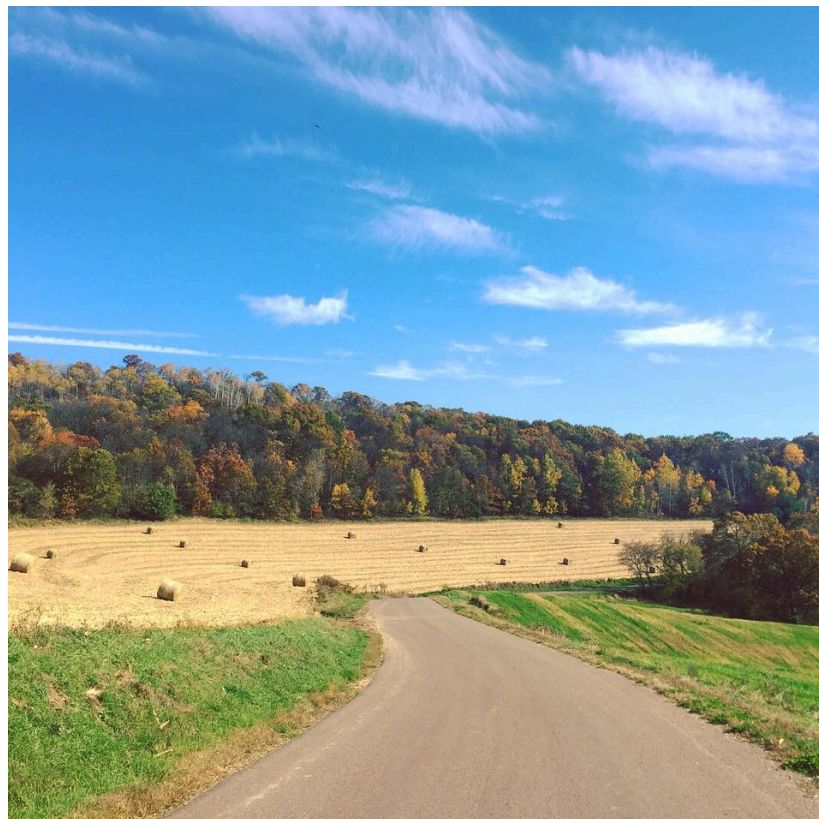


TOWN OF BURNSIDE

Comprehensive Plan 2018-2038

Trempealeau County, Wisconsin

June 2018



Prepared by the Mississippi River Regional Planning
Commission and the Trempealeau County Department of
Land Management under the direction of the Burnside Town
Board and Town Planning Committee – June 2018

ABSTRACT

Title: **Town of Burnside Comprehensive Plan 2018-2038**

Summary: The Town of Burnside Comprehensive Plan 2018-2038 responds to and is consistent with the State of Wisconsin Comprehensive Planning Law as defined in Sections 66.1001(1)a and 66.1001(2) of the Wisconsin Statutes. The comprehensive plan is made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the Town that will in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development.

Town Chairman: Fred Boe

Town Board: Jason Pieper
 James Smieja

Town Planning Committee: Fred Boe
 Jason Pieper
 James Smieja
 Peter Gierok
 John Woychik
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Town Clerk: Melissa Kono

Planning Staff: Mississippi River Regional Planning Commission
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 Trempealeau County Department of Land Management
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March 1, 2019

To: The Trempealeau County Board of Supervisors

From: The Town of Burnside Board of Supervisors

Fred Boe, Chairman; James Smieja and Jason Pieper

The Resolution and Amendments to the Town of Burnside Comprehensive Plan have been approved by a majority vote by the Town of Burnside Board. We ask that the Trempealeau County Board of Supervisors approve and incorporate the Town of Burnside Comprehensive Plan Amendments into the Trempealeau County Comprehensive Plan.

Thank you for your consideration.

Sincerely,

Melissa Kono

Town Clerk

Town of Burnside

PUBLIC HEARING NOTICE:

**ADOPTION OF THE AMENDMENT TO
THE TOWN OF BURNSIDE COMPREHENSIVE PLAN
A PORTION OF THE
TREMPEALEAU COUNTY COMPREHENSIVE PLAN**

Please take notice that a Public Hearing will be held by the Town of Burnside Board of Supervisors on the adoption of the amendments to the Town of Burnside Comprehensive Plan. This hearing will be held on June 13, 2018 at 6:00 pm in the Burnside Town Hall, W24152 Starwood Ln, Independence, WI 54747.

Copies of the Comprehensive Plan can be viewed at the Town Hall by appointment (715-308-3008) or online at <http://www.tremplocounty.com>.

Written comments must be submitted prior to or at the public hearing on June 13, 2018. Any questions, written comments, or requests for copies of the Comprehensive Plan should be directed to Melissa Kono, Town of Town Hall Clerk, W27464 County Rd Q, Independence, WI 54747. Written comments will be addressed at the public hearing and will be given the same weight as oral testimony.

Melissa Kono, Town of Burnside Clerk

ORDINANCE 2018-1

**ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
(Revision) FOR THE TOWN OF BURNSIDE**

THE TOWN BOARD OF THE TOWN OF BURNSIDE, TREMPEALEAU COUNTY,
WISCONSIN, DOES HEREBY ORDAIN AS FOLLOWS:

SECTION 1

Pursuant to Sections 62.23(2) and (3) of the Wisconsin Statutes, the Town of Burnside is authorized to prepare, adopt, and update a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2

The Town Board of the Town of Burnside, Trempealeau County, Wisconsin, has previously adopted a Comprehensive Plan and now seeks to amend its Comprehensive Plan to include updates to the Plan text, namely the Goals and Objectives, and the Land Use Map.

SECTION 3

The Town of Burnside held a public hearing on June 13, 2018, on this ordinance (Revised Comprehensive Plan), in compliance with the requirements of Section 66.1001 (4) (d) of the Wisconsin Statutes.


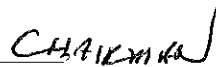
SECTION 4

The Town Board of the Town of Burnside, Trempealeau County, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, "Town of Burnside Comprehensive Plan 2018-2038," pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 5

This ordinance shall take effect upon passage by a majority vote of the members of the Town Board of the Town of Burnside and publication as required by law.

ADOPTED this 13th Day of June, 2018,

Fred Boe, Chairperson
Town of Burnside

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Appendix A – Maps

- Map 1 Town of Burnside Transportation System Map
- Map 2 Town of Burnside Community Facilities Map
- Map 3 Town of Burnside Contour/Slope Map
- Map 4 Town of Burnside Soils Map
- Map 5 Town of Burnside Land Use Map

Appendix B – March 14, 2018 Resolution Declining the Creation of a Mining Overlay District

Appendix C – WI Dept. of Administration Approval of the Cooperative Plan between the City of Independence and the Towns of Lincoln and Burnside, Trempealeau County

ISSUES AND OPPORTUNITIES ELEMENT

1.1 Introduction

From 2000 to 2009 the Trempealeau County Department of Land Management, under the direction of the Trempealeau County Zoning Committee, worked with individual towns in Trempealeau County to develop comprehensive plans. The County values the importance of town comprehensive plans (developed through resident input), as the individual town plans have been assembled to create the County Comprehensive Plan. In 2008 the Comprehensive Plan for the Town of Burnside was developed pursuant to Wisconsin State Statutes Comprehensive Planning Law and as required by the law was updated in 2016-2018. Comprehensive plans are required to be updated a minimum of once every 10 years by statute. The updated plan for the Town of Burnside will assist the Town and the County to address development needs and issues in the future.

Throughout the planning process and subsequent plan updates public input has been facilitated by the Town's Advisory Planning Committee and Town Board. Public input has been gathered through public meetings, public hearings, surveys and public input exercises. The plan goals and objectives are a product of the public input received through the various planning processes.

In this element, the historical population, population projections, demographics, household characteristics, employment, income, and education will be displayed; all of which affect the community.

1.2 Population

Historical Population

Population plays an important role in how the community develops. Observing population trends helps plan for future needs in the town. The Town of Burnside's population has fluctuated up and down since 1960, Table 1.1. The 1960 census reported the highest population for the Town (708 residents) but by the 2000 census the Town's population had decreased by over 25.3% to 529. The 2010 census again reported a decrease in the Town's population to 511, a decrease of 3.4% since the 2000 census.

Table 1.1: T. Burnside, Surrounding Municipalities, County, State and Nation Population Trends

	Population										
	1960	1970	1980	1990	2000	2010	% Chg. 60-70	% Chg. 70-80	% Chg. 80-90	% Chg. 90-00	% Chg. 00-10
T. Montana (Buffalo Co)	445	409	337	316	306	284	-8.1	-17.6	-6.2	-3.2	-7.2
T. Arcadia	1,851	1,697	1,919	1,710	1,555	1,779	-8.3	13.1	-10.9	-9.1	14.4
T. Burnside	708	693	639	653	529	511	-2.1	-7.8	2.2	-19.0	-3.4
T. Chimney Rock	489	345	390	267	276	241	-29.4	13.0	-31.5	3.4	-12.7
T. Hale	1,167	1,041	983	971	988	1,037	-10.8	-5.6	-1.2	1.8	5.0
T. Lincoln	882	811	935	889	829	823	-8.0	15.3	-4.9	-6.7	-0.7
C. Independence	954	1,036	1,180	1,041	1,244	1,336	8.6	13.9	-11.8	19.5	7.4
Trempealeau Co.	23,377	23,344	26,158	25,263	27,010	28,816	-0.1	12.1	-3.4	6.9	6.7
State of Wis.	3,951,777	4,417,821	4,705,642	4,891,769	5,363,715	5,686,986	11.8	6.5	4	9.6	6
United States	179,323,175	203,302,031	226,542,199	248,709,873	281,421,906	308,745,538	13.4	11.4	9.8	13.2	9.7

Source: U.S. Dept. of Commerce-Bureau of the Census

Population Projections

The population projections shown below in Table 1.2 were prepared by the Wisconsin Department of Administration-Demographic Services Center. The projections were developed in accordance with Wis. Stat. 16.96. It should be noted the

Town of Burnside Comprehensive Plan

projections are based on past and current population trends, and are only intended as a base-line guide. Any other available forecasts that incorporate additional information such as land usage, zoning regulations, and planned or proposed developments should be examined. Projections can also be compared with the population estimates produced annually by the Demographic Services Center.

Table 1.2: T. Burnside, Surrounding Municipalities, County, State and Nation Population Projections

	2020	2025	2030	2035	2040	% Chg. 20-25	% Chg. 25-30	% Chg. 30-35	% Chg. 35-40	% Chg. 20-40
T. Montana (Buffalo County)	270	265	260	250	240	-1.9	-1.9	-3.8	-4.0	-11.1
T. Arcadia	1,975	2,070	2,165	2,220	2,270	4.8	4.6	2.5	2.3	14.9
T. Burnside	510	505	500	485	465	-1.0	-1.0	-3.0	-4.1	-8.8
T. Chimney Rock	235	235	230	225	215	0.0	-2.1	-2.2	-4.4	-8.5
T. Hale	1,085	1,115	1,135	1,140	1,140	2.8	1.8	0.4	0.0	5.1
T. Lincoln	905	940	970	985	990	3.9	3.2	1.5	0.5	9.4
C. Independence	1,435	1,500	1,555	1,585	1,600	4.5	3.7	1.9	0.9	11.5
Trempealeau Co.	30,725	31,840	32,810	33,240	33,450	3.6	3.0	1.3	0.6	8.9
State of Wis.	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	3.3	2.8	1.6	0.2	8.1
United States	334,503,000	347,335,000	359,402,000	370,338,000	380,219,000	3.8	3.5	3.0	2.7	13.7

Source: WIS DOA Population Projections

Factors Affecting Population Change

Factors affecting population change may include the town's proximity to larger cities such as Winona, La Crosse, and Eau Claire and the sale of large tracts of land by farmers and others. There are also numerous social characteristics that may cause population fluctuations that may include households having fewer children, residents living longer, school or employment opportunities.

1.3 Age Distribution and Demographic Trends

Gender Characteristics

Table 1.3 shows that the Town had a higher percentage of males as of the 2010 census than the County, State, or Nation.

Table 1.3: T. Burnside, Surrounding Municipalities, County, State and Nation Population by Gender

	Male		Female		Total
	Number	Percent	Number	Percent	
T. Montana (Buffalo Co)	146	51.4	138	48.6	284
T. Arcadia	943	53.0	836	47.0	1,779
T. Burnside	272	53.2	239	46.8	511
T. Chimney Rock	123	51.0	118	49.0	241
T. Hale	544	52.5	493	47.5	1037
T. Lincoln	445	54.1	378	45.9	823
C. Independence	693	51.9	643	48.1	1336
Trempealeau Co	14,638	50.8	14,178	49.2	28,816
State of Wis.	2,822,400	49.6	2,864,586	50.4	5,686,986
U.S.	151,781,326	49.2	156,964,212	50.8	308,745,538

Source: U.S. Dept. of Commerce-Bureau of the Census 2010

Age and Gender

Table 1.4 illustrates a breakdown of the Town's population by age and gender as of the 2010 census.

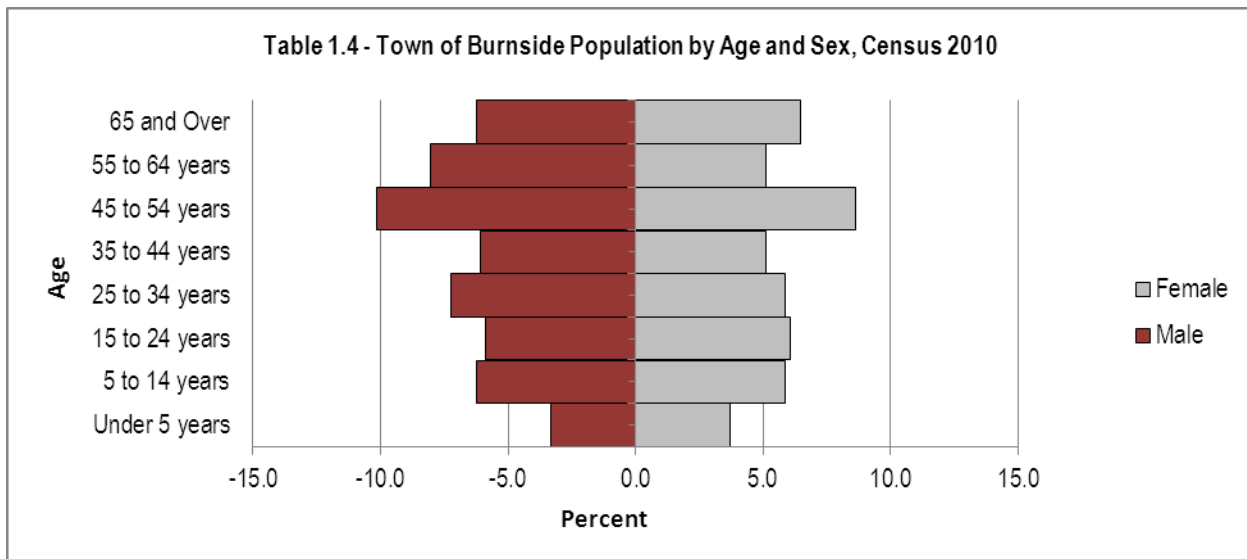
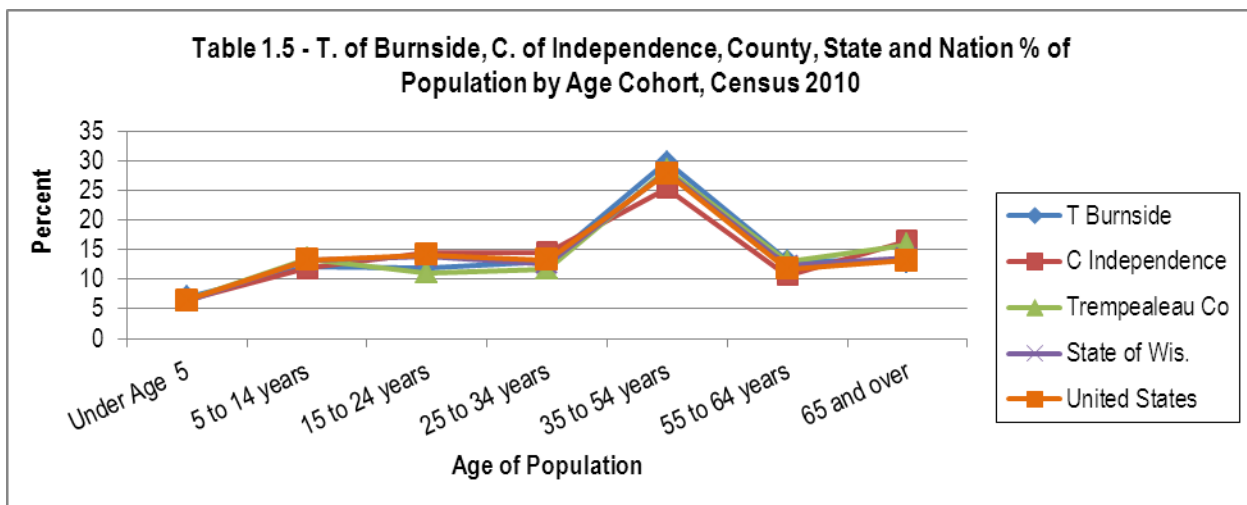


Table 1.5 compares the age of Town residents with the City of Independence, County, State and Nation as of the 2010 census. The Town had more residents in the 35-54 and 5-14 age groups and less in the 25-34 age group than the City of Independence, County, State and Nation.



Town of Burnside Comprehensive Plan

Race

As of the 2010 census 94.5% of the Town's population was White alone. The County, State, and Nation all had lower numbers of the White alone population group at 94.5%, 86.2% and 72.4%. The City of Independence had a significantly lower White alone population at 88.6% as of the 2010 census.

Table 1.6: T. Burnside, Surrounding Municipalities, County, State and Nation Population by Race

	Population	White Alone	Black or African American Alone	American Indian or Alaskan Native Alone	Asian Alone	Native Hawaiian or Other Pacific Islander Alone	Some other race alone	Two or more races	Percent White Alone	Percent Other Races
T Montana (Buffalo Co)	284	275	1	1	2	0	0	5	96.8%	3.2%
T Arcadia	1,779	1,683	2	0	3	3	75	13	94.6%	5.4%
T Burnside	511	483	0	1	0	0	23	4	94.5%	5.5%
T Chimney Rock	241	234	2	1	2	1	1	0	97.1%	2.9%
T Hale	1,037	1,006	2	2	13	0	4	10	97.0%	3.0%
T Lincoln	823	795	3	3	4	0	14	4	96.6%	3.4%
C. Independence	1,336	1,184	1	1	5	0	132	13	88.6%	11.4%
Trempealeau	28,816	27,230	62	63	123	4	1,086	248	94.50%	5.50%
State of Wis.	5,686,986	4,902,067	359,148	54,526	129,234	1,827	135,867	104,317	86.20%	13.80%
United States	308,745,538	223,553,265	38,929,319	2,932,248	14,674,252	540,013	19,107,368	9,009,073	72.40%	27.60%

U.S. Department of Commerce – Bureau of the Census 2010

1.4 Household Characteristics

As of the 2010 Census the Town had 194 households; (75.8%) were family households and (24.2%) were nonfamily households. About one third of family households included individuals under 18 years. Nonfamily households are people living alone and households which do not have any members related to the householder. The City of Independence had the highest percentage of nonfamily households at 41.9%. This may be a result of numerous entry level employment opportunities in the community.

Table 1.7: T. Burnside, Surrounding Municipalities, County, State and Nation Household Characteristics

	Total households	Family households	Family households - Husband-wife family	Family households - Male householder, no wife present	Family households - Female householder, no husband present	Nonfamily households	Nonfamily households - Householder living alone	Households with individuals under 18 years	Households with individuals 65 years and over
T. Montana (Buffalo Co)	100	73	67	4	2	27	20	38	22
T. Arcadia	665	75	63.6	6.3	5.1	25	20.3	34	24.8
T. Burnside	194	75.8	66	5.7	4.1	24.2	19.6	33.5	23.7
T. Chimney Rock	98	75.5	66.3	5.1	4.1	24.5	16.3	23.5	24.5
T. Hale	394	73.6	59.9	8.6	5.1	26.4	19.5	31.5	23.6
T. Lincoln	254	73.6	60.6	7.9	5.1	26.4	19.7	36.6	24
C. Independence	606	58.1	37.8	8.4	11.9	41.9	34.2	29	27.7
Trempealeau Co.	11,524	67	53.1	5.9	7.9	33	26.7	31.5	27.1
State of Wis.	2,279,768	64.4	49.6	4.5	10.3	35.6	28.2	30.6	24
United States	116,716,292	66.4	48.4	5	13.1	33.6	26.7	33.4	24.9

Source: U.S. Dept. of Commerce-Bureau of the Census 2010

1.5 Employment, Income, and Poverty Statistics

Employment Characteristics

The predominant employment sector in the Town, City of Independence and Trempealeau County is Manufacturing, Table 1.8. Other major employment sectors in the Town include Agriculture, Forestry, Fishing and Hunting, and Mining; Education Services, and Health Care and Social Assistance; and Construction.

Table 1.8: T. of Burnside, C. of Independence and Trempealeau County Employment by Industry (2009-2013 ACS Estimates)

	Town of Burnside			City of Independence			Trempealeau County			State of Wis.		
	Est.	Pct	% Margin of Error	Est.	Pct	% Margin of Error	Est.	Pct	% Margin of Error	Est.	Pct	Pct
Civilian employed population 16 years and over	307		(X)	656		(X)	14,790		(X)	2,839,636		(X)
Agriculture, forestry, fishing & hunting, & mining	60	19.5%	+/-9.3	16	2.4%	+/-2.4	1,110	7.5%	+/-0.9	70,743	2.5%	+/-0.1
Construction	13	4.2%	+/-2.7	47	7.2%	+/-3.0	868	5.9%	+/-0.7	151,201	5.3%	+/-0.1
Manufacturing	112	36.5%	+/-11.7	248	37.8%	+/-5.8	4,235	28.6%	+/-1.3	515,649	18.2%	+/-0.1
Wholesale trade	3	1.0%	+/-1.1	20	3.0%	+/-2.4	389	2.6%	+/-0.5	77,035	2.7%	+/-0.1
Retail trade	6	2.0%	+/-2.4	48	7.3%	+/-3.9	1,379	9.3%	+/-0.9	324,973	11.4%	+/-0.1
Transportation & warehousing, & utilities	10	3.3%	+/-2.3	19	2.9%	+/-1.8	628	4.2%	+/-0.6	124,407	4.4%	+/-0.1
Information	0	0.0%	+/-6.3	4	0.6%	+/-0.8	134	0.9%	+/-0.2	48,652	1.7%	+/-0.1
Finance & ins., & real estate & rental & leasing	0	0.0%	+/-6.3	13	2.0%	+/-2.2	583	3.9%	+/-0.5	176,812	6.2%	+/-0.1
Professional, scientific, and mgt. and admin. and waste management services	5	1.6%	+/-1.8	11	1.7%	+/-1.7	601	4.1%	+/-0.5	225,521	7.9%	+/-0.1
Educational services, & health care & social assist	70	22.8%	+/-8.6	136	20.7%	+/-4.9	3,196	21.6%	+/-1.1	657,565	23.2%	+/-0.2
Arts, entertainment, and recreation, and accommodation and food services	5	1.6%	+/-2.1	36	5.5%	+/-3.3	711	4.8%	+/-0.8	246,390	8.7%	+/-0.1
Other services, except public administration	11	3.6%	+/-2.6	25	3.8%	+/-2.8	490	3.3%	+/-0.5	119,054	4.2%	+/-0.1
Public administration	12	3.9%	+/-2.9	33	5.0%	+/-3.7	466	3.2%	+/-0.5	101,634	3.6%	+/-0.1

Source: 2009-2013 American Community Survey 5-Year Estimates - (Data are based on a sample and are subject to sampling variability).

The data in Table 1.9 (Trempealeau County Employment by Industry) data parallels the data shown above. Manufacturing is the major economic driver in the County. Farm employment and Government and Government Enterprises are also important employment sectors.

Table 1.9: Trempealeau County Employment by Industry

Description	2013	%	Description	2013	%
Farm employment	1,860	10.3	Real estate and rental and leasing	189	1.0
Forestry, fishing, & related activities	(D)	(D)	Professional, scientific, and technical services	286	1.6
Mining	(D)	(D)	Management of companies and enterprises	40	0.2
Utilities	(D)	(D)	Administrative and waste management services	349	1.9
Construction	563	3.1	Educational services	(D)	(D)
Manufacturing	6,271	34.7	Health care and social assistance	(D)	(D)
Wholesale trade	(D)	(D)	Arts, entertainment, and recreation	163	0.9
Retail trade	1,264	7.0	Accommodation and food services	765	4.2
Transportation & warehousing	731	4.0	Other services, except public administration	588	3.3
Information	122	0.7	Government and government enterprises	2,372	13.1
Finance and insurance	448	2.5	Total employment	18,083	

Source: U.S. Bureau of Economic Analysis, REIS

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

Town of Burnside Comprehensive Plan

Trempealeau County Employment Forecasts

Tables 1.10 and 1.11 illustrate that industry employment and occupation projections for the Western Wisconsin Workforce Development Area for 2012-2022. Employment for this region is projected to increase by 8.3% during this period and sectors with the highest projected growth are Healthcare and Construction. Farming and Forestry are projected to lose the most employees.

Table 1.10: Western Workforce Development Area Occupational Projections, 2012-2022

(Buffalo, Crawford, Jackson, Juneau, La Crosse, Monroe, Trempealeau, and Vernon counties) Occupations that actually had employment = 0 were deleted.

