



Comprehensive Plan 2040

Adopted October 8th, 2020

Town of Oakland
Burnett County, Wisconsin

Ordinance No: 2020-002

ADOPTING THE 2020 TOWN OF OAKLAND COMPREHENSIVE PLAN UPDATE

WHEREAS, Secs. 62.23(2) and (3), Wis. Stats., authorize the Town of Oakland to adopt or amend a comprehensive plan as defined in Section 66.1001(l)(a) and 66.1001(2), Wis. Stats.; and

WHEREAS, the Town Board of the Town of Oakland, Burnett County, Wisconsin adopted written procedures designed to foster public participation in every stage of the preparation of its comprehensive plan update as required under Sec. 66.1001(4)(a), Wis. Stats; and

WHEREAS, the Town of Oakland Land Use Planning Committee adopted, by majority vote, a resolution recommending Town Board adoption of the document entitled "2020 Town of Oakland Comprehensive Plan Update," containing all of the elements specified in Sec. 66.1001(2), Wis. Stats. on October 8, 2020; and

WHEREAS, the Town of Oakland Land Use Planning Committee made a draft of the plan publicly available for review on the Northwest Regional Planning Commission website a month prior to the public hearing; and

WHEREAS, the Town of Oakland held a public hearing on October 8, 2020, on the adoption of the comprehensive plan update ordinance in compliance with Sec. 66.1001 (4) (d), Wis. Stats.

NOW THEREFORE, the Town Board of the Town of Oakland, Burnett County, Wisconsin, does hereby, by adopting this ordinance, adopt the document entitled "2020 Town of Oakland Comprehensive Plan Update" pursuant to Sec. 66.1001(4)(c), Wis. Stats.; and

NOW THEREFORE, FURTHERMORE, this ordinance shall take effect upon passage by a majority

APPROVED: Wayne Larrabee
Wayne Larrabee, Town Chair

ATTEST: Sherril Anderson
Sherril Anderson, Town Clerk

TOWN OF OAKLAND LAND USE PLANNING COMMITTEE RESOLUTION #2020-001

RECOMMENDING ADOPTION OF THE 2020 TOWN OF OAKLAND COMPREHENSIVE PLAN UPDATE

WHEREAS, the Town of Oakland Land Use Planning Committee has developed the 2020 Town of Oakland Comprehensive Plan Update to guide and coordinate decisions and development within the Town in accordance with Chapter 66.1001 of the Wisconsin Statutes; and

WHEREAS, the comprehensive plan was prepared by the Northwest Regional Planning Commission in accordance with the contract with the Town of Oakland; and

WHEREAS, several publicly-accessible committee meetings were held during the development of the comprehensive plan during 2020, and a public hearing held on October 8, 2020.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Oakland Land Use Planning Committee recommends to the Oakland Town Board the adoption of the 2020 Town of Oakland Comprehensive Plan Update.

Approved this 8th day of October, 2020

 8 OCT 2020
Don Hamilton, Member
Town of Oakland Land Use Planning Committee

Town of Oakland Year 2040

Comprehensive Plan

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Chapter 1 Issues and Opportunities

1.1 Plan Summary

The Town of Oakland is an unincorporated town in north central Burnett County. It is situated west of the Town of Jackson, south of the Town of Swiss, north of the Town of Meenon, and east of the Town of Oakland. The Village of Webster is directly south of the town and is the nearest incorporated village.

With a year-round population of about 827 and a low population density, the Town of Oakland 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 25 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 67 percent of homes in the Town of Oakland are seasonal, or occasional use, residences. The population is expected to remain steady, with the Wisconsin Department of Administration projecting an increase of about 243 persons, over the 20 year planning horizon. Future development is also projected to remain steady, with an increase of 8 new dwellings per year. 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

The *Town of Oakland Year 2040 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 Oakland 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.

The Town of Oakland Year 2040 Comprehensive Plan sets the stage to successfully balance and achieve results based on the community's vision.

1.2 Town of Oakland 2040 Vision

The Town of Oakland 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. In the Town of Oakland, we have preserved the quality of our lakes and rivers, the rural atmosphere and natural beauty of our forests, while balancing residential, commercial, and economic development in the Town.

The Town of Oakland'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 clearly state the community values and land use preferences for the long term (20 years or more).

Implementation of this comprehensive plan will result in the achievement of Town goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element within 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: Ensure Town Planning Committee reviews and guides all new housing development, (temporary, short-term, seasonal, residential, or commercial) into areas that can be efficiently served in a fashion that does not affect scarce natural resources nor adversely impact the health, general welfare, safety, or economic prosperity of existing homes.

Goal 3: Create a subdivision ordinance to ensure land uses and conditional land uses maintain the rural character and attractiveness of the Town.

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

Transportation Goals

Goal 1: Implement user fees to sustain and maintain town roads. Limited state resources do not effectively ensure a safe, efficient, and environmentally sound transportation system. Additional revenue is needed to effectively serve existing uses and the increased demand generated by seasonal residents and visitors.

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

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

Goal 4: Consider subdivision ordinance to ensure all new Private Roads are built the applicable geometric standard, per Wisconsin Statute 82.50 (1).

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: Implement user fees to sustain and maintain the quality and accessibility of 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 groundwater 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 maintained and protected from overuse or 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: Support reliable, efficient, and well-planned utilities to adequately serve existing and planned development.

Goal 8: Implement user fees to sustain and maintain a sufficient level of police, fire, and emergency services meet the transportation and infrastructure needs of existing and planned future development.

Goal 9: Promote accessible libraries, historical sites, and schools/education.

Agricultural, Natural, and Cultural Resources Goals

Agricultural Resources

Goal 1: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources by implementing a subdivision ordinance to preserve and protect farmland from undesired land uses, conditional uses, or zoning.

Goal 2: Balance the protection of farmland development rights with development that complies with Comprehensive Plan goals. Utilize Town Planning Committee to ensure land uses do not adversely impact the health, general welfare, safety, and economic prosperity of nearby land-owners, lands, or waters.

Natural Resources

Goal 3: Manage the Town's limited natural resources by ensuring development plans include reliable, efficient, and well-planned storm-water systems or utilities.

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: Utilize Town Planning Committee to ensure land uses, and conditional uses, protect natural resources through consistent application of the lakes and rivers classification system in regard to density and intensity.

Goal 7: Implement light and air pollution ordinance to protect night sky and air quality. Specifically, encourage dark sky compliant outdoor lighting and enforce open burning restrictions.

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.

Goal 10: Ensure all development projects include substantive buffers are in place to mitigate the adverse impacts inherent to high-density, high-intensity land uses like gravel pits, campgrounds, storage facilities create. Adverse impacts to maintaining the rural character of the town include, but are not limited to: air, light, and noise pollution, campfires/smoke, loose pets, unsightly outdoor or indoor storage areas, etc.)

Cultural Resources

Goal 11: 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 12: Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.

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: Ensure land uses and conditional uses attract, retain, and expand quality businesses and industries that will improve the employment and personal income base of the Town.

Goal 3: Direct commercial activities to exiting public facilities and transportation services that are cost effective and environmentally compatible with the rural character of the town. See Land Use Map

Goal 4: Support economic development in the town and region that comply with the vision statement and land use goals of the Town of Oakland.

Goal 5: Support quality utility, communication, and transportation infrastructure systems that promote economic development.

Intergovernmental Cooperation Goals

Goal 1: Foster the growth of mutually beneficial intergovernmental relations between the town and other units of government, and the county. Specifically, Law Enforcement is an area of concern.

Goal 2: As required, ensure Town Planning Committee reviews proposed land uses, conditional uses, or zoning for compliance with the town's land use goals and objectives.

Goal 3: As required, Town Board should review, advise, and provide feedback to the Burnett County Land Use and Information Committee regarding proposed land uses, conditional uses, or zoning.

Land Use Goals

Goal 1: Utilize Town Planning Committee to review and ensure land uses or conditional uses comply with the town goals and objectives, as stated in the Comprehensive Plan.

Goal 2: Town Board should ensure land uses, conditional uses, and zoning issues are regularly reviewed and formally communicate Town preferences to the Burnett County Land Use and Information Committee.

Implementation Goals

Goal 1: Ensure comprehensive plan goals, objectives, and recommendations are protected and secured with applicable ordinances or implementation tools

Goal 2: Balance appropriate land use regulations and individual property rights with goals, objectives, and land use recommendations, as stated in the Oakland Comprehensive Plan.

Goal 3: Annually review and measure land use goals desired versus achieved.

Goal 4: Develop processes to ensure current and future ordinances are compatible with Town vision statement and goals. Ordinances should ensure/provide meaningful, measurable, and enforceable parameters on key land use density and intensity issues, e.g., noise, air, and light pollution, erosion and run-off control, etc.)

Population and 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 “housing” development, (temporary, seasonal, permanent) into areas that can be efficiently served in a fashion that does not adversely impact the health, welfare, safety, or economic prosperity of the neighbors, neighboring lands or waters.

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

1.3 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 Oakland 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 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 (Foth, 2010)* for further details on the plan development and public participation processes.

Public Meetings

In accordance with the County planning process, Oakland used Plan Commission meetings, committee meetings, and public informational meetings as part of the planning process

In the first meeting, held February 13th, 2020, the Town of Oakland 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.

Plan Commission and Town Board Action

On October 8, 2020 the Town of Oakland Plan Commission discussed the draft comprehensive plan and passed resolution number 2020-001 recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Oakland Town Board discussed and adopted the comprehensive plan by passing ordinance number 2020-002 on October 8 2020.

Public Hearing

On October 8th, 2020, a public hearing was held on the recommended *Town of Oakland Year 2040 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

The 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*.

1.4 Town of Oakland 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.

Table 1-1: Town of Oakland Issues and Opportunities Identification
<u>Impact of 2017 Wisconsin Act 67: Conditional Use Permits (CUPs)</u>
<p>Under prior law, (retained by Act 67) CUPs were required to be approved by the relevant zoning authority before a person could use a property in a manner designated as a “conditional use” within a given zoning district. The Act requires a CUP be granted if the Applicant demonstrates, with substantial evidence, the application and all requirements/conditions imposed by the zoning entity will be satisfied. The Act allows denied applicants to appeal the decision in Circuit Court. In turn, the expensive litigation costs associated with said appeal process has resulted in the Burnett County Land Use and Information Committee rarely executing their authority to deny CUPs.</p>

<u>Impact of 2018 Burnett County Zoning Change to allow “Camping” as a Conditional Use on residential parcels</u>
<p>In April 2018, Burnett County Ordinance Sec 30-85 was changed to allow Campgrounds and manufactured home parks as a conditional use in all rural residential parcels. A proliferation of campgrounds has ensued, with over 1,000 new RV sites proposed and/or approved in Burnett County via the conditional use permit process in less than 24 months. This county-wide ordinance change, combined with Act 67 has allowed numerous investors to create new commercial districts in non-commercially zoned areas without navigating the rezoning process. A “run” on converting rural land parcels into commercial RV Parks is undermining decades of low-density rural residential use as several, fragmented parcels of new and expanding commercial districts are being approved in land use areas previously identified as rural, residential, or agriculture. Although “Camping” has historically and currently defined as “temporary overnight lodging,” the overwhelming majority of “camping” in the six Town of Oakland RV parks is in large, well-insulated RV Trailers by long-term, seasonal residents who enjoy the modern amenities of running water, septic, electricity, heat, and air conditioning for 6-8 months year. CUPs allowing RV Parks and Campgrounds to expand permanent decks, screened porches, and accessory sheds up to and more than four times the camping ordinance allows has doubled and tripled the living space of these “campers” up to 1200+ square feet. As the number of seasonal residents rapidly rises, the increased users of Town’s infrastructure are straining and stressing the infrastructure. “Campers” enjoy but pay no fee, tax, or monies to sustain or maintain town roads, refuse, recycling, police, fire, emergency responders, primary, secondary, and vocational schools, etc. These taxes are avoided by RV Park residents because these fees are primarily paid by the town’s residents, cabin, and second homeowners. The tax revenue imbalance between tax-paying “Payer Groups” and non-tax paying “User Groups” is rapidly growing and needs to be addressed.</p>

<u>Current and Future Private Roads</u>
<p>As the number of users, visitors, and residents continues to rise, the development Private Roads has also increased. Although Private Roads serve as access for many users, visitors, and residents, the Town receives no state funding to support and maintain the increased use, wear, and tear of Town roads. The Town should create applicable subdivision ordinance to include a requirement all new private Roads meet the applicable geometric standard, per Wisconsin Statute 82.50 Town Road Standards (1).</p>

Lakefront Water Issues

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 subset of Natural Resource issues.) Town Planning Committee and/or Subdivision Ordinance to guard against undesired and inappropriate land uses or conditional uses such as :

- 2nd Tier Shoreland District Development
- New Commercial operations in Shoreland RR and AG zoned parcels
- Hi-Density, Hi-Intensity uses or conditional uses in Shoreland district
- RV Parks/Campgrounds in or near shoreland district
- Private Roads (none developed w/out platted roads to state standards.)

Maintain Burnett County's Northwoods Character/Quality of Life

The Town of Oakland's rural and Northwoods character is currently being threatened by high-density development, high seasonal population, tourism, and poor development practices. The general character of the County is adversely affected by unsightly development and land use conflicts. Recent legislative changes and existing land use controls/decisions have not kept pace with the changing conditions. The issue needs to be defined and then develop strategies to protect that definition. Town Planning Committee and/or Subdivision Ordinance to guard against undesired and inappropriate land uses or conditional uses such as :

- 2nd Tier Shoreland District Development
- New Commercial operations in Shoreland RR and AG zoned parcels
- Hi-Density, Hi-Intensity uses or conditional uses in Shoreland district
- RV Parks/Campgrounds in or near shoreland district
- Private Roads (none developed w/out platted roads to state standards.)

Natural Resources

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. Town Planning Committee and/or Subdivision Ordinance to guard against undesired and inappropriate land uses or conditional uses such as :

- 2nd Tier Shoreland District Development
- New Commercial operations in Shoreland RR and AG zoned parcels
- Hi-Density, Hi-Intensity uses or conditional uses in Shoreland district
- RV Parks/Campgrounds in or near shoreland district
- Private Roads (none developed w/out platted roads to state standards.)

Economic Development that is Appropriate to Burnett County

Leverage TIF Districts 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, e.g., create a commercial development ordinance to exercise Town of Oakland's authority to execute Comp Plan Goals and restrict inappropriate land uses or conditional uses: Town. This includes utilizing the Oakland Planning Committee and/or Subdivision Ordinance to guard against undesired and inappropriate land uses or conditional uses such as :

- 2nd Tier Shoreland District Development
- New Commercial operations in Shoreland RR and AG zoned parcels
- Hi-Density, Hi-Intensity uses or conditional uses in Shoreland district
- RV Parks/Campgrounds in or near shoreland district
- Private Roads (none developed w/out platted roads to state standards.)

