



TOWN OF UNION COMPREHENSIVE PLAN

2018 - 2038

*Prepared by the Town of Union Plan Commission
with assistance from the
Eau Claire County Department of Planning and Development*

DRAFT

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TOWN OF UNION COMPREHENSIVE PLAN 2018-2038

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TOWN OF UNION
COMPREHENSIVE PLAN
2018-2038

VISION STATEMENT

The Town of Union will seek to maintain the Rural Character of the Town and preserve prime farmland by protecting, encouraging and promoting agricultural land use while protecting the rights of property owners to develop their land in a manner consistent with the rural nature of the Town.

ACKNOWLEDGEMENTS

Prepared by the Town of Union Plan Commission with technical assistance from the Eau Claire County Planning & Development Department

TOWN BOARD

Debbie Smith	Chairman
Jeff Bechard	Supervisor
Jeff Whyte	Supervisor
Paul Travis	Supervisor
Jennifer Meyer	Supervisor
Paul Travis	Supervisor

TOWN PLAN COMMISSION

Debbie Smith
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THE ISSUES AND OPPORTUNITIES ELEMENT

The Town of Union is situated in an area of varied and colorful history. Situated on the west bank of the Chippewa River, the area was important as a gathering place for Native Americans, was a route used by the first European explorers, and an desired location for early settlers to live and make a living.

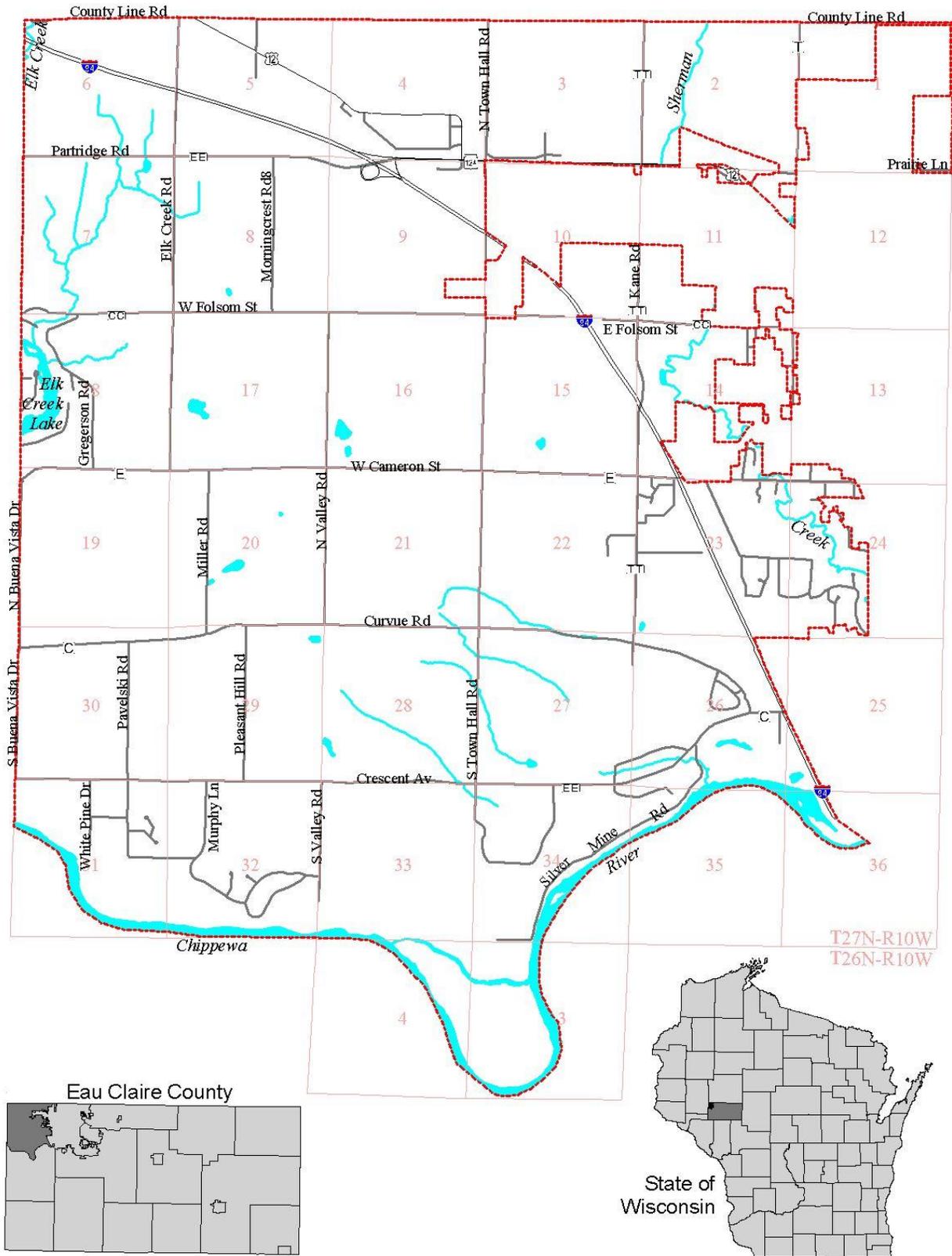
The Town of Union was created in March of 1872 and was actually the result of the merging of two pre-existing Towns called Oak Grove and Half Moon Lake. Just three days after the incorporation of the City of Eau Claire, three Towns altered by that incorporation would reincorporate with new boundaries and names. The Town of Union was originally to be called Randall, after pioneer developer Adin Randall, whose name was synonymous with development on the west side of the Chippewa River since the 1850s. However, this was a time of disagreement not only over the name for the Town, but also over the unification of the two Towns. Before the officers could be named for the Town of Randall, and just fifteen days after the initial action to create the new Town, the Eau Claire County Board unanimously voted to change the name from Randall to Union.

With the redistricting of 1872 the Smith brothers, Orin, Leonard and Absalom, immigrated to the Town of Union. The Smiths were well known for their leadership during the early years of the Town and their contributions to the lumber and farming industries. Throughout the subsequent years Town of Union residents played an important part of the area's growth and success while the Town emerged through the 20th Century as rural community faced with the impact of being next to a growing city.

Since the Town's formation it has seen continual annexations of its territory by the City of Eau Claire. This condition has resulted in the Town actually losing population during the 1960s and 1980s even as it experienced natural increases and in-migration.

The Town of Union has had a colorful past which has been recorded in an excellent book, *West of the Chippewa, A Town of Union History Eau Claire County Wisconsin* by Charlene M. Gillette, J.B. Duncan and Associates, Inc., 1993. Further inquiry into the Town's history should begin with this book. However, the Town of Union continues make history and even is attempting to influence its future, which is the purpose of this comprehensive plan.

FIGURE 1 BASE MAP AND LOCATION TOWN OF UNION



SOCIO-ECONOMIC PROFILE

A review and analysis of selected demographic and economic characteristics help identify the factors that influence growth and development. These characteristics can also help determine the direction of future change and the development activities that can consequently occur.

Combined with information on land use patterns and land suitability characteristics, future development patterns can be influenced through various land use management strategies and practices that provide for development compatible with the environment and the desires of the community.

This background information includes demographic trends, age distribution, educational levels, income levels and employment characteristics that exist in the Town of Union and population, household and employment forecasts that are used in the plan. The timely release of the Census 2010 information available for this plan places the City in a good position for future plan updates as a 10 year update schedule will allow the City to easily access future Census releases for use in those updates. In addition, the Census Bureau’s newly instituted *American Community Survey* has published estimates for most of the Decennial Census parameters for the Town of Union since 2010.

POPULATION

The Town of Union experienced a steady growth in population during the first half of the Twentieth Century and until 1960 when its population fluctuated. The Census periods of greatest growth were the decades during the Great Depression through World War II. Since 1950 the Town has experienced steady population growth with an annual rate of change of 2.8 percent. During the 1950s the Town of Union experienced its fastest population growth. Table 1, accompanied by Figure 2 below, shows the historic population for the Town of Union from 1910

TABLE 1
HISTORIC POPULATION AND PERCENT CHANGE FROM PREVIOUS PERIOD • 1910 to 2015
Town of Union

1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010	2015*
1,090	1,068	1,263	1,562	2,357	2,865	2,355	2,689	2,456	2,402	2,663	2,718
	20.4	-2.0	18.3	23.7	50.9	21.6	-17.8	14.2	-8.7	-2.2	10.9

Sources: U.S. Census, * Wisconsin Department of Administration estimate

to 2015. Based on the most recent population estimate, the Town of Union appears to be having restored net growth during the current decade with an annual rate of change of a little over 2 percent. This is after a couple of decades of decline, mostly due to annexations to the City of Eau Claire.

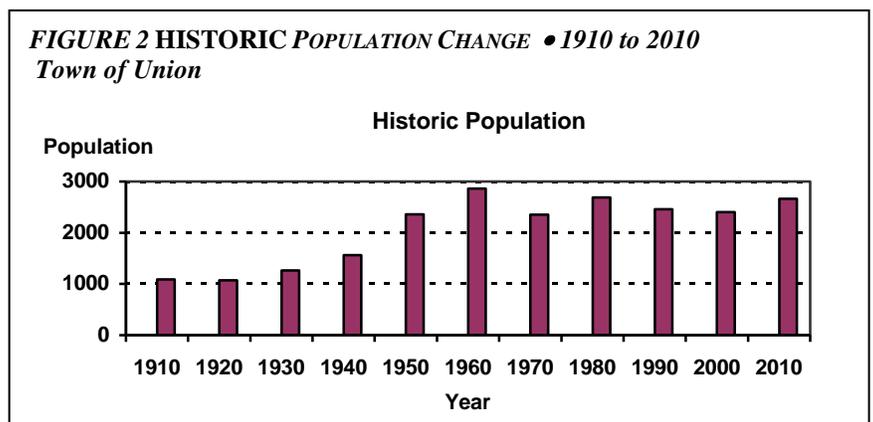


Table 2 and Figure 3 show a comparison of population growth between the Town of Union, the surrounding Towns, Eau Claire County and the State of Wisconsin. It can be seen that, in general, there are similar rates of growth among many of the surrounding communities, except that the Town of Union has experienced two significant periods (1960 to 1970 and 1980 to 2000) of decline because of annexations. The Towns of Brunswick, Springbrook, Wheaton, and the City of Eau Claire are currently growing faster than the Town of Union, while the towns of Elk Mound, Rock Creek, and the State of Wisconsin are experiencing slower growth.

TABLE 2
COMPARATIVE POPULATION, PERCENT CHANGE • 1960 to 2015
Town of Union, Eau Claire County, State of Wisconsin and Surrounding Communities

	1960-1970	1970-1980	1980-1990	1990-2000	2000-2010	2010-2015*
Town of Union	-17.8	14.2	-8.7	-2.2	10.9	2.1
Eau Claire County	15.3	17.2	8.1	9.3	6.0	2.6
City of Eau Claire	17.2	14.3	10.6	8.4	6.8	2.3
Town of Brunswick	8.1	29.2	6.7	6.1	1.6	2.5
Town of Springbrook	-0.1	10.7	0.0	2.1	18.0	10.1
Town of Elk Mound	-0.9	46.8	12.1	49.7	59.9	-1.6
Town of Rock Creek	9.2	5.7	4.2	13.9	26.1	-4.5
Town of Wheaton	23.7	30.6	-2.1	3.8	14.2	2.2
State of Wisconsin	11.8	6.5	4.0	9.6	6.0	0.97

Sources: U.S. Census, * Wisconsin Department of Administration

FIGURE 3 COMPARATIVE DECENNIAL POPULATION CHANGE • 1960 to 2015
Town of Union, Surrounding Communities, Eau Claire County and State of Wisconsin

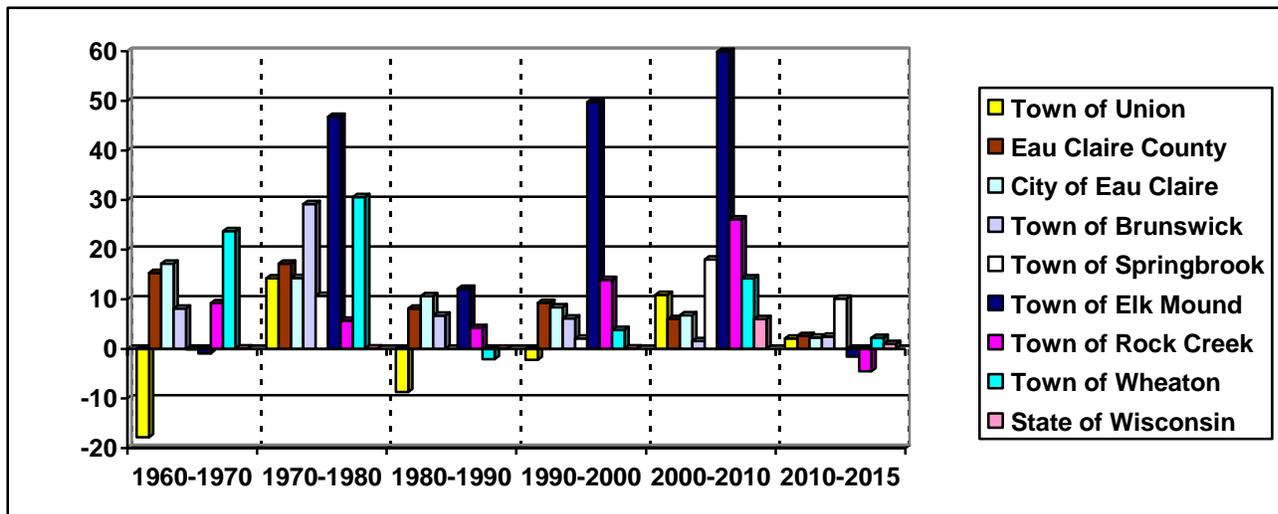


Table 3 shows the context of population for all the communities in Eau Claire County. It is apparent that while some of the fastest growth is occurring many in the unincorporated areas of the County, there are incorporated communities that have experienced significant growth as well. Fall Creek and Fairchild experienced growth in the 1990s after declines in the 1980s. While the City of Altoona saw dramatic growth from 1960 to 1990, that has moderated since and the City of Eau Claire has experienced steady growth. The Town of Union has seen periods of growth followed by declines, mostly due to annexations. Recently many of the 13 towns in Eau Claire County have seen significant population increases. In the 1990s, all Eau Claire County communities, except the City of Augusta and the Town of Wilson, had more population growth

than the Town of Union. Since 1960 the Town of Union experienced population change below that of the county average. However, the Town of Union has recently experienced slightly above average growth when compared to the county as a whole.

TABLE 3
HISTORICAL POPULATION AND POPULATION CHANGE • 1970 TO 2010
Eau Claire County by Minor Civil Division

Municipality	1970	1980	1990	2000	2010	Percent Change			
						1970-80	1980-90	1990-2000	2000-10
Towns:									
Bridge Creek	935	1,206	1,440	1,844	1,900	29.0	19.4	28.1	3.0
Brunswick	1,092	1,411	1,506	1,598	1,624	29.2	6.7	6.1	1.6
Clear Creek	773	798	692	712	821	3.2	-13.3	2.9	15.3
Drammen	672	725	767	800	783	7.9	5.8	4.3	-2.1
Fairchild	238	278	312	351	343	16.8	12.2	12.5	-2.3
Lincoln	962	1,012	1,002	1,080	1,096	5.2	-1.0	7.8	1.5
Ludington	761	969	906	998	1,063	27.3	-6.5	10.2	6.5
Otter Creek	526	497	459	531	500	-5.5	-7.6	15.7	-5.8
Pleasant Valley	1,223	1,908	2,076	2,681	3,044	56.0	8.8	29.1	13.5
Seymour	2,362	2,824	2,757	2,978	3,209	19.6	-2.4	8.0	7.8
Union	2,355	2,689	2,456	2,402	2,663	14.2	-8.7	-2.2	10.9
Washington	5,757	6,476	6,276	6,995	7,182	12.5	-3.1	11.5	2.7
Wilson	430	469	477	420	485	9.1	1.7	-11.9	15.5
Subtotal:	18,086	21,262	21,126	23,390	24,713	17.6	-0.6	10.7	5.7
Villages:									
Fairchild	562	577	504	564	550	2.7	-12.7	11.9	-2.5
Fall Creek	825	1,148	1,034	1,236	1,315	39.2	-9.9	19.5	6.4
Subtotal:	1,387	1,725	1,538	1,800	1,865	24.4	-10.8	17.0	3.6
Cities:									
Altoona	2,842	4,393	5,889	6,698	6,706	54.6	34.1	13.7	0.12
Augusta	1,242	1,560	1,510	1,460	1,150	25.6	-3.2	-3.3	-21.2
Eau Claire	43,662	49,852	55,130	59,794	65,883	14.2	10.6	8.5	10.2
Subtotal:	47,746	55,805	62,529	67,952	73,739	16.9	12.0	8.7	8.5
Eau Claire County	67,219	78,792	85,193	93,142	100,317	17.2	8.1	9.3	7.7

Source: U.S. Census Bureau

COMPONENTS OF THE POPULATION

There are many components of the population that can tell us about the characteristics of an area. The most basic characteristic of population change is the breakdown of that change into the natural increase and net migration. Natural increase is births minus deaths while net migration measures in-migration minus out-migration. These measures give a clearer picture of how population change is occurring.

The natural increase and net migration between 2000 and 2006, 2007 and 2011, and 2010 and 2014 for Eau Claire County are shown in Table 4. This information was not readily available for small area geography. It is apparent that there has been significant in-migration so far this

decade. In-migration was likely a significant component of the Town of Union’s population change during this period as well.

TABLE 4
COMPONENTS OF POPULATION CHANGE • 2000-2006, 2007-2011 and 2010-2014
Eau Claire County

	2000-2006	2007-2011	2010-2014
Total Population, end of period	97,760	98,168	100,607
Births	6,474	5,842	5,887
Deaths	4,009	3,608	3,907
Total Natural Increase	2,465	2,234	1,980
Natural Increase Rate*	2.5	2.3	2.0
Net Migration	2,153	388	941
Net Migration Rate*	2.2	0.4	0.9
Total Population Change	4,618	2,622	2,921
Percent Population Change	5.0%	2.7	2.9

*NOTE: Calculated as a percent of the County’s total population.
 Source: U.S. Census Bureau; Wisconsin Department of Health and Family Services

Age and sex distribution can give us insights into the implications of a changing population. Table 5 shows the age and sex characteristics for the Town of Union between 1990 and 2010. The distribution of males and females has been quite stable at about 51% males and 49% females. There have not been any major spikes in any age-sex cohort. On the whole, the age-sex make up of the Town of Union population has been relatively stable. However, it is apparent the population as a whole is getting older from the 1990 median age of 31.6 years of age to the 2010 median age of 40.5 years of age.

Table 6 reveals only the age component of the population. The number of working age people 25 to 54 years old stayed about the same over the past 20 years, however older working age people 45 to 54 years old increased by 62% while those aged 25 to 44 declined by 22%. During the 2000s there was a significant increase in residents 55 to 84 years old. As the 45 to 64 years of age cohort progresses in age it could produce a significant amount of retirement age people in the future. The aging of the Town of Union’s population is reflected in the group 65 years of age and older, which increased by 88 percent from 1990 to 2010. Together with the dramatic increases in people 45 to 64 years old the median age has increased by almost nine years over the 20-year period, from 31.6 to 40.5 years of age. This most likely is attributed to the aging of the resident population and the in-migration of older working people and retirees.

Another component of the population that can give an indication of a changing population is race. Historically, the Town of Union has been a racially homogeneous community. This is due to the European settlement of the area in the late 19th and early 20th Centuries and in-migration of similar people from outside the area. Indeed, as America becomes more diverse racially and even as the Town of Union has recently seen significant Asian in-migration, the Town continues to lack racial diversity. There has been a small change, but because of low absolute numbers to begin with these increases appear significant. The percentage of minorities went from 1.5 percent of the population in 1990 to 5.9 percent in 2010. This is something that town leaders and residents need to be sensitive to so that all people in the Town feel welcome to participate in community life.

TABLE 5										
POPULATION BY AGE AND SEX • 1990, 2000 and 2010										
Town of Union										
1990										
Age	Male	Percent	Female	Percent	Total	Percent	Male	Female	%Male	%Female
0-4	104	8.3	85	7.1	189	7.7	104	85	55.0	45.0
5-17	263	21.0	238	19.9	501	20.5	263	238	52.5	47.5
18-24	125	10.0	117	9.8	242	9.9	125	117	51.7	48.3
25-44	411	32.9	409	34.2	819	33.5	411	409	50.2	49.8
45-54	148	11.8	151	12.6	300	12.3	148	151	49.3	50.7
55-64	109	8.7	96	8.0	205	8.4	109	96	53.2	46.8
65-74	57	4.6	60	5.0	117	4.8	57	60	48.7	51.3
75-84	27	2.2	32	2.7	59	2.4	27	32	45.8	54.2
85+	6	0.5	8	0.7	14	5.7	6	8	42.9	57.1
TOTAL	1,250	100.0	1,196	100.0	2,446	100.0	1,250	1,196	51.1	48.9
Median Age	n/a		n/a		31.6					
2000										
Age	Male	Percent	Female	Percent	Total	Percent	Male	Female	%Male	%Female
0-4	79	6.5	69	5.9	148	6.2	79	69	53.4	46.6
5-17	238	19.4	241	20.5	536	22.3	238	241	44.4	55.6
18-24	105	8.6	80	6.8	185	5.3	105	80	56.8	43.2
25-44	362	29.6	332	28.2	694	28.9	362	332	52.2	47.8
45-54	178	14.5	189	16.0	367	15.3	178	189	48.5	51.5
55-64	134	10.9	133	11.3	267	11.1	134	133	50.2	49.8
65-74	87	7.1	78	6.6	165	6.9	87	78	52.7	47.3
75-84	38	3.1	48	4.1	86	3.6	38	48	44.2	55.8
85+	3	0.2	8	0.7	11	0.5	3	8	27.3	72.7
TOTAL	1,224	100.0	1,178	100.0	2,402	100.0	1,224	1,178	51.0	49.0
Median Age	37.2		38.0		37.6					
2010										
Age	Male	Percent	Female	Percent	Total	Percent	Male	Female	%Male	%Female
0-4	92	6.7	64	5.0	156	5.9	92	64	59.0	41.0
5-17	230	16.7	241	18.7	471	17.7	230	241	48.8	51.2
18-24	128	9.3	82	6.4	210	7.9	128	82	61.0	39.0
25-44	326	23.7	313	24.3	639	24.0	326	313	51.0	49.0
45-54	252	18.3	233	18.1	485	18.2	252	233	52.0	48.0
55-64	177	12.9	167	13.0	344	12.9	177	167	51.5	48.5
65-74	106	7.7	113	8.8	219	8.2	106	113	48.4	51.6
75-84	45	3.3	58	4.5	103	3.9	45	58	43.7	56.3
85+	18	1.3	18	1.4	36	1.4	18	18	50	50
TOTAL	1,374	100.0	1,289	100.0	2,663	100.0	1,374	1,289	51.6	48.4
Median Age	39.5		41.9		40.5					

Source: U.S. Census

Table 7 shows population by race for the Town of Union from 1990 to 2010, while Table 8 presents a breakdown of the City's population by Hispanic origin. Persons of Hispanic origin have increased between 1990 and 2010. However, because of low absolute numbers, it is the low numbers of Hispanics that is significant, not necessarily any increases in this population.

TABLE 6
POPULATION BY AGE • 1990, 2000 and 2010
Town of Union

Age	1990	2000	2010	1990-00 Change		2000-10 Change	
				Number	Percent	Number	Percent
0-4	189	148	156	-41	-21.7	8	5.4
5-17	501	536	471	35	7.0	-65	-12.1
18-24	242	185	210	-57	-23.6	25	13.5
25-44	819	694	639	-125	-15.3	-55	-7.9
45-54	300	367	485	67	22.3	118	32.2
55-64	205	267	344	62	30.2	77	28.8
65-74	117	165	219	48	41.0	54	32.7
75-84	59	86	103	27	45.8	17	19.8
85+	14	11	36	-3	-21.4	25	227.3
TOTAL	2,446	2,402	2,663	-44	-1.8	261	10.9
Median Age	31.6	37.6	40.5				

Source: U.S. Census

TABLE 7
POPULATION BY RACE • 1990, 2000 and 2010
Town of Union

Race	1990	2000	2010	1990-00 Change		2000-10 Change	
				Number	Percent	Number	Percent
White	2,411	2,303	2,500	-108	-4.5%	197	8.6%
Black	2	1	9	-1	-50.0%	8	800.0%
American Indian	5	13	7	8	160.0%	-6	-46.2%
Eskimo	0	0	0	0	0.0%	0	0.0%
Chinese	0	1	2	1	1000.0%	1	100.0%
Filipino	0	1	1	1	1000.0%	0	0.0%
Korean	0	3	2	3	3000.0%	-1	-33.3%
Asian Indian	0	0	2	0	-1000.0%	2	2000.0%
Japanese	0	0	0	0	-1000.0%	0	0.0%
Vietnamese	0	0	0	0	-1000.0%	0	0.0%
Laotian	0	0	0	0	0.0%	0	0.0%
Other Asian	0	68	98	68	68000.0	30	44.1%
Other Races	30	4	19	-26	-86.7%	15	375%
Two or more races	--	8	23	8	8000.0%	15	187.5%

Source: U.S. Census

TABLE 8
POPULATION BY HISPANIC ORIGIN • 1990, 2000 and 2010
Town of Union

Race	1990	2000	2010	1990-00 Change		2000-10 Change	
				Number	Percent	Number	Percent
Mexican	1	5	35	4	400.0%	30	600.0%
Puerto Rico	0	3	1	3	300.0%	-2	-66.6%
Cuban	0	0	1	0	0.0%	1	1000.0%
Other	0	2	8	2	2000.0%	6	300.0%

Source: U.S. Census

Increasing numbers of minorities and Hispanics will have the effect of slowly making the Town of Union a more diverse community, providing opportunities for cultural exchanges not previously available. But it appears this change is going to be a slow one.

EDUCATION

The Decennial Census provides information on the educational attainment levels of persons 25 years old and older, which are shown in Table 9. It should be no surprise with the large investments in education and the increasing requirement for technical or post-secondary degrees for job placement that people are obtaining higher levels of education than in the past. However, the residents of the Town of Union have historically had significant numbers of people who have attained high school or higher educational levels. Since 1990, more Town of Union residents have pursued an education past high school. Indeed, in 2010, 61 percent of Town of Union residents 25 years or older had attended a post-secondary institution, with 38.6 percent achieving a degree. In 1990, 82.7% of residents had attained at least a high school education while in 2010 almost 91.6% had. This certainly demonstrates a well-educated population lives in the Town of Union.

TABLE 9
EDUCATIONAL ATTAINMENT LEVELS • 1990, 2000 and 2010
Town of Union

<i>Educational Level</i>	<i>1990</i>		<i>2000</i>		<i>2010</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Persons 25 Years and Over	1,499	100.0	1,552	100.0	1,815	100.0
• Less than high school diploma	259	17.3	167	10.8	152	8.4
• High school graduate	544	36.3	511	32.9	557	30.7
• Some college, no degree	268	17.9	345	22.2	405	22.3
• Associate degree	176	11.7	185	11.9	307	16.9
• Bachelor's degree or higher	252	16.8	344	22.2	394	21.7
High school graduate or higher	1,240	82.7	1,385	89.2	1,663	91.6

Source: U.S. Census

EMPLOYMENT

The current growth of the area's economy is a major contributor to the employment opportunities available to residents of the Town of Union. Certainly, a continuing influence is the employment opportunities available in the Eau Claire/Chippewa Falls metropolitan area and the increasing mobility due to changes in the transportation system. The principal economic factors that

TABLE 10
LABOR FORCE • 1990, 2000 and 2010
Town of Union

	<i>1990</i>	<i>2000</i>	<i>2010</i>
Persons 16 Years and Over	1,839	1,789	1,921
• In labor force	1,365	1,328	1,262
• Percent in labor force	74.2	74.2	65.7
• Employed	1,278	1,259	1,245
• Unemployed	87	66	17
• Percent unemployed	6.4	5.0	0.9

Source: U.S. Census

influence an individual's quality of life and provide a choice of residential options are employment opportunities and income. A comparison of labor force and employment statistics for 1990 to 2010 provides some insight into the economic well-being of the residents of the town.

As indicated by the data presented in Table 10, the segment of Town of Union residents eligible for the labor force rose by 4.5 percent between 1990 and 2010, the actual number in the labor force decreased by almost 11 percent. The number employed residents in the labor force decreased by 2.6% over the same period, while the number of unemployed residents decreased by 34 percent. Based on these statistics, it appears that a growing number of town residents have employment opportunities and unemployment of town residents is low, probably in large part due to the in-migration of persons employed in the Eau Claire/Chippewa Falls metropolitan area. The economic downturn early in the decade starting in 2000 makes it uncertain how the labor force and employment has been affected in the Town of Union. By looking at Eau Claire/Chippewa Metropolitan Area and Eau Claire County labor force estimates and reported unemployment figures we may get a picture of how Town of Union workers are currently fairing.

The Wisconsin Department of Workforce Development annually reports an Eau Claire County labor force estimate. In 2016, 58,705 workers were reported compared to 58,205 for 2015, 58,048 for 2014, 57,985 for 2013, 58,256 for 2012, 57,740 for 2011 and 57,107 annually for 2010. The labor force has definitely grown in Eau Claire County between 2010 and 2016, yet appears to recently be fairly steady at around 58,000 workers.

The Wisconsin Department of Workforce Development also reports an unemployment rate for Eau Claire County every year. In 2016, there were 3.5% unemployed compared to 3.8% for 2015, 4.5% for 2014, 5.7% for 2013, 5.8% for 2012, 6.4% for 2011 and 7.0 % for 2010. It appears that the Eau Claire County economy is recovering from the economic downturn of 2008-2009, but still suffers from periodic/seasonal spikes in the unemployment rate.

The U.S. Department of Labor, Bureau of Labor Statistics reports a labor force estimate and unemployment rate for the Eau Claire/Chippewa metropolitan area every month. In 2016, 92,185 workers and a 3.8% unemployment rate were reported compared to 91,383 and 4.2%, respectively for 2015, 91,144 and 4.8%, respectively for 2014, 90,998 and 6.0%, respectively for 2013, 91,517 and 6.2%, respectively for 2012, 91,122 and 6.9%, respectively for 2011, and 90,289 and 7.5%, respectively for 2010. The labor force has definitely grown steadily in the Eau Claire/Chippewa MSA between 2010 and 2016, while the unemployment rate peaked in 2012 and has declined to pre-recession levels since.

Tables 11 and 12 show the kind of employment Town of Union residents were engaged in in 1990, 2000 and 2010. Table 11 shows employment by industry and it can be seen that while agriculture, forestry and mining employment declined between 1990 and 2000, those industries have increased by 2010. The employment of town residents decreased in some industries but increased in others. For the most part the distribution of employment between industries remained about the same with a few exceptions. There were increases in the percentage of workers employed in many service industries, including education, health and social services.

TABLE 11**EMPLOYMENT BY INDUSTRY • 1990, 2000 and 2010****Town of Union Residents, Workers 16 years of age or older**

	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
Agriculture, forestry, fishing, hunting and mining	24	1.9	23	1.8	36	2.9
Construction	106	8.3	96	7.6	143	2.9
Manufacturing	219	17.1	162	12.9	197	15.8
Wholesale trade	47	3.7	28	2.2	28	2.2
Retail Trade	295	23.1	225	17.9	203	16.3
Transportation, warehousing and utilities	128	10.0	73	5.8	45	3.6
Information	--	--	17	1.4	17	1.4
Finance, insurance, real estate, rental and leasing	73	5.7	74	5.9	54	4.3
Professional, scientific, management, administrative and waste management services	--	--	102	8.1	65	5.2
Business and repair services	--	--	--	--	--	--
Educational, health and social services	183	14.3	214	17.0	257	20.6
Arts, entertainment, recreation, accommodation and food services	31	2.4	109	8.7	94	7.6
Other services, except public administration	86	6.7	88	7.0	63	5.1
Public administration	31	2.4	48	3.8	43	3.5

Source: U.S. Census

Shaded area indicates combined categories

TABLE 12**EMPLOYMENT BY OCCUPATION • 1990, 2000 and 2010****Town of Union Residents, Workers 16 years of age or older**

	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
Executive, administrative and managerial	145	11.3				
Professional	125	9.8	342	27.2	262	21.0
Technician/healthcare practitioner	41	3.2			34	2.7
Sales	142	11.1	335	26.6	267	21.4
Administrative support, including clerical	176	13.8				
Service	262	20.5	165	13.1	217	17.4
Farming, forestry, fishing	19	1.5	12	0.1	11	0.9
Construction, extraction, and maintenance	--	--	138	11.0	187	15.0
Precision production, craft and repair	106	8.3			171	13.7
Machine operators, assemblers & inspectors	139	10.9	267	21.2		
Transportation and material moving	49	3.8			96	7.7
Handlers, equipment cleaners, helpers and laborers	74	5.8				
Total Employment (16 years and over)	1,278	100.0	1,259	100.0	1,245	100.0

Source: U.S. Census

Shaded area indicates combined categories

Table 12 provides employment by occupation and it is evident there has been a shift to more professional, executive, administrative, managerial, technical and service occupations from production occupations.

As *Place of Residence* data, Tables 11 and 12 provide information about what categories of employment town residents were employed in, but does not tell us where they worked. *Place of Work* data from the 2010 Census Transportation Planning Package provides survey information about the employment in the Town of Union. Table 13 shows employment by industry in 2010 for those working in the Town of Union. To complete the picture of the employment

characteristics of Town of Union residents, indicators of commuting patterns are presented in Table 14 *Travel Time to Work* and Table 15 *Journey to Work*.

TABLE 13
EMPLOYMENT BY INDUSTRY • 2010, 2015
Workers employed in the Town of Union 16 years of age and older

	2010	2015
Industry	Employment	
Agriculture, forestry, fishing, hunting and mining	36	33
Construction	143	85
Manufacturing	197	177
Wholesale trade	28	23
Retail Trade	203	248
Transportation, warehousing and utilities	45	105
Information	17	39
Finance, insurance, real estate, rental and leasing	54	105
Professional, scientific, management, administrative and waste management services	65	83
Educational, health and social services	257	326
Arts, entertainment, recreation, accommodation and food services	94	124
Other services, except public administration	63	32
Public administration	43	63
TOTAL	1,245	1,443

Source: 2000 Census Transportation Planning Package

TABLE 14
TRAVEL TIME TO WORK • 1990, 2000 and 2010
Town of Union Residents, Workers 16 years of age or older

	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
Worked at home	39	3.1	59	4.8	29	2.4
Less than 5 minutes	66	5.2	42	3.4		
5 to 9 minutes	221	17.5	130	10.5	194	16.2
10 to 19 minutes	537	42.7	657	53.1	580	48.5
20 to 29 minutes	231	18.3	193	15.6	266	22.3
30 to 44 minutes	96	7.6	97	7.8	105	8.8
45 to 59 minutes	19	1.5	11	0.1	19	1.6
60 minutes or longer	50	4.0	99	8.0	33	2.8
TOTAL	1,259	100.0	1,238	100.0	1,226	100.0

Source: U.S. Census Shaded area indicates combined categories

Table 13 indicates that employment in the Town of Union is predominated by retail trade, manufacturing, and education, health and social services. Table 14 shows that Town of Union resident's commute times are staying about the same. In 2000, 32% of all workers traveled 20 minutes or more to work while 34.5% did in 2010. In 2000, 16.7 percent of workers traveled 30 minutes or more to work, compared to only 12.8 percent in 2010. Between 2000 and 2010 the number of workers who traveled an hour or more to work decreased. These figures tell us that Town residents are heavily influenced by the employment opportunities available in the Eau Claire/Chippewa Falls metropolitan area.

Table 15 actually shows us where Town of Union residents traveled to work in 1990, 2000 and 2010. It is clear that the City of Eau Claire is the significant employment generator for Town residents. Town residents also derive significant employment locally within the Town of Union.

TABLE 15
JOURNEY TO WORK • 1990, 2000 and 2010
Town of Union Residents, Workers 16 years of age or older

Place of Work	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
Town of Union	--	--	173	13.9	175	14.9
City of Eau Claire	787	62.5	848	68.3	765	65.3
City of Altoona	17	1.4	28	2.3	4	0.3
Remainder of Eau Claire County	293	23.3	25	2.0	32	2.7
City of Chippewa Falls	25	2.0	28	2.3	55	4.7
Remainder of Chippewa County	29	2.3	24	1.9	66	5.6
Barron County	7	0.6	0	0	0	0
Dunn County	65	5.2	64	5.2	62	5.3
Trempealeau County	0	0	4	0.3	0	0
Jackson County	0	0	4	0.3	0	0
Pepin County	0	0	0	0	4	0.3
Buffalo County	7	0.6	6	0.5	4	0.3
Monroe County	0	0	3	0.2	0	0
Polk County	0	0	0	0	0	0
Worked elsewhere	29	2.3	31	2.5	4	0.3
Not Reported	--	--	--	--	--	--
TOTAL	1,259	100.0	1,241	100.0	1,171	100.0

Source: U.S. Census, ACS Survey 2006-2010, Census Transportation Planning

INCOME

The combined effect of advanced education, increased employment opportunities, and evidence of well-paying occupations is reflected in the earning capability and increasing incomes of town residents.

TABLE 16
HOUSEHOLD INCOME COMPARISON • 2010
Town of Union

Income	Town of Union		Eau Claire County	Wisconsin
	Households	Percent	Percent	Percent
Less than \$10,000	19	2.1	7.1	6.0
\$10,000 to \$14,999	48	5.3	6.3	5.4
\$15,000 to \$24,999	136	15.1	15.0	11.0
\$25,000 to \$34,999	40	4.4	10.6	11.0
\$35,000 to \$49,999	114	12.7	14.6	15.0
\$50,000 to \$74,999	278	30.9	19.0	20.6
\$75,000 to \$99,999	125	13.9	12.4	13.7
\$100,000 to \$149,999	109	12.1	10.3	11.6
\$150,000 to \$199,999	14	1.6	2.6	3.1
\$200,000 or more	17	1.9	2.1	2.6

Source: U.S. Census

Table 16 shows household income distribution for the Town of Union with comparisons to Eau Claire County and the State. It appears that the Town of Union has a smaller percentage of its households with incomes of less than \$50,000 and a larger percentage of households with incomes between \$50,000 and \$149,999 than both Eau Claire County and the State as a whole.

Eau Claire County and the State have larger percentages of their households earning \$150,000 or more.

Table 17 shows the changes in income of Union, Eau Claire County and State residents between the 1990 and 2000, and 2000 and 2010 Censuses. This table presents two different measures of income, median household income and per capita income.

TABLE 17
INCOME COMPARISON • 1989, 1999 and 2009
Town of Union

	<i>Median Household Income</i>				<i>Per Capita Income</i>			
	<i>1989</i>	<i>1999</i>	<i>2009</i>	<i>1999-2009 % Change</i>	<i>1989</i>	<i>1999</i>	<i>2009</i>	<i>1999-2009 % Change</i>
Town of Union	30,923	52,333	56,813	8.6	12,023	20,518	21,211	3.4
Eau Claire County	25,886	39,219	48,846	24.6	11,801	19,250	24,826	29.0
State of Wisconsin	29,442	43,791	51,598	17.8	13,276	21,271	26,624	25.2

Source: U.S. Census

Household income is the sum of money income received in the calendar year before the Decennial Census is collected by all household members 15 years old and over, including household members not related to the householder, people living alone, and other nonfamily household members. Included in the total are amounts reported separately for wage or salary income; net self-employment income; interest, dividends, or net rental or royalty income or income from estates and trusts; Social Security or Railroad Retirement income; Supplemental Security Income (SSI); public assistance or welfare payments; retirement, survivor, or disability pensions; and all other income. The median is the mathematically derived middle value with 50% above and 50% below that number. Per capita income is the average income computed for every man, woman, and child in a geographic area received in the calendar year before the Decennial Census. It is derived by dividing the total income of all people 15 years old and over in a geographic area by the total population in that area. It must be noted that income information is not collected for people under 15 years old although those people are included in the denominator of per capita income.

It can be seen from the table that the Town of Union has a greater median household income than that for Eau Claire County and the State of Wisconsin but per capita income was greater in both Eau Claire County and the State in 2009.

Another indicator regarding income is the poverty level (Table 18). Changes in poverty levels can indicate whether or not economic conditions are improving for residents. In the years between 1999 and 2015 it appears that there was improvement in poverty levels for all groups except for children less than 5 years of age in female headed households. The poverty level for all persons under 18 is effectively the same. It is clear that there is still progress to be made in reducing poverty in the Town of Union, especially amongst female headed households with young children.

TABLE 18		
POVERTY LEVELS • 2015		
Town of Union		
	Percent Below Poverty Level	
	1999	2015
All persons	5.4	4.5
Persons under 5	5.2	7.3
Persons under 18	3.3	3.4
Persons 18 years and older	6.1	3.6
Persons 65 years and older	11.3	10.1
All families		
With related children under 18	4.8	1.6
With related children under 5	8.0	0.0
Female householder, no husband present		
With related children under 18	17.4	0.0
With related children under 5	36.4	0.0

Source: U.S. Census

SOCIO-ECONOMIC FORECASTS

POPULATION PROJECTION

Population projections have long been used in planning to assess development prospects created by population growth. Small area population forecasts can be used to evaluate potential residential development and economic conditions, and the level of demand for public facilities and services. Businesses, schools and government frequently use these forecasts to determine the future needs or design of public facilities or services. This estimate of future growth is also valuable information for establishing management techniques in order to provide for orderly growth and development.

Population projections are based on historical trends of population growth that are extended into the future. They are based on the assumption that the historical trends, and the factors behind them, will continue to some point in time. It is certain that not all of those factors will have the same influence on population change throughout the entire forecast period. It is also true that the closer the projection year is to the base year, the more likely the population for that projection will be close to the true population. Hence, the margin of error in population forecasts increases the farther out in time they are from the present.

Small area population projections also have limitations. Forecasts of large area populations are more reliable. For example, projections developed at the county level can be used to distribute the county population forecasts proportionally into the individual community projections. This "backing into" community projections from countywide forecasts is often done because the smaller the area for which a projection is produced, the greater the possibility for error. Population forecasts are, at best, guides and must be used with consideration of their limitations. However, intimate knowledge of local conditions can help build the assumptions into population projections to make them more valid.

Generally, population growth trends do not remain constant from decade to decade. The factors that influence population change are dynamic and are often subject to the effect of larger trends from outside an area's control. The forecasting of population change requires that certain assumptions be made regarding the conditions prevailing during the forecast period. Therefore, it is important to identify the assumptions inherent in the projection. The following factors and assumptions were incorporated into the population projections developed for the Town of Union Comprehensive Plan.

In-migration will continue to be significant for population growth in Union. Many factors are involved in the personal and business decisions that result in migration into Union. This migration is due to numerous employment opportunities and other urban amenities near the Town of Union that are in proximity to the serene, aesthetically appealing natural, rural and recreational areas in the Town.

Numerous other interrelated factors can also affect in-migration and the rate of population change. These interrelated factors include the local, regional and national economies, lifestyle preferences, the physical and cultural setting of the county, infrastructure improvements, regulation and taxation.

The economy can have a dramatic affect on population growth. Locally, manufacturing employment has remained strong, and the adjacent City of Eau Claire has its market threshold or trade capture area which has spurred more commercial services and retail trade employment.

The lifestyle preferences of people, and the perceptions of people and business, contribute to the decision-making that influence the movement of people and businesses. The physical setting of the Town provides an aesthetic, natural beauty that continues to attract people. Small cities and rural communities near urban centers across the country are experiencing resurgence due to the perceived amenities they offer. Union exhibits many of these "small town" amenities and it should continue its appeal as a place to locate a home or business. It is also evident that many rural areas near urban centers become attractive to the elderly as a place to live to take advantage of health care, residential, shopping and services opportunities of the city while maintaining a rural lifestyle.

Public services and infrastructure improvements can also influence growth and development activity. Planned transportation improvements make people, families and business more mobile and reduce personal and business travel, commuting and shipping times. The improvement of bridges and highways to meet current demand will also create more demand as development responds to the opportunities that are provided by improved access.

The population forecast found in Table 19 for the Town of Union was developed by the Wisconsin Department of Administration, Demographic Services Center (DOA/DSC). The population projections were derived from the 1990, 2000, and 2010 census population and Demographic Services' January 1, 2013 population estimate. The methodology used produces a trend line that emphasizes change that is more recent over more remote trends. For the plan the demonstrated trend was continued to derive a projection for the year 2040.

TABLE 19
POPULATION PROJECTIONS AND PERCENT CHANGE • 2000 to 2025
Town of Union

1990 Census	2000 Census	2010 Census	2015 ACS	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040* Projection
2,456	2,402	2,663	2,718	2,920	3,060	3,180	3,280	3,375
--	-2.2	13.2	2.1	7.4	4.8	3.9	3.1	2.9

Sources: U.S. Census, Wisconsin Department of Administration, 2013; * West Central Wisconsin Regional Planning Commission

This projection shows a suggested population growth for the Town of Union between the years 2015 and 2040 of 657 people or 24.2% percent. This is significant growth for a rural area. Given the following discussion, the DOA/DSC population projection with the addition for 2040 can be considered a reasonable scenario.

In October of 2016, the Wisconsin Department of Administration, Demographic Services Center released official population estimates for January 1, 2016 for Wisconsin municipalities. This estimate for the Town of Union of 2,806 persons is about three percent off from the DOA/DSC population projection of 2,718. Hence, the DOA/DSC population projections for the Town of Union seem reasonable for use in this comprehensive plan.

HOUSEHOLD PROJECTION

A household forecast is used to help develop housing and land use forecasts. The DOA/DSC has prepared household projections for year 2010 to 2040 in five-year increments and are found in Table 20. These household projections are largely based on the population projections found in Table 1-20.

TABLE 20
WIDOA HOUSEHOLD PROJECTION • 2010 to 2040
Town of Union

Total households		Projected Households				
2010 Census	2015	2020	2025	2030	2035	2040*
983	1,031	1,104	1,166	1,218	1,265	1,303

Source: Wisconsin Department of Administration, Demographic Services 2013, *WCWRPC

EMPLOYMENT PROJECTION

Municipal units within Eau Claire County have employment patterns that are similar to the state. It is expected that during the next several years, Wisconsin's population is projected to grow slower and older than the nation as a whole, therefore leading to lower participation rates in the workforce. Wisconsin is also having difficulty attracting international immigrants and domestic migrants, and retaining its own citizens. Wisconsin will continue to face the challenge of filling job openings. The industries that are projected to add the most jobs from 2014-2024 are health and education services, business and professional services, leisure and hospitality services and trade, transportation, and utilities. The top ten occupations in Wisconsin with the greatest expected job growth (average annual job openings) for 2014-2024 are retail salespersons (3,390);

combined food preparation and service workers, including fast food (2,900); cashiers (2,570); waiters and waitresses (2,320); personal care aides (2,300); office clerks, general (2,280); laborers and freight, stock, and material moving, hand (1,920); customer service representatives (1,890); registered nurses (1,860); and heavy and tractor-trailer truck drivers (1,570). For further economic base indicators refer to the Economic Development Element.

Table 21 presents employment and wage projections by the top 10 occupations for the Wisconsin Department of Workforce Development West Central Wisconsin Region. This represents the occupation opportunities available for Eau Claire County residents. The greatest demand for workers is in the occupations on the ‘Most Openings’ list. This list includes many occupations considered as first-time, or temporary, jobs that workers often leave as other opportunities open up. Turnover is high and wages are low. There are a few exceptions on the list: registered nurses and truck drivers. Both require a greater degree of education or training, which the wage scale reflects.

TABLE 21
WEST CENTRAL WORKFORCE DEVELOPMENT AREA OCCUPATION PROJECTIONS • 2014

	Top 10 Occupations	Typically Required Education/Training*	Entry Hourly Wage**
Fastest Growth	Operations Research Analysts	Bachelor’s degree	\$23.94
	Bus/Truck Mechanics and Diesel Engine Specialists	High school diploma or equivalent	\$14.71
	Personal Care Aides	No formal education credential	\$9.14
	Computer-Controlled Machine Tool Operators, metal/plastic	High school diploma or equivalent	\$13.69
	Computer and Information Systems Managers	Bachelor’s degree	\$38.46
	Brickmasons and Blockmasons	High school diploma or equivalent	\$17.65
	Computer Systems Analyst	Bachelor’s degree	\$22.40
	Compensation and Benefits Managers	Bachelor’s degree	\$25.35
	Helpers-Electricians	High school diploma or equivalent	\$11.96
	Computer Controlled Machine Tool Programmers metal/plastic	High school diploma or equivalent	\$17.20
Most Openings	Excavating & Loading Machine & Dragline Operators	High school diploma or equivalent	\$17.18
	Personal Care Aids	No formal education credential	\$9.14
	Heavy and Tractor Trailer Truck Drivers	Postsecondary non-degree award	\$14.05
	Fast food Prep and Service Workers	No formal education credential	\$8.16
	Customer Service Representatives	High school diploma or equivalent	\$10.14
	Retail Salespersons	No formal education credential	\$8.25
	Bartenders	No formal education credential	\$8.16
	Sales Representatives, Wholesale & Manufacturing (except technical & scientific products)	High school diploma or equivalent	\$16.17
	Bus and Truck Mechanics and Diesel Engine Specialists	High school diploma or equivalent	\$14.71
	Construction Laborers	No formal education credential	\$12.51
Cooks, Restaurant	No formal education credential	\$8.31	

*The most common way to enter the occupation, not the only way.

**Wages from Occupation Employment Statistics survey responses for region, 2006

West Central WDA includes Barron, Chippewa Clark, Dunn, Eau Claire, Pepin, Pierce, Polk and St. Croix Counties.

Source: Wisconsin Dept. of Workforce Development, Bureau of Workforce Information, 2006

The ‘Fastest Growth’ occupations are often referred to as hot jobs, with more training requirements and better wages. There are often fewer openings in these jobs since the list is based on the greatest percent change in employment; for example, an occupation that increases from 5 to 10 jobs increased 100 percent, whereas an occupation that increases from 2,000 to 2,200 jobs increased only 10 percent.

Table 22 shows that in the West Central Workforce Development Area there were 231,151 jobs in 2014. There are more jobs in education and health care services than any other industry. Over a ten-year period ending in in 2024, the number of jobs is projected to increase 6.1 percent to 245,147 jobs in the region. Most of the 13,996 new jobs (73%) will be with service-providing employers.

TABLE 22
INDUSTRY PROJECTIONS FOR WEST CENTRAL WORKFORCE DEVELOPMENT AREA • 2014-2024

Industry Title	Employment		Ten-year change	
	2014 Base	2024 Projected	Numeric	Percent
Total All Industries	231,151	245,147	13,996	6.1%
<i>Self Employed Workers, All Jobs</i>	21,120	23,123	2,003	9.5%
Goods Producing	50,253	52,082	1,829	3.6%
Natural Resources and Mining	10,581	10,959	378	3.6%
Construction	6,913	7,998	378	3.6%
Manufacturing	32,759	33,125	366	1.1%
Services Providing	159,778	169,942	10,164	6.4%
Trade, Transportation, and Utilities	38,883	40,810	1,927	5.0%
Information	1,799	1,543	-256	-14.2%
Financial Activities	7,113	7,436	323	4.5%
Professional and Business Services	16,871	19,143	2,272	13.5%
Education and Health Services	54,430	57,783	3,353	6.2%
Leisure and Hospitality	18,961	20,746	1,785	9.4%
Other Services (except Government)	9,591	10,432	841	8.8%
Government (Excluding USPS, state & local govt. ed. and hosp.)	12,130	12,049	-81	-0.7%

Source: WI DWD, Office of Economic Advisors, September 2014

By 2024, there will be 169,942 jobs with employers in the service-providing sectors of trade; transportation and utilities; financial activities; education (both private and public) and health services; leisure and hospitality services; a group that includes information, professional and business services, and other services; and government. Employers in the service providing industries have been increasing their dominance in the local economy for many years and that trend will continue during the projection period.

The largest industry group among the services-providing sector is education and health services. Education here includes both private and public institutions. Employment with public institutions is included in order to focus on the occupations of the jobs within the industry.

The overall job projection indicates an increase of 13.9 percent for the ten-year period in the West Central region. Eau Claire County is likely to see employment increases somewhat above that of the region as a whole.

The occupation projections for West Central Wisconsin over a ten-year period that ends in 2012 (Table 23) include 23,850 new jobs created by expansion from existing employers or by new employers moving to the area. The projections also include a ten-year projection of 42,500 job openings generated when workers leave an occupation and create a need for a replacement worker. An example of this would be a nursing aide who retires from the occupation or, after completing training, becomes a registered nurse. Replacement needs do **not** include openings that occur when a nurse aid leaves one employer to work for another in the same occupation.

