



Town of Meenon
Burnett County, Wisconsin
Est. 1865

Comprehensive Plan

2022-2042

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Town Board

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**TOWN OF MEENON
BURNETT COUNTY, WISCONSIN**

**PLANNING COMMITTEE
RESOLUTION 2022-01**

**RECOMMENDING ADOPTION OF THE
TOWN OF MEENON COMPREHENSIVE PLAN 2022-2042**

WHEREAS, §66.1001(4), Wisconsin Statutes, establish the required procedure for a local government to adopt a comprehensive plan, and §66.1001(2) identifies the required nine elements of a comprehensive plan; and

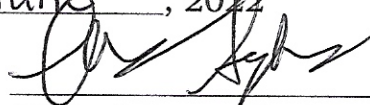
WHEREAS, the Town of Meenon Planning Committee has the authority to recommend that the Town Board adopt a “comprehensive plan” under §66.1001(4)(b); and

WHEREAS, the town has prepared the *Town of Meenon Comprehensive Plan 2022-2042*, containing all maps, approved comments and changes, and other descriptive materials, to be the comprehensive plan for the Town of Meenon under §66.1001, Wisconsin Statutes, and

NOW, THEREFORE, BE IT RESOLVED, that the Town of Meenon Planning Committee hereby recommends the adoption of the *Town of Meenon Comprehensive Plan 2022-2042* as the Town of Meenon’s comprehensive plan under §66.1001(4); and

BE IT FINALLY RESOLVED that the Town of Meenon Planning Committee hereby recommends that the Town Board adopt an ordinance, which will constitute its adoption of the *Town of Meenon Comprehensive Plan 2022-2042* as the town of Meenon’s comprehensive plan.

Approved this 15th day of June, 2022



Chris Sybers, Chair
Town of Meenon Planning Committee

**TOWN OF MEENON,
BURNETT COUNTY, WISCONSIN**

ORDINANCE 2022-01

**ORDINANCE TO ADOPT
THE TOWN OF MEENON COMPREHENSIVE PLAN UPDATE**

WHEREAS, Secs 62.23(2) and (3), Wis. Stats., authorize the Town of Meenon, Burnett County, Wisconsin to adopt or amend a comprehensive plan as defined in Section 66.1001(1)(a) and 66.2002(2), Wis. Stats.; and

WHEREAS, the Town Board of the Town of Meenon adopted written procedures designed to foster public participation in every stage of the preparation of its comprehensive update as required under Sec. 66.101(4)(a) of the Wisconsin Statutes; and

WHEREAS, the Town of Meenon Planning Committee, by a majority vote of the entire committee, recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled *Town of Meenon Comprehensive Plan 2022-2042*, containing all of the elements specified in Sec. 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Town has held at least one public hearing on this ordinance, in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes; and

NOW THEREFORE, the Town Board of the Town of Meenon, Burnett County, Wisconsin, does by enactment of this ordinance, formally adopt the document entitled *Town of Meenon Comprehensive Plan 2022-2042*, pursuant to Sec. 66.1001(4)(c) of the Wisconsin Statutes.

NOW THEREFORE, FURTHERMORE, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board as required by law.

Adopted this 22nd day of August, 2022.

APPROVED: Thomas O'Brien
Thomas, O'Brien, Chairman

ATTESTED: Suzanna Eytcheson
Suzanna Eytcheson, Clerk

1. Issues and Opportunities

1.1 Plan Summary

The Town of Meenon is an incorporated town located near the center of Burnett County. The town surrounds the Village of Webster and is bordered by the Towns of Oakland, Sand Lake, Siren, and Lincoln.

With a 2020 U.S. Census population of 1,212, and a low population density, the Town of Meenon 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 waters which include the Yellow River, Clam River, and several named lakes. Residential development is primarily clustered around the town's water resources, with a scattering of development along the existing road network. About 45% of homes in the Town of Meenon are seasonal, or occasional use residences. The population is expected to remain steady, with the Wisconsin Department of Administration projecting an increase of about 147 persons over the 20-year planning horizon. Future development is also projected to remain steady, with an increase of 5 new residences per year through the year 2040. 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 rural development regulation, and the pursuance of opportunities for economic development.

The *Town of Meenon Comprehensive Plan 2022-2042* sets the stage to successfully balance and achieve the desires expressed in this plan's goals, objectives, policies, and recommendations. This will be accomplished by creating an improved system in which development takes place. This will incorporate many innovative techniques such as the development of zoning regulations designed to address campground expansion, blight concerns, and broadband expansion. Vital 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 residents of the Town of Meenon enjoy today, while managing the long-term physical development in concert with the market forces and land use regulations that shape it. The best agricultural lands, natural resource rich areas, and areas that support outdoor recreation opportunities will be preserved as such for future generations but will still allow development at lower densities.

1.2 Town of Meenon 2042 Vision

The Town of Meenon Planning Committee developed a vision statement as a part of the comprehensive planning process. Based on the town's highest priority issues and opportunities, this vision will be a guide to understanding what the community would like to change, create, or preserve for the future.

Vision Statement

It is the desire of the Town of Meenon to promote and provide a place that brings a high quality of life to our growing population of residents and visitors alike through offering appropriate housing, education, and career opportunities that support a stable living environment while also protecting the unique qualities of our natural environment.

The Town of Meenon's vision for the future is further expressed in the goal statements for each of the comprehensive planning elements. These planning goals reflect community values and preferences for the next 20 years. Implementation of this comprehensive plan will result in the achievement of town goals by the year 2042. For further detail on these goals and objectives, refer to the respective element within this comprehensive plan.

Population and Housing Goals and Objectives

Goal 1: Provide 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: Focus on the enforcement of nuisance property and implementation of a junk ordinance to ensure that properties are maintained and valued throughout the community.

Objectives:

- A. Enforce zoning and nuisance abatement code requirements on blighted residential properties.

Goal 3: Support the maintenance and rehabilitation of the town's existing housing stock.

Objectives:

- A. Work with the county to help aid 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.

Goal 4: 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 and town.
- B. Direct residential development to planned growth areas.

Goal 5: Exercise the town's legal authority to regulate campgrounds and camping resorts.

Objective:

- A. Develop a user-fee based system that captures campground usage to support the county and the Town of Meenon's revenue base.

Goal 6: 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 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.

Transportation Goals and Objectives

Goal 1: Educate the residents on how to safely utilize infrastructure in the area (i.e., roundabouts) and the need for the reduction of motor vehicle speed activity in the community.

Objectives:

- A. Leverage the Wisconsin Department of Transportation and/or other state and federal educational resources to inform residents/locals on how to use the roadway system in a safe manner (i.e., the use of roundabouts).
- B. Protect historic, scenic, scientific, and cultural sites when constructing new or improving existing transportation facilities.
- C. Minimize the disruption of environmentally sensitive areas when constructing new or improving existing transportation facilities.
- D. 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.
- E. Manage right-of-way vegetation to protect wildlife, appropriate use of herbicides, reduce maintenance costs, and improve safety.
- F. Locate transportation facilities to minimize exposure of people to harmful or annoying air, water, or noise pollution levels.
- G. Reduce crashes by improving deficient roads and infrastructure.
- H. Establish and maintain a traffic safety culture through developing and/or improving partnerships between the five E's – enforcement, engineering, emergency, education, and everyone.
- I. Implement and maintain driveway location and design standards to enhance safe transportation accessibility that will provide adequate emergency vehicle access while reducing damage to roadways and ditches.
- J. Require developers to bear the costs for the improvement or construction of roads needed to serve new development including future paving.
- K. Guide new growth to existing road systems so that new development does not financially burden the town or make inefficient use of tax dollars.
- L. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing town and local road maintenance.

Goal 2: Providing a safe and efficient transportation system that the community recognizes as an essential backbone to the community.

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. Provide accommodations for future pedestrian facilities to support all people's needs, especially 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: Address transportation and traffic safety issues through investing in the enhancement of law enforcement resourcing and strengthening partnerships with the county and state Department of Transportation on addressing unsafe driver behavior.

Objective:

- A. Participate and/or assist in the development of a comprehensive traffic safety program challenging behaviors that compromise safety on the town’s community.

Goal 4: Continue promoting cooperation and coordination between state, county, villages, and towns in developing a safe transportation system, especially in highlighting the importance of pedestrian safety in the Town of Meenon and to support other adjacent communities pedestrian safety needs.

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. Maintain and upgrade air transportation facilities in accordance with the airport facility plan where appropriate.
- F. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- G. Direct truck traffic to appropriate routes and plan cooperatively with neighboring communities.

Goal 5: “We are north of the last traffic light” holds a unique and meaningful transportation character for the community and the area. It is important to maintain infrastructure investments that mimic simplistic character without compromising the need for implementing traffic safety countermeasures.

Utilities and Community Facilities Goals and Objectives

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

Objectives:

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

- G. Encourage increased coordination between community facilities and utilities planning and planning for other elements such as land use, transportation, natural resources, and cultural resources.

Goal 2: 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 3: Invest in new or appropriate relocation of public sector facilities efforts to better support the community's needs, such as a new Town Hall facility.

Goal 4: Promote accessible libraries, historical sites, and schools/education.

Objectives:

- A. Coordinate efforts with local school districts to plan for anticipated future growth and demographic changes in order to 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.

Goal 5: Support reliable, cost-efficient, and well-planned utilities to adequately serve existing and planned development, such as electricity, broadband (i.e., internet speed/reliability), and solid cellular phone services and technologies that can appeal to future business relocation and maintain current businesses and residents in the area.

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 6: Sustain and maintain a sufficient level of police, fire, and emergency services to be able to meet the demand of transportation and infrastructure needs within existing and planned future development.

Objectives:

- A. Support requests for the development of properly located and operated health care and childcare facilities.
- B. Support school districts and community organizations in their sponsorship of childcare 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 7: Invest and/or provide support in local food markets and restaurants and various medical service facilities.

Goal 8: Implement user fees to sustain and maintain the quality and accessibility of parks, recreational, and/or any public facilities.

Objectives:

- A. Monitor park and recreational facilities and identify needed improvements.
- 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 9: 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 10: 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 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 11: 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.

Agricultural, Natural, and Cultural Resources Goals and Objectives

Agricultural Resources

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

Objectives:

- A. Help protect agricultural resources through local and state measures the town’s productive lands from accelerated erosion and unwise development.
- B. Protect productive farmland from division 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, commercial, and agricultural development rights with development that complies with Comprehensive Plan goals.

Objective:

- A. Utilize the Town Board's expertise and adopt a strict/high threshold approval process to ensure land uses, regardless of big or small properties, do not adversely impact the health, general welfare, safety, and economic prosperity of nearby landowners, lands, or waters.
- B. Identify lands where the primary intent is to preserve productive farmland and to allow for farming expansion.
- C. Identify lands where the primary intent is to allow for rural residential development.
- D. Encourage adequate buffers between agricultural uses and residential neighborhoods to minimize potential conflicts.
- E. 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: Preserve the natural and scenic qualities farmland, lakes, and shorelines in the town.

Objectives:

- A. Support the protection of lakes and rivers and control of aquatic invasive species.
- B. Balance the needs for environmental protection and responsible stewardship with reasonable use of private property and economic development.
- C. Carefully manage future development and land divisions on lakes that are developed or partially developed to prevent overcrowding that would diminish the value of the resource and existing shoreland property; minimize nutrient loading; protect water quality; preserve spawning grounds, fish and wildlife habitats, and natural shore cover.

Goal 4: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives:

- A. Conserve large contiguous wooded tracts to reduce forest division, maximize woodland interiors, and reduce the edge/area ratio.
- B. Consider the use of conservation land division design, which reduces further forest division.
- 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 5: Mitigate adverse impacts of development on natural resources and community character.

Objective:

- A. Ensure all development projects include substantive buffers to mitigate the adverse impacts inherent to high-density, high-intensity land uses like gravel pits, campgrounds, storage facilities create (i.e., treescape). 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 6: 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, amenities and services, 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 7: 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.

Economic Development Goals and Objectives

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, such as more restaurant and amenity options.

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 through a letter of support to all 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 to compete and complement the region.

Goal 3: Grow the tax base in the Town of Meenon.

Objective:

- A. Incorporate strategies and identify “missed opportunities” outlined in the Burnett County Residents’ Survey Report to encourage and support introducing and maintaining local economic development activities and initiatives and remote/long distance employment.

Goal 4: Direct commercial activities to existing public facilities and transportation corridors that are cost-effective and environmentally compatible with the rural character of the town.

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 potentially served with utilities, and free of major environmental constraints.
- C. Encourage infrastructure development and services necessary to serve new development.
- D. Limit commercial development to exist only within one quarter of a mile along any state highway corridors.

Goal 5: Support economic development in the town and region that comply with the vision statement and land use goals of the Town of Meenon.

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 Regional Planning Commission, and/or any other business development organization.
- 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 6: Identify and develop opportunities to better tie together the job and housing demands due to population increase in the community while balancing affordable housing options.

Goal 7: Develop partnerships with adjacent communities which impact our community within the Town of Meenon, such as industrial and commercial industries, and being sensitive towards development that takes place in the Town of Meenon to ensure sound development practices.

Goal 8: Support quality utility, communication, infrastructure, and transportation systems that promote, encourage, and expand economic development opportunities for full-time, part-time residents, and tourists.

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 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.

Intergovernmental Cooperation Goals and Objectives

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

Goal 2: Align the Town of Meenon Comprehensive Plan with the Burnett County Comprehensive Plan in a relevant and appropriate manner that will promote and strengthen intergovernmental cooperation, partnerships, and collaboration.

Goal 3: As required, ensure the Town Planning Committee reviews proposed land uses, conditional uses, or zoning for compliance with the town’s land use goals and objectives.

Goal 4: Develop a user-fee based system that captures campground usage to support the county and the Town of Meenon’s revenue base.

Goal 5: Align local resources to the Economic Development Study to strengthen economic development activities and initiatives within the town and in adjacent towns.

Goal 6: Support county-wide economic and development opportunities through hiring a grant writer who will focus these efforts on how to identify business partnerships among the Town of Meenon and other towns and Burnett County.

Goal 7: 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 and Objectives

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.
- 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: Maintain and enforce signage ordinances to appropriately enhance the environment.

Goal 3: 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 real-property new development, not including any present or future roadway infrastructure, 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 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, which 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 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.

Goal 4: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources.

Objective:

- A. Implementing necessary ordinances to preserve and protect farmland from undesired land uses, conditional uses, or zoning.

Goal 5: Balance the protection of farmland, commercial, and agricultural development rights with development that complies with Comprehensive Plan goals.

Objective:

- A. Utilize the Town Board's expertise and adopt a strict/high threshold approval process to ensure land uses, regardless of big or small properties, do not adversely impact the health, general welfare, safety, and economic prosperity of nearby landowners, lands, or waters.

Goal 6: Continue to embrace the vacationland atmosphere through balancing natural resources while meeting the competing demands of the influx of population.

Implementation Goals and Objectives

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 Town of Meenon Comprehensive Plan.

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

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

1.3 Comprehensive Plan Development Process & Public Participation

The Wisconsin Comprehensive Planning legislation (Ch. 66.1001) requires public participation throughout the comprehensive planning process. It specifies that the local governing body must adopt written procedures to foster public participation during every stage of the preparation of a comprehensive plan, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation also 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 Meenon has adopted a *Public Participation Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes.

The process for adopting the *Town of Meenon Comprehensive Plan 2022-2042* public participation activities included Plan Committee action, Town Board action, a public hearing, and the distribution of recommended and final plan documents.

Public Meetings

The Town of Meenon used Plan Committee meetings, which also served as public informational meetings as part of the planning process.

In the first meeting, held July 14th, 2021, the Town of Meenon Planning Committee Members and community representatives reviewed a base set of issues and opportunities identified by the Town of Meenon Planning Committee Members. These issues and opportunities were then revised by the participants to reflect the Town's unique conditions.

The August 18, 2021, and September 22, 2021, meetings were dedicated for the community to identify goals and objectives to support each element of the plan. The issues and opportunities discussion was also a part of these meetings as well as the discussion naturally evolved around

ensuring that these meetings appropriately captured what the community felt was important to include.

October 20, 2021, was welcomed by a land use discussion, looking at what policies that the community believed would be necessary and appropriate for supporting the goals and objectives for the community.

February 23, 2022, the community met once more to identify and discuss the policies and recommendations they believed would support the execution of the plan's land use desires, and the community's goals and objectives.

Plan Committee and Town Board Action

On June 15, 2022, the Town of Meenon Plan Committee discussed the draft comprehensive plan and passed resolution number 2022-01 recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Meenon Town Board discussed and adopted the comprehensive plan by passing ordinance number 2022-01 on August 22, 2022.

Public Hearing

On August 22, 2022, a public hearing was held on the recommended *Town of Meenon Comprehensive Plan 2022-2042* at the Town Hall. The hearing was preceded by a Class 1 notice and public comments were accepted for 30 days prior to the hearing. Verbal and written comments were taken into consideration by the Town Board before taking action to adopt the plan.

Distribution of Plan Documents

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, Village of Webster, Burnett County, and the Wisconsin Department of Administration in accordance with the *Public Participation Plan*.

1.4 Town of Meenon 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: Issues and Opportunities

Issues & Opportunities Identified by the Town of Meenon
Maintain Burnett County’s Northwoods Character/Quality of Life
The Town of Meenon’s rural and northwoods character is currently being threatened by high-density campground development. The general character of the town can be adversely affected by such development and other land use conflicts. New township development should be done in a responsible manner that preserves the current northwoods character. 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 strategies need to be developed to protect that definition.
Demographic Shifts and Its Impacts
Impacts of the general out-migration of young adults moving away from the area to gain employment (loss of skilled and educated workforce, loss of tax revenue, etc.), and the in-migration of retirement-age adults moving to and staying in the area (increased need for services to support an aging population).
Housing Issues
There is a shortage of available and affordable housing within the Town of Meenon. There are particular needs for overall more moderately priced housing opportunities as well as additional senior housing options within the community.
Waterfront Issues
Demand for waterfront property and access has caused increased development pressures on waterbodies in the Town of Meenon. Many lakes and rivers are threatened by overcrowding and the problems associated with overuse. These include public recreation conflicts, surface water use conflicts, surface water quality impacts, sensitive riparian and littoral habitat impacts, and increased potential for the introduction and spread of aquatic invasive species.
Infrastructure and Transportation Network Issues
Investing in the Town of Meenon’s transportation network (local roads and trails) is paramount. The support of all users is needed to sustain the town’s transportation network and the services it provides. Examples include Impact or Site Fees (campgrounds/similar groups), User Fees (boat launch, parks, etc.), License Fees (RV parks, mobile home parks, etc.). The increase in recreational vehicle use (ATVs/UTVs/snowmobiles) within the town, also increases issues regarding speed, noise, littering, road right-of-way violations, damage to property, and other safety and environmental concerns.
Technology Issues
Internet technologies (fiber, cable, DSL, fixed wireless, cellular, satellite) currently available in the Town of Meenon are not fully meeting the needs of all residences and businesses. There is need for improvement in service availability, reliability, speed of service, and pricing.
Communication Improvements
There is need to continually strengthen and improve overall communications between the Town of Meenon and surrounding jurisdictions (St. Croix Tribe, Burnett County, neighboring towns, etc.).

Services and How to Pay for Them

The need for services within the Town of Meenon is increasing while simultaneously, the traditional mechanisms which support those services are being cut. Strategies are needed to increase efficiencies through cooperation with other units of governments and consolidation of services. Strategies are also needed to determine which services to grow or invest in. Simultaneously, strategies are needed to tap into Burnett 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 launches, parks, etc.), License Fees (RV parks, mobile home parks, etc.), Room Tax (vacation rentals, resorts, cabins, etc.).

Economic Development that is Appropriate

The rural character and low population concentration of the Town of Meenon plays an important economic role by supporting tourism, outdoor recreation, agriculture, forestry, waterfront development, and small business.

Agriculture Issues

It is important to continue to protect the rural, farm, and forest character of the town. This includes maintaining the viability of the Town of Meenon's small family farms. The town does not have the infrastructure support for large livestock facilities i.e., Concentrated Animal Feeding Operations (CAFOs). A large livestock facility located within the town could have devastating impacts, including changes in land use, decreased property values, increased damage to local roads, changes in air quality, and changes in groundwater and surface water quality.

Campground Development Issues

Over the past several years there has been a proliferation of campground development and expansion, with over 1,000 new RV sites proposed and/or approved in Burnett County in less than 24 months. Although "camping" has historically and is currently defined as "temporary overnight lodging," most "camping" is now in large, well-insulated RV trailers maintained by long-term, seasonal residents who enjoy the modern amenities of running water, septic, electricity, heat, and air conditioning for 6-8 months year. As the number of seasonal residents rises, there is also an increase in the stress and strain on the Town of Meenon's infrastructure. "Campers" enjoy the town's resources but pay no fee, tax, or monies to sustain or maintain town roads, public schools, refuse and recycling, police, fire, emergency responders, etc. These taxes are avoided by RV park residents because these fees are primarily paid by the town's homeowners, cabin owners, and landowners. The tax revenue imbalance between tax-paying "Payer Groups" and non-tax paying "User Groups" is rapidly growing and needs to be addressed. The town does not have the infrastructure support for the continued development and expansion of high-density campgrounds and RV parks. Continued development and expansion will lead to potential negative impacts to local residences, roads, services (utilities, garbage & recycling, police, fire, ambulance, etc.), waters, and wetlands.

