

Recommended DRAFT

Volume 2: Plan Recommendations Report

Burnett County - Year 2030 Comprehensive Plan

Burnett County, WI

December 2009



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Burnett County Year 2030 Comprehensive Plan

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Element Abbreviations

IO	Issues and Opportunities
H	Population and Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

1. Issues and Opportunities

1.1 Introduction

The document you are about to read is an encapsulation of ideas by the leadership of Burnett County on the coordination of long term development, investment, and management of Burnett County assets. Simply defined, Burnett County intends to manage change to the benefit of its citizens, within guiding principles established by those citizens.

One constant we can all agree on is that change will happen. The positive attribute of change is it can be (if so chosen) managed and directed to result in what you want to create and what you want to preserve. The challenge of managing change is to ensure the decisions are coordinated and moving in the same direction as your vision. Burnett County took on that challenge, with the results captured on the following pages.

Burnett County will be facing significant changes in the next 20 years. The county will see high housing demands, changes to the land use pattern and economic base, and investment in transportation and infrastructure that will have direct relationship to taxation and governmental cooperation, schools, and general community services.

This document captures the portions of that vision that can be expressed through words, maps, and other images. To understand the rest of Burnett County's vision for the future, one must visit its landscape, patronize its businesses, and most importantly, talk with its citizens. The Burnett County comprehensive planning process represents perhaps the most extensive coordinated process of county level planning ever undertaken in the county's history. For nearly two years, 11 towns and two villages worked hand in hand with the county to develop integrated long range, comprehensive visions for the futures of the county and their own communities. This process culminated in the production of the county-wide plan. The county plan responds to the 13 local comprehensive plans, integrates ideas and recommendations from other community plans completed prior to this process, captures the common themes, and expresses the overall vision for the future of Burnett County.

Grant Award

In March of 2008, the county was informed by the state that Burnett County and its participating communities were awarded \$186,000 to develop a comprehensive plan to manage growth and change.

Burnett County began a multi-jurisdictional planning effort in 2008 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *Burnett County Year 2030 Comprehensive Plan* will guide decision making in Burnett County for the next 20 to 25 years. The county's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the county's decision making process as expressed by goals, objectives, policies, and recommendations. The *Inventory and Trends Report* is the second component of the comprehensive plan and contains all of the

background data for Burnett County and its communities. Both documents follow the same basic structure by addressing nine comprehensive planning elements as chapters one through nine -

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

The *Burnett County Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any county or municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with its comprehensive plan.

Burnett County developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. For a complete analysis of the county's identified issues and opportunities, please refer to Chapter 1 of the *Inventory and Trends Report*. The *Issues and Opportunities* element of the comprehensive plan provides perspective on the planning process, public participation, the overall vision and goals of the county, and policies for the overall operation of county government.

1.2 Plan Summary

Burnett County is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community or county is immune to its effects. How a county changes, how change is perceived, and how change is managed are the subjects of comprehensive planning. An understanding of both the county's history and its vision for the future is essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the county now?
2. How did the county get here?
3. Where does the county want to be in the future?
4. How does the county get to where it wants to be?

The overriding intent of Burnett County's comprehensive plan is to manage change to the benefit of the county, its communities, and its citizens. Over the next 20 to 25 years, change will probably not take place in leaps or bounds. It will probably take place in small steps. For

example, it is not anticipated that the county will see another Voyager Village type development, or even a 200 lot development, but there may very well be 20 subdivisions with 5-10 lots or more. The Burnett County comprehensive plan creates a framework to help ensure that over

Planning for Anticipated Growth

The county plan creates parameters or ranges of expected growth based on varying scenarios. It is expected that anywhere from about 1,388 to 3,553 new housing units will be added to the landscape by 2030. It is expected that the county population will grow by anywhere from about 2,127 to 5,430 persons by 2030.

time change results in a positive future. A cohesive vision and relevant public policy is important to have when change takes place slowly over time. Only by intentionally managing growth and development will the sum of the parts fit together to fulfill a county's or community's vision for the future.

The county plan was created using the local plans to help develop the county plan. The framework process was started with the

County Comprehensive Planning Committee and then validated and modified as necessary through the local planning process. Due to the timing of plan development process, the county plan was in essence completed through the participating communities validating ideas, developing their own individual plans, and coordinating county level implementation strategies. A 'validation strategy' was employed, with key ideas and recommendations being developed at the county level and then validated and modified through the local planning processes. To help ensure the planning process was creating synergistic and integrated land use policy, the County deployed a survey process to in the summer of 2009 through the consultant and the Survey Research Center at the University of Wisconsin – River Falls (SRC). Comprehensive planning public opinion surveys were sent to 2,165 residents and property owners of Burnett County, regardless of county plan participation status. A total of 909 usable surveys were returned for an overall 42 percent return rate.

RECOMMENDATIONS SUMMARY

Population and Housing

Burnett County's plan for population and housing is to be prepared for projected growth and to encourage the development and redevelopment of housing that contributes to the fulfillment of county and local comprehensive plans.

Transportation

Burnett County's plan for transportation is to continue to provide a safe, efficient, and cost-effective transportation system, to support the expansion of multiple modes of transportation, particularly through improved consideration of bicycle and pedestrian routes, to promote well planned connectivity of road and highway networks, and to provide leadership and technical assistance to local communities.

Utilities and Community Facilities

Burnett County's plan for utilities and community facilities is to maintain adequate levels of service in the areas where it is directly responsible, to balance the level of service with the cost implications to county taxpayers, to encourage the management of land use in a way that facilitates efficient expansion of utilities and services, and to encourage the construction of new utilities and community facilities in a way that upholds the rural character and economic base of the county.

Agricultural, Natural, and Cultural Resources

Burnett County's plan for agricultural, natural, and cultural resources is to work cooperatively with communities and stakeholders to preserve and manage these valued features of the landscape. More specifically, Burnett County plans to work cooperatively with these same partners to help maintain the viability of its agriculture industry, to help maintain the integrity of its natural resources, and to encourage the documentation, recognition, and preservation of its cultural resources.

Economic Development

Burnett County's plan for economic development is to provide leadership in support of and in cooperation with local economic development efforts, to maintain the quality of life that attracts residents, visitors, and businesses to the area, to help maintain a supply of land that is suitable for commercial and industrial development, and to support local communities in helping to ensure that future commercial and industrial development use quality construction and site design that preserve the rural and small town character of the county.

Intergovernmental Cooperation

Burnett County's plan for intergovernmental cooperation is to provide leadership to ongoing intergovernmental cooperation efforts, to maintain the momentum built during comprehensive planning by keeping land use planning and implementation issues in an intergovernmental setting, and to tackle the tough issues of providing services in the face of shrinking budgets by employing creative intergovernmental approaches.

Land Use

Burnett County's future land use map shall be the equivalent of the most current locally adopted future land use map of each municipality in Burnett County. In other words, the local future land use map is the county future land use map for that area. Burnett County and its communities will utilize innovative land use strategies like conservation and cluster land division design, site planning, design review, purchase of development rights, and density management.

Implementation

Burnett County's plan for implementation was developed with both county and local responsibilities in mind. County plan provisions in areas of overlapping authority are general enough to provide flexibility, but specific enough to provide direction for county decision makers. The "Sideboard Approach" is a key component of the County's plan for implementation, where local policy recommendations are coordinated through county-level policy adjustments where possible to streamline and coordinate regulation and administration.

From the returned surveys, the SRC constructed a random sample of 374 surveys as a balanced sample of public opinion for the County as a whole. The 374 surveys provide estimates that are expected to be accurate to within plus or minus 4.6 percent. Please refer to Appendix A to review the complete report.

Key findings of this survey include:

Quality of Life

- ♦ The predominant reasons people gave for living in Burnett County were the natural beauty (64 percent) and recreational opportunities (55 percent).
- ♦ More than 4 of 5 respondents rated the overall quality of life in Burnett County as good or excellent.

Services and Facilities

- ♦ More than half of respondents rated fire protection, police protection, county parks, and county road maintenance as good or excellent.
- ♦ One service, wireless telecommunication, had more than one-half of all respondents in the County sample rating it fair or poor.
- ♦ An overwhelming majority (87%) indicated they favor the sharing of community services if savings occurred and service quality was maintained.

County Budget

- ♦ If allocating a surplus County budget, respondents would be most likely to cut taxes first, followed by distributing funds to emergency services, roads and bridges, and education.
- ♦ Recreation funding would take the biggest cut if respondents were faced with a County budget deficit, followed by cuts to social services, and economic development. The results of the survey responses reflect the top public priorities and concerns relative to several elements of comprehensive planning.

Growth and Development

- ♦ When Burnett County residents were asked their preference for how to pay for public infrastructure, the responses were fairly equally distributed: 36 percent prefer taxes, 32 percent prefer user fees, and 28 percent prefer development impact fees.
- ♦ When paying for public services, 54 percent prefer taxes, 24 percent user fees, and 16 percent prefer development impact fees.

Residential Development

- ♦ A substantial majority of property owners in Burnett County (69 percent) favor rural developments that use cluster designs (smaller lots with shared open space) over traditional designs (larger lots with little or no shared open space).
- ♦ Majorities of respondents support the clustering of residential lots to preserve forest land, natural and environmental features, rural open space, and productive agricultural land.

Economic Development

- ♦ When asked what types of businesses are the most important for Burnett County to attract, tourism and recreation businesses were deemed the most important followed by health care services.
- ♦ A majority of respondents agreed that restaurants, cocktail lounges, and resorts are appropriate commercial uses on waterfront property adjacent to residential development.

The survey results were then tested against already established element goals, objectives and recommendations as included in section 1.3 to ensure general county policy was aligned, which it was. The validation process galvanized the key plan recommendations and strengthened the established preliminary county – level goals and objectives into recommended policy. It is the culmination of integrated recommended policy that creates the vision for this plan, as summarized in the following:

Burnett County will achieve its vision for the future by implementing its comprehensive plan with a continued commitment to meaningful public participation. The individual elements of Burnett County will achieve its vision for the future by implementing its comprehensive plan with a continued commitment to meaningful public participation. The individual elements of this plan provide the county's specific goals, objectives, policies, and recommendations for the future. The following summary provides a sense of the major themes of the county plan.

1.3 Burnett County 2030 Vision

Burnett County's vision for the future is expressed in its goal statements for each of the comprehensive planning elements. The county's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Issues and Opportunities Goals

Goal: Balance appropriate land use regulations and individual property rights with county government interests and goals.

Goal: Maintain, preserve, and enhance the county's rural atmosphere, natural resources, open spaces, and small urban centers, and protect Burnett County's overall sense of community.

Housing Goals

Goal: Facilitate opportunities for an adequate housing supply that will meet the needs of current and future residents to have access to a full range of housing choices for all income levels, age groups, and special needs.

Goal: To guide new housing development into areas that can be efficiently served in a fashion that does not impact scarce natural resources.

Goal: Support housing development that maintains the attractiveness and rural character of the county.

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

Transportation Goals

Goal: Provide for a Safe, Efficient, and Environmentally Sound Transportation System which, through its location, capacity, and design, will effectively serve the existing land use development pattern and meet anticipated transportation demand generated by existing and planned land uses.

Goal: To support the efforts of villages and towns within the County to provide safe and efficient multi-modal transportation systems where appropriate.

Goal: Promote cooperation and coordination between state, county, towns, and villages in developing the County transportation system.

Utilities and Community Facilities Goals

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

Goal: Provide quality and accessible parks and recreational facilities.

Goal: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Goal: Ensure that the county's water supply has sufficient capacity, remains drinkable, and is available to meet the needs of residents, businesses, industry, and agriculture.

Goal: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Goal: Promote effective solid waste disposal and recycling services that protect the public health, natural environment, and general appearance of land use in the county.

Goal: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development.

Goal: Support access to quality health and child care facilities.

Goal: Ensure a level of police protection, and coordination of fire protection and emergency services that meets the needs of existing and planned future development patterns.

Goal: Promote quality schools and access to educational opportunities.

Agricultural, Natural and Cultural Resources Goals

Goal: Maintain the viability, operational efficiency, and productivity of the county's agricultural resources for current and future generations.

Goal: Balance the protection of farmland with the exercise of development rights.

Natural Resources

Goal: Encourage the efficient management of the County's natural resources.

Goal: Protect and improve the quality and quantity of the County's ground and surface water.

Goal: Preserve the natural and scenic qualities of lakes and shorelines in the County.

Goal: Balance future development with the protection of natural resources.

Goal: Protect air quality.

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

Goal: Balance future needs for the extraction of mineral resources with potential adverse impacts on Burnett County.

Cultural Resources

Goal: Preserve the Northwoods character as defined by scenic beauty, a variety of landscapes, undeveloped lands, forests, water resources, wildlife, farms, rural and small town atmosphere, buildings integrated with the landscape, and enjoyment of these surroundings.

Goal: Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.

Goal: Strengthen opportunities for youth in Burnett County including youth-oriented activities and facilities and additional job opportunities.

Economic Development Goals

Goal: Maintain and enhance opportunities for resource based industries dependent on rural lands and provide opportunity for compatible economic growth and development.

Goal: Attract, retain, and expand quality businesses and industries that will improve the employment and personal income base of the County.

Goal: Help provide sufficient commercial and industrial lands adjacent to public facilities and transportation services that are cost effective and environmentally compatible.

Goal: Support the organizational growth of economic development programs in the county and region.

Goal: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.

Goal: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Intergovernmental Cooperation Goals

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

Goal: Foster the growth of mutually beneficial intergovernmental relations between local units of government within and outside of Burnett County.

Land Use Goals

Goal: Guide the efficient use of land through a unified vision of planned growth in recognition of resource limitations and County goals and objectives.

Goal: Plan for a desirable pattern of land use that contributes to the realization of the county's, towns', and villages' goals and objectives for the future.

Implementation Goals

Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect Burnett County.

Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

1.4 Comprehensive Planning Law Local Planning Goals

Wisconsin's Comprehensive Planning legislation establishes 14 local comprehensive planning goals that attempt to encourage consistency between the plans of agencies and units of government on a state-wide scale. As a grant recipient, Burnett County is required to address these goals in its planning effort. Over the course of the planning process, communities were presented with information and implementation strategy options that were consistent with the locally applicable portions of the state's planning goals. The county plan has addressed each of these goals by adopting policies and recommendations from nearly every strategy listed under Section 9.7 of the *Implementation* element. These implementation strategies were designed to provide connections with the state's comprehensive planning goals. The 14 comprehensive planning goals are listed here for reference.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.

2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety and which meets the needs of all citizens including transit-dependent and disabled.

1.5 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. Burnett County has adopted a *Public Participation and Education Plan* in order to comply with

the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The county's adopted *Public Participation and Education Plan* is found in Appendix B.

The Burnett County comprehensive planning process was designed to encourage extensive and meaningful citizen participation. Not only were public outreach tools and events utilized, but the local plans were developed from a framework county plan so the documents and associated policy is coordinated and streamlined. Please refer to Sections 1.3 through 1.5 of the *Burnett County Inventory and Trends Report* for further details on the plan development and public participation processes.

In addition to the public participation process described in the *Burnett County Inventory and Trends Report*, the process of adopting the plans was a core effort to gather public input and validate strategy. These include public informational meetings, Land Use and Information Committee and County Board action, a public hearing, and the distribution of recommended and final plan documents.

County Comprehensive Planning Committee Meeting

This group included representation from the County Board and every community in Burnett County, whether the community was a participant in the planning process or not. Before the formal plan adoption process began, this group took action to express its unified support for the draft county plan document. On _____, the County Comprehensive Planning Committee unanimously passed a motion to approve the preliminary draft of the county comprehensive plan and to forward it to the Burnett County Land Use and Information Committee. The CPC recommended the draft be forwarded to the general public for review and public hearing based on authorization to proceed as noted.

Public Informational Meetings

On _____, two public informational meetings were held on the Recommended Draft *Burnett County Year 2030 Comprehensive Plan*. One was held at the Burnett County Government Center in Meenon, and one was held at the _____. Public comments were Between the two meetings, verbal comments and questions were submitted by ## Burnett County citizens and County Board Supervisors. Citizen comments were submitted by farmers, realtors, developers, town officials, business owners, village officials, residents, and property owners.

Land Use & Information Committee and County Board Action

On _____, the Burnett County Land Use and Information Committee discussed the draft comprehensive plan and unanimously passed resolution number _____ recommending approval of the plan to the County Board. After completion of the public hearing, the Burnett County Board discussed and unanimously adopted the comprehensive plan by passing ordinance number _____ on _____ 2010.

Public Hearing

On _____, a public hearing was held on the recommended *Burnett County Year 2030 Comprehensive Plan* at the Burnett County Government Center. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. A total of ## verbal and written comments were recorded during the hearing. The vast majority of the comments were very supportive of both adopting and implementing the recommended plan.

Distribution of Plan Documents

Copies of the recommended and final plan documents were provided to adjacent and overlapping units of government, the local libraries, and the Wisconsin Department of Administration in accordance with the *Public Participation and Education Plan* found in Appendix B.

1.6 Issues and Opportunities Goals and Objectives

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

Goal IO 1: Balance appropriate land use regulations and individual property rights with county government interests and goals.

Objectives

- A. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- B. Establish a development review process whereby all interested parties are afforded an opportunity to influence the outcome.
- C. Improve coordination with neighboring counties, bordering municipalities, and local municipalities to ensure coordinated decision making and the reduction of incompatible land uses.
- D. Ensure Burnett County has a well-informed citizenry concerning planning and development issues.

Goal IO 2: Maintain, preserve, and enhance the county's rural atmosphere, natural resources, open spaces, and small urban centers, and protect Burnett County's overall sense of community.

Objectives

- A. Encourage new development to occur in a well-planned, sustainable, aesthetically and architecturally pleasing manner.
- B. Promote appropriate land use patterns which protect and restore natural resources and open spaces and protect the overall sense of community.

1.7 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

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

The goals and objectives are included here for reference.

Goal IO 1: Balance appropriate land use regulations and individual property rights with county government interests and goals.

Objectives

- A. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- B. Establish a development review process whereby all interested parties are afforded an opportunity to influence the outcome.
- C. Improve coordination with neighboring counties, bordering municipalities, and local municipalities to ensure coordinated decision making and the reduction of incompatible land uses.
- D. Ensure Burnett County has a well-informed citizenry concerning planning and development issues.

Policies and Recommendations

1. The county shall conduct business related to land use decision making by utilizing an open public process and by considering its comprehensive plan.
2. Public participation shall continue to be encouraged for all aspects of county governance.

3. Sustainable business practices should be considered and implemented where possible (being ‘sustainable’ defined as continuing as a viable unit of government focused on the demographic, natural resource, economic, and fiscal sustainability).

Goal IO 2: Maintain, preserve, and enhance the county’s rural atmosphere, natural resources, open spaces, and small urban centers, and protect Burnett County’s overall sense of community.

Objectives

- A. Encourage new development to occur in a well-planned, sustainable, aesthetically and architecturally pleasing manner.
- B. Promote appropriate land use patterns which protect and restore natural resources and open spaces and protect the overall sense of community.

Policies and Recommendations

1. Innovative planning or related land use initiatives or ideas will be given full consideration while in county development review.

2. Population and Housing

For data on existing population and housing conditions and trends in Burnett County and its communities, please refer to Chapter 2 of the *Inventory and Trends Report*.

2.1 Population and Housing Plan

Burnett County's plan for population and housing is to be prepared for projected growth and to encourage the development and redevelopment of housing that contributes to the fulfillment of county and local comprehensive plans. Burnett County as a whole is expected to experience steady growth over the next 20 to 25 years at a rate faster than that of the State of Wisconsin. Projections for 2030 population range from about 13% using the Wisconsin Department of Administration projections to nearly 32% growth using a linear historical projection from 2008 to 2030. Projections for housing units range anywhere from about 10% to more than 25% growth from 2008 to 2030 using the same methodology. From the county perspective, the primary issues and opportunities related to these expected changes are the diversifying needs of

Housing Recommendations Summary

- ♦ Consider alternatives to how land is developed to minimize land use impacts while accommodating development and natural features through managing overall density of development and through clustering and conservation design.
- ♦ Provide for enough land to meet forecasted housing demand while retaining rural and small town character.
- ♦ Scattered low density residential development shall only be allowed in accordance with growth management regulations. Plans should promote and encourage growth areas near urban centers and areas with sewer and water.
- ♦ Increase understanding of the private development market and the relationship to public regulatory conditions that shape it; the result is an informed leadership and clarity of choices when developing housing and land use related policy.

the population (e.g., the aging segment of the population, increasing racial diversity, changing housing needs, etc.) and the potential impacts of housing growth on the landscape, economy, and cost of providing public services and utilities.

Due to the nature of the existing regulatory structure, Burnett County has the most direct influence over population and housing in a majority of the unincorporated areas due to its zoning (including shoreland-wetland regulations) and land division ordinances. Since providing for the diversifying needs of the population will be accomplished primarily in villages where more diverse housing options are present and where urban services and amenities are available, Burnett County's plan for population and housing is primarily focused on managing rural housing growth. In order to ensure a desirable future for the county landscape, economy, and

public service costs, the county's top population and housing priority is to encourage the development and redevelopment of rural housing that:

- ♦ Preserves rural character.
- ♦ Does not conflict with productive lands, both agricultural and forest land.
- ♦ Makes efficient use of community facilities and services.

Burnett County's plan for population and housing will be accomplished by evaluating and updating county ordinances, policies, and fees that impact housing. Many of the growth management tools, like site planning and conservation land division design, addressed in the *Land Use and Agricultural, Natural, and Cultural Resources* elements are also integral parts of the plan for population and housing.

2.2 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to the county and local communities to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in Burnett County on the average appears to be affordable. The median household income in the county in 1999 was \$34,218 per year, or \$2,852 per month. The median monthly owner cost for a mortgaged housing unit in the county was \$749, and the median monthly gross rent in the county was \$398. The term "gross rent" includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner in Burnett County spends about 26 percent of household income on housing costs, and therefore has affordable housing. The average renter in Burnett County spends about 14 percent of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 18% of households in Burnett County paid 30 percent or more of their household income on housing costs.

For Burnett County as a whole it does not appear that housing affordability is a major issue. However, affordability does vary significantly depending on location within the county. Therefore, housing affordability issues will likely need to be addressed primarily at the local level. One future issue which may become more prevalent is providing quality, affordable

housing. Many homes for sale or homes that may be considered affordable will likely be in need of some level of rehabilitation.

Burnett County has addressed the issue of housing for all income levels in the development of this plan. Please refer to the following goals, objectives, policies, and recommendations for the county's approach to this issue.

- Housing Goal 1.
- Housing Goal 1, Objectives D and F.
- Housing Goal 1, Policy and Recommendation 1 and 3.

2.3 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Wisconsin Department of Administration has projected that a significant shift in Burnett County's age structure will take place by 2035. More than 7,100 Burnett County residents are expected to be age 65 and older by that time, growing from 21% of the 2005 estimated population to 38% of the projected 2030 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs. For information on assisted living and other life care facilities in Burnett County refer to Sections 2.5 and 4.13 of the *Burnett County Inventory and Trends Report*.

Burnett County has addressed the issue of housing for all age groups and persons with special needs in the development of this plan. Please refer to the following goals, objectives, policies, and recommendations for the county's approach to this issue.

- ♦ Housing Goal 1.
- ♦ Housing Goal 1, Objectives A, C, and G.
- ♦ Housing Goal 1, Policy and Recommendation 4 and 6.

2.4 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of

comprehensive planning are important in this equation. In the *Housing* element, a community can set its goals, objectives, and policies for affordable housing. In the *Land Use* element, a community can identify potential development and redevelopment areas.

A third strategy for promoting the development of affordable housing within Burnett County is to encourage infill development. Infill development is the process of developing vacant or under-used parcels within existing urban or developed areas. Infill development contributes to a more compact form of development which is less consumptive of land and resources. Many developers are bypassing vacant urban area land for less expensive land beyond the village boundary. A pattern of lower-density development at the urban fringe consumes land (including farmlands, wetlands, and other resource lands) at a much faster rate than redevelopment and infill, and typically carries a higher infrastructure services cost. Infill housing development promotes utilization of existing community facilities and services, conservation of environmental resources, compact transportation patterns, and overall lower cost housing development.

The availability of land for the development and redevelopment of low-income and moderate-income housing is addressed extensively in the county and local maps of future land use. Such lands might be available both under urban and rural scenarios. Future land use management areas with opportunities for residential or mixed use development and redevelopment at higher densities and smaller lot sizes include:

Urban Management Areas

- ♦ Single and two-Family Residential (SFR)
- ♦ Multi-Family Residential (MFR)
- ♦ Community Downtown Commercial (CDC)

Rural Management Areas

- ♦ Rural Residential (RR)
- ♦ Rural Mixed Use/Hamlet (RMU)
- ♦ Planned Urban Transition (PUT)

In total, these future Land Use Management Areas include nearly **XX, XXX acres** of Burnett County's landscape.

In addition to these future land use Management Areas, some communities have adopted policies that will help support the availability of land for the development and redevelopment of low-income and moderate-income housing. Such policies are found in the *Housing* element of the local comprehensive plans and require new subdivisions to include a certain proportion of affordable lots, or new multi-family developments to include a certain proportion of affordable units.

Also refer to the following goals, objectives, policies, and recommendations for the county's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

- ♦ Housing Goal 1.
- ♦ Housing Goal 1, Objective F.
- ♦ Housing Goal 1, Policy and Recommendation 1 and 3.

2.5 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the county is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on county and local resources.

Burnett County has addressed the issue of maintaining and rehabilitating the existing housing stock in the development of this plan. Please refer to the following goals, objectives, policies, and recommendations for the county's approach to this issue.

- ♦ Housing Goal 4, Objectives A, B, and C; Goal 4, Policy and Recommendation 1.

2.6 Population and Housing Goals and Objectives

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

Goal H 1: Facilitate opportunities for an adequate housing supply that will meet the needs of current and future residents to have access to a full range of housing choices for all income levels, age groups, and special needs.

Objectives:

- A. Assist in planning for increasing housing opportunities for households with special needs including group homes and institutional housing.
- B. Support public and private actions which provide housing choices for County residents.
- C. Ensure that County residents have equal access (antidiscrimination) to housing.
- D. Encourage innovative housing design for efficient, low cost, high density housing.
- E. Establish and enforce minimum housing quality standards for rental housing.
- F. Encourage a balance of residential development units that provides a balance of low-income, moderate-income, and high-income housing.
- G. Coordinate with the county's communities to plan for the aging population's housing needs.

Goal H 2: To guide new housing development into areas that can be efficiently served in a fashion that does not impact scarce natural resources.

Objectives:

- A. Support opportunities for multi-family, group housing, and other high-density residential development within existing neighborhoods with established sewer and water services.
- B. Direct residential development to planned growth areas.

Goal H 3: Support housing development that maintains the attractiveness and rural character of the county.

Objectives:

- A. Direct the development of large residential subdivisions to planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry.
- B. Require the development of low to moderate-income housing to be consistent in quality, character, and location with the goals, objectives, and policies of applicable comprehensive plans.
- C. Encourage the use of creative development designs that preserve rural character, agricultural lands, productive forests, and natural resources.

Goal H 4: Support the maintenance and rehabilitation of the county's existing housing stock.

Objectives:

- A. Provide assistance in maintenance and rehabilitation of housing for County residents.
- B. Enforce zoning and nuisance abatement code requirements on blighted residential properties.
- C. Continue to provide education on unsafe and unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, private well contamination and testing, failing septic systems, and broken or missing smoke detectors.
- D. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.7 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

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

Goal H 1: Facilitate opportunities for an adequate housing supply that will meet the needs of current and future residents to have access to a full range of housing choices for all income levels, age groups, and special needs.

Policies and Recommendations

1. Decisions regarding lot size regulations and local land use controls and fees should be made in consideration of impacts to affordable housing.
2. In a fashion that considers local plans and ordinances, the county zoning ordinance and map shall identify and set standards for an appropriate mobile home district.
3. The county will plan for a sufficient supply of developable land that allows for a variety of housing types and densities.
4. As the aging segment of the population grows, the county should evaluate its preparedness for meeting the related changes in housing needs.
5. Review and update county zoning and land division ordinances to assist with the implementation of the county plan and local plan policies where applicable.
6. Housing development which accommodates senior citizens or the elderly should consider access to public transportation and accommodations for pedestrian movement.
7. Zoning and land division ordinances and other land use controls should be reviewed for their impact on opportunities to allow mixed use residential development that incorporates compatible commercial, institutional, public, or recreational land uses.

Goal H 2: Guide new housing development into areas that can be efficiently served in a fashion that does not impact scarce natural resources.

Policies and Recommendations

1. Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable Land Use Management Areas and meet the applicable review criteria established by other planning element policies.

2. Multi-family residential projects should consider the following minimum standards:
 - a) The project will not have an undue adverse impact on the character of the surrounding neighborhood nor result in large pockets of high-density housing.
 - b) The school district should have sufficient capacity to accommodate new students who will live in the School District.
 - c) The street and sidewalk system in the neighborhood can handle the increased amount of traffic that the project will generate.
 - d) The area is adequately served by parks, open spaces, and civic facilities.
 - e) The existing utility system has sufficient capacity to serve the project.
 - f) All multi-family projects should provide on-site open space areas that serve the needs of the project's residents, in addition to public park land and equipment development requirements applicable to residential development.
3. The county should consider requiring new development to provide parkland dedications and/or pay parkland impact fees roughly proportional to the recreational needs directly created by that development.

Goal H 3: Support housing development that maintains the attractiveness and rural character of the county.

Policies and Recommendations

1. The county shall allow flexible site design (e.g., lot size) and allow clustering of building sites to help lower land costs, preserve farmland, and reduce woodland fragmentation provided proposals are consistent with other provisions of the comprehensive plan.
2. Manufactured dwellings should feature designs similar to “stick-built” homes.
3. Establish development standards for housing other than single family housing.
4. Cluster residential development will be promoted to minimize land use impacts while accommodating development and greenspace.
 - a. Houses should be clustered as to minimize the visual and environmental impacts to the rural landscape.
5. Any multi-family residential development that abuts established low-density residential areas should be very carefully designed to minimize potential negative impacts on existing homes.
6. Housing within rural areas should be placed on the landscape in a fashion that reduces the impacts to natural vegetation, preserves quality farmland, reduces farmland fragmentation and does not block potential road extensions.
7. Housing ordinances, policies, standards and guidelines shall be made available to new homeowners to ensure their knowledge of local housing regulations.

Goal H 4: Support the maintenance and rehabilitation of the county's existing housing stock.

Policies and Recommendations

1. An inventory of historically significant homes should be maintained throughout the planning period to ensure that these homes are accurately identified and to promote and target preservation and/or rehabilitation efforts if warranted.
2. Increase investment in existing residential areas to maintain property values, encourage in-fill development and rehabilitation of existing homes. Investments could include sidewalks, trails, street repair, tree and flower planting, neighborhood park development, etc.

3. Transportation

For details on Burnett County's existing transportation systems, traffic volumes and trends, highway functional and jurisdictional Management Areas, and the like, please refer to Chapter 3 of the *Inventory and Trends Report*.

3.1 Transportation Plan

Burnett County's plan for transportation is to continue to provide a safe, efficient, and cost-effective transportation system, to support the expansion of multiple modes of transportation, particularly through improved consideration of bicycle and pedestrian routes, to promote well planned connectivity of road and highway networks, and to provide leadership and technical assistance to local communities. Key tools for implementation of the county's plan for transportation include modifying the county zoning and subdivision ordinances to promote better development design, updating county highway construction specifications and the county driveway ordinance, and providing model ordinances and specifications for adaptation by interested communities. The *Transportation* element goals, objectives, policies, and recommendations provide further detail on how Burnett County's plan for transportation will be achieved.

Transportation Recommendations Summary

- ♦ Maintain the condition and functionality of state and county highways within the county's jurisdictional authority and make improvements primarily to address safety concerns.
- ♦ Coordinate and manage development to minimize the impact on the transportation system while maximizing return on public investment through:
 - access control standards to ensure safe access and function
 - ordinances and specifications directing development and construction standards
 - development coordination through planning review and design
- ♦ Support transportation, railroad, and airport improvements that support the economic base of the county.
- ♦ Work with local and regional governments to create bicycle and pedestrian linkages between neighborhoods, subdivisions, and communities.

3.2 Planned Transportation Improvements

Planned transportation improvements from the local, county, state, and regional levels were incorporated into the multi-jurisdictional comprehensive planning process. Planned transportation improvements are shown on Map 4-1 (Planned Community Facility and Transportation Improvements), and each local plan document assesses the compatibility of these planned improvements with the local plan for future land use.

Existing plans that were incorporated into the planning process include both transportation system plans and plans for capital or physical improvements. Section 3.8 of the *Inventory and Trends Report* provides detail on the transportation system plans taken into consideration for the Local Roads Improvement Program, State Highway projects, and County Highway Projects. The County Highway Projects are listed here for reference.

County Highway Projects

The following county roads are scheduled for improvements, including maintenance and reconstruction:

2009

- ♦ CTH B (3.52 Miles) Lind Road to Soderberg Road +1320 feet.
- ♦ CTH C (1.7 Miles) Tower Road to CTH T

2010

- ♦ CTH H (2 Miles) Delano Road to South County Line
- ♦ CTH Z (4.8 Miles) STH 48 to STH 87

2011

- ♦ CTH B (3.52 Miles) Soderberg Road +1320' to Herrick Road
- ♦ CTH C (2 Miles) CTH U to Tower Road

2012

- ♦ CTH D (1.5 Miles) Fossum Road to CTH M
- ♦ CTH E (2.1 Miles) CTH A to East County Line
- ♦ CTH H (2 Miles) CTH J to Delano Road

The County Highway Department also sets yearly goals based on a five year projection of road project work. On average, Burnett County will rehabilitate (grind surface and overlay) 2-3 miles per year, reconstruct 0.5 miles per year, and chip seal 16-20 miles per year.

Burnett County Airport

With the recent improvements to the runway length, the impact to airport operations will be seen in 2010 and beyond. Larger aircraft and increased volume of landings will be witnessed, which may have impact on operational mechanics such as refueling systems and aircraft accommodations, and may require reprioritization of the capital improvement planning based on demand. The 2009-2016 capital improvement plan denotes several projects as follows:

2009: Extend runway 14/32 (13/31) from 3500' to 5000'.

Improvement Coordination

The county must ensure that its interests are well served when major transportation facilities or programs are proposed. The county should continue to work with the WDOT, NWRPC, the FAA, local governments, and railroad companies to develop and implement improvements to existing federal, state, and county infrastructure and facilities. Any improvements will have important implications on many of the land use recommendations provided in this plan.

- 2010: Construct 60' paved overrun on Runway 13/31; Design and Develop SE Hangar Area; Land acquisition on Runway 31 approach.
- 2011: Construct remaining perimeter fence; Install security lighting and equipment;
- 2012: Fuel System improvements; Land acquisition on SE and NE approaches.
- 2013: No projects listed.
- 2014: Sealcoat airport pavements
- 2015: Construct terminal building

3.3 Comparison with County, State, and Regional Transportation Plans

Existing plans that were reviewed as part of the planning process include both transportation system plans and plans for capital or physical improvements. Section 3.7 of the *Inventory and Trends Report* provides detail on the transportation system plans taken into consideration. Section 3.2 above identifies the relevant capital and physical improvement plans.

Analysis of Capital and Physical Improvement Plans

Analysis of the transportation improvement plans found that there are no major, apparent conflicts between the plans of different jurisdictions or between plans for land use and transportation. There are several potential issues that were identified, mainly connected to the dynamic between public investment in roads and highways and private investment in land use. For example, potential land use conflicts may arise along highway corridors where lower densities of development are planned. Planned highway improvements in these locations can support productive land uses like agriculture and forestry by increasing the mobility of the road, but may also increase the desirability of the adjacent lands as building sites. These forces may compete with a community's desire to keep portions of these lands primarily in agricultural or woodland use. Careful use of regulatory tools like zoning and driveway ordinances should be applied to these situations along with ongoing monitoring for potential conflicts. This potential issue is widespread throughout the county.

Potential issues were also identified relative to the need for access and traffic control along arterial highways. Arterial corridors are often attractive for communities to plan for future commercial, industrial, or medium to high density housing development. Some of these land uses have the potential to generate substantial amounts and peaks of traffic. In these situations, communities have been advised to plan for frontage roads, internal circulation streets, or other traffic control features in cooperation with Burnett County and WDOT.

Recommended Changes to Functional or Jurisdictional Classification

The current functional and jurisdictional responsibility of roads and highways were reviewed during the planning process. Some communities made recommendations for changes to functional and jurisdictional responsibility within their boundaries, and these recommendations can be found (where applicable) in Section 3.3 of the local plans. The county should lead the process of reviewing, studying, and implementing changes, if necessary.

The County and Wisconsin Department of Transportation have reviewed and have no recommended changes to the Burnett County Functional Classification System:

3.4 Transportation Goals and Objectives

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

Goal T 1: Provide for a Safe, Efficient, and Environmentally Sound Transportation System which, through its location, capacity, and design, will effectively serve the existing land use development pattern and meet anticipated transportation demand generated by existing and planned land uses.

