

ACKNOWLEDGEMENTS

BURNETT COUNTY BOARD OF SUPERVISORS

Special recognition is due the members of the Burnett County Board and the Burnett County Zoning Committee who had the foresight to take the first steps toward managing the future of their county.

Milt Stellrecht, Chairman
Herbert Josephson, First Vice-Chairman
Merlin Johnson, Second Vice Chairman

BURNETT COUNTY ZONING COMMITTEE

Clare Melin, Chairman	Susan Bohn
Emmett Byrne	Marvin Westrom
Mary Poretti	

BURNETT COUNTY LONG RANGE PLANNING COMMITTEE

This project would not be possible without the dedication of the following Burnett officials and citizens who were appointed by the County Board to serve on the Long Range Planning Committee. This group provided invaluable input into designing the survey, implementing project objectives, encouraging citizen input and making recommendations on how the information gathered should be used to guide the County's development.

Mary Poretti, Chair	Phil Lindeman, Vice Chair
Elmer Althaus	Doug Dewing
Charlie Johnson	Herb Josephson
Stanley Peer	Milt Stellrecht
Marv Stoll	

TECHNICAL ASSISTANCE

Steve Andrews.....	Northwest Regional Planning Commission
Fred Goold.....	Northwest Regional Planning Commission
Dave Ferris	County Conservationist
Jim Flanigan	County Zoning Administrator
Dr. Don Hinman.....	Center for Economic Development, UW-Superior
Sheldon Johnson.....	Northwest Regional Planning Commission
John Preissing.....	Burnett County UW-Extension
Greg Rich.....	County Mapping Specialist
Myron Schuster	County Administrator
Kathy Swingle	County Surveyor/Land Records Supervisor

The technical assistance team gratefully acknowledges previous planning work completed by

various Burnett County departments. This planning process has relied heavily and borrowed freely from that work.

Finally, Burnett County wishes to acknowledge the Wisconsin Department of Natural Resources Lakes Planning, Management, and Protection Grant programs which provided a large portion of the necessary funds for the planning project.

TABLE OF CONTENTS

	Page
INTRODUCTION	1

SECTION I NATURAL ENVIRONMENT

Introduction.....	3
Topography.....	3
Geology and Soils	5
Climate	5
Burnett County Forest	6
Common Plant Communities.....	6
Wildlife	8
Endangered and Threatened Species	9
Water	9
Floodplains	11
Wetlands	11
Groundwater	13

SECTION II THE BUILT ENVIRONMENT

Human Resources and History	15
Burnett County Population Characteristics	
Introduction	16
Historical Population.....	16
Age Distribution	20
Population Projections	20
Summary	22
Burnett County Housing Characteristics	
Introduction	22
Total Housing Units	22
Seasonal Housing Units	24
General Housing Characteristics	24
Projected Housing Units	25
Burnett County Transportation Characteristics	
Introduction	30
General Roadway Characteristics.....	30
Roadway Safety.....	32
Proposed Highway Improvements	32

Recreational Trails	32
Airports	32
Summary	34

SECTION III EXISTING LAND USE

Introduction.....	36
Existing Land Use	37
Public Land.....	37
Federal	37
State.....	38
County.....	38
Major Land Use Classifications.....	38
Residential	38
Commercial	39
Manufacturing/Industrial	39
Agriculture	40
Forest.....	40
Change in Land Use	54
Land Tenure Status.....	54

SECTION IV GOAL AND STRATEGY DEVELOPMENT

Burnett County Long Range Planning Public Input Process	
Introduction	64
Preliminary Plan Statement	65
Final Plan Statements	66

SECTION V IMPLEMENTATION

Introduction.....	74
Planning Process Recommendations.....	74
Land Use Plan.....	75
Land Use Plan Recommendations.....	77
Primary Community Areas	77
Rural Communities	78
Shoreland Residential.....	78
Rural Open Space.....	81
Forestry Residential.....	82

Agricultural/Open Areas	82
Highway Commercial Corridors	86
Natural Corridors/Public Lands	86
Airport Areas	88
Town Development Guidelines	88
Other Development Tools	95
Privately Initiated Tools	95
Publicly Initiated Tools	96
Burnett County Lake and River Classification Plan	99
Proposed Change to Dimensional Requirements for the RR-1 Zone	133
A Development Checklist for Local Officials	136
Proposed Rules and By-Laws of the Burnett County Land Use Committee	140
Rules and By-Laws of the Burnett County Board of Adjustment	151
Proposed Burnett County Sign Ordinance	163
Education and the Long Range Plan	166

MAPS

1. Burnett County Map	4
2. Land Cover	7
3. Hydrology	10
4. Wetlands	12
5. Percent Population Change 1950-1990	19
6. Road Map	33
7. Public Lands	42
8. Zoned Townships	43
9. Anderson Township Zoning	44
10. Dewey Township Zoning	45
11. Oakland Township Zoning	46
12. Roosevelt Township Zoning	47
13. Rusk Township Zoning	48
14. Siren Township Zoning	49
15. Swiss Township Zoning	50
16. Trade Lake Township Zoning	51
17. Union Township Zoning	52
18. Webb Lake Township Zoning	53
19. Current Land Use/Residential	56
20. 911 Structures	57
21. Current Land Use/Agricultural	59
22. Current Land Use/Forestry	61
23. Generalized Land Use Plan	76
24. Prime Agricultural Soils	85

FIGURES

1.	Burnett County Population	17
2.	Burnett County Projected Housing Units 1990-2020.....	28
3.	Address Assignments	29
4.	Lakes, Rivers and Streams Classification	79
5.	Lakes, Rivers and Streams Classification	80
6.	Rural and Agricultural Open Space Design Option	83
7.	Prime Farm Land Division Option	84
8.	Highway Commercial Cluster	87

TABLES

1.	Burnett County Historic Population 1950-1990	18
2.	Burnett County - Population Distribution by Age Group	20
3.	Burnett County Population Projections 1995-2015	21
4.	Burnett County Total Housing Units 1970-1990.....	23
5.	Burnett County Seasonal Housing Units 1970-1990.....	26
6.	New Address Assignments in Burnett County 1990-1996	27
7.	Burnett County Roadway Miles	30
8.	Burnett County ADT at Selected Traffic Locations	31
9.	Future Burnett County STH and CTH Improvements	34
10.	Current Land Use Acreage 1997	41
11.	Assessed Residential Parcels by Towns 1990/1997	55
12.	Assessed Agricultural Parcels by Towns 1990/1997	58
13.	Assessed Forest Parcels Excluding Woodland Tax Parcels 1990/1997	60
14.	Net Change in Land Use Acreage by Unit by Assessment Type 1990/1997.....	62

INTRODUCTION

This planning study was undertaken at the request of Burnett County to address a number of growth management concerns within the County. These concerns have had a significant influence on the physical development and character of the County as well as the future of the County.

1. The general character of the County is being affected by unsightly development and land use conflicts.
2. Demand for lakefront property and lake access has caused increased development pressure on lakes in the County. Many lakes are threatened with overcrowding and the problems associated with overuse such as public recreation conflicts, surface water use conflicts, adverse impacts to sensitive riparian, and littoral habitats.
3. A loss of "northwoods character".
4. A widespread perception that existing land use controls and guidance have not kept pace with the changing conditions caused by high growth rates and the demand for northwoods real estate.

Because of these and other factors, the County has undertaken this study to provide a guide for orderly growth and development within the County that respects the residential, commercial, and industrial needs of the County while protecting the sensitive natural resources that provide the basis for the very existence of those sectors.

The plan will provide County officials and citizens with a guide for reviewing subdivision plats, certified survey maps, rezoning requests, and other land use proposals. In addition to the public sector, the plan will also benefit the private sector by providing a level of expectation and assurance as to County plans.

The plan is intended to address the land use issues present in the County and may serve as a generalized comprehensive plan for Burnett County. This plan incorporates many functional plans by reference which should also be consulted when making specific growth management decisions.

After the initial inventory of the planning area, the Burnett County UW-Extension developed, distributed, and analyzed a 100 percent sample survey on growth and development planning issues, local perceptions, and needs, the results of which are used many places in this report. The Extension office also provided important leadership in organizing, directing, and recapping the public input forums held during the planning process.

SECTION I

NATURAL ENVIRONMENT

INTRODUCTION

Land development policies, explicit or implicit, that are meant to accommodate growth...plans and policies for land use location, roadways, sewer/water extension, etc., must be based upon and be compatible with certain natural resource considerations that support or hinder land use activities. Natural resource elements are defined and identified by physiographic, geologic, vegetative, and hydrologic characteristics. Consideration of natural resource elements should shape, structure, and provide the pattern for land development and related activities.

The protection of certain natural resources is necessary for the welfare of both people and the environment. By allowing natural processes, such as the hydrologic cycle/system, to function without impediment, property, water supply, and environment are protected. The protection of natural resources also preserves important ecological communities. Certain natural resources have more than merely aesthetic and leisure-time activity values. They are essential to long-term human survival and the preservation of life, health, and general welfare. As such, the protection and/or management of these natural resources clearly is in the public interest. Thus, the analysis of those natural resources found within the study area is done for the purpose of directing development away from those areas not intrinsically suitable for a particular use and given the physical characteristics found within the study area, to at least guide development in a direction that is least disruptive. An analysis of the significant natural resources found within/about the study area follows.

TOPOGRAPHY

Burnett County is located in the northwestern part of the Wisconsin approximately 40 miles south of Lake Superior. Burnett County borders Douglas, Washburn, Barron, Polk Counties in Wisconsin and Pine County in Minnesota. At its widest point, Burnett County extends 36 miles north-south and 42 miles east-west.

The surface waters of Burnett County occupy one drainage system, the St. Croix River. Of the 889 square miles of land and water in Burnett County, the St. Croix River drains 565.8 square miles. Land areas within the drainage system that have no permanent surface waters or drainage outlets comprise 193.4 square miles and landlocked areas with measurable lake surface waters account for the remaining 129.8 square miles of the County's area. The maximum elevation of Burnett County is about 1,460 feet in the southeast corner, and the minimum is 760 feet above sea level.

The most striking land feature of the County is the level to gently rolling outwash plain known as the "pine barrens" which covers all but the southern farming areas of the County. Jack pine is the important cover type on these "barrens"; but scattered throughout the area are hardwoods on patches of loams and clays; and there is brush and scrubby trees in the kettle-like depressions. The original vegetation of the southern farm area was oak or pine, but the second growth timber is largely white birch and aspen.

BURNETT COUNTY MAP 1

GEOLOGY AND SOILS

The bedrock formations of Burnett County are mainly Keweenawan trap rock with the exception of an area of Lake Superior sandstone in the extreme northeastern township and an area of Upper Cambrian or St. Croixan sandstone in the southeastern and western parts of the County. The dense Keweenawan trap formation is practically unlimited in depth, as this formation is erupted from deep seated sources; hence, it has little value as an aquifer for water supplies. The sandstone formation underlying the surface deposits probably does not exceed a thickness of 100 to 200 feet and is probably underlain either by the trap or by granitic formations.

Present landforms have been shaped by repeated glacial advances and weathering influences of the local climate. Several distinct geologic features are present in Burnett County. Most of the northern and western landscape of the County is characterized by pitted outwash plains marked by irregular depressions and pot holes. Soils here are composed of stratified acidic sand and gravel soils from 50 to 150 feet deep over bedrock. The St. Croix River is a dominant feature in this landscape and served as an outlet to the Mississippi River for Glacial Lake Superior during several stages of glaciation.

A large portion of central Burnett County has been influenced by glacial Lake Grantsburg. Landforms here are relatively level and soils are poorly to moderately drained and composed of well sorted, fine textured, sands, silts, clays, and lacustrine deposits. This region extends from Grantsburg east through Siren and Webster to north of Hertel.

The southern and eastern portions of the County have rolling topography resulting from glacial moraine deposits. Soils here consist of unsorted, unstratified deposits of clay, silt, sand, gravel, and boulders. Upland soils originating from these deposits generally are good quality, productive soils.

Several small, scattered locations have sand dune terrain. Soils here are predominately wind blown, excessively drained sands covering acid fine sand soils. Vegetation often is sparse on these soils. Most of these areas occur in western Burnett County.

CLIMATE

The climate of Burnett County is classified as continental with an average annual temperature of 41.4 degrees Fahrenheit. The winters are long, cold and snowy, while summers are relatively short and warm with only brief periods of hot, humid weather. Springs and falls are often short and mixtures of both summer and winter. Mean temperatures drop below freezing in mid-November and freeze-up of lakes follows soon afterward. The average date of the last freeze in spring is May 31, and the first in fall is September 12. The growing season, which is defined as the number of days between the last freeze in the spring and the first in the fall, average 104 days.

Maximum precipitation occurs in June; however highest runoff is usually experienced during snowmelt.

BURNETT COUNTY FOREST

Burnett County is the 28th largest county in Wisconsin with a land area of approximately 521,900 acres as well as another 41,600 acres of lakes and streams. The County Forest, which contains 106,068.49 acres, is the ninth largest county forest in the state. The following is a listing of Burnett County Forest lands by township (June 1994):

Anderson	14,234.08 acres	13.42%
Blaine	28,263.53 acres	26.65%
Jackson	2,754.94 acres	2.60%
Lincoln	3,584.82 acres	3.38%
Roosevelt	3,861.31 acres	3.64%
Rusk	5,644.48 acres	5.32%
Sand Lake	5,579.87 acres	5.35%
Swiss	18,753.15 acres	17.68%
Union	9,832.12 acres	9.27%
Webb Lake	9,474.95 acres	8.93%
West Marshland	3,985.24 acres	3.76%
TOTAL	106,068.49 acres	100.0%

COMMON PLANT COMMUNITIES

The forest vegetation of Burnett County is diverse and includes many of the upland and lowland forest plant communities found elsewhere across northern Wisconsin. These forest communities result from the soils, climate, disturbance, fire history, and other natural forces that occur here. Several forest plant communities are dominant here and account for a large portion of the forested landscape.

The most common upland forest plant community includes jack pine, northern pin oak, white oak, aspen and red pine growing on deep outwash sand plains. Shrub and ground level vegetation frequently include blueberry, hazel, bracken fern, wild lily of the valley, wintergreen, and reindeer moss.

A second common upland forest plant community appearing includes jack pine, red pine, northern pin oak, aspen, as well as red maple and white pine which occurs on glacial lake lacustrine plains with sand and clay soils. Shrub and ground level vegetation includes hazel, bracken fern, large leaf aster, hog peanut, bush honey suckle, rubus species and blueberries.

A third common upland forest plant community includes stands dominated by northern red oak, white oak, aspen, white birch and white pine on glacial moraine deposits. Shrub and ground level vegetation includes viburnum, witch hazel, trillium, wild sarsaparilla, maiden hair fern and sugar maple seedlings.

LAND COVER MAP 2

Other minor upland forest plant communities include:

- a. Jack pine, northern pin oak, bur oak, with ground vegetation of poison ivy, prickly ash, lead plant and hazel on pitted outwash sands or glacial sand dunes.
- b. Boreal forest mixture of balsam fir, aspen, white birch, red maple, black ash and white pine on loamy rock soils.
- c. Sugar maple, white birch, basswood, northern red oak, aspen, and white pine on silt or sandy loam with an understory of sugar maple seedlings, early meadow rue, and sweet cicely.

Common lowland forest plant communities include:

- a. Black ash, red maple, white spruce, balsam fir, and white pine on seasonally wet mineral soils adjacent to lakes, rivers, streams, and other wet lands.
- b. Balsam fir, black spruce, tamarack, and white cedar over sphagnum moss and labrador tea on seasonally wet mineral or organic soils.
- c. Tag alder, bog birch, bog holly, with grasses on wet mineral or organic soils.
- d. Wet land, sedge meadows with cat tails and marsh grasses.
- e. Open sphagnum bogs.

WILDLIFE

The Burnett County forest is habitat for most wildlife common to the plant communities of northern Wisconsin. From observations, field surveys and research (local, regional, and statewide) that have been conducted, a species occurrence list can be established. From an audit of these information sources, the following table of taxonomic orders, families, and species of animals is generated. These species are either known to occur or are considered very likely to occur on the forest.

	Orders	Families	Species
Mammals	6	16	53
Birds	16	31	127
Reptiles	2	5	18
Amphibians	1	7	20

Many plant and insect species also occur on the forest, but unlike vertebrate wildlife species, no complete list is available as an inventory of insect species or native flora found on the forest. At this time, it is safe to comment that there are hundreds of individual species of insects as well as lichens,

mosses, grasses, ferns, shrubs, and tree species that occur on the forest. Collectively these mammals, birds, reptiles, amphibians, insects, and plant species comprise the wildlife habitat of the forest.

Each type of plant community is important because of the habitat it provides to wildlife. Some types are more important to the wildlife resource because they are both abundant and used by many species such as aspen, jack pine or northern pin oak. Types of lesser abundance such as white pine, northern red oak, upland brush, spruce-fir, swamp conifer, grass openings are also important because they may provide the only breeding habitat available for some species or offer a critical habitat type that is needed seasonally.

ENDANGERED AND THREATENED SPECIES

Burnett County is known to provide habitat for several state and federally listed endangered and threatened species:

Endangered - timber wolf and Karner Blue butterfly;

Threatened - bald eagle, osprey and Blandings turtle.

In addition to these documented species, there are other endangered or threatened species that may occur:

Endangered - trumpeter swan, Canada lynx, Kirtland warbler;

Threatened - wood turtle and cerulean warbler.

In 1991 and 1992, intensive surveys were conducted to detect the presence of the Kirtland Warbler with none being found. A breeding population of trumpeter swans now exist in Burnett County but to date, they have not been documented as using the lakes/wetlands on the forest. The wood turtle is documented as occurring along the Namekagon and Totogatic River systems in Washburn County to the east. Canada lynx very likely occurred on the forest, but no recent documentation exists. The Cerulean warbler has been observed in the St. Croix Ash Swamp on the Governor Knowles State Forest. Aside from the day to day field observations of county and state personnel, there are no active, on-going research efforts aimed at further documenting the occurrence of endangered/threatened species.

WATER

Burnett County has a gross area of 563,500 acres of which 41,600 acres are surface water resources. This includes over 500 lakes of which over 200 are named. The surface waters also include 2 flowages, 10 major rivers, and 145 miles of streams. Of the stream total, 66 miles are classified as trout streams.

HYDROLOGY MAP 3

Outstanding Resource Waters

North Fork Clam River, South Fork Clam River, Namekagon River, St. Croix River, Tributaries to the North and South Forks of the Clam River, Big McKenzie Lake, Big Sand Lake, Sand Lake (T40N R15W S25).

Exceptional Resource Waters (Class I Trout Stream portions):

Bear Branch, Benson Branch, Brant Branch, Clemens Creek, Dody Branch, Dogtown Creek, East Branch, Ekdahl Branch, Hay Creek, Jones Creek, Kettle Branch, Krantz Creek, Montgomery Creek, Pine Branch, Rand Creek, Sand Creek, Sioux Portage Creek, Spencer Creek, Spring Branch, Spring Creek, Unnamed Tributary to Hay Creek.

There are many lakes in the county with high water quality but none have been designated by the Wisconsin Department of Natural Resources as Outstanding or Exceptional Resource waters.

FLOODPLAINS

Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. Effective in the early 1990's, the Flood Insurance Rate Maps (FIRM) for Burnett County is the most recent source for identifying areas subject to flooding. These maps can be viewed in the Zoning Administrator's office in the County Government Center. The FIRM are intended to be interim maps prior to the completion of a more detailed study and may not include all flood hazard areas in the County. Additional field checking may be required to determine whether or not a given area is in the floodplain before development would be authorized or denied.

WETLANDS

Wetlands serve several important environmental functions including flood control, water quality improvement, and groundwater recharge as well as providing habitat for fish and wildlife. Figure 1 delineates wetlands (5 acres and over) mapped by the DNR on its Wisconsin Wetland Inventory Maps and may not reflect all areas considered wetlands by the United States Department of Agriculture (USDA) or the U.S. Army Corps of Engineers.

A complex set of local, state, and federal regulations place limitations on the development and use of wetlands. The Shoreland/Wetland Zoning Ordinance adopted by the County regulates use and development within 300 feet of navigable streams and 1,000 feet of lakes, ponds, and flowages. The Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. The Corps of Engineers has authority over the placement of fill materials in virtually all wetlands. The USDA incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, these agencies must be contacted to receive authorization. As Figure 1 indicates, wetlands are scattered throughout the County with some of significant size. Wetlands comprise roughly 123,000 acres of land within Burnett County. This corresponds to approximately 11 percent of the County's area. These wetlands include a wide diversity of wetland types from emergent/wet meadow to scrub/shrub to deciduous and coniferous forested.

WETLANDS MAP 4

GROUNDWATER

Municipalities overlying aquifers pump the available groundwater for use in public, domestic, industrial, and recreational supplies. Rural wells irrigate fields, water animals, and supply homes. Under natural conditions, the aquifers generally receive clean water from rainfall percolating through the overlying soils. However, because 75 percent of Burnett County's groundwater is less than 10 feet below the land surface, contamination of groundwater reserves can result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations into the aquifer. Runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, and leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Protection of these groundwater reserves is necessary to ensure adequate quality water to domestic, agricultural, and industrial users.

Groundwater flow is generally to the west and south conforming generally to surface runoff. In a recent study of groundwater quality, the County found that while there were a few cases of nitrate or chloride contamination, the overall quality of the resource was very good and that no health risks were present.

SECTION II

THE BUILT ENVIRONMENT

HUMAN RESOURCES AND HISTORY

Many historical events have shaped the human occupation and development of Burnett County. Prior to the exploration and settlement by European immigrants, a succession of different Native American cultures lived in this region relying on the rich mix of land, vegetation, and water resources. During the period of early expansion of the United States, the Lake Superior Chippewas occupied this region. In 1787, this area became part of the United States of America by being included in lands managed as the Northwest Territory. Eventually all of the land in Burnett County was included in lands ceded to the United States of America by the Lake Superior Chippewas in the Treaties of 1837 and 1842. In 1848, Wisconsin was granted statehood.

The original U.S. government land survey was completed in 1859, marking the early boundaries of Burnett County, township boundaries, and all section corners. The Homestead Law, passed by Congress in 1862, sparked the early interest in land acquisition and immigration to this area. The first County election was held in 1865 and the first recorded land deed was dated January 20, 1866. The political boundaries changed several times until 1883 when the present boundaries were set. It wasn't until 1910 when the political subdivisions of 21 townships and 3 villages were determined.

Early in Burnett County's history, the St. Croix and Namekagon Rivers provided important travel routes for Native Americans as well as European explorers. Later, both rivers earned a reputation as "working rivers" during the late 1800's and early 1900's as the rivers were used to float logs to sawmills south along the Mississippi River. This period of timber harvest triggered much of the early development in Burnett County by attracting immigrants interested in clearing cut over areas for farm land as well as those looking for work in the logging camps. Many local communities and families can trace their origins back to this period.

Historically, wildfires caused by humans or lightning, occurred with varying frequencies and intensities prior to the 1800's. But the major consequence of the land clearing and harvest during this time was the wide spread damage caused by large uncontrolled wild fires. The combination of soils, vegetation, climate, and human causes allowed fires to readily escape from control. Large wildfires were common until the 1920's and 1930's when the State of Wisconsin initiated an organized forest fire suppression and regulation program. This effort has greatly reduced the number and damage caused by wildfires since then, but the evidence of past fires and the potential for large fires still exist.

Burnett County's economy relies on many different segments for support. Tourism, hospitality, and services sectors are important industries but experience seasonal fluctuations. Manufacturing, retail sales, agriculture and especially the forest products industry which is strongly supported by the high quality management of Burnett County Forest are also key contributors, providing stable, year round support to the local economy. Two indicators of economic well being show that Burnett County's rural economy trails behind the rest of Wisconsin. The average per capita income continues to lag behind the state average although the rate of growth for the County has been higher; and the unemployment rate which has been higher than the state average during the last 15 years has started to level out.

BURNETT COUNTY POPULATION CHARACTERISTICS

INTRODUCTION

Population, whether resident or non-resident, is a significant contributor to the development pattern of any county and, significant increases or decreases in population will impact land use, transportation, county services, and economic development. The population characteristics of Burnett County are important indicators of change which must be recognized if the County is to prepare effectively for the future.

HISTORICAL POPULATION

Since the creation of Burnett County in 1856, the County's population has steadily increased up until declines occurred in the 1920's and 1940's. The trend started in the 1940's continued until 1960. Then, beginning in the 1970's, the population rebounded upwards to an all time high recorded in 1990 (Figure 1).

The decades between 1940 and 1960 saw the first significant population decline in Burnett County. During the twenty year period, the County's population declined 19.0 percent (2,168 persons). Although undocumented, the decline was probably due in part to the loss of military service personnel and relocated families during World War II.

During the decade from 1960 to 1970, Burnett County's population remained relatively stable, as its population increased only 0.67 percent or by 62 persons. The decade from 1970 to 1980 saw significant population change in Burnett County when the population increased 33 percent or by 3,064 persons. This increase has been the largest ten year population increase experienced in Burnett County. In fact, this increase well outpaced the State of Wisconsin which grew only 6.5 percent during the same period. The decade of 1980 to 1990 was not as explosive as that experienced from 1970 to 1980 although the County's population, from 1980 to 1990, increased by 6 percent or 744 persons.

Numerous causes have been cited for the population gains since 1970. The decade of the 1970's saw a significant back-to-the-land movement across Wisconsin and the upper midwest. This population influx was a partial result of the environmental movement in the United States. The influx was documented by the University of Wisconsin Rural Sociology Department to have been generally comprised of younger, higher educated, and more affluent urbanites.

In addition to the back-to-the-land movement as been the explosive growth of the second home lifestyle. Burnett County is within a reasonable commuting distance from the Twin Cities of Minneapolis and St. Paul and, that fact coupled with the scenic beauty of the County's lakes and forest, makes it a perfect location for a vacation or second home. Over time, this activity leads to a percentage of those commuters converting that second home to a permanent residence, usually at or near retirement age. Another influence unique to the 1990's is the creation of an electronic office in the home. however many of these exist in Burnett County is unknown but, the impact is undoubtedly there.

The overall population change evident at the County level can be more clearly defined as changes

taking place at the local unit of government level. Table 1 depicts decennial population figures for local units of government from 1950-1990. Generally speaking, the Towns and Villages followed the decline in population until 1960 and then increased in population up to 1990.

FIGURE 1

Table 1 identifies the percent change in population from 1950 to 1990 by local unit of government and also displays a wide disparity in population amongst local units of government. During the period, population declined as much as 32.1 percent in the Town of Roosevelt, while the population in the Town of Jackson increased 228.7 percent. Of the 24 local units of government in Burnett County, only five townships actually saw a decline in population during the 40 year period. This decline in the five townships represented only 6.8 percent (199 persons) of the overall increase experienced by the other 19 units of government. The increase is generally attributed to the conversion of second or seasonal homes to year around residences. The decreases are attributed to the loss of agricultural activity.