Services & How to Pay for Them

The need for county 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. County-wide 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. Simultaneously, strategies are needed to tap into the County's 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. Specifically, strategies are needed to ensure ALL USERS financially support and sustain town infrastructure and services. Examples include:

- Impact or Site Fees: Campgrounds/manufactured home parks, etc.
- User Fees: Boat Launch, Parks, etc.
- License Fees: RV Parks, Mobile Home Parks, etc.
- Room Tax: VRBOs, Resorts, Cabins, etc.

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?). We Need ALL USERS support and sustain infrastructure and services: Examples include:

- Impact or Site Fees: on campgrounds/similar user groups
- User Fees: Boat Launch, Parks, etc.
- License Fees: RV Parks, Mobile Home Parks, etc.

Communication Improvements

Overall communication needs to improve between Town and County. Need to jointly coordinate land use meetings to ensure Town Board reviews all land use, conditional use, or zoning requests; and, (if applicable) provide County with a formal recommendation.

Technology Issues

County has good technology infrastructure; leverage technology – wireless, DSL, fiber optics, internet (could be a sub-set of communication).

Housing/Seasonal Housing Issues
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<u>Housing/Seasonal Housing Issues</u>

Future density/intensity of residential land use should mirror Land Use Plan. No less than 10 acres or 10-acre equivalent per inhabitable structure, trailer, manufactured home, etc.

1.5 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.

Chapter 2 Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Oakland 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 Oakland and Burnett County, please refer to Chapter 2 of the *Inventory and Trends Report*.

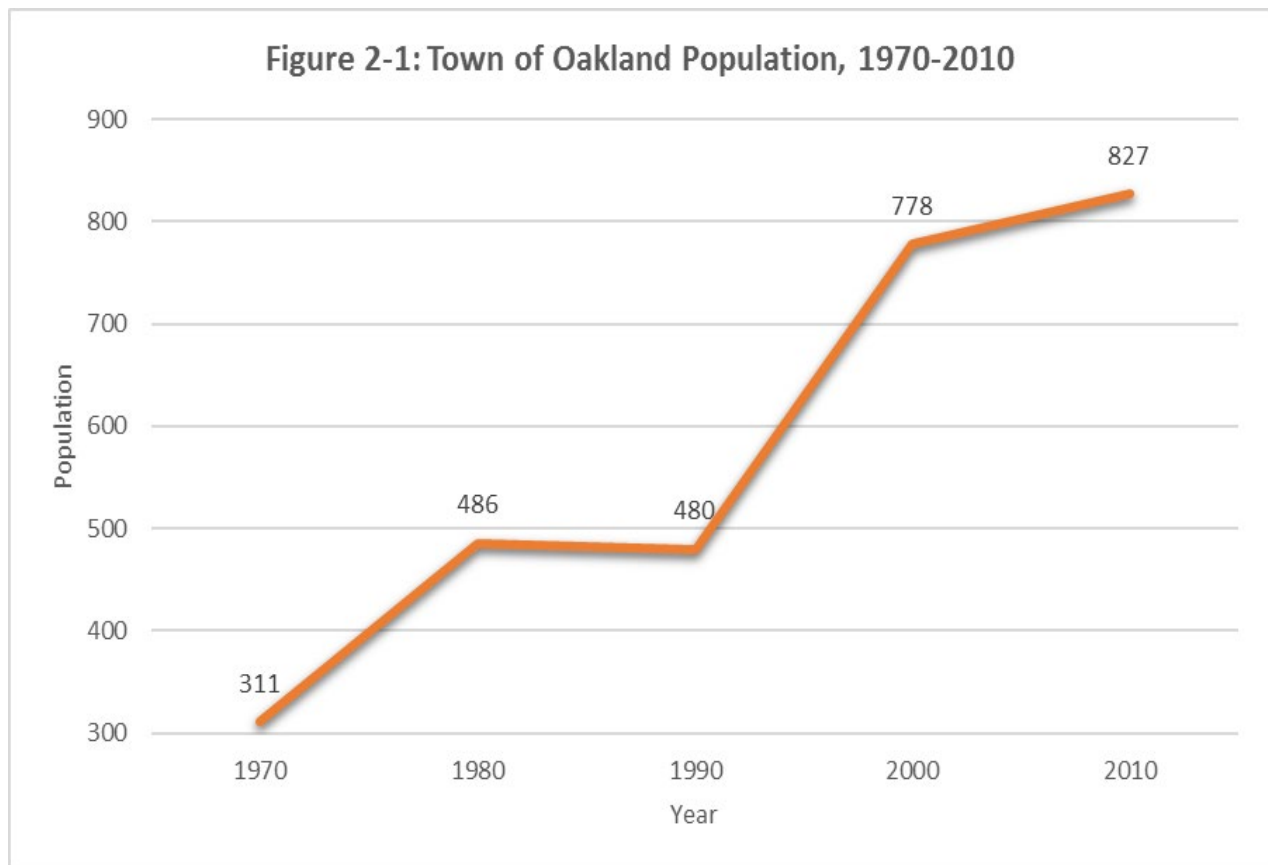
The Town of Oakland's plan for population and housing reflects its diverse landscape which includes aspects of both rural and shoreline-oriented population and housing characteristics. Regardless of which landscape applies, the town's primary concern is to retain rural character as population and housing 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, as the aging segment of the population grows, it is expected that demand for elder care facilities, mixed use development, multi-family structures, and other forms 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 Oakland 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

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 Oakland for 1970 through 2010 according to the U.S. Census.



Source: U.S. Census Bureau, 2010 Census SF1

As displayed by Figure 2-1, the Town of Oakland has experienced a rapidly growing population over the 40-year period. According to the US Census, 516 people were added to the population representing an increase of approximately 165% between 1970 and 2010. The greatest growth in population occurred in the 1990's, when the town's population grew by 62%.

Table 2-1 displays the population trends of Burnett County, its municipalities, and the State of Wisconsin from 1980 to 2010 according to the U.S. Census.

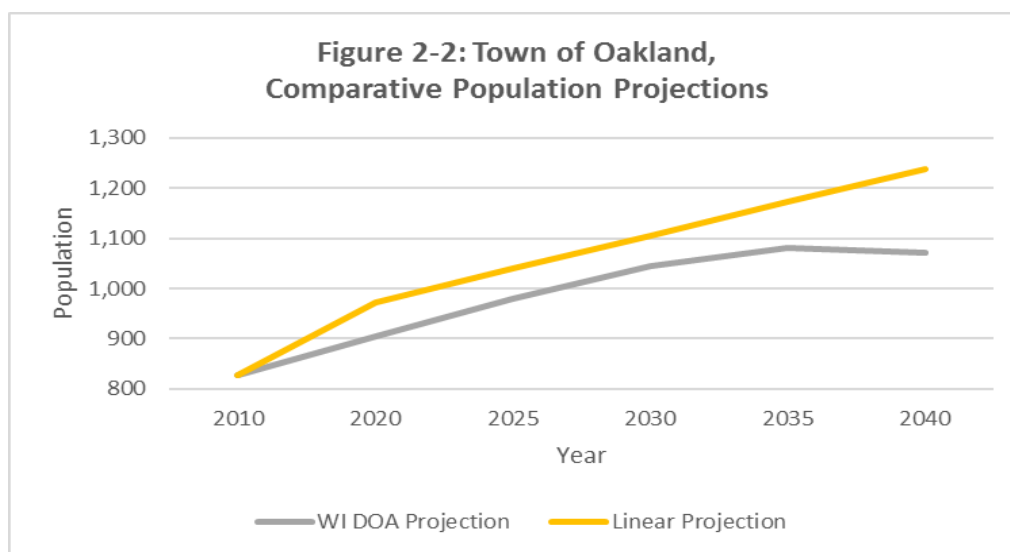
Table 2-1: Burnett County Population and Percent Change, 1970-2010							
Municipality	1980	1990	2000	2010	% Change 1980-1990	% Change 1990-2000	% Change 2000-2010
T. Anderson	265	324	372	398	+22.3%	+14.8%	+7.0%
T. Blaine	151	172	224	197	+13.9%	+30.2%	-12.1%
T. Daniels	607	602	665	649	-0.8%	+10.5%	-2.4%
T. Dewey	520	482	565	516	-7.3%	+17.2%	-8.7%
T. Grantsburg	677	860	967	1,136	+27.0%	+12.4%	+17.5%
T. Jackson	331	457	765	773	+38.1%	+67.4%	+1.0%
T. La Follette	388	416	511	536	+7.2%	+22.8%	+4.9%
T. Lincoln	215	228	286	309	+6.0%	+25.4%	+8.0%
T. Meenon	838	956	1,172	1,163	+14.1%	+22.6%	-0.8%
T. Oakland	486	480	778	827	-1.2%	+62.1%	+6.3%
T. Roosevelt	178	175	197	199	-1.7%	+12.6%	+1.0%
T. Rusk	349	396	420	409	+13.5%	+6.1%	-2.6%
T. Sand Lake	422	439	556	531	+4.0%	+26.7%	-4.5%
T. Scott	409	419	590	494	+2.4%	+40.8%	-16.3%
T. Siren	887	910	873	936	+2.6%	-4.1%	+7.2%
T. Swiss	587	645	815	790	+9.9%	+26.4%	-3.1%
T. Trade Lake	824	831	871	823	+0.8%	+4.8%	-5.5%
T. Union	199	221	351	340	+11.1%	+58.8%	-3.1%
T. Webb Lake	256	200	381	311	-21.9%	+90.5%	-18.4%
T. West Marshland	209	293	331	367	+40.2%	+13.0%	+10.9%
T. Wood river	883	948	974	953	+7.4%	+2.7%	-2.2%
V. Grantsburg	1,153	1144	1,369	1,341	-0.8%	+19.7%	-2.0%
V. Siren	896	863	988	806	-3.7%	+14.5%	-18.4%
V. Webster	610	623	653	653	+2.1%	+4.8%	0.0%
Burnett County	12,340	13,084	15,674	15,457	+6.0%	+19.8%	-1.4%
State of Wisconsin	4,705,642	4,891,769	5,363,675	5,686,986	+4.0%	+9.6%	+6.0%

Source: U.S. Census Bureau, 2010 Census SF1

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 Oakland.

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 2040). The second projection is a linear trend based on census data going back to 1970. Figure 2-2 displays the two population projections created for the Town of Oakland.



Source: Wisconsin Department of Administration, Northwest Regional Planning linear projections 2020-2040.

The two available projections vary and forecast a range of population growth from 243 to 411 additional persons between 2010 and 2040. The actual growth scenario is likely to be somewhere in between the two projections. 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 Oakland that attract people to the area will continue to make this a growing part of Burnett County.

2.3 Housing Characteristics Summary

Housing Occupancy

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Burnett County and the Town of Oakland in 1990 through 2010.

Table 2-2: Town of Oakland							
Housing Supply, Occupancy, and Tenure, 1990 to 2010							
	1990	2000	2010	Change 2000-2010	Percent Change 2000-2010	Change 1990-2010	Percent Change 1990-2010
Total Housing Units	579	625	1,334	+709	+113.4%	+755	+130.4%
Occupied Housing Units	318	366	403	+85	+23.2%	+85	+26.7%
Owner-Occupied Units	275	340	365	+37	+10.8%	+90	+32.7%
Renter Occupied Units	43	26	38	+12	+46.2%	-5	-11.6%
Vacant Housing Units	261	259	931	+672	+259.4%	+670	+256.7%
Seasonal Housing Units	223	242	891	+649	+268.1%	+668	+300.0%

Source: U.S. Census Bureau, 2010 Census SF1

Table 2-3: Burnett County							
Housing Supply, Occupancy, and Tenure, 1990 to 2010							
	1990	2000	2010	Change 2000-2010	Percent Change 2000-2010	Change 1990-2010	Percent Change 1990-2010
Total Housing Units	11,743	12,582	15,278	+2,696	+21.4%	+3,535	+30.1%
Occupied Housing Units	5,242	6,613	6,807	+194	+2.9%	+1,565	+29.9%
Owner-Occupied Units	4,232	5,587	5,576	-11	-0.2%	+1,344	+31.8%
Renter Occupied Units	1,010	1,026	1,231	+205	+20.0%	+221	+21.9%
Vacant Housing Units	6,501	5,969	8,471	+2,502	+41.9%	+1,970	+30.3%
Seasonal Housing Units	5,870	5,664	7,820	+2,156	+38.1%	+1,950	+33.2%

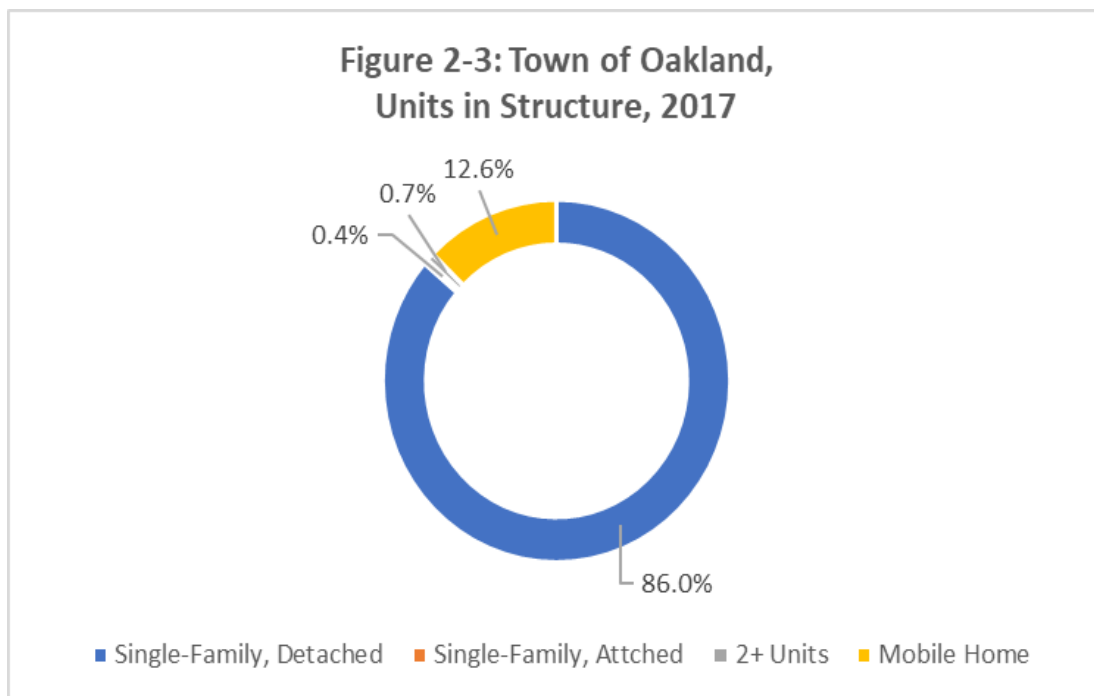
Source: U.S. Census Bureau, 2010 Census SF1

The housing supply in the Town of Oakland consists of a variety of housing types in terms of occupancy and tenure. The majority of homes, within the Town of Oakland, are seasonal housing units (67 percent). There was a large construction boom between 2000 and 2010. The amount of total housing units in Oakland more than doubled. This increase was mainly due to the influx of the seasonal housing supply adding 649 units.

