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Report

Gap Analysis

**Town of Wood River
Burnett County, Wisconsin**

June 2008

Town of Wood River, Burnett County, Wisconsin

Analysis of 2001 Long Range Land Use Plan and Supplementary Information for Compliance with Wisconsin Statute 66.1001

Introduction

Wisconsin's Comprehensive Planning law, Wisconsin Statute 66.1001, was signed into law in October, 1999. It is assumed that the Long Range Land Use Plan for the Town of Daniels, Town of Grantsburg, Town of Lincoln, Town of West Marshland and Town of Wood River was adopted by the Town Board some time in 2001. In addition, the Town of Wood River has conducted an additional public survey in 2007 and the town Plan Commission has been working to develop a compliant Comprehensive Plan. Although the Long Range Land Use Plan was not developed under Wis. Stat. 66.1001, there is information contained within the document that resembles the overall intent of the law and provides guidance for the town's future. However, the comprehensive planning law identifies specific content requirements for a comprehensive plan which were not allowed for in the development of the existing Long Rang Land Use Plan.

According to the comprehensive planning law, a comprehensive plan shall contain at least all of the following elements:

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

Within each of the above elements are content, mapping, and information requirements specified by statute. Statutes do allow for discretion in document format and many of the content requirements specified in the statute are open to interpretation.

The following analysis is not a qualitative assessment of the current Long Range Land Use Plan. This gap analysis examines the text, tables, and maps found within the document and compares it to 66.1001 requirements. The analysis is separated into the nine elements required by 66.1001 and the statutory language for each element is included.

Gap Analysis Findings

Findings from the gap analysis are presented as follows:

- ♦ Components within the town's current Long Range Land Use Plan that meet the Wisconsin comprehensive planning law are identified.
- ♦ All remaining components of statute 66.1001 are considered missing and therefore not in compliance with 66.1001 and are indicated.

1. Issues and Opportunities Element

Wisconsin Statute 66.1001(2)(a): Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.

Items Completed per 66.1001

- ♦ All of the trends and forecasts use 2000 census data. However, trends and forecasts only go to 2020 (12 years) and they must span 20 years. Therefore, trends and forecasts must be updated to incorporate newer information.
- ♦ Objectives, Policies, Goals, Programs (these may need to be updated as some may have completed since 2001).
- ♦ Population projections (update?)
- ♦ Demographic trends (update?)
- ♦ Age distribution (update?)
- ♦ Housing forecasts (update?)

Missing Components

- ♦ Background information on the local unit of government – structure, land use controls, etc.
- ♦ Employment forecasts
- ♦ Income levels
- ♦ Educational attainment.
- ♦ Employment characteristics.

2. Housing Element

Wisconsin Statute 66.1001(2)(b): A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

Items Completed per 66.1001

- ◆ Assessment of structural, age, value, and occupancy characteristics (incomplete).

Missing Components

- ◆ Goals, objectives, policies, goals and programs
- ◆ Maps
- ◆ Housing trends and forecasts.
- ◆ Policies and programs that promote the development of housing for residents including:
 - ▶ Providing a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs,
 - ▶ Promoting the availability of land for the development or redevelopment of low-income and moderate-income housing, and
 - ▶ Maintaining or rehabilitating the existing housing stock.

3. Transportation Element

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Wisconsin Statute 66.1001(2)(c): A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

Items Completed per 66.1001

- ♦ Goals and activities (update?)
- ♦ Transportation Maps from 1996 (update?)
- ♦ Discussion on any applicable state, regional, or other transportation plans that are applicable in the town. (update?)
- ♦ Descriptions of planned transportation improvements. (update?)
- ♦ Summary of existing road system and functional/jurisdictional classifications (update)

Missing Components

- ♦ Objectives, policies and programs
- ♦ Need to update transportation projects information.
- ♦ A listing of current transportation programs.
- ♦ Need to include discussion on transit, transportation systems for persons with disabilities, trucking, and water transportation.
- ♦ Need comparison of local goals, objectives, policies, and programs in alignment with state and regional transportation plans.
- ♦ Descriptions of air service and freight rail service.
- ♦ Goals and objectives.
- ♦ Transportation needs and recommendations (consistent with policies).
- ♦ Discussion on transportation systems bicycles and walking.

4. Utilities and Community Facilities Element

Wisconsin Statute 66.1001(2)(d): A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

Items Completed per 66.1001

- ♦ N/A

Missing Components

- ♦ Goals, objectives, policies, and programs.
- ♦ Descriptions of all facilities and services including a summary including location, use, capacity, and needs/recommendations.
- ♦ Summary of public and quasi public buildings including location, use, capacity, and needs/recommendations.
- ♦ Need to ensure that a timetable reflecting needs and recommendation for listed facilities and services is provided.
- ♦ Need to include a discussion on stormwater management, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities, and libraries.
- ♦ Summary of the following including location, use, capacity, and needs/recommendations:
 - Administrative facilities and services.
 - Educational facilities.
 - Solid waste disposal/recycling.
 - Police, fire, EMS.
 - Park and recreation.
 - Wastewater treatment and water supply.
- ♦ Community facilities and services map.