TABLE 23
OCCUPATIONAL GROUP SUMMARY FOR WEST CENTRAL WORKFORCE DEVELOPMENT AREA • 2014-2024

Occupational Groups	Est./Projected Employment		2014 – 2024 Change		Annual average			Average hourly wage Entry Level	Annual average wage
	2014	2024	Numeric	Percent	New Jobs	Replacements	Total Openings		
Total, All Occupations	231,151	245,147	13,996	6.1%	1,579	5,406	6,985	\$9.46	\$32,950
Business & Financial Operations	7,454	8,119	665	8.9%	68	158	226	\$16.38	\$52,840
Management	17,762	19,103	1,341	7.6%	136	363	499	\$20.95	\$79,557
Computer & Math	2,726	3,050	324	11.9%	34	40	74	\$19.18	\$59,090
Architecture & Engineering	3,190	3,251	61	1.9%	19	80	99	\$20.56	\$61,163
Life & Social Sciences	1,308	1,439	131	10.0%	14	39	53	\$16.46	\$52,867
Legal	728	746	18	2.5%	3	14	17	\$14.71	\$45,678
Arts, Design, Entertainment, Sports, and Media	2,767	2,843	76	2.8%	16	70	86	\$10.19	\$34,312
Education, Training, & Library	17,423	17,944	521	3.0%	53	385	438	\$12.77	\$46,086
Healthcare Practitioners, Technicians	12,893	13,579	686	5.3%	71	270	341	\$15.97	\$58,524
Healthcare Support	5,669	6,004	335	5.9%	38	124	162	\$10.89	\$29,118
Food Preparation & Serving	18,278	19,835	1,557	8.5%	162	673	835	\$8.17	\$18,536
Protective, Maintenance & Personal Care Service	3,709	3,820	111	3.0%	12	96	108	\$10.83	\$37,513
Sales and Related	19,060	20,025	965	5.1%	102	588	690	\$8.23	\$23,279
Office/Administrative Support	29,036	29,578	542	1.9%	111	622	733	\$10.08	\$31,362
Natural Resources, Mining & Construction									
Installation, Maintenance, Repair	9,182	10,005	823	9.0%	88	210	298	\$13.16	\$40,318
Production	25,235	25,762	527	2.1%	107	558	665	\$11.20	\$32,962
Transportation/Material Moving	16,129	17,460	1,331	8.3%	134	358	492	\$9.44	\$31,364

Source: Wisconsin Department of Workforce Development, Office of Economic Advisors, September 2014

These projections do not include an estimate of self-employed therefore the total number of jobs in occupations, projected to increase from 171,420 in 2002 to 195,270 by 2012 matches the industry changes in Table 22.

The greatest increase, 18 percent of all new jobs, occurs in healthcare occupations with the addition of 4,230 jobs. The share of jobs in healthcare occupations increases from 8.0 percent to 9.6 percent of all jobs in the region. The share of total jobs in installation, maintenance, repair and production occupations, in spite of a decline from 17.1 percent in 2002 to 15.9 percent in 2012, will continue to be the greatest source of jobs in the region. The second greatest share of jobs, in office and administrative support occupations, follows a similar pattern declining from 15.4 to 14.3 percent of all jobs. In both occupational groups the number of replacement openings is roughly four times the number of new jobs.

New and replacement jobs, combined, produce the total (annual) jobs openings projected for an occupation over the projection period. In nearly all occupation groups, except health-related occupations, the number of replacement jobs exceeds the number of jobs created from growth.

Both sources of job openings are important. Too often the focus is only on job growth and little attention is given to the vacancies generated from replacement needs. But as baby boomers approach retirement age, the need to fill replacement jobs looms menacingly on the horizon. The average age of all workers in 2000 was 39-40 years, but was higher in occupations that require a degree. For example, the average age in the West Central region for those in education occupations was 48 years in 2000 and one-third of these workers were over 50 years old.

Healthcare occupations as a group will have the most new jobs. There are 61 health related occupations in the region, but the need for registered nurses will generate one-fifth of the new jobs in healthcare and will produce the most new jobs of any occupation in the region.

ISSUES AND OPPORTUNITIES

COMMUNITY OPINION SURVEY

In May 2017 the Town of Union Plan Commission developed a resident survey to measure opinions and attitudes about a variety of land use issues. This survey was designed as a method to gain information that could be used in the comprehensive plan update for the Town of Union.

The Town of Union Land Use Committee compiled the survey and produced a report of its results. Those results are found in Appendix I.

VISION STATEMENT

The Plan Commission reviewed the community opinion survey and anecdotal evidence about resident attitudes and developed the vision statement. This was designed to refine information about people's attitudes regarding planning issues and the future direction of the Town into a concise, overall goal statement to guide the community decision-making for the next 25 years.

Town of Union Vision Statement

The Town of Union will seek to maintain the Rural Character of the Town and preserve prime farmland by protecting, encouraging and promoting agricultural land use while protecting the rights of property owners to develop their land in a manner consistent with the rural nature of the Town.

CONCLUSION

The Town of Union has come a long way since it was a meeting place for Native Americans along the shores of the Chippewa River. The Town has historically cherished its rural roots and agrarian way of life. However, its people know it faces many challenges in the future to retain that identity in the face of changing economic, cultural and political conditions. The purpose of this comprehensive plan is to build on the understanding of existing conditions and trends that this issues and opportunities element and subsequent elements offer so that decisions made in the future will help the Town of Union reach its vision of maintaining it rural character in the face of a changing urban environment.

THE HOUSING ELEMENT

The residential areas of towns are a major component of their community fabric. Indeed, shelter or housing is deemed by all societies as a necessity of life. The provision of housing in a community is determined by many factors, such as available land and services, proximity to daily destinations, and the lifestyle preferences of its residents.

HOUSING CHARACTERISTICS AND TRENDS

The major identified trends are the loss of housing units to annexation, the change of the owner-occupied/rental housing distribution to more owner occupied units, decreases in multi-family units and a shrinking household size.

Time Period	Single-Family	Two-Family	Multi-Family	Mobile Home	Total
2016	6	0	0	0	6
2015	2	0	0	0	2
2014	9	0	0	1	10
2013	8	0	0	0	8
2012	10	0	0	1	11
2011	9	0	0	0	9
2010	10	0	0	1	11
2009	8	0	0	0	8
2008	11	0	0	1	12
2007	16	0	0	0	16
2006	9	0	0	0	9
2005	16	0	0	0	16
2004	15	2	0	0	17
2003	17	0	0	3	20
2002	15	0	0	0	15
Subtotal	158	2	0	7	170
Annexations					
Deletions					
TOTAL					

Source: Wisconsin Department of Administration Demographic Services

Table 24 presents annual building permit information showing the addition and deletion of housing units in the Town of Union during the fifteen year period between the 1991 and 2005. It can be seen that while 295 housing units have been added during this period annexations have also taken a significant number of housing units. This dramatically illustrates the impact annexations have had on the Town of Union, leaving it with a net increase of 91 housing units.

Since 1980 there has been a steady decline in housing units in the Town of Union as annexations by the City of Eau Claire eroded the Town's housing stock (Table 25). While during the 1970s the Town's population grew by over 14 percent there was a drop in population during the 1980s (-8.7%) and 1990s (-2.2%). From 1980 to 2000 the number of housing units in the Town

dropped by 3.2% while population declined by 4.5%. Annexations and decreasing household size are responsible; annexation removes housing units from the Town and as household size decreases more housing units are necessary to accommodate an equivalent population. Housing occupancy traditionally has been quite high in Union, about 95 percent.

TABLE 25
HOUSING CHARACTERISTICS • 1990, 2000 and 2010
Town of Union

	1990	2000	2010
Total Housing Units	891	878	1,014
• Total Occupied Units	858	856	983
• Owner Occupied Units	601	748	828
Percent of Total Occupied	70.0	87.4	84.2
• Renter Occupied Units	257	108	155
Percent of Total Occupied	30.0	12.6	15.8
• Vacant/Seasonal Units	33	22	31
• Single Family Units	750	791	872
• Multi-Family Units	100	48	64
• Mobile Homes	41	40	48
Median Home Value	\$56,200	\$111,100	\$166,700
Median Cash Rent	\$329	\$584	\$705
Household Size (persons)	2.85	2.79	2.69

• Source: U.S. Census

Housing tenure in Union is marked by strong home ownership as traditionally 8 out of every 10 occupied housing units is in an owner-occupied housing unit. By 2010, owner occupied housing units accounted for 82% of all occupied housing units. There was a decrease in the number and percentage of renter occupied housing units in the 1990s, but renter occupied units increased in the 2000s (43%). This is also a reflection of annexations, as a significant number of housing units annexed in the 1990s were rental units. Most new construction units in the 2000s remains single family, owner occupied.

In 1990, about eighty-four percent of the housing units in Union were single-family units. By 2000, ninety percent of the housing units in Union were single-family units and in 2010 that had changed to about eighty-six percent. However, in 1990 multi-family housing units accounted for only about eleven percent of total housing units, in 2000 that decreased to 5.5 percent and by 2010 it had risen to 6.3 percent. It is worth noting that number of multi-family housing units decreased by 36 percent between 1990 and 2010, while single-family housing units increased by 16 percent. Vacant, seasonal and mobile home units have remained steady from 1990 to 2010.

TABLE 26
YEAR STRUCTURE BUILT (housing units) • 1990, 2000 and 2010
Town of Union

1990		2000		2010	
1989 to March 1990	8	1999 to March 2000	41	2005 or later	27
1985 to 1988	75	1995 to 1998	101	2000 to 2004	110
1980 to 1984	164	1990 to 1994	31	1990 to 1999	182
1970 to 1979	301	1980 to 1989	85	1980 to 1989	109
1960 to 1969	132	1970 to 1979	189	1970 to 1979	181
1950 to 1959	86	1960 to 1969	144	1960 to 1969	125
1940 to 1949	29	1940 to 1959	179	1940 to 1959	116
1939 or earlier	91	1939 or earlier	109	1939 or earlier	134

Median year structure built	1974	Median year structure built	1970	Median year structure built	1977
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• Source: U.S. Census

The relative age of the housing stock in Union can be seen in Table 26. This table reveals housing units by the year the structure was built. Additions of new housing units are evident as and the table can give insights into annexations and demolitions of the Town's older housing stock. There are, of course, interesting discrepancies in these data between Censuses. The reporting for housing of particular ages can vary greatly. That is partly due to the limitation of people's knowledge or memory of the age of the housing they live in. However, generally these data are quite useful. For example, 23 percent of the reported housing units were in structures over 30 years old in 1990, while 49 percent of units reported in 2000 were in structures over 30 years, and in 2010 there were 56.5 percent of the reported housing units in structures over 30 years old. Indeed, the median (50% older and 50% newer) year that structures were built was reported to be 1974 (16 years old) in 1990, 1970 (30 years old) in 2000, and 1977 (33 years old) in 2010. Hence, the relative age of the housing stock in Union is getting somewhat older.

TABLE 27
UNITS IN STRUCTURE (housing units) • 1990, 2000 and 2010
Town of Union

1990		2000		2010	
1-unit, detached	666	1-unit, detached	771	1-unit, detached	872
1-unit, attached	84	1-unit, attached	20	1-unit, attached	37
2 to 4 units	99	2 to 4 units	44	2 to 4 units	27
5 to 9 units	0	5 to 9 units	0	5 to 9 units	0
10 or more units	1	10 or more units	0	10 or more units	0

• Source: U.S. Census

Table 27 shows the number of housing units by the number of housing units in the structure. While we know that the percentage of housing units in single-family housing has increased, it appears that since 1990 there has been a significant decrease in all multi-family housing units. It is likely that annexations account for the loss of multi-family housing units.

TABLE 28
HOUSING VALUE owner-occupied units • 1990, 2000 and 2010
Town of Union

1990		2000		2010	
Less than \$50,000	148	Less than \$50,000	33	Less than \$50,000	38
\$50,000 to \$99,000	242	\$50,000 to \$99,000	200	\$50,000 to \$99,000	45
\$100,000 to \$149,000	17	\$100,000 to \$149,000	232	\$100,000 to \$149,000	224
\$150,000 to \$ 199,000	5	\$150,000 to \$ 199,000	57	\$150,000 to \$ 199,000	219
\$200,000 or more	4	\$200,000 to \$299,000	37	\$200,000 to \$299,000	205
		\$300,000 to \$499,000	7	\$300,000 to \$499,000	73

• Source: U.S. Census

TABLE 29
CONTRACT RENT renter-occupied units •1990, 2000 and 2010
Town of Union

1990		2000		2010	
Less than \$250	13	Less than \$200	4	Less than \$200	0
\$250 to \$499	206	\$200 to \$299	4	\$200 to \$299	0
\$500 or more	11	\$300 to \$499	21	\$300 to \$499	25
		\$500 to \$649	41	\$500 to \$649	0

	\$650 to \$749	17	\$650 to \$749	17
	\$750 or more	5	\$750 or more	33

• Source: U.S. Census

Between 1990 and 2010, the median home value in Union increased by 196.6 percent while rents increased by 114.3 percent. In Tables 28 and 29 the distribution of housing values and rents are presented for the 1990, 2000 and 2010 Censuses. These increases are due to a national trend of and a tight market for rental and owner occupied housing in the Eau Claire – Chippewa Falls metropolitan area.

Housing affordability affects low and moderate income households but even households with higher income can face housing affordability issues. Generally, affordable housing is described as housing where the total monthly housing costs does not exceed 30 percent of average monthly household income. Indicators of affordability in the Town of Union are evident in Tables 30 and 31. It can be seen that in 2010 37.6% of owner-occupied housing units are households that exceed the affordability threshold, with 35.7% of rental housing units exceed the threshold. While a person can choose to spend more than 30 percent of their household income on housing costs it is more likely that a person who is in a financial position to own a home would make such a choice than someone who rents. Tables 30 and 31 should be a warning that there are a significant number of Town of Union residents living in both owner-occupied and rental housing who could face housing affordability problems.

TABLE 30		
SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME • 2010		
Town of Union		
	Number	Percent of Total
Less than 20.0 percent	168	30.7
20.0 to 24.9 percent	97	17.7
25.0 to 29.9 percent	77	14.1
30.0 to 34.9 percent	45	8.2
35.0 percent or more	161	29.4

• Source: U.S. Census

TABLE 31		
GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME • 2010		
Town of Union		
	Number	Percent of Total
Less than 15.0 percent	40	35.7
15.0 to 19.9 percent	4	3.6
20.0 to 24.9 percent	19	17.0
25.0 to 29.9 percent	9	8.0
30.0 to 34.9 percent	9	8.0
35.0 percent or more	31	27.7
Not computed	17	---

• Source: U.S. Census

Table 32 presents the U.S. Department of Housing and Urban Development (HUD) Eau Claire County income limits and fair market rents for its housing programs.

TABLE 32
HUD HOUSING PROGRAM INCOME LIMITS (DOLLARS) • 2015
Eau Claire County

Median Family Income (All families)	65,900							
	Family Size (persons)							
	1	2	3	4	5	6	7	8
30% of Median Income (Targeted population for HUD housing programs)	13,850	15,930	20,090	24,250	28,410	32,570	40,900	43,500
Very Low Income (50% of median)	23,100	26,400	29,700	32,950	35,600	38,250	40,900	43,500
Low Income (80% of median)	36,900	42,200	47,450	52,700	56,950	61,150	65,350	69,600
	Number of Bedrooms							
	1	2	3	4				
Fair Market Rent	584	748	1,101	1,141				

• Source: U.S. Department of Housing and Urban Development

TABLE 33
NUMBER OF BEDROOMS renter-occupied units • 2010
Town of Union

1 bedroom	0
2 bedrooms	49
3 or 4 bedrooms	33
5 or more bedrooms	0

• Source: U.S. Census

HOUSING PROJECTIONS

Housing projections are important in estimating residential development in a community. When combined with the community's residential development standard (the average number dwellings per unit of land) the potential amount of land consumed in the future can be predicted. To develop the housing projections requires projecting the growth of the community's population and forecasting the number of persons in the average household in the future. A second component of housing forecasts can be a breakdown of future units into single family and multi-family units. There are a variety of information sources to determine this break down, the Census being one and building permit information which is also collected by the Census Bureau and tabulated by the Wisconsin Department of Administration, Demographic Services.

The household forecast provides what household size is likely to be based on a set of assumptions. These assumptions include:

1. Household size has decreased in Union over the past 30 years
2. Household size has decreased in most urban areas over the past 30 years.
3. Household size will continue to decrease in small metropolitan areas over the next 20 years.
4. Household size in some large metropolitan areas is presently 1.85 persons per household.
5. Household size in small metropolitan areas will eventually reach the present size of large metropolitan households.

6. The Town of Union will continue to see decreasing household size at about the rate that it has decreased in the past 30 years.

The Census for Union suggests that household size decreased by one and one-half person between 1970 and 2010. To produce a household forecast, a trendline from 1970, 1980, 1990, 2000 and 2010 Censuses was created that weights more recent change more than more remote trends.

TABLE 35
HISTORICAL HOUSEHOLD SIZE • 1970 to 2010
Town of Union

	1970	1980	1990	2000	2010
Population	2,355	2,689	2,456	2,402	2,663
Persons per HH	4.28	3.12	2.85	2.79	2.69

Source: U.S. Census, * Wisconsin Department of Administration estimate

The household size projection found in Table 36 predicts that the Town of Union will have significantly smaller sized households in the future. This will result in an increasing demand for housing units as the population grows.

TABLE 36
HOUSEHOLD SIZE FORECAST • 2010 to 2040
Town of Union

	2010	2015	2020	2025	2030	2035	2040
Population	2,663	2,760	2,899	3,038	3,157	3,256	3,350
Persons per HH	2.69	2.65	2.63	2.61	2.59	2.57	2.57

Source: U.S. Census 2000, and Wisconsin Department of Administration estimate

So again, the housing forecast is a function of the population projection (Table 37) and the household size projection (Table 36), as dividing population by the persons per household yields the number of housing units necessary, adjusted for occupancy rates.

TABLE 37
POPULATION FORECAST 2010 to 2040
Town of Union

	2010	2015	2020	2025	2030	2035	2040
	2,663	2,760	2,899	3,038	3,157	3,256	3,350

Source: U.S. Census 2000, Wisconsin Department of Administration and *West Central Wisconsin Regional Planning Commission 2005

Table 38 shows a housing forecast using the trend in household size. It reveals that by the year 2040 the Town of Union will have 1,336 housing units or an annual increase of about five dwelling units.

TABLE 38
HOUSING FORECAST W/ HOUSEHOLD TREND 2010 to 2040
Town of Union

	2010	2015	2020	2025	2030	2035	2040
Population	2,663	2,760	2,899	3,038	3,157	3,256	3,350
Persons per HH	2.69	2.65	2.63	2.61	2.59	2.57	2.57
Housing Units	1,010	1,068	1,130	1,193	1,249	1,298	1,336

Source: U.S. Census 2000, and West Central Wisconsin Regional Planning Commission 2002, and Wisconsin Department of Administration estimate* adjusted for occupied units

As a comparison, a conservative forecast was developed assuming that household size will remain the same. Table 39 depicts that conservative view which predicts that by the year 2040 the Town of Union will have 1,296 housing units or an annual increase of about four dwelling units.

TABLE 39
HOUSING FORECAST W/ HOUSEHOLD STEADY 2010 to 2040
Town of Union

	2010	2015	2020	2025	2030	2035	2040
Population	2,663	2,760	2,899	3,038	3,157	3,256	3,350
Persons per HH	2.69	2.65	2.65	2.65	2.65	2.65	2.65
Housing Units	1,010	1,068	1,121	1,175	1,221	1,259	1,296

Source: U.S. Census 2000, and West Central Wisconsin Regional Planning Commission 2002

* adjusted for occupied units

Table 40 shows the resulting components of the selected housing forecast, comparing the change in housing units with the change in population. It can be seen that while population is projected to increase by 21.4 percent from 2015 to 2040, the number of housing units is expected to increase by 25.1 percent during the same period; attributable to anticipated shrinking household size.

TABLE 40
HOUSING FORECAST W/ HOUSEHOLD TREND 2015 to 2040
Town of Union

	2015-2020	2015-2025	2015-2030	2015-2035	2015-2040
Additional Housing Units	62	125	181	230	268
Housing Units, percent change	5.8	11.7	16.9	21.5	25.1
Housing Units, end of period	1,130	1,193	1,249	1,298	1,336
Additional Population	139	278	397	496	590
Population, percent change	5.0	10.1	14.4	18.0	21.4
Population, end of period	2,899	3,038	3,157	3,256	3,350

Source: U.S. Census 2000, and West Central Wisconsin Regional Planning Commission 2002, Wisconsin Department of Administration

An overview of the final housing forecast is found in Table 40. It shows the distribution and rates of change of the forecasted housing units. The housing forecast using the household trend will be used to produce residential land use projections in the Land Use Element.

TABLE 41
HOUSING FORECAST CHARACTERISTICS 2010 and 2030
Town of Union

	1990	2000	2010	2020	2030	2040
Single-Family Units	750	791	980	1,242	1,603	
% of Total Housing Units	84.2%	90.1%	89.2%	90.4%	91.6%	
Multi-Family Units	100	48	52	58	65	
% of Total Units	11.2%	5.5%	4.7%	4.2%	3.7%	
Mobile Home Units	41	40	43	48	54	
% of Total Units	4.6%	4.6%	3.9%	3.5%	3.1%	
Vacant/Seasonal Units	33	22	24	26	28	

<i>% of Total Units</i>	3.7%	2.5%	2.2%	1.9%	1.6%
Total Housing Units	891	878	1,099	1,374	1,750
<i>Increase in Housing Units</i>	-15	-13	221	275	376
<i>% Change</i>	-1.7%	-1.5%	25.2%	25.0%	27.4%

Source: U.S. Census, and West Central Wisconsin Regional Planning Commission 2005

Table 41 shows housing forecast characteristics by housing type. Hence, the housing forecast predicts little change in multifamily, mobile home or seasonal/vacant housing and that single family housing will become an increasingly important component of the Town's housing stock.

HOUSING PROGRAMS IN EAU CLAIRE COUNTY

EAU CLAIRE COUNTY HOUSING AUTHORITY

HOUSING COST REDUCTION INITIATIVE PROGRAM (HCRI)

The HCRI Program is funded by the Wisconsin Department of Commerce to reduce the housing costs of low- and moderate-income households and encourage the purchase of affordable housing units. The program uses funds to help people stabilize their housing situation, enabling individuals and families to obtain affordable housing.

Program participants are responsible for finding a suitable housing unit. All housing units to be assisted with HCRI funds must be located in Eau Claire County, but outside of the City of Eau Claire, and they must meet federal Housing Quality Standards and local housing standards. In addition to meeting income and other eligibility requirements, all program participants must be in financial need as determined by the Housing Authority.

Security Deposit Loans

No interest security deposit loans can be made to eligible renters. Participants must make monthly payments to the Housing Authority of at least \$25. Although the security deposit loan amount will be based on the actual amount required by the landlord, the maximum security deposit loan is \$500. Preference is given to families also participating in the HODAP Rent Subsidy and/or Section 8 Voucher programs.

HOUSING ORGANIZATION DIRECT ASSISTANCE PROGRAM (HODAP)

Rental Assistance – Short-Term Rent Subsidies

Participant households must qualify as a family: i.e., they must include dependents or an elderly or disabled adult. Monthly income cannot exceed 50% of the county's median income. Preference is given to families with incomes less than 30% of the area median.

The Housing Authority can provide grants for up to six months' rent subsidy, until the Housing Authority has federal Section 8 Housing Choice Vouchers available. The amount of the monthly rent subsidy will be based upon each family paying approximately 30% of their monthly household income toward their rent and utilities (with the Housing Authority paying the

difference between the local fair market rent and the family's share). Rent subsidies are paid directly to the landlord on behalf of the tenant.

Homebuyer Assistance – Down Payment and Closing Cost Loans

No interest, deferred payment loans up to \$4000 are made to eligible renters to obtain a first mortgage for home purchase. Monthly income cannot exceed 80% of the county's median income. Preference is given to families with incomes less than 50% of the area median.

Buyers with incomes less than 50% of the area median must contribute at least \$500 of their own funds; buyers with incomes between 51-80% of the area median must contribute at least \$1000 of their own funds.

HODAP funds will be disbursed directly to the lender, on the buyer's behalf, at the time of loan closing. Eligible closing costs include: loan origination fees, loan discount points, appraisal costs, credit report, title search and preparation costs, title insurance, transfer fees, recording costs and surveyor charges.

Total monthly housing costs and other indebtedness will be evaluated and must be determined to be affordable. Total indebtedness in the property may not exceed 100% of the property's fair market value at the time of closing. The mortgage interest rate may not be 2% or more above the average local lending rate for similar type loans.

The loan must be repaid in full if any interest in the property is transferred other than to a spouse, the housing unit ceases to be the borrower's principal place of residence, the assisted household does not stay current on payment of property taxes, or fails to maintain adequate property insurance.

Buyers must complete pre-purchase education, including real estate transactions & disclosures, the purchase process, Fair Housing Laws, insurance, budgeting, and payment affordability.

SECTION 8 HOUSING CHOICE VOUCHER RENTAL ASSISTANCE PROGRAM

The Section 8 Housing Choice Voucher is a federal program, administered locally to provide rental assistance for qualified families. The Eau Claire County Housing Authority pays rent subsidies directly to the landlord each month for as long as the tenant is living in the unit, or remains a participant in the program, and is based on the tenant's income.

Program participants are responsible for finding a suitable unit. It doesn't matter if the unit is an apartment, duplex, townhouse, mobile home or single-family dwelling. The only requirements are that it be in Eau Claire County, but outside the City of Eau Claire and it must meet the Authority's minimum Housing Quality Housing Standards.

The tenant pays approximately 30% of their adjusted monthly income toward rent and utilities. The Housing Authority pays the difference between the Eau Claire County Payment Standard/Gross Rent and the tenant's share.

HOUSING REHABILITATION LOAN PROGRAM

Homesteading Program

The homesteading program assists low-income renters to become first time homeowners. These rental households cannot currently afford to purchase adequate housing or to purchase substandard housing and undertake the necessary repairs to bring it to decent, safe and sanitary condition.

Under the homesteading program qualified renters purchase homes that are in need of substantial rehabilitation and obtain a first mortgage from a local financial institution for the purchase price. A deferred payment, no-interest loan of up to \$12,000 is provided by Eau Claire County for up to 100% of the cost to bring the home up to federal, state and local building codes. The second mortgage from Eau Claire County does not become payable until the property title is transferred. Equity obtained in the property through the deferred payment loan will be considered by the bank towards the down payment needed to purchase the home.

The combination of not needing a down payment or needing a smaller down payment, purchasing a home in need of substantial rehabilitation, and obtaining a no-interest, deferred CDBG loan for rehab work enables LMI renter households to become first-time home buyers and improve their quality of living conditions and expand housing opportunities in the county.

Rental Rehabilitation Program

The rental rehabilitation program helps to preserve the rental housing stock in Eau Claire County and improve living conditions for low-income renter households. Three-percent interest loans, payable in monthly installments, of up to \$12,000 per housing unit are made to landlords for up to 100% of the cost to bring substandard rental units up to decent, safe and sanitary conditions. Low- and moderate-income landlords may be eligible for a no-interest, deferred payment loan. The rental unit(s) must be rented to low- and moderate-income tenants for the term of the loan or five-years, whichever is less. Rents must also be maintained at levels as determined by the Housing Authority.

Owner-Occupied Housing Rehabilitation Program

No-interest, deferred payment housing rehabilitation loans of up to \$12,000 are available to low- and moderate-income homeowners to finance up to 100% of the cost to remove code violations, improve structural conditions, prolong the life expectancy and otherwise improve living conditions of the housing they occupy. Eligible repairs include siding, windows, plumbing, heating, electrical, roofs and handicapped accessibility. Monthly payments are not required for this program and the loans are not repaid until the property is sold or transferred.

Sanitary Sewer Replacement Fund

No- and low-interest loans are made for up to half the cost of septic system replacement (\$2,500 maximum) to persons who are also eligible to receive Wisconsin Fund grant monies. The loan is repayable in monthly installments.

Emergency Rehabilitation

Similar to the Housing Rehabilitation Loan Program, under the Emergency Rehabilitation Loan program, no-interest loans are available to low- and moderate-income households of up to \$2,500 to make critical repairs to their homes which, if not completed, may jeopardize the immediate health and safety of the home's occupants. Monthly installment payments are required to repay these funds.

FAMILY SELF-SUFFICIENCY PROGRAM

The Family Self-Sufficiency (FSS) Program provides supportive services from local public and private agencies to assist participating families to achieve economic dependence and self-sufficiency. This program operated in conjunction with the Section 8 Rent Subsidy program and the Public Housing Program. Under the FSS Program, the family enters into a "Contract of Participation" that sets forth the provisions of the FSS program, specifies the supportive services to be made available and spells out the responsibilities of the family.

When a participating family's earned income increases during the term of the FSS contract, an escrow account is established for the family. This increase results in a deposit into a savings account on behalf of the family for the difference between the original and current subsidy amounts. The family is eligible to receive these funds (including interest earned) if they satisfactorily complete their contract requirements and are self-sufficient for at least one year before the completion of their five-year contract.

HOPE FOR ELDERLY INDEPENDENCE PROGRAM

This program is offered in conjunction with Section 8 Rent Assistance for county residents, 62 years of age or older and, who need at least three supportive services to assist with daily-living activities such as, assistance with transportation, meals, bathing and housekeeping. The HOPE Program is coordinated by the County's Department on Aging at a cost savings to the participant of at least 90 percent; in addition to the rent and utility subsidy provided under the voucher program. The purpose of the program is to help elderly renters retain their independence, thereby preventing premature institutionalization.

FINANCIAL MANAGEMENT & HOMEOWNERSHIP COUNSELING PROGRAMS

These counseling programs are set up to assist families who wish to get on track with their spending and possibly plan for long term goals like home purchase. Trained housing authority staff will work with families to set up a realistic budget and consider achievable goals.

Families who are interested in homeownership can receive assistance to help improve credit, clear up past debt, deal with bankers, and determine down payment and closing costs needed. Housing staff will help clients understand and determine future housing needs and affordability along with understanding the responsibilities of homeownership.

*WISCONSIN DEPARTMENT OF COMMERCE, DIVISION OF HOUSING & COMMUNITY DEVELOPMENT
HOUSING PROGRAMS*

HOME PROGRAMS

Community Housing Development Organization (CHDO)

A CHDO is an official designation of selected private nonprofit housing development corporations that meet requirements set by the U.S. Department of Housing and Urban Development (HUD). An organization, which is designated as a CHDO can potentially qualify for special project funds, operating funds and technical assistance support associated with the state's HOME Investment Partnership Program (HOME). A CHDO must have in its charter, resolutions or bylaws, a statement that among its purposes is the development of decent housing that is affordable to low and moderate income persons. A CHDO must be community based and have significant representation of low income community residents on the CHDOs board. The regulations requires at least one-third of the governing board's membership be low income residents. A CHDO may be created by a public body provided the nonprofit is not controlled by the public body. For this reason, a CHDO must have a governing body two-thirds of, which are individuals who are acting in a private capacity. In addition, a CHDO must meet the requirement to maintain accountability to low income community residents. This may be done through involvement of local residents or neighborhood organizations in the development of the housing project; or a CHDO may solicit local resident input project by project; or in its general planning, project selection, and development activities. A CHDO must have a demonstrated capacity for carrying out housing development in the geographic area that the organization serves. A CHDO may be required to demonstrate a history of providing housing within its service area. CHDOs can own, develop and sponsor housing development projects for low income persons using HOME funds. A CHDO is considered a developer if the CHDO has contractual authority to acquire, finance, rehabilitate and/or manage the project for the term of affordability and may or may not be the legal owner. A CHDO is considered a sponsor if the CHDO assists another nonprofit to own and manage a project.

The CHDO operating within Eau Claire County is:

Bolton Refuge House, Inc.	Gerald Wilkie	Telephone – (715) 834-0628
P.O. Box 482	Executive Director	
Eau Claire, WI 54702		

HOME-Homebuyer and Rehabilitation Program (HHR)

- The Wisconsin Division of Housing and Community Development (DHCD) has identified homeownership and the conservation of quality owner-occupied and rental housing as top priorities for allocating federal and state housing resources. A program was established to provide essential home purchase assistance and necessary home rehabilitation, and other vital improvements for dwelling units occupied by low- and moderate-income households.

The source of funds is the U.S. Department of Housing and Urban Development (HUD) HOME Investment Partnerships Program (HOME), and the American dream Downpayment Initiative (ADDI) program. The Wisconsin Department of Commerce, DHCD awards these funds to local units of government and local housing organizations through a biennial funding cycle.

Eligible applicants for funds under the HHR program include:

- The governing body of a village, city, town, or county;

- The governing body of a federally-recognized American Indian tribe or band in the State of Wisconsin;
- A public agency or nonprofit organization;
- Faith-based or religious organizations, as long as the funds are not used to support inherently religious activities.

The program is designed to provide funding for three HOME-eligible activities:

- **Homebuyer assistance:** Direct assistance may be provided to eligible homebuyers for acquisition (down payment and closing costs), acquisition and rehabilitation, or new construction. Grantees may utilize the funds to construct housing for sale to low- and moderate-income (LMI) homebuyers (household income at or below 80% County Median Income).
- **Owner-occupied rehabilitation:** Funds are provided for making essential improvements to single-family homes serving as the principal residence of LMI owners. Eligible costs include energy-related improvements, accessibility improvements, lead-based paint hazard reduction, and repair of code violations.
- **Rental rehabilitation:** Funds are provided to landlords for making essential repairs to units rented to tenants at or below 60% of the county median income. Landlords are required to lease HOME-assisted units at or below the HUD published Fair Market Rent (FMR) for the county.

HOME Homebuyer and Rental Rehabilitation funds, including ADDI, total approximately \$12 million for the biennial funding cycle. Grants to eligible applicants will be awarded only in an amount commensurate with the scope of the proposed program and the applicant's capacity.

- Information regarding the HHR Program may be obtained by contacting Betty Kalscheur at (608) 267-6904.

Home Single-Family Housing Program (HSF)

The HOME Single-Family Housing (HSF) program is designed to provide funding to assist low- and moderate-income (LMI) homebuyers and homeowners to secure and maintain safe, decent, affordable housing. The program is part of the Bureau of Housing, Division of Community Development, Wisconsin Department of Commerce. Eligible costs covered by the program include:

- Homebuyer assistance to acquire a single-family home, including: down payment and closing costs, gap financing, new construction, essential rehab at the time of purchase.
- Homeowner assistance for essential improvements to the home, including: structural repair, energy-related components, accessibility improvements, lead-based paint hazard reduction/removal, and repair of code violations.
- Organizations that are eligible to complete for HSF funding include local governments, federally recognized American Indian tribes/bands, housing authorities, non-profit and for-profit corporations, and faith-based organizations. Eligible homebuyers/owners must have household incomes at or below 80% of County Median Income (CMI) and the property must be the primary residence of the owner.

Information regarding the current HOME Single-Family Housing Program may be obtained by calling Betty Kalscheur at 608-267-6904.

Rental Rehabilitation Program

- The HOME Rental Rehabilitation Program (RRP) assists existing residential rental property owners in obtaining low interest loans to help defray rehabilitation expenses. Loans may be for up to 75% of the cost of repairs. The loans are available through selected local non-profit and local government sponsors that compete annually for funds. Owners are required to lease HOME-assisted units at or below HUD determined Fair Market Rent (FMR) levels and keep them affordable for a specified time based on the amount of HOME assistance. At least 90% of the units assisted under this program must be occupied by households with incomes at or below 60% of the County's Median Household Income. The average cost of repairs for a HOME-assisted project must be between \$1,000 and \$24,999 per unit. This program is part of the Bureau of Housing, Division of Community Development, Wisconsin Department of Commerce. It is federally funded through HUD's HOME Investment Partnership Program (HOME).
-
- Information regarding the current Rental Rehabilitation Program may be obtained by contacting Sandi Capps at (608) 267-6908.

Rental Housing Development

The Rental Housing Development (RHD) Program assists eligible housing organizations, particularly Community Housing Development Organizations (CHDOs), with funds to develop affordable rental housing. For-profit corporations may partner with the above-mentioned groups or directly apply for these funds. The funds must serve households at or below 60% of the County Median Income (CMI). Projects receiving HOME funds are subject to rent limitations for a specified period. Funds may be used for acquisition, rehabilitation and new construction activities. Application and Program Guide are available below and accepted as long as the supply of funds lasts. Application submission dates are quarterly. This program is part of the Bureau of Local Development, Division of Housing and Community Development, Wisconsin Department of Commerce. It is federally funded through HUD's Home Investment Partnership's Program (HOME).

- Information regarding the Rental Housing Development Program may be obtained by contacting Meryl Lesch at (608) 267-6912.

COMMUNITY DEVELOPMENT BLOCK GRANT

CDBG-Small Cities Housing Program

The Wisconsin Community Development Block Grant (CDBG) program, administered by the Wisconsin Department of Commerce, Division of Housing and Community Development (DHCD), provides grants to general purpose units of local government for housing programs which principally benefit low and moderate income (LMI) households. CDBG dollars are flexible and responsive to local needs. In addition to addressing LMI housing needs, CDBG can be used to leverage other programs or serve as a local match. The grant also can be used as an incentive to involve the private sector in local community development efforts or to respond to

area needs. Often the CDBG program serves as a catalyst for other community development projects.

General purpose units of local government (i.e., towns, villages, and cities with populations of less than 50,000 and counties other than Milwaukee, Waukesha, and Dane) are eligible to apply. Applications may be submitted individually or jointly with another jurisdiction where mutual action is needed to solve a shared problem. Special purpose units of government such as redevelopment authorities, housing authorities, and sanitary districts cannot apply but may be chosen by grantees to operate the program. Indian tribes are not eligible because there is a special Indian Block Grant Program administered directly by the U.S. Department of Housing and Urban Development.

Eligible activities include:

- Rehabilitation of dwelling units.
- Removal of architectural barriers.
- Homeownership opportunities for renters.
- Payment of relocation costs and benefits.
- Small public facilities projects.
- Demolition or removal of buildings so site can be used for LMI housing.
- Conversion of buildings into LMI dwelling units.
- Acquisition of real property for the construction of LMI housing with other sources of funds.
- Site improvements for the construction of LMI housing with other sources of funds.

Housing proposals will be funded in order to upgrade the quality and expand the supply of decent, safe, and sanitary housing for LMI households. Successful programs have included residential rehabilitation (including accessibility improvements for persons with disabilities); conversion of commercial property to residential units; assistance to LMI renters to become homeowners; and small public facilities projects.

- Under the Rehabilitation program available funding is approximately \$7million per year with the average 22-month grant being approximately \$450,000. Under the Development Project program a minimum of \$750,000 is available annually. While the grant ceiling establishes the maximum which may be requested, individual grants will be awarded only in amounts commensurate with the size of the community, the capacity to complete the work in a timely manner and the scope of the proposed program.

Information regarding the CDBG-Small Cities Housing Program can be obtained by contacting Joanna Schumann at (608) 261-6535.

CDBG-Emergency Assistance Program (CDBG-EAP)

The Community Development Block Grant Emergency Assistance Program (CDBG-EAP) is a special program designed by the Division of Housing and Community Development (DHCD) to assist local units of government that have recently experienced a natural or manmade disaster. Funded from the Division's annual CDBG allocation, the program provides funds to address

housing and community needs which occur as a direct result of natural or manmade disasters. Communities may apply to DHCD within 60 days of the date of the disaster.

Eligibility:

- Cities, towns, counties and villages with populations less than 50,000 and all counties except Milwaukee, Waukesha, and Dane.
- Residents of the municipality awarded CDBG-EAP funds may receive assistance if their dwelling was damaged by the disaster.
- Municipality will be required to give preference to those households with incomes at or below 80% of the county median.
- Infrastructure affected by natural disaster

Eligible Activities:

CDBG-EAP funds may be used to address damage caused by the disaster, including:

- Repair of disaster related damage to the dwelling unit, including repair or replacement of plumbing, heating, and electrical systems. CDBG-EAP funds may be used to reimburse owners for repairs that have been made in direct response to the disaster for up to 50% of the pre-market equalized assessed value.
- Acquisition and demolition of dwellings unable to be repaired.
- Downpayment and closing cost assistance for the purchase of replacement dwellings. Assistance is limited to 50% of the pre-market equalized assessed value.
- Streets
- Sidewalks
- Community Centers
- Publicly owned utility system repairs

CDBG-EAP funds *may not* be used for:

- Repairs or other costs covered by insurance or other federal or state assistance.
- Cleaning.
- Replacement of furniture, food, clothing or other personal items.
- Any repairs not directly related to the disaster.

Funding:

- A maximum of \$500,000 may be awarded to a local unit of government to address emergency housing conditions, or damaged public facilities.
 - Residents of the community awarded CDBG-EAP funds may receive assistance if their dwelling was damaged by the disaster and if their household income doesn't exceed the income limit established for their county (100% of the County Median Income).
-
- Information regarding EAP may be obtained by contacting Jack Sanderson at (608) 267-0317.

SPECIAL NEEDS - HOMELESS

Critical Assistance Program (CA)

The Critical Assistance Program (CA) was created in 2004. Comprised of Bureau of Supportive Housing funds formerly known as Housing Cost Reduction Initiative (HCRI) and Housing

Opportunities Direct Assistance Program (HODAP) funds are designed to provide direct financial assistance to reduce the housing costs of low- and moderate-income households. Grant awards include administrative funds to support the housing activities, and may be used to provide housing counseling as well as staff salaries and other administrative necessities. Prevention of homelessness is an important part of the HUD Continuum of Care philosophy however it is not an allowable activity for funding through the HUD Continuum of Care Supportive Housing Program. Therefore, the Bureau of Supportive Housing (BSH) plans to use \$500,300 to fund prevention activities including services that are concerned with housing counseling and eviction or foreclosure prevention in those parts of the state that are not served using HUD Emergency Shelter Grant or State funded Homeless Prevention funds. The BSH encourages the coordination of CA prevention activities with existing local programs and expects the applicant agency to collaborate with agencies in local communities for the delivery of homelessness prevention services.

Eligible CA activities include:

- Rent and Security Deposits

Grantees may provide rental assistance to households in the form of security deposits, short-term rental subsidy, and/or utility costs.

- Foreclosure Prevention

Homeowners may receive assistance with payment of principal and interest on a mortgage loan that is in arrearage, property taxes, and utility arrearages. The homeowner must show the ability to make future payments.

The grantee agency may use up to 15% of the award for administrative funds to support the housing activities.

Information regarding the Critical Assistance Program may be obtained by contacting Judy Wilcox at (608) 266-9388.

- **Emergency Shelter Grant/Transitional Housing Grant/Homelessness Prevention Program (ESG/THP/HPP)**

Authorized by HUD under the Stewart B. McKinney Homeless Assistance Act, the Emergency Shelter Grants (ESG) are to be used to improve the quality of emergency shelters for the homeless, make additional emergency shelters available, meet the costs of operating emergency shelters, and provide prevention programs and essential social services to homeless individuals and families. The shelter programs serve a broad range of homeless interests, including shelters for victims of domestic violence, runaway adolescents, and persons with disabilities, etc.

Any city, county, tribe, or private nonprofit agency (if its project receives an approval certification by the local government) may apply for and receive funding for its emergency shelter program. There are specific requirements for participation by religious organizations. DCD currently administers the application and contract process (including the required Environmental Impact Assessment), monitors the work of the sub grantees, and files appropriate reports with the Department of Housing and Urban Development (HUD). Grant award recipients must comply with all federal requirements as detailed in the grant agreement. These include nondiscrimination and equal opportunity requirements. Grant amounts, moreover, may not be used to renovate, rehabilitate, or convert buildings owned by pervasively

religious organizations unless specific safeguards are established to protect the public investment.

The following are major program requirements:

- Each city, county, or private nonprofit agency must match its emergency shelter grant with an equal amount of funds from other sources. In the case of the balance of state agencies, an adjusted amount reflects the \$100,000 exemption by the federal government of the required match for those agencies, which find it a hardship to provide the dollar for dollar match.
 - Any grantee receiving ESG funds for shelter operations and essential services must maintain the shelter building for as long as federal assistance is received. Any grantee receiving ESG funds for rehabilitation must maintain the shelter building for at least three years. Any grantee receiving ESG funds for major rehabilitation or conversion must use the building as a shelter for at least ten years.
 - Private nonprofit ESG recipients must provide assistance to homeless individuals to help them in obtaining appropriate support services and public and/or private assistance available to them.
 - Participation in the statewide Homeless Management Information System (Wisconsin ServicePoint) is a requirement.
- Applicants are strongly urged to collaborate within their areas of service to ensure the availability of a comprehensive continuum of services for individuals and families affected by homelessness.

Emergency shelter funds may be used for one or more of four categories of eligible activities:

Renovation, major rehabilitation or conversion of buildings for use as emergency shelters for the homeless.

Prevention programs, up to 30% of the funds may be used for prevention programs.

Provision of essential services concerned with employment, physical health, mental health, substance abuse, education, or food (up to 30 percent of the funding may be taken from the aggregate amount of the grant that is given to the state or local government and used for essential services).

Payments for maintenance, operation costs (exclusive of staff), rent, insurance, utilities, and furnishings.

- The amount of federal funding for ESG varies, but for the past few years it has been approximately \$1.8 million. All of the HUD funds received are distributed to Milwaukee Metro Counties, Other Metro Counties, and the Balance of State according to a specific formula. Since 1996, funds from the Interest Bearing Real Estate Trust Account (IBRETA) program have been added to the HUD ESG allocation to expand the available dollars. \$375,000 for the Transitional Housing Grant and \$1.4 million for HPP will be added to the pool of funds.

Funds will be made available in a combined application, the state THG/HPP program and the HUD ESG will be combined as a single application process for both grants. Information regarding the availability of the application will be posted on the DHCD website.

Information regarding ESG/THP/HPP may be obtained by contacting Judy Wilcox (608) 266-9388.

Housing Opportunities for People with AIDS

The Housing Opportunities for Persons with AIDS (HOPWA) program is authorized by AIDS Housing Opportunity Act (AOHA) and amended by the Housing and Community Development Act of 1992 (Pub. L. 102-550 approved October 28, 1992). It is designed to provide eligible applicants with program and administrative resources for meeting the housing needs of persons with acquired immunodeficiency syndrome or related diseases and their families. HOPWA funds may be used to assist all forms of housing designed to prevent homelessness including emergency housing, shared housing arrangements, apartments, single room occupancy (SRO) dwellings, and community residences. Appropriate services must be provided as a part of any HOPWA assisted housing, but HOPWA funds may also be used to provide services independent of any housing activity.

Any non-profit organization or governmental housing agency is an eligible applicant. There are specific requirements for participation by religious organizations. The Division of Housing and Community Development administers the application and contract process (including the required Environmental Impact Assessment), monitors the work of grant recipients and files required reports with the Department of Housing and Urban Development.

The following activities may be carried out with HOPWA funds:

- Housing information services including counseling and referral to assist eligible persons to locate, acquire, finance and maintain housing.
- Resource identification to establish, coordinate and develop housing assistance resources for eligible persons.
- Acquisition, rehabilitation, conversion, lease and repair of facilities to provide housing and services and SRO or community residence new construction.
- Project or tenant based rental assistance, including assistance for shared housing arrangements. Short term rent, mortgage and utility payments to prevent the homelessness of tenants or mortgagors of dwellings.
- Supportive services including, but not limited to, health, mental health, assessment, permanent housing placement, drug and alcohol abuse treatment and counseling, day care, nutritional services, intensive care when required and assistance in gaining access to local State and Federal government benefits and services.
- Technical assistance in establishing and operating a community residence.
- Grant award recipients must comply with federal requirements in 24 CFR part 574 -- Housing Opportunities for Persons with AIDS. These include standards for supportive services and housing quality as well as non-discrimination and equal opportunity requirements.

Approximately \$400,000 is available for HOPWA programs annually. In the balance of state area funds are distributed in response to an application process. Contracts are scheduled to start October 1 of each year and they may be multi-year agreements.

Information regarding the HOPWA Program may be obtained by contacting Judy Wilcox at (608) 266-9388.

WISP - an HMIS for Wisconsin

An HMIS is a Homeless Management Information System, a computerized data collection tool specifically designed to capture client level system wide information over time on the characteristics and service needs of men, women, and children experiencing homelessness. The WI site is called WI ServicePoint or WISP for short. All questions about WI ServicePoint should be sent to: SPhelp@commerce.state.wi.us

STATE PROGRAMS

- **Interest Bearing Real Estate Trust Accounts Program (IBRETA)**
- Since 1993, Wisconsin Statutes require real estate brokers to establish interest-bearing real estate trust accounts for the deposit of all down payments, earnest money and other trust funds received by the broker and related to the conveyance of real estate. Banks and other depository institutions remit the interest from the IBRETA accounts, approximately \$200,000 to \$300,000 annually, to the State. The Dept. of Commerce, Division of Housing and Community Development uses these funds to augment existing emergency and transitional homeless programs. IBRETA dollars, partially fund grants to organizations that provide shelter or services to homeless individuals or families.

State Shelter Subsidy Grant Program

- The State Shelter Subsidy Grant Program (SSSG) This program provides up to 50% of an emergency shelter or voucher program's annual operating budget. These funds are available to programs with additional funding needs due to renovation/expansion of an existing shelter facility, the development of an existing building into a shelter facility, the expansion (or development) of shelter services or the inability of a shelter program to obtain adequate funding to continue an existing level of service. Estimates of the homeless population in Wisconsin range from 29,000 to 34,000. The emergency shelter programs funded by the State Shelter Subsidy Grant Program provided approximately 398,000 nights of shelter to 24,000 persons annually.
- An eligible applicant may be a county or municipal governing body or agency, a community action agency, or other private non-profit organization. Only generic emergency facility or voucher programs are eligible. Individuals and families who are homeless are eligible for shelter and related services Domestic Abuse and Runaway shelters are not eligible.
- The \$1,131,000 annual state appropriation is shared among Milwaukee County, Dane County, and balance of state areas and is available for three pre-determined allocations based on shelter use within each area. Grant amounts, which range from \$1,100 to \$60,000, are enhanced through the use of funds from the Interest Bearing Real Estate Trust Account (IBRETA) funds. In many areas, a local shelter or service provider is the designated lead agency which works with other shelters to develop a plan for distributing funds earmarked for that community. This plan is submitted in their application to Division of Housing and Community Development (DHCD) and must be endorsed by all shelters in that community. The grant to the lead agency may not exceed 50% of the participating shelters combined

operating budgets. The balance of state shelter programs apply directly to DHCD for a grant. Funds are distributed by formula to all eligible applicants. The formula is based on the estimated number of shelter nights each applicant provides compared to the total number of shelter nights the balance of state agencies estimate they will provide. No applicant may receive a grant greater than 50% of its operating budget. The grant cycle for this program begins in late summer, when notices of available State Shelter Subsidy funding are sent to potential grantees. Applications are available on the DHCD website, by e-mail, diskette and hard copy. Applications are due to DHCD in fall and grant contracts begin in January.

Information regarding the SSSG Program may be obtained by contacting Patti Glassburn at (608) 266-8273.

Wisconsin Fresh Start

- The Wisconsin Fresh Start Program (WFS) awards funds to agencies to establish and sustain programs based on the Operation Fresh Start, Inc., service model. The program is designed to provide on-site housing construction and rehabilitation work experience, off-site academic classes and supportive services for at-risk young people. The program provides young people with education, employment skills and career direction leading to economic self-sufficiency. The purpose of the replication effort is to establish comparable projects throughout the state using the Operation Fresh Start program in Madison as the model. The program aims to increase the self-esteem and self-sufficiency of youths and young adults (ages 16 to 24) who evidence alcohol and other drug abuse problems; poor health and nutrition; low educational achievement; poor employment history; physical, sexual and emotional abuse or criminal histories. The program offers an educational component where participants complete classes leading to a high school equivalency diploma and a vocational component where participants learn basic home construction, rehabilitation and remodeling skills. An additional focus of the work component of the program is to rehabilitate substandard housing into well-built, mechanically sound and affordable dwellings for low- and moderate-income residents. This program is part of the Bureau of Housing, Division of Community Development, Wisconsin Department of Commerce. It is funded through a variety of federal, state and local funding sources.

Information regarding the Fresh Start Program may be obtained by calling Pdraic Durkin (608) 267-2737.

NEW HOUSING DEVELOPMENT

New residential development is necessary to address the community's housing needs. The Town of Union has substantial vacant lands zoned to accommodate new residential development. Land use projections in the Land Use Element predict that the Town has sufficient land zoned to accommodate the anticipated growth in residential development. The City of Eau Claire has residential density standards that can be enforced in the Town that are more restrictive than those envisioned by the Town.

However, other factors contribute to where residential development does indeed occur. Lifestyle preferences and economics influence people's decision when selecting where to invest in

residential property. The Town of Union has followed a program of residential development management that includes administration of subdivision ordinance and participation in Eau Claire County Zoning. Proposed changes to these ordinances outlined in the Implementation Element will assist the community to provide adequate housing to meet future needs. The Land Use Element also identifies areas in the Town appropriate residential development.

NEIGHBORHOOD PRESERVATION, REHABILITATION AND RESTORATION

Preservation, rehabilitation and restoration of the newer subdivisions and older residential areas of the Town is of some concern. Affordable housing for people of all ages and incomes is a goal of the community and it will be necessary to promote existing residential areas, support County housing programs and establish zones for new compatible residential uses.

Competition from residential developments outside the Town will threaten its ability to attract residents. The Town needs to work with the City of Eau Claire to ensure that the Town will not be bypassed for rural residential development because of restrictive City policies affecting the Town, and that residential developments that do occur near the City can be easily transitioned into the urban environment when municipal services become available. Creating a supply of affordable housing for young families and retirees, and maintaining traditional rural housing are plan objectives as well.

GOALS, OBJECTIVES AND POLICIES

GOAL

- 1) Provide a range of safe, high-quality, and affordable housing choices that meet existing and future housing demand in the Town of Union, consistent with the rural nature of the community.

OBJECTIVES

- 1) Ensure adequate land is planned for low-density residential development and make provisions for higher-density clusters to preserve farmland and accommodate transitions to urban areas.
- 2) Preserve rural character by utilizing existing transportation routes and encouraging conservation subdivision design and the protection of productive agriculture and natural features.
- 3) Encourage a range of safe, accessible, quality housing development and housing stock that meets the needs of residents of all demographic and socio-economic categories, including young families, the disabled and seniors.

POLICIES

- 1) Encourage residential developments in areas closest to existing roadways to minimize the construction of new roads.
- 2) Discourage new home development on productive farmland and environmentally sensitive areas, including hilltops and slopes greater than 20%.
- 3) Promote Eau Claire County home ownership and rehabilitation programs to help increase housing affordability and quality.

