DAVY ENGINEERING

Comprehensive Plan

2015 Update

City of Arcadia, Wisconsin

Final Plan
Adopted by Common Council per Ordinance No. 210-B
On July 20, 2015

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Ordinance No. 210-B

An Ordinance to Update and Amend the Comprehensive Plan Of the City of Arcadia, WI

The Common Council of the City of Arcadia, Wisconsin do ordain as follows:

"**Section 1**. Pursuant to sections 62.23(2) and (3) of the Wisconsin Statutes, the City of Arcadia is authorized to prepare, adopt and amend a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The common council of the City of Arcadia has adopted and followed written procedures designed to foster public participation at every stage of the preparation of the amendments and updates to the comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The plan commission of the City of Arcadia, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the common council the adoption of the document entitled "Comprehensive Plan – 2015 Update", containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes. The document entitled "Comprehensive Plan – 2015 update" amends and updates the document entitled "2009 Comprehensive Plan".

Section 4. The City of Arcadia has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The common council of the City of Arcadia, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled "Comprehensive Plan – 2015 Update", 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 common council and publication as required by law."

Adopted this 20th day of July, 2015.

John Kimmel, Mayor

Attest:
Angela Berg, City Clerk

Passed and adopted: July 20, 2015.
Published: July 30, 2015.

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DAVY ENGINEERING CO.
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August 6, 2015

Mayor and Council Members
City Planning Commission Chairman and Members
City of Arcadia
203 W. Main Street
Arcadia, WI 54612

Dear Council and Commission Members:

Davy Engineering is pleased to present this updated Comprehensive Plan to the City of Arcadia in compliance with the planning requirements of Wisconsin Statutes 66.1001.

This Plan was approved by the City Planning Commission on June 29, 2015, and was approved by the Common Council after public hearing on July 20, 2015

It's important that the city pursue the implementation requirements as identified in Sections 8 and 9 of the Plan, particularly the various ordinance reviews and updating recommendations.

The City's compliance with the state planning law will be complete with the distribution of copies of the Plan to the parties whom I have identified for you.

It has been my pleasure working with the officials and citizens of Arcadia on this project, and I will remain available to assist the City with consultation on follow-up matters related to this Plan.

Sincerely,

DAVY ENGINEERING CO.
CONSULTING ENGINEERS

William J. Burke, AICP
Community Planner

WJB:jar
1405-160.204

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ACKNOWLEDGEMENTS

ARCADIA COMMON COUNCIL:

John Kimmel, Mayor
Aldermen:
Joe Feltes
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Mike Popham
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ARCADIA UTILITY COMMISSION:

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PLANNING AND DESIGN ASSISTANCE:
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INTRODUCTION

This document serves to update the Comprehensive Plan first adopted by the City of Arcadia on October 8, 2009. The 2009 Plan was the city's first Comprehensive Plan prepared and adopted under Wisconsin's new planning law chapter 66.1001. The updated Plan presented in this document complies with the policy of the first Plan that it be reviewed and updated at five year intervals. This law requires that by January 1, 2010, all units of government with zoning, subdivision, or official map ordinances must also have a Comprehensive Plan meeting the state's new definition of a Comprehensive Plan. Wisconsin Statute Section 66.1001 contains the planning standards to which this Comprehensive Plan must conform. These standards are limited to identifying the "categories" of information that must be present in a comprehensive plan. The nature of this information and recommendations in each category is determined solely by the City.

The Comprehensive Plan as defined in the state statute requires that such plans contain recommended goals, objectives, policies, and programs, but does not mandate what these recommendations should be. This plan is not subject to approval by the state.

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

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

In addition, a Public Participation Plan is required to be developed and adopted by the City Council. Such a plan was adopted by the City Council of Arcadia on September 13, 2007 and applies to this updated Plan. As part of its public participation efforts, the city's Planning Commission and the Arcadia Utility Commission are key entities for providing public participation into the plan updating process.

The structure of the nine planning elements referenced above centers around the identification of goals, objectives, policies and programs for each of those planning elements; and these constitute the key recommendations of the Plan. These terms are briefly defined here:

Goals: General statements of idealized conditions and aspirations – few in number
Objectives: Targeted areas of planning to be dealt with to achieve goals
Policies: Principles and standards to guide actions in achieving goals and objectives
Programs: Specific actions and projects to implement goals, objectives and policies

Goals and objectives may be combined for some subjects. Some specific planning subjects specified in the state definition of comprehensive planning may not be significant issues in the City of Arcadia, and therefore such subjects will be addressed in a more simplified fashion without a need for identifying a complete set of goals, objectives, policies or programs. This plan can be reevaluated and changed as needed. The plan will continue to be reevaluated and updated at five year intervals, or anytime as needed.

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SECTION 1: ISSUES AND OPPORTUNITIES ELEMENT

Updated 2015

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ISSUES AND OPPORTUNITIES ELEMENT

The overall purpose of Arcadia's Comprehensive Plan is to provide for the city's health, safety and general welfare, as authorized by Chapter 62.23 of Wisconsin's city planning statute. This statute also includes provisions to guide and accomplish a coordinated, adjusted, and harmonious development of the municipality. Additional purposes include the promotion of order, convenience, morals, and prosperity, as well as efficiency and economy in the process of development.

The City of Arcadia is located in Trempealeau County, Wisconsin. The city is an important agricultural service and manufacturing center. According to the U.S. Census Bureau, the 2010 Census population of the City of Arcadia was 2,925, and, according to the Wisconsin Dept. of Administration, the estimated 2014 population was 2,929. The population of Trempealeau County was 28,816 in 2010and 29,184 in 2014. The map in **Figure 1** depicts Arcadia's regional setting. The map in **Figure 2** displays Arcadia's location within Trempealeau County and the State of Wisconsin. The unincorporated Town of Arcadia borders the entire City of Arcadia, with Buffalo County and the Town of Glencoe being less than one mile from the west boarder of the city.

The city's overall population density is 905 persons per square mile. The extraterritorial planning area within 1.5 miles of the city boundary includes approximately 18 square miles. The city is surrounded by the Town of Arcadia, which is 119 square miles in size, and had a population of 1,779 persons in 2010. The city has grown in land area in recent years from annexation of lands from the Town of Arcadia. The city's population has been stable, but has experienced expanded industrial growth. The city has a significant commuting labor force, largely for Ashley Furniture Company.

The city has potential for population and housing growth due to its scenic environment, small town character, job growth, and its lower cost of living. Some of this potential growth could come from the significant number of persons commuting to employment in the city.

The city is within the La Crosse, Wisconsin metropolitan area economic zone of influence, 35 miles south of Arcadia. Arcadia is also within the City of Winona, Minnesota economic zone of influence, which is about 20 miles to the west, and the City of Eau Claire, which is about 60 miles to the north.

The goal of Section 1 of this Plan is to identify Arcadia's planning goals and policies under the guidance of an overall vision. These statements are intended to guide the preparation of this Comprehensive Plan for the future development and redevelopment of the city over a base planning period of 20 years.

It should be noted that all planning goals and policies can be amended as changes and new opportunities occur in the city. The planning recommendations in this document are advisory in nature, although it's important to remember that the city's zoning, subdivision code standards, official street map, and city decisions related to these codes are required to be "consistent" with the City's Comprehensive Plan.

1.1 COMMUNITY VISION STATEMENT

The City of Arcadia envisions itself as a safe, healthy and attractive community, fostering a positive environment for business and income growth. The City is a major county employment center; which supports for well-planned expansion of the community in an environmentally sustainable fashion and enhances its future image and competitiveness within the region.

1.2 OVERALL PLANNING AND DEVELOPMENT GOALS

The goals and policies of this section are expanded in detail in Sections 2 through 9 of this Plan. The overall planning and development goal of the City of Arcadia is to proactively accommodate development of the City in a manner which:

1. Is fiscally sound and progressive.
2. Provides a safe and healthy environment for living and conducting business.
3. Allows Arcadia to continue being an industrial center with future job growth.
4. Advances the city economy to enable increasing income levels and opportunities for new business development and expansions.
5. Provides for the improvement of its central business district.
6. Provides for the expansion of the city in tune with community growth needs.
7. Provides for advancements of public infrastructure and public services, including improved street and highway accessibility from the central city area to the state and county highway network; a general reduction in traffic congestion; and the provision of health and leisure time facilities.
8. Provides affordable housing for its labor force.
9. Recognizes and accommodates itself to environmental qualities and constraints, and the incorporation of such qualities into site planning, leisure time, wellness and aesthetic benefits to residents and businesses.
10. Enhances the visual qualities of the community through the application of aesthetic development and building standards.
11. Is based on a Comprehensive Plan which is kept updated as necessary.
12. Adjusts to changing demographics, including an aging population.
13. Reviews all existing and proposed non-metallic mining uses for conformance with other city planning goals and policies to assure continued health, progress, and general welfare of the community.
14. Maintains continuous flood impact and mitigation programs to enable the reduction and avoidance of flood damage throughout the city.

1.3 OVERALL PLANNING AND DEVELOPMENT POLICIES

1. Adopt a Comprehensive Plan and regularly use it in evaluating plans and making municipal decisions regarding the subject areas addressed in this Plan.
2. The City's Planning and Zoning Director, working with the Planning Commission, is the custodian of this Comprehensive Plan to assure the continuous implementation and updating of the Plan. See Section 9 concerning "Implementation" for a detailed description of the role of plan custodian.
3. Close city collaboration with the business community, the Chamber of Commerce, and utility organizations to assure the continued validation of community needs and the city programs to address those needs.
4. Maintain a positive attitude toward all employers, and accommodate business needs, which generate jobs, taxes, and community growth.
5. Perpetuate a leadership ethic which sustains a high level of communication and partnerships between the city, businesses, and institutions to elevate the city's image of a good place to live and conduct business.
6. The city's zoning ordinance and map should be consistent with the land use recommendations in this Comprehensive Plan.
7. The city should have subdivision standards and official street mapping ordinances consistent with the land use and transportation recommendations of this Comprehensive Plan, which are enforced within the city's extraterritorial jurisdiction area.

8. The city's public works implementation projects should be consistent with the recommendations of the Utilities and Community Facilities Element of this Plan.
9. The city should plan its public works and street improvements to facilitate city growth at the city boundary to enable the necessary growth to maintain a viable city into the future.
10. The city's Comprehensive Plan should be amended whenever necessary to adapt to changing conditions and potential, and for the purpose of maintaining consistency between the Comprehensive Plan and city development decisions as required by Chapter 66.1001 of Wisconsin laws.

1.4 DEMOGRAPHIC TRENDS, POPULATION ANALYSIS AND PROJECTIONS

Note: Some of the demographic characteristics reported in the city's 2009 Plan and obtained from the 2000 U. S. Census, were not collected by the 2010 Census, thereby creating discrepancies in the demographic reporting in this updated Plan.

Population Trends

The City of Arcadia's population has increased steadily during the twentieth century, with a significant increase of 236 persons during the decade of the 1990's to a population of 2,402 in 2000, and an increase of 523 from 2000 to 2010 to a total city population of 2,925 in 2010, a total increase of 21.8 percent. This was the largest population growth of any unit of government in the county.

Trempealeau County had a population increase in from 2000 to 2010 of 1,806, for a percent increase of 6.7, producing a 2010 county population of 28,816.

Population estimates for 2014, as produced by the WI Dept. of Administration (DOA), were 2,929 for the City of Arcadia, a growth of four persons from 2010; and 29,184 for Trempealeau County, a growth of 358 persons in four years. See the Important Note about state population projections on the following page of this section.

The city's largest minority population in 2010 was Hispanic or Latino, which constituted 31.25% of the city population in 2010, compared to 3.07% in 2000.

The city's 2010 population by gender has remained about the same since 2000, at 51.86% for men and 48.14% for female.

Population Trends	Population Change and % Change										
	1960	1970	%	1980	%	1990	%	2000	%	2010.	%
City of Arcadia	2,084	2,159	3.60%	2,109	-2.30%	2,166	2.70%	2,402	10.90%	2,925	0.00%
Trempealeau Co.	23,377	23,344	-0.10%	26,158	12.10%	25,263	-3.40%	27,010	6.90%	28,816	4.10%
Wisconsin			11.80%		6.50%		4.00%		9.70%		6.0%

Source: U. S. Census Bureau and WI Dept. of Administration for 2007 estimate

Population Forecasts

The city's 1971 Comprehensive Plan developed a population projection estimating higher population for the years 1980 and 1990 than was actually recorded in the U.S. Census of those years. The growth assumptions reported in the City's 1971 Comprehensive Master Plan are considered obsolete for use in this Comprehensive Plan. Employment growth in Arcadia has accelerated actual and potential population growth in the city, although some of this population growth has occurred outside the city. Limited housing opportunities within the city has limited the amount of population growth to date, and can stand to limit future population levels within the city and the amount of future population served by the City's utility systems.

Growth Assumptions: Population growth forecasts are always based on a set of assumed conditions. The present population growth forecasts for the City of Arcadia are based on the following basic assumptions:

1. The local and regional economy will maintain stability with growth.
2. The principal Arcadia employers will not experience serious job reductions.
3. The regional agricultural economy will remain healthy, and will not experience radical financial down-turns of a long-term nature, although continued economic stress and restructuring in this industry should be expected.
4. The regional economy, particularly for the commuting labor force, will remain healthy with continued growth, with the possibility that energy pricing could lead some commuters to become residents of the city. The Arcadia environment for living and educating children will be attractive enough for individuals and families holding jobs in other communities to live in Arcadia.
5. The City of Arcadia will maintain the capability to finance the infrastructure required to attract and maintain population and job growth in the city, including infrastructure expansion into city growth areas which are assumed to become part of the city.
6. The city will take the necessary steps to mitigate and minimize flooding conditions to enable continued city development in areas previously subjected to flooding.
7. Enough lands will be placed under city jurisdiction to accommodate growth potential to achieve an enhanced level of population and economic growth.
8. The City of Arcadia will remain competitive for growth within the immediate region, but will have to address transportation access issues.
9. The city's population growth factor is assumed to be the same as the city's 1990 to 2000 population growth, which was 10.9 percent.

The population forecast for the City of Arcadia references the population forecasts of the Wisconsin Department of Administration (DOA). According to the DOA, projections are based on past trends and do not consider recent population growth, land developments, and emerging trends which would change past population growth factors. Because of this population growth methodology, the City of Arcadia believes the state projection levels are too conservative in light of extensive job growth within the community and the city's aggressive growth policies. Accordingly, the updated Comprehensive Plan of 2015 continues to support the population projections from the city's 2009 Comprehensive Plan represented in the table below. The Department of Administration's projections are also reported in this table for reference.

Population Projection Ranges
City of Arcadia, Wisconsin

Year	Dept. of Adm. Projections	Comprehensive Plan Projections
2000	2,402 actual	
2010	2,925 actual	
2015	2,511	2,954
2020	2,583	3,276
2025	2,640	3,633
2030	2,686	4,029

IMPORTANT NOTE: It's also important to note that the DOA projections represent a population *loss* of 8.2 percent from 2010 to 2030, even though the U.S. Census indicated the city had the highest population growth of any community in the county from 2000 to 2010. This official state projection of growth is significant because such projections may be taken seriously by businesses seeking to locate or expand and by governmental agencies and non-governmental organizations who make decisions on factors related to community assistance and funding for cities. Such information is often routinely acquired from internet sources, not knowing that more reliable information is available directly from city sources, such as their Comprehensive Plan.

This projected population by the DOA is questionable when compared to the growth projections for the rest of the county. The DOA projects population losses for only three units of government in Trempealeau County, which are the Towns of Preston, Arcadia, and the City of Arcadia. The Town of Arcadia had the third largest population growth rate of all units of government in the county from 2000 to 2010.

It seems clear that the DOA's acknowledged limitations in their projection methodology is responsible for the questionable population projections for the City of Arcadia. Much of the explanation for this is likely the significant growth of Ashley Furniture and other significant industries. Such growth records are not expected to be reflected in state projections; however, these numbers are reported as official state projections of a city's prospects for long range growth.

The U. S. Census Bureau also reports population estimates. The 2014 population estimate for the City of Arcadia is 2,946, which is more consistent with the city's population projection than the DOA's projection.

1.5 AGE DISTRIBUTION

City of Arcadia Selected Demographic Characteristics Year 2010	Arcadia	Percent	Trempealeau County	Wisconsin
Population 2010	**2,925**		**28,816**	**5,686,986**
Under 18 years old	782	26.73%	24.24%	23.55%
18-65 years old	1,724	58.94%	59.91%	62.77%
65+ years old	419	5.3%	15.81%	13.70%
85+ years old	92	3.14%	2.70%	2.10%
Median Age	32.9		40.8	38.50

This information on age is from the year 2010 U.S. Census. The principal age characteristics are reported in the table above:

The most significant population trend is the aging of the population. Nationally, the number of Americans over the age of 64 will almost double by the year 2030. The large "baby-boom" population begins a 20 to 30 year retirement period beginning 2010. Within the city's 65 and older age group, females significantly outnumber males, 264 to 155, in the year 2010. This difference wasn't as great at the county level.

Within the 65 and older population, the 85 and older age group is projected to have the most significant percentage growth throughout the foreseeable future. Arcadia had 92 persons in this age group in the year 2010, and Trempealeau County had 776 persons. The 85 and older age group constituted 3.14%, 2.70%, and 2.10% of the total populations of Arcadia, Trempealeau County, and the State of Wisconsin respectively in 2010.

A significant implication of this aging trend will be the increasing levels of elderly population in the city and the related health and social services that will be required. Another implication will be the reduced number of young person's available to enter the labor force to fill future jobs. Although jobs are filled on a regional basis, this trend is state- and region-wide, thereby indicating there will be possible shortages in the number of persons to fill future jobs. Near the end of the present planning period, the 85 and older age range will likely be quite significant, coinciding with state and national projections of significant growth in this age level.

Overall, the aging population can be expected to require expanded wellness and medical services and related public accommodations for housing, transportation, shopping services, and wellness facilities. It can be expected that nursing homes and related services will be necessary in the City of Arcadia.

1.6 EDUCATIONAL LEVELS

Educational characteristics were not reported by the U.S. Census for 2010 as they were in the year 2000 U.S. Census. Arcadia's 2009 Comprehensive Plan reported these educational characteristics for 2000, which are repeated in this updated Comprehensive Plan as follows. Residents in the City of Arcadia are well educated, in tune with county and state indicators as shown in the year 2000 U.S. Census figures. Forty and half percent (40.5%) of city residents over 25 years of age are high school graduates, compared to 40.9% at the county level and 34.6% state-wide. Graduates from post high school educational programs, including college, constitute 15.2% of Arcadia's population, and 21.6% and 30% of the county and state populations respectively.

1.7 INCOME LEVELS

In general, income levels in the City of Arcadia were less than incomes at the county and state levels. Income levels are measured for both family units and household units. In general, households refer to individuals, whereas, family units refer to more than one person where multiple incomes may be possible. Principal indicators of income are reported below from the 2010 U.S. Census:

2010 U.S. Census	City of Arcadia	Trempealeau County	Wisconsin
Median Household Income	$40,710.00	$49,143.00	$52,413.00
Median Family Income	$49,107.00	$61,196.00	$66,534.00
Per capita Income	$19,003.00	$25,017.00	$27,523.00
Mean Social Security Income	$15,188.00	$16,294.00	$17,828.00
% w/Social Security Income	%	%	%
Mean Retirement Income	$15,069.00	$14,043.00	$15,759.00
% w/Retirement Income		%	%
Families below Poverty Level		%	%
Individuals below Poverty Level		%	%
Persons 65 yrs. old +	5.30%	15.81%	13.70%

Private wage and salary workers constituted 90.1% of workers in the City of Arcadia, compared to 76.3% and 81.1% at the county and state levels respectively. Government workers constituted 7.2%, 12.6% and 12.6% of city, county and state workers respectively.

- Indicates data not reported in 2010 U.S. census

1.8 EMPLOYMENT CHARACTERISTICS

The employed civilian population of the City of Arcadia in 2010 was 1,477 persons out of a total labor force of 1,532, equaling an unemployment rate of 2.5%. Trempealeau County's employed civilian labor force was 14,790 out a total labor force of 15,668, equaling an unemployment rate of 3.9%. Wisconsin's unemployment rate in 2010 was 5.3%, according to U.S. Census estimates.

According to the U.S. Census Bureau, over half of the jobs in the City of Arcadia are held by non-residents commuting into the city. However, most Arcadia residents work within the city as indicated by the mean travel time to work for most residents which was only 11.5 minutes, compared to the county average of 21.9 minutes, and the state average of 20.8 minutes. Also, a significant number, about 10%, of residents walked to work, compared to 7.1 percent and 3.9 percent for the county and state respectively.

The principal occupation of city residents was in the category of "production, transportation, and material moving", at 35.1% of city residents. This occupation category is significantly higher than both the county and state averages for this category, which were 27.4% and 19.8% respectively. The second largest occupation category was "management, professional, and related occupations", at 20% of city residents.

The principal industry that employed the greatest percentage of city residents was manufacturing, which employed 46% of city residents, which is twice the state average for manufacturing. The "educational, health and social services" industry is the second largest employer of city residents at 13.2%.

The largest employers in Arcadia in 2015 were reported to be:

Employer	Approximate # of Employees
Ashley Furniture	4,000 (est.)
GNP (Gold'n Plump)	509
Nelson Global	147
School District of Arcadia	150
Allied CO-OP	80
DSM	60
Supreme Graphics	60
Gordy's Market	55
Styrene	38

1.9 EMPLOYMENT FORECASTS

Employment forecasts are most reliably produced at the county, regional and state level rather than by individual communities by way of their Comprehensive Plan. A principal reason for this is that employers fill their jobs from a wide labor shed area around the community where the employer is located, which is essentially the commuting area. Also, many local job-holders may live just outside the city boundaries, and there is no reliable way to estimate how many of these residents will become part of the city over a twenty year planning period.