5. Agricultural, Natural and Cultural Resources Element

Wisconsin Statute 66.1001(2)(e): A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

Items Completed per 66.1001

- ♦ Goals and activities (update?)
- ♦ Maps:
 - Land cover
 - Water feature map including floodplains, and surface water
 - Public Lands

Missing Components

- ♦ Objectives, policies and programs.
- ♦ Descriptions of the following:
 - Topography
 - Soils, prime soils
 - Vegetation types
 - Wildlife and fisheries
 - Update natural areas, natural communities
 - Historic and cultural sites
 - Threatened and endangered species
- ♦ Need to include a discussion on groundwater, forests, floodplains, metallic and nonmetallic mineral resources, open spaces, and community design.
- ♦ Descriptions of the following:
 - Watersheds and sub-watersheds
 - Surface water features, creeks
 - Wetlands
 - Environmental corridors/sensitive areas
- ♦ Community design Goals, Objectives and Policies.
- ♦ Maps:
 - Agricultural soils
 - Water feature map including wetlands, state and county floodplains.

6. Economic Development Element

Wisconsin Statute 66.1001(2)(f): A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

Items Completed per 66.1001

- ♦ N/A

Missing Components

- ♦ Objectives, policies, goals and programs.
- ♦ Analysis of the labor force and economic base.
- ♦ All economic trends and forecasts to include 2000 census data or newer information.
- ♦ Identify county, regional and state economic development programs that apply to the local governmental unit.
- ♦ Assessment of categories or particular types of new businesses and industries that are desired by the town.
- ♦ Assessment of the town's strengths and weaknesses with respect to attracting and retaining businesses and industries.
- ♦ Discussion on the designation of an adequate number of sites for businesses and industries.
- ♦ Discussion on the use of environmentally contaminated sites for commercial or industrial uses.

7. Intergovernmental Cooperation Element

Wisconsin Statute 66.1001(2)(g): A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309 (note: previously, s. 66.30, 66.023, or 66.945). The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

Items Completed per 66.1001

- ♦ Goals and activities (update?)

Missing Components

- ♦ Policies and programs.
- ♦ Extraterritorial Jurisdiction map
- ♦ Discussion on siting and building public facilities and sharing public services.
- ♦ List any existing intergovernmental plans or agreements.
- ♦ Identification of existing or potential conflicts between the town and other governmental units and a description of how to resolve such conflicts.
- ♦ Discussion on intergovernmental coordination and actions with Burnett County and neighboring towns.
- ♦ Analysis of the relationship of the town to school districts and adjacent local governmental units, to the region, state, and other governmental units.

8. Land Use Element

Wisconsin Statute 66.1001(2)(h): A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

Items Completed per 66.1001

- ♦ Goals and activities (update?)
- ♦ Existing land use inventory and analysis including calculations (update?)
- ♦ Existing land use map (update?)
- ♦ Summary of land use trends (update).

Missing Components

- ♦ Objectives and policies
- ♦ Local land use programs.
- ♦ Description of land and resource protection programs
- ♦ Update existing land use map and calculations based on available information.
- ♦ Discussion on opportunities for redevelopment.
- ♦ Preferred land use map, management area descriptions, and acreage calculations.
- ♦ Analyze trends in the supply, demand, and price of land.
- ♦ Land use projections for residential, agricultural, commercial, and industrial land in five year increments.
- ♦ Existing and potential land use conflicts.

9. Implementation Element

Wisconsin Statute 66.1001(2)(i): A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

Items Completed per 66.1001

- ♦ Goals and activities (must be sequenced)
- ♦ Description of how to amend/update the Comprehensive Plan.

Missing Components

- ♦ Existing zoning map.
- ♦ Discussion on official mapping.
- ♦ Proposed zoning revisions
- ♦ Proposed ordinance revisions/development (i.e.: right-to-farm, driveway, and design review)
- ♦ Proposed land division ordinance development.
- ♦ Review of voluntary implementation tools or programs and other implementation tools including purchase of development rights, transfer of development rights, cluster development, etc.
- ♦ Description of how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan.
- ♦ A sequence of specific actions to be taken.
- ♦ Mechanism to measure the Town's progress toward achieving all aspects of the comprehensive plan.

Public Participation and Plan Adoption

A public participation process was used in the development of a recent Town of Wood River Survey (completed 10/26/07). This survey is consistent with the comprehensive plan requirements under State Statute 66.1001. The statute does not require a specific number of meetings, however at least one public hearing is required. The statute also requires that a public participation plan be adopted which details how the public will be informed and involved in the planning process. The Town of Wood River has developed a Public Participation which is consistent with the comprehensive plan requirements under State Statute 66.1001. The statute also details the necessary adoption requirements of a comprehensive plan and how the plan must be distributed to interested parties.

Additional Information Not Required by Statute

The following are major items which are being developed within the current Wood River Comprehensive Plan process which are valuable, but not required under 66.1001. These items may be helpful during the development of the town's new comprehensive plan.

- ♦ Potential issues identification results from public meetings and public survey results.
- ♦ Potential economic development issue identification from meeting with area employers.
- ♦ 2007 Community survey results
- ♦ Audit comparing the 2001 and 2007 community survey