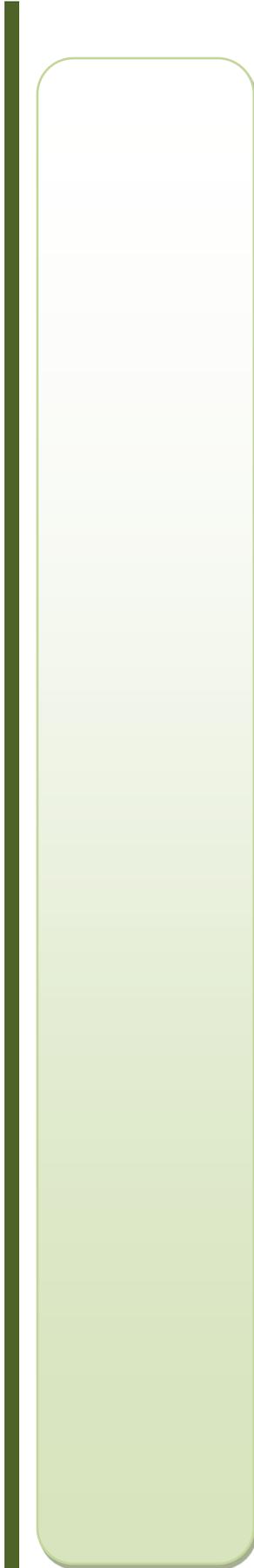


TOWN OF OAKLAND POLICY PLAN



BACKGROUND

Introduction

In October of 2006, the Town of Oakland was a co-applicant to a countywide multi-jurisdictional planning proposal to the Wisconsin Comprehensive Planning Grant Program. The proposal involved 11 towns, 4 villages and the City of Superior. Funding for the project was announced in March of 2007. The Town of Oakland formed an advisory “planning committee” in November of 2007. The committee was charged with plan development and implementation of the Public Participation Plan. The Town of Oakland dissolved the ad-hoc planning committee and a formal Planning Commission was appointed by the Town Board on March 9th, 2010. The newly-formed Planning Commission reviewed the draft plan and recommended formal adoption by the Town Board. A public hearing on the draft plan was held on February 16th, 2010 and the plan was officially adopted by the Town of Oakland Board on March 9th, 2010.

What is Comprehensive Planning?

The Comprehensive Plan for the Town of Oakland is a document which provides the framework and policy direction for making land use decisions. The plan provides information on the existing conditions within the Town of Oakland, assesses the issues facing the community, establishes a vision for future growth, and formulates goals, objectives and strategies to achieve the community's long range vision.

In October 1999, former Wisconsin Governor Tommy Thompson signed into law sweeping changes implementing one of the most comprehensive pieces of land use legislation to affect local units of government in Wisconsin (towns, cities, villages, counties, and regional planning commissions). Chapter 66.100, Wisconsin State Statutes defines the criteria for developing comprehensive plans to address local land use issues. This new legislation requires comprehensive plans to address nine planning elements, each representing a unique aspect of community composition. Under the new requirements, plans must contain specific information related to:

- Issues and Opportunities
- Housing
- Utilities and Community Facilities
- Agricultural, Cultural and Natural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Transportation
- Implementation

Under the Chapter 66 legislation, beginning on January 1, 2010, certain actions of a local governmental unit (s. 66.1001 (3)) that affect land use must be consistent with that local governmental unit's comprehensive plan. The actions to which this requirement applies are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands.

Description of the Planning Process

The Comprehensive Plan for the Town of Oakland chronicles the research and analyses that provide the fundamental building blocks of the community visioning process. The plan contains growth trends and projections and makes specific recommendations for amending public policy in the Town of

Oakland in order to achieve its planning goals. The plan was developed by the Town of Oakland Planning Committee over a 30-month period between May of 2007 and November of 2009. Local survey results and public input received during the planning process formed the basis for the community's visioning process. The development of local policies, the future land use map and other plan Implementation measures were largely based on background data/trends analysis, growth forecasts, survey results, and public comment. An intergovernmental coordination planning meeting between the Town of Oakland and adjoining jurisdictions was held to ensure consistency across jurisdictional lines.

Plan Organization

The comprehensive plan for the Town of Oakland is a two-part document, consisting of a **background report** and a **policy document**. The background report contains detailed information, statistics, assessments information and findings of fact concerning each element of the Comprehensive Plan. This material provides the basis by which the Plan's goals, objectives, policies and actions were created. The policy document contains the community's long term goals, objectives, polices and actions; along with local planning issues, plan forecasts, procedures for public participation and plan maintenance and other relevant community planning information.

How to Use the Plan

The comprehensive Plan for the Town of Oakland is meant to serve as a guide, against which future development proposals can be reviewed to determine whether they are consistent with the town's goals and objectives. The Comprehensive Plan is to be used by the Town of Oakland Planning Commission when reviewing matters relative to land use in the Town of Oakland. Using the plan as a guide, the Planning Commission will provide a recommendation to the Town Board to approve or deny land use proposals brought before the community. The plan should also be used by those with development interests in the community to create plans which are consistent with community desires.

Public Participation Plan

Wisconsin's Comprehensive Planning law requires public participation throughout the comprehensive planning process and requires municipalities to adopt written procedures for public participation (§66.1001(4)(a)). The Town of Oakland adopted written procedures for public participation (Public Participation Plan) in October of 2008. Participation guidelines contained within

this document were intended to provide for meaningful input into the process; provide for distribution and public access to plan-related materials and develop formal mechanisms for the public to ask questions or to provide comments. The Public Participation Plan for the Town of Oakland is included in **Appendix A**.

Joint Planning Agreement

Upon initiation of the countywide multi-jurisdictional planning project, the Town of Oakland entered into a joint planning agreement with Douglas County. This agreement outlines county and local jurisdictional responsibilities within the planning process, plan relationships and incorporation of local plans into countywide comprehensive plan and participation requirements. The joint planning agreement between Douglas County and the Town of Oakland is included in **Appendix B**.

Community Planning Survey

In the early summer of 2007, the Douglas County Comprehensive Planning Committee developed a 33-question survey instrument to collect broad public input on a wide range of planning issues.

In October of 2007, written surveys were distributed to property owners in Douglas County towns and villages. Landowner mailing addresses were obtained from the Douglas County tax roll. An on-line (internet-based) option was also available for those wishing to complete the survey digitally. The countywide adjusted response rate (hard copy and digital) for the survey was 20.9%.

A total of 96 surveys were returned from Town of Oakland property owners. An additional 7 online surveys were completed by individuals who indicated they were residents of the Town of Oakland. The combined response rate (written and internet-based) was 18.0%. The Town of Oakland survey response tabulation is included in **Appendix C**.

Existing Plans

Several existing plans were reviewed as part of the Town of Oakland planning process to ensure coordination and consistency between this plan and the planning efforts of overlapping jurisdictions. **Table 1** below identifies plans which were evaluated by the Town of Oakland.

