

# **TOWN OF SUMNER COMPREHENSIVE PLAN 2005-2030**



Farms in the northeastern part of the Town of Sumner



Pokagama Creek

**Adopted April 5, 2006  
Edited March 2016**



# **TOWN OF SUMNER COMPREHENSIVE PLAN 2005-2030**

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## **TOWN OF SUMNER VISION STATEMENT**

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*Vision Statement – An idealized statement that articulates the future a community wants.*

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**In 2030 the Town of Sumner, nestled on the edge of the beautiful Blue Hills, will be:**

- ... a safe, clean, friendly and scenic rural community with a mix of agriculture on family farms, productive forests, natural open spaces and uncluttered development;**
  - ... a safe, clean, friendly and scenic rural community that protects natural resources and the environment, and discovers recreational opportunities;**
  - ... a safe, clean, friendly and scenic rural community with quality rural residences which develop at a moderate pace and do not unduly encroach upon good farmland or large blocks of forest;**
  - ... a safe, clean, friendly and scenic rural community with two quaint, well-maintained and viable rural hamlets, Sumner and Canton;**
  - ... a safe, clean, friendly and scenic rural community with family owned and operated compatible local-serving commercial enterprises along major roadways and in its rural hamlets;**
  - ... a safe, clean, friendly and scenic rural community with well-maintained roads and properties;**
  - ... a safe, clean, friendly and scenic rural community which balances the need to manage land use to protect the public health, safety and welfare with the rights of individuals; and,**
  - ... a safe, clean, friendly and scenic rural community that strives for the lowest possible taxes.**
- 

Prepared by:

**Town of Sumner Plan Commission**

with technical assistance from:

**Short Elliott Hendrickson Inc.**

**West Central Wisconsin Regional Planning Commission**

with financial assistance from:

**Wisconsin Department of Administration**

Resolution No. 2006-01

COPY

RESOLUTION RECOMMENDING TOWN BOARD ADOPTION OF  
THE "TOWN OF SUMNER COMPREHENSIVE PLAN 2005-2030"

WHEREAS, the Town of Sumner has determined the need and propriety for a comprehensive plan with the general purpose of guiding, directing and accomplishing a coordinated, adjusted and harmonious development of the Town, which 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; and

WHEREAS, the Town of Sumner Plan Commission has prepared the *Town of Sumner Comprehensive Plan 2005-2030* pursuant to § 66.1001 and § 62.23, Wisconsin Statutes, which contains plan documents, maps and other materials in the nine comprehensive plan elements required by § 66.1001 (2), Wisconsin Statutes and is dated February 21, 2006; and

WHEREAS, the Town of Sumner has participated in a multi-jurisdictional planning process during which the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*, dated May 2005, was prepared, which contains statistics, demographic data and other information for the nine comprehensive plan elements required by § 66.1001 (2), Wisconsin Statutes; and

WHEREAS, the Town of Sumner Plan Commission pursuant to § 66.1001 (4) (b), Wisconsin Statutes may recommend governing body adoption of the comprehensive plan by adoption of a resolution to that effect by a majority of the entire Plan Commission.


NOW THEREFORE BE IT RESOLVED, the Town of Sumner Plan Commission officially recommends adoption of the *Town of Sumner Comprehensive Plan 2005-2030*, dated February 21, 2006, and the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*, dated May 2005, by the Town of Sumner Town Board.

Adopted this 5th day of April, 2006 by the Plan Commission of the Town of Sumner.

Approved:

  
Plan Commission Chairman

Attest:

  
Clerk/Treasurer

**Ordinance No. 2006-01**

**AN ORDINANCE TO ADOPT THE  
TOWN OF SUMNER COMPREHENSIVE PLAN**

COPY

The Town Board of the Town of Sumner, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and 62.23(3) of the Wisconsin Statutes, the Town of Sumner is authorized to prepare and adopt 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 Sumner, Wisconsin has adopted written procedures designed to foster public participation in every state of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The plan commission of the Town of Sumner by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of a comprehensive plan consisting of the documents entitled "TOWN OF SUMNER COMPREHENSIVE PLAN 2005-2030" dated February 24, 2006 and "BARRON AREA MULTI-JURISDICTIONAL COMPREHENSIVE PLAN EXISTING CONDITIONS REPORT" dated May 2005 together containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Town has held a public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Sumner, Wisconsin, does, by the enactment of this ordinance, formally adopt the documents entitled "TOWN OF SUMNER COMPREHENSIVE PLAN 2005-2030" and "BARRON AREA MULTI-JURISDICTIONAL COMPREHENSIVE PLAN EXISTING CONDITIONS REPORT", pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and posting as required by law.

ADOPTED this 5 day of April, 2006.

Posted: 12 (date) April, 2006

  
Town Board Chairman

Approved:

Attest:   
Town Clerk



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# ***EXECUTIVE SUMMARY***

This comprehensive plan was developed as part of a multi-jurisdictional planning effort of 18 Barron County communities which successfully procured State grant funding for its development. The *Town of Sumner Comprehensive Plan*, together with the related *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*, meets the requirements of the State of Wisconsin Comprehensive Planning Law (1999 Wisconsin Act 9). The *Existing Conditions Report* provides a demographic and programmatic overview for the Barron area, while the *Comprehensive Plan* is the policy document focused on the Town of Sumner. This Executive Summary focuses on the *Comprehensive Plan*.

Between July 2004 and October 2005, the Town of Sumner Plan Commission held eleven working meetings facilitated by West Central Wisconsin Regional Planning Commission to develop the plan recommendations. All meetings were open to the public and properly noticed.

The result of these meetings and other resident input are plan goals, objectives, and policy recommendations crafted by the Plan Commission for the community through a consensus-building process. The Plan is organized by the nine required planning elements, each section reflects the general vision valued by community members—preservation of rural character, protection of natural features, accommodation of economic activity, and respect for private property rights.

During the planning process, substantial focus was spent on land use and implementation discussions that resulted in the policy recommendations of the Land Use and Implementation Elements. Changes to the Town activities were recommended to protect the community from the visual, environmental and fiscal impacts of intensive land uses. A major concern is the loss of farmland and forested land and keeping the Town rural. If Barron County efforts are found lacking, a land division ordinance will be explored to promote the preservation of the town's rural character by applying Town standards to development and help prevent land use conflict by encouraging the use of conservation design techniques during the site planning of subdivisions. Appropriate types and location of economic activity were supported. Finally, the Town wishes to develop certain ordinances that protect the public from the negative impacts of specific land uses or nuisances, such as mobile homes, junk accumulations and burning.

However, adoption of this Plan is only a beginning. As described in the Implementation Section, many Plan policies require additional action, such as the development of programs and adoption of related ordinances, each with additional public hearings. The policy recommendations within this Plan are often generalized; additional time could be spent by the community on specific issues and definitions during ordinance development. As such, the *Town of Sumner Comprehensive Plan* provides a general direction and vision for the future of the community for planning and decision-making. The Plan recommendations should be applied flexibly and amended as needed to account for specific or changing conditions.

# **1. INTRODUCTION**

## **1.1 Planning Authority and Scope**

Planning is an orderly, open approach to determining local needs, setting goals and priorities, and developing a guide for action. In 1999, the State Legislature created a new framework for community planning in the State of Wisconsin—1999 Wisconsin Act 9.

Beginning on January 1, 2010, any program or action of a local government which regulates land use (e.g., zoning, subdivision regulations, agricultural preservation programs) must be consistent with that government's comprehensive plan. According to Wisconsin Statutes, the comprehensive plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the community which 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.

1999 Wisconsin Act 9, often referred to as the Wisconsin Comprehensive Planning and Smart Growth Law, provides additional guidance regarding what must be included in each community plan and how the plan should be developed. Each plan must include address nine key elements:

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

Further, each plan must incorporate 20-year land use projections and encourage public participation during the planning process.

In addition, 1999 Wisconsin Act 9 made available comprehensive planning grants to local governments to assist in the preparation of these plans. The smart growth grants for comprehensive planning efforts encourage local governments to address multi-jurisdictional issues and promote smart growth policies which encourage efficient development patterns and minimizes local government and utility costs.

The *Town of Sumner Comprehensive Plan*, when combined with the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*, includes all nine elements and meets the requirements of 1999 Wisconsin Act 9.

## 1.2 The Barron Area Multi-Jurisdictional Planning Effort

Barron County consists of four cities, seven villages, and 25 towns. The multi-jurisdiction comprehensive planning project, which includes the following eighteen (18) Barron County communities, represents a grass-roots effort by local government officials to coordinate local planning efforts and to address cross-jurisdictional issues and concerns:

City of Barron	City of Cumberland
City of Chetek	Village of Turtle Lake
Village of Almena	Town of Almena
Town of Chetek	Town of Dovre
Town of Stanley	Town of Prairie Lake
Town of Sioux Creek	Town of Sumner
Town of Maple Plain	Town of Stanfold
Town of Crystal Lake	Town of Barron
Town of Bear Lake	Town of Doyle

The City of Barron served as the lead community in a process to generate interest among nineteen (19) Barron County municipalities, including the three cities, two villages and fourteen townships to participate in a multi-jurisdiction comprehensive planning project. In the summer of 2002, Barron County explored the option of proceeding with a county-wide planning process. At that time, the Board decided to wait and not proceed.

A number of communities desired to move forward, not wanting to wait until the County made (or did not make) a decision to go forward. A series of meetings was organized by the City of Barron, in conjunction with the Cities of Chetek and Cumberland, for all Barron County jurisdictions. The government entities, including the County, were invited to discuss and explore interest in joining to apply for a planning grant. The meetings included discussions of statutory requirements and planning-related issues impacting the communities of Barron County. About sixty people attended the meetings, including representatives of nearly all Barron County jurisdictions. Key multi-jurisdiction and cross-jurisdiction issues mentioned include the significant land use impacts associated with the Highway 8 Improvement Project and general growth pressures, including demand for residential development on recreational lakes and growth related to both the Twin Cities area and the Eau Claire/Chippewa Falls area. At the conclusion of these meetings, a consensus of those present agreed that enough interest existed to pursue a 2003 Multi-Jurisdiction Comprehensive Planning Grant.

During the months of September and October, 2002, the City of Barron, with the assistance of its Planning and Design Consultant (SEH), encouraged all Barron County jurisdictions to approve the required resolution to authorize participation in a multi-jurisdiction comprehensive planning project. Originally, nineteen municipalities agreed to participate in the planning project. Barron County has not decided to join the planning project (although in 2001 they completed a County land use plan). Barron County officials have expressed support for the project and a willingness to provide input and assistance to ensure that the resulting comprehensive plans are consistent with County planning priorities.

In 2003, a comprehensive planning grant was awarded by the Wisconsin Department of Administration to eighteen communities. One community, not being contiguous to any of the other applicant communities, was not awarded the grant. The multi-jurisdictional planning process began with a kick-off meeting in November 2003 led by Short Elliot Hendrickson (SEH) and West Central Wisconsin Regional Planning Commission, the consultant team for the project.

Since the whole of Barron County is not participating in this planning effort, a unique approach was used where existing conditions for the majority of plan elements (e.g., transportation, land use, housing, natural resources, economic) are presented and analyzed for the entire County. This approach provided valuable insight into county-wide trends and how trends may differ among the different communities. The draft *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report* was presented to the participating communities and general public on June 9 and June 16, 2004.

Then, in consideration of these existing conditions, each participating municipality developed its individual comprehensive plan which is a policy-oriented document focusing on issues, goals, and action plans specific to each community.

In short, each community participating in the Barron Area comprehensive planning effort will receive the *Existing Conditions Report* that contains background information for all of Barron County and an individual community plan document containing supplementary background information, and goals, objectives, policies, programs and maps specific to that community. The comprehensive plan for each community will then in total equal the *Existing Conditions Report* and community plan document. This document, the *Town of Sumner Comprehensive Plan*, represents the plan policy document for the Town.

Following public hearings and local plan adoption, the *Existing Conditions Report* and the individual community plans were reviewed for consistency with the State Comprehensive Planning Law; and the Comprehensive Planning Grant Program Closeout Form was completed. The Wisconsin Department of Administration then certified that all requirements of the grant program had been met.

