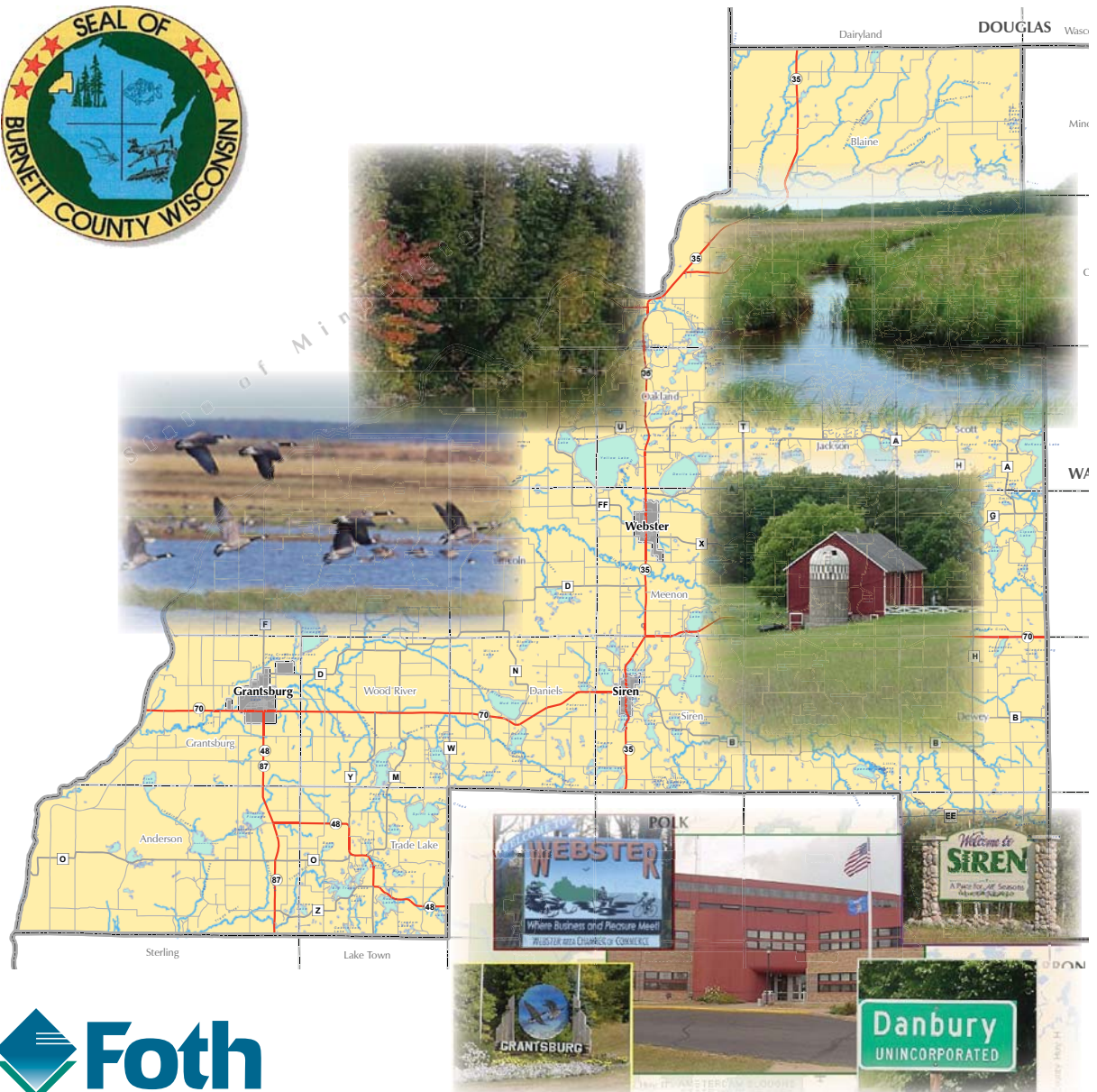


## Volume 2: Plan Recommendations Report

# Burnett County - Year 2030 Comprehensive Plan

## Burnett County, WI

March 2010



This page intentionally left blank.

County Resolution to be Inserted Here

This page intentionally left blank.



County Ordinance to be Inserted Here

This page intentionally left blank.

# Burnett County Year 2030 Comprehensive Plan

## Contents

---

	Page
1. Issues and Opportunities .....	1-1
1.1 Introduction.....	1-1
1.2 Plan Summary.....	1-2
1.3 Burnett County 2030 Vision .....	1-7
1.4 Comprehensive Planning Law Local Planning Goals .....	1-10
1.5 Comprehensive Plan Development Process and Public Participation .....	1-11
1.6 Issues and Opportunities Goals and Objectives.....	1-13
1.7 Issues and Opportunities Policies and Recommendations.....	1-14
2. Population and Housing .....	2-1
2.1 Population and Housing Plan.....	2-1
2.2 Housing for All Income Levels.....	2-2
2.3 Housing for All Age Groups and Persons with Special Needs.....	2-3
2.4 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing .....	2-3
2.5 Maintaining and Rehabilitating the Existing Housing Stock.....	2-5
2.6 Population and Housing Goals and Objectives.....	2-5
2.7 Population and Housing Policies and Recommendations.....	2-6
3. Transportation .....	3-1
3.1 Transportation Plan.....	3-1
3.2 Planned Transportation Improvements .....	3-1
3.3 Comparison with County, State, and Regional Transportation Plans.....	3-3
3.4 Transportation Goals and Objectives.....	3-4
3.5 Transportation Policies and Recommendations.....	3-5
4. Utilities and Community Facilities.....	4-1
4.1 Utilities and Community Facilities Plan.....	4-1
4.2 Planned Utility and Community Facility Improvements .....	4-2
4.3 Coordination of Community Facility Improvements.....	4-17
4.4 Utilities and Community Facilities Goals and Objectives.....	4-21
4.5 Utilities and Community Facilities Policies and Recommendations.....	4-24
5. Agricultural, Natural, and Cultural Resources .....	5-1
5.1 Agricultural, Natural, and Cultural Resources Plan.....	5-1
5.2 Key Planning Process Considerations .....	5-3
5.3 Agricultural, Natural, and Cultural Resources Goals and Objectives .....	5-7
5.4 Agricultural, Natural, and Cultural Resources Policies and Recommendations .....	5-11

6.	Economic Development .....	6-1
6.1	Economic Development Plan.....	6-1
6.2	Economic Development in the Planning Process .....	6-2
6.3	Desired Business and Industry.....	6-4
6.4	Sites for Business and Industrial Development .....	6-4
6.5	Focus on Sustainable Economic Development.....	6-5
6.6	Economic Development Goals and Objectives.....	6-11
6.7	Economic Development Policies and Recommendations.....	6-14
7.	Intergovernmental Cooperation.....	7-1
7.1	Intergovernmental Cooperation Plan .....	7-1
7.2	Intergovernmental Opportunities, Conflicts, and Resolutions.....	7-2
7.3	Key Planning Process Results.....	7-4
7.4	Intergovernmental Cooperation Goals and Objectives .....	7-8
7.5	Intergovernmental Cooperation Policies and Recommendations .....	7-9
8.	Land Use.....	8-1
8.1	Future Land Use Plan.....	8-1
8.2	Future Land Use Management Areas and Policies .....	8-6
8.3	Key Land Use Tools .....	8-18
8.4	Existing and Potential Land Use Conflicts .....	8-26
8.5	Edge-Matching of Local Land Use Plans .....	8-27
8.6	Opportunities for Redevelopment.....	8-28
8.7	Designation of “Smart Growth” Areas .....	8-29
8.8	Land Use Goals and Objectives .....	8-31
8.9	Land Use Policies and Recommendations .....	8-33
9.	Implementation.....	9-1
9.1	Action Plan.....	9-1
9.2	Recommended Changes to Land Use Programs and Regulations .....	9-5
9.3	Non-Regulatory Land Use Management Tools .....	9-21
9.4	Functional and Strategic County Plan Updates .....	9-21
9.5	Coordinated County-Town Review: Sideboard Approach .....	9-22
9.6	Comprehensive Plan Amendments and Updates .....	9-29
9.7	Integration and Consistency of Planning Elements .....	9-30
9.8	Measurement of Plan Progress.....	9-32
9.9	Implementation Goals and Objectives .....	9-33
9.10	Implementation Policies and Recommendations .....	9-34

## Tables

Table 4-1	Coordination Opportunities for County and Local Planned Capital Projects .....	4-17
Table 8-1	Future Land Use, Burnett County, 2007 .....	8-17
Table 9-1	Comparison of Land Use Management Areas and Existing Zoning - Residential ..	9-8

## Figures

Figure 6-1	The Centrality of Economic Development .....	6-3
Figure 6-2	Economic Development and Quality of Life Connections .....	6-3
Figure 7-1	Density and Timing of Development Scenarios .....	7-7
Figure 8-1	Future Land Use, Burnett County, 2007 .....	8-17
Figure 9-1	County Zoning Coordination Evaluation Criteria.....	9-7
Figure 9-2	Typical Site Design Example.....	9-17
Figure 9-3	The Sideboard Approach .....	9-22
Figure 9-4	Interrelationships of Land Use Decisions .....	9-23
Figure 9-4	County/Local Coordinated Decision Making Process .....	9-26

## Maps

Map 4-1	Planned Community Facility and Transportation Improvements .....	4-19
Map 8-1	Future Land Use .....	8-9

## Appendices

Appendix A	Burnett County Comprehensive Plan Validation Survey Report
Appendix B	Public Participation Plan
Appendix C	Rural Land Development Potential Scenarios
Appendix D	Wisconsin Working Lands Initiative
Appendix E	Glossary of Terms

### Element Abbreviations

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

This page intentionally left blank.

# 1 Issues and Opportunities



This page intentionally left blank.



# 1. Issues and Opportunities

## 1.1 Introduction

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

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

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

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

### Grant Award

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

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

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

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

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

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

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

## 1.2 Plan Summary

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

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

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

#### Planning for Anticipated Growth

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

or even a 200 lot development, but there may very well be 20 subdivisions with 5-10 lots or more. The Burnett County comprehensive plan creates a framework to help ensure that over time change results in a positive future. A cohesive vision and relevant public policy is important to have when change takes place slowly over time. Only by intentionally managing growth and development will the sum of the parts fit together to fulfill a county's or community's vision for the future.

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

## **RECOMMENDATIONS SUMMARY**

### **Population and Housing**

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

### **Transportation**

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

### **Utilities and Community Facilities**

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

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

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

### **Economic Development**

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

## **Intergovernmental Cooperation**

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

## **Land Use**

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

## **Implementation**

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

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

Key findings of this survey include:

### **Quality of Life**

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

### **Services and Facilities**

- ♦ More than half of respondents rated fire protection, police protection, county parks, and county road maintenance as good or excellent.
- ♦ One service, wireless telecommunication, had more than one-half of all respondents in the County sample rating it fair or poor.

- ♦ An overwhelming majority (87%) indicated they favor the sharing of community services if savings occurred and service quality was maintained.

### **County Budget**

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

### **Growth and Development**

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

### **Residential Development**

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

### **Economic Development**

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

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

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

### 1.3 Burnett County 2030 Vision

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

#### Issues and Opportunities Goals

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

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

#### Housing Goals

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

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

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

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

#### Transportation Goals

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

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

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

### **Utilities and Community Facilities Goals**

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

**Goal:** Provide quality and accessible parks and recreational facilities.

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

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

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

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

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

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

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

**Goal:** Promote quality schools and access to educational opportunities.

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

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

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

#### **Natural Resources**

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

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



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

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

**Goal:** Protect air quality.

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

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

### **Cultural Resources**

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

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

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

### **Economic Development Goals**

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

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

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

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

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

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

### Intergovernmental Cooperation Goals

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

### Land Use Goals

- Goal:** Guide the efficient use of land through a unified vision of planned growth in recognition of resource limitations and County goals and objectives.
- Goal:** Plan for a desirable pattern of land use that contributes to the realization of the county's, towns', and villages' goals and objectives for the future.

### Implementation Goals

- Goal:** Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect Burnett County.
- Goal:** Balance appropriate land use regulations and individual property rights with community interests and goals.

## 1.4 Comprehensive Planning Law Local Planning Goals

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

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

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

## 1.5 Comprehensive Plan Development Process and Public Participation

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

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

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

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

### **County Comprehensive Planning Committee Meeting**

This group included representation from the County Board and every community in Burnett County, whether the community was a participant in the planning process or not. Before the formal plan adoption process began, this group took action to express its unified support for the draft county plan document. On December 16, 2009, the County Comprehensive Planning Committee unanimously approved a resolution to approve the preliminary draft of the county comprehensive plan and to forward it to the Burnett County Land Use and Information Committee. The CPC recommended the draft be forwarded to the general public for review and public hearing based on authorization to proceed as noted.

### **Public Informational Meetings**

The first round of public informational meetings was held April 6, 2009 at the Siren High School Auditorium at 6:00 p.m., followed by a 1:30 p.m. meeting April 7, 2009 at the Burnett County Government Center. The meetings consisted of an open house and presentation of the planning process, existing trends and conditions, and draft goals, objectives and policies. On January 19, 2010, a public informational meeting was held at the Burnett County Government Center in Meenon at 6:30 to review and discuss the Recommended Draft *Burnett County Year 2030 Comprehensive Plan*. The meeting consisted of a presentation of primary plan recommendations followed by a question and answer session and open house.

### **Public Hearing**

On February 9, 2010, a public hearing was held on the Recommended Draft *Burnett County Year 2030 Comprehensive Plan* at the Burnett County Government Center. The hearing was preceded by Class 1 notice along with local articles and postings. Public comments were accepted for 30 days prior to the hearing, along with testimony submitted at the hearing. There were 46 comments submitted prior to the public hearing, with 10 opposed and 36 in favor of the Plan as recommended or with modifications. Three people submitted oral testimony at the public hearing in favor of the plan with modifications, and there was one additional written comment submitted.

The Comprehensive Planning Committee (CPC) met on February 16, 2010 to review all of the public hearing comments and written comments received. The CPC prepared clarifications and recommendations for Plan revisions based on submitted comments. The CPC then recommended approval of the Comprehensive Plan, with revisions to the County Land Use and Information Committee. The Burnett County Land Use and Information Committee met on March 2, 2010 as indicated below.

### **Land Use and Information Committee and County Board Action**

On March 2, 2010, the Burnett County Land Use and Information Committee discussed the Recommended Draft of the *Burnett County Year 2030 Comprehensive Plan* and results from the January 19, 2010 public informational meeting, February 9, 2010 public hearing, and February 16, 2010 County Comprehensive Planning Committee meeting. The Land Use and Information Committee recommended approval of the plan to the County Board and referred the plan to the Burnett County Policy and Planning Committee for discussion and review March 16, 2010. The Policy and Planning Committee recommended the Plan be discussed and considered for adoption by the Burnett County Board March 18, 2010. The full County Board met and discussed the Plan at the March 18, 2010 meeting and adopted the comprehensive plan by passing ordinance number \_\_\_\_\_ with a vote of \_\_\_\_\_.

### **Distribution of Plan Documents**

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

## **1.6 Issues and Opportunities Goals and Objectives**

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

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

### ***Objectives***

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

- D. Ensure Burnett County has a well-informed citizenry concerning planning and development issues.

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

***Objectives***

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

## 1.7 Issues and Opportunities Policies and Recommendations

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

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

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

The goals and objectives are included here for reference.

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

***Objectives***

- A. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- B. Establish a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

- C. Improve coordination with neighboring counties, bordering municipalities, and local municipalities to ensure coordinated decision making and the reduction of incompatible land uses.
- D. Ensure Burnett County has a well-informed citizenry concerning planning and development issues.

### **Policies and Recommendations**

- 1. The county shall conduct business related to land use decision making by utilizing an open public process and by considering its comprehensive plan.
- 2. Public participation shall continue to be encouraged for all aspects of county governance.
- 3. Sustainable business practices should be considered and implemented where possible (being ‘sustainable’ defined as continuing as a viable unit of government focused on the demographic, natural resource, economic, and fiscal sustainability).

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

### ***Objectives***

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

### **Policies and Recommendations**

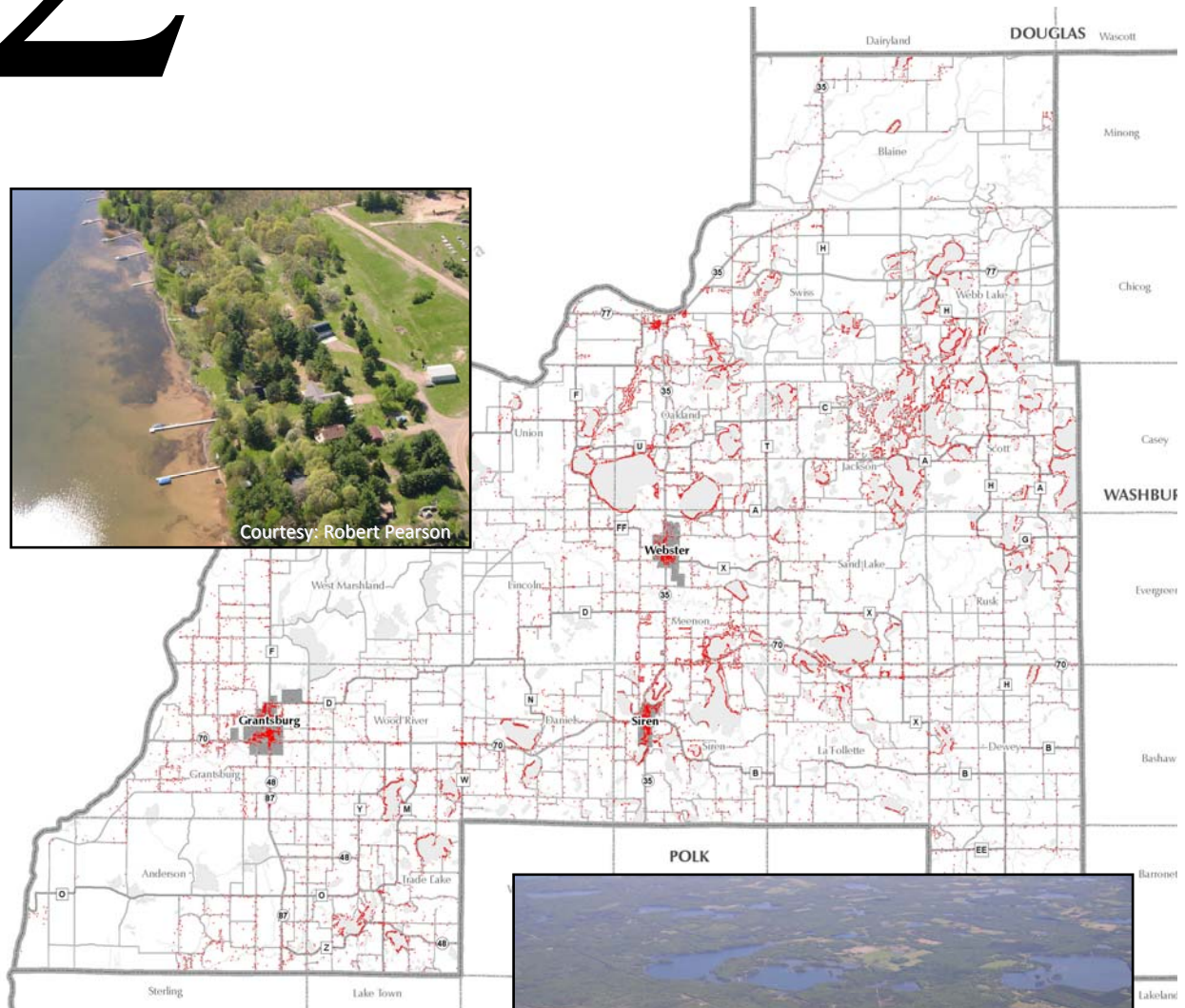
- 1. Innovative planning or related land use initiatives or ideas will be given full consideration while in county development review.

This page intentionally left blank.



# 2

## Population and Housing



This page intentionally left blank.

## 2. Population and Housing

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

### 2.1 Population and Housing Plan

Burnett County's plan for population and housing is to be prepared for projected growth and to encourage the development and redevelopment of housing that contributes to the fulfillment of county and local comprehensive plans. Burnett County as a whole is expected to experience steady growth over the next 20 to 25 years at a rate faster than that of the State of Wisconsin. Projections for 2030 population range from about 13% using the Wisconsin Department of Administration projections to nearly 32% growth using a linear historical projection from 2008 to 2030. Projections for housing units range anywhere from about 10% to more than 25% growth from 2008 to 2030 using the same methodology. From the county perspective, the primary issues and opportunities related to these expected changes are the diversifying needs of the population (e.g., the aging segment of the population, increasing racial diversity, changing housing needs, etc.) and the potential impacts of housing growth on the landscape, economy, and cost of providing public services and utilities.

#### Housing Recommendations Summary

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

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

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

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

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

## 2.2 Housing for All Income Levels

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

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

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

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

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

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

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

## 2.3 Housing for All Age Groups and Persons with Special Needs

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

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

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

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

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

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

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

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

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

#### Urban Management Areas

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

#### Rural Management Areas

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

In total, these future Land Use Management Areas include approximately 49,000 acres of Burnett County's landscape.

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

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

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

## 2.5 Maintaining and Rehabilitating the Existing Housing Stock

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

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

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

## 2.6 Population and Housing Goals and Objectives

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

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

### ***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

## 2.7 Population and Housing Policies and Recommendations

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



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

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

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

### **Policies and Recommendations**

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

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

**Policies and Recommendations**

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

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

**Policies and Recommendations**

1. The county shall allow flexible site design (e.g., lot size) and allow clustering of building sites to help lower land costs, preserve farmland, and reduce woodland fragmentation provided proposals are consistent with other provisions of the comprehensive plan.
2. Manufactured dwellings should feature designs similar to “stick-built” homes.
3. Establish development standards for housing other than single family housing.
4. Cluster residential development will be promoted to minimize land use impacts while accommodating development and greenspace.
  - a) Houses should be clustered as to minimize the visual and environmental impacts to the rural landscape.

5. Any multi-family residential development that abuts established low-density residential areas should be very carefully designed to minimize potential negative impacts on existing homes.
6. Housing within rural areas should be placed on the landscape in a fashion that reduces the impacts to natural vegetation, preserves quality farmland, reduces farmland fragmentation and does not block potential road extensions.
7. Housing ordinances, policies, standards and guidelines shall be made available to new homeowners to ensure their knowledge of local housing regulations.

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

#### **Policies and Recommendations**

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

This page intentionally left blank.

# 3

## Transportation



This page intentionally left blank.

## 3. Transportation

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

### 3.1 Transportation Plan

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

communities. The *Transportation* element goals, objectives, policies, and recommendations provide further detail on how Burnett County's plan for transportation will be achieved.

#### Transportation Recommendations Summary

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

### 3.2 Planned Transportation Improvements

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

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

### **County Highway Projects**

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

#### **2009**

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

#### **2010**

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

#### **2011**

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

#### **2012**

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

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

### **Burnett County Airport**

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

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

### **Improvement Coordination**

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



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

### 3.3 Comparison with County, State, and Regional Transportation Plans

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

#### **Analysis of Capital and Physical Improvement Plans**

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

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

#### **Recommended Changes to Functional or Jurisdictional Classification**

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

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

### 3.4 Transportation Goals and Objectives

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

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

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

### 3.5 Transportation Policies and Recommendations

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

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

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

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

### **Policies and Recommendations**

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

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

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

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

## **Policies and Recommendations**

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

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

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

### **Policies and Recommendations**

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

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

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

This page intentionally left blank.



# 4 Utilities and Community Facilities



Courtesy: Burnett County Tourism



Courtesy: Scott Hoffman



Courtesy: Burnett County Tourism



Courtesy: Burnett County Tourism



Courtesy: Scott Hoffman

This page intentionally left blank.

## 4. Utilities and Community Facilities

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

### 4.1 Utilities and Community Facilities Plan

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

#### Utilities and Community Facilities Recommendations Summary

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

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

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

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

These challenges are defined by the combination of shrinking government budgets, the need to maintain existing infrastructure, and the potential need to expand services with new growth. Compounding the problem is the rising cost of fuel and energy and the impacts on construction costs, vehicle use costs, and the cost of heating, cooling, and powering public buildings. As a result of these trends, Burnett County should also expect increased emphasis on cost-saving measures such as intergovernmental cooperation and sustainable practices.

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

## 4.2 Planned Utility and Community Facility Improvements

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

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

### **Public Buildings and Administrative Facilities and Services**

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

#### Burnett County Government Center Building Feasibility Study

- ♦ Burnett County commissioned a space needs study in 2009 for the Burnett County Government Center to evaluate the existing facility conditions and anticipated space needs. The idea of a space needs study started in 2002 when jail over-crowding became an issue, which subsequently led to an evaluation of the jail facility and the corresponding long term needs. Modifications to the jail based on that evaluation have not been implemented to date. The space needs issue was addressed again in 2006 when

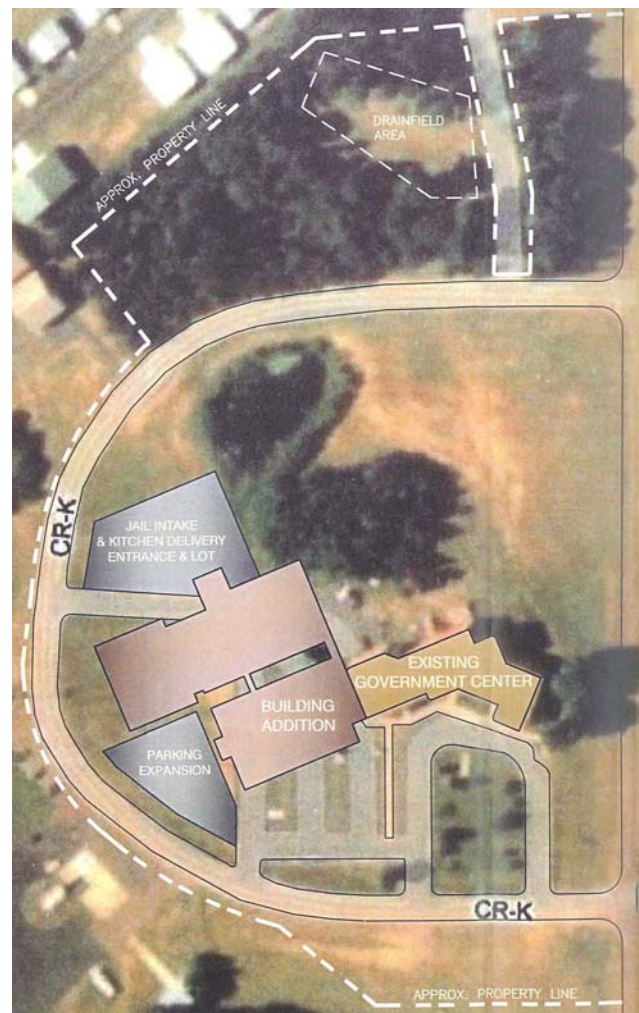


the Sheriff's Department wanted to use some carryover funds to build a storage shed. The process of needs assessment was replicated with other departments as a result.

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

#### Study Recommendations:

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



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

### Burnett County Highway Department Space Needs Study

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

### Planned Capital Improvements – County Facilities

- ♦ Government Center: Heating, ventilation, air conditioning repairs as needed.
- ♦ Government Center: Roof systems improvements as needed.
- ♦ Information Systems Department software or core network switching infrastructure, or uninterruptible power supply unit.
- ♦ The Burnett County Administrator facilitates a capital improvements program for all county departments in conjunction with the annual budgeting process. Fiscal planning is coordinated and budgeted in accordance with need and priority. This plan acknowledges the process in place and references the plans and improvements as documented.

### **Police Services**

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

### Planned Capital Improvements

- ♦ Public safety communication facilities as identified in the *Telecommunication Facilities and Power Plants/Transmission Lines* section below
- ♦ The Burnett County Sheriff's Department has a capital improvements plan in place in conjunction with the annual budgeting process. Needs are coordinated and budgeted in accordance with need and priority. This plan acknowledges the process in place and references the plans and improvements as documented.

## **Fire and Rescue Services**

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

## **Libraries and Cemeteries**

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

## **Schools**

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

## **Parks and Recreation**

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

### Burnett County Outdoor Recreation Plan, 2004 Recommendations

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

#### Land Based Activities:

- ♦ **Camping**

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

- ♦ Picnicking

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

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

- ♦ Nature Study and Hiking

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

- ♦ Bicycling

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

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

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

- ♦ Sightseeing

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

- ♦ Horseback Riding

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



- ♦ Skiing

Downhill: The lack of suitable terrain will severely hamper downhill skiing regardless of the demand in Burnett County. Close proximity to many existing ski resorts within one or two hours driving time should satisfy local demands. There is an interest, however, in the development of a beginner's hill, with room for sledding, tobogganing and possible a small ski jump. If a suitable site could be purchased such a facility could become a very popular winter recreation area.

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

- ♦ ATVs

As ATV use is constantly growing, more trails and better management of them are going to have to happen. Controversy regarding ATV use is likely to persist into the foreseeable future, as there are groups with very strong feelings on both sides of the issue. The only real solution to these problems is to work with stakeholder groups and promote responsible riding. A County ATV ordinance for the use of county roads is currently being developed and may serve as a town model.

- ♦ Snowmobiling

The demand on snowmobile trails continues to increase in Burnett County. The percentage of non-resident snowmobilers using the trails in Burnett County continues to increase yearly. Burnett County would benefit greatly in additional development of trails especially in the southeastern and far western portion of the county.

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

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

Burnett County will continue to work with the snowmobile clubs to maintain and improve the trails with safety in mind. Bridge and trail re-habilitation will continue as needed. Development of wooden shelters and restroom areas are recommended for remote locations along the snowmobile trail. Any future trail construction or development will include those projects that enhance the existing trail network.

- ♦ **Hunting and Target Shooting**

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

#### Water Based Activities

- ♦ **Fishing**

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

- ♦ **Motor Boating and Water Skiing**

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

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

- ♦ Canoeing

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

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

- ♦ Swimming

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

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

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

## **Recommendations for County Parks**

- ♦ Clam Dam Park

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

Improvements that would enhance this park include the following:

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

- ♦ **Clam Flowage Access**  
Future improvements include a designated parking area, an upgraded boat launch, and a restroom facility that is handicapped accessible.
- ♦ **Clam Lake Narrows**  
Future improvements to the park could include refitting the existing restroom with better risers and stall hardware. Sandblasting and painting the interior and exterior would greatly improve its appeal also. A handicap accessible boat dock would be a good addition. It is advised that we continue to not provide garbage cans at this park as the high volumes of traffic from highway 70 would quickly over run whatever capacity we were to provide.
- ♦ **Deer Lake Park and Boat Access**  
Future considerations for development include an upgraded concrete boat ramp with a dock. A small open sided picnic shelter with a BBQ grill is also identified for development. A restroom facility might be considered as the need arises. Because of its location, this park is used primarily for accessing a quality fishing lake and for solitude.
- ♦ **Devils Lake Beach and Boat Landing**  
Water depths at this access are shallow and sand dredging has helped deepen the launch site. Dredging will probably be continued in the future to allow for adequate launching. Maintenance of the concrete boat ramp continues to be a concern. Previous winters have caused ice to push the concrete pad under the black top, buckling the concrete boat ramp. Burnett County will continue to maintain and improve the boat ramp to allow for adequate launching. Improve the accessibility by widening the rest room doors to 36" and adding grab bars to the toilet stall.

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

- ♦ **Eagle Lake Access**  
There are no other developed facilities on this three-acre piece. This access receives relatively low use and impact. Burnett County will continue to maintain this lake access. Future development will be limited. A sign marking this access point is needed off Eagle Lake Road.
- ♦ **Godfrey Lake Access**  
Improvements to enhance this park include the removal of an outdated concrete block restroom structure. This would be replaced with a sealed vault toilet facility that meets all handicap accessibility, zoning and water protection requirements. The demand for a new restroom is not a high priority at this time. Installation of a park identification sign might also be considered in the future.

- ♦ Jeffries Landing

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

- ♦ Lake 26 Park and Camp

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

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

- ♦ Little McGraw Lake Access

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

- ♦ Mallard Lake Access

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

- ♦ Meenon Park

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

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

- ♦ Ralph Larrabee Park

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

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

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

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

### **Recommendations for Gandy Dancer Trail Segment in Burnett County**

#### **Maintenance**

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

#### **Access and Boundary Control**

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

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

#### **Trail Patrol**

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

#### **Development Recommendations**

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

- ♦ **Elbow Lake**  
Development recommendations include a wood deck overlooking Elbow Lake. Maintain the scenic lake views from the trail through selective cuttings. Maintain the access trail from WDOT wayside to the G.D.T.
- ♦ **Clear Lake**  
WDNR land, on the west side of Clear Lake, is being recommended for future development. Development will include constructing a short trail loop and lake access day use area. Facilities located at this day use area will include a bicycle rack, picnic tables, BBQ grills, a small shelter, and a scenic overlook. This day use facility will be accessible to G.D.T. users.
- ♦ **Siren**  
Consider future development of a hard asphalt surface on the trail segment within the village. Other recreational needs, such as rollerblading, would then be available to the public. This segment would provide a safe suitable area for rollerblading.
- ♦ **Burnett County Trail Campground**  
The opportunity exists to provide a trail campground near the mid-point in the county for trail users. The area being proposed would be accessible from CTH D and the G.D.T. This primitive campground would provide minimal services and not compete with the commercial campgrounds in the county. Facilities would include a gravel loop road to the camping sites, restrooms, water, electricity, and approximately 20 sites.
- ♦ **Webster**  
Install a business directory sign on the village Main St. Construct a hard surface trail. A small segment of trail within the village could be developed into a hard surface asphalt trail which would provide opportunities for other recreational activities, such as rollerblading. Develop a parking area in the village along the G.D.T. and Main St. Burnett County owns property on the north side of Main St, west of Pike Ave., which would provide an ideal parking area. The county also owns property south of Main St. and east of the G.D.T. Other development projects include constructing a small shelter, restrooms, water, picnic area, and installing a bicycle rack. Also consider connecting the facility with the village's sewer and water. The village maintenance building is near the trail which already has sewer and water. This idea was suggested at one time by the Village Board but has not been addressed recently. Further contact will be made with the village to decide on a location for the parking area and facilities.
- ♦ **Yellow River Crossing**  
This site provides an excellent view of the Yellow River. A wood observation deck with benches would be constructed at the same grade as the trail. An interpretive sign would also be installed. This sign would give a brief description about the Yellow River, its history and uses.

- ♦ Jeffries Landing  
The trail parallels the east shore of Yellow Lake and passes this county boat access and small picnic area. Development would include installing new restrooms (with a water source) according to ADA standards. Enlarge the picnic area as the demand from trail users increases. Install a wooden sign identifying Jeffries Landing, off the G.D.T.
- ♦ Round Lake  
Round Lake provides an excellent trail access to a sand beach lake with views of the trail as it passes the east shore. Recommendations include further development of the day use area with more picnic tables, a picnic shelter, restrooms, and a water fountain. Installing a retaining wall with stairwells is also suggested. The retaining wall will help to stabilize the erosion of sand that is currently taking place. Landscaping the park and rock memorial with shrubs and small trees will enhance the aesthetics and provide shade.
- ♦ Danbury  
An informational sign is provided at this location for visitors at the parking area. A trail facility map along with various trail use signs will be displayed on the informational sign. More barriers and some signs should be placed around the parking area to try to control the abuse that area is receiving.
- ♦ St. Croix River Crossing  
Development will include a wooden observation deck with benches and an interpretive sign. This interpretive sign would describe the history and uses of the St. Croix National Scenic Riverway. A timber step walkway is also suggested to be constructed on the south end of the bridge down to the river. Picnic tables or benches could be installed along the river.

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

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



## **Solid Waste Disposal and Recycling**

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

## **Sanitary Sewer Service**

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

## **On-Site Wastewater Treatment Technology**

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

## **Water Supply**

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

## **Stormwater Management**

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

## **Telecommunication Facilities and Power Plants/Transmission Lines**

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve Burnett County. Burnett County existing emergency communication system, as facilitated by the existing tower infrastructure, has proven in need of improvement based on lack of consistent service coverage in certain areas of the county. Burnett County has been studying potential system improvements including additional tower locations. Burnett County has developed a plan for public safety communications. **The final designated site locations and associated engineering studies will be completed in 2010.** Potential conflict with proposed tower locations may occur as siting towers and similar structures is usually associated with significant public debate. Over the course of the planning period, telecommunication and power service providers should be consulted directly for additional information and plans as they become available, and Burnett County should take a lead role in public communication and education on the anticipated needs and proposed solutions. The

following list of sites and ownership denotes the potential site locations for facility improvements.

### **Proposed Town Improvements**

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

### **Health Care and Child Care Facilities**

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

#### Planned Capital Improvements at County Health Care Facilities :

The Burnett County Health and Human Services Department has several functions spanning community-based public assistance programs. Capital improvements, if any, are geared toward physical facility improvements. Burnett County addresses such capital improvements in conjunction with the annual budgeting process. Needs are coordinated and budgeted in accordance with need and priority. This plan acknowledges the process in place and references the plans and improvements as documented.

### **Highways and Bridges**

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

#### Planned Capital Improvements:

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

### 4.3 Coordination of Community Facility Improvements

The *Utilities and Community Facilities* element of the multi-jurisdictional comprehensive planning process presents opportunities for intergovernmental coordination of capital improvements. Table 4-1 compiles the major utility and community facility improvement projects identified in the county and local comprehensive plans. Projects for regular or ongoing maintenance of existing facilities have not been included.

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

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

S = Short term recommendation (one to five years)

L = Long term recommendation (six to 20 years)

\* Includes expansion, renovation, and new construction projects.

Planned projects in communities not participating in the plan are not included in the table.

This page intentionally left blank.

# MAP 4 - 1

## PLANNED COMMUNITY FACILITY AND TRANSPORTATION IMPROVEMENTS

### Burnett County, Wisconsin

#### Legend

##### Base Layers

- State Highway
- County Highway
- Town Road
- Rivers
- Lakes
- PLSS Sections
- Village Boundary
- Township Boundary
- County Boundary

##### Planned Improvements

###### Local Plans

###### Short Term (1-5 yrs)

- Community Facility Improvement
- Road Improvements

###### Long Term (6-20 yrs)

- Community Facility Improvement
- Road Improvements

###### County Plans

- County Facility Improvement
- Other Transportation Project
- Repair Road

###### State Plans

- Repair Road

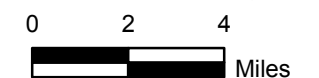
###### Utility Service Areas

- Existing Sanitary Sewer Service Area

This map displays data regarding planned physical improvements. This map works together with the text of the Utilities and Community Facilities and Transportation elements of the Comprehensive Plan. Nothing on this map commits the community to a particular road, utility, or community facility improvement project, but rather shows the overall plan for potential physical improvements at the time of comprehensive plan adoption.

This map can be used as a reference for comprehensive planning purposes. This map can be used as a guide when making decisions regarding land use and the coordination of growth with infrastructure conditions and improvements. Strategic plans such as park and recreation plans, capital improvement plans, transportation plans, and the like, should be consistent with this map or used to update this map. This map can be used as a reference to monitor community growth and change to determine whether the comprehensive plan has been effectively implemented.

Source: Burnett County



X:\CB\AE\2008\08B042\CIS\mxd\planned\burnett\_co\_planned.mxd  
December 10, 2009 Drawn by: DAT Checked by: JDW

This page intentionally left blank.

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

- ♦ Municipal hall/administrative space (expansion, renovation, or new construction)
- ♦ Public works facility/municipal garage/storage (expansion, renovation, or new construction)
- ♦ Sewer main upgrades
- ♦ Water main upgrades
- ♦ Lift station upgrades
- ♦ Cemetery improvements
- ♦ Road or bridge improvements

#### 4.4 Utilities and Community Facilities Goals and Objectives

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

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

***Objectives:***

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

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

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

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

- A. Continue to provide county-wide leadership and coordination of efforts to monitor groundwater quality and potential contamination issues.



- B. Encourage the increased use of wellhead protection planning as cooperative efforts between municipalities.
- C. Consider the potential impacts of development proposals on public and private wells.

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

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

#### **4.5 Utilities and Community Facilities Policies and Recommendations**

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

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

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

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

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

### **Policies and Recommendations**

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

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

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

**Policies and Recommendations**

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

9. New development and planned utilities, service facilities, and roads should be designed to limit the potential negative impacts to recreational resources such as public lands, wildlife habitat, surface water, interconnected green space corridors, wetlands, woodlands and other existing vegetation, public access, hunting opportunities, existing and proposed trails, and motorized recreational vehicle (ATV, snowmobile, etc.) use opportunities.
10. Concentrated residential developments shall be within a service area of a neighborhood community or regional park facility.
11. Ensure that neighborhood parks are incorporated into the design of future subdivisions.
12. Ensure a sufficient quantity of suitable land is set aside for parks and recreational purposes during the site planning process for new residential development projects.
13. All park facilities shall be in compliance with the Americans with Disabilities Act.

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

#### **Policies and Recommendations**

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

9. Villages should consider extending public utilities only to areas inside the village limits or to areas outside the village limits that are subject to the terms of an intergovernmental agreement.
10. Whenever possible, utilize the most current technological disposal systems as a replacement for failing conventional privately owned treatment systems.

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

#### **Policies and Recommendations**

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

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

#### **Policies and Recommendations**

1. Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding.
2. Proposed developments shall not increase flooding potential to adjacent lands or adversely affect the water supply to adjacent land.
3. The County Subdivision Code and Shoreland Zoning Ordinance should be updated to require stormwater management and erosion control best management practices for construction sites and post-construction.
4. All community development shall attain pre-development levels of stormwater run-off during and after development through best management practices.
5. New development shall use best management practices for construction site erosion control.

6. Erosion and sediment control practices shall be used when removing the vegetative cover of the land or exposing the soil for projects less than one (1) acre and those greater than one (1) acre which require a WDNR permit.
7. Stormwater runoff as the result of development shall not be discharged into wetlands and closed depressions, except for those associated with approved stormwater management strategy.
8. The county and communities should cooperatively prepare a drainage system plan for the area and identify major drainage facilities.
9. The county shall implement procedures to ensure that public and private stormwater collection, retention/detention, and treatment systems are properly maintained.
10. The county will require new development projects and transportation facilities to include approved stormwater management strategies.
11. Stormwater management and erosion control provisions shall be established as a component of the building permit review process. Proposed development shall have an approved stormwater management and erosion control plan.

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

### **Policies and Recommendations**

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

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

### **Policies and Recommendations**

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



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

**Policies and Recommendations**

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

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

**Policies and Recommendations**

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

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

**Policies and Recommendations**

1. Work with local school districts in order to anticipate future service and facility needs.
2. Land uses compatible to school facilities that produce little noise and minimal traffic shall be pursued and planned for near any future school facilities.
3. Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.
4. Support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government.
5. Maintaining and improving library facilities and services shall be pursued within the planning period.
6. Efforts to improve library facilities shall include fund raising and building of a relationship with private or individual contributors in order to reduce the burden on local government.
7. Maintain the County Board/Student Representatives program.

# 5 Agricultural, Natural, and Cultural Resources



This page intentionally left blank.