THE TRANSPORTATION ELEMENT

The Transportation Element is a collection of objectives, policies, goals, maps, and programs to guide the future development of the various types of transportation, and includes highways, transit, transportation systems for person with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation.

This element shall:

- Compare the Town's objectives, policies, goals and programs to state and regional transportation plans.
- Identify highways within the township by function; and
- Incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway studies, urban and rural area transportation plans, airport master plans and rail plans that apply in the township, transportation corridor plans, county highway studies, urban and rural area transportation plans, airport master plans and rail plans that apply in the township.

OVERVIEW

The Town of Union has:

- 44.39 miles of town roads
- 25.34 miles of county roads
- 7.96 miles of Federal Interstate (1-94)
- 1.64 miles of U.S. Highway (U.S. 12), and
- 1.52 miles of State Highway (STH 312).

All roads mentioned above are paved, except for 0.72 miles of Town Road. These roads contain numerous structures (bridges, culverts), all of which require periodic maintenance.

These roads can be classified into four categories:

- Principal (major) arterials
- Secondary (minor) arterials
- Collectors (major and minor); and
- Local roads

Mandate: To provide safe and efficient transportation for people using the roads in the Town of Union.

The state contracts with Eau Claire County to do the maintenance on state and federal highways, such as patching and snow plowing; major repair or building is let to private contractors.

County trunk highways are maintained by Eau Claire County. The County is under contract with the Town of Union for snowplowing of town roads. The County also does the maintenance on the town roads as directed by the Town Board.

Private developers are responsible for construction of all roads and other expenses that may occur as a result of development, including any necessary modifications of existing roads within the Town. Prior to citizen use of the developer's road infrastructures, all such right-of-way construction must be determined acceptable to the Town Board. The developer, at his expense, shall subsequently then sign the road infrastructure to the Town of Union. The Town will then maintain the road infrastructure as part of its road system. Any street lighting or sidewalks associated with the development shall be installed and maintained by owner(s) of the development.

The Town Board makes an annual inventory of all town roads every spring. This information is being put into the WISLR (Wisconsin Information System for Local Roads) and PASER (Pavement Surface Evaluation & Rating) systems to provide long range road data.

Recreational trails will not be the responsibility of the Town. All such trails, however, shall conform to rules and standards set by the Town. Recreational trails may be developed by private clubs, but only after obtaining right-of-way from property owners (private and government) and showing proof of insurance or providing a liability waiver that releases property owners and Town of all liability in the event of personal and/or property damages as a result of trail use.

FIGURE 4

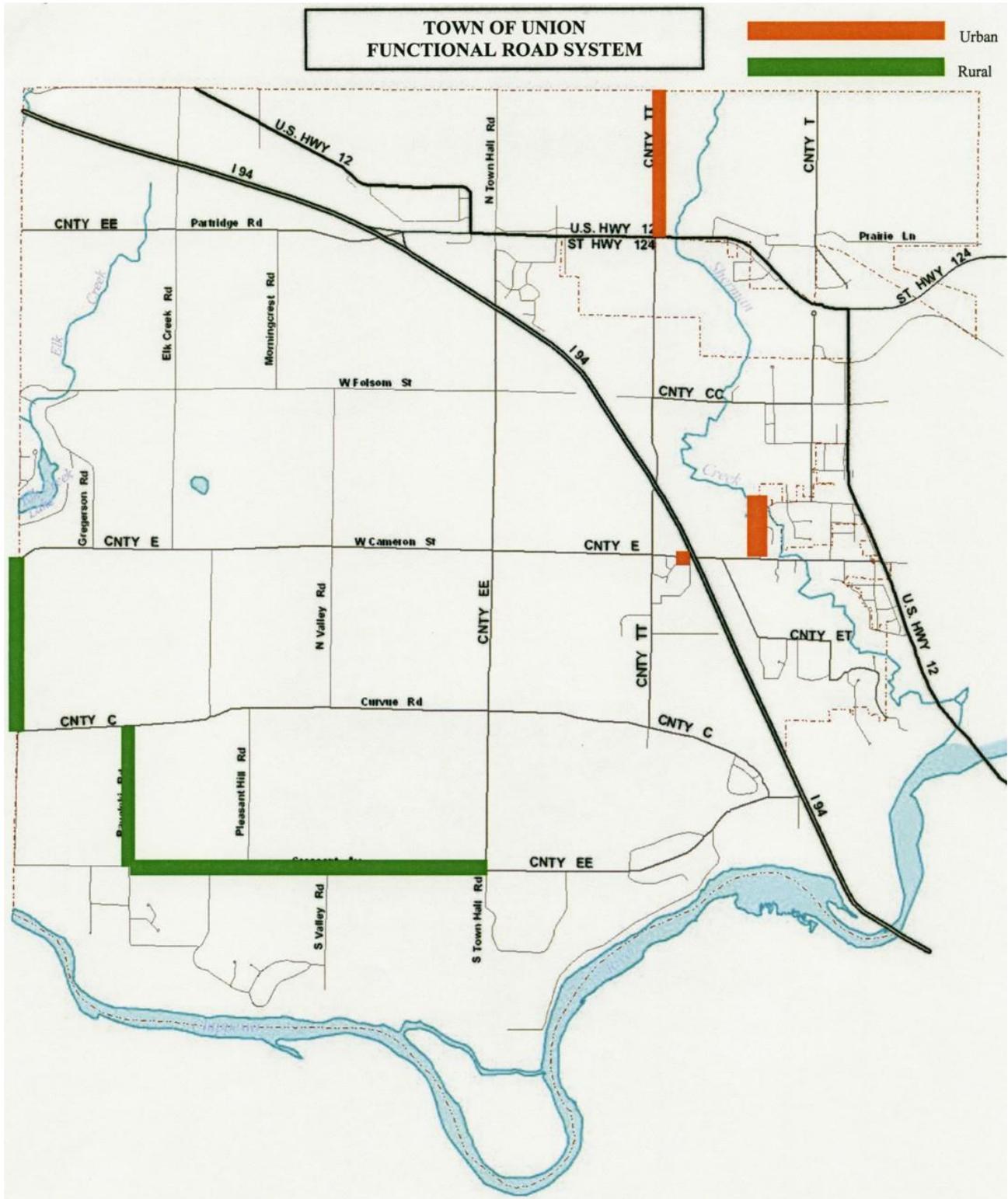


FIGURE 5

**TOWN OF UNION
FUNCTIONAL ROAD SYSTEM**

CLASSIFICATION

Urban 

1. Cameron St.: I-94 overpass to Warden St. (0.02 mi.) Urban Minor Artery.
2. West Vine St.: Sherman Creek to CTH "E": (0.38 mi.) Urban Collector.
3. Kane Rd.: North Crossing to County Line Rd. (1.00 mi.) Urban Collector.

Rural 

4. N. Buena Vista Dr. - CTH "E" to CTH "C" (1.25 mi.) Rural Collector.
5. Pavelsi Rd.: CTH "C:" to Crescent Ave. (0.90 mi.) Rural Collector.
6. Crescent Ave.: Pavelski Dr. to CTH "EE" (2.25 mi.) Rural Collector.

TRANSPORTATION IMPROVEMENT PROGRAM

Reference is made to the already existing program and the relevant portions that will effect our road system:

- MPO Long Range Transportation Plan, 1995 - 2020
- MPO Bicycle Transportation Plan, 1995 - 2020
- Chippewa Falls/Eau Claire Urban Sewer Service Plan - 2010
- Town of Union Land Use Plan
- Eau Claire Energy Cooperative Growth and Development Profile
- City of Eau Claire Comprehensive Growth and Development Plan (Current)
- Eau Claire County Land Use Plan
- Eau Claire County Zoning
- Wisconsin Department of Transportation Six Year Highway Improvement Program
- Eau Claire County Highway Improvement Program

Rail Inter-city rail

Air Chippewa Valley Regional Airport (Airports in the Twin Cities)

Transit Eau Claire County Specialized Transportation

Bus Inter-city bus: Greyhound, located at MacDonald's, Exit 59 of I-94
Airport Transportation shuttle to MSP Airport

Intra-city bus: Eau Claire Transportation Company (see attached map/schedule)

FIGURE 6

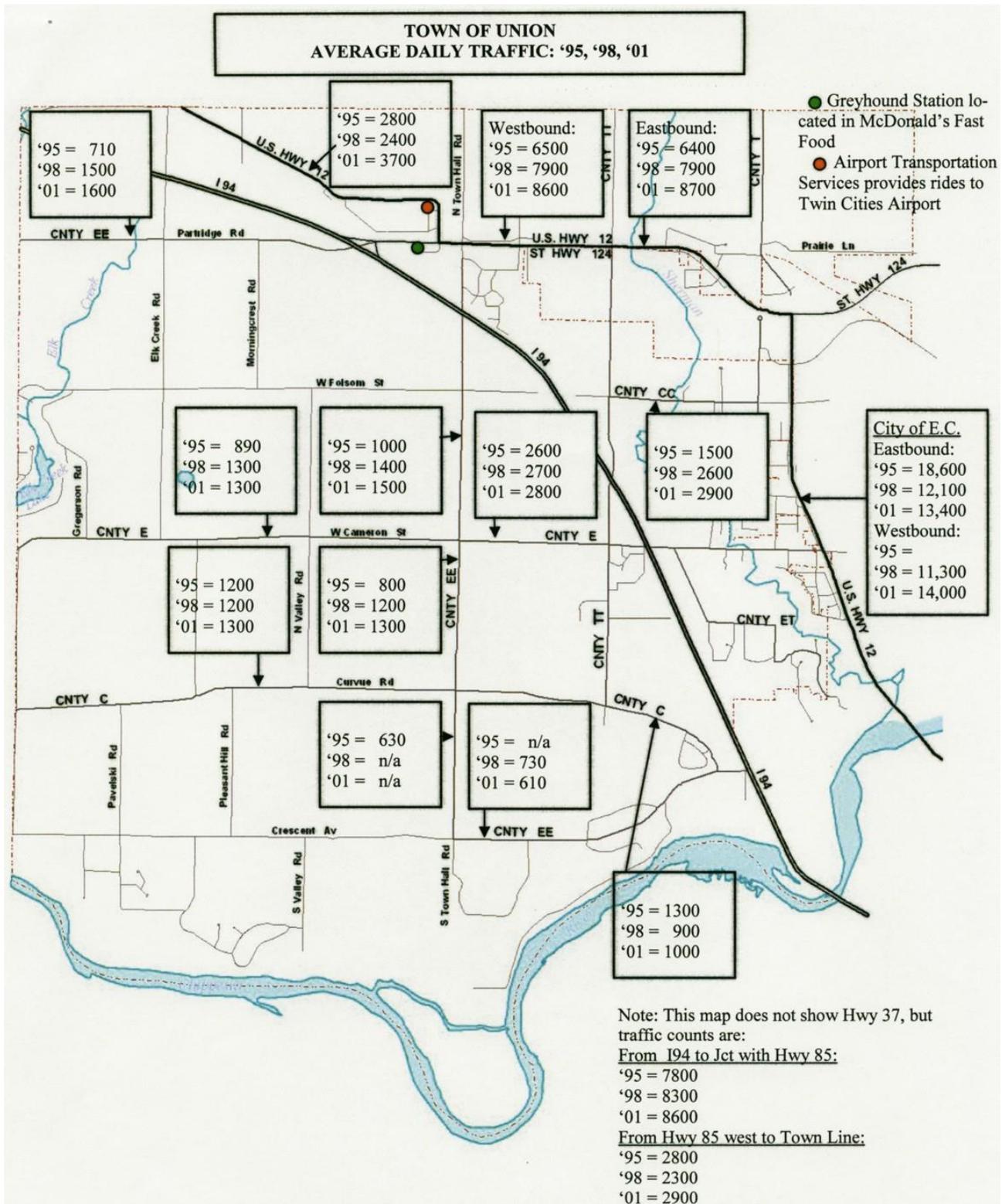


FIGURE 7

Town of Union Eau Claire County, Wisconsin Functional Classification & Improvement Map



FIGURE 8

Town of Union Eau Claire County, Wisconsin Average Daily Traffic Map

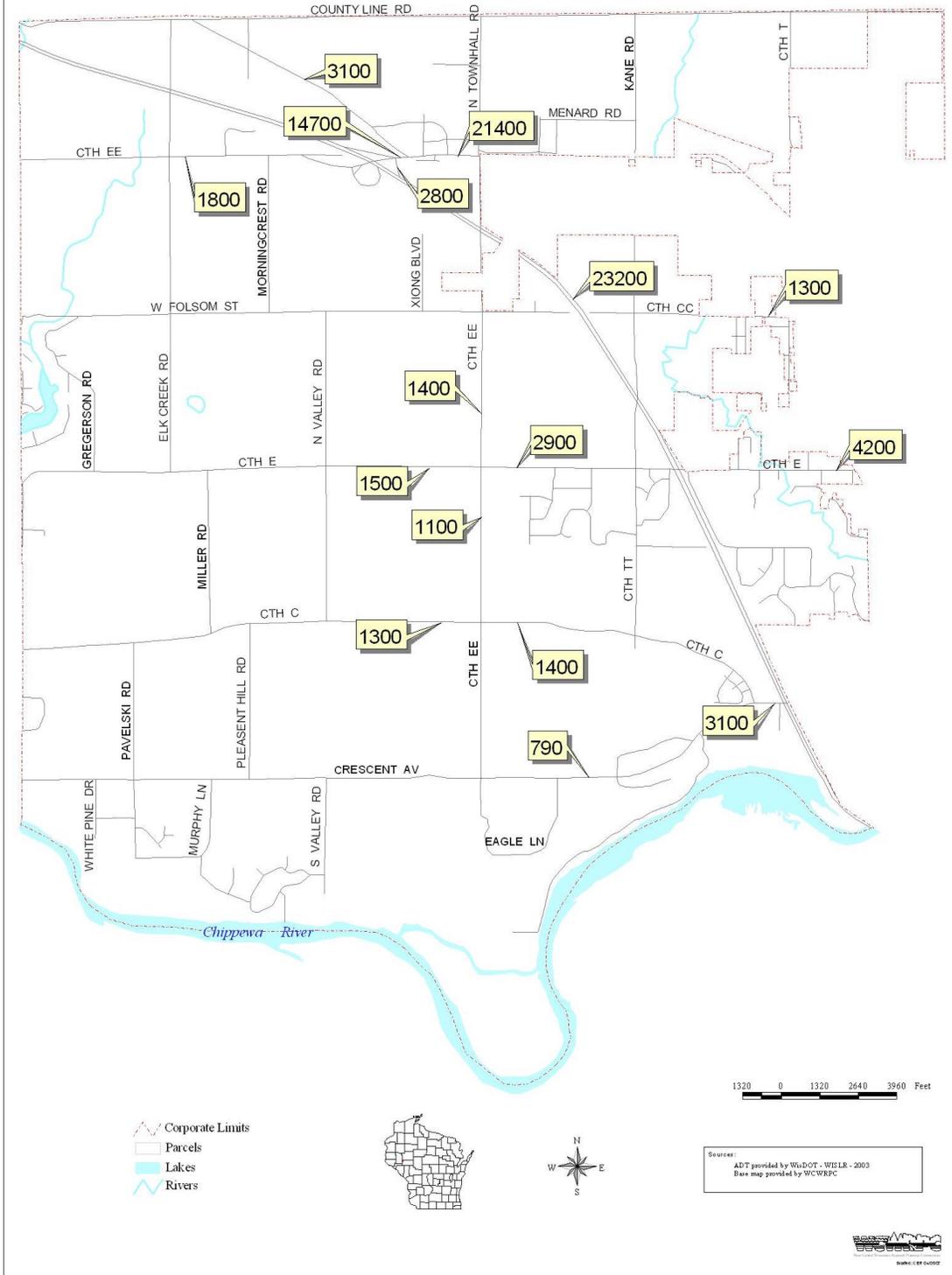
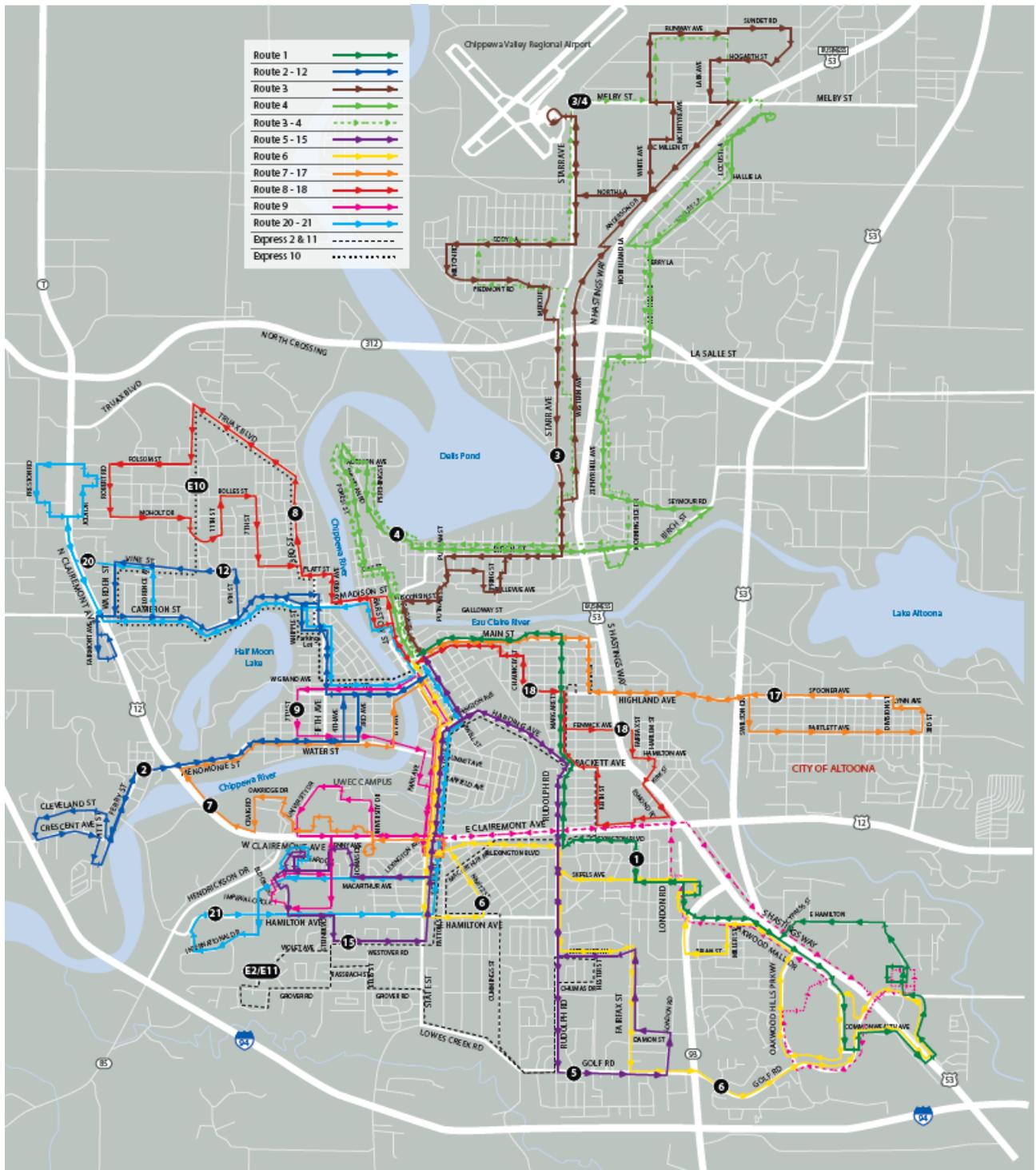


FIGURE 9 EAU CLAIRE AREA BUS ROUTES



TRANSPORTATION

Additional Facilities Information

1. City of Eau Claire Transit buses run along the eastern boundary of the Town.
2. Taxi service is available from the City of Eau Claire to approximately 2 miles into the Town.
3. Greyhound bus service is available from the McDonald's at I-94 exit 59 in the Town.
4. Passenger shuttle service is available to the Minneapolis/St. Paul International Airport from Eau Claire Passenger Service at I-94 exit 59 in the Town.
5. There is a Park and Ride facility at I-94 exit 59 in the Town.
6. Bicycle lanes (paved shoulders) are provided on some County Highways in the Town.
7. Pedestrian lanes are provided on some County Highways in the Town.
8. The Union Pacific has a rail line which services the commercial/industrial park area in the northern section of the Town.
9. The Minneapolis/St. Paul International Airport is approximately 96 miles west of the Town following I-94 west then I-494 west.
10. Tender Care Transport and Abby Van Service are available in the Town for special needs residents transportation.
11. There is no commercial water transportation in the Town. The nearest water-borne shipping and break-of-bulk points are barge traffic on the Mississippi River about 45 miles southwest of the Town.

Statewide Transportation Plans

Translink 21

This statewide multi-modal transportation plan designated to guide the State transportation policy, programs and investments through the year 2000, was mandated by the federal government in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and subsequent TEA21.

On June 9, 1998, the President signed into law PL 105-178, the Transportation Equity Act for the 21st Century (TEA-21) authorizing highway, highway safety, transit and other surface transportation programs for the next 6 years. Subsequent technical corrections in the TEA 21 Restoration Act have been incorporated; thus, the material presented here reflects the combined effects of both Acts and the two are jointly referred to as TEA-21.

TEA-21 builds on the initiatives established in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), which was the last major authorizing legislation for surface transportation. This new Act combines the continuation and improvement of current programs with new initiatives to meet the challenges of improving safety as traffic continues to increase at record levels, protecting and enhancing communities and the natural environment as we provide transportation, and advancing America's economic growth and competitiveness domestically and internationally through efficient and flexible transportation.

Significant features of TEA-21 include:

- Assurance of a guaranteed level of Federal funds for surface transportation through FY 2003. The annual floor for highway funding is keyed to receipts of the Highway Account of

the Highway Trust Fund (HTF). Transit funding is guaranteed at a selected fixed amount. All highway user taxes are extended at the same rates when the legislation was enacted.

- Extension of the Disadvantaged Business Enterprises (DBE) program, providing a flexible national 10 percent goal for the participation of disadvantaged business enterprises, including small firms owned and controlled by women and minorities, in highway and transit contracting undertaken with Federal funding.
- Strengthening of safety programs across the Department of Transportation (DOT). New incentive programs, with great potential for savings to life and property, are aimed at increasing the use of safety belts and promoting the enactment and enforcement of 0.08 percent blood alcohol concentration standards for drunk driving. These new incentive funds also offer added flexibility to States since the grants can be used for any Title 23 U.S.C. activity.
- Continuation of the proven and effective program structure established for highways and transit under the landmark ISTEA legislation. Flexibility in the use of funds, emphasis on measures to improve the environment, focus on a strong planning process as the foundation of good transportation decisions—all ISTEA hallmarks—are continued and enhanced by TEA-21. New programs such as Border Infrastructure, Transportation Infrastructure Finance and Innovation, and Access to Jobs target special areas of national interest and concern.
- Investing in research and its application to maximize the performance of the transportation system. Special emphasis is placed on deployment of Intelligent Transportation Systems to help improve operations and management of transportation systems and vehicle safety.

Adopted in 1994 by the Wisconsin Department of Transportation it outlines the States programs for highways, passenger rail, air service, intercity buses, public transit and local road aids. Translinks 21 - the planning process and 21st century transportation plan - will be in place by the Summer of 1994. Its development will rely upon these fundamental "building blocks":

- Basic transportation goals and values
- New federal requirements
- Wisconsin's existing transportation system
- Responding to a changing Wisconsin
- Transportation financing
- Public involvement

While Translinks 21 will not make decisions on specific transportation projects, it will set the critical framework and priorities to determine which projects are designed and built in the future.

Wisconsin Bicycle Transportation Plan - 2020

This is the State's major plan for developing and integrating bicycles into the transportation system. It was adopted by the Wisconsin Department of Transportation in 1998 and looked at creating a system of bikeways using suitable routes along County and State Highways.

Midwest Regional Rail System

Nine Midwestern States, Amtrak and the Federal Railroad Administration are working on proposals for intercity high-speed passenger rail. The Midwest Regional Rail Initiative is intended to develop and improve the 3000-mile Midwest Regional Rail System. This plan was published in February, 2000.

Wisconsin State Highway Plan 2030

The Wisconsin Department of Transportation is currently developing a statewide long-range transportation plan through the year 2030, called Connections 2030. The plan will address all forms of transportation: highways, local roads, air, water, rail, bicycle, pedestrian, and transit – and ways to make the individual modes work better as an integrated transportation system. The overall goal of the planning process is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects.

Connections 2030 will differ from DOT's previous planning efforts. Beginning with the release of Translinks 21 in the mid-1990s, the department has prepared a series of needs-based plans for various transportation modes. Connections 2030 will be a policy-based plan. The policies will be tied to “tiers” of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, DOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. While the final plan will include statewide policy recommendations, some of these recommendations may differ by specific corridors in the state.

In addition to policies related to each transportation mode, Connections 2030 will also include recommendations on cross-cutting issues such as economic development, land use, transportation finance and the environment. The department's goal is to provide a plan that can aid policy-makers in future transportation decisions. Connection 2030 will be the statewide blueprint for transportation in the future.

Connections 2030 will identify a series of multimodal corridors for each part of the state. Each corridor will identify routes and/or services of several modes such as highways, local roads, rail, air, transit, etc.

The multimodal corridors build on the idea of the Corridors 2020 network, first established in 1988. Corridors 2020 identified a system of two-lane and multi-lane highways. The network is made up of two subsystems:

- Backbone system: 1,550-mile network of multi-lane highways connecting all major population and economic regions of the state
- Connector system: 2,100-mile network of high quality two-lane highways directly linking significant economic and tourism centers to the Backbone system.

It is anticipated that Connections 2030 will be completed in 2007.

Wisconsin State Airport System Plan 2020

The Wisconsin Department of Transportation identifies the maintenance and improvement programs for public-use airports in the State Airport System. Airports are not itemized for activities and funding so it cannot be determined which airports are in need of improvements.

State Recreational Trails Network Plan

Adopted in 2001 by the Wisconsin Department of Natural Resources as an amendment to the Wisconsin State Trail Strategic Plan to identify a network of trail corridors throughout the state consisting of more than 4000 miles of trails known as the *Trail Interstate System*.

Wisconsin Pedestrian Policy Plan

This plan was completed in 2001 by the Wisconsin Department of Transportation and lays out State policies for the provision of pedestrian facilities which address coordination with existing transportation facilities and pedestrian-friendly development.

Wisconsin State Rail Plan and Wisconsin State Transit Plan

These plans are nearing completion by the Wisconsin Department of Transportation and will address state policy, programs and financing of coordinated freight and passenger rail systems and the provision of transit facilities.

GOALS, OBJECTIVES AND POLICIES

Goal: Provide a safe, efficient, and well-maintained multi-modal transportation system that meets the needs of the community, including residents, farmers, commercial businesses, and emergency vehicles.

Objectives:

- 1) Coordinate road improvements based on road conditions as well as current and future land uses and land-use plans.
- 2) Town roads should serve the needs of the agricultural community, the designated commercial/industrial area and residents 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 when possible.
- 4) Encourage multi-modal transportation options, including bike and pedestrian routes, bike lanes, trails, and bus routes.

Policies:

- 1) Continue to use the Wisconsin Information System for Local Roads (WISLR) system to inventory, evaluate, plan and budget for road maintenance and construction in the Town.
- 2) Promote shared driveway entrances or dedicated Town



- roads for clustered development and subdivision development.
- 3) Require developers to pay all costs associated with new roads or streets and require all new roads to be built to Town road specifications and inspected before accepted for dedication.
 - 4) Promote bicycle and pedestrian trails within and between residential developments.
 - 5) Promote Eau Claire Transit service on the City of Eau Claire western fringe where there is a possibility of serving Town residents.
 - 6) Explore opportunities to pave shoulders on selected Town road reconstruction or resurfacing projects to accommodate bicycles and pedestrians.
 - 7) Support continued rail service to the commercial/industrial area.
 - 8) Support the Exit 59 Park and Ride facility.
 - 9) Cooperate with Eau Claire County on enforcement of the County Driveway Ordinance on County roads and administer the Town driveway ordinance.
 - 10) Promote transportation services for the elderly and those with special needs that are provided in Eau Claire County.

THE AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ELEMENT

AGRICULTURAL RESOURCES

Agriculture Characteristics

Although not as dominant as an industry as some surrounding counties, agriculture is still an important element of the social and economic characteristics of Eau Claire County. Historically, the Town of Union has had evident agricultural activity. However, the physical characteristics of the Town, such as its surface waters, glacial geology and soils, limit this activity. Changes in agriculture due to socio-economic conditions and the development pressures to convert agricultural land to other uses can have profound impacts in Eau Claire County and surrounding communities. Several indicators point to these changes.

FIGURE 10
NUMBER AND AVERAGE SIZE OF FARMS • 1997 TO 2012
EAU CLAIRE COUNTY

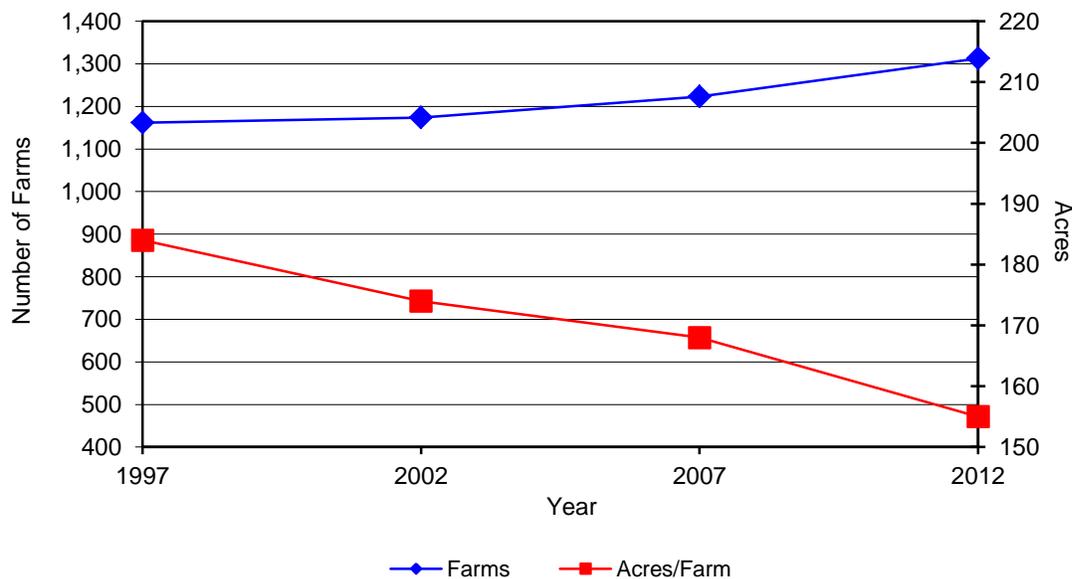


Figure 10 shows that in 2002 there were 12 more farms in Eau Claire County than in 1997. Over the next five-year period the number of farms increased by 49 or 4.2%. The average farm size decreased 29 acres, or 15.8% from 1997 to 2012. Apparently, largely due to Land Use Value Assessment implemented in the late 1990s, the number of farms had increased by 2002 while the average size of farms continued to decline.

TABLE 43
ACRES IN FARMLAND • 1987 TO 2002
EAU CLAIRE COUNTY

	1997	2002	2007	2012
Acres	213,767	204,298	205,375	203,705
Percent of County Land Area	52.4	50.1	49.8	49.3

Source: U.S. Census Bureau, 2012 USDA Census of Agriculture

Countywide, farmland declined by 9,496 acres between 1997 and 2002 – a 4.4% decrease. However, the amount of farmland increased between 2002 and 2007 by 1,077 acres – a 0.5% increase – only to again decline by 1,670 acres by 2012. Eau Claire County lost about 4.7% of its farmland between 1997 and 2012.

Farm acres accounted for 52.4% of the total land area in the county in 1997, 50.1% in 2002, and 49.8% by 2007 with yet another slight decline to 49.3% by 2012 (Table 43).

TABLE 44
NUMBER OF FARMS BY FARM OWNERSHIP • 1997 TO 2012
EAU CLAIRE COUNTY

Ownership	1997	2002	2007	2012
Individual/Family Farms	1,075	1,096	1,105	1,231
Partnership	67	55	84	52
Corporation - Family	11	17	30	16
Corporation - Other	3	2	NA	NA
Other (Coop, Trust, etc...)	6	4	4	14

Source: U.S. Census Bureau

In 2012, 93.8% of the farms in Eau Claire County were individual or family farms, while another 4.0% were partnerships. In 1997, 92.5% of farms in Eau Claire County were individual or family farms, while another 5.8% were in partnerships. Unlike trends elsewhere, corporations remain a small percentage of the types of farm ownership in Eau Claire County (Table 44).

TABLE 45
NUMBER OF FARMS BY FARM TYPE • 1982, 1992 AND 2002
EAU CLAIRE COUNTY

Farm Type	2002		2007		2012		Change	Change
	Farms	Pct of Total	Farms	Pct of Total	Farms	Pct of Total	2002-07	2007-12
Cash Grains	216	18.4	196	16.0	359	27.3	-9.3	83.2
Field Crops (exc. Cash Grains)	371	31.6	466	38.1	431	32.8	25.6	-7.5
Livestock	219	18.7	209	17.1	230	17.5	-4.6	10.0
Dairy	213	18.1	195	15.9	133	10.1	-8.5	-31.8
Other	155	13.2	157	12.8	160	12.2	1.3	1.9
TOTAL	1,174	100.0	1,223	100.0	1,313	100.0	4.2	7.4

Source: 2002, 2007 and 2012 Census of Agriculture

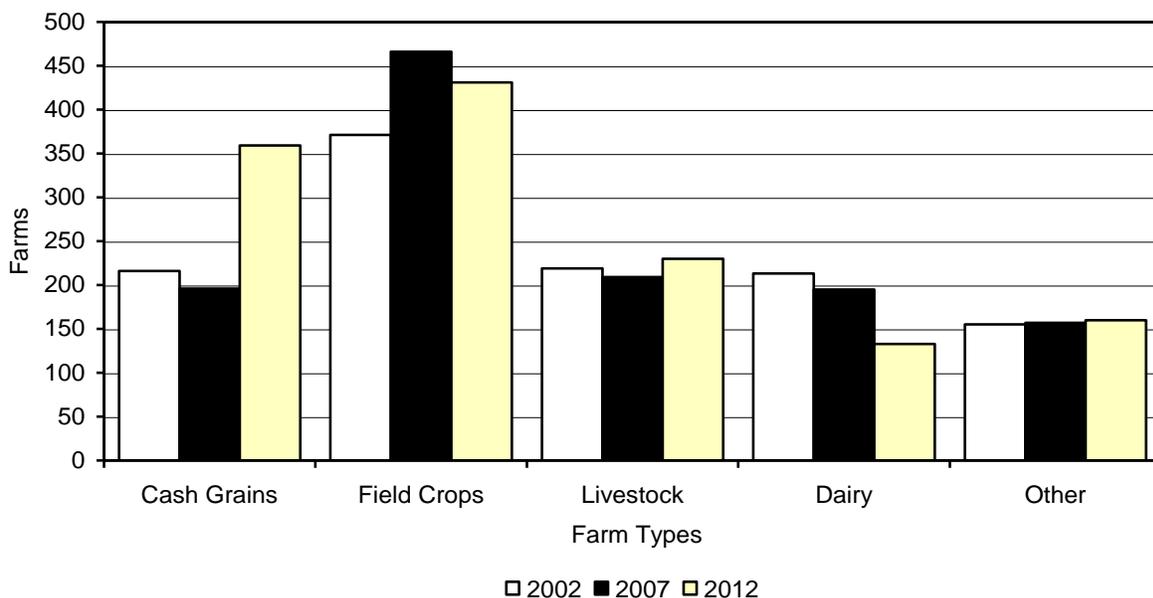
Table 45 indicates that in 2002 and 2012, field crops (exc. cash grains) were the predominant type of farm in Eau Claire County, comprising nearly 31.6% and 32.8% of the total farms, respectively. Between 2002 and 2012, dairy farms experienced a decline of 80 farms, a 37.6% decrease. By 2012, cash grain numbers had increased by 143 farms and were now the second most prevalent farm type after a 66.2% increase between 2002 and 2012. Both increases likely are results of the implementation of Land Use Value Assessment. Dairy farms only accounted for 10.1 percent of all farms in 2012.

Livestock farms (excludes dairy) decreased somewhat between 2002 and 2012 but has stayed around 17% since 2007. The “Other” farm category declined between 2002 and 2012. Still, they represent the general and specialty farms that have become apparent in Eau Claire County. See Figure 11.

The number of farms have increased while, farmland acreage and farm population declined from 2002 to 2012. However, Land Use Value Assessment appears to have at least temporarily slowed losses of farm acreage.

Nonetheless, almost 50% of the land in the county is still in farm acreage. Consequently, land use and development policies will have to seriously take into account the impacts on agricultural lands.

FIGURE 11
NUMBER OF FARMS BY FARM TYPE • 2002, 2007 AND 2012
EAU CLAIRE COUNTY



There are also agricultural data specific to the Town of Union. The Wisconsin Department of Revenue keeps track of land that is assessed as agricultural. How this has been determined has changed over the years with the enactment and implementation of Use Value Assessment. The law governing assessment of agricultural land in Wisconsin was changed in 1995 under 1995 Act

27 from a standard based on the full market value of the land to a use value standard. Under use value, valuations are based on the income that can be generated from the land's rental for agricultural use. Act 27 also created the Farmland Advisory Council that would make recommendations to the Department of Revenue regarding use valuation.

The implementation of use valuation was done in phases, beginning with a freeze in the assessed value of agricultural land in 1996 and 1997 at 1995 levels. Use valuation was phased-in beginning in 1998 whereby the 1995 frozen assessed value of agricultural land was reduced by 10% of the difference between the frozen value and its use value. The phase-in continued in 1999 when the frozen values were reduced by 20% of the difference between the frozen value and its use value. Under Act 27, the phase-in would have continued until 2007 when full use value would have been implemented. However, in October 1999, the Farmland Advisory Council recommended discontinuation of the phase-in in favor of immediate implementation of full use valuation. In November of 1999, the Department of Revenue promulgated an emergency rule providing for the full implementation of use value assessment beginning in 2000. A subsequent change was made by the Legislature in 2003 that affected forested lands associated with agricultural parcels. According to sec.70.32(4), Wisconsin Statutes, beginning with the assessments as of January 1, 2004, agricultural forest land shall be assessed at 50% of its full value. The forest acres qualify as agricultural forest if the parcel contains land that was classified as agricultural land in the 2004 assessment roll and in the current assessment year.

From looking at Table 46 below, it is evident that generally the amount of land assessed as agricultural has been declining over the past several decades. The advent of use value assessment seems to have initially slowed and eventually stemmed this decline. In the twenty

TABLE 46
STATEMENT OF ASSESSMENTS • SELECTED YEARS 1985 TO 2016
TOWN OF UNION

1985				2011			
Use	Parcel Count			Use	Parcel Count		
	Land	Improvements	Acres		Land	Improvements	Acres
Residential	1,244	738	1,668	Residential	1,265	923	2,497
Commercial	94	55	563	Commercial	116	79	964
Manufacturing	6	5	95	Manufacturing	13	12	513
Agriculture	479	122	11,641	Agriculture	335	0	7,094
Swamp/Waste	20	0	105	Undeveloped	207	0	1,570
Forest	157	1	1,948	Ag Forest	90	0	733
Other	0	0	0	Forest	66	0	873
				Other	75	75	130

1995				1990			
Use	Parcel Count			Use	Parcel Count		
	Land	Improvements	Acres		Land	Improvements	Acres
Residential	1,171	761	1,475	Residential	1,179	757	1,225
Commercial	97	57	735	Commercial	97	58	524
Manufacturing	6	5	108	Manufacturing	5	4	105
Agriculture	467	0	10,953	Agriculture	493	113	11,509
Swamp/Waste	23	0	133	Swamp/Waste	23	0	131
Forest	223	0	2,344	Forest	236	0	2,412
Other	0	0	0				

Other	0	0	0
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2000

Use	Parcel Count		Acres
	Land	Improvements	
Residential	1,186	775	1,675
Commercial	126	73	1,071
Manufacturing	9	6	216
Agriculture	401	0	8,882
Swamp/Waste	238	0	1,164
Forest	215	0	2,242
Other	91	91	86

2012

Use	Parcel Count		Acres
	Land	Improvements	
Residential	1,265	927	2,503
Commercial	115	79	964
Manufacturing	13	11	513
Agriculture	335	0	7,111
Undeveloped	206	0	1,547
Ag Forest	94	0	831
Forest	65	88	864
Other	75	75	130

TABLE 46 CONT'D

2013			
Use	Parcel Count		
	Land	Improvements	Acres
Residential	773	629	1,536
Commercial	43	37	120
Manufacturing	12	7	338
Agriculture	790	0	17,228
Undeveloped	634	0	3,021
Ag Forest	329	0	3,623
Forest	301	0	5,401
Other	187	187	356

2015			
Use	Parcel Count		
	Land	Improvements	Acres
Residential	1,271	952	2,528
Commercial	107	79	800
Manufacturing	13	11	512
Agriculture	334	0	7,101
Undeveloped	210	0	1,544
Ag Forest	94	0	829
Forest	67	0	815
Other	74	74	129

2014			
Use	Parcel Count		
	Land	Improvements	Acres
Residential	1,267	944	2,520
Commercial	107	79	800
Manufacturing	13	11	513
Agriculture	335	0	7,106
Undeveloped	208	0	1,543
Ag Forest	94	0	829
Forest	66	0	817
Other	74	74	129

2016			
Use	Parcel Count		
	Land	Improvements	Acres
Residential	1,274	957	2,533
Commercial	109	79	882
Manufacturing	13	11	450
Agriculture	336	0	7,085
Undeveloped	213	0	1,537
Ag Forest	94	0	829
Forest	67	0	815
Other	73	73	126

Source: Wisconsin Department of Revenue

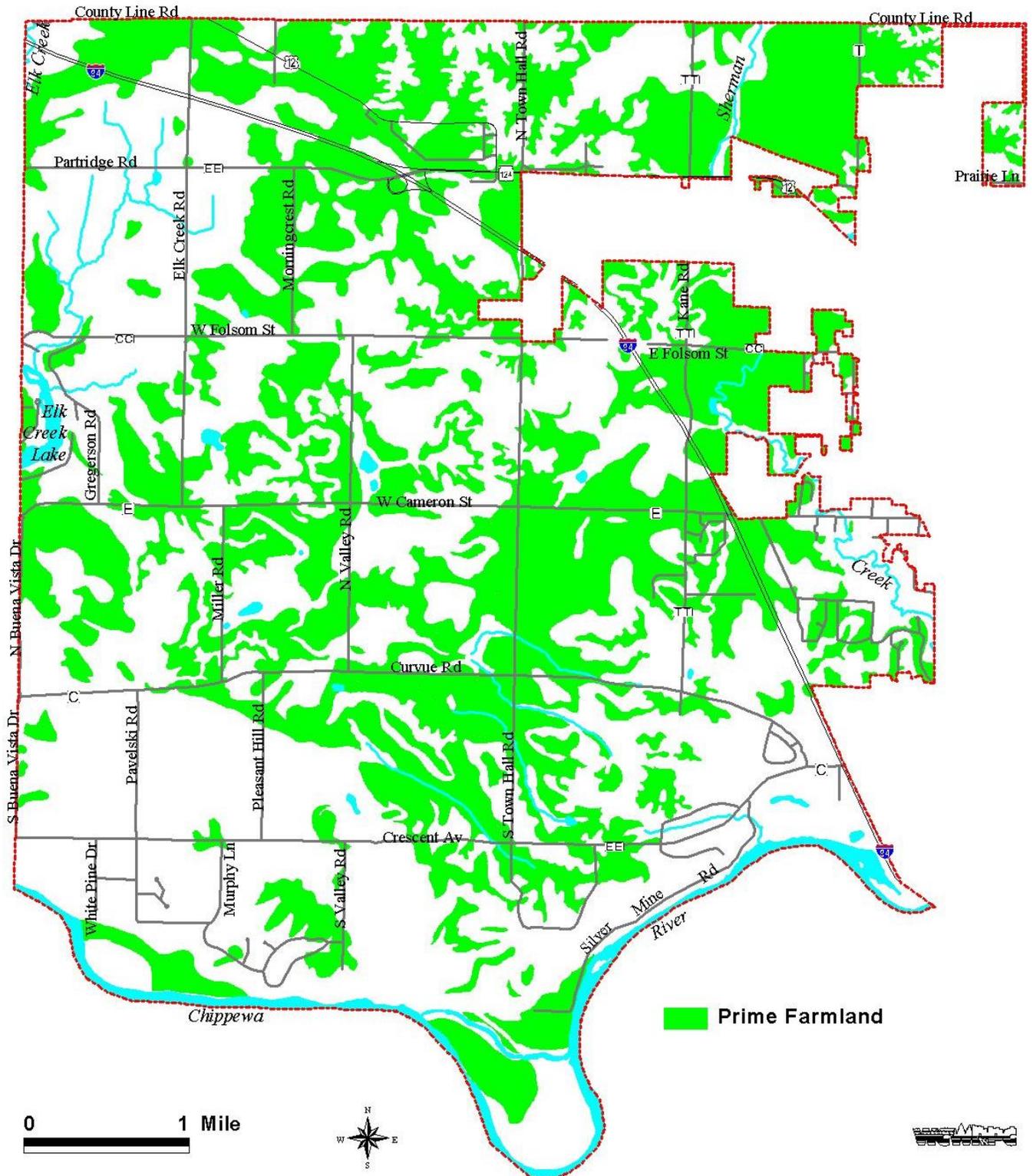
years from 1985 to 2005, land assessed as agricultural declined by 3744 acres or 32 percent. At the same time land assessed as residential increased by 415 acres or nearly 25 percent. From 2005 to 2006 the amount of land assessed as agricultural continued to decline. These declines in agricultural land can be mainly attributed to two factors, conversion to other uses and annexation.

Agricultural Land as a Resource

Prime farmland is the land that is best suited to food, feed, forage, fiber, and oilseed crops. It may be cultivated land, pasture, woodland or other land, but it is not existing urban and built-up land, or water areas. The soil qualities, growing season, and moisture supply are those needed for a well-managed soil to produce a sustained high-yield of crops in an economic manner. Prime farmland produces the highest yields with minimal inputs of energy and economic resources, and farming it results in the least damage to the environment. Figure 12 shows the land under the Natural Resources Conservation Service's prime farmland designation. These are areas where the soils and other land characteristics are likely to be highly suited for agricultural activity. Prime farmland is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops, and is also available for these uses (the land could be cropland, pastureland, range-land, forest land, or other land, but not urban built-up land or water). It has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed, including water management, according to acceptable farming methods. In general, prime farmlands have an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, acceptable acidity or alkalinity, acceptable salt and sodium

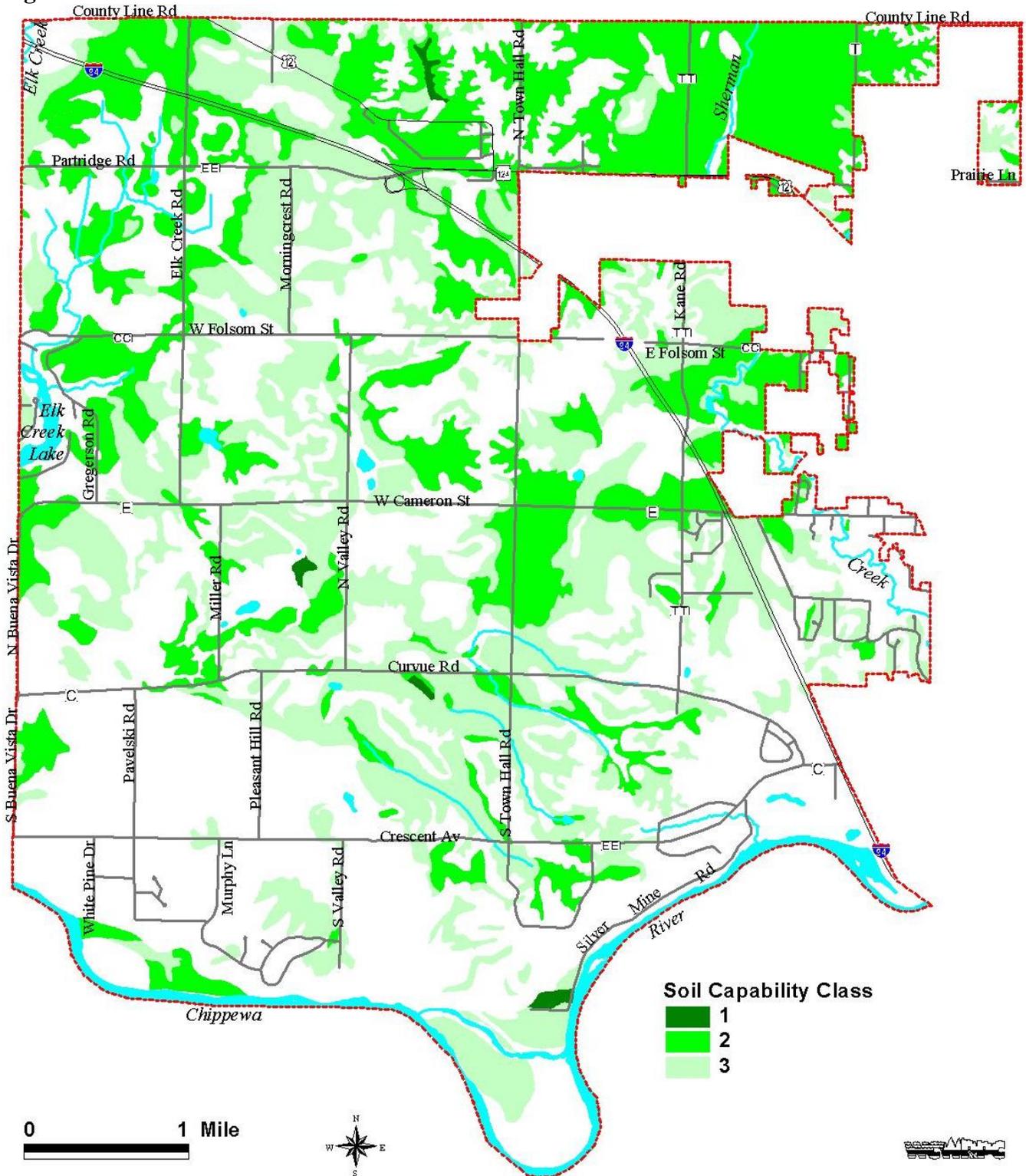
content, and few or no rocks. They are permeable to water and air. Prime farmlands are not excessively erodible or saturated with water for a long period of time, and they either do not

Figure 12



flood frequently or are protected from flooding. Soils that fall into classes I, II, and III of the Natural Resources Conservation Service's capability unit classification system are also

Figure 13



considered productive agricultural lands. The value of these lands are associated with not only their soil class, but also with their size, present use and any regulatory framework for their protection. Capability classes and subclasses show, in a general way, the suitability of soils for most kinds of field crops. The soils are classed according to their limitations when they are used for field crops, the risk of damage when they are used, and the way they respond to treatment. The grouping does not take into account major and generally expensive land-forming that would change slope, depth, or other characteristics of the soils; does not take into consideration possible but unlikely major reclamation projects; and does not apply to rice, cranberries, horticultural crops, or other crops that require special management. Capability classification is not a substitute for interpretations designed to show suitability and limitations-of groups of soils for rangeland, for forest trees, or for engineering purposes. Figure 13 shows NRCS Soil Capability Class I, II and III.

TABLE 47
LAND CAPABILITY CLASSIFICATION / PRIME AGRICULTURAL LAND
TOWN OF UNION

Soil Class	Acres	Percent Total Land Area
Class I	43.1	0.24%
Class II	3763.6	21.19%
Class III	4496.8	25.31%
Class IV	4388.6	24.70%
Class V	0.0	0.0%
Class VI	3318.8	18.68%
Class VII	1264.5	7.12%
Class VIII	153.6	0.86%
Total Land Area	17764.5	100.00%

Source: NRCS

The interpretation depicted in Figure 13 differs from Figure 12 as it uses different criteria to designate soils that are suitable for agriculture. Soil capability classes are related to yields of specific crops with classes I through III being considered soils highly suited to agricultural activity. However, a brief review of both interpretations reveals that the NRCS Prime Agriculture designation corresponds to the Soil Capability Class I and II soils. It can be seen from both of the previous interpretations that there are significant areas in the town with soils suitable for agricultural activity. The soils, however, are only the base resource and there are many factors such as historic agricultural activity, land cover, ownership patterns, interspersed natural or development limitations and parcel fragmentation that contribute to or limit agricultural activity.

The agriculture within Union was identified in 1997 with the WISCLAND project. Satellite imagery was used to determine the location of agricultural fields as depicted in Figure 14. Figure 15 shows more recent information derived from Farm Service Agency 2007 Common Land Unit cropland delineations. It is revealed just how prevalent agricultural activity is within Union. Figure 16 shows further analysis where the agricultural limitations of significant development, forested land, shallow depth to groundwater, floodplains, wetlands and steep slopes 12% or greater underlie the FSA Common Land Unit cropland information. It can be seen that agricultural lands are significantly fragmented in the Town and the large tracts of agricultural production associated with successful agricultural areas are limited to certain areas in Union. In addition, when comparing the agricultural fields in the 1997 WISCLAND map and

the 2007 FSA map it appears that use value assessment has had a small impact on bringing some land back into production while other lands have been taken out of production. However, land brought back into production due to use value assessment is likely to be marginal farmland.

