

## Plan Recommendations Report

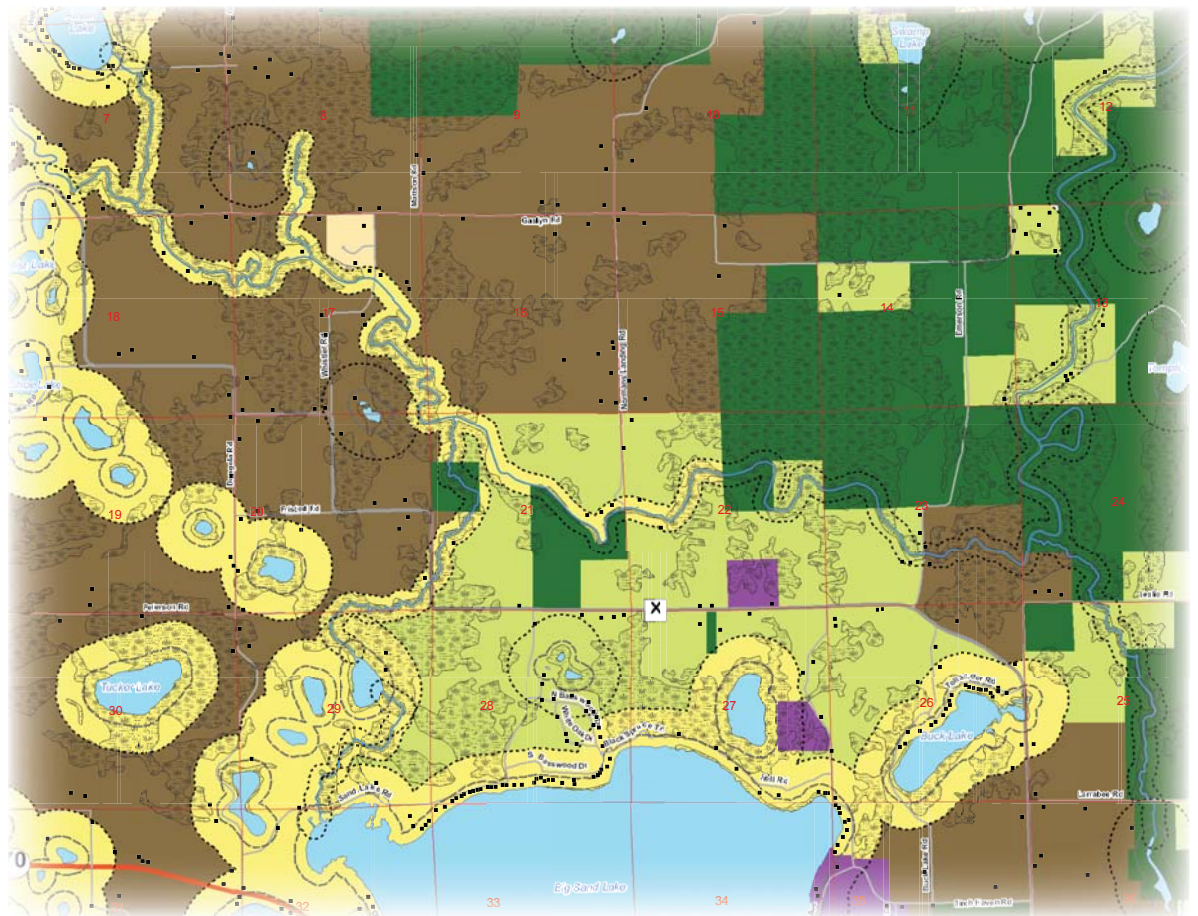


# Town of Sand Lake - Year 2030 Comprehensive Plan

Town of Sand Lake  
Burnett County, WI

December 2009

Recommended Draft



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# Town of Sand Lake Year 2030 Comprehensive Plan

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## **Element Abbreviations**

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

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# 1. Issues and Opportunities

## 1.1 Introduction

The Town of Sand Lake 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 is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the town'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 community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Sand Lake Year 2030 Comprehensive Plan* will guide community decision making in the Town of Sand Lake for the next 20 to 25 years. The town's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the town'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 the Town of Sand Lake. Both documents follow the same basic structure by addressing nine comprehensive planning elements in 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

Burnett County began a multi-jurisdictional planning effort in 2008 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The Town of Sand Lake joined Burnett County in this effort along with 10 other towns, and two villages for a total of 14 participating units of government. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *Town of Sand Lake Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, villages, 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 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 the community's comprehensive plan.

The Town of Sand Lake developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, trends and forecasts, and the overall goals of the community.

## 1.2 Plan Summary

The Town of Sand Lake is an unincorporated town in southeast Burnett County. There are no incorporated villages within the town, and the Town is situated east of the Village of Webster and is bordered by the Towns of Jackson, Rusk, La Follette, and Meenon. Please reference Map 1-1 for the regional setting.

With a year-round population of about 571 and a low population density, the Town of Sand Lake can best be described as rural. As is typical in Burnett County, the landscape is characterized mainly by its natural features including large tracts of wetlands and woodlands, and by its surface water which includes 15 named lakes. Residential development is primarily clustered around the town's water resources, with a scattering of development along the existing road network. Importantly, nearly half of homes in the Town of Sand Lake are seasonal residences. The population is expected to remain steady, with the Wisconsin Department of Administration projecting an increase of 4 new residents a year. Future development is also projected to remain steady, with an increase of about 3 houses per year. Residential housing is the primary form of projected future development.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by its comprehensive plan. Top issues and opportunities as identified by the planning committee and town citizens include the protection of natural resources and rural character, the need for improved land use planning and managing rural development regulation, and pursuing opportunities for economic development. Town of Sand Lake residents responded to two planning process surveys, and the strongest areas of consensus include the following:

- ♦ Increasing housing affordability
- ♦ Improving information technology infrastructure
- ♦ Preserving natural resources in the Town

The *Town of Sand Lake Year 2030 Comprehensive Plan* sets the stage to successfully balance and achieve the desires expressed in the goals, objectives, policies and recommendations found in this document. This will be accomplished by creating an improved system in which development takes place. This will incorporate many innovative techniques involving development density and lot size management as well as creative subdivision design. Paramount in the plan is the careful placement of residential development with regard to the community's natural features and infrastructure

*The Town of Sand Lake Year 2030 Comprehensive Plan sets the stage to successfully balance and achieve results based on the community's vision.*

investments. The town's plan will help achieve a desirable future by directing the most intensive development to areas that are suitable for such development. The overall intent is to preserve the features, character, and opportunity that the residents of Sand Lake enjoy today while managing the long term physical development in concert with the market forces and land use regulation that shape it. The best agricultural lands, natural resource rich areas, and areas that support outdoor recreation opportunities will be preserved as such for future generations, but will still allow development at lower densities.

## **Town of Sand Lake 2030 Vision**

The Town of Sand Lake planning committee developed a vision statement as a part of the comprehensive planning process. Based on the town's highest priority issues and opportunities, the group identified what they would like to change, create, or preserve for the future of their community. The vision statement then expresses which issues are the most important for the town to resolve and which opportunities are most important to pursue over the long term.

### **Vision Statement**

It is the year 2030. In the Town of Sand Lake we...

1. Value the quality of life reflected by our natural resources – lakes, rivers, wood, wildlife – and our rural lifestyle.
2. Value the sustainability of public services and work to provide them in financially responsible ways that assure the public safety of our community.

The Town of Sand Lake's vision for the future is further expressed in its goal statements for each of the comprehensive planning elements. The town'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.

### **Housing Goals**

**Goal 1:** Support Burnett County's efforts to 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 2:** To guide new housing development into areas that can be efficiently served in a fashion that does not impact scarce natural resources.

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

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

## **Transportation Goals**

**Goal 1:** Support 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 2:** Support safe and efficient multi-modal transportation systems where appropriate.

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

## **Utilities and Community Facilities Goals**

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

**Goal 2:** Consider functionality and accessibility of parks and recreational facilities when developed.

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

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

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

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

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

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

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

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

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

### Agricultural Resources

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

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

### Natural Resources

**Goal 1:** Encourage responsible management of the Town's natural resources.

**Goal 2:** Protect and improve the quality and quantity of the town's ground and surface water.

**Goal 3:** Preserve the natural and scenic qualities of lakes and shorelines in the town.

**Goal 4:** Balance future development with the protection of natural resources.

**Goal 5:** Protect air quality.

**Goal 6:** Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

**Goal 7:** Balance future needs for the extraction of mineral resources with potential adverse impacts on the town.

### Cultural Resources

**Goal 1:** Preserve the rural 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 2:** Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.

**Goal 3:** Strengthen opportunities for youth in the town including youth-oriented activities and facilities and additional job opportunities.

## **Economic Development Goals**

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

**Goal 2:** Support efforts to attract, retain, and expand quality businesses and industries that will improve the employment and personal income base of the Town.

**Goal 3:** Maintain or improve the utility, communication, and transportation infrastructure systems that promote economic development.

**Goal 4:** Encourage a quality workforce to strengthen existing businesses and maintain a high standard of living.

### **Intergovernmental Cooperation Goals**

**Goal 1:** Encourage a quality workforce to strengthen existing businesses and maintain a high standard of living.

### **Land Use Goals**

**Goal 1:** Guide the efficient use of land through a unified vision of resource limitations and town goals and objectives.

### **Implementation Goals**

**Goal 1:** Promote integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the Town of Sand Lake.

## **1.3 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. The Town of Sand Lake 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 town's adopted *Public Participation and Education Plan* is found in Appendix A.

The Burnett County comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. 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 *Town of Sand Lake Year 2030 Comprehensive Plan* included several public participation activities. These include Sand Lake public informational meetings, Planning Committee, Plan Commission, and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

### **Public Informational Meetings**

In accordance with the County planning process, Sand Lake used Plan Commission meetings, cluster meetings, and public informational meetings as part of the planning process. Sand Lake participated in six integrated cluster meetings at the county level, and held several local plan commission meetings as part plan development. Each participating community worked through a 'base package' process of meetings and local work sessions as facilitated by Foth and Burnett County. The cluster planning process provided the framework to enable each community to work through the planning process and hit key plan development benchmarks while allowing enough schedule flexibility to facilitate local, issue specific meetings.

The county also held periodic public informational meetings as part of the integrated meeting process to allow for efficient communication to the general public and ensure access to information as key points during plan development. Each public informational meeting included both county and local information and was attended by both local and county officials. Please refer to the Issues and Opportunities chapter of the Burnett County Inventory and Trends Report for more detail.

### **Plan Commission and Town Board Action**

On [REDACTED], the Town of Sand Lake Plan Commission discussed the draft comprehensive plan and passed resolution number [REDACTED] recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Sand Lake Town Board discussed and adopted the comprehensive plan by passing ordinance number [REDACTED] on [REDACTED].

### **Public Hearing**

On [REDACTED], a public hearing was held on the recommended *Town of Sand Lake Year 2030 Comprehensive Plan* at the town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Verbal and written comments were taken into consideration by the Town Board before taking action to adopt the plan.

### **Distribution of Plan Documents**

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

## 1.4 Town of Sand Lake Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future.

In the first cluster meetings held December 15-16, 2008, the Town of Sand Lake Planning Commission Members and community representatives reviewed a base set of issues and opportunities developed by the County Planning Committee. These issues and opportunities were then revised by the participants to reflect the Town's unique conditions. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified:

Table 1-1  
Issues and Opportunities Identification  
Town of Sand Lake

Issues Identified by the Town of Sand Lake	Votes
<b>Technology Issues</b> County has good technology infrastructure; leverage technology – wireless, DSL, fiber optics, internet (could be a sub-set of communication).	9
<b>Housing Issues</b> Affordability; scattered development. Land use regulation.	9
<b>Natural Resources</b> Preservation and enhancement to spur economic growth while maintaining Northwood's character. The perception is that access to public lands, Recreation, wildlife is being threatened. Furthermore, there is concern over loss of woods, "green spaces", and how sensitive areas such as lakes are becoming overdeveloped.	6
<b>Lakefront Water Issues</b> Demand for lake front property and lake access has caused increased development pressure on lakes in the County. Many lakes are threatened with overcrowding and the problems associated with overuse such as public recreation conflicts, surface water use conflicts, adverse impacts to sensitive riparian, and littoral habitats. (Could be a sub-set of Natural Resource issues.)	6
<b>Transportation Issues</b> Infrastructure investment (highways and highway building), work in opposite direction by implementing local resources; no major highway or access to a major airport; location not on interstate highway system (rail access?).	6



Issues Identified by the Town of Sand Lake	Votes
<b>Maintain Burnett County's Northwoods Character/Quality of Life</b> The perception is this is currently being threatened by increasing development, population, tourism and poor development practices. The General character of the County is being affected by unsightly development and land use conflicts. A widespread perception that existing land use controls and guidance have not kept pace with the changing conditions. The issue needs to be defined and then develop strategies to protect that definition.	2
<b>Economic Development that is Appropriate to the Town of Sand Lake</b> Leverage the potential strengths to spur economic growth and mitigate the weaknesses that hinder economic growth. The lack of retail stores, limited number of manufacturing jobs lack of markets for wood and contractors and the lack of trained professionals to run businesses needs to be leveraged against the ability to generate marketing dollars for expanded tourism, international tourism, and work more closely with the tribal enterprises. Strategies are needed.	1
<b>How to Pay for Them</b> Simultaneously, strategies are needed to tap into the County's strong property tax base, low business tax structure; ability to leverage grants to off-set local taxes and tap into state and federal programs, increase revenue from forest, room tax, highway, fees, develop new fee for services.	1
<b>Services</b> The need for government services is increasing while simultaneously, the traditional mechanisms which support those services are being cut. This is leading to increased workloads due to lack of resources (staff, time, funds, space, time to train, time to plan, reactive rather than proactive, competition for scarce resources, etc.). It is expected that this trend will continue for some time into the future. Strategies are needed to determine which services to eliminate, reduce, or leverage with technology (self service). Strategies are needed to increase efficiencies through cooperation with other units of governments and consolidation of services. Strategies are also needed to determine which service to grow or invest in.	
<b>Skills Development</b> Address the lack of technical skills and ability to receive training to upgrade skills; strategy to tap into the skilled, educated secondary homeowners (this could be a sub-set of economic development)	
<b>Youth Issues</b> Brain drain, Creating opportunities for youth that will keep them in the Town of Sand Lake; lack of opportunities for youth (maybe causing brain-drain), lack of funding for schools, declining enrollments, lack of state funding, etc.	
<b>Demographic Shifts and its Impacts</b> Loss of youth increase of elderly. We are losing young people who need work, while simultaneously gaining older people who need services. Need a strategy to keep young people here, attract high tech individuals to area and tap into their skills.	

