

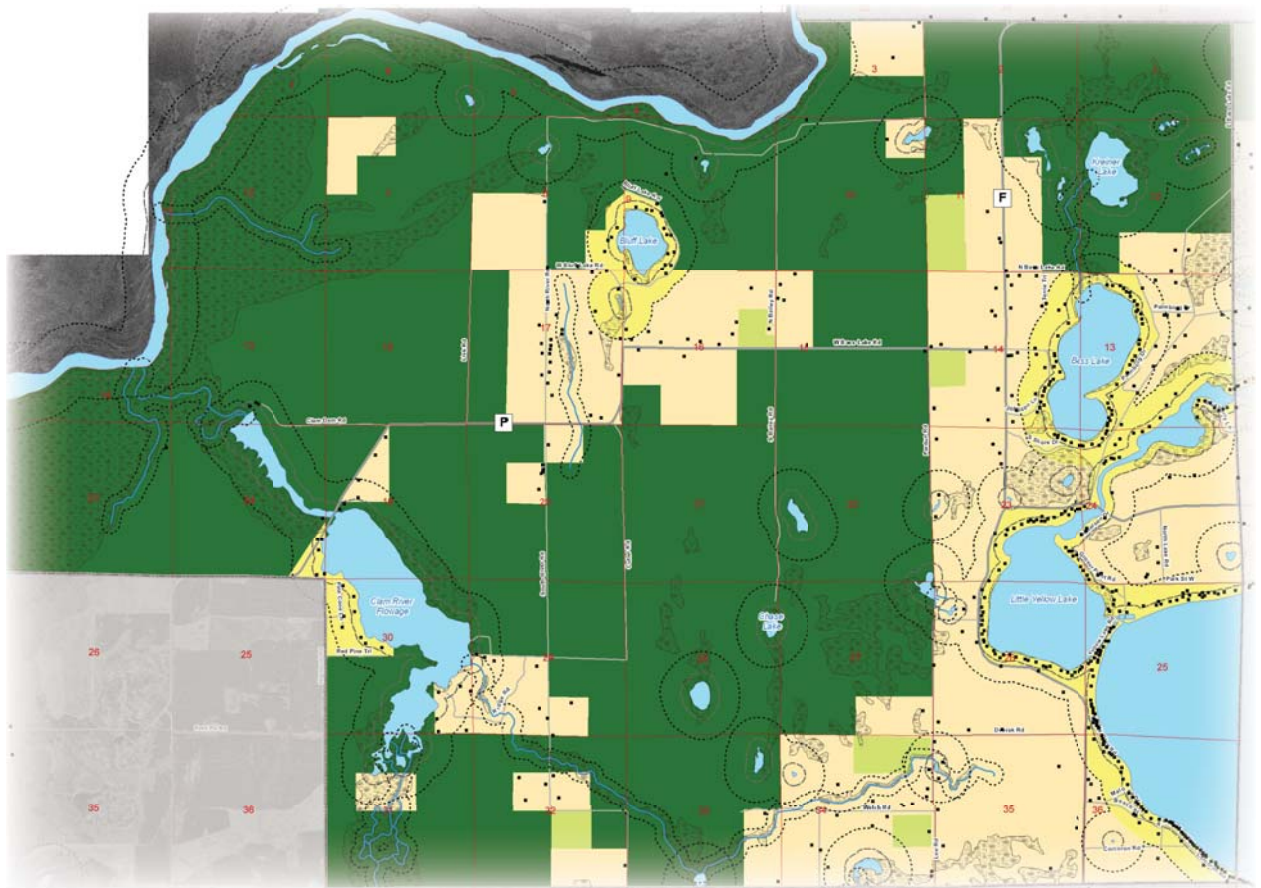


Town of Union - Year 2030 Comprehensive Plan

Town of Union
Burnett County, WI

November 2009

Recommended Draft



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Town of Union Year 2030 Comprehensive Plan

Contents

	Page
1. Issues and Opportunities	1-4
1.1 Introduction.....	1-4
1.2 Plan Summary	1-4
1.3 Town of Union Vision 2030	1-4
1.4 Comprehensive Plan Development Process and Public Participation	1-4
1.5 Town of Union Issues and Opportunities	1-4
1.6 Issues and Opportunities Policies and Recommendations	1-4
2. Population and Housing	2-4
2.1 Population and Housing Plan.....	2-4
2.2 Population Characteristics Summary	2-4
2.3 Housing Characteristics Summary.....	2-4
2.4 Population and Housing Trends and Outlook.....	2-4
2.5 Housing for All Income Levels.....	2-4
2.6 Housing for All Age Groups and Persons with Special Needs.....	2-4
2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing	2-4
2.8 Maintaining and Rehabilitating the Existing Housing Stock.....	2-4
2.9 Population and Housing Goals and Objectives.....	2-4
2.10 Population and Housing Policies and Recommendations.....	2-4
2.11 Population and Housing Programs.....	2-4
3. Transportation	3-4
3.1 Transportation Plan.....	3-4
3.2 Planned Transportation Improvements	3-4
3.3 Comparison with County, State, and Regional Transportation Plans.....	3-4
3.4 Transportation Goals and Objectives.....	3-4
3.5 Transportation Policies and Recommendations	3-4
3.6 Transportation Programs.....	3-4
4. Utilities and Community Facilities.....	4-4
4.1 Utilities and Community Facilities Plan	4-4
4.2 Planned Utility and Community Facility Improvements	4-4
4.3 Utilities and Community Facilities Goals and Objectives	4-4
4.4 Utilities and Community Facilities Policies and Recommendations	4-4
4.5 Utilities and Community Facilities Programs.....	4-4

5.	Agricultural, Natural, and Cultural Resources	5-4
5.1	Agricultural, Natural, and Cultural Resources Plan.....	5-4
5.2	Agricultural, Natural, and Cultural Resources Goals and Objectives	5-4
5.3	Agricultural, Natural, and Cultural Resources Policies and Recommendations	5-4
5.4	Agriculture, Natural, and Cultural Resources Programs	5-4
6.	Economic Development	6-4
6.1	Economic Development Plan.....	6-4
6.2	Economic Characteristics Summary	6-4
6.3	Desired Business and Industry	6-4
6.4	Sites for Business and Industrial Development	6-4
6.5	Economic Development Goals and Objectives.....	6-4
6.6	Economic Development Policies and Recommendations.....	6-4
6.7	Economic Development Programs	6-4
7.	Intergovernmental Cooperation.....	7-4
7.1	Intergovernmental Cooperation Plan	7-4
7.2	Inventory of Existing Intergovernmental Agreements	7-4
7.3	Analysis of the Relationship with School Districts and Adjacent Local Governmental Units	7-4
7.4	Intergovernmental Opportunities, Conflicts, and Resolutions.....	7-4
7.5	Intergovernmental Cooperation Goals and Objectives	7-4
7.6	Intergovernmental Cooperation Policies and Recommendations	7-4
7.7	Intergovernmental Cooperation Programs	7-4
8.	Land Use.....	8-4
8.1	Introduction.....	8-4
8.2	Existing Land Use.....	8-4
8.3	Land Ownership and Management	8-4
8.4	Projected Supply and Demand of Land Uses	8-4
8.5	Density Management - A Different Approach to Managing Development.....	8-4
8.6	Cluster/Conservation Development	8-4
8.7	Future Land Use Plan.....	8-4
8.8	Future Land Use Management Areas	8-4
8.9	Existing and Potential Land Use Conflicts	8-4
8.10	Opportunities for Redevelopment.....	8-4
8.11	Land Use Goals and Objectives	8-4
8.12	Land Use Policies and Recommendations	8-4
8.13	Land Use Programs.....	8-4
9.	Implementation.....	9-4
9.1	Action Plan.....	9-4
9.2	Status and Changes to Land Use Programs and Regulations	9-4
9.3	Non-Regulatory Land Use Management Tools	9-4
9.4	Comprehensive Plan Amendments and Updates	9-4
9.5	Integration and Consistency of Planning Elements	9-4

9.6	Measurement of Plan Progress.....	9-4
9.7	Implementation Goals and Objectives	9-4
9.8	Implementation Policies and Recommendations	9-4
Appendix A.....		9-4

Tables

Table 1-1	Issues and Opportunities Identification Town of Union	1-4
Table 2-1	Population Counts, Burnett County, 1970-2008	2-4
Table 2-2	Housing Supply, Occupancy, and Tenure, Town of Union, 1990 and 2000.....	2-4
Table 2-3	Housing Supply, Occupancy, and Tenure, Burnett County, 1990 and 2000	2-4
Table 6-1	Educational Attainment of Persons Age 25 and Over, Burnett County and Town of Union, 2000	6-4
Table 6-2	Employment by Industry, Town of Union and Burnett County, 2000.....	6-4
Table 6-3	Employment by Occupation, Town of Union, Burnett County, and Wisconsin, 2000	6-4
Table 8-1	Existing Land Use, Town of Union, 2008.....	8-4
Table 8-2	Land Ownership and Management, Town of Union 2008.....	8-4
Table 8-3	Projected Land Use Demand (acres) Town of Union 2008-2030	8-4
Table 8-4	Land Supply and Demand Comparison Town of Union.....	8-4
Table 8-5	Future Land Use, Town of Union 2030	8-4
Table 9-1	Zoning, Town of Union.....	9-4

Figures

Figure 2-1	Population, Town of Union, 1970-2008	2-4
Figure 2-2	Comparative Population Forecast, 2000-2030 Town of Union Population Forecasts	2-4
Figure 2-3	Units in Structure, Town of Union, 2000	2-4
Figure 2-4	Comparative Housing Unit Forecast, 2000-2030	2-4
Figure 8-1	Existing Land Use, Town of Union, 2008	8-4
Figure 8-2	Future Land Use, Town of Union 2030	8-4
Figure 9-2	County Zoning Coordination Evaluation Criteria.....	9-4
Figure 9-3	Burnett County Comprehensive Planning County/Local Coordinated Decision Making Process.....	9-4
Figure 9-4	Typical Site Design Example.....	9-4

Maps

Map 4-1	Community Facilities and Services.....	4-4
Map 4-2	Planned Community Facility and Transportation Improvements	4-4
Map 8-1	Existing Land Use	8-4
Map 8-2	Future Land Use	8-4

Map 9-1 Existing Land Use Regulations	9-4
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Appendices

Public Participation Plan and Survey Results
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Appendix A

Element Abbreviations

IO	Issues and Opportunities
H	Population and Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

1. Issues and Opportunities

1.1 Introduction

The Town of Union is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the town's history and its vision for the future is essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Union Year 2030 Comprehensive Plan* will guide community decision making in the Town of Union for the next 20 to 25 years. The town's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the town's decision making process as expressed by goals, objectives, policies, and recommendations. The *Inventory and Trends Report* is the second component of the comprehensive plan and contains all of the background data for Burnett County and the Town of Union. Both documents follow the same basic structure by addressing nine comprehensive planning elements in chapters one through nine:

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

Burnett County began a multi-jurisdictional planning effort in 2008 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The Town of Union joined Burnett County in this effort along with 10 other towns, and two villages for a total of 14 participating units of government. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *Town of Union Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, villages, towns, and villages) to adopt a comprehensive plan by the year 2010 if they

wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

The Town of Union developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, trends and forecasts, and the overall goals of the community.

1.2 Plan Summary

The Town of Union is an unincorporated town in northwest Burnett County. It is situated west of the Town of Oakland and north of the Town of West Marshland and the Town of Lincoln.

With a year-round population of about 346 and a low population density, the Town of Union can best be described as rural. As is typical in Burnett County, the landscape is characterized mainly by its natural features including large tracts of wetlands and woodlands, and by its surface water which includes six named lakes. Residential development is primarily clustered around the town's water resources, with a scattering of development along the existing road network. Importantly, nearly three-quarters of homes in the Town of Union are seasonal residences. The population is expected to remain steady, with various projections projecting an increase of about one additional resident a year. Future development is also projected to remain steady, with an increase of about 12 houses per year, reflecting the popularity of vacation homes in the town. Residential housing is the primary form of projected future development.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by its comprehensive plan. Top issues and opportunities as identified by the planning committee and town citizens include the protection of natural resources and rural character, the need for improved land use planning and managing rural development regulation, and pursuing opportunities for economic development. Town of Union residents also responded to a county-wide planning process survey. The purpose of the survey was to gauge the general public's sentiment on a range of key planning-related issues, the results of which have been used as a tool to help guide and validate the plan. Appendix A includes the Town's Public Participation Plan and local survey results, while the Burnett County Plan Appendices include the county-wide results and full survey report. The strongest areas of survey consensus include the following:

- ♦ Natural beauty, recreational opportunities, and the small town atmosphere/rural lifestyle are the most important reasons people choose to live in Burnett County.
- ♦ Development density should be managed and balanced in order to preserve natural resources, agriculture, forest resources, and rural areas.
- ♦ Community services should be provided jointly by communities if money can be saved & service quality is maintained.

The Town of Union Year 2030 Comprehensive Plan sets the stage to successfully balance and achieve results based on the community's vision.

The *Town of Union Year 2030 Comprehensive Plan* sets the stage to successfully balance and achieve the desires expressed in the goals, objectives, policies and recommendations found in this document. This will be accomplished by creating an improved system in which development takes place. This will incorporate many innovative techniques involving development density and lot size management as well as creative subdivision design. Paramount in the plan is the careful placement of residential development with regard to the community's natural features and infrastructure investments. The town's plan will help achieve a desirable future by directing the most intensive development to areas that are suitable for such development. The overall intent is to preserve the features, character, and opportunity that the residents of Union enjoy today while managing the long term physical development in concert with the market forces and land use regulation that shape it. The best agricultural lands, natural resource rich areas, and areas that support outdoor recreation opportunities will be preserved as such for future generations, but will still allow development at lower densities.

1.3 Town of Union Vision 2030

The Town of Union planning committee developed a vision statement as a part of the comprehensive planning process. Based on the town's highest priority issues and opportunities, the group identified what they would like to change, create, or preserve for the future of their community. The vision statement then expresses which issues are the most important for the town to resolve and which opportunities are most important to pursue over long term.

Vision Statement

It is the year 2030, the Town of Union will have achieved 75% of our environmental goals and 50% of our economic goals.

The Town of Union's vision for the future is further expressed in its goal statements for each of the comprehensive planning elements. The town's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Housing Goals

Goal 1: Facilitate opportunities for an adequate housing supply that will meet the needs of current and future residents to have access to a full range of housing choices for all income levels, age groups, and special needs.

Goal 2: To guide new housing development into areas that can be efficiently served in a fashion that does not impact scarce natural resources.

Goal 3: Support housing development that maintains the attractiveness and rural character of the town.

Goal 4: Support the maintenance and rehabilitation of the town's existing housing stock.

Transportation Goals

Goal 1: Provide for a safe, efficient, and environmentally sound transportation system which, through its location, capacity, and design, will effectively serve the existing land use development pattern and meet anticipated transportation demand generated by existing and planned land uses.

Goal 2: Provide safe and efficient multi-modal transportation systems where appropriate.

Goal 3: Promote cooperation and coordination between state, county, villages, and towns in developing the Town transportation system.

Utilities and Community Facilities Goals

Goal 1: Support the efficiency, quality, and coordinated planning of town government, community facilities and services, and utilities.

Goal 2: Provide quality and accessible parks and recreational facilities.

Goal 3: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Goal 4: Ensure that the town's water supply has sufficient capacity, remains drinkable, and is available to meet the needs of residents, businesses, industry, and agriculture.

Goal 5: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Goal 6: Promote effective solid waste disposal and recycling services that protect the public health, natural environment, and general appearance of land use in the town.

Goal 7: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development.

Goal 8: Support access to quality health and child care facilities.

Goal 9: Ensure a level of police protection, fire protection, and emergency services that meets the needs of existing and planned future development patterns.

Goal 10: Promote quality schools and access to educational opportunities.

Agricultural, Natural, and Cultural Resources Goals

Agricultural Resources

Goal 1: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.

Goal 2: Balance the protection of farmland with the exercise of development rights.

Natural Resources

Goal 3: Encourage the efficient management of the Town's natural resources.

Goal 4: Protect and improve the quality and quantity of the town's ground and surface water.

Goal 5: Preserve the natural and scenic qualities of lakes and shorelines in the town.

Goal 6: Balance future development with the protection of natural resources.

Goal 7: Protect air quality.

Goal 8: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Goal 9: Balance future needs for the extraction of mineral resources with potential adverse impacts on the town.

Cultural Resources

Goal 10: Preserve the Northwoods character as defined by scenic beauty, a variety of landscapes, undeveloped lands, forests, water resources, wildlife, farms, rural and small town atmosphere, buildings integrated with the landscape, and enjoyment of these surroundings.

Goal 11: Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.

Goal 12: Strengthen opportunities for youth in the town including youth-oriented activities and facilities and additional job opportunities.

Economic Development Goals

Goal 1: Maintain and enhance opportunities for resource based industries dependent on rural lands and provide opportunity for compatible economic growth and development

Goal 2: Attract, retain, and expand quality businesses and industries that will improve the employment and personal income base of the Town.

Goal 3: Help provide sufficient commercial and industrial lands adjacent to public facilities and transportation services that are cost effective and environmentally compatible.

Goal 4: Support the organizational growth of economic development programs in the town and region.

Goal 5: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.

Goal 6: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Intergovernmental Cooperation Goals

Goal 1: Foster the growth of mutually beneficial intergovernmental relations between the town and other units of government, and the county.

Land Use Goals

Goal 1: Guide the efficient use of land through a unified vision of planned growth in recognition of resource limitations and town goals and objectives.

Goal 2: Plan for a desirable pattern of land use that contributes to the realization of the town's goals and objectives for the future.

Implementation Goals

Goal 1: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

Goal 2: Balance appropriate land use regulations and individual property rights with community interests and goals.

1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Union has adopted a *Public Participation and Education Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The town's adopted *Public Participation and Education Plan* is found in Appendix A.

The Burnett County comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. Please refer to Sections 1.3 through 1.5 of the *Burnett County Inventory and Trends Report* for further details on the plan development and public participation processes.

In addition to the public participation process described in the *Burnett County Inventory and Trends Report*, the process of adopting the *Town of Union Year 2030 Comprehensive Plan* included several public participation activities. These include ☒ public informational meetings, Planning Committee, Plan Commission, and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

Public Meetings

In accordance with the County planning process, Union used Plan Commission meetings, cluster meetings, and public informational meetings as part of the planning process. Union participated in six integrated cluster meetings at the county level, and held several local plan commission meetings as part plan development. Each participating community worked through a 'base package' process of meetings and local work sessions as facilitated by Foth and Burnett County. The cluster planning process provided the framework to enable each community to work through the planning process and hit key plan development benchmarks while allowing enough schedule flexibility to facilitate local, issue specific meetings.

The county also held periodic public informational meetings as part of the integrated meeting process to allow for efficient communication to the general public and ensure access to information as key points during plan development. Each public informational meeting included both county and local information and was attended by both local and county officials. Please refer to the Issues and Opportunities chapter of the Burnett County Inventory and Trends Report for more detail.

Plan Commission and Town Board Action

On _____, the Town of Union Plan Commission discussed the draft comprehensive plan and passed resolution number _____ recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Union Town Board discussed and adopted the comprehensive plan by passing ordinance number _____ on _____.

Public Hearing

On _____, a public hearing was held on the recommended *Town of Union Year 2030 Comprehensive Plan* at the town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Verbal and written comments were taken into consideration by the Town Board before taking action to adopt the plan.

Distribution of Plan Documents

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation and Education Plan* found in Appendix B.

1.5 Town of Union Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future.

In the first round of cluster meetings held December 15-16, 2008, the Town of Union Planning Commission Members and community representatives reviewed a base set of issues and opportunities developed by the County Planning Committee. These issues and opportunities were then revised by the participants to reflect the Town's unique conditions. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified:

Table 1-1
Issues and Opportunities Identification
Town of Union

Issues Identified by the Town of Union	Votes
Services	9
<p>The need for government services is increasing while simultaneously, the traditional mechanisms which support those services are being cut. This is leading to increased workloads due to lack of resources (staff, time, funds, space, time to train, time to plan, reactive rather than proactive, competition for scarce resources, etc.). It is expected that this trend will continue for some time into the future. Strategies are needed to determine which services to eliminate, reduce, or leverage with technology (self service). Strategies are needed to increase efficiencies through cooperation with other units of governments and consolidation of services. Strategies are also needed to determine which service to grow or invest in.</p>	
Natural Resources	7
<p>Preservation and enhancement to spur economic growth while maintaining Northwood's character. The perception is that access to public lands, Recreation, wildlife is being threatened. Furthermore, there is concern over loss of woods, "green spaces", and how sensitive areas such as lakes are becoming overdeveloped.</p>	
Lakefront Water Issues	6
<p>Demand for lake front property and lake access has caused increased development pressure on lakes in the County. Many lakes are threatened with overcrowding and the problems associated with overuse such as public recreation conflicts, surface water use conflicts, adverse impacts to sensitive riparian, and littoral habitats. (Could be a sub-set of Natural Resource issues.)</p>	
How to Pay for Them	5
<p>Simultaneously, strategies are needed to tap into the County's strong property tax base, low business tax structure; ability to leverage grants to off-set local taxes and tap into state and federal programs, increase revenue from forest, room tax, highway, fees, develop new fee for services.</p>	
Maintain the Town of Union's Northwoods Character/Quality of Life	5
<p>The perception is this is currently being threatened by increasing development, population, tourism and poor development practices. The General character of the County is being affected by unsightly development and land use conflicts. A widespread perception that existing land use controls and guidance have not kept pace with the changing conditions. The issue needs to be defined and then develop strategies to protect that definition.</p>	
Technology Issues	5
<p>County has good technology infrastructure; leverage technology – wireless, DSL, fiber optics, internet (could be a sub-set of communication).</p>	

Issues Identified by the Town of Union	Votes
Economic Development that is Appropriate to the Town of Union Leverage the potential strengths to spur economic growth and mitigate the weaknesses that hinder economic growth. The lack of retail stores, limited number of manufacturing jobs lack of markets for wood and contractors and the lack of trained professionals to run businesses needs to be leveraged against the ability to generate marketing dollars for expanded tourism, international tourism, and work more closely with the tribal enterprises. Strategies are needed.	1
Youth Issues Brain drain, Creating opportunities for youth that will keep them in the Town of Union; lack of opportunities for youth (maybe causing brain-drain), lack of funding for schools, declining enrollments, lack of state funding, etc.	1
Demographic Shifts and its Impacts Loss of youth increase of elderly. We are losing young people who need work, while simultaneously gaining older people who need services. Need a strategy to keep young people here, attract high tech individuals to area and tap into their skills.	1
Communication Improvements It is perceived that overall communication needs to improve; poor communication between County and Tribe; inter-departmental, between state and county, with other agencies, the public, the unions, etc.	1
Transportation Issues Infrastructure investment (highways and highway building), work in opposite direction by implementing local resources; no major highway or access to a major airport; location not on interstate highway system (rail access?).	1
Skills Development Address the lack of technical skills and ability to receive training to upgrade skills; strategy to tap into the skilled, educated secondary homeowners (this could be a sub-set of economic development)	
Elderly Issues Retirement and turnover (staff and Board), increasing demand for government services	
Housing Issues Affordability; scattered development.	