TABLE 1
BURNETT COUNTY HISTORIC POPULATION
1950-1990

Place	1950	1960	1970	1980	1990	Percent Change 1950-1990
Anderson (T)	347	257	193	265	324	(-6.62)
Blaine (T)	149	129	129	151	172	15.43
Daniels (T)	594	504	532	607	602	1.34
Dewey (T)	480	417	419	520	482	0.41
Grantsburg (T)	464	479	501	677	860	85.34
Jackson (T)	139	144	128	331	457	228.77
La Follette (T)	354	287	269	388	416	17.51
Lincoln (T)	261	185	119	215	228	(-12.64)
Meenon (T)	526	431	596	838	956	81.74
Oakland (T)	338	268	311	486	480	42.01
Roosevelt (T)	258	241	177	178	175	(-32.17)
Rusk (T)	338	268	211	349	396	17.15
Sand Lake (T)	308	283	306	422	439	42.53
Scott (T)	228	200	252	409	419	83.77
Siren (T)	515	504	550	887	910	76.69
Swiss (T)	699	655	518	587	645	(-7.72)
Trade Lake (T)	837	731	673	824	831	(-0.71)
Union (T)	140	102	147	199	221	57.85
Webb Lake (T)	93	70	125	256	200	115.05
West Marshland (T)	215	127	173	209	293	36.27
Wood River (T)	857	839	876	883	948	10.61
Grantsburg (V)	464	900	930	1,153	1,144	146.55
Siren (V)	613	679	639	896	863	40.78
Webster (V)	552	514	502	610	623	12.86
County Total	10,236	9,214	9,276	12,340	13,084	27.82
State of Wisconsin	3,434,575	3,951,777	4,417,821	4,705,767	4,891,769	42.42

PERCENT POPULATION CHANGE 1950-1990 MAP 5

AGE DISTRIBUTION

Population growth and decline has a significant influence on land development, provision of protective services, health care service, and school enrollment. The analysis of age distribution can identify the individual sectors undergoing change and the likely result of that change.

Over the past 40 years, the age distribution of Burnett County has changed. Table 2 represents the population distribution by age group for Burnett County from 1950 to 1990. Most evident in the change in population is the decrease in age groups under 5 and 5-17 and the increase in age group 65 & over. The first two age group changes are as result of losses in persons of the child-bearing years. Generally, this can be attributed to a lack of suitable employment and a traditional drive for young persons to leave home. The second impact is probably caused by the conversion of second homes to permanent residences by retirees.

TABLE 2

BURNETT COUNTY - POPULATION DISTRIBUTION BY AGE GROUP

	1950		1960		1970		1980		1990	
	Number	%	Number	%	Number	%	Number	%	Number	%
Under 5	1,104	10.78	851	9.23	627	6.75	858	6.95	815	6.22
5-17	2,400	23.44	2,434	26.41	2,290	24.68	2,567	20.80	2,453	18.74
18-24	705	6.88	497	5.39	562	6.05	1,067	8.64	771	5.89
25-34	1,240	12.11	733	7.95	792	8.53	1,537	12.45	1,677	12.81
35-44	1,222	11.93	1,093	11.86	867	9.34	1,227	9.94	1,778	13.58
45-54	1,244	12.15	1,044	11.33	1,094	11.79	1,229	9.95	1,366	10.44
55-64	1,183	11.55	1,078	11.69	1,255	13.52	1,573	12.74	1,568	11.98
65 & Over	1,138	11.11	1,488	16.14	1,789	19.28	2,282	18.49	2,656	20.29
Total	10,236	99.95	9,214	100.0	9,276	99.94	12,340	99.96	13,084	99.95

Source: U.S. Bureau of Census

POPULATION PROJECTIONS

Historical population figures reveal a snapshot of Burnett County's past population. What may lie ahead can be derived from population projections. The population projections used here are a result of mathematical equations based upon state control totals generated by the State of Wisconsin. These projections do not reflect opportunities for growth that might be generated through economic development efforts or losses that might be caused by negative influences.

Table 3, Burnett County population projections for 1995-2015 provide a 20-year look to the future population levels in Burnett County. At the County level, population is projected to grow to the year 2005 and then slightly decline to the year 2015. Closer examination of the projections shows very little fluctuation in total population numbers during the 20-year period.

TABLE 3
BURNETT COUNTY POPULATION PROJECTIONS
1995-2015

Place	1990 Census	1995	2000	2005	2010	2015	Percent Change 1990 - 2015
Anderson (T)	324	341	348	352	353	352	8.64
Blaine (T)	172	183	187	188	189	189	9.88
Daniels (T)	602	611	603	590	578	560	(-6.97)
Dewey (T)	482	491	486	477	468	454	(-5.80)
Grantsburg (T)	860	922	953	973	985	991	15.23
Jackson (T)	457	483	501	514	522	527	15.31
La Follette (T)	416	440	449	454	457	455	9.37
Lincoln (T)	228	234	237	237	236	234	2.63
Meenon (T)	956	1,023	1,053	1,073	1,084	1,088	13.80
Oakland (T)	480	499	505	506	505	500	4.16
Roosevelt (T)	175	174	170	164	160	153	(-12.57)
Rusk (T)	396	408	413	413	413	408	3.03
Sand Lake (T)	439	442	438	431	423	411	(-6.37)
Scott (T)	419	445	457	465	468	469	11.93
Siren (T)	910	902	888	867	848	819	(-10.00)
Swiss (T)	645	662	661	653	645	631	(-2.17)
Trade Lake (T)	831	852	849	839	828	808	(-2.76)
Union (T)	221	249	260	268	274	278	25.79
Webb Lake (T)	200	201	200	196	193	188	(-6.00)
West Marshland (T)	293	314	324	330	334	336	14.67
Wood River (T)	948	958	942	917	895	863	(-8.96)
Grantsburg (V)	1,144	1,241	1,278	1,302	1,316	1,321	15.47
Siren (V)	863	899	907	907	904	893	3.47
Webster (V)	623	666	681	688	692	690	10.75
County Total	13,084	13,640	13,789	13,805	13,771	13,619	4.08
State of Wisconsin	4,891,769	5,124,971	5,287,825	5,409,536	5,512,313	5,603,528	14.55

Source: Wisconsin Dept of Administration, Demographic Services Center [1993]

A comparison of past and projected population increases and decreases identifies nine local units of government which are projected to have declining population. Five of the nine units of government projected to lose population had experienced population increases from 1990 to 1995. Only two units of government that had declining population from 1950 to 1990 are projected to see a population increase.

SUMMARY

Although the population level of Burnett County is at an all time high and is projected to continue to increase over the next 15-20 years, it should be remembered that these are mathematical projections only and do not necessarily reflect what will happen; only what might.

The higher increase in population evident in the 65 & over age group tends to indicate conversion of second homes to permanent residence by retirees. It is expected that this trend will continue because of the proximity of Burnett County to the metropolitan area of Minneapolis/St. Paul. This proximity may also play a more influential role in the growth of the population as working age persons modify their commuting patterns or establish electronic workplaces in the home. While data are not available to identify specific percentages of the population considering this workplace and lifestyle alternative, the existing data does suggest that county planning recognize this trend as a major force in the County's growth.

BURNETT COUNTY HOUSING CHARACTERISTICS

INTRODUCTION

Major changes in housing characteristics and number of units can and do signal changes occurring within local municipalities and the County.

TOTAL HOUSING UNITS

Total housing units in Burnett County are at the highest levels ever recorded. According to the U.S. Bureau of Census, total housing units in 1990 were recorded at 11,743 units which represented a 75.3 percent increase in the total number of housing units from 1970 to 1990. Within this twenty year period (1970-1990) a total of 5,045 housing units were added to the County. The next ten-year period from 1970 to 1980 represented a 54.6 percent increase in new housing units while the ten-year period from 1980 to 1990 showed a 13.3 percent increase.

As mentioned previously, the period from 1970 to 1990 saw a significant increase in total housing units. Unfortunately, a breakdown of total housing units by local unit of government is not available for the entire period. A detailed breakdown of total housing units by local unit of government for 1980 to 1990 is shown in Table 4. Total housing unit change by local unit of government ranged from -3.8 percent (Town of Wood River) to +56.5 percent (West Marshland).

TABLE 4
BURNETT COUNTY TOTAL HOUSING UNITS
1970-1990

Place	1970	1980	1990	Percent Change 1980-1990
Anderson (T)	INFORMATION SPECIFIC TO MUNICIPALITIES REGARDING SEASONAL HOUSING UNITS WAS NOT GATHERED IN THE 1970 CENSUS	181	262	44.7
Blaine (T)		211	243	15.1
Daniels (T)		390	446	14.3
Dewey (T)		238	241	1.2
Grantsburg (T)		319	411	28.8
Jackson (T)		736	904	22.8
La Follette (T)		370	409	10.5
Lincoln (T)		133	176	32.3
Meenon (T)		719	749	4.1
Oakland (T)		791	918	16.0
Roosevelt (T)		125	153	22.4
Rusk (T)		284	325	15.6
Sand Lake (T)		364	419	15.1
Scott (T)		733	783	6.8
Siren (T)		650	703	8.1
Swiss (T)		683	794	16.2
Trade Lake (T)		536	579	8.0
Union (T)		340	390	14.7
Webb Lake (T)		692	771	11.4
West Marshland (T)		161	252	56.5

Wood River (T)		572	550	(-3.8)
Grantsburg (V)		444	508	14.41
Siren (V)		420	456	8.5
Webster (V)		270	301	11.4
County Total	6,698	10,359	11,743	13.3

Source: U.S. Bureau of Census, Population & Housing

SEASONAL HOUSING UNITS

Burnett County has been experiencing steady growth in seasonal housing units. In 1990, 49.9 percent of the total housing units (5,870) were classified as seasonal units. Overall, Burnett County was ranked 3rd out of Wisconsin's 72 counties as having a high percentage of seasonal homes. Only Vilas and Sawyer Counties, 1st and 2nd respectively, have a higher percentage of seasonal homes.

Seasonal housing units in 1970 numbered 2,029 or 30.2 percent of the total housing units in Burnett County. By 1980, seasonal housing units represented 39.9 percent and by 1990, 49.9 percent of the total housing units. During the twenty year period from 1970 to 1990, a total of 3,841 housing units were constructed or converted to seasonal use.

Burnett County seasonal housing units, 1970-1990, identifies the percent total units of seasonal housing units by local unit of government. Seven of 24 units of government had a decline in the percentage of seasonal units compared to total housing units from 1980 to 1990. Only two of the seven having a percent total decline actually had a decrease in the number of seasonal housing units between 1980 and 1990 (Village of Siren, 2 and Village of Webster, 3).

Ten units of government had more than 50 percent of seasonal housing units to total housing units. Webb Lake Township has the greatest percent of seasonal housing units at 85.2 percent, 657 seasonal units versus 771 total units.

Seasonal housing will likely continue to become a larger percentage of Burnett County's housing total. The County's location relative to the Twin Cities metropolitan area, and the areas scenic and northwoods atmosphere will continue to influence seasonal development in the County.

GENERAL HOUSING CHARACTERISTICS

In 1990, the number of occupied housing units totaled 5,242. Of the occupied housing units 80.7 percent were owner occupied (4,232) and 19.3 percent were renter occupied (1,010). Six hundred thirty-three housing units were vacant, representing only 5.3 percent of the total households.

Total units in structure consisted primarily of detached dwellings. Of the 11,743 total housing units, 85.3 percent (10,022 units) were detached units. Following detached units were mobile home, trailer, other at 11.1 percent (1,301); two to four attached units at 1.6 percent (189); ten or more attached units at 1.1 percent (124); one unit attached at 0.6 percent (68); and five to nine units attached at 0.3 percent.

Of the 11,743 total housing units in Burnett County, 558 units are lacking complete plumbing facilities and 388 are lacking complete kitchen facilities. Individual drilled wells are the primary source of water throughout the rural portion of the County. A total of 9,045 housing units get their water from drilled wells.

Sewage treatment is an important item to protect the health of residents and visitors of Burnett County and in protecting the environment. Public sewer is utilized by 1,348 housing units, while

9,692 housing units use septic tanks or holding tanks, and 703 use some other means of disposing of sewage

The seasonal variations present in can often result in the need for heat in a home even during the summer months. During the cooler months of the year, several different types of home heating methods are used. Of the 5,242 reported occupied housing units in Burnett County, some 2,012 housing units (38.3 percent) use bottled, tank, or LP gas to heat their home. Wood heat is utilized in 1,859 homes (35.5 percent). The remaining heat sources include utility gas, 18 housing units (0.34 percent); electricity, 435 housing units (8.3 percent); fuel oil, kerosene, etc, 909 housing units (17.3 percent); coal or coke, 4 housing units (0.07 percent); and other fuel, 5 housing units (0.10 percent).

PROJECTED HOUSING UNITS

Future growth or decline in housing units can impact the County and local units of government significantly. Each housing unit requires public services from fire protection to rural addressing to tax assessment. Projecting future housing units in Burnett County will assist local units of government assess future needs in servicing new homes and their occupants.

Burnett County has experienced a significant increase in total housing units since 1960. During the thirty-year period from 1960-1990, total housing units in 1960 were recorded at 4,450 and by 1990 totaled 11,743, an increase of 7,293 housing units. The decades of 1960-1970 and 1970-1980 experienced total housing increases of greater than 50 percent respectively. Only during the decade of 1980-1990 did total housing slow to a modest 13 percent growth. Housing growth is continuing to occur throughout the 1990's. Permits issued for new dwelling units and new address assignments from 1990 through 1996 reveal a continued increase in housing units.

Based upon past trends, total housing units in Burnett County will continue to increase to the year 2020. Figure 2 projects three levels of housing growth to the year 2020 utilizing information such as permits, address assignments, and population. These low, medium, and high projections provide varied levels of housing growth in Burnett County between 2000 and 2020.

New address assignments also assist in the future housing projections for Burnett County. Information from 1990 to 1996 reveal a steady increase in new address assignments with a total of 1,146 new address assignments made (excluding the three villages and tribal land). Table 6 represents the number of new address assignments by unit of government from 1990 through 1996.

TABLE 5
BURNETT COUNTY SEASONAL HOUSING UNITS
1970-1990

	1970		1980		1990	
	Number	Percent Total Units	Number	Percent Total Units	Number	Percent Total Units
Anderson (T)	INFORMATION SPECIFIC TO MUNICIPALITIES REGARDING SEASONAL HOUSING UNITS WAS NOT GATHERED IN THE 1970 CENSUS		68	37.5	105	40.0
Blaine (T)			145	68.7	165	67.9
Daniels (T)			132	33.8	147	32.9
Dewey (T)			33	13.8	64	26.5
Grantsburg (T)			71	22.2	87	21.1
Jackson (T)			269	36.5	681	75.3
La Follette (T)			114	30.8	192	46.9
Lincoln (T)			39	29.3	69	39.2
Meenon (T)			304	42.2	337	44.9
Oakland (T)			264	33.3	670	72.9
Roosevelt (T)			40	32.0	77	50.3
Rusk (T)			127	44.7	160	49.2
Sand Lake (T)			128	35.1	231	55.1
Scott (T)			466	63.5	563	71.9
Siren (T)			292	44.9	313	44.5
Swiss (T)			391	57.2	472	59.4
Trade Lake (T)			157	29.2	223	38.5

Union (T)			236	69.4	262	67.1
Webb Lake (T)			574	82.9	657	85.2
West Marshland (T)			84	52.1	133	52.7
Wood River (T)			174	30.4	183	33.2
Grantsburg (V)			5	1.1	3	0.5
Siren (V)			17	4.0	72	15.7
Webster (V)			7	2.5	4	1.3
County Total	2,029	30.2	4,137	39.9	5,870	49.9

Source: U.S. Bureau of Census, Population & Housing

TABLE 6
NEW ADDRESS ASSIGNMENTS IN BURNETT COUNTY
1990-1996

Place	1990	1991	1992	1993	1994	1995	1996
Anderson (T)	2	4	3	2	3	0	4
Blaine (T)	3	2	4	0	3	2	1
Daniels (T)	3	1	0	5	7	6	4
Dewey (T)	2	1	5	7	3	6	13
Grantsburg (T)	4	6	8	4	13	14	5
Jackson (T)	10	6	13	14	12	18	26
La Follette (T)	1	3	1	5	6	5	6
Lincoln (T)	1	3	8	2	3	3	1
Meenon (T)	2	7	7	10	7	11	16
Oakland (T)	22	21	24	24	21	30	18
Roosevelt (T)	0	0	0	1	1	4	15
Rusk (T)	3	6	4	5	2	7	10
Sand Lake (T)	5	11	8	8	4	5	8
Scott (T)	8	18	14	14	11	19	30
Siren (T)	2	6	6	5	12	15	17
Swiss (T)	10	11	11	18	7	12	13
Trade Lake (T)	3	8	4	3	4	10	16
Union (T)	6	9	5	6	6	10	8
Webb Lake (T)	6	14	15	22	13	17	16
West Marshland (T)	1	1	2	4	2	6	4
Wood River (T)	6	3	4	4	12	10	3
County Total	100	141	146	163	152	210	234

Source: Burnett County Land Information

FIGURE 2

FIGURE 3

BURNETT COUNTY TRANSPORTATION CHARACTERISTICS

INTRODUCTION

The local transportation system provides an important component to the future development and growth of Burnett County. The local road network connecting Towns and Villages provides access throughout the County and links Burnett County to major metropolitan communities a short distance away.

Vehicular transportation is the predominant form of transportation individuals utilize in Burnett County due to the limited forms of transportation available. The only other major form of transportation is from a number of smaller airports.

GENERAL ROADWAY CHARACTERISTICS

Burnett County's roadway network is represented by 1,566.50 miles of highways and streets connecting communities and its' citizens to businesses and recreation activities throughout the County. Several major highways criss-cross the County and include highways 35, 48, 70, and 77. These highways support the majority of the traffic movement within the County.

TABLE 7

BURNETT COUNTY ROADWAY MILES

Type of Roadway	Milage	Percent of Total
State Trunk Highways	106.38	6.8
County Trunk Highways	217.14	13.9
Town Roads	1,165.55	74.4
Village Roads	33.95	2.1
Other Roads	43.48	2.8
Totals	1,566.50	100.0

Source: Selected Wisconsin Highway Mileage Data 1996

Roadways in Burnett County are categorized by a functional classification system based on the level of service the roadway provides in carrying vehicular traffic. Based on 1992 rural functional classification system mileages, there are 97.21 miles (6.2 percent) of minor arterials, 207.79 miles (13.3 percent) of major collectors, 83.80 miles (5.3 percent) of minor collectors, and 1,172.51 miles (75.0 percent) of local roads.

Traffic volumes on Burnett County roadways have been continually increasing. The Wisconsin Department of Transportation collects traffic counts throughout the state. Selected Burnett County

highway traffic counts are identified in Table 8.

TABLE 8
BURNETT COUNTY ADT
AT SELECTED TRAFFIC LOCATIONS

	1	2	3	4	5	6	7	8
1965	1,370	1,190	510	330	1,310	830	1,550	390
1968	1,500	960	730	470	1,730	930	1,910	280
1971	1,590	1,310	860	570	1,530	1,710	2,100	550
1974	1,810	1,730	740	540	1,680	1,880	2,060	600
1977	2,690	1,860	1,620	740	2,450	2,730	2,920	500
1980	3,390	2,300	1,000	530	2,770	2,450	2,480	860
1983	2,720	1,720	960	630	4,640	2,770	2,990	540
1986	3,070	2,030	1,160	1,050	2,800	3,040	3,320	730
1989	3,330	1,780	1,130	730	2,410	3,270	3,790	680
1993	3,330*	1,780*	2,000	900	3,000	3,300	4,100	1,000
1996	4,800	2,700	1,700	840	3,300	5,000	5,600	1,200

* denotes previous recording figure

Source: WisDOT District 8

- Location 1. Highway 70 just east of the Village of Grantsburg.
- Location 2. Highway 48 just south of the Village of Grantsburg.
- Location 3. North of Danbury and south of the intersection at Highway 35 and 77.
- Location 4. Highway 35 before entering Douglas County.
- Location 5. Highway 35 south of the Village of Siren.
- Location 6. Highway 70 just east of Highway 35.
- Location 7. Highway 35 just north of the Village of Webster.
- Location 8. Highway 48 just north of Polk County line.

The increase in average daily traffic recordings can be attributed to at least two causes. The first is the increase in development within Burnett County. In 1990, approximately 49 percent of all housing units were classified as seasonal and in 1996 approximately 51 percent of all housing units were classified as seasonal. Many of these seasonal housing units may be owned by out-of-state and out-of-county residents, thus, their travel to their summer home has increased the average daily traffic counts. The second reason for the increased traffic count is people are making more vehicular trips.

ROADWAY SAFETY

At all levels of government, safety is of utmost importance. The design, construction, and maintenance of all roads take into account safety features to ensure the public safe and efficient travel. Changes in travel patterns and increased levels of traffic result in improvement projects to eliminate deficiencies that may be present along the roadway.

The Burnett County Safety Committee plays an important role in identifying and discussing safety concerns in the County. A review and discussion of potential safety concerns has resulted in recommendations for safety improvements on several roadways. The committee also provides the citizens of Burnett County an opportunity to identify areas of concern they may have with local roads. Areas of concern expressed by citizens include the need for stop signs at intersections and signalized intersections.

Several safety improvements have been made or are planned throughout the County. Improvements along County Trunk Highway 70 west of the Village of Siren have been made and a reconstruction project from the north limits of the Village of Siren to the Burnett County Government Center is planned for 1999.

PROPOSED HIGHWAY IMPROVEMENTS

Roadway improvements are necessary to maintain the local roads and provide adequate traffic flow and capacity. The Wisconsin Department of Transportation prepares a six-year improvement program that identifies improvement projects within the district and the Burnett County Highway Department prepares a roadway management plan identifying needed highway improvements. Selected Burnett County highway improvements are identified in Table 9.

RECREATIONAL TRAILS

Citizens and visitors to Burnett County have access to several recreational trails throughout the County. These trails provide recreational enjoyment and an opportunity to travel to work via walking or biking. The major trail system in the County centers around the Gandy Dancer multi-use trail which stretches from St. Croix Falls to Superior. The trail, which occupies an abandoned rail road grade in Burnett County, is paved with limestone and offers many entry points from nearby highways.

AIRPORTS

Although vehicular travel is the predominant form of transportation in Burnett County, one can utilize several airports in Burnett County. Unfortunately, scheduled passenger service is not available. One must travel to Minneapolis/St. Paul or Duluth to fly passenger service. Two municipal airports are located in Burnett County, the Grantsburg Municipal Airport near Grantsburg and the Burnett County Airport located near the Village of Siren. Four private airports and a helicopter pad are also located in Burnett County.

ROAD MAP 6

SUMMARY

Burnett County has striven to provide a safe and efficient transportation system to its residents and visitors. Continued improvements to roadways, airfields, and recreation trails are necessary to keep the County's transportation system in excellent condition.

With a projected increase in resident population and a likely increase in seasonal residents, citizens of Burnett County will request the transportation system meet their expectations. It is important for the County to budget and continue to make improvements to the transportation system. Without necessary improvements, the transportation system will deteriorate, resulting in inefficient travel and the potential loss of business development/expansion.

TABLE 9

FUTURE BURNETT COUNTY STH and CTH IMPROVEMENTS

Year	Sponsor	Highway	Location	Mileage
1998	WisDOT	35	South County Line to Siren, Resurfacing	4.07
1998	Burnett County	H	Oak lake Road to DuBois Road	1.50
1999	WisDOT	35	Danbury to St. Croix River, Resurfacing	7.71
1999	WisDOT	35	Siren to CTH D, Reconstruction	1.99
1999	WisDOT	48	Trade River Bridge and Approaches, Reconstruction	.50
1999	Burnett County	X	Sec 17 & 20 Sand Lake Township	1.50
1999	Burnett County	F	West Marshland Township	1.20
2002	WisDOT	35	Clam River, Bridge	.00
2002	WisDOT	48	Canute Creek, Bridge	.00
2002	WisDOT	70	Wood River, Bridge	.00
2000	Burnett County	O	Town Hall to Birnstengle Road	2.00

SECTION III

EXISTING LAND USE

INTRODUCTION

The natural resources found in any given area certainly guide and shape land development and land use activity...some positively, some not so. Likewise, built land use patterns, the roadway system, the extent of public services and facilities, land ownership patterns, governmental jurisdictional boundaries, and local government codes and ordinances also guide and shape new development some positively, some not so.

Land use planning is concerned primarily with the accommodation of land development, that is, the existing or potential use of land. Planning and programming for optimal use of land is important for guiding community growth. Land use studies are designed to provide basic information on land characteristics and the various activities that occupy land in some given area, usually a community, a neighborhood, or a highway corridor. This information is used in analyzing the current pattern of development (existing land use) and serves as the framework for formulating policies, plans, and programs for future land use. The land use plan then sets forth the proposed pattern of the physical environment for the activities of people and organizations within a planning area. Land use planning depends upon population and economic projections and an understanding of the interrelationship of land use types for living, livelihood, and leisure...including travel characteristics.

Closely related to land use studies are transportation/traffic studies, which provide data on the movement of people and goods. For purposes of land use planning, an understanding of the nature and characteristics of travel is desirable. Travel is to the transportation system what current is to an electrical network. The design of the system must be based not only on the characteristics and functions of the conductor but also on the properties of that which passes through the conductor/system. Subsequently, the development characteristics of property abutting roadways is an integral part of an effective land use plan. Improvements to the roadway and driveway system alone can do little to improve the orderly and safe movement of traffic when adjacent land uses have poorly located access, or when such land uses generate large increases in traffic volumes without regard to the traffic characteristics of area roadways.

The interrelationships of land use and the highway system make it necessary for the physical development of each to be balanced with the other. Types and intensities of land uses have a direct relationship to the traffic on roadways which serve those land uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for properly, safety as well as local traffic flows, can be seriously impaired.

For example, conversion of farm or other rural land to residential or urban uses is often accomplished by the division of the larger parcels. This increases the number of land uses and parcels and usually creates new points of access to the existing highway network since each new parcel normally receives an outlet. Each new outlet forms an intersection with the existing highway, potentially causing a decrease in highway utility.

Furthermore, the traffic generated and attracted by any new land use can increase the volume throughout the highway system and increase congestion on the surrounding roadways keeping property from reaching its full potential value. Even without the creation of new access points, changes in land uses can alter the capacity of the roadway because more, and possibly different,

kinds of vehicles than before, enter, leave, and add to the traffic flow.

EXISTING LAND USE

Current land use in Burnett County is closely related to ownership, land cover, soils and lakes and rivers.

Approximately 33 percent of the County's gross land area is in public ownership which is made up of federal, state and county lands. See map 7.

Approximately 64 percent of the County is forested with 15 percent in agriculture.

There are over 41,600 surface acres of water representing 208 named lakes, many unnamed lakes, and hundreds of miles of rivers and streams all of which provide a water/land base for recreation residential housing which has become a major land use in the County. Over 50 percent of all housing units are owned by non-residents and are basically seasonal or recreational housing units. The overall population density is low with almost 40 acres of land per resident.

The attraction of Burnett County lies in part with its vast forest and water resources, abundance of public lands, image of vast open space by midwest standards, and its close proximity to the Twin Cities Metro area and the Twin Ports of Superior and Duluth.

PUBLIC LAND

The public lands which are administered by the federal, state, and county governments provide various degrees of public land management policies and recreation opportunities which, in itself, provides diversity to the landscape.

FEDERAL



The St. Croix National Scenic Riverway was established in 1968 as one of the original eight rivers under the National Wild and Scenic Rivers Act.




The St. Croix River begins as a small spring north of a dam near Gordon in Douglas County and then flows thirteen miles entirely within Burnett County before becoming the boundary river between Wisconsin and Minnesota.





All of the rivers and streams in Burnett County eventually drain into the St. Croix River, with the main tributaries being the Namekagon, Yellow, Clam and Wood Rivers.





