

# TOWN OF BANGOR COMPREHENSIVE PLAN 2023-2043

PREPARED BY THE MISSISSIPPI RIVER REGIONAL  
PLANNING COMMISSION UNDER THE DIRECTION OF  
THE BANGOR TOWN PLANNING COMMITTEE AND THE  
TOWN BOARD





# Abstract

## Town of Bangor Comprehensive Plan 2023-2043

The Town of Bangor Comprehensive Plan 2023-2043 responds to and is consistent with the State of Wisconsin Comprehensive Planning Law as defined in Sections 66.1001(1) and 66.1001(2) of the Wisconsin Statutes. This Comprehensive Plan presents a strategic framework for the guidance and accomplishment of the coordinated, adjusted, and harmonious development of the Town of Bangor. Recognizing the town's unique assets, challenges, and aspirations, this plan outlines a roadmap to promote growth and plan for the future.

The Plan contains an assessment of the town's current state, including an analysis of its demographics, land use patterns, transportation systems, environmental resources, and economic conditions. Based on this analysis and input from stakeholders, key goals and objectives are identified to address priority issues and align with the community's values and aspirations. These goals encompass a wide range of domains, including land use planning, transportation, housing, economic development, community services, and cultural and historic preservation.

Ultimately, this Comprehensive Plan aims to guide decision-makers, community leaders, and residents in shaping the future of the Town of Bangor. Fostering a vibrant local economy, preserving the town's unique character, and ensuring the wellbeing of its residents will ensure that the Town of Bangor thrives in the future.

### TOWN OF BANGOR BOARD

Don Numsen	Chairperson	Louisa Peterson	Clerk
Mark Spears	Supervisor	Denise Payne	Treasurer
Justin Peterson	Supervisor		

### COMPREHENSIVE PLAN ADVISORY COMMITTEE

Mark Spears	Mark Wolf	Scott Seaman	Darin Johnson
Paul Amborn	Tyler Buchner	David Pfaff	

### MISSISSIPPI RIVER REGIONAL PLANNING COMMISSION STAFF

Jon Bingol	Executive Director	Sarah Ofte	Administrative Assistant
Ken Harwood	Planner	Jamie Schoen	Planner
Andrew Miller	Planner	Cole Remack	Intern
Simon Fichter	Intern	Courtney Osmek	Intern

# Table of Contents

Introduction .....	1
Town of Bangor History .....	2
Issues and Opportunities .....	4
Demographic Trends and Projections .....	4
Land Use.....	9
Land Use Goals and Recommendations.....	12
Housing .....	15
Housing Goals and Recommendations .....	18
Transportation.....	21
Transportation Goals and Recommendations.....	25
Economic Development .....	28
Economic Development Goals and Recommendations .....	32
Utilities and Community Facilities.....	35
Utilities and Community Facilities Goals and Recommendations.....	37
Intergovernmental Relationships and Coordination.....	39
Intergovernmental Relationships and Coordination Goals and Recommendations.....	40
Agricultural, Natural, and Cultural Resources .....	43
Agricultural, Natural, and Cultural Goals and Recommendations .....	47
Implementation .....	49
Maps .....	53
Appendices.....	66
Appendix A – Municipal Survey Results.....	66
Appendix B – Public Participation Plan .....	76

# Introduction

The Town of Bangor Comprehensive Plan is being prepared under the State of Wisconsin's comprehensive planning law contained in Section 66.1001, Wisconsin Statutes. The law was adopted in 1999 and requires that zoning, subdivision regulations, and official mapping within the town must be consistent with a comprehensive plan. To meet the requirements of the planning law a comprehensive plan is being prepared that will consist of two documents, an Existing Conditions Report and a Goals, Objectives, Policies and Recommendations section.

In developing the Town of Bangor Comprehensive Plan, the first step taken was the preparation of an Existing Conditions Report. The report has been compiled to provide detailed background information on the Town of Bangor, which will be utilized in the planning process. The Existing Conditions Report provides a comprehensive snapshot of the Town of Bangor in 2020-2021 and provides some insight into the town's future with population, housing, and economic projections. This report will serve as the statistical/data foundation for the Town of Bangor Comprehensive Plan.

## Why Plan

Planning allows the Town of Bangor to anticipate and address emerging challenges effectively. Communities are constantly evolving, and planning enables the town to stay ahead of any potential risks or conflicts. By conducting an analysis of current conditions, future trends, and potential risks, the Town of Bangor can proactively identify and mitigate issues such as population growth, infrastructure needs, environmental impacts, and economic shifts. With a well-crafted plan in place, the town can adapt to changing circumstances with agility and purpose.

Planning also fosters the creation of a shared vision for the Town of Bangor. Engaging residents, businesses, community organizations, and other stakeholders in the planning process allows for meaningful participation and collaboration. By discussing the perspectives of all of those who become involved, the plan can reflect the aspirations, values, and visions of the entire community. This inclusive approach not only strengthens community bonds but also cultivates a sense of ownership and pride among residents, who can actively contribute to shaping the future of their home.

Long-term planning plays a vital role in achieving sustainable growth and enhancing quality of life in the Town of Bangor. By considering the relationships between land use, housing, transportation, economic development, utilities and community facilities, intergovernmental relationships, and agricultural, natural, and cultural resources, the plan promotes a holistic approach to development. It strives to strike a balance between preserving the town's unique character, protecting its most important resources, and fostering economic vitality. Through carefully crafted policies and strategies, the plan aims to create a harmonious and resilient community where residents can thrive, businesses can succeed, and future generations can enjoy a high quality of life.

## Town of Bangor History

The Town of Bangor is situated in the eastern part of La Crosse County. Its establishment dates back to 1856 when it occupied Township 16, range 5 west within La Crosse County. Bangor is bordered by the Town of Burns to the north, the Town of Leon in Monroe County to the east, the Town of Washington to the south, and the Towns of Hamilton and Barre to the west. The Town of Sparta in Monroe County shares its northeast border, while the La Crosse River flows southwest, serving as the town's northern boundary.

The initial inhabitants of the Town of Bangor were members of the Winnebago tribe. The first settlement took place in 1851, when a group of Swiss immigrants, including John Bosshard, Florin and Christian Ruedy, Michael Darms, and Joseph Simmerson, arrived from Sauk county. Their presence played a pivotal role in paving the way for settlement and growth in the prosperous Town. These Swiss settlers established the Concordia Society, a prominent Freethinkers' association that greatly influenced the community's social life.

Besides the Swiss group, the early settlers in Bangor consisted of both Americans and Europeans. However, progress in the town was slow until 1854 when the original plat of the Village of Bangor was surveyed and laid out by Issac Thompson, who served as the Deputy County Surveyor at that time. The Village was situated on land owned by John Wheldon, the Village's founder. By 1860, all the desirable agricultural land in the area was privately owned, while the remaining government land was located on steep hill slopes and narrow ridges, which were less suitable for farming.

The construction of the La Crosse and Milwaukee Railroad during the 1850s provided a significant incentive for settlement in the Town. Completed in 1858, this railroad opened up the entire La Crosse valley, along with its tributary valleys and coulees, facilitating transportation and access to the lake port for marketing purposes.

John Wheldon served as the first Town Chairman of Bangor. Between 1855 and 1860, the town became a focal point for immigration into the surrounding area, and its fertile valleys quickly became populated. The first school in the town opened during the winter of 1853-1854, with William Carl as the first teacher, instructing approximately 25 students in a school building located at the site of Thomas' Store in the Village.

In 1854, the first post office was established in Bangor, with Richard Wheldon appointed as the first postmaster. The post office was initially located in Wheldon's house on the west side of the creek, and in 1861, John S. Houser succeeded Wheldon as postmaster, serving until 1873. In 1872, a money order office was established in connection with the post office.

The construction of the Bangor flouring mill began in 1853 and was completed in 1855 under the ownership of D. J. Jenkins. Jenkins operated the mill until 1870 when Baxter & Jones took over. In 1872, E.R. Roberts purchased Jones' shares, and the firm became Roberts & Baxter. Following Mr. Baxter's

death, John Bosshard acquired the mill, which had three run of stones and utilized the waterpower of Dutch Creek. Bosshard's son assumed control after his father's passing in 1877.

In the vicinity of the Village, the Bangor woolen mills were founded in 1864 by George Sheydt and John Ruedy. Ownership of the mills was transferred to Otto Bodner in 1872. Notably, in 1880, the mill achieved significant production figures, manufacturing 25,000 yards of flannel, 10,000 yards of cassimere, 150 pairs of blankets, and 2,000 pounds of stocking-yarn.

According to the 1860 census, the Township comprised 30 existing farms spanning a total of 5,257 acres, with 2,204 acres under active cultivation and 3,053 acres remaining uncultivated. The agricultural prowess of the town was evident as the 30 farms produced an impressive 13,088 bushels of wheat in 1859, averaging 436 bushels per farm, which surpassed most other Towns except for Pleasant Springs in Dane county. Subsequently, in the following census, the number of farms increased to 115, encompassing a land area of 16,852 acres, of which 7,937 acres were actively cultivated.

During the early period, Bangor's farmers predominantly focused on wheat cultivation, seemingly overlooking the potential of utilizing unoccupied grass-covered ravines, hill slopes, and ridges for raising sizable cattle herds. The largest herd recorded in 1860 consisted of 45 head, comprising 15 cows and 30 other cattle. However, by 1885, the dairy industry had become well-established in the Town. In 1895, the Town of Bangor had 1,001 milk cows, along with one cheese factory and one creamery. The number of milk cows further increased to 1,614 by 1905, highlighting the growth and importance of the dairy sector in the community.

# Issues and Opportunities

The Issues and Opportunities section aims to provide an assessment of the current challenges and potential areas for development within the Town of Bangor. By examining various aspects such as demographics, economy, land use, housing, transportation, natural resources, community services, and cultural heritage, many valuable insights into the unique dynamics and aspirations of the town can be gained. This analysis sets the stage for identifying key issues that require attention, while also presenting the numerous opportunities that the Town of Bangor can act on in the future.

## Demographic Trends and Projections

This section of the report will provide information on the demographic trends and projections that are taking place in the Town of Bangor. The information has been gathered from various sources and when possible, town level data was utilized.

### Population Trends and Projections

Census statistics show that the population of the town increased 5.8% from 2000 to 2020. This was less than half the growth seen in the county as a whole, which grew by nearly 3% more than the state. According to Wisconsin Department of Administration statistics, the population of the town is projected to increase 3.7% from 2020 to 2040. This is a lower rate of growth than over the prior 20-year period, the same trend is projected for the county, while the state as a whole is projected to grow more from 2020 to 2040 than the state did from 2000 to 2040.

Table 1.1 Population and Population Projections

Municipality	2000	2010	2020	2030*	2040*	% Change from 2000 to 2020	% Change from 2020 to 2040
Town of Bangor	583	615	617	640	640	5.8	3.7
La Crosse County	107,120	114,638	120,784	128,120	131,500	12.8	8.9
Wisconsin	5,363,715	5,686,986	5,893,718	6,375,910	6,491,635	9.9	10.1

Source: Wisconsin Department of Administration Household Population Projections  
 \*Projected population

### Population Characteristics

The Town of Bangor is 91.7% White, which is greater than both La Crosse County and Wisconsin. However, the population of two or more races is 5.8%, which is a higher proportion than the county and similar to the state as a whole.

The median age of the town is 52.5, which is older than La Crosse County (36.5) and Wisconsin (40.1). Correspondingly, the percentage of the population of the town over 65 is 30%, almost double that of both the county and the state. The percentage of the population of the town under 18 is 16.9%, which is only slightly lower than both the county and the state. The population of the Town of Bangor is



continuing to increase in age, which can be seen in Chart 1-1. The largest five-year age cohorts are 60 to 64 and 65 to 69. The following cohorts of 55 to 59, 50 to 54, and 45 to 49 are all successively smaller. More information on age within the Town of Bangor can be found in Table 1.3 and Chart 1.1.

Table 1.2 Race

Race	Town of Bangor		La Crosse County		Wisconsin	
	Count	Percent	Count	Percent	Count	Percent
Population of one race	581	94.2	115,505	95.6	5,534,184	93.9
White alone	566	91.7	106,317	88.0	4,737,545	80.4
Black or African American alone	1	0.2	1,994	1.7	376,256	6.4
American Indian and Alaska Native alone	2	0.3	508	0.4	60,428	1.0
Asian alone	3	0.5	5,608	4.6	175,702	3.0
Native Hawaiian and Other Pacific Islander alone	0	0.0	26	0.0	2,199	0.0
Some Other Race alone	9	1.5	1,052	0.9	182,054	3.1
Population of two or more races	36	5.8	5,279	4.4	359,534	6.1
<b>Totals</b>	<b>617</b>		<b>120,784</b>		<b>5,893,718</b>	

Source: US Census 2020 – Table P1 Race

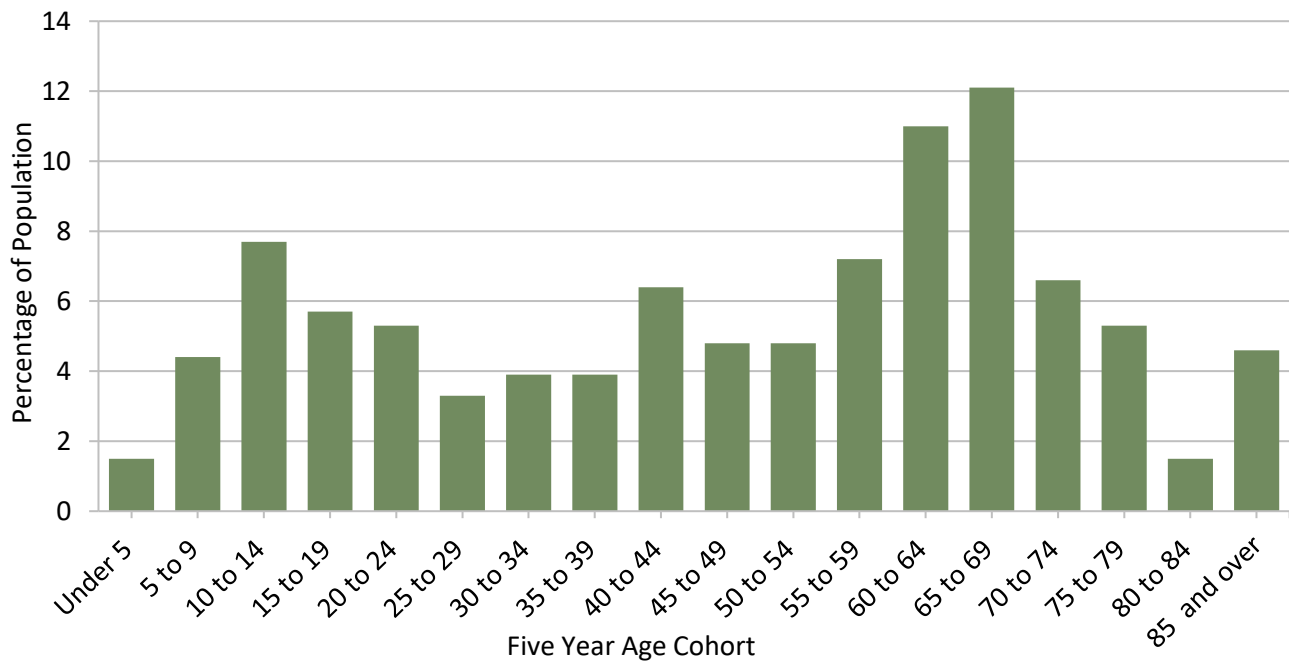


Chart 1.1 Age by Five Year Age Cohorts

Table 1.3 Age

Age Category	Town of Bangor		La Crosse County		Wisconsin	
	Count	Percent	Count	Percent	Count	Percent
Under 5 years	7	1.5	6,151	5.1	315,264	5.3
5 to 9 years	20	4.4	6,814	5.7	344,082	5.8
10 to 14 years	35	7.7	7,201	6.0	384,146	6.5
15 to 19 years	26	5.7	9,095	7.6	388,505	6.6
20 to 24 years	24	5.3	13,173	10.9	387,572	6.6
25 to 29 years	15	3.3	8,118	6.7	370,196	6.3
30 to 34 years	18	3.9	7,359	6.1	367,703	6.2
35 to 39 years	18	3.9	7,623	6.3	381,671	6.5
40 to 44 years	29	6.4	5,960	4.9	366,232	6.2
45 to 49 years	22	4.8	6,391	5.3	333,463	5.7
50 to 54 years	22	4.8	6,849	5.7	368,777	6.3
55 to 59 years	33	7.2	7,137	5.9	413,935	7.0
60 to 64 years	50	11.0	7,837	6.5	420,115	7.1
65 to 69 years	55	12.1	6,748	5.6	357,289	6.1
70 to 74 years	30	6.6	5,593	4.6	289,827	4.9
75 to 79 years	24	5.3	3,149	2.6	177,163	3.0
80 to 84 years	7	1.5	2,507	2.1	114,536	1.9
85 years and over	21	4.6	2,728	2.3	115,432	2.0
Median age	52.5	-	36.5	-	40.1	-
<b>Total population</b>	<b>456</b>		<b>120,433</b>		<b>5,895,908</b>	

Source: American Community Survey 2021 – Table S0101 Age and Sex

### Educational Attainment

The town has a higher percentage of residents that are high school graduates or higher than La Crosse County, Wisconsin, or the United States. Additionally, the town has a higher percentage of residents that have bachelor's degrees or higher that is comparable to La Crosse County, Wisconsin, and the United States.

Table 1.4 Educational Attainment of Population over 25

Educational Attainment	Town of Bangor %	La Crosse County %	Wisconsin %	United States %
Less than 9th grade	0.9	1.6	2.4	4.8
9th to 12th grade, no diploma	2.6	2.7	4.7	6.3
High school graduate (includes equivalency)	36.9	25.4	30.0	26.5
Some college, no degree	20.1	21.7	20.2	20.0
Associate degree	9.3	13.4	11.2	8.7
Bachelor's degree	21.5	21.8	20.7	20.6
Graduate or professional degree	8.7	13.3	10.8	13.1

Source: American Community Survey 2021 – Table S1501 Educational Attainment

## Planning Goals

The goals for the Town of Bangor Comprehensive Plan were established with consideration of the following elements: issues and opportunities discussed in the following sections of the plan, reference of the previous comprehensive plan, input from the advisory committee, public open house meetings, and public input from the town survey. In addition, comprehensive planning goals identified in Wisconsin State Statutes were used and modified to support goals discussed for the current planning process. The Plan Advisory Committee considered the continued pursuit of goals from the previous comprehensive plan to be an important aspect of this updated plan. Below you will find the comprehensive planning goals, with methods and actions to achieve the goals detailed in the following plan sections.

### **Land Use Element**

- I. Preserve existing agricultural land.
- II. Maintain local control and minimize additional regulations to implement the comprehensive plan.
- III. Encourage land uses, densities, and policies that promote efficient and best use development practices.
- IV. Balancing individual property rights with community interests and goals.
- V. Promote any redevelopment of lands using existing infrastructure and public services.

### **Housing Element**

- I. Encourage low density housing development patterns in agricultural parts of the township.
- II. Limit high density single-family development or multi-family development in the Town of Bangor.
- III. Encourage the development of workforce housing, assisted living centers, affordable housing, and higher density development in or near to the Village of Bangor to preserve the rural lifestyle in the township.

### **Transportation Element**

- I. Work with the State DOT and County Highway Department to improve road and intersection safety throughout the Town.
- II. Maintain existing road network, maintenance, and snow removal practices.
- III. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety, and that meets the needs of all citizens, including transit-dependent and disabled citizens.

### **Economic Development**

- I. Continue to support and promote agriculture as a viable economic industry in the Town of Bangor.
- II. Encourage home based businesses and tourism/recreational businesses.
- III. Promote light industrial/commercial development in suitable areas of the Town.
- IV. Protection of economically productive areas, including farmland and forests.
- V. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.

### **Utilities and Community Facilities Element**

- I. Maintain the existing level of public services (road maintenance, garbage/recycling center, etc.).
- II. Monitor the changing needs of the Town of Bangor and provide adequate community facilities as needed.

- III. Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

**Intergovernmental Relationships and Coordination**

- I. Maintain communication and cooperation with adjacent local units of government on development issues, community resources, etc.
- II. Encourage coordination and cooperation among nearby units of government.

**Agricultural, Natural, and Cultural Resources**

- I. Protect the surface and ground water quality, and conserve water resources of the Town.
- II. Preserve agricultural land and farming as a means to maintain the Towns agricultural base.
- III. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- IV. Preservation of cultural, historic, and archaeological sites.

# Land Use

To plan for the future land use of the Town of Bangor, it is necessary to have a good understanding of the existing land uses in the Town. Existing land uses, residential densities, and the supply and demand for land are discussed below.

## Existing Land Use

The Town of Bangor primarily consists of agricultural land uses, with limited residential or commercial developments. The incorporated Village of Bangor is located in the town on its north central border just off of Interstate 90 and the Village of Rockland borders the town on its northeast border. These communities represent the only areas in the town where more dense development patterns occurred.

Table 2.1 Land Use

Land Use	Acres	% of Land Use
Residential	403	2.4
Commercial	92	0.5
Manufacturing	78	0.5
Agricultural	9,975	59.3
Undeveloped	660	3.9
Agricultural Forest	4,257	25.3
Forest Lands	1,149	6.8
Other	198	1.2
<b>Total</b>	<b>16,812</b>	

Source: Wisconsin Department of Revenue 2021  
Statement of Assessment for La Crosse County

Within the Town, agricultural and agricultural forest land uses make up the vast majority of land, at over 84.6%. The uses present within this land in the town primarily consist of farms, cropland, grazing/pasture, and forested land. Primary crops grown are corn, alfalfa, and soybeans.

There are also significant amounts of forest land and undeveloped land. Very few non-agricultural commercial businesses are located in the Town.