Objectives:

- A. Protect historic, scenic, scientific, and cultural sites when constructing new or improving existing transportation facilities.
- B. Minimize the disruption of environmentally sensitive areas when constructing new or improving existing transportation facilities.
- C. Design transportation facilities to be aesthetically pleasing and sensitive to the landscape, including such amenities as buffers in urban areas and minimizing unsightly views such as junkyards, billboards, and strip commercial development in rural areas.
- D. Manage right-of-way vegetation including the appropriate use of herbicides to protect wildlife, reduce maintenance costs, and improve safety.
- E. Locate transportation facilities to minimize exposure of people to harmful or annoying air, water, or noise pollution levels.
- F. Reduce accident exposure by improving deficient roadways.
- G. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- H. Require developers to bear the costs for the improvement or construction of roads needed to serve new development.
- I. Guide new growth to existing road systems so that new development does not financially burden the county or make inefficient use of tax dollars.
- J. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing county and local road maintenance.

Goal T 2: To support the efforts of villages and towns within the County to provide safe and efficient multi-modal transportation systems where appropriate.

Objectives:

- A. Encourage local units of government to maintain and implement their respective roadway improvement plans.
- B. Support alternative transportation such as bicycling and walking as viable, convenient, and safe transportation choices in the county through a greater number of routes and connections to other transportation systems and destinations.
- C. Improve accommodations on pedestrian facilities for people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).
- D. Monitor transit needs, particularly for senior residents.

Goal T 3: Promote cooperation and coordination between state, county, towns, and villages in developing the County transportation system.

Objectives:

- A. Encourage communication between communities regarding transportation projects that cross municipal boundaries.
- B. Promote an inter-county transportation system consisting of trails, roads, and highways.
- C. Encourage local communities to actively participate in transportation planning at the regional level with Northwest Wisconsin Regional Planning Commission, the Wisconsin Department of Transportation, and Burnett County Highway Department.
- D. Communicate with community groups on transportation systems to assist communities in prioritization and funding of projects.
- E. Support and encourage the utilization of rail systems.
- F. Support and encourage the utilization of air transportation.
- G. Maintain and implement the County's roadway improvement plan.
- H. Maintain and upgrade air transportation facilities in accordance with the airport facility plan.
- I. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- J. Direct truck traffic to appropriate routes and plan cooperatively with affected communities.

3.5 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

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

Goal T 1: Provide for a Safe, Efficient, and Environmentally Sound Transportation System which, through its location, capacity, and design, will effectively serve the existing land use development pattern and meet anticipated transportation demand generated by existing and planned land uses.

Policies and Recommendations

1. A five-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources.
2. The county shall consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.
3. Substantial and major development proposals shall provide the county with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the county will be appropriate for the intensity of the proposed development.
4. Actively pursue available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized where appropriate.
5. Modify the county land division ordinance to support local requirements for the execution of a development agreement when ever public roads or other infrastructure is included in a development. Create a model development agreement for adaptation by interested towns.
6. Update county highway construction specifications to include options for pedestrian and bicycle features.
7. Update and maintain the county highway access control (driveway) ordinance to implement access control and emergency vehicle access standards.
8. Continue to update a detailed capital improvement plan that includes transportation, public facility, and other capital needs. The plan should prioritize short-term and long-

term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available.

9. The PASER (Pavement Service and Evaluation Rating System) shall be utilized to annually update the 5-year Road improvement Program, including funding sources and priorities for identified improvement projects.
10. Developers shall bear an equitable share of the costs for improvements and extensions to the transportation network.
11. Street design standards (intersection design, signal phasing, and roadway width) shall give priority to and enhance the safety of pedestrians and minimize conflict with motorists.
12. The existing road network and public facilities and services will be utilized to accommodate new development to the maximum extent possible.
13. Whenever feasible, promote the separation of truck and through-traffic from local traffic and reroute truck traffic around the community as much as possible.
14. Proper ditch location, grading practices and shape will be pursued to ensure runoff is adequately given an outlet.
15. Evaluate the need for a public transportation system and evaluate the need for a separate the need for a separate bike system.

Goal T 2: To support the efforts of villages and towns within the County to provide safe and efficient multi-modal transportation systems where appropriate.

Policies and Recommendations

1. County Highway design standards that coincide with pedestrian routes (especially those used by school children, senior citizens, or physically challenged persons) shall include intersection design features, signal phasing, and roadway width that enhance the safety of pedestrians and minimize conflict with motorists.
2. Residential subdivisions and non-residential development proposals shall be designed to include:
 - a. A safe and efficient system of internal circulation for vehicles and pedestrians;
 - b. Trails or sidewalks where applicable;
 - c. Bicycle routes where appropriate;
 - d. Safe and efficient external collector roads where appropriate;
 - e. Safe and efficient connections to arterial roads and highways where applicable;
 - f. Connectivity of the road network with adjacent developments (where practical and desirable);

- g. Cul-de-sacs or dead-ends, only where connections to other roads are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.
3. As part of the review of major subdivisions or conditional uses for commercial or industrial uses, The County should consider requiring developers to provide an Area Development Plan (ADP) that assess the potential for connecting planned subdivision roads with future development on surrounding properties.
4. Create a set of model town road construction specifications to include modern requirements for road base, surfacing, and drainage construction as well as options for pedestrian and bicycle features. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.
5. Create a model town road access control (driveway) ordinance to assist towns with implementing access control and emergency vehicle access standards.
6. Train local communities in the use of current and efficient road assessment systems to maintain local road improvement plans.
7. Residential development proposals will be designed to include an efficient system of internal circulation for all vehicles and pedestrians including the provision for external collector streets, and trails where applicable, to feed all traffic onto external arterial roads and highways.
8. Roads that provide access to multiple improved properties shall be built to community standards as a condition of approval for new development.
9. Ensure that the transportation needs of the physically challenged are met.
10. Encourage communities to consider opportunities to create or improve bicycle and pedestrian transportation options in concert with the review of proposed developments and planning for road improvements or public facilities.
11. Encourage villages to consider the creation of a street and sidewalk improvement tax as provided by Wis. Stats. 61.47.

Goal T 3: Promote cooperation and coordination between state, county, towns, and villages in developing the County transportation system.

Policies and Recommendations

1. Work with Burnett County towns to develop a consistent approach for the posting of seasonal and permanent weight limits, especially with respect to the conduct of agricultural and forestry operations.
 - a. Where road weight limits are posted, access to agricultural and forest lands should be reviewed on a case by case basis where the limits are exceeded for the conduct

of all normal and necessary farming and forestry operations. This can be achieved through the use of Class B weight limits or through the issuance of exemption permits. Note: No vehicle is automatically exempt from posted weight limits. Exemptions only occur through the issuance of exemption permits or through the use of Class B weight limits.

2. Transportation related issues which have effects in neighboring areas should be jointly discussed and evaluated with that neighbor and the Wisconsin Department of Transportation if necessary.
3. The county, villages and towns shall cooperatively prepare a transportation system plan for the area designating corridors for major facilities (arterials, collectors, transit corridors, etc.)
4. The county should lead an initiative to establish design guidelines including visual quality for major community thoroughfares by requiring development and redevelopment along these entry corridors to include site plan and design review.

4. Utilities and Community Facilities

For details on existing utilities and community facilities and expected trends in Burnett County and its communities, please refer to Chapter 4 of the *Inventory and Trends Report*.

4.1 Utilities and Community Facilities Plan

Burnett County's plan for utilities and community facilities recognizes that it has direct responsibilities in some areas, and that local units of government also provide a vast array of utilities and services. As such, this plan includes policy guidance relative to the county's

Utilities and Community Facilities Recommendations Summary

- ♦ Maintain adequate levels of service in the areas where it is directly responsible to provide such services.
- ♦ Balance the level of service delivery with the cost implications to county taxpayers.
- ♦ Encourage the management of land use in a way that facilitates efficient expansion of utilities and services.
- ♦ Encourage the construction of new utilities and community facilities in a way that upholds the rural character and economic base of the county.
- ♦ Help coordinate Sewer Service Area planning with sanitary districts and with other sewer providers to coordinate expansion of facilities in concert with growth management plans.
- ♦ Help protect the quality and quantity of groundwater through such activities as wellhead protection coordination, public education, and proper land use practices.
- ♦ Continue the coordination of shared, joint and emergency services.
- ♦ Ensure a sufficient quantity of suitable land is set aside for parks and recreational purposes.

primary areas of responsibility: county buildings, county administrative facilities and services, law enforcement including the County Sheriff and County Circuit Court, county parks and recreation, solid waste disposal and recycling, county highways, and social services. And in recognition of locally provided utilities and services, this plan also advocates for sound decision making at the local level.

Burnett County and its communities will face some very significant challenges relative to utilities and community facilities over the next 20 to 25 years. Several important trends are expected to impact units of government throughout Wisconsin and the U.S.:

- ♦ Limited availability of public funds at all levels
- ♦ Increasing demand for services as a result of population and housing growth
- ♦ Aging infrastructure and the associated costs
- ♦ Rising fuel and energy costs

These challenges are defined by the combination of shrinking government budgets, the need to maintain existing infrastructure, and the potential need to expand services with new growth.

Compounding the problem is the rising cost of fuel and energy and the impacts on construction costs, vehicle use costs, and the cost of heating, cooling, and powering public buildings. As a result of these trends, Burnett County should also expect increased emphasis on cost-saving measures such as intergovernmental cooperation and sustainable practices.

Burnett County and its communities have addressed these challenges in their comprehensive plans. Burnett County will accomplish its plan for utilities and community facilities by continuing to utilize capital improvement planning, by maintaining and expanding county park and recreation facilities, by considering sustainable practices when physical improvements are made, and by applying site planning policies to the development of new utilities and public facilities. Because intergovernmental cooperation is such a significant component of the county's plan for utilities and community facilities, many related policies and recommendations are also found in the *Intergovernmental Cooperation* element.

4.2 Planned Utility and Community Facility Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and county facilities. In addition to infrastructure needs, there are also service level needs that may arise in the county. For example, additional sheriff services or additional park and recreation services may become necessary.

Burnett County has determined through its ongoing capital improvement planning process that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Note that funding has only been secured and approved for projects noted with the years 2007 and 2008. Projects for the year 2009 and later are part of the approved capital improvement plan, but are not funded at this time. Projects in addition to those included in the capital improvement plan may also be identified here, and are noted as such. Projects associated with a specific location in the county are shown on Maps 4-1 in this report. Refer to the local *Plan Recommendations Reports* for maps showing improvements planned for county facilities that are located in cities and villages.

Public Buildings and Administrative Facilities and Services

Refer to Section 4.1 of the *Inventory and Trends Report* for information on existing public buildings and administrative facilities and services in Burnett County.

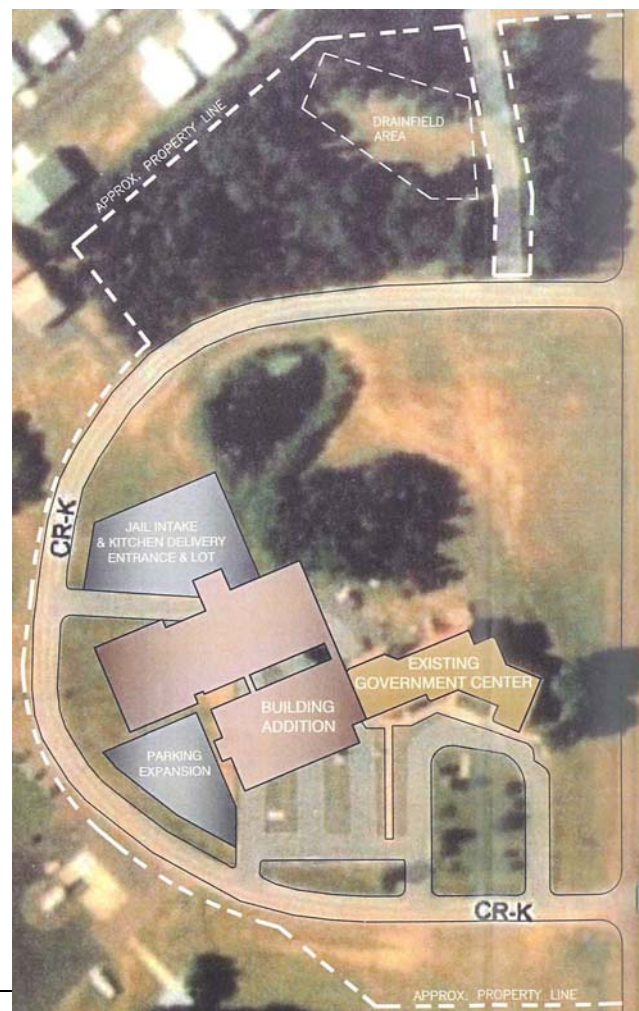
Burnett County Government Center Building Feasibility Study:

- ♦ Burnett County commissioned a space needs study in 2009 for the Burnett County Government Center to evaluate the existing facility conditions and anticipated space needs. The idea of a space needs study started in 2002 when jail over-crowding became an issue, which subsequently led to an evaluation of the jail facility and the corresponding long term needs. Modifications to the jail based on that evaluation have not been implemented to date. The space needs issue was addressed again in 2006 when the Sheriff's Department wanted to use some carryover funds to build a storage shed. The process of needs assessment was replicated with other departments as a result.

- ♦ **ADMINISTRATION BUILDING:** The 2009 study concluded the existing administration building is generally in very good condition but most departments are in need of additional space. According to the study results, the departments needing the most space are Land Conservation, Land Use/Survey, Circuit Court, Sheriff's Department and Jail.
- ♦ **SHERIFF'S DEPARTMENT:** The Sheriff's Department and Jail operations were also analyzed by comparing the existing facilities to typical space requirements for similar sized facilities in law-enforcement operations in other counties. The study concluded areas for patrol, interviews, vehicle storage, training, intake, booking and jail programs were found to be either greatly lacking or nonexistent.
- ♦ **CIRCUIT COURT:** The major item needed for the Circuit Court is an additional second courtroom. Two equal and full-size courtrooms are recommended to accommodate multiple hearings and to allow for easier scheduling and assignment of courtrooms.
- ♦ **LAND USE/SURVEY:** The Land Use/Survey and Land Conservation areas are spread out within the existing building and split up with operations in different locations, which is not efficient for staff travel and use. In addition to the need for a more efficient layout, more space is required for maps, research and equipment.

Study Recommendations

- ♦ The study concluded the existing site should expand with an addition to the west side of the existing Government Center. The addition includes the Sheriff's Department and Jail at the first floor level with a second floor that houses the Circuit Court and the associated District Attorney, Child Support, and Clerk of Courts. Moving these departments to the new addition allows for reassignment of the vacated spaces in the existing Government Center. This includes giving each remaining department the additional space needed, as well as relocating departments to allow for a more efficient use of the facility. This arrangement creates an overall facility that is efficiently separated into a law enforcement area and a government services area.
- ♦ As part of the new addition, a new main entrance and lobby would be centrally located to allow the public easy access to either the law



enforcement or government services areas.

- ♦ One major benefit of this plan is the flexibility it provides by allowing for the Jail to either be built as part of the overall project, or phased in at a later date, maintaining the existing third floor jail until then. A secure corridor can be built to provide access from the existing Jail to the new courts. The construction of a new jail would leave the third floor vacated. This vacated third floor space could be used for Huber facilities, relocation of occupied groups from the basement, and/or storage. The structural design and bearing wall locations on this floor somewhat inhibit the options for use of this space. The inclusion of the space study in this report is not an endorsement of its findings; rather it acknowledges a documented need for facility expansion and the associated long term operational efficiency issues that may result depending on implementation of the study recommendations.

Burnett County Highway Department Space Needs Study:

Burnett County commissioned a space needs study in 2009 for the Burnett County Highway Department. The study found that the existing County shop building in need of additional space and is at the end of its effective life cycle. The study proposes demolition of the existing shop and storage building to be replaced with a new 65,850 square foot facility. The new facility would include the Highway Department and highway shop offices, two vehicle wash bays, a repair shop, and garages for vehicles and equipment.

Planned Capital Improvements – County Facilities:

- ♦ Heating, ventilation, air conditioning repairs
- ♦ Roof systems
- ♦ Information Systems Department software or core network switching infrastructure, or uninterruptible power supply unit etc

Police Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on the County Sheriff and other existing police services in Burnett County.

Planned Capital Improvements:

- ♦ Public safety communication facilities as identified in the *Telecommunication Facilities and Power Plants/Transmission Lines* section below
- ♦

Fire and Rescue Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services available in the county. No short term or long term recommendations have been identified with regard to county facilities or services. Existing fire protection and EMT/Rescue services are primarily provided by local municipalities.

Libraries and Cemeteries

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries and cemeteries in Burnett County. No short term or long term recommendations have been identified with regard to county facilities or services. Existing library and cemetery facilities and services are generally provided by local municipalities.

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve Burnett County. No short term or long term recommendations have been identified with regard to county facilities or services. A few of the school districts identified potential short term and long term needs during the planning process, and these are documented in the *Inventory and Trends Report*. Over the course of the planning period, the school districts should be consulted directly for additional information and plans as they become available.

Parks and Recreation

Refer to Section 4.6 of the *Inventory and Trends Report* for information on existing park and recreational facilities in Burnett County.

Burnett County Outdoor Recreation Plan, 2004 Recommendations: This list needs verification

The plan is divided into two sections. The first section discusses the projected needs by activity and makes some general recommendations that may be implemented by a variety of governmental units. Existing county parks, trails, and recreation facilities are analyzed in the next section, with more specific recommendations where applicable. The recommendations have been summarized in the following for document coordination

LAND BASED ACTIVITIES

♦ CAMPING

Burnett County is considering the development of a county owned trail campground off CTH D. This site would be accessible from CTH D and the Gandy Dancer Trail. This primitive campground would provide minimal services and not compete with the commercial campgrounds in the county. Facilities would include a gravel loop road to the camping sites, restrooms, water, and electricity with approximately 20 camping sites. The campground would also be handicapped accessible and follow the standards set forth by the Americans with Disabilities Act. The location of the campground would allow for easy maintenance and enforcement. This campground development is also identified under the Gandy Dancer Trail portion of this plan.

♦ PICNICKING

It is the opinion of most residents that there are adequate picnic facilities throughout most of the county. Picnic facilities will generally be better utilized if combined with other recreation activities such as swimming beaches, recreational trails, playground equipment, etc. Picnic areas should be included at any new beach or park developed for summer recreation use.

A number of county owned parks are being recommended for future development.

- ♦ **NATURE STUDY AND HIKING**

Burnett County offers many hiking opportunities to the public. The Gandy Dancer Trail, snowmobile trails, cross-country ski trails, old logging roads, and other recreational trails are ideal for both hiking and nature study. Development of any hiking trails could include modifying the trail for disabled individuals, providing interpretive signs, trail brochures, and constructing overlooks and rest areas along the trail. These improvements will help satisfy nature study and hiking trail demands. Hiking trails will continue to be maintained for the safety and enjoyment of the public.

- ♦ **BICYCLING**

The development of the Gandy Dancer State Trail as a hard surfaced bicycle trail has helped meet the demand for a conventional bicycle trail in Burnett County. Many miles of low volume scenic paved roads are available and offer areas for bicycling. If the demand exceeds current opportunities those roads could become part of a specified trail system.

Mountain biking is a recreational sport that is increasing in popularity. While the Gandy Dancer Trail provides a smooth level surface it offers little challenge. Consideration for the development of challenging mountain biking courses will be recommended as the recreational demand grows. A club or organization would also need to be involved to take on the responsibilities for maintaining the trail.

Trails that link interesting sites such as the Forts Folle Avoine Historical Park to the Gandy Dancer Trail should be developed.

- ♦ **SIGHTSEEING**

Burnett County offers various opportunities for sightseeing. Many of the county roads are ideal for scenic auto tours. The Crex Meadows offers a self-guided auto tour. Additional signing or development of a county wide sightseeing guide could be developed if future demand warrants.

- ♦ **HORSEBACK RIDING**

Some county owned snowmobile trails provide horseback riding opportunities during the spring, summer, and fall months of the year. However, county trails that have winter-use recreational easements on private lands may not be open for horseback riding. Horseback riding in the winter is not compatible with other motorized recreation. County owned snowmobile trails, woods roads, and fire lanes, should provide adequate riding trails. Permission should be obtained to use trails where they cross onto private land.

- ♦ **SKIING**

Downhill: The lack of suitable terrain will severely hamper downhill skiing regardless of the demand in Burnett County. Close proximity to many existing ski resorts within one or two hours driving time should satisfy local demands.

There is an interest, however, in the development of a beginner's hill, with room for sledding, tobogganing and possible a small ski jump. If a suitable site could be purchased such a facility could become a very popular winter recreation area.

Cross-Country: Burnett County has several areas on public land groomed for cross-country skiing: The Webb Lake area, Roosevelt Township, Governor Knowles State Forest trails, and at the Forts Folle Avoine Historical Park. There are countless other areas on public land where a person can go skiing on public land if they don't need a groomed trail. The Forest & Parks Department will continue to work on projects that enhance the ski trails in Burnett County.

- ♦ **ATVs**
As ATV use is constantly growing, more trails and better management of them are going to have to happen. Controversy regarding ATV use is likely to persist into the foreseeable future, as there are groups with very strong feelings on both sides of the issue. The only real solution to these problems is to work with stakeholder groups and promote responsible riding. A County ATV ordinance for the use of county roads is currently being developed and may serve as a town model.
- ♦ **SNOWMOBILING**
The demand on snowmobile trails continues to increase in Burnett County. The percentage of non-resident snowmobilers using the trails in Burnett County continues to increase yearly. Burnett County would benefit greatly in additional development of trails especially in the southeastern and far western portion of the county.

Public interest still exists to create trails that would access trails in Minnesota, by linking the western portion of Burnett Co. across the St. Croix Riverway. The only logical crossings are the bridges on state highways 70 and 77. There are currently no marked or developed trails leading to these bridges. Snowmobilers from Minnesota are currently riding along the WDOT right of way, on STH 70 & 77, to access the trails in Burnett County. The development of a trail along STH 70 & 77 would require minimal planning since the trail would run parallel to the highways right of way. A trail could be developed from Hinckley, MN over to Danbury, WI. This trail would cross the bridge on the St. Croix River along STH 77, then travel south on state property till it ties in with Corridor # 45 on Broeffle Road. This trail would also provide a safer avenue to access trails in Burnett County.

A trail linking Minnesota to Danbury or Grantsburg would enhance the trail system from the west. The number of additional developed miles would be minimal and could be transferred from another lower priority state funded trail. Cooperation with WDNR and Minnesota would be key in developing such a trail.

Burnett County will continue to work with the snowmobile clubs to maintain and improve the trails with safety in mind. Bridge and trail re-habilitation will

continue as needed. Development of wooden shelters and restroom areas are recommended for remote locations along the snowmobile trail. Any future trail construction or development will include those projects that enhance the existing trail network.

- ♦ **HUNTING AND TARGET SHOOTING**

With the vast acreage of public and privately owned land open to hunters, it is safe to say that facilities for this sport are adequate. However, there are no designated public areas for target shooting. Sportsmen's Clubs have developed two ranges in two areas around the county, at which most of those who are interested can shoot. One or two public archery, trap and/or rifle and pistol ranges may also be beneficial and safe, if properly developed.

WATER BASED ACTIVITIES

- ♦ **FISHING**

Burnett County's abundance of lakes, rivers and streams virtually assures an adequate fishery resource for many years to come. Improvements that should be considered are additional development of public access sites. On the larger lakes that can accommodate bigger boats and motors, deeper launching areas and larger parking lots should be developed. Boat ramps should be improved to hard surfaced concrete planks or cement pads. Handicap accessible docks should also be incorporated. Small lake public access sites should be designed to discourage deep draft boats and large motors. In many cases a narrow trail to permit walk-in access for small, lightweight hand-carried crafts is preferred by the serious fisherman.

- ♦ **MOTOR BOATING AND WATER SKIING**

The demand in leisure boating and personal watercraft (PWCs) will continue to increase. Various age groups will participate in water-based recreation. Younger groups will pursue high-speed energy recreation such as jet skiing and water skiing. Older groups boating recreation will include leisure boating or cruising for pleasure (WDNR, Boater Attitudes & Experiences, 1992.) Both of these age groups will put additional pressure on the water resources in the future. Non-resident activity on lakes is also likely to increase. Burnett County already has an influx of 20,000 to 30,000 people during the summer season (UW-Extension Burnett County, Burnett County Tourism Assessment, 2003).

There is adequate surface water on lakes over 200 acres for these sports--the minimum size recommended for motor boating and water skiing. Demand should not exceed the supply over the next five years, however, like the fishing resource, additional public access is needed. Of the 42 lakes over 200 acres, good public access is provided to only fifteen. Larger lakes, such as Sand & Webb Lake, that could accommodate additional traffic should offer improved public access and parking to permit the launching of deeper draft crafts with larger motors.

- ♦ **CANOEING**

Streams suitable for canoeing are abundant in Burnett County. Other than some minor overcrowding of a few parking lots on high use summer weekends, the supply should adequately meet projected demands, if all existing accesses remain open.

Burnett County river residents have some control over improved canoeing in the County. The removal of dead trees that are blocking the Clam and Yellow Rivers would greatly enhance canoeing on these beautiful rivers. Providing additional landings and a few wilderness campsites on the Yellow River would be another worthwhile improvement to Burnett County's canoeing resources.

- ♦ **SWIMMING**

A number of lakes with town roads running along their shores are used by the public for swimming. There is seldom more than a few feet between the roadway and the water on most of these other publicly used swimming areas, and essentially no room for parking. They are also located so that there is little or no chance to improve them.

With beaches at Clear Lake and Crooked Lake in Siren, Devils and Round Lakes north of Webster and Twenty Six Lake near State Highway 77, the central portion of Burnett County has adequate swimming facilities. The western and southeastern portions of the county, however, are in need of well-developed public swimming areas. Some swimming is also done on Benoit Lake on the east side of the county.

It would not be possible to expand the beaches at most existing locations, although every effort should be made to meet these standards on any new beaches that may be developed. Adequate parking must also be included at any new beach development.

Recommendations for County Parks:

CLAM DAM PARK

Because of its popularity this park receives moderate to heavy day use. Continued maintenance of picnic tables, grills, and grounds must be performed routinely. Maintenance of the dam will also be required as deterioration along the gate walls increases.

Improvements that would enhance this park include the following:
Removal of an old pit toilet building on the north side of the park. The replacement restroom facility would be a sealed vault toilet facility that meets all handicap accessibility, zoning, and water protection requirements. Develop a handicapped accessible walkway to the rest room. A designated parking area on the south side of the park is a future consideration. Improve the entrance signs on both sides of the park. An upgraded drinking water pump is needed at this park. Plant various tree species to enhance the aesthetics within the park. Erosion

control along the river way will continue to be monitored and corrected as conditions arise.

CLAM FLOWAGE ACCESS

Future improvements include a designated parking area, an upgraded boat launch, and a restroom facility that is handicapped accessible.

CLAM LAKE NARROWS

Future improvements to the park could include refitting the existing restroom with better risers and stall hardware. Sandblasting and painting the interior and exterior would greatly improve its appeal also. A handicap accessible boat dock would be a good addition. It is advised that we continue to not provide garbage cans at this park as the high volumes of traffic from highway 70 would quickly over run whatever capacity we were to provide.

DEER LAKE PARK & BOAT ACCESS

Future considerations for development include an upgraded concrete boat ramp with a dock. A small open sided picnic shelter with a BBQ grill is also identified for development. A restroom facility might be considered as the need arises. Because of its location, this park is used primarily for accessing a quality fishing lake and for solitude.

DEVILS LAKE BEACH AND BOAT LANDING

Water depths at this access are shallow and sand dredging has helped deepen the launch site. Dredging will probably be continued in the future to allow for adequate launching. Maintenance of the concrete boat ramp continues to be a concern. Previous winters have caused ice to push the concrete pad under the black top, buckling the concrete boat ramp. Burnett County will continue to maintain and improve the boat ramp to allow for adequate launching. Improve the accessibility by widening the rest room doors to 36" and adding grab bars to the toilet stall.

Maintenance of the treated wood retaining wall and resurfacing the asphalt parking lot are also future needs. Parking is inadequate on busy weekends and vehicles park on the shoulder of Devils Lake Rd. This park is developed to its capacity and expansion of the facilities is not possible at this time. Acquisition of property adjoining the park should be a consideration if the property can be acquired.

EAGLE LAKE ACCESS

There are no other developed facilities on this three-acre piece. This access receives relatively low use and impact. Burnett County will continue to maintain this lake access. Future development will be limited. A sign marking this access point is needed off Eagle Lake Road.

GODFREY LAKE ACCESS

Improvements to enhance this park include the removal of an outdated concrete block restroom structure. This would be replaced with a sealed vault toilet facility that meets all handicap accessibility, zoning and water protection requirements. The demand for a new restroom is not a high priority at this time. Installation of a park identification sign might also be considered in the future.

JEFFRIES LANDING

Improvements to enhance this park include replacement of the existing restroom structure with a sealed vault toilet facility that meets all handicap accessibility, zoning and water protection requirements. Incorporation of a water source at this park should also be a future consideration to provide drinking water for trail and park users. One concept is to use solar cells as a power source for pumping the water. The National Park Service uses a solar cell type panel to power the pumps at their parks.

LAKE 26 PARK AND CAMP

Future improvements to this park include additional tables and grills as needed. The drinking water pump should be upgraded with a new pump mechanism. Consideration should be given to incorporate some tree plantings in the park. Over mature aspen and jack pine are starting to blow down. Clustered plantings of native trees would enhance the aesthetics in this park.

Review Camp Burnett for needed maintenance and improvements, and possible future revenue sources.

LITTLE MC GRAW LAKE ACCESS

There is relatively low usage at this access with limited parking available for a couple vehicles. The boat access is steep and not improved but could be upgraded in the future with a hard surface ramp and approach. Development of this site is not a high priority at this time.

MALLARD LAKE ACCESS

Improvements to this park include adding a picnic table, a BBQ grill, widening and graveling the parking area, and installing a hard surface boat access ramp.

MEENON PARK

Diseased and hazardous trees should continue to be removed through thinnings. Tree plantings should also be incorporated into the park landscape for shade and visual attractiveness. Picnic tables and BBQ grills will be upgraded and installed as needed. Maintenance of the log shelter will be needed periodically.

The area just north of the park is predominantly undeveloped bottomland hardwoods. Development of this facility is possible as the recreational demand on this resource increases. There are no current plans for any expansion.

RALPH LARRABEE PARK

Future park enhancements should include clustered plantings of trees or shrubs around the monument and in the park. This would enhance the aesthetics of the park greatly. Other development plans include the installation of a block retaining wall to prevent soil erosion and help stabilize the beach area. Stairwells would be incorporated into the retaining wall for access to the beach. Providing a restroom and picnic shelter facility with drinking water is also identified for future improvements. Additional parking space is available, if needed, on the north side of Round Lake Rd. Developing the facilities at this park is a priority.

RAY AND EVELYN PARDUN ACCESS

Some improvements are needed at this popular park including erosion control to reduce soil loss along the shoreline, and a drinking water source should be considered.

A handicapped accessible dock should also be installed at this park. The American Legion, in 1997, placed a deed restriction on the parcel that will assure that the park remains in public ownership. Improvements to this park are a high priority and will be under taken as soon as possible.

YELLOW LAKE NARROWS

There is not much room for expansions at this site so future plans are limited. Maintaining the boat launch and other recreational equipment on the site are the main concerns.

Recommendations for Gandy Dancer Trail Segment in Burnett County:

Maintenance

Burnett County Forest and Parks will continue to maintain the trail surface and bridges. Additional limestone will be added to the trail, as wear and weather dictate. Weeds growing through the limestone surface will be chemically treated. Brushing, signing, and grooming the trail will be performed routinely. Bridges will be inspected regularly for safety and appearance. Damaged decking or railing will be repaired and upgraded as needed.

Access and Boundary Control

Requests to cross or develop an access across the Gandy Dancer Trail are expected to increase as adjacent lands are developed. Easements to cross the trail will require approval by the WDNR. Requests to develop access points will be handled by the County and an access policy needs to be developed.

Boundary or property control needs to be improved to protect against encroachment from across ownership boundaries. A program to mark the property boundaries with a sign and post should be started. This work should be a high priority item for the property owner (WDNR) with some assistance from Burnett County.

Trail Patrol

Burnett County will continue to patrol the trail during the high use summer months to assure trail safety and compliance with the state trail pass. A part-time employee will be hired to assist with the maintenance and patrolling efforts.

Development Recommendations

The following locations are being recommended for future development as identified in the Gandy Dancer Trail Development Plan.

Elbow Lake

Development recommendations include a wood deck overlooking Elbow Lake. Maintain the scenic lake views from the trail through selective cuttings. Maintain the access trail from WDOT wayside to the G.D.T.

Clear Lake

WDNR land, on the west side of Clear Lake, is being recommended for future development. Development will include constructing a short trail loop and lake access day use area. Facilities located at this day use area will include a bicycle rack, picnic tables, BBQ grills, a small shelter, and a scenic overlook. This day use facility will be accessible to G.D.T. users.

Siren

Consider future development of a hard asphalt surface on the trail segment within the village. Other recreational needs, such as roller blading, would then be available to the public. This segment would provide a safe suitable area for roller blading.

Burnett County Trail Campground

The opportunity exists to provide a trail campground near the mid-point in the county for trail users. The area being proposed would be accessible from CTH D and the G.D.T. This primitive campground would provide minimal services and not compete with the commercial campgrounds in the county. Facilities would include a gravel loop road to the camping sites, restrooms, water, electricity, and approximately 20 sites.

Webster

Install a business directory sign on the village Main St. Construct a hard surface trail. A small segment of trail within the village could be developed into a hard surface asphalt trail which would provide opportunities for other recreational activities, such as roller blading. Develop a parking area in the village along the G.D.T. and Main St. Burnett County owns property on the north side of Main St, west of Pike Ave., which would provide an ideal parking area. The county also owns property south of Main St. and east of the G.D.T. Other development projects include constructing a small shelter, restrooms, water, picnic area, and installing a bicycle rack. Also consider connecting the facility with the village's sewer and water. The village maintenance building is near the trail which already has sewer and water. This idea was suggested at one time by the Village Board

but has not been addressed recently. Further contact will be made with the village to decide on a location for the parking area and facilities.

Yellow River Crossing

This site provides an excellent view of the Yellow River. A wood observation deck with benches would be constructed at the same grade as the trail. An interpretive sign would also be installed. This sign would give a brief description about the Yellow River, its history and uses.

Jeffries Landing

The trail parallels the east shore of Yellow Lake and passes this county boat access and small picnic area. Development would include installing new restrooms (with a water source) according to ADA standards. Enlarge the picnic area as the demand from trail users increases. Install a wooden sign identifying Jeffries Landing, off the G.D.T.

Round Lake

Round Lake provides an excellent trail access to a sand beach lake with views of the trail as it passes the east shore. Recommendations include further development of the day use area with more picnic tables, a picnic shelter, restrooms, and a water fountain. Installing a retaining wall with stairwells is also suggested. The retaining wall will help to stabilize the erosion of sand that is currently taking place. Landscaping the park and rock memorial with shrubs and small trees will enhance the aesthetics and provide shade.

Danbury

An informational sign is provided at this location for visitors at the parking area. A trail facility map along with various trail use signs will be displayed on the informational sign. More barriers and some signs should be placed around the parking area to try to control the abuse that area is receiving.

St. Croix River Crossing

Development will include a wooden observation deck with benches and an interpretive sign. This interpretive sign would describe the history and uses of the St. Croix National Scenic Riverway. A timber step walkway is also suggested to be constructed on the south end of the bridge down to the river. Picnic tables or benches could be installed along the river.

Burnett County must recognize that recreation is essential to the welfare and happiness of their citizens. Too often recreation is considered less important than other programs. Lands unsuitable for any other purpose, for example, are often devoted to recreation with a total disregard for what impact they may have on meeting recreation demands. Funds for recreation may also be scarce. Investing in recreational programs might not be considered on the premise that existing areas are not being used. In such cases it is a mistake to assume that public disinterest indicates no need for further investments in recreation. On the contrary, the impact of substandard recreation areas must be recognized and remedies must be sought. When public officials confront the question of why existing areas are not being used, they will find the answer, in most cases, in poor location, poor

maintenance, or unsuitable development. People desire and need recreational outlets, and it is essential that public officials recognize that those needs are provided for.

Burnett County has some excellent recreational facilities that would benefit greatly from implementation of some or all of the improvements recommended in this plan. Financing and priorities have also been discussed and facilities that would be absolutely costless to the taxpayer are probably going to be difficult to locate. With the adoption of this Outdoor Recreational Plan, Burnett County, will become eligible to receive financial support from a variety of funding assistance programs. This support will help in the development and improvement of Burnett County's recreational facilities.

Solid Waste Disposal and Recycling

Refer to Section 4.7 of the *Inventory and Trends Report* for information on existing solid waste and recycling service in Burnett County.

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Burnett County. No short term or long term recommendations have been identified with regard to county facilities or services. All sanitary sewer service in the county is provided by local municipalities.