The St. Croix and Namekagon Rivers are bordered by a combination of public and privately owned land. Together they form one of the most beautiful and least developed river systems in the Upper Midwest. The two drainages offer approximately 250 miles of navigable water, providing an outstanding wilderness river canoeing experience.

-  The Riverway is managed through the cooperative efforts of the National Park Service, Minnesota and Wisconsin Departments of Natural Resources, and Northern States Power Co. The riverway encompasses approximately 7,000 acres of land in the County all of which affect current and future land uses.

STATE

-  The Wisconsin Department of Natural Resources administers almost 70,000 acres of land in the County.
-  The management units include Governor Knowles State Forest and four large wildlife areas, Crex Meadows, Fish Lake, Amsterdam Sloughs and Danbury as well as many smaller units.




COUNTY






-  Burnett County owns and administers approximately 106,000 acres of County forest lands providing land for forest management as well as a diversified recreation base.
-  The Wisconsin Department of Natural Resources leases approximately 5000 acres from Burnett County known as the Namekagon Barrens for sharptail grouse management.

MAJOR LAND USE CLASSIFICATIONS





For the purpose of current land use analysis and the identification of recent land use conversions between 1990 and 1997, the land use classes as used for assessment purposes are: Residential, Commercial, Manufacturing, Agricultural, Swamps and Waste, and Forest. While these are not necessarily the same as zoning districts in all cases, they do provide a basis for land use conversion analysis. The current land use by assessment class is shown in Table 10.

RESIDENTIAL

-  Current 1997 assessed residential acreage is 36,555 acres or approximately 7 percent of the County total. See Table 11.
-  The Villages of Grantsburg, Siren and Webster account for less than 3 percent of the total residential acreage but almost 20 percent of the total County population.
-  The majority of new residential acreage development occurs outside the incorporated area and in many cases is within the regulated shorelands of the County (1000 feet from lakes, ponds and flowages, and 300 feet of a river) (Map 20). The 1997 lakes classification study identified various densities of development in regulated shorelands. Structure densities were measured by the feet of shoreline per structure, a structure being a building with an address or fire number assigned to it. Development densities examples ranged from 156 feet per structure on Yellow Lake to over 1000 feet per structure on smaller undeveloped lakes.

-  The total net change in residential acreage from 1990 to 1997 was an increase of over 12,600 acres or 53 percent with a 16 percent increase in the number of total residential parcels and a 26 percent increase in improved parcels.
-  The average residential parcel size countywide increased 27 percent to almost two acres. The largest number of residential parcels is in the Town of Jackson. This is a direct impact of Voyager Village. In 1997, the Town of Jackson accounted for almost 18 percent of the total County residential parcels. The Town of Jackson also was the only Town that showed a 7 percent decrease in the number of residential parcels from 1990 to 1997 but also had a 12 percent increase in the number of improved parcels (Map 19). This is probably the result of parcel combining by owners and purchasers to secure a larger parcel upon which to construct a potentially larger structure than usual.
-  In 1997 the Town of Swiss had the most acreage, over 4,000 acres, assessed as residential and showed a 39 percent increase in residential acreage during the 1990-1997 period.
-  From 1990 to 1997, the Towns of West Marshland (199 percent), Grantsburg (161 percent), Anderson (135 percent), and Meenon (133 percent) had significant increases in residential acreage. The Towns of Meenon and Grantsburg surround the Village growth centers of Webster and Grantsburg respectively.
-  The Towns of Anderson and Grantsburg currently have the largest average residential parcel size of over five acres, increasing from under 3 acres in 1990.




COMMERCIAL

-  Current assessed commercial lands account for only 0.4 percent or approximately 2,009 acres of the total County acreage. Approximately 10 percent of the commercial acreage lies within the Villages of Grantsburg, Siren and Webster. The Towns of Oakland and Siren combine for over 30 percent of the assessed commercial lands.
-  Between 1990 and 1997 the only significant change in commercial acreage occurred in the Town of Oakland which showed an increase of 116 acres.
-  The major commercial service centers are located within the Villages of Grantsburg, Siren and Webster and in the Town of Swiss around the community of Danbury.
-  Other commercial service centers are the communities of Hertel and the St. Croix Tribal Center, A & H in the Town of Scott, Webb Lake, Alpha, Falun, and Trade Lake. These smaller retail centers provide important commercial and informational services to their respective market areas.



MANUFACTURING/INDUSTRIAL

-  Manufacturing land assessed in 1997 totaled 483 acres or approximately 1 percent of the

County.

-  Nearly 50 percent of the manufacturing land is located in the Villages of Grantsburg, Siren and Webster of which the Village of Webster has 191 acres assessed as manufacturing or industrial or 40 percent of the total manufacturing acreage in the County.
-  Industrial parks are located in Grantsburg (20 acres developed, 28 acres available); Siren (4 acres developed, 25 acres available); and Webster, (30 acres developed and 10 acres available). Utilities available at all sites include electricity, sewer, water, and natural gas.
-  Since 1990, the Villages have added 192 acres of assessed manufacturing land while the Towns in Burnett County have added 144 acres.

AGRICULTURE

-  The 1997 assessed agricultural acreage in the County was 80,452 or about 15 percent of the total county land acreage. The Towns with the largest agricultural acreage include Dewey with 12,753 acres or about 55 percent of the entire town. Wood River has 12,600 acres or approximately 57 percent of the Town land and Trade Lake with 10,104 acres or 48 percent of the town. The Towns of Roosevelt and Anderson also have substantial agricultural lands as shown on Map 21. There are approximately 430 farms averaging 212 acres in size in the County.
-  Assessed agricultural lands have shown a substantial reduction of almost 9,000 acres in the past eight years, 1990-1997. The largest loss occurred in Dewey (over 1800 acres), Trade Lake (over 1300 acres), and Oakland with more than 1,100 acres.

FOREST



-  Forestry land use includes both public and private ownership. In 1997, private assessed forest lands totaled over 163,600 acres or about 31 percent of the total County acreage. These private forest lands combined with the woodland tax lands, which includes private, industrial and County ownership, and the exempt forested lands of the state and federal government comprises the largest single land use category in the County which is 64 percent of the total land mass (Map 22). The Town of Lafollette has the largest assessed forest acreage with approximately 14,700 acres.
-  The County lost approximately 11,500 acres of assessed private forest land between 1990 and 1997 with the largest loss occurring in the Towns of Grantsburg and Meenon which would tend to indicate a conversion to residential around the Villages of Grantsburg and Webster (Table 13). With approximately 32 percent of the County in public ownership, the majority of which is forested tends to indicate that future loss of forest lands will be those privately held near growth centers. within the County.

TABLE 10
CURRENT LAND USE ACREAGE
1997

	Re sid ent al	C o m m er ci al	M a n u f a c t u r i n g	A g ri c u l t u r al	Sw am p/ W ast e	For est	Ot her	Wo od la nd Tax	Ex em pt	
Anderson	1,688	27	0	4,672	1,219	5,262	44	14,864	12,841	40,618
Blaine	459	13	0	931	350	6,866	11	28,445	7,188	44,265
Daniels	1,189	42	6	5,344	1,416	11,351	24	429	2,118	21,921
Dewey	434	22	0	12,753	1,663	7,046	70	746	543	23,277
Grantsburg	2,926	118	12	4,373	638	7,442	45	440	7,110	23,106
Jackson	2,033	129	0	281	1,191	7,418	0	3,945	1,718	16,717
LaFollette	718	56	0	2,253	3,333	14,694	7	1,934	891	23,887
Lincoln	244	5	120	1,256	1,670	9,808	4	1,563	4,516	22,787
Meenon	3,581	160	10	2,897	1,531	9,514	13	994	2,056	20,757
Oakland	3,249	303	78	1,373	1,320	8,858	4	954	860	17,001
Roosevelt	266	61	0	6,059	257	7,927	32	5,574	2,627	22,804
Rusk	1,236	34	0	3,767	833	8,217	16	6,749	374	20,852
Sand Lake	1,508	57	0	2,845	2,501	7,703	14	6,548	310	21,487
Scott	2,272	197	12	1,715	2,185	9,397	11	1,852	350	17,991
Siren	1,869	311	2	3,071	2,769	9,186	45	762	1,712	19,729
Swiss	4,034	88	0	2,191	1,037	5,125	21	19,370	5,426	37,293
Trade Lake	1,499	46	0	10,104	1,619	6,989	126	214	339	20,936
Union	1,824	23	0	530	167	3,670	2	10,579	5,822	22,619
Webb Lake	2,791	87	0	22	840	4,432	2	11,078	696	19,948
West Marshland	697	1	0	950	314	8,044	12	5,557	30,422	45,998
Wood River	1,116	35	183	12,601	2,245	4,577	182	92	1,017	22,048
TOTAL TOWNS	35,632	1,816	249	80,174	29,083	163,556	686	126,294	88,943	526,417
Grantsburg	306	39	23	271	4	86	0	0	142	870
Siren	225	79	20	0	0	0	0	0	153	477
Webster	392	75	191	7	20	0	0	0	239	941
TOTAL VILLAGES	923	193	234	278	24	86	0	0	534	2,288
TOTAL COUNTY	36,555	2,009	483	80,452	29,107	163,642	686	126,294	89,477	528,705
PERCENT OF										

COUNTY	7	.4	.09	15	6	31	.1	24	17	100
--------	---	----	-----	----	---	----	----	----	----	-----

Note: Towns with comprehensive county zoning are shaded

PUBLIC LANDS MAP 6

TOWNSHIP ZONING MAPS 7-18

CHANGE IN LAND USE

Over the past eight years, 1990-1997, there has been significant changes in acreage by land use type countywide. The most substantial changes have occurred in residential, agricultural and forest uses. Table 14 shows how each individual land use assessment type changed over the period of 1990 to 1997. This change may have been through a change in the definition of use type or the type or the use may have changed. An example would be the change from agricultural to residential by the subdivision of a farm for residential purposes. This table may be read in the following manner for the Town of Anderson as an example. The Town lost 732 acres of forest and 383 acres of agricultural lands. These were probably converted to the 971 new acres of residential lands and the 10 new acres of commercial. The other changes are probably due to definition changes. None of these tables will add up to 100 percent due to rounding, parcel map changes and other inconsistencies.

Not including the Villages, residential lands have increased over 11,600 acres in the 1990-1997 period while agricultural lands decreased almost 9,000 acres and forestry lands decreased 11,100 acres.

There was also a net loss of 48 acres of manufacturing lands and a 2,217 acre increase in the swamp/waste class which is composed primarily of wetlands.

LAND TENURE STATUS

A large percentage (41 percent) of the acreage in the County falls under Woodland Tax of all types and exempt classes and basically is land that cannot or will not be subdivided or change in land use.

For example the towns of Blaine and West Marshland both have 80 percent of their total acreage made up of these assessment classes followed by the Town of Union (72 percent), Anderson (68 percent), and Town of Swiss (66 percent).

TABLE 11
ASSESSED RESIDENTIAL PARCELS
BY TOWNS
1990/1997

	Total Parcels '90	Total Parcels '97	% Change	Imp. Parcels '90	Imp. Parcels '97	% Change	Total Acres '90	Total Acres '97	% Change	Average Parcel Size '90	Average Parcel Size '97	% Change
Anderson	257	317	23	213	227	6	717	1688	135	2.8	5.3	89
Blaine	240	270	12	183	222	21	303	459	51	1.3	1.7	31
Daniels	435	528	21	371	435	17	663	1188	79	1.5	2.2	32
Dewey	223	285	28	141	198	40	322	433	34	1.4	1.5	7
Grantsburg	408	543	33	346	409	18	1122	2926	161	2.8	5.4	93
Jackson	3609	3359	(7)	891	996	12	1726	2032	18	0.5	0.6	20
LaFollette	460	476	3	364	394	8	676	718	6	1.5	1.5	0
Lincoln	167	199	19	165	193	17	218	244	12	1.3	1.2	(8)
Meenon	940	1149	22	675	762	13	1534	3581	133	1.6	3.1	94
Oakland	1585	1630	3	747	922	23	1901	3249	71	1.2	2.0	67
Roosevelt	103	134	30	85	108	27	153	266	74	1.5	2.0	33
Rusk	377	460	22	274	313	14	672	1235	84	1.8	2.7	50
Sand Lake	588	675	15	360	418	16	1021	1507	48	1.7	2.2	29
Scott	1243	1345	8	756	879	16	1805	2271	26	1.4	1.7	21
Siren	930	965	4	628	674	7	1817	1868	3	2.0	1.9	(5)
Swiss	1179	1298	10	669	773	16	2905	4033	39	2.5	3.1	24
Trade Lake	659	704	7	510	564	10	1364	1499	10	2.1	2.1	0
Union	542	640	18	372	434	17	1303	1824	40	2.4	2.8	17
Webb Lake	1446	1785	23	690	792	15	2554	2790	9	1.8	1.6	(11)
West Marshland	223	245	10	208	221	6	233	696	199	1.0	2.8	180
Wood River	537	566	5	434	463	7	936	1115	19	1.7	2.0	18
COUNTY TOTALS	16151	18806	16	9082	11425	26	23945	36554	53	1.5	1.9	27

Note: Towns with comprehensive county zoning are shaded

CURRENT LAND USE/RESIDENTIAL MAP 19

911 STRUCTURES MAP 20

TABLE 12
ASSESSED AGRICULTURAL PARCELS
BY TOWNS
1990/1997

	Total Parcels '90	Total Parcels '97	% Change	Total Acres '90	Total Acres '97	% Change	Average Parcel Size '90	Average Parcel Size '97	% Change
Anderson	199	183	(8)	5055	4672	(8)	25	26	4
Blaine	74	49	(34)	1740	931	(46)	24	19	(21)
Daniels	216	220	2	5521	5344	(3)	26	24	(8)
Dewey	459	431	(6)	14616	12752	(13)	32	30	(6)
Grantsburg	166	169	2	4462	4372	(2)	27	26	(4)
Jackson	17	13	(24)	432	281	(35)	25	22	(1)
LaFollette	149	126	(15)	2819	2253	(20)	19	18	(5)
Lincoln	52	63	21	1513	1255	(17)	29	20	(31)
Meenon	182	154	(15)	3196	2897	(9)	18	19	6
Oakland	131	57	(56)	2505	1373	(45)	19	24	26
Roosevelt	217	198	(8)	6863	6058	(12)	32	31	(3)
Rusk	152	148	(4)	3856	3767	(2)	25	25	0
Sand Lake	139	189	36	2443	2845	16	18	15	(17)
Scott	83	79	(5)	1880	1714	(9)	23	22	(4)
Siren	160	167	4	3021	3071	2	19	18	(5)
Swiss	109	79	(27)	2747	2191	(20)	25	28	12
Trade Lake	472	480	2	11437	10103	(12)	24	21	(12)
Union	23	21	(9)	511	530	4	22	25	14
Webb Lake	1	1	0	24	22	(8)	24	22	(8)
West Marshland	58	55	(5)	985	950	(4)	17	17	0
Wood River	458	450	(2)	13201	12601	(4)	29	28	(3)
COUNTY TOTALS	3517	3357	(4)	88827	80451	(9)	25	24	(4)

Note: Towns with comprehensive county zoning are shaded

CURRENT LAND USE/AGRICULTUREAL MAP 21

TABLE 13
ASSESSED FOREST PARCELS
EXCLUDING WOODLAND TAX PARCELS
1990/1997

	Total Parcels '90	Total Parcels '97	% Change	Total Acres '90	Total Acres '97	% Change	Average Parcel Size '90	Average Parcel Size '97	% Change
Anderson	286	222	(22)	5994	5262	(12)	21	24	14
Blaine	268	272	1	6390	6866	7	24	25	4
Daniels	473	408	(14)	12145	11351	(6)	26	28	8
Dewey	285	341	20	5941	7046	18	21	21	0
Grantsburg	468	302	(35)	9410	7442	(21)	20	25	25
Jackson	350	322	(9)	7896	7418	(6)	22	23	4
LaFollette	614	617	.4	14866	14694	(1)	24	24	0
Lincoln	434	472	9	10010	9808	(2)	23	21	(9)
Meenon	595	394	(34)	11855	9514	(20)	20	24	20
Oakland	527	383	(27)	9651	8858	(8)	18	23	28
Roosevelt	247	251	2	8046	7927	(1)	32	32	0
Rusk	344	289	(16)	9010	8217	(9)	26	28	8
Sand Lake	434	380	(34)	8727	7703	(12)	20	20	0
Scott	431	420	(2)	10201	9397	(8)	24	22	(8)
Siren	453	476	5	9326	9186	(2)	20	19	(5)
Swiss	253	196	(22)	5942	5125	(14)	23	26	13
Trade Lake	332	408	23	5965	6989	17	18	17	(6)
Union	173	131	(24)	4317	3670	(15)	25	28	12
Webb Lake	193	186	(4)	4747	4432	(7)	25	24	(4)
West Marshland	441	354	(20)	9413	8044	(14)	21	23	10
Wood River	230	225	(2)	4984	4577	(8)	22	20	(9)
COUNTY TOTALS	7831	7052	(10)	175136	163642	(6)	22	23	4

Note: Towns with comprehensive county zoning are shaded

CURRENT LAND USE/FORESTRY MAP 22

TABLE 14

**NET CHANGE IN LAND USE ACREAGE BY UNIT BY ASSESSMENT TYPE
1990-1997**

	Residential	Commercial	Manufacturing	Agricultural	Swamp/Waste	Forest	Other
Anderson	971	10	0	(383)	13	(732)	44
Blaine	156	0	0	(809)	59	476	11
Daniels	525	20	(116)	(177)	510	(794)	24
Dewey	111	0	0	(1,864)	294	1105	70
Grantsburg	1,804	1	0	(90)	23	(1,968)	45
Jackson	306	(6)	0	(151)	130	(478)	0
LaFollette	42	4	0	(566)	436	(172)	7
Lincoln	26	(29)	80	(258)	838	(202)	4
Meenon	2,047	13	10	(299)	219	(2,341)	0
Oakland	1,348	116	(21)	(1,132)	149	(793)	4
Roosevelt	113	55	0	(805)	(19)	(119)	31
Rusk	563	(5)	0	(89)	(12)	(793)	16
Sand Lake	486	14	0	402	(364)	(1,024)	14
Scott	466	80	2	(166)	(33)	(804)	11
Siren	49	(34)	3	50	226	(134)	45
Swiss	1,128	32	0	(556)	(3)	(817)	21
Trade Lake	135	(6)	0	(1,334)	109	1,024	126
Union	521	(23)	0	19	(50)	(753)	0
Webb Lake	236	(4)	0	(2)	(4)	(315)	2
West Marshland	463	1	0	(35)	(54)	(1,369)	12
Wood River	179	10	(6)	(600)	(141)	(407)	182
TOTAL TOWNS	11,675	249	(48)	(8,845)	2,217	(11,410)	669
Grantsburg	(171)	(6)	(1)	66	4	86	1
Siren	(13)	15	10	0	0	0	0
Webster	171	19	183	(169)	20	0	0
TOTAL VILLAGES	(130)	28	192	(103)	24	86	1
TOTAL COUNTY	11,662	277	144	(8,948)	2,241	(11,324)	670

Note: Towns with comprehensive county zoning are shaded

SECTION IV

GOAL AND STRATEGY DEVELOPMENT

BURNETT COUNTY LONG RANGE PLANNING PUBLIC INPUT PROCESS










INTRODUCTION

During the early and mid 1990's Burnett County experienced an increase in year round and seasonal population growth and tourism visitors which led to a growing concern over the quality of life in the County. Wetland issues, growing surface use conflicts, concerns over the loss of community character and control, brought new conflicts before the County Board and Zoning Committee for resolution.

By a unanimous vote, the County Board decided to pursue the establishment of a long range plan and to join in partnership with the WI DNR, through their Lake Protection Grant program. The purpose of the plan was to guide growth in the community, not prevent it.

Public Input - A Burnett County Long Range Planning Committee was established by the County Board with a representative make up of local officials and local leaders. Five County Board members and four citizen leaders make up the Committee. In addition to the five people who represent citizens through their election to the County Board, the Towns Association, Burnett County Lakes and Rivers Association, realtors, and the Burnett County Development Association are represented.

Designed to take two (2) years, the process called for multiple input methods: community surveys, focus group sessions, summer input sessions, regular monthly public meeting, newspaper articles, semi-annual newsletters, correspondence, maintenance of a website, publication of interim and summary reports, and presentations. A summary of the input totals through 1997 are:

-  11,022 surveys sent out (response rate 22 percent);
-  4 focus groups;
-  3 summer sessions;
-  18 public meetings;
-  47 newspaper articles;
-  30 letters received and read by the Planning Committee;
-  Website postings (1,500 per month);
-  7 interim or summary reports; and
-  3 newsletters to 11,022 households each time.

To this list, the 1998 totals could be added. Approximately 2 more public meetings, 15 more newspaper articles, 7 more reports, and 1 more newsletter will be generated by the end of 1998.

During the planning process, the Burnett County Long Range Planning Committee has attempted to be as inclusive as possible. Sessions were held throughout the County and on various days and times of the week. The result has been a large variety of opinions and a sense that the planning process allowed for ample participation from the citizens of the County and the second homeowner.

PRELIMINARY PLAN STATEMENT

The above process led to the first iteration of goal and policy statements from which the general plan was developed. The first iteration and grouping follows:

Economic Development

- Economic Issues "Jobs"
- Set Area Aside for Industrial Development
- Supporting Burnett County's Businesses
- Support For Tourism Industry
- Adequate Jobs & Income For Residents

Resource Land Protection

- Plan for Changes in Land Use Such as Agriculture Land
- Pressure on Land, Forests & Water
- Save the Farming Areas
- Right to Farm Laws
- Effective Forest Resource Management
- Protection of Our County Forest Lands
- Improved Planning with Land and the Endangered Species

Land Use Planning Process

- Town & Village Planning
- Land Use Planning for the Best Use of Property
- Melding of Issues for Residents & Tourists
- Growth into the 21st Century without Destroying Present Local Citizens Life Style & Surroundings
- Planned Growth, with Sense of Direction
- Uniform Regulations Among Townships & Villages in Entire County
- Effective Land Use & Enforcement Compliance

Environmental Quality

- Impacts on Surface & Ground Water Quality
- Water Quality Protection
- Control Development Around Lakes & Streams
- Protection of the Wetlands

Housing

- Plan Areas for Housing Development
- Affordable & Elderly Housing

Transportation

- Traffic Control

Public Services

- Social Issues - Family Breakdown - Law Enforcement - Gambling - Effective Police


Protection

FINAL PLAN STATEMENTS


After a series of three public meetings and a number of committee meetings, the following goals, objective and policy statements were selected for the plan.

Economic Development


Provide Opportunity for Compatible Economic Growth and Development

 *Maintain and enhance opportunities for resource based industries dependent on rural lands.*

- A. Encourage resource based industries including agriculture, forestry, and tourism which are consistent with the land use goals of this plan.
- B. Protect agricultural lands from encroachment by incompatible uses.
- 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) program managed by the County. The TDR 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 agriculture lands identified in the TDR program.
- E. Encourage continuation of the family farm.

 *Encourage an atmosphere that is supportive of business within the resource capacities of the County.*

- A. Provide incentives for industrial and commercial developments that help preserve open space and natural areas.
- B. Provide support programs which enable the location of new and expanding businesses into appropriate areas.

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

- 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. Provide support to those firms 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, under-employed, and special needs populations.
- D. Provide a continuum of education opportunities responsive to the needs of the County work place.
- E. Encourage diversified economic development to achieve and maintain a balanced tax base.



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

- 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.

Housing


Recognize and Accomodate Housing Needs of Burnett County's Expanding Population



Promote an adequate supply of safe, decent, and sanitary housing in price ranges and types affordable to all residents.

- A. Assist in planning for increasing housing opportunities for households with special needs.
- B. Provide assistance in maintenance and rehabilitation of housing for County residents.
- C. Support public and private actions which provide housing choices for County residents.
- D. Ensure that County residents have equal access to housing.
- E. Help provide for group homes and other institutional housing for special needs persons.


- F. Encourage innovative housing design for efficient, low cost, high density housing.
- G. Help provide for mobile and manufactured housing in a manner that ensures contribution to the design quality, standards, and safety of the community.
- H. Establish and enforce minimum housing quality standards for rental housing.

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


- A. To guide new multi-family housing into areas that have existing public services.
- B. To guide new single-family housing into areas of low housing density.
- C. Maintain high quality living environments in exclusive residential neighborhoods by directing nonresidential uses away from such neighborhoods.


Transportation


Provide for a Safe, Efficient, and Environmentally Sound Transportation System That Provides Personal Mobility for All Segments of the Population and Supports the Economy of the County

 *To support the efforts of villages and towns within the County to provide safe and efficient local road, trail, and air transportation systems.*

Encourage local units of government to maintain and implement their respective roadway improvement plans.

 *Promote an inter-county transportation system consisting of trails, roads, and highways.*

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

 *To help provide a safe, efficient transportation system for the movement of persons and goods that minimizes environmental and social disruption.*

- A. Care should be taken to protect historic, scenic, scientific, and cultural sites when constructing new or improving existing transportation facilities.
- B. Location of roadways through environmentally sensitive areas should be minimized.
- C. Transportation facilities should be designed 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. Right of way vegetation should be managed to protect wildlife, reduce the use of herbicides, reduce maintenance costs, and improve safety.
- E. Transportation facilities should be located to minimize exposure of people to harmful and or annoying air, water, or noise pollution levels.



To maintain a safe, efficient County highway and air transportation system that meets the County's needs.

- A. Development of new transportation corridors and facilities should occur only after full consideration of the development's impact on: alleviation of safety hazards, relief of through-traffic burdens, alleviation of congestion, conservation of energy, stimulation of economic development, and the role of the development within the context of future land use.
- B. Local development regulations should incorporate accepted design standards for all local roads.
- C. Appropriate access controls should be established for existing and future routes functionally classified as minor or principal arterials.
- D. Maintain and implement the County's roadway improvement plan.
- E. Maintain and upgrade air transportation facilities in accordance with the airport facility plan.

Land Use Planning Process

Provide for Orderly Planned Development that Promotes a Safe, Healthy, and Pleasant Living Environment and Makes Efficient Use of Land, Public Services, and Public Financial Resources



Guide land use in recognition of resource limitations and County goals and objectives.

- A. The County will maintain a current, long-range development plan, which will serve as a guide for future land use and zoning decision. New development will be permitted based on consideration of this plan as well as other applicable plans and ordinances.
- B. Emphasize wise land use choices rather than structural measures as a means of limiting disruption of the environment and reducing the cost of future maintenance and enforcement.
- C. Management of public lands should recognize adjacent land practices and should not interfere with continued use consistent with best management practices.



Provide the County with a unified vision of planned growth.




Conserve the County's distinctive rural, northwoods atmosphere.

- A. Landscape and land use buffers will be used to lessen the impacts of conflicting land uses in close proximity.
- B. 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.
- C. Help identify, evaluate, and preserve historic, archaeologic, and cultural resources.
- D. Coordinate archaeological inventories and management plans with Native American groups and other interested parties.





Guide development within defined service limits in an orderly fashion.

- A. The location of new development will be restricted from areas shown to be unsafe or unsuitable for development due to natural hazards, contamination, access, or incompatibility problems.
- B. 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.
- C. Encourage village and town planning goals that are consistent with or do not conflict with County goals and policies.
- D. Encourage the centralization of commerce, entertainment, and employment to create vigorous community centers.
- E. Promote growth patterns that result in compact, distinct and separate communities rather than continuous linear strips of development.
- F. Encourage cluster development to assure conservation of land, efficient provision of public services, and accessibility.
- G. 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.
- H. Help promote the provision of public facilities and services when sufficient need and revenue base to support them exists.