Figure 14

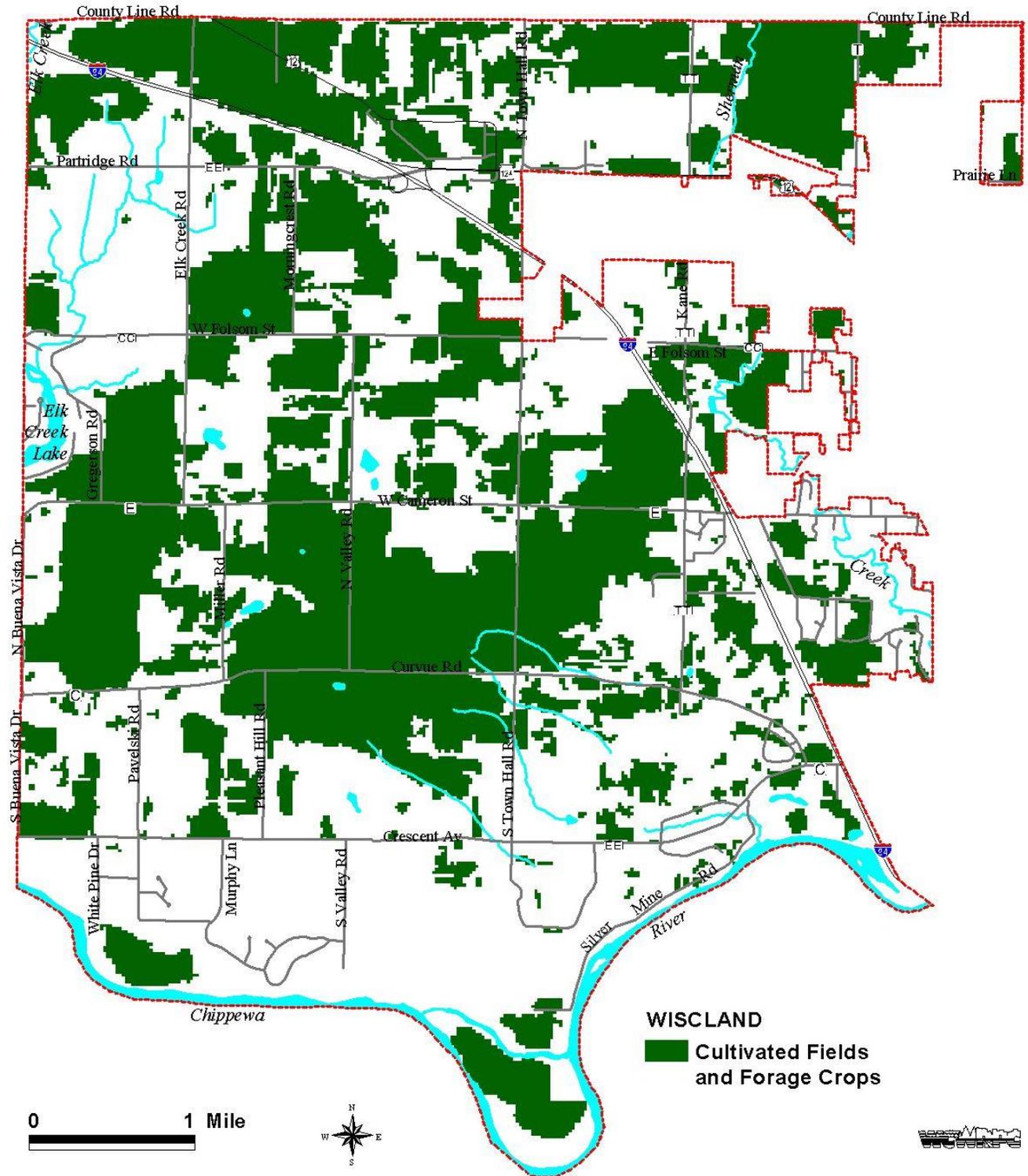


Figure 15

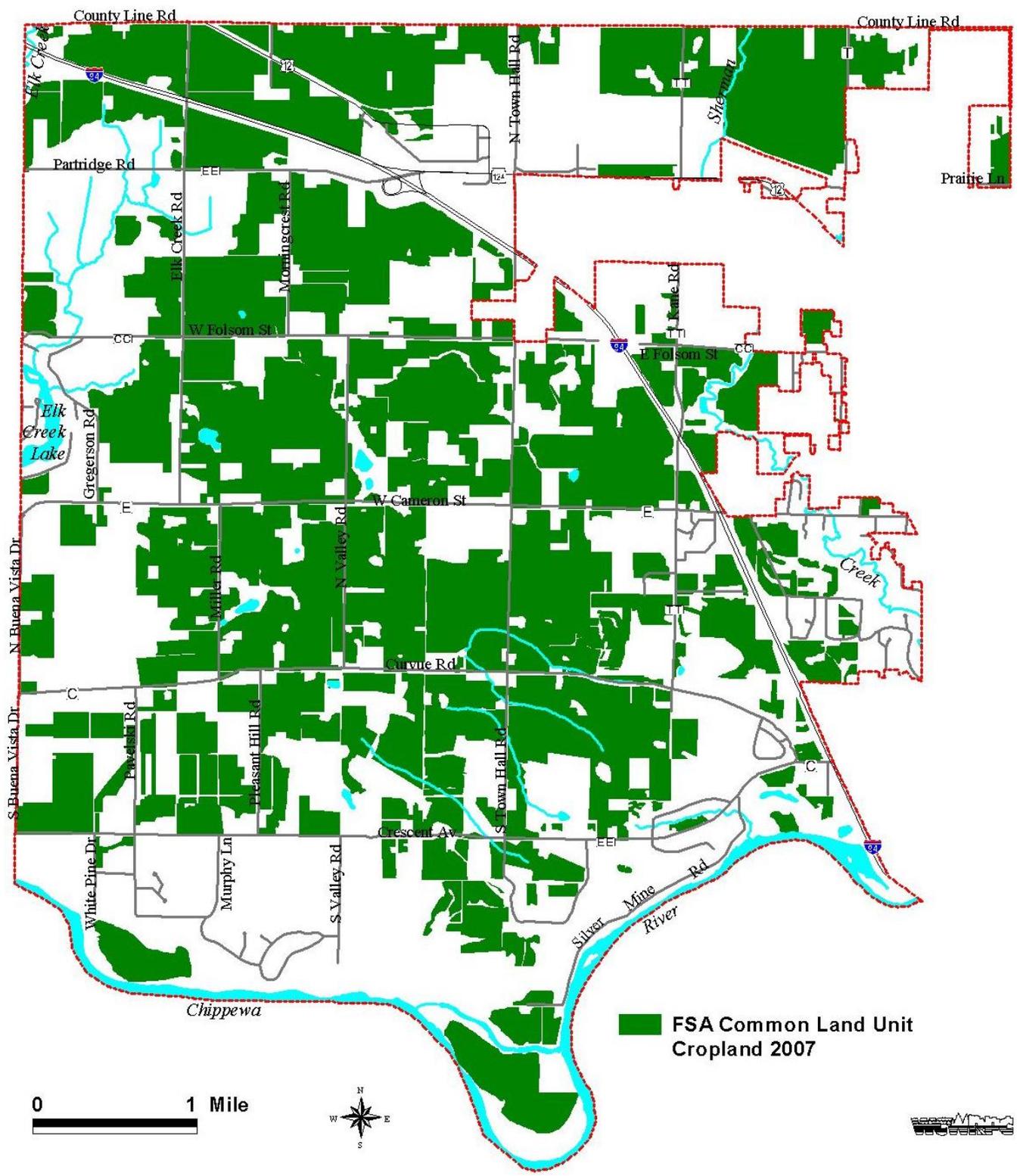


Figure 16

Agricultural preservation has largely been the domain of Eau Claire County with its implementation of Chapter 91, Wisconsin Statutes, in its zoning ordinance, and the State of Wisconsin in administering farmland preservation contracts. In 2003, the Town of Union updated the farmland preservation areas that determine the location of Exclusive Agricultural Zoning.

While about 47% of the Town of Union land in the soil survey is classified as Prime Agricultural Land or Class I, II and III soils (Table 47) some of this land is not available for agriculture and most of it is not in large tracts of relatively flat land (Figure 16). It is clear that the initial designation of agricultural preservation areas for the Eau Claire County Farmland Preservation Plan and the resulting Exclusive Agricultural district in the Town of Union was somewhat overly broad and did not represent actual prime areas for agricultural production. The Town of Union has recognized this and has established the USDA Farm Services Agency designation of *not highly erodible land* as a criteria for farmland protection. Lands that are highly erodible are not considered to be the most productive farmland and require special management for erosion control if farmed. Many of these highly erodible lands may be more suited to development than for farming, particularly when erosion control and stormwater management practices are implemented. Or, they perhaps are better suited to conservation or recreation uses after soil stabilization practices such as tree planting.

The Town of Union development management framework as represented by Eau Claire County Zoning and the Town of Union Land Division Ordinance is consistent with the Eau Claire County Farmland Preservation Plan goals, objectives and the policies. Agriculture continues to be a permitted use in all agriculture or rural zoning districts and is practiced on marginal lands largely due to tax incentives presented by Use Value Assessment. The Town of Union enforces residential density in the Agricultural District of 7 dwelling units per 40 acres, or 9 per 40 acres with conservation design requiring 50% open space. This is designed to protect the rural character of the Town and the rights of individual property owners.

The Town considers action on all rezonings from the Exclusive Agricultural classification to the other districts. There are specific standards for the removal of lands from Exclusive Agricultural zoning. A petition for rezoning areas zoned Exclusive Agricultural can only be approved by Eau Claire County after findings are made based upon consideration of the following:

- a. Adequate public facilities to accommodate development either exist or will be provided within a reasonable time.
- b. Provision of public services to accommodate development will not place an unreasonable burden on the ability of the affected local units of government to provide them.
- c. The land proposed for rezoning is suitable for development and development will not result in undue water or air pollution, cause unreasonable soil erosion or have an unreasonably adverse effect on rare or irreplaceable natural areas.

The Town of Union can only either deny a rezoning by following certain procedures of notification of Eau Claire County of the denial, OR, make an advisory recommendation of approval.

NATURAL RESOURCES

The quality of the local environment in terms of air, surface and ground water, and diversity of wildlife are three measures of the condition of the local environment. This quality can be assessed by examination of the condition of local air and water quality and the health and diversity of Eco-systems and wildlife. The series of resource maps referred to here are presented in a series located at the end of the Agricultural, Natural and Cultural Resources Element. A location and place name reference map is the first map of the series (Figure 17).

Union is primarily located in the Chippewa River valley, which slopes gently east to west along the southern border of the Town. There is a significant bluffline along the majority of the river. The western one-third of the Town is characterized by several lakes and Horse Creek which runs north to south terminating in Cedar Lake. The Town is a landscape of rolling hills, farm fields, grasslands and woodlands.

The Town is drained by overland flow and streams carrying water to the Chippewa River, which is the major drainage basin in the area. Elk Creek drains the western areas of the Town, and Sherman Creek the eastern areas, both flowing into the Chippewa River. The south central portion of the Town north of the river bluff has significant internal drainage with numerous closed depressions and closed intermittent streams. The Chippewa River, Elk Creek, Sherman Creek, and Elk Creek Lake are the major surface water features.

Topography

The Town of Union is in an area of gently rolling hills and a large river valley with fairly high bluffs. There is over 300 feet of local relief in the Town. Figure 18 shows the topography of the Town. The greatest relief in the Town are hills just north of the Chippewa River, from about 740 feet above sea level at river's edge to 1055 feet around the intersection County Highway TT (Kane Road) with County Highway C (Curvue Road).

Geology and Soils

Geology

Glacial drift overlies bedrock throughout most of the area. The bedrock in west central Wisconsin, from oldest to youngest in age, includes Precambrian igneous, metamorphic and sedimentary rocks, Cambrian sandstone, and Ordovician dolomite and sandstone. Figure 19 displays the bedrock geology for the Town of Union. The Eau Claire and Mount Simon Formations are sandstones. The Precambrian Undivided Mafic to Felsic Metavolcanic Rock consists of thick, often scarp-forming recently metamorphosed volcanic rock consisting of various igneous formations. In the western part of Wisconsin it often occurs as river bluffs and resistant caps on hilltops.

Glacial Geology

The surface geology of Union has been influenced by several periods of glaciation. Landforms produced by glacial deposition include end moraine, ground moraine and outwash plains. These

deposits largely determine the kinds of non-metallic minerals such as sand and gravel that are present. Sand and gravel are the only known minerals of value in the Union area. The glacial geology of the Town of Union is mainly characterized by prevalent glacial till, ground moraine and some pitted outwash. Pitted outwash plain is characterized by numerous depressions such as kettles, shallow pits, and potholes.

Sand and Gravel

The Union area has significant supplies of sand and gravel. The soils amongst glacial outwash are the most likely source for sand and gravel as the melting waters of the glacier were most active in sorting and depositing high-quality sand and gravel in this area. Where the bedrock is at or near the surface of the ground are areas which are probably most suited for quarrying stone. It is helpful to know where these deposits are so that extraction can be considered before development occurs. Development almost always precludes extraction, while these lands can often be reclaimed for development after extraction is done. Figure 20 shows areas with a fair probability of sand and gravel deposits in the Town of Union.

Soils

The Town is underlain by sandstone and metavolcanic formations and the area was repeatedly overrun by glaciers from several glacial periods. The soils of the Town were formed principally from glacial and alluvial deposits under northern hardwood and conifer forest cover. Prairie and savanna vegetation in portions of the Town affected the soil formation in those areas. Soil particles carried and deposited by winds contributed to the other soil characteristics of the area. Irregular topography and many depressions account for much of the local variability in soils.

The soils group for the Town of Union area contains three primary soil types that are characteristically:

1. **Billett-Meridian-Lows:** Well drained to poorly drained sandy loams and loams that are underlain by loamy material and sand, on stream terraces;
2. **Elkmound-Eleva:** Well drained and somewhat excessively drained loams and sandy loams that are underlain by loamy and sandy materials and limestones, on uplands; and,
3. **Menahga-Plainfield:** Excessively drained sands and loamy sands that are underlain by loamy sand and sand, on stream terraces.

The generalized soils for the Town of Union are displayed in Figure 21.

Land Cover

Figure 22 uses the WISCLAND statewide satellite imagery interpretation and analysis to show what the land cover characteristics of the areas are. Each land cover type reflects light differently to the satellite which can then be assigned a "signature". Field checking verifies the signatures are associated with the specific land cover type. The image is made up of 1/16th of a mile or 330 foot square cells or "pixels". At this resolution the cells and even errors become apparent. However, the state map of WISCLAND is quite interesting, showing the patterns of

the landscape that are affected by geology, climate and human activity. A 42"x50" state map of WISCLAND is available from the State Cartographer's Office.

Forest Cover

Prior to 1837, the Union area forest cover was primarily white pine with mixed hardwoods. Several Native American tribes built encampments or moved through the area harvesting game, fish and wild rice. The fur traders came in the early 1800s and established posts on the Chippewa River. The lumbermen followed the fur traders and began the process of harvesting white pine forests in the Chippewa River valley in 1838. The logging practices of the lumber barons were not conducive to the re-forestation process. Soil erosion and stream sedimentation resulted from the clear cutting that gave no consideration for vegetation stabilizing slopes or maintaining natural wind breaks. By 1900 most of the areas white pines were gone and so were the lumbermen.

Agriculture followed the lumber harvest as the first settlers in Union came in 1838; farmers who sought to utilize the cleared lands for livestock and crops. Development of the agriculture industry continued the process of de-forestation but at a slower pace. By 1844, due to favorable legal events, pace of settlement intensified.

Today the Union area and Eau Claire County forests are making the natural transition to northern hardwood forests. The climate and soils in Union are the primary reason for a natural progression of the forest from oak to sugar maple. The forest or woods cover is displayed in Figure 23.

Grasslands

Much of southern Eau Claire County was originally covered by prairie, most of which does not remain today. Prairie is the term used to describe the grassland type which predominated Wisconsin prior to Euro-American settlement. Prairies are dominated by grasses and sedges, lack trees and tall shrubs, and are home to a rich variety of plants and animals. Within the prairie designation there are variations due to soils and climate.

Prairies continue to be a threatened plant community in Wisconsin. The reduction of prairie in the state means that an estimated 20% of the original grassland plants are considered rare in the state. Consequently, many species of plants and animals associated with Wisconsin prairies are endangered, threatened or of special concern.

There are few high quality prairie remnants remaining. However, it will take more than the preservation of these remnants to recover or retain the biodiversity this ecosystem can offer. Degraded areas that were once prairie can often be restored with moderate effort to yield a habitat suitable for most of the associated plant and animal species. Even certain managed agricultural and livestock practices can accommodate the maintenance of the open habitats needed by many grassland species. Grasslands can be restored and maintained through preserving a certain amount of open space for this type of cover as development occurs. Hence, development can occur in such a way that it can maintain sufficient grasslands for its habitat

value while preserving the rural character of the landscape. The remaining grasslands in the Town of Union are shown in Figure 24.

Water Resources

Watersheds

Watersheds delineate the major surface drainage of the area. The Town of Union is predominately within the Muddy Creek and Elk Creek sub watershed of the Chippewa River watershed which contributes to the Lower Chippewa River River Basin. A small portion of the Town in the extreme northeast near Prairie Lane is in the Duncan Creek sub watershed.

Surface Waters

The surface water resources include lakes, ponds, streams, rivers, intermittent streams, and natural drainage. Wetlands and Floodplain are associated features. The major surface water features in Union are the Apple River, Cedar Lake, Big Lake, Horse Creek, Balsam Branch and concentrations of smaller lakes between Big lake and Cedar Lake, and from the area around 5th Avenue to North Fish Lake. A description of some of these waters follows and a map of the surface waters in the Town of Union are found in Figure 25.

Chippewa River

The Chippewa River, in Wisconsin, flows approximately 183 miles (294 km) through west-central and northwestern Wisconsin. It is navigable without interruption for approximately 50 miles (80 km) of its length, from the Mississippi River northeast to the City of Eau Claire.

The river is formed by the confluence of the West Fork Chippewa River, which rises at Chippewa Lake in southeastern Bayfield County, and the East Fork Chippewa River, which rises in the swamps of the southern part of the Town of Knight in Iron County, Wisconsin. The rivers' confluence is at Lake Chippewa, a reservoir in central Sawyer County, which is the official "beginning" of the Chippewa River itself.

The river flows from Sawyer County through Rusk, Chippewa, Eau Claire, Dunn, Pepin and Buffalo Counties, in Wisconsin, before emptying out into the Mississippi River. Sediment build-up at the river's mouth forms a delta that protrudes into the Mississippi, creating Lake Pepin in the process. Along the last 15 miles of its course, the main channel forms the county boundary between Pepin and Buffalo Counties.

Major lakes along the river's route include the Radisson and Holcombe Flowages, Lake Wissota and Dell's Pond, all of which are reservoirs. The largest reservoir by far is the Chippewa Flowage, which is the 3rd largest lake in Wisconsin.

The river's primary tributaries include the Couderay, Thornapple, Flambeau, Jump, Fisher, Yellow, Eau Claire, Red Cedar and Eau Galle Rivers.

The Lower Chippewa Basin consists of 24 watersheds and portions of 15 counties, draining 5,300 square miles of land from the Holcombe dam downstream to the Mississippi River at Nelson Basin). Substantial portions of Barron, Dunn, Pierce, Pepin, Chippewa, Eau Claire and St. Croix Counties are located in the basin. In addition, Polk, Washburn, Sawyer, Rusk, Taylor, Clark, Jackson and Buffalo Counties are partially within the basin. The basin's diverse ecosystems range from the forests, lakes, swamps and bogs of the northern reaches, through agricultural lands nestled among meandering streams of the central portions to the rolling hills and prairies of the southern and western coulee region.

Major tributaries include the Eau Claire River and the Red Cedar River. Also included in this basin are the Rush River, Isabella Creek, the Trimbelle River, and their tributaries, all of which flow into the Mississippi.

Elk Creek Lake

Elk Creek Lake has a surface area of 54 acres, 22.3 miles of shoreline and a maximum depth of 17 feet. It is found in two counties, most of which is in the Town of Union in Eau Claire County with western portions in Dunn County. Fish species in the lake include Largemouth Bass, Panfish and Trout. The lake is formed by a dam on Elk Creek and management is governed locally by the Elk Creek Lake Rehabilitation District.

Sherman Creek

Sherman Creek is a mostly impaired waterway due to heavy urbanization. Indeed, the City of Eau Claire has channelized part of it upstream from its terminus at the Chippewa River. Other impairments include channelizing at U.S. Highway 12 and the draining/filling of wetlands in the same area. Parts of it flow as a natural watercourse, as is found in the Town of Union Sherman Creek Park.

Floodplains

Floodplains represent a natural component of surface waters that delineate areas where excess water exists during peak volume and flow events. Floodplain zoning is required to be implemented by counties, cities and villages by Wisconsin Statute 87.30(1). The purpose of Wisconsin Administrative Code NR116, Floodplain Management Program, is the protection of property and public investments from the effects of flooding. Federal Emergency Management Agency 100 year floodplain maps are usually used to delineate flood hazard areas. Floodplains are mapped in Figure 26.

Shorelands

Lands within 1000 feet of the ordinary high water mark of a lake or pond and 300 feet past the ordinary high water mark or landward edge of the floodplain, whichever is greater, of a river or stream are designated shorelands. Shorelands are usually considered prime residential building areas because of their scenic beauty. However, shorelands provide valuable habitat for both aquatic and terrestrial animals and vegetation. Shorelands also act as buffers and thus serve to protect water quality. Wisconsin requires cities to protect and prevent the loss and erosion of

these valuable resources by adopting and enforcing a shoreland ordinance. The authority to enact and enforce this provision comes from Section 62.231 of the Wisconsin Statutes. Eau Claire County exercises shoreland zoning over these areas.

Wetlands

Wetlands in the Town of Union are depicted in Figure 27. Wetlands are defined by State Statute as "an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions." Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers and streams cleaner, drinking water safer and also provide valuable habitat for both aquatic and terrestrial animals and vegetation. In addition, some wetlands can also provide the replenishment of groundwater supplies. Groundwater discharge is common from wetlands and can be important in maintaining stream flows, especially during dry months. Groundwater discharged through wetlands can contribute to high quality water in lakes and streams. Wetlands can be associated with kettles and closed depressions.

The federal government and the WisDNR restrict development in wetlands through Section 404 of the Clean Water Act and NR103, respectively. Local governments often fail to notify landowners and developers of these restrictions. Wetlands can be damaged, resulting in costly fines and/or restoration.

Even though the WisDNR has an inventory of wetlands of two acres and larger, all wetlands, no matter how small, which meet the state definition are subject to WisDNR regulations. Even if state regulations do not apply, federal regulations may, making it necessary to review all wetlands against these regulations before their disturbance. Particular attention must be given wetlands within shorelands to ensure protection from development. Site investigation is required to ensure compliance with federal and state regulations.

Groundwater

The principal sources of potable water supplies are the sand and gravel aquifer and the sandstone aquifer. The sand and gravel aquifer consists of unconsolidated sand and gravel in glacial drift and alluvium. These deposits occur either at the land surface or buried under less permeable drift. The sand and gravel aquifer can yield sufficient water yield for private residential water supplies. The sandstone aquifer includes all sedimentary bedrock younger than the Precambrian age. Precambrian rocks generally have low permeability and mark the lower limit of groundwater movement. Hence, Cambrian sandstones are usually tapped for municipal water supplies.

The major source of groundwater recharge in and near Union is precipitation. Between one and ten inches of precipitation per year infiltrates and recharges the groundwater aquifers. The amount infiltrated depends mainly on the type of rock material at the land surface. Most groundwater moves through the unconsolidated material and bedrock units and then discharges to surface waters.

Groundwater Pollution Susceptibility

Groundwater supplies the majority of potable water to the residents in and around the Town of Union. Some land areas, because of inherent physical resource characteristics, do not attenuate (lessen the impact of) pollutants very well which may be introduced into the environment. These areas should be protected from certain high risk land uses and have best management practices and monitoring established, especially when in proximity to any wells which supply drinking water.

A relative susceptibility index is based on the type of aquifer, depth to groundwater, type of bedrock, depth to bedrock, subsurface permeability, and soil attenuation. The Wisconsin Geologic and Natural History Survey and WisDNR have prepared a map which shows relative groundwater susceptibility for the State of Wisconsin. According to this map there is an area of high susceptibility within the lowest land areas along the Chippewa River.

Eau Claire County also has produced groundwater contamination susceptibility maps for the *Eau Claire County Groundwater Management Plan*, December 1994.

Improving Water Quality in the Town

There are a number of actions and policies the Town could undertake to improve water quality in local lakes and streams. Recognition of the connection between land use and water quality is the most important element of a coordinated improvement program. Eau Claire County has adopted a stormwater management requirements and enforces shoreland zoning, which the Town supports.

Water quality experts increasingly call for expanded buffer areas between development and shorelands. Many experts believe the shoreland setbacks and restrictions on removal of vegetative cover are woefully inadequate, especially when communities rely on the buffer area to filter contaminants and preserve critical ecosystems. Buffer areas that reach 75 feet on either side of stream or 75 feet from a lake are often supported. Obviously, in an area such as Union where much of the shoreline has been previously developed prior to knowledge and acceptance of the value of conservancy buffers, education of land owners on how to protect water quality through management of their shoreland is key.

The WDNR integrated staff team of biologists, water regulators and zoning officials, recommended the following guidelines for Protecting, Maintaining and Understanding Lake Sensitive Areas in their report to legislators and the public:

1. Protection and restoration of shoreline buffers. Provides protection for water quality, aquatic plant communities and coarse rock rubble walleye spawning habitat.
2. Protection of existing aquatic plant communities

3. Aggressive erosion control measures for all base soil areas with an emphasis on all construction and ground breaking . This provides protection for water quality, aquatic plant communities and coarse rubble walleye habitat.
4. Limit the use of fertilizers on lakeshore lawns.
5. Support aggressive application of existing zoning regulations and support the development of future ones to prevent unnecessary impacts to the ecosystem which could be avoided if future development is accomplished in a wise and careful manner considerate of the resource.
6. Encourage the retention of large woody debris in or near shore areas. Fallen trees provide critical habitat.
7. Utilize land acquisition or easement in certain critical or unique areas, to ensure they are protected.
8. Implement an active public education program to help lakeshore owners better manage their land for the betterment of the lake.
9. Control purple loosestrife to ensure it does not become established.

The WDNR has published a companion document *Guidelines for Protecting and Maintaining and Understanding Lake Sensitive Areas*, wherein they describe in detail the types of actions necessary to protect water resources from development impacts such as erosion from construction sites, protection of riparian zone vegetation, use of fertilizers in shoreland zones, preservation of aquatic plants and zoning regulation enforcement.

Air Quality

The extent of Union's compliance with federal air quality standards is assumed compliance. The closest federal air quality monitoring station is in Luck, Wisconsin. This station has not recorded any violations of federal air quality standards and therefore Union has no violations and is assumed to be in compliance with federal air quality standards. This is the case even being next to a metropolitan city of 65,000 persons.

Practically, the Town is located in a river valley that is more broad and shallow than narrow and deep although it does have significant bluffs. Valley areas typically have air quality problems due to a lack of air movement and at times inversions of air temperature that traps emissions in the valley. The Town also has extensive upland areas which are broad and allow transference of the prevailing winds.

The Town is subject to windblown dust from exposed soils and vehicle emissions and to a much lesser degree emissions from stationary sources such as household heating, nearby large power plants and nearby industrial sources.

For the most part there is adequate dispersion of these emissions throughout the year. The rare poor air quality periods in Union while perhaps noticeable to some residents are not monitored by any federal or state agency. Noticeable changes to air quality would most likely occur on a day with zero wind and a layer of colder air over the area, confining air emissions close to the ground surface. These are generally short lived events and are not a threat to the long term health of residents.

Union has no nearby industrial emissions that are not permitted or in non-compliance with permit conditions. State air quality permits are required for large natural gas sources and in some cases for particulate control.

Another threat to air quality is open burning of garbage or other wastes. There is an ordinance that restricts burning wastes, but the WDNR receives a number of complaints each month regarding burning violations. Nevertheless, the problem is not widespread and is somewhat sporadic.

Limitations to Development

Certain soil survey interpretations provide information on individual landscape characteristics posing limitations to development. Such limitations may not be absolute but often require additional cost be incurred to address the potential negative impacts caused by developing in such areas.

Steep Slopes

Steep slopes are any area of where the gradient of the land is 12 percent or greater (each percent of slope is measured as one unit in elevation for every 100 horizontal units). One category of steep slope is 12% to less than 20% slope and consisting of any soil type. It has been demonstrated that 12% slope is a threshold at which impacts from development become apparent. To allow development on these slopes one should consider direct runoff into streams or rivers and follow state approved construction site erosion control standards, and the institution of best management practices, monitoring and maintenance to control on-site runoff and pollution. Steep slopes of 20% or greater are subject to erosion impacts even from slight land cover disturbance. Development on these slopes results in high construction costs and severe erosion with resultant negative impacts to surface waters. Therefore, development on slopes 20% or greater should be prohibited. Steep slopes in the Town of Union are shown in Figure 28.

Depth to Bedrock

The extreme of this condition results in rock outcroppings; however, shallow depth to bedrock usually creates problems for excavation during certain development activities. Shallow depth to bedrock for the Town of Union is depicted in Figure 29.

Depth to Groundwater

When groundwater is close to the surface of the ground, development activity can be curtailed or severely limited. These areas are often associated with wetlands, wet, poorly-drained soils or thin soils over saturated bedrock. Figure 30 shows the shallow depth to groundwater in the Town of Union.

Limitations for On-site Wastewater Treatment Systems

Septic tank absorption fields are subsurface systems of perforated pipe which distribute effluent from septic tanks to the soil. Soil between 18 inches and 6 feet is evaluated for properties that

affect absorption of effluent and construction and operation of the system. Properties that affect absorption are permeability, depth to bedrock and water table, and susceptibility to flooding. The layout and construction of a system is affected by soil conditions related to slope, erosion potential, lateral seepage, and downslope flow of effluent. Soils with characteristic large rocks and boulders present additional problems, and increase the costs of septic system construction.

The state requirements for septic system siting are specified in Chapter COMM 83 of the Wisconsin Administrative Code. This code relies heavily on the ability of the soil to efficiently absorb the effluent discharged from the septic system drain field. However, the NRCS soil interpretations for septic tank absorption fields consider most excessively drained soils occurring over fractured bedrock or high water tables a limitation to septic system development because effluent in these situations can be readily transported to the groundwater. Hence, even though the siting of septic systems in some areas may be allowed by state code, doing so has the potential for threatening groundwater quality. It is the new on-site wastewater treatment and disposal technologies that COMM 83 now allows for that can provide adequate protections in areas with limitations for conventional septic systems. The limitations for conventional septic systems are shown in Figure 31.

Limitations for Dwellings with Basements

Dwellings for this interpretation are no taller than three stories and are supported by foundation footings in undisturbed soil. The capacity to support load and resist settling under load, and the ease of excavation affect the soil rating for dwellings. Wetness, susceptibility to flooding, density, plasticity, texture, and shrink-swell potential are soil properties that affect the capacity to support load. Soil properties which affect excavation are wetness, slope, depth to bedrock, and the content of stones and rocks. Soils with severe limitations preclude basements in most instances. Soils with moderate limitations may preclude basement development in some instances. However, it is more likely that these soils will result in an increased cost for basement construction as engineering can often overcome these limitations. Figure 32 shows the limitations for residential basements interpretation for the Town of Union.

Limitations for Small Commercial Buildings

Single story, small commercial building development is limited by soil factors related to steep slope, wetness, susceptibility to flooding, density, plasticity, texture, and shrink-swell potential. These are the same factors which affect the construction of dwellings without basements and this interpretation can be used to evaluate these dwellings as well. Limitations for small commercial buildings and residences on concrete slabs are depicted in Figure 33.

Stormwater Management

The Clean Water Act continues to impact local governments as new regulations are promulgated. As the Phase II requirements are implemented, urban areas, and suburban and some rural areas surrounding them, will soon be faced with having to have a more stringent stormwater management program in effect. To help with putting stormwater management practices into effect the State offers Urban Nonpoint Source and Storm Water Grants and the Targeted Runoff Management Grant Program. The City of Eau Claire currently is subject to State permitting for

stormwater discharge. The Town of Union will be implementing the requirement to implement effective stormwater management. Eau Claire County and the Town of Union should be prepared to upgrade stormwater management efforts in the near future to comply with new rules.

Environmental Corridors and the Protection of Environmentally Sensitive Lands

Many communities have developed management strategies based on the identification of an environmental corridor scheme. Such schemes evaluate the value of individual resources and combine the important resources into a designated management unit which garners special considerations. These considerations are designed to mitigate the impacts of development on these environmental features. Some of the resources usually considered for inclusion in an environmental corridor are wetlands, floodplains, shorelands, steep slopes, wellhead protection areas and designated natural areas.

The Town of Union already has some protection measures in place for most of these resources through County, State and Federal regulations, yet an environmental corridor resource identification scheme could enhance these efforts. The mapping of environmental corridors will assist the Town of Union Plan Commission in evaluating sites where environmental assessments could be made during land division review or sites for conservation subdivisions.

The selected features for the Town of Union Environmental Corridors are Wetlands, Floodplains, Shorelands (1000 feet from lakes and ponds and 300 feet from rivers and streams), Steep Slopes (12% or greater), Forested Land (potential interior woodland habitat or closely associated with a waterbody), and Shallow Depth to Groundwater. The environmental corridors are mapped in Figure 34.

Rare or Endangered Species and Communities

The WisDNR, Bureau of Endangered Resources conducts data searches for endangered plants and animals. The Bureau urges special notice be taken to protect any and all endangered resources from development. To protect them from disturbance, the exact locations of the endangered resources can only be used for analysis and review purposes. Therefore, these locations will be will not be specifically revealed but should be reviewed before development occurs so that appropriate protection measures can be taken.

The Impacts of Development on Environmental Resources

Surface Water

Several of the previously described resources are involved in the impacts of development on surface water quality and quantity. Lakes, Ponds, Rivers, Streams, and Intermittent Waterways and Natural Drainageways; Wetlands; Shorelands; Floodplains; Steep Slopes; and, Wildlife and Fisheries Areas are directly affected by surface water impacts.

Urbanization, development and other human activities disrupt the natural course of water as it moves across a watershed. Removing vegetation and constructing impervious surfaces such as roads, parking lots, driveways, sidewalks and rooftops greatly increases the amount and rate of

stormwater runoff. As this increased stormwater runoff crosses the urbanized or developed landscape it also picks up contaminants and sediments which affect water quality. In rivers and streams the changes brought by development are: increased water level fluctuations manifested by lower base flow and increased stormwater flow which can lead to flooding; decreased oxygen levels; increased water temperatures; greater channel erosion; muddying of waters from increased sediment; and, pollution from fertilizers, pesticides, debris, salt, oil, grease and toxic substances. In effect, urbanization and development can turn a clear, cool, brisk-running trout stream which does not breach its banks every spring into a muddy, warm, slow-moving stream which swells over its embankment with every heavy rain.

Lakes, ponds and reservoirs can also be impacted by development. All lakes decline in water quality over time if left in their natural state. However, development can accelerate the decline in lake water quality so what once took thousands of years can occur in decades. As with rivers and streams, the detrimental impacts from development to lakes are caused by stormwater runoff, erosion and pollution.

Shorelands and the vegetation they contain are the natural buffer which helps protect surface waters from overland runoff and contaminants. If they are disturbed their ability to slow runoff and filter contaminants is reduced. Shoreland is also critical habitat for a variety of plants and animals and preserves the aesthetic quality of water bodies if left undisturbed.

Development within areas which are prone to flooding can cause adverse impacts on not only the waterway but also on the development itself. Altering the floodplain landscape by filling or building levees or structures can exacerbate flooding conditions. The filling of wetlands in floodprone areas has been proven to increase the likelihood of flooding. These alterations divert water from where it once moved through or was stored in during spring runoff or storm events, which usually increases the area of the floodplain. The accumulation of development in floodplains can cause more severe flooding in other areas within the floodplain or newly created floodplain. In addition, development within floodplains is always subject to damage from flooding.

Development on steep slopes causes erosion by introducing impervious surfaces to areas where water does not infiltrate readily. Increased erosion impacts surface waters by increasing runoff quantity and the sediment it carries. Development on these slopes results in high construction costs as special construction techniques must be employed for structures, hillsides are cut and filled, and attempts are made to stabilize hillsides through building terracing. Terraces may appear to stabilize these slopes, but if they are not rigorously maintained the forces of gravity and water eventually deteriorate them.

Wetlands

Development in wetlands by either draining or filling removes their natural functions of storing and filtering pollutants, cleaning lakes, rivers and streams, making drinking water safer, providing valuable habitat for both aquatic and terrestrial animals and vegetation, replenishing groundwater supplies, and the groundwater discharge from wetlands which maintains stream flows, especially during dry months.

Groundwater

Groundwater can be adversely affected when contaminants are released into or spilled upon the ground. Some factors influencing an aquifer's susceptibility to pollution are depth to groundwater and bedrock, type of bedrock, sub-surface permeability, and the soil's ability to attenuate (lessen the impact of) pollutants. High-risk activities, such as industries using hazardous materials, pose serious threats to groundwater and should be kept out of the immediate recharge areas of public water supply wells, and where practical, private wells also. High concentrations of conventional septic systems also can pollute groundwater with nitrates.

CULTURAL OR HISTORIC RESOURCES

Historic Sites and Structures

Historic resources are responsible for defining much of a community's identity. Many communities have active programs overseen by some sort of landmarks commission or committee. In addition, there are ways communities can help to reinforce State law to protect these resources and make sure their essence is recorded if they must be disturbed, destroyed or removed.

Historic sites are of great importance to our society, as they are reminders of the past and also of the progress which has taken place since. A record search by the State Historical Society of Wisconsin reveals the presence of architectural, historical, and archeological properties in Union. They are also certain there are many undiscovered prehistoric and early historic sites present in most counties. A listing or depiction of these sites and their location are not provided so as to protect them from disturbance. However, any development should be reviewed, pursuant to Wisconsin Statute 44.40 (1989), against the historical resource list to determine whether historic properties within the area will be affected. The Historical Society should be contacted for a determination of possible impacts on these resources from the development.

The Historical Society strongly recommends that all proposed developments be surveyed by a qualified archeologist to identify any sites. Also, if the removal or alteration of any building or structure over 50 years old is proposed, the Historical Society should be contacted so they may assist in evaluating any historical significance. Cooperation of all developers, public and private, will ensure preservation and/or recording of these valuable resources of our community.

There are no sites or buildings on the State Historical Society of Wisconsin list of the Wisconsin and National Register of Historic Places for the Town of Union.

The Wisconsin Historical Society has identified 222 historically significant sites or properties in their Wisconsin Architecture & History Inventory (AHI). The current status of all of these sites is not known. Some could be demolished or degraded. It is suggested by the Wisconsin Historical Society that communities and interest groups undertake an inventory to update the status of these places. The Wisconsin Historical Society has suggestions for preserving the historic resources of the Town of Union which will be advisory to the comprehensive plan.

If Town officials need to search the AHI during development review or for other purposes it can be found at <http://www.wisconsinhistory.org/ahi/>.

With the plethora of listings of historical places in the Town of Union it is interesting that the Town of Union, through the tireless efforts of one of its citizens has documented people, places and happenings of interest and printed them in a book called *West of the Chippewa, A Town of Union History, Eau Claire County, Wisconsin, 1993* by Charlene M. Gillette and published by J.B. Duncan and Associates, Inc., which details the history of the Town of Union.

GOAL, OBJECTIVES AND POLICIES

Agricultural, Natural, and Cultural Resources Goal

Protect agriculture as a significant economic activity in the Town and the community's natural resources and cultural assets.

Objectives:

- 1) Encourage farmland preservation, viable farm operations, and the maintenance of the Town's rural character by enforcing and supporting the County Farmland Preservation Plan.
- 2) Work cooperatively with Eau Claire County and other local and state government agencies to protect natural resources.
- 3) Support efforts to preserve buildings and sites of historical or cultural significance.

Policies:

- 1) Implement those applicable policies in the Land Use Element of this Plan that will help preserve and protect the Town's working farmlands, productive forestlands and natural resources.
- 2) Require residential lots created in the areas with Agricultural zoning or other lands assessed as agricultural to have recorded with the deed a covenant or deed restriction stating that the new lot created for residential purposes is in a pre-existing agricultural area where agricultural uses predominate and are favored by the Town 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, chemical, pesticide and herbicide application
- 3) Support State tax programs which encourage the preservation of farmland and forest lands, such as farmland preservation tax credits, use value assessment, forest crop law and other such farmland and forest land preservation programs, including the WIDNR Managed Forest Program and the DATCP Agricultural Enterprise Area (AEA) Program.

- 4) Maintain communication with Eau Claire County Land Conservation Division and Eau Claire County UW-Extension on efforts to protect surface water and groundwater quality, preserve farmlands, prevent soil erosion, and prevent the spread of invasive species.
- 5) Maintain communication with Eau Claire County regarding the enforcement of the County Zoning Ordinance, Land Division Ordinance, Sanitation Ordinance, Floodplain Ordinance, and Shoreland-Wetland Ordinance.
- 6) Maintain communication with Eau Claire County, the City of Eau Claire, the Wisconsin Department of Natural Resources, upstream communities and interested private conservation organizations regarding the protection and water quality management of and future planning for the Chippewa River valley, Elk Creek and Sherman Creek.
- 7) Encourage efforts by local groups and property owners to preserve buildings and sites of historical or cultural significance.
- 8) Provide community and resident input in decisions regarding the siting of large livestock feedlot operations and support efforts to protect surface and ground water and residents quality of life. Encourage Eau Claire County to upgrade its ordinance in accordance with ATCP 51, Wisconsin Administrative Code, to establish nuisance standards and minimum distance requirements for the siting of large livestock operations such as factory farms or large feedlots operations that can be considered intensive industrial uses that are a potential threat to the surface waters and groundwater of the community.
- 9) Mining of high value non-metallic sites should be considered before other development occurs. Those sites should only be considered for pre-development extraction if it is determined that they can be properly reclaimed so that subsequent development can occur.
- 10) Metallic mining (dredge, shaft, pit or strip mining for the recovery of metallic elements or minerals containing metallic elements) should not be allowed in the Town. Should a metallic mining proposal for the Town come forward, 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.
- 11) Encourage conservation subdivision design to help preserve natural resources, retain rural character and allow better urban transition.
- 12) Explore a Transfer of Development Rights program as outlined in the Land Use Element.
- 13) The Town of Union, with Eau Claire County and the State of Wisconsin, should consider potential acquisition of Chippewa River frontage to set aside park land and natural areas for the public.

NATURAL RESOURCES MAP SERIES

Figure 17

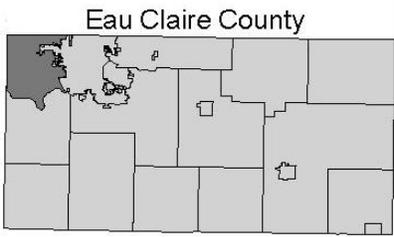
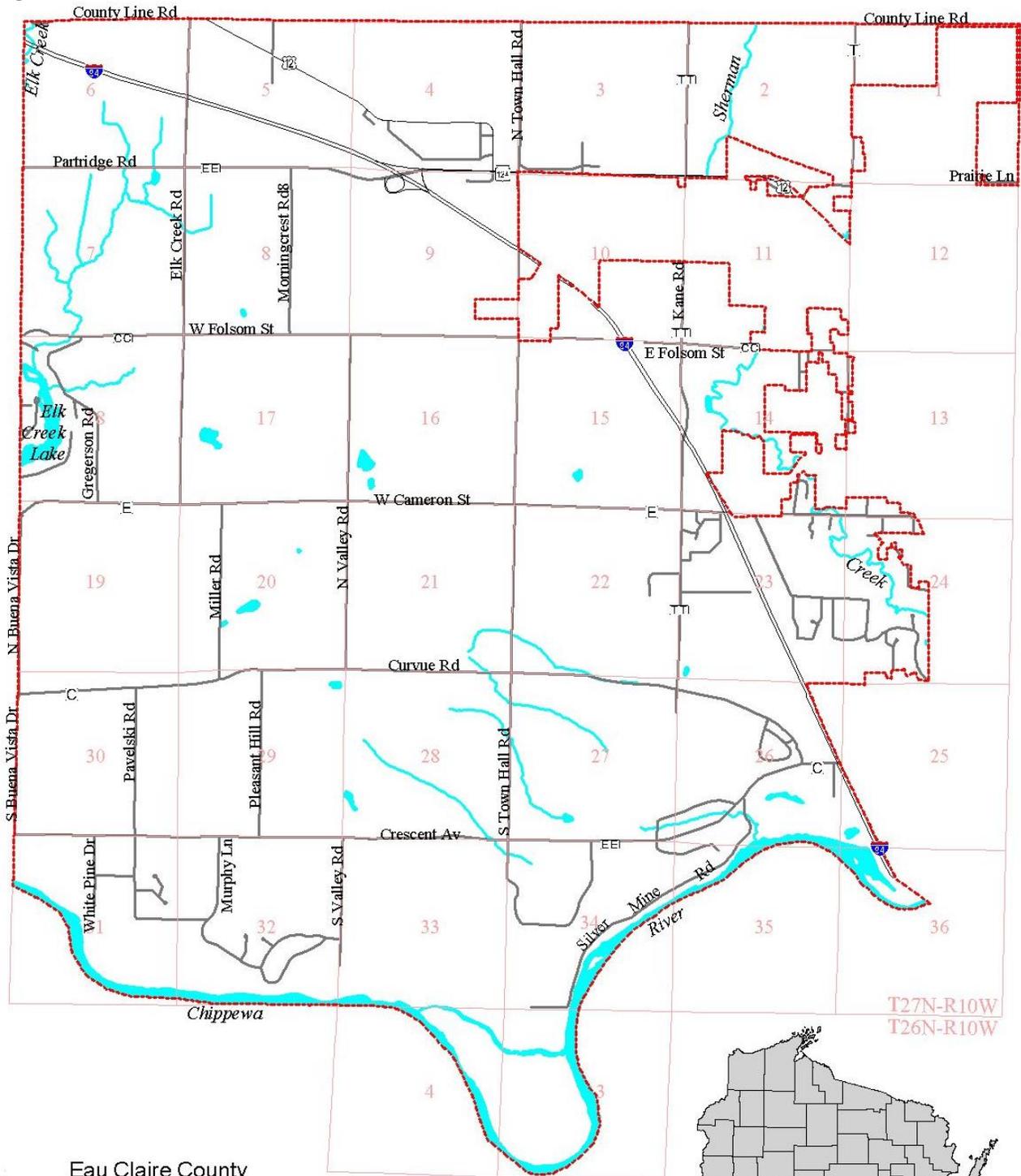