## 5. Agricultural, Natural, and Cultural Resources

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

### 5.1 Agricultural, Natural, and Cultural Resources Plan

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

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

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

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

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

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

### **Agricultural Resources**

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

### **Natural and Cultural Resources**

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

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

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

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

## 5.2 Key Planning Process Considerations

### Wisconsin's Livestock Facility Siting Law

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

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

#### Applicability

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

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

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

#### General Permitting Limitations

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

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

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

### Zoning Limitations

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

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

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

### Performance Standards

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

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

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

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



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

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

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

### **Wisconsin Working Land Initiative (WLI)**

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

#### **Farmland Preservation Plans and Zoning (Exclusive Agriculture) Districts**

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

#### **Consistency Between Plans and Regulations**

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

This chapter, the corresponding chapter in the *Inventory and Trends Report*, and the Burnett County Future Land Use Map, and the Burnett County Zoning Map will serve as the foundation for the updated Burnett County Farmland Preservation Plan. As an example, the Certified Farmland Preservation (Exclusive Agriculture) Zoning District within the Working Lands Initiative must include key provisions including the following:

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

#### Farmland Preservation Tax Credits

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

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

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

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

#### Using the Agriculture LUMA for Farmland Preservation Planning

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

the land is located in an AEA. An existing agreement may be amended so that a farmer may claim (higher) tax credits under WLI for the duration of the existing agreement.

### 5.3 Agricultural, Natural, and Cultural Resources Goals and Objectives

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

#### **Agricultural Resources**

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

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

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

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

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

- A. Identify lands where the primary intent is to preserve productive farmland and to allow for farming expansion.
- B. Identify lands where the primary intent is to allow for rural residential development.
- C. Encourage adequate buffers between agricultural uses and residential neighborhoods to minimize potential conflicts.

- D. Consider establishing site design requirements and standards that direct low density rural residential development to areas that minimize conflicts between residential and agricultural land uses and maintain the rural character of the county.

## **Natural Resources**

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

### ***Objectives:***

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

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

### ***Objectives:***

- A. Provide leadership and technical support to property owners to improve water quality.
- B. Encourage the development of support programs to maintain and improve ground and surface water quality and quantity.
- C. Regulate land use practices that have a detrimental impact on the County's waters and wetlands.
- D. Provide maximum protection to wetlands in the County.
- E. Prevent the introduction of new contaminants into the County's ground and surface water systems while reducing and possibly eliminating existing sources of contamination.
- F. Increase awareness relative to the potential shoreline development impacts on water quality.
- G. Consider providing incentives for storm water management of shoreline single-family residential development.
- H. Restrict land use practices which are in conflict with the environment's limited capacity to buffer contamination.

- I. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.
- J. Require the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- K. Continue to develop partnerships with local communities, conservation organizations, and state agencies to address water quality issues.

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

***Objectives:***

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

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

***Objectives:***

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

***Goal ANC 7: Protect air quality.***

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

**Cultural Resources**

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

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

## 5.4 Agricultural, Natural, and Cultural Resources Policies and Recommendations

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

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

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

## **Agricultural Resources**

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

### **Policies and Recommendations**

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



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

**Policies and Recommendations**

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

**Natural Resources**

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

**Policies and Recommendations**

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

4. Environmental corridors shall be defined by location of WDNR designated wetlands and FEMA designated floodplains.
5. Environmental corridors shall be used for natural habitat, conservancy, trails and pathways, and outdoor recreation activities (e.g., hunting, hiking) which do not adversely impact natural features and open spaces found within the corridor.
6. Monitor for the presence of Eurasian water milfoil, purple loosestrife, and other aquatic invasive species in Burnett County, Wisconsin.
7. Educate residents and visitors regarding the identification, threats, and control of aquatic invasive species.
8. Cooperate with private, local, state, and Federal groups to address the threat of aquatic invasive species.
9. Cooperate with other organizations to inspect water craft at public access points to help prevent accidental spread of invasive species into more lakes and rivers.
10. Develop rapid response for eradication of manageable infestations.

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

#### **Policies and Recommendations**

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

8. A POWTS (privately owned wastewater treatment system) inspection, compliance and enforcement program for all septic systems shall be encouraged within the towns to ensure the protection of the area's potable water supply.
9. The use of forestry best management practices will be required within shoreland and wetland areas in which water quality is threatened.

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

**Policies and Recommendations**

1. Lakeshore development shall be in concert with lakes classification and the county zoning ordinance.
2. The development of lake associations and districts will be supported and encouraged within the community.
3. Development of comprehensive river, stream and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement will be pursued within the planning period.

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

**Policies and Recommendations**

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

7. During the building permitting process all permit holders will be informed if the site location is near or within a floodplain.

***Goal ANC 7: Protect air quality.***

**Policies and Recommendations**

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

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

**Policies and Recommendations**

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

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

**Policies and Recommendations**

1. Adhere to the County Mineral Extraction Ordinance.

## **Cultural Resources**

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

### **Policies and Recommendations**

1. Conservation and cluster land division design shall be supported as options for proposed major land divisions to minimize the negative impacts to agriculture, active farms, natural resources, cultural resources, and rural character while accommodating residential development.
2. Substantial development proposals should provide the county with an analysis of the potential cultural resources impacts including, but not necessarily limited to, potential impacts to historic sites, archeological sites, and other cultural resources. The depth of analysis required by the county will be appropriate for the intensity of the proposed development.
3. New development should be placed on the landscape in a fashion that minimizes potential negative impacts to Northwoods character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light intrusion, and quiet enjoyment of these surroundings.

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

### **Policies and Recommendations**

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

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

# 6 Economic Development



Courtesy: Burnett County Tourism



Courtesy: Scott Hoffman



Courtesy: Scott Hoffman



Courtesy: Burnett County Tourism



Courtesy: Scott Hoffman



Courtesy: Scott Hoffman

This page intentionally left blank.



## 6. Economic Development

### 6.1 Economic Development Plan

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

The reason to plan for economic development is straight forward. Economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs that provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a county can provide the level of service residents expect. A balanced, healthy economy is essential for overall county well being. Well planned economic development expenditures are a county investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows county residents and elected officials to determine future direction and guide appropriate types of development according to community goals.

#### Economic Development Recommendations Summary

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

Successful plans for economic development acknowledge the importance of:

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

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

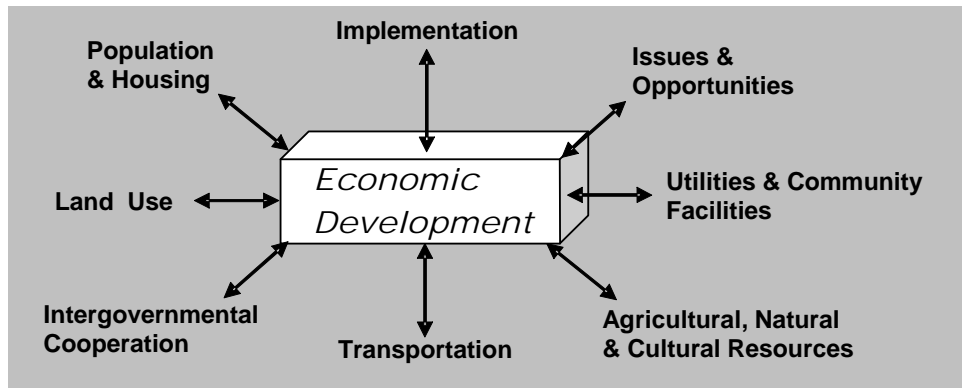
- ♦ Retain and grow existing businesses and attract new businesses – a balance of both is needed.
- ♦ Better connect education and other workforce development efforts with local business and industry workforce needs.
- ♦ Preserve a critical mass of land to support productive land uses (i.e., agriculture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

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

## 6.2 Economic Development in the Planning Process

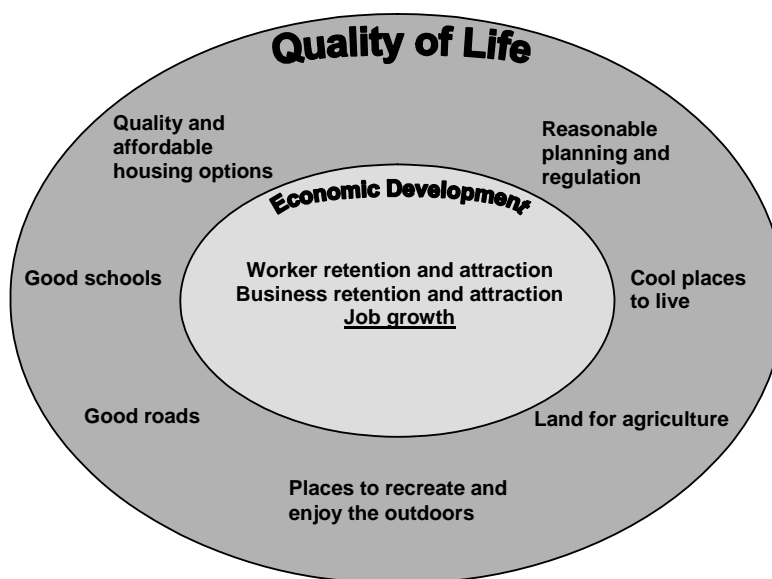
Economic development is a key component of the comprehensive planning process. For example, a safe, efficient, and connected transportation system is necessary to support nearly every economic sector. Municipal utilities and services are required to serve the needs of manufacturing facilities and other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

Figure 6-1  
The Centrality of Economic Development



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

Figure 6-2  
Economic Development and Quality of Life Connections



### 6.3 Desired Business and Industry

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

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

### 6.4 Sites for Business and Industrial Development

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

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

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

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

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

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

### Working Together for Focused Results

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

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

## 6.5 Focus on Sustainable Economic Development

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

### **Retaining Existing Businesses**

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

### **Tourism and Resource-Based Development**

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

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

#### **2003 Tourism Study**

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

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

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

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

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

### **Developing Rural Entrepreneurship**

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

### **Creating Opportunity**

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

Survey results completed as part of the planning process also found that natural amenities factor into the location decisions of entrepreneurs, which should be to Burnett County's advantage. Existing broadband infrastructure, or lack thereof in many parts of the county, will need to be a primary focus to help stimulate rural development opportunity.

### **Home-Based Businesses**

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

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

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

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



## Revitalization and Redevelopment

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

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

### Site Design Considerations for Commercial Uses

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

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

## Regional Economic Recovery

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

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

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

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

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

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

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

double-bottom line funds (double-bottom line funds: risk-adjusted market returns in conjunction with measurable jobs, wealth, and community revitalization in low-income areas).

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

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

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

## 6.6 Economic Development Goals and Objectives

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

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

### ***Objectives:***

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

These shall be supported by a priority system, a revenue mechanism, and an information/education program.

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

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

***Objectives:***

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

which directly or indirectly reduce negative impacts on the environment) within the County.

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

***Objectives:***

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

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

***Objectives:***

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

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

***Objectives:***

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

- E. Attract and support the development of world class communication systems.

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

***Objectives:***

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

## 6.7 Economic Development Policies and Recommendations

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

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

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

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

**Policies and Recommendations**

1. Agriculture shall be supported as a vital component of the county's economic base.
2. Forestry shall be supported as a vital component of the county's economic base.
3. Tourism shall be supported as a vital component of the county's economic base.
4. Continue to provide the existing visitor information service and continue to evaluate the development of a dedicated visitor/tourism center in a visible and easily accessible location in the county.

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

**Policies and Recommendations**

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

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

**Policies and Recommendations**

1. Commercial development should be steered to areas consistent with the local Future Land Use Plan Maps and associated recommendations.
2. Highway corridor development shall be directed to designate planned commercial areas and address building signage, lighting, service, and land use standards.
3. Ensure that there is an adequate supply of serviceable commercial and industrial land located close to adequate transportation services.
4. Future economic development should be located in and/or directed toward areas within which adequate public facilities and services already exist, are programmed for expansion, or will be provided concurrent with development.
5. Industrial development should be steered to villages capable of providing sewer and water services.
6. The development of industrial areas will be preceded by a site development and long term industrial plan for the community. Public involvement will be required during the formation of any such plans.

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

**Policies and Recommendations**

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



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

**Policies and Recommendations**

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

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

**Policies and Recommendations**

1. Encourage industries that provide educational and training programs and those that provide family- and high-wage employment. Maintain and expand public, private, and partnership programs that will provide skilled workers for higher paying jobs.
2. The county will encourage economic development through public-private partnerships that are beneficial to the sustainability of the county and its communities and consistent with the comprehensive plan.
3. The development of economic area plans will be encouraged within the planning period, for example; downtown redevelopment plans, highway commercial corridor plans, etc.
4. Encourage the development of village downtown steering committees made up of merchants, bankers, public officials, chamber of commerce, and civic groups, whose purpose is to develop a shared vision for the downtown, and provide leadership in the downtown revitalization effort.

This page intentionally left blank.

# 7 Intergovernmental Cooperation



This page intentionally left blank.

## 7. Intergovernmental Cooperation

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

### 7.1 Intergovernmental Cooperation Plan

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

#### Intergovernmental Cooperation Recommendations Summary

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

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

## 7.2 Intergovernmental Opportunities, Conflicts, and Resolutions

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

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

### Opportunities

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

## Potential Conflicts and Resolutions

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

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

### 7.3 Key Planning Process Results

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



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

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

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

### **Planning for Land Use along Community Boundaries**

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

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

### **Coordinated Planning for Utility and Community Facility Improvements**

The comprehensive planning process was designed to help communities identify their short-term and long-term needs for utility and community facility improvements. As growth takes place, as existing infrastructure deteriorates, and as the demand for expanded services and utilities increases, intergovernmental options will become increasingly important as a means to manage

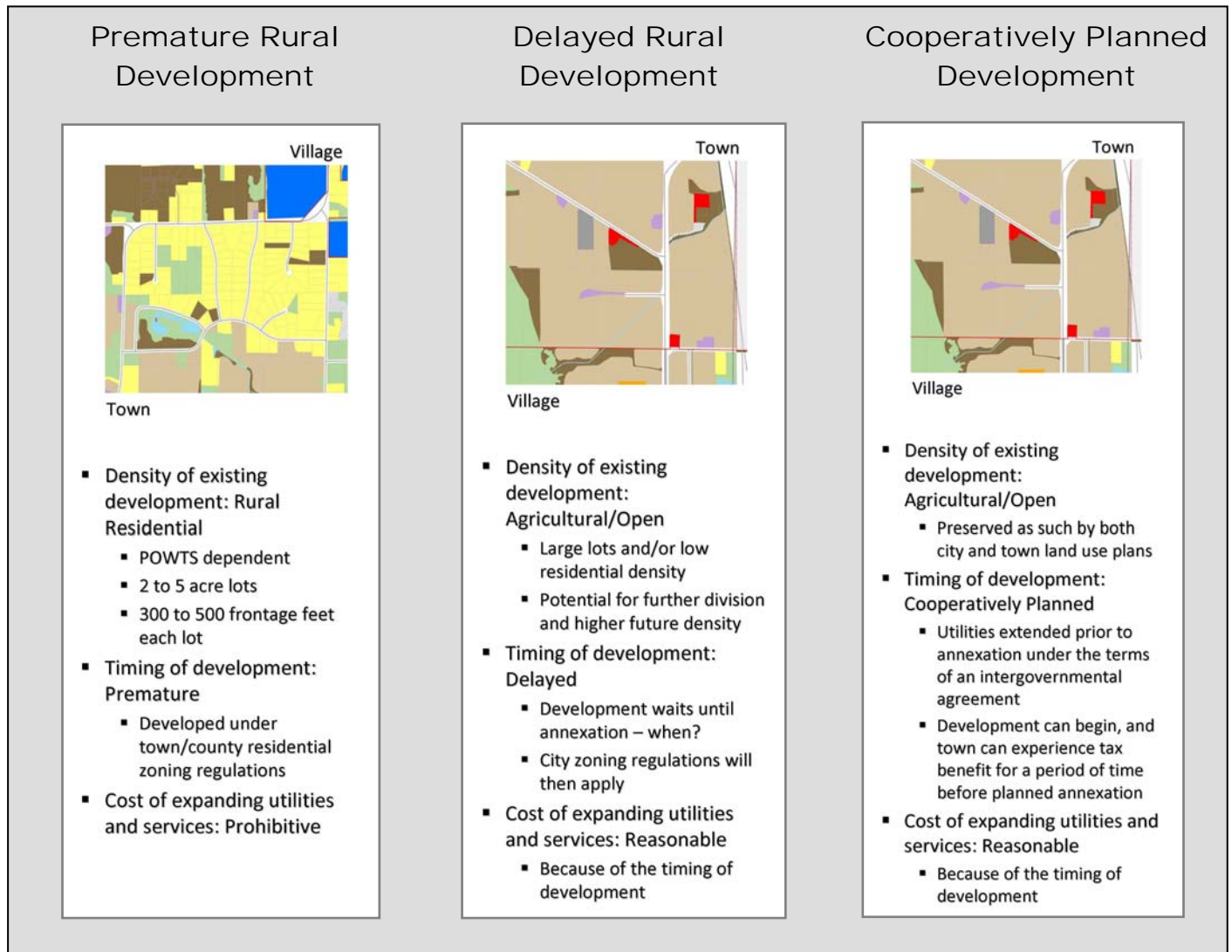
cost. Section 4.3 of the *Utilities and Community Facilities* element provides a compilation of planned utility and community facility improvement projects. This analysis can be used as a starting point to help identify and implement cost saving opportunities as communities move forward with capital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

### **Development Scenarios for the Cost Effective Extension of Utilities**

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

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

Figure 7-1  
Density and Timing of Development Scenarios



A high density of development is needed to cost effectively support the use of public utilities. As a basic example, more users of sewer and water can divide the cost of providing and maintaining the related infrastructure if they have smaller lots. For a block 1,000 feet long, ten utility users can divide the cost on lots with 100 frontage feet, versus only three users on lots with 300 frontage feet. In order to achieve the desired density, a low density must be preserved prior to the extension of service. The goal is to preserve existing tracts that are large enough to be further subdivided to provide the desired density. Road and utility extensions are planned concurrently with development, and the cost of extending the utilities can be paid by the subdivider. The problem comes where a medium density of development has already occurred

with no opportunity to further subdivide for additional density. In this case, the cost will be higher because there is less economy of scale, and the individual property owners are the ones that will carry the cost burden.

### **Coordinated Land Use Decision Making Between County and Towns**

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

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

## **7.4 Intergovernmental Cooperation Goals and Objectives**

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

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

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

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

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

***Objectives:***

- A. Provide leadership for community cooperation efforts in the comprehensive plan development, adoption, and implementation processes.
- B. Encourage and facilitate the use of cooperative agreements between municipalities for such things including but not limited to annexation, expansion of public facilities, sharing of services and property, and land use regulation.

## 7.5 Intergovernmental Cooperation Policies and Recommendations

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

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

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

### **Policies and Recommendations**

- 1. The county shall provide leadership to the process of local and county plan implementation through necessary staff, staff expertise, financing and technology.
- 2. The county shall work to maintain ongoing communication and positive relationships with its communities, school districts, sanitary districts, neighboring counties and communities, and state and federal agencies.
- 3. Transportation issues under the jurisdiction of the Burnett County Highway Department shall be jointly discussed and evaluated with the affected communities and if necessary, with the Wisconsin Department of Transportation.
- 4. Educational efforts regarding planning, land use regulation, implementation, or natural resource management should be discussed as multi-jurisdictional efforts between the county and local communities.

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

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

### **Policies and Recommendations**

1. The county shall provide leadership to the process of matching local land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.

2. The county shall encourage cooperative boundary plans between villages and neighboring towns in compliance with Wis. Stats. 66.0307 within the planning period.
3. The county will encourage cooperative implementation of comprehensive plan policies and recommendations with all levels of government in Burnett County.

This page intentionally left blank.



# 8 Land Use



This page intentionally left blank.

## 8. Land Use

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

### 8.1 Future Land Use Plan

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

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

#### Coordinated Decisions

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

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

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

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

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

### Land Use Recommendations Summary

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

This translates very directly to the county map of future land use, as it is simply the compilation of each of the local maps of future land use. The primary components of the future land use plan include the Future Land Use Map (Map 8-1) and the Future Land Use Management Areas (which are detailed in section 8.2). These components work together with the *Implementation* element to provide policy guidance for decision makers in the county.

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

### **Town Patterns of Future Land Use**

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

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

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

Rural Residential (RR) has been mapped to recognize existing and planned concentrations of residential development. Residential will be the primary developed use in these areas, but the area will be at a relatively lower density which will help maintain rural character. Several towns

planned for this management area, with the Town of Siren desiring a much higher density than the county.

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

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

### **Village Future Land Use**

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

### **Towns not Part of the Multi-Jurisdictional Comprehensive Planning Process**

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

Towns with existing plans include:

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

Towns without existing plans include:

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

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

## 8.2 Future Land Use Management Areas and Policies

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

### **Agriculture (A)**

- ♦ **Purpose:** To prevent the conversion of agricultural land to other uses that are not consistent with agriculture while optimizing agricultural production areas. The purpose is also to implement comprehensive plan goals by encouraging livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits. This area provides consistency with the County designated farmland preservation areas and establishes the farm and woodlands character of this part of the County.
- ♦ **Primary Goal:** To preserve and promote a full range of agricultural uses. In addition, this management area is intended to maintain a viable agricultural base to support the agricultural processing and service industries, help control public service costs in rural areas thereby avoiding the need to extend urban services to scattered, isolated residential areas, help to preserve productive soils, and help to maintain the scenic beauty, rural character, and cultural heritage of the community.



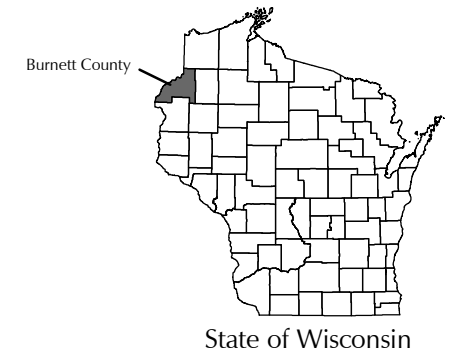
- ♦ Preferred Use: All agricultural uses. Specific preferred uses could include livestock production, dairy, agriculturally-related residences, greenhouses, horse facilities, agriculture sales and service, agricultural storage, agricultural research and development, fish and wildlife management activities, timber harvest and milling, and aqua culture. Sand and gravel extraction and home based businesses would be permitted in accordance with county regulations governing such activity. The Agriculture Management Area could include a limited amount of residential development at various levels of density, but the predominant land use would be agricultural in nature.
- ♦ Recommended Policies:
  - ▶ The preferred housing density should range from be 1 unit per 20 acres to 1 unit per 40 acres.
  - ▶ In areas identified by a town with the (A) future land use management areas, new non-farm residential development should be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses.
  - ▶ Promote clustering of homes and preservation of land for open space use within mapped Agriculture areas.
  - ▶ Utilize maximum and minimum lot size provisions to ensure the lots created are large enough to accommodate development (approximately one acre) and yet small enough not to consume prime agricultural lands (approximately 3 or 5 acres).
  - ▶ Consider soil characteristics when siting new buildings to maintain as much of the prime soils in production as possible.
  - ▶ Encourage new development that is allowed in Agriculture to be designed located in a manner that does not detract from the area's rural character, and which may be easily served by county, town, and emergency services. The county may want to work with interested towns in developing a driveway ordinance that guides the placement of driveways in new developments. For example, new driveways could be placed along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features wherever possible.

This page intentionally left blank.

# MAP 8 - 1

## FUTURE LAND USE

### Burnett County, Wisconsin



#### Future Land Use

Land Use Management Areas

- Voyager Village
- Agriculture/Forestry/Residential
- Shoreland Residential
- Rural Residential
- Planned Urban Transition
- Rural Mixed Use/Hamlet
- Forestry Residential and Recreation
- Public Resource
- Agricultural Enterprise
- General Commercial
- Industrial
- Government/Institutional
- Native American Land

#### Village of Grantsburg Future Land Use

- Single and Two Family Residential
- Multi Family Residential
- Mobile Home Park
- General Commercial
- Community/Downtown Commercial
- Recreation and Resource Management
- Government/Institutional
- Industrial

**Reference Local Plan:**

- T. Blaine
- T. Swiss
- T. Grantsburg
- T. West Marshland
- T. Lincoln
- T. Scott
- V. Siren

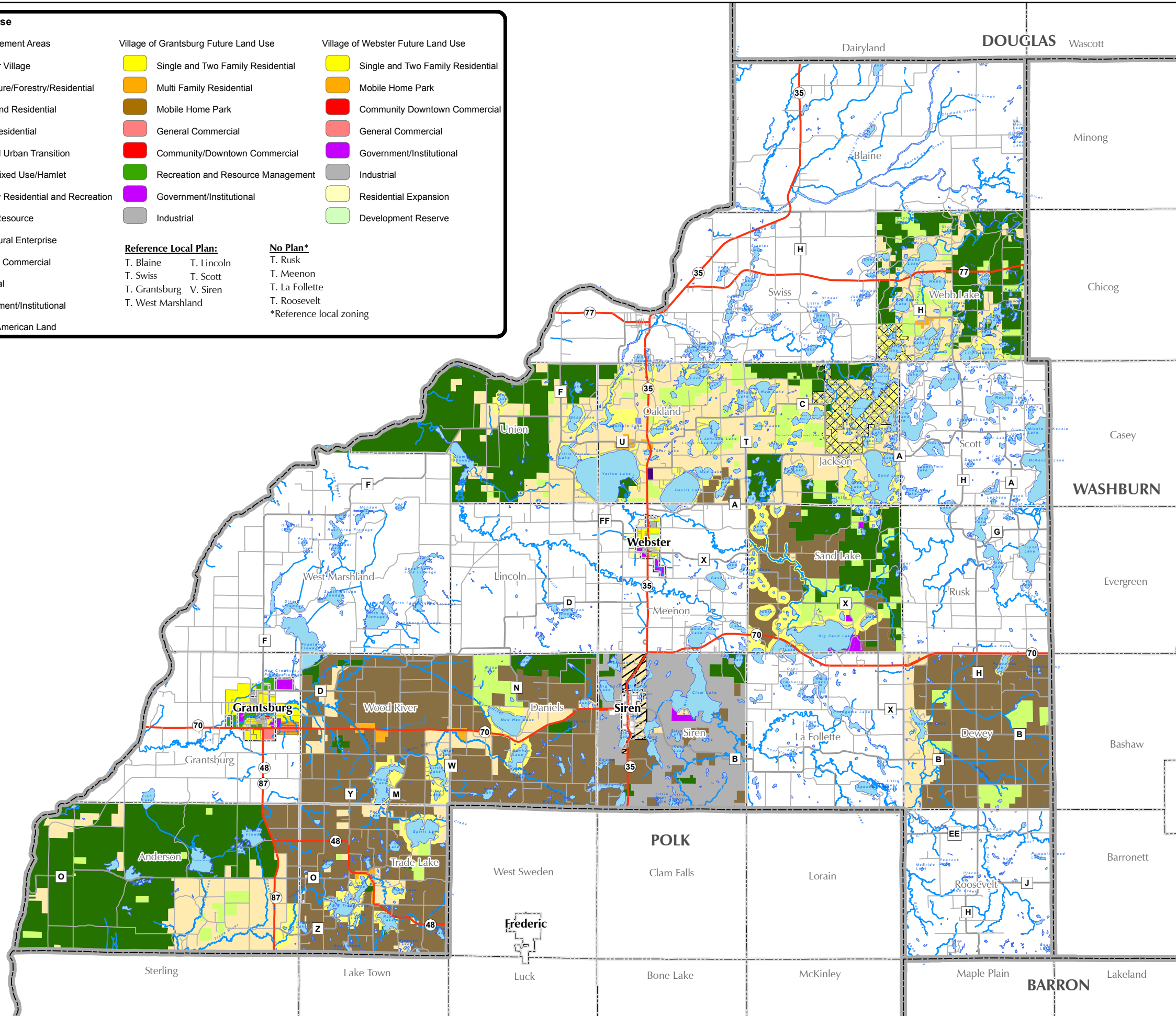
**No Plan\***

- T. Rusk
- T. Meenon
- T. La Follette
- T. Roosevelt

\*Reference local zoning

#### Village of Webster Future Land Use

- Single and Two Family Residential
- Mobile Home Park
- Community Downtown Commercial
- General Commercial
- Government/Institutional
- Industrial
- Residential Expansion
- Development Reserve



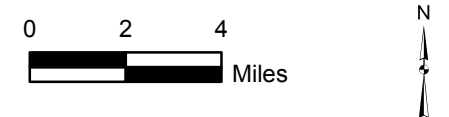
#### Legend

##### Base Layers

- State Highway
- County Highway
- Town Road
- Rivers
- Lakes
- Village Boundary
- Town Boundary
- County Boundary

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Wisconsin DNR and Burnett Co Land Information Office.



This page intentionally left blank.

## **Forestry Residential and Recreation (FRR)**

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

## **Rural Residential (RR)**

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

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

### **Shoreland Residential (SR)**

- ♦ Purpose: To recognize the shore lands adjacent to lakes, rivers, and streams in Burnett County as areas historically prone to development pressure. Many of the shorelands are significantly developed with both full-time and seasonal residents. Further residential development is regulated by the lakes and rivers classification development standards and accompanying shoreland ordinances.
- ♦ Primary Goal: Establishing appropriate strategies for the management of future development of these areas that address: ensuring environmental quality, maintaining views and open space, maintaining community character, and potential recreational activity conflicts.
- ♦ Preferred Use: Residential uses that are compatible with their immediate surroundings. Limited commercial uses including lodging, resorts and associated retail and services should be compatible with immediate surroundings and located in areas of established commercial uses.
- ♦ Recommended Policies: Stay consistent with Lakes Classification System for lot size and density:
  - Class 1 Lake: Min. 30,000 SF
  - Class 2 Lake: Min. 40,000 SF
  - Class 3 Lake, River, or Stream: Min. 75,000 SF

### **Rural Mixed Use/Hamlet (RMU)**

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

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

### **General Commercial (GC)**

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

### **Industrial (I)**

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

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

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

### **Government/Institutional (GI)**

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

### **Public Resource (PR)**

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

### **Voyager Village**

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



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

### **Planned Urban Transition (PUT)**

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

### **Village Development Reserve Areas (DR)**

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

### **Agriculture/Forestry/Residential (AFR)**

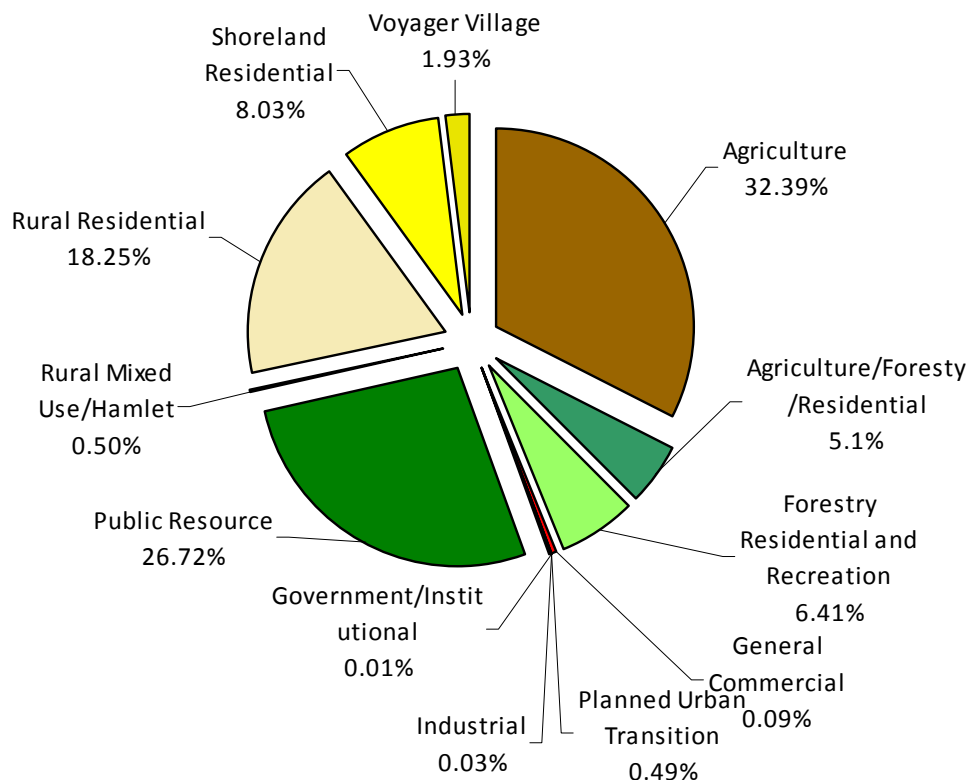
- ♦ See Town of Siren Comprehensive Plan. The County Framework for land use management allowed the development of locally-tailored LUMAs. The Agriculture/Forestry/Residential LUMA was developed by the Town of Siren and fits within the county framework as part of the "Sideboard Approach" discussed in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

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

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

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

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



### 8.3 Key Land Use Tools

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

#### Density Management

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

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

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

This plan, as supported by the vast majority of the local plans and public input, advocates for the establishment of a density based growth management system. This will require changes to land

---

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

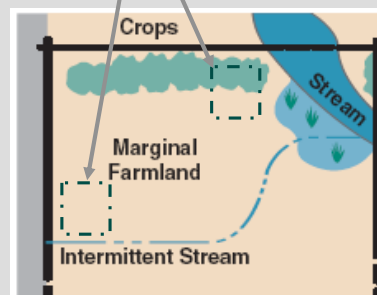
## Site Planning

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

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

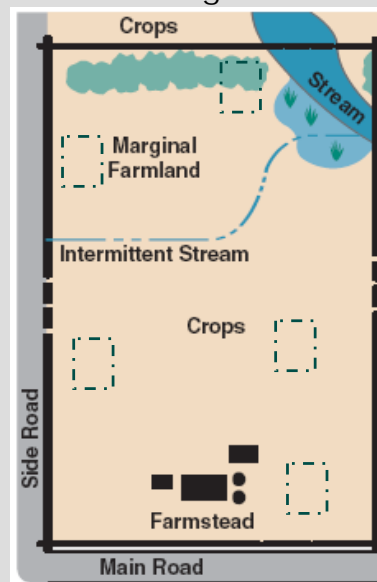
The local plans discuss qualitative and measurable site planning policies. For example, many local policies state that site development should qualitatively protect agricultural resources, natural resources, and rural character. The county plan generally defines qualitative standards, and these are found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

### Limits of Disturbance



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

### Site Planning



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

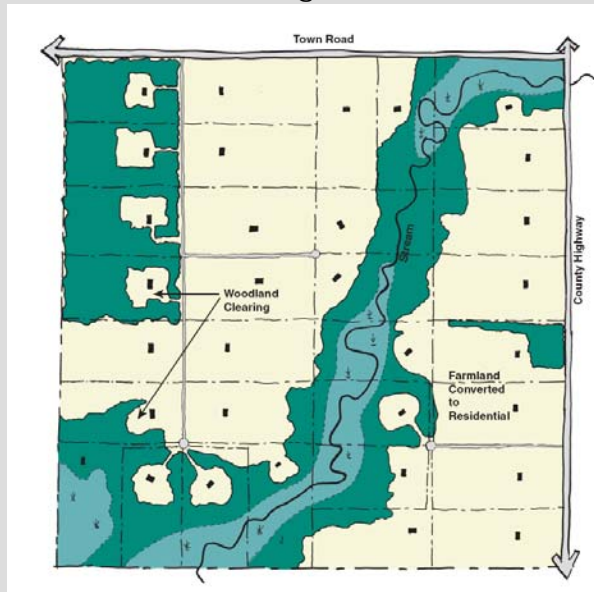
may be considered during the site review process include:

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

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

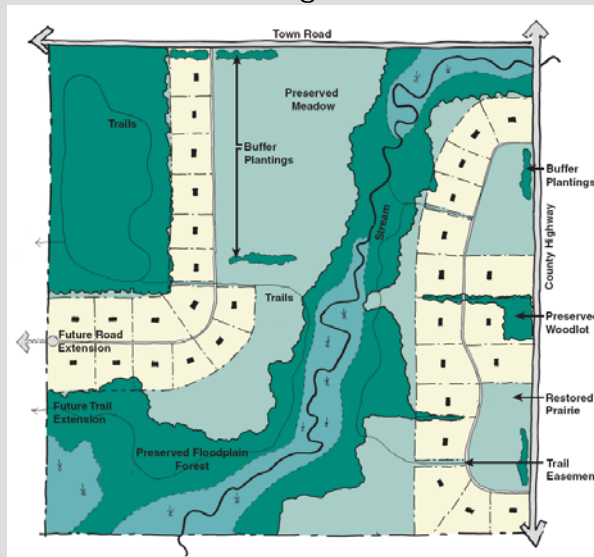
The county should certainly work to integrate local and county level procedures relative to the issuance of permits when site planning is involved, but the source of site plan approval will likely need to be the individual communities. A wide variety of approaches to site planning have been taken in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

### Conventional Design



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

### Conservation Design



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

standardized approach, implementation of site planning will likely need to be a very locally driven process.

### **Conservation or Cluster Land Division Design**

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

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

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

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

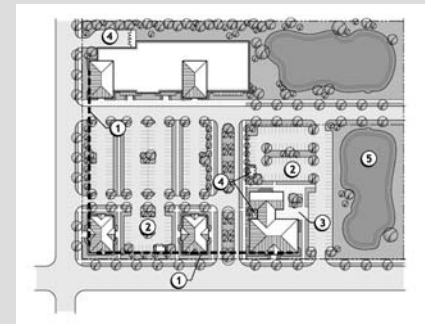
### Maximum Lot Sizes

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

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

### Site Plan and Architectural Design Review

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



- ◆ Site design
- ◆ Building and parking locations



- ◆ Appropriate signage



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



maximum lot size overlay zoning districts through the county zoning ordinance, but with the boundaries and district standards determined very directly by the interested towns. Another possible approach is for towns to implement such standards directly through a local land division ordinance, but without the zoning tool, this would result in a blanket provision across an entire town.

## Site Plan and Design Review

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

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

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

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

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

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

reach of village zoning provisions through intergovernmental agreements. This approach can be implemented through the establishment of a shared design review ordinance and a joint design review committee or commission.

## **Purchase of Development Rights**

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

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

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

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

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

The Purchase of Agricultural Conservation Easement Grant Program (PACE) has the same goals as the existing Burnett County program, whereby an agricultural conservation easement can be purchased to restrict nonagricultural development of land covered by the easement. Entering into an agricultural conservation easement is a voluntary way for a farm owner to be compensated for permanently limiting development on his or her farmland and protecting important resources. The covered land remains privately owned and managed.

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

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

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

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

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

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

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

## 8.4 Existing and Potential Land Use Conflicts

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

### Existing Land Use Conflicts

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

## Potential Land Use Conflicts

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

## 8.5 Edge-Matching of Local Land Use Plans

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

### Town to Town Conflicts

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

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

### Examples

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

## **Town to Village Conflicts**

### Potential Conflict: Planning for Development in Village Expansion Areas

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

### Examples

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

## **8.6 Opportunities for Redevelopment**

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

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

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

---

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

## 8.7 Designation of "Smart Growth" Areas

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

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

### **Principle 1. Efficient Use of Land Resources**

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

### **Principle 2. Full Use of Urban Services**

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

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

### **Principle 3. Mix of Uses**

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

### **Principle 4. Transportation Options**

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

### **Principle 5. Integrated Community Design**

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



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

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

## **Principle 6. Implementation**

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

## **8.8 Land Use Goals and Objectives**

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

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

### ***Objectives:***

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

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

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

***Objectives:***

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

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

## 8.9 Land Use Policies and Recommendations

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

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

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

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

### **Policies and Recommendations**

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

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

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

### **Policies and Recommendations**

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

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

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

# 9 Implementation



Courtesy: Scott Hoffman

This page intentionally left blank.



## 9. Implementation

### 9.1 Action Plan

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

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

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

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

#### Plan Adoption and Update Actions

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

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

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

### Intergovernmental Cooperation Actions

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

## Ordinance Development and Update Actions

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

## Strategic Planning Actions

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

<b>Task</b>	<b>Responsible Parties (Leader, <i>Partners</i>)</b>	<b>Timing</b>
10. Review and evaluate economic development grants and programs. <i>Element: Economic Development</i>	Burnett County Development Association	Ongoing
11. Pursue funding for transportation projects. <i>Element: Transportation</i>	Highway Department <i>Local Governments</i>	As needed
12. Update county highway construction specifications. <i>Element: Transportation</i>	Highway Department <i>Local Governments</i>	As needed
13. Train communities in the use of PASER and development of local road improvement plans. <i>Element: Transportation</i>	Highway Department <i>Local Governments</i>	As needed
14. Update the County Comprehensive Outdoor Recreation Plan <i>Element: Utilities &amp; Community Facilities</i>	Parks Department	Every five years
15. Update the County Farmland Preservation Plan <i>Element: Agricultural, Natural &amp; Cultural Resources</i>	County Planner/ Consultant* <i>Land and Water Conservation Department, Local Governments</i>	By 2014

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

## 9.2 Recommended Changes to Land Use Programs and Regulations

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

### Zoning

Zoning is, and will continue to be, a key tool for managing land use and development in Burnett County. The town plans were built with the idea that zoning would be a primary implementation tool. Based on plan recommendations from towns, the existing county zoning regulations are not sufficient to implement all the plan recommendations as represented by the Land Use Management Areas. The town plans were built with the framework of using common language,

uses, and density recommendations to allow a link to zoning regulations, thereby developing the methodology for how the LUMAs could be implemented. On a fundamental level, Burnett County will need to work with towns to improve the county land use/zoning ordinance toward the goal of overall comprehensive plan implementation. More specifically, this includes the objectives of improved management of land use and development and better preservation of productive agricultural lands, forest lands, natural resources, cultural resources, and rural character.

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

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

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

Figure 9-1  
County Zoning Coordination Evaluation Criteria

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

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

### Managing Residential Density vs. Managing Minimum Lot Size

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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

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

#### Maximum Lot Size Standards

Maximum lot size standards have been coupled with town recommendations for maximum density and minimum lot size in many future Land Use Management Areas. The approach to maximum lot size is very diverse among the town plans, but there may be good potential for coordinating the use of this tool through the county zoning ordinance. The establishment of a

---

reasonable number of maximum lot size overlay zoning districts may be an efficient way to implement this tool. This would give towns a great deal of control over whether and where the standards would be applied and allows for a variety of combinations with underlying zoning districts.

#### Development Impacts Assessment

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

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

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

#### Other Zoning Improvements

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

## Technical Recommendations

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

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

## Land Division Regulations

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

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

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

### Site Planning

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

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

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

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

#### Area Development Planning

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

#### Cluster and Conservation Land Division Design

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

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

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

## Other Land Division Regulations Improvements

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

## Technical Recommendations

- ♦ New parcels shall be required to have access to a public road. This helps to ensure adequate emergency vehicle access through proper road standards, helps to reduce costly requests for private drives to be improved to town road standards, and reduces conflicts related to ongoing road maintenance. New lots may access a private road or drive where:
  - a private drive or shared access already exists,
  - parcels will be deed restricted from development,
  - there are four (4) or fewer developable parcels created on a private road not exceeding 1,000 feet in length, or
  - the development is a conservation subdivision.