On-Site Wastewater Treatment Technology

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Burnett County. No short term or long term recommendations have been identified with regard to county facilities or services.

Water Supply

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Burnett County. No short term or long term recommendations have been identified with regard to county facilities or services. All public water service in the county is provided by local municipalities.

Stormwater Management

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the Burnett County. No short term or long term recommendations have been identified with regard to county facilities or services. Stormwater management facilities and services are generally provided by local municipalities.

Telecommunication Facilities and Power Plants/Transmission Lines

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve Burnett County. Burnett County existing emergency

communication system, as facilitated by the existing tower infrastructure, has proven in need of improvement based on lack of consistent service coverage in certain areas of the county. Burnett County has been studying potential system improvements including additional tower locations. Burnett County has developed a plan for public safety communications. **The final designated site locations and associated engineering studies will be completed in 2010.** Potential conflict with proposed tower locations may occur as siting towers and similar structures is usually associated with significant public debate. Over the course of the planning period, telecommunication and power service providers should be consulted directly for additional information and plans as they become available, and Burnett County should take a lead role in public communication and education on the anticipated needs and proposed solutions. The following list of sites and ownership denotes the potential site locations for facility improvements.

Proposed Town Improvements

Location	Ownership
Barronett (Equipment only)	Dairyland Power
Danbury (Equipment only)	Tentative to place on Danbury water tower
Grantsburg (new tower to be constructed)	Owned by County
Government Center (new tower to replace existing tower)	Owned by County
Hertel (equipment only)	Tentative to place on water tower
Karlsborg (Highway Department equipment only)	ECB Board, State
St. Rd. 77 New Tower (area W of Webb Lake)	Owned by County
Penta New Tower	Owned by County
Scott Fire Hall (equipment only upgrade)	Scott Fire Dept.
St Croix State Park (equipment only)	Minnesota

Health Care and Child Care Facilities

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Burnett County.

Planned Capital Improvements at County Health Care Facilities : List forthcoming

♦

Highways and Bridges

Refer to the *Transportation* element of this plan and the *Transportation* element of the *Inventory and Trends Report* for information on roads and bridges in Burnett County. Existing highways and bridges will be maintained as needed with guidance provided by the county's five-year road improvement plan.

Planned Capital Improvements:

- ♦ Various road and bridge projects
- ♦ Refer to the maps of *Planned Community Facilities and Transportation Improvements* and Section 3.2 the *Transportation* element for further detail

4.3 Coordination of Community Facility Improvements

The *Utilities and Community Facilities* element of the multi-jurisdictional comprehensive planning process presents opportunities for intergovernmental coordination of capital improvements. Table 4-1 compiles the major utility and community facility improvement projects identified in the county and local comprehensive plans (this will be completed when local and county reports are submitted). Only projects that are recommended by two or more communities have been included. Projects for regular or ongoing maintenance of existing facilities have not been included.

Table 4-1
Coordination Opportunities for County and Local Planned Capital Projects

	V. Grantsburg	V. Webster	T. Anderson	T. Daniels	T. Dewey	T. Siren	T. Trade Lake	T. Wood River	T. Jackson	T. Oakland	T. Sand Lake	T. Union	T. Webb Lake	T. Blaine	T. Swiss	T. Scott	T. West marshland	T. Lincoln	T. Meenon	T. Rusk	T. Grantsburg	T. La Follette	T. Roosevelt	V. Siren	Burnett County
Municipal hall/administrative space*																									
Police department*																									
Fire department*																									
Ambulance facility*																									
Public works facility/municipal garage/storage*																									
Parks department facility*																									
Community center*																									
Library facility*																									
Park shelter/bathrooms/kitchen*																									
Sport/play fields*																									
Park site*																									
Swimming pool*																									
New park play equipment																									
Trail development																									
Purchase of police dept equipment/technology																									
Purchase of computer equipment/software																									
Purchase of emergency vehicles																									
Add administrative staff																									
Add emergency services staff																									
Sewer main improvements																									
Lift station upgrades																									
Sewer treatment facility*																									
Water main improvements																									
New well																									
Public land acquisition																									
Compost/yard waste site*																									

S = Short term recommendation (one to five years)

L = Long term recommendation (six to 20 years)

* Includes expansion, renovation, and new construction projects.

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Map 4-1 Planned Community Facility and Transportation Improvements

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Where communities have planned similar projects with a similar time frame, opportunities for joint purchasing or other coordinated planning should be explored. Communities may even consider adjusting the timing of planned projects to create and take advantage of a substantial cost savings opportunity. For example, xx communities have identified the need for expansion, renovation, or new construction of a municipal hall or other administrative space. This includes xx short term projects and xx long term projects. Communities that need to make such improvements may be able to save money by coordinating a joint bidding process, by using the same contractors, architects, or engineers, or by using similar construction types, materials, and methods. At a more detailed level, communities might find additional opportunities for cost savings by developing their capital improvement plans on a regional or cooperative basis. Several types of projects were addressed by multiple community plans, as follows:

- ♦ Municipal hall/administrative space (expansion, renovation, or new construction)
- ♦ Public works facility/municipal garage/storage (expansion, renovation, or new construction)
- ♦ Park shelter/bathrooms/kitchen (expansion, renovation, or new construction)
- ♦ Library facility (expansion, renovation, or new construction)
- ♦ Add emergency services staff
- ♦ Park site (expansion, renovation, or new construction)
- ♦ Trail development
- ♦ Add administrative staff
- ♦ Sewer main upgrades

4.4 Utilities and Community Facilities Goals and Objectives

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

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

Objectives:

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

- F. Explore opportunities to provide or improve county facilities, equipment, and services cooperatively with other units of government.
- G. Encourage increased coordination between community facilities and utilities planning and planning for other elements such as land use, transportation, natural resources, and cultural resources.

Goal UCF 2: Provide quality and accessible parks and recreational facilities.

Objectives:

- A. Monitor the adequacy of park and recreational facilities, and identify areas where improvements and future locations are needed.
- B. Seek improved accessibility for all age groups and abilities at appropriate county park and recreational facilities.
- C. Pursue state, federal, and private funding programs that can aid in the acquisition and development of parks, trails, and scenic or environmentally sensitive areas.
- D. Maximize the quality of life by providing regional open space, trails, parks and recreational opportunities and facilities managed in such a fashion as to afford the maximum benefit to the community.
- E. Consider the continued viability of outdoor recreational pursuits when reviewing development proposals and making land use decisions.
- F. Maintain existing, and seek additional public access to waterways.
- G. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with county and local comprehensive plans.

Goal UCF 3: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Objectives:

- A. Determine the capacity of the soil to treat wastewater and the potential impacts to groundwater when reviewing a proposed development that will rely on private onsite wastewater treatment systems.
- B. Work cooperatively with providers of public wastewater treatment when reviewing a proposed development that will rely on public sewer service.
- C. Encourage the use of alternative wastewater treatment options (i.e., new technologies, group sanitary systems, public sewer, etc.) where appropriate.

Goal UCF 4: Ensure that the county's water supply has sufficient capacity, remains drinkable, and is available to meet the needs of residents, businesses, industry, and agriculture.

Objectives:

- A. Continue to provide county-wide leadership and coordination of efforts to monitor groundwater quality and potential contamination issues.
- B. Encourage the increased use of wellhead protection planning as cooperative efforts between municipalities.

- C. Consider the potential impacts of development proposals on public and private wells.

Goal UCF 5: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Objectives:

- A. Support the preservation of environmental features that minimize flooding such as wetlands and floodplains.
- B. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- C. Prevent increased runoff from new developments to reduce potential flooding and flood damage.
- D. Establish the use of stormwater management practices to abate non-point source pollution and address water quality.

Goal UCF 6: Promote effective solid waste disposal and recycling services that protect the public health, natural environment, and general appearance of land use in the county.

Objectives:

- A. Support public involvement in decisions involving the type, location, and extent of disposal facilities and services provided in the county.
- B. Continually evaluate municipal and county provisions for solid waste, hazardous waste, and recycling services and opportunities for greater cooperation or cost-effectiveness.
- C. Require substantial development proposals to adequately address solid waste disposal and recycling needs.

Goal UCF 7: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development.

Objectives:

- A. Cooperate in the planning and coordination of utilities with other agencies and units of government.
- B. Recommend new utility transmission and distribution lines to planned and existing public rights-of-way whenever feasible.
- C. Minimize conflicts between land uses and balance desired service levels with potential negative impacts to the environment, community character, and planned growth areas when reviewing the proposed design and location of telecommunication, wind energy, or other utility towers.
- D. Support development of alternative and renewable energy sources.

Goal UCF 8: Support access to quality health and child care facilities.

Objectives:

- A. Maintain county public health and family services facilities.
- B. Support requests for the development of properly located and operated health care and child care facilities.
- C. Support school districts and community organizations in their sponsorship of child care programs and early development programs.
- D. Support improved transportation options to and from regional health care facilities.

Goal UCF 9: Ensure a level of police protection, and coordination of fire protection and emergency services that meets the needs of existing and planned future development patterns.

Objectives:

- A. Provide an adequate level of police protection, law enforcement, and emergency response through County Sheriff and Emergency Management programs.
- B. Support the provision of fire protection and emergency services through local fire departments, ambulance services, and first responders.
- C. Encourage the continued use of police, fire, and emergency medical service mutual aid and cooperative agreements.
- D. Support the formation of community watch programs in the County.

Goal UCF 10: Promote quality schools and access to educational opportunities.

Objectives:

- A. Coordinate planning efforts with the school districts that serve the county in order to allow them to anticipate future growth and demographic changes and respond with appropriate facilities.
- B. Support school districts, technical colleges, University of Wisconsin Extension, and community libraries in their efforts to increase community education.

4.5 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and

regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines.

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

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

Policies and Recommendations

1. Capital expenditures for the major expansion or rehabilitation of existing facilities or services shall be supported by an approved Capital Improvement Plan. Capital expenditures for the establishment of new facilities or services shall be handled on a case-by-case basis.
2. Continually update a detailed capital improvement plan that includes transportation, public facility, and other capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available.
3. The county shall maintain adequate staffing and professional service levels relative to planning, ordinance development and enforcement, and other governmental services to successfully implement the comprehensive plan.
4. The county shall maintain adequate administrative facility and public building space.
5. Substantial development proposals shall provide an assessment of potential impacts to the cost of providing county facilities and services. The depth of analysis required by the county will be appropriate for the intensity of the proposed development.
6. The creation of an Adequate Public Facilities Requirement will be considered within the county. In order to ensure that property is developed only with appropriate urban or rural services, no development shall be approved unless the approving authority first determines that adequate facilities and services will be available to the development before it is occupied.
7. A proportional share of the cost of improvement, extension and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension and construction necessary. In determining the proportional share, the public benefit of the project/improvement shall be considered. Impact fees should be utilized as a source of funding for capital projects directly attributable to new development. Impact fee programs shall be considered for transportation facilities, schools, parks, and fire protection.

8. Whenever possible, use public/private agreements to pay for utility extensions into new subdivisions.
9. The county shall encourage the shared development of all public capital facilities including community facilities such as parks, libraries, schools and community meeting facilities.
10. The county shall consider intergovernmental and other cooperative options before establishing, expanding, or rehabilitating community facilities, utilities, or services.
11. All county buildings shall meet ADA requirements and have adequate capacity to facilitate community meetings or gatherings.

Goal UCF 2: Provide quality and accessible parks and recreational facilities.

Policies and Recommendations

1. Maintain an up- to- date county Comprehensive Outdoor Recreation Plan and integrate it with the comprehensive plan to ensure consistency.
 2. The county shall support efforts that are consistent with the comprehensive plan to expand public recreational resources such as parks, trails, waterway access, public hunting and fishing areas, wildlife viewing areas, and the like.
 3. Determine which lands in the county would enhance the county park and open space system based on county and local comprehensive plans.
 4. Recreational resources should be expanded to meet demands where possible. When expansion due to natural physical limitations is not possible, recommendations should focus on maximizing use of the resource, improving management and decreasing conflicts.
 5. Acquire lands to expand the existing park system to meet the demands of a changing and increasing population where feasible.
 6. Funding for park land maintenance and improvement shall be budgeted annually.
 7. Develop and pursue funding sources in addition to the tax levy for park and recreation facilities.
 8. Trail development projects supported by the county shall have a long term development plan that addresses ongoing maintenance and funding, presents solutions for possible trail use conflicts, and enhances opportunities for interconnected trail networks.
 9. New development and planned utilities, service facilities, and roads should be designed to limit the potential negative impacts to recreational resources such as public lands,
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wildlife habitat, surface water, interconnected green space corridors, wetlands, woodlands and other existing vegetation, public access, hunting opportunities, existing and proposed trails, and motorized recreational vehicle (ATV, snowmobile, etc.) use opportunities.

10. Concentrated residential developments shall be within a service area of a neighborhood community or regional park facility.
11. Ensure that neighborhood parks are incorporated into the design of future subdivisions.
12. Ensure a sufficient quantity of suitable land is set aside for parks and recreational purposes during the site planning process for new residential development projects.
13. All park facilities shall be in compliance with the Americans with Disabilities Act.

Goal UCF 3: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Policies and Recommendations

1. All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems.
2. Concentrated residential development shall consider the feasibility and water quality impacts of a wastewater collection and treatment system.
3. Wisconsin Department of Natural Resources CMAR reporting of sanitary facilities shall be used to evaluate the adequacy of facilities and aid in determining facility needs.
4. New on-site sewage treatment facilities are restricted within urban areas.
5. Existing on-site sewage treatment systems should be converted to sewer service when it becomes available.
6. Regular inspections of existing on-site sewage treatment systems should be conducted within urban areas.
7. The county, villages and special districts should cooperate to prepare sewer master plans.
8. Sewer system and other utility assessment policies should encourage compact growth and discourage scattered development.
9. Villages should consider extending public utilities only to areas inside the village limits or to areas outside the village limits that are subject to the terms of an intergovernmental agreement.

10. Whenever possible, utilize the most current technological disposal systems as a replacement for failing conventional privately owned treatment systems.

Goal UCF 4: Ensure that the county's water supply has sufficient capacity, remains drinkable, and is available to meet the needs of residents, businesses, industry, and agriculture.

Policies and Recommendations

1. Well-head protection shall be a priority when reviewing development proposals.
2. New private wells should be restricted within urban areas.
3. Existing private wells will be properly abandoned in accordance with state regulations and converted to public water service when it becomes available.
4. The existing well abandonment cost share program managed through the office of Land and Water Conservation should be maintained.
5. The county shall review new residential projects for the availability of an adequate water supply.

Goal UCF 5: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Policies and Recommendations

1. Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding.
2. Proposed developments shall not increase flooding potential to adjacent lands or adversely affect the water supply to adjacent land.
3. The County Subdivision Code and Shoreland Zoning Ordinance should be updated to require stormwater management and erosion control best management practices for construction sites and post-construction.
4. All community development shall attain pre-development levels of stormwater run-off during and after development through best management practices.
5. New development shall use best management practices *(who's BMPS practices-industries?)for construction site erosion control.
6. Erosion and sediment control practices shall be used when removing the vegetative cover of the land or exposing the soil for projects less than one (1) acre and those greater than one (1) acre which require a WDNR permit.

7. Stormwater runoff as the result of development shall not be discharged into wetlands and closed depressions, except for those associated with approved stormwater management strategy.
8. The county and communities should cooperatively prepare a drainage system plan for the area and identify major drainage facilities.
9. The county shall implement procedures to ensure that public and private stormwater collection, retention/detention, and treatment systems are properly maintained.
10. The county will require new development projects and transportation facilities to include approved stormwater management strategies.
11. Stormwater management and erosion control provisions shall be established as a component of the building permit review process. Proposed development shall have an approved stormwater management and erosion control plan.

Goal UCF 6: Promote effective solid waste disposal and recycling services that protect the public health, natural environment, and general appearance of land use in the county.

Policies and Recommendations

1. Solid and hazardous waste handling and disposal sites shall be located and designed to cause no harm to surface water and groundwater and to minimize or mitigate potential land use conflicts. They shall be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk.
2. The county shall periodically monitor the effectiveness of the waste management and recycling services provided by private contractors.
3. Solid waste disposal sites and landfills should be located and designed to protect surface and groundwater. They shall be located outside of municipal well protection zones and in areas of low to moderate groundwater contamination risk.
4. Solid waste disposal, transfer station and recycling sites shall be located in areas which limit the potential for adjacent impacts.

Goal UCF 7: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development.

Policies and Recommendations

1. New utility systems should be required to locate in existing rights-of-way whenever possible.
 2. Capital improvement planning and emergency management equipment improvements should be in accordance with approved feasibility study.
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3. New telecommunication antennas and other devices shall be placed on existing towers and other existing structures to the maximum extent possible.
4. Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.
5. Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties and public lands, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, site security, and wildlife.
6. Update the utility tower provisions of the zoning ordinance to improve implementation of related county and local comprehensive plan policies.
7. Work with neighborhood and community representatives in siting utility facilities where applicable.
8. Planned utilities, service facilities and roads shall be designed to limit the impact to environmental corridors, natural features and working farmland.
9. Planned utilities, service facilities, and roads should be designed to limit the potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.
10. Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography.

Goal UCF 8: Support access to quality health and child care facilities.

Policies and Recommendations

1. Health care and commercial daycare facilities shall be steered toward the commercial areas as much as possible.
2. Licensed in-home day care facilities shall be allowed within the county in order to accommodate child care needs.

Goal UCF 9: Ensure a level of police protection, and coordination of fire protection and emergency services that meets the needs of existing and planned future development patterns.

Policies and Recommendations

1. The county shall maintain adequate emergency service staffing, training, space, and equipment in order to maintain response times and the quality of service.
2. The county shall continue to work with police, fire and rescue service providers to anticipate and plan for capital improvements and service requirements.
3. Data and information regarding police response time and satisfaction with service shall be maintained in order to determine department needs and measure efficiency.
4. An assessment of department staffing, equipment and training levels shall be conducted in accordance with department operations and need.
5. Determine the training and equipment needs of the County Sheriff Department and incorporate it into the capital improvement plan.
6. Inventory fire protection staff, services, and equipment on an annual basis.
7. Determine the training and equipment needs of the fire departments and incorporate it into the capital improvement plan.
8. Evaluate the consolidation of fire protection services for efficiency and cost effectiveness.
9. Evaluate the consolidation of First Responder services for efficiency and cost effectiveness.
10. Evaluate the accessibility problems for nonconforming driveways for ingress/egress and emergency services.

Goal UCF 10: Promote quality schools and access to educational opportunities.

Policies and Recommendations

1. Work with local school districts in order to anticipate future service and facility needs.
2. Land uses compatible to school facilities that produce little noise and minimal traffic shall be pursued and planned for near any future school facilities.
3. Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.
4. Support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government.

5. Maintaining and improving library facilities and services shall be pursued within the planning period.
6. Efforts to improve library facilities shall include fund raising and building of a relationship with private or individual contributors in order to reduce the burden on local government.
7. Maintain the County Board/Student Representatives program.

5. Agricultural, Natural, and Cultural Resources

For data and maps inventorying existing agricultural, natural, and cultural resources in Burnett County and its communities, please refer to Chapter 5 of the *Inventory and Trends Report*.

5.1 Agricultural, Natural, and Cultural Resources Plan

Burnett County's plan for agricultural, natural, and cultural resources is to work cooperatively with communities and stakeholders to preserve and manage these valued features of the landscape. More specifically, Burnett County plans to work cooperatively with these same partners to help maintain the viability of its agriculture industry, to help maintain the integrity of its natural resources, and to encourage the documentation, recognition, and preservation of its cultural resources.

Burnett County is not much different than many rural areas across the country being transformed by a demand for "country living". Rural development and natural resource preservation can be accomplished depending on how development is managed. Accommodating rural development forces local governments to consider longer term views of growth management and all that comes with it, including providing services necessary to meet the demands – sometimes costing more than will be recovered in new tax base revenues. Good planning requires key features and assets of the landscape be identified and prioritized. All features of the landscape can be argued as important depending on one's opinion or perspective, so the issue of managing long term land use and development comes down to the management of incremental decisions applied over decades of political change. The path to long term success in resource management is to identify and develop a focus on valued and important community features and assets that need to be developed or preserved. As like most things, priorities must be established to create a focus on key components.

Burnett County and its resource partners such as the WDNR have developed priorities and have been acting on them through successful natural asset management for several decades. The natural God-given land and water resources have driven decision making to secure these attributes in the form of Crex Meadows, Amsterdam Sloughs and Clam Lake Wildlife Areas to name a few, the over 106,557 acres of county forest, the St. Croix National Scenic Riverway. . . .and the list goes on. Burnett County does not manage the resource base on its own, but it does maintain large land holdings and make significant investments in resources and management of land use, the results of which are key to supporting the very robust resource base and long term results of the development pattern.

Burnett County has taken a significant step in managing land use and natural resources through the update and adoption of the Land and Water Resources Plan in April of 2009 (which this plan references and incorporates). This plan coordinated the already robust investments made in resource management through goal alignment and through proposed density management of residential development. This is driven by, and in response to, the long established doctrine of natural resource preservation in the county. The public's commitment to these resources is

readily visible in the results of the public opinion surveys that were conducted as part of the planning process (see Appendix A). Some of the strongest points of consensus in local plan goals or in community survey results were related to agriculture, natural resources, and cultural resources, including:

Burnett County will implement its plan for agricultural, natural, and cultural resources with a variety of tools, the most important of which include: county zoning and subdivision ordinance revisions, development density management, a purchase of development rights program, cluster and conservation land division design, a right to farm policy and ordinance, development impacts assessment, site planning, and the County Forest Comprehensive Land Use Plan. Related policies and recommendations and more detailed explanations on the proposed use of these tools are found not only in this element, but also in the *Land Use* and *Implementation* elements of this plan.

Agricultural Resources

The county's plan for agricultural resources is to provide a framework for towns to preserve agricultural lands and the right to farm while also allowing for planned development. Higher density residential development should be directed to areas that are less suitable for agricultural use, while lower density development would be allowed on lands critical to the county's agricultural base. Key components and considerations of the county's approach include establishing a maximum lot size in certain areas, limiting major development to planned growth areas, encouraging conservation land division design, establishing site planning guidelines, and implementing the Purchase of Development Rights Program. Agricultural uses comprise approximately 11% of the county.

Natural and Cultural Resources

Burnett County's plan for natural and cultural resources is to help ensure that existing regulations are followed in the county and to manage growth to prevent negative impacts to these resources. Natural and cultural resources are abundant in the county and are highly valued by the county's residents. Preserving rural character, forest resources, and outdoor recreational opportunities are primary concerns as reflected in the county's goals and objectives, its issues and opportunities, and the results of the planning process surveys. Substantial natural and cultural resources comprise large percentages of the county including:

- ♦ Forests – 72%
- ♦ Wetlands – 17%
- ♦ Surface Water – 8%
- ♦ The scenic beauty and Northwoods character of the county.

Many of the same tools that will be used to protect agriculture will also be used to protect natural and cultural resources, including a maximum residential lot size, conservation land division design, site planning guidelines, the zoning map, and a possible transfer or purchase of development rights program. In addition the town will require substantial development proposals to assess potential natural and cultural resources impacts and to submit multiple site

development alternatives. Other tools recommended for cultural resources include maintaining the inventory of historic and archeological sites and creating a historic preservation ordinance.

5.2 Key Planning Process Considerations

Wisconsin's Livestock Facility Siting Law

The Wisconsin legislature passed Act 235 in 2003, known as the Livestock Facility Siting Law. The Livestock Facility Siting Law consists of a state statute (Ch. 93.90) and a state administrative rule (ATCP 51). It changed how local governments regulate the siting of new and expanded livestock operations. The statute limits the exclusion of livestock facilities from agricultural zoning districts. It establishes procedures that local governments must follow if they decide to issue conditional use or other local permits for the siting of livestock facilities. It also created the Livestock Facility Siting Review Board to hear appeals concerning local decisions on permits.

The Livestock Facility Siting law has two primary impacts on livestock farming and units of government.

Applicability

The siting standards only apply to new and expanding livestock facilities in areas that require county or local permits, and then only if they will have 500 animal units (AU) or more and expand by at least 20%. It applies to cattle, swine, poultry, sheep, and goat operations.

1. It places limitations on the application of zoning and other ordinances to the siting of new livestock facilities and the expansion of existing livestock facilities.
2. For those units of government that regulate such facilities, it establishes a uniform, state-wide framework of performance standards that may be applied to livestock facilities.

In general, the applicability of this law is with regard to the siting of new livestock farms and the expansion of existing livestock farms, either of which result in a facility with 500 or more animal units. It should also be noted that under the administrative rule, the definition of "livestock" is constrained to include only cattle, swine, poultry, sheep, and goats.

General Permitting Limitations

A permit for the siting of a new livestock facility or the expansion of an existing livestock facility can only be disapproved by a unit of government under certain circumstances. One of the following must be true before a permit application can be disapproved.

- ♦ The site is in a non-agricultural zoning district.
- ♦ The site is in an agricultural zoning district that prohibits livestock facilities over 500 animal units (subject to the *Zoning Limitations* below).
- ♦ The site violates a duly adopted shoreland zoning, floodplain zoning, construction site erosion control, or stormwater management ordinance, or a duly adopted building, plumbing, or electrical code.

- ♦ The site will have 500 or more animal units but does not comply with the performance standards of this law.

Zoning Limitations

The zoning limitations of this law apply to those units of government with zoning requirements that do any of the following.

- ♦ Require conditional use or special exception permits for livestock facilities or expansions.
- ♦ Differentiate between livestock operations of different sizes.
- ♦ Prohibit livestock operations in all zoning districts.

For those zoning ordinances that differentiate between livestock operations of different sizes, a district must also be included that does not differentiate between livestock operations of different sizes. For example, if a “General Agriculture” district only allows livestock operations and expansions with fewer than 500 animal units, then there must also be an “Intensive Agriculture” district that allows livestock operations and expansions of any size as permitted or conditional uses. Ordinances that prohibit livestock operations in all zoning districts may no longer be legally defensible. Any such ordinance must be based on scientifically defensible findings of fact that clearly show that such prohibitions are necessary to protect public health or safety.

Performance Standards

Units of government are not required to adopt the performance standards and permitting process established by this law – it is an optional program. However, units of government that administer local regulations that overlap with the performance standards of this law must now adopt the uniform, state-wide performance standards. Such regulations might include manure storage ordinances, feedlot ordinances, livestock facility licensing ordinances, or performance standards within zoning ordinances.

Units of government that wish to begin or continue to enforce performance standards that apply to livestock facilities with 500 or more animal units must bring their ordinances into compliance with this law. Units of government may only set more restrictive local performance standards if they are based on scientifically defensible findings of fact that clearly show the standards are necessary for the protection of public health or safety. Neither Burnett County nor any communities within the county have identified any such existing ordinances that would need to come into conformance with the state-wide standards.

The specific performance standards are defined in ATCP51, and areas of regulation include the following.

- ♦ Property line and road setbacks
- ♦ Water quality setbacks
- ♦ Odor management for livestock structures
- ♦ Odor management for land application of stored, untreated liquid manure
- ♦ Waste and nutrient management
- ♦ Waste storage facilities
- ♦ Runoff management (including animal lots and feed storage)
- ♦ Mortality management

Each performance standard has its own thresholds for various levels of required compliance. In general, applicability is similar to the rest of the law at 500 or more animal units, except that existing livestock farms are allowed to increase the number of animal units by 20% (over the number of animal units on the effective date of the law, October 1, 2005) without coming into compliance with the new performance standards.

During the planning process, Burnett County reviewed several tools and processes in regard to protecting agriculture and potentially enhancing the agricultural economy. These recommendations were incorporated into the multi-jurisdictional planning process as follows and were included in the associated goals, objectives, and policies as a direct result:

- a. Establishing review criteria and standards for residential development within an agriculture zone.
- b. Establishing minimum and maximum lot size and residential density requirements that are formulated to protect the agriculture industry.
- c. Using conservation land division design to ensure that development consumes land more efficiently and occurs as far away as possible from agriculture operations.
- d. Using site planning and driveway ordinances to protect productive agricultural land to the greatest extent possible.

Wisconsin Working Land Initiative (WLI)

The Working Lands Initiative is a program designed to manage Wisconsin farmland through a coordinated and managed approach to land use, taxation, and development regulation. Detailed information of the program is included in Appendix D of this report and the corresponding chapter in the Inventory and Trends Report. As a result of this program (beginning 2010), there are specific issues for Burnett County and its towns to consider.

Farmland Preservation Plans and Zoning (Exclusive Agriculture) Districts

WLI requires that all Farmland Preservation Plans and Farmland Preservation (Exclusive Agriculture) zoning districts must be updated by their certification expiration date. These dates are based on county growth rates, with the fastest growing counties requiring earlier re-certification. Burnett County certification expires on December 31, 2014 – which means the County Farmland Preservation Plan and Exclusive Agriculture Zoning District will need to be updated and recertified by this date.

This chapter, the corresponding chapter in the *Inventory and Trends Report*, and the Burnett County Future Land Use Map, and the Burnett County Zoning Map will serve as the foundation for the updated Burnett County Farmland Preservation Plan. As an example, the Certified Farmland Preservation (Exclusive Agriculture) Zoning District

Consistency between plans and regulations

The proposed density ranges within this plan are consistent with the ‘non-farm residential acreage’ provisions within WLI requirements. By addressing development density associated with long term development, this plan works in conjunction with any potential modifications to regulations such as zoning at the local level or farmland preservation requirements at the state level.

within the Working Lands Initiative must include key provisions including the following:

- ♦ “Non-farm residences” uses will require conditional use permits
- ♦ The ratio of “non-farm residential acreage” to “farm acreage” may not exceed a ratio of 1:20 on any “base farm tract.”
- ♦ There may be no more than four (4) dwelling units in “non-farm residences” (nor more than 5 dwelling units in residences of any kind) on any “base farm tract.”
- ♦ There will no longer be a 35-acre minimum lot size requirement as the goal is smaller lot sizes that convert less farmland.

Farmland Preservation Tax Credits

The tax credit structure is revised under WLI. Once the existing preservation agreements between landowners and the state expire there are three ways to be eligible for farmland preservation tax credits. These include:

- ♦ Land within an approved Agricultural Enterprise Areas (AEA) with a signed landowner agreement (\$5.00 per acre credit)
- ♦ Land within a certified Farmland Preservation (Exclusive Agriculture) Zoning District (\$7.50 per acre credit)
- ♦ Land within both the above (\$10.00 per acre credit)

Agriculture (A) Land Use Management Areas in relation to State Agricultural Enterprise Areas (AEA)

The Agriculture (A) Land Use Management Area (see Section 8.2 for a discussion of Land Use Management Areas) described in Section 8.2 includes land within the county intended for long-term farmland use through a wide variety of agricultural applications. The Working Lands Initiative uses the term Agricultural Enterprise Areas (AEAs) which is defined as a contiguous land area devoted primarily to agricultural use and locally targeted for agricultural preservation and development. The designation of an AEA by the state is based on a voluntary local application of neighboring landowners to enter into farmland preservation agreements. Initially a group of landowners and the affected local governments must get state approval to establish an AEA. Landowners within the AEA who meet eligibility criteria can then apply for farmland preservation agreements, which remain in effect for 15 years. Current farmland preservation agreements will be honored until expiration, but new agreements will not be signed unless the land is located in an AEA. An existing agreement may be amended so that a farmer may claim (higher) tax credits under WLI for the duration of the existing agreement.

Using the Agriculture LUMA for Farmland Preservation Planning

If there is an opportunity to develop a state Agricultural Enterprise Area (AEAs) within Burnett County, it will be developed from the Agriculture Land Use Management Areas described within the County and local plans.

5.3 Agricultural, Natural, and Cultural Resources Goals and Objectives

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

Agricultural Resources

Goal ANC 1: Maintain the viability, operational efficiency, and productivity of the county's agricultural resources for current and future generations.

Objectives:

- A. Protect through local and state measures the County's productive lands from accelerated erosion and unwise development.
- B. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- C. Allow for farming expansion in areas where conflict with existing residential land uses can be prevented or mitigated.
- D. Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agricultural industry.
- E. Encourage creative, unique and niche forms of agriculture.
- F. Promote opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of agricultural lands.
- G. Encourage the use of agricultural science-based Best Management Practices to minimize erosion and groundwater and surface water contamination.
- H. Support programs that provide mentoring of younger farmers.
- I. Increase awareness relative to the importance of protecting the viability of the county's agricultural industry.
- J. Increase awareness and understanding of farming operations, noises, odors and use of roadways by farm vehicles and equipment.

Goal ANC 2: Balance the protection of farmland with the exercise of development rights.

Objectives:

- A. Identify lands where the primary intent is to preserve productive farmland and to allow for farming expansion.
- B. Identify lands where the primary intent is to allow for rural residential development.
- C. Encourage adequate buffers between agricultural uses and residential neighborhoods to minimize potential conflicts.
- D. Consider establishing site design requirements and standards that direct low density rural residential development to areas that minimize conflicts between residential and agricultural land uses and maintain the rural character of the county.

Natural Resources

Goal ANC 3: Encourage the efficient management of the County's natural resources.

Objectives:

- A. Maintain and implement a 15-year forest plan consistent with accepted standards.
- B. Maintain and implement a county wide recreation plan.
- C. Maintain the County's farmland preservation plan.
- D. Promote sound forest management practices on private forest lands.
- E. Protect the public's access to public hunting and fishing areas.
- F. Assess the County's wild rice resources in conjunction with the St. Croix Tribe of Chippewa Indians and establish a link to protection through shoreline development regulation.
- G. Develop management strategies to create a sustainable relationship between recreational vehicles, watercraft, and natural resources.
- H. Encourage communication between communities regarding the protection of natural resources that cross municipal boundaries.
- I. Provide educational programs that support resource protection and management goals.
- J. Educate resource users of the County's environmental quality goals and objectives.

Goal ANC 4: Protect and improve the quality and quantity of the County's ground and surface water.

Objectives:

- A. Provide leadership and technical support to property owners to improve water quality.
- B. Encourage the development of support programs to maintain and improve ground and surface water quality and quantity.
- C. Regulate land use practices that have a detrimental impact on the County's waters and wetlands.
- D. Provide maximum protection to wetlands in the County.
- E. Prevent the introduction of new contaminants into the County's ground and surface water systems while reducing and possibly eliminating existing sources of contamination.
- F. Increase awareness relative to the potential shoreline development impacts on water quality.
- G. Consider providing incentives for storm water management of shoreline single-family residential development.
- H. Restrict land use practices which are in conflict with the environment's limited capacity to buffer contamination.
- I. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.
- J. Require the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- K. Continue to develop partnerships with local communities, conservation organizations, and state agencies to address water quality issues.

Goal ANC 5: Preserve the natural and scenic qualities of lakes and shorelines in the County.

Objectives:

- A. Provide the highest level of protection to lakes and rivers.
- B. Continually evaluate the lakes and rivers classification system which recognizes that different lakes within the County have varying natural conditions affecting their environmental sensitivity or vulnerability to shoreland development. The lake classification system should take into account lake surface area, lake depth, lake type, length of shoreline, size of watershed, and existing degree of development.
- C. Balance the needs for environmental protection and responsible stewardship with reasonable use of private property and economic development.
- D. Manage future development and land divisions on lakes that are developed or partially developed to prevent overcrowding that would diminish the value of the resource and existing shoreland property; minimize nutrient loading; protect water quality; preserve spawning grounds, fish and wildlife habitats, and natural shore cover.

Goal ANC 6: Balance future development with the protection of natural resources.

Objectives:

- A. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, woodlands, and impact of light intrusion on the night sky.
- B. Direct future growth away from regulatory wetlands and floodplains.
- C. Promote public and private efforts to protect critical habitats for plant and animal life.
- D. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP), and conservation easements.
- E. Promote renewable energy conservation within new and existing developments.

Goal ANC 7: Protect air quality.

Objectives:

- A. Regulate outdoor burning and ban the burning of garbage in barrels or other methods.
- B. Manage growth to minimize conflict between residences and agricultural odors and dust.

Goal ANC 8: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives:

- A. Conserve large contiguous wooded tracts in order to reduce forest fragmentation, maximize woodland interiors, and reduce the edge/area ratio.
- B. Consider the use of conservation land division design, which reduces further forest fragmentation.
- C. Support efforts that preserve the integrity of managed forest lands.
- D. Encourage forestry practices in accordance with the County Forest Comprehensive Land Use Plan.
- E. Provide educational resources on forestry practices and the benefits to a healthy forest.

Goal ANC 9: Balance future needs for the extraction of mineral resources with potential adverse impacts on Burnett County.

Objectives:

- A. Encourage the registration of known economically viable non-metallic mineral deposits.
- B. Require the consistent regulation of non-metallic mineral extraction operations to minimize adverse impacts on adjacent land uses and to ensure proper site reclamation.
- C. Consider the potential adverse impacts of proposed metallic mineral extraction operations, and ensure that the siting of such facilities will not negatively impact Burnett County's natural resources.

Cultural Resources

Goal ANC 10: Preserve the Northwoods character as defined by scenic beauty, a variety of landscapes, undeveloped lands, forests, water resources, wildlife, farms, rural and small town atmosphere, buildings integrated with the landscape, and enjoyment of these surroundings.