Issues Identified by the Town of Sand Lake	Votes
<b>Elderly Issues</b> Retirement and turnover (staff and Board), increasing demand for government services	
<b>Communication Improvements</b> It is perceived that overall communication needs to improve; poor communication between County and Tribe; inter-departmental, between state and county, with other agencies, the public, the unions, etc.	

## 1.5 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 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.

- I0 1. The Town shall conduct business related to land use decisions utilizing an open public meeting process and by considering its comprehensive plan.
- I0 2. The Town shall strive to strengthen communication and relationships with bordering towns and Burnett County.
- I0 3. The Town development review process will be used to ensure decisions are in agreement with the Town comprehensive plan.

## 2. Population and Housing

### 2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Sand Lake plan ahead for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides a brief summary of population and housing data along with projections for the future. For further detail on population and housing in the Town of Sand Lake and Burnett County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Sand Lake's plan for population and housing reflects its diverse landscape which includes aspects of both rural and shoreline-oriented population and housing characteristics. Regardless of which landscape applies, the town's primary concern is to retain rural character as population and housing growth continue into the future. Due to its rural nature, the town anticipates that single family, owner-occupied homes will continue to dominate the housing stock. However, as the aging segment of the population grows, it is expected that demand for elder care facilities, mixed use development, multi-family structures, and other forms of housing will increase. The relative accessibility of medical services and urban amenities coupled with the town's rural character and natural amenities will continue to make Sand Lake an attractive location for a variety of housing types.

The town's plan for population and housing is focused on protecting agriculture and forestry, preserving natural resources and rural character, and promoting housing affordability as housing growth takes place. Top issues and opportunities identified during the planning process (refer to *Issues and Opportunities* element) related to housing include potential conflicts between agriculture and rural housing development, the amount of land required to build a house, and the lack of affordable housing. Therefore, opportunities for future housing growth will be provided by protecting the town's best agricultural and forest lands from high density development while allowing more development to take place in other areas of the town. Preventing land use conflicts between intensive agriculture operations and housing development is a primary concern. These issues are addressed in detail by other elements of this plan, and key implementation tools include the management of development density, the use of conservation land division design, and the use of site planning guidelines

### 2.2 Population Characteristics Summary

#### **2000 Census**

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should

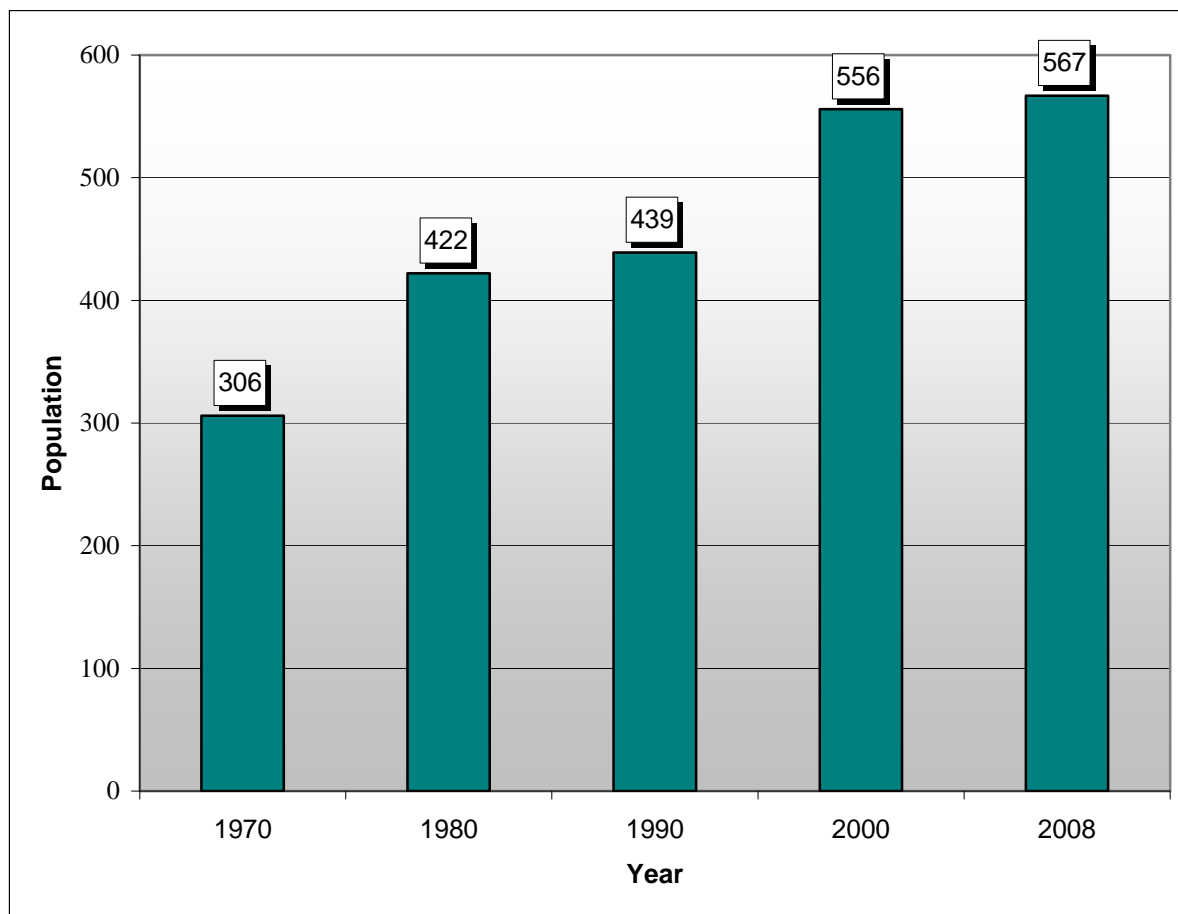
be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1 statistics and STF-3 statistics when looking at the county as a whole – a larger population. However, the total number of housing units may be slightly different between STF-1 statistics and STF-3 statistics when looking at a single community within Burnett County – a smaller population.

## Population Counts

Population counts provide information both for examining historic change and for anticipating future community trends. Figure 2-1 displays the population counts of the Town of Sand Lake for 1970 through 2008 according to the U.S. Census.

Figure 2-1  
Population, Town of Sand Lake, 1970-2008



Source: U.S. Bureau of the Census, 1970-2008

As displayed by Figure 2-1, the Town of Sand Lake has grown steadily over the 38 year period. Approximately 261 people were added to the population representing an increase of 85% from 1970 to 2008. Within the past eight years, the population in the Town of Sand Lake has increased by 2.0%, which is fairly average compared to other communities in the county. As of 2007, the town ranked nine out of twenty-one in terms of population when compared to all the other towns in Burnett County.

Table 2-1 displays the population trends of Burnett County, its municipalities, and the State of Wisconsin from 1970 to 2008 according to the U.S. Census.

Table 2-1  
Population Counts, Burnett County, 1970-2008

	1970	1980	1990	2000	2008	% Change 1970 - 1980	% Change 1980 - 1990	% Change 1990 - 2000	% Change 2000-2008
T. Anderson	193	265	324	372	402	37.3%	22.3%	14.8%	8.1%
T. Blaine	129	151	172	224	229	17.1%	13.9%	30.2%	2.2%
T. Daniels	532	607	602	665	713	14.1%	-0.8%	10.5%	7.2%
T. Dewey	419	520	482	565	605	24.1%	-7.3%	17.2%	7.1%
T. Grantsburg	501	677	860	967	1,139	35.1%	27.0%	12.4%	17.8%
T. Jackson	128	331	457	765	860	158.6%	38.1%	67.4%	12.4%
T. La Follette	269	388	416	511	517	44.2%	7.2%	22.8%	1.2%
T. Lincoln	119	215	228	286	310	80.7%	6.0%	25.4%	8.4%
T. Meenon	596	838	956	1,172	1,257	40.6%	14.1%	22.6%	7.3%
T. Oakland	311	486	480	778	895	56.3%	-1.2%	62.1%	15.0%
T. Roosevelt	177	178	175	197	204	0.6%	-1.7%	12.6%	3.6%
T. Rusk	211	349	396	420	405	65.4%	13.5%	6.1%	-3.6%
T. Sand Lake	306	422	439	556	567	37.9%	4.0%	26.7%	2.0%
T. Scott	252	409	419	590	648	62.3%	2.4%	40.8%	9.8%
T. Siren	550	887	910	873	920	61.3%	2.6%	-4.1%	5.4%
T. Swiss	518	587	645	815	871	13.3%	9.9%	26.4%	6.9%
T. Trade Lake	673	824	831	871	970	22.4%	0.8%	4.8%	11.4%
T. Union	147	199	221	351	346	35.4%	11.1%	58.8%	-1.4%
T. Webb Lake	125	256	200	381	421	104.8%	-21.9%	90.5%	10.5%
T. West Marshland	173	209	293	331	388	20.8%	40.2%	13.0%	17.2%
T. Wood River	876	883	948	974	1,032	0.8%	7.4%	2.7%	6.0%
V. Grantsburg	930	1,153	1,144	1,369	1,460	24.0%	-0.8%	19.7%	6.6%
V. Siren	639	896	863	988	947	40.2%	-3.7%	14.5%	-4.1%
V. Webster	502	610	623	653	685	21.5%	2.1%	4.8%	4.9%
<b>Burnett County</b>	<b>9,276</b>	<b>12,340</b>	<b>13,084</b>	<b>15,674</b>	<b>16,791</b>	<b>33.0%</b>	<b>6.0%</b>	<b>19.8%</b>	<b>7.1%</b>
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	5,648,124	6.5%	4.0%	9.5%	5.3%

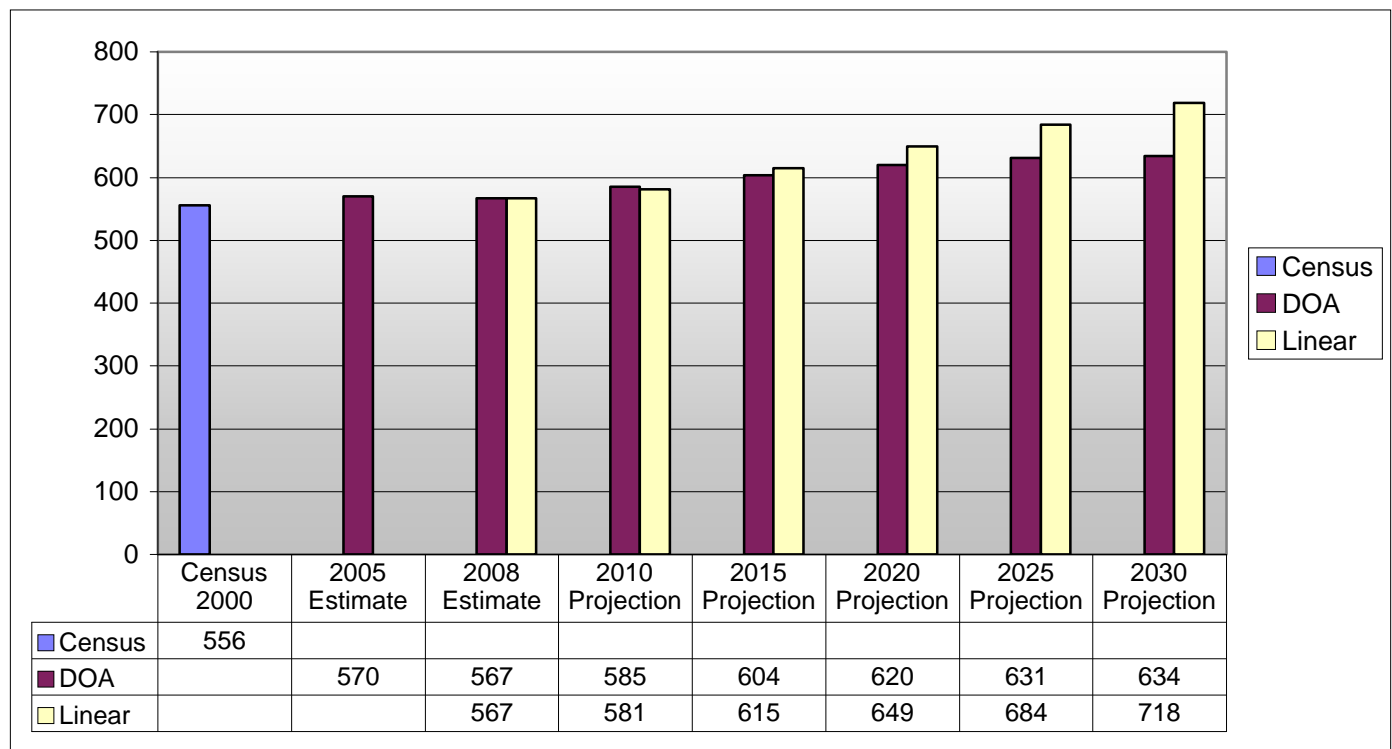
Source: U.S. Bureau of the Census, 1970-2008

## Population Forecasts

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Sand Lake.