A general indication of future employment level for city residents would be suggested by applying the existing city employment rate to future population levels. Arcadia had 1,477 employed city residents in the year 2010. At the same rate of projected population increase of 0.16% per decade, the employment levels of city residents would be 1,587 in 2020, and 1,841 in the year 2030. The true determinant of future employment levels rests with private sector businesses making decisions on business expansions, new business locations, and changing employment levels due to efficiencies and automation. An important factor in the above business decisions is the perception of the number of persons available to fill new jobs and the education and skill levels of the local and regional labor force.

Future employment levels will be directly related to the stability and growth of principal employers in the city and to other influences such as changes in commuting patterns; energy costs; city expansion policies and infrastructure capabilities; and the sustained level of non-metallic minerals operations. A possible limitation to local employment growth would be the size of the local labor force, which may be affected by the amount of city population growth and the amount of the labor force lost to out-commuting for employment in other job centers.

1.10 IMPLICATIONS AND CONCLUSIONS

- The 2010 U.S. Census of population indicates significant growth for the city, exceeding the 2009 Comprehensive Plan projections.

- The city should be aware of the Wisconsin Department of Administration's growth projections for the city, since such projections indicate a loss of population from 2010 to 2030. The City of Arcadia is the only city in the county projected to lose population in the next 20 years according to the DOA. Since these state projections are universally available, the city should take measures to also make its positive growth projections widely available. Declining population trends projected by the state can also be of concern to new and expanding businesses because of the potential smaller labor force for new jobs.

- U.S. Census and state estimates of labor force, incomes, and other social and economic indicators for Arcadia provide an incomplete picture of the population and economic characteristic of the community due to the large number of commuters whose social and economic characteristics are recorded for other communities. This is particularly important for population count, housing inventory, and income levels.

- The city's population levels and growth potentials will depend on a combination of private sector decision-making in partnership with the city's investment in infrastructure and quality of life amenities. This Plan assumes positive public and private partnerships will result in continued population growth.

- The City's population growth will also depend upon new lands being added to the city for new housing development. Additional population growth can be induced within the existing city boundaries by upgrading targeted areas conducive to new housing investment. Housing of diverse densities in the city's central area should be among these targeted areas

- Continued city growth will depend, in part, upon an adequately sized local and regional labor force and workers' skill levels, which businesses will require as a part of local business expansions and for the location of new business.

- The city's Vision Statement and overall planning goals and policies will be subject to reevaluation at any time if substantial community challenges or opportunities arise. Such changes should not wait until a scheduled five or ten year Comprehensive Plan update.

- Arcadia residents have a large number of local jobs opportunities. The city has the potential to add to its resident base by enticing the commuting labor force to live in Arcadia, closer to their jobs

- The increasing rate of growth of the aging population will bring with it challenges regarding the accommodation of a greater percentage of the city population, including issues such as: replacing the medical and nursing care services recently lost.; accommodating the desire for wellness opportunities to maintain elderly health; handicapped accessibility throughout the community; and the public role in accommodating the trend of "aging in place" – particularly housing impacts.

- In general, the need to develop an elderly-friendly community will become a more important need. Elderly and handicapped-friendly housing will be in greater demand.

- The principal development issues and opportunities for Arcadia include:

Issues:

- Demographic trend: Increase in elderly persons and mobility of many job holders. Be mindful of an increased proportion of working age persons in tune with job development by local employers.
- Lack of growth space: City boundaries constrict community growth opportunities, and a highly irregular city boundary inhibits well-planned growth, including effective extensions of streets and infrastructure.
- Planning for growth: Municipal growth can be facilitated by coordinating and partnering with the Town of Arcadia. This kind of collaboration will produce mutual benefits to both units of government.
- Economic development: Maintain a positive environment for business growth, but there are limitations on future downtown commercial development, particularly regarding flooding threats.
- Limitations: Flood prone areas, high ground water zones, and wetlands severely limit growth in parts of the city, including the downtown and surrounding area.
- Housing: More land is needed for housing development; reliable counts on housing occupancy are needed. Facilitate the ability for more people to buy homes and offer innovative housing to accommodate residents' desire to age-in-place.
- Traffic: The Highway 93 and 95 corridors are the principal areas of traffic planning concerns. Close coordination with the Department of Transportation and ample public input into this planning will be important.
- Downtown area: Ability to expand and develop is limited by flooding potential. Revitalization of the downtown will be important if this area is to continue being a retail and service center with housing potential.

Opportunities:

- Continue building on Arcadia's significant industrial base.
- Transform the Trempealeau River corridor, which has been a continual problem source, into an asset by tapping its natural environmental and recreational potential. This will produce economic benefits; increase the city's overall quality of life; and make the city more attractive as a place to live and establish businesses.
- Large areas of developable uplands adjacent to the city could be master-planned for city growth.
- Collaboration with the Town of Arcadia has the potential for facilitating growth beneficial to both city and town.
- Continued partnering with Arcadia Utilities provides a continuing opportunity for progress which many cities don't have.

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SECTION 2: HOUSING ELEMENT

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HOUSING ELEMENT

Introduction – The Housing element of this updated Comprehensive Plan incorporates the City of Arcadia Housing Study of November, 2008, where they reinforce specific recommendations. In general, the recommendations of this study are compatible with the city's 2009 Comprehensive Plan. It should be noted that 2010 U.S. Census data used in this Plan is already five (5) years old and may not reflect certain changes and needs at the present and extending to the next census of 2020.

2.1 GOALS AND OBJECTIVES

1. To provide the customary city services and infrastructure needed to support an adequate housing supply that meets existing and forecasted housing demands.

2. Provide an adequate supply of land and incentives to meet housing growth needs, including individuals and families with low income, disability, and elderly housing needs.

3. Support efforts for housing rehabilitation and property maintenance.

4. Maintain city policies and programs that serve to maintain and protect homeowner's housing values and the integrity of neighborhoods.

5. The two "overarching housing goals" of the 2008 Housing Study are: 1) Maintain and create a diverse supply of housing that meets local demand, in terms of quantity, quality, and affordability, and 2) Build this new housing supply in a manner that protects and enhances the traditional, small-town character of the City of Arcadia.

2.2 HOUSING POLICIES

1. New Housing – Encourage additional housing in areas which are physically and environmentally suited for it. New housing is preferable adjacent to existing development and, where public facilities and services can be conveniently and economically provided. Seek to expand the city's jurisdiction over new lands that would be available for housing growth throughout the future.

2. Mixed Use Flexibility – Encourage the development of compatible uses in existing neighborhoods to compliment the character of the neighborhood rather than conflict with it. This includes mixed-use development, such as home occupations and neighborhood service and retail uses, where such use enhances the convenience and quality of life of neighborhood residents.

3. Code Enforcement – Enforce the appropriate housing codes, including housing ordinance 205, and other city codes to ensure that new and existing structures are of sound quality, provide safe, healthy and habitable quarters for their occupants, and that neighborhoods are kept attractive and well-maintained.

4. Housing for All Needs – Encourage the development of a variety of housing types that are affordable and meets the needs of all residents, including elderly population options such as assisted living and temporary co-housing units on existing home properties.

5. Revitalization – Identify sectors of the city to target for housing conservation, rehabilitation, and reinvestment and overall neighborhood revitalization.

2.3 HOUSING PROGRAMS

1. Update the Zoning Ordinance to implement the housing goals and policies.

2. Update and Maintain a Zoning Map and make zoning and plat approval decisions in agreement with the city's housing goals and policies, cognizant to avoid urban housing sprawl which extends over open lands and beyond the immediate reach of city streets and utilities.

3. Administer and Enforce the Subdivision Ordinance in compliance with the housing goals and policies of the Comprehensive Plan.

4. Housing Assistance Programs Take advantage of the housing programs of the Wisconsin Department of Commerce (DOC), the Wisconsin Housing and Economic Development Authority (WHEDA), U.S. Department of Housing and Urban Development (HUD), U.S. Department of Agriculture Rural Development Program (DOA-RD), housing programs of the Mississippi River Regional Planning Commission, the housing assistance programs of Trempealeau County, and develop and/or apply local housing assistance programs to address specific levels of housing needs as such needs are identified.

5. Housing Code Continued enforcement of the one- and two-family housing code, the multiple-family housing code, and the property building and maintenance codes. Develop and utilize a housing and building standards committee.

6. City Expansion for New Housing Actively seek to add lands to the city for future housing development. Apply the city's extraterritorial plat review authority to assure that housing proposed for development outside the city boundary becomes part of the city.

7. Housing Incentives Apply tax increment financing, using the reverse TIF approach to stimulate new housing where the TIF incentive is necessary to create feasible projects.

8. Infrastructure Improvement Programs Budget annual capital expenditures for infrastructure improvements necessary for the development of new housing, maintenance of existing residential neighborhoods, and compliance with building codes.

9. Use WHEDA Housing Survey and findings from the 2008 WHEDA Employee Workforce housing study to develop and/or apply housing programs to address the housing recommendations of the Comprehensive Plan.

2.4 HOUSING NUMBERS AND AGE CHARACTERISTICS

According to the U.S. Census of 2010, there were 1,114 occupied housing units in the city; however, there were also 93 vacant housing units or 7.7% of all housing units. Owner occupied housing units constituted 58.2% of all units, compared to 74.3% and 68.1% respectively for the county and state ownership rates. The average number of persons per housing unit in 2010 was 2.55 persons. The map in **Figure 13** locates the distribution of low density and high density housing in the city.

2.5 HOUSING STRUCTURAL CHARACTERISTICS

Housing structural characteristics were not reported in the 2010 U. S. Census. The structural characteristics reported in the Census of 2000 are reported in the City of Arcadia's Comprehensive Plan of 2009.

2.6 HOUSING VALUE CHARACTERISTICS

Housing value characteristics were not reported in the 2010 U. S. Census. The housing value characteristics reported in the Census of 2000 are reported in the City of Arcadia's Comprehensive Plan of 2009.

2.7 HOUSING OCCUPANCY CHARACTERISTICS

There were 1,114 owner-occupied homes in the city in 2010. One hundred sixty persons over 65 years of age live alone. Other occupancy characteristics not reported in the 2010 U. S. Census are reported for the 2000 U. S. Census in the City of Arcadia's Comprehensive Plan of 2009.

2.8 IMPLICATIONS, CONCLUSIONS, and RECOMMENDATIONS

- The Recommendations and Implementation Strategies of the city's 2008 Housing Study, (pages 19 to 25) are adopted by reference.

- Monitoring the occupancy of housing units and changing housing preferences is becoming more important.

- There is a need for more land within the city for housing development. Incentives to land owners and developers are often necessary to enable new housing development within the city. A proactive approach is advisable wherein the city devises a program of direct contact with selected land owners and developers to create a prospective inventory of locations for housing development that meets city goals and needs.

- More housing for the industrial labor force would reduce the volume of employees now required to commute into the city for work. The 2008 Workforce Survey indicated that 7 respondents would like to move closer to work, and 17 respondents would like to purchase a home in 1 to 5 years.

- Some existing residential properties are in need of rehabilitation. With appropriate incentives and code enforcement, such properties can help satisfy city housing goals.

- Improved property maintenance and blight removal is necessary to enhance neighborhood image, to protect other property values, and to maintain incentives for adjacent properties to reinvest. Enforcement of the city housing and zoning codes is important.

- More elderly housing options, such as assisted living, will be necessary for the increasing elderly population.

- The 2008 Workforce Housing Survey produced a variety of housing and income related statistics based on 65 job holders surveyed. Not all these individuals lived in the City of Arcadia. These survey findings would not be directly comparable to the U.S. Census numbers because of the small base of individuals surveyed and the fact that some were not city residents.

- A high proportion of those employed in the city of Arcadia commute from outside the city. For example, the 2008 Housing Study reported that 73% of the Ashley Furniture employees commute from outside the city. There is a significant potential in this commuting population to live in the city under the right circumstances to enable them to move to the city.

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SECTION 3: TRANSPORTATION ELEMENT

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TRANSPORTATION ELEMENT

3.1 GOALS AND OBJECTIVES FOR TRANSPORTATION

1. To promote and maintain a convenient, accessible transportation system capable of moving people, goods, and services to and from the community while providing for the safe and efficient movement of all modes of travel and pedestrians within the community.

2. Provide that the planning for transportation and land use are integrated and compatible while maintaining good regional access throughout the future.

3. Provide street, highway, and rail systems that satisfy current industrial transportation needs and provides for future needs, including adequate street and highway capacity for the movement of products and employees.

4. Serve existing and future residential areas with a well-planned and interconnected street system that facilitates vehicles, pedestrians and bicycles.

3.2 TRANSPORATION POLICIES

1. Develop and implement continuing plans to remove or mitigate traffic congestion and traffic safety issues in the downtown area.

2. Establish street and driveway access limitations on arterial and collector streets.

3. Improve the design and safety of high volume intersections by the addition of turning lanes and medians and other measures necessary for specific circumstances.

4. Work with the DOT, Trempealeau County, and the Town of Arcadia to explore improvements for through traffic into and out of the city based on projected future traffic growth and city expansion. This work should explore the possibility for the improvement of an industrial traffic route into Arcadia from the south using County Highway J to enable better service to industries and to remove major industrial traffic from residential and downtown areas because such traffic conflicts with development objectives and quality of life in these neighborhoods. This work would also include the planning for the northward extension of County Highway J back to Highway 93 as a part of any northward development of the city. The extensions of this county road should be according to standards that would not require the imposition of load limits.

5. Use the city's subdivision ordinance to identify street infrastructure to be provided by land developers/owners so as to minimize city costs in private development.

6. Encourage land development that can be served by existing streets and highways, or logical extensions thereof, so as to minimize expenditures for new transportation infrastructure and avoid urban sprawl. Seek to achieve a basic grid system of city streets to facilitate the efficient circulation of traffic and optimal location of utilities.

7. Support and preserve rail transportation serving the city and region while also supporting feasible extensions of rail service for future users requiring. Consider the needs for the expedient movement of emergency vehicles in the location of future rail lines and in the management of rail traffic. Support the planning for a Highway 93 grade separation over the CN railroad north of the city.

8. Plan for aesthetic “gateway” entrances to the city. Design a street tree planting program for Highway 95 through the city

9. Provide pedestrian and bicycle facilities to maintain the potential to walk and bike throughout city as a means of safety and convenience for those without vehicles and as a means of wellness and leisure time activities. Such facilities should be along all arterial and collector streets at a minimum. Sidewalks will become increasingly important to facilitate movement by the growing elderly component of the population and to safely facilitate walking to school and for shopping.

10. Develop an official street mapping ordinance to identify planned future street locations and extensions. Coordinate with the Town of Arcadia in this effort

11. Provide “traffic-calming” measures on those streets where the combination of traffic volumes, safety concerns, and bike/pedestrian circulation would indicate the benefits of such improvements while accommodating the efficient movement of existing and future traffic volumes.

12. Plan and construct new streets to fit a generalized grid pattern for efficiency of traffic circulation (minimize dead-ends) and to enable efficiency in the planning and functioning of utility systems.

3.3 PROGRAM AND ACTIONS FOR TRANSPORTATION

1. Continue safety and pedestrian improvements and downtown beautification enhancements.

2. Develop a detailed city Street Plan, which identifies planned new streets, including extensions of existing streets. Adopt an “Official Street Map and Ordinance” incorporating the planned street locations from the Street Plan to enable the official reservation of planned streets and highways both inside the city and within the city’s extraterritorial area. Such ordinances must be “consistent” with a city’s Comprehensive Plan. A future detailed Street Plan could be adopted as an addition to the Comprehensive Plan.

3. Rigorously enforce the new Subdivision Ordinance to give the city authority to review and approve the platting of land and to minimize city infrastructure costs in such platting. Provide design standards in this ordinance which assure that developers plan and construct public streets according to contemporary standards with pre-approval by the City Council and inspection by city officials prior to acceptance by the city, and the assignment of infrastructure cost to the developers of such subdivisions.

4. Implement plans for a through-traffic route to bypass industrial traffic around the downtown area, including the implementation of existing plans to improve County Road J South and North of downtown, and the investigation of options for upgrading County Road A. This traffic plan should be a collaborative effort with Trempealeau County, Buffalo County, Town of Arcadia, and the State DOT to upgrade and designate county roads to the state highway system in a manner which would enable major industrial traffic to enter and depart Arcadia from the south and north on County Road J. The implementation of the northward extension of this road to Highway 93 should be a part of any developments north of the city.

5. Produce a village bicycle and pedestrian plan in conjunction with a “safe route to schools plan” (SRTS plan), in accordance with the state and federal SRTS program, which offers funding incentives. Combine this effort with a plan for locating “traffic calming” measures, with Highway 95 and County Highway A being priority areas.

6. Identify street corridors with sidewalk needs and develop a priority plan for the yearly placement or improvement of sidewalks. As a general policy throughout the future, sidewalks should be planned for

both sides of arterial and collector streets to enable greater pedestrian connectivity throughout the city, not only for a growing elderly population, but also for students and the public in general. Such pedestrian connectivity should include employment centers, public and institutional uses, schools, shopping areas, and recreation areas.

7. Evaluate all dead-end or closed streets with the objective of opening, interconnecting, or extending those streets, which are necessary for the convenient circulation of industrial and residential traffic and to improve emergency vehicle access. This would also facilitate the opening of lands for development. Reference to the city's 1971 Comprehensive Plan is meaningful in that it recommended several streets be extended to aid traffic circulation for future growth, but such streets weren't extended with growth. These streets included: Sobotta Street, Gaveny Road, and Masseuere Street. Masseuere Street was recommended for extension as an alternate connection across the river as a downtown relief route and also to provide an emergency connection in case of a rail accident blocking the two existing river crossings. Street extensions can be reserved by way of an official street mapping ordinance.

8. Maintain a five year street improvement program with an annual capital budget for implementation. The City should maintain its recent rate of improving approximately one mile of street annually.

9. Identify needed measures to assure compatibility between rail traffic and adjacent streets, emergency service delivery, and land uses. In cooperation with the railroad, seek means to implement such improvements.

10. Conduct a concept design study for the intersection of Highways 93 and 95 in anticipation of the need to plan for accommodating increased traffic and manage land use and access in the vicinity of this intersection in the interest of safety and congestion management.

11. Work closely with the DOT to develop a specific Highway 93 corridor plan from Highway 95 south to the city limits. DOT traffic projections indicate traffic volume increases of 57% for Highway 93 north of Highway 95 between years 2012 and 2029, and an increase of 66% for Highway 93 south of Highway 95 between years 2014 and 2029. This plan would have the long range goal of transforming this corridor into an enhanced entry avenue into the city, with landscaping, signage, safety and pedestrian improvements, and traffic management measures to safely accommodate increasing traffic and maintain an attractive city image. Heightened concerns include adequacy of intersection design, frontage roads, and truck movements. This prime entry way to the city should feature a tree canopy corridor, enhanced with bike lanes and sidewalks.

12. Integrate beautification measures into all downtown street improvements.

13. The City's street improvement program for 2014 to 2018 includes the following projects:

    <u>2014</u>
    Barry (LRIP)
    Schultz Court
    Theija Street

    <u>2015</u>
    Halverson Lane (if TIF 4 eligible)
    Higbee Street
    E. Park Street
    Extension of Reit Lane
    Fox Street
    Fairfield Ave.
    Wilson Ave. (Simpson to Theija)

2016
Green Bay Ave.
Green Bay Court
Chitko Court

2017
Spring Street
N. Simpson Street

2018
Maple Street
Church Street
King Street
McKinley Street

The annual listing of streets is flexible and subject to change based on changing priorities, funding potential, and other factors unknown at the time of this report.

14. Implement the feasible traffic recommendations adopted by the City from its 2008 Downtown Improvement Plan, including amendments thereto.

15. The state has scheduled the reconstruction of the Highways 93 and 95 intersection for 2022.

16. Install *Share The Road* bicycle signs.

3.4 FUNCTIONAL CLASSIFICATION OF STREETS AND HIGHWAYS AND TRAFFIC VOLUMES

The Functional Highway System classifications for Trempealeau County are illustrated on the map in **Figure 3.** This map indicates that Highway 93 through the city is classified as a Principal Arterial Highway, and that Highway 95 and County Highway J are classified as Major Collector Highways. **Figure 4** illustrates the State of Wisconsin's major highways plan for the year 2020. This plan places Highway 93 in the second highest classification of state highways, connecting the metropolitan areas of La Crosse and Eau Claire.

The map in **Figure 5** illustrates the 2006 traffic volumes within the City of Arcadia. Average traffic levels within the City are generally at manageable levels, with the principal exception of traffic volumes and design deficiencies at the intersection of Main Street and County Highway J, and the rising levels of traffic on Highway 95 throughout the east side of the city where present average daily traffic volumes are approximately 11,000 vehicles per day. Continued improvements in geometric street design and intersection design will be necessary in proportion to city growth.

City street mileage is reported at 16.23 miles and county road mileage within the city is reported at one mile. State highway mileage is approximately 2.25 miles.

3.5 COMPARISON TO STATE AND REGIONAL PLANS

The most recent State highway improvement in the City of Arcadia was the reconstruction of the downtown intersection of Highway 95 and County Road J in 2010. This was a significant improvement in traffic flow, safety, and aesthetic effect. This improvement creates the potential for the future extension of Highway J traffic in a new corridor to an intersection with Highway 93 north of the city.

This 2015 Plan update is consistent with the state's *Connections 2030* of the Trempealeau River Corridor planning concept. This concept is a state corridor management process and recommendations for the Highway 93 corridor connecting the La Crosse and Eau Claire urban areas.