SOC Code	Occupational Title	Estimated Employment ⁽¹⁾			Annual Openings				Estimated Salary and Wages		
		2012	2022	Change	% Change	New Jobs	Replacements ⁽²⁾	Total ⁽³⁾	25 th percentile	50 th percentile	75 th percentile
00-0000	Total, All Occupations	139,677	151,338	11,661	8.3%	1,290	3,264	4,554	\$22,558	\$32,627	\$46,929
11-0000	Management Occupations	5,511	6,118	607	11.01%	62	113	175	\$50,613	\$72,275	\$100,055
13-0000	Business and Financial Operations Occupations	5,232	5,793	561	10.72%	58	104	162	\$40,089	\$52,004	\$67,786
15-0000	Computer and Mathematical Occupations	1,883	2,186	303	16.09%	31	32	63	\$43,014	\$55,845	\$72,079
17-0000	Architecture and Engineering Occupations	1,388	1,423	35	2.52%	7	33	40	\$47,242	\$60,099	\$75,615
19-0000	Life, Physical, and Social Science Occupations	863	894	31	3.59%	5	26	31	\$38,084	\$52,722	\$69,042
21-0000	Community and Social Services Occupations	1,834	1,982	148	8.07%	15	42	57	\$33,442	\$43,293	\$55,914
23-0000	Legal Occupations	638	739	101	15.83%	10	10	20	\$37,880	\$47,177	\$70,490
25-0000	Education, Training, and Library Occupations	4,858	5,198	340	7.0%	35	107	142	\$28,754	\$41,930	\$54,757
27-0000	Arts, Design, Entertainment, Sports, and Media	1,876	2,093	217	11.57%	24	44	68	\$21,555	\$32,461	\$44,971
29-0000	Healthcare Practitioners and Technical	9,935	11,729	1,794	18.06%	180	192	372	\$43,646	\$54,848	\$68,831
31-0000	Healthcare Support Occupations	4,559	5,141	582	12.77%	58	87	145	\$23,294	\$27,554	\$32,879
33-0000	Protective Service Occupations	2,716	2,890	174	6.41%	18	78	96	\$23,303	\$38,419	\$47,015
35-0000	Food Preparation and Serving Related	12,781	13,854	1,073	8.4%	109	488	597	\$16,864	\$18,375	\$20,900
37-0000	Building and Grounds Cleaning and Maintenance	4,294	4,932	638	14.86%	64	88	152	\$19,696	\$24,906	\$30,634
39-0000	Personal Care and Service Occupations	5,706	6,458	752	13.18%	75	99	174	\$18,120	\$21,080	\$24,304
41-0000	Sales and Related Occupations	13,760	14,553	793	5.76%	85	428	513	\$18,278	\$23,062	\$36,763
43-0000	Office and Administrative Support Occupations	19,308	20,543	1,235	6.4%	148	438	586	\$24,247	\$30,568	\$38,134
45-0000	Farming, Fishing, and Forestry Occupations	774	655	-119	-15.37%	0	20	20	\$26,429	\$33,460	\$40,620
47-0000	Construction and Extraction Occupations	5,336	6,214	878	16.45%	88	88	176	\$33,629	\$42,964	\$58,282
49-0000	Installation, Maintenance, & Repair Occupations	6,405	6,845	440	6.87%	46	143	189	\$32,229	\$40,284	\$49,101
51-0000	Production Occupations	16,373	16,470	97	.59%	62	306	368	\$26,517	\$32,789	\$39,947
53-0000	Transportation and Material Moving Occupations	13,647	14,628	981	7.19%	110	298	408	\$23,420	\$31,156	\$41,703

⁽¹⁾ **Employment** is a count of jobs rather than people, and includes all part- and full-time nonfarm jobs. Employment also includes jobs among self-employed and unpaid family workers. Totals may not add due to suppression.

⁽²⁾ **Replacements** are an estimate of the number of job openings expected because people have permanently left a given occupation. Permanent exits occur if someone dies, retires, or otherwise leaves the labor force. Permanent exits also include openings resulting from someone permanently changing occupations. For example, a person leaves their job as a cashier and becomes a truck driver. Openings resulting from people changing employers, but staying in the same occupation are not included.

⁽³⁾ **Total openings** are the sum of new jobs and replacements. Total openings are an indication of how many new people are needed to enter a given occupation.

Information is derived using the May 2014 OES Survey and annual data 2012 QCEW data. Unpublished data from the US Bureau of Labor Statistics, CPS and US Census Bureau was also used.

To the extent possible, the projections take into account anticipated changes in Wisconsin's economy from 2012 to 2022. It is important to note that unanticipated events may affect the accuracy of these projections.

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2015

Table 1.11: Western Wisconsin Workforce Development Area Industry Employment Projections 2012-2022

NAICS	Industry Title	Estimated Employment ⁽¹⁾			
		2012	2022	Change	% Chge
	Total, All Nonfarm Industries	139,677	151,338	11,661	8.35%
1133, 21, 23	Natural Resources and Mining	1,064	1,026	-38	-3.57%
31-33	Construction	4,542	5,512	970	21.36%
311	Manufacturing	22,935	22,623	-312	-1.36%
333	Trade Transportation and Utilities	29,490	31,423	1,933	6.55%
51	Information	1,481	1,535	54	3.65%
52-53	Financial Activities	5,472	5,988	516	9.43%
54-56	Professional and Business Services	8,996	11,521	2,525	28.07%
61-62	Education and Health Services	27,922	31,986	4,064	14.55%
52-53	Financial Activities	5,510	5,630	120	2.2%
61-62	Education and Health Services (Including State and Local Government)	31,930	36,230	4,310	13.5%
71-72	Leisure and Hospitality	13,083	14,349	1,266	9.68%
81	Other Services ⁽²⁾	3,771	4,073	302	8.01%
	Government (Excluding US Postal, State and Local Education and Hospitals) ⁽³⁾				

Notes:

(1) Employment is a count of jobs rather than people, and includes all part- and full-time nonfarm jobs. Employment does not include jobs among self-employed, unpaid family, or railroad workers. Employment is rounded to the nearest ten, with employment less than five rounded to zero. Totals may not add due to rounding.

(2) Government employment includes tribal owned operations, which are part of Local Government employment.

Information is derived using 2006 CES and 2008 QCEW data. Unpublished data from the US Bureau of Labor Statistics and the US Census Bureau is also used.

To the extent possible, the projections take into account anticipated changes in Wisconsin's economy from 2008 to 2016. It is important to note that unanticipated events may affect the accuracy of the projections.

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2015.

Occupational Categories

Most residents in the Town and the City of Independence are employed in the Production, Transportation and Material Moving occupation according to the 2009-2013 American Community Survey 5-year estimates, Table 1.12.

Table 1.12: T. of Burnside, City of Independence, and Trempealeau County Occupations (2009-2013 ACS Estimates)

	Town of Burnside			City of Independence			Trempealeau County			State of Wis.		
	Est.	%	Percent Margin of Error	Est.	%	Percent Margin of Error	Est.	%	Percent Margin of Error	Est.	%	Percent Margin of Error
Civilian employed population 16 years and over	307	100.0	+/-64	656	100.0	+/-83	14,790	100.0	+/-204	2,839,636	100.0	+/-6,287
Mgt. business, science, and arts occupations	97	31.6	+/-27	111	16.9	+/-34	4,433	30.0	+/-180	963,978	33.9	+/-6,343
Service occupations	23	7.5	+/-15	101	15.4	+/-31	2,106	14.2	+/-137	482,179	17.0	+/-3,902
Sales and office occupations	40	13.0	+/-18	131	20.0	+/-34	2,825	19.1	+/-133	676,268	23.8	+/-4,669
Natural resources, construction, & maint. occupations	52	16.9	+/-25	72	11.0	+/-26	1,701	11.5	+/-149	242,773	8.5	+/-2,897
Prod., transportation, & material moving occupations	95	30.9	+/-51	241	36.7	+/-53	3,725	25.2	+/-184	474,438	16.7	+/-4,259

S2406: OCCUPATION BY CLASS OF WORKER FOR THE CIVILIAN EMPLOYED POPULATION 16 YEARS AND OVER

Source: 2009-2013 American Community Survey 5-Year Estimates - (Data are based on a sample and are subject to sampling variability).

Labor Force Trends

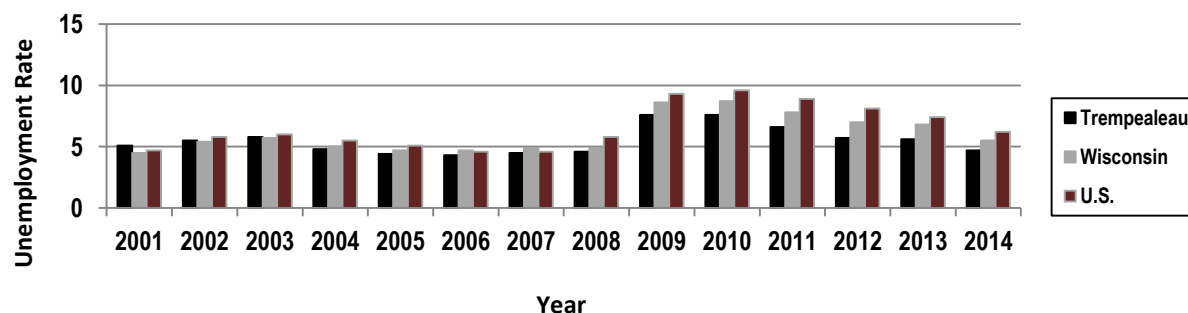
Labor force is the population of employed or unemployed citizens 16 years and older. The county's labor force increased by 1.3% from 2008 to 2014 while the number employed increased by 1.1%. Since 2004 the County's unemployment rate has been below that of the State and Nation, Table 1.13 and 1.14.

Table 1.13: Trempealeau County Civilian Labor Force

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	% Chge 2008-2014	% Chge 2000-2014
Labor Force	15,369	15,715	15,816	15,885	15,806	15,752	16,183	16,308	16,183	16,315	15,984	16,195	16,363	16,446	16,387	1.3	6.6
Employed	14,739	14,906	14,942	14,960	15,044	15,063	15,484	15,577	15,441	15,081	14,777	15,126	15,434	15,525	15,615	1.1	5.9
Unemployed	630	809	874	925	762	689	699	731	742	1,234	1,207	1,069	929	921	772	4.0	22.5
Unemp Rate	4.1	5.1	5.5	5.8	4.8	4.4	4.3	4.5	4.6	7.6	7.6	6.6	5.7	5.6	4.7	2.2	-

Wis. Dept. of Workforce Development, Bureau of Workforce Training - Labor Market Information, August 21, 2015

Table 1.14 - Trempealeau County, State and U.S. Unemployment Rates 2001-2014



Household Income

Estimates in Table 1.15 show that about 22% of Town residents fell within the income range of \$35,000 - \$49,999. This was also the largest income group for the City of Independence. About 20% of Town residents were in the \$50,000 to \$74,999 group. This was the second largest group for the City of Independence and the largest group for the County and the State.

Table 1.15: T. of Burnside, City of Independence, County and State Household Income 2009-2013 ACS Estimates

	Town of Burnside			City of Independence			Trempealeau County			State of Wis.		
	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error
Total households	200	200	(X)	655	655	(X)	11,745	11,745	(X)	2,288,332	2,288,332	(X)
Less than \$10,000	0	0.0%	+/-9.5	45	6.9%	+/-2.5	587	5.0%	+/-0.7	137,450	6.0%	+/-0.1
\$10,000 to \$14,999	3	1.5%	+/-2.3	42	6.4%	+/-3.1	703	6.0%	+/-0.8	121,727	5.3%	+/-0.1
\$15,000 to \$24,999	23	11.5%	+/-5.9	124	18.9%	+/-4.7	1,275	10.9%	+/-0.9	251,043	11.0%	+/-0.1
\$25,000 to \$34,999	16	8.0%	+/-5.2	118	18.0%	+/-4.9	1,442	12.3%	+/-1.2	246,907	10.8%	+/-0.1
\$35,000 to \$49,999	44	22.0%	+/-12.3	133	20.3%	+/-4.9	1,994	17.0%	+/-1.3	334,469	14.6%	+/-0.1
\$50,000 to \$74,999	40	20.0%	+/-7.0	120	18.3%	+/-4.1	2,479	21.1%	+/-1.1	453,672	19.8%	+/-0.2
\$75,000 to \$99,999	36	18.0%	+/-6.5	46	7.0%	+/-3.3	1,506	12.8%	+/-1.0	307,662	13.4%	+/-0.1
\$100,000 to \$149,999	27	13.5%	+/-6.3	15	2.3%	+/-1.5	1,322	11.3%	+/-0.9	285,744	12.5%	+/-0.1
\$150,000 to \$199,999	6	3.0%	+/-3.1	8	1.2%	+/-1.1	234	2.0%	+/-0.3	82,188	3.6%	+/-0.1
\$200,000 or more	5	2.5%	+/-2.4	4	0.6%	+/-0.8	203	1.7%	+/-0.3	67,470	2.9%	+/-0.1
Median household income (\$)	58,750	(X)	(X)	34,871	(X)	(X)	49,143	(X)	(X)	52,413	(X)	(X)

Source: 2009-2013 American Community Survey 5-yr Estimates - (Data are based on a sample and are subject to sampling variability)

Per Capita Income

The per capita income in Trempealeau County has been lower than the State and Nation since 2001, however it has been growing at a faster rate than both the State and Nation, Table 1.16.

Table 1.16 – Per Capital Income Trempealeau County, State of Wisconsin and United States (2000-2014)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Trempealeau	24,212	25,572	26,098	26,600	28,541	28,969	29,896	32,034	33,051	33,416	34,374	36,460	38,071	38,649	NA
Wisconsin	29,384	30,473	31,112	31,994	33,393	34,366	36,282	37,675	38,733	38,380	38,728	40,780	42,475	43,244	44,585
U.S.	30,587	31,524	31,800	32,677	34,300	35,888	38,127	39,804	40,873	39,379	40,144	42,332	44,200	44,765	46,129

1/ Census Bureau midyear population estimates. Estimates for 2010-2013 reflect county population estimates available as of March 2014.

2/ Per capita personal income was computed using Census Bureau midyear population est. Estimates for 2010-2013 reflect county population estimates available as of March 2014.

Note-- All dollar estimates are in current dollars (not adjusted for inflation).

Last updated: November 20, 2014-- new estimates for 2013; revised estimates for 2001-2012.

Poverty Level

Poverty Estimates (Table 1.17) indicate that Trempealeau County's poverty rate is lower than the State and the Nation per 2013 estimates.

Table 1.17: 2013 Poverty Estimates

	All Ages in Poverty Count	All Ages in Poverty Count LB 90%	All Ages in Poverty Count UB 90%	90% Confidence Interval (All Ages in Poverty Count)	All Ages in Poverty Percent	All Ages in Poverty Percent LB 90%	All Ages in Poverty Percent UB 90%	90% Confidence Interval (All Ages in Poverty Percent)
Trempealeau Co	2,854	2,296	3,412	2,296 to 3,412	9.9	8	11.8	8.0 to 11.8
Wisconsin	753,709	740,179	767,239	740,179 to 767,239	13.5	13.3	13.7	13.3 to 13.7
United States	48,810,868	48,554,692	49,067,044	48,554,692 to 49,067,044	15.8	15.7	15.9	15.7 to 15.9

Source: U.S. Census Bureau, Small Area Income and Poverty Estimates (SAIPE)

1.6 Educational Attainment

It's estimated that about 89.6% of Town residents graduated from high school and about 15.2% have a bachelor's degree or higher, Table 1.18.

Table: 1.18: T. Burnside, City of Independence, County, and State of Wis. Educational Attainment, ACS Est. 2009-2013

Subject	Town of Burnside		C. of Independence		Trempealeau County		State of Wis.	
	Est.	Margin of Error	Est.	Margin of Error	Est.	Margin of Error	Est.	Margin of Error
Population 25 years and over	356	65	944	82	20,026	47	3,827,815	831
Less than 9th grade	4.20%	3.1	11.10%	3.5	5.30%	0.6	3.30%	0.1
9th to 12th grade, no diploma	6.20%	4.6	7.10%	2.5	7.20%	0.7	6.20%	0.1
High school graduate (includes equivalency)	46.30%	9.7	40.50%	6.4	40.40%	1.2	32.80%	0.2
Some college, no degree	16.60%	6.8	19.90%	4.1	19.20%	1	21.20%	0.1
Associate's degree	11.50%	5.3	9.30%	3.5	10.40%	0.7	9.60%	0.1
Bachelor's degree	9.60%	4.6	9.10%	3.6	11.30%	0.7	17.70%	0.1
Graduate or professional degree	5.60%	2.8	3.00%	2	6.20%	0.7	9.10%	0.1
Percent high school graduate or higher	89.60%	5.3	81.80%	4.4	87.60%	0.9	90.40%	0.1
Percent bachelor's degree or higher	15.20%	4.8	12.10%	4	17.50%	0.9	26.80%	0.2

Source: 2009-2013 American Community Survey 5-yr Estimates - (Data are based on a sample and are subject to sampling variability)

1.7 Overall Goal Statement

The Town of Burnside's goal is to satisfy the needs of its constituency, to participate in the future growth of the community (Town of Burnside and City of Independence), and provide a sustainable rural lifestyle.

HOUSING ELEMENT

2.1 Introduction

Typically, in rural towns, there is a high percentage of single family homes and this is the case with the Town of Burnside. This element will analyze the housing needs and identify policies and/or actions to address future housing needs.

2.2 Existing Housing Stock Characteristics

The 2010 census reported almost a 3.5% increase in housing units in the Town since the 2000 census. This is fewer than the City of Independence, Trempealeau County, the State and Nation.

Table 2.1: T. Burnside, Surrounding Municipalities, County, State and Nation Housing Trends

	TOTAL HOUSING UNITS					%	%	%	%
	1970	1980	1990	2000	2010	Chg. 70-80	Chg. 80-90	Chg. 90-00	Chg. 00-10
T. Montana (Buffalo Co)	97	107	113	116	122	10.3	5.6	2.7	5.2
T. Arcadia	492	611	595	610	731	24.2	-2.6	2.5	19.8
T. Burnside	192	201	219	202	209	4.7	9.0	-7.8	3.5
T. Chimney Rock	124	146	109	104	115	17.7	-25.3	-4.6	10.6
T. Hale	311	343	355	380	420	10.3	3.5	7.0	10.5
T. Lincoln	179	267	262	271	279	49.2	-1.9	3.4	3.0
C. Independence	415	521	463	619	676	25.5	-11.1	33.7	9.2
Trempealeau Co.	7,639	9,744	10,097	11,482	12,619	27.6	3.6	13.7	9.9
State of Wis.	1,472,332	1,863,897	2,055,676	2,321,144	2,624,358	26.6	10.3	12.9	13.1
United States	68,704,315	88,410,627	102,263,678	115,904,641	131,704,730	28.7	15.7	13.3	13.6

Source: U.S. Department of Commerce-Bureau of the Census

Occupied and Vacant Housing Units

Tables 2.2 and 2.3 provide statistics on occupied and vacant housing units as of the 2010 census. In the Town 7.2% of housing units were vacant as compared to 10.4% in the City of Independence and 8.7% in the County. The State and Nation both had higher vacancy rates reporting 13.1% and 11.4% respectively.

Seasonal Homes

As of the 2010 census 15 units were listed as vacant housing units and half of those were identified as seasonal, recreational or occasional use leaving the assumption there is at least 8 seasonal homes in the Town. It's difficult to determine how many seasonal homes will be in the Town as some cabins can be converted to permanent homes as the owners reach retirement age.

Table 2.2: T. Burnside, Surrounding Municipalities, County, State and Nation Housing Units

	Total housing units	Total occupied housing units	Percent Occupied housing units	Total vacant housing units	Percent vacant housing units
T. Montana (Buffalo Co)	122	100	82	22	18
T. Arcadia	731	665	91	66	9
T. Burnside	209	194	92.8	15	7.2
T. Chimney Rock	115	98	85.2	17	14.8
T. Hale	420	394	93.8	26	6.2
T. Lincoln	279	254	91	25	9
C. Independence	676	606	89.6	70	10.4
Trempealeau County	12,619	11,524	91.3	1,095	8.7
State of Wis.	2,624,358	2,279,768	86.9	344,590	13.1
United States	131,704,730	116,716,292	88.6	14,988,438	11.4

Source: U.S. Dept. of Commerce - Bureau of the Census, 2010

Table 2.3: T. Burnside, Surrounding Municipalities, County, State and Nation Vacant Housing

	Vacant Housing Units	% For rent	% Rented, not occupied	% For sale only	% Sold, not occupied	% For seasonal, recreational, or occasional use	% For migratory workers	% Other vacant
T. Montana (Buffalo Co)	22	4.5	0	13.6	0	68.2	0	13.6
T. Arcadia	66	1.5	3	1.5	1.5	50	1.5	40.9
T. Burnside	15	0	0	13.3	0	53.3	0	33.3
T. Chimney Rock	17	0	0	11.8	0	70.6	0	17.6
T. Hale	26	11.5	0	3.8	0	61.5	0	23.1
T. Lincoln	25	32	0	4	0	16	4	44
C. Independence	70	67.1	4.3	10	0	8.6	0	10
Trempealeau Co.	1,095	27.8	1.6	11.1	2.7	32.2	0.5	24.1
State of Wis.	344,590	18.4	1.1	9.9	1.7	56	0.1	12.9
United States	14,988,438	27.6	1.4	12.7	2.8	31	0.2	24.4

Source: U.S. Dept. of Commerce - Bureau of the Census, 2010

Owner Occupied and Renter-Occupied Housing Units

In 2010, 81.4% of housing units in the Town were owner occupied and 18.6% were renter occupied. The City of Independence's renter occupancy was at 42.7% as of the 2010 census. This percentage exceeded the County, State and Nation renter occupancy rates of 25.7%, 31.9% and 34.9%. The Town had a higher number of owner occupied units that were owned free and clear than the County, State or Nation.

Table 2.4: T. Burnside, Surrounding Municipalities, County, State and Nation Tenure Owner and Renter Occupied Housing Units

	Owner occupied	Owner occupied	Owner occupied Owned with a mortgage or loan	Owner occupied Owned with a mortgage or loan	Owner occupied Owned free and clear	Owner occupied Owned free and clear	Renter occupied	Renter occupied
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
T. Montana (Buffalo Co)	90	90	55	55	35	35	10	10
T. Arcadia	554	83.3	316	47.5	238	35.8	111	16.7
T. Burnside	158	81.4	79	40.7	79	40.7	36	18.6
T. Chimney Rock	88	89.8	49	50	39	39.8	10	10.2
T. Hale	344	87.3	226	57.4	118	29.9	50	12.7
T. Lincoln	205	80.7	119	46.9	86	33.9	49	19.3
C. Independence	347	57.3	202	33.3	145	23.9	259	42.7
Trempealeau Co.	8,559	74.3	5,594	48.5	2,965	25.7	2,965	25.7
State of Wis.	1,551,558	68.1	1,082,099	47.5	469,459	20.6	728,210	31.9
United States	75,986,074	65.1	52,979,430	45.4	23,006,644	19.7	40,730,218	34.9

Source: U.S. Dept. of Commerce - Bureau of the Census, General Housing Characteristics (2010) Census Summary File 1

Decline in Inhabitants per Occupied Housing Unit

There has been a decline in persons per housing unit in the Town since 1980. In 1980 the Town's average household size was 3.28, in 2000 it declined to 2.69, and in 2010 the average household size declined to 2.63. The 2010 census reported household sizes of 2.63, 2.44 and 2.43 for City of Independence, Trempealeau County, and the State of Wisconsin.

Housing Unit Trends

From 1980 to 2010 housing units in the Town of Burnside increased by 8 units, an increase of 4%. As employment opportunities persist in the City of Arcadia and as the City of Eau Claire expands people continue moving to the rural areas. Housing unit projections are presented in Section 8.6 of this plan.

Table 2.5: Town of Burnside Housing Trends

	1980	1990	2000	2010	% Chg. 1980-1990	% Chg. 1990-2000	% Chg. 2000-2010	% Chg. 1980-2010
Total Housing Units	201	219	202	209	9.0	-7.8	3.5	4.0
Total Occupied Housing Units (Households)	195	206	197	194	5.6	-4.4	-1.5	-0.5
Owner Occupied Units	166	180	167	158	8.4	-7.2	-5.4	-4.8
Renter Occupied Housing Units	29	26	30	36	-10.3	15.4	20.0	24.1
Seasonal Units	0	2	1	8	NA	-50.0	700.0	NA
Average Household Size	3.28	3.09	2.69	2.63				

Source: U.S. Census Bureau, Census Summary File 1

Town of Burnside Comprehensive Plan

Housing start data provided by Trempealeau County illustrates a more detailed picture of housing starts in the Town of Burnside over the last several years (Table 2.6). In 2014 four new homes were constructed in the town which was the most over the time period. On average 1.9 new homes have been constructed each year in the Town of Burnside during this time period.

Table 2.6: Housing Starts in Town of Burnside, 2007-2014

2007	2008	2009	2010	2011	2012	2013	2014	Total	Avg. Per Year
3	2	3	0	1	0	2	4	15	1.9

Source: Trempealeau County Land Management Department

Social issues must also be considered when reviewing housing trends. The "American Dream" has somewhat changed over the past several years from a 3 bedroom house in the suburbs to a 3 bedroom house in a rural area away from the congestion of an urban area. The impact of technology and the ability to work out of a home has further facilitated development in the rural areas.

Value of Owner Occupied Units

Table 2.7 compares the value of owner occupied units between the Town of Burnside, City of Independence, Trempealeau County and the State. Most of the housing units in the Town were valued between \$150,000-\$199,999 and the estimated median housing value was \$170,800. That median housing value was higher than the City of Independence and Trempealeau County.

Table 2.7: Town of Burnside, City of Independence, County, and State of Wisconsin Value Owner Occupied Units, 2009-2013 ACS Est.