Where any new developable lots are allowed to be created on private roads the following should occur:

- A road maintenance agreement should be established by the subdivider and approved by the Town. This agreement should be executed with the purchase of each lot and address the provisions for the long-term maintenance and snow removal of the road including the specific tasks, schedule, responsible parties, and funding mechanism (e.g., home association). Any revisions to this agreement should also be approved by the Town; and
- The road is constructed to at least minimum standards set forth in Section 82.50(a) of the Wisconsin State Statutes for roads serving less than a total of ten (10) existing and new lots or Section 82.50(c) for roads serving a total of ten (10) or more existing and

new lots. The private road improvement would require town review and inspection expedited through a Development Agreement between the Subdivider and Town.

### **Site Plan and Design Review**

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

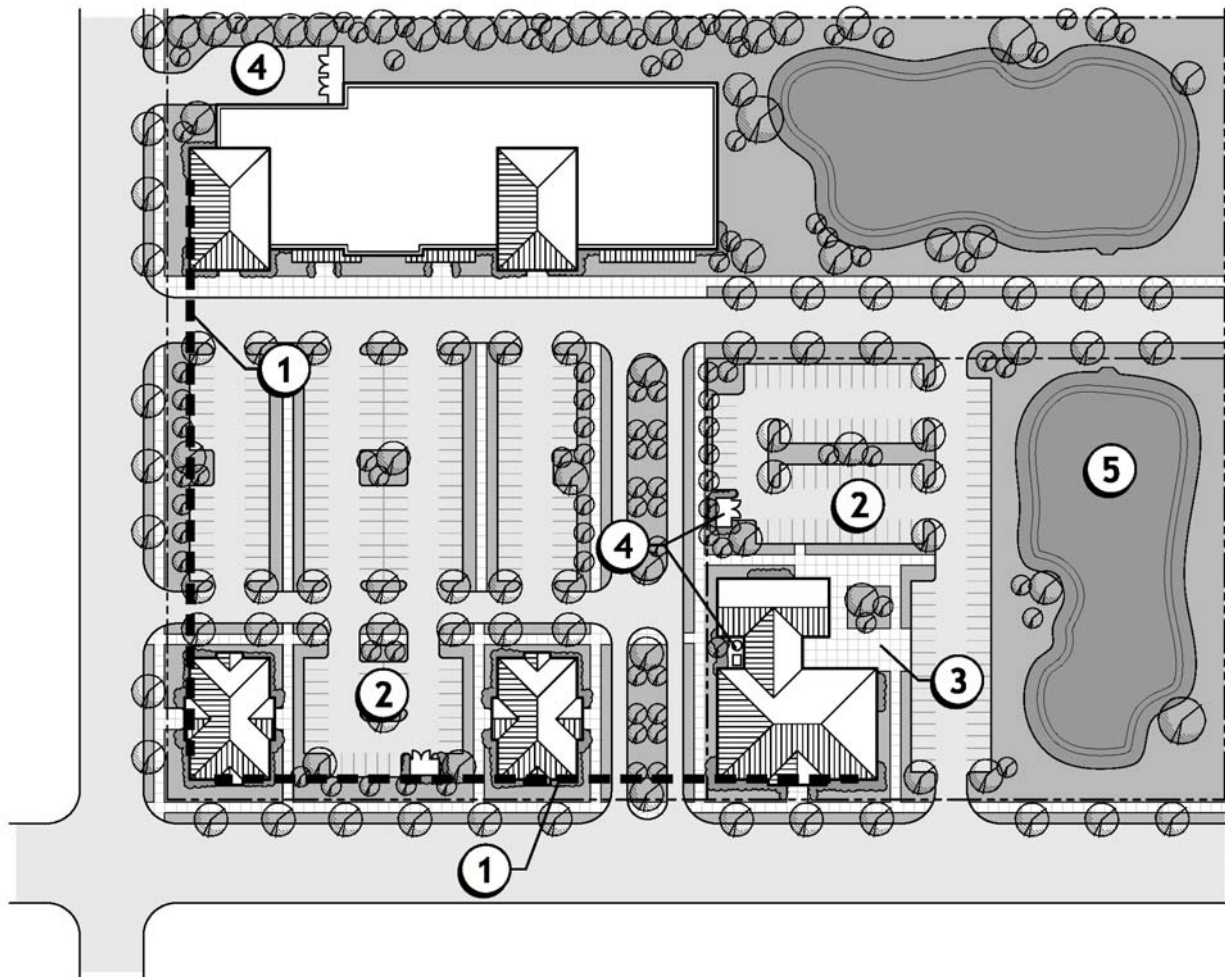
- ♦ Attractive signage and building architecture
- ♦ Shared highway access points
- ♦ Screened parking and loading areas
- ♦ Screened mechanicals
- ♦ Landscaping
- ♦ Lighting that does not spill over to adjacent properties
- ♦ Efficient traffic and pedestrian flow

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

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



Figure 9-2  
Typical Site Design Example



**1. Building Location and Setbacks**

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

**2. Parking Lot Configurations and Location**

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

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

### **3. Public Space**

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

### **4. Service/Mechanical/Refuse Location**

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

### **5. Storm Water Configuration**

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

### **Additional Standards:**

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

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

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

## **Official Map Regulations**

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

## **Sign Regulations**

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

## **Erosion Control and Stormwater Management**

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

## **Historic Preservation**

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

## **Building, Housing, and Mechanical Codes**

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

## **Sanitary Codes**

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

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

### **Driveway and Access Controls**

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

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

#### Technical Recommendations

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

### **Livestock Facility Siting and the Right to Farm**

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

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

### 9.3 Non-Regulatory Land Use Management Tools

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

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

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

### 9.4 Functional and Strategic County Plan Updates

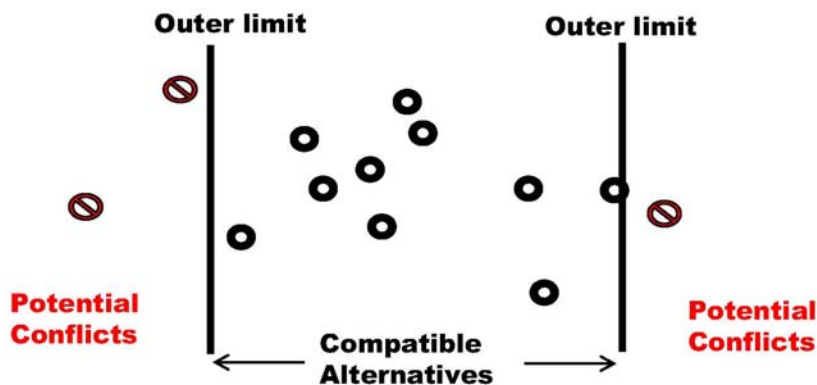
One of the functions of comprehensive planning is to integrate other functional and strategic plans with a cohesive vision. Several existing county plans will need to be updated in the future as a matter of statutory requirement or as a matter of county practice or policy. When these plans are updated, consistency with the county comprehensive plan should be a central concern and an ideal to be achieved. The following are existing county plans that will likely need to be updated over the course of the planning period. Those with a specific timetable for update have been included in the comprehensive plan recommendations and *Action Plan*. For others, a specific timetable will be determined in the future. Plans include, but are not limited to:

- ♦ Burnett County Five-Year Financial Management Plan (Capital Improvement Plan)
- ♦ Burnett County Comprehensive Outdoor Recreation Plan
- ♦ Burnett County Forest Comprehensive Plan
- ♦ Burnett County Land and Water Resource Management Plan
- ♦ Burnett County Farmland Preservation Plan

## 9.5 Coordinated County-Town Review: Sideboard Approach

In reviewing approaches for the integration of local plans for future land use with the Burnett County plan for future land use, the preferred alternative was named the "Sideboard Approach." In the Sideboard Approach, the county plan content is developed with both county and local responsibilities in mind. Provisions in areas of overlapping authority are general enough to provide flexibility, but specific enough to provide direction for county decision makers. The county provisions establish sideboards, or outer limits within which any number of alternative local plans may be compatible. Figure 9-3 graphically depicts the Sideboard Approach.

Figure 9-3  
The Sideboard Approach



The Sideboard Approach is not a "top down approach" to county level planning. Burnett County does not support the idea that a county level plan is independent of the local plans. Such an approach would be inconsistent with the commitment that Burnett County made to provide a locally driven planning process. The Sideboard Approach to the county plan will include many interrelationships with the local plans and will avoid conflicting provisions in areas of overlapping authority. On the other hand, the Sideboard Approach is not a "patchwork quilt approach," meaning that the county plan will not accept without question every land use decision or recommendation made at the local level. Burnett County sees the wisdom of creating checks and balances and the need for critical thinking when making complex decisions.

## Basis for the Sideboard Approach

Burnett County has land use decision making responsibility in the following primary areas.

- ♦ County zoning
- ♦ County highways
- ♦ County economic development
- ♦ County parks and property
- ♦ Emergency management
- ♦ Land and water conservation
- ♦ Land information
- ♦ Solid waste management

Land use decisions made in one community can have impacts that ripple through surrounding communities. Examples of these land use connections between communities can be found in several key components of the Burnett County landscape and economy: agriculture, tourism, manufacturing, transportation and urban services as show in Figure 9-4.

Figure 9-4  
Interrelationships of Land Use Decisions

### What is at stake?

- ♦ Impacts to the **agricultural** industry
  - Rural land management and regulation can help or hinder agriculture
  - Agricultural lands (primarily in towns) are primary target for conversion to other land uses
  - Agriculture support businesses and institutions (primarily in villages) need a critical mass of local agricultural production

### What is at stake?

- ♦ Impacts to the **tourism** industry
  - Rural land management and regulation can help or hinder tourism
  - Attractive community entrances to villages extend into towns
  - Quality outdoor recreational opportunities are impacted by the location and density of rural land development
  - Many tourism based businesses are located in villages

### What is at stake?

- ♦ Impacts to the **manufacturing** industry
  - Rural land management and regulation can help or hinder manufacturing
  - Industrial park land is often annexed by a village from the reserve of undeveloped land in neighboring towns
  - Quality of life
    - ♦ Leads to business and worker attraction and retention
    - ♦ A function of rural character (towns) and quality community facilities and services (villages)

What is at stake?

- ♦ Impacts to **transportation** systems
  - Rural land management and regulation can help or hinder transportation systems
  - All forms of land use require access, generate traffic, and impact mobility
  - Unintended consequences of lack of “edge-matching” cross community boundaries
    - ♦ Less than ideal truck routes
    - ♦ Less than ideal highway bypasses
    - ♦ Extensive frontage road systems
    - ♦ Lack of local road connectivity

What is at stake?

- ♦ Impacts to **urban services**
  - Rural land management and regulation can help or hinder urban services
    - ♦ Rural development on the urban fringe fosters or restricts the extension of municipal utilities
    - ♦ Density of development
    - ♦ Timing of development
  - Premature medium to high density development cuts off a village and limits options for town services
    - ♦ Cost of service extension prohibitive

Under the Sideboard Approach, it is anticipated that most planning decisions and recommendations made at the local level will be compatible with the Burnett County plan. But it is also important that provision be made for the occasions where there may be a conflict or disagreement. This is important, because Burnett County must take responsibility for a great deal of land use decision making that will be directly impacted by the content of local comprehensive plans. The Sideboard Approach is intended to give Burnett County some limited autonomy where county responsibilities and interests might be in conflict with, or interpreted differently than, local responsibilities and interests.

## **Proposed Solution**

Implementation of the Sideboard Approach will have three major components.

1. County level policies to guide county level decision making.
2. A process for coordinated local and county review of proposed developments.
3. A common decision format and documentation system to aid in clear communication between towns and the county.

The proposed solution relies on the following assumption and policies.



- ♦ The county future land use map shall be the equivalent of the most current locally adopted future land use map of each municipality in Burnett County. In other words, the local future land use map is the county future land use map for that area.
- ♦ Burnett County shall request and consider town input and recommendations prior to making a decision on a rezone, conditional use, land division (including plats and certified survey maps), or site plan approval.
- ♦ Assumption: In the process of coordinated review of a proposed development, the county will evaluate consistency with its own plan and trust the communities to evaluate consistency with their own plans.

## County Level Policies

The first component of the Sideboard Approach is a set of county level future land use policies that are general enough to be flexible, but specific enough to provide guidance to county decision makers. Because the county future land use map will be the equivalent of the future land use map adopted by a local unit of government, policy language must be used to determine the outer limits of the Sideboard Approach. As such, these policies will be focused on cardinal issues of county-wide concern. For example, the following types of policies have been adopted to apply to the Agriculture future land use classification.

- ♦ In areas identified by a town with the (A) future land use classification, new non-farm residential development shall be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses.

Preventing conflict between agricultural and residential land uses is of county-wide concern, and there are several ways to prevent such conflicts with development design.

The intent of these types of policies is not to take decision making out of the hands of towns, but to ensure that a potentially harmful development is duly scrutinized. Many of these policies will be the same between a town and the county. So in effect, both units of government will be applying the same criteria. It is a safeguard for the public interest. Two sets of eyes, rather than one, will review for consistency with adopted public policy. Refer to the *Land Use* element for the full set of related county level policies.

The intent of these policies is not to take decision making out of the hands of towns, but to ensure that a potentially harmful development is duly scrutinized... It is a safeguard for the public interest.

## Coordinated Process

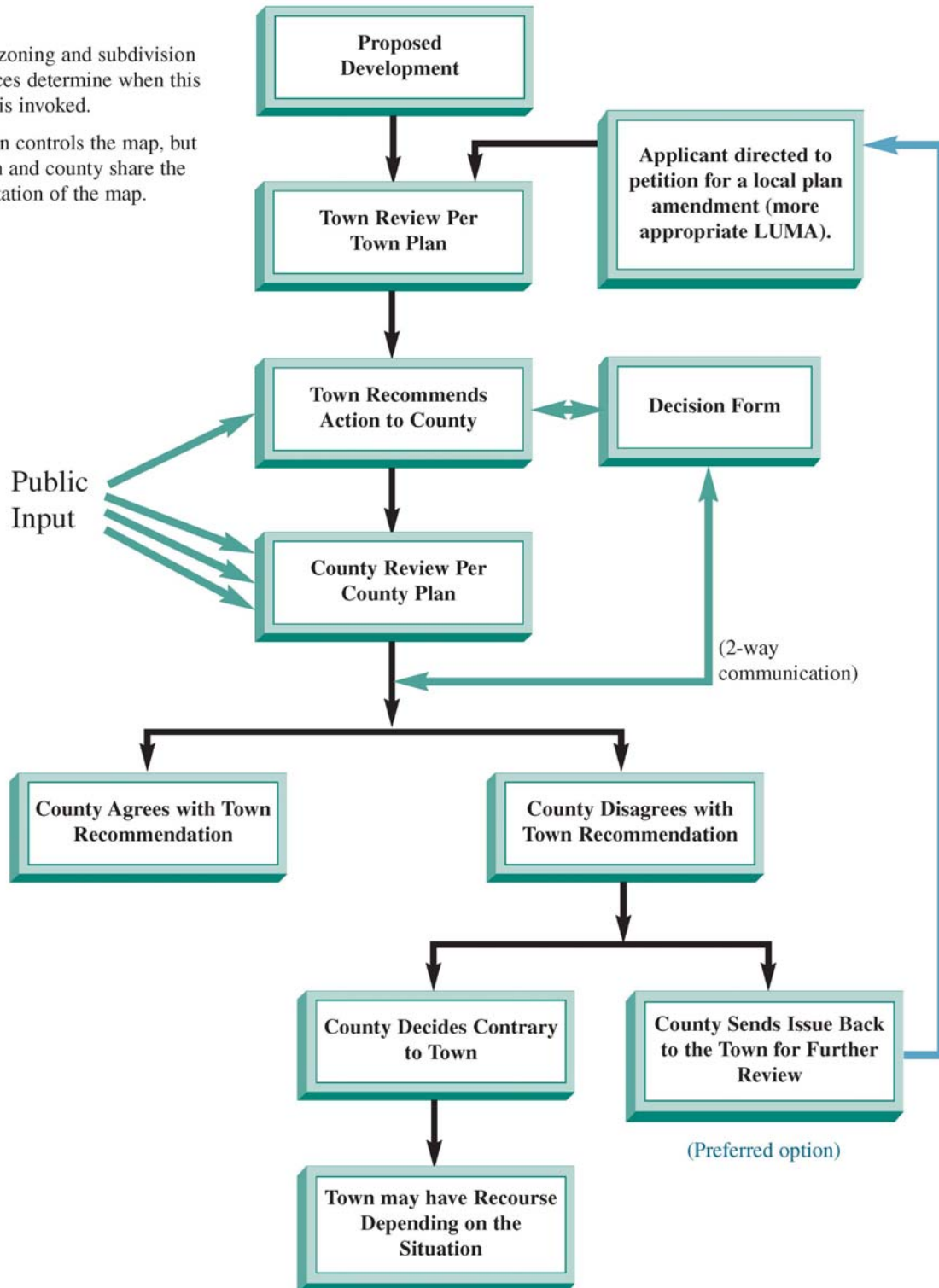
The second component of the Sideboard Approach is a coordinated process for the shared review of proposed developments. Because the county future land use map will be the equivalent of the future land use map adopted by the local unit of government, this coordinated process will be focused on the interpretation of the applicable local map. Figure 9-4 is a flowchart of the proposed process.

Figure 9-4  
County/Local Coordinated Decision Making Process

**Notes:**

County zoning and subdivision ordinances determine when this process is invoked.

The town controls the map, but the town and county share the interpretation of the map.



It is important to note that the county zoning and subdivision ordinances determine when this process is invoked. Opportunities for town involvement in county level land use decision making occur when proposed land uses or land developments require a discretionary decision on the part of Burnett County. Such decisions include rezones, conditional uses, and land divisions, and could be expanded to include site plan review.

As a town reviews a proposed land use and forwards its decision or recommendation to the county, the point of potential dilemma is when the county disagrees with the town. For example, a town may make a decision that is consistent with its own comprehensive plan. The county may review the same proposal under the policies of the county plan and reach a different conclusion that is consistent with the county plan. Note that both the town and the county followed their plan. Although this should be rare, the Sideboard Approach allows for this to happen.

It is recommended that when this dilemma occurs, the county's response should be to refer the decision back to the town with direction given to the applicant to modify the proposed development, and/or petition the town to amend its future land use map. If the town still wishes to accommodate the land use or development, a more appropriate future land use classification should be applied to the map or the development design should be modified. If the map and development are changed accordingly, and the proposed land use or development is approved a second time by the town, then the county should likewise approve the development.

This approach has several advantages. It keeps the towns in control of their future land use maps. It gives the county the ability to exercise limited independent thinking to evaluate whether a proposed development should be approved or disapproved – or whether it needs to be changed before it can be approved. And it may allow public input to come to full fruition before a final decision is made on a development. When a town first reviews a proposed development, the public may not yet have good awareness of what is proposed. When the proposal reaches the county level, public awareness is often heightened, and this additional information (public input) can be taken into consideration. To send such an issue back to a town for further consideration is not necessarily going to lead to political conflict. The town may very well appreciate the opportunity to reevaluate a decision with the added benefit of more significant public input.

The primary disadvantage of this approach is seen from the perspective of a developer or applicant. It may lengthen the review and approval process for developers that propose controversial projects.

## **Decision Format and Documentation**

The final component of the Sideboard Approach is the key that makes it all possible. Clear communication between towns and the county is paramount if a shared development review process is to work correctly. The following is an example decision form that can be used for this purpose. Town decisions should be documented in this manner and copied to the county. County decisions should be documented in this same manner and copied to the applicable towns. This tool gets both units of government using their plans and speaking the same language.

## Findings

- ♦ The proposed land use is: \_\_\_\_\_
- ♦ Number of units (residential, commercial, etc.) in the proposed development: \_\_\_\_\_
- ♦ The existing land use is: \_\_\_\_\_
- ♦ The planned land use is: \_\_\_\_\_
- ♦ The current zoning district is: \_\_\_\_\_
- ♦ The surrounding existing land uses are: \_\_\_\_\_
- ♦ The surrounding planned land uses are: \_\_\_\_\_

## Planning Conclusions

- ♦ The proposed development (is / is not) in compliance with applicable ordinances. Specify any areas of non-compliance: \_\_\_\_\_
- ♦ The proposed development (is / is not) consistent with the purpose and intent of the applicable future land use classification because: \_\_\_\_\_
- ♦ The proposed development (is / is not) consistent with the policies related to the applicable future land use classification because: \_\_\_\_\_
- ♦ The proposed development (is / is not) consistent with other applicable comprehensive plan policies because: \_\_\_\_\_  
("Development Review Criteria" policies especially important here)

## Recommendation or Decision

On the basis of the findings, planning conclusions, and the record in this matter, the Plan Commission/Governing Body recommends that the proposed development be:

\_\_\_ **Approved** with the following conditions.

\_\_\_ **Continued** for further consideration. The following additional information is requested.

\_\_\_ **Denied** for the following reasons.

Specify conditions of approval, additional information requested, or reasons for denial:

\_\_\_\_\_

This approach has several advantages. Even if it is the county's position that it will generally follow a town's recommendation, the communication still needs to be clear. The reason for this is because the town and the county are not the only ones involved. The public is also involved, so just agreeing with the town will not eliminate the potential for conflict. And after 2010, the comprehensive planning law makes it even more important that communities clearly document their reasoning when making decisions that should be "consistent" with the comprehensive plan. If a citizen, applicant, developer, etc. challenges a decision of a town or county, they will have a much harder time winning against the unit of government if the reasoning for a decision is clearly documented and connected to comprehensive plan policies.

## 9.6 Comprehensive Plan Amendments and Updates

### Adoption and Amendments

Burnett County should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The county should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the county's comprehensive plan must comply with the following steps:

- ♦ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the County Board and for the County Board to respond to such comments.
- ♦ **Land Use and Information Committee Recommendation.** The Land Use and Information Committee recommends its proposed comprehensive plan or amendment to the County Board by adopting a resolution by a majority vote of the entire Land Use and Information Committee. The vote shall be recorded in the minutes of the Land Use and Information Committee. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ♦ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Land Use and Information Committee for recommendation to the County Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the county, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every village, town, county, and regional planning commission that is adjacent to the county; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the county is located; (f) the public libraries

that serve the area in which the county is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the County Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- ♦ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The county is responsible for maintaining the list of persons who have requested to receive notice and may charge a fee to recover the cost of providing the notice.
- ♦ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the County Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

In addition to the statutory requirements for plan amendments, Burnett County has also adopted a policy to govern this process. Policy 7 (under Goal I 1) states that the county shall revise or amend its comprehensive plan no more than four times per year. Whether an amendment is generated by the county or by a town under the Sideboard Approach, this policy is to apply. It is intended that the county map of future land use will be updated through this mechanism in order to maintain consistency with Policy 2 (under Goal LU 1). This means that until the county executes a quarterly update, there may be temporary differences between town maps and the county map of future land use.

## Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five-year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

## 9.7 Integration and Consistency of Planning Elements

### Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by Burnett County in light of overall implementation strategies. The following table lists the implementation strategies

---

**Housing**

1. Create a range of housing options
2. Create opportunities for quality affordable housing
3. Change the treatment of mobile and manufactured homes

**Transportation**

1. Create efficiencies in the cost of building and maintaining roads (control taxes)
2. Preserve the mobility of collector and/or arterial roads
3. Create safe emergency vehicle access to developed properties
4. Create improved intersection safety
5. Create more detailed plans for transportation improvements
6. Create road connectivity
7. Create a range of viable transportation choices

**Utilities and Community Facilities**

1. Create efficiencies in the cost of providing services and facilities (control taxes)
2. Create more detailed plans for facility and service improvements
3. Create intergovernmental efficiencies for providing services and facilities
4. Create improved community facilities and services
5. Preserve the existing level and quality of community facilities and services
6. Preserve the quality of outdoor recreational pursuits
7. Create additional public recreation facilities
8. Create opportunities to maximize the use of existing infrastructure

**Agricultural, Natural, and Cultural Resources**

1. Preserve agricultural lands
2. Preserve the right to farm
3. Preserve active farms
4. Preserve natural resources and/or green space
5. Preserve rural character
6. Create targeted areas for farming expansion
7. Create targeted areas for forestry expansion
8. Preserve historic places and features

**Economic Development**

1. Change community conditions for attracting business and job growth
2. Change community conditions for retaining existing businesses and jobs
3. Create additional tax base by requiring quality development and construction
4. Create more specific plans for economic development

**Intergovernmental Cooperation**

1. Create intergovernmental efficiencies for providing services and facilities
2. Create a cooperative approach for planning and regulating development along community boundaries
3. Preserve intergovernmental communication

**Land Use**

1. Preserve the existing landscape by limiting growth
  2. Preserve valued features of the landscape through site planning
  3. Preserve development rights
  4. Create development guidelines using selected criteria from *What If* suitability mapping
  5. Create an overall pattern of growth that is dispersed
  6. Create an overall pattern of growth that is clustered
  7. Create an overall pattern of growth that is concentrated
  8. Preserve the influence of market forces to drive the type and location of development
  9. Create a system of development review that prevents land use conflicts
  10. Create a system of development review that manages the location and design of non-residential development
-

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

Burnett County adopted policies and recommendations from nearly every one of the available strategies. The selected implementation strategies reflect the county's highest priorities for implementation, and areas where the county is willing to take direct implementation responsibility. The strategies that were not selected by the county may still be of importance, but were identified as primarily local responsibilities or areas where direct action by the county was not deemed appropriate.

### **Planning Element Consistency**

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Burnett County Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are value statements, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the county should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Additional plans regarding specific features within the county may also be developed over time. The process used to develop any further detailed plans should be consistent with this *Burnett County Year 2030 Comprehensive Plan*.

## **9.8 Measurement of Plan Progress**

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure county progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan - policies and recommendations - which are found in each plan element.

To measure the effectiveness of an adopted policy, the county must determine if the policy has met the intended purpose. For example, Burnett County has established a *Transportation* element policy that states, 'A five-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding

---



sources." To determine whether the policy is achieving the county's intention, a "measure" must be established. In the case of this policy, the measure is simply whether the five-year road improvement plan is being maintained and annually updated and if potential funding sources are being identified. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Land Use and Information Committee and results reported to the County Board and the public.

## 9.9 Implementation Goals and Objectives

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

***Goal I 1: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect Burnett County.***

***Objectives:***

- A. Update and/or revise the comprehensive plan on a regular schedule (at least every ten years) to ensure that the plan remains a useful guide for land use decision making.
- B. Require that administration, enforcement, and implementation of land use regulations are consistent with the Burnett County comprehensive plan or municipal plans, where applicable.
- C. Develop and update as needed an "Action Plan" as a mechanism to assist the County Land Use and Information Committee and County Board to bring implementation tools into compliance with the comprehensive plan.

***Goal I 2: Balance appropriate land use regulations and individual property rights with community interests and goals.***

***Objectives:***

- A. Provide continuing education to the public that will lead to a more complete understanding of planning and land use issues facing the County.
- B. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- C. Maintain an implementation tool development review process whereby all interested parties are afforded an opportunity to influence the outcome.

- D. Maintain a land use (agricultural, industrial, commercial, and residential) development review process whereby all interested parties are afforded an opportunity to influence the outcome.

## 9.10 Implementation Policies and Recommendations

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

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

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

***Goal I 1: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect Burnett County.***

### **Policies and Recommendations**

1. The county shall maintain the comprehensive plan as an effective tool for the guidance of county governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements.
2. County policies, ordinances, and decisions relative to zoning, land divisions and subdivisions, shoreland and shoreland-wetland zoning, and official mapping shall be made in conformance with the comprehensive plan.
3. Maintain funding for continued provision of professional planning services toward the implementation of county and local comprehensive plans. The county should consider creating a county planning department and appropriate staff will work directly with the NWWRPC, or retain a consultant for these services. Consider local cost-sharing, user-fees, grants, and other methods as potential funding sources.
4. Maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action.

5. The action plan located within the comprehensive plan will be updated when tasks are accomplished and new items will be added when appropriate.
6. Review the comprehensive plan annually (in conjunction with the county budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes.
7. The county shall revise or amend the comprehensive plan text no more than two (2) times per year, and the future land use map no more than four times per year (quarterly).
8. When the comprehensive plan is updated with new census data, data that indicate significant change within the ten year period will be re-examined and evaluated and necessary strategies to address the issue will be amended to the plan.
9. The county Zoning Committee has the responsibility to review and make a recommendation on any proposed amendments to the zoning ordinance, official map, shoreland zoning ordinance and subdivision ordinance, etc. affecting the county.
10. State of Wisconsin Comprehensive Planning statutes will be monitored by an assigned official to ensure that statute changes, additions or deletions are appropriately accounted for with respect to the community comprehensive plan.
11. If the county should experience substantial land use or land use regulation changes within the planning period, maps which represent these features will be updated to ensure the most accurate information is utilized in community decision making.
12. Maps will be used in coordination with established county goals and objectives to ensure the consistency between the comprehensive plan's text as well as maps and/or other graphics.
13. Every five years the county will evaluate the availability of funds for updating the comprehensive plan. If adequate funds are not available then a strategy will be developed to ensure that sufficient funds are available for a comprehensive plan update.

***Goal I 2: Balance appropriate land use regulations and individual property rights with community interests and goals.***

**Policies and Recommendations**

1. Areas of the plan which are likely to be disputed or litigated in the future should be reviewed by Corporation Counsel to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict.
2. The annual review of the comprehensive plan will be done in a committee format with public involvement including citizens, landowners, community officials and staff to evaluate the plan in an un-biased manner.

# Appendix A

## Burnett County Comprehensive Plan Validation Survey Report

This page intentionally left blank.



# Burnett County Comprehensive Planning Public Opinion Survey Report

Shelly Hadley  
David Trechter

Survey Research Center Report 2009/24  
September, 2009

## **Acknowledgements**

Students and staff working for the Survey Research Center were instrumental in the completion of this study. We would like to thank Mandy Speerstra, Grady Stehr, Denise Parks, and Jim Janke. Their hard work and dedication are gratefully acknowledged. The SRC would also like to thank Shaun Mularkey, John Williams, and Fred Schnook of Foth Infrastructure and Environment, LLC and Mike Kornmann, University of Wisconsin Extension – Burnett County for their assistance throughout the survey process. Finally, we would like to thank the residents and property owners of Burnett County who took the time to complete the questionnaire.



## Contents

Acknowledgements.....	2
Executive Summary.....	4
Survey Purpose .....	6
Survey Methods .....	6
Profile of Respondents.....	9
Quality of Life .....	11
Services and Facilities .....	13
ATV Usage .....	15
County Budget .....	16
Communication.....	17
Growth and Development .....	18
Residential Development.....	21
Seasonal Rentals .....	24
Economic Development.....	25
Additional Comments .....	27
Conclusions .....	28

Appendix A – Non-Response Bias Test

Appendix B – Open-Ended Comments: Burnett County Sample, 2009

Appendix C – Quantitative Summary by Question: Burnett County Sample, 2009

## **Executive Summary**

During the summer of 2009, the Survey Research Center (SRC) at the University of Wisconsin – River Falls sent comprehensive planning public opinion surveys to 2,165 residents and property owners of Burnett County. The surveys were followed up with a second mailing to non-respondents. The overall response rate was 42 percent (909 completed questionnaires).

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

Key findings of this study include:

### **Quality of Life**

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

### **Services and Facilities**

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

### **ATV Usage**

- Most Burnett County property owners (92%) felt that ATV infrastructure (trails, signage, maintenance, etc.) should be funded through user fees.
- A majority (56%) disagree that additional use of roads for ATVs is needed in their community.

### **County Budget**

- If allocating a surplus County budget, respondents would be most likely to cut taxes first, followed by distributing funds to emergency services, roads and bridges, and education.
- Recreation funding would take the biggest cut if respondents were faced with a County budget deficit, followed by cuts to social services, and economic development.

**Communication**

- Residents and property owners prefer to get information from Burnett County via direct mail (55 percent) and newsletters (49 percent).

**Growth and Development**

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

**Residential Development**

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

**Seasonal Rentals**

- A very solid majority of respondents agree that noise limits on outdoor use of property should be imposed during late hours.
- A majority of respondents agree that septic systems should be designed and maintained to support the number of guests.
- Nearly one-half of respondents disagree with requiring landscaping along side property lines.
- Twenty-one percent of respondents believe that short-term rental of residential units should not be allowed.
- Nearly two-thirds of seasonal residences are used five or more months annually.

**Economic Development**

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

## Survey Purpose

In the summer of 2009, the Survey Research Center at the University of Wisconsin – River Falls (SRC) sent comprehensive planning public opinion surveys to 2,165 residents and property owners of Burnett County. The motivation for this study was to gather opinions of residents and property owners about the future direction of development in Burnett County. Foth Infrastructure and Environment, LLC and Burnett County chose to work with the SRC to process, compile, and analyze the results of this survey. A total of 909 usable surveys were returned for an overall 42 percent return rate.

## Survey Methods

The SRC used a stratified random sample process that over-sampled the thirteen jurisdictions in Burnett County (villages and towns) participating in the comprehensive plan grant. These jurisdictions represent 60 percent of the approximately 12,700 usable addresses for Burnett County. The SRC also mailed surveys to households in non-participating jurisdictions for which addresses were available to ensure that we could construct a sample representative of the entire County.

County Sample. The overall County sample, which is analyzed in this report, was constructed from the participating and non-participating sub-samples. The non-participating jurisdictions contain about 40 percent of the total available addresses in Burnett County. So, the observations from the non-participating jurisdiction represent 40 percent of the overall sample. The overall County sample of 374, therefore, contains 150 observations from the non-participating jurisdictions and 224 from participating jurisdictions. The SRC drew a random sample from each participating jurisdiction that was proportionate to its percentage of available addresses for the County. The SRC needed to construct the County sample in this way to avoid having excessive representation from the participating jurisdictions. Table 1 summarizes the available addresses from the County, the number of questionnaires mailed to residents/property owners in each jurisdiction, the number and percentage that were returned, the confidence interval, and the number randomly drawn to include in the overall County sample.

With a total County sample of 374, the estimated values reported in this summary of results should be accurate to plus or minus 4.6 percent.

Table 1: Burnett Sample from Participating Jurisdictions - Burnett County, 2009						
Jurisdiction	Addresses	Number Mailed Out	Returned Surveys	Percentage Returned	Confidence Interval	Needed for County Sample
<b>Village of</b>						
Grantsburg	566	133	51	38%	13%	14
Webster	362	128	54	42%	12%	9
<b>Town of</b>						
Anderson	312	139	41	29%	14%	8
Daniels	507	139	54	39%	13%	13
Dewey	323	135	50	37%	13%	8
Jackson	1290	128	68	53%	12%	33
Oakland	1141	127	44	35%	14%	29
Sand Lake	509	139	44	32%	14%	13
Siren	913	130	46	35%	14%	23
Trade Lake	712	129	61	47%	12%	18
Union	530	130	52	40%	13%	14
Webb Lake	1000	131	51	39%	13%	26
Wood River	635	132	55	42%	13%	16
<b>Burnett Sample from Non-Participating Jurisdictions</b>						
Jurisdiction	Addresses	Number Mailed Out	Returned Surveys	Percentage Returned	Confidence Interval	Needed for County Sample
<b>Village of</b>						
Siren	465	35	21	60%	21%	15
<b>Town of</b>						
Blaine	269	21	7	33%	37%	7
Grantsburg	549	42	26	62%	19%	14
La Follette	455	35	14	40%	26%	12
Lincoln	228	17	5	29%	43%	5
Meenon	986	75	38	51%	16%	25
Roosevelt	155	12	6	50%	39%	4
Rusk	399	30	9	30%	32%	9
Scott	1080	82	40	49%	15%	30
Swiss	969	74	37	50%	16%	25
W. Marshland	272	21	4	19%	49%	4
	Addresses	Number Mailed Out	Returned Surveys	Percentage Returned	Confidence Interval for County Sample = 4.6	County Sample
Blank/Multiples <sup>1</sup>			31	3%		
Total Participating	8800	1720	671	39%		224
Total Non-Part.	5827	445	207	47%		150
TOTAL	14627	2165	909	42%		374
Approx. Usable Addresses	12,700					

<sup>1</sup> Respondent either did not provide jurisdiction in which residence is located or selected multiple jurisdictions.

Non-response Bias Testing. Surveys have to be concerned with “non-response bias”. Non-response bias refers to a situation in which people who do not return a questionnaire have opinions that are systematically different from the opinions of those who return their surveys. For example, Question 2b asked Burnett County residents and property owners to rate the quality of County public health services. Suppose only strong supporters of County public health services completed their questionnaires, and those who are not chose not to respond. In this case, non-response bias would exist and the results would overstate the overall satisfaction with County public health services.

A standard way to test for non-response bias is to see if respondents to the first mailing differ from those who responded to the second mailing (who are non-respondents to the first mailing). The SRC tested 110 variables included in the questionnaire and found only six instances in which responses from the first mailing and those from the second were statistically different. Not only is this a small number of differences but, while they are statistically significant, the differences do not change the overall interpretation of results. **Based upon our analysis (see Appendix A for a full description), the Survey Research Center (SRC) concludes that there is little evidence that non-response bias is a concern for the Burnett County survey.**

In addition to the numeric responses, respondents provided additional written comments that were compiled by the SRC from the surveys. **Appendix B contains the compilation of comments from the County sample.**

**Appendix C contains the survey questionnaire with a quantitative summary of responses by question for the County sample.**

## Profile of Respondents

Table 2 summarizes the demographic profile of the County sample. Comparisons with Census data are not appropriate for this sample due to the inclusion of seasonal (47% of sample) and non-resident landowners (7% of sample).

Highlights of Table 2 include:

- Respondents in the sample tend to be somewhat older; 67 percent are 55 or older
- Very few respondents report household incomes of less than \$15,000 (4 percent); more common are higher income respondents with incomes in excess of \$100,000 (24 percent).
- 71 percent report that they have resided or owned property in the County for more than 10 years.
- Nearly equal percentages report owning less than one-acre (20%) or over 40 acres (18%).
- Over half of the County sample report living in a shoreline residence.

Table 2: Demographic Profile of Burnett County Sample, 2009							
Gender	Count	Male	Female				
County Sample	324	68%	32%				
Age	Count	18-24	25-34	35-44	45-54	55-64	65+
County Sample	354	0%	2%	9%	21%	26%	41%
Highest Level of Education	Count	High School or Less	Some College	2-year college degree	4-year college degree	Grad/ Prof Degree	
County Sample	355	19%	22%	12%	26%	21%	
Household Income Range	Count	<\$15,000	\$15-\$24,999	\$25-\$49,999	\$50-\$74,999	\$75-\$99,999	\$100,000+
County Sample	328	4%	10%	24%	25%	13%	24%
Residential Status	Count	Full-time	Seasonal	Non-Res			
County Sample	356	45%	47%	7%			
Length Residency or Property-Ownership	Count	<1 year	1 - 5 years	6 – 10 years	11 – 15 years	16 – 20 years	20+ years
County Sample	361	0%	12%	17%	13%	9%	49%
Total Acres Owned in Burnett County	Count	<1 acre	1 - 5 acres	6 – 10 acres	11 – 20 acres	21 - 40 acres	40+ acres
County Sample	361	20%	40%	11%	5%	6%	18%
Residence Within Burnett County	Count	Within Village	Shoreline	Rural non-farm	Rural hobby farm	Rural farm	No Residence in County
County Sample	368	12%	52%	26%	5%	3%	2%

The Sample. There are substantially more males in the sample (68%) than females (32%). Interestingly, statistical tests show only three instances in the survey where males and females have statistically significant differences of opinion. For example, 40 percent of females said that they “strongly agree” or “agree” that too much farmland is being converted to non-farm uses; 32 percent of males felt this way. As we summarize the various elements of the survey, we will note the few differences between the opinions of men and women.

Another key deviation from the expected demographic profile is with respect to age. The sample has a higher proportion of older respondents and lower proportions of younger respondents, which is not unusual for surveys. This shortage is likely related to a couple of factors. First, our experience is that younger residents in most jurisdictions are less likely to participate in surveys than are their older neighbors. Second, the County’s property tax list was used to identify people to be included in the sample. Younger residents are less likely to be property owners than are older County residents. Thirteen percent of the variables tested showed a significant difference between the opinions of those 45 and older and those younger than that. Younger residents are more likely to say that the cost of a home and being near their job is a reason they choose to live in Burnett County. Perhaps not surprisingly, older respondents were more supportive of their community coordinating with the County and neighboring communities to plan for an aging population’s housing needs. Differences of opinion based on age will be noted throughout this report.

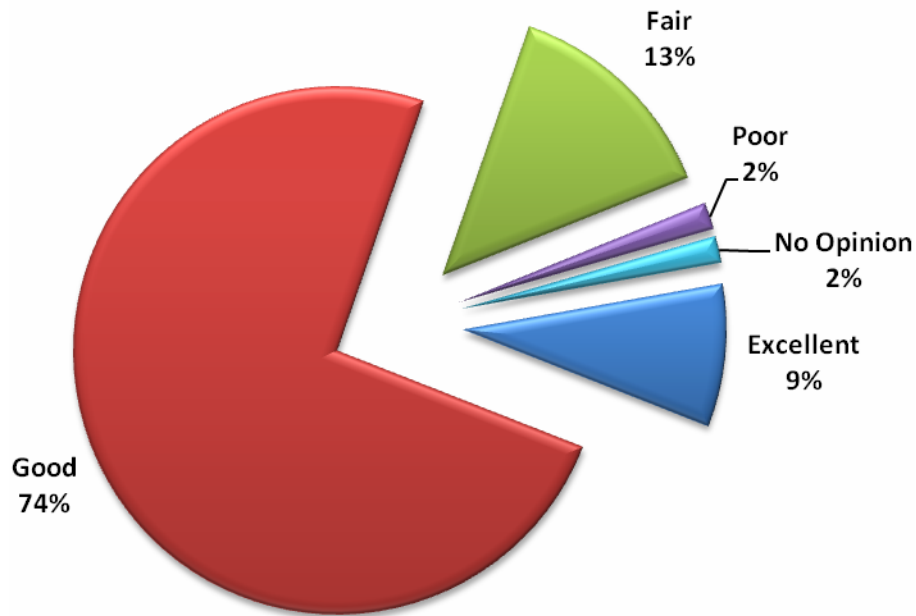
As noted earlier, more than one-half of the County sample were either seasonal residents or non-resident property owners. A key demographic result found that there is a high correlation between seasonal residents and higher levels of income and education. There are a number of points in the survey that speak to differences of opinion between these groups (full-time vs. seasonal) in terms of what they value and what they would support. Comparisons of key survey questions were made by the SRC based on respondents’ residential status and will be described throughout the report.