Figure 18

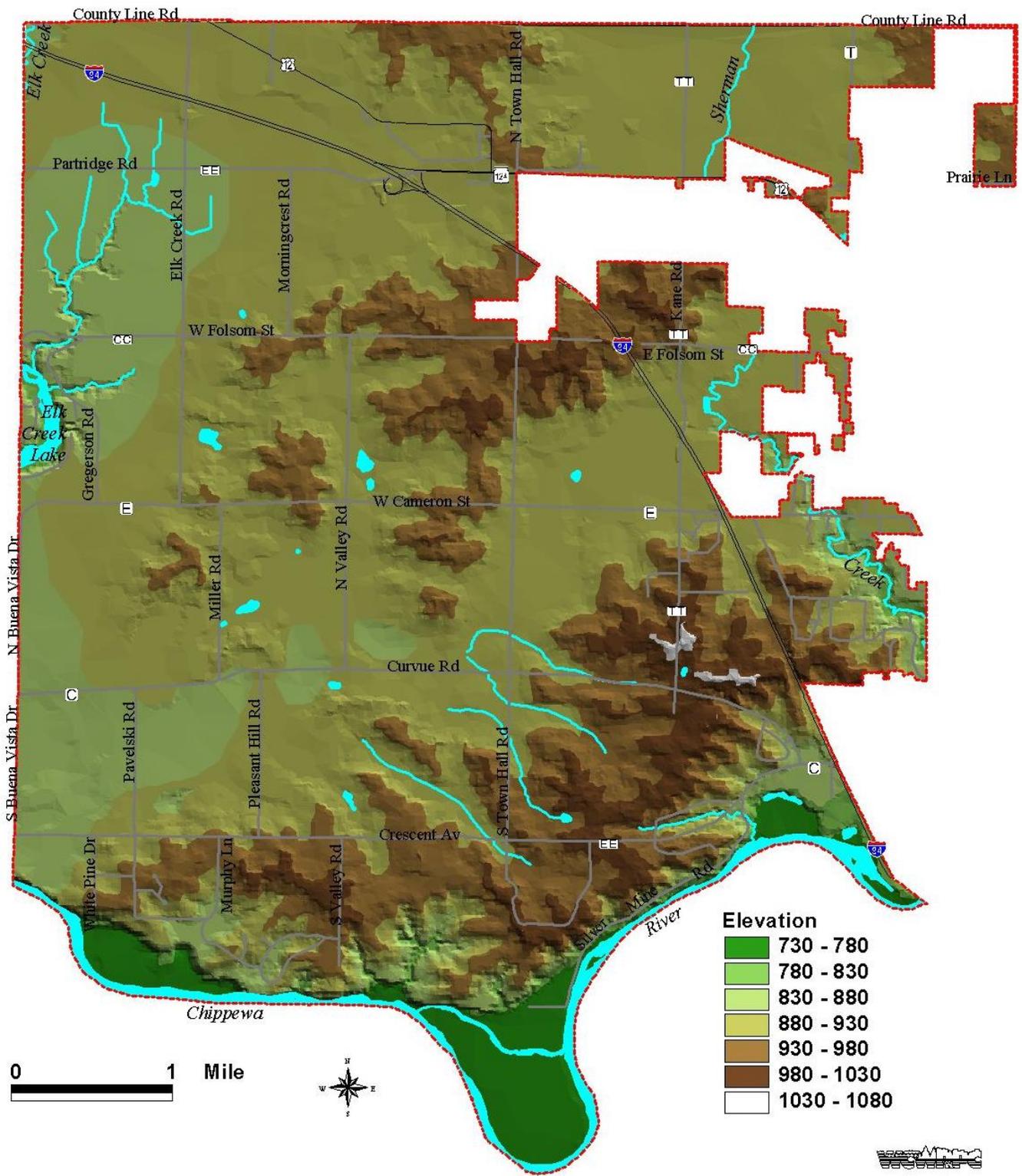


Figure 19

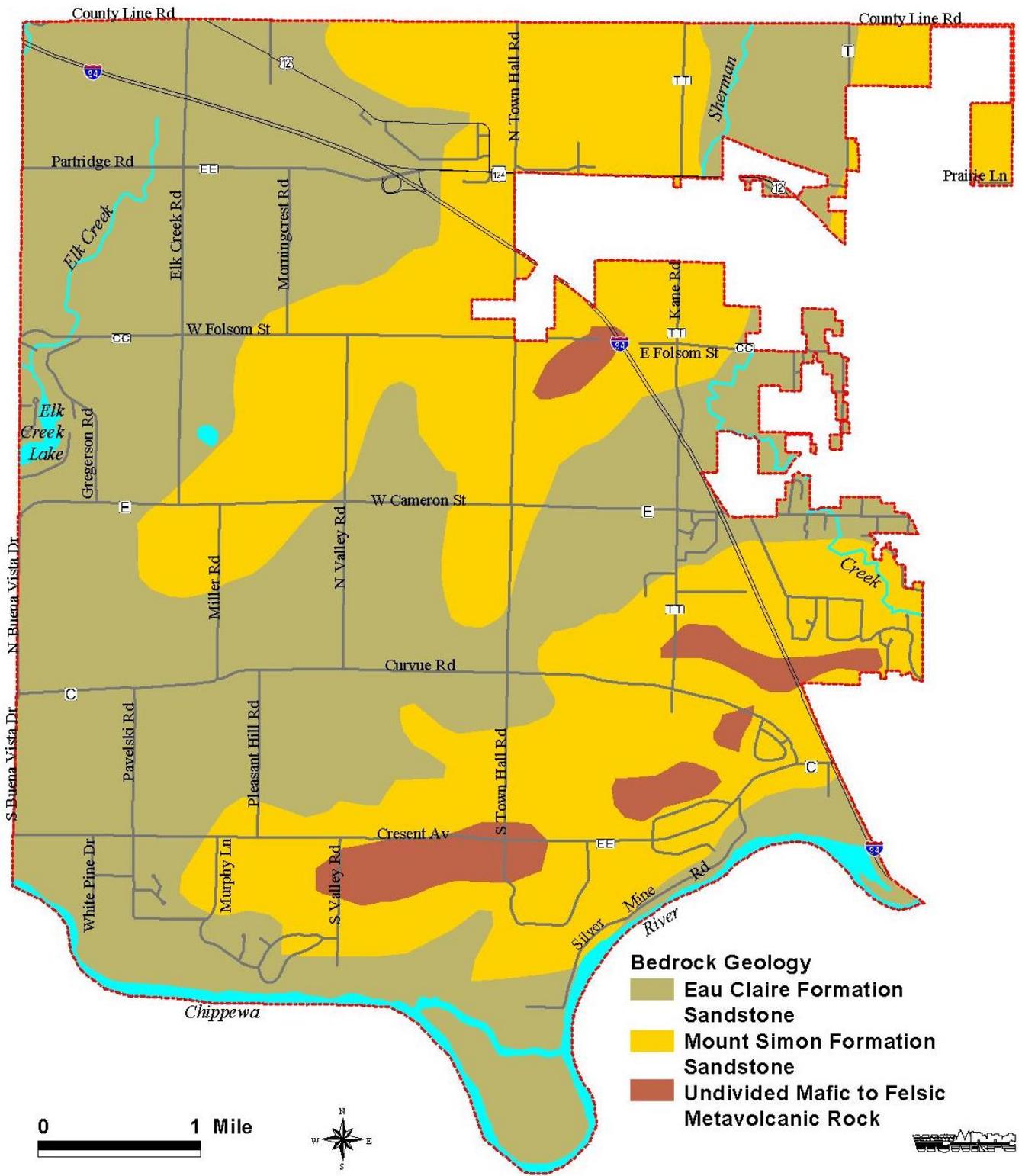


Figure 20

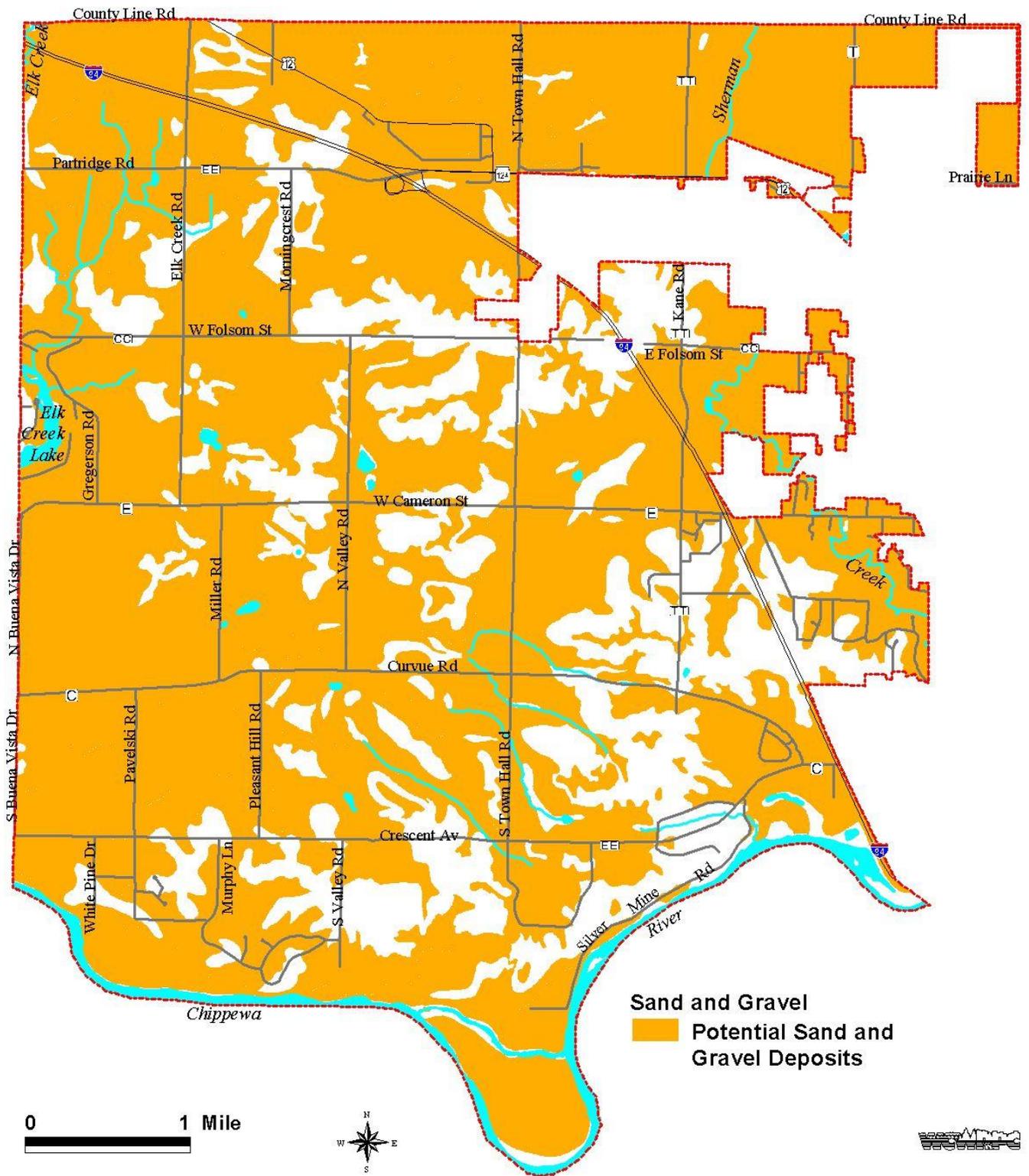


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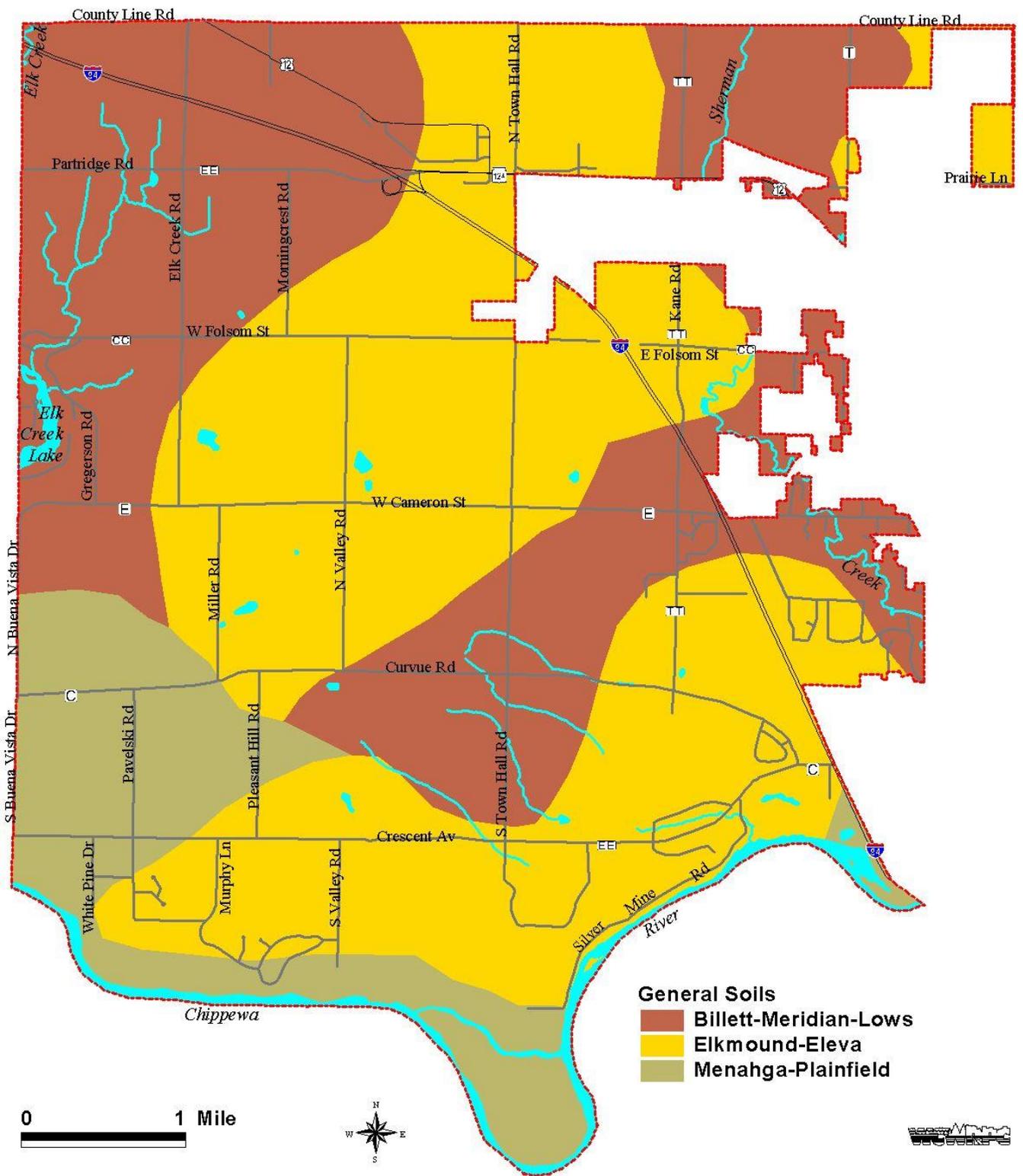


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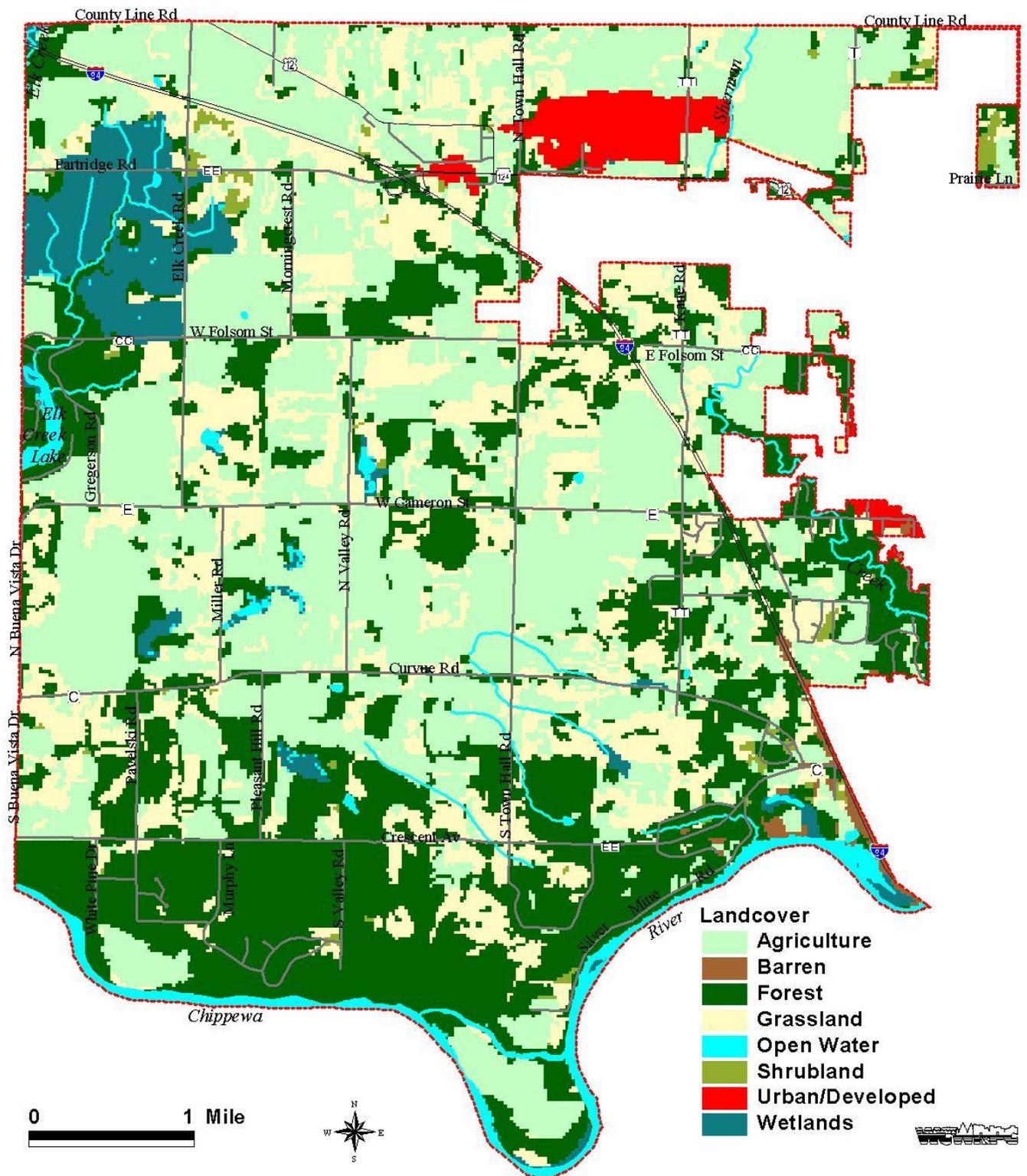


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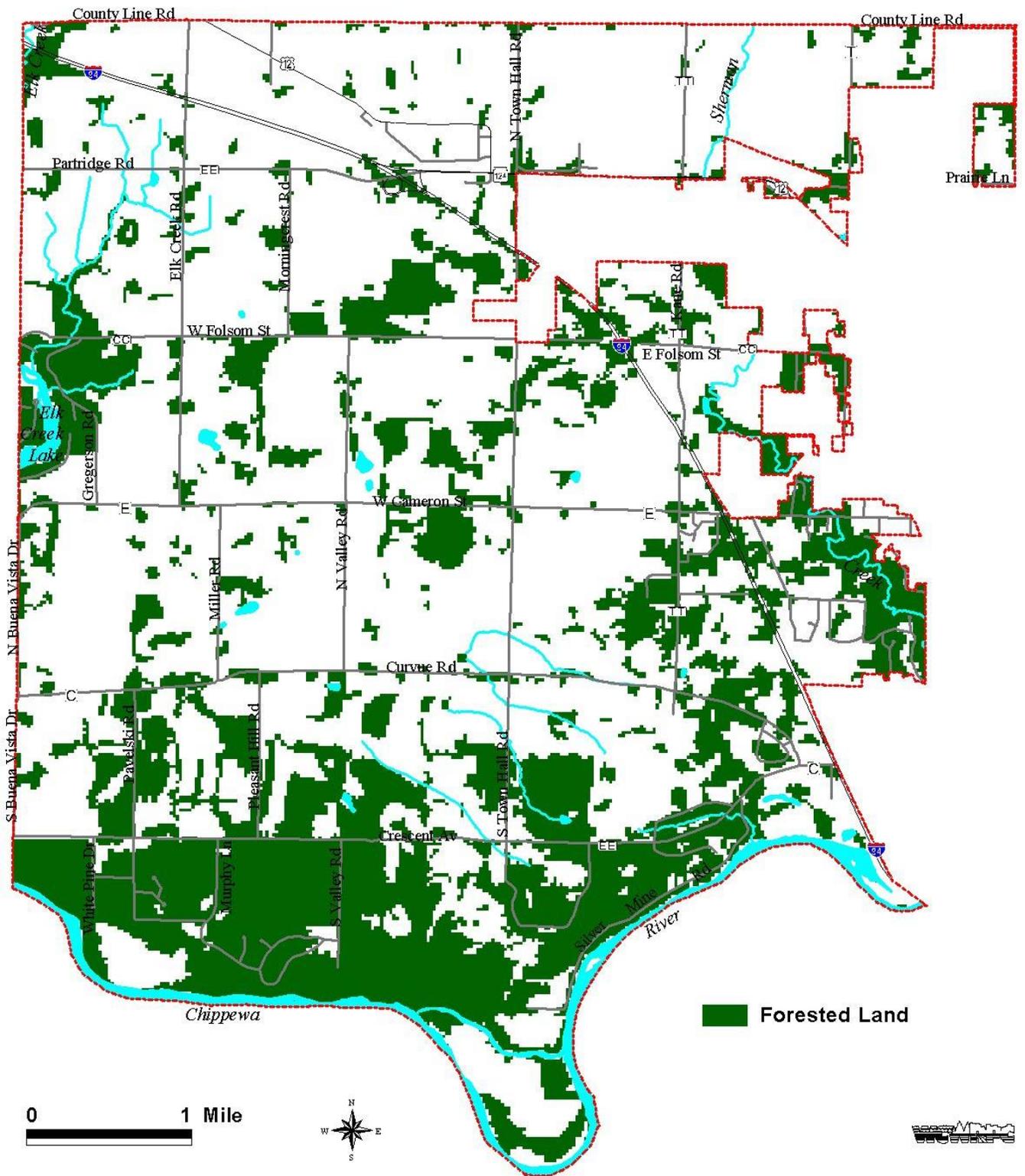


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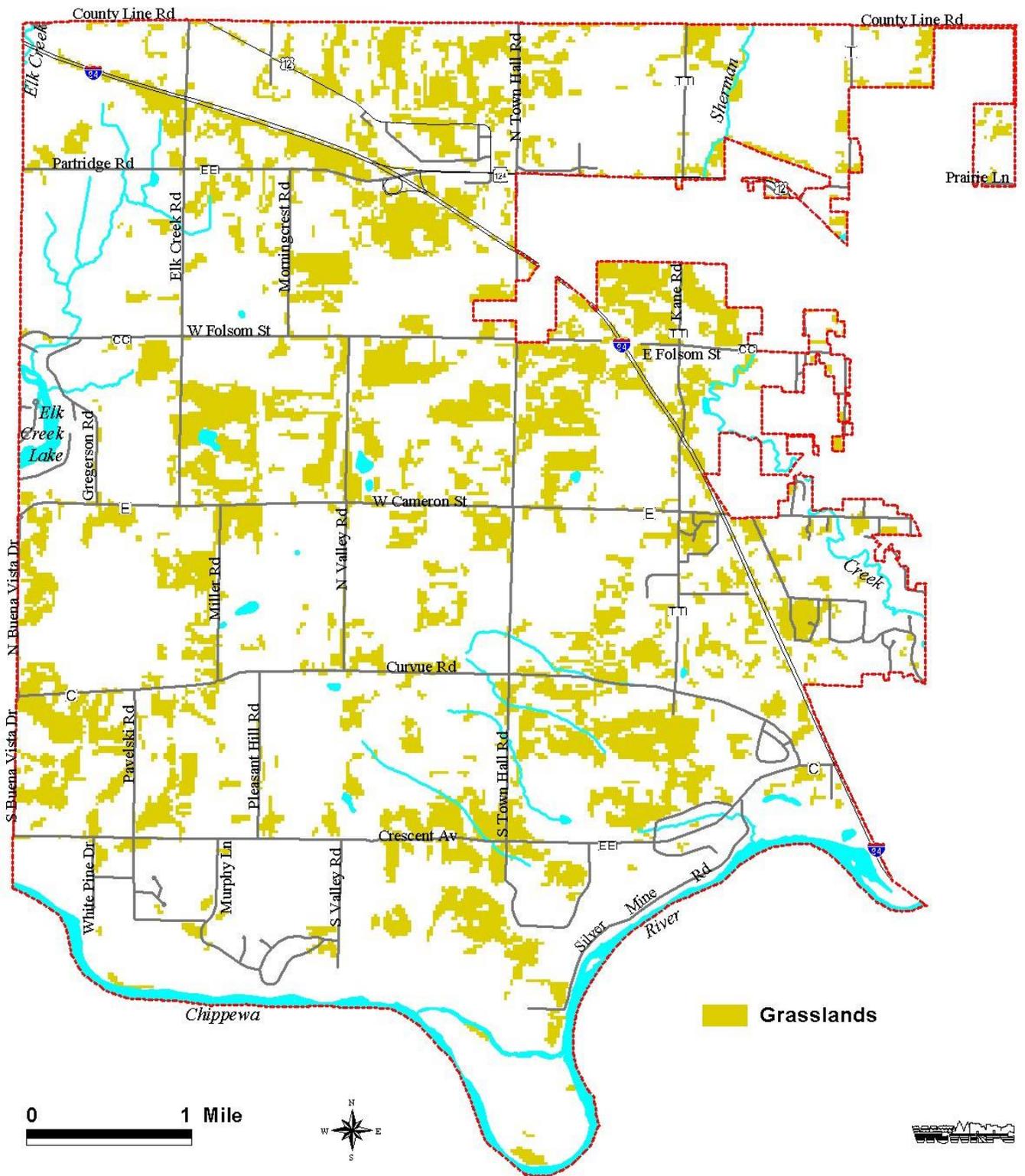


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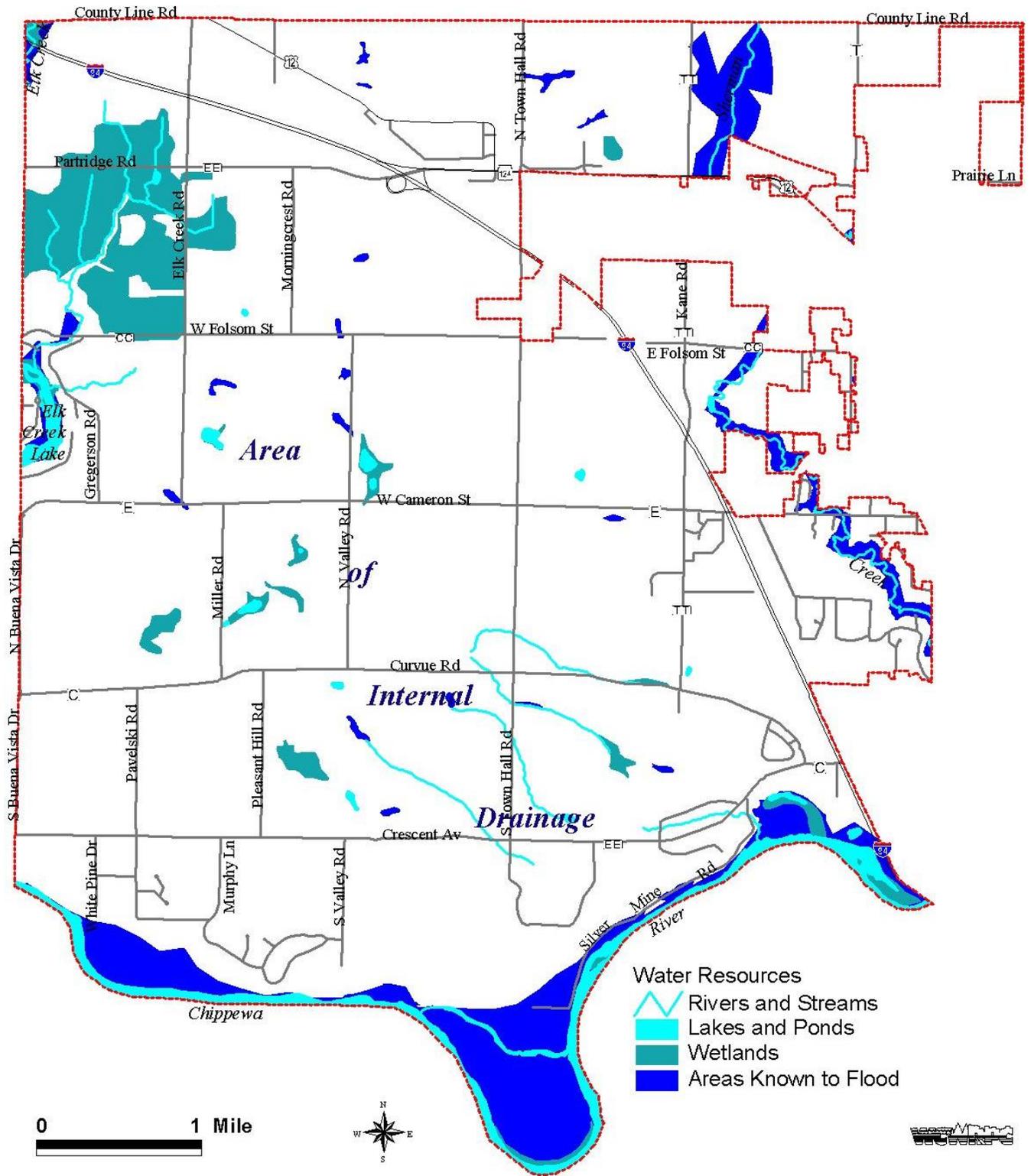


Figure 26

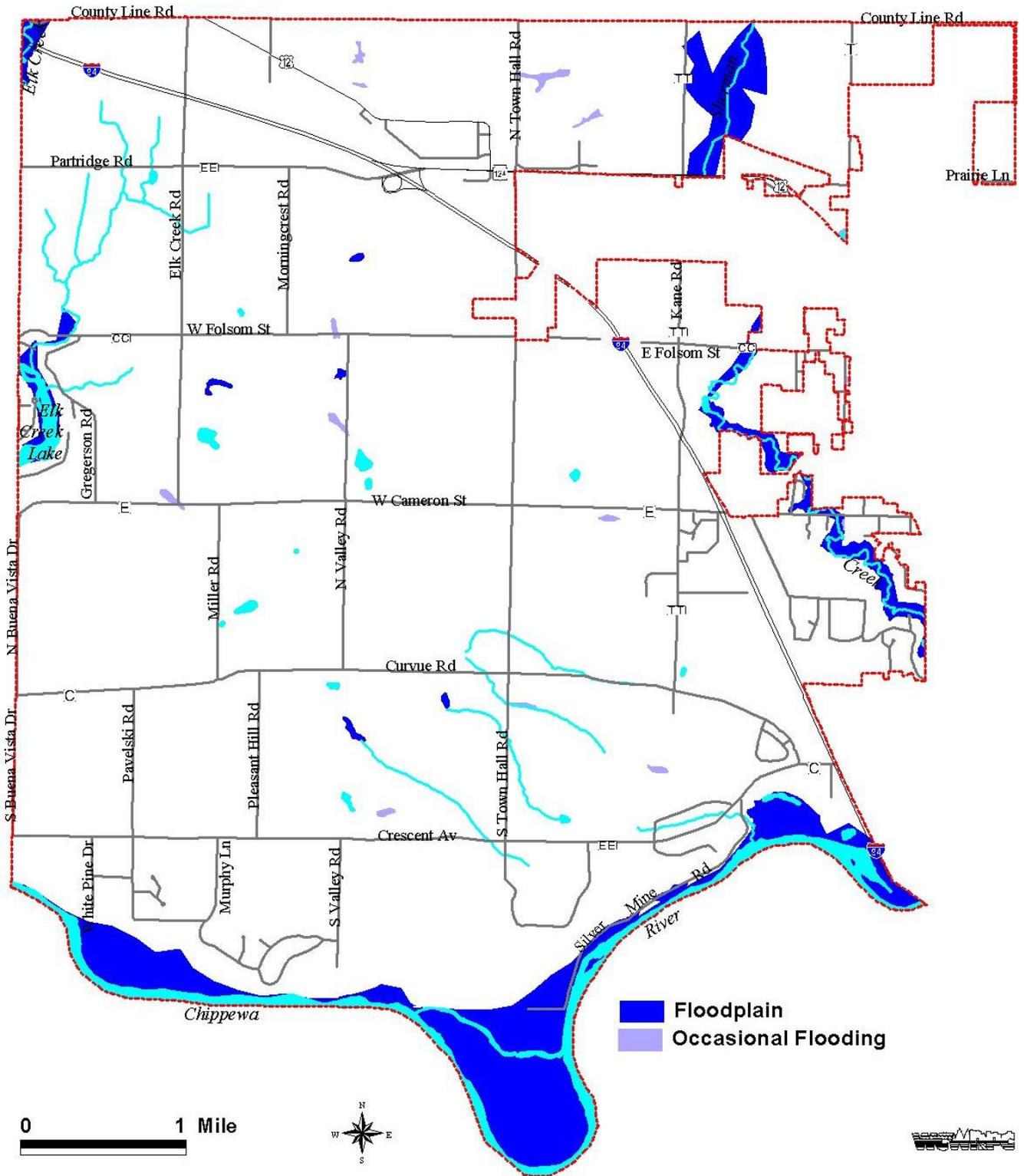


Figure 27

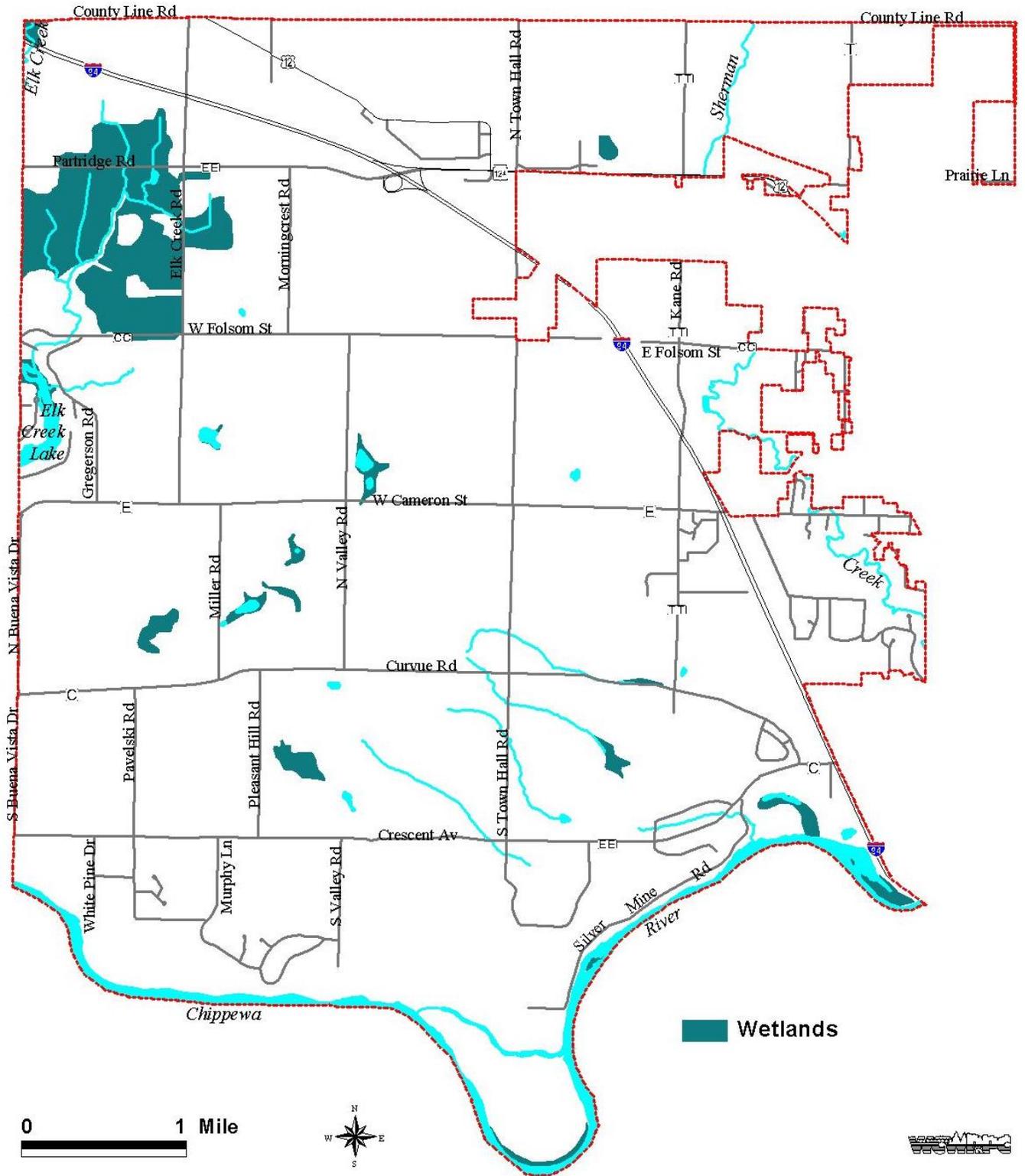


Figure 28

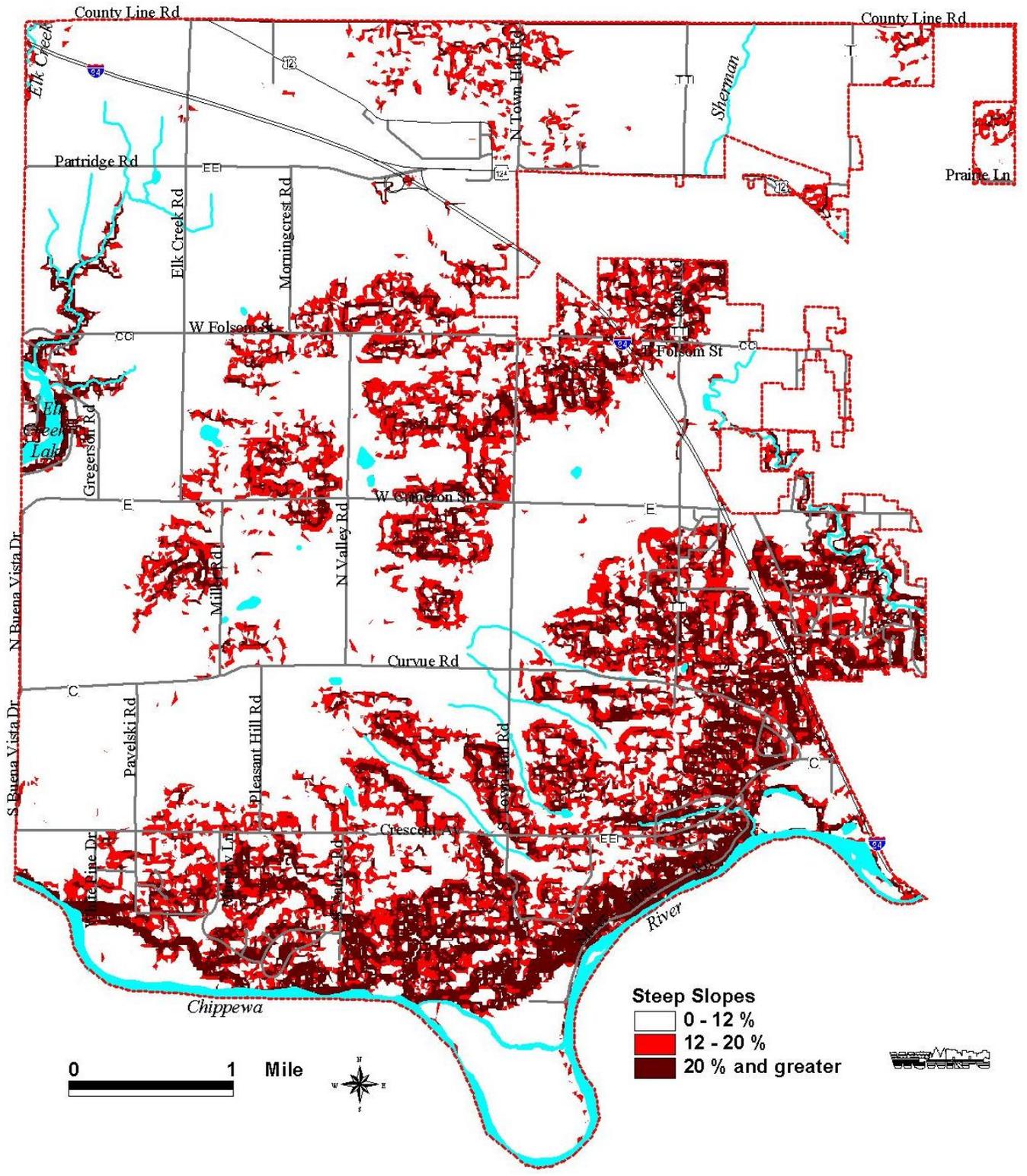


Figure 29

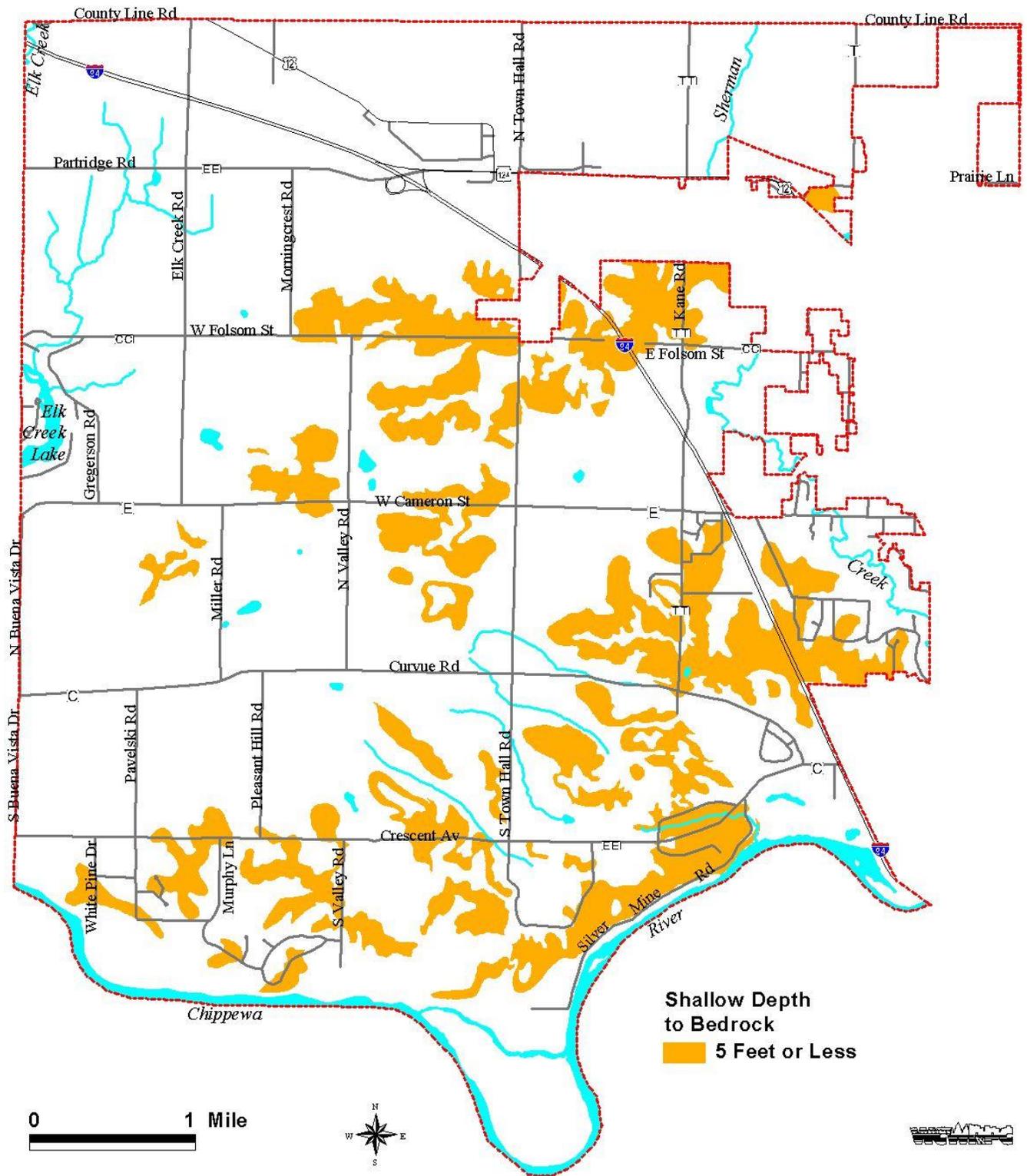


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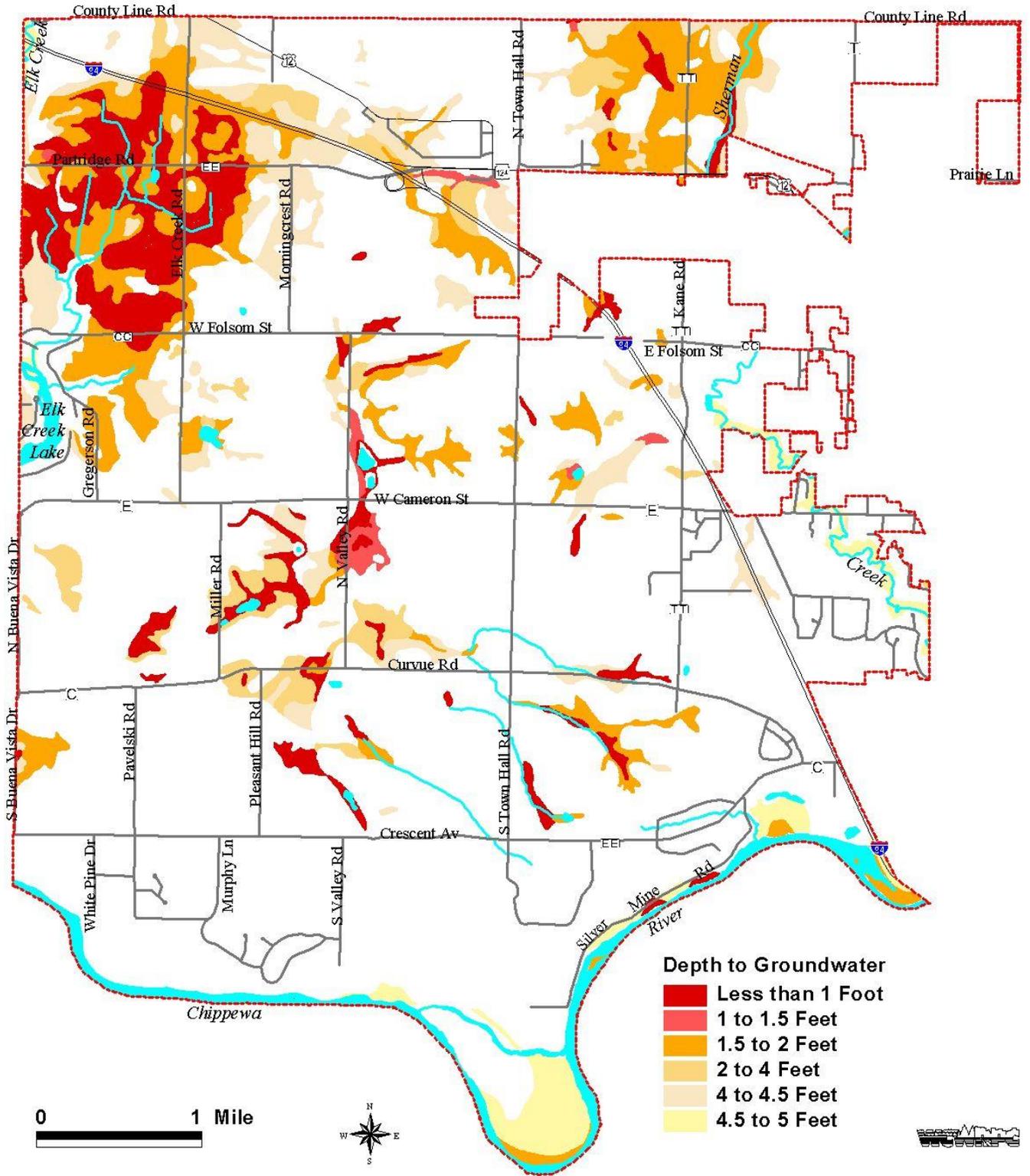


Figure 31

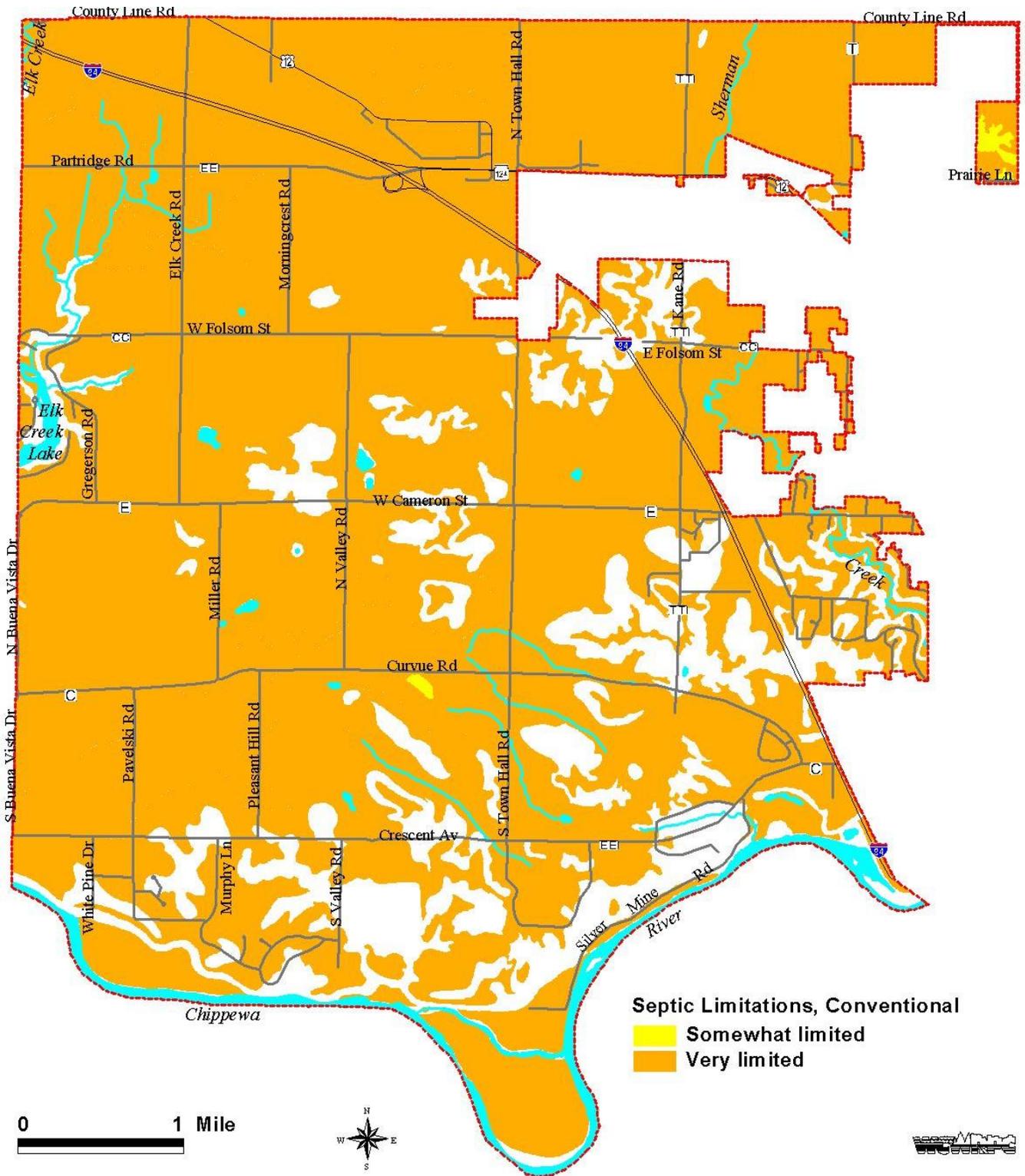


Figure 32

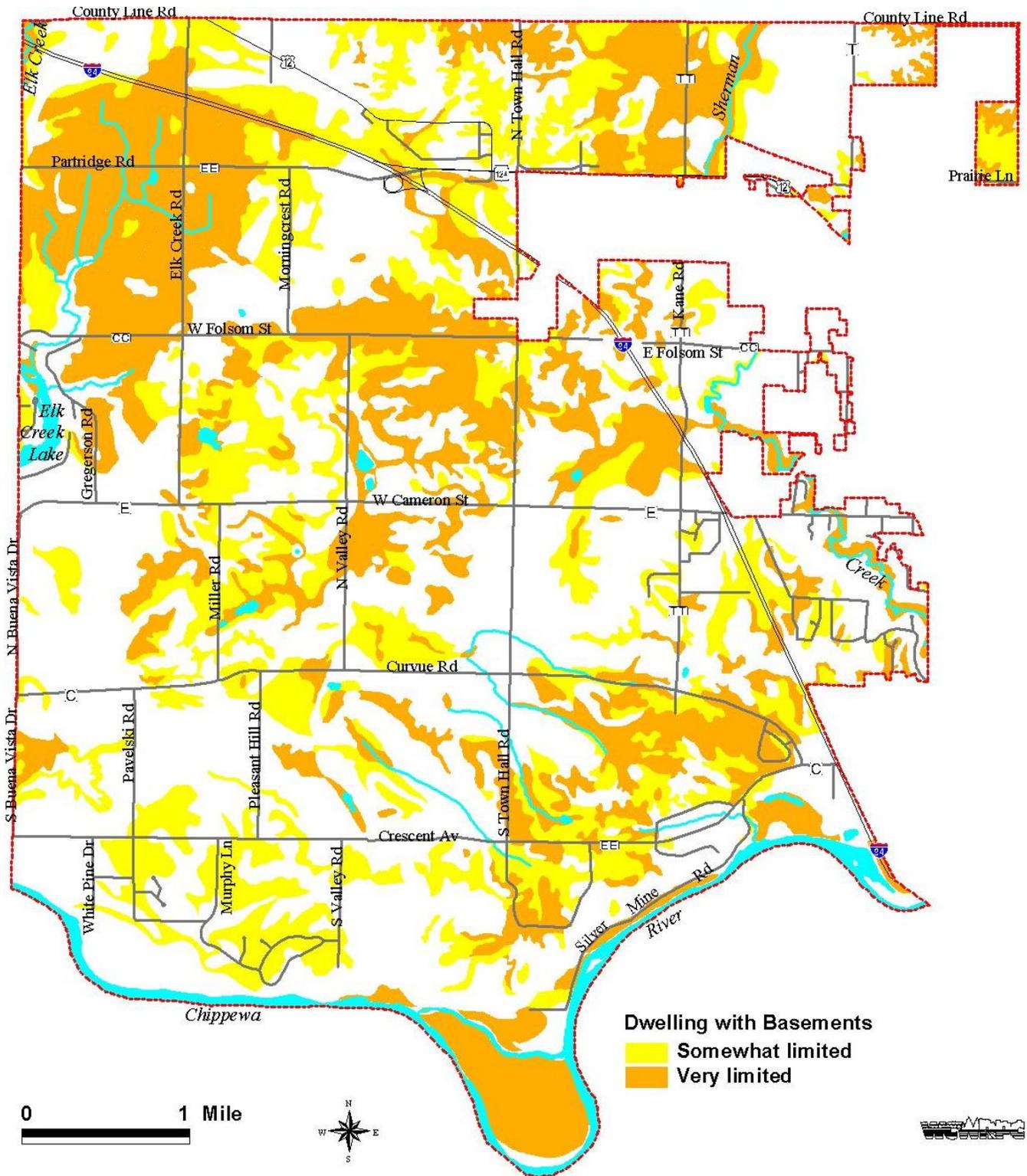


Figure 33

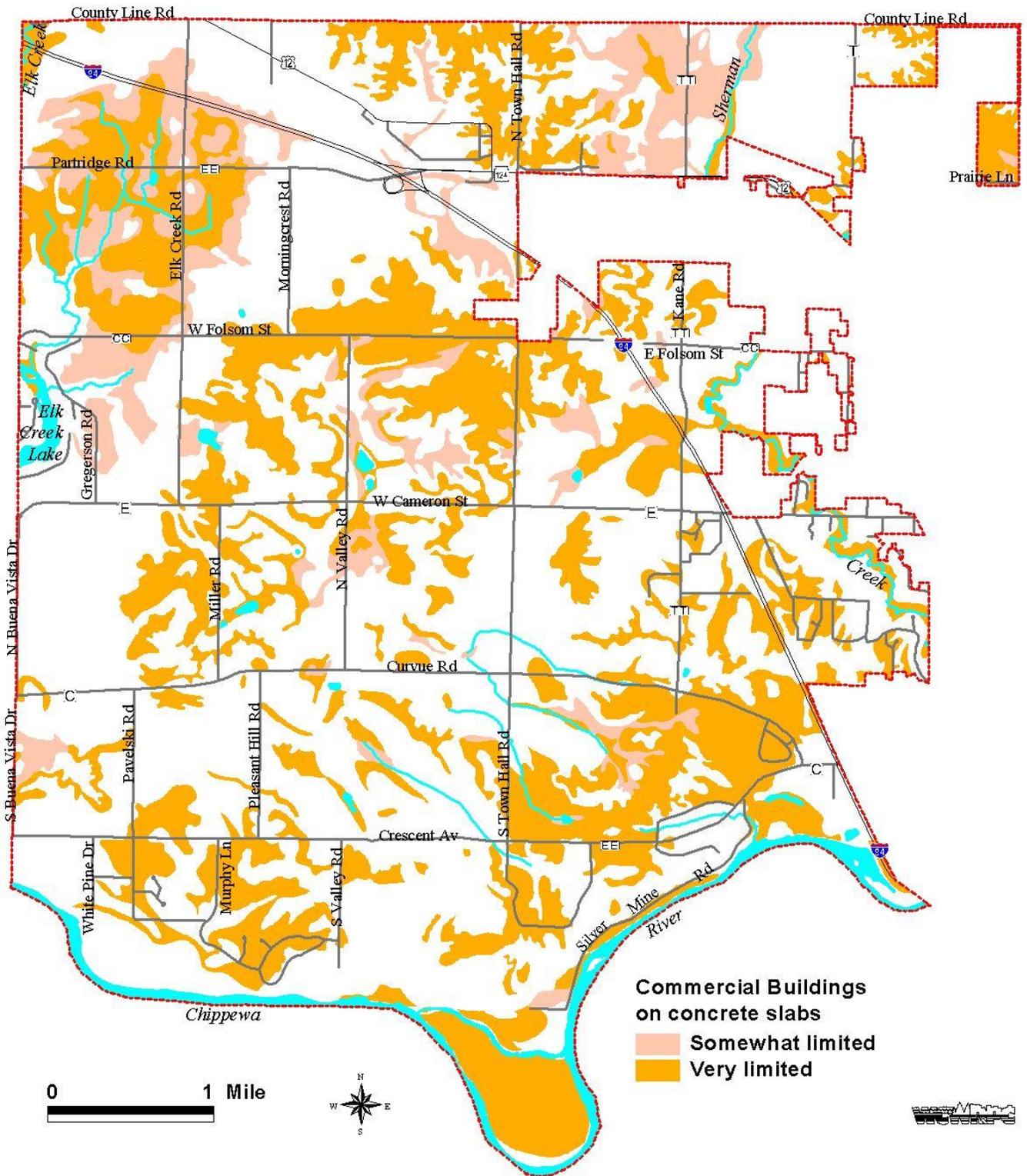
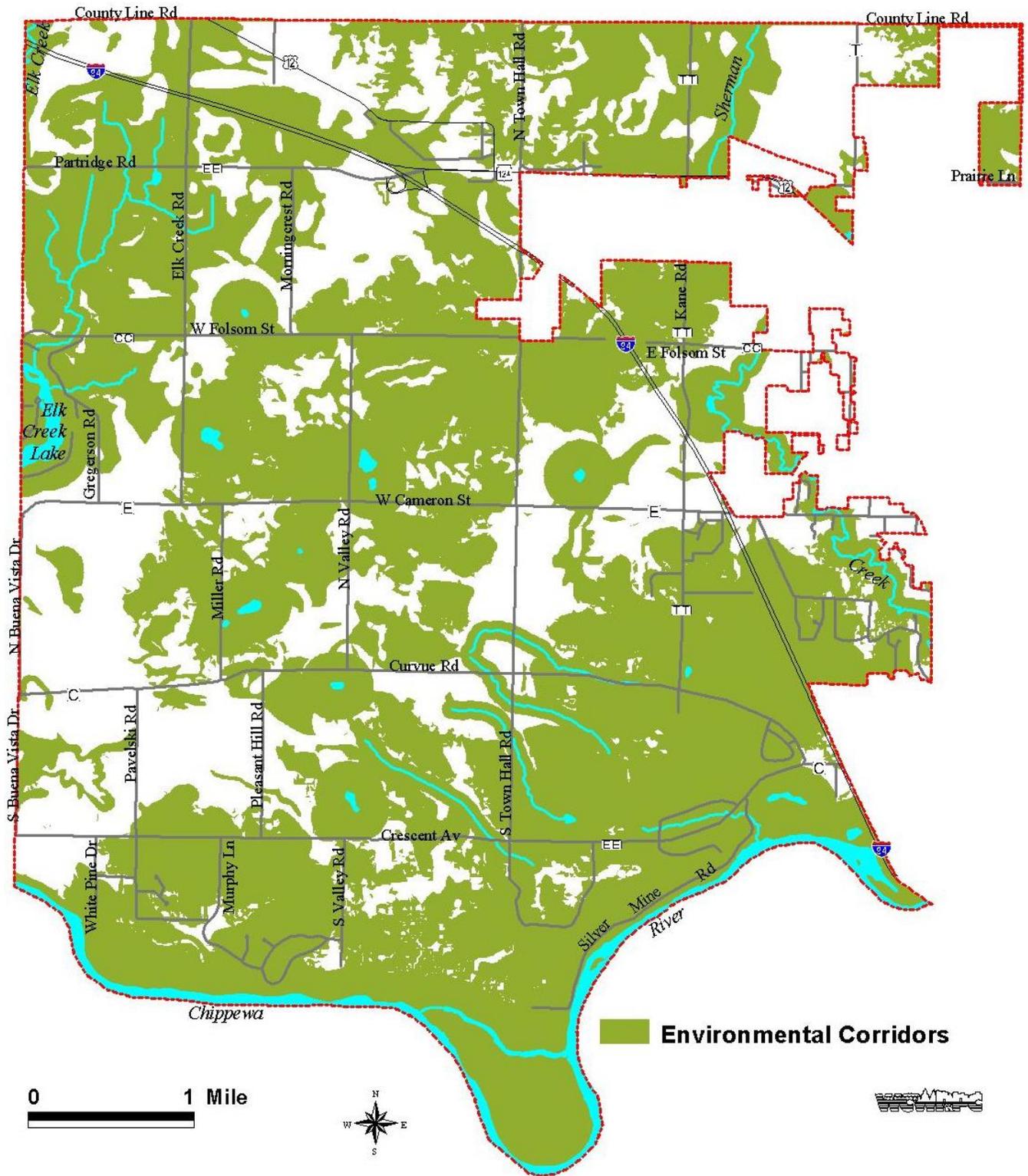


Figure 34



THE ECONOMIC DEVELOPMENT ELEMENT

The Economic Development Element is an opportunity for the Town of Union, its residents, and the local economic development and business community to clarify the categories or types of new businesses and industries that would be desirable, evaluate the Town's strengths and weaknesses for attracting and retaining business and industry, and determine if there are an adequate number of sites for such businesses and industries.