### **1.3 The Town of Sumner Planning Process**

Though a preliminary meeting with the Town of Sumner to discuss the planning effort took place on April 1, 2004, the planning process did not begin to focus on the Town in earnest until after the presentations of the draft *Existing Conditions Report* in June 2004. Each of the subsequent planning meetings for the Town of Sumner is summarized below:

- |                         |   |
|-------------------------|---|
| <b>July 13, 2004</b>    | <b>Meeting #1: Existing Conditions and Issues Generation</b><br>The planning process and timeline for the Town of Sumner was presented to the Plan Commission. The Existing Conditions Transition Report for the Town is reviewed and discussed. Key issues for the planning endeavor are identified and prioritized. |
| <b>October 12, 2004</b> | <b>Meeting #2: Visioning</b><br>Vision survey was completed by planning commission and community members.   |

<b>January 11, 2005</b>	<b>Meeting #3: Vision and Land Use</b> Vision results were reviewed and land use discussion ensued.
<b>March 1, 2005</b>	<b>Meeting #4: Land Use Discussion</b> Issues were discussed and goals, objectives, and policies were developed for the following elements: transportation; utilities & community facilities; housing; agricultural, natural, & cultural resources; and economic development.
<b>March 30, 2005</b>	<b>Meeting #5: Revisiting Land Use</b> This meeting further reviewed land use issues and alternatives, providing further guidance on land use policies for the Town.
<b>May 11, 2005</b>	<b>Meeting #6: Discuss Land Use, Housing, Transportation and Utilities Goals and Policies; Implementation Tools</b> Issues were discussed and goals, objectives, and policies were developed for the following elements: transportation; utilities & community facilities; housing; land use.
<b>June 22, 2005</b>	<b>Meeting #7: Discuss Land Use, Housing, Transportation and Utilities Goals and Policies; Implementation Tools and Intergovernmental Cooperation and Economic Development</b>
<b>August 4, 2005</b>	<b>Meeting #8: Discuss Land Use, Housing, Transportation and Utilities Agricultural, Natural and Cultural Resources Goals and Policies</b>
<b>September 13, 2005</b>	<b>Meeting #9: Discuss Planned Land Use Map</b>
<b>December 20, 2005</b>	<b>Meeting #10: Review Draft Comprehensive Plan</b>
<b>January 24, 2006</b>	<b>Meeting #11: Review Draft Comprehensive Plan</b>
<b>April 5, 2006</b>	<b>Public Hearing</b>
<b>April 5, 2006</b>	<b>Local Adoption</b> Upon recommendation by resolution of the Plan Commission on April 5, 2006, the <i>Town of Sumner Comprehensive Plan</i> was adopted by the Town Board by ordinance on April 5, 2006. Copies of the adopting resolution and ordinance are included at the beginning of this document.

The Town of Sumner planning process offered ample opportunities for public participation and followed the public participation resolution adopted on December 10, 2003, which approved the *Public Participation Procedures for Barron Area Comprehensive Planning* (see Appendix I). All meetings were open to the public, properly noticed, and met the requirements of the Wisconsin Open Meeting's Law.

## **2. ISSUES AND OPPORTUNITIES**

### **2.1 Existing Conditions Transition Report**

The *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report* provides a compilation of background information for the elements of the Comprehensive Plan. While that report identifies significant information and trends, it often does so in the broad context of greater Barron County and does not always identify trends specific to individual communities. Hence, the introduction of the individual community's comprehensive plan requires a transition be made from the *Existing Conditions Report* with a brief synopsis of the trends discovered therein specific to the community. The reader can review the *Existing Conditions Report* if desiring a more detailed look into the community than is provided by the identified trends below.

#### ***Demographic Profile: Issues and Opportunities – Existing Conditions***

- Over the last 40 years the population of the Town of Sumner has fluctuated losing 107 people between 1960 and 1970, gaining 91 from 1970 to 1980, only losing 6 people over the next decade and growing by 48 people between 1990 and 2000.
- Wisconsin Department of Administration (DOA) 2003 population estimates for the Town of Sumner of 634 people show the population of the Town of Sumner is likely to continue to grow at a faster pace than previously.
- Indeed, the Wisconsin Department of Administration population projections predict the Town will grow to 684 people by the year 2025 from its 2000 population of 598, while the DOA 2003 estimates already exceed the DOA 2005 projection by 17. If recent trends continue it is likely that Town of Sumner population will exceed DOA population projections.
- The Town of Sumner is experiencing an aging population with the median age in 1990 of 31.4 increasing to 36.1 in 2000.
- Between 1990 and 2000 the Town of Sumner saw a large increase in males 10 to 19 years of age, significant increases in the number of males 35 to 54 years old and dramatic increase in males over 75 years of age. This could mean a one large group of males are ready to enter the workforce or college while another group is approaching retirement age.
- The number females aged between 50 and 64 years of age increased faster than any other female age group and those between 35 and 49, and 80 and 84 years of age increased significantly as well. It is likely that a large number of women will be approaching retirement over the next decades.
- Town of Sumner residents saw dramatic improvements in educational attainment with 86.6 percent of residents over 25 years of age in 2000 having at least attained a high school diploma as compared to 73.0 percent in 1990.
- By 2000, four of ten Sumner residents over 25 years of age had at least some post-secondary education compared to three of ten in 1990.

## ***Demographic Profile: Issues and Opportunities – Existing Conditions, cont’d***

- While the Town of Sumner’s population grew by 8.7 percent between 1990 and 2000 its work force of people 16 years and older increased by 23.4%. And the percentage of persons 16 years and older who were employed increased from 61.2% to 66.3% between 1990 and 2000.
- Between 1990 and 2000 there was an increase in Sumner residents in professional and sales occupations.
- In 2000, 43% of Town of Sumner workers were employed in the City of Rice Lake, 12.6% in the City of Barron and about 8 percent each in the Village of Cameron and the Town of Sumner.
- The median household income in the Town of Sumner increased by 59.1 percent between 1990 and 2000 while increasing 65.2 and 47.1 percent in Barron County and the State of Wisconsin, respectively.

## ***Housing – Existing Conditions***

- While the Town’s population declined 1.1 percent and increased 8.7 percent between 1980 and 1990, and 1990 and 2000, respectively, its housing stock grew 6.4 and 3.3 percent, respectively.
- In 2000, 44 percent of the Town of Sumner’s housing stock was at least 40 years old, while 3 out of ten housing units were 20 years old or less and 18 percent were 10 years old or less.
- The Town of Sumner has seen a steady, yet slow increase in housing units since 1980 which have become increasingly single-family, owner-occupied.

<b><i>HOUSING CHARACTERISTICS • 1980 to 2000</i></b>			
<b><i>Town of Sumner</i></b>			
<b>Year</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Total Housing Units	202	215	222
Total Seasonal	2	11	5
Total Vacant	18	17	7
Total Occupied Units	182	187	210
Owner Occupied Units	158	165	192
Renter Occupied Units	23	22	18
Single Family Units	168	188	209
Multi-Family Units	14	3	3
Mobile Homes	18	23	19

Source: U.S. Census.

<b><i>HOUSING VALUE OF SPECIFIED OWNER OCCUPIED UNITS • 2000</i></b>							
<b><i>Town of Sumner, Number of Housing Units</i></b>							
Less than \$50,000	\$50,000 - \$99,999	\$100,000 - \$149,000	\$150,000 - \$199,999	\$200,000 – \$299,999	\$300,000 – \$499,999	\$500,000 or more	Median Value
13	53	9	2	0	0	0	\$75,300

Source: U.S. Census.

<b><i>CONTRACT RENT (RENTER OCCUPIED UNITS) • 2000</i></b>					
<b><i>Town of Sumner, Number of Housing Units</i></b>					
Less than \$200	\$200 to \$299	\$300 to \$499	\$500 to \$749	\$750 to \$999	\$1,000 or more
0	0	6	2	0	0

Source: U.S. Census.

## ***Housing – Existing Conditions, cont’d***

<b>OWNER OCCUPIED HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME • 1999</b>					
<b><i>Town of Sumner, Monthly Housing Costs as a Percentage of Household Income</i></b>					
Less than 15%	15.0% to 19.9%	20.0% to 24.9%	25.0% to 29.9%	30.0% to 34.9%	35.0% or more
31	15	12	11	6	4

Source: U.S. Census.

<b>RENTER OCCUPIED HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME • 1999</b>					
<b><i>Town of Sumner, Monthly Housing Costs as a Percentage of Household Income</i></b>					
Less than 15%	15.0% to 19.9%	20.0% to 24.9%	25.0% to 29.9%	30.0% to 34.9%	35.0% or more
3	2	2	0	1	0

Source: U.S. Census.

- The median housing value of owner-occupied units in the Town of Sumner of \$75,300 is slightly below the Barron County average of \$78,000.
- Housing in the Town of Sumner appears to be affordable with less than 13% of homeowners and renters spending 30 percent or more of their household income on housing costs.

## ***Transportation – Existing Conditions***

- The major transportation function in the Town is maintaining the local road system with the PASER and WISLR systems for Town road pavement management.
- County Trunk Highway M transverses north and south in the western part of the Town of Sumner.
- U.S. Highway 8 runs east/west through the southern half of the Town of Sumner.
- The lightly used Canadian National Railway line between Cameron and Ladysmith runs through the Town of Sumner, including the unincorporated hamlet of Canton.

## ***Utilities and Community Facilities – Existing Conditions***

- Buildings and homes are served through private wells and on-site septic systems.
- The Town Hall and associate maintenance structures are the community facilities located within the Town of Sumner.
- The Town of Sumner mostly lies within the Cameron School District, except for a small portion in the northwestern part of the town which lies in the Rice Lake Area School District and two small portions of the town in the southeast corner lying within the Chetek- Weyerhaeuser School District.
- The Town of Sumner is served by the Rice Lake Ambulance District, the Cameron Fire District and the Barron County Sheriff’s Department.



### ***Agricultural, Natural and Cultural Resources – Existing Conditions***

- Agricultural assessed acreage in the Town of Sumner declined by 38.8% (or 3,707 acres) between 1990 and 2003. This is more than the 23.7% decline in agricultural acres for all Towns during the same time period.
- While the Town of Sumner has a majority of soils which can be classified as prime farmlands, it ranks 23<sup>rd</sup> out of the 25 Towns in total agricultural acreage due to its forested areas.
- The Town of Sumner ranks 1<sup>st</sup> in forested acreage in Barron County with 10,200 acres.
- The majority of the Town of Sumner falls within the Lake Chetek Watershed of the Lower Chippewa River Basin. The streams in the Town of Sumner drain into the Chetek Chain of Lakes.
- There are significant wetlands and floodplains along Rock and Moose Ear Creeks and a wetland area near Lehigh.
- There are pockets of steep slopes in the Town of Sumner which are largely forested.
- There are no State Natural Areas or public recreational lands in the town.
- There are no listed or inventoried historic sites or buildings in the Town of Sumner.
- Barron County Zoning, Subdivision Regulations, Shoreland Regulations, and Floodplain Ordinance apply within the Town of Sumner.

### ***Economic Development – Existing Conditions***

- While the Town of Sumner's population grew by 8.7% between 1990 and 2000, its work force of people 16 years and older increased by 23.4%. And the percentage of persons 16 years and older who were employed increased from 67.8% to 73.2% between 1990 and 2000.
- Between 1990 and 2000 there were substantial increases in Sumner residents employed in retail trade and educational, health, social, and other services sectors.
- There was a 94.4% decrease in agriculture, forestry, fishing and mining sector employment between 1990 and 2000.
- In 2000, the majority of working town residents were employed in precision production, craft and repair, machine operation, assembly, and inspection, transportation and material moving, and handling, equipment cleaning, helper and laborer occupations (26.8%), followed by sales and administrative support occupations (25.9%) and executive, administrative and managerial, professional and technical occupations (20.1%).
- In 2000, 43% of Town of Sumner residents employed in the work force were worked in the City of Rice Lake, 12.6% in the City of Barron and about 8 percent each in the Village of Cameron and the Town of Sumner.
- The median household income in the Town of Sumner increased by 59.1 percent between 1990 and 2000 while increasing 65.2 and 47.1 percent in Barron County and the State of Wisconsin, respectively.

## ***Land Use – Existing Conditions***

- The Town of Sumner is heavily forested, having 53% of its land assessed as such. It has only 30% assessed as agricultural. The Town experienced a 27% increase in improved residential parcels from 1990-2003. There are two unincorporated settlements in the Town, Canton and Sumner. There is a small amount of County-owned forestland in the Town.

### ***LAND USE ACREAGE AND VALUE PER ACRE • 2003***

#### ***Town of Sumner***

	Agricultural	Forest	Undeveloped	Residential	Commercial	Manufacturing	Other	Total
Acres	5,838	10,200	2,250	799	13	0	45	19,145
Value per Acre	\$115	\$1,146	\$983	\$2,847	\$1,731	\$0	n.a.	n.a.