	Town of Burnside			C. of Independence			Trempealeau County			State of Wisconsin		
	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error
Owner-occupied units	144			365			8,739			1,558,846		
Less than \$50,000	4	2.8	2.9	16	4.4	2.9	628	7.2	0.8	84,428	5.4	0.1
\$50,000 to \$99,999	21	14.6	7.1	174	47.7	7	2,009	23.0	1.5	216,936	13.9	0.1
\$100,000 to \$149,999	32	22.2	9.8	121	33.2	7.2	2,276	26.0	1.3	344,595	22.1	0.2
\$150,000 to \$199,999	33	22.9	8.4	35	9.6	3.7	1,712	19.6	1.6	334,405	21.5	0.2
\$200,000 to \$299,999	24	16.7	7.2	15	4.1	2.4	1,399	16.0	1.3	351,537	22.6	0.2
\$300,000 to \$499,999	19	13.2	6.8	4	1.1	1.6	512	5.9	0.8	168,787	10.8	0.1
\$500,000 to \$999,999	5	3.5	4.2	0	0.0	5.3	138	1.6	0.4	47,321	3.0	0.1
\$1,000,000 or more	6	4.2	3.7	0	0.0	5.3	65	0.7	0.2	10,837	0.7	0.1
Median (dollars)	170,800			97,100			135,200			167,100		

Source: 2009-2013 American Community Survey 5-yr Estimates, DP04-Selected Housing Characteristics

Note: (Data are based on a sample and are subject to sampling variability)

Housing Stock

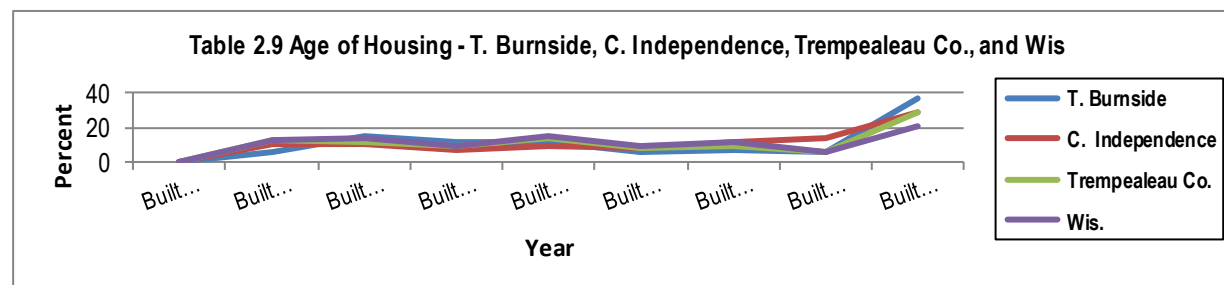
Estimates show that since 1990 the Town has had a higher percentage of new homes built than the City of Independence, Trempealeau County, or the State, Tables 2.8 and 2.9.

Table 2.8: T. of Burnside, County, and State of Wis. Year Structure Built, 2009-2013 ACS Est.

	Town of Burnside			City of Independence			Trempealeau County			State of Wis.		
	Est.	% Est.	% Margin of Error	Est.	% Est.	% Margin of Error	Est.	% Est.	% Margin of Error	Est.	% Est.	% Margin of Error
Total:	226			706			12,655			2,626,142		
Built 2010 or later	0	0	8.5	0	0	2.8	68	0.5	0.2	11,456	0.4	0.1
Built 2000 to 2009	13	5.8	3.5	76	10.8	3.7	1,666	13.2	1	337,755	12.9	0.1
Built 1990 to 1999	35	15.5	7.2	74	10.5	3.2	1,454	11.5	0.9	366,680	14	0.1
Built 1980 to 1989	27	11.9	5.6	49	6.9	2.8	1,141	9	1	257,794	9.8	0.1
Built 1970 to 1979	25	11.1	5.8	63	8.9	3	1,826	14.4	1.1	391,062	14.9	0.1
Built 1960 to 1969	13	5.8	4.9	59	8.4	2.9	1,002	7.9	0.8	257,050	9.8	0.1
Built 1950 to 1959	17	7.5	4.8	80	11.3	3.9	1,114	8.8	0.7	298,053	11.3	0.1
Built 1940 to 1949	12	5.3	4.1	97	13.7	4.8	741	5.9	0.6	158,568	6	0.1
Built 1939 or earlier	84	37.2	11.7	208	29.5	5	3,643	28.8	1.6	547,724	20.9	0.1

Source: 2009-2013 American Community Survey 5-yr Estimates, DP04-Selected Housing Characteristics

Note: (Data are based on a sample and are subject to sampling variability)



Type of Structure

A structure is a separate building that either has open spaces on all sides or is separated from other structures by dividing walls that extend from ground to roof. Occupied and vacant housing units are counted to determine the number of units in a structure. Stores and office space are excluded.

American Community Survey Estimates for 2009-2013 shown in Table 2.10 estimate that 83.6% of the Town's housing units are one unit structures and 8.4% are multi-unit structures. It's estimated mobile homes comprise 8% of the Town's housing stock.

Table 2.10: T. Burnside, City of Independence, Trempealeau County, State of Wis. Units in Structure, 2009-2013 ACS Est.

	Town of Burnside			C. of Independence			Trempealeau County			State of Wis.		
	Est.	% Est.	% Margin of Error	Est.	% Est.	% Margin of Error	Est.	% Est.	% Margin of Error	Est.	% Est.	% Margin of Error
Total housing units	226			706			12,655			2,626,142		
1-unit, detached	189	83.6	12.2	531	75.2	4.4	9,737	76.9	1.1	1,747,423	66.5	0.2
1-unit, attached	0	0	8.5	11	1.6	2	279	2.2	0.5	115,196	4.4	0.1
2 units	19	8.4	10.6	53	7.5	3.1	568	4.5	0.6	173,829	6.6	0.1
3 or 4 units	0	0	8.5	15	2.1	2.3	300	2.4	0.6	100,247	3.8	0.1
5 to 9 units	0	0	8.5	63	8.9	2.4	463	3.7	0.6	127,426	4.9	0.1
10 to 19 units	0	0	8.5	24	3.4	1.7	290	2.3	0.5	87,150	3.3	0.1
20 or more units	0	0	8.5	0	0	2.8	155	1.2	0.5	177,097	6.7	0.1
Mobile home	18	8	5.7	9	1.3	2	860	6.8	0.7	97,373	3.7	0.1
Boat, RV, van, etc.	0	0	8.5	0	0	2.8	3	0	0.1	401	0	0.1

Source: 2009-2013 American Community Survey 5-yr Estimates, DP04-Selected Housing Characteristics

Note: (Data are based on a sample and are subject to sampling variability)

Heating Fuel

Table 2.11 shows the type of heating fuel used by occupied housing units. The most popular heating fuels used in the Town are Wood (33%), Utility gas (22.5%) and Bottled, tank, or LP gas (22%).

Table 2.11: T. of Burnside, City of Independence, County, and State of Wis. Heating Fuel, 2009-2013 ACS Est.

	Town of Burnside			City of Independence			Trempealeau County			State of Wis.		
	Est.	%	Margin of Error	Est.	%	Margin of Error	Est.	%	Margin of Error	Est.	%	Margin of Error
Occupied housing units	200		+/-37	655		+/-49	11,745		+/-135	2,288,332		+/-6,551
Utility gas	45	22.5	+/-28	510	77.9	+/-45	5,533	47.1	+/-152	1,497,319	65.4	+/-5,410
Bottled, tank, or LP gas	44	22.0	+/-14	8	1.2	+/-7	2,102	17.9	+/-128	248,658	10.9	+/-1,686
Electricity	5	2.5	+/-5	91	13.9	+/-27	1,561	13.3	+/-147	330,274	14.4	+/-3,493
Fuel oil, kerosene, etc.	33	16.5	+/-16	16	2.4	+/-16	1,049	8.9	+/-97	76,014	3.3	+/-1,408
Coal or coke	2	1.0	+/-3	0	0.0	+/-9	9	0.1	+/-11	317	0.0	+/-83
Wood	66	33.0	+/-20	23	3.5	+/-11	1,344	11.4	+/-112	105,267	4.6	+/-1,436
Solar energy	0	0.0	+/-9	0	0.0	+/-9	15	0.1	+/-10	566	0.0	+/-119
Other fuel	2	1.0	+/-3	4	0.6	+/-5	99	0.8	+/-37	20,771	0.9	+/-690
No fuel used	3	1.5	+/-4	3	0.5	+/-4	33	0.3	+/-13	9,146	0.4	+/-565

Source: 2009-2013 American Community Survey 5-yr Estimates, DP04-Selected Housing Characteristics

Note: (Data are based on a sample and are subject to sampling variability)

Year Householder Moved In

According to estimates in Table 2.12 almost half of householders have moved into their present home since 2000.

Table 2.12: T. of Burnside, City of Independence, County, and State of Wis. Year Householder Moved In, 2009-2013 ACS Est.

	Town of Burnside			C. of Independence			Trempealeau County			State of Wis.		
	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error
Occupied housing units	200			655			11,745			2,288,332		
Moved in 2010 or later	13	6.5	4.5	110	16.8	5	1,482	12.6	1.2	359,986	15.7	0.2
Moved in 2000 to 2009	74	37	11.1	292	44.6	6.1	5,132	43.7	1.5	1,043,937	45.6	0.2
Moved in 1990 to 1999	38	19	7.2	90	13.7	3.5	2,280	19.4	1.1	429,221	18.8	0.1
Moved in 1980 to 1989	22	11	5.6	61	9.3	3.8	1,159	9.9	0.9	197,240	8.6	0.1
Moved in 1970 to 1979	16	8	5.5	54	8.2	3.4	861	7.3	0.6	140,384	6.1	0.1
Moved in 1969 or earlier	37	18.5	6.9	48	7.3	3.2	831	7.1	0.7	117,564	5.1	0.1

Source: 2009-2013 American Community Survey 5-yr Estimates, DP04-Selected Housing Characteristics

Note: (Data are based on a sample and are subject to sampling variability)

Affordability Analysis

Estimates in Table 2.13 show monthly owner costs as a percent of household income. In the Town an estimated 5.5% of residents had costs of 35% or more if they had a mortgage and 7.0% had costs of 35% or more if there was no mortgage. Over 10% of residents in the City of Independence with no mortgage had costs over 35%.

Table 2.13: T. of Burnside, City of Independence, County, and State of Wis. Selected Monthly Owner Costs as % of Household Income, 2009-2013 ACS Est.

	Town of Burnside			C. of Independence			Trempealeau County			State of Wis.		
	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error
Housing units with a mortgage (excluding units where SMOCAPI cannot be computed)	73			186			5,411			1,040,805		
Less than 20.0 percent	40	54.8%	+/-16.6	59	31.7%	+/-9.3	2,015	37.2%	+/-2.3	380,767	36.6%	+/-0.3
20.0 to 24.9 percent	16	21.9%	+/-10.9	22	11.8%	+/-5.9	974	18.0%	+/-1.6	189,341	18.2%	+/-0.2
25.0 to 29.9 percent	13	17.8%	+/-11.5	29	15.6%	+/-8.8	700	12.9%	+/-1.4	134,915	13.0%	+/-0.2
30.0 to 34.9 percent	0	0.0%	+/-23.6	19	10.2%	+/-6.5	413	7.6%	+/-1.3	88,737	8.5%	+/-0.2
35.0 percent or more	4	5.5%	+/-9.6	57	30.6%	+/-9.8	1,309	24.2%	+/-1.8	247,045	23.7%	+/-0.2
Not computed	0	(X)	(X)	0	(X)	(X)	1	(X)	(X)	3,157	(X)	(X)
Housing unit without a mortgage (excluding units where SMOCAPI cannot be computed)	71			177			3,284			510,114		
Less than 10.0 percent	24	33.8%	+/-13.0	32	18.1%	+/-6.9	1,005	30.6%	+/-2.5	170,206	33.4%	+/-0.3
10.0 to 14.9 percent	17	23.9%	+/-12.1	36	20.3%	+/-8.6	747	22.7%	+/-2.4	112,602	22.1%	+/-0.3
15.0 to 19.9 percent	14	19.7%	+/-12.6	42	23.7%	+/-10.6	465	14.2%	+/-1.7	69,460	13.6%	+/-0.2
20.0 to 24.9 percent	4	5.6%	+/-6.8	24	13.6%	+/-6.8	309	9.4%	+/-1.5	46,331	9.1%	+/-0.2
25.0 to 29.9 percent	2	2.8%	+/-7.1	9	5.1%	+/-3.9	164	5.0%	+/-0.9	29,656	5.8%	+/-0.2
30.0 to 34.9 percent	5	7.0%	+/-7.4	15	8.5%	+/-7.4	153	4.7%	+/-1.0	20,170	4.0%	+/-0.1
35.0 percent or more	5	7.0%	+/-6.7	19	10.7%	+/-6.3	441	13.4%	+/-1.7	61,689	12.1%	+/-0.2
Not computed	0	(X)	(X)	2	(X)	(X)	43	(X)	(X)	4,770	(X)	(X)

Source: 2009-2013 American Community Survey 5-yr Estimates, DP04-Selected Housing Characteristics - (Data are based on a sample and are subject to sampling variability) Note: (SMOCAPI) = Selected Monthly Owner Costs as a % of Household Income

Town of Burnside Comprehensive Plan

Table 2.14 provides estimates on gross rent as a percent of household income. In the Town an estimated 11.9% of renters had costs of 35% or higher. This was a lower percentage than shown for the City of Independence (27.4%), Trempealeau County (26.1%) and the State (39.8%).

Table 2.14: T. of Burnside, C. of Independence, County, and State of Wis. Gross Rent as % of Household Income, 2009-2013 ACS Est.

	Town of Burnside			C. of Independence			Trempealeau County			State of Wis.		
	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error	Est.	%	% Margin of Error
Occupied units paying rent (excluding units where GRAP cannot be computed)	42			263			2,634			686,858		
Less than 15.0 percent	6	14.3%	+/-14.7	27	10.3%	+/-6.7	446	16.9%	+/-2.4	87,626	12.8%	+/-0.3
15.0 to 19.9 percent	0	0.0%	+/-35.6	50	19.0%	+/-8.3	437	16.6%	+/-2.7	94,652	13.8%	+/-0.3
20.0 to 24.9 percent	29	69.0%	+/-29.4	75	28.5%	+/-10.1	451	17.1%	+/-3.0	90,028	13.1%	+/-0.3
25.0 to 29.9 percent	2	4.8%	+/-13.5	32	12.2%	+/-7.2	417	15.8%	+/-3.1	81,865	11.9%	+/-0.2
30.0 to 34.9 percent	0	0.0%	+/-35.6	7	2.7%	+/-3.0	195	7.4%	+/-1.9	59,088	8.6%	+/-0.2
35.0 percent or more	5	11.9%	+/-20.7	72	27.4%	+/-10.3	688	26.1%	+/-3.5	273,599	39.8%	+/-0.4
Not computed	14	(X)	(X)	4	27	(X)	(X)	(X)	(X)	42,628	(X)	(X)

Source: 2009-2013 American Community Survey 5-yr Estimates, DP04-Selected Housing Characteristics - (Data are based on a sample and are subject to sampling variability)

Note: (SMOCAP) = Selected Monthly Owner Costs as a % of Household Income

2.3 Housing Programs

There are many programs to assist people in finding housing. Some of the programs are administered by the following agencies: Trempealeau County Housing Authority, Wisconsin Housing and Economic Development Authority (WHEDA), USDA- Rural Development, and also Community Development Block Grant (CDBG).

2.4 Housing Element Goals and Actions

The Town of Burnside has created goals and objectives for its Housing Element to assist the town in meeting the needs of the Town's residents. Following each goal are definitions, policies, programs/actions, etc. that are recommended to address each goal.

Goal: Housing that meets the needs of existing and future community residents, while maintaining a predominantly rural atmosphere.

Objective 1: Limit housing development according to current Land Use Plan.

Action: Use Land Use Plan for and development.

Objective 2: Encourage high quality construction standards for housing.

Action: Follow the Wisconsin Uniform Dwelling Code.

Objective 3: Encourage siting homes in areas that will not result in property or environmental damage or impair rural character or agricultural operations in the town.

Action: Consider cluster houses in rural areas or creating subdivisions.

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TRANSPORTATION ELEMENT

3.1 Introduction

The efficient movement of people and goods is the goal of transportation planning. To provide and maintain an efficient transportation system social, economic, and environmental concerns all need to be considered. To help analyze these concerns and improve the efficiency of transportation, this chapter of the plan inventories all the various modes of transportation that exist in the Town and identifies goals and strategies relating to Transportation.

3.2 Facilities Inventory and Characteristics

Road Network

The Town of Burnside's roadway network is comprised of approximately 54 miles of highways and town roads. Functional road classifications for rural areas include principal arterials, minor arterials, major collectors, minor collectors, and local roads (See Appendix A - Map 1 Town of Burnside Transportation System).

Principal arterials- serve interstate and interregional trips. These roads typically serve urban areas greater than 5,000 in population. These are classified as Interstate Highways.

Minor arterials- serve cities, large communities, and other major traffic generators providing intra-regional and inter-regional traffic movements. These are classified as Federal Highways.

Major collectors- provide service to moderate sized communities and links intra-areas traffic to nearby larger population centers. These are classified as State Highways.

Minor collectors- these roads collect traffic from local roads and link them to all remaining smaller communities. All developed areas should be within a reasonable distance of a collector road. These are classified as County Roads.

Local roads- provide access for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads. These are classified as Town Roads.

WISLR Wisconsin Information for Local Roads

WISLR is a program that can assist local governments with the maintaining inventory on the conditions of the roads, compliance with the Statutes to submit a pavement condition every two years, etc. This program helps the town in planning for future roadway improvements. A complete inventory of Town Roads is shown in Table 3.1 below.

**Table 3.1: State of Wisconsin Department of Transportation Wisconsin Information System for Local Roads (WISLR)
City/Village/Town/County Certified Mileage List - (R-01) January 1, 2015 - TOWN OF BURNSIDE**

Road Name	Gross Miles	County Miles	Municipal Miles	County Jurisdiction			Municipal Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
N 36th Ln	0.56		0.56						0.56
W 36th Ln	0.61		0.61						0.61
Bodang Ln	0.11		0.11						0.11
Bragger Ln	0.09		0.09						0.09
Bugby Ln	1.18		1.18						1.18
Ciszak Ln	0.94		0.94						0.94
CTH BB	1.32	1.32				1.32			
CTH Q	7.18	7.18			0.20	6.98			
CTH X	6.06	6.06			6.06				
CTH XX	3.63	3.63				3.63			
Dominic Ln	0.37		0.37						0.37
Doris Guza Rd	2.32		2.32						2.32
Dubiel Ln	1.30		1.30						1.30
Filla Valley Ln (1)	1.31		1.31						1.31
Filla Valley Ln (2)	0.18		0.18						0.18
Franks Ln	0.51		0.51						0.51
Garlick Rd	1.24		1.24						1.24
Gruntzel Ln	0.86		0.86						0.86
Guzel Ln	1.33		1.33						1.33
Hunts Valley Ln	1.85		1.85						1.85
Jelen Ln	0.16		0.16						0.16
Jimmy Ln	0.66		0.66						0.66
Killian Ln	0.72		0.72						0.72
Kosek Ln	0.06		0.06						0.06
Kuka Ln	0.17		0.17						0.17
Levi Ln	0.09		0.09						0.09
Lydia Ln	0.19		0.19						0.19
Lyga Valley Rd	1.27		1.27						1.27
Maule Coulee Rd	2.24		2.24						2.24
Melody Ln	0.03		0.03						0.03
Norlyn Ln	0.19		0.19						0.19
Prokop Ln	0.26		0.26						0.26
Przybilla Ln	0.47		0.47						0.47
Renee Ln	0.06		0.06						0.06
Rolling Hills Ln	0.11		0.11						0.11
Sather Hill Rd	0.17		0.17						0.17
Screamin Eagle Ln	0.12		0.12						0.12
Servais Ln	0.26		0.26						0.26

**Table 3.1: State of Wisconsin Department of Transportation Wisconsin Information System for Local Roads (WISLR)
City/Village/Town/County Certified Mileage List - (R-01) January 1, 2015 - TOWN OF BURNSIDE**

Road Name	Gross Miles	County Miles	Municipal Miles	County Jurisdiction			Municipal Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
Skroch Valley Ln	1.18		1.18						1.18
Sokolosky Ln	0.34		0.34						0.34
Star-Wood Ln	0.05		0.05						0.05
Swede Valley Rd	2.02		2.02						2.02
Troug Ln	0.09		0.09						0.09
Wallace Ln	0.02		0.02						0.02
Wolfe Rd	2.51		2.51						2.51
Total Miles	46.39	18.19	28.20	0.00	6.26	11.93	0.00	0.00	28.20

Source: Wis-DOT Wisconsin Information System for Local Roads (WISLR) - Last updated 4/29/2015

Road Weight Restrictions and Limitations

In the spring, town roads are not stable because of the winter frost so the town board and county has established weight restrictions for town and county roads. There are roads that do not have weight restrictions because of the way they were designed and constructed.

Traffic Counts

The Wisconsin Department of Transportation conducts traffic counts every three years in rural areas. Chart 3.2 illustrates traffic counts on selected public roads in the Town of Burnside from 2006- 2015. The traffic count data available shows traffic increased at almost every collection point over the eight year period. State Highway 121 north of the City of Independence experienced dramatic increases over the time period.

Table 3.2: T. Burnside Annual Average Daily Traffic Counts 2006-2015

	2006	2009	2010	2012	2015
STH 121 Between East Rd & Walnut Street, Independence	4,600	4,600	NA	5,900	NA
STH 93 North of STH 121, Burnside Township	4,300	4,900	NA	6,100	NA
STH 93 East of 6 th Street, Independence	7,200	6,900	NA	NA	5,900
STH 93 North of CTH X, Burnside Township	NA	6,800	NA	5,400	5,500
STH 93 Between STH 121 and Elm Street, Independence	NA	NA	8,100	7,800	6,600
STH 121 W of STH 93, Burnside Township	NA	550	NA	870	NA

Source: <https://trust.dot.state.wi.us/roadrunner/>

3.3 Airports and Aviation

The nearest airports providing regular scheduled passenger flights to domestic and international destinations are located in Eau Claire, WI; La Crosse, WI; and Minneapolis-St. Paul, MN. There are six private airport/airfields within Trempealeau County and one public, in Blair, WI.

3.4 Multi-Use Trails

There are no ATV trails in the Town of Burnside.

3.5 Elderly and Disabled Transportation

Trempealeau County's Senior Services office provides needs to the elderly persons of the county called Ride Solutions. Persons who have poor ambulation and vision may make use of the bus service that is available. There is also a van service for the elderly and disabled persons of the county. Private transportation carriers for elderly or disabled residents include Pine Creek Transportation and Abby Vans.

The county maintains a volunteer driver program that provides transportation for medical appointments for anyone age 60 or over who lives in their own home and is unable to get to their appointments on their own. Persons with disabilities may use this program when a physician verifies the disability. Volunteers, using their own vehicles, pick up participants at their home, take them to their appointments and return them to their home.

3.6 Public Transit

The closest commercial bus transportation is available by Greyhound Bus Lines in Eau Claire and Winona, MN and Jefferson Bus Lines in Eau Claire WI, La Crosse, WI, and Winona, MN.

3.7 Truck Transportation

Truck transportation is served by the local, state and federal highway system. Weight restrictions may apply with some exemptions for agricultural purposes. STH 93, a designated long truck route extends through the Town of Burnside north to south. STH 121 travels through the town east to northwest connecting Whitehall and Independence to Buffalo County.

3.8 Rail System

There is currently one railway in the Town of Burnside. The Canadian National Railroad serves Trempealeau County and the Town of Burnside.

3.9 Water Transportation

The Town of Burnside is not located on a commercial waterway. The nearest water transportation is located at the Port of La Crosse, in La Crosse, Wisconsin and the Port of Winona, in Winona, MN. The Port of La Crosse serves ingoing and outgoing barge traffic on the Mississippi River. It provides water access for freight through public and private terminals. Cargo primarily shipped by barge in the region include liquid bulk cargo (chemicals, petroleum, etc.) and dry bulk cargo (grain, scrap metal, etc.).

3.10 Summary of Existing Transportation Plans

As part of the Wisconsin Department of Transportation's long range transportation plan "Connection 2030" a series of system-level priority corridors were identified. The corridors are critical to Wisconsin's travel patterns and support the state's economy. One of these corridors, the *Trempealeau River Corridor – La Crosse to Eau Claire* travels through the Town of Burnside in Trempealeau County. The 80-mile corridor is a primary link between the metro areas of La Crosse and Eau Claire and serves the furniture manufacturing industry in Arcadia.

The state maintains a Six-Year Highway Improvement Plan which identifies state and federal highway projects through 2021. A listing of county projects is illustrated in the Wisconsin DOT Six Year Highway Improvement Program below. There is some work to be done in the Town of Burnside but it should not affect the town's comprehensive plan.

Wisconsin DOT Six Year Highway Improvement Program – September 20, 2015 Snapshot

Hwy	Project Title and Project Limits	Miles	Estimate (Range)	Year	Work Type	Project Description
010	Osseo - Fairchild	2.18	\$1,000,000-\$1,999,999	2016	RESURF	Mill the existing pavement and repave with 6.5 inches HMA, culvert pipes replacement, concrete repair in concrete segment, sign replacement.
035	Trempealeau - Fountain City	4.13	\$2,000,000-\$2,999,999	2017	RDMTN	Road maintenance improvement surface mill 2.5 inches and overlay with 4 inches new black top, 5 foot paved shoulders, pavement marking, and permanent signs replacement.
053	Galesville - Whitehall	0.06	\$500,000-\$749,999	2016	BRRHB	Bridge rehabilitation replacing the existing bridge deck, with the sidewalk width increased from 5 to 6 feet.
053	Galesville – Whitehall	0.07	\$1,000,000-\$1,999,999	19-21	BRRPL	Bridge Replacement
053	V Pigeon Falls, Ekern Street	0.06	\$250,000-\$449,999	2016	BRRHB	Bridge rehabilitation, concrete overlay of Pigeon Creek Bridge.
053	Whitehall – Osseo	7.90	\$4,000,000-\$4,999,999	2016	RESURF	Resurface improvement, surface mill 3 to 4 inches of existing pavement and overlay with 5 inches HMA, beam guard and culvert pipe replacement (as needed), pavement marking and permanent signs replacement.
054	Gilmanton - Independence	9.17	\$1,000,000-\$1,999,999	2018	RDMTN	Mill and overlay existing roadway with new black top.
093	Arcadia, STH 93	0.64	\$1,000,000-\$1,999,999	2016	RESURF	Safety improvement, 2 inch mill/overlay, restripe Blaschko Drive and STH 95 to a 2-lane with dedicated right and left turn lanes, 3-lan TWTL near McDonalds and chop island at Detloff Ct. Traffic Signal Wilson Ave.
093	Centerville – Independence	0.06	\$250,000-\$449,999	2016	MISC	Construct, brake check pullout at the hill top east. It will have 2 one-way driveways, with trucks entering south and exiting at north, both via right turn. Northbound right turn lane constructed at south drive.
093	Centerville – Independence	0.41	\$250,000-\$449,999	2018	MISC	Safety improvement on the Trempealeau River Bridge (8-61-0054) Polymer Overlay.
093	Centerville – Independence	0.35	\$100,000-\$249,999	2018	RECOND	Widen roadway to the west to provide a new 12 foot southbound through lane and convert the existing southbound through lane to a dedicated 12-foot center left turn lane. Widening includes 8-foot shoulder, 3 saved.
093	Centerville – Independence	7.87	\$5,000,000-\$5,999,999	2018	RESURF	Roadway maintenance, mill existing road and overlay with new blacktop.
093	Centerville – Independence	4.88	\$3,000,000-\$3,999,999	19-21	RESURF	Mill and overlay the existing roadway with new black top.
093	Freight; Eleva – Eau Claire	0.02	\$1,000,000-\$1,999,999	2016	BRRPL	Replace bridge B-61-35 on STH 93 over Adams Creek in Trempealeau County (Freight mitigation).
093	Independence – Eleva	1.72	\$1,000,000-\$1,999,999	2018	RESURF	Mill and overlay with new black top.
093	Independence – Eleva	16.03	\$11,000,000-\$11,999,999	19-21	RESURF	Mill and resurfacing existing roadway.
094	Eau Claire – Osseo	0.12	\$12,000,000-\$12,999,999	19-21	BRRPL	Replacing I-94 east and west bound C "B-61-0041 and 0042) and Buffalo River (B-61-0043 and 0044) bridges.

