

# UTILITIES AND COMMUNITY FACILITIES ELEMENT

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This element includes background information, goals, objectives, and recommendations to guide the future development of utilities and community facilities in the Town of Shelby. It describes current facilities and includes recommendations for future utilities needs, upgrades, and considerations. The Town of Shelby survey indicated:

- The majority of respondents have neither municipal sewer nor water services
- Residents are satisfied with municipal sewer and water services (where available)
- If the Town expands municipal sewer and water services to new developments, they should share the cost with the developer or the Town
- If the Town expands municipal sewer and water in developed areas the cost should be shared with property owners and the Town

## GOAL 1

Maintain quality public services that provide for increased public safety, a low crime rate, a strong rural and urban economy, a clean environment, and reasonable and equitable taxes.

*Objective 1-1:* Recognize that new occupied structures within the Town will be serviced by the Shelby Sanitary District, private individual systems, or some other form of “off-site” wastewater disposal.

*Objective 2-2:* Explore urban “off-site” waste treatment systems. Other new technologies need to be explored for areas not served by sanitary sewer.

## GOAL 2

Avoid environmentally sensitive areas when extending and constructing new utilities and community facilities.

*Objective 2-1:* Consult the community facilities maps before making decisions regarding location of new utilities or community facilities and encourage development and redevelopment practices that will maintain or improve the natural environment.

## ACTIONS

**Action 1:** Identify preferred “off-site” waste treatment systems for use in urban developments. Ensure these facilities are owned and maintained by a consortium of property owners.

**Action 2:** Continue to upgrade and maintain the Shelby Sanitary District as required to meet or exceed DNR standards.

**Action 3:** Explore the development of a stormwater plan in areas known to be flood prone, or where community infrastructure encounters damage in flood events. Follow-up planning efforts with stormwater management ordinances and require costs for stormwater infrastructure be borne upon developers for each project.

**Action 4:** Limit expansion or development of infrastructure in areas where such development would cause subsurface contamination or result in increases in surface runoff.

**Action 5:** Encourage (or require by ordinance) design and landscaping patterns in new development that encourage retention of natural vegetation to control erosion and runoff.

**Action 6:** Work in partnership with local and regional entities (La Crosse County Planning & Zoning, the DNR, LAPC, Mississippi Valley Conservancy, etc.) to develop and disseminate education materials and model ordinance language for erosion control and site planning for all new development.

### *Water Supply*

Four residential areas of the Town are served by a regulated public water system. Shelby Sanitary District Two serves 277 customers in Arbor Hills, most of Wedgewood Valley, and the Skyline Addition, which includes all of the Hagen Road accessed properties from Sherwood Drive to the south. The two Wedgewood Terraces are served by a 181 customer cooperative water system, which purchases wholesale water from the Sanitary District. There are 10 to 15 instances of two to six homes sharing a single well, and a few lots in the “Urban Island” portion that are served and billed by the City of La Crosse. The rest of the Town residents obtain their water from their own private well.

*Table 4.1 La Crosse Municipal Water Supply, 2020*

Name	City	Storage Capacity
La Crosse Waterworks	La Crosse	5,000,000
Shelby Arbor Hills	La Crosse	44,000
Shelby Skyline Addition	La Crosse	47,000
Shelby Wedgewood Terrace	La Crosse	152,000

*Source: Town of Shelby, WI DNR*

While the Town’s precipitation and soil geology allow for rapid groundwater recharge, they also allow for groundwater contamination from surface activities. There are many contaminated groundwater sites within La Crosse County and with continued growth in population and economic activity, the demand on groundwater supplies will continue to increase. To assist in preventing further groundwater contamination, a groundwater modeling study of La Crosse County was completed in 2003. This study assessed the effects of recent and potential future groundwater withdrawals and provides a suitable tool to evaluate the effects of proposed water management programs. The plan identifies the extent of contamination on existing sites and the direction in which these contaminated sites are flowing.