Between 2000 and 2010, the town experienced trends that differ from those of the county as a whole. Both owner-occupied and seasonal units grew at a much faster rate in the town than in the county. The presence of seasonal units as a considerable piece of the housing supply is a reflection of the importance of tourism in the county.

Housing Units in Structure

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



Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

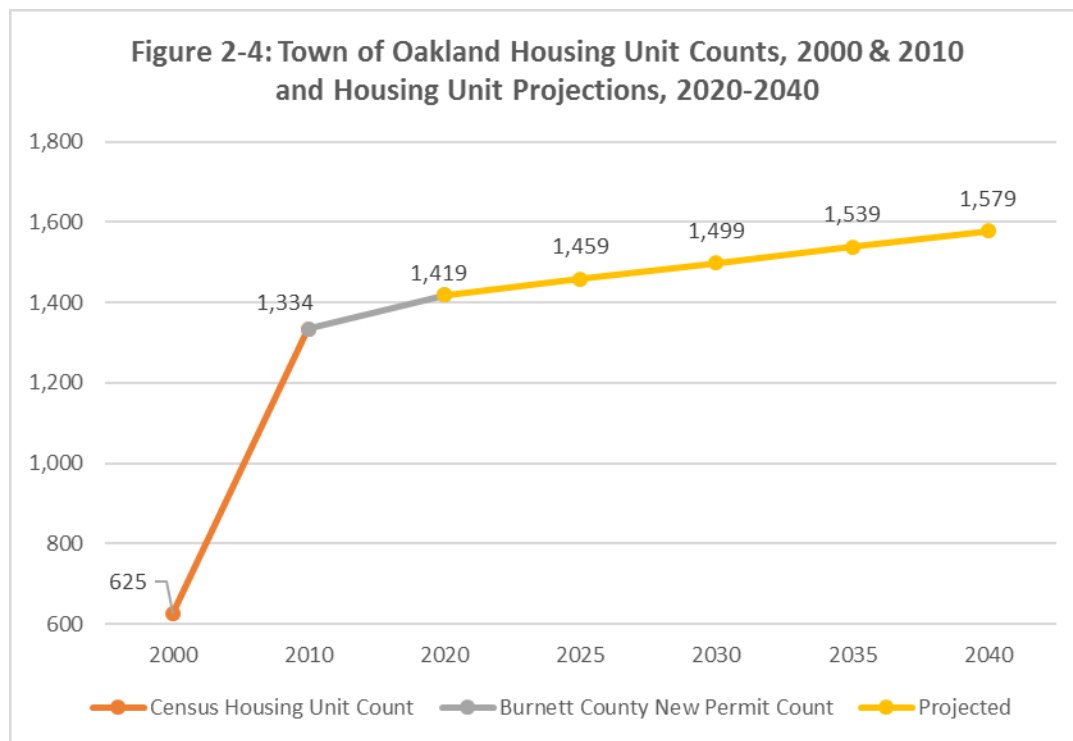
Single-unit, detached structures dominate the housing supply at about 86.0%, followed by mobile home units at 12.6%. Multi-family units make up only 0.7 percent of housing, within the Town of Oakland. These data show that the housing supply in the Town of Oakland is fairly homogenous.

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 identifies counts and projections of Housing units, within the Town of Oakland. Between 2000 and 2010 The amount of housing units in the town grew at an incredibly high rate, compared to most parts of Burnett County. In the 2000's, the town added an additional 709 units by 2010. This development boom has since slowed, and in the last decade the town has added 85 new housing units to its housing stock, as counted using new dwelling zoning permits issued by Burnett County. According to Burnett County zoning permit data, the town has gained an average of 8 new dwelling per year, over the last decade. If the growth continues at this rate, The Town of Oakland would expect to see an increase of 160 housing units by 2040.

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.



Source: U.S. Bureau of the Census, 2000 & 2010; Linear Trend Projection, 2020-2040, Burnett County Zoning Department building permit data.

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 Oakland 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 2040.
- ♦ 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 ACS 2013-2017 5-Year Estimates, housing in the Town of Oakland appears to be affordable on average. The median household income in the town was \$42,778 per year, or \$3,565 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$1,051, and the median monthly housing cost for renter-occupied units was \$723. According to the HUD definition of affordable housing, the average home owner in the Town of Oakland spends about 17.6% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Oakland spends about 32.8% of household income on housing costs, and therefore is slightly above HUD’s affordable housing threshold. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 2017, 27.0% of homeowners and 45.7% of renters in the Town of Oakland paid 30% or more of their household income on housing costs.

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 5,890 Burnett County residents are expected to be age 65 and older by that time, growing from 23% of the 2010 census count population to 33% 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.

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. Work with the county 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 to housing.
- D. Encourage innovative housing design for efficient, low cost, high density housing where appropriate within the county.
- 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: Ensure Town Planning Committee reviews and guides all new housing development, (temporary, short-term, seasonal, residential, or commercial) into areas that can be efficiently served in a fashion that does not affect scarce natural resources nor adversely impact the health, general welfare, safety, or economic prosperity of existing homes.

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: Create a subdivision ordinance to ensure land uses and conditional land uses maintain the rural character and attractiveness 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 polices 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.
- H 8. Manufactured or modular dwellings should feature designs similar to “stick-built” homes.
- H 9. An inventory of historically significant homes should be maintained throughout the planning period to ensure that these homes are accurately identified and to promote and target preservation and/or rehabilitation efforts if warranted.
- H 10. Enforce zoning and nuisance abatement code requirements on blighted residential properties.

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*.

Chapter 3 Transportation

3.1 Transportation Plan

The land use patterns of the Town of Oakland, 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 Oakland'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 Oakland 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 Oakland 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 should consider adopting a driveway ordinance, coordinate with the county to review all land divisions for access and layout considerations, plan for road improvements, and continue to maintain a set of town road construction specifications. 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. 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 should require that potential traffic and road damage effects are assessed by developers as part of the development application.

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 Oakland. No planned state transportation improvement projects directly affect the town.

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: Implement user fees to sustain and maintain town roads. Limited state resources do not effectively ensure a safe, efficient, and environmentally sound transportation system. Additional revenue is needed to effectively serve existing uses and the increased demand generated by seasonal residents and visitors.

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 including future paving.
- 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.
- K. Encourage the improvement and maintenance of County roads to take pressure from Town roads.

Goal 2: Provide safe and efficient multi-modal and multi-use trail or 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.

Goal 4: Consider subdivision ordinance to ensure all new Private Roads are built the applicable geometric standard, per Wisconsin Statute 82.50 (1).

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 three or more improved properties should be considered to 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 an equitable share of the costs for improvements and extensions to the transportation network.
- T 6. The Town should consider opportunities to create or improve bicycle and pedestrian transportation options in concert with the review of proposed developments and planning for road improvements or public facilities.
- T 7. Consider 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 8. 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 9. The development of new or improved access points to local roads should meet town standards found in the Driveway Ordinance.
- T 10. Support the modification the county land division ordinance to support local requirements for the execution of a development agreement whenever public roads or other infrastructure is included in a development.
- T 11. In areas surrounding incorporated communities, development should be coordinated with the adjacent community to the extent possible through an Area Development Plan that assess the potential for connecting planned subdivision roads with future development on surrounding properties.
- T 12. Actively pursue available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized where appropriate.
- T 13. Proper ditch location, grading practices and shape will be pursued to ensure runoff is adequately given an outlet.
- T 14. Residential subdivisions and non-residential development proposals shall be designed to include:
 - a) A safe and efficient system of internal circulation for vehicles and pedestrians;
 - b) Trails or sidewalks where applicable;
 - c) Bicycle routes where appropriate;
 - d) Safe and efficient external collector roads where appropriate;
 - e) Safe and efficient connections to arterial roads and highways where applicable;
 - f) Connectivity of the road network with adjacent developments (where practical and desirable);
 - g) Cul-de-sacs or dead-ends, only where connections to other roads are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.
- T 15. 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 or through the use of Class B weight limits.

- T 16. 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 17. 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 18. Influence the county to maintain and improve County roads to take pressure off Town roads.
- T 19. 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 Oakland 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.

Chapter 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 Oakland. 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 Oakland.

For further detail on existing utilities and community facilities in the Town of Oakland 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 Oakland 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.

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.

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 Oakland.

Short Term

- ♦ Maintain Town Hall

Long Term

- ♦ Maintain Town Hall

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 Oakland.

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.

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Oakland. 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 Oakland.

Short Term

- ♦ Cemetery: Remove fence, create new entrance, and adopt plat for completed survey.

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 Oakland.

Short Term

- ♦ Abandon Kulbeck Park

Long Term

- ♦ Maintain existing boat landings and access points

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 Oakland.

Short Term

- ♦ Continue improvement in service and efficiency of OCC.

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 Oakland. 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 the Town of Oakland.

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. No short-term or long-term recommendations have been identified. Existing health care and child care facilities are anticipated to be adequate to meet the needs of the town over the planning period.

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

- ♦ Ensure ongoing maintenance

Long Term

- ♦ Examine necessity of replacement/reconstruction.

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:

- 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.
- Consider the impacts of development proposals on the cost and quality of town and community facilities and services.
- Guide intensive development to areas where appropriate utilities, community facilities, and public services are available.
- Determine the need for new, expanded, or rehabilitated services and town government facilities.
- Maintain an adequate level of properly trained town staff and volunteers.
- Explore opportunities to provide or improve town facilities, equipment, and services cooperatively with other units of government.
- 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: Implement user fees to sustain and maintain the quality and accessibility of 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 groundwater 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 maintained and protected from overuse or 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: Support 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 the improvement of cellular service coverage and co-location to minimize the number of towers.
- D. Support development of alternative and renewable energy sources.

Goal 8: Implement user fees to sustain and maintain a sufficient level of police, fire, and emergency services meet the transportation and infrastructure needs of existing and planned future development.

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

Goal 9: Promote accessible libraries, historical sites, and schools/education.

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.
- C. Support the creation of more local centers for higher 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.

- 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 will 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 encourage 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. Concentrated residential developments shall be within a service area of a neighborhood community or regional park facility.
- UCF 18. Ensure that neighborhood parks are incorporated into the design of future subdivisions as warranted.
- UCF 19. 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 20. The Town shall review new residential projects for the availability of an adequate water supply.
- UCF 21. Proposed developments shall not increase flooding potential to adjacent lands or adversely affect the water supply to adjacent land.
- UCF 22. Erosion and sediment control practices shall be used when removing the vegetative cover of the land or exposing the soil.

- UCF 23. 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 24. The Town shall periodically monitor the effectiveness of the waste management and recycling services provided by private contractors.
- UCF 25. The Town shall maintain adequate emergency service staffing, training, space, and equipment in order to maintain response times and the quality of service through contributions to county-wide programs.
- UCF 26. The Town shall continue to work with police, fire and rescue service providers to anticipate and plan for service requirements and capital improvements.
- UCF 27. Work with local school districts in order to anticipate future service and facility needs.

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*.

Chapter 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 Oakland. For further detail on agricultural, natural, and cultural resources in the Town of Oakland and Burnett County, please refer to Chapter 5 of the *Inventory and Trends Report*.

The *Agricultural, Natural, and Cultural Resources* element may be the most important element in the *Town of Oakland Year 2040 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

Agricultural Resources

Agriculture is a significant component of the Town of Oakland's landscape, and the town's extensive irrigated agriculture operations are connected to a larger region of irrigated vegetable farming that spans Burnett and surrounding counties. 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 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 (refer to Appendix A), establishing a system for site planning guidelines including building setbacks from active farm fields, creating a right-to-farm ordinance, and revising the zoning map that applies to the town. The town also plans to explore the creation of a purchase of development rights (PDR) or purchase of conservation easement (PACE) program in cooperation with Burnett County.

According to the 2019 Statement of Assessment data, there were approximately 873 acres of farmland in the town. There are some areas in the southeastern sections of the town that are considered to be prime agricultural soils. These lands are now in agricultural use and are expected to continue in agricultural use over the long term. This sentiment is reflected in the future land use plan (refer to the *Land Use* element) as most of the town's agricultural lands have been mapped for Agriculture (A). The (A) Future Land Use Management Area seeks to

preserve and promote a full range of agricultural uses and prevent the conversion of land to uses not consistent with agriculture.

Natural and Cultural Resources

The Town of Oakland'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 and its issues and opportunities. Substantial natural and cultural resources are present in the town and include the following:

- ♦ 1,896 acres of wetlands.
- ♦ 5,376 acres of floodplains.
- ♦ 4,579 acres of lakes.
- ♦ The scenic beauty and rural character of the town.

Many of the same tools that will be used to protect agriculture could 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 may require substantial development proposals assess potential natural and cultural resources impacts. 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 by implementing a subdivision ordinance to preserve and protect farmland from undesired land uses, conditional uses, or zoning.

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 development rights with development that complies with Comprehensive Plan goals. Utilize Town Planning Committee to ensure land uses do not adversely impact the health, general welfare, safety, and economic prosperity of nearby land-owners, lands, or waters.

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 3: Manage the Town's limited natural resources by ensuring development plans include reliable, efficient, and well-planned storm-water systems or utilities.

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 4: 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. Prevent the introduction of new contaminants into the town's ground and surface water systems while reducing and possibly eliminating existing sources of contamination. Specifically evaluate the impact of gravel roads near lakes, rivers, and streams.
- C. Support wetlands protection in the town.
- 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 5: Preserve the natural and scenic qualities of lakes and shorelines in the town.

Objectives:

- A. Support the protection of lakes and rivers and control of invasive aquatic species.
- 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 6: Utilize Town Planning Committee to ensure land uses, and conditional uses protect , natural resources though consistent application of the lakes and rivers classification system in regard to density and intensity.

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 7: Implement light and air pollution ordinance to protect night sky and air quality. Specifically, encourage dark sky compliant outdoor lighting and enforce open burning restrictions.

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.
- C. Encourage the use of more efficient outdoor boilers with taller stacks.

Goal 8: 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 9: 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.
- D. Involve the Town Board in discussing and evaluating proposals from inception.

Goal 10: Ensure all development projects include substantive buffers are in place to mitigate the adverse impacts inherent to high-density, high-intensity land uses like gravel pits, campgrounds, storage facilities create. Adverse impacts to maintaining the rural character of the town include, but are not limited to: air, light, and noise pollution, campfires/smoke, loose pets, unsightly outdoor or indoor storage areas, etc.)

Cultural Resources

Goal 11: 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.
- E. Promote the collections of white goods/appliances.

Goal 12: 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.

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 directed to the least productive soils to conserve remaining land for continued agricultural uses, whenever possible.
- ANC 2. Utilize site planning and a maximum residential lot size to preserve agricultural lands.
- ANC 3. 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 4. New non-farm residential development shall be directed away from existing agricultural operations on large tracts of undeveloped land and directed toward those areas that have existing non-farm development.
- ANC 5. New non-farm residential development should be subject to a “nuisance disclaimer”, stringent deed restrictions or other mutual agreement intended to protect the “right-to-farm” of existing and future agricultural operations.
- ANC 6. Work with the county to update the existing Farmland Preservation Plan.
- ANC 7. 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 8. Work with the county to create a county-wide easement donation program or purchase of development rights program.
- ANC 9. The expansion or establishment of agricultural operations resulting in 500 or more animal units shall be preferred no closer than 2,640 feet (1/2 mile) of sewer service areas or incorporated areas.