1.6 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

Policies and Recommendations

- IO 1. The Town shall conduct business related to land use decision making by utilizing an open public process and by considering its comprehensive plan.
- IO 2. Public participation shall continue to be encouraged for all aspects of Town governance.
- IO 3. Sustainable business practices should be considered and implemented where possible (being ‘sustainable’ defined as continuing as a viable unit of government focused on the demographic, natural resource, economic, and fiscal sustainability).
- IO 4. Innovative planning or related land use initiatives or ideas will be given full consideration while in Town development review.

2. Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Union plan ahead for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides a brief summary of population and housing data along with projections for the future. For further detail on population and housing in the Town of Union and Burnett County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Union's plan for population and housing reflects its diverse landscape which includes aspects of both rural and shoreline-oriented population and housing characteristics. Regardless of which landscape applies, the town's primary concern is to retain rural character as substantial rates of population and housing growth continue into the future. Due to its rural nature, the town anticipates that single family, owner-occupied homes will continue to dominate the housing stock. However, due to the availability of municipal sewer and close proximity to the Village of Webster, it is expected that there will be opportunities for multi-family structures, elder care facilities, mixed use development, and other forms of housing. In fact, as the aging segment of the population grows, it is expected that demand for these types of housing will increase. The relative accessibility of medical services and urban amenities coupled with the town's rural character and natural amenities will continue to make Union an attractive location for a variety of housing types.

The town's plan for population and housing is focused on protecting agriculture and forestry, preserving natural resources and rural character, and promoting housing affordability as housing growth takes place. Top issues and opportunities identified during the planning process (refer to *Issues and Opportunities* element) related to housing include potential conflicts between agriculture and rural housing development, the amount of land required to build a house, and the lack of affordable housing. Therefore, opportunities for future housing growth will be provided by protecting the town's best agricultural and forest lands from high density development while allowing more development to take place in other areas of the town. Preventing land use conflicts between intensive agriculture operations and housing development is a primary concern. These issues are addressed in detail by other elements of this plan, and key implementation tools include the management of development density, the use of conservation land division design, and the use of site planning guidelines.

2.2 Population Characteristics Summary

2000 Census

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households

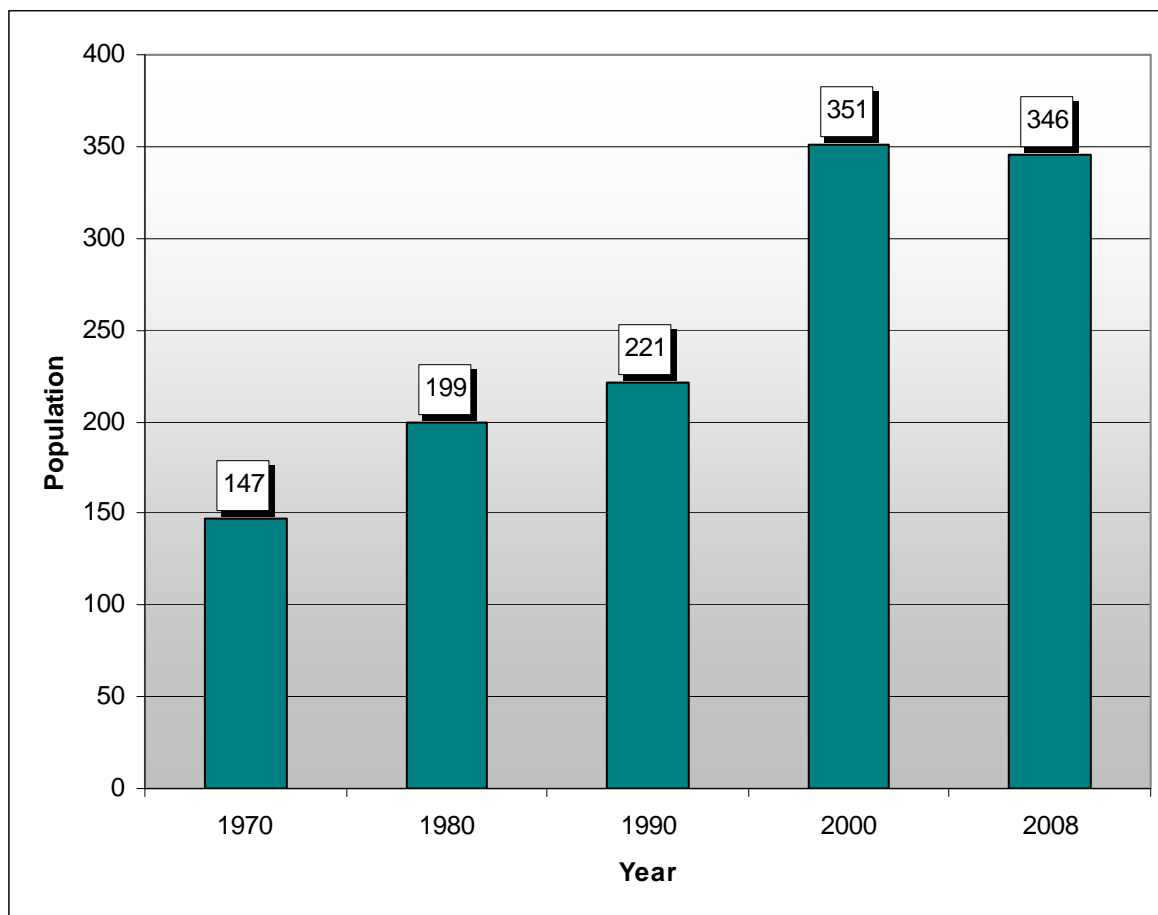
throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1 statistics and STF-3 statistics when looking at the county as a whole – a larger population. However, the total number of housing units may be slightly different between STF-1 statistics and STF-3 statistics when looking at a single community within Burnett County – a smaller population.

Population Counts

Population counts provide information both for examining historic change and for anticipating future community trends. Figure 2-1 displays the population counts of the Town of Union for 1970 through 2008 according to the U.S. Census.

Figure 2-1
Population, Town of Union, 1970-2008



Source: U.S. Bureau of the Census, 1970-2008

As displayed by Figure 2-1, the Town of Union has experienced a rapidly growing population over the 38 year period, with a slight drop in the population between 2000 and 2008. Approximately 199 people were added to the population representing an increase of 135% from 1970 to 2008.

Table 2-1 displays the population trends of Burnett County, its municipalities, and the State of Wisconsin from 1970 to 2008 according to the U.S. Census.

Table 2-1
Population Counts, Burnett County, 1970-2008

	1970	1980	1990	2000	2008	% Change 1970 - 1980	% Change 1980 - 1990	% Change 1990 - 2000	% Change 2000-2008
T. Anderson	193	265	324	372	402	37.3%	22.3%	14.8%	8.1%
T. Blaine	129	151	172	224	229	17.1%	13.9%	30.2%	2.2%
T. Daniels	532	607	602	665	713	14.1%	-0.8%	10.5%	7.2%
T. Dewey	419	520	482	565	605	24.1%	-7.3%	17.2%	7.1%
T. Grantsburg	501	677	860	967	1,139	35.1%	27.0%	12.4%	17.8%
T. Jackson	128	331	457	765	860	158.6%	38.1%	67.4%	12.4%
T. La Follette	269	388	416	511	517	44.2%	7.2%	22.8%	1.2%
T. Lincoln	119	215	228	286	310	80.7%	6.0%	25.4%	8.4%
T. Meenon	596	838	956	1,172	1,257	40.6%	14.1%	22.6%	7.3%
T. Oakland	311	486	480	778	895	56.3%	-1.2%	62.1%	15.0%
T. Roosevelt	177	178	175	197	204	0.6%	-1.7%	12.6%	3.6%
T. Rusk	211	349	396	420	405	65.4%	13.5%	6.1%	-3.6%
T. Sand Lake	306	422	439	556	567	37.9%	4.0%	26.7%	2.0%
T. Scott	252	409	419	590	648	62.3%	2.4%	40.8%	9.8%
T. Siren	550	887	910	873	920	61.3%	2.6%	-4.1%	5.4%
T. Swiss	518	587	645	815	871	13.3%	9.9%	26.4%	6.9%
T. Trade Lake	673	824	831	871	970	22.4%	0.8%	4.8%	11.4%
T. Union	147	199	221	351	346	35.4%	11.1%	58.8%	-1.4%
T. Webb Lake	125	256	200	381	421	104.8%	-21.9%	90.5%	10.5%
T. West Marshland	173	209	293	331	388	20.8%	40.2%	13.0%	17.2%
T. Wood River	876	883	948	974	1,032	0.8%	7.4%	2.7%	6.0%
V. Grantsburg	930	1,153	1,144	1,369	1,460	24.0%	-0.8%	19.7%	6.6%
V. Siren	639	896	863	988	947	40.2%	-3.7%	14.5%	-4.1%
V. Webster	502	610	623	653	685	21.5%	2.1%	4.8%	4.9%
Burnett County	9,276	12,340	13,084	15,674	16,791	33.0%	6.0%	19.8%	7.1%
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	5,648,124	6.5%	4.0%	9.5%	5.3%

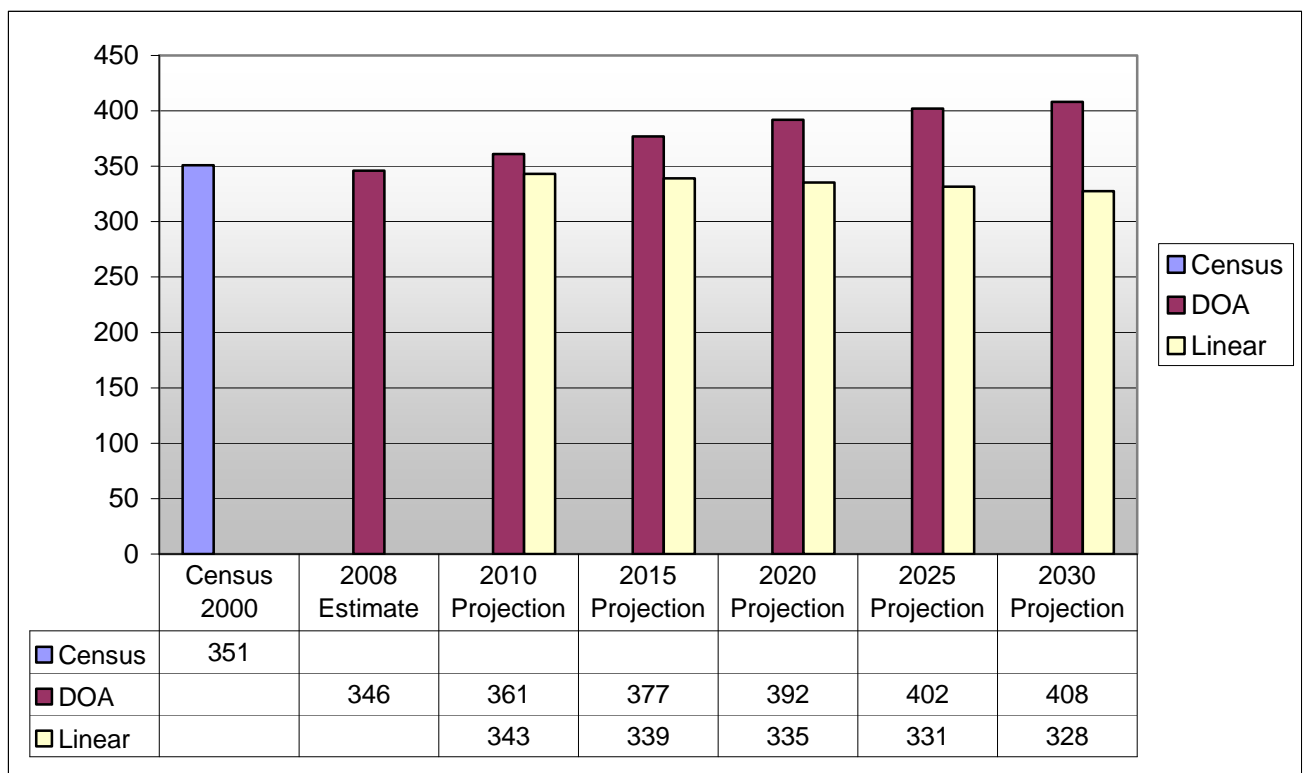
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

Population Forecasts

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Union.

Two sources have been utilized to provide population projections. The first projection is produced by the Wisconsin Department of Administration (which is the official state projection through 2030). The second projection is a linear trend based on census data going back to 1970. The Figure 2-2 displays the three population projections created for the Town of Union.

Figure 2-2
Comparative Population Forecast, 2000-2030
Town of Union Population Forecasts



Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2030, May 2008. Foth Infrastructure & Environment LLC linear projections 2008-2030.

The two available projections vary widely and forecast a range of a loss of 23 people to a growth of 57 people by 2030. Local opinion is divided as to which projection is most likely to be accurate. The rate of growth has slowed in recent years, and economic trends support continued slowing of local population growth. On the other hand, the features of the Town of Union that

attract people to the area will continue to make this a growing part of Burnett County. For the purpose of forecasting future land use demand (refer to the *Land Use* element), the WDOA population projection was selected. This projection equates to 5% growth or an average of about 1 new people per year over the 30 year period.

2.3 Housing Characteristics Summary

Housing Supply, Occupancy, and Tenure

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Burnett County and the Town of Union in 1990 and 2000.

Table 2-2
Housing Supply, Occupancy, and Tenure, Town of Union,
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990 - 2000	% Change 1990 - 2000
Total housing units	390	100.0%	422	100.0%	32	8.2%
Occupied housing units	97	24.9%	171	40.5%	74	76.3%
Owner-occupied	88	90.7%	161	94.2%	73	83.0%
Renter-occupied	9	9.3%	10	5.8%	1	11.1%
Vacant housing units	293	75.1%	255	60.4%	-38	-13.0%
Seasonal units	262	89.4%	244	95.7%	-18	-6.9%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Table 2-3
Housing Supply, Occupancy, and Tenure, Burnett County,
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990 - 2000	% Change 1990 - 2000
Total housing units	11,743	100.0%	12,582	100.0%	839	7.1%
Occupied housing units	5,242	44.6%	6,613	52.6%	1,371	26.2%
Owner-occupied	4,232	36.0%	5,587	44.4%	1,355	32.0%
Renter-occupied	1,010	8.6%	1,026	8.2%	16	1.6%
Vacant housing units	6,501	55.4%	5,969	47.4%	-532	-8.2%
Seasonal units	5,870	90.3%	5,664	94.9%	-206	-3.5%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

The housing supply in the Town of Union consists of a variety of housing types in terms of occupancy and tenure. While most of the housing supply consists of owner-occupied, year round homes, there are also significant numbers of vacant homes, the vast majority of which are seasonal homes. Compared to Burnett County as a whole, there are larger proportions of vacant year round units in the town. These data suggest that the housing supply in Union is slightly more difficult to access in terms of rental units and vacant unit availability and sales. The

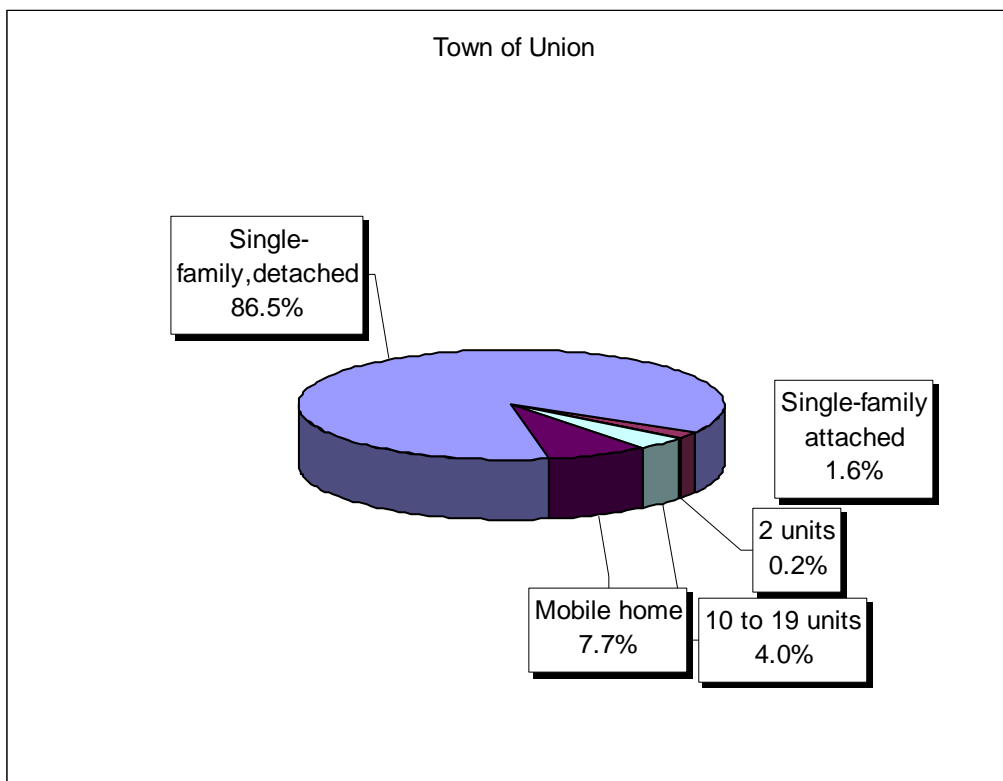
presence of seasonal units as a considerable piece of the housing supply is a reflection of the importance of tourism and other recreational housing in the town.

Between 1990 and 2000, the town experienced trends similar to those of the county as a whole. Owner-occupied units grew at a faster rate in the town, and renter-occupied units grew at a similar rate. This growth was offset by decreases in seasonal and other vacant units, resulting in a rate of growth in total housing units that was slightly lower than that of the county. The Town of Union was clearly impacted by the recent trend to convert many seasonal units to year round homes.

Housing Units in Structure

Figure 2-3 displays the breakdown of housing units by type of structure (“units in structure”) for the Town of Union on a percentage basis for 2000.

Figure 2-3
Units in Structure, Town of Union, 2000



Source: U.S. Bureau of the Census, 2000, STF-3.

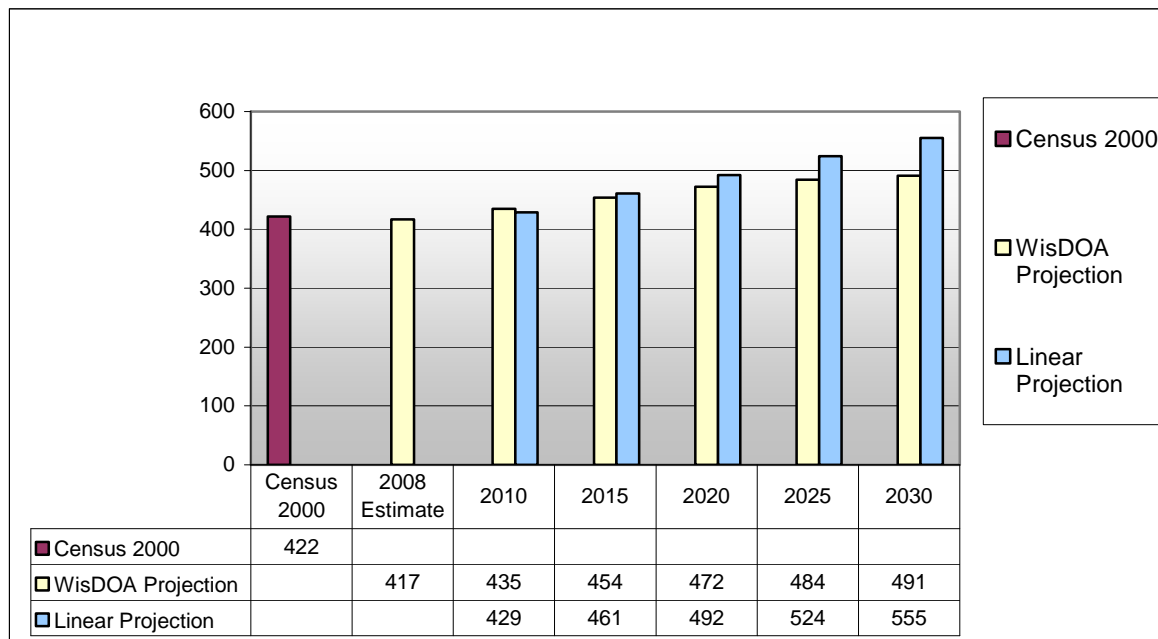
One-unit, detached structures dominate the housing supply at about 91%, and mobile home units make up a total 7.7%. These data show that the housing supply in the Town of Union is fairly homogenous; however, the variety of multiple unit homes also displays a fair amount of diversity for an unincorporated town.

Housing Unit Projections

Housing unit projections use historical data to extend past trends into the future. These projections serve as a guideline for land use decisions; however, their reliability depends on a variety of issues. Projections are more accurate in times of social and economic stability. A housing unit projection is just one of many tools that elected officials and staff should use to plan for the future development in the Town. Trends that may influence the future number for housing units include demographic trends, including the declining household size and increasing age of residents, as well as other issues, such as the quality of the existing housing stock, the availability of municipal services, and the current trend of converting seasonal housing into permanent year-round housing.