## Quality of Life

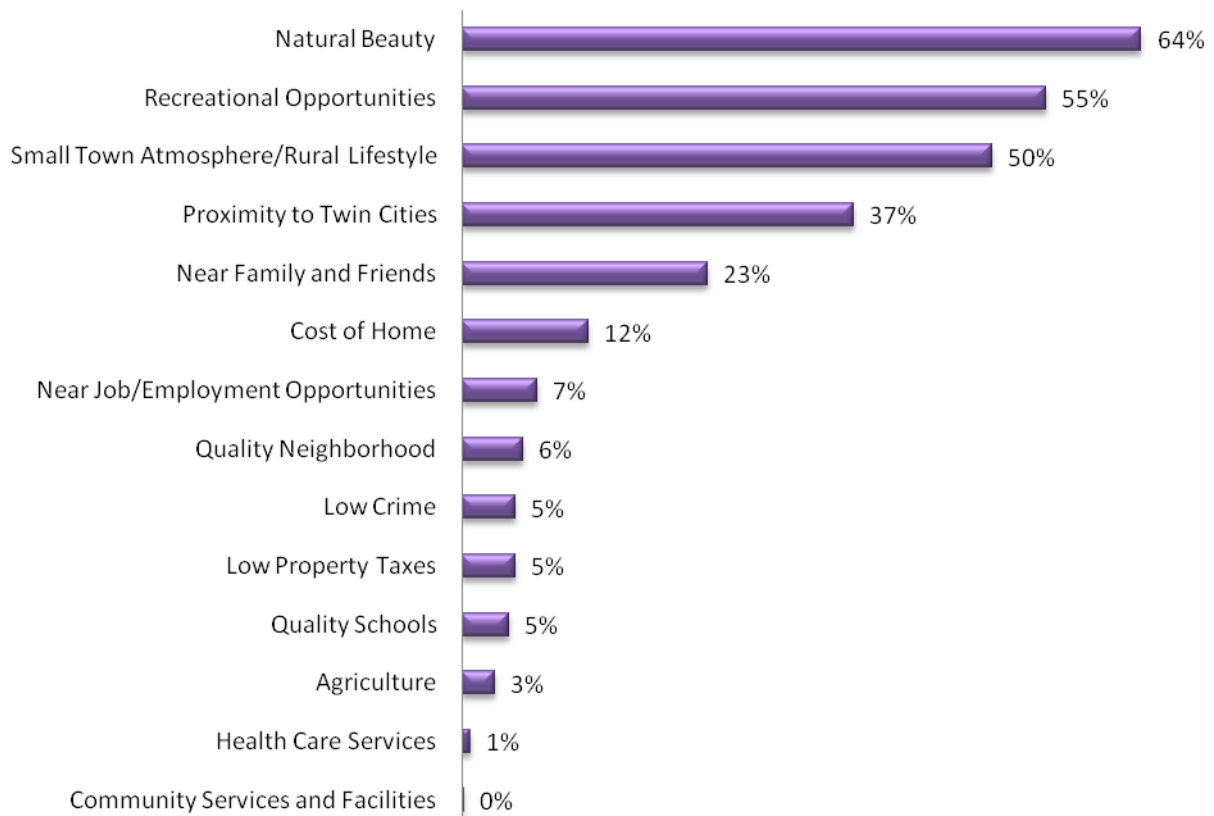
Residents and property owners generally expressed contentment with the quality of life in the County. Figure 1 shows that more than 4 of 5 Burnett County residents and property owners feel that the overall quality of life in the County is “good” (74%) or excellent (9%). There are no statistically significant differences by demographic group in the sample.

**Figure 1: Overall Quality of Life in Burnett County**



Respondents were asked to identify their three most important reasons for living in Burnett County and a summary of their responses is shown in Figure 2. The natural beauty of the County was ranked the highest by respondents (64% indicated this to be very important in their decision to live in the County). As shown, more than half of respondents in the County sample said that recreational opportunities were key to their location decision. The small town atmosphere/rural lifestyle was the third most important reason for living in the County for half of the respondents. There is a substantial drop from these three characteristics to the proportion saying that they live in Burnett County to be near the Twin Cities (37 percent) and another significant drop to those who cited being near their family and friends (23%) and cost of home (12%).

**Figure 2: Top 3 Reasons to Live in Burnett County**



There are some statistically significant differences in the reasons different demographic groups give for living in Burnett County. For example, younger respondents (<45) and those living in the County for 10 years or less were significantly more likely to say that the cost of a home is an important reason to live in Burnett County. Those who have lived in the County for longer periods of time are more likely to say that being near family and friends is a reason for living in Burnett County but less likely to be influenced by the cost of homes.

Respondents that own 10 acres or less in Burnett County were more likely to say that the proximity to the Twin Cities was an important reason to live in the County, while those owning over 10 acres were more likely to cite the proximity of family and friends as a key reason for living in Burnett County.

Seasonal residents were significantly more likely to identify recreational opportunities and the proximity to the Twin Cities as reasons they choose to live in Burnett County. Full-time residents were more likely to say that being close to their place of employment, the small town atmosphere/rural lifestyle, and being near family and friends are reasons for living in Burnett County.

Higher income respondents were more likely to cite recreational opportunities as a reason to live in Burnett County; lower income respondents were more influenced by proximity to family and friends.

## Services and Facilities

A majority of respondents rated four services or facilities as “excellent” or “good”: county parks (60% excellent/good), fire protection (56%), police protection (55%), and county road maintenance (54%). About half of the respondents gave good or excellent ratings to emergency 911 service, and local town/village road maintenance. A majority of County respondents rated only one service, wireless telecommunication, as “fair” or “poor”. Generally, services with low overall ratings (wireless telecommunication, county nuisance ordinance enforcement, county public health service, etc.) also have high proportions of people with no opinion. In fact, one-fourth or more of respondents had no opinion about the quality of nine of the 15 services and facilities listed on the survey.

	Count	Excellent	Good	Fair	Poor	No Opinion
Fire protection	359	13%	43%	18%	3%	24%
Emergency dispatch service (911)	362	12%	38%	10%	3%	37%
Police protection/law enforcement	362	9%	46%	22%	4%	20%
Local public school system	361	9%	29%	10%	3%	49%
County parks	356	8%	52%	14%	2%	23%
Public libraries	362	8%	28%	17%	4%	43%
County road maintenance	364	7%	47%	34%	10%	2%
County recycling programs	360	5%	34%	24%	9%	28%
Local Town/Village road maintenance	364	5%	45%	30%	12%	8%
County public health services	360	4%	30%	18%	2%	46%
Local Town/Village hall	359	4%	40%	21%	4%	31%
Wireless telecommunication service	356	3%	16%	24%	33%	25%
County zoning code enforcement	359	2%	33%	25%	7%	34%
County building code enforcement	359	2%	39%	18%	8%	34%
County nuisance ordinance enforcement	358	1%	20%	18%	15%	47%

Lower income respondents are slightly more satisfied with the local public school system and public libraries. Older respondents are more likely to rate County road maintenance higher. In general, seasonal residents were more likely to have no opinion about the quality of services and facilities in the County.

Wireless Communication Network. As noted earlier in Table 3, a majority of respondents were not satisfied with wireless telecommunication services. When asked about strategies to improve the wireless communication network in the County while still maintaining the “Northwoods Character”, 50 percent believe it is more important to allow fewer, but taller communication towers. Approximately one-fourth (26%) were in favor of more, but shorter communication towers, and 24 percent had no opinion. There are no statistically significant differences by demographic group in the sample.

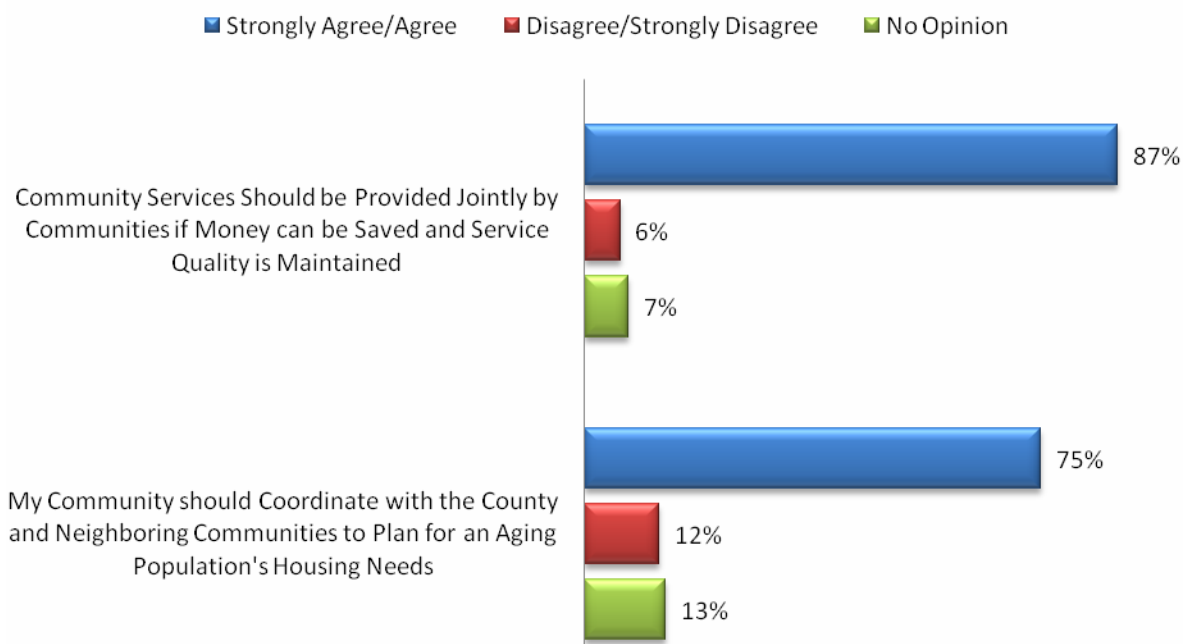
Internet Service. Respondents were asked to indicate if they currently have internet service at their residence in Burnett County. Eight percent report having dial-up modem service, 37 percent have high speed/broadband, and over half have no internet service. Seasonal residents and older respondents were less likely to have internet service at their residence.

For those with internet service, nearly six in ten would not work from home if that option was available; however, 15 percent do (or would) work from home three or more days/week.

Two survey questions addressed the need for coordinated efforts between communities and the County. The first question asked respondents if they agree that services should be provided jointly by communities if money can be saved and service quality can be maintained. The second question asked respondents if they agree that a coordinated effort is needed between neighboring communities and the County to plan for an aging population's housing needs. In Figure 3, responses are grouped into "Strongly Agree" and "Agree" (top bar in each pair), "Disagree" and "Strongly Disagree" (the middle bar in each pair), and "No Opinion" (the bottom bar in each pair).

If joint community services results in a cost saving (and service quality is maintained), a large percentage of residents (87%) are for it. Residents are generally in favor (75%) of a coordinated plan by Burnett County and neighboring communities to address housing needs for an aging population.

**Figure 3: Joint Community Services and Coordinated Housing Plans**



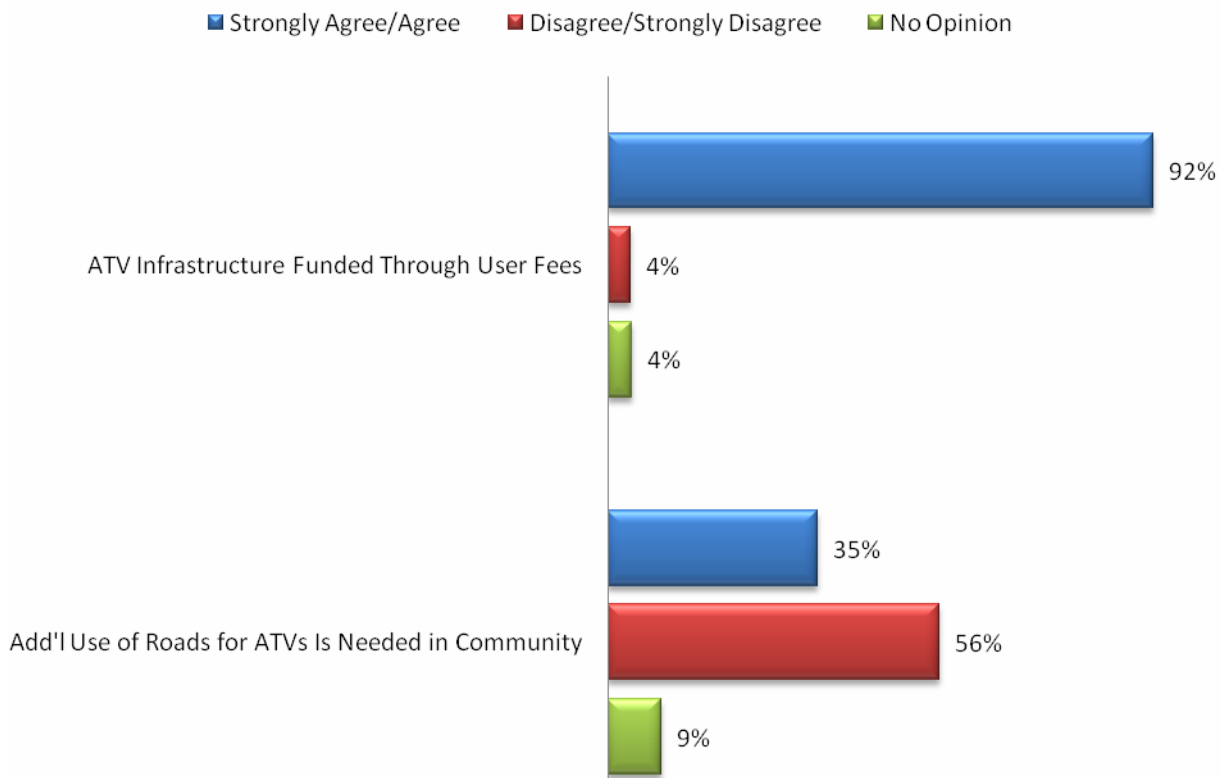
Respondents with higher levels of education and higher incomes were more likely to strongly agree that community services should be provided jointly by communities if money can be saved and service quality is maintained. Older residents were significantly more likely to support county and community coordination in planning for an aging population's housing needs.

## ATV Usage

Residents were asked two specific questions about motorized all-terrain vehicles. Respondents were asked if additional use of roads for ATVs is needed in their community, and if ATV infrastructure should be funded through user fees. In Figure 4, opinions are grouped into “strongly agree” and “agree” (top bar in each pair), “disagree” and “strongly disagree” (the middle bar in each pair), and “no opinion” (the bottom bar in each pair).

The data in Figure 4 indicate that the overwhelming majority of Burnett County property owners feel that ATV infrastructure (trails, signage, maintenance, etc.) should be funded through user fees. A majority (56%), however, disagree that additional use of roads for ATVs is needed in their community. In terms of demographic differences with respect to ATV issues, higher income and higher educated respondents feel more strongly that ATV infrastructure should be funded through user fees.

**Figure 4: Opinions Regarding ATV Infrastructure and Usage**



## County Budget

Allocating County Budget. Respondents were given the opportunity to allocate the County budget based on two budget scenarios: having a \$100 surplus or facing a \$100 deficit. Figure 5 highlights the average amount respondents from the County sample allocated per item. The SRC eliminated responses in which totals did not add up to \$100.<sup>2</sup>

The surplus count and deficit count listed on the left side of the table under each budget item are determined by the number of respondents who both included a value for that category and had total budgets equaling \$100 as requested on the questionnaire. As an example, when dealing with a County surplus, roads and bridges would receive an average amount of \$14 based on values provided by 190 respondents with totals equaling \$100 for the entire budget. Alternatively, when faced with a \$100 deficit, 153 respondents would cut roads and bridges, on average, \$8.

**Figure 5: Allocating the County Budget:**

	There is a <u>\$100 surplus</u> . Distribute it among the following: <b>AVERAGE AMT.</b> <b>WRITTEN BY RESPONDENTS</b>	There is a <u>\$100 deficit</u> . Balance the budget by cutting it from the following: <b>AVERAGE AMT.</b> <b>WRITTEN BY RESPONDENTS</b>
Taxes <i>Surplus count = 159 Deficit count = 127</i>	\$23 (decrease)	\$11 (increase)
Emergency services <i>Surplus count = 206 Deficit count = 109</i>	\$17	\$ 4
Roads and bridges <i>Surplus count = 190 Deficit count = 153</i>	\$14	\$ 8
Education <i>Surplus count = 173 Deficit count = 134</i>	\$13	\$ 9
Environment <i>Surplus count = 169 Deficit count = 195</i>	\$10	\$14
Recreation <i>Surplus count = 155 Deficit count = 233</i>	\$ 8	\$21
Economic development <i>Surplus count = 143 Deficit count = 202</i>	\$ 8	\$16
Social services <i>Surplus count = 143 Deficit count = 192</i>	\$ 7	\$17
<b>Total = must add to 100</b>	<b>\$100</b>	<b>\$100</b>

Survey responses (Figure 5) indicate that when dealing with a surplus, respondents would be most likely to cut taxes first, followed by distributing surplus funds to emergency services, roads and bridges, and education. Alternatively, if respondents need to balance the budget by cutting funds, recreation would take the biggest hit (on average), followed by social services, and economic development. On average, emergency services would be the service cut the least.

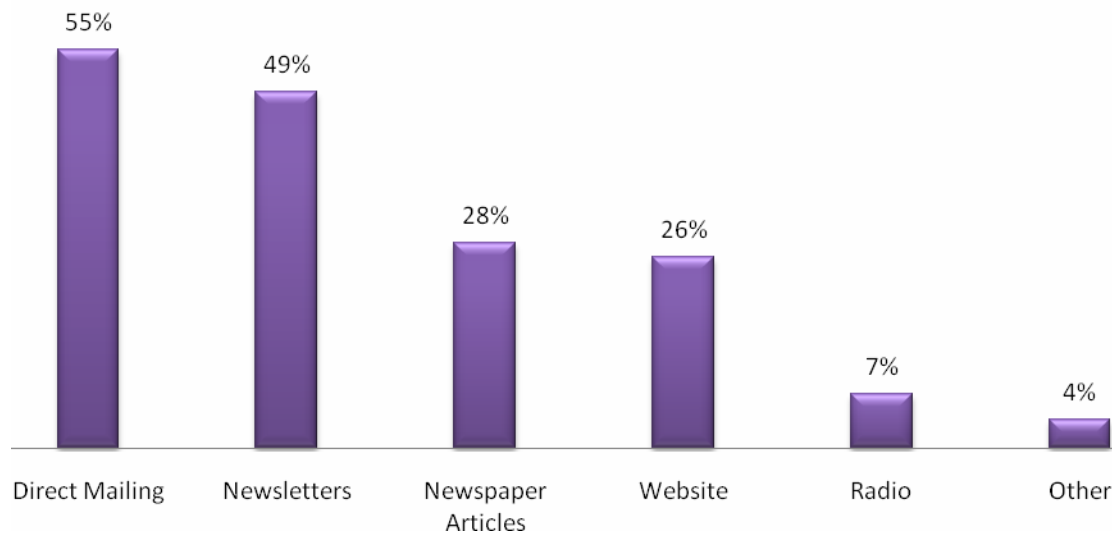
<sup>2</sup> Surplus results from 24 respondents were eliminated because their sums didn't total \$100. Deficit results for 17 respondents were eliminated because their sums did not total \$100.

In at least one area, recreation, the attributes that people value about Burnett County do not necessarily align with budget balancing. Respondents' allocated one of the smallest surplus distributions to recreation and would give it the largest cut when dealing with a deficit. As described earlier in the report, the second most important reason this group of respondents lives in Burnett County was the recreational opportunities available to them. In addition, County parks had the highest excellent/good ratings in terms of services and facilities, and, as will be discussed later in the report, tourism and recreation businesses received the most "high priority" ratings when discussing the most important types of businesses for Burnett County. It is, in short, interesting that the recreational attributes that respondents find most attractive about the County and which are likely to figure prominently in a tourism/recreation-based economic development strategy do not fare well in the budget reallocations summarized in Figure 5.

## Communication

Receiving Information from Burnett County. Figure 6 indicates that the most preferred methods of receiving information from Burnett County for this group of respondents are direct mailings and newsletters – roughly half the respondents identified these as their preferred communication channels. About one-fourth of respondents prefer newspaper articles and the website. Other surveys of this type that the SRC has done around the state have consistently identified direct mailings as a preferred means of receiving information. "Other" responses include receiving this sort of information electronically through email. Appendix B contains the complete compilation of "other" communication methods mentioned.

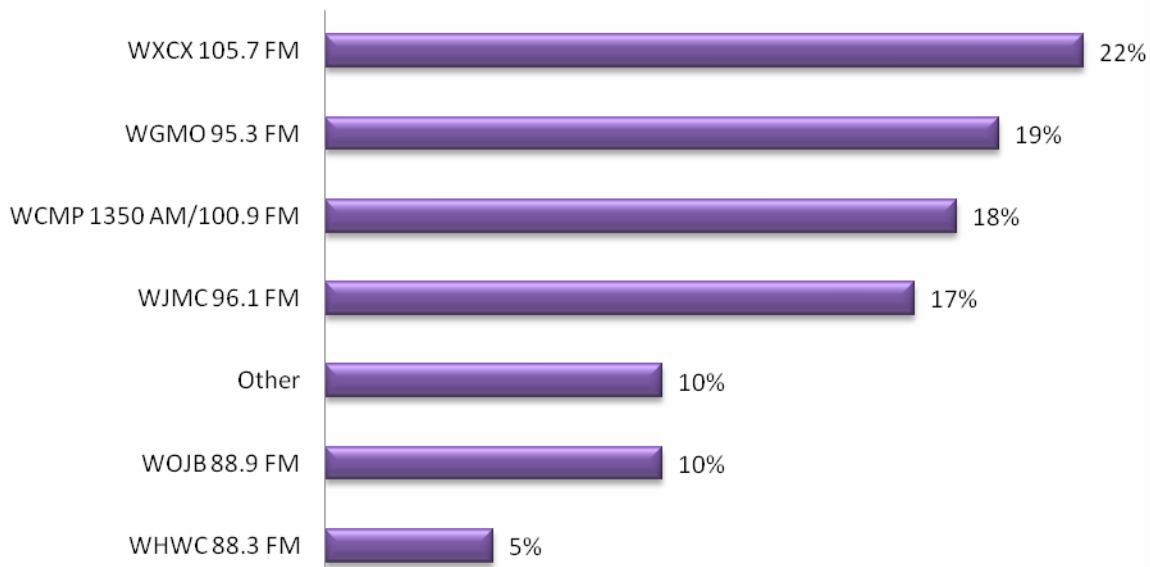
**Figure 6: Preferred Communication Methods from Burnett County**



The County website, while not identified as one of the two most preferred means of receiving information from Burnett County, does appeal to specific subgroups. Seasonal residents are more likely to want to receive information from the website, as are higher income respondents, and those with more formal education. Full-time residents, those who own more acreage, and those with less income are significantly more interested than their counterparts in receiving information from newspaper articles and the radio.

Preferred Radio Station for County Information. Although a relatively small proportion of respondents choose radio as a preferred method of communication with the County (7%), those who did were asked which radio station they would prefer to receive information from. Figure 7 highlights respondents' preferences. Four stations were preferred by similar numbers of respondents with WXCX 105.7 slightly higher than WGMO, WCMP, and WJMC.

**Figure 7: Preferred Radio Station for Receiving County Information**



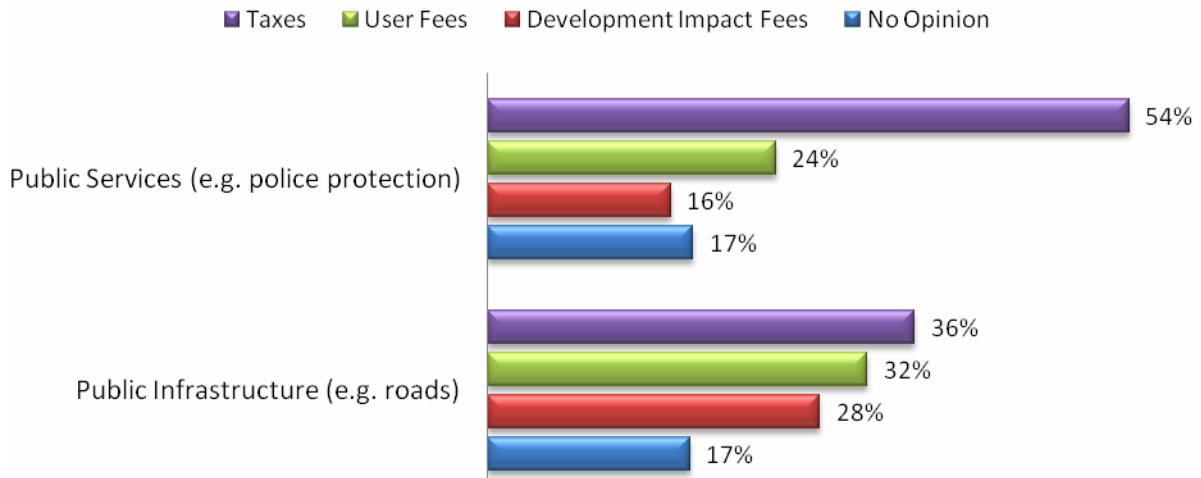
## **Growth and Development**

Paying for Costs Associated with Growth and Development. Respondents were asked their preferred ways of paying for the costs associated with growth and development in terms of public infrastructure, such as roads and public services, such as police protection.

The top bar in each set in Figure 8 shows the percentage who prefer that taxes be used to cover the costs associated with growth and development, the second bar shows the percentage that believe that user fees should be collected for associated costs, the third bar describes the percentage that believe development impact fees should be used, and the bottom bar shows the percentage that do not have an opinion. In both instances, the most preferred option was to pay for growth and development costs through taxes. However, paying taxes for public services was the only option in which a majority of respondents agreed and it is just a slight majority at 54 percent. User fees and development impact fees were slightly more popular choices for public infrastructure than for public services.



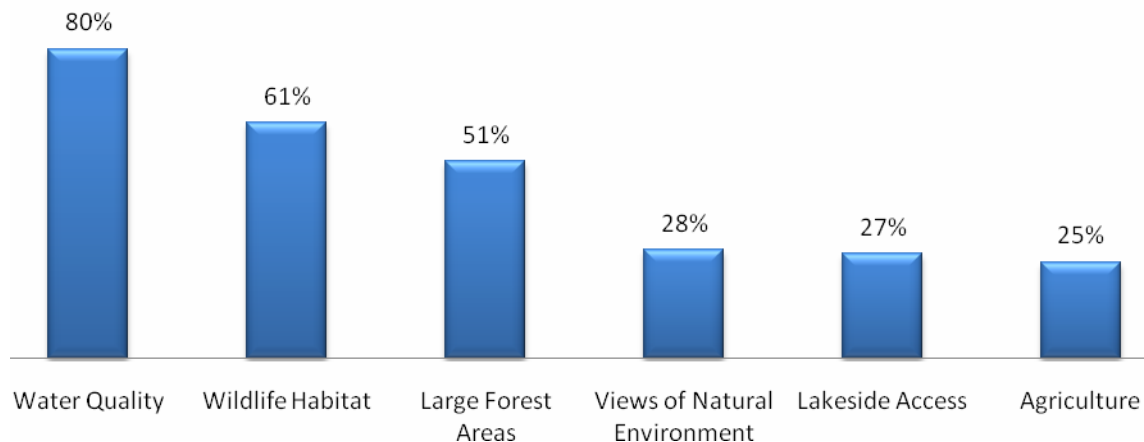
**Figure 8: Preferred Ways of Paying for Costs Associated with Growth and Development**



There are few differences across demographic groups in terms of the preferred methods of paying for the costs associated with growth and development. The preference for taxes grows with income. Respondents with less education and less income were more likely to say they have no opinion regarding how to pay for additional infrastructure and services associated with development.

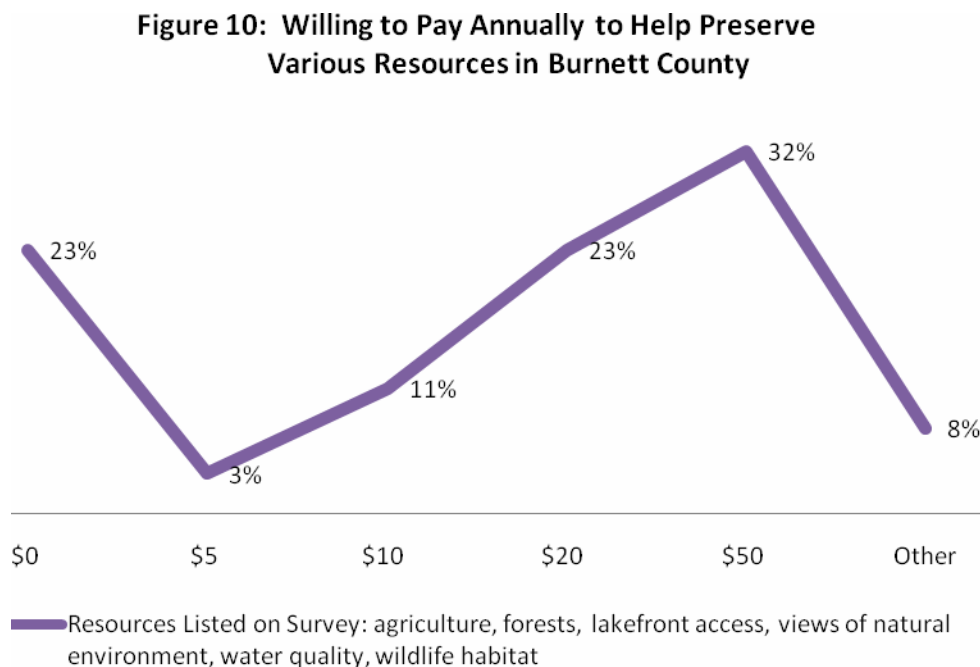
Preservation of County Resources. Respondents were asked to identify up to 3 resources they thought Burnett County should preserve as development occurs over time. Figure 9 indicates that residents in Burnett County are quite interested in preserving water quality in the area. The preservation of wildlife habitat was in the top three for 3 of 5 respondents. Preserving large areas of forest had a slight majority rating it in their top three. Preserving natural environment views, lakeside access, and agriculture was chosen by approximately one-fourth of respondents. One percent of respondents chose “other” or “none”.

**Figure 9: Top 3 Most Important Things to Preserve in Burnett County**



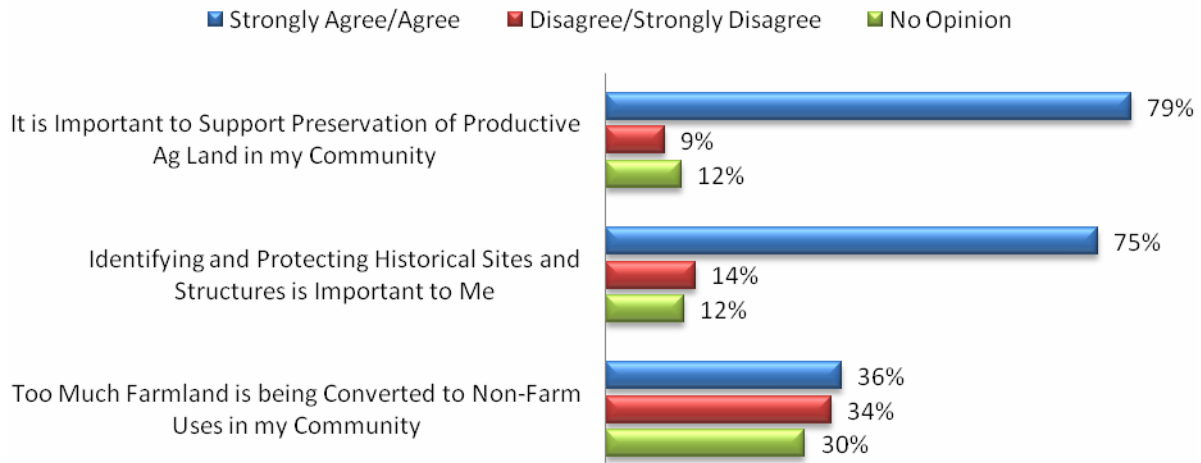
Males are more likely to say that preserving large areas of contiguous forests is one of their top 3 most important things to preserve as development occurs over time in Burnett County. The preservation of agriculture and preserving wildlife habitat are more likely to be in the top three for full-time residents. Seasonal residents are more likely to place importance on preserving views of the natural environment. Respondents with more formal education were more likely to believe that water quality is one of the most important things to preserve in the County, while respondents with less formal education are more likely to include agriculture and wildlife habitat in their top three.

In a follow-up question, respondents were asked how much they would be willing to pay annually to help preserve the items found in Figure 9. Nearly one-third of respondents would be willing to pay \$50/annually (Figure 10). Approximately one-fourth either would pay \$20 annually or would not pay anything. “Other” comments included \$100, or “depends on my income”. Appendix B contains the complete compilation of “other” responses. Higher income respondents were willing to pay more annually (\$50) to help preserve the resources mentioned in Figure 9.



A few additional questions on the survey addressed various types of preservation (agricultural land and historical sites and structures). In Figure 11, opinions are grouped into “strongly agree” and “agree” (top bar in each pair), “disagree” and “strongly disagree” (the middle bar in each pair), and “no opinion” (the bottom bar in each pair). A substantial majority (79%) of respondents support the preservation of agricultural land in their community. A nearly identical percentage (75%) place importance on the identification and protection of historical sites and structures. Respondents are almost evenly split on their opinions regarding excessive farmland conversion, 36 percent are in agreement, 34 percent disagree, and 30 percent have no opinion. In terms of demographic differences, females, full-time residents, and those with less formal education are more likely to believe that too much farmland is being converted to non-farm uses in their community.

**Figure 11: Opinions about Preservation**

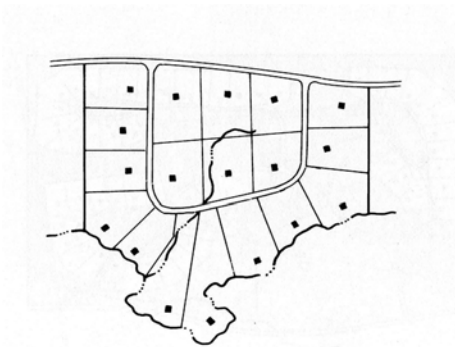


## Residential Development

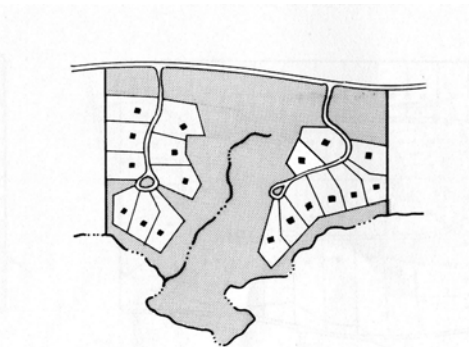
Respondents were asked to indicate their preference for a traditional rural development design (larger lot size, no common/open space – Option A below) versus a cluster concept (smaller lots, common/open space – Option B). Figure 12 indicates that by more than a two to one margin, Burnett County residents opt for the cluster design that creates shared open space.

**Figure 12: Preference for Rural Housing Development Design:**

Traditional Development Design  
31% **OPTION A**



Cluster Development Design  
69% **OPTION B**



The SRC has asked this question using the same or a substantially similar visual element in a large number of land use surveys throughout Wisconsin. In almost every instance, the cluster design option has been favored by a margin similar to that seen in Burnett County. The cluster design, while still preferred by a majority, had significantly lower levels of support from younger (<45 years old) respondents. Interestingly, other surveys of this type that the SRC has done around the state have shown that the cluster design has higher levels of support from younger respondents.

Clustering Residential Building Lots. An additional question asked survey respondents to state their opinions about requiring the cluster of residential building lots to preserve various resources. In Figure 13, opinions are grouped into “strongly agree” and “agree” (top bar in each pair), “disagree” and “strongly disagree” (the middle bar in each pair), and “no opinion” (the bottom bar in each pair).

**Figure 13: Clustering Residential Building Lots Should be *Required* in Order to Preserve:**

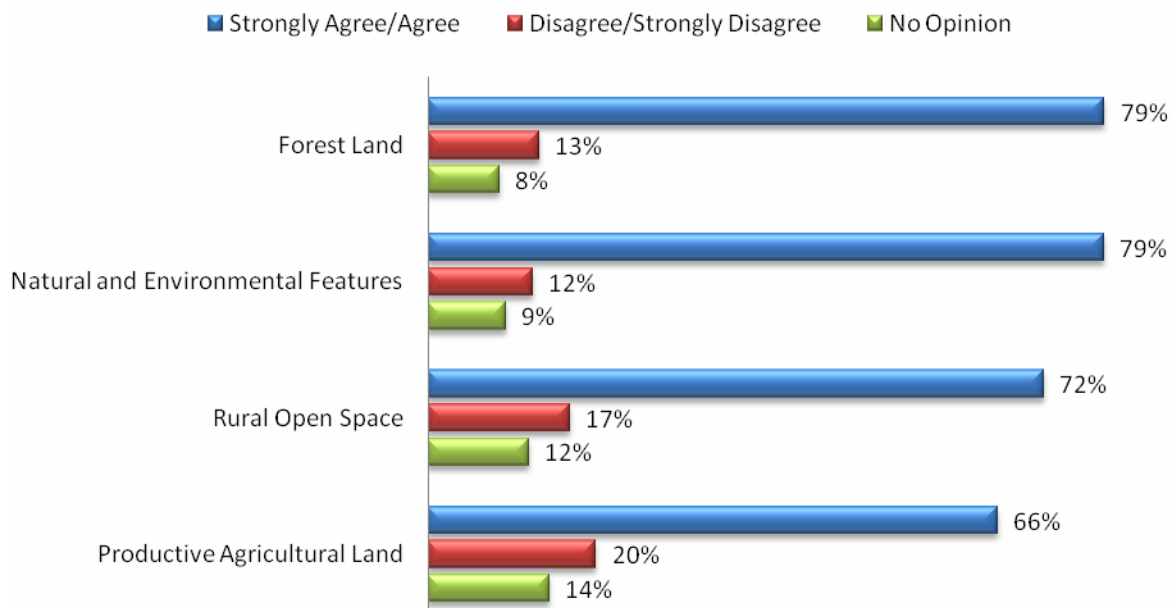


Figure 13 indicates that solid majorities of respondents agree that clustering requirements should be required for preserving each of the four features described. Nearly 4 of 5 respondents believe such requirements should be made to preserve forest land and natural and environmental features, and slightly less than three-fourths feel this way about preserving rural open space. Two-thirds of respondents are in favor of requiring the clustering of residential building lots to preserve productive agricultural land.

Full-time residents and those with more than 10 acres of land tend to be more supportive of clustering residential building lots to preserve productive agricultural land. As was the case with rural housing development design preferences (Figure 12), older respondents were significantly more supportive of clustering residential building lots to preserve rural open space.





Additional questions regarding residential development were asked in the survey (Table 4). Approximately three-fourths of respondents are in favor of managing the location of new residential development to ensure efficient delivery of public services. A majority believe that new residential development should be located away from agricultural operations and a slight majority disagrees that agriculture uses should be restricted close to residences. More short-term residents agreed that new residential development should be located away from agricultural operations.

Table 4: New Residential Development Opinions, Burnett County, 2009						
	Count	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
The location of new residential development should be managed to ensure efficient delivery of public services.	356	21%	53%	12%	3%	12%
New residential development should be located away from agricultural operations.	355	12%	44%	22%	4%	18%
Ag uses should be restricted close to residences.	359	4%	23%	40%	11%	22%

**Residential Density.** Respondents were asked to provide the appropriate limit on density for various types of non-waterfront areas outside of villages within the County (agricultural areas, forest areas, and other rural areas). Definitions and graphics were provided showing housing options based on a 40-acre area.

The data in Figure 14 indicate that nearly one-third of respondents believe that one home per 40 acres is appropriate for agriculture areas. One home per 40 acres is also the most chosen option for forest areas, although one home per 10 acres is close behind (as are those with no opinion). When asked their opinion about residential density in “other rural areas”, one-fourth of respondents had no opinion, followed closely by residential density of one home per five acres (22%), and one home per 10 acres (20%). Few respondents were in favor of having more than eight homes per 40 acres for any of the non-waterfront areas described on the survey.

**Figure 14: Preferences for Residential Density: Most Appropriate Limit on Density for each of the following non-waterfront areas outside of villages within the County.**

(note that the placement of the dots in the following graphics does not necessarily represent where a home would be built in the given residential density option)	More than 8 homes/ 40 acres	8 homes/ 40 acres = 1 home/ 5 acres	4 homes/ 40 acres = 1 home/ 10 acres	2 homes/ 40 acres = 1 home/ 20 acres	1 home/ 40 acres	Other Density: Specify	No Opinion
						See Appendix B	
	↓	↓	↓	↓	↓	↓	↓
<b>Ag areas</b> n=325	6%	10%	14%	16%	31%	2%	22%
<b>Forest areas</b> n=326	6%	10%	21%	17%	22%	4%	21%
<b>Other rural areas</b> n=322	13%	22%	20%	10%	9%	1%	25%

Respondents with higher levels of education were more likely to place the appropriate limit on density in agriculture area and forest areas as one home per 40 acres. Respondents who own fewer acres were more likely to believe the appropriate limit on density in agriculture areas is one home per 20 acres.

## Seasonal Rentals

Seasonal residents were asked a set of questions about how they use their home. Responses of “residence is not seasonal” were eliminated for both questions shown in Figure 15a and Figure 15b. Most seasonal residences were used five or more months and nearly half were occupied by two people.

Figure 15a: If Residence is Seasonal,  
how many Months/Year is it Used?

*n* = 188

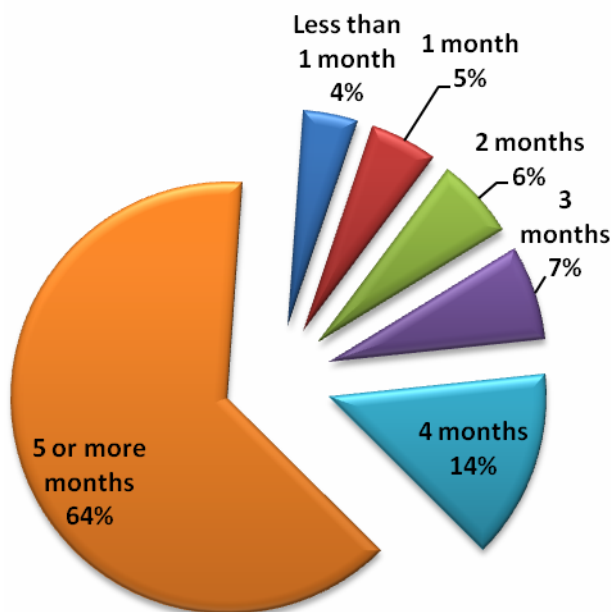
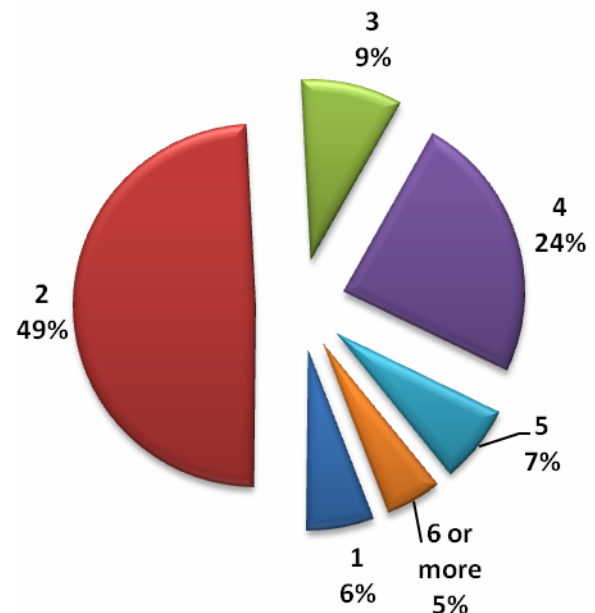


Figure 15b: If Residence is Seasonal,  
how many People Use the  
Residence at any Given Time?

*n* = 204



Burnett County respondents were asked to consider certain statements as they apply to short-term seasonal rentals. Survey responses (Table 5) indicate that a strong majority of respondents in Burnett County (88%) agree that septic systems should be designed and maintained to support the number of guests. A very solid majority of respondents (83%) also agree that noise limits on outdoor use of property during late hours should be imposed.