- ANC 10. 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 11. Environmental corridors shall be defined by location of WDNR designated wetlands and FEMA designated floodplains.
- ANC 12. Substantial development proposals within the Town should provide an analysis of the potential natural resource impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water (including impacts of nearby gravel roads), wetlands, floodplains, and woodlands. The depth of analysis required by the Town will be appropriate for the intensity of the proposed development.
- ANC 13. Federal, state and county regulation changes or additions regarding agricultural, natural and cultural resources will be consistently monitored for their impact on local resources.
- ANC 14. Development proposals in shoreland areas shall demonstrate compliance with the Burnett County Shoreland Zoning Ordinance.
- ANC 15. 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 16. 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 17. Lakeshore development shall be in concert with lakes classification and the county zoning ordinance.
- ANC 18. The development of lake associations and districts will be supported.
- ANC 19. Work to ensure secure public lake access where possible.

- ANC 20. 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 21. 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 22. Encourage the enrollment of private lands into local, state, and federal resource protection programs (such as Managed Forest Law etc).
- ANC 23. Landowners in designated forestry areas will be encouraged to have a forestry management plan in place prior to development.
- ANC 24. 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 25. 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 26. 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 and control of invasive aquatic species.

Cultural Resources

Policies and Recommendations

- ANC 27. 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 28. 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 29. 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 30. Identify, record, and promote preservation of historical, cultural and archaeological sites within the town.
- ANC 31. 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.

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*.

Chapter 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 Oakland 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 Oakland 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 Oakland'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 telecommuting and home-based business development. Oakland 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. Oakland 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. Oakland 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 Oakland 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 employment in the Town of Oakland. For further information on economic development in the Town of Oakland and Burnett County, please refer to Chapter 6 of the *Inventory and Trends Report*.

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 6-1 displays the number and percent of employed persons by industry group in the Town of Oakland, Burnett County, and the State of Wisconsin for 2000.

Table 6-1: Town of Oakland and Burnett County Employment by Industry, 2017				
Industry	Town of Oakland		Burnett County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	3	1.1%	222	3.4%
Construction	30	10.6%	553	8.5%
Manufacturing	43	15.1%	1,168	17.9%
Wholesale trade	9	3.2%	78	1.2%
Retail trade	8	2.8%	649	9.9%
Transportation and warehousing, and utilities	6	2.1%	293	4.5%
Information	3	1.1%	98	1.5%
Finance, insurance, real estate and rental and leasing	6	2.1%	244	3.7%
Professional, scientific, management, administrative, and waste management services	3	1.1%	302	4.6%
Educational, health and social services	90	31.7%	1,503	23.0%
Arts, entertainment, recreation, accommodation and food services	37	13.0%	797	12.2%
Other services (except public administration)	24	8.5%	275	4.2%
Public administration	22	7.7%	353	5.4%
Total	284	100.0%	6,535	100.0%

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Of the estimated 284 Town of Oakland residents employed in 2017, most worked in the educational, health and social services sector or the manufacturing sector. The breakdown of employment by industry sector, in the town, aligns with that of Burnett County as a whole.

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 6-2: Town of Oakland and Burnett County Employment by Occupation, 2017				
Occupation	Town of Oakland		Burnett County	
	Number	Percent of Total	Number	Percent of Total
Management, business, science and arts occupations	115	40.5%	1,902	29.1%
Service occupations	61	21.5%	1,336	20.4%
Sales and office occupations	43	15.1%	1,301	19.9%
Natural resource, construction, and maintenance occupations	27	9.5%	889	13.6%
Production, transportation, and material moving occupations	38	13.4%	1,107	16.9%
Total	284	100%	6,535	100.0%

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Employment by occupation in the Town of Oakland is somewhat similar to that of Burnett County. The highest percentage of people in both the town and the county are employed in management, professional, and related occupations. Compared to the county as a whole, there are notably larger proportions employed in these occupations in the Town of Oakland. These are offset by smaller proportions in natural resource, construction, and maintenance, as well as sales and office occupations. These differences are logical given the local characteristics in employment by industry.

6.3 Desired Business and Industry

Similar to most communities in Burnett County, the Town of Oakland 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 as included in this document. Desired types of business and industry within 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 town.
- ♦ Businesses that provide essential services that are otherwise not available in the surrounding neighborhood, such as retail stores, personal services, and professional services.
- ♦ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ♦ 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 town and complement economic development efforts in the Villages.
- ♦ Business and light industry that capitalize on community strengths.
- ♦ Business and light industry that do not exacerbate community weaknesses.

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 Oakland. Generally speaking, the Town of Oakland is not planning for significant areas of commercial and/or industrial development. The primary economic development opportunities will be north of Yellow Lake surrounding CTH U, and 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 Oakland 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 Oakland, 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 100 acres are currently occupied. Therefore, 20 acres, or 17% 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 Oakland, as of February 2020, there were two sites identified by BRRTS as being located within the town and open, while no sites were considered 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.
- I. Support higher education programs for resource-based industries.

Goal 2: Ensure land uses and conditional uses 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, housing and related services 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: Direct commercial activities to exiting public facilities and transportation services that are cost effective and environmentally compatible with the rural character of the town. See Land Use Map

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 economic development in the town and region that comply with the vision statement and land use goals of the Town of Oakland.

Objectives:

- A. Encouraged 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: Support quality 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 in designated areas 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.

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. Tourism should be supported as a vital component of the Town’s economic base.
- ED 2. Support home-based business as a primary economic development tool.
- ED 3. Industrial development should be steered to villages capable of providing sewer and water services.
- ED 4. The Town should support existing business expansion and retention efforts and new business development efforts that are consistent with the comprehensive plan.
- ED 5. 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 6. 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 7. The retention and expansion of existing businesses should be supported through facility improvements and the implementation of increased technology.

- ED 8. Continue to work with the County and Burnett County Development Association as a resource to achieve local and regional economic development goals and objectives.
- ED 9. When evaluating substantial development proposals, the Town should consider market interactions with the existing local and regional economy, and impacts to the cost of providing community services. The depth of analysis required by the Town will be appropriate for the intensity of the proposed development.
- ED 10. The Town will encourage economic development through public-private partnerships that are beneficial to the sustainability of the Town and the region and consistent with the comprehensive plan.
- ED 11. Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.
- ED 12. Support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government.
- ED 13. Support higher education and continuing education programs in the county.

6.7 Economic Development Programs

There are many programs at the federal, state, county, and regional level that can help the Town of Oakland in the support and development of economic development efforts. In addition, there are programs available for individual businesses to assist in start-up and expansion. This section contains a list of the major agencies and programs that are most likely to be used by the Town in its economic development efforts. In addition to programs, there are economic development organizations throughout the county that provide assistance to local units of government and businesses.

Federal Economic Development Programs

USDA-Rural Development Programs

USDA Rural Development: Business and Industry Guaranteed Loan Program

This program provides loan guarantees up to 80 percent for eligible projects. Maximum guarantees of up to \$10 million are available for each business. The program was established to improve, develop, or finance business, industry and employment, and to improve the economic and environmental climate in rural communities. For more information: <https://www.rd.usda.gov/>

USDA-Rural Development: Community Facility Loan (CFL) Program

The CFL program provides loan guarantees of up to 90 percent for eligible projects; however, unless extraordinary circumstances exist, typically the program will guarantee up to 80 percent.

The program is designed to construct, enlarge, extend or otherwise improve public and community facilities that provide essential services in rural areas and town with populations of less than 50,000. For more information: <https://www.rd.usda.gov/programs-services/community-facilities-direct-loan-grant-program>

USDA-Rural Development: Rural Economic Development Loan Program (REDL)

The Rural Economic Development Loan (REDL) Program has the purpose of fostering economic development and employment in rural areas. The REDL program typically involves loan funding which passes through a rural utility, such as an electric cooperative to the ultimate borrower. The funds can be use for construction of business incubators, start-up costs for economic development initiatives, job creation projects, and other reasonable expenses for projects, which will lead to jobs creation. For more information: <https://www.rd.usda.gov/programs-services/rural-economic-development-loan-grant-program>

U.S. Economic Development Administration (EDA)

EDA: Public Works and Development Facility Grant Program

Under this program, grants are provided to help distressed communities or organizations which serve those communities with the goal of attracting new industry, encouraging business expansion, diversifying local economies and generating or retaining long-term, private sector jobs. For more information: <https://www.eda.gov/programs/>

U.S. Small Business Administration (SBA)

The Small Business Administration (SBA) is a United States government agency that provides support to entrepreneurs and small businesses. The mission of the Small Business Administration is "to maintain and strengthen the nation's economy by enabling the establishment and viability of small businesses and by assisting in the economic recovery of communities after disasters". The agency's activities are summarized as the "3 Cs" of capital, contracts and counseling. For more information, visit: <https://www.sba.gov/>

State of Wisconsin Economic Development Programs

Wisconsin Department of Administration (DOA)

Community Development Block Grant for Economic Development (CDBG-ED)

Provides resources to local governments that will enable them to assist economic development projects in their community. The local unit of government is the applicant and recipient of the funds. A specific business, which must be located in a municipality of 50,000 or less, is loaned the funds for eligible business development uses. When the funds are repaid to the local government, they may stay in the community to be used as a revolving loan fund to assist other businesses in the community.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

Provides grant funds to local governments that will enable them to provide needed public facilities (i.e., streets, sewer mains, water mains, etc.) to private business enterprises that are going to create full-time jobs by starting or expanding their businesses because of the availability of the funded public facilities.

Wisconsin Economic Development Corporation (WEDC)

Economic Development Tax Credit

The tax credits, which are nonrefundable and nontransferable, must be applied against a certified business's Wisconsin income tax liability. Eligible activities include: job creation, capital investment, employee training and corporate headquarters location. Tax benefits are available to assist businesses that meet certain requirements and are located in, or are willing to locate in Wisconsin. For more information contact the Wisconsin Economic Development Corporation.

Community Development Block Grant for Economic Development (CDBG-ED)

Provides resources to local governments that will enable them to assist economic development projects in their community. The local unit of government is the applicant and recipient of the funds. A specific business, which must be located in a municipality of 50,000 or less, is loaned the funds for eligible business development uses. When the funds are repaid to the local government, they may stay in the community to be used as a revolving loan fund to assist other businesses in the community.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

Provides grant funds to local governments that will enable them to provide needed public facilities (i.e., streets, sewer mains, water mains, etc.) to private business enterprises that are going to create full-time jobs by starting or expanding their businesses because of the availability of the funded public facilities.

Wisconsin Department of Tourism

The Wisconsin Department of Tourism sponsors a Joint Effort Marketing (JEM) grant program that is available to non-profit organizations to support new, existing, one-time, and one-of-a-kind events; sales promotions; or destination marketing campaigns. The JEM program also assists communities in marketing hotel and meeting space to attract more business travelers.

Two other grant programs are available from the Department of Tourism, the Ready, Set, Go! Program and the Life's So Good Awareness Marketing Program. Ready, Set, Go! is a booking assistance fund designed to help destinations secure competition related sporting events that require an upfront cash or financial commitment. Life's So Good is a mini grant program available to any Wisconsin locality or nonprofit tourism organization to familiarize communities with the "Life's So Good" slogan and campaign.

Wisconsin Department of Transportation (WisDOT)

Transportation Facilities for Economic Assistance and Development (TEA) Program

The TEA program provides funds to governing bodies, private businesses, and consortiums for transportation facility improvement projects that are necessary to help attract employers to Wisconsin, or to encourage businesses to remain and expand in the state. For more information: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>

Wisconsin Housing and Economic Development Authority (WHEDA)

Small Business Guarantee

The program provides loan guarantees of up to 80 percent on new loans for upgrading or expanding an existing business. Although changes for the guarantee limits are reportedly in process, current maximum guarantees amount to \$200,000 on loans up to \$750,000 and \$80,000 on loans up to \$250,000 for working capital. The WHEDA Small Business Guarantee program is designed to assist in the acquisition or expansion of existing small businesses. For more information:

<https://www.wheda.com/>

Local and Regional Programs

Northwest Wisconsin Business Development Corporation

The Northwest Wisconsin Business Development Corporation (NWBDC) is a non-profit corporation formed by the Northwest Regional Planning Commission (NWRPC) to address the critical need for business financing in northwestern Wisconsin. It is targeted at the best economic development opportunities of the area: the timber and wood products industry, tourism, and other manufacturing and service industries. NWBDC manages three revolving loan funds (RLFs) and a technology seed fund.

Indianhead Community Action Agency Revolving Loan Fund

The Indianhead Community Action Agency (ICAA) Revolving Loan Fund (RLF) has the goal of creating and retaining employment opportunities in the ICAA nine county service area of northwest Wisconsin. For more information: <http://www.indianheadcaa.org/>

Northwest Wisconsin Regional Economic Development Fund

Recently, a regional revolving loan fund, the Northwest Wisconsin Regional Economic Development Fund (NWREDF), was formed due to a Wisconsin Department of Commerce initiative to consolidate and, thus, make better use of the monies in many of the underutilized local RLFs. NWREDF provides dollars for a wider range of projects, streamlines the application and administration process, and removes the current capitalization limits placed on communities. The administrative board of the fund makes decisions regarding specific projects and loans under consideration for funding and is made up of a representative from each county participating in the RLF.

Northwest Wisconsin Business Development Fund (NWBDF)

The Northwest Wisconsin Business Development Corporation administers several revolving loan funds providing long-term fixed rate, low down payment and low interest financing to industries in northwestern Wisconsin. For more information: <http://www.nwrpc.com/64/Economic-Development>

Wisconsin Angel Network

The Wisconsin Angel Network (WAN) is a public-private initiative managed through the Wisconsin Technology Council. WAN provides services and support to angel networks and early-stage investors, including: Deal Flow – connecting investors and Wisconsin entrepreneurs; Administration – helping to organize and create angel investor networks; Education – offering

early-stage investing seminars and workshops; Networking events – increasing communication between investors.

Burnett County Development Association (BCDA)

Burnett County Development Association is responsible for conducting and coordinating the business and economic development efforts of Burnett County.

Visions Northwest

Visions Northwest is a public/private partnership group made up of stakeholders in the 10-County Region to promote regional economic development goals and efforts. As part of the WBIC, Visions will collaborate with the Wisconsin Economic Development Corporation for faster development of the regions industries, workforce and regional identity.

Chapter 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 Oakland, 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 Oakland and Burnett County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Oakland'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 Oakland 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 protecting natural resources and the quality of life, and promoting economic development.

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 Oakland.

- ♦ Winter maintenance and other services agreement with Hopkins Sand and Gravel
This agreement establishes a service agreement for winter maintenance and similar work for 52 miles of highway and road located in the town.

- ♦ 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.
- ♦ Cooperation agreement for Burnett Regional Recycling and Disposal Center, 1990
This agreement documents Oakland's participation in the Burnett Regional Recycling and Disposal Center. It establishes a commission and sets forth operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the center's budgeted costs.