Source: <http://wisconsindot.gov/Documents/projects/6yr-hwy-impr/proj-info/nwrlisting.pdf>

3.11 Transportation Element Goals and Actions

The Town of Burnside developed goals based on public input from survey information, public meeting participation, committee and resident knowledge. As previously described, in the context of this plan goals are broad statements that the Town desires to achieve. Following each goal are definitions, policies, programs/actions, etc. that are recommended to address each goal.

Goal: A safe and efficient transportation system that meets the needs of multiple users.

Objective 1: Continue to maintain and upgrade town roadways and signage.

Action: In accordance with state law using PASER, continue to evaluate local roads.

Action: Review the five-year road plan on a semi-annual basis.

UTILITIES & COMMUNITY FACILITIES ELEMENT

4.1 Introduction

This element identifies and analyzes existing utilities and community facilities in the Town of Burnside. Utilities and community facilities include such things as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants, transmission lines, cemeteries, health care facilities, child care facilities, police protection, fire and rescue facilities, libraries, schools and other governmental facilities.

4.2 Existing Utilities and Community Facilities (See Appendix A - Map 2 Town of Burnside Community Facilities)

Water Supply

The Town of Burnside does not provide municipal water service. Private wells maintained by the property owner are the source of water for the residents of the Town of Burnside. The town has no plans to develop a public water system at this time. The State of Wisconsin has well regulations (NR 812, Wis. Adm. Code), administered by the Department of Natural Resources (DNR). Since 1987, 67 new wells have been constructed, 43 wells replaced, and 2 high capacity wells constructed.

In February 2016 the Wisconsin Assembly passed a bill loosening restrictions on what can be done to a high capacity well. Assembly Bill 874 allows high-capacity wells to be transferred, repaired or reconstructed without a new permit, under the conditions of its original permit. A high-capacity well is a system of one or more wells, drillholes or mine shafts on a property that have a combined capacity of 70 or more gallons per minute, according to Wisconsin Administrative Code. High capacity wells are used by businesses (including the frac sand industry) and in the agricultural industry (ex. irrigation).

On-Site Waste Disposal Facilities

The disposal of commercial and domestic wastewater is controlled by septic systems in the Town. Wisconsin Department of Safety and Professional Services Chapter SPS 383 Private Onsite Wastewater Treatment Systems (POWTS) Administrative Code establishes uniform standards and criteria for the design, installation, inspection and management of a private onsite wastewater system (POWTS), so the system is safe and will protect public health and waters. The Department of Natural Resources is responsible for establishing, administering and enforcing standards relative to domestic wastewater treatment systems which either disperse to the surface or to surface waters. Trempealeau County has a Sanitary and Private Sewage System Ordinance (adopted March 2001) in place to promote and protect the public health and safety through the proper siting, design, installation, inspection, and management of private sewage systems and non-plumbing sanitation systems. It is state law to have a sanitary permit for these sanitary systems. A licensed master plumber must acquire the permit. Some types of on-site disposal system designs include: conventional (underground), mound, pressure distribution, at-grade holding tank, and sand filter systems.

Solid Waste Disposal and Recycling Facilities

The Town of Burnside offers a solid waste and recycling collection point for town residents which is located at the Town Hall. Collection is every Saturday April through October from 8:00 a.m. until 10:00 a.m. and every other Saturday November through March.

Town of Burnside Comprehensive Plan

Stormwater Management

Federal, state, county, and local governments administer and regulate stormwater runoff. Trempealeau County adopted an Erosion Control and Stormwater Management Ordinance in September 2010.

Law Enforcement

The Town of Burnside does not have a police department. The Trempealeau County Sheriff's Department serves as the primary law enforcement agency. The Sheriff's Department and facilities are located at the Trempealeau County Government Center in the City of Whitehall. The Town of Burnside does not foresee having a law enforcement department in the near future.

Fire and Rescue

Fire protection is provided by the City of Independence Fire Department.

Libraries

The Town of Burnside does not have a library, but the residents utilize the City of Independence's library located at 23688 Adams Street.

Town Hall/Garage

The town hall is located south of the City of Independence just off Highway 93 at W24152 Starwood Lane.

Cemeteries

The Town of Burnside has one cemetery located in the town. The cemetery is Bethel Cemetery located south of the City of Independence.

Communications Facilities

Trempealeau County has an ordinance in place for the construction of communication towers.

Local telephone communications are provided by CenturyLink and Tri-County Communications. Several companies offer internet services.

Electric & Gas Utilities

Xcel Energy is the primary electrical provider for the Town of Burnside.

Power Plants, Substations, and Transmission Lines

There is only one substation in the Town of Burnside located at N39491 State Road 93 in T22N-R9W-Section 1.

4.3 Medical/Health Care and Other Facilities

There are no medical facilities located in the Town of Burnside. Residents can receive care at Marshfield Clinic or the Franciscan Skemp Clinic located in the City of Arcadia. Ashley Furniture, a manufacturer located in the City of Arcadia has its own health and wellness center that offers medical care to local employees and family members of Ashley's health plans. There are also clinics in the City of Independence and Blair, and the City of Winona, Minnesota. Other hospitals where residents may attain care include Tri-County Memorial in Whitehall, Gundersen Lutheran in Onalaska and La Crosse, Mayo Clinic Health System in La Crosse and Onalaska and Winona Community Memorial Hospital in Winona, Minnesota.

Senior Care Facilities

There are no services for senior care in the Town of Burnside.

Child Care Facilities

There are no child care facilities located in the Town of Burnside. There are child care centers located in the City of Independence.

4.4 Educational Facilities

Most children of school age attend the Independence School District. The 2015-2016 school census for the Independence School District was 392. Since 2007-2008 school enrollment in the Independence School District has increased by 12.6%. Private schools that children attend include S.S. Peter and Paul Catholic School, located in the City of Independence.

Located in the City of Independence is a post secondary school, Western Technical College (WTC).

4.5 Recreational Facilities

Parks

There are no parks located in the Town of Burnside.

County Residents also have access to Joe Pietrek Jr. Memorial Park, a county park, that is open 6 a.m. – 10 p.m. daily from the 15th of April until the 30th of November. The park is located on/off Highway 93 between the cities of Arcadia and Independence and offers two shelters available for rent, tent camping and RV camping, nine hole disc golf course, volleyball, basketball, playground, fishing, horse arena, swimming beach, canoeing and tubing, hiking, bird watching, and an observation deck.

Trails

Snowmobile Trails: There are snowmobile trails that run through the town of Burnside on privately owned land.

Horse Trails: The Trempealeau County Horse Club has developed a horse trail along the Trempealeau River. A 140 by 300 foot arena is also available to rent for horse activities.

Bike Trails: There are 17 bike loops designated in Trempealeau County as offering road biking opportunities. Several of these loops travel through the Town of Burnside (<http://www.tourdetremp.com/loops/>). The St. Paul Pioneer Press identified these loops as “The Best Road Cycling in the Midwest”. A map of all recreational trails in the county can be found on the County’s Land Records website at <http://www.trempeleaucounty.com/landrecords/>.

4.6 Utilities and Community Facilities Element Goals and Actions

The Town of Burnside developed goals based on public input from survey information, public meeting participation, committee and resident knowledge. As previously described, in the context of this plan goals are broad statements that the Town desires to achieve. Following each goal are definitions, policies, programs/actions, etc. that are recommended to address each goal.

Goal: Support community facilities and services, which contribute to the overall improvement of the community.

Objective 1: Expand public infrastructure when necessary to meet the needs of the town.

Town of Burnside Comprehensive Plan

- Objective 2:
- Action: Continue to allow utility companies to use road rights-a-way for utility line expansion.*
 - Encourage and support the burial of utility lines when and where feasible.
 - Action: Provide utility companies with the Town of Burnside Comprehensive Plan and work with them to bury lines when possible.*

NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES ELEMENT

5.1 Introduction

This element looks at the natural, agricultural and cultural resources in the Town of Burnside such as topography, slopes, soils, land cover, agricultural areas, water resources, and cultural town resources. The Town of Burnside has an abundance of natural resources such as forests, streams, and agricultural land. Public input throughout the planning process stressed the importance of these resources to the quality of life Town residents enjoy. Maintaining the natural resource base is critical to the town's future.

5.2 Natural Resources

Background

The Town of Burnside is located in the western part of Trempealeau County. Burnside became a town in 1863 and was named after Gen. Ambrose E. Burnside who commanded the Army of the Potomac for a short time during the Civil War.

Topography

The Town of Burnside is in the unglaciated (driftless) region of Wisconsin. Narrow tree-covered and broad, rolling valleys are characteristic landscape features.

Slopes

Steep slopes are common in Trempealeau County. The County's current Zoning Ordinance provides that construction on slopes of 20% to 30% shall require a conditional use permit and construction on slopes greater than 30% is prohibited (See Appendix A - Map 3 Town of Burnside Contours/Slope Map).

Soils

A soil evaluation for the Town of Burnside was prepared for the 1981 Trempealeau County Farmland Preservation Plan. The soil evaluation follows (See Appendix A - Map 4 Town of Burnside Soils Map):

"The upland soils of the Town of Burnside consist of the Fayette-LaFarge-Eleva associations. These soils are well drained soils that have a subsoil of sandy loam to silty clay loam, moderately deep to deep over sandstone.

The Trempealeau River and tributary stream terraces are made up of the Ettrick-Pilot-Meridian association. These soils are poorly drained and well-drained soils that have a subsoil of loam to silty clay loam over silt loam and sand. These soils are found on the valley bottoms as well as stream and river terraces.

The upland areas of the Burnside Township have scattered pockets of soils which, according to the Soil Conservation Service, have moderate limitations for on-site septic disposal systems. These same soils, however, have a high to very high rating for crop productivity which would make these soils best suited for continued agricultural production.

The Elk Creek and Trempealeau River terraces have large tracts of land with soils which, according to the Soil Conservation Service, have slight to moderate limitations for on-site septic disposal systems. The crop productivity for these same soils varies from very high to low, with the majority of the soils having a very high crop productivity rating."

Forest Resources

The 1992 WISCLAND data indicates that 27% of Trempealeau County is covered by forest. According to Wisconsin Department of Revenue, 2015 Statement of Assessments there are 2,654 acres of forested land in the Town of Burnside (Table 5.1). The majority of forest land in the Town is privately owned.

Table 5.1: Statement of Assessments – Forest and Ag Forest Acres - 2015

	Ag Forest		Forest		Total	
	No. of Acres	% Land Use	No. of Acres	% Land Use	No. of Acres	% Land Use
T. Burnside	2387	11.3	267	1.3	2654	12.4

Source: Wis. Dept. of Revenue, 2015Statement of Assessments

County-Owned Forest Lands

There is no county-owned forested land in the Town of Burnside.

State-Owned Forest Lands

There is no state owned forest land in the Town of Burnside.

Federally-Owned Forest Lands

There are no federally owned acres in the Town of Burnside.

Mineral Resources

There are three active non-metallic mines in the Town of Burnside. Two are limestone quarries of approximately 20 acres in size and the third site is a 2-acre agricultural sand operation. There has been a dramatic increase in the number of mining proposals in Trempealeau County due to a surge in hydrofracking, a technique used by the petroleum industry to extract natural gas and/or crude oil from rock formations.

Surface Water Resources

Trempealeau County's boundaries are formed by three rivers: the Mississippi River on the south, the Trempealeau River on the West, and the Black River on the Southeast. Within the County are three major drainage basins, the Buffalo River drains the northern part of the County, the Black River drains the southeastern part of the County, and the Trempealeau River drains the remainder of the county. All three rivers drain to the Mississippi River.

Nonpoint source pollution Priority Watershed Project implementation has occurred in the Elk Creek, Beaver Creek, Lower Black River/Hardies Creek, Middle Trempealeau and Upper Trempealeau River Watersheds. The surface water quality assessments within all of these plans were remarkably similar. DNR maintains surface water quality assessments and updates them as needed. A compilation of all of the surface water quality assessments contained within these plans, as well as, the Black - Buffalo-Trempealeau River Basin Plans form the basis for this county wide surface water quality assessment.

Nonpoint source pollutants are the primary cause of surface water quality problems in the county. Pollutants such as sediment, bacteria, organic material, and animal wastes contribute to the existing surface water quality problems associated with all of the surface water resources of the county. In addition to the pollutants that flow into surface water resources, degradation and erosion of stream banks is a major source of sedimentation to the streambeds as well as the impoundments located at the downstream end of many of the county watersheds.

Erosion and instability of stream banks is a common problem throughout the county which results in increased sedimentation and removal of important habitat for aquatic life, especially trout. Sedimentation of pools and filling in of spawning substrate in riffle areas are results of both upland erosion (Ag and Non-Ag) and stream bank erosion. The filling in of riffle areas reduces reproduction success of trout by reducing oxygen levels in streams and destroying spawning habitat. Sedimentation of stream bottoms also reduces the abundance of invertebrates that constitute a valuable fish food resource.

Agriculture and to a lesser extent, urban land disturbing activities are the primary sources of pollutants to the county's surface water resources. Sources of surface water pollutants include: barnyard runoff, nutrient and sediment runoff from cropped fields, manure runoff from improperly stacked/stored animal waste, concentrated flow erosion from cropped fields and logging trails, ephemeral erosion from cropped fields, and runoff from construction projects.

-Trempealeau County Land and Water Resource Management Plan, 2016.

Erosion control is one of the most overlooked management practices at construction sites in Trempealeau County. County ordinances require that an erosion control plan be prepared and submitted to the Department of Land Management prior to doing any construction or excavating. The County also has an erosion control and stormwater management ordinance in place as well as an animal waste ordinance and a Livestock facilities/Feedlot ordinance.

Water Quality

Surface water resources are evaluated by the Wisconsin Department of Natural Resources on water quality, wildlife, fish, and aesthetic values. In Chapter NR 102 of the Wisconsin Administrative Code water bodies were assigned as Outstanding Resource Waters (ORW) or Exceptional Resource Waters (ERW). ORW's rate higher for the values listed above while the ERW's have a high rating but not as high as ORW's. The ORW's are protected under NR 102. Trempealeau County only has ERW's. Below is a list of those with names; however there are many that are assigned ERW's that are not named or listed below.

Table 5.2: Trempealeau County Exceptional Resource Waters

Official Waterbody Name	Local Waterbody Name	ORW/ ERW	Start Mile	End Mile	Mileage	Counties
Bear Creek	Bear Creek	/ERW	0	4.9	4.9	Trempealeau
Buffalo River	Buffalo River	/ERW	57.06	70.13	13.07	Trempealeau
Dutch Creek	Dutch Creek	/ERW	0	4.11	4.11	Trempealeau
Joe Coulee Creek	Joe Coulee Creek	/ERW	0	3.08	3.08	Trempealeau
Johnson Valley Creek	Johnson Valley Creek	/ERW	0	5.2	5.2	Trempealeau
South Fork Buffalo River	Buffalo River - South Fork	/ERW	5.42	16.63	11.21	Jackson, Trempealeau
Unnamed	Creek 15-4	/ERW	0	2	2	Trempealeau
Unnamed	Creek 11-4	/ERW	0	1.66	1.66	Trempealeau
Unnamed	Creek 13-3b	/ERW	0	0.9	0.9	Trempealeau
Unnamed	Unnamed Creek 25-13	/ERW	0	2.03	2.03	Jackson, Trempealeau
Unnamed	Creek 8-9	/ERW	0	1.6	1.6	Trempealeau
Unnamed	Creek 7-4	/ERW	0	1.49	1.49	Trempealeau
Unnamed	Creek 34-15	/ERW	0	1.39	1.39	Trempealeau
Unnamed	Creek 15-13	/ERW	0	2.57	2.57	Trempealeau
Unnamed	Creek 5-6	/ERW	0	1.06	1.06	Trempealeau
Unnamed	Abraham Coulee Creek	/ERW	1.93	3.65	1.72	Trempealeau
Unnamed	Linderud Coulee Creek	/ERW	1.64	3.82	2.18	Trempealeau

Table 5.2: Trempealeau County Exceptional Resource Waters

Official Waterbody Name	Local Waterbody Name	ORW/ ERW	Start Mile	End Mile	Mileage	Counties
Unnamed	Unnamed Creek 2-12	/ERW	0	2.3	2.3	Trempealeau
Unnamed	Creek 14-13	/ERW	0	1.66	1.66	Trempealeau
Unnamed	Creek 13-15	/ERW	0	0.6	0.6	Trempealeau
Unnamed	Creek 24-4	/ERW	0	3.67	3.67	Trempealeau
Unnamed	Creek 11-7 T20n R7w	/ERW	0	0.97	0.97	Trempealeau
Unnamed	Creek 13-3a T20n R7w	/ERW	0	1.91	1.91	Jackson, Trempealeau
Unnamed	Creek 8-14 T20N R7W	/ERW	0	2.42	2.42	Trempealeau
Vosse Coulee Creek	Vosse Coulee Creek	/ERW	0	6.26	6.26	Jackson, Trempealeau
Washington Coulee Creek	Washington Coulee Creek	/ERW	0	3.74	3.74	Jackson, Trempealeau
Total Miles					83.7	

Source: Wisconsin DNR, March 1, 2016

Every two years Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters ("303(d) list"). A water is considered impaired if a) the current water quality does not meet the numeric or narrative criteria in a water quality standard or b) the designated use (fish and aquatic life, recreation, public health and welfare, and wildlife) that is described in Wisconsin Administrative Code is not achieved. Table 5.3 lists impaired waters in Trempealeau County.

Table 5.3: Trempealeau County Impaired Waters List (Impaired w/o TMDL and Impaired with TMDL)

Waterbody Name	Type	Start Mile	End Mile	Length/size	Units	Pollutant	Status	TMDL Priority	Listing Detail
Impaired Waters without TMDL									
Buffalo River	River	0	42.38	42.38	Miles	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)
Mississippi (Reach 2) Buffalo-Whitewater – Chippewa River to LD 6 (lower Pool 4 to Pool 6)	River	714.2	763.4	49.2	Miles	Mercury	303d Listed	Low	TMDL Needed (5A)
" "	River	714.2	763.4	49.2	Miles	PCBs	303d Listed	Medium	TMDL Needed (5A)
" "	River	714.2	763.4	49.2	Miles	PFOs	303d Listed	Low	TMDL Needed (5A)
Timber Creek	River	0	4	4	Miles	Unknown Pollutant	Proposed for list	Low	TMDL Needed (5A)
Trump Coulee Creek	River	0	7.71	7.71	Miles	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)
Black River	River	0	24.44	24.44	Miles	PCBs	303d Listed	Low	TMDL Needed (5A)
Buffalo River	River	57.06	70.13	13.07	Miles	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)
Buffalo River	River	44.94	57.06	12.12	Miles	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)
Elk Creek	River	0	21.51	21.51	Miles	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)
Hawkinson Creek	River	0	4	4	Miles	Unknown Pollutant	Proposed for List	Low	TMDL Needed (5A)
Irvin Creek	River	0	5.31	5.31	Miles	Unknown Pollutant	303d Listed	Low	TMDL Needed (5A)
Marinuka Lake	Lake			116.56	Acres	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)
Meyers Valley Creek	River	2.14	5.88	3.74	Miles	Unknown Pollutant	303d Listed	Low	TMDL Needed (5A)
North Fork of Beaver Creek	River	0	11.59	11.59	Miles	Total Phosphorus	Proposed for List	Medium	TMDL Needed (5A)
Pigeon Creek	River	0	7.93	7.93	Miles	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)
Tamarack Creek	River	0	6.31	6.31	Miles	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)
Trempealeau River	River	0	31.28	31.28	Miles	Mercury	303d Listed	Low	TMDL Needed (5A)
Trempealeau River	River	0	31.28	31.28	Miles	Total Phosphorus	303d Listed	Medium	TMDL Needed (5A)
Trout Run Creek	River	0	3.8	3.8	Miles	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)

Table 5.3: Trempealeau County Impaired Waters List (Impaired w/o TMDL and Impaired with TMDL)

Waterbody Name	Type	Start Mile	End Mile	Length/size	Units	Pollutant	Status	TMDL Priority	Listing Detail
Trout Run Creek	River	3.8	6.05	2.25	Miles	Unknown Pollutant	303d Listed	Low	TMDL Needed (5A)
Trout Run Creek	River	0	3.8	3.8	Miles	Unknown Pollutant	303d Listed	Low	TMDL Needed (5A)
Turton Creek (American Valley Creek)	River	0	3.6	3.6	Miles	Total Phosphorus	303d Listed	Low	TMDL Needed (5A)
Mississippi (Reach 3) La Crosse-Pine – LD 6 to Root River (Pool 7 to upper Pool 8)	River	693.7	714.2	20.5	Miles	Mercury	303d Listed	Low	TMDL Needed (5A)
" "	River	693.7	714.2	20.5	Miles	PCBs	303d Listed	Low	TMDL Needed (5A)
Black River	River	0	24.44	24.44	Miles	Mercury	303d Listed	Low	Mercury Atm. Dep. (5B)
Marinuka Lake	Lake			116.56	Acres	Mercury	303d Listed	Low	Mercury Atm. Dep. (5B)
" "	Lake			116.56	Acres	Total Phosphorus	303d Listed	Low	Phosphorus Listed (5P)
Black River	River	0	24.44	24.44	Miles	Total Phosphorus	303d Listed	Low	Phosphorus Listed (5P)
" "	River	693.7	714.2	20.5	Miles	Total Phosphorus	303d Listed	Low	Phosphorus Listed (5P)
Irvin Creek	River	0	5.31	5.31	Miles	Sediment/Total Suspended Solids	TMDL Approved	N/A	TMDL approved by EPA in 2003 (4A)
North Creek	River	0	7.59	7.59	Miles	Sediment/Total Suspended Solids	TMDL Approved	N/A	TMDL approved by EPA in 2003 (4A)
Tappen Coulee Creek	River	0	5.06	5.06	Miles	Sediment/Total Suspended Solids	TMDL Approved	N/A	TMDL approved by EPA in 2003 (4A)
Newcomb Valley Creek	River	0	5.76	5.76	Miles	Sediment/Total Suspended Solids	TMDL Approved	N/A	TMDL approved by EPA in 2003 (4A)
Welch Coulee Creek	River	0	5.37	5.37	Miles	Sediment/Total Suspended Solids	TMDL Approved	N/A	TMDL approved by EPA in 2003 (4A)
Trump Coulee Creek	River	0	7.1	7.1	Miles	Sediment/Total Suspended Solids	TMDL Approved	N/A	TMDL approved by EPA in 2003 (4A)
Hardies Creek	River	1.64	3.54	1.9	Miles	Sediment/Total Suspended Solids	TMDL Approved	N/A	TMDL approved by EPA in 2008 (4A)
Hardies Creek	River	0	1.64	1.64	Miles	Sediment/Total Suspended Solids	TMDL Approved	N/A	TMDL approved by EPA in 2008 (4A)

Source: Wisconsin DNR, March 1, 2016 (Draft List 2016) TMDL = Total maximum daily loads (TMDLs)

Watersheds

A watershed is a land area that drains to a particular body of water. There are two watersheds located in the Town of Burnside. The northern watershed is known as the Elk Creek Watershed. The southern watershed is the Middle Trempealeau River Watershed.

Town of Burnside Lakes and Streams

There are no lakes in the Town of Burnside. Bugle Lake located in the City of Independence is the nearest lake to the Town of Burnside.

There are two kinds of streams; perennial and intermittent. Perennial streams have water flowing through them most of the year. The intermittent streams are dry most of the year but have water flowing during snowmelt or after rainstorms. Even though intermittent streams do not have water flowing through them constantly there is a need to protect them because they flow into the perennial streams.

Floodplains

Floodplains are lands adjacent to rivers or streams that are naturally subject to flooding. Development in these areas is strongly discouraged because of the flood damage potential. Leaving these areas in their natural state preserves flood water storage basins helping to protect other areas from flooding.

In August 2016, Bugle Lake spilled over its banks in Independence. Storms dumped over 4 inches of rain on the Independence area, flooding downtown city blocks, causing extensive damage to roads, homes and businesses and prompting city officials to declare a voluntary evacuation.

Flood Hazard Assessment

The Federal Emergency Management Agency (FEMA) has provided maps of flood areas to Trempealeau County. The maps are required to be utilized for flood determination purposes.