Figure 2-4 shows Year 2030 housing projections that range from an increase of 74 housing units to an increase of 138 housing units from 2008 to 2030. The more conservative projection was based on WisDOA population projections, which take into account demographic and migration trends, while the higher projection was based on historical trends from the U.S. Census. The actual growth scenario is likely to be between these two projections. This equates to an average of between 3 and 6 new homes per year over the 22 year period. The projected new housing unit growth is not an indication that all new structures will be constructed, as there could be housing units created from modifying existing single family residences etc. Within the last 10 years, the town has issued as many as 7 building permits per year for new construction, which is reflected in the highest level of projected growth. However, growth has slowed in recent years, and this trend is not expected to continue. The rate of future housing growth is likely to equate to about 107 new homes by 2030.

Figure 2-4
Comparative Housing Unit Forecast, 2000-2030



Source: Applied Population Laboratory, UW-Madison/Extension, 2004. U.S. Bureau of the Census, 2000, STF-1. Linear Trend Projection, 2005-2030. Burnett County Zoning Department.

2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Burnett County and the State of Wisconsin (refer to Section 2.4 of the *Inventory and Trends Report*), the following are likely to be experienced in the Town of Union over the next 20 to 25 years.

- ♦ The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- ♦ Minority populations are expected to increase.
- ♦ Expect the continued conversion of seasonal to permanent structures.
- ♦ Condominiums will increase as an option for seniors and first time home buyers.
- ♦ Interest in modular and mobile home development will continue as driven by need for affordable housing.
- ♦ People will continue to desire an “acre or two in the country,” and pressure to convert farmland, woodland and open areas to subdivisions and lots will increase, especially in rapidly growing areas.
- ♦ The need for elderly housing will increase as the population ages.
- ♦ Vacant housing units may increase as a result from the aging population choosing other options like assisted living, condominiums, and the like.
- ♦ Finding quality, affordable housing will become increasingly difficult.
- ♦ High demand for housing and energy cost assistance will continue.

2.5 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Union appears to be affordable on the average. The median household income in the town in 1999 was \$31,250 per year, or \$2,604 per month. Notably, the town does not have any rental housing options. The median monthly owner cost for a mortgaged housing unit in the town was \$717. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner in the Town of Union spends about 27.5% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 35.9% of homeowners in the Town of Union paid 30% or more of their household income on housing costs.

The Town of Union has addressed the issue of housing for all income levels. Refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Wisconsin Department of Administration has projected that a significant shift in Burnett County's age structure will take place by 2035. More than 7,100 Burnett County residents are expected to be age 65 and older by that time, growing from 21% of the 2005 estimated population to 38% of the projected 2035 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs.

2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the Housing element, a community can set its goals, objectives, and policies for affordable housing. In the Land Use element, a community can identify potential development and redevelopment areas. The Town has planned for an adequate supply of housing, primarily through the Rural Residential (RR) Land Use Management area (see Chapter 8) which also encourages smaller, cluster lots.

2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including, price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

2.9 Population and Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Facilitate opportunities for an adequate housing supply that will meet the needs of current and future residents to have access to a full range of housing choices for all income levels, age groups, and special needs.

Objectives:

- A. Assist in planning for increasing housing opportunities for households with special needs including group homes and institutional housing.
- B. Support public and private actions which provide housing choices for town residents.
- C. Ensure that town residents have equal access (antidiscrimination) to housing.
- D. Encourage innovative housing design for efficient, low cost, high density housing where appropriate.
- E. Encourage a balance of residential development units that provides a balance of low-income, moderate-income, and high-income housing.
- F. Coordinate with the county to plan for the aging population's housing needs.

Goal 2: To guide new housing development into areas that can be efficiently served in a fashion that does not impact scarce natural resources.

Objectives:

- A. Support opportunities for multi-family, group housing, and other high-density residential development in existing neighborhoods with established sewer and water services within Burnett County's villages.
- B. Direct residential development to planned growth areas.

Goal 3: Support housing development that maintains the attractiveness and rural character of the town.

Objectives:

- A. Direct the development of large residential subdivisions to planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry.
- B. Require the development of low to moderate-income housing to be consistent in quality, character, and location with the goals, objectives, and policies of applicable comprehensive plans.
- C. Encourage the use of creative development designs that preserve rural character, agricultural lands, productive forests, and natural resources.

Goal 4: Support the maintenance and rehabilitation of the town's existing housing stock.

Objectives:

- A. Work with the county to help provide assistance in maintenance and rehabilitation of housing for town residents.
- B. Enforce zoning and nuisance abatement code requirements on blighted residential properties.
- C. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies and Recommendations

- H 1. New housing should be developed at a low density and located in a manner that preserves the rural character of the town.
- H 2. Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable Land Use Management Areas and meet the applicable review criteria established by other planning element policies.
- H 3. The Town should consider allowing for flexible site design (e.g., lot size) and allow clustering of building sites provided proposals are consistent with other provisions of the comprehensive plan.
- H 4. Siting new development within rural areas should be complimentary to the landscape with the intent to reduce impacts to natural vegetation, preserve quality farmland, and reduce woodland fragmentation.
- H 5. The Town will plan for a sufficient supply of developable land that allows for a variety of housing types.
- H 6. Support the county's efforts to review and update the county zoning and land division ordinances to assist with the implementation of the Town plan and local plan policies where applicable.
- H 7. As the aging segment of the population grows, the Town should evaluate its preparedness for meeting the related changes in housing needs.

2.11 Population and Housing Programs

For descriptions of housing programs potentially available to the community, refer to the *Population and Housing* element of the *Burnett County Inventory and Trends Report*.

3. Transportation

3.1 Transportation Plan

The land use patterns of the Town of Union, Burnett County, and the surrounding region are tied together by the transportation system, including roadways and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The Town of Union's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work. For further detail on transportation in the Town of Union and Burnett County, please refer to Chapter 3 of the *Inventory and Trends Report*.

With the amount of population and housing growth that is expected over the next 20 years, the Town of Union should also anticipate change to its transportation system. The town's plan for transportation is to be prepared for potential development proposals, to ensure that future expansion of the town's road system is cost-effective, to preserve the mobility and connectivity of local roads, to improve opportunities for pedestrian and bicycle routes, and to ensure that developed properties have safe emergency vehicle access. In order to achieve this, the town will need to adopt a driveway ordinance, coordinate with the county regarding land divisions, and continue to plan for road improvements. The policies and recommendations of this plan provide guidance on how these tools should be used.

As the town implements its plan, a key dilemma will be balancing the rural character and mobility of existing roads with the maximum use of existing road infrastructure. On one hand, existing roads are already present, new roads are costly, and new development can be more cost effective if it utilizes existing roads. On the other hand, extensive placement of new development in highly visible locations along existing roads will forever change the character and appearance of the town. This may lead to a loss of rural character. Adding access points to serve new development also reduces the mobility of a road. This plan includes a policy that directs new development to utilize the existing road network to the maximum extent possible. However, this plan also encourages new subdivisions to utilize conservation design which will usually require the construction of new roads, but does a better job of preserving rural character.

In order to balance these competing interests, the town will require the coordinated planning of adjacent development sites by limiting the use of cul-de-sacs and by reviewing Area Development Plans. Over the long term, the town may also develop an official map to preserve planned rights-of-way and connections between developed areas. The town will require that potential traffic and road damage impacts are assessed by developers in coordination with municipal engineers. When new roads are necessary, the town will require that developers bear the cost of conducting traffic impact studies and constructing new roads to town standards before they are accepted by the town.

3.2 Planned Transportation Improvements

It is a recommendation of this plan that a five-year road improvement plan be annually updated in the future. Future road improvement plans should attempt to provide integration with the plan for preferred land use. Areas planned for higher density residential growth should receive priority for improvements in order to support such growth. Road improvements that are necessary in areas where agriculture, forestry, and outdoor recreational are planned as primary uses should be accompanied by zoning regulations, access controls, and other growth management tools.

3.3 Comparison with County, State, and Regional Transportation Plans

State, regional, and county transportation plans have been reviewed for their applicability to the Town of Union. No planned state transportation improvement plans directly impact the town.

The Town of Union has the following recommendations with regard to the current functional classification of highways in the town. Several roads currently classified as local roads should be considered as potential collectors due to increased traffic, growth and development, and connections provided between other major routes or important destinations.

- ♦ East Bass Lake Road
- ♦ Lee Road

3.4 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Provide for a safe, efficient, and environmentally sound transportation system which, through its location, capacity, and design, will effectively serve the existing land use development pattern and meet anticipated transportation demand generated by existing and planned land uses.

Objectives:

- A. Protect historic, scenic, scientific, and cultural sites when constructing new or improving existing transportation facilities.
- B. Minimize the disruption of environmentally sensitive areas when constructing new or improving existing transportation facilities.
- C. Design transportation facilities to be aesthetically pleasing and sensitive to the landscape, including such amenities as buffers in urban areas and minimizing unsightly views such as junkyards, billboards, and strip commercial development in rural areas.

- D. Manage right-of-way vegetation to protect wildlife, appropriate use of herbicides, reduce maintenance costs, and improve safety.
- E. Locate transportation facilities to minimize exposure of people to harmful or annoying air, water, or noise pollution levels.
- F. Reduce accident exposure by improving deficient roadways.
- G. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- H. Require developers to bear the costs for the improvement or construction of roads needed to serve new development.
- I. Guide new growth to existing road systems so that new development does not financially burden the town or make inefficient use of tax dollars.
- J. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing town and local road maintenance.

Goal 2: Provide safe and efficient multi-modal transportation systems where appropriate.

Objectives:

- A. Maintain and implement roadway improvement plans.
- B. Support alternative transportation such as bicycling and walking as viable, convenient, and safe transportation choices in the town through a greater number of routes and connections to other transportation systems and destinations.
- C. Improve accommodations on pedestrian facilities for people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).
- D. Encourage the monitoring of transit needs, particularly for senior residents.

Goal 3: Promote cooperation and coordination between state, county, villages, and towns in developing the Town transportation system.

Objectives:

- A. Encourage communication between communities regarding transportation projects that cross municipal boundaries.
- B. Promote a coordinated transportation system consisting of trails, roads, and highways.
- C. Participate in transportation planning at the regional level with Northwest Wisconsin Regional Planning Commission, the Wisconsin Department of Transportation, and Burnett County Highway Department.
- D. Communicate with community groups on transportation systems to assist communities in prioritization and funding of projects.
- E. Support and encourage the utilization of rail systems.
- F. Support and encourage the utilization of air transportation.
- G. Maintain and upgrade air transportation facilities in accordance with the airport facility plan where appropriate.
- H. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- I. Direct truck traffic to appropriate routes and plan cooperatively with neighboring communities.

3.5 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies and Recommendations

- T 1. Roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development.
- T 2. A five-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources.
- T 3. The PASER (Pavement Service and Evaluation Rating System) shall be utilized to annually update the 5-year Road improvement Program.
- T 4. The existing road network and public facilities and services will be utilized to accommodate new development to the maximum extent possible.
- T 5. Developers shall bear full costs for improvements and extensions to the transportation network.
- T 6. Adopt town road construction specifications to include modern requirements for road base, surfacing, and drainage construction as well as options for pedestrian and bicycle features. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.

- T 7. Adopt a town road Access Control (driveway) Ordinance (based on a county-wide model) to assist towns with implementing access control and emergency vehicle access standards.
- T 8. The development of new or improved access points to local roads should meet town standards found in the Driveway Ordinance.
- T 9. Support the modification the county land division ordinance to support local requirements for the execution of a development agreement when ever public roads or other infrastructure is included in a development.
- T 10. Actively pursue available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized where appropriate.
- T 11. Proper ditch location, grading practices and shape will be pursued to ensure runoff is adequately given an outlet.
- T 12. Working with the county, develop a consistent approach for the posting of seasonal and permanent weight limits, especially with respect to the conduct of agricultural and forestry operations.
 - a) Where road weight limits are posted, access to agricultural and forest lands should be allowed for the conduct of all normal and necessary farming and forestry operations. This can be achieved through the use of Class B weight limits or through the issuance of exemption permits. Note: No vehicle is automatically exempt from posted weight limits. Exemptions only occur through the issuance of exemption permits.
- T 13. Transportation related issues which have effects in neighboring areas should be jointly discussed and evaluated with that neighbor, the county, and the Wisconsin Department of Transportation if necessary.
- T 14. Cooperatively prepare a transportation system plan with neighboring communities and the county for the area designating corridors for major facilities (arterials, collectors, transit corridors, etc.)
- T 15. Substantial and major development proposals shall provide the Town with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the Town will be appropriate for the intensity of the proposed development.

3.6 Transportation Programs

For descriptions of transportation programs potentially available to the community, refer to the *Transportation* element of the *Burnett County Inventory and Trends Report*. The additional

programs shown here are of high importance to the Town of Union and should be monitored for their applicability to local transportation issues and opportunities.

Additional Programs

Local Roads Improvement Program

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and Village and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. In order to be eligible for LRIP funds, a unit of government must have a current road improvement plan.

Local Bridge Improvement Assistance Program

The Local Bridge Improvement Assistance program helps rehabilitate and replace, on a cost-shared basis, the most seriously deficient existing local bridges on Wisconsin's local highway systems. Counties, villages, villages, and towns are eligible for rehabilitation funding on bridges with sufficiency ratings less than 80, and replacement funding on bridges with sufficiency ratings less than 50.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software package. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses. Call (800) 442-4615 for more information.

4. Utilities and Community Facilities

4.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Union. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town of Union.

For further detail on existing utilities and community facilities in the Town of Union and Burnett County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-1 displays the locations of existing community facilities and services found in the town.

With the amount of population and housing growth that is expected over the next 20 years, the Town of Union should also anticipate the need to maintain and expand utilities, community facilities, and services. Top issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) include the cost of community service and facility improvements and the related tax impacts, the need for additional law enforcement, and the need for improved facilities at public boat landings. The town's vision statement (also refer to the *Issues and Opportunities* element) contemplates the need for improved town administration and professional services. Overall, the town's plan for utilities and community facilities is to monitor changing needs, to be prepared for proposed development, and to make planned improvements as growth warrants the need.

One of the biggest challenges that the town is likely to face with regard to utilities and community facilities is the impact of growth on the cost of providing such services. Research by UW-Extension, the American Farmland Trust, and others has shown that not all new development pays for itself. In other words, the cost of the increased demand on public services and facilities resulting from new development often exceeds the revenue generated in new taxes and fees paid. This seems to be true of residential development in particular. As a result, this plan recommends that substantial new developments provide an analysis of the cost of providing community services as part of the development review process. It also recommends that impact fees are considered as a potential tool for funding needed facility and service improvements.

The actual pattern of growth on the landscape can also impact the cost and efficiency of delivering services. In general, dispersed development is more costly to service than clustered or concentrated development. This plan recommends that the town carefully manage growth in order to minimize the demand for increased services and facilities and encourages the use of cluster or conservation design in order to avoid a dispersed development pattern.

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Map 4-1 Community Facilities and Services

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4.2 Planned Utility and Community Facility Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services may become necessary.

The Town of Union has determined that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-2.

Administrative Facilities and Services

Refer to Section 4.2 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing administrative facilities and services in the Town of Union.

Short Term

- ♦ Remodel existing town hall

Long Term

- ♦ Construct new town hall and community center

Police Services

Refer to Section 4.3 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing police services in the Town of Union.

Short Term

- ♦ Expand intergovernmental services with neighboring towns

Long Term

- ♦ Develop a one to two member police force in the Town

Fire Protection and EMT/Rescue Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services.

Short Term

- ♦ Improve existing services

Long Term

- ♦ Expand satellite service

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Union. No short term or long term recommendations have been identified. Existing schools are anticipated to be adequate to meet the needs of the town over the planning period.

Libraries, Cemeteries, and Other Quasi-Public Facilities

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries, post offices, and private recreational facilities in Burnett County. Refer to Section 4.5 of *Appendix UCF* of the *Inventory and Trends Report* for information on churches and cemeteries in the Town of Union.

Short Term

- ♦ Improve existing cemetery

Long Term

- ♦ Expand existing cemetery

Parks and Recreation

Refer to Section 4.6 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing park and recreational facilities in the Town of Union.

Short Term

- ♦ Finalize plans for new Town Park on Yellow Lake

Long Term

- ♦ Implement design and construction of new Town Park on Yellow Lake

Solid Waste and Recycling

Refer to Section 4.7 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing solid waste and recycling service in the Town of Union.

Short Term

- ♦ Continue the existing cooperative agreement with the recycling center in the Town of Oakland.

Communication and Power Facilities

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve the Town of Union. No short term or long term recommendations have been identified. Existing communication and power facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Burnett County.

Private On-Site Wastewater Treatment Systems (POWTS)

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Burnett County.

Public Water

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Burnett County.

Stormwater Management

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in Burnett County.

Health Care and Child Care Facilities

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Burnett County.

Local Roads and Bridges

Refer to the *Transportation* element of this plan and the *Transportation* element of the *Inventory and Trends Report* for information on roads and bridges in Burnett County.

Short Term

- ♦ Design new Yellow Lake Narrows Bridge
- ♦ Blacktop Pardon Road south of W Bass Lake Road
- ♦ Repave Johnson Lane

Long Term

- ♦ Construct new Yellow Lake Narrows Bridge
- ♦ Rebuild N River Road from W Bluff Lake Road to the north end of the Town
- ♦ Rebuild N Bass Lake Road between CTH F and E Bass Lake Road

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Map 4-2 Planned Community Facility and Transportation Improvements

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4.3 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Support the efficiency, quality, and coordinated planning of town government, community facilities and services, and utilities.

Objectives:

- A. Improve the efficiency of both town service delivery, and town facilities operation, while striving to meet public expectations with respect to both service levels and costs.
- B. Consider the impacts of development proposals on the cost and quality of town and community facilities and services.
- C. Guide intensive development to areas where appropriate utilities, community facilities, and public services are available.
- D. Determine the need for new, expanded, or rehabilitated services and town government facilities.
- E. Maintain an adequate level of properly trained town staff and volunteers.
- F. Explore opportunities to provide or improve town facilities, equipment, and services cooperatively with other units of government.
- G. Encourage increased coordination between community facilities and utilities planning and planning for other elements such as land use, transportation, natural resources, and cultural resources.

Goal 2: Provide quality and accessible parks and recreational facilities.

Objectives:

- A. Monitor the adequacy of park and recreational facilities, and identify areas where improvements are needed.
- B. Seek improved accessibility for all age groups and abilities at appropriate town park and recreational facilities.
- C. Pursue state, federal, and private funding programs that can aid in the acquisition and development of parks, trails, and scenic or environmentally sensitive areas.
- D. Maximize the quality of life by providing regional open space, trails, parks and recreational opportunities and facilities managed in such a fashion as to afford the maximum benefit to the community.
- E. Consider the continued viability of outdoor recreational pursuits when reviewing development proposals and making land use decisions.
- F. Maintain existing, and seek additional public access to waterways.
- G. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with town and local comprehensive plans.

Goal 3: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Objectives:

- A. Assess the potential impacts to groundwater when reviewing a proposed development that will rely on private onsite wastewater treatment systems.
- B. Work cooperatively with providers of public wastewater treatment when reviewing a proposed development that will rely on public sewer service.
- C. Encourage the use of alternative wastewater treatment options (i.e., new technologies, group sanitary systems, public sewer, etc.) where appropriate.

Goal 4: Ensure that the town's water supply has sufficient capacity, remains drinkable, and is available to meet the needs of residents, businesses, industry, and agriculture.

Objectives:

- A. Continue to provide town-wide leadership and coordination of efforts to monitor groundwater quality and potential contamination issues.
- B. Encourage the increased use of wellhead protection planning as cooperative efforts between municipalities.
- C. Consider the potential impacts of development proposals on public and private wells.

Goal 5: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Objectives:

- A. Support the preservation of environmental features that minimize flooding such as wetlands and floodplains.
- B. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- C. Prevent increased runoff from new developments to reduce potential flooding and flood damage.
- D. Establish the use of stormwater management practices to abate non-point source pollution and address water quality.

Goal 6: Promote effective solid waste disposal and recycling services that protect the public health, natural environment, and general appearance of land use in the town.

Objectives:

- A. Support public involvement in decisions involving the type, location, and extent of disposal facilities and services provided in the town.
- B. Continually evaluate town provisions for solid waste, hazardous waste, and recycling services and opportunities for greater cooperation or cost-effectiveness.
- C. Require substantial development proposals to adequately address solid waste disposal and recycling needs.

Goal 7: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development.

Objectives:

- A. Cooperate in the planning and coordination of utilities with other agencies and units of government where possible.
- B. Minimize conflicts between land uses and balance desired service levels with potential negative impacts to the environment, community character, and planned growth areas when reviewing the proposed design and location of telecommunication, wind energy, or other utility towers.
- C. Support development of alternative and renewable energy sources.

Goal 8: Support access to quality health and child care facilities.

Objectives:

- A. Support requests for the development of properly located and operated health care and child care facilities.
- B. Support school districts and community organizations in their sponsorship of child care programs and early development programs.
- C. Support improved transportation options to and from regional health care facilities.

Goal 9: Ensure a level of police protection, fire protection, and emergency services that meets the needs of existing and planned future development patterns.

Objectives:

- A. Provide an adequate level of police protection, law enforcement, and emergency response through Sheriff and Emergency Management programs.
- B. Support the provision of fire protection and emergency services through local fire departments, ambulance services, and first responders.
- C. Encourage the continued use of police, fire, and emergency medical service mutual aid and cooperative agreements.
- D. Support the formation of community watch programs in the town.

Goal 10: Promote quality schools and access to educational opportunities.

Objectives:

- A. Coordinate planning efforts with the school districts that serve the town in order to allow them to anticipate future growth and demographic changes and respond with appropriate facilities.
- B. Support school districts, technical colleges, University of Wisconsin Extension, and community libraries in their efforts to increase community education.