Since County Highway J connects the city's major industrial traffic generator, Ashley Furniture, through the city and out to Highway 93, the above project is expected to evaluate a new corridor to reroute this industrial traffic around the city from this reconstructed downtown intersection to Highway 93.

There are no city street improvement plans that would affect or would conflict with any final state or regional transportation plans that are known to exist as of 2015.

3.6 INCORPORATION OF STATE AND REGIONAL PLANS

This Comprehensive Plan incorporates a collaborative planning process with the Wisconsin DOT in the planning for the state's proposed improvements of Highway 93 and the reconstruction of the intersection of Highways 95 and 93. These plans were in-process during the 2015 updating of this Comprehensive Plan. The state's preliminary schedule for the reconstruction of this intersection is for 2022. The state's alternatives of a new signalized intersection or a roundabout is yet to be decided by the DOT. It's city policy to work closely with the DOT on its Highway 93 planning to ensure the incorporation of the needs and plans of the City of Arcadia and its residents and businesses in the area.

3.7 TRANSPORTATION CORRIDOR PLANS

The City of Arcadia has considered ideas for corridors north and south of the city to improve the community's regional accessibility to the state highway system, particularly for the significant amount of industrial traffic. A priority consideration is the northward extension of County Highway J to reconnect with Highway 93. Evaluating alternative corridor ideas and impacts for any part of the city will be necessary before final corridor commitments can be considered and incorporated into this Comprehensive Plan. This Comprehensive Plan recommends that an Official Street Mapping Ordinance be developed in which future street and highway corridors be identified to accommodate future city growth.

3.8 TRANSIT

There is no public transit service serving the City of Arcadia.

3.9 TRANSPORTATION FACILITIES FOR THE ELDERLY AND DISABLED

Specialized Transportation — The Trempealeau County Human Services Department (adult and aging services unit) provides public transportation services for elderly and disabled persons in Arcadia as part of a county-wide service. The Department operates a van service for primarily adult day care and medical transportation purposes, and for ambulatory and non-ambulatory persons.

3.10 BICYCLE TRAVEL

Bicycle travel is permitted throughout the city. The city has the Bicycle Trail-Way extending through Memorial Park and the Arcadia High School campus to Hillview Drive. This is a signed trail which was developed through a state STEP funding program. "Share The Road" signs would be helpful on those streets

where bicycle traffic volume is greatest. Trempealeau County has the nation's largest connected bike and trail system.

3.11 WALKING AND PEDESTRIAN FACILITIES

Sidewalks provide pedestrian service throughout most of the city. Sidewalks are important for Arcadia residents to get to work. The 2000 U.S. Census reported 9.9% Arcadia residents walked to work. This is a particularly high percentage; given the state average is 3.7%. An annual sidewalk program can achieve continued sidewalk interconnections throughout other needed areas of the city, particularly to interconnect public use facilities, employment facilities, all schools, and the downtown area. Sidewalks should be planned for all arterial and collector streets, including the entire length of Highway 95 and developed frontages of Highway 93. Other pedestrian facility goals and policies are addressed elsewhere in this section.

It is recommended that a city bike/pedestrian trails and sidewalk plan be developed and implemented in phases. These phases should be included in the city's annual capital improvements program.

3.12 RAILROADS

The city is served by the Canadian National Railroad. While some local businesses utilize the rail line, Ashley Furniture transports the most freight by rail. It's important for this rail line to continue providing viable rail service to Arcadia throughout the future. The railroad street crossing of the main line and spur tracks should be improved, and an alternate rail crossing for emergency purposes should be explored. This Plan supports the long range planning for a Highway 93 grade separation with the railroad north of the city. Railroad planning recommendations are contained in the goals, policies, and programs in Sections 3.1, 3.2, and 3.3 of this Section.

Various rail line extensions in the Arcadia area were in the exploratory stage during the updating process of this Comprehensive Plan. This Plan is subject to further updating as rail location decisions are made.

3.13 AIR TRANSPORTATION

There is no airport in the City of Arcadia. The closest commercial air service is at the airports in La Crosse, Wisconsin, Winona, Minnesota, and Eau Claire, Wisconsin.

3.14 TRUCKING

Trucking services are vital to the existence of the City of Arcadia and the area economy. For a community of this size, Arcadia generates and receives a very significant amount of truck traffic. Maintaining good street and highway facilities is necessary to support this service. Ashley Furniture generates significant trucking activity in the city. The company has several hundred trucks originating from the company's furniture factory in the center of the city. Other generators of trucking activity in the city include GNP, Pehler Trucking, a smaller volume of trucking from milk haulers and DSM. Section 3.5 and 3.7 of this Plan describes recommendations for accommodating existing and future truck traffic.

3.15 WATER TRANSPORTATION

There are no water transportation facilities serving the City of Arcadia. The nearest water transport services are located at barge terminals about twenty miles away in Winona, Minnesota; and about forty miles away in the La Crosse, Wisconsin area.

3.16 Implications & CONCLUSIONS

1. Efficient highway access, truck transportation, and rail service are vital to the City of Arcadia and the region. There is significant growth planned for both modes of travel serving businesses in the City of Arcadia.

2. The most important traffic concern in Arcadia is providing for local and through truck traffic and addressing traffic congestion and safety in the downtown area. Much of Arcadia's immediate transportation planning should focus on these issues.

3. A key determinant of future transportation improvements in the city should be the accommodation of industrial transportation needs. New and improved arterial highway corridors serving the city's industrial areas will be necessary to serve existing and future trucking and commuting traffic in a manner consistent with maintaining an overall quality of life for residents.

4. Improving downtown vehicle circulation will remain an important need.

5. The improvement of streets and highways can be expected to result in the upgrading and replacement of adjacent land uses; therefore, such transportation improvements should anticipate changes in land use and be designed accordingly.

6. All street and highway improvements should incorporate Context Sensitive Design into the planning and construction of facilities, with design principles extended to adjacent properties in cooperation with land owners and businesses. Such design standards will enhance the beautification and aesthetic appeal of the city and adjacent neighborhoods.

7. There will be a need for street and highway planning to collaborate with local industry and business to enable the incorporation of their projected expansion plans and related traffic volume growth and circulation needs.

8. Planning and traffic studies will be necessary at major intersections on arterial streets in the interest of minimizing and managing congestion and providing for auto and pedestrian safety.

9. It will be important to maintain close collaborative planning between land use development and transportation planning. This will be particularly important regarding the city's involvement and actions for rail dependent land uses to assure that new rail lines are compatible with neighboring land uses, with future street locations, and truck traffic generation.

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SECTION 4: UTILITIES AND COMMUNITY FACILITIES ELEMENT

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UTILITIES AND COMMUNITY FACILITIES ELEMENT

4.1 SANITARY SEWER SERVICES

Arcadia's sanitary sewer utility is under the jurisdiction of the City's Utility Commission, a separate body appointed by the City Council. This utility is self-supported by user fee revenue. The operation of this utility is under the direction of the Utility Commission and its staff. The City Council sets sewer rates based on recommendations from the Utility Commission. The design and location of sewer facilities is critical to the future viability of the city and is a key factor in maintaining consistency with and supporting other goals in the Comprehensive Plan.

1. Goals and Objectives

- Provision of wastewater treatment facilities and a sanitary sewer collection system adequate to serve the existing and future industrial, commercial, and residential needs of the City.
- Secure lands and/or easements for future utility needs.

2. Policies

- Assure that the sanitary sewer collection system is planned, designed, constructed, and maintained to provide service compliant with accepted engineering standards, city ordinances and state plumbing code, and according to Department of Natural Resources requirements.
- Perform a feasibility analysis for the extension of sanitary sewer services beyond routine extensions. Such analysis is advisable for any extension requiring a lift station.
- Perform a capacity evaluation before accepting wastewater from new, non-domestic sewer users.
- Maintain user fees and assessment rates at levels necessary to pay for sanitary sewer services and maintain adequate reserves.
- Reserve the right to require "developer agreements" with private parties where the city cooperates as a partner in a development by the provision of public services and incentives. Such an agreement should identify and balance city responsibilities and costs with obligation and public benefits to be provided by the private party.
- Apply the city's Comprehensive Plan, particularly its Land Use Plan element, as a guide in determining locations for sanitary sewer services.
- Review extraterritorial subdivision plats according to the feasibility of utility extensions to such development as indicated by the circumstances of each plat proposal.
- Develop a five year capital improvement program and plan for sanitary sewer improvements.
- Maintain close collaboration and planning between the Utility Commission and the City to enable efficient implementation of City Council and Utility Commission projects.
- Plan and coordinate the annexation and development of land between the Plan Commission and the Common Council.

3. Programs

- Monitor and evaluate the performance of the wastewater treatment plant for conformance with state standards and undertake appropriate studies to aid in this function.
- Continue to construct sanitary sewer projects presently planned.
- Extend sewer services to unsewered city properties within the service area where feasible.
- Rehabilitate or replace old sewer lines and undersized lines
- Conduct a cleaning and internal inspection of the sanitary sewer system on a 5-year, repeating cycle.
- Secure the lands needed for future utility improvements.
- Conduct a study which identifies the sewer system improvements needed to serve city growth areas identified in this comprehensive plan.
- Continue a program to maintain compliance with new Phosphorous limits.

- Apply for grant and loan programs for sewer system improvements.
- Amend the City sewer use ordinance as needs dictate.
- Prepare an Asset Management Plan to use in conjunction with the replacement funds.

4. Location, Use and Capacity

Figure 7 locates the wastewater treatment facility. The design capacity of the wastewater treatment plant is 2,187,000 gallons per day, and the average daily usage in 2014 was 1.4 MGD per day. The 260 working day average is 2.0 MGD. The plant's current biological oxygen demand (BOD) is 9,663 pounds per day. Two industries, GNP and DSM, provide pre-treatment of their wastewater before discharge to the public sewer system. The entire city is served by gravity sewer lines which discharge to a single lift station and then pumped through a long-distance, 14 inch force main to the treatment facility. The treatment facility consists of a seven-cell, 4-pond aerated lagoon system on about eighty acres of land in the southwest corner of the city. Some unincorporated lands north of Gaveny Road have sanitary sewer lines. The city is fortunate to have ample sized sewer lines on and near the boundary of the city positioned to serve future growth. There are a small number of properties which use on-site waste treatment systems (septic systems). Future on-site systems within the city are prohibited.

5. Future Needs and Timetable

- Potential funding sources for future sanitary sewer improvements are identified in the Economic Development section of this Plan.
- **Figure 7** identifies the planned future sewer service area.
- The future improvement needs of the city's sanitary sewer system include rehabilitation/replacement of sewer mains and laterals, and lagoon modifications for sludge removal. Reed beds were installed in 2011. The timetable for implementing these needs will be specified in the city's annual Capital Improvements Plan.
- Much of the timetable for extending city sewer service is dependent upon the annexation of lands for future city growth.
- Draft an overall lift station plan to determine the preferred location of sanitary sewer lift stations to serve existing and future city growth north of Turton Creek and other areas.
- Short term collection system needs: Oak St. and McKinley St. intersection to McKinley St Hill sewer addition, East River St. and Elm St intersection to North Oak St and Fox St extensions, Highway 93 and Highway 95 intersection extensions, investigate rerouting Wilson Ave. to County Highway J and Washington St. with lift station potential, televise East Main St sanitary sewer at time of street resurfacing.
- Wastewater treatment plant needs: sand filter with additional land needs, possible clarifier addition, and phase 2 reed bed addition.

6. Implications and Conclusions

- It's essential for economic development and a healthy tax base that the maintenance and expansion of a sanitary sewer system keep pace with growth potential and be a high priority for the city.
- The design of city's sewer system must be based on the need and objective of serving lands currently outside the city, as required for consistency with other Comprehensive Plan goals.
- Maintaining a sewerage treatment system that is always compliant with state permit regulations is essential to community health and growth.
- Maintaining a sanitary sewer system that is always capable of being extended to serve new development, consistent with the Comprehensive Plan, is essential for community growth, and to take advantage of economic development opportunities.
- Consider the need to accommodate clear water infiltration and inflow the City's sewer lines when sizing the city's sewer lines and treatment facility.

4.2 PUBLIC WATER SERVICES

Arcadia's public water system is under the jurisdiction of the City's Utility Commission, a separate body appointed by the City Council. The water system is self-supporting from its user fee revenue. The state Public Service Commission sets water rates. The operation of the water utility is under the jurisdiction of the Commission and its staff rather than the City Council. The city's water system plans are important in contributing to the Comprehensive Plan's consistency with other planning goals.

1. Goals and Objectives

- Maintain a public water system meeting state and federal standards.
- Provide a water system capable of serving future city growth.
- Provide an adequate water supply to meet fire protection and industry standards.

2. Policies

- Maintain a comprehensive water system plan and improvement schedule.
- Maintain up-to-date water system construction and plumbing code standards.
- Strict enforcement of PSC rules and regulations.
- Encourage water conservation.
- Maintain a water system user fee schedule adequate to fund and maintain existing and future water system needs, including adequate reserves.
- Monitor the city's water supply for adequate quantity and quality, and implement measures to protect the aquifer as recommended in the Wellhead Protection Plan, including extraterritorial platting and land use control. Work with the Town Board of the Town of Arcadia and county officials in this regard.
- Use the city's extraterritorial plat approval powers to require city water service to appropriate lands proposed for urban development within the extraterritorial area.
- Develop a five-year capital improvement program for water system improvements.
- Identify a site for Well No. 8.
- Plan and coordinate the annexation and development of land to be concurrent with the extension of public utilities.
- Plan and coordinate the annexation and development of land between the Plan Commission and Common Council.

3. Programs

- Continue the city's program of replacing all four inch water lines with larger lines as the street surfacing is replaced.
- Implement the Wellhead Protection Plan and ordinance through coordination with Trempealeau County and Town of Arcadia and through exercise of the City's extraterritorial powers.
- Implement safety measures per Homeland Security standards.
- Extend water services to unserved properties as feasible.
- Apply for grant and loan programs for water system improvements.
- Seek Public Service Commission rate adjustments as needed.
- Conduct a water facilities study which identifies future water system and fire protection improvements needed to serve the city growth projections of this comprehensive plan.
- Produce an Asset Management Plan for the city's water utility.
- Construct Well No. 7.
- Pursue joint use of equipment with other city functions where practical.
- Work with the Arcadia Town Board and Trempealeau County to adopt the city's well-head protection standards.
- Develop plans and financing to construct Well No. 8 as in tune with growth requirements.

4. Location, Use and Capacity

The City of Arcadia has substantial water system capacity, and has won several water quality awards for "best tasting water in Wisconsin". In 2013, water system use averaged 1.3 million gallons per day. On August 25, 2014, the water system pumped 2.1 million gallons in one day. The city has four active wells, all of which provide water treatment. The capacity for each of the city wells is: Well No. 3, 620 GPM; Well No. 4, 600 GPM; Well No. 5, 1,050 GPM; and Well No. 6, 1,250 GPM.

City water usage was approximately 453 million gallons for the year 2013. The per capita water usage was over 400 gallons per capita. Subtracting GNP (Gold'n Plump Poultry) water usage, the net water usage is 100 gallons per capita. Arcadia has a diversity of water main sizes, ranging from four inches to twelve inches. The four-inch lines are planned for replacement as the overlying street surface is replaced. There are about 7,960 feet of 12-inch water mains, and about 30,355 feet of ten-inch water mains. The capacity of the City's two water reservoirs is one million gallons east and one half million gallons west. The continued use of the wells will be conditioned on compliance with state water quality standards. The city's fire protection flows are about 3,500 gallons per minute for 3 hours. Ashley Furniture has booster pumps for its internal fire protection system. The largest water users are GNP at about 1.3 million gallons per day; DSM Ocean Nutrition, and Ashley Furniture. The protection of this water quality is partially assured by the wellhead protection measures the city has taken in compliance with state requirements. This protection is dependent, in part, upon the planning and regulation of land usage by town and county government. The map in **Figure 8** illustrates the city's well-head protection requirements and is part of the city's well-head protection ordinance.

5. Future Needs and Timetable

- Potential funding sources for future water system needs are identified in the Economic Development section of this Plan.
- **Figure 7** identifies the planned future water system service area.
- Much of the timetable for expanding the city's water service is dependent upon the annexation of lands for future growth.
- Identify a site for Well No. 8.
- Planning for new Well No.7.
- Abandon Well No. 3.

6. Implications and Conclusions

- Maintaining a totally reliable public water system is essential to the health, safety, welfare and economy of the community.
- A very significant amount of water is required for users in the City of Arcadia, principally industrial users. Keeping the water system infrastructure in a good condition and providing sufficient capacity for future city growth are critically important city goals and responsibilities.
- Maintaining a public water system that has ample water pressure and can supply fully adequate fire protection is essential for continued business and housing attraction and overall community property protection and economic development.
- The city is fortunate to have ample sized water lines (10- and 12-inch) on and near the city boundary which are well positioned to serve future growth.
- Protecting the city's water supply aquifer from contamination and from incompatible land usage is necessary for the long term viability of the city. This protection will be dependent, in part, upon maintaining appropriate land use in the well-head protection zones. Some of this protection falls under the jurisdiction of town and county units of government. The city also has limited authority for land use management in the unincorporated portions of its well-head protection zone through its extraterritorial plan approval authority under a subdivision ordinance.

4.3 STORM WATER MANAGEMENT

1. Goals and Objectives

- Minimize storm water problems from land development.
- Provide fully adequate facilities and management practices which accommodate storm water flows in all parts of the city to avoid property damage and facilitate property development consistent with the Comprehensive Plan.

2. Policies

- Review and update local development codes to incorporate flood avoidance and erosion abatement standards for existing properties and for new land development.
- Incorporate storm water standards for land development into the city's zoning and subdivision ordinances.
- Incorporate state-of-the-art storm water management measures into city codes.
- Explore the development of a municipal storm water utility.
- Develop and implement a city storm water management plan intended to minimize stream flooding and storm water flows through the city.
- Continue the program of regularly cleaning catch basins and sumps.
- Manage storm water to enable its filtration back into the ground. Suggested techniques include: rain gardens, permeable paved surfaces, etc.
- Maximize use of wetlands to accommodate storm water runoff and storage.
- Coordinate the policies and programs of this Section with Section 5.2 regarding flooding.

3. Programs

- Conduct educational programs to assist land owners and land developers become knowledgeable about storm water management measures which produce low-impact development.
- Work with the Trempealeau County Land Conservation Department for assistance on storm water management.
- Develop and implement a five-year storm water capital improvement program which includes annual upgrading of the city's storm sewer system.
- Review all platting proposals for compliance with storm water abatement measures.
- Provide information and enforce the storm water discharge permit standards regarding the prevention of erosion and sedimentation. Provide such standards in the city's subdivision ordinance.
- Expand the pumping capacity of the storm water pumping station behind Ashley Furniture.
- Improve the levy along Turton Creek to guard against stream flooding and Trempealeau River flooding, and implement measures to prevent Myers Valley Creek from flooding.
- Consider a storm water pumping station in the vicinity of Van Buren Street north of East Main Street to reroute storm water flows to Turton Creek due to insufficient capacity of storm sewers south of East Main Street.
- Work with Trempealeau County and Town authorities and land owners to implement acceptable storm water management practices within the drainage basins of Myers Valley Creek and Turton Creek as a means of minimizing future flooding within the City of Arcadia.
- Arrange for the dredging of Turton Creek under the railroad bridge to the Trempealeau River.
- Use of wetlands and artificial retention and detention ponds are advisable methods for accommodating storm water flows and runoff from built-up lands. A variety of storm water runoff measures and local controls can be implemented to reduce storm water damage and the cost of storm water system expansion.

4. Location, Use and Capacity

The city's storm water is accommodated by the storm sewer systems located in city streets and by the natural drainage of the Trempealeau River, Myers Valley Creek, and Turton Creek, the receiving bodies for storm sewers. Some wetland areas in these creek corridors are also receiving areas for storm water runoff in the city. It's recommended that there be periodic dredging of Turton Creek under the CN railroad bridge to remove impediments to flood flows in the creek.

5. Future Needs and Timetable

The city's storm water improvement needs and timetable will be identified in the City's Capital Improvement Program and annual plan of work.

4.4 SOLID WASTE DISPOSAL AND RECYCLING

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

The City of Arcadia provides a municipal solid waste collection service. This service consists of two packer trucks operated by the Street Department. Residential customers pay for the service through a "buy-a-bag" program, and business customers are serviced by dumpsters rented by the city or owned by the customers. The city trucks transport the garbage to the waste-to-energy power plant in La Crosse. Waste Management, Inc. and Tri-City Sanitation and waste haulers from Buffalo City also provide garbage collection in Arcadia. Any landfilling of waste that is required is provided by the La Crosse County Sanitary Landfill. Recycling is provided by Arcadia Recycling.

Arcadia has an interest in a 40 acre decommissioned and inactive landfill site located in Section 34 outside the city limits in the Town of Arcadia. The city and the town began process in 2015 to seek funding assistance to assess and clean-up this site with the assistance of a private party.

The present services satisfy the waste disposal needs for the city. As needs change, the city will want to be open to other options, including the out-sourcing garbage collection services depending on maintenance of quality services and the economics of such services. There is no timetable for such considerations.

The city also maintains a solid waste dumpster transfer station, and a site for burning clean wood or brush.

The city's general goals and policies include the maintenance of cost-effective solid waste disposal services, including services for the disposal of hazardous and electronic waste, and the clean-up of the decommissioned landfill site outside the city.

4.5 PARKS AND RECREATION

1. Goals and Objectives

- Preserve and maintain a parks and recreation system adequate to the existing and future needs of the City of Arcadia.
- Incorporate facilities and activities necessary for emerging needs, such as wellness and trail facilities, and appreciation for the natural environment.

2. Policies

- Develop and implement a site-specific parks and recreation plan. The city updated its Parks and Recreation Plan in 2013.