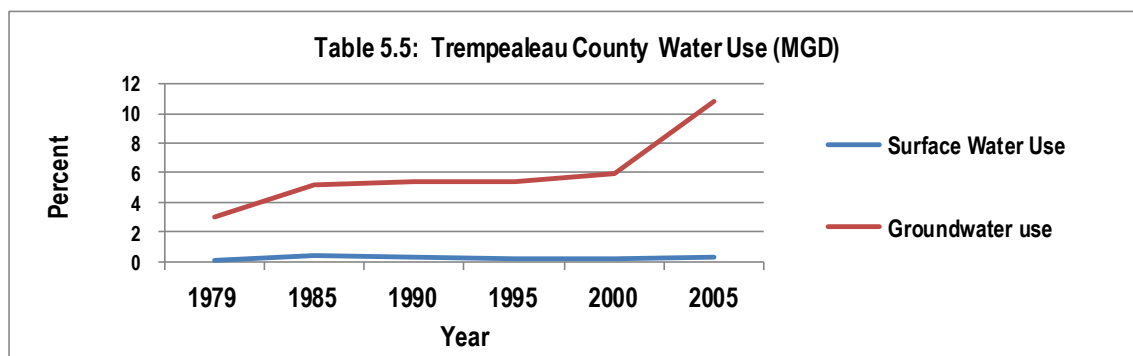
Groundwater

Water, especially groundwater, is an important resource for residents in Trempealeau County. According to the Wisconsin Department of Natural Resources 70 percent of Wisconsin's residents and 97 percent of Wisconsin communities rely on groundwater for their drinking and other water needs. The quantity of groundwater depends on the recharging, (precipitation), and the discharging of the water. The quality of groundwater is directly related to the activities of the land. The spreading of fertilizers and chemicals either for residential homes or agricultural fields can affect the quality of groundwater. Table 5.4 shows water use in Trempealeau County from 1979 through 2005. Surface water use increased by 115% since 1979 and groundwater use increased by 255% during that same period. Groundwater use increased in all use categories and incurred a significant increase in irrigation use. Figure 5.5 illustrates a significant increase in groundwater use between 2000 and 2005.

Table 5.4: Trempealeau County Water Use by Year (Millions of gallons per day)

	1979	1985	1990	1995	2000	2005	% Chg. 1979-90	% Chg. 1990- 00	% Chg. 2000-05	% Chg. 1979-05
Surface Water Use	0.13	0.38	0.35	0.22	0.21	0.28	169.2	-40.0	33.3	115.4
Groundwater use	3.06	5.16	5.38	5.4	5.94	10.87	75.8	10.4	83.0	255.2
Total Water Use	4.19	5.54	5.73	5.62	6.15	11.15	36.8	7.3	81.3	166.1

Source: Water use data from USGS Water Use in Wis. Reports, 1979, 1985, 1990, 1995, 2005, 2005



Environmentally Sensitive Areas

In 2006 the Wisconsin Department of Natural Resources published the Wisconsin Land Legacy Report, an Inventory of Places to Meet Future Conservation and Recreation Needs. The report listed 229 legacy places in 16 ecological landscapes in the State of Wisconsin. Trempealeau County and the Town of Burnside are located in the Western Coulee and Ridges ecological landscape. This landscape is characterized by highly eroded, unglaciated topography. Steep-sided valleys are heavily forested and often managed for hardwood production. Agricultural activities, primarily dairy and beef farming, are typically

confined to valley floors and ridge tops. Large, meandering rivers with broad floodplains are also characteristic of this landscape.¹ Two legacy places are located in the Town of Burnside, Table 5.6.

Table 5.6 Legacy Places

Name	Size	Description
Black River	100 miles in length	The Black River originates in the northern forests of central Taylor County and meanders south for more than 100 miles to its confluence with the Mississippi River. Biological diversity along the corridor is high due to its north-south orientation, association with four ecological landscapes, and the presence of pronounced, intact, wet-to-dry environmental gradients along the length of the river. Due to its relatively undeveloped and outstanding scenic qualities, the lower stretch of the Black River was once considered for national Wild and Scenic River status. It presently offers “wilderness-like” canoeing opportunities. The river corridor provides important nesting and migratory habitat for a variety of songbirds and waterfowl, and serves as an important north-south dispersal corridor for bear, wolves and fisher.
Buffalo River		This corridor, running from Jackson County to the Mississippi River, contains a diverse mixture of high quality habitats ranging from broad wetlands to large forest blocks to oak savanna. The lower end of the Buffalo River provides valuable nesting and migratory habitat for many species of birds in the Mississippi River Valley and serves as an important staging area for migrating tundra swans. The flat, meandering floodplain lies in stark contrast to the adjacent steep bluffs. Narrow, sharp-crested ridges and broad valleys characterize the upper watershed.
Thompson Valley Savanna	Small in size	This largely rural area presently consists of a mosaic of farms and large wooded tracts and represents one of the best opportunities in the state to restore a large oak savanna.
Trempealeau River	Medium	The Trempealeau River arises from cold water trout streams located in deeply incised valleys. As it flows southwest, the river gradually becomes larger and warmer and in its lower reach supports a good quality warm water fishery. Abundant nutrients and frequent flooding in the lower stretch nourish extensive high quality wetlands that provide significant habitat for reptiles, amphibians, waterfowl, wading birds, and mammals.
Upper Mississippi River National Wildlife and Fish Refuge	284 miles in length	Extending 284 miles from Wabasha, Minnesota to Rock Island, Illinois, this 194,000-acre refuge encompasses most of the floodplain associated with the Mississippi River. Numerous side channels, backwater sloughs, marshes, and extensive tracts of floodplain forest, contribute to the outstanding fish and wildlife habitat provided by the refuge. The refuge also plays host to significant waterfowl migrations, including some of the continent’s largest concentrations of migrating tundra swans and canvasback ducks. Boating, fishing and waterfowl hunting are popular recreation pursuits.

Source: Wisconsin Land Legacy Report, An Inventory of Places to Meet Future Conservation and Recreation Needs, 2006

Wetlands

A wetland is a low-lying area of land that is saturated with moisture. Examples of wetlands are bogs, swamps, and marsh lands. The Town of Burnside has wetlands along some of the streams. Wetlands are classified into 8 classes. Those located in Trempealeau County are aquatic beds, emergent/wet meadows, scrub/shrub/ and forested.

5.3 Agricultural Lands

Productive Agricultural Lands

Agricultural lands are very important for Trempealeau County. Dairy farming is an important agricultural industry in the county. The most productive land can be classified by soils Class I and Class II. Classes III and IV are classified as productive and the Classes V - VIII are non-productive.

¹ Wisconsin Land Legacy Report, An Inventory of Places to Meet Future Conservation and Recreation Needs, Wisconsin DNR 2006

County Agricultural History

Trempealeau County's main agricultural crop was wheat in the 1860's and 1870's. In the 1880's wheat production drastically declined. As of the 2012 Agricultural Census the number one agricultural product was corn (from grain) followed by hay and alfalfa. The census also showed that from 1992-2012 poultry production increased by 123% while milk cows declined by 28%. Beef cattle production also rose by 30%.

The County saw a 7% decline in total farm acres from 1992 through 2012. The number of farms increased by 1% during this same time period. Corn and Soybean acres increased also, while harvested cropland and hay-alfalfa decreased. The Land Use Element has further detail on this issue.

Prime Farmland

Trempealeau County has implemented Farmland Preservation policies under Wisconsin State Statute 91. The Farmland Preservation program was established in 1977, while in 1989 the Farmland Tax Relief Credit was created. Trempealeau County updated the County's Farmland Preservation Plan in 2016 which creates the opportunity for landowners to receive tax credits provided an Agricultural Enterprise Zone is created.

5.4 Cultural Resources

Introduction

Cultural resources help define a community and are shown in a variety of ways such as the people, festivals, buildings, or gatherings. In the Town of Burnside cultural heritage includes Independence Days held the second weekend of June and the annual ice fishing contest held the second Sunday of February on Bugle Lake.

Archaeological Sites Inventory

The town is not aware of any designated or protected archaeological sites in the town. The State Archaeology and Maritime Preservation have information on sites in the County.

Wisconsin Architecture and History Inventory

The Wisconsin Architecture and History Inventory listed 44 sites in the Town of Burnside as of August 2016. The sites include bridges, churches, outbuildings and houses etc. The inventory is found at Wisconsin Historical Society website at: <http://www.wisconsinhistory.org/ahi/>.

5.5 Agriculture, Natural and Cultural Resources Element Goals and Actions

The Town of Burnside developed goals based on public input from survey information, public meeting participation, committee and resident knowledge. As previously described, in the context of this plan goals are broad statements that the Town desires to achieve. Following each goal are definitions, policies, programs/actions, etc. that are recommended to address each goal.

Natural Resources

Goal: Preserve, protect, manage, and enhance the town's natural resources.

Objective 1: Protect stream banks from harmful land uses.

Action: Maintain shoreland buffers with the county and DNR.

Objective 2: Protect surface and groundwater quality.

Action: Bring all septic systems up to code.

Action: Support best management programs.

Objective 3: Protect and preserve wetlands, wildlife habitat, and woodlands.

Action: Zone wetlands environmentally significant.

Agricultural Resources

Goal: Preservation of valuable and productive farmland for existing and future agricultural activity.

Objective 1: Continue to support family farming and agricultural activities and discourage non-compatible land uses near farming

Action: Work with county zoning department to maintain one-house per 40-acre zoning district for agricultural areas.

Objective 2: Support continuation of state programs for farmland.

Action: Try to keep programs in place.

Cultural and Historic Resources

Goal: Identify and recognize historical, rural, and cultural resources.

Objective 1: Encourage town to continue to identify and recognize the historical, rural, and cultural resources.

Action: Label historic sites within the town.

ECONOMIC DEVELOPMENT ELEMENT

6.1 Introduction

The primary purpose of this element is to present background information about the local economy and its relationship to the region. This element also takes into consideration the residents' attitudes toward economic development and identifies actions to enhance economic development in the Town of Burnside.

6.2 Labor Force

Unemployment Statistics are only available at the County Level. From 2000 through 2014 Trempealeau County's labor force increased by 6.6% and the number employed increased by 5.9%. The number of unemployed in the County increased by 22.5% and the unemployment rate ranged from a low of 4.1% in 2000 to a high of 7.6% in 2009, Table 6.1.

Table 6.1: Trempealeau County Civilian Labor Force

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	% Chg. 2008- 2014	% Chg. 2000- 2014
Labor Force	15,369	15,715	15,816	15,885	15,806	15,752	16,183	16,308	16,183	16,315	15,984	16,195	16,363	16,446	16,387	1.3	6.6
Employed	14,739	14,906	14,942	14,960	15,044	15,063	15,484	15,577	15,441	15,081	14,777	15,126	15,434	15,525	15,615	1.1	5.9
Unemployed	630	809	874	925	762	689	699	731	742	1,234	1,207	1,069	929	921	772	4.0	22.5
Unemp Rate	4.1	5.1	5.5	5.8	4.8	4.4	4.3	4.5	4.6	7.6	7.6	6.6	5.7	5.6	4.7	2.2	-

Wis. Dept. of Workforce Development, Bureau of Workforce Training - Labor Market Information, August 21, 2015

There are 301 citizens living in the Town of Burnside who are 25 years of age and older. Of those 301 citizens, it's estimated 107 have received their high school diploma and approximately 11% have obtained their Bachelor's Degree.

6.3 Economic Base

The 2012 Trempealeau County workforce profile projected that over 43% of the County's employment was (Manufacturing) and another 18.48% was (Education and Health Services). Manufacturing and Trade, Transportation & Utilities had the highest average wage by industry, Tables 6.2 and 6.3.

Table 6.2 Industry Employment (as a share of total employment) in 2012

	Manufacturing	Trade, Transportation & Utilities	Leisure & Hospitality	Public Administration	Professional & business services	Education & health services
Trempealeau County	43.11%	15.24%	5.31%	4.09%	3.13%	18.48%

Source: Trempealeau County Workforce Profile 2013, Wisconsin Department of Workforce Development, Office of Economic Advisers

Table 6.3 Average Wages by Industry in 2012

	Manufacturing	Trade, Transportation & Utilities	Public Administration	Leisure & hospitality	Professional & business services	Education & health services
Trempealeau County	\$41,761	\$32,455	\$27,264	\$10,017	\$27,724	\$30,820

Source: Trempealeau County Workforce Profile 2013, Wisconsin Department of Workforce Development, Office of Economic Advisers

Town of Burnside Comprehensive Plan

Over the last seven years manufacturing has been a key industry sector in Trempealeau County providing over 30 percent of the jobs, Table 6.4.

Table 6.4: Total full-time and part-time employment by NAICS industry in Trempealeau County 2007-2013

Description	2007		2008		2009		2010		2011		2012		2013	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Total employment	17,429		17,207		16,965		17,251		17,569		17,919		18,083	
Farm employment	1,912	11.0	1,918	11.1	1,885	11.1	1,885	10.9	1,906	10.8	1,795	10.0	1,860	10.3
Nonfarm employment	15,517	89.0	15,289	88.9	15,080	88.9	15,366	89.1	15,663	89.2	16,124	90.0	16,223	89.7
Private nonfarm employment	13,200	75.7	12,912	75.0	12,677	74.7	12,968	75.2	13,315	75.8	13,766	76.8	13,851	76.6
Forestry, fishing, and related activities	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA
Mining	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA
Utilities	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA
Construction	590	3.4	539	3.1	501	3.0	508	2.9	531	3.0	572	3.2	563	3.1
Manufacturing	5,519	31.7	5,666	32.9	5,338	31.5	5,520	32.0	5,887	33.5	6,213	34.7	6,271	34.7
Wholesale trade	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA
Retail trade	1,205	6.9	1,240	7.2	1,195	7.0	1,204	7.0	1,232	7.0	1,239	6.9	1,264	7.0
Transportation and warehousing	724	4.2	678	3.9	648	3.8	657	3.8	689	3.9	722	4.0	731	4.0
Information	144	0.8	152	0.9	142	0.8	143	0.8	134	0.8	127	0.7	122	0.7
Finance and insurance	421	2.4	417	2.4	441	2.6	465	2.7	477	2.7	465	2.6	448	2.5
Real estate and rental and leasing	240	1.4	218	1.3	190	1.1	198	1.1	186	1.1	187	1.0	189	1.0
Professional, scientific, & tech. services	(D)	NA	252	1.5	254	1.5	247	1.4	261	1.5	281	1.6	286	1.6
Mgt of companies and enterprises	(D)	NA	21	0.1	23	0.1	28	0.2	36	0.2	41	0.2	40	0.2
Admin. and waste mgt services	265	1.5	267	1.6	276	1.6	286	1.7	325	1.8	340	1.9	349	1.9
Educational services	54	0.3	54	0.3	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA
Health care and social assistance	1,323	7.6	1,333	7.7	(D)	NA	(D)	NA	(D)	NA	(D)	NA	(D)	NA
Arts, entertainment, and recreation	(D)	NA	131	0.8	137	0.8	134	0.8	137	0.8	147	0.8	163	0.9
Accommodation and food services	(D)	NA	747	4.3	731	4.3	764	4.4	767	4.4	741	4.1	765	4.2
Other services, except public admin.	566	3.2	546	3.2	547	3.2	551	3.2	576	3.3	583	3.3	588	3.3
Government and government enterprises	2,317	13.3	2,377	13.8	2,403	14.2	2,398	13.9	2,348	13.4	2,358	13.2	2,372	13.1

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS

6.4 Current Business Inventory

The Town of Burnside is located in the western part of the county. State Highways 93 and 121 divide the town in quarters making a commute easy to major employment opportunities located in the cities of Independence, WI, Whitehall, WI, Arcadia, WI, and Eau Claire, WI. The Town of Burnside is adjacent to the City of Independence. Major employers in the City of Independence, Trempealeau County and the Town, both public and private are listed below in Table 6.5.

Table 6.5: Major Employers (Public and Private)

Employer	Employment	Industry
Ashley Furniture Industries Inc	1000+	Nonupholstered Wood Household Furniture Manufacturing
Pilgrim's Pride	250 - 499	Poultry Processing
Ashley Distribution Services Ltd	250 - 499	General Freight Trucking, Long-Distance, Truckload (NAICS
Associated Milk Producers	100-249	Dairy Product (Except dried or canned) Merchant Wholesalers
School District of Arcadia	100 - 249	Elementary and Secondary Schools
Global Finishing Solutions LLC	100 - 249	Sheet Metal Work Manufacturing
Nelson Global Products	100 - 249	Other Motor Vehicle Parts Manufacturing
E-Bay Enterprise	100 - 249	Electronic Shopping
Gundersen Tri-County Hospital	100 - 249	General Medical and Surgical Hospitals
GEA Farm Technologies Inc.	100-249	Farm Machinery and Equipment Manufacturing
Grand View Care Center	100-249	Offices of Physical, Occupational and Speech Therapists, and Audiologists
Osseo Fairchild Schools	100-249	Elementary and Secondary Schools
Trempealeau County	100-249	Legislative Bodies
Triple County Health Care	100-249	Psychiatric and Substance Abuse Hospitals
Whitehall School District	100-249	Elementary and Secondary Schools
Whitehall Specialties	100-249	All Other Specialty Food Stores
Blair-Taylor School District	50 - 99	Elementary and Secondary Schools
Gale-Ettrick-Trempealeau Schools	50 - 99	Elementary and Secondary Schools
Marinuka Manor Nursing Home	50 - 99	Other Social Advocacy Organizations
Pehler & Sons Inc	50 - 99	General Freight Trucking, Local
Transportation Department	50 - 99	Regulation and Administration of Transportation Programs
TRW Automotive	50 - 99	Other Motor Vehicle Parts Manufacturing
Western Dairyland Community	50 - 99	Child Day Care Services

Source: Wis. Dept. of Workforce Development - Wis. Large Employer Search (September 2015)

6.5 Attracting and Retaining Business and Industry

There are many advantages to locating a business or industry in the Town of Burnside. The town has low taxes, good services and roads, access to State Highways 93/121, and rail access. The town is within 60 minutes of La Crosse and 45 minutes of Winona and Eau Claire. The Burnside area offers a rural lifestyle and numerous recreational and community resources.

The Town of Burnside does not have a municipal water supply or sewer treatment facility which does limit the type and size of business that could locate in the Town. Larger businesses looking to locate in the Town of Burnside will most likely locate along the State Highway 121 in the industrial park of the City of Independence.

6.6 Program Assistance

There are many other programs that assist in economic development of communities at the federal and state level. The State of Wisconsin has recently made available to rural towns the ability to establish Tax Increment Finance Districts. This is a useful tool in helping to provide financial incentives to locating businesses. Other programs available to local governments include: Brownfield Grants, Brownfield Site Assessment Grants, Capacity Building Grants, Community Development Block Grant Programs (CDBG), CDBG Grant – Public Facilities Economic Development (CDBG-PFED), CDBG – Public Facilities (CDBG-PF), and CDBG – Planning Grants. More information on these programs and more can be found on the Wisconsin Economic Development Corporation website at WEDC.org.

6.7 Economic Development Element Goals and Actions

The Town of Burnside developed goals based on public input from survey information, public meeting participation, and committee and resident knowledge. As previously described, in the context of this plan goals are broad statements that the Town desires to achieve. Following each goal are definitions, policies, programs/actions, etc. that are recommended to address each goal.

- Goal:** Economic development activities, which provide for a healthy, diversified, and sound economy.
- Objective 1: Encourage the development, clean-up, and redevelopment of abandoned sites within the town.
Action: Support Trempealeau County Zoning in the on-going effort to clean-up junk areas.
- Objective 2: Coordinate with county and regional organizations relative to economic development.
Action: Seek to concentrate new commercial development in the transitional areas identified on the future land use map.
Action: Search local, regional, state, and federal government agencies for financial resources available to meet economic development plans.

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INTERGOVERNMENTAL COOPERATION DEVELOPMENT ELEMENT

7.1 Introduction

Coordination and cooperation among units of government at all levels is very important. There are instances where the actions of one governmental unit can negatively affect another unit of government (some annexations, etc.). In such instances, it is important for the various units of government to continue to communicate to ensure issues are addressed. Continued cooperation between local units of government can often provide more services or services at a lower cost to taxpayers.

7.2 Governmental Units and Relationships

Adjoining Towns and Cities

Towns and cities adjoining the Town of Burnside are: Town of Arcadia, Town of Lincoln, Town of Hale, Town of Chimney Rock, and the Town of Montana in Buffalo County and the Cities of Independence and Whitehall. The town cooperates on road maintenance with the City of Independence and adjoining towns. The Whitehall and Independence Fire Departments work together with mutual aid agreements. Other agreements are with the County and City for police protection and emergency services such as First Responders (including: Independence), Whitehall Ambulance, and Tri-State of La Crosse for emergency calls.

Trempealeau County

The town works closely with the County on zoning, planning, and land conservation issues. The County provides funding for the town to revise their comprehensive plan every 5 years. The town currently uses transportation facility engineering services the county provides for an annual fee. The town also works with the County on road maintenance.

School Districts

The Independence School District serves the Town of Burnside.

Relationship to the Mississippi River Regional Planning Commission

The Mississippi River Regional Planning Commission (MRRPC) is a Commission of nine counties located along the Mississippi River in Western Wisconsin. The Commission was organized in 1964 under Wisconsin State Statutes to plan for the physical, social and economic development of the Region. Other authorized functions include providing advisory services on regional issues to local governments and other public and private agencies, acting as a coordinating agency for programs and activities and contracting with local units of government to make studies and offer advice on land use, thoroughfares, community facilities, public improvements, and encouragement of economic and other developments.

The MRRPC provides services to 9 counties in the area. Commission activities are directed by a Board of 27 commissioners appointed by the County Boards and Governor.

Wisconsin Department of Transportation

The Wisconsin Department of Transportation (WisDOT) was officially established in 1967 by combining formerly independent agencies and the Department of Motor Vehicles (which included the State Highway Commission, State Aeronautics Commission and State Patrol). WisDOT is geographically organized into 5 district offices throughout the state. Trempealeau County is in the Northwest region with offices in Eau Claire and Superior.

Town of Burnside Comprehensive Plan

WisDOT supports all forms of transportation. The department is responsible for planning, building and maintaining Wisconsin's network of state highways and Interstate highway system. The department shares the costs of building and operating county and local transportation systems - from highways to public transit and other modes. WisDOT plans, promotes and financially supports statewide air, rail and water transportation, as well as bicycle and pedestrian facilities.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources (DNR) is organized into 5 geographic regions. Trempealeau County is located in the West Central Region, along with 19 other counties.

7.3 Existing and Proposed Local, County and Regional Plans

Adjacent Units of Government

Adjacent governments to the Town of Burnside are the Towns of Arcadia, Lincoln, Hale, and Chimney Rock along with the Cities of Independence and Whitehall, which are located in Trempealeau County. The Town of Montana in Buffalo County is another adjacent government. The Towns located in Trempealeau County have all participated in the comprehensive planning process and completed plans.

Trempealeau County Comprehensive Plan

Trempealeau County adopted their "Smart Growth" Comprehensive Plan in November 2009. The county worked with the towns first on their comprehensive plans and incorporated ideas from those plans into the overall county plan.

Regional Plan

The Mississippi River Regional Planning Commission prepared a regional comprehensive plan that was completed in 2015.

7.4 State and County Agency Plans

Trempealeau County Revised Comprehensive Zoning Ordinance (2000)

The zoning ordinance consists of land use regulations for unincorporated areas of the county. The Town of Burnside adopted this ordinance in 2009.

Trempealeau County Outdoor Recreation Plan (February, 2017)

The Trempealeau County Outdoor Recreation Plan was adopted in April of 2008 and updated and re-adopted in February, 2017. This plan reviews the needs/actions for the outdoor recreation facilities needed throughout the county.

Trempealeau County Land and Water Resource Management Plan (December, 2016)

The *Trempealeau County Land and Water Resource Management Plan (2016)* assesses the counties natural resources and identifies actions to best manage the resources. The Land and Water Resource Management Plan does not have town specific information or recommendations.

Trempealeau County Solid Waste Management Plan

Trempealeau County does not have a Solid Waste Management Plan.

Trempealeau County Farmland Preservation Plan (December, 2016)

In Wisconsin, the state has enacted a Farmland Preservation Act (Chapter 91, Wisconsin Statutes) aimed at preserving

farmland. Trempealeau County has been involved in the Farmland Preservation process since September 1, 1978. Landowners within Trempealeau County have the option of signing Farmland Preservation contracts. At one time, Trempealeau County had the highest number of agreements of all the counties in Wisconsin.

The State of Wisconsin is transitioning from the Farmland Preservation Program to the Working Lands Initiative. The transition requires counties to update their existing Farmland Preservation Plans and the updated plans must be consistent with comprehensive plans. In the future, land owners that wish to enter into farmland preservation contracts must be located in an area designated as an "Agriculture Enterprise Zone" or areas designated in agricultural zoning districts certified by DATCP. Trempealeau County updated the County Farmland Preservation Plan in 2016.

Wisconsin State Highway Improvement Plan

The state maintains a 6-Year Highway Improvement Plan that identifies road projects for 2015-2021. The plan was discussed in the Transportation Element of this document.

7.5 Existing Relationships, Shared Services, and Agreements

The town cooperates with the County for police protection through the County Sheriff's office. The Town of Burnside maintains a limited number of intergovernmental cooperation agreements. Appendix C provides a copy of the Cooperative Plan approved in December of 2016 between the City of Independence and the Towns of Lincoln and Burnside. The Cooperative Plan was developed primarily to resolve annexation litigation and define their future boundaries.

7.6 Intergovernmental Cooperation Element Goals and Actions

The Town of Burnside developed goals based on public input from survey information, public meeting participation, committee and resident knowledge. As previously described, in the context of this plan goals are broad statements that the Town desires to achieve. Following each goal are definitions, policies, programs/actions, etc. that are recommended to address each goal.

- Goal:** Establish cooperative relationships with adjacent and overlapping jurisdictions.
 Objective 1: Encourage working relationships with neighboring communities.
 Action: *Promote attendance at town meetings.*

LAND USE ELEMENT

8.1 Introduction

The Land Use Element is the most important component of the Town's Comprehensive Plan. How land in the Town of Burnside is used directly impacts all the other planning elements. It is vital to the success of the plan that the land use element directly reflects input gathered from landowners and residents during the planning process. The element contains background information on land use, a land use map and goals and strategies pertaining to future land uses.

8.2 Agricultural Use and Productivity

Agricultural statistics are not available at the town level. The statistics evaluated are based on county level data. Table 8.1 indicates that the number of farms in Trempealeau County has increased slightly by approximately 1% between 1992 and 2012. The total farm acres decreased by 7.3% during this period. From 1992-2012 the number of smaller farms (1-179 acres) increased by 35.8% while medium sized farms (180-499 acres) decreased by 38.1% and farms larger than 500 acres decreased by 4.2%. A possible explanation for this is that a number of mid sized farms have been sold and subdivided into smaller more recreational oriented properties. The types of farms have also changed over the 20 year period. The number of beef livestock operations has increased by 3.7%. The number of milk cow and hog farms has decreased by 67.9% and 79.4% respectively. The number of chicken farms has increased by 123.5%. If the number of livestock and poultry farms are compared to the number of animals (livestock and poultry) in the county some trends become apparent. The number of dairy farms decreased by 67.9% while the actual number of milk cows decreased by only 27.5%. This would indicate that there are fewer but larger milking operations in the county. There is also an upward trend in the size and number of poultry operations.

