economic situation facing the state and the rest of the country, may affect the accuracy of these projections.

Table 5.31: Fastest Growing Industries 2006-2016

NAICS Code	Industries	WI Employment 2006	WI Employment 2016	Percent Change 2006-2016
523	Securities, Commodity Contracts, and Other Financial Investments and Related Activities	9,500	13,120	38.1%
624	Social Assistance	65,800	86,210	31.0%
621	Ambulatory Health Care Services	104,150	133,990	28.7%
493	Warehousing and Storage	12,230	15,260	24.8%
488	Support Activities for Transportation	5,250	6,370	21.3%
518	Internet Service Providers, Web Search Portals, and Data Processing Services	8,040	9,750	21.3%
562	Waste Management and Remediation Services	5,370	6,500	21.0%
561	Administrative and Support Services	127,480	151,570	18.9%
622	Hospitals, Including State and Local Government <sup>(2)</sup>	113,010	133,960	18.5%
533	Lessors of Nonfinancial Intangible Assets (except Copyrighted Works)	550	650	18.2%
541	Professional, Scientific, and Technical Services	95,810	113,080	18.0%
712	Museums, Historical Sites, and Similar Institutions	1,720	2,020	17.4%
623	Nursing and Residential Care Facilities	69,400	79,630	14.7%
485	Transit and Ground Passenger Transport	13,580	15,560	14.6%
327	Nonmetallic Mineral Product Manufacturing	11,520	13,020	13.0%
551	Management of Companies and Enterprises	41,510	46,800	12.7%
713	Amusement, Gambling, and Recreation Industries	26,060	29,360	12.7%
531	Real Estate	19,000	21,400	12.6%
813	Religious, Grantmaking, Civic, Professional, and Similar Organizations	87,800	98,700	12.4%
236	Construction of Buildings	30,980	34,710	12.0%
721	Accommodation	31,510	35,210	11.7%
425	Wholesale Electronic Markets and Agents and Brokers	6,570	7,340	11.7%
722	Food Services and Drinking Places	192,060	214,060	11.5%
484	Truck Transportation	49,550	55,050	11.1%
524	Insurance Carriers and Related Activities	67,700	75,180	11.0%
423	Merchant Wholesalers, Durable Goods	68,220	74,850	9.7%
238	Specialty Trade Contractors	81,470	89,380	9.7%
811	Repair and Maintenance	21,700	23,690	9.2%
522	Credit Intermediation and Related Activities	54,770	59,650	8.9%
323	Printing and Related Support Activities	33,390	33,120	-0.8%

Source: WI Department of Workforce Development

### 5.6.3 Analysis of Business and Industry Parks

Approximately 50% of the acreage of industrial parks across the County is vacant according to the Mississippi River RPC website. There does not appear to be a need for more industrial parks in the area at this time.

Table 5.32: Jackson County Business and Industry Parks

Community	Name of Site	Total Acres	Acres Sold	Acres for Sale	Zoning
City of Black River Falls	BRF Industrial Park	120	70	50	Industrial
City of Black River Falls	Andrews Rd. Bus Park	50	0	50	Light Industrial
City of Black River Falls	1-94 Business Park	20	6	14	Light Industrial
Village of Taylor	Taylor Industrial Park	46	26	5	Industrial

source: [http://www.mrrpc.com/Bldg\\_Sites/Industrial\\_Parks\\_2006.pdf](http://www.mrrpc.com/Bldg_Sites/Industrial_Parks_2006.pdf)



### 5.6.4 Environmentally Contaminated Sites

The Bureau of Remediation and Redevelopment within the Wisconsin Department of Natural Resources oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The Remediation and Redevelopment Tracking System (BRRTS) provides access to information on incidents (“Activities”) that contaminated soil or groundwater. These activities include spills, leaks, other cleanups and sites where no action was needed. Table 5.33 provides BRRTS data for sites that are still “Open” within the Plan Area. Open sites are those in need of clean up or where clean up is underway. The BRRTS also maintains a list of sites which were contaminated at one point but have since been cleaned up. There are no BRRTS Sites within the Town. Contact the Bureau for more information on these sites.

Table 5.33: BRRTS Sites

DNR Activity Number	Activity Type	Site Name	Address	Status
427548707	SPILL	Joseph Taylor residence	W15728 STH 121 Northfield	Open
427545121	SPILL		300 E. Main St. Alma Center	Open
227000270	ERP	Hale Salvage Yard	Hwy 71 Melrose	Open
227000428	ERP	Home oil bulk tanks	213 Winnebago Ave, Black River Falls	Open
227129542	ERP	Buttke Oil Co.	STH 95 and Old Hwy 95, Alma Center	Open
227229242	ERP	M&E Development Center	745 N. Elm St. Black River Falls	Open
227275762	ERP	Farmers Coop Oil Co. Bulk Plt	151920 Depot St. Hixton	Open
227543038	ERP	Superior Asphalt Plt	HWY 12/27 & Garage Rd. Merrilan	Open
227546657	ERP	Hwy 54 Towing and Repair, LLC	N5999 Hwy 54 Black River Falls	Open
227548671	ERP	Black River Recycling	W9945 W. Castle Mound Rd., Black River Falls	Open
327000088	LUST	Thompson Motors	38 Washington St. Merrilan	Open
327000352	LUST	Country Stop & Shop	N2729 CTH 0, Knapp	Open
327000811	LUST	Hunters Corner Store	Hwy 95 & Sechlerville Rd., Hixton	Open
327001091	LUST	Hixton Self Serv	STH 95, Hixton	Open
327001185	LUST	Jenson Oil Property	Hixton	Open
327001441	LUST	Tenners Melrose Mobile	300 N. Washington, Melrose	Open
327001459	LUST	Dave's Gas Station (former)	Hwy 12, Merrilan	Open
327100908	LUST	Cenex Convenience Store	Hwy 121, Northfield	Open
327100917	LUST	Anderson Duffy Property (former)	Hwy 121, Northfield	Open
327109653	LUST	Village Gas and Service	105 Main St., Alma Center	Open
327191144	LUST	Staff's Corner Store	W16211 STH 95 Taylor	Open
327203673	LUST	Maisonet Residence Former Gosch's Shell	305 Hammond St., Merrilan	Open
327278452	LUST	GTE Property (former)	43 N. First St., Black River Falls	Open
327540266	LUST	Waughtal North Property	USH 12 Black River Falls	Open
327545104	LUST	Farmer's Coop Oil Co/Cheese Hut	141 Interstate Rd. Hixton	Open
327548407	LUST	Federation Cooperative	108 N. Water St., Black River Falls	Open

*Abandoned Container (AC)*, an abandoned container with potentially hazardous contents has been inspected and recovered. No known discharge to the environment has occurred. *Leaking Underground Storage Tank (LUST)*, a LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. *Environmental Repair (ERP)*, ERP sites are sites other than LUSTs that have contaminated soil and/or groundwater. *Spills*, a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment. Spills are usually cleaned up quickly. *General Property Information (GP)*, this activity type consists of records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by NDR to clarify the legal status of the property. *Liability Exemption (VPLE)*, VPLEs are an elective process in which a property conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15. *No Action Required by RR Program (NAR)*, There was, or may have been, a discharge to the environment and, based on the known information, DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.

### 5.6.5 New Businesses Desired

The Town would like to direct any new commercial development towards the Village.

### 5.6.6 Strengths and Weaknesses for Economic Development

The following lists some of the strengths and weaknesses for economic development within the Town of Melrose:

Strengths:

- Developed subdivision which provides tax base

Weaknesses:

## 5.7 INTERGOVERNMENTAL COOPERATION

With over 2,500 units of government and special purpose districts Wisconsin ranks 13<sup>th</sup> nationwide in total number of governmental units and 3<sup>rd</sup> nationwide in governmental units per capita. (*Source: WIDOA Intergovernmental Cooperation Guide*). While this many government units provide more local representation it does stress the need for greater intergovernmental cooperation. This element provides a baseline assessment of the Town of Melrose intergovernmental relationships and includes the information required under SS66.1001. Information includes: existing and potential areas of cooperation, and existing and potential areas of intergovernmental conflict. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future intergovernmental cooperation activities in the Town of Melrose.

### 5.7.1 Existing and Potential Areas of Cooperation

Table 5.34 lists the Town of Melrose existing and potential areas of cooperation as identified by the Plan Commission.

Table 5.34: Existing and Potential Areas of Cooperation

Existing areas of cooperation with other local units of government.	
Local Unit of Government	Existing Cooperation Efforts
Jackson County	Zoning, law enforcement
Monroe County	
La Crosse County	
Village of Melrose	Parks:school; fire; EMS
Town of Franklin	
Town of Irving	
Town of North Bend	
Town of Little Falls	
Town of Farmington	
Mindoro-Melrose School District	
Mississippi RPC	
State of Wisconsin	
Potential areas of cooperation with other local units of government.	
Local Unit of Government	Potential Cooperation Efforts

The Intergovernmental Cooperation Element Guide published by the Wisconsin Department of Administration provides several ideas for cooperation including the following listed below.

**Voluntary Assistance:** Your community, or another, could voluntarily agree to provide a service to your neighbors because doing so makes economic sense and improves service levels.

**Trading Services:** Your community and another could agree to exchange services. You could exchange the use of different pieces of equipment, equipment for labor, or labor for labor.

**Renting Equipment:** Your community could rent equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities – the community renting gets the use of equipment without having to buy it, and the community renting out the equipment earns income from the equipment rather than having it sit idle.

**Contracting:** Your community could contract with another community or jurisdiction to provide a service. For example, you could contract with an adjacent town or Village to provide police and fire protection, or you could contract with the county for a service in addition to that already routinely provided by the county sheriff's department.

**Routine County Services:** Some services are already paid for through taxes and fees. Examples are police protection services from the county sheriff's department, county zoning, county public health services, and county parks. Your Intergovernmental Cooperation Element could identify areas where improvements are needed and could recommend ways to cooperatively address them.

**Sharing Municipal Staff:** Your community could share staff with neighboring communities and other jurisdictions – both municipal employees and independently contracted professionals. You could share a building inspector, assessor, planner, engineer, zoning administrator, clerk, etc.

**Consolidating Services:** Your community could agree with one or more other communities or governmental units to provide a service together. Consolidation could also include the process of joining the Town and Village to form one jurisdiction.

**Joint Use of a Facility:** Your community could use a public facility along with other jurisdictions. The facility could be jointly owned or one jurisdiction could rent space from another.

**Special Purpose Districts:** Special purpose districts are created to provide a particular service, unlike municipalities that provide many different types of services. Like municipalities, special purpose districts are separate and legally independent entities.

**Joint Purchase and Ownership of Equipment:** Your community could agree with other jurisdictions to jointly purchase and own equipment such as pothole patching machines, mowers, rollers, snowplows, street sweepers, etc.

**Cooperative Purchasing:** Cooperative purchasing, or procurement, is where jurisdictions purchase supplies and equipment together to gain more favorable prices.

### **Consolidation**

Consolidation is the process by which a town, City, or Village joins together with another town, City, or Village to form one jurisdiction. More detailed information on incorporation can be obtained from Wisconsin State Statute Section 66.0229.

### **Extraterritorial Planning**

Cities and villages have the right to include land within their extraterritorial jurisdiction (ETJ), the area within 1 ½ mile of the municipal boundaries, in their planning documents. The inclusion of this land within planning documents allows for greater transparency and coordination with neighboring municipalities.

### **Extraterritorial Zoning**

Extraterritorial Zoning allows a first, second or third class city to adopt zoning in town territory, 3 miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits. Under extraterritorial zoning authority a city or village may enact an interim-zoning ordinance that freezes existing zoning (or if there is no zoning, existing uses). A joint extraterritorial zoning committee is established to develop a plan and regulations for the area. The joint committee is comprised of three member from the affected town and three members from the

village or city. Zoning requests within the area must be approved by a majority of the committee. More detailed information can be obtained from Wisconsin State Statute 66.23.

#### **Extraterritorial Subdivision “Plat” Review**

Extraterritorial subdivision review allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, whereas extraterritorial zoning requires town approval of the zoning ordinance, extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the village or city. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it. More detailed information can be obtained from Wisconsin State Statute 236.10.

#### **Intergovernmental Agreements**

Intergovernmental Agreements can be proactive or reactive. There are three types of intergovernmental agreements that can be formed including general agreements, cooperative boundary agreements, and stipulations and orders.