4.4 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies and Recommendations

- UCF 1. Capital expenditures for the major expansion or rehabilitation of existing facilities or services shall be supported by an approved Capital Improvement Plan. Capital expenditures for the establishment of new facilities or services shall be handled on a case-by-case basis.
- UCF 2. Continue to bi-annually update a detailed capital improvement plan that includes transportation, public facility, and other capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available.
- UCF 3. Substantial development proposals shall provide an assessment of potential impacts to the cost of providing Town facilities and services. The depth of analysis required by the Town will be appropriate for the intensity of the proposed development.
- UCF 4. Planned utilities, service facilities and roads shall be designed to limit the impact to environmental corridors, natural features and working lands (farmland and woodlands).
- UCF 5. A proportional share of the cost of improvement, extension, or construction of public facilities shall be borne by those whose land development and

redevelopment actions that made such improvement, extension, or construction necessary.

- UCF 6. New utility systems should be required to locate in existing rights-of-way whenever possible.
- UCF 7. Telecommunication and other utility towers should be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.
- UCF 8. The Town shall consider the shared development of all public capital facilities including community facilities such as parks, libraries, schools and community meeting facilities.
- UCF 9. The Town shall consider intergovernmental and other cooperative options before establishing, expanding, or rehabilitating community facilities, utilities, or services.
- UCF 10. All Town buildings shall meet ADA requirements and have adequate capacity to facilitate community meetings or gatherings.
- UCF 11. The Town shall support efforts that are consistent with the comprehensive plan to expand public recreational resources such as parks, trails, waterway access, public hunting and fishing areas, wildlife viewing areas, and the like.
- UCF 12. The Town should coordinate park and recreation planning with Burnett County to meet the demands of a changing and increasing population where feasible.
- UCF 13. Trail development projects supported by the Town shall have a long term development plan that addresses ongoing maintenance and funding, presents solutions for possible trail use conflicts, and enhances opportunities for interconnected trail networks.
- UCF 14. New development and planned utilities shall use best management practices for construction and site erosion control.
- UCF 15. Support the responsible use of all types of watercraft and assess the impact of these uses in regard to noise, visual disturbances and water quality.
- UCF 16. Support the responsible use of motorized recreational vehicles and assess the impact of these vehicles in regard to such issues as noise, erosion, light, odor and aesthetics.
- UCF 17. Ensure that neighborhood parks are incorporated into the design of future subdivisions as warranted.

- UCF 18. All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems.
- UCF 19. The Town shall review new residential projects for the availability of an adequate water supply.
- UCF 20. Proposed developments shall not increase flooding potential to adjacent lands or adversely affect the water supply to adjacent land.
- UCF 21. Erosion and sediment control practices shall be used when removing the vegetative cover of the land or exposing the soil.
- UCF 22. Stormwater runoff as the result of development shall not be discharged into wetlands and closed depressions, except for those associated with approved stormwater management.
- UCF 23. The Town will require new development projects to include approved stormwater management facilities, as needed.
- UCF 24. The Town shall continue to work with police, fire and rescue service providers to anticipate and plan for service requirements and capital improvements.

4.5 Utilities and Community Facilities Programs

For descriptions of utilities and community facilities programs potentially available to the community, refer to the *Utilities and Community Facilities* element of the *Burnett County Inventory and Trends Report*.

5. Agricultural, Natural, and Cultural Resources

5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Union. For further detail on agricultural, natural, and cultural resources in the Town of Union and Burnett County, please refer to Chapter five of the *Inventory and Trends Report*.

The *Agricultural, Natural, and Cultural Resources* element may be the most important element in the *Town of Union Year 2030 Comprehensive Plan*. Many of the issues and opportunities identified by the town during the planning process (refer to the *Issues and Opportunities* element) are related to these resources. The town is concerned with preserving surface water and groundwater quality, preserving woodlands and wildlife, protecting rural character and scenic views, limiting noise and light pollution, preserving agricultural lands, preventing conflicts between agriculture and rural housing development, preventing conflicts over mineral resources, and preserving historic and archeological sites. Some of the strongest points of consensus on the public opinion surveys were related to these resources and include: protecting groundwater, wetlands, and waterways; protecting forests and wildlife habitat; protecting farmland and productive soils; supporting the agriculture industry; protecting rural character; and protecting historical sites and structures.

Agricultural Resources

The town's plan for agricultural resources is to preserve agricultural lands and the right to farm while also allowing for planned development. Higher density residential development is planned on lands that are less suitable for agricultural use. Lower density development would be allowed on lands critical to the town's agricultural base. Key components and considerations of the town's approach include establishing a maximum lot size in certain areas, limiting major subdivisions to planned growth areas, encouraging conservation land division design, establishing site planning guidelines, and potentially revising the zoning map that applies to the town.

There are limited agricultural resources present in the Town of Union. According to the 2007 Land Use Assessment data, there were approximately 284 acres of farmland in the town, a majority of which are prime agricultural soils. Agriculture lands are expected to continue in agricultural use over the long term. The town's agricultural lands have been generally mapped for Rural Residential which allows for the continuance of agricultural operations along with rural development opportunity.

Natural and Cultural Resources

The Town of Union's plan for natural and cultural resources is to help ensure that existing regulations are followed in the town and to manage growth to prevent negative impacts to these resources. Natural and cultural resources are abundant in the town and are highly valued by the town's residents. Preserving rural character, forest resources, and outdoor recreational opportunities are primary concerns as reflected in the town's goals and objectives, its issues and opportunities, and the results of the planning process surveys. Substantial natural and cultural resources are present in the town and include the following:

- ♦ 4,586 acres of wetlands.
- ♦ 5,989 acres of floodplains.
- ♦ 2,197 acres of surface water
- ♦ The scenic beauty and rural character of the town.

Many of the same tools that will be used to protect agriculture will also be used to protect natural and cultural resources, including a maximum residential lot size, conservation land division design, site planning guidelines, the zoning map, and a possible transfer or purchase of development rights program. In addition the town will require substantial development proposals to assess potential natural and cultural resources impacts and to submit multiple site development alternatives. Other tools recommended for cultural resources include maintaining the inventory of historic and archeological sites and creating a historic preservation ordinance.

5.2 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Agricultural Resources

Goal 1: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.

Objectives:

- A. Help protect through local and state measures the town's productive lands from accelerated erosion and unwise development.
- B. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- C. Allow for farming expansion in areas where conflict with existing residential land uses can be prevented or mitigated.
- D. Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agricultural industry.

- E. Encourage creative, unique and niche forms of agriculture.
- F. Promote opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of agricultural lands.
- G. Encourage the use of agricultural science-based Best Management Practices to minimize erosion and groundwater and surface water contamination.
- H. Support programs that provide mentoring of younger farmers.
- I. Increase awareness relative to the importance of protecting the viability of the town's agricultural industry.
- J. Increase awareness and understanding of farming operations, noises, odors and use of roadways by farm vehicles and equipment.

Goal 2: Balance the protection of farmland with the exercise of development rights.

Objectives:

- A. Identify lands where the primary intent is to preserve productive farmland and to allow for farming expansion.
- B. Identify lands where the primary intent is to allow for rural residential development.
- C. Encourage adequate buffers between agricultural uses and residential neighborhoods to minimize potential conflicts.
- D. Consider establishing site design requirements and standards that direct low density rural residential development to areas that minimize conflicts between residential and agricultural land uses and maintain the rural character of the town.

Natural Resources

Goal 1: Encourage the efficient management of the Town's natural resources.

Objectives:

- A. Work with the county to implement and maintain a town wide recreation plan.
- B. Support the maintenance of the county's farmland preservation plan.
- C. Promote sound forest management practices on private forest lands.
- D. Protect the public's access to public hunting and fishing areas.
- E. Develop management strategies to create a sustainable relationship between recreational vehicles, watercraft, and natural resources.
- F. Encourage communication between communities regarding the protection of natural resources that cross municipal boundaries.
- G. Educate resource users of the town's environmental quality goals and objectives.

Goal 2: Protect and improve the quality and quantity of the town's ground and surface water.

Objectives:

- A. Ensure that land use practices do not have detrimental impacts on the town's waters and wetlands.
- B. Support wetlands protection in the town.
- C. Prevent the introduction of new contaminants into the town's ground and surface water systems while reducing and possibly eliminating existing sources of contamination.

- D. Increase awareness relative to the potential shoreline development impacts on water quality.
- E. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.
- F. Support the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- G. Continue to develop partnerships with neighboring communities, conservation organizations, the county, and state agencies to address water quality issues.

Goal 3: Preserve the natural and scenic qualities of lakes and shorelines in the town.

Objectives:

- A. Support the protection of lakes and rivers.
- B. Support the County's continued evaluating of the lakes and rivers classification system which recognizes that different lakes have varying natural conditions affecting their environmental sensitivity or vulnerability to shoreland development. The lake classification system should take into account lake surface area, lake depth, lake type, length of shoreline, size of watershed, and existing degree of development.
- C. Balance the needs for environmental protection and responsible stewardship with reasonable use of private property and economic development.
- D. Carefully manage future development and land divisions on lakes that are developed or partially developed to prevent overcrowding that would diminish the value of the resource and existing shoreland property; minimize nutrient loading; protect water quality; preserve spawning grounds, fish and wildlife habitats, and natural shore cover.

Goal 4: Balance future development with the protection of natural resources.

Objectives:

- A. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, woodlands, and impact of light intrusion on the night sky.
- B. Direct future growth away from regulated wetlands and floodplains.
- C. Promote public and private efforts to protect critical habitats for plant and animal life.
- D. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP), and conservation easements.
- E. Promote renewable energy conservation within new and existing developments.

Goal 5: Protect air quality.

Objectives:

- A. Regulate outdoor burning and ban the burning of garbage in barrels or other methods.
- B. Manage growth to minimize conflict between residences and agricultural odors and dust.

Goal 6: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives:

- A. Conserve large contiguous wooded tracts in order to reduce forest fragmentation, maximize woodland interiors, and reduce the edge/area ratio.
- B. Consider the use of conservation land division design, which reduces further forest fragmentation.
- C. Support efforts that preserve the integrity of managed forest lands.
- D. Encourage forestry practices that encourage woodland buffers during woodland harvest.
- E. Support educational resources on forestry practices and the benefits to a healthy forest.

Goal 7: Balance future needs for the extraction of mineral resources with potential adverse impacts on the town.

Objectives:

- A. Encourage the documentation of known economically viable non-metallic mineral deposits to ensure proper coordination with any new proposed developed.
- B. Support the county efforts to regulate non-metallic mineral extraction operations to minimize adverse impacts on adjacent land uses and to ensure proper site reclamation.
- C. Consider the potential adverse impacts of proposed metallic mineral extraction operations, and ensure that the siting of such facilities will not negatively impact town and county resources.

Cultural Resources

Goal 8: Preserve the Northwoods character as defined by scenic beauty, a variety of landscapes, undeveloped lands, forests, water resources, wildlife, farms, rural and small town atmosphere, buildings integrated with the landscape, and enjoyment of these surroundings.

Objectives:

- A. Consider the potential impacts of development proposals on those features that the town values.
- B. Eliminate the accumulation of junk vehicles, poorly maintained properties, unsightly advertising, and roadside litter.
- C. Support the efforts of Burnett County's villages to preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.
- D. Encourage the growth and development of visual, performance, and cultural arts.

Goal 9: Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.

Objectives:

- A. Identify, record, and protect community features with historical or archaeological significance.

- B. Consider the potential impacts of development proposals on historical and archeological resources.
- C. Promote the history, culture, and heritage of the town.

Goal 10: Strengthen opportunities for youth in the town including youth-oriented activities and facilities and additional job opportunities.

Objectives:

- A. Involve youth in the comprehensive planning process.
- B. Establish the involvement of youth in town decision making.
- C. Support youth development programs.

5.3 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Agricultural Resources

Policies and Recommendations

- ANC 1. New development should be encouraged to the least productive soils to conserve remaining land for continued agricultural uses, whenever possible.
- ANC 2. Work with the county to recognize preferred areas for agricultural expansion and to preserve the best agricultural lands for agricultural use.
- ANC 3. Utilize site planning and a maximum residential lot size to preserve agricultural lands.

- ANC 4. Work with the county to develop a county-wide right to farm policy and ordinance. Encourage options for towns that wish to require right to farm language to be shown on recorded land divisions.
- ANC 5. Consistent with Wisconsin Act 235, the establishment of new or expansion of existing animal agriculture operations that result in farms with more than 500 animal units shall comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management.

Natural Resources

Policies and Recommendations

- ANC 1. Environmental corridors shall be defined by location of WDNR designated wetlands and FEMA designated floodplains.
- ANC 2. Substantial development proposals within the Town should provide an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, and woodlands. The depth of analysis required by the Town will be appropriate for the intensity of the proposed development.
- ANC 3. Development proposals in shoreland areas shall demonstrate compliance with the Burnett County Shoreland Zoning Ordinance.
- ANC 4. Conservation and cluster land division design shall be supported as options for proposed major land divisions to minimize the negative impacts to agriculture, active farms, natural resources, cultural resources, and rural character while accommodating residential development.
- ANC 5. Wisconsin Department of Natural Resources Best Management Practices and USDA Natural Resource Conservation Service standards and specifications shall be utilized to the maximum extent possible for activities approved in forests, shorelands, and wetlands.
- ANC 6. Lakeshore development shall be in concert with lakes classification and the county zoning ordinance.
- ANC 7. The development of lake associations and districts will be supported.
- ANC 8. Work to ensure secure public lake access where possible.
- ANC 9. New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, and floodplains.

- ANC 10. Streets shall be designed and located in such manner as to maintain and preserve natural topography, cover, significant landmarks, and trees, and to preserve views and vistas.
- ANC 11. Work with the County to identify preferred areas for forestry and forestry production.
- ANC 12. Encourage the enrollment of private lands into local, state, and federal resource protection programs (such as Managed Forest Law etc).
- ANC 13. Landowners in designated forestry areas will be encouraged to have a forestry management plan in place prior to development.
- ANC 14. Trail development in forested areas will be required to have a long-term development plan. to consider management of trail use and consider future conditions.
- ANC 15. Establish a permit system and town review for events which have the potential to negatively impact the natural resources of the Town (these events may include, but are not limited to: fishing contests, land and water and motorized vehicle races).
- ANC 16. Support the county's efforts in development of comprehensive river, stream and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement.
- ANC 17. Evaluate the community's ability to respond to a spill of contaminated or hazardous material and make changes as necessary to ensure that spills will be remediated as soon as possible to decrease the effects on groundwater.

Cultural Resources

Policies and Recommendations

- ANC 1. Substantial development proposals should provide the Town with an analysis of the potential cultural resources impacts including, but not necessarily limited to, potential impacts to historic sites, archeological sites, and other cultural resources. The depth of analysis required by the Town will be appropriate for the intensity of the proposed development.
- ANC 2. New development should be placed on the landscape in a fashion that minimizes potential negative impacts to Northwoods character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.

- ANC 3. Work with communities and groups/organizations such as the Wisconsin Historical Society and the Burnett County Historical Society to maintain the map and database of historic and archeological sites.
- ANC 4. Identify, record, and promote preservation of historical, cultural and archaeological sites within the town.
- ANC 5. A community survey of historical and archeological resources will be conducted at least once every twenty years.
- ANC 6. Review proposals for the development of properties abutting historic resources to ensure that land use or new construction does not detract from the architectural characteristics and environmental setting of the historic resource.
- ANC 7. Develop and enforce a noise control ordinance.

5.4 Agriculture, Natural, and Cultural Resources Programs

For descriptions of agricultural, natural and cultural resources programs potentially available to the community, refer to the *Agricultural, Natural and Cultural Resources* element of the *Burnett County Inventory and Trends Report*.

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6. Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Issues and opportunities in the Town of Union related to economic development mainly includes supporting regional economic development efforts in Burnett County Villages and in areas that have the necessary infrastructure to support intensive commercial development, and supporting tourism, agriculture, forestry, home-based business. All of these issues affect residents of the Town of Union and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward - economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ♦ Knowing the region's economic function in the global economy.
- ♦ Creating a skilled and educated workforce.
- ♦ Investing in an infrastructure for innovation.
- ♦ Creating a great quality of life.
- ♦ Fostering an innovative business climate.
- ♦ Increased use of technology and cooperation to increase government efficiency.
- ♦ Taking regional governance and collaboration seriously.

The Town of Union's plan for economic development is to maintain the quality of life that attracts residents, visitors, and businesses to the area, to support wireless and hard-line broadband service infrastructure to the area to promote tele-commuting and home-based business development. Union does not have intensive areas planned for commercial uses by design; the plan is to retain existing businesses and have a mixed use area that focuses on local service delivery and uses. Union does not envision significant local administration to function and deliver services to residents and property owners, and is not positioning for regional community competitiveness related to attracting new business. Union has established commercial and industrial development policies as necessary, but the long term economic development focus is related to encouraging sustainable residential development, supporting tourism, agriculture, forestry, home-based business, and improving overall quality of life. In the event that new local commercial or industrial uses are found to be consistent with the plan, it will be important to

address the site design and development characteristics to ensure compatibility with surrounding development and preservation of the areas rural character. The Town of Union exhibits some unique economic characteristics. The town's rural land base also plays an important economic role by supporting tourism and outdoor recreation, and by providing opportunities for quality, affordable housing.

Many of the top issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) center around natural resources, lakefront and water related development, costs and delivery of services, and management of rural character. The rural character and low population concentration of the town does not support typical economic development strategy in the sense of new commercial buildings or a business park, but rather one focused on capitalizing on existing strengths such as waterfront development, home-based business, and natural resource management. The town is concerned with the amount and design of commercial development, the potential for light and noise pollution, and the negative economic and environmental impacts that might accompany such development, recruiting and retaining businesses that contribute to the tax base, and the potential for expanded employment in the services sector. In order to address these issues and opportunities and to implement the town's plan for economic development, this plan includes recommendations to develop a site and architectural design review ordinance. Commercial and industrial development will be required to meet certain standards for building and site design as guided by the town's economic development policies. The plan also recommends supporting the enhancement of relationships between educational institutions and potential employers.

6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the Town of Union. For further information on economic development in the Town of Union and Burnett County, please refer to Chapter 6 of the *Inventory and Trends Report*.

Educational Attainment

Table 6-1 displays the educational attainment level of Burnett County and Town of Union residents who were age 25 and older in 2000. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.

Table 6-1
Educational Attainment of Persons Age 25 and Over, Burnett County
and Town of Union, 2000

Attainment Level	Town of Union		Burnett County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	23	7.4%	687	6.1%
9th grade to 12th grade, no diploma	31	9.9%	1,257	11.2%
High school graduate (includes equivalency)	120	38.5%	4,811	42.7%
Some college, no degree	86	27.6%	2,296	20.4%
Associate degree	16	5.1%	645	5.7%
Bachelor's degree	22	7.1%	1,131	10.0%
Graduate or professional degree	14	4.5%	446	4.0%
Total Persons 25 and over	312	100.0%	11,273	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Educational attainment for the Town of Union as measured in 2000 was fairly similar to that of the county. While the town has a comparatively smaller proportion of people with less than a high school graduate or equivalence level of attainment, it also has a slightly larger share of residents who attended some college but did not obtain a degree. These data suggest that residents of the Town of Union are equipped to participate in all levels of the local and regional workforce.

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-2 displays the number and percent of employed persons by industry group in the Town of Union, Burnett County, and the State of Wisconsin for 2000.

Table 6-2
Employment by Industry, Town of Union and Burnett County, 2000

Industry	Town of Union		Burnett County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	3	2.6%	300	4.4%
Construction	10	8.7%	610	8.8%
Manufacturing	20	17.4%	1,446	21.0%
Wholesale trade	0	0.0%	143	2.1%
Retail trade	4	3.5%	807	11.7%
Transportation and warehousing, and utilities	6	5.2%	281	4.1%
Information	0	0.0%	112	1.6%
Finance, insurance, real estate and rental and leasing	4	3.5%	235	3.4%
Professional, scientific, management, administrative, and waste management services	3	2.6%	244	3.5%
Educational, health and social services	18	15.7%	1,271	18.4%
Arts, entertainment, recreation, accommodation and food services	36	31.3%	778	11.3%
Other services (except public administration)	5	4.3%	309	4.5%
Public administration	6	5.2%	357	5.2%
Total	115	100.0%	6,893	100.0%

Source: U.S. Bureau of the Census, SF-3, 2000

Of the 115 Town of Union residents employed in 2000, most worked in the arts, entertainment, recreation, accommodation, and food services sector. The breakdown of employment by industry sector in the town differs from that of Burnett County as a whole. In the county, most residents work in the manufacturing sector.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

Table 6-3
Employment by Occupation, Town of Union, Burnett County, and
Wisconsin, 2000

Occupation	Town of Union		Burnett County		State of Wisconsin	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	34	29.6%	1,762	25.6%	857,205	31.3%
Service occupations	28	24.3%	1,234	17.9%	383,619	14.0%
Sales and office occupations	14	12.2%	1,407	20.4%	690,360	25.2%
Farming, fishing, and forestry occupations	1	0.9%	125	1.8%	25,725	0.9%
Construction, extraction, and maintenance occupations	12	10.4%	850	12.3%	237,086	8.7%
Production, transportation, and material moving occupations	26	22.6%	1,515	22.0%	540,930	19.8%
Total	115	100.0%	6,893	100.0%	2,734,925	100.0%

Source: U.S. Bureau of the Census, SF-3, 2000

Employment by occupation in the Town of Union is somewhat similar to that of Burnett County. For both the town and the county, the highest percentages of people are employed in management, professional and related occupations. However, the Town of Union has a higher proportion of people employed in service occupations, while the county has a higher proportion of residents in sales and office occupations. These differences are logical given the local characteristics in educational attainment and employment by industry.

6.3 Desired Business and Industry

Similar to most communities in Burnett County, the Town of Union would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. In this context, “business” could include any type of commercial use from a home-based business to a retail store, office, or other similar use. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies within this document. Desired types of business and industry in Burnett County include, but are not necessarily limited to:

- ♦ Business and light industry that retain the rural character of the community.
- ♦ Business and light industry that utilize high quality and attractive building and landscape design.
- ♦ Business and light industry that utilize well planned site design and traffic circulation.
- ♦ Business and light industry that revitalize and redevelops blighted areas of the county.
- ♦ Businesses that provide essential services that are otherwise not available in the surrounding area, such as retail stores, personal services, and professional services.