- Require park facilities and/or provision of lands in residential developments, and incorporate such standards in a City Subdivision Ordinance.
- Support the development of a city-wide trails and wellness plan.
- Develop and utilize park and recreation resources, including the area's open space natural lands, as part of a city strategy to attract business and residential growth.
- Maintain the aesthetic and historic status of Memorial Park for the local pride generated and as a visitor destination. Also, maintain the aesthetic appeal and upkeep of all other city parks.
- Accept the recommendations of the city's Parks and Recreation Plan.
- Maintain an updated Outdoor Recreation Plan to remain eligible for state and federal outdoor recreation funding.

3. Programs

- Work with the school system, major industries and other institutions to develop a specific trails plan incorporating wellness and natural environmental assets and educational opportunities.
- Identify park facility needs and improvements and develop a five year capital improvements program to satisfy such needs.
- Maintain an aggressive vegetation, turf maintenance, and litter control programs in all public parks.
- Provide a gazebo or public gathering structure in the Washington Court location.
- Seek and apply for outside funds for park improvements and for the acquisition of shoreland areas and other open space natural resources.
- Develop and implement a maintenance plan for grounds and improvements in Memorial Park and Kids Kingdom Park facilities.
- Continue to work with the Mississippi River Regional Planning Commission on recreating plan development and updating. This Comprehensive Plan adopts the Outdoor Recreation Plan by reference.

4. Location, Use and Capacity

The information in the city's Outdoor Recreation Plan, updated in 2013, provides the information necessary for this section. The map in **Figure 13** illustrates the location of the city's park system. In summary, there is approximately 75 acres of park and recreation lands under the city's jurisdiction, the largest of which is the extraordinary Memorial Park and Soldiers Walk described in detail in the city's Outdoor Recreation Plan. In addition to city facilities, the school district has approximately 25 acres of outdoor recreation facilities between the two school locations in town. Other outdoor recreation facilities include the 50 acre, nine-hole golf course of the Arcadia Country Club and the Arcadia Sportsman's Club located near the city on the Trempealeau River. The city has a 2.3 mile bicycle/pedestrian trail way which links Memorial Park with the high school complex and Killian Children's Park with the rest of the city. The city added a 1.33 acre neighborhood park adjacent to its new electrical substation off Blaschko Avenue.

5. Future Needs and Timetable

The city's 2008 Outdoor Recreation Plan reports that, "more than adequate acreage exists for outdoor recreation". The city will remain open to developing specific parks needs and timetables as a follow-up to this Comprehensive Plan.

The State of Wisconsin has studied existing outdoor recreational activities and projected future recreational needs. The four most popular outdoor recreational activities today are: walking for pleasure, viewing/photographing nature, gardening/landscaping, and bicycling. The state outdoor recreation study reports that, "as time becomes more pressed between work, school, home life and other responsibilities, recreational activities that are located close to home and that do not require scheduling are expected to increase in popularity".

The Trempealeau River corridor has significant potential to satisfy diverse outdoor recreational needs close to home for Arcadia residents. The Trempealeau River valley presents an environmental corridor which possesses significant potential to satisfy long range needs for regional outdoor recreation activities. Such environmental corridor facilities are increasingly satisfying the "quality of life" requirement for attracting and maintaining the population base required for local job development and business growth, and which indirectly enhances school enrollments and long term school district viability.

4.6 TELECOMMUNICATIONS FACILITIES

1. Goals, Objectives, Policies, Programs and Needs

Present telecommunications services are provided by Century Link, and Alltel/Verizon. DSL communication services are provided by Tri County Communications. Arcadia's goals and policies regarding telecommunications services include the provision of such services in accordance with contemporary standards of technology and quality, including continuous upgrading in digital communications to maintain complete broadband capabilities, particularly for business needs.

It's a goal of the city to upgrade broadband, fiber optic, and other wireless communications services for all parts of the city requiring such services to enable the community to function in accordance with accepted communication standards throughout the future.

4.7 POWER GENERATING PLANTS AND TRANSMISSION LINES

Arcadia's electric services system is under the jurisdiction of the city's Public Utility Commission, a separate body appointed by the City Council. This electric system is self-supported by user fee revenue. Electric rates are set by the state Public Service Commission.

1. Goals and Objectives

- To provide safe and reliable electric service for all end-use customers located within the city boundaries of Arcadia with a high-level of service at the lowest possible cost.
- Manage electric rates through efficiencies and opportunities.
- Maintain a reliable and adequate infrastructure to serve existing and future industrial, commercial and residential needs of the city.

2. Policies

The Arcadia Public Utility Commission administers policies in the following areas:

- Continue to keep EMPLOYEE SAFETY at the HIGHEST PRIORITY
- Continue to participate in Emergency Management, safety, and Civil Defense for the City of Arcadia.
- Continue to be a strong member of Municipal Electric Utilities of Wisconsin (MEUW).
- Continue to be a strong member of Upper Midwest Municipal energy Group (UMMEG). Joint action agency formed in 1978.
- Continue to support the City general fund with an annual PAYMENT IN LIEU OF TAXES.
- Maintain Mutual Aid policies, with other members of MEUW.
- New service policies
- Maintain or Exceed reliability expectations per Public Service Commission of Wisconsin and our customers.
- Manage customer outage response time.
- Non-payment: cold weather shut-off policy.
- Seek to establish the practice of the "single trench" approach to the burying of non sewer & water public utilities where feasible.

- Seek to adjust service area boundary to include city growth areas.
- Plan and coordinate the annexation and development of lands to be concurrent with the feasibility of extension of electrical services.

3. Programs

- Seek Public Service Commission rate adjustments as needed
- Remain a member of Focus on Energy
- Make charitable donations, and use equipment for charitable organizations and non-profits when requested
- Education and safety demonstrations
- Renewable energy, required purchases by PSC from Dairyland Power, Rugby, Cashton Greens, or others. Presently, the city's wind purchases are at 20 %
- Reliability programs: tree trimming, wildlife protection, infrared heat scanning of substation, distribution lines and generation plant, and PSC 113 inspections of system.
- Load reduction procedure
- Emergency procedures (floods, storms, etc.)
- Emergency government location-east substation
- Wood pole inspection, and replacement plan
- Cable testing and replacement plan
- Relay testing
- Control system testing
- Battery testing
- Generation maintenance plan
- Cost sharing of equipment with other city departments
- Cold weather shut-off
- Low income
- Implement street decorative street lighting on a multi-year schedule with joint funding programs
- Continue the agreement between the city and the Utility Commission on the decorative pole program as outlined in the 2015 decorative lighting program.

4. Location, Use and Capacity

Electric power is supplied by the Arcadia Electric Utility, which is city-owned. The Arcadia Electric Utility has its headquarters, main substation and power plant facilities at 115 South Jackson Street, which is in the downtown Arcadia area. Its second substation, the East Arcadia substation is located at 1763 East Blaschko Avenue. The utility purchases its power supply on a wholesale basis from the Dairyland Power Cooperative and UMMEG through long-term contracts in cooperation with sixteen other municipal utilities to enable maximum buying power. The power purchased is delivered to the utility over the transmission system of Dairyland Power Cooperative under a long-term shared transmission system agreement. Both substations take delivery at 69,000 volts from Dairyland Power, but on different transmission feeders. These two substations currently have the ability to back each other up in case of mechanical failure or natural disaster.

The capacity of the downtown substation is 32 MVA, while the east substation has a capacity of 37 MVA, and the downtown generation plant has 17 MVA of capacity.

5. Future Needs and Timetable

- Secure property for 3rd. substation north of Highway 95 across from Homestead Avenue.
- Install 4th feeder (southern route) from east substation to a point southeast of Ashley Furniture to improve backup capability of the east substation for the loss of the main substation.
- Add two new truck bays to the garage building by 2017.
- Increase system firm capacity to meet firm capacity obligation.
- Dates to implement future needs will depend on load growth.
- Continue to invest in new technology.

4.8 CEMETERIES

There are no cemeteries in the City of Arcadia. Cemetery use is explained in the city zoning ordinance where city polices and standards are described.

4.9 HEALTH CARE FACILITIES

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

The planning for and development of health care facilities and services are under the jurisdiction of private providers. The city lost its largest health care facility, St. Joseph Hospital, in 2010, as well as its nursing home. The Mayo Franciscan Skemp Health Clinic and Sacred Heart Clinic provide health care services. Ashley Furniture and the GNP Company provide wellness centers for their employees, which is currently administered by Gunderson Lutheran. The goals and the policies of the City of Arcadia are to continue to seek upgrading of comprehensive health care services to replace the loss of the hospital, and to encourage and support the enhancement of all health and wellness services as necessary to meet unmet needs and to serve the future growth of the city.

4.10 CHILD CARE FACILITIES

1. Goals, Objectives, Policies, Programs and Needs

The planning for and development of child care facilities and services are under the jurisdiction of private providers. The goals and policies of the City of Arcadia are to support the level of service these facilities provide and to encourage and support the enhancement of these services necessary to meet any unmet needs and the future growth of the city.

4.11 POLICE, FIRE, AND AMBULANCE SERVICES

1. Goals and Objectives

Maintain emergency services and facilities up to contemporary standards for the size and nature of the local service area.

2. Policies and Programs

- Provide the necessary training and continuation education for emergency personnel.
- Provide the equipment and facilities for emergency personnel according to a multi-year capital improvements budget.
- Utilize and amend as necessary the Emergency Operations Plan as developed by Emergency Management, Safety, and Civil Defense Commission.

3. Location, Use and Capacity

Fire and rescue services are provided by the Arcadia-Glencoe Fire District, which is governed by an independent Fire Board. This district includes the City of Arcadia, and the Towns of Glencoe and Arcadia. The district provides services to other areas through mutual aid arrangements. The Fire Department is located on West Main Street in the City of Arcadia.

Ambulance services are provided by the Arcadia Ambulance Service, through Gunderson Lutheran Health Care. The ambulance service area includes the city and town of Arcadia, and the Towns of Glencoe,

Montana, Waumandee, Dodge, and Burnside, and the City of Independence. This service includes the Arcadia First Responders which are part of a regional group.

The use and capacity of emergency services is within the norms for a service area of its size.

4. Future Needs and Timetable

The future needs and timetables will continue to be determined by the various emergency service organizations. The City of Arcadia will collaborate with these services to the extent of its formal involvement with these services.

4.12 LIBRARY FACILITIES

1. Goals and Objectives

- Upgrade library facility and services at a new location in conjunction with a Community Center concept including a new municipal administrative center and other compatible uses.

2. Policies

- Close coordination between city authorities and the Library Board.
- Maintain a long range plan for library development and operations.

3. Location, Use, and Capacity

The Arcadia Public Library is part of the Winding Rivers Library System. Under this system, residents outside the city can use the library with reimbursement by the county for such usage. The present library is located in the downtown area. The library is presently at maximum capacity, and it's been determined that additional space is needed, as well as implementing code compliance measures.

4. Future Needs and Timetable

To accommodate future needs, the city library warrants additional space. This may involve a new location. Continued local communication and policy development is necessary to develop a program to implement this need. The timetable for accomplishing this need is within the short range.

4.15 SCHOOLS

1. Goals, Objectives, Policies, and Programs

- The planning and provision of educational services and facilities in the City of Arcadia is under the jurisdiction of the Arcadia School Board. The city's goals and policies regarding schools are to support the school district's planning and development programs, and to provide the required level of city services. It's city policy to be involved with school district facility planning to enable maximum coordination and efficiencies in the delivering city services required by the school system. This assumes close communication between school district authorities and city authorities.

- The school district has evaluated the K-8 grade school on Main Street which indicated the continuation of lower grades at this facility and the placement of a middle school presently under construction on the high school grounds.

- An overall goal for school/city coordination would be to facilitate pedestrian connections between school facilities and the rest of the community. Walking to school had become a

contemporary goal of schools and cities. The state of Wisconsin has made available a Safe Routes to Schools (SRTS) grant program to plan and implement pedestrian connections to schools. This program identifies multiple benefits of walking to school.

4.16 CITY ADMINISTRATIVE FACILITIES

1. Goals and Objectives

- Provide an expanded municipal administrative facility which provides efficient accommodation for all city administrative functions, policing facilities, and meeting room facilities for the City Council and the general public, the city library, and other complementary uses. An aesthetic and progressive image for a community's traditional city hall facility is critical for portraying a progressive and inviting image for any city.

- Integrate related public uses when providing new public facilities, not only for efficiency and economy, but also to provide greater levels of service to the public throughout the future lifespan of such facilities.

2. Policies

- Provide a city hall facility with ample space for unanticipated functions throughout the future.

4.17 OTHER PUBLIC FACILITY CONCERNS

Handicap accessibility is a general concern for several public facilities in the city. These concerns relate to compliance with the standards of the Americans with Disabilities Act (ADA). The Independent Living Resources organization identified ADA compliance issues for city hall, the Glanzer Senior Citizens building, the library, the recreation center, the aquatic center, and the Memorial Park visitor center. The city's Comprehensive Plan incorporates the goal of complying with ADA standards for all existing and future public facilities.

SECTION 5:
AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

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AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

5.1 Agricultural, Natural, and Cultural Resources, Mineral Resources, Recreational, Historical and Urban Design, Environmentally-Sensitive Areas, Threatened and Endangered Species and Wildlife Habitat Element

The above noted resource elements have limited or no occurrence within the City of Arcadia which is mostly developed out to its borders. There are no farms or designated wildlife areas within the City. Groundwater planning is addressed in the Land Use Section of this Plan. The principal authority for the planning, preservation and protection of these resources rests with state and federal authorities.

1. Goals and Objectives

- Protection and preservation of the area's natural resources.
- Greater integration of natural resource values and facilities into the city's strategies for promoting housing and economic development.

2. Policies and Programs

- The City of Arcadia's role in preserving and protecting these resources will be consistent with and comply with applicable state and federal regulations.
- The planning and regulatory functions of the City will provide for the preservation and protection of these resources.
- Apply the city's Open Space/Conservancy zoning district and the Agricultural zoning district to these resource areas, except for the high groundwater areas where urban development is feasible with recognized measures to mitigate high ground water.
- Support and encourage natural resource preservation through techniques such as conservation easements, land trusts, and transfer of development rights.
- Develop tourism and economic development programs that recognize and promote the area's excellent hunting and other outdoor recreation opportunities.
- There should be mitigation of tree loss from public, utility, and other large scale developments by replacing trees at appropriate locations in the city. Contributing to a city "tree fund" should be an option in lieu of tree replacement as judged appropriate by the city. This mitigation policy and the city's tree ordinance should follow the standards of Tree City USA and the Arbor Day Foundation.

5.2 STREAM CORRIDORS, SURFACE WATERS, FLOOD PLAINS, WETLANDS

The planning for these resources is also addressed in the Land Use Section of this Plan. The principal authority for the protection and regulations of these resource areas rests with state and federal authorities.

1. Goals and Objectives

- Protection and preservation of the above resource areas.
- Consideration of these resources in community planning and land development.
- Protect the community from flooding.

2. Policies and Programs

- Compliance with laws and regulations regarding the above resource areas.
- Integrate these resources into city plans, such as for parks and recreation; trail development; accommodation of storm water; requirements for private open space in proposed developments; incentives for the location of urban development at suitable locations away from such resource

areas; and the accommodation of these resources in the long range planning for the Trempealeau River corridor.

- Apply the city's Open Space/Conservancy zoning district to these resource areas.
- Support and encourage natural resource preservation through techniques such as conservation easements, land trusts and transfer of development rights.
- Initiate actions to identify flood prevention improvement needs along the Trempealeau River, Turton Creek, and Myers Valley Creek, and seek funding to design and implement such improvements. Flooding potential is significant in much of Arcadia. According to the April 2009 FEMA Flood Insurance Study, flooding on the Trempealeau River on August 23, 1975, covered three-fourth of the downtown area to a depth of 2.5 feet.
- Work with the Trempealeau County and Town of Arcadia officials, land owners, and the county Natural Resource Conservation Service (NRCS) agency to plan and enact measures to abate flood flows in stream basins draining through the City of Arcadia. NRCS programs that could potentially be of use include: the Environmental Quality Initiative Program (EQUIP), the Conservation Stewardship Program (CSP), and the Agricultural Conservation Easement Program (ACEP).
- Continue to plan for diking improvements along the Trempealeau River
- Periodic dredging of Turton Creek under the CN railroad bridge.

5.3 METALLIC AND NONMETALLIC MINERAL RESOURCES

1. Goals and Objectives

- Provide for the extraction and processing of non-metallic mineral resources consistent with other goals, objectives, and policies of the Comprehensive Plan.
- Decisions on non-metallic mining should be made on the basis of scientific information and other facts regarding such activities.

2. Policies

- Consider the value of mining sites and related annexations to be areas for current and post mining development opportunities in the city of Arcadia. Consider the basic value of mining sites and related annexations to be opportunities to provide space for city growth.
- Ensure the protection of health and natural resources through the standards and enforcement provisions in the city's non-metallic mining ordinance, in development agreements, and in the conditions attached to conditional use permits through the city's zoning program.
- Ensure that the city's mining ordinance is kept updated to contain the latest approved scientific standards and practices for health and natural resource protection.
- Ensure that the city's mining ordinance is kept updated to contain the latest approved scientific standards and practices for health and natural resource protection including, but not limited to, air, water, vegetation, and soil quality standards.
- Mine site reclamation to be consistent with city's long range growth goals and should be guaranteed as part of development agreements and conditional use permits, but flexible enough to evolve with the city's growth needs and goals.
- Provide for the protection of residential property values in the vicinity of mining operations as defined in conditional use permits and development agreements related to mining operations.
- Maintain compliance with DNR Code, NR 135
- Provide that the cost of compliance with codes and standards remains the responsibility of mine owners/operators.
- Use the city's Land Use Plan to provide guidance on what residential growth areas are to be assured of compatibility with the effects from non-metallic mining and related functions, including: separation distances, buffer zones, and zoning protections.
- Ensure that non-metallic mine owners/operators provide adequate reclamation or cash bonds. Letters of credit will not be accepted.

- Ensure that non-metallic mine owners/operators are adequately reclaiming acres as they move onto new mining acres and that the number of actively mined acres in a non-metallic mine stays consistent.
- This Plan acknowledges that there are certain limitations on the application of zoning to non-metallic mining uses.

5.4 PARKS, RECREATION AND OPEN SPACE

Park and recreation planning is addressed in the park and recreation element of the Utilities and Community Facilities Section of this Plan, in addition to this subject being comprehensively addressed in a separate Outdoor Recreation Plan prepared in 2008 under separate cover by the Mississippi River Regional Planning Commission.

5.5 HISTORICAL AND CULTURAL RESOURCES

1. Goals and Objectives

- Preserve the city's historical and cultural resources.

2. Policies and Programs

- Identify and sign all the city's historical and cultural resources including those that are potentially eligible for listing on the National Register of Historical Places. The city library building is currently on this register.
- Continued recognition and promotion of Arcadia Memorial Park for its significant historical monuments and patriotism theme.
- Work with city and county historical organizations and the State Historical Society on the identification and preservation of historical and cultural resources.
- Integrate historical and cultural resources into public and private development.
- Provide for adequate facilities for the Arcadia Historical Society, perhaps in conjunction with expanded administrative and library facilities.
- Continued recognition and promotion of Arcadia Historical Society.
- Continued recognition and promotion of the Wanek Art Center.

5.6 COMMUNITY DESIGN

1. Goals, Objectives, Policies and Programs

- Apply architectural and aesthetic design principles to public land and building development via the city zoning ordinance or historic/aesthetic design districts.
- Integrate civic design into community promotion themes and signage.
- Apply aesthetic design principles to the landscaping of public grounds, street boulevards, and public facility development.
- Incorporate community design and landscape design principles into city codes where appropriate.
- Implement community design principles as a part of the city's image as related to the city's economic development strategy and programming.
- Use the "Downtown Aesthetics and Community Character" recommendations in the city's Downtown Improvement Plan of 2008 as a base for implementing specific plans for downtown design improvements. This recommendation is consistent with the Economic Development Section of this Plan which recommends an architectural design theme for the downtown.
- Initiate a downtown Streetscape improvement program and begin a review of the potentials of various recommendations in the 2008 Downtown Improvement Program.

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SECTION 6: ECONOMIC DEVELOPMENT ELEMENT

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ECONOMIC DEVELOPMENT ELEMENT

Note: Some economic indicators from the 2000 U. S. Census reported in the city's 2009 Comprehensive Plan were not collected in the 2010 U. S. Census.

Selective Economic Indicators, 2000
City of Arcadia, WI

Occupation of Employee	Arcadia	%	Trempealeau Co. %
Management, Professional & Related	236	20.00%	27.50%
Service	188	15.90%	14.10%
Sales & Office	219	18.60%	18.90%
Farming, Fishing & Forestry	26	2.20%	2.90%
Construction & Maintenance	96	8.10%	9.20%
Production, Transportation & Material Moving	414	35.10%	27.40%
The Industry Employees Work In			
Agricultural, Forestry, Fishing, Hunting, Mining	36	3.10%	8.50%
Construction	46	3.90%	6.20%
Manufacturing	542	46.00%	28.60%
Wholesale Trade	18	1.50%	9.30%
Retail Trade	73	6.20%	9.30%
Transportation, Warehousing, Utilities	68	5.80%	4.60%
Information	21	1.80%	1.60%
Finance, Insurance, Real Estate, Rental	47	4.00%	3.90%
Public Administration	24	2.00%	2.80%
Educational, Health, & Social Services	156	13.20%	19.50%
Arts, Entertainment, Accommodation, Food Services	73	6.20%	5.10%
Professional, Management, Administrative	33	2.80%	3.20%
Other Services	42	3.60%	3.60%
Private Wage & Salary Worker	961	81.50%	76.30%
Government Worker	103	8.70%	10.90%
Self - Employed	104	8.80%	11.90%
Median Earnings - 2000			
Male, year-round, full-time		$29,133.00	$29,276.00
Female, year-round, full-time		$23,255.00	$21,519.00
Median Family Income		$44,063.00	$45,369.00
Per Capita Personal Income		$17,157.00	$17,681.00
Percent on Public Assistance, Social Security		37.20%	33.50%
Mean Retirement Income		$11,930.00	$14,043.00

6.1 ECONOMIC BASE ANALYSIS

The City of Arcadia is an important agricultural service center and manufacturing center. Ashley Furniture is the single dominant economic asset in the community. Gold'n Plump (GNP) poultry processors are a significant economic force as well. These industries are primarily responsible for the dominance of the "production, transportation, and material-moving" occupational category of local residents at 35.10% of the population. Manufacturing constitutes 46% of the city's employment, three and a half time larger than the second largest business category in Arcadia. Since these economic measures were recorded, the city has become the home of an industrial sand mining company which has further diversified the industrial job base.