Objectives:

- A. Consider the potential impacts of development proposals on those features that communities value
- B. Eliminate the accumulation of junk vehicles, poorly maintained properties, unsightly advertising, and roadside litter.
- C. Support the efforts of Burnett County's villages to preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.
- D. Enforce the zoning code.
- E. Encourage the growth and development of visual, performance, and cultural arts.

Goal ANC 11: Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.

Objectives:

- A. Identify, record, and protect community features with historical or archaeological significance.
- B. Consider the potential impacts of development proposals on historical and archeological resources.
- C. Promote the history, culture, and heritage of Burnett County and its diverse communities.

Goal ANC 12: Strengthen opportunities for youth in Burnett County including youth-oriented activities and facilities and additional job opportunities.

Objectives:

- A. Involve youth in the comprehensive planning process.
- B. Continue the involvement of youth in county decision making.
- C. Support youth development programs.
- D. Support youth involvement in the Alcohol and Other Drug Awareness (AODA) program.

5.4 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

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

Agricultural Resources

Goal ANC 1: Maintain the viability, operational efficiency, and productivity of the county's agricultural resources for current and future generations.

Policies and Recommendations

1. New development should be directed to the least productive soils to conserve remaining land for continued agricultural uses, whenever possible.
2. Improve the menu of agricultural zoning districts and update the zoning map where applicable in cooperation with towns in order to recognize preferred areas for agricultural expansion and to preserve the best agricultural lands for agricultural use.
3. Work with towns to develop a county-wide right to farm policy and ordinance. Create options for towns that wish to require right to farm language to be shown on recorded land divisions.
4. Continue to enforce and implement zoning provisions and performance standards of Wisconsin Act 235 and ACTP 50 and NR 151 (the Livestock Facility Siting Law).
5. Maintain an inventory of active farms (including number of animal units per farm), feedlots, and manure storage facilities. This will be necessary for implementation of Wisconsin Act 235.
6. Maintain and/or create an inventory of livestock, feedlots and manure storage facilities. Monitor their location, abandonment, design and construction to evaluate their impacts.
7. New non-farm residential development in areas not served by central water/sewer systems shall be directed away from existing agricultural operations on large tracts of undeveloped land and directed toward those areas that have existing non-farm development.
8. New non-farm residential development shall only be allowed in areas not served by central water/sewer if such development is subject to a "nuisance disclaimer", stringent deed restrictions or other mutual agreement intended to protect the "right-to-farm" of existing and future agricultural operations.
9. The existing farmland preservation plan in accordance with the Wisconsin Working Lands Initiative will be evaluated for its effectiveness every 5 years and updates or amendments will be made as necessary.

Goal ANC 2: Balance the protection of farmland with the exercise of development rights.

Policies and Recommendations

1. Conservation and cluster land division design shall be supported as options for proposed major land divisions to minimize the negative impacts to agriculture, active farms, natural resources, cultural resources, and rural character while accommodating residential development.
2. Continue developing the county easement donation program or purchase of development rights program in accordance with Burnett County Resolution #2006-21, Purchase of Development Rights.
3. New development should be directed to the least productive farmland areas to the fullest extent practicable and where consistent with other goals, objectives and policies of the comprehensive plan.
4. The expansion or establishment of agricultural operations resulting in 500 or more animal units shall be no closer than 2,640 feet (1/2 mile) of sewer service areas or incorporated areas.
5. Consistent with Wisconsin Act 235, the establishment of new or expansion of existing animal agriculture operations that result in farms with more than 500 animal units shall comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management.

Natural Resources

Goal ANC 3: Encourage the efficient management of the County's natural resources.

Policies and Recommendations

1. Wisconsin Department of Natural Resources Best Management Practices, USDA Natural Resource Conservation Service standards and specifications, and Burnett County Forest Comprehensive Land Use Plan policies and guidelines shall be utilized for activities approved in forests, shorelands, and wetlands.
2. Substantial (define) development proposals should provide the county with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, and woodlands. The depth of analysis required by the county will be appropriate for the intensity of the proposed development.
3. Federal, state and county regulation changes or additions regarding agricultural, natural and cultural resources will be consistently monitored for their impact on local resources.

4. Environmental corridors shall be defined by location of WDNR designated wetlands and FEMA designated floodplains.
5. Environmental corridors shall be used for natural habitat, conservancy, trails and pathways, and outdoor recreation activities (e.g., hunting, hiking) which do not adversely impact natural features and open spaces found within the corridor.

Goal ANC 4: Protect and improve the quality and quantity of the County's ground and surface water.

Policies and Recommendations

1. Municipal wellhead protection shall be a priority when reviewing development proposals.
2. Development proposals in shoreland areas shall demonstrate compliance with the Burnett County Shoreland Zoning Ordinance.
3. The county Shoreland Protection Standards shall be utilized to address development proposals.
4. Site management practices (e.g. limit/phasing clearing and grubbing), erosion control, and other measures designed to prevent rather than treat sediment and other pollutants from land disturbing activities shall be maintained in all shoreland zones.
5. All wetlands within the shoreland area of a stream, river, lake or pond; other wetlands at least one acre in size; or any wetland associated with a closed depression shall be protected within the intent of the WDNR regulations.
6. Evaluate the community's ability to respond to a spill of contaminated or hazardous material and make changes as necessary to ensure that spills will be remediated as soon as possible to decrease the effects on groundwater.
7. Household hazardous waste collection will be performed at least once per year.
8. A POWTS (privately owned wastewater treatment system) inspection, compliance and enforcement program for all septic systems shall be encouraged within the towns to ensure the protection of the area's potable water supply.
9. The use of forestry best management practices will be required within shoreland and wetland areas in which water quality is threatened.

Goal ANC 5: Preserve the natural and scenic qualities of lakes and shorelines in the County.

Policies and Recommendations

1. Lakeshore development shall be in concert with lakes classification and the county zoning ordinance.

2. The development of lake associations and districts will be supported and encouraged within the community.
3. Development of comprehensive river, stream and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement will be pursued within the planning period.

Goal ANC 6: Balance future development with the protection of natural resources.

Policies and Recommendations

1. Conservation and cluster land division design shall be supported as options for proposed major land divisions to minimize the negative impacts to agriculture, active farms, natural resources, cultural resources, and rural character while accommodating residential development.
2. New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, and floodplains.
3. Establish an erosion control and stormwater runoff ordinance.
4. The clean-up and reuse of brown field sites should be pursued prior to utilized undeveloped land.
5. Streets shall be designed and located in such manner as to maintain and preserve natural topography, cover, significant landmarks, and trees, and to preserve views and vistas.
6. All forms of structural development or concentrated animal numbers will be restricted on the 100-year floodplains based on FEMA maps.
7. During the building permitting process all permit holders will be informed if the site location is near or within a floodplain.

Goal ANC 7: Protect air quality.

Policies and Recommendations

1. Adhere to WDNR Environmental Protection Air Pollution Control Rules (Wisconsin Administrative Code NR 400 through 499).

Goal ANC 8: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Policies and Recommendations

1. Improve the menu of forestry zoning districts and update the zoning map in cooperation with towns in order to recognize preferred areas for forestry enterprise and to preserve the best forest lands for productive use.
2. Incentives for private landowners to enroll woodlands in the various land and resource protection programs such as Managed Forest Law, Conservation Reserve Program, etc will be explored.
3. Continue developing the county easement donation program or purchase of development rights program in accordance with Resolution #2006-21.
4. Landowners in designated forestry areas will be encouraged to have a forestry management plan in place prior to development.
5. Trail development in forested areas will be required to have a long-term development plan in order to decrease misplacement of trails or inadequate location that do not consider future conditions.

Goal ANC 9: Balance future needs for the extraction of mineral resources with potential adverse impacts on Burnett County.

Policies and Recommendations

1. Adhere to the County Mineral Extraction Ordinance.

Cultural Resources

Goal ANC 10: Preserve the Northwoods character as defined by scenic beauty, a variety of landscapes, undeveloped lands, forests, water resources, wildlife, farms, rural and small town atmosphere, buildings integrated with the landscape, and enjoyment of these surroundings.

Policies and Recommendations

1. Conservation and cluster land division design shall be supported as options for proposed major land divisions to minimize the negative impacts to agriculture, active farms, natural resources, cultural resources, and rural character while accommodating residential development.
 2. Substantial development proposals should provide the county with an analysis of the potential cultural resources impacts including, but not necessarily limited to, potential impacts to historic sites, archeological sites, and other cultural resources. The depth of analysis required by the county will be appropriate for the intensity of the proposed development.
 3. New development should be placed on the landscape in a fashion that minimizes potential negative impacts to Northwoods character as defined by locally significant
-

landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light intrusion, and quiet enjoyment of these surroundings.

Goal ANC 11: Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.

Policies and Recommendations

1. Work with communities and groups/organizations such as the Wisconsin Historical Society and the Burnett County Historical Society to maintain the map and database of historic and archeological sites.
2. Identify, record, and promote preservation of historical, cultural and archaeological sites within the community.
3. A map and database of historic structures will be developed within the planning period.
4. A community survey of historical and archeological resources will be conducted at least once every twenty years.
5. Review proposals for the development of properties abutting historic resources to ensure that land use or new construction does not detract from the architectural characteristics and environmental setting of the historic resource.
6. A historic preservation ordinance should be adopted to protect historic sites.

Goal ANC 12: Strengthen opportunities for youth in Burnett County including youth-oriented activities and facilities and additional job opportunities.

6. Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community or region organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the area. Issues and opportunities in Burnett County related to economic development include enhancing the county's competitiveness for attracting and retaining businesses, encouraging sustainable development, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of Burnett County and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight forward. Economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs that provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a county can provide the level of service residents expect. A balanced, healthy economy is essential for overall county well being. Well planned economic development

Economic Development Recommendations Summary

- ◆ Collaborate with local economic development officials on a countywide economic development approach that builds on geographical, natural, and other unique regional assets.
- ◆ Utilize economic development related grants, programs, or tax incentives to improve economic development in the county.
- ◆ Generally guide intensive commercial and industrial development to the villages or to where services and facilities are in place to support it.
- ◆ Promote and support redevelopment of downtowns and underutilized sites, and generally improve municipal downtowns and overall community design.
- ◆ Develop strategies that promote business retention, expansion, and recruitment in accordance with other programs designed to create opportunities for business development.
- ◆ Focus on key economic development strategies: retaining existing businesses and companies, nurturing rural entrepreneurship, pursuing tourism- and recreation-based development, and supporting home-based businesses.

expenditures are a county investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows county residents and elected officials to determine future direction and guide appropriate types of development according to community goals.

Successful plans for economic development acknowledge the importance of:

- ♦ Knowing the region's economic function in the global economy
- ♦ Creating a skilled and educated workforce
- ♦ Investing in an infrastructure for innovation
- ♦ Creating a great quality of life
- ♦ Fostering an innovative business climate
- ♦ Increased use of technology and cooperation to increase government efficiency
- ♦ Taking regional governance and collaboration seriously

Burnett County's plan for economic development is to provide leadership in support of and in cooperation with local economic development efforts, to maintain the quality of life that attracts residents, visitors, and businesses to the area, to help maintain a supply of land that is suitable for commercial and industrial development, and to support local communities in helping to ensure that future commercial and industrial development use quality construction and site design that preserve the rural and small town character of the county. In addition to this overall vision, the top economic development priorities for the future, as identified during the multi-jurisdictional comprehensive planning process, can be characterized as the following:

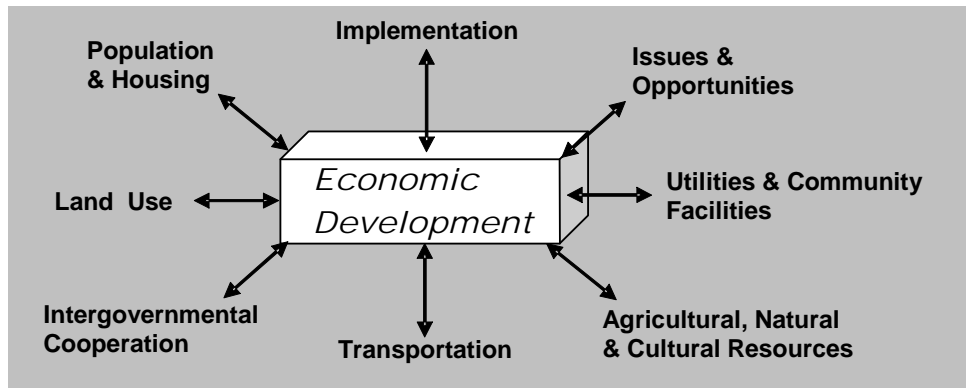
- ♦ Retain and grow existing businesses and attract new businesses – a balance of both is needed.
- ♦ Better connect education and other workforce development efforts with local business and industry workforce needs.
- ♦ Preserve a critical mass of land to support productive land uses (i.e., agriculture and forestry) and their network of related businesses and other economic activities.
- ♦ Leverage the county's natural resources, parks, and public lands to promote tourism and quality of life for current and future residents.

The *Economic Development* element goals, objectives, policies, and recommendations provide further detail on how Burnett County's plan for economic development will be achieved. Please refer to the *Economic Development* element of the *Inventory and Trends Report* for a detailed profile of Burnett County's existing economic characteristics and economic trends.

6.2 Economic Development in the Planning Process

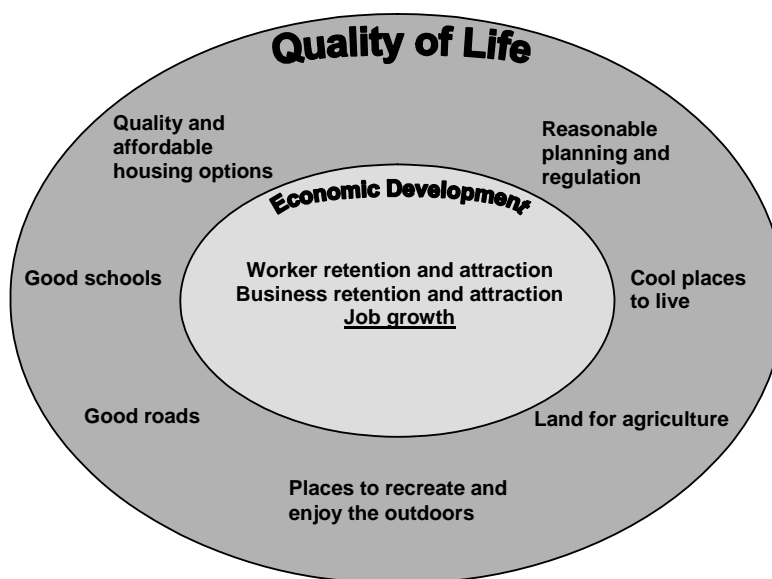
Economic development is a key component of the comprehensive planning process. For example, a safe, efficient, and connected transportation system is necessary to support nearly every economic sector. Municipal utilities and services are required to serve the needs of manufacturing facilities and other local businesses. Employees and employers need quality, affordable housing options. And perhaps most importantly, every economic sector is supported in one way or another by having a healthy natural resource base.

Figure 6-1
The Centrality of Economic Development



Because of these connections, planning for a positive future for Burnett County is just as much an economic issue as it is a transportation, housing, natural resource, or land use issue. This is most readily apparent when examining the connection between economic development and quality of life. Many of the issues, opportunities, goals, objectives, and policies adopted by communities in their comprehensive plans are aimed at protecting and enhancing quality of life. These are the items on the outer ring of Figure 6-2. These in turn affect the items in the inner ring. Without good schools, good roads, quality, affordable places to live, and so on, a community cannot attract or retain workers, attract or retain businesses, or grow the economy. Quality of life does not happen by accident, especially in the face of change. It requires planning. Comprehensive planning in Burnett County is not only about preserving farmland and natural resources; it is also about protecting jobs, incomes, and a positive economic future.

Figure 6-2
Economic Development and Quality of Life Connections



6.3 Desired Business and Industry

Burnett County would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of services per taxes levied. This requires careful examination of the location, design, and operation of proposed businesses and industries, which is a primary responsibility of planning and plan implementation. The categories or particular types of new businesses and industries that are desired by the county are generally described in the comprehensive plan goals, objectives, and policies, and more specifically with the following. Desired types of business and industry in Burnett County include, but are not necessarily limited to:

- ♦ Limited heavy industry, and in appropriate locations such as village industrial parks or other planned industrial areas.
- ♦ Business and industry that retain the rural character of the county.
- ♦ Business and industry that retain the small town character of the county's villages.
- ♦ Business and industry that utilize high quality and attractive building and landscape design.
- ♦ Business and industry that utilize well planned site design and traffic circulation.
- ♦ Business and industry that revitalize and redevelop blighted areas of the county.
- ♦ Businesses that provide essential services that are otherwise not available within the county or local community, such as retail stores, personal services, and professional services.
- ♦ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ♦ Business and industry that provide quality employment for county citizens.
- ♦ Business and industry that support existing employers with value adding services or processes.
- ♦ Business and industry that bring new cash flow into the county.
- ♦ Businesses that do not cause or contribute to the deterioration of downtowns.
- ♦ Business and industry in towns that fill a unique niche and complement economic development efforts in the nearby villages.

6.4 Sites for Business and Industrial Development

Having available and desirable business and industrial sites within the county is vital if business recruitment is a goal. Having sites available also allows for existing businesses to expand locally. There are currently three industrial parks in Burnett County and have capacity for additional development. The industrial and business parks in Burnett County occupy a total of 120 acres, of which 68 acres are currently occupied. Therefore, 52 acres, or 43% of the County's existing industrial and business park lands are available for future development. Refer to Table 6-14 and Map 6-1 of the *Inventory and Trends Report* for information on lands available in the county's business and industrial parks. Over the 20-year planning period, the County should work with the villages of Webster, Siren, and Grantsburg to cooperatively market these available sites, build-out these existing parks, and pursue reasonable expansions as appropriate. In the

long-term, some local comprehensive plans identified areas for potential expansion of existing industrial park areas. The County Economic Development Association should also explore the possibility of a county business park if and when the local parks attain their capacity.

Sites for business and industrial development are detailed on the future land use map (Map 8-1) for Burnett County and in more detail on the future land use maps for each community.

Urban future land use management areas geared toward potential business and industrial development are mapped extensively by the villages and include both existing commercial and industrial development as well as vacant lands that are available for future development.

The rural management areas geared toward potential business and industrial development are General Commercial (GC), Industrial (I), and Rural Mixed Use/Hamlet (RMU). These areas have been mapped in where existing and planned concentrations of commercial, light industrial or mixed use development are found. GC and I are planned mainly along major highway corridors adjacent to villages, but are also found in some isolated locations to recognize existing businesses or industrial facilities. RMU has been used in a variety of ways, but is most readily noticeable in unincorporated rural hamlets or crossroads communities such as A&H, Alpha, Danbury, Falun, Hertel, Trade Lake, and Webb Lake. RCM areas include areas of existing mixed-used development, but also provide potential opportunities for redevelopment, infill, or expansion.

The County's Future Land Use map (Map 8-1) identifies an adequate supply of land for future commercial and industrial development. For the villages in Burnett County, the County supports downtown revitalization and redevelopment, as well as appropriate expansion of other existing commercial and industrial areas where utilities and infrastructure are already in place. Furthermore, most new commercial and industrial development in the county is planned for sites within or directly adjacent to the villages where required infrastructure (mainly sanitary sewer, water, and roads is available). New economic development activity is being planned for small-scale retail businesses, services, and light industrial uses for several rural hamlet areas throughout the County.

Working Together for Focused Results

The county encourages local communities to specialize in a specific economic development approach based on their relative advantages, rather than having each community compete with one another for the same limited economic development opportunities.

There should also be a pooling of resources for marketing and tourism based on a regional approach to market capture.

6.5 Focus on Sustainable Economic Development

Economic sustainability is essential for the county to address the challenges of the future. As part of a sustainable economic development approach, the County intends to focus on four key strategies: retaining existing businesses and companies, nurturing rural entrepreneurship, pursuing tourism and recreation-based development, and supporting home-based business development.

Retaining Existing Businesses

Local business retention and expansion should be a primary economic development focus. Locally-grown and owned businesses are among the County's greatest assets. Since many business owners also live in the County, there is a much greater likelihood that the profits (not just the payrolls) will be spent locally as well. The idea is simple considering much of the investment to the business itself (and to the support of the business) is already in place. Advantages of this strategy include more efficient use of economic development efforts related to building upon opportunities created from the existing businesses located in the county. The county sponsors or partners with others on several local efforts to retain and expand local businesses through the Economic Development Association.

Tourism and Resource-Based Development

Burnett County has a fantastic natural resource base that can help attract rural entrepreneurship. Being located within 1.5 hours from the Minneapolis-St. Paul region and with the recent Burnett County Airport improvements, Burnett County possesses opportunities to develop a healthy tourism and local economy. Burnett County has an opportunity to take advantage of what it isn't. Said another way, the county can take advantage of being rural by using the proximity to the Twin Cities; the county can use the fact that geographically Burnett County is far from everything but very accessible with its highway system and airports; Burnett County can sell its abundant and unspoiled natural resources for recreation and relaxation while being close to quaint, small villages and associated tourist destinations; Burnett County can use the 'get away from it all' ideas while aggressively developing its infrastructure of broadband technology and communications networks to allow world-wide accessibility from working from home.

A 2003 Tourism Assessment and Strategic Plan found that Tourism spending is linked to approximately 30% of the jobs in the county. It also accounts for approximately 1/3rd annually of all sales of products and services in the county. The fact that in 2007 the County ranked 49th out of 72 counties for capturing tourist dollars suggests that this industry could be developed further. In 2007 tourism brought in \$59,638,923 dollars to the county. In comparison with other lake orientated counties (Oneida, \$210 million (16th), Vilas, \$257 million (10th), or regionally with Douglas, \$126 million (28th), Bayfield, \$128 million (27th), or Polk, \$75 million (41st), Burnett County has opportunity to capitalize on an underdeveloped market sector. The 2003 study found that secondary homeowners in Burnett County drive the tourism industry. This contrasts with housing trends where secondary homeowners are converting those properties to primary residences, thereby impacting the tourism related market. Although those new permanent residences still require services, they tend to demand services from different market segments.

2003 Tourism Study

The study identified four primary strategies to develop tourism as an economic driver:

1. Create a forum for tourism organizations and businesses to meet, plan and implement tourism activities.
2. Increase promotional activities by marketing tourism county-wide and to local businesses.
3. Identify and obtain new funding to promote and develop the market.
4. Increase visibility and communication to leverage investment.

The four issues and action plans were a result of a diverse group of tourism stakeholders strategically planning for their industry. The strategic planning completed in 2003 is important but is of little value if not implemented. Portions of the study recommendations have been acted on but there is not a comprehensive strategy at the county level to manage this market. The study concludes by stating ‘ultimately the effectiveness of this plan is up to the tourism industry stakeholders and their willingness to implement it’. Burnett County’s role in this process is not clearly defined, and needs to be. **Elected officials and organizations that depend on tourism need to work together to understand the benefits and impact of tourism and to cooperatively provide a strategic direction for tourism planning, promotion, and infrastructure development.**

The UW-Extension’s Center for Community Economic Development and the Wisconsin Department of Tourism offers numerous programs on market research and promotion that are helpful to communities working to create a tourism economy. The Department of Tourism also offers several grants to assist communities in developing their tourism base. The Burnett County Economic Development Association should evaluate the use of the services offered through these agencies to develop a variety of strategies to fully capitalize on tourism-related economic development opportunities. Some potential steps include:

- ♦ Conducting market research to better understand the tourism market potential, current purchasing behaviors and preferences, and the strengths within that market.
- ♦ Developing a marketing plan with specifics on community upgrades/improvements, branding of tourism opportunities, development of attractions/events, business recruitment, and organizational responsibilities;
- ♦ Coordinating the marketing plan with other local plans;
- ♦ Coordinating among municipalities to identify niche markets in the different communities;
- ♦ Raise the profile of the county through advertising through website applications and multi-media advertising.

Developing Rural Entrepreneurship

Small business entrepreneurship can benefit rural communities in a number of ways: by creating a diversity of job opportunities, reducing economic dependency on non-local corporations, and providing locations for residents to shop and spend money in their home community. Successful economic development programs in rural areas often require creativity and partnerships among potential business owners and policy-makers alike. Creating an environment that supports rural entrepreneurship requires aggressive work-force and entrepreneurial

Creating Opportunity

Successfully fostering entrepreneurialism also involves capitalizing on a community’s competitive advantages. Up-front market research to identify these opportunities should be completed to identify strategic market niches which can then lead to focused marketing and investment strategy. The idea is to find creative and entrepreneurial ideas that have direct impact on the health of the local and regional economy. The UW Extension’s Center for Community Economic Development provides assistance with this type of market analysis.

training programs; improved technology to connect rural areas to urban markets; quality education; and quality public services such as police, fire and EMS. Survey results completed as part of the planning process also found that natural amenities factor into the location decisions of entrepreneurs, which should be to Burnett County's advantage. Existing broadband infrastructure, or lack thereof in many parts of the county, will need to be a primary focus to help stimulate rural development opportunity.

Home-Based Businesses

Home-based businesses and professional services are particularly appropriate in rural areas depending on the type and intensity of use. Two major trends continue to influence how and where work is done, including the use of the internet and restructuring of the corporate workforce to allow for remote access to private networks. Infrastructure, specifically broadband technology and high-speed internet access can be a limitation for the development of home-based businesses. The current infrastructure in many parts of Burnett County does not support the latest technology. The difficulty of installing sufficient telephone lines, the availability of three-phase power, and the frequency of electric power outages can also be significant problems. Load limits on local roads can also be limiting for contractors with heavy equipment and for truck deliveries.

The idea of supporting home-based businesses is worthy as it can help to grow local jobs. Some of those businesses that started at home may move into a commercial or industrial area as they expand. Marketing for home-based businesses will be important for long-term economic growth and stability in the county as well. Home-based businesses that involve internet access are common and will increase in Burnett County where large numbers of residents are traveling outside of the County for work.

To support the strategy, the county intends to examine how its current zoning regulations affect the operation of home businesses and services. Any future revisions to these regulations should consider the following issues:

1. How "home occupations" or "home businesses" are defined in the ordinance.
2. Whether there is a need to differentiate the types of home occupations based on their activities or intensity (e.g., type and amount of traffic generated). Some counties have established different home-based business regulations in different zoning districts, particularly between agriculture and residential zoning districts, or different standards based on how many outside employees the business has, for example.
3. What standards to use in regulating home-based businesses. These standards could include required licensing and inspections. They may also include limits on operating hours, number of employees, number of vehicles owned and used by the business, number, type and hours of delivery, and the type of equipment and operation nuisances permitted.

Revitalization and Redevelopment

Burnett County supports local community revitalization and redevelopment efforts. The county can access expertise (through UW-Extension and the Wisconsin Main Street Program as an example) to help develop site analysis and priorities of aging commercial and industrial areas or brownfield sites for productive economic use. Careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required to successfully redevelop downtowns. Typically, a comprehensive and successful redevelopment planning and implementation process includes:

- ♦ Evaluating the area's condition including size, visibility, views, access, building quality, existing use viability, adjacent land uses, topographic or environmental constraints, brownfields, and existing infrastructure and amenities.
- ♦ Conducting a regional and local economic opportunities analysis to focus on the area's location, amenities, and business mix, as well as the assessment of the regional factors such as economics, transportation patterns and intergovernmental relationships.
- ♦ Identifying goals and objectives for the site through cooperative efforts with the private property owners and other key stakeholders. This step also typically identifies and prioritizes redevelopment sites within the planning area.
- ♦ Conducting a market assessment for the redevelopment site to determine the role of the site within the marketplace, provide demographic trade area information to assist in the solicitation of potential developers or site users, and identify the range of specific issues and challenges to site redevelopment.
- ♦ Preparing a redevelopment strategy and district concept plan map that identifies the highest and best land uses, site characteristics, design approaches, and implementation strategies for the area, with particular attention to priority redevelopment sites.
- ♦ Aggressively pursuing implementation through techniques such as adoption of a statutory redevelopment plan; establishment of a redevelopment TIF district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.

Site Design Considerations for Commercial Uses

Economic development should not only be focused on job creation, but also on ensuring that new business, office or manufacturing facilities are designed in a way that complements community character, increases tax base, and ensures lasting quality. The site enhancements should address the following:

- ♦ High quality signage and landscaping treatments
- ♦ Parking in rear or sides of buildings
- ♦ Interconnected parking lots for on-site traffic movement
- ♦ High quality building materials
- ♦ Visually appealing buildings and facades
- ♦ Variations in building heights and roof lines

Regional Economic Recovery

The years 2008 and 2009 have seen near unprecedented job loss and financial system failures. In this time of financial crisis and uncertainty people around the country are asking:

- ♦ How do we deal with the shortage of credit for public bonds, support to the operations of industry and commerce, and durable product purchases by consumers in our region?
- ♦ What can we do in our region to restore the market for major real estate development projects ahead of other regions?
- ♦ How do we fund urgent infrastructure improvement? ✓
- ♦ How can we develop new enterprises and jobs and at the same time minimize local business bankruptcy and major unemployment?
- ♦ How can programs for sustainable development, ecosystem restoration, reduction of climate change emissions, and other imperatives support regional economic recovery?

Although the stimulus package and other national recovery programs have been released, it will take time for financial support to come to cities and counties over 2009 and 2010. Developing regional and local responses is essential to avoiding severe hardship and renewing economic development. It is a vital step toward restoring confidence and a sense of control in an economy in turmoil.

The jobless recovery now occurring in the U.S. demands that every dollar of Federal Stimulus funding (ARRA) that Burnett County gains should be leveraged to increase the results in business formation. Some potential economic and financial strategies are focused on creating a more sustainable and competitive regional economy. For instance, initiatives to increase the efficiency of resource use, especially energy, are a means of cutting costs for all sectors. Installation of renewable energy technologies and development of ventures creates new jobs. Bioenergy from locally available biomass makes your region more self-sufficient.

Burnett County can support regional organizations and their stakeholders in designing solutions for the short to long term. The County can guide a process involving:

1. **A regional economic summit:** Utilize participatory workshops and working conferences bringing regional leaders and financial people together to design solutions, with support from the Regional Planning Commission and other experts. This is a priority issue and should be implemented as soon as possible;
2. **Expertise:** Team with authorities on conventional and proven alternative strategies for financing regional sustainable development;
3. **Web-based interaction:** Use online tools for collaborative innovation, knowledge management, and access to regional and local solutions.

This process for regional economic renewal emphasizes design and innovation to respond to the unique crisis we are in. The response must be based on the knowledge and experience of regional leaders, not economic development theories developed for another time and place. At the same time, there are many proven programs and institutions that local leaders can draw upon to build community and regional wealth. These include innovations in such areas as eco-industrial development, Smart Growth, community wealth building, and sustainable development double-bottom line funds (double-bottomline funds: risk-adjusted market returns in conjunction with

measurable jobs, wealth, and community revitalization in low-income areas).

What sort of solutions might emerge from a regional economic and financial summit and the associated innovation process over time depend on the focus of the region, but may include:

- ♦ Development of a green ventures and jobs program to increase regional self-sufficiency in energy and materials such as municipal utility districts that own and manage distributed energy sources;
- ♦ A regional micro-lending program;
- ♦ Build-own-operate business models wherein the technology provider raises financing and maintains the renewable energy system;
- ♦ Formation of a regional sustainable investment fund for venture and real estate development;
- ♦ A community garden and greenhouse program to increase local food production, with biomass-fed energy boilers heating the greenhouses;
- ♦ A community currency system that enables trading of goods and services;
- ♦ A structure for sharing underutilized assets among counties, cities and towns, such as cars, vans, and trucks from public motor pools.

These are just a few options from a very large menu of solutions local and regional leaders have access to. Burnett County stakeholders will need to design the right mix of their own innovations and established ideas that work for the region at this point in time. The desired outcome is a whole system solution that plans short-term recovery in the context of a strategy for long-term sustainability.

6.6 Economic Development Goals and Objectives

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

Goal ED 1: Maintain and enhance opportunities for resource based industries dependent on rural lands and provide opportunity for compatible economic growth and development

Objectives:

- A. Encourage resource based industries including agriculture, forestry, and tourism which are consistent with the goals of this plan.
- B. Protect agricultural lands by enforcement of agricultural zoning Management Areas.
- C. Establish the value of existing and potential agricultural land and help preserve them through the development of an agricultural “Transfer of Development Rights” (TDR) and/or “Purchase of Development Rights” (PDR) program managed by the County. These shall be supported by a priority system, a revenue mechanism, and an information/education program.

- D. Discourage any type of development, not agriculturally related, on prime agricultural soils identified in the TDR/PDR program.
- E. Encourage continuation of the family farm.
- F. Encourage creative, unique and niche forms of agriculture.
- G. Support programs that coordinate the selling of local products within local establishments.
- H. Support programs that provide opportunities for farmers to network to increase the potential to share knowledge, resources, and equipment.

Goal ED 2: Attract, retain, and expand quality businesses and industries that will improve the employment and personal income base of the County.

Objectives:

- A. Encourage long term business investments that generate net fiscal benefits to the County, protect environmental quality, and provide increase to net personal income.
- B. Support incentives to those businesses of all sizes which demonstrate a commitment to protecting the environment and enhancing the County's quality of life.
- C. Promote economic opportunity for all residents, including unemployed, underemployed, and special needs populations.
- D. Encourage diversified economic development to achieve and maintain a balanced tax base.
- E. Support agriculture, forestry, manufacturing, tourism, and related support services as strong components of the local economy.
- F. Support the further development of an ecological tourism (ecotourism) industry in the county and region to build environmental and cultural awareness, and benefit the local economy.
- G. Support the further development of an agricultural tourism (agri-tourism) industry in the county and region to build awareness of the importance of agriculture to the County, an understanding of operations, and benefit the local economy.
- H. Support the increase of businesses that serve the aging and retirement population.
- I. Encourage the growth of business clusters based on similar or complementary industries.
- J. Promote business retention, expansion, and recruitment efforts that are consistent with the county's comprehensive plan.
- K. Support existing businesses by establishing public-private partnerships.
- L. Support the pursuit of local, state and federal funding and assistance that will help local businesses become more competitive.
- M. Distinguish and promote features unique to the county in order to compete and complement the region.

Goal ED 3: Help provide sufficient commercial and industrial lands adjacent to public facilities and transportation services that are cost effective and environmentally compatible.

Objectives:

- A. Encourage appropriate re-use and development of older buildings.
- B. Designate sites for industrial and commercial use that will be accessible from roadways of arterial class or higher, potentially served with utilities, and free of major environmental constraints.
- C. In cooperation with local jurisdictions, maintain an adequate supply of industrial and commercial lands with a suitable mix of light and heavy industry, retail service and institutional use within designated growth areas in proximity to transportation services.
- D. Encourage infrastructure development and services necessary to serve new development.

Goal ED 4: Support the organizational growth of economic development programs in the county and region.

Objectives:

- A. Increase cooperation between counties regarding comprehensive planning and economic development issues.
- B. Support the regional efforts of the International Trade, Business and Economic Development Council (ITBEC) for Northwest Wisconsin and the Northwest Wisconsin Regional Planning Commission.
- C. Support the efforts of the Burnett County Development Association, community development organizations, and local chambers of commerce.
- D. Promote dialogue and continue to strengthen relationships between the county and local businesses.
- E. Support programs that provide business networking opportunities to increase business collaboration, shared resources, and to identify needs and opportunities.

Goal ED 5: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.

Objectives:

- A. Work to maintain an effective and efficient government to reduce the tax burden.
- B. Improve economic development opportunities along highway corridors.
- C. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the local communities, Burnett County, and the region.
- D. Monitor the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the county's comprehensive plan.
- E. Attract and support the development of world class communication systems.

Goal ED 6: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Objectives:

- A. Support local employment of area citizens, especially efforts that create opportunities for local young adults.
- B. Support home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the area.
- C. Support area school districts, technical colleges, universities, and other non-profit agencies that promote workforce development.
- D. Provide a continuum of educational opportunities responsive to the needs of the County work place.
- E. Encourage greater interaction between the county schools and businesses in order to better coordinate the required education and skills.
- F. Promote and encourage community development that creates and enhances vibrant neighborhoods, and shopping, entertainment and recreational opportunities that will attract and retain younger families and employers.
- G. Support intergovernmental efforts to develop a local technical school.

6.7 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

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

Goal ED 1: Maintain and enhance opportunities for resource based industries dependent on rural lands and provide opportunity for compatible economic growth and development

Policies and Recommendations

1. Agriculture shall be supported as a vital component of the county's economic base.

2. Forestry shall be supported as a vital component of the county's economic base.
3. Tourism shall be supported as a vital component of the county's economic base.

Goal ED 2: Attract, retain, and expand quality businesses and industries that will improve the employment and personal income base of the County.