-  *Provide a continuing level of planning effort, review and amendatory process to ensure long term compatibility of the plan with County needs.*


Coordinate with the Department of Natural Resources and the National Park Service to ensure that land management decisions provide maximum benefits.

-  *Seek comprehensive land use zoning for the entire unincorporated portion of the County with an acceptable level of compliance.*

-  *Assist in enhancing the County's "quality of life".*

- A. Help provide efficient and cost effective law enforcement services to the public.
- B. Help coordinate the provision of emergency medical and fire suppression services in the County.
- C. Support the formation of community watch programs in the County.
- D. Encourage cultural improvements in the urban centers, such as expanded health, education, and recreation outlets.


-  *Provide uniform and effective enforcement of County land use regulations.*

-  *Provide continuing education to the public that will lead to a more complete understanding of planning and land use issues facing the County.*


- A. Provide educational programs that support resource protection goals.
- B. Educate resource users of the County's environmental quality goals and objectives.

Resource Protection

Protect, Conserve, Enhance, and Maintain a High Level of Environmental Quality of Lands and Waters in Burnett County

-  *Preserve prime agricultural land for agriculture or very low density use.*

- A. Protect through local and state measures the County's productive lands from accelerated erosion and unwise development.
- B. Develop standards for low density use.

-  *Encourage the efficient management of the County's natural resources.*

- A. Maintain and implement a ten-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.



Promote public and private efforts to protect critical habitats for plant and animal life.



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

- A. Provide leadership and technical support to property owners to improve water quality.
- B. Encourage the development of support programs to maintain and improve existing water quality.
- C. Discourage 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. Prevent or limit development in very sensitive environmental areas such as water drainage and filtering areas, wetlands, and bedrock outcrops.
- G. Discourage land use practices which are in conflict with the environment's limited capacity to buffer contamination.



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

- A. A lakes and rivers classification system should be developed 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.
- B. Balance the needs for environmental protection and responsible stewardship with reasonable use of private property and economic development.
- C. Lakes and rivers that are environmentally sensitive and in pristine or near pristine undeveloped condition should receive the highest level of protection.

- D. Future development and land divisions on lakes that are developed or partially developed should be carefully managed 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.

SECTION V

IMPLEMENTATION












INTRODUCTION

To achieve the goals and objectives set forth in this planning process will require a number of actions related to this plan and its multiple recommendations.



The following section includes a number of general recommendations for actions and the development of other plans, policies, and activities or products required to meet the goals of the planning process.

The adoption of this plan and accompanying recommendations should not be considered the end of the process but instead is a symbol of commitment to keep the process intact and continually maintain the process and products in response to the changing needs of the County and its citizens.

PLANNING PROCESS RECOMMENDATIONS

-  Adopt the accompanying land use plan and its recommendations recognizing the goals, policies, and strategy statements as overriding planning guidelines.
-  Recognize the specific recommendations made for Towns and growth nodes as land use guidelines for those areas.
-  Provide encouragement and assistance to the individual Towns and Villages in the development of land use plans for their communities.
-  Adopt and implement the lakes classification plan and related shoreland regulations.
-  Adopt and implement the proposed sign ordinance included in this plan at such time as the County is fully zoned.
-  Authorize the development and publication of other plan related documents including a shoreland development guide, property development guide, planning process summary map, summary booklets, and a long range educational plan.
-  Adopt the proposed Land Use Committee Rules and By-laws to aid in the process of land use regulation.
-  Adopt the proposed Board of Adjustment Rules and By-laws to aid in the process of settling land use disputes regarding rules and procedures.
-  Adopt a proposed checklist to be used in the evaluation of condominium and other large scale projects.
-  Authorize a full codification of all land use related ordinances and regulation.
-  Coordinate County planning activities with those of Towns, Villages as well as the State and

Federal government to ensure that development is appropriately located. The County should convene a special land use committee to assist with regional development issues.

-  Acknowledge State, Federal and locally approved plans for projects such as corridors, facility service areas, sanitary districts and other activities, and participate to the extent necessary to ensure consistency with the County plan.
-  Authorize the development of a Transfer of Development Rights plan for those resources in need of additional protection. This program might be applied to such resources as prime agricultural lands or shoreland buffer zones.

LAND USE PLAN

This land use plan provides basic guidelines for development as well as ways to maintain the rural character of Burnett County. Because the plan is generally broad in focus and there are many ways to implement the desired plan objectives, it is recommended that detailed town and village plans with more specific guidelines be prepared using the countywide plan as a base.

The generalized land use guide should be revisited and reviewed periodically as new public utility facilities and transportation networks are expanded or if regional growth trends change dramatically. It is important that this guide be integrated and used in conjunction with background information and recommendations contained in the plan document.

Through all this, it is important to remember Burnett is a rural northwoods county with a diverse landscape rich in history and endowed with vast natural resources. Maintaining this rural northwoods character is an important element of this plan. In conjunction with the public land, privately owned farm, forest, and open space lands are positive financial contributors to the local tax base. While typically these lands may generate less revenue than residential land, they also require little public infrastructure. The economic contributions inherent with agricultural or timber production provide jobs and a support system. Furthermore, the working landscape instills positive values that are hard to quantify, including quality of life, cultural heritage, wildlife habitat, water quality, and open space protection.










Across the country, Cost of Community Services (COCS) studies are being done to determine the impact of farm and forest lands to the local tax base. This valuable tool provides a financial snapshot of the community by comparing revenues and expenditures from different land use sectors. While these studies do not predict the impact of future decisions, they offer us the benefit of hindsight as we navigate the future.

In several studies, it was determined that farm, forest, and open lands more than pay for themselves. In fact, these lands frequently support residential services. For each dollar of revenue raised in the residential sector, the towns studied spent an average of \$1.11 on residential services. From each farm, forest, and open land dollar, towns spent only \$0.34 on public services. The remaining \$0.66 was then used to offset other municipal expenses.

GENERALIZED LAND USE PLAN MAP 23

Growth is inevitable and important for Burnett County. But if it is not balanced and sensible, communities pay a high price and ultimately lose intrinsic values.



A generalized land use plan for Burnett County is presented in the following narrative and the accompanying set of maps (Proposed Land Use Map 23). The plan identifies various land use categories, each with different land use/development objectives, and arranged in such manner as to bring about the result desired in the goal statements. In summary, the land use plan relates to the goal statements in the following ways:


-  Directs intensive development away from sensitive environmental areas.
-  Protects and maintains Burnett County's natural resources, especially wild plant and animal life and scenic areas.
-  Directs intensive development away from areas not serviced by advanced sewage treatment facilities or that have limited ability to provide such facilities.
-  Provides for the continuance of active agricultural uses.
-  Maintains rural and open landscape character, particularly by avoiding high density development in rural areas.
-  Maintains Burnett County's visual resources.
-  Provides opportunity for economic development in ways compatible with Burnett County's natural environment.
-  Disallows commercial sprawl beyond established or planned business areas.
-  Places development within communities and growth areas with well defined boundaries where such development can more easily be serviced by public facilities.


LAND USE PLAN RECOMMENDATIONS

PRIMARY COMMUNITY AREAS

These areas consist of the built-up communities of Grantsburg, Siren, Webster and Danbury and already contain a variety of commercial, residential, governmental or industrial uses. Public sewer exists in Grantsburg, Siren, and Webster. Generally, future high density development should be directed to these areas.

-  Encourage and maintain downtown commercial core areas.
-  Encourage higher density residential to locate in these communities where public waste treatment systems exist.


 Maintain a distinct community entrance or edge by avoiding highway strip development and by directing commercial use into the communities.


 Adopt a strategy of infill rather than sprawl.


RURAL COMMUNITIES

These small growth areas have historically been crossroad communities that provide rural retail service to farm and lake recreation areas. Public sewer will probably not be provided to these small crossroad communities in the near future.

 Recognize the places of A&H, Alpha, Danbury, Falun, Hertel, and Webb Lake as growth nodes. The development of additional growth nodes is not encouraged.

 Encourage maintaining the small community character by avoiding developments that would alter their character.


 Allow for limited commercial and residential growth within or directly adjacent to these areas.

 Encourage maintaining or establishing individual community identities through coordinated signage or graphics.


SHORELAND RESIDENTIAL

These areas consist of the shorelands adjacent to lakes, rivers, and streams in Burnett County. 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 (Figure 4 and 5).

 Encourage local establishment of and participation in lake property owners associations to further protect the County's water and wetland resources.

 Encourage restoration of developed shoreland buffer zones through volunteer programs or mitigation tied to permitted property improvements.

 Establish an incentive program for development of shoreland buffer zones.

 Encourage new waterfront commercial use to locate at existing resort/commercial services areas.



 Revisit lakes and stream classification and shoreland development standards periodically.

FIGURE 4

FIGURE 5






RURAL OPEN SPACE

Except for the southwestern portion of the county, these areas include the major lake regions outside the shorelands in the county. 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.

-  Maintain the overall rural open space/forested character of this region at a development density less than adjoining shorelands. This may be accomplished by establishing a minimum parcel size of ten acres.
-  Promote low density residential parcels with incentives for higher densities using cluster or open space zoning provisions.

Open space zoning provisions are a variation of cluster development and planned unit development that refer to an array of tools and techniques. They are implemented through county zoning for the preservation of open space and natural character in rural areas while allowing for residential development. Sometimes called rural clustering, open space zoning requires that dwelling units be clustered or grouped on a select area of the parcel, leaving a significant portion of the parcel as dedicated open space (Figure 6). In this case an incentive is proposed that would allow a maximum of eight parcels per quarter-quarter section (approximately 40 acres) with an open space deed restriction of 50 percent over the entire 40 acre parcel.






Open space zoning uses a variety of land use tools and techniques. Larger setback provisions, buffering and screening and dedicated open space provisions can be used to screen dwelling units from roadways. Restricting the location of rural cluster development projects, establishing minimum and maximum project size, limiting development density, and regulating lot area dimensions and clustering of dwelling units ensure that development is consistent with maintaining rural character.

-  Promote planned residential development as a means of achieving efficient site design and preserving open spaces adjacent to existing primary community areas, where higher residential densities may be tolerated because of proximity to utilities. The minimum parcel size within 1.5 miles of a primary community should be established at 30,000 square feet.
-  Discourage commercial activity except for uses that are compatible with lower density residential development such as golf courses or home businesses.
-  Protect the integrity of wetlands, woodlands, and other natural features located within these regions.
-  Promote and encourage private woodland management practices that help maintain the rural open space/forested character.
-  Maintain existing agricultural land use as an important part of the rural and open space

character.

FORESTRY RESIDENTIAL

The forestry residential areas are private forest lands adjacent to public forest holdings. The plan recommends maintaining large parcels of land for low density residential use and at the same time for long term forestry and open space management.

-  Maintain the low density forestry character of private lands near or adjacent to public land blocks by establishing a minimum parcel size of 40 acres.
-  Encourage private land management practices that coordinate with public land management efforts.
-  Discourage commercial development in this area.
-  Discourage any development that would adversely impact the environmental quality or natural beauty of these areas.
-  Maintain existing agricultural use as an important open space element.

AGRICULTURAL/OPEN AREAS

These areas cover the majority of the southern portion of the County and consist of fairly stable agricultural lands with the better agricultural soils. This area provides consistency with the County designated farmland preservation areas and establishes the farm and woodlands character of this part of the County. Planning for this area should provide for preservation and protection of prime or exclusive agricultural lands and for agricultural/open land residential development.




-  Promote an agricultural/open space zoning option which would provide higher density incentives for dedicated or deed restricted open space. This would be accomplished through open space zoning provisions or rural clustering of residential units. An incentive is recommended that would allow for up to eight parcels per quarter/quarter (approximately 40 acres) if at least 50 percent of the original parcel is deed restricted for open space (Figure 6).
-  Maintain prime farm lands and those in exclusive agricultural zoning for future agricultural use. A minimum parcel size of 35 acres is recommended for lands with prime agricultural soils. Also recommended is a provision for a one-time land division where a minimum parcel size of a quarter/quarter of a section (approximately 40 acres) may have created from it a parcel not to exceed five acres. A deed restriction would prevent further land division and further provide that no more than two residential structures may exist within the 40 acre parcel. For example, the owner of a farm on 40 acres may create only once within that 40 acres, a five acre parcel for a single-family residence (Figure 7).

FIGURE 6

FIGURE 7

PRIME AGRICULTURAL SOILS MAP 24







-  Provide opportunities for low density residential development in transitional or non agricultural lands preferably as wooded lands. It is recommended that a minimum parcel size of 10 acres be established for these areas.

HIGHWAY COMMERCIAL CORRIDORS

Several highway corridors have been identified that are under significant development pressure. These areas need special recommendations to control access and encourage such options as clustering of services and implementing a northwood's highway beautification plan.

Segments identified include the 35/70 corridor from Siren to the government center; STH 70 west of Grantsburg; STH 35 north and south of Webster; and STH 35 and 77 around Danbury.

All state highway corridors are important transportation elements to Burnett County and should be maintained as high speed arterials.

-  In designated highway commercial corridors encourage through local planning and zoning efforts controlled access, use of front or rear access, roads and clustering of new commercial development.
-  Develop design standards for highway commercial clusters that will aid in controlling unlimited highway access points (Figure 8).
-  Promote the separation of communities by avoiding a continuous highway strip development pattern.
-  Maintain rural/open space character by requiring adequate setbacks and sufficient screening or landscaping for developments that occur, particularly for large buildings and parking or storage areas.
-  Discourage the proliferation of large billboards in favor of smaller advertising signs and directional signs.
-  Maintain "county entrance" corridors as a reflection of the northern natural landscape.

NATURAL CORRIDORS/PUBLIC LANDS

This classification includes all public lands, wetland corridors, and lakes, rivers, and streams. The wetlands are shown as mapped by the Wisconsin Department of Natural Resources and include all wetlands 5 acres and larger.





-  Encourage management coordination of public lands between the National Park Service, WDNR, and County forest land managers.

Figure 8

-  Promote maintenance of these natural areas through continued private stewardship and public ownership or, if necessary, through acquisition of easements or additional public lands.
-  Promote the network and scale of public lands as a unique natural recreation resource.
-  Encourage new development adjacent to public lands to reflect the natural large scale character of these lands.

AIRPORT AREAS

Burnett County has three significant airport areas that play an important transportation function and include the Burnett County, Grantsburg Municipal, and Voyager Village Airports. These airports have an important transportation function which should be maintained. In the vicinity of these airports, future land uses that negatively impact the viability of these airports should be avoided.





TOWN DEVELOPMENT GUIDELINES

As previously discussed, more detailed town land use plans should be prepared with the countywide land use plan as the base. Currently, only 10 of the 21 townships in Burnett County are comprehensively zoned. The remaining 11 towns must adhere only to the sanitary code and shoreland ordinance provisions the Burnett County Land Use Ordinance which regulates lands within 1,000 feet of lakes and 300 feet of navigable rivers and streams. This land use plan should be used as a guide for establishing and implementing a comprehensive land use ordinance in the remaining towns.

Following are general guidelines for development for the 21 townships in the County. Several towns have been active in addressing local planning and growth issues. These efforts should be incorporated into the overall county land use planning efforts.






ANDERSON

The Town of Anderson has a large percentage of public lands including federal, state, and county ownership and, at the same time, supports both rural residential and agricultural land use. The Town is under County comprehensive zoning.

-  Maintain rural low density residential areas.
-  Maintain lands for agricultural production particularly in the eastern portion of the Town.
-  Keep STH 87 as a high speed arterial by avoiding unlimited highway access points.
-  Maintain STH 87 as an attractive county entrance.






BLAINE

The Town of Blaine has approximately 80 percent public land ownership in federal and county lands. Blaine is not comprehensively zoned.

-  Maintain the limited agricultural lands along STH 35 corridor.
-  Maintain northwoods rural character entrance to Burnett County as STH 35.
-  Promote the Town's intrinsic resources of the St. Croix and Namakagon Rivers.
-  Encourage comprehensive zoning within the Town.
-  Maintain open space character with limited low density residential development.




DANIELS

The Town of Daniels has approximately 10 percent public land ownership with a substantial amount of privately owned wetlands north of STH 70. The Town also has significant private lake frontage. Daniels is not comprehensively zoned.

-  Maintain STH 70 as a high speed arterial by avoiding multiple highway access points.
-  Encourage participation in comprehensive zoning.
-  Promote maintenance of the Town's agricultural area.
-  Off lake residential should be encouraged to be low density, large lot development to maintain the Town's character.
-  Maintain areas of private forest woodlands.



DEWEY



The Town of Dewey has the highest percentage of assessed agricultural lands, 55 percent in the County with over 75 percent of the Town in the exclusive agriculture zone. The Town is comprehensively zoned.

-  Maintain and encourage agricultural production.
-  Maintain areas with exclusive agricultural zoning.
-  Encourage creation of a Transfer of Development Rights Program to preserve prime agricultural lands.

GRANTSBURG





Between 1990 and 1997, the Town of Grantsburg experienced a conversion of nearly 1,800 acres of assessed forest lands to residential lands as residential growth occurred around the Village of Grantsburg. The Town and Village of Grantsburg represent the largest growth center in Burnett County. Approximately 22 percent of the Town is in public ownership. The Town is not comprehensively zoned.

-  Encourage low density or clustered residential with dedicated open space away from the Village growth boundary.
-  Promote controlled highway access along STH 70 corridor east and west.

-  Promote and maintain STH 70 corridor from St. Croix River bridge to Village of Grantsburg as county/community entrance with sign and billboard restrictions.
-  Encourage comprehensive zoning for the Town.





JACKSON

The Town of Jackson has the largest number of assessed residential parcels, 3,359 in the County which can be attributed to the Voyager Village development and substantial lakeshore development. The Town has the smallest assessed average residential parcel size, approximately 0.6 of an acre compared with the average county residential parcel size of almost two acres. Approximately 30 percent of the land is in public ownership.

-  Encourage residential development within the planned Voyager Village development area utilizing the existing utilities and road network.
-  Maintain private forest areas to retain open space character of the Town.
-  Encourage comprehensive zoning.
-  Promote a countywide sign ordinance to maintain a northwoods character.




LAFOLLETTE

The Town of LaFollette has approximately 14,700 acres of assessed, private forestry lands which is the largest town block of that land class in the County. LaFollette experienced only a 3 percent increase in the number of assessed residential parcels from 1990 to 1997 and a net loss of 566 acres of assessed agricultural lands in the same period. The St. Croix Tribal Center Administration is located on STH 70 along with a casino/gambling facility. LaFollette is not comprehensively zoned.

-  Maintain STH 70 as a high speed arterial with controlled or limited access.
-  Concentrate highway commercial growth in the Hertel community and adjacent to the St. Croix Tribal Government Center.
-  Maintain rural residential character within the Town.
-  Promote comprehensive zoning for the Town.







LINCOLN

Approximately 30 percent of the Town is in public ownership, either county forest or state wildlife area. The Town experienced an 11.4 percent population increase from 1990 to 1996 and a 19 percent increase in the number of assessed residential parcels from 1990 to 1997. Lincoln is not comprehensively zoned.

-  Maintain low density rural residential character.
-  Promote the Clam River corridor as a county scenic riverway.
-  Encourage participation in countywide comprehensive zoning.




MEENON

The Town of Meenon experienced a 133 percent increase in the total assessed residential acreage from 1990 to 1997 with a 13 percent increase in the number of improved parcels over the same period. Approximately 18 percent of the Town is assessed residential. The Town is not comprehensively zoned.

-  Maintain STH 35 and 70 as high speed arterials with limited or controlled access.
-  Encourage commercial growth to take place adjacent to existing commercial parcels in and near the Village of Webster.
-  Maintain low density rural residential character away from Webster and the more developed shorelands.
-  Any new highway commercial development between STH 35 and 70 intersection and the Village of Webster should be clustered.
-  Promote the Clam River corridor as a county scenic riverway.
-  Encourage participation in countywide comprehensive zoning.



OAKLAND

The Town of Oakland experienced an increase of 116 assessed commercial acres, a decrease of 1,132 assessed agricultural acres, and an increase of 1,348 assessed residential acres from 1990 to 1997. Devils and Yellow Lake both have high densities of lakeshore development. Oakland is comprehensively zoned.

-  Maintain low density rural residential character outside lake and river shoreline areas.
-  Maintain STH 35 as a high speed arterial with limited or controlled access.
-  Encourage location of new highway commercial at or adjacent to existing commercial and to commercial cluster design recommendations. (For example: Intersection of STH 35 and CTH U.




ROOSEVELT

The Town of Roosevelt had a 1997 assessed agricultural acreage of over 6,000 acres which was 800 acres less than 1990. Roosevelt has been identified as a town with a high percentage of prime agricultural soils. Approximately 26 percent of the Town is assessed agricultural with just slightly more land assessed as forest. Roosevelt is comprehensively zoned.

-  Maintain productive agricultural lands.
-  Maintain low density rural large parcel residential character.
-  Consider a Transfer of Development Rights program in the Town to protect prime agricultural lands.




RUSK

Approximately 34 percent of the Town is in public ownership, primarily county forest. Over 8,000 acres are assessed private forestry and 3,770 acres assessed agricultural. The Town of Rusk is comprehensively zoned.

-  Maintain low density large parcel rural residential character.
-  Maintain STH 70 as a high speed arterial with limited or controlled access.
-  Consider a Transfer of Development Rights program to protect prime agricultural lands.

SAND LAKE

Approximately 31 percent of the Town is in Burnett County Forest. Big Sand Lake, a prime lake residential area, is located in the Town and has a high density of lakeshore development. There was a 1,024 assessed private forest land acreage decrease from 1990 to 1997. During the same period, assessed residential acreage increased by 486 acres and agriculture by 406 acres. The Town is not comprehensively zoned.

-  Encourage low density rural residential character away from shorelands.
-  Maintain STH 70 as a high speed primary arterial with limited or controlled access.
-  Encourage participation in countywide comprehensive zoning to help achieve consistency in future land use decisions.

SCOTT

In 1996, the Town completed a report on planning and growth issues to be used in part as a guide for future land use, growth management, and quality of life issues.








One of the primary purposes for this study was to discern community members' attitudes on planning and zoning. The results of this survey indicate the community supports both. Over 75 percent of the respondents believed the County needed land use planning. Over 66 percent favored land use being restricted by zoning and 21 percent were neutral to it.

When asked to cite specific restrictions that the community should impose, numerous items stand out; ATV and personal watercraft were highest, followed by mobile homes, housing locations in general, manufacturing and retail locations, and restrictions on developing agricultural and forest lands were cited most frequently.

Most stated that no new population growth was needed in the community, while paradoxically nearly half supported new industry in the area. Clearly, more industry (presumably, clean and light) will attract people. Perhaps, new industry might provide some tax relief for the remaining tax payers.

These conclusions provide ample evidence of the Town's position on planning and zoning as well

as growth management. The Town experienced a 16 percent increase in improved residential parcels and a 26 percent in assessed residential acreage from 1990 to 1997. The Town is not presently comprehensively zoned.





-  Encourage residential lakeshore development that maintains a northwoods character while protecting the water resource base.
-  Maintain low density rural residential character away from shorelands.
-  Promote a northwood's lakes visual image with roadside sign control.
-  Guide future commercial and manufacturing to locate at or near existing commercial centers - A & H.
-  Participate in countywide comprehensive zoning.
-  Maintain the Town's forest and open space character.
-  Encourage new residential growth to occur within platted area of Voyager Village.

SIREN

The Town of Siren with both STH 35 and 70 experiences the highest average daily traffic in the County.

The Town had only a 50 acre increase in assessed residential property from 1990 to 1997 and at the same time lost 34 acres of assessed commercial property.

The STH 35/70 corridor is located in the Town and Village of Siren. A study for the corridor was completed in 1992 and provided recommendations for maintaining an efficient and safe traffic corridor while at the same time providing controlled access for future development. The Town of Siren is comprehensively zoned.






-  Maintain STH 35 and 70 outside the Village of Siren as a controlled or limited major arterial.
-  Encourage clustered highway commercial to develop within the corridor or adjacent to the Village and when possible guide commercial development into the Village when or where services and utilities can be provided.
-  Encourage future light industrial or manufacturing to locate within the Siren Industrial Park.
-  Discourage any additional highway or strip development on STH 35 and 70.

SWISS

Approximately 66 percent of the Town is in public ownership, National Park Service, State of Wisconsin and county forest. The Town is comprehensively zoned and completed a rezone which was adopted in 1990. A primary focus of the rezone was protection of shorelands which involved larger minimum lot sizes within lake and river shorelands.




A Community-based Economic Development Plan (CBED) was also prepared in 1996 and focused on economic development issues.

The Town experienced a 40 percent increase in the total assessed residential acres from 1990 to 1997. During the same period, 556 acres of assessed agricultural land and 817 acres of assessed private forestry lands were converted into basically residential acreage.

-  Encourage new commercial growth to locate within the Danbury community adjacent to existing commercial development such as the Hole in the Wall Casino.
-  Maintain STH 77 and 35 as high speed arterials by limiting access.
-  Provide an attractive entrance to the County and community.
-  Maintain northwoods character through sign and billboard ordinances.
-  Encourage low density rural residential character away from shorelands.

TRADE LAKE


Trade Lake experienced a decline in the number of assessed agricultural acres from 11,437 in 1990 to 10,103 in 1997, a 12 percent or 1,334 acre loss. Less than 3 percent of the Town is in public ownership with approximately 7,000 acres assessed private forestry. The Town is comprehensively zoned.

-  Maintain prime agricultural production lands possibly through implementing Transfer of Development Rights program.
-  Maintain farm land/open space rural character of the Town.
-  Encourage low density rural residential development to be large minimum parcel size.

UNION

Approximately 72 percent of the Town is federal, state, or county ownership. St. Croix Scenic Riverway and Governor Knowles State Forest provide public lands of state and national significance.




The Town experienced an 18 percent increase in assessed residential parcels from 1990 to 1997 and a 40 percent increase in total residential acreage during the same period. Big and Little Yellow Lake provide substantial lakeshore residential development. The Town is comprehensively zoned.

-  Encourage low density rural residential in those areas adjacent to or near large public land blocks in order to maintain northwoods character.

WEBB LAKE

Approximately 60 percent of Webb Lake is in public ownership, primarily Burnett County Forest with some federal park service lands. The Town of Webb Lake supports substantial lakeshore development including a portion of the Voyager Village development. The Town experienced a 23 percent increase in assessed residential parcels from 1990 to 1997. Webb Lake is comprehensively zoned.




-  Guide new commercial into or adjacent to the existing Webb Lake county highway

-  retail area in order to maintain a reasonably compact commercial core.
-  Encourage new rural residential into existing Voyager Village plotted areas.
-  Maintain or enhance Webb Lake lakes character with sign ordinance development standards.

WEST MARSHLAND





The Town of West Marshland has approximately 80 percent of its lands in public ownership with over 8,000 acres assessed private forestry. Over 1,350 acres from 1990 to 1997 was converted out of private forestry.

West Marshland encompasses the majority of the Crex Meadows Wildlife area along with a substantial part of Governor Knowles State Forest. The Town is not comprehensively zoned.

-  Maintain visual character of Crex Meadows Wildlife area.
-  Encourage new rural residential to be large parcel to maintain low density and open space character.
-  Encourage participation in countywide comprehensive zoning.