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

School Districts

The Town of Oakland 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 has agreements with the Towns of Swiss and Union for the Oakland Collection Center (OCC) and road maintenance agreements with the Towns of Meenon, Union, and Swiss.

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 REVIEW

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Burnett County and Town of Oakland Planning Committee
♦ Annual inventory roads and complete 5-year priority improvement plan.	Burnett County and Town Board
♦ Utilize a coordinated process to update and amend the comprehensive plan	Burnett County and Town of Oakland Planning Committee
♦ Continue to coordinate shared services and contracting for services such as police protection, solid waste and recycling, recreation programs, EMS, and Rural Fire District, etc.	Burnett County Town of Swiss Town of Union
♦ Reduce conflict over boundary issues through cooperative planning	Village of Webster and Adjacent Towns

CONFLICTS REVIEW

Potential Conflict	Process to Resolve
♦ Annexation or detachment conflicts between the town, adjacent towns and the Village of Webster	Distribution of Comprehensive Plan and plan amendments to adjacent and overlapping governments
♦ Undesired land uses or conditional uses as stated in the Comprehensive Plan	Utilize Town of Oakland Plan Committees and encourage same in every Burnett County community
♦ Need for joint planning in extraterritorial zone	Establish joint community Plan Committee meetings – especially in the extra-territorial zones
	Continued meetings of the County Planning Committee with representation from every Burnett County community
♦ Concern over too much intervention by Burnett County and the state relative to local control of land use, conditional use, and zoning issues.	Adopt a local comprehensive plan
♦ Legislative changes, action, or inaction that directly or indirectly results in a lack of local development control.	Take responsibility to develop, update, and administer local land use ordinances and programs
	Maintain monthly communication with Burnett County on land use issues
	Provide ample opportunities for public involvement during land use planning and ordinance development efforts

Potential Conflict	Process to Resolve
	Town Planning Committee review land use and conditional uses to ensure undesired uses as stated in the Comprehensive plan are not approved.
♦ Siting of large-scale animal operations near residential and shoreland areas	Town to consider establishing an Agriculture/Urban Interface area that prevents new farms over 500 animal units from locating within ½ mile of incorporated areas
♦ Siting of hi-intensity, hi-density commercial operations near (1,000') residential or shoreland	Burnett County to administer ACTP51 performance standards for livestock operations over 500 animal units
♦ Legislative action or inaction that directly or indirectly results in a lack of local development control.	As applicable, support County-wide rezoning efforts of Agriculture LUMAs to prevent factory-sized livestock operations.
♦ Residential, commercial or recreational development planned adjacent to Shoreland, residential, commercial, agriculture, or forestry areas or across a town boundary	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Utilize Town Planning Committee and encourage same in every County community</p> <p>Establish joint community Plan Committee – especially in the extra-territorial and town boundary zones.</p> <p>Continued meetings of the County Planning Committee with representation from every Burnett County community</p>
♦ Private Road development not platted to applicable state public road standard.	Create applicable subdivision ordinance to prevent undesired uses and conditional uses. Include requirement all new private Roads meet the applicable geometric standard, per Wisconsin Statute 82.50 Town Road Standards (1).
♦ Concern over the ability or willingness of Burnett County or Burnett County Land Use Committee fails or refuses to implement the recommendations of Town's Comprehensive land Use Plan.	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Create Town Planning Committee to formally review and advise Town and County Board on proposed land uses, conditional uses, and zoning.</p> <p>Continued meetings of the County Planning Committee with representation from every Burnett County community</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p> <p>Create applicable ordinances to ensure adopted Town</p>

Potential Conflict	Process to Resolve
	Plan is executed and followed.
♦ Low density commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	<p>Establishment of local Plan Committees in every Burnett County community - joint community Plan Committee meetings</p> <p>Continued meetings of the County Planning Committee with representation from every Burnett County community</p> <p>Create cooperative design review and ordinance development/administration procedures</p> <p>Create applicable ordinances to eliminate conflict</p>

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. Specifically, Law Enforcement is an area of concern.

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.

Goal 2: As required, ensure Town Planning Committee reviews proposed land uses, conditional uses, or zoning for compliance with the town’s land use goals and objectives.

Goal 3: As required, Town Board should review, advise, and provide feedback to the Burnett County Land Use and Information Committee regarding proposed land uses, conditional uses, or zoning.

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 Oakland actively uses intergovernmental cooperation programs and has developed the following related strategic plans.

Chapter 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 Oakland. For further detail on existing land use in Burnett County, please refer to Chapter 8 of the *Inventory and Trends Report*.

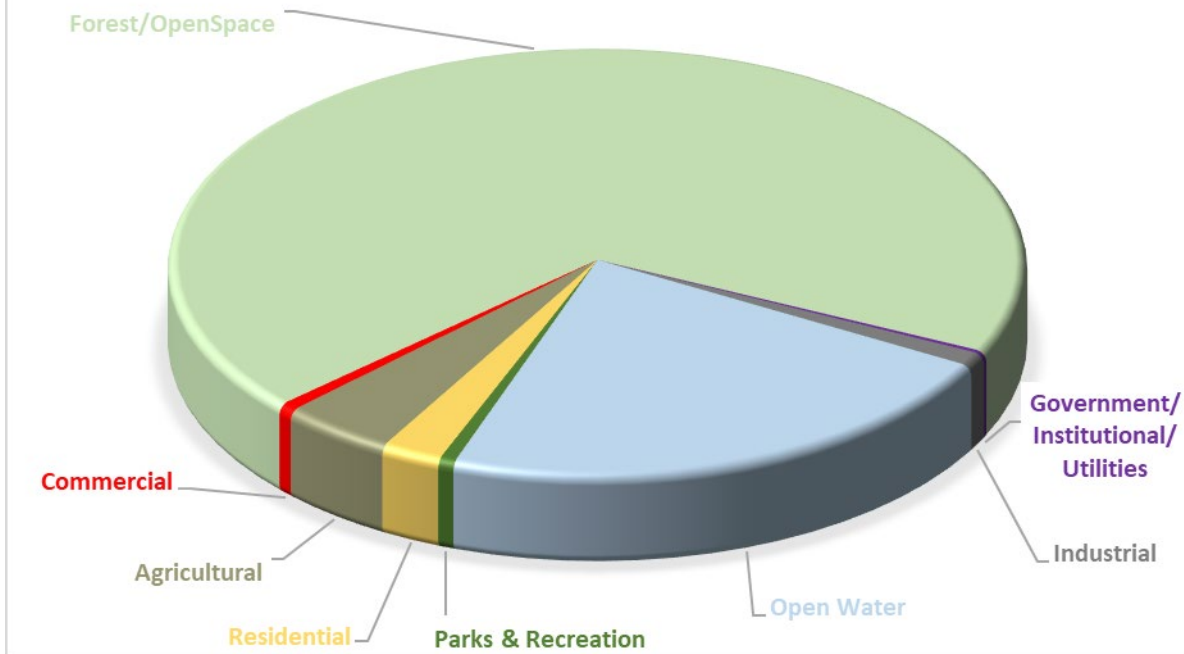
8.2 Existing Land Use

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 Oakland.

Table 8-1: Town of Oakland Existing Land Use, 2020		
Land Use	Acres	Percent of Total
Agricultural	914.72	4.3%
Commercial	118.70	0.6%
Forest/OpenSpace	14,488.35	68.8%
Government/Institutional/Utilities	43.81	0.2%
Industrial	206.2	1.0%
Open Water	4,680.49	22.2%
Parks & Recreation	122.161	0.6%
Residential	477.70	2.3%
Total	21,052.06	100.0%

Source: Town of Oakland, NWRPC

Figure 8-1: Town of Oakland Existing Land Use, 2020



Source: Town of Oakland, NWRPC

Town of Oakland
Comprehensive Plan 2020
Map 8-1: Existing Land Use

Legend:

- Local Road
- County Highway
- State Highway
- PLSS Section
- River/Stream/Creek
- Lakes/Flowages/Large Rivers
- Wetlands
- Agriculture
- Forest & Open Space
- Government/Institutional/Utilities
- Commercial
- Parks & Recreation
- Residential
- Open Water
- Town Boundary

Scale: 0 to 1 Miles

Map Date: 9/3/2020 12:27 PM
 Data Sources: Town of Oakland, Bureau of Census, NWRPC, WI DNR

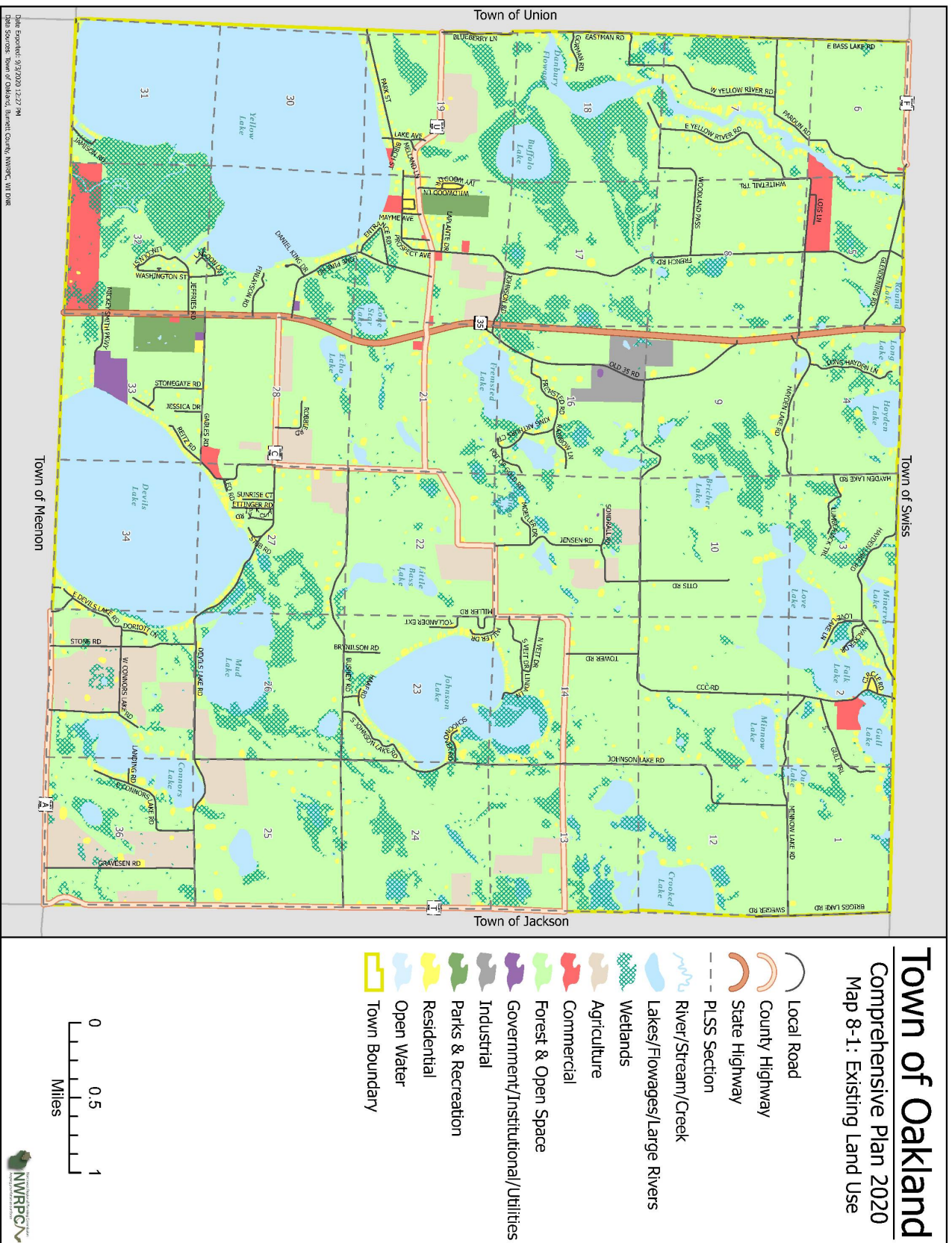
Town of Oakland
Comprehensive Plan 2020
Map 8-1: Existing Land Use

Legend:

- Local Road
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- State Highway
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- River/Stream/Creek
- Lakes/Flowages/Large Rivers
- Wetlands
- Agriculture
- Forest & Open Space
- Government/Institutional/Utilities
- Commercial
- Parks & Recreation
- Residential
- Open Water
- Town Boundary

Scale: 0, 0.5, 1 Miles

Surrounding Towns: Town of Union, Town of Meenon, Town of Jackson, Town of Swiss

[illegible]

The Town of Oakland, with about 21,052 acres, is slightly smaller than the typical 36-section town. The town's development pattern is diverse as influenced primarily by soil conditions. The Town of Oakland is still primarily an undeveloped, rural town, and passive land uses comprise most of the landscape. Forest/open space is the single largest existing land use at 14,503 acres (68.9%), while agricultural uses comprise about 914 acres (4.3%).

Developed uses make up just greater than 4.1% of the town's landscape including residential, commercial, industrial. Residential is the single largest developed land use at 478 acres, and is dispersed throughout the town with notable concentrations of housing surrounding the town's lakes, rivers, 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.

Other intensive uses present in the town include small amounts of commercial use. The majority of these uses are found in the rural hamlet within town. This mixed-use area is a distinguishing feature of the town and serves as a town center.

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 Oakland.

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: Town of Oakland Land Ownership and Management, 2020		
Land Use	Acres	Percent of Total
County Lands	313.74	1.5%
Federal Lands	0	0.0%
State Lands	340.2	1.6%
Private Managed Forest Crop	0	0.0%
Private Managed Forest Land	403.8	1.9%
Private Lands (Not Under Public Management)	19,987.6	22.2%
Total Town Acreage	21,045.1	100.0%

Source: Burnett County, WI DNR

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 2040. 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 the WDOA projections). Refer to the *Population and Housing* element for more details on population projections. Using the population projections and average persons per household in the town, the housing unit projections are calculated. Using this method, a total of 96 new homes between 2020 and 2040 are projected in the town. The residential land use demand projection then assumes that each new home will occupy an average area of 2.5 acres. This existing average acreage is calculated by dividing the total residential existing land use acreage 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 240 residential acres by the year 2040.

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 34 acres for commercial use, and an additional 69 acres for industrial use by the year 2040.

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 2040. In other words, a total of roughly 35 acres per year is projected to be consumed by residential, commercial, and industrial development in the Town of Oakland between 2020 and 2040, 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 2020 ratio of each.

Table 8-3: Town of Oakland Projected Land Use Demand (acres), 2020-2040						
<u>Use</u>	2020 (Est.)	2025 (Proj.)	2030 (Proj.)	2035 (Proj.)	2040 (Proj.)	Change (2020-2040)
Residential	478	578	661	706	719	+240
Commercial	159	182	203	224	193	+34
Industrial	207	207	207	276	276	+69
Agricultural	914	902	891	878	878	-36
Forest/Open Space	9,104	8,993	8899	8,778	8,793	-311
Other	10,183	10,183	10,183	10,183	10,183	0

Source: WI DOA, Town of Oakland, NWRPC

A sufficient supply of residential land has been planned through 2040 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 (which also applies to other uses). In addition, residential development will be managed in accordance with the Future Land Use Management Areas outlined in Section 8.8.