Policies and Recommendations

1. Manufacturing should be supported as a vital component of the county's economic base.
2. Future economic development should include businesses that produce goods and services within the county but are sold primarily to outside markets.
3. The county should support existing business expansion and retention efforts and new business development efforts that are consistent with the comprehensive plan.
4. When evaluating substantial development proposals, Burnett County should consider market interactions with the existing local and regional economy and potential facilities impacts to providing community services. The depth of analysis required by the county will be appropriate for the intensity of the proposed development.
5. Coordinate regularly with the Northwest Wisconsin Regional Planning Commission to evaluate economic development related grants, programs, and tax incentives for their applicability to the county and its communities.
6. Economic development programs and incentives should focus on development and businesses that include higher quality buildings and facilities, as well as, provide greater job opportunities with relatively high wages.
7. The retention and expansion of existing businesses should be supported through facility improvements and the implementation of increased technology.

Goal ED 3: Help provide sufficient commercial and industrial lands adjacent to public facilities and transportation services that are cost effective and environmentally compatible.

Policies and Recommendations

1. Commercial development should be steered to areas consistent with the local Future Land Use Plan Maps and associated recommendations.
2. Highway corridor development shall be directed to designate planned commercial areas and address building signage, lighting, service and land use standards.
3. Ensure that there is an adequate supply of serviceable commercial and industrial land located close to adequate transportation services.

4. Future economic development should be located in and/or directed toward areas within which adequate public facilities and services already exist, are programmed for expansion, or will be provided concurrent with development.
5. Industrial development should be steered to villages capable of providing sewer and water services.
6. The development of industrial areas will be preceded by a site development and long term industrial plan for the community. Public involvement will be required during the formation of any such plans.

Goal ED 4: Support the organizational growth of economic development programs in the county and region.

Policies and Recommendations

1. Continue to work with the Burnett County Development Association as a resource to achieve county and local economic development goals and objectives.
2. Determine a clear purpose and scope for the Burnett County Development Association. Require annual evaluation of goals and re-assessment of its purpose if necessary.
3. Continue working with the Northwest Wisconsin Regional Planning Commission on the regional revolving loan fund program which can be used to provide financial incentives to businesses. Capitalize the program with Tax Increment Financing allocations where applicable, money generated from federal or state programs, and/or public private partnerships.

Goal ED 5: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.

Policies and Recommendations

1. See Policies and Recommendations within Section 3: *Transportation* and 4: *Utilities and Community Facilities*.

Goal ED 6: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Policies and Recommendations

1. Encourage industries that provide educational and training programs and those that provide family- and high-wage employment. Maintain and expand public, private, and partnership programs that will provide skilled workers for higher paying jobs.

2. The county will encourage economic development through public-private partnerships that are beneficial to the sustainability of the county and its communities and consistent with the comprehensive plan.
3. The development of economic area plans will be encouraged within the planning period, for example; downtown redevelopment plans, highway commercial corridor plans, etc.
4. Encourage the development of village downtown steering committees made up of merchants, bankers, public officials, chamber of commerce, and civic groups, whose purpose is to develop a shared vision for the downtown, and provide leadership in the downtown revitalization effort.

7. Intergovernmental Cooperation

For an analysis of existing intergovernmental relationships, an inventory of existing intergovernmental agreements, and anticipated intergovernmental trends in Burnett County and its communities, please refer to Chapter 7 of the *Inventory and Trends Report*.

7.1 Intergovernmental Cooperation Plan

Burnett County's plan for intergovernmental cooperation is to provide leadership to ongoing intergovernmental cooperation efforts, to maintain the momentum built during comprehensive planning by keeping land use planning and implementation issues in an intergovernmental setting, and to tackle the tough issues of providing services in the face of shrinking budgets by employing creative intergovernmental approaches. Burnett County has a long history of intergovernmental cooperation, and that relationship has been enhanced through the cooperation

Intergovernmental Cooperation Recommendations Summary

- ♦ Support local community efforts on ongoing discussions to cooperate and resolve conflicts, including potential land use and boundary agreements.
- ♦ Continue to coordinate and share plans with adjacent communities and overlapping jurisdictions to match land use plans and coordinate policies along municipal boundaries to promote consistency and minimize potential conflicts.
- ♦ Continue cooperative planning efforts with towns, cities, villages, districts, associations, agencies, and service providers to leverage input and ownership of results.
- ♦ Invite affected communities in, or adjacent to, Burnett County to any future meetings in which amendments or updates to the comprehensive plan are made or discussed.
- ♦ Amend the Future Land Use Map (Map 8-1) of the Burnett County Comprehensive Plan in coordination with the local Town Map amendment.

experienced in the multi-jurisdictional planning process. The importance of intergovernmental cooperation in Burnett County is evidenced by the fact that it is folded into nearly every other element of the county comprehensive plan. Many of the highlights provided in this element reference other portions of this plan where more detail can be found. Burnett County will implement its plan for intergovernmental cooperation by considering and pursuing opportunities for sharing of resources, joint purchasing, and service consolidation. Accomplishing many of the county's planning goals will be facilitated by maintaining the County Comprehensive Planning Committee as an active forum for the discussion and exploration of intergovernmental conflicts and opportunities.

7.2 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the *Inventory and Trends Report*.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the county as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Provide leadership in developing plan implementation ordinances and other tools	Burnett County Local Communities
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Burnett County Local Communities
♦ Utilize a coordinated process to update and amend the comprehensive plan	Burnett County Local Communities
♦ Work with the school districts to provide growth projections, plan for future needs, and assist with siting new facilities	Burnett County Local School Districts
♦ Pursue opportunities for consolidation of police services and emergency dispatch	Burnett County Villages
♦ Pursue intergovernmental cost saving opportunities through bulk purchasing, shared services, consolidations, etc.	Burnett County Local Communities
♦ Pursue intergovernmental cost saving opportunities by working with communities on such items as road maintenance, park maintenance, and recreational services	Burnett County Local Communities
♦ Reduce conflict over boundary issues through cooperative planning	Burnett County Local Communities
♦ Provide leadership to the development of programs (like PDR) for the preservation of agricultural lands, natural resources, and cultural resources	Burnett County Local Communities State of Wisconsin (DATCP)

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Annexation conflicts between the villages and the adjacent towns	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings</p> <p>Continued meetings of the County Comprehensive Planning Committee with representation from every Burnett County community.</p>
♦ Concern over too much intervention by Burnett County and the state relative to local control of land use issues.	<p>Adoption of local comprehensive plans</p> <p>The “Sideboard Approach” component of the county comprehensive plan</p> <p>Maintain communication between Burnett County and towns on land use issues</p> <p>Provide ample opportunities for public involvement during ordinance and other implementation tool development efforts</p>
♦ Siting of large livestock farms near incorporated areas or rural sanitary districts	<p>Towns to consider establishing an Agriculture/Urban Interface area that prevents new farms over 500 animal units from locating within one half mile of incorporated areas and sanitary districts</p> <p>Burnett County to administer ACTP51 zoning and performance standards for livestock operations over 500 animal units</p>
♦ Concern over the ability or willingness of Burnett County to implement the recommendations of town plans	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Continued meetings of the County Comprehensive Planning Committee with representation from every Burnett County community</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land</p>

Potential Conflict	Process to Resolve
♦ Vastly different zoning and land division regulations from one town to the next	division ordinances
	The “Sideboard Approach” component of the county comprehensive plan
	After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas of the county	Continued meetings of the County Comprehensive Planning Committee with representation from every Burnett County community
	Establishment of joint community Plan Commission meetings to address common issues
	Continued meetings of the County Comprehensive Planning Committee with representation from every Burnett County community
♦ Development or land use that threatens groundwater quality in municipal well recharge areas	County leadership in the process of creating local site and design review standards
	Cooperative planning and implementation of wellhead protection areas
♦ Construction of buildings or other improvements in areas planned for future parks, street extensions, or other public infrastructure	Distribution of plans and plan amendments to adjacent and overlapping governments
	Continued meetings of the County Comprehensive Planning Committee with representation from every Burnett County community
	Cooperative implementation of Area Development Planning
♦ Increasing cost of providing services and amenities that benefit the surrounding region	Continued meetings of the County Comprehensive Planning Committee with representation from every Burnett County community
	Cooperative planning for county and local economic development efforts – bring more money into Burnett County

7.3 Key Planning Process Results

The multi-jurisdictional comprehensive planning process was intentionally designed to foster opportunities for intergovernmental coordination and to challenge communities to improve their relationships with neighboring units of government. The regional cluster meeting forum used to

develop the community comprehensive plans served to facilitate intergovernmental discussion. Communities met with their neighbors along each step of the planning process, and a portion of the cluster meeting timeline was dedicated solely to intergovernmental issues. Communities met with their neighbors to discuss intergovernmental conflicts and opportunities and to attempt to “edge-match” their plans for future land use. Communities explored the potential for intergovernmental cooperation in the following general areas.

- ♦ Shared services
- ♦ Joint purchasing
- ♦ Coordinated regulations
- ♦ Coordinated boundaries
- ♦ Cooperative agreements
- ♦ Communication
- ♦ Conflict resolution

The key intergovernmental conflicts and opportunities identified and addressed in the county and local comprehensive plans include coordinated planning for land use along community boundaries, coordinated planning for utility and community facility improvements, coordinated planning for the timing and density of development necessary to facilitate cost effective utility extension, and coordinated land use decision making between the county and towns. It is recommended that the County Comprehensive Planning Committee remains active and continues to provide a forum for further discussion of such issues.

Planning for Land Use along Community Boundaries

The comprehensive planning process was designed to provide opportunities for communities to plan for future land use in a way that prevents conflicts along community boundaries. The Burnett County Future Land Use Map (Map 8-1) is a consolidation of each locally adopted future land use map. Overall, a great deal of compatibility along community boundaries has been achieved, but there are places where the potential for conflict remains. Section 8.5 of the *Land Use* element provides a detailed analysis of unresolved future land use conflicts along community boundaries. This plan advocates for continued discussion between communities in order to resolve these situations. Reaching a mutually agreed upon future land use pattern provides the most certainty to both communities and potential developers, minimizes costly land use disputes, and provides better direction for related county land use decisions.

Over time, a community may have a change in land use or related policy in response to local community desires, new development proposals, or otherwise changing conditions. This plan provides a framework for addressing existing and potential differences that may arise over time, as well as how the plan amendment process will be managed. Section 9.6 of the *Implementation* element covers this process in detail.

Coordinated Planning for Utility and Community Facility Improvements

The comprehensive planning process was designed to help communities identify their short-term and long-term needs for utility and community facility improvements. As growth takes place, as existing infrastructure deteriorates, and as the demand for expanded services and utilities

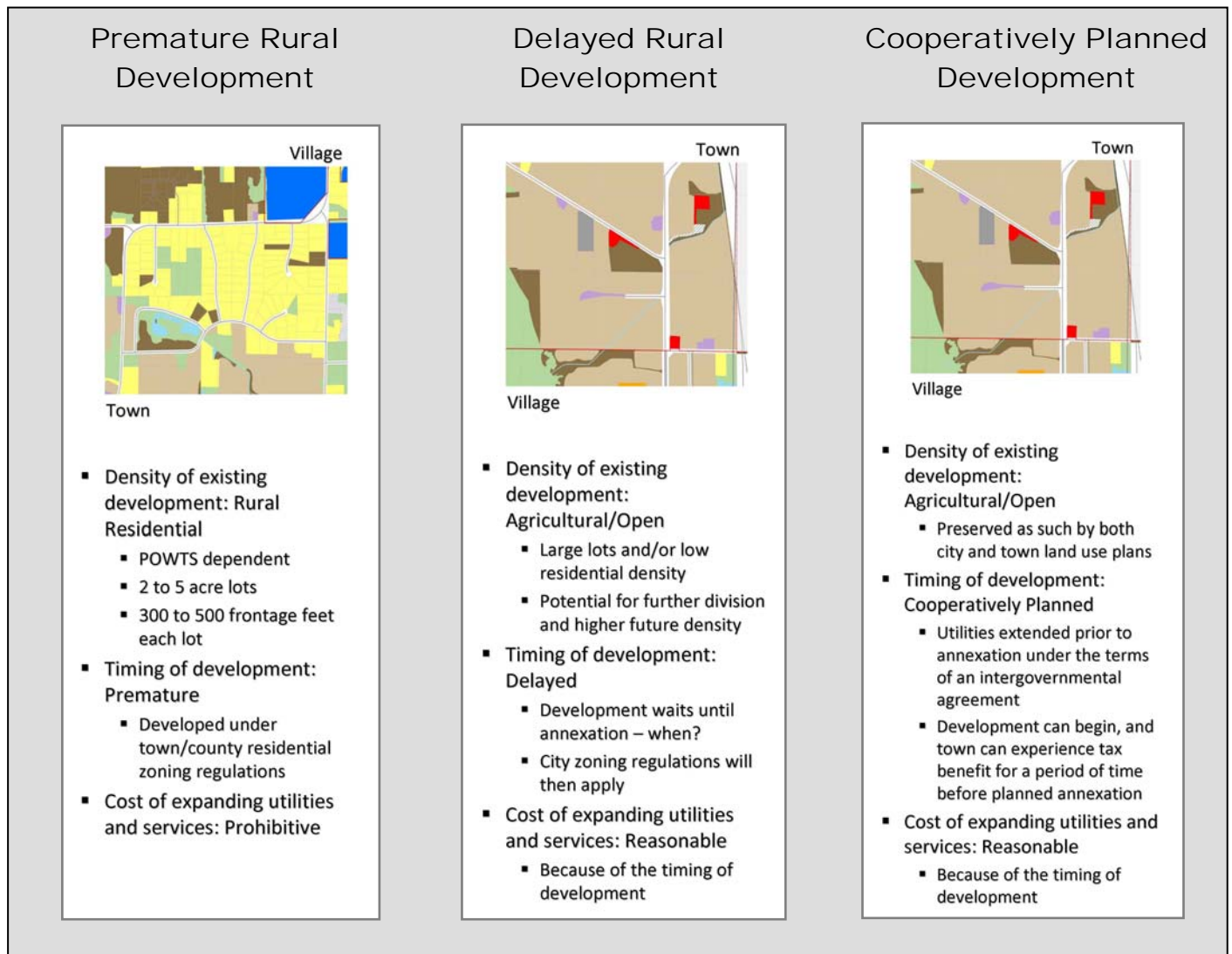
increases, intergovernmental options will become increasingly important as a means to manage cost. Section 4.3 of the *Utilities and Community Facilities* element provides a compilation of planned utility and community facility improvement projects. This analysis can be used as a starting point to help identify and implement cost saving opportunities as communities move forward with capital expenditures. Opportunities for joint purchasing, consolidation of services, and sharing of resources should be further explored. This plan advocates for the continued, detailed planning of county and local capital improvements so that intergovernmental opportunities are more readily apparent. Burnett County and its communities already make extensive use of shared service agreements. This plan advocates for the continuation of this practice, for the ongoing improvement of service agreements, and for the documentation of unwritten agreements.

Development Scenarios for the Cost Effective Extension of Utilities

There is an important link between land use and the extension of public utilities. Cost is the connection. Several of Burnett County's villages have identified the potential to grow beyond their existing boundaries over the course of the planning period. Two towns have also indicated the desire to potentially extend public sewer service into their communities. These communities will need to carefully consider the interactions between the timing and density of development and the cost of extending public utilities to serve existing and planned future development. If the timing and density of development are not well planned, then the cost of providing utilities may be prohibitive.

The scenarios in Figure 7-1 provide examples of potential extraterritorial growth and utility extension situations.

Figure 7-1
Density and Timing of Development Scenarios



A high density of development is needed to cost effectively support the use of public utilities. As a basic example, more users of sewer and water can divide the cost of providing and maintaining the related infrastructure if they have smaller lots. For a block 1,000 feet long, ten utility users can divide the cost on lots with 100 frontage feet, versus only three users on lots with 300 frontage feet. In order to achieve the desired density, a low density must be preserved prior to the extension of service. The goal is to preserve existing tracts that are large enough to be further subdivided to provide the desired density. Road and utility extensions are planned concurrently with development, and the cost of extending the utilities can be paid by the subdivider. The problem comes where a medium density of development has already occurred with no opportunity to further subdivide for additional density. In this case, the cost will be

higher because there is less economy of scale, and the individual property owners are the ones that will carry the cost burden.

Coordinated Land Use Decision Making Between County and Towns

One of the ongoing challenges in any Wisconsin county is to maintain a positive relationship between the county and the towns, especially with regard to land use decision making. In Burnett County, this relationship is generally positive, but comprehensive planning provides a whole new set of questions and challenges. This is exactly why the multi-jurisdictional process was designed as a locally driven process. Burnett County's priority is to maintain a constructive relationship with its towns and to provide land use planning and implementation services that are of value to its towns.

This plan advocates for a coordinated process of land use decision making between Burnett County and its towns. This coordinated process is intended to share the responsibility for discretionary land use decision making (e.g., rezone requests, conditional use requests, subdivision requests, etc.) between Burnett County and the affected town. The county's recommended approach has been named the "Sideboard Approach" and is detailed in Section 9.5 of the *Implementation* element.

7.4 Intergovernmental Cooperation Goals and Objectives

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

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

Objectives:

- A. Reduce the cost and enhance the provision of coordinated or consolidated public services and facilities with other units of government including the St. Croix Tribe.
- B. Continue the use of joint purchasing and shared service arrangements with other units of governments to lower the unit cost of materials and supplies for such things including, but not limited to, office supplies, roadwork supplies, vehicles, equipment, professional services, and insurance.

Goal IC 2: Foster the growth of mutually beneficial intergovernmental relations between local units of government within and outside of Burnett County.

Objectives:

- A. Provide leadership for community cooperation efforts in the comprehensive plan development, adoption, and implementation processes.
-

- B. Encourage and facilitate the use of cooperative agreements between municipalities for such things including but not limited to annexation, expansion of public facilities, sharing of services and property, and land use regulation.

7.5 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

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

Policies and Recommendations

1. The county shall provide leadership to the process of local and county plan implementation through necessary staff, staff expertise, financing and technology.
2. The county shall work to maintain ongoing communication and positive relationships with its communities, school districts, sanitary districts, neighboring counties and communities, and state and federal agencies.
3. Transportation issues under the jurisdiction of the Burnett County Highway Department shall be jointly discussed and evaluated with the affected communities and if necessary, with the Wisconsin Department of Transportation.
4. Educational efforts regarding planning, land use regulation, implementation, or natural resource management should be discussed as multi-jurisdictional efforts between the county and local communities.
5. County facilities that have available capacity shall be considered for joint use with other units of government or community organizations.
6. The county shall consider intergovernmental and other cooperative options before establishing, reinstating, expanding, constructing or rehabilitating community facilities, utilities or services.

7. The county shall support the consolidation or shared provision of public services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized.
8. Annually review intergovernmental agreements for their effectiveness and efficiency.
9. Maintain the County Comprehensive Planning Committee (CPC) as an active body for exploring intergovernmental plan implementation solutions and resolving intergovernmental conflicts. Convene a meeting of the CPC at least annually.
10. Continue cooperative planning efforts with surrounding towns, villages, districts, associations, service providers and the county.
11. A multi-jurisdictional planning effort will be considered when the comprehensive plan is updated.
12. The county will annually evaluate the cost effectiveness of contracted services or agreements.
13. Before the purchase of new county facilities or equipment or the re-instatement of service agreements, the county will pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions.
14. Opportunities for sharing county staff and services, or contracting out existing staff availability that increase efficiency and cost effectiveness will be explored should the opportunity arise.
15. Any and all intergovernmental agreements or arrangements shall be in writing, and the statutory authority for such agreements will be identified.

Goal IC 2: Foster the growth of mutually beneficial intergovernmental relations between local units of government within and outside of Burnett County.

Policies and Recommendations

1. The county shall provide leadership to the process of matching local land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.
2. The county shall encourage cooperative boundary plans between villages and neighboring towns in compliance with Wis. Stats. 66.0307 within the planning period.
3. The county will encourage cooperative implementation of comprehensive plan policies and recommendations with all levels of government in Burnett County.

8. Land Use

This chapter of the comprehensive plan provides Burnett County's plan for preferred future land use. This includes a discussion of key land use planning and implementation tools, an analysis of potential land use conflicts, identification of redevelopment opportunities, and designation of "Smart Growth" areas. For further detail on existing land use, existing development patterns, existing land management programs, and land supply, demand, and other trends please refer to Chapter 8 of the *Inventory and Trends Report*.

8.1 Future Land Use Plan

The future land use plan is one of the central components of the comprehensive plan that can be used as a guide by county and local officials when considering development and redevelopment proposals. When considering the role of the future land use plan in decision making, it is important to keep the following characteristics in mind.

- ♦ A land use plan is an expression of a preferred or ideal future – a vision for the future of the county.
- ♦ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time through revisions of associated policy.
- ♦ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ♦ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be

Coordinated Decisions

The process of planning must be rooted in the understanding of how land use regulations, private market forces, ownership patterns, resource management programs, and community values all contribute to the character of Burnett County as it is known today. Community leaders need to base decisions on factual footing, and understanding of the relationship dynamics between market and regulatory forces to help the county make wiser choices.

Change will happen, and the result will in large part be shaped by incremental decisions made by county leadership. Making coordinated decisions across jurisdictions is critical. Changes from the county's existing land use pattern to realize the planned land use pattern may occur if and when private property owners make requests for rezoning, land divisions, conditional use permits, or other development approvals. How those changes are managed will be the differentiator in goal attainment.

amended when a situation arises that was not anticipated during the initial plan development process.

- ♦ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

One of the primary indicators that a plan will be successful in shaping the future is when all parties involved agree that trends and market forces anticipated to drive growth are indeed worthy of the management and regulatory strategy(ies) necessary to address them. As with the rest of the comprehensive plan, Burnett County's plan for future land use is a locally driven plan.

Land Use Recommendations Summary

- ♦ Development proposals need to meet the intent of the respective Future Land Use Management Area on the Future Land Use Map as described in the Land Use element of the comprehensive plan.
- ♦ New development shall be sited in accordance with county subdivision policy and zoning regulations (where they exist) and be coordinated to benefit from existing utilities and service facilities.
- ♦ Modify the County Subdivision Regulations and Zoning Ordinance by incorporating density management regulation in accordance with plan recommendations.
- ♦ Add cluster development options to the Subdivision Ordinance and consider allowing density bonuses to landowners who divide land in accordance with plan recommendations.
- ♦ Coordinate land use, density, development site design, infrastructure utilization, and development review surrounding villages and hamlet areas. It is also recommended that affected communities and towns meet jointly to coordinate and designate the buffer planning area.
- ♦ Utilize the Future Land Use Maps and other plan recommendations to help modify the county Zoning Ordinance.
- ♦ Based on the local comprehensive plans and public input, this plan advocates for the establishment of improved site plan and design review standards and processes.

This translates very directly to the county map of future land use, as it is simply the compilation of each of the local maps of future land use. The primary components of the future land use plan include the Future Land Use Map (Map 8-1) and the Future Land Use Management Areas

(which are detailed in section 8.2). These components work together with the *Implementation* element to provide policy guidance for decision makers in the county.

This relationship between the county and local plans is most important from a practical standpoint when it comes to towns. Burnett County has zoning and land division jurisdiction over the unincorporated areas of the county, so each town's plan for future land use has a very direct link to the county plan and to land use implementation tools. Despite the potential for infinite variety, there are some recognizable patterns in looking from the countywide scale at the assemblage of town future land use maps. However, the full intent of the future land use map can only be derived by looking at both the local plans and the county plan. The following discussion describes some of the overall themes and patterns. The primary source of intent is the local plan.

Town Patterns of Future Land Use

Public Resource (PR) has been mapped in areas where land is publicly owned, the vast majority of which contains either forest or wetlands.

Agriculture (A) has been mapped in areas where the long term viability of the agricultural industry and supporting land base are of highest priority. The (A) areas are generally located and mapped by towns in the southern portion of the county which generally follows the prime agricultural soils and existing production areas. The intent of the (A) management areas is to favor a wide variety of agricultural operations, potentially including large operations. The long term viability of agriculture will be supported in these areas by managing residential development to very low overall densities, by establishing minimum and maximum lot sizes that reduce residential land consumption, and by encouraging the use of tools like site planning and conservation land division design. Areas included in (A) might form the basis for "Agricultural Enterprise Areas" (AEAs) for maximizing state tax credits through the Wisconsin Working Lands Initiative (WLI) Program, and would potentially represent prime candidates to take advantage of potential Purchase of Development Rights (PDR) or Purchase of Agricultural Conservation Easement (PACE) benefits associated with those programs.

Forest Residential and Recreation (FRR) has been mapped in areas where lower density residential uses are interdispersed within larger forested tracts where the long term viability of the forestry industry, outdoor recreation, and the supporting land base are of highest priority. The most expansive and interconnected areas of FRR are found adjacent to large publicly owned forests. More isolated, but also extensive planning of FRR is also found throughout the county. Areas included in FRR would potentially represent prime candidates for a purchase of development rights program.

Rural Residential (RR) has been mapped to recognize existing and planned concentrations of residential development. Residential will be the primary developed use in these areas, but the area will be at a relatively lower density which will help maintain rural character. Several towns planned for this management area, with the Town of Siren desiring a much higher density than the county.

Shoreland Residential (SR) has been mapped to areas adjacent to lakes, rivers, and streams where existing development is concentrated or is planned, however not all shorelines are mapped as SR. Shorelines in Burnett County are historically prone to development pressure, and many of the shorelands are significantly developed with both full-time and seasonal residents. Further residential development is regulated by the lakes and rivers classification system and accompanying shoreland ordinances. The planning process used setback and distance reference by placing 300' buffer (the area in which a majority of developed uses will be located) and 1,000' (the area regulated by shoreland zoning) to allow local planners the ability to see what type of proposed management of long term uses would correlate with the existing development pattern and regulatory mechanisms. The setback and distance references were only used as a planning tool and some communities chose to leave the information on the future land use maps, while others did not.

General Commercial (GC), Industrial (I) and Rural Mixed Use/Hamlet (RMU) have been mapped in areas where existing and planned concentrations of commercial, light industrial or mixed development are found. GC and I are planned mainly along major highway corridors, but is also found in some isolated locations to recognize existing businesses or industrial facilities. RMU has been used in a variety ways, but is most readily noticeable in unincorporated rural hamlets or crossroads such as A&H, Alpha, Danbury, Falun, Hertel, Trade Lake, and Webb Lake.

Village Future Land Use

The village plans are very important to the overall vision for future land use, and are a key component to the long term local economic viability of the county. Due to the scale of the county wide mapping, the village future land uses are simply not readable at this scale. It is also important to note that Wisconsin's planning statutes require counties to incorporate village plans into the county plan, so it is a forgone conclusion that the village maps of future land use are included as adopted or amended locally. Burnett County has no direct jurisdiction over land use in the villages, but the county's plan does acknowledge the need for coordinated planning between units of government, especially in the border areas. The county map of future land use also identifies areas where villages have indicated the potential for extraterritorial growth – Development Reserve (DR). These are unincorporated lands that currently fall under county jurisdiction but are earmarked as likely village expansion areas. As such, proper planning for these lands in order to facilitate cost effective extension of urban services and utilities must be a cooperative effort between the county, the village, and the town.

Towns not Part of the Multi-Jurisdictional Comprehensive Planning Process

The comprehensive planning process was a coordinated, multi-jurisdictional effort including the county, the Village of Grantsburg, the Village of Webster and 11 towns. Ten towns and the Village of Siren did not to participate in the multi-jurisdictional comprehensive planning process. The Village of Siren and six towns already have adopted comprehensive plans, but four towns do not, as follows:

Towns with existing plans include:

- ♦ Town of Blaine

- ♦ Town of Grantsburg
- ♦ Town of Lincoln
- ♦ Town of Scott
- ♦ Town of Swiss
- ♦ Town of West Marshland

Towns without existing plans include:

- ♦ Town of LaFollette
- ♦ Town of Meenon
- ♦ Town of Rusk
- ♦ Town of Roosevelt

For the purpose of the County Future Land Use Plan, the adopted Town Plans will be incorporated by reference and become the county land use plan for those communities. The County Future Land Use Plan for those towns without an adopted plan will reference existing zoning regulations if applicable.

8.2 Future Land Use Management Areas and Policies

The following Future Land Use Management Areas (LUMAs) have been utilized on the County's Future Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each management area. They may also include policy statements that are specific to areas of the community mapped under a particular LUMA. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

Agriculture (A)

- ♦ **Purpose:** To prevent the conversion of agricultural land to other uses that are not consistent with agriculture while optimizing agricultural production areas. The purpose is also to implement comprehensive plan goals by encouraging livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits. This area provides consistency with the County designated farmland preservation areas and establishes the farm and woodlands character of this part of the County.
- ♦ **Primary Goal:** To preserve and promote a full range of agricultural uses. In addition, this management area is intended to maintain a viable agricultural base to support the agricultural processing and service industries, help control public service costs in rural areas thereby avoiding the need to extend urban services to scattered, isolated residential areas, help to preserve productive soils, and help to maintain the scenic beauty, rural character, and cultural heritage of the community.
- ♦ **Preferred Use:** All agricultural uses. Specific preferred uses could include livestock production, dairy, agriculturally-related residences, greenhouses, horse facilities, agriculture sales and service, agricultural storage, agricultural research and development, fish and wildlife management activities, timber harvest and milling, and aqua culture.

Sand and gravel extraction and home based businesses would be permitted in accordance with county regulations governing such activity. The Agriculture Management Area could include a limited amount of residential development at various levels of density, but the predominant land use would be agricultural in nature.

- ♦ Recommended Policies:
 - ▶ The preferred housing density should range from be 1 unit per 20 acres to 1 unit per 40 acres.
 - ▶ In areas identified by a town with the (A) future land use management areas, new non-farm residential development should be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses.
 - ▶ Promote clustering of homes and preservation of land for open space use within mapped Agriculture areas.
 - ▶ Utilize maximum and minimum lot size provisions to ensure the lots created are large enough to accommodate development (approximately one acre) and yet small enough not to consume prime agricultural lands (approximately 3 or 5 acres).
 - ▶ Consider soil characteristics when siting new buildings to maintain as much of the prime soils in production as possible.
 - ▶ Encourage new development that is allowed in Agriculture to be designed located in a manner that does not detract from the area's rural character, and which may be easily served by county, town, and emergency services. The county may want to work with interested towns in developing a driveway ordinance that guides the placement of driveways in new developments. For example, new driveways could be placed along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features wherever possible.

Map 8-1 Future Land Use

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Forestry Residential and Recreation (FRR)

- ♦ Purpose: To maintain the character and viability of privately owned lands that are intended for resource management or recreation, while accommodating limited residential uses.
- ♦ Primary Goal: Maintain a low development density that will support many of the features and activities residents and property owners enjoy in conjunction with reducing service costs to local taxpayers. Objectives of the FRR Management Area would include maintaining the rural character of the area, accommodating local conservation land and associated land management such as Quality Deer Management (QDM) programs, accommodating private forestry efforts, reducing forest fragmentation, accommodating quality outdoor recreational experiences and limiting sporadic development that is inefficient for the towns to service.
- ♦ Preferred Use: Forestry uses, agricultural uses (with some size limitations), outdoor recreation, and limited residential development generally located along existing roadways, in clusters, and integrated with the natural landscape. Commercial uses are discouraged.
- ♦ Recommended Policies:
 - The preferred housing density should range from 1 unit per 20 acres to 1 unit per 40 acres.
 - New residential development shall be placed on the landscape in a fashion that prevents conflicts between forest management and outdoor recreation land uses and residential land uses.
 - Promote clustering of homes and preservation of land for open space, natural resources, and recreational uses.
 - New development shall be placed on the landscape in a fashion that minimizes the fragmentation of large forest tracts.
 - New residential subdivisions with 5 lots or more shall not be allowed in areas planned for FRR unless site planning or conservation design can be effectively used to minimize negative impacts to forestry and outdoor recreation.

Rural Residential (RR)

- ♦ Purpose: To maintain the rural and open character of these areas while accommodating limited residential uses. Rural residential activity has been significant as the off lake property becomes more in demand for seasonal use. This area includes marginal or abandoned farmlands that have become attractive for rural residences.
- ♦ Primary Goal: Preserve agriculture, the rural landscape, open space, and natural features of the area, while accommodating limited residential development. Promote infill of areas which have already experienced development in order to increase overall density without sacrificing community character.

- ♦ Preferred Use: Agricultural uses, with some size limitations. Limited residential development generally located along existing roadways, in clusters, and on larger lots than found in an urban area. Commercial uses are discouraged except those of very low intensity such as golf courses or home-based businesses.
- ♦ Recommended Policies:
 - The preferred housing density should range from 1 unit per 5 acres to 1 unit per 10 acres.
 - Lots smaller than one acre should be allowed with conservation or cluster design.
 - Promote clustering of homes and preservation of land for open space use.

Shoreland Residential (SR)

- ♦ Purpose: To recognize the shore lands adjacent to lakes, rivers, and streams in Burnett County as areas historically prone to development pressure. Many of the shorelands are significantly developed with both full-time and seasonal residents. Further residential development is regulated by the lakes and rivers classification development standards and accompanying shoreland ordinances.
- ♦ Primary Goal: Establishing appropriate strategies for the management of future development of these areas that address: ensuring environmental quality, maintaining views and open space, maintaining community character, and potential recreational activity conflicts.
- ♦ Preferred Use: Residential uses that are compatible with their immediate surroundings. Limited commercial uses including lodging, resorts and associated retail and services should be compatible with immediate surroundings and located in areas of established commercial uses.
- ♦ Recommended Policies: Stay consistent with Lakes Classification System for lot size and density:
 - Class 1 Lake: min 30,000 SF
 - Class 2 Lake: min 45,000 SF
 - Class 3 Lake, River, or Stream: min 75,000 SF

Rural Mixed Use/Hamlet (RMU)

- ♦ Purpose: To recognize the places of A&H, Alpha, Danbury, Falun, Hertel, Trade Lake, and Webb Lake as small growth areas that have historically been crossroad communities that provide convenience and rural retail services to farm and lake recreation areas.
- ♦ Primary Goal: To maintain and allow the limited growth (except where urban services exist such as the sewer services area in Danbury) of these areas in a fashion that strengthens the existing identity and character.

- ♦ Preferred Use: A mix of residential and commercial uses could be allowed at varying densities in accordance with the type of use. The density, layout, and design of development shall be compatible with surrounding uses and character.
- ♦ Recommended Policies: Densities and lot sizes should be allowed to vary. For areas without public sewage service, the maximum density should be one home per three-quarter acre. For areas with public sewage, the minimum density should be one unit per acre.

General Commercial (GC)

- ♦ Purpose: To represent existing commercial land uses and anticipate limited future commercial areas along state corridors adjacent to villages.
- ♦ Primary Goal: To accommodate commercial uses in areas that can support such activities while recognizing that the state highway corridors are important transportation elements to Burnett County and should be maintained as high speed arterials, and more intensive commercial uses that require public services such as sewer and water should be located in a sanitary district or incorporated community.
- ♦ Preferred Uses: Retail sales and services, eating and drinking establishments, professional offices, service and repair businesses, agriculture support businesses, entertainment, visitor accommodations, parking lots, and other commercial type uses.
- ♦ Recommended Policies:
 - Limit the areas of planned commercial uses to defined areas and corridors.
 - It should be a requirement that all proposed commercial projects submit a detailed site plan showing the proposed location of the building, parking, outdoor storage, loading, signage, landscaping, and lighting prior to development approval.
 - Require that all new commercial development be accessed by public roads.

Industrial (I)

- ♦ Purpose: To represent existing light and heavy industrial type land uses and anticipate limited future industrial areas.
- ♦ Primary Goal: To accommodate industrial uses in areas that can support such activities while recognizing that most industrial uses that require public services such as sewer and water should be located within sanitary districts, or within adjacent cities and villages.
- ♦ Preferred Uses: Industrial uses such as manufacturing and production facilities, resource extraction and processing, warehousing, feed mills, wholesale establishments, and salvage and junk yards, and other industrial type uses.
- ♦ Recommended Policies:
 - These districts, due to actual physical and operational characteristics, need to be carefully established to ensure compatibility with surrounding areas. Compatibility

would be determined by the evaluating the surrounding area or the county as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance.

- It should be a requirement that all proposed industrial or intensive commercial projects submit a detailed site plan showing the proposed location of the building, parking, outdoor storage, loading, signage, landscaping, and lighting prior to development approval.
- New development should have associated design standards to adhere to high quality building design, generous landscaping, modest lighting, screened storage areas, and limited and attractive signage.
- Require that all new commercial development be accessed by public roads.

Government/Institutional (GI)

- ◆ Purpose: To accommodate existing and future locations of government and institutional facilities.
- ◆ Primary Goal: To ensure that land is available for government and institutional uses in areas which best accommodate their use.
- ◆ Preferred Uses: Public and private utility facilities as well as those uses which provide a service to the community, except parks. Land uses such as churches, cemeteries, post offices, libraries, nursing homes, assisted living facilities, water wells, water towers, wastewater treatment facilities, airports, hospitals, town/city/village halls, police and fire stations, museums, and schools are some examples.

Public Resource (PR)

- ◆ Purpose: A Land Use Management Area to designate existing public lands and wetlands that are not planned for development.
- ◆ Primary Goal: To maintain natural features and areas as community assets and conserve these features for future generations. In addition, to prohibit development in areas which are not suited.
- ◆ Preferred Use: Allowable uses may include forestry, passive recreation, wildlife protection activities, and fisheries as possible uses.