1. General Agreements – This is the type of intergovernmental agreement that is most commonly used for services. These agreements grant municipalities with authority to cooperate on a very broad range of subjects. Specifically, Wis. Stats 66.0301 authorizes municipalities to cooperate together for the receipt of furnishing of services or the joint exercise of any power or duty required or authorized by law. The only limitation is that municipalities with varying powers can only act with respect to the limit of their powers. This means that a general agreement cannot confer upon your community more powers than it already has.
2. Cooperative Boundary Agreements – This type of agreement is proactive and is used to resolve boundary conflicts. Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative agreement must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. Using a cooperative boundary agreement a community could agree to exchange revenue for territory, revenue for services, or any number of other arrangements. More detailed information can be obtained from Wisconsin State Statute 66.0307.
3. Stipulation and Orders – This type of agreement is reactive because it is used for resolving boundary conflicts that are locked in a lawsuit. The statute provides the litigants a chance to settle their lawsuit by entering into a written stipulation and order, subject to approval by a judge. Using a stipulation and order a community could agree to exchange revenue for territory in resolving their boundary conflict. Stipulation and orders are subject to a binding referendum. More detailed information can be obtained from Wisconsin State Statute 66.0225.

(Source: WIDOA Intergovernmental Cooperation Element Guide)

### 5.7.2 Analysis of Intergovernmental Relationships

Table 5.35 provides a brief description of the quality of the Town of Melrose’s relationship to other units of government according to the Plan Commission.

**Table 5.35: Analysis of Intergovernmental Relationships**

Local Unit of Government	Satisfactory (5), Neutral (3), or Unsatisfactory (1)	Comments
Jackson County	5	
Monroe County		
La Crosse County		
Village of Melrose	5	
Town of Franklin		
Town of Irving		
Town of North Bend		
Town of Little Falls		
Town of Farmington		
Mindoro-Melrose School District	5	
Mississippi RPC	5	
State of Wisconsin	5	
Black River Falls School District	5	
Mississippi RPC	5	
State of Wisconsin		

### 5.7.3 Existing and Potential Conflicts and Potential Solutions

Table 5.36 provides a brief description of the existing and potential conflicts facing the Town of Melrose, according to the Plan Commission.

**Table 5.36: Existing and Potential Conflicts and Potential Solutions**

<u>Existing and potential</u> conflicts with other local units of government.	
Local Unit of Government	Existing and Potential Conflicts
	<i>None at this time</i>
<u>Solutions</u> appropriate to resolve these conflicts.	

## 5.8 LAND USE

This element provides a baseline assessment of Town of Melrose land use and includes the information required under SS66.1001. Information includes: existing land uses, existing and potential land use conflicts, natural limitations for building site development and land use trends. This information provides a basis for creating goals, objectives, policies, maps and actions to guide the future land use activities in the Town of Melrose.

### 5.8.1 Existing Land Use

All the land in the Town of Melrose is categorized according to its primary use. Those categories are described in the following list and illustrated on Maps 5 and 5a, Existing Land Use.

**Dwelling Unit:** A building or a portion thereof designed exclusively for residential occupancy and containing provisions for living, sleeping, eating, cooking and sanitation for not more than one family.

- Agricultural – land used for the production of food or fiber
- Farmstead – a residential structure associated with agricultural land and typically without urban services (public water or sewer)
- Single Family Residential – a structure that only contains one dwelling unit (as defined above).
- Duplex Residential – a structure that contains two dwelling units.
- Multi-Family Residential – a structure that contains more than two dwelling units.
- Mobile Home Park – a contiguous parcel developed for the placement of manufactured homes.
- Commercial/Office – a location where retail goods and/or services are sold or where office activities take place.
- Industrial – a property where goods and products are manufactured, produced, or stored.
- Quarry – a property where the extraction of metallic or nonmetallic minerals or materials takes place.
- Public/Institutional – properties owned and/or used by governmental bodies, non-governmental organizations, and community organizations. These can include the Town Hall, public works buildings, County, State, and Federal structures, schools, churches, and others.
- Park & Recreation – a property where recreation is the primary activity and where there is typically no commercial or residential use. The City, County, or State usually owns these properties.
- Woodland – land which is primarily forested and without structures.
- Wetlands - areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment.
- Open Space – land that is without structures and is neither forested nor used for agricultural purposes.
- Platted Lands – land that has been platted for development but remains unused.

Table 5.37 approximates the existing land uses in the Town as of year 2008. The Town of Melrose's existing land use pattern is indicative of a northern Wisconsin town. The dominant land uses within Town limits are woodlands (45.3%) and agricultural (39.3%).

**Table 5.37: Existing Land Use**

Existing Land Use Plan Area	Acres	Percentage
Agricultural	6,947.1	39.3%
Farmstead	186.1	1.1%
Residential-SF	202.1	1.1%
Commercial	15.4	0.1%
Institutional	84.8	0.5%
Open Space	1,072.6	6.1%
Pit Mining / Landfills	0.0	0.0%
Transportation	254.6	1.4%
Water	615.9	3.5%
Wooded Lands	8,015.1	45.3%
Forest Agriculture	303.1	1.7%
<b>Total</b>	<b>17,697</b>	<b>100.0%</b>

Source: MSA GIS, Town of Melrose

### Existing and Potential Conflicts

The most notable existing or potential land use conflicts stem from the inappropriate siting of houses on viable agricultural lands.

### Limitations for Building Site Development

All land does not hold the same development potential. Development should only take place in suitable areas, which is determined by a number of criteria, including:

- A community's comprehensive plan
- Compatibility with surrounding uses
- Special requirements of a proposed development
- Ability to provide utility and community services to the area
- Cultural resource constraints
- Ability to safely access the area
- Various physical constraints (soils, wetlands, floodplains, steep slopes, etc.)

The United States Soil Conservation Service (SCS), the predecessor agency to the United States Natural Resources Conservation Service (NRCS), completed a detailed operational soil survey of Jackson County. The findings of this survey are documented in the report entitled "Soil Survey of Jackson County, Wisconsin", recently updated in 2001 by the United States Department of Agriculture, Soil Conservation Service. The soil survey provided useful information regarding the suitability of the soils for various urban and rural land uses. Utilization of the soil survey involves determining the kinds and degrees of limitations that the soil properties are likely to impose on various uses and activities, and evaluating the appropriateness of a particular land use with respect to the soil limitations.



Topography is an important determinant of the land uses practicable in a given area. Lands with steep slopes (20 % or greater) are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes (12%-20%) may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed low-density residential use, with appropriate erosion control measures. Lands that are gently sloping or nearly level are generally suitable for agricultural production or for urban uses.

Another important determinant of land suitability for development is the presence of water and an area’s susceptibility to flooding. Lands that are classified as wetlands, have a high water table, or are in designated floodplains are rarely suitable for rural or urban development.

The Development Limitations Map in the Appendix indicates those areas within the Town of Melrose that are unfavorable for development due to steep slopes, wetlands, and floodplains.

## 5.8.2 Land Use Trends

### Land Supply

In year 2008, there were 17,697 acres of land within the Town. Table 5.38 indicates that over 47% of the land within the Plan Area has some sort of development limitation either due to water, wetlands, floodplains, or steep slopes. There are approximately 8,526 acres of developable land within the Town. Caution should be given, as this number does not include other factors that determine land suitability for development such as transportation access or utility access.

Table 5.38: Land Supply, Plan Area

Land Use Categories	Acres	Percentage
Developed	743	4.2%
Development Limitations	8,428	47.6%
Developable	8,526	48.2%
Total	17,697	100.0%

Source: MSA GIS, Town of Melrose

1. Developed lands include all intensive land uses (residential, commercial, industrial, public, recreation)
2. Development Limitation land includes water, wetlands, floodplains, and steep slopes >12%
3. Developable lands include all lands not categorized as developed or undevelopable.

### Land Demand

According to the U.S. Census, the Town of Melrose gained 26 households between years 1990 to 2000. This represents an increase of 20.5%, which was more aggressive than the housing growth of Jackson County (13.1%). The WIDOA projects that the Town will gain an additional 66 households between the years 2000 and 2030, representing an increase of 43.1%, compared to 33.6% growth for Jackson County. The Town has issued 52 building permits in the time span from 2004 to 2008; however, the vast majority of the permits were for sheds, decks, and other additions to existing homes.

Table 5.39 projects the estimated total acreage that will be utilized by residential, commercial, and industrial land uses for five-year increments throughout the planning period. Projected residential acreage is calculated by using the household projections (*see Table 5.4*) and a lot size of 1.79 acres

(average size of a residential lot in the Town). It is estimated that an additional 111 acres of residential lands will be developed in the Town by year 2030. Caution should be given, as this number assumes that new lot sizes will reflect the current average lot size in the Towns. It is assumed that commercial and industrial acreage will maintain the same proportion to residential acreage as in year 2008.

**Table 5.39: Projected Land Use Needs**

Projected Land Demand	2005	2010	2015	2020	2025	2030	25 Year Change
Population	421	441	463	486	507	525	104
Household Size	2.58	2.53	2.49	2.47	2.43	2.40	-0.19
Housing Units	180	192	205	218	231	242	62
Residential (acres)*	388	410	434	455	479	499	111
Commercial (acres)	15	16	17	18	19	20	4
Industrial (acres)	0	0	0	0	0	0	0
Developable Land (acres)	8,526	8,504	8,479	8,456	8,432	8,411	-115

Source: MSA GIS- projections based on existing land use pattern and median residential lot size of 1.79 acres

*\*This figure includes acreage on farmsteads (agricultural parcels with a residence)*

### Land Prices

Agricultural and forestlands generally sell for a higher price when sold for uses other than continued agriculture or forestry. The U.S. Census of Agriculture tracks land sale transactions involving agricultural and forestry land at the county level. From year 1998 to 2007, Jackson County has averaged a total of 45 transactions per year involving agricultural land. In all years, except 2003, the number of transactions involving land to continue to agricultural use outnumbered those involving land diverted to other uses. The average price per acre for those transactions grew by almost 153%, from \$942 to \$2,390. Similar trends in land prices can be expected for undeveloped land within the Town.

An average of only 8 transactions per year occurred where agricultural land was diverted to other uses. Between 1998 and 2007, the average price per acre for those transactions grew by only 15%, from \$1,950 to \$2,248.

Table 5.40: Agricultural Land Sale Transactions

Year	Ag Land Continuing in Ag Use			Ag Land Diverted to Other Uses		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
1998	54	3,394	\$942	2	138	\$1,950
1999	61	4,122	\$1,025	9	424	\$1,540
2000	48	2,610	\$1,114	2	138	\$1,155
2001	43	2,871	\$1,225	8	422	\$1,208
2002	46	2,242	\$1,187	1	33	\$1,129
2003	19	1,469	\$1,407	29	673	\$2,092
2004	30	2,134	\$1,741	24	703	\$1,781
2005	29	2,565	\$1,974	2	123	\$2,608
2006	24	2,061	\$2,396	0	0	x
2007	19	1,298	\$2,390	1	10	\$2,248
<b>Total</b>	<b>373</b>	<b>24,766</b>	<b>x</b>	<b>78</b>	<b>2,664</b>	<b>x</b>

Source: US Census of Agriculture, Jackson County

Information regarding the number of forestland sale transactions is not as well known and what data is available appears in Table 5.41. From year 1998 to 2007, Jackson County has averaged 60 annual transactions where forestland continued in forest use. The average price per acre for those transactions was \$1,418. During the same period, the county averaged 6 transactions per year where forestland was diverted to other uses. The average price per acre for those transactions was \$2,239. Similar trends in land prices can be expected for undeveloped land within the Town.

Table 5.41: Forest Land Sale Transactions

Year	Forest Land Continuing in Forest Use			Forest Land Diverted to Other Uses		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
1998	74	3,788	\$876	2	17	\$479
1999	82	3,310	\$859	11	421	\$1,033
2000	56	2,218	\$1,135	4	289	\$1,197
2001	64	3,002	\$1,236	6	270	\$1,053
2002	NA	NA	NA	NA	NA	NA
2003	NA	NA	NA	NA	NA	NA
2004	NA	NA	NA	NA	NA	NA
2005	52	2,565	\$2,074	6	246	\$2,527
2006	33	1,530	\$2,328	4	293	\$7,147
2007	30	1,482	\$2,474	1	40	\$2,988
<b>Total</b>	<b>361</b>	<b>16,413</b>	<b>x</b>	<b>33</b>	<b>1,536</b>	<b>x</b>

Source: US Census of Agriculture, Jackson County

Trends in land prices can also be derived using the tax assessment data. Table 5.42 displays the aggregate assessed value for various land use categories for year 2002 and 2007. In year 2007, the average equalized asset value (land and improvements) for residential parcels in the Town of Melrose was \$81,166; and \$38,655 for commercial parcels. The information is from the WI Department of Revenue, and caution should be given as the WIDOR has periodically switched the way that they have reported or assessed certain land classifications over the years (i.e. use value assessment of agricultural land).