WOOD RIVER

The Town had over 12,600 acres of assessed agricultural lands in 1997 which is a 600 acre decrease from 1990. Wood River has shown a 19 percent increase in residential acreage from 1990 to 1997. Wood River is not comprehensively zoned.

-  Encourage protection of prime agricultural lands possibly through implementing Transfer of Development Rights program.
-  Encourage and maintain farmland/rural open space character.
-  Encourage low density rural residential development when needed.
-  Participate in countywide comprehensive zoning.

OTHER DEVELOPMENT TOOLS

As this plan is modified and improved over the years in response to the County's needs, additional tools may be necessary to adequately respond to the occasion. The following is a partial list of other tools that may be considered.

PRIVATELY INITIATED TOOLS

Bargain Sale: The sale of land to a conservation organization at less than market value.

Conservation Easement: A legal agreement between a landowner and a qualified conservation overseer that protects the natural or historic features of a property.

Land Trust: A private, non profit organization that protects natural and cultural resources

through conservation easements, land acquisition, and education.

Limited Development: The development of one portion of a property to finance the protection of another portion.

Outright Donation: The donation of land to a conservation organization.

Agricultural District: A legal designation that allows qualifying farmers various types of credits if farming is continued on the land.

Conservation Reserve: A program that pays farmers to convert erodible cropland to vegetative cover.

Current Agricultural Use Value: A program that calculates farmland value based on soil type and product markets, rather than on development values, thereby reducing taxes on agricultural land.

Forest Tax: A program that reduces property taxes if the owner maintains approved forest management practices on the land.

Special Designation (Individual): State and federal programs that provide recognition of and limited legal protection for sites of natural or cultural significance.

Wetlands Reserve Program: Federal and state administered program to restore the functions and values of wetlands through payments to farmers to rebuild and preserve existing eligible farmed wetlands.

PUBLICLY INITIATED TOOLS

Acquisition

Intermodal Surface Transportation Efficiency Act: A section in this federal transportation act provides government funding for scenic, environmental, and historic preservation along the nation's transportation corridors.

Land & Water Conservation Fund: A matching fund program to expand and improve public outdoor recreation areas.

Land Banking: The obtaining, holding, and subsequent release of lands by a local government for controlled development or for conservation purposes.

Outright Purchase: The acquisition of lakeshores, river corridors, or other lands by government organizations for the benefit of the public.

Transfer of Development Rights: A government initiative that acquires the development rights to important lands in order to keep it in a specific use.

Zoning Ordinances & Regulations

Zoning: A land use ordinance or resolution passed by a local government to protect the health, welfare, and safety of its residents.

Agricultural Zoning: A method for protecting agricultural land use by stipulating minimum lot sizes or limitations on non farm uses.

Cluster Development: A plan which concentrates on one part of a property in order to protect the remainder of the parcel as open space without changing the overall density of the development.

Large Lot Zoning: A requirement that each new house be constructed on a minimum number of acres, generally at least five or more.

Overlay Zoning: An overlay of additional land use restrictions on top of existing ones to protect specific resources such as reservoirs and historic districts.

Performance Zoning: A requirement that any new development be reviewed based on its projected impact on specific features of the community, such as farming, traffic flow, and stormwater management.

Planned Unit Development: A plan similar to cluster development that allows commercial units along with the dwelling units.

Quarter/Quarter Zoning: A specification that limits non farm development to one house per 40 acres, that is, 1/4 of 1/4 of the original 640 acre tract.

Sliding Scale Zoning: The enactment of a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.

Special Protection and Conservation Regulations

Capital Improvement Programming: The scheduling of budgetary expenditures for infrastructure, thereby guiding and pacing development.

Cooperative Agreement: An agreement between two or more organizations to share in financing, maintaining, or managing a property.

Development (or Phased) Timing: The use of a combination of public spending and permitting techniques to pace and forecast growth.

Environmental Impact Ordinance: An assessment of the potential harmful effects of a pending development upon the environment so that steps to prevent damage can be taken

before the project begins.

Impact Fees and Exactions: Fees or infrastructure improvements requirements from a developer to offset the cost of new development.

Moratoria: Legal actions that temporarily freeze development so that adequate planning and follow-up ordinances can be put into place.

Special Designation (Government): The protection of scenic river corridors and other valuable resources through state or federal recognition and technical assistance.

Subdivision Regulations: Design standards for street widths, setbacks, open space, and other features to ensure livability in new subdivisions.

Transfer of Development Rights: A technique for guiding growth away from sensitive resources and toward areas that can handle it through the transfer of development rights from one area to another.

BURNETT COUNTY LAKE AND RIVER CLASSIFICATION PLAN

INTRODUCTION

Local units of government in Wisconsin are charged with regulating land uses to protect the public health, safety, and general welfare; and they are encouraged to formulate policies and plans toward that end in advance. In carrying out this responsibility a major emphasis is usually placed on resource protection--fostering the wise use of waters, agricultural and forest lands, minerals, and other natural resources. Oftentimes the strength of such resource--based land use programs, particularly when challenged in a court of law, can be traced rather directly to the degree to which the locality has linked its resource policies, plans, and regulations to available natural resource data.

The following sketches one way land use programs may be grounded to the statistical information which exists for Wisconsin's water resources at the local level. The same method of regulating according to prior resource classification can be applied using different data sources in the case of other natural resources such as agricultural, forest, and mineral-bearing lands. Three general ingredients comprise the method: 1) a rationale, 2) a classification scheme, and 3) a regulatory program.

This plan will focus solely on classifying the surface water resource. Similar detailed data for streams and rivers does exist and can be built into local land use programs in basically the same way.

The regulatory program discussed later will pertain directly to the local zoning power on shorelands. A full-blown carrying-capacity approach could utilize the resource classification scheme for local surface water use regulations as well.

Once the classification system has been devised, it can be used for various purposes, zoning and non-zoning (e.g., surface water use regulations) alike. Also, the system can provide a basis for dealing not only with routine and typical development proposals but with such atypical and non-routine matters as PUDs, conditional uses, rezonings, back-lot developments, resort conversions, etc.

THE RATIONALE

There are two major reasons for utilizing this approach. First, lakes constitute important environmental and economic (recreation) resources in Wisconsin. And, second, with a reasonable amount of time and effort, it is possible to devise a local program more sensitive to an individual lake resource than is the minimum statewide standard in Wisconsin.

On the first reason, water resource importance, ten counties of northwest Wisconsin house approximately 4 percent of the state population, but contain almost 25 percent (more than 400 square miles) of the state's inland water acreage. This includes nearly 6,000 lakes which are unevenly distributed according to basic indicators such as size, shape and geography. For instance,

more than two-thirds of the lakes are small, less than 25 acres in size, and about fifty lakes are 600 or more acres. Similarly, the breakdown for lake shape shows that while about half the lakes are fairly regular ("round") and the other half are less regular ("long") more than 350 lakes are highly irregular ("spider"). And, geographically, although one county has only 150 lakes, several have close to 1000 and most northern counties have between 300 and 500 lakes.

Recent trends in permanent and transient population movement, such as the so-called rural residency turnaround (in-migration), and changing recreational travel patterns also affect localities throughout the North differently and unevenly. But, in general, these trends have resulted in substantial pressures for lake-related development and have contributed to the need for more systematic management and growth studies such as this carrying-capacity plan.

A brief look at two simple and fundamental lake characteristics, size and shape, provides an orientation to a problem with Wisconsin's minimum state standard approach for land uses in shorelands. The left diagram shows two lakes of identical shape, but different size, super imposed on each other. Little Round Lake covers 50 water surface acres while Big Round Lake encompasses 200 acres. If we were to measure the shoreline length we would discover that although Big Round has four times the surface water acreage, its shoreline is only twice the length of Little Round. The right hand diagram on the other, shows two lakes of identical size (50 water surface acres, like Little Round) but different shapes--Long Lake and Round Lake. In spite of the fact that they have the same water surface area, Long Lake has 60 percent more shoreline length and is, therefore, potentially subject to much greater development and recreation user pressure, per water surface acre, than is Round Lake.

Table 1 shows how much the water surface area per developed shoreline lot would vary from lake to lake, if we assume that all the lakes could be fully developed at the state minimum standard of 100 feet per lot at the waterline. To the extent that we can agree that more water surface per lot generally translates into an increased capacity to carry or absorb the "shocks" (pollution, aesthetic degradation, etc.) which development imposes on the lake resource, we can conclude that large, regularly-shaped lakes (Big Round) have a greater absorptive capacity than do small, irregularly shaped lakes (Long Lake). And we can see that the use of a state standard (or any across-the-board standard of any dimension) ignores the existence of such variations. What we are not sure of, however, is precisely whether this is done at the expense of the most sensitive lakes (not protective enough), the least sensitive lakes (overly protective), or all lakes regardless of sensitivity (not protective enough or too protective).

Table 1: Full Development Potential at Wisconsin Minimum Lot Width

<u>Lake Name</u>	<u>Number Lots</u>	<u>WSA/lot</u>
Long Lake (50 acres)	85	.59
Round and Little Round (50 acres)	53	.96
Big Round Lake (200 acres)	106	1.92

THE CLASSIFICATION SCHEME

Resource classification schemes range from very simple sortings into several groups based on one or two distinctive characteristics to highly complex divisions derived from interrelating many variables. In the case of lake resources, an extremely simple sort is often suggested in the names of the lakes--Clear Lake vs Mud Lake, Bass or Trout Lakes, Big Spider Lake vs Little Spider Lake, etc. Limnologists, on the other hand, spend much of their time studying all facets of inland waters and classifying them into numerous categories based on lake genesis, geography, and trophic status. What type of classification scheme gets used in a particular situation generally depends on judgments in four fundamental areas:

1. **The Nature of the Resource.** Lakes are complex and dynamic systems with highly individual characteristics. They are also systems that interrelate intensively with other ecosystems such as land, air, wildlife, and fisheries. In truth, man's understanding of lakes and their interrelationships falls far short of the ideal, and even within the limits of presently available knowledge, requires such time-consuming and expensive investigation that is possible to establish relatively clear-cut, quantifiable cause and effect linkages only for a selected few demonstration projects. Contrariwise, man's studied observations concerning general lake processes are developed and accurate enough to permit, and even encourage, practical "middle--ground" approaches to management.
2. **Data Availability.** Much information exists and can be utilized in classification schemes ranging from the simple to the complex. In Wisconsin, for instance, at least three valuable sources are readily employable for local projects. One source is the Surface Water Resources report, prepared by the Department of Natural Resources, which exists for each county. It contains statistical tables with more than 20 different types of information on each lake in the jurisdiction. Another source is the even more detailed data which DNR keeps stored on computer tapes. This again exists by individual lake within each jurisdiction. And, another important source is the firsthand experience and perceptions which local lake users can bring to bear through their participation in a classification project.
3. **Intended Use.** Consideration of use helps assure relevancy and efficiency. It does not make good sense to classify lake resources into eight groupings if only three divisions are to be used in the local land use program. Likewise, it does not really pay to devote a lot of effort to interrelating 24 different types of information if an interplay of three or four variables will accomplish almost the same result. And it is senseless to use an overly simple classification scheme, like lake names, if not all lake resources are named or if the names are misleading and inaccurately based on subjective and non-verifiable criteria. For instance, many lakes are not named at all and, of the named lakes, only a handful of the names are descriptive. And, among the descriptive names are lakes such as Bass, Bluegill and Round (shape) may be verifiable, but Red (color) and Snake (shape) may not be. The participants from the jurisdiction, therefore, may play a judgmental role in identifying what is of primary concern to them, what is ultimately desired, and in reviewing alternative classification schemes for solving these problems and meeting their objectives.

Round Lake

4. **User Friendly Schemes.** The classification scheme is one which can be understood and accepted by those within the locality who must live by it as well as by those who must apply it. This is particularly important for land use programs. If people cannot follow the basic thrust of what is being done and why, they will probably challenge and reject it out of hand.

In this classification methodology, the focus is placed on rating lakes according to one basic index, vulnerability. The vulnerability determination amounts to scoring lakes on the basis of their physical parameters such as size, shape, depth, and flush potential. In those cases where additional and reliable qualitative data are available, a quality index may be incorporated as well. The quality determination is derived from scoring lakes according to characteristics of interest to the locality (fish and vegetative types and water quality parameters).

DATA INTERPRETATION

The discussion suggests that what is sought is a scheme which allows a locality to separate its highly vulnerable lake resources from those of lesser vulnerability. The locality can then provide maximum land use protection to lakes which could be expected to benefit most from this type of management (the regulatory incentive is high). Lakes which stand to benefit little from land use measures, on the other hand, would receive only minimum protection (the regulatory incentive is low). And lakes which fall in-between can be managed in accordance with a mid-level or moderate regulatory program. An alternative for these in-between lakes could be to scrutinize them further until a clearer decision concerning their sensitivity can be determined. This might mean looking at a new set of data variables (public land ownership and access, existing development, type and distribution of soils) which, for one reason or another (not readily available, too complex, etc.), had been omitted in the initial classification scheme.

In this example, local participants decided to proceed with a three-tier--maximum-moderate-minimum-classification system. This procedure allows a locality to reserve new data variables for lakes for which a re-classification is requested or for use when the regulatory agency is petitioned for a variance or special exception.

LAKE CLASSIFICATION SYSTEM MODEL

This model classification scheme utilizes a combination of natural resource factors that determine lake vulnerability or sensitivity.

Lake Surface Area - Lake surface area is an important determinant of the ability of a lake to support shoreline development and avoid lake user conflicts. As a general rule, smaller lakes (under 50 acres in size) are more susceptible to environmental degradation and visual impacts resulting from shoreland development and intensive recreational use.

The following scoring factors are used to rank lakes based on their surface area. The lower scores

indicate greater lake vulnerability.

Lake Surface Area	Scoring
Less than 50 acres	1
50 to 249 acres	2
250 or more acres	3

Maximum Depth - Lake maximum depth is used as a second indicator of vulnerability. Shallower lakes, which do not stratify, have greater circulation of dissolved nutrients that enter the lakes. These lakes tend to have a larger variety of aquatic plant communities that are valuable for a wide range of wildlife and fish. Beds of aquatic plant materials can easily be disturbed by intensive water recreation use and shoreline activities, such as cutting and chemical treatment of aquatic vegetation to create swimming and docking areas.

Shallow lakes are particularly susceptible to nutrient loading and turbidity problems, both of which can be increased by intensive shoreline development and recreational use. In general, shallower lakes are more appropriate for wildlife habitat protection and passive recreation than for motor boating, water skiing, and other more intensive lake uses associated with shoreline development.

The following scoring factors are used to rank lakes based on the maximum depth. The lower scores indicate greater lake vulnerability.

Maximum Lake Depth	Scoring
Less than 20 feet	1
20 to 39 feet	2
40 or more feet	3

Lake Type - In Wisconsin, many of the smaller lakes are seepage lakes formed by groundwater seeping into depressions in the glacial outwash plain. Most of these lakes are "landlocked" and have no external drainage. These lakes are the most vulnerable to premature eutrophication and contamination caused by development in the shoreland zone.

Drainage lakes flow into the surface water system of rivers and streams. These lakes, along with man-made impoundments, possess varying degrees of ability to naturally circulate and flush nutrients and other forms of contaminants, but generally these lakes are less vulnerable to environmental damage than the seepage lakes. A third category of lakes is spring lakes that are fed primarily by natural springs. These lakes have intermediate vulnerability.

The following scoring is used to rank lake vulnerability with respect to lake type. The lower scores indicate greater lake vulnerability.

Lake Type	Scoring
Seepage Lake (S)	1
Spring Lake (SP)	1
Drainage Lake (D)	3

Watershed Area - The natural ability of lakes to flush and circulate water is also a function of watershed size, lake volume, and average rainfall. Lakes with larger watersheds tend to have a higher volume of water circulating through them and may have higher flushing rates.

Lakes with smaller watersheds tend to have a lower nutrient input; however, nutrients accumulate because of longer retention times. Generally lakes with smaller watersheds and long retention times are more vulnerable to nutrient loading from activities that occur in the shoreland zone, which is a larger percentage of the total watershed area.

The following scoring is used to rank lake vulnerability with respect to watershed size. The lower scores indicate greater lake vulnerability.

Watershed Size	Scoring
Under 1 square mile	1
1 to 9 square miles	2
10 or more square miles	3

Shoreline Development Factor (SDF) - Shoreline development factor (SDF) is a convenient method of expressing the degree of irregularity of the shoreline of a lake compared to the surface area. The SDF ratio is the length of shoreline versus the circumference of a circle having the same surface area as the lake. A perfectly round lake would have a surface area of 1.00. The SDF can never be less than 1.00.

Lakes with a higher SDF have more shoreline in relation to the surface area and thus are more vulnerable to development pressures per linear foot of shoreline that is developed. These lakes can more easily become overdeveloped and are more susceptible to various types of contamination and runoff resulting from shoreline development.

The following scoring is used to rank lake vulnerability with respect to the shoreline development factor (SDF). The lower scores indicate greater lake vulnerability.

Shoreland Development Factor (SDF)	Scoring
2.00 or more	1
1.50 to 1.99	2
1.00 to 1.49	3

Development Density - The existing level of residential density around a lake or on a river is an indicator of a water body's development status.

In previous studies such as the Minnesota Classification Scheme and observations of existing conditions on local northern Wisconsin lakes, a development density near 200 feet per structure indicates a high density ratio. This high development density in most cases indicates that the majority of the shoreline is developed and that the potential for additional new single-family dwellings is low. A lake with a high development density normally will score high and fall into the category of lakes requiring less development protection measures.

Density (feet per structure)	Scoring
300 and less	3
301 - 600	2
601 and greater	1
no structures within 300' of shoreline	0

LAKE CLASSIFICATION SCORING CRITERIA SUMMARY

Lake Surface Area	Scoring
Less than 50 acres	1
50 to 249 acres	2
250 acres or more	3

Maximum Lake Depth	Scoring
Less than 20 feet	1
20 to 39 feet	2
40 or more feet	3

Lake Type	Scoring
Seepage Lake (SE)	1
Spring Lake (SP)	1
Drainage Lake (DG)	3

Watershed Size	Scoring
Under 1 square mile	1
1 to 9 square miles	2
10 or more square miles	3

Shoreline Development Factor (SDF)	Scoring
2.00 or more	1
1.50 to 1.99	2
1.00 to 1.49	3

Density (feet per structure)	Scoring
300 and less	3
301 - 600	2
601 and greater	1
no structures within 300' of shoreline	0

Overall Vulnerability Ranking	Lake Classification	Protection Level
Total score 14 or over	Class 1	Minimum
Total score 10 to 13	Class 2	Moderate
Total score 9 or less	Class 3	Maximum

lakes

lake

THE REGULATORY PROGRAM

After a locality has worked out its classification scheme, its next step is to attach to it a regulatory program. There are two basic mechanisms that can be used. The locality can vary the density of development around the lake and/or the distance of development from the lake. As illustrated earlier, the former, varying the distance around the lake, has the effect of assigning greater or lesser amounts of water surface area (or water volume) per lot per lake, depending primarily on a judgement of absorptive carrying capacity of the water. The latter, varying distance from the lake, was not illustrated earlier, but it has the effect of allowing closer or farther development, depending on a judgment which relies primarily on a sense of absorptive carrying capacity of shoreland adjacent to the lake. In actual fact, the use of either mechanism, or both in combination affects the carrying capacity of a lake's total micro-environment, the water, and the land.

The following contrasts the use of these mechanisms in Wisconsin and Minnesota at the state levels. Wisconsin opted to establish a minimum lot width and structural setback that, as was explained earlier, is insensitive to any particulars of a lake's micro-environment. Thus, a high quality-highly vulnerable lake receives a base-level of protection identical to that of a low quality-lowly vulnerable lake. The state of Minnesota, on the other hand, varies both the lot width and structural setback (and, therefore, by extension the density around, and distance from, the lake) depending on whether the lake belongs to a class of lakes judged to have a greater or lesser carrying capacity.

Contrast of How Two Extreme Classes of Lakes Would be Regulated in Minnesota and Wisconsin

	<u>Lot Width</u>	<u>Structural Setback</u>
<u>Burnett County Minimum Standard</u>		
RR-3 High Vulnerability	300 feet	75 feet
RR-2 Medium Vulnerability	200 feet	75 feet
RR-1 Low Vulnerability	100 feet	75 feet
<u>Minnesota State Standards+</u>		
High Quality/High Vulnerability	200 feet	200 feet
Low Quality/Low Vulnerability	100 feet	75 feet

This is an overgeneralized presentation of the Minnesota system which relies on four classes of lakes and three sets of regulatory level, the density around, and distance from the lake depending on whether the lake belongs to a class of lakes judged to have a greater or lesser carrying capacity.

From the point of view of grounding a land use program to the carrying capacity of adjacent resources like lakes, any across-the-board minimum standard, is equally insensitive. The latter, of course, does provide a higher level of protection than the former. But it is still not known how much more protection, or around which lakes, there might be regulatory overkill or underkill.

In reality, since lakes are such complex and dynamic systems, no amount of classification-regulatory effort will result in a land use program where one can say with any degree of accuracy how much additional protection one more foot of lot width or setback, or one hundred more feet for that matter, will provide a given lake resource. Users of the method described in this paper should

accept that limitation as fundamental. However, a tier of generalized regulatory levels can be established which will assure that a higher degree of protection will be assigned to more sensitive lakes, while a lower degree will go to less sensitive environments. What the levels might actually be may vary from jurisdiction to jurisdiction since, to be most effective, they will be based on judgments combining the following ingredients: 1) the locality's wishes; 2) the experience of others (states and localities) with various protective levels; 3) research guidelines for the parameters receiving emphasis in the program; and 4) professional, "political," and public input and common-sense.

SUMMARY

- ** Lakes are important resources in Wisconsin and it is important to understand the interrelationships between these resources and land uses that occur along their shores and within their watersheds.
- ** The relationships are now not well accounted for, or reflected in, most of the minimum standard shoreline regulatory programs in use in Wisconsin.
- ** The data and methodology to establish a better linkage between water resources and adjacent land uses does exist and is available.
- * Local units of government have the power to utilize this data and to establish a planning and regulatory approach that provides a more resource-sensitive shoreland program beyond the minimum standard.

LAKE DEVELOPMENT POLICY

The following policy statements should be adopted as the guidelines for implementing Burnett County Inland Lakes Classification System and accompanying recommended ordinance changes:

1. It is the intent of the Burnett County Board of Supervisors to preserve the natural and scenic qualities of the lakes and shorelines in the County.
2. The County Board of Supervisors recognizes that different lakes within the County have varying natural conditions that affect their environmental sensitivity or vulnerability to shoreland development. In recognition of this fact, the Lakes Classification System needs to take into account the relative vulnerability of each waterbody based on lake surface area, lake depth, lake type, length of shoreline, size of watershed, availability of wastewater treatment facilities, and existing degree of development.
3. The County Board of Supervisors desires to balance the needs for environmental protection and responsible stewardship with reasonable use of private property and economic development.
4. Lakes that are environmentally sensitive and in pristine or near-pristine undeveloped condition should receive the highest level of protection.

5. Future development and land divisions on lakes that are developed or partially developed should be carefully managed 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.

BURNETT COUNTY LAKES - SIZE - CLASSES

ACREAGE	NATURAL LAKES		IMPOUNDMENTS		TOTAL	
	NUMBER	TOTAL ACREAGE	NUMBER	TOTAL ACREAGE	NUMBER	TOTAL ACREAGE
9.9 - less	181	851	2	4	183	854
10 - 49.9	131	3,022	2	24	133	3,046
50 - 99.9	42	2,930	1	61	43	2,991
100 - 499	55	11,736	2	598	57	12,334
500 - 1000	8	5,730	1	517	9	6,246
+1000	4	6,047	0		4	6,047
Total	421	30,316	8	1,204	429	31,518

PROPOSED SHORELAND REGULATIONS

Page 47

Add:

4.4 SHORELAND REGULATIONS

Those provisions of the text of this ordinance and the zoning maps and district boundaries that pertain to shorelands as defined in Wisconsin Statutes Section ~~59.971~~ **59.692 and 59.694** shall be effective immediately upon adoption of this ordinance and shall not be subject to the approval or disapproval of any town board.

(1) Setbacks

For setbacks from the ordinary high water mark of navigable waters, the following setback regulations shall apply:

- (a) **LOTS THAT ABUT ON NAVIGABLE WATERS:** All buildings and structures, except stairways, walkways, piers, and boat hoists, ***satellite dishes under 24" in diameter***, ~~boathouses, patios and open fences which may require a lesser setback,~~ shall be set back at least 75 feet from the ordinary high water mark of navigable waters ***or as designated in the lake classification development standards.***

- ~~(b) **REDUCED PRINCIPAL BUILDING SETBACK:** A setback equal to the average setback of existing principal building within 100 feet, either side of a proposed building site (to include additions), may be permitted where such existing dwellings do not conform with the appropriate setback lines. In determining the average setback, vacant properties shall be considered as a 75 foot setback, and dwellings closer than 40 feet to the ordinary high water mark shall be considered to have a 40 foot setback. The minimum setback in all cases will be 40 feet.~~
- (b) ***SETBACK AVERAGING:*** *Setback averaging may be allowed when existing principal buildings within 100 feet either side of a proposed building site (to include additions) do not conform to required setbacks. In no such case will a setback less than 75' from the ordinary high water mark be allowed.*
- (c) ***DECKS, BUILDINGS AND STRUCTURES PROHIBITED:*** Decks, observation platforms, satellite dishes ***over 24" in diameter, retaining walls*** and buildings ~~other than boathouses~~ are expressly prohibited in the shoreline setback ~~(75 foot)~~ area. ***Retaining walls may be allowed only after review and approval by the County Zoning Administrator and the County Conservationist.***
- (d) ***STAIRWAYS, AND WALKWAYS AND PIERS:*** Stairways ***and*** elevated walkways ~~and that portion of piers landward of the ordinary high water mark~~ are ***a permitted use*** exempt from the shoreline setback requirements provided:
- (1) The structure is necessary to access the shoreline because of steep slopes or wet, unstable soils.
 - (2) The structure shall be located so as to minimize earth disturbing activities and shoreline vegetation removal during construction and to be visually inconspicuous as viewed from the adjacent waterway and public thoroughfares.
 - (3) The structure shall be no more than four (4) feet wide.
 - (4) Structures shall be inconspicuously colored.
 - (5) Railings are permitted only where required by safety concerns.
 - (6) Canopies and roofs on such structures are prohibited.
 - (7) Stairways shall be supported on piles or footings. ***Other construction methods such as steps excavated into the slope may be permitted and will require plan and site review*** rather than being excavated from erodible soils, steep slopes or a bluff face.
 - (8) One landing for stairways or docks are permitted only where required by

safety concerns and shall not exceed 40 square feet in area.