Two sources have been utilized to provide population projections. The first projection is from the Wisconsin Department of Administration (which is the official state projection through 2030). The second projection is a linear trend based on census data going back to 1970. Figure 2-2 displays the two population projections created for the Town of Sand Lake.

Figure 2-2  
Comparative Population Forecast, 2000-2030  
Town of Sand Lake Population Forecasts



Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2030, May 2008. Foth Infrastructure & Environment LLC linear projections 2008-2030.

The Department of Administration projects growth with an additional 78 people between 2008 and 2030, while linear projections estimate growth with an additional 151 people during the same timeframe. The rate of growth has slowed in recent years, and economic trends support continued slowing of local population growth. On the other hand, the features of the Town of

Sand Lake that attract people to the area will continue to make this a growing part of Burnett County. For the purpose of forecasting future land use demand (refer to the *Land Use* element), an average of the two projections was used. This projection equates to 21% growth over a 30 year period, or about 4 new people a year.

## 2.3 Housing Characteristics Summary

### Housing Supply, Occupancy, and Tenure

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Burnett County and the Town of Sand Lake in 1990 and 2000.

Table 2-2  
Housing Supply, Occupancy, and Tenure, Town of Sand Lake,  
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990 - 2000	% Change 1990 - 2000
Total housing units	419	100.0%	445	100.0%	26	6.2%
Occupied housing units	168	40.1%	212	47.6%	44	26.2%
Owner-occupied	139	82.7%	172	81.1%	33	23.7%
Renter-occupied	29	17.3%	40	18.9%	11	37.9%
Vacant housing units	251	59.9%	233	52.4%	-18	-7.2%
Seasonal units	231	92.0%	229	98.3%	-2	-0.9%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Table 2-3  
Housing Supply, Occupancy, and Tenure, Burnett County,  
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990 - 2000	% Change 1990 - 2000
Total housing units	11,743	100.0%	12,582	100.0%	839	7.1%
Occupied housing units	5,242	44.6%	6,613	52.6%	1,371	26.2%
Owner-occupied	4,232	36.0%	5,587	44.4%	1,355	32.0%
Renter-occupied	1,010	8.6%	1,026	8.2%	16	1.6%
Vacant housing units	6,501	55.4%	5,969	47.4%	-532	-8.2%
Seasonal units	5,870	90.3%	5,664	94.9%	-206	-3.5%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

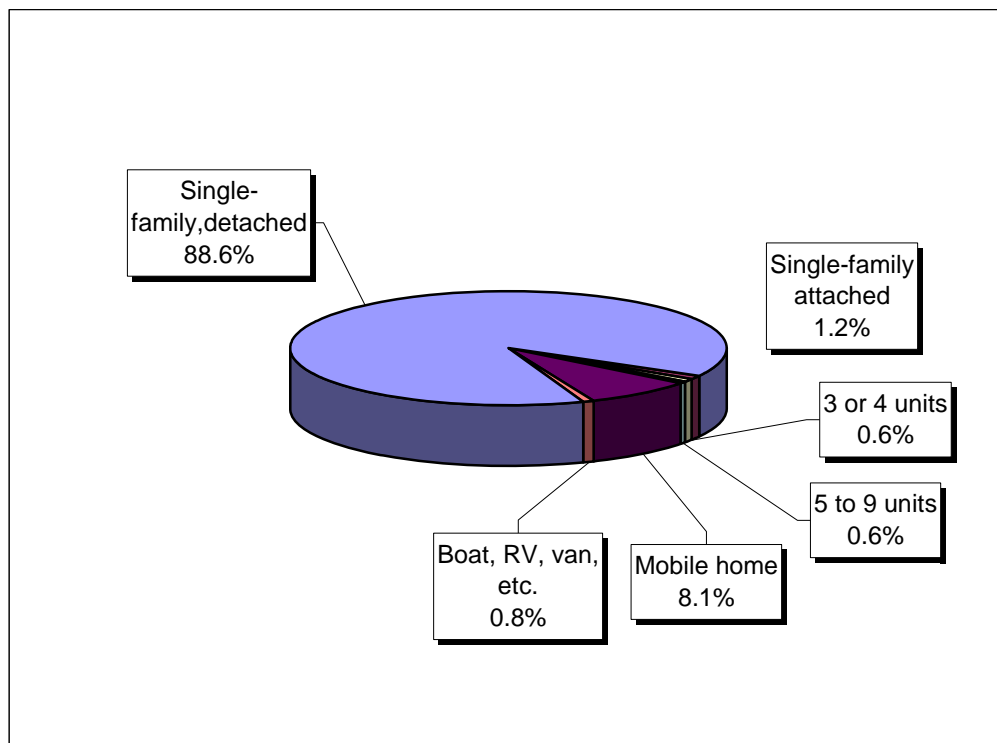
The housing supply in the Town of Sand Lake consists of a variety of housing types in terms of occupancy and tenure. Notably, a majority of the housing stock in Sand Lake is considered vacant, and the vast majority of vacant housing units are seasonal homes. Compared to Burnett County as a whole, there are larger proportions of renter-occupied units, but a substantially larger proportion of vacant and seasonal units. These data suggest that the housing supply in Sand Lake is slightly more difficult to access in terms of rental units and vacant unit availability and sales. The presence of seasonal units as a considerable piece of the housing supply is a reflection of the importance of tourism in the county.

Between 1990 and 2000, the town experienced trends different those of the county as a whole. Owner-occupied units declined slightly in the town, and renter-occupied units increased; this represents opposite trends from the county as a whole. The Town of Sand Lake was strongly impacted by the recent trend to convert many seasonal units to year round homes.

### Housing Units in Structure

Figure 2-3 displays the breakdown of housing units by type of structure (“units in structure”) for the Town of Sand Lake on a percentage basis for 2000.

Figure 2-3  
Units in Structure, Town of Sand Lake, 2000



Source: U.S. Bureau of the Census, 2000, STF-3.

One-unit, detached structures dominate the housing supply at about 88.6%, mobile homes make up 8.1%, and multiple unit structures make up a total of 1.2%. These data show that the housing supply in the Town of Sand Lake is fairly homogenous, however, the variety of multiple unit homes also displays a high level of diversity for an unincorporated town.

### Housing Unit Projections

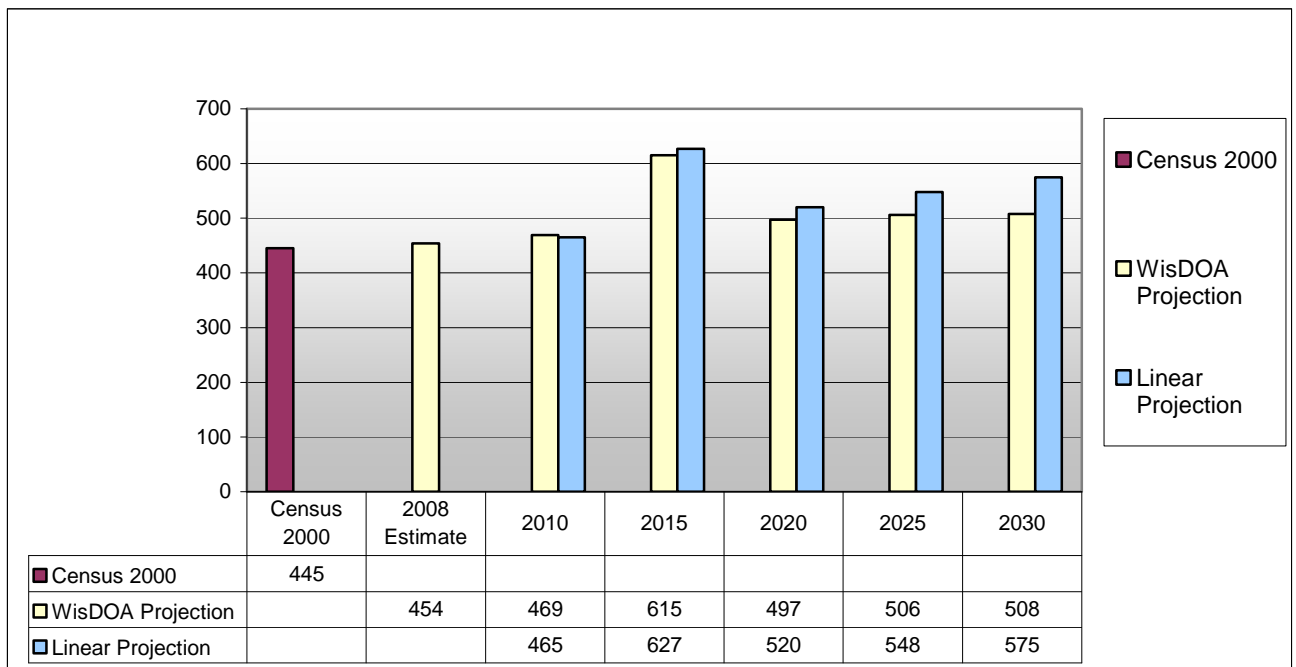
Housing unit projections use historical data to extend past trends into the future. These projections serve as a guideline for land use decisions; however, their reliability depends on a variety of issues. Projections are more accurate in times of social and economic stability. A housing unit projection is just one of many tools that elected officials and staff should use to plan



for the future development in the Town. Trends that may influence the future number for housing units include demographic trends, including the declining household size and increasing age of residents, as well as other issues, such as the quality of the existing housing stock, the availability of municipal services, and the current trend of converting seasonal housing into permanent year-round housing.

Figure 2-4 shows two projections, one based on Census data and one based on building permits issued for new homes in the Town of Sand Lake. The projections for future housing unit growth range from an increase of 63 to 130 new units. This equates to an average between about 2 and 4 new homes per year over the 30 year period. Within the last 10 years, the town has issued as many as 7 building permits per year for new construction, which is reflected in the highest level of projected growth. Growth has slowed in recent years, and it is not certain that this trend will continue. The rate of future housing growth is likely to be about 3 new homes per year.

Figure 2-4  
Comparative Housing Forecast, Town of Sand Lake, 2000-2030



Source: U.S. Bureau of the Census, 2000, STF-1. Linear Trend Projection, 2008-2030. Burnett County Zoning Department, building permit data.

## 2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Burnett County and the State of Wisconsin (refer to Section 2.4 of the *Inventory and Trends Report*), the following are likely to be experienced in the Town of Sand Lake over the next 20 to 25 years.

- ♦ The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.

- ♦ Minority populations are expected to increase.
- ♦ Expect the continued conversion of seasonal to permanent structures.
- ♦ Condominiums will increase as an option for seniors and first time home buyers.
- ♦ Interest in modular and mobile home development will continue as driven by need for affordable housing.
- ♦ People will continue to desire an “acre or two in the country,” and pressure to convert farmland, woodland and open areas to subdivisions and lots will increase, especially in rapidly growing areas.
- ♦ The need for elderly housing will increase as the population ages.
- ♦ Vacant housing units may increase as a result from the aging population choosing other options like assisted living, condominiums, and the like.
- ♦ Finding quality, affordable housing will become increasingly difficult.
- ♦ High demand for housing and energy cost assistance will continue.

## 2.5 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 a community 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 the Town of Sand Lake appears to be affordable on the average. The median household income in the town in 1999 was \$39,583 per year, or \$3,299 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$788, and the median monthly gross rent in the town was \$400. 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 the Town of Sand Lake spends about 23.9% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Sand Lake spends about 12.1% 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, 39.1 % of homeowners and 18.6% of renters in the Town of Sand Lake paid 30% or more of their household income on housing costs.

## 2.6 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 all 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 2035 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.

## 2.7 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. The Town of Sand Lake supports the efforts of Burnett County to provide affordable housing for all residents.

## 2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community 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 community resources.

## 2.9 Population and Housing Goals and Objectives

Community 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 community. 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 1: Support Burnett County's efforts to 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 town residents.
- C. Ensure that town residents have equal access (antidiscrimination) to housing.
- D. Encourage innovative housing design for efficient, low cost, high density housing where appropriate.
- E. Encourage a balance of residential development units that provides a balance of low-income, moderate-income, and high-income housing.
- F. Coordinate with the county to plan for the aging population's housing needs.