Table 2.2 Zoning Classifications

Zoning Classification	% of Zoned Land
Rural	5.30
Exclusive Agriculture	92.71
Residential A	0.01
Industrial	0.72
Public and Institutional	0.15
Commercial	0.27
Manufactured Home Community	0.01
General Agriculture	0.44
Light Industrial	0.04
NR	0.34

Source: La Crosse County

### Future Land Use Needs

Over the next 20 years, the Town of Bangor is projected to need an additional 32 acres of residential land. These projections are based on the historic population trends and average number of people per household in the town.

Table 2.3 Town of Bangor Projected Need for Residential Land

Past 10 Years Change in Residential Acres	Actual Population Increase	Estimated Household Increase	Septic Permits from 2017 - 2021	2030 Projected Population Increase	Projected Need for Acres of Residential Land over Next 10 Years	Times Four (20 Year Projection)
-177	10	4.24	2.3	10	8	32

Source: La Crosse County

### Zoning and Other Land Use Regulations

The Town of Bangor is a zoned Town. The La Crosse County Zoning Department administers the county Zoning Ordinance in the Town of Bangor. Table 2.2 provides a breakdown of the various zoning districts in the Town. Map 1.4 shows the location of these zones. The La Crosse County Zoning Department also administers regulations mandated by Wisconsin State Statute in the Town of Bangor such as the Private On-site Sanitary Sewer Ordinance, Shoreland, Wetland and Floodplain regulations.

The Town of Bangor has adopted several local ordinances that are enforced by the Town Board. Local ordinances adopted include a building code, permits and inspections ordinance, building permits, driveways and wells ordinance, and an outdoor wood burning furnace ordinance. Additional ordinances adopted by the Town of Bangor do exist and are available upon inspection of Town Board records.

### Residential and Non-Residential Density

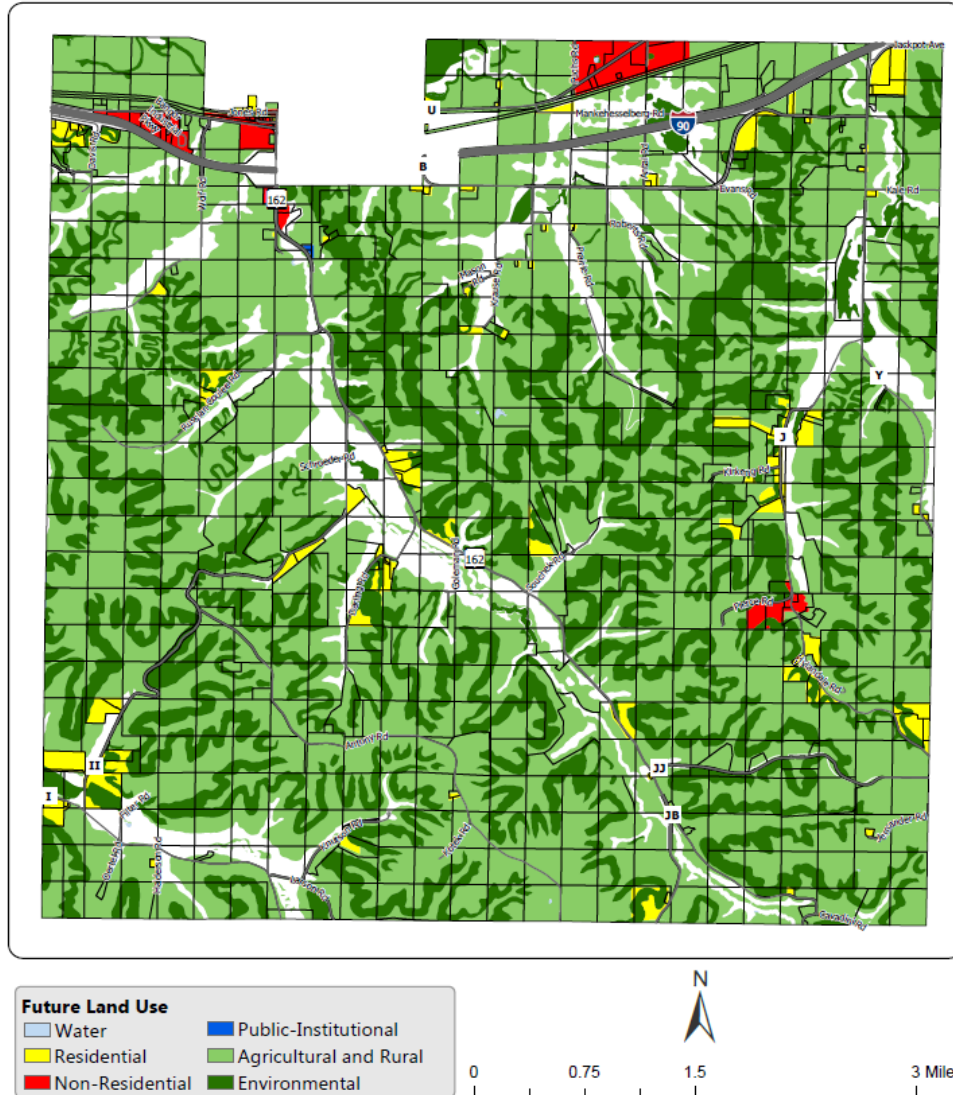
In 2000, the Town of Bangor had 16.6 people per square mile and 6.5 housing units per square mile. In 2020, the town had 17.6 people per square mile and 5.4 housing units per square mile. The population and housing density for the Town of Bangor is less than that of La Crosse County and the State of Wisconsin. In 2020, the County had 267.2 people per square mile and 115.7 housing units per square mile. In 2020, the State had 108.8 people per square mile and 50.4 housing units per square mile. The non-residential density of other uses was not calculated due to the lack of and negligible amount of such uses. This indicates that over the past 20 years, more people have been living in the town but in fewer housing units. This indicates that the town's goal of incentivizing farmland preservation and managed residential growth has thus far been successful. The lower population and housing density of the town as compared to the county and State is expected due to the rural character of the Town.

Map 1.1 Town of Bangor Future Land Use



# Future Land Use

Township of Bangor



## Land Use Trends

Not all of the land in the town classified as agricultural and forest and forest agricultural lands are suitable for development. The primary reason for this is due to the fact that much of this land is on slopes greater than 30%. It is estimated that 22% of all land in the town is on slopes of 30% or greater where building is prohibited. Map 1.13 illustrates the extent of both 20% and 30% slopes in the Town. The topography of the town has made it attractive for housing sites and recreational land uses. Over the past 10 years, the town gained an additional 10 housing units. Based on this rate of growth, it is

reasonable to expect that over the next 20 years there will be a demand for 20 new housing units that the town should plan for.

The average cost of land per acre in the Town of Bangor was not available for that time period. The 2017 USDA Census of Agriculture valued agricultural land at \$4,987 dollars per acre in La Crosse County. In recent years, prices per acre of land have soared due to the value of recreational property and the public demand for country living.

## **Land Use Goals and Recommendations**

### Goal I: Preserve existing agricultural land.

During the planning process, it was determined that development be minimized on prime agricultural land and avoid development on lands that are of cultural, religious, or historical significance. It is also recommended that development continue to be prohibited in wetland and flood plain areas. When residential structures are proposed in agricultural areas, it is recommended during the permit review to encourage these structures to be located on non-productive agricultural land and in a location that will not affect existing agricultural operations.

### **Minimize Scattered Residential Development - Encourage Clustered Development/Conservation Subdivisions**

A conservation subdivision can be described as a development with common open space and compact clustered lots. The purpose of conservation subdivisions is to preserve agricultural land, open space, or natural resources, while allowing for residential development. Conservation subdivisions, when proposed or developed in the Town of Bangor, will minimize future maintenance and service costs for the Town. The conservation subdivision will also help preserve the rural character of the Town. In contrast, traditional rural land use regulations and non-regulated rural developments typically create scattered large lot development patterns that consume large amounts of land, encourage inefficient land use, and facilitates land uses that compete with traditional agricultural.

It is recommended that the Town of Bangor promote the use of clustered development/conservation subdivisions as a land management tool when low density residential housing requests are made for areas designated as Exclusive Agriculture (criteria detailed further in this element when such housing requests will be considered). It is further recommended that the Town of Bangor work with La Crosse County to develop standards for clustered/conservation subdivisions that reflect the desired outcome of the planning process.

### Goal II: Maintain local control and minimize additional regulations to implement the comprehensive plan.

Public input during the planning process emphasized the desire to minimize additional regulations on landowners and maintain local control as much as possible on the decision-making process. This is a challenging task to accomplish, due to the existence of statutes and procedures that the Town of Bangor has very limited influence over. However, the Town of Bangor Comprehensive Plan Advisory Committee



made every effort to meet this goal, and that effort is demonstrated in the recommendations in this plan element.

With regard to local control, the land use map and entire comprehensive plan is a result of local government decisions (Advisory Committee and Town Board) based on resident input. The comprehensive plan is a reflection of the Town and what residents indicated they want the Town to look like in the future. In order to implement the residents' vision, certain regulatory tools (ordinances) must be used, and the plan calls for utilizing existing regulatory tools with certain modifications. The modifications recommended in the Land Use Element in reality provide more options for landowners than currently exist. It is recommended that the Town of Bangor continue to work with La Crosse County to address changes or conflicts with current zoning ordinances.

Goal III: Encourage land uses, densities and policy that promote efficient and best use development practices.

It is recommended that development (building/driveway construction) be prohibited on slopes greater than 30% to preserve blufflands and minimize soil erosion. The Town of Bangor supports limiting development on slopes between 20%-30%. It is recommended that developments (building/driveway construction) requested on slopes between 20%-30% be required to receive a conditional use permit that will address erosion control, emergency access, and any additional site conditions deemed applicable by the reviewing bodies. Developments (building/driveway construction) on slopes less than 20% would be considered permitted and would only require standard building/zoning permits.

At the discretion of the Town, require new industrial/commercial/residential developments to prepare a community impact analysis which illustrates the impact of the proposed development on the town's transportation system, area school systems, tax base and any other information the town determines necessary. It is recommended that the Town of Bangor Plan Commission develop a policy to be adopted by the Town Board specifying the size threshold of a development when a community impact analysis would be required.

Goal IV: Balancing individual property rights with community interests and goals.

Continue to follow the planning process in the adopted "Town of Bangor Public Participation Plan" which detailed activities to gain public input through public meetings, public surveys, and general public awareness of the planning process. Following the public participation plan will ensure that balance in the form of public input and opinions will be achieved during the planning process. It is recommended to utilize public input in the planning process and update the comprehensive plan a minimum of once every 10 years.

Goal V: Promote any redevelopment of lands using existing infrastructure and public services.

Upon review, the redevelopment of properties was not applicable to the town since the vast majority of the town is undeveloped. The plan does encourage the maintenance of existing structures by

recommending the continued enforcement of the Uniform Dwelling Code. The Town of Bangor lacks the public infrastructure to support multi-family developments, therefore, single-family dwellings and two-family structures (primarily in cases when family members are providing care for others) are the preferred housing alternatives in the Town of Bangor. It is recommended that future land use decisions be consistent with the adopted land use map developed during this planning process and recommendations described in this planning element.

#### **Addressing Existing or Potential Land Use Conflicts**

Ongoing conflicts exist between the desire to preserve the rural character and agricultural appearance of the town with increased development pressure and private property owner's interests. The Advisory Committee believes that the comprehensive planning process and development of a land use map is working to minimize this conflict. Future planning updates recommended at a minimum of once every 10 years will continue to address this issue.

#### **Identification of Smart Growth Areas**

This conflict is addressed in the development of Land Use Element by recommending that higher residential density be encouraged to be located adjacent to the Village of Bangor where the potential exists for the expansion of the Village's public sewer and water system.

# Housing

The following is an analysis of the current housing situation in the Town. Information is provided to assist in addressing future housing needs and growth.

## Housing Units by Type and Year Built

From 2011 to 2021, the reported number of housing units in the town decreased from 242 to 189. The cause of this is unknown and may be a result of error from the American Community Survey. Housing Unit counts for at the County, State, and National levels are outlined alongside Bangor’s Counts in Table 3.1.

Table 3.1 Housing Unit Counts

Year	Town of Bangor	La Crosse County	Wisconsin	United States
2011	242	48,113	2,609,819	131,034,946
2021	189	52,225	2,718,369	139,647,020

Source: American Community Survey 2021 and 2011 5-Year Estimates - Table B25001  
Housing Units

Over 89.4% of the town’s housing units were single-family units. La Crosse County, the State of Wisconsin, and the United States all had much lower proportions of single-family units in their housing stock. The next most common type of housing in the town are “mobile homes or other types” (10.6%). Table 3.2 provides a full breakdown of Housing Structures by Type.

Table 3.2 Housing Structures by Type

Units in Structure	Town of Bangor		La Crosse County		Wisconsin		United States	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
1, detached	160	89.4	30,514	61.5	1,598,535	66.6	77,783,165	62.7
1, attached	0	0.0	3,177	6.4	108,666	4.5	7,717,094	6.2
2 apartments	0	0.0	2,640	5.3	147,718	6.2	4,153,135	3.3
3 or 4 apartments	0	0.0	2,150	4.3	86,316	3.6	5,254,559	4.2
5 to 9 apartments	0	0.0	1,857	3.7	121,121	5.0	5,615,676	4.5
10 or more apartments	0	0.0	7,329	14.8	276,902	11.5	16,831,210	13.6
Mobile home or other type of housing	19	10.6	1,936	3.9	62,560	2.6	6,656,153	5.4
<b>Total Structures</b>	<b>179</b>		<b>49,603</b>		<b>2,401,818</b>		<b>124,010,992</b>	

Source: American Community Survey 2021 5-Year Estimates - Table DP04 Selected Housing Characteristics

Over 25% of the town’s housing structures were built in 1939 or earlier. This is much higher than the county, State, or Nation (See Table 3.3). Housing built from 1980 to 1999 is the plurality of the housing structures, at 27.9% in the Town, followed by 1960 to 1979 with 20.1%. The bulk of housing structures having been built from 1960 to 1999 is also reflected in La Crosse County, Wisconsin, and the United States.

Table 3.3 Housing Structures by Year Built

	Town of Bangor		La Crosse County		Wisconsin		United States	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
2020 or later	0	0.0	81	0.2	2,295	0.1	209,380	0.2
2010 to 2019	10	5.6	4,059	8.2	130,309	5.4	9,110,014	7.3
2000 to 2009	29	16.2	5,819	11.7	293,581	12.2	17,068,226	13.8
1980 to 1999	50	27.9	12,516	25.2	559,265	23.3	33,395,596	26.9
1960 to 1979	36	20.1	11,811	23.8	582,938	24.3	31,197,511	25.2
1940 to 1959	9	5.0	6,753	13.6	388,826	16.2	18,367,448	14.8
1939 or earlier	45	25.1	8,564	17.3	444,604	18.5	14,662,817	11.8
<b>Total Structures</b>	<b>179</b>		<b>49,603</b>		<b>2,401,818</b>		<b>124,010,992</b>	

Source: American Community Survey 2021 5-Year Estimates - Table DP04 Selected Housing Characteristics

### Median Housing Value

The median value of a home in the Town of Bangor was \$310,900, which is over \$100,000 more than the median value of homes in the county and the state, and about \$70,000 more than the median value of homes in the United States. In the past, home values in the town were comparatively lower.

Table 3.4 Median Value of Owner-Occupied Housing Units

	Town of Bangor	La Crosse County	Wisconsin	United States
Median (dollars)	310,900	197,000	200,400	244,900

Source: American Community Survey 2021 5-Year Estimates - Table B25077 Median Value (Dollars)

### Occupancy Characteristics, Vacancy Rates, Year Moved In

The town has a higher percentage of housing units occupied by owners than La Crosse County, Wisconsin, and the United States. 80.0% of housing units in the town are owner occupied.

Table 3.5 Housing Unit Occupancy Rates

	Town of Bangor	La Crosse County	Wisconsin	United States
Percent Owner Occupied	80.0	67.3	71.2	67.0
Percent Renter Occupied	20.0	32.7	28.8	33.0

Source: American Community Survey 2021 5-Year Estimates - Table DP04 Selected Housing Characteristics

Table 3.6 Housing Unit Vacancy Rates

Region	Housing unit vacancy rate
Midwest	0.9
Northeast	0.8
South	0.8
West	0.5

Source: U.S. Census Bureau, Current Population Survey/Housing Vacancy Survey, May 3, 2023.

## Affordability of Housing

In the Town of Bangor, 21.6% of residents who own their home and have a mortgage spent 30% or more of their household income on their home. This aligns with county and state percentages, but less than the nation (See Table 3.7). Of the residents who own their home and do not have a mortgage, 13.0% spent 30% or more of their household income on their home. This is roughly the same percentage as La Crosse County, Wisconsin, and the United States. 29.0% of residents in the town who live in a rented housing unit spent 30% or more of their household income on rent (See Table 3.8). This is lower than La Crosse County, Wisconsin, and the United States, which were all above 40%. However, the number of rented housing units in the town is quite small, so this should be considered. Overall, residents spend typical amounts or less for their housing than is expected in this area.

Table 3.7 Percent of Income Spent on Owner-Occupied Units

	Town of Bangor		La Crosse County		Wisconsin		United States	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
<b>Housing units with a mortgage</b>	<b>51</b>		<b>18,956</b>		<b>1,016,013</b>		<b>49,524,905</b>	
Less than 20.0%	19	37.3	9,600	50.6	527,312	51.9	23,335,775	47.1
20.0 to 24.9%	16	31.4	3,592	18.9	163,890	16.1	7,651,709	15.5
25.0 to 29.9%	5	9.8	1,993	10.5	103,452	10.2	5,061,301	10.2
30.0 to 34.9%	3	5.9	1,001	5.3	58,997	5.8	3,328,626	6.7
35.0% or more	8	15.7	2,770	14.6	162,362	16.0	10,147,494	20.5
<b>Housing units without a mortgage</b>	<b>92</b>		<b>11,874</b>		<b>594,356</b>		<b>29,980,557</b>	
Less than 10.0%	57	62.0	5,054	42.6	253,921	42.7	13,823,361	46.1
10.0 to 14.9%	12	13.0	2,786	23.5	130,426	21.9	5,768,577	19.2
15.0 to 19.9%	7	7.6	1,365	11.5	71,956	12.1	3,222,277	10.7
20.0 to 24.9%	2	2.2	901	7.6	41,322	7.0	1,940,580	6.5
25.0 to 29.9%	2	2.2	326	2.7	26,195	4.4	1,246,171	4.2
30.0 to 34.9%	0	0.0	225	1.9	17,265	2.9	837,525	2.8
35.0% or more	12	13.0	1,217	10.2	53,271	9.0	3,142,066	10.5
<b>Total housing units</b>	<b>286</b>		<b>61,793</b>		<b>3,230,073</b>		<b>159,657,623</b>	

Source: American Community Survey 2021 5-Year Estimates, DP04 Selected Housing Characteristics

Table 3.8 Percent of Household Income Spent on Renter-Occupied Units

Percent of income	Town of Bangor		La Crosse County		Wisconsin		United States	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Less than 15.0%	5	16.1	2,656	14.9	126,299	17.2	5,413,588	13.3
15.0 to 19.9%	6	19.4	2,901	16.2	111,209	15.1	5,240,201	12.8
20.0 to 24.9%	6	19.4	2,539	14.2	100,633	13.7	5,248,722	12.9
25.0 to 29.9%	5	16.1	2,055	11.5	83,582	11.4	4,739,892	11.6
30.0 to 34.9%	0	0.0	1,511	8.5	62,147	8.4	3,719,857	9.1
35.0% or more	9	29.0	6,210	34.7	251,999	34.2	16,449,545	40.3
<b>Total units paying rent</b>	<b>31</b>		<b>17,872</b>		<b>735,869</b>		<b>40,811,805</b>	

Source: American Community Survey 2021 5-Year Estimates, DP04 Selected Housing Characteristics

According to the U.S. Department of Housing and Urban Development, housing is generally considered affordable when the owner or renter’s monthly costs are 30% or less of their total monthly income. In the Town of Bangor, 29.0% of renter occupied units, 21.6% of owner-occupied units with a mortgage, and 13.0% of owner-occupied units without a mortgage spend more than 30% of their income on housing (Tables 3.7 and 3.8).

### Housing Tenure

43.0% of residents moved into their current household in the town before 2000 and over 73% of residents have lived in their current home prior to 2010 (see Table 3.9). According to the United States Department of Housing and Urban Development, in a paper titled [“Residential Mobility and Neighborhood Change: Real Neighborhoods Under the Microscope,”](#) several studies were examined which show that high residential turnover can be influenced by the way residents view residents frequently moving in and out of the community and a lack of community cohesion. These views may contribute to a greater desire to move among residents (pg 59). However, with 73.7% of Town of Bangor residents having had moved to their current home in 2009 or earlier, it shows that there is likely a strong sense of community that encourages residents to stay. This is also shown in Table 1.1 (located in the Issues and Opportunities Chapter), which shows the population of the town is predicted to increase by 3.7% from 2020 to 2040.

Table 3.9 Year Householder Moved In

Year Householder Moved In	Percent
Moved in 2019 or later	2.8
Moved in 2015 to 2018	11.7
Moved in 2010 to 2014	11.7
Moved in 2000 to 2009	30.7
Moved in 1990 to 1999	20.1
Moved in 1989 or earlier	22.9

*Source: American Community Survey 2021 1-Year Estimates - Table K202506 Year Householder Moved into Unit*

## **Housing Goals and Recommendations**

### Goal I: Encourage low density housing development patterns in agricultural parts of the township.

The majority of the land in the Town of Bangor is designated as Exclusive Agriculture. Low density development patterns are important to Town residents primarily because of the desire to preserve the rural lifestyle in the Town and preserve agriculture as a viable industry. In an effort to protect agricultural land and existing farm operations, the Town Board should direct new, non-farm development to sites that do not adversely affect existing agricultural operations.