ATV/UTV Use Issues

The current ATV/UTV ordinance affords town residents and landowners the privilege of access to town roads with said vehicles. However, in light of recent high intensity campground development a review of the ordinance will likely be necessary due to the associated influx of additional usage. Instances of ATV/UTV nuisance and trespass complaints as well as other possible issues are likely to rise. While this has been a controversial subject it should be explored whether the ordinance can still benefit existing landowners for which the ordinance was originally implemented. If allowed within applicable State and Federal regulations, possible modifications to consider while reviewing the ordinance could be limiting usage to Burnett County landowners and permanent residents only, restricting access to specific roads, implementing user fees and/or permits to operate landowner ATVs/UTVs within the town. Again, any such modifications of the ordinance should be vetted for consistency with applicable state county and federal laws and regulations prior to implementation.

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 of Meenon 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.

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 (‘sustainable’ defined as continuing as a viable unit of government focused on demographic, natural resource, economic, and fiscal sustainability).
- IO 4. Innovative planning or related land use initiatives or ideas will be given full consideration while in town development review.

2. Population and Housing

Introduction

Population and housing are two key indicators that will help the Town of Meenon 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.

The Town of Meenon'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 its 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 the Town of Meenon 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 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.

2.1 Population Characteristics Summary

A significant amount of information, particularly regarding population, housing, and economic development, was obtained from the U.S. Census Bureau. There are two methodologies for data collection employed by the U.S. Census Bureau, one is the Decennial Census and the second is the American Community Survey. The Decennial Census is conducted every ten years by the U.S. Census Bureau and provides an official count of the population as well as information on age, sex, race, and owner/renter status. The American Community Survey is an annual nationwide survey conducted by the U.S. Census Bureau which provides estimates of demographic, housing, social, and economic characteristics over a specific time period. The survey then pools the data to produce 1-year and 5-year estimates. Data for each release of the 5-year estimates are collected over a 5-year period ending December 31 of the reference year (e.g., data in the American Community Survey 5-Year Estimates 2015-2019 were collected January 1, 2015-December 31, 2019). The statistics reported represent the characteristics of the population for the entire period vs. a specific year within that period. Although the 5-year

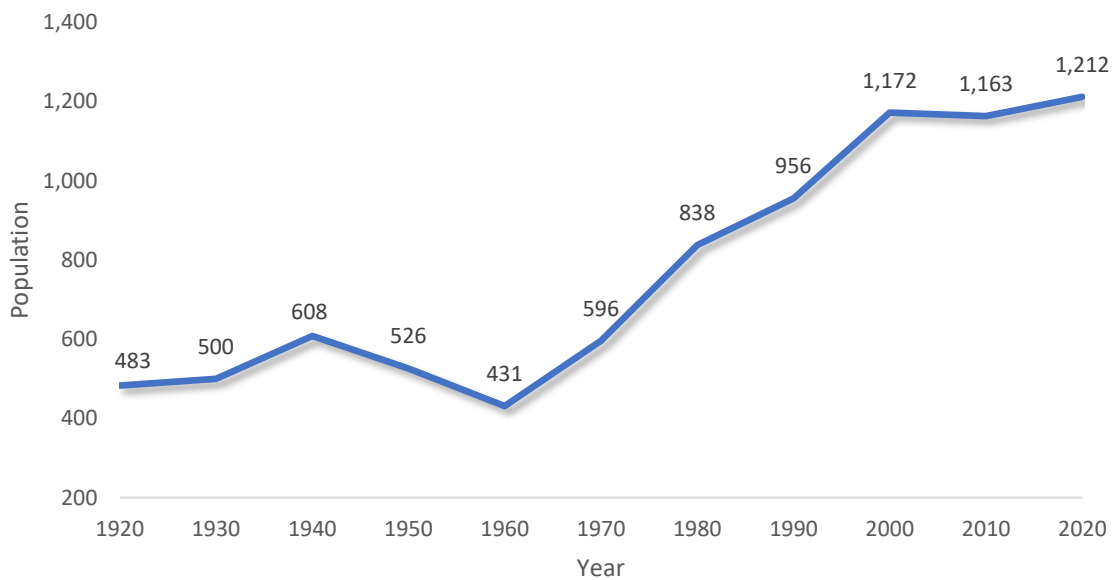
estimates are the least current, they are the most comprehensive, reliable, and precise estimates that are available.

Population Counts

Population counts provide information for examining historic change and for anticipating future community trends. Figure 2-1 displays the Town of Meenon population counts between 1920 and 2020 according to the U.S. Census Bureau.

As displayed in Figure 2-1, the Town of Meenon population increased from 483 in 1920 to 1,212 in 2020. This is more than a 150% population increase in the 100 years between 1920 and 2020. The town experienced population fluctuations between 1920 and 1970 before experiencing a period of rapid growth through 2000. Since 2000, the population has fluctuated, but remained relatively stable.

Figure 2-1: Town of Meenon Population 1920-2020



Source: U.S. Census Bureau

Table 2-1 displays the population trends of Burnett County, its municipalities, and the State of Wisconsin from 1990 to 2020. From 1990 to 2020, the Town of Meenon has experienced an overall population increase of 21.1%.

Table 2-1: Population and Percent Change 1990-2020

Municipality	1990	2000	2010	2020	% Δ 1990- 2000	% Δ 2000- 2010	% Δ 2010- 2020	% Δ 1990- 2020
T. Anderson	324	372	398	408	12.9%	6.5%	2.5%	20.6%
T. Blaine	172	224	197	206	23.2%	-13.7%	4.4%	16.5%
T. Daniels	602	665	649	676	9.5%	-2.5%	4.0%	10.9%
T. Dewey	482	565	516	545	14.7%	-9.5%	5.3%	11.6%
T. Grantsburg	860	967	1,136	1,174	11.1%	14.9%	3.2%	26.7%
T. Jackson	457	765	773	935	40.3%	1.0%	17.3%	51.1%
T. La Follette	416	511	536	559	18.6%	4.7%	4.1%	25.6%
T. Lincoln	228	286	309	367	20.3%	7.4%	15.8%	37.9%
T. Meenon	956	1,172	1,163	1,212	18.4%	-0.8%	4.0%	21.1%
T. Oakland	480	778	827	980	38.3%	5.9%	15.6%	51.0%
T. Roosevelt	175	197	199	197	11.2%	1.0%	-1.0%	11.2%
T. Rusk	396	420	409	470	5.7%	-2.7%	13.0%	15.7%
T. Sand Lake	439	556	531	576	21.0%	-4.7%	7.8%	23.8%
T. Scott	419	590	494	583	29.0%	-19.4%	15.3%	28.1%
T. Siren	910	873	936	1,004	-4.2%	6.7%	6.8%	9.4%
T. Swiss	645	815	790	807	20.9%	-3.2%	2.1%	20.1%
T. Trade Lake	831	871	823	904	4.6%	-5.8%	9.0%	8.1%
T. Union	221	351	340	345	37.0%	-3.2%	1.4%	35.9%
T. Webb Lake	200	381	311	432	47.5%	-22.5%	28.0%	53.7%
T. West Marshland	293	331	367	400	11.5%	9.8%	8.3%	26.8%
T. Wood river	948	974	953	898	2.7%	-2.2%	-6.1%	-5.6%
V. Grantsburg	1144	1,369	1,341	1,330	16.4%	-2.1%	-0.8%	14.0%
V. Siren	863	988	806	824	12.7%	-22.6%	2.2%	-4.7%
V. Webster	623	653	653	694	4.6%	0.0%	5.9%	10.2%
Burnett County	13,084	15,674	15,457	16,526	16.5%	-1.4%	6.5%	20.8%
State of Wisconsin	4,891,769	5,363,675	5,686,986	5,893,718	8.8%	5.7%	3.5%	17.0%

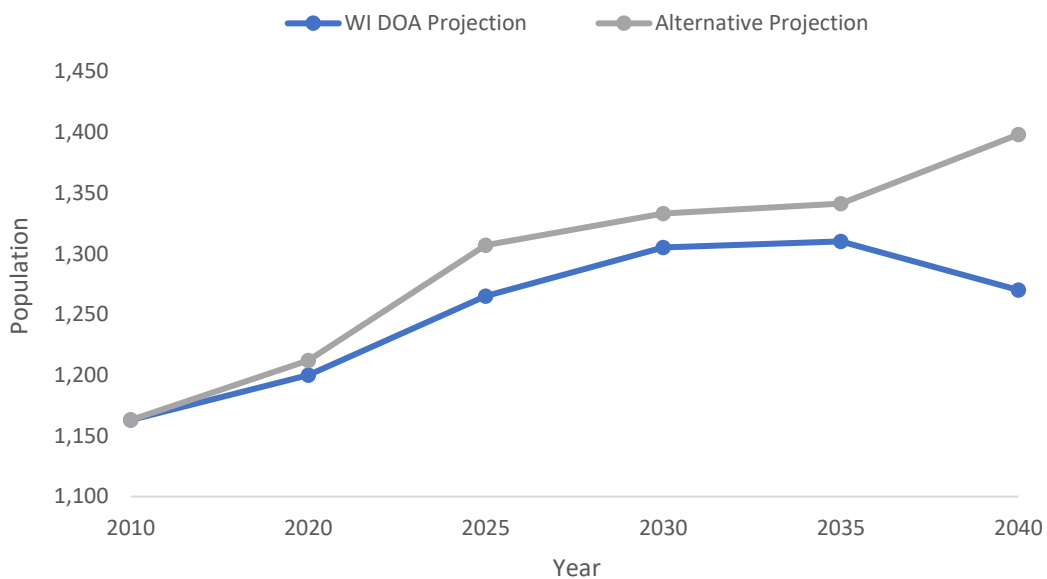
Source: U.S. Census Bureau

Population Projections

Population projections 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 generally considered most accurate during periods of relative socioeconomic and cultural stability. Projections should be considered as one of the many tools to provide a more thorough understanding of the future needs in the Town of Meenon.

Two sources have been utilized to provide population projections. The Wisconsin Department of Administration projection is the official state projection through 2040. The alternative projection is based on historical U.S. Census population counts between 1990 and 2020. Figure 2-2 displays the population projections created for the Town of Meenon.

Figure 2-2: Town of Meenon Comparative Population Projections



Source: Wisconsin Department of Administration, Northwest Regional Planning Alternative Projections

The two available projections vary and forecast a range of population growth from 107 to 235 additional persons between 2010 and 2040. The actual growth scenario is likely to be somewhere 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 Meenon that attract people to the area will continue to make this a growing part of Burnett County.

2.2 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 Meenon between 1990 and 2010.

Table 2-2: Town of Meenon Housing Supply, Occupancy, and Tenure 1990-2010

	1990	2000	2010	Δ 2000-2010	% Δ 2000-2010	Δ 1990-2010	% Δ 1990-2010
Total Housing Units	749	836	979	+143	+17.1%	+230	+30.7%
Occupied Housing Units	375	483	487	+4	+0.8%	+112	+29.9%
Owner-Occupied Units	326	435	403	-32	-7.4%	+77	+23.6%
Renter Occupied Units	49	48	84	+36	+75.0%	+35	+71.4%
Vacant Housing Units	374	353	492	+139	+39.4%	+118	+31.6%
Seasonal Housing Units	337	331	447	+116	+35.0%	+110	+32.6%

Source: U.S. Census Bureau

Table 2-3: Burnett County Housing Supply, Occupancy, and Tenure 1990-2010

	1990	2000	2010	Δ 2000-2010	% Δ 2000-2010	Δ 1990-2010	% Δ 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

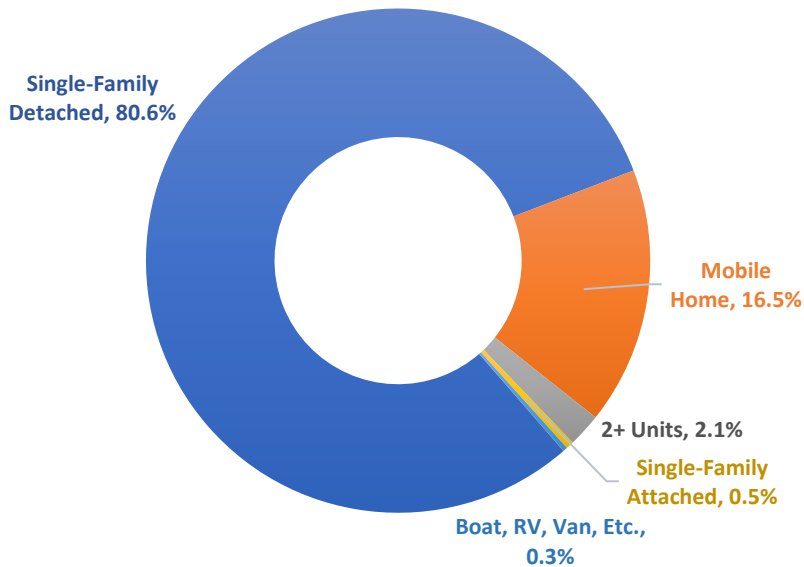
The housing supply in the Town of Meenon consists of a variety of housing types in terms of occupancy and tenure. Considering the total number of housing units in the town at that time, there was a large construction boom between 1990 and 2000 (nearly 100 new units) and increased the following decade by over 140 units.

Between 2000 and 2010, the town experienced trends that differ from those of the county. Both owner-occupied and seasonal units grew at a slower rate in the town than in the county. Although, when considering the rate of change between these two unit-types, the presence of seasonal unit percent change as a rate in relation to the county is a reflection to the importance of tourism in the town.

Housing Units in Structure

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

Figure 2-3: Town of Meenon Units In Structure



Source: American Community Survey 5-Year Estimates 2015-2019

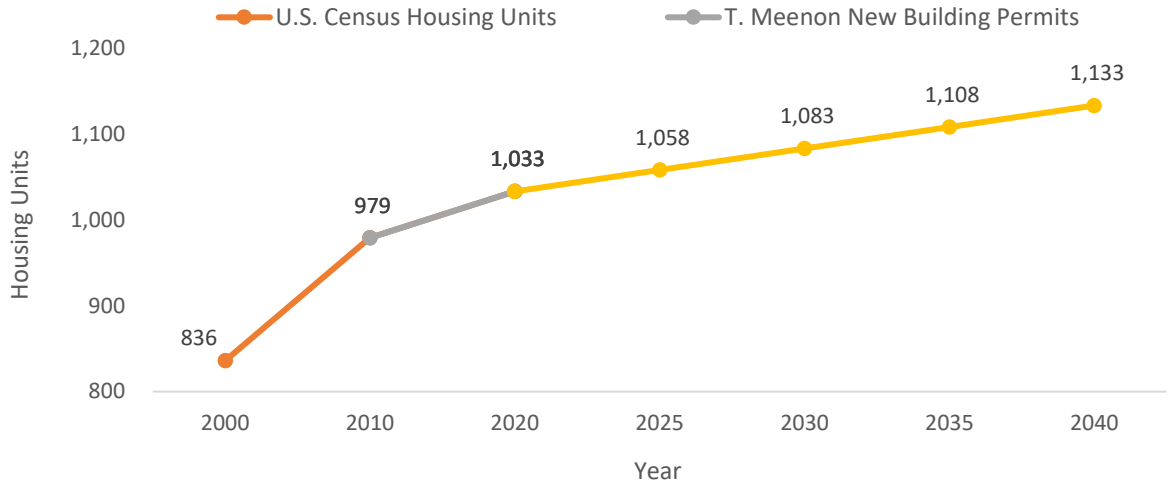
The housing supply in the Town of Meenon is fairly homogenous. Single-unit, detached structures dominate at 80.6%, followed by mobile home units at 16.5%, and multi-family units at 2.1%.

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, these projections are more reliable in times of socioeconomic stability. 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 can all influence the future number of housing units.

Figure 2-4 identifies the Town of Meenon housing unit counts and projections. According to approved building permits issued in the Town of Meenon between 2010 and 2020, 54 new housing units were added to the town’s housing stock. The town has gained an average of 5 new dwelling units per year, over the last decade. According to housing unit projections, the town could expect to see an increase of 100 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.

Figure 2-4: Town of Meenon Housing Unit Counts and Projections



Source: U.S. Census Bureau, Town of Meenon Building Permit Data

Value of Owner-Occupied Housing Units

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 American Community Survey estimated housing values for owner-occupied housing units in the Town of Meenon. Of the 496 owner-occupied housing units, 57.3% were valued between \$100,000 and \$299,999. Table 2-4 provides a detailed breakdown of housing values in the Town of Meenon.

Table 2-4: Value of Owner-Occupied Housing Units

Value	Estimate	Percent
Less than \$50,000	52	10.5%
\$50,000 to \$99,999	114	23.0%
\$100,000 to \$149,999	102	20.6%
\$150,000 to \$199,999	89	17.9%
\$200,000 to \$299,999	93	18.8%
\$300,000 to \$499,999	30	6.0%
\$500,000 to \$999,999	16	3.2%
\$1,000,000 or more	0	0.0%
Median (dollars)	\$135,700	

Source: American Community Survey 5-Year Estimates 2015-2019

2.3 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 with a full range of housing choice 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.
- 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: Focus on the enforcement of nuisance property and implementation of a junk ordinance to ensure that town properties are maintained and valued.

Objectives:

- A. Enforce zoning and nuisance abatement code requirements on blighted properties.

Goal 3: Support the maintenance and rehabilitation of the town's existing housing stock.

Objectives:

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

Goal 4: Ensure that the Town Planning Committee reviews and guides all new housing development 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 and towns.
- B. Direct residential development to planned growth areas.

Goal 5: Develop a user-fee based system for campground usage to support the county and the Town of Meenon’s revenue base.

Goal 6: 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 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.

2.4 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 of Meenon 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.

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 of Meenon 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 Future 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 comprehensive plan and 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. New manufactured or modular dwellings should be built to UDC compliance.
- 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.

2.5 Population and Housing Programs

Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. WHEDA's Housing Grant Program is available to assist in the improvement of the state's housing for special needs populations, and WHEDA's Home Buyer Programs is available for personal home improvement projects or home buyer assistance.

USDA-Rural Development

USDA-Rural Development administers federal funds to help secure loan options to assist low to moderate income families with home purchase and rehabilitation. Rural Development generally funds individuals who cannot obtain conventional financing.

Northwest Regional Planning Commission

The Northwest Regional Planning Commission (NWRPC) administers a number of housing rehabilitation and down payment/closing cost assistance programs within the towns, villages, and cities located in Ashland, Bayfield, Burnett, Douglas, Iron, Rusk, Sawyer, Taylor, and Washburn Counties. The NWRPC Housing Cost Reduction Initiative Program provides housing assistance to low and moderate-income households, the HOME Homebuyer and Rehabilitation Program provides essential home purchase assistance and necessary home rehabilitation for low and moderate-income households, and the Community Development Block Grant-Small Cities Housing Program provides grants to towns, villages, and cities with populations less than 50,000 for housing unit rehabilitation, homebuyer assistance, and small neighborhood public facility projects.

Wild Rivers Habitat for Humanity

Wild Rivers Habitat for Humanity is an affiliate of Habitat for Humanity International, serving Burnett and Polk Counties. It is a non-profit agency that builds homes for low-income families in need.

Burnett County Housing Authority

The Burnett County Housing Authority services Burnett County's low-income and elderly populations by providing affordable housing opportunities. Public housing units currently exist in Webster, Siren, Grantsburg, and Danbury.

Siren Salvation Army Safe House

The Siren Salvation Army Faith House offers emergency and transitional shelter as part of their social services program.

3. Transportation

3.1 Transportation Plan

The land use patterns of the Town of Meenon, Burnett County, and the surrounding region are tied together by a transportation system that includes roadways and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable and functional transportation system to be able to provide connections to areas beyond their immediate area. The Town of Meenon’s transportation network plays a major impact in the efficiency, safety, and overall desirability of the area as a place to live and work.

Existing Roadway System

The existing transportation system located within the Town of Meenon is represented in Map 3-1. This map depicts local roads, major collector, minor arterial, and principal arterial infrastructure located in the Town of Meenon. The township’s road configuration is characterized by both a rural grid roadway pattern and a pattern influenced by the many natural resource and man-made features of the land. These features include forests, rivers, lakes, wetlands, other natural feature types, and also including community facilities.

Table 3-1 depicts the following roadway types and total length of each roadway type.