***Goal 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 in existing neighborhoods with established sewer and water services within Burnett County's villages.
- B. Direct residential development to planned growth areas.

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

***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 4: Support the maintenance and rehabilitation of the town's existing housing stock.***

***Objectives:***

- A. Work with the county to help provide assistance in maintenance and rehabilitation of housing for town residents.
- B. Enforce zoning and nuisance abatement code requirements on blighted residential properties.
- C. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

## 2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 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 town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies and Recommendations**

- H 1. The Town shall support efforts of towns, villages and the County to provide residents a variety of housing options.
- H 2. The Town shall support equal access (non-discrimination) to housing for all residents.
- H 3. New housing within rural areas should reduce woodland fragmentation and impacts to natural vegetation as well as preserve quality farmland.
- H 4. New housing shall be consistent with the purpose, intent, and preferred density established in the applicable Land Use Management Areas.
- H 5. The Town shall support the County's efforts to review, update, and enforce the County zoning and land division ordinances to assist with the implementation of the Town comprehensive plan.

## 2.11 Population and Housing Programs

For descriptions of housing programs potentially available to the community, refer to the *Population and Housing* element of the *Burnett County Inventory and Trends Report*.

## 3. Transportation

### 3.1 Transportation Plan

The land use patterns of the Town of Sand Lake, Burnett County, and the surrounding region are tied together by the transportation system, including roadways and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The Town of Sand Lake's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work. For further detail on transportation in the Town of Sand Lake and Burnett County, please refer to Chapter 3 of the *Inventory and Trends Report*.

With the amount of population and housing growth that is expected over the next 20 years, the Town of Sand Lake should also anticipate change to its transportation system. The town's plan for transportation is to be prepared for potential development proposals, to ensure that future expansion of the town's road system is cost-effective, to preserve the mobility and connectivity of local roads, to improve opportunities for pedestrian and bicycle routes, and to ensure that developed properties have safe emergency vehicle access. The Town of Sand Lake has a driveway ordinance and desires to coordinate with the county on review of land divisions and plans for road improvements. The Town of Sand Lake will also continue to maintain a set of town road construction specifications. The policies and recommendations of this plan provide guidance on how these tools should be used.

As the town implements its plan, a key dilemma will be balancing the rural character and mobility of existing roads with the maximum use of existing road infrastructure. On one hand, existing roads are already present, new roads are costly, and new development can be more cost effective if it utilizes existing roads. On the other hand, extensive placement of new development in highly visible locations along existing roads will forever change the character and appearance of the town. This may lead to a loss of rural character. Adding access points to serve new development also reduces the mobility of a road. This plan includes a policy that directs new development to utilize the existing road network to the maximum extent possible (policy LU2). However, this plan also encourages new subdivisions to utilize conservation design (refer to Appendix A) which will usually require the construction of new roads, but does a better job of preserving rural character.

In order to balance these competing interests, the town will require the coordinated planning of adjacent development sites by limiting the use of cul-de-sacs and by reviewing Area Development Plans. Over the long term, the town may also develop an official map to preserve planned rights-of-way and connections between developed areas. The town should require that potential traffic and road damage impacts are assessed by developers as part of the development application. When new roads are necessary, the town will require that developers bear the cost of constructing new roads to town standards before they are accepted by the town.

### 3.2 Planned Transportation Improvements

It is a recommendation of this plan that a five-year road improvement plan be annually updated. Future road improvement plans should attempt to provide integration with the plan for preferred land use. Areas planned for higher density residential growth should receive priority for improvements in order to support such growth. Road improvements that are necessary in areas where agriculture, forestry, and outdoor recreational are planned as primary uses should be accompanied by zoning regulations, access controls, and other growth management tools.

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

State, regional, and county transportation plans have been reviewed for their applicability to the Town of Sand Lake. According to the Wisconsin Department of Transportation, the agency intends to mill and repave STH 70 from Siren to Spooner. There may also be improvements planned for the county road system.

Currently, the Town of Sand Lake has no recommendations with regard to the current functional classification of highways in the town. However, town roads currently classified as local roads should be considered as potential collectors if increased traffic, growth and development require it.

### 3.4 Transportation Goals and Objectives

Community 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 community. 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 1: Support 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. Manage right-of-way vegetation to protect wildlife, , reduce maintenance costs, and improve safety.
- D. Consider accident exposure by improving deficient roadways.
- E. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.



- F. Require developers to bear the costs for the improvement or construction of roads needed to serve new development.
- G. Guide new growth to existing road systems so that new development does not financially burden the town or make inefficient use of tax dollars.
- H. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing town and local road maintenance.

***Goal 2: Support safe and efficient multi-modal transportation systems where appropriate.***

***Objectives:***

- A. Maintain and implement roadway improvement plans.
- B. Support alternative non-motorized transportation such as bicycling and walking as viable, convenient, and safe transportation choices in the town through a greater number of routes and connections to other transportation systems and destinations.
- C. Encourage the monitoring of transit needs, particularly for senior residents.

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

***Objectives:***

- A. Encourage communication between communities regarding transportation projects that cross municipal boundaries.
- B. Participate in transportation planning at the regional level with Northwest Wisconsin Regional Planning Commission, the Wisconsin Department of Transportation, and Burnett County Highway Department when appropriate.
- C. Communicate with community groups on transportation systems to assist communities in prioritization and funding of projects.
- D. Encourage future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- E. Direct truck traffic to appropriate routes and plan cooperatively with neighboring 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 town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 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 town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

## **Policies and Recommendations**

- T 1. The Town will maintain and annually update a five-year road improvement plan to identify and prioritize road improvement projects as well as identify potential funding sources.
- T 2. The Town shall utilize the PASER (Pavement Service and Evaluation Rating System) or the most current rating system to annually update the five-year road improvement plan.
- T 3. The Town shall utilize road construction specifications to include modern requirements for road base, surfacing and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.
- T 4. The Town shall enforce the Town Road Access Control (Driveway) Ordinance to assist the Town with implementing access control, emergency vehicle access standard.
- T 5. The Town shall require new development to utilize the existing road network and public facilities and services to the maximum extent possible.
- T 6. The Town shall require roads providing access to multiple improved properties be built to town standards as a condition of approval for new development.
- T 7. The Town shall require substantial and major development proposals provide 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 Town will be appropriate for the intensity of the proposed development.
- T 8. The Town shall require residential subdivisions and non-residential development proposals be designed to include:
  - a. A safe and efficient system of internal circulation for vehicles and pedestrians.
  - b. Safe and efficient external collector roads where appropriate.
  - c. Safe and efficient connections to arterial road and highways where applicable.
  - d. Cul-de-sacs or dead-ends only where connections to other roads are not possible, or temporarily, where right-of-way has been developed to the edge of the property for a future connection to adjacent property.

- T 9. The Town shall support the modification of the County subdivision ordinance to include local requirements for the execution of a development agreement whenever public roads or other infrastructure are included in a development.
- T 10. The Town shall protect historic, scenic, scientific and cultural sites when constructing new or improving existing transportation facilities.
- T 11. The Town shall support the modification of the County subdivision ordinance to include local requirements for the execution of a development agreement whenever public roads or other infrastructure are included in a development.
- T 12. The Town shall protect historic, scenic, scientific and cultural sites when constructing new or improving existing transportation facilities.
- T 13. The Town shall 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.
- T 14. The Town shall participate in development of inter-county bus system as appropriate.
- T 15. The Town shall support efforts to pursue available funding options for needed transportation facilities. Funding for multi-modal facilities should be emphasized where appropriate.
- T 16. The Town shall work with the County 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.
- T 17. The Town should jointly discuss and evaluate with surrounding towns, the County and Wisconsin Department of Transportation, if necessary, transportation related issues which affect neighboring areas.

### 3.6 Transportation Programs

For descriptions of transportation programs potentially available to the community, refer to the *Transportation* element of the *Burnett County Inventory and Trends Report*. The additional programs shown here are of high importance to the Town of Sand Lake and should be monitored for their applicability to local transportation issues and opportunities.

#### **Additional Programs**

##### Local Roads Improvement Program

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and Village and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. In order to be eligible for LRIP funds, a unit of government must have a current road improvement plan.

### Local Bridge Improvement Assistance Program

The Local Bridge Improvement Assistance program helps rehabilitate and replace, on a cost-shared basis, the most seriously deficient existing local bridges on Wisconsin's local highway systems. Counties, villages, villages, and towns are eligible for rehabilitation funding on bridges with sufficiency ratings less than 80, and replacement funding on bridges with sufficiency ratings less than 50.

### Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software package. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses. Call (800) 442-4615 for more information.

## 4. Utilities and Community Facilities

### 4.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Sand Lake. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town of Sand Lake.

For further detail on existing utilities and community facilities in the Town of Sand Lake and Burnett County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-1 displays the locations of existing community facilities and services found in the town.

With the amount of population and housing growth that is expected over the next 20 years, the Town of Sand Lake should also anticipate the need to maintain and expand utilities, community facilities, and services. Top issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) include the cost of community service and facility improvements and the related tax impacts, the need for additional law enforcement, and the need for improved facilities at public boat landings. Overall, the town's plan for utilities and community facilities is to monitor changing needs, to be prepared for proposed development, and to make planned improvements as growth warrants the need.

The Town of Sand Lake is administered by an elected board of one chair, two supervisors, a clerk and treasurer. The possibility of changing the clerk and treasurer positions from elected to appointed has not met with voter approval, but remains a goal of the elected board.

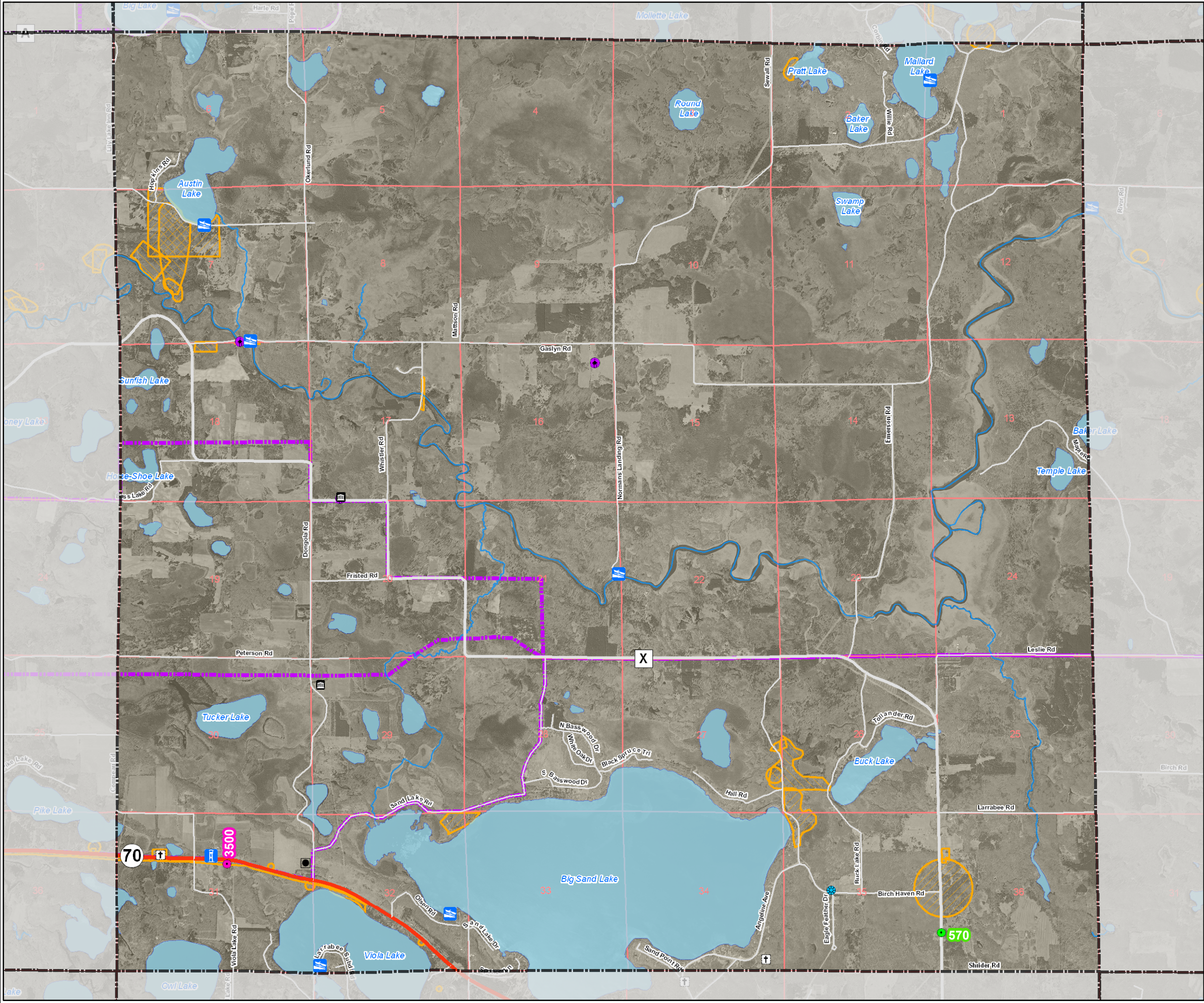
The Town of Sand Lake has no plans to replace either the Town Hall or the Town Shop, but is committed to maintaining the historic character of the Town Hall, the former Dongola School, and the functionality of the Town Shop.