- ♦ Home based businesses with adequate off-street parking that blend in with residential land use and do not harm the surrounding neighborhoods.
- ♦ Business and light industry that provide quality employment for local citizens.
- ♦ Business and light industry that support existing employers with value adding services or processes.
- ♦ Business and light industry that bring new cash flow into the community.
- ♦ Business and light industry that fill a unique niche in the county and complement economic development efforts.

6.4 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the future land use map (Map 8-2) for the Town of Union. Generally speaking, the Town of Union is not planning for significant areas of commercial and/or industrial development. The primary economic development opportunities will be through the expansion of home based businesses in the town's residential and rural areas, including some limited waterfront-oriented businesses where appropriate. The expansion and access of wireless broadband internet technology will be a significant driver to stimulation the expansion or opportunity of home based business development. Such uses will be required to meet the applicable *Land Use* element policies, and policies of other relative element included in this plan. Other areas of the town might also be considered for more intensive business development upon approval of a plan amendment or rezoning as appropriate. The Town of Union is pro economic growth and opportunity, as generally described in the Town's Goals, Objectives, Policies, and Recommendations; however, the majority of business development within the County is encouraged to take place within the Villages of Grantsburg, Siren, and Webster where adequate utilities and infrastructure exist or are planned for expansion.

While there are no industrial parks in the Town of Union, there are three industrial and business parks located in Burnett County, the Grantsburg Industrial Park, the Webster Industrial Park and the Siren Industrial Park. The industrial and business parks in Burnett County occupy a total of 120 acres, of which 68 acres are currently occupied. Therefore, 52 acres, or 43% of the County's existing industrial and business park lands are available for future development.

Environmentally Contaminated Sites

Brownfields, or environmentally contaminated sites, may also be good candidates for clean-up and reuse for business or industrial development. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) has been reviewed for contaminated sites that may be candidates for redevelopment in the community. For the Town of Union, as of May 2009, there were no sites identified by BRRTS as being located within the town and open or conditionally closed (indicating that further remediation may be necessary).

6.5 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable

statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Maintain and enhance opportunities for resource based industries dependent on rural lands and provide opportunity for compatible economic growth and development

Objectives:

- A. Encourage resource based industries including agriculture, forestry, and tourism which are consistent with the goals of this plan.
- B. Support agricultural and forestry working lands through appropriate utilization of land use planning and regulations.
- C. Support county efforts to establish the value of existing and potential agricultural land and help preserve them through the development of an agricultural “Transfer of Development Rights” (TDR) and/or “Purchase of Development Rights” (PDR) program. These shall be supported by a priority system, a revenue mechanism, and an information/education program.
- D. Discourage any type of development, not agriculturally related, on prime agricultural soils or lands designated for exclusive agriculture.
- E. Encourage continuation of the family farm.
- F. Encourage creative, unique and niche forms of agriculture.
- G. Support programs that coordinate the selling of local products within local establishments.
- H. Support programs that provide opportunities for farmers to network to increase the potential to share knowledge, resources, and equipment.

Goal 2: Attract, retain, and expand quality businesses and industries that will improve the employment and personal income base of the Town.

Objectives:

- A. Encourage long term business investments that generate net fiscal benefits to the town, protect environmental quality, and provide increase to net personal income.
 - B. Support incentives to those businesses of all sizes which demonstrate a commitment to protecting the environment and enhancing the town’s quality of life.
 - C. Promote economic opportunity for all residents, including unemployed, underemployed, and special needs populations.
 - D. Encourage diversified economic development to achieve and maintain a balanced tax base.
 - E. Support agriculture, forestry, manufacturing, tourism, and related support services as strong components of the local economy.
 - F. Support the further development of an ecological tourism (ecotourism) industry in the town and region to build environmental and cultural awareness, and benefit the local economy.
 - G. Support the further development of an agricultural tourism (agri-tourism) industry in the town and region to build awareness of the importance of agriculture, an understanding of operations, and benefit the local economy.
 - H. Support the increase of businesses that serve the aging and retirement population.
 - I. Encourage the growth of business clusters based on similar or complementary industries.
-

- J. Promote business retention, expansion, and recruitment efforts that are consistent with the town's comprehensive plan.
- K. Support existing businesses by establishing public-private partnerships.
- L. Support the pursuit of local, state and federal funding and assistance that will help local businesses become more competitive.
- M. Distinguish and promote features unique to the town in order to compete and complement the region.

Goal 3: Help provide sufficient commercial and industrial lands adjacent to public facilities and transportation services that are cost effective and environmentally compatible.

Objectives:

- A. Encourage appropriate re-use and development of older buildings.
- B. Plan for areas of industrial and commercial use that will be accessible from roadways of arterial class or higher, potentially served with utilities, and free of major environmental constraints.
- C. Encourage infrastructure development and services necessary to serve new development.

Goal 4: Support the organizational growth of economic development programs in the town and region.

Objectives:

- A. Encourage increased cooperation between the county and surrounding areas regarding comprehensive planning and economic development issues.
- B. Support the regional efforts of the International Trade, Business and Economic Development Council (ITBEC) for Northwest Wisconsin and the Northwest Wisconsin Regional Planning Commission.
- C. Support the efforts of the Burnett County Development Association, community development organizations, and local chamber of commerce.
- D. Promote dialogue and continue to strengthen relationships between the town and local businesses.
- E. Support programs that provide business networking opportunities to increase business collaboration, shared resources, and to identify needs and opportunities.

Goal 5: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.

Objectives:

- A. Work to maintain an effective and efficient government to reduce the tax burden.
- B. Improve economic development opportunities along highway corridors.
- C. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the town, county, and region.
- D. Monitor the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the town's comprehensive plan.
- E. Attract and support the development of world class communication systems.

Goal 6: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Objectives:

- A. Support local employment of area citizens, especially efforts that create opportunities for local young adults.
- B. Support home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the area.
- C. Support area school districts, technical colleges, universities, and other non-profit agencies that promote workforce development.
- D. Support a continuum of educational opportunities responsive to the needs of the town work place.
- E. Encourage greater interaction between the schools and businesses in order to better coordinate the required education and skills.
- F. Promote and encourage community development that creates and enhances vibrant neighborhoods, and shopping, entertainment and recreational opportunities that will attract and retain younger families and employers.
- G. Support intergovernmental efforts to develop a local technical school.

6.6 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies and Recommendations

- ED 1. Agriculture should be supported as a vital component of the Town’s economic base.
 - ED 2. Forestry should be supported as a vital component of the Town’s economic base.
 - ED 3. Tourism should be supported as a vital component of the Town’s economic base.
-

- ED 4. Support home-based business as a primary economic development tool.
- ED 5. Intensive commercial and industrial development should be located in and/or directed toward areas within which adequate public facilities and services already exist, are programmed for expansion, or will be provided concurrent with development.
- ED 6. Industrial development should be steered to villages capable of providing sewer and water services.
- ED 7. Highway corridor development shall be directed to designated planned commercial areas and address building signage, lighting, service and land use standards.
- ED 8. The Town should support existing business expansion and retention efforts and new business development efforts that are consistent with the comprehensive plan.
- ED 9. Coordinate regularly with the County and the Northwest Wisconsin Regional Planning Commission to evaluate economic development related grants, programs, and tax incentives for their applicability to the Town.
- ED 10. Economic development programs and incentives should focus on development and businesses that include higher quality buildings and facilities, as well as, provide greater job opportunities with relatively high wages.
- ED 11. The retention and expansion of existing businesses should be supported through facility improvements and the implementation of increased technology.

6.7 Economic Development Programs

For descriptions of economic development programs potentially available to the community, refer to the *Economic Development* element of the *Burnett County Inventory and Trends Report*.

7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Burnett County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Union, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the Town of Union and Burnett County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Union's plan for intergovernmental cooperation is to continue to rely on intergovernmental arrangements for the efficient provision of community facilities and services, to improve the planning and regulation of development along community boundaries, and to continue ongoing communication with other units of government. The Town of Union has been involved in intergovernmental cooperation with Burnett County and neighboring jurisdictions for many years, but hopes to build on these past successes to accomplish even more in the future. Top issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) include exploring potential for intergovernmental cooperation in regards to fire protection, police service, ambulance service, solid waste removal service, and road maintenance.

In order to implement the town's plan for intergovernmental cooperation, this plan recommends continuing to meet and plan together on a multi-jurisdictional basis. Over the long term, the town will continue to support sharing of services and facilities where there are sustainable benefits to town taxpayers. The town will also review opportunities to share equipment with neighboring jurisdictions, pursue cost-sharing or purchase agreements to help drive down costs, and review opportunities to consolidate services while maintaining service levels. The town will consider wellhead protection as a priority when reviewing development proposals in municipal well recharge areas.

7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the Town of Union.

- ♦ Winter maintenance and other services agreement with Burnett County Highway Department, 2004

This agreement establishes a service agreement with the County Highway Department for winter maintenance and similar work for highways and roads located in the town. Services are paid by the town on a time and materials basis.

- ♦ Agreement establishing Burnett Area fire district, 1999
This agreement documents the creation of the Burnett Area Fire District. It establishes a fire district commission and sets forth its operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the fire district's budgeted costs.

7.3 Analysis of the Relationship with School Districts and Adjacent Local Governmental Units

School Districts

The Town of Union is located within the Webster School District, and generally has a good relationship with the district.

Burnett County and its communities maintain cooperative relationships with their school districts. Partnership between communities and schools is seen in the use of school athletic facilities that are open for use by community members.

Adjacent Local Governments

The Town of Union currently has the following intergovernmental cooperation agreements:

- ♦ Coordinates solid waste removal with the towns of Swiss and Oakland
- ♦ Coordinates fire protection services with the Webster Rural Fire Association
- ♦ Coordinates ambulance service with the North Memorial Ambulance Service

St Croix Chippewa Tribe

Burnett County maintains a cooperative relationship with the St. Croix Tribe. The Burnett County Human Services Division has several agreements for shared service, including providing home delivered meals---“meals on wheels”---for members of the tribe, shared programs through the Mental Health/Alcohol and Other Drug Abuse, and joint public health preparedness programs.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication between communities and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the *Inventory and Trends Report*.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland
♦ Utilize a coordinated process to update and amend the comprehensive plan	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland
♦ Work with the school district to anticipate future growth, facility, and busing needs	Village of Webster School District
♦ Share the use of school district recreational and athletic facilities	Village of Webster School District
♦ Seek a cooperative solution for needed improvements to town hall facilities	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland
♦ Share excess space at the town garage	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland
♦ Share community staff	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland

Opportunity	Potential Cooperating Units of Government
♦ Share office equipment	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland
♦ Share construction and maintenance equipment	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland
♦ Continue to coordinate shared services and contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland
♦ Reduce conflict over boundary issues through cooperative planning	Burnett County Town of Swiss Town of Oakland Town of Lincoln Town of West Marshland

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Concern over too much intervention by Burnett County and the state relative to local control of land use issues.	Adopt a local comprehensive plan Take responsibility to develop, update, and administer local land use ordinances and programs Maintain communication with Burnett County on land use issues Provide ample opportunities for public involvement during land use planning and ordinance development efforts
♦ Residential development planned adjacent to agriculture or forestry enterprise areas across a town boundary	Distribution of plans and plan amendments to adjacent and overlapping governments Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings Continued meetings of the County Planning Committee with representation from every Burnett

Potential Conflict	Process to Resolve
♦ Concern over the ability or willingness of Burnett County to implement the recommendations of town plans	County community
	Distribution of plans and plan amendments to adjacent and overlapping governments
	Continued meetings of the County Planning Committee with representation from every Burnett County community
♦ Vastly different zoning and land division regulations from one town to the next	After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances
	Distribution of plans and plan amendments to adjacent and overlapping governments
	After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	Continued meetings of the County Planning Committee with representation from every Burnett County community
	Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings
	Continued meetings of the County Planning Committee with representation from every Burnett County community
♦ Concern over poor communication between the town and the sanitary district	Cooperative design review ordinance development and administration
	Distribution of plans and plan amendments to adjacent and overlapping governments
	Distribution of plans and plan amendments to adjacent and overlapping governments
♦ Concern over poor communication between the town and lake districts	Distribution of plans and plan amendments to adjacent and overlapping governments
♦ Concern over poor communication between the town and the school district	Distribution of plans and plan amendments to adjacent and overlapping governments

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Foster the growth of mutually beneficial intergovernmental relations between the town and other units of government, and the county.

Objectives:

- A. Reduce the cost and enhance the provision of coordinated or consolidated public services and facilities with other units of government including the St. Croix Tribe.
- B. Continue the use of joint purchasing and shared service arrangements with other units of governments where applicable to lower the unit cost of materials and supplies for such things including, but not limited to, office supplies, roadwork supplies, vehicles, equipment, professional services, and insurance.
- C. Provide leadership for community cooperation efforts in the comprehensive plan development, adoption, and implementation processes.
- D. Encourage and facilitate the use of cooperative agreements between municipalities for such things including but not limited to annexation, expansion of public facilities, sharing of services and property, and land use regulation.

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies and Recommendations

- IC 1. Transportation issues that affect the town and neighboring communities should be jointly discussed and evaluated with that community and with the Burnett County Highway Department and the Wisconsin Department of Transportation, if necessary
- IC 2. Where practical, the Town shall work to maintain ongoing communication and positive relationships with the local, county, state, and federal agencies, districts, and organizations.
- IC 3. Educational efforts regarding planning, land use regulation, implementation, or natural resource management should be discussed as multi-jurisdictional efforts between the Town, neighboring communities, the county, and WDNR.
- IC 4. Town facilities that have available capacity shall be considered for joint use with other units of government or community organizations.
- IC 5. The Town should consider intergovernmental and other cooperative options before establishing, reinstating, expanding, constructing or rehabilitating community facilities, utilities or services.
- IC 6. The Town shall support the consolidation or shared provision of public services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized.
- IC 7. Annually review intergovernmental agreements for their effectiveness and efficiency.
- IC 8. Continue cooperative planning efforts with surrounding towns, villages, districts, associations, service providers and the county.
- IC 9. Before the purchase of new Town facilities or equipment or the re-instatement of service agreements, the Town will pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions.
- IC 10. Opportunities for sharing Town staff or contracting out existing staff availability will be pursued should the opportunity arise.
- IC 11. Where applicable, the Town shall seek cooperative boundary plans with adjacent villages in compliance with Wis. Stats. 66.0307 within the planning period.

7.7 Intergovernmental Cooperation Programs

For descriptions of intergovernmental cooperation programs potentially available to the community, refer to the *Intergovernmental Cooperation* element of the *Burnett County Inventory and Trends Report*. The Town of Union actively uses intergovernmental cooperation programs and has developed the following related strategic plans.

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8. Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

This chapter of the comprehensive plan includes local information for both existing and planned land use in the Town of Union. For further detail on existing land use in Burnett County, please refer to Chapter 8 of the *Inventory and Trends Report*.

8.2 Existing Land Use

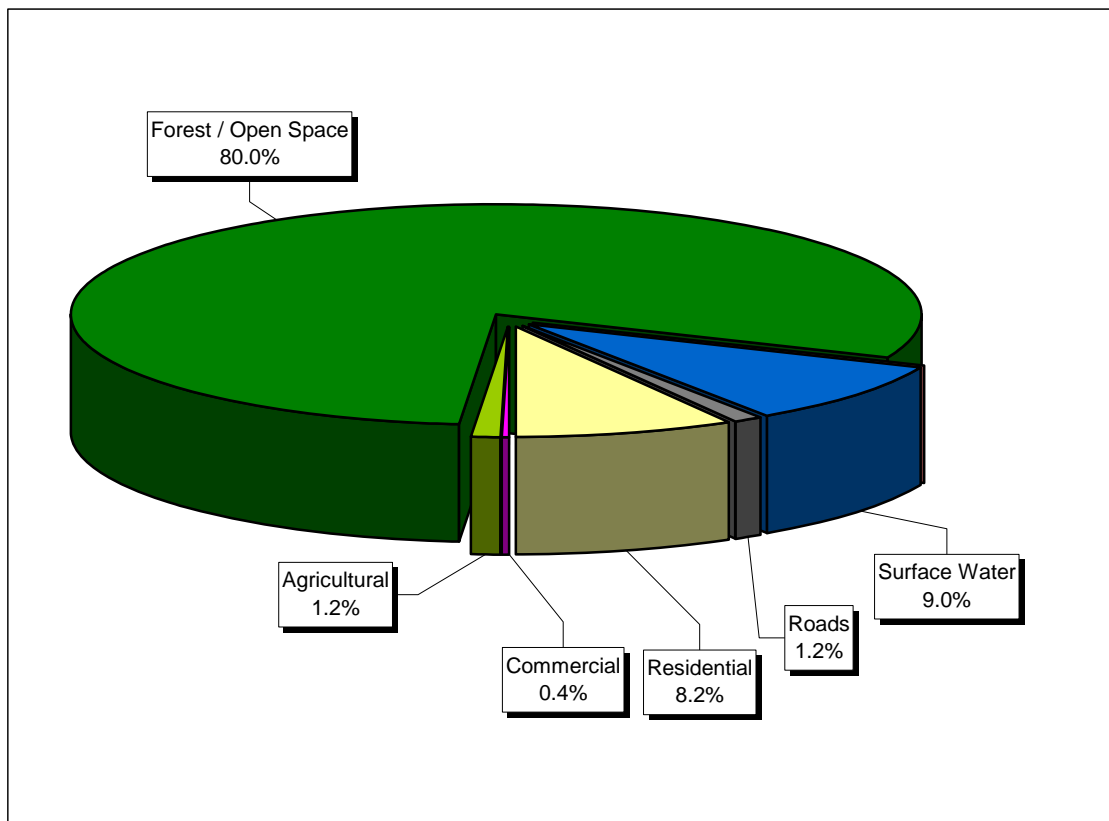
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns, and will serve as the framework for formulating how land will be used in the future. Map 8-1, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Union.

Table 8-1
Existing Land Use, Town of Union, 2008

Land Use Classification	Acres	Percent of Total
Residential	2,000	8.2%
Commercial	87	0.4%
Industrial	-	0.0%
Agricultural	284	1.2%
Forest / Open Space	19,436	80.0%
Tribal Land	-	0.0%
Surface Water	2,197	9.0%
Roads	281	1.2%
Total	24,284	100.0%

Source: Burnett County, Wisconsin Department of Revenue (2007 Statement of Assessments as Reported on or Before 3-04-08), and Foth.

Figure 8-1
Existing Land Use, Town of Union, 2008



Source: Burnett County, Wisconsin Department of Revenue (2007 Statement of Assessments as Reported on or Before 3-04-08), and Foth.

Map 8-1 Existing Land Use

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The Town of Union, with about 24,284 acres, is slightly larger than the typical six mile square (or 36 square mile) town because of the natural border formed by the St. Croix River between the town and the state of Minnesota to the west. The town's development pattern is diverse as influenced primarily by soil conditions. The Town of Union is still primarily an undeveloped, rural town, and passive land uses include about 90% of the town's landscape. Forest/open space is the single largest existing land use at 19,436 acres (80%), while agricultural uses are limited to about 284 acres (1.2%).

Developed uses make up just fewer than 10% of the town's landscape including residential, commercial and roads. Residential is the single largest developed land use at 2,000 acres, and is dispersed throughout the town with notable concentrations of housing surrounding the town's lakes and along/near roads.

Of note is a trend toward the conversion of seasonal homes along the town's lakeshores to larger, year-round homes. Recent development in the town has been primarily residential, as new commercial and manufacturing development has a tendency to generally locate within the three Burnett County Villages.

8.3 Land Ownership and Management

Land ownership and management is comprised of several components that significantly affect land use. The type of land ownership (public, private, land trust, etc.) has a direct impact on how property is managed and how lands may be used in the future. Public ownership of land in Burnett County consists of municipal, county, and state owned lands. As land management takes place under both private and public ownership, resource management programs may prescribe certain requirements and limitations that affect how lands may be used in the future. Voluntary land and resource management protection programs with significant utilization on private lands in Burnett County include Managed Forest Land (MFL) and Forest Crop Land (FCL). Table 8-2 below shows land ownership and management in the Town of Union.

Understanding land ownership and management patterns provides a link to a host of voluntary and non-regulatory plan implementation tools. Valued community features and resources can be protected for future generations not only through regulatory approaches like zoning and land division ordinances, but also through public ownership or programs like MFL and FCL. Burnett County will be best positioned to achieve its desired future when land use, land management, and land regulation are working in concert.

Table 8-2
Land Ownership and Management, Town of Union 2008

	Acreage	Percent of Total
County Lands	9,574.8	39.4%
Federal Lands	579.3	2.4%
State Land	5,975.8	24.6%
Tribal Lands	0.0	0.0%
Private Managed Forest Crop Land and Forest Land	0.0	0.0%
Land Not Under State, Federal, County, Tribal or Private Agricultural Ownership and Management	8,154.4	33.6%
Total Town Acreage	24,284.3	100.0%

Source: Burnett County

8.4 Projected Supply and Demand of Land Uses

Table 8-3 includes estimates for the total acreage that will be utilized by residential, agriculture, commercial, manufacturing, and forest/open space land uses in five-year increments through 2030. These future land use demand estimates are largely dependent on population projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The housing unit projection approximates the number of new residential units for the residential land demand projection, and is based on averaging the population projections (using both the WDOA and linear projection methods). Refer to the *Population and Housing* element for more details on population projections. Using the population projections, seasonal and vacant housing percentages, and average persons per household in the town, the housing unit projections are calculated. Using this method, a total of 107 new homes between 2008 and 2030 are projected in the town. The residential land use demand projection then assumes that each new home will occupy an average area of 4.8 acres. This existing average acreage is calculated by dividing the total residential assessed land by the total number of housing units (This plan actually specifies a range of residential lot sizes and densities within the Future Land Use Management Areas outlined in Section 8.8, the existing average is only for estimating purposes). This equates to an additional 512 residential acres by the year 2030.