Tourism is an important component of Arcadia's regional economic base. Hunting is a particularly extensive outdoor recreational activity. Trempealeau County and adjacent Buffalo County have a national reputation for trophy whitetail deer hunting. Refer to Sections 3.10 and 5.40 of this Plan for additional tourism and recreation components of the area economy.

Despite the 2008recession placing some stress and uncertainty on the region's economy, Arcadia's economy remained stable. The Trempealeau County's unemployment rate increased from 3.5% in May of 2008 to 7.3% in May 2009, and the rate for Buffalo County increased from 3.4% to 6.6% during the same time period, while employment in the City of Arcadia remained stable.

6.2 LABOR FORCE ANALYSIS

Arcadia has a large day-time labor force in comparison to the city's resident population. A large proportion of Arcadia's labor force works within the city as indicated by the mean travel time to work of only 11.5 minutes, according to the 2000 U.S. Census. Most cities in the region have longer travel times to work, indicating residents commute out of their communities for work. The state average travel time to work in 2000 was 20.8 minutes. As the proportion of the population participating in the labor force remains high (including high female participation rates), and as a greater proportion of the population passes into retirement, the city could experience shortages in its labor force. Providing more local housing for job-holders working in Arcadia is an important community planning and development goal.

A valuable part of the labor force analysis is the labor market information contained in the 2007 University of Wisconsin report entitled *Labor Market Conditions in Trempealeau County*. This is county-wide information.

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

Strengths

- Safe and healthy community
- Industries providing a substantial employment base and the community multiplier benefits from such industries
- Affordable housing for home ownership
- Job creation from major industries
- Sand mining has added to the industrial base of the city
- Location on Highway 93, an arterial connection between the La Crosse and Eau Claire metropolitan areas
- Excellent utility systems for waste treatment and public water supply
- Located on the scenic and natural resource corridor of the Trempealeau River
- Significant tourism economy – popular outdoor sportsman's area
- Arcadia area has a good reputation as being in a nationally popular deer hunting area.
- The unique Memorial Park and Soldiers Walk
- Intermodal freight facility with the rail system

Weaknesses

- Traffic congestion in the downtown, mainly due to lack of alternate through routes
- Need for alternate arterial highway route into and around the city
- The downtown area and adjacent residential areas are subject to development limitations and potential damage from high ground water and flooding
- Limited space for continued city industrial growth
- Insufficient local housing for employees of local businesses and to support new businesses
- Need improved city administrative and library facilities
- Insufficient levy protection from Trempealeau River and tributary streams

Opportunities

- Facilitating local and regional traffic circulation, particularly for truck traffic, through a by-pass providing a second connection to Highway 93. Explore the extension of County Highway J south of the city to intersect with Highway 93
- Presence of developable lands adjacent to the north and south borders of the city
- A supper club facility is needed
- Constructive re-use of lands from mining reclamation
- Development of "enterprise zones" and "public-private partnerships"
- Opportunities to "rebrand" the community

Threats

- Insufficient expansion area can limit employment and housing development
- Traffic congestion, particularly truck traffic, is a threat to safe and efficient city growth and poses a threat to neighborhoods adjacent to such traffic
- Potential damage to properties and effects on property values in areas subject to high ground water and flooding from the river and tributary streams
- Reduction of local labor force in favor of jobs in other communities if Arcadia can't keep up with providing local housing opportunities
- Concentration of jobs in a limited number of employers

6.4 DESIRED TYPES OF NEW BUSINESSES AND INDUSTRIES

The City of Arcadia has identified its first level of desired industries to be the expansion of existing industries, and its second level of desired industries to be other industries which are environmentally suitable to the community and can be physically and financially accommodated by the city's infrastructure. The city also seeks to diversify its employment base to maintain economic stability for the community.

6.5 DESIGNATED SITES FOR NEW BUSINESSES AND INDUSTRIES

The map in **Figure 9** locates the city's two active Tax Increment Finance (TIF) districts. TIF District 3 is an industrial district encompassing Ashley Furniture and TIF District 4 is a mix of commercial and industrial lands. A previous TIF District encompassed the downtown area which remains a designated site for business development. The city has limited capacity to finance additional TIF districts.

Evaluate business prospect proposals from other cities for development of policies for a preferred approach to the use of TIF customized to the City of Arcadia.

6.6 EVALUATION OF ENVIRONMENTALLY CONTAMINATED SITES

There are no registered environmentally contaminated sites known to exist within the city, although there are a few remediation sites. The city's old landfill area outside of the city has a series of monitoring wells.

6.7 ECONOMIC DEVELOPMENT PROGRAMS

1. County Programs

- Economic development programs & incentives of Trempealeau County

2. Regional Programs

- Programs of the Mississippi River Regional Planning Commission, including their Comprehensive Economic Development Strategy (CEDS)
- United Coulee Region (7 Rivers Alliance)
- Service Corps of Retired Executives (SCORE)
- Small Business Development Center at Western Technical College
- Hidden Valleys Tourism Association
- Western Technical College
- Western Dairyland

3. State Programs

- Wisconsin State Trust Fund
- Drinking Water State Revolving Fund
- Community-Based Economic Development Program, (Wisconsin Economic Development Corporation, WEDC)
- Wisconsin Main Street Program or similar program

4. Federal Programs

- USDA Rural Development Fund
- CDBG Public Facilities Fund-Department of Administration

5. City of Arcadia Programs

- TIF program
- Arcadia Economic Development Committee

6.8 ECONOMIC DEVELOPMENT RECOMMENDATIONS AND PLAN

Economic development includes measures necessary to maintain the existence and growth of the existing business and industries in the city. Positive city leadership and support is vital to accomplishing this goal. To be successful in the long-term, this relationship between city and business must be institutionalized and be permanent.

1. Goals and Objectives

- Implement policies and projects to sustain the city's economy under conditions of economic stress, particularly job preservation.
- Seek a "diversified" business and job base to underpin economic stability.
- Continued business and industrial development is a community goal for the purpose of job development, tax base growth, school district support, and to sustain the viability of the whole community into the future.
- Implement the recommendations for downtown improvements as identified in the city's Downtown Improvement Plan of November 2008.
- Develop an Industrial Park.
- Develop a Commercial Business Park.

2. Policies

- Establish and maintain regular communication and partnering with existing and prospective businesses and industries to accomplish growth and expansion. Seek regular input from the city's largest employers.
- Actively recruit new business and industry consistent with other needs and values of the city and the goals and policies of the Comprehensive Plan.
- Implement economic betterment measures revealed in the Strengths and Weaknesses analysis reported in this Section of the Plan.
- Work with and seek the assistance of county and state economic development authorities for the implementation of local economic development goals and projects.
- Create an aesthetic image of the community that will enhance the city's efforts to attract businesses and employees.
- Apply the recommendations of the city's 2008 Housing Study regarding housing development and planning.

3. Programs of Action

- Provide support for the local economic development organizations.
- Implement and maintain Tax Increment Financing programs where needed at such time as TIF financing capacity is available.
- Establish an institutional structure and formal arrangements to facilitate regular communication and action items between public officials and businesses.
- Develop and Implement a downtown redevelopment strategy as recommended in the city's 2008 Downtown Improvement Program. The downtown area should develop an architectural design theme which conveys an image of aesthetic uniformity and progressive outlook which is necessary for successful downtowns to attract new business and residents.
- Explore the development of a formal "Main Street" program, or programs with similar purposes, with the "Main Street" definition tailored to Arcadia.
- The economic potential of the Highway 93 development corridor will be further strengthened by its transformation into an aesthetic entry-way into the city, featuring a comprehensively designed landscaped corridor as recommended in the Transportation section of this Plan.
- Securing land for the development of an Industrial and Commercial Business Parks.
- Securing land for residential development. This will create growth in the tax base and in the employment base. Seek feasible means to underwrite the cost of residential lots to enable new affordable housing and to achieve population growth goals.
- Explore the establishment of a "first-time home buyer program".
- Establish a community Revolving Loan Program, and seek contributions from public and private sources to capitalize the program.
- Program and implement continued infrastructure improvements, such as streets, utilities, and augmented electric service and fire protection, all of which business growth and recruitment depends on.
- Seek assistance from economic development organizations to help cultivate entrepreneurial skills and efforts in Arcadia.
- Add an economic development element to the city's web site.
- Explore the development of an "enterprise zone" in an area of special economic development potential.
- Fully promote the Memorial Park and Soldiers Walk which would be considered an outstanding public and cultural asset in a city of any size.

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SECTION 7: INTERGOVERNMENTAL COOPERATION ELEMENT

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INTERGOVERNMENTAL COOPERATION ELEMENT

7.1 PLANNING CONTEXT

This element of the Comprehensive Plan is intended to present the city's recommendations for cooperating and coordinating with others in city affairs. The goal of cooperation is to facilitate improved public services, savings in public funds, elimination of unnecessary overlapping services, and fostering relationships for cooperation on future service needs and opportunities.

7.2 RELATIONSHIP OF CITY TO SCHOOL DISTRICT

There has been a positive and compatible relationship between the school district and the city government regarding functions where the school and the city interrelate. Continued intergovernmental coordination between the city and the school district is advisable in the school district's consideration of the future of the downtown school facility. The possibility for some form of joint venture between public entities in the use of this school facility, should it be discontinued as a school, may present opportunities to deal with other community public facility needs. School district facility issues have also been addressed in the Utilities and Community Facilities Section of this Plan (Section 4).

7.3 RELATIONSHIP OF THE CITY TO OTHER GOVERNMENTAL UNITS

1. Adjacent Village and Town Units

There have historically been few functions requiring collaboration between the City of Arcadia and the Town of Arcadia, although the Town and County are cooperating on the well-head protection area within the Town. The City of Arcadia remains open to collaborate on any potential issue of mutual benefit, particularly on issues of city growth, future street locations, future well-head protection needs, and utility extensions.

2. Regional Jurisdictions

The Mississippi River Regional Planning Commission is a regional jurisdiction that occasionally assists the city on a variety of matters. The city has a positive and constructive relationship with the regional planning commission and has received helpful information and assistance from this organization.

3. County Government

The City has a positive relationship with the Trempealeau County government. The City of Arcadia's well-head protection ordinance is an issue where strong cooperation is necessary, particularly through appropriate zoning protections.

4. State Government

There are many kinds of relationships between state government and the City of Arcadia. Relationships related to planning and development is largely in the area of state standards and licenses for public services such as with the Department of Natural Resources for the city's drinking water supply, its wastewater treatment standards, and flood plain and wetland standards. Other standards relate to regulations for groundwater and surface water contamination. The State Department of Transportation applies various standards for the location and improvements of city, county, and state highways in the city that receive state aid. The State Department of Commerce is charged with implementing the requirements under the Wisconsin Uniform Building Code which requires all local units of government to inspect all one and two family dwellings

for compliance with that code. The Department of Commerce also is in charge of state standards regarding on-site waste water disposal systems. The rules of the State Department of Revenue affects land valuation, assessment and taxation.

7.4 INCORPORATION OF INTERGOVERNMENTAL PLANS AND AGREEMENTS

The principal intergovernmental plans or agreements involving the city relate to fire protection services and ambulance services as has been reported in the Utilities and Community Facilities Section of this Plan. The local Fire and Rescue Department has mutual aid agreements to serve areas beyond the city. These intergovernmental agreements for ambulance services also involve the Towns of Arcadia, Dodge, and Burnside, the Cities of Independence and Arcadia; and the Towns of Waumandee, Montana, and Glencoe in Buffalo County. The agreements for fire service include the Town of Arcadia and City of Arcadia, and Town of Glencoe in Buffalo County. The City of Arcadia has had exceptional success in working with these units of government in the region. This intergovernmental success is a source of pride in the community. The city also has an agreement with the Town of Arcadia for snow plowing in certain areas.

7.5 EXISTING AND POTENTIAL CONFLICTS WITH OTHER GOVERNMETNAL UNITS AND PROCESSES TO RESOLVE CONFLICTS

There are no existing conflicts with other units of government known to exist at the present time. In the event of conflicts, the methods to resolve such conflicts would be sound communication and fact-gathering, and the use of professional intermediaries, depending on the circumstances, and the use of the mediation services of the Wisconsin Department of Administration's alternative dispute resolution program.

7.6 INTERGOVERNMENTAL COOPERATION PLAN

1. Goals and Objectives

- Maintain positive relationships with other units of government
- Seek and obtain benefits from the programs and assistance available from other units of government
- Seek efficiencies and save funds where feasible through cooperation with others.

2. Policies and Programs

- Engage in regular and open communication with other units of government and non-governmental organizations for the purpose of fostering cooperation and taking advantage of cost savings and opportunities for efficiency.
- Meet as necessary with the Town of Arcadia on issues of mutual interest and benefit including platting and well-head protection.
- Engage in continued intergovernmental service sharing as a means of minimizing use of public funds and efficiently using public funds and facilities.
- Remain knowledgeable about legislative proposals to enable benefits from new assistance and efficiency programs, grant programs, and regulatory reform.
- Maintain regular communication with state, county, town and federal elected officials to communicate problems, needs, and recommendations related to intergovernmental issues and recommendations.
- Work with Townships and Trempealeau County with watershed programs for Turton Creek, Myers Valley Creek, and the Trempealeau River.
- Work with U.S. Army Corps of Engineers on dredging efforts for the Trempealeau River, as may be feasible.

SECTION 8: LAND USE ELEMENT

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LAND USE ELEMENT

8.1 PLANNING CONTEXT

Land use planning is becoming increasingly important for the City of Arcadia and its region. This is evident by the significant changes in land use in and around the city since the land use analysis in the city's 1971 Comprehensive Plan. Current trends and city expectations are for increased urban development. For example, the city had only 29 acres of industrial, wholesale, and railroad lands in 1971, and in 2007, there were approximately 168 acres of industrial and railroad lands. The largest use of land in the city is public, institutional, and open space lands at about 38% of the total city area. A significant amount of agricultural and open space lands have been redeveloped for industrial uses over the years, largely for industrial expansion, including non-metallic mining in recent years.

Land Capability and Limitations – Land use planning for Arcadia is further influenced by the topography and natural landscape conditions which pose certain limitations and potentials for urban development. The city is divided by three stream corridors: the Trempealeau River and its associated flood plain and wetlands are the central landscape features, which have shaped and constrained much of the city's development; while the other stream corridors are the tributary streams of Turton Creek and Myers Valley Creek. Much of the downtown area is within the regulatory flood plain. On August 23, 1975, three-fourths of the downtown area was flooded by up to 2.5 feet of water according to the 2009 FEMA Flood Insurance Study.

Directly associated with the river is an area of high ground water table, which affects the same general area as the Trempealeau River flood plain. Even though this high ground water table is not visible, it nevertheless constitutes a problem for many existing land uses by making many basements subject to periodic ground water flooding. This is a serious limitation to the commercial use of many buildings and constitutes a limitation to the improvement and redevelopment of many central city properties. This limitation can largely be overcome by building higher than the natural ground surface, which in turn, has a depressing effect on city growth in all land use categories.

The map in **Figure 10** is a county map illustrating the extent of all natural development limitations as indicated in the Trempealeau County Soils Survey. Most of these limitations are located in and around the City of Arcadia and are due to the high ground water described above. The boundary of this high ground water area is generally represented by the 100 yd. flood plain boundary as indicated on the Land Use map of **Figure 11**. The soils containing this high ground water are classified as "Loamy Alluvial" soils and as "Boaz" soils, and are rated by this Soil Survey as "severe" for development. The important message from this map and from the County Soils Survey regarding city growth is the necessity of extreme care and thoughtful planning in locating future land development areas. The map indicates that some of the existing city is subject to land development limitations mostly in areas closer to the Trempealeau River. However, there are lands on all sides of the city that are quite conducive to land development, and this potential extends in all directions at and beyond the existing border of the city.

Landscape features conducive to urban land use include the higher and well-drained soils above the flood plain zones of the three streams dividing the city. This upland landscape ranges from relatively flat to gently rolling to hilly in nature. Most of this landscape is conducive to future residential development, and the flatter landscapes which are adjacent to good transportation are conducive to industrial and commercial use. Areas conducive to development are located both north and south of the city, with much of it presently being outside the city boundaries. The lands which will be most conducive to urban development are those where urban infrastructure and services is most readily available.

Land Use Trends – The city's industrial and commercial core is built-out to its practical maximum area within the limitations posed by flood plain and wetland areas and the confining city boundaries. These limitations have the potential to depress growth for future business and industrial land use, thereby establishing the need for the city to provide new lands to accommodate continued business growth. The land area of

Arcadia has expanded significantly in the last thirty years. Commercial growth has exceeded the projected growth of the 1971 Comprehensive Plan; and industrial growth in the central city has exceeded 1971 projections, but the industrial growth projected in this 1971 Plan northeast of the city has not yet been realized. The significant industrial expansion in the central city was somewhat inevitable due to a combination of the expansion of an existing industrial site and its required linkage to a fixed railroad location. These factors ruled-out this expansion elsewhere, but in the process, confronted certain land use conflicts with environmental conditions and related regulations.

The Natural Environment As A Valuable Community Development Asset – A valuable land use asset in Arcadia and its region is the environmental qualities of the natural lands and water resources of the Trempealeau River corridor and its tributaries. These land use resources are valuable recreational and quality of life assets for city residents. These assets also elevate the city's potential to attract future businesses and residents. Such natural resource assets are proving to be an increasingly important factor in determining where people want to live and establish businesses. The Trempealeau River corridor has the potential for improving the quality of life, attract labor force growth, promote the wellness of residents, and enhance overall appeal of the City of Arcadia throughout the future.

Extraterritorial Land Use Planning – Wisconsin planning statutes permit cities of Arcadia's size to plan for an area one and one-half miles outside its city limits. This authority is combined with the land use planning tools of extraterritorial plat approval and official street mapping. The city's 1971 Comprehensive Plan "strongly recommended" that the city exercises its extraterritorial powers.

The extraterritorial plat review authority can only be used as an extension of a city's subdivision ordinance. Arcadia has only recently adopted a subdivision ordinance, but it does not yet have an official mapping ordinance which can enable the city to reserve locations for future streets. These two land use planning tools can be used to help implement the projected community growth identified in the Comprehensive Plan and future additions thereto.

County zoning applies throughout the Town of Arcadia. Most of the town is zoned transitional and prime agricultural except for scattered properties zoned for industrial or business uses. The minimum lot size in the Town of Arcadia is 20,000 square feet. The town's planning program recommends that lot sizes be a minimum of 1.5 acres within one and one-half miles of the City of Arcadia. Two acre lot sizes are recommended for the balance of the town. However, the Town Land Use Plan also establishes a "transition area" around the city within which lot sizes would be 20 housing units per 40 acres (2 acre lots). This standard seems to be inconsistent with the 1.5 acre lot size referenced above. One of the land use goals of the 2007 draft of the Town of Arcadia's portion of the County Development Plan states: "Non-agricultural development should be encouraged in the township—equal treatment of agricultural and non-agricultural development". It's unclear what scale of non-agricultural development is envisioned by this development goal. It's advisable that the city and the town coordinate on this point to avoid unintended development consequences such as urban sprawl, and this coordination is consistent with one of the policies of the Town Land Use Plan.

An important extraterritorial planning issue for all cities is to assure that outlying commercial development does not conflict with or harm other areas within the community intended for commercial growth. To guard against this unintended consequence, it's possible for the city to maintain zoning and development control over planned future development zones. Downtown areas are particularly vulnerable to being weakened from the flight of business to new development zones if such areas remain beyond city control.

The city's extraterritorial powers could also include the reservation of future street locations outside the current city boundaries. This power is possible only through the enactment of an official street mapping ordinance. The future streets locations reserved in such an ordinance must be "consistent" with the city's Comprehensive Plan. The Transportation and Implementation Sections of this Plan recommends the enactment of an official street mapping ordinance after the development of a detailed future street plan that would document and justify specific future street locations.

An additional concern for growth beyond the existing city limits is the extraterritorial area that can currently be served by the Arcadia Electric Utility. The boundary of this service area can expand with city growth.

An important extraterritorial land use and health planning need is the protection of the ground water aquifer serving city wells. The map in **Figure 8** indicates that there are well-head protection zones extending outside the city for the city's five wells. Well-head protection involves the regulation, usually through zoning, of intensive agricultural and non-agricultural land uses within these areas. However, the city's extraterritorial plat approval authority gives the city some role in managing land use in its unincorporated well-head protection area. The map in **Figure 12** illustrates Arcadia's extraterritorial jurisdiction area.

Policy No. 10 in Section 8.5 of this Land Use section recommends a method for the city and the town to address extraterritorial planning and development in a mutually beneficial fashion.