TABLE 1: EXISTING PLAN REVIEW, TOWN OF OAKLAND

State of Wisconsin	Author	Year	Review
Wisconsin Bicycle Transportation Plan 2020	WiDOT	1998	
Wisconsin State Highway Plan 2020	WiDOT	2000	
Wisconsin State Airport System Plan 2020	WiDOT	2000	
State Recreational Trails Network Plan	WiDOT	2001	
Midwest Regional Rail System	WiDOT	2000	
Wisconsin Pedestrian Plan	WiDOT	2001	
Translink 21	WiDOT	1994	
Brule River State Forest Master Plan	WDNR	2003	
Statewide Comprehensive Outdoor Recreation Plan 2000-2005	WDNR	2000	
State of Wisconsin Hazard Mitigation Plan	WEM	2001	
Wisconsin Historic Preservation Plan; 2006–2015	WHS	2005	
St. Louis River Area of Concern Remedial Action Plan	WDNR, MPCA	1992	
Douglas County			
Douglas County Forest Comprehensive Land Use Plan 2006-2020	County	2008	
Douglas County Hazard Mitigation Plan	County	2004	
Douglas County Outdoor Recreation Plan	County	2003	
Lake Superior Lakewide Management Plan	LSBP	2004	
Douglas County Land & Water Resource Management Plan	County	2005	
Metropolitan Interstate Council (MPO communities only)			
Access and Mobility for People and Freight 2030	MIC	2005	
Duluth-Superior Tourism and Transportation Plan	MIC	1999	
TSM Assessment of MIC Roadways in Wisconsin	MIC	2007	
Duluth-Superior Metropolitan Pedestrian Plan	MIC	1999	
2008-2011 Superior Metropolitan Area TIP	MIC	2007	



General plan recommendations or policies broadly apply to the Town of Oakland



Plan has specific recommendations or policies which apply to the Town of Oakland¹



Plan is not applicable to the Town of Oakland

¹ Plan reference is detailed under the appropriate Policy Plan section of this document

ISSUES & OPPORTUNITIES

Features that Define **Community Character** in the Town of Oakland

1. Industrial Forest
2. Friendly People
3. Open areas (hunting)
4. Working farms
5. Community Minded (volunteer fire department)
6. Value privacy
7. Town and County forests
8. Lakes, rivers, streams (fishing, boating)

Transportation issues facing the Town of Oakland

1. Cost of energy
2. No public transportation (aging population)
3. County ignored their roads for too many years
4. Loggers damage roads
5. Illegal truck traffic on Highway B avoiding scales

Housing issues facing the Town of Oakland

1. Lack of consistency and timeliness in County permitting process
2. Inability to obtain answers from various agencies involved (DNR, Corps of Engineers etc.)
3. Affordability
4. Developers and resulting need for concentrated services (fire protection); developers always promise more tax income for the town; studies actually show more cost to the town

Public utility and community facility Issues facing the Town of Oakland

1. Construction of town office could lead to better communication
2. Ice skating rink
3. Improved equipment at park

Agricultural, cultural and natural resource issues facing the Town of Oakland

1. What if County decided to sell off County land in the town?
2. Need to keep land zoned forest; those who want to keep a few horses should be allowed to do so while keeping forest zoning

Important natural and scenic features in the Town of Oakland

Lakes, rivers, streams, forests

Land use issues facing the Town of Oakland

1. Maintain rural quality – rural density
2. Too rapid development without good planning
3. Superior-Murphy Oil – air quality, water quality
4. Enbridge Pipeline – potential for spills (water table, streams)

Strengths in attracting new business & industry

1. Quality of life

Challenges and difficulties in attracting and/or retaining new business & industry

1. Taxes
2. Regulations

STRENGTHS, WEAKNESSES, OPPORTUNITIES & THREATS

STRENGTHS

1. Town-owned equipment in good shape
2. Town roads are, for the most part, good in all weather
3. Public access to ATV/snowmobile trails
4. Good tax base
5. Proximity to:
 - Recreation
 - Health services
 - Universities
 - Job opportunities
 - Planetarium, aquarium
6. Family connections
7. Agreement by residents in 2001 survey that it is important to protect:
 - Surface Waters (A1)-86.6%*
 - Ground Water (A3)-92.2%*
 - Air (B1)-79.3%*
 - Integrity of forest
 - Preserve rural character
8. Significant proportion of population actually involved in some way in managing resource/deriving income/long term investment. Vested in the community.
9. Buying into this process (C3)-66.4%* want town land use regulated by Township
10. What residents like about living here
 - 56 mention "Environmental quality, wildlife, natural beauty"
 - 52 mention "Peace and quiet"
 - 49 mention "Rural setting/rural atmosphere"
11. Community spirit – of 650 surveys sent out, 217 were returned
12. Town employees and VFD who take pride in their work and do a great job

*= Reference to land use surveys (2001 & 2007)

WEAKNESSES

1. No public transportation
2. Confusing/contradictory regulations when dealing with Douglas County. No response in a timely manner.
3. Perception that land assessments for taxes are not fair -Have assessor offer seminar explaining/answering questions about the process
4. Perception that personal property assessments are not fair
5. Some have expressed the opinion that they are afraid of voicing concerns/disagreements for fear of retaliation
6. Difficulty to mobilize community unless people perceive that issue affects them directly
7. From G2 – “What would you like to change?” *
 - “Town road management practices/road paving”-Dowling Lake?
 - Better/more information on town meetings/town government activity” - town web site, town office

*= Reference to land use surveys (2001 & 2007)

OPPORTUNITIES

1. By setting up a good quality town web site, town could provide more information in a user friendly manner
2. This process – we direct change, what we want
3. Town has natural resources in good condition (air, water, land, forest, agriculture, public lands for recreation)
4. Improve equipment at Anna Gene park

THREATS

1. Land prices so high that working folks cannot afford 40 acres
2. Lack of cooperation from some County departments, leading to confusion
3. Pressure to develop/overdevelopment – from population centers (Duluth/Superior, Twin Cities)
4. Price of energy
5. Non-civil manner at some public meetings; lack of ability to disagree without being disagreeable
6. To forestry: invasive species-spotted knapweed, Ash borer
7. To recreation: invasive species –fishing
8. To rural life: lack of dark skies
9. Very affluent – raising land prices
10. If land is rezoned from forestry to agriculture – boom/bust cycles of some agriculture (soybeans for bio-diesel), forest gone, soil no longer suitable for forestry