When residential development is requested within Exclusive Agriculture designated area, they should be limited to residential development density rate (1 house per 35 acres) as outlined in La Crosse County Zoning Code. In order to proceed with residential developments, the location would need to be reclassified as non-agricultural, and the Town will need to request an amendment of their land use map from La Crosse County. Both the County and the Town need to approve the amendment.

It is also recommended that when considering residential developments in the Town that they be encouraged to utilize clustered/conservation development principles when applicable. Clustered developments/conservation subdivisions can benefit both the Town and property owner as such developments will reduce development costs for the landowner, minimize future maintenance and service costs for the Town, and the cluster development/conservation subdivision will help preserve the rural character of the Town. To achieve this, it is recommended that the Town of Bangor work with La Crosse County in developing a clustered/conservation subdivision ordinance to be utilized in the Town of Bangor.

Goal II: Limit high density single-family development or multi-family development in the Town of Bangor.

Public input during the planning process indicated that Town residents did not desire high density (single family structures in subdivisions with less than 2 acre lots) single-family development/multi-family developments (3 or more living units in a single structure) randomly located throughout the Town. It is recommended that such housing developments be located adjacent to the Village of Bangor in areas that are served or potentially could be served by public sewer and water systems.

Goal III: Encourage the development of workforce housing, assisted living centers, affordable housing, and higher density development in or near the Village of Bangor to preserve the rural lifestyle in the township.

Resident opinions expressed during the planning process and demographic statistics for the Town of Bangor demonstrate the need for assisted living centers for elderly residents in the Town. It is recommended that the Town of Bangor works cooperatively with the Village of Bangor and La Crosse County in an effort to meet this housing need.

**Provide Opportunities for Single Family Housing for All Income Levels.**

One of the priorities of the Town of Bangor in developing the comprehensive plan was to ensure programs and policies developed as part of the land use and housing elements maintained opportunities in the town for single family housing for all income levels (including low and moderate). The comprehensive plan maintains existing housing opportunities as it does not recommend the implementation of policies, programs, or ordinances that could be viewed as exclusionary (such as minimum square footage, minimum value, etc).

A key to a stable and growing tax base is the construction and maintenance of new and existing housing. The quality of construction and proper maintenance of housing units will prolong the life of the structures, keep them safe and a vital part of the tax base. In 2003, the State of Wisconsin required that all units of government enforce the State of Wisconsin One- & Two-Family Building Code (Uniform Dwelling Code) by providing housing inspections during construction. The Town of Bangor complied with the state law and continues to support the requirement in order to maintain the quality and safety of housing stock in the town. The implementation of the Uniform Dwelling Code also ensures that structures will meet minimum requirements to provide access to all age groups and residents with special needs.



# Transportation

The transportation element provides a baseline for the Town of Bangor’s transportation facilities and capabilities. This section outlines information on specific topics required under Wisconsin SS66.1001, such as highways, transit, transportation systems for persons with disabilities, bicycles, electric scooters, electric personal assistive mobility devices, walking, railroads, air transportation, trucking, and water transportation.

## Public Road Inventory

The Town of Bangor participates in the State of Wisconsin Department of Transportation’s Wisconsin Information System for Local Roads (WISLR) program. The WISLR program maintains a complete listing of public roads in the Town of Bangor by jurisdiction, classification, and number of miles.

Public roads are classified as arterial, collector and local based on functionality. Arterials provide intra-community links and interconnect urban arterial systems and connections to rural collectors. Collector roads provide traffic circulation in residential neighborhoods, commercial and industrial areas. Collectors also focus traffic from local roads onto the arterial system. Local roads provide the lowest level of mobility and provide direct access to collectors and arterials.

Within the Town of Bangor there are about 65 miles of public road that are under various jurisdictions, including La Crosse County and the Town of Bangor. Of these roads, 33.34 miles are classified as local roads, and 14.29 miles are classified as collector roads. The remaining 17.35 miles of roads are either privately owned or under the jurisdiction of the State or Federal Government. Map 1.7 illustrates the Town of Bangor transportation system.

## Traffic Counts

During recent years, traffic counts in and near the town have remained relatively stable. Due to changes in WisDOT’s methodology and data reporting over the period, the accuracy of this data may differ between time periods. However, for the locations for which traffic counts are available, there are two locations which experienced an increase from 2005 to 2021, and one which decreased. These changes are represented in Table 4.1.

Table 4.1 Traffic Counts

Location	2005	2011	2021
State Hwy. 162 South of V. of Bangor	1,900	1,700	2,200
State Hwy. 162 North of V. of Bangor	2,200	1,900	1,900
County Road B West of V. of Bangor	1,300	1,700	2,300

Source: Wisconsin Department of Transportation Traffic Counts

### Interstate Highways

Interstate-90 travels (east/west) through the northern part of the Town of Bangor. Access to the Interstate is available via State Hwy. 162 Bangor exit. Interstate-90 is classified as a Principal Arterial-Interstate and its function is to serve as a high-speed large traffic volume expressway.

### Highways

State Highway 162 passes through most of the Town of Bangor in a geographic north-south orientation. State Highway 162 travels between the Village of Coon Valley and the Village of Bangor (Interstate 90 exit) and intersects State Highway 16 north of the Town of Bangor.

### Non-Driving Population

The Wisconsin Department of Transportation defines the non-driving population as “can include aging adults, students, low-income individuals, those with physical, mental or intellectual/developmental disabilities, those ineligible to drive, those with no access to a vehicle, or those who prefer not to drive.” The non-driving population in the Town of Bangor is estimated to be between 0-10% of the total population (0-45 individuals).

### Intercity Bus Service

No Intercity bus service is provided to the Town of Bangor. Jefferson Lines provides daily scheduled bus service to the La Crosse area. The La Crosse MTU Transit Center is located approximately in the City of La Crosse at 314 Jay Street. The bus line connects to Greyhound’s National service network in Madison and Minneapolis/St. Paul

### Para Transit

The Aging and Disability Resource Center (ADRC) of La Crosse County operates a “minibus” service to La Crosse County residents that are either disabled, 60 years or older, or otherwise unable to utilize conventional transportation means. The ADRC contracts with a private operator to provide this service to the Town of Bangor and county residents. This service can be accessed by residents by calling the ADRC.

### Taxis

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

### Freight Rail Service

La Crosse County has rail cargo service through three Class I railroad companies, all of which provide direct access to Chicago and connections to eastern points. The Canadian Pacific Railway connects the area to Milwaukee and Minneapolis/St. Paul and potentially could provide service to both the Village and Town of Bangor. The Union Pacific Railroad operates with trackage rights on the Canadian Pacific between Tomah and Winona. The Wisconsin State Rail Plan 2030 indicates shipments by rail and trucking

freight are anticipated to grow through year 2030. Forecasts from the Wisconsin State Rail Plan 2030 are listed below:

- Increase in weight of freight rail commodities by over 16%
- Increase in value of freight rail traveling in Wisconsin by 18%
- Decrease in value of freight rail traveling from Wisconsin

### Passenger Rail Service

Intercity passenger rail is available through Amtrak service in the City of La Crosse. The Amtrak Empire Builder serves La Crosse, with regional connection to Chicago, Milwaukee, Columbus, Portage, Wisconsin Dells, Tomah, Winona, Red Wing, and St. Paul. The Empire Builder also connects to the West Coast (Seattle, WA and Portland, OR). Through a connection in Chicago, the national Amtrak network is available. The passenger rail station is located at St. Andrew and Caledonia Streets (601 St. Andrew Street in the City of La Crosse).

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

### Airports

There are no public airports located in the Town of Bangor. The La Crosse Regional Airport is located 10 miles to the west of the Town of Bangor. The airport is designated as an Air Carrier/Cargo Airport. Airports of this classification are designed to accommodate all aircraft and, in some cases, wide body jets and military transports. The La Crosse Municipal Airport is one of 10 such airports in Wisconsin.

The airport provides commercial air and freight service. Commercial air service is provided year-round by American Airlines, and delta Airlines.

### Water Transportation

The Town of Bangor is not located on a commercial waterway. The nearest water transportation is located at the Port of La Crosse, in La Crosse, Wisconsin. The Port of La Crosse serves ingoing and outgoing barge traffic on the Mississippi River. It provides water access for freight through public and private terminals. Cargo primarily shipped by barge in the region include liquid bulk cargo, e.g. chemicals & petroleum and dry bulk cargo, e.g. grain & scrap metal.

### Trucking

Truck transportation for hauling consumer goods is an important part of the regional, State and National economy. Through trucking in the Town of Bangor primarily takes place on State Highway 162 and Interstate-90. The trucking of local goods (non-metallic minerals, agricultural products), for the most part

takes place on county and town roads. In the spring of each year, road bans are placed on local roads limiting the weight of products hauled due to the weight capacity of local roads during the Spring thaw.

### Pedestrian and Bicycle Trails

There are no county parks located in the Town of Bangor. A large portion of the 3,109-acre Coulee Experimental Forest is located in the west area of the Town of Bangor and provides walking and hiking trails. The La Crosse River State Bicycle Trail traverses the Town of Bangor for approximately 5 miles. The trail is 21.5 miles in total length connecting to the Great River State Trail and the Sparta-Elroy State Trail. In addition, over 35 miles of low volume, hard surface local roads are located in the Town of Bangor. These local roads provide residents and tourists with biking and walking opportunities.

A State funded snowmobile trail travels east to west through the Town of Bangor for approximately 5 miles and goes through the Village of Bangor connecting to the Village of Rockland to the east and the Village of West Salem to the west. The State trail also travels north out of the Village of Bangor towards Mindoro.

### State and Regional Transportation Plans

The following transportation plans were reviewed as part of the Town of Bangor planning process. The plans were reviewed to ensure consistency with other governing jurisdictions with regard to the future transportation improvements.

#### **Active Transportation Plan 2050**

The ATP will be a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking. This plan will evaluate active transportation opportunities and needs, resulting in policies and actions that will align with and further Connect 2050, Wisconsin's statewide long-range transportation plan.

#### **Wisconsin State Airport System Plan 2030**

Wisconsin State Airport System Plan 2030 and its accompanying System-Plan Environmental Evaluation (SEE) is the statewide long-range airport transportation plan. The 20-year plan builds off the policies and issues identified in Connections 2030; Wisconsin's statewide long-range transportation plan adopted in October 2009.

#### **Wisconsin State Freight Plan**

The Wisconsin Department of Transportation (WisDOT) is updating the state Freight Plan, which was adopted in 2018. The State Freight Plan is a long-range multimodal plan that addresses the state's freight transportation needs and provides a vision for WisDOT's freight program for the next eight years.

## **Connect 2050**

Connect 2050 is a vision plan, setting an overall direction for our transportation system and establishing goals and objectives based on transportation-related issues and trends. The plan is multimodal - it sets goals and objectives that apply to all modes and means of transportation in Wisconsin including roads, transit, biking, walking, rail, aviation, and water transport.

## **Wisconsin Rail Plan 2050**

Wisconsin Rail Plan 2050 will replace Wisconsin Rail Plan 2030 as the statewide long-range rail transportation plan. The entire planning process is scheduled to be completed in 2023. Wisconsin Rail Plan 2050 will focus on freight rail, rail crossing safety, and passenger rail, through the year 2050. The Rail Plan will support WisDOT's vision for Wisconsin's transportation system, as identified in Connect 2050:

## **Beyond Coulee Vision 2040**

The Town of Bangor is located in close proximity to the La Crosse Area Planning Committee (LAPC), which is the Metropolitan Planning Organization (MPO) for the La Crosse Area. The MPO is required to prepare a 20-year Transportation Plan. In 2020 the MPO updated its 20-year Transportation Plan which includes long range and short-range strategies and actions that lead to an integrated intermodal transportation system for the planning area. The plan also identifies anticipated projects for the planning area. The plan did not identify any projects that would impact on the Town of Bangor.

## **Transportation Goals and Recommendations**

### Goal I: Work with the State DOT and County Highway Department to improve road and intersection safety throughout the Town.

The Town of Bangor has numerous miles of roads within its borders that are under the jurisdiction of other agencies or levels of government. Working with both the Wisconsin Department of Transportation and the County Highway Department will be key for maintaining infrastructure and transportation safety. It is recommended that the Town continue to maintain good working relationships with the State Department of Transportation, County Highway Department, and neighboring local units of government. It will be important that road segments and intersections identified as hazardous be communicated to the controlling jurisdiction so improvements can be made as future road construction projects are undertaken. Utilizing resident input and Town road inspection will be helpful in the identification of hazardous intersections and road segments.

### Goal II: Maintain existing road network, maintenance, and snow removal practices.

Resident input throughout the planning process indicated that residents were satisfied with the maintenance of existing road facilities. It is recommended that the Town of Bangor strive to maintain the existing road maintenance schedule and snow removal procedures.

The Town should continue to biannually update its road system on State of Wisconsin Department of Transportation's Wisconsin Information System for Local Roads (WISLR) program, and continue to gather needed information through the annual inspections of the Town's Roads. Ongoing participation in the WISLR program efficiently facilitates the administration of road aid to the Town of Bangor.

Historically, the Town of Bangor has maintained informal agreements with neighboring towns on the maintenance of road segments that are more easily/efficiently maintained by an adjoining local unit of government. It is recommended that the informal agreements be formalized into documented "road maintenance sharing agreements" to ensure the continuation of services and that any liability issues are addressed.

It is recommended that the Town of Bangor consider adopting road construction ordinances for developments that would increase traffic significantly on an existing public road facility, such as requiring new developments to construct public road facilities meeting specific standards or requiring developers to improve existing road facilities. New roads associated with a new development should be located and constructed in a manner that causes the least disturbance to the environment, topography, and unique natural areas.

Goal III: Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety, and that meets the needs of all citizens, including transit-dependent and disabled citizens.

As the median age of Town of Bangor residents is significantly higher than the county, state and national median age trends, transportation options/services for elderly and disabled residents are important. It is recommended that the Town of Bangor work with the county departments (such as the Aging and Disability Resource Center) and neighboring local units of government to support the development of enhanced transportation services to residents in need. This could include the expansion of the volunteer drivers program, mini-bus routes, and other similar services.

**Encouragement of neighborhood designs that support a range of transportation choices.**

To facilitate residential developments that support a range of transportation options, it is recommended that conservation subdivisions (cluster developments) as described in the Land Use and Housing Elements be encouraged when possible. It is also recommended that when the Town of Bangor develops standards associated with conservation subdivisions, the standards should incorporate the needs of bicyclists, pedestrians, and transit dependent residents.

**Encourage transportation improvements/programs that promote efficient travel.**

Input during the planning process highlighted the need for Bangor to explore possible ways to promote and encourage efficient travel. It is recommended that the Town of Bangor work in cooperation with the Wisconsin DOT, La Crosse County and neighboring towns, cities, and villages to explore the expansion of Park n Ride lot opportunities. Specific areas to consider include a Park n Ride facility in the Town of Bangor near Interstate 90 or the expansion of the Park n Ride facility in West Salem.

The La Crosse River State Bicycle Trail, which travels through the Town of Bangor, represents an important recreational asset. It is recommended that the trail continue to be supported by the Town of Bangor, where it can be recognized as both a recreational outlet and an alternative form of functional transportation for town residents. It is also recommended that, at the discretion of the Town Board, support should be given to state and county plans and programs to facilitate bicycle and pedestrian facilities on public roads and/or designated trails.

**Maintain and improve current transportation systems which support the economy of the Town of Bangor.**

Access to Interstate 90 is vital to the Town of Bangor residents and businesses. Maintaining and improving access to Interstate 90 should be a priority for connectivity with neighboring communities.

The Town of Bangor recognizes the economic importance of the Canadian Pacific rail line that goes through the northern sections of the Town. It is recommended that the Town work in conjunction with the railroad to ensure access to the transportation facility remains viable for existing and future businesses.

# Economic Development

This element provides a baseline assessment of the Town of Bangor economic development and contains the information required under SS66.1001. Information includes labor market statistics, economic base statistics, strengths and weaknesses for economic development, analysis of business and industry parks, and environmentally contaminated sites. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future economic development activities in the Town of Bangor.

## Employment

The Town of Bangor had 243 residents in the civilian labor force. Private wage and salary workers made up the largest percentage of workers, at 61.3%. Self-employed workers made up 13.6% of the workforce and government workers made up 11.9% of the workforce. The largest occupation group was educational services, and health care and social assistance with 70 workers.

Table 5.1 Industry by Class of Worker

	Employee of private company workers	Self-employed in own incorporated business workers	Private not-for-profit wage and salary workers	Local, State, and federal government workers	Self-employed in own not incorporated business workers and unpaid family workers	Total workers in industry
Agriculture, forestry, fishing and hunting, and mining	0.0	28.6	7.1	0.0	64.3	14
Construction	68.2	0.0	0.0	0.0	31.8	22
Manufacturing	94.4	0.0	0.0	0.0	5.6	36
Wholesale trade	100.0	0.0	0.0	0.0	0.0	1
Retail trade	100.0	0.0	0.0	0.0	0.0	28
Transportation and warehousing, utilities	90.9	0.0	0.0	9.1	0.0	11
Information	100.0	0.0	0.0	0.0	0.0	2
Finance and insurance, real estate and rental and leasing	100.0	0.0	0.0	0.0	0.0	16
Professional, scientific, management, administrative, and waste management services	72.7	4.5	0.0	0.0	22.7	22
Educational services, health care and social assistance	18.6	0.0	37.1	32.9	11.4	70
Arts, entertainment, and recreation, accommodation, and food services	100.0	0.0	0.0	0.0	0.0	14
Public administration	0.0	0.0	0.0	100.0	0.0	5
Other services	0.0	0.0	0.0	0.0	100.0	2



<b>Total civilian employed population 16 years and over</b>	<b>61.3</b>	<b>2.1</b>	<b>11.1</b>	<b>11.9</b>	<b>13.6</b>	<b>243</b>
---	-------------	------------	-------------	-------------	-------------	------------

Source: American Community Survey 2021 5-Year Estimates, S2407 Industry by Class of Worker for the Civilian Employed Population 16 Years and Over

### Unemployment, Income, and Poverty

The town has a lower rate of poverty than La Crosse County, Wisconsin, and the United States (See Table 5.2). Though 4.4% of the population living in poverty is not ideal, it is still a far lower percentage than many other places in the United States. The median household income of the town (\$84,375) is also higher than La Crosse County, Wisconsin, and the United States.

Table 5.2 Percentage of Population below Poverty Level in the Past 12 Months

Town of Bangor	La Crosse County	Wisconsin	United States
4.4	12.2	10.7	12.6

Source: American Community Survey 2021 5-Year Estimates, S1701 Poverty Status in the Past 12 Months

Table 5.3 Percentage of Households within Income Categories

	Town of Bangor	La Crosse County	Wisconsin	United States
Less than \$10,000	2.2	4.5	4.2	5.5
\$10,000 to \$14,999	3.4	3.6	3.8	3.9
\$15,000 to \$24,999	9.5	8.1	7.6	7.8
\$25,000 to \$34,999	4.5	9.3	8.6	8.2
\$35,000 to \$49,999	2.2	14.2	12.4	11.4
\$50,000 to \$74,999	22.9	19.2	18.8	16.8
\$75,000 to \$99,999	15.6	13.8	14.3	12.8
\$100,000 to \$149,999	20.7	15.6	17.2	16.3
\$150,000 to \$199,999	5.6	5.0	6.9	7.8
\$200,000 or more	13.4	6.8	6.1	9.5
Median income	\$84,375	\$62,817	\$67,080	\$69,021

Source: American Community Survey 2021 5-Year Estimates, S1901 Income in the Past 12 Months (In 2021 Inflation-Adjusted Dollars)

## Commuting to Work

The majority of workers drove alone at 71.2%, while 8.6% carpooled, and 8.6% worked from home. Most of the town's workforce likely are commuting to the urban centers of La Crosse County for work.

Table 5.4 Means of Commuting to Work

	Worker Count	Percent
Car, truck, or van (drove alone)	173	71.2
Car, truck, or van (carpooled)	21	8.6
Public transportation (excluding taxicab)	2	0.8
Walked	6	2.5
Taxicab, motorcycle, bicycle, or other means	20	8.2
Worked from home	21	8.6
<b>Total</b>	<b>243</b>	<b>-</b>

*Source: American Community Survey 2021 5-Year Estimates, B08101 Means of Transportation to Work by Age*

## Industry Projections

Industry projections are available for the Western Workforce Development Area, which includes La Crosse County from the Wisconsin Department of Workforce Development. Table 5.5 indicates that over the next several years the largest projected employment increases will take place in professional and business services and financial activities industries.

Table 5.5 Industry Projections for Western Workforce Development Area

Industry	Projected Percent Change from 2016 to 2026
Goods Producing	2.7
Natural Resources and Mining	7.9
Construction	10.3
Manufacturing	-0.1
Services Providing	8.4
Trade, Transportation, and Utilities	9.2
Information	-11.7
Financial Activities	12.8
Professional and Business Services	13.1
Education and Health Services	8.7
Leisure and Hospitality	9.8
Other Services (except government)	6.1
Government	2.5
Self-Employed	8.9

*Source: Western Wisconsin Workforce Development Board, WIOA Local Plan 2020-2023, Table 1*

## Strengths And Weaknesses for Fostering Economic Growth

Fostering economic development in the Town of Bangor is challenging. Part of the reason for this is the fact that most residents want the town to maintain its rural character and do not want to encourage housing, business, and industrial growth. Strengths and weaknesses effecting economic growth in the Town of Bangor and La Crosse County include:

### Strengths

- Regional trade center serving a tri-state area
- Low unemployment rate
- Unique and striking natural resources
- Available land and building space
- High quality of life
- Excellent elementary and secondary schools, and proximity to post-secondary educational institutions
- Healthcare access
- Healthcare jobs
- Strong manufacturing base
- High quality transportation system
- Large variety of recreational resources
- Access to Interstate 90

### Weaknesses

- Infrastructure limitations
- Lack of large parcels of land that can be efficiently and economically readied for large scale business and Industrial development
- Decline in high quality manufacturing jobs
- Poor image of manufacturing and skilled trades as careers – both are key economic drivers of the greater La Crosse area and Western Wisconsin
- Need to align public resources to meet the needs of key industries in the metro
- Availability of Workforce Housing

## Environmentally Contaminated Sites in the Town of Bangor

The Wisconsin Comprehensive Planning Law requires local units of government to evaluate and promote the use of environmentally contaminated sites. The Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment Tracking System (BRRTS) was utilized in identifying the contaminated sites in the Town of Bangor.