There is also a sufficient supply of commercial land available within the town through several of the Land Use Management Areas. The primary designated location for commercial development is located in the Rural Mixed Use/Hamlet (RMU) Management Area. Commercial land demand may also be met in other parts of the town within the Shoreland Residential (SR) area that allows limited compatible commercial uses, through home based businesses if compatible within the town's rural and residential areas, and limited within the Rural Residential (RR), Agriculture (A), and Forestry Residential and Recreation (FRR) LUMAs based on intensity of the proposed use and compatibility with surrounding development. Industrial uses can be accommodated within the Industrial (I) and RMU Management Area 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

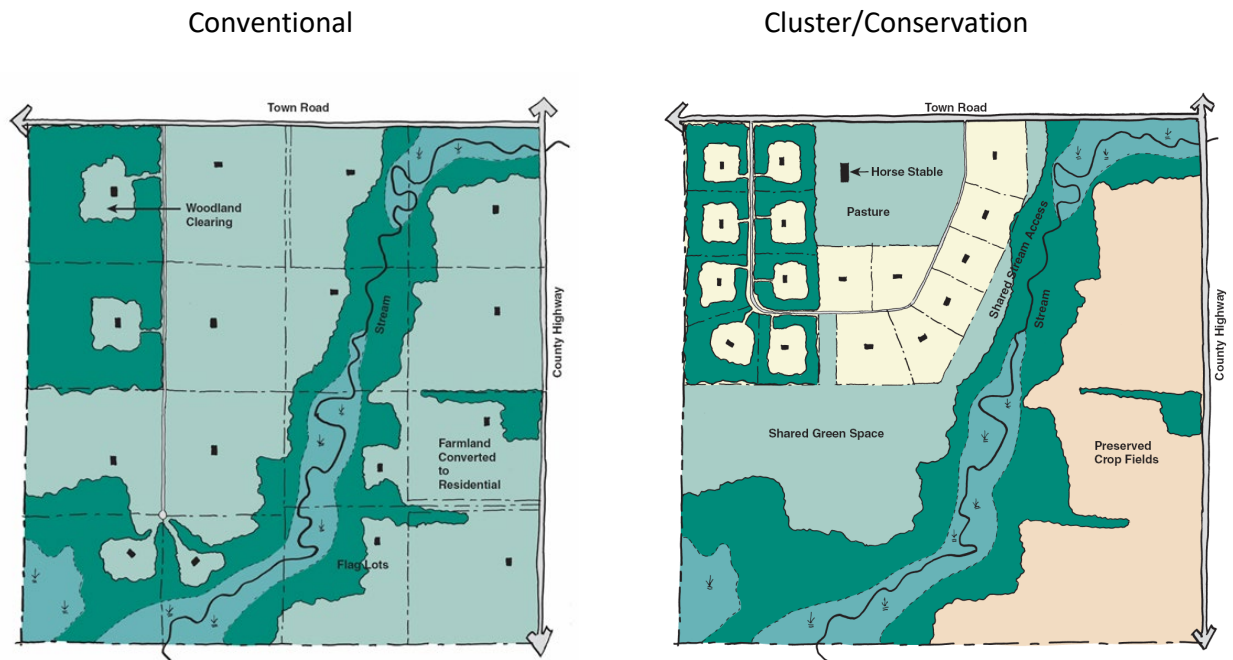
Burnett County manages growth through a zoning code that generally regulates the types of uses allowed and the associated minimum lot sizes that are required. This Plan and the County Plan advocates an approach to establish certain maximum densities for development within some of the planned rural and 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 home sites 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 (such as very low density in the Agriculture classification) 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 home sites 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:

Figure 8-2



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.

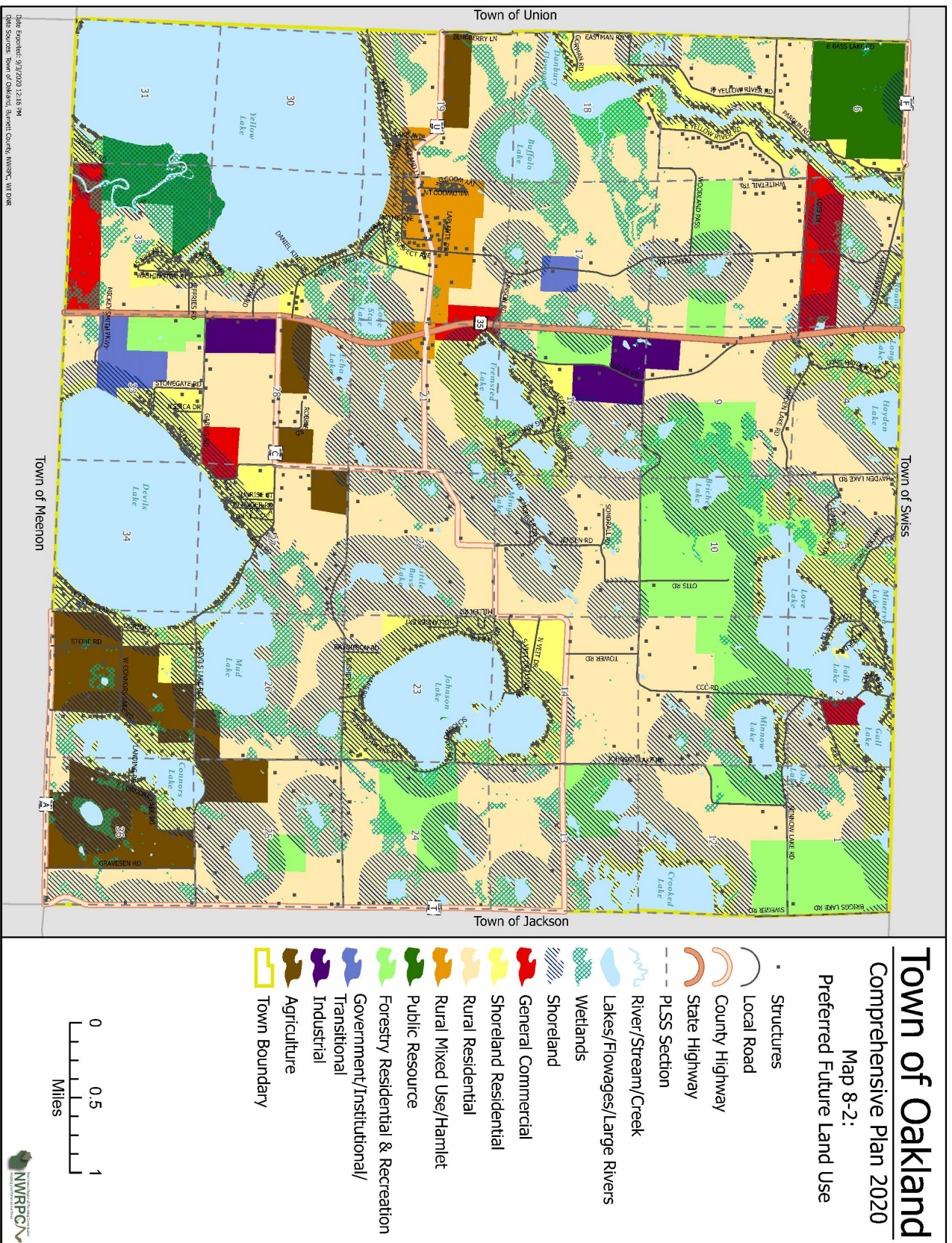
- ♦ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ♦ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match 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 Oakland'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. 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.



8.8 Future Land Use Management Areas

The following Preferred Future Land Use Management Areas (LUMAs) have been utilized on the town's Preferred Future Land Use Map. These descriptions provide clarity and should be used by county/governmental planners, residents, and developers to ensure compliance, (as applicable) with the purpose, primary goal, desired/undesired development density, desired/undesired uses and/or conditional uses, and discouraged uses and/or conditional 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.

Agriculture (A)

- ♦ Purpose: To prevent the conversion of agricultural land to high density uses or conditional uses that do not encourage, improve, or optimize agricultural production areas. Agricultural based uses implement comprehensive plan goals by encouraging livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits. Rural, low-density, agriculture areas provide consistency with the County designated farmland preservation goals and maintains the rural, farm, and "Northwoods" character of the Town of Oakland.
- ♦ Primary Goal: To preserve and protect a full range of agricultural uses, while simultaneously maintaining the rural, "Northwoods" character of the town by avoiding and where applicable, opposing high-density uses, conditional uses, or development. Agriculture areas are intended to:
 - Maintain a viable agricultural base to support the agricultural processing and service industries.
 - Control public service costs in rural areas by avoiding the need to extend urban services to scattered, isolated residential areas
 - Protect agriculture soils to help preserve farms and farming based activities
 - Preserve and protect subsurface and groundwater resources
 - Preserve and protect the scenic beauty, rural character, and agricultural heritage of the town of Oakland.
- ♦ Desired Uses/Conditional Uses: All agricultural uses and production activities sized to compliment and reasonably consistent with the historical density of the farm. Specifically: livestock production, dairy, agriculturally-related residences, greenhouses, horse facilities, agriculture sales and service, agricultural storage, agricultural research and development, fish and wildlife management activities, timber harvest and milling, and aqua culture. Sand and gravel extraction and home-based businesses would be permitted in accordance with county regulations governing such activity. Agriculture Management Area may include a limited amount of low-density rural residential development, but the predominant land use should be agricultural in nature.

- ♦ Undesired Uses/Conditional Uses: high-density, high intensity uses, conditional uses, or development inconsistent with Comprehensive Plan's land use goals. Specifically:
 - Consolidated factory farm operations within 1,000' of shoreland districts (streams, rivers, or lakes) or, other factory-sized livestock operations inconsistent with the historical density of the farm or where soil conditions cannot support these activities.
 - New or expanded subdivisions with less than 20 acres per residence
 - New or expanded Manufactured Home Parks and Campgrounds adjacent to rural residential or shoreland residential parcels.
 - New or expanded Commercial development not in close proximity to the town's existing commercial area center located at the CTH U and STH 35 intersection. . (see future land use map for other areas)
 - New or expanded Private Roads not platted to applicable state geometric standard, per Wisconsin Statute 82.50

- ♦ Recommended Policies:
 - Ensure Oakland Land Use Planning Committee reviews all proposed land use and conditional use requests/applications for compliance with the Comprehensive Plan's vision and goals for Agriculture LUMAs. The Planning Committee will forward recommendations to the Town Board for review. The Town Board will communicate a final land use recommendation to the Burnett County Land Use and Information Committee.
 - Encourage desired uses and conditional uses in the Agriculture Land Use Management Area designed to enhance or preserve the area's rural character, and which may be easily served by county, town, and emergency services. Specifically, low-density, low-intensity rural-residential, shoreland residential, or compatible agricultural development plans or projects in Agricultural LUMAs should be formally reviewed and supported by the town's planning Committee.
 - Discourage undesired uses and conditional uses in the Agriculture Land Use Management Area that conflict with the Comprehensive Plan. Specifically, high-density, high-intensity commercial, residential, or shoreland residential; or, factory farm development plans or projects in Agricultural LUMAs .
 - When applicable, support county-wide rezoning projects that enhance, preserve, and protect the town's vision and goals for Agriculture LUMAs.
 - The preferred housing density should range from 1 unit per 20 acres to 1 unit per 40 acres (maximum density: 1 unit per 20 acres).
 - In areas identified by the town with the (A) future land use management areas, new non-farm residential development should be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses.
 - Promote clustering of homes and preservation of land for open space use within mapped agriculture areas.
 - Utilize maximum and minimum lot size provisions to ensure the lots created are large enough to accommodate development, yet small enough not to consume prime agricultural lands.

- ▶ Consider soil characteristics when siting new buildings to maintain as much of the prime soils in production as possible.

Forestry Residential and Recreation (FRR)

- ◆ Purpose: To maintain the character and viability of privately owned lands that are intended for resource management or residential recreation, while accommodating limited residential uses.
- ◆ Primary Goal: Maintain low density development to compliment and support many of the features and activities 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 Town to service.
- ◆ Desired Uses/Conditional Uses: Forestry, agricultural, (with some size limitations), outdoor, non-commercial recreation, and limited, rural residential development generally located along existing roadways, in clusters, and integrated with the natural landscape.
- ◆ Undesired Uses/Conditional Uses: high-density, high intensity uses, conditional uses, or development inconsistent with Comprehensive Plan's land use goals. Specifically:
 - ▶ Consolidated factory farm operations within 1,000' of shoreland districts (streams, rivers, or lakes) or, other factory-sized livestock operations inconsistent with the historical density of the FRR parcel; or, where soil conditions will not support these activities.
 - ▶ New or expanded subdivisions with less than 35 acres per residence.
 - ▶ New or expanded Manufactured Home Parks and Campgrounds adjacent to shoreland district, (streams, rivers, lakes)
 - ▶ New or expanded Commercial development not in close proximity to the town's existing commercial area center located at the CTH U and STH 35 intersection.
 - ▶ New or expanded Private Roads not platted to applicable state geometric standard, per Wisconsin Statute 82.50.
- ◆ Recommended Policies:
 - ▶ Ensure Oakland Land Use Planning Committee reviews all proposed land use and conditional use requests/applications for compliance with the Comprehensive Plan's vision and goals for FRR LUMAs. The Planning Committee will forward recommendations to the Town Board for review. The Town Board will communicate a final land use recommendation to the Burnett County Land Use and Information Committee.
 - ▶ Encourage desired uses and conditional uses in the FRR LUMAs designed to enhance or preserve the town's natural resources, especially wetlands, forest lands, and

surface waters; and/or, provides for the continuance of forest uses. Specifically, Forestry, agricultural, (with some size limitations), outdoor, non-commercial recreation, and limited, rural residential development plans or projects in FRR LUMAs.

- ▶ Discourage undesired uses and conditional uses in the FRR LUMAs that conflict with the Comprehensive Plan. Specifically, high density commercial or residential development and/or factory farm development.
- ▶ When applicable, support county-wide rezoning projects that enhance, preserve, and protect the town's vision and goals for FRR LUMAs.
- ▶ The preferred housing density should range from 1 unit per 35 acres to 1 unit per 80 acres (maximum density: 1 unit per 35 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.
- ◆ Desired Uses/Conditional Uses: Agricultural, with some size limitations. Limited, low-density residential development generally located along existing roadways, in clusters, and on larger lots than found in an urban area.
- ◆ Undesired Uses/Conditional Uses: All Commercial uses are discouraged except those of very low intensity such as golf courses or home-based business.
 - ▶ Consolidated factory farm operations within 1,000' of shoreland districts (streams, rivers, or lakes).
 - ▶ New or expanded subdivisions with less than 20 acres per residence
 - ▶ New or expanded Manufactured Home Parks or Campgrounds within 1,000' of shoreland districts (streams, rivers, lakes).