LONG-RANGE FORECASTS

Introduction

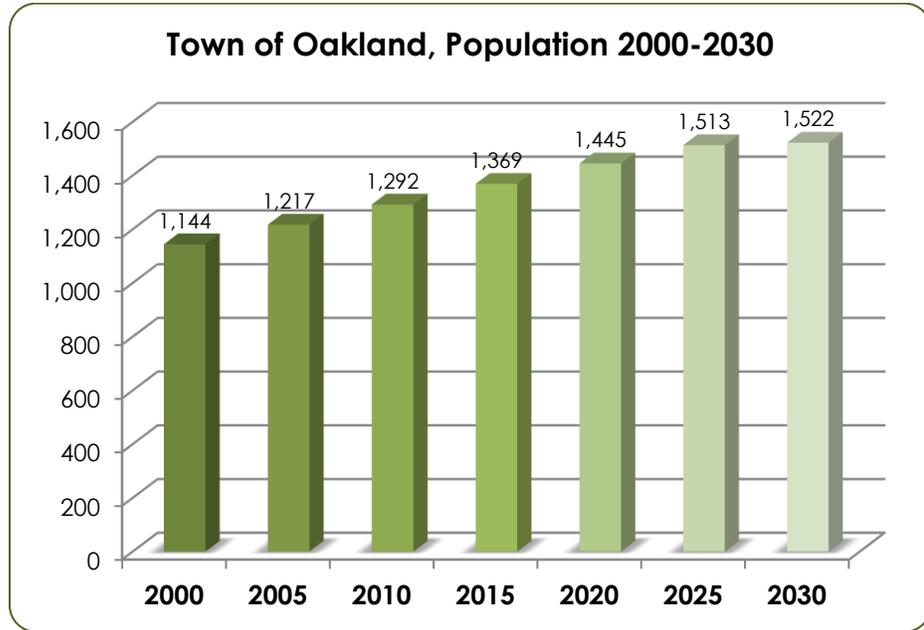
This chapter presents the population, housing, employment and land demand forecasts for the Town of Oakland, through the year 2030. Plan-based forecasts are used to plan for anticipated future growth within the community. While useful for general planning purposes, growth forecasts are subject to considerable uncertainty. Unanticipated changes in a wide range of variables can greatly alter projected values. As with most methods of forecasting, the range of uncertainty widens as you move from the present through the projection period.

Population Forecasts

Population forecasts for the Town of Oakland were developed by the Wisconsin Department of Administration (WDOA). These estimates cover the years 2000-2025. The forecast for the years 2025-2030 were provided by the Northwest Regional Planning Commission (NWRPC). WDOA projection models are based on historical population trends which are used to develop preliminary population estimates. These values were normalized using countywide projections developed using a cohort component methodology. Population values for the 2025-2030 planning period were extrapolated by NWRPC based on WDOA 2000-2025 projected growth rates.

As indicated in **Figure 1**, the Town of Oakland is expected to experience measured population growth through the year 2030. Between 2010 and 2030, the Town is projected to gain 230 residents, an increase of 17.8 percent. This growth will likely be fueled by the town's proximity to the City of Superior and the increasing demand for a rural lifestyle.

FIGURE 1: 2000-2030 POPULATION, TOWN OF OAKLAND



Household Forecasts

According to the Census Bureau, A **household** includes all the persons who occupy a housing unit. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. Household projections for the Town of Oakland (2000-2025) were developed by the Wisconsin Department of Administration, with 2025-2030 projections developed by the Northwest Regional Planning Commission.

The Town of Oakland is forecast to increase by 27.7 percent in total households from 2010 through 2030 (**Figure 2**). Additionally, the average size of households is expected to decline from 2.7 in 2000 to about 2.5 by the year 2030 (**Figure 3**). Change in the family structure demographic coupled with the town's aging population and low birthrates are expected continue to press the average size of households downward.

FIGURE 2: 2000-2030 HOUSEHOLDS, TOWN OF OAKLAND

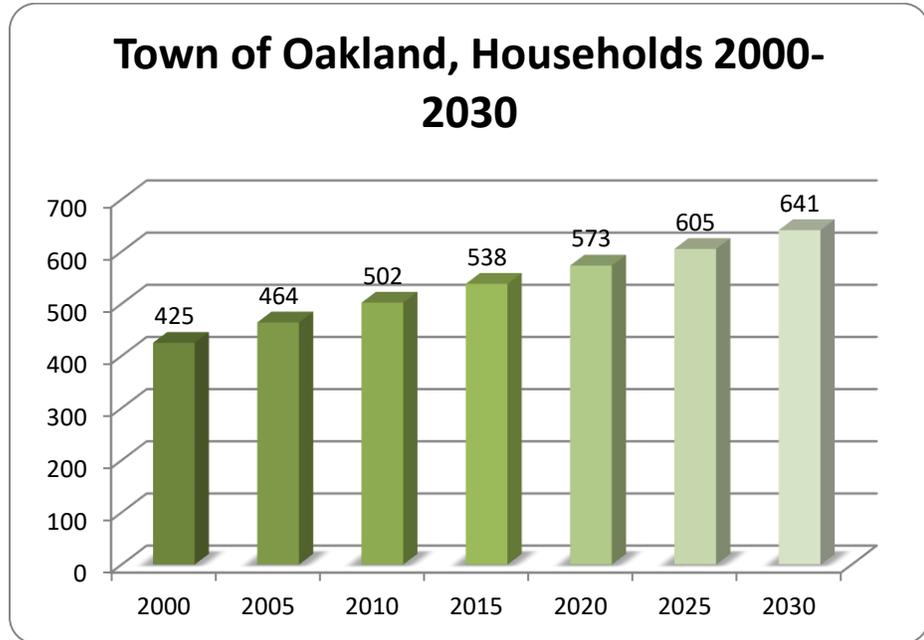
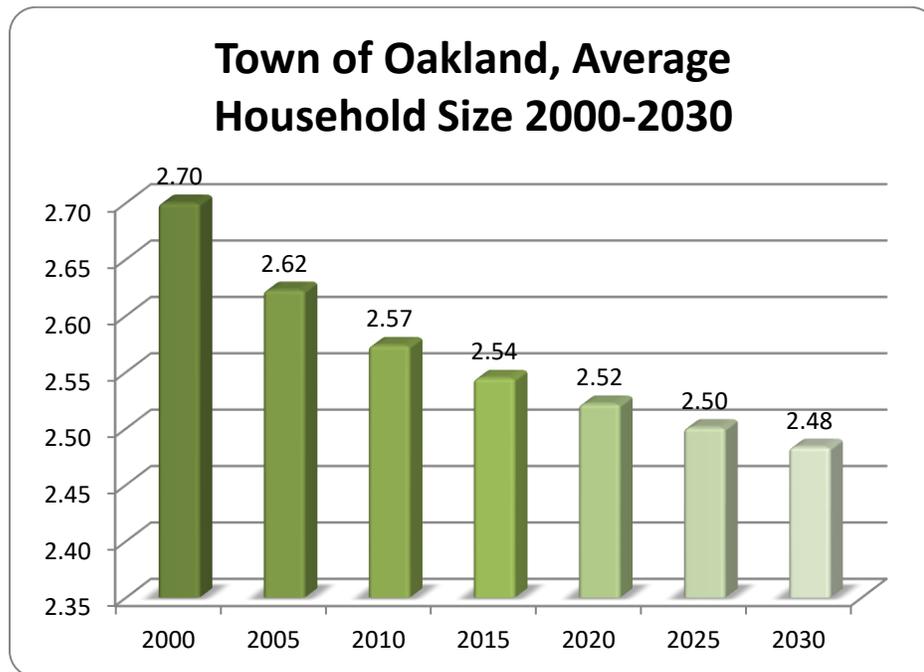