- (9) *All structures, stairways and landings will be reviewed and approved by the county zoning administrator and reviewed by the county land conservationist and will meet approved best management practices.*

~~(e) PATIOS: Patios are exempt from the shoreline setback requirements provided:~~

- ~~(1) The patio structure shall be located so as to avoid recontouring the shoreland and shall not be located within 40 feet of the ordinary high water mark of a navigable body of water. The patio structure shall not be visible from the adjacent waterway and public thoroughfares.~~
- ~~(2) The structure shall be inconspicuously colored, and no permanent benches or tables attached to the patio.~~
- ~~(3) Railings are permitted only where required by safety concerns.~~
- ~~(4) The patio shall not exceed a height of 6 inches above the original grade and may not exceed a maximum area of 144 square feet; retaining walls shall not be used to modify original grade.~~
- ~~(5) Canopies and roofs on such structures are prohibited.~~

- (e) *FENCES All fences shall meet the shoreland setbacks as required in the Lake Class Development Standards. 4.4(7)c.*

- (1) *Open fences may be allowed to within 40 feet of the O.H.W.M. and may not exceed 6 feet in height.*
- (2) *Agricultural/livestock fences shall be exempt from the 40' setback.*
- (3) *An open fence is considered to be a chainlink, wood rail or ~~barbed~~ wire and will not obstruct the adjoining property owners view of the water.*
- (4) *No permit will be required, but must comply with the above criteria.*

- (f) *WETLAND SETBACKS All buildings and structures, except stairways, walkways, piers, boat hoists, satellite dishes under 24" in diameter, and open fences shall be setback 40 feet from any wetland boundary.*

(2) **Removal of Shoreline Cover**

There shall be a shoreline vegetation protection area on each parcel which shall extend from the ordinary high water mark to a line 25 feet less than the required setback for structures but, in no case, less than 35 feet landward from the ordinary high water mark. Within this area, vegetation removal (including trees, shrubs and ground cover) and land disturbing activities are prohibited with the following exceptions:

- (a) *One viewing/access corridor more or less perpendicular to the shore and no more than 30 feet wide may be established. Limited tree removal, pruning and mowing will be permitted. Clearcutting, filling, grading and other land disturbing activities are not permitted in this area. On contiguous frontage, there shall be a 30 foot separation of uncut area between adjoining view corridors.*
- (b) *Limited pruning and mowing will be allowed in the area greater than 35 feet from the ordinary high water mark.*
- (c) *Pedestrian access, walkways, pathways, and stairways must be located in the access/viewing corridor and also subject to section 4.4(1)d, unless such location is not feasible due to steep slopes, wet soils, or similar limiting conditions.*
- (d) *Pier, wharf and lift placement must also be confined to waters immediately adjacent to viewing/access corridor unless such location is not feasible due to steep slopes, wet soils, or similar limiting conditions.*
- (e) *Normal maintenance of existing vegetative buffer strips.*

~~Cutting of trees within a strip paralleling the shoreline and extending 35 feet inland from all points along the ordinary high water mark of the shoreline shall be limited in accordance with the following provisions:~~

- ~~1. No more than 30 per cent of the length of this strip (as measured along the ordinary high water mark) shall be clear cut to the depth of the strip.~~
- ~~2. Provided, further that a cutting of this 30 per cent shall not create a clear cut opening in this strip greater than thirty (30) feet wide (measured along the ordinary high water mark).~~
- ~~3. In the remaining 70 per cent length of this strip (distance measured along the ordinary high water mark) cutting shall leave sufficient cover to screen cars, dwellings, accessory structures, as seen from the water; to preserve natural beauty and to control erosion.~~
- ~~4. Natural shrubbery shall be preserved to retard runoff, prevent erosion and~~

~~preserve natural beauty.~~

(3) Forest Management Programs

From the inland edge of the thirty-five (35) foot strip to the outer limits of the shoreland, the harvesting and management of trees shall be allowed when accomplished under forestry best management practices. The maintenance and improvement of water quality shall be emphasized in all their timber harvesting operations. The purpose of this order will favor long-lived species adapted to the site and will prescribe slash disposal methods necessary for aesthetic value.

(4) Filling, Grading, Lagooning, Ditching, Excavating and Dredging

Filling, grading, lagooning, ditching, excavating and dredging may be permitted in accord with state and federal law where protection against erosion, sedimentation, and impairment of fish and aquatic life has been assured. A land use permit shall be required for any filling or grading:

- (a) On the bed of a navigable body of water. In addition a permit shall be obtained from the Department of Natural Resources under the provisions of Section 30.11 and 30.12, Wisconsin Statutes.
- (b) Of any area which is 300 feet, horizontal distance of the ordinary high water mark of navigable water where there is:
 - 1. Filling or more than 500 square feet of any wetland which is not in a SW-1 or W-1 District.
 - a. Filling, grading, lagooning, excavating or ditching in a SW-1 District may be permitted only as provided under Section 3.3(13)(a)(2) and (3).
 - 2. Any filling or grading on slopes of 20% or more.
 - 3. Filling or grading or more than 1,000 square feet on slopes of 12-20%. Sanitary systems are exempt.
 - 4. Filling or grading of more than 2,000 square feet on slopes of 12% or less.

In addition, a permit shall be obtained from the Department of Natural Resources where more than 10,000 square feet of the bank of a navigable body of water is exposed by grading or otherwise removing top soil as provided in Section 30.19, Wisconsin Statutes. A land use permit is not required for soil conservation practices such as terraces, diversions and grassed waterways which are used for sediment retardation.

- (c) Lagooning, ditching, excavating or dredging: A land use permit shall be required before constructing, dredging or commencing work on any artificial waterway, canal, ditch, lagoon, pond, lake or similar waterway which is within 300 feet of the ordinary high water mark on a navigable body of water or where the purpose is ultimate connections with a navigable body of water. A land use permit is not required for soil conservation practices as terraces, diversions and grassed waterways which are used for sediment retardation. In addition, a permit shall be obtained from the Department of Natural Resources or any other state agency having jurisdiction under the provisions of Section 30.19, Wisconsin Statutes.
- (d) Provisions for acquiring land use permits for such activities stated in Section 4.4(4):
 - 1. Applications for land use permits shall describe the dimensions of the area involved, the existing and proposed slopes and contours, the depth of land cutting and/or filling, the measures to be taken to prevent any erosion of soil or similar material from the project site or into waters, during construction and beyond, the date of commencement of work and the expected date of completion.
 - 2. Land use permits shall be issued by the Zoning Administrator who shall consult with and seek advice from the Land Conservation Department and from those state and federal agencies which are assisting said department under a memorandum of understanding. Decisions of the Zoning Administrator shall be in accord with the following standards:
 - a. Any permits or approvals required by the Wisconsin Department of Natural Resources, the Public Service Commission or other agencies for such activities shall be obtained before being granted a county permit.
 - b. Any such activity which is proposed to be performed in contemplation of a subdivision or other development or land use change which requires zoning, subdivision or sanitary code approvals shall obtain such approvals before being granted a county permit for the filling, grading, lagooning, dredging or relocation of waterway.
 - c. Any such activity which involves a wetland that is not within the SW-1 or W-1 District shall be granted a permit only upon a finding that the proposed activity will not result in a significant impairment of the natural functions performed by the wetlands.
 - d. The Zoning Administrator shall take into consideration the environmental impact as pertains to the following: natural setting, scenic view aesthetic value, effect on wildlife and aquatic habitat,

natural vegetation, etc.

3. Conditions attached to approved county grading permits: The Zoning Administrator shall attach conditions to each approved permit to assure compliance of the activity with the standards of paragraphs a. through d. above. These conditions may include the following, without limitation because of enumeration:
 - a. Time limits on the exposure of bare grounds.
 - b. Required use of temporary or permanent ground cover.
 - c. Required use of diversions, silting basins, terraces and other measures to trap sediments.
 - d. Required stabilization of fills and of sides of channels and other natural, artificial or relocated waterways and use of bulkheads or riprapping on any slopes in excess of two (2) units horizontal distance to one (1) unit vertical.
 - e. Required design characteristics to prevent undue restriction of floodways or diminution of the storage capacity of floodplains.

~~(5) Boathouses~~

- ~~———— (a) Boathouses shall be designed, constructed, and used solely for the storage of boats and related equipment and shall not be used for human habitation or occupancy. Boathouses shall not be equipped with plumbing, fireplaces, patio doors, furniture or any features inconsistent with use of the structure exclusively as a boathouse. Railings shall not be placed on top of the boathouse nor shall the roof be occupied in any manner.~~
- ~~———— (b) Only one boathouse is permitted on a lot as an accessory structure.~~
- ~~———— (c) Boathouses shall not be constructed where the existing slope is more than 20% unless a variance is secured from the Board of Adjustment.~~
- ~~———— (d) Boathouses shall be setback a minimum of 20 feet from the ordinary high water mark and shall be constructed in conformity with local floodplain zoning standards. Rails or tracks from the boathouse to the lake are allowed as long as they are not permanent and removed seasonally.~~
- ~~———— (e) Boathouses shall have a pitched roof with a maximum height from the boathouse floor to the roof peak of 12 feet and a maximum of 264 square feet in floor area.~~

- ~~(f) The maintenance and repair of existing nonconforming boathouses which extend beyond the ordinary high water mark shall comply with the requirements of Section 30.121, Wisconsin Statutes.~~

(5) **PIERS AND BOAT SHELTERS:**

- (a) *Piers may only be placed by the riparian property owner in the riparian zone. No permits will be required for piers meeting the following criteria and state guidelines:*
- (b) *Piers may be placed to the line of navigation which generally means the three foot depth contour, an established pierhead line or depth required by boat to be berthed. A pier may not unreasonably obstruct navigable waters.*
- (c) *Piers shall be a maximum width of 6 feet, shall not enclose any portion of water and shall not have decks, platforms, or other construction not essential for berthing of boats.*
- (d) *The number of berths or moorings shall be limited to two for the first 50 feet of shoreline and one for each additional 50 feet.*
- (e) *Only one pier shall be permitted for each minimum lakeshore frontage as required by the Lake Classification.*
- (f) *Piers shall meet all state guidelines.*

"Pier" means any structure extending into navigable waters from the shore with water on both sides, built or maintained for the purpose of providing a ~~berthing or mooring place~~ for watercraft or for loading or unloading cargo or passengers onto or from watercraft and may include a temporary boat hoist ~~without roof or walls. Such a structure may include~~ and a boat shelter which is removed seasonally. [s.30.01, Stats.] Mooring (noun) means a mooring anchor and mooring buoy together with attached chains, cables, ropes and pennants and related equipment and is considered to be a storage space for a single watercraft

- (g) *Permanent boat shelters are not allowed.*

(6) **Lake Class Development Standards for Waterfront Property on Navigable Waters:**

- (a) After adoption of this section, or an amendment thereto, no lot area shall be so reduced that the dimensional and yard requirements required by this ordinance cannot be met. Parcels of land existing and of record shall meet the minimum

requirements of Section 3.4 and lots existing and of records, i.e., documented by recording of a metes and bounds description; or a Certified Survey Map; or a recorded platted subdivision, but of substandard size to the Lake Class Development Standards are hereby not nonconforming to the parcel size. The construction of new dwellings or replacement dwellings; additions to existing structures and the construction of accessory buildings when a principal structure exists on the premises may be allowed by permit provided all other requirements, regulations and setbacks can be met.

- (b) The following classification lists identify lakes named in "Surface Water Resources of Burnett County", published by Wisconsin Department of Natural Resources and appearing by name on the 1:24000 scale topographic maps published by the U.S. Geological Survey, commonly referred to as the U.S.G.S. Quadrangle Maps.

All unnamed lakes listed in the "Surface Water Resources of Burnett County", Wisconsin Department of Natural Resources and all named lakes 50 acres in size or less are considered Class 3 protection lakes.

In addition, any lake inadvertently omitted from the "Surface Water Resources of Burnett County" over 50 acres in size will be classified according to available information and non-listed lakes 50 acres or less in size will be considered Class 3 protection lakes.

It should be noted that Burnett County's shoreline regulation jurisdiction extends only to those portions of shoreline outside the boundaries of any incorporated municipality.

Development standards for rivers and streams refer to all rivers and streams in the Burnett County deemed by the Wisconsin Department of Natural Resources to be navigable.

There are un-named lakes that have "local" names and for the purpose of this classification are considered Class 3 lakes.

The RR-2 (Residential-Recreation District), RR-3 (Residential-Recreation District), A (Exclusive Agricultural District), A-1 (Agricultural-Transition District), A-2 (Agricultural-Residential District) and F-1 (Forestry District) zone districts supersede the lake classification development standards.

(c) Dimensional Requirements

DIMENSIONAL REQUIREMENTS
BURNETT COUNTY
SHORELANDS CLASS DEVELOPMENT STANDARDS
TO APPLY TO LAKE AND RIVER PROPERTIES

Lakes Classification	Lot Size	For Each Single Family Dwelling Unit Lot Width	Shoreline Setback	Lot Depth	(see section 4.4(2)) Vegetation Removal	Side Yard Setback for all Structures **
Class 1	30,000 s.f.	150 ft. *300 ft.	75 ft.	200 ft.	Restricted within 50' of shore	10' min. 40' min. total
Class 2	40,000 s.f.	200 ft. *400 ft.	75 ft.	200 ft.	Restricted within 50' of shore	20' min. 50' min. total
Class 3	75,000 s.f.	300 ft. *600 ft.	100 ft.	250 ft.	Restricted within 75' of shore	30' min. 60' min. total
Rivers & Streams	75,000 s.f.	300 ft.	100 ft.	250 ft.	Restricted within 75' of shore	30' min. 60' min. total

*NOTE: Two-Family Dwelling/Unit

**NOTE: Existing lots with less than 150' lot width will allow 10' side yard setbacks.

(d) List of Lakes

Burnett County Lakes Classification

Class 1	Class 2	Class 2	Class 3	Class 3	Class 3
Austin	Banach	Johnson (23-40-16)	Baker (2-39-15)	Gabelson	Mud (34-41-15)
Big McKenzie	Bashaw	Lily (6-39-15)	Baker (18-39-14)	Glendenning	Mud (26-40-16)
Big Sand	Bass (23-39-16)	Lily (34-41-14)	Barren Springs #1	Goose	North
Burlingame	Bass (13-40-17)	Little Bear	Barren Springs #2	Greenwood	North Twin
Devil's	Bass (17-37-18)	Little McGraw	Bartash	Hayden	Our
Dunham	Benoit	Long (33-41-14)	Bass (24-39-14)	Horseshoe	Peacock
Lipsett	Berg	Long (16-38-16)	Bass (13-41-16)	Hunters	Perch
Little Wood	Big Bear	Loon (31-41-15)	Bass (25-38-15)	Indian	Peterson
Little Yellow	Big Doctor	Loon/Cadotte	Bass (9-38-15)	Johnson (24-41-15)	Pickle
Lower Clam	Birch Island	Love	Bass (23-40-15)	Kent	Pike
Middle McKenzie	Bluff	Mallard	Bass (3-41-14)	Kreiner	Pine (25-40-15)
Mud Hen	Boner	McGraw	Bass Lake Springs	Lake 32	Places
Rice (15-39-14)*	Briggs	Memory	Behr	Larson	Point
Round (27-37-18)	Buck (26-39-15)	(Grantsburg)	Big	Lind	Pratt
Sand (25-40-15)	Buffalo	Minerva	Black	Lindy	Prinel
Spirit	Cadotte/Loon	Miniture	Blomberg	Little Bass	Put
Trade (Big & Little)	(1-40-15)	Minnow	Bogey	(22-40-16)	Rahn
Twenty-Six	Clam River	Myrick	Bradley	Little Bass	Richart
Viola	Flowage	Mystery	Buck (14-37-14)	(36-38-15)	Rohr
Warner	Clear	Nicaboyne	Chase	Little Deer	Round (3-39-15)
Webb	Corwick	North Lang	Clam River Springs	Little Dunhan	Saginaw
Wood	Cranberry (8-38-15)	North Rice	Clubhouse	Little Mallard	Smith
Yellow	Cranberry	Oak	Connors	Little Round	South Twin
	(36-41-16)	Owl	Cranberry (4-40-14)	Lond Star	Spook
	Crooked (8-38-16)	Pine (22-37-18)	Crescent	Long (33-41-16)	Spring Creek
	Culbertson	Pokegama	Crooked (12-40-16)	Lost (2-39-14)	Springs
	Danbury Flowage	Poquette	Crystal	Lost (27-39-15)	Stone
	Deep	Rice (36-37-18)	Culbertson Springs	Lost Lakes	Stullen
	Deer	Robie	Doctor	Lower Loon	Swamp (11-39-15)
	Des Moines	Rooney	Dogtown Springs	Lower Twin	Swamp (30-38-16)
	Dubois	Round (33-41-16)	Durand	Lucerne	Tamarack
	Eagle (34-41-15)	Sand (22-38-16)	Eagle (27-40-14)	McElroy	Tanda
	Falk	Shoal	Echo	Meeker Run	Temple
	Fish (8-40-14)	Silver (36-38-18)	Elbow	Middle Loon	Tomoe
	Fremstadt	Silver (22-38-16)	Fawn	Miller	Tucker
	Gaslyn	Spencer	Fenton	Mingo	Twenty-Six Lake
	Godfrey	Staples	Ferry	Mollete	Spring
	Green	Tabor	Fish (6-38-16)	Money	Upper Loon
	Gull	Taylor			Wilson
	Ham	Thatcher	All unnamed lakes		
	Hanscom	Upper Clam	All rivers and		
	Holmes	Upper Twin	streams		
	Island				

*Section-Town-Range)

(7) **Lake Access:** All private lake accesses; lake access easements; or outlots; deeded or

contractual accesses for the purpose of lake access shall meet the following requirements:

- (a) The access to a navigable waterway for backlot or off-lake development shall meet the minimum lot and parcel size requirements of the Lake Class Development Standards. The lot width shall be measured at right angles at all points along its side lot lines and the minimum required lot area shall exclude any wetlands. A contiguous buffer area of 25 feet along each side lot line running the full depth of the lot shall remain in its natural state. The cutting of vegetation or trees or the construction/placement of buildings within the buffer zone is prohibited.
- (b) The number of single-family lots, building sites, single-family units or single-family condominium units utilizing said access shall be limited to four (4).
- (c) Only one (1) accessory building will be allowed on the lake access parcel meeting the requirements of Section 4.42 (5); except that actual boat storage and/or the connection of any pressurized water system is prohibited.
- (d) The creation or use of land for a lake access shall be by conditional use only. The Zoning Committee shall consider the size, shape, depth, present and potential use of the lake, and the effect of the private access on public rights in navigable waters.

(8) Resorts and Condominiums:

- (a) The construction of additional rental cabins/dwellings within an existing resort or the construction of additional dwelling units within a recorded condominium shall meet the minimum lot *width* and parcel size requirements of the Lake Class Development Standards.

To determine the number of total cabins/dwelling units allowed, take the total lot or parcel size and divide by the lake class size requirement. No principal structure shall be located less than 20 feet from an existing principal structure and shall meet all water line, road, lot line, and septic setbacks.

4.9 SHORELINE SETBACK NONCONFORMITIES

- (1) *A nonconforming structure of which any part is located within 40 feet of the ordinary high water mark may be maintained but it may not be expanded.*
- (2) *A nonconforming principal structure located between 40 and 75' from the ordinary high water mark which includes at least 500 square feet (footprint) of enclosed area may be expanded providing:*
 - (a) *The total area of the existing structure and the proposed addition does not exceed 1,500 square feet of enclosed living area including any walkout basement:*

- (b) *All expansion is no closer to the water than the landward facade of the existing principal structure (placement of standard or walkout basements under existing structures is prohibited); except for a one time maximum 144 square foot expansion (including open patios and decks) which is no closer to the ordinary high water mark than the closest setback of the structure provided further that such addition does not extend toward the ordinary high water mark beyond the shoreline facade. than existing structure;*
 - (c) *Existing nonconforming accessory structures are removed from the property; and*
 - (d) *The property owner implements a plan approved by the County Land Conservationist which restores the shoreline cover buffer zone as per Section 4.4(2).*
- (3) *Expansion of nonconforming principal structures between 75' and the required set back from the O.H.W.M. is allowed provided expansion is at least 75' from the O.H.W.M.*

PROPOSED CHANGE TO DIMENSIONAL REQUIREMENTS FOR THE RR-1 ZONE

3.3 ZONING DISTRICTS

(1) R-1: RESIDENTIAL DISTRICT

This district provides for one-family year around residential development protected from traffic hazards and the intrusion of incompatible land uses. It is intended to encourage such development around existing residential areas where soil conditions are suitable for such development and in those areas which can be economically and readily served by utilities and municipal facilities.

(a) Permitted Uses:

- (1) One-family dwellings.
- (2) Private garages and carports.
- (3) Essential services and utilities to serve the principal permitted uses.
- (4) Signs subject to the provisions of Section 5.0.
- (5) Horticulture and gardening.
- (6) Customary accessory uses provided such uses are clearly incidental to the principal use and that no such use generates traffic or noise that would create a public or private nuisance.

(b) Uses Authorized by Conditional Permit:

- (1) Multi-family dwelling units.
- (2) Rooming or boarding houses.
- (3) Mobile home parks subject to the provisions of Section 6.0.
- (4) Public and semi-public uses including but not limited to the following: Public and private schools, churches, public parks and recreation areas, hospital, rest homes for the aged, fire and police stations, historic sites, except that sewage disposal plants, public and commercial garbage incinerators, and maintenance, repair or storage buildings shall not be permitted.
- (5) Telephone and power transmission towers, poles and lines, substations, relay and repeater stations, equipment housing and other necessary appurtenant equipment and structures.

- (6) Home occupations or professional offices provided no such uses occupies more than 25% of the total floor area of the dwelling, not more than one nonresident person is employed on the premises, and such use will not include an operational activity that would create a nuisance to be otherwise incompatible with the surrounding residential area.

(2) RR-1, (3) RR-2 AND (4) RR-3: RESIDENTIAL-RECREATION DISTRICTS

RR-1 This district is intended to provide for year around residential development and essential recreation oriented services in areas of high recreational value where soil conditions and other physical features will support such development without depleting or destroying natural resources. ~~Minimum lot width average 100 feet with a 20,000 square foot minimum area. Minimum water frontage of 100 feet.~~ **Minimum lot width 150 feet with a 30,000 square foot minimum area. Minimum water frontage of 150 feet.**

RR-2 This district is to provide medium size lots for residential-recreational development as a means of preserving estate living and allowing lot size sufficient enough for recreational value. Minimum lot width average 200 feet with a minimum lot area of 1 1/2 acres. Minimum water frontage of 200 feet.

RR-3 This district is intended to provide for large size lots for residential-recreational development as a means to preserve the space characteristics of country living. Minimum lot width average 300 feet with a minimum lot area of five acres. Minimum water frontage of 300 feet.

(a) Permitted Uses:

- (1) One-family dwellings.
- (2) Private garages and carports.
- (3) Horticulture and gardening.
- (4) Essential services and utilities to serve the principal permitted use.

3.4 ZONING SCHEDULE - DIMENSIONAL REQUIREMENTS (1) PROPOSED VERSION

[illegible]

A DEVELOPMENT CHECKLIST FOR LOCAL OFFICIALS

GENERAL PLANNING CONCERNS

- 1) Does the proposal conform to local regulations?
- 2) Is the proposed project compatible with adjacent land uses?
- 3) Is the project site adequately served with such public facilities as streets, sewers, water, schools, and parks?
- 4) Does the project expand the variety of housing types and range of housing prices currently existing in the local real estate market?
- 5) Does the project require any additional or special public services not presently being provided? If so, how will these be paid for?
- 6) Will the project have a positive or negative fiscal impact upon the local government in terms of revenues generated versus services required? Is this impact substantially different from that which would be caused by conventional development?

SITE PLANNING CONCERNS

- 7) Is the architectural design of the buildings compatible with that of the surrounding structures in terms of height, mass, texture, line, and pattern?
- 8) Are the individual dwelling units within the project designed so as to assure both privacy and security?
- 9) Does the interior-dwelling design and layout of all units provide good circulation, security, adequate light, heat and ventilation, and protection against noise and accident hazards?
- 10) If the proposed buildings have common entries or hallways for the dwelling units, is there a system of security locks and intercoms to prevent entry by unauthorized persons?
- 11) What percentage of the project site is devoted to: (a) buildings, (b) paved surfaces, and (c) landscaped areas?
- 12) Is the interior circulation system designed to provide convenience and safety? Are pedestrian walkways separated from those for motorized vehicles? Do the streets and accessways allow for the entry and maneuvering of maintenance and emergency vehicles?
- 13) Is there sufficient on-site parking to accommodate both the residents and their visitors? Is this parking well situated with respect to the dwelling units?
- 14) Are the recreational facilities and areas within the project of a proper type and scale to serve

the needs of the future residents?

- 15) Does the project attempt to preserve the natural topography and mature trees of the site?
- 16) Is the project designed to take advantage of the climatic characteristics of the site (e.g., prevailing winds, summer and winter sunshine)?
- 17) Are the open-space areas and the architectural design of the buildings protected from modification by deed restrictions or covenants?
- 18) Are there centralized refuse collection facilities? Are such facilities properly screened from public view?
- 19) Is there adequate storage space for the residents? Has provision been made for the storage of boats, trailers, and campers?

PROJECT CONSTRUCTION CONCERNS

- 20) Does the project require considerable grading or excavation? What safety and erosion control measures will be taken during the period of this work?
- 21) Does the proposed drainage plan for the project fit into the larger drainage system?
- 22) Are the private streets, accessways, parking areas, loading areas and driveways constructed to the same performance standards as those for public ones? Are the grades too steep for some vehicles?
- 23) Does each dwelling unit have a smoke-detention system? Are the party walls sufficiently insulated so as to prevent the transmission of noise between adjacent units? Does each unit have its own gas, water, and electrical meters? Does each building have a common radio and television antenna to serve all the dwelling units within?
- 24) Does the landscaping include mature shrubs and trees? Are the species selected relatively hardy and easy to maintain? Is there an underground sprinkler system?
- 25) Does the developer provide buyers with a one-year warranty on all appliances in each unit, and on all electrical, heating, air conditioning, plumbing, ventilation equipment, and elevators?

HOMEOWNERS ASSOCIATION CONCERNS

- 26) Does the proposed homeowners association charter provide a simple mechanism for collecting and increasing the monthly member fee?
- 27) Has the developer submitted a detailed checklist of anticipated homeowners association costs? Does this estimate seem reasonable? Are these costs within the anticipated financial

capabilities of the future residents?

- 28) Does the monthly membership fee include provision for a reserve fund?
- 29) Has the developer provided for adequate liability insurance on the common areas and facilities?
- 30) Does the developer have a brochure and program for informing prospective buyers of their responsibilities as condominium owners?
- 31) Does the developer have a program to train the new residents in the operation and management of the homeowners association?
- 32) If the project has twenty or more units, has the developer made provisions for a professional management firm to operate the project for the homeowners association?
- 33) What provisions have been included in the homeowners association charter for the enforcement of deed restrictions and the arbitration of disputes between residents?

CONVERSION PROJECT CONCERNS

- 34) What impact will approval of this conversion proposal have upon the local housing market? Will the existing tenants be able to find comparable rental housing elsewhere in the community?
- 35) Have tenants been offered the opportunity to purchase their units?
- 36) How much advance notice has been provided to tenants regarding the conversion proposal? How much advance notice will tenants be given before they are required to vacate their units?
- 37) If the conversion involves a mobile home park, are there an adequate number of sites available in other local mobile home parks to accommodate the tenants so displaced?
- 38) If the conversion involves a resort, what will be the effect of the loss of these tourist facilities upon the local economy? Does this proposal involve a significant proportion of the total number of tourist rental units available in the local area? Are the units to be sold as time-sharing condominiums?
- 39) Has the developer made arrangements to aid displaced tenants in obtaining comparable alternative housing?
- 40) What improvements will the developer make to the existing buildings and facilities before selling them? Have these structures and facilities been inspected by a registered structural civil engineer or architect as to their physical conditions? Will this report be made available to prospective buyers?