- ▶ New or expanded Commercial development not in close proximity to the town's existing commercial area center located at the CTH U and STH 35 intersection.
- ▶ New or expanded Private Roads not built to the applicable geometric standard, per Wisconsin Statute 82.50 Town Road Standards (1).

Shoreland Residential (SR)

- ♦ Purpose: To recognize the shorelands adjacent to lakes, rivers, and streams in Burnett County are historically vulnerable to over-development pressures. 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 applicable shoreland ordinances.
- ♦ Primary Goal: Protect this sensitive environmental area by promoting low density residential parcels. Establishing appropriate strategies to protect and preserve the Town of Oakland's natural resources - especially wetlands and surface waters - by directing non-SR development away from SR LUMAs. Appropriate strategies for managing future SR LUMA development will preserve and protect the water quality, scenic views and open space, while simultaneously maintaining the rural "Northwoods" character and minimizing recreational conflicts between user groups.
- ♦ Desired Uses and Conditional Uses: Low-density, residential uses that are compatible with the shoreland and their immediate surroundings. Limited commercial uses, (lodging, cabin resorts, and associated retail and services) may be compatible with immediate surroundings if located in areas of established commercial uses.
- ♦ Undesired Uses/Conditional Uses: All high-density, high intensity uses, conditional uses, or development. Specifically:
 - ▶ Consolidated factory farm operations within 1,000' of shoreland district (streams, rivers, or lakes).
 - ▶ New or expanded "2nd tier" or back-lot development within 1000' of the lakeshore district exceeding applicable shoreland requirements for density and lot size. For example: 2nd Tier or Back-lot developments providing a "key-hole" access point for multiple families or users exceeding the 150' lakeshore requirement for a single-family residence on a Class 1 lake is undesired.
 - ▶ New or expanded Manufactured Home Parks or Campgrounds within 1,000' of shoreland district (streams, rivers, lakes).
 - ▶ New or expanded Private Roads not built to the applicable geometric standard, per Wisconsin Statute 82.50 Town Road Standards (1).

- ♦ Recommended Policies:
 - Ensure Oakland Land Use Planning Committee reviews all proposed land use and conditional use requests/applications for compliance with the Comprehensive Plan's vision and goals for RR LUMAs. The Planning Committee will forward recommendations to the Town Board for review. The Town Board will communicate a final land use recommendation to the Burnett County Land Use and Information Committee.
 - Encourage desired uses and conditional uses in the SR LUMAs that will protect this sensitive area and maintain the rural, "Northwoods" character of the town, particularly by avoiding high-density uses or development. Specifically, Agricultural (with some size limitations) and low-density, shoreland residential development consistent with lakes and rivers classification and density requirements.
 - Discourage undesired uses and conditional uses in the SR LUMAs that conflict with the Comprehensive Plan. Specifically, high density commercial, seasonal, or residential development; or, factory farm development plans or projects.
 - When applicable, support county-wide rezoning projects that enhance, preserve, and protect the town's vision and goals for SR LUMAs.
 - Stay consistent with Lakes Classification strategy for lot size and density.

Rural Mixed Use/Hamlet (RMU)

- ♦ Purpose: To recognize the places of A&H, Alpha, Danbury, Falun, Hertel, and Oakland as small growth areas that have historically been crossroad communities that provide convenience and rural retail services to farm and lake recreation areas.
- ♦ Primary Goal: To maintain and allow the limited growth (except where urban services exist such as the sewer services area in Danbury) of these areas in a fashion that strengthens the existing identity and character of the Town of Oakland.
- ♦ Desired Uses/Conditional Uses: A mix of residential and commercial uses could be allowed at varying densities in accordance with the type of use. Specifically: Densities and lot sizes should be allowed to vary. The density, layout, and design of development shall be compatible with surrounding uses and character.
- ♦ Undesired Uses/Conditional Uses: where the density, layout, and design of development is incompatible with surrounding uses and character. Specifically:
 - Consolidated factory farm operations within 1,000' of RMU LUMA.
 - New or expanded Commercial development not in close proximity to the town's existing commercial area center located at the CTH U and STH 35 intersection.
 - New or expanded Private Roads not built to the applicable geometric standard, per Wisconsin Statute 82.50 Town Road Standards (1).
- ♦ Recommended Policies:

- ▶ Ensure Oakland Land Use Planning Committee reviews all proposed land use and conditional use requests/applications for compliance with the Comprehensive Plan's vision and goals for RR LUMAs. The Planning Committee will forward recommendations to the Town Board for review. The Town Board will communicate a final land use recommendation to the Burnett County Land Use and Information Committee.
- ▶ Encourage desired uses and conditional uses in the RMU LUMAs that will allow and maintain a variety of growth that strengthens the existing character and rural identity of the Town. Specifically: All projects or plans in RMU LUMAs should be formally reviewed; and, if compatible, be supported by the town's planning Committee.
- ▶ Discourage undesired uses and conditional uses in the RMU LUMAs that conflict with the Comprehensive Plan. Specifically, all projects or plans in RMU LUMAs should be formally reviewed; and, if incompatible, be opposed by the town's planning Committee.
- ▶ When applicable, support county-wide rezoning projects that enhance, preserve, and protect the town's vision and goals for RMU LUMAs.

Industrial (I)

- ♦ Purpose: To represent existing light and heavy industrial type land uses and anticipate limited future industrial areas.
- ♦ Primary Goal: To accommodate light industrial uses in areas that can support such activities; however, most industrial uses require sewer and water. These public services are readily available in the industrial areas within the incorporated villages of Grantsburg, Siren, and Webster
- ♦ Desired Uses/Conditional Uses: None. In most cases all Industrial uses should be guided to incorporated villages in order to preserve the rural and "Northwoods" character of the town.
- ♦ Undesired Uses/Conditional Uses: All. Without public sewer and water, most Industrial uses should be located within sanitary districts, or within adjacent cities and villages. Specifically: manufacturing and production facilities, resource extraction and processing, warehousing, feed mills, wholesale establishments, and salvage and junk yards, and other industrial type uses.
- ♦ Recommended Policies:
 - ▶ These districts, due to actual physical and operational characteristics, need to be carefully established to ensure compatibility with surrounding areas. Compatibility would be determined by the evaluating the surrounding area or the county as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance.
 - ▶ It should be a requirement that all proposed industrial or intensive commercial projects submit a detailed site plan showing the proposed location of the building,

parking, outdoor storage, loading, signage, landscaping, and lighting prior to development approval and future restoration plans, if applicable.

- ▶ New development should have associated design standards to adhere to high quality building design, generous landscaping, modest lighting, screened storage areas, and limited and attractive signage.
- ▶ Require all new commercial development be accessed by roads built to the applicable geometric standard, per Wisconsin Statute 82.50 Town Road Standards (1).

Government/Institutional/Transitional (GI)

- ◆ Purpose: To accommodate existing and future locations of government and institutional facilities.
- ◆ Primary Goal: To ensure that land is available for government and institutional uses in areas which best accommodate their use.
- ◆ Preferred Use: Public and private utility facilities as well as those uses which provide a service to the community, except parks. Land uses such as churches, cemeteries, post offices, libraries, nursing homes, assisted living facilities, water wells, water towers, wastewater treatment facilities, airports, hospitals, town/city/village halls, police and fire stations, museums, and schools are some examples.

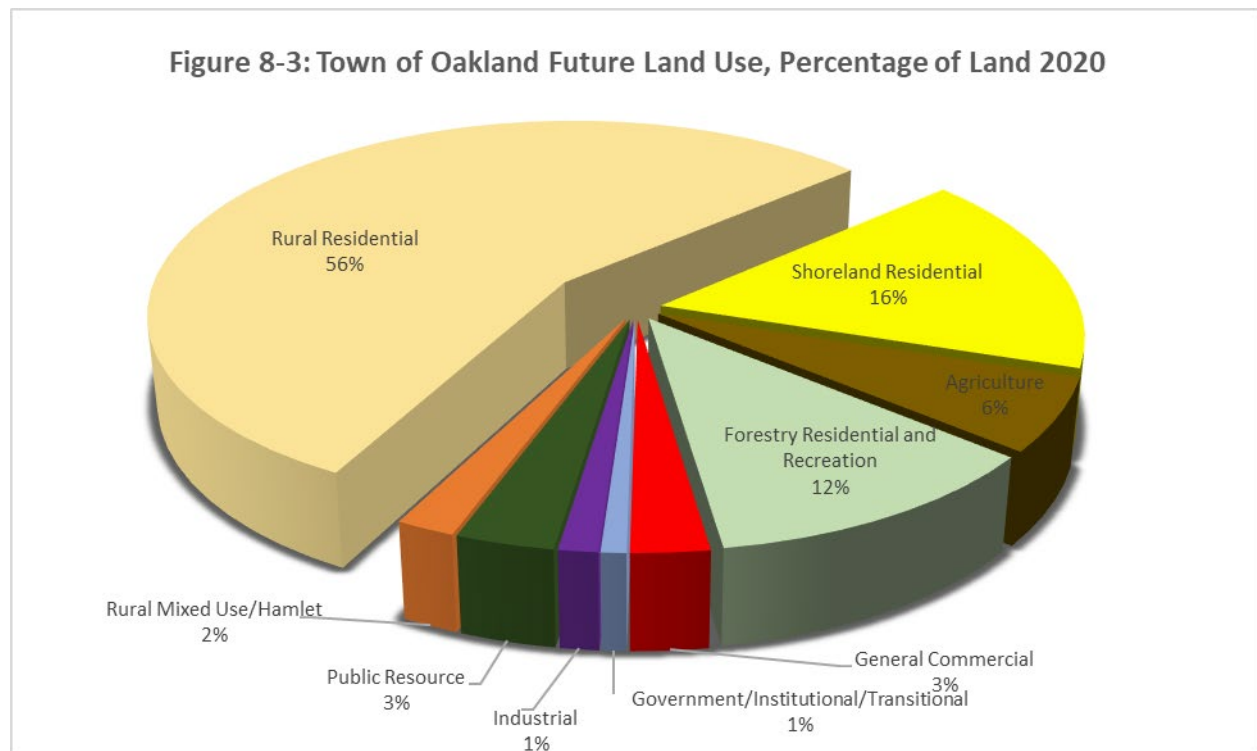
Public Resource (PR)

- ◆ 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 development 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 8-3 display the distribution of each Future Land Use Management Area as shown on the Future Land Use Map.

Table 8-5 Town of Oakland Future Land Use, 2020		
Land Use Management Area Classification	Acreage	Percent of Town Land
Agriculture	1,014.7	6.00%
Forestry Residential and Recreation	1,970.8	11.66%
General Commercial	438.2	2.59%
Government/Institutional/Transitional	141.1	0.83%
Industrial	220.1	1.30%
Public Resource	549.5	3.25%
Rural Mixed Use/Hamlet	329.5	1.95%
Shoreland Residential	9,442.5	55.87%

Source: Town of Oakland, NWRPC.



Source: Town of Oakland, NWRPC

8.9 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Oakland. 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.
- ♦ 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 Oakland Year 2040 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. In particular, infill opportunities are possible with respect to the RR, SR, RCM, and I Future Land Use Management Areas.

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: Utilize Town Planning Committee to review and ensure land uses or conditional uses comply with the town goals and objectives, as stated in the Comprehensive Plan.

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: Town Board should ensure land uses, conditional uses, and zoning issues are regularly reviewed and formally communicate Town preferences to the Burnett County Land Use and Information Committee.

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 Oakland'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 Future 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.

Chapter 9 Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Oakland'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: October 2020 – November, 2020
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).
Responsible Party: Town Board
Timing: : October 2020 – November, 2020

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 2020 census data will be available in 2021. 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: 2021/2022 (within one to two years)

Medium Term Actions

1. Task: Distribute an intergovernmental cooperation update (*Intergovernmental Cooperation* element).
Responsible Party: Town Board
Timing: 2023 to 2025 (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: 2023 to 2025 (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: 2025 (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 2020 - 2021
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 2020 - 2021

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: 2022 to 2024 (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: 2023-2025
2. Task: Consider development of a historic preservation ordinance (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission and Town Board
Timing: 2025 (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 Oakland 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 Oakland has not adopted its ordinances as a code of ordinances. The town administers the following ordinances:

- ♦ Plan Commission 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 Oakland'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 Oakland 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 county zoning ordinances for achievement of the town's vision for the future. A more effective zoning ordinance will be utilized to:

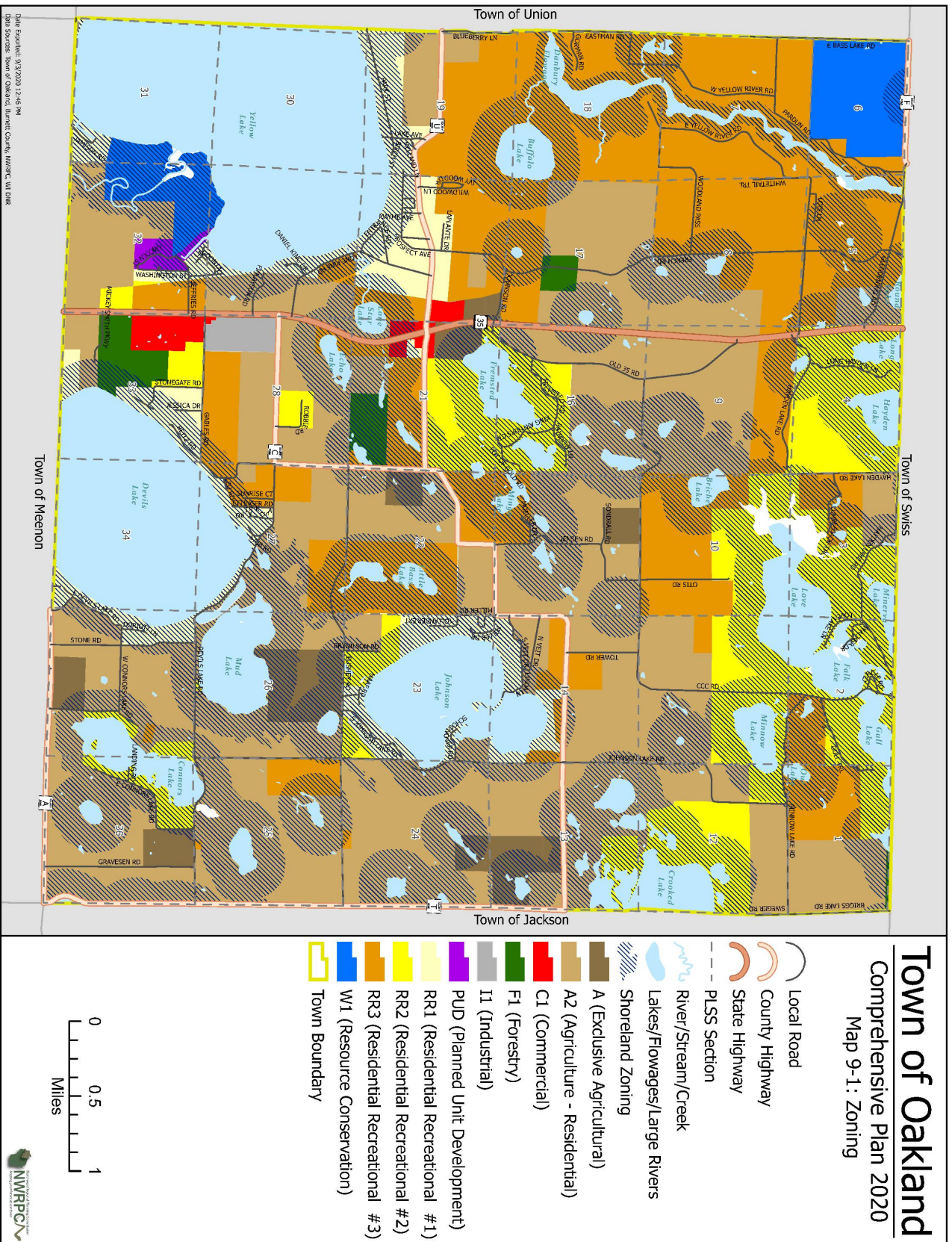
- ♦ Promote housing options
- ♦ Preserve agricultural lands and the right to farm
- ♦ Preserve natural resources and cultural resources including rural character
- ♦ Implement the town's site planning policies