FIGURE 3: 2000-2030 AVERAGE HOUSEHOLD SIZE, TOWN OF OAKLAND

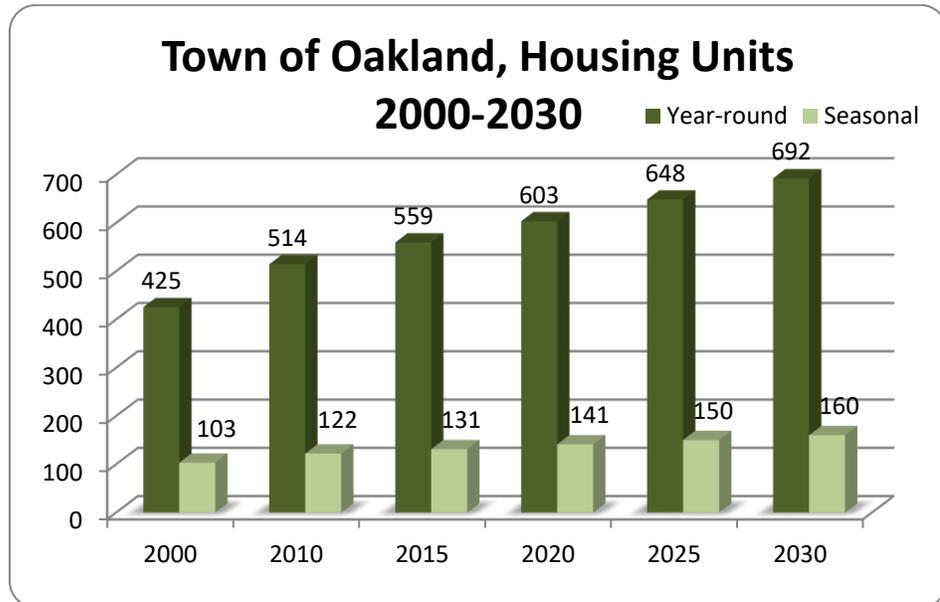


Housing Demand Forecasts

The housing unit demand forecasts for the Town of Oakland were developed by applying average annual growth rates for both permanent and seasonal housing units derived from analysis of historical construction permit issuance data. Estimates of annual housing unit losses, derived from Department of Administration Housing Survey data, also were factored into the model. The housing unit forecast model is based on the following simple assumptions:

- Annual housing growth rates will remain consistent with the 10-year average (1998-2007)
- Annual housing loss rates will remain consistent with the 5-year average

FIGURE 4: 2000-2030 HOUSING UNITS, TOWN OF OAKLAND



The number of permanent, year-round housing units in the Town of Oakland is projected to increase by nearly 35% from 2010 to 2030. Based on this estimate, the Town would need to accommodate an additional 178 housing units, or about 9 per year throughout the 20-year period. The disparity between forecast population growth (230 new residents) and the number of new housing units required can be attributed to a projected steady decline in the average household size.

Employment Forecasts

Employment forecasts are developed for regions in Wisconsin by the Wisconsin Department of Workforce Development. Insufficient data exists to accurately forecast employment at the municipality (i.e. Town) level. The total number of jobs in the Northwest Region² is forecast to increase from 69,700 in 2004 to 76,620 by 2014. The occupational categories anticipated to experience the greatest percentage increase include healthcare practitioners and technical occupations (+25.1%), computer and mathematical occupations (+23.6%) and personal care and service occupations (+23.3%). **Table 6.8** of the **Background Report** depicts detailed region-wide employment forecasts by occupation. Alternative local employment forecasts for the planning period are derived from commercial and industrial land area requirements depicted in **Table 6.9**. Certain assumptions have been made with respect to the kinds of new jobs likely to be created and the number of jobs per acre. Based on projected demand for commercial and industrial land, it is estimated that between 48 and 90 new jobs could be created in the Town of Oakland.

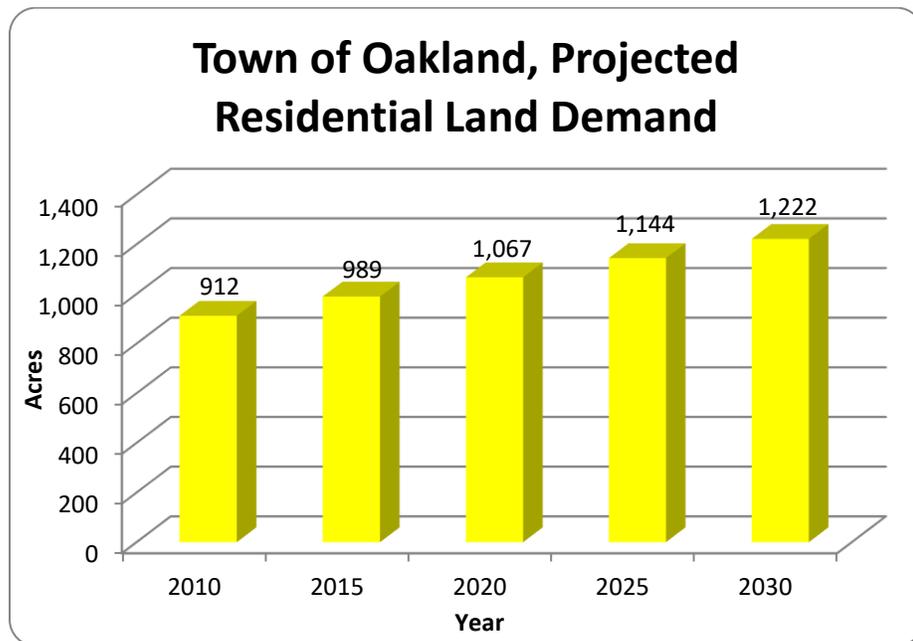
² Northwest region includes Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor and Washburn counties

Land Demand Forecasts

Land demand analysis is used to determine the acreage required to accommodate future residential, commercial and industrial development. Demand forecasts are based on historic trends and assumptions and should be regarded as an estimate of potential land needs. Unforeseen changes in community demographics, social values, or economic conditions, could greatly impact actual land demand

The residential land demand forecast is based on the Town of Oakland housing unit projections and average residential parcel size. Housing unit projections were based on building permit history, while acreage values are based on average parcel size of residential land use polygons depicted in the Existing Land Use Map. The residential forecast assumes that residential growth through 2030 will be at a rate consistent with that experienced between 1997 and 2007.

FIGURE 5: PROJECTED RESIDENTIAL LAND DEMAND, TOWN OF OAKLAND



Commercial and industrial land demand forecasts are based on historical development records (1992 to present). Total units constructed during this period were divided by the number of years to calculate an average yearly unit count. Acreage calculations were derived by multiplying the average existing parcel size (Existing Land Use) by the number of projected new units. This forecast assumes that commercial and industrial growth through 2030 will be at a level consistent with that experienced between 1992 and 2008.