Nearly 7 of 10 respondents believe that neighbors should have access to owner contact information. Although less support is shown for requiring reference checks of prospective renters, a majority of 60 percent agree to this condition. Nearly one-half of respondents disagree or strongly disagree that landscaping along side property lines should be required. Twenty-one percent of respondents believe that short-term rental of residential units should not be allowed.

<b>Table 5: Short-term Seasonal Rental Opinions, Burnett County, 2009</b>						
	Count	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
The septic system should be designed and maintained to support the number of guests	363	49%	39%	5%	1%	6%
Noise limits on outdoor use of the property should be imposed (late hours)	362	42%	41%	9%	3%	5%
Neighbors should have access to owner contact information	362	24%	45%	17%	6%	9%
Reference checks of prospective renters should be required	360	22%	38%	23%	6%	11%
Landscaping along side property lines should be required	361	11%	22%	36%	13%	18%
Short-term rental of residential units should not be allowed	364	10%	11%	49%	16%	14%

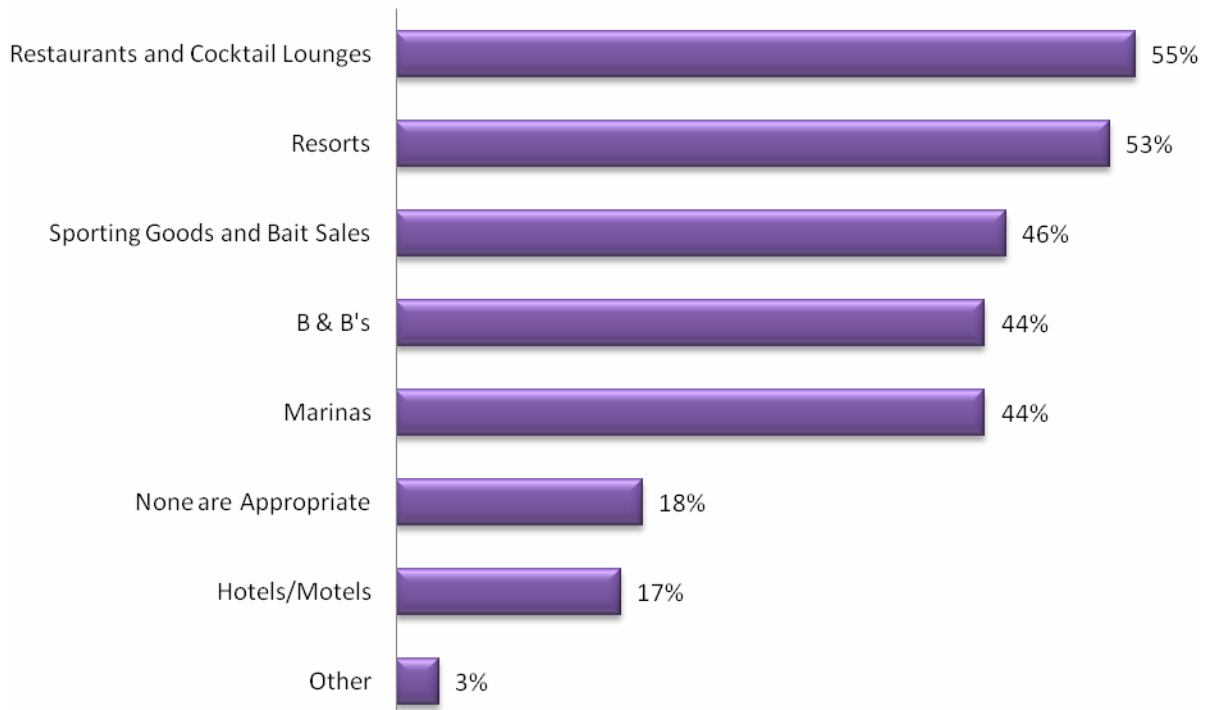
By demographic group:

- Nearly one-fourth of males believe that short-term rental of residential units should not be allowed (compared to 12% of females).
- Respondents with more formal education are more likely to strongly agree that septic systems should be designed and maintained to support the number of guests. They are also more likely to strongly agree that noise limits on outdoor use of property during late hours should be imposed.
- Older respondents are more likely to support required reference checks of prospective renters. Older respondents are also more likely than younger respondents to favor disallowing short-term rental of residential units.
- Support for reference checks of prospective renters and requiring landscaping along side property lines is stronger among full-time residents.

## **Economic Development**

Recreational-oriented Commercial Uses. Respondents were asked which commercial uses might be appropriate on waterfront property adjacent to residential development. As summarized in Figure 16, a majority of respondents believe that restaurants/cocktail lounges, and resorts are appropriate. Nearly half (between 44 and 46 percent) of respondents would allow sporting good/bait sales, B & B's, and marinas. Nearly one-fifth of respondents would allow hotels/motels and a similar number do not believe that any of the uses listed are appropriate. Appendix B contains the complete compilation of "other" commercial uses mentioned.

**Figure 16: Appropriate Commercial Uses on Waterfront Property Adjacent to Residential Development**



Younger residents were more likely to favor restaurants and cocktail lounges, resorts, and hotels/motels; older respondents were more likely to say that none of the commercial uses listed on the survey were appropriate on waterfront property adjacent to residential development.

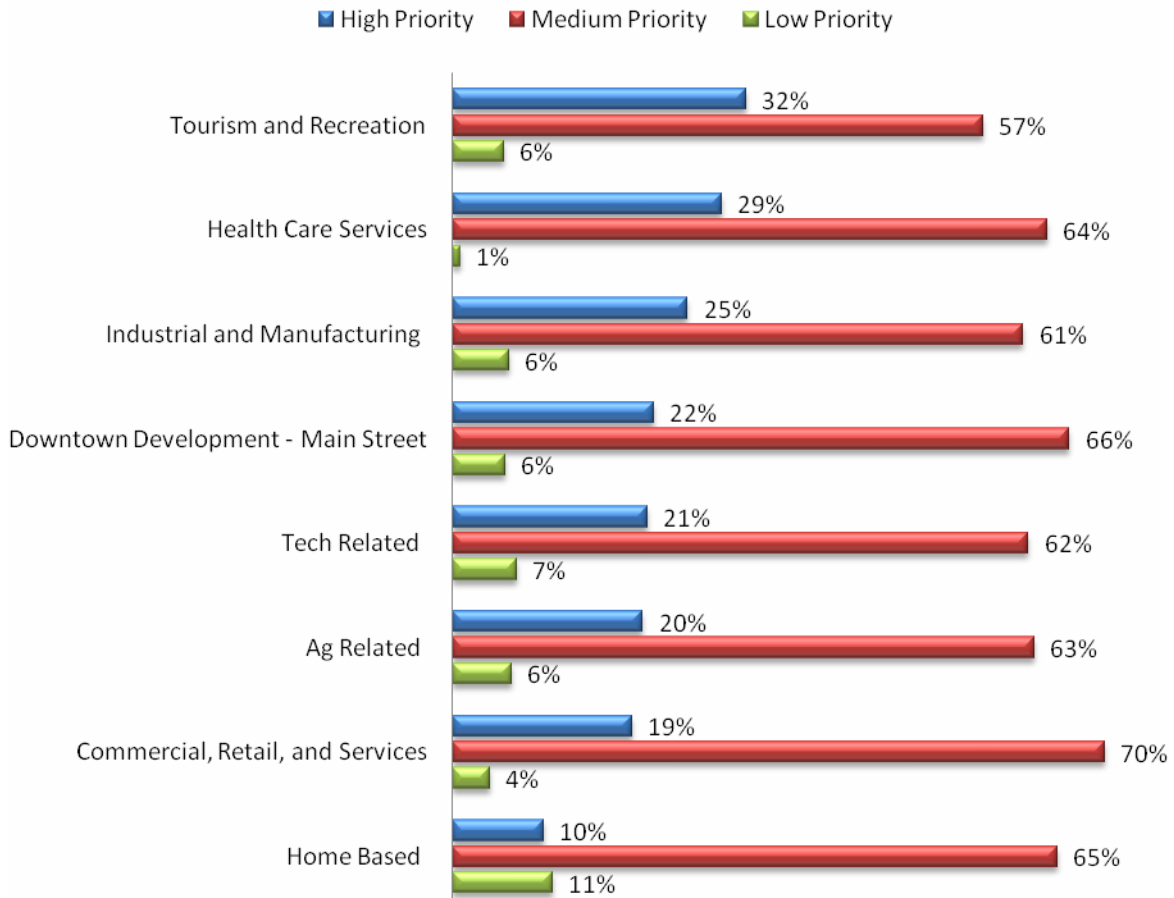
**Most Important Businesses/Industries to Attract.** Burnett County residents were asked to rank the importance of various types of businesses on a scale of “5 = High Priority” to “1 = Low Priority”. In Figure 17, ratings are grouped into “high priority” (the top bar in each pair), “medium priority” (the middle bar in each pair), and “low priority” (the bottom bar in each pair).

Tourism and recreation received the most “high priority” ratings (32%), followed closely by health care services (29%). The rest of the industries were close together in terms of being given “high priority” (between 19 and 25 percent) with the exception of home based businesses at 10 percent. Home based businesses also had the highest (11%) “low priority” ratings. Between 57% - 70% of respondents, place medium priority on all of the businesses/industries listed on the survey.

Full-time residents and those with less formal education were more likely to place high priority on industrial and manufacturing development in Burnett County. Otherwise, there are no statistically significant differences by demographic group in the sample.



**Figure 17: Most Important Types of Businesses/Industries for Burnett County to Attract**



**Attract and Retain Companies.** Respondents were asked if Burnett County communities should pool resources to attract and retain companies that will create jobs. Eighty-five percent of respondents support such collaboration. Only 5 percent voiced any opposition; 10 percent had no opinion. No statistically significant differences were shown by demographic groups for this question. For a complete quantitative summary of this result, see Appendix C, Question 5d.

## **Additional Comments**

Two open-ended questions were in the survey. The first asked respondents to provide any additional comments they have regarding residential density issues. In the second open-ended question, respondents were asked to report one thing they would change about Burnett County. By prior agreement with Foth Infrastructure and Environment, LLC, qualitative analysis was not completed for open-ended survey questions. The complete compilation of comments can be found in Appendix B.

## Conclusions

The results of this survey indicate that residents in Burnett County are generally happy with the overall quality of life they have. Most appreciate the natural beauty and recreational opportunities available in the County. They place a high value on preserving productive agricultural land, forest land, rural open space, and natural and environmental features. For housing developments, they prefer cluster designs that preserve more open space, and generally believe that the location of new residential development should be managed to ensure efficient delivery of public services.

A majority of respondents rated four services or facilities as excellent or good: county parks, fire protection, police protection, and county road maintenance. In contrast, more than half rated wireless telecommunication service in the County as only fair or poor. Over half of survey respondents (53%) currently have no internet service at their residence.

Residents support joint community services if it results in a cost saving, and service quality is maintained. Residents also believe Burnett County communities should work together to recruit and retain companies. Tourism and recreation and health care services were considered the most important types of businesses for Burnett County to attract.

Finally, there are a number of demographic differences with respect to the comprehensive planning issues covered in this survey between seasonal residents and year-round residents. Seasonal residents were significantly more likely to identify recreational opportunities and the proximity to the Twin Cities as reasons they choose to live in Burnett County while full-time residents were more likely to say that being close to their place of employment, the small town atmosphere/rural lifestyle, and being near family and friends are reasons for living in Burnett County. Seasonal residents are more likely to want to receive County information from the website; full-time residents are significantly more interested in receiving information from newspaper articles and the radio. The preservation of agriculture and wildlife habitat are the most important resources to preserve for full-time residents, while seasonal residents are more likely to place importance on preserving views of the natural environment. In terms of seasonal rentals, support for reference checks of prospective renters and requiring landscaping along side property lines is stronger among full-time residents. Full-time residents were also more likely to place high priority on industrial and manufacturing development in Burnett County.

## Appendix A – Non-Response Bias Test

Any survey has to be concerned with “non-response bias.” Non-response bias refers to a situation in which people who do not respond to a questionnaire have opinions that are systematically different from the opinions of those who do respond. For example, Question 2b asked Burnett County residents and property owners to rate the quality of County public health services. Suppose only strong supporters of County public health services completed their questionnaires, and those who are not chose not to respond. In this case, non-response bias would exist and the results would overstate the overall satisfaction with County public health services.

The standard way to test for non-response bias is to compare the responses of those who respond to the first mailing of a questionnaire to those who respond to subsequent mailings. Those who return subsequent mailings are, in effect, a sample of non-respondents (to the first mailing), and we assume that they are representative of that group. The County sample consisted of 261 respondents from the first mailing, and 113 from the second mailing.

Table A1 – Statistically Significant Differences Between Responses of First and Second Mailings			
Variable	Mean First Mailing	Mean Second Mailing	Statistical Significance
Q5b Joint community services for savings	1.90	2.17	.025
Q11a Septic system design/support guests	1.67	1.93	.027
Q11b Neighbors Access to Owner Contact Info	2.20	2.57	.005
Q13b Clustering of residential/forest lands	1.97	2.28	.023
Q23 Residential Status	1.57	1.75	.013
Q26a Seasonally use of Residence/months/yr.	5.83	5.37	.018

Out of 110 variables tested, we found six variables with statistically significant differences between the mean responses of these two groups of respondents (Table A1). As examples, respondents to the first survey, compared to later respondents, were slightly more likely to strongly agree to shared community services if savings occurred and service quality was maintained. They were also slightly more likely to agree that septic systems should be designed to support the number of residential guests. In short, while these items are statistically different, the differences are quite small and generally would not affect the overall interpretation of the results. **The Survey Research Center (SRC) concludes that non-response bias is not a concern for this sample.** This means that these data should accurately reflect the opinions of County residents and property owners.

## Appendix B – Open-Ended Comments: Burnett County Sample, 2009

All comments are included as written with the exception of one comment where personal names have been marked out.

### Question 1

***Mark the three (3) most important reasons you and your family chose to live in Burnett County.***

#### ***‘Other’ Responses (32 Responses)***

- Born here (2x)
- Lake home (2x)
- Lake shore property (2x)
- Born and raised here
- Business opportunity
- Cabin owner
- Disabled and home is here. Can not relocate
- Employment requirement
- Family property
- Family raised here and passed land to their children
- Farm was willed to me
- Fishing
- Following my son, who was in NW Passage
- From Jackson Twn
- Grew up here, left and came back
- Grew up there
- Inheritance
- It's home. I've lived here most all my life
- Lake Cabin
- Lake, fishing, hunting, boating
- Lakes and rivers
- Lived here all my life
- Our job brought us here
- Passed down in my family
- Recreational cabin
- Retired
- Retirement Home
- Seasonal resident
- Second home on lake

**Question 10**

***Historically, some recreational-oriented commercial uses have been allowed on waterfront property adjacent to residential development. Which of the following commercial uses may be appropriate in these areas?***

***'Other' Responses (11 Responses)***

- Any commercial use
- Don't have an opinion
- In appropriate areas, all could be used if suitable.
- No comment
- No opinion
- No trailers
- Not even residential development. Keep waterfront for everyone's enjoyment, not just a few. Keep it wild/natural.
- Parks-public use.
- People own waterfront property to get away from it all. Why allow all sorts of businesses.
- Small cafes serving coffee beverage, wine, beer soda, snacks. NO liquor.
- Water for ag

**Question 15a**

***Residential Density of Ag areas.***

***'Other' responses (6 Responses)***

- 0
- 1/120
- 1/180
- 1/80
- 1+
- No subdividing farms.

**Question 15b**

***Residential Density of Forest areas.***

***'Other' responses (11 Responses)***

- 0 (2x)
- 1/120
- 1/180
- 1/2
- 1/4
- 1/640
- 1/80
- 2/20
- No subdividing forests.
- Owner option

### Question 15c

#### ***Residential Density of Other rural areas.***

##### ***'Other' responses (2 Responses)***

- ½
- 80

### Question 15d

#### ***Please provide any additional comments you have about residential density issues.***

##### ***'Other' Responses (28 Responses)***

- 2 homes on 20 acres. Leave wooded area alone if possible.
- Depends on the land.
- Do not raise taxes!
- Don't care how many if they are not "dumps"
- Don't understand issue.
- Encourage walking or bike trails or mutual commons area that is energy self sustaining (solar, wind, etc) with play ground, campsites, picnic tables, sheltered area for gatherings, dog runs, but only for people in that cluster, not open to general public.
- Family owned 40 or 80 should be able to build a home or homes without county, state or local governments dictating what they can do!
- Higher residential density, I believe, leads to more crime, ruins the rural image and I can't stand it.
- Homes with 5 acres or more must plant trees in yard.
- I believe the trend is to grow your own food and maybe some type of postage stamp farming
- I resent too many rules. If I own the land, I should be allowed to build where I'd like. Sell some if I like, etc. Anyway, doesn't young zoning take care of some of this? I can't really answer this question.
- In regards to 12, 1 or more in same yard.
- Increased density conserves all natural resources.
- It depends on how development is laid out (clustering better) and whether the land is managed with a healthy environment as a priority. Smaller organic farms could be better than a larger agricultural project that is managed with no regard for the environment. Larger parcels of forest are essential for wildlife.
- Just use common sense.
- Keep it in the village
- Less housing development-more conservation.
- Let the land owner decide
- Let the owner and buyers decide. Compact towns would be nice and S/B managed. However, a landowner should be able to sell for whatever purpose. Keep gov't small and off taxpayers backs.
- No greater development than I suggested above.
- Our lakes are now small cities. Eco systems are now failing. Just pick any lake in our community and do some tests. Now they are doing the same thing to our woodland etc with water sewer power lines etc.
- Preserve what cannot be built-LAND!

- Question 8 and 15 are out of my realm of knowledge.
- Residential development belongs to cities and villages with public sewer and water.
- Restrict/eliminate any further waterfront development.
- Voyager Village has a very high density. Major problems occur in this area, as people tend not to take care of their property. Bad deal!
- We have enough houses. Need to fill what we already have!
- You are too late on checking density. The county has already allowed lakefronts to become over crowded with cabins/homes piled on top of each other.

#### **Question 16**

***As development occurs over time in Burnett County, the most important things to preserve are?***

***'Other' Responses (2 Responses)***

- All important
- Fishing-eliminate spearing, it decimates game fish.

#### **Question 17**

***How much would you be willing to pay annually to help preserve your selections in Ques. 16?***

***'Other' Responses (26 Responses)***

- \$100 (6x)
- \$120 (2x)
- \$35 (2x)
- Not sure (2x)
- \$500
- \$60
- County board decision.
- Depends on my income.
- Depends on what happens.
- Developers user fees to finance
- How can one say? One dollar doesn't buy a thing these days.
- Money makes thieves and liars out of good people.
- None, you shouldn't have to pay anything to leave something alone.
- Pay too much now!
- Put our tax dollars to good use.
- Taxes
- Taxes are up enough already.
- Time

**Question 18**

***What are your two preferred methods of receiving information from Burnett County?***

***'Other' Responses (15 Responses)***

- E-mail (12x)
- Live here
- Not sure
- Word of mouth

**Question 18a**

***If you chose radio in Q18, which radio station would you prefer to receive information from?***

***'Other' Responses (1 Response)***

- WCCO 830 AM

**Question 29**

***If you could change one thing about Burnett County, what would it be? (213 Responses)***

- Lower taxes (7x)
- Lower property tax. (3x)
- Taxes (2x)
- A good fine dining restaurant.
- Ability to remodel/build a bigger cabin in the same spot as our existing cabin (within 75 ft of shoreline). ATV trails accessible from our property.
- Access to high-speed internet.
- Add a shooting range, pistols and rifles open 7 days a week, longer hours on weekends. More tornado sirens.
- Add countywide reasonable-priced WiFi access.
- Alcohol and drug abuse
- Align taxes for residence overall the county - not punish people who live/chose to live on lakeshore property.
- All those unpaved roads!
- Allow ATV's on the streets in Scott (town). Less Strict enforcement with ATV's.
- Allow me to build a small boathouse on my very steep shoreline.
- Allow seasonal residents to vote for county officials and township officials.
- An opportunity for assisted living services in the Grantsburg area.
- As non-residents, we should be given tax relief and hunting and fishing privileges as senior citizens and WWII veterans.
- Attract a retail store such as Target, or Wal-Mart in one of the small towns like Spooner, Webster or Siren.
- ATV and dirt bikes would not be allowed on public property, only on privately owned property.
- Ban ATV's completely.
- Best possible internet service.
- Better communications between counties for emergency services mainly dispatch.
- Better county roads-especially Co Rd Z



- Better fish management-that's your primary resource (lake/fish quality) for property valuation and economy of the area. PS After age 65, we should not have to pay for fishing license regardless of where our primary residence is.
- Better management of forest lands and lakes for wildlife
- Better rural animal (dog) control.
- Better township roads. Banning fireworks sale businesses. Tourists come and buy this stuff and shoot it off year round on lakes in the area. This disturbs people and wildlife in our area.
- Better water patrol.
- Bring in internet service so people can work from seasonal residences.
- Bring in more industry to provide more work for Burnett County
- Building codes relative to land amount.
- Cater more toward the tourism industry since many dollars for the area come from tourists seeking the areas natural beauty.
- Cell phone service. Lower taxes.
- Cell phone service. Otherwise, ATV crossing on roads to minimal. Pretty happy with all services.
- Clean up all the run down residences
- Cleaner lakes, less agricultural run-off pollution.
- Clear junk from people's yards.
- Camping (overnight) in county parks. Less DNR control over certain issues.
- Community pride-pride in our homes!
- County Board
- Covenants required to discourage abandoned vehicles, motor homes, trash unenclosed. Unfinished homes exteriors, loose dogs. People don't finish their homes because taxes are cheaper.
- Cut back on the number of bars. More enforcement of DWI laws.
- Cut way back on all the billboards.
- De-emphasize support for gasoline-powered recreational vehicles (ATV's, snowmobiles). Promote quiet, sustainable sports and recreation.
- Develop and encourage more family "nature type" activities (apart from Crex) in the center and east side of the county. Nature hikes, birding, wild edibles, snowshoeing, etc. programs would utilize the county's natural resources and abundance of state/public land. Too many folks think Burnett Co. is only about hunting and ATV's. Many people would like to learn more about nature but have no advocates to encourage them.
- DNR should make great effort to preserve the Yellow River and lakes/waterways from invasive species.
- Do NOT ever pay for new schools, etc. by raising real estate taxes. That is GROSSLY unfair to farmers. Instead of raising taxes about \$100 per household, like they said it would, it raises the taxes for farmers about \$1000 per year and that is a direct unfair tax on our job and the tools we need to do our job of farming. Should they put a \$1000 tax/year on the car or truck that each household uses to go to their job? How about a \$1000 tax/yr on the desk that business people sit at? Or \$1000 tax on the computer or phone used to do their job? Or how about just putting a \$1000/yr tax on their job? Yet, it seems like its O.K. to tax the farmers excessively on what they need to do their job. Our land is what we need to do our job of

farming, just as business people need a vehicle, phone, desk, computer to do their job. Instead of increasing real estate taxes, tax each household so that everyone, even renters, help pay for the new school. Or put an extra tax on the income of each household, or increase sales tax.

- Don't know!
- Economic development.
- Eliminate ATV use of ALL our roadways and curtail excess boat traffic on our lakes before they are ruined.
- Eliminate loud/noisy fireworks (big bangs)
- Enforce motorcycle noise to auto level
- Enforce ordinances to make homeowners clean up junk filled yards and land. 95% of county looks good to great, 5% looks like Ma & Pa Kettle live there and a lot of this junk blows into public and private woods.
- Enforce traffic laws, especially the speeding, tailgating, passing on yellow lines, etc. of our Minnesota visitors.
- Enforce zoning and building guidelines.
- Enforcement of ordinances preventing people from collecting old junk cars and machinery and leaving them exposed to the elements for all the passers by to see. Very unsightly!
- Invasive weeds in lakes are taking over and are out of control.
- Equalized taxation (property) among permanent residence and absentee residence (lake cabin owners). Eliminate state, county, township, town property discrimination! Include: A follow up result data letter.
- Fair use of building codes. Accurate measures for buildup on shoreline-should be "farthest" measurement, not the closest when shoreline irregular. Stop assessor from assessing same property three years in a row.
- Fairer tax on land/housing.
- Fewer swampies.
- Find a sheriff who is willing to cooperate with other law enforcement agencies and someone who the public can trust. The current sheriff appears to have problems being truthful.
- Find a way to attract business without disturbing the natural spaces-perhaps more "green-friendly" new businesses with emphasis on recycling and re-using materials.
- Fire xxxxxxx and hire a full time County Administrator. Don't just hire another xxxxxxxx re-tread from Northwest Regional Planning.
- Game fish such as walleye and muskie have been greatly reduced because of spearing. These lakes are too small to sustain this activity. This needs to be stopped!
- Get all townships to agree to ATV use on all roads (no designated ATV routes). This would bring more recreational users to various townships and spread revenue throughout the county. This area is predominately recreational and this should be accommodated.
- Get more jobs in the county.
- Get rid of the drugs.
- Get rid of tourists and seasonal residents-Ha
- Good Job!

- Good survey keep up the good work. 2 years ago, many of the roads around the Yellow lake area were torn up (asphalt removed) for repair. It took about 12 months before they were resurfaced. Very poor planning.
- Grow bigger whitetail bucks.
- Happy with Burnett County! Love my cabin.
- Have better ordinances regulating dilapidated buildings and run-down, junk-like properties
- Have horse back riding available on the Gandy Dancer Trail.
- Help small businesses start and stay in the area.
- I like it!
- I live here because I like it here. As a Co. Board, don't get carried away with additional rules. They all need to be enforced which costs tax dollars. Trying to keep taxes under control should be your first priority.
- I love where I live-that is why I live here. No changes.
- I should not have to pay such exorbitant taxes for a property I've had for over 50 years! I pay more to visit 3 weeks in the summer than I do for my home all year! Stop discriminating against non-residents.
- I wish I could receive local TV without Dish or DirectTV. Our property is right on the boundary of Minneapolis and Duluth stations and we are not able to receive a TV signal. This probably only affects a small portion of Burnett Co.
- I would like some kind of public transportation for those who can't or don't drive any more because of age or other disabilities.
- I would like to see a universal no-wake rule from 6pm to 10am
- I would like to see more people involved in their communities through volunteering and networking their skills. I would appreciate more control of noise pollution from bars and noisy vehicles (loud motorcycles, jakebraking trucks, and fireworks at inappropriate times).
- I would live there full time. Farm runoff into river/lakes.
- I would not issue any building permits along lakes unless there was at least .5 mile of lakeshore between residences. I believe Century Owned Farms should enjoy certain taxable privilege if they have the original acreage and are practicing conservation and have no industrial business on the property, just original farm and forestland.
- I would send Minnesota people back home so local residents could control our own county, without illegal procedures or under table payoffs!
- I'd fix the roads outside of Siren (County). The only public library is 20 miles away (Grantsburg). I don't know of any other-NOT Siren or Webster. I do not oppose higher taxes if it's spent for education.
- If I could change one thing, it would be minimum lot sizes. I would go back to measuring lots by acres - not feet. Some of the smaller lakes are overcrowded by greedy landowners dividing shorelines into tiny lots. God, my grandparents didn't do that.
- Improve roads!
- Improved fishing. Property owners should get a break on hunting and fishing license fees.
- Increase commercial/manufacturing tax base through various incentives.
- Increase state/county owned land.
- Increase the rainfall!
- It's ok the way it is.

- Keep it natural-no big store such as Walmart.
- Keep it small town. No big box stores like Walmart, Menards, Home Depot, etc.
- Keep roads black topped.
- Keep rural
- Keep taxes down so family homes and farms can stay in the family. To make lake residents stay off road right of ways when riding bikes or walking in groups while they look to see what their neighbors have to steal. To keep our lakes and streams free from tourists that throw McDonald bags, cups, etc into the water. Our township is bad for all these things. PS To teach landowner how big an acre is etc.
- Leave lakeshore alone. Keep farming. Help lower taxes for schools. State has stopped helping with schools. Schools go too wild with enrollment dropping every year. Take better care of roads!
- Less taxes as there only 5 mo. Out of state fishing license should be same as residents year round.
- Less ticks
- Limit the amount of Government intervention.
- Local village boards that halt growth.
- Lock up all meth and drug sellers.
- Lower by 50% my seasonally used cabin! Give seniors a break! Since retiring, we can no longer afford Burnett tax for one bedroom 820 square foot cabin with 80X120' lot at \$4000 a year! We and several of our neighbors are waiting for market to change so we can sell and get out of Burnett County. No buyers at any price.
- Lower lakeshore property taxes. It is getting too expensive to justify ownership of a seasonal residence when the property tax is so high.
- Lower my real estate taxes!
- Lower property taxes on cabins.
- Lower property taxes, especially now that property values are down.
- Lower real estate taxes for all property owners (seasonal and permanent) starting with seasonal.
- Lower real estate taxes for seasonal residents. Currently paying an unfair percentage based on use.
- Lower residential property tax.
- Lower taxes by changing the budget spending.
- Lower taxes for fixed income.
- Lower taxes for seasonal property or lower cost for fishing licenses.
- Lower taxes for senior citizens! Many are being forced out of the community because of the high taxes due to the cost of new high school in Spooner-which the old could have been remodeled as they are doing that now for Jr. High School.
- Lower taxes on property
- Lower taxes, lower taxes. Another increase and I will be forced to sell my lake property.
- Lower taxes, more businesses to support employment
- Lower the taxes bring in more industry.

- Make the DNR give out lots more bear permits (for bow and gun). There are just too many black bears roaming everywhere!
- Make the natives clean up their properties. It shouldn't take 5 years to put siding on, etc. Junk cars, motorcycles, snowmobiles laying in yards etc. Money spent on cleanup programs would have a huge impact on values and image. The #1 complaint I here from guests is the messes in so many yards. Thank you.
- More blacktopping of gravel roads.
- More boating regulations to keep everyone safe on the lakes.
- More business to cut taxes, especially manufacturing and technical employment/companies.
- More cell phone towers.
- More companies with health care.
- More help for the elderly and better ways for them to find it.
- More industrial development.
- More industry
- More industry More jobs Less Poverty Less crime
- More jobs
- More protection of the environment, water quality, wildlife.
- More public access to lakes and rivers.
- More public campgrounds
- More resources available for small business. Small business is in trouble in this county. More incentives to have a small business.
- More set back rivers and lakes.
- More shopping facilities. Bigger stores are too far away.
- More stores/restaurants.
- More things to keep you busy.
- Move County Road A because there is little police enforcement. Trucks speed constantly and it's dangerous for adults, children, and animals.
- Movie theater in Grantsburg
- Need a barber in Siren.
- No big box stores. Keep it small town USA. Clean up storefronts and Main Streets.
- No fireworks sold in county!
- No more casino expansions.
- None
- Not have as many lake cabins or homes here. Have Burnett County further away from Minnesota.
- Nothing
- One school administrator for all schools in the county.
- Pave our cul-de-sac or grade more often.
- People who pay property taxes should be allowed to purchase hunting and fishing licenses at the resident rate.
- People who understand that quality of life is more important than making money. As in, loggers who refuse to clear-cut because they know it is a very damaging practice.
- Please lower property taxes.

- Poor logging practices-too much is being logged off too soon. When they do log, they do a bad job compared to the surrounding counties. Whoever is in charge of this public resource should be taken to task on this.
- Property tax equalization
- Property taxes are too high for lake property. We get very little benefit
- Property taxes are too high. Having the medical center is a really good thing.
- Property taxes too high on fixed income. Get more lottery taxes and from casino.
- Provide better fire protection! Rusk is part of Spooner fire district. It is 15 miles away!
- Provide better internet and wireless access.
- Provide sufficient Township and County information regarding building permits to avoid punishing the residents for making property improvements
- Provide tax break on seasonal properties
- Raise mean income via better jobs available from attracting industry/development.
- Reduce County Board size and elect county executive. Change board meetings to evenings only.
- Reduce non-resident fish licenses for property owners.
- Reduce property taxes.
- Reduce taxes-on woodland
- Reduce the lakeshore property taxes. The taxes are not reasonable!
- Remodel downtown Grantsburg
- Remodeling guidelines and taxes.
- Removal of the deerfly and the gnat in the Grantsburg area
- Rules and ordinances regarding shoreline use for seniors!
- Simpler surveys! Lower taxes.
- Stop the light pollution! Please.
- Stricter residential and commercial building codes/permits/enforcement, especially waterfront.
- Stricter rules and/or enforcement of shoreline preservation/restoration as well as banning or strictly controlling all lawn herbicides, fertilizers, and pesticides on lakes, shore property, as well as nearby lots.
- Take away the power of Polk Burnett Electric. Monopoly is not good-they are overcharging for the service provided.
- Taxes are too high
- Taxes-property has been in family 50 yrs and now we are taxed so high we cannot afford it as retired people-just because it is lakeshore land.
- That it wasn't getting so crowded and built up.
- That Siren/Webster schools combine. Not only would it benefit the funding, it would lower taxes and possibly entice more seasonal families to make BC permanent.
- The attitude of the "locals" toward the "tourists"- 3/4 of the property owners in the county are non-residents. They pay goodly amounts in taxes, non-resident licenses, not to mention spending a lot of money in the restaurants, groceries, boat dealers, bars, etc. If it were not for those people, this county would be a mega welfare community.
- The attitude of the people. A warmer expression of welcome.

- The attitude that if you're not born here you will never be considered a resident or member of the community. "Locals" are treated much better than transplants.
- The high property taxes.
- The policies of the cities that infringe upon tourism that directly affects businesses and local economy. (i.e. Gandy Dancer Trail)
- The poverty level of the residents is certainly a concern. Increasing tourism and jobs may assist with this issue and be a positive thing for the community.
- There is NO mention in this survey of the ARTS: Fine arts (drawing, painting, sculpture), performing arts (music, theater) and crafts (pottery, smithing, jewelry). The arts are a vital factor in attracting tourism, keeping youth active, providing an outlet for creativity and fostering a sense of community. Ten local businesses recently paid \$50 for a "patron" membership in the Burnett Area Arts Group-Indicative of the level of local support. Very disappointed that this "creative economy" aspect was not reflected in this survey. I would like to see communities coordinate on an annual basis to avoid conflicts when scheduling events.
- This is the poorest county in the state of Wisconsin. More money to help the poor-young and old.
- Too many RV trails, which cause erosion, destruction of wildlife habitat and the general serenity of the Northwood's atmosphere. Noise and air pollution and dust. They are destroying the county.
- Traffic pattern. Need traffic lights on Highway 35 & 70 north of Siren.
- Try and keep the same.
- Updated and improved EMS system county wide
- We don't need anymore non-productive people in the county. I would like the residents to have more common sense and work together.
- We feel that the taxes on lakeshore property are way too high.
- We have had rural recreational property in Burnett County for almost 40 years and the thing I have liked most is that the area has changed very little-mostly farms and hunting and recreational larger parcels. The fresh air and incredible birds and other wildlife have made it seem an Eden to us. That was starting to change during the real estate boom but now development has slowed. I hope in the future good community planning will help preserve this beautiful county. This survey is a good idea.
- We love Burnett County and love to bike and walk on the Gandy Dancer Trail. Please to not allow ATVs on the Gandy Dancer!!
- We need more working age people-less retired population.
- We need something for kids and young people; we have nothing but drugs and bars!
- We would have more retail shops and job opportunities.
- Would like to have a Menard's store!
- Would not change anything.

## Appendix C – Quantitative Summary by Question: Burnett County Sample, 2009

### BURNETT COUNTY COMPREHENSIVE PLANNING PUBLIC OPINION SURVEY

PLEASE RETURN BY xxxxx, 2009

Fill the circle that most closely describes your perspective toward the following statements:

Like this: ● Not like this: ○

#### 1. Mark the three (3) most important reasons you and your family choose to live in Burnett County:

(Mark (●) three only)

<b>3%</b>	Agriculture	<b>0%</b>	Community services and facilities	<b>1%</b>	Health care services
<b>5%</b>	Quality schools	<b>7%</b>	Near job/employment opportunities	<b>23%</b>	Near family and friends
<b>12%</b>	Cost of home	<b>55%</b>	Recreational opportunities	<b>5%</b>	Low property taxes
<b>5%</b>	Low crime rate	<b>50%</b>	Small town atmosphere/rural lifestyle	<b>6%</b>	Quality neighborhood
<b>64%</b>	Natural beauty	<b>37%</b>	Proximity to Twin Cities	<b>8%</b>	Other: See Appendix B

#### 2. Rate the quality of the following services and facilities:

	Excellent	Good	Fair	Poor	No Opinion
a. County parks	<b>8%</b>	<b>52%</b>	<b>14%</b>	<b>2%</b>	<b>23%</b>
b. County public health services	<b>4%</b>	<b>30%</b>	<b>18%</b>	<b>2%</b>	<b>46%</b>
c. County road maintenance	<b>7%</b>	<b>47%</b>	<b>34%</b>	<b>10%</b>	<b>2%</b>
d. County recycling programs	<b>5%</b>	<b>34%</b>	<b>24%</b>	<b>9%</b>	<b>28%</b>
e. County zoning code enforcement	<b>2%</b>	<b>33%</b>	<b>25%</b>	<b>7%</b>	<b>34%</b>
f. County building code enforcement	<b>2%</b>	<b>39%</b>	<b>18%</b>	<b>8%</b>	<b>34%</b>
g. County nuisance ordinance enforcement	<b>1%</b>	<b>20%</b>	<b>18%</b>	<b>15%</b>	<b>47%</b>
h. Emergency dispatch service (911)	<b>12%</b>	<b>38%</b>	<b>10%</b>	<b>3%</b>	<b>37%</b>
i. Police protection/law enforcement	<b>9%</b>	<b>46%</b>	<b>22%</b>	<b>4%</b>	<b>20%</b>
j. Fire protection	<b>13%</b>	<b>43%</b>	<b>18%</b>	<b>3%</b>	<b>24%</b>
k. Public libraries	<b>8%</b>	<b>28%</b>	<b>17%</b>	<b>4%</b>	<b>43%</b>
l. Local public school system	<b>9%</b>	<b>29%</b>	<b>10%</b>	<b>3%</b>	<b>49%</b>
m. Wireless telecommunication service	<b>3%</b>	<b>16%</b>	<b>24%</b>	<b>33%</b>	<b>25%</b>
n. Local Town/Village hall	<b>4%</b>	<b>40%</b>	<b>21%</b>	<b>4%</b>	<b>31%</b>
o. Local Town/Village road maintenance	<b>5%</b>	<b>45%</b>	<b>30%</b>	<b>12%</b>	<b>8%</b>

#### 3. How would you rate the overall quality of life in Burnett County?

	Excellent	Good	Fair	Poor	No Opinion
	<b>9%</b>	<b>74%</b>	<b>14%</b>	<b>2%</b>	<b>2%</b>

#### 4. Which two of the following ways of paying for the costs associated with growth and development do you prefer? (Mark (●) two only)

	Development impact fees	User fees	Taxes	No Opinion
a. Paying for public infrastructure (e.g. roads)	<b>28%</b>	<b>32%</b>	<b>36%</b>	<b>17%</b>
b. Paying for public services (e.g. police protection)	<b>16%</b>	<b>24%</b>	<b>54%</b>	<b>17%</b>



**5. Provide your opinion on the following statements:**

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
a. The location of new residential development should be managed to ensure efficient delivery of public services.	21%	53%	12%	3%	12%
b. Community services (schools, police, fire, etc.) should be provided jointly by communities if money can be saved & service quality is maintained.	31%	56%	4%	2%	7%
c. My community should coordinate with the county and neighboring communities to plan for an aging population's housing needs.	23%	51%	9%	3%	13%
d. Burnett County communities should pool resources to attract/retain companies that will create jobs.	36%	49%	4%	1%	10%
e. It is important to support the preservation of productive agricultural land in my community.	31%	48%	8%	1%	12%
f. There is too much farmland being converted to non-farm uses in my community.	12%	23%	29%	5%	30%
g. Ag uses should be restricted close to residences.	4%	23%	40%	11%	22%
h. New residential development should be located away from agricultural operations.	12%	44%	22%	4%	18%
i. Identifying and protecting historical sites and structures is important to me.	20%	55%	9%	4%	12%
j. Additional use of roads for motorized all-terrain vehicles (ATVs) is needed in my community.	16%	19%	23%	33%	9%
k. ATV infrastructure (trails, signage, maintenance, etc.) should be funded through user fees.	51%	41%	2%	2%	4%

**5. Assume that you are in charge of allocating the county budget:**

	There is a <u>\$100 surplus</u> . Distribute it among the following: <b>AVERAGE AMT. WRITTEN BY RESPONDENTS</b>	There is a <u>\$100 deficit</u> . Balance the budget by cutting it from the following: <b>AVERAGE AMT. WRITTEN BY RESPONDENTS</b>
Emergency services <i>Surplus count = 206 Deficit count = 109</i>	\$17	\$ 4
Recreation <i>Surplus count = 155 Deficit count = 233</i>	\$ 8	\$21
Environment <i>Surplus count = 169 Deficit count = 195</i>	\$10	\$14
Social services <i>Surplus count = 143 Deficit count = 192</i>	\$ 7	\$17
Economic development <i>Surplus count = 143 Deficit count = 202</i>	\$ 8	\$16
Roads and bridges <i>Surplus count = 190 Deficit count = 153</i>	\$14	\$ 8
Education <i>Surplus count = 173 Deficit count = 134</i>	\$13	\$ 9
Taxes <i>Surplus count = 159 Deficit count = 127</i>	\$23 (decrease)	\$11 (increase)
<b>Total = must add to 100</b>	<b>\$100</b>	<b>\$100</b>

**6. The county is exploring strategies to improve the wireless communication network and recognizes that maintaining the "Northwoods Character" is central to the quality of life for its residents. With this in mind, it is more important to allow: (Mark (●) one only)**

Fewer, but taller communication towers	More, but shorter communication towers	No Opinion
50%	26%	24%

**7. With respect to internet service at your residence in Burnett County, do you currently have:**

Dial-up modem	High speed/broadband (e.g. DSL)	None	Don't know
8%	37%	53%	2%

**8. If you have (or could have) access to broadband internet service, how often do (or would) you work from home in Burnett County?**

Wouldn't work from home	Less than 1 day/week	1 – 2 days/week	3 or more days/week
61%	9%	14%	15%

**9. Historically, some recreational-oriented commercial uses have been allowed on waterfront property adjacent to residential development. Which of the following commercial uses may be appropriate in these areas? (Mark (•) all that apply)**

55%	Restaurants and cocktail lounges	44%	Bed and Breakfasts	17%	Hotels/motels
46%	Sporting goods and bait sales	53%	Resorts	44%	Marinas
18%	None of the above are appropriate	3%	Other: See Appendix B		

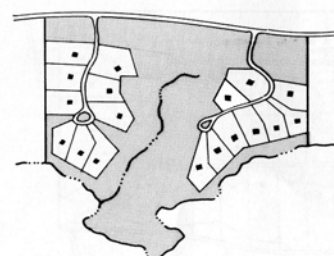
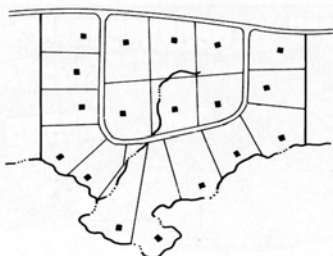
**10. Seasonal residents are those that have their primary residence outside of Burnett County, but have a secondary residence within the County. In some cases, these residences are rented out on a short-term basis when not occupied by the owner. Please provide your opinion on the following conditions as they apply to short-term seasonal rentals:**