Table 5.42: Town of Melrose Land Use Assessment Statistics

Land Use	2002				2007				
	Parcels	Acres	Aggregate Assessed Value	Equalized Value	Parcels	Acres	Aggregate Assessed Value	Equalized Value	Equalized Value per Parcel
Residential	171	265	\$7,877,195	\$8,884,400	182	258	\$14,807,800	\$14,772,200	\$81,166
Commercial	10	15	\$359,200	\$375,300	11	15	\$460,600	\$425,200	\$38,655
Manufacturing	0	0	\$0	\$0	0	0	\$0	\$0	x
Agricultural	359	8,372	\$1,543,700	\$1,522,700	362	8,041	\$1,167,400	\$1,177,800	\$3,254
Undeveloped	162	670	\$168,995	\$100,400	282	1,110	\$399,700	\$604,600	\$2,144
AG Forest	x	x	x	x	181	2,395	\$2,247,600	\$2,419,000	\$13,365
Forest	345	6,872	\$4,547,330	\$7,778,000	175	3,386	\$5,842,100	\$6,839,700	\$39,084
Other	51	131	\$3,614,585	\$5,016,700	62	113	\$7,323,300	\$6,838,300	\$110,295
Personal Property	x	x	\$219,900	\$244,400	x	x	\$167,500	\$167,500	x
<b>Total</b>	<b>1,098</b>	<b>16,325</b>	<b>18,330,905</b>	<b>23,921,900</b>	<b>1,255</b>	<b>15,318</b>	<b>\$32,416,000</b>	<b>\$33,244,300</b>	<b>\$26,489</b>

Source: WI Dept Revenue, Town of Melrose

**1. Aggregate Assessed Value** – This is the *dollar amount* assigned to taxable real and personal property by the local assessor for the purpose of taxation. Assessed value is called a primary assessment because a levy is applied directly against it to determine the tax due. Accurate assessed values ensure fairness between properties within the taxing jurisdiction. The law allows each municipality to be within 10% of market value (equalized value), provided there is equity between the taxpayers of the municipality. (Source: 2006 Guide for Property Owners, WI DOR)

**2. Equalized Value Assessment** – This is the *estimated value* of all taxable real and personal property in each taxation district. The value represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands, which are based on 50% of their full, fair market value. Since assessors in different taxing districts value property at different percentages of market value, equalized values ensure fairness between municipalities. The equalized values are used for apportioning county property taxes, public school taxes, vocational school taxes, and for distributing property tax relief. In summary, equalized values are not only used to distribute the state levy among the counties, but also the equalized values distribute each county's levy among the municipalities in that county. The WI-DOR determines the equalized value. (Source: 2006 Guide for Property Owners, WI-DOR)

### 5.8.3 Redevelopment Opportunities

Current trends suggest that new development will continue at a reasonable pace (Table 5.39). There are over 8,500 acres of developable land within the Town, and one could assume that this would more than meet the demands for new residential, commercial, or industrial development. Although there is ample room for new development within the Town of Melrose, the Plan Commission is quick to stress that they see no need to encourage growth just for the sake of growing; the community is quite satisfied as it is.

## Town of Melrose Comprehensive Plan Public Assurance Plan

Jackson County and the Town of Melrose has developed guidelines for involving the public as part of the requirements of the Comprehensive Planning Process (Section 66.1001(4)(a), Stats.). The goal of a public assurance plan is to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.

The Town of Melrose elects to use the Plan Commission to work with MSA Professional Services, Inc. to develop the Comprehensive Plan. The Plan Commission will have the responsibility for developing the Comprehensive Plan. The Town Board shall have the authority to adopt the Comprehensive Plan.

The following details the public participation plan the Town of Melrose will use for developing its Comprehensive Plan.

- **Project Meetings:** Together with Jackson County, the Town will hold a number of public meetings throughout the two plus year planning process. The majority of them will be cluster meetings where multiple municipalities will meet together at one time. The purpose of the cluster meetings is to review, discuss, and create project material related to the creation of the Draft Comprehensive Plan. It is anticipated that the project will take the Town of Melrose eight meetings to complete. Additional meetings will include the approval of the Draft Comprehensive Plan by both the Plan Commission and the Town Board.
- **Public Notice:** Meeting times will be published and posted in accordance with Town procedures and State law. All Town Comprehensive Planning meetings are open to the public unless otherwise indicated in the posted meeting notice. Public attendees are encouraged to voice their ideas, opinions, and concerns at each meeting.

### Adoption Procedures:

- The Plan Commission shall, by majority vote, adopt a resolution recommending that the Town Board pass an ordinance to adopt the Draft Comprehensive Plan. (Statute 66.1001(4)(b))
  - Public Informational Meetings (PIMs) will be held upon completion of the Draft Plan. Residents will be encouraged to provide comments before the Plan Commission recommends a resolution to the Board for the approval of the Draft Plan. All written comments, which should be forwarded to the Municipal Clerk, will be consolidated and presented at the Plan Commission meeting.
- An electronic (CD) copy of the Draft Plan will be disseminated to neighboring jurisdictions and appropriate governments, as stated in Statutes 66.1001 (4)(b)(e)(f), providing 30 days for written comments. In addition, a copy of the Draft Plan will be accessible at the local public library.
  - The Clerk for the following local governmental units shall receive a copy of the plan:
    - Jackson County
    - Monroe County
    - La Crosse County
    - Village of Melrose
    - Town of Franklin (Jackson County)

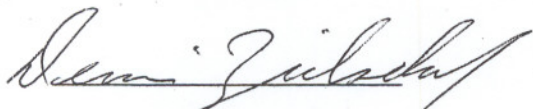
- Town of Irving (Jackson County)
  - Town of North Bend (Jackson County)
  - Town of Little Falls (Monroe County)
  - Town of Farmington (La Crosse County)
  - Mississippi River RPC
  - The Wisconsin Department of Administration
  - The Administrator for the Melrose-Mindoro School District
- The Town Board, by a majority vote, shall enact the ordinance adopting the recommended plan (Section 66.1001(4)(c), Stats.). The Adopted Plan and adopting ordinance will be disseminated to the same neighboring jurisdictions, County, and State governments as stated in Wisconsin Statute 66.1001(4)(b), and listed above.
- Before Town Board adoption, a Public Hearing will be held for presentation of the Recommended Draft Comprehensive Plan as stated in Stat. 66.1001(4)(d). The hearing must be preceded by a Class 1 notice under ch.985.
  - At least 30 days before the hearing is held, written notice shall be provided to all of the following:
    - An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
    - A person who has registered a marketable nonmetallic mineral deposit under s. 295.20
    - Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the Town of Melrose provide the property owner or leaseholder notice of the hearing.
    - Any person who has submitted a request to receive notice of any proposed ordinance that affects the allowable use of property owned by the person.
  - Any comments by the above-mentioned governing bodies, or public, will be read into the minutes during the Public Hearing, evaluated, and incorporated as necessary by the Town Board into the Adopted Comprehensive Plan. A summary of comments and subsequent action will be provided upon request.

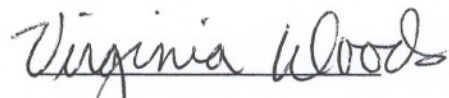
*Other public participation activities may be added as deemed necessary by Town Board.*

Vote: Yes  No  Abstain  Absent

Adopted this 9<sup>th</sup> day of Feb., 2009.

Attest:

  
Town Board Chairperson

  
Town Clerk

# Jackson County Public Opinion Survey

## Results Overview



Date: 7/7/2009 9:10 AM PST

Responses: Completes


Filter: Custom Filter

### 1. Indicate your status in Jackson County.




Year-round resident-OWNER		29	63%
Year-round resident-RENTER		0	0%
Seasonal resident-OWNER		4	9%
Seasonal resident-RENTER		0	0%
Non-resident landowner		13	28%
Total		46	100%

### 2. Indicate the Town, Village or City where your primary Jackson County residence (or the most frequently used property) is located.

City of Black River Falls	0	0%
Town of Adams	0	0%
Town of Albion	0	0%
Town of Alma	0	0%
Town of Bear Bluff	0	0%
Town of Brockway	0	0%
Town of City Point	0	0%
Town of Cleveland	0	0%
Town of Curran	0	0%
Town of Franklin	0	0%
Town of Garden Valley	0	0%
Town of Garfield	0	0%
Town of Hixton	0	0%
Town of Irving	0	0%
Town of Knapp	0	0%
Town of Komensky	0	0%
Town of Manchester	0	0%

Town of Melrose		46	100%
Town of Millston		0	0%
Town of North Bend		0	0%
Town of Northfield		0	0%
Town of Springfield		0	0%
Village of Alma Center		0	0%
Village of Hixton		0	0%
Village of Melrose		0	0%
Village of Merrilan		0	0%
Village of Taylor		0	0%
Total		46	100%


**3.** Please indicate your age bracket.

18 - 25		0	0%
26 - 45		7	16%
46 - 65		18	41%
over 65		19	43%
Total		44	100%

**4.** If you own land in Jackson County, within the next 10 years are you planning to:

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Yes	No	Does not apply
Build a year-round residence	3 10%	24 77%	4 13%
Expand existing home	2 6%	25 81%	4 13%
Expand or start new business	3 10%	25 81%	3 10%
Sell and relocate out of the area	6 19%	24 75%	2 6%
Make no changes	27 68%	10 25%	3 8%





**5.** How long have you owned your primary property or primary residence in Jackson County?

Less than 5 years		6	14%
5 to 15 years		15	34%
More than 15 years		23	52%



I am a renter		0	0%
Total		44	100%





**6.** The quality of life in Jackson County is good.

Strongly agree		9	20%
Agree		26	58%
Disagree		1	2%
Strongly disagree		0	0%
No opinion		9	20%
Total		45	100%

**7.** The quality of life in Jackson County has improved in recent years.

Strongly agree		2	4%
Agree		18	40%
Disagree		12	27%
Strongly disagree		0	0%
No opinion		13	29%
Total		45	100%

**8.** The quality of life in Jackson County is likely to improve in the future.

Strongly agree		2	4%
Agree		22	49%
Disagree		11	24%
Strongly disagree		0	0%
No opinion		10	22%
Total		45	100%


**9.** The following features make quality of life in Jackson County good.

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Strongly agree	Agree	Disagree	Strongly disagree	No opinion
Affordable housing.	2 4%	24 53%	4 9%	0 0%	15 33%
Cultural opportunities.	0 0%	17 38%	14 31%	0 0%	14 31%
Farming.	14	20	2	0	9





	31%	44%	4%	0%	20%
Good roads.	7 16%	23 51%	7 16%	3 7%	5 11%
Lakes, rivers, creeks and streams.	15 33%	24 53%	3 7%	0 0%	3 7%
Low crime rate.	4 9%	27 60%	5 11%	2 4%	7 16%
Low property taxes.	1 2%	11 24%	22 49%	8 18%	3 7%
Natural environment and beauty.	16 36%	25 56%	0 0%	0 0%	4 9%
Proximity to jobs.	2 4%	13 29%	14 31%	4 9%	12 27%
Public outdoor recreation activities (hunting, fishing, boating, etc.)	15 33%	25 56%	1 2%	0 0%	4 9%
Public outdoor recreational facilities (parks, campgrounds, beaches, etc.)	14 31%	22 49%	4 9%	0 0%	5 11%
Public schools	11 24%	19 42%	1 2%	2 4%	12 27%

**10.** What are the three (3) most important issues facing Jackson County in the coming years? (select only 3)

Public services		2	4%
Public schools		11	24%
Road maintenance		18	40%
Promote business and create jobs		20	44%
Farmland preservation		17	38%
Residential growth		5	11%
Scenic views		0	0%
Expand recreational opportunities		2	4%
Property taxes		31	69%
Sensitive environmental areas		6	13%
Maintain Jackson County's rural character		12	27%
Provide adequate housing		0	0%
Forest			

fragmentation (break up of large forested land parcels)		5	11%
Other, please specify		1	2%






**12.** Homeowners: What is the present value of your Jackson County residence?

Less than \$100,000		8	26%
\$100,000 - \$200,000		14	45%
\$200,000-\$300,000		8	26%
Over \$400,000		1	3%
Total		31	100%