Source: Wisconsin Department of Revenue



## 2.2 Previous or Related Planning & Regulatory Efforts

### *Town of Sumner Plans and Regulations*

This is the first comprehensive planning effort that focuses on the Town of the Sumner. The Town has adopted a Building Ordinance and a Driveway Ordinance, which provides some local land use control. There was some discussion that lot sizes, land divisions and some uses allowed by special exception in some zoning districts be reviewed as part of this planning process. The Town of Sumner has adopted Barron County Comprehensive Zoning.

### *Applicable Barron County Plans and Regulations*

The Town has been encompassed within previous Barron County planning efforts, such as the *2001 Barron County Land Use Plan* that included the following recommendations for the Town of Sumner:

- maintain agriculture as the predominate land use in the Town
- encourage low-density residential development that is compatible with agriculture and forestry
- protect the Blue Hills gateway from incompatible development

The Town of Sumner also adheres to the Barron County Sanitary Code, Shoreland Ordinance, Floodplain Ordinance, Manure Storage Ordinance, and Land Division Ordinance. Natural resources in the Town of Sumner also fall within the scope of the recently adopted *Barron County Land and Resource Management Plan* administered by the Barron County Soil & Water Conservation Department.

### *Other Applicable Plans & Regulations*

The *Existing Conditions Report* reviews a number of additional plans, programs, and regulations that are related to this planning effort. Four neighboring jurisdictions—Town of Doyle, Town of Chetek, Town of Stanley and Town of Prairie Lake—are also participating in this comprehensive planning process, as is the City of Chetek to the south. The issues and recommendations from these other plans should be considered as the Town of Sumner develops its own Plan and key issues and opportunities highlighted in the intergovernmental cooperation element later in this document.



## 2.3 Key Issues

At the July 13, 2004, Town of Sumner Plan Commission meeting, those in attendance identified, discussed, and prioritized those key issues which should be included as part of the planning process. This process did not preclude discussion of additional issues at future planning meetings.

After reviewing the existing conditions transition report for the Town of Sumner, a nominal group process was used to obtain input from all attendees to develop a list of issues to be addressed during the planning effort. The issues could be a community value or a problem the community faces. Each attendee was then asked to rank their top ten issues (e.g., the highest priority issue received 10 points). All of the issues are important; prioritizing them allows the community to target resources to the most pressing issues if it is necessary. Because of this prioritization, it can be seen that natural amenity and quality of life issues were foremost on people's minds. There were also concerns about how small communities acquire revenue and keep the tax burden low. There are also numerous relationships between many of the priorities that will need to be considered and balanced during the planning process.

These issues were prioritized as follows:

<b>#1 (44 points)</b>	<b>Care of the environment.</b>	<b>#10 (16 points)</b>	<b>Hunting and fishing.</b>
<b>#2 (35 points)</b>	<b>Proximity to employment opportunities, health care, cultural events and shopping, yet not in a city.</b>	<b>#11 (14 points)</b>	<b>Residential development along existing roads.</b>
<b>#3 (31 points)</b>	<b>Nice quiet, country setting.</b>	<b>#12 tied (13 points)</b>	<b>Maintenance of existing structures.</b>
<b>#4 (30 points)</b>	<b>Land Use issues.</b>	<b>#12 tied (13 points)</b>	<b>Keep the dreams of future taxpayers alive.</b>
<b>#5 (27 points)</b>	<b>Funding in a small, rural community.</b>	<b>#14 (11 points)</b>	<b>Dark skies.</b>
<b>#6 (23 points)</b>	<b>Pace of life.</b>	<b>#15 (9 points)</b>	<b>Size, close-knit community.</b>
<b>#7 (20 points)</b>	<b>Maintain existing forest and farmland.</b>	<b>#16 (8 points)</b>	<b>Maintenance of land values.</b>
<b>#8 (18 points)</b>	<b>Control commercial development.</b>	<b>#17 (5 points)</b>	<b>Bar (none currently in the town).</b>
<b>#9 (17 points)</b>	<b>Recreational use of forests</b>		



## 2.4 Vision Statement

A vision statement defines the future that a community wants, but does not define how it gets there. Visioning helps build consensus, can emphasize community assets, identifies any desirable change, and provides direction and context for the planning goals and policies later in the process.

### Visioning

*The process by which a community defines the future it wants.*

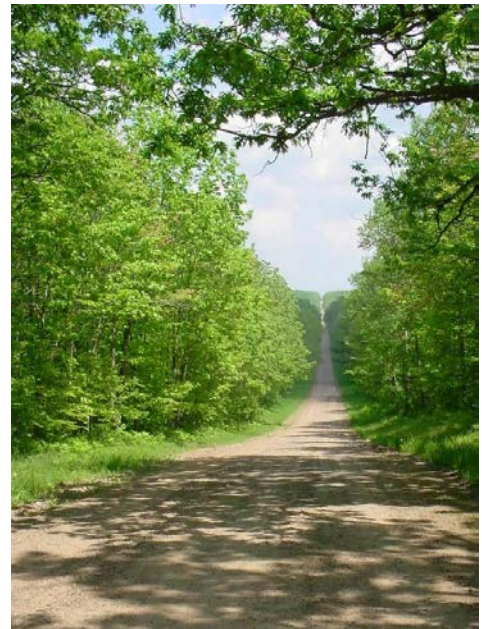
At the October 12, 2004 meeting, a visioning session was conducted to develop a vision statement for the Town of Sumner in 2030. Based in part on the key issues list, a visioning questionnaire was developed which consisted of eight open-ended questions regarding qualities, characteristics, and land use in the Town. After a review of existing conditions report highlights and other local land use trends, attendees discussed and completed the visioning questionnaire. The visioning questionnaire was also distributed to members of the community. All of the questionnaires were compiled and synthesized into a vision statement.

The following were some groups of qualities or characteristics which community members wished to preserve or promote:

- Rural look as it is now, maintain the rural character and community, small, friendly, safe rural town, dark skies
- Keep agriculture so the area does not get overpopulated, family farms
- Moderate rate of growth
- Maintain natural resources, more recreation opportunities
- Improve parks and cemetery
- Improve existing buildings
- Low taxes
- Natural beauty, maintain a mix of forested and open areas

The following were some groups of qualities, characteristics, or trends that were of concern:

- Burn barrels and outdoor wood burning furnaces
- Unkempt houses and properties, junkyards filled with used cars and old machinery
- Lack of animal control
- No appropriate rules or enforcement
- Lack of Town resources



The complete responses were not only important for creating the vision statement, but provided valuable direction for establishing Plan goals, objectives, and policies later in the Plan. Overall, there was a consensus that community members liked the qualities and characteristics of the Town of Sumner as it exists today and wished to maintain and preserve these qualities and characteristics for future generations.

Based on the visioning exercise, the following vision statement for the Town of Sumner was developed, and then discussed at the January 11, 2005 Plan Commission meeting:

### **Town of Sumner Vision Statement**

*Vision Statement – An idealized statement that articulates the future a community wants.*

**In 2030 the Town of Sumner, nestled on the edge of the beautiful Blue Hills, will be:**

- ... a safe, clean, friendly and scenic rural community with a mix of agriculture on family farms, productive forests, natural open spaces and uncluttered development;**
- ... a safe, clean, friendly and scenic rural community that protects natural resources and the environment, and discovers recreational opportunities;**
- ... a safe, clean, friendly and scenic rural community with quality rural residences which develop at a moderate pace and do not unduly encroach upon good farmland or large blocks of forest;**
- ... a safe, clean, friendly and scenic rural community with two quaint, well-maintained and viable rural hamlets, Sumner and Canton;**
- ... a safe, clean, friendly and scenic rural community with family owned and operated compatible local-serving commercial enterprises along major roadways and in its rural hamlets;**
- ... a safe, clean, friendly and scenic rural community with well-maintained roads and properties;**
- ... a safe, clean, friendly and scenic rural community which balances the need to manage land use to protect the public health, safety and welfare with the rights of individuals; and,**
- ... a safe, clean, friendly and scenic rural community that strives for the lowest possible taxes.**



### **3. HOUSING**

Housing costs are the single largest expenditure for most Wisconsin residents. Affordability is just one reason a community may plan for housing however. A variety of local housing issues and demands can be addressed through planning, such as type (e.g., single-family, rental, manufactured), condition (e.g., age, aesthetics, rehabilitation), and safety (e.g., codes, disaster preparedness, accessibility). Housing policies should meet the needs of persons of all income levels, age groups, and other special needs. This element identifies the housing goal, objectives and policies for the Town of Sumner.

#### **3.1 Housing Goal and Objectives**

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##### ***Housing Goals***

To provide an adequate housing supply that meets existing and future housing demand in the Town of Sumner.

Manage residential development in a manner that allows for affordable, quality housing choices consistent with the rural nature of the community.

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##### ***Objectives:***

- 1) Ensure land is zoned for low-density residential development.
- 2) Preserve rural character by utilizing existing transportation routes and encouraging the protection of natural features.
- 3) Encourage safe, accessible, quality housing development and housing stock, while maintaining affordability for young families, the disabled and seniors.

#### **3.2 Housing Policies**

- 1) Encourage residential development in areas closest to existing roadways to minimize the construction of new roads.
- 2) Discourage new home development on good farmland, hilltops and slopes greater than 20% and productive forests and interior woodland habitat.
- 3) Enforce applicable State and local building regulations to encourage safe, quality housing development.
- 4) Develop regulations for mobile homes and mobile home parks.
- 5) Promote Barron County home ownership and rehabilitation programs to help increase housing affordability and quality.
- 6) Implement the density policies related to new housing development as noted under the Land Use Element of this Plan.

## 4. *TRANSPORTATION*

Transportation can directly influence a community's growth, or it can be used a tool to help guide and accommodate the growth which a community envisions. Like the other elements in the Plan, transportation is interconnected, especially with land use. Economic, housing, and land use decisions can increase or modify demands on the various modes of transportation (e.g., highways and roads, air, rail, pedestrian). Likewise, the transportation decisions, such as the construction of new roadways or a bypass, can impact accessibility, land values, and land use.

This section of the *Town of Sumner Comprehensive Plan* identifies a goal, objectives, and policies for the transportation infrastructure of the Town. These objectives and policies are then compared with those of other local, regional, and State transportation plans.

### 4.1 Transportation Goal and Objectives

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#### *Transportation Goal*

Provide a safe, efficient transportation system that meets the needs of the community while encouraging development near the primary transportation arterials and collectors.

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#### *Objectives:*

- 1) Coordinate road improvements based on current and future land uses and land use plans.
- 2) Town roads serve the needs of its residents and agricultural community in a manner consistent with the rural character of the community.
- 3) Manage the Town's road system in a cost-effective manner, utilizing the existing road network to accommodate future development whenever possible.

### 4.2 Transportation Policies

- 1) Continue to use the Pavement Surface Evaluation Rating (PASER) system and the Wisconsin Information System for Local Roads (WISLR) to inventory, evaluate, and plan for roadway improvements in the Town.
- 2) Require new roads serving more than three residences to be built to Town road specifications.
- 3) Promote shared driveway entrances for clustered development and subdivision development.
- 4) Require developers to pay the costs associated with new roads or streets.
- 5) Promote recreational trails and the Town's Rustic Roads.
- 6) Integrate future roadway improvements and road maintenance equipment into a capital improvements plan.
- 7) Maintain an ongoing plan for future roadway improvements and road maintenance equipment purchases.



- 8) Cooperate with Barron County on enforcement of the County Driveway Ordinance on County roads. Enforce the Town's Driveway Ordinance.
- 9) Promote transportation services for the elderly and those with special needs that are provided in Barron County.

### **4.3 Comparison with Other Transportation Plans**

The related transportation plans discussed in the *Existing Conditions Report* were reviewed and the above transportation goal, objectives, and policies for Town of Sumner were determined to be compatible with these other related transportation plans. The goals and policies of these other plans are not expected to have impacts on the community which require action within the scope of this planning effort.

The Town of Sumner has U.S. Highway 8 and County Highway M for which the Town will continue to cooperate with the Wisconsin Department of Transportation and Barron County on planning and access controls. County Highway M in the Town of Sumner has been identified in the *Wisconsin Bicycle Transportation Plan 2020* (<http://www.dot.wisconsin.gov/travel/bike-foot/docs/bikebarron.pdf>) as having positive conditions for bicycling. The Town also contains an established County snowmobile route and a route maintained by a private snowmobile club. These recreational transportation activities are not inconsistent with this Plan, though the Town will participate in the planning and review of any future recreational trails and transportation routes.