### *Sanitary Sewer*

Several residential subdivisions and commercial and industrial properties in Shelby are served by two different sanitary districts, while the remainder of properties within the Town have their own septic system. Shelby Sanitary District One has been taken over by the City of La Crosse, and much of the area

served by it has been annexed; the town island and properties on the southeastern fringe of the City along Cliffside Drive remain in the unincorporated portion served by Sanitary District One. Administration and maintenance of this district including the billing of Shelby property owners served, is by the City of La Crosse. Sanitary District Two is administered and maintained by the Town of Shelby. Approximately 14 miles of sanitary sewer mains serve Arbor Hills, the Wedgewood Terraces, Wedgewood Valley, the Hagen Road -Greenwald Coulee Subdivisions, Creekside Meadows, and Bridal Coulee; along the HWY 33 corridor between Norseman Drive and the City of La Crosse limits. Most town areas adjacent to the City, such as Ebner Coulee, Floral Lane, and Old Vineyard Addition are also served by Sanitary District Two. All wastewater from both sanitary districts is treated at the La Crosse municipal wastewater plant on Isle La Plume. There are 819 single family homes, 1 multi-family unit site, 6 commercial sites, 1 industrial site, and 4 lift stations within this district. A Sanitary Collection Facilities Plan was created in 2019. This Sanitary Collections Systems Facilities Plan provides the Town of Shelby Sanitary District #2 a summary of its existing sanitary sewer collection system along with a preliminary assessment of future system needs based on existing comprehensive plan boundaries and the City of La Crosse and Town of Shelby Boundary Agreement. An overview of the Town of Shelby utilities and sanitary district boundaries can be found on [Map 4.1 Utilities](#) in Appendix C.

The Isle La Plume facility was originally constructed in 1936, but has been modified and upgraded many times, with the last major upgrade occurring in 1998. The La Crosse Sewer Service Area Water Quality Management Plan 1999-2020 states that the facility has excess capacity that can handle twice the loading and the population that was served in 1999. The Sanitary District is supported by user service fees paid by its customers.

### ***On-Site Wastewater Treatment Technology***

The disposal of wastewater in the remainder of the Town is handled through the use of individual on-site wastewater disposal systems, often referred to as septic system. Septic systems discharge wastewater to underground drainage fields or septic tanks. There are currently six types of on-site disposal system designs authorized for use in the state: conventional (underground), mound, pressure distribution, at grade, holding tank, and sand filter systems. The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation and inspection of most private on-site sewage systems. Recent changes to the State's Plumbing Code (COMM 83) allow for both conventional and advanced pre-treatment systems for residential development. The changes allow properties that have soil depths or soil types that were once unsuitable for conventional septic systems to now be developed and serviced by advanced pre-treatment sewage systems. If not properly located or maintained, on-site sewage disposal systems can significantly pollute groundwater.

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

The Town of Shelby offers refuse, on a weekly basis, and recycling collection, on a biweekly basis, to residents within the Town. The Town Hall also has a location for residents to dispose of large amounts of brush. Solid waste from the Town is disposed of at the La Crosse County Landfill, which is located east of I-90 and south of Highway 16.

La Crosse County provides public management of an integrated solid waste disposal system that is provided through public/private partnerships. This system is utilized by several counties in Wisconsin and Minnesota. The system accepts residential, commercial, industrial, and institutional wastes. The disposal system processes solid waste into refuse derived fuel which is then utilized in generating electricity. The county provides oversight of a landfill complex which includes: sanitary landfill, ash monofil, construction and demolition landfill, clean wood waste processing, and yard waste disposal. La

Crosse County provides these services to manage the environmental liability for disposal of these wastes for the protection of La Crosse County.