Although the Town of Union is generally a rural community, the commercial/industrial area along State Highway 312/North Crossing and U.S. Highway 12 is a regionally-significant employment center that is home to Menards corporate headquarters, the third-largest home improvement chain and the 28th- largest privately-held company in the United States, with annual revenues of nearly \$10 billion (source: forbes.com) as well as a number of other important Chippewa Valley businesses.

The Town of Union has historically had a limited role in economic development. Most industrial economic development activity has traditionally been concentrated in the county's incorporated municipalities. Indeed, several such communities have economic development agencies of their own. The Town is responsible for land use planning and implementing its economic development policies through its comprehensive plan.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Commercial and industrial development in Union has grown dramatically in the past 30 years. Land use inventories from 1973 and 2015 show the Town had over a ten-fold increase in commercial land use and an eighty-fold increase of industrial land use during the period. The majority of this increase is due to development along State Highway 312/North Crossing and U.S. Highway 12 in the northern part of the Town.

LABOR FORCE AND EMPLOYMENT CHARACTERISTICS AND TRENDS

Labor Force

Table 48 shows labor force statistics for the Town of Union. Tables 49 and 50 show employment by occupation and industry. These tables represent labor force and employment statistics for the residents of Union (Place of Residence) and do not indicate where those residents work. However, Table 51 reveals Journey to Work information for Union workers (where Union residents work) but cannot be cross-tabulated with the employment sector information. Fortunately, the U.S. Census Bureau releases the Census Transportation Planning Package (CTPP) which can give us Journey to Work employment as found in Table 53.

TABLE 48			
LABOR FORCE • 1980, 1990 and 2000			
Town of Union			
	1980	1990	2000
Persons 16 Years and Over	1,899	1,839	1,789

• In labor force	1,196	1,365	1,326
• Percent in labor force	63.0	74.2	74.2
• Employed	1,196	1,278	1,259
• Unemployed	100	87	66
• Percent unemployed	8.4	6.4	5.0

Source: U.S. Census

As indicated by the data presented in Table 48, while the segment of the population eligible for the labor force declined by nearly 6 percent between 1980 and 2000, the actual number in the labor force increased by almost 11 percent. The employed residents in the labor force increased by 5 percent over the same period, while the percentage of unemployed residents decreased by 3.4 percentage points. Based on these statistics, it appears that a growing number of Town residents have been finding employment opportunities. Particularly considering that the Town lost residents due to annexations during this period. The economic downturn early in the decade starting in 2000 makes it uncertain how the labor force and employment was been affected in Union with decennial Census data. However, in the State of Wisconsin data found in Table 52 we can see indicators in employment for Eau Claire that may reveal the present economic rebound. Personal income is derived primarily from employment wages. An individual's occupation determines the range of that wage scale and influences their personal standard of living. A comparison of the occupations of those employed in the labor force helps to determine the economic effect of the employment opportunities available to area residents and the ability to increase their standard of living.

TABLE 49
EMPLOYMENT BY OCCUPATION • 1980, 1990 and 2000
Town of Union Residents

	1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent
Executive, administrative and managerial	106	8.9	145	11.3	342	27.2
Professional	132	11.0	125	9.8		
Technician	29	2.4	41	3.2	335	26.6
Sales	111	9.3	142	11.1		
Administrative support, including clerical	165	13.8	176	13.8	165	13.1
Service	202	16.9	262	20.5		
Farming, forestry, fishing	61	5.1	19	1.5	12	0.1
Construction, extraction, and maintenance	--	--	--	--	138	11.0
Precision production, craft and repair	118	9.9	106	8.3	267	21.2
Machine operators, assemblers & inspectors	106	8.9	139	10.9		
Transportation and material moving	79	6.6	49	3.8	74	5.8
Handlers, equipment cleaners, helpers and laborers	87	7.3				
Total Employment (16 years and over)	1,196	100.0	1,278	100.0	1,259	100.0

Source: U.S. Census

Shaded area indicates combined categories

The Census Bureau collects place of residence employment data. This means these data can tell us what occupations or industries the residents of Union work in, but not where they work. Table 49 presents a comparison of the occupation of Union residents between 1980 and 2000. The Town of Union experienced significant change in the occupations residents were employed, including Farming, Forestry and Fishing, which decreased by a 80 percent between 1980 and 2000 and Service occupations, which decreased by 18 percent, while white collar occupations increased by over 28 percent and Sales occupations increased by over 200 percent!. Table 50 shows what industries or businesses Union residents were employed in as opposed to the

occupations depicted in Table 49. Between 1980 and 2000, there was surprisingly little change in the distribution of workers amongst industries except small declines in those employed in Manufacturing and Retail Trade industries. It is likely that a significant portion of those jobs are may have been held by people under annexations into the City of Eau Claire.

Table 52 shows Eau Claire County employment characteristics. As previously mentioned, these data could give an indication of the economic downturn in the early part of the decade and the rebound of a subsequent economic recovery.

TABLE 50
EMPLOYMENT BY INDUSTRY • 1980, 1990 and 2000
Town of Union Residents

	1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent
Agriculture, forestry, fishing, hunting and mining	58	4.8	24	1.9	23	1.8
Construction	96	8.0	106	8.3	96	7.6
Manufacturing	238	19.9	219	17.1	162	12.9
Wholesale trade	51	4.3	47	3.7	28	2.2
Retail Trade	252	21.1	295	23.1	225	17.9
Transportation, warehousing and utilities	79	6.6	128	10.0	73	5.8
Information	--	--	--	--	17	1.4
Finance, insurance, real estate, rental and leasing	44	3.7	73	5.7	74	5.9
Professional, scientific, management, administrative and waste management services	--	--	--	--	102	8.1
Business and repair services	47	3.9	--	--	--	--
Educational, health and social services	217	18.1	183	14.3	214	17.0
Arts, entertainment, recreation, accommodation and food services	41	3.4	31	2.4	109	8.7
Other services, except public administration	48	4.0	86	6.7	88	7.0
Public administration	25	2.1	31	2.4	48	3.8

Source: U.S. Census

Shaded area indicates combined categories

TABLE 51
JOURNEY TO WORK • 1980, 1990 and 2000
Town of Union Residents

Place of Work	1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent
Town of Union	--	--	--	--	173	13.9
City of Eau Claire	801	64.8	787	62.5	848	68.3
City of Altoona	--	--	17	1.4	28	2.3
Remainder of Eau Claire County	152	12.3	293	23.3	25	2.0
City of Chippewa Falls	45	3.6	25	2.0	28	2.3
Remainder of Chippewa County	4	0.3	29	2.3	24	1.9
Barron County	0	0	7	0.6	0	0
Dunn County	81	6.5	65	5.2	64	5.2
Trempealeau County	4	0.3	0	0	4	0.3
Jackson County	0	0	0	0	4	0.3
Pepin County	8	0.6	0	0	0	0
Buffalo County	0	0	7	0.6	6	0.5
Monroe County	0	0	0	0	3	0.2
Polk County	4	0.3	0	0	0	0
Worked elsewhere	24	1.9	29	2.3	31	2.5
Not Reported	114	9.2	--	--	--	--
TOTAL	1,237	100.0	1,259	100.0	1,241	100.0

Source: U.S. Census

Economic Base

To analyze the economic base of the community usually basic industry (primarily manufacturing) employment in the community is compared to non-basic employment. This is often difficult to do with secondary source information as such labor statistics are often suppressed to protect the identity and number of employees of individual businesses that may suffer a competitive disadvantage with such disclosure. There is employment sector information

TABLE 52 AVERAGE EMPLOYMENT • 2001-2005 *
Eau Claire County

Industry Category	2001	2002	2003	2004	2005
Natural Resources and Mining	96	87	132	120	112
Construction	2,203	1,988	2,022	2,032	1,930
Manufacturing	4,929	5,341	5,248	5,210	5,677
Trade, Transportation, Warehousing and Utilities	13,166	11,542	11,483	11,771	12,038
Information	902	875	849	864	876
Financial Activities	2,234	3,038	3,041	3,245	3,339
Professional and Business Services	5,167	5,895	6,044	6,526	6,790
Health and Education Services	12,060	12,538	12,831	12,997	13,289
Leisure and Hospitality	5,259	5,521	5,619	5,494	5,542
Other Services	1,918	1,906	1,948	1,835	1,736
Public Administration	2,450	2,392	2,305	2,350	2,287

* average of all months

Source: Wisconsin Department of Workforce Development

TABLE 53
EMPLOYMENT BY INDUSTRY • 2000
Workers 16 years of age and older working in the Town of Union

INDUSTRY	Employment
Agriculture, forestry, fishing, hunting and mining	40
Construction	200
Manufacturing	335
Wholesale trade	275
Retail Trade	1,535
Transportation, warehousing and utilities	130
Information	0
Finance, insurance, real estate, rental and leasing	80
Professional, scientific, management, administrative and waste management services	75
Educational, health and social services	75
Arts, entertainment, recreation, accommodation and food services	130
Other services, except public administration	110
Public administration	4
TOTAL	2,990

Source: 2000 Census Transportation Planning Package

available for Eau Claire County shown in Table 52. In addition, the Place of Work data from the CTPP in Table 53 shows the number of workers working in Union by industry for 2000. Hence, the economic base analysis for the plan is inferential in nature due to the limitations of the existing information. It can be seen, however, Union is a significant employment center for its own residents (employment exceeds population) and provides some employment opportunities for residents of the surrounding area. Manufacturing employment in Eau Claire County accounts for 10 percent of all employment; this indicates a significant basic industry sector. However, the service sectors of information, finance, professional and business services, health and education services, leisure and hospitality and other services are strong employers in the County. Table 53 shows that retail trade accounts for majority employment in the Town of Union, followed by manufacturing, wholesale trade and construction. Services of all kinds account for about 16 percent of the employment in the Town of Union.

FEDERAL AND STATE ECONOMIC DEVELOPMENT PROGRAMS

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

The Public Facilities for Economic Development (PFED) program is a federally funded program designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. It is administered by the Wisconsin Department of Commerce (WisCOMM). Eligible activities include those improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government; that will principally benefit one or more businesses; and that as a result will induce the business(es) to create additional jobs and to invest in the community. The total amount of all CDBG-PFED assistance received by an eligible government may not exceed \$1,000,000 per calendar year. The total amount of CDBG-PFED assistance that can be provided to benefit a single business or related businesses may not exceed \$750,000.

The Community Development Block Grant - Economic Development (CDBG-ED) Program

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. Eligible activities include construction and expansion, working capital, and acquisition of existing businesses, land, buildings, and equipment, but not refinancing. The Department of Commerce's typical level of participation in a CDBG-ED project is \$3,000 to \$10,000 per full time job created, although the actual amount of participation is dependent upon factors such as the viability of the project, the number and nature of the jobs created, the project's economic impact upon the community and the collateral position available.

Community Development Block Grant - Blight Elimination and Brownfield Development (CDBG-BEBD) Program

The Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR) program is designed to assist communities with assessing or remediating the environmental contamination of an abandoned, idle or underused industrial or commercial facility or site in a blighted area. Critical to obtaining a grant is a redevelopment plan that describes how the property will be reused for commercial or industrial development that results in jobs and private investment in the community. An eligible applicant is a general purpose unit of government with a population less than 50,000 that is not enrolled in the Community Development Block Grant Entitlement Program. This includes any county, other than Dane, Milwaukee, or Waukesha Counties. Eligible projects are environmental site assessments (ESA), commonly known as Phase I, II or III site assessments, or the environmental remediation of sites which are blighted, subject to the following conditions:

- The applicant has a redevelopment plan for the property.
- The project will result in the redevelopment of the brownfield site for a taxable reuse.
- The applicant will repay to the Department any funds that are loaned to a nonprofit or a business.

- The applicant commits to pursue recovery of environmental remediation costs from responsible parties and to reimburse the department a proportional share of the CDBG funds.
- The applicant demonstrates financial need and demonstrates that the project is the best alternative for the project site.
- The community provides at least 25 percent of the public facility project funding.

Enterprise Development Zone (EDZ) Program

The Enterprise Development Zone Program provides tax incentives to new or expanding businesses whose projects will affect distressed areas. Based on the economic impact of a proposed business project, the Department of Commerce will be able to designate an enterprise development zone. A zone is "site specific" and applies to only one business. The maximum amount of credits per zone is \$3.0 million. Zones can exist for up to seven years. The Department can vary zone benefits to encourage projects in areas of high distress. The Department can designate up to 79 zones. In order to participate in the program, a business should work with one of Commerce's Area Development Managers and complete a prospect data sheet to submit to the Department. Projects must affect distressed areas suffering from high unemployment, low incomes, declining population, declining property values, and plant closings and that have high numbers of people on public assistance. The Department will determine if a project is eligible for an enterprise development zone based on information about the economic impact of the project, the prospective site, and the distress of the area. Businesses earn credits only by creating new full time jobs or by conducting environmental remediation on a "Brownfield" site.

Community Development Zones

The Wisconsin Community Development Zone Program can help to expand businesses, start a new one, or relocate a current business to Wisconsin. The Community Development Zone Program is a tax benefit initiative designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of Wisconsin's 22 community development zones. The development zone tax credits include: (All tax credits have a carry forward provision for up to 15 years) A non-refundable jobs credit of up to \$8,000 for new full-time jobs being created and filled by members of target group. Eligible target groups include W2 participants, dislocated workers, federal Enterprise Community residents, vocational rehabilitation program referrals and Vietnam-era veterans, ex-felons and youth from low-income families. A non-refundable jobs credit of up to \$6,000 for new full-time jobs being created and filled by Wisconsin residents who are not members of target groups. The actual amount of job credits is dependent upon wages and benefits. Wages must be at least 150% of federal minimum wage. Full-time job means regular, nonseasonal, and scheduled to work 2,080 hours per year. One-third of the allocated job credits must be claimed for jobs that are filled by target group members.

Wisconsin Development Fund - Technology Development Fund (WDF)

The Technology Development Fund (TDF) program was established in 1984 to help Wisconsin businesses research and develop technological innovations that have the potential to provide significant economic benefit to the state. Any Wisconsin business or consortium can apply for TDF funds. A consortium is an association between a Wisconsin business and a Wisconsin higher educational institution. Eligible activities include research and development that will lead

to new or significantly improved products or processes, has a high probability of commercial success within a relatively short time period (2-3 years) and will provide significant economic benefit to Wisconsin. Only costs directly associated with the proposed research project are eligible. This includes salaries of applicant personnel, professional services provided by independent third parties, equipment critical to the research project and supplies and materials. Although up to 75% of the eligible project cost can be financed, the actual level of TDF participation in any given project is based upon an analysis of the project's scientific and technical merit, commercial potential, economic impact, business viability and fund availability.

Wisconsin Development Fund - Major Economic Development (MED) Program

The MED program is designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. To be eligible for consideration under the MED program, the project must involve significant capital investment relative to the state of Wisconsin as a whole, OR, involve the retention or creation of a significant number of jobs in the political subdivision where the project is located. Eligible activities include construction and expansion, working capital, acquisition of existing businesses, land, buildings, and equipment, but not refinancing. WisCOM's level of participation in MED projects ranges between \$3,000 and \$10,000 per full time job created. The actual amount of participation is dependent upon factors such as the viability of the project, the number and nature of the jobs created, the project's economic impact upon the community, the collateral position available and the amount of private funds leveraged. Applicants are typically required to provide at least 50% of the total eligible project costs from sources other than the State of Wisconsin.

Transportation Facilities Economic Assistance and Development (TEA-Grant) Program

The Transportation Economic Assistance (TEA) program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. The goal of the TEA program is to attract and retain business firms in Wisconsin and thus create or retain jobs. The businesses cannot be speculative and local communities must assure that the number of jobs anticipated from the proposed project will materialize within three years from the date of the project agreement and remain after another four years. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must begin within three years, have the local government's endorsement, and benefit the public. The program is designed to implement an improvement more quickly than normal state programming processes allow. The 50% local match can come from any combination of local, federal, or private funds or in-kind services.

LOCAL ECONOMIC DEVELOPMENT PLANS AND PROGRAMS

The Town of Union currently has no local economic development plans and programs, other than designating land that is appropriate for commercial and industrial development. However, residents, businesses and the community do have access to the myriad of County, regional, and State economic development programs identified in this element.

NEW INDUSTRIES OR BUSINESSES DESIRED

The types of new businesses or industry desired are largely determined by location. Principally, it is envisioned that the rural area of the Town will continue to be primarily rural in nature, including agricultural and recreational lands, with many residents from low-density rural residences continuing to commute to employment centers around the area. Commercial activities that do occur within the rural area are envisioned to be small enterprises or in-home cottage businesses that compliment agricultural and recreational uses or serve local residents. However, along County Highways there are limited areas with potential for well-planned commercial development that is compatible with the Town's rural character. Traditional, family-owned and corporate farms are desired instead of higher-impact large-scale livestock (feedlot) facilities, concentrated animal feeding operations (CAFOs), and other agricultural operations that are viewed more as industrial uses and could threaten the community's water resources. In addition, there may be recreation or tourism-based business appropriate near the Town's water resource areas of the Chippewa River and Elk Creek.

STRENGTHS AND WEAKNESSES

The Town of Union has the Interstate 94/U.S. 312 interchange and regional transportation arterials, nearby. There already is significant commercial and industrial activity around the interchange and along U.S. Highway 312. The proximity to these transportation facilities and existing establishments is seen as a strength. While increasingly people and goods will find easier ways into the Town, the Town also benefits from potential linkages between existing businesses and potential ones.

The scenic and recreational value of the Chippewa River, Elk Creek and other water features, wooded lands and cultivated or grassy clearings, offer opportunities for tourism-based business. However, it is more likely that such natural amenities will continue to spur demand for rural residential development and recreational properties. Hopefully, this will be limited somewhat by the Town's efforts to protect its agricultural lands. Significant agricultural activity provides opportunities for agriculturally-related businesses. Some areas 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.

However, the Town has no municipal water or wastewater utilities for more intensive commercial and industrial uses. Due to a prevalence of excessively drained soils and the proximity to the Chippewa River, such intensive uses are deemed inappropriate to the community, if on private onsite wastewater treatment systems, as well as being inconsistent with the rural character expressed in the community vision. Most Town roads are not built to specifications to allow for year-round heavy traffic often associated with industrial and some commercial uses. There is no rail service in the Town. It is clear that commercial development will be intentionally limited to appropriate areas in the Town and industrial uses more intense than small, value-added fabricating will be discouraged.

OPPORTUNITIES FOR BROWNFIELD DEVELOPMENT

As a rural, unincorporated community, no opportunities for brownfield redevelopment were identified during the plan update process. However, there are areas within current commercial and industrial areas of the Town that could end up as brownfields sites in the future. The Town will have to reevaluate this issue in future plan updates.

DESIGNATION OF SITES

As indicated previously dispersed low-impact commercial activity is appropriate for the rural portions of the Town. However, the Town might accept commercial and light industrial activity that is compatible with the Town's rural character along major road corridors. In any event, the Town wants to keep the influence of such business activity from negatively impacting nearby residential development and the Town's natural resources. The U.S. Highway 12 and 312 and Interstate 94/U.S. Highway 312 interchange areas have been designated for commercial and industrial activity.

Proposed business development 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 or designated commercial areas 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 are examples of the types of inquiries the Town will make when reviewing a proposed commercial development.

GOAL, OBJECTIVES AND POLICIES

Economic Development Goal

Agriculture, home occupations, and other businesses and industry compatible with the rural character or designated commercial and industrial areas of the Town will continue to be the primary economic activities within the Town.

Objectives:

- 1) Encourage commercial and industrial development in designated commercial and industrial areas of the Town.
- 2) Promote the continuation of farming, forestry, farm-related, tourism and recreational businesses.
- 2) Support the maintenance and development of home businesses, home occupations, cottage industries and local serving commercial establishments that are compatible with and compliment the rural character of the community.

Policies:

- 1) Implement policies that promote agricultural and forestry-related practices and industries.
- 2) Allow home occupations and cottage industries that maintain the rural character of the community.
- 3) Require bonding for potential environmental impacts, impacts to Town roads, and site reclamation for mineral extraction operations, as well as periodic permit renewals.
- 4) Evaluate impacts and compatibility of commercial and industrial development uses on a case-by-case basis to ensure consistency with the community's rural character and to protect residents from negative impacts of development.
- 5) Commercial and industrial uses should be financially responsible for potential environmental impacts and impacts to Town roads.
- 6) Encourage the efforts of the Eau Claire Area Economic Development Corporation.

THE INTERGOVERNMENTAL COOPERATION ELEMENT

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.

Intergovernmental cooperation exists in varying forms among many different levels of government. This cooperation is a daily activity as governments perform their functions. However, the actions of a particular governmental unit can impact another governmental unit resulting in undesirable consequences and conflict between them. Through intergovernmental cooperation, communities can anticipate potential conflicts in plans and policies in order to identify potential solutions or agreements to mitigate such conflicts. The most common approach to these conflicts has been communication between governmental units as each tries to relate their position and arrive at a mutual understanding at the least and a mutually beneficial resolution at best. Governmental units may also identify opportunities for cost-sharing, competitive bidding, and other strategies to leverage available resources to everyone's benefit. There is also enabling legislation which gives local governmental units some tools to cooperate in the provision of services and others to resolve certain conflicts. This element will review the Town of Union's position in relation to other units of government, identify potential intergovernmental conflict, and propose ways that those conflicts can be reduced or eliminated.

GROWTH TRENDS AND PLANNING ACTIVITIES IN ADJACENT COMMUNITIES

Growth trends for surrounding Eau Claire County communities are described in the *Land Use Element*. Like the Town of Union, adjacent unincorporated towns have also been experiencing population and housing growth and loss of farmlands to residential or recreational use, though agriculture remains an important, evident land use in the area. Residential development pressure has been greatest along shorelines of water bodies, near areas offering natural amenities and in areas of City of Eau Claire annexation. The Town of Elk Mound to the northwest experienced the greatest percentage of residential growth during the 1990s and into the next decade among surrounding communities. The Towns of Spring Brook and Wheaton also appear to be experiencing high residential growth rates in this decade. Changes in the amount of agricultural land varied by community, with the Towns of Brunswick and Elk Mound experiencing more than a 1% per year of agricultural land loss and the others saw more moderate decline. Changes in the amount of forest lands were characterized by moderate to significant loss amongst all surrounding communities.

The City of Eau Claire represents the most significant growth and development impact on the Town of all surrounding communities. Annexations in the 1980s and 1990s stopped any population growth in the Town of Union and spirited away significant existing and potential tax base from the Town. Boundary issues, service delivery and the City's extraterritorial policies are

very pressing concerns for the Town of Union which has led to an accelerated effort at dialogue and cooperation with the City of Eau Claire.

The Towns of Brunswick and Rock Creek are currently developing comprehensive plans. The Towns of Elk Mound, Spring Brook and the City of Eau Claire have adopted their comprehensive plans.

REVIEW OF OTHER GOVERNMENTAL UNITS

County Government

The Town of Union is the sixth largest community by population out of eighteen communities in Eau Claire County. The Town and its citizens access many services and programs of County government which is located in the City of Eau Claire. The Town participates in Eau Claire County Zoning and has a good working relationship with the County regarding development review in the Town.

Cities and Villages

The Town of Union borders Eau Claire County's largest city, the City of Eau Claire with a population of 68,339. The City of Menomonie in Dunn County is less than 20 miles away along Interstate 94 but yet has an influence on Town residents. The Village of Elk Mound is less than 2 miles from the Town along U.S. Highway 12. The distance from other cities and villages usually precludes Town interaction with them.

Town Government

The Town of Union is bordered by several Towns; the Towns of Spring Brook, Rock Creek and Elk Mound in Dunn County; the Town of Wheaton in Chippewa County; and, the Town of Brunswick across the Chippewa River in Eau Claire County. There are areas of cooperation between some of these communities in the provision of some services. The Town of Union is a member of the Eau Claire County Unit of the Wisconsin Towns Association.

Regional Planning Commission

The Town of Union is within the jurisdiction of the West Central Wisconsin Regional Planning Commission. The Commission provides services and programs to the seven county region of Barron, Chippewa, Clark, Dunn, Eau Claire, Polk and St. Croix Counties. The Regional Planning Commission serves its member communities with economic development, transportation, community development, housing, land use, environmental protection, hazard mitigation, and recreation planning. The Commission also operates the Regional Business Fund.

Metropolitan Planning Organization

The Town of Union is a member of the Chippewa-Eau Claire Metropolitan Planning Organization (MPO). The MPO membership is made up of seventeen cooperating local

governmental units. The MPO carries out a continuing, cooperative, and comprehensive urban transportation planning process that results in plans and programs consistent with the comprehensively planned development of the Eau Claire Urbanized Area, and thereby satisfies the conditions necessary for the receipt of federal transportation funding for capital, operating, and planning assistance. The MPO also assists the Wisconsin Department of Natural Resources in the development of the municipal point source element of the State's Areawide Water Quality Management Plan and acts in an advisory role to the Department in matters concerning the implementation of the plan. The MPO uses the West Central Wisconsin Regional Planning Commission (WCWRPC) as the administrative clearinghouse for all transportation matters, except transit planning. The urban public transit planning and programming is determined by the Eau Claire Transit Commission. The WCWRPC coordinates the urban transportation planning process, development of the planning work program, transportation plan, and transportation improvement program.

School Districts

The Town of Union is mostly within the Eau Claire Area School District. There is a small portion of the Town within the Elk Mound School District. There are some issues of concern and potential opportunities with the Eau Claire Area School District's Sherman Elementary School which borders the Town's Sherman Creek Park.

Chippewa Valley Technical College

The Chippewa Valley Technical College (CVTC) provides educational programs resulting in Associate Degrees and Certificates. This institution has not cooperated with the Town in the development of part of their campus that is within the Town. The college purchased the land for in the Town of Union and are making plans for its development without having solicited Town input to this point.

University of Wisconsin - Eau Claire

The University of Wisconsin - Eau Claire County (UWEC) provides undergraduate, limited graduate and continuing education courses which support the fine arts, liberal studies, technology, business and industry.

Wisconsin Department of Transportation

The Wisconsin Department of Transportation (WDOT) is organized into eight district offices located throughout the state. Eau Claire County and the Town of Union are located in District 6 which has offices in Eau Claire, Wisconsin. Projects are now organized by WDOT region. Both Eau Claire County and the Town are in the WDOT Northwest Region. The Town has frequent contact with WDOT District 6 staff regarding transportation projects and issues which affect the Town of Union.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources (WDNR) is organized into five regions. Eau Claire County and the Town of Union are situated in the Department's 15-county West Central Region. The regional offices are in Eau Claire, Wisconsin.

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 Union are limited. The primary intergovernmental agreements involving the Town of Union are for emergency services from the Eau Claire County Sheriff's and City of Eau Claire Police Departments, the Township Fire Department, and the EMS Ambulance Service. The Town has shared boundary road agreements for road maintenance with adjoining Towns. The Town also cooperates with Eau Claire County Highway Department for road maintenance activities. The Town has cooperative relationships with Eau Claire City/County Health Department and Eau Claire County Planning & Development Department. The Town also cooperates with the City of Eau Claire with a winter highway maintenance agreement, fire department mutual aid, water rescue, the L. E. Phillips Memorial Library. There are some other specific arrangements the Town and City have for water service delivery and sanitary sewer service to very limited areas within the Town.

The Town of Union 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 Elk Mound and Eau Claire Area School Districts as mapped in the community facilities section of the *Utilities and Community Facilities Element*, but has minimal involvement in school district planning and operations.

The Town has a good working relationship with the Eau Claire County Highway Department. The Town acquires salt, sand and hot-mix from the County and the County bids on providing blacktop and aggregate. The County sometimes shares equipment and provides limited engineering consulting and other limited services to the Town. The Town establishes house numbers for the Town and provides the signs.

The Town is encompassed within a number of Eau Claire 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: *Subdivision Control 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 numerous other local, regional and State plans regarding natural resource management, farmland preservation, economic development, emergency services, and social programs. Please refer to the appropriate plan elements for more details on many of these plans.

POTENTIAL ISSUES AND OPPORTUNITIES

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

- 1) Eau Claire County zoning and subdivision notification and timing with local decision-makers.

- 2) Surface water quality of the Chippewa River.
- 3) Potential provision of municipal wastewater treatment and water supply to developing areas of unincorporated jurisdictions.
- 4) Growth and land use plans of the City of Eau Claire and Town of Union, as well as planned annexation, infill of vacant city lands, service delivery and the use of extraterritorial review powers to affect residential and commercial development.
- 5) Multijurisdictional land use planning and development management.
- 6) Development plans for Eau Claire expansion and the Town's desire to minimize the impact from such development on its road system.
- 7) Affordable housing issues and encouraging rural residential development on smaller clustered lots.

INTERGOVERNMENTAL COOPERATION AND PLANNING

Since the 1960s the City Of Eau Claire has annexed significant amounts of land from territory of the Town of Union. Such annexations have led to two decades of population decline for the Town. Recently, there have been several large annexations, including one that crossed over Interstate 94, an unwelcome precedent. The recent expansions of the City limits have involved residential lands and vacant lands. Annexations of residential land have dramatically affected population growth in the town and annexations of vacant land and its subsequent development has taken some of the best farmland in the county out of production.

Most past Eau Claire annexations were direct annexations by petition of a majority of the property owners in the affected territory. The Town of Union has opposed all major annexations. There has been historic friction between the Eau Claire City Council and the Union Town Board over annexation issues.

The City of Eau Claire maintains extraterritorial plat review area policies which limit residential and commercial development to one unit per ten acres in areas within the 1.5-mile Sewer Service Area (SSA), including additional policies for public services, lot and road layout. The Town recognizes that the 2010 Intergovernmental Agreement has improved the working relationship and mutual understanding between the Town and the City of Eau Claire.

In 2010, an Intergovernmental Agreement (IGA) between the City of Eau Claire and adjacent townships, including, the Town of Washington, was approved. The IGA provides policy guidance for development proposals, including rezonings and subdivision plats. The Town desires to continue open, honest dialogue with the City of Eau Claire to ensure a fair, equitable, and mutually-acceptable and beneficial relationship to understand, respect, and promote the mutual interests of each municipality for the common good of the community.

The text of the IGA is provided for reference in Appendix II.

Perhaps the best thing that the Town of Union can do to foster intergovernmental cooperation is to keep communications open amongst the various units of government. Ongoing dialogue will at least keep the parties informed as to each other's position and at most provide opportunities to resolve the pertinent issues facing these communities. The MOU with the City of Eau Claire provides a structured agreement that calls for real progress on identified issues through a concerted effort of exploration, dialogue, cooperation and consensus. It is hoped that the mutually beneficial outcomes sought in the process come to fruition.

GOAL, OBJECTIVES AND POLICIES

Intergovernmental Cooperation Goal

Establish and maintain mutually beneficial relations with neighboring units of government, the Elk Mound and Eau Claire Area School Districts, and Eau Claire County.

Objectives:

- 1) Maintain communication with adjacent governmental units to identify and discuss existing or potential conflicts.
- 2) Utilize intergovernmental agreements to help achieve fair and equitable land use decisions and realize an economic 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.

Policies:

- 1) Continue to work within the Intergovernmental Agreement with the City of Eau Claire towards mutually beneficial outcomes in land use planning, municipal growth, service delivery and cooperative relations.
- 2) Maintain membership of the Town Board in the Wisconsin Town's Association including the Urban Towns Committee.
- 3) Work cooperatively with adjacent municipalities, the Elk Mound and Eau Claire Area School District and Eau Claire County when mutually beneficial opportunities for cost-sharing for needed facilities or services arise.
- 4) Work with Eau Claire County and the City of Eau Claire to ensure timely notification of annexation applications and any action that would affect the Town or its residents so the Town of Union can have the opportunity to provide meaningful input in the process.
- 5) Participate in discussions with the City of Eau Claire and area towns on the potential expansion of wastewater and/or water services to unincorporated areas or the establishment of sanitary districts and to assess surface water and groundwater quality concerns and identify appropriate remedies, if needed.
- 7) Work cooperatively with other area communities to identify routes appropriate for the potential development of linked recreational trails.

- 8) Maintain communication with Eau Claire County on land use and growth issues, including providing input on zoning changes necessary to implement the Town of Union Comprehensive Plan.
- 9) Maintain communication with other area unincorporated jurisdictions on the development of land use regulations and on shared land use concerns.

THE LAND USE ELEMENT

The following chapter summarizes the future land use plan for the Town of Union and contains information required under *SS66.1001*. The information is intended to provide a written explanation of the Town of Union *Future Land Use Map*, which depicts the desired pattern of land use and establishes the Town's vision and intent for the future through their descriptions and related objectives and policies. The Future Land Use Plan identifies areas of similar character, use, and density. These land use areas are not zoning districts, as they do not legally set performance criteria for land uses (i.e. setbacks, height restrictions, etc.), however, they do identify those zoning districts from the *Eau Claire County Zoning Code* that may be approved within each future land use classification.

Future Land Use Map

The *Future Land Use Map* has been updated to be consistent with the future land use map approved in 2012 and the categories and designations found in the Eau Claire County Comprehensive Plan.

Future Land Use Plan

The Plan Commission recommended maintaining the majority of the goals, objectives, policies and future land use designations based on the experience of the last 10 years and input received from residents from the community survey and at public meetings and open houses. The following provides a detailed description of each future land use classification and their related policies as they appear on the adopted Future Land Use Map. In addition, the policies described in Chapter 2 of this Plan are applicable within each future land use classification.

Petitioners of development proposals within the City of Eau Claire Plat Review Area are advised that the City of Eau Claire may impose additional land use regulations in accordance with their comprehensive plan.

TOWN OF UNION LAND USE CONTEXT

Population

The Town of Union experienced rapid growth in its population after World War II through the 1950s (Table 54). After 1960, annexations were responsible for a decline in the Town's population when the Town lost 510 residents, or 17.8% of its population, between 1960 and 1970. The Town held on to much of its territory in the 1980s when again the population increased. According to the 1990 Census, during the 1980s the Town decreased in population by 233 persons. This amounts to almost 9% of its population. The 1990 and 2000 Censuses indicated that the trend of population loss due to annexation of existing developed areas continued. It appears the amount of annexations from the Town of Union have subsided since 2000.

TABLE 54
HISTORICAL POPULATION
TOWN OF UNION

1940 Census	1950 Census	1960 Census	1970 Census	1980 Census	1990 Census	2000 Census	2010 Census
1,562	2,357	2,865	2,355	2,689	2,456	2,402	2,663

Source: U.S. Census and WiDOA

More recently, a look at WiDOA official population estimates for 1990 through 2017 (Table 55) reveals that Union without the level of annexation experienced previously was growing at a rate of a little over one percent per year. While this is considered moderate growth it certainly eclipses the population declines that had occurred in previous decades.

TABLE 55
RECENT POPULATION TRENDS
TOWN OF UNION

1990 Census	2000 Census	2010 Census	2017 Estimate
2,456	2,402	2,663	2,794

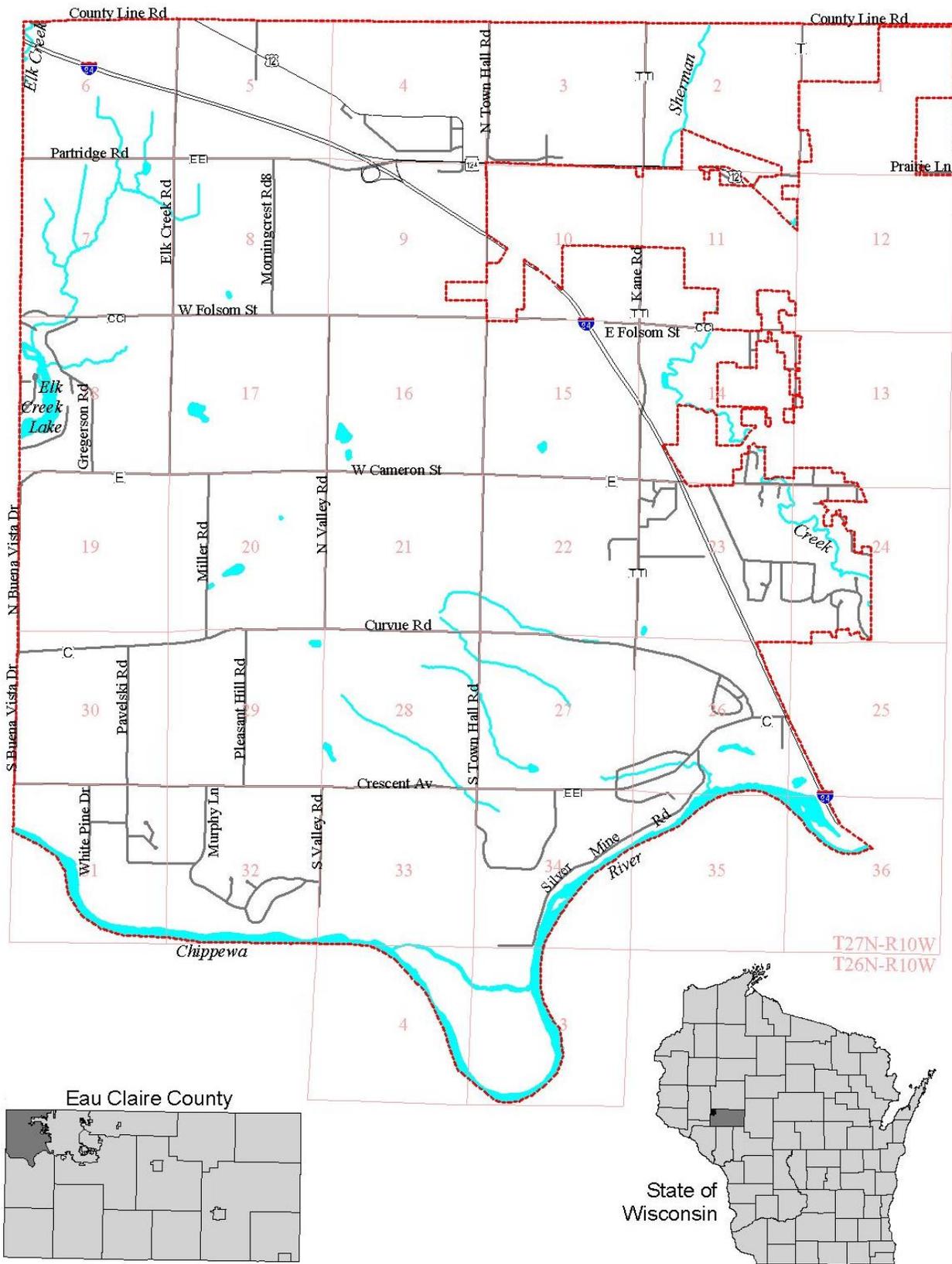
Source: U.S. Census and WiDOA

The study of the local population is vital to the planning process, because people are intended to be the principal beneficiaries of the planning. Knowledge of the number of people in the planning area, the various characteristics of this population, and the manner in which this population is changing, must all enter into the various planning decisions regarding the future of the Town of Union. Complete population statistics are provided in the Issues and Opportunities Element.

Community Setting

The Town of Union is located in northwest Eau Claire County in the west central region of Wisconsin. The City of Eau Claire borders the entire eastern edge of the Town. The Town is bounded by Chippewa County to the north, Dunn County to the west and the Chippewa River to the south. Union has three major transportation routes running through it. Interstate Highway 94, U.S. Highway 12/312 and the Union Pacific Railroad mainline.

FIGURE 35 BASE MAP AND LOCATION TOWN OF UNION



The Town sits in an area of gently rolling landscape with the exception of a sandstone

escarpment along the Chippewa River. The landscape character of Union is generally level to gently rolling farmlands or woodlands with significant lands devoted to agricultural uses. At one time, the town and surrounding areas were heavily forested, just like most of northern Wisconsin. The Chippewa River flows along the Town's southern boundary, Elk Creek Lake, an impoundment, is found on its western edge, Elk Creek in the northwest corner and Sherman Creek along its eastern border. These water features are a valuable scenic and recreational amenity for residents of the town to enjoy.

Land Use Characteristics

The Town of Union borders urbanized areas within the City of Eau Claire on the east and part of the Town is suburban in character. Despite the close proximity to the city, however, the Town consists of large expanses of open spaces, agricultural fields, and scattered residential development commonly associated with a rural environment.

About half, or about 9,300 acres, of the land is currently associated with agricultural uses. This includes acreage that is dedicated to the cultivation of crops, pasture, farm residences and other farm buildings. By comparison, 67.8% of the Town, or about 14,098 acres of the 20,787 acres in the Town in 1973, was associated with agricultural use. Since 1978 about a third of the agricultural land in the Town has been lost to conversion to other uses.

A significant change has occurred in the acreage devoted to residential use. In 1973, it was estimated that 1,175 acres were associated with residential uses, or about 5.7% of the land in Union. By 1996, the number had increased significantly to 1,489 acres, or 8.3% of the land in the Town. In 2002, there were 1,772 acres of residential land use, or about ten percent of the Town's area. So, between 1973 and 2002 this represents a 50.8% increase in land associated with residential development in the Town. These residential land uses include residential parcels in subdivisions and other developments, lots in agricultural areas that are used only for residential purposes, and existing residential parcels that have been subdivided from surrounding lands that are 40 acres or less. Almost 45% of residential land is associated with residential development is included in existing platted subdivisions and other areas that have developed as larger lot residential areas. The remaining 55% includes lots scattered around the countryside that are no longer associated with agriculture. In 1973 most of the residential development was included in platted subdivisions and large-lot residential developments. Although there were a considerable number of 40 acre tracts that could have been sold for residential use, most of these parcels were devoted to agricultural use at the time.

The acreage that is being used for commercial purposes has also grown substantially. The 1978 County Land Use Plan indicates that 94 acres of land was devoted to commercial use. In 1996, that figure grew to 848 acres, including a substantial amount of land that is dedicated to commercial use but was undeveloped. Most of this acreage is found near the Interstate 94 interchange in the northwestern corner of the Town. Interstate 94 past the City of Eau Claire was completed in 1967. By 1996, about 4.7% of the land in Union had been dedicated for commercial use, which compares to only about .5% in commercial use in 1973. By 2002, there were over 1000 acres of land (5.9%) in commercial use. This represents an increase of 23.7% increase in the land devoted to commercial development between 1996 and 2002.

Lands devoted to industrial use were almost non-existent in 1973; RPC land use inventory indicated that only 4 acres of land were devoted to industrial use. By 1996 about 147 acres of land had been converted to industrial use, or less than 1% of the land in the Town. By 2002, there were 239 acres of land (1.3%) in industrial use. Most of this development has occurred along the railroad right-of-way near the 1-94 interchange. Government and institutional land use comprised about 290 acres of land in Union in 1996 and 2002, or about 1.6%. This included public open spaces such as the Town of Union forest in the southwest corner of the Town and the City of Eau Claire's ski jump and Blue Valley landfill site, as well as uses such as the Moose Lodge on County Road C.

About 1,426 acres of land, or about 8.0% of the Town, is included in road and railroad rights-of-way, electrical substations and communications facilities. This figure has also grown with a 21% increase since 1978 for various reasons. U.S. Highway 12 has been combined with Highway 124, or the *North Crossing*, now designated U.S. Highway 312, and this has been improved to a 4 lane road. Some new Town roads have been established with the development of residential subdivisions including Mill Run, Sky Hawk Hills, and Kucera's Roaming Hills developments.

The last category of land use is the Recreational land use category. This category includes parks, campgrounds, and other properties dedicated to active outdoor recreational activities. Almost 200 acres of land are included in this category in 1996, as compared to 51 acres in 1973. This category has grown from about .2% of the total land in Union to 1.1%, a 292% increase.

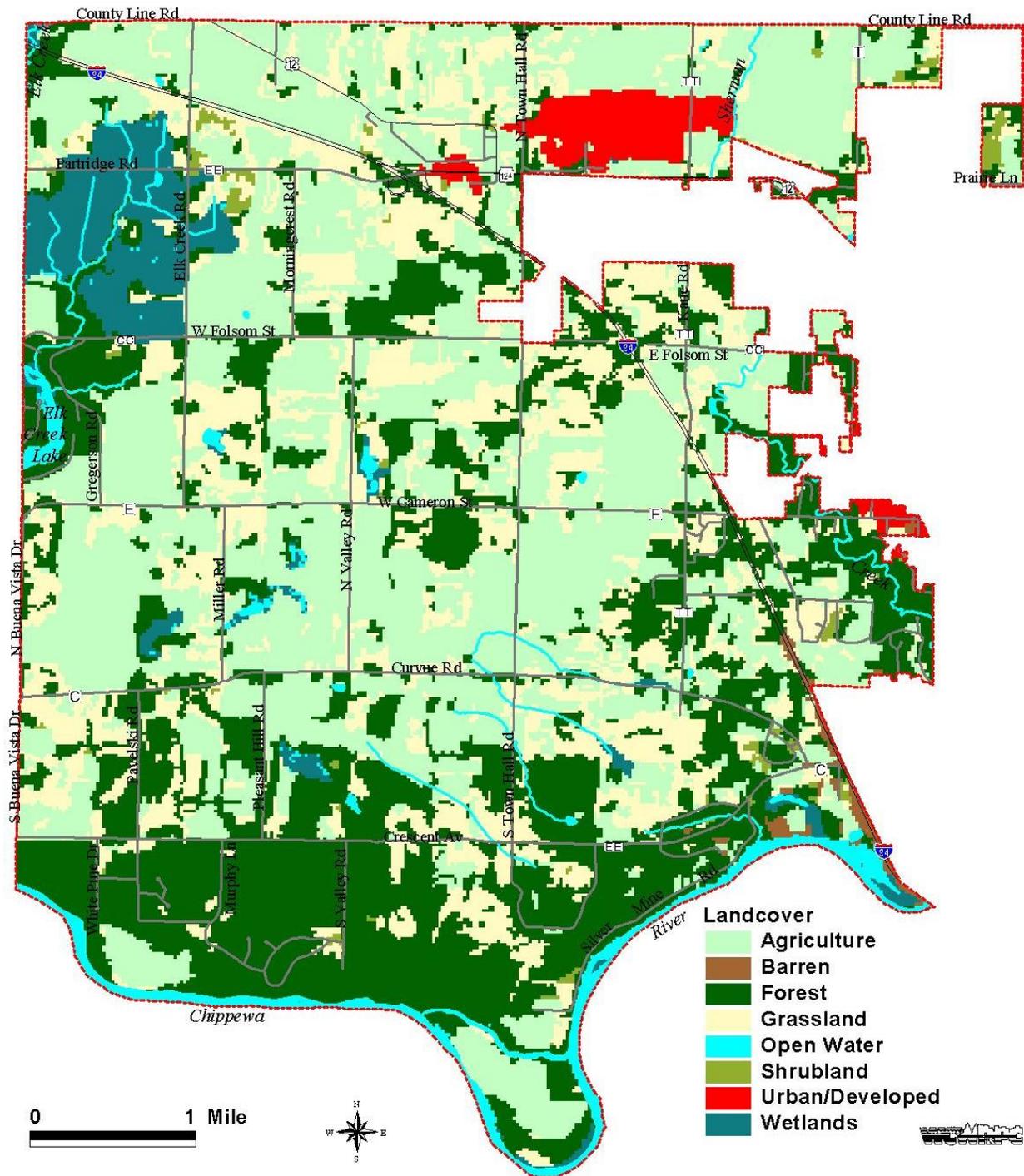
TABLE 56
LAND USE INVENTORIES, 1973, 1996, 2002
TOWN OF UNION

Land Use	1973		1996		2002		1973-1996		1992-2002	
	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acreage Change	% Change	Acreage Change	% Change
Agricultural	14,098	67.8	10,668	59.6	9,347	52.6	-3,430	-24.3	-1321	-12.4
Forest	3,459	16.6	2,346	13.1	2,760	15.5	-1,113	-32.2	414	17.6
Residential	1,175	5.7	1,489	8.3	1,772	10.0	314	26.7	283	19.0
Commercial	94	0.5	848	4.7	1,049	5.9	754	802.1	201	23.7
Industrial	4	< 0.1	147	0.8	239	1.3	143	3,575.0	92	62.6
Gov't./Institutional	30	0.1	290	1.6	290	1.6	260	866.7	0	-0.0
Trans, Comm, & Utilities	1,183	5.7	1,370	7.7	1,426	8.0	187	15.8	56	4.1
Parks/Recreation	51	0.2	200	1.1	200	1.1	149	292.2	0	0.0
Water/Wetlands/Drnwys	693	3.3	544	3.0	691	3.9	-149	-21.5	147	27.0
TOTAL	20,787	100.0	17,902	100.0	17,774	100.0	--	--	--	--

Source: West Central Wisconsin Regional Planning Commission

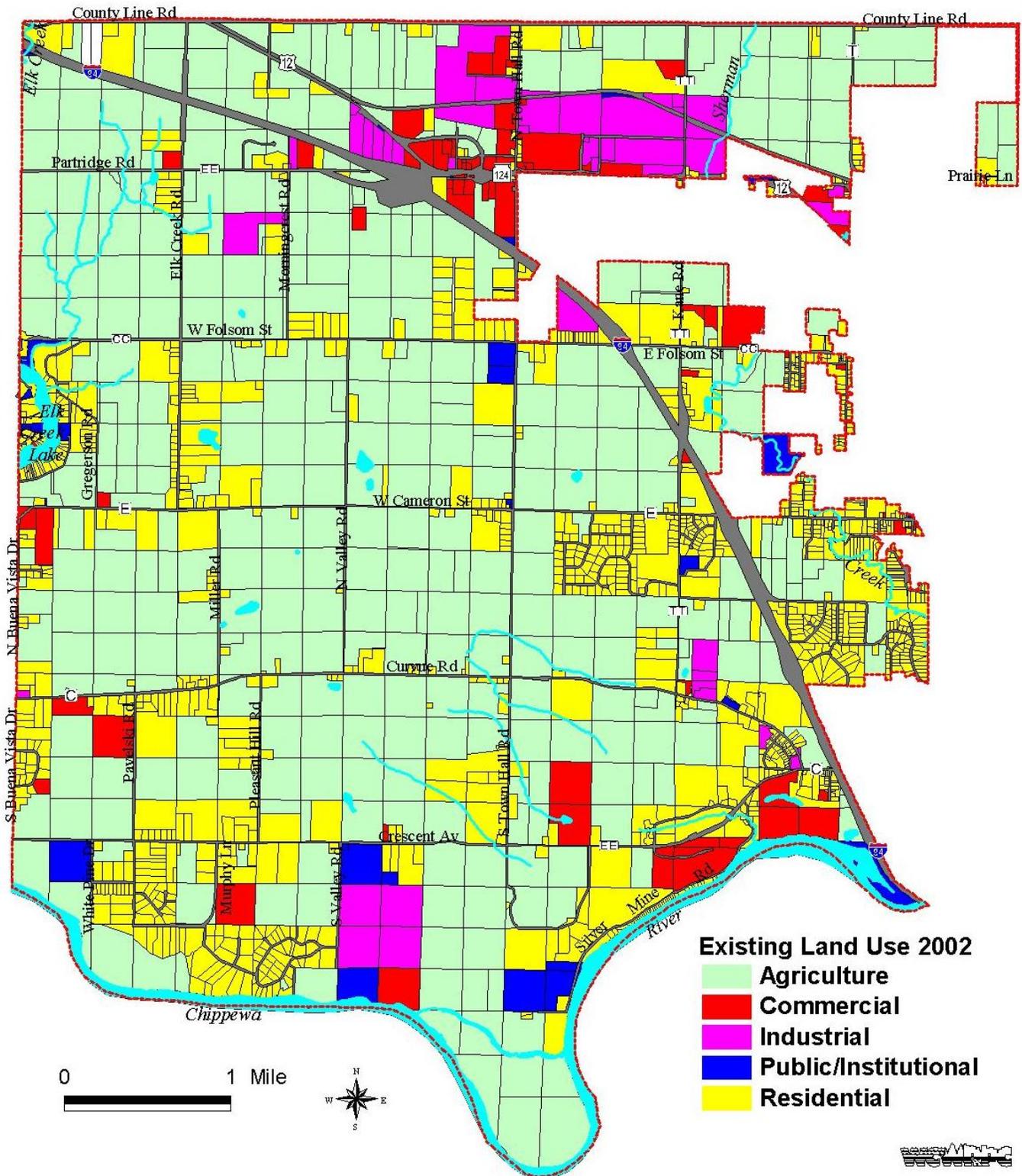
Land use characteristics in the Town of Union have changed considerably in the 23 years between 1973 and 2002. Although the Town retains much of the character of a rural community, particularly west of the Interstate Highway, this character is changing fairly quickly. These figures clearly indicate that the Town was once predominately agricultural and is becoming more

FIGURE 36 LAND COVER TOWN OF UNION



Source: WISCLAND

FIGURE 37 EXISTING LAND USE TOWN OF UNION



Source: Eau Claire County

of a rural residential community with a substantial portion of the residential development scattered throughout the area on large lots.