- ♦ Better achieve the town's desired development pattern
- ♦ Better manage potentially conflicting land uses.
- ♦

Table 9-1: Town of Oakland Zoning, 2019		
Zoning Classification	Acreage	Percent of Total
A (Exclusive Agricultural District)	554.10	3.37%
A2 (Agriculture - Residential District)	7,239.33	44.00%
C1 (Commercial District)	139.15	0.85%
F1 (Forestry District)	222.97	1.36%
I1 (Industrial District)	72.43	0.44%
PUD (Planned Unit Development)	45.61	0.28%
RR1 (Residential Recreational District #1)	1,058.87	6.44%
RR2 (Residential Recreational District #2)	2,164.00	13.15%
RR3 (Residential Recreational District #3)	4,452.27	27.06%
W1 (Resource Conservation District)	506.06	3.08%
Water Features	4,588.06	22.80%
Total Zoned Acreage (land only)	16,454.80	78.20%
Total Town Acreage	21,042.87	100%
<i>Shoreland Zoning*</i>	<i>8,776.24</i>	<i>41.71%</i>

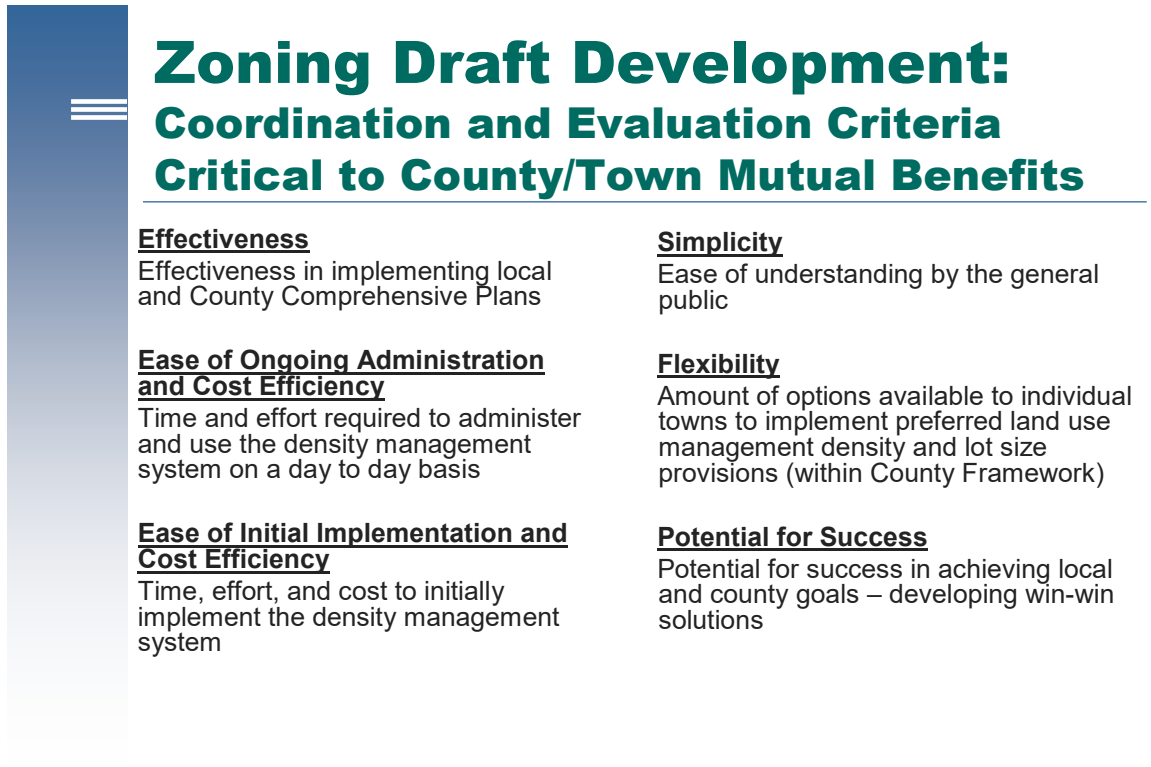
Source: Burnett County

*Shoreland Zoning overlaps w/ other zoning classifications and is not included in total acreage



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 9-1
County Zoning Coordination Evaluation Criteria



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

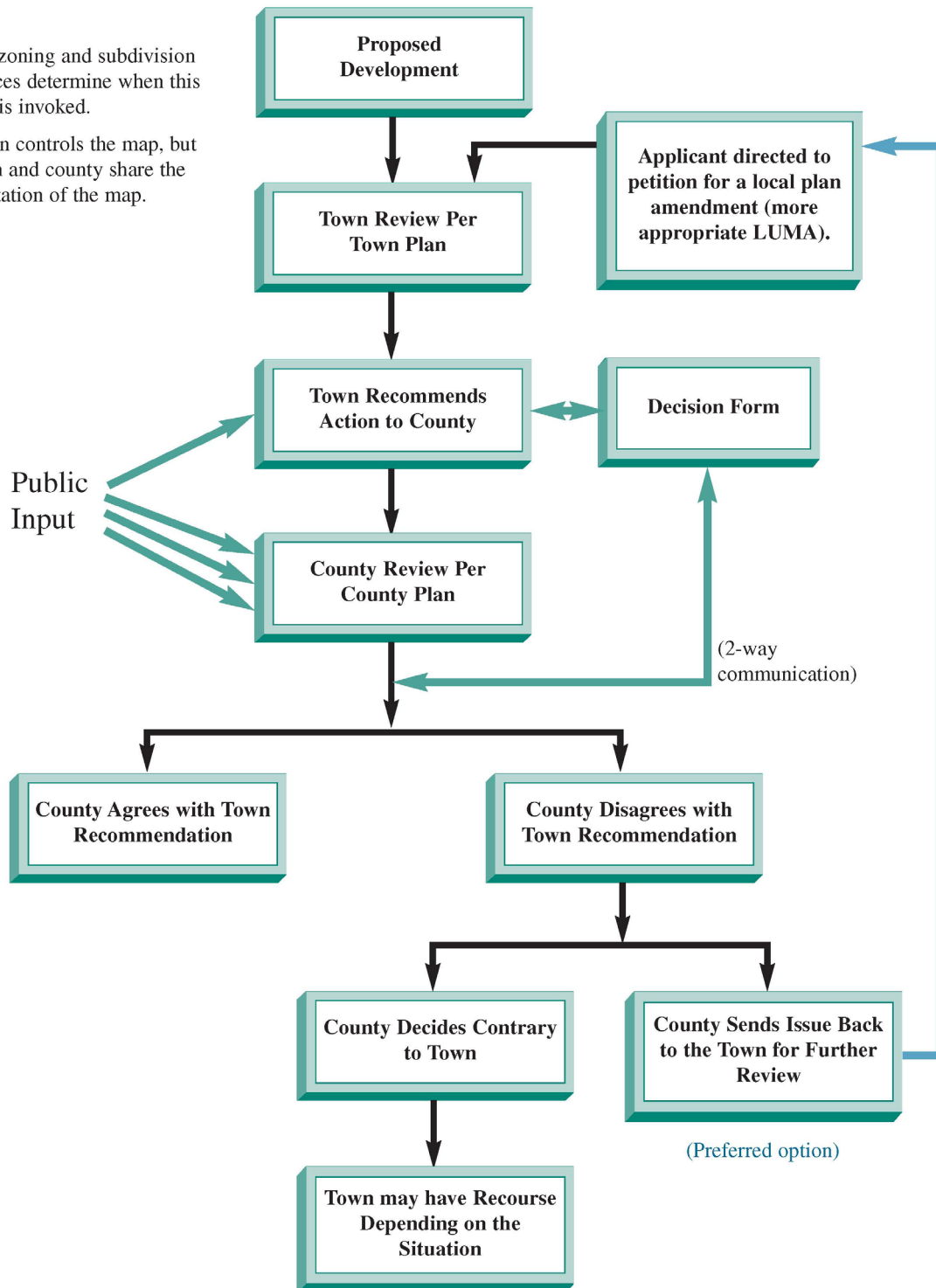
Land division ordinances will be another key tool that the Town of Oakland will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Burnett County to modify the County Subdivision Ordinance for achievement of the town's vision 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 9-2
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

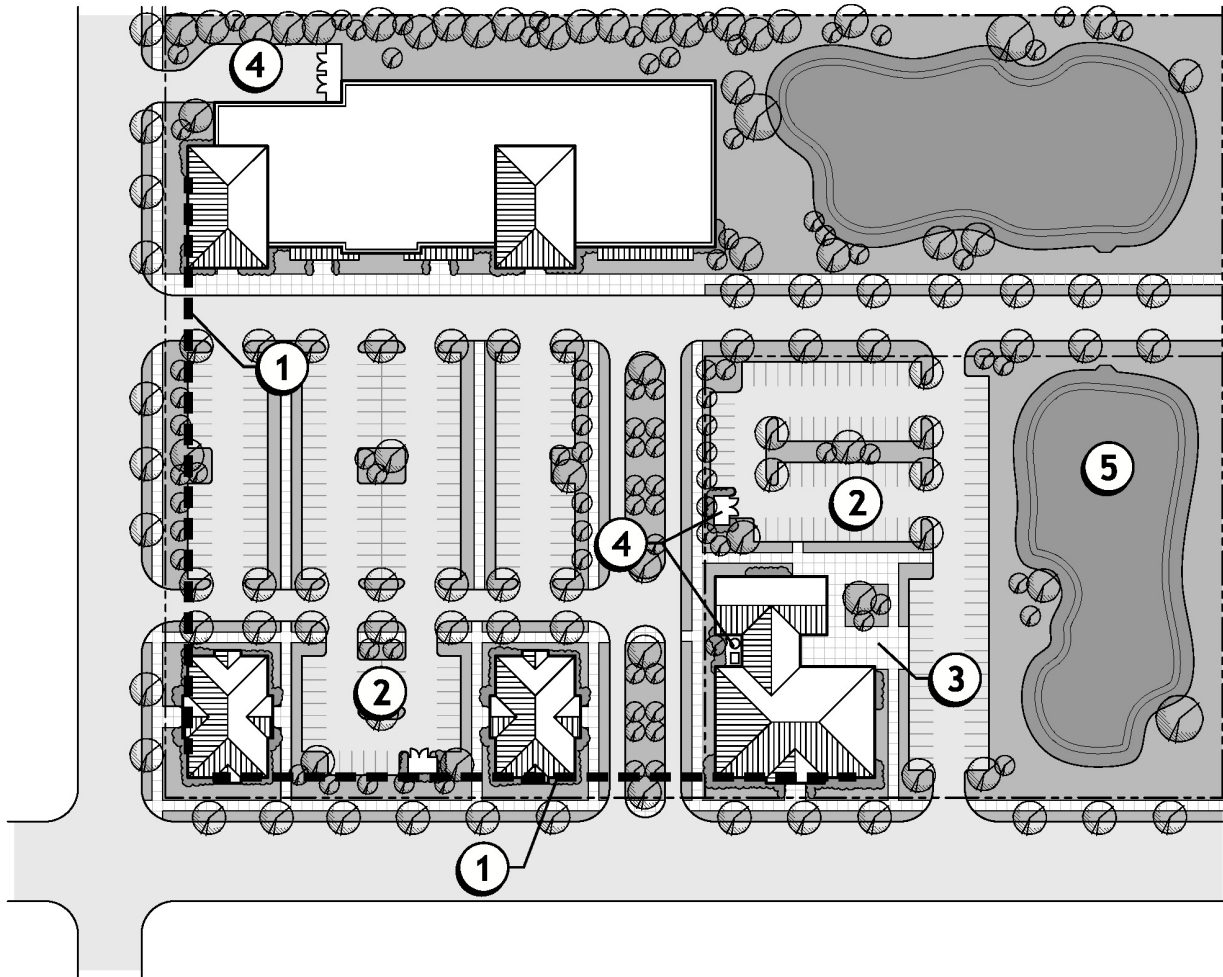
Site plan and design review standards are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances. Site design refers to the overall layout of the site and the relationship of major features such as buildings, 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 9-3
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 Oakland. 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 Oakland 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 Oakland 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 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 Oakland 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.

9.6 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: Ensure comprehensive plan goals, objectives, and recommendations are protected and secured with applicable ordinances or implementation tools

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 goals, objectives, and land use recommendations, as stated in the Oakland Comprehensive Plan.

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.
- E. Develop a detailed action plan that specifies tasks, responsible parties, approach, and timeline.

Goal 3: Annually review and measure land use goals desired versus achieved.

Goal 4: Develop processes to ensure current and future ordinances are compatible with Town vision statement and goals. Ordinances should ensure/provide meaningful, measurable, and enforceable parameters on key land use density and intensity issues, e.g., noise, air, and light pollution, erosion and run-off control, etc.)

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.

9.7 Implementation 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 Planning Commission 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. Every five years the Town will evaluate the availability of funds for updating the comprehensive plan. If adequate funds are not available then a strategy will be developed to ensure that sufficient funds are available for a comprehensive plan update.
- 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

Addendums

Purpose

This appendix is a placeholder for future minor Plan amendments. Minor Plan amendments can be incorporated into the Plan as addendums by inserting the revisions into this section. This eliminates the need to edit the digital version of the Plan and reprint large portions of the documents when updates and revisions are made. Major Plan amendments, however, should not be handled through an addendum. When a major amendment is made, all previous minor amendments (handled through addendum) should also be incorporated into the document at that time. Major Plan amendments include revisions that affect large (or multiple) portions of the plan or Future Land Use Map.

Purpose

Each addendum that is added to this Plan should include:

- Resolution and/or ordinance references
- Date of public hearing, committee action, and Board adoption
- Reference to the exact Plan section, table, figure, language or map location description being revised, replaced, eliminated, etc.
- The new language, data, or map information description.

Procedure

The revision process for adding an addendum follows the process for Plan amendments outlined in Section 9.4.