Table 8.1: Trempealeau County Agricultural Data

Farms	1992	1997	2002	2007	2012	% Chge 1992- 2002	% Chge 2002- 2012	% Chge 1992- 2012
Number of Farms	1,424	1,408	1,744	1,721	1,436	22.5	-17.7	0.8
Total Acres	348,602	340,536	367,830	341,370	323,157	5.5	-12.1	-7.3
Average Size Acres	245	242	211	198	225	-13.9	6.6	-8.2
Farm Size								
1-179 Acres	685	723	1,098	1,154	930	60.3	-15.3	35.8
180-499 Acres	596	552	503	440	369	-15.6	-26.6	-38.1
500 Plus Acres	143	133	143	127	137	0.0	-4.2	-4.2
Livestock & Poultry Farms								
Beef Cows	268	290	275	314	278	2.6	1.1	3.7
Milk Cows	608	434	310	257	195	-49.0	-37.1	-67.9
Hogs and Pigs	155	78	44	52	32	-71.6	-27.3	-79.4
Sheep and Lambs	37	33	42	55	25	13.5	-40.5	-32.4
Broilers and other meat type chickens sold	34	46	58	68	76	70.6	31.0	123.5
Livestock & Poultry								
Beef Cows	4,961	5,418	5,086	5,566	6,466	2.5	27.1	30.3
Milk Cows	29,485	25,699	22,046	21,811	21,373	-25.2	-3.1	-27.5
Hogs and Pigs	16,008	9,813	6,100	7,443	4,032	-61.9	-33.9	-74.8
Sheep and Lambs	1,534	1,198	1,279	1,863	924	-16.6	-27.8	-39.8
Chickens (Broilers)	10,667,093	17,241,247	19,126,486	23,547,301	23,779,098	79.3	24.3	122.9

Table 8.1: Trempealeau County Agricultural Data

Farms	1992	1997	2002	2007	2012	% Chge 1992- 2002	% Chge 2002- 2012	% Chge 1992- 2012
Selected Crops								
Harvested Cropland	169,922	159,536	162,850	149,821	175,392	-4.2	7.7	3.2
Corn for grain (acres)	60,089	62,501	59,953	66,061	82,920	-0.2	38.3	38.0
Soybeans (acres)	13,371	16,103	31,249	22,182	32,118	133.7	2.8	140.2
Hay-Alfalfa (acres)	81,604	69,206	59,428	47,930	42,756	-27.2	-28.1	-47.6

Source: USDA Census of Agriculture - 1992, 1997, 2002, 2007, 2012

Evaluation of the selected crop information indicates that there is more cash cropping taking place in Trempealeau County. The typical cash crops in the county are corn and soybeans and the number of acres harvested has increased in the twenty year period, while the number of acres harvested of hay-alfalfa (traditionally soil conserving food crops for livestock) has decreased. This trend is consistent with the decrease in the number of livestock in the county.

Table 8.2 from the 2007 and 2012 Census of Agriculture gives a breakdown of the farms by North America Industrial Classification in Trempealeau County. In 2012 the largest group was grain farming (31.3%) followed by hay farming (25.8%) and beef cattle farming (14.4%) and dairy cattle and milk production (11.6%).

Table 8.2 Trempealeau County Farms by North America Industrial Classification

NAICS Classifications	2007		2012		% Chge
	No. of Farms	% Farms in NAICS	No. of Farms	% Farms in NAICS	2007- 2012
Total Farms	1,721		1,436		-16.6
Oilseed and grain farming (1111)	271	15.7	450	31.3	66.1
Vegetable and melon farming (1112)	13	0.8	6	0.4	-53.8
Fruit and tree nut farming (1113)	15	0.9	20	1.4	33.3
Greenhouse, nursery, and floriculture production (1114)	18	1	13	0.9	-27.8
Sugarcane farming, hay farming, and all other crop farming (11193, 11194, 11199)	668	38.8	370	25.8	-44.6
Beef cattle ranching and farming (112111)	243	14.1	207	14.4	-14.8
Cattle feedlots (112112)	43	2.5	20	1.4	-53.5
Dairy cattle and milk production (11212)	233	13.5	167	11.6	-28.3
Hog and pig farming (1122)	15	0.9	7	0.5	-53.3
Poultry and egg production (1123)	89	5.2	77	5.4	-13.5
Sheep and goat farming (1124)	20	1.2	21	1.5	5.0
Animal aquaculture and other animal production (1125, 1129)	93	5.4	78	5.4	-16.1

Source: USDA Census of Agriculture - 2007 and 2012

8.3 Existing Land Use and Zoning

The Town of Burnside is a rural town located in the northwestern portion of Trempealeau County. The terrain consists of rolling hills and scenic valleys. The Town of Arcadia border the town along its southern boundary. The Towns of Chimney Rock and Hale border the town on its northern boundary. The Town of Lincoln borders it to the east. Buffalo County borders the Town of Burnside on its western border. The City of Independence is the only incorporated area located within the town.

The landscape is primarily made up of farmland with scattered single family homes. There are a few industrial and commercial businesses located within the town.

Table 8.3: Land Use Property Assessment Inventory

Land Type	Acres	Percent of Land Use
Real Estate Classes – T. Burnside 2015		
Residential	254	1.21
Commercial	26	0.12
Manufacturing	77	0.36
Agricultural	16,359	77.34
Undeveloped/Other	1,470	7.00
Forest/Ag Forest	2,654	12.51
Other (public land, etc.)	306	1.45
Total	21,116	100.00

Source: Wis. Dept. of Revenue, Bureau of Equalization, 2015

Wisconsin Department of Revenue – 2015 Statement of Assessments indicate that agricultural acres comprised 77.34% of the Town. Forest/Ag Forest was the second largest real estate class comprising 12.51% of the Town's acreage. These figures show the rural character of the Town.

The town adopted the revised County Zoning Ordinance on January 21, 2008. The zoning ordinance is administered by the Trempealeau County Planning/Zoning Department. For the most part, the town is zoned Exclusive Agriculture-2 except for scattered properties zoned for industrial or business uses. The minimum lot size in the Town is .5 acres for properties located in the Sanitary District and 1.5 acres for all other areas.

8.4 Land Use Projections

Housing Units and Housing Unit Projections

Housing unit data and housing unit projections have been prepared and are illustrated in Table 8.4 and 8.5. Housing unit projections were established based on the number of housing starts in the Town of Burnside over the last eight years. The projections assume that the average number of housing starts from the last eight years in the Town of Burnside (1.9 housing starts per year) will remain constant through 2040.

Table 8.4: Housing Starts – T. of Burnside

Town	2007	2008	2009	2010	2011	2012	2013	2014	New Resid 2007-2014	8 Yr. Avg	Town Est. Hsg. 2015*	Prj New Hsg 202	Prj New Hsg 2025	Prj New Hsg 2030	Prj New Hsg 2035	Prj New Hsg 2040
T. Burnside	3	2	3	0	1	0	2	4	15	1.9	9	10	10	10	10	10

Source: Trempealeau County Land Management Department, MRRPC

*2015 estimate based on actual housing starts 2011-2014 with the 8 year average used to calculate 2015.

Table 8.5: Housing Projections Through 2040

Town	1990 ⁽¹⁾	2000 ⁽¹⁾	2010 ⁽¹⁾	2015 ⁽²⁾	2020 ⁽²⁾	2025 ⁽²⁾	2030 ⁽²⁾	2035 ⁽²⁾	2040 ⁽²⁾
T. Burnside	219	202	209	218	228	238	248	258	268

Source: (1) U.S. Census Bureau, Decennial Censuses; (2) Town of Burnside Housing Unit Projections

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As of the 2010 Census there were 209 housing units in the Town of Burnside. The straight line projection method utilized forecasts that there will be 218 housing units in the Town of Burnside in the year 2015 and 268 housing units by the year 2040.

Population Projections, Density and Distribution

Population data and population projections for the Town of Burnside are illustrated in Table 8.6. The population projections to 2040 are derived from the number of housing units projected over the same time period. Based on 2010 census data in the Town of Burnside 2.4 people reside in each housing unit (511 people/209 housing units = 2.4 people per housing unit). Therefore, to estimate the future population each additional housing unit equates to an additional 2.4 people in the town. The historical trend indicates that the average number of persons per household will continue to drop. The population projections prepared assumes the average number of persons per household will drop to 2.3 persons per household and stay constant over the projection period. Therefore, in estimating the future population each additional housing unit equates to an additional 2.3 people in the town.

Table 8.6: Population Projections through 2040

Town	1990 ⁽¹⁾	2000 ⁽¹⁾	2010 ⁽¹⁾	2015 ⁽²⁾	2020 ⁽²⁾	2025 ⁽²⁾	2030 ⁽²⁾	2035 ⁽²⁾	2040 ⁽²⁾
Town of Burnside	653	529	511	501	524	547	570	593	616

Source: (1) U.S. Census Bureau, Decennial Censuses; (2) Town of Burnside Population Projections

Land Use Projections

Residential land use acreage projections for the Town of Burnside (Table 8.7) have been prepared. The projections were created by using housing unit projections from Table 8.4 and 8.5 representing eight years of housing start information (2007-2014) from the Trempealeau County Land Management Department. The number of projected housing units were multiplied by 1.5 acres to come up with projected residential land use acreage. The calculation assumes that on average residential development in the Town of Burnside will consume 1.5 acres of land.

Commercial/Industrial land use acreage projections are based on the Town of Burnside's 2015 ratio of commercial/industrial acres to 2015 residential development acres. Acreages from the Wisconsin Department of Revenue "2015 Statement of Assessments" were used in the calculations and projections. The method assumes that for every 3 acres of residential development 1 acre of land will be needed for commercial/industrial development.

Agricultural/open space land use acreage projections were derived by adding the projected residential development acreage to the projected Industrial/commercial acreage and subtracting that number from the total acreage. The sum of residential and commercial/industrial land is assumed to decrease the amount of agricultural/open space. The method assumes that future residential, commercial, and industrial uses will use existing agriculture/open space when developed.

These projections are intended as a guide for further discussion about programs and policies that may affect land use in the Town. The projections represent an aggressive development scenario (most case). It is important to point out that factors such as location and proximity to incorporated areas, changes in the economy, transportation and infrastructure issues, and social issues are not accounted for in projections but may have a significant impact on future land use in a given area. Also, projections at the town level are based on very small changes in land uses and may not accurately represent likely change over a long period of time. Based on these considerations, projections and policy decisions based on projections should be reviewed and updated every 3 to 5 years.

Table 8.7: Land Use Projections for the Town of Burnside (in Acres)

Land Use	2015	2020	2025	2030	2035	2040	Total
							2015-2040
Com./Indust.	5	5	5	5	5	5	30
Residential	14	15	15	15	15	15	89
Agriculture/Open	-19	-20	-20	-20	-20	-20	-119

Source: MRRPC 2016

The land use projections in Table 8.7 for the Town illustrate the potential impacts of future development on agriculture, forests and open space. Limited acreage for commercial and industrial uses is projected (30 acres). Residential development will have the greatest impact. It is anticipated that over the planning period that 89 acres of land will be used for residential development in the Town.

Existing and Potential Land Use Conflicts

Wisconsin's Comprehensive Planning Law requires that existing and potential land use conflicts be identified as part of the planning process. Land use conflicts identified by the Town of Burnside during the planning process are listed below:

- Residential housing development in traditional agricultural areas
- development pressure around the City of Independence (annexation, etc.)
- Frac sand mining operations

The Town of Burnside believes that existing and potential land use conflicts listed can be managed through the comprehensive planning process and continued open communication with affected parties. It is understood that there are no easy solutions and never will all parties be satisfied, but with continued communication and information/education to affected parties a better understanding of the issues will be achieved and the possibility of amicable solutions.

8.5 Development Impacts

Based on projections in Tables 8.5 and 8.6, limited development impacts may be experienced. The population of the town will increase by 105 people and the number of housing units will increase by 59 units from 2010-2040. The 59 new housing units will generate an additional 590 vehicle trips per day on Town, County, State and U.S. roadways. This is based on the multiplier of 10 vehicle trips per day per household.

There are numerous other factors previously mentioned: location, the economy, highway improvements, and social issues that will influence the town's future that are difficult to account for in projections. Therefore, it is important that projections are reviewed and updated every 3 years. It is of equal importance that policy decisions based off projections are dynamic and are reviewed with the same frequency.

8.6 Land Use Element Goals and Actions

The Town of Burnside developed goals based on public input from survey information, public meeting participation, and committee and resident knowledge. As previously described, in the context of this plan goals are broad statements that the Town desires to achieve. Following each goal are definitions, policies, programs/actions, etc. that are recommended to address each goal.

Goal: Manage the location and density of future non-farm developments (commercial, industrial, residential).

Objective 1: Ensure there is adequate infrastructure to support future developments.

Action: Create a land use plan.

Goal: Support the ability of farm operations to use commonly accepted agricultural practices.

Objective 1: No time limit on harvesting operations (hours of operation).

Action: Make the public aware that farming operations are present and noises accompany them.

Objective 2: Follow feedlot ordinance (setback of operations and houses).

Action: Work with the Department of Land Management.

Objective 3: Manage density of housing.

Action: Create land use plan.

Goal: Balance landowners' rights with community interests.

Objective 1: Inform landowners that requesting a rezone is an option.

Action: Explain to the public the rezone process.

Objective 2: Promote a public planning process.

Action: Advertise the meetings in the paper.

Goal: Reduce and minimize the potential for land use conflicts.

Objective 1: Promote new growth in or near city (managed growth).

Action: Create residential districts around the city.

Goal: Preserve farmland.

Objective 1: Encourage agricultural uses on prime agricultural lands.

Objective 2: Discourage houses in prime farmland areas (fields).

Action: Zone prime agricultural lands agriculture.

Goal: Non-agricultural development should be encouraged in the township.

Objective 1: Equal treatment of agriculture and non-agriculture development.

Objective 2: Provide opportunities for home occupations and small businesses in the township.

Action: Create commercial districts and/or view them on a one-by-one basis for rezones.

8.7 Land Use Districts

The Advisory Planning Committee developed the following land use districts to define and guide future land uses. The classifications attempt to meet the goals of the plan yet allow enough flexibility to meet the needs of the property owners. The districts illustrated are representative of the available land use districts. The Town of Burnside may not wish to utilize all districts at this time.

The Exclusive Agriculture and Exclusive Agriculture-2 districts were developed primarily to serve the purpose of preserving agricultural land and the rural atmosphere in the town. It is intended that areas designated in the agricultural districts are properties with better soils, topography favorable for agriculture and/or consist of contiguous farm areas. The agricultural

districts will be limited to agricultural uses/structures or uses/structures consistent with agricultural uses. In addition these districts will be designed to be consistent with the state requirements for an exclusive agriculture district so that property owners can take advantage of the farmland preservation tax credits if the county pursues DATCP district certification.

The land use classification system developed is based on the number of dwelling units permitted per every 40 acres. This type of density classification system requires that the county track land divisions. In order for the county to track land divisions, it will be necessary to require Certified Survey Maps (CSM) for all land divisions that create a parcel of less than 20 acres in size that are not classified as subdivisions under State Statute Chapter 236.

In order to implement the districts developed by the Advisory Planning Committee with respect to land use regulation in the town and to restrict the density of development in the manner indicated above will require the adoption of ordinances by Trempealeau County and/or the town. More specifically, to be effective to govern, guide and regulate land use in the town the referenced Districts would have to be incorporated in either an amendment to the existing Trempealeau County Zoning Code or in comprehensive revision of the same. In order for the amendment or revision to be enforceable, it would have to be ratified according §59.69(5), Wis. Stats. For purposes of implementing the density recommendations, either the town, Trempealeau County or both, would have to adopt subdivision control ordinances according to §236.45, Wis. Stats.

Exclusive Agriculture (EA). This district preserves class I, II and III soils and additional irrigated farmland from scattered residential developments that would threaten the future of agriculture in the Town of Burnside. The district is also established to preserve woodlands, wetlands, natural areas and the rural atmosphere of the township. Minimum lot sizes of 35 acres are recommended. The requirements of the district will be designed to be consistent with the state requirements for an exclusive agriculture district so that property owners will be eligible to take advantage of the farmland preservation tax credits if the county pursues DATCP district certification.

Exclusive Agriculture 2 (EA 2). This district preserves class I, II, III soils and additional irrigated farmland from scattered residential developments that would threaten the future of agriculture in the Town of Burnside. The district is also established to preserve woodlands, wetlands, natural areas and the rural atmosphere of the township. A maximum residential density of 1 dwelling unit per 35 acres and a minimum lot size of 1.5 acres is recommended. The requirements of the district will be designed to be consistent with the state requirements for an exclusive agriculture district so that property owners will be eligible to take advantage of the farmland preservation tax credits if the county pursues DATCP district certification.

Primary Agriculture (PA). This district preserves agricultural land and the rural appearance of the town yet allows for some residential development. A maximum residential density of 2 dwelling units per 40 acres is recommended unless clustered.

Rural Residential (RR). This district provides locations for low density residential developments. The district can be utilized as a transition area between exclusive and primary agriculture uses and higher density land use districts. A maximum residential density of 4 dwelling units per 40 acres is recommended unless clustered.

Residential- 8 (R-8). This district has been established to provide areas for residential development within the town. A maximum residential density of 8 dwelling units per 40 acres is recommended unless clustered.

Residential - 20 (R-20). This district provides locations for higher density residential developments. These locations should primarily be located near existing developed areas or on soils not suitable for agricultural operations. A maximum residential density of 20 dwelling units per 40 acres is recommended.

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Commercial (C). This district provides locations for commercial development. Retail, office and service establishments are examples of uses permitted under this classification.

Industrial (IN). This district provides suitable locations for industrial development. Manufacturing, warehousing and storage uses would be examples of uses permitted under this classification. It is recommended that future industrial uses be located near areas in which public utilities are or will be available.

Environmental Significance (ES). This district designates areas of environmental significance such as wetlands, floodplains, lakes, streams, etc... Development of these areas should be discouraged but not prohibited unless federal, state or local ordinances that prohibit development regulate the areas.

Institutional (INST). This district provides locations for institutional uses such as schools, churches and government buildings.

Land Use Districts

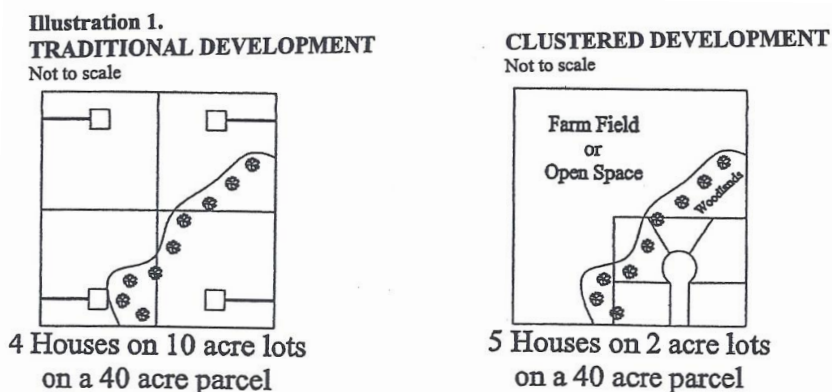
Land Use Districts	Residential Density	Minimum Lot Size	Clustering: Permitted	Clustering Bonus
Exclusive Agriculture	1 house per 35 acres	35 Acres	No	N/A
Exclusive Agriculture 2	1 house per 35 acres	½ acre in sanitary dist., 1.5 acres in the remainder	No	N/A
Primary Agriculture	2 houses per 40 acres	½ acre in sanitary dist., 1.5 acres in the remainder	Yes	3 houses per 40 acres
Rural Residential	4 houses per 40 acres	½ acre in sanitary dist., 1.5 acres in the remainder	Yes	5 houses per 40 acres
Residential - 8	8 houses per 40 acres	½ acre in sanitary dist., 1.5 acres in the remainder	Yes	10 houses per 40 acres
Residential - 20	20 houses per 40 acres	½ acre in sanitary dist., 1.5 acres in the remainder	N/A	N/A
Commercial	NA	½ acre in sanitary dist., 1.5 acres in the remainder	N/A	NA
Industrial	NA	½ acre in sanitary dist., 1.5 acres in the remainder	N/A	N/A
Environmental	NA	½ acre in sanitary dist., 1.5 acres in the remainder	N/A	N/A
Institutional	NA	½ acre in sanitary dist., 1.5 acres in the remainder	N/A	N/A

A detailed description of permitted uses, conditional uses, and prohibited uses will be developed in the future. Maximum lot size when clustered is 2 acres.

8.8 Cluster Development

The Advisory Planning Committee determined that a clustered housing component to the land use plan would be beneficial to the future development of the Town of Burnside. Clustered Housing can be defined as the grouping of three or more single-family dwellings on smaller lots (maximum lot size specified by land use district). Some land is left undivided for common use by all residents of the development, for lease to a farmer or for sale to an open space conservancy organization. Access to lots must be via a public road. Lots must abut one another, which may include separation by a public road.

Clustered housing preserves the rural character of the town. It efficiently provides for public services and permits greater development flexibility for property owners. In an attempt to encourage property owners to cluster housing a clustering bonus is recommended if a property owner clusters housing, an additional dwelling unit shall be permitted for the forty-acre parcel (see Land Use Districts Chart on page 8-8). As illustrated below a traditional development with four 10-acre lots on a forty-acre parcel would preserve little or no land for farming or open space uses. However, a clustered housing development would preserve thirty-acres for farming or open space uses (see illustration 1.).



8.9 Land Use Map

A land use map (See Appendix A - Map 5 Town of Burnside Land Use Map) has been developed to guide future land use decisions and manage the future development of the Town of Burnside. The land use districts utilized best allow the Town of Burnside to meet the collective goals expressed in the Comprehensive Plan. It must be understood that the land use map is a planning device only. It will not be deemed effective to guide, regulate or control land uses in the town unless the components have been incorporated in an amendment to the existing Trempealeau County Zoning Code or in a comprehensive revision of the ordinance ratified according to §59.69(5), Wis. Stats. To the extent that the land use map differs from the zoning map, it is because the purpose for this map is to recognize future land use needs in the town.

In the development of the land use map, concerns expressed by residents through public meetings and questionnaire results were utilized. In addition soil types, existing land uses and topography of the town were taken into consideration in the development of the land use map. In general, the land use map recognizes the topography of the town and existing development patterns and provides for low density residential development opportunities throughout the town.

Exclusive Agriculture Areas (Preservation Areas)

The land use map preserves farmland in the town by designating majority of the Town as Exclusive Agriculture-2. The areas designated as Exclusive Agriculture-2 are locations in which the soil types and topography are most suited for productive agriculture. In addition, areas where substantial farm operations exist were also designated as Exclusive Agriculture-2.

Town of Rural Residential Growth Area

An area adjacent to the City of Independence, which presently primarily consists of agricultural properties, has been designated as Rural Residential, in an effort to protect prime farmland in other areas of the township but to have an area to focus low-density residential growth. This area currently consists of predominantly agricultural uses, but more residential uses historically have been located in this area. In the future, public sewer and water could be more readily extended to this area for single-family homes, versus other areas in the town. Also, U.S. Highway 93 is located within this area and the potential for large-scale future agricultural uses within this area are limited due to the scattered residential developments already existing within the growth area.

The Advisory Planning Committee has determined that the majority of residential development within the Town of Burnside will be occurring within the rural residential growth area. Therefore, it is important that the plan directs the growth.

Working Lands Initiative

As previously discussed, the State of Wisconsin is transitioning from the Farmland Preservation Program to the Working Lands Initiative. The transition requires counties to update their existing Farmland Preservation Plans and the updated plans must be consistent with comprehensive plans. In the future, land owners that wish to enter into farmland preservation contracts must be located in areas designated as an "Agriculture Enterprise Zone" or areas designated in an agricultural zoning district certified by DATCP. Trempealeau County updated the County Farmland Preservation Plan in 2016. It is important to note that for landowner's in the Town of Burnside to be eligible to receive Farmland Preservation tax credits after existing contracts have expired an Agriculture Enterprise Zone would have to be established in the Town.

Non-metallic Mining

The mining of non-metallic mining minerals was a concern expressed by residents during the planning process. Current mining regulations require that prior to any mining or exploration for non-metallic minerals, a rezone to an Industrial District and a conditional use permit is necessary which requires a public hearing. In addition the reviewing committees may require specific conditions to ensure the health, safety and welfare of town residents.

Non-metallic mining of industrial silica sand over the last several years has become a significant land use issue that towns and counties in the State of Wisconsin are attempting to manage. In 2016 the County modified its zoning ordinance requiring Industrial Zoning for frac sand mining properties. Such uses also require a conditional use to operate in the Industrial Zoning District. The Town of Burnside recognizes it is imperative to the well-being of the Town that non-metallic mining as it relates to frac sand mining also be specifically addressed in the Town's Comprehensive Plan.

To assist Towns in addressing industrial scale silica sand mining in the County, the County Department of Land Management proposed a non-metallic mining overlay district in 2016 for Towns to consider. The Burnside Town Board discussed this suggestion but subsequently decided that such an overlay district would not be compatible with the overall goals and objectives of the Town of Burnside comprehensive plan. Town of Burnside determined that it does not want to have land in the Town designated in a non-metallic mining overlay district. The Town adopted a resolution stating their desire not to be designated in a non-metallic mining overlay district. This decision was based on resident input as well as the Town's desire to promote the agricultural integrity of the township, the desire to preserve prime farmland and natural wildlife habitat, to maintain the existing tax base of the township, and because there is limited or no rail access. A resolution was passed unanimously by the Town Board in March of 2018 stating that they wish to decline the creation of a mining overlay district.

Land Use Policies

The following policies have been established to assist local officials in making future land use decisions. Town and county officials should take into consideration these policies when reviewing land use matters.