Projected demand for commercial and industrial land use assumes that the ratio of the town's population to land area in these categories will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections also rely on averaging the population projections. Refer to the *Population and Housing* element for more details on population projections. This equates an additional 22 acres for commercial use and no additional acres for industrial use by the year 2030.

Projected agriculture and forest/open space use acreages are calculated based on the assumption that these uses will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that are converted to other uses to accommodate new development. The amount of agriculture and forest/open space land consumed in each five-year increment is based on the average amount of land use demand for each of the developed uses by the year 2030. In other words, a total of 24 acres per year is projected to be consumed by residential and commercial development in the Town of Union between 2008 and 2030, so agriculture and forest/open space lands are reduced by the same number within the same time period. This number is subtracted proportionally from both of these land uses based on the 2008 ratio of each.

Table 8-3
Projected Land Use Demand (acres)
Town of Union 2008-2030

	2008 Estimate	2010 Projections	2015 Projections	2020 Projections	2025 Projections	2030 Projections	2008-2030 Change	%
Residential	2,000	2,074	2,196	2,315	2,419	2,512	512	26%
Commercial	87	90	96	101	105	109	22	25%
Industrial	0	0	0	0	0	0	0	0%
Agricultural	284	283	281	279	278	276	-8	-3%
Forest/ Open Space	19,436	19,360	19,234	19,112	19,005	18,910	-526	-3%
Other (Roads and Surface Water)	2,478	2,478	2,478	2,478	2,478	2,478	0	0%
Total Town Acreage	24,285	24,285	24,285	24,285	24,285	24,285		

Source: U.S. Bureau of the Census, WDOA, and Foth

Table 8-4 provides a comparison of land supply and demand for the Town of Union. Land use demand is based on the previous calculations, and land supply is based on the future land use plan described in Section 8.7.

Table 8-4
Land Supply and Demand Comparison
Town of Union

	Residential	Commercial	Industrial
Existing Land Use	2,000	87	0
2030 Land Use Projection (Demand) ¹	2,512	109	0
Future Land Use (Supply) ²	6,882	0	0

¹ Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

² Residential includes Rural Residential, Shoreland Residential, and 10% of Forestry Residential and Recreation.

A sufficient supply of residential land has been planned through 2030 and beyond within the Future Land Use Management Areas based on the projected residential demand. Important to note is that while the Future Land Use Management Areas allow the potential for a significant amount of residential development across the town, the actual amount of development will be

limited by demand. In addition, residential development will be managed in accordance with the Future Land Use Management Areas outlined in Section 8.8.

There are no areas planned directly for commercial use, but demand can be met within the Shoreland Residential (SR) area that allows limited compatible commercial uses and through home based businesses if compatible within the town's rural and residential areas.

8.5 Density Management - A Different Approach to Managing Development

Burnett County manages growth through a zoning code that generally regulates the types of uses allowed and the associated minimum lot sizes that are required. This Plan and the County Plan advocates an approach to establish certain maximum densities for development within some of the planned rural and use designations as managed by Burnett County ordinances. Specific recommendations are included within the Future Land Use Management Areas outlined in Section 8.8.

It is critical to understand the difference between how density is used to manage development in comparison to minimum lot size. Minimum lot size requirements set how big individual lots need to be. Maximum density requirements set how many new homes or lots can be divided from a larger parcel, regardless of how big individual homesites or lots need to be. Establishing density standards typically works in conjunction with minimum lot sizes (and sometimes maximum lot sizes) to ensure the goals of the area are met while ensuring standards are applied for health and safety (minimum lot size areas for adequate septage treatment and replacement). For more information refer to the *Burnett County Comprehensive Plan*.

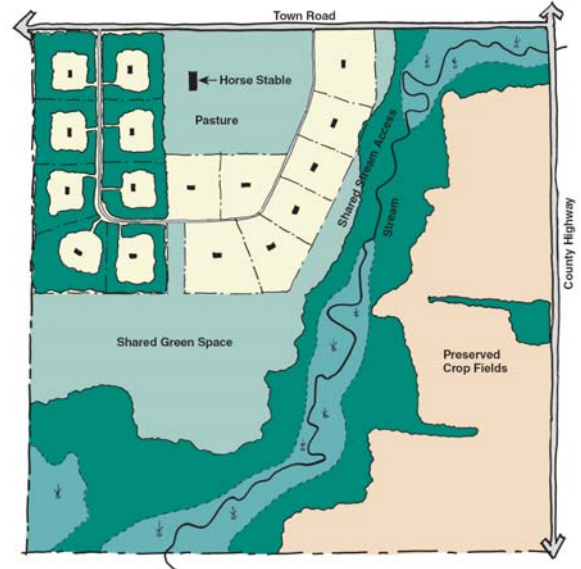
8.6 Cluster/Conservation Development

In concert with adding density management provisions to achieve town and county goals of farmland preservation and maintaining rural character, the town and county should also consider adding residential clustering/conservation provisions as a primary development option for rural land development. Clustering typically allows relatively small residential lots, but still large enough to ensure adequate septage treatment and replacement systems. Clustering residential lots on a portion of a development tract (in conjunction with density management) allows a number of benefits including the conservation of farmland, forest, open space and natural resources, the ability to place homesites where the most suitable soils exist, and the potential for lower infrastructure costs. For more information refer to the *Burnett County Comprehensive Plan*. The following images show the difference between conventional residential lot development and cluster/conservation development:

Conventional



Cluster/Conservation



8.7 Future Land Use Plan

The future land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the future land use plan in community decision making, it is important to keep the following characteristics in mind.

- ♦ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ♦ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ♦ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ♦ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.

- ♦ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the future land use plan include the Future Land Use Map (Map 8-2) and the Future Land Use Management Areas. These components work together with the Implementation element to provide policy guidance for decision makers in the town.

The Town of Union's plan for future land use is intended to protect agricultural, natural, and cultural resources for future generations while also allowing reasonable opportunities for land development and making efficient use of existing infrastructure. The town will accomplish this by managing the use of lands and the density of development. Most locations in the town will allow for development to take place, but the density of development will be planned in order to preserve valued features of the landscape and to encourage growth in areas that are most suitable for development.

The future land use plan was shaped by both objective data and local opinion. Public participation in the form of public meetings and a county-wide survey was utilized to significantly impact the outcome. The town considered the locations of natural resources, agriculture, roads, current land use patterns, land ownership patterns, and other objective factors to measure suitability of lands for various future land uses. A draft map was prepared that was reviewed by the public. Changes to the draft plan suggested by the town citizens were evaluated by the planning commission, and the Town Board, and any accepted changes were incorporated into the plan.

Map 8-2 Future Land Use

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8.8 Future Land Use Management Areas

The following Future Land Use Management Areas (LUMAs) have been utilized on the town's Future Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each management area. They may also include policy statements that are specific to areas of the community mapped under a particular LUMA. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

Forestry Residential and Recreation (FRR)

- ♦ Purpose: To maintain the character and viability of privately owned lands that are intended for resource management or recreation, while accommodating limited residential uses.
- ♦ Primary Goal: Maintain a low development density that will support many of the features and activities residents and property owners enjoy in conjunction with reducing service costs to local taxpayers. Objectives of the FRR Management Area would include maintaining the rural character of the area, accommodating local conservation land and associated land management such as Quality Deer Management (QDM) programs, accommodating private forestry efforts, reducing forest fragmentation, accommodating quality outdoor recreational experiences and limiting sporadic development that is inefficient for the towns to service.
- ♦ Preferred Use: Forestry uses, agricultural uses (with some size limitations), outdoor recreation, and limited residential development generally located along existing roadways, in clusters, and integrated with the natural landscape. Commercial uses are discouraged.
- ♦ Recommended Policies:
 - The preferred housing density should be a maximum of 1 unit per 20 acres.
 - New residential development shall be placed on the landscape in a fashion that prevents conflicts between forest management and outdoor recreation land uses and residential land uses.
 - Promote clustering of homes and preservation of land for open space, natural resources, and recreational uses.
 - New development shall be placed on the landscape in a fashion that minimizes the fragmentation of large forest tracts.
 - New residential subdivisions with 5 lots or more shall not be allowed in areas planned for FRR unless site planning or conservation design can be effectively used to minimize negative impacts to forestry and outdoor recreation.

Rural Residential (RR)

- ♦ Purpose: To maintain the rural and open character of these areas while accommodating limited residential uses. Rural residential activity has been significant as the off lake property becomes more in demand for seasonal use. This area includes marginal or abandoned farmlands that have become attractive for rural residences.
- ♦ Primary Goal: Preserve agriculture, the rural landscape, open space, and natural features of the area, while accommodating limited residential development. Promote infill of areas which have already experienced development in order to increase overall density without sacrificing community character.
- ♦ Preferred Use: Agricultural uses, with some size limitations. Limited residential development generally located along existing roadways, in clusters, and on larger lots than found in an urban area. Commercial uses are discouraged except those of very low intensity such as golf courses or home-based businesses.
- ♦ Recommended Policies:
 - The preferred housing density should be 1 unit per 5 acres.
 - Lots smaller than one acre should be allowed with conservation or cluster design.
 - Density bonuses for conservation or cluster design should be considered.

Shoreland Residential (SR)

- ♦ Purpose: To recognize the shore lands adjacent to lakes, rivers, and streams in Burnett County as areas historically prone to development pressure. Many of the shorelands are significantly developed with both full-time and seasonal residents. Further residential development is regulated by the lakes and rivers classification development standards and accompanying shoreland ordinances.
- ♦ Primary Goal: Establishing appropriate strategies for the management of future development of these areas that address: ensuring environmental quality, maintaining views and open space, maintaining community character, and potential recreational activity conflicts.
- ♦ Preferred Use: Residential uses that are compatible with their immediate surroundings. Limited commercial uses including lodging, resorts and associated retail and services should be compatible with immediate surroundings and located in areas of established commercial uses.
- ♦ Recommended Policies: Stay consistent with Lakes Classification strategy for minimum lot size and density:
 - Class 1 Lake: 30,000 SF lot
 - Class 2 Lake: 40,000 SF lot
 - Class 3 Lake, River, or Stream: 75,000 SF lot

Public Resources (PR)

- ♦ Purpose: A Land Use Management Area to designate existing public lands and wetlands that are not planned for development.
- ♦ Primary Goal: To maintain natural features and areas as community assets and conserve these features for future generations. In addition, to prohibit developments in areas which are not suited.
- ♦ Preferred Use: Allowable uses may include forestry, passive recreation, wildlife protection activities, and fisheries as possible uses.

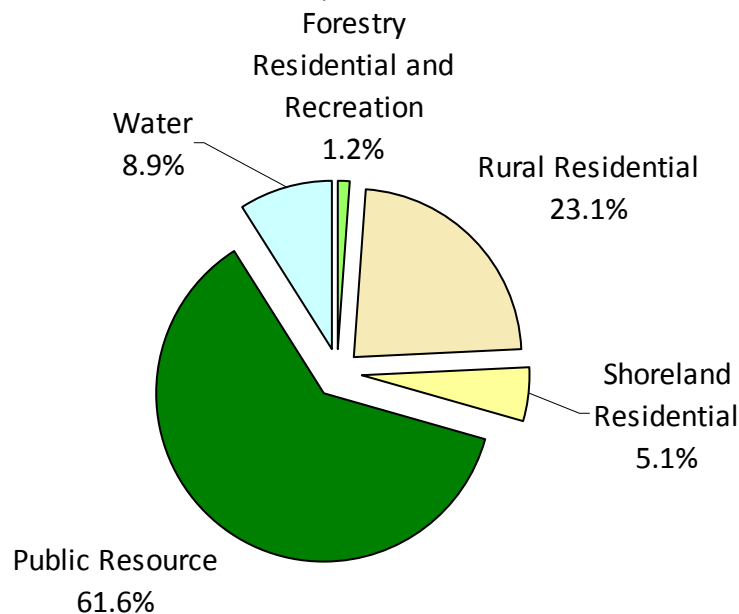
Table 8-5 and Figure 8-2 display the distribution of each Future Land Use Management Area as shown on the Future Land Use Map.

Table 8-5
Future Land Use, Town of Union 2030

Future Land Use Management Area	Acres	Percentage of Total
Forestry Residential and Recreation	292.0	1.2%
Rural Residential	5,606.0	23.1%
Shoreland Residential	1,247.1	5.1%
Public Resource	14,970.1	61.6%
Water	2,169.7	8.9%
Total	24,285.0	100.0%

Source: Town of Union.

Figure 8-2
Future Land Use, Town of Union 2030



Source: Town of Union

8.9 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Union. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

Existing Land Use Conflicts

- ♦ Lack of property and building maintenance.
- ♦ Lack of land use ordinance enforcement.
- ♦ Telecommunication towers.
- ♦ Wind energy towers.
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm.
- ♦ Residential development next to extraction land uses.
- ♦ Poorly designed or unattractive commercial or industrial development.
- ♦ Lack of screening or buffering between incompatible uses.
- ♦ Home based businesses that take on the characteristics of primary commercial or industrial uses.
- ♦ The over-consumption of rural lands by large lot subdivisions.
- ♦ The loss of rural character in some locations.

Potential Land Use Conflicts

- ♦ Siting of undesirable or poorly designed land uses in the interim between plan adoption and development of implementation tools.
- ♦ Annexation conflicts may arise with the Village.
- ♦ Meeting the service needs of newly developed areas.
- ♦ Controlling and managing development along major highway corridors and interchanges.
- ♦ The over-consumption of rural lands by large lot subdivisions.
- ♦ The loss of rural character in some locations.

8.10 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Union Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Infill development is the primary type of redevelopment that is likely in the town along.

8.11 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable

statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Guide the efficient use of land through a unified vision of planned growth in recognition of resource limitations and town goals and objectives.

Objectives:

- A. Maintain a current, long-range comprehensive plan, which will serve as a guide for future land use and zoning decisions.
- B. Develop procedures and policies that ensure a balance between appropriate land use and the rights of property owners, focusing on the best interests of the town as a whole.
- C. Ensure all landowners have equitable options for proposing land use change.
- D. Coordinate land use planning and growth management throughout the town to facilitate efficient resource investments while allowing for local autonomy where warranted.
- E. Help identify, evaluate, and preserve historic, archaeological, and cultural resources.
- F. Encourage town planning goals that are consistent with or do not conflict with county goals and policies.
- G. Identify areas of potential conflict between the land use plans of the Town, surrounding communities, and the county and provide a process for the discussion and resolution of such conflicts.
- H. Establish agreements regarding land use regulation and provision of services in the growth areas outside existing villages addressing land uses, levels of service, resolution of boundary disputes, service extension policies, and transfer of jurisdictional burdens.

Goal 2: Plan for a desirable pattern of land use that contributes to the realization of the town's goals and objectives for the future.

Objectives:

- A. Restrict new development from areas shown to be unsafe or unsuitable for development due to natural hazards, contamination, access, or incompatibility problems.
- B. Establish a range of preferred land use classifications and a range of preferred development densities and assign them to areas of the town in order to identify planning guidelines within which a variety of local land use planning and implementation options will achieve long term land use compatibility.
- C. Seek a pattern of land use that will preserve large tracts of productive agricultural areas and resources.
- D. Seek a pattern of land use that will preserve productive forestry areas and resources.
- E. Seek a pattern of land use that will preserve green spaces in developed areas, and natural resources, with a focus on groundwater and surface water resources.
- F. Seek a pattern of land use that will maintain and enhance the town economy.
- G. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- H. Encourage the centralization of commerce, entertainment, and employment to create vigorous community centers.
- I. Promote growth patterns that result in compact, distinct and separate communities rather than continuous linear strips of development.

- J. Encourage cluster development to assure conservation of land, efficient provision of public services, and accessibility.
- K. Encourage new development to be integrated with the surrounding landscape through visual prominence of natural features, use of natural materials and colors, and minimizing the development's impact on the natural environment.
- L. Help promote the provision of public facilities and services when sufficient need and revenue base to support them exists.
- M. Consider a variety of planning tools such as area development plans, density management regulations, purchase or transfer of development rights programs, site and architectural design review guidelines, and voluntary land management programs to achieve the town's desired pattern of future land use.
- N. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the local community, and that are suited to the specific location in which the development is proposed.
- O. Require landscape and land use buffers to lessen the impacts of conflicting land uses in close proximity.
- P. Require intensive uses such as salvage yards be screened from public view.
- Q. Coordinate with the County, Department of Natural Resources, and the National Park Service to ensure that land management decisions provide maximum benefits.

8.12 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies and Recommendations

- LU 1. The comprehensive plan shall identify anticipated areas for future growth, the preferred land uses within growth areas, and policies that guide the review of proposed developments.

- LU 2. Work with the county to improve zoning and land division ordinance provisions toward improved management of land use and development and toward overall comprehensive plan implementation.
 - LU 3. Work with the County to update zoning, subdivision, and other land use management tools as necessary to implement the Preferred Land Use Plan.
 - LU 4. All development proposals shall meet the intent of the Preferred Land Use Management Areas as described within the Land Use element.
 - LU 5. Provide the county input and recommendations prior to a rezoning, conditional use, land division (including plats and certified survey maps), or site plan approval.
 - LU 6. Where a proposed development is found to be inconsistent with comprehensive plan policies, an applicant shall be advised to petition the local unit of government for a revision to the comprehensive plan preferred land use map (note: the applicant may also revise the design of the proposed development to attempt to achieve consistency with the plan).
 - LU 7. The Town should review growth and development applications to address service demands on community services or facilities.
 - LU 8. At a minimum, the following characteristics shall be used to define a cluster or conservation design development:
 - a) Residential lots or building sites are concentrated and grouped.
 - b) The number of lots (density) takes into account the standards of the overlying zoning district.
 - c) The lot size is reduced from what is normally required.
 - d) A maximum lot size is employed to support open space requirements and manage density.
 - e) There are residual lands that are preserved as green space in perpetuity for the purpose of limiting density, protecting valued community features such as agriculture, natural resources, or cultural resources.
 - LU 9. Home-based business shall maintain the following characteristics:
 - a) They are conducted in a zoning district where such use is allowed
 - b) They maintain compliance with the specific requirements of the zoning ordinance
 - c) They are a secondary use of a primarily residential property
 - d) They have little to no outward appearance or negative impact on the surrounding neighborhood.
 - LU 10. At such time that a home-based business takes on the characteristics of a primary commercial or industrial use, it shall be relocated, discontinued, or rezoned (as necessary) to be consistent with the applicable adopted comprehensive plan and overlying land use regulation (zoning) to appropriately reflect the a commercial or industrial use.
-

LU 11. Proposed conditional uses shall meet the following criteria in order to gain Town approval:

- a) Complies with the requirements of the applicable zoning district
- b) Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification
- c) Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts
- d) Does not diminish property values in the surrounding neighborhood
- e) Provides assurance of continuing maintenance
- f) Addresses parking and site layout requirements

LU 12. Assess the need for the development of a Town ordinance regulating the storage of non-functioning vehicles, junk, scrap and related “eye sores”.

LU 13. Ensure that existing land use activities currently in the Town are “grand-fathered” into any new regulatory practice.

LU 14. If consistent with the Town’s comprehensive plan, the design of new commercial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses, as warranted.

LU 15. New commercial and industrial development should employ site and building designs that include:

- a) Signage and building architecture;
- b) Shared highway access points;
- c) Parking and loading areas;
- d) Landscaping;
- e) Lighting;
- f) Efficient traffic and pedestrian flow.
- g) Location of large, bulky, box-like commercial structures shall be avoided.
- h) Where possible, parking lots shall be placed behind buildings to lessen their visual impact on the community.
- i) All mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) should be screened from public view. This includes roof-top equipment and equipment on the ground.
- j) Future business and industrial development in the Town should be reviewed for potential financial, service and visual impacts to surrounding landowners.

8.13 Land Use Programs

For descriptions of land use programs potentially available to the community, refer to the *Land Use* element of the *Burnett County Inventory and Trends Report*.

Additional Programs

The following Burnett County programs are identified here, because implementation of the Town of Union's land use plan will require continued cooperation with the county. Revisions to the county zoning and land division ordinances are a likely outgrowth of the comprehensive planning process, which has also been identified as an intergovernmental cooperation opportunity in Section 7.4. Tracking development density over time, as is suggested in the Preferred Land Use Management Areas, will require cooperation with county land information systems.

Burnett County Zoning Department

The Burnett County Zoning Department provides zoning administration, issues zoning and land use permits, and houses information and maps of zoning districts, floodplains, shorelands, and wetlands. The Zoning Department issues all Sanitary Permits for the county and inspects all systems for compliance with state codes. The department also administers the Wisconsin Fund Grant Program which provides funding assistance for failing private sanitary systems. It also enforces a Subdivision Ordinance which regulates division of land parcels.

Burnett County Land Information Office

The Land Information Office was established within the Property Listing Office and is under the direction of the Land Information Office Coordinator. The coordinator's responsibilities include assuring the efficient integration of the land information system and the cooperation between federal and state Agencies, local governmental units, county departments, public and private utilities and the private sector.

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9. Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Union's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Recommended actions have been identified in the following four areas:

- ♦ Plan Adoption and Update Actions
- ♦ Intergovernmental Cooperation Actions
- ♦ Ordinance Development and Update Actions
- ♦ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Priority (Short Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element).
Responsible Party: Plan Commission
Timing: November 2009 – February, 2010
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).
Responsible Party: Town Board
Timing: February – March, 2010

Periodic Actions

1. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element).
Responsible Party: Plan Commission
Timing: Annually

2. Task: Conduct a comprehensive plan update (*Implementation* element).
Responsible Party: Plan Commission, Town Board
Timing: Every five years
Consideration: The 2010 census data will be available in 2011. The updated housing and population counts and projections can be applied and planning documents modified based on the new data.