## **5. UTILITIES AND COMMUNITY FACILITIES**

Utilities and community facilities provide the foundation on which a community is built and maintained. Utilities may include sanitary sewer, storm water, and water systems, as well as electricity, natural gas, telecommunications, and solid waste disposal. Community facilities can vary greatly by community, but typically include parks, schools, libraries, cemeteries, and various health and safety providers (e.g., police, fire, ambulance, hospitals). Special services deemed to be vital to a community, such as day care, may also be included as a community facility.



Utilities and community facilities can also be used to guide growth, encourage development, or help establish community identity. And, combined with roads, the construction, maintenance, and operation of public utilities and community facilities often constitute the largest proportion of a community's budget.

### **5.1 Review of Existing Facilities**

Other than roads, as discussed in the transportation section, community facilities in the Town of Sumner are limited.

No municipal utilities (e.g., sewer, water, storm water) exist within the Town. The majority of the Town falls within the Cameron School District, a portion of the northwestern corner of the community is within the Rice Lake Area School District, a portion of the southeast corner is within the Chetek -Weyerhaeuser School District. Emergency services are adequately provided by the Rice Lake Ambulance District, the Cameron Fire District and the Barron County Sheriff's Department.

The existing Town Hall and associated maintenance buildings, and a ball diamond represent the only Town-owned community facilities. Town Hall and Shop is a fairly new facility that is meeting the needs of the Town. The Town maintains the ball diamond located in Canton. It is used by local children in addition to local and county 4-H clubs. There are tentative plans to further improve the facility with a pavilion that could be used for family picnics and other gatherings. The cemeteries in the Town are Old Sumner, New Sumner on 24 ½ Street and Pioneers Rest or Bandli on 17 ¼ Avenue. Some smaller private cemeteries or family burial plots are known to exist. Residents contract directly with private firms for solid waste disposal and have access to the facilities of the Barron County Recycling Program. A County and a snowmobile club snowmobile trail also cross through the Town.

Utilities and facilities of regional significance (e.g., health care, emergency services, recycling facilities, telecommunications, electric utilities, child care, libraries, parks, and schools) are identified and discussed in the *Barron Area Multi-Jurisdictional Existing Conditions Report*. The Town of Sumner has very little or no control or responsibility regarding the planning and operation of these facilities. This is also true for stormwater management planning, private wells, and private sanitary sewer systems which are regulated by Barron County and the State of Wisconsin, and not the Town of Sumner.



## 5.2 Assessment of Future Needs

Other than normal maintenance, improving Town Hall accessibility and a possible pavilion for the ball diamond, no future expansion, rehabilitation, or construction needs regarding Town of Sumner community facilities were identified during the planning meetings. Future needs for those utilities and facilities of regional significance and for privately owned facilities (e.g., cemeteries, solid waste disposal) are assessed and planned for by the providers and are not considered a normal responsibility of the Town.

## 5.3 Utilities and Community Facilities Goal and Objectives

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### *Utilities and Community Facilities Goal*

Maintain and provide needed community facilities and services in a safe and cost-effective manner that is consistent with the Town's vision.

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### *Objectives:*

- 1) Infrastructure improvements should be done in a manner that is compatible with to Town's rural character.
- 2) New development should be responsible for corresponding increases in community services and infrastructure.
- 3) Maintain current levels of public works and community services, while protecting the health of Town residents and the natural environment.

## 5.4 Utilities and Community Facilities Policies

- 1) Require developers to pay related Town costs, including dedication, or payment-in-lieu of, for parks or recreational areas if needed.



- 2) Integrate future community facilities improvements into a capital improvements plan.
- 3) Work with Barron County to ensure the proper installation of new, and the identification of failing, private septic systems.
- 4) Work with Barron County to increase resident knowledge of the County recycling and Clean Sweep programs.
- 5) Improve the Town Hall's accessibility to meet existing standards.



## 6. *AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES*



This element of the *Town of Sumner Comprehensive Plan* presents the goal, objectives, and policies for three resources important to any community—Agricultural, Natural, and Cultural Resources. For the past century, agriculture has been the primary land use in the Town of Sumner; and the Town’s vision statement recognizes the importance of preserving the family farm and prime farmlands. The wooded hillsides in the Town also add to the rural qualities which local residents promote in their vision. Cultural resources are the important third sub-element that nurtures a “sense of place,” provides an important context for planning, and fosters civic pride.

### 6.1 **Agricultural, Natural, and Cultural Resources Goal and Objectives**

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#### *Agricultural, Natural, and Cultural Resources Goal*

Forestry and agriculture are common economic activities in the Town, particularly sustainable forestry and family farm operations, while the community’s natural and cultural resources are cared for.

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#### ***Objectives:***

- 1) Encourage contiguous forestlands and preserving farmland.
- 2) Support the continued viability of family-farm operations
- 3) Minimize forestland fragmentation.
- 4) Work cooperatively to protect natural resources.
- 5) Support efforts to preserve buildings and sites of historical or cultural significance.

### 6.2 **Agricultural, Natural, and Cultural Resources Policies**

- 1) Implement those applicable policies in the Land Use Element of this Plan which will help preserve and protect the Town’s prime farmlands, productive forest lands, wooded hillsides, water quality, and natural resources.
- 2) To protect agricultural interests from public complaints associated with routine agricultural operations, covenants, deed restrictions or other legal instruments will be applied to all new residential developments in or near the agricultural production areas stating that the new lot created for residential purposes is in or near a pre-existing agricultural area where agricultural uses predominate and are favored by the Town of Sumner and owners of said lot are forewarned they are moving into a pre-existing agricultural area with its associated, accepted normal agricultural practices, including but not limited to, animal and plant husbandry, broad

hours of operation, farm equipment traffic and farming debris on roads, farm equipment lights, odors, dust, smoke, noise, and manure, sludge, chemical, pesticide and herbicide application.

- 3) Support State tax programs which encourage the preservation of farmland and forest lands, such as farmland tax credits, use value assessment, and other such farmland and forest land preservation programs.
- 4) Maintain communication with Barron County Soil and Water Conservation Department and Barron County UW-Extension on efforts to protect ground and surface water quality and quantity, preserve farmlands, prevent soil erosion, and prevent the spread of invasive species.
- 5) Support State tax programs which encourage the preservation of farmland and forest lands, such as farmland tax credits, use value assessment, and other such farmland preservation programs.
- 6) Maintain communication with Barron County regarding the enforcement of the County Zoning Ordinance, Land Division Ordinance, Sanitation Ordinance, Floodplain Ordinance, and Shoreland-Wetland Ordinance.
- 7) Maintain communication with Barron County, the Wisconsin Department of Natural Resources, and interested private conservation organizations regarding the protection of and future planning for the Blue Hills ecological and natural history area.
- 8) Cooperate with the Wisconsin Department of Natural Resources, Barron County, and upstream municipalities regarding water quality management of the Red Cedar and Chetek Rivers.
- 9) Support efforts by local groups and property owners to identify and preserve buildings and sites of historical or cultural significance.
- 10) Explore the feasibility of establishing nuisance standards and minimum distance requirements for the siting of large livestock operations (aka factory farms and large feed lot operations) which appropriately regards such operations as intensive industrial uses.



## **7. ECONOMIC DEVELOPMENT**

Through planning, a community can anticipate economic change and guide development to the best of its abilities to achieve the economic vision and objectives for the community. Economic development is about working together to maintain a strong economy that provides a good standard of living for individuals and a reliable tax base for the community. A community's economic development plan should reflect the values of the community and must be carefully linked to the goals, objectives, and policies of the other Plan elements.

### **7.1 Local Economic Development Plans and Programs**

The Town of Sumner currently has no local economic development plans and programs, but residents and the community do have access to the myriad of County, Regional, and State economic development programs identified in the *Existing Conditions Report*.

### **7.2 New Businesses or Industry Desired**

The types of new businesses or industry desired grows out of the vision statement. Principally, it is envisioned that the community will continue to be primarily agricultural in nature, including forestry practices, with many residents continuing to commute to incorporated areas in the region for employment. Other commercial activities that do occur within the community are envisioned to be in-home, cottage businesses and local-serving commercial that compliment agricultural and forestry operations. Traditional, family-owned farms are desired instead of higher-impact feedlot operations and factory farms which are viewed more as industrial uses which are considered inconsistent with the community's vision. Family-based agriculture, forestry, cottage industry and commercial that serves Town residents, consistent with the community's rural nature are recommended.

### **7.3 Strengths and Weaknesses**

The Town of Sumner is east of U.S. Highway 53 and has U.S. Highway 8, both regional transportation arterials. Both are significant economic strengths, both for businesses that operate in the Town and for residents who commute to surrounding communities. There is a sufficient population base in the Town to support limited local-serving commercial activity. As shown in the *Existing Conditions Report*, the Town also has significant prime farmlands and forestlands, which have historically been the primary economic activities in the Town over the past 150 years.

The scenic and recreational value of the wooded hillsides of this gateway to the Blue Hills offer opportunities for tourism-based business. Some areas near in the Town may also hold substantial sand and gravel deposits. Entrepreneurs also have access to a diversity of County, regional, and State economic development assistance programs.

The Town of Sumner, however, lies northeast of the City of Chetek and east of the Village of Cameron, both a local centers of trade, and southeast of the City of Rice Lake, a regional trade center. This tends to suppress significant economic activity in the Town. The Town has no municipal water or wastewater utilities for more intensive commercial and industrial uses. Due to a preponderance of excessively drained soils and the proximity to the wetland areas and creeks, such

intensive uses are deemed inappropriate to the community if on private systems, as well as being inconsistent with the rural character expressed in the community vision. The Town also has railroad access, but the line is substandard for serious freight service. Most Town roads are not built to specifications to allow for year-round heavy traffic often associated with commercial and industrial uses.

## **7.4 Opportunities for Brownfield Redevelopment**

As a rural, unincorporated community, no opportunities for brownfield redevelopment were identified during the planning process. However, the Town expects currently active non-metallic mining sites to be reclaimed to a more natural setting or for appropriate development once mining activities cease.

## **7.5 Designation of Sites**

No specific sites or properties have been identified for future commercial or industrial development in the Town of Sumner. It is envisioned that prime farmlands will continue to be farmed and forest management will dominate the wooded hillsides where row crop production would be marginal at best.

Some development pressure may be anticipated along U.S. Highway 8 especially closer to the Village of Cameron. Some tourism-based recreational activities could also be anticipated along the creek bottoms or in wooded areas. While these types of development may be anticipated for the future, they will be evaluated on a case-by-case basis.

Proposed economic development projects and sites should be evaluated on a case-by-case basis. Foremost, is the proposed project consistent with the community's vision and Comprehensive Plan? Is it compatible with the rural nature of the community and does it pose a threat to the surface water and groundwater of the community? And what will be impacts of the proposed project on local roads and services? These examples are the types of inquiries the community will make when reviewing a proposed economic development project.

## **7.6 Economic Development Goal and Objectives**

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### ***Economic Development Goal***

Agriculture, cottage industry, and other businesses compatible with the rural nature of the community will continue to be the primary economic activities within the Town as the majority of residents continue to commute outside the Town for employment.

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### ***Objectives:***

- 1) Promote the continued success of farming, forestry, and farm-related businesses.
- 2) Support the maintenance and development of in-home, cottage industries that compliment the agrarian community and comply with applicable regulations.
- 3) Allow commercial activity that serves the local residents of the Town along major highways and within the unincorporated villages of Canton and Sumner.



- 4) Discourage larger, “higher impact” commercial and industrial development without access to municipal wastewater services.

## **7.7 Economic Policies**

- 1) Implement the agricultural-related policies in the Agricultural Element that promote agricultural and forestry-related practices and industries.
- 2) Allow home occupations, cottage industries and local serving commercial compatible with the rural character of the community.
- 3) Require larger commercial and heavy industrial development to be located on a municipal wastewater system while minimizing impacts on adjacent uses through natural screening, appropriate lighting, and careful site planning. Define “larger” and “heavy” based on standards such as: water use, average trips per day, heavy equipment or truck traffic, dust generated, hours and days of operation, noise, use of chemicals, facility size, impervious surface area, etc.
- 4) Require bonding for potential environmental impacts, impacts to Town roads, and site reclamation for mineral extraction operations, as well as periodic permit renewals.
- 5) Consider proposed commercial and industrial uses on a case-by-case basis by evaluating potential impacts and the compatibility with the community’s rural character.
- 6) Commercial and industrial uses should be financially responsible for potential environmental impacts and impacts to Town roads.