Voyager Village

- ◆ Purpose: This is a unique LUMA to address the area planned and developed as Voyager Village in the Towns of Webb Lake, Jackson, and Scott.
- ◆ Primary Goal: The LUMA is designed to include existing and planned residential development that may vary in density and use, and accommodate planned neighborhood and community commercial uses to provide services to the development and immediate area. Densities would be regulated by the zoning ordinance.

- ♦ Preferred Use: A mix of residential and commercial uses could be allowed at varying densities in accordance with the type of use. The density, layout, and design of development shall be considered based on local and development criteria.
- ♦ Recommended Policies:
 - Proposed uses and development be coordinated and regulated by applicable zoning and land use regulations.

Planned Urban Transition (PUT)

- ♦ Purpose: To plan for areas adjacent to incorporated communities in accordance with designated planned Sewer Service Areas where residential, commercial or other uses will occur at higher densities. The Management Area will have short or long term potential for public services or shared services between the town and the village as identified within the village's comprehensive plan. The Planned Urban Transition Area is intended to promote intergovernmental cooperation with neighboring incorporated municipalities. It is further intended that the town and incorporated community in which the PUT LUMA area is adjacent pursues boundary agreements in these areas to define future land use, phasing of development, and the possibility for shared service agreements prior to any development.
- ♦ Primary Goal: To recognize the growth areas of villages and allow for their efficient growth into more rural areas in accordance with coordinated utility and other public services. Development within the planned transition area should be phased outward from the urban edge of the incorporated municipality.
- ♦ Preferred Uses: Multiple uses on smaller urban sized lots.
- ♦ Recommendation: Densities and lot sizes should be allowed to vary. Recommended minimum density is 2 units per acre. Density could be increased in accordance with Area Development Plans and access to appropriate public services.
- ♦ Recommended Policies:
 - Planned urban transition area development should be coordinated and managed through a detailed boundary or intergovernmental agreement.
 - If there is no boundary agreement in the proposed development area, development should be coordinated with Area Development Plans to ensure appropriate placement and density in accordance with long term development objectives.
 - The planned urban transition area is intended to promote intergovernmental cooperation with neighboring incorporated municipalities.
 - It is further intended that the town pursue boundary agreements in these areas to define preferred land use, phasing of development, and the possibility for shared service agreements prior to any development.

Village Development Reserve Areas (DR)

- ♦ Purpose: To acknowledge locations where villages have identified areas that are desirable for expansion outside of their existing municipal boundary.
- ♦ Primary Goal: To encourage intergovernmental cooperation and planning for the types, densities, and timing of development along the urban fringe, regardless of whether a town has also identified the area as Planned Urban Transition (PUT).
- ♦ Recommended Policies:
 - In areas identified by a village with a Development Reserve Area LUMA, development proposals should be reviewed cooperatively between the applicable communities.
 - In areas identified by a village with a Development Reserve Area LUMA, Area Development Planning should be required prior to rezoning, subdividing, or development.

Agriculture/Forestry/Residential (AFR)

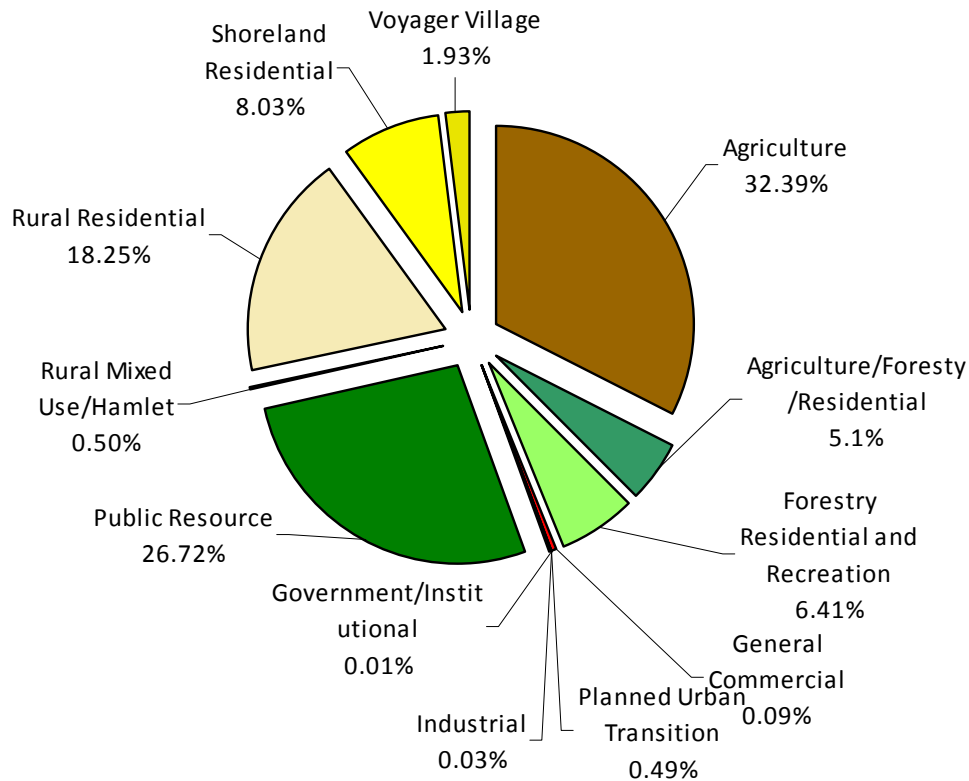
- ♦ See Town of Siren Comprehensive Plan. The County Framework for land use management allowed the development of locally-tailored LUMAs. The Agriculture/Forestry/Residential LUMA was developed by The Town of Siren and fits within the county framework as part of the “Sideboard Approach” discussed in Section 9.5.

Table 8-1 and Figure 8-1 display the distribution of each Future Land Use Management Area (LUMA) as shown on the Future Land Use Map. Note: The LUMA distribution only includes the Towns within Burnett County that participated in this comprehensive planning process, and therefore the total does not equal the total county acreage.

Table 8-1
Future Land Use, Burnett County, 2007

Future Land Use Management Area	Acres	Percentage of Total
Agriculture	78,789.12	32.39%
Agriculture/Forestry/Residential	12,522.75	5.15%
Forestry Residential and Recreation	15,584.96	6.41%
General Commercial	213.63	0.09%
Government/Institutional	36.46	0.01%
Industrial	78.36	0.03%
Planned Urban Transition	1,203.70	0.49%
Public Resource	64,994.17	26.72%
Rural Mixed Use/Hamlet	1,214.06	0.50%
Rural Residential	44,388.40	18.25%
Shoreland Residential	19,523.83	8.03%
Voyager Village	4,702.94	1.93%
Total	243,252.38	100.00%

Figure 8-1
Future Land Use, Burnett County, 2007



8.3 Key Land Use Tools

In addition to the local maps of future land use and the county and local future land use Management Areas, the local plans identify several key tools for implementation of land use planning strategies. These tools are also essential components of the county plan for future land use in the sense that some of the implementation can best take place through the facilities and offices of county government, or at the very least, some of the implementation can take place at the local level as supported and understood at the county level. In examining alternatives for the implementation of town plans for future land use, some of the tools are already in place (e.g., basic zoning and subdivision regulations), but some of the key tools represent new endeavors for Burnett County. The following discussion focuses on the tools and strategies that are generally new. The key new tools that rose to the top of the local planning process include density management, conservation or cluster land division design, site planning, maximum lot sizes, site and design review, and purchase of development rights.

Density Management

Housing development density is a significant component of the county and local level future land use Management Areas, but it is a tool that is not presently used in Burnett County. Burnett County manages growth through a zoning code that defines allowed land uses and the associated minimum lot sizes. Growth is also managed through a subdivision ordinance that sets minimum standards for the design and layout of lots. Section 9.1 of the *Inventory and Trends Report* covers these existing regulations in detail. Section 8.2 of the *Inventory and Trends Report* provides a definition of housing density and contrasts a density management approach with a minimum lot size approach. A set of *Rural Land Development Potential* scenarios is found in Appendix C. These scenarios display a variety of common rural development densities for an undeveloped site.

The findings of the comprehensive planning process with regard to density management include the following:

- ♦ The consumption of productive lands is better managed by a density management strategy than a minimum lot size strategy alone.
- ♦ Market demands for a variety of lot size options are better served by a density management strategy than a minimum lot size strategy alone.
- ♦ The negative impacts of development on natural resources are better managed by a density management strategy than a minimum lot size strategy alone.
- ♦ Creative approaches to development design like site planning and conservation or cluster land division design are better facilitated by a density management strategy than a minimum lot size strategy alone.

This plan, as supported by the vast majority of the local plans and public input, advocates for the establishment of a density based growth management system. This will require changes to land use ordinances, changes to the way zoning and land division regulations are administered, and

the support of county land information systems, particularly the county's geographic information systems. Section 9.2 of the *Implementation* element provides specific recommendations on how density management should be incorporated into the county zoning and land division ordinances.

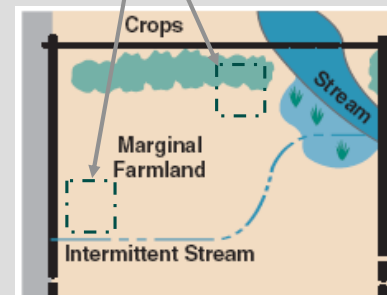
Site Planning

Site planning is a significant component of the county and local level plans, but it is a tool that is not presently used in Burnett County. Site planning guides the placement of new development (buildings, roads, utilities, parking areas, etc.) on a given parcel in order to prevent negative impacts to valued features of the landscape. These features generally include natural resources, cultural resources, and agricultural lands and have been specifically defined by local comprehensive plan policies. Site planning can also be used to preserve locations for planned roads or infrastructure. Typical zoning setback standards alone can allow new construction to block a planned road connection or prevent the efficient extension of utilities. In conjunction with Area Development Plans (ADPs), these types of situations can be prevented. Site planning can be especially important along the urban periphery for this reason.

Implementing site planning requires two primary changes to existing land use management systems. First, land division and zoning ordinances need to be amended to determine where and what types of development will invoke site plan review, and to require the identification of limits of disturbance that denote the allowable extent of buildings, driveways, and utilities. Areas of a parcel outside of the limits of disturbance will then remain in open land, agriculture, woodland, or other green space uses. Second, a process must be developed that allows the evaluation of proposed limits of disturbance for development sites under the jurisdiction of this system.

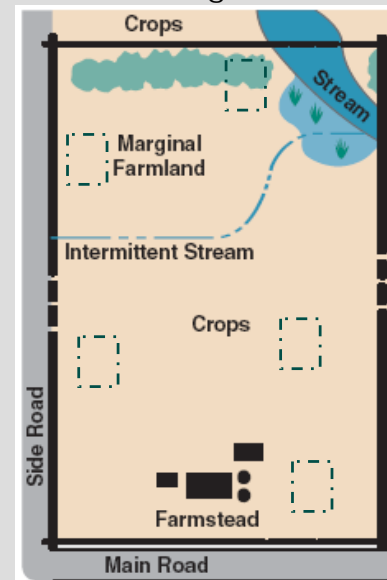
The local plans discuss qualitative and measurable site planning policies. For example, many local policies state that site development should qualitatively protect agricultural resources, natural resources, and rural character. The county plan generally defines qualitative standards, and these are found in the future land use classification policies (Section 8.2). Some examples of measurable site planning policies that may be considered during the site review process include:

Limits of Disturbance



Limits of Disturbance is one ordinance tool to administer site planning. It allows the community to define the extent of development activities (buildings, driveway, septic system, etc.) on a development site.

Site Planning



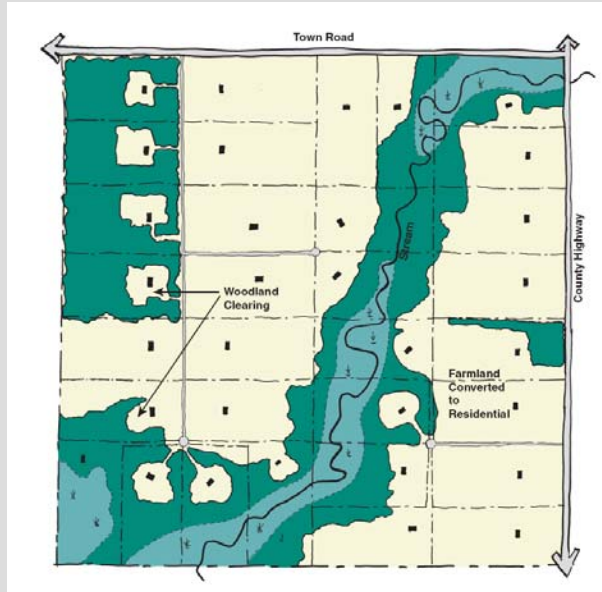
Each potential development site has relative advantages and disadvantages depending on the plan objective being pursued. The job of site planning is to compare those relative merits and select a site that is consistent with the plan for future land use.

- ♦ The location of new development in context to prime agricultural soils.
- ♦ The setback or potential conflict of new development with existing intensive agricultural (say within 1,000 feet of very large livestock farms), forestry or commercial operations.
- ♦ The location of new development and steep slopes, wetland or floodplain areas.
- ♦ New development location as compared to municipal wellhead protection areas.

The methods used to implement site planning and limits of disturbance will require further study by Burnett County and its communities. In general, the options are to use an administrative process or a subjective review process. Using an administrative process would require the development of a set of measurable standards that can be applied by a zoning administrator or building inspector. A subjective review process would allow the use of both measurable and qualitative review standards, but generally takes more time. This would be handled through a local plan commission or perhaps the county Board of Adjustment or Land Use and Information Committee. A third option is to combine these approaches and only require subjective review if the measurable standards cannot be clearly met.

The county should certainly work to integrate local and county level procedures relative to the issuance of permits when site planning is involved, but the source of site plan approval will likely need to be the individual communities. A wide variety of approaches to site planning have been taken in the local comprehensive plans. The comprehensive plan policies that would actually guide the development of site planning standards are even more diverse. Unless a significant level of consensus can be reached on the site planning guidelines and a more standardized approach, implementation of site planning will likely need to be a very locally driven process.

Conventional Design



- ♦ 32 homes
- ♦ 160 acres developed
- ♦ 0 acres remaining

Conservation Design



- ♦ 32 homes
- ♦ About 58 acres developed
- ♦ About 112 acres remaining

Conservation or Cluster Land Division Design

Conservation or cluster land division design is a significant component of the county and local level plans, but it is a tool that is not used to the extent possible in Burnett County at the present time. The County Subdivision Ordinance allows for conservation design, and in conjunction with the Land Use/Zoning Ordinance includes a process called Planned Residential Development (PRD). This allows smaller lots, a 25% lot bonus and requires a minimum of 50% open space, but the lot bonus is based on what is achievable with the zoning district minimum lot sizes and is not density-based and tied to the Comprehensive Plan. Section 9.1 of the *Inventory and Trends Report* describes the intent and methodology of conservation land division design, and the *Rural Land Development Potential* scenarios in Appendix C display a variety of conservation design layout examples.

The findings of the comprehensive planning process with regard to conservation or cluster design include the following:

- ♦ It facilitates farmland and forest protection by reducing the fragmentation and consumption of land.
- ♦ It facilitates natural resource protection by allowing the preservation of interconnected green space corridors.
- ♦ It allows property owners to “have their cake and eat it too.” Valued community features can be preserved, but development can still be allowed by clustering it in a planned location.
- ♦ It achieves greater efficiency in road access and costs less than conventional development in terms of road construction and utility installation.
- ♦ It can help preserve rural character if properly designed. Views of development should be screened. Overall density should be managed based on the future land use classification. And lots smaller than one acre are strongly recommended.
- ♦ It can harm rural character if the overall density is not managed, if screening of views is not utilized, or if lots are too large.
- ♦ It provides a mechanism to preserve the rural and environmental characteristics that drive some of the demand for rural residential development.
- ♦ If communities expect conservation design to be used in a significant way, it must either be required in some instances, or it must include an incentive (such as a density bonus) that is profitable for developers.

A variety of approaches to conservation and cluster land division design have been taken in the local comprehensive plans, but some important common themes and connections have been established. For example, most communities that address this tool have adopted a standard

definition of a conservation land division and a cluster land division as to mean the same thing. These definitions are reflected in the county plan as Land Use Goal 2, Policy 2. The county and local communities will need to address the provisions relating to the cluster development, most likely in the code revision process. The issues will revolve around size of lot reductions, priorities for landscape preservation, density bonus provisions as a stimulant tool and the like. Implementation of this tool will likely need to be a very locally driven process. County coordination of an overall process is a good possibility, but due to the variety of local priorities, approval of conservation and cluster land division designs will need to occur at the local level. This should not be a barrier to implementation, as the approval process for land divisions already requires coordination between the county and the towns.

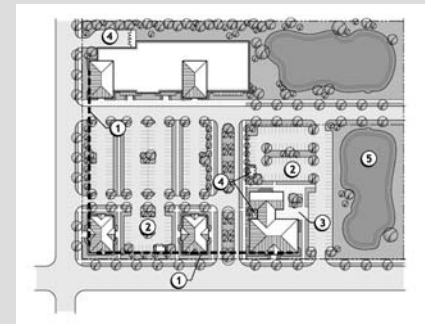
Maximum Lot Sizes

The establishment of maximum lot sizes is a significant component of the county and several local level comprehensive plans, but is a concept that has not been used in Burnett County. Existing zoning and subdivision ordinances currently used in Burnett County at the county and town levels deal primarily in terms of minimum lot sizes. Maximum lot sizes are not currently used in the existing county land use/zoning ordinance. It is a finding of the comprehensive planning process that maximum lot size is actually more important than minimum lot size with regard to reducing land consumption and facilitating the preservation of valued community features. Maximum lot size provisions work hand in hand with two of the other key land use tools discussed already: density management and conservation land division design.

This plan advocates for the establishment of maximum lot size standards in appropriate locations of Burnett County. The use of a maximum lot size will most likely only be used in areas where preservation of a resource such as productive agricultural land is a land use management goal. Due to the nature and the timing of multi-jurisdictional planning process, some participating communities found the issue of higher importance, while others did not focus on development specifics. Because of this variety, the implementation of this tool will likely need to be county driven through the county zoning ordinance. For example, one possible approach is to establish maximum lot size overlay zoning districts through the county zoning ordinance, but with the boundaries and district standards determined very directly by the interested towns. Another possible approach is for towns to implement such standards directly

Site Plan and Architectural Design Review

Standards and guidelines should be graphically depicted to clearly express the intent. For example...



- ♦ Site design
- ♦ Building and parking locations



- ♦ Appropriate signage



- ♦ Definition of the building entrance
- ♦ Preferred building forms or styles

through a local land division ordinance, but without the zoning tool, this would result in a blanket provision across an entire town.

Site Plan and Design Review

Site plan and design review is a significant component of the county and local level comprehensive plans, but currently sees very limited use in Burnett County. The county zoning ordinance and village ordinances provide some limited opportunities to qualitatively review the appearance and layout of proposed development sites. Section 9.1 of the *Inventory and Trends Report* provides a working definition of the design review tool and Section 9.3 points out the existing design review provisions of the county zoning ordinance.

There are two key areas of site plan and design review that must be addressed in order to implement the county and local comprehensive plans. First, its applicability must be expanded to apply to more instances of commercial, industrial, multi-family, and institutional development, redevelopment, and expansion projects. Current provisions related to design review found in existing ordinances are often limited to only a few particular types of development (e.g., conditional uses and

planned unit developments). While it is helpful to apply design review to planned unit developments, for example, most new commercial development is not part of a planned unit development, and therefore is never evaluated for its aesthetic or functional community impacts. The second primary need is for the establishment of specific design objectives, guidelines, and standards. The design review tool can be enhanced in

Implementation of this tool is best handled by units of government with zoning authority, which currently includes Burnett County and its villages. For most of the towns this means that implementation will likely need to be a cooperative effort. If substantial consensus can be reached on the process and design standards, then administration of design review through county zoning may be a good possibility.

Burnett County by more specifically defining just what it is that communities are looking for. It is essential that public participation is utilized in developing design guidelines and standards.

Based on the local comprehensive plans and public input, this plan advocates for the establishment of improved site plan and design review standards and processes. There are many options for the implementation of this tool and further exploration by interested units of government is necessary. Implementation of this tool is best handled by units of government with zoning authority, which currently includes Burnett County and its villages. For most of the towns this means that implementation will likely need to be a cooperative effort. If substantial consensus can be reached on the process and design standards, then administration of design review through county zoning may be a good possibility. Where towns share common interests with cities or villages (i.e., along community boundaries, along key community entrance points, along key highway corridors) there may be potential for shared administration of this tool between communities. If both communities' interests can be effectively served, then a village may be able to provide administrative expertise, and towns may be able to provide extended reach of village zoning provisions through intergovernmental agreements. This approach can be implemented through the establishment of a shared design review ordinance and a joint design review committee or commission.

Purchase of Development Rights

Purchase of development rights (PDR) is a significant land use tool for implementation of the county and town comprehensive plans. PDR represents a new endeavor for Burnett County, and indeed, it is only presently used in a few locations around the State of Wisconsin. PDR is a tool that can be used to preserve green space and productive lands. It is a unique tool in the tool box in that it is completely voluntary and actually compensates property owners for agreeing not to develop their land. This tool is described in detail in Section 9.2 of the *Inventory and Trends Report*. The ability to purchase development rights has been discussed in Burnett County for over a decade, starting back during the 1998 plan. Using PDR as a tool was generally supported, and a majority of the town plans include a recommendation to work with the county to pursue implementing a purchase of development rights (PDR) program.

There appears to be substantial momentum behind the idea of PDR in Burnett County and in the State of Wisconsin. What is significant about these plan recommendations is that they came from the local level, and that enough towns have shown an interest in the PDR tool that it may be feasible to facilitate such an effort at a county-wide scale. That may sound backwards considering Burnett County already had established a Purchase of Development Rights Program in 2006 as noted here. The issue has been with program funding as the fund is dependant upon county land sales, and the volume of transactions has not proven sufficient to generate revenue.

It is also worth noting that Burnett County's interest in using PDR appears to be well aligned with recent state priorities. The Working Lands Initiative at the state level. The Working Lands Initiative was an effort assembled by the Wisconsin Department of Agriculture, Trade, and Consumer Protection to address the issues and opportunities currently facing Wisconsin's productive agricultural and forest lands. With the passage of the 2009 state budget, the Working Lands Initiative fundamentally changes the way Wisconsin manages Farmland Preservation. One of the key recommendations of the Wisconsin Working Lands Initiative Steering Committee from 2006 was also implemented with the budget, which created a new state Purchase of Development Rights grant program to permanently preserve selected properties, working in partnership with local governments and organizations (Please see Appendix D)

In the spring of 2006, Burnett County adopted Resolution 2006-21, PURCHASE DEVELOPMENTAL PROPERTY RIGHTS, where the county established a Developmental Property Rights Fund. The county identified the lack of financial ability to purchase land under the premise to preserve key land based assets while allowing land owners the financial benefit of sale while still managing the property.

The 2006 Burnett County Strategic Planning process prioritized the idea to preserve private agricultural and forest land to help maintain the quality of life in Burnett County, and the county created the Developmental Rights Program utilizing 20% of the proceeds from revenue generated from county land sales.

The Purchase of Agricultural Conservation Easement Grant Program (PACE) has the same goals as the existing Burnett County program, whereby an agricultural conservation easement can be

purchased to restrict nonagricultural development of land covered by the easement. Entering into an agricultural conservation easement is a voluntary way for a farm owner to be compensated for permanently limiting development on his or her farmland and protecting important resources. The covered land remains privately owned and managed.

This plan advocates for the continued development and funding of the Burnett County Purchase of Developmental Rights program. Towns that have utilized the Agriculture or Forestry Residential and Recreation future Land Use Management Areas as part of their future land use plan have begun to lay the groundwork for the potential implementation of a PDR program within their respective communities. The county will need to invest in securing funding for the existing program with means other than what is established based on current funding levels. There is a matching grant through the new PACE program within the Working Lands Initiative. Burnett County will need to improve the existing program mechanics and build evaluation criteria to assess the viability of potential purchases. The state has existing evaluation criteria in the PACE program as follows:

- ♦ Value for preserving agricultural production capacity and extent to which it will conserve important or unique agricultural resources.
- ♦ Importance in protecting or enhancing waters of the state or other public assets.
- ♦ Extent of consistency with county and local farmland preservation plans and zoning ordinances.
- ♦ Enhancement of an “agricultural enterprise area” designated under WLI.
- ♦ Availability, practicality and effectiveness of other methods to preserve the land in question.
- ♦ Proximity to other protected agricultural or conservation land and ability to enhance protection.
- ♦ Cost-effectiveness of the easement.
- ♦ Likelihood that, without the easement, the land will be converted from agricultural use.
- ♦ Willingness of all the landowners to convey the easement

A successful PDR program must lay out local criteria for the evaluation of proposed sites and a system for the valuation of development rights in conjunction with the state’s PACE program. Burnett County should consider the following as it evaluates implementing PDR.

There needs to be an application to a governing body that is evaluated for and meet minimum criteria such as:

- A. There should be an application process developed so Burnett County can evaluate the proposal.
- B. Burnett County should establish a minimum threshold of what is acceptable, such as the donated parcel must include at least 35 contiguous acres, or have at least 51% of the parcel/s is/are devoted to agricultural use or at least 80% of the parcel/s is/are forested and at least 75% of the forested area is suitable for producing merchantable timber.

- C. Preferred uses must be established and be consistent with plans and regulations. There should be consistency with the application and what is already planned for agriculture or forestry in the most recent County Comprehensive Plan (such as the Agriculture or Forestry Residential and Recreation in this plan).
- D. The types of applicable uses need to be established, such as what is or is not permitted within the easement.
- E. The location of the easement area needs to be considered. As an example, a parcel located within a ½ mile of a City, Village, or Sanitary Sewer District boundary may be viewed or ranked differently than a tract within an established agricultural production area.

If Burnett County wants the program to be successful, the program must be laid out so well that it warrants funding and allows for success. The review criteria above are but a few details to consider when developing the framework for the PDR program. This plan does not establish the criteria nor the manner in which the program may be managed.

8.4 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified within Burnett County communities. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved in some locations and should be monitored during plan implementation.

Existing Land Use Conflicts

- ♦ Storage of junk vehicles
- ♦ Lack of property and building maintenance
- ♦ Lack of land use ordinances and related enforcement
- ♦ Telecommunication towers
- ♦ Solid or hazardous waste handling facilities
- ♦ Landspreading of biosolids (waste treatment products)
- ♦ Residential development next to industrial or high intensity commercial land use
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm
- ♦ Residential development next to extraction land uses
- ♦ Poorly designed or unattractive commercial or industrial development
- ♦ Lack of screening or buffering between incompatible uses
- ♦ Home-based businesses that take on the characteristics of primary commercial or industrial uses
- ♦ The over-consumption of rural lands by large lot subdivisions
- ♦ The loss of rural character in some locations

Potential Land Use Conflicts

- ♦ Siting of undesirable or poorly designed land uses in the interim between plan adoption and development of implementation tools
- ♦ Annexation conflicts may arise between villages and towns
- ♦ Meeting the service needs of newly developed areas
- ♦ Controlling and managing development along major highway corridors and interchanges
- ♦ Siting of power transmission lines
- ♦ Siting of telecommunication towers
- ♦ Siting of wind energy towers
- ♦ Siting of solid or hazardous waste handling facilities
- ♦ Landspreading of biosolids (waste treatment products)
- ♦ Residential development next to industrial or high intensity commercial land use (such as RR or SR areas directly adjacent to RCI areas)
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm (such as RR or SR areas directly adjacent to (A) areas)
- ♦ Residential development next to extraction land uses
- ♦ Poorly designed or unattractive commercial or industrial development
- ♦ Lack of screening or buffering between incompatible uses
- ♦ Lack of building and site design standards for RCI or RCM areas
- ♦ Home-based businesses that take on the characteristics of primary commercial or industrial uses
- ♦ The over-consumption of rural lands by large lot subdivisions
- ♦ The loss of rural character in some locations

8.5 Edge-Matching of Local Land Use Plans

Conflict along community boundaries is one of the risks in conducting a county-wide land use planning process with a strong focus on local autonomy. The following analysis identifies several primary areas of potential land use conflict along with example locations around Burnett County. This analysis is focused on potential land use conflicts between communities, and not conflicts within communities. It is important to note, that despite the examples of potential land use conflict provided in this analysis, the vast majority of planning that has occurred between communities is not in conflict. Given that this is a locally driven planning process, the communities should be commended for the amount of compatibility that they have achieved.

Town to Town Conflicts

Potential Conflict: Rural Residential (RR) and Shoreland Residential (SR) Adjacent to Agriculture (A)

Due to the potential intensity of use in both categories, this is a potential conflict. RR is planned for primary rural residential use with densities generally ranging from 1 unit per 5 acres, while SR includes concentrated lots along shorelines. (A) can include large and expanding livestock farming operations. Planning RR and SR adjacent to (A) could bring to bear all the potential conflicts of agriculture and residential development. There are some significant areas of the county with this potential conflict.

Examples

- ♦ Northern border of Sand Lake and Jackson
- ♦ Border area between Daniels and Siren
- ♦ Border areas between Wood River and Grantsburg

Town to Village Conflicts

Potential Conflict: Planning for Development in Village Expansion Areas

While time can only tell which plan will come to fruition in these instances, planning for areas where village plans extend outside of existing municipal boundaries is a potential conflict. Premature development on behalf of the town at rural densities can make it impossible to make cost effective expansions of urban services like sewer and water. In reverse, village plans without long term coordination and communication with the surrounding town can also drive conflict.

Examples

- ♦ Town of Meenon does not have a plan and the Village of Webster has planned for long term development through a Development Reserve LUMA. The village wants to plan for long term boundary coordination and needs to know what the town's long term plans are.
- ♦ Village of Grantsburg has planned for areas along the STH 70 corridor in the Town of Grantsburg with uses and densities higher than the town plan denotes.
- ♦ Border area between the Town and Village of Siren in both the municipal border areas and with the sanitary district areas. In places where a town has planned for RCI in village expansion areas, land use conflicts may result from building or site designs that are not compatible with a village's vision of what the area should look like. These conflicts can be avoided by cooperatively administering site plan and architectural design

8.6 Opportunities for Redevelopment

In every instance where “green field” or vacant land development is considered in the *Burnett County Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. The term redevelopment is typically associated with urban infill areas, reuse of high density property, or refurbishing blighted areas. In a rural context, plan components that support the use of existing roads and other infrastructure encourage redevelopment. Redevelopment and downtown revitalization also help to protect rural character. Vibrant village downtowns are especially important because they are the activity and commerce centers of Burnett County. Wherever new development or redevelopment occurs, location, scale, and design decisions should be carefully considered. Opportunities for redevelopment are addressed in several of the goals, objectives, and policies of this plan.

- ♦ Goal H4, Objective B; Policy 2
- ♦ Goal T3, Policy 4
- ♦ Goal UCF 1, Policy 7
- ♦ Goal ED 6, Policy 3

Opportunities for redevelopment in urban areas include deteriorating buildings and brownfield sites in the county's villages. This plan supports a range of strategies to redevelop or revitalize

these areas throughout the county. Specific strategies are primarily provided in the local comprehensive plans.

8.7 Designation of “Smart Growth” Areas

Wisconsin’s Comprehensive Planning Grant Program, which is providing funding to Burnett County, requires that funded projects identify “Smart Growth Areas.” A Smart Growth Area is defined as “An area that, where practicable, will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, or that will encourage efficient development patterns that are contiguous to existing development and employ densities that result in relatively low governmental and utility costs.”

The *Burnett County Year 2030 Comprehensive Plan* and local comprehensive plans include areas that can be characterized as Smart Growth Areas. These include the potential redevelopment areas discussed above, but also extend to include potential for infill housing and commercial development within existing mostly developed areas, within existing village limits that are presently undeveloped, within existing utility or sanitary district boundaries, or in logical extensions of village boundaries as designated on Burnett County’s map of future land use (Map 8-1). These areas can be noted by their alignment with the following six principles as identified in the American Planning Association, Planning Advisory Service Report 479, *The Principles of Smart Development*.

Principle 1. Efficient Use of Land Resources

Smart development supports the preservation of land and natural resources. A significant portion of Burnett County’s rural landscape is planned for low densities of future development as designated by the Agriculture (A) and Forestry Residential and Recreation (FRR) management areas. Conservation or cluster land division design coupled with maximum lot size provisions are recommended to minimize rural land consumption. A substantial portion of Burnett County’s future growth (anywhere from about 20% to 50% based on the various housing unit projections) is expected to take place in its villages where the presence of utilities and other urban services allow for higher densities and minimal land consumption. Sensitive areas such as wetlands, floodplains, and shorelands are protected through the existing Burnett County and local shoreland-wetland zoning and floodplain zoning ordinances. These protections are reinforced through the Resource Protection future land use classification.

Principle 2. Full Use of Urban Services

A smart growth principle is to allocate efficient use of services to help create and maintain neighborhoods where more people will use existing services like public water and sewer, roads, emergency services, and schools. Burnett County’s villages are striving to make full use of urban services and have planned for growth within their boundaries, for growth in potential extraterritorial expansion areas, and for redevelopment opportunities. The county plan advocates for village economic development planning and coordination, and that a majority of economic development be located to areas that can support it with existing infrastructure. Many local plans include policies that when implemented will require substantial development proposals to assess the impact of the development on the cost of providing community services. Some local plans

include policies to specify that proposed development should not be approved unless adequate facilities are present or will be provided concurrent with the development. Some town plans support full use of urban services by including components of growth management that direct certain types of new development to villages. Several town plans, for example, specify that most commercial and industrial development should be directed to neighboring cities and villages where utilities and services are available.

Principle 3. Mix of Uses

Compact neighborhoods that contain a mix of residential, commercial, and recreational spaces within walking distance of each other promote a reduction in auto use, improved community identity, a variety of housing types, a safe environment for all age groups, and helps limit demand for low density rural land development. Burnett County's villages contain a mix of residential, commercial, and industrial development, and downtowns are key to sustaining economic viability of the county. Continued investment in maintaining and improving attractive, walkable, and economically viable downtowns supports a mix of uses in Burnett County. The village plans include policies and recommendations for sustaining and revitalizing downtowns and other existing urban neighborhoods. A mix of uses in rural settings is supported by the use of the Rural Mixed Use/Hamlet (RMU) management area. These areas are planned for infill and expansion with a mix of uses and attractive building and site design. Densities will be lower in many of these cases, as public sewer and water may not be available.

Principle 4. Transportation Options

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution. Burnett County's rural nature does not provide the density or population base to support a wide variety of specialized alternative modes of transportation such as public busing (See Section 3.6 of the *Inventory and Trends Report* for a discussion of Transit Services). Automobiles will likely continue to provide primary transportation options over the course of the planning period, but the county and many local plans have also taken walking and biking into consideration. These two modes are seen as the best options for improving transportation options in Burnett County. The county and many local plans have addressed this by including recommendations for more detailed pedestrian and bicycle route planning and policies that require the consideration of pedestrian and bicycle improvements when street or highway improvements are made.

Principle 5. Integrated Community Design

This principle promotes a wide mix of housing types and land uses clustered around one or more well-defined neighborhood centers, which support jobs, commercial activity, and a range of services. Burnett County and many of the local communities have addressed this principle through policies and recommendations that support the establishment of neighborhood development and design review standards. The county and its communities have adopted policies and recommendations that encourage creative and high quality designs for new development or redeveloping neighborhoods. In a rural application of integrated community design, several of the county and town future land use Management Areas include language for encouraging or requiring clustering or conservation land division design.

Burnett County's history is evident by the number of historic buildings and archeological sites found in the villages and rural areas. Many of the local plans encourage the rehabilitation and reuse of historic structures. Protecting historic resources is a powerful tool for economic revitalization that generates jobs and attracts tourists and investors.

In terms of design, 80 percent of everything ever built in the U.S. has been built since the end of World War II. This plan advocates for communities to do more to ensure that new construction – particularly chain stores, shopping centers, and franchises – respects local character. By identifying what makes each community unique, and what harms that uniqueness, communities can develop standards that foster distinctive, attractive communities with economic vitality and a strong sense of place.

Principle 6. Implementation

The final component of smart development is implementation. The county plan and each local plan have been built with a detailed implementation component. Action plans pull together plan recommendations and assign timing and responsible parties. Overarching strategies link the policies and recommendations that cross element boundaries, and specific recommendations for ordinance based implementation tools are provided. A community's ability to adopt smart development principles will also require intergovernmental cooperation to apply the principles. This plan recommends continued discussions and cooperation between Burnett County and its communities relative to land use planning and ordinance administration. However, each community participating in the planning process has chosen an implementation strategy that best fits its local needs. The county planning process was constructed to build plans at all levels of government in parallel tracks to enable evaluation of implementation proposals while integrating recommendations into a county coordinated framework.

8.8 Land Use Goals and Objectives

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

Goal LU 1: Guide the efficient use of land through a unified vision of planned growth in recognition of resource limitations and County goals and objectives.