Table 5.6 BRRTS Sites within the Town of Bangor

Site	Activity Type	Location	Spill Information	Site Status
Stella Jones (Webster Wood Preserving)	ERP	W1038 county Road U	Polynuclear aromatic hydrocarbons and creosote	Open
Coulee Region Enterprises	LUST	N4824 Huhn Road Bangor	Petroleum – unknown type (fuel oil)	Closed
Creamery Creek Holsteins	Spill	W1250 county Road U	Engine waste oil	Closed
Trees R Us	Spill	N3430 county Road II	Hydraulic oil	Closed
K & D Manure Handling	Spill	Larson Rd	Diesel fuel	Closed
Hot-Line Freight	Spill	W2197 county Road B	Engine waste oil	Closed

Source: WI Department of Natural Resources BRRTS Sites Inventory NOTE: LUST = Leaking Underground Storage Tank. ERP = Environmental Repair Program

The majority of the contaminated sites are of fairly minor spills, primarily involving spills of 50 gallons or less from freight vehicles. The Stella Jones site – the major industrial site in the Town of Bangor – represents the main exception, as it has had significantly more contamination than other sites noted within the Town.

As part of the planning process the DNR’s “Registry of Waste Disposal Sites in Wisconsin” was reviewed. The purpose of the registry is to serve as an informational tool for the public regarding the location of waste disposal sites in the state. There were no disposal sites listed in the DNR’s Registry of Disposal Sites for the Town of Bangor.

### County, Regional, and State Economic Development Programs

Numerous County, Regional, and State economic development organizations exist to aid rural communities like the Town of Bangor. The following is a list of selected organizations and programs that could be beneficial to future economic development.

#### County Organizations

- [La Crosse County Community Development](#)
- [La Crosse Area Development Corporation](#)

#### Regional Organizations

- [Mississippi River Regional Planning Commission](#)
- [7 Rivers Alliance Tri-state Leadership Council](#)
- [Western Wisconsin Workforce Development Board](#)
- [Wisconsin Small Business Development Center at UW-La Crosse  
Couleecap Business Development](#)

#### State Organizations

- [Wisconsin Economic Development](#)
- [Wisconsin Housing and Economic Development Authority](#)

#### Federal Programs

##### USDA Rural Development

- Rural Business Development Grants
- Community Facilities Direct Loan & Grant Program
- Rural Energy for America Loans & Grants

### **Economic Development Goals and Recommendations**

#### Goal I: Continue to support and promote agriculture as a viable economic industry in the Town of Bangor.

Agriculture-related businesses (animal agriculture, cash cropping, etc.) have been the backbone of the Town of Bangor’s economy. Residents during the planning process have indicated that they wish for the town to remain rural, and that agriculture remain a vital part of the local economy. As part of the Comprehensive planning process and future updates, it is recommended that the town utilize the

Exclusive Agriculture land use designation within the land use plan in an effort to preserve and enhance forests and agriculture lands. It is also recommended that the Town support various forms of agriculture such as organic agriculture, orchards, vineyards, value added agriculture, etc. as a way of providing more agricultural opportunities in the local economy.

## Goal II: Encourage home based businesses and tourism/recreational businesses.

### **Support Home Based Businesses**

Home businesses were also identified during the planning process as being important to the town's rural lifestyle. Home businesses consist of small home offices, craft outlets, repair businesses, etc. Generally, these businesses can be described as family operated, one to five employees, and having a limited visual impact on the community. Home businesses often provide supplemental income to existing farm operations, allowing the land to remain in productive agriculture rather than being sold to competing uses (residential) that may detract from the rural atmosphere. It is important that future land use regulations allow adequate flexibility for home-based businesses in the Town of Bangor.

### **Promote Passive Tourism and Recreation**

Recreational uses and tourism were also identified during the planning process as opportunities to enhance the local economy. Passive recreation and tourism uses (fishing, sight-seeing, biking, etc.) that will not detract from the rural qualities of the town would be the most desired uses. It is important that the town maintain the qualities that people are attracted to (scenery, rural atmosphere, etc.) in order for such uses to flourish.

The Experimental Forest represents a valuable recreational resource to the Town. It is recommended that the Town continue to promote the Experimental Forest as a recreation area for both residents and visitors.

## Goal III: Promote light industrial/commercial development in suitable areas of the Town.

The Town of Bangor's location along Interstate 90 and a Canadian Pacific rail line is fortunate from an economic development standpoint. Resident input during the planning process recommended designating areas near Interstate 90 and the Canadian Pacific railroad for future commercial/industrial development. Such development is recommended in these areas (identified in the Land Use Element) as they would provide direct access to the transportation facilities while reducing impact on Town road facilities due to the proximity of County and State Roads. In addition, trucks and traffic generated from the industrial/commercial uses would not impact residences throughout the Town.

Residents expressed general concern regarding future industrial and commercial development, requesting the proposed uses be reviewed to ensure they are sensitive to the local environment and do not jeopardize the Town's natural resources.

Goal IV: Protection of economically productive areas, including farmland and forests.  
Evaluate La Crosse County's Farmland Preservation Plan (Part of Envision 2050) and determine if it would benefit the Town of Bangor and preserve productive agricultural lands.

It is recommended that the Town of Bangor implement the Land Use Map developed in the Land Use Element of this plan.

Goal V: Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.  
Work to enhance the economic strengths and minimize the economic weaknesses of the Town of Bangor as identified in the section covering Strengths and Weaknesses for Fostering Economic Development Programs. Specifically, work cooperatively with local business organizations (La Crosse Area Development Corporation, Etc.) and adjacent units of government on economic development issues with the realization that each unit of government is a component of the regional economy. In addition, through land use planning activities maintain the Town's productive agricultural land, low housing densities, and natural/recreational resources.

Continue to monitor County, Regional, and State programs that promote the desired businesses identified during the planning process by town residents. Specific programs to promote/monitor:

**County Programs**

La Crosse County Business Fund

**State Programs**

Wisconsin Department of Transportation: Transportation Alternatives Program (TAP)

Wisconsin Department of Commerce Dairy 2020 Planning Grant Program

Wisconsin Department of Commerce Rural Economic Development Program

Wisconsin Economic Development Entrepreneurial Micro-Grant Program

Wisconsin Department of Agriculture, Trade and Consumer Protection: Dairy Processor Grants

Wisconsin Department of Agriculture, Trade and Consumer Protection: Clean Sweep Program

**National Programs**

U.S. Department of Agriculture: Farmers Market Promotion Program

# Utilities and Community Facilities

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

## Sanitary Waste and Water Supply

The town does not have public water or sewer service. Enforcement of private on-site wastewater treatment system standards (Wisconsin Administrative Code: COMM 83) is enforced by the La Crosse County Health Department. Any form of residential or business development in the town needing water or sewer service is dependent upon providing their own private onsite wastewater treatment system or using the Village of Bangor's municipal utilities.

## Solid Waste/Recycling

The Town of Bangor maintains a garbage and recycling center. Residents can bring their solid waste and recyclables to the facility at N4400 State Road 162 on Friday afternoons and Saturday mornings.

## Storm Water Management

The Town of Bangor is located in the Bad Axe - La Crosse Basin and is located in the Little La Crosse and Lower La Crosse River watersheds. These watersheds collect the storm water via roadway ditches or streams and carry the waters out to the La Crosse River and Mississippi River. The town does not have any storm sewer lines to maintain. La Crosse County's Erosion Control and Stormwater Ordinance is a program devoted to controlling erosion and managing storm water volume and pollution of storm water. This program assists in conserving the unique and valuable natural landscape comprising Bangor. The town also manages storm water through routine maintenance on their culverts, bridges, and road ditches by keeping them free of debris.

## Town Government Structure

The Town of Bangor has nine town officials serving their constituents. Positions include the Chairperson, two Supervisors, Clerk, Treasurer, Assessor, Building Inspector, Fire Chief, and county Board Supervisor.

## Town Facilities

The Bangor Town Hall/Shop/Recycling facility are located at N4400 State Road 162. The town employs six part-time employees. Bangor contracts with private companies for selected maintenance of town roads.

## Fire Protection, Police Protection, and Emergency Management

Fire protection is provided by the Bangor-Burns Volunteer Fire Department located in the Village of Bangor. Additionally, the West Salem Fire Department assists with fire protection. The Town of Bangor does not have a police department. The Village of Bangor and the La Crosse County Sheriff's Department

provide law enforcement to the Town. The La Crosse County Emergency Government Office is responsible for HAZMAT planning for La Crosse County.

### Emergency Medical Services

First responders are provided through the Village of Bangor First Responders. Tri-State Ambulance Service and Medlink Air, both based out of La Crosse, provide emergency medical services for town residents. The La Crosse County 911 Emergency Dispatch Center provides 24-hour emergency telephone service to everyone in La Crosse County. The service uses an enhanced 911 system that provides emergency communications to all providers allowing quick and accurate emergency assistance.

### Healthcare and Daycare Facilities

There are no healthcare or daycare facilities located in the Town of Bangor, however, there are several facilities that are within a 30-minute drive for residents. Gundersen and Mayo Clinic health systems offer world-class health care facilities to La Crosse County residents that cover a full range of services. While primary care services are not directly available in the Town, a variety of secondary care services are accessible in the form of chiropractors and assisted living.

### Educational Facilities

Bangor and West Salem school districts serve The Town of Bangor (see Map 1.5) The majority of Town of Bangor residences are located in the Bangor School District with a portion of students attending school in the West Salem School District. Post-secondary education opportunities are readily available for town residents through the University of Wisconsin La Crosse, Western Technical College, and Viterbo University, all located in La Crosse.

### Libraries

Town of Bangor residents have access to a total of 11 libraries within La Crosse County. These libraries are listed, along with their locations, below:

John Bosshard Memorial Library	1720 Henry Johns Boulevard, Bangor
La Crosse Public Library	800 Main Street, La Crosse
Murphy Library (UWL Campus)	1631 Pine Street, La Crosse
South Community Library	1307 16 <sup>th</sup> Street S, La Crosse
North Community Library	1552 Kane Street, La Crosse
Western Technical College Library	304 6 <sup>th</sup> Street N, La Crosse
FJ Robers Library	2548 Lakeshore Drive, La Crosse
Todd Wehr Memorial Library	900 Viterbo Drive, La Crosse
Onalaska Public Library	741 Oak Ave South, Onalaska
Hazel Brown Leicht Library	201 Neshonoc Road, West Salem
La Crosse County Library	121 Legion Street W, Holmen



### Parks and Recreation Facilities

There are no public parks located in the Town of Bangor. Access to recreation is still feasible due to the Coulee Experimental Forest, Bostwick Creek Fishery Area, and the La Crosse River State Trail being located in the Town. These resources offer opportunities for hiking, biking, cross-country skiing, wildlife viewing, bird watching, and hunting. Bangor Veterans Memorial Park located in the Village of Bangor offers picnicking and fishing opportunities. In addition, the Wisconsin Department of Natural resources is in charge of property and maintains easements for fishing access in numerous locations throughout the Town. Map 1.6 shows recreational resources and community amenities.

### Churches and Cemeteries

There are no churches located in the Town of Bangor. The Welsh Congregational (historically the Congregational Church of Fish Creek) and Welsh Calvinistic Cemeteries are located in the town 1/2 mile south of the junction of county Road B and county Road J.

### Electricity/Telephone and Cable/Internet Services

There are no electric power stations in the Town of Bangor. Electricity to town residences is provided by Xcel Energy and Bangor Municipal Utility. T-Mobile, Spectrum, ViaSat, HughesNet, EarthLink, Bug Tussel Wireless, Lynxx Networks, and Coon Valley Farmers telephone Company supply the Town of Bangor with internet and telephone communication services.

### Communication Towers

There is one FCC registered cell tower located in the Town of Bangor. There is one radio and microwave tower. La Crosse County has an ordinance that regulates the height and location of communication towers. The ordinance details a public process that must be followed by parties interested in constructing a communication tower. The ordinance applies to land in the Town of Bangor.

### Future Expansion of Utilities and Community Facilities

Population growth is projected to occur in the Town of Bangor during the planning term. Greater growth is expected in the next ten years than subsequent to 2030. Though an increased population is expected, current facilities should continue to be sufficient in supplying town residents with necessary utilities. This plan will be renewed every ten years; if projections applied during planning are inaccurate, adjustments to the plan can be made to provide greater accuracy.

## **Utilities and Community Facilities Goals and Recommendations**

### Goal I: Maintain the existing level of public services (road maintenance, garbage/recycling center, etc.).

During the planning process, residents indicated that they were satisfied with the existing level of public services provided by the Town of Bangor. As a policy the plan recommends that the Town Board strive to maintain the existing level of services over the planning period within the constraints of the budget.

The Town of Bangor and resident input indicate that support for the Bangor-Burns Volunteer Fire Department be maintained as it provides a valuable service to the Town. In addition, maintain mutual aid agreements for fire protection with adjoining units of government.

Goal II: Monitor the changing needs of the Town of Bangor and provide adequate community facilities as needed.

Continue to monitor the growth of the Town of Bangor to ensure the new development does not affect the ability of the Town to provide community services. It is recommended that when the Comprehensive Plan is updated that communication with residents is facilitated to determine if the utility and community facility needs of residents are continuing to be met. This communication can be in the form of a survey or public meeting(s).

Develop or refine ordinances that would require future development projects to pay for additional burdens placed on public facilities as a result of a new development. Methods to consider ensuring expenses are covered include; development review fees, special assessments, transportation impact fees, etc.

Do not extend public facilities into wetlands, steep slopes, etc. that would require significant future maintenance costs.

Explore joint purchases and sharing of materials/equipment with neighboring municipalities in order to provide community services in the most efficient manner possible.

Goal III: Provide adequate infrastructure, public services, and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

This goal is addressed in the Land Use and Transportation Elements by designating areas suitable for development and requiring developers to cover infrastructure costs associated with new development.

# Intergovernmental Relationships and Coordination

The Town of Bangor is located within La Crosse County and is bordered by several other Towns, Monroe County, and the Village of Bangor. Regional collaboration and planning can proactively reduce potential disagreements and conflicts between these municipalities. This element provides a baseline assessment of intergovernmental relationships in the town and contains information required under SS66.1001. Information includes existing and potential areas of cooperation and existing and potential areas of intergovernmental conflict. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future intergovernmental cooperation activities in the Town of Bangor.

## State and Federal Agencies

**Wisconsin Department of Natural Resources (WDNR).** The Town of Bangor has experienced little contact with the WDNR. The WDNR has jurisdiction over the waterways in the Town of Bangor and delegates floodplain and shoreland regulation to the La Crosse County Department of Zoning, Planning and Land Information. The WDNR also manages the Coulee Experimental Forest and La Crosse Area Comprehensive Fishery Area located within the Town.

**Wisconsin Department of Transportation (WisDOT).** The Town of Bangor participates in the WisDOT Wisconsin Information System for Local Roads (WISLR) program. The WISLR program maintains a complete listing of public roads in the Town of Bangor by jurisdiction, classification, and number of miles. This program assists in the facilitation of State funding for town road maintenance. Federal Emergency Management Agency (FEMA). The Town of Bangor has minimal interaction with federal agencies. In the event of a natural disaster (flooding, tornado, etc.) FEMA would be the federal agency to assist in relief efforts. The town recognizes this and has participated in the development of the La Crosse County All Hazards Mitigation Plan.

## Regional Planning Commission

The Town of Bangor and La Crosse County are located in the service region of the Mississippi River Regional Planning Commission (MRRPC). The MRRPC represents nine counties in western Wisconsin: Buffalo, Crawford, Jackson, Monroe, La Crosse, Pepin, Pierce, Trempealeau, and Vernon. The MRRPC maintains the region's eligibility as an Economic Development District and eligible for Economic Development Administration funding. They also provide planning and development assistance to local governments including comprehensive planning and zoning assistance, economic development assistance, geographic information system mapping, and grant writing.

## Other Local Governments

The Towns of Burns, Hamilton, Barre, and Washington, along with the Village of Bangor border the Town of Bangor in La Crosse County. The Towns of Leon and Sparta in Monroe County border the Town of Bangor to the East. The town has maintained very favorable working relationships with its neighboring local governments.

### La Crosse County

The Town of Bangor maintains positive relationships with numerous county agencies and departments. The La Crosse County Sheriff's Department provides police protection services to the Town. La Crosse County offers Household Hazardous Material drop off to town residents wishing to dispose of potentially harmful materials. The La Crosse County Highway Department maintains county and State roads in the Town. The town also has adopted the La Crosse County Zoning ordinances, so the county enforces zoning within the Town. It is the position of the Town, that if county statutes change regarding zoning or other issues, that the Town and this plan would adopt the new county statutes unless the new ordinance is in direct conflict with the stated goals and objectives herein. It is expected that these services will continue to be provided by the county.

### Towns Association

The Town of Bangor is a member of the Wisconsin Towns Association (WTA). The WTA is a non-profit, non-partisan organization comprising town and village governments statewide. Their mission is to empower and support their members through education, legal guidance, and legislative advocacy to enhance leadership in their communities.

### School Districts

Bangor and West Salem school districts serve the Town of Bangor. During the planning process no intergovernmental conflicts or planning concerns were identified with the school districts. A variety of education grants and funding opportunities are available to the town from the federal government.

### Comprehensive Planning

La Crosse County has updated its Comprehensive Plan to meet the requirements of Section 66.1001, Wisconsin Statutes. The plan, entitled "Envision 2050," was prepared by La Crosse County and does not State any specific intergovernmental conflicts with the Town of Bangor. The towns and their residents collaborated with La Crosse County during its plan update to ensure alignment between county and town planning objectives. Proposed rezonings in areas under County zoning jurisdiction must be consistent with the future land use map designations in La Crosse County's Comprehensive Plan.

The Towns of Burns, Hamilton, Barre, Washington, and Village of Bangor border the Town of Bangor and a review of the available Comprehensive Plans also stated no potential intergovernmental conflicts with the Town of Bangor.

## **Intergovernmental Relationships and Coordination Goals and Recommendations**

### Goal I: Maintain communication and cooperation with adjacent local units of government on development issues, community resources, etc.

It is recommended that the Town of Bangor Explore resource sharing, joint purchasing, and other opportunities with neighboring local units of Government. One successful example of this is the

continuation of fire service protection from the Bangor-Burns Volunteer Fire Department. Maintaining mutual aid agreements for fire protection with adjoining units of government should remain a priority.

The Land Use Element recommends that more intense residential development be located adjacent to the Village of Bangor as the potential exists for public water and sewer to serve such developments. Therefore, it is recommended that the Town maintain regular dialogue with the Village of Bangor on development issues.

### **Boundary Agreements with the Village of Bangor**

The Town of Bangor should work with the Village of Bangor to initiate or continue efforts to establish boundary agreements as provided for under State Statutes. In addition to future boundaries, such agreements may address land use issues, sharing of utilities and services, and other matters of mutual concern. Such cooperative agreements are the best means available for identifying common ground among, and reconciling differing goals and objectives of, neighboring local units of government.

### **Goal II: Encourage coordination and cooperation among nearby units of government.**

As discussed in the Transportation Element, it is recommended that the Town of Bangor formalize “road maintenance sharing agreements” with neighboring towns to ensure the services continue to be provided efficiently and any liability issues are addressed.

It is recommended that the Town of Bangor continue to utilize the administrative capabilities of the county with regard to Zoning Ordinance administration and law enforcement protective services.

When applicable, utilize the La Crosse County Planning Department’s website to provide information regarding the Town of Bangor to interested residents and neighboring municipalities.

### **Review and evaluate neighboring towns comprehensive plans**

It is recommended that the Town of Bangor reviews and evaluates the comprehensive plans of neighboring governmental units as they are developed or revised in order to identify areas of potential conflict and/or coordination opportunities. In addition to this, continue to review and evaluates the La Crosse County Comprehensive Plan as it is revised in order to identify areas of potential conflict and/or coordination opportunities. In addition, be actively involved in the County’s efforts to revise the County Comprehensive Zoning Ordinance.

Maintaining an open dialogue with the school districts serving the Town of Bangor will be important for evaluating the school districts’ facility/educational needs.

### **Maintain Open Dialogue with neighboring communities, La Crosse County, and the Wisconsin State Government**

Attending meetings of the La Crosse County Towns Association is helpful for maintaining open dialogue between the Town of Bangor, neighboring towns, and county agencies. Membership in this association and meeting attendance will be important in identifying and resolving any conflicts that may arise with

neighboring towns. Therefore, the plan recommends the Town Board's continued attendance at Towns Association meetings.

It is recommended that the Town of Bangor maintain open communication with the County Highway Department, WDOT, and neighboring towns. The intent of this policy is to facilitate open communication among agencies and governmental units in order to find efficiencies in road construction and maintenance responsibilities. Continued participation in the Wisconsin Department of Transportation's WISLR program will help the Town seek future state funding and assist in identifying budgeting efficiencies.

Support county and regional economic development efforts to improve the local economy by increasing the number of employment opportunities and tax base.

### **Addressing Existing/Potential Conflicts**

An important part of the planning process is identifying potential conflicts between various government jurisdictions and devising ways to address them. Existing and potential land use conflicts were identified in the Land Use Element along with a method to address the conflicts. No additional intergovernmental conflicts were identified during the planning process. The Town of Bangor will continue to monitor actions of neighboring or overlapping governmental jurisdictions during the planning period (such as neighboring towns and school districts). If any such conflicts are identified, the Town of Bangor Town Board will request to meet with the neighboring or overlapping jurisdiction to address any potential conflict. Map 1.3 in the Existing Conditions Report identifies overlapping jurisdictions and potential areas for joint planning.