## **8. INTERGOVERNMENTAL COOPERATION**

Advances in technology and improved mobility have resulted in the faster and easier movement of people, money, goods, and other resources across jurisdictions. Many issues cross intergovernmental boundaries, affecting more than one community or governmental unit (e.g., school district). And the decisions, plans, and policies of one community can impact neighboring jurisdictions. The environmental, economic, and social health of a community and the region are interconnected.

Through intergovernmental cooperation, communities can anticipate potential conflicts in plans and policies in order to identify potential solutions to mitigate such conflicts. Governmental units may also identify opportunities for cost-sharing, competitive bidding, and other strategies to leverage available resources to everyone's benefit.

### **8.1 Growth Trends and Planning Activities in Adjacent Communities**

Growth trends for surrounding Barron County communities are described in the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*. Like the Town of Sumner, adjacent unincorporated towns have also been experiencing population and housing growth and considerable loss of farmlands, though agriculture remains the significant land use in the area. Residential development pressure has been greatest along shorelines, but is still significant in the mix of woods, agricultural land and grassy fields of rural areas. While the Town of Sumner to the south experienced the greatest percentage of residential growth during the 1990s among all Barron County towns, the Towns of Doyle, Prairie Lake and Stanley also experienced significant growth. Changes in the amount of forest lands varied by community, with substantial increases occurring in the Towns of Rice Lake and Stanley, while a slight decrease occurred in the Town of Sumner. The Towns of Chetek, Doyle, Prairie Lake and Stanley are currently developing comprehensive plans. The Town of Rice Lake has an adopted comprehensive plan.

### **8.2 Intergovernmental Plans, Agreements, & Relationships**

Outside the multi-jurisdictional aspect of this comprehensive planning process, the number of existing intergovernmental plans, agreements, and relationships including the Town of Sumner are limited. The primary intergovernmental agreements involving the Town of Sumner are for emergency services from the Barron County Sheriff's Department, the Cameron Fire District, and the Rice Lake Ambulance District. The Town of Sumner also has agreements with surrounding Towns for road maintenance and with the Barron County Highway Department for construction and materials. The Town of Sumner has no cooperative boundary agreements as defined under State Statute 66.0307, and there is no regional master plan as defined under State Statute 66.0309. The Town is part of the Cameron, Chetek- Weyerhaeuser, and Rice Lake Area School Districts as mapped in the community facilities section of the *Existing Conditions Report*, but has minimal involvement in school district planning and operations.

The Town is encompassed within a number of Barron County plans and ordinances, though Town approval of these documents was not required and ongoing participation is minimal. These plans include, but are not limited to the: *Barron County Land Use Plan, Land Use Ordinance, Sanitary Ordinance, Natural Hazards Mitigation Plan, Emergency Operating Plan, Manure Storage*

*Ordinance, Recycling Ordinance, and Land & Water Resource Management Plan.* General guidance for other specific issues may be acquired from a plethora of other local, regional and State plans regarding natural resource management, farmland preservation, economic development, emergency services, and social programs. Please refer to the *Existing Conditions Report* for more details on many of these plans.

### **8.3 Potential Issues and Opportunities**

During the planning process, the following potential intergovernmental issues and opportunities were identified:

- 1) Barron County Zoning appears to have a loophole to the 17-acre minimum lot in the A2 zoning district when land is divided from a parcel with an existing residence.
- 2) Some of the special exception uses in the A2 zoning district may be incompatible with Town land use objectives.
- 3) There is limited resident knowledge of the Barron County recycling and Clean Sweep programs.
- 4) Affordable housing issues and encouraging residential development on smaller lots which may be more suitable for a community wastewater treatment system.

### **8.4 Intergovernmental Goal and Objectives**

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#### ***Intergovernmental Goal***

Establish and maintain mutually beneficial relations with neighboring units of government and Barron County.

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#### ***Objectives:***

- 1) Maintain communication with adjacent governmental units to identify and discuss existing or potential conflicts.
- 2) Utilize intergovernmental agreements to realize a financial benefit or cost-savings to the Town.
- 3) Stay informed and participate in intergovernmental discussions to ensure continued opportunities for the Town and its residents.

### **8.5 Intergovernmental Policies**

- 1) Provide a copy of the adopted Town of Sumner Comprehensive Plan to surrounding local governments.
- 2) Maintain membership of the Town Board in the Wisconsin Town's Association.
- 3) Work cooperatively with adjacent municipalities and Barron County when mutually beneficial opportunities for cost-sharing for needed projects arise.

- 4) Work with Barron County to increase resident knowledge of the County recycling and Clean Sweep programs.
- 5) Work cooperatively with other area communities to identify routes appropriate for the potential development of linked recreational trails.
- 6) Maintain communication with other area unincorporated jurisdictions on the development of land use regulations and on shared land use concerns.
- 7) Work with Barron County to improve notification and coordinate timing of County and Town decision-making.
- 8) Work with Barron County and other concerned Towns to review, discuss and amend special exception uses in the A2 District.



**The Rustic Road at Pokegama Creek**

## 9. LAND USE

The use of land is a critical factor in guiding the future growth of any community. This section of the Plan identifies a land use goal, objectives, and policies for the Town of Sumner based on current and projected land use trends, as well as local land use issues and conflicts.

### 9.1 Existing Land Uses and Land Use Trends

Land use data and trends for the Town of Sumner are discussed in the *Existing Conditions Report* and previously in the Issues and Opportunities section. This includes a discussion of land supply, demand, and prices in the area. The *Existing Conditions Report* also includes a school district map and discusses emergency services areas which are the only service area boundaries for the Town of Sumner; the Town has no public utilities. The agricultural and natural resources sections and maps in the *Existing Conditions Report* identify and discuss the area's prime farmlands, floodplains, environmental sensitive areas, and engineering constraints. Recent land use trends by acreage are summarized in the table below:

	1995 parcels	1995 acreage	2003 parcels	2003 acreage	2005 parcels	2005 acreage	Annual % Change '95-'05 parcels/acres	Annual % Change '03-'05 parcels/acres	Density (2005 avg. parcel size)
Agricultural	358	9,430	250	5,838	262	6,201	-26.8/-34.2	4.8 /-6.2	23.7 ac
Forest	437	10,116	412	10,200	377	8,771	-13.7/-13.3	-8.5/-14.0	23.3 ac
Residential	233	233	357	799	370	851	58.8/265.2	3.6/6.5	2.3 ac
Commercial	5	3	4	13	4	13	-20.0/333.3	none	3.3 ac
Industrial	0	0	0	0	0	0	none	none	none
Undeveloped	30	259	213	2,250	195	1,846	-550.0/-612.7	-8.5/-18.0	9.5 ac

Source: Wisconsin Department of Revenue. 1995, 2003 & 2005 Statements of Assessments.

The above clearly shows a gain of agriculturally assessed land in the Town over the past two years, a turnaround from past decades which saw a steady decline. It is apparent as land use value assessment matures there is incentive to put land back into production. While land assessed as forest has declined this also may be due to land use assessment conditions. It is clear that residentially assessed property is increasing at a steady rate.

During the planning process, the Plan Commission supplemented the above information with additional local data for additional insight into land use trends. The residentially assessed parcels that were actually developed showed an average increase of 6.7 homes per year. Given the Town's the current average parcel size of 2.3 acres, if these growth rates continued, land in residential lots would increase from 3.6% of the Town today to 5.8% in 2030. However, the land actually consumed by residential development will be substantially more if most of it occurs on the 17 acre minimum lots allowed in the A2 zoning district. This is currently not shown in the assessment



numbers because only a portion of a 17 acre parcel may be assessed as residential and other portions as agricultural or forest.

During the issues identification, visioning, and land use meetings with Town officials and residents, there was a strong consensus that the 17-acre minimum lot size requirement should be supported in general, but that the alternative for conservation design be strongly encouraged.

## **9.2 Opportunities for Redevelopment**

As a rural, unincorporated community, opportunities for redevelopment are limited; and no specific projects or sites were identified during the planning process. However, the Town expects currently active non-metallic mining sites to be reclaimed to a more natural setting once mining activities cease and possibly be available for residential development. Development of these sites would take some development pressure off good forested or agricultural land.

## **9.3 Land Use Conflicts**

Early in the planning process, issues facing the Town of Sumner were identified, discussed, and prioritized. Land use issues ranked high on this list. Of foremost concern was care for the environment. There also appears to be concern about growing conflicts between farming operations, forest values and residential growth. Current tax law with higher rates for non-developed, non-farm land can accelerate growth, thus resulting in conflicts with forestry and agricultural practices and State right-to-farm laws. This incompatibility is further increased in the case of factory farms or animal feedlot operations which are not only incompatible with nearby residential uses but are inconsistent with the Town of Sumner vision statement. It will take a balancing act to address the potential impacts of development on the community while allowing a reasonable amount of development to occur in an orderly and planned way.

## **9.4 Community Input On Land Use Policy**

The Town of Sumner obtained and integrated resident input into their land use goal, objectives, and policies. A questionnaire used to build the community vision statement included many questions that drew responses from citizens that were helpful in directing plan outcomes.

Importance guidance into developing the land use goal, objectives, and policies was gained through this process. Some key land use issues and opinions were:

- Rural look as it is now, maintain the rural character and community, small, friendly, safe rural town, dark skies
- Keep agriculture so the area does not get overpopulated, family farms
- Moderate rate of growth
- Maintain natural resources, more recreation opportunities
- Improve parks and cemetery
- Improve existing buildings
- Low taxes
- Environmentally safe, clean and safe
- Not cluttered or congested



- Quality of life, rural, peaceful, low traffic, property maintenance
- Rural atmosphere, dark skies
- Natural beauty, maintain a mix of forested and open areas
- Natural resources
- Good roads
- Not one house on top of another
- Neat clean, orderly rural area, no garbage on properties or roadways, a little cleaner grounds in Canton
- Good quality housing
- Rural community, the country, a mix of residential, forest and open spaces
- Beautiful scenery, green and trees, unspoiled natural areas
- Bike, hiking or horse trail
- Beautiful scenery, variety of geographic features and terrain, forests
- Blue Hills, other hills
- Rustic Roads
- Pine grove on County Highway M
- Close to urban amenities, employment, schools, health care, arts, shopping, major highways
- Park, ball diamond
- Cemeteries
- Walking areas
- Creeks, good access to fishing

These attitudes are reflected in the goals, objectives and policies. It will take a commitment of the Plan Commission and Town Board to fulfill their promise or potential.

## **9.5 Land Use Goals, Objectives and Policies**

Currently, a number of key land use policies already apply to the Town of Sumner. These include the Town of Sumner Driveway Ordinance and a number of codes administered by Barron County—Zoning Ordinance, Sanitary Ordinance, Shoreland-Wetland Ordinance, and Subdivision Ordinance. Some flexibility in the application and enforcement of the land use policies in this plan may be allowed if the proposed actions are consistent with the overall vision and goals of this plan, while protecting the health, safety, and general welfare of the community. However, these policies should be defined and applied in a consistent and non-arbitrary manner.

### **GOAL: MAINTAIN THE RURAL CHARACTER OF THE TOWN**

#### **Agriculture/Rural Residential Objective**

- 1) To encourage residential development that is uncluttered, well considered, and that adds to and does not detract from the rural, farming, forested and open space characteristics of the Town.

#### **Agriculture/Rural Residential Policies**

- 1) The Town of Sumner will evaluate rezonings that would result in increasing residential density to determine if they would detract from the character of the Town.
- 2) The Town of Sumner will review land divisions to supervise the creation of new lots and the site specific impacts associated with the development. The Town will receive and review certified survey maps and plats submitted through the Barron County Land Division Ordinance.
- 3) The Town will periodically evaluate whether the County subdivision process and its associated standards meets Town needs. If necessary, the Town may develop and implement a Town-based subdivision ordinance.
- 4) Manage future residential development at a density not to exceed one (1) dwelling unit per seventeen (17) acres, unless conservation design is employed where four (4) dwelling units per 40 acres on 1 to 2 acre lots are allowed. The Town will also allow 5 acre minimum lots within 660 feet along state and county highways, but not on prime farmland.

#### **Rural Commercial Objective**

- 1) The development of locally-owned and local-serving commercial that makes the lives of town residents better and is compatible with the rural character of the Town.

#### **Rural Commercial Policies**

- 1) Commercial development will be encouraged to occur in designated areas planned for that use, primarily along major roads and in the rural hamlets of Canton and Sumner.
- 2) Commercial development and businesses will primarily serve the needs of local residents and be consistent with community values.