- 41) Have adequate arrangements been made for on-site sanitary waste disposal and water sanitary waste disposal and water supplies?
- 42) Will the project comply with all existing local and state building and housing codes? Will it comply with all relevant sections of the local zoning ordinance?
- 43) Will the project have adequate storage and parking space for owner occupants? Are the open space and recreational facilities adequate for an owner occupied project?

PROPOSED RULES AND BY-LAWS OF THE BURNETT COUNTY LAND USE COMMITTEE

SECTION 1.0 GENERAL PROVISIONS

1.1 Authority

This Committee has been established pursuant to Section 59.97 of the Wisconsin Statutes, as amended, and assumes thereby, all responsibilities, duties, and powers as provided therein and by related statutes. A copy of these rules shall be filed with the County Clerk to be kept as a permanent public record. Copies of the rules shall also be available to the public. These rules are supplementary to the provisions of the zoning ordinances of the County as they relate to the procedures of the Land Use Committee.

1.2 Title

The title of the Committee is, The Burnett County Land Use Committee.

1.3 Membership

The Committee shall consist of five (5) members from the County Board of Supervisors. Such members shall be appointed by the County Board Chairman, subject to the approval of the full County Board.

1.4 Conflicts of Interest

Any member of the Committee, who has any direct or indirect interest, personal or financial, in a matter before the Committee shall not vote thereon or participate in the deliberation of such matter at any meeting or hearing at which said matter is under consideration. A disqualifying conflict of interest shall be deemed to exist when: (1) the Committee member is the applicant or spouse of the applicant, or is related to the applicant within the third degree of consanguinity, or is the husband or wife of someone so related; or (2) the applicant is the employer, employee or partner of the member or is a corporation in which the member is a major shareholder or has a major financial interest; or (3) the member owns property within 300 feet of the property which is the subject of the application.

1.5 Limitations

Nothing herein shall be construed to give or grant to the Committee, the power or authority to hear and decide appeals where it is alleged there is error in any order, requirement, decision or determination made by an administrative official in the enforcement of the Wisconsin Statutes or of any zoning ordinance adopted pursuant thereto; or to authorize such variance from the terms of the zoning ordinance, which authority is reserved to the County Board of Appeals/Adjustment.

1.6 Committee's Office

All records of the Committee shall be available for public inspection during normal County government office hours in the office of the County Zoning Administrator.

SECTION 2.0 OFFICERS AND DUTIES

2.1 Officers

The Committee shall elect a Chairperson, if one has not been appointed by the County Board, Vice-chairperson, and Secretary from among its members. The Committee may, at any meeting or hearing, elect from the membership the replacement of an officer whom for whatever reason is unable to perform the duties of his office.

2.2 Duties of Officers

2.21 The Chairperson, if present, otherwise the Vice-chairperson, shall preside over and direct the conduct of all meetings and hearings of the Committee. The Chairperson shall report on all official transactions, that have not otherwise come to the attention of the Committee. The chairperson shall, subject to these rules and further instructions from the Committee, direct the official business of the Committee, supervise the work of the Committee and request necessary help when required. The Chairperson or the presiding officer, subject to these rules, shall decide all points of procedure or order, unless otherwise directed by a majority of the members in attendance on motion duly made and approved.

2.22 The Secretary shall record and maintain permanent minutes of the Committee's proceedings, showing the vote of each member upon every question, or if absent or failing to vote, indicating that fact; shall keep records, of its official actions; shall summarize accurately the testimony of those appearing before the Committee and keep a record of all hearings; shall record the names and addresses of all persons appearing before the Committee in person, or by attorney; and shall, subject to the Committee and Chairperson conduct the correspondence of the Committee and have published in a local newspaper, public notices of meetings or hearings as required by law; shall file said minutes and records in the office of the Zoning Administrator which minutes and records shall be public record; and shall be the custodian of the files of the committee and keep all records. County staff shall assist the Secretary of the Committee in performing these clerical duties.

2.23 The County Corporation Counsel, or his/her designated representative, shall be the legal counsel for the Committee.

SECTION 3.0 MEETINGS

3.1 Time: How Called

Meetings of the Committee shall be held, or may be cancelled at the call of the Chair and at such other time as the Committee may determine, provided that all Committee members are notified by the Secretary at least 24 hours prior to such meeting. All meetings shall be open to the public and in accordance with the Open Meeting Law, except the Committee may call closed session in accordance with Wisconsin Statutes. Hearings shall be advertised as required by law and these rules.

3.2 **Quorum**

A quorum shall consist of a majority of all members of the Committee and no action may be taken except by a majority vote of such quorum except a lesser number may meet and adjourn any meeting duly called and noticed to a time certain.

3.3 **Order of Business**

The Secretary shall prepare an agenda for each Committee meeting, listing the matters of business at all meetings that do not have public hearings in the following order:

1. Call to order and roll call.
2. Statement by the presiding officer concerning notice in accordance with the Wisconsin Open Meeting Law.
3. Unfinished business.
4. New business.
5. Communications and miscellaneous.
6. Other business that may come before the Committee as permitted by law.
7. Adjournment.

The Secretary shall prepare an agenda for each Committee meeting that has public hearings, listing the matters of business in the following order:

1. Call to order and roll call.
2. Statement by the presiding officer concerning notice in accordance with the Open Meeting Law.
3. Hearings.
4. Unfinished business.
5. New business.
6. Communications and miscellaneous.
7. Other business that may come before the Committee as permitted by law.
8. Adjournment.

The order of business at any meeting or hearing may be varied from the preceding by consent of the members present.

3.4 **Robert's Rules of Order**

Robert's Rules of Order may govern actions of the Committee and conduct of the meetings if not covered by these rules and regulations of the County Zoning Ordinance.

SECTION 4.0 POWERS AND DUTIES OF THE COMMITTEE

4.1 **General Powers**

The powers and duties of the Land Use Committee are identified in the Wisconsin Statutes, and in the various zoning ordinances that have been adopted by the County. The Committee shall have the following general powers:

4.11 **Drafting of zoning, subdivision, and sanitation ordinances.**

- 4.12 **Hear and review proposed ordinance amendments.**
- 4.13 **Hear and review proposed zone district amendments.**
- 4.14 **Hear, review, and decide land divisions pursuant to Chapter 236.45, Wisconsin Statutes; NR 115, Wisconsin Administrative Code; and the Subdivision Control Ordinance.**
- 4.15 **Hear and decide applications for conditional uses that are authorized and listed within the zoning ordinance.**
- 4.16 **Oversee the administering of ordinances.**
- 4.17 **Oversee the operation of the zoning staff.**

SECTION 5.0 APPLICATIONS AND PROCEDURES

5.1 Who May File

Applications to the Committee shall be filed with the Zoning Administrator, by the applicant, his/her agent or attorney. Petitions for map amendments may be filed by a property owner, a member of the County Board, a member of the Land Use Committee, or by a Town Board.

5.2 Copies to be Sent

The Zoning Administrator shall transmit copies of the application or petition as follows: Original to the Land Use Committee; a copy to the applicant; a copy to the Zoning Administrator's files; a copy to the Clerk of the Town Board, or Village Council, as may be applicable. In case of applications or petitions affecting property within wetlands or shorelands, one copy shall also be sent to the Department of Natural Resources.

5.3 Required Information

Failure of the applicant to supply the required information as requested by the Zoning Administrator or the Committee within 30 days of filing an application or petition may be considered by the Committee as a failure to comply with application procedure and the case may be dismissed for failure of timely filing. Applications or petitions shall be made on forms provided by the Zoning Administrator. Any communication except on prescribed forms shall be deemed a mere notice of intention to file and shall not be deemed a filing to comply with the requirements of timely filing.

5.4 Reasons to be Stated

The reason for the application or petition must be stated and the reasons why the request should be granted must also be stated by the applicant; (a) if a change in zone district is requested, facts should be stated upon which findings may be made by the Committee to justify the granting of the change in zone district. (b) If a conditional use is requested, factors should be stated upon which findings may be made by the Committee to justify granting the conditional use permit.

5.5 Dismissal of Case

The Committee may refuse to hear a case upon the failure of the applicant to supply the required information called for on the forms and as further reasonably required by the Zoning Administrator.

5.6 Owner's Consent

The forms shall bear the signature of the owner of the property affected or shall be accompanied by a letter from the owner acknowledging the filing of the form and designating an agent in the matter.

5.7 Time for Hearing

Each application shall be considered by the Committee at its next meeting, provided there is sufficient time between the date of the filing and the date of the meeting for the required hearing notices to be published.

5.8 Notice of Hearing

5.81 The secretary of the Committee shall give, or cause to be given, notice of each hearing as required by law and these rules. This shall include at least the following: (1) publication of a Class 2 hearing notice in a newspaper of general circulation; (2) mailing a notice of the hearing to the applicant, and where required to the area office of the Department of Natural Resources at least ten (10) days before the hearing; (3) mailing a notice of the hearing to the Town Clerk of the Town in which the property is located; (4) mailing a notice of the hearing to the Village Clerk and Village President when the property affected lies within 1 1/2 air miles of the closest village limits, no less than one week before the date of the hearing. (5) mailing a notice to the County Board District Representative(s) of the district in which the property is located at least ten (10) days before the hearing.

5.82 The application for a change in zone district or a conditional use shall be sent to the Town Clerk of the Town in which the property is located, and when applicable to the Village Clerk. Such application shall be returned to the Zoning Administrator indicating whether the municipality approved, denied, or tabled the application and such application shall provide a form for findings of fact by the municipality. The decision shall be signed by the Board members and attested by the Clerk.

The decision of the municipality may be considered by the Land Use Zoning Committee in granting or denying the change or use requested. Failure of the municipality to respond shall not prevent the Committee from taking action.

5.83 When a hearing involves an application or petition for a change in zone district or a conditional use, a notice shall be sent to owners of all lands within the County, within 300 feet of the perimeter of the property affected. Such notice shall include

the information required for a hearing notice. Comments from surrounding property owners may be considered by the Committee in granting or denying the change or conditional use requested. A signature(s) is required on the written comments received in order to be considered by the Committee. The failure of each notice to reach any property owner shall not invalidate any decision made on a change in zone district or conditional use. Such notice shall be mailed at least ten (10) days before the hearing.

5.9 Representative Filing

An applicant may file an application or petition personally or by an agent or attorney.

5.10 Fee

The applicant shall pay such fees as may be from time to time established by the Land Use Committee. The fee shall be deposited with the Zoning Administrator for each application filed before a public hearing will be scheduled. If the applicant elects a special public hearing, deposit by this section shall include an amount determined by the Land Use Committee to cover the additional administrative costs involved.

SECTION 6.0 PROCEEDINGS OF HEARINGS

6.1 Appearances, Adjournments

At the time of the hearing, the applicant may appear in his own behalf or be represented by his counsel or agent. A motion passed to table a request or a recess or adjournment of a hearing, made at a noticed hearing date, to a time and place certain is adequate notice to the members and the public of a new hearing date.

6.2 Witnesses

The Chairperson, or Vice-chairperson, may require those wishing to testify to state their names and interests in the matter before the Committee.

6.3 Order of Hearings

Hearings on cases shall normally follow this order:

1. Reading of the application or petition.
2. Determination of jurisdiction, if requested.
3. Submission of the file, which may include: The Town Board Decision, Village Council decision; maps or surveys; inspection reports; opinion letters; letters of correspondence; soil tests results; plot plans or sketches; and photographs.
4. Applicant's statements and presentation of evidence.
5. Others in support of applicant make statements and present evidence.
6. Objector's statements and presentation of evidence.
7. Staff recommendations.
8. Questions by Committee members.
9. Additional testimony as may be requested by the Committee.
10. Deliberations and decision by the Committee.

6.4 Preliminary Matters

Following the reading of the application or petition, the Committee may hear arguments on the question of jurisdiction and request that briefs be filed on the point. The Committee may proceed with the hearing and the taking of testimony in any event and reserve its determination on a jurisdictional question until after hearing all testimony and render a decision on the merits as if it had jurisdiction. The Committee may make an immediate determination and close the hearing upon finding that it lacks jurisdiction. If the Committee determines by motion that it lacks jurisdiction, the secretary shall record the decision as a vote to deny the request.

6.5 Parties Not to Interrupt

Orderly procedure requires that each side shall proceed without interruption by the other; that all arguments and pleading shall be addressed to the Committee and that there be no questioning or arguments between individuals.

6.6 Questions and Debate

During the hearing, the Chairperson, Committee members and members of the staff may ask questions and make appropriate comments pertinent to the case; however, no member should debate or argue an issue with the applicant. The Chairperson and Committee members may direct any question to the applicant or to any person speaking in order to bring out all relevant facts, circumstances and conditions affecting the case and may call for questions from members of the staff.

6.7 Presentation of Evidence

All supporting evidence for and against each case shall be presented to the assembled Committee. The applicant shall be responsible for the presentation of all information supporting his/her case.

6.8 Additional Evidence

The Committee may take a case under advisement for later consideration and determination, or may table action whenever it concludes that additional evidence is needed or future study is required.

6.9 Rules of Evidence

The Committee shall not be bound by court rules of evidence, but it may exclude irrelevant, immaterial, incompetent, unduly argumentative or repetitious testimony or evidence.

6.10 Chairperson to Rule on Admissibility

The Chairperson shall rule on all questions relating to the admissibility of evidence, which may be overruled by a majority of the Committee present.

6.11 Interested Person May Testify

Persons having an interest in the case may attend the hearing and may request an opportunity to testify provided they identify themselves.

6.12 Record of Hearing

All proceedings at a hearing shall be recorded. The secretary shall prepare a summary of

motions, witnesses, appearances, roll call, votes, and all other matters constituting the substance of the proceedings. The proceedings shall become part of the written record filed in the office of the Zoning Administrator and open to the public.

6.13 Adjournments

When all applications or petitions cannot be disposed of on the day set, the Committee may adjourn from day to day or to a day certain, as it may order, and such adjourned day shall be construed as a continuance of the hearing. Notice of such adjournment shall be given to the absent members of the Committee.

6.14 Withdrawal of Applications

An applicant may withdraw an application or petition at any time prior to the decision, but a pending motion to grant or deny the application shall have precedence over withdrawal. Withdrawal of the application or petition shall not entitle the applicant to remission of the filing fee.

SECTION 7.0 DECISIONS OF THE COMMITTEE

7.1 Majority Vote Required

The concurring vote of a majority of all members of the Committee shall be necessary to approve, deny, or table any matter upon which it is required to under any zoning ordinance.

7.2 Decisions to be Written

All decisions shall be in writing and contain the facts upon which the decision is based.

7.3 Decisions to be Mailed

Within 30 days of the close of the hearing to which the decision relates, written copies of such decision shall be mailed to the applicant. The approval or granting by the Committee is deemed to constitute an order to the zoning official to issue a permit. A denial of the application or petition by the Committee is deemed to be an order to deny the permit.

7.4 Findings

In acting on any matters before it, the Committee shall make findings supporting its action.

7.5 Disqualification: Motion

A member may disqualify himself from voting whenever the member has a personal or monetary interest in the property concerning the case, will be directly affected by the decision of the Committee, has or believes he had a conflict of interest under State statutes. A member may also disqualify himself whenever the applicant or the applicant's agent has sought to influence the vote of the member of his case outside the public hearing. All decisions of the Committee shall be made at a public hearing by motion made, seconded, and passed. A motion which decides the issue shall be in the form of a finding of fact and shall state the reasons for the findings by the Committee. If conditions are imposed in the granting of a conditional use, such conditions shall be included in the motion.

7.6 Decision to Relate to Specific Property

The decision of the Committee shall be deemed as applying to the property rather than to the individual and is valid only for the specific premises in the case and is not transferable to other properties.

7.7 Informal Advice Not Binding

Any advice, opinion, or information given by any Committee member, or any other official or employee of the County shall not be binding on the Committee.

7.8 Cases to be Determined Individually

No action of the Committee shall set a binding precedent. Each case shall be decided upon its merits and upon the attendant circumstances, provided the Committee shall not act arbitrarily or capriciously.

7.9 Order For Permit Valid For One Year

An order or approval by the Committee requiring a zoning official to issue a permit shall become void after one (1) year unless the applicant shall have obtained such permit from the zoning official within such time, provided, that the time may be extended when so specified by the Committee.

7.10 Decisions to be Filed With State

Copies of decisions affecting the Wetland/Shoreland District shall be sent to the appropriate district office of the Department of Natural Resources.

7.11 Board of Adjustment

The Board of Adjustment shall hear and decide appeals where it is alleged there is error in any order, requirement, decision or determination made by an administrative official in the enforcement of Sections 59.97, 59.971, 87.30, or 144.26, Wisconsin Statutes, as amended or of any county zoning ordinance adopted pursuant thereto. Such appeals must be made within thirty (30) days after the decision in writing is made and filed in the office of the Zoning Administrator.

7.12 Action in Circuit Court

Any person or persons jointly or severally aggrieved by any decision of the Land Use Committee, or any taxpayer, or any officer, department, board, or bureau of the County may commence an action in the circuit court for writ of certiorari to review the legality of such decision in whole or in part, within thirty (30) days after the filing of the decision in the office of the Zoning Administrator.

SECTION 8.0 REFILEING AND REHEARINGS

8.1 One Year Refiling Rule

No matter which has been acted upon by the Committee concerning the same or part of the same property shall be considered again within one (1) year from the date of the action,

except as hereinafter provided.

8.2 Reopenings and Rehearings Limited

The Committee may not reopen any case upon which a previous hearing has been held, except to correct a manifest error.

8.3 Closure of Case

A case will be considered as heard and closed at such time as the Committee approves or rejects an application or request by motion or when it is considered closed by operation of these rules.

8.4 Reconsideration on Committee Motion

A decision of the Committee may be reconsidered by motion to reconsider made at the same meeting which may be immediately disposed of without further notice.

SECTION 9.0 AMENDMENT OF RULES

These rules may be changed or amended from time to time by a majority vote of the County Board at any regular or special meeting.

SECTION 10.0 STAFF

The Land Use Committee may utilize the advice and assistance of the County employees and may delegate administrative tasks to such employees

SECTION 11.0 DEFINITIONS

Certain terms or words used herein are defined as follows:

1. Aggrieved person: any person whose substantial interests are adversely affected by a determination. Aggrieved person may file appeals or appear in opposition to an application.
2. Briefs: A concise and brief statement expounding on the legal issues and the authorities.
3. Certiorari: A written order from a higher court to a lower court demanding a transcript of the proceedings of a case for review. Review of the Committee's decision is by the circuit court in an action of certiorari. The records will be judged on the evidence presented and the procedures followed by the Committee in hearing the case and reaching decision.
4. Executive (closed) session: A session closed to the public based on a majority vote of the members for the purpose of conferring with legal counsel.
5. Findings of fact: A statement of the Committee's rationale behind the decision and facts that support the decision.
6. Hearing de novo: To hear anew. A hearing de novo may be granted by the court if the decision was based on insufficient evidence or the findings of fact are insufficiently record.

The foregoing rules and regulations are hereby adopted by the Land Use Committee for the County of Burnett on ____ .

THE BURNETT COUNTY LAND USE COMMITTEE

Resolution _____ adopted on _____ by the Burnett County Board of Supervisors to adopt said rules and regulations for the Land Use Committee.

RULES AND BY-LAWS OF THE BURNETT COUNTY BOARD OF ADJUSTMENT

SECTION 1.0 GENERAL PROVISIONS

1.1 Authority

This Board has been established pursuant to the Wisconsin Statutes, as amended, and assumes thereby, all responsibilities, duties and powers as provided therein and by related statutes. A copy of these rules shall be filed with the County Clerk to be kept as a permanent public record. Copies of the rules shall also be available to the public. These rules are supplementary to the provisions of the zoning ordinances of the County as they relate to the procedures of the Board of Adjustment.

1.2 Title

The official title of the Board is, The Burnett County Board of Adjustment.

1.3 Membership

The Board shall consist of three members and one alternate member.

1.4 Conflicts of Interest

Any member of the Board, who has any direct or indirect interest, personal or financial, in a matter before the Board shall not vote thereon or participate in the deliberation of such matter at any meeting or hearing at which said matter is under consideration. A disqualifying conflict of interest shall be deemed to exist when: (1) the Board member is the applicant or spouse of the applicant, or is related to the applicant within the third degree of consanguinity, or is the husband or wife of someone so related; or (2) the applicant is the employer, employee or partner of the member or is a corporation in which the member is a major shareholder or has a financial interest; or (3) the member owns property within 500 feet of the property which is the subject of the application.

1.5 Limitations

Nothing herein shall be construed to give or grant to the Board, the power or authority to alter or change the zoning ordinances or zones of other official maps of the County, which authority is reserved to the Land Use Committee and County Board of Supervisors.

1.6 Board's Office

The office of the Board shall be located at the Office of the Zoning Administrator. All records of the Board shall be available for public inspection during office hours, 8:00 AM to 4:00 PM, Monday through Friday, except legal holidays.

SECTION 2.0 OFFICERS AND DUTIES

2.1 Officers

The Board shall elect a Chairperson, Vice-chairperson, and Secretary from among its

members. These officers shall hold office until their successors are elected. The Board may, at any meeting or hearing, elect from among the membership the replacement for an officer, who for whatever reason is unable to perform the duties of his office.

2.2 Duties of Officers

2.21 The Chairperson, if present, otherwise the Vice-chairperson, shall preside over and direct the conduct of all meetings and hearings of the Board and may administer oaths and compel the attendance of witnesses. The Chairperson shall report on all official transactions, that have not otherwise come to the attention of the Board. The Chairperson shall, subject to these rules and further instructions from the Board, direct the official business of the Board, supervise the work of the Board and request necessary help when required. The Chairperson or the presiding officer, subject to these rules, shall decide all points of procedure or order, unless otherwise directed by a majority of the members in attendance on motion duly made and approved.

2.22 The Secretary shall record and maintain permanent minutes of the Board's proceedings, showing the vote of each member upon every question, or if absent or failing to vote, indicating that fact; shall keep records of its official actions; shall summarize accurately the testimony of those appearing before the Board and keep a verbatim recording of all hearings; shall record the names and addresses of all persons appearing before the Board in person, or by attorney; and shall, subject to the Board and Chairperson conduct the correspondence of the Board and have published in a local newspaper, public notices of meetings or hearings as required by law; shall file said minutes and records in the office of the Board which minutes and records shall be a public record; and shall be the custodian of the files of the Board and keep all records. County staff shall assist the Secretary of the Board in performing these clerical duties.

2.23 The County Corporation Counsel, or his/her designated representative, shall be the legal counsel for the Board. Advice of counsel shall be received and entered in the minutes before disposition of any question of law or matter requiring legal interpretation or advice.

SECTION 3.0 MEETINGS

3.1 Time: How Called

Meeting and hearings of the Board shall be held or may be cancelled at the call of the Chair and at such other time as the Board may determine, provided that all Board members are notified by the Secretary at least 48 hours prior to such meeting. All meetings shall be open to the public and in accordance with the Open Meeting Law, except the Board may call a closed session at the conclusion of any public hearing for the purpose of reaching a decision on the evidence placed before it in the open session portion of such hearing. Hearings shall be advertised as required by law and these rules.

3.2 **Quorum**

A quorum shall consist of a majority of all members of the Board and no action may be taken except by a majority vote of such quorum except a lesser number may meet and adjourn any meeting duly called and noticed to a time certain.

3.3 **Order of Business**

The Secretary shall prepare an agenda for each Board meeting, listing the matters of business at all meeting that do not have public hearings in the following order:

1. Call to order and roll call.
2. Statement by the presiding officer concerning notice in accordance with the Wisconsin Open Meeting Law.
3. Unfinished business.
4. New business.
5. Communications and miscellaneous.
6. Other business that may come before the Board as permitted by law.
7. Adjournment.

The secretary shall prepare an agenda for each Board meeting that has a public hearing, listing the matters of business in the following order:

1. Call to order and roll call.
2. Statement by the presiding officer concerning notice in accordance with the Open Meeting Law.
3. Hearings.
4. Deliberations and decisions on applications and appeals to the Board.
5. Unfinished business.
6. New Business.
7. Communications and miscellaneous.
8. Other business that may come before the Board as permitted by law.
9. Adjournment.

The order of business at any meeting or hearing may be varied from the proceedings by consent of the members present.

3.4 **Robert's Rules of Order**

Robert's Rule of Order may govern actions of the Board and conduct of the meeting if not covered by these rules and regulations of the county zoning ordinance.

SECTION 4.0 POWERS AND DUTIES OF THE BOARD

4.1 **General Powers**

The powers and duties of the Board of Adjustment are identified in the Wisconsin Statutes and in the various zoning ordinances that have been adopted by the County. The Board shall have the following general powers:

- 4.11 To hear and decide appeals where it is alleged there is error in any order,

requirement, decision or determination made by an administrative official in the enforcement of the Wisconsin Statutes, as amended or of any county zoning ordinance adopted pursuant thereto.

- 4.12 To authorize, upon appeal in specific cases, such variance of the zoning ordinance as will not be contrary to the public interest where, owing to special conditions, a literal enforcement of the provisions of the ordinances will result in unnecessary hardship and so that the spirit of the ordinance shall be observed, public welfare and safety secured and substantial justice done. A variance:
- (a) Shall be consistent with the spirit and intent of the zoning ordinances.
 - (b) Shall not permit any change in the uses in the established zone districts.
 - (c) Shall not be granted unless it is shown that the variance will not be contrary to the public interest or damaging to the rights of other persons of property values in the area.
 - (d) Shall not be granted for actions which require an amendment to the ordinance.
 - (e) Shall not have the effect of allowing a use or structure which is prohibited in that zone district by the ordinance unless it determines that no feasible, legal use can be made of the property without such variance, provided no use variance may be granted in a flood-plain or wetland/shoreland district.
 - (f) Shall not be granted on the basis of economic gain or loss.
 - (g) Shall not be granted for a self created hardship.
- 4.13 Hear and decide appeals on the extensions of structures, buildings or premises devoted to nonconforming uses.

4.2 Scope of Orders

In exercising the powers under Section 4.1, the Board may reverse or affirm, wholly or partly, or may modify the order, requirement, decision or determination appealed from, and may make such order, requirement, decision or determination as ought to be made and to that end shall have all the powers of the officer from whom the appeal is taken, and may issue or direct the issuance of a permit.

SECTION 5.0 APPLICATION AND APPEAL PROCEDURES

5.1 Who May File

Applications to the Board and appeals from the Zoning Administrator's decisions shall be filed with the Zoning Administrator, by the applicant or appellant, his/her agent or attorney. Appeals may be filed by any person aggrieved or by any officer, department, board, or bureau of the County or Town affected by the Zoning Administrator's decision.

5.2 Copies to be Sent

The Zoning Administrator shall transmit copies of the application or appeal as follows: Original to the Board of Adjustment; a copy to the applicant; a copy to the Zoning Administrator's files; a copy to the Clerk of the Town Board or Village Council, where applicable as to variances. In the case of applications or appeals affecting property within

the wetland/shorelands, one copy shall also be sent to the Department of Natural Resources.

5.3 Time to Appeal

Appeals from the Zoning Administrator's decision must be filed within thirty (30) days after the decision in writing is made and filed.

5.4 Required Information

Failure of the applicant to supply the required information within thirty (30) days of filing an application or appeal may be considered by the Board as a failure to comply with the application and appeal procedure and the case may be dismissed for failure of timely filing. Applications or appeals shall be made on forms provided by the Zoning Administrator. Any communication except on prescribed forms, purporting to be an appeal shall be deemed a mere notice of intention to file and shall not be deemed a filing to comply with requirements of timely filing.