1. Driveway Requirements.
During the planning process, driveway construction and maintenance requirements were important issues. The plan will follow the County's driveway requirements in the Comprehensive Zoning Ordinance.
2. Town Roads.
Proposed town roads must be constructed to the specifications and requirements of the Town of Burnside. The developer is responsible for the costs associated with the construction of a proposed road. The Town of Burnside will not consider accepting a town road unless the town will receive state aid for the proposed road.
3. Continue to work cooperatively with adjacent municipalities on development issues.
It is important that the Town of Burnside and adjacent municipalities consult with each other and evaluate planning and development issues together. Cooperation will reduce the potential for land use conflicts and decrease the public costs associated with unplanned development.
4. Develop criteria that the Town of Burnside and the Trempealeau County Zoning Committee can utilize when analyzing a property owner's residential land use change request.
The intent of this policy is not to provide a property owner with a guarantee of a land use change but to give local officials consistent standards in which to make informed decisions.

Criteria

- A. The request is consistent with the goals established in the Town of Burnside Land Use Plan.
- B. Development should be limited on class I, II, and III soils.
- C. Existing public roads must serve the proposed development.
- D. Provisions of public services and facilities required to accommodate the development must not place an undue burden on the Town of Burnside.
- E. The land proposed to be rezoned is suitable for development and will not jeopardize the environment (water quality, soil erosion, etc.)
- F. Input from neighbors and town residents shall be taken into consideration.

8.10 Conclusion

The Town of Burnside Land Use Element is a tool to manage the future development of the town. Its purpose is to provide elected officials with a document to guide future land use decisions. If adhered to the plan provides for the orderly development of the town in a manner that is consistent with the opinions expressed by the residents of the Town of Burnside during the planning process.

IMPLEMENTATION ELEMENT

9.1 Introduction

This element of the plan will address the implementation of the Town of Burnside comprehensive plan. The State of Wisconsin Comprehensive Planning Law requires the Implementation Element to include a list of specific programs and actions to be completed that will implement the objectives, policies, plans and programs identified in the plan.

9.2 Plan Updates and Revisions

The Comprehensive Plan will be updated at five year intervals. Wisconsin State Statute requires plans to be updated every 10 years at a minimum. The Town of Burnside will update and revise the plan as needed with the help of Trempealeau County's Department of Land Management staff. Once the plan update has been completed the Town will conduct a public hearing as required by State of Wisconsin Comprehensive Planning Law as defined in Sections 66.1001(1)a and 66.1001(2) of the Wisconsin Statutes and formally adopt the revised Comprehensive Plan. The Comprehensive Plan will then be forwarded to Trempealeau County to be included in the Trempealeau County Comprehensive Plan through public hearing and plan adoption requirements consistent with the State of Wisconsin Comprehensive Planning Law as defined in Sections 66.1001(1)a and 66.1001(2) of the Wisconsin Statutes.

9.3 Responsibilities

The responsibility of the implementation plan will lie with the Burnside Town Board. The board will discuss and make suggestions for changes to Trempealeau County when making final decisions.

9.4 Plan Recommendations

The Town of Burnside will publicize the plan at the annual town meeting and other special events. The Town will cooperate with Trempealeau County to amend zoning ordinances, policies, and plans to address the recommendations detailed in the Town of Burnside Comprehensive Plan.

9.5 Plan Implementation Schedule

The following implementation schedule has been developed for the Town of Burnside Comprehensive Plan. It is recommended that a full review of applicable plan elements be conducted when evaluating future development proposals.

Actions to be implemented Throughout the Planning Period

Housing

Goal: Housing that meets the needs of existing and future community residents, while maintaining a predominantly rural atmosphere.

Objective 1: Limit housing development according to current Land Use Plan.

Action: Use Land Use Plan for and development.

Objective 2: Encourage high quality construction standards for housing.

Action: Follow the Wisconsin Uniform Dwelling Code.

Objective 3: Encourage siting homes in areas that will not result in property or environmental damage or impair rural character or agricultural operations in the town.

Action: Consider cluster houses in rural areas or creating subdivisions.

Transportation

Goal: A safe and efficient transportation system that meets the needs of multiple users.

Objective 1: Continue to maintain and upgrade town roadways and signage.

Town of Burnside Comprehensive Plan

Action: In accordance with state law using PASER, continue to evaluate local roads.

Action: Review the five-year road plan on a semi-annual basis.

Utilities and Community Facilities

Goal: Support community facilities and services, which contribute to the overall improvement of the community.

Objective 1: Expand public infrastructure when necessary to meet the needs of the town.

Action: Continue to allow utility companies to use road rights-a-way for utility line expansion.

Objective 2: Encourage and support the burial of utility lines when and where feasible.

Action: Provide utility companies with the Town of Burnside Comprehensive Plan and work with them to bury lines when possible.

Agricultural, Natural and Cultural Resources

Natural Resources

Goal: Preserve, protect, manage, and enhance the town's natural resources.

Objective 1: Protect stream banks from harmful land uses.

Action: Maintain shoreland buffers with the county and DNR.

Objective 2: Protect surface and groundwater quality.

Action: Bring all septic systems up to code.

Action: Support best management programs.

Objective 3: Protect and preserve wetlands, wildlife habitat, and woodlands.

Action: Zone wetlands environmentally significant.

Agricultural Resources

Goal: Preservation of valuable and productive farmland for existing and future agricultural activity.

Objective 1: Continue to support family farming and agricultural activities and discourage non-compatible land uses near farming

Action: Work with county zoning department to maintain one-house per 40-acre zoning district for agricultural areas

Objective 2: Support continuation of state programs for farmland.

Action: Try to keep programs in place.

Cultural and Historic Resources

Goal: Identify and recognize historical, rural, and cultural resources.

Objective 1: Encourage town to continue to identify and recognize the historical, rural, and cultural resources.

Action: Label historic sites with the town.

Economic Development

Goal: Economic development activities, which provide for a healthy, diversified, and sound economy.

Objective 1: Encourage the development, clean-up, and redevelopment of abandoned sites with the town.

Action: Support Trempealeau County Zoning in the on-going effort to clean-up junk areas.

Objective 2: Coordinate with county and regional organizations relative to economic development.

Action: Seek to concentrate new commercial development in the transitional areas identified on the future land use map.

Action: Search local, regional, state, and federal government agencies for financial resources available to meet economic development plans.

Intergovernmental

Goal: Establish cooperative relationships with adjacent and overlapping jurisdictions.

Objective 1: Encourage working relationships with neighboring communities.

Action: Promote attendance at town meetings.

Land Use

Goal: Manage the location and density of future non-farm developments (commercial, industrial, residential).

Objective 1: Ensure there is adequate infrastructure to support future developments.

Action: Create a land use plan.

Goal: Support the ability of farm operations to use commonly accepted agricultural practices.

Objective 1: No time limit on harvesting operations (hours of operation).

Action: Make the public aware that farming operations are present and noises accompany them.

Objective 2: Follow feedlot ordinance (setback of operations and houses).

Action: Work with the Department of Land Management.

Objective 3: Manage density of housing.

Action: Create land use plan.

Goal: Balance landowners' rights with community interests.

Objective 1: Inform landowners that requesting a rezone is an option.

Action: Explain to the public the rezone process.

Objective 2: Promote a public planning process.

Action: Advertise the meetings in the paper.

Goal: Reduce and minimize the potential for land use conflicts.

Objective 1: Promote new growth in or near city (managed growth).

Action: Create residential districts around the city.

Goal: Preserve farmland.

Objective 1: Encourage agricultural uses on prime agricultural lands.

Objective 2: Discourage houses in prime farmland areas (fields).

Action: Zone prime agricultural lands agriculture.

Goal: Non-agricultural development should be encouraged in the township.

Objective 1: Equal treatment of agriculture and non-agriculture development.

Objective 2: Provide opportunities for home occupations and small businesses in the township.

Action: Create commercial districts and/or view them on a one-by-one basis for rezones.

9.6 Plan Implementation Policies

The plan in part will be implemented with the County's Revised Comprehensive Zoning Ordinance. The Town of Burnside has been under county zoning since 1972 and recently adopted the revised zoning ordinance in 2009.

The Town of Burnside Comprehensive Plan provides a framework to guide the future of the town. Throughout the planning process Advisory Planning Committee meetings open to the public were held. The Advisory Planning Committee's decisions are based on information compiled during the planning process and from public input. In addition, the committee and local officials realize that the plan must be dynamic and have the ability to change over time. To that end, local officials are committed to reviewing the plan every three years from the date of its adoption.

APPENDIX A – MAPS

Map 1 - Town of Burnside Transportation System Map

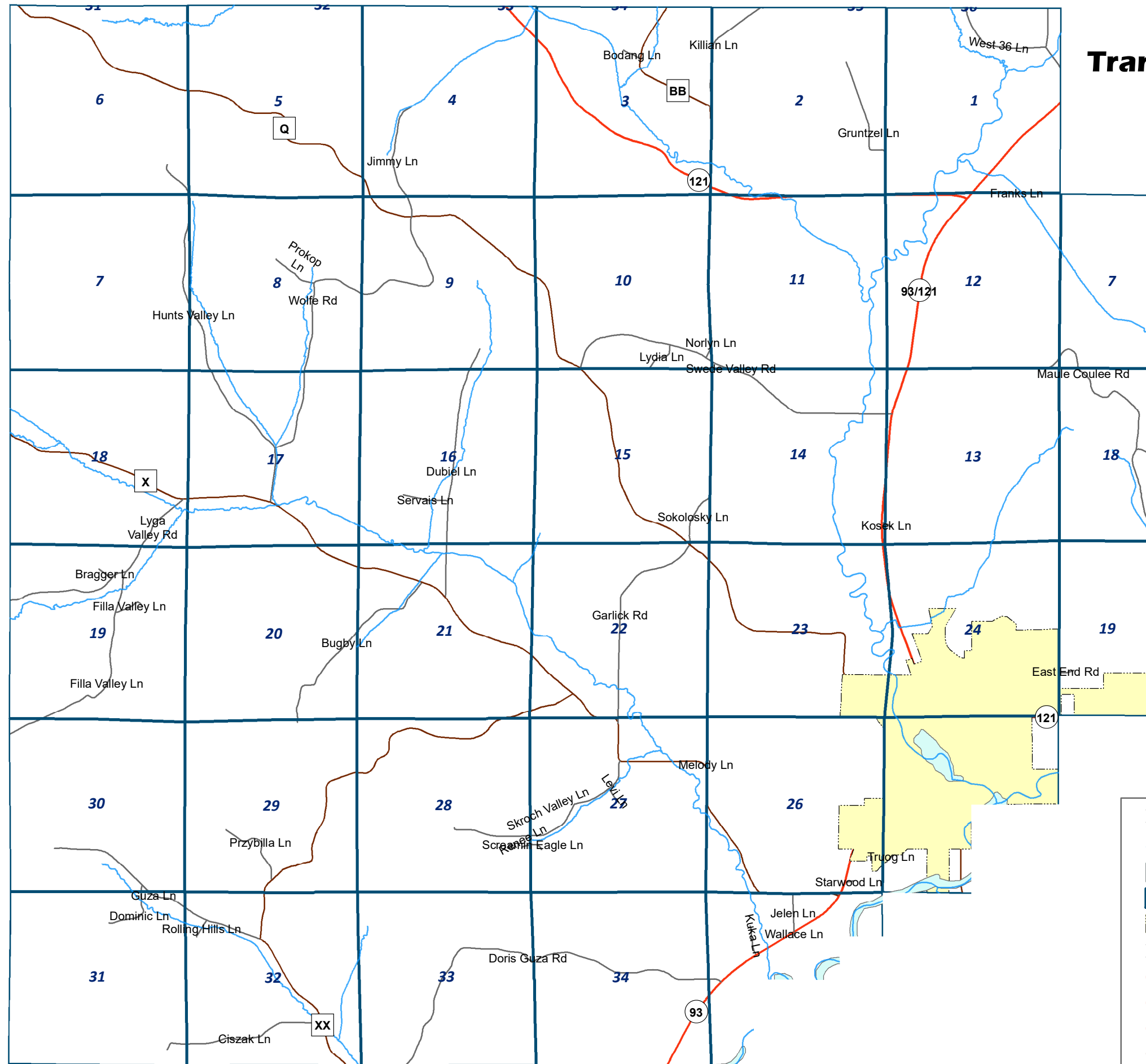
Map 2 - Town of Burnside Community Facilities Map

Map 3 - Town of Burnside Contour/Slope Map

Map 4 - Town of Burnside Soils Map

Map 5 - Town of Burnside Land Use Map

Map 1 Town of Burnside Transportation System Map



Legend

- Water_Line
- Water_Region
- County_Sections
- Corp_Limits

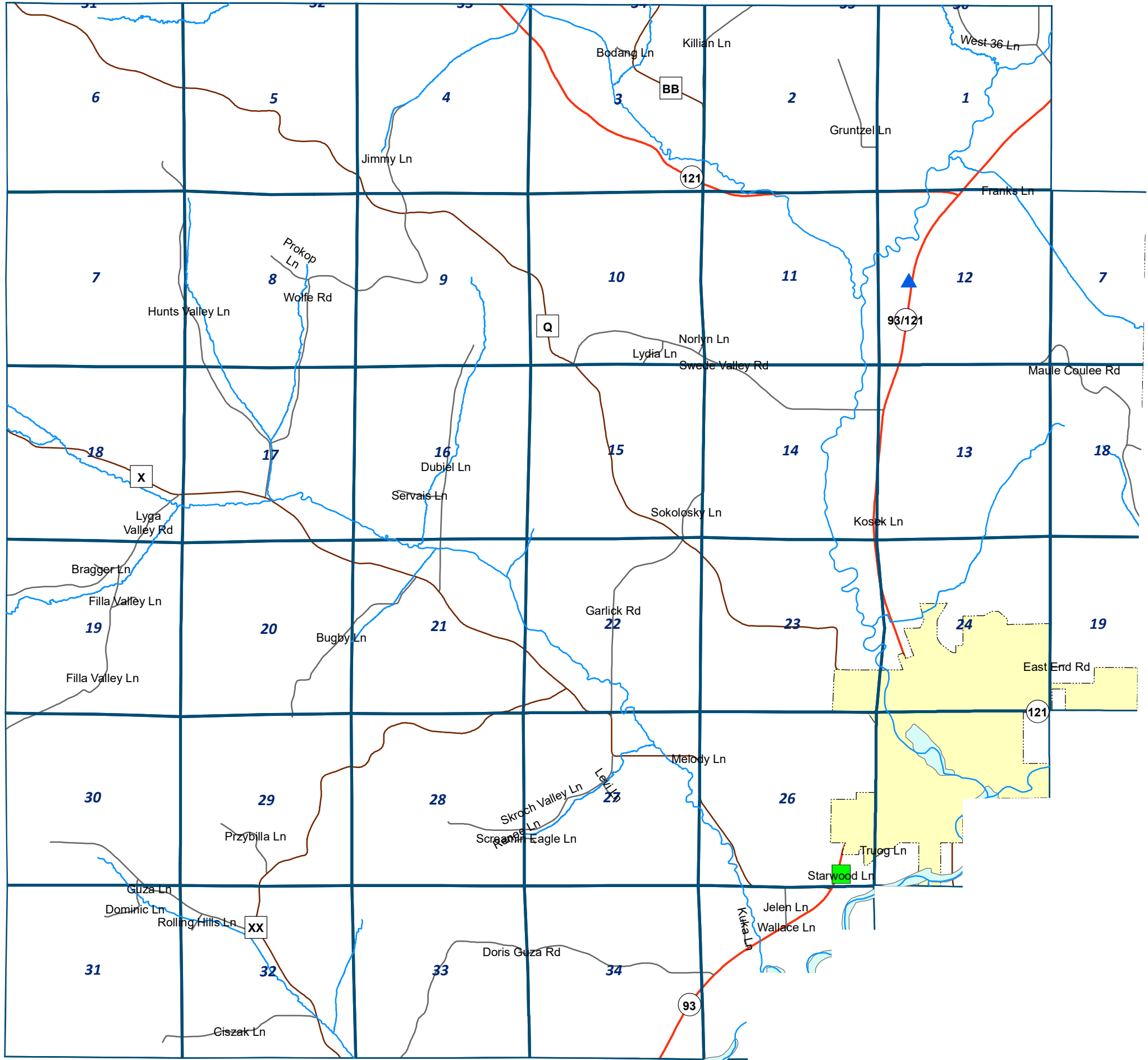
Roads

- Interstate
- US Hwy
- State Rd
- County Rd
- Town Rd

1 inch = 0.62 miles

All boundaries on this image are general representations and should not be used for any legal documentation, boundary determinations, or other property related issues. Trempealeau County is not responsible for any use of this data. All data is distributed in an "as is" format with no guarantees or warranties.

Map 2 Town of Burnside Sites



Legend

- Water_Line
- Water_Region
- County_Sections
- Corp_Limits
- CEMETERY
- GOVERNMENT
- PARK

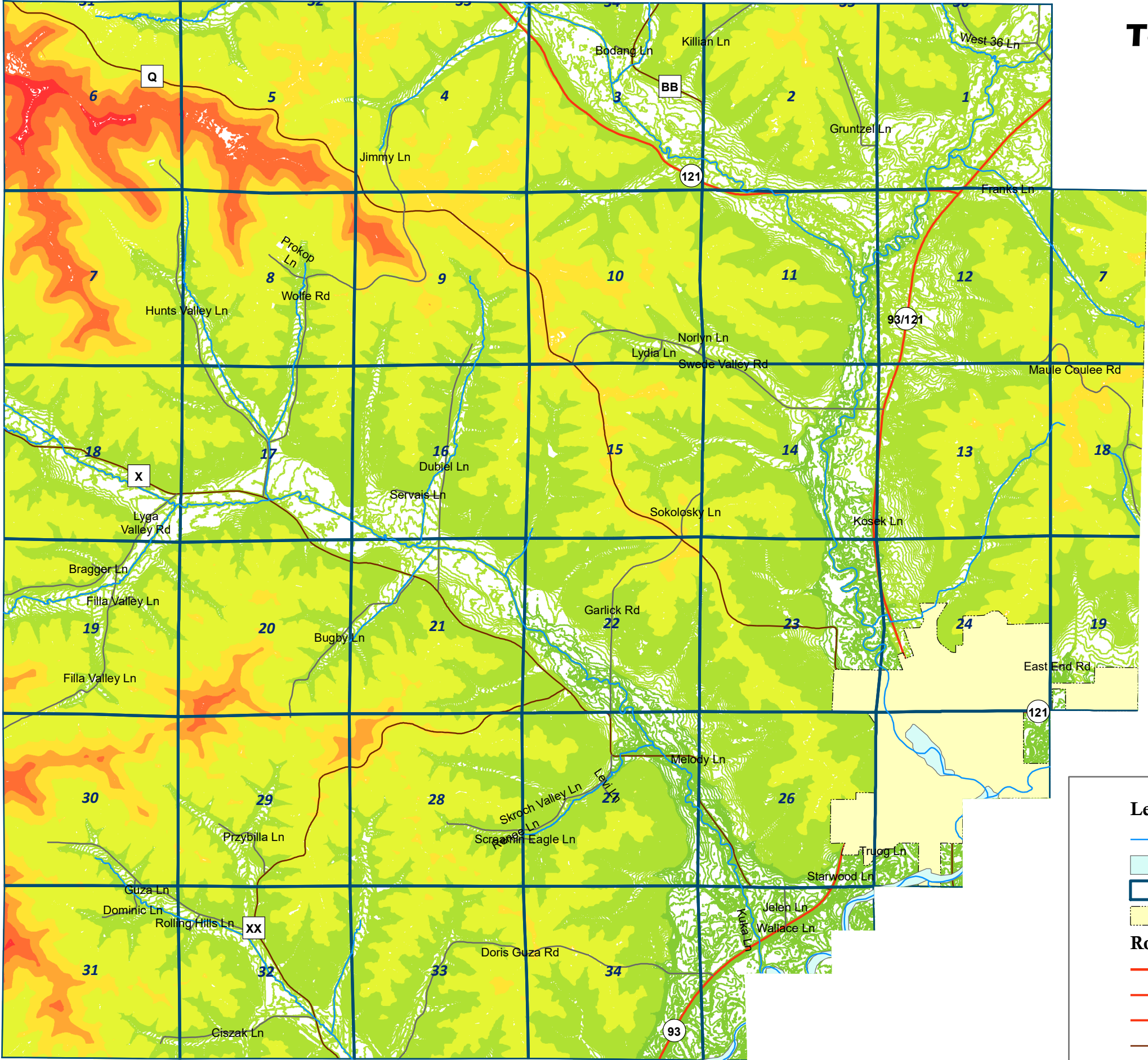
Roads

- Interstate
- US Hwy
- State Rd
- County Rd
- Town Rd



1 inch = 0.62 miles

Map 3 Town of Burnside Contours



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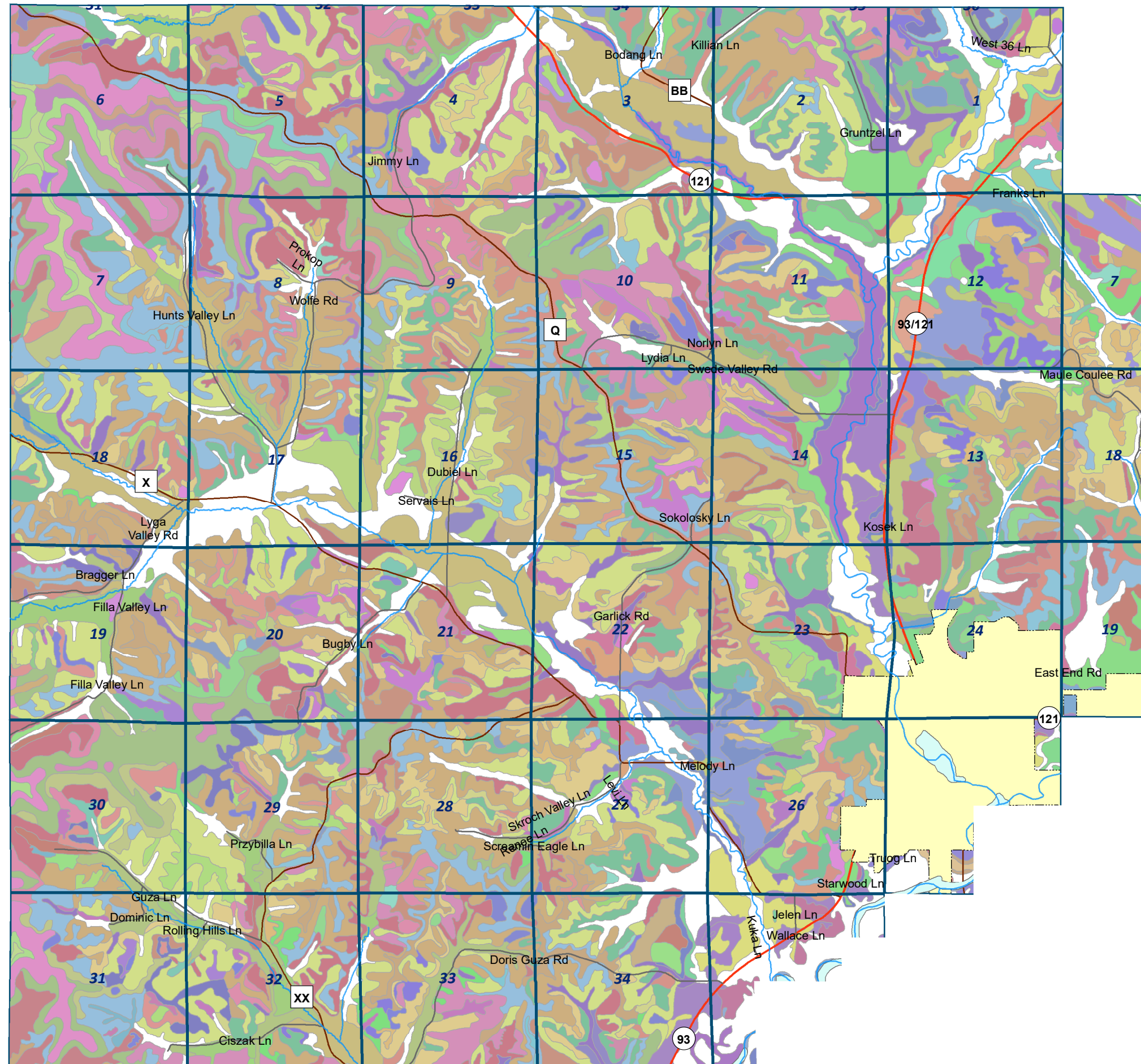
- Water_Line
- Water_Region
- County_Sections
- Corp_Limits

Roads

- Interstate
- US Hwy
- State Rd
- County Rd
- Town Rd

1 inch = 0.62 miles

Map 4 Town of Burnside Soils Map



Legend

- Water_Line
- Water_Region
- County_Sections
- Corp_Limits

Roads

- Interstate
- US Hwy
- State Rd
- County Rd
- Town Rd

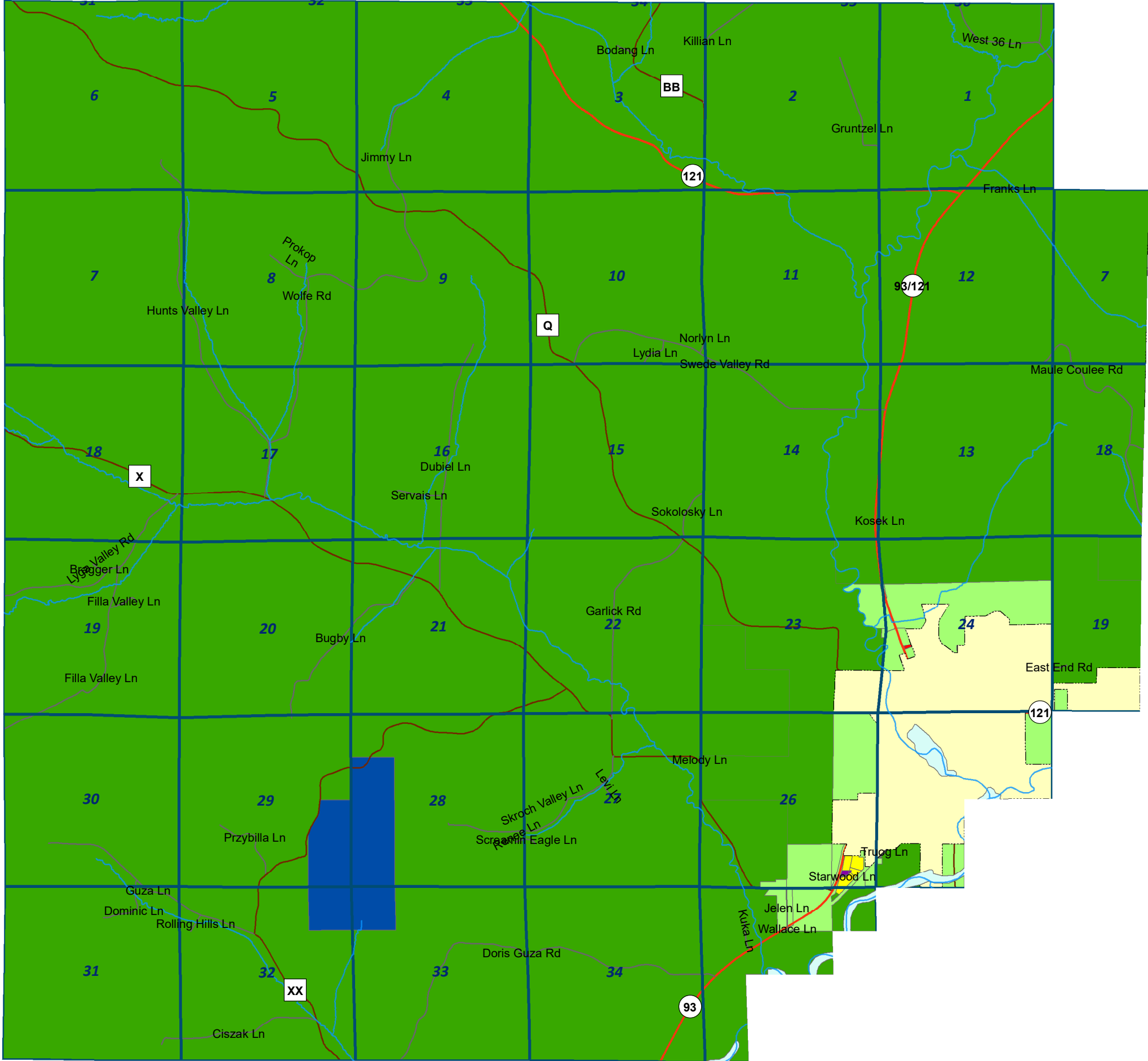


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Document Path: X:\Projects\Planning\2016 Planning Maps\Burnside\soils.mxd

Map 5
Town of Burnside
Land Use Map



Legend

- Water_Line
- Water_Region
- County_Sections
- Corp_Limits

Roads

- Interstate
- US Hwy
- State Rd
- County Rd
- Town Rd
- Industrial (IND)
- Commercial (C)
- Environmental Significance (ES)
- Exclusive Agriculture 2 (EA 2)
- Institutional (INST)
- Rural Residential (RR)
- Exclusive Agriculture 2 (EA 2)
- Transitional Agriculture (TA)
- (Incorporated)



1 inch = 0.62 miles

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APPENDIX B

March 14, 2018 Resolution in Opposition to the Creation of a Mining Overlay District in the Township of Burnside, WI

**A RESOLUTION IN OPPOSITION TO THE CREATION OF A MINING OVERLAY
DISTRICT IN THE TOWNSHIP OF BURNSIDE, WISCONSIN**

WHEREAS, the Town of Burnside reviewed their existing Land Use Plan in June 2016-March 2018, in accordance with meeting Wisconsin's Comprehensive Planning and Smart Growth Laws,

WHEREAS, while in the process of reviewing the existing Plan, the Town of Burnside was invited by Trempealeau County's Department of Land Management to develop a Mining Overlay District in the Town,

WHEREAS, the said district would define areas within the township in which mining would be admissible and exclude mining from the areas not included in said district,

WHEREAS, the Advisory Planning Committee has come to the conclusion that due to the desire to promote the agriculture integrity of the township, preserve prime farmland and natural wildlife habitat, maintain the existing tax base of the township, uphold the environmental quality of the township, and the desire to preserve the rural atmosphere of the township, it is inappropriate for the Town of Lincoln to adopt a Mining Overlay District, and limited or no rail access.