# Agricultural, Natural, and Cultural Resources

## Agriculture

The Town of Bangor is characterized by vast agricultural fields and expansive woodlands that shape its landscape. The interplay between agriculture and the topography has profoundly shaped the town's growth and development. The significance of agriculture to the residents has resulted in a controlled amount of housing development, which has allowed the town to preserve its rural character. Throughout its history, agriculture has been a pivotal element in the growth of Bangor and La Crosse County. However, the presence of steep coulees and slopes poses challenges for farming and development in certain areas of the Town.

Agricultural crops commonly grown in La Crosse County today include corn, soybeans, and alfalfa. More recent statistics from the 2012 and 2017 USDA Census of Agriculture show the following agricultural trends in La Crosse County:

- The number of cropland farms decreased from 671 in 2012 to 575 in 2017. The median acreage of farms decreased from 132 in 2012 to 120 in 2017.
- The average net income per farm operation in 2012 was \$30,201 and decreased to \$29,413 in 2017.
- The 2017 USDA Census valued agricultural land at \$4,987 dollars per acre in La Crosse County

## Natural Resources

### Soils

The Town of Bangor is predominantly characterized by silty soils, which are comprised of a high proportion of fine particles. These soils are often fertile and have good water-holding capacity, but they tend to have low infiltration rates. The town is situated on dolomite uplands, a type of sedimentary rock rich in calcium and magnesium carbonate. Fayette and Dubuque soils are two distinct soil types found within the town. These soils are located on rounded ridges found within the Town, which are separated by rock escarpments from the steep side hills. All of these unique characteristics contribute to the Town of Bangor's diverse landscape and agricultural production.

### Groundwater

Western Wisconsin is fortunate to have a large supply of quality groundwater. Within the Town of Bangor most geological formations contain water. On ridge tops water can be obtained from dolomite, while on the valley bottoms water can be obtained from the sandstone bedrock. Groundwater reservoirs are recharged by direct precipitation mainly in the form of heavy rainfall and melting snow. Generally, all ground water is free of bacteria and safe to drink. Soft water is often found in the valley alluvium while hard water is often found in the upland bedrock.

## Surface Water

There are several streams and creeks within the Town of Bangor, which include Class I, II, and III trout streams: Bostwick Creek (I, II, and III), Dutch Creek (Class II), and Fish Creek (Class III). Streams in the town flow into the La Crosse River and eventually the Mississippi River. There are no natural or man-made lakes with the Town of Bangor.

## Topography and Watersheds

The landscape of the Town of Bangor is characterized as ridge and valley topography. Maps 1.11 and 1.12 display watersheds in the town limits and a shaded relief map of the area. A major watershed, the La Crosse River Basin, drains to the Mississippi River.

## Woodlands

Farmed ridges and valleys with woodlands on the steep valley walls characterize the Town of Bangor's landscape. Woodlands, including Agricultural Forest and Non-agricultural Forests, make up 5,406 acres or 32.2% of the entire Town. Please see Table 2.1 in the Land Use section for a more detailed break down of existing land use.

## Floodplains/Wetlands

The flood plain map for La Crosse County and the Town of Bangor was revised and adopted by La Crosse County in 2008. The floodplain map shows that only a few locations in the town designated as a Special Flood Hazard Area that would be inundated by a 100-year flood (See Map 1.14 Town of Bangor Flood Plain Map). There are limited wetlands in the Town of Bangor. Digital mapping of wetlands is not yet completed for La Crosse County. Wetland maps are available for viewing at the La Crosse County Zoning and Planning Department. Potential wetland areas can be viewed online using the Wisconsin Department of Natural Resources Surface Water Data Viewer.

## Open Space

One of the Town of Bangor's greatest features is the amount of open space within town limits. Much of the town is comprised of forested, agricultural, undeveloped, and public lands that provide a diverse landscape.

## Wildlife Resources

The agricultural fields, scattered forestlands, and streams provide excellent habitat for wildlife. White-tailed deer and eastern wild turkeys are found in the Town. Squirrels, rabbits, pheasants, ruffed grouse, raccoons, and a wide variety of songbirds also make their home in the Town of Bangor and as previously mentioned, the town has Class I, II, and III trout streams.

## Air Quality

The Town of Bangor, with a population of approximately 600 residents, has a limited number of commercial and industrial establishments within its boundaries. In 2022, the air quality monitoring



station operated by the Wisconsin Department of Transportation reported results for two key pollutants. The average concentration of PM<sub>2.5</sub> (particulate matter with a diameter of 2.5 microns or less), was recorded at 7.3 micrograms per meter cubed. Additionally, the measurement for ozone was recorded to be 30.2 parts per billion. Both of these readings fall within the "Good" category of the EPA's Air Quality Index for their respective pollutants.

### Stream/Environmental Corridors

Natural stream environmental corridors in the town would include Bostwick Creek, Dutch Creek and Fish Creek and their surrounding wetlands. The wooded uplands of the town that cover the higher elevations of the valley walls are examples of natural occurring environmental corridors that provide important wildlife habitat.

### Threatened and Endangered Species

In accordance with the Federal Endangered Species Act (ESA), Wisconsin has developed the Wisconsin Natural Heritage Working Lists. The Wisconsin Natural Heritage Working Lists contains species known or suspected to be rare in the state. The lists include species of plants and wildlife that are legally designated as "Endangered" (a species is in danger of extinction throughout all or a significant portion of its range), "Threatened" (a species is likely to become endangered within the foreseeable future), and "Special Concern" (a species about which some problem of abundance or distribution is suspected but not yet proved). Within the Town of Bangor, there are a total of 14 species of plants and wildlife that fall under these categories. A few examples of which are the Hooded Warbler, the Blanding's Turtle, and the Jeweled Shooting Star.



Hooded Warbler

Source: Ashley Wahlberg (Tubbs), 4/24/25, Flickr



Blanding's Turtle

Source: Andrew Cannizzaro, 5/18/15, Flickr



Jeweled Shooting Star

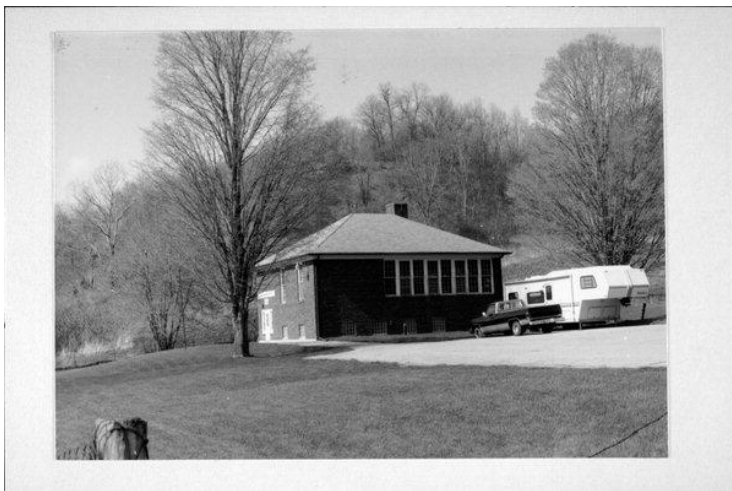
Source: Joshua Mayer, 8/9/13, Flickr

## Cultural Resources

### Archeological and Historic Resources

A search of the Wisconsin National Register of Historic Places revealed 52 registered buildings or sites in La Crosse County. The register included historic houses, churches, mounds, historic camps, and burial sites. There are no places or sites listed in this register that are within the Town of Bangor.

The Wisconsin Historical Society's Register of Historic Places Architecture and History Inventory (AHI) shows that there are 9 historic structures in the Town of Bangor. This organization's mission is to connect people to the past by "collecting, preserving, and sharing stories." The historic structures within the town include houses, schools, an agricultural complex, all with differing architectural styles and build dates ranging from 1880 to 1977.



A structure built in 1920, historically used as a schoolhouse and later the Bangor Town Hall.

*Wisconsin Historical Society, Wisconsin Architecture and History Inventory, Bangor Town Hall, Bangor, La Crosse, Wisconsin, 129443*

## Recreational Resources

### County Parks

There are no county operated public parks in the Town of Bangor. Table 8.1 lists the town's natural and recreation resources.

Table 8.1 Natural and Recreational Resources in the Town of Bangor

Site Name	Type of Site	Size	Features or Facilities on Site
Coulee Experimental Forest	Open space	2,972 acres	Hiking, wildlife viewing, nature study, skiing, hunting, horseback riding, photography
Bostwick Creek	Creek	16.04 miles in length	Class I, II, and III Trout Stream
Dutch Creek	Creek	11.10 miles in length	Class II Trout Stream
Fish Creek	Creek	5.50 miles in length	Class III Trout Stream

## **Agricultural, Natural, and Cultural Goals and Recommendations**

### Goal I: Protect the surface and ground water quality, and conserve water resources of the Town.

Encourage agricultural producers and regulatory agencies to continue to maintain and enforce soil erosion plans and manure management plans.

Protection of watersheds, surface water, and ground water were identified as important to Town residents. The Town of Bangor is aware that La Crosse County administers several programs addressing water quality. It is recommended that the Town work with the county in the implementation of stormwater management plans to reduce runoff to surface waters. Supporting the County's implementation of the La Crosse County Land and Water Resource Plan 2020-2029, along with support of the County's efforts to monitor urban/rural wells and irrigation systems will help ensure ground water levels and quality are not jeopardized.

As stated in the Land Use Element, it is recommended that development (building/driveway construction) be prohibited on slopes greater than 30% to preserve blufflands and minimize soil erosion. The Town of Bangor supports limiting development on slopes between 20%-30%. It is recommended that developments (building/driveway construction) requested on slopes between 20%-30% be required to receive a conditional use/special exception permit that will address erosion control, emergency access, and any additional site conditions deemed applicable by the reviewing bodies. Developments (building/driveway construction) on slopes less than 20% would be considered permitted and would only require standard building/zoning permits.

### Goal II: Preserve agricultural land and farming as a means to maintain the Town's agricultural base.

It is recommended that the Town monitors the county's efforts in creating a voluntary countywide purchase of development rights (PDR) program as a means to preserve farmland.

The majority of the Town of Bangor is designated as Exclusive Agriculture. This designation is consistent with the existing zoning that has historically been in place and is reflected in Map 1.4. The Plan Advisory Committee recognized that the Exclusive Agriculture designation has been effective at preserving agricultural land as well as maintaining the Town's agricultural base. It is recommended that future land use decisions continue to be evaluated with the purpose of preserving agriculture in the Town, and that residential development avoid impacting existing agricultural operations and preserve agricultural land.

### Goal III: Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.

Promote the use of Agricultural Best Management Practices (BMPs) by landowners and agricultural producers in the Town of Bangor.

It is recommended that development continue to be prohibited in wetland/flood plain areas by the continued enforcement of existing ordinances.

Numerous trout streams are located in the Town of Bangor. The plan recommends that Town support policies, programs and ordinances that will maintain the creeks and streams in the Town of Bangor as these features are recognized as important recreational resources.

#### **Preserve and enhance public and private woodlands in the Town of Bangor**

Woodlots and forested slopes enhance the town's natural beauty and provide excellent habitat for wildlife. In addition, the hardwood forests support the local economy by providing valuable forest products. The Town of Bangor Comprehensive Plan recommends that landowners utilize Forest Best Management Practices (BMPs) in maintaining the town's forests and woodlots. Forest BMPs will enhance woodlots and forested lands, ensuring they remain a valuable natural resource. BMPs will also reduce erosion on the town's forested hillsides. The Coulee Experimental Forest was identified as an important public resource to Town residents. It is recommended that the Town of Bangor work with La Crosse County and the Wisconsin Department of Natural Resources to ensure the forest continues to be a valuable recreational resource.

#### Goal IV: Preservation of cultural, historic, and archaeological sites.

It is recommended that development be avoided on lands that are of cultural, religious, or historical significance. This can be achieved by reviewing State Historical Society databases pertaining to historic structures and sites prior to approving development proposals. It is also recommended that the Town of Bangor support the preservation of existing cultural and historic sites and activities in the Town (cemeteries, historic structures, etc.)

Continue to work with La Crosse County every five years on the updates to the La Crosse County Outdoor Recreation Plan. Participation in the plan maintains eligibility for the Town to apply for DNR recreational grant funding. Map 8.1 on the following page illustrates agricultural, natural, and cultural resources in the Town of Bangor.

# Implementation

The comprehensive plan has been prepared to present a vision of the Town of Bangor and its relationship to population growth, land development, and infrastructure development. Much of the town remains zoned as agricultural and is controlled by county and state statutes. The Town of Bangor will align its policies to reflect any changes in these statutes as they occur.

## **Role of Implementation**

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

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

## **Management of Growth and Change**

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

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

## **Implementation Strategies**

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

## **Plan Administration**

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

recommendation changes in relation to the direction and character of community development at that time.

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

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

Implementation depends upon both private and public action. Public action includes administration of the zoning ordinance and subdivision regulations, long-range financial programming, and the review by the Plan Advisory Committee of proposals affecting the physical development of the community.

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

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

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

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

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

### **Plan Adoption**

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

### **Plan Use and Evaluation**

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

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

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

### **Plan Amendments**

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

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

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

### **Plan Update**

Wisconsin's Comprehensive Planning Law requires that the comprehensive plan be updated at least once every 10 years. An update is different than an amendment because the update is often a substantial rewrite of the plan document and maps. In addition, on January 1, 2010, "any program or action that affects land use" must be consistent with locally adopted comprehensive plans, including zoning and

land division ordinances. The Town should continue to monitor any changes to the language or interpretations of the State Law over the next several years.

**Five-to-Ten Year Action Plan**

What	Who	When
Update Traffic systems and ordinances to reflect the impact of new developments or increased traffic patterns	Town Board	2024-2025
Conduct needs analysis of Town facilities (Town Hall) and services (Fire Department, Law Enforcement, Snow Removal, etc) by working with neighboring units of government to prepare a long-range plan and intergovernmental agreements	Town Board	2028-2030
Work with the Village of Bangor to establish boundary agreements where beneficial to the Town of Bangor as provided under state statutes.	Town Board	Ongoing
Develop capital improvement plans for Town facilities and infrastructure	Town Board	2030
Work with the County, State, and MRRPC to improve internet access throughout the Town	Town Board	Ongoing
Continue to work with the Village, County, and surrounding townships to best provide services for the community.	Town Board	Ongoing



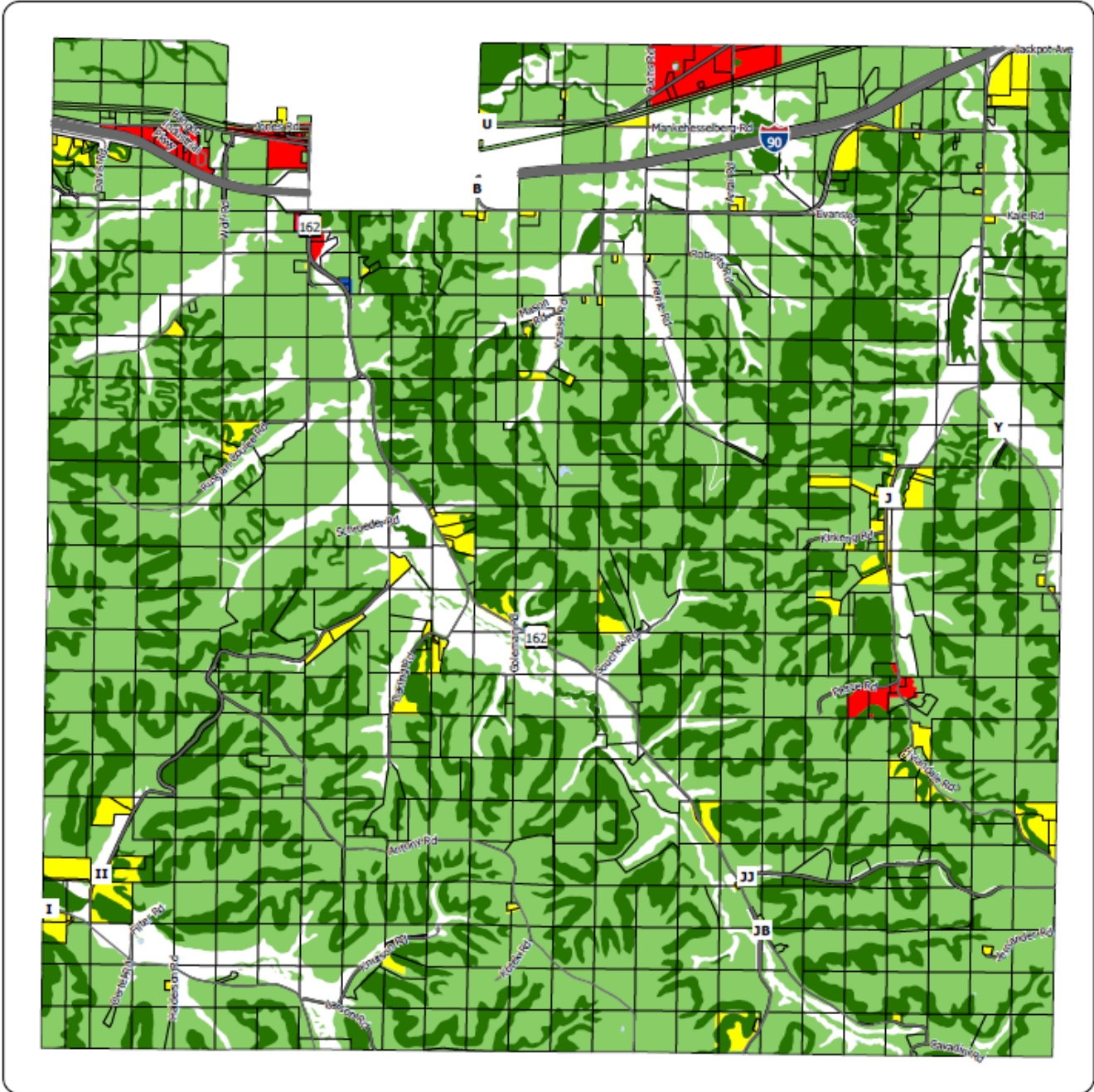
# Maps



LA CROSSE COUNTY

# Future Land Use

Township of Bangor

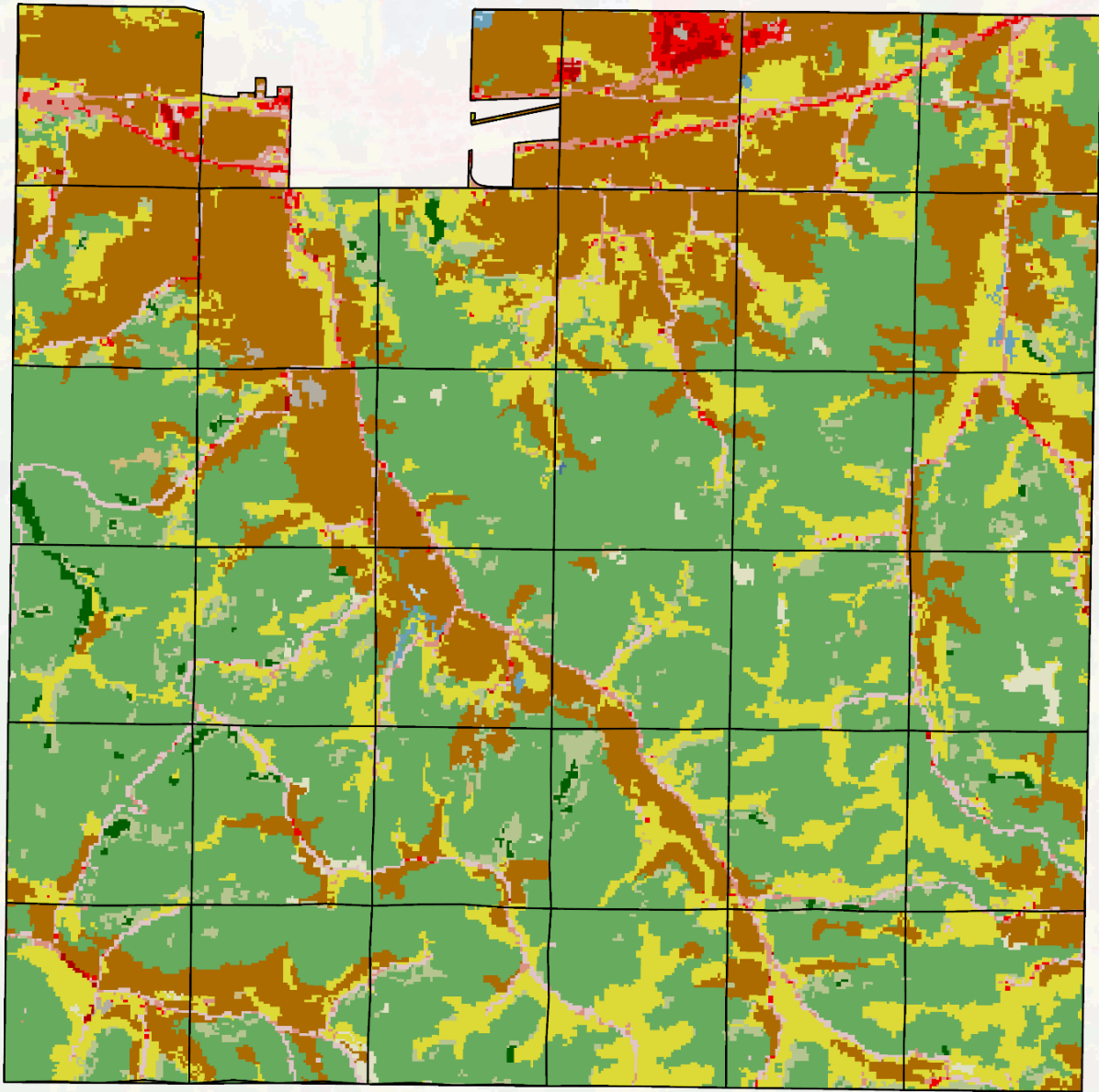


**Future Land Use**

Water	Public-Institutional
Residential	Agricultural and Rural
Non-Residential	Environmental