5.5 Reasons to Be Stated

The reason for the application or appeal must be stated and the reasons why the request should be granted must also be stated by the applicant: (a) If a variance is requested, facts should be stated upon which findings may be made by the Board to justify the granting of the variance. (b) If an appeal is based upon an alleged error or abuse of discretion of the Zoning Administrator, facts should be stated as to the nature thereof.

5.6 Dismissal of Case

The Board may refuse to hear a case upon the failure of the applicant to supply the required information called for on the forms and as further reasonably required by the Zoning Administrator.

5.7 Owner's Consent

The forms shall bear the signature of the owner of the property affected or shall be accompanied by a letter from the owner acknowledging the filing of the form.

5.8 Time for Hearing

Each appeal or application shall be considered by the Board at its next meeting, provided there is sufficient time between the date of the filing and the date of the meeting for the required hearing notices to be published.

5.9 Notice of Hearing

5.91 The Secretary of the Board shall give, or cause to be given, notice of each hearing as required by law and these rules. This shall include at least the following: (1) publication of a Class 2 hearing notice in a newspaper of general circulation; (2) mailing a notice of the hearing to the applicant, and where required to the area office of the Department of Natural Resources at least ten (10) days before the hearing; (3) mailing a notice of the hearing to the Town Clerk and Town Chairman of the Town Board of the Town in which the property is located, no less than one (1) week before the date of the hearing; (4) mailing a notice of the hearing to the Village Clerk and Village President when the property affected lies within 1 1/2 air miles of the closest

city or village limits, no less than one (1) week before the date of the hearing.

5.92 The application for a variance shall be sent to the Town Clerk, and when applicable to the Village Clerk, of the municipality in which the property is located. Such application shall indicate whether the municipality approved, denied, or tabled the application and such application shall provide a form for findings of fact by the municipality. The decision shall be signed by the Board members and attested by the Clerk. The decision of the municipality may be considered by the Board of Adjustment in granting or denying the variance requested.

5.93 When a hearing involves an application or petition for a variance, an opinion letter shall be sent to owners of all lands, within the County, within 500 feet of the perimeter of the property affected. Such opinion letter shall include the information required for a hearing notice and provide the recipient the opportunity to indicate whether he/they are in favor or opposed to the application and provide an area for additional comments. Comments from surrounding property owners may be considered by the Board in granting or denying the variance requested. A signature(s) is required on the form in order that the comments receive consideration by the Board. The failure of such opinion letter to reach any property owner shall not invalidate any decision made on a variance. Such opinion letter shall be mailed at least ten (10) days before the hearing.

5.10 Effect of Appeal

An appeal shall stay all proceedings and furtherance of the action appealed from, unless the officer from whom the appeal is taken, shall certify to the Board of Adjustment, after the notice of appeal shall have been filed with him, that by reason of facts stated in the certificate, a stay would cause imminent peril to life or property. In such case, proceedings shall not be stayed, otherwise than by a restraining order, which may be granted by the Board of Adjustment, or by a court of record on application and notice to the officer from whom the appeal is taken and on due cause shown.

5.11 Representative Filing

An applicant may file an application or appeal personally or by an agent or attorney.

5.12 Fee

The applicant shall pay such fees as may be from time to time established by the County Board, which amount shall be deposited with the Zoning Administrator for each application filed before a public hearing will be scheduled.

SECTION 6.0 PROCEEDINGS OF HEARINGS

6.1 Appearances, Adjournments

At the time of the hearing, the applicant may appear in his own behalf or be represented by his counsel or agent. A motion passed to table a request or a recess or adjournment of a hearing, made at a noticed hearing date, to a time and place certain is adequate notice to the members and the public of a new hearing date.

6.2 **Witnesses**

The Chairperson, or Vice-chairperson, may compel the attendance of witnesses and may require those wishing to testify to state their names and interests in the matter before the Board. Testimony may be taken under oath administered by the Chairperson or Vice-chairperson.

6.3 **Order of Hearings**

Hearings on cases shall normally follow this order:

1. Reading of the application. Reading of the reason for denial by the secretary or administrative official.
2. Determination of Jurisdiction, if requested.
3. Submission of the file, which may include: The Town Board decision or Village Council decision; maps or surveys; inspection reports; opinion letters; letters of correspondence; soil tests results; ploy plans or sketches; and photographs. Reading of the appeal.
4. Applicant's statements and presentation of evidence.
5. Others in support of applicant make statement and present evidence.
6. Objector's statements and presentation of evidence.
7. Staff recommendations.
8. Questions by Board members.
9. Rebuttals as permitted by the Board.
10. Deliberations and decision by the Board.

6.4 **Preliminary Matters**

Following the reading of the application or appeal, the Board may hear arguments on the question of jurisdiction and request that briefs be filed on the point. The Board may proceed with the hearing and the taking of testimony in any event and reserve its determination on a jurisdictional question until after hearing all testimony and render a decision on the merits as if it had jurisdiction. The Board may make an immediate determination and close the hearing finding that it lacks jurisdiction. If the Board determines by motion that it lacks jurisdiction, the secretary shall record the decision as a vote to deny the request.

6.5 **Parties Not to Interrupt**

Orderly procedure requires that each side shall proceed without interruption by the other; that all arguments and pleadings shall be addressed to the Board and that there be no questioning or arguments between individuals.

6.6 **Questions and Debate**

During the hearing, the Chairperson, Board members, and members of the staff may ask questions and make appropriate comments pertinent to the case, however, no member should debate or argue an issue with the applicant. The Chairperson and Board members may direct any question to the applicant or to any person speaking in order to bring out all relevant facts, circumstances and conditions affecting the case and may call for questions from members of the staff.

6.7 Presentation of Evidence

All supporting evidence for and against each case shall be presented to the assembled Board. The applicant shall be responsible for the presentation of all information supporting his/her case. The Board may take administrative notice of the ordinances of the County and laws of the State of Wisconsin and other relevant facts not reasonably subject to dispute on its own motion or motion of a party.

6.8 Additional Evidence

The Board may take a case under advisement for later consideration and determination, or may table or defer action whenever it concludes that additional evidence is needed or further study is required.

6.9 Rules of Evidence

The Board shall not be bound by court rules of evidence, but it may exclude irrelevant, immaterial, incompetent, unduly argumentative or repetitious testimony or evidence.

6.10 Chairperson to Rule on Admissibility

The Chairperson shall rule on all questions relating to the admissibility of evidence, which may be overruled by a majority of the Board members.

6.11 Interested Persons May Testify

Persons having an interest in the case may attend the hearing and may request an opportunity to testify provided they identify themselves.

6.12 Record of Hearing

All proceedings at a hearing shall be tape recorded. The Secretary shall prepare a summary of motions, witnesses, appearances, roll call, votes, and all other matters constituting the substance of the proceedings. Verbatim transcripts of recorded proceedings shall not be prepared unless ordered by the circuit court by a writ of certiorari. The proceedings shall become part of the written record filed in the office of the Board and open to the public.

6.13 Adjournments

When all applications or appeals cannot be disposed of on day set, the Board may adjourn from day to day or to a day certain, as it may order, and such adjourned day shall be construed as a continuance of the hearing. Notice of such adjournment shall be given to the absent members of the Board.

6.14 Withdrawal of Application

An applicant or appellant may withdraw an application or appeal at any time prior to the decision, but a pending motion to grant or deny the application shall have precedence over withdrawal. Withdrawal of the application or appeal shall not entitle the applicant to remission of the filing fee.

SECTION 7.0 DECISIONS OF THE BOARD

7.1 Majority Vote Required

The concurring vote of a majority of all members of the Board shall be necessary to approve, deny, or table any matter upon which it is required to under any zoning ordinance.

7.2 Decisions to be Written

All decisions shall be in writing and contain the facts upon which the decision is based.

7.3 Decisions to be Mailed

Within thirty (30) days of the close of the hearing to which the decision relates, written copies of such decision shall be mailed to the applicant, the local municipality, and when applicable, to the Department of Natural Resources. The approval or granting by the Board is deemed to constitute an order to the zoning official to issue a permit. A denial of the application or appeal by the Board is deemed to be an order to deny the permit.

7.4 Findings of Fact

In acting on any matters before it, the Board shall make findings supporting its actions. In every case where a variance from the zoning regulations is granted by the Board, the minutes of the Board shall affirmatively show that an unnecessary hardship or practical difficulty exists and the records of the Board shall clearly show in what particular and specific respects an unnecessary hardship or practical difficulty is created.

7.5 Disqualification: Motions

A member may disqualify himself from voting whenever the member has a personal or monetary interest in the property concerning the case, will be directly affected by the decision of the Board, has or believes he has any conflict of interest under state statutes. A member may also disqualify himself whenever the applicant or the applicant's agent has sought to influence the vote of the member on his case outside the public hearing. All decisions of the Board shall be made at a public hearing by the motion made, seconded, and passed. A motion which decides the issue shall be in the form of a findings of fact and shall state the reasons for the findings by the Board. If conditions are imposed in the granting of a variance, such conditions shall be included in the motion.

7.6 Decision to Relate to Specific Property

The decision of the Board shall be deemed as applying to the property rather than to the individual and is valid only for the specific premises in the case and is not transferable to other properties.

7.7 Informal Advice Not Binding

No informal request for advice or on moot questions need be given by the Board. Any advice, opinion, or information given by any Board member, or any other official or employee of the County shall not be binding on the Board.

7.8 Cases to be Determined Individually

No action of the Board shall set a binding precedent. Each case shall be decided upon its merits and upon the attendant circumstances, provided the Board shall not act arbitrarily or capriciously.

7.9 Order For Permit Valid For One Year

An order or approval by the Board requiring a zoning official to issue a permit shall become void after one (1) year unless the applicant shall have obtained such permit from the zoning official within such time, provided, that the time may be extended when so specified by the Board.

7.10 Decisions to be Filed with State

Copies of decisions on variances and appeals within the shorelands or affecting the Wetland/Shoreland One District shall be sent to the appropriate district office of the Department of Natural Resources.

7.11 Action in Circuit Court

Any person or persons jointly or severely aggrieved by any decision of the Board of Appeals, or any taxpayer, or any officer, department, board, or bureau of the County may commence an action in the circuit court for writ of certiorari to review the legality of such decision in whole or in part, within thirty (30) days after the filing of the decision in the office of the Board.

SECTION 8.0 REFILING AND REHEARINGS

8.1 One Year Refiling Rule

No matter which has been acted upon by the Board concerning the same or part of the same property shall be considered again with one (1) year from the date of the action, except as hereinafter provided.

8.2 Reopenings and Rehearings Limited

The Board may not reopen any case upon which a previous hearing has been held, except to correct a manifest error.

8.3 Closure of Case

A case will be considered as heard and closed at such time as the Board approves or rejects an application or appeal by motion or when it is considered closed by operation of these rules.

8.4 Reconsideration on Board Motion

A decision of the Board may be reconsidered by motion to reconsider made at the same meeting which may be immediately disposed of without further notice.

8.5 Reconsideration Tolls Appeal Period

The filing of a motion for reconsideration shall stop the running of the thirty (30) day period in which a petition to the Circuit Court must be made. The thirty (30) day period will run in such event from the date of a decision not to reconsider is made by the Board, or if the matter is reconsidered, from the date the decision on the reconsidered matter is filed in the Board's office.

8.6 Procedures for Reconsideration

A simple majority vote shall be sufficient to reconsider a previous decision. If reconsideration is refused to an interested party who has requested reconsideration, the Board shall enter on the minutes the basis of the request, the reason why it was refused and the vote of the Board members thereon.

SECTION 9.0 AMENDMENT OF RULES

These rules may be changed or amended from time to time by a majority vote of the Board of Appeals at any regular or special meeting.

SECTION 10.0 ANNUAL REPORT

Annually on a date specified by the County Board, the Board of Adjustment shall submit a report of its activities during the preceding year, to the Land Use Committee for transmittal to the County Board.

SECTION 11.0 STAFF

The Board of Adjustment may utilize the advice and assistance of the County employees and may delegate administrative tasks to such employees as authorized by the County Board of Supervisors.

SECTION 12.0 DEFINITIONS

Certain terms or words used herein are defined as follows:

- 1) *Aggrieved person:* Any person whose substantial interests are adversely affected by a determination. Aggrieved person may file appeals or appear in opposition to an application.
- 2) *Appeal:* A complaint of an injustice done or error committed in which both the facts and the law are reviewed. Board of Adjustment hear and decide appeals regarding interpretations of county zoning ordinances.
- 3) *Appellate body:* A body authorized to review the judgments made by other people or bodies. The Board of Adjustment hears appeals of the decisions of the zoning administrator. The Circuit Court hears appeals of the Board's decisions.
- 4) *Briefs:* A concise and brief statement expounding on the legal issues and the authorities.
- 5) *Certiorari:* A written order from a higher court to a lower court demanding a transcript of

the proceedings of a case for review. Review of the Board's decision is by the Circuit Court in an action of certiorari. The records will be judged on the evidence presented and the procedures followed by the Board in hearing the case and reaching a decision.

- 6) *Executive (closed) session*: A session closed to the public based on a majority vote of the members for the purpose of deliberating quasi-judicial matters or conferring with legal counsel.
- 7) *Findings of fact*: A statement of the Board's rationale behind the decision and facts that support the decision.
- 8) *Hearing de novo*: To hear anew. A hearing de novo may be granted by the court if the decision was based on insufficient evidence or the findings of fact are insufficiently recorded.
- 9) *Moot question*: A hypothetical question. A question which does not rest upon existing facts or rights; a question as to which in reality there is no actual controversy existing.
- 10) *Variance*: An action which authorizes the construction or maintenance of a building in a manner inconsistent with the dimensional requirements of a zoning ordinance. A variance may only be granted in cases of unnecessary hardship and when the spirit of the ordinance is not violated.
- 11) *Unnecessary hardship*: A unique and extreme inability to conform to the provisions of a zoning ordinance due to physical factors which are not solely related to economic loss or gain. An applicant must prove unnecessary hardship.

The foregoing rules and regulations are hereby adopted by the Board of Adjustment for the County of Burnett on _____.

BURNETT COUNTY BOARD OF ADJUSTMENT

Resolution ____ adopted on _____ by the Burnett County Board of Supervisors to adopt said rules and regulations for the Burnett County Board of Adjustment.

PROPOSED BURNETT COUNTY SIGN ORDINANCE

SECTION DEFINITIONS

Advertising Sign. Any structure or part thereof or device attached to or printed or represented thereon which displays or include any letter, word, model, banner, flag, pennant, insignia, device, or representation which is intended, directly or indirectly, to promote the sale or use of a business, product, service, commodity, entertainment, or real or personal property.

1. **Purposes** - The purposes of this section are to protect the natural scenic beauty and rural character of Burnett County, promote traffic safety, and provide important information to the traveling public. These purposes shall be achieved by restricting the number, size, location, maintenance, and spacing of outdoor advertising signs through the administration of this section.

2. **General Restriction** - No outdoor advertising sign visible to the traveling public shall be erected, structurally altered, or maintained except as provided in this section.

3. **Number and Size of Permitted Signs**

Class	Type	Maximum Number	Maximum Size (Square Feet)
A	On premise	2	50 per sign
B	Off premise	2	50 per sign

For purpose of this paragraph each face of a sign constitutes a separate sign.

4. **Distance** - Off premise signs, including signs advertising different businesses, products, etc, shall have a minimum separation distance of 1,320 feet between them.
5. **Exempt Signs** - The following signs are exempt from the requirements of this section:
 - a. Signs advertising garage sales, auctions, carnivals, or other events if all of the following requirements are met: the sign does not hinder traffic safety or visibility; the sign is less than 10 square feet; the sign is erected no sooner than 30 days prior to the advertised event; and the sign is removed no later than 10 days after the advertised event.
 - b. Signs on the rolling stock of common carriers so long as such vehicles are not parked in one visible location for any consecutive period of 30 or more days in any year.
 - c. Signs of 2 square feet or less with no letters, numbers, symbols, logos, or designs in excess of 2 inches in vertical or horizontal dimensions.

- d. Specific information signs authorized under Section 86.195 Wis. Stats., tourist-oriented directional signs authorized under Section 86.196 Wis. Stats., and guidance signs authorized under Trans 200.03 Wis. Adm. code.
 - e. Temporary For Sale signs if they do not hinder traffic safety or visibility, and if less than 10 square feet.
6. **Permits** - No Class A or Class B signs shall be erected, relocated, or structurally altered unless a land use permit has first been issued therefor pursuant to Section 17.06 (2) of this ordinance.
7. **Grace Period for Non-Conforming Signs** - All signs in existence on the effective date of this section, as amended, namely, _____, 1998, which do not comply with the provisions of this section, shall be brought into compliance or removed within five (5) years of such date, provided that this provision shall not apply in such instances where it would be contrary to state or federal law or where it would result in a loss of state or federal funds for maintenance or improvement of the road from which the sign in question is visible.
8. **General Requirements**
- a. No flashing, multi-colored, intermittent, or moving lights, moving parts, or sound producing devices, shall be used with or on any sign.
 - b. Signs shall not be placed or allowed to interfere with any governmental or directional signs, or driver visibility.
 - c. Signs shall be placed on safe and sturdy supports, except that business on premise signs may be fastened to a building.
 - d. Signs shall not be closer than 10 feet to a property line or right-of-way line, and shall not extend more than 10 feet high above the ground level, except that signs fastened to a building may be higher so long as they are not higher than the highest part of that building's roof.
 - e. All signs are structures for purposes of location at the required setback from navigable waters.
 - f. No business on or off premise sign shall be intended, designed, or erected to be visible by those boating or swimming on navigable waters, except that no more than two unlighted signs of less than 10 square feet may be erected on the site of a riparian business to advertise the name and services of that business.
 - g. All signs, sign faces, and sign supports shall be maintained in a safe and good state of appearance and repair as determined by the Zoning Committee.
9. **Noncompliance** - The Zoning Committee may revoke any permit or order the removal,

relocation, alteration, or repair of any sign the Committee finds to be in violation of this section. The Zoning Department staff may issue a citation for any violation of this section.

10. **Removal Notice** - Except for signs subject to removal under subsection (7), a time limit of not less than 30 days shall be given in any order for the removal of any sign. The immediate removal of a sign may be ordered where the sign poses a threat to traffic safety or visibility.

Education and the Long Range Plan

INTRODUCTION

Throughout Wisconsin and particularly in Burnett County how local government and citizens respond to growth and change has become a major public issue. The decisions made about land use will define communities. For example, land use decisions will affect water quality, situate homes, transportation routes, affect the location of utilities, impact taxation rates and property values. Informed local officials and citizens will make better land use decisions.

There are commonly five types of plan implementation tools considered in land use planning: regulations; economic incentives and disincentives; new technologies; infrastructure improvements and land acquisition; and information and education. This portion of the long range plan focuses on this last method - information and education.

Many sources of information were used to gauge the educational needs of Burnett County's officials and citizens during the two (2) year planning process. A county wide community survey, focus groups, open house summer sessions, public meetings, newspaper articles, letters received by the planning committee, website postings, summary reports, and newsletters to the community were used.

KEY EDUCATIONAL NEEDS

- ✕ Improving the understanding of officials and citizens on the long range planning process and the elements of the Burnett County land use guide;
- ✕ Improving the understanding of local officials, citizens, and developers on the County lake classification system and its implications;
- ✕ Improving the understanding of local officials, citizens, and developers on the other components of County shoreland development guidelines;
- ✕ Improving the understanding of local officials, citizens, and developers on the other County development guidelines;
- ✕ Increasing the understanding of the general public on zoning procedures and regulations;
- ✕ Increasing communication between citizens, public officials and professional staff on County land use issues;
- ✕ Increasing the understanding of local officials and business operators on billboard regulations and guidelines in Burnett County;
- ✕ Enhancing the capacity of lake organizations to address water use conflicts and growth management concerns; and

- ✕ Increasing the public's understanding of the functions and roles of the various units of government in Burnett County.

IMPLEMENTATION PLAN

- ✕ **Improving the understanding of officials and citizens on the long range planning process and the elements of the Burnett County land use guide.**

There are new opportunities and demands for Villages and perhaps some Towns to develop comprehensive land use plans. A component of these future plans is educational - to explain the planning process, the elements of land use planning, and designing public input processes.

Tasks: Presentations and written materials need to be provided to local officials and citizen groups. Presentations on the results will be made to community organizations, including the three Villages, the Towns Association, individual Towns, the Grantsburg Rotary Club, the Webb Lake Area Men's Club, Danbury, Webster, Siren, and Grantsburg Chambers of Commerce, the St. Croix Tribal Council, the Voyager Village Property Owners Association, and the Burnett County Lakes and Rivers Association. The results of the County planning process will also be shared with county, regional and state organizations.

Key Players: The University of Wisconsin Extension CRD Agent; the Northwest Regional Planning Commission Planners; the Burnett County Long Range Planning Committee members; the County Zoning Administrator; the County Surveyor/Land Information Supervisor; the County Conservationist; and the County Administrator.

Time Frame: This will occur between April 1998 and April 1999.

- ✕ **Improving the understanding of local officials, citizens, and developers on the County lake classification system and its implications;**

The new lake classification system provides opportunities to not only explain the regulations and rules, but also new guidelines. This information needs to be distributed.

Tasks: One on one communication with people potentially impacted is needed. Written documents can also provide information to officials, citizens, and developers. The Executive Map Summary and Shoreland Development Guide will be key educational materials. Presentations will be made to individual lake associations in the County.

Key Players: The Northwest Regional Planning Commission Planners; the County Zoning

Administrator; the County Surveyor/Land Information Supervisor; and the County Conservationist.

Time Frame: This will occur throughout the next year, and beyond.

✧ **Improving the understanding of local officials, citizens, and developers on the other components of the County shoreland development guidelines.**

The shoreland development guide will further explain new regulations and recommendations for managing shoreland property. Many people making shoreland decisions will not normally attend scheduled educational programs, however, this information needs to be distributed.

Tasks: One on one communication with people be utilized. The new guide will be available for officials, citizens, and developers. Realtors will be invited to include it with each new home purchase. It will be available for distribution at the two county lake fair to be held June 20, 1998 in Frederic. The new videos produced in cooperation with the Burnett County Conservationist, will be provided to lake organizations for viewing. Components of the guide will be utilized in the County's youth conservation educational programs.

Key Players: The Zoning Administrator and the County Conservationist.

Time Frame: This will occur throughout the next year, and beyond.

✧ **Improving the understanding of local officials, citizens, and developers on the County development guidelines.**

The general development guide for Burnett County will focus on non-lakeshore related concerns. In addition to describing County zoning and other regulations, it will provide guidelines for beneficial land use practices. It will also include a local contacts section.

Tasks: One on one communication with people be utilized. The new guide will be available for officials, citizens, and developers. Realtors will be invited to include it with each new home purchase. Town officials will receive multiple copies and be encouraged to share them with their new residents.

Key Players: The Zoning Administrator; the County Conservationist; the County Surveyor/Land Information Supervisor; and the University of Wisconsin Extension CRD Agent.

Time Frame: This will occur throughout the next year, and beyond.

✧ **Increasing the understanding of the general public on zoning procedures and regulations.**

Most people have little understanding of the rules governing land use decision making. Many are also intimidated by the process. As the Burnett County Land Use Committee and the proposed new codification of the Zoning Ordinance occurs there will be a greater need and opportunity to educate citizens on the zoning process. Providing citizens with easy access to information on zoning regulations and procedures will greatly assist their decision making on land use.

Tasks: A simple booklet describing the county zoning procedures and the Burnett County Land Use Committee will be prepared and distributed to anyone considering approaching the Zoning Department for assistance or decisions. It will also be available on the county website. A check-off process in the document will be utilized to direct the landowner to the appropriate decision maker. This publication may be part of the two development guides.

Key Players: The Zoning Administrator; the University of Wisconsin Extension office; and the county Website Administrator.

Time Frame: This will be developed by August, 1998 and printed in the fall. It will be printed, mostly in-house, so it can be quickly updated.



Increasing communication between citizens, public officials and professional staff on County land use issues.

The planning process pointed to benefits of contact between citizens/residents and professionals in planning and zoning. Clear questions and quick responses can greatly improve land use decision making.

Tasks: Develop and maintain a set of pages of the County website for delivering information to citizens. Forms, policies, procedures, and even demonstrations of the impact of various land use actions, can be included. An annual county land use forum can be hosted by the County. Regional understanding of land use issues can be improved by forums like those sponsored in 1997.

Key Players: The University of Wisconsin Extension CRD Agent; the Northwest Regional Planning Commission Planners; the Burnett County Long Range Planning Committee members; the County Zoning Administrator; the County Surveyor/Land Information Supervisor; the County Conservationist; and the County Board; and the county Website Administrator.

Time Frame: This will take place throughout 1998 and beyond. Forums will be held in June and December. Website information will be available by September 1998.

✕ **Increasing the understanding of local officials and business operators on billboard regulations and guidelines in Burnett County.**

The location and use of billboards in Burnett County is affected by state regulations and guidelines, county regulations, and other concepts. Business owners and local officials need to understand this information to make decisions.

Tasks: The Burnett County Development Association will sponsor a workshop for local officials and business operators on this issue. Materials will be developed and guest speakers will assist. The materials will be available for later use.

Key Players: Zoning Administrator; University of Wisconsin Extension CRD Agent; the County Highway Commissioner; DOT representatives; BCDA members; and private business owners.

Time Frame: The workshop will be completed by October, 1998.

✕ **Enhancing the capacity of lake organizations to address water use conflicts and growth management concerns.**

Lake organizations were cited as effective groups to deal with growth management and conflicts on the County's lakes during the planning process. There are approximately 30 organizations in the County, including the countywide association. However, there are over 200 named lakes and more than 300 unnamed lakes in the county. Also, many of the existing lake organizations are not strong.

Tasks: Educational programs, lake fairs, board retreats, and promotional activities are needed to increase lake organization numbers and capacity. Lake organizations should be encouraged to pursue lake planning grants to address the most pressing problem on lakes. The County may offer to split the match for these grants through the establishment of a local fund. The County Conservation Committee might be the logical authority for such activities.

Key Players: County Conservationist; County Conservation Committee; University of Wisconsin Extension CRD Agent; local lake organizations (including the Burnett County Lakes and Rivers Association); and the DNR.

Time Frame: This program can begin in 1998, but should be budgeted for in 1999. In 1998, existing organizations can be assisted and plans prepared for more ambitious assistance in 1999.

✕ **Increase the public's understanding of the functions and roles of the various units of government in Burnett County.**

Throughout the planning process the lack of understanding by the general public on the

local government was disappointing. Increasing the knowledge of citizens can assist county residents and seasonal homeowners in understanding and increasing their support for local government.

Tasks: The Long Range planning Committee or perhaps another committee of jurisdiction (Extension Education Committee) can design a plan to increase communication between the general public and local officials. Actions could include: implementation of a government center website to provide information, forms, and other assistance; opening the government center on Saturday mornings or extended evening hours; producing an annual newsletter on progress; holding meetings on important issues throughout the County; and alternately, holding general listening sessions throughout the County.

Key Players: The Long Range Planning Committee; the University of Wisconsin Extension Education Committee; the University of Wisconsin Extension CRD Agent; the County Clerk; and others, as needed.

Time Frame: This plan can be written in the remainder of 1998 and implemented in 1999.