THEREFORE, BE IT RESOLVED, that the Advisory Planning Committee hereby opposes the creation of a Mining Overlay District within the Town of Burnside and further resolves to oppose any state or local legislation that would limit local governments' ability to permit or deny new mining applications.

Dated at Town of Burnside, Trempealeau County, Wisconsin this 14th day of March 2018.

Respectfully submitted,

Town of Burnside Board:

Fred Boe, Chairman

James Smieja, Supervisor

Jason Pieper, Supervisor

Approved by the Town of Burnside Board this 14th day of March, 2018.

Melissa Kono, Clerk

**A RESOLUTION IN OPPOSITION TO THE CREATION OF A MINING OVERLAY
DISTRICT IN THE TOWNSHIP OF BURNSIDE, WISCONSIN**

WHEREAS, the Town of Burnside reviewed their existing Land Use Plan in June 2016-March 2018, in accordance with meeting Wisconsin's Comprehensive Planning and Smart Growth Laws,

WHEREAS, while in the process of reviewing the existing Plan, the Town of Burnside was invited by Trempealeau County's Department of Land Management to develop a Mining Overlay District in the Town,

WHEREAS, the said district would define areas within the township in which mining would be admissible and exclude mining from the areas not included in said district,

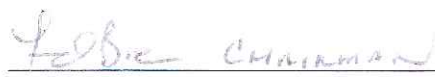
WHEREAS, the Advisory Planning Committee has come to the conclusion that due to the desire to promote the agriculture integrity of the township, preserve prime farmland and natural wildlife habitat, maintain the existing tax base of the township, uphold the environmental quality of the township, and the desire to preserve the rural atmosphere of the township, it is inappropriate for the Town of Lincoln to adopt a Mining Overlay District, and limited or no rail access.


THEREFORE, BE IT RESOLVED, that the Advisory Planning Committee hereby opposes the creation of a Mining Overlay District within the Town of Burnside and further resolves to oppose any state or local legislation that would limit local governments' ability to permit or deny new mining applications.


Dated at Town of Burnside, Trempealeau County, Wisconsin this 14th day of March 2018.

Respectfully submitted,


Town of Burnside Board:


Fred Boe, Chairman


James Smieja, Supervisor


Jason Pieper, Supervisor

Approved by the Town of Burnside Board this 14th day of March, 2018.


Melissa Kono, Clerk

Appendix C

Wisconsin Department of Administration Approval of the Cooperative Plan between the City of Independence and the Towns of Lincoln and Burnside, Trempealeau County



**WISCONSIN DEPARTMENT OF
ADMINISTRATION**

SCOTT WALKER
GOVERNOR

SCOTT NEITZEL
SECRETARY

Municipal Boundary Review

PO Box 1645, Madison WI 53701

Voice (608) 264-6102 Fax (608) 264-6104

Email: wimunicipalboundaryreview@wi.gov

Web: <http://doa.wi.gov/municipalboundaryreview/>

December 19, 2016

Jack Speerstra, Chair
Town of Lincoln
N35677 CTH D
Whitehall, WI 54773

Fred Boe, Chair
Town of Burnside
W24152 Starwood Ln
Independence, WI 54747

Robert Baecker, Mayor
City of Independence
23688 Adams Street
Independence, WI 54747

Re: Independence-Lincoln-Burnside Cooperative Plan

Dear Mssrs. Speerstra, Boe, and Baecker,

On behalf of the Department of Administration, I am pleased to provide your communities with our approval of your Cooperative Plan.

Congratulations on your success in reaching agreement on future annexations and road maintenance issues, and re-examining the 2014 annexation in the coming years. Your collaboration establishes a solid foundation for decades of future cooperation between your communities, as well as a useful and unique example for other jurisdictions throughout Wisconsin.

Should you have any questions concerning our approval, or subsequent cooperative plan implementation issues, please do not hesitate to contact Erich Schmidtke at (608) 264-6102.

Sincerely,



Dawn Vick, Administrator
Division of Intergovernmental Relations

cc: Daniel Diehn, Towns of Lincoln and Burnside Attorney
LaVerne Michalak, City of Independence Attorney
Kevin Lien, Trempealeau County Department of Land Management
Greg Flogstad, Mississippi River RPC Director

(the following communities and jurisdictions may access the
Department's review determination and the communities' Cooperative
Boundary Plan document at
www.doa.state.wi.us/municipalboundaryreview

Lenice Pronschinske, City of Independence Clerk
Ashley Slaby, City of Whitehall Clerk

Melissa Kono, Town of Burnside Clerk
Nancy Rohn, Town of Arcadia Clerk
Amy Johnson, Town of Preston Clerk
Susan Frederixson, City of Blair Clerk
Bill Butler, Town of Pigeon Clerk
Sheri Maug, Town of Hale Clerk
Rose Ottum, Town of Chimney Rock Clerk
Margaret Everson, Village of Pigeon Falls Clerk
Paul L. Syverson, Trempealeau County Clerk
Louie Ferguson, Arcadia School District Superintendant
Paul Vine, Independence School District Superintendant
Mike Beighley, Whitehall School District Superintendant
Jeffrey Eide, Blair-Taylor School District Superintendant
Gilmanton School District
Western Wisconsin Technical College
Jennifer Severson, Town of Dover Clerk
Karen Pronschinske, Town of Montana Clerk
Ed Eberle, DNR Deputy Secretary
Ben Brancel, DATCP Secretary
Mark Gottlieb, DOT Secretary



**WISCONSIN DEPARTMENT OF
ADMINISTRATION**

WISCONSIN DEPARTMENT OF ADMINISTRATION

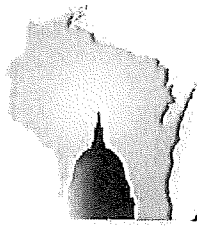
**APPROVAL of the COOPERATIVE PLAN
under Section 66.0307, Wis. Stats.**

between the

**CITY OF INDEPENDENCE and
TOWNS OF LINCOLN AND BURNSIDE,
TREMPEALEAU COUNTY**

December 19, 2016

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**WISCONSIN DEPARTMENT OF
ADMINISTRATION**

SCOTT WALKER
GOVERNOR
SCOTT A. NEITZEL
SECRETARY

Municipal Boundary Review

PO Box 1645, Madison WI 53701

Voice (608) 264-6102 Fax (608) 264-6104

Email: wimunicipalboundaryreview@wi.gov

Web: <http://doa.wi.gov/municipalboundaryreview/>

This determination constitutes the Department's review of the proposed cooperative plan between the City of Independence and Towns of Lincoln and Burnside under s. 66.0307 Wis. Stats. The Department is charged with reviewing cooperative plans for compliance with public interest standards set forth in s. 66.0307(5)(c) Wis. Stats.

In summary, it is the DETERMINATION OF THE DEPARTMENT OF ADMINISTRATION that when considering the proposed cooperative plan under Section 66.0307(5), Wis. Stats.:

Standard 1, Content of Cooperative Plan Sufficiently Detailed – Met

Standard 2, Cooperative Plan Consistent with Comprehensive Plans and State and Local Laws and Regulations – Met

Standard 3, Adequate Provision for Municipal Services – Met

Standard 4, Provision for Affordable Housing – [Repealed & Inapplicable]

Standard 5, Compactness of Plan Territory – Met

Standard 6, Planning Period is Consistent with Cooperative Plan – Met

The facts and analysis supporting these findings are discussed in the body of this determination. The Department of Administration hereby determines pursuant to s. 66.0307(5)(d) Wis. Stats. that the proposed cooperative plan is APPROVED.

Amendments or revisions to the plan can only occur with the approval of the City of Independence, Towns of Lincoln and Burnside, and with the concurrence of the Wisconsin Department of Administration or any successor agency granted the authority to administer the provisions of s. 66.0307(8), Wis. Stats.

Dated this 19 day of December 2016,

Dawn Vick

Administrator, Division of Intergovernmental Relations

NOTICE OF RIGHT TO APPEAL

This Notice sets forth the requirements and procedures for obtaining review for those persons who wish to obtain review of the attached decision of the Department. Per s. 66.0307(9), Wis. Stats., decisions of the Department are subject to judicial review under s. 227.52. Per s. 227.53 any person aggrieved by a decision of the Department is entitled to review. Per s. 227.53 (1) (a) 1., proceedings for review are instituted by serving a petition therefore upon the agency, either personally or by certified mail, and by filing the petition in the office of the clerk of the circuit court for the county where the judicial review proceedings are to be held. Per s. 227.53 (1) (a) 2m., an appeal must be filed within 30 days after mailing of the decision by the agency. Per s. 227.53 (1) (b), the petition shall state the nature of the petitioner's interest, the facts showing that petitioner is a person aggrieved by the decision, and the grounds specified in s. 227.57 upon which petitioner contends that the decision should be reversed or modified. Any petition for judicial review shall name the Department of Administration as the Respondent. Petitions for review should be served on the Department's Secretary, Scott A. Neitzel. The address for service is:

c/o DOA, Municipal Boundary Review
101 East Wilson Street, 9th Floor
PO Box 1645
Madison, WI 53701

Persons desiring to file for judicial review are advised to closely examine all provisions of Wis. Stat. s. 227.52, 227.53 and 227.57 to ensure strict compliance with all requirements. The summary of appeal rights in this notice shall not be relied upon as a substitute for the careful review of all applicable statutes, nor shall it be relied upon as a substitute for obtaining the assistance of legal counsel.

Executive Summary

In accordance with s. 66.0307(5) of the Wisconsin Statutes, the Wisconsin Department of Administration (Department) approves the *Town of Lincoln and Town of Burnside/City of Independence Cooperative Plan* (Cooperative Plan).

The three adjacent communities of Lincoln, Burnside, and Independence (Communities) developed this Cooperative Plan primarily to resolve annexation litigation and define their future boundaries.

Specifically, the City of Independence adopted a large annexation on August 19, 2014 (2014 Annexation). The Towns of Lincoln and Burnside opposed the annexation and requested a review of the annexation ordinance from the Department under s. 66.0217(6)(d) Wis. Stats. The Department found the annexation *not* to be contiguous to the City, a requirement under s. 66.0217(2) Wis. Stats. The Towns then contested the annexation in court, Case No. 2014 CV 237. On April 13, 2015 the City and Towns entered into a stipulation under s. 66.0225 Wis. Stats. to settle the court action through development of this Cooperative Plan. The stipulated agreement is provided in Attachment E of the Cooperative Plan. In addition to resolving the court action, this Cooperative Plan is also an opportunity for the Communities to determine their future municipal boundaries in order to coordinate development, engage in land use planning, avoid disputes, and provide efficient public services.

In reviewing this Cooperative Plan, the Department finds that all of the statutory standards are met and therefore APPROVES the cooperative plan.

This Determination is organized into five sections, a section for each of the Department's five statutory standards found in s. 66.0307, Wis. Stats.

The Department would like to commend the communities on their success in resolving their annexation litigation and in developing this Cooperative Plan.

Public Hearing, Resolutions, Referenda and other Procedural Matters

Before a cooperative plan is submitted to the Department, a number of procedural steps must occur. These are:

- Joint initiating resolutions passed by each participating municipality authorizing its governing body to work to negotiate and develop the plan;
- A joint public hearing to receive comments from the public and other governmental bodies; and
- Resolutions adopted by each municipality to approve a final version of the cooperative plan and forward it to the Department for review.

The following procedural steps may occur:

- An advisory referendum; and
- A public hearing held by the Department.

No area residents requested that an advisory referendum on the Cooperative Plan be held, and no area residents requested that the Department hold a public hearing.

Authorizing resolutions were passed by the City on May 12, 2015 and by the Towns of Lincoln and Burnside on May 13, 2015. As required by s. 66.0307(4)(a) Wis. Stats., these resolutions were distributed to neighboring municipalities and other area jurisdictions.

The required joint public hearing was held on October 1, 2015. No substantive public comments were received during the public hearing, and no changes were made to the Cooperative Plan as a result of the hearing.

The City adopted a resolution approving the Cooperative Plan on March 7, 2016, with both Towns approving it on March 9, 2016. The Communities forwarded the Cooperative Plan to the Department for its statutory review on March 24, 2015. The Department noted that additional information was needed for several statutory criteria. It granted the Communities a 60-day extension on June 21, 2016 and a 30-day extension on August 19, 2016 in order to assemble the needed additional information. The Communities submitted this additional information on September 20, 2016. Mississippi River Regional Planning Commission (MRRPC) and Trempealeau County Department of Land Management submitted their required comments on October 19 and 31, 2016 respectively.

Approval Criteria Applicable to the Department

A cooperative plan shall be approved if the Department determines that each of the criteria in s. 66.0307(5)(c), Wis. Stats., is met. The following paragraphs describe how the communities' Cooperative Plan relates to these criteria. It is important to understand that this approval document is not a complete restatement of the plan. Those wanting to learn specific details, provisions, nuances, and conditions should look to the text of the Cooperative Plan itself, which is available from the Communities, and also at the Department of Administration's website at: <http://doa.wi.gov/municipalboundaryreview>.

(1) The content of the plan under sub. S. 66.0307(3)(c) to (e) is sufficient to enable the Department to make the determinations under subds. 2 to 5m. s. 66.0307(5)(c)1, Wis. Stats.

Information required by statute, and provided in a clear manner by the parties, includes the following fundamental details:

- **Territory subject to the Plan** – the territory subject to the Cooperative Plan is shown in the map in Attachment B, which is the current City of Independence and Towns of Lincoln and Burnside.
- **Future Boundary** – the boundary established by this Cooperative Plan is set as the boundary between the Communities as they existed on February 2, 2015 and shown by Attachment B of the Cooperative Plan. This boundary includes the 2014 Annexation. One (1) year prior to the Cooperative Plan's expiration, representatives from each community shall meet to discuss whether the 2014 Annexation territory should be returned to Lincoln and Burnside.

- **Future Annexations** – the City of Independence may annex no more than 60 acres of territory from Lincoln or Burnside per year. Any annexation larger than 60 acres requires consent of the Town(s), and no annexation may be done for purposes of non-metallic mining without consent of Town(s).
- **Road Maintenance** – as a result of the City’s 2014 Annexation, uncertainty exists regarding road maintenance. This Cooperative Plan clarifies each Community’s responsibility for various streets and roads. Specifics are provided below in the *Services* standard.
- **Term** – the Cooperative Plan became effective upon Lincoln, Burnside, and Independence passing their approval resolutions. It remains in effect for a 20-year period. The City was the first to approve the Cooperative Plan on March 7, 2016, while the Towns approved two days later on March 9th. Therefore the effective date of the Cooperative Plan is March 9, 2016 and the expiration date is March 9, 2036.

The above information, along with other information included in the Cooperative Plan, provides sufficient detail to enable the Department to find that the standard in s. 66.0307(3)(c)1. Wis. Stats. has been met.

(2) *Is the cooperative plan consistent with each participating municipality’s comprehensive plan and with current state laws, municipal ordinances and rules that apply to the territory affected by the plan? s. 66.0307(5)(c)2 Wis. Stats.*

The Towns of Lincoln and Burnside participated with Trempealeau County to develop a *Comprehensive Plan for Trempealeau County* (2009), whose provisions include both Towns. That plan is consistent with this Cooperative Plan in the following respects:

- Land Use Consistency, Goal, pages 97, 247, and 252 – lands included within the 2014 Annexation, and immediately adjacent, are planned and zoned as Transitional Agriculture. Other lands further from the City are zoned Exclusive Agriculture. This Cooperative Plan maintains and encourages both of these land use designations. For example, it allows small natural annexations and development to occur as the needs of the City dictate, while requiring joint cooperation and planning with the Towns on larger contemplated annexations.
- Preserve Farmland and Maintain Rural Character, Goal, pages 34, 97, 247, and 252 – this Cooperative Plan preserves farmland by capping future annexations and limiting their size.
- Work Cooperatively with Adjacent Municipalities, Objective, pages 43, 103, and 253 – this Cooperative Plan represents a significant achievement in cooperation between Independence, Lincoln, and Burnside which will foster a positive working relationship between these Communities into the future.
- Reduce and Minimize the Potential for Land Use Conflicts & Promote New Growth In or Near the City, Goal 4, page 97 – by capping annexations and limiting their size, this Cooperative Plan will likely result in new growth occurring in an incremental fashion adjacent to the City.

The City of Independence comprehensive plan, adopted in November 2009, is consistent with this Cooperative Plan in the following respects:

- Develop Intergovernmental Cooperation Agreements to Efficiently Manage the City's Growth Beyond its Boundaries, Goal 3, page 7 – the Cooperative Plan fulfills this goal.
- Locate New Housing Adjacent to Existing Development where Public Services can be Economically Provided, Goal 2.2.1, page 17 - by capping annexations and limiting their size, and cooperating with the Towns on new development, the Cooperative Plan will promote this goal.
- Encourage Land Development that can be Served by Existing Streets and Highways to Minimize Expenditures for New Transportation Infrastructure and Avoid Urban Sprawl, Goal 3.2.4, page 23 – by capping annexations and limiting their size, and cooperating with the Towns on new development, the Cooperative Plan promotes this goal.
- Collaborate with the Adjacent Towns of Burnside and Lincoln, Particularly on Issues of City Growth, Goal 7.3.1, page 55 – by requiring cooperation with both Towns on larger annexations, this Cooperative Plan promotes this goal.
- Maintain Positive Relationships with other units of Government, Goal 7.6.1, page 56 – this Cooperative Plan resolves existing annexation litigation between the Communities and likely will foster a positive relationship for years to come.
- Share Services as a Means of Minimizing Cost, Goal 7.6.2, page 56 – this Cooperative Plan coordinates road maintenance of certain specified road segments between the Communities;
- Coordinate with Burnside and Lincoln on Development and Growth Issues, Goal 8.5.8, page 65 – this Cooperative Plan requires the Communities to coordinate and agree to larger annexations.

The Communities have reviewed all applicable federal, state and local laws, as well as comprehensive plans and have not identified any conflicts, inconsistencies, or adverse effects with the Cooperative Plan. Also, the comment letters from Trempealeau County Department of Land Management and Mississippi River Regional Planning Commission (MRRPC), shown in Attachment F of the Cooperative Plan, do not indicate any conflicts or inconsistencies.

Specifically, Trempealeau County comments that this Cooperative Plan honors the County's comprehensive plan intergovernmental cooperation goal of establishing cooperative relationships with adjacent jurisdictions, while MRRPC comments that the Cooperative Plan is consistent with MRRPC's regional comprehensive plan, which recommends that local communities develop annexation agreements to help guide future annexations. MRRPC acknowledges the unorthodox 2014 Annexation but believes that this Cooperative Plan minimizes the impacts of this annexation and provides an organizational structure for handling future annexations.

Additionally, none of the Communities' municipal neighbors have voiced any comments or issues of concern, nor has there been opposition by area residents, businesses, or other entities.

For the foregoing reasons, the Department finds that the Cooperative Plan is consistent with each community's comprehensive plan and with all current state laws, municipal regulations and administrative rules and that the standard in s. 66.0307(5)(c)(2) Wis. Stats. is therefore met.

(3) Adequate provision is made in the cooperative plan for delivery of necessary municipal services to the territory covered by the plan. s. 66.0307(5)(c)(3), Wis. Stats.

The 2014 Annexation has resulted in an irregular municipal boundary which is difficult for Lincoln and Burnside to serve. This Cooperative Plan ensures that future annexations will be more compact and rational.

This Plan also resolves the confusion and uncertainty caused by the 2014 Annexation by clarifying each Community's responsibility for maintaining various streets and roads. Specifically, Burnside will be responsible for plowing and maintaining that portion of Glaunert Lane located within Independence, as well as mowing the adjacent ditches. Independence will be responsible for plowing and maintaining that portion of Troug Lane located within Burnside, as well as mowing the adjacent ditches. Lincoln is responsible for plowing, seal coating, mowing the adjacent ditches, and ultimately rebuilding that portion of River Valley Road within Lincoln, aided by an annual maintenance fee from Independence.

As well as clarifying road maintenance, the defined municipal boundaries resulting from this Cooperative Plan will enable the Communities to engage in land use planning, avoid disputes, plan for future infrastructure improvements, and provide other services in a planned and coordinated fashion.

For the foregoing reason, the Department finds that adequate provision has been made for the delivery of necessary municipal services to the agreement territory, and that the standard in s. 66.0307(5)(c)3, Wis. Stats., is met.

(4) The shape of any boundary maintained or any boundary change under the cooperative plan is not the result of arbitrariness and reflects due consideration for compactness of area. Considerations relevant to the criteria under this subdivision include quantity of land affected by the boundary maintenance or boundary change and compatibility of the proposed boundary maintenance or boundary change with natural terrain including general topography, major watersheds, soil conditions and such features as rivers, lakes and major bluffs. s. 66.0307(5)(c)(5), Wis. Stats.

The 2014 Annexation resulted in the City of Independence's boundaries with the Towns of Lincoln and Burnside, as well as Arcadia, becoming irregular and fragmented. In fact, as mentioned, the Department of Administration found the annexation not to be contiguous to the City. This Cooperative Plan promotes compactness by ensuring that no additional large and irregular annexations of this nature occur during the duration of the Plan. Compactness is also promoted by the City and Towns agreeing to meet 1-year prior to the Plan's expiration and possibly agree to the 2014 Annexation territory being returned to the Towns.

Trempealeau County comments that the Cooperative Plan would ideally be more specific regarding the physical parameters of 60-acre annexations, as well as acceptable land uses within these annexations. For example, no width-to-depth ratio, or distance from City limits, or other configuration limits are specified.

The Communities appreciate Trempealeau County's comments, and indicate that in hindsight they may have incorporated them into their agreement. However, this Cooperative Plan stems from a carefully negotiated stipulated settlement agreement to resolve annexation litigation. It represents a compromise that resolved a litigation dispute. The Communities believe that the stipulated agreement and this Cooperative Plan contains sufficient provisions to ensure that future annexations are compact, rational, and comply with the intent of this Cooperative Plan.

For the foregoing reason, the Department finds that this Cooperative Plan is compatible with the surrounding community and will result in more compact municipal boundaries. Therefore, the standard in s. 66.0307(5)(c)5, Wis. Stats., is met.

(6) *Any proposed planning period exceeding 10 years is consistent with the plan.*
s. 66.0307(5)(c)6 Wis. Stats.

The planning term for this Cooperative Plan is 20 years, commencing on March 9, 2016 and expiring March 9, 2036. The 20-year Plan duration was selected because that term represents a reasonable expectation of the duration of mining activities occurring within the 2014 Annexation territory. The Department finds the Cooperative Plan term to be appropriate and the standard in s. 66.0307(5)(c)6, Wis. Stats. to be met.