Objectives:

- A. Maintain a current, long-range comprehensive plan, which will serve as a guide for future land use and zoning decisions.
- B. Develop procedures and policies that ensure a balance between appropriate land use and the rights of property owners, focusing on the best interests of the county as a whole.
- C. Ensure all landowners have equitable options for proposing land use change.

- D. Coordinate land use planning and growth management throughout the county to facilitate efficient resource investments while allowing for local autonomy where warranted.
- E. Help identify, evaluate, and preserve historic, archaeological, and cultural resources.
- F. Coordinate archaeological inventories and management plans with Native American groups and other interested parties.
- G. Encourage village and town planning goals that are consistent with or do not conflict with County goals and policies.
- H. Identify areas of potential conflict between the land use plans of Burnett County and its communities and provide a process for the discussion and resolution of such conflicts.
- I. Establish agreements regarding land use regulation and provision of services in the growth areas outside existing villages addressing land uses, levels of service, resolution of boundary disputes, service extension policies, and transfer of jurisdictional burdens.

Goal LU 2: Plan for a desirable pattern of land use that contributes to the realization of the county's, towns', and villages' goals and objectives for the future.

Objectives:

- A. Restrict new development from areas shown to be unsafe or unsuitable for development due to natural hazards, contamination, access, or incompatibility problems.
- B. Establish a range of preferred land use Management Areas and a range of preferred development densities and assign them to areas of the county in order to identify planning guidelines within which a variety of local land use planning and implementation options will achieve long term land use compatibility.
- C. Seek a pattern of land use that will preserve large tracts of productive agricultural areas and resources.
- D. Seek a pattern of land use that will preserve productive forestry areas and resources.
- E. Seek a pattern of land use that will preserve green spaces in developed areas, and natural resources, with a focus on groundwater and surface water resources.
- F. Seek a pattern of land use that will maintain and enhance the county economy.
- G. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- H. Encourage the centralization of commerce, entertainment, and employment to create vigorous community centers.
- I. Promote growth patterns that result in compact, distinct and separate communities rather than continuous linear strips of development.
- J. Encourage cluster development to assure conservation of land, efficient provision of public services, and accessibility.
- K. Encourage new development to be integrated with the surrounding landscape through visual prominence of natural features, use of natural materials and colors, and minimizing the development's impact on the natural environment.
- L. Help identify the full range of public facilities considered optimum for urban development such as water and sewer utilities, police and fire protection, health services, schools, parks, libraries, and solid waste collection and disposal services.
- M. Help promote the provision of public facilities and services when sufficient need and revenue base to support them exists.

- N. Consider a variety of planning tools such as Area Development Plans, density management regulations, purchase or transfer of development rights programs, site and architectural design review guidelines, and voluntary land management programs to achieve the county's, towns', and villages' desired pattern of future land use.
- O. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the local community, and that are suited to the specific location in which the development is proposed.
- P. Require landscape and land use buffers to lessen the impacts of conflicting land uses in close proximity.
- Q. Require intensive uses such as salvage yards be screened from public view.
- R. Coordinate with the Department of Natural Resources and the National Park Service to ensure that land management decisions provide maximum benefits.

8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

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

Goal LU 1: Guide the efficient use of land through a unified vision of planned growth in recognition of resource limitations and County goals and objectives.

Policies and Recommendations

1. The comprehensive plan shall identify anticipated areas for future growth, the preferred land uses within growth areas, and policies that guide the review of proposed developments.
2. The county future land use map shall be the equivalent of the most current locally adopted future land use map of each municipality in Burnett County. In other words, the local future land use map is the county future land use map for that area.

3. Work with towns to improve county zoning and land division ordinance provisions toward improved management of land use and development and toward overall comprehensive plan implementation.
4. Expand and/or refine the menu of zoning districts for increased flexibility in the implementation of town plans. Work with towns to update the zoning map to provide improved consistency with the future land use map.
5. Improve the administration of land division review in order to track all land divisions (plats, CSMs, and quit claim deeds) necessary to enforce density and other land management policies.
6. County zoning, subdivision, and other land use ordinances shall be maintained and updated as needed to implement the Future Land Use Plan.
7. All development proposals shall meet the intent of the Future Land Use Management Areas as described within the Land Use element.
8. All development proposals shall meet the goals and objectives of the established Future Land Use Management Areas, as identified within the Land Use Element of the comprehensive plan.
9. In order to coordinate consistency in the county-town plans, Burnett County shall request and consider town input and recommendations prior to making a decision on a rezone, conditional use, land division, or site plan approval.
10. Where a proposed development is found to be inconsistent with comprehensive plan policies, an applicant shall be advised to petition the local unit of government for a revision to the comprehensive plan future land use map (note: the applicant may also revise the design of the proposed development to attempt to achieve consistency with the plan).
11. Where a proposed development is initially found to be inconsistent with comprehensive plan policies, but the town amends its map to accommodate the development, the county will not deny the application on the basis of inconsistency with the future land use plan.

Goal LU 2: Plan for a desirable pattern of land use that contributes to the realization of the county's, towns', and villages' goals and objectives for the future.

Policies and Recommendations

1. The siting and construction of new developments shall be consistent with the purpose, intent, preferred use, and preferred density established in the applicable Future Land Use Management Area and meet the applicable review criteria established by comprehensive plan policies.

2. At a minimum, the following characteristics shall be used to define a cluster or conservation design development:
 - a. Residential lots or building sites are concentrated and grouped.
 - b. The number of lots (density) takes into account the standards of the overlying zoning district.
 - c. The lot size is reduced from what is normally required.
 - d. A maximum lot size is employed to support open space requirements and manage density.
 - e. There are residual lands that are preserved as green space in perpetuity for the purpose of limiting density, protecting valued community features such as agriculture, natural resources, or cultural resources.
3. At such time that a home-based business takes on the characteristics of a primary commercial or industrial use, it shall be relocated, discontinued, or rezoned (as necessary) to be consistent with the applicable adopted comprehensive plan and overlying land use regulation (zoning) to appropriately reflect the commercial or industrial use.
4. The county should review growth and development applications to address service demands on community services or facilities. (validate)
5. Proposed conditional uses shall meet the following criteria in order to gain county approval:
 - a. Complies with the requirements of the applicable zoning district
 - b. Use and density are consistent with the intent, purpose, and policies of the applicable future land use management area.
 - c. Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts
 - d. Does not diminish property values in the surrounding neighborhood
 - e. Provides assurance of continuing maintenance
 - f. Addresses parking and site layout requirements
6. Home-based business shall maintain the following characteristics:
 - a. They are conducted in a zoning district where such use is allowed
 - b. They maintain compliance with the specific requirements of the zoning ordinance and conditional use permit requirements.
 - c. They are a secondary use of a primarily residential property
 - d. They have little to no outward appearance or negative impact on the surrounding neighborhood
7. The design of new commercial and industrial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses.
8. Commercial and industrial development should be directed to areas where existing public facilities and services are adequate to support growth, are planned for expansion, or will be provided concurrent with development.

9. New lots and building sites should be located and designed to protect environmental corridors, working woodlands and working farmland.
10. The county should consider distance restrictions of non-farm related residential structures to active agricultural operations (such as locating a minimum of 1,000 feet away from designated active farms and manure storage sites in order to avoid or lessen the potential for land use conflicts).
11. New commercial and industrial development should employ site and building designs that include:
 - a. Signage and building architecture;
 - b. Shared highway access points;
 - c. Parking and loading areas;
 - d. Landscaping;
 - e. Lighting;
 - f. Efficient traffic and pedestrian flow.
 - g. Appropriate stormwater management strategies.
 - h. Large, bulky, box-like commercial structure designs shall be avoided.
 - i. Where possible, parking lots shall be placed behind buildings to lessen their visual impact on the community.
 - j. All mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) should be screened from public view. This includes roof-top equipment and equipment on the ground.
 - k. Future business and industrial development in the county should be reviewed for potential financial, service and visual impacts to surrounding landowners.

9. Implementation

9.1 Action Plan

In order for a plan to have value beyond the planning process itself, it must be implemented. Plan policies and recommendations need to integrate with existing codes, ordinances, and related land use management where applicable. In areas where plans do not have the associated tools for implementation, the implementation recommendations should clearly identify viable solutions. Burnett County's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created that will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Note that the *Responsible Parties* column denotes either a lead entity or agency and, in italics, key partners. Recommended actions have been identified in the following areas:

- ♦ Plan Adoption and Update Actions
- ♦ Intergovernmental Cooperation Actions
- ♦ Ordinance Development and Update Actions
- ♦ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Estimated Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Task	Responsible Parties (Leader, <i>Partners</i>)	Estimated Timing
1. Pass a motion recommending adoption of the comprehensive plan by the Land Use and Information Committee. <i>Element: Implementation</i>	Comprehensive Planning Committee	Spring 2010
2. Pass a resolution recommending adoption of the comprehensive plan by the County Board. <i>Element: Implementation</i>	Land Use and Information Committee	Spring 2010
3. Adopt the comprehensive plan by ordinance. <i>Element: Implementation</i>	County Board	Spring 2010

4. Review the comprehensive plan for performance against plan policies and recommendations. <i>Element: Implementation</i>	Land Use and Information Committee <i>Other applicable Departments</i>	Annually
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5. Coordination of Responsibility: Who is responsible for on-going plan implementation and implementation efforts? ** <i>Element: Implementation</i>	County Board <i>Land Use and Information Committee, Comprehensive Planning Committee, Zoning Department</i>	Upon planning project completion
6. Create a county planning department (this issue is part of the consideration for item #5 above) ** <i>Element: Implementation</i>	County Board <i>County Administration</i>	Begin in 2010
7. Conduct a comprehensive plan update. <i>Element: Implementation</i>	County Planner/Consultant* <i>All original project partners</i>	At least once every 10 years, or as required by statute
8. Routinely amend plan. <i>Element: Implementation</i>	County Planner/Consultant* <i>Towns, Land Use Information Committee, County Board, Applicable Departments</i>	No more than two text amendments and four future land use map amendments per year.

** Note that following plan adoption, implementation of the *Burnett County Year 2030 Comprehensive Plan* recommends continued involvement with professional planning services. This may be accomplished either through item 5 (above), item 6, or through some combination of these. The action plan lays out one possible approach.

Intergovernmental Cooperation Actions

Task	Responsible Parties (Leader, Partners)	Timing
1. Review intergovernmental agreements. <i>Element: Intergovernmental Cooperation</i>	County Planner/Consultant* <i>Other applicable Departments</i>	Annually
2. Convene a meeting of the Comprehensive Planning Committee. <i>Element: Intergovernmental Cooperation</i>	County Planner/Consultant* <i>Zoning Department,</i>	At least annually

	<i>UW-Extension, Local Governments</i>	
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Ordinance Development and Update Actions

Task	Responsible Parties (Leader, Partners)	Timing
1. Update the county subdivision ordinance to assist with the implementation of county and local comprehensive plans. <i>Elements: Transportation; Utilities & Community Facilities; Land Use</i>	Zoning Department <i>County Planner or Consultant, Towns</i>	Fall/Winter of 2010
2. Improve the review and administration of land divisions. <i>Element: Land Use</i>	Zoning Department <i>County Planner or Consultant</i>	Fall/Winter of 2010
3. Update the county land use/zoning ordinance to implement <u>critical plan recommendations</u> such as density and lot size management, procedural review and town coordination, cluster/conservation design, and the creation of new/revised zoning districts. <i>Elements: Transportation; Utilities & Community Facilities; Agricultural, Natural & Cultural Resources; Economic Development; Land Use</i>	Zoning Department <i>County Planner or Consultant, Towns</i>	2010 through 2011
4. Update the county land use/zoning ordinance to include a revised “Exclusive Agricultural” Zoning District based on WLI requirements <i>Element: Agricultural, Natural & Cultural Resources</i>	Zoning Department <i>County Planner or Consultant, Towns</i>	By 2014
5. Create right-to-farm ordinance provisions. <i>Element: Agricultural, Natural & Cultural Resources</i>	Zoning Department <i>UW-Extension, Towns</i>	2010 through 2011
6. Update the county zoning and land division ordinances to implement <u>enhanced plan recommendations</u> such as, the assessment of potential development impacts, site planning, and Area Development Planning. <i>Element: Agricultural, Natural & Cultural Resources; Land Use</i>	Zoning Department <i>County Planner or Consultant, Towns</i>	Within three to five years
7. Implement site design review. <i>Element: Economic Development</i>	Zoning Department <i>County Planner, Local Governments</i>	Within three to five years

Strategic Planning Actions

Task	Responsible Parties (Leader, Partners)	Timing
1. Review and evaluate County programs for efficiency and effectiveness.	County Administration <i>All other applicable Departments</i>	Annually
2. Create model town road construction specifications. <i>Element: Transportation</i>	Highway Department <i>Zoning Department, County Planner or Consultant, Towns</i>	Within two years
3. Create a model town road access ordinance. <i>Element: Transportation</i>	Highway Department <i>Zoning Department, County Planner or Consultant, Towns</i>	Within two years
4. Develop a coordinated approach for posting seasonal weight limits. <i>Element: Transportation</i>	Highway Department <i>Towns, UW-Extension</i>	Within three to five years
5. Modify the existing Purchase of Developmental Rights program based on plan recommendations <i>Element: Land Use; Agricultural, Natural & Cultural Resources</i>	UW-Extension <i>Zoning, Land and Water Conservation Departments, UW-Extension, Local Governments, Other State and Local Partners</i>	Within three to five years
6. Review zoning ordinances and maps for housing impacts. <i>Element: Housing</i>	County Planner/ Consultant* <i>Zoning Department, Planning and Zoning Committee</i>	Annually
7. Update the county Capital Improvement Plan <i>Element: Utilities & Community Facilities</i>	County Administration <i>All other applicable Departments</i>	Annually
8. Maintain an inventory of active livestock farms. <i>Element: Agricultural, Natural & Cultural Resources</i>	Land and Water Conservation Department <i>Zoning Department, Local Governments</i>	Ongoing
9. Create and maintain the inventory of historic and archeological sites. <i>Element: Agricultural, Natural & Cultural Resources</i>	County Planner/ Consultant* <i>Local Governments, Wisconsin Historical Society</i>	Ongoing
10. Review and evaluate economic development grants and programs.	Burnett County Development	Ongoing

<i>Element: Economic Development</i>	Association	
11. Pursue funding for transportation projects. <i>Element: Transportation</i>	Highway Department <i>Local Governments</i>	As needed
12. Update county highway construction specifications. <i>Element: Transportation</i>	Highway Department <i>Local Governments</i>	As needed
13. Train communities in the use of PASER and development of local road improvement plans. <i>Element: Transportation</i>	Highway Department <i>Local Governments</i>	As needed
14. Update the County Comprehensive Outdoor Recreation Plan <i>Element: Utilities & Community Facilities</i>	Parks Department	Every five years
15. Update the County Farmland Preservation Plan <i>Element: Agricultural, Natural & Cultural Resources</i>	County Planner/ Consultant* <i>Land and Water Conservation Department, Local Governments</i>	By 2014

* Professional planning services will be beneficial in completing these tasks. Depending on which approach is taken, these tasks may either be led by a county staff planner (UW-Extension) or by a planning consultant.

9.2 Recommended Changes to Land Use Programs and Regulations

The following provides a compilation of recommended changes to county ordinances that are key to managing land use and development. These recommendations apply most directly to towns, as the jurisdiction of county ordinances generally applies to the unincorporated areas of the county. Villages also have a stake in these recommendations, as they are indirectly impacted by county ordinances. This is most evident along community boundaries, along highway corridors, and at community entrance points, but is also evident as a product of how rural land management as a whole can affect the economy, natural resources, and transportation systems. For an explanation of the current status of Burnett County's existing land use ordinances, please refer to Section 9.3 of the *Inventory and Trends Report*. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory and Trends Report*.

Zoning

Zoning is, and will continue to be, a key tool for managing land use and development in Burnett County. The town plans were built with the idea that zoning would be a primary implementation tool. Based on plan recommendations from towns, the existing county zoning regulations are not sufficient to implement all the plan recommendations as represented by the Land Use Management Areas. The town plans were built with the framework of using common language, uses, and density recommendations to allow a link to zoning regulations, thereby developing the methodology for how the LUMAs could be implemented. On a fundamental level, Burnett County will need to work with towns to improve the county land use/zoning ordinance toward the goal of overall comprehensive plan implementation. More specifically, this includes the

objectives of improved management of land use and development and better preservation of productive agricultural lands, forest lands, natural resources, cultural resources, and rural character.

For Burnett County to assist towns in plan implementation through zoning, the existing code will need to be modified. Coordination will be necessary between the towns in Burnett County as efficiency and cost management will be primary considerations at the county level. The primary goals in updating the zoning ordinance include:

- ♦ More effective land management at the local level through integrated planning and zoning decisions
- ♦ Streamlined administration at the county level
- ♦ A ‘menu of options’ built from local Town Plan recommendations
- ♦ A relatively simple, but effective approach to managing town zoning through a county zoning ordinance
- ♦ Residential growth management based on density (number of dwelling units per acre(s) instead of minimum lot size). This effectively allows for development and resource management simultaneously
- ♦ Provisions for clustering of residential lots and preservation of open space, natural resources, and agriculture

Burnett County and all towns under county zoning (and those towns considering adopting zoning administered through Burnett County) will need to consider the evaluation criteria as represented in Figure 9-1. Each town in Burnett County has their own ideas on how to manage land use, but there is similarity in the goals in which the comprehensive plans were developed. The County and Town Comprehensive Plans were developed based on an overall county-wide framework to establish consistency across the county, yet provide enough local flexibility for towns to manage their respective community per their individual plan. Towns were encouraged to develop specific strategies and policies to best fit local needs during the planning process. The intent of coordinating a County Zoning Ordinance update is to help implement both county and local plans by providing a framework of consistent regulations that will implement many of the local strategies and policies. Assuming the process will be coordinated similar to the county planning process (providing for local input and control through coordinated management and cost share agreements), the Zoning Ordinance revisions will also provide many options for the Towns to customize the zoning districts to meet local needs while recognizing the constraints of administrative costs.

Figure 9-1
County Zoning Coordination Evaluation Criteria

 <h2><i>Zoning Draft Development: Coordination and Evaluation Criteria Critical to County/Town Mutual Benefits</i></h2>	
<u>Effectiveness</u> Effectiveness in implementing local and County Comprehensive Plans	<u>Simplicity</u> Ease of understanding by the general public
<u>Ease of Ongoing Administration and Cost Efficiency</u> Time and effort required to administer and use the density management system on a day to day basis	<u>Flexibility</u> Amount of options available to individual towns to implement preferred land use management density and lot size provisions (within County Framework)
<u>Ease of Initial Implementation and Cost Efficiency</u> Time, effort, and cost to initially implement the density management system	<u>Potential for Success</u> Potential for success in achieving local and county goals – developing win-win solutions

In regard to modifying or updating the zoning maps to help implement the comprehensive plan, the Future Land Use Map should not simply become the zoning map. The comprehensive plan and associated Future Land Use Map are not intended to be so detailed that they try to predict what the future land uses might be (no one has a crystal ball). The Future Land Use Map is intended to be more general to reflect the goals and capture the long term intent of creating or preserving community character. The Future Land Use Map should be kept more general and have written policy guidance for how to address rezonings, land division, development applications, etc. In many instances the plan goals, objectives, policies and recommendations will be more important than the future land use map as they collectively manage community decisions.

Managing Residential Density vs. Managing Minimum Lot Size

The major difference between how management of residential development is envisioned in the Future Land Use Plan and how it is currently regulated through existing County Zoning is density vs. minimum lot size. The Land and Use Management Areas (LUMAs) intend to manage development through density and lot size, while the Zoning Districts use only lot size.

Table 9-1 shows a comparison between select LUMAs on the left side of the table and existing County Zoning Districts and Overlays on the right. Specifically, this table only includes LUMAs that allow residential development as a preferred land use, and the density ranges established for

the county-wide framework are shown for each. The zoning side of the table shows which existing zoning districts are the closest matches for each LUMA, and includes the minimum lot size for each (Additional standards are included for Planned Residential Development (PRD)).

For example, where land is planned for the Rural Residential (RR) LUMA, future rezoning choices could include:

- ♦ R-1 Residential (15,000 SF min lot size),
- ♦ RR-1 Residential Recreation (30,000 SF min lot size),
- ♦ RR-2 Residential Recreation (1.5-acre minimum lot size),
- ♦ RR-3 Residential Recreation (5-acre minimum lot size), and
- ♦ A-2 Ag Residential (10-acre minimum lot size)
- ♦ PUD Planned Unit Development (30,000 SF minimum lot size)
- ♦ PRD Planned Residential Development (30,000 SF minimum lot size, 25% density bonus from underlying zoning, 50% minimum open space preserved)

Table 9-1
Comparison of Land Use Management Areas and Existing Zoning - Residential

FUTURE LAND USE MANAGEMENT AREAS (ALLOWING RESIDENTIAL)		MAXIMUM RESIDENTIAL DENSITY	
<u>FR</u> Forestry Residential and Recreation	1 unit/20 acres to 1 unit/40 acres		
<u>AE</u> Agricultural Enterprise	1 unit/20 acres to 1 unit/40 acres		
<u>RR</u> Rural Residential	1 unit/5 acres to 1 unit/10 acres		
<u>SR</u> Shoreland Residential	Match Existing Shoreland Protection Standards		
<u>RMU</u> Rural Mixed Use/Hamlet	1 unit/0.75 acre (sewered: 1 unit/acre min)		
<u>PUT</u> Planned Urban Transition	(sewered: 2 units/acre min)		

EXISTING ZONING DISTRICT OPTIONS AND OVERLAYS (MINIMUM LOT SIZE SHOWN IN PARENTHESES)								
<u>F-1</u> Forestry (20 acres)				<u>A-4</u> Ag/ Forestry/ Residential (40 acres - with one-time 5- acre split)		<u>SP-1</u> Shoreland Protection Overlay (Class 1: 30,000 SF, Class 2: 40,000 SF, Class 3: 75,000 SF)	<u>PUD</u> Planned Unit Development (30,000 SF)	<u>PRD</u> Planned Residential (30,000 SF), 50% Open Space, 25% Density Bonus
<u>A</u> Exclusive Ag (35 acres)			<u>A-2</u> Ag Residential (10 acres)					
<u>A-1</u> Ag Transition (35 acres)								
<u>R-1</u> Residential (15,000 SF) (10,000 SF - sewered)	<u>RR-1</u> Residential Recreation (30,000 SF)	<u>RR-2</u> Residential Recreation (1.5 acres)	<u>RR-3</u> Residential Recreation (5 acres)	<u>UVOD</u> Unincorporated Village Overlay (Base Zoning)				

The Rural Residential (RR) LUMA plans for a maximum density range of 1 unit/5 acres to 1 unit/10 acres and encourages the clustering of residential lots. Though R-1, RR-1, and RR-2 zoning could be used to implement this LUMA, the minimum lot size (without a density restriction) could result in much greater densities than intended. Conversely, the minimum lot sizes required in RR-3 and A-2 (5 acres and 10 acres respectively) are on target for the intended

density range within Rural Residential, but do not allow those densities to be achieved in conjunction with smaller lots and preserved open space.

Greater flexibility in implementing the LUMAs comes from the Planned Unit Development (PUD) District and the Planned Residential Development (PRD) option. PUD allows complete flexibility to achieve densities and lot sizes associated with the LUMAs since the regulations are established as part of a detailed review and approval process. The PRD process also allows flexibility in terms of lot size, offers a 25% density bonus to what would be possible under zoning alone, and requires at least 50% preserve open space. *An example using the PRD process:* On a 40-acre parcel under A-2 zoning, 4 lots might be possible (essentially 1 unit/10 acres), but using the PRD process an additional lot could be possible (25% bonus = 5 lots instead of 4 = 1 unit/8 acres). Also under PRD, smaller lots could be achieved and open space preserved, meeting the intent of the Rural Residential LUMA. If the same 40-acre parcel was zoned RR-3, however, 8 lots might be possible (1 unit/5 acres). Using PRD, the 25% bonus would yield 10 lots (1 unit/4 acres), which would exceed the desired density range for the LUMA.

Clearly, there are some options to implement the residential-related LUMAs through the existing zoning districts, but there are disconnects because the Zoning regulations are based on minimum lot size and not density. The PUD and PRD process offer flexibility and can be used to implement the density, lot size, and clustering provisions of the LUMAs, but they are not a direct fit solution, and will need to be carefully managed. PUD requires establishing regulations on a case by case basis as part of an approved plan for each development, while PRD calculates the number of possible lots based the minimum lot sizes required by the zoning.

Recommended Zoning District Changes Based on Future Land Use Management Area
Burnett County's Future Land Use Management Areas (LUMAs) are not zoning districts, but have been intentionally constructed to provide a useful framework from which to develop specific zoning districts and regulations. This was identified as a primary county need at the outset of the planning process. The following recommendations for zoning changes are derived directly from the LUMAs. There was some variation in how towns defined densities and lot sizes within the future land use Management Areas, so the following recommendations are simply based on the most common town recommendations.

Agriculture (A): The county's existing agriculture zoning districts identify allowed land uses similar to what is recommended in (A), but no existing zoning provisions match the recommendations for development density management. Density based zoning provisions need to be established to implement the (A) classification. In these districts, new farms and farm expansions, either of which results in operations with 500 or more animal units, should be conditional uses. Zoning districts that incorporate the following maximum development densities and minimum lot sizes will address the majority of town plans with respect to the use of (A):

- ♦ One unit per 40 acre density
- ♦ One unit per 20 acre density
- ♦ One acre minimum lot size
- ♦ Smaller lots allowed with cluster or conservation land division design

Forestry Residential and Recreation (FRR): The county's existing Forestry (F-1) zoning district identifies allowed land uses similar to what is recommended in FRR, but no existing zoning provisions match the recommendations for development density management. Density based zoning provisions need to be established to implement the FRR classification. Zoning districts that incorporate the following maximum development densities will address the majority of town plans with respect to the use of FRR:

- ♦ One unit per 40 acre density
- ♦ One unit per 20 acre density
- ♦ One acre minimum lot size
- ♦ Smaller lots allowed with cluster or conservation land division design

Rural Residential (RR): The county's existing residential zoning districts identify allowed land uses similar to what is recommended in RR, but the existing minimum lot sizes (with the exception of RR-3) could result in much higher overall densities than the 1 unit per 5 acre to 1 unit per 10 acre range generally recommended in town plans. Density based zoning provisions need to be established to implement the RR classification. Zoning districts that incorporate the following maximum development densities and minimum lot sizes will address the majority of town plans with respect to the use of RR:

- ♦ One unit per 10 acre density
- ♦ One unit per 5 acre density
- ♦ One acre minimum lot size
- ♦ Smaller lots allowed with cluster or conservation land division design

General Commercial/Industrial (GC and I): The county's existing commercial zone (C-1) and industrial zone (I-1) generally include the future uses discussed by the CG and I Management Areas. However, these existing zoning districts should be modified to incorporate opportunities for site plan and architectural design review. There are many potential uses under these districts that are designated as permitted, meaning that opportunities for town input and qualitative review of the site plan are very limited. More of the potential uses should be listed as conditional uses or permitted with site plan review.

Rural Mixed Use/Hamlet (RMU): The county land use/zoning ordinance contains the Unincorporated Village Overlay District (UVOD) which is generally intended to apply to the RMU areas established in the comprehensive plans. In addition, since RMU envisions a mix of land uses, the county's agricultural, residential, commercial, and industrial zoning districts may apply. The UVOD should, however, be further developed to include special provisions for the RMU areas that recognize the unique physical arrangement and mixed-use nature of these communities if UVOD district is intended to be used by itself as the primary implementation tool in the RMU areas.

Maximum Lot Size Standards

Maximum lot size standards have been coupled with town recommendations for maximum density and minimum lot size in many future Land Use Management Areas. The approach to maximum lot size is very diverse among the town plans, but there may be good potential for coordinating the use of this tool through the county zoning ordinance. The establishment of a reasonable number of maximum lot size overlay zoning districts may be an efficient way to implement this tool. This would give towns a great deal of control over whether and where the

standards would be applied and allows for a variety of combinations with underlying zoning districts.

Development Impacts Assessment

Many town plans include policies and recommendations for improving the zoning process to require substantial development proposals to assess potential community impacts. For this reason, the county plan also includes such policies and recommendations. There is some variation between communities in terms of what types of impacts they are interested in and to what degree they want to require such assessment. There is enough consistency across the county that there appears to be good potential for coordinating this through the county zoning ordinance. Implementation of impacts assessment needs to be evaluated, and will have to develop thresholds for what triggers additional assessment. As an example, a seven (7) lot subdivision may not require an assessment or engineering study, but a 21 lot subdivision might. It is also important that the depth of analysis required by the county is appropriate for the intensity of the proposed development. These requirements should be reasonable and adjustable to a variety of common land uses.

If the analysis is codified, under these provisions substantial development projects such as major land divisions and conditional uses may be required to assess potential impacts to:

- ♦ Transportation systems including potential road damage and traffic generation
- ♦ The cost of providing community facilities and services
- ♦ Natural and cultural resources
- ♦ Economic health and markets including job creation, job retention, worker income, etc.

Other Zoning Improvements

- ♦ Utility Towers: Communities have addressed communication, wind energy, and other utility towers with plan policies and recommendations. The related provisions of the county zoning ordinance should be reviewed and improved if necessary based on the local plans.
- ♦ Housing Issues: The county zoning ordinance should be reviewed for its impacts on opportunities to create a variety of housing types in the county. Many towns have also adopted policies and recommendations relative to mobile homes, manufactured homes, and manufactured home parks. The related provisions of the county zoning ordinance should be reviewed and improved if necessary based on the local plans.
- ♦ Site Planning: Site planning will have connections to zoning, but will primarily be a land division tool. Additional detail on the recommended use of site planning is provided in *Land Division Regulations* below.
- ♦ Area Development Planning (ADP): ADP will have connections to zoning, but will primarily be a land division tool. Additional detail on the recommended use of ADP is provided in *Land Division Regulations* below.

Technical Recommendations

- ♦ Update the zoning district potential land uses using a modern classification system.
- ♦ Review all district allowed land uses and evaluate their Management Areas. The current classification system includes “permitted” and “conditional” as the only options. Another option that should be considered is “permitted with site plan review.” That is, uses that are permitted, but that also afford for the qualitative review of the site plan, building architecture, landscaping plan, signage and lighting plan, and so on. This is an intermediate step between permitted and conditional. Public input is an option in site plan review and the process can either be administered by zoning staff or by the Planning and Zoning Committee. The decision in this case is not focused on the “yes” or “no” of a proposed development (as with a conditional use), but rather is focused on the “how.”
- ♦ Expand the use of site plan review. Under the current ordinance, detailed site plan review is only required for a Planned Unit Development (PUD) and conditional uses (which includes the Planned Residential Development Process).
- ♦ Explore the use of zoning overlays as a means to implement the density, lot size, and lot clustering recommendations within the town comprehensive plans. It may be possible to improve and expand the existing zoning districts to include sufficient options to implement the town plans. For example, there may be a few agricultural districts that are very similar except for the maximum residential density allowed. An alternative approach to this would be to have fewer “base” zoning districts and a number of overlays that can be applied to refine the base zoning regulations.

For instance, there may be one or two base agricultural zoning districts that differ mainly by intensity of use. These districts would include zoning regulations such as: a maximum residential density of 1 unit per 10 acres, a minimum lot size of 1 acre, and no maximum lot size. A series of overlays would be developed that could replace these regulations on an individual town-wide basis. There may be a few overlay choices for density, minimum lot size, maximum lot size, and lot clustering requirements. Each town could choose up to one overlay from each category to override the base zoning regulations for these zoning districts to match their plan recommendations. These overlays would not apply to individual parcels, but anywhere in the town the zoning is used. The example was given for agricultural zoning districts, but could also apply to forest and residential districts.

Land Division Regulations

Land division regulation is, and will continue to be, a key tool for managing land use and development in Burnett County. On a fundamental level, Burnett County will work with towns to improve the county subdivision ordinance toward the goal of overall comprehensive plan implementation. More specifically, this includes the objectives of improved management of land use and development and better preservation of productive agricultural lands, productive forest lands, natural resources, cultural resources, and rural character. In order to accomplish this, it is recommended by this plan that Burnett County conduct a thorough review and revise the existing county subdivision ordinance. As a result, the county subdivision ordinance may be expanded to include a wider variety of tools to assist with the implementation of the county and local comprehensive plans.

Some basic updates to the county subdivision ordinance should be executed as top priorities. Some simple changes can be made as interim measures while more extensive zoning and subdivision ordinance updates are being developed. Under the current ordinance, towns are not required to review certified survey maps (CSMs). Based on the policies of many towns to have greater land management involvement at the local level, CSMs should require town review. As another extremely important step, Burnett County will need to work cooperatively among departments to improve the administration of land division review in order to track all land divisions (plats, CSMs, and quit claim deeds). More consistent tracking of land divisions is necessary to enforce density management and other related policies.

The following additional land division tools will be taken into consideration based on the county and local comprehensive plans.

Site Planning

Burnett County will explore options for cooperative implementation of locally tailored site planning policies. The site planning tool was addressed in many of the local plans, but a wide variety of approaches were taken. If substantial consensus can be reached between the county and interested towns, then there may be good potential to implement site planning through county ordinances. One possible solution is to establish the site planning process and general requirements through county ordinances, and then to require town approval of site plans. Towns can then apply their individual site planning policies and feed their decision back to the county for final permit approval and filing of the approved site plan.

Site planning is ideally addressed at the time of a land division but can also be addressed through zoning. The county subdivision ordinance can be modified to require the establishment of limits of disturbance as part of the CSM and plat review process. Where development is taking place on existing parcels (i.e., the subdivision ordinance will not

As a first step, the jurisdiction of the county subdivision ordinance should be expanded. It currently applies to all divisions less than forty acres, but does not require a survey or review for parcels 10 acres or greater. The county should consider raising this threshold or eliminating the exception in order to invoke county and town review of more land divisions to ensure accuracy, and that zoning and comprehensive planning provisions are being met.

apply), there may be opportunities in the zoning ordinance to invoke site planning requirements. This can be accomplished for land uses that are classified as conditional uses or permitted with site plan review. Whether individual town site planning policies can be codified at the county level depends on whether a reasonable consolidation of the variety of approaches can be achieved. It is likely these standards will need to either be incorporated into ordinances at the town level or simply maintained as part of their comprehensive plans.

Area Development Planning

Burnett County will explore options for cooperative implementation of Area Development Planning (ADP) policies and recommendations. ADP was not addressed in the town plans as frequently as some of the other tools, like site planning, for example, but the approach was fairly consistent. ADP is an important tool as it works hand in hand with site planning, cooperative planning for extraterritorial areas, creative subdivision design, and some of the recommended changes to the zoning ordinance. The county subdivision ordinance should be modified to require the submittal of an ADP as part of the review of major subdivisions. The county zoning ordinance should be modified to require the submittal of an ADP as part of the review of commercial or industrial uses. This can be accomplished through conditional uses or through uses permitted with site plan review. ADPs should be required to assess the potential for connecting planned subdivision roads, parking areas, or other internal circulation features with future development on surrounding properties.

Cluster and Conservation Land Division Design

Burnett County will explore options for cooperative implementation of cluster and conservation land division design policies and recommendations. Conservation and cluster land division design are very important tools addressed by the county plan and the town plans. This tool is seen as an important option for allowing rural development to continue into the future while also preserving productive lands, rural character, and the natural environment.

To some extent, this tool is already in place. The county currently utilizes the Planned Residential Development (PRD) process (requiring a conditional use review) to encourage the creation of cluster/conservation land divisions. This approach provides a 25% lot bonus in exchange for at least 50% preserved open space. The lot bonus is currently based on the number of lots that the minimum lot size in the zoning district would yield, but would be calculated based on the density requirements once the zoning districts are updated to reflect the comprehensive plan recommendation framework.

As an alternative, lot clustering overlays could be developed as a component of the zoning ordinance. These overlays could be applied to certain zoning districts (A, FRR, RR) on a town by town basis based on the towns' policies for lot clustering. The overlays could include different standards for whether clustering is optional or required, density bonuses, lot sizes, and open space.

Other Land Division Regulations Improvements

- ♦ **Development Agreements:** The county land division ordinance should be modified to support local requirements for the execution of a development agreement whenever

public roads or other infrastructure is included in a development. A model development agreement can be created for adaptation by interested towns.

- ♦ Housing Issues: The county subdivision ordinance should be reviewed for its impacts on opportunities to create a variety of housing types in the county. Many towns have also adopted policies and recommendations relative to mobile homes, manufactured homes, and manufactured home parks. The related provisions of the county subdivision ordinance should be reviewed and improved if necessary based on the local plans.
- ♦ Development Impacts Assessment: Development impacts assessment will have connections to land division regulation, but will primarily be a zoning tool. Additional detail on the recommended use of development impacts assessment is provided in *Zoning* above.
- ♦ Development Density Management: Development density management will have connections to land division regulation, but will primarily be a zoning tool as set forth by zoning district standards. Additional detail on the recommended use of development density management is provided in *Zoning* above.