**Table 3-1: Town of Meenon Road Classification by Miles
(2021 Town of Meenon WisDOT Plat Record)**

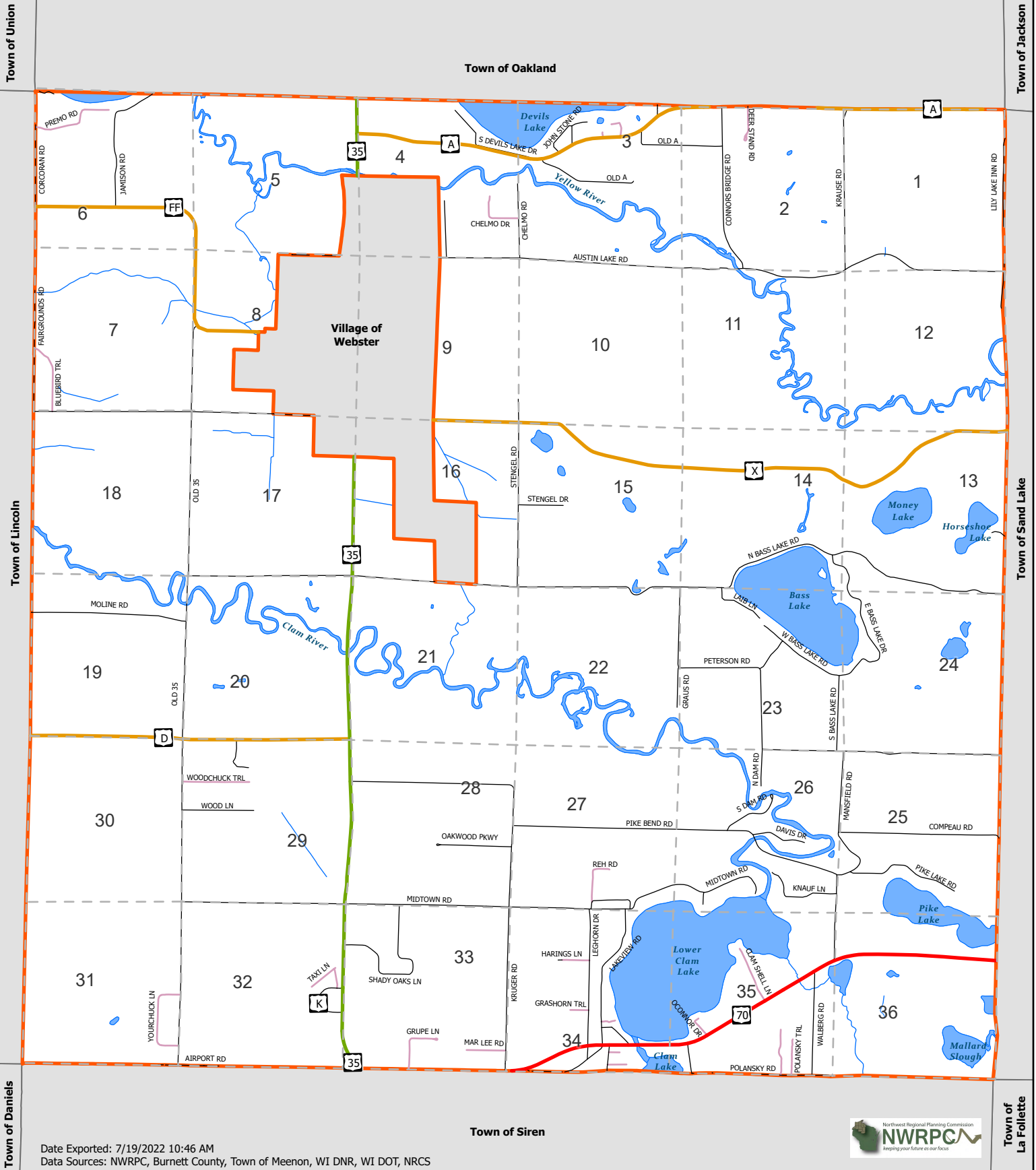
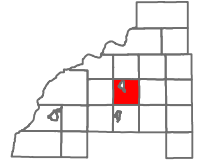
Route Type	Length (Miles)
Local Roads	49.56
Private Roads	7.81
County Highway (Major Collector)	11.17
State Highway (Minor Arterial / Principal Arterial)	7.48

Town of Meenon - Burnett County, Wisconsin

Comprehensive Plan 2022

Map 3-1: Functional Classification

- Principal Arterial
- Minor Arterial
- Major Collector
- Local Road
- Private Road
- River/Creek/Stream
- Lake/Large River/Flowage
- PLSS Section
- Town Boundary



Even with a stable population and a steady housing growth that is expected over the next 20 years, the Town of Meenon should be proactive to anticipate even minor changes to its transportation system. The town's plan for transportation is to be prepared for potential development proposals, by ensuring that future expansion of the town's road system makes sense to the users of the roadway system while also meeting the demands. Maintaining a cost-effective system by preserving the mobility and connectivity of local roads and active transportation facilities (i.e., trails), enhancing opportunities for pedestrian and bicycle routes, and ensuring that emergency, fire, or police service vehicles have safe accessibility to developed properties and necessary easements to access properties. 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, an important consideration will be balancing the rural character and mobility of existing roads with the potential for future investments that may maximum the 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.



Photos: Top right, Burnett County Airport; Top Middle, Township Road Shop; Top Right, Gandy Dancer Trail; Bottom Left: Old 35 / County Rd D; Bottom Center: Kruger Rd / Midtown Rd Intersection; Kruger Rd / Midtown Rd sign



Photos: Top Inset, WIS 35 / 70 Intersection Roundabout (facing south); Center, Aerial Image of WIS 35 / 70 Intersection Roundabout; Bottom Inset, WIS 35 / 70 Intersection Roundabout (facing west) (Photo Source: Top Inset, NWRPC; Center, WisDOT; Bottom Right, NWRPC)

On the other hand, investing in new development in highly visible locations, such as along or adjacent to business districts or high-travel corridors will likely forever change the character and appearance of the town. This will result in a change of rural character, or loss thereof, depending upon how the town views what changes in rural character they desire and are willing to accept. Adding access points to serve new development can reduce the mobility of a road, depending upon the roadway function classification and development pattern(s) in relation to the area. 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 and diverse 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 Maintenance and Improvements

Much of the town’s transportation network is regularly used by motor vehicles carrying passengers, freight vehicles hauling goods to and from businesses and manufactures both

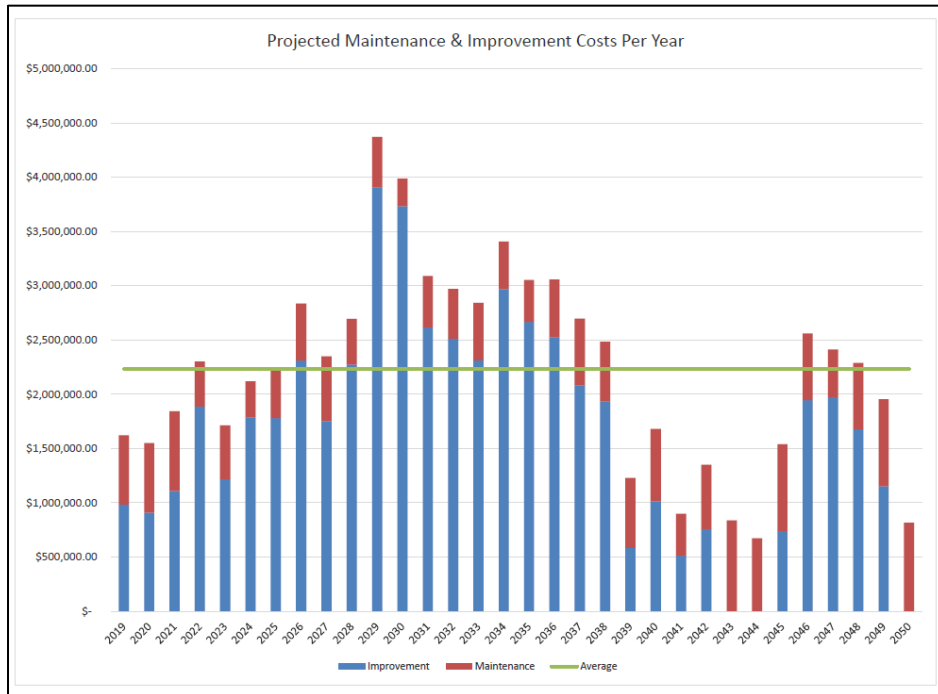
within and outside of Burnett County, and in agricultural and logging equipment in rural areas. The various users of the county highway network impact both the design and eventual degradation of the roadways over time. Because two state highway routes (State Trunk Highway 70 and State Trunk Highway 35) are located within the Town of Meenon, this means that there is a substantial volume of commercial vehicles that utilize these routes. The higher the commercial freight vehicular traffic, the more demand and negative impact on the roadway conditions. This same truth also holds true with many of the county highway routes due to local and regional commuting patterns among commercial vehicles serving commercial, industrial, and residential sites.

The Burnett County Highway Department, under the direction of the Infrastructure Committee, provides support to the Town of Meenon's transportation infrastructure through transportation budgeting and programming, engineering and design, and construction and reconstruction. The department perform a variety of activity support to the Town of Meenon's eligible roadway infrastructure that includes road construction and maintenance, seal coating, pothole repair, brushing, drainage activities, bridge/inspection repairs, shouldering and fleet maintenance operations.

In these efforts, one of the ways in which the department captures costs is through a Pavement Management Plan. The purpose of this plan is to identify how the highway department will provide and maximize an efficient preservation and maintenance program on the county highway network system, such as in the Town of Meenon, that will be comfortable, safe, and economically viable for all roadway users and to provide opportunities to enhance safety and capacity improvements as needs arise.

Such information that is considered in this plan includes the current and anticipated funding, existing highway conditions, future roadway condition without additional maintenance or improvement activities, preventative maintenance and improvement activities, long-term savings from maintenance activities, a Sustainable Model for Burnett County (predicted roadway condition with additional maintenance activities), and a long-term plan and financial needs based on model. The following chart illustrates future resurfacing needs with additional maintenance activities.

Figure 3-1: Future Resurfacing Needs with Additional Maintenance Activities



Source: Burnett County Highway Department

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 Transportation Safety

The Town of Meenon is not immune to transportation-related safety issues and concerns. This section focuses on transportation safety from a historical crash analytical perspective that have occurred in the Town of Meenon. These findings are expressed as a Crash Heat Map to focus on the areas of high crash concentrations, with red being the highest concentration and green being less concentration of crash occurrences in an area relation to other areas in the town.

Community Maps is a web-based crash mapping system that was adopted to analyze this crash information. The crash information found in *Community Maps* derive from the Wisconsin Department of Transportation DT4000 police crash reports that are submitted by law enforcement and uploaded into *Community Maps* on a daily basis.

Description of Crash Analysis Perimeters

An analysis of traffic-related incidents was conducted to better understand what the Town of Meenon’s crash profile is based on historical trends and crash factors over the past 10 years. These crashes were identified and assigned into one of five categories (two not analyzed here

being Possible Injury and No Apparent Injury to focus on injury and fatality numbers): Fatality (K), Suspected Serious Injury (A), or Suspected Minor Injury (B). These incident's do not account for deer being involved or the cause of the crash.

As a part of the analysis, a rectangular area on the map represents where the highest crash concentration in the town. The size of this rectangular area is dependent on where the highest concentration takes place and where, in respect to the lesser concentrated areas. In this township's case, the analysis indicates that the highest concentration of traffic-related crashes did take place around the vicinity of the south and west quadrant of the township. This concentrated area is located at and near the intersection of State Trunk Highway 70 and State Trunk Highway 35.

This analysis looked at a date range between February 2012 and February 2022, roughly a 10-year history. Time of day, day of week, months in the year were assigned as "ALL" value to capture all traffic-related crashes at any time. Location being limited to only the Town of Meenon within Burnett County, Wisconsin. Crash factors, or flags, were also not limited in this analysis, meaning the following were included as factors that could had been a contributing factor to the crash and / or was involved in the crash event: alcohol, bike, commercial motor vehicle, distracted, drug, motorcycle, pedestrian, seat belt, speed, teen driver, 65+ driver, or work zone.

Crash Numbers

The following crash numbers and further detailed contributing factors are listed below.

- 59 total crashes
- Four fatalities
- 85 injuries

Within the analysis area, the highest concentration of traffic-related crashes accounted for seven of the 59 total crashes. Of these seven crashes:

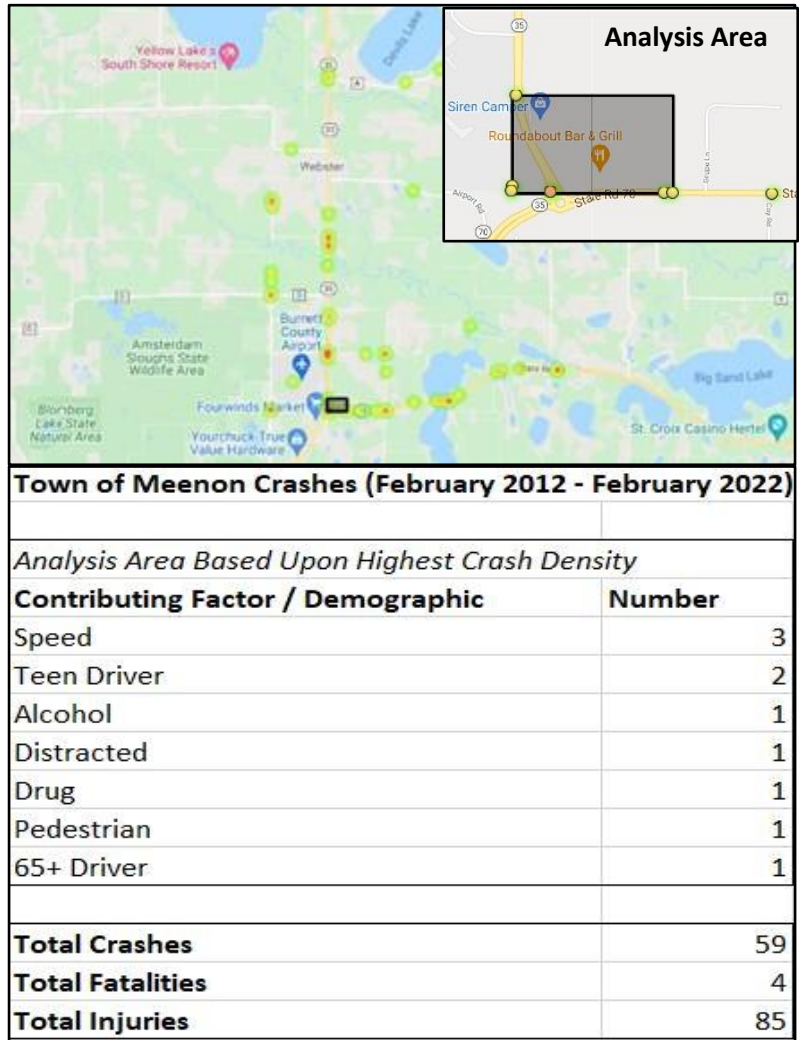
- Three crashes were attributed to speed-related,
- Two crashes involved teen drivers,
- One alcohol-related,
- One distracted-related,
- One drug-related,
- One pedestrian-related, and
- One 65+ driver

Crash Numbers Explanation

Although seven of the 59 crashes were identified as being the "highest concentrated area" in the Town of Meenon, it is important to keep in mind that this small number represents factors

that are driver-behavior / induced; meaning that most, if not all, of the seven crashes could had been preventable crashes.

Figure 3-2: Town of Meenon's Crash History (Feb 2012 – Feb 2022)



Source: Wisconsin Department of Transportation (*Community Maps*)

Moving Beyond the Crash

Much work has been done across the state of Wisconsin to improve traffic-related crashes through various crash reduction methods. One traditional approach that has been applied within the state has been through the implementation of the 4 E's of Highway Safety. The four E's include: Engineering, Enforcement, Education, and Emergency Medical Services. Because the analysis crash results suggest that a driver-behavior / induced was the most common *primary* factor that accounted for most of these crashes in a highly concentrated area, it must be presumed that this same primary factor also is represented in those less concentrated areas. This pattern is consistent within rural road environments at the national and international level. These results further indicate the need for understanding the causes and their respective contributing factors.

Patrick Hasson, with the Midwestern Resource Center of the Federal Highway Administration, states the following associated with the dangers of how socio-culture has viewed and has neglected the traffic-related crashes in rural environments and the sense of urgency to appropriately address this epidemic if traffic-related crashes are to be reduced.

Rural road crashes are scattered over the entire rural road network. Under these circumstances, a pressing challenge for safety professionals is to understand their causes and the contributing factors. A main conclusion from the Organization for Economic Co-operation and Development (OECD) analysis is that the rural road system itself has inherent characteristics that significantly contribute to the high number of crashes and the high risks associated with rural road travel.

In addition, crashes on rural roads do not generally possess the features that catch the attention of the general public or the media. In this regard, there is widespread belief that preventing rural road crashes is extremely complex by nature because rural road crashes are incidental, far-away events that are caused by unsafe individual behavior that cannot be influenced by proper road design or effective police enforcement. In other words, the scattered nature of rural road crashes leads many to believe that "the lonely driver is to blame." Although this might correctly describe what people think, the expert group identified substantial evidence to refute this view and to urge strong new actions to reduce the rural road safety problem.

Although the roadway configuration within the Town of Meenon is characterized by winding, blind-spots, these can serve as secondary factors for crashes when driver behavior is the primary cause. Effective roadway engineering and design is a practice that continues to take precedence at the county level. State and local transportation personnel are positioned to focus on these efforts. Unfortunately, there is no solution or substitution of "over-designing," "out-building," or "out-smarting" poor driver behaviors for the purpose of counteracting the results of a crash.

From a law enforcement standpoint, these efforts will never be able to "perfectly curb" the poor driver behavior. There is a direct correlation between poor driving behavior and the act of not recognizing and acknowledging that fact that driving is a privilege that naturally comes with responsibilities. One of the effective tools that law enforcement can continue investing in is through education; of course, enforcing laws may result in a continuum of penalties. It is crucial for the general public to understand that is truly takes everyone to assume the responsibility to behave inside the vehicle in a manner that results in safe travel. This insinuates the need for a fifth "E." Many communities in the last decade have been pushing for the formal expansion of the fifth E in Highway Safety. In other words, excellent resources towards enforcement can be invested, but if poor behavior continues then there continues to be a social deficit related to responsibility.

One of the approaches that Wisconsin has been responding to has been in addressing what is referred to as a *Traffic Safety Culture*. This includes any community and social space that accounts for the values, beliefs, and attitudes that directly (and even indirectly) influence driver behaviors and stakeholder actions. This is considered an area of discipline related to the social and human sciences that do not intersect with any of the four E's. There is a major disconnect

between society's perception of roadway safety being an issue being represented at epidemic and pandemic-related numbers and the very underlying social and human conditions and contributors that drive those behaviors by the driver in the first place.

Two examples within local Wisconsin communities who focused on introducing that fifth E includes Brown County and Price County. Both have been investing towards the development of and implementation of local road safety plans. The goal being to assume local responsibility to address the systemic-driven reactive traffic safety culture that has long-existed in their area. These plans not only focused on the traditional four E's, rather allowed the fifth E to serve as a foundation for the development of the plan. This approach better ensures that more of a *Safe Systems* is accounted for.

The principle behind this approach means that all elements of the road system - vehicles, infrastructure, speed limits, road users, and post-crash care - work together as one to minimize the chance of a crash, or should a crash does take place, to prevent death or serious injury from occurring. This is an example of establishing a proactive traffic safety program and creates a social space that can reflect as becoming a more proactive traffic safety culture.

Establishing a Proactive Traffic Safety Culture Opportunities in the Town of Meenon

The Town of Meenon could consider investing addressing vehicle-related or pedestrian-related crashes through leveraging a Safe System approach. The following FHWA *Safe System Strategic Plan* technical report was published in late 2021 and contains relevant and rich information that could be applicable in any community. Because Northwest Regional Planning Commission is a partner with FHWA and WisDOT through local transportation policy, programming, and planning, this report provides alignment to the agency's mission to advance the promotion of transportation safety throughout the Northwest Wisconsin region.

To review the entire technical report: https://safety.fhwa.dot.gov/zerodeaths/docs/FHWA-SA-21-088_Safe_System_Strategic_Plan.pdf (Report No. FHWA-SA-21-088)

3.4 Multi-Modal Transportation Options

The Town of Meenon does not provide its own public transit services to its community. Rather, it relies upon a regional transit network system that services multiple counties in Wisconsin. Private transportation does support qualified residents.

The Aging & Disability Resource Center of Northwest Wisconsin provides transportation services focused on non-emergency medical transportation to support Burnett and Polk County residents with disabilities of all ages and non-disabled individuals 60 years and older. For more information: <https://adrcnwwi.org/>.

Diversified Services, Inc. (DSI) provides door-to-door services to elderly and persons with disabilities. More information: <https://dsisiren.com/index.html>.

Handi Lift is an organization that provides paratransit services in Burnett County and other counties in the western half of the state. Eligible residents can receive non-emergency medical

transportation support. More information: <https://www.yellowpages.com/cumberland-wi/mip/handi-lift-transportation-10353576>.

To review more information regarding public and private-supported transportation options, you can review the following web pages:

<https://wisconsin.gov/Documents/dmv/shared/burnett.pdf>

<https://adrcnwwi.org/other-transportation-options/>

3.5 County, State, and Regional Transportation Plans

State, regional, and county transportation plans have been reviewed for their applicability to the Town of Meenon. According to the Wisconsin Department of Transportation Northwest Region Highway Projects and Studies dashboard, there is currently one planned state transportation improvement project that could potentially affect the town. This project is scheduled for construction in the anticipated year of 2026 and will affect the Village of Siren towards Danbury along STH 35 which includes a milling and overlaying to the current pavement, along with all incidentals necessary.

3.6 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 the fulfillment of a respective goal.

Goal 1: Educate the residents on how to safely utilize infrastructure in the area (i.e., roundabouts) and the need for the reduction of motor vehicle speed activity in the community.

Objectives:

- A. Leverage the Wisconsin Department of Transportation and/or other state and federal educational resources to inform residents/locals on how to use the roadway system in a safe manner (i.e., the use of roundabouts).
- B. Protect historic, scenic, scientific, and cultural sites when constructing new or improving existing transportation facilities.
- C. Minimize the disruption of environmentally sensitive areas when constructing new or improving existing transportation facilities.
- D. 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.
- E. Manage right-of-way vegetation to protect wildlife, appropriate use of herbicides, reduce maintenance costs, and improve safety.
- F. Locate transportation facilities to minimize exposure of people to harmful or annoying air, water, or noise pollution levels.
- G. Reduce crashes by improving deficient roads and infrastructure.

- H. Establish and maintain a traffic safety culture through developing and/or improving partnerships between the five E's – enforcement, engineering, emergency, education, and everyone.
- I. Implement and maintain driveway location and design to enhance safe transportation accessibility that will provide adequate emergency vehicle access while reducing damage to roadways and ditches.
- J. Require developers to bear the costs for the improvement or construction of roads needed to serve new development including future paving.
- K. Guide new growth to existing road systems so that new development does not financially burden the town or make inefficient use of tax dollars.
- L. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing town and local road maintenance.

Goal 2: Providing a safe and efficient transportation system that the community recognizes as an essential backbone to the community.