One of the biggest challenges that the town is likely to face with regard to utilities and community facilities is the impact of growth on the cost of providing such services. Research by UW-Extension, the American Farmland Trust, and others has shown that not all new development pays for itself. In other words, the cost of the increased demand on public services and facilities resulting from new development often exceeds the revenue generated in new taxes and fees paid. This seems to be true of residential development in particular. As a result, this plan recommends that substantial new developments provide an analysis of the cost of providing community services as part of the development review process. It also recommends that impact fees are considered as a potential tool for funding needed facility and service improvements.

The actual pattern of growth on the landscape can also impact the cost and efficiency of delivering services. In general, dispersed development is more costly to service than clustered or concentrated development. This plan recommends that the town carefully manage growth in order to minimize the demand for increased services and facilities (policy LU8) and encourages the use of cluster or conservation design in order to avoid a dispersed development pattern (policies ANC1 and ANC2).



MAP 4 - 1  
COMMUNITY FEATURES  
TOWN OF SAND LAKE  
Burnett County,  
Wisconsin



**Legend**  
**Base Layers**

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

**Community Facilities**

- Town/Village Hall
- EMS/Ambulance
- Fire Station
- Library
- Police
- Boat Launch
- Indoor Public Facility
- Park
- Golf
- Airport
- Cemetery
- Church
- Community Center
- Daycare
- Health Care Clinic
- Public Parking
- Recycling Center
- School Athletic Facility
- School - Public
- Senior Center
- Dam
- WW Treatment Plant
- Lift Station
- Substation
- Telephone Utility
- Tower - Communication
- Water Tower
- Public Well
- Utility Shop/Office

**Historic Sites**

- Log Camps
- Historic Bridges
- Architecture and Historic Inventory
- Ferry Crossing
- Burnett Co Firsts
- Historical Roads
- Archaeological Site Inventory
- Bibliography of Archaeological Reports

**Annual Average Daily Traffic**

- Annual Average Daily Traffic 2002
- Annual Average Daily Traffic 2007

Source: Division of Historic Preservation at the State Historical Society of Wisconsin, Wisconsin DOT and Burnett Co Land Information Office. Historical data shown is a depiction of information taken from various sources of diverse quality. 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.



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## 4.2 Planned Utility and Community Facility Improvements

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

The Town of Sand Lake has determined that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-2.

### **Administrative Facilities and Services**

Refer to Section 4.2 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing administrative facilities and services in the Town of Sand Lake.

#### Short Term

- ♦ Continue to maintain the historic character of the Town Hall, the former Dongola School.
- Continue to maintain the functionality of the Town Shop

#### Long Term

- ♦ At this time there are no plans to replace or improve the Town Hall or the Town Shop beyond routine maintenance.

### **Police Services**

Refer to Section 4.3 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing police services in the Town of Sand Lake.

#### Short Term

- ♦ Continue to look to Burnett County Sheriff's Department, the Wisconsin State Patrol and the St. Croix Hertel Tribal Police Department for law enforcement.

#### Long Term

- ♦ Continue to evaluate the need for additional or local law enforcement.

### **Fire Protection and EMT/Rescue Services**

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services.

#### Short Term

- ♦ Work with other Burnett County towns and villages to contract for county-wide, high quality emergency medical services.
- ♦ Continue to receive fire protection services from the Webster Volunteer Fire Department and the St. Croix Hertel Fire Department

### Long Term

- ♦ Work with other Burnett County towns and villages to seek more creative, regional approaches to emergency medical services
- ♦ Continue to evaluate fire protection services.

### **Schools**

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Sand Lake. No short term or long term recommendations have been identified. Existing schools are anticipated to be adequate to meet the needs of the town over the planning period.

### **Libraries, Cemeteries, and Other Quasi-Public Facilities**

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries, post offices, and private recreational facilities in Burnett County. Refer to Section 4.5 of *Appendix UCF* of the *Inventory and Trends Report* for information on churches and cemeteries in the Town of Sand Lake.

### Short Term

- ♦ Continue to support the Burnett Community Library

### Long Term

- ♦ Continue to evaluate library services.

### **Parks and Recreation**

Refer to Section 4.6 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing park and recreational facilities in the Town of Sand Lake.

### Short Term

- ♦ There are no plans to develop parks or recreational facilities in the Town of Sand Lake.

### Long Term

- ♦ Continue to evaluate the need for parks or recreational facilities in the Town of Sand Lake.

### **Solid Waste and Recycling**

Refer to Section 4.7 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing solid waste and recycling service in the Town of Sand Lake.

### Short Term

- ♦ Support regional efforts to develop curbside solid waste and recycling services

## **Communication and Power Facilities**

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve the Town of Sand Lake. No short term or long term recommendations have been identified. Existing communication and power facilities are anticipated to be adequate to meet the needs of the town over the planning period.

## **Sanitary Sewer Service**

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Burnett County.

### Short Term

- ♦ Currently, there is no need to consider sanitary sewer service in the Town of Sand Lake.

### Long Term

- ♦ Continue to evaluate the need for sanitary sewer service

## **Private On-Site Wastewater Treatment Systems (POWTS)**

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Burnett County.

### Short Term

- ♦ Continue to support the Burnett County sanitary ordinance

### Long Term

- ♦ Continue to evaluate the Burnett County sanitary ordinance

## **Public Water**

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Burnett County.

### Short Term

- ♦ Currently, there is no need to consider a public water source in the Town of Sand Lake.

### Long Term

- ♦ Continue to evaluate the public water supply.

## **Stormwater Management**

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the Town of Sand Lake.

#### Short Term

- ♦ Continue to support Burnett County's efforts to manage stormwater through the building permit process and following permit guidelines.

#### Long Term

- ♦ Continue to evaluate stormwater management techniques.

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

Refer to Sections 4.13 and 4.14 of the *Inventory and Trends Report* for information on health care and child care facilities in Burnett County. No short term or long term recommendations have been identified. Existing health care and child care facilities are anticipated to be adequate to meet the needs of the town over the planning period.

### **Local Roads 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.

#### Short Term

- ♦ Continue to update the Town of Sand Lake's five-year road and bridge improvement plan and budget appropriately.

#### Long Term

- ♦ Continue to update the five-year road and bridge improvement plan and continue to budget appropriately.



MAP 4 - 2  
PLANNED COMMUNITY  
FACILITY AND  
TRANSPORTATION  
IMPROVEMENTS  
TOWN OF SAND LAKE  
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
- New Road
- Reconstruct Road
- Repair Road

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

- Community Facility Improvement
- New Road
- Reconstruct Road
- Repair Road

**County Plans**

- County Facility Improvement
- Other Transportation Project
- New Road
- Reconstruct Road
- Repair Road

**State Plans**

- New Road
- Reconstruct Road
- 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.



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### 4.3 Utilities and Community Facilities Goals and Objectives

Community 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 community. 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 1: Support the efficiency, quality, and coordinated planning of town government, community facilities and services, and utilities.***

***Objectives:***

- A. Consider the efficiency of both town service delivery, and town 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 town and community facilities and services.
- C. Guide intensive development to areas where appropriate utilities, community facilities, and public services are available.
- D. Monitor the need for new, expanded, or rehabilitated services and town government facilities.
- E. Strive to maintain an adequate level of properly trained town staff and volunteers.
- F. Explore opportunities to provide or improve town 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 2: Consider functionality and accessibility of parks and recreational facilities when developed.***

***Objectives:***

- A. Monitor the adequacy of park and recreational facilities, and identify areas where improvements are needed.
- B. Consider accessibility for all age groups and abilities at appropriate town 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. Consider the continued viability of outdoor recreational pursuits when reviewing development proposals and making land use decisions.
- E. Maintain existing, and seek public access to waterways.

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

***Objectives:***

- A. Assess 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 4: Ensure that the town's water supply has sufficient capacity, remains drinkable, and is available to meet the needs of residents, businesses, industry, and agriculture when considering new development.***

***Objectives:***

- A. Support town-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 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. Control increased runoff from new developments to reduce potential flooding and flood damage.
- D. Encourage the use of stormwater management practices to abate non-point source pollution and address water quality.

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

***Objectives:***

- A. Support public involvement in decisions involving the type, location, and extent of disposal facilities and services provided in the town.
- B. Continually explore town 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 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 where possible.



- B. 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.
- C. Support development of alternative and renewable energy sources.

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

***Objectives:***

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

***Goal 9: Ensure a level of police protection, 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 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 town.

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

***Objectives:***

- A. Coordinate planning efforts with the school districts that serve the town 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.

#### **4.4 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 town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 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 town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies and Recommendations**

- UCF 1. The Town shall annually update a capital improvement plan that includes transportation, public facility, and other capital needs.
- UCF 2. The Town shall require substantial development proposals provide an assessment of potential impacts to the cost of providing Town facilities and services. The depth of analysis required by the Town will be appropriate for the intensity of the proposed development.
- UCF 3. The Town shall require planned utilities, service facilities and roads be designed to limit the impact to environmental corridors, natural features and working lands (farmland and woodlands).
- UCF 4. The Town shall require the cost of improvement, extension, or construction of public facilities be borne by those whose land development and redevelopment actions that made such improvement, extension, or construction necessary.
- UCF 5. The Town shall consider intergovernmental and other cooperative options before establishing, expanding, or rehabilitating community facilities, utilities, or services.
- UCF 6. The Town shall support efforts that are consistent with the comprehensive plan to maintain public recreational resources.
- UCF 7. The Town shall require new development and planned utilities to use best management practices for construction and site erosion control.
- UCF 8. The Town shall require new developments and planned utilities to ensure that groundwater and surface water resources are not negatively impacted through use or development.
- UCF 9. The Town shall support the County wastewater ordinance and septic permit process.

- UCF 10. The Town shall require new development and planned utilities to address the impact upon the Town's water supply in the planning and construction process.
- UCF 11. The Town shall require new development and planned utilities to address flooding potential.
- UCF 12. The Town shall require new development and planned utilities to address effective solid waste and recycling services.
- UCF 13. The Town shall require telecommunication and other utility towers be designed to be as visually unobtrusive as possible, to support multi-use and reuse, and be safe to adjacent properties.
- UCF 14. The Town shall require new developments to address potential access to telecommunications and broadband internet access.
- UCF 15. Access to adequate telecommunication and broadband internet services for all residents is a priority for the Town.
- UCF 16. The Town shall support local, county, state, and national efforts to provide sufficient access and transportation to health care and child care facilities.
- UCF 17. The Town shall require new development and planned utilities address the ability of the specific agencies to provide appropriate emergency services to all residents of the Town.
- UCF 18. The Town will contract with the County to negotiate ambulance service for the Town and will participate in these negotiations.
- UCF 19. The Town shall support school districts, technical colleges, the University of Wisconsin Extension, community libraries and community education to the degree they serve the residents of the Town.

#### 4.5 Utilities and Community Facilities Programs

For descriptions of utilities and community facilities programs potentially available to the community, refer to the *Utilities and Community Facilities* element of the *Burnett County Inventory and Trends Report*.

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## 5. Agricultural, Natural, and Cultural Resources

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

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Sand Lake. For further detail on agricultural, natural, and cultural resources in the Town of Sand Lake and Burnett County, please refer to Chapter 5 of the *Inventory and Trends Report*.

The *Agricultural, Natural, and Cultural Resources* element may be the most important element in the *Town of Sand Lake Year 2030 Comprehensive Plan*. Many of the issues and opportunities identified by the town during the planning process (refer to the *Issues and Opportunities* element) are related to these resources. The town is concerned with preserving surface water and groundwater quality, preserving woodlands and wildlife, protecting rural character and scenic views, limiting noise and light pollution, preserving agricultural lands, preventing conflicts between agriculture and rural housing development, preventing conflicts over mineral resources, and preserving historic and archeological sites. Some of the strongest points of consensus on the public opinion surveys (see Appendix A) were related to these resources and include: protecting groundwater, wetlands, and waterways; protecting forests and wildlife habitat; protecting farmland and productive soils; supporting the agriculture industry; protecting rural character; and protecting historical sites and structures.

#### **Agricultural Resources**

Agriculture is a significant component of the Town of Sand Lake's landscape, and the town's extensive agriculture operations are connected to a larger region of farming that spans several counties. The town's plan for agricultural resources is to preserve agricultural lands and the right to farm while also allowing for planned development. Higher density residential development is planned on lands that are less suitable for agricultural use. Lower density development would be allowed on lands critical to the town's agricultural base. Key components of the town's approach include establishing a maximum lot size in certain areas, limiting major subdivisions to planned growth areas, encouraging conservation land division design, establishing a system for site planning guidelines, and assessing the regulatory structure necessary to implement the plan. The town may explore the creation of a purchase of development rights (PDR) or purchase of conservation easement (PACE) program in cooperation with Burnett County.

Some agricultural resources are present in the Town of Sand Lake. According to the 2007 Land Use Assessment data, there were approximately 1,500 acres of farmland in the town.