FIGURE 6: PROJECTED COMMERCIAL LAND DEMAND, TOWN OF OAKLAND

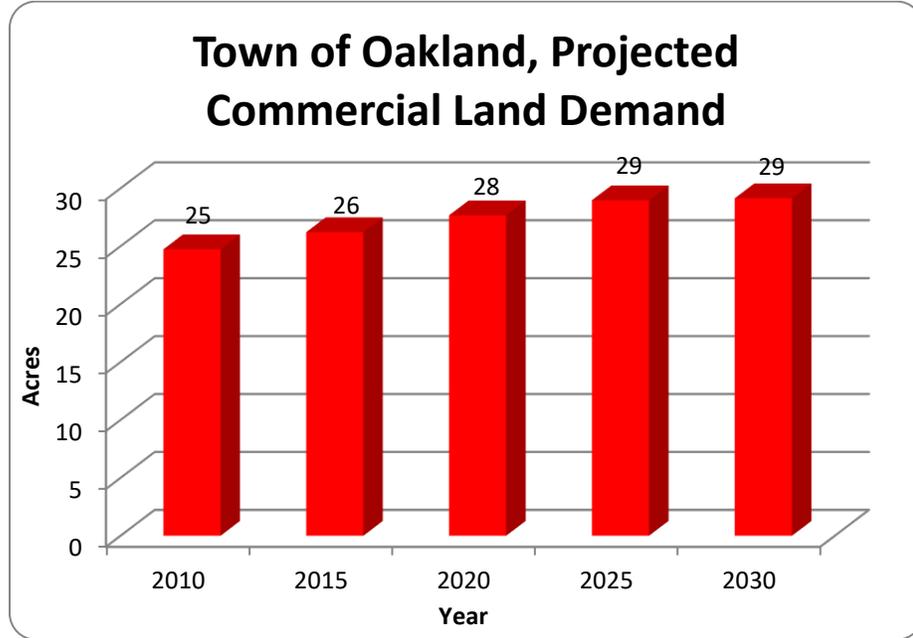
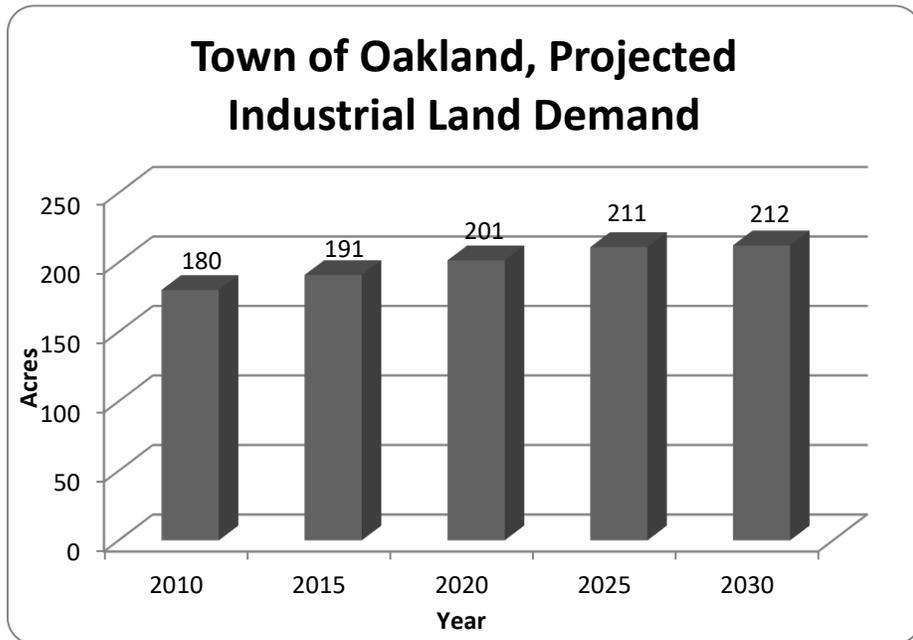
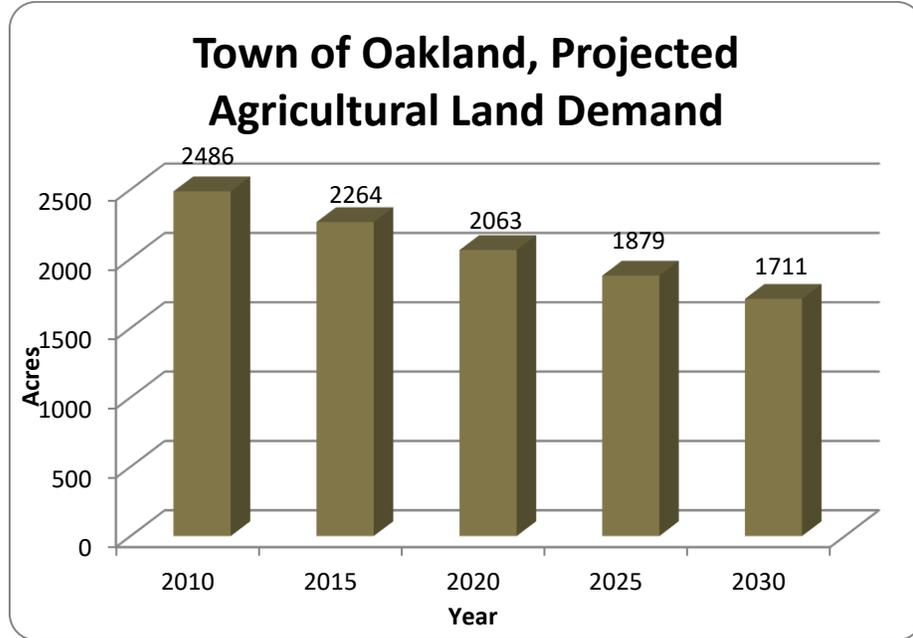


FIGURE 7: PROJECTED INDUSTRIAL LAND DEMAND, TOWN OF OAKLAND



Agricultural land demand forecasts are based on historic growth rates derived from agricultural property tax assessments (1987 - 2008).

FIGURE 8: PROJECTED AGRICULTURAL LAND DEMAND, TOWN OF OAKLAND



It should be noted that the Land Use Element of the Comprehensive Plan Background Report contains two land demand forecasts for each land use (residential, commercial, industrial and agricultural). **Figures 5-8** represent the projection model which most closely aligns with the town's perceptions and expectations.

POLICY PLAN

Introduction

The Policy Plan is a series of goals, objectives, policies and actions which form the basic and fundamental plan to guide future growth in the Town of Oakland. In this regard, their purpose is to provide a decision-making framework for town officials, developers and residents. The Policy Plan is also to be used for purposes of evaluating progress made toward overall plan implementation and provides a means for working through a variety of long range issues with other jurisdictions, agencies and interests by articulating a concept, premise or position to start collaborative discussion.

Policy Plan Organization

The Policy Plan is a compilation of the sub-plans of seven individual planning components. Each sub-plan outlines the specific goals, objectives, policies, programs and action items relative to a unique aspect of the community, such as transportation or land use. The sub-plans also correspond to the required comprehensive planning elements in Chapter 66 of the Wisconsin State Statutes. Sub-plans contained within this document include,

- Housing Plan
- Transportation Plan
- Utilities and Community Facilities Plan
- Agricultural, Cultural and Natural Resources Plan
- Economic Development Plan
- Intergovernmental Coordination Plan
- Land Use Plan
- Monitoring & Plan Evaluation Plan

Statement of overall objectives, policies, goals, and programs of to guide the future development and redevelopment in the Town of Oakland

The overall goal of the Oakland Comprehensive Plan is first; to assure that the control for determining the suitable development which takes place within the Town resides with the citizens of the Town. Second, by cooperating with neighboring communities, the Town, along with these communities, helps determine the land use decisions of Douglas County.

HOUSING PLAN

Introduction

The housing component of the Town of Oakland Comprehensive Plan contains goals, objectives, policies and programs to be used by the Town of Oakland to provide an adequate supply of housing that meets existing and forecast housing demand, provides a range of housing choices and address affordability needs. Detailed background information including structural, age and occupancy characteristics of the Town of Oakland's housing stock is contained in the **Douglas County Comprehensive Plan Background Report**.