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. Provide accommodations for future pedestrian facilities to support all people's needs, especially 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: Address transportation and traffic safety issues through investing in the enhancement of law enforcement resourcing and strengthening partnerships with the county and state Department of Transportation on addressing unsafe driver behavior. Participate and/or assist in the development of a comprehensive traffic safety program challenging behaviors that compromise safety on the town's community.

Goal 4: Continue promoting cooperation and coordination between state, county, villages, and towns in developing a safe transportation system, especially in highlighting the importance of pedestrian safety in the Town of Meenon and to support other adjacent communities pedestrian safety needs.

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. Maintain and upgrade air transportation facilities in accordance with the airport facility plan where appropriate.
- F. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- G. Direct truck traffic to appropriate routes and plan cooperatively with neighboring communities.

Goal 5: “We are north of the last traffic light” holds a unique and meaningful transportation character for the community and the area. It is important to maintain infrastructure investments that mimic simplistic character without compromising the need for implementing traffic safety countermeasures.

3.7 Transportation Policies and Recommendations

Policies and recommendations should be driven by goals and objectives that are focused responses to the issues that your town is concerned about. These are two common examples of instruments and methods that your town can use when making desired changes. Policies and recommendations that have or will be identified in a particular community element has the potential to address and support another community element(s) in a simultaneous manner, therefore supporting your overall implementation strategy efforts in an efficient manner.

Policies identify the way in which activities which are believed and are appropriately conducted to fulfill the goals and objectives for your community. 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 set of guidelines. “Will” statements are considered to be strong guidelines, while “should” statements are considered looser 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.

- 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.

3.8 Transportation Programs

Additional programs shown below can be considered of relevance to the Town of Meenon and is encouraged to consider these programs to support your respective transportation issues and desired opportunities.

Additional Programs

Disaster Damage Aids

This program provides financial assistance to local governments to repair any highway that has had significant damage due to a disaster event. Towns, villages, cities, or counties may apply for financial aid due to disaster damage to any public highway under its jurisdiction that is not on the Stake Trunk system or Connecting Highway system. Disaster means any of the following: severe storms, flood, fire, tornado, mudslide, or other natural event external to a highway or a catastrophic highway failure. For road damages to be eligible, the highway must have been closed or rendered impassable due to a disaster event or qualify for damages caused by any governmental unit in response to the disaster event. A county or municipality having jurisdiction over the facilities damaged may apply for both federal and state aid for damage, pending a determination of eligibility.

Related to final costs, the applicant is reimbursed for 75% of replacement costs, plus 50% of the increased cost of the reconstruction to a higher type or the improvement of any of the facilities or the applicant is reimbursed for 70% of replacement costs to repair or replace roadway to standards similar to those that existed immediately before the damage or destruction caused by a governmental unit or person acting under the direction or approval of, or permit issued by, any governmental unit in response to a disaster event. More information: <https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/disaster.aspx>.

Emergency Relief

Emergency Relief is a program that is designed to assist local governments with replacing or repairing roadways or roadway structure damage on ALL federal-aid highways (major collectors and above) resulting from a catastrophic failure or natural disaster. Besides physical damage, the Emergency Relief funds can also provide support to debris removal and emergency protective measures such as traffic control and detour signing. This funding mechanism provides repairs at 100% if done within 180 days from the event of the event; otherwise, they are paid on a prorated basis. More information can be found here: <https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/relief.aspx>.

General Transportation Aids (GTA)

The second largest program in WisDOT's budget. GTA returns to local governments roughly 25% of all state-collected transportation revenues (fuel taxes and vehicle registration fees) to help offset of county and municipal road construction, maintenance, traffic, and other transportation-related costs. The funding sources of these aid payments are the fuel taxes and vehicle registration fees collected by the state. Distribution of GTA funds is based on a six-year costs average or a statutorily set rate-per-mile. Transportation-related expenditures and revenues incurred by local governments are necessary factors in the calculation process. More information: <https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/gta.aspx>.

Highway Safety Improvement Program (HSIP)

The HSIP funds highway safety projects at sites that have experienced a high crash history. Emphasis is on low-cost options that can be implemented quickly. The overall objective of HSIP is to develop and implement, on a continuing basis, stand-alone safety projects designed to reduce the number and severity of crashes on all streets and highways (state and local). The federal funding ratio for HSIP funds is usually 90%, requiring a 10% match of state and/or local funds. To aid in identifying potential issue areas, a link to Community Maps is provided below. Community Maps provides a statewide map of all police reported motor vehicle crashes from 2010 to the current year. To review more information: <https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/hsip.aspx>.

Surface Transportation Program – Rural (STP-R)

The Surface Transportation Program – Rural (STP-R) was developed to allocate federal funds to complete a variety of improvements to rural highways (primarily county highways). The objective of STP-R is to improve federal aid eligible highways outside of urban areas. Projects must meet federal and state requirements. Communities are eligible for funding on roads

classified as major collectors or higher. For more information regarding this program:
<https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/stp-rural.aspx>.

Local Roads Improvement Program

Established in 1991, the [Local Roads Improvement Program \(LRIP\)](https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/lrip.aspx) 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. To be eligible for LRIP funds, a project must be included as part of the county or municipality road Improvement Plan. More information:
<https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/lrip.aspx>.

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 and road 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.

To review all the road, highway, and bridge assistance programs that are offered through the Wisconsin Department of Transportation designed to assist local governments, more information can be accessed here: <https://wisconsindot.gov/pages/doing-bus/local-gov/astnce-pgms/highway/default.aspx>.

4. Utilities and Community Facilities

4.1 Introduction

Throughout the Town of Meenon, governmental entities, private companies, and other organizations provide many of the services available to town residents and other property owners. Community facilities include buildings, lands, services, and programs that serve the public. Examples of community facilities are parks, schools, police and fire protection, health care facilities, solid waste and recycling facilities, and libraries. Sanitary districts, electricity, and telecommunication services are some of the common utilities found in many communities. This chapter identifies and evaluates existing utilities and community facilities serving the Town of Meenon. Understanding the location, use, and capacity of community facilities and utilities is an important consideration when planning for the future.

4.2 Utility and Community Facilities Inventory

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services may become necessary. The existing Town of Meenon community facilities are identified in Map 4-1.

Administrative Facilities and Services

The Meenon Town Hall is located at 7396 Krueger Road, Webster. Over the 20-year planning horizon, it may become necessary to improve the Town Hall. Future expansion will occur as capacity needs are identified.

Law Enforcement Services

The Burnett County Sheriff's Department serves as the primary law enforcement agency. The Sheriff's Department and the county jail are located in the Burnett County Government Center at 7410 County Road K, Siren. The Town of Meenon works cooperatively with the Burnett County Sheriff's Department on law enforcement activities that affect its jurisdictional boundaries. Over the 20-year planning horizon, it is not expected that the town will develop a law enforcement department. Current law enforcement coordination regarding local crime must continue to be reviewed and monitored. A Public Safety Facility Project began in June of 2022 to focus on the expansion of the Burnett County Sheriff's Department facilities to enhance jail housing and support services, such as increasing cell block capacity, a modernization of a master control room, maximize the sallyport functional space, and increase the administration rooms and spaces.



Aerial View Looking Northwest
Burnett County Public Safety Facility



Photo: Top Left, Burnett County Sheriff's Department located within the Burnett County Government Center; Top Right, Burnett County Sheriff's Department Squad; Bottom, Burnett County Public Safety Facility Project, Aerial Rendering View Looking Northwest (Photo Source: Top Left, NWRPC; Top Right, Burnett County Sheriff's Department; Bottom, Kraemer Brothers & Potter Lawson)

Fire Protection Services

The Town of Meenon is served by the Webster Fire Department located at 7420 Main Street West, Webster. Over the 20-year planning horizon, it is anticipated that the fire department will provide the required services for fire protection.

Emergency Medical Services

Emergency medical services are provided to the Town of Meenon by North Memorial Ambulance Service. North Memorial Ambulance Service provides basic, advanced EMT, and paramedic services in Burnett County. Stations are located at A&H (Town of Scott), Webster, and Grantsburg. Over the 20-year planning horizon, it is expected that the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure local residents are afforded the best services available.

Medical/Health Care and Other Facilities

Webster Health Center located at 26425 Lakeland Ave South in the Village of Webster provides full medical services for the residents of the Town of Meenon. In nearby Washburn County, Spooner Health located at 1280 Chandler Drive in the City of Spooner also provides full medical services for residents of the town. Local medical clinics exist at various additional locations in Burnett County, including the Burnett Medical Center located in the Village of Grantsburg and the St. Croix Tribal Health Clinic located in the Village of Webster. Nearby, St. Mary's Hospital in the City of Superior also provides health services to Northwest Wisconsin. Over the 20-year planning horizon, it is not expected the town will engage in the development of medical or health care facilities. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure local residents are afforded the best services available.

Cemeteries

There are four cemeteries in the Town of Meenon:

- Clam Lake Cemetery
- Lutheran Cemetery (Chelmo Cemetery)
- Oak Grove Cemetery
- St. John's Catholic Cemetery

Schools

The majority of the Town of Meenon is served by the Webster School District. The Webster School District enrolled 643 students in the 2021-22 school year. The District consists of an elementary school, middle school, and a high school located in the Village of Webster:

- Webster Elementary (PK-4) at 7364 Alder Street East
- Webster Middle School (5-12) and High School (9-12) at 7564 Alder Street West

A small southern portion of the Town of Meenon is served by the Siren School District. The Siren School District enrolled 405 students in the 2021-22 school year. The District consists of an elementary school, middle school, and a high school located in the Village of Siren.

- Siren Elementary School (PK-5) at 24022 4th Avenue, Siren

- Siren Middle School (6-8) at 24022 4th Avenue, Siren
- Siren High School (9-12) at 24022 4th Avenue, Siren

Libraries

The closest library is the Larsen Family Public Library located at 7401 Main Street West in the Village of Webster. Over the 20-year planning horizon, it is not expected that the town will create a local library.

Solid Waste and Recycling

There are no solid waste landfills in Burnett County. Curbside collection of garbage and recyclables is available to residents of the Town of Meenon through either Republic Services or Waste Management. The town does not contract for waste services, but rather, residents and businesses have their choice of haulers. Burnett County is also served by the Recycling Control Commission (RCC), which is a two-county intergovernmental unit created to provide recycling and waste management services for Burnett and Washburn Counties.



Photo: Left, Solid Waste Facility sign; Right, Solid Waste Facility (Republic Services Webster Transfer Station on Midtown Road)

Campgrounds

Jenny Mangelsen redeveloped and opened a 15-acre+ full-service campground for seasonal and transient campers in the Town of Meenon in 2017 with the first operating year in 2018. Each site offers full hook ups; water, septic, electricity, and Wi-Fi. The campsite offers larger, pull-through RV sites for seasonal and weekend campers and a set-aside tent area for a total of over 110 sites, although Conditional Use Permits (CUP's) only approved of 94 sites. The site for the campground was a reclaimed property that has a lot of history. It used to be a very well-known water park called Rainbow Park that was started in the early 80s and the park had mini golf, a water slide, and bumper boats. After the park closed it sat empty until the Mangelsens purchased it. The purchase returned a dormant piece of property into a working asset.

Humane Society

The Peggy Schilling Animal Adoption and Education Center has been a passion project for the Humane Society of Burnett County (HSBC) for quite a few years and is nearly complete. The project location is on the corner of County Road D and Highway 35 in “Midtown” between Webster and Siren. The capital campaign fundraising has been very successful pulling in well over \$500,000 and has almost met projected renovation costs. HSBC was able to purchase the Baker Building on 7410 County Road D, Siren, in the mid-town area. The building was purchased through available cash funds and renovations began immediately. This building allows for a streamlined and efficient housing of the animals, with a safe and structured quarantine/sally port area for surrendered or rescued animals, a separate and delineated cat and dog area, wash bays, on site clinic, reception area, meet and greet room, utility room, dry storage, and offices. The energy savings alone results in about a \$200 a month savings between separate meters and better energy utilization. Eventual plans will include renovating the rest of the building for an indoor exercise area that may eventually be opened to the public.

Communication Services

Traditionally, telephone communication involved the transmission of analog signals over a network of copper wire connecting individual telephones. Many service providers have replaced their copper wire networks with fiber optic and coaxial cables. Fiber optic technology offers improved speed, capacity, clarity of signal, and security over traditional copper technology. CenturyLink and Sirentel serve the Town of Meenon for local telephone communications. Multiple companies are available to provide long distance and broadband services. Wireless communication infrastructure includes broadcast communication towers, cellular towers, and land-based mobile facilities. Over the 20-year planning horizon, it is not expected that the Town of Meenon will engage in the development of communication facilities. However, it is expected the town will actively participate in discussions and planning with local communication providers to ensure the area residents have access to the latest technology; and any future siting of these facilities is done so in the best interest of the community.

Sanitary Sewer Service

The Town of Meenon does not provide a municipal water service. All residents receive their water via private wells that are owned and maintained by the property owner. It is important that the town’s water resources and aquifers be protected from contamination as individual home and business owners utilize this valuable natural resource.

The disposal of domestic and commercial wastewater is handled with individual onsite wastewater disposal systems often referred to as septic systems, which gradually discharge the wastewater to underground drainage fields. Small wastewater systems for the underground disposal of domestic wastewater are regulated by the Wisconsin Department of Safety and Professional Services, unless that wastewater is discharged in a way that may reach surface water, in which case the design will likely also require review and approval by the Wisconsin Department of Natural Resources. There are five types of onsite disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade holding tank, and sand filter systems. Sanitary permits are required under state law. To obtain a permit, you must contact a Wisconsin licensed master plumber who will complete the necessary forms, obtain the sanitary permit, and install the private sewage system. Over the 20-

year planning horizon, the town will continue to ensure adequate sewer and water services are available in the community.












Stormwater Management

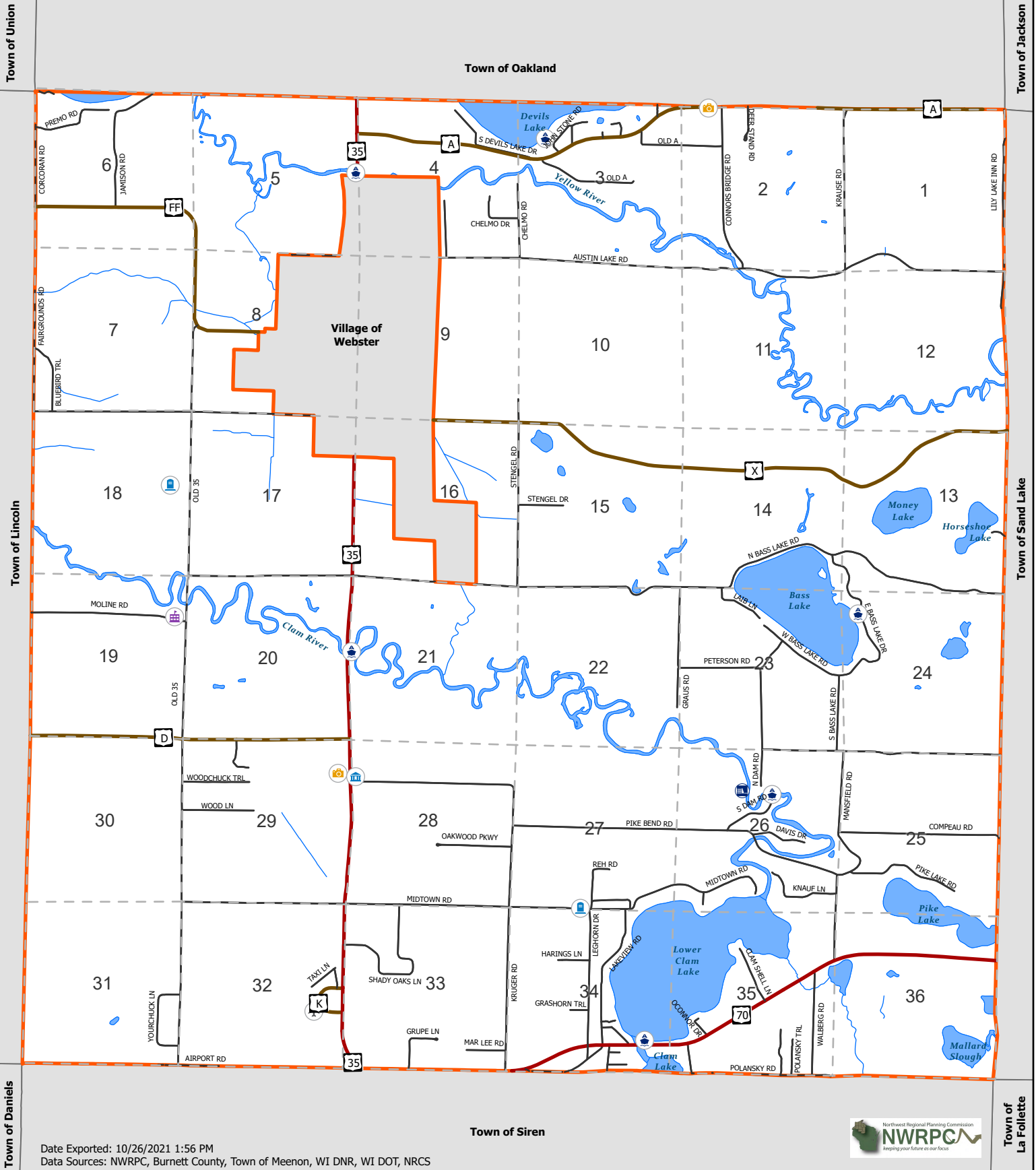
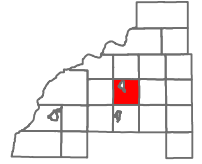
The goal of stormwater management is to prevent runoff from delivering pollutants or sediment to lakes, rivers, streams, or wetlands. Commonly applied stormwater management tools include ditches, culverts, grassed waterways, rock chutes, retention basins or settling ponds, curb and gutter, storm sewer, and construction site erosion control. Like most rural areas in Burnett County, ditches, culverts, and local topography are the primary stormwater management tools in the Town of Meenon. Over the 20-year planning horizon, the town will continue its stormwater management efforts.

Town of Meenon - Burnett County, Wisconsin

Comprehensive Plan 2022

Map 4-I: Community Facilities

-  Airport
-  Dam
-  Lake/Large River/Flowage
-  Village Hall
-  Point of Interest/Historical
-  PLSS Section
-  Cemetery
-  School
-  Town Boundary
-  Public Access Site
-  River/Creek/Stream



4.3 Utilities and Community Facilities Goals and Objectives

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

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

Objectives:

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

Goal 2: 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 3: Invest in new or appropriate relocation of public sector facilities efforts to better support the community's needs, such as a new Town Hall facility.

Goal 4: Promote accessible libraries, historical sites, and schools/education.

Objectives:

- A. Coordinate efforts with local school districts to plan for anticipated future growth and demographic changes in order to respond with appropriate facilities.
- B. Support school districts, technical colleges, University of Wisconsin-Madison Extension, and community libraries in their efforts to increase community education.
- C. Support the creation of more local centers for higher education.

Goal 5: Support reliable, cost-efficient, and well-planned utilities to adequately serve existing and planned development, such as electricity, broadband (i.e., internet speed/reliability), and solid cellular phone services and technologies that can appeal to future business relocation and maintain current businesses and to residents in the area.

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 6: Sustain and maintain a sufficient level of police, fire, and emergency services to be able to meet the demand of transportation and infrastructure needs within existing and planned future development.

Objectives:

- A. Support requests for the development of properly located and operated health care and childcare facilities.
- B. Support school districts and community organizations in their sponsorship of childcare 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 7: Invest and/or support in local food markets and restaurants and various medical service facilities.

Goal 8: Implement user fees to sustain and maintain the quality and accessibility of parks, recreational, and/or any public facilities.

Objectives:

- A. Monitor park and recreational facilities and identify needed improvements.
- 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 9: 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 10: 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 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 11: 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.

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 of Meenon 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.

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

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

Policies and Recommendations

- UCF 1. Capital expenditures for the major expansion or rehabilitation of existing facilities or services shall be supported by an approved Capital Improvement Plan. Capital expenditures for the establishment of new facilities or services shall be handled on a case-by-case basis.
- UCF 2. Biannually update a detailed capital improvement plan that includes transportation, facility, and other capital needs. The plan should prioritize short-term and long-term needs, equipment needs, identify potential funding sources, and discuss funding contingency plans.
- 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 be safe to adjacent properties.

- UCF 8. The town shall encourage the shared development of all public facilities including parks, libraries, schools, and community meeting facilities.
- UCF 9. Intergovernmental and other cooperative options should be considered 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. Plans to expand public recreational resources such as parks, trails, waterway access, public hunting and fishing areas, wildlife viewing areas, and the like shall be consistent with the comprehensive plan.
- 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, solutions for 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 recreational vehicles and assess their impacts 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 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 to anticipate future service and facility needs.

4.5 Utilities and Community Facilities Programs

Wisconsin Department of Administration

The Wisconsin Department of Administration Community Development Block Grant-Public Facilities (CDBG-PF) Program offers competitive grant funds to help support infrastructure and facility projects. Examples of eligible projects include improvements, repairs, or expansions of streets, drainage systems, water and sewer systems, sidewalks, and community centers.

The Wisconsin Department of Administration Community Development Block Grant-Public Facilities Economic Development (CDBG-PFED) Program offers grant funds to local governments for public infrastructure projects that support business expansion or retention. Examples of eligible applications include new or improved water & sewer service and streets that result in business expansion and job opportunities for low and moderate-income individuals.

Wisconsin Rural Community Assistance Program (RCAP)

The Wisconsin Rural Community Assistance Program assists small communities throughout Wisconsin with utility, financial, asset management and other needs. Wisconsin RCAP is part of Great Lakes RCAP, administered by Great Lakes Community Action Partnership.