	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
a. The septic system should be designed and maintained to support the number of guests	49%	39%	5%	1%	6%
b. Neighbors should have access to owner contact information	24%	45%	17%	6%	9%
c. Noise limits on outdoor use of the property should be imposed (late hours)	42%	41%	9%	3%	5%
d. Landscaping along side property lines should be required	11%	22%	36%	13%	18%
e. Reference checks of prospective renters should be required	22%	38%	23%	6%	11%
f. Short-term rental of residential units should not be allowed	10%	11%	49%	16%	14%

**11. Traditionally, rural housing developments have been designed on large lots as in the diagram (Option A) on the left below. An alternative layout for rural housing is the “cluster” concept, which has smaller lots and permanently preserved open space as in the diagram (Option B) on the right below. Each option contains the same number of homes. Please mark which one you prefer:**

31% Option A

69% Option B



**12. Clustering of residential building lots should be required in order to preserve the following:**





	Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
a. Productive agricultural land	26%	41%	14%	6%	14%
b. Forest land	37%	42%	8%	5%	8%
c. Rural open space	31%	41%	11%	5%	12%
d. Natural and environmental features	38%	41%	7%	5%	9%

**13. What types of businesses/industries do you believe are the most important for Burnett County to attract?**

Please rate each of the following (5=High Priority to 1=Low Priority):

	5	4	3	2	1	No Opinion
a. Agricultural related businesses	20%	24%	29%	10%	6%	11%
b. Commercial, retail, and services	19%	33%	31%	6%	4%	7%
c. Health care services	29%	36%	23%	5%	1%	6%
d. Industrial and manufacturing development	25%	32%	22%	7%	6%	7%
e. Downtown development – “Main Street”	22%	33%	25%	7%	6%	6%
f. Home based businesses	10%	20%	29%	16%	11%	14%
g. Tourism and recreation	32%	34%	18%	5%	6%	6%
h. Tech related businesses (e.g. biotech, computers)	21%	30%	26%	6%	7%	10%

**14. Residential density refers to the number of homes within a specific area and is usually expressed as the “number of homes per acre” or “number of homes/acre”. For instance, two (2) homes within a 40-acre area are twice as dense as one (1) home within a 40-acre area. Likewise, one (1) home within a 20-acre area is twice as dense as one (1) home within a 40-acre area. What is the most appropriate limit on density for each of the following non-waterfront areas outside of villages within the county? Mark (•) only one choice for each area described in a, b, and c. Use the table and diagrams below to answer the questions.**

	More than 8 homes/ 40 acres	8 homes/ 40 acres = 1 home/ 5 acres	4 homes/ 40 acres = 1 home/ 10 acres	2 homes/ 40 acres = 1 home/ 20 acres	1 home/ 40 acres	Other Density: Specify	No Opinion
						See Appendix B	
	↓	↓	↓	↓	↓	↓	↓
a. <b>Ag areas</b> - farming will be preserved & expanded long-term	6%	10%	14%	16%	31%	2%	22%
b. <b>Forest areas</b> -managed & harvested long-term	6%	10%	21%	17%	22%	4%	21%
c. <b>Other rural areas</b>	13%	22%	20%	10%	9%	1%	25%

d. Please provide any additional comments you have about residential density issues: **See Appendix B**

**15. As development occurs over time in Burnett County, the most important things to preserve are: (Mark (●) up to three)**

<b>25%</b>	Agriculture	<b>51%</b>	Large areas of contiguous forests	<b>27%</b>	Lakefront access
<b>80%</b>	Water Quality	<b>28%</b>	Views of the natural environment	<b>61%</b>	Wildlife habitat
<b>1%</b>	None	<b>1%</b>	Other: See Appendix B		

**16. How much would you be willing to pay annually to help preserve your selections in Question 16?**

<b>23%</b>	\$0	<b>11%</b>	\$10	<b>32%</b>	\$50
<b>3%</b>	\$5	<b>23%</b>	\$20	<b>8%</b>	Other: See Appendix B

**17. What are your two (2) preferred methods of receiving information from Burnett County?**

**(Mark (●) two only):**

Direct Mailing	Newsletters	Newspaper Articles	Radio	Website	Other: See Appendix B
<b>55%</b>	<b>49%</b>	<b>28%</b>	<b>7%</b>	<b>26%</b>	<b>4%</b>

**18a. If you chose radio in Q18, which radio station would you prefer to receive information from? (Mark (●) one only)**

WHWC 88.3 FM	WOJB 88.9 FM	WGMO 95.3 FM	WJMC 96.1 FM	WXCX 105.7 FM	WCMP 1350 AM /100.9 FM	Other: See App. B
<b>5%</b>	<b>10%</b>	<b>19%</b>	<b>17%</b>	<b>22%</b>	<b>18%</b>	<b>10%</b>

**DEMOGRAPHICS:** Please tell us some things about you:

<b>18. Gender:</b>	Male	Female	<b>19. Age:</b>	18-24	25-34	35-44	45-54	55-64	65+
	<b>68%</b>	<b>32%</b>		<b>0%</b>	<b>2%</b>	<b>9%</b>	<b>21%</b>	<b>26%</b>	<b>41%</b>

20. Highest level of formal education:	High school or less	Some college	2-year college degree	4-year college degree	Grad/Professional degree	
	19%	22%	12%	26%	21%	
21. Household Income Range:	Less than 15,000	15,000 – 24,999	25,000 – 49,999	50,000 – 74,999	75,000 – 99,999	100,000 or more
	4%	10%	24%	25%	13%	24%

**22. Which of the following describes your residential status in Burnett County?**

Full-time	Seasonal (primary residence outside Burnett County)	Non-resident
<b>45%</b>	<b>47%</b>	<b>7%</b>

**23. How many years have you resided or owned property in Burnett County?**

Less than 1 year	1 – 5 years	6 – 10 years	11 – 15 years	16 – 20 years	20+ years
<b>0%</b>	<b>12%</b>	<b>17%</b>	<b>13%</b>	<b>9%</b>	<b>49%</b>

**24. Total acres owned in Burnett County:**

Less than 1 acre	1 – 5 acres	6 – 10 acres	11 – 20 acres	21 – 40 acres	40+ acres
<b>20%</b>	<b>40%</b>	<b>11%</b>	<b>5%</b>	<b>6%</b>	<b>18%</b>

**25. If your residence within Burnett County is used seasonally:**

- |  |  |
|--|--|
| a. How many months each year is it generally used? | b. When occupied, how many people generally use the residence at any given time? |
| 3% Less than 1 month                               | 4% 1   |
| 3 % 1 month  | 36% 2  |
| 4% 2 months  | 7% 3   |
| 5% 3 months  | 18% 4  |
| 10% 4 months                                       | 6% 5   |
| 44% 5 or more months                               | 4% 6 or more   |
| 30% Residence is not seasonal                      | 25% Residence is not seasonal  |

**26. Location of residence or land within Burnett County: (Mark (•) one only)**

- |                         |                       |                     |                          |
|-------------------------|-----------------------|---------------------|--------------------------|
| 2% Anderson (Town)      | 9% Jackson (Town)     | 2% Rusk (Town)      | 5% Trade Lake (Town)     |
| 2% Blaine (Town)        | 3% La Follette (Town) | 3% Sand Lake (Town) | 4% Union (Town)          |
| 3% Daniels (Town)       | 1% Lincoln (Town)     | 8% Scott (Town)     | 7% Webb Lake (Town)      |
| 2% Dewey (Town)         | 7% Meenon (Town)      | 6% Siren (Town)     | 2% Webster (Village)     |
| 4% Grantsburg (Town)    | 8% Oakland (Town)     | 4% Siren (Village)  | 1% West Marshland (Town) |
| 4% Grantsburg (Village) | 1% Roosevelt (Town)   | 7% Swiss (Town)     | 4% Wood River (Town)     |

**28. My residence within Burnett County is: (Mark (•) one only)**

- |                                |   |
|--------------------------------|---|
| 12% Within a village           | 5% A rural hobby farm residence (not primary source income) |
| 52% A shoreline residence      | 3% A rural farm residence                                   |
| 26% A rural non-farm residence | 2% No residence in Burnett County                           |

**29. If you could change one (1) thing about Burnett County, what would it be? See Appendix B**

**Thank You for Completing the Survey! Your survey responses are anonymous and will be reported in group form only.**

Please return your survey in the enclosed postage-paid envelope by xxxxxx, 2009 to:  
Survey Research Center  
124 RDI Building  
University of Wisconsin - River Falls  
410 S. Third St.  
River Falls, WI 54022-5001

This page intentionally left blank.

## Appendix B

### Public Participation Plan

This page intentionally left blank.





# **Burnett County Comprehensive Plan**

## **“Public Participation Plan”**

Adopted by:

Burnett County Land Use, Solid Waste, Surveyor Committee

Date: August 30, 2007

Adopted by:

Burnett County Board of Supervisors

Date: Sept. 20, 2007

Prepared by:

Mike Kornmann

Community Development Agent

UW Extension - Burnett County

### **Comprehensive Planning Law**

Planning has been occurring in Wisconsin for decades. However, many people, organizations, businesses, and others were unhappy with the way planning was being conducted in the state. Adopted in October of 1999, Wisconsin's Comprehensive Planning was the result of a coalition of stakeholders that rallied for the reform of Wisconsin's planning laws. The unique coalition of realtors, builders, and environmentalists all realized the shortcomings of past practices and supported change. Key parts of the comprehensive planning law include making planning decisions consistent with the comprehensive plan, requiring most local units of government to adopt a plan by 2010, and comprehensive plans be made up of nine elements: 1) issues and opportunities; 2) housing; 3) transportation; 4) utilities and community facilities; 5) agricultural, natural, and cultural resources; 6) economic development; 7) intergovernmental cooperation; 8) land use; and 9) implementation.

### **Public Participation Requirement**

American democracy has practiced public participation in many forms throughout its history with varying degrees of success. The common theme however, is that the people must be heard. As we have matured as a country we have developed better methods of including the public in policy making and decision making. Wisconsin's comprehensive planning law recognizes that a simple public hearing at the end of a planning process is far from effective public participation. The comprehensive planning law requires public participation throughout the planning process. Specifically, Wisconsin State Statutes, Section 66.1001(4)(a) state...

*"The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."*

The methods included in this public participation plan are intended to focus on awareness, input, education, and decision making. Through these methods decision makers will ultimately "hear" the people and be able to develop a comprehensive plan that serves the communities of Burnett County.

### **Planning in Burnett County**

Burnett County's most recent large scale planning effort was its 1998 Land Use Plan. The planning process included a comprehensive mapping effort and an extensive lake classification process. Since the adoption of the plan, many programs have been

implemented including revisions to the zoning code, a unique shoreline preservation incentive program, and the expansion of county zoning to several more towns. In developing this plan, public participation was sought through surveys, web site, media releases, public meetings, and public hearings. Burnett County also has forestry plans, recreational plans, and others. Within the last ten years, three villages and several towns have also adopted land use plans. For many of the local units of government including Burnett County, the land use plan is getting out of date. Furthermore, the plan does not meet the State's definition of a comprehensive plan.

During 2006 and 2007, Burnett County and many local units of government have been meeting and completing pre-planning activities on a comprehensive planning process. In September of 2006, the Burnett County Board of Supervisors and seven other local units of government passed a resolution supporting developing a comprehensive plan that meets Wisconsin's Comprehensive Planning Law.

By creating this Public Participation Plan, Burnett County continues to move forward in the pre-planning stage of the comprehensive process. And, as in the past, public participation will be emphasized and valued.

## **Public Participation Plan By Method**

### **Community Display/Exhibit (Awareness, Education)**

Community displays will be used to create awareness of the comprehensive planning process and to educate the public about process, issues, and alternatives. Typically displays can provide information but are not very good tools for input or for open dialogue. However, the displays will have information on how the public can provide written comments and attend future meetings. Locations for community displays may include but will not be limited to the following: Burnett County Government Center Lobby (Siren), Webster Schools, Webster Public Library, Siren Schools, Grantsburg Public Library, Grantsburg Schools, Hockey Arena (Siren and Grantsburg). This method will be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

### **Public Meetings Workshop Presentations (Education, Input, Decision Making)**

Workshops will be provided to assist elected leaders understand the comprehensive planning process, pre-planning, the nine elements, and implementation tools. Topics such as adopting village powers, establishing a plan commission, and understanding the comprehensive planning law will be discussed. Open discussion between participants and presenters will be emphasized by designating question and answer sessions at the end of the sessions. Presentations will also be made to the general public throughout the planning process. Information provided will include trends analysis, mapping, survey results, and draft goals/objectives/strategies followed up with an open discussion. The public will be encouraged to attend by offering pie, ice cream, and other snacks at the meeting. Advance notice will be given for all public meetings and workshops using the methods described in this section.

### **Media Releases (Awareness)**

Media releases will be used throughout the planning process as primarily an awareness tool. Burnett County is served by two newspapers, the Burnett County Sentinel and the Inter-County Leader. Several radio stations may also run the media releases as public services announcements or incorporate the media releases into their local newscast. A comprehensive media contact list will be developed prior to the comprehensive planning kick off. Wisconsin Public Radio and WOJB (La Courte Oreilles – Chippewa operated) will be included on the list. This method will be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

### **Open Houses (Awareness, Education)**

Open houses will have maps, charts and other information on display with professional staff on hand to answer questions. This method provides the opportunity to review information and proposals and participate in open discussion. Open houses will be held in easily accessible places and publicized using media releases, mailing lists, and the web site to name a few. The public will be encouraged to attend by offering pie, ice cream, and other snacks at the open house. This method may be used to communicate the public of proposed, alternative and/or amended elements of a comprehensive plan.

### **Website (Awareness, Education, Input)**

A web site ([www.burnettcounty.com/compplan/](http://www.burnettcounty.com/compplan/)) will be developed to provide an all inclusive source for comprehensive information. The site will provide awareness of the process, education regarding the comprehensive planning elements, and contact information for providing written comments via U.S. mail and email. Contents of the web page will also include background data used for analysis in the planning process, meeting information, and PDF version of the comprehensive planning newsletter. This method will be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

### **Mailing Lists**

During the comprehensive planning process, citizens can sign up to be included on the comprehensive plan mailing list. The list will be used to notify the interested citizens of upcoming meetings, presentations, e-newsletters, and other important events. Information will be gathered from sign in sheets at meetings and from the comprehensive planning web site. This method may be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

### **Newsletter (Awareness, Education)**

Newsletters will be mailed to all elected officials in Burnett County. The newsletter will also be available on the comprehensive plan web site. The newsletter will keep elected officials in touch with the process, key issues, meeting dates, and resources they can use during the process. This method may be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

### **Written Comments (Input, Decision Making)**

Written comments can provide a clear record of questions asked during the planning process and also helps people to clearly articulate their questions. The public can submit comments by:

- Email at the UW Extension Burnett County Office;  
[mike.kornmann@ces.uwex.edu](mailto:mike.kornmann@ces.uwex.edu)
- Via US Mail to:  
*Burnett County Comprehensive Plan*  
7410 County Road K #107  
Siren, WI 54872
- Written comments at public meetings, presentations and open houses will be accepted. A written comments box will be clearly placed at the meeting place. A verbal announcement will be made reminding attendees of the box and the availability of making written comments.

All comments will be recorded and responded to in a appropriate manner. Committee meetings will have a specific agenda item to review written comments submitted and consider comments as it pertains to the planning process and comprehensive plan.

### **Public Hearings (Input, Decision Making)**

Public hearings will be used in according to state statutes in the adopting and amending the comprehensive plan. Thirty days notice will be given prior to the hearing in Burnett County's official newspaper with the notice including date, time, and place of the hearing, a summary of the plan, where to review the entire plan, who to contact for more details, and how a copy of the plan can be obtained. Comments at the hearing will be discussed after the hearing is closed. This method will be used to communicate the public of proposed, alternative and/or amended elements of a comprehensive plan.

### **Survey (Input)**

Surveys are one of the most effective methods of gaining information from the public. A survey will be used to determine information on issues that is unknown and/or has likely changed from the survey completed in the 1998 Land Use Plan. Questions will be developed in key areas and sent to property owners in Burnett County. Scientific techniques will be used to obtain a high return rate.

### **World Café (Input)**

A Cafe Conversation is a creative process for leading collaborative dialogue, sharing knowledge and creating possibilities for action in groups of all sizes. The seven design principles of World Café are: (1) Set the context; (2) Create hospitable space; (3) Explore questions that matter related to each of the nine elements required under comprehensive planning legislation; (4) Encourage everyone's contribution; (5) Cross-pollinate and connect diverse perspectives; (6) Listen together for patterns, insights, and deeper questions; (7) Harvest and share collective discoveries. A world café discussion will be used to identify issues and opportunities related to each element in the comprehensive

plan. This technique will allow for open discussion with everyone involved in the process.

### **Focus Groups (Input)**

Focus groups will be established to provide expertise and input to the Land Use, Solid Waste, and Surveyor Committee. A focus group will be established for each element or more specifically the areas noted in Appendix A. The responsibility for each group will be to provide input to the Land Use, Solid Waste, and Surveyor Committee on identifying issues and developing strategies.

### **Ex-Officio Committee Members (Awareness, Input)**

Ex –officio members will be asked to serve with the Land Use, Solid Waste, and Surveyor Committee. A representative from each newspaper will be asked to participate throughout the entire process increasing the committee by a total of two (2).

### **Planning Theme Competition (Awareness, Input)**

Youth will be involved in the planning process through a Planning Theme Competition. By incorporating a visioning exercise with area high schools, students will be asked to develop a theme and logo for the comprehensive plan. The winning class will win an award. Presentations will be submitted to the Land Use, Solid Waste, and Surveyor Committee and they will select a winning theme to use for the comprehensive plan.

## **Public Participation Plan By Planning Stage and Adoption Process**

As pre-planning and conditions evolve minor amendments to the public participation plan will be made. The major methods outlined above will be used in conjunction with a planning process similarly outlined below.

### **Preplanning and Committee Formation**

#### ***Planning Activities:***

- ☐ Determine readiness for planning
- ☐ Profile existing Plans
- ☐ Build capacity to conduct planning
- ☐ Identify planning participants and stakeholders
- ☐ Design the planning process
- ☐ Identify opportunities for public participation and education
- ☐ Establish roles, responsibilities, and membership of groups involved in planning
- ☐ Establish budget and Identify funding sources
- ☐ Develop media contact list

***Public Participation Activities:***

- ☐ Web Site – Develop base comprehensive web site
- ☐ Public Meetings – Hold coordination meetings with local units of government
- ☐ Public Meetings/workshops – Train elected officials and plan commissioners on comprehensive planning and public participation plan
- ☐ Media release announcing development of comprehensive plan web site and other comprehensive planning resources
- ☐ Formally invite and appoint ex-officio members
- ☐ Accept and respond to written comments
- ☐ Mail newsletter

**Data Collection and Analysis (Stage 2)**

***Planning Activities:***

- ☐ Identify data and information needs
- ☐ Gather technical, spatial and citizen based data
- ☐ Analyze and interpret data to derive patterns and trends
- ☐ Provide information to citizens and other decision makers

***Public Participation Activity***

- ☐ Kick off meeting and open house for public explaining process
- ☐ Media release announcing public participation activities
- ☐ Update web site
- ☐ Youth visioning program and theme competition begins
- ☐ Hold open house and public meeting presenting data trends
- ☐ Workshops for plan commissioners and elected officials
- ☐ Set up community displays
- ☐ Develop and send out community survey
- ☐ World Café Conversation Meeting – Community input on issues and opportunities
- ☐ Mail newsletter
- ☐ Accept and respond to written comments

**Issue Identification (Stage 3)**

***Planning Activities:***

- ☐ Identify key community issues, challenges, opportunities and desires
- ☐ Verify and support issues using local data and analysis
- ☐ Prioritize issues

***Public Participation Activity:***

- ☐ Review survey and World Café Conversation results

- ☐ Media release announcing public participation activities
- ☐ Select planning theme and logo; recognize youth participation
- ☐ Review input form advisory committees and have open dialogue
- ☐ Update web site
- ☐ Accept and respond to written comments
- ☐ Mail newsletter

#### **Develop Goals and Objectives (Stage 4)**

##### ***Planning Activities:***

- ☐ Develop goals and measurable objectives related to planning issues
- ☐ Develop indicators to monitor progress towards stated goals and objectives

##### ***Public Participation Activities:***

- ☐ Media release announcing public participation activities
- ☐ Mail newsletter
- ☐ Update website
- ☐ Public meetings
- ☐ Accept and respond to written comments

#### **Strategy Development (Stage 5)**

##### ***Planning Activities:***

- ☐ Develop planning alternatives to meet goals and objectives
- ☐ Identify places suitable for achieving goals and objectives
- ☐ Identify possible strategies to implement planning alternatives
- ☐ Evaluate impacts of alternatives
- ☐ Select preferred alternative and strategies

##### ***Public Participation Activities:***

- ☐ Media release announcing public participation activities
- ☐ Mail newsletter
- ☐ Open House
- ☐ Review input form advisory committees and have open dialogue
- ☐ Update website
- ☐ Public meetings
- ☐ Accept and respond to written comments

#### **Plan Review and Adoption (State 6)**

##### ***Planning Activities:***

- ☐ Present plan for community residents and officials to review
- ☐ Make changes to resolve plan inconsistencies and reflect public concerns
- ☐ Zoning Committee recommends final draft of plan for adoption
- ☐ Governing body holds public hearing and formally adopts plan



***Public Participation Activities:***

- ☐ Media release announcing public participation activities
- ☐ Share draft plans with adjacent and overlapping government jurisdictions
- ☐ Distribute draft plans via web site, libraries, coffee shops, Burnett County Government Center
- ☐ Mail newsletter
- ☐ Community Displays
- ☐ Open house and public meeting
- ☐ Accept and respond to written comments
- ☐ Notice public hearing according to state statutes

**Plan Evaluation, Monitoring, and Amendments (Stage 7)**

***Planning Activities:***

- ☐ Monitor progress towards achieving stated plan goals objectives and indicators
- ☐ Review and revise plan and associated implementation tools as needed

***Public Participation Activities:***

- ☐ Update implementation of comprehensive plan activities on web page
- ☐ Share amendments with adjacent and overlapping units of government
- ☐ Notify property owners and lease holders of changes of comprehensive plan through
  - Web site
  - Notices in paper
  - Public hearing
  - E - Mailing lists
  - Other

## **APPENDIX A**

### **Planned Focus Groups**

#### **Housing**

- Real Estate Agents
- Banks
- Builders
- Indianhead Community Action Agency
- Burnett County Housing Authority
- Developers
- Lumber yards
- Elderly
- Habitat for Humanity
- Church
- St. Croix Chippewa Housing Authority
- Health & Human Services
- Nursing Homes
- Lake Associations
- Hotels – Campgrounds

#### **Economic Development**

- Burnett County Development Association Rep.
- Chambers of Commerce Reps.
- Grantsburg Industrial Development Rep.
- Siren Tourism Commission Rep.
- BCRCa Rep.
- Tavern League Rep.
- Medical Rep.
- Dept. of Commerce Rep.
- Wis. Dept of Tourism
- St. Croix Tribe Rep.
- Workforce Development??
- School Rep.
- WITC

#### **Natural Resources**

- Logger
- Forester
- Hunter
- Fisherman
- DNR
- County Forester
- Wisconsin Woodland Owner Association
- Burnett County Lakes and Rivers Association or other lake association rep.
- Realtor
- Snowmobile Association Rep.
- ATV Assoc. Rep.
- Crex Meadows board member
- National Park Service Rep.
- Burnett County Land Water and Conservation Department

#### **Cultural Resources**

- Burnett County Historical Society
- Burnett County Sentinel
- Inter-County Leader
- Grantsburg Historical Society
- St. Croix Chippewa
- Wisconsin Historic Society
- Community Theater
- Schools
- Local Historians
  - Clayton Jorgenson
  - Vernon Peterson
  - Leona Cummings

### **Agriculture**

- Farmers
- Burnett Dairy Cooperative
- Wineries
- Farmers Market
- Future Farmers of America
- Ag suppliers
- Nurseries
- Master Gardeners
- Farm Services Agency
- Land and Water Conservation Department
- DATCP

### **Transportation**

- County Highway Commissioner
- State Patrol
- Wis. Dept. of Transportation District Office Rep.
- County Sherriff
- Burnett County Development Association Rep.
- Emergency Services Director
- Cyclist
- Pedestrian
- Handicapped Representative
- Conservationist
- Town Rep.
- Village Rep.

### **Intergovernmental Cooperation**

- St. Croix Chippewa
- Towns Association Rep.
- Village Rep.
- Dept. of Corrections
- Dept. of Administration
- National Park Service
- Burnett County
- School Districts (Siren, Webster, Grantsburg)

### **Land Use**

- Realtors
- Lake Associations
- Ag
- Foresters
- Transportation
- Emergency Services
- Schools
- Economic Dev. Groups
- Local Units of Government

### **Community Facilities and Utilities**

- Power Companies – Northwestern Electric Company & Polk Burnett Electric
- Waste Management; Allied Waste
- Telephone: Farmers Independent; Centurytel; Sirentel
- Cell Phone Providers
- Villages and Village Residents Government
- Septic Systems Company
- Hospitals
- Emergency Service Organizations
- Ham Radio Operators
- Library Rep.
- Schools

This page intentionally left blank.

## Appendix C

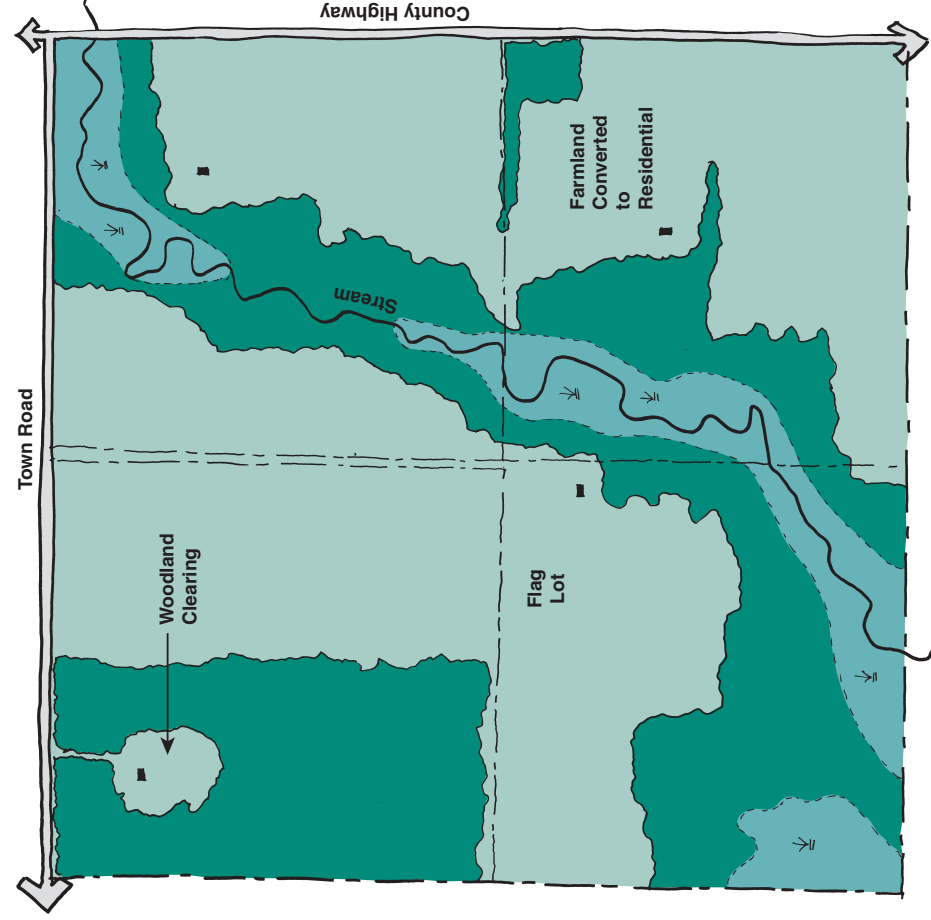
### Rural Land Development Potential Scenarios

This page intentionally left blank.

# Burnett County Comprehensive Planning Rural Land Development Potential

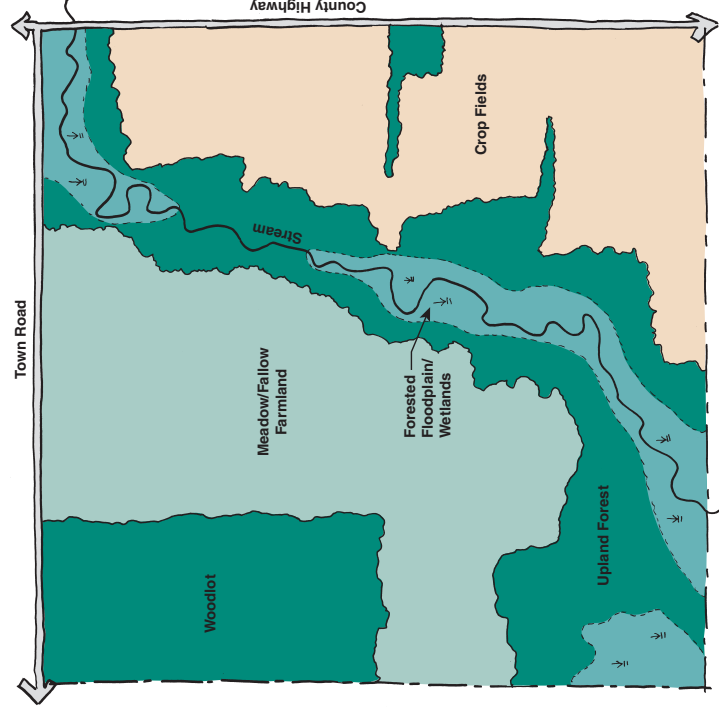
Density Scenario = 1 Unit Per 40 Acres

◆ Undeveloped Site – 160 Acres



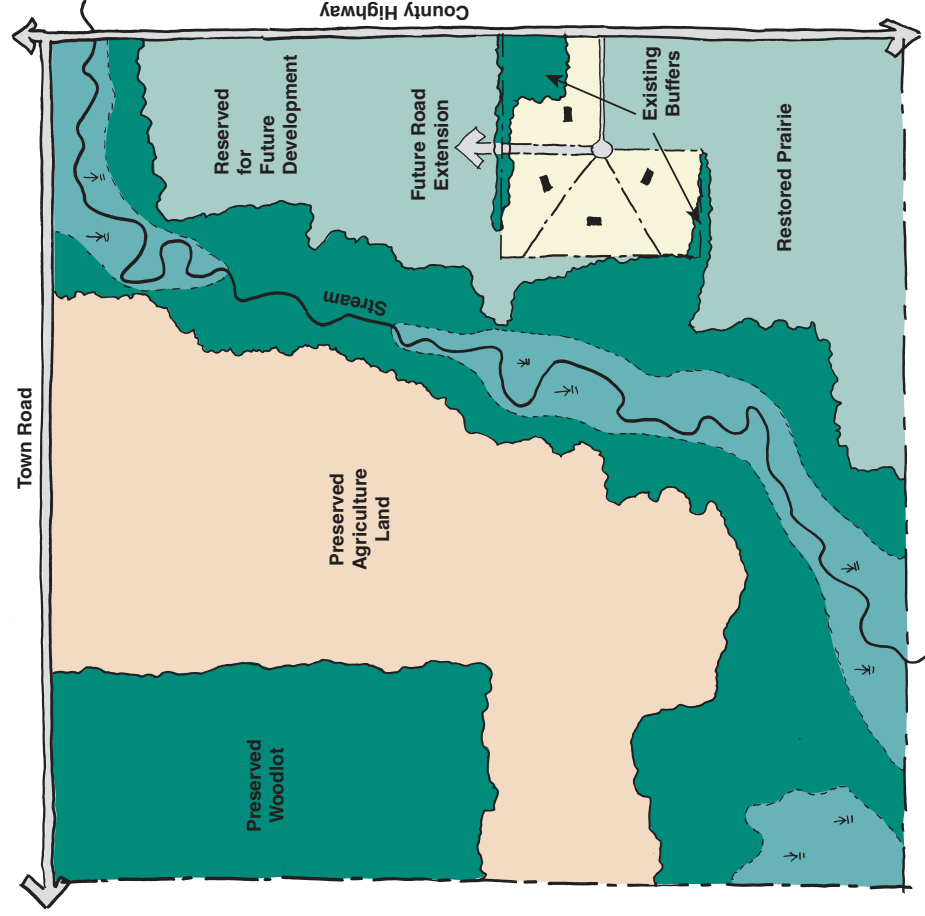
## Conventional Development

- ◆ 4 homes
- ◆ Average lot size of 40 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining



## Conservation Development

- ◆ 4 homes
- ◆ Average lot size of 1.8 acres
- ◆ About 7 acres developed
- ◆ About 153 acres remaining



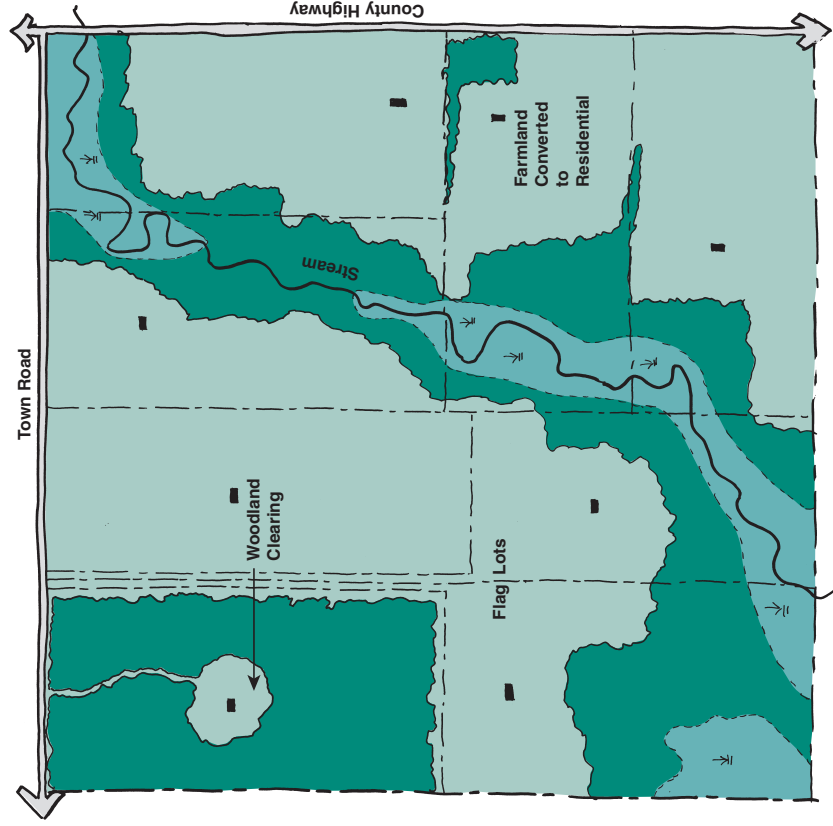
# Burnett County Comprehensive Planning Rural Land Development Potential

Density Scenario = 1 Unit Per 20 Acres

- ◆ Undeveloped Site – 160 Acres

## Conventional Development

- ◆ 8 homes
- ◆ Average lot size of 20 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining
- ◆ Allowable under F-1 Forestry Zoning—  
Comprises 27.3% of land within the county



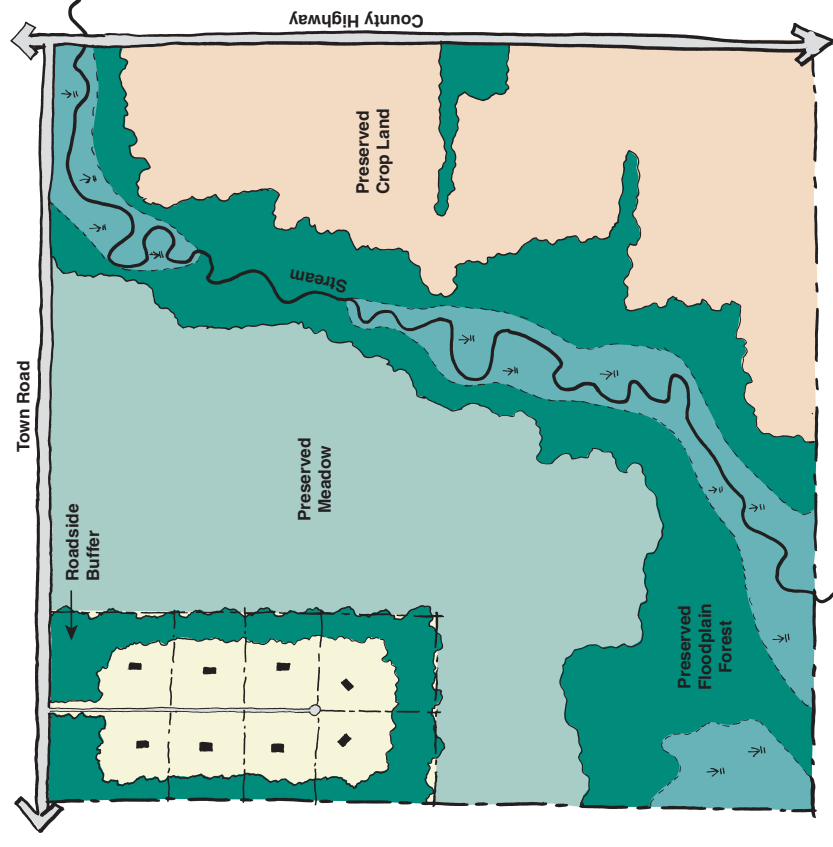
## Alternative Conventional Development

- ◆ 8 homes
- ◆ Minimum 40-acre lot with one-time 5-acre split
- ◆ 160 acres developed
- ◆ 0 acres remaining
- ◆ Allowable under A-4 Ag/Forestry/Residential Zoning



## Conservation Development

- ◆ 8 homes
- ◆ Average lot size of 2.5 acres
- ◆ About 20 acres developed
- ◆ About 140 acres remaining

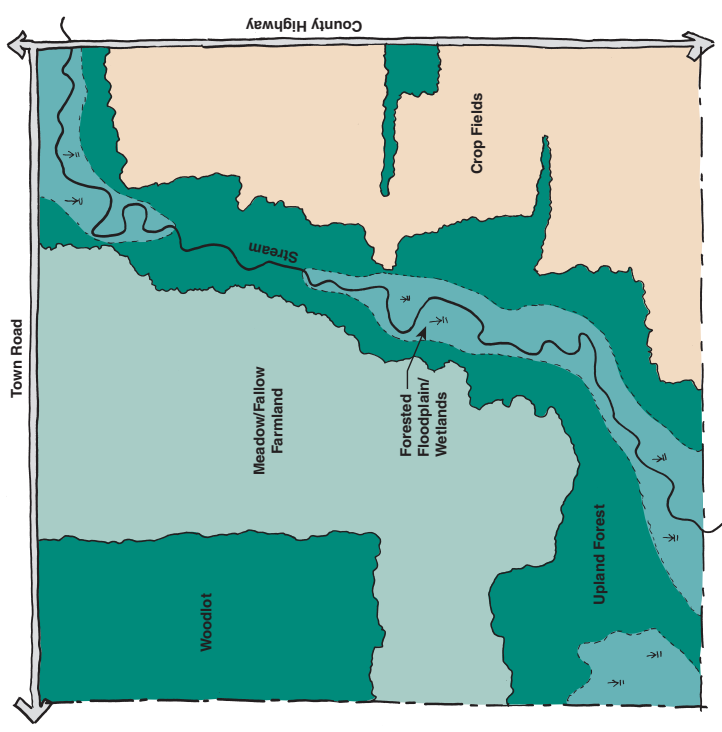




# Burnett County Comprehensive Planning Rural Land Development Potential

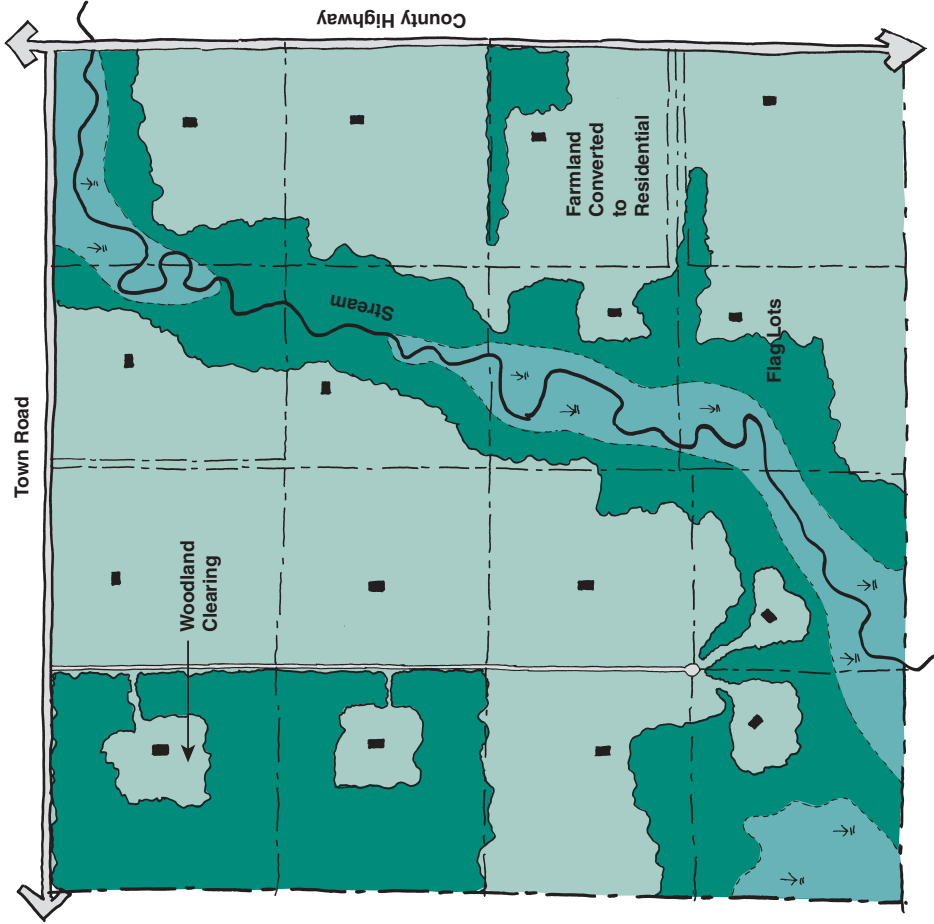
Density Scenario = 1 Unit Per 10 Acres

◆ Undeveloped Site – 160 Acres



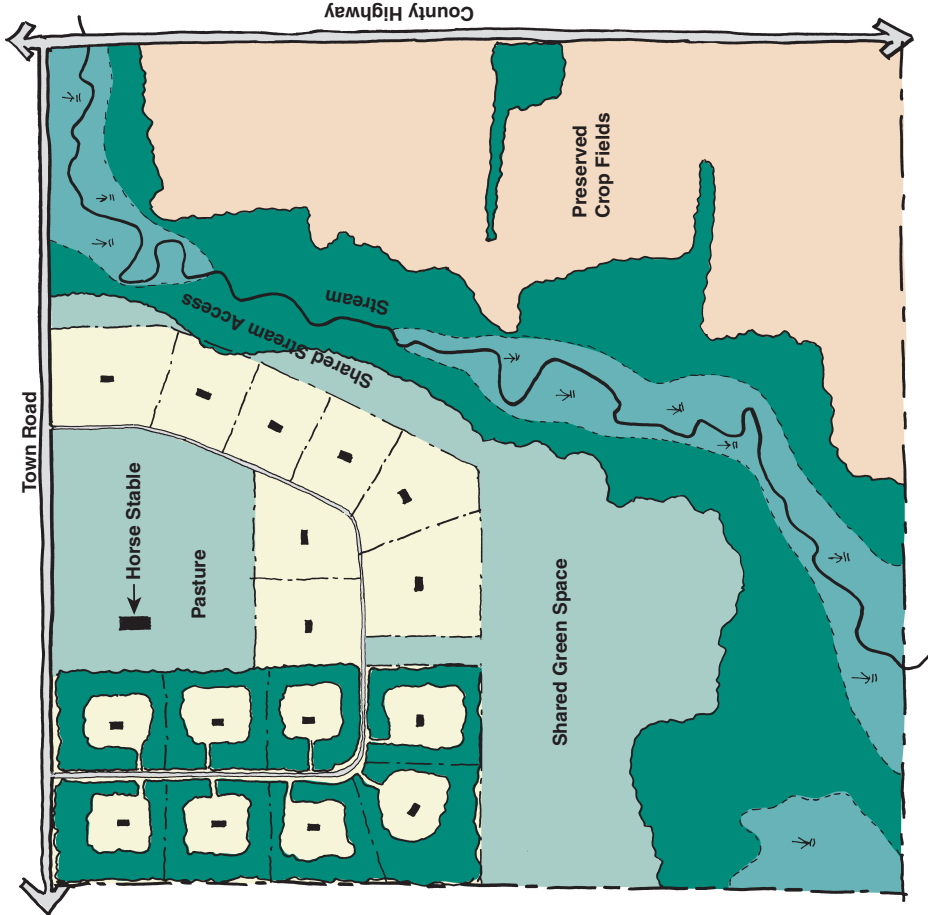
## Conventional Development

- ◆ 16 homes
- ◆ Average lot size of 10 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining
- ◆ Allowable under A-2 Agricultural-Residential Zoning—Comprises 18.1 % of land within the county