Housing Goals, Policies and Actions

Goal H-1: The Town of Oakland will have an adequate supply of affordable housing across income levels and age groups.

Policy H-1a. Multiple housing units are allowed in conservation easement lots, subject to Town's Subdivision Ordinance.

Policy H-1b. Allow multiple-unit housing and group homes for mentally challenged and for nursing facilities.

Policy H-1c. Promote awareness of federal, state and county housing programs available to town residents.

Policy H-1d. Encourage residential development that includes a variety of lot sizes, dwelling types, densities and costs (price points).

Policy H-1e. Encourage maintenance and rehabilitation of existing housing stock.

TRANSPORTATION PLAN

Introduction

The transportation component of the Town of Oakland Comprehensive Plan contains goals, objectives, policies and programs to be used by the Town of Oakland to guide the future development of various modes of transportation, which may include highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. Detailed background information including the identification of highways by functional classification is contained in the **Transportation Element** of the **Douglas County Comprehensive Plan Background Report**.

Transportation Goals, Policies and Actions

Goal T-1: Oakland will have a safe, efficient and economical transportation system.

Goal T-2: Maintain town roads for safe all-weather use (taking into consideration water permeability, run-off, good ditching practices).

Policy T-2a. Create clear standards for town roads, including, but not limited to, requirements for width, ditching, culverts, etc. Ensure that existing and new town roads conform to these standards.

Policy T-2b. Secure our share of available public money (including grants) for roads.

Goal T-3: Recognize the value of recreational trails (snowmobile, ATV, horse, foot).

Policy T-3a. The town will work cooperatively when practical with neighboring municipalities to create/extend recreational trails.

Goal T-4: Cooperate with local area public/private transit systems to serve the needs of all age groups and income levels.



Policy T-4a. Work with various public and private entities providing such services as bus transportation, park and ride.

Goal T-5: In the interest of safety and northwoods rural character, the Town may create regulations for signing along roads in the town.

UTILITIES AND COMMUNITY FACILITIES PLAN

Introduction

The transportation component of the Town of Oakland Comprehensive Plan contains goals, objectives, policies and programs to be used by the Town of Oakland to guide the future development of utilities and community facilities in the Town of Oakland. Detailed background information including the location, use and capacity of existing public utilities and community facilities is contained in the **Utilities and Community Facilities Element** of the **Douglas County Comprehensive Plan Background Report**.

Needs Assessment

Table 2 depicts an approximate timetable that forecasts the need to expand or rehabilitate exiting utilities and facilities or create new utilities and facilities. The assessment considers whether each of the listed utilities and public facilities will be adequate throughout the planning period, based on ten-year increments. The table identifies recommendations about whether existing or future needs should be met by rehabilitating or improving existing facilities, or creating new facilities.

Goals, Policies and Actions

Goal U-1: Oakland will be served by energy efficient, cost-effective utilities and community facilities within the Town's ability to encourage such services.

Policy U-1a. Work to provide funding through available resources.

Policy U-1b. Maintain an energy website for the Town's residents that targets and encourages voluntary methods for residents and taxpayers to increase energy efficiency, energy conservation and energy production in the town.

Goal U-2: Encourage residential alternate/renewable energy sources (wind, solar) for energy efficiency.

Policy U-2a. Work to provide funding through available resources.

Policy U-2b. Encourage local public, quasi-public and private energy production facilities to be constructed and maintained by the Town. Examples may include:

1. Small scale wind generation facilities
2. Small scale hydro-production facilities.
3. Small scale bio-mass energy facilities
4. Small scale solar energy facilities
5. Private and public local methane use facilities, including public landfills, private dairy farms and public and private waste water treatment facilities.

Policy U-2c. Develop land use ordinances that promote energy production, efficiency energy, and energy conservation. This might include a "Green" Building Subdivision Ordinance.

Policy U-2d. Support material conservation programs, including local source reduction, recycling and recycled content procurement programs.

Policy U-2e. Promote outdoor public energy efficient lighting systems.

Policy U-2f. Encourage residential, agricultural and commercial building energy audits in the Town.

Policy U-2g. Encourage private sector replacement and reconstruction of existing private facilities and appliance systems where short-term or mid-term energy savings financial payback exists (2-10 years):

- a. Insulation/sealing of facilities.
- b. Window replacement.
- c. New efficient heating/ventilation/air conditioning.
- d. Proper ductwork.
- e. e, Efficient appliances/computers.
- f. Proper humidifiers.

Goal U-3: Regulate and control utilities working on Town right-of-ways in order to insure safe and efficient utility services for residents and to insure safe working conditions for town employees.

Policy U-3a. Hold utilities responsible for damage caused to town roads, right-of-ways, and adjoining areas.

Policy U-3b. Utilities are required to notify the Town in advance of any installation/upgrade work in the Town and otherwise meet, as a minimum, the requirements of Wisconsin Statutes and standards adopted by the Town.

Action U-3b(1). Create Town ordinances that are not in conflict with State Statutes.

Policy U-3c. Encourage underground utilities when possible.

Goal U-4: Maintain a Town office.

Policy U-4a. The Town will maintain an adequate office facility with posted hours.

Goal U-5: Cooperate with Douglas County to preserve and improve the facilities at Anna Gene Park.

Policy U-5a. The Town will work to secure funding for upgrades and improvements.

Goal U-6: Create and implement Town municipal energy conservation and efficiency policy goals and objectives that will lead by example.

Policy U-6a. Aim to weatherize municipal facilities to "Green Building" standards.

Policy U-6b. Replace lighting and appliance systems in the Town Hall and other Town structures when practical with Energy Star LED's.

Policy U-6c. Install solar, wind or biomass systems for either electrical or natural gas production on municipal buildings when cost effective.

Policy U-6d. Replace or modify municipal vehicles to increase fuel efficiency and reduce environmental impact.



Policy U-6e. Encourage Town telecommunication meetings rather than travel within Open Meeting Law.

Table 2: Utilities and Community Facilities Assessment, Town of Oakland

	Utilities and Community Facilities Assessment 2010-2030							
	Adequate		Rehab		Improve		New	
	2020	2030	2020	2030	2020	2030	2020	2030
Sanitary Sewer Service		◆						
Storm Water Management		◆						
Water Supply		◆						
Solid Waste Disposal		◆						
Recycling Facilities		◆						
Telecommunication Facilities		◆						
Electrical		◆						
Cemeteries		◆						
Health Care Facilities		◆						
Child Care Facilities							◆	
Law Enforcement		◆						
Fire Protection		◆					◆	
EMS	◆					◆ ¹		
Public Libraries								
Public Schools								
Public Parks					◆ ²			
Recreational Trails	◆			◆				
Community Center/Garage			◆ ³				◆ ⁴	◆ ⁵
Other Municipal Facilities								

- ◆¹ If Gold Cross is no longer at Hawthorne
- ◆² Additional playground equipment / picnic tables at Anna Gene Park
- ◆³ Fire station/garage
- ◆⁴ Office for town
- ◆⁵ Fire station/garage

AGRICULTURAL, CULTURAL & NATURAL RESOURCES PLAN

Introduction

The agricultural, cultural and natural resources component of the Town of Oakland Comprehensive Plan contains a compilation of objectives, policies, goals, maps and programs for the conservation and promotion of the effective management of natural resources, such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources. Detailed background information is contained in the **Agricultural, Cultural and Natural Resources Element** of the **Douglas County Comprehensive Plan Background Report**.