Recycling Control Commission

The Recycling Control Commission is a two-county intergovernmental unit which was created in 1991 to provide recycling and waste management services. The programs serve the residents of Washburn and Burnett counties.

Northwest Cleansweep Program

The Northwest Cleansweep Program collects household hazardous waste from residents free of charge in Ashland, Bayfield, Burnett, Douglas, Price, Rusk, Sawyer, Taylor, and Washburn Counties.

5. Agricultural, Natural, & Cultural Resources

5.1 Introduction

The protection of agricultural, natural, and cultural resources is necessary for the welfare of both people and the environment. Certain resources have more than merely aesthetic and leisure-time activity values. They are essential to long-term human survival and the preservation of life, health, and general welfare. As such, the protection and management of these resources clearly are in the public interest. Thus, the analysis of those resources found within the planning area is done for the purpose of directing development away from those areas not intrinsically suitable for a particular use, or to at least guide development in a direction that is least disruptive.

5.2 Agricultural Resources

The following section details some of the important agricultural resources in Burnett County as most farming and agricultural data is not collected at the town level. However, assumptions can be made based on data collected at the county level. The information comes from a variety of resources including the U.S. Census of Agriculture. Several other relevant plans exist (i.e., Burnett County Farmland Preservation Plan) and should be consulted for additional information.



Photo: A heard of cows in a field (Photo Source: NWRPC)

Agriculture is a key component of the culture, economy, and landscape of Burnett County. Estimates on the amount of farmland in Burnett County range from approximately 9.1% to 12.8% of the total land area. In 1920 there were 1,872 farms in Burnett County covering approximately 236,886 acres. In 2017 there were 369 farms covering 89,237 acres.

Table 5-1 provides information on the number and size of farms in Burnett County for the years 2007, 2012, and 2017.

Table 5-1: Burnett County Agricultural Statistics

Agricultural Statistics	2007	2012	2017	% Δ 2007-2017
Farms and Land in Farms				
Number of Farms	531	406	369	(-30.5%)
Land in Farms (Acres)	96,168	83,608	89,237	(-7.2%)
Market Value of Land & Buildings				
Average Per Farm (Dollars)	\$463,610	\$506,420	\$658,630	42.1%
Average Per Acre (Dollars)	\$2,560	\$2,459	\$2,723	6.4%

Source: U.S. Census of Agriculture

According to the 2020 Statement of Assessment data, there were approximately 1,743 acres of land assessed for agricultural purposes in the town. By comparison, the Existing Land Use Map has a total of 1,309 acres represented on the map.



Photo: A Town of Meenon farm (Photo Source: NWRPC)

5.3 Natural Resources

Topography

Huge glaciers that spread out from Canada and Labrador were the sculptors of this part of the state. The glaciers advanced and retreated several times, the last time only yesterday, as geologists measure time, perhaps a mere 17,000 years ago. Some geologists believe the ice age may not have ended, and that we are living in an interlude between glacial invasions. Glaciers dug the Great Lakes and the thousands of smaller lakes in the area. They left rich topsoil in some areas and a thin layer in others. They ground rocks into sand and clay and shaped the gently rolling landscape of the town. Other striking natural features of the town include its forests, open fields, and surface waters.

Floodplains

Floodplains are important and valuable natural resources. They provide wildlife habitat, storm water retention, and serve as groundwater recharge areas. Development in these areas may lead to high constructive costs, storm damage repairs, and environmental degradation. Additional costs and maintenance can include flood proofing, increased flood insurance premiums, and water related repairs to roads, water mains, and sewers.

Due to these limitations, the state requires that cities, villages, and towns develop a floodplain/shoreland zoning ordinance to address the issues above. Development in these areas is usually allowed, but certain design standards and increased setbacks may be required. The floodplain is normally defined as those areas that are subject to inundation by the 100-year recurrence interval flood event. This means that in any year there is a 1% chance that the area will flood. High-density development in floodplain areas should be discouraged and park and open space encouraged.

Flood Insurance Rate Maps (FIRMs) for Burnett County are available for viewing in the Zoning Administrator's office in the Burnett County Government Center or they can be located on the Federal Emergency Management Agency (FEMA) website (fema.gov).

Wetlands

Wetlands provide beneficial environmental functions such as flood control, water quality protection and improvement and groundwater recharge. Wetlands also provide critical habitat for fish and wildlife.

Surface Waters

All surface waters within the Town of Meenon occupy one drainage system, the St. Croix River. The Town of Meenon contains several named lakes and two riverways, the Clam River and the Yellow River, both of which are tributaries of the St. Croix River.

Table 5-2: Town of Meenon Named Lakes

Name	Area (Acres)	Maximum Depth (Feet)
Bass Lake	192	24
Clam Lake	1,338	11
Devils Lake	975	14
Horseshoe Lake	16	29
Mallory Slough	28	4
Money Lake	47	3
Pike Lake	76	15
Yellow Lake	12.8	31

Source: Wisconsin Department of Natural Resources

Outstanding and Exceptional Resource Waters

Wisconsin has designated many of the state's highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). Waters designated as ORW or ERW are surface waters that provide outstanding recreational opportunities, support valuable fisheries and wildlife habitat, have good water quality and are not significantly impacted by human

activities. Within the Town of Meenon, sections of the Clam River have been classified as an Outstanding/Exceptional Resource Water.

Impaired Waters

The United States Environmental Protection Agency (EPA) requires all states to list water bodies that do not meet specific water quality standards under the Clean Water Act. This list needs to be updated every two years. Within the Town of Meenon, the 2022 Impaired Waters list includes Lower Clam Lake and Upper Clam Lake due to eutrophication and excess algal growth.

Recreational Areas

Clam Dam Park

Clam Dam Park is a four-acre park located in the Town of Meenon. It is three miles east of State Highway 35 between Webster and Siren. Clam Dam is a county-owned dam that controls water levels on Clam Lake. Access roads and parking are available on both sides of the Clam River Dam. The dam provides a walkway to travel between the north and south portions of the park. Fishing and picnicking are the primary recreational activities.

Charles Tollander Park

Charles Tollander Park is located just over a mile south of Webster on the east side of State Highway 35 in the Town of Meenon. The park, formerly known as Meenon Park, was dedicated to former County Board Chair Charles Tollander in September 2010. Picnicking and fishing are very popular recreational activities at this park. Family reunions, school group functions, and other social events are also held at this park. A canoe launch is located at this facility, which provides an ideal access to the Clam River, which according to the Wisconsin Department of Natural Resources, is classified as Class I and III trout water.

Milton E. Stellrecht Memorial Park

Milton E. Stellrecht Park is located at 6670 State Highway 70 on the north side of Highway 70 between Clam Lake and Lower Clam Lake next to the DNR boat landing. Facilities include a restroom, pavilion, grills, water fountain, fishing pier and picnic tables.



Photo: Left, Charles Tollander Park Shelter (front facing WIS 35); Center, Charles Tollander Park Restrooms Facility; Right, Charles Tollander Park Shelter (back facing WIS 35) (Photo Source: NWRPC)

Burnett County Forest

The Burnett County Forest was developed in 1932 and covers more than 111,000 acres. The Burnett County Forest lands within the Town of Meenon are bordered by the Amsterdam Sloughs Wildlife Area. Primary habitats include mixed forest with aspen, pine, oak, birch, and other sandy soil species. Many miles of trails offer opportunities for snowmobiling, hiking, biking, ATVs, skiing, and horseback riding. Permits are required for hunting, fishing, and trapping and for the collection of plants, firewood, Christmas trees, and other forest products. Berries, mushrooms, edible fruits, and seeds may be gathered for personal use without a permit.



Photos: Amsterdam Sloughs State Wildlife Area (Photo Source: NWRPC)

Gandy Dancer Trail

The Gandy Dancer Trail is a 98-mile recreational trail that passes through Burnett, Douglas, and Polk Counties in Wisconsin and Pine County in Minnesota. The Burnett County segment of the Gandy Dancer Trail is just over 20 miles and follows the route of State Highway 35 which passes through the Town of Meenon. One of the highlights of the trail is where it crosses the Clam River at the Clam River Bridge in the Town of Meenon. The trail is used for walking and biking in the summertime and is open to snowmobile and ATV use in the winter.



Photos: Top Left, Gandy Dancer Trail sign; Top Center, Bridge Ahead sign on the Gandy Dancer Trail; Top Right, Geocaching has been an adventurous alternative outdoor recreation activity take place on the Gandy Dancer Trail (Can you spot the geocache object?); Bottom Left: A group bicycle tour enjoying the Gandy Dancer Trail, travelling from Iowa to Canada; Bottom Center: Clam River under the Gandy Dancer Trail bridge; Bottom Right, Gandy Dancer Trail Mile Post Marker 37 sign (Photo Source: NWRPC)

5.4 Cultural Resources

Cultural sites and features are important resources documenting a community's rich history. Countywide, there are over 100 culturally or historically significant landmarks, buildings, or areas. There are countless other cultural and historical resources that remained undocumented.

The Wisconsin Architecture and History Inventory is a digital source of information maintained by the Wisconsin Historical Society. Although not an all-inclusive list, the inventory includes more than 151,000 historic buildings, structures, and objects throughout Wisconsin. Each property has a digital record providing basic information about the property and most include exterior images. Town of Meenon properties listed in the Wisconsin AHI are listed in Table 5-3.

Table 5-3: Town of Meenon Architectural and Heritage Inventory

Location	Name	Year Built	Historic Use
State Highway 35 and Kruger Rd	Kruger School (Meenon Town Hall)	1912	1-6 room school
State Highway 35 and Clam River, Meenon County Park	Meenon Park Shelter		Camp/camp structure
County Highway D and RR line		1917	Retail building
State Highway 35	Sig Johnson's Streetcar House	1953	House
Mansfield Rd, T intersection of two town roads and Clam River			House
County Highway A and Town Road	Orange School (Orange Community Center)	1917	1-6 room school

Source: Wisconsin Historical Society

5.5 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, commercial, and agricultural development rights with development that complies with Comprehensive Plan goals. Utilize the Town Board's expertise and adopt a strict/high threshold approval process to ensure land uses, regardless of big or small properties, do not adversely impact the health, general welfare, safety, and economic prosperity of nearby landowners, 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: Preserve the natural and scenic qualities farmland, lakes, and shorelines in the town.

Objectives:

- A. Support the protection of lakes and rivers and the control of aquatic invasive species.
- B. Recognize that different lakes have varying natural conditions affecting their environmental sensitivity or vulnerability to shoreland development.
- C. Balance the needs for environmental protection and responsible stewardship with reasonable use of private property and economic development.
- D. Carefully manage future development and land divisions on lakes that are developed or partially developed to prevent overcrowding that would diminish the value of the resource and existing shoreland property, minimize nutrient loading, protect water quality, preserve spawning grounds, fish and wildlife habitats, and natural shore cover.

Goal 4: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives:

- A. Conserve large contiguous wooded tracts to reduce forest division, maximize woodland interiors, and reduce the edge/area ratio.
- B. Consider the use of conservation land division design, which reduces further forest division.
- 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 5: Ensure all development projects include substantive buffers to mitigate the adverse impacts inherent to high-density, high-intensity land uses like gravel pits, campgrounds, storage facilities create (i.e., treescape). 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 6: 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, amenities and services, 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 7: 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.

5.6 Agricultural, Natural, & 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.

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

Agricultural Resources

- 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 five hundred 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 five hundred animal units shall comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management.
- 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. The development of lake associations and districts will be supported.
- ANC 18. Work to ensure secure public lake access where possible.
- ANC 19. 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 20. 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 21. Encourage the enrollment of private lands into local, state, and federal resource protection programs (such as Managed Forest Law etc.).
- ANC 22. Landowners in designated forestry areas will be encouraged to have a forestry management plan in place prior to development.
- ANC 23. 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 24. Establish a permit system and town review for events which have the potential to negatively impact natural resources (these events may include, but are not limited to fishing contests, land and water, and motorized vehicle races).
- ANC 25. 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 aquatic invasive species.
- ANC 26. 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 27. 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 28. 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 29. Identify, record, and promote preservation of historical, cultural, and archaeological sites within the town.
- ANC 30. 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.

5.7 Agriculture, Natural, and Cultural Resources Programs

Farm Service Agency (FSA)

The FSA Conservation Reserve Program (CRP) is a land conservation program in which in exchange for a yearly rental payment, farmers enrolled agree to remove environmentally sensitive land from agricultural production and plant species that will improve environmental health and quality. Contracts for land enrolled in CRP are 10-15 years in length.

Natural Resources Conservation Service (NRCS)

The NRCS Environmental Quality Incentives Program (EQIP) provides financial and technical assistance to agricultural and forestry producers to address natural resource concerns and deliver environmental benefits such as improved water and air quality, conserved ground and surface water, reduced soil erosion and sedimentation, and improved wildlife habitat.

Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

Wisconsin's Farmland Preservation Program administered by DATCP allows local governments to work with agriculture producers to identify prime farmland areas, preserve land, and protect soil and water quality. The program also helps to minimize land use conflicts by protecting agricultural lands. Eligible landowners can apply for tax credits if they meet certain criteria. Through the process of Farmland Preservation Planning, local producers, elected officials, and agencies look at past and present land use, economic factors, and development to plan for future farmland preservation and agricultural development.

Wisconsin Department of Natural Resources (WDNR)

The WDNR Targeted Runoff Management Program offers competitive grants for local governments for nonpoint source pollution. Grants reimburse costs for agricultural or urban runoff management practices in targeted, critical geographic areas with water quality concerns.

The WDNR Urban Nonpoint Source & Storm Water Management Grant Program offers competitive grants to local governments for the control of nonpoint source pollution that is carried by storm water runoff.

The WDNR Surface Water Grant Program provides cost-share grants for surface water protection and restoration. Funding is available for education, ecological assessments, planning, implementation, and aquatic invasive species prevention and control.

The WDNR Wisconsin Forest Landowner Grant Program is a cost-share program to assist woodland owners in protecting and enhancing their woodlands through stewardship plan development, tree planting/regeneration, soil and water protection and improvement, wetland and riparian enhancement, and wildlife habitat enhancement.

The WDNR Knowles-Nelson Stewardship Program supports several grant programs available to local governments and nonprofits. Stewardship grants fund recreational development and conservation land purchases statewide.

Burnett County

The Burnett County Shoreline Incentive Program encourages preservation and restoration of natural shorelines. Owners of these parcels receive an annual payment in return for ensuring permanent protection of the shoreline.

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 wellbeing and quality of life for those in the community. Issues and opportunities in the Town of Meenon 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 these issues affect residents of the Town of Meenon and are addressed directly or indirectly in the comprehensive plan.

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 Meenon'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. The Town of Meenon 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. The community 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. The Town of Meenon 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. If 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 Meenon 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 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. 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 includes information and analysis regarding the labor force and economic base of the Town of Meenon.

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 Meenon and in Burnett County.

Table 6-1: Town of Meenon and Burnett County Employment by Industry

Industry	Town of Meenon		Burnett County	
	Number	Percent	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	2	0.5%	153	3.4%
Construction	80	20.3%	447	10.0%
Manufacturing	79	20.1%	971	21.7%
Wholesale trade	13	3.3%	83	1.9%
Retail trade	52	13.2%	392	8.8%
Transportation and warehousing, and utilities	7	1.8%	220	4.9%

Information	2	0.5%	89	2.0%
Finance, insurance, real estate and rental and leasing	22	5.6%	203	4.5%
Professional, scientific, management, administrative, and waste management services	12	3.0%	216	4.8%
Educational, health care and social assistance services	51	12.9%	969	21.6%
Arts, entertainment, recreation, accommodation, and food services	30	7.6%	320	7.1%
Other services (except public administration)	16	4.1%	131	2.9%
Public administration	28	7.1%	284	6.3%
Total	394	100.0%	4,478	100.0%

Source: American Community Survey 5-Year Estimates 2015-2019

Of the estimated 394 full-time, year round civilian employed population age 16 years and over in the Town of Meenon, the majority worked in the construction (20.3%) and manufacturing (20.1%) sectors.

Table 6-2: Burnett County Employers

Employer Name	Business Description	Employment Size
Nexen Group Inc	Mechanical Power Trans Equip	50-99
Wayne's Foods Plus	Grocers-Retail	20-49
Webster Elementary School	School	20-49
Webster Middle School	School	20-49
Webster High School	School	20-49
North Memorial Ambulance	Ambulance Service	10-19
Northwest Passage	Social Service & Welfare Organization	10-19
Webster Ace Hardware	Hardware-Retail	10-19
Ingalls Clinic	Physicians & Surgeons	10-19
Fresh Start Coffee Roasters	Coffee Shop	10-19
Minit Mart	Convenience Store	10-19
Northwoods Lumber	Lumber-Retail	10-19
Wild Bill's Sporting Goods	Fishing Bait	10-19
Yellow River Pharmacy	Pharmacy	10-19

Source: Wisconsin Department of Workforce Development

Employment by Occupation

The previous section, employment by industry, described employment by the type of industry or business sector. Occupations within those sectors provides additional insight into the economy. According to Table 6-3, management, business, science, and arts occupations employ the highest numbers of people in both the Town of Meenon and in Burnett County as a whole.

Table 6-3: Town of Meenon and Burnett County Employment by Occupation

Occupation	Town of Meenon		Burnett County	
	Number	Percent	Number	Percent
Management, business, science, and arts occupations	143	26.0%	2,213	33.0%
Service occupations	115	20.9%	1,323	19.7%
Sales and office occupations	119	21.6%	1,227	18.3%
Natural resource, construction, and maintenance occupations	75	13.6%	785	11.7%
Production, transportation, and material moving occupations	99	18.0%	1,160	17.3%
Total	551	100.0%	6,708	100.0%

Source: American Community Survey 5-Year Estimates 2015-2019

Tourism Impact to the Local Economy

Information on tourism is not available at the town level; therefore, Burnett County data must be used for the Town of Meenon. The following information was acquired from the Wisconsin Department of Tourism.

Burnett County has a long history of being a vacation destination for visitors from across Wisconsin and bordering states and ranked 63rd in the state for visitor spending. Tourism plays an important role in the overall economy of the county and of local businesses in the town. Burnett County offers hundreds of miles of groomed trails for hiking, bicycling, snowmobiling, cross-country skiing, and horseback riding. Six golf courses and great fishing lakes covering more than 30,000 acres greatly contribute to the lure of the county.

According to the Wisconsin Department of Tourism, traveler spending statewide has continued to increase reaching an estimated \$13.7 billion in 2019. Tourism is an extremely vital part of Burnett County’s economy, and in 2019 direct visitor spending totaled \$25.9 million, a 1.51 percent increase from 2018. The total impact of tourism extends far into the county, contributing to schools and local governments. Visitors to Burnett County generated \$3.2 million in state and local taxes during 2019.

The economic impact to the Town of Meenon based on seasonal homes is significant due to its location where lakeshore development has created more seasonal residents. According to the 2010 U.S. Census, 45.66 percent of total housing units in the town are for seasonal, recreational, or occasional use.

6.3 Examples of Current Business and Industry

That HWY 70 Campground

Jenny Mangelsen redeveloped and opened a 15-acre+ full-service campground for seasonal and transient campers in the Town of Meenon in 2017 with the first operating year in 2018. Each site offers full hook ups; water, septic, electricity, and Wi-Fi. The campsite offers larger, pull-through RV sites for seasonal and weekend campers and a set-aside tent area for a total of over 110 sites, although Conditional Use Permits (CUP’s) only approved of 94 sites. The site for the campground was a reclaimed property that has a lot of history. It used to be a very well-known water park called Rainbow Park that was started in the early 80’s and the park had mini golf, a water slide, and bumper boats. After the park closed it sat empty until the Mangelsens purchased it. The purchase returned a dormant piece of property into a working asset. The

overall project startup funding injection was well above \$500,000, and the land has assessed recently for much more. NWRPC was part of the initial startup funding package as well as offering technical assistance to help That HWY 70 Campground put its startup plans together.

The Humane Society of Burnett County

The Peggy Schilling Animal Adoption and Education Center has been a passion project for the Humane Society of Burnett County (HSBC) for quite a few years and is nearly complete. The project location is on the corner of County Road D and Highway 35 in “Midtown” between Webster and Siren. The capital campaign fundraising has been very successful pulling in well over \$500,000 and has almost met projected renovation costs. HSBC was able to purchase the Baker Building on 7410 County Road D, Siren, in the mid-town area. The building was purchased through available cash funds and renovations began immediately. This building allows for a streamlined and efficient housing of the animals, with a safe and structured quarantine/sally port area for surrendered or rescued animals, a separate and delineated cat and dog area, wash bays, on site clinic, reception area, meet and greet room, utility room, dry storage, and offices. The energy savings alone will result in about a \$200 a month savings between separate meters and better energy utilization. Eventual plans will include renovating the rest of the building for an indoor exercise area that may eventually be opened to the public. Currently, dogs will be exercised outside in a secure area. The overall financial injection for the facility purchase and upgrades was well over \$700,000, and NWRPC assisted with the installation of the dog kennel parts - interior and exterior gates, exterior run panels, guillotine/flap door combos from interior run to exterior runs and flap doors between kennels to provide flexibility with managing the dog population. The expansion resulted in retaining 4 FTE and creating 1 FTE job at the onset.

6.4 Desired Business and Industry

Like most other communities in Burnett County, the Town of Meenon would welcome 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 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.

6.5 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the future land use map (Map 8-3) for the Town of Meenon. 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 Meenon is pro economic growth and opportunity, as generally described in the Town's Goals, Objectives, Policies, and Recommendations; however, most of the 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. There are also three industrial and business parks located in Burnett County, including the Webster Industrial Park located on Industrial Avenue, as well as the Grantsburg 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.