Land cover information for the Town of Union found in Figure 36 was derived from the 1997 WISCLAND satellite imagery project. The land cover information can be used as a backdrop for the current inventory of existing land use. The land cover map does not show where residential subdivisions are or individual residences. It only shows significant built up or developed areas. The land cover categories are agricultural, barren, forest, grassland, open water, shrubland, urban/developed, and wetlands.

Land use inventories for the Town of Union were conducted in 1973, 1996 and 2002. There was an attempt to be consistent as possible with past methodologies in collecting the more current information. However, there are differences in data collection and interpretation in each of these inventories. These discrepancies should not prevent one from interpreting the significant changes in land use that occurred. The existing land use map found in Figure 37 was developed with Eau Claire County's parcel map and shows broad categories of land use that represent the predominant use for that parcel. Hence, a large parcel may be shown as residential where only a portion of the parcel reflects that land use. Evaluating the land cover map in conjunction with the existing land use map can reveal more about the use of a particular property.

The inventories of existing land use, as depicted in Table 56 and Figure 37, provides the Planning Commission with information on the change of development patterns in the community and assists with decisions regarding future land use. The Town can also refer to its 1998 Land Use Plan for valuable land use information. A land use plan is necessary to direct future land uses that are compatible with a neighborhood's character and which are considered desirable to the community. One example of an undesirable disruption of existing character would be the location of an industrial development in the middle of an area already developed for a residential use. Such disruption can hopefully be prevented by a careful study of existing and proposed uses preceding planning decisions.

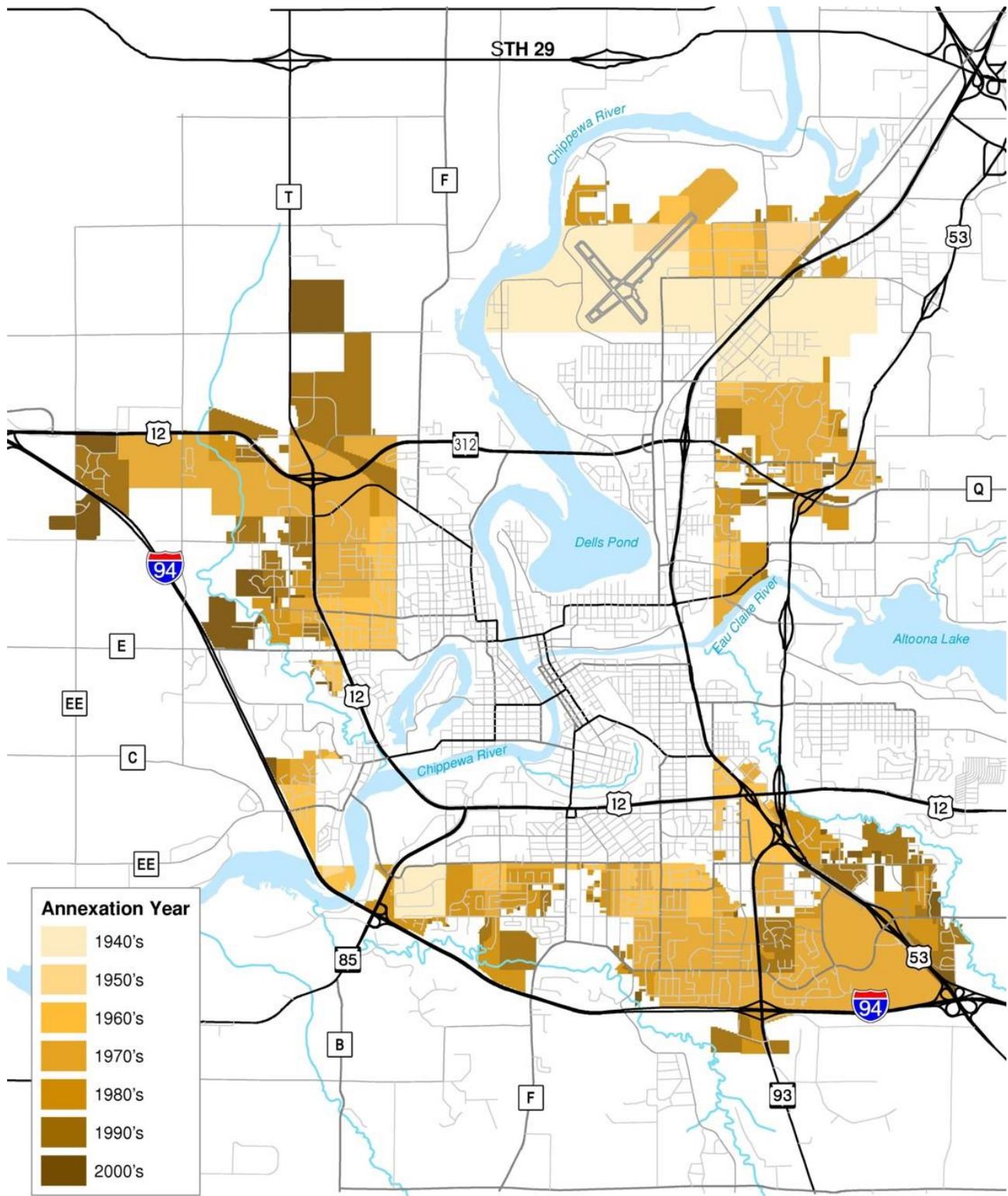
UNION LAND USE ISSUES

Boundary Issues

Annexation

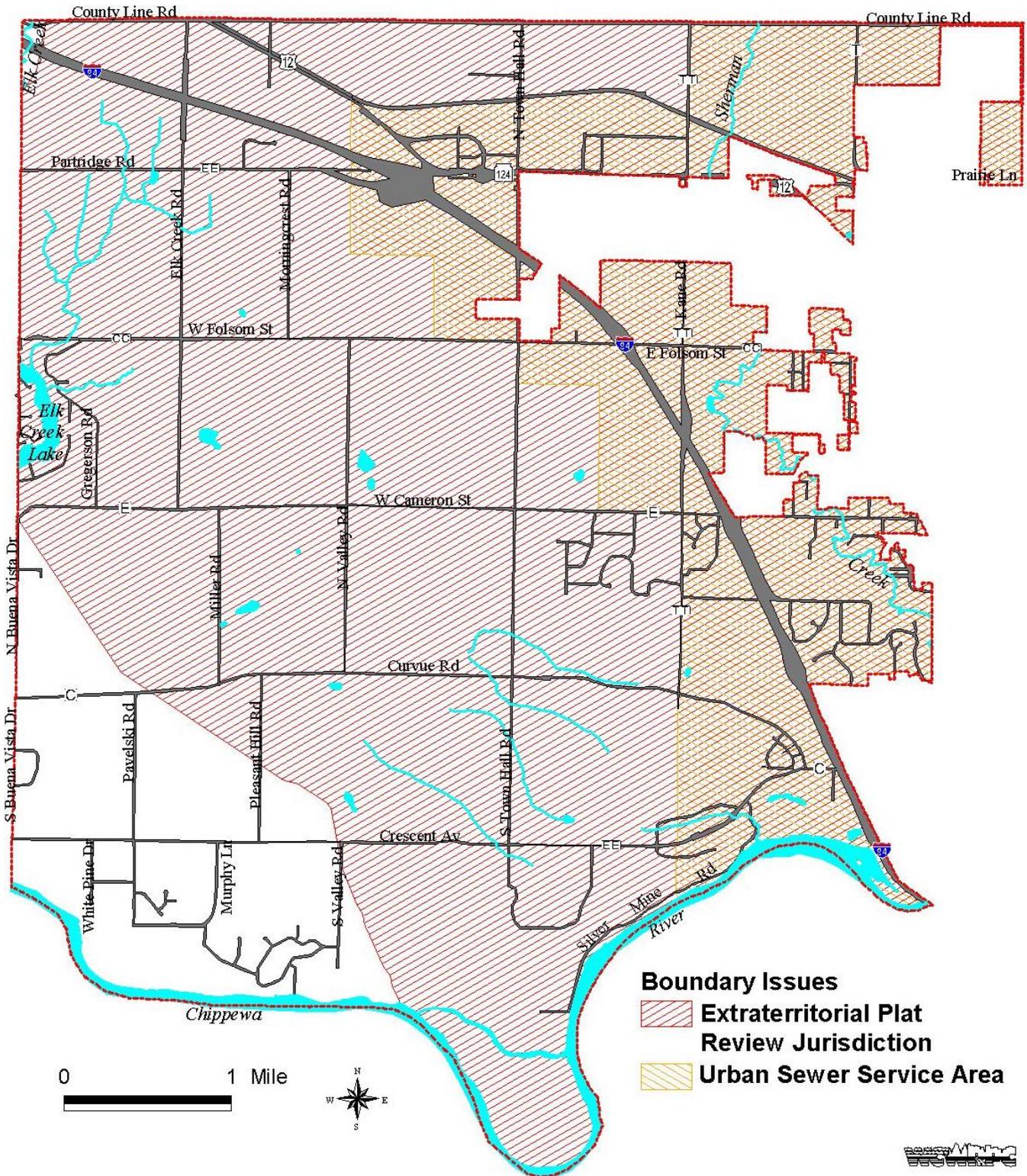
The Plan Commission acknowledged that the loss of land due to annexation and the terms of the Intergovernmental Agreement with the City of Eau Claire would continue to influence land use within the Town due to density limitations and other requirements. Outside of the urban fringe, the Plan Committee expressed desire to continue to maintain prime agricultural land (usually zoned A-P) and to maintain the rural atmosphere in the Town. Limiting new development in order to maintain the rural character of the Town, while still respecting individual landowner's rights, is a high priority for the Town.

FIGURE 38 CITY OF EAU CLAIRE ANNEXATIONS



Source: City of Eau Claire

FIGURE 39 BOUNDARY ISSUES TOWN OF UNION



Source: WCWRPC

Agricultural Preservation

The Town has a history of farmland preservation dating back to the implementation of the Eau Claire County Farmland Preservation Plan adopted in 1983. This plan made property tax credits available to landowners practicing agriculture through contracts with the State of Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP). Certified Farmland Preservation zoning has been implemented in the Town since it adopted County Zoning on January 28, 1998. Properties in this district receive 100% of the determined property tax credit. The Town of Union comprehensive plan development scenarios address farmland preservation by proposing methods and incentives that address landowner investment-backed expectations while reducing the amount of land lost to large lot development and actually setting aside larger tracts of agricultural land than the current development framework under Eau Claire County Zoning and the City of Eau Claire's imposition of burdensome restrictions within its extraterritorial plat review jurisdiction.

DEVELOPMENT LIMITATIONS

The soils and other natural resources of the Union area have been mapped and analyzed as to their suitability for various forms of urbanization. The term "urbanization" includes the complete realm of residential, commercial, and industrial developments. Limitations to development include such things as prime agricultural land, wetlands, depth to bedrock, slope of the land, depth to water table, shrink-swell potential, corrosivity, likelihood of flood inundation, and utility as a foundation base.

Soils that have slight limitations for a given factor can be developed for almost any urban use with few, if any, difficulties. However, problems may occur as development takes place in areas classified as having moderate or severe limitations. Many of these limitations can be overcome or their undesirable effects minimized if proper measures are taken, but especially in the case of severe limitations, questions regarding the economic and environmental feasibility of such developments should be posed. The purpose of analyzing soils and other physical features, and mapping out areas according to their development limitations is not to restrict development in certain areas of the town, but rather to warn the residents and the Planning Commission of potential problems that may increase the cost of development.

Productive farmland is the land that is best suited to food, feed, forage, fiber, and oilseed crops. It may be cultivated land, pasture, woodland or other land, but it is not existing urban and built-up land, or water areas. The soil qualities, growing season, and moisture supply are those needed for a well-managed soil to produce a sustained high-yield of crops in an economic manner. Productive farmland produces the highest yields with minimal inputs of energy and economic resources, and farming it results in the least damage to the environment.

In Eau Claire County, agricultural preservation has largely been the domain of individual landowners and the Wisconsin Department of Agriculture, Trade and Consumer for farmland preservation agreements and Eau Claire County and the Town of Union in the administration of Exclusive Agricultural Zoning. A full discussion on Agriculture as a limitation to development is found in the Agricultural, Natural and Cultural Resources Element.

Limitations to Development

Certain soil survey interpretations and physical feature inventory items provide information on individual landscape characteristics posing limitations to development. Such limitations may not be absolute but often require additional cost be incurred to address the potential negative impacts caused by developing in such areas. A complete discussion of limitations to development, including limitations to development maps in the Natural Resources Map Series (Figures 17 through 34), are found in the Agricultural, Natural and Cultural Resources Element.

Sand and Gravel

The Town of Union has some likely supplies of sand and gravel. The soils amongst glacial outwash are the most likely source for sand and gravel as the melting waters of the glacier were most active in sorting and depositing high-quality sand and gravel in this area. Where the bedrock is at or near the surface of the ground are areas which are probably most suited for quarrying stone. It is helpful to know where these deposits are so that extraction can be considered before development occurs. Development almost always precludes extraction, while these lands can often be reclaimed for development after extraction is complete.

Surface Waters

The surface water resources include lakes, ponds, streams, rivers, intermittent streams, and natural drainage. The major surface water features in Union are the Chippewa River and Sherman and Elk Creeks and Elk Creek Lake. There are many minor streams in the area including numerous unnamed creeks or drainages, and various ponds from gravel pits.

Shorelands

Lands within 1000 feet of the ordinary high water mark of a lake or pond and 300 feet past the ordinary high water mark or landward edge of the floodplain, whichever is greater, of a river or stream are designated shorelands. Shorelands are usually considered prime residential building areas because of their scenic beauty. However, shorelands provide valuable habitat for both aquatic and terrestrial animals and vegetation. Shorelands also act as buffers and thus serve to protect water quality. Wisconsin requires counties to protect and prevent the loss and erosion of these valuable resources by adopting and enforcing a shoreland ordinance. Wetlands within shorelands have particular protections under State law. The authority to enact and enforce this provision comes from Section 59.692 of the Wisconsin Statutes.

Floodplains

Floodplains represent a natural component of surface waters that delineate areas where excess water exists during peak volume and flow events. Floodplain zoning is required to be implemented by counties, cities and villages by Wisconsin Statute 87.30(1). The purpose of Wisconsin Administrative Code NR116, Floodplain Management Program, is the protection of property and public investments from the effects of flooding. Federal Emergency Management Agency 100 year floodplain maps are usually used to delineate flood hazard areas.

Wetlands

Wetlands are defined by State Statute as "an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions." Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers and streams cleaner, drinking water safer and also provide valuable habitat for both aquatic and terrestrial animals and vegetation. In addition, some wetlands can also provide the replenishment of groundwater supplies. Groundwater discharge is common from wetlands and can be important in maintaining stream flows, especially during dry months. Groundwater discharged through wetlands can contribute to high quality water in lakes and streams.

The federal government and the DNR restrict development in wetlands through Section 404 of the Clean Water Act and NR103, respectively. Local governments often fail to notify landowners and developers of these restrictions. Wetlands can be damaged, resulting in costly fines and/or restoration. The Town of Union and Eau Claire County make concerted efforts to be sensitive to wetland issues due to their prevalence and location within the Town.

Even though the DNR has an inventory of wetlands of two acres and larger, all wetlands, no matter how small, which meet the state definition, are subject to DNR regulations. Even if state regulations do not apply, federal regulations may, making it necessary to review all wetlands against these regulations before their disturbance. Particular attention must be given wetlands within shorelands to ensure protection from development. Site investigation is required to ensure compliance with federal and state regulations.

Steep Slopes

Steep slopes are defined as any area of where the gradient of the land is 20 percent or greater (each percent of slope is measured as one unit in elevation for every 100 horizontal units). Steep slopes of 20% or greater are subject to erosion impacts even from slight land cover disturbance. Development on these slopes results in high construction costs and severe erosion with resultant negative impacts to surface waters. Therefore, development on slopes 20% or greater should be prohibited.

Depth to Bedrock

The extreme of this condition results in rock outcroppings; however, shallow depth to bedrock usually creates problems for excavation during certain development activities.

Depth to Groundwater

When groundwater is close to the surface of the ground, development activity can be curtailed or severely limited. These areas are often associated with perched water tables, wetlands, wet, poorly-drained soils or thin soils over saturated bedrock. Well driller's logs can provide information on the level of these groundwater constituents.

Limitations for On-site Wastewater Treatment Systems

Septic tank absorption fields are subsurface systems of perforated pipe which distribute effluent from septic tanks to the soil. Soil between 18 inches and 6 feet is evaluated for properties that affect absorption of effluent and construction and operation of the system. Properties that affect absorption are permeability, depth to bedrock and water table, and susceptibility to flooding.

The layout and construction of a system is affected by soil conditions related to slope, erosion potential, lateral seepage, and downslope flow of effluent. Soils with characteristic large rocks and boulders present additional problems, and increase the costs of septic system construction. The state requirements for septic system siting are specified in Chapter COMM 83 of the Wisconsin Administrative Code. This code relies heavily on the ability of the soil to efficiently absorb the effluent discharged from the septic system drainfield. However, the NRCS soil interpretations for septic tank absorption fields consider most excessively drained soils occurring over fractured bedrock or high water tables a limitation to septic system development because effluent in these situations can be readily transported to the groundwater. Hence, even though the siting of septic systems in some areas may be allowed by state code, doing so has the potential for threatening groundwater quality.

Limitations for Dwellings with Basements

Dwellings for this interpretation are no taller than three stories and are supported by foundation footings in undisturbed soil. The capacity to support load and resist settling under load, and the ease of excavation affect the soil rating for dwellings. Wetness, susceptibility to flooding, density, plasticity, texture, and shrink-swell potential are soil properties that affect the capacity to support load. Soil properties which affect excavation are wetness, slope, depth to bedrock, and the content of stones and rocks. Soils with severe limitations preclude basements in most instances. Soils with moderate limitations may preclude basement development in some instances. However, it is more likely that these soils will result in an increased cost for basement construction.

Limitations for Small Commercial Buildings

Single story, small commercial building development is limited by soil factors related to steep slope, wetness, susceptibility to flooding, density, plasticity, texture, and shrink-swell potential. These are the same factors which affect the construction of dwellings without basements and this interpretation can be used to evaluate these dwellings as well. Again, severe limitations do not necessarily preclude small commercial building development, but will add to its cost.

The Impacts of Development on Environmental Resources with Limiting Factors

Surface Waters

Several of the previously described resources are involved in the impacts of development on surface water quality and quantity. Lakes, Ponds, Rivers, Streams, and Intermittent Waterways and Natural Drainageways; Wetlands; Shorelands; Floodplains; Steep Slopes; and, Wildlife and Fisheries Areas are directly affected by surface water impacts.

Urbanization, development and other human activities disrupt the natural course of water as it moves across a watershed. Removing vegetation and constructing impervious surfaces such as roads, parking lots, driveways, sidewalks and rooftops greatly increases the amount and rate of stormwater runoff. As this increased stormwater runoff crosses the urbanized or developed landscape it also picks up contaminants and sediments which affect water quality.

In rivers and streams the changes brought by development are: increased water level fluctuations manifested by lower base flow and increased stormwater flow which can lead to flooding; decreased oxygen levels; increased water temperatures; greater channel erosion; muddying of waters from increased sediment; and, pollution from fertilizers, pesticides, debris, salt, oil, grease and toxic substances. In effect, urbanization and development can turn a clear, cool, brisk-running trout stream which does not breach its banks every spring into a muddy, warm, slow-moving stream which swells over its embankment with every heavy rain.

Lakes, ponds and reservoirs can also be impacted by development. All lakes decline in water quality over time if left in their natural state. However, development can accelerate the decline in lake water quality so what once took thousands of years can occur in decades. As with rivers and streams, the detrimental impacts from development to lakes are caused by stormwater runoff, erosion and pollution.

Shorelands and the vegetation they contain are the natural buffer which helps protect surface waters from overland runoff and contaminants. If they are disturbed their ability to slow runoff and filter contaminants is reduced. Shoreland is also critical habitat for a variety of plants and animals and preserves the aesthetic quality of water bodies if left undisturbed.

Development within areas which are prone to flooding can cause adverse impacts on not only the waterway but also on the development itself. Altering the floodplain landscape by filling or building levees or structures can exacerbate flooding conditions. The filling of wetlands in floodprone areas has been proven to increase the likelihood of flooding. These alterations divert water from where it once moved through or was stored in during spring runoff or storm events, which usually increases the area of the floodplain. The accumulation of development in floodplains can cause more severe flooding in other areas within the floodplain or newly created floodplain. In addition, development within floodplains is always subject to damage from flooding.

Development on steep slopes causes erosion by introducing impervious surfaces to areas where water does not infiltrate readily. Increased erosion impacts surface waters by increasing runoff quantity and the sediment it carries. Development on these slopes results in high construction costs as special construction techniques must be employed for structures, hillsides are cut and filled, and attempts are made to stabilize hillsides through building terracing. Terraces may appear to stabilize these slopes, but if they are not rigorously maintained the forces of gravity and water eventually deteriorate them.

Groundwater

Groundwater can be adversely affected when contaminants are released into or spilled upon the ground. Some factors influencing an aquifer's susceptibility to pollution are depth to groundwater and bedrock, type of bedrock, sub-surface permeability, and the soil's ability to attenuate (lessen the impact of) pollutants. High-risk activities, such as industries using hazardous materials, pose serious threats to groundwater and should be kept out of the immediate recharge areas of public water supply wells, and where practical, private wells also. High concentrations of septic systems also can pollute groundwater with nitrates.

Wetlands

Development in wetlands by either draining or filling removes their natural functions of storing and filtering pollutants, cleaning lakes, rivers and streams, making drinking water safer, providing valuable habitat for both aquatic and terrestrial animals and vegetation, replenishing groundwater supplies and reducing flooding, and groundwater discharge from wetlands maintains stream flows, especially during dry months.

POPULATION AND LAND USE PROJECTIONS

Population Projections

Since the main objective of planning is to serve people, the Union Planning Commission needed to have some ideas concerning the number of residents that the community will be planning for up to twenty years in the future. Population forecasts will provide guidance to the town in the determination of the quantity and quality of public facilities and services, housing units, and developable land area that will be required during the planning period. The population projections for the plan were presented in the Issues and Opportunities Element and are repeated here in Table 57.

TABLE 57
POPULATION PROJECTION
TOWN OF UNION

1980 Census	1990 Census	2000 Census	2010 Census	2017 Estimate	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2035 Projection
2,689	2,456	2,402	2,663	2,794	2,920	3,060	3,180	3,280	3,375

Source: Wisconsin Department of Administration

The Wisconsin Department of Administration has developed population projections for all Wisconsin communities. The methodology used has derived small-area projections from county projections that are in turn derived from a State of Wisconsin projection.

Land Use Projections

As seen above the population projections combined with forecasted household size, housing occupancy rates and a derived development standard can produce a projection of residential land

use. Table 58 presents land use projections for residential, commercial, industrial and agricultural land use classes. These forecasts can give the planning commission an idea of the amount of land that is likely to be needed for each land use class in the future.

The American Public Health Association recommends that ten acres of recreational open space and three acres of playground space be set aside for each 1,000 people in a community. Considering the rural and open character of Union, these figures should be viewed only as minimums. Union already exceeds this recommended standard, but new parklands, open space and recreational facilities have been allowed for in the plan as opportunities and funding allow.

TABLE 58
LAND USE PROJECTIONS, TOTAL ACRES, FIVE-YEAR INCREMENTS
TOWN OF UNION

	2002	2005 Projection	2010 Projection	2015 Projection	2020 Projection	2025 Projection	2030 Projection
Residential	1,772	1,950	2,198	2,442	2,748	3,108	3,500
Commercial	1,049	1,032	1,082	1,132	1,182	1,232	1,282
Industrial	239	325	335	345	355	365	375
Agricultural	9,347	9,253	9,086	8,920	8,753	8,586	8,420

Source: Town of Union Land Use Element

FUTURE LAND USE MAP

Figure 41 is a map that shows the recommended future land use for the community for the next twenty years. The planning areas show the predominate land use intended. However, there may be instances where there are other uses not of the predominate type. Those uses are appropriate to persist within the permitted use and non-conforming use mechanisms provided in the zoning ordinance. In addition, some areas also have a general description of the intent for the types of uses in an area. The future designated use of those lands will be evaluated by the Plan Commission and rendered based on the most appropriate use of the land and compatibility with surrounding uses. Ultimate use of lands are to be determined by site level considerations, such as current use, current regulations, permitted uses, use of neighboring properties, economic trends, and consistency with the goals and policies of the Comprehensive Plan.

FUTURE LAND USE DESIGNATIONS

The Future Land Use designations include:

- Rural Lands (RL)
- Rural Residential (RR)
- Rural Transition (RT)
- Commercial Industrial (C-I)
- Public Institutional (P-I)
- Park & Recreational (PR)

Following are the descriptions of, and the rationale for, the Planning Areas:

Rural Lands (RL)

Intent and Description: The primary intent of these areas is to preserve productive agricultural lands, protect existing farm & forestry operations from encroachment by incompatible uses, promote further investments in farming, maintain farmer eligibility for incentive programs, and preserve wildlife habitat and open spaces. In other words, to preserve the rural character of these areas. As mapped, this designation includes farmland, scattered open lands, woodlots, agricultural-related uses, cottage industries, mineral extraction operations, and limited low density single-family residential development subject to certain requirements. Similar developments are anticipated in the RP areas, according to the policies within this Plan and applicable local plans. These developments shall be located in order to minimize the fragmentation of productive agricultural or forest land and to minimize any disruption to existing uses. Areas included in Rural Lands could potentially represent prime candidates for “sending areas” under a countywide Transfer of Development Rights program, purchase of development rights, agricultural enterprise areas, or other land conservation programs.

Policies:

1. Farming and other agriculture uses, agricultural-related businesses, cottage industries, forestry, mineral extraction, open space, and utilities shall be established as the primary land uses within these areas. Other uses may be permitted if found to be compatible with these uses and existing uses adjacent to the property.
2. The preferred housing density is one (1) unit per 20 or more acres¹⁵ ; however, local comprehensive plans may be more or less restrictive than this guideline and generally range from one (1) unit per five (5) acres to one (1) unit per 35 acres.
3. The following Eau Claire County Zoning Districts will be considered for approval within RP areas: A-P Exclusive Agricultural District, A-1 District, A-2 Agricultural-Residential District, A-3 Agricultural District, A-R Floating Agricultural-Residential District, F-1 Forestry District, and the F-2 Forestry District.

Rural Residential (RR)

Intent and Description: The primary intent of this classification is to identify areas suitable for future non-farm residential development. Rural Residential areas include lands that are delineated as existing residential properties or vacant platted areas. In addition, some undeveloped land has been designated for RR development where subdivision expansion is likely to occur. These additional areas tend to be adjacent to existing rural subdivisions or where local roads and utilities exist to efficiently and economically serve the area.

Policies:

1. The preferred housing density is one (1) unit per two (2) acres; however, local comprehensive plans may be more or less restrictive than this guideline and generally range from one (1) unit per two (2) acres to one (1) unit per 10 acres.
2. Cluster development or conservation subdivisions are encouraged, and in some cases required,

within many of the local comprehensive plans. In many cases, higher density development or “bonus lots” are used as a tradeoff for the preservation of areas with natural, agricultural, or cultural importance.

3. The following Eau Claire County Zoning Districts will be considered for approval within RR areas: RH Rural Homes District and the R-1-L Single Family Residential Large Lot (with approved conservation subdivisions).

Rural Transition (RT)

Intent and Description: The primary intent of this classification is to manage residential growth and reduce sprawl, with its attendant infrastructure costs, by identifying lands in proximity to developed areas to be maintained in mainly agricultural and open space uses until such time as more intensive residential development may be appropriate. As mapped, this designation may include farmland, open lands, woodlots, agricultural-related uses, cottage industries, mineral extraction operations, and limited low density residential development. These lands are also outside of the certified Farmland Preservation area and are recognized as transitional areas within the 2015 Eau Claire County Farmland Preservation Plan. Within the horizon of this Plan, future development in the RT areas is expected to be consistent with the existing pattern of development. However, it is anticipated that over time these lands may be transitioned to more intensive residential development as Rural Residential lands are developed and built out.

Policies:

1. Within the RT classification, new development shall be limited in accordance with all policies applicable to the Rural Preservation classification, until such time when the Town identifies that particular mapped area as appropriate for more intensive residential development using the following criteria.
 - a. The Town shall limit residential subdivision development until 75% of the lots within all existing improved residential subdivisions are developed and occupied, calculated at the time the development request is submitted.
 - b. Rural Commercial uses shall require an amendment to the Future Land Use Map. The Town may limit commercial development to areas where the parcel is adjacent to existing business development, incorporated areas or along collector or arterial roadways.
 - c. Within the planned 2025 Eau Claire Sewer Service Area, development should be arranged for potential re-subdivision into City-sized lots to facilitate the efficient and economical delivery of future municipal utilities.
2. When additional residential development is warranted, properties within the RT classification shall be considered for transition to the Rural Residential Future Land Use classification as part of annual or decennial updates to this Plan and shall be subject to the following criteria:
 - a. Areas to be transitioned to Rural Residential should be contiguous to existing Rural Residential properties.
 - b. Lower density residential development (<1 dwelling unit per 2 acres) or additional open space buffers should be considered when adjacent to active agriculture or silviculture operations.

Commercial/Industrial

Intent and Description: The primary intent of this classification is to identify areas suitable for planned commercial and industrial development. The most appropriate commercial and industrial uses will be those that serve community needs or those that provide employment and serve the larger region in the Highway 12/312 and I-94 corridor.

Policies:

1. Development of commercial and industrial uses in these areas should be limited to those uses that are compatible with existing or planned commercial and industrial development.
2. The County or local community might require the use of public sanitary systems (particularly when located in an area where such service is available) or group/alternative on-site wastewater treatment facilities (particularly for businesses with high wastewater/water demands). Responsibility for long-term maintenance of these systems shall be determined prior to approval.
3. The following Eau Claire County Zoning Districts will be considered for approval within RC areas: C-1 Neighborhood Business District, C-2 General Business District, and the C-3 Highway Business District, I-1 Non-sewered Industrial District, and I-2 Sewered Industrial District.

Park & Recreational

Intent and Description: The primary intent of this classification is to identify areas of existing parks and recreational uses and areas suitable for uses. Every effort should be made to ensure that the development of properties adjacent to park and recreational sites is compatible with these properties.

Policies:

1. Continue to protect significant natural resources and recreational lands identified in priority setting documents, such as the Eau Claire County Forest Comprehensive Land Use Plan and the County Outdoor Recreation Plan.
2. The County does not intend to require an amendment to the Future Land Use Map before a public park or recreational use is approved; however, the Future Land Use Map should be updated as part of any update to this Plan to show this new use.
3. Public park and recreational uses might be approved either as a permitted or conditional use in all zoning districts where County zoning has been adopted.

TABLE 59 DEVELOPMENT SCENARIO POLICIES SUMMARY

Planned Land Use	Maximum Gross Density	Performance Standards/Characteristics
Rural Lands	<p>Within SSA: 1 dwelling unit per 10 acres</p> <p><u>Outside SSA:</u> >80% of lot designated Prime Farmland*: 1 dwelling unit per 35 acres</p> <p>>80% of lot designated less productive farmland (Capability Class 4-7): 1 dwelling unit per 10 acres</p>	<p>*Prime Farmland, Soil Capability Class 1-3</p> <p>Land Evaluation and Site Assessment indicate best suited for agricultural production. Soil Survey indicates least productive areas.</p>
Rural Residential	<p>Within SSA: 1 dwelling unit per 10 acres</p> <p>Outside SSA: 1 dwelling unit per 5 acres</p>	<p>HEL, Wooded, Fallow Grassland</p> <p>Land Evaluation and Site Assessment indicate best suited for rural residential on least productive lands, sensitive to environmental areas, and that will maintain rural character. Transition to future urban development is accommodated.</p>
Commercial-Industrial	<p>Within SSA: 10 acre minimum density</p>	<p>Commercial and Industrial uses in areas designated for that use, on major transportation corridors or near existing development. Local serving rural commercial and home businesses allowed in all planning areas if compatible with surrounding uses.</p>

Land Use Goals, Objectives and Policies

MAINTAIN THE RURAL CHARACTER OF THE TOWN

RURAL LANDS GOAL: PRESERVE PRODUCTIVE AGRICULTURAL LAND AS A RESOURCE FOR THE USE AND BENEFIT OF CURRENT AND FUTURE AGRICULTURE.

Agricultural Objectives

- 1) The protection and maintenance of agricultural activities as the dominant, highest and best use for viable farmland.
- 2) The continuation of the family farm and diverse future agricultural operations.
- 3) Support Eau Claire County in implementation and enforcement of the Farmland Preservation Plan.
- 4) Restrict intensive agricultural uses, such as large-scale livestock operations, to avoid land use conflicts.
- 5) Allow for limited non-farm residential development in agricultural production areas subject to "right-to-farm" provisions.
- 6) Allow for commercial activities in agricultural areas that support and are compatible with agricultural land uses, including appropriate home occupations, businesses, and cottage industries.

Agricultural Policies

- 1) Agriculture will be recognized by the Town as the preferred land use in areas of the Town which supports viable farm operations.
- 2) Limit the density of non-farm development in the Rural Lands Planning Area to one residence per 10 acres so long as 80% of any new lot created does not contain Class I, II, or III soils. Residences should be placed on the least productive agricultural lands and conservation and cluster subdivisions are preferred to preserve productive agricultural lands and maintain rural character.
- 3) In order to minimize land use conflicts between farm and non-farm uses, the purchaser of any new residence and all subsequent owners within an agricultural district shall be required to sign and record in the Register of Deeds Office a right-to-farm disclosure at the time of purchase.

Wisconsin's Right to Farm Law
(s 823.08, Stats)

The law was designed to protect farm operations, which use good management practices from nuisance lawsuits that challenge acceptable farming practices and the ability of farmer to responsibly continue producing food and fiber for the nation and the world.

RESIDENTIAL GOAL: PROVIDE AREAS FOR RESIDENTIAL DEVELOPMENT IN THE TOWN OF UNION, SEPARATE FROM OTHER INCOMPATIBLE USES THAT AFFORD A QUIET, HEALTHY, SAFE, CONVENIENT, ATTRACTIVE AND COMFORTABLE PHYSICAL ENVIRONMENT IN A RURAL SETTING.

Residential Objectives

- 1) To maintain the Town of Union as a high quality rural community, residential development will be orderly, well-planned, and will complement and not detract from the rural character and natural resource characteristics of the Town.
- 2) Systematically identify areas within the Town that are suitable for residential development. Factors affecting the suitability of areas for residential development include soil suitability, existing land uses, available roads, and proximity to available services such as emergency services and private onsite sewer and water.
- 3) Separate single-family development from multiple-family development. Require all multiple-family development to be connected to common private onsite water and sewer.
- 4) Allow opportunities for home occupations or home businesses in locations where appropriate and compatible with existing development.

Residential Policies

- 1) For the Rural Residential Planning Area within the Chippewa Falls/Eau Claire Urban Sewer Service Area - 2025:
 - a) All development will be consistent with the terms of the 2010 Intergovernmental Agreements between the City of Eau Claire and the Town of Union (see Appendix _)
 - b) If conservation design is employed, six one-half acre (minimum) lots per 40 acres are allowed, with development (except stormwater best management practices, on-site wastewater treatment facilities and water supply wells) prohibited on the remaining land (minimum 85% open space) with a conservation easement in effect until public/municipal sanitary sewer service is available and used. Lots shall be placed on the least productive agricultural lands, off significant natural resources and in a manner to maintain rural character.
 - c) If conservation design is employed AND each lot is serviced by an approved sewer and common on-site wastewater treatment facility and a common water supply system, twelve one-half acre (minimum) lots per 40 acres are allowed, with development (except stormwater best management practices, common on-site wastewater treatment facilities and common wells) prohibited on the remaining land (minimum 70% open space) with a conservation easement in effect until public/municipal sanitary sewer service is available and used. Lots shall be placed on the least productive agricultural lands, off significant natural resources and in a manner to maintain rural character.

- 2) For the Rural Residential Planning Area outside the Chippewa Falls/Eau Claire Urban Sewer Service Area – 2025:
 - a) Residential development will be allowed at a maximum of six clustered lots per 40 acres during a four-year period, with lots a minimum of 2.5 acres each. Lots shall be placed on the least productive agricultural lands, off significant natural resources and in a manner to maintain rural character.
 - b) If conservation design is employed, eight one-half acre (minimum) lots per 40 acres are allowed, with development (except stormwater best management practices, on-site wastewater treatment facilities and water supply wells) prohibited on the remaining land (minimum 80% open space) with a conservation easement in effect until rezoned to allow for higher residential density. Lots shall be placed on the least productive agricultural lands, off significant natural resources and in a manner to maintain rural character.

- 3) For the Rural Transitional Planning Area within the Chippewa Falls/Eau Claire Urban Sewer Service Area - 2025:
 - a) Residential development will be allowed at a maximum of four clustered lots per 40 acres during a four-year period, with lots a minimum of 1.5 acres each. Lots shall be placed on the least productive agricultural lands, off significant natural resources and in a manner to maintain rural character.
 - b) If conservation design is employed, eight one-half acre (minimum) lots per 40 acres are allowed, with development (except stormwater best management practices, on-site wastewater treatment facilities and water supply wells) prohibited on the remaining land (minimum 80% open space) with a conservation easement in effect until public/municipal sanitary sewer service is available and used. Lots shall be placed on the least productive agricultural lands, off significant natural resources and in a manner to maintain rural character.
 - c) If conservation design is employed AND each lot is serviced by an approved sewer and common on-site wastewater treatment facility, and a common water supply system, sixteen one-half acre (minimum) lots per 40 acres are allowed, with development (except stormwater best management practices, common on-site wastewater treatment facilities and common wells) prohibited on the remaining land (minimum 65% open space) with a conservation easement in effect until public/municipal sanitary sewer service is available and used. Lots shall be placed on the least productive agricultural lands, off significant natural resources and in a manner to maintain rural character.

- 4) For the Rural Transitional Planning Area outside the Chippewa Falls/Eau Claire Urban Sewer Service Area – 2025:
 - a) Residential development will be allowed at a maximum of eight clustered lots per 40 acres during a four-year period, with lots a minimum of 1.5 acres each. Lots shall be placed on the least productive agricultural lands, off significant natural resources and in a manner to maintain rural character.
 - b) If conservation design is employed, ten one-half acre (minimum) lots per 40 acres are allowed, with development (except stormwater best management practices, on-site wastewater treatment facilities and water supply wells) prohibited on the remaining land (minimum 75% open space) with a conservation easement in effect until rezoned to allow

for higher residential density. Lots shall be placed on the least productive agricultural lands, off significant natural resources and in a manner to maintain rural character.

- 5) The Town of Union will actively participate in a subdivision review process in order to manage the creation of new lots and the site-specific impacts associated with the development. The Town will systematically receive and review certified survey maps and plats submitted through the Town of Union Land Division Ordinance.
- 6) Small clusters of homes that set aside substantial open space and reduce development's visual impact and impacts on agriculture and natural resources will be encouraged.
- 7) Manufactured homes shall be allowed as a single family dwelling unit anywhere in the Town where single family residences are allowed. Such manufactured homes must be HUD certified and labeled under the National Manufactured Home Construction and Safety Standards Act of 1974 (U.S.C. Title 42, Chapter 70), be at least 24 feet in width and length, be set on and anchored to an approved foundation, have a pitched roof of 3:12 pitch or steeper, and have roof eaves that are enclosed with fascia and vented soffit that extend at least eight inches beyond the exterior walls.
- 8) Manufactured homes that are HUD certified and labeled under the National Manufactured Home Construction and Safety Standards Act of 1974 (U.S.C. Title 42, Chapter 70) shall be allowed in licensed mobile home parks. Mobile homes or manufactured homes that are not so certified and labeled shall be limited to licensed mobile home parks. Such mobile or manufactured homes must have at least 768 square feet in floor area, be set on and anchored to an approved foundation, have a pitched roof of 3:12 pitch or steeper, and have roof eaves that are enclosed with fascia and vented soffit that extend at least eight inches beyond the exterior walls.

COMMERCIAL AND INDUSTRIAL GOAL: ESTABLISH AREAS IN THE TOWN OF UNION WHERE COMMERCIAL AND/OR INDUSTRIAL DEVELOPMENT CAN OCCUR THAT ARE ECONOMICAL, SAFE, ATTRACTIVE AND CONVENIENT FOR BOTH THE BUSINESSES AND CUSTOMERS.

Commercial and Industrial Objectives

- 1) Systematically identify areas within the Town of Union that are suitable for commercial and/or industrial development. Factors affecting the suitability of areas for this type of development include soil suitability for on-site sanitary wastewater disposal, existing land uses, accessibility of an area based upon the available or planned roads and their carrying capacity, and proximity to available services.
- 2) In rural areas the development of limited, local-serving commercial that enhances the daily living of town residents and the rural character of the Town.
- 3) Retail and services are appropriate along specific major road corridors.

- 4) Large-scale commercial development will be limited to areas designated for such use.
- 5) Industrial development will be limited to areas designated for such use.

Commercial and Industrial Policies

- 1) In rural areas new commercial development and businesses will be consistent with rural character, community values and primarily serve the needs of local residents.
- 2) Home occupations or home businesses will be allowed if they do not detract from the rural character of the area and do not adversely affect surrounding properties.

PRESERVE OPEN SPACE AND UNIQUE NATURAL FEATURES

NATURAL RESOURCES AND ENVIRONMENT GOAL: PROTECT AND ENHANCE THE NATURAL ENVIRONMENT AND MANAGE THE USE OF NATURAL RESOURCES IN THE TOWN OF UNION FOR THE BENEFIT OF CURRENT AND FUTURE GENERATIONS.

Natural Resources and Environment Objectives

- 1) Maintain the quality of the natural resources within the Town and protect those areas and resources that might be negatively impacted by development of disturbance.
- 2) Systematically identify the natural resources available in the Town of Union and the environmentally sensitive areas for proper protection, enhancement, and management.
- 3) Prohibit development in floodplain areas to protect lives, property and the quality of the surface water features.
- 4) Prohibit development in wetland areas to protect and preserve these sensitive environmental areas for wildlife habitat, flood storage and groundwater recharge unless appropriate mitigation is provided.
- 5) Support State and County efforts to monitor point and non-point pollution sources to ensure that surface and groundwater features are not contaminated.
- 6) Regulate development to control erosion and manage stormwater runoff.
- 7) Manage development in woodland and forested areas with the intent of preserving and enhancing this natural resource.
- 8) Allow development only at those densities that can be supported by the land while protecting the water, soil, and other natural resources.

Natural Resources and Environment Policies

- 1) The Town will consider the location of, and impact on, open space and scenic views when reviewing development proposals and encourage development that is sensitive to those characteristics of the Town.

- 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 lakes, rivers and streams, 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.
- 4) The Town will work with land trusts or other appropriate private nonprofit conservation organizations towards opportunities for open space and natural resource preservation through acquisition, conservation easements and other preservation tools.
- 5) The Town will consider doing outdoor recreation planning to pursue funding opportunities to create parks, expand public access to lakes and rivers, and explore possibilities for trails.

MANAGE LAND USE IN THE INTEREST OF THE TOWN

LAND MANAGEMENT GOAL: PROMOTE AND PROTECT THE HEALTH, SAFETY, ECONOMY, CONVENIENCE, APPEARANCE AND CHARACTER OF THE TOWN OF UNION BY GUIDING THE PHYSICAL DEVELOPMENT OF THE TOWN.

Land Management Objectives

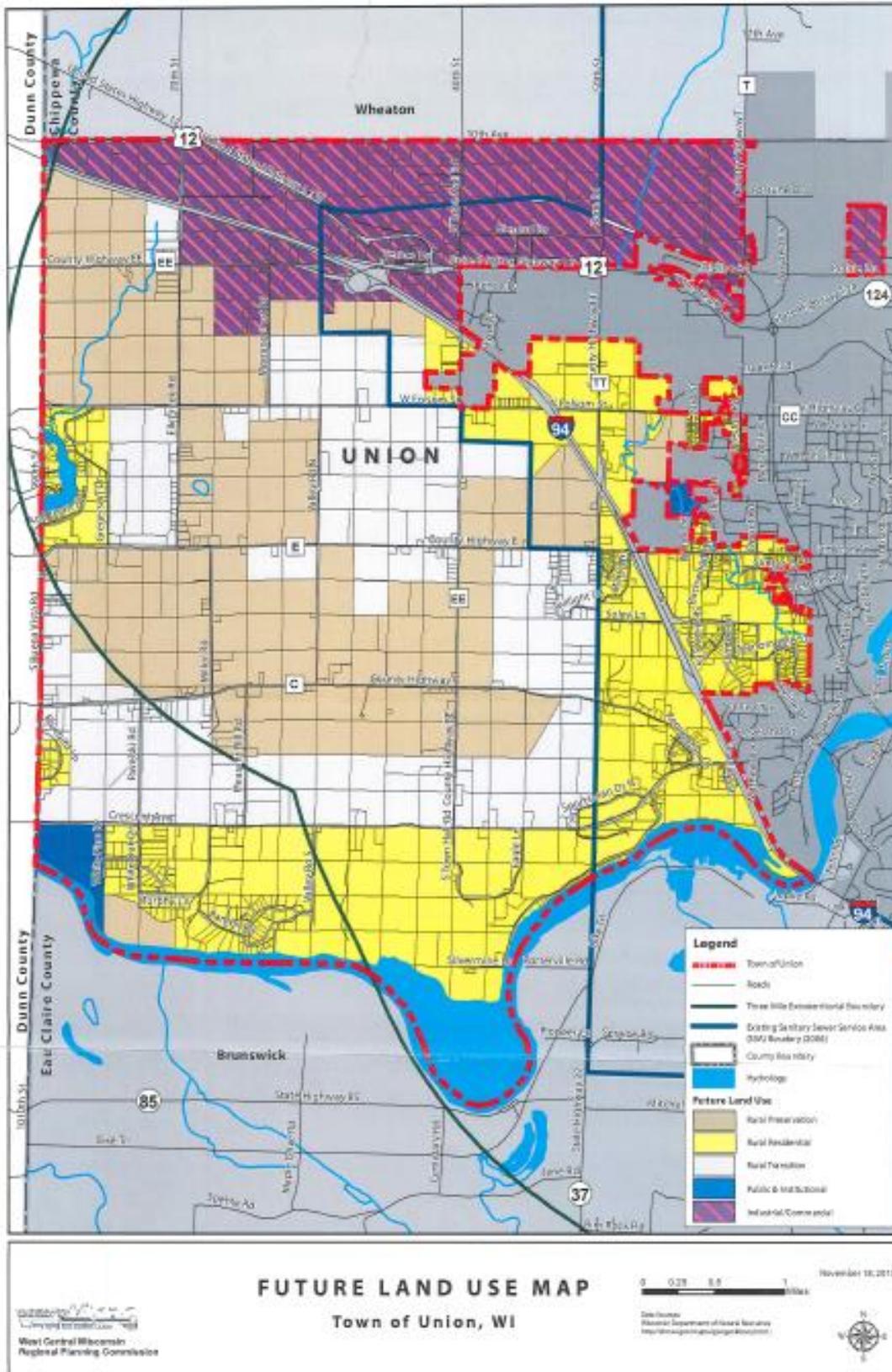
- 1) To represent the community's long-term interest, the Town of Union will be actively engaged in continuing issues related to planning and land use management.
- 2) To help maintain a high quality rural environment, the Town will encourage development that is orderly, well planned, and consistent with community values.
- 3) In order to protect the health, safety, and welfare of its residents and address the adverse impacts of nuisances and certain land uses on surrounding properties, the Town will evaluate and adopt land use controls and programs that meet the community's needs.
- 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.
- 5) Establish appropriate land use or zoning regulations to ensure that the Town of Union will develop with the appearance and character of an attractive and thriving community.
- 6) Guide new development into areas where it will be compatible with the environment and existing land uses.
- 7) Ensure that new development can be well integrated into the existing or proposed transportation system.
- 8) Maintain an understanding with the City of Eau Claire to coordinate land use planning and to address the City's plans for annexation, expansion and service delivery. Negotiate legal arrangements with the City that meet the Town's land use objectives.

- 9) Provide public open space for parks and other outdoor recreational activities.

Land Management Policies

- 1) The Town will use its comprehensive plan as a guide in addressing ongoing public decisions related to future development.
- 2) The Plan Commission will systematically review all land divisions submitted to the county or the town and make recommendations to the Town Board based on the comprehensive plan and the facts of the proposal.
- 3) The Plan Commission will review all development proposals involving re-zoning of land and make recommendations to the Town Board based on the comprehensive plan and the facts of the proposal.
- 4) The Town will hold conservation easements on open space and agricultural lands to fulfill development scenario policies and will offer third-party enforcement rights to land trusts or other appropriate private nonprofit conservation organizations.
- 5) The Town will support Eau Claire County standards for the location, operation and monitoring of large-scale livestock agricultural operations.
- 6) The Town will discourage littering, 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 Eau Claire County Recycling Program.
- 7) Metallic mining (dredge, shaft, pit or strip mining for the recovery of metallic elements or minerals containing metallic elements) should not be allowed 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.
- 8) In the interest of limiting Town taxes, through fees the landowner and developer will bear the full costs of land use management and permit administration, including plan review and site inspection.
- 9) 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.

FIGURE 41 FUTURE LAND USE TOWN OF UNION



THE IMPLEMENTATION ELEMENT

To achieve the community’s vision, the Comprehensive Plan must be put into action. This section identifies a timeline of specific actions to be completed in order to achieve the Plan’s vision, goals, and objectives and policies. 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 flexible, dynamic document that considers or allows for change in the community. Plan monitoring and evaluation lets the Town gauge progress towards achieving the intent of the Comprehensive Plan and monitors progress as the Town faces the challenge of inevitable change. Plan amendments and updates may be required or suggested by the information gathered by monitoring and evaluation.

ACTION PLAN

The action plan identifies short-term and long-term activities 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 the 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

TABLE 60 IMPLEMENTATION ACTION PLAN

Information and Participation		
1.1	Utilize University of Wisconsin-Extension and other available resources to increase resident and Plan Commission understanding of planning regulations, techniques, and conservation subdivision design.	ongoing
1.2	Work with Eau Claire County Sheriff’s Department and other area law enforcement to increase resident knowledge of pertinent issues, such as potential neighborhood watch programs and methamphetamines.	every 2-5 years; or more often as needed

Planning Activities		
2.1	Work cooperatively with other area communities in the planning of linked recreational trail systems, strive to include proposed trails into future updates of the Eau Claire County Outdoor Recreational Plan, the County Bicycle-Pedestrian Plan, and integrate resident participation into this planning process.	ongoing
2.2	Continue to work cooperatively with the City of Eau Claire to follow the provisions of the Intergovernmental Agreement and evaluate effectiveness of the agreement and modify provisions as necessary to ensure mutually-beneficial outcomes.	ongoing
2.3	The Town will continue to evaluate first responders and ambulance services to determine if changes are needed to the arrangements for these services.	ongoing
2.4	The Town will continue its road maintenance program using WISLR.	ongoing
2.5	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.	annually, and more frequently as needed

Codes and Ordinances		
3.1	The Town Board and Plan Commission will continue to enforce applicable codes and ordinances and will evaluate all development proposals based on consistency with the comprehensive plan.	ongoing
3.2	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.	ongoing
3.3	Evaluate whether the subdivision process and standards continue to meet Town needs. If necessary, the Town may develop new land division ordinance provisions to address Town needs.	ongoing
3.4	The Town will work with Eau Claire County to review development application and review processes and timelines to coordinate decision-making. Consider the same with the City of Eau Claire.	ongoing
3.5	When Town land management ordinances are amended, the Plan Commission shall notify the Eau Claire County Planning & Development Department of any changes to Town land use policy.	as needed
3.6	The Town will review the vision statement and comprehensive plan goals, objectives and policies to determine how land management regulations will need to be amended to effectively implement the plan.	ongoing

Cooperative Efforts		
4.1	Establish and maintain communication with the Eau Claire County Recycling Program to increase resident awareness of the County's recycling program and Clean Sweep efforts.	ongoing
4.2	Establish and maintain contacts with adjacent municipalities, Eau Claire County, Wisconsin Town's Association, and the State of Wisconsin to protect the natural resources and interests of the Town, through ongoing membership and active participation in related organizations such as the WI Towns Association and regarding the	ongoing

	enforcement of applicable regulations.	
4.3	Support enforcement of the County Zoning Ordinance, Land Division Ordinance, Shoreland-Wetland Ordinance, Floodplain Ordinance, Sanitary Ordinance, and access controls on County Highways.	ongoing
4.4	Maintain contact with adjacent municipalities and Eau Claire County to coordinate and pursue opportunities for the cost-sharing and planning of road projects and the enforcement of access controls.	ongoing, as opportunities arise
4.5	Meet with the City of Eau Claire, and other Towns surrounding the City, for ongoing discussions regarding annexation, extraterritorial review, service delivery, cooperative boundary agreements and municipal revenue sharing.	annually

PLAN INTEGRATION AND CONSISTENCY

The Town of Union Comprehensive Plan has an important role as a guide and determinant for future action and policy decisions in the community. All development proposals and capital expenditures should be reviewed against the conclusions, vision, goals, objectives and policies of the Plan for consistency. When the Town is requested or desires to comment on proposed policy changes at a municipal, 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.