Land Use and Zoning Consistency Requirement – It's important to note that the Wisconsin's Comprehensive Planning Law in Wis. Stats. 66.1001 require that after January 1, 2010, any local land use regulation or action must be "consistent" with an adopted Comprehensive Plan. These land use regulations include zoning and subdivision codes and official street-mapping codes.

8.2 INVENTORY OF EXISTING LAND USES

1. Amount, Type and Intensity of Land Use Categories, City of Arcadia

Land Use Categories	City of Arcadia, 2014		
	Acres	Sq. Mi.	%
Residential	146	0.22	7.70
Commercial	122	0.19	6.48
Industrial	368	0.57	19.45
Public & Institutional*	652	1.01	34.49
Agricultural & Forestry	385	0.60	20.47
Undeveloped	222	0.34	11.60
TOTAL	1,895	2.93	100.00

*Includes non-farmed open space. Source: Trempealeau County

The following table provides an additional measure of land use relationships evaluated by proportion of valuation assessments. These values are for the year 2014, and have been provided by Trempealeau County authorities to the city.

Land Use Category	Assessed Value, 2014	Percent of Total City
Residential	$76,404,300.00	55.49%
Land	$14,540,100.00	
Improvements	$61,864200.00	
Commercial	$37,397,200.00	27.16%
Land	$7,511,700.00	
Improvements	$29,885,500.00	
Manufacturing	$23,471,500.00	17.04%
Land	$4,694,100.00	
Improvements	$18,777,400.00	
Agricultural	$70,700.00	0.05%
Productive Forest	$11,300.00	0.08%

Other		$173,100.00	0.12%
	Land	$63,000.00	
	Improvements	$110,100.00	
	Total Land	**$27,040,000.00**	**%**
	Total Improvements	**$110,637,200.00**	**%**
	City Total	**$137,677,200.00**	

Notes: source: Trempealeau County. There are other taxable property other than the land and improvements reported here. These values include only properties subject to property taxation. Lands exempt from taxation are not included.

2. Net Density of Residential Uses, 2014

City of Arcadia	Persons Per Acre of Residential Land	Occupied Housing Units per Acre of Residential Land
Density	20.03	7.84

3. Map of Existing Land Use

The map in **Figure 11** locates existing land use as of 2015. This map also illustrates the magnitude of flood plain impact and high ground water areas on land uses within the city.

4. Supply, Demand, and Price of Land

Arcadia has a very limited supply of land for city growth within its existing city limits. The city has grown around some sizable parcels of developable land found outside the city. Without use of these open areas, the city's growth pressures will likely extend further outward into the countryside than would otherwise be necessary. The extension of city services to more distant lands is often more costly than developing lands already accessible to city services, such as sewer, water, and electric utilities; streets; and emergency services. Adding lands to the city is largely by voluntary annexation by the property owner.

Because the supply of lands available for city growth is limited, the demand for such lands is quite high. This demand has been particularly high in recent years for industrial expansion, such as for Ashley Furniture expansion needs and for non-metallic mining. Significant demand for more land for city housing growth has also been reported. In general, the price of land is assumed to be typical of rural and small town land prices in Wisconsin. The price of land in the city's flood plain areas and high ground water areas can be assumed to be somewhat lower than it would otherwise be due to regular water problems and the regulations and financing restrictions affecting lands in flood-prone areas.

5. Redevelopment Opportunities

The redevelopment of existing uses for a higher and better use is thought to be limited to the central part of the city and the conversion of close-in rural lands to planned urban use. This potential may be associated with the following factors:

- Future expansion needs of existing and new industries and housing.
- The proximity of city utilities to enable feasible land development.
- Removal and/or reconstruction of obsolete commercial and industrial properties
- Conversion and upgrading of land uses adjacent to the reconstructed intersection of Highway 95 and County Highway J. Improved traffic flow here can be expected to stimulate the redevelopment of adjacent lands thereby increasing the intensity and value of land development in this area.
- Redevelopment of deteriorated and obsolete housing for contemporary housing.
- Redevelopment of properties in the flood plain/high ground water area. This potential would likely involve the assembly of numerous parcels for larger scale commercial and industrial uses

at a scale that would justify the flood proofing of such redeveloped uses. A persistent issue with redevelopment in the flood plain area is the streets would still be subject to flooding, unless larger scale development would enable the closure or raising of some streets.

6. Existing and Potential Land Use Conflicts

The most evident historic land use conflict is the location of developed uses in flood-prone areas. These are historic land use patterns and have developed out of necessity over many years. Progress has been made in minimizing such conflicts through flood mitigation measures and upgraded development ordinances. Another land use relationship that has potential for conflict is the proximity of housing to industrial use. Among the conflicts that can be manifested between such uses are: traffic, dust, noise, lighting, depressed housing values, and pedestrian safety. Other potential land use conflicts include the location of urban uses, particularly housing, adjacent to intensive agricultural uses on the growth boundary of the city.

An additional potential land use conflict is the planned land use and zoning patterns surrounding the city and under the jurisdiction of the county and the Town of Arcadia. These patterns indicate acceptance of urban land uses, particularly housing, around the city and adjacent to the present city boundary. Such uses would be served by on-site waste disposal and private wells and possibly private road systems. The general structure of this kind of development is typical of an “urban sprawl” pattern of land use which comprehensive planning is designed to avoid.

Cooperation between city, town and county jurisdictions is advisable to develop plans and policies to achieve the goals of both urban and rural units of government. Section 9 of this Plan provides suggestions in this regard.

8.3 LAND USE PROJECTIONS

1. Projections by 20 Year Increments

City of Arcadia					
Net New Acres of Land Use	**2010**	**2015**	**2020**	**2025**	**2030**
Residential*	20	22	25	27	30
Commercial**	-	12	12	12	12
Industrial**	-	50	50	50	50
Agricultural & Open	Some acreage converted to urban uses & some acreage added trough annexations				

* Based on the projected increase in population per Section 1.4; an average household size of 3 persons, and an average dwelling unit area of 10,000 sq. ft. Figures are rounded.
** Assumed 10 % increase per period from the 2007 acreages reported in Section 8, plus mining needs.

2. Future Land Use Map

The Future Land Use Plan map in **Figure 11** illustrates the City of Arcadia’s recommendation for continuing city development.

8.4 GOALS AND OBJECTIVES

1. Respect for property rights and protection of community rights.

2. Maximum feasible compatibility between adjacent land uses with avoidance of nuisance impacts on neighbors and on the community in general.

3. Continued adjacent outward city expansion in scale with long range population and job growth, market needs, and in accordance with the capacity of city utility systems and connection requirements thereto.

4. Provide lands for housing growth and provide incentives for such growth.

5. Appropriate city plans and arrangements for timely and efficient city expansion to accommodate the long range growth of the city.

8.5 POLICIES

1. Evaluate zoning and platting proposals according to consistency with the Comprehensive Plan and other city ordinances.

2. Maintain the city zoning ordinance and the zoning map consistent with the city's land use goals, policies, programs and Future Land Use Plan.

3. Evaluate proposed subdivisions of land and other proposed land developments within the city's extraterritorial area to assure compliance with city land use plans, street plans, development standards, and infrastructure requirements. The review of such proposals should include specific compliance with the city's housing density standards as defined in the city's subdivision ordinance.

4. Evaluate the future of the downtown area with respect to the feasible location of continued commercial uses in consideration of flood plain limitations and high ground water limitations. Investigate the creation of a Main Street program or other programs with similar purposes.

5. Coordinate the planning for northward and southward options for the extension of arterial street access to Highway 93 with the potential for a planned and well regulated future commercial core area on the route which is implemented.

6. Insure that city land use development maintains property values, avoids blight, and is coordinated with street, traffic, and utility needs.

7. Insure that city land use development protects the natural environment and promotes the cultural integrity of the community.

8. Promote and accommodate more housing, commercial uses, industrial uses, and economic development benefits in general.

9. Coordinate with Trempealeau County and the Town of Arcadia on growth needs.

10. Cooperate with land owners for the annexation of lands for city growth needs, particularly for needed housing space and industrial site opportunities. To facilitate this policy objective, the city could consider a formal "annexation agreement" program to permit properties outside the city to become part of the city, including city utility, policing, and other city services, in exchange for the phasing-in of city tax levels over a period of years. This is becoming a popular mutually beneficial program throughout Wisconsin. Such agreements would also have beneficial considerations for the town government, enabling the gradual and contiguous expansion of urban development, rather than sprawling patterns. This enables more economical planning and extension of city services; and promotes developments on individual properties to hook-up to city utilities to avoid emergency and costly corrections later to drinking water and sewage disposal systems. This approach alleviates possible future burdens on the

town government to establish rural utility districts with the special taxing, permit acquisition, administrative, and infrastructure maintenance responsibilities; and a phase-in period of city taxes is efficient for the city when viewed in the long life of a city.

11. Plan future industrial and mixed-use along Highway 93 north and south, and on Highway 95 west of the river, all to have services by the city's utility systems.

12. Adopt, by reference, the City of Arcadia 2008 Housing Study.

8.6 ACTION PROGRAMS

1. Maintain an up-to-date zoning ordinance and map which are consistent with the City's Land Use Plan, reflecting contemporary zoning standards. Maintain strong enforcement of zoning standards.

2. Update the existing zoning map where there are conflicts with actual land uses.

3. Adopt an official street mapping ordinance.

4. Develop an official street plan showing future street location needs and place a map of such street location needs in the official street mapping ordinance.

5. Adopt and record an updated extraterritorial plat approval jurisdiction map and add it to the city's subdivision ordinance. Extend the extraterritorial jurisdiction line and re-record this map upon any annexation of forty acres or more.

6. Reconfirm arrangements with county authorities and Town of Arcadia authorities to refer proposed subdivision plats within the city's extraterritorial area to the city for review and action according to the city platting standards and its Comprehensive Plan.

7. Share the city's updated Comprehensive Plan with Town of Arcadia and confirm that the Town has shared its comprehensive plan including amendments thereto with the City of Arcadia.

8. Evaluate all proposals for rezoning, conditional uses, and variances according to the goals, policies and programs of the Comprehensive Plan.

9. Conduct follow-up plans and studies which implement the recommendations of this Land Use Plan. Prepare a downtown modernization plan to enhance the existing downtown and to facilitate its ability to serve as an attractive "city center", including the provision of the city's future commercial needs. Use the city's 2008 Downtown Improvement Plan as a guide in this regard. Invite specialists to discuss the feasibility of enrolling Arcadia in the National and state Main Street Program.

10. Have an active relationship and communication with all departments of state government on all matters of state government that relate to city development.

11. Implement plans, policies, and codes for the location and construction of all future development away from or above established flood elevations.

12. Invite Department of Administration specialists to Arcadia to explain the "boundary agreement" program. Such a meeting should include town government and rural property owners. This is further described in Section 9 for Implementation.

13. Work to implement the Recommendations of the city's 2008 Housing Study.

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SECTION 9: IMPLEMENTATION ELEMENT

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IMPLEMENTATION ELEMENT

9.1 PLANNING CONTEXT

The goal of this planning element is to describe the existing planning implementation tools which the city has been using and to evaluate the need to update these tools. Another goal is to identify those tools the city can use to assist in implementing the various elements of the Comprehensive Plan. Such tools typically include subdivision ordinances, zoning ordinances, and official mapping ordinances. The city also administers the state required one and two family dwelling code, the flood plain ordinance, and the wetlands in shorelands ordinance.

Implementation measures related to the Comprehensive Plan take on additional importance with respect to the requirement in state statute 66.1001(3) which requires that after January 1, 2010, any city land use action or decision regarding zoning, the subdivision of land, or official street mapping must be "consistent" with the city's Comprehensive Plan.

9.2 PROGRAMS AND ACTIONS TO IMPLEMENT PLAN SECTIONS 1 TO 8

- Update the city zoning ordinance and zoning map to be consistent with the Comprehensive Plan
- Exercise plat review in the city's extraterritorial jurisdiction area
- Plan for the adoption of an official street mapping ordinance based on a detailed Master Street Plan.
- Coordinate with county and town officials regarding planning and land development standards.

9.3 CONSISTENCY AND INTEGRATION OF ALL PLANNING ELEMENTS

All nine comprehensive planning elements were developed to be consistent with each other. Recommendations from various planning elements were integrated into other planning elements where there was a direct relationship.

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

The mechanisms to measure progress toward achieving all aspects of this Comprehensive Plan include the following:

- Maintain a staff position as the "custodian" of the Comprehensive Plan whose responsibility it is to monitor where Comprehensive Plan recommendations would be applicable to proposed developments, and advise the Planning Commission and the Common Council of the relationship of such recommendations to proposed developments. The City Council has appointed the city's Planning and Zoning Administrator, working with City Planning Commission, as the official plan custodian. This responsibility should be placed in the city code section that describes the roles and responsibilities of the Commission. Examples of proposed development actions by the city would include: rezoning proposals, zoning map updating, annexation proposals, conditional use proposals, proposed platting of land, utility extensions, proposed street locations, and possibly zoning variances. An additional step in measuring this progress will be the efforts to implement the Programs and Actions recommended in Section 9.2 above.

- An annual assessment by the City Planning Commission to measure progress toward achieving plan recommendations and to identify unexpected changes in development trends and to determine areas in the Comprehensive Plan needing amendment.
- Plan to review and update the Comprehensive Plan at five year intervals or at any other time as needed. (The state planning law requires reviews at least every 10 years.)
- Develop and keep current a Capital Improvements Program for the implementation of the infrastructure and public services recommendations of the Comprehensive Plan or plan follow-up studies.

9.5 PLAN UPDATING PROGRESS

The City Planning Commission and City Council will update its plan every five years, or at any other time if actions or plans are proposed in the city which are substantially different from or inconsistent with the Comprehensive Plan. The Plan should be considered for updating at any time that an unusual opportunity would be presented that would require "consistency" with the Comprehensive Plan.

9.6 IMPLEMENTATION FOLLOW-UP

1. Annual Priority List – After the city adopts the Comprehensive Plan, it will develop an annual priority list of actions to address. These actions will relate to the recommendations in the Plan. The Planning Commission shall work on such priorities and present recommendations at the March meeting of the Common Council for their review and final decision.

2. Ordinances – A first priority will be to amend the zoning ordinance and map to bring it into legal conformance with the "consistency" requirement of the Comprehensive Plan. Continue to administer the city's Subdivision Ordinance. This ordinance extends into the city's extraterritorial plat review area, one and one-half miles outside the city limits as indicated in **Figure 12.** Consider the adoption of an Official Street Map ordinance based on a city Master Street Plan.

3. Zoning Ordinance Evaluation – A codification of the zoning ordinance was adopted by the City of Arcadia as Ordinance No. 138 on September 11, 2001. Some of the present zoning provisions are in conflict with the city's Comprehensive Plan, particularly the Land Use Plan component. A detailed evaluation and follow-up amendment process is recommended to be conducted as a separate process after adoption of the Comprehensive Plan; however, the following points provide a sampling of the issues that should be considered for reevaluation and possible amendment to bring the ordinance in line with contemporary city zoning standards and to reflect the presence of a Comprehensive Plan. In general, the ordinance provides an accumulation of uses from one district to another and a general pattern of potential land use conflicts which is inconsistent with the intention of zoning.

6. Definitions – Add definitions, reword some existing definitions; include important terms, and language should be gender neutral.

7. Zoning Districts – Add a General Commercial district, as the existing commercial district is structured as a downtown business district.

8. Annexation Districts – Provision should be made for assigning permanent zoning to an annexed property in accordance with the city's land use plan.

9. **A** District – Delete non-farm housing developments as a permitted use. Presently, residential subdivisions are permitted in agricultural areas. Such developments should be in a Residential zoning district. Add single, non-farm housing units as a conditional use in the A District. Add a building height standard. Reevaluate the present conditional uses in this district. Reevaluate the allowance of

Planned Developments in the **A** district because of the possibility of significant land use conflicts with the wide range of agricultural uses in the same district.

10. **R** District – Delete A District uses as permitted uses. Delete the uses in paragraph 7.1.2 as permitted uses. Delete the A District conditional uses. Add two family dwellings as a conditional use. Add housing for special needs individuals as a conditional use. Add a building height standard. Restructure paragraph 7.3 for greater clarity and to eliminate duplication.

11. **M** District – A multiple family zone would normally allow more than 4 dwelling units as permitted uses. The district has no density standard - a lot area requirement should be added. Add a building height standard. Add a parking standard of X number of spaces per dwelling unit.

12. **C** District – Delete one- and two-family dwellings as permitted uses. Add contemporary uses related to electronic, research, telecommunications, and computer-based uses. Place "group housing" in the conditional use category. Question the need for paragraph 9.3: Uses Prohibited in C District, since all uses not mentioned as permitted or conditional are automatically prohibited. The impacts mentioned in paragraph 9.3.3 are typically not enforceable without scientific measurement standards. Add an off-street parking standard.

13. **I** District – The 10.1.1 paragraph wording should be reworked for clarity. The reference to stockyards in this permitted use paragraph is in conflict with paragraph 10.2.10, where it is a conditional use. Delete "group housing" from the Industrial District entirely. Delete multi-family housing as a permitted use in the industrial district as this presents a land use conflict and such uses warrant their own rezoning to the **M** District. In the **I** district, no setbacks are required. There are several obsolete types of industrial uses listed, but no contemporary uses such as electronic, telecommunications, research and other computer-based industries. The impacts of paragraph 10.2.16 have same comment as for 9.3.3 in the **C** district comments. Delete paragraph 10.2.16 as a conditional use; this was probably intended to be described as a "prohibited use" as in paragraph 9.3.3. Add minimum yard setbacks for the front, side, and rear yard. Add a lot area requirement, as the community would not want a manufacturing plant built out to the property line on all sides.

14. Eliminate paragraph 13.3 since a rezoning of the adjacent lot is the preferred way to handle this, otherwise the extended use could be considered a non-conforming use.

15. Planned Unit Developments (PUD) should come under the jurisdiction of the Planning & Zoning Commission and City Council. PUD districts typically allow mixed uses and would have a direct relationship to the Comprehensive Plan.

16. Section 16 – Board of Appeals – Reevaluate the conditional use approval process. Contemporary ordinances typically place conditional uses under the Plan Commission with City Council involvement because such uses typically involve compliance with various elements of the Comprehensive Plan, particularly the Land Use and Transportation Plan sections. A separate class of actions, called "special exceptions" which do not have the planning impacts referenced above, is typically listed under the Board of Appeals. The Arcadia zoning ordinance has no special exceptions listed in its zoning districts. The state zoning statute doesn't seem to permit Boards of Appeal to make land use determinations, which do come under the jurisdiction of the Plan Commission and City Council.

17. An up-top-date ordinance document should be produced which incorporates all amendments since 2001. It should be confirmed that the zoning map shows all rezoning of land from 2010 to the time of map amendment. The "land use—zoning consistency" requirement after January 1, 2010 will require an evaluation of the zoning map in this regard and will require a "consistency" verification check in the rezoning and conditional uses procedure.

18. Flood Plain Zoning Ordinance—Arcadia adopted a flood plain zoning ordinance on August 16, 1991 according to the requirements of state law. Such ordinances are not required to be consistent with comprehensive plans after January 1, 2010, but consistency is advisable.

19. Subdivision Ordinance Evaluation – The city developed a subdivision ordinance during the comprehensive planning process. This ordinance contains contemporary planning and subdivision standards and is generally consistent with the Comprehensive Plan. This ordinance should, however, include housing density standards for the review of extraterritorial plats to assure that urban utility servicing feasibility and street location standards are provided.

20. Boundary Agreements – Develop Boundary/Annexation Agreements – As land owners and businesses respond to the needs for new urban development, there will be a need to bring new lands into the City of Arcadia to have access to urban services. There are two ways for this to happen. The traditional way is through voluntary annexation; however, it can be expected that not all urban-type development will be proposed to occur within the city. A more effective, mutually beneficial approach has become more popular among urban and rural units of government in Wisconsin. This approach involves joint planning between town and municipal governments. This boundary area planning leads to formal agreements in which all parties benefit, namely: the land owner, town, and city. Formal boundary agreements involve a negotiation process between city and town units of governments based on a development plan for a given area. Such agreements are permitted under Wis. Stats. 66.037 and 66.0301 under which "cooperative plans" are developed for their common boundaries for a given period of time. The statement of purpose in this statute is as follows:

> *The cooperative plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development.*

A boundary agreement can set out in advance, mutually agreed terms for boundary adjustments that would be advisable to serve future urban growth to comply with urban engineering and environmental standards. Such agreements would provide benefits to both the city and the town. These agreements can also benefit existing town residents by avoiding or minimizing some of the costs that may occur with the traditional annexation process.

Such agreements can compensate town governments for the eventual loss of territory and tax base, and other compensations as the agreements may provide for. Compensations provided by a municipality are a sound investment in providing for its needed urban expansion throughout the future. The alternative could result in a constricted ring around the city, which depresses housing and economic development of the whole area, thereby harming both rural and city residents and units of government.

In general, city and town agreements for managing growth can lead to a greater sense of community. Such agreements can alleviate the controversy, division, unnecessary costs, and confusion that often accompany urban growth when it is spread over several governmental jurisdictions. These agreements can help avoid the imposition of new responsibilities on town government, such as utility districts, with all the attendant expenses and liabilities that come with it.

21. Local Government Revenue Sharing Agreements – Local boundary agreements can potentially be enhanced if they include a "municipal revenue sharing agreement" provided by Wis. Stats. 66.0305. Sharing of revenue between local units of government may be an effective method to encourage voluntary agreements on boundary adjustments. Among the requirements of such agreements is a term duration of at least ten years, subject to a public hearing, and subject to the possibility of an advisory referendum.

To be successful, boundary agreements and revenue sharing agreements must be well planned. Such planning would require public information and education programs, and must be backed up by long range comprehensive planning for the governmental units involved. A regular means of communication between adjacent units of government is necessary for the success of the proposed measures. A boundary agreement specialist from the Wisconsin Department of Administration is available to meet with local units of government on boundary and revenue agreements.