Solid waste managed by La Crosse County enters one of three waste streams: deposition in the La Crosse County Landfill, incineration at Xcel Energy's Waste-to-Energy facility on French Island, or recycling. Recycled quantities include materials diverted for recycling at the landfill -- shingles, concrete, tires, scrap metal, yard waste and wood waste.

In total, La Crosse County handled 138,133 tons of solid waste in 2020 – up from 123,274 tons in 2007 (+12.1%), and up from 129,673 tons in 2019 (+6.5%; see Figure 16). The COVID pandemic caused substantially higher citizen usage of the County solid waste system, which explains the increased amount of solid waste generated in 2020. Economic recession may explain the relatively low quantity of solid waste generated in 2009 and the subsequent increasing trend.

Of the total solid waste handled in 2020, 63.0% was deposited into the landfill, 20.8% was incinerated to produce electricity, and 16.2% was recycled. Roof damage caused by storms resulted in large quantities of shingles being received by the County solid waste system in 2020, which explains the increased quantity of recycled material. The 2020 total diversion rate (i.e., the sum of the percent incinerated, and the percent recycled) was 37.0%, down from 41.4% in 2007, but up from 33.5% in 2019. Waste from La Crosse County incinerated at French Island was used to produce an estimated 19.6 million kWh of electricity in 2020, enough to supply approximately 2,153 households.

La Crosse County adopted a Master Land Use Plan (MLUP) for the landfill to guide land use decisions for the site. The most recent plan was created in 2015 and includes short-, medium-, and long-term goals to achieve a balance of economic, social, and environmental land use objectives. For more information on this plan, refer to the Master Land Use Plan for the La Crosse County Landfill.

The Household Hazardous Materials (HHM) Program located at 6502 State Road 16 in La Crosse opened its doors in October 2001. The HHM facility collects hazardous household materials from La Crosse County residents free of charge and for a minimal fee for individuals who reside outside of La Crosse County.

### *Stormwater Management*

Stormwater management has gained attention in recent years as an environmental concern because of its impacts on flooding, property damage, and surface water quality issues. Similar to water supply and wastewater treatment, stormwater management is an important part of municipal infrastructure. The Town of Shelby, pursuant to La Crosse County Code is responsible for collecting, storing, and conveying rainfall and snowmelt runoff in a manner that is safe for the public and does not harm the environment.

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

The La Crosse Stormwater Group is taking on the goal to slow down the rush of rain and snowmelt that pollutes rivers. The Town of Shelby is working with the Group to educate residents and small business owners, about what runoff is, why it is bad, and how to fix it. The Town's goal is to protect water

resources and prevent erosion. The Soak It Up Project Award is given to community members who have finished a stormwater management project on their property and their projects are then shared so others can be inspired to do the same on their properties.

Stormwater runoff in La Crosse County and the Town of Shelby was in part addressed in 2008 when La Crosse County adopted Chapter 29 of the La Crosse County Code of Ordinances “Post Construction Storm Water Management.” The ordinance delegates authority to the La Crosse County Department of Land Conservation to enforce the ordinance. The ordinance includes technical standards, storm water management performance standards, permit requirements, and storm water management plan requirements for new or expanding developed areas.

### ***Telecommunication Facilities***

CenturyLink Inc. (Lumen Technologies) provides the County with local telephone service; long distance service is available through several providers. Cellular telephone services is available in Town through a variety of providers. High speed Internet access and fiber optic connections are available in the Town of Shelby through Charter Communications. The region is connected to the Midwestern fiber optic network via CenturyTel. However, this technology is not available throughout the entire Town and certain residents in rural areas within the Town have limited capabilities for high-speed Internet services.