A variety of agriculture operations conduct business in the town and primarily include cash cropping and vegetable farming especially associated with irrigated lands. Dairy has a presence within the Town and hobby farms are also common throughout the town, and are recognized as a component of the town's agricultural base. Prime agricultural soils are located primarily in the western half of the town, but there are scattered locations of prime soils throughout the town. Approximately 1,700 acres of the town is considered prime agricultural soil or farmland if statewide importance.

Agricultural lands are a significant feature in the Town of Sand Lake, and these lands are expected to continue in agricultural use over the long term. This sentiment is reflected in the preferred land use plan (refer to the *Land Use* element) as most of the town's agricultural lands have been mapped for Agriculture (A). The (A) Future Land Use Management Area seeks to preserve and promote a full range of agricultural uses and prevent the conversion of land to uses not consistent with agriculture.

Agricultural uses brings with it unique land management and planning implications. Irrigated lands represent substantial infrastructure investments that turn otherwise unproductive land into reliable areas for vegetable production. Because such a substantial investment has been made to create these productive lands, it is unlikely that they will be converted to other non-agricultural uses during the planning period. Unlike many other types of farmland, the market value of irrigated land is as much as, if not more than, the value of the land for development. Irrigated croplands are associated with intensive land management activities that can have impacts on the environment.

## **Natural and Cultural Resources**

The Town of Sand Lake's plan for natural and cultural resources is to help ensure that existing regulations are followed in the town and to manage growth to prevent negative impacts to these resources. Natural and cultural resources are abundant in the town and are highly valued by the town's residents. Preserving rural character, forest resources, and outdoor recreational opportunities are primary concerns as reflected in the town's goals and objectives, its issues and opportunities, and the results of the planning process surveys. Substantial natural and cultural resources are present in the town and include the following:

- ♦ 6,754 acres of wetlands
- ♦ 4,330 acres of floodplains
- ♦ 2,374 acres of lakes

Many of the same tools that will be used to protect agriculture could 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 may require substantial development proposals assess potential natural and cultural resources impacts. Other tools recommended for cultural resources include maintaining the inventory of historic and archeological sites and creating a historic preservation ordinance.

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

Community 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 community. 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 1: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.***

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

- A. Help protect through local and state measures the town'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 town's agricultural industry.
- J. Increase awareness and understanding of farming operations, noises, odors and use of roadways by farm vehicles and equipment.

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

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

- A. Encourage adequate buffers between agricultural uses and residential neighborhoods to minimize potential conflicts.
- B. 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 town.

### **Natural Resources**

***Goal 3: Encourage responsible management of the Town's natural resources.***

***Objectives:***

- A. Promote sound forest management practices on private forest lands.
- B. Protect the public's access to public hunting and fishing areas.
- C. Encourage management strategies to create a sustainable relationship between recreational vehicles, watercraft, and natural resources.
- D. Encourage communication between communities regarding the protection of natural resources that cross municipal boundaries.
- E. Educate resource users of the county's environmental quality goals and objectives.

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

***Objectives:***

- A. Encourage land use practices that do not have detrimental impacts on the town's waters and wetlands.
- B. Support wetlands protection in the town.
- C. Discourage the introduction of new contaminants into the town's ground and surface water systems while reducing and possibly eliminating existing sources of contamination.
- D. Promote awareness of potential shoreline development impacts on water quality.
- E. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.
- F. Support the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- G. Continue to develop partnerships with neighboring communities, conservation organizations, the county, and state agencies to address water quality issues.

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

***Objectives:***

- A. Support the protection of lakes and rivers.
- B. Support the County's continued evaluation of the lakes and rivers classification. .
- C. Balance the needs for environmental protection and responsible stewardship with reasonable use of private property and economic development.

***Goal 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. Promote public and private efforts to protect critical habitats for plant and animal life.
- C. 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.
- D. Promote renewable energy conservation within new and existing developments.



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

***Objectives:***

- A. Support County and State outdoor burning and ban the burning of garbage in barrels or other methods.
- B. Work to minimize conflict between residences and agricultural odors and dust.

***Goal 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 that encourage woodland buffers during woodland harvest.
- E. Support educational resources on forestry practices and the benefits to a healthy forest.

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

***Objectives:***

- A. Encourage the documentation of known economically viable non-metallic mineral deposits to ensure proper coordination with any new proposed developed.
- B. Support the county efforts to regulate 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 town and county resources.

**Cultural Resources**

***Goal 10: Preserve the rural 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 the town values.
- B. Discourage the accumulation of junk vehicles, poorly maintained properties, unsightly advertising, and roadside litter.
- C. Encourage the growth and development of visual, performance, and cultural arts.

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

***Objectives:***

- A. Encourage the identification, recording and protection of 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 the town.

***Goal 12: Strengthen opportunities for youth in the town including youth-oriented activities and facilities and additional job opportunities.***

***Objectives:***

- A. Encourage youth in the comprehensive planning process.
- B. Encourage the involvement of youth in town decision making.
- C. Support youth development programs.

### 5.3 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 town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 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 town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

#### **Policies and Recommendations**

##### Agricultural Resources

#### **Policies and Recommendations**

- ANC 1. The Town shall work with the County to recognize preferred areas for agricultural expansion and to preserve the best agricultural lands for agricultural use.

- ANC 2. The Town shall require new development be directed to the least productive soils to conserve remaining land for continued agricultural uses, whenever possible.
- ANC 3. The Town shall utilize site planning to preserve agricultural lands (as defined by land use map) when considering new developments.
- ANC 4. The Town shall work with the County to develop a county-wide right to farm policy and ordinance and work with the County to update the existing Farmland Preservation Plan.
- ANC 5. The Town shall require new non-farm residential development be 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.
- ANC 6. The Town shall consider conservation and cluster land division design 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.

#### Natural Resources

#### **Policies and Recommendations**

- ANC 7. The Town will monitor Federal, state and county regulation changes or additions regarding agricultural, natural and cultural resources for their impact on local resources.
- ANC 8. The Town will utilize best management practices, standards and specifications such as those of the Wisconsin Department of Natural Resources and USDA Natural Resource Conservation Service to the maximum extent possible for activities approved in forests, shorelands, and wetlands.
- ANC 9. The Town shall require substantial development proposals within the Town to provide an analysis of the potential impacts to natural resources 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 Town will be appropriate for the intensity of the proposed development.
- ANC 10. The Town shall support the development of lakes and rivers associations and districts.
- ANC 11. The Town shall work to ensure public lake and river access where possible.

- ANC 12. The Town shall require development proposals in shoreland areas to demonstrate compliance with the Burnett County Shoreland Zoning Ordinance. Lakeshore development shall be in concert with lakes classifications and the County zoning ordinance.
- ANC 13. The Town shall consider conservation and cluster land division design 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.
- ANC 14. Environmental corridors shall be defined by location of Wisconsin Department of Natural Resources designated wetlands and Federal Emergency Management Agency designated floodplains.
- ANC 15. The Town shall require new development minimize potential negative impacts to natural resources such as shoreline areas, wetlands, and floodplains.
- ANC 16. The Town shall require natural topography, cover, significant landmarks, trees, views and vistas be preserved when designing and locating new roads.
- ANC 17. The Town will support efforts to ban the burning of garbage in barrels or other methods.
- ANC 18. The Town shall require new non-farm development be subject to a nuisance disclaimer or other right to farm regulation.
- ANC 19. The Town shall consider the use of cluster or conservation land division to reduce further forest fragmentation.
- ANC 20. The Town shall support efforts to preserve the integrity of managed forest lands.
- ANC 21. The Town shall encourage forestry practices to encourage woodland buffers during woodland harvest.
- ANC 22. The Town shall support educational resources on forestry practices and the benefits to a healthy forest.
- ANC 23. The Town shall encourage documentation of known economically viable metallic and non-metallic mineral deposits to ensure proper coordination with any new proposed development.
- ANC 24. The Town shall support county efforts to regulate metallic and non-metallic mineral extraction operations to minimize adverse impacts on adjacent land uses and to ensure proper site reclamation.

## Cultural Resources

### **Policies and Recommendations**

- ANC 25. The Town shall require new development minimize 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.
- ANC 26. The Town shall support the County nuisance ordinance.
- ANC 27. The Town shall require substantial development proposals to provide the Town 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 Town will be appropriate for the intensity of the proposed development.
- ANC 28. The Town shall work with communities and groups and organizations such as the Wisconsin Historical Society and the Burnett County Historical Society to maintain the map and database of historic and archeological sites.
- ANC 29. The Town shall support identification, recording and promote preservation of historical, cultural and archaeological sites within the Town.
- ANC 30. The Town shall work with youth in the development of proposals and programs that directly affect the younger residents of the Town.

### 5.4 Agriculture, Natural, and Cultural Resources Programs

For descriptions of agricultural, natural and cultural resources programs potentially available to the community, refer to the *Agricultural, Natural and Cultural Resources* element of the *Burnett County Inventory and Trends Report*.

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## 6. Economic Development

### 6.1 Economic Development Plan

Economic development planning is the process by which a community 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 community. Issues and opportunities in the Town of Sand Lake related to economic development mainly includes supporting regional economic development efforts in Burnett County Villages and in areas that have the necessary infrastructure to support intensive commercial development, and supporting tourism, agriculture, forestry, home-based business. All of these issues affect residents of the Town of Sand Lake 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 which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

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.

The Town of Sand Lake's plan for economic development is to maintain the quality of life that attracts residents, visitors, and businesses to the area, to support wireless and hard-line broadband service infrastructure to the area to promote tele-commuting and home-based business development. Sand Lake does not have intensive areas planned for commercial uses by design; the plan is to retain existing businesses and have a mixed use area that focuses on local service delivery and uses. Sand Lake does not envision significant local administration to function and deliver services to residents and property owners, and is not positioning for regional community competitiveness related to attracting new business. Sand Lake has established commercial and industrial development policies as necessary, but the long term economic development focus is related to encouraging sustainable residential development, supporting tourism, agriculture, forestry, home-based business, and improving overall quality of life. In the event that new local commercial or industrial uses are found to be consistent with the plan, it will be important to

address the site design and development characteristics to ensure compatibility with surrounding development and preservation of the areas rural character. The Town of Sand Lake exhibits some unique economic characteristics. The town's rural land base also plays an important economic role by supporting tourism and outdoor recreation, and by providing opportunities for quality, affordable housing.

Many of the top issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) center around natural resources, lakefront and water related development, costs and delivery of services, and management of rural character. The rural character and low population concentration of the town does not support typical economic development strategy in the sense of new commercial buildings or a business park, but rather one focused on capitalizing on existing strengths such as waterfront development, home-based business, and natural resource management. The town is concerned with the amount and design of commercial development, the potential for light and noise pollution, and the negative economic and environmental impacts that might accompany such development, recruiting and retaining businesses that contribute to the tax base, and the potential for expanded employment in the services sector. In order to address these issues and opportunities and to implement the town's plan for economic development, this plan includes recommendations to develop a site and architectural design review ordinance. Commercial and industrial development will be required to meet certain standards for building and site design as guided by the town's economic development policies. The plan also recommends supporting the enhancement of relationships between educational institutions and potential employers.

## 6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the Town of Sand Lake. For further information on economic development in the Town of Sand Lake and Burnett County, please refer to Chapter 6 of the *Inventory and Trends Report*.

### **Educational Attainment**

Table 6-1 displays the educational attainment level of Burnett County and Town of Sand Lake residents who were age 25 and older in 2000. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.



Table 6-1  
Educational Attainment of Persons Age 25 and Over, Burnett County  
and Town of Sand Lake, 2000

Attainment Level	Town of Sand Lake		Burnett County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	24	5.9%	687	6.1%
9th grade to 12th grade, no diploma	51	12.4%	1,257	11.2%
High school graduate (includes equivalency)	179	43.7%	4,811	42.7%
Some college, no degree	96	23.4%	2,296	20.4%
Associate degree	23	5.6%	645	5.7%
Bachelor's degree	25	6.1%	1,131	10.0%
Graduate or professional degree	12	2.9%	446	4.0%
Total Persons 25 and over	410	100.0%	11,273	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Educational attainment for the Town of Sand Lake as measured in 2000 was fairly similar to that of the county. Slightly less than half of the adult population is a high school graduate and approximately 6% of the population has a bachelor's degree, slightly less than the county average of 10%. These data suggest that residents of the Town of Sand Lake are equipped to participate in all levels of the local and regional workforce, but also that the town can improve its position in the marketplace if more people were to reach a high school graduate level of attainment.

### Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-2 displays the number and percent of employed persons by industry group in the Town of Sand Lake, Burnett County, and the State of Wisconsin for 2000.