# Map 1.2 Existing Land Use Town of Bangor

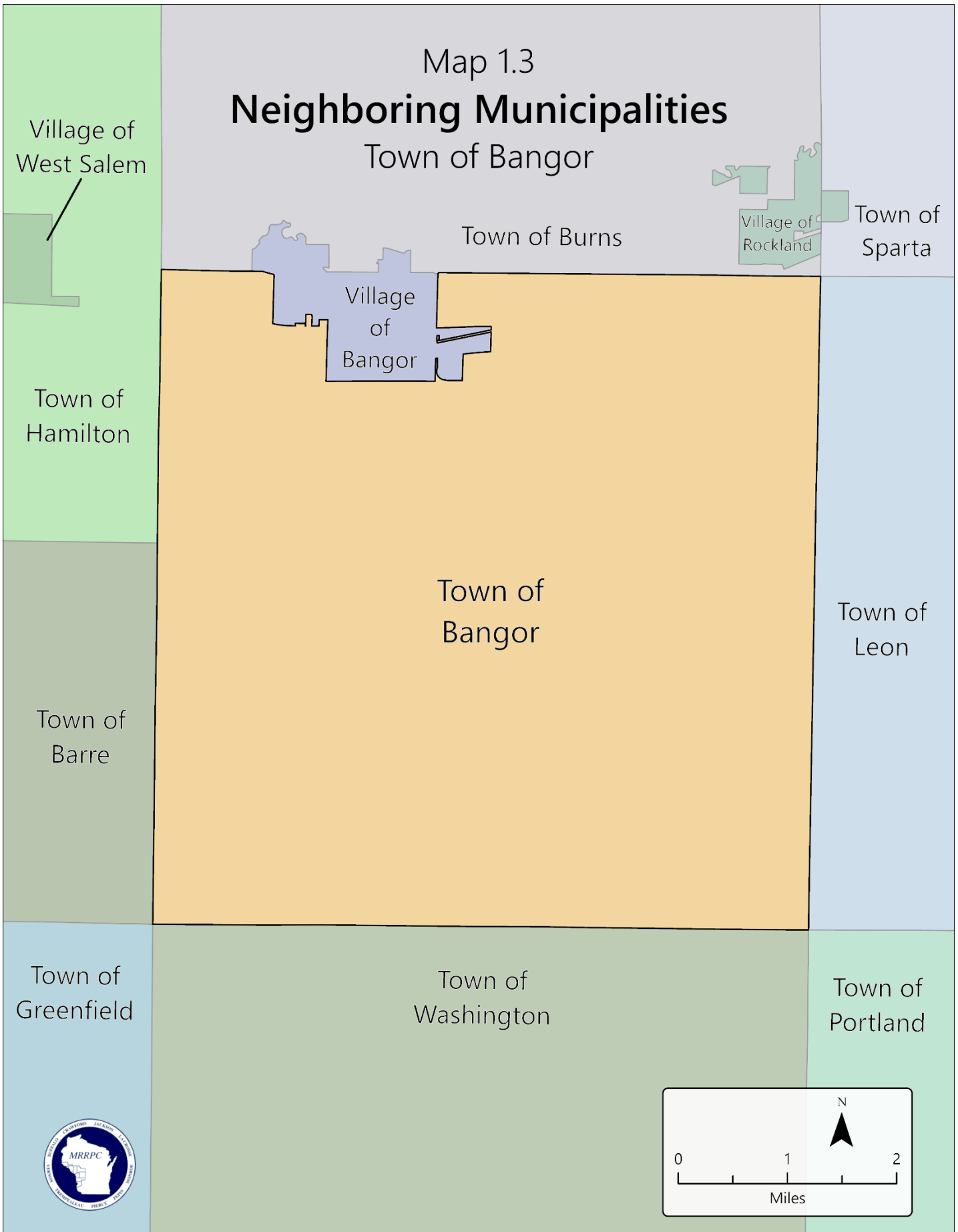


## Land Use

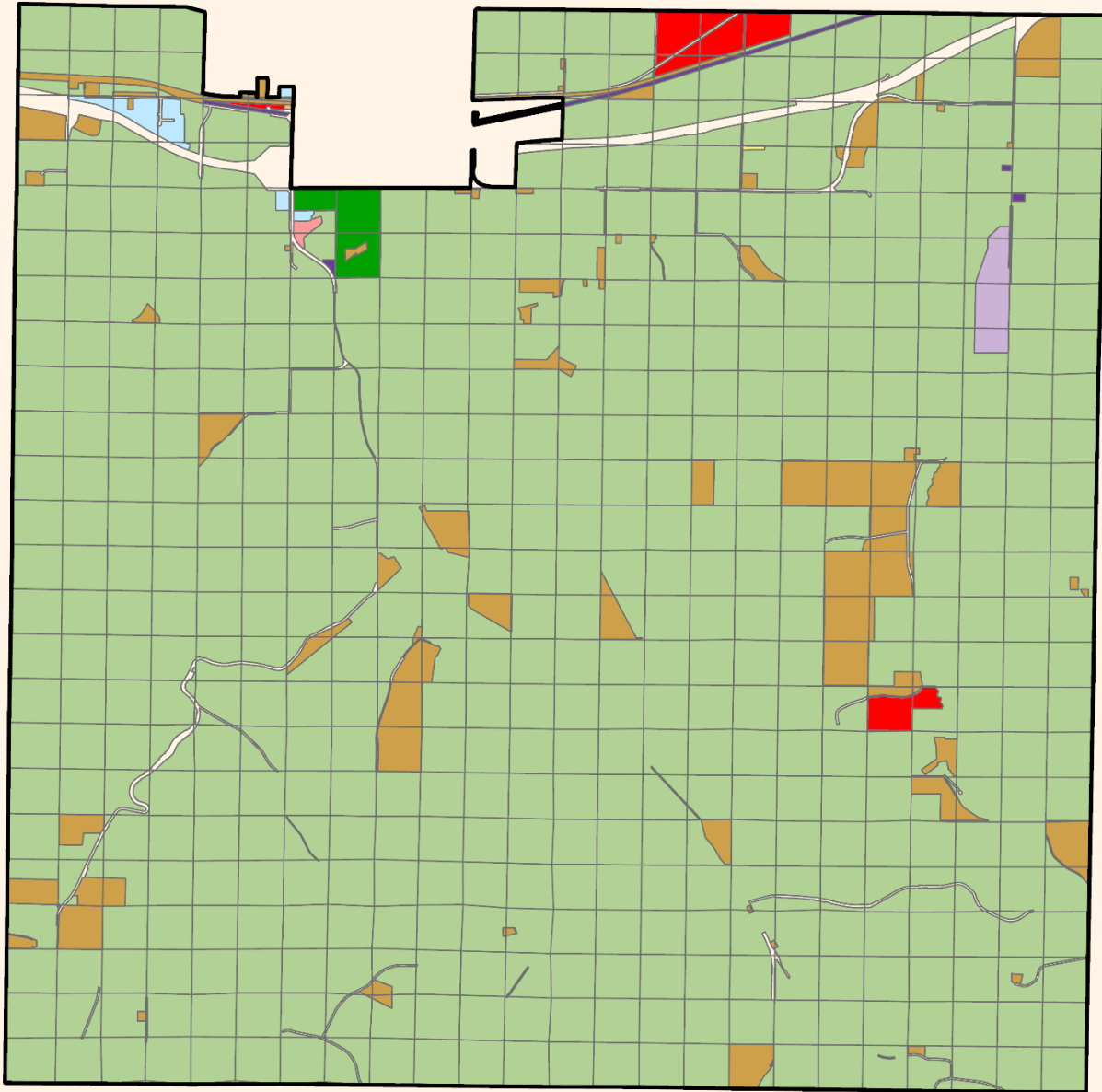
- |                             |                  |                              |
|-----------------------------|------------------|------------------------------|
| Open Water                  | Barren Land      | Herbaceous                   |
| Developed, Open Space       | Deciduous Forest | Hay/Pasture                  |
| Developed, Low Intensity    | Evergreen Forest | Cultivated Crops             |
| Developed, Medium Intensity | Mixed Forest     | Woody Wetlands               |
| Developed, High Intensity   | Shrub/Scrub      | Emergent Herbaceous Wetlands |














Map 1.3  
**Neighboring Municipalities**  
Town of Bangor

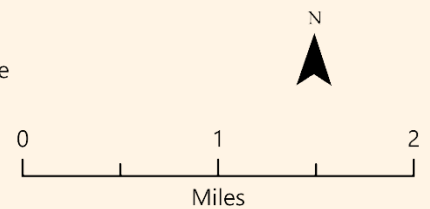


# Map 1.4 Existing Zoning Town of Bangor

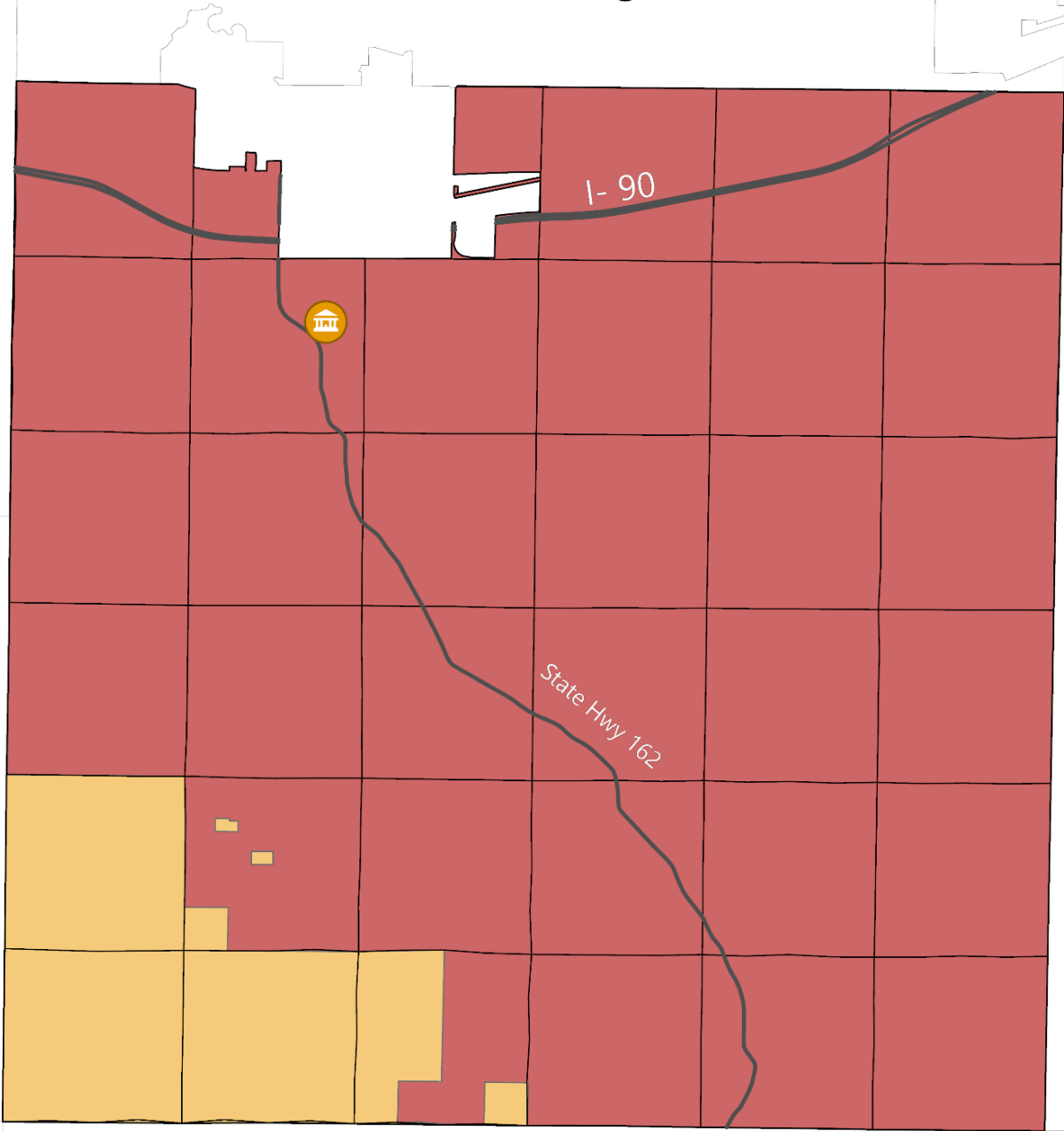


### Zoning Codes

- |   |   |
|---|---|
|  Commercial                  |  Municipal Zoning Applies        |
|  Exclusive Agriculture       |  Recreation and Natural Resource |
|  General Agriculture         |  Public and Institutional        |
|  Industrial                  |  Residential A                   |
|  Light Industrial            |  Rural                           |
|  Manufactured Home Community |   |




# Map 1.5 School Districts Town of Bangor



### School Districts

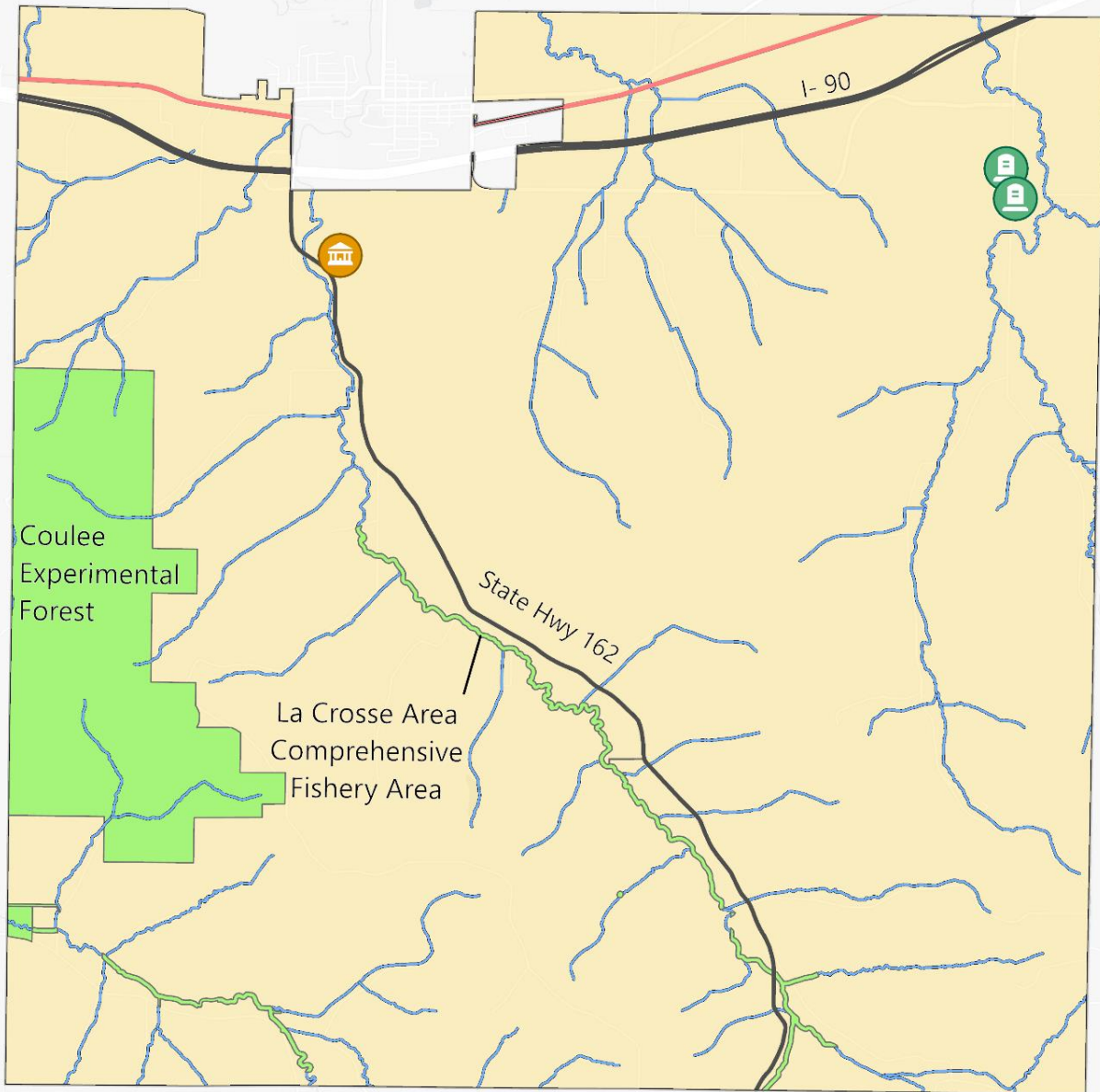
-  Bangor
-  West Salem

### Facilities

-  Town Hall
-  Roads

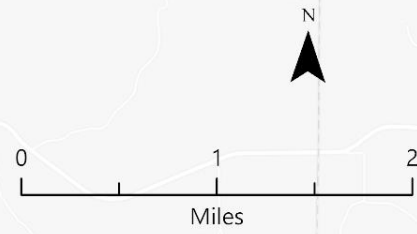


# Map 1.6 Community & Recreation Facilities Town of Bangor

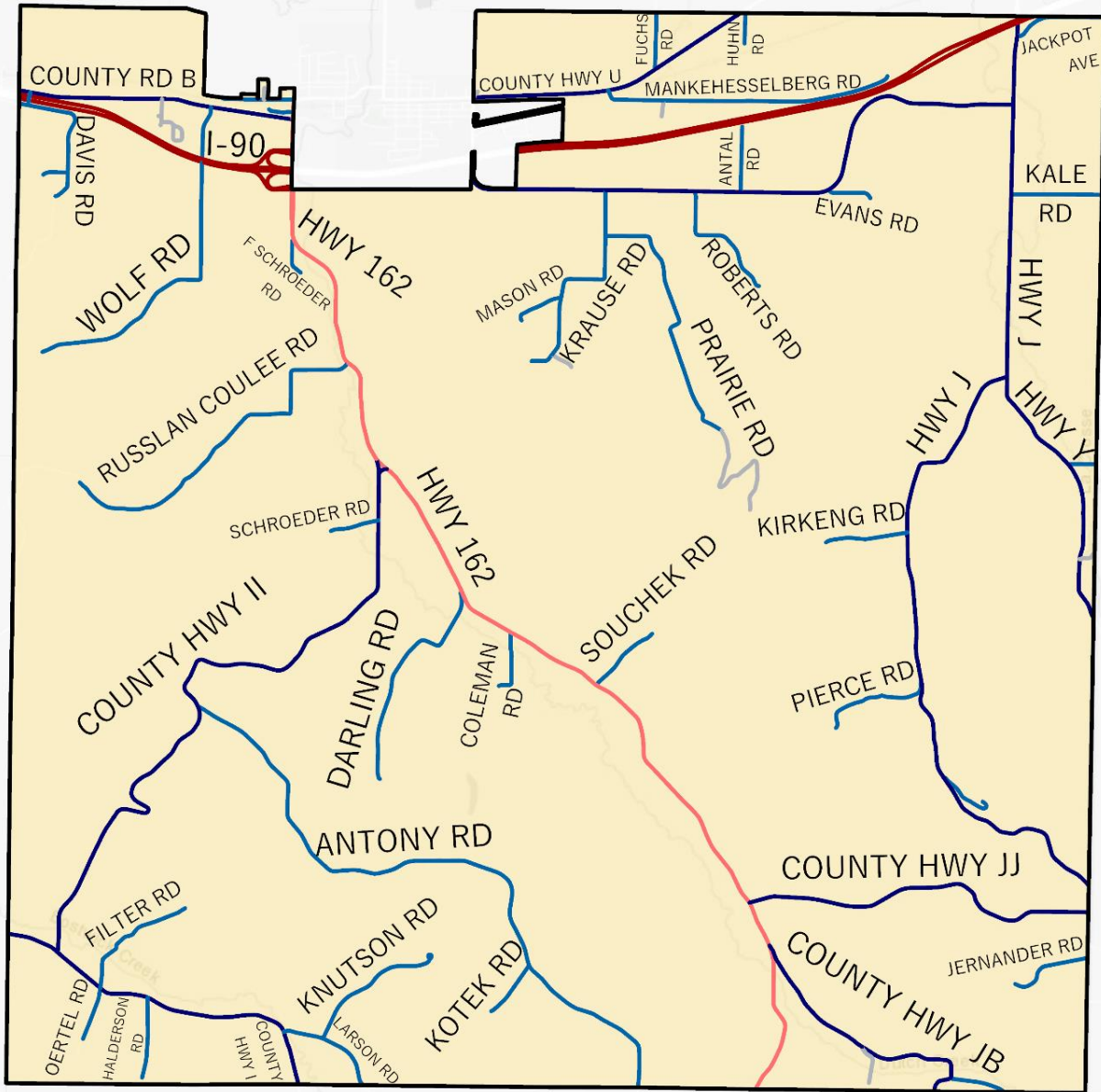


### Legend

- La Crosse River State Trail
- State Roads
- Rivers
- 🏛️ Cemeteries
- 🏛️ Town Hall