## Conservation Development

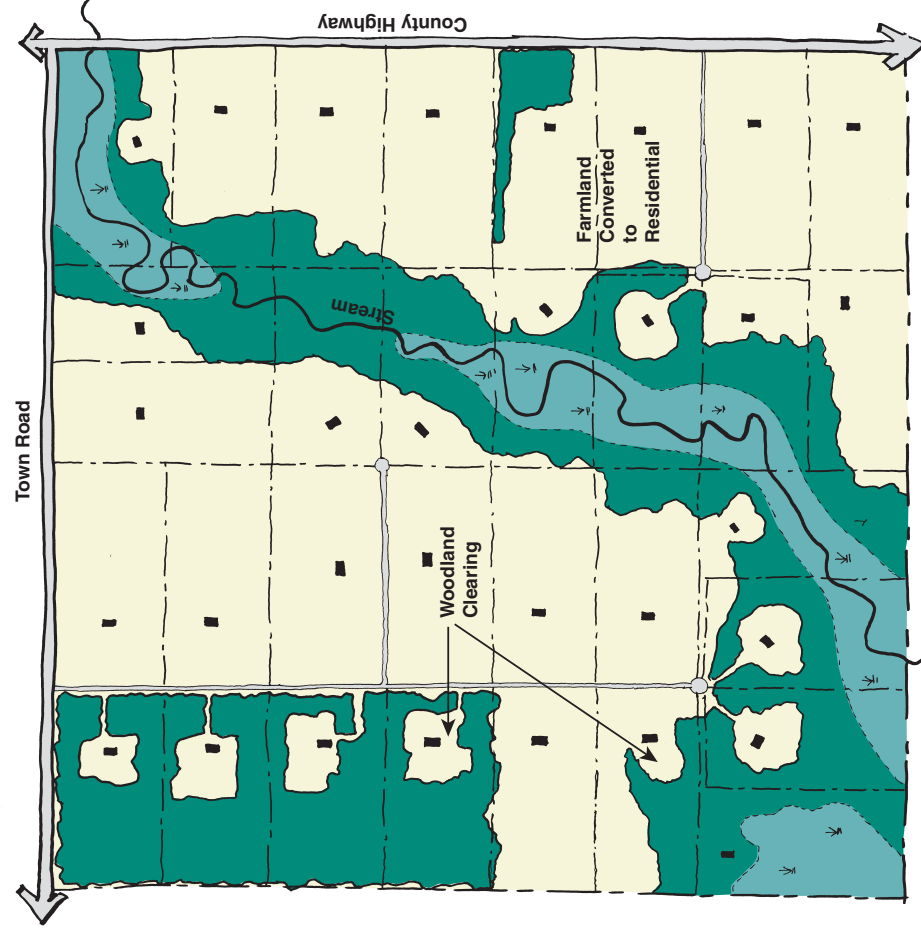
- ◆ 16 homes
- ◆ Average lot size of 2.3 acres
- ◆ About 37 acres developed
- ◆ About 123 acres remaining



# Burnett County Comprehensive Planning Rural Land Development Potential

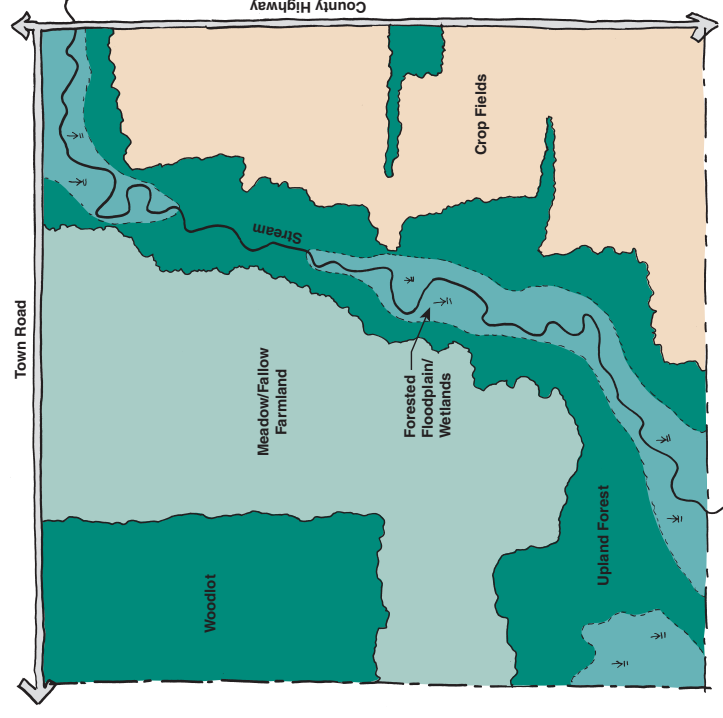
Density Scenario = 1 Unit Per 5 Acres

◆ Undeveloped Site – 160 Acres



## Conventional Development

- ◆ 32 homes
- ◆ Average lot size of 5 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining
- ◆ Allowable under RR3 Residential Recreation Zoning—Comprises 10.0% of land within the county



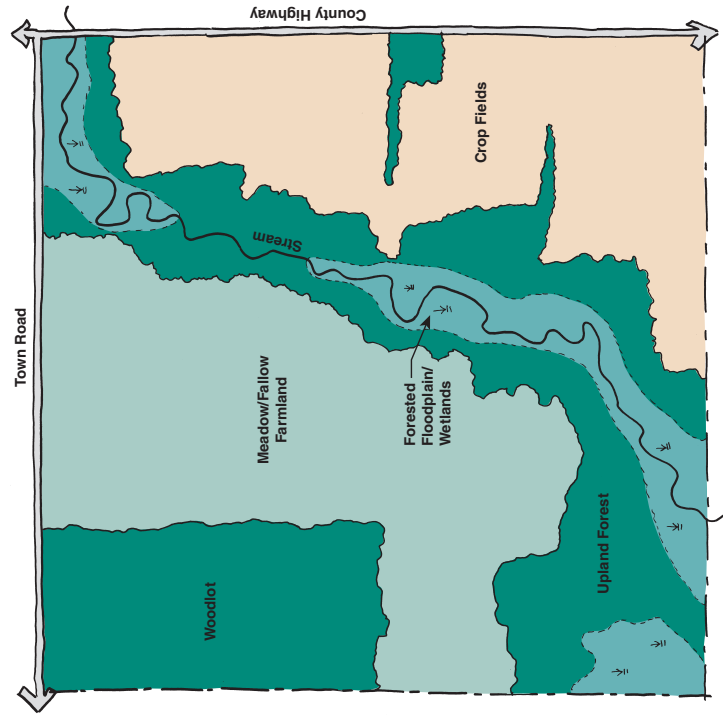
## Conservation Development

- ◆ 32 homes
- ◆ Average lot size of 1.8 acres
- ◆ About 58 acres developed
- ◆ About 102 acres remaining

# Burnett County Comprehensive Planning Rural Land Development Potential

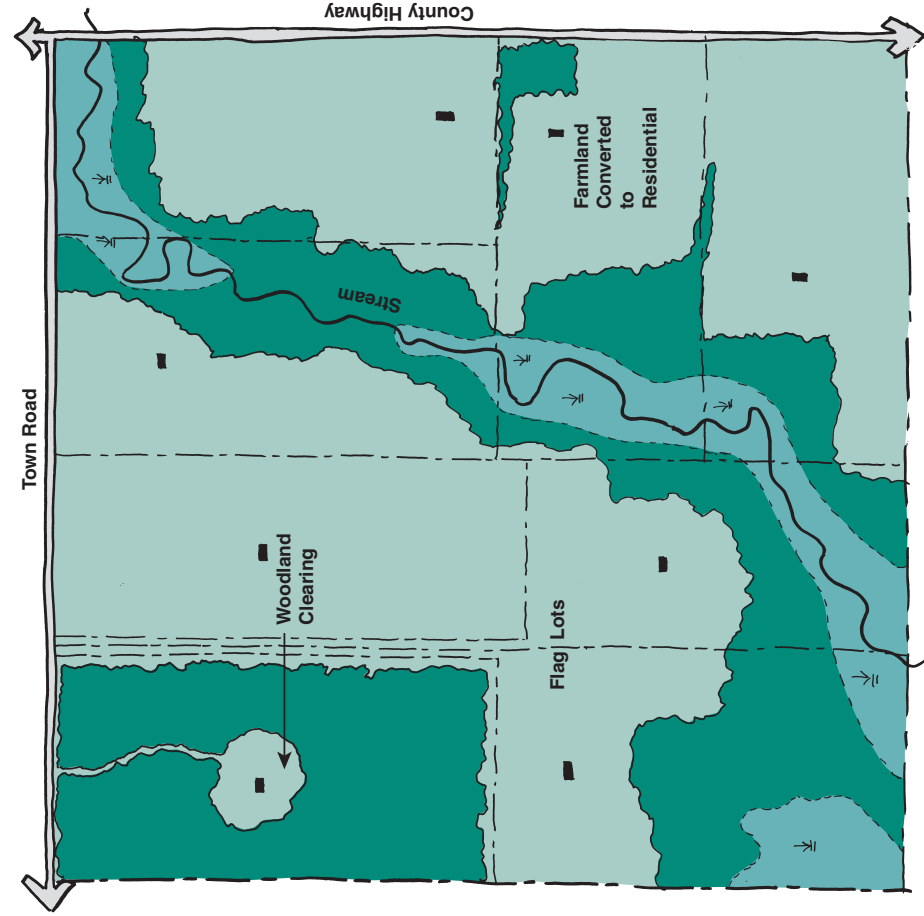
Density Scenario = 1 Unit Per 20 Acres

◆ Undeveloped Site – 160 Acres



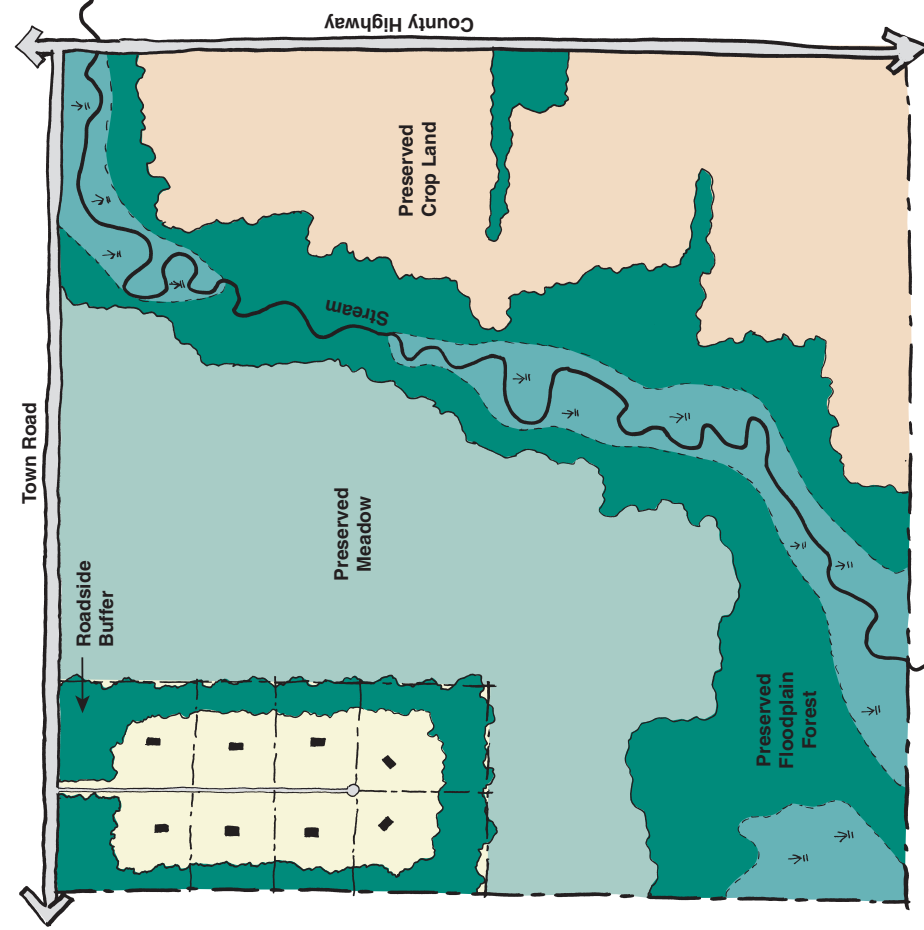
## Conventional Development

- ◆ 8 homes
- ◆ Average lot size of 20 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining



## Conservation Development

- ◆ 8 homes
- ◆ Average lot size of 2.5 acres
- ◆ About 20 acres developed
- ◆ About 140 acres remaining



This page intentionally left blank.

## Appendix D

### Wisconsin Working Lands Initiative

This page intentionally left blank.

# **The Wisconsin Working Lands Initiative**

## **QUESTIONS AND ANSWERS**

### **Contents**

	<i>Page</i>
<b>1. Overview .....</b>	<b>1</b>
<b>2. Budget Impact .....</b>	<b>8</b>
<b>3. Farmland Preservation Planning .....</b>	<b>11</b>
<b>4. Farmland Preservation Zoning .....</b>	<b>16</b>
<b>5. Farmland Preservation Agreements .....</b>	<b>25</b>
<b>6. Soil and Water Conservation.....</b>	<b>26</b>
<b>7. Enhanced Tax Credits for Farmers .....</b>	<b>28</b>
<b>8. Agricultural Enterprise Areas .....</b>	<b>31</b>
<b>9. Agricultural Conservation Easements (PACE) .....</b>	<b>37</b>

**Wisconsin Department of Agriculture, Trade and Consumer Protection**

**July 2009**

**Summary of Working Lands Initiative as included  
in Wisconsin Act 28, 2009 Biennial Budget Bill**

# 1. Overview

## What is the Working Lands Initiative (WLI)?

The Working Lands Initiative is a cooperative state, local and private effort to save Wisconsin farmland, to promote agriculture, to protect the environment, and to minimize land use conflicts. State legislation has created the necessary framework for this effort.

## Why do it now?

- Wisconsin's population is growing steadily, and there are growing conflicts over land use. If we don't act soon, these conflicts will get worse and will become much harder to resolve.
- Wisconsin farmland is being *permanently lost* at an alarming rate. If we don't act soon, it will be too late to save key agricultural resources on which our future depends.
- Land use conflicts and fragmentation threaten our agricultural economy.
- We need agricultural lands for food, quality of life, a healthy environment, a strong business climate, water quality, flood prevention *and* Wisconsin's emerging bio-economy.

## What does WLI include?

- Tools and incentives for local preservation of agricultural land.
- Financial tools and incentives to help farmers keep land in agricultural use and employ good conservation practices.
- Renewed emphasis on farmland preservation planning.
- Increased flexibility for county and local government.
- More modern, workable standards for farmland preservation zoning. WLI will encourage compact, focused development rather than wasteful sprawl.
- "Agricultural enterprise areas" that are locally targeted for agricultural preservation and development.
- An updated approach based on current agricultural practices and land use realities.
- Local cooperative focus, with less cumbersome state oversight.

## What will the WLI legislation do?

- Overhaul and modernize Wisconsin's 30-year-old farmland preservation program.
- Help local governments modernize outdated farmland preservation plans and zoning ordinances.
- Enhance soil and water conservation.
- Create a new state program (PACE) for targeted purchases of agricultural conservation easements from *willing landowners*.



### **What will WLI cost?**

- There will be *no added state cost* and *no unfunded local mandates*.
- State budget dollars for agriculture will *stay in agriculture*.
- WLI will *consolidate and enhance current farmer tax credits*. The enhanced tax credits will increase land preservation and conservation incentives, at no added cost to taxpayers.
- WLI will *not* change the Use Value Assessment program in any way.
- WLI will use existing (unused) bonding authority to fund the purchase of agricultural conservation easements from willing landowners (PACE).
- WLI will create a state Working Lands Trust Fund, funded by “conversion fees” for land rezoned out of farmland preservation districts. The “conversion fees” will help discourage excessive conversion of agricultural land, and help fund state and local farmland preservation efforts.
- Better planning and zoning will reduce local government and private sector costs, minimize costly land use conflicts, encourage agricultural investment, and facilitate sound development.

### **How will WLI promote better planning?**

- Population growth and development needs are straining scarce land resources. Planning is needed to preserve farmland and minimize land use conflicts, but most county farmland preservation plans are more than 20 years out of date.
- WLI offers farmland preservation tax credits in counties that update their farmland preservation plans. Counties with the most development pressure will update first.
- WLI streamlines cumbersome state certification of county plans. State certification may be based on county self-certification.
- WLI gives counties more flexibility in planning farmland preservation areas, based on current agricultural practices and land use realities.
- WLI makes it easier to integrate farmland preservation plans with county and local comprehensive plans, if any (WLI does not *require* comprehensive plans).
- WLI offers planning grants and technical assistance.

### **How does WLI affect local zoning?**

- Sound local zoning minimizes land use conflicts. WLI provides incentives, but does not require or limit local zoning. County and local governments make their own decisions.
- WLI offers tax credits to farmers covered by local farmland preservation zoning that meets WLI standards. Zoning must be based on updated plans (see above).
- WLI gives county and local governments more flexibility to design farmland preservation zoning districts that include other *compatible uses* (including compatible infrastructure, farm-related businesses, residences and natural areas).

- WLI streamlines state certification of farmland preservation zoning ordinances (certification allows farmers to claim tax credits). State certification may be based on county and local self-certification.
- Whenever land is rezoned out of a farmland preservation zoning district at the owner's request, the owner must pay a "conversion fee." The local government must find that the rezoning is justified, and will not impair other agricultural land use.
- The rezoning "conversion fee" helps fund WLI (including county planning), so there is no added cost to taxpayers. Local governments may charge a supplementary fee to fund their farmland preservation work.
- WLI does not involve any state-level zoning.

### **How does WLI affect residential development?**

- Farmland preservation can coexist with careful residential development.
- WLI eliminates counterproductive 35-acre minimum lot size requirements in farmland preservation districts. Current minimum lot size requirements may actually encourage wasteful land use and "sprawl."
- WLI encourages more compact residential "cluster" development. Appropriately-placed residences and "clusters" may be constructed in farmland preservation zoning districts, subject to farmland preservation density standards. Local governments may supplement those standards, as needed, based on local conditions.

### **How does WLI affect farmland preservation agreements?**

- Under current law, farmers may claim tax credits if their land is covered by a farmland preservation zoning ordinance *or* by an individual *farmland preservation agreement*. A farmland preservation agreement is a contract, between the farmer and the state, which remains in effect for 10 to 25 years.
- Farmland preservation agreements are often widely scattered, and that limits their collective impact.
- WLI eliminates individual farmland preservation agreements, except in specifically targeted "agricultural enterprise areas" (see below) where the agreements can have a more focused collective impact. The cost savings will help fund WLI.
- Existing agreements remain in effect until their scheduled termination date, but may not be renewed (except in "agricultural enterprise areas").
- Farmers covered by existing agreements may choose to claim tax credits under the new law (the new credits are more favorable).

### **What is an "agricultural enterprise area?"**

- WLI provides for the creation of clearly-defined "agricultural enterprise areas."
- An "agricultural enterprise area" is locally targeted for agricultural preservation and development.
- The Department of Agriculture, Trade and Consumer Protection (DATCP) may designate an "agricultural enterprise area" in response to a petition signed by the affected county, each affected town, and at least 5 farmers in the designated area.

- Designation of an “agricultural enterprise area” does not, by itself, control or limit land use (it is *not* a zoning ordinance). But farmers in the designated area may enter into voluntary farmland preservation agreements with DATCP, and receive tax credits. Tax credits are higher if local farmland preservation zoning also applies.
- An “agricultural enterprise area” may be part of a broader local strategy to promote agriculture (and related enterprises). The strategy may include other local initiatives such as zoning, agricultural conservation easements, development grants, cooperative agreements and siting incentives.
- DATCP may designate a limited number of “pilot” areas totaling up to 200,000 acres in the first 2 years. Eventually, DATCP may designate areas totaling up to a million acres (about the size of Marathon County). The cost (for farmer tax credits in the designated areas) will be offset by the expiration of existing farmland preservation agreements in other parts of the state.

### **What is an agricultural conservation easement?**

- WLI creates a new state program (PACE) to purchase agricultural conservation easements from *willing landowners*. This is an added tool for preserving important agricultural land.
- An easement restricts nonagricultural development of the covered land, but the farmer retains ownership. Participating farmers can augment their income while continuing to farm the land.
- An easement runs with the land. The farmer may sell the land, but the easement is still in place (it is binding on subsequent landowners).
- An easement continues indefinitely. However, a court may vacate an easement that no longer serves its intended purpose.

### **How will the PACE easement program work?**

- DATCP will work with cooperating entities (local governments or nonprofit conservation organizations) to purchase agricultural conservation easements.
- Easements must be consistent with county and local land use plans and zoning ordinances. DATCP may give priority to “agricultural enterprise areas.”
- DATCP may pay up to 50% of the fair market value of the *easement* (not 50% of the total land value, since the farmer still owns and operates the land).
- The cooperating entity must arrange for the rest of the easement purchase cost, but may get funding from other sources. The landowner may also donate part of the easement value, to get favorable federal tax treatment.
- The State of Wisconsin will be a joint holder of the easement, with the cooperating entity.
- The State of Wisconsin may issue up to \$12 million in bonds to fund the PACE program. This new bonding authority is offset by a reduction in unused bonding authority under the Conservation Reserve Enhancement Program (CREP), so there is

- Beginning in the FY 2011-12 biennium, debt service on the bonds will be largely funded from the Working Lands Trust Fund (see above).

### **How does WLI affect state tax credits for farmers?**

- The current *farmland preservation tax credit* (income tax credit) is intended to encourage farmland preservation and conservation practices. However, the current tax credit is based on a complex formula that considers farm income, property tax payments and other variables. Farmers must wade through 18 pages of tax credit forms and instructions. Many farmers are disqualified by outdated income limits, and the tax benefit is declining. Annual tax credit claims have dropped from \$35 million in 1987 to just over \$12.7 million today, so the credit no longer provides a strong incentive for farmland preservation.
- The current *farmland tax relief credit* (income tax credit) was originally designed to provide property tax relief, but has been greatly overshadowed by Use Value Assessment. The current tax credit does little to encourage farmland preservation or conservation practices, but costs an average of \$15 million per year.
- WLI repeals these current tax credits, and uses the savings to finance a new and enhanced *farmland preservation tax credit*. The new tax credit will provide a stronger incentive for farmland preservation and conservation practices, without increasing state costs. The total estimated cost for the new tax credit (about \$27 million per year) is approximately equal to the combined costs of the current tax credits. WLI will *not* change the current Use Value Assessment program in any way.
- Under WLI:
  - Farmers will be able to claim tax credits if they are covered by a *farmland preservation zoning ordinance* or a *farmland preservation agreement* (new agreements will be limited to “agricultural enterprise areas”).
  - Tax credits will be calculated as a flat amount per acre. The amount will depend on whether the land is covered by an agreement (\$5 per acre), a zoning ordinance (\$7.50 per acre), or both (\$10 per acre). The Department of Revenue may adjust tax credit amounts between years, as necessary, to keep total costs within appropriation limits (just as it does now for the Farmland Tax Relief Credit).
  - Tax claim forms will be much simpler (a few lines instead of 18 pages).
- Under WLI (as under the current farmland preservation law), farmers claiming tax credits must comply with state soil and water conservation standards. Counties must initially certify compliance by *new* claimants (counties already monitor *existing* claimants). Counties may suspend tax credit eligibility for noncompliance (as under current law).

### **What will WLI do for farmers?**

- Preserve agricultural lands on which the future of Wisconsin farming depends.
- Minimize land use conflicts that threaten agricultural enterprises.
- Provide enhanced, simplified tax incentives for farmers to keep land in agricultural use, and adopt soil and water conservation practices.
- Maintain the legitimate rights and prerogatives of land owners.
- Recognize current agricultural practices, infrastructure needs, and land use realities.
- Provide new tools that will allow farmers to supplement income and realize tax savings, while protecting farmland.
- Provide greater predictability and certainty, to facilitate farm investment decisions.
- Focus and coordinate agricultural preservation and development efforts.

### **What will WLI do for county and local governments?**

- Minimize increasingly serious and costly land use conflicts.
- Encourage sound planning and development, and offer planning resources.
- Provide greater local flexibility consistent with farmland preservation, including flexibility in the design of land use plans, zoning ordinances and “agricultural enterprise areas.”
- Facilitate public-private cooperation, and locally-driven solutions.
- Eliminate cumbersome procedural requirements, and streamline state approvals.
- Make it easier for local governments to integrate farmland preservation planning with comprehensive planning (without mandating comprehensive plans).
- Preserve local decision-making and choice.

### **What will WLI do for other users of land?**

- Maintain a clean environment, strong local communities, and high quality of life.
- Encourage harmonious resolution of land use issues.
- Minimize increasingly serious and costly land use conflicts.
- Facilitate sound development, consistent with farmland preservation.
- Update farmland preservation plans and zoning standards to recognize current land use realities and development needs.
- Maintain a healthy business and investment climate. WLI will facilitate business and investment decisions by providing greater consistency, clarity and certainty.
- Maintain the legitimate rights and prerogatives of land owners.

### **What will WLI do for the State of Wisconsin?**

- Preserve threatened agricultural resources, on which our entire future depends.
- Provide a modern, progressive framework for coordinating state and local planning, development and farmland preservation efforts.
- Maintain local leadership and control, and statewide cooperation.

- Maintain a strong, progressive agricultural and business climate.
- Maintain a healthy environment, strong local communities, and high quality of life.
- Streamline state government and processes.
- Maximize efficiency, and minimize state costs.
- Encourage new initiatives and new solutions.

## 2. Budget Impact

### How will WLI affect the state budget deficit?

The Working Lands Initiative (WLI) will preserve farmland, promote agricultural development, reduce pollution from farm runoff, improve local planning, and enhance current tax credits for farmers. It will do all this at *no added cost* to the State of Wisconsin. WLI will pay for itself. Here is how it works:

- ***Consolidate and simplify current tax credits for maximum impact:***
  - Eliminate the outdated Farmland Tax Relief Credit (\$15 million per year), and substitute an expanded Farmland Preservation Tax Credit (increase to \$27 million per year, from current \$12.7 million). The money stays in agriculture, but the tax credit is tied to agricultural land preservation and conservation practices (“more bang for the buck”). Claimants must be located in farmland preservation zoning districts, or covered by individual farmland preservation agreements.
  - Allow current farmland preservation agreements to expire (they are widely scattered and unfocused). Limit new agreements to priority “agricultural enterprise areas,” for maximum collective impact. Expiration of current agreements will fund new agreements.
  - Do *not* change Use Value Assessment in any way.
- ***Shift current unused bonding authority to fund purchase of agricultural conservation easements (PACE):***
  - Use \$12 million in currently-unused bonding authority under the Conservation Reserve Enhancement Program (CREP) to fund a new PACE program (similar to programs that have worked well in other states).
  - No net increase in current bonding authority, but money stays in agriculture and strengthens high priority farmland preservation.
  - Bonding may fund up to 50% of the cost to purchase agricultural conservation easements from *willing landowners*. Cooperating entities (local governments and nonprofit conservation organizations) put up the remainder. Federal funding can help, and federal tax laws encourage farmer donations of land to cover part of the cost.

- ***Collect a rezoning “conversion fee” to discourage excessive conversion of farmland (and help pay for farmland preservation programs):***
  - Landowner pays a “conversion fee” to county or local government if land is rezoned out of a certified farmland preservation zoning district at the landowner’s request.
  - The basic “conversion fee” is 3 times the agricultural “use value” of the rezoned acreage.
  - County or local government may (by ordinance) require a supplementary fee to fund local farmland preservation work (WLI does not require).
- ***Create a state Working Lands Trust Fund:***
  - Annually deposit rezoning “conversion fee” revenues to a state Working Lands Trust Fund.
  - Beginning in the *FY 2011-13 biennium*, the trust fund will pay for all of the following (and possibly more, depending on actual “conversion fee” revenues):
    - PACE agricultural conservation easements (debt service on bond revenue funding).
    - Farmland preservation planning grants to counties.
    - Funding for *existing staff* to administer the farmland preservation and PACE programs (replace existing funding sources).
- ***Improve program efficiency:***
  - Avoid complex Land and Water Conservation Board certification process.
  - Allow DATCP to certify local plans and ordinances based on local self-certification (DATCP may audit as necessary).
  - Clarify and streamline current procedures.



### **How will WLI affect county and local budgets?**

WLI helps counties pay for needed farmland preservation work, and avoids “unfunded mandates.”

- County and local governments choose whether to participate. There is no state mandate, but farmers in participating jurisdictions get tax credits.
- WLI provides planning grants to update county farmland preservation plans (most plans are more than 20 years out of date). WLI provides \$420,000 per year for farmland preservation planning grants to counties.
- WLI streamlines standards and procedures, and offers more local flexibility.
- Under its current Soil and Water Resource Management program, DATCP will continue funding county staff to monitor soil and water conservation compliance on farms receiving farmland preservation tax credits.
- County and local governments may charge rezoning “conversion fees” (in addition to the basic “conversion fee” described above) to pay for farmland preservation planning, zoning and conservation compliance work.

### **3. Farmland Preservation Planning**

#### **How will WLI promote better planning?**

Planning is essential for farmland preservation. Population growth and development needs are straining scarce land resources. Planning can preserve farmland and minimize land use conflicts, but most county farmland preservation plans are more than 20 years out of date.

- WLI offers farmland preservation tax credits in counties that update their farmland preservation plans.
- Counties with the most development pressure must update first. WLI offers planning grants and technical assistance.
- WLI streamlines cumbersome state certification of county plans (required for tax credit eligibility). State certification may be based on county self-certification.
- WLI gives counties more flexibility in planning farmland preservation areas, based on current agricultural practices and land use realities.
- WLI makes it easier to integrate farmland preservation plans with county and local comprehensive plans, if any (WLI does not *require* comprehensive plans).

#### **What are the incentives for counties?**

Counties are not required to participate in the farmland preservation program. But there are strong incentives to participate:

- Participation will preserve valuable farmland, strengthen local economies, promote orderly development, protect the environment, minimize costly land use conflicts, facilitate investment decisions, and maintain a high quality of life.
- Farmers in participating counties will qualify for tax credits. WLI will augment current tax credits, and make them more attractive.
- WLI provides \$420,000 per year for farmland preservation planning grants to counties.

#### **What must counties do to participate?**

- A participating county must have a farmland preservation plan. DATCP must certify that the plan meets WLI standards (in order for farmers to claim tax credits). WLI simplifies the current standards and certification process.

- Counties currently participating in the farmland preservation program must update their plans (most plans are more than 20 years out of date, and no longer reflect current land use realities). If counties fail to update by a certain date, farmers will lose tax credit eligibility.

### **How soon must counties update their plans?**

Updates must be certified between 2011 and 2015 (varies by county). Counties with the most development pressure must update first. The following deadlines are based on a county's *population growth per square mile* between 2000 and 2007:

- December 31, 2011 for a county with a growth rate of more than 9 persons per square mile
- December 31, 2012 for a county with a growth rate of more than 3.75 persons per square mile but not more than 9 persons per square mile.
- December 31, 2013 for a county with a growth rate of more than 1.75 persons per square mile but not more than 3.75 persons per square mile.
- December 31, 2014 for a county with a growth rate of more than 0.8 persons per square mile but not more than 1.75 persons per square mile.
- December 31, 2015 for a county with a growth rate of not more than 0.8 persons per square mile.

The DATCP Secretary may extend a county deadline for up to 2 years if necessary to coordinate with the county's comprehensive planning process.

### **Will WLI help pay for the planning effort?**

Yes. DATCP will provide planning grants to help pay county costs. WLI provides \$420,000 per year for farmland preservation planning grants. A grant may reimburse up to 50% of a county's cost to prepare a plan. Grant amounts may vary (based on county size, etc.) but will average about \$30,000 per county. DATCP and UW will also provide technical assistance, background data and examples.

### **Does WLI simplify the planning process?**

Yes. WLI does all of the following:

- Simplifies plan content standards and procedural requirements.
- Gives counties more flexibility.
- Makes it easier for a county to integrate its farmland preservation plan with its comprehensive plan if any (WLI does not require a county to have a comprehensive plan).

### **Does WLI simplify the plan certification process?**

Yes. WLI does all of the following:

- Simplifies certification procedures.
- Avoids required certification by the Land and Water Conservation Board.
- Allows DATCP to certify based on county self-certification.
- Ensures 90-day turnaround.

### **What must a farmland preservation plan include?**

A county determines the contents of its farmland preservation plan (WLI does *not* tell counties which land to target for preservation). But a county plan must do all of the following:

- State the county’s policy related to farmland preservation and agricultural development.
- Document overall development needs and trends that may affect farmland preservation and agricultural development (population growth, economic trends, housing, transportation, utilities, communications, business development, community facilities and services, energy, waste management, municipal expansion, environmental preservation, etc.).
- Describe all of the following (state agencies and UW-extension can help):
  - Current agricultural land uses in the county.
  - Key agricultural resources, including land, soil and water resources.
  - Key infrastructure for agriculture, including key processing, storage, transportation and supply facilities.
  - Significant trends related to agricultural land use, agricultural production, agricultural enterprises, and conversion of agricultural lands.
  - Anticipated changes in the nature, scope, location and focus of agricultural production, processing, supply and distribution.
  - County goals for agricultural development.
  - Actions that the county will take to preserve farmland and promote agricultural development.
  - Key land use issues related to farmland preservation and agricultural development, and plans for addressing those issues.
  - County strategies to preserve farmland by increasing housing density in non-farm areas.
- Identify “*farmland preservation areas*” that the county plans to preserve for agriculture and related enterprises, such as agricultural processing.
  - A “farmland preservation area” is *not* just an unplanned multi-purpose rural area (what some jurisdictions call a “general agriculture” area).

- A “farmland preservation area” is an area that the county *plans to preserve for agriculture and related uses* (it may also include natural resource preservation areas such as wetlands).
- A “farmland preservation area” must be clearly mapped to show which land parcels are included. The plan must summarize the rationale used to determine the mapped area.
- Farmers in a “farmland preservation area” get tax credits if their land is covered by farmland preservation zoning (county or local) or by an individual farmland preservation agreement.

**How does a county’s farmland preservation plan relate to its comprehensive plan, if any?**

A county’s farmland preservation plan:

- Must be consistent with the county’s comprehensive plan, if any (WLI does not require a comprehensive plan).
- Must be adopted as part of the comprehensive plan or, if adopted separately, incorporated into the comprehensive plan.
- May cross-reference information from the comprehensive plan (and vice versa).
- May be adopted using the same procedures (WLI eliminates current inconsistent procedures).

**How does a county get its plan certified?**

In order for farmers to claim tax credits, DATCP must certify that the county’s farmland preservation plan meets WLI standards (see above). WLI greatly simplifies the current certification process, and guarantees a maximum 90-day turnaround. DATCP may certify based on county self-certification. A county need only submit the following:

- A copy of the county farmland preservation plan.
- A brief summary of the plan, including any changes from the previous plan (if any).
- A brief summary of the process by which the plan was developed, including public hearings, notice to affected local governments, county approval, and any key unresolved issues between the county and local governments.
- The relationship of the plan to the county comprehensive plan, if any.
- A statement, signed by the county corporation counsel and the county planning director or chief elected official, certifying that the plan meets applicable minimum requirements (see above).

DATCP may certify a plan for up to 10 years.

- DATCP must also certify plan amendments, if any (certification ends on the same date as the underlying plan certification).
- DATCP may certify a plan subject to conditions (if those conditions are needed to attain compliance with WLI standards).

- Although DATCP may certify based on the county's self-certification, DATCP has the option to review and independently verify the county's certification as necessary.

## 4. Farmland Preservation Zoning

### **Does WLI create state zoning?**

No. All zoning decisions are made at the county or local level.

### **Does WLI change or limit county or local zoning authority?**

No. WLI does not change or limit the current authority of county and local governments to adopt, amend, repeal and enforce zoning ordinances of their own choosing. Normal zoning procedures apply.

### **Does WLI *require* a county or local government to adopt a zoning ordinance, or to change any existing ordinance?**

No. County and local governments are free to determine their own zoning regulations. However, farmers may claim tax credits if they are covered by a farmland preservation zoning ordinance that meets or exceeds WLI standards. For this and other reasons, many county and local governments will want to adopt new farmland preservation ordinances or update their existing ordinances. Current tax credits will expire if existing ordinances fail to meet WLI standards, and are not updated to meet those standards.

### **How can a county or local government ensure that farmers will be eligible for state tax credits?**

Farmers may claim tax credits if they are covered by a farmland preservation zoning ordinance that meets or exceeds WLI standards. A county or local government may adopt a new ordinance, or update an existing ordinance to meet WLI standards. Some existing ordinances may require significant changes, but others may already meet the new standards.

In order for farmers to claim tax credits, DATCP must certify that an ordinance meets minimum WLI standards. Tax credit eligibility under an *existing* ordinance will expire if the ordinance is not re-certified by a certain date. WLI simplifies current certification standards and procedures.

### **If an existing ordinance is *not* re-certified, when will tax credits stop?**

Existing certifications expire between 2012 and 2016 (dates vary by county) unless the current certification specifies a later date (some current certifications extend up to 10 years). If an ordinance is not re-certified by the relevant deadline date, farmers will no longer qualify for farmland preservation tax credits.

Counties with the most development pressure must re-certify their ordinances first. The following deadlines are based on a county's *population growth per square mile* between 2000 and 2007:

- December 31, 2012 for a county with a growth rate of more than 9 persons per square mile.
- December 31, 2013 for a county with a growth rate of more than 3.75 persons per square mile but not more than 9 persons per square mile.
- December 31, 2014 for a county with a growth rate of more than 1.75 persons per square mile but not more than 3.75 persons per square mile.
- December 31, 2015 for a county with a growth rate of more than 0.8 persons per square mile but not more than 1.75 persons per square mile.
- December 31, 2016 for a county with a growth rate of not more than 0.8 persons per square mile.

The DATCP Secretary may extend a county deadline for up to 2 years for good cause.

### **Is an ordinance legally valid if it is not certified?**

Certification does *not* affect the legal validity of a zoning ordinance. A county or local government may adopt and enforce a zoning ordinance of its choosing, regardless of whether the ordinance is certified by DATCP. But if an ordinance is not certified, farmers covered by the ordinance may not claim tax credits. If a certification expires, the ordinance will still be in effect and fully enforceable, but farmers covered by that ordinance will no longer be eligible for tax credits.

### **What standards apply to a certified ordinance?**

In order to be certified (for tax credit purposes), a farmland preservation ordinance must meet all of the following criteria:

- The ordinance must clearly designate farmland preservation zoning districts in which land use restrictions meet or exceed WLI standards (see below).
  - Each district must be clearly mapped to indicate which land parcels are included.
  - Maps must be correlated to the ordinance text.
- The ordinance text must identify the types of land uses allowed in each farmland preservation district (WLI provides more flexibility than current law).
  - Allowed uses may vary, as long as they meet WLI standards.
  - Allowed uses may include “permitted uses” (allowed without a permit) and “conditional uses” (allowed by permit).
  - An ordinance may be more restrictive, but not less restrictive, than WLI standards.



- The ordinance (county or local) must be substantially consistent with the county's certified "farmland preservation plan." Land included in a farmland preservation zoning district must be part of a "farmland preservation area" identified in the county plan.

### **How does a county or local government get its ordinance certified?**

In order for farmers to claim tax credits, DATCP must certify that a farmland preservation ordinance meets minimum WLI standards. WLI simplifies the current certification process, and guarantees a maximum 90-day turnaround. DATCP may certify an ordinance based on county and local self-certification. An applicant (county or local government) need only submit the following:

- A copy of the ordinance.
- A brief summary of the ordinance, including any changes from the previously certified ordinance (if any).
- A brief summary of the process by which the ordinance was developed, including public hearings, notice to other governmental units, county or local approval, and any key unresolved issues between governmental units.
- The relationship of the ordinance to the county's certified farmland preservation plan, including any material inconsistencies between the ordinance and the plan.
- A statement, signed by the county planning director or chief elected official, certifying that the proposed farmland preservation zoning districts are located in "farmland preservation areas" identified in the certified county plan.
- A statement, signed by the applicant's attorney or chief elected official, certifying that the ordinance meets applicable legal requirements.

DATCP may certify an ordinance for up to 10 years.

- DATCP must also certify ordinance amendments that comprehensively revise existing ordinances, or that extend coverage to new towns.
- DATCP may certify an ordinance subject to specified conditions (if those conditions are needed to attain compliance with WLI standards).
- Although DATCP may certify based on county and local self-certification, DATCP may independently verify as necessary.

### **What land uses are allowed in a "farmland preservation zoning district?"**

A zoning ordinance must identify the types of land uses allowed in farmland preservation zoning districts (other uses are prohibited). County and local governments are free to determine allowed uses, as long as those uses are allowable under WLI standards. WLI identifies the general types of uses that are allowable. WLI does *not* allow industrial, commercial or urban residential uses that are inconsistent with farmland preservation.

An ordinance may allow some types of land uses as “permitted uses” (without a permit) and others as “conditional uses” (with a permit). Some types of land uses might fall into both categories, depending on size and other factors. For example, an ordinance might classify most livestock operations as “permitted uses,” but might require a “conditional use” permit for operations over 500 animal units (consistent with the state Livestock Facility Siting Law).