Table 6-2  
Employment by Industry, Town of Sand Lake, Burnett County, and  
Wisconsin, 2000

Industry	Town of Sand Lake		Burnett County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	10	3.9%	300	4.4%
Construction	21	8.3%	610	8.8%
Manufacturing	42	16.5%	1,446	21.0%
Wholesale trade	4	1.6%	143	2.1%
Retail trade	18	7.1%	807	11.7%
Transportation and warehousing, and utilities	14	5.5%	281	4.1%
Information	0	0.0%	112	1.6%
Finance, insurance, real estate and rental and leasing	3	1.2%	235	3.4%
Professional, scientific, management, administrative, and waste management services	13	5.1%	244	3.5%
Educational, health and social services	43	16.9%	1,271	18.4%
Arts, entertainment, recreation, accommodation and food services	47	18.5%	778	11.3%
Other services (except public administration)	8	3.1%	309	4.5%
Public administration	31	12.2%	357	5.2%
Total	254	100.0%	6,893	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Of the 254 Town of Sand Lake residents employed in 2000, most worked in the arts, entertainment, recreation, accommodation, and food services sector; the educational, health, and social services sector; and the manufacturing sector. The breakdown of employment by industry sector in the town is very similar to that of Burnett County as a whole, with some key distinctions. Notably larger proportions of town employment are found in the public administration sector and a lower proportion of the employment is found in the manufacturing and retail trade.

### Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

Table 6-3  
Employment by Occupation, Town of Sand Lake, Burnett County, and  
Wisconsin, 2000

Occupation	Town of Sand Lake		Burnett County		State of Wisconsin	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	51	20%	1,762	25.6%	857,205	31.3%
Service occupations	67	26%	1,234	17.9%	383,619	14.0%
Sales and office occupations	53	21%	1,407	20.4%	690,360	25.2%
Farming, fishing, and forestry occupations	2	1%	125	1.8%	25,725	0.9%
Construction, extraction, and maintenance occupations	27	11%	850	12.3%	237,086	8.7%
occupations	54	21%	1,515	22.0%	540,930	19.8%
Total	254	100%	6,893	100.0%	2,734,925	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Employment by occupation in the Town of Sand Lake is similar to that of Burnett County. Compared to the county as a whole, however, there are notably larger proportions employed in farming, fishing, and forestry occupations, as well as in production, transportation, and material moving occupations. These are offset by notably smaller proportions in management and professional services. These differences are logical given the local characteristics in educational attainment and employment by industry.

### 6.3 Desired Business and Industry

Similar to most communities in Burnett County, the Town of Sand Lake would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. In this context, “business” could include any type of commercial use from a home-based business to a retail store, office, or other similar use. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies as included in this document. Desired types of business and industry within Burnett County include, but are not necessarily limited to:

- ♦ Business and light industry that retain the rural character of the community.
- ♦ Business and light industry that utilize high quality and attractive building and landscape design.
- ♦ Business and light industry that utilize well planned site design and traffic circulation.
- ♦ Business and light industry that revitalize and redevelops blighted areas of the town.
- ♦ Businesses that provide essential services that are otherwise not available in the surrounding neighborhood, 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 light industry that provide quality employment for local citizens.
- ♦ Business and light industry that support existing employers with value adding services or processes.

- ♦ Business and light industry that bring new cash flow into the community.
- ♦ Business and light industry that fill a unique niche in the town and complement economic development efforts in the Town of Sand Lake.
- ♦ Business and light industry that capitalize on community strengths.
- ♦ Business and light industry that do not exacerbate community weaknesses.

## 6.4 Sites for Business and Industrial Development

. Generally speaking, the Town of Sand Lake is not planning for significant areas of commercial and/or industrial development. The primary economic development opportunities will be through the expansion of home based businesses in the town's residential and rural areas, including some limited waterfront-oriented businesses where appropriate. The expansion and access of wireless broadband internet technology will be a significant driver to stimulate the expansion or opportunity of home based business development. Such uses will be required to meet the applicable *Land Use* element policies, and policies of other relative element included in this plan. Other areas of the town might also be considered for more intensive business development upon approval of a plan amendment or rezoning as appropriate. The Town of Sand Lake is pro economic growth and opportunity, as generally described in the Town's Goals, Objectives, Policies, and Recommendations; however, the majority of business development within the County is encouraged to take place within the Villages of Grantsburg, Siren, and Webster where adequate utilities and infrastructure exist or are planned for expansion.

While there are no industrial parks in the Town of Sand Lake, there are three industrial and business parks located in Burnett County, the Grantsburg Industrial Park, the Webster Industrial Park and the Siren Industrial Park. 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.

### **Environmentally Contaminated Sites**

Brownfields, or environmentally contaminated sites, may also be good candidates for clean-up and reuse for business or industrial development. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) has been reviewed for contaminated sites that may be candidates for redevelopment in the community. For the Town of Sand Lake, as of May 2009, there were no sites identified by BRRTS as being located within the town and open or conditionally closed (indicating that further remediation may be necessary).

## 6.5 Economic Development Goals and Objectives

Community 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 community. 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 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. Support agricultural and forestry working lands through appropriate utilization of land use planning and regulations.
- C. Support county efforts to 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.
- D. Discourage any type of development, not agriculturally related, on prime agricultural soils or lands designated for exclusive agriculture.
- 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 2: Support efforts to attract, retain, and expand quality businesses and industries that will improve the employment and personal income base of the Town.***

***Objectives:***

- A. Encourage long term business investments that generate net fiscal benefits to the town, 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 town’s quality of life.
- C. Promote county-wide efforts to provide economic opportunity for all residents, including unemployed, underemployed, and special needs populations.
- D. Encourage diversified economic development to achieve and maintain a balanced tax base.
- E. Support agriculture, forestry, manufacturing, tourism, and related support services as strong components of the local economy.
- F. Support the increase of businesses that serve the aging and retirement population.
- G. Support the pursuit of local, state and federal funding and assistance that will help local businesses become more competitive.
- H. Distinguish and promote features unique to the town in order to compete and complement the region.

***Goal 3: Maintain or improve the utility, communication, and transportation infrastructure systems that promote economic development.***

***Objectives:***

- A. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the town, county, and region.
-

- B. Monitor the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the town's comprehensive plan.
- C. Attract and support the development of world class communication systems.

***Goal 4: Encourage 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. Support a continuum of educational opportunities responsive to the needs of the town work place.
- E. Encourage greater interaction between the schools and businesses in order to better coordinate the required education and skills.
- F. Promote and encourage community development that creates and enhances vibrant neighborhoods, and shopping, entertainment and recreational opportunities that will attract and retain younger families and employers.
- G. Support intergovernmental efforts to develop a local technical school.

## 6.6 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 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 town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

## Policies and Recommendations

- ED 1. The Town shall support agriculture, forestry and tourism as a vital component of the Town's economic basis through appropriate utilization of land use planning and regulation.
- ED 2. The Town shall support current and future economic development through appropriate land use planning and regulation.
- ED 3. The Town shall direct highway corridor development to designated planned commercial areas and address building signage, lighting, service and land use standards.
- ED 4. The Town shall support home-based businesses.
- ED 5. The Town shall support locating intensive commercial and industrial development 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.
- ED 6. The Town shall steer industrial development to villages capable of providing sewer and water services.
- ED 7. The Town should support the retention and expansion of existing businesses through facility improvements and the implementation of increased technology.
- ED 8. The Town shall support efforts to provide access to broadband internet access for Town residents.
- ED 9. The Town should support existing business expansion and retention efforts and new business development efforts that are consistent with the comprehensive plan.
- ED 10. The Town shall coordinate regularly with the County to evaluate economic development related grants, programs, and tax incentives for their applicability to the Town.
- ED 11. Town 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.

### 6.7 Economic Development Programs

For descriptions of economic development programs potentially available to the community, refer to the *Economic Development* element of the *Burnett County Inventory and Trends Report*.

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## 7. Intergovernmental Cooperation

### 7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Burnett County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Sand Lake, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the Town of Sand Lake and Burnett County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Sand Lake's plan for intergovernmental cooperation is to continue to rely on intergovernmental arrangements for the efficient provision of community facilities and services, to improve the planning and regulation of development along community boundaries, and to continue ongoing communication with other units of government. The Town of Sand Lake has cooperated with Burnett County, neighboring towns and the St. Croix Tribal Government for many years, but hopes to build on these past successes to accomplish even more in the future.

In order to implement the town's plan for intergovernmental cooperation, this plan recommends continuing to meet and plan together on a multi-jurisdictional basis. Over the long term, the town will continue to support sharing of services and facilities where there are sustainable benefits to town taxpayers. The town will also review opportunities to share equipment with neighboring jurisdictions, pursue cost-sharing or purchase agreements to help drive down costs, and review opportunities to consolidate services while maintaining service levels. The town will consider wellhead protection as a priority when reviewing development proposals in municipal well recharge areas.

### 7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the Town of Sand Lake.

- ♦ Cooperative road maintenance and plowing agreement with the Town of LaFollette for shared roads: Larrabee Subdivision Road and Shrider Road.
- ♦ Cooperative road maintenance and plowing agreement with the Town of Menon for shared road: Lily Lake Road.
- ♦ Cooperative road maintenance and plowing agreement with the Town of Jackson for shared roads.

### 7.3 Analysis of the Relationship with School Districts and Adjacent Local Governmental Units

#### **School Districts**

The Town of Sand Lake is located within the Webster and Siren School Districts, and generally has a good relationship with the districts.

Burnett County and its communities maintain cooperative relationships with their school districts. Partnership between communities and schools is seen in the use of school athletic facilities that are open for use by community members.

#### **Lake Protection and Sanitary Districts**

There are no sanitary districts or lake protection districts within the Town of Sand Lake.

#### **Adjacent Local Governments**

The Town of Sand Lake has agreements with the Towns of Jackson, Meenon and LaFollette concerning road maintenance and snowplowing on shared town roads (see Section 7.2).

#### **St Croix Chippewa Tribe**

Burnett County and the Town of Sand Lake maintain a cooperative relationship with the St. Croix Tribe. Some tribal lands exist along the southern edge of Big Sand Lake within the Town. The Burnett County Human Services Division has several agreements for shared service, including providing home delivered meals---“meals on wheels”---for members of the tribe, shared programs through the Mental Health/Alcohol and Other Drug Abuse, and joint public health preparedness programs.

### 7.4 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 between communities 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 community 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 community as high priorities for action.

## Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Burnett County Town of Jackson Town of Meenon Town of LaFollette
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Burnett County
♦ Utilize a coordinated process to update and amend the comprehensive plan	Burnett County
♦ Work with the school district to anticipate future growth, facility, and busing needs	Webster School District and Siren School District
♦ Share excess space at the town garage	Village of Webster Village of Siren Town of Jackson Town of Meenon Town of LaFollette
♦ Share community staff	Village of Webster Village of Siren Town of Jackson Town of Meenon Town of LaFollette
♦ Share office equipment	Village of Webster Village of Siren Town of Jackson Town of Meenon Town of LaFollette
♦ Share construction and maintenance equipment	Village of Webster Village of Siren Town of Jackson Town of Meenon Town of LaFollette
♦ Continue to coordinate shared services and contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	All towns and villages in Burnett County
♦ Reduce conflict over boundary issues through cooperative planning	Town of Jackson Town of Meenon Town of LaFollette
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas	Village of Webster Village of Siren

Opportunity	Potential Cooperating Units of Government
♦ Improve the attractiveness of community entrance points	Burnett County Village of Webster Village of Siren

### Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Concern over too much intervention by Burnett County and the state relative to local control of land use issues.	Adopt a local comprehensive plan  Take responsibility to develop, update, and administer local land use ordinances and programs  Maintain communication with Burnett County on land use issues  Provide ample opportunities for public involvement during land use planning and ordinance development efforts
♦ Residential development planned adjacent to agriculture or forestry areas across a town boundary	Distribution of plans and plan amendments to adjacent and overlapping governments  Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings  Continued meetings of the County Planning Committee with representation from every Burnett County community
♦ Concern over the ability or willingness of Burnett County to implement the recommendations of town plans	Distribution of plans and plan amendments to adjacent and overlapping governments  Continued meetings of the County Planning Committee with representation from every Burnett County community  After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances
♦ Vastly different zoning and land division regulations from one town to the next	Distribution of plans and plan amendments to adjacent and overlapping governments  After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances

Potential Conflict	Process to Resolve
	Continued meetings of the County Planning Committee with representation from every Burnett County community
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings
	Continued meetings of the County Planning Committee with representation from every Burnett County community
	Cooperative design review ordinance development and administration
♦ Concern over poor communication between the town and the school district	Distribution of plans and plan amendments to adjacent and overlapping governments

## 7.5 Intergovernmental Cooperation Goals and Objectives

Community 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 community. 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 1: Foster the growth of mutually beneficial intergovernmental relations between the Town of Sand Lake and other units of government, and the county.***

### ***Objectives:***

- A. Consider options to 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. Encourage the use of joint purchasing and shared service arrangements with other units of governments where applicable 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.
- C. Provide leadership for community cooperation efforts in the comprehensive plan development, adoption, and implementation processes.

## 7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and

recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 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 town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies and Recommendations**

- IC 1. The Town shall pursue opportunities for sharing or contracting out town staff or facilities.
- IC 2. The Town 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.
- IC 3. The Town shall annually review intergovernmental agreements for their effectiveness and efficiency.
- IC 4. The Town shall discuss and evaluate transportation issues that affect the Town and neighboring communities with that community, Burnett County Highway Department and Wisconsin Department of Transportation, if necessary.
- IC 5. The Town shall continue cooperative planning efforts with surrounding towns, villages, districts, associations, service providers and the County.