PLAN MONITORING AND EVALUATION

Any plan is subject to the passage of time possibly making its policies and recommendations obsolete. The Town of Union 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, (d) any needed Plan amendments, and (e) any ordinance or program development or changes necessary to implement the plan. The Plan Commission will report its findings of each annual review to the Town Board.

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 to 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 Union will encourage public participation during Plan amendment and update processes. Frequent Plan amendments and updates should be avoided in an attempt to provide continuity in planning and land management decisions.

Appendix I – 2017 Community Survey

Background

In May and June of 2017 a 30 question survey was sent to all households in the Town of Union to gain an understanding of the range of opinions and interests of town residents. The survey results were used to guide the revision of the goals, objectives, and policies for the Town of Union Comprehensive Plan.

The survey consisted of 30 questions focusing on a wide range of issues pertaining to the growth and development of the Town, including:

- Demographic Data
- Development
- Housing
- Natural Resources
- Transportation
- Recreation
- Agriculture

Summary

109 surveys were completed and the results generally confirmed that the Town’s current growth and development policies are working well. For example, approximately 60% of respondents feel that the town’s growth is “just right”.

The survey results and the survey instrument are provided for reference.

2017 Comprehensive Plan Survey Results

1. 22-Too Fast 3-Too Slow 65-Just Right 19-Not Sure
2. a. 44 Yes 43 No
b. 52 Yes 47 No
c. 89 Yes 10 No
d. 77 Yes 16 No
3. 36-Yes 49-No 20 Not Sure
30-I94 30-312 24-12
4. Managing Growth 12=1 10=2 13=3 18=4 17=5 10=6 6=7
Promoting economic development 5=1 6=2 11=3 7=4 6=5 25=6 26=7
Protecting farmland from development 17=1 14=2 15=3 13=4 12=5 11=6 6=7
Maintaining/improving road & infrastructure 15=1 23=2 11=3 17=-4 14=5 3=6 2=7
Protecting the environment 19=1 10=2 17=3 19=4 10=5 11=6 3=7
Keeping taxes low 25=1 17=2 14=3 5=4 6=5 11=6 7=7
Providing more parks & recreation 8=1 7=2 5=3 12=4 17=5 12=6 29=7
5. Pleasant surroundings/nature beauty = 92
Good place for children = 54
Low crime rate = 62
Reasonable cost of housing = 54
Easy access to work or shopping areas = 70
Born here = 21
School district = 21
6. a. 94=yes 5=No
b. 55=Yes 35=No
c. 49=Yes 51=No
d. 8=Yes 68=No
7. 85=Yes 11=No 11-Not Sure
8. Strongly Agree = 4 Strongly Disagree = 4
Agree = 36 Not Sure = 45
Disagree = 20
9. 24=Yes 46=No 38=Not Sure
10. 58=Yes 22=No 28=Not Sure
11. 20=Yes 59=No 30=Not Sure
12. 13=Yes 96=No
13. 81=Yes 19=No 7=Not Sure
14. 27=Yes 50=No 33=Not Sure
15. Sherman Creek = 6=1 8=2 3=3 1=10 1=12
Youth Forest = 3=1 2=2 1=3 1=4 1=5 1=12 2=15 1=25
16. 28=Yes 55=No 25=Not Sure
17. 60=Very Important 8=Not Important

2017 Comprehensive Planning Survey Comments

#1 – Get some building codes! Looks like a cookie cutter for these buildings!

#2 – No large production farm animals

#2 – No CAFO's

#2 – (Manufacturing and/or industrial) No – except what is already here

#2 – Need a Walmart & groc store.

#2 – No CAFO's.

#2 – We have enough (manufacturing) along Clairemont corridor

#3 – Not in housing or agriculture.

#3 – If it does not cost more.

#3 – North Town Hall Road where that big parcel of land is for sale.

#3 – too much traffic. Too much crime opportunities.

#3 – Nothing past the town hall (west)

#4 – Creating an atmosphere of participation in town meetings.

#4 – We need jobs that commercial & industry bring.

#4 – Agricultural crop but not livestock. Also managing the use & time for irrigation.

#4 – Reducing regulations in order to spur growth.

#4 – Cutting grass along roads and pick up litter/trash

#4 – Walking, bicycle, ARV trails

#4 – Have Whispering Pines pay for Crescent Ave. to be fixed

#4 – Walking/bike paths North Town Hall Road, Cameron (Co. E).

#4 – too difficult to answer

#4 – Keep out city sewer & water.

#4 – (Providing more parks & recreation) Walking trails, bike trails, cross country ski trails

#4 – Festivals

#4 – we have too many parks.

#5 – Farm is here, been here since 1902.

#5 – (Reasonable cost of housing) Not anymore.

#5 – Low taxes.

#5 – Beautiful views

#5 – Lower taxes.

#5 – Low density of population, rural setting.

#5 – Beautiful scenic environment.

#5 – Have own well & septic.

#5 – low population number

#5 – Retirement is great.

#5 – No sidewalks, no street light pollution.

#5 – Don't want close neighbors.

#7 – But allow for housing & recreation.

#7 – No but property owners have rights.

#7 – No one should tell no one how to use their land.

#8 – Not when you're the one spending hundreds of dollars and months of time trying to navigate through your regs and fees.

#9 – As more high capacity wells are allowed.

#9 – For future maybe problem.

#9 – Could be if large farm use all available H2O to water crops.

#9 – Not yet with industry zones pollution though even with regulations.

#10 – If you can't use the land it should not be taxed.

#10 – Sometimes we overdo designating wetlands. What determines a wetland should be reviewed.

#13 – Some county roads are pretty poor, notably Crescent Ave. between Town Hall Road and city.

#13 – All roads need bike lanes.

#13 – Crescent Ave.

#13 – EE could use some work. Could be more festival friendly too.

#13 – We live west and all side roads are very rough (Cameron, E, EE and side roads off of these)

#13 – Gregerson Road

#13 – We have terrible roads – patch over patch over patch

#13 – Portions of Crescent Ave.

#13 – No plowed /day school routes

#13 – The Town makes enough money on the three festivals. The Town should take better care of Crescent Ave. because of all the added traffic caused by the festivals.

#13 – Crescent & Curvue curing music fests terrible.

#13 – Kane Road needs to be leveled off and widened. Much more traffic now because of 312.

#13 – Blacktop in front of our mailbox, eroding Deepwood ct.

#13 – Folsom/Elk Creek are starting to get rough..

#13 – All the roads are junk.

#13 – Crescent Ave. is poorly plowed and several school buses travel it and do into the ditch! Crescent Ave. people drive it like it's a highway, its rough and dangerous.

#14 – Depends on "how much" more.

#14 – The festivals should pay for the road they destroy. We are very frustrated being cut off of Crescent because of the festivals and we as taxpayers get no benefits.

#14 – Spend what you have first.

#14 – On low income so would not be able to afford more.

#14 – But not too much (sensible increase)

#14 – Would like to have more bicycle lanes on roads for safety. Speed limits lower too.

#14 – If the money is used just for the roads.

#14 – Our higher than other township taxes should cover this.

#15 – Mostly summer picnics.

#15 – Not any more. Years ago 20-30 times per year.

#15 – Several times weekly in spring, fall, summer, walk dogs.

#15 – Summer get together.

#15 – We don't use them. Sherman Creek should go to the city of Eau Claire. Does anyone use Youth Forest (if this is the land on Crescent).

#16 – We have plenty.

#16 – Depends on development. More people = more parks/green space preservation.

#16 – Enough of our tax dollars are spent on parks. More important things.

#17 – Need to provide access for all who live out here

#17 – Recreation – Yes Farmland – No!

#18 – Depend what they are.

#18 – Within a reasonable distance out

#18 – To a certain point.

#18 – Small hobby farms are fine 5-20 acres.

#18 – Like to see farm land abut also economic growth.

#18 – I'd be happy – help taxes, less pollution

#19 – Depends on how planned.

#19 – But only in small amounts.

#19 – (Residential) Limited. (Commercial) Limit to main transportation corridor.

#19 – Residential/Housing – For but cautiously.

#19 – (Residential) Against unless its 5 acres or more per house.

#20 – But in small amounts not subdivisions

#20 – Depend on area zoning and uses

#20 – As long as it is not hazardous to community.

#20 – Read the constitution!

#20 – 5 acre or more home

#20 – Depends on proposed use and location. Owner should be allowed to sell for any reason – any restrictions should be placed on buyer, not seller.

#22 – As long not a nuisance and any buildings are not an eyesore. The “junky” buildings on Curvue Road (just east of Pavelski Road on North Side) and on Crescent Ave. (North side, just west of Town Hall Road are atrocious!

#22 – Only in current agricultural areas not in rural residential zoned areas.

#31 – Spend more money road repair

#31 – No CAFO and no more high capacity wells

#31 – Eau Claire County planning is too restrictive and the town needs to have more control/say in development matters.

#31 – Street lights in West View Acres. There are none.

#31 – Quit giving the music festivals a hard time. We should be capitalizing and be proud to be the host of such great events! And fix the roads!

#31 – Upkeep of recreational areas

#31 – No respect for people living close to Jam area

#31 – Change Crescent Ave to 45 mph. Childen, pets and elderly going to mailboxes or out by roadway. Trucks, etc. too fast, young people driving fast and not paying attention.

#31 – Big brother has too much control

#31 – Cleanup of John Meiers burnt down house on Silvermine Dr.

#31 – City annexing for subdivisions.

#31 – Country Jam traffic! Cannot plan graduation party/birthday in June cause of festivals.

We are tired of having to plan our vacations around the festivals at Country Jam Grounds. It

takes extra time and money for 3 weeks every summer for us to drive around and deal with all the road closures and extra traffic.

#31 – Our town hall needs some maintenance and repair and painting, work.

#31 – Please check all pipes, underground structures for lead or any other water contamination.

#31 – The 3 mile territorial holes the city has on the township. We live in the township not the city. They have way too much power as to what you can do with you land when trying to improve it. I tried to build a shed to put equipment inside to live up to my part of county zoning by keeping everything inside and out of site. The zoning inspector made comments about the cities 3-mile limits. A conditional permit was required which took 3 months of a tight construction time. Plus the cost was 17% of the actual building. Union needs to get on this. My farm has been in my family since 1902 and they were horrible to deal with. Trying to comply with zoning rules should not be this way.

#31 – Expansion of number of festivals in Town.

#31 – Keep sight at intersections clear.

#31 – What happened to the festival issue? Did you solve it?

#31 – Festivals. No festival music beyond midnight!

#31 – Better recreation areas.

#31 – Festivals – Unsupervised, underage teen drinking seems to be allowed. This should not be allowed! Not legal.

#31 – Loud dogs, animals miss treated, too small enclosure 4 animals!

#31 – Not let the city annex more town property.

#31 – Ditch along driveway completely filled with sediment. Have left several messages for Town of Union w/no response.

#31 – Music festivals.

#31 – Allow tiny houses to be used as a residence.

#31 – Better facilities in parks

#31 – Do not allow festivals.

#31 – Septic systems along Elk Creek Lake.

#31 – Noisy concerts.

#31 – Concerned about music festivals.

#31 – More developed parks & play areas for recreation.

#31 – Why is the Town of Union making the music festival and Silvermine put up fencing? This is a major cost!

#31 – My concern is that too many of your regulations are impeding growth and discouraging it. Just 2 counties north the citizens are spared the regs on remodeling your home and with those come extra costs for everyone, including taxpayer. I think the vision for your commission should be how to reduce costs for the taxpayer including future taxpayers who would move here. Streamline the process or eliminate it for getting permits, namely conditional use. In my experience it is also not your right to dictate who farmers sell their property to.

#31 – Music concerts

#31 – There should be boat landings for Town of Union on Chippewa River!! We like to fish but access not readily available in area.

#31 – Are there any regulations as to how many vehicles can be parked at one house? Does the Town of Union check if vehicles are all licensed that are parked on property including parking on the lawns & grass. There is a property on Star Ridge Road that has as many as 8 cars, boat and trucks parked there most of the time. From the road it looks like a used car lot.

#31 – Bike path//walking lanes on Cameron (E)/N. Town Hall Road. Both places, lots of bikers & walkers & very dangerous.

#31 – Explore parks, more recreation areas along rivers/lakes with picnic tables, shelters, etc.

#31 – Maintaining current school districts.

#31 – Make sure that any issues arising are made public to homeowners. i.e. land use, commercial, government extension of sewer lines taxes increasing, commercial, farming & industrial use, exit ramps being installed off I94.

#31 – Noise

#31 – To much irrigation

#31 – To many of the wrong people making all the decisions.

#31 – Continue to work with the concerns of residents on the festival problems

#31 – Loud music festivals!

#31 – In my neighborhood there is a home that looks more like a used car lot or junk yard. Not only is it an eye sore when I drive by but I'm concerned it will lower the property value of the homes around it.

#31 – We just bought land off of Miller road and want to eventually build a home. We have noticed a lot of natural growth in the ditches at certain intersections and find it hard to see oncoming traffic. I have pulled out twice and hit the brakes because I would not see the oncoming traffic. Would like to see major county road intersections cleaned up for better visibility.

#31 – could use some more speed limit signs on Crescent Ave. and roads off of Crescent.

#31 – Roads.

#31 – Caution – recreation = sound pollution & erosion. No 4-wheelers or dirt bikes. Kiwanis club sold our green space. DNR or consultant regarding wildflowers, savannahs, etc. Maybe offering assistance for improving/keeping nature.

#31 – The state of some farms and their surroundings, specifically the farm on Kane & Cameron. The view from the interstate is terrible. There are junk cars parked in wooded areas and dilapidated buildings including the original home that should be demolished. I thought you needed permits for these ramshackle buildings going up in some areas of the township. These are other properties that also need some attention. I don't want big government oversight, but people deserve to have pleasant & clean healthy surrounds in their neighborhoods and current ordinances should be enforced or get rid of them.

#31 – Strongly oppose residential development in rural areas (5 acres is nice). Also don't care for the fact of high taxes, compared to other local townships, yet drive around and see small scale ag/livestock operations that seem to not have to follow any sort of code or aesthetics i.e. shotty looking buildings/huts.

Housing

6. What kind of housing development should be allowed in the Town? (check all that apply):
- a. Single family homes on 5 acres or more Yes No
 - b. Single family homes on 1 ½ acre lots in subdivisions Yes No
 - c. Duplexes and/or townhouses Yes No
 - d. Apartment housing Yes No

Land Use and Zoning

7. Should land use policies and regulations emphasize preserving the rural and agricultural character of the Town?
 Yes No Not sure
8. Please indicate your level of agreement with the following statement: Current land use regulations have done an effective job in minimizing land use conflicts in the Town of Union.
 Strongly Agree Strongly Disagree
 Agree Not sure
 Disagree

Natural Resources

9. Do you feel that groundwater contamination is a problem in the Town?
 Yes No Not sure
10. Would you still support preserving wetlands and environmentally sensitive areas if some land is taken off the tax rolls or if taxes would increase?
 Yes No Not sure
11. Is there too much emphasis being placed on the environment and natural resources as these two topics relate to the growth of the Town?
 Yes No Not sure
12. Do you live on lakeshore property or along a river or creek?
 Yes No

Transportation

13. Do the roads and highways in the Town adequately meet the needs of the citizens and businesses?
 Yes No Not sure
If not, please indicate road(s) that do not meet standards _____
14. Would you be willing to pay more taxes to improve and upgrade Town roads?
 Yes No Not sure

Recreation

15. Which parks and recreational areas do you use in the Town of Union? If so, how many times a year do you visit?
Sherman Creek _____
Youth Forest _____
16. Would you be willing to pay additional taxes to fund new parks, recreational areas, and open spaces?
____ Yes ____ No ____ Not sure
17. How important is it to preserve farmland for open space and recreational purposes?
____ Very important ____ Not important
____ Somewhat important ____ No opinion
____ Somewhat not important

Agriculture

18. Are you concerned if productive farmland in the Town is converted to non-farm uses?
____ Yes ____ No
19. Are you for or against the development of agricultural land for residential housing purposes and commercial/industrial purposes?
Residential Housing ____ For ____ Against ____ Not sure
Commercial/Industrial ____ For ____ Against ____ Not sure
20. Should a land owner have the right to sell his or her land for purposes other than farming?
____ Yes ____ No ____ Not sure
21. How important is it to preserve farms and farm land for agricultural purposes?
____ Very important ____ Not important
____ Somewhat important ____ No opinion
____ Somewhat not important
22. Would you support more small-scale agriculture, such as hobby farms, in the Town of Union?
____ Yes ____ No

Demographic Data

The following questions will be used only for statistical analysis. You do not have to answer all of the questions if you are not comfortable providing that information.

23. Are you: ____ Male ____ Female
24. Age range: ____ 18-24 ____ 25-34 ____ 35-44 ____ 45-54 ____ 55-64
 ____ 65-74 ____ 75-84 ____ 85+
25. Do you own your own home or rent a home or an apartment? ____ Own ____ Rent

26. What is the size of your property?

- Less than one acre 20-100 acres
 1-5 acres 100 or more acres
 5-20 acres

27. Are you a:

- Homeowner
 Farmer/Agricultural Business Operator
 Property owner (no home on property)

28. How long have you lived at your present location?

- Less than one year 1-3 years 4-7 years 8-12 years 13-20 years
 More than 20 years

29. Including yourself, how many people live in your household?

- One Two Three Four Five Six or more

30. Are you:

- Employed Unemployed Retired In school

31. Are there any other issues/concerns not identified in this survey that the Town should address?

- Yes No

If yes, what? _____

Thank you for taking the time to complete the survey. Your participation is appreciated!

Appendix II – ETJ Area Land Use Plan

TOWN OF UNION COMPREHENSIVE PLAN AMENDMENT

ETJ AREA LAND USE PLAN

6.1 Background

The following Comprehensive Plan Amendment is proposed pursuant to the terms of the Intergovernmental Agreement between the six towns adjoining the City of Eau Claire and the City regarding land use and land division policies within the City of Eau Claire's Extraterritorial Jurisdiction (ETJ).

As part of the Intergovernmental Agreement, the participating units of government have agreed to amend their respective comprehensive plans and land division regulations and jointly request amendment of the Eau Claire and Chippewa County Land Division Ordinances to incorporate the provisions of the Intergovernmental Agreement.

The initial term of this Agreement shall be for ten (10) years and shall automatically renew for a second ten (10) year term unless one of the Parties notifies the others at least 90 days prior to expiration that it does not desire to renew.

The ETJ land use and land division policies and the Future Land Use Map depicted herein supersede and replace the land use map, land use classifications, and policies in Section 3 of the existing *Town of Union Comprehensive Plan* with respect to areas within the ETJ. Areas outside the ETJ are unaffected by this amendment.

The attached "case study" questions and answers are attached to and made part of this Comprehensive Plan Amendment, as further clarification of the intent of the Intergovernmental Agreement and this Amendment.

6.2 Classes of Land.

The Town of Union recognizes and acknowledges that there are two general classes of land within the ETJ:

- A. Areas within both the ETJ and the Sewer Service Area (SSA) delineated by the regional MPO and adopted by WDNR; and

B. Areas within the City's ETJ, but not within the SSA.

The current boundaries of the SSA, as delineated in the *Chippewa Falls/Eau Claire Urban Sewer Service Area Plan for 2025* approved by the Metropolitan Planning Organization (MPO) on May 3, 2006 and the WDNR on July 5, 2007, and the City's current ETJ, are depicted on the attached Future Land Use Map. Any future adjustments to the SSA shall be made pursuant to State law and regulations, which currently requires approval of the MPO and WDNR and amendment of the *City of Eau Claire Comprehensive Plan*.

6.3 Policies for Residential Land Divisions Within the SSA.

At some point in the future, areas within the SSA will likely be annexed and attached to the City of Eau Claire's public utility systems. The Town recognizes that haphazard or premature development in these areas could prevent efficient use of the land resource and inhibit efficient and cost-effective delivery of urban services at the time such areas are developed at urban densities.

The Town establishes the following standards for land divisions within the portion of the ETJ within the SSA:

- A. Land divisions for residential purposes shall be permitted based on an overall base density standard of one single family lot per ten (10) acres.
- B. Town shall consider the following criteria in its review of proposed residential land divisions:
 - (1) Each lot shall meet health code requirements for on-site sewage treatment and private water wells.
 - (2) The proposed lot layout for the overall parcel shall locate houses and other structures on building sites that have the least impact on environmentally sensitive areas and are less well suited for farming and agricultural uses.
 - (3) The remainder of the overall parcel not developed with lots and roads shall require a conservation easement or other form of protection precluding further development until such time as urban services can be provided.
 - (4) The proposed lot layout for the overall parcel shall provide for the future efficient re-subdividing for higher urban densities.
- C. Exceptions to the one lot per ten (10) acre density standard shall be considered based on the following criteria:

- (1) The proposed lots are infill lots that meet the following criteria:
 - a. The proposed lots are in areas that have been previously divided into smaller lots.
 - b. The proposed lots cannot be reasonably served with city utilities due to natural barriers, i.e., creeks or hills, man-made barriers, major highways, or significant existing development.
 - c. It would be cost prohibitive to serve the proposed lots with city utilities.
 - d. Creating the proposed lots is a means of lessening development pressure on larger tracts of land outside the SSA.
 - e. The proposed lots must be created by a Certified Survey Map (4 lots or less).
 - f. The proposed lots must be reasonably consistent in size with the existing adjacent lots.

- (2) The proposed lots will be served by a sewer connected to a common wastewater treatment system approved under COMM 83, Wisconsin Administrative Code. All sewer mains, trunk, and lateral lines must meet City of Eau Claire standards for such facilities. If the proposed lots will be served by a community water supply system approved under NR 811, all water lines and mains must meet City of Eau Claire standards for such facilities. The lots must meet the access and lot design standards of the City of Eau Claire and the respective Town. The proposed lot layout for the overall parcel must provide for efficient re-subdividing for urban densities and cost-effective and orderly extension of public streets and utilities at the time that public utilities are available to the site. In addition, the property must be part of a cooperative boundary agreement approved pursuant to § 66.0307 Wis. Stats., requiring the current owner and any future owner of the divided lots to annex to the City of Eau Claire at the time that any adjoining contiguous parcel is annexed or petitions to annex and public sanitary sewer service and public water supply are available from the City of Eau Claire.

3. The proposed lots are in an area subject to a Cooperative Boundary Agreement between the Town of Union and the City of Eau Claire that expressly permits land divisions at densities greater than the one single-family lot per 10 acres.

6.4 Policies for Residential Land Divisions in the ETJ but Outside the Chippewa Falls/Eau Claire SSA.

Areas outside the SSA, but within the ETJ, are not anticipated to be annexed or connected to the City of Eau Claire's public utilities. Development in these areas is expected to be served by individual private septic systems and wells for the foreseeable planning future. Development in these areas will be regulated by the *Town of Union Comprehensive Plan*, as amended, and applicable ordinances of the Town of Union and Eau Claire County.

The following are standards for land divisions within the portion of the ETJ outside the SSA:

A. Land divisions for residential purposes shall be permitted based on the following overall base density standards and lands use classifications as depicted and described in ETJ Future Land Use Map and as described below:

(1) *Rural Residential (RR) and Rural Residential Cluster (RRC) areas:* Maximum base density of one dwelling unit per two (2) acres. (See attached Future Land Use Map).

(2) (2) *Rural Preservation (RP) and Rural Transition (RT) areas:* Maximum base density of one dwelling unit per five (5) acres. (See attached Future Land Use Map).

B. The Town shall consider the following criteria in its review of residential land divisions:

(1) Each lot shall meet health code requirements for on-site sewage treatment and private water wells.

(2) The proposed lot layout for the overall parcel shall locate structures on building sites that have the least impact on environmentally sensitive areas and are less well suited for farming and agricultural uses.

(3) The proposed land division shall be consistent with the comprehensive plan of the respective Town.

C. Exceptions to base residential density standard shall be considered based on the following criteria:

(1) The proposed lots are infill lots that meet the following criteria:

- a. The proposed lots are in areas that have been previously divided into smaller lots.
- b. The proposed lots must be created by a certified survey map (4 lots or less).
- c. The proposed lots must be reasonably consistent in size with the existing adjacent lots.
- d. Creating the proposed lots is a means of lessening development pressure on larger tracts of land.

(2) The proposed lots are in a conservation subdivision that is regulated and approved under the Conservation Subdivision Ordinance of Eau Claire County and meet the following criteria:

- a. Proposed lots in areas classified as Rural Preservation (RP) and Rural Transition (RT), as depicted on the ETJ Future Land Use Map, shall not exceed a maximum density of one

single-family lot per five (5) acres of potentially development land with minimum lot sizes not less than one (1) acre. As an example, this formula would yield up to 8 one-acre lots in a conservation subdivision and 32 acres of preserved farmland for a parcel with 40 acres of potentially developable land.

Note: For the purposes of this Amendment, "potentially developable land" shall be defined as privately-owned land that is outside any WDNR delineated wetland or FEMA delineated 100-year floodplain and has less than a 12 percent slope.

- b. Proposed lots in areas classified as Rural Residential (RR) and Rural Residential Cluster (RRC), as depicted on the ETF Future Land Use Map, shall have a minimum lot size of at least one (1) acre in size and at least 40% of the potentially developable area within the parent parcel shall be placed under a conservation easement or comparable protection. As an example, this formula would yield a maximum of 24 single-family lots and 16 acres of protected open space for a parcel with 40 acres of potentially developable land.
- (3) The proposed lots are in an area subject to an intergovernmental agreement or cooperative boundary agreement between the City of Eau Claire and the Town and the proposed lots are consistent with such intergovernmental agreement or cooperative boundary agreement.

6.5 Policies for Non-Residential Land Divisions

Non-residential land divisions within the ETJ shall require a minimum lot size of 10 acres, unless an exception is approved by both the Town and the City or unless a lesser minimum lot size is allowed through a cooperative boundary plan or other form of intergovernmental agreement between the Town and the City.

Exceptions from the 10 acre minimum lot size standard shall be based on the following criteria:

- a. The proposed lots are in areas that have been previously divided into smaller lots.
- b. The proposed lots must be created by a certified survey map (4 lots or less).
- c. The proposed lots must be reasonably consistent in size with the existing adjacent lots.
- d. Creating the proposed lots is a means of lessening development pressure on larger tracts of land.

6.6 Adjustments to the Future ETJ Land Use Plan

- A. Within areas classified as Rural Transition (RT) classification, new development shall be limited in accordance with all policies applicable to Rural Preservation (RP) classification. However, upon at least 75% of the lots within the RR and RRC classifications being developed and

occupied, the respective Town and the City agree to reclassify a mutually agreed upon portion of the area designated RT to RR or RRC classifications. The specific areas to be reclassified will be determined jointly by the respective Town and the City at the time the 75% threshold is reached.

- B. Other adjustments to the ETJ Future Land Use Plan, during the term of the Intergovernmental Agreement, require concurrence from the City of Eau Claire.

6.7 Highway Corridor Site Plan Review

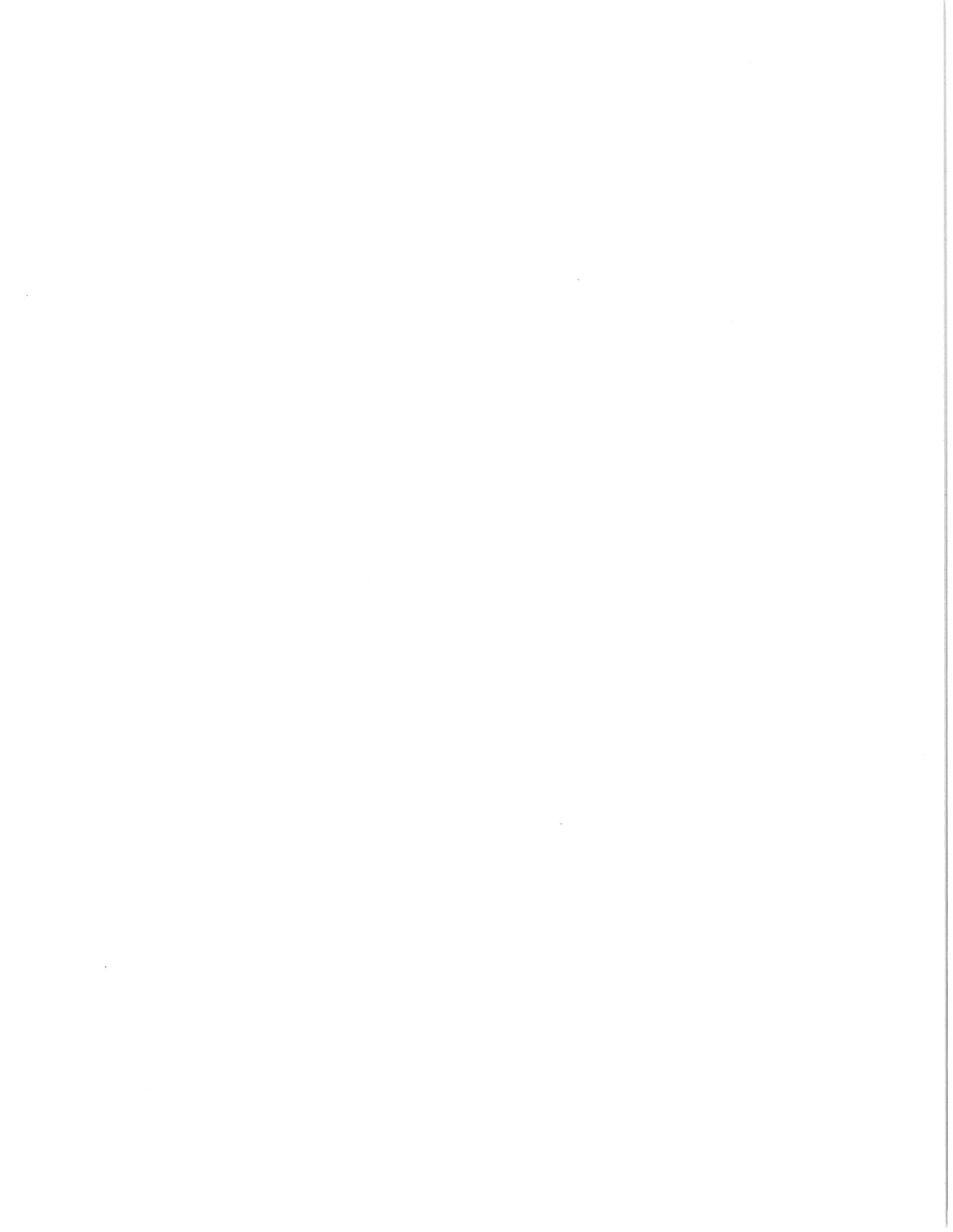
- A. Interstate I-94 and Highway 12 east of Elk Creek Road and County Highway T are recognized as major entry corridors for both the Town of Union and the broader Eau Claire area. Nonresidential development along these highway corridors, as depicted in the Highway Corridor Site Plan Review Area Maps, shall be subject to advisory site plan review by both the Town and the City of Eau Claire to ensure high quality development along these important community transportation corridors. Final site plan review approvals shall be made by Eau Claire County, which has zoning jurisdiction.
- B. The areas subject to site plan reviews include all lands within 1,000 feet from the r.o.w. lines of Interstate I-94, Highway 12, and County Highway T, as shown on Exhibit B on page 10.
- C. The parties to the Intergovernmental Agreement have submitted a proposed Site Plan Review Ordinance to Eau Claire County that will provide a mechanism for implementing the site plan reviews referenced in this section.

6.8 Subarea or Neighborhood Plans

The Town encourages and supports further subarea or neighborhood planning for areas within, or immediately adjacent to, the SSA that are reasonably anticipated to experience significant development within a ten (10) year planning period. Participation in such planning efforts should include Town of Union and City of Eau Claire, as well as property owners and other stakeholders.

EXHIBIT B

HIGHWAY CORRIDOR SITE PLAN REVIEW AREAS



ATTACHMENT A CASE STUDY SITUATIONS

The following are examples of potential situations that could occur within the City of Eau Claire ETJ. The intention of formulating these examples is to make sure that all parties are interpreting the language of the proposed Intergovernmental Agreement in a similar manner.

1. What is the minimum residential lot size for a lot created by a conventional subdivision or CSM in areas classified Rural Residential (RR) or Rural Cluster (RC) area within the ETJ, but outside the SSA?

Answer: 2 acres

2. What is the maximum number of residential lots that could be created by conventional subdivision by a landowner with 40 acres of potentially developable land located in areas classified Rural Residential (RR) or Rural Cluster (RC) within the ETJ, but outside the SSA?

Answer: 20 lots

3. What is the minimum size for an unsewered residential lot created in a conservation subdivision in the Rural Residential (RR) or Rural Cluster (RC) area within the ETJ outside the SSA?

Answer: 1 acre

4. What is the maximum number of unsewered residential lots that a landowner with 40 acres of potentially developable land would be able to create in an area classified as Rural Residential (RR) or Rural Cluster (RC) within the ETJ but outside the SSA in a conservation subdivision in any of the six towns?

Answer: 24 one-acre lots, plus 16 acres of protected open space.

5. What mechanisms could be used for protecting open space under the conservation subdivision option?

Answer: Open space could be protected by any combination of the following:

Parkland dedication

Conservation easement

Homeowner association management with the open space deed restricted

Land trust ownership with the open space deed restricted

6. Who determines how open space is protected under the terms of the proposed intergovernmental agreement?

Answer: The subdivider and town plan commission in the town in which the property is located.

7. What is the minimum lot size for a residential lot created by a conventional subdivision or CSM in an area classified as Rural Preservation (RP) or Rural Transition (RT) within the ETJ, but outside the SSA?

Answer: 5 acres

8. What is the maximum number of residential lots that could be created by conventional subdivision by a landowner with 40 acres of potentially developable located in an area classified Rural Preservation (RP) or Rural Transition within the ETJ, but outside the SSA?

Answer: 8 lots

9. What is the minimum size for a lot created in a conservation subdivision in a Rural Preservation (RP) or Rural Transition (RT) area within the ETJ outside the SSA?

Answer: 1 acre

10. What is the maximum number of unsewered residential lots that a landowner with 40 acres of potentially developable land be able to create in an area classified Rural Preservation (RP) or Rural Transition (RT) within the ETJ but outside the SSA in a conservation subdivision in any of the six towns?

Answer: 8 one-acre single lots, plus 32 acres of protected open space that could continue in farmland production.

11. What is the minimum lot size for either a residential or commercial lot within the SSA in any of the six towns?

Answer: 10 acres; unless land division is granted an exception under the terms described in the City of Eau Claire's Comprehensive Plan Objective 3, Policy 3 Non-Sewered Development.

12. Who determines whether proposed lots in the SSA are granted exceptions under the terms described in the City of Eau Claire's Comprehensive Plan Objective 3, Policy 3 Non-Sewered Development?

Answer: City of Eau Claire Plan Commission

13. Under the terms of the proposed intergovernmental agreement, could the City of Eau Claire utilize its extraterritorial plat review powers anywhere within the ETJ to reject a proposed lot providing the minimum lot size is at least 10 acres?

Answer: No

14. Would the proposed intergovernmental agreement cover lots created by condominium plat?

Answer: Yes

15. What is the minimum lot size for a commercial lot in the Towns of Brunswick, Pleasant Valley, Seymour, and Washington in the ETJ, but outside the SSA?

Answer: The lot sized is based on the Town and County Comprehensive Plan and Land Division Ordinances.

16. What is the minimum lot size for a non-residential lot in the Town of Union or Town of Wheaton within the ETJ, but outside the SSA under the terms of the proposed intergovernmental agreement?

Answer: The City of Eau Claire and Towns of Union and Wheaton agree to enter into intergovernmental negotiations to determine non-residential lot sizes both within and outside the SSA. Until an intergovernmental agreement is reached, the minimum lot size for a commercial lot would be 10 acres unless the proposed lot is granted an exception by the City of Eau Claire Plan Commission under the terms described in the City of Eau Claire's Comprehensive Plan Objective 3, Policy 3 Non-Sewered Development?

17. What is the mechanism for converting Rural Transition (RT) areas to Rural Residential (RR) areas?

Answer: When 75 percent of the area within the Rural Residential (RR) and Rural Cluster (RC) areas are developed and occupied, the City and respective Town will reclassify portions of the area classified at Rural Transition (RT) to Rural Residential (RR) or Rural Cluster (RC). The specific areas to be reclassified will be determined jointly by the respective Plan Commissions of the Town and City at the time that the 75 percent threshold is reached.

18. What is the term of the proposed intergovernmental agreement?

Answer: 10 years

19. Is the boundary of the 3-mile ETJ automatically extended if the City's municipal boundaries expand?

Answer: Yes

20. What is the mechanism for either the City or respective Towns to amending the map or text of their comprehensive plans with respect to areas in the ETJ during the term of the intergovernmental agreement?

Answer: The City and Towns may amend their Comprehensive Plans provided that such plan amendments shall be consistent with the approved Intergovernmental Agreement with respect to land divisions within the ETJ.

21. What is the mechanism for changing the boundary of the SSA during the term of the intergovernmental agreement?

Answer: Any future adjustments to the SSA shall be made pursuant to State law, which requires approval of the MPO and WDNR, as well as amendment of the City of Eau Claire Comprehensive Plan.

22. How will the site plan reviews for nonresidential developments along key highway entrance corridors referenced in Section 13.C be implemented?

Answer: Both the respective Town and City Plan will review the site plans for new nonresidential developments along key highway entrance corridors in the Eau Claire metropolitan area. The City and Town reviews are advisory. The final approvals and enforcement of the site plan regulations will be made by which ever County has zoning authority.

23. What specific corridors are subject to site plan review?

Answer: City and Town advisory site plan review of new nonresidential developments shall occur within 1,000 feet of the following highways:

***Interstate 94 and Highway 12 (Towns of Union and Wheaton) – East of Elk Creek Road
Highway T (Towns of Wheaton and Union) – South of the Highway 29 Interchange
High 53 (Town of Washington) – North of County Highway I (Otter Creek Road)
Highway 93 (Town of Washington) – North of County Highway II
Highway 37 (Town of Brunswick) – North of State Highway 85***

24. Do the City's site plan reviews affect land divisions within the identified corridors?

Answer: No. The site plan reviews are conducted at the time that preliminary building plans are submitted to the respective Town and County with zoning authority.

25. What is the maximum number of lots a landowners with 7 acres in a Rural Residential area outside the SSA be allowed to create:

Answer: Two 2-acres lots and one 3-acre lot.

26. What is the maximum number of lots a landowners with 7 acres in a Rural Residential area inside the SSA be allowed to create:

Answer: No new lots may be created unless the proposed land division is granted an exception under the terms described in the Intergovernmental Agreement, which generally limits future land divisions in the SSA to areas which are already highly divided or lots that are in infill conditions.

27. What is the maximum number of lots a landowner with 7 acres in a Rural Preservation or Transitional Residential area outside the SSA be allowed to create:

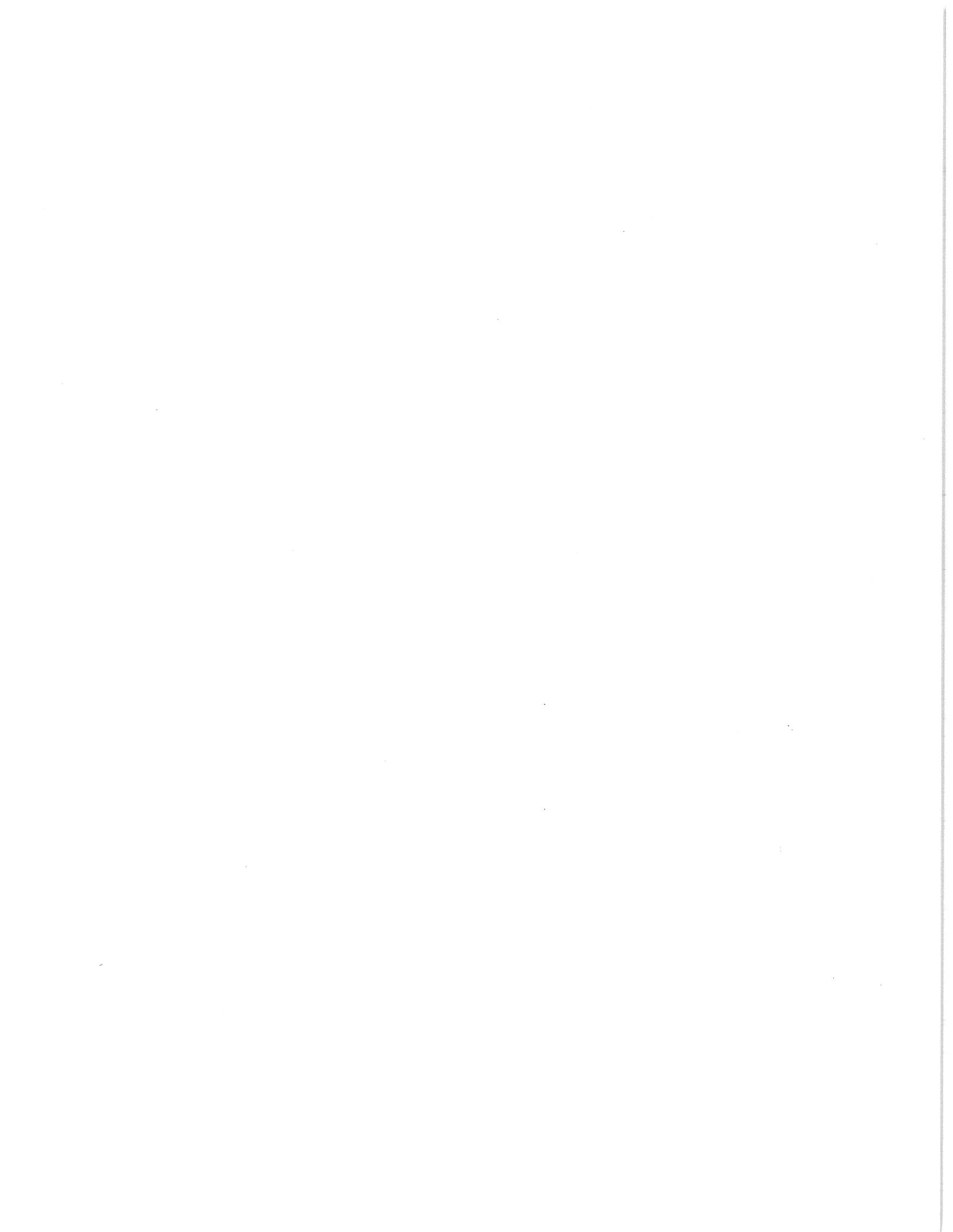
Answer: No new lots may be created unless both lots are a minimum of 5 acres in area.

28. What would be the impact of proposed Intergovernmental Agreement on existing conservation easements?

Answer: Existing conservation easements and CSM restrictions in the ETJ but outside the SSA based on the four dwelling units per 40 acres density requirements would be allowed to be adjusted based on the prevailing density standards as reflected in the Intergovernmental Agreement and the mapping on Exhibit A. For example, all existing conservation easements and CSM restrictions in areas outside the SSA designated Rural Preservation or Rural Transition could be changed from a maximum development density of four dwelling units per 40 acres to a maximum development density of eight dwelling units per 40 acres. Any such changes would be at the initiation of the property owner or subdivider concurrent with the submittal of a new CSM. See the attached sample conservation easements.

29. What would be the development standard for infill areas within the ETJ?

Answer: Development densities in infill areas would be based on either the designated maximum density for the land use classification, as shown on Exhibit A, OR an exception for smaller lots sizes may be based on the size of surrounding lots, as provided for in Sections 10C(1) and 1(C)1of the draft Intergovernmental Agreement. Any exceptions to the density standards specified in the Intergovernmental Agreement based on infilling must be reviewed and is subject to the approval of both the City of Eau Claire Plan Commission and the respective Town Board.



Appendix III – Town of Union Outdoor Recreation Plan

The following section inventories the existing public and private properties developed or designated for outdoor recreation purposes within the Town of Union. MapUN-1 shows the location of these recreation areas.

SUPPLY: COMMUNITY FACILITIES

1. Sherman Creek Park (off of West Vine Street) – 30.4 acres.

Located to the west and southwest of Sherman Elementary School. Facilities include four picnic tables, a pavilion, and walking trails. An outhouse is available but in poor condition. There is a very small paved pull-out area for vehicle parking. Sherman Creek meanders through the middle of the property. This park is a Natural Park - the town put it in a "Natural Conservancy Park" – dedicated to education and the protection of its natural resources. The Eau Claire Area School District utilizes this park for educational purposes – it is basically the backyard of Sherman Elementary School and is in the DeLong Middle School Area. The Ecology Club of North High School utilizes it for conservation projects. Boy Scouts have undertaken Eagle Scout projects to improve the conservation of the park as well. Local 4-H clubs maintain and utilize the park.

2. Union Youth Forest. (White Pine Drive) 78.8 Acres.

This property is bounded by Crescent Avenue on the north, White pine Drive on the east, the Chippewa River on the south and 40 Acres of property owned by the Kiwanis to the west. This has been put in a "Natural Conservancy Park". In addition the Kiwanis property adjacent to the west of this area could be considered as a possible expansion for development of the area. This area has been developed with Conservancy Park, walking and horse trails. A parking lot is available.

3. Other Open Spaces (Near Elk Creek lake) 15 acres

There are four separate "park" properties adjacent to or near to Elk Creek Lake in the Town of Union that are currently undeveloped, including Wildwood Park, Canyon Park, Primeval Park, and Ravina Park. These parks were platted in the 1920s and sold as lake shore property.

SUPPLY: SPECIAL USE FACILITIES

1. Silvermine Ski Jump [Silvermine Drive] – 73.6 acres

This property is owned by the Eau Claire Ski Club for an annual ski jumping competition. In 2012, the site was also used for Pond Hockey by Eau Claire Youth Hockey in conjunction with the annual Silvermine Invitational held by the Eau Claire Ski Club. Pond Hockey is planned to be moderately expanded in future years with additional parking areas and Tournament activity by youth and adults. (Pond Hockey ceased to exist in 2017)

2. Whispering Pines Camping Grounds [Crescent Avenue] 35.3 acres

Country Jam is a company that promotes a large scale country musical festival each summer that attracts several thousand visitors. They provide camping for up to 1,200 fans for this event on leased property. The campground is open to the public during camping season.

3. Former Eau Claire Landfill [Crescent Avenue] – 80 acres

An 80-acre parcel bounded by Crescent Avenue on the North and the Chippewa River on the South is presently used by the City as a training facility for law enforcement including a pistol range for small firearms practice as well as a classroom-type building for regional training.

4. Menards go-cart track and Expo center.

5. Blue Ox & Eau Claire Festival

6. Bit'n Spur Horse Club

7. Snowmobile trails (corridor 33)

NEEDS

Two factors are examined to determine the demand or need for additional outdoor recreational sites and facilities: an assessment of whether or not there is adequate open space to serve the needs of the population, and an assessment of whether or not outdoor recreational sites are adequately located to serve the needs of the community. Standards have been developed to address these factors. Local officials who are familiar with the community's recreational facilities are also relied upon to address these issues and develop recommendations for new sites, facilities and equipment.

Space Needs. The National Recreation and Parks Association (NRPA) has long recognized 12 acres of outdoor recreational open space per 1,000 residents or population as an ideal standard for communities to use in assessing whether or not the community has adequate open space to serve its residents. Table UN-1 lists the 2000 population and the projected population through 2030 for the Town of Union. Given these population figures and the standard of 12 acres/1,000 residents, as well as the total acreage of outdoor recreational sites available for public use, it is possible to assess whether or not there is enough outdoor recreational space to serve the needs of the Town's residents at present and in the future. Table UN-2 indicates the current acreage of outdoor open space, the amount required based upon the NRPA standard, and the surplus or deficit that exists in Union.

Projected acreage requirements are not always the most accurate means of assessing community recreation needs, but they are indicators. Based upon the information presented in Table UN-2, the Town of Union has an adequate amount of acreage devoted to outdoor recreation. In addition, there are community parks in the City of Eau Claire that are in relatively close proximity which can satisfy the need for outdoor recreational opportunities for Town of Union residents. Balanced against this is the fact that the recreational opportunities provided within the Town are very limited. Recreation is limited to some walking and horse riding trails, and one small picnic area.

Table UN-1
CURRENT AND PROJECTED POPULATION FOR THE TOWN OF UNION

<u>Year</u>	<u>Population</u>	<u>Percent Change</u>
2010 (Census)	2,663	-
2020 (projected)	2,964	11.3 %
2030 (projected)	3,275	10.5%

The town notes that the area population may grow but that the growth is likely to be in the City of Eau Claire due to annexation and the city's comprehensive plan. The town is not certain that its population will even sustain itself.

Table UN-2
RECREATIONAL ACREAGE NEEDS – TOWN OF UNION

	<u>2000</u>	<u>2010</u>	<u>2020</u>	<u>2030</u>
Demand	28.8	32.0	35.6	39.3
Supply	109.2	109.2	109.2	109.2
Needs	None	None	None	None

Service Areas. Service areas vary for different types of parks. Community parks usually have facilities that are intended to serve the entire community and, in rural areas, will service an entire municipality. Residents are expected to travel to community parks, therefore major streets and roads do not present barriers to accessing this type of site. Neighborhood parks and playgrounds, on the other hand, are intended to serve an area of $\frac{1}{4}$ to $\frac{1}{2}$ mile in radius and are intended to serve young children; consequently, major streets and roads can present barriers to accessing this type of park. Sherman Creek Park serves as a natural park with very limited facilities, and there are no facilities in the Youth Forest. As noted above, the Town of Union abuts the City of Eau Claire and therefore, the City of Eau Claire has access to these facilities.

ACTION PROGRAM

The Action Program consists of a series of recommendations that are intended to serve as a guide for the Town of Union in the acquisition and development of outdoor recreation sites and facilities over the next five years. The

recommendations are aimed at satisfying relevant needs for acquisition, development and general program improvement. They are based upon the needs identified above, analysis and discussion with Town officials, and field inspections. The main objective of the Action Program is to provide citizens of the Town and their guests with the best outdoor recreational opportunities possible within the constraints of the Town's budget and other funding sources.

It is recognized that not all of these plan recommendations will necessarily be implemented during the next five years. The Town will set priorities and deal with the most urgent needs first as funding is available. Although some of the projects may not be completed over the next five years, Town officials concluded that it was appropriate to conduct a long-range, comprehensive examination of the outdoor recreation needs of the community, listing all projects that should be considered for the foreseeable future.

Recommendations

1. The Town has placed the Sherman Creek Park in Conservancy and has recently negotiated transfers of land with the Eau Claire School District to facilitate expansion of the Sherman Creek School site.
2. The Union Youth Forest off White Pine Drive is presently under study by a committee of town residents. A survey has been distributed to town residents considering the feasibility of developing trails and a parking area on the 80-acre site. Depending on the survey results and interest, the 40-Acre Kiwanis land may also be considered for expansion of this Union Youth Forest site.
3. Whispering Pines Campground. Although there is some difficulty with any expansion of Country Jam because of the disruption caused to neighboring property owners, family and youth-type activities would not generally cause such disruption of neighbors and would be better suited to the area. Therefore, family and youth oriented venues should be promoted for the future. Horse and trail riding and camping in conjunction with development of trails in the Youth Forest should be encouraged and supported.
4. Former Landfill Site, especially the portion bordering the river and town road needs to be considered as possible park space area which would be available to the surrounding community.
5. The Town should also encourage and support the activities associated with the Silvermine Ski Jump and Pond Hockey event along with the Bit and Spur Horse Club and shows.

Prioritization of Recommendations

Projects identified above were prioritized based on comparative need and readiness for construction. Projects given the highest priority have been proposed for completion as soon as funding is available. Projects given second priority could be completed during the 5-year planning cycle if funding becomes available. Those projects listed under the "Other Projects" category could be completed sometime after 2015.

FIRST PRIORITY

<u>Project</u>	<u>Source of Funds</u>	<u>Estimated Cost</u>
1. Prepare a plan and develop the Union Youth Forest	LAWCON, Stewardship, Park Budget, Donations	TBD
2. Consider purchase of the Kiwanis property adjacent to the Union Youth Forest	LAWCON, Stewardship, Park Budget, Donations	TBD

OTHER PROJECTS

1. Develop neighborhood parks at former landfill site
2. Establish a Park Commission and develop Long and Short Range Goals and Objectives for the Town of Union