Technical Recommendations

- ♦ New parcels shall be required to have access to a public road, with exceptions where a private drive or shared access already exists, and where parcels will be deed restricted from development. This helps to ensure adequate emergency vehicle access through proper road standards, helps to reduce costly requests for private drives to be improved to town road standards, and reduces conflicts related to ongoing road maintenance. . Where developable lots are allowed to be created on existing private roads the following should occur:
 - A road maintenance agreement should be established by the subdivider and approved by the Town. This agreement should be executed with the purchase of each lot and address the provisions for the long-term maintenance and snow removal of the road including the specific tasks, schedule, responsible parties, and funding mechanism. Any revisions to this agreement should also be approved by the Town; and
 - The road is constructed to at least minimum standards set forth in Section 82.50(a) of the Wisconsin State Statutes for roads serving less than a total of ten (10) existing and new lots or Section 82.50(c) for roads serving a total of ten (10) or more existing and new lots. The private road improvement would require town review and inspection expedited through a Development Agreement between the Subdivider and Town.

Site Plan and Design Review

Burnett County will explore options for cooperative implementation of locally tailored architectural and site design review policies that protect and enhance the visual quality of the county. The county and local plan policies lay out some general areas of concern:

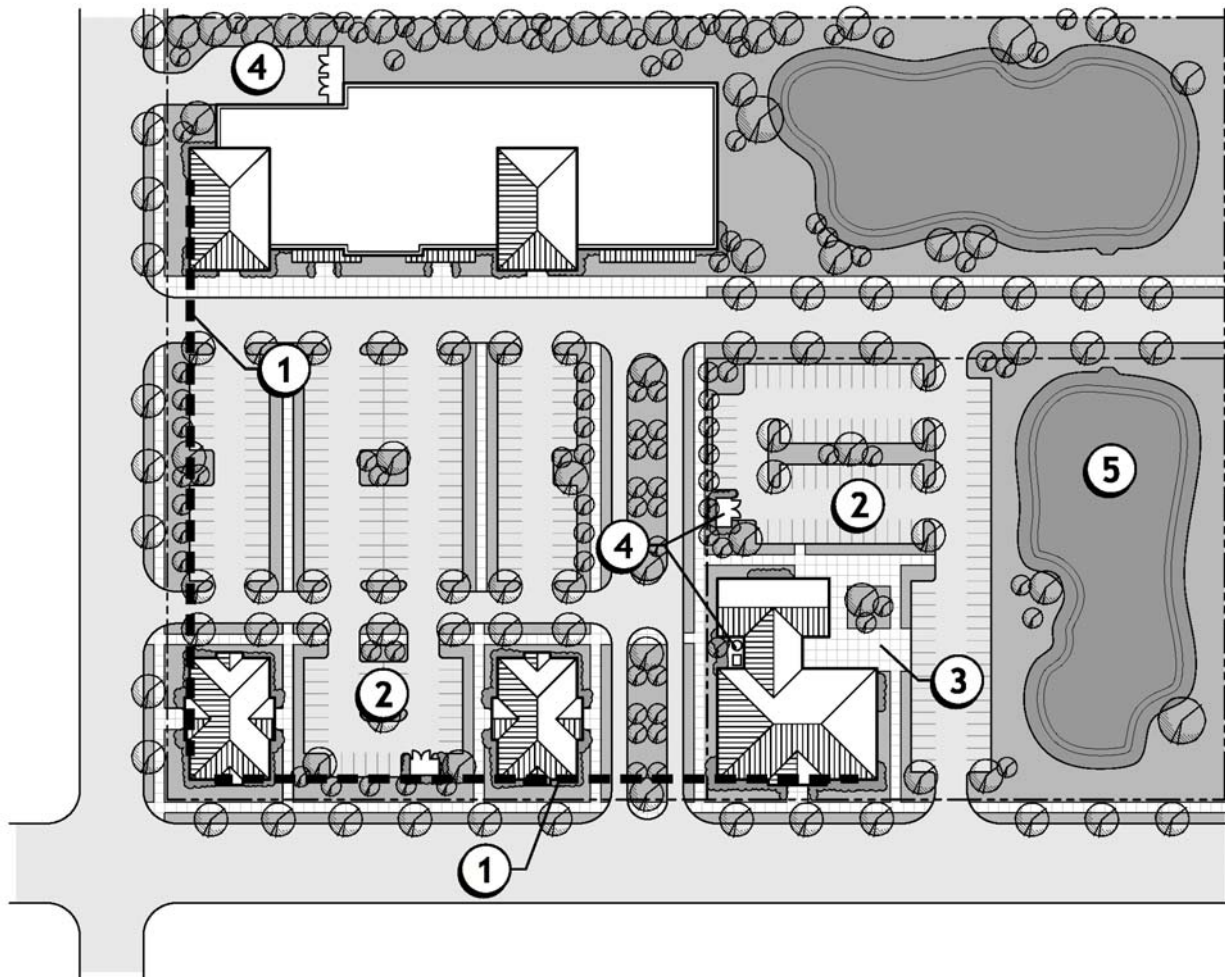
- ♦ Attractive signage and building architecture
- ♦ Shared highway access points

- ♦ Screened parking and loading areas
- ♦ Screened mechanicals
- ♦ Landscaping
- ♦ Lighting that does not spill over to adjacent properties
- ♦ Efficient traffic and pedestrian flow

Additional work is needed, as these general areas of concern need to be further refined into more specific design standards and guidelines. These standards and guidelines are needed to establish the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. By definition, architectural and site design standards and guidelines will need to be locally implemented.

Towns will likely need to work very directly with Burnett County or with a neighboring village to implement design review standards. The primary challenge in a town setting is that the accepted statutory authority for adopting such standards is through the zoning tool. The procedural requirements for establishing zoning authority can be unwieldy for towns involved in county zoning, so this approach is not recommended. As a result, the best place to establish a process and standards for town level design review is in the county zoning ordinance. If substantial consensus can be reached on the desired process and standards, and after adequate public participation has taken place, the county zoning ordinance should be modified to implement site plan and architectural design review.

Figure 9-2
Typical Site Design Example



1 Building Location and Setbacks

Buildings should be located to strengthen the definition of street edges and public areas. Building setbacks should also be consistent with those of buildings located on adjacent properties.

2 Parking Lot Configurations and Location

Parking lots should be designed to accommodate convenient vehicular navigation. Generally, two-way drive aisles should be 24 feet wide and non-handicapped accessible spaces should be 9 wide by 18 feet deep. Dead-end aisles should be avoided where possible, but shall include a vehicle turn-around when used.

Parking lots should also be arranged to provide convenient access to buildings and primarily located to the sides or rear and between buildings.

3 **Public Space**

The integration of public areas including court yards, plazas and gardens into the site is encouraged. These spaces should be defined by surrounding buildings, street edges, landscaping and natural areas.

4 **Service/Mechanical/Refuse Location**

Service and storage areas, building mechanicals, and refuse/recycling containers should be located so that they are hidden from public view to the greatest extent possible.

5 **Storm Water Configuration**

Storm water retention and detention areas should be designed to enhance the landscape through the use of natural forms and grading as opposed to rigid geometric shapes.

Additional Standards:

- **Building Elevation Priority** – Building elevations visible from public streets, public spaces, and residential areas shall receive the highest priority for architectural treatment and design treatment.
- **Fences** – Decorative fences made of wood, masonry, stone and ornamental metal are preferred over chain link fences. Chain link fences should be used only when there is a demonstrated security need.
- **Lighting** – Site lighting shall be provided for safety and security and directed away from adjacent properties.

Figure 9-2 represents a sample of what might be assessed if a development is proposed. It may not be typical or even necessary that all of the site plan criteria be included on a submitted site plan. Figure 9-2 was included to allow a reference in the need of an advanced development review. In addition, the town/county should seek public input on the establishment of these desired characteristics. The policies of the *Economic Development* element provide some initial guidance on potential design review standards.

Site planning can not only be used to provide for aesthetically pleasing development and protection of valued features of the landscape, but also to ensure that future road extensions will not be blocked by the construction of buildings or other structures. Area Development Plans will be required of major land divisions and commercial or industrial development proposals. These plans will lay out potential road extensions on adjacent lands. To ensure potential future road connectivity between development sites, the town's policies regarding the use of cul-de-sacs should be included in a revised land division ordinance. Temporary cul-de-sacs should be limited, but when allowed, should be constructed to the outside property line of the development site.

Official Map Regulations

Counties have limited statutory authority for official mapping, and this plan does not recommend the development of an official map at the county level. As an alternative, this plan advocates for the use of Area Development Planning to help ensure road network connectivity, the adequate provision of utilities and public facilities, and the orderly layout of developed areas. Refer to *Land Division Regulations* above for more detail on the recommended approach to Area Development Planning.

Sign Regulations

No specific recommendations have been developed at the county level with respect to sign regulations. The appearance and design of signs will be integral components of site plan and architectural design review.

Erosion Control and Stormwater Management

The county plan includes goals, objectives and policies in the Utilities and Community Facilities element and the Agricultural, Natural and Cultural Resources element that support development and application of erosion control and stormwater management regulations. The county plan supports existing regulations as employed through various state agencies, and identifies more extensive recommendations in these areas in the aforementioned chapters.

Historic Preservation

Historic preservation is an important component of the Burnett County and local comprehensive plans. However, no specific recommendations for historic preservation ordinances have been developed at the county level. It is anticipated that towns and villages will administer historic preservation plans and ordinances, as this is the appropriate place for such regulations. The county plan does advocate for supporting such efforts, and specifically recommends working with communities and the Wisconsin Historical Society to maintain the map and database of historic and archeological sites.

Building, Housing, and Mechanical Codes

No specific recommendations have been developed at the county level with respect to building, housing, and mechanical codes. These are administered locally in Burnett County, so please refer to the local comprehensive plan *Implementation* elements for more detail.

Sanitary Codes

No specific recommendations have been developed at the county level with respect to sanitary codes. The county's existing sanitary ordinance has been actively maintained and updated in response to changes in private onsite wastewater treatment technology and changes in related state administrative rules (Ch. Comm 83). As cluster and conservation design become more prevalent in the future, sanitary codes should be evaluated and updated as needed to

accommodate the safe and healthful use of options like group sanitary systems and small scale community wastewater treatment systems.

Driveway and Access Controls

As supported by the county and local comprehensive plans, driveway ordinances have been identified as an important plan implementation tool. Burnett County will update and maintain the county highway access control (driveway) ordinance to implement access control and emergency vehicle access standards. This ordinance applies to driveways that access county highways. The existing ordinance should be evaluated for its effectiveness in accomplishing these purposes, and specific revisions should be identified and implemented.

The regulation of access to town roads is a point of confusion at present, and this needs to be clarified. The existing county driveway ordinance includes standards that can be applied to town roads, but the county does not issue permits or otherwise administer these standards. This has given some towns the sense that nothing needs to be done at the local level with regard to access control on town roads. This also leaves towns vulnerable on issues of enforcement. A better approach is for towns to adopt a local driveway ordinance that establishes jurisdiction over town roads. Towns should require permits for driveways that access town roads, and a local ordinance will provide better backing in an enforcement situation. In order to assist towns with implementing access control and emergency vehicle access standards and to promote consistency between towns, Burnett County should create a model town road access control (driveway) ordinance for adaptation by interested towns.

Technical Recommendations

- ♦ Specify whether the driveway width requirements apply to the clearance width or driveway surface width. Standards should exist for both.
- ♦ Establish a minimum vertical clearance height (suggestion: 17 feet).

Livestock Facility Siting and the Right to Farm

The Burnett County plan and many local comprehensive plans advocate for improved protection of the right to farm. Two key tools for accomplishing this are livestock facility siting rules and a right to farm policy and ordinance. Burnett County will develop a county-wide right to farm policy and ordinance. It will create options for towns that wish to require right to farm language to be shown on recorded land divisions.

Burnett County will work with local units of the government and the agricultural industry to implement the zoning provisions and performance standards of Wisconsin Act 235 and ACTP 51 (the Livestock Facility Siting Law). In support of implementing livestock facility siting, Burnett County will also work with towns to create and maintain an up to date inventory of active farms (including number of animal units per farm), feedlots, and manure storage facilities. There are many details to work out in the use of this tool, so substantial work lies ahead. Continued public participation will be essential.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available. Non-regulatory implementation tools include more detailed planning efforts (such as park planning or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting). For basic information on non-regulatory plan implementation tools, please refer to Section 9.2 of the *Inventory and Trends Report*.

The *Burnett County Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ♦ Assess the availability of developable land for residential development (*Housing* element)
- ♦ Pursue funding for needed transportation facilities (*Transportation* element)
- ♦ Continue to bi-annually update a detailed capital improvement plan (*Transportation; Utilities and Community Facilities* elements)
- ♦ Facilitate acquisition of park lands (*Utilities and Community Facilities* element)
- ♦ Maintain an up-to-date county Comprehensive Outdoor Recreation Plan (*Utilities and Community Facilities* element)
- ♦ Modify the current Purchase of Developmental Rights program (*Agricultural, Natural, and Cultural Resources and Land Use* element)
- ♦ Maintain the map and database of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element)
- ♦ Maintain the Shoreline Incentive Program (SIP) (*Agricultural, Natural, and Cultural Resources* element)
- ♦ Continue to work with the Burnett County Development Association (*Economic Development* element)
- ♦ Evaluate economic development related grants, programs, and tax incentives (*Economic Development* element)
- ♦ Review intergovernmental agreements (*Intergovernmental Cooperation* element)
- ♦ Maintain the County Comprehensive Planning Committee (*Intergovernmental Cooperation* element)
- ♦ Conduct a comprehensive plan update (*Implementation* element)

9.4 Functional and Strategic County Plan Updates

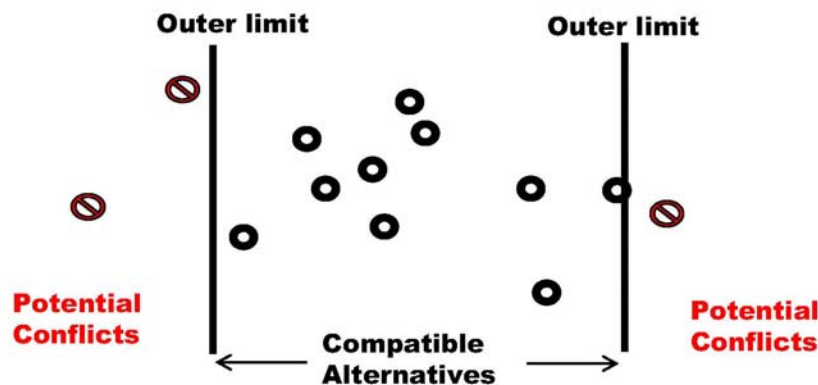
One of the functions of comprehensive planning is to integrate other functional and strategic plans with a cohesive vision. Several existing county plans will need to be updated in the future as a matter of statutory requirement or as a matter of county practice or policy. When these plans are updated, consistency with the county comprehensive plan should be a central concern and an ideal to be achieved. The following are existing county plans that will likely need to be updated over the course of the planning period. Those with a specific timetable for update have been included in the comprehensive plan recommendations and *Action Plan*. For others, a specific timetable will be determined in the future. Plans include, but are not limited to:

- ♦ Burnett County Five-Year Financial Management Plan (Capital Improvement Plan)
- ♦ Burnett County Comprehensive Outdoor Recreation Plan
- ♦ Burnett County Forest Comprehensive Plan
- ♦ Burnett County Land and Water Resource Management Plan
- ♦ Burnett County Farmland Preservation Plan

9.5 Coordinated County-Town Review: Sideboard Approach

In reviewing approaches for the integration of local plans for future land use with the Burnett County plan for future land use, the preferred alternative was named the “Sideboard Approach.” In the Sideboard Approach, the county plan content is developed with both county and local responsibilities in mind. Provisions in areas of overlapping authority are general enough to provide flexibility, but specific enough to provide direction for county decision makers. The county provisions establish sideboards, or outer limits within which any number of alternative local plans may be compatible. Figure 9-3 graphically depicts the Sideboard Approach.

Figure 9-3
The Sideboard Approach



The Sideboard Approach is not a “top down approach” to county level planning. Burnett County does not support the idea that a county level plan is independent of the local plans. Such an approach would be inconsistent with the commitment that Burnett County made to provide a locally driven planning process. The Sideboard Approach to the county plan will include many interrelationships with the local plans and will avoid conflicting provisions in areas of overlapping authority. On the other hand, the Sideboard Approach is not a “patchwork quilt approach,” meaning that the county plan will not accept without question every land use decision or recommendation made at the local level. Burnett County sees the wisdom of creating checks and balances and the need for critical thinking when making complex decisions.

Basis for the Sideboard Approach

Burnett County has land use decision making responsibility in the following primary areas.

- ♦ County zoning
- ♦ County highways
- ♦ County economic development
- ♦ County parks and property
- ♦ Emergency management
- ♦ Land and water conservation
- ♦ Land information
- ♦ Solid waste management

Land use decisions made in one community can have impacts that ripple through surrounding communities. Examples of these land use connections between communities can be found in several key components of the Burnett County landscape and economy: agriculture, tourism, manufacturing, transportation and urban services as show in Figure 9-4.

Figure 9-4
Interrelationships of Land Use Decisions

What is at stake?

- ♦ Impacts to the **agricultural** industry
 - Rural land management and regulation can help or hinder agriculture
 - Agricultural lands (primarily in towns) are primary target for conversion to other land uses
 - Agriculture support businesses and institutions (primarily in villages) need a critical mass of local agricultural production

What is at stake?

- ♦ Impacts to the **tourism** industry
 - Rural land management and regulation can help or hinder tourism
 - Attractive community entrances to villages extend into towns
 - Quality outdoor recreational opportunities are impacted by the location and density of rural land development
 - Many tourism based businesses are located in villages

What is at stake?

- ♦ Impacts to the **manufacturing** industry
 - Rural land management and regulation can help or hinder manufacturing
 - Industrial park land is often annexed by a village from the reserve of undeveloped land in neighboring towns
 - Quality of life
 - ♦ Leads to business and worker attraction and retention
 - ♦ A function of rural character (towns) and quality community facilities and services (villages)

What is at stake?

- ♦ Impacts to **transportation** systems
 - ▶ Rural land management and regulation can help or hinder transportation systems
 - ▶ All forms of land use require access, generate traffic, and impact mobility
 - ▶ Unintended consequences of lack of “edge-matching” cross community boundaries
 - ♦ Less than ideal truck routes
 - ♦ Less than ideal highway bypasses
 - ♦ Extensive frontage road systems
 - ♦ Lack of local road connectivity

What is at stake?

- ♦ Impacts to **urban services**
 - ▶ Rural land management and regulation can help or hinder urban services
 - ♦ Rural development on the urban fringe fosters or restricts the extension of municipal utilities
 - ♦ Density of development
 - ♦ Timing of development
 - ▶ Premature medium to high density development cuts off a village and limits options for town services
 - ♦ Cost of service extension prohibitive

Under the Sideboard Approach, it is anticipated that most planning decisions and recommendations made at the local level will be compatible with the Burnett County plan. But it is also important that provision be made for the occasions where there may be a conflict or disagreement. This is important, because Burnett County must take responsibility for a great deal of land use decision making that will be directly impacted by the content of local comprehensive plans. The Sideboard Approach is intended to give Burnett County some limited autonomy where county responsibilities and interests might be in conflict with, or interpreted differently than, local responsibilities and interests.

Proposed Solution

Implementation of the Sideboard Approach will have three major components.

1. County level policies to guide county level decision making.
2. A process for coordinated local and county review of proposed developments.
3. A common decision format and documentation system to aid in clear communication between towns and the county.

The proposed solution relies on the following assumption and policies.

- ♦ The county future land use map shall be the equivalent of the most current locally adopted future land use map of each municipality in Burnett County. In other words, the local future land use map is the county future land use map for that area.
- ♦ Burnett County shall request and consider town input and recommendations prior to making a decision on a rezone, conditional use, land division (including plats and certified survey maps), or site plan approval.
- ♦ Assumption: In the process of coordinated review of a proposed development, the county will evaluate consistency with its own plan and trust the communities to evaluate consistency with their own plans.

County Level Policies

The first component of the Sideboard Approach is a set of county level future land use policies that are general enough to be flexible, but specific enough to provide guidance to county decision makers. Because the county future land use map will be the equivalent of the future land use map adopted by a local unit of government, policy language must be used to determine the outer limits of the Sideboard Approach. As such, these policies will be focused on cardinal issues of county-wide concern. For example, the following types of policies have been adopted to apply to the Agriculture future land use classification.

- ♦ In areas identified by a town with the (A) future land use classification, new non-farm residential development shall be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses.

Preventing conflict between agricultural and residential land uses is of county-wide concern, and there are several ways to prevent such conflicts with development design.

The intent of these types of policies is not to take decision making out of the hands of towns, but to ensure that a potentially harmful development is duly scrutinized. Many of these policies will be the same between a town and the county. So in effect, both units of government will be applying the same criteria. It is a safeguard for the public interest. Two sets of eyes, rather than one, will review for consistency with adopted public policy. Refer to the *Land Use* element for the full set of related county level policies.

The intent of these policies is not to take decision making out of the hands of towns, but to ensure that a potentially harmful development is duly scrutinized... It is a safeguard for the public interest.

Coordinated Process

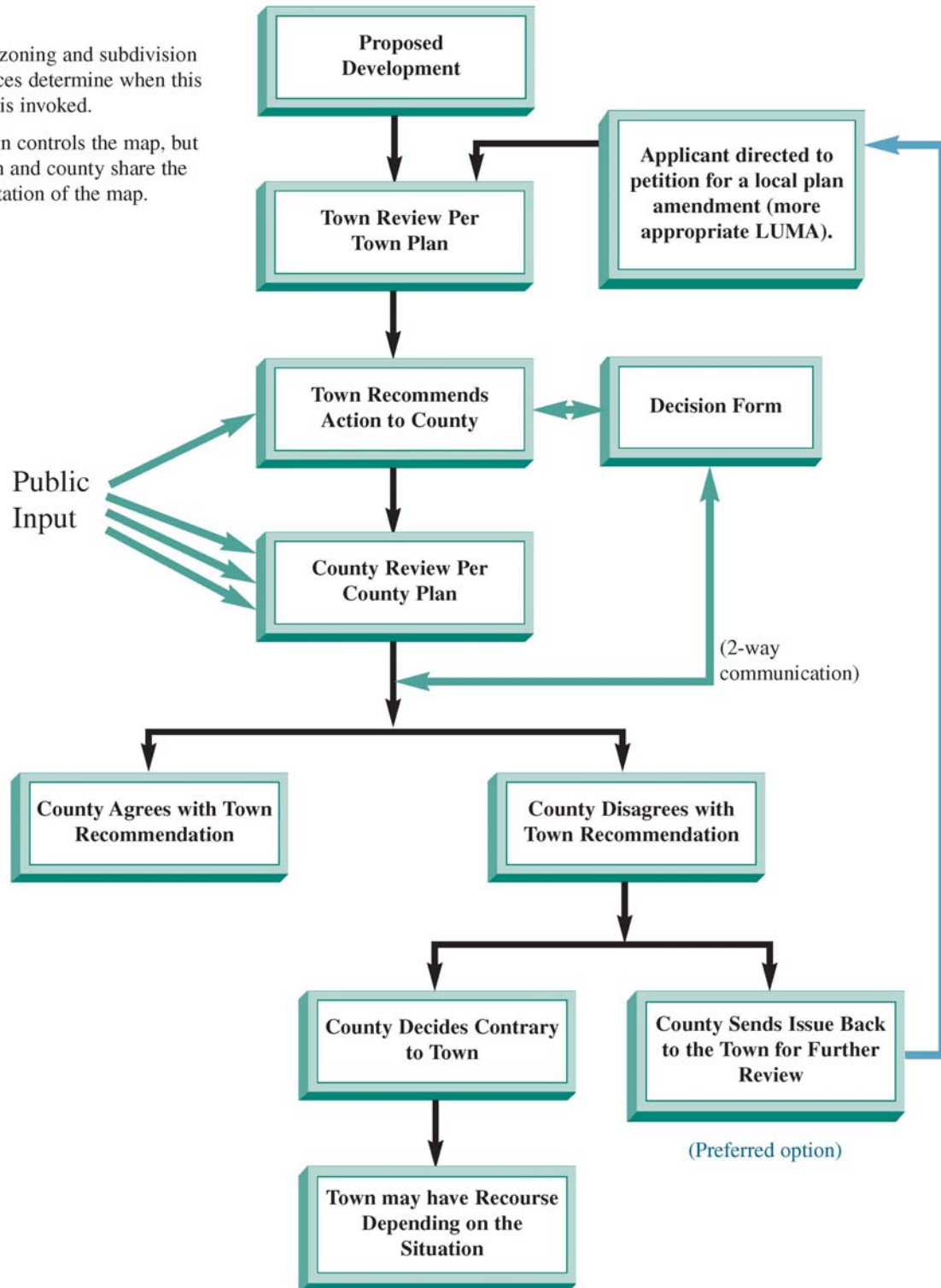
The second component of the Sideboard Approach is a coordinated process for the shared review of proposed developments. Because the county future land use map will be the equivalent of the future land use map adopted by the local unit of government, this coordinated process will be focused on the interpretation of the applicable local map. Figure 9-4 is a flowchart of the proposed process.

Figure 9-4
County/Local Coordinated Decision Making Process

Notes:

County zoning and subdivision ordinances determine when this process is invoked.

The town controls the map, but the town and county share the interpretation of the map.



It is important to note that the county zoning and subdivision ordinances determine when this process is invoked. Opportunities for town involvement in county level land use decision making occur when proposed land uses or land developments require a discretionary decision on the part of Burnett County. Such decisions include rezones, conditional uses, and land divisions, and could be expanded to include site plan review.

As a town reviews a proposed land use and forwards its decision or recommendation to the county, the point of potential dilemma is when the county disagrees with the town. For example, a town may make a decision that is consistent with its own comprehensive plan. The county may review the same proposal under the policies of the county plan and reach a different conclusion that is consistent with the county plan. Note that both the town and the county followed their plan. Although this should be rare, the Sideboard Approach allows for this to happen.

It is recommended that when this dilemma occurs, the county's response should be to refer the decision back to the town with direction given to the applicant to modify the proposed development, and/or petition the town to amend its future land use map. If the town still wishes to accommodate the land use or development, a more appropriate future land use classification should be applied to the map or the development design should be modified. If the map and development are changed accordingly, and the proposed land use or development is approved a second time by the town, then the county should likewise approve the development.

This approach has several advantages. It keeps the towns in control of their future land use maps. It gives the county the ability to exercise limited independent thinking to evaluate whether a proposed development should be approved or disapproved – or whether it needs to be changed before it can be approved. And it may allow public input to come to full fruition before a final decision is made on a development. When a town first reviews a proposed development, the public may not yet have good awareness of what is proposed. When the proposal reaches the county level, public awareness is often heightened, and this additional information (public input) can be taken into consideration. To send such an issue back to a town for further consideration is not necessarily going to lead to political conflict. The town may very well appreciate the opportunity to reevaluate a decision with the added benefit of more significant public input.

The primary disadvantage of this approach is seen from the perspective of a developer or applicant. It may lengthen the review and approval process for developers that propose controversial projects.

Decision Format and Documentation

The final component of the Sideboard Approach is the key that makes it all possible. Clear communication between towns and the county is paramount if a shared development review process is to work correctly. The following is an example decision form that can be used for this purpose. Town decisions should be documented in this manner and copied to the county. County decisions should be documented in this same manner and copied to the applicable towns. This tool gets both units of government using their plans and speaking the same language.

Findings

- ♦ The proposed land use is: _____
- ♦ Number of units (residential, commercial, etc.) in the proposed development: _____
- ♦ The existing land use is: _____
- ♦ The planned land use is: _____
- ♦ The current zoning district is: _____
- ♦ The surrounding existing land uses are: _____
- ♦ The surrounding planned land uses are: _____

Planning Conclusions

- ♦ The proposed development (is / is not) in compliance with applicable ordinances. Specify any areas of non-compliance: _____
- ♦ The proposed development (is / is not) consistent with the purpose and intent of the applicable future land use classification because: _____
- ♦ The proposed development (is / is not) consistent with the policies related to the applicable future land use classification because: _____
- ♦ The proposed development (is / is not) consistent with other applicable comprehensive plan policies because: _____
("Development Review Criteria" policies especially important here)

Recommendation or Decision

On the basis of the findings, planning conclusions, and the record in this matter, the Plan Commission/Governing Body recommends that the proposed development be:

___ **Approved** with the following conditions.

___ **Continued** for further consideration. The following additional information is requested.

___ **Denied** for the following reasons.

Specify conditions of approval, additional information requested, or reasons for denial:

This approach has several advantages. Even if it is the county's position that it will generally follow a town's recommendation, the communication still needs to be clear. The reason for this is because the town and the county are not the only ones involved. The public is also involved, so just agreeing with the town will not eliminate the potential for conflict. And after 2010, the comprehensive planning law makes it even more important that communities clearly document their reasoning when making decisions that should be "consistent" with the comprehensive plan. If a citizen, applicant, developer, etc. challenges a decision of a town or county, they will have a much harder time winning against the unit of government if the reasoning for a decision is clearly documented and connected to comprehensive plan policies.

9.6 Comprehensive Plan Amendments and Updates

Adoption and Amendments

Burnett County should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The county should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the county's comprehensive plan must comply with the following steps:

- ♦ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the County Board and for the County Board to respond to such comments.
- ♦ **Land Use and Information Committee Recommendation.** The Land Use and Information Committee recommends its proposed comprehensive plan or amendment to the County Board by adopting a resolution by a majority vote of the entire Land Use and Information Committee. The vote shall be recorded in the minutes of the Land Use and Information Committee. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ♦ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Land Use and Information Committee for recommendation to the County Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the county, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every village, town, county, and regional planning commission that is adjacent to the county; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the county is located; (f) the public libraries

that serve the area in which the county is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the County Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- ♦ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The county is responsible for maintaining the list of persons who have requested to receive notice and may charge a fee to recover the cost of providing the notice.
- ♦ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the County Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

In addition to the statutory requirements for plan amendments, Burnett County has also adopted a policy to govern this process. Policy 7 (under Goal I 1) states that the county shall revise or amend its comprehensive plan no more than four times per year. Whether an amendment is generated by the county or by a town under the Sideboard Approach, this policy is to apply. It is intended that the county map of future land use will be updated through this mechanism in order to maintain consistency with Policy 2 (under Goal LU 1). This means that until the county executes a quarterly update, there may be temporary differences between town maps and the county map of future land use.

Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five-year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.7 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by Burnett County in light of overall implementation strategies. The following table lists the implementation strategies

Housing

1. Create a range of housing options
2. Create opportunities for quality affordable housing
3. Change the treatment of mobile and manufactured homes

Transportation

1. Create efficiencies in the cost of building and maintaining roads (control taxes)
2. Preserve the mobility of collector and/or arterial roads
3. Create safe emergency vehicle access to developed properties
4. Create improved intersection safety
5. Create more detailed plans for transportation improvements
6. Create road connectivity
7. Create a range of viable transportation choices

Utilities and Community Facilities

1. Create efficiencies in the cost of providing services and facilities (control taxes)
2. Create more detailed plans for facility and service improvements
3. Create intergovernmental efficiencies for providing services and facilities
4. Create improved community facilities and services
5. Preserve the existing level and quality of community facilities and services
6. Preserve the quality of outdoor recreational pursuits
7. Create additional public recreation facilities
8. Create opportunities to maximize the use of existing infrastructure

Agricultural, Natural, and Cultural Resources

1. Preserve agricultural lands
2. Preserve the right to farm
3. Preserve active farms
4. Preserve natural resources and/or green space
5. Preserve rural character
6. Create targeted areas for farming expansion
7. Create targeted areas for forestry expansion
8. Preserve historic places and features

Economic Development

1. Change community conditions for attracting business and job growth
2. Change community conditions for retaining existing businesses and jobs
3. Create additional tax base by requiring quality development and construction
4. Create more specific plans for economic development

Intergovernmental Cooperation

1. Create intergovernmental efficiencies for providing services and facilities
2. Create a cooperative approach for planning and regulating development along community boundaries
3. Preserve intergovernmental communication

Land Use

1. Preserve the existing landscape by limiting growth
 2. Preserve valued features of the landscape through site planning
 3. Preserve development rights
 4. Create development guidelines using selected criteria from *What If* suitability mapping
 5. Create an overall pattern of growth that is dispersed
 6. Create an overall pattern of growth that is clustered
 7. Create an overall pattern of growth that is concentrated
 8. Preserve the influence of market forces to drive the type and location of development
 9. Create a system of development review that prevents land use conflicts
 10. Create a system of development review that manages the location and design of non-residential development
-

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

Burnett County adopted policies and recommendations from nearly every one of the available strategies. The selected implementation strategies reflect the county's highest priorities for implementation, and areas where the county is willing to take direct implementation responsibility. The strategies that were not selected by the county may still be of importance, but were identified as primarily local responsibilities or areas where direct action by the county was not deemed appropriate.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Burnett County Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are value statements, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the county should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Additional plans regarding specific features within the county may also be developed over time. The process used to develop any further detailed plans should be consistent with this *Burnett County Year 2030 Comprehensive Plan*.

9.8 Measurement of Plan Progress

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

To measure the effectiveness of an adopted policy, the county must determine if the policy has met the intended purpose. For example, Burnett County has established a *Transportation* element policy that states, "A five-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding

sources.” To determine whether the policy is achieving the county’s intention, a “measure” must be established. In the case of this policy, the measure is simply whether the five-year road improvement plan is being maintained and annually updated and if potential funding sources are being identified. Each policy statement should be reviewed periodically to determine the plan’s effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to “measure” progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Land Use and Information Committee and results reported to the County Board and the public.

9.9 Implementation Goals and Objectives

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

Goal I 1: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect Burnett County.

Objectives:

- A. Update and/or revise the comprehensive plan on a regular schedule (at least every ten years) to ensure that the plan remains a useful guide for land use decision making.
- B. Require that administration, enforcement, and implementation of land use regulations are consistent with the Burnett County comprehensive plan or municipal plans, where applicable.
- C. Develop and update as needed an “Action Plan” as a mechanism to assist the County Land Use and Information Committee and County Board to bring implementation tools into compliance with the comprehensive plan.

Goal I 2: Balance appropriate land use regulations and individual property rights with community interests and goals.

Objectives:

- A. Provide continuing education to the public that will lead to a more complete understanding of planning and land use issues facing the County.
- B. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- C. Maintain an implementation tool development review process whereby all interested parties are afforded an opportunity to influence the outcome.

- D. Maintain a land use (agricultural, industrial, commercial, and residential) development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.10 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

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

Goal I 1: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect Burnett County.

Policies and Recommendations

1. The county shall maintain the comprehensive plan as an effective tool for the guidance of county governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements.
2. County policies, ordinances, and decisions relative to zoning, land divisions and subdivisions, shoreland and shoreland-wetland zoning, and official mapping shall be made in conformance with the comprehensive plan.
3. Maintain funding for continued provision of professional planning services toward the implementation of county and local comprehensive plans. The county should consider creating a county planning department and appropriate staff, work directly with the NWWRPC, or retain a consultant for these services. Consider local cost-sharing, user-fees, grants, and other methods as potential funding sources.
4. Maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action.

5. The action plan located within the comprehensive plan will be updated when tasks are accomplished and new items will be added when appropriate.
6. Review the comprehensive plan annually (in conjunction with the county budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes.
7. The county shall revise or amend the comprehensive plan text no more than two (2) times per year, and the future land use map no more than four times per year (quarterly)..
8. When the comprehensive plan is updated with new census data, data that indicate significant change within the ten year period will be re-examined and evaluated and necessary strategies to address the issue will be amended to the plan.
9. The county Zoning Committee has the responsibility to review and make a recommendation on any proposed amendments to the zoning ordinance, official map, shoreland zoning ordinance and subdivision ordinance, etc. affecting the county.
10. State of Wisconsin Comprehensive Planning statutes will be monitored by an assigned official to ensure that statute changes, additions or deletions are appropriately accounted for with respect to the community comprehensive plan.
11. If the county should experience substantial land use or land use regulation changes within the planning period, maps which represent these features will be updated to ensure the most accurate information is utilized in community decision making.
12. Maps will be used in coordination with established county goals and objectives to ensure the consistency between the comprehensive plan's text as well as maps and/or other graphics.
13. Every five years the county will evaluate the availability of funds for updating the comprehensive plan. If adequate funds are not available then a strategy will be developed to ensure that sufficient funds are available for a comprehensive plan update.

Goal I 2: Balance appropriate land use regulations and individual property rights with community interests and goals.

Policies and Recommendations

1. Areas of the plan which are likely to be disputed or litigated in the future should be reviewed by Corporation Counsel to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict.

2. The annual review of the comprehensive plan will be done in a committee format with public involvement including citizens, landowners, community officials and staff to evaluate the plan in an un-biased manner.

Appendix A

Burnett County Comprehensive Plan Validation Survey Report

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Appendix B

Public Participation Plan

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Appendix C

Rural Land Development Potential Scenarios

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Appendix D

Wisconsin Working Lands Initiative

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Appendix E

Glossary of Terms

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