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

Most of the geographic area of the Town of Shelby is served by Vernon Electric Co-op, a local retail distributor of the Dairyland Power Cooperative system. The portions of Shelby most immediately adjacent to, or surrounded by, the City of La Crosse such as Ebner Coulee, La Crosse Floral, Wedgewood Terrace, Wedgewood Valley, Greenwald Coulee, Skyline Addition, and Cliffside/Crown Point are served by Xcel Energy, and also have piped natural gas service. Arbor Hills, CTHs F and FO, the Coachlite and Pleasant Valley mobile home parks, and everything east of Wedgewood Valley and Greenwald Coulee on STH 33 to the Town line and almost everything east of USH 14/61 and STH 35 intersection, Chipmunk Coulee, and most of the River Hills area is served by Vernon Electric. Goose Island Campground, the HWY 14/61 corridor, and part of the River Hills area is served by Xcel Gas. [Map 4.2 Transmission Lines](#) in Appendix C shows the location of local transmission lines.

### ***Libraries***

The Town of Shelby is serviced by Winding Rivers Library System in conjunction with the La Crosse County Public Library System. These libraries serve residents throughout the County. A main branch is located in the City of La Crosse and five other branches are located throughout the County. Each of the five communities has designated a Library Commission or Committee to handle the annual expenses and budget concerns of the library facility they provide. These are often elected officials but they are also Village, Town or City government appointments with little or nothing to gain by the significant contribution they make with their time and talents. All of the La Crosse Libraries belong to the Winding Rivers Library System which gives residents access to a seven-county interlibrary loan system including: Buffalo; Jackson; Juneau; La Crosse; Monroe; Trempealeau; and Vernon Counties.

### ***Schools***

The Town of Shelby is served by the School District of La Crosse. The far northeastern corner of the Town is part of the West Salem School District. The School District of La Crosse operates eleven elementary schools, six middle schools, and four high schools. These schools are located throughout the district and include a wide variety of options for students, including charters, magnet, and alternative

programs. No schools are located in the Town. [Map 4.3 Schools](#) showing local school locations and districts can be found in Appendix C.

In addition, the County has 16 private schools that provide additional educational choices for residents. Within the County, town residents also have access to several post-secondary education schools, including the following:

University of Wisconsin-La Crosse was founded in 1909 and is now one of the 13 four-year campuses in the University of Wisconsin System with enrollment of around 10,000 students. UW-L has joined the City's other two institutions of higher education and the region's medical facilities to form a consortium to bring cutting-edge health care to the region, along with a state-of-the-art health research and education facility for professionals and students.

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

Established in 1890, Viterbo University is a co-educational Catholic University founded in the Franciscan tradition. Viterbo offers undergraduate and graduate degrees and has an enrollment of approximately 2,700 students. It offers over 40 academic programs at the associate's, bachelor's, master's, and doctoral level.

### ***Town Buildings***

Town Buildings The two principal Town buildings are located across Ward Avenue from each other at 2800 and 2801 Ward Avenue, within a town island surrounded by the incorporated City of La Crosse. The original Town Hall, 2801, was built in 1956-57 and the Town shop was built adjacent. In 1992 the Town bought the building at 2800 Ward Avenue that had been occupied by a tool rental and remodeled it into their Town Hall.

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

The Town of Shelby has one full-time police officer that serves the Town. The Police Department is based out of the Town Annex at 2801 Ward Avenue. In addition to the Town police, the La Crosse County Sheriff's Department is located in the City of La Crosse and serves the entire County. At the time of this writing, the Sheriff's Department has 118 employees.

The Town of Shelby has its own fire department that also serves parts of the Towns of Greenfield and Medary. The department consists of a salaried Chief and 40 volunteer fire fighters. Fire protection and first responder services, fire safety inspection and education are all services provided by the department.

The La Crosse County 911 Emergency Dispatch Center is located in the La Crosse County Law Enforcement Center in La Crosse. Over 30 employees provide 24-hour emergency telephone service to everyone in La Crosse County. Using a state-of-the-art enhanced 911 system (E-911), the 911 telecommunicator is able to send emergency and non-emergency assistance quickly and accurately. In addition to providing emergency telephone answering service, the La Crosse County 911 Emergency Dispatch Center telecommunicators are the radio and multiple computer system operators. This fully integrated system allows the department to provide full emergency and non-emergency service to each of the eight Law Enforcement Departments, the eight Fire Departments, the nine First Responder organizations, Emergency Government, and Search and Rescue throughout the entire Community.