Intergovernmental Cooperation Actions

Priority (Short Term) Actions

1. Task: Meet with other units of local government to assess/discuss plan review issues, implementation coordination, and consistency requirements (*Intergovernmental Cooperation* element).
Responsible Party: Town Board
Timing: 2010/2011 (within one to two years)

Medium Term Actions

1. Task: Distribute an intergovernmental cooperation update (*Intergovernmental Cooperation* element).
Responsible Party: Town Board
Timing: 2012 to 2015 (within three to five years)
2. Task: Review and evaluate existing intergovernmental agreements and services (*Intergovernmental Cooperation* element).
Responsible Party: Plan Commission and Town Board
Timing: 2012 to 2015 (within three to five years)

Long Term Actions

1. Task: Work with Burnett County to create a Purchase of Development Rights PDR Program or Donated Easement Program (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission and Town Board
Timing: 2014 (five years or more)

Periodic Actions

1. Task: Utilize intergovernmental options to provide needed service and facility improvements.
Responsible Party: Town Board
Timing: Ongoing

Ordinance Development and Update Actions

Short Term Actions

1. Task: Work with Burnett County to modify the zoning ordinance and map toward implementation of the town's comprehensive plan (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element).
Responsible Party: Plan Commission and Town Board
Timing: Anticipated late 2010 - 2012
2. Task: Work with Burnett County to modify the county land division ordinance toward implementation of the town's comprehensive plan (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element).
Responsible Party: Plan Commission and Town Board
Timing: Anticipated late 2010 - 2012
3. Task: Adopt a driveway ordinance (*Transportation* element).
Responsible Party: Plan Commission and Town Board
Timing: 2011 (within two years)

Medium Term Actions

1. Task: Develop a site plan and architectural design review standards. The standards could be guidelines or an ordinance. Related provisions may be developed at the county level which may apply, therefore it is recommended the town work with Burnett County within the construct of the county zoning and land division ordinance updates prior to pursuing this strategy (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission and Town Board
Timing: 2012 to 2014 (within three to five years)

Long Term Actions

1. Task: Develop an official map (*Transportation* element). The need may not be applicable town-wide; consider designating road corridors for higher density development areas, lakeshore areas, or areas of long term planned development
Responsible Party: Plan Commission and Town Board
Timing: 2013-2014
2. Task: Consider development of a historic preservation ordinance (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission and Town Board
Timing: 2015 (five years or more)

Periodic Actions

1. Task: Update the town road construction specifications (*Transportation* element).
Responsible Party: Town Board
Timing: Periodic as needed

Strategic Planning Actions

Periodic Actions

1. Task: Review land use and density policies for residential development to ensure longer term plan recommendations are coordinated with shorter term market conditions (*Housing* element).
Responsible Party: Plan Commission
Timing: Annually
 2. Task: Review ordinances and fees for their impacts on town administration and development applicants (*Housing* element).
Responsible Party: Plan Commission
Timing: Annually
 3. Task: Update the five-year road improvement plan (*Transportation* element).
Responsible Party: Town Board
Timing: Annually
 4. Task: Pursue funding for transportation improvements (*Transportation* element).
Responsible Party: Town Board
Timing: Annually
 5. Task: Assess staffing, training, and equipment needs (*Utilities and Community Facilities* element).
Responsible Party: Town Board
Timing: Annually
 6. Task: Assess building and public facility capacity (*Utilities and Community Facilities* element).
Responsible Party: Town Board
Timing: Every five years
 7. Task: Maintain an inventory of active farms, feedlots, and manure storage facilities (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission
Timing: As needed
 8. Task: Maintain an inventory of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission
-

Timing: As needed

9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the Town of Union and summarizes recommended changes to each of these ordinance types. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory and Trends Report*. For further detail on the status of each type of implementation ordinance in Burnett County, please refer to Section 9.3 of the *Inventory and Trends Report*.

Code of Ordinances

Current Status

The Town of Union has not adopted its ordinances as a code of ordinances. The town administers the following ordinances:

- ♦ Plan Commission Ordinance
- ♦ Road Construction Standards Ordinance

Recommended Changes

Follow the statutory procedure for creating a code of ordinances. All existing and future ordinances should be adopted as part of the town's municipal code. The code is easier to manage and more efficient, especially during times of political and administrative succession or transition.

Zoning

Current Status

The Burnett County Zoning Ordinance establishes the county's basic land use, lot size, and building location and height requirements. The Burnett County Zoning Ordinance applies to unincorporated areas of the county in towns that have adopted the ordinance. To date, all towns except the Towns of Blaine, La Follette, Sand Lake, and Wood River have adopted the Burnett County Zoning Ordinance. The Town of Union's zoning information is displayed on Map 9-1 and Table 9-1.

Recommended Changes

Zoning ordinances will be one of the key tools that the Town of Union will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town will work with Burnett County to modify county zoning ordinances for achievement of the town's vision for the future. In the future, the town may want to develop their own zoning code in order to exercise more local control. A more effective zoning ordinance will be utilized to:

- ♦ Promote housing options
- ♦ Preserve agricultural lands and the right to farm
- ♦ Preserve natural resources and cultural resources including rural character
- ♦ Implement the town's site planning policies
- ♦ Better achieve the town's desired development pattern
- ♦ Better manage potentially conflicting land uses.

Table 9-1 Zoning, Town of Union

Zoning Classification	Acreage	Percent of Total
A (Exclusive Agriculture District)	0.0	0.0%
A1 (Agriculture--Transition District)	0.0	0.0%
A2 (Agriculture--Residential District)	2,931.6	13.4%
A4 (AG\Forestry)\Residential District)	0.0	0.0%
AP (Airport District)	0.0	0.0%
C1 (Commercial District)	0.0	0.0%
F1 (Forestry District)	11,718.0	53.7%
I1 (Industrial District)	0.0	0.0%
PUD (Planned Unit Development)	0.0	0.0%
RR1 (Residential Recreational District #1)	5,013.2	23.0%
RR2 (Residential Recreational District #2)	99.2	0.5%
RR3 (Residential Recreational District #3)	56.3	0.3%
W1 (Resource Conservation District)	2,015.2	9.2%
Shoreland Zoning*	9,080.1	
TOTAL ZONED LAND**	21,833.6	100.0%
TOTAL TOWN LAND	24,284.2	

* Shoreland zoning is not counted in the total as it overlays the underlying zoning.

**Does not include unzoned land, tribal land, surface water, or roads.

Source: Burnett County

Map 9-1 Existing Land Use Regulations

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On a fundamental level, the town will need to work with Burnett County to amend or create new zoning districts and to revise the town zoning map. This will help implement the town's preferred land uses and densities as established under the Future Land Use Management Areas. Coordination will be necessary between the towns in Burnett County as efficiency and cost management will be primary considerations at the county level.

Figure 9-2
County Zoning Coordination Evaluation Criteria

<i>Zoning Draft Development: Coordination and Evaluation Criteria Critical to County/Town Mutual Benefits</i>	
<u>Effectiveness</u> Effectiveness in implementing local and County Comprehensive Plans	<u>Simplicity</u> Ease of understanding by the general public
<u>Ease of Ongoing Administration and Cost Efficiency</u> Time and effort required to administer and use the density management system on a day to day basis	<u>Flexibility</u> Amount of options available to individual towns to implement preferred land use management density and lot size provisions (within County Framework)
<u>Ease of Initial Implementation and Cost Efficiency</u> Time, effort, and cost to initially implement the density management system	<u>Potential for Success</u> Potential for success in achieving local and county goals – developing win-win solutions

Burnett County and all towns under county zoning or considering adopting zoning administered through Burnett County will need to consider the evaluation criteria as represented in Figure 9-2. Each town in Burnett County has their own ideas on how to manage land use, but there is similarity in the goals in which the comprehensive plans were developed. The County and Town Comprehensive Plans were developed based on an overall county-wide framework to establish consistency across the county, yet provide enough local flexibility for towns to manage their respective community per their individual plan. Towns were encouraged to develop specific strategies and policies to best fit local needs during the planning process. The intent of coordination a County Zoning Ordinance update is to help implement both county and local plans by providing a framework of consistent regulations that will implement many of the local strategies and policies. Assuming the process will be coordinated similar to the county planning process, the Zoning Ordinance revisions will also provide many options for the Towns to customize the zoning districts to meet local needs while recognizing the constraints of administrative costs.

In regard to modifying or updating the zoning maps to help implement the comprehensive plan, the Future Land Use Map should not simply become the zoning map. The comprehensive plan and associated Future Land Use Map are not intended to be so detailed that they try to predict what the future land uses might be (no one has a crystal ball). The Future Land Use Map is intended to be more general to reflect the goals and capture the long term intent of creating or preserving community character. The Future Land Use Map should be kept more general and have written policy guidance for how to address rezonings, land division, development applications, etc. In many instances the plan goals, objectives, policies and recommendations will be more important than the future land use map as they collectively manage community decisions.

In addition to the revision of the basic zoning districts and map, the town hopes to employ several tools to help review and coordinate development including the following:

- ♦ Development review standards and processes
- ♦ Conditional use review criteria
- ♦ Site planning regulations (further detailed under *Land Division Regulations* below)

Proposed modifications to the County Zoning Ordinance should also include provisions for impacts assessment. Land divisions, conditional uses, and other substantial development projects should be required to include an assessment of potential transportation, natural resource, and cost of community service impacts. The level of impacts assessment required should be reasonable and proportional to the intensity of the proposed development. In addition to requesting developers and permit applicants to provide an assessment of these potential impacts, the town should request that multiple site development alternatives are provided as part of the development review process.

Land Division Regulations

Current Status

The Burnett County Subdivision Ordinance applies to the town and requires county approval of land divisions that result in the creation of one or more parcels of five acres or less in size. Refer to Section 9.3 of the *Inventory and Trends Report* for details on existing county ordinances.

Recommended Changes

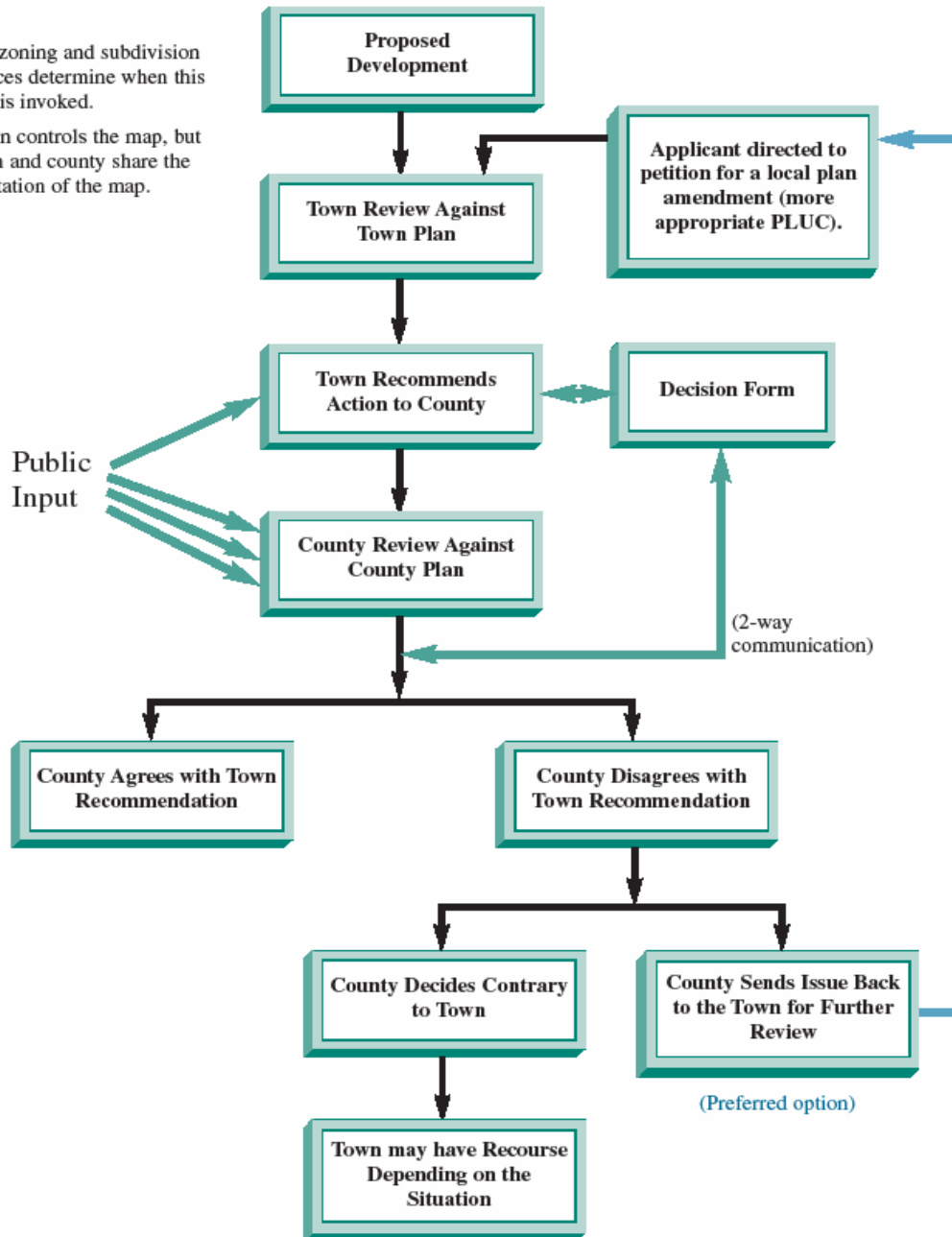
Land division ordinances will be another key tool that the Town of Union will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Burnett County to modify the County Subdivision Ordinance for achievement of the town's vision for the future. Similar to the Zoning Ordinance, the town and county must cooperate and coordinate the proposed modifications in accordance with Figure 9-2 to seek the win-win solutions that benefit both parties without negative impact to administration. However, should this approach fall short in implementing the town's plan, the town would consider adopting a local ordinance.

Figure 9-3
Burnett County Comprehensive Planning County/Local Coordinated
Decision Making Process

Notes:

County zoning and subdivision ordinances determine when this process is invoked.

The town controls the map, but the town and county share the interpretation of the map.



In order to better manage new town roads or other public infrastructure dedications associated with new development, the town should improve subdivision ordinance provisions for the execution of development agreements. A standard development agreement should be assembled that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.

In accordance with Figure 9-3, clear communication between the town and the county is paramount if a shared development review process is to work correctly. It is important to note that the county zoning and subdivision ordinances determine when this process is invoked as the ordinances are administered by Burnett County.

Opportunities for town involvement occur when proposed land uses or land developments require a decision on the part of Burnett County. Such decisions include rezones, conditional uses, and land divisions, and could be expanded to include site plan review. As a town reviews a proposed land use and forwards its decision or recommendation to the county, town decisions should be documented and copied to the county. County decisions should be documented in this same manner and copied to the applicable towns. This process tool gets both units of government using their plans and speaking the same language.

This approach has several advantages. Even if it is the county's position that it will generally follow a town's recommendation, the communication still needs to be clear. The reason for this is because the town and the county are not the only ones involved. The public is also involved, so just agreeing with the town will not eliminate the potential for conflict. And after 2010, the comprehensive planning law makes it even more important that communities clearly document their reasoning when making decisions that should be "consistent" with the comprehensive plan. If a citizen, applicant, developer, etc. challenges a decision of a town or county, they will have a much more difficult challenge winning against the unit of government if the reasoning for a decision is clearly documented and connected to comprehensive plan policies.

Site Plan and Design Review

Current Status

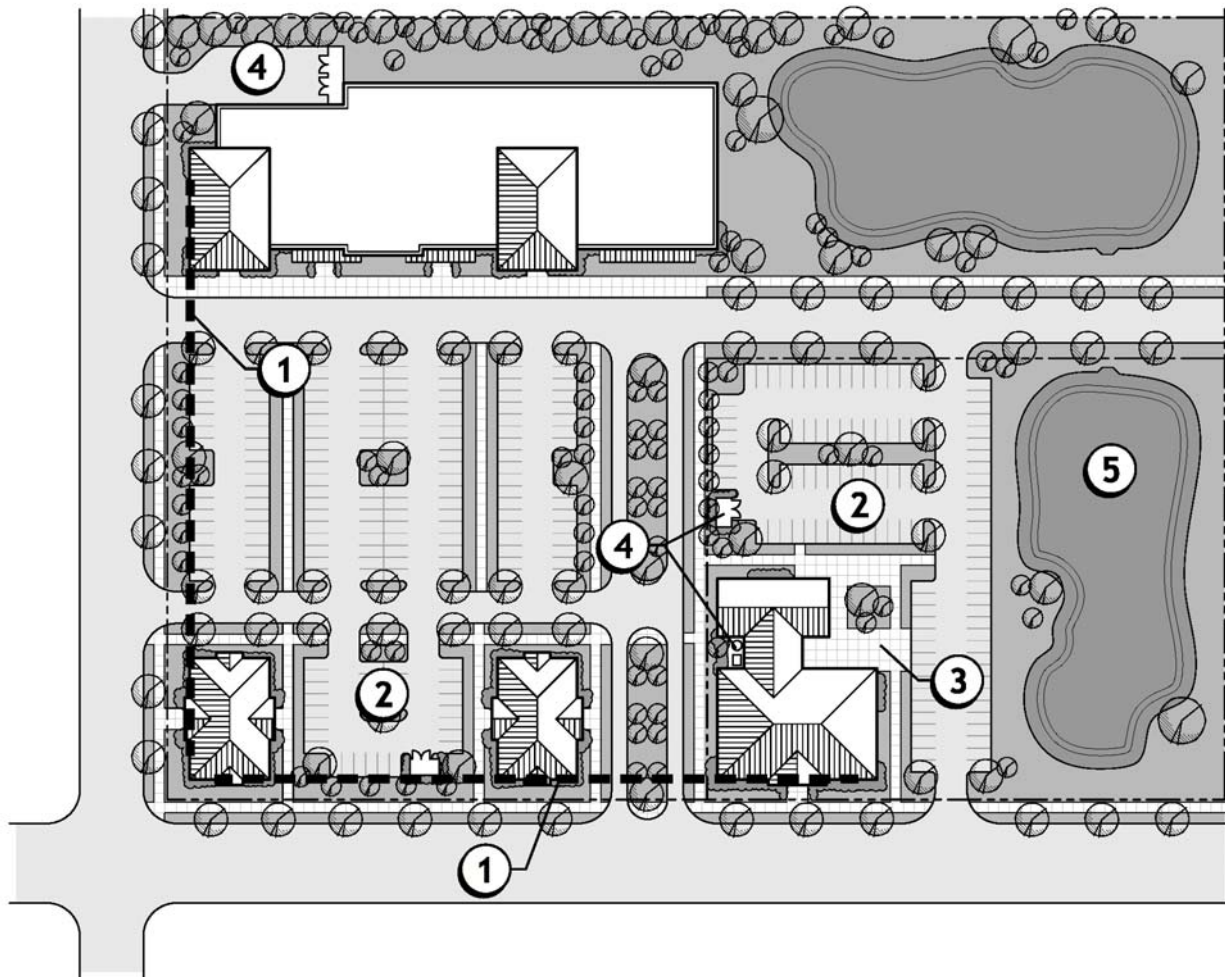
Site plan and design review standards are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances. Site design refers to the overall layout of the site and the relationship of major features such as buildings, streets, parking and supporting elements.

Recommended Changes

The town does intend to review development applications in conjunction with the Plan Commission. Site planning is not intended to be invasive to the applicant, but is intended to allow the town to manage growth in conjunction with property owners to accomplish town goals. Similar to the zoning and land division ordinance discussions, it is anticipated Burnett County will incorporate basic site design requirements and standards as part of the county code, especially for proposed commercial, industrial, institutional, and multi-family residential developments. This will likely be a cooperative effort with Burnett County, the

surrounding towns, and possibly with incorporated communities as well. Site plan and design review requirements may address the desired characteristics of building layout and architecture, park areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. The example denoted in Figure 9-4 represents a sample of potential considerations associated with site review.

Figure 9-4 Typical Site Design Example



1 Building Location and Setbacks

Buildings should be located to strengthen the definition of street edges and public areas. Building setbacks should also be consistent with those of buildings located on adjacent properties.

2 Parking Lot Configurations and Location

Parking lots should be designed to accommodate convenient vehicular navigation. Generally, two-way drive aisles should be 24 feet wide and non-handicapped accessible spaces should be 9 wide by 18 feet deep. Dead-end aisles should be avoided where possible, but shall include a vehicle turn-around when used.

Parking lots should also be arranged to provide convenient access to buildings and primarily located to the sides or rear and between buildings.

3 Public Space

The integration of public areas including court yards, plazas and gardens into the site is encouraged. These spaces should be defined by surrounding buildings, street edges, landscaping and natural areas.

4 Service/Mechanical/Refuse Location

Service and storage areas, building mechanicals, and refuse/recycling containers should be located so that they are hidden from public view to the greatest extent possible.

5 Storm Water Configuration

Storm water retention and detention areas should be designed to enhance the landscape through the use of natural forms and grading as opposed to rigid geometric shapes.

Additional Standards:

- ♦ **Building Elevation Priority** – Building elevations visible from public streets, public spaces, and residential areas shall receive the highest priority for architectural treatment and design treatment.
- ♦ **Fences** – Decorative fences made of wood, masonry, stone and ornamental metal are preferred over chain link fences. Chain link fences should be used only when there is a demonstrated security need.
- ♦ **Lighting** – Site lighting shall be provided for safety and security and directed away from adjacent properties.

Figure 9-4 represents a sample of what the town/county might assess if a development is proposed. It may not be typical or even necessary that all of the site plan criteria be included on a submitted site plan. Figure 9-4 was included to allow a reference in the need of an advanced development review. In addition, the town/county should seek public input on the establishment of these desired characteristics. The policies of the *Economic Development* element provide some initial guidance on potential design review standards.

Site planning can not only be used to provide for aesthetically pleasing development and protection of valued features of the landscape, but also to ensure that future road extensions will not be blocked by the construction of buildings or other structures. Area development plans will be required of major land divisions and commercial or industrial development proposals. These plans will lay out potential road extensions on adjacent lands. To ensure potential future road connectivity between development sites, the town's policies regarding the use of cul-de-sacs should be included in a revised land division ordinance. Temporary cul-de-sacs should be limited, but when allowed, should be constructed to the outside property line of the development site.

Official Map Regulations

Current Status

An official map is not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

Recommended Changes

Area development planning and site planning will be used to encourage coordinated planning between development sites, but the need for an official map may also develop over the planning period. The town should monitor the need to develop an official map that designates planned, future rights-of-way for roads and utilities in areas of expected growth.