**13.** Should there be the minimum lot size for single family residential development in rural Jackson County?

Yes		24	53%
No		11	24%
No opinion		10	22%
Total		45	100%

**14.** If yes, what should the minimum lot size be for single family residential development in rural Jackson County?


Less than 1 acre		5	18%
1 - 2 acres		14	50%
3 - 5 acres		7	25%
6 - 10 acres		1	4%
10 - 20 acres		1	4%
No minimum acreage requirement		0	0%
Other, please specify		0	0%
Total		28	100%

**15.** How would you rate housing availability in Jackson County?




Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Need a lot more	Need a little more	Do not need any more	No opinion

Apartments (3 or more units)	1 2%	6 13%	9 20%	29 64%
Assisted living facilities for seniors	6 13%	14 31%	2 4%	23 51%
Condominiums	0 0%	8 18%	11 24%	26 58%
Duplexes	0 0%	8 18%	9 20%	28 62%
Executive (high-end) housing	0 0%	6 13%	12 27%	27 60%
Focus on improving existing housing quality	8 18%	13 29%	1 2%	23 51%
Housing for low-income households	4 9%	9 20%	7 16%	24 55%
Mobile home parks	0 0%	4 9%	19 42%	22 49%
Senior condominiums and apartments	4 9%	14 32%	3 7%	23 52%
Single family housing	4 9%	11 25%	3 7%	26 59%
Starter (first time buyer) homes	5 11%	12 27%	3 7%	25 56%


**16.** What type of road do you have fronting your property?




City or Village street		4	10%
Town road		16	39%
County road		5	12%
State highway		12	29%
Private road		4	10%
Total		41	100%

**17.** What type of road surface is utilized?






Paved		19	66%
Gravel		6	21%
Dirt		4	14%
Total		29	100%

**18.** Which roadway systems need the most improvement or maintenance?


City or Village street		2	5%
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Town road		14	33%
County road		25	58%
State highway		2	5%
Private road		0	0%
Total		43	100%

**19.** Rate the overall condition of the roads in Jackson County.

Very good		3	7%
Good		12	26%
Average		22	48%
Fair		6	13%
Poor		3	7%
Total		46	100%





**20.** In general the road shoulders in Jackson County are adequate.


Strongly agree		0	0%
Agree		25	54%
Disagree		12	26%
Strongly disagree		4	9%
No opinion		5	11%
Total		46	100%

**21.** The County should provide additional road shoulders for bicyclists.






Strongly agree		5	11%
Agree		11	24%
Disagree		19	42%
Strongly disagree		6	13%
No opinion		4	9%
Total		45	100%

**22.** Some roads within Jackson County should be open to ATVs.



Strongly agree		2	4%
Agree		11	24%
Disagree		20	43%
Strongly disagree		10	22%

No opinion		3	7%
Total		46	100%



**23.** The County's existing public transportation services (elderly van service, mini-bus) are adequate.

Strongly agree		2	4%
Agree		15	33%
Disagree		4	9%
Strongly disagree		1	2%
No opinion		24	52%
Total		46	100%

**24.** Bus service within Jackson County should be developed with rural bus stops at selected locations.

Yes		8	31%
No		18	69%
Total		26	100%
0 Responses			

**25.** Passenger rail service should be established to provide local municipalities with connections to major urban centers (Twin Cities, Madison, Milwaukee, Chicago, etc.)

Yes		14	44%
No		18	56%
Total		32	100%
0 Responses			

**26.** As a Jackson County landowner, rank the importance of maintenance and improvements of the following facilities. (1 - least important to 5 - most important)

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	One (least important)	Two	Three	Four	Five (most important)	No opinion
Airports	16 35%	5 11%	3 7%	1 2%	1 2%	20 43%
Ambulance Service	1 2%	0 0%	4 9%	11 24%	21 46%	9 20%
Business parks	6 13%	7 15%	5 11%	7 15%	2 4%	19 41%
Cellular service / Internet access / Cable	4 9%	8 17%	6 13%	6 13%	12 26%	10 22%

Fire protection	1 2%	1 2%	1 2%	9 20%	24 52%	10 22%
Hospital / Health care clinics	2 4%	1 2%	4 9%	7 15%	22 48%	10 22%
Law Enforcement	3 7%	2 4%	4 9%	6 13%	22 48%	9 20%
Municipal water systems	3 7%	1 2%	9 20%	5 11%	12 26%	16 35%
Parks	4 9%	6 13%	10 22%	8 17%	5 11%	13 28%
Public libraries	6 13%	9 20%	8 17%	5 11%	8 17%	10 22%
Public school system	4 9%	2 4%	4 9%	10 22%	16 35%	10 22%
Recreational trails motorized	14 30%	6 13%	7 15%	5 11%	2 4%	12 26%
Recreational trails non-motorized	8 17%	5 11%	15 33%	2 4%	4 9%	12 26%
Recycling Program	1 2%	5 11%	9 20%	10 22%	13 28%	8 17%
Sanitary sewer service	2 4%	2 4%	10 22%	6 13%	13 28%	13 28%
Solid Waste collection (garbage)	3 7%	1 2%	13 28%	5 11%	14 30%	10 22%
Street and road maintenance	0 0%	2 4%	10 22%	10 22%	17 37%	7 15%

**27.** What are the most important natural resource elements to you? (select the three (3) most important to you)

Lakes		13	30%
Rivers / creeks / streams		27	61%
Groundwater		26	59%
Wetlands		6	14%
Wildlife		29	66%
Soil		9	20%
Forests		15	34%
Parks		1	2%
Community Design		0	0%
Cultural Resources		0	0%
Recreational Resources		5	11%
Historical Resources		2	5%
Other, please		0	0%

specify

**28.** Jackson County should further ensure that its lakes, rivers, streams and wetlands are protected from degradation.

Strongly agree		20	44%
Agree		19	42%
Disagree		5	11%
Strongly disagree		0	0%
No opinion		1	2%
Total		45	100%

**29.** Additional development restrictions should be put in place to protect the aesthetic beauty and ecological functioning of lake, river and stream shorelines.

Strongly agree		15	33%
Agree		17	38%
Disagree		8	18%
Strongly disagree		2	4%
No opinion		3	7%
Total		45	100%

**30.** Should developers be required to provide neighborhood parks or other recreational facilities as part of rural subdivision approval?

Strongly agree		7	16%
Agree		18	40%
Disagree		7	16%
Strongly disagree		5	11%
No opinion		8	18%
Total		45	100%





**31.** Do you think additional recreational facilities are needed for the following?

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Need more	Adequate	Too many already	No opinion
	ATVs	5 11%	23 50%	11 24%
Beaches	4 9%	34 74%	1 2%	7 15%
Campgrounds	8	30	1	6








	18%	67%	2%	13%
Cross Country Skiing	6 13%	30 65%	1 2%	9 20%
Cycling / Mountain Biking	7 15%	26 57%	4 9%	9 20%
Dog Sledding	3 7%	21 46%	2 4%	20 43%
Fishing / Boat Landings	13 28%	26 57%	1 2%	6 13%
Golf Courses	0 0%	30 65%	10 22%	6 13%
Hiking / Walking	8 17%	30 65%	2 4%	6 13%
Horseback Riding	3 7%	24 52%	4 9%	15 33%
Hunting	6 13%	30 65%	3 7%	7 15%
Picnic Areas	7 15%	31 67%	2 4%	6 13%
Playground Equipment	8 17%	28 61%	2 4%	8 17%
Snowmobile	2 4%	28 61%	9 20%	7 15%
Sports Fields (Baseball, Soccer, Tennis, etc.)	4 9%	31 67%	4 9%	7 15%

**32.** Prime agricultural lands should be preserved exclusively for farming use in Jackson County.

Strongly agree		16	35%
Agree		19	41%
Disagree		7	15%
Strongly disagree		1	2%
No opinion		3	7%
Total		46	100%






**33.** Single family residences should be allowed to be constructed on prime agricultural lands.

Strongly agree		1	2%
Agree		14	30%
Disagree		20	43%
Strongly disagree		8	17%
No opinion		3	7%
Total		46	100%


**34.** Currently residential homes are not allowed in agricultural zone districts unless the owner is actively engaged in an agricultural activity. Do you?

Strongly agree		9	20%
Agree		22	49%
Disagree		11	24%
Strongly disagree		1	2%
No opinion		2	4%
Total		45	100%

**35.** Non-farm residential development should not be allowed in farming areas because of the potential for conflicts with farming activities.

Strongly agree		10	22%
Agree		21	46%
Disagree		7	15%
Strongly disagree		4	9%
No opinion		4	9%
Total		46	100%

**36.** Jackson County should allocate funding to recruit new industries and/or commercial businesses.

Strongly Agree		10	22%
Agree		19	42%
Disagree		12	27%
Strongly Disagree		2	4%
No Opinion		2	4%
Total		45	100%

**37.** As a Jackson County landowner, do you support the development of the following types of industries in Jackson County? (select one per line)




Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Support	Oppose	Not sure
Forest product manufacturing	38 83%	1 2%	7 15%
Heavy manufacturing (primary manufacturing such as foundries, etc.)	19 41%	17 37%	10 22%
High technology manufacturing	34 74%	3 7%	9 20%
Intensive agricultural operations ("factory" farms or egg processing plants)	15 33%	18 39%	13 28%
Light manufacturing			

(product assembly, product fabrication, etc.)	38 83%	1 2%	7 15%
Non-intensive agricultural related businesses (implement dealer, etc.)	39 87%	0 0%	6 13%
Renewable energy manufacturing	38 83%	2 4%	6 13%
Transport industrial (warehousing, distribution centers, etc.)	32 71%	4 9%	9 20%
Other (please specify)	1 20%	0 0%	4 80%


**38.** As a Jackson County landowner, do you support the development of the following types of retail establishments in Jackson County? (select one per line)

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Support	Oppose	Not Sure
Convenience stores	36 78%	5 11%	5 11%
Department stores	34 74%	7 15%	5 11%
Entertainment establishments	31 67%	7 15%	8 17%
Family restaurants	40 87%	1 2%	5 11%
Fast food restaurants	31 67%	9 20%	6 13%
Recreational activity stores (ATV, motorcycle, snowmobile, etc.)	34 74%	4 9%	8 17%
Small specialty retail shops	38 83%	2 4%	6 13%
Specialty grocery stores	37 80%	2 4%	7 15%
Supermarkets	38 83%	3 7%	5 11%

**39.** Are there enough job opportunities in Jackson County?




Yes		3	7%
No		31	67%
Not sure		12	26%
Total		46	100%

**40.** Are the jobs in Jackson County paying an adequate wage or salary?

Yes		3	7%
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No		27	59%
Not sure		16	35%
Total		46	100%

**41.** Current land use regulations have done an effective job in minimizing land use conflicts in Jackson County.

Strongly agree		0	0%
Agree		23	50%
Disagree		7	15%
Strongly disagree		0	0%
No opinion		16	35%
Total		46	100%

**42.** Should you be allowed to use, develop or sell your land for any type of use, regardless of whether or not conflict might develop with neighbors?

Strongly agree		2	4%
Agree		14	31%
Disagree		13	29%
Strongly disagree		13	29%
No opinion		3	7%
Total		45	100%

**43.** Should your neighbor be allowed to use, develop or sell their land for any types of use, regardless of whether or not conflicts might develop with you or other neighbors?

Strongly agree		2	4%
Agree		13	29%
Disagree		13	29%
Strongly disagree		14	31%
No opinion		3	7%
Total		45	100%

**44.** If you are familiar with the following County regulations, please answer the following.

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Adequate	Not Adequate	Excessive	No Opinion	
	Private forest land	18 41%	3 7%	2 5%	21 48%
	Agricultural land	18	3	1	21

	42%	7%	2%	49%
Residential	18 40%	6 13%	0 0%	21 47%
Commercial	13 30%	5 12%	0 0%	25 58%
Industrial	11 26%	6 14%	0 0%	25 60%
Rivers / Inland lakes	15 34%	5 11%	2 5%	22 50%
Wetlands	15 36%	4 10%	1 2%	22 52%
Shoreland	14 33%	5 12%	2 5%	21 50%
Large scale farm operations	11 26%	8 19%	0 0%	24 56%

**45.** It is important to develop guidelines in Jackson County for: Commercial / Industrial

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Very important	Important	Not important	No opinion
Signs	10 22%	17 38%	10 22%	8 18%
Exterior lighting	7 16%	18 40%	12 27%	8 18%
Noise	14 30%	21 46%	4 9%	7 15%
Vegetative screening	4 9%	21 47%	10 22%	10 22%
Building appearance	7 15%	22 48%	8 17%	9 20%
Wind turbines / towers	13 29%	13 29%	9 20%	10 22%
Solar panels	7 16%	16 36%	11 25%	10 23%

**46.** It is important to develop guidelines in Jackson County for: Residential

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Very important	Important	Not important	No opinion
Signs	11 24%	14 31%	12 27%	8 18%
Exterior lighting	8 18%	19 42%	11 24%	7 16%
Noise	14	18	6	8

	30%	39%	13%	17%
Vegetative screening	4 9%	19 42%	13 29%	9 20%
Building appearance	8 18%	20 44%	10 22%	7 16%
Wind turbines / towers	10 22%	17 38%	9 20%	9 20%
Solar panels	5 11%	19 42%	12 27%	9 20%

**47.**

Should Jackson County allow the option of clustering or grouping of single family residences on a large acreage in order to conserve wooded areas, open spaces or scenic views, and provide for the efficient provision of public services with no increased density over conventional development?