### **What about “prior nonconforming uses?”**

When a farmland preservation zoning district is created or revised, there are often a few pre-existing land uses in the district that do not conform to the new zoning standards. Those “prior nonconforming uses” may continue, but may not be materially expanded or altered in violation of current laws related to “prior nonconforming uses.”

### **Can there be differences between farmland preservation zoning districts?**

Yes, as long as the zoning standards comply with WLI and the differences are not arbitrary or capricious. For example, based on local land use plans and development goals, an ordinance might create one district mainly for large-scale agricultural production and processing, and another district mainly for small-scale farming and agri-tourism.

### **What land uses may be allowed as “permitted uses” (without a permit)?**

Subject to general ordinance standards, an ordinance may allow any of the following as “permitted uses” (without a permit) in a farmland preservation zoning district:

- “Agricultural uses,” including any of the following:
  - Crop or forage production.
  - Keeping livestock (includes conventional livestock and other animals such as horses, farm-raised deer and farm-raised fish).
  - Beekeeping.
  - Nursery, sod or Christmas tree production.
  - Floriculture.
  - Aquaculture.
  - Fur farming.
  - Forest management (for example, land enrolled in Wisconsin’s managed forest program).
  - Enrolling land in a federal agricultural commodity payment program or a federal or state agricultural land conservation payment program.
  - Other activities that DATCP may identify by rule.

- “Accessory uses,” including any of the following land uses on a farm:
  - Buildings, improvements, business operations and activities that are part of, or incidental to, an “agricultural use.”
  - A farm residence.
  - A non-agricultural enterprise, conducted by a farm operator, that does not require additional non-farm buildings, does not employ more than 4 full-time employees, and does not limit the current or future agricultural use of farmland (for example, a roadside stand, or a daycare or consulting business).
  - Other “accessory uses” that DATCP identifies by rule.
- “Agriculture-related uses,” including agricultural equipment, supply, storage, processing and waste processing facilities. DATCP may identify other “agriculture-related uses” by rule.
- Non-farm residences constructed in a residential “cluster” that meets WLI standards, provided that a conditional use permit has already been issued for the “cluster” development (see below).
- Undeveloped natural resource and open space areas.
- Transportation, utility, communication or other uses whose location is determined by preemptive state or federal actions.
- Other uses that DATCP identifies by rule.

**What land uses may be allowed as “conditional uses” (with a permit)?**

An ordinance may allow any of the following as “conditional uses” (with a permit) in a farmland preservation zoning district:

- “Agricultural” uses, including “accessory” and “agriculture-related” uses (see above).
  - Although these are often allowed as *permitted uses* (without a permit), an ordinance might require a permit in some cases.
  - For example, an ordinance might generally classify livestock operations as “permitted uses,” but might require a “conditional use” permit for operations over 500 animal units (consistent with the state Livestock Facility Siting Law).
- Non-farm residences or residential “clusters” that meet WLI standards for farmland preservation districts (see below).
- Transportation, communications, pipeline, electric transmission, utility or drainage uses that meet WLI standards for farmland preservation districts (see below).

- Governmental, institutional, religious or nonprofit community uses that meet WLI standards for farmland preservation districts (see below).
- Nonmetallic mineral extraction that meets WLI standards for farmland preservation districts (see below).
- Oil and gas exploration or production that is licensed by the Wisconsin Department of Natural Resources.
- Other uses that DATCP authorizes by rule.

### **What is a “farm residence” versus a “non-farm residence?”**

A “farm residence” is normally allowed as a “permitted use” (without a zoning permit) in a farmland preservation zoning district. But ordinances may vary, and some county or local governments may choose to require conditional use permits for *all* new residences (farm or nonfarm) in farmland preservation zoning districts.

Under WLI, a “non-farm residence” *always* requires a permit unless constructed in a residential “cluster” for which a permit has already been issued. Ordinance standards for “non-farm residences” and residential “clusters” must meet or exceed WLI standards.

A “farm residence” may include any of the following structures *located on a farm*:

- A single-family or duplex residence that is the only residential structure on the farm *or* is occupied by any of the following:
  - An owner or operator of the farm.
  - A parent or child of an owner or operator of the farm.
  - An individual who earns more than 50% of his or her gross income from the farm.
- A state-certified migrant labor camp.

A “non-farm residence” means any single-family or multi-family residence other than a “farm residence.” If a farmer splits off a residential lot from the farm and sells it to another person, a residence constructed on that lot is a “non-farm residence” (regardless of who occupies the residence).

### **What are the standards for a “non-farm residence” in a farmland preservation zoning district?**

A non-farm residence *always* requires a permit unless constructed in a residential “cluster” for which a permit has already been issued (see below). A zoning authority may issue a permit for a non-farm residence if all of the following apply (the ordinance may specify more restrictive standards):

- The ratio of non-farm residential acreage (house *and lot*) to farm acreage on the “base farm tract” will not exceed 1 to 20. A “base farm tract” includes all contiguous land that is part of a single farm when the zoning district is first certified under WLI (or on an earlier date specified in the zoning ordinance). The “base farm tract” *never changes*, despite subsequent farm consolidations or splits.
- There will be no more than 4 dwelling units in non-farm residences (nor more than 5 dwelling units in residences of any kind) on the “base farm tract.”
- The location of the non-farm residence (house *and lot*) will not do any of the following:
  - Convert prime farmland if there are reasonable alternative locations.
  - Significantly impair or limit the current or future agricultural use of other protected farmland.

There is *no minimum lot size requirement* under WLI.

- Many farmland preservation ordinances currently require 35 acre lots, which can actually encourage “sprawl.”
- WLI allows for more compact development, subject to density standards (see above).
- Under WLI, a county or local government may elect to keep *or eliminate* its current 35-acre lot size requirement, as long as the ordinance meets the new WLI standards.

### **What are the standards for a “non-farm residential cluster” in a farmland preservation zoning district?**

A zoning authority may issue a permit for a “non-farm residential cluster,” on which 2 or more non-farm residences may be constructed, if all of the following apply (the ordinance may specify more restrictive standards):

- The non-farm residences will be constructed on contiguous parcels.
- Restrictive covenants ensure that, if *all* of the residences are constructed, *each residence* will meet the WLI standards for non-farm residences (see above).

### **What are the standards for transportation, communications, pipeline, electric transmission, utility, and drainage uses in a farmland preservation zoning district?**

These non-agricultural uses are allowed only by permit (unless their location is determined by preemptive state or federal action). A permit may be issued for uses that meet the following standards (the ordinance may specify more restrictive standards):

- The use and its location are consistent with the purposes of the farmland preservation district.
- The use and its location are reasonable and appropriate, considering alternative locations, or are specifically approved under state or federal law.

- The use is reasonably designed to minimize conversion of land.
- The use does not substantially impair or limit the current or future agricultural use of surrounding parcels.
- Construction damage to agricultural land is minimized, and repaired to the extent feasible.

**What are the standards for governmental, institutional, religious or nonprofit community uses of land in a farmland preservation zoning district?**

These non-agricultural uses are allowed only by permit (unless their location is determined by preemptive state or federal action). A permit may be issued for uses that meet the following standards (the ordinance may specify more restrictive standards):

- The use and its location are consistent with the purposes of the farmland preservation district.
- The use and its location are reasonable and appropriate, considering alternative locations, or are specifically approved under state or federal law.
- The use is reasonably designed to minimize conversion of land.
- The use does not substantially impair or limit the current or future agricultural use of surrounding parcels.
- Construction damage to agricultural land is minimized, and repaired to the extent feasible.

**What are the standards for nonmetallic mineral extraction operations (such as gravel pits) in a farmland preservation zoning district?**

A zoning authority may issue a permit for nonmetallic mineral extraction if all of the following apply (the ordinance may specify more restrictive standards):

- The operation complies with applicable Department of Natural Resources and Department of Transportation requirements.
- The operation and its location are consistent with the purposes of the farmland preservation district.
- The operation and its location are reasonable and appropriate, considering alternative locations, or are specifically approved under state or federal law.
- The operation is reasonably designed to minimize conversion of land.
- The operation does not substantially impair or limit the current or future agricultural use of surrounding parcels.
- The ordinance requires the operator to restore the land to agricultural use, consistent with any required locally approved reclamation plan, when extraction is completed.

**May land be rezoned out of a farmland preservation district?**

Yes. A county or local government may rezone land out of a farmland preservation zoning district, using normal rezoning procedures. But land may not be rezoned at the request of a landowner unless all of the following apply:

- The zoning authority makes the following findings, after public hearing:
  - The land is better suited for a use that is not allowed in the farmland preservation zoning district.
  - The rezoning is consistent with the county or local comprehensive plan, if any.
  - The rezoning is substantially consistent with the county farmland preservation plan.
  - The rezoning will not substantially impair or limit current or future agricultural use of surrounding land that is zoned or legally restricted to agricultural use.
- The landowner pays a “conversion fee,” for the rezoned acreage, equal to 3 times current “use value.” This “conversion fee” applies to land rezoned on or after January 1, 2010. The zoning ordinance may impose a local “supplementary” fee in addition to this “basic” fee.

WLI gives county and local governments more flexibility to allow *compatible* development *within* a farmland preservation district, without having to rezone land out of the district (see above). If land is not rezoned out of the district, there is no “conversion fee.” Nor is there any “conversion fee” when a county or local government rezones land on its own initiative, or as part of a comprehensive amendment to the zoning ordinance.

By March 1 of each year, a county or local government must report to DATCP the total acres rezoned during the preceding year, and must submit to DATCP all of the “basic” rezoning “conversion fees” collected during the previous year. DATCP must deposit these “conversion fee” revenues to the Working Lands Trust Fund.

The county or local government may keep any local “supplementary” conversion fees that it collects, and may use those fee revenues for farmland preservation planning, zoning and conservation compliance work.

**Is agricultural land in a farmland preservation district exempt from special sewer and water assessments?**

Yes. However, a local government may deny the use of improvements for which the special assessment is levied unless the landowner pays the assessment voluntarily (same as current law).

## 5. Farmland Preservation Agreements

### What is a farmland preservation agreement?

*Under current law*, farmers in participating counties may claim tax credits if their land is covered by a “farmland preservation agreement.” A farmland preservation agreement is a contract between a farmer and DATCP, under which the farmer agrees to keep land in agricultural use for a period of time specified in the agreement. *Under current law*:

- The land must be located in a *farmland preservation area* identified in the county’s certified farmland preservation plan.
- A farmer may claim tax credits under an agreement, even if the land is not covered by farmland preservation *zoning*. But tax credits are higher if the land is also zoned.
- An agreement may be for a term of 10 to 25 years.
- An agreement is recorded with the county register of deeds, and is binding on subsequent landowners for the term of the agreement.
- An agreement may not be released, except for certain specified reasons.

### How will WLI change the use of farmland preservation agreements?

Farmland preservation agreements are now widely scattered, and that limits their collective impact. WLI eliminates farmland preservation agreements, except in specifically targeted “agricultural enterprise areas” (see below) where they can have a more focused collective impact. The cost savings will help fund WLI.

- New agreements must be for at least 15 years.
- Existing agreements remain in effect until their scheduled termination date, but may not be renewed (except in “agricultural enterprise areas”).
- The parties may amend an existing agreement so that the farmer may claim (higher) tax credits under WLI for the duration of the existing agreement.
- WLI simplifies the process for creating new agreements.
- DATCP may release an agreement at any time if all of the following apply:
  - All owners of the covered land consent.
  - DATCP finds that the release will not impair or limit agricultural use of other protected farmland.
  - The landowners pay a “conversion fee” equal to 3 times the “use value” of the land (fee revenues are deposited to the Working Lands Trust Fund). This conversion fee applies to land released from an agreement on or after January 1, 2010.



## 6. Soil and Water Conservation

### How will WLI reduce soil erosion and pollution runoff on farms?

Under WLI (as under current law), farmers who claim farmland preservation tax credits must comply with state soil and water conservation standards, including pollution runoff standards.

- Farmers claiming tax credits must comply with the standards, regardless of whether they receive any other cost-sharing.
- Enhanced tax credits will make it more attractive for farmers to participate (farmers are not *required* to claim tax credits).

### How will compliance be monitored?

- Farmers claiming tax credits must certify, on their tax form, that they are complying.
- Counties will monitor compliance, as they do under current law (DATCP provides county staffing grants under current Soil and Water Resource Management program). Under WLI, counties must inspect each claimant's farm at least once every 4 years.
- A first-time claimant must include a county certificate of compliance with the claimant's tax form (*not required* for existing claimants, who are already monitored).
- County may withdraw tax credit eligibility for noncompliance (as under current law). DATCP rules spell out the procedure, which ensures "due process" for affected farmers.

### What standards apply?

Farmers claiming tax credits must comply with farm conservation standards that DATCP has adopted by rule. All of the standards can be found in Wisconsin Administrative Code chapter ATCP 50. The ATCP 50 standards provide a "one-stop reference" because:

- They incorporate and implement applicable pollution runoff standards adopted by the Department of Natural Resources.
- Counties are no longer required to adopt their own standards. All farmers claiming tax credits must meet the same statewide standards. WLI eliminates the current requirement for counties to adopt their own standards (consistent with ATCP 50), and have those standards approved by the Land and Water Conservation Board.

### **How will WLI affect a county's conservation compliance workload?**

- Counties already monitor conservation compliance by farmers who claim farmland preservation tax credits. DATCP provides annual county staffing grants for this purpose, under its Soil and Water Resource Management program.
- WLI offers more attractive tax credits for farmers, which could increase farmer participation. WLI also requires counties to inspect participating farms at least once every 4 years. That could increase county workload for initial compliance certification and ongoing monitoring.
- DATCP will be cognizant of county workload changes, if any, when it awards annual staffing grants to counties under its Soil and Water Resource Management program.
- Counties may charge rezoning “conversion fees” under county farmland preservation zoning ordinances (county fees, if any, are added to the minimum “conversion fee” required by WLI). Counties may use the fee revenues to pay for farmland preservation work, including conservation compliance work.

## 7. Enhanced Tax Credits for Farmers

### Who may claim farmland preservation tax credits under WLI?

An owner of farmland (*any size farm*) may claim farmland preservation tax credits (*income tax credits*) if all of the following apply:

- The farm is located in a certified *farmland preservation zoning district* or is covered by an individual *farmland preservation agreement*.
- The farm produced at least \$6,000 in “gross farm revenues” during the relevant tax year (or at least \$18,000 in “gross farm revenues” during the last 3 years including the relevant tax year).
- The claimant paid, or is legally responsible for paying, property taxes on the farm for the relevant tax year.
- The farm is in compliance with state soil and water conservation standards (ATCP 50). New claimants must submit a *one-time* certificate of compliance from the county land conservation committee (*not* required if the farmer received tax credits in the previous year under the old or new law). The county may withdraw certification if the farm falls out of compliance.

### What are “gross farm revenues”?

“Gross farm revenues” means gross receipts from “agricultural use” of a farm (*excluding rent receipts*), less the cost of livestock or other agricultural items purchased for resale which are sold or otherwise disposed of during the taxable year.

### What is “agricultural use?”

“Agricultural use” means any of the following activities conducted for the purpose of producing an income or livelihood:

- Crop or forage production.
- Keeping livestock. “Livestock” includes cattle and other bovine animals, swine, poultry, sheep, goats, horses and other equines, farm-raised deer, farm-raised game birds, camelids (llamas and alpacas), ratites (ostriches and emus) and farm-raised fish.
- Beekeeping.
- Nursery, sod or Christmas tree production.
- Floriculture.
- Aquaculture.
- Fur farming.
- Forest management (for example, land enrolled in a managed forest program).
- Enrolling land in a federal agricultural commodity payment program or a federal or state agricultural land conservation payment program.
- Other activities that may be identified by DATCP rule.

### **How is the tax credit computed?**

The new farmland preservation tax credit is a flat per-acre amount (it is no longer based on farm income or on the size of a claimant's property tax payments). That will make it much easier for farmers to claim and compute the credit. There is no longer any eligibility cap based on farm income. If the credit exceeds the claimant's pre-credit tax liability, the claimant gets the difference as a tax refund.

### **What is the tax credit amount?**

A farm owner may claim the following farmland preservation tax credit (income tax credit) on qualifying farm acreage:

- \$10 per acre if the qualifying acres are located in a certified farmland preservation zoning district and are *also* covered by an individual farmland preservation agreement (new agreements are only available in "agricultural enterprise areas" designated under WLI).
- \$7.50 per acre if the qualifying acres are located in a certified farmland preservation zoning district, but are *not* covered by an individual farmland preservation agreement).
- \$5 if the qualifying acres are covered by an individual farmland preservation agreement, but are *not* located in a certified farmland preservation zoning district. New agreements are available only in "agricultural enterprise areas" designated under WLI. Existing agreements may be amended so that farmers covered by those agreements may claim the new (higher) credit for the remaining term of the agreement.

The Department of Revenue may adjust tax credit amounts between years, as necessary, to keep total costs within appropriation limits (just as it does now for the Farmland Tax Relief Credit). If claims for any tax year exceed the tax credit appropriation for that year (e.g., \$27 million in the first year), the Department of Revenue will honor any unpaid claims when funds become available in the next state fiscal year beginning July 1.

### **What acreage qualifies?**

A farm owner may claim tax credits on *all* of the acreage comprising a farm, even if some of that acreage (such as wetland, the farmhouse and yard, or an unmanaged woodlot) is not strictly devoted to "agricultural use." But in order for a farm owner to claim tax credits, the land comprising the entire farm must be *primarily* devoted to agricultural use.

If only part of a farm is located in a certified farmland preservation zoning district or covered by a farmland preservation agreement, the farm owner may claim tax credits only for the covered acreage. If an entire farm is jointly owned by 2 or more persons,

each person may claim tax credits on a share of the total farm acreage that is proportionate to the person's farm ownership share.

### **What if a farm is rezoned or transferred during the tax year?**

A farm owner may *not* claim tax credits on a farm that is rezoned out of a farmland preservation zoning district during the relevant tax year, *unless* one of the following applies:

- The farm is covered by an individual farmland preservation agreement.
- The claimant transferred ownership of the farm during the tax year and all of the following apply:
  - The farm was located in a farmland preservation zoning district when the transfer occurred.
  - The claimant paid the farm property taxes for that year.

If a farm is transferred during the tax year, the buyer and seller may share in the tax credit based on their respective shares of the property tax payment for that year (if one party pays the entire annual property tax bill, that party gets the entire credit). A land contract is considered a transfer of ownership (even though the seller technically retains title until contract payments are completed over a period of years).

### **When does the tax credit become available?**

The *enhanced farmland preservation tax credit* will first become available for the 2010 income tax year (tax paid in 2011).

- *Current* farmland preservation and farmland tax relief credits will continue to apply in the 2009 tax year, but will be replaced by the *enhanced farmland preservation tax credit* beginning with the 2010 tax year.
- Farmers covered by an *existing* farmland preservation zoning ordinance *will be eligible* for the *enhanced farmland preservation tax credit* beginning with the 2010 tax year. However, that eligibility will eventually expire unless the ordinance is recertified for compliance with new WLI zoning standards.
- Farmers covered by an *existing* farmland preservation agreement may elect to claim the *enhanced farmland preservation tax credit* (in lieu of the current credit) beginning with the 2010 tax year. However, their eligibility for farmland preservation tax credits will expire when their current agreements expire (they may still claim tax credits if they are covered by zoning). DATCP will not renew existing agreements, except designated "agricultural enterprise areas."

## 8. Agricultural Enterprise Areas

### **What is an “agricultural enterprise area?”**

An “agricultural enterprise area” is a contiguous land area, devoted primarily to agricultural use, which DATCP designates as an “agricultural enterprise area” in response to a local application. An “agricultural enterprise area” is locally targeted for agricultural preservation and development.

### **Who designs an “agricultural enterprise area?”**

Local governments and land owners play the leading role in planning and designing “agricultural enterprise areas.” “Agricultural enterprise areas” are flexible enough to meet different local conditions and goals. The designation of an “agricultural enterprise area” may be one helpful part of a locally-coordinated effort to preserve farmland and promote agricultural development.

### **What are the goals?**

Agricultural preservation and development are the primary goals. But an “agricultural enterprise area” may also serve other compatible goals, and may include compatible land uses such as environmental preservation. It may also include compatible infrastructure that supports agriculture (transportation, communication, supply and processing facilities, energy production, agri-tourism, etc., depending on the local vision).

### **Is land use restricted in an “agricultural enterprise area?”**

The designation of an “agricultural enterprise area” does not, by itself, control or limit land use within the designated area (it is not a zoning ordinance). However:

- Farmers in the designated area may enter into voluntary farmland preservation agreements with DATCP. Those farmers will receive income tax credits in return for keeping their land in agricultural use (15-year agreement). Under WLI, such agreements will *only* be available to farmers in “agricultural enterprise areas.”
- A county or local government *may* support the “agricultural enterprise area” with zoning restrictions (but is not required to do so). Farms covered by a certified farmland preservation zoning ordinance are eligible for even higher tax credits.
- A local application may cite other locally-organized land use or development efforts (agricultural conservation easements, development grants, etc.) that will contribute to the success of the “agricultural enterprise area.”

### **What are the minimum requirements for an “agricultural enterprise area?”**

An “agricultural enterprise area” must meet the following minimum requirements:

- It must be a contiguous land area. There is no minimum size requirement, but DATCP must give preference to areas that include at least 1,000 contiguous acres.
- It must be *primarily* in agricultural use (actual farming, which may include forest management). However, it may also include compatible land uses such as environmental preservation and infrastructure development that supports agriculture.
- It must be included within a farmland preservation area designated under a certified *county farmland preservation plan* (it *may* also be covered by a farmland preservation zoning ordinance, but that is not required).
- Other minimum requirements, if any, that DATCP specifies by rule.

### **Who can apply for designation of an “agricultural enterprise area?”**

The designation of an “agricultural enterprise area” must be based on a local application that demonstrates a cooperative local commitment to agricultural preservation and development in the designated area. The application *must* be signed by all of the following (it *may* also be signed by other interested parties or landowners):

- The county in which the proposed “agricultural enterprise area” is located (if the area is in 2 or more counties, all counties must sign).
- Each town or municipality in which the proposed “agricultural enterprise area” is located.
- Owners of at least 5 working farms in the proposed “agricultural enterprise area.” An application need *not* be signed by all of the farmers in the proposed area.

### **What must an application include?**

An application *must* include all of the following information (it *may* include any other information that the applicants wish to submit in support of the application):

- The name and address of each applicant.
- A summary of the application, including purpose and rationale.
- A map that clearly identifies the boundaries of the proposed area.
- Documentation showing that the proposed area meets the minimum requirements for designation of an “agricultural enterprise area” (see above).
- A clear description of current land uses in the proposed area.
- A clear description of agricultural land use and development goals for the area (including any complementary non-agricultural land use and development goals).
- A plan for achieving the agricultural land use and development goals, including any planned land use controls, land purchases, investments, grants, financial incentives, cooperative agreements, promotion and public outreach.

- A clear description of current and proposed land use controls in the area, *if any* (zoning ordinances, farmland preservation agreements, purchases of agricultural or conservation easements, private restrictive covenants, land donations, etc.).

**If a local application meets minimum requirements, is approval guaranteed?**

No. An application must meet minimum standards in order to be considered. However, DATCP may approve or disapprove qualified applications, and may choose among competing applications. DATCP will consider the overall quality of the applications, including:

- Stated local goals.
- Demonstrated local commitment and cooperation.
- The likely effectiveness of the local plan for achieving agricultural preservation and development.

Local conditions, goals, opportunities and strategies may differ. DATCP expects, and welcomes, a variety of different local approaches.

**Is there a limit on the number of “agricultural enterprise areas” that DATCP may designate?**

In the first 2 years of the program (prior to January 1, 2012), DATCP may designate no more than 15 “agricultural enterprise areas” encompassing a combined total of no more than 200,000 acres. Eventually, DATCP may designate “agricultural enterprise areas” encompassing a combined total of up to one million acres (about the size of Marathon County).

**Why limit the number of designated “agricultural enterprise areas?”**

The limits are designed to focus agricultural preservation and development efforts, and encourage a strong local focus. There is also a fiscal rationale. Because the designation of “agricultural enterprise areas” makes farmers in those areas eligible for tax credits, there is a cost to the state. WLI creates a limited “pilot” program in the first 2 years, to assess workability and cost. The program may ultimately be expanded to include up to one million acres.

**What is the likely cost to the state?**

In the long term, if DATCP approves “agricultural enterprise areas” totaling one million acres, the total state revenue cost will be about \$8 million per year. Most of that cost will be offset by the expiration of farmland preservation agreements under the current farmland preservation program (the “working lands” legislation will halt the creation or renewal of farmland preservation agreements *except* in “agricultural enterprise areas,” where they can have a more focused collective impact).



### **How will DATCP designate “agricultural enterprise areas?”**

The designation of “agricultural enterprise areas” will have a state revenue impact, and will make some farmers eligible for tax credits that are not available to farmers outside the designated areas. It is therefore important to designate those areas in a formal, open and transparent way.

WLI requires DATCP to designate “agricultural enterprise areas” by administrative rule. Because the normal rulemaking process takes so long, DATCP is authorized to use a modified “emergency” rule process:

- DATCP is *not* required to make the normal “finding of emergency.”
- DATCP *is* required to hold a public hearing.
- DATCP must publish the rule in the official state newspaper (the rule takes effect upon publication).
- DATCP must notify all state legislators.

### **How long will “agricultural enterprise areas” remain in effect?**

An “agricultural enterprise area” will remain in effect indefinitely, until it is repealed or modified by rule. If an “agricultural enterprise area” is repealed, DATCP will no longer enter into farmland preservation agreements with farmers in that area. However, farmers may continue to claim tax credits under existing agreements until those agreements expire.

### **Who is eligible for tax credits in an “agricultural enterprise area?”**

Farmers in an “agricultural enterprise area” may enter into *voluntary* farmland preservation agreements with DATCP. Under those agreements, the farmers will receive income tax credits in return for keeping their land in agricultural use. Such individual agreements will *only* be available to farmers in “agricultural enterprise areas.”

An eligible farm must show at least \$6,000 in “gross farm revenues” in the past year, or \$18,000 over the past 3 years. “Gross farm revenues” include receipts from agricultural operations, including receipts from managed woodlot operations, commodity programs and conservation programs (but *not* rent receipts).

An “agricultural enterprise area” must be primarily devoted to agricultural use (farming). It may also include other agriculture-related and non-agricultural uses (agricultural supply and processing facilities; transportation, communication and utility uses; occasional non-farm residences, etc.) But only farmers can enter into farmland preservation agreements and claim tax credits.

A farmer in an “agricultural enterprise area” may enter into a farmland preservation agreement, and claim tax credits, even if the farmer was not one of those signing the original application to designate the area (see above). No farmer is *required* to enter into a farmland preservation agreement.

### **What is the size of the farmland preservation tax credit?**

A farmer in an “agricultural enterprise area” may qualify for the following applicable income tax credit:

- \$5 per acre for land that is covered by a farmland preservation agreement, but is *not* located in a certified farmland preservation zoning district.
- \$7.50 per acre for land that is covered by a certified farmland preservation zoning district, but is *not* covered by a farmland preservation agreement.
- \$10 per acre for land that is covered by a farmland preservation agreement *and* a farmland preservation zoning district.

Under WLI, new farmland preservation agreements will *only* be available to farmers in “agricultural enterprise areas.” The Department of Revenue may adjust tax credit amounts between years, as necessary, to keep total costs with appropriation limits (just as it does now for the Farmland Tax Relief Credit).

### **Are farmers in “agricultural enterprise areas” protected from encroaching development and land use conflicts?**

The designation of an “agricultural enterprise area” does not, by itself, control or limit land uses in the designated area (it is not a zoning ordinance). However, it can be an attractive part of a local land use and development “package” that can preserve, protect and promote agricultural enterprise. The availability of farmland preservation tax credits provides an extra incentive for farmers to participate.

A local “package” may include a variety of local initiatives including farmland preservation zoning, voluntary farmland preservation agreements, agricultural and conservation easements, land purchases, private land use covenants and donations, development grants, cooperative agreements, financial incentives and more. The emphasis is on local initiative, local planning and local cooperation to address a wide variety of different local conditions and local visions.

The designation of an “agricultural enterprise area” does not automatically qualify the designated area for state development grants or other financial assistance, nor does it automatically protect the area from the exercise of land condemnation authority (e.g., for highway or utility construction). But it is a significant factor that may be considered by responsible government authorities.

**How are “agricultural enterprise areas” related to “agricultural development zones” designated by the Wisconsin Department of Commerce?**

There is no direct connection (yet). But, over time, the designation of “agricultural enterprise areas” may help focus state agricultural development assistance, and add a critical land use dimension to state agricultural promotion efforts.

## 9. Agricultural Conservation Easements (PACE)

### What is an agricultural conservation easement?

- WLI creates a new state program (PACE) to purchase agricultural conservation easements from *willing landowners*. This is an added tool for preserving important agricultural land.
- An easement restricts nonagricultural development of the covered land, but the farmer retains ownership. Participating farmers can augment their income while continuing to farm the land.
- An easement runs with the land. The farmer may sell the land, but the easement is still in place (it is binding on subsequent landowners).
- An easement continues indefinitely, but a court may vacate an easement that no longer serves its intended purpose (see Wisconsin's Uniform Conservation Easement Act, s. 700.40, Stats.).

### How will the PACE easement program work?

- DATCP will work with cooperating entities (local governments or nonprofit conservation organizations) to purchase agricultural conservation easements under the new PACE program.
- Easements must be located in farmland preservation areas designated under certified county farmland preservation plans, and must be consistent with county and local land use plans and zoning ordinances. DATCP may give priority to “agricultural enterprise areas.”
- DATCP may pay up to 50% of the fair market value of the *easement* (not 50% of the total land value, since the farmer still owns and operates the land). DATCP may also reimburse allowed transaction costs.
- The cooperating entity must arrange for the rest of the easement purchase cost, but may get funding from other sources. Farmers may also donate part of the easement value, to get favorable federal tax treatment.
- The State of Wisconsin will be a joint holder of the easement, with the cooperating entity.
- DATCP must appoint an advisory council to advise DATCP on proposed easements.

### How will PACE be funded?

The State of Wisconsin may issue up to \$12 million in bonds to fund the PACE program. This new bonding authority is offset by a reduction in unused bonding authority under the Conservation Reserve Enhancement Program (CREP). The money stays in agriculture, but there is no net increase in state bonding authority. The \$12 million bond revenue authorization may be used over a number of years (it is *not* an *annual* authorization).

Beginning in the FY 2011-12 biennium, debt service on the bonds will be largely funded from the Working Lands Trust Fund (“conversion fees” paid by landowners whose land

is rezoned out of farmland preservation zoning districts at their request). Depending on the amount of “conversion fee” revenues available, the Working Lands Trust Fund may also be used as a direct source of funding for PACE grants (supplementing or replacing bond revenue funding).

### **How will DATCP identify easement opportunities?**

DATCP will solicit easement proposals at least annually, in consultation with an advisory council. DATCP will issue each solicitation in writing, and publish notice of the solicitation. In each solicitation, DATCP will describe available funding amounts, application deadlines, application procedures, and preliminary criteria for evaluating easement proposals.

### **Who may submit an easement proposal?**

A “cooperating entity” (local government or qualified nonprofit conservation organization) may submit an easement proposal. A proposal must initially include all of the following:

- The identity of the cooperating entity, and information showing that it is a qualified entity.
- A description of the land that would be subject to the proposed easement, including location, acreage and current use.
- The name and address of each owner of the land.
- Evidence that all of the owners are willing to convey the proposed easement.
- A commitment to arrange the easement purchase and share in the purchase cost, subject to DATCP reimbursement of its agreed share.
- The purpose and rationale for the proposed easement.
- Information that DATCP needs to evaluate the easement proposal (see criteria below).

### **How will DATCP evaluate easement proposals?**

DATCP must determine that the proposed easement will serve a public purpose (required for bond revenue funding). In making that determination, DATCP must consider all of the following:

- The value of the easement in preserving agricultural production capacity.
- The importance of the easement in protecting or enhancing waters of the state or other public assets.
- The extent to which the easement will conserve important or unique agricultural resources.
- The extent to which the easement will be consistent with county and local farmland preservation plans and zoning ordinances.
- The extent to which the easement will enhance an “agricultural enterprise area” designated under WLI (see above).

- The availability, practicality and effectiveness of other methods to preserve the land in question.
- The proximity of the land to other land that is protected for agricultural or conservation use, and the extent to which the easement will enhance that protection.
- The likely cost-effectiveness of the easement.
- The likelihood that, without the easement, the land will be converted from agricultural use.
- The apparent willingness of all the landowners to convey the easement.

### **If DATCP gives preliminary approval, what must the applicant do?**

DATCP, after consulting with an advisory council, may give preliminary approval to an easement proposal. Before any contract is signed, the cooperating entity must submit all of the following to DATCP:

- A copy of the proposed legal document that will be used to convey the easement.
- A professional appraisal (by a state-certified appraiser) showing the fair market value of the proposed easement.
- The easement purchase cost.
- An estimate of the reimbursable transaction costs that the cooperating entity will incur in connection with the easement purchase. These may include out-of-pocket expenses for land surveys, land descriptions, appraisals, title verification, preparation of legal documents, reconciliation of conflicting property interests, documentation of existing land uses, and closing (if reimbursement is allowed by DATCP rules).
- A complete title search.
- Documentation showing, to DATCP's satisfaction, that any material title defects or conflicting property interests have been resolved.

### **How does the easement purchase proceed?**

If everything is in order, DATCP may enter into a contract authorizing the cooperating entity to proceed with the easement purchase. The cooperating entity must initially pay the full purchase and transaction costs. DATCP will then reimburse the cooperating entity for its agreed share.

DATCP may agree to reimburse up to 50% of the appraised value of the easement, and all of the transaction costs. The cooperating entity may accept contributions from other sources to help finance its share of the purchase cost (the farmer may also donate a portion of the appraised value of the easement, to get favorable federal tax treatment).

When the easement document has been signed by the landowner and accepted by the cooperating entity, the cooperating entity must submit it for DATCP acceptance. Upon DATCP acceptance, the cooperating entity must record the document with the county register of deeds, provide DATCP with a certified copy, and submit proof of payment (purchase and transaction costs). DATCP will then reimburse the cooperating entity for its agreed share of the costs.

**What are the terms of the easement?**

Terms may vary, but the following minimum requirements apply:

- The easement must prohibit development that would make the covered land unavailable or unsuitable for agricultural use.
- The easement must continue indefinitely, except that a court may terminate an easement that no longer serves its intended purpose.
- DATCP and the cooperating entity must be joint holders of the easement.
- The cooperating entity may not transfer or relinquish its interest without 60 days prior notice to DATCP. The transfer or relinquishment of the cooperating entity's interest does not affect DATCP's interest.
- Either DATCP or the cooperating entity may enforce and defend the easement.

## Appendix E

### Glossary of Terms



This page intentionally left blank.

## **Glossary of Comprehensive Planning Terms**

### **Agricultural Enterprise Areas (AEAs)**

Under the Wisconsin Working Lands Initiative (WLI), an Agricultural Enterprise Area (AEA) is defined as a contiguous land area devoted primarily to agricultural use and locally targeted for agricultural preservation and development. The designation of an AEA by the state is based on a voluntary local application of neighboring landowners to enter into farmland preservation agreements. Initially a group of landowners and the affected local governments must get state approval to establish an AEA. Landowners within the AEA who meet eligibility criteria can then apply for farmland preservation agreements, which remain in effect for 15 years. Current farmland preservation agreements will be honored until expiration, but new agreements will not be signed unless the land is located in an AEA. An existing agreement may be amended so that a farmer may claim (higher) tax credits under WLI for the duration of the existing agreement. *See Section 5.2 of the “Plan Recommendations Report” and the “Inventory and Trends Report.”*

### **Area Development Plan (ADP)**

An Area Development Plan is a tool for the purpose of coordinating proposed development with the surrounding area. ADPs complement site planning, cooperative planning between towns and villages for extraterritorial areas, and creative subdivision design. ADPs can be prepared by a developer for a specific project or by a community(ies) to proactively plan for the future of a neighborhood or corridor. At a minimum an ADP should assess: the potential for connecting planned roads, bike pedestrian paths, driveways, parking areas other internal circulation features, and land use with future development on surrounding properties. *See Section 9.2.*

### **Comprehensive Planning Committee (CPC)**

The Burnett County Comprehensive Planning Committee is a committee appointed by the County Board charged with overseeing the development of the Year 2030 Burnett County Comprehensive Plan.

### **Conservation or Cluster Land Division Design**

Conservation or cluster land division design describes development where the lots are clustered together (in one or more groups), and a portion of the development tract is set aside for preservation of open space, natural features, farmland, and/or forest. This approach is based on managing density and allowing lot size flexibility to allow for land preservation. *See Section 8.3.*

### **Density Management**

Density refers to the number of dwelling units per unit of land area. For example: one home per 10 acres. Managing density focuses on managing the number of dwelling units (or homes) per acre in addition to simply managing the minimum residential lot size. The benefit to managing density (rather than minimum lot size alone) is that it allows for flexibility in regard to lot size, while also achieving the desired land use intensity. *See*

*Section 8.2 and 8.3 of the “Plan Recommendations Report” and Section 8.2 of the “Inventory and Trends Report.”*

### **Inventory and Trends Report**

The *Inventory and Trends Report* is Volume 1 of the Comprehensive Plan for Burnett County. It is focused on existing conditions and contains inventory, background, and trend data for all nine required planning elements. Subjects include: population, housing, transportation, utilities, community facilities, agriculture, natural resources, cultural resources, economic development, intergovernmental cooperation, land use, and existing implementation programs. The *Inventory and Trends Report* served as the foundation for the Burnett County *Plan Recommendation Report* (Volume 2 of the Comprehensive Plan) and the local community comprehensive plans.

### **Lakes Classification System**

In March 1997, Burnett County developed a three-tier classification system for its lakes and rivers to better balance environmental protection and development pressures and to create a consistent method for dealing with proposals for shoreland development. Lakes are classified into one of three categories. Each category has its own set of restriction on such elements as septic system requirements and lot size. *See Section 9.3 of the “Inventory and Trends Report.”*

### **Land Use and Information Committee**

The Burnett County Land Use and Information Committee is a standing committee appointed by the County Board. The Committee reviews land use petitions including, but not limited to zoning amendments and land divisions and provides recommendations for action to the County Board.

### **Land Use Management Areas (LUMAs)**

Land Use Management Areas (LUMAs) or Future Land Use Management Areas have been utilized on the County’s Future Land Use Map to describe the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for specific areas within the County. They may also include policy statements that are specific to areas of the community mapped under a particular LUMA. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan. *See Section 8.2.*

### **Purchase of Agricultural Conservation Easements (PACE)**

PACE is a component of the Wisconsin Working Lands Initiative intended to protect farmland through voluntary programs to purchase agricultural conservation easements. These conservation easements will be targeting within the Agricultural Enterprise Areas (AEAs). *See Section 8.3 of the “Plan Recommendations Report” and Section 5.3 of the “Inventory and Trends Report.”*

### **Purchase of Development Rights (PDR)**

Purchase of Development Rights (PDR) is a land conservation tool that communities can use to protect important natural resources such as farmland, forests, hillsides, open space, and wetlands. Under a PDR program, a unit of government (city, village, town, county,

or state) or a nonprofit conservation organization (such as a land trust), can purchase or receive conservation easements. PDR programs can be funded through bonds, dedicated tax revenues, real estate transfer fees, or a variety of other means.

In order to implement a PDR program, a community must set aside funds to purchase development rights from willing sellers in areas that are targeted for green space or natural features protection. Determining the value of development rights requires an appraisal of the land's current value in an undeveloped state and an estimate of the market value of the land if it was developed. The difference between these two values would become the price for a PDR purchase. The development rights purchased are recorded in a conservation easement. PDR programs are voluntary and participants retain ownership of their land. They can sell or transfer their property at any time; but, because of the easement, the land is permanently protected from certain types of development. *See Section 8.3 of the "Plan Recommendations Report" and Section 9.2 of the "Inventory and Trends Report."*

### **Sideboard Approach**

The "Sideboard Approach" is the preferred method for the integration of local future land use plans with the Burnett County future land use plan. In the Sideboard Approach, the county plan content is developed with both county and local responsibilities in mind. Provisions in areas of overlapping authority are general enough to provide flexibility, but specific enough to provide direction for county decision makers. The county provisions establish sideboards, or outer limits within which any number of alternative local plans may be compatible. *See Section 9.5.*

### **Site Plan Review**

Site planning guides the placement of new development (buildings, roads, utilities, parking areas, etc.) on a given parcel in order to prevent negative impacts to valued features of the landscape. These features generally include natural resources, cultural resources, and agricultural lands and have been specifically defined by local comprehensive plan policies. Site planning can also be used to preserve locations for planned roads or infrastructure, or to ensure aesthetically pleasing and well-coordinated design.

Site plan review requires the submittal of a site plan by the applicant. When a site plan is required, for which types of development, and the detail required within the site plan need to be determined when the site review process is established by the county and/or town. Also, it must be determined whether to require an administrative process or a subjective review process. Using an administrative process would require the development of a set of measurable standards that can be applied by a zoning administrator or building inspector. A subjective review process would allow the use of both measurable and qualitative review standards, but generally takes more time since it is handled by committee. *See Section 8.3.*

### **Smart Growth**

Smart Growth refers to the Wisconsin "Smart Growth" Comprehensive Planning law (1999 Wisconsin Act 9) that was signed on October 27, 1999 by Governor Thompson as part of the 1999-2000 state budget. The *Burnett County Year 2030 Comprehensive Plan* meets the requirements of "Smart Growth" law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any county or municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with its comprehensive plan.

Wisconsin's Comprehensive Planning Grant Program, which is providing funding to Burnett County, also requires that funded projects identify "Smart Growth Areas." A Smart Growth Area is defined as "An area that, where practicable, will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, or that will encourage efficient development patterns that are contiguous to existing development and employ densities that result in relatively low governmental and utility costs." *See Section 8.7.*

### **Sustainability**

For purposes of planning, "Sustainable Development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs." This definition of sustainability is an inter-generational equity statement created by the World Commission on Environment and Development which is universally accepted (Our Common Future. The Brundtland Report. Oxford University Press, 1987, p. 43).

Another theme related to sustainability is the Triple Bottom Line (TBL): The TBL seeks to create alignment between the activities of Economics, Society and the Environment. Businesses and units of government seeking to become more sustainable, plan future projects based upon the interactive objectives of economic prosperity, ecological integrity and social/cultural equity.

### **Transportation Facilities**

Transportation improvements that are designed, built, installed, etc. which may include roadways and intersections including stormwater management functions, bike and pedestrian paths, traffic calming devices, transit shelters, airports, etc.

### **Wisconsin Working Lands Initiative (WLI)**

The Wisconsin Working Lands Initiative is a program designed to manage Wisconsin farmland through a coordinated and managed approach to land use, taxation, and development regulation. The Wisconsin Working Lands Initiative is included as part of the 2009 – 2011 state budget signed into law by Governor Doyle on June 29, 2009. The

Three main components include updates to the state's current Farmland Preservation Program, the ability for farmers and local governments to establish voluntary Agricultural

Enterprise Areas, and a state grant program to help with the purchase of Agricultural Conservation Easements. The goal of the Working Lands Initiative is to achieve preservation of areas significant for current and future agricultural uses through successful implementation of these components. *See Section 5.2 of the “Plan Recommendations Report” and the “Inventory and Trends Report.”*