## **7.7 Intergovernmental Cooperation Programs**

For descriptions of intergovernmental cooperation programs potentially available to the community, refer to the *Intergovernmental Cooperation* element of the *Burnett County Inventory and Trends Report*.

## 8. Land Use

### 8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

This chapter of the comprehensive plan includes local information for both existing and planned land use in the Town of Sand Lake. For further detail on existing land use in Burnett County, please refer to Chapter 8 of the *Inventory and Trends Report*.

### 8.2 Existing Land Use

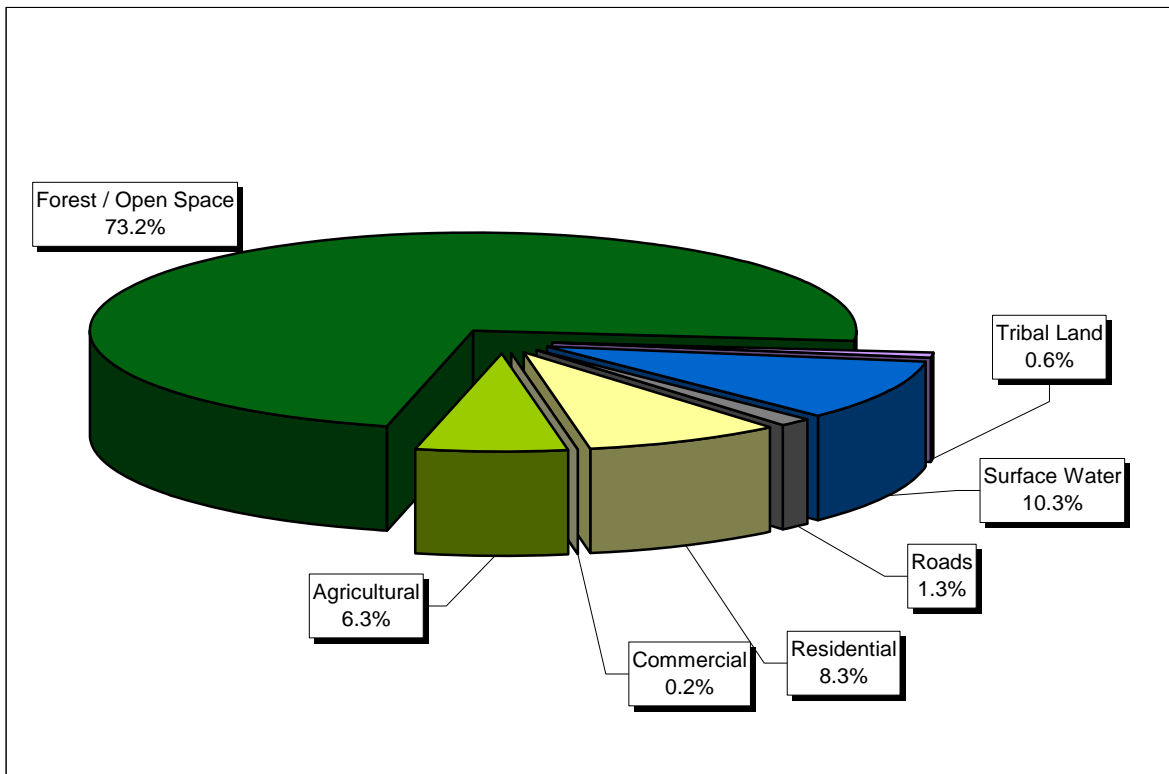
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns, and will serve as the framework for formulating how land will be used in the future. Map 8-1, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Sand Lake.

Table 8-1  
Existing Land Use, Town of Sand Lake, 2008

Land Use Classification	Acres	Percent of Total
Residential	1,914	8.3%
Commercial	39	0.2%
Industrial	-	0.0%
Agricultural	1,453	6.3%
Forest / Open Space	16,941	73.2%
Tribal Land	135	0.6%
Surface Water	2,374	10.3%
Roads	291	1.3%
<b>Total</b>	<b>23,147</b>	<b>100.0%</b>

Source: Burnett County, Wisconsin Department of Revenue (2007 Statement of Assessments as Reported on or Before 3-04-08), and Foth.

Figure 8-1  
Existing Land Use, Town of Sand Lake, 2008



Source: Burnett County, Wisconsin Department of Revenue (2007 Statement of Assessments as Reported on or Before 3-04-08), and Foth.

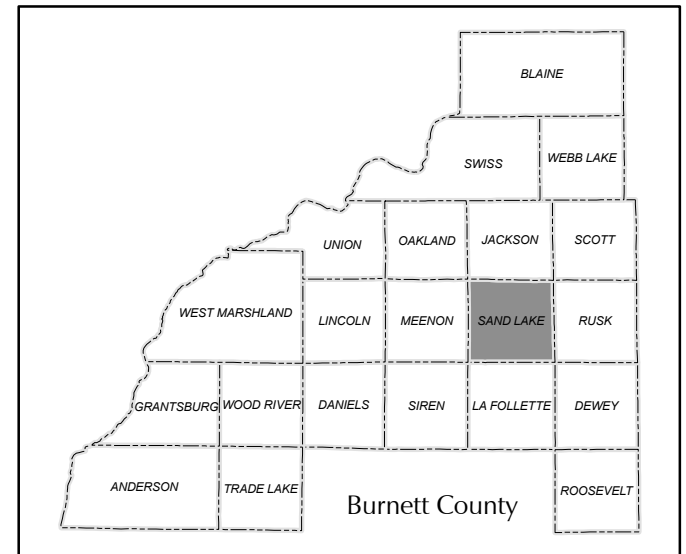


# MAP 8 - 1

## EXISTING LAND USE

### TOWN OF SAND LAKE

Burnett County,  
Wisconsin



**Legend**

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

**Existing Land Use**

- Single Family Residential
- Multi Family Residential
- Commercial
- Industrial
- Government/Institutional/Utilities
- Agriculture
- Forests and Open Space
- Parks and Recreation

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 DOT and Burnett Co Land Information Office

0 1,600 3,200

Feet

**Foth**

Foth Infrastructure & Environment, LLC

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December 10, 2009 Drawn by: DAT Checked by: JDW





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The Town of Sand Lake, with about 23,147 acres, is roughly the size of a typical 36-section town. The town's development pattern is diverse as influenced primarily by soil conditions. The Town of Sand Lake is still primarily an undeveloped, rural town, and passive land uses include about 90% of the town's landscape. Forest/open space is the single largest existing land use at 16,941 acres (73.2%), while agricultural uses comprise about 1,453 acres (6.3%).

Developed uses make up just fewer than 10% of the town's landscape including residential, commercial and roads. Residential is the single largest developed land use at 1,914 acres, and is dispersed throughout the town with notable concentrations of housing surrounding the town's lakes and along/near roads.

Of note is a trend toward the conversion of seasonal homes along the town's lakeshores to larger, year-round homes. Recent development in the town has been primarily residential, as new commercial and manufacturing development has a tendency to generally locate within the three Burnett County Villages.

### 8.3 Land Ownership and Management

Land ownership and management is comprised of several components that significantly affect land use. The type of land ownership (public, private, land trust, etc.) has a direct impact on how property is managed and how lands may be used in the future. Public ownership of land in Burnett County consists of municipal, county, and state owned lands. As land management takes place under both private and public ownership, resource management programs may prescribe certain requirements and limitations that affect how lands may be used in the future. Voluntary land and resource management protection programs with significant utilization on private lands in Burnett County include Managed Forest Land (MFL) and Forest Crop Land (FCL). Table 8-2 below shows land ownership and management in the Town of Sand Lake.

Understanding land ownership and management patterns provides a link to a host of voluntary and non-regulatory plan implementation tools. Valued community features and resources can be protected for future generations not only through regulatory approaches like zoning and land division ordinances, but also through public ownership or programs like MFL and FCL. Burnett County will be best positioned to achieve its desired future when land use, land management, and land regulation are working in concert.

Table 8-2  
Land Ownership and Management

	Acreage	Percent of Total
County Lands	5,531.1	23.9%
Federal Lands	176.5	0.8%
State Land	81.1	0.4%
Tribal Lands	134.9	0.6%
Private Managed Forest Crop Land and Forest Land	0.0	0.0%
Land Not Under State, Federal, County, Tribal or Private Agricultural Ownership and Management	17,223.0	74.4%
Total Town Acreage	23,146.6	100.0%

Source: Burnett County

#### 8.4 Projected Supply and Demand of Land Uses

Table 8-3 includes estimates for the total acreage that will be utilized by residential, agriculture, commercial, manufacturing, and forest/open space land uses in five-year increments through 2030. These future land use demand estimates are largely dependent on population projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The housing unit projection approximates the number of new residential units for the residential land demand projection, and is based on averaging the population projections (using both the WDOA and linear projection methods). Refer to the *Population and Housing* element for more details on population projections. Using the population projections, seasonal and vacant housing percentages, and average persons per household in the town, the housing unit projections are calculated. Using this method, a total of 87 new homes between 2008 and 2030 are projected in the town. The residential land use demand projection then assumes that each new home will occupy an average area of 4.2 acres. This existing average acreage is calculated by dividing the total residential assessed land by the total number of housing units (This plan actually specifies a range of residential lot sizes and densities within the Future Land Use Management Areas outlined in Section 8.8, the existing average is only for estimating purposes). This equates to an additional 368 residential acres by the year 2030.

Projected demand for commercial and industrial land use assumes that the ratio of the town's population to land area in these categories will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections also rely on averaging the population projections. Refer to the *Population and Housing* element for more details on population projections. This equates an additional 8 acres for commercial use and no additional acres for industrial use by the year 2030.

Projected agriculture and forest/open space use acreages are calculated based on the assumption that these uses will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that are converted to other uses to accommodate new development. The amount of agriculture and forest/open space land consumed in each five-year increment is based on the average amount of land use demand for each of the developed uses by the year 2030. In other words, a total of 376 acres per year is projected to be consumed by residential, commercial, and industrial development in the Town of Sand Lake between 2008 and 2030, so agriculture and forest/open space lands are reduced by the same number within the same time period. This number is subtracted proportionally from both of these land uses based on the 2008 ratio of each.

Table 8-3  
Projected Land Use Demand (acres)  
Town of Sand Lake 2008-2030

	2008 Estimate	2010 Projections	2015 Projections	2020 Projections	2025 Projections	2030 Projections	2008-2030 Change	%
Residential	1,914	1,968	2,617	2,143	2,219	2,282	368	19%
Commercial	39	40	42	44	45	47	8	21%
Industrial	0	0	0	0	0	0	0	0%
Agricultural	1,453	1,449	1,397	1,435	1,428	1,423	-30	-2%
Forest/ Open Space	16,941	16,890	16,291	16,725	16,655	16,595	-346	-2%
Tribal Land	135	135	135	135	135	135	0	0%
Other (Roads and Surface Water)	2,665	2,665	2,665	2,665	2,665	2,665	0	0%
<b>Total Town Acreage</b>	<b>23,147</b>	<b>23,147</b>	<b>23,147</b>	<b>23,147</b>	<b>23,147</b>	<b>23,147</b>		

Source: U.S. Bureau of the Census, WDOA, and Foth

Table 8-4 and Figure 8-2 provide a comparison of land supply and demand for the Town of Sand Lake. Land use demand is based on the previous calculations, and land supply is based on the future land use plan described in Section 8.7.

Table 8-4  
Land Supply and Demand Comparison  
Town of Sand Lake

	Residential	Commercial	Industrial
Existing Land Use	1,914	39	0
2030 Land Use Projection (Demand) <sup>1</sup>	2,282	47	0
Future Land Use (Supply) <sup>2</sup>	5,524	287	49

<sup>1</sup> Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

<sup>2</sup> The supply of land for future residential, commercial, and industrial is based on general assumptions for the composition of the Land Use Management Areas (LUMAs) included in the following table. The composition of the type of use (i.e. 2% of commercial use within the Rural Residential LUMA) was determined by an evaluation of the existing development pattern and the presumption that commercial and industrial opportunities may become available on a case by case basis that the plan accommodates.

<b>LUMA</b>	<b>Residential</b>	<b>Commercial</b>	<b>Industrial</b>
Rural Residential	98%	2%	-
Shoreland Residential	98%	2%	-
Agriculture	10%	2%	0.5%
Forestry Residential and Recreation	10%	2%	0.5%

A sufficient supply of residential land has been planned through 2030 and beyond within the Future Land Use Management Areas based on the projected residential demand. Important to note is that while the Future Land Use Management Areas allow the potential for a significant amount of residential development across the town, the actual amount of development will be limited by demand (which also applies to other uses). In addition, residential development will be managed in accordance with the Future Land Use Management Areas outlined in Section 8.8.

There is also a sufficient supply of commercial land available within the town through several of the Land Use Management Areas. Commercial land demand may be met within the Shoreland Residential (SR) area that allows limited compatible commercial uses, through home based businesses if compatible within the town's rural and residential areas, and limited within the Rural Residential (RR), Forestry Residential and Recreation (FRR), and Agriculture (A) LUMAs based on intensity of the proposed use and compatibility with surrounding development. Industrial uses can also be accommodated on a limited basis within the (A) and (FRR) areas and through home based businesses if compatible within the town's rural and residential areas.