22. Required Consistency – Assure consistency between the Comprehensive Plan and the city's zoning and platting decisions. The consistency of zoning decisions includes both the language in the zoning ordinance and consistency between the Land Use Plan and the city's zoning map, including rezoning. Comprehensive Planning consistency requirements have been in effect by state law since January 1, 2010.

REGIONAL LOCATION OF PLANNING AREA

City of Arcadia

Trempealeau County

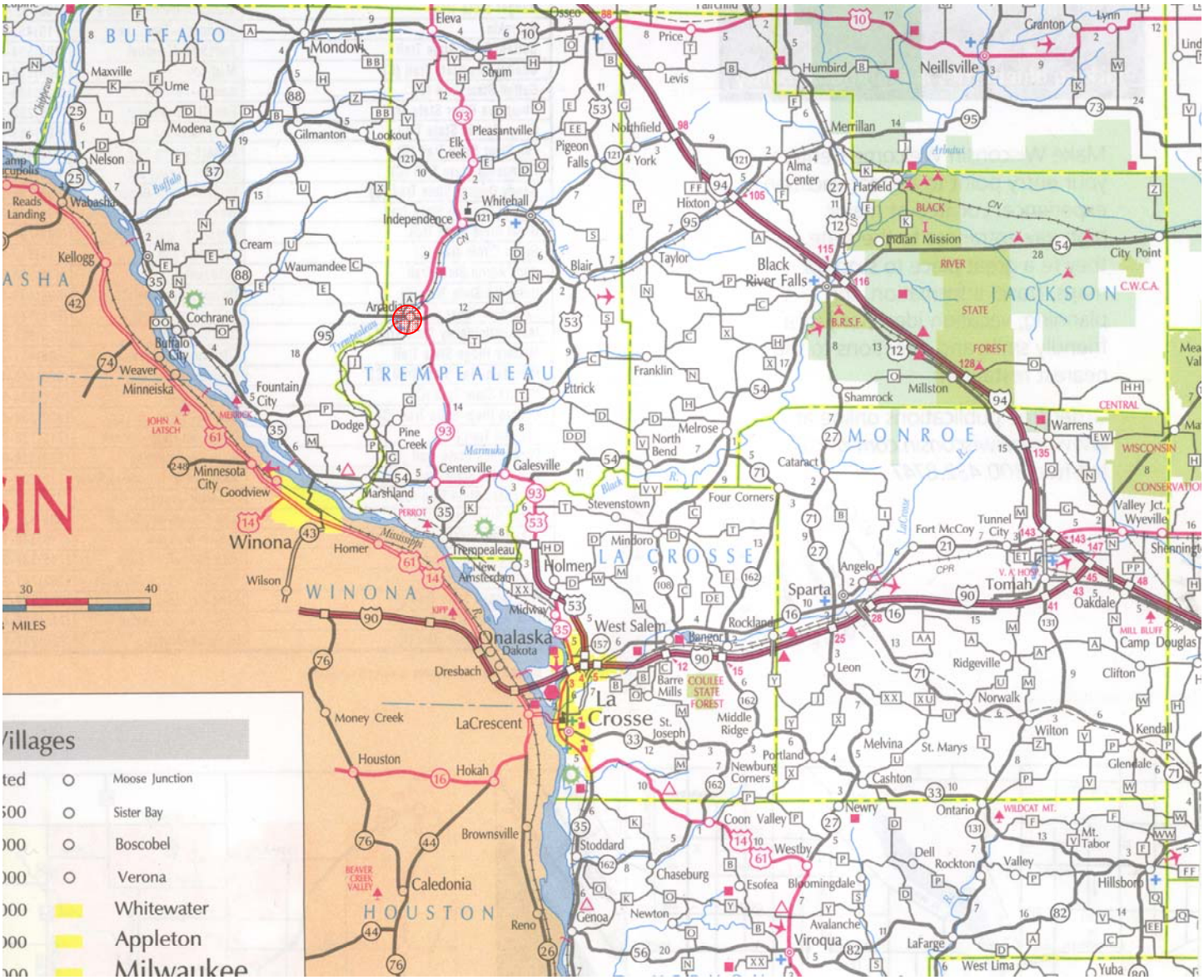


FIGURE 1

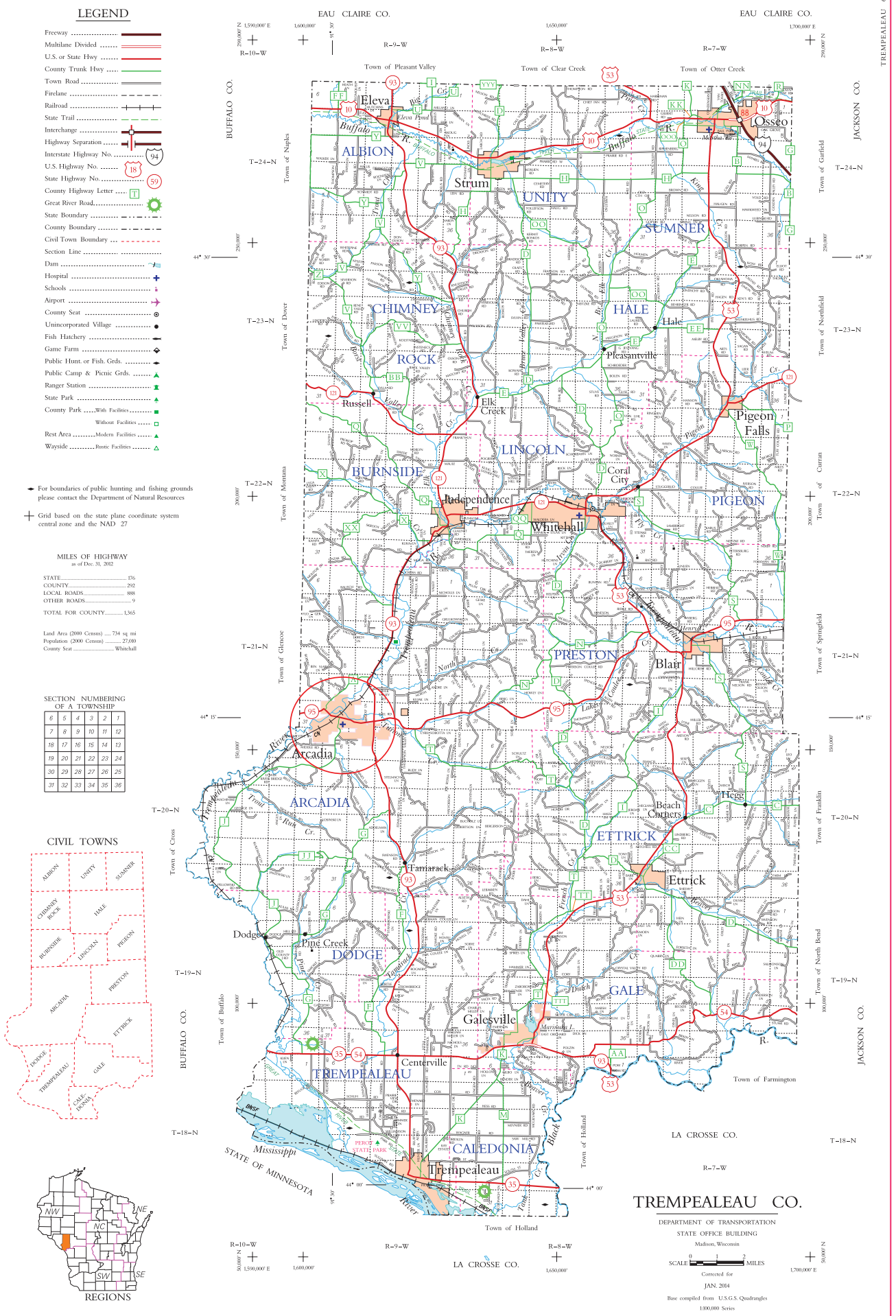
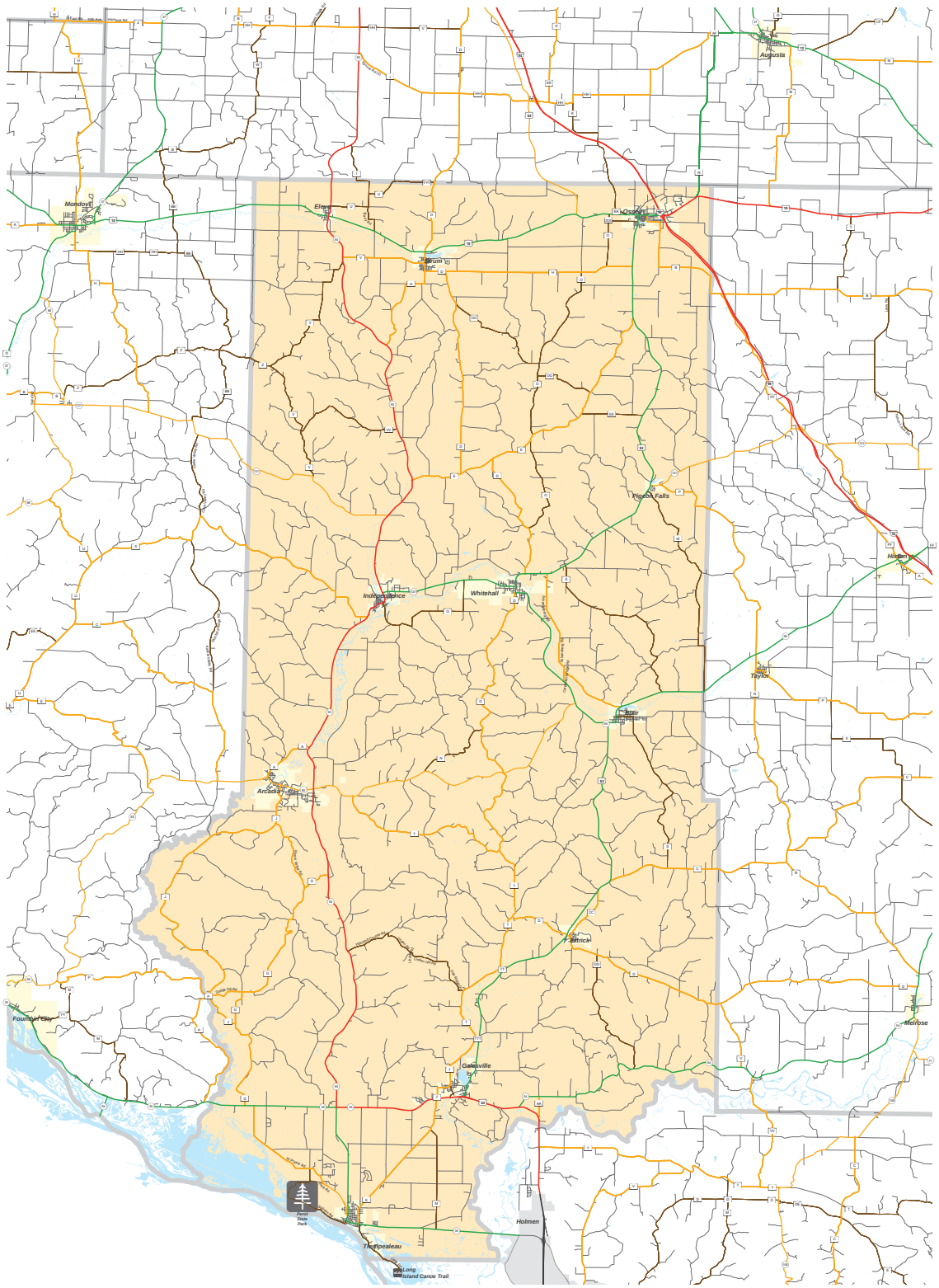

LEGEND
Freeway
Multilane Divided
U.S. or State Hwy
County Trunk Hwy
Town Road
Firelane
Railroad
State Trail
Interchange
Highway Separation
Interstate Highway No.
U.S. Highway No.
State Highway No.
County Highway Letter
Great River Road
State Boundary
County Boundary
Civil Town Boundary
Section Line
Dam
Hospital
Schools
Airport
County Seat
Unincorporated Village
Fish Hatchery
Game Farm
Public Hunt. or Fish. Grds.
Public Camp & Picnic Grds.
Ranger Station
State Park
County Park ..With Facilities
Without Facilities
Rest Area ..Modern Facilities
Wayside ..Rustic Facilities
For boundaries of public hunting and fishing grounds please contact the Department of Natural Resources
Grid based on the state plane coordinate system central zone and the NAD 27
MILES OF HIGHWAY
as of Dec. 31, 2012
STATE 176
COUNTY 292
LOCAL ROADS 888
OTHER ROADS 9
TOTAL FOR COUNTY 1,365
Land Area (2000 Census) ..... 734 sq mi
Population (2000 Census) 27,010
County Seat ..... Whitehall
SECTION NUMBERING OF A TOWNSHIP
6 5 4 3 2 1
7 8 9 10 11 12
18 17 16 15 14 13
19 20 21 22 23 24
30 29 28 27 26 25
31 32 33 34 35 36
CIVIL TOWNS
ALBION
UNITY
SUMNER
CHIMNEY ROCK
HALE
BURNSIDE
LINCOLN
PIGEON
PRESTON
ARCADIA
ETTRICK
DODGE
TREMPEALEAU
GALE
CALEDONIA
REGIONS
NW
NE
NC
SW
SE
EAU CLAIRE CO.
BUFFALO CO.
JACKSON CO.
LA CROSSE CO.
Town of Pleasant Valley
Town of Clear Creek
Town of Otter Creek
Town of Naples
Town of Garfield
Town of Dover
Town of Northfield
Town of Montana
Town of Curran
Town of Glencoe
Town of Springfield
Town of Cross
Town of Franklin
Town of Buffalo
Town of North Bend
Town of Holland
Town of Farmington
R-10-W
R-9-W
R-8-W
R-7-W
T-24-N
T-23-N
T-22-N
T-21-N
T-20-N
T-19-N
T-18-N
Eleva
Osseo
Strum
Hale
Pleasantville
Russell
Elk Creek
Pigeon Falls
Coral City
Independence
Whitehall
Blair
Arcadia
Beach Corners
Hegg
Tamarack
Ettrick
Dodge
Pine Creek
Galesville
Centerville
Trempealeau
ALBION
UNITY
SUMNER
CHIMNEY ROCK
HALE
ROCK
BURNSIDE
LINCOLN
PIGEON
PRESTON
ARCADIA
ETTRICK
DODGE
GALE
TREMPEALEAU
CALEDONIA
Buffalo River
Trempealeau River
Mississippi River
Black River
Trout Run Cr.
Tamarack Cr.
Dutch Cr.
Marshall L.
PEPIN STATE PARK
STATE OF MINNESOTA
TREMPEALEAU CO.
DEPARTMENT OF TRANSPORTATION
STATE OFFICE BUILDING
Madison, Wisconsin
SCALE 0 1 2 MILES
Corrected for
JAN. 2014
Base compiled from U.S.G.S. Quadrangles
1:100,000 Series
TREMPEALEAU 61-NW

FIGURE 2

TREMPEALEAU

Functional Classification 06/01/2012



Legend

Existing	Planned	
		Principal Arterial
		Minor Arterial
		Major Collector
		Minor Collector
		Minor Collector classified using small community criteria and all Local

Other	
	Railroads
	Lakes, Rivers, Streams
	City or Village Limits
	Urbanized Area

(In urban areas, only connecting links of rural routes are shown).

N W E S

0 3.5 7 14 Miles

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WisDOT Bureau of Planning and Economic Development
FHWA Approval Date:06/01/2012
PDF Created: 05/07/2012
TREMPEALEAU
FIGURE 3

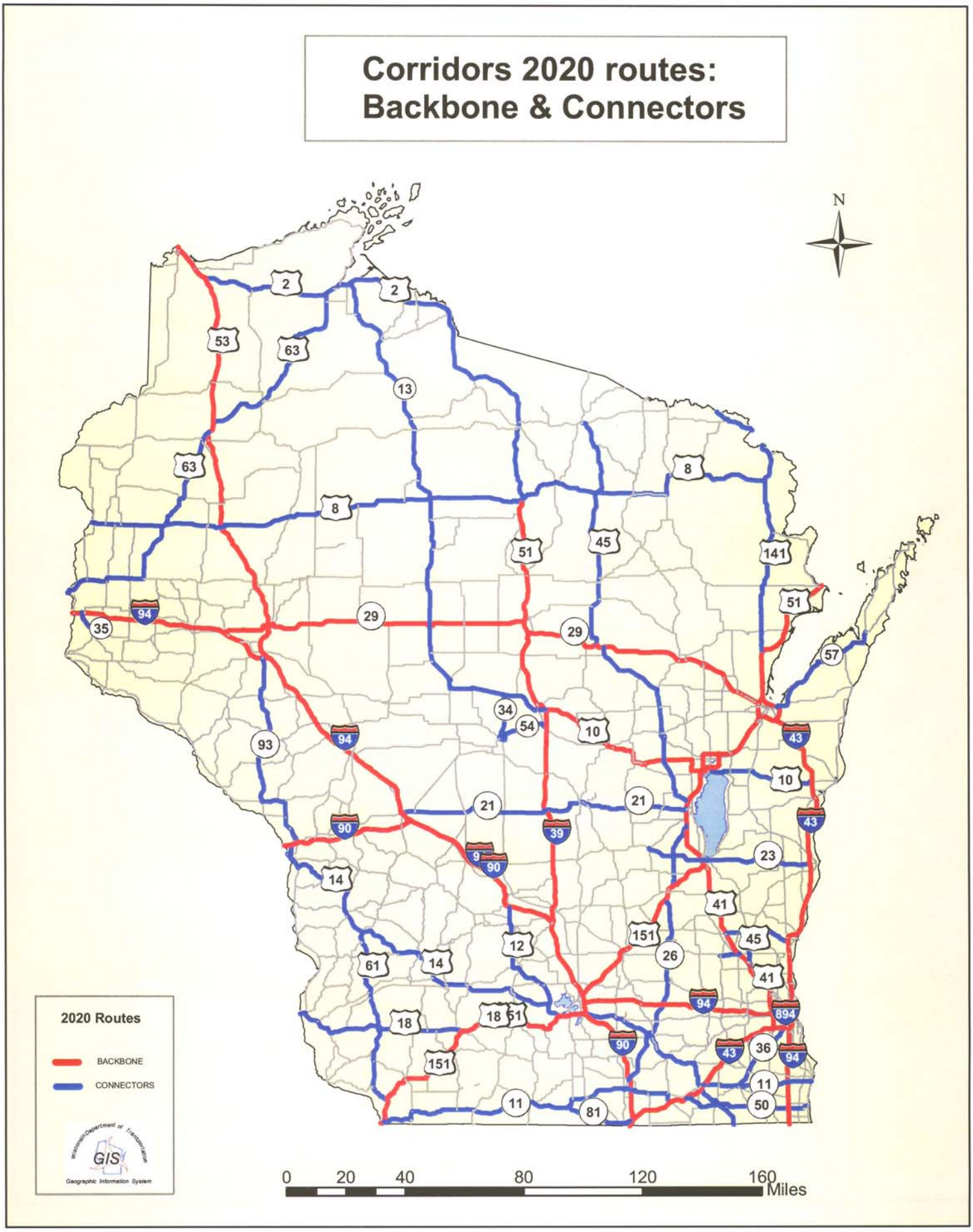

Corridors 2020 routes:
Backbone & Connectors
N
2020 Routes
BACKBONE
CONNECTORS
Wisconsin Department of Transportation
GIS
Geographic Information System
0 20 40 80 120 160
Miles

FIGURE 4

ARCADIA

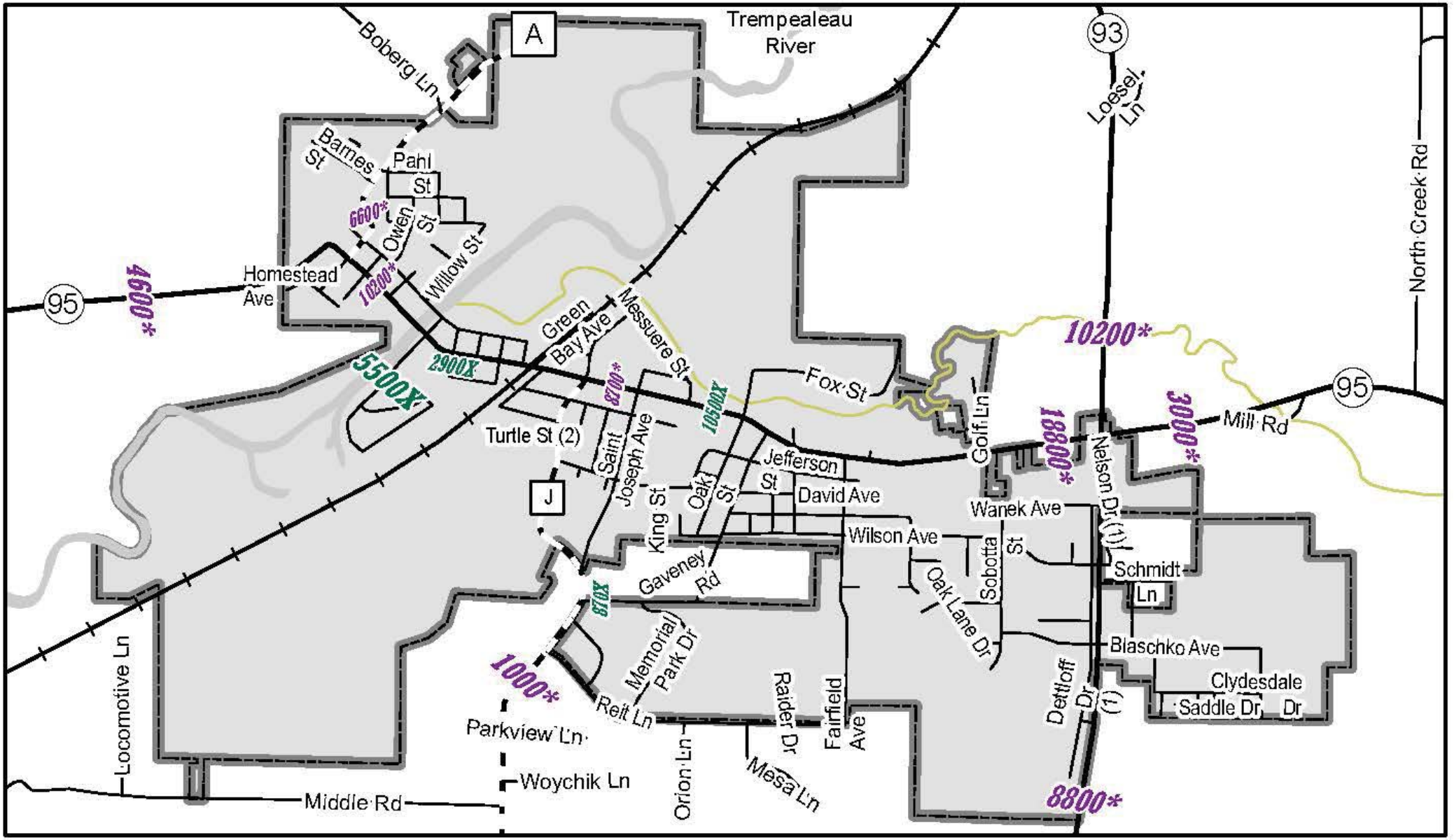


FIGURE 5

2012
INSETS
TREMPEALEAU County

9999 = 2012

9999# = 2011	9999^ = 2008
9999* = 2010	9999~ = 2007
9999@ = 2009	9999x = 2006 or older