Photo: A person working on a machine (Photo Credit: NWRPC)

Environmentally Contaminated Sites

Brownfields, or environmentally contaminated sites are abandoned or underused properties where development may be problematic due to the presence or potential presence of environmental contamination. For local governments, brownfields are also real estate resources that can be investigated, cleaned up and redeveloped. According to the WDNR Bureau of Remediation and Redevelopment Tracking System (BRRTS), there are no “open” sites located within the town’s jurisdiction. There is one open environmental repair site within the Village of Webster (July 2021). “Open” meaning further remediation may be necessary.

6.6 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 the fulfillment of a respective 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, such as more restaurant and amenity options.

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 through a letter of support to all 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 to compete and complement the region.

Goal 3: Incorporate strategies and identify "missed opportunities" outlined in the Burnett County Residents' Survey Report to encourage and support introducing and maintaining local economic development activities and initiatives and remote/long distance employment, thereby increasing the revenue tax base within the county and the Town of Meenon.

Goal 4: Direct commercial activities to exiting public facilities and transportation corridors that are cost-effective and environmentally compatible with the rural character of the town.

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 potentially served with utilities, and free of major environmental constraints.
- C. Encourage infrastructure development and services necessary to serve new development.
- D. Limit commercial development to exist only within one quarter of a mile along any state highway corridors.

Goal 5: Support economic development in the town and region that comply with the vision statement and land use goals of the Town of Meenon.

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 Regional Planning Commission, and/or any other business development organization.
- 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 6: Identify and develop opportunities to better tie together the jobs demand to housing demands due to population increase in the community while balancing affordable housing options.

Goal 7: Develop partnerships with adjacent communities which impact our community of Meenon, such as industrial and commercial industries, and being sensitive towards development that takes place in the Town of Meenon to ensure sound development practices.

Goal 8: Support quality utility, communication, infrastructure, and transportation systems that promote, encourage, and expand economic development opportunities for full-time, part-time residents, and tourists.

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 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.

6.7 Economic Development Policies and Recommendations

Policies and recommendations should be driven by goals and objectives that are focused responses to the issues that your town is concerned about. These are two common examples of instruments and methods that your town can use when making desired changes. Policies and recommendations that have or will be identified in a particular community element has the potential to address and support another community element(s) in a simultaneous manner, therefore supporting your overall implementation strategy efforts in an efficient manner.

Policies identify the way in which activities which are believed and are appropriately conducted to fulfill the goals and objectives for your community. 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 looser 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.
- ED 12. Support and participate in the organization of apprenticeship, on-the-job training, and student work-study programs with local industry, schools, and government.
- ED 13. Support higher education and continuing education programs in the county.

6.8 Economic Development Programs

There are many programs at the federal, state, county, and regional level that can help the Town of Meenon 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 aid local units of government and businesses.

Federal Programs

USDA-Rural Development Programs

USDA Rural Development: Business and Industry Guaranteed Loan Program

Provides loan guarantees up to 80 percent for eligible projects. Maximum guarantees of up to \$10 million are available for each business. For more information: <https://www.rd.usda.gov/>

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

Provides loan guarantees of up to 90 percent for eligible projects; however, unless extraordinary circumstances exist, the program typically 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 towns with populations 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)

Fosters 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 used 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

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 SBA is a United States government agency that provides support to entrepreneurs and small businesses. Their mission 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". For more information, visit: <https://www.sba.gov/>.

State of Wisconsin 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 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 in or are willing to locate to Wisconsin.

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 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 Loan Guarantees

Assists with the expansion or acquisition of an existing small business. Eligible uses of loan proceeds include the purchase or improvement of land and buildings, purchase or improvement of machinery and equipment, purchase of inventory, funding of permanent and revolving working capital, financing soft cost, and refinancing existing debt. Maximum guarantee is the lesser of 50% or \$750,000 for all uses of proceeds except revolving working capital, which is the lesser of 50% or \$200,000. For more information: <https://www.wheda.com/>

Local and Regional Programs

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 Business Development Corporation

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.

Northwest Wisconsin Regional Economic Development Fund

Provides low-cost financing for businesses seeking to either start or expand their operations in Northwest Wisconsin. Financing is available for high technology businesses, manufacturing, timber, secondary wood products, facade improvements, service businesses, and the tourism industry. For more information: <https://www.nwrpc.com/879/Northwest-Regional-Economic-Development->

Northwest Wisconsin Business Development Fund (NWBDP)

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

A public-private initiative managed through the Wisconsin Technology Council. It 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.

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 Meenon, 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.

The Town of Meenon'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 Meenon 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 include protecting natural resources, stronger planning coordination efforts to institute and balance land zoning and ordinance efforts to protect quality of life for residents and visitors, alike, and adopting and executing land use practices that promote economic development activity in the community and potentially other towns, if desired.

In order to implement the town's plan for intergovernmental cooperation, this plan encourages the community 1) include the continuation of meeting and planning together on a multi-jurisdictional basis, based upon current practices, and 2) to explore new partnership opportunities (future endeavors), which we will identify through a set of recommendations in this planning chapter.

Over the long term, the town will continue to support service and facilities-sharing where there are sustainable benefits to town taxpayers, but most importantly, where social fabric can continue to be strengthened across boundaries. 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 Meenon:

- Winter maintenance and other services agreement with Hopkins Sand and Gravel
 - This agreement establishes a service agreement for winter maintenance and similar work for 49.5 miles of highway and road located in the town (per WisDOT Plat).
- Agreement establishing Webster fire district, 1999
 - This agreement documents the creation of the Burnett Area Fire District. It establishes a fire district commission and sets forth its operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the fire district's budgeted costs.

7.3 Relationship with School Districts and Adjacent Local Governmental Units

School Districts

The Town of Meenon is located within the Webster School District and Siren 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 Lincoln and Sand Lake for shared equipment.

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 Meenon 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 Meenon 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 Siren Webster Rural Fire District
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 Meenon 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. Legislative changes, action, or inaction that directly or indirectly results in a lack of local development control.	Adopt a local comprehensive plan 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 Town Planning Committee review land use and conditional uses to ensure undesired uses as stated in the Comprehensive plan are not approved.

Potential Conflict	Process to Resolve
<p>Siting of large-scale animal operations near residential and shoreland areas</p> <p>Siting of hi-intensity, hi-density commercial operations near (1,000') residential or shoreland</p> <p>Legislative action or inaction that directly or indirectly results in a lack of local development control.</p>	<p>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</p> <p>Burnett County to administer ACTP51 performance standards for livestock operations over 500 animal units</p> <p>As applicable, support County-wide rezoning efforts of Agriculture LUMAs to prevent factory-sized livestock operations.</p>
<p>Residential, commercial, or recreational development planned adjacent to Shoreland, residential, commercial, agriculture, or forestry areas or across a town boundary</p> <p>Private Road development not platted to applicable state public road standard.</p>	<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> <p>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 (e).</p>
<p>Concern over the ability or willingness of Burnett County Land Use and Information Committee fails or refuses to implement the recommendations of Town’s Comprehensive land Use Plan.</p>	<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 Plan is executed and followed.</p>

Potential Conflict	Process to Resolve
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 with Burnett County. Specifically, focusing upon how to strengthen cooperation and collaboration efforts related to land use and zoning, law enforcement, and economic development opportunities.

Goal 2: Align this town’s comprehensive plan with the Burnett County Comprehensive Planning efforts in a relevant and appropriate manner that will promote and strengthen intergovernmental cooperation, partnerships, and collaboration across the county and within the town.

Goal 3: As required, ensure the Town Planning Committee reviews proposed land uses, conditional uses, or zoning for compliance with the town’s land use goals and objectives.

Goal 4: Developing a user-fee based system that captures campground usage to support the county and the Town of Meenon’s revenue base.

Goal 5: Align local resources to the Economic Development Study to strengthen economic development activities and initiatives within the town and in adjacent towns.

Goal 6: Support county-wide economic and development opportunities through hiring a grant writer who will focus these efforts on how to identify business partnerships among the Town of Meenon and other towns and Burnett County.

Goal 7: 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.

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

Intergovernmental cooperation programs potentially available to the Town of Meenon include some of the following.

Wisconsin Towns Association (WTA)

The WTA is a statewide, voluntary, non-profit and non-partisan association of member town and village governments. More information: <https://www.wisctowns.com/>.

League of Wisconsin Municipalities

The League of Wisconsin Municipalities was created on December 14th, 1898 to help Wisconsin cities and villages share ideas and learn from one another, to train and provide information to the people elected and appointed to govern those cities and villages, and to advocate on their behalf with the Wisconsin Legislature, Governor, and state agencies. More information: <https://www.lwm-info.org/>.

Wisconsin Partnership

The Wisconsin Partnership is a collaborative effort of the four Strive Together-affiliated local collective impact partnerships in Wisconsin. Our goal is to create a state policy environment that enables each of these local partnerships to move further faster toward their goals for improving access to high-quality early care and education for all children. More Information: <https://wisconsinpartnership.org/>.

Northwest Regional Planning Commission

The Commission is the official comprehensive planning agency for the Northwest Wisconsin Counties of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn as well as the tribal nations of Bad River, Red Cliff, Lac du Flambeau, Lac Courte Oreilles, and St. Croix. Services provided by the Commission include comprehensive and land use planning; transportation improvement and corridor planning; open space, recreational and environmental planning; economic development; demographic information and projections; technical assistance to local governments; geographic information services and aerial photography distribution. For more information on the Commission visit its web-site at <http://www.nwrpc.com/>. Two recent economic development projects include That HWY 70 Campground and The Humane Society of Burnett County. For additional details regarding these projects see section 6.3.

Regional Housing Program

The Regional Housing Program is administered through Northwest Regional Planning Commission. Financial assistance, to qualifying applicants covers down payment assistance, home repairs, and rental unit repairs. More information: <http://nwrpc.com/956/Regional-Housing-Program>.

Northwest Affordable Housing

Northwest Affordable Housing (NWAH) makes available housing rehabilitation and down payment assistance to eligible clients throughout the ten counties the Northwest Regional Planning Commission (NWRPC) serves. Northwest Affordable Housing provides financial assistance in the form of a zero percent interest, deferred-payment loans for housing rehabilitation or to purchase a home.

Lead-Based Paint & Asbestos Testing

The Northwest Regional Planning Commission (NWRPC) maintains staff certified in lead-based paint and asbestos testing.

Northwest Cleansweep Program

The Northwest Cleansweep provides a workable, cost-effective, and efficient permanent hazardous waste collection program for the region. More information: <https://www.nwrpc.com/873/Northwest-Cleansweep-Program>.

2021 Comprehensive Economic Development Strategy (CEDS) Annual Performance Report

The Comprehensive Economic Development Strategy, or CEDS, is a short-term, five-year economic development plan required by the federal Economic Development Administration (EDA) of all federally recognized Economic Development Districts (EDD's). This 2021 Annual CEDS Performance Report analyzes Northwest Wisconsin's current economic conditions and serves as an update on the region's progress towards reaching regional goals and objectives and implementing the region's plan of action. More information: <https://www.nwrpc.com/CEDS2021>.

Northwest Wisconsin Regional Economic Development Fund

The Northwest Wisconsin Regional Economic Development Fund (NWREDF) administers its Revolving Loan Programs in partnership with local communities, Northwest Regional Planning Commission (NWRPC) and the Wisconsin Economic Development Corporation. NWREDF provides low-cost financing for businesses seeking to either start or expand their operations in Northwest Wisconsin. Financing is available for high technology businesses, manufacturing, timber, secondary wood products, facade improvements, service businesses, and the tourism industry. More information: <http://www.nwrpc.com/879/Northwest-Regional-Economic-Development->.

Northwest Wisconsin Business Development Corporation

The Northwest Wisconsin Business Development Corporation (NWBDC) administers its Revolving Loan Programs in partnership with the U.S. Economic Development Administration and the U.S. Department of Agriculture. NWBDC provides low-cost gap financing for businesses seeking to either start or expand their operations in rural areas of Northwestern Wisconsin.

Focus is placed on high technology businesses, manufacturing, timber, secondary wood products, and the tourism industry. More information:

<http://www.nwrpc.com/877/Northwest-Business-Development-Corporati>.

County Programs and Plans

Burnett County Development Association (BCDA)

The Burnett County Development Association assists in the retention and expansion of local businesses, and helps businesses relocate in Burnett County. The WCEDC also markets the County for business and industrial development, providing business planning, financing, infrastructure development, land use planning, and workforce development. More information:

<https://www.burnettcounty.com/72/Burnett-County-Development-Association-B>.

Local Plans and Programs 66.0301 - Intergovernmental Cooperation

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

66.0307 - Boundary Changes Pursuant to Approved Cooperative Plan

Under Section 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan, a schedule for changes to the boundary, plans for the delivery of services, an evaluation of environmental features, and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. The communities participating in the plan must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

Annexation

Wisconsin Statute, 66.021, Annexation of Territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

1. Unanimous Approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
2. Notice of intent to circulate petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
3. Annexation by referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

Burnett County cities and villages have grown, and will likely continue to grow, through the use of annexation. This plan encourages the Town of Meenon to continue communicating the need for cooperation and collaboration with adjacent territories and with the County to strengthen mutual trust and transparency to better ensure that future local plans and programs, any future boundary changes, or annexation is managed appropriately and respectfully between all jurisdictions.

7.8 Effective Intergovernmental and Non-Intergovernmental Cooperation

Developing and maintaining relationships by leveraging the following guiding principle-based statements are important to be considered when identifying future intergovernmental and non-intergovernmental cooperative-based relationships. It is imperative to keep in mind that while developing these new agreements that engaging with the Town of Meenon and early in the process will be so important as this establishes values and qualities for local leadership and the Town of Meenon, as a unit of government. For community leaders alike, there will continue being new opportunities when the community will present or leadership will present challenging, complicated, complex, or chaotic-based problems. These types of problems are not unique to the Town of Meenon. So, when welcoming communities early on when identifying and establishing new partnerships, then a more cohesive approach that will support the community and leaderships' concerns and aspirations, alike.

These challenges and problems, as noted above paragraph, can be attributed to various causes associated with the diverse or under-resourced populated community members in the Town of Meenon, a mismatch of interests between decision-makers and with the Town of Meenon community members, the all-to-often time-factor and deadline pressures that exist with decision-making, planning and project development or selection processes, limited internal government or community-based resourcing, and mis-management or project management approaches in the Town of Meenon's government efforts. The following are examples of how the Town of Meenon's leadership and governmental unit, as a whole, can consider values and

qualities when adopting a framework that encourages community to be at the table early on when developing and maintaining new formal agreements and partnerships:

- How can the Town of Meenon's leadership value community members in a way that encourages them to be collaborators? (Dignity)
- How can the Town of Meenon's leadership take notice to the community members' strengths and assets, experiences, and uniqueness? (Dignity)
- How will I invest in opportunities to focus on others' needs as well as mine? (Attentive)
- When facilitating, how can I promote these efforts through establishing mutual trust? (Relational)
- How do I practice genuineness and honesty during times of trouble? (Straightforward)
- How do I identify power, discuss this with the community, and when appropriate, offer negotiation, and share when necessary? (Recognition)
- How can I care for the community members' stories-by-experiences and the respective information that may be associated with it that have been entrusted to me? (Trustworthy)

It is recommended that the town leadership consider their gameplan before approaching their community. It is key to consider how those informational and engagement efforts will affect the community when intergovernmental partnerships are being considered. The comprehensive plan is only as successful as the adopted process is that supports *how* the plan will be managed and executed in practice within the Town of Meenon. Keep in mind that how this process is managed, will have a greater impact on the broader community, either negatively or positively.

This section acknowledges the importance of aligning your planning engagement approach to your already-current needs and motivations from the community when considering partnerships and cooperative agreements. The underlying key factor that will be crucial for executing the approach will be asking the following question: *Is this engagement human-centered-based?* There are multiple benefits that result from involving the community early on regarding the

Some of the realized community benefits include:

- Improved relevancy and effectiveness in public policy, the products and services that were and are designed to address the Town of Meenon's needs in the first place
- A reduction in conflict or tension between the community and leadership during the launch or execution period of a project or service.
- Produce efficiency in decision-making related to determining how the Town of Meenon's services will be used.

Some of the realized benefits for the Town of Meenon's leadership include:

- Gaining the community's perspective of the issue or concern at the moment.
- Reduces the associated risks of policy failure, service, or product through authentication.

- The ability for the problem to be viewed from a wider context, which results in a clearer understanding for the Town of Meenon.
- Meeting the needs of the community by focusing on targeted systems and services results in cost-savings for the Town of Meenon.
- Develop increased levels of trust and reliability, while also maintaining a positive image regarding reputation as a local unit of government to the community.
- Enhance efficiency in leadership and local unit of government operations, while also growing productivity.
- Focus on increasing resilience throughout the community's leadership and government services through adopting and executing nimble decision-making processes that encourage multiple iterative processes.
- Assists leaderships' in better understanding those issues and concerns which impacted by their choices.

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 Meenon.



8.2 Existing Land Use

Evaluating existing 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. The generalized existing land use pattern was defined through visual interpretation of digital aerial photography, field identification, and through consultation with the Town of Meenon (Map 8-1). Existing land uses were categorized based on a broad classification of use depicted in Table 8-1. Total Town of Meenon existing land use acreage is approximated in Table 8-2.

Table 8-1: Town of Meenon Existing Land Use Classifications

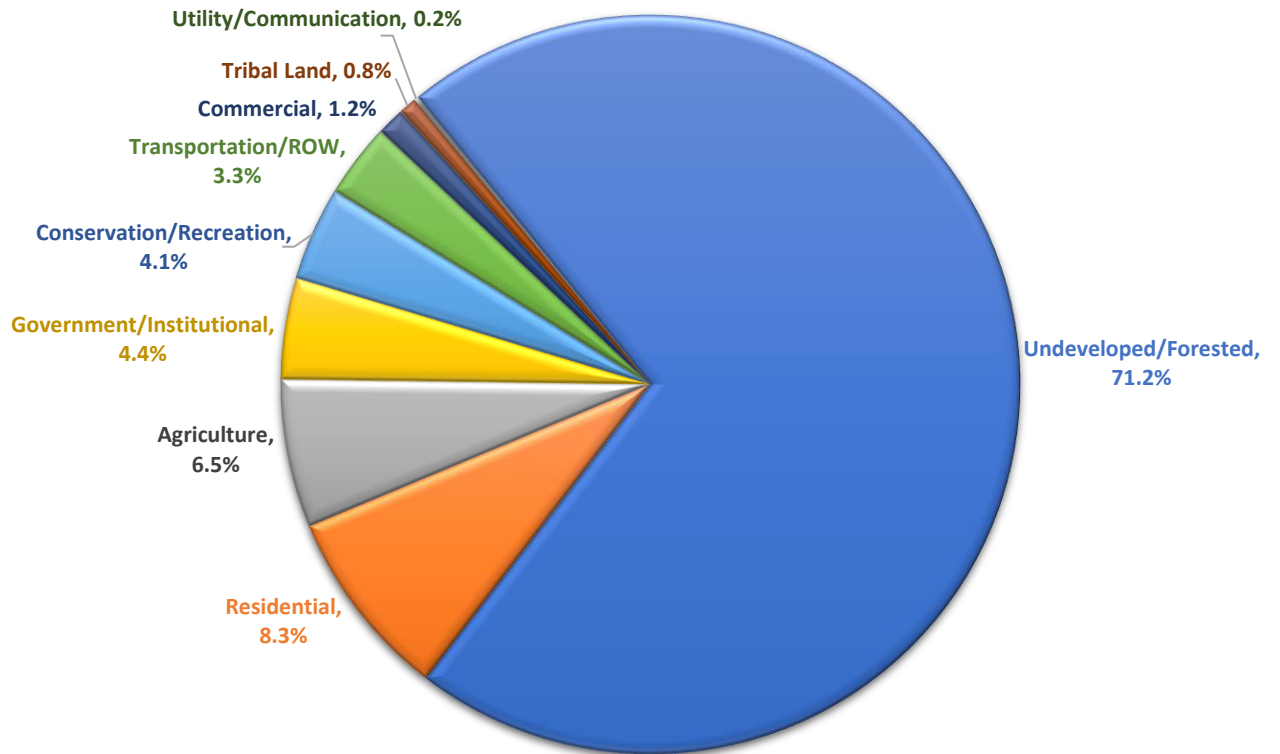
Classification	Existing Land Use
Agriculture	Primarily for crop production, livestock grazing, and dairy farming
Commercial	Retail sales or trade of goods and/or services, lodging and offices
Conservation/Recreation	Public, private, and nonprofit lands dedicated to the conservation of natural resources, natural beauty, wildlife, and fisheries. Public and private lands designed or designated as parks and recreation areas.
Government/Institutional	Government facilities used for administration or safety except for public utilities and areas of outdoor recreation. Public and private facilities for education, health, or assembly (e.g., churches), for cemeteries and related facilities
Industrial	Manufacturing and processing wholesaling, warehousing and distribution, and similar activities
Residential	Structures designed for human habitation including permanent, seasonal, and mobile housing units (not in a designated mobile home park)
Transportation/ROW	Public and private roads and right of ways
Tribal Land	St. Croix Chippewa Indians of Wisconsin Tribal Lands
Undeveloped/Forested	Forestlands and wetlands
Utility/Communication	Communications towers, electric transmission lines, and related facilities

Table 8-2: Town of Meenon Existing Land Use

Existing Land Use Classification	Acres	Percent
Agriculture	1,308.7	6.5%
Commercial	240.3	1.2%
Conservation/Recreation	830.33	4.1%
Government/Institutional	894.9	4.4%
Industrial	-	-
Residential	1,686.4	8.4%
Transportation/ROW	659.0	3.3%
Tribal Land	155.9	0.8%
Undeveloped/Forested	14,385.9	71.2%
Utility/Communication	38.1	0.2%
Total	20,199.5	100.0%