Goals, Policies and Actions

Goal ACN-1: Maintain, protect and preserve the environmental quality of the Town of Oakland.

Policy ACN-1a. Protect surface and ground waters in the town by working to control pollution from both point and non-point sources.

Policy ACN-1b. Cooperate with other governmental entities to control exotic and invasive species which threaten our water quality and forest resources.

Policy ACN-1c. Direct development away from sensitive environmental areas, such as steep slopes, wetlands, and waterways.

Goal ACN-2: Encourage the establishment and protection of lands for recreational use.

Goal ACN-3: Preserve the economically productive agricultural and forest resources of the Town of Oakland.

Policy ACN-3a. Support Douglas County efforts to assist landowners who wish to participate in various county, state, and federal agricultural programs.

Policy ACN-3b. If possible, work to ensure that the land currently zoned agricultural is not reduced in area.

Policy ACN-3c. Protect prime agricultural land when possible.

Action ACN-3c(1). Irrigation, dust, noise, odors, (when they are not threats to public safety) are not considered a nuisance.

Policy ACN-3d. Provide support to existing agricultural enterprises and encourage new agricultural ventures.

Action ACN-3d(1). Assist Town residents in pursuing sustainable and diverse agricultural ventures and developing markets for locally produced products.

Policy ACN-3e. Preserve rural landscapes through agricultural land preservation, conservation, and other sensitive land use measures.

Goal ACN-4: Preserve cultural and historical sites.

Policy ACN-4a. Encourage maintenance of identified historic structures to preserve the town's heritage.

Goal ACN-5: Promote events that celebrate the culture and history of the area.

Goal ACN-6: Preserve Town visual resources.

Policy ACN-6a. Ensure that signage meets safety needs, yet contributes to the Town's rural character.

ECONOMIC DEVELOPMENT PLAN

Introduction

The economic development component of the Town of Oakland Comprehensive Plan contains a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town of Oakland. Detailed background information, including analysis of the labor force and economic base and identification of county, regional and state economic development programs that apply to the Town of Oakland is contained in the **Economic Development Element** of the **Douglas County Comprehensive Plan Background Report**.

Strengths and Weaknesses for Attracting and Retaining Business & Industry

Strengths

- Quality of life

Weaknesses

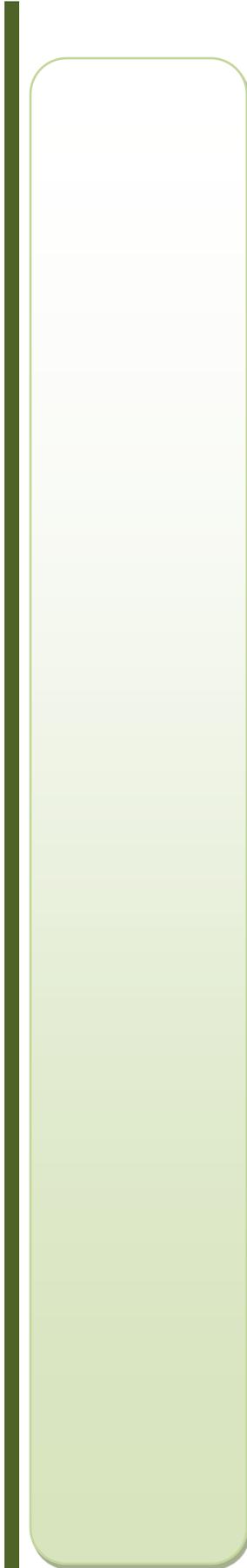
- Taxes
- Regulations

Designation of Sites for Business and Industry and Reuse of Contaminated Areas

Environmentally contaminated sites within the Town of Oakland are discussed in the Economic Development and the Land Use Chapters of this plan. The Town of Oakland supports reuse of these properties provided that the town is protected from liability issues.

Goals, Policies and Actions

Goal E-1: Encourage economic development in character with the rural nature of the town, particularly development that uses the local agriculture and forest resources.



Policy E-1a. Cooperate with other private and governmental entities to explore new markets for forestry and agricultural products.

Policy E-1b. Allow cottage (home-based) industries within residential areas.

Policy E-1c. Explore educational and financial resources that will promote business and industry.

Policy E-1d. Encourage business retention and assist when feasible with expansion and new business development which is consistent with rural nature of the town.

Policy E-1e. Assist and facilitate economic development planning and coordination between local and regional partners.

Policy E-1f. Ensure a healthy tax base to keep property taxes at a minimum within the requirements of providing desired services.

Policy E-1g. Encourage recreation and tourism-based economic activity.

INTERGOVERNMENTAL COOPERATION PLAN

Introduction

The intergovernmental cooperation component of the Town of Oakland Comprehensive Plan contains a compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. Additional background information describing the Town's relationship with adjacent and overlapping jurisdictions, existing and potential conflicts and intergovernmental agreements is contained in the **Intergovernmental Cooperation Element** of the **Douglas County Comprehensive Plan Background Report**.

Introduction

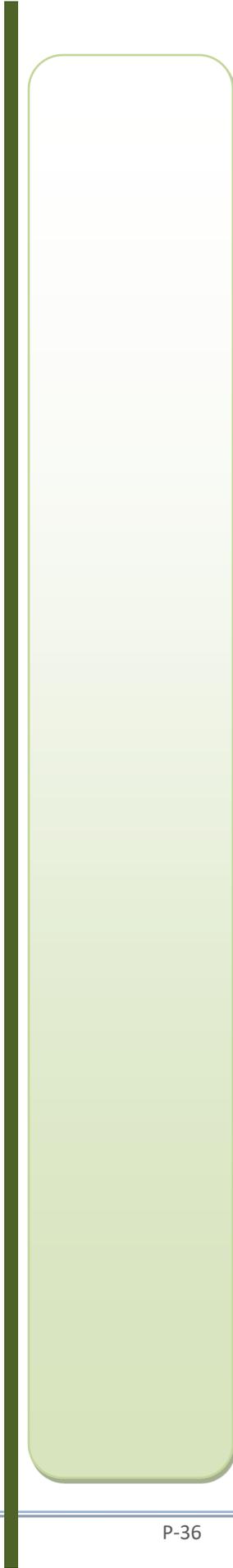
While potential intergovernmental conflicts have been minimized through use a coordinated multi-jurisdictional planning process, discord among plans may still arise in the future. Preparing for potential future conflict between jurisdictions requires a process to resolve such disputes. The conflict resolution process developed for Douglas County and local municipalities outlines the appropriate steps to be taken by the local governing body to resolve these disputes in a logical, systematic, and equitable manner. The recommended conflict resolution procedures are included in **Appendix D**.

Goals, Policies and Actions

Goal I-1: Promote continued interaction, coordination, and cooperation with neighboring towns and organizations and Douglas County.

Policy I-1a. Improve communication with nearby municipalities, school districts, and other entities.