#### **Managed Forests Objective**

- 1) The conservation of woodlots and productive forests for wood products, wildlife habitat, recreational opportunities and scenic beauty.



## Managed Forests Policies

- 1) The Town will encourage the proper management of private lands and woodlots by encouraging forest management plans, landowner participation in the WI Managed Forest Crop Program, and participation in landowner organizations that support forestry and woodlot management.
- 2) The Town will support the expansion of the Barron County Forest in accordance with the approved county forest plan.
- 3) The Town should actively work with other units of government, school districts, private nonprofit organizations, and other interested parties to maintain or reestablish forests and other native plant communities on private lands.
- 4) The Town will discourage development that results in forest fragmentation and will attempt to limit the impact of development on forested land. To discourage forest fragmentation, the Town will:
  - a. Encourage future residential development to occur on abandoned and/or marginally productive agricultural land. If residential development is to occur in predominately forested areas the Town will encourage development on the fringe of significant interior woodland habitat or productive woodlands.
  - b. Manage future residential development in designated forested areas to occur at a density not to exceed one (1) dwelling unit per seventeen (17) acres, unless conservation design is employed where four (4) dwelling units per 40 acres on 1 to 2 acre lots are allowed.
- 5) The Town will actively participate in the Barron County forest planning process and use this process to communicate the Town's land use and public forest management objectives to Barron County.



## Agriculture Production Objectives

- 1) The continuance of agriculture as the dominant, highest and best use where viable farm operations have historically occurred.
- 2) The continuance of the family farm and diversity of future agricultural operations.



## **Agriculture Production Policies**

- 1) Agriculture will be acknowledged by the Town as the favored land use in areas of the Town which have historically supported viable farm operations.
- 2) Limit the location and density of non-farm development in areas designated for agricultural production to one new residence per 40 acres and off of productive agricultural lands.
- 3) Encourage conservation design where it can keep productive farm fields viable.
- 4) The Town of Sumner will evaluate rezonings that would result in converting viable farm operations to determine if they would harm other farms or detract from the character of the Town.
- 5) To protect agricultural interests from public complaints associated with routine agricultural operations, covenants, deed restrictions or other legal instruments will be applied to all new residential developments in or near the agricultural production areas stating that the new lot created for residential purposes is in or near a pre-existing agricultural area where agricultural uses predominate and are favored by the Town of Sumner and owners of said lot are forewarned they are moving into a pre-existing agricultural area with its associated, accepted normal agricultural practices, including but not limited to, animal and plant husbandry, broad hours of operation, farm equipment traffic and farming debris on roads, farm equipment lights, odors, dust, smoke, noise, and manure, sludge, chemical, pesticide and herbicide application.

## **GOAL: MAINTAIN OPEN SPACE AND UNIQUE NATURAL FEATURES**

### **Open Space and Natural Features Objective**

- 1) Protect natural features that might be negatively impacted or where environmental factors pose severe limitations to development. In general, maintain the quality of the natural resources within the Town of Sumner.

### **Open Space and Natural Features Policies**

- 1) The Town will consider impacts on open space and scenic views when reviewing development proposals and encourage development that takes those characteristics into account.
- 2) The Town will consider the location of and impact on environmentally sensitive lands (wetlands, steep slopes 20 percent or greater, shorelands and floodplains) when reviewing development proposals.
- 3) To protect water resources, runoff from development should be managed on site so that there is no more runoff leaving the site during and after development than was leaving before the development of the site.

## **GOAL: MANAGE LAND USE IN THE INTEREST OF THE TOWN**

### **Land Management Objectives**

- 1) To represent the community's long-term interest, the Town of Sumner will be actively engaged in ongoing issues related to planning and land use development.
- 2) To maintain a high quality rural setting, the Town will encourage development that is uncluttered, well considered, and compatible with community values.
- 3) The Town will evaluate and adopt land use controls and programs that meet the community's needs, protect the health, safety, and welfare of its residents and address the adverse impacts of nuisances and certain land uses on surrounding properties.

- 4) Encourage Town residents to share a common pride in the appearance of their property and in the appearance of the Town as a whole.

### **Land Management Policies**

- 1) The comprehensive plan will guide the Town in addressing ongoing public decisions related to future growth and development.
- 2) The Plan Commission will review all land divisions submitted to the county or the town and make recommendations to the Town Board.
- 3) The Plan Commission will review all rezonings of land and make recommendations to the Town Board.
- 4) The Town will explore the feasibility of establishing standards for the location, operation and monitoring of large-scale livestock agricultural operations.
- 5) The Town will discourage the dumping of refuse and garbage, and the stockpiling and disposal of recyclables. All items that are recyclable, as defined in State law, must be recycled through the Barron County Recycling Program.
- 6) The Town will exercise its Village Powers to create an ordinance to address improperly stored garbage, refuse or discarded materials.
- 7) The Town will implement a permit process for free-standing, remote wood burning furnaces established at a Town residence or business. This permit process will be used to establish appropriate separation distances from other properties and height of furnace exhaust, prohibit them if site specific negative impacts cannot be mitigated, educate residents about the potential negative effects of such systems, and to monitor their location.
- 8) Metallic mining (dredge, shaft, pit or strip mining for the recovery of metallic elements or minerals containing metallic elements) is not recommended in the Town. The Town will evaluate its legal authority to control the location and operation of metallic mines within the Town and consider adoption of an ordinance exercising such authority.
- 9) The Town will explore the feasibility of establishing standards for the location, operation and land reclamation of non-metallic (sand, gravel, and quarry) mining if the County non-metallic mining ordinance is deemed inadequate.
- 10) Mining at or below the water table is not recommended. The Town of Sumner standard depth of 5ft separation from ground water is recommended for mining activity.
- 11) In the interest of limiting Town taxes, the landowner and developer will bear the full costs of land use management and permit administration, including providing notice, plan review and site inspection, through the just application of fees.
- 12) In the interest of limiting Town taxes, the landowner and developer will bear the full public cost of project development including capital expenses associated with road or infrastructure development, and measurable capital costs necessary to support accelerated Town services.

## **9.6 Land Use Projections**

In accordance with State planning law, comprehensive plans must include 20-year land use projections in 5-year increments. The land use projections for the Town of Sumner are based upon population projections from Wisconsin Department of Administration, the current Town household size of 2.85 persons per occupied unit trending to 2.05 persons per household by the year 2025, and the land use trends provided in the previous table. The land use projections are also consistent with the policy recommendations within this Comprehensive Plan.



<b>Land Use Projections</b>	2005 parcels/ acreage	2010 parcels/ acreage	2015 parcels/ acreage	2020 parcels/ acreage	2025 parcels/ acreage
Residential <sup>1</sup>	370 851	378 869	386 887	393 902	397 915
Residential <sup>2</sup>	370 851	403 928	437 1,004	470 1,082	504 1,158
Agricultural	262 6,201	260 6,154	258 6,106	256 6,059	254 6,012
Commercial	4 13	5 16	5 16	6 20	6 20
Industrial	0 0	0 0	0 0	0 0	0 0
Projected Population	659 <sup>3</sup> 617	638	657	672	684

<sup>1</sup> based on population   <sup>2</sup> based on recent building activity   <sup>3</sup> DOA 2005 population estimate  
Sources: U.S. Census & Wisconsin Department of Administration

The above projections are based on existing trends and assumes implementation of the Plan recommendations. However, given the rural nature and small population of the community, one or two large changes in land use can have substantial impacts on these projections. For instance, a major residential subdivision development could dramatically increase the number of homes, while decreasing the average lot size. As such, these projections should be used cautiously.

### ***Residential Use Projections***

Residential land use projections are necessarily tied to population projections, a forecast of household size and determining the average amount of land utilized by each housing unit. However, there can be trends that are not anticipated by the population projections.

According to the Wisconsin Department of Administration, projected population growth during the next 25 years is expected to slow within the Town of Sumner. As such, the expected growth in housing units is also projected to slow. This is reflected in the first row, Residential <sup>1</sup>, in the above table. However, it is very possible that these population and housing growth rates will be exceeded, especially for the short-term, and the number of building permits per year will more closely resemble recent trends rather than those housing unit projections based on the Wisconsin Department of Administration population projections. It is also apparent that the population projection for 2005 has been exceeded by 42 persons in the DOA 2005 population estimate.

The trends indicated by the assessment data cannot be ignored. While there was an apparent surge between 1998 and 2005 in land assessed as residential, those parcels with actual development indicate that the Town is currently seeing about 6.7 new dwellings a year. The average parcel size for residential land use has been increasing slowly. It is anticipated that, even with the potential for large lot development, that average parcel size for residential development will remain constant. It is expected and hoped that the land use policies recommended in this Plan would reverse the increasing lot size trends of the past five years. The second row, Residential <sup>2</sup>, in the above table shows what might happen if current trends in residential growth continues. The Town intends to plan for the second scenario while hoping for the first.

Since the projections are based, in part, on tax assessment data, they typically reflect the principal use(s) of a property. As such, many in-home businesses or cottage industries would also likely be reflected as residential uses.

### ***Agricultural Use Projections***

For the Town of Sumner, a loss of agricultural land is expected to continue, though it is the community's goal that the rate of decrease be slowed and the loss of prime farmlands be minimized. Much of the farmland in Sumner is actually marginal for farming, and it appears to be sought for its recreational value as well as for conversion to developed uses. Recreational parcels do not diminish the open space natural amenity that contributes to the scenic beauty of the Town as residential development has a potential to do. Hence, much of the loss of farmland will be attributed to acquisition for recreational parcels, with more actual impact on open space values coming from lesser conversions to residential uses.

### ***Commercial Use Projections***

In the past, the number of assessed commercial parcels in the Town has remained constant. Commercial growth is expected to be minimal for the planning horizon, consisting of primarily recreational-based commercial and self-employed residents. Much of this commercial is expected to be cottage industries or in-home businesses. To project future commercial development for the Town, an average of one commercial parcel per decade was assumed in the previous table.

### ***Industrial Use Projections***

Currently, no acreage in the Town of Sumner is assessed as an industrial or manufacturing use; and there are no indications that this will change in the future.

## **9.7 Planned Land Use Map**

The community currently utilizes zoning to guide land uses by location. However, a Planned Land Use map should not be considered a zoning map. While the Planned Land Use Map can generally reflect zoning districts, it is intended to be a general guide for development and a basis for applying the Goals, Objectives and Policies. There is variation intended within planning areas that describe the predominate nature of the uses found there. Hence, future development will follow the guidance and performance standards and general location provided in this Comprehensive Plan. This guidance includes policies that promote agriculture, open space, productive forests, and natural resources while minimizing use conflicts where allowing high-quality and compatible development to occur. Given this approach, identifying the net density of planned land uses by specific location is not possible.

However, based on past trends and the policies of this Plan residential development will be allowed to occur in three general areas. Agriculture Residential roughly approximates the A2 zoning in the Town and provides for one dwelling on 17 acre parcels or conservation design with 4 clustered lots on 40 acres. The Rural Residential area is along the Town's major roads and provides for 5 acre lots. Finally, Unincorporated Village areas appropriately can develop with one-acre lots and local serving commercial.



The planned land use map should be used for general planning purposes only. For development management purposes, each specific site, property, or proposed subdivision should be analyzed on a case-by-case basis to determine the actual location and extent of public rights-of-way, surface waters, wetlands, shorelands, floodplains, steep slopes, and other significant features.



## 10. IMPLEMENTATION

To achieve the community's vision, the plan must be put into action. This section of the Plan identifies a timeline of specific actions to be completed in order to achieve the Plan's vision, goals, and objectives. This includes a description of how each of the Plan's elements is integrated and consistent with each other.

The Comprehensive Plan must also be a "living," dynamic document that considers or allows for change in the community. An evaluation strategy provides a mechanism to measure progress towards achieving all aspects of the Comprehensive Plan and monitors progress in the context of local change. And a process for Plan amendments and updates is described.

### 10.1 Action Plan

The action plan identifies short-term and long-term priorities for implementation of the plan. Identified timeframes are approximate and implementation of the individual action items is subject to available resources and conditions at the time of implementation. The Town Board has responsibility for implementation of the action plan, though some actions may be delegated to the Town Clerk, Plan Commission, and other Town employees at the Board's discretion. For instance, the Town Board will often delegate to the Plan Commission the responsibility of drafting new ordinances or code changes for review and approval by the Board.

The Plan Commission will review the action plan annually to evaluate progress on plan implementation and monitor the consistency of ongoing operations and proposed new policies with the vision, goals, and objectives of the plan.