### ***Health Care Facilities***

No health care facilities are located in the Town of Shelby. The nearest health care facilities to the Town are located in the City of La Crosse. Gundersen Lutheran and Franciscan Skemp Healthcare, Mayo Health System are two (2) large medical centers that operate in the region, each with a hospital and large clinic in the City of La Crosse. In addition, both Gundersen Lutheran and Franciscan Skemp Healthcare, Mayo Health System operate health care facilities (i.e. Express Care, Clinics) in the City of La Crosse and the City of Onalaska.

Gundersen-Lutheran Medical Center is the area's recognized leader in heart, trauma and cancer care, births, business services, research and health education, with over one million clinic, hospital, and emergency room visits each year. Gundersen Lutheran operates a 325-bed teaching hospital with a Level II Trauma and Emergency Center in La Crosse. Franciscan Skemp, MHS La Crosse Campus operates a 250 bed hospital with a 24-hour Emergency Trauma Center. Franciscan Skemp Healthcare, partnered with world-renowned Mayo Clinic, offers excellent specialty services including cardiology, neurology, nephrology, oncology, orthopedics and many others, as well as comprehensive, compassionate primary care throughout an 11-county region in Wisconsin, Minnesota, and Iowa. Franciscan Skemp is a leader in women's health, having established the area's first Women's Health Center in 1983.

A health care education consortium that includes Viterbo University, Western Wisconsin Technical College and the University of Wisconsin at La Crosse exists in the region.

### *Child Care Facilities*

The childcare options within the Town of Shelby are limited to private home-based childcare facilities. Additionally, the La Crosse County Family Resource Center helps to connect parents and children to childcare providers. La Crosse County has 26 regulated full day family childcare centers and 59 regulated full day group childcare homes. 55 childcare facilities offer infant care. The earliest select care facilities open is 5:00 am and close at the latest at 6:30 pm.

### *Cemeteries*

There are eight cemeteries located within the Town. They are:

#### Active

- Chipmunk Coulee/Salzar Methodist Cemetery (N. Chipmunk Rd. near CHY K)
- Kienholz Family Cemetery/ Old Settler's Mormon Coulee Cemetery (Hwy 14/61 at Breidel Coulee Rd)
- Mormon Coulee Memorial Park Cemetery (N1137 Bloomer Mill Rd.)
- Trinity United Church of Christ Cemetery/ Swiss Reformed Cemetery (Hwy 14-61 at Breidel Coulee Rd)

#### Inactive

- Hass Family Cemetery (Helke Road)
- Justin Family Cemetery (Hwy. 14 at Justin Rd)
- Markle Family Cemetery/ Salzer Methodist - Mormon Coulee Cemetery (W4607 Hwy.14/61)
- Pruett Family Cemetery (Hwy 14-61, east of Bloomer Mill Rd.)

### *Timetable for the Expansion of Utilities and Community Facilities*

Population is expected to increase over the next twenty years, there is anticipated growth forecasted below. As such, many services and facilities are likely to be upgraded over time with increases in development. See Table 4.3.

*Table 4.3 Forecasted Utilities and Community Facilities Needs*

Department	Need	Approximate Timeframe	Comments

Sources:

- La Crosse County, Wisconsin Farmland Preservation Plan, 1980 –Amended in 2014
- La Crosse County Comprehensive Outdoor Recreation Plan, 1998 – Amended in 2020
- La Crosse County Land & Water Resource Management Plan, 1999 – Amended in 2020
- Storm Water Management Review Plan for Drainage Issues 2019
- Zoning Ordinance – Comprehensive Revision in 2012
- Land Division Ordinance