Policy I-1b. Explore the possibility of creating an administrative assistant position to be shared with nearby towns to assist with this interaction, coordination and cooperation.



Policy I-1c. Maintain and improve current sharing of services/equipment with nearby municipalities and entities.

LAND USE PLAN

Introduction

The land use component of the Town of Oakland Comprehensive Plan contains a compilation of objectives, policies, goals, maps and programs to guide future development and redevelopment of public and private property. Detailed background information, including the amount, type, intensity and net density of existing uses of land in the Town of Oakland, land use trends, existing and potential conflicts and redevelopment opportunities is described in the **Land Use Element** of the **Douglas County Comprehensive Plan Background Report**.

Existing Land Use Map

The existing land use map depicts how lands in the community are currently being used. It does not show how land is zoned, or otherwise regulated. The map presents a generalized depiction of current land use within a series of broad use categories such as residential, commercial, industrial, etc. The map, and supporting data, is used to create a "land use profile", which depicts the relative percentage of land currently within each category.

The existing land use pattern in the Town of Oakland was defined through visual interpretation of digital aerial photography, field reconnaissance, and through consultation with the town planning committee. The mapped land use boundaries are approximations based on photo-identifiable features and are not based on parcel classifications used for assessment and zoning purposes. Existing Land Use in the Town of Oakland is depicted in **Map 8.3**.

Land Demand Projections

Pages 7-9 of this document provides detailed land demand forecasts for 20-years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses.

Future Land Use

The Future Land Use Map is **not** an official map, nor is it a zoning map; rather it serves as a guide for making future land use decisions. The Future Land Use Map serves as the "bridge" between the goals of the Comprehensive Plan and the ordinances and Zoning Map of the County. The Future Land Use Map will be used by the Town of Oakland Planning Commission to review future land use proposals and to make recommendations to the Town Board. The map can be used to determine whether or not existing zoning (and other regulations) are consistent with community goals.

Recommended future land uses were identified and mapped by the Town of Oakland planning committee, and are depicted in **Map 8.5**. Please refer to **Appendix E** for future land use category definitions.

Future Land Use Alternatives

The process of identifying desired future land uses in the Town of Oakland involved the development of two scenarios, or alternatives. Both scenarios were presented to the public at a public open house in September of 2009. Based on oral and written public comment, the committee elected to adopt **Alternative A**, as shown in **Map 8.5**. The unselected alternative (**Alternative B**) is shown in **Map 8.5B**.

Goals, Policies and Actions

Goal L-1: Protect and maintain the rural character of the Town of Oakland.

Policy L-1a. Create a Town of Oakland Subdivision Ordinance.

Policy L-1b. Create flexible development options that add to the desirable characteristics of the Town.

Action L-1b(1). Encourage conservation subdivisions.

Action L-1b(2). Encourage the use of natural resources as visual and physical amenities for development.

Action L-1b(3). Require buffers between incompatible land uses to minimize potential negative effects.

Policy L-1c. Retain large, contiguous tracts of forest and productive agricultural land.

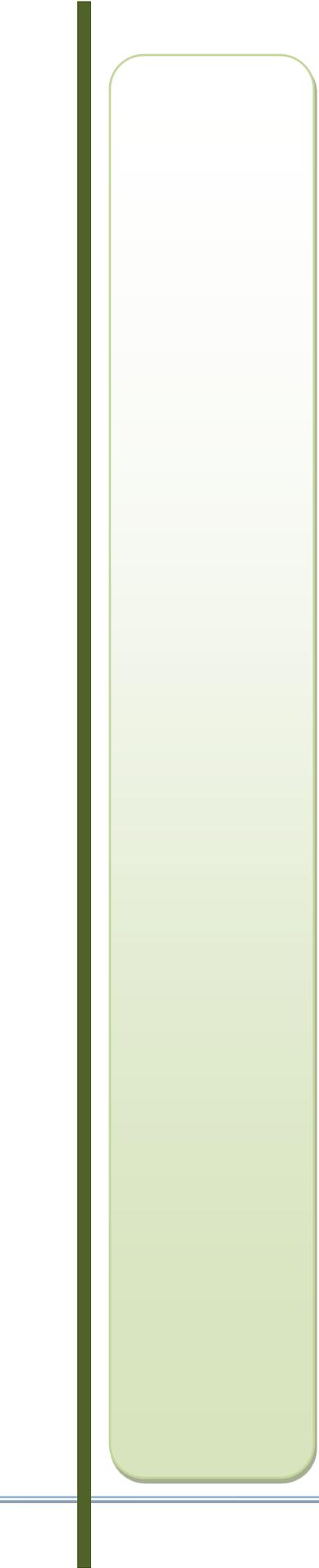
Action L-1c(1). Before approving the change of forest land to another land use, determine the impacts on the community, ecological systems and local economy.

Policy L-1d. Promote land uses, densities and regulations that result in the protection of valued resources and recognize existing physical limitation (e.g. slope, woodlands, water).

Action L-1d(1). New lots and building sites shall be located and designed to protect environmental resources and reflect the rural character of the Town.

Policy L-1e. Identify scenic vistas, natural resources and large tracts of forest or agricultural lands that should be protected.

Action L-1e(1). Support private and public initiatives to protect these features through the use of conservation



strategies such as easements, covenants and deed restrictions.

Goal L-2: The need to preserve large tracts of land for agriculture, forestry, wildlife and recreational use is part of making housing location decisions. Those kinds of decisions are also needed to maintain the rural nature of the town.

Goal L-3: Minimize land use conflicts within the Town of Oakland, especially by working toward equitable and consistent enforcement of zoning and land use regulations in the Town.

Goal L-4: Ensure an effective and continued publicly-based land use planning process in the Town.

IMPLEMENTATION PLAN

Introduction

According to state statutes³, the implementation element is compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The **element** shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The **element** shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

Actions, procedures that must be consistent with comprehensive plans

Wisconsin's Comprehensive Planning Law (66.1001 Wisconsin Statutes) identifies a series of actions and procedures that must be consistent with the governmental unit's comprehensive plan. Beginning on January 1, 2010, implementation of zoning, subdivision regulation, and official map ordinances must be consistent with the Douglas County Comprehensive Plan. Since state statutes do not clearly provide a definition for 'consistent', this plan assumes consistency to imply actions must be 'compatible' with the comprehensive plan and do not directly contradict the plan's goals, objectives. Currently, the Town of Oakland does not enforce regulations or ordinances that must be consistent with the municipal unit's comprehensive plan.

Consistency among Plan Elements

As required by Wisconsin State Statute 66.1001, all elements included in this plan are consistent with one another and no known conflicts exist. All nine elements included in this plan work to achieve the desired future for the Town of Oakland.

Implementation Goals, Objectives and Policies

Goal I-1: Implement the Comprehensive Plan

³ 66.1001 (2)(i)



Policy I-1a. Promote citizen awareness of the comprehensive plan.

Policy I-1b. Conduct an annual review of goals, objectives, policies, actions and future land use map to ensure plan continues to accurately reflect town desires

Policy I-1c. Evaluate and update the plan at least once every 5 years.

Policy I-1d. Work with Douglas County to ensure consistency between countywide ordinances and regulations and the Town of Oakland Comprehensive Plan.