Prior to implementation, the Town will consider and reassess each action item to further determine if each is in the best interests of the community. Changing conditions in the community may necessitate an addition or modification to the implementation actions identified below.

The action plan is organized into the following categories of implementation actions:

- Public Information and Participation
- Planning Activities
- Codes and Ordinances
- Cooperative Efforts

<b>Information and Participation</b>		
<b>1.1</b>	Increase resident knowledge of available Barron County housing assistance programs, recycling programs, and CleanSweep Programs by means such as posting flyers at the Town Hall and distribution of information with tax-related mailings.	<b>ongoing</b>
<b>1.2</b>	Require "Right-to-Farm" deed restriction on new residences in the Agriculture Production areas to reflect the rural character of the community and help reduce land use conflicts and nuisance complaints. See Agriculture Production Policy 5.	<b>2006-2008</b>



<b>1.3</b>	Utilize University of Wisconsin-Extension and other available resources to increase resident and Plan Commission understanding of planning regulations, techniques, and conservation subdivision design.	<b>2006, periodically thereafter</b>
<b>1.4</b>	Working with Wisconsin DNR and Barron County, to help educate Town residents on regulations and methods for the protection of water quality through the distribution of materials at the Town Hall.	<b>2007 and ongoing</b>
<b>1.5</b>	Continue to monitor governmental procedures to ensure opportunities for community participation during all phases of plan, program, and regulation development and implementation.	<b>ongoing</b>
<b>1.6</b>	Work with Barron County Sheriff's Department and other area law enforcement to increase resident knowledge of pertinent issues, such as potential neighborhood watch programs and methamphetamines.	<b>every 2-5 years; or more often as needed</b>

<b>Planning Activities</b>		
<b>2.1</b>	Annually reassess and update 5-year plans for future public facilities, road improvements, and heavy equipment purchases, with the assistance of the PASER system and WISLR database. Ensure basic training in these road management tools by employees and/or Board members.	<b>ongoing</b>
<b>2.2</b>	Work cooperatively with other area communities in the planning of linked recreational trail systems, strive to include proposed trails into future updates of the Barron County Outdoor Recreational Plan, and integrate resident participation into this planning process.	<b>2006 and ongoing as needed</b>
<b>2.3</b>	The Town, through its Plan Commission, will continually monitor land use changes in the community and assess the compatibility of these changes with the Plan's vision, goals, and objectives. If such changes conflict with the Plan, and a change is needed, the Town will use a public planning process to update the Plan.	<b>annually, and more frequently as needed</b>

<b>Codes and Ordinances</b>		
<b>3.1</b>	The Town Board, Plan Commission, and employees of the Town of Sumner will continue to enforce applicable codes and ordinances, such as the Driveway Ordinance and the Building Ordinance.	<b>ongoing</b>
<b>3.2</b>	Modify Town ordinances to require developers to pay Town costs related to a development (e.g., special studies, roads, parks) and be financially responsible for potential environmental impacts.	<b>2007-2009</b>
<b>3.3</b>	Evaluate whether the County subdivision process and standards meets Town needs. If necessary, the Town may develop and implement its own land division ordinance.	
<b>3.4</b>	If the Town adopts a land division ordinance it will consider: - minimizing new public roads and encouraging shared driveways - identifying design/maintenance standards for private roads - establishing a maximum density standard - promoting the clustering of houses on 2-5 acre lots - requiring conservation subdivision design, clustered housing, and minimum setbacks from public roadways for major subdivisions - encouraging the clustering of homes and conservation subdivision design by providing density bonuses, and allowing density transfer - requiring site plan review of all land divisions by the Plan	<b>2006-2008</b>

<b>3.4 cont'd</b>	Commission - providing flexibility in the enforcement of the ordinance to allow for site planning which is consistent with the Plan's vision and goals	
<b>3.5</b>	When Town ordinance regarding land use or subdivision regulations are amended, the Plan Commission shall notify the Barron County Zoning Office of the changes to Town land use policy.	<b>as needed</b>
<b>3.6</b>	Enact a Town Ordinance regarding the siting of large livestock operations which provides resident input into the siting process and protects surface and ground waters.	<b>2006-2008</b>
<b>3.7</b>	Enact a Town Ordinances regarding mobile homes, burning and junk accumulations.	<b>2007-2010</b>

<b>Cooperative Efforts</b>		
<b>4.1</b>	Establish and maintain communication with the Barron County Incinerator, Recycling Program and Emergency Management to increase resident awareness of the County's recycling program and CleanSweep efforts.	<b>2006 and ongoing</b>
<b>4.2</b>	Establish and maintain contacts with adjacent unit of governments, Barron County, Wisconsin Town's Association, and the State of Wisconsin to protect the natural resources and interests of the Town, including ongoing membership and active participation in related organizations and regarding the enforcement of applicable regulations. Support efforts which appropriately modifies State tax policy to encourage the preservation of farmlands and forests.	<b>ongoing</b>
<b>4.3</b>	Maintain ongoing communication with Barron County in the enforcement of the County Zoning Ordinance, Land Division Ordinance, Shoreland-Wetland Ordinance, Floodplain Ordinance, Sanitary Ordinance, and access controls on County Highways.	<b>ongoing</b>
<b>4.4</b>	Maintain contact with adjacent municipalities and Barron County to coordinate and pursue opportunities for the cost-sharing and planning of road projects and the enforcement of access controls.	<b>ongoing, as opportunities arise</b>
<b>4.5</b>	Work with other concerned Towns and Barron County Zoning to review special exception uses in the A2 District, identify bothersome or inappropriate uses and make recommendations for amendments.	<b>2007-2010</b>
<b>4.6</b>	Provide opportunities for adjacent municipalities to comment on proposed plans and ordinances which may have intergovernmental impacts. Maintain communication with Plan Commissions from adjacent communities to encourage cooperation in the development and sharing of said plans and ordinances.	<b>ongoing, as opportunities arise</b>

## 10.2 Plan Integration and Consistency

The Town of Sumner Comprehensive Plan has an important role as a guide and determinant for future action and policy decision in the community. All development proposals and capital expenditures should be reviewed against the conclusions, vision, goals, and policies of the Plan for consistency. When the Town is requested to comment on proposed policy changes at a county, regional, State or Federal level, the Plan can provide important guidance to Town officials.

The elements of the Comprehensive Plan are also internally consistent. Indeed, there is much overlap in issues and policy between many of the elements. A review of all Plan data, analysis and conclusions, and of Plan goals and policies has been performed to ensure consistency. As the Plan developed, major consistent themes emerged which moved the Plan toward consistent conclusions and compatible approaches to solving identified problems among the elements. Any future Plan amendments should be evaluated for consistency with the overall Comprehensive Plan.

### **10.3 Plan Monitoring and Evaluation**

Any plan is subject to the passage of time possibly making its policies and recommendations obsolete. The Town of Sumner Plan Commission is responsible for monitoring changing conditions and Plan implementation to evaluate whether a Plan amendment or update is needed.

The Plan Commission will conduct an annual review and evaluation on: (a) progress of Plan implementation, (b) growth trends in past year, (c) issues and conflicts with the Plan, and (d) any needed Plan amendments. The Plan Commission will report its findings of each annual review to the Town Board.

### **10.4 Plan Amendments and Updates**

Plan monitoring and evaluation is an ongoing process and will, at some time, lead to the realization that the Plan requires an amendment or updating.

Plan Amendments are minor changes or additions to Plan maps or text as deemed necessary and appropriate. The Town Plan Commission must be given sufficient opportunity to make a recommendation to the Town Board on proposed amendments prior the Town Board decision.

The Plan will be updated at least every 10 years as required by State law, unless a more frequent update is deemed necessary by the Town Board. The Town Plan Commission is responsible for facilitating the Plan update, working within any general guidelines provided by the Town Board.

The adoption process for Plan amendments and Plan updates is similar. Consistent with State law, a public hearing at a joint-meeting of the Plan Commission and Town Board will be held. The Plan Commission must then adopt a resolution recommending the proposed Plan changes or update to the Town Board. The Town Board will then adopt by ordinance the Plan changes or update.

The Town of Sumner will encourage public participation during Plan amendment and update processes. Frequent Plan amendments and updates should be avoided.

## **APPENDIX I**

### **PUBLIC PARTICIPATION PLAN**



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RESOLUTION 03 - 03

ESTABLISHING PUBLIC PARTICIPATION PROCEDURES FOR  
BARRON AREA COMPREHENSIVE PLANNING

- WHEREAS, the (Town, Village or City) of Sumner has decided to prepare a comprehensive plan under the authority and procedures of §62.23 (3) and §66.1001, Wisconsin Statutes; and
- WHEREAS, §66.1001 (4) (a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation, and that such written procedures provide for wide distribution of proposed, alternative or amended comprehensive elements, an opportunity for the public to submit written comments on the comprehensive plan, and a process for the local governing body to respond to such comments; and
- WHEREAS, the (Town Board, Village Board or City Council) of the (Town, Village or City) of Sumner has designated a plan commission for the purposes defined in §62.23 (1), (2), (4) and (5), Wisconsin Statutes; and
- WHEREAS, the (Town, Village or City) of Sumner plan commission has received, reviewed and recommended approval of the *Public Participation Procedures for Barron Area Comprehensive Planning*; and
- WHEREAS, the agreement between the City of Barron and the hired planning consultants will include written procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on draft plan materials, and provide mechanisms to respond to such comments in a document called *Public Participation Procedures for Barron Area Comprehensive Planning*; and
- WHEREAS, the (Town, Village or City) of Sumner believes that regular, meaningful public involvement in the Barron Area Comprehensive Planning process is important to assure that the resulting plan meets the wishes and expectations of the public.

NOW, THEREFORE BE IT RESOLVED, that the (Town Board, Village Board or City Council) of the (Town, Village or City) of Sumner hereby ordain and resolve as follows: to approve the written procedures included in *Public Participation Procedures for Barron Area Comprehensive Planning* as its public participation procedures meeting the requirements of §66.1001 (4) (a), Wisconsin Statutes.

Dated this 10 day of December, 2003.

*Steve of Sumner*  
*Joseph W. Griffey*  
*James W. Grille*



# Public Participation Procedures for Barron Area Comprehensive Planning

## INTRODUCTION

§66.1001 (4) (a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, at every stage of comprehensive plan preparation, and that such written procedures provide for wide distribution of proposed, alternative or amended comprehensive elements, an opportunity for the public to submit written comments on the comprehensive plan, and a process for the local governing body to respond to such comments.

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The governing body of each local governmental unit participating in the Barron Area Comprehensive Planning project recognizes the need for an open and active public participation process to foster a strong community commitment to the development and implementation of a comprehensive plan to guide the community's future growth and development. To ensure that the public has an opportunity to be involved in every stage of the preparation of the Comprehensive Plan, the participants identify the following actions to promote an active public involvement process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing the plan.

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## PUBLIC PARTICIPATION PROCEDURES

- Each participating local governmental unit shall have a duly appointed Plan Commission pursuant with §66.23 (1) and/or §60.62 (4), Wisconsin Statutes.
- All Plan Commission meetings are open to the public and are officially posted to notify the public as required by law. A period for public comment is provided.
- One Regional Kickoff meeting to introduce the participants and the public to the planning process, describe tasks, roles and responsibilities, and layout the planning process schedule. A press release is issued and the public is invited to comment and ask questions.
- Two Regional Assessment of Conditions meetings where the issues, current conditions and trends as they relate to the plan elements are explored. The meetings are noticed, press releases are issued and the public is invited to comment and ask questions.
- One Community Vision workshop where the Plan Commission and the public will participate in roundtable discussions, develop a community vision and produce goals, objectives, policies and programs. The workshop is noticed, a press release is issued and the public is invited to participate.
- The governmental units of adjacent or overlapping jurisdiction will be notified of the community's undertaking of the preparation of the Comprehensive Plan and their input sought on interjurisdictional issues concerning land use, municipal boundaries and service provision.
- The governing body of the local governmental unit will receive periodic reports from the Plan Commission during the preparation of the plan and will have the opportunity to review and comment on materials developed for incorporation into the Comprehensive Plan.
- All meetings of the governing body of the local governmental unit are open to the public and are officially posted to notify the public as required by law.
- Draft copies of the recommended Comprehensive Plan will be available at offices of the governing body of the local governmental unit and other public places for the public to review and to submit written comments.
- A joint Plan Commission and governing body Public Hearing will be conducted on the recommended Comprehensive Plan prior Plan Commission adoption and the governing body enacting the plan by ordinance. The Public Hearing will be preceded by Class 1 notice under Chapter 985, Wisconsin Statutes, published at least 30 days before the hearing is held. A press release is issued and the public is invited to comment and submit written comments.
- The governing body will consider and respond to written comments regarding the plan before enacting it by ordinance.
- The adopted comprehensive plan will be distributed to:
  1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
  2. The clerk of every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
  3. The Wisconsin Land Council.
  4. The Wisconsin Department of Administration.
  5. The regional planning commission in which the local governmental unit is located.
  6. The public library that serves the area in which the local governmental unit is located.