- Character following count value designates the year the count was taken
- Ramp counts lie parallel to road
- AADT for Roads lie perpendicular to road

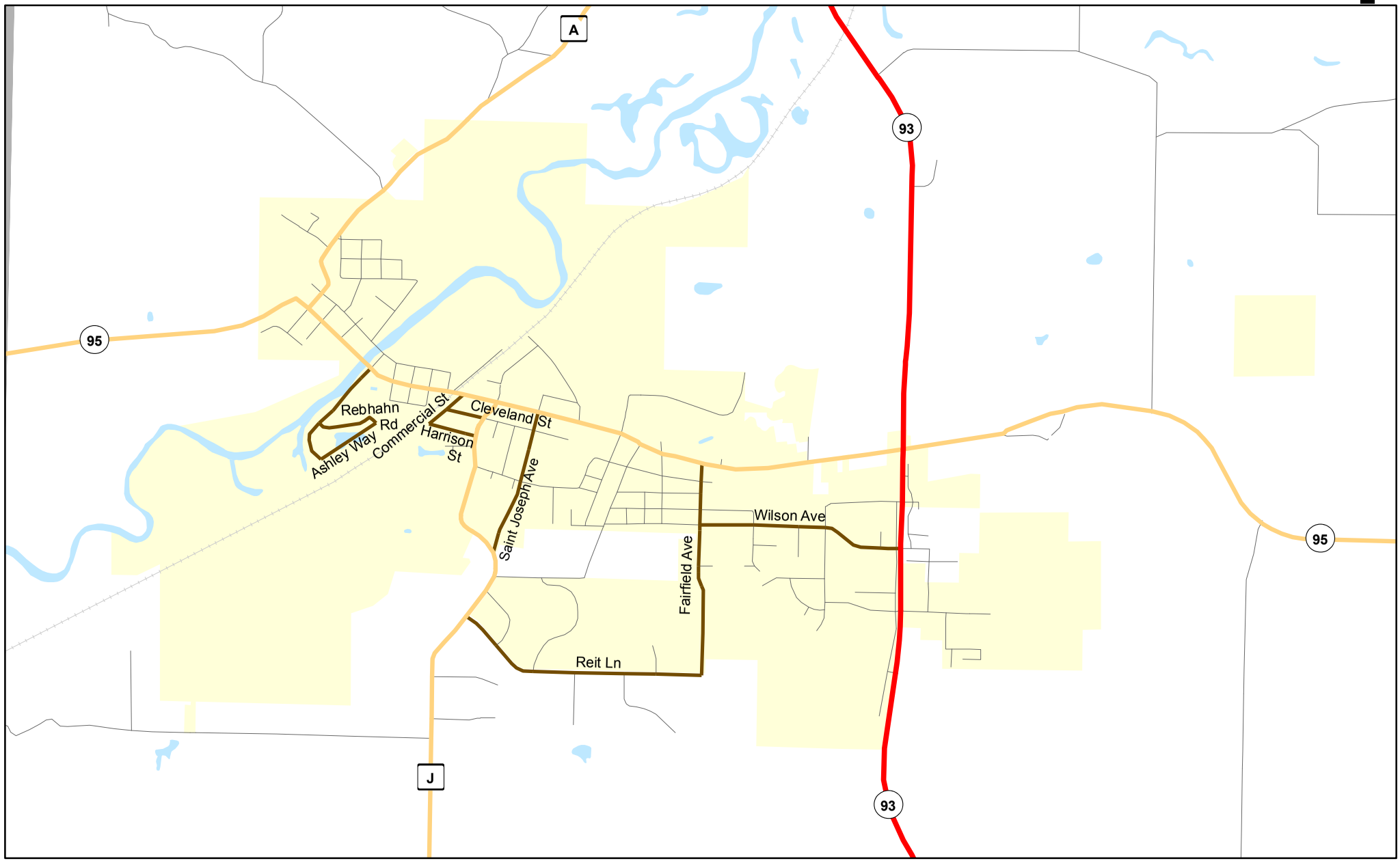
Legend

- IH
- USH
- STH
- CTH
- Local Roads
- Railroads

Chart C Community: ARCADIA
County: Trempealeau

Functional Classification 06/01/2012

FIGURE 6



Functional Classification

- Principal Arterial
- planned Principal Arterial
- Minor Arterial
- planned Minor Arterial
- Major Collector
- planned Major Collector
- Minor Collector
- planned Minor Collector
- Chart C Minor Collector

WisDOT Bureau of Planning and Economic Development
FHWA approval: 06/01/2012
PDF created: 02/03/2012

Chart C Community: ARCADIA
County: Trempealeau

LONG RANGE WATER & SEWER SERVICE AREA

CITY OF ARCADIA
COMPREHENSIVE PLAN

TREMPEALEAU COUNTY
WISCONSIN

BUFFALO COUNTY
(Town of Glencoe)

TREMPEALEAU COUNTY
(Town of Arcadia)

R. 10 W.
R. 9 W

DISCONTINUED

WASTEWATER TREATMENT PLANT

LEGEND

SEWER & WATER SERVICE AREA BOUNDARY

NOTE: Service area boundaries are subject to future facility studies for each service area.

CORPORATE LIMITS 2015

N

0' 1000' 2000'

SCALE IN FEET

MAP SOURCE: U.S. GEOLOGICAL SURVEY QUADRANGLE MAPS, 1973, WITH MODIFICATIONS BY DAVY ENG.

DAVY ENGINEERING CO.
LA CROSSE, WISCONSIN

1-19-2009 PROJ. NO. 1405-160.010
REV. 6-23-2015 PROJ. NO. 1405-160.204

FIGURE 7

H:\AutoCad Drawings\2015\A\Arcadia\1405-260 Comprehensive Planning\CAD Drawings\CM\ARCADIA BASEMAP COMP PLAN 2015.dwg, 6/23/2015 10:48:08 AM, Adobe PDF

BUFFALO COUNTY
(Town of Glencoe)

TREMPEALEAU COUNTY
(Town of Arcadia)

R. 10 W.

R. 9 W

30 29 28 27 26

31 32 33 34 35

1 6 5 4 3

T. 21 N.

T. 20 N.

R. 10 W.

R. 9 W

Well #6

Well #5

Well #3

Well #4

LEGEND

City Well

Zone B

Zone A

Arcadia City Limits

0' 1000' 2000'

SCALE IN FEET

N

Wellhead Protection Area
Arcadia, Wisconsin

DAVY ENGINEERING

Davy Engineering Co.
115 6th Street S.
La Crosse, WI 54601
(608) 782-3130, Fax: (608) 784-6611

Proj. No. 1405-253.010 12-10-2013

FIGURE 8

H:\A\Arcadia\2013 Arcadia\1405-253 WHP Ordinance\010 Preliminary\Drawings\1405-253 ARCADIA WHP ORD 2013.dwg, 12/11/2013 10:40:02 AM, Adobe PDF.pc3

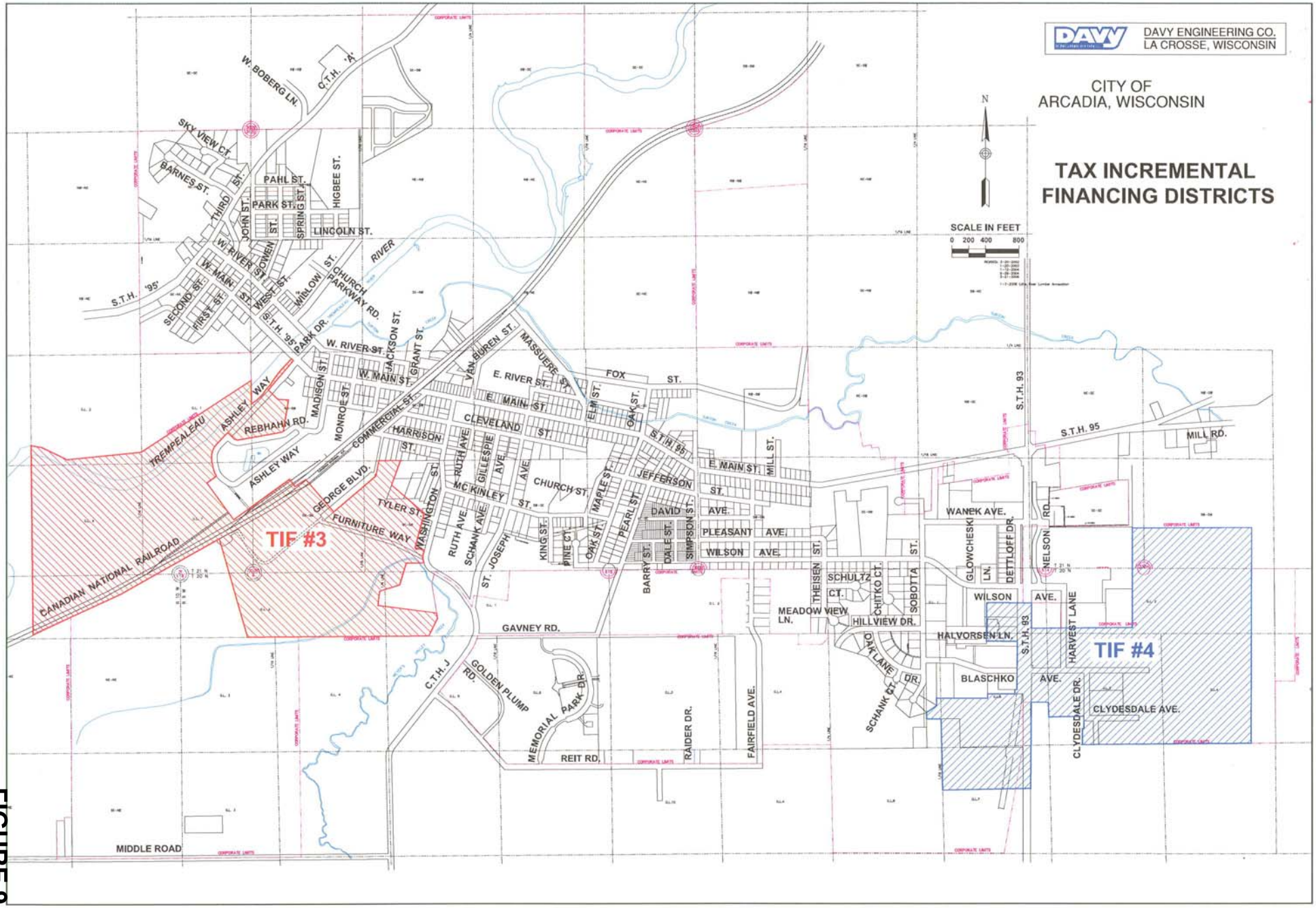
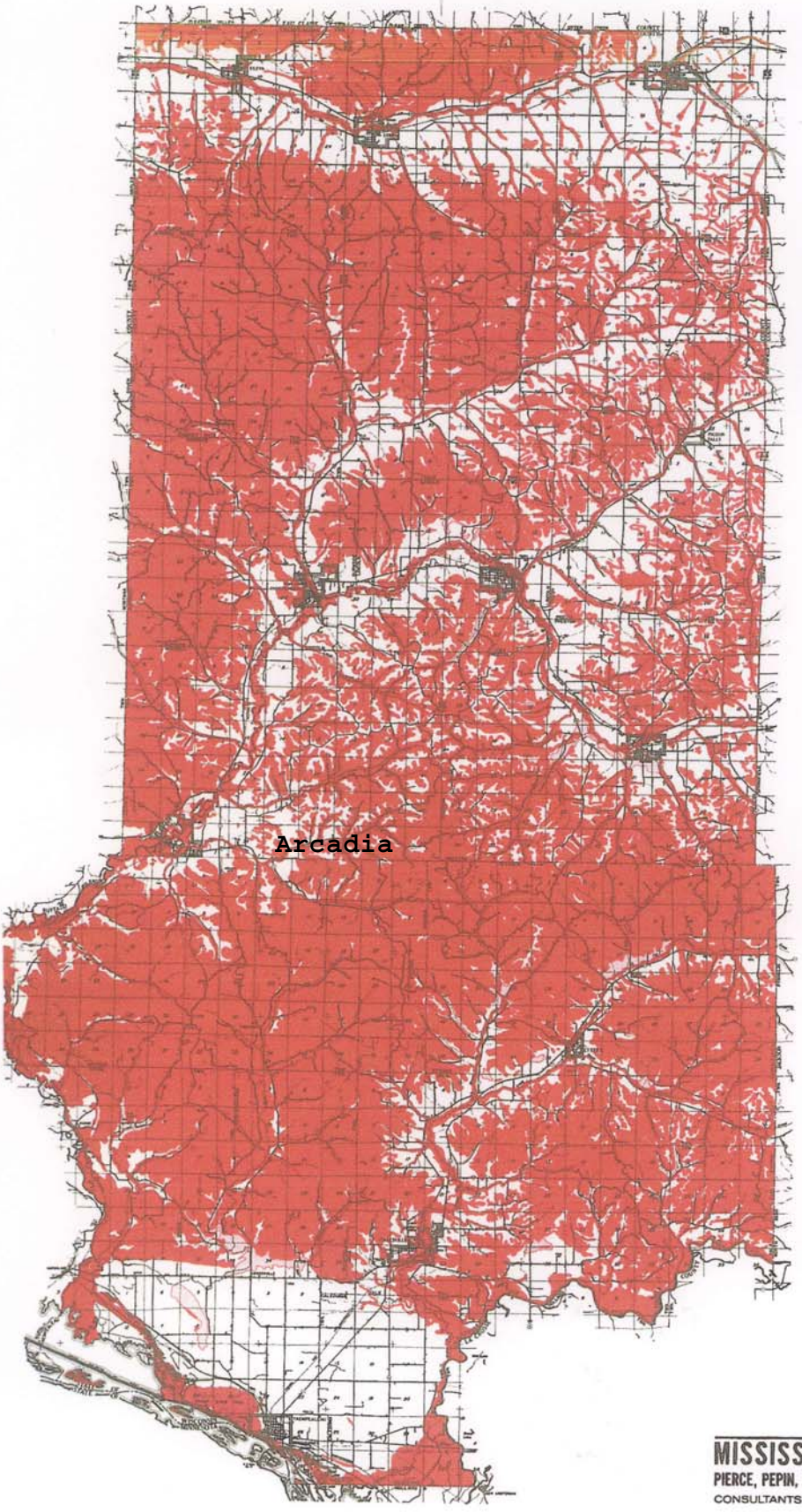


FIGURE 9

H:\A\Arcadia\2007 Arcadia\Basemap\ARCADIA BASEMAP.dwg



SOIL SUITABILITY
TREMPEALEAU COUNTY

AREAS WITH SEVERE SOIL LIMITATIONS FOR URBAN DEVELOPMENT WITH PUBLIC SEWERS AND FOR RESIDENTIAL DEVELOPMENT WITHOUT PUBLIC SEWERS ON LOTS OF ONE ACRE OR MORE.

AREAS WITH SEVERE SOIL LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITHOUT PUBLIC SEWERS ON LOTS OF ONE ACRE OR MORE AND AREAS WITHOUT SEVERE LIMITATIONS FOR URBAN DEVELOPMENT WITH PUBLIC SEWERS (PIERCE, TREMPEALEAU, LA CROSSE AND CRAWFORD COUNTIES ONLY).

AREAS WITHOUT SEVERE SOIL LIMITATIONS FOR URBAN DEVELOPMENT WITH PUBLIC SEWERS AND FOR RESIDENTIAL DEVELOPMENT WITHOUT PUBLIC SEWERS ON LOTS OF ONE ACRE OR MORE.

SOURCE: SOIL SURVEY OF TREMPEALEAU COUNTY, 1927

NOTE:

THIS MAP COMPILED FROM U.S.G.S. QUADRANGLES, STATE HIGHWAY COMMISSION CITY, VILLAGE AND COUNTY TOWN PLAT RECORDS, DEPARTMENT OF AGRICULTURE AERIAL PHOTOGRAPHS.

DEPARTMENT OF LOCAL AFFAIRS AND DEVELOPMENT
PLANNING DIVISION
AUGUST, 1967

THE PREPARATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED, AND WAS EXECUTED UNDER A CONTRACT WITH THE STATE OF WISCONSIN, DEPARTMENT OF LOCAL AFFAIRS AND DEVELOPMENT

SCALE IN MILES
0 1 2

MISSISSIPPI RIVER REGION, WISCONSIN
PIERCE, PEPIN, BUFFALO, TREMPEALEAU, LA CROSSE, VERNON AND CRAWFORD COUNTIES

CONSULTANTS: CANDEUB, FLEISSIG AND ASSOCIATES 1968

FIGURE 10

CITY OF ARCADIA, WISCONSIN
COMPREHENSIVE PLAN

EXISTING LAND USE - 2015 FUTURE LAND USE

- COMMERCIAL
- INDUSTRIAL
- SINGLE FAMILY & DUPLEX RESIDENTIAL
- MULTIPLE RESIDENTIAL
- PUBLIC / INSTITUTIONAL & OPEN SPACE
- AGRICULTURAL
- MIXED USE GROWTH AREA
- SPECIFIC USES DETERMINED BY FUTURE STUDIES & NEEDS

- CITY LIMITS 2015
- FLOODWAY
- FLOOD PLAIN - 100 YR.
- (P) CITY PARKS

NOTE: The floodway and flood plain lines on this map are illustrative and unofficial and do not represent landscape changes which may have affected flood elevations. FEMA information and elevation surveying would be the official indicators of lands subject to flooding.

9-8-2009
REV. 6-30-2015

N

SCALE IN FEET
0 400 800

DAVY ENGINEERING
DAVY ENGINEERING CO.
LA CROSSE, WISCONSIN

Pahl Park
Schultz Park
Rudy Klink Deer Park
Schank "Walk-In" Park
Tot Park
Dettloff Park
Killian's Children Park
Memorial Park

FUTURE MYERS VALLEY CREEK

FIGURE 11

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LEGEND

EXTRATERRITORIAL AREA

CITY OF ARCADIA CORPORATE LIMITS 2015

OFFICIAL EXTRATERRITORIAL JURISDICTION LINE

GENERALIZED FUTURE LAND USE

- MIXED USE MOSTLY COMMERCIAL & INDUSTRIAL
- RESIDENTIAL
- EXCLUSIVE AG (PER COUNTY ZONING)
- INDUSTRIAL (PER COUNTY ZONING)
- COMMERCIAL (PER COUNTY ZONING)

NOTES:

UNPATTERNED AREAS OUTSIDE THE CITY ARE ZONED MOSTLY TRANSITIONAL AGRICULTURAL BY THE COUNTY.

THE COUNTY ZONING SHOWN HERE IS ILLUSTRATIVE ONLY. THESE ZONING DISTRICTS AND BOUNDARIES SHOULD NOT BE USED FOR DEVELOPMENT DECISIONS.
THE TREMPEALEAU COUNTY ZONING OFFICE SHOULD BE CONTACTED FOR OFFICIAL ZONING MATTERS.

N

DAVY ENGINEERING
Davy Engineering Co.
115 6th Street S.
La Crosse, WI 54601
(608) 782-3130

1 0 1 MILE
1000 0 1000 2000 3000 4000 5000 6000 7000 FEET

FUTURE LAND USE

approved by Common Council on 7-20-2015

EXTRATERRITORIAL JURISDICTION AREA

REGULATED UNDER THE SUBDIVISION ORDINANCE OF THE CITY OF

ARCADIA, WISCONSIN

6-30-2015 PROJ. NO. 1405-160.204 **FIGURE 12**

MAP SOURCE: U.S. GEOLOGICAL SURVEY QUADRANGLE MAPS, 1973, WITH MODIFICATIONS BY DAVY ENG.

NOTE: The town parcel north of Gavney Road indicated by * indicates the city's goal of being residential land use rather than Exclusive Agricultural.

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