Source: Town of Meenon, Northwest Regional Planning Commission

Figure 8-1: Town of Meenon Existing Land Use
















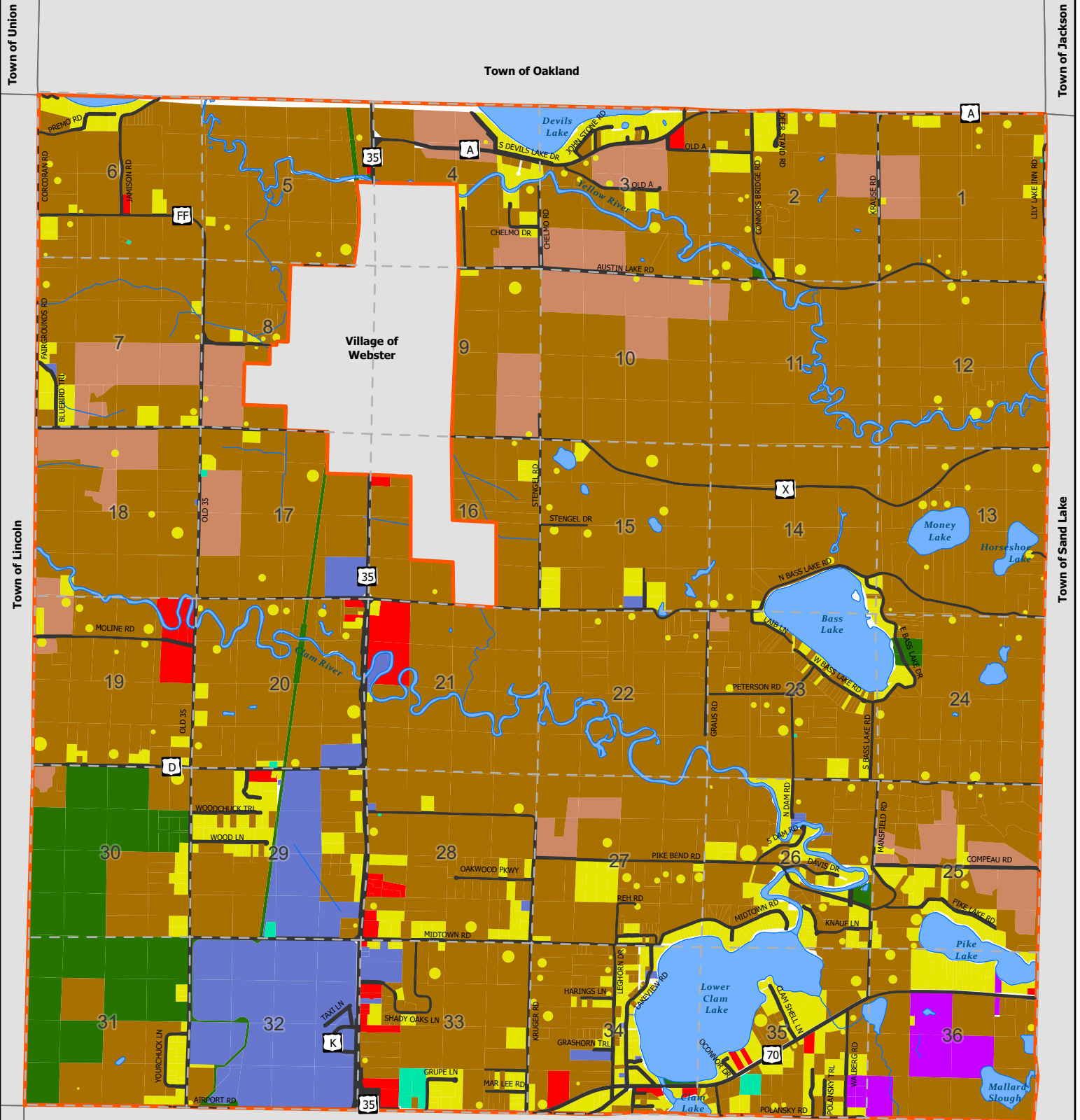
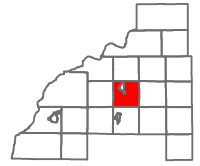
Source: Town of Meenon, Northwest Regional Planning Commission

Town of Meenon - Burnett County, Wisconsin

Comprehensive Plan 2022

Map 8-1: Existing Land Use

- | | | |
|---|---|--|
|  Agriculture |  Transportation/ROW |  PLSS Section |
|  Commercial |  Tribal Land |  Town Boundary |
|  Conservation/Recreation |  Undeveloped/Forested |  Lake/Large River/Flowage |
|  Government/Institutional |  Utility/Communication |  River/Creek/Stream |
|  Residential | | |



Town of Union

Town of Jackson

Town of Oakland

Town of Lincoln

Town of Sand Lake

Town of Daniels

Town of Siren

Town of La Follette

The Town of Meenon, with about 20,199 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 Meenon is still primarily an undeveloped, rural town, and passive land uses comprise most of the landscape. Undeveloped/forested is the single largest existing land use at 14,386 acres (71.2%), while residential use comprises about 1,686 acres (8.3%), and agriculture use comprises about 1,308 acres (6.5%).

Developed uses make up nearly 10% of the town’s landscape, which includes residential and commercial land uses. Residential is the single largest developed land use at 1,686 acres (8.3%) 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 along State Highway 70 and State Highway 35.

8.3 Zoning Districts

Map 8-2 identifies the local zoning districts within the Town of Meenon. Table 8-3 identifies approximately the number of acres dedicated to the zoning districts within the town. The largest zoning district is Agricultural-Residential (A-2) at 7,797 acres, while Residential (RR-1, RR-2, and RR-3) at 6,653 acres.

Table 8-3: Town of Meenon Zoning Districts

Zoning District	Acres	Percent
Agricultural-Residential District(A-2)	7,797	36.6%
Airport District (AP)	548	2.6%
Commercial District (C-1)	441	2.1%
Forestry District (F-1)	4,833	22.7%
Residential-Recreation District (RR-1)	1,364	6.4%
Residential-Recreation District (RR-2)	1,347	6.3%
Residential-Recreation District (RR-3)	3,942	18.5%
Resource Conservation District (W-1)	1	0.0%
Water Feature (WW)	1,016	4.8%
Total	21,289	100.0%

Source: Burnett County

Agricultural-Residential District (A-2)

This district is intended to primarily provide for the continuation of general farming and related activities in areas currently being used for such development and to additionally provide for limited residential development.

Airport District (AP)

This district is intended for municipal and private airports providing services for passengers and cargo.



Photo: Burnett County Airport (Photo Source: Burnett County)

Commercial District (C-1)

This district is intended to provide for the orderly and attractive grouping, at appropriate locations, of retail stores, shops, offices, and similar commercial establishments.

Forestry District (F-1)

This district provides for the continuation of forest programs and related uses in those areas best suited for such activities. It is intended to encourage forest management programs and also to recognize the value of the forest as a recreational resource by permitting as a conditional use certain recreational activities which when adequately developed, are not incompatible to the forest.

Residential-Recreation Districts (RR-1, RR-2, and RR-3)

RR-1: This district is intended to provide for year-round residential development and essential recreation-oriented services in areas of high recreational value where soil conditions and other physical features will support such development without depleting or destroying natural resources. The minimum average lot width is 150 feet with a 30,000 square foot minimum area.

RR-2: This district is intended to provide medium size lots for residential-recreational development as a means of preserving estate living and allowing lot size sufficient enough for recreational value. The minimum average lot width is 200 feet with a minimum lot area of 1 1/2 acres.

RR-3: This district is intended to provide for large size lots for residential-recreational development as a means to preserve the space characteristics of country living. The minimum average lot width is 300 feet with a minimum lot area of five acres.

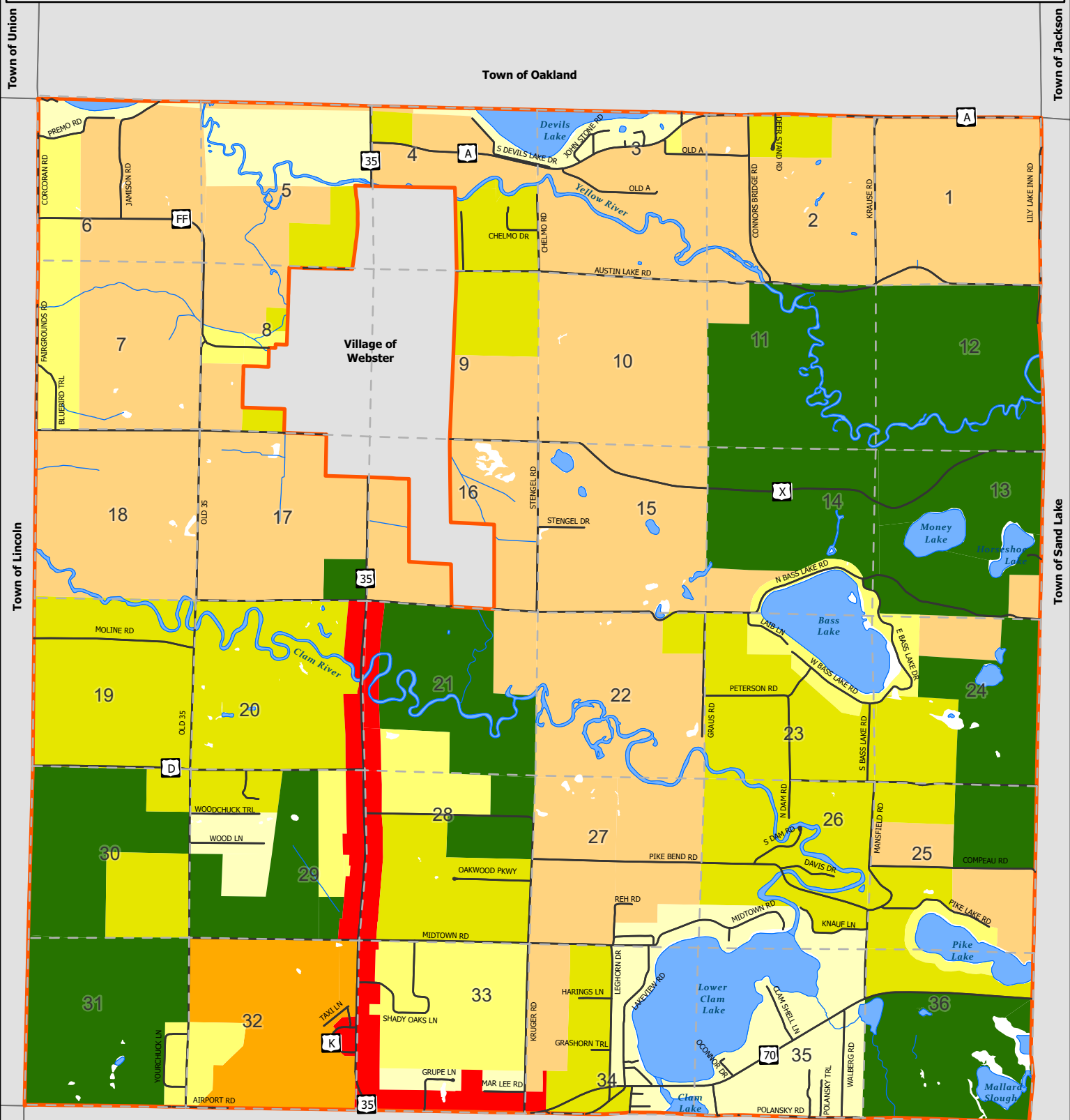
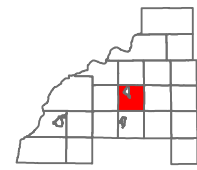
Resource Conservation District (W-1)

This district is intended to be used to prevent the destruction of natural or manmade resources and to protect watercourses including the shorelands of navigable waters, and areas which are not adequately drained, or which are subject to periodic flooding, where developments would result in hazards to health or safety, would deplete or destroy resources, or be otherwise incompatible with the public welfare.

Town of Meenon - Burnett County, Wisconsin

Comprehensive Plan 2022
Map 8-2: Zoning

- Agricultural-Residential District (A-2)
 - Residential-Recreation District (RR-1)
 - Residential-Recreation District (RR-2)
 - Residential-Recreation District (RR-3)
 - Resource Conservation District (W-1)
 - Forestry District (F-1)
 - Airport District (AP)
 - Commercial District (C-1)
 - Forestry District (F-1)
- River/Creek/Stream
 - PLSS Section
 - Town Boundary
 - Lake/Large River/Flowage



8.4 Projected Supply and Demand of Land Uses

Land demand projections attempt to identify future land needs based on current or anticipated trends. 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. These other indicators include but are not limited to the increase or decrease in average lot sizes, unforeseen changes in demographic variables, economic variables such as land prices, development policies and regulations, land supply, changing social and cultural values, transportation system improvements, and utility access.

Wisconsin's comprehensive planning statutes require that the comprehensive plan contain projections for future residential, agricultural, commercial, and industrial land uses based on the plan's background information for 20 years, in 5-year increments. Table 8-4 depicts the projected demand for residential, agricultural, commercial, and industrial land uses through 2040.

Table 8-4: Town of Meenon Projected Land Use Demand 2020-2040

Use	2020 Estimated	2025 Projected	2030 Projected	2035 Projected	2040 Projected	Change 2020-2040
Residential	1,686.4	1,777.6	1,830.4	1,883.2	1,936.0	+249.6
Agricultural	1,308.7	1,379.5	1,420.5	1,461.5	1,502.4	+193.7
Commercial	240.3	253.2	260.8	268.3	275.8	+35.6
Industrial	-	-	-	-	-	-

Source: Wisconsin Department of Administration, Town of Meenon, Northwest Regional Planning Commission

8.5 Density Management - A Different Approach to Managing Development

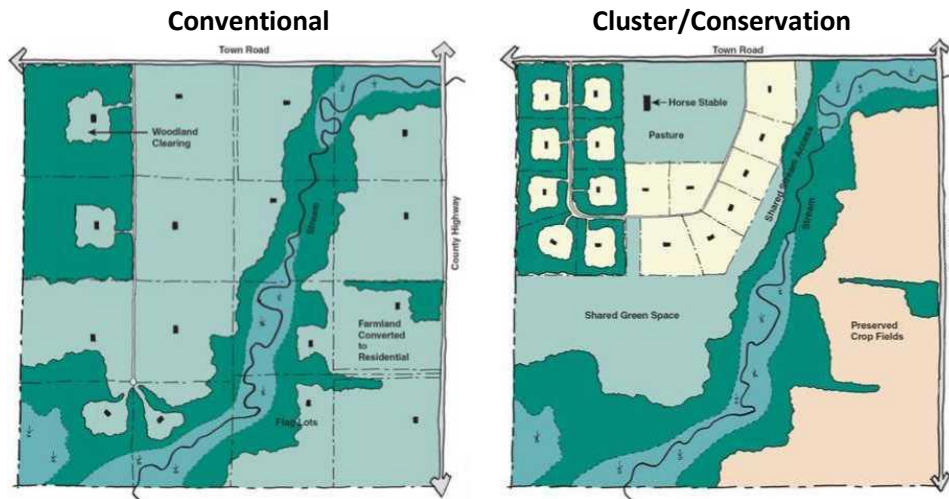
Burnett County manages growth through a zoning code that generally regulates the types of uses allowed and the associated minimum lot sizes that are required. The Town of Meenon Comprehensive Plan and the Burnett County Comprehensive Plan advocate an approach to establish certain maximum densities for 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 8.7.

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).

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; although it is realized that Burnett County has this option available, it is rarely used. 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. The following images show the difference between conventional residential lot development and cluster/conservation development:



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 8-3) 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 Meenon’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. 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 committee, and the Town Board, and any accepted changes were incorporated into the plan.

8.8 Future Land Use

The following Preferred Future Land Use Management Areas (LUMAs) have been utilized on the Town of Meenon Future Land Use Map (Map 8-3). 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.

Future Land Use Management Areas

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 Burnett County’s farmland preservation goals and maintains the rural, farm, and “northwoods” character of the Town of Meenon.
- **Focus:** Preserve and protect a full range of agricultural uses, while simultaneously maintaining the “northwoods” character of the town.
 - Maintain a viable agricultural base

- Control public service costs in rural areas by avoiding the need to extend urban services to scattered, isolated residential areas
 - Protect agriculture soils
 - Preserve and protect subsurface and groundwater resources
 - Preserve and protect the rural character and agricultural heritage of the town
- **Desired Uses/Conditional Uses:** All agricultural uses and production activities (livestock production, dairy, greenhouses, horse facilities, agriculture sales and service, agricultural storage, agricultural research and development, fish and wildlife management, timber harvest and milling, and aquaculture) sized to compliment and be reasonably consistent with the historical density of the farm. Sand and gravel extraction and home-based businesses would be permitted in accordance with county regulations. A limited amount of low-density rural residential development is allowable, 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 areas
 - New or expanded Private Roads not platted to applicable state geometric standard, per Wisconsin Statute 82.5

Recommendations:

- Ensure the Town of Meenon Land Use Planning Committee reviews all proposed land use and conditional use requests/applications for compliance with the Town of Meenon Comprehensive Plan. 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 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.

Commercial (C)

- **Purpose:** To represent commercial land use in the Town of Meenon and anticipate limited future commercial areas.
- **Focus:** Accommodate compatible low-intensity, low-impact commercial uses in areas that can support such activities
- **Desired Uses:** Low-intensity and low-impact commercial development
- **Undesired Uses/Conditional Uses:** High-intensity, high-impact commercial uses

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.
- **Focus:** 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

- 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.
- **Focus:** Protect this sensitive environmental area by promoting low density residential parcels. Establishing appropriate strategies to protect and preserve the Town of Meenon’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
 - 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)

Recommendations:

- Ensure the Town of Meenon Land Use Planning Committee reviews all proposed land use and conditional use requests/applications for compliance with the Comprehensive Plan. 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 and conditional uses that will protect this sensitive area and maintain the rural, “northwoods” character, particularly by avoiding high-density development.
- Discourage undesired and conditional uses that conflict with the Comprehensive Plan. Specifically, high density commercial, seasonal, or residential development; or factory farm development plans or projects.
- When applicable, support countywide rezoning projects that enhance, preserve, and protect the town’s vision and goals for SR LUMAs.

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.
- **Focus:** Maintain low density development to compliment and support the features and activities property owners enjoy in conjunction with reducing service costs to local taxpayers.
 - Maintain the rural character of the area
 - Accommodate local conservation land and associated land management such as Quality Deer Management (QDM) programs
 - Accommodate private forestry efforts
 - Reduce forest fragmentation
 - Accommodate quality outdoor recreational experiences
 - Limit sporadic and inefficient development
- **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 or, 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 the shoreland district (streams, rivers, lakes)
 - New or expanded commercial development not in close proximity to the town's existing commercial areas
 - New or expanded Private Roads not platted to applicable state geometric standard, per Wisconsin Statute 82.50
- **Recommendations:**
 - Ensure the Town of Meenon Land Use Planning Committee reviews all proposed land use and conditional use requests/applications for compliance with the Comprehensive Plan. 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 and conditional uses to enhance or preserve natural resources, especially wetlands, forestlands, and surface waters.
 - Discourage undesired and conditional uses that conflict with the Comprehensive Plan (high density commercial or residential and/or factory farm development).
 - When applicable, support county-wide rezoning projects that enhance, preserve, and protect the town's vision and goals.
 - 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, outdoor recreation, and residential land uses.
- Promote clustering of homes and preservation of land for open space, natural resources, and recreation.
- Position new development 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.

Public Resource (PR)

- **Purpose:** To designate existing public lands and wetlands that are not planned for development.
- **Focus:** Maintain natural features and areas as community assets and conserve these features for future generations. Prohibit development in areas which are not suited.
- **Preferred Use:** Forestry, passive recreation, wildlife protection activities, and fisheries as possible uses.

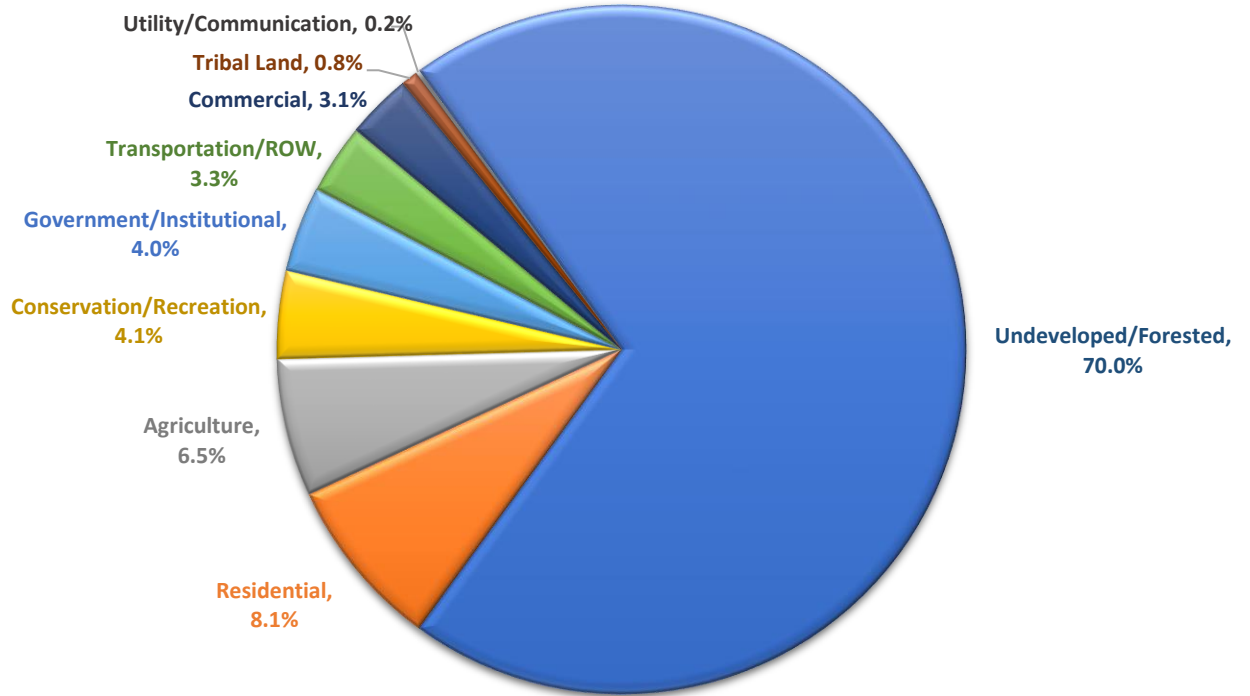
Table 8-5 and Figure 8-2 display the distribution of each Future Land Use Management Area as shown on the Future Land Use Map.