## **APPENDIX II**

### **VISION SURVEY RESULTS**



**TOWN OF SUMNER COMPREHENSIVE PLAN  
VISIONING QUESTIONNAIRE RESULTS**

*Visioning – The process by which a community defines the future it wants.*

**1. What qualities or characteristics of the Town of Sumner do you want protected, maintained, or achieved over the next twenty-five or so years?**

Rural look as it is now, maintain the rural character and community, small, friendly, safe rural town, dark skies

Keep agriculture so the area does not get overpopulated, family farms

Moderate rate of growth

Maintain natural resources, more recreation opportunities

Improve parks and cemetery

Improve existing buildings

Low taxes

**2. What are the top two things that you think should be qualities or characteristics of the Town of Sumner in 2030?**

Environmentally safe, clean and safe

Not cluttered or congested

Quality of life, rural, peaceful, low traffic, property maintenance

Rural atmosphere, dark skies

Friendly people

Natural beauty, maintain a mix of forested and open areas

Natural resources

Good roads

Not one house on top of another

**3. What do you want your community to look like in the future?**

Neat clean, orderly rural area, no garbage on properties or roadways, a little cleaner grounds in Canton

Good quality housing

Rural community, the country, a mix of residential, forest and open spaces

Beautiful scenery, green and trees, unspoiled natural areas

Safe

Bike, hiking or horse trail

**4. Identify any places, features, or characteristics that make your community special and unique.**

Beautiful scenery, variety of geographic features and terrain, forests

Blue Hills, other hills

Rustic Roads

Pine grove on County Highway M

Close to urban amenities, employment, schools, health care, arts, shopping, major highways

Park, ball diamond

Cemeteries

Walking areas

Creeks, good access to fishing

Low taxes

**5. Identify any current qualities, characteristics, policies or trends in the area that you believe contradict your vision for the Town of Sumner.**

Burn barrels and outdoor wood burning furnaces

Unkempt houses and properties, junkyards filled with used cars and old machinery

Lack of animal control

No appropriate rules or enforcement  
Lack of Town resources

**6. What types of land-uses should be encouraged, protected, preserved or regulated in the Town of Sumner?**

	<b>encouraged</b>	<b>protected</b>	<b>preserved</b>	<b>regulated</b>
Agricultural	57	17	19	5
Residential	26	10	4	42
Commercial	19	3	2	51
Industrial	11	1	0	61
Parks & Recreational	41	22	18	6
Forests	37	35	29	3
Wetlands & Shorelands	26	40	23	7
Open Spaces	24	22	18	9
Other: Nature Trails	1			
Other: Mining				1
Other: Roads			1	
Other: Reduced government control	1			
Other: Minimum 10 acre lot size				1
Other: No Landfills				1

**7. What is your vision for residential housing growth in the community?**

Manage housing, allow alternative types, but control where, how much, size, occupancy  
Research clustering, some concerns about its appearance  
Housing along main roads, not cutting into forests  
Small single family homes, restore closeness of the community  
No apartments or duplexes, control rental property  
Keep off good farming areas  
Research large lots, well and septic issues  
Twin Creeks Subdivision a good model for some areas, clustering may work in others

**8. What is your vision for commercial or industrial development in the community?**

Small local serving store, fits with rural character, gas station, small local serving retail  
Commercial in Canton  
Post Office  
Gift Shops  
Industrial is probably not compatible with the rural character of the Town, maybe if environmentally sound, probably better in an industrial park with urban services  
Family owned and operated  
Designated areas along existing roads, US Hwy 8 and Cty Trk M

There were 9 Plan Commission member and citizen responses for Sections 1 through 8. There were 69 additional responses to Section 6.

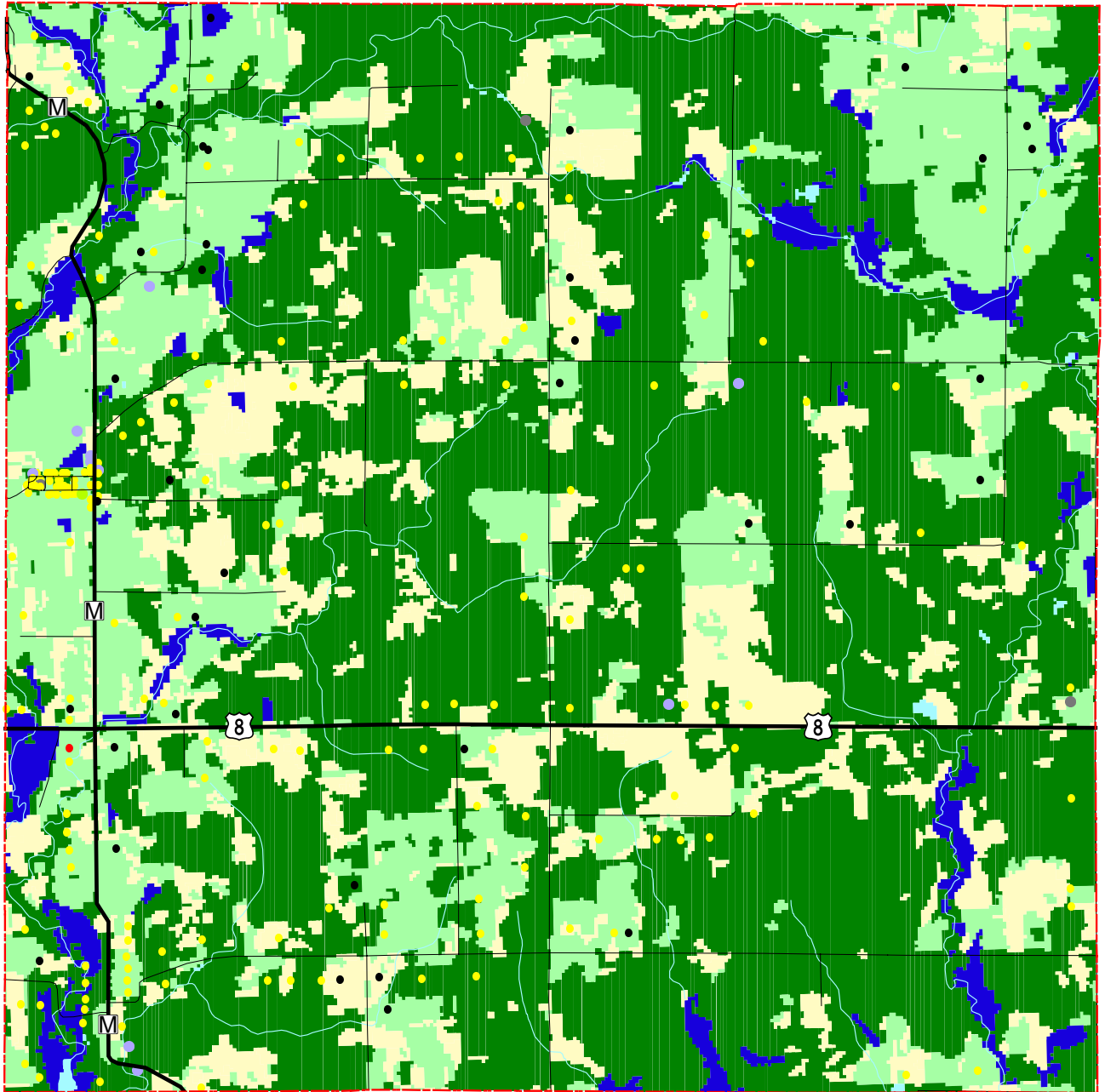
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## **APPENDIX III**

### **EXISTING LAND USE MAP**







#### LAND USE

- Residential
- Farm Residential
- Commercial
- Industrial
- Govt/Institutional
- Recreational

#### LAND COVER

- Agriculture
- Grassland & Shrubland
- Forest
- Open Water
- Wetland
- Incorporated



## EXISTING LAND USE

## TOWN OF SUMNER

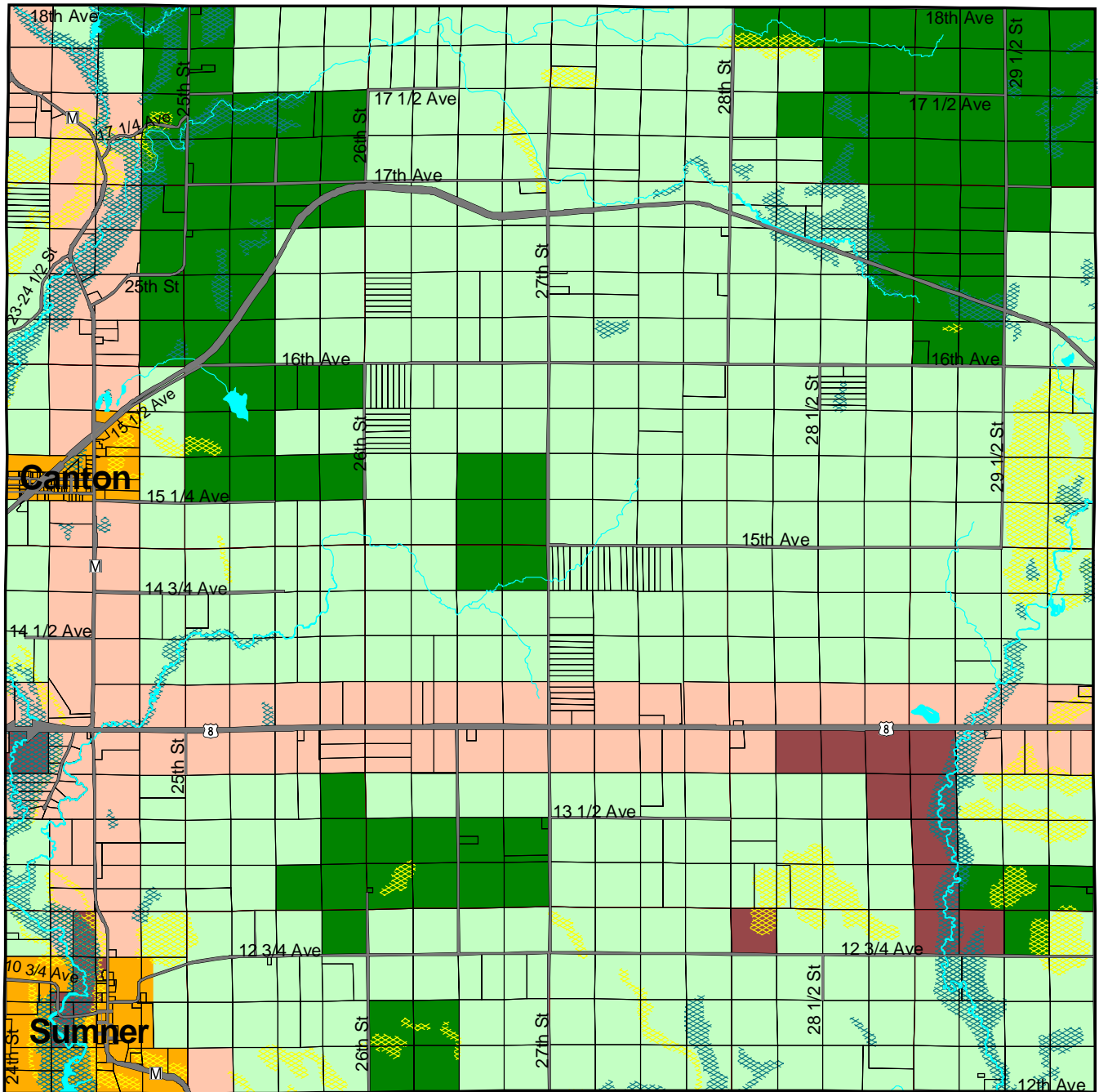
Source: WISCLAND, 1999.  
WCWRPC Land Use Survey, 2000.



## **APPENDIX IV**

### **PLANNED LAND USE MAP**





- Agriculture Production
- Agriculture Residential
- Rural Residential
- Unincorporated Village
- Barron County Land
- Wetlands and Floodplain
- Steep Slopes

0  1 Mile



# Town of Sumner Planned Land Use