# Map 1.7 Roads Town of Bangor

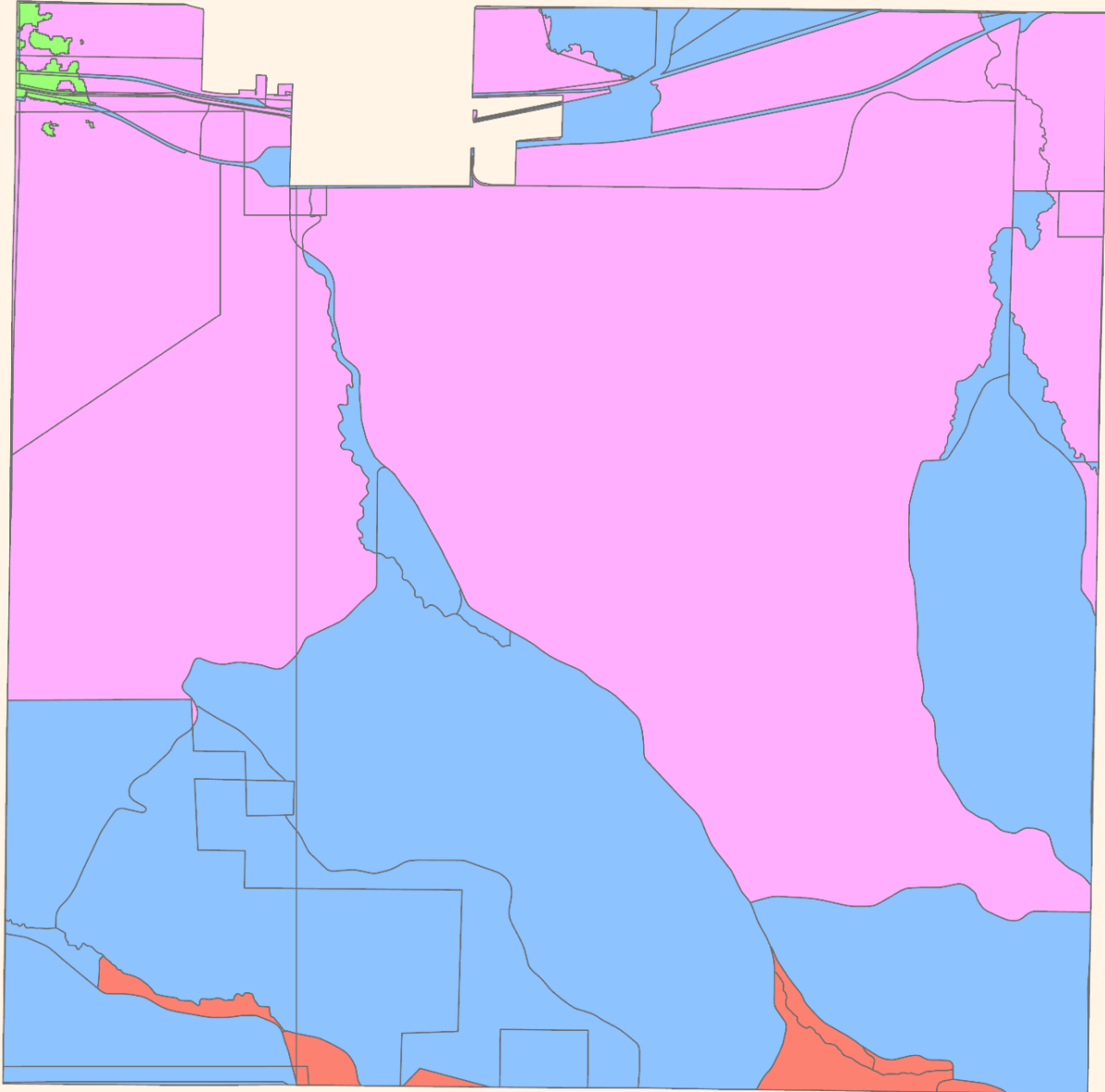


## Road Type

- County
- Municipal
- Private
- State
- Federal







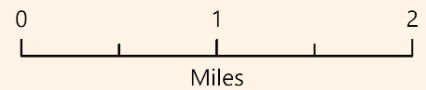
Map 1.8  
**Common Internet Service Providers**  
Town of Bangor



**Legend**

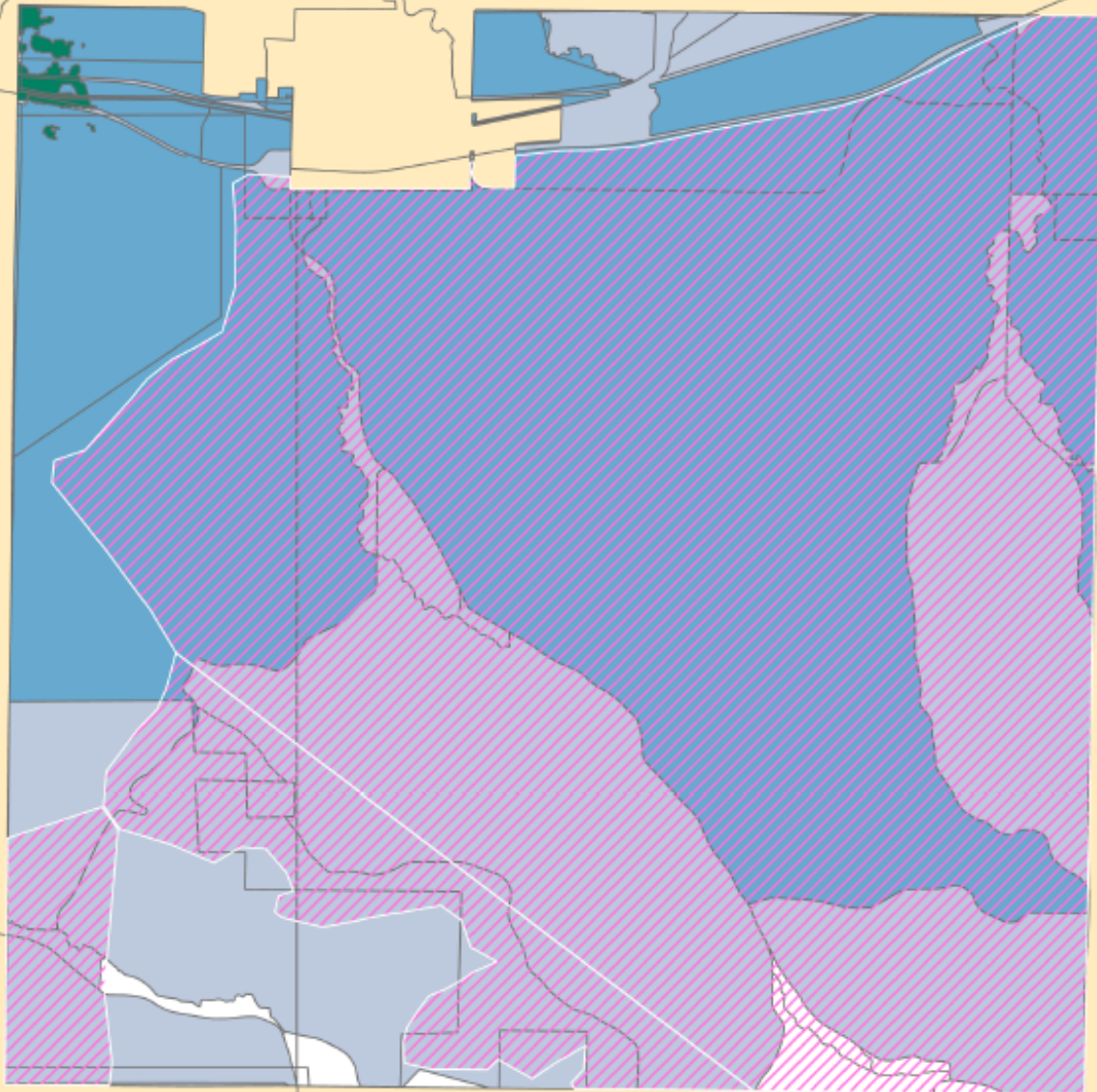


-  Bug Tussel Wireless
-  US Cellular
-  T-Mobile and US Cellular
-  None Available





# Map 1.9 Maximum Internet Download Speed Town of Bangor



0 0.5 1 2 Miles

## Download Speeds (Mb/s)



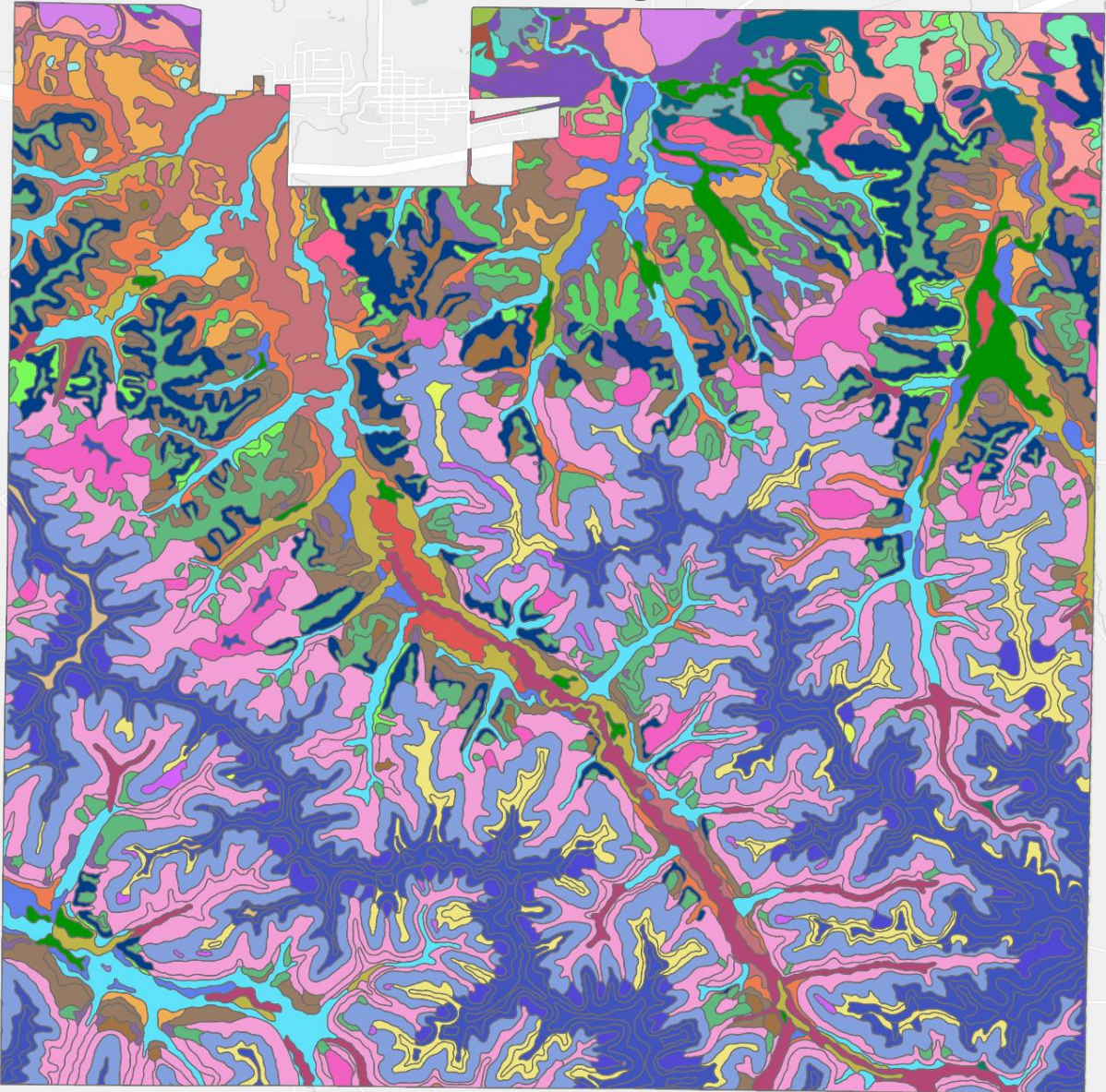
- Up to 1000\*
- 60
- 25

- 2
- None Available



\* Coverage is part of 1 Gb/s Fiber offered by Coon Valley Farmer's Telephone Co.

# Map 1.10 Soil Types Town of Bangor

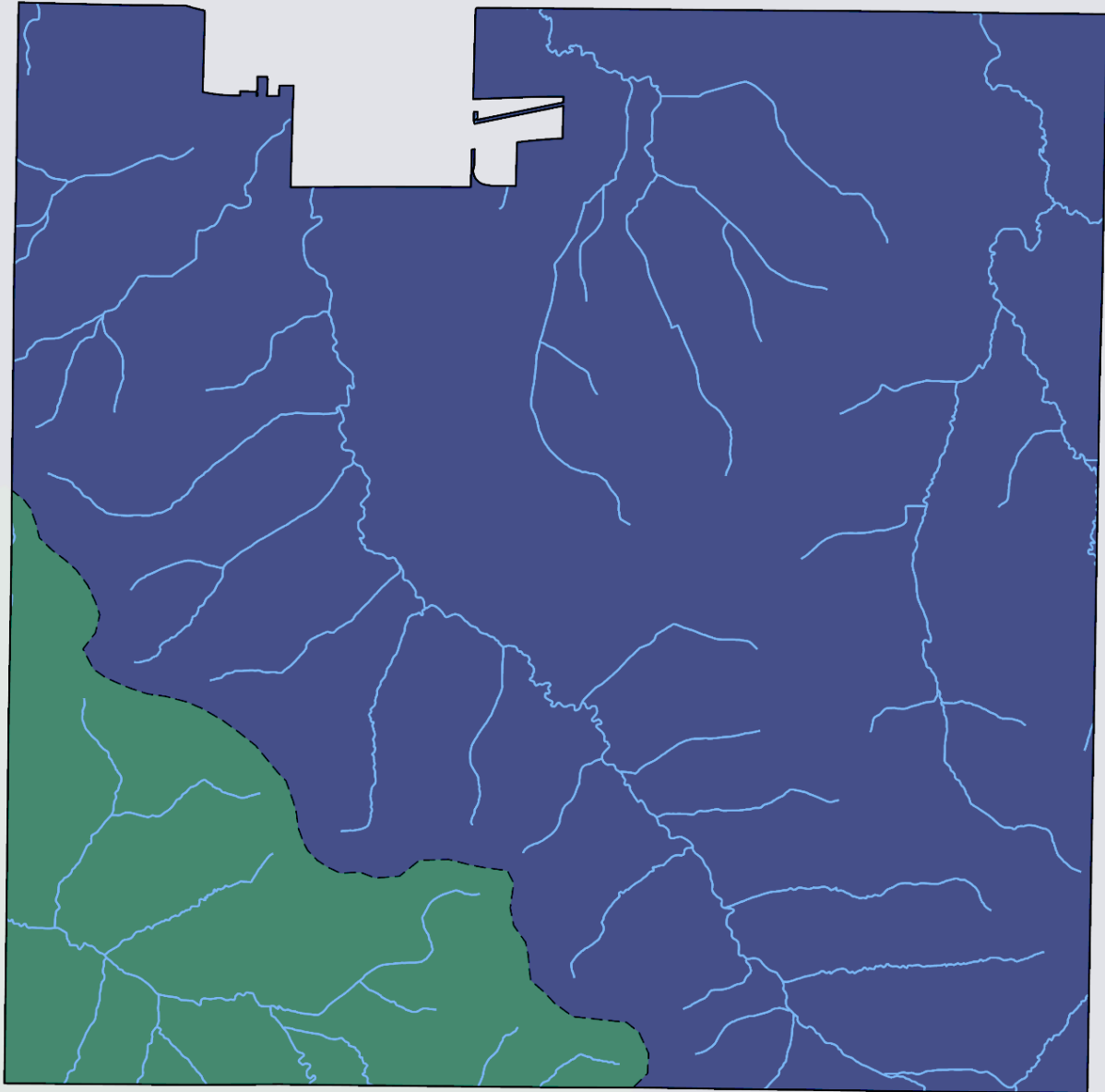


## Legend

- |                                      |   |                                   |                            |                            |                               |
|--------------------------------------|---|-----------------------------------|----------------------------|----------------------------|-------------------------------|
| ■ Absco loamy sand                   | ■ Bilmod sandy loam                         | ■ Council-Elevasil-Norden complex | ■ Greenridge silt loam     | ■ Merit silt loam          | ■ Timula silt loam            |
| ■ Adder muck                         | ■ Bilson sandy loam                         | ■ Dorerton                        | ■ Hixton silt loam         | ■ Mindoro sand             | ■ Tint sand                   |
| ■ Arenzville silt loam               | ■ Boone sand                                | ■ Elbaville silt loam             | ■ Hoop sandy loam          | ■ Newlang muck             | ■ Tintson sand                |
| ■ Barremills silt loam               | ■ Boone-Tarr sands                          | ■ Elevasil sandy loam             | ■ Impact sand              | ■ Norden silt loam         | ■ Toddville silt loam         |
| ■ Bearpen silt loam                  | ■ Brinkman silt loam                        | ■ Ettrick silt loam               | ■ Kickapoo fine sandy loam | ■ Orion silt loam          | ■ Udorthents and Udipsamments |
| ■ Beavercreek cobbly fine sandy loam | ■ Brodale-Bellechester-Rock outcrop complex | ■ Festina silt loam               | ■ Lambeau silt loam        | ■ Palms and Houghton mucks | ■ Valton silt loam            |
|                                      | ■ Churchtown silt loam                      | ■ Gaphill-Rockbluff complex       | ■ Lamoille silt loam       | ■ Pits                     | ■ Water                       |
|                                      | ■ Council fine sandy loam                   | ■ Gosil loamy sand                | ■ Majik loamy fine sand    | ■ Seaton silt loam         | ■ <all other values>          |
|                                      |   |                                   | ■ Merimod silt loam        | ■ Tarr sand                |                               |