Table 8-5:Town of Menon Future Land Use

Future Land Use Classification	Acres	Percent
Agriculture	1,298.0	6.5%
Commercial	616.1	3.1%
Conservation/Recreation	830.3	4.1%
Government/Institutional	804.1	4.0%
Residential	1,615.9	8.1%
Transportation/ROW	659.0	3.3%
Tribal Land	155.8	0.8%
Undeveloped/Forested	14,042.5	70.0%
Utility/Communication	31.3	0.2%

Source: Town of Meenon, Northwest Regional Planning Commission

Figure 8-2: Town of Meenon Future Land Use



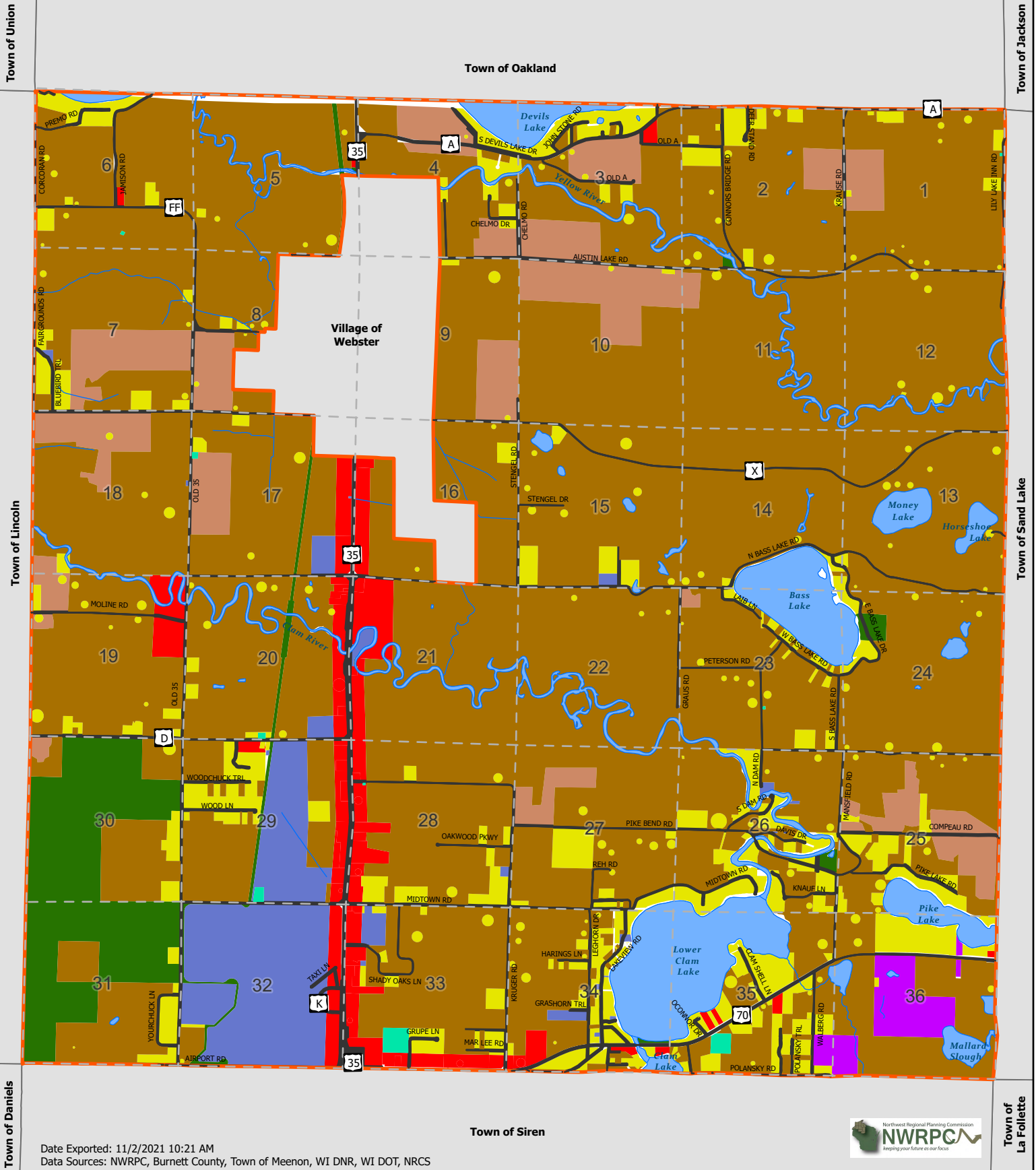
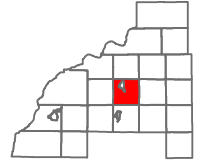
Source: Town of Meenon, Northwest Regional Planning Commission

Town of Meenon - Burnett County, Wisconsin

Comprehensive Plan 2022

Map 8-3: Future Land Use

- | | | |
|--------------------------|-----------------------|--------------------------|
| Agriculture | Transportation/ROW | PLSS Section |
| Commercial | Tribal Land | Town Boundary |
| Conservation/Recreation | Undeveloped/Forested | Lake/Large River/Flowage |
| Government/Institutional | Utility/Communication | River/Creek/Stream |
| Residential | | |



8.9 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Meenon. 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

- Campground development
- Lack of screening or buffering between incompatible uses
- 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
- Meeting the service needs of newly developed areas
- Over-consumption of rural lands by large lot subdivisions
- Loss of rural character in some locations
- Wind energy towers
- Increasing ATV/UTV use on town roads

8.10 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Meenon 2022-2042 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.

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, which 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.

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) Located in a zoning district where such use is allowed.
 - b) Maintain compliance with the specific requirements of the zoning ordinance.
 - c) Are a secondary use of a primarily residential property.
 - d) 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 a commercial or industrial use.
- LU 11. Proposed conditional uses shall meet the following criteria for 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

Burnett County

The following Burnett County programs are identified here because implementation of the Town of Meenon’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.

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. It also enforces a Subdivision Ordinance which regulates division of land parcels.

The Land Information Office was established within the Property Listing Office and is under the direction of the Land Information Officer. The officer'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.

9. Implementation

9.1 Introduction

The *Implementation* element establishes a framework for accomplishing the goals and objectives of the Town of Meenon Comprehensive Plan. The foundation for plan implementation is the **action plan**, which includes a compilation of programs and specific actions to be completed in a stated sequence.

An action plan is intended to initiate 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

9.2 Action Plan

The recommended actions are listed in priority order within each of the four implementation areas as noted in *Timing*. 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 Committee
Timing: June 2022

2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).
Responsible Party: Town Board
Timing: August 2022

Periodic Actions

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

2. Task: Conduct a comprehensive plan update (*Implementation* element).

Responsible Party: Plan Committee, Town Board

Timing: Every 5-10 years, or as needed

Consideration: Incorporate latest Decennial Census data in plan update.

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: 2023-2024 (Every 1-2 years)

Medium Term Actions

1. Task: Distribute an intergovernmental cooperation update (*Intergovernmental Cooperation* element).

Responsible Party: Town Board

Timing: 2025-2027 (Within 3-5 years)

2. Task: Review and evaluate existing intergovernmental agreements and services (*Intergovernmental Cooperation* element).

Responsible Party: Plan Committee and Town Board

Timing: 2025-2027 (Within 3-5 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 Committee and Town Board

Timing: 2027 (5 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 Committee and Town Board

Timing: 2023-2024, and as needed

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 Committee and Town Board
Timing: 2023-2024, and as needed

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 Committee and Town Board
Timing: 2025-2027 (within 3-5 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 Committee and Town Board
Timing: 2023-2025
2. Task: Consider development of a historic preservation ordinance (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Committee and Town Board
Timing: 2027 (5 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 Committee
Timing: Annually
2. Task: Review ordinances and fees for their impacts on town administration and development applicants (*Housing* element).
Responsible Party: Plan Committee
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 Committee
Timing: As needed
8. Task: Maintain an inventory of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Committee
Timing: As needed

Opportunities for Communication

As a community's needs change, so does the need to improve communication. These include both internal and external communications amongst government entities and citizens. This better ensures that services are not only improved over time, but that delivery of services are relevant, meaningful, and transparent. Meanwhile, government allowing communities to convey their needs, requests, and concerns related to these services provides for two-way dialogue. Proactively partnering with and engaging with community members on an ongoing basis, as opposed to an as-needed basis or from a reactive standpoint, can bring new opportunities to the table, especially when it comes to addressing community issues.

Apart from following local, state, and federal guidelines for specific laws regarding external communication (i.e., Wisconsin Comprehensive Planning Law), this comprehensive plan encourages its government members to seek new partnerships with families and businesses to ensure that all needs are being heard on an ongoing basis and that solutions can arrive to a more comfortable result for the community.

Engaging with community members early in the decision-making process also better guarantees that the community's perspectives are accounted for early on in the process, which impacts how issues are viewed, how solutions are valued and prioritized, and determines what solutions warrant the most relevant and appropriate outcomes for the community.

There are many ways in which government can improve its communications, both internally and externally. These include:

- Develop an internal government process that accounts for the following considerations:
 - Develop an approach that places the human at the center of the problem-solving discussion by understanding the context of their issue, need, and solution through empathy by:
 - Understanding their environment and observe those details
 - Interview to confirm and build narrative
 - Journey mapping
 - Reframing the question/how the problem is viewed

So, what can this look like in practice? Ideas to Consider...

- Focus on bringing diverse and conflicting viewpoints to the same table. This can bring more varied, broad-ranging, and reasonable solutions.
- Political, social, or cultural diversity are often represented as common distinguishments between all community members.
- Invite the government officials and members to the same table.
- Stay away from introducing pre-identified solutions to a community issue. Often, this is what creates deadlock in solution-making, therefore resulting in no true, meaningful, or impactful changes within the community.
- Remember that multiple iteratives in your problem-solving approach is normal and is healthy for continuing to appropriately identify the problem and to produce creative alternative-based solutions. (Do not forget to present EVERY option as a potential solution and evaluate all those options.)

These ideas can be integrated into exercises that the Town of Meenon could accommodate for the community when addressing issues. Great examples of when a community can implement these exercises are when there is a desire for developing new partnerships and collaborative efforts and in implementing policy, tools, and strategies for addressing any issue. Collectively, when multiple partners and communities are in the same room carrying out such actions, as expressed above, this can yield a solid framework for problem-solving, therefore creating relevant outcomes for all.

9.3 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in effect in the Town of Meenon and summarizes recommended changes to each of these ordinance types.

Code of Ordinances

Current Status

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

- Plan Committee 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 Meenon's zoning information is displayed on Map 8-2 and Table 9-1.

Recommended Changes

Zoning ordinances will be one of the key tools that the Town of Meenon 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 Meenon Zoning 2020

Zoning Classification	Acres	Percent
Agricultural-Residential District (A-2)	7,797.0	36.6%
Airport District (AP)	548.0	2.6%
Commercial District (C-1)	441.0	2.1%
Forestry District (F-1)	4,833.0	22.7%
Residential-Recreational District (RR-1)	1,364.0	6.4%
Residential-Recreational District (RR-2)	1,347.0	6.3%
Residential-Recreational District (RR-3)	3,942.0	18.5%
Resource Conservation District (W-1)	1.0	0.0%
Water Features	1,016.0	4.8%
Total	21,289.0	100.0%

Source: Burnett County

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

**Zoning Draft Development:
Coordination and Evaluation Criteria
Critical to County/Town Mutual Benefits**

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

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 9-1. 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 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, polices 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 any parcel less than 40 acres.

Recommended Changes

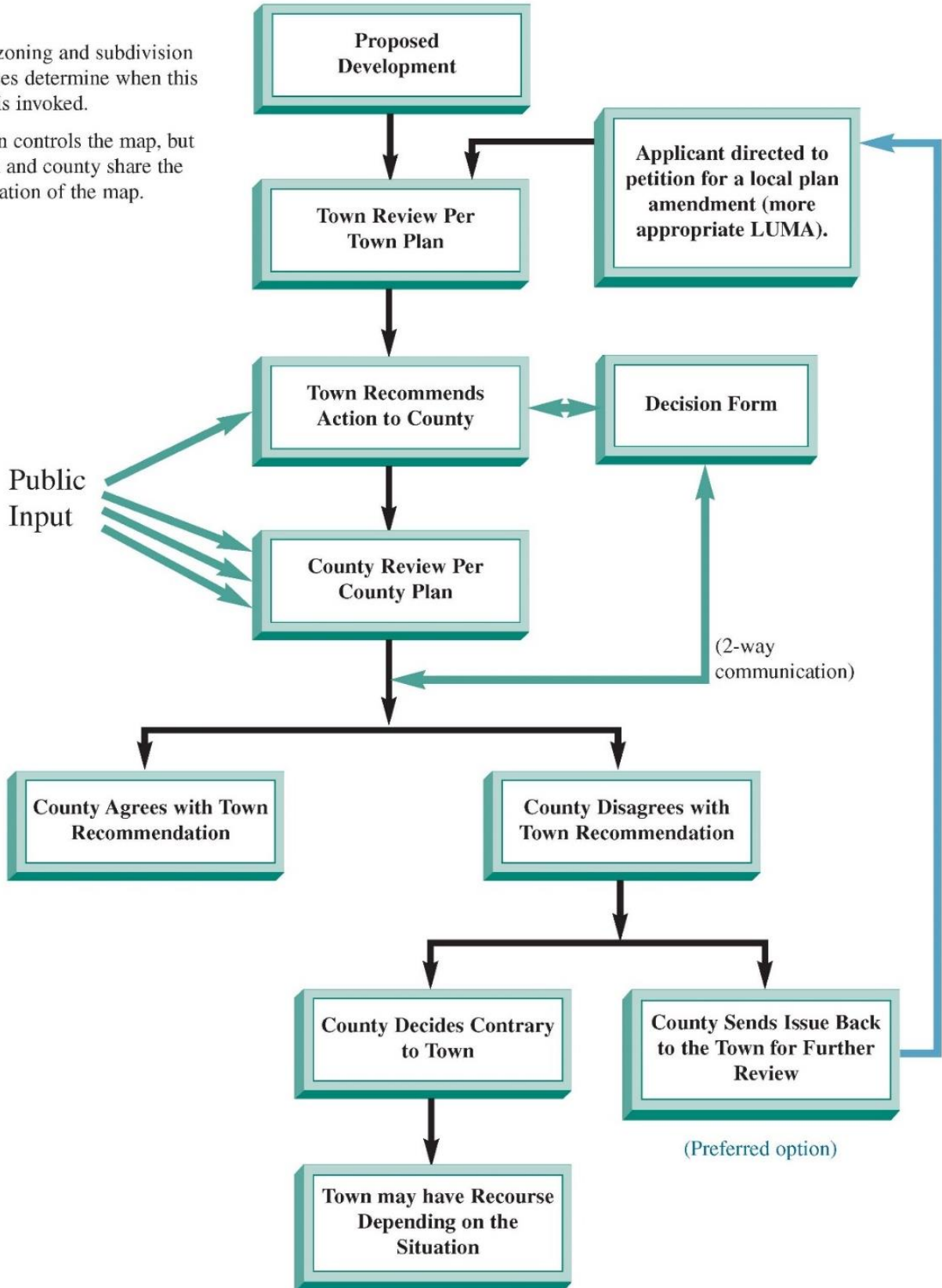
Land division ordinances will be another key tool that the Town of Meenon will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Burnett County to modify the County Subdivision Ordinance for achievement of the town's vision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

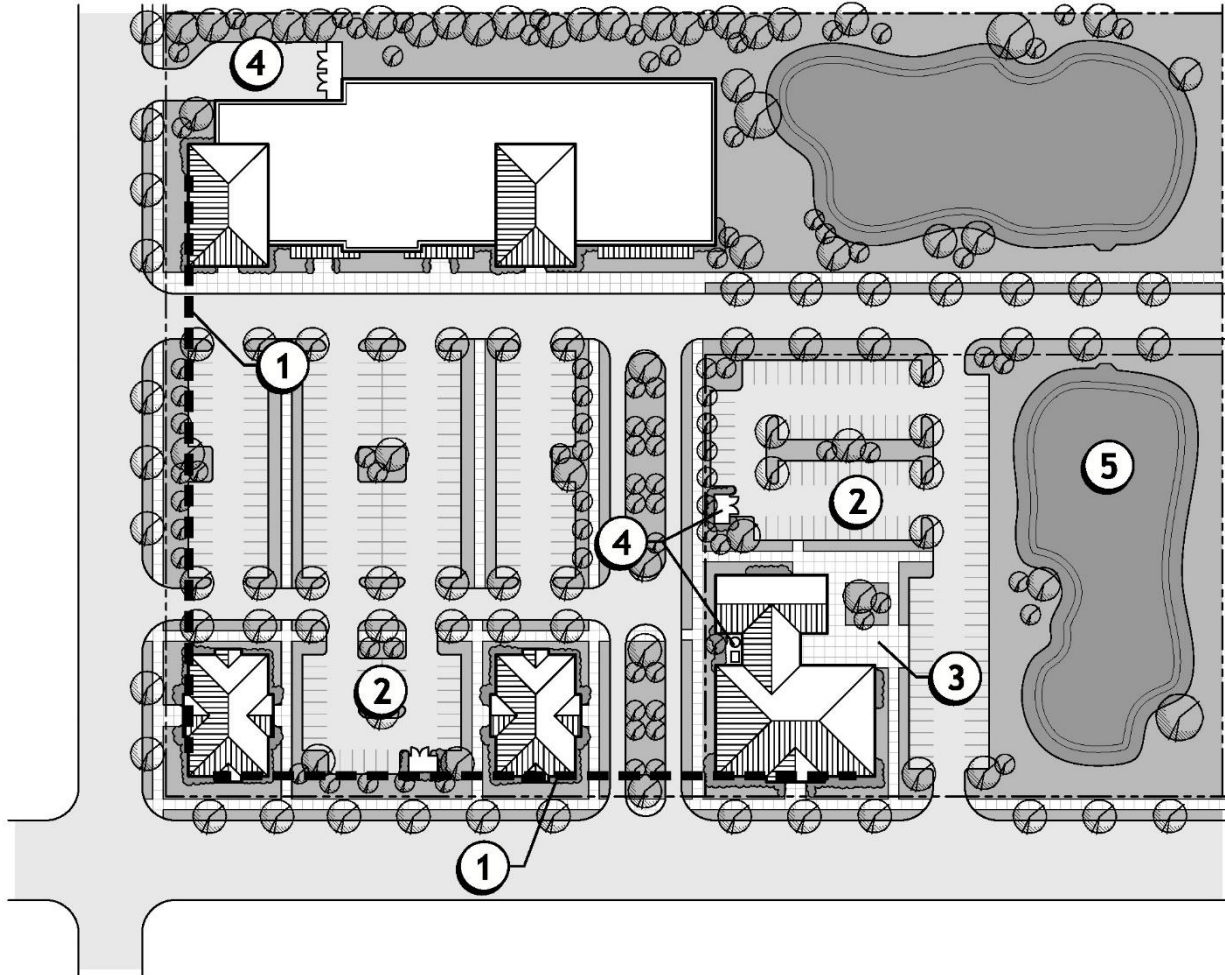
Site plan and design review standards are not currently administered by the town. Site design refers to the overall layout of the site and the relationship of major features such as buildings, streets, parking and supporting elements.

Recommended Changes

The town does intend to review development applications in conjunction with the Plan Committee. 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 9-3 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 9-3 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 9-3 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.

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. Burnett County has a sign ordinance.

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

Although erosion control and stormwater management ordinances are not currently administered by the town, the Town of Meenon's Unified Dwelling Code (UDC) Inspector does oversee some erosion requirements on new construction. 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 Meenon. The Wisconsin Department of Natural Resources does oversee stormwater on sites that exceed one (1) acre of disturbed area.

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. Burnett County does not have an ordinance to support historic preservation.

Building, Housing, and Mechanical Codes

Current Status

Building, housing, and mechanical codes are not currently administered by the town; although the Town of Meenon's Unified Dwelling Code (UDC) Inspector does in some cases.

Recommended Changes

No specific recommendations have been brought forward in regard to creating building, housing, and mechanical codes. Burnett County does not have ordinances that focuses on "how" a building must be constructed.

Sanitary Codes

Current Status

The Burnett County Sanitary Ordinance applies to the town.

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 currently administered by the town. Refer to SS 82.50 (e)

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 SS 82.50(e)

Recommended Changes

- No specific changes to road construction specifications are recommended at this time.

9.4 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).

The *Town of Meenon 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).
- 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).

9.5 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The Town of Meenon 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 Committee Recommendation.** The Plan Committee recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Committee. The vote shall be recorded in the minutes of the Plan Committee. 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 Committee 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 Information 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.

9.6 Measurement of Plan Progress

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

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Meenon 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 Committee and results reported to the governing body and the public.

9.7 Implementation Goals and Objectives

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

Goal 1: 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 Town of Meenon 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.)

9.8 Implementation Policies and Recommendations

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

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.

9.9 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 Committee 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 9.5.