Sign Regulations

Current Status

Sign regulations are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

Recommended Changes

No specific recommendations regarding sign regulations have been identified, however, sign placement and design should be addressed by the site plan and design review ordinance.

Erosion Control and Stormwater Management

Current Status

Erosion control and stormwater management ordinances are not currently administered by the town. Erosion control and stormwater management are addressed by the Burnett County Zoning, Subdivision, Shoreland Zoning, and Non-Metallic Mining Reclamation Ordinances, which are in effect in the Town of Union. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

Recommended Changes

The town will modify applicable land division, zoning, and building code ordinances to include improved stormwater management and construction site erosion control requirements. Development proposals will be required to address stormwater management, construction site erosion control, and potential increased risk of flooding in accordance with existing state and county standards.

Historic Preservation

Current Status

Historic preservation ordinances are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

Recommended Changes

The town would like to create a local historic preservation document that recognizes, but does not regulate, historic sites in the town. To support this effort, the town will maintain the map and database of historic and archeological sites and will conduct a community survey of historical and archeological resources at least once every 20 years. Additional research and public outreach are necessary before proceeding with creating such an ordinance.

Building, Housing, and Mechanical Codes

Current Status

Building, housing, and mechanical codes are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

Recommended Changes

No specific recommendations have been brought forward in regard to creating building, housing, and mechanical codes.

Sanitary Codes

Current Status

The Burnett County Sanitary Ordinance applies to the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Burnett County ordinances.

Recommended Changes

- ♦ No specific changes to sanitary codes are recommended at this time, but the town should continue to work with Burnett County for the regulation of POWTS.

Driveway and Access Controls

Current Status

Driveway and access controls are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

Recommended Changes

The town should adopt a driveway ordinance to implement access control and emergency vehicle access policies as they apply to town roads. The following areas of concern should be addressed by the ordinance.

- ♦ Minimum distance between access points
- ♦ Maximum number of access points per parcel
- ♦ Minimum site distance
- ♦ Minimum driveway surface width and construction materials
- ♦ Minimum clearance width and height
- ♦ Maximum driveway length
- ♦ Minimum turnaround areas for longer driveways
- ♦ Minimum intersection spacing.

Road Construction Specifications

Current Status

Road construction specifications are not currently administered by the town. Refer to Section 9.3 of the Inventory and Trends Report for details on related, Burnett County ordinances.

Recommended Changes

The town utilizes Wisconsin State Statutes 82.50 which provides minimum standards for roads. The town should develop a set of road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting). For basic information on non-regulatory plan implementation tools, please refer to Section 9.2 of the *Inventory and Trends Report*.

The *Town of Union Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ♦ Assess the availability of land for residential development (*Housing* element).
- ♦ Review ordinances and fees for their impacts on housing (*Housing* element).
- ♦ Pursue funding for needed transportation facilities (*Transportation* element).
- ♦ Utilize intergovernmental efficiencies to provide services and facilities (*Utilities and Community Facilities* element).
- ♦ Assess service and capacity needs including town buildings, staffing, and equipment (*Utilities and Community Facilities* element).
- ♦ Maintain the map and database of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element).
- ♦ Work with the County on the purchase of development rights and/or a donated easement program (*Agricultural, Natural, and Cultural Resources* element).

- ♦ Support and participate in educational and training programs with local industry, schools, and government (*Economic Development* element).
- ♦ Meet with other units of government (*Intergovernmental Cooperation* element).
- ♦ Review and update the comprehensive plan (*Implementation* element).

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The Town of Union should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the town's comprehensive plan must comply with the following steps:

- ♦ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such comments.
- ♦ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ♦ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every Village, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the

Town Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- ♦ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The town is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.
- ♦ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.5 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the Town of Union in the light of overall implementation strategies. The following implementation strategies were available for consideration.

Housing

1. Create a range of housing options
2. Create opportunities for siting of quality affordable housing
3. Change the treatment of mobile and manufactured homes

Transportation

1. Create efficiencies in the cost of building and maintaining roads (control taxes)
2. Preserve the mobility of collector and/or arterial roads
3. Create safe emergency vehicle access to developed properties
4. Create improved intersection safety
5. Create more detailed plans for transportation improvements
6. Create road connectivity
7. Create bicycle and pedestrian options

Utilities and Community Facilities

1. Create efficiencies in the cost of providing services and facilities (control taxes)
2. Create more detailed plans for facility and service improvements
3. Create intergovernmental efficiencies for providing services and facilities
4. Create improved community facilities and services
5. Preserve the existing level and quality of community facilities and services
6. Preserve the quality of outdoor recreational pursuits.
7. Create additional public recreation facilities
8. Create opportunities to maximize the use of existing infrastructure

Agricultural, Natural, and Cultural Resources

1. Preserve agricultural lands
2. Preserve the right to farm
3. Preserve active farms
4. Preserve natural resources and/or green space
5. Preserve rural character
6. Create targeted areas for farming expansion
7. Create targeted areas for forestry expansion
8. Preserve historic places and features

Economic Development

1. Change community conditions for attracting business and job growth
2. Change community conditions for retaining existing businesses and jobs
3. Create additional tax base by requiring quality development and construction
4. Create more specific plans for economic development

Intergovernmental Cooperation

1. Create intergovernmental efficiencies for providing services and facilities
2. Create a cooperative approach for planning and regulating development along community boundaries
3. Preserve intergovernmental communication

Land Use

1. Preserve the existing landscape by limiting growth
2. Preserve valued features of the landscape through site planning
3. Preserve development rights
4. Create an overall pattern of growth that is dispersed
5. Create an overall pattern of growth that is clustered
6. Create an overall pattern of growth that is concentrated
7. Preserve the influence of market forces to drive the type and location of development
8. Create a system of development review that prevents land use conflicts
9. Create a system of development review that manages the location and design of non-residential development

These overall strategies are grouped by element, but are associated with goals, objectives, policies and recommendations in multiple elements.

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

The Town of Union selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the town's highest priorities for implementation, and areas where the town is willing to take direct implementation responsibility. Each planning element has very detailed goals and objectives that set the course of action, followed and supported by detailed and specific policies and recommendations that enable the goal fulfillment. The goals, objectives, policies and recommendations represent the selected strategies the town felt were important enough to focus on over the planning period.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Union Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the town should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Union Year 2030 Comprehensive Plan*.

9.6 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Union has established a Transportation element policy that states, “Dead-end roads and cul-de-sacs shall be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways.” To determine whether the policy is achieving the community’s intention a “measure” must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan’s adoption, and how many of those were necessitated by the site conditions. Each policy statement should be reviewed periodically to determine the plan’s effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to “measure” progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.7 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

Objectives:

- A. Update and/or revise the comprehensive plan on a regular schedule (at least every 5 years) to ensure that the plan remains a useful guide for land use decision making.
- B. Require that administration, enforcement, and implementation of land use regulations are consistent with the town comprehensive plan, where applicable.
- C. Develop and update as needed an “Action Plan” as a mechanism to assist the Town Board to bring implementation tools into compliance with the comprehensive plan.

Goal 2: Balance appropriate land use regulations and individual property rights with community interests and goals.

Objectives:

- A. Provide continuing education to the public that will lead to a more complete understanding of planning and land use issues facing the town.
- B. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.

- C. Maintain an implementation tool development review process whereby all interested parties are afforded an opportunity to influence the outcome.
- D. Maintain a land use (agricultural, industrial, commercial, and residential) development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies and Recommendations

- I 1. The Town shall maintain the comprehensive plan as an effective tool for the guidance of Town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements.
- I 2. Town policies, ordinances, and decisions relative to zoning, land divisions and subdivisions, shoreland and shoreland-wetland zoning, and official mapping shall be made in conformance with the comprehensive plan.
- I 3. Maintain funding for continued provision of professional planning services toward the implementation of the comprehensive plans.
- I 4. Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action.
- I 5. The action plan located within the comprehensive plan will be updated when tasks are accomplished and new items will be added when appropriate.

- I 6. Review the comprehensive plan annually (in conjunction with the Town budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes.
- I 7. The Town shall revise or amend its comprehensive plan no more than two (2) times per year.
- I 8. The Town has the responsibility to review and make a recommendation on any proposed amendments to the zoning ordinance, official map, shoreland zoning ordinance and subdivision ordinance, etc. affecting the Town.
- I 9. State of Wisconsin Comprehensive Planning statutes will be monitored by an assigned official to ensure that statute changes, additions or deletions are appropriately accounted for with respect to the community comprehensive plan.
- I 10. If the Town should experience substantial land use or land use regulation changes within the planning period, maps which represent these features will be updated to ensure the most accurate information is utilized in community decision making.
- I 11. Maps will be used in coordination with established Town goals and objectives to ensure the consistency between the comprehensive plan's text as well as maps and/or other graphics.
- I 12. Funds for updating the Comprehensive Plan every five years shall consist of an annual line item budget requirement.
- I 13. The annual review of the comprehensive plan will be done in a committee format with public involvement including citizens, landowners, community officials and staff to evaluate the plan in an un-biased manner.

Appendix A

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Town Adopted Public Participation Plan to be Inserted Here.

BURNETT COUNTY COMPREHENSIVE PLANNING PUBLIC OPINION SURVEY

Town of Union

During the summer of 2009, the Survey Research Center (SRC) at the University of Wisconsin – River Falls sent comprehensive planning public opinion surveys to 130 residents and property owners in the Town of Union. A total of 52 questionnaires were returned for a return rate of 40 percent. This number of returned surveys will provide estimates that are expected to be accurate to within plus or minus 13 percent.

**1. Mark the three (3) most important reasons you and your family choose to live in Burnett County:
(Mark (•) three only)**

4%	Agriculture	0%	Community services and facilities	0%	Health care services
2%	Quality schools	4%	Near job/employment opportunities	17%	Near family and friends
8%	Cost of home	65%	Recreational opportunities	6%	Low property taxes
6%	Low crime rate	42%	Small town atmosphere/rural lifestyle	2%	Quality neighborhood
69%	Natural beauty	42%	Proximity to Twin Cities	8%	Other:

2. Rate the quality of the following services and facilities:

	Excellent	Good	Fair	Poor	No Opinion
a. County parks	8%	56%	19%	4%	13%
b. County public health services	4%	27%	20%	2%	47%
c. County road maintenance	6%	48%	32%	12%	2%
d. County recycling programs	12%	48%	16%	4%	20%
e. County zoning code enforcement	6%	27%	16%	10%	41%
f. County building code enforcement	6%	38%	20%	8%	28%
g. County nuisance ordinance enforcement	4%	16%	20%	18%	41%
h. Emergency dispatch service (911)	18%	30%	12%	4%	36%
i. Police protection/law enforcement	8%	38%	26%	6%	22%
j. Fire protection	14%	38%	14%	6%	28%
k. Public libraries	10%	32%	10%	4%	44%
l. Local public school system	18%	24%	4%	4%	50%
m. Wireless telecommunication service	2%	16%	22%	33%	27%
n. Local Town/Village hall	4%	36%	30%	2%	28%
o. Local Town/Village road maintenance	6%	40%	40%	6%	8%

3. How would you rate the overall quality of life in Burnett County?

Excellent	Good	Fair	Poor	No Opinion
14%	71%	12%	2%	2%

4. Which two of the following ways of paying for the costs associated with growth and development do you prefer? (Mark (•) two only)

	Development impact fees	User fees	Taxes	No Opinion
a. Paying for public infrastructure (e.g. roads)	23%	38%	29%	23%
b. Paying for public services (e.g. police protection)	12%	31%	44%	23%

5. Provide your opinion on the following statements:

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
a. The location of new residential development should be managed to ensure efficient delivery of public services.	4%	71%	2%	6%	16%
b. Community services (schools, police, fire, etc.) should be provided jointly by communities if money can be saved & service quality is maintained.	24%	61%	0%	4%	10%
c. My community should coordinate with the county and neighboring communities to plan for an aging population's housing needs.	20%	49%	8%	8%	14%
d. Burnett County communities should pool resources to attract/retain companies that will create jobs.	35%	45%	8%	0%	12%
e. It is important to support the preservation of productive agricultural land in my community.	29%	48%	6%	4%	13%
f. There is too much farmland being converted to non-farm uses in my community.	12%	24%	24%	4%	35%
g. Ag uses should be restricted close to residences.	8%	16%	36%	12%	28%
h. New residential development should be located away from agricultural operations.	10%	47%	14%	6%	22%
i. Identifying and protecting historical sites and structures is important to me.	21%	58%	10%	6%	4%
j. Additional use of roads for motorized all-terrain vehicles (ATVs) is needed in my community.	24%	31%	16%	24%	4%
k. ATV infrastructure (trails, signage, maintenance, etc.) should be funded through user fees.	31%	51%	12%	0%	6%

6. Assume that you are in charge of allocating the county budget:

	There is a \$100 surplus. Distribute it among the following:	There is a \$100 deficit. Balance the budget by cutting it from the following:
a. Emergency services (police, fire, ambulance)	\$18	\$4
b. Recreation (trail development/maintenance, boat landings, parks, etc.)	\$11	\$15
c. Environment (aquatic invasive species protection, shoreline preservation, etc.)	\$11	\$17
d. Social services	\$5	\$24
e. Economic development	\$5	\$16
f. Roads and bridges	\$13	\$5
g. Education	\$10	\$8
h. Taxes	\$27 (decrease)	\$11 (increase)
Total = must add to 100	\$100	\$100

7. The county is exploring strategies to improve the wireless communication network and recognizes that maintaining the "Northwoods Character" is central to the quality of life for its residents. With this in mind, it is more important to allow: (Mark (•) one only)

Fewer, but taller communication towers	More, but shorter communication towers	No Opinion
54%	22%	24%

8. With respect to internet service at your residence in Burnett County, do you currently have:

Dial-up modem	High speed/broadband (e.g. DSL)	None	Don't know
14%	32%	52%	2%

9. If you have (or could have) access to broadband internet service, how often do (or would) you work from home in Burnett County?

Wouldn't work from home	Less than 1 day/week	1 – 2 days/week	3 or more days/week
58%	15%	15%	13%

10. Historically, some recreational-oriented commercial uses have been allowed on waterfront property adjacent to residential development. Which of the following commercial uses may be appropriate in these areas? (Mark (•) all that apply)

54%	Restaurants and cocktail lounges	35%	Bed and Breakfasts	8%	Hotels/motels
44%	Sporting goods and bait sales	60%	Resorts	48%	Marinas
12%	None of the above are appropriate	2%	Other		

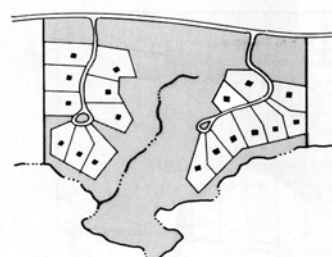
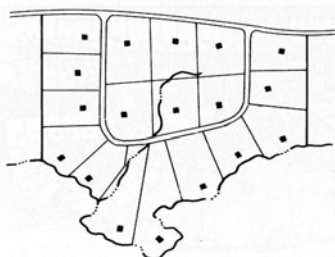
11. Seasonal residents are those that have their primary residence outside of Burnett County, but have a secondary residence within the County. In some cases, these residences are rented out on a short-term basis when not occupied by the owner. Please provide your opinion on the following conditions as they apply to short-term seasonal rentals:

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
a. The septic system should be designed and maintained to support the number of guests	47%	47%	4%	0%	2%
b. Neighbors should have access to owner contact information	20%	47%	20%	2%	10%
c. Noise limits on outdoor use of the property should be imposed (late hours)	33%	53%	12%	0%	2%
d. Landscaping along side property lines should be required	16%	18%	33%	12%	20%
e. Reference checks of prospective renters should be required	12%	33%	31%	4%	20%
f. Short-term rental of residential units should not be allowed	12%	12%	56%	6%	14%

12. Traditionally, rural housing developments have been designed on large lots as in the diagram (Option A) on the left below. An alternative layout for rural housing is the “cluster” concept, which has smaller lots and permanently preserved open space as in the diagram (Option B) on the right below. Each option contains the same number of homes. Please mark which one you prefer:

33% Option A

67% Option B








13. Clustering of residential building lots should be required in order to preserve the following:

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
a. Productive agricultural land	22%	40%	9%	7%	22%
b. Forest land	33%	41%	9%	7%	11%
c. Rural open space	22%	50%	7%	4%	17%
d. Natural and environmental features	36%	43%	6%	4%	11%

14. What types of businesses/industries do you believe are the most important for Burnett County to attract? Please rate each of the following (5=High Priority to 1=Low Priority):

	5	4	3	2	1	No Opinion
a. Agricultural related businesses	13%	15%	36%	19%	4%	13%
b. Commercial, retail, and services	15%	27%	38%	4%	6%	10%
c. Health care services	32%	30%	26%	2%	0%	11%
d. Industrial and manufacturing development	23%	32%	21%	9%	6%	9%
e. Downtown development – “Main Street”	18%	29%	31%	8%	4%	10%
f. Home based businesses	6%	13%	35%	17%	8%	21%
g. Tourism and recreation	31%	31%	22%	4%	4%	8%
h. Tech related businesses (e.g. biotech, computers)	15%	42%	19%	8%	4%	13%

15. Residential density refers to the number of homes within a specific area and is usually expressed as the “number of homes per acre” or “number of homes/acre”. For instance, two (2) homes within a 40-acre area are twice as dense as one (1) home within a 40-acre area. Likewise, one (1) home within a 20-acre area is twice as dense as one (1) home within a 40-acre area. What is the most appropriate limit on density for each of the following non-waterfront areas outside of villages within the county? Mark (•) only one choice for each area described in a, b, and c. Use the table and diagrams below to answer the questions.

(note that the placement of the dots in the following graphics does not necessarily represent where a home would be built in the given residential density option)	More than 8 homes/ 40 acres	8 homes/ 40 acres = 1 home/ 5 acres	4 homes/ 40 acres = 1 home/ 10 acres	2 homes/ 40 acres = 1 home/ 20 acres	1 home/ 40 acres	Other Density: specify	No Opinion
							
	↓	↓	↓	↓	↓	↓	↓
a. Ag areas - farming will be preserved & expanded long-term	4%	4%	6%	23%	26%	6%	30%
b. Forest areas -managed & harvested long-term	8%	0%	18%	14%	27%	4%	29%
c. Other rural areas	9%	11%	22%	7%	7%	0%	44%

d. Please provide any additional comments you have about residential density issues:

16. As development occurs over time in Burnett County, the most important things to preserve are:
(Mark (•) up to three)

21%	Agriculture	52%	Large areas of contiguous forests	27%	Lakefront access
69%	Water Quality	37%	Views of the natural environment	65%	Wildlife habitat
2%	None	2%	Other		

17. How much would you be willing to pay annually to help preserve your selections in Question 16?

24%	\$0	11%	\$10	29%	\$50
9%	\$5	18%	\$20	9%	Other

18. What are your two (2) preferred methods of receiving information from Burnett County?
(Mark (•) two only):

Direct Mailing	Newsletters	Newspaper Articles	Radio	Website	Other
56%	50%	33%	8%	19%	6%

18a. If you chose radio in Q18, which radio station would you prefer to receive information from?
(Mark (•) one only)

WHWC 88.3 FM	WOJB 88.9 FM	WGMO 95.3 FM	WJMC 96.1 FM	WXCX 105.7 FM	WCMP 1350 AM /100.9 FM	Other
0%	10%	30%	10%	30%	10%	10%

DEMOGRAPHICS: Please tell us some things about you:

19. Gender:	Male	Female	20. Age:	18-24	25-34	35-44	45-54	55-64	65+
	67%	33%		0%	0%	9%	17%	35%	39%
21. Highest level of formal education:	High school or less	Some college	2-year college degree	4-year college degree	Grad/Professional degree				
	22%	28%	15%	26%	9%				
22. Household Income Range:	Less than 15,000	15,000 – 24,999	25,000 – 49,999	50,000 – 74,999	75,000 – 99,999	100,000 or more			
	3%	5%	35%	13%	23%	23%			

23. Which of the following describes your residential status in Burnett County?

Full-time	Seasonal (primary residence outside Burnett County)	Non-resident
39%	53%	8%

24. How many years have you resided or owned property in Burnett County?

Less than 1 year	1 – 5 years	6 – 10 years	11 – 15 years	16 – 20 years	20+ years
0%	4%	22%	16%	4%	53%

25. Total acres owned in Burnett County:

Less than 1 acre	1 – 5 acres	6 – 10 acres	11 – 20 acres	21 – 40 acres	40+ acres
14%	43%	12%	10%	8%	12%

26. If your residence within Burnett County is used seasonally:

a. How many months each year is it generally used?

0% Less than 1 month

5% 1 month

8% 2 months

3% 3 months

8% 4 months

51% 5 or more months

26% Residence is not seasonal

b. When occupied, how many people generally use the residence at any given time?

10% 1

21% 2

19% 3

14% 4

10% 5

7% 6 or more

19% Residence is not seasonal

27. Location of residence or land within Burnett County: (Mark (•) one only)

0% Anderson (Town)

0% Jackson (Town)

0% Rusk (Town)

0% Trade Lake (Town)

0% Blaine (Town)

0% La Follette (Town)

0% Sand Lake (Town)

100% Union (Town)

0% Daniels (Town)

0% Lincoln (Town)

0% Scott (Town)

0% Webb Lake (Town)

0% Dewey (Town)

0% Meenon (Town)

0% Siren (Town)

0% Webster (Village)

0% Grantsburg (Town)

0% Oakland (Town)

0% Siren (Village)

0% West Marshland (Town)

0% Grantsburg (Village)

0% Roosevelt (Town)

0% Swiss (Town)

0% Wood River (Town)

28. My residence within Burnett County is: (Mark (•) one only)

0% Within a village

2% A rural hobby farm residence (not primary source income)

50% A shoreline residence

4% A rural farm residence

44% A rural non-farm residence

0% No residence in Burnett County

29. If you could change one (1) thing about Burnett County, what would it be?

Thank You for Completing the Survey! Your survey responses are anonymous and will be reported in group form only.

Please return your survey in the enclosed postage-paid envelope by xxxxxx, 2009 to:
Survey Research Center
124 RDI Building
University of Wisconsin - River Falls
410 S. Third St.
River Falls, WI 54022-5001