Strongly agree		17	38%
Agree		15	33%
Disagree		3	7%
Strongly disagree		4	9%
No opinion		6	13%
Total		45	100%






**48.**

The Jackson County zoning, subdivision and related ordinances have been effective in: Note: Some ordinances may not pertain to the municipality in which you own property






Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Strongly agree	Agree	Disagree	Strongly disagree	No opinion
Regulating building size	8 18%	12 27%	5 11%	0 0%	19 43%
Protecting property values	9 20%	14 32%	5 11%	0 0%	16 36%
Regulating land divisions	7 16%	15 34%	4 9%	1 2%	17 39%
Controlling signs	7 16%	15 34%	2 5%	0 0%	20 45%
Controlling junk vehicles	10 23%	12 27%	5 11%	2 5%	15 34%
Protecting the environment	9 20%	17 39%	2 5%	1 2%	15 34%
Regulating communication towers	10 23%	17 39%	0 0%	1 2%	16 36%
Regulating sanitation	10 23%	17 39%	0 0%	1 2%	16 36%



**49.**

Rank your impressions of the Jackson County Zoning Ordinances.

Excellent		0	0%
Good		15	35%
Fair		15	35%
Poor		3	7%
Needs improvement		1	2%
No opinion		9	21%
Total		43	100%

**51.** Now that you have completed the survey, rank the three (3) elements of most importance to you.

Issues and Opportunities - Includes general background information on the local governmental unit.		13	32%
Agricultural, Natural and Cultural Resources - Policies to conserve and promote effective management of these resources.		31	78%
Transportation - Guide the future development of various modes of transportation.		7	18%
Utilities and Community Facilities - Guide the future development of utilities and community facilities.		6	15%
Housing - Guide for the governmental unit to provide adequate housing for existing and future demand.		6	15%
Economic Development - Promote the retention or expansion of the economic base and quality employment opportunities.		28	70%
Intergovernment Cooperation - Promote joint		7	18%

planning and cooperation with other jurisdictional units.			
Land Use Permit Implementation - Ordinance development as a tool to regulate the land use plan.		20	50%

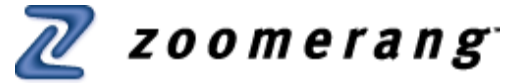
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# Jackson County Public Opinion Survey

## Results Overview



Date: 7/7/2009 9:11 AM PST

Responses: Completes

Filter: Custom Filter

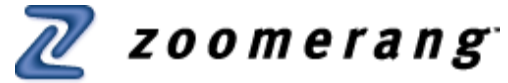
50. Regarding the county ordinances, what is working well or what needs improvement?	
#	Response
1	Needs improvement - A septic system required for all permanent residence, meaning they lie there year round.
2	Without a variance, no business operations should take place in "residential zoned" property.
3	while some regulations are necessary the fee that go with them are too costly. Also if we have to have building codes and permit fees the Amish should also have to have the same codes and pay the same cost.
4	Need to work on recording property correctly.
5	Too much regulation
6	There is too much regulation in rural areas.
7	The 1 1/2 acre rural limit lot size is ok. One should be allowed in a resonable mannter to develop their land as they see fit.
8	Septic system inspections work well.
9	Sanitation is working well. Improvements needed on large agricultural developments.
10	Overall zoning ordinances are ok but you must remember you should leave land owners some control of their land oafter all they own it.
11	Very large farms need improvement, Manure spreading needs improvement, manure pits need improvement. Sewer ordinance over enforced.

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## Jackson County Public Opinion Survey

### Results Overview



Date: 7/7/2009 9:12 AM PST

Responses: Completes

Filter: Custom Filter

52. Tell us what other concerns, if any, you have about the future of Jackson County.	
#	Response
1	Sounds like you are working on your planning process. I am a member of my town's planning commission so am quite aware of the issues you may have upcoming.
2	Increase and maintain strong law enforcement presence in towns be Sheriff's Dept. as well as local law enforcement to keep community safe.
3	When a landowner buys land he pays for it. The owner pays the taxes on it. However the owner has very little to say about what he can do with his land. The county tells him what he can or cannot do on this land. there is too much government. Property tax is too high!
4	Taxes are way too high. There is too much government and county regulations already.
5	Road maintenance, sell off county owned land, reduce suze of Sheriff's Dept, make highway dept more efficient.
6	Not enough good jobs. Government spending at all levels, county, state & federal. High property taxes.
7	The real estate taxing authorities improperly administering tax codes to out of state land owners. With the comment "get a lwyer" if you want.
8	Take a drive around the county and enforce the laws you have in power now.
9	Wisconsin taxes are way too high.
10	Need to encourage business development and minimize prime ag land to houses.

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# APPENDIX C: TECHNICAL & FINANCIAL RESOURCES

## Local/Regional Resources and Grant Opportunities

Funding Programs By Category	Maximum Award	Application Due Date	Granting Agency
<b>Economic Development</b>			
<p><b>Business Capital Fund:</b> The Business Capital Fund is a revolving loan fund designed to address a gap in private capital markets for long term fixed-rate, low down payment, low interest financing. The fund is targeted to manufacturers, tourism and selected service industries which create jobs and are located in Buffalo, Jackson, Pepin, Pierce, and Trempealeau Counties.</p>	Loans are typically in the \$7,000 - \$85,000 range. Maximum loan is \$200,000. Micro loans are also available.	Continual	Mississippi River RPC administers the revolving loan fund
<p><b>Dairyland Power Cooperative Economic Development Financial Assistance:</b> An array of financing programs may be available for new or expanding businesses including loans, loan guarantees, grants, tax incentives, jobs, training, etc.</p>	For more information e-mail: econdev@dairy.net.com	Continual	Dairyland Power Cooperative

## State/Federal Programs and Grant Opportunities

Funding Programs By Category	Maximum Award	Application Due Date	Granting Agency
<b>Bicycle/Pedestrian</b>			
<p><b>Bicycle &amp; Pedestrian Facilities Program (BFPF)</b></p> <ul style="list-style-type: none"> <li>To construct or plan for bicycle or bicycle/pedestrian facility projects. The statutory language specifically excludes pedestrian-only facilities, such as sidewalks, and street-scaping type projects.</li> <li><b>Note:</b> Because of the similarities between the BFPF and the <u>Transportation Enhancements (TE) program</u> objectives and eligibility criteria, applications and funding for both programs are undertaken together.</li> </ul>	Construction projects must be \$200,000 and over. Bicycle and pedestrian planning projects must cost \$50,000 or more.	April of even years	WDOT
<p><b>Safe Routes to School (SRTS)</b></p> <ul style="list-style-type: none"> <li>Safe Routes to School (SRTS) programs encourage children ages K-8 to walk and bike to school by creating safer walking and biking routes.</li> <li>Eligible projects/activities must focus on children in kindergarten through eighth grades. Projects must be within a two-mile radius of any elementary or middle school.</li> </ul>	Reimbursement program; 100% funded. Infrastructure project must be \$25,000 and over; non-infrastructure projects must be \$10,000 and over.	March	WDOT
<b>Brownfields</b>			
<p><b>Brownfields Site Assessment Grant (SAG)</b></p> <ul style="list-style-type: none"> <li>This grant can fund phase 1 &amp; 2 environmental site assessments, site investigations, demolition, asbestos removal associated with demolition, removal of abandoned containers, and removal of underground storage tanks (USTs).</li> </ul>	Reimbursement program requiring 20% local match. Small & large grants available.	November (deadline date varies)	DNR
<p><b>Brownfields Greenspace/Public Facilities Grant</b></p> <ul style="list-style-type: none"> <li>Eligible sites are defined as industrial or commercial facilities or sites with common or multiple ownership. They are abandoned, idle, or underused and have actual (or perceived) environmental contamination which adversely affects expansion or redevelopment. The sites need to be used by a local government as green space and/or recreational areas.</li> </ul>	Grants are classified as small, medium, or large, and match is dependent on grant size.	Continuous or until all funds are awarded.	DNR

Funding Programs By Category	Maximum Award	Application Due Date	Granting Agency
<p><b>Land Recycling Loan (Brownfields) Program</b></p> <ul style="list-style-type: none"> <li>Loans with a 0% interest rate (.5% servicing fee) are available to remedy environmental contamination of sites or facilities at which environmental contamination has affected groundwater or surface water or threatens to affect groundwater or surface water.</li> </ul>	0% loan program	Must submit Notice of Intent to Apply by December 31	DNR
<p><b>Community Development Block Grant Blight Elimination/Brownfield Redevelopment (CDBG-BEBR)</b></p> <ul style="list-style-type: none"> <li>Designed to assist communities with assessing or remediating the environmental contamination of an abandoned, idle or underused industrial or commercial facility or site in a blighted area, or that qualifies as blighted. Critical to obtaining a grant is a redevelopment plan that describes how the property will be reused for commercial or industrial development that results in jobs and private investment in the community.</li> </ul>	\$1.25 million maximum award; require 20-50% match	Continuous	DOC
<b>Economic Development</b>			
<p><b>Community-Based Economic Development Grants (CBED)</b> Provides financing assistance to planning or development projects that provide technical assistance services that support business development.</p> <p><b>Planning, Development Projects and Assistance Grants</b></p> <ul style="list-style-type: none"> <li>Grants of up to \$30,000 to fund non-profit organizations to assist small businesses, develop economic development project plans or to undertake an entrepreneur training program for at-risk youth.</li> </ul> <p><b>Business Incubator &amp; Technology Based Incubator Grants</b></p> <ul style="list-style-type: none"> <li>Grants up to \$100,000 for unique regional project which are collaborative efforts between community-based organizations or local units of government</li> <li>Grants of up to \$10,000/year for technical assistance in developing a feasibility study or the initial design of an incubator start-up or expansion project to improve the operation of an incubator</li> <li>Grants of up \$100,000/year to start, rehabilitate or expand an incubator</li> <li>Grants of up to \$30,000/year to fund operations of an existing incubator</li> <li>Grants of up to \$75,000/year for a venture capital development seminar</li> </ul>	<p>25% cash match required</p> <p>50% cash match required</p>	Varies; generally November/December	DOC
<p><b>Community Development Zone (CDZ)</b></p> <ul style="list-style-type: none"> <li>Tax benefit initiative designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of 22 Community development zones.</li> </ul>	Tax Credits provision Funding not provided directly.	Contact local CDZ Manager	DOC