Map 1.11  
**Watersheds**  
Town of Bangor



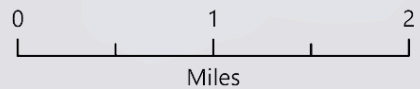
Legend

Watersheds

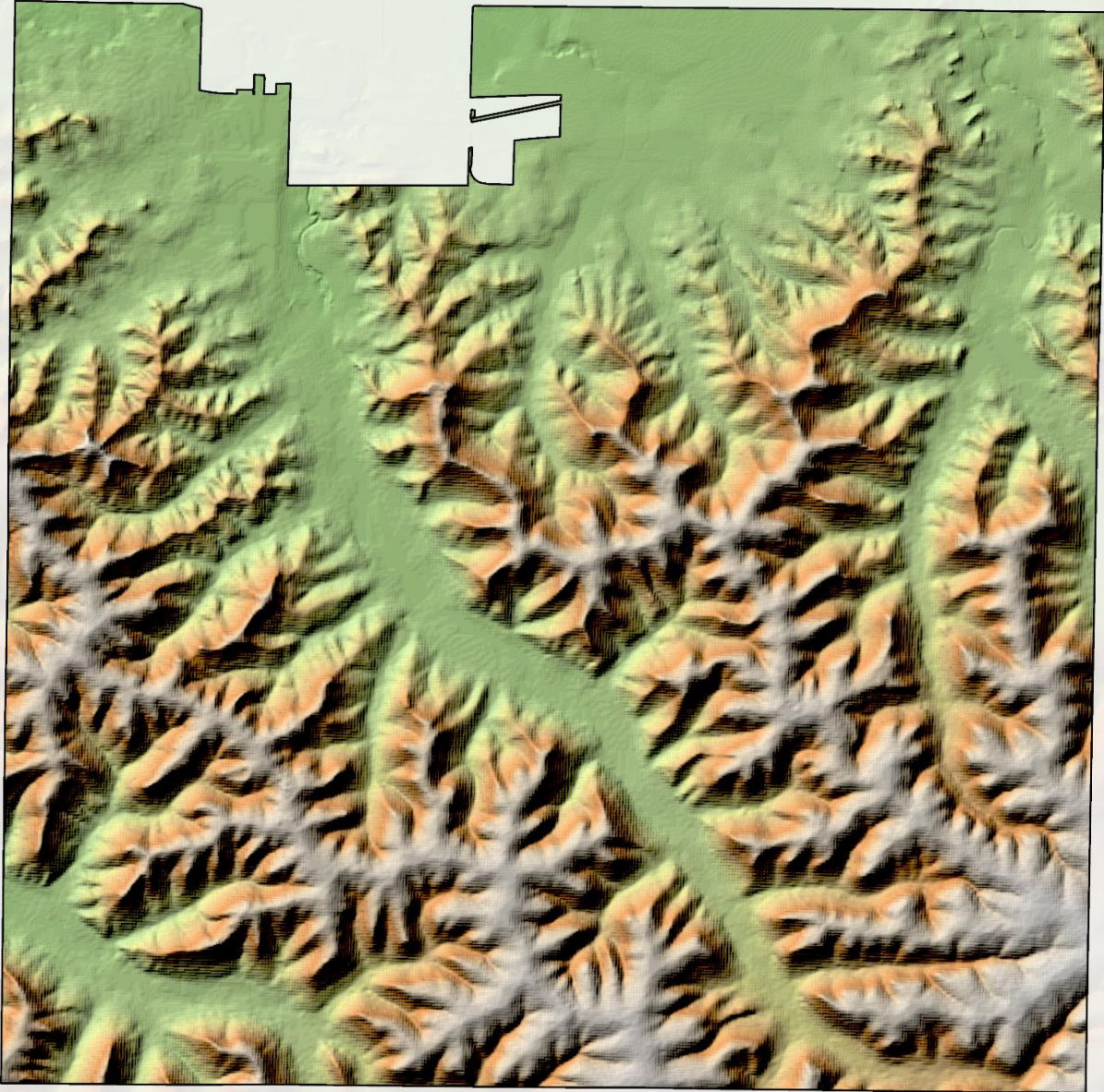
■ Little La Crosse River

■ Lower La Crosse River

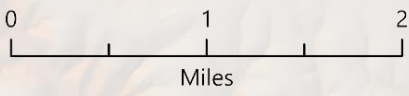
— Rivers



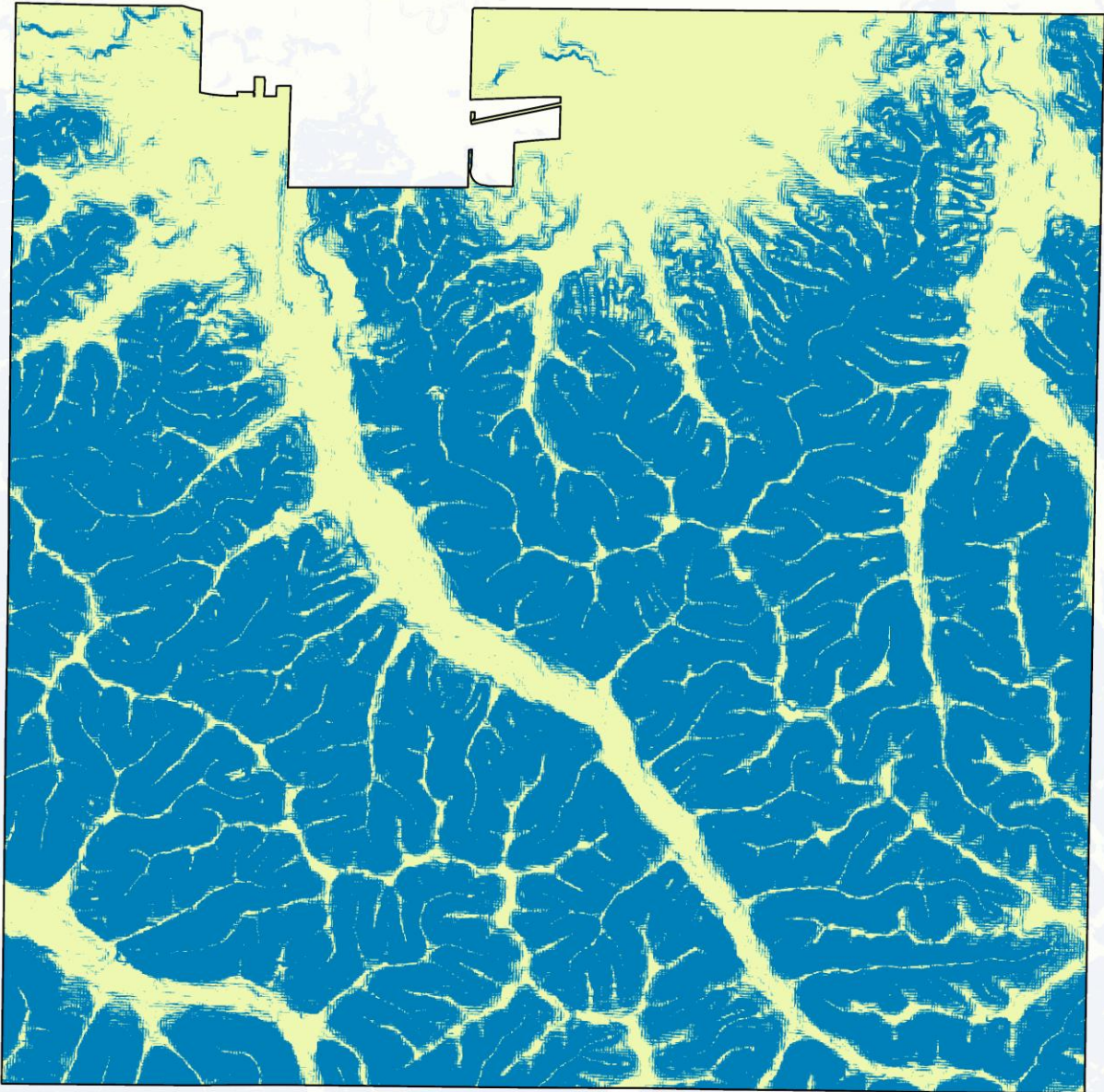
Map 1.12  
**Shaded Relief**  
Town of Bangor



Elevation (ft)



Map 1.13  
**Percent Slope**  
Town of Bangor



Legend

- 0% to 20%
- 21% to 30%
- Over 30%



# Appendices

## Appendix A – Municipal Survey Results

We developed the survey for the town of Bangor with the hope of soliciting a significant number of responses. The survey was distributed with tax bills, posted in public places, and distributed to the committee. That said, we only received 13 responses. To make any blanket statements about the community would be inappropriate based on the limited number of responses.

Bangor was clearly identified as an agricultural community with an emphasis on its rural characteristics. The respondents felt zoning should preserve this agricultural heritage. While housing density did score high on issues that should be addressed, reading the rest of the survey suggests that the goal here was to preserve lower density rather than compressed neighborhood or urban Development.

This rural feel was also apparent in the transportation responses where there was little interest in public transportation, new roads, sidewalks, or trails being developed. The respondents did support maintenance of the existing roads and snow removal.

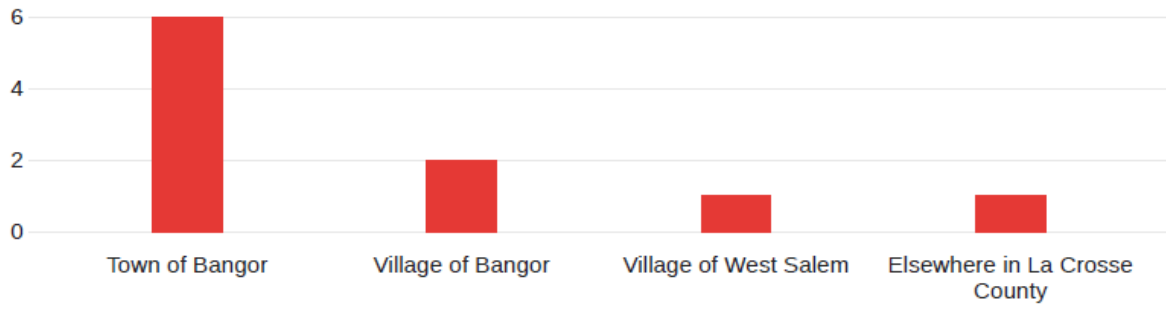
One observation; when addressing seniors, there was support for more dense affordable housing and more public transit options.

Finally, in the most useful section of this survey, we asked an open-ended question about Big Ideas for the town of Bangor. Again, less development, less taxes, more data, rural character, small farms, and limited growth were the clear goals of those who did respond. There were also a few requests for better communication on issues and an interest in wayfinding systems like signs and maps for the township. The residents of Bangor like the community as is and are willing to work to keep it that way.

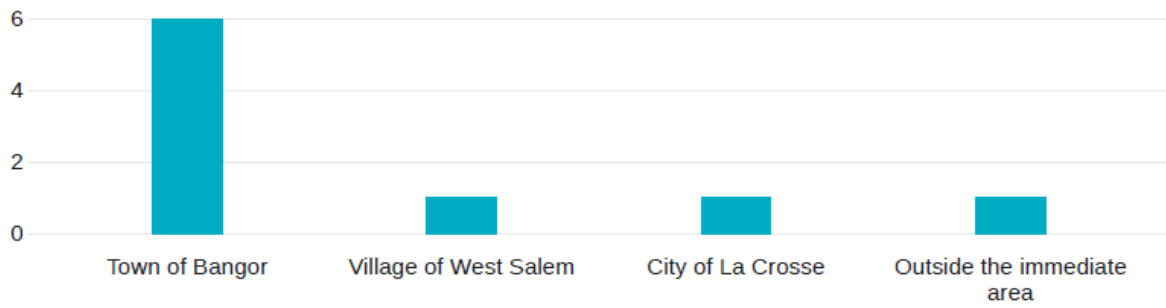
# Town of Bangor Survey Results



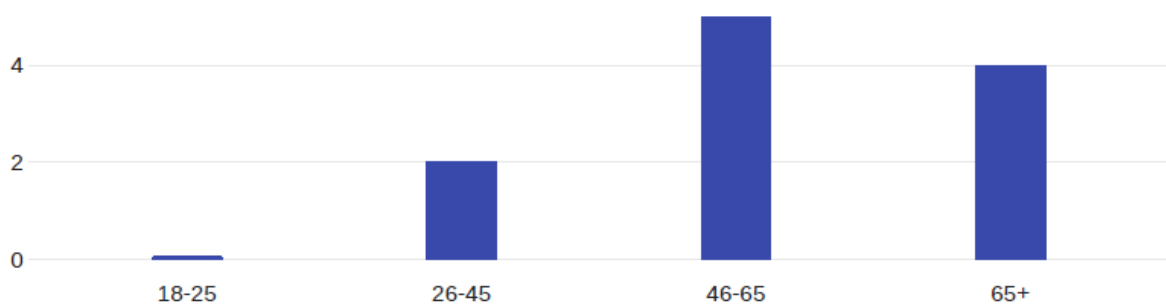
Indicate the Town, Village, or City where you live.



Indicate the Town, Village, or City where you work.

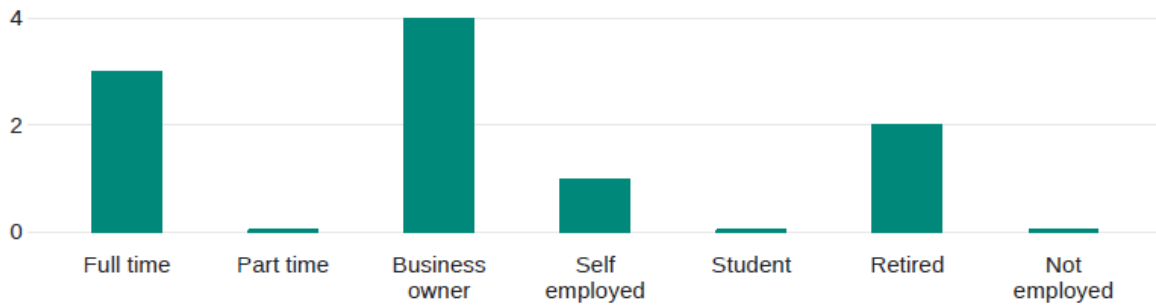


Please indicate your age bracket:

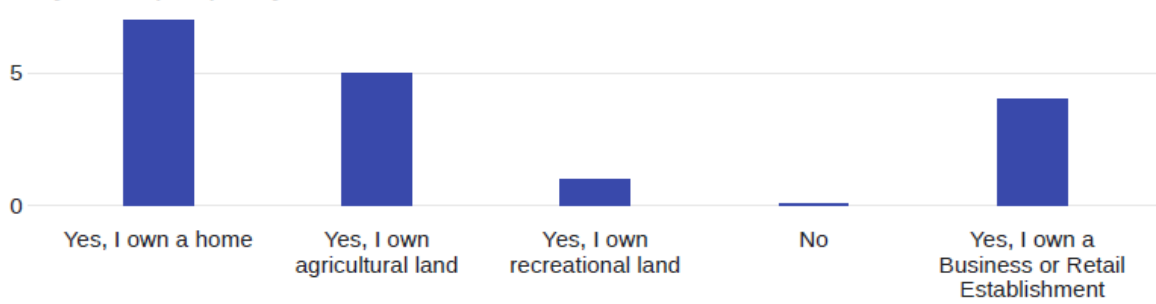




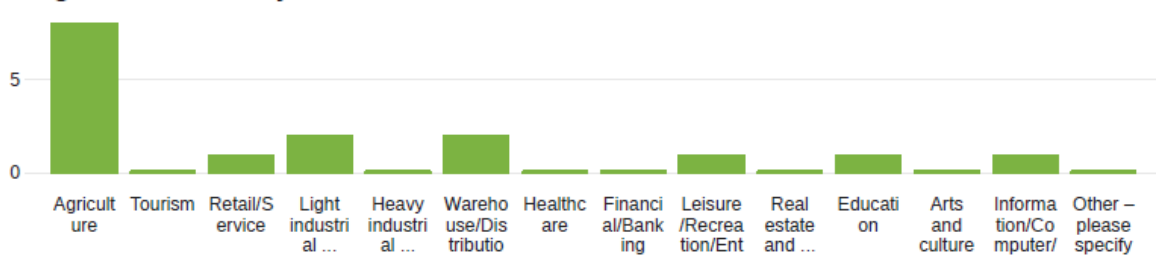
### What is the status of your employment?



### Are you a property owner in the area?



### Which of the following business sectors do you feel fit the Town of Bangor community best?



## What types of new businesses do you believe would fit the character of the Town of Bangor or that you would like to have in the area?

What types of new businesses do you believe would fit the character of the Town of Bangor or that you would like to have in the area?

Hardware store

Farm related

Warehousing at Exit 15, but protect the creek on the east side of that site, Lite industrial along 162, tourism anywhere it is beautiful here,

Small family run out of the house businesses

farms

Dining

## Please rate the importance of these qualities to the Town of Bangor's community...

Field	Mean	Responses
Agriculture	4.00	8
Rural character	4.00	8
Business support	3.63	8
Natural resources	3.25	8
Community engagement	3.13	8
Education	3.13	8
Healthcare	3.00	8
Job opportunities	3.00	8
Recreational opportunities	2.63	8
Affordable housing	2.43	7
Economic opportunities	2.29	7
Other – please specify	0.00	0

Rate the priority you feel these issues should be addressed with by the Town...

Field	Mean	Responses
Zoning	4.50	8
Agriculture	4.25	8
Housing development	4.00	8
Cost of living	3.88	8
Roads (maintenance of existing roads)	3.88	8
Education (quality, access, etc.)	3.63	8
Infrastructure	3.63	8
Internet access	3.38	8
Roads (new construction)	3.38	8
Community engagement	3.13	8
Employment and jobs	3.13	8
Recreation and tourism	2.38	8
Business development	2.38	8
Healthcare	2.14	7
Other – please specify	0.00	0

Rate the priority you feel these housing issues should be addressed...

Field	Mean	Responses
Density of housing units	4.50	8
Zoning	4.43	7
Accessory dwelling units (additional housing unit on property)	3.57	7
Housing in rural areas	3.29	7
Affordability	3.13	8
Proximity of housing to schools, services, retail, etc.	2.88	8
Proximity of housing to recreational areas	2.25	8
Other – please specify	0.00	0

### Rate the priority you feel these issues relating to roads and trails...

Field	Mean	Responses
Federal roads	3.50	8
County roads	3.50	8
Town roads	3.50	8
Seasonal maintenance (snow removal, pothole repair, etc.)	3.38	8
State roads	3.38	8
Traffic controls	3.13	8
Stormwater and sewer	2.75	8
Sidewalks	2.13	8
Bike/Pedestrian Trails	1.88	8
Other – please specify	0.00	0

### Rate the priority you feel these public transportation issues should be addressed...

Field	Mean	Responses
ADRC	2.88	8
Ride sharing	2.50	8
Bus services	2.38	8
Taxi/Ride Hailing	2.13	8
Other – please specify	0.00	0

## How do you rate the following services and facilities in the Town of Bangor...

Field	Mean	Responses
Internet access	4.38	8
Snow removal	4.38	8
Town Hall building	4.25	8
Town government	4.13	8
Waste management	4.13	8
Fire rescue	4.00	8
Road maintenance	3.88	8
Stormwater management	3.75	8
Ambulance	3.75	8
Cell service	3.63	8

## Rate the priority you feel these issues relating to natural resources should be addressed...

Field	Mean	Responses
Wildlife and game	3.75	8
Protection and maintenance of cultural and historic landmarks	3.50	8
Protection of wetlands	3.50	8
Protection of lakes, rivers, and waterways	3.50	8
Protection of forests	3.13	8
Public land and conservancies	3.13	8
Maintenance or quality of county or community parks	2.75	8
Maintenance or quality of state parks	2.38	8

## Rate the priority you feel these topics regarding renewable energy...

Field	Mean	Responses
Agriculture pollution prevention	3.75	8
Water use	2.75	8
Distribution (ex: power lines)	2.75	8
Wind and solar energy	2.38	8
Hydroelectric systems	2.25	8
Carbon emissions	1.88	8
Climate change	1.88	8

# What Big Idea Do You have for Bangor!

What "Big Idea" do you believe would benefit the Town of Bangor? - Video Transcript

---

lowering taxes.

Well, in my opinion, no big ideas or the biggest idea that the town of Bangor can have is to keep taxation affordable for its current residents. Um to disassociate themselves with government aid and government direction. Uh that comes along with that aid um keeping affordability and the citizens that you currently have happy and being able to afford to live where they were raised growing up or have built a life and not getting priced out of it because there's a big idea that will change the direction of the township. Hopefully I'm on the same page with the board. Otherwise I will be voting differently. Have a good day.

Or you can type your "Big Idea" here:

---

Lowering taxes

Refraining from government aid,!! which raises taxes. Keeping the existing community's welfare and standards a priority Promote small farms and family!  
Keep large corporations, including farms, out of the township. Preserving or township not converting it is a Big Task !!!!!

The town should develop a welcome packet for all new residents. With an explanation of the crazy garbage rules and hours, what their property taxes pay for and what they do not pay for, explanation of school districts, bus routes, and who maintains the roads.

Map of village streets, uniform street signs that are easily visible, voting locations, churches

Protect and maintain rural life in the Town of Bangor. No new development, please.

Protect our land. Farmland and forest preservation is very important in sustaining the quality of our rural lifestyle. We must significantly limit industrial and residential development to designated areas.

## Appendix B – Public Participation Plan

### PUBLIC PARTICIPATION PLAN

for the Update of the Town of Bangor Comprehensive Plan 2023-2043

---

#### 1. Introduction

Section 66.1001(4)(a) of Wisconsin Statutes requires the governing body of the local government unit to adopt written procedures designed to foster public participation, including open discussions, communication programs, information services, and public meetings for which advance notice is provided, in every stage in the preparation of the updated comprehensive plan. These written procedures contained within this Public Participation Plan have been developed to meet this requirement. This Plan will guide public participation throughout the Town's Comprehensive Planning Update Process.

This Public Participation Program offers all citizens, businesses, other units of government, and other parties a range of opportunities to participate through the planning process in a meaningful way to shape the future of the Town. Effective public input is critical for the success of this planning process because it is the citizens, businesses, and other organizations that will experience the results of the objectives, policies, goals and programs of the Comprehensive Plan in the future.

The participation program is designed to be inclusive. It encourages people to participate in the process and to maximize the effectiveness of their contributions. The opportunities are open to everyone.

Our public participation process will:

- Ensure all planning decisions are open to public comment;
- Produce better planning decisions;
- Support and add credibility to all Town decision-making processes
- Provide opportunities to disseminate information about the Plan and process to all segments of the Town;
- Strengthen the relationship between our decision makers, residents, and stakeholders.

#### 2. Public Participation Methods and Opportunities

Town of Bangor has established the following list of public participation methods and opportunities.

##### a. Open Plan Commission Meetings

Plan Commission meetings scheduled during the Town of Bangor Comprehensive Plan update process will have an agenda item providing the opportunity for any public comment on or regarding the Town of Bangor Comprehensive Plan.

##### b. Review and Distribution of the Planning Documents

During the Comprehensive Plan update process the public may review and obtain copies of proposed, alternative, or amended elements of the Town's Comprehensive Plan from the Town upon request. This information may also be distributed through the Town's website.

##### c. Website

The Town will post on its website information related to the Town of Bangor Comprehensive Plan update planning process. This information may include agendas, minutes, draft plan elements, amendments, reports, maps, and photographs.



d. Written Comments

The Town will always welcome and consider written comments and will respond either in writing or by public comment during public meetings and/or through the media.

e. Meeting Notices

The Town will post meeting notices for each meeting and event in a timely manner at accessible locations, and the notices will meet the requirements for proper notification regarding purpose of meeting, date, time and location.

f. Public Hearing

The Comprehensive Planning Law requires local units of government to hold at least one (1) formal public hearing with a Class 2 public notice prior to adoption of a revised Comprehensive Plan resolution or ordinance. Prior to adoption of the revised Comprehensive Plan, the Town will conduct this required public hearing.

g. Plan Recommendation Resolution

The Plan Commission or other body of the Town that is authorized to amend the Town of Bangor Comprehensive Plan may recommend the adoption or amendment of the Comprehensive Plan only by adopting a resolution by a majority vote of the entire commission or other body. The vote shall be recorded in the official minutes of the committee or other body. The resolution shall refer to maps and other descriptive material that relate to one or more elements of a comprehensive plan. Upon adoption of the plan amendment, the Plan and its resolution shall be distributed by the Town to recipients listed in Section 66.1001(4)(b) of the Wisconsin Statutes.

h. Plan Adoption by Ordinance

No comprehensive plan that is recommended for adoption or amendment may take effect until the Town Board enacts an ordinance that adopts the comprehensive plan or amendment. Upon adoption of this ordinance, it shall be filed with all the entities specified in Section 66.1001(4)(b) of the Statutes.

i. Other

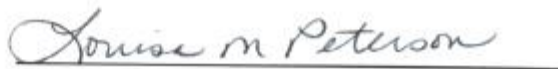
Planning is a continuous process that does not end with the adoption of a Comprehensive Plan. Since new issues and unforeseen circumstances will always arise the Town may amend its Comprehensive Plan with proper public input and in accordance with Town policies and State Statutes at any time.

**3. Adoption**

Town of Bangor adopted this Public Participation Plan on this 16 day of October, 2023.



Town of Bangor Board Chair



Town of Bangor Clerk

## Appendix C – Ordinance to Adopt the Plan

### Ordinance to Adopt the Town of Bangor Comprehensive Plan 2023-2043

Town of Bangor, La Crosse County

Ordinance Number 2024-01

The Town Board of the Town of Bangor, Wisconsin, ordains as follows:

Section 1. Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the Town of Bangor is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Bangor, Wisconsin, has adopted procedures to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes, and has directed the planning advisory committee to oversee the update of the comprehensive plan.

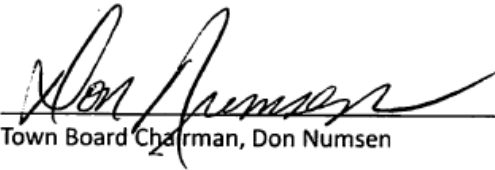
Section 3. The Town has held public hearings on this ordinance on November 20, 2023, December 18, 2023 and January 15, 2024 in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 4. The Town Board of the Town of Bangor, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Town of Bangor Comprehensive Plan 2023-2043," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 5. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and posting as required by law.

Adopted this 19th day of February, 2024

Signed:



Town Board Chairman, Don Numsen

Attest:



Town Clerk, Louisa Peterson