<p><b>Economic Development Administration (EDA) Grants</b></p> <p><b>Public Works</b></p> <ul style="list-style-type: none"> <li>Empowers distressed communities and regions to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.</li> </ul> <p><b>Economic Adjustment Assistance Program</b></p> <ul style="list-style-type: none"> <li>Funds to address the needs of distressed communities experiencing adverse economic changes that may occur suddenly over time, and generally result from industrial or corporate restructuring, new Federal laws or requirements, reduction in defense expenditures, depletion of natural resources, or natural disaster.</li> </ul> <p><b>Research and National Technical Assistance</b></p> <ul style="list-style-type: none"> <li>Supports research of leading edge, world-class economic development practices as well as funds information dissemination efforts.</li> </ul> <p><b>Local Technical Assistance</b></p> <ul style="list-style-type: none"> <li>Helps fill the knowledge and information gaps that may prevent leaders in the public and nonprofit sectors in distressed areas from making optimal decisions on local economic development issues.</li> </ul> <p><b>Partnership Planning</b></p> <ul style="list-style-type: none"> <li>EDA's Partnership Planning programs help support local organizations (Economic Development Districts, Indian Tribes, and other eligible areas) with their long-term planning efforts and for related short-term planning needs.</li> </ul>	<p>Dependent on project and local census data</p>	<p>Continual</p>	<p>EDA</p>
<p><b>Business and Community</b></p> <p><b>Community Facilities Direct Loans &amp; Grants</b></p> <ul style="list-style-type: none"> <li>Funding for essential community facilities such as municipal buildings, day care centers, and health and safety facilities. Based on 2000 Census, cities and villages must be under 20,000 in population for loans and grants. Grant recipients must have a median household income below \$41,969.</li> </ul> <p><b>Community Facilities Guaranteed Loans</b></p> <ul style="list-style-type: none"> <li>Provide funding for the essential community facilities. Borrower must be unable to obtain credit at any reasonable rates and terms from other sources.</li> </ul> <p><b>Rural Business Enterprise Grant (RBEG)</b></p> <ul style="list-style-type: none"> <li>Used to finance and develop small and emerging private businesses with less than \$1 million in revenues, and which will have fewer than 50 new employees. Funds can be used for technical assistance, revolving loan program, incubator/industrial buildings, and industrial park improvements.</li> </ul> <p><b>Rural Business Opportunity Grants</b></p> <ul style="list-style-type: none"> <li>Provide technical assistance, training, and planning activities that improve economic conditions in rural areas and cities and villages with a population of 10,000 or less.</li> </ul>	<p>Federal funding and project dependent.</p>	<p>Varies by grant.</p>	<p>USDA Rural Development</p>
<p><b>Fire/ Emergency Response/Homeland Security</b></p>			
<p><b>Volunteer Fire Assistance Grant</b></p> <ul style="list-style-type: none"> <li>Available to county/area fire associations to support wildland fire suppression capabilities in an area through broad-ranging projects of benefit to all of the local fire departments. Must have a positive impact on the prevention, detection, and suppression of wildland fires in all the communities served by a county/area fire association.</li> </ul>	<p>50% project reimbursement. \$1,500 minimum, \$10,000 maximum grant award.</p>	<p>July 2</p>	<p>DNR</p>
<p><b>Assistance to Firefighters Grant (AFG)</b></p> <ul style="list-style-type: none"> <li>The AFG program awards grants directly to fire departments of a State to enhance their ability to protect the health and safety of the public and firefighting personnel, with respect to fire and fire-related hazards. Grants are awarded on a competitive basis to applicants that address AFG program priorities, demonstrate financial need, and demonstrate the benefit to be derived from their projects.</li> </ul>	<p>Project dependant</p>	<p>March</p>	<p>FEMA</p>

<p><b>Staffing for Adequate Fire &amp; Emergency Response (SAFER)</b></p> <ul style="list-style-type: none"> <li>Funds awarded directly to fire departments and volunteer firefighter interest organizations in order to help them increase the number of trained, “front-line” firefighters available in their communities.</li> </ul>	Project and community dependant	August	FEMA
<p><b>Fire Prevention &amp; Safety Grants (FP&amp;S)</b></p> <ul style="list-style-type: none"> <li>Funding for fire prevention activities and to research and develop improvements to firefighter safety. Grants are designed to reach high-risk target groups and mitigate incidences of deaths and injuries caused by fire and related hazards.</li> </ul>	\$1 million maximum; match required depending on population served	November	FEMA
<p><b>Homeland Security Grant Program (HSGP)</b> Helps protect Wisconsin’s communities by building the capacity to prevent, respond to, and recover from a catastrophic incident of terrorism in the state.</p> <p><b>Citizen Corps</b></p> <ul style="list-style-type: none"> <li>Funds to encourage community participation in domestic preparedness through public education and outreach, training, and volunteer service.</li> </ul> <p><b>Data Sharing</b></p> <ul style="list-style-type: none"> <li>Funding for data sharing is being coordinated with the Wisconsin Justice Information Sharing (WIJIS) project. These grants use an online application process. Units of government that have been identified to apply for these grants will be contacted by OJA and notified when the online application is made available, as well as what types of equipment are eligible under the grant. Agencies should not submit a registration request or apply for the grant until notified and specifically invited to apply by OJA.</li> </ul> <p><b>Equipment Grants</b></p> <ul style="list-style-type: none"> <li>Funds for the purchase of equipment to prevent, respond to, and recover from an act of terrorism.</li> </ul> <p><b>Infrastructure Protection</b></p> <ul style="list-style-type: none"> <li>Funds to enhance security and capability at identified critical infrastructure facilities and assets around the state. Agencies should not submit a registration request or apply for the grant until notified and specifically invited to apply by OJA.</li> </ul> <p><b>Communications Interoperability</b></p> <ul style="list-style-type: none"> <li>Funds to resolve existing communications interoperability issues and improve voice communications and data sharing among agencies and disciplines throughout the state.</li> </ul> <p><b>Emergency Responder NIMS/ICS Training</b></p> <ul style="list-style-type: none"> <li>Funds to design, develop, conduct, and evaluate exercises to test the plans and capabilities of Wisconsin’s emergency response community.</li> </ul>	Dependent on State grant award and program	Dependent on program and application procedures.	Office of Justice Assistance (OJA)
<b>General Loan Program</b>			
<p><b>State Trust Funds Loan Program</b></p> <ul style="list-style-type: none"> <li>School Districts and municipalities may borrow money from the State Trust Fund Loan Program for a wide variety of purposes including buildings, roads, water and sewer facilities, equipment, recreational facilities, industrial development, or other public purposes.</li> </ul>	Municipalities are authorized to borrow up to 5% of the unit's equalized valuation	No application deadline	Wisconsin Department of Justice Board of Commissioners of Public Lands
<b>Housing</b>			
<p><b>Community Development Block Grant</b> <b>Small Cities Development Program</b></p> <ul style="list-style-type: none"> <li>Project may include residential rehabilitation, conversion of commercial property to residential units, assistance to LMI renters to become homeowners, and small public facilities projects.</li> </ul> <p><b>Housing (HHR)</b></p> <ul style="list-style-type: none"> <li>Provides down-payment, rehabilitation assistance and renter assistance to target areas within a community or county.</li> </ul>	Based on community size and scope of project  Based on scope of project	Varies March/April  Varies March/April	DOC

<b>Lakes and Rivers</b>			
<p><b>Aquatic Invasive Species Control Grants</b></p> <ul style="list-style-type: none"> <li>Funds are available for aquatic invasive species control project for any waters of the state including lakes, rivers, streams, and the Great Lakes.</li> </ul>	Fund up to 50% of the project cost to a maximum grant amount of \$75,000.	February 1 August 1	DNR
<p><b>Lake Planning Grant</b></p> <ul style="list-style-type: none"> <li>Small-scale projects are intended for lakes where a detailed plan is unwarranted, is in place, or needs updating. Also, a small-scale project is an ideal starting place for lake groups just getting started in management plan development.</li> <li>Large-scale projects are designed to address more detailed and comprehensive planning needs for lakes. The goal of these grants is to develop local lake management plans.</li> </ul>	25% local match required. Small-scale projects - \$3,000 Large-scale projects - \$10,000	February 1 August 1	DNR
<p><b>Lake Protection and Classification Grants</b></p> <ul style="list-style-type: none"> <li>Designed to assist lake users, lake communities and local governments as they undertake projects to protect and restore lakes and their ecosystems. Eligible projects include: <ul style="list-style-type: none"> <li>Purchase of property or a conservation easement</li> <li>Restoration of wetlands</li> <li>Development of local regulations or ordinances</li> <li>Lake classification projects that allow counties to design and implement local land and water management programs that are tailored to specific classes of lakes in response to various development and recreational use pressures (these grants are limited to \$50,000).</li> <li>Lake protection projects recommended in a DNR-approved plan including watershed management, lake restoration, diagnostic feasibility studies, or any other projects that will protect or improve lakes.</li> </ul> </li> </ul>	25% local match required. \$200,000 maximum per project.	May 1	DNR
<p><b>River Planning and Protection Management Grants</b></p> <ul style="list-style-type: none"> <li>Designed to protect rivers, water quality, fisheries habitat, and natural beauty from deteriorating as the number of homes and recreational, industrial, and other uses increases along rivers.</li> </ul>	Planning Grants 25% local match \$10,000 maximum grant award Protection Grants 25% local match \$50,000 maximum grant award	May 1	DNR
<b>Parks and Recreation</b>			
<p><b>All Terrain Vehicle (ATV) Grant</b></p> <ul style="list-style-type: none"> <li>Provide funds to acquire, insure, develop and maintain ATV trails, areas, and routes: <ol style="list-style-type: none"> <li>1) maintenance of existing approved trails, areas, and routes</li> <li>2) purchase of liability insurance</li> <li>3) acquisition of easements</li> <li>4) major rehabilitation of bridge structures or trails</li> <li>5) acquisition of land in fee and development of new trails and areas.</li> </ol> </li> </ul>	Up to 100% funded - dependent on project	April 15	DNR
<p><b>Recreational Trails Program Grant</b></p> <ul style="list-style-type: none"> <li>Eligible projects include: maintenance and restoration of existing trails, development and rehabilitation of trailside and trailhead facilities and trail linkages, construction of new trails, and acquisition of easement or property for trails.</li> <li>May only be used on trails which have been identified in or which further a specific goal of a local, county or state trail plan included or reference in a statewide comprehensive outdoor recreation plan required by the federal LAWCON.</li> </ul>	Up to 50% of the total project costs of a recreational trail project. Payments are reimbursements on costs incurred after project approval.	May 1	DNR
<p><b>Recreational Boating Facilities Grant</b></p> <ul style="list-style-type: none"> <li>Construction of capital improvements to provide safe recreational boating facilities and for feasibility studies related to the development of safe recreational facilities.</li> <li>Also includes purchase of navigation aids, dredging of channels of waterways, and chemically treating Eurasian water milfoil.</li> </ul>	50% local match required	Established quarterly	DNR

<p><b>Land and Water Conservation Fund (LAWCON)</b></p> <ul style="list-style-type: none"> <li>This fund is used to implement projects that are identified by both the local and the state Comprehensive Outdoor Recreation Plan.</li> <li>In general, land acquisition, development, and renovation projects for public outdoor recreation purposes are eligible LWCF projects. LWCF does not include the "nature-based outdoor recreation" restriction that the Stewardship Local Assistance Programs do.</li> </ul>	50% local match required	May 1	DNR
<b>Planning</b>			
<p><b>Community Development Block Grant Planning Grant Program (CDBG-PLN)</b></p> <ul style="list-style-type: none"> <li>Provides funds to assist in specific local and area-wide plans. Proposals must be project specific and cannot be primarily engineering studies, design specifications, or other technical reports.</li> </ul>	Up to \$25,000	Continuous	DOC
<p><b>Comprehensive Planning Grant</b></p> <ul style="list-style-type: none"> <li>Development and adoption of a comprehensive plan under s. 66.1001, Wis. Stats.</li> <li>Contracting for planning consultant services, public planning sessions, educational activities, or for the purchase of computerized planning data, software or hardware required to utilize planning data or software.</li> <li>Development and printing costs of the comprehensive plan document.</li> <li>Public outreach and associated information and education materials including citizen surveys, internet activities and newsletters.</li> <li>Development of data, maps, and computerized information utilized primarily for the development of the plan or plan update.</li> <li>Other activities necessary for the development and preparation of a comprehensive plan or plan update.</li> </ul>	Community funding dependent on Census population counts.	November 1	DOA
<b>Public Facilities</b>			
<p><b>Community Development Block Grant (CDBG) Public Facilities (CDBG-PF)</b></p> <ul style="list-style-type: none"> <li>Funds to finance municipal infrastructure development. Water and waste treatment facilities, community centers, fire stations, and other facilities. Aimed to help communities with a high percentage of low and moderate income residents.</li> </ul> <p><b>Public Facilities for Economic Development (CDBG-PFED)</b></p> <ul style="list-style-type: none"> <li>Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community.</li> </ul>	\$750,000 maximum award	Continuous	DOC
<p><b>Community Development Block Grant Emergency Program (CDBG-EAP)</b></p> <ul style="list-style-type: none"> <li>Emergency response program to help restore or replace critical infrastructure damaged or destroyed as a result of a natural or man-made catastrophe.</li> </ul>	Award dependent on need and fund availability.	Apply within 60 days of the disaster.	DOC



<b>Recycling</b>			
<p><b>Recycling Grants to Responsible Units</b></p> <ul style="list-style-type: none"> <li>Provide financial assistance to local units of government to establish and operate effective recycling and yard waste programs.</li> </ul>	Grant amounts have averaged 20-40% of eligible recycling and yardwaste expenses	October 1	DNR
<b>Stewardship/Forestry/Wildlife</b>			
<p><b>Knowles-Nelson Stewardship Program</b></p> <p>The Stewardship Program was established in 1989 to preserve Wisconsin's most significant land and water resources for future generations and to provide the land base and recreational facilities needed for quality outdoor experiences.</p> <p>These goals are achieved by acquiring land and easements for conservation and recreation purposes, developing and improving recreational facilities, and restoring wildlife habitat.</p> <p>This is an umbrella program that funds the following grants:</p> <p><b>Aids for the Acquisition and Development of Local Parks (ADLP)</b></p> <ul style="list-style-type: none"> <li>Helps to buy land or easements and develop or renovate local park and recreation area facilities for nature-based outdoor recreation purposed (e.g., trails, fishing access, and park support facilities).</li> </ul> <p><b>Urban Green Space (UGS)</b></p> <ul style="list-style-type: none"> <li>Helps to buy land or easements in urban or urbanizing area to preserve the scenic and ecological values of natural open spaces for nature-based outdoor recreation, including non-commercial gardening.</li> </ul> <p><b>Urban Rivers (UR)</b></p> <ul style="list-style-type: none"> <li>Helps to buy land on or adjacent to river flowing through urban or urbanizing areas to preserve or restore the scenic and environmental values of riverways for nature-based outdoor recreation.</li> </ul> <p><b>Acquisition of Development Rights Grants (ADR)</b></p> <ul style="list-style-type: none"> <li>Helps to buy development rights (easements) for the protection of natural, agricultural, or forestry values, that would enhance nature-based outdoor recreation.</li> </ul>	50% local match required	May 1	DNR
<p><b>Urban Forestry</b></p> <p>Provides technical service and financial assistance to communities for developing urban forestry programs. Priorities include:</p> <ol style="list-style-type: none"> <li>1) Communities needing to develop an urban forestry plan;</li> <li>2) Communities needing worker training; and</li> <li>3) Communities needing to conduct a street tree inventory.</li> </ol> <p>Eligible projects include 1) Undertaking street tree inventories; 2) Training for city tree workers; 3) Developing urban open space programs; 4) Developing urban forestry plans; 5) Developing a tree ordinance; 6) Developing a public awareness program; and, 7) Tree planting and maintenance</p>	50% local match required. Grants range from \$1,000 to \$25,000.	October 1	DNR
<p><b>Urban Wildlife Damage and Abatement Control Grant (UWDAC)</b></p> <ul style="list-style-type: none"> <li>Funds are available for a variety of cost-effective wildlife damage and control measures for white-tailed deer and Canada geese.</li> </ul>	50% local match required. \$5,000 maximum grant award.	December 1	DNR

Transportation			
<p><b>Transportation Economic Assistance Program (TEA) Grant</b></p> <ul style="list-style-type: none"> <li>Road, rail, harbor and airport projects that attract employers to Wisconsin or encourage business and industry to remain and expand in the state.</li> </ul>	<p>Awards up to \$1,000,000. 50% local match funds required.</p>	<p>Continual</p>	<p>WDOT</p>
<p><b>SAFETEA - Transportation Enhancements (TE) Grant</b></p> <p>Eligible Projects:</p> <ul style="list-style-type: none"> <li>Provision of facilities for pedestrians/bicycles</li> <li>Provision of safety and educational activities for pedestrians &amp; bicyclists</li> <li>Preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian or bicycle trails)</li> <li>Historic Preservation</li> <li>Rehabilitation/operation of historic transportation buildings (including historic railroad facilities and canals)*</li> <li>Establishment of transportation museums</li> <li>Acquisition of scenic easements and scenic or historic sites</li> <li>Scenic or historic highway programs (including the provision of tourist and welcome center facilities)</li> <li>Landscaping and other scenic beautification</li> <li>Control and removal of outdoor advertising</li> <li>Environmental mitigation of water pollution due to highway run-off or reduce vehicle caused wildlife mortality</li> <li>Archeological planning and research</li> </ul>	<p>Construction projects must be \$200,000 and over. All other projects must be \$25,000 (federal share) and over. Reimbursement program to project sponsor. 20% local match funds required.</p>	<p>April of even years</p>	<p>WDOT</p>
<p><b>State Infrastructure Bank Program Grant (SIB)</b></p> <ul style="list-style-type: none"> <li>Provide low interest loans, loan guarantees, interest rate subsidies, lease-buy back options and other financial leveraging instruments that helps communities provide for transportation infrastructure improvements to preserve, promote and encourage economic development or to improve transportation efficiency and mobility.</li> </ul> <p>Eligible Projects Include:</p> <ul style="list-style-type: none"> <li>Improve an interchange for a new industrial park or commercial development; enhance a road leading up to a contaminated (brownfields) property; provide for better access to facilitate increased auto or truck traffic near commercial or industrial sites; repair or reconstruct a bridge linking downtown businesses with a major state highway(s); provide signal lights, turn lanes and pedestrian walkways a busy highway intersection; construct or widen a road linking an intermodal facility, (i.e. airport, harbor, railroad); widen a highway to improve safety and truck movements for a warehousing/distribution center; and construct parking facilities; bicycle lanes and pedestrian walk-ways to better facilitate customer traffic on or near retail centers and tourist attractions.</li> </ul>	<p>Loan Program</p>	<p>60 days loan approval, project agreement in place prior to authorization for construction</p>	<p>WDOT</p>
<p><b>Local Roads Improvement Program (LRIP) Grant</b></p> <ul style="list-style-type: none"> <li>County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects.</li> <li>Eligible projects include but are not limited to: <ul style="list-style-type: none"> <li>Design or Feasibility Studies</li> <li>Reconstruction</li> <li>Resurfacing</li> <li>Bridge Replacement or Rehabilitation</li> <li>Asphalt Purchasing</li> </ul> </li> </ul>	<p>Distributed by LRIP Committee Reimbursement program requiring 50% local match.</p>	<p>Biennial program; Due November 1 of odd number years.</p>	<p>WDOT</p>

<b>Water</b>			
<p><b>Clean Water Fund Program (CWFP)</b></p> <ul style="list-style-type: none"> <li>Provides loans to municipalities for wastewater treatment and urban storm water projects.</li> <li>Typically only a loan program. Combination grant/loan available under "Hardship Assistance Program". For grant assistance: (1) Municipalities Median Household Income (MHI) must be 80% or less of the state's MHI. (2) Estimated total annual charges per residential user that relate to wastewater treatment would exceed 2% of MHI in the municipality.</li> <li>Eligible Projects: Wastewater treatment and collection projects for existing facilities (compliance maintenance projects), new facilities or projects for the correction of water quality and human health problems in unsewered areas, and stormwater treatment.</li> </ul>	<p>Low interest loans (currently about 3.0%) for planning, design, and construction; reduction in interest to as low as 0% and, if needed, grants up to a maximum of 70% to municipalities that qualify for Hardship Assistance. DNR subsidizes up to 45% of the Market Loan rate. No loan amount limit. Maximum loan term 20 years. Bond counsel required for loans over \$1 million.</p>	<p>File Notice of Intent To Apply due by December 31. Hardship Assistance Applications due by June 30. Low interest loan applications are accepted throughout the year. Must begin construction within 8 months of obtaining financing.</p>	<p>DNR</p>
<p><b>Municipal Flood Control Grant</b></p> <ul style="list-style-type: none"> <li><b>Local Assistance Grants</b> that support municipal flood control administrative activities.</li> <li><b>Acquisition and Development Grants</b> to acquire and remove floodplain structures, elevate floodplain structures, restore riparian areas, acquire land and easements for flood storage, construct flood control structures, and fund flood mapping projects.</li> </ul>	<p>30% local match required. \$200,000 maximum per applicant.</p>	<p>Varies after passing of legislative state budget.</p>	<p>DNR</p>
<p><b>Dam Maintenance Grant</b></p> <ul style="list-style-type: none"> <li>Eligible projects include dam repair, reconstruction, modification or abandonment, or removal.</li> </ul>	<p>Determined by project.</p>	<p>April 1</p>	<p>DNR</p>
<p><b>Well Compensation Grant</b></p> <ul style="list-style-type: none"> <li>Provides financial assistance to replace, reconstruct or treat contaminated private water supplies.</li> </ul>	<p>Only eligible for private land owners Funding dependent on income</p>	<p>Continual</p>	<p>DNR</p>
<p><b>Local Water Quality Management Planning Aids Grant</b></p> <ul style="list-style-type: none"> <li>Funds to assist in the development and implementation of area-wide water quality management planning activities.</li> <li>Eligible projects include local and regional water resource management and watershed planning activities; sewer service area plans and amendments; regional wastewater facility planning initiatives; and, identification and protection of water quality sensitive areas known as environmental corridors.</li> </ul>	<p>Determined on project basis</p>	<p>November 30</p>	<p>DNR</p>
<p><b>Safe Drinking Water Loan Program (SDWLP)</b></p> <ul style="list-style-type: none"> <li>Provides loans to public water systems to build, upgrade, or replace water supply infrastructure to protect public health and address federal and state safe drinking water requirements.</li> </ul>	<p>Interest rates are dependent on population and median household income.</p>	<p>Notice of Intent due December 31. Applications due April 30.</p>	<p>DNR</p>
<p><b>Target Runoff Management Grants</b></p> <ul style="list-style-type: none"> <li>Grant funds are used to control polluted runoff from both urban and rural sites. The grants are targeted at high-priority resource problems. Projects funded are implementation of Best Management Practices, including some cropland protection, detention ponds, livestock waste management practices, stream bank protection projects and wetland construction.</li> </ul>	<p>30% local match required Maximum award - \$150,000</p>	<p>April 15</p>	<p>DNR</p>

<p><b>Urban Non Point Source &amp; Stormwater Grants (UNPS&amp;SW)</b></p> <ul style="list-style-type: none"> <li>Funds are used to control polluted runoff in urban project areas. Awards are for either planning or construction projects. An “urban project” must meet one of these criteria: has a population density of at least 1,000 people per square mile, has a commercial land use, is the non-permitted portion of a privately owned industrial site, or is a municipally-owned industrial site.</li> </ul>	<p>Planning grant is 30% local match with \$85,000 max on state share. Construction grant is 50% local match with \$150,000 max. Design and acquisition can also be funded.</p>	<p>April 15</p>	<p>DNR</p>
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## **APPENDIX D: SAMPLE RIGHT-TO-FARM ACKNOWLEDGEMENT**

In order to limit the circumstances under which agricultural operations may be considered a nuisance, a 'right-to-farm' agreement may be required for purchasers, developers, and users of property adjacent to or near farm operations. The agreement shall appear as a covenant or deed restriction, and shall run with the land; thereby ensuring all future owners understand the consequences of living near farm operation and are prepared to accept the attendant conditions that naturally result from living in or near rural areas.

The following is sample language for a right-to-farm agreement:

1. *The owner or owners of this lot acknowledge that they are moving into an area where farming is promoted and encouraged as a land use and that the intent of the land use or zoning regulations on surrounding lands, adjacent lands, and other nearby lands are to preserve and protect farming.*
2. *The owner or owners of this lot agree that any farmer who operates a farm in the A-1 or A-2 zoning districts, or any farmer who operates a farm in the vicinity of the owners lot even if that farm is in another zoning district, shall have the right to operate the farm in accord with common agricultural practices.*
3. *The owner or owners of this lot agree that common agricultural practices include, but are not limited to the following:*
  - A. *Plowing;*
  - B. *Harvesting;*
  - C. *Application of fertilizers and pesticides in accord with proper application rates and in accord with legal standards whenever applicable;*
  - D. *Collection and storage of manure from livestock on the farm;*
  - E. *Spreading of manure or application of municipal sewer sludge in accord with an approved application plan;*
  - F. *Raising of livestock of all types, including pens and buildings intended for the housing and/or breeding of livestock;*
  - G. *All dairying activities;*
  - H. *Operation of heavy equipment including tractors, harvesters, excavation equipment, and trucks or other vehicles used in any of the agricultural practices mentioned above.*
4. *The owner or owners of this lot acknowledge and agree that agricultural practices, including the noises, odors, dust, and other characteristics associated with generally accepted agricultural and management practices (GAAMPS), can occur year around and at any time of the day or night due to factors such as, but not limited to, the type of crops being cultivated, any livestock kept on the premises, and weather conditions.*
5. *The owner or owners of this lot acknowledge that they have read Section 823.08 of the Wisconsin Statutes, as amended or renumbered, which applies to lawsuits in which agricultural uses are alleged to be a nuisance, and in the event that the owner believes that any farm in the A-1 or A-2 zoning districts, or any farm in the vicinity of the owners lot even if the farm is in another zoning district, has become a nuisance, they shall seek relief through the circuit court system in accord with this Section of the Wisconsin Statutes.*



## Appendix E: Threatened and Endangered Species

AQUATIC OCCURRENCES		
Type	Scientific Name	Common Name
Animal	<i>Alasmodonta marginata</i>	Elktoe
Animal	<i>Pandion haliaetus</i>	Osprey
Animal	<i>Tritogonia verrucosa</i>	Buckhorn
Animal	<i>Haliaeetus leucocephalus</i>	Bald Eagle
Animal	<i>Chlidonias niger</i>	Black Tern
Animal	<i>Etheostoma asprigene</i>	Mud Darter
Animal	<i>Cycleptus elongatus</i>	Blue Sucker
Animal	<i>Percina evides</i>	Gilt Darter
Animal	<i>Sorex Palustris</i>	Water Shrew
Animal	<i>Clemmys insculpta</i>	Wood Turtle
Animal	<i>Limotettix pseudosphagneticus</i>	Leafhopper
Animal	<i>Anguilla rostrata</i>	American Eel
Animal	<i>Sorex arcticus</i>	Arctic Shrew
Animal	<i>Clinostomus elongatus</i>	Redside Dace
Animal	<i>Ixobrychus exilis</i>	Least Bittern
Animal	<i>Poanes massasoit</i>	Mulberry Wing
Animal	<i>Notropis amnis</i>	Pallid Shiner
Animal	<i>Lythrurus umbratilis</i>	Redfin Shiner
Animal	<i>Opsopoeodus emiliae</i>	Pugnose Minnow
Animal	<i>Moxostoma carinatum</i>	River Redhorse
Animal	<i>Ophiogomphus smithi</i>	Sand Snaketail
Animal	<i>Cygnus buccinator</i>	Trumpeter Swan
Animal	<i>Neurocordulia molesta</i>	Smoky Shadowfly
Animal	<i>Paradamoetas fontana</i>	Jumping Spider
Animal	<i>Botaurus lentiginosus</i>	American Bittern
Animal	<i>Chromagrion conditum</i>	Aurora Damselfly
Animal	<i>Sympetrum danae</i>	Black Meadowhawk
Animal	<i>Cyclonaias tuberculata</i>	Purple Wartyback
Animal	<i>Somatochlora incurvata</i>	Warpain Emerald
Animal	<i>Emydoidea blandingii</i>	Blanding's Turtle
Animal	<i>Williamsonia lintneri</i>	Ringed Boghaunter
Animal	<i>Ammodramus leconteii</i>	Le Conte's Sparrow
Animal	<i>Papaipema beeriana</i>	Liatris Borer Moth
Animal	<i>Isoperia marlynia</i>	A Periodid Stonefly
Animal	<i>Isoperia bilineata</i>	A Periodid Stonefly
Animal	<i>Buteo lineatus</i>	Red-shouldered Hawk
Animal	<i>Euphyes bimacula</i>	Two-spotted Skipper
Animal	<i>Etheostoma clarum</i>	Western Sand Darter
Animal	<i>Somatochlora tenebrosa</i>	Clamp-tipped Emerald
Animal	<i>Hemidactylium scutatum</i>	Four-toed Salamander
Animal	<i>Protonotaria citrea</i>	Prothonotary Warbler
Animal	<i>Seiurus motacilla</i>	Louisiana Wtaerthrush
Animal	<i>Hemileuca sp. 3</i>	Midwestern Fen Buckmoth
Animal	<i>Agabus bicolor</i>	A Predaceous Diving Beetle
Animal	<i>Ilybius discedens</i>	A Predaceous Diving Beetle
Animal	<i>Hydroporus vittatus</i>	A Predaceous Diving Beetle
Animal	<i>Hydroporus pseudovilis</i>	A Predaceous Diving Beetle
Animal	<i>Laccobius reflexipennis</i>	A Predaceous Diving Beetle
Animal	<i>Ochrotrichia riesi</i>	A Purse Casemaker Caddisfly
Animal	<i>Orphulella pelidna</i>	Spotted-winged Grasshopper
Animal	<i>Banksiola dossuaria</i>	A Giant Casemaker Caddisfly
Animal	<i>Sistrurus catenatus</i>	Eastern Massasauga Rattlesnake
Animal	<i>Apolone mutica</i>	Midland Smooth Softshell Turtle
Animal	<i>Soyedina vallicularia</i>	A Nemourid Broad-backed Stonefly

Type	Scientific Name	Common Name
Plant	<i>Thelypteris simulata</i>	Bog Fern
Plant	<i>Carex folliculata</i>	Long Sedge
Plant	<i>Arethusa bulbosa</i>	Swamp-pink
Plant	<i>Carex livida</i> var. <i>radicaulis</i>	Livid Sedge
Plant	<i>Carex straminea</i>	Straw Sedge
Plant	<i>Salix sericea</i>	Silky Willow
Plant	<i>Scleria triglomerata</i>	Whip Nutrush
Plant	<i>Poa paludigena</i>	Bog Bluegrass
Plant	<i>Juncus marginatus</i>	Grassleaf Rush
Plant	<i>Carex cumulata</i>	Clustered Sedge
Plant	<i>Scirpus geogianus</i>	Georgia Bulrush
Plant	<i>Bartonia virginica</i>	Yellow Screwstem
Plant	<i>Carex assiniboensis</i>	Assiniboine Sedge
Plant	<i>Epilobium palustre</i>	Marsh Willow-herb
Plant	<i>Bartonia paniculata</i>	Twining Screwstem
Plant	<i>Polygala cruciata</i>	Crossleaf Milkwort
Plant	<i>Scleria reticularis</i>	Reticulated Nutrush
Plant	<i>Callitriche heterophylla</i>	Large water-starwort
Plant	<i>Cypripedium reginae</i>	Showy Lady's-slipper
Plant	<i>Potamogeton diversifolius</i>	Water-thread Pondweed
Plant	<i>Rhexia virginica</i>	Virginia Meadow-beauty
Plant	<i>Myriophyllum farwellii</i>	Farwell's Water-milfoil
Plant	<i>Utricularia geminica</i>	Hidden-fruited Bladderwort
Type	Scientific Name	Common Name
Natural Communities	Open bog	Open bog
Natural Communities	Shrub-carr	Shrub-carr
Natural Communities	Lake - oxbow	Lake - Oxbow
Natural Communities	Alder thicket	Alder Thicket
Natural Communities	Forested seep	Forested Seep
Natural Communities	Calcareous fen	Calcareous Fen
Natural Communities	Central poor fen	Central Poor Fen
Natural Communities	Floodplain forest	Floodplain Forest
Natural Communities	Black spruce swamp	Black Spruce Swamp
Natural Communities	Coastal plain marsh	Coastal Plain Marsh
Natural Communities	Northern wet forest	Northern Wet Forest
Natural Communities	Northern sedge meadow	Northern Sedge Meadow
Natural Communities	Southern sedge Meadow	Southern Sedge Meadow
Natural Communities	Tamarack (poor) swamp	Tamarack (poor) Swamp
Natural Communities	Stream- fast, hard, warm	Stream- Fast, Hard, Warm
Natural Communities	Stream- fast, soft, cold	Stream- Fast, Soft, Cold
Natural Communities	Stream - fast, soft, warm	Stream - Fast, Soft, Warm
Natural Communities	Stream - slow, soft, cold	Stream - Slow, Soft, Cold
Natural Communities	White pine-red maple swamp	White Pine-Red maple Swamp



<b>TERRESTRIAL OCCURRENCES</b>		
<b>Type</b>	<b>Scientific Name</b>	<b>Common Name</b>
Animal	<i>Pituophis catenifer</i>	Bullsnake
Animal	<i>Canis Lupus</i>	Gray Wolf
Animal	<i>Schinia indiana</i>	Phlox Moth
Animal	<i>Lycæides melissa samuelis</i>	Karner Blue
Animal	<i>Sorex hoyi</i>	Pygmy Shrew
Animal	<i>Psinidia fenestralis</i>	Sand Locust
Animal	Bird Rookery	Bird Rookery
Animal	<i>Callophrys irus</i>	Frosted Elfin
Animal	<i>Caolophrys henrici</i>	Henry's Elfin
Animal	<i>Cicindela patruela huberi</i>	A Tiger Beetle
Animal	<i>Hesperia metea</i>	Cobweb Skipper
Animal	<i>Atrytonopsis hianna</i>	Dusted Skipper
Animal	<i>melanoplus stonei</i>	Stone's Locust
Animal	Bat Hibernaculum	Bat Hibernaculum
Animal	<i>Dendroica cerulea</i>	Cerulean Warbler
Animal	<i>Oporornis formosus</i>	Kentucky Warbler
Animal	<i>Accipiter gentilis</i>	Northern Goshawk
Animal	<i>Ammodramus henslowii</i>	Henslow's Sparrow
Animal	<i>Hesperia leonardus</i>	Leonard's Skipper
Animal	<i>Empidonax virescens</i>	Acadian Flycatcher
Animal	<i>Dendroica kirtlandii</i>	Kirtland's Warbler
Animal	<i>Erynnis martialis</i>	Mottled Dusky Wing
Animal	<i>Erynnis persius</i>	Persius Dusky Wing
Animal	<i>Polyamia dilata</i>	Prarie Leafhopper
Animal	<i>Oporornis agilis</i>	Connecticut Warbler
Animal	<i>Grammia phyllira</i>	Phyllira Tiger Moth
Animal	<i>Tympanuchus phasianellus</i>	Sharp-tailed Grouse
Animal	<i>Chlosyne gorgone</i>	Gorgone Checker Spot
Animal	<i>Coluber constrictor</i>	Yellow-bellied Racer
Animal	<i>Trachyrhachys kiowa</i>	Ash-brown grasshopper
Animal	<i>Diadophis punctatus edwardsii</i>	Northern Ringneck Snake
Animal	<i>Dichromorpha viridis</i>	Short-Winged Grasshopper
Animal	<i>Cicindela lepida</i>	Little White Tiger Beetle
Animal	<i>Ophisaurus attenuatus</i>	Western Slender Glass Lizard
Animal	<i>Arphia conspersa</i>	Speckled Rangeland Grasshopper
Animal	<i>Meanoplus fasciatus</i>	Huckleberry Spur-Throat Grasshopper
<b>Type</b>	<b>Scientific Name</b>	<b>Common Name</b>
Plant	<i>Gnaphalium helleri</i> var. <i>micradenium</i>	Catfoot
Plant	<i>Diarrhena obovata</i>	Beak Grass
Plant	<i>Viola fimbriatula</i>	Sand Violet
Plant	<i>Plantanthera hookeri</i>	Hooker Orchis
Plant	<i>Huperzia porophila</i>	Rock Clubmoss
Plant	<i>Asclepias ovalifolia</i>	Dwarf Milkweed
Plant	<i>Cirsium flodmanii</i>	Flodman Thistle
Plant	<i>Solidago sciaphila</i>	Shadowy Goldenrod
Plant	<i>Talinum rugospermum</i>	Prarie Flame-Flower
Plant	<i>Opuntia fragilis</i>	Brittle Prickly-Pear
Plant	<i>Oryzopsis canadensis</i>	Canada Mountain-ricegrass
Plant	<i>Strophostyles leiosperma</i>	Small-flowered Woolly Bean
<b>Type</b>	<b>Scientific Name</b>	<b>Common Name</b>
Natural Communities	Dry cliff	Dry Cliff
Natural Communities	Moist cliff	Moist Cliff
Natural Communities	Oak barrens	Oak Barrens
Natural Communities	Oak woodland	Oak Woodland
Natural Communities	Pine barrens	Pine Barrens
Natural Communities	Sand prairie	Sand Prairie
Natural Communities	Hemlock Relict	Hemlock Relict
Natural Communities	Northern dry forest	Northern Dry Forest
Natural Communities	Southern dry forest	Southern Dry Forest
Natural Communities	Southern mesic forest	Southern Mesic Forest
Natural Communities	Northern dry-mesic forest	Northern Dry-Mesic Forest
Natural Communities	Southern dry-mesic forest	Southern Dry-Mesic Forest
Natural Communities	Central sands pine-oak forest	Central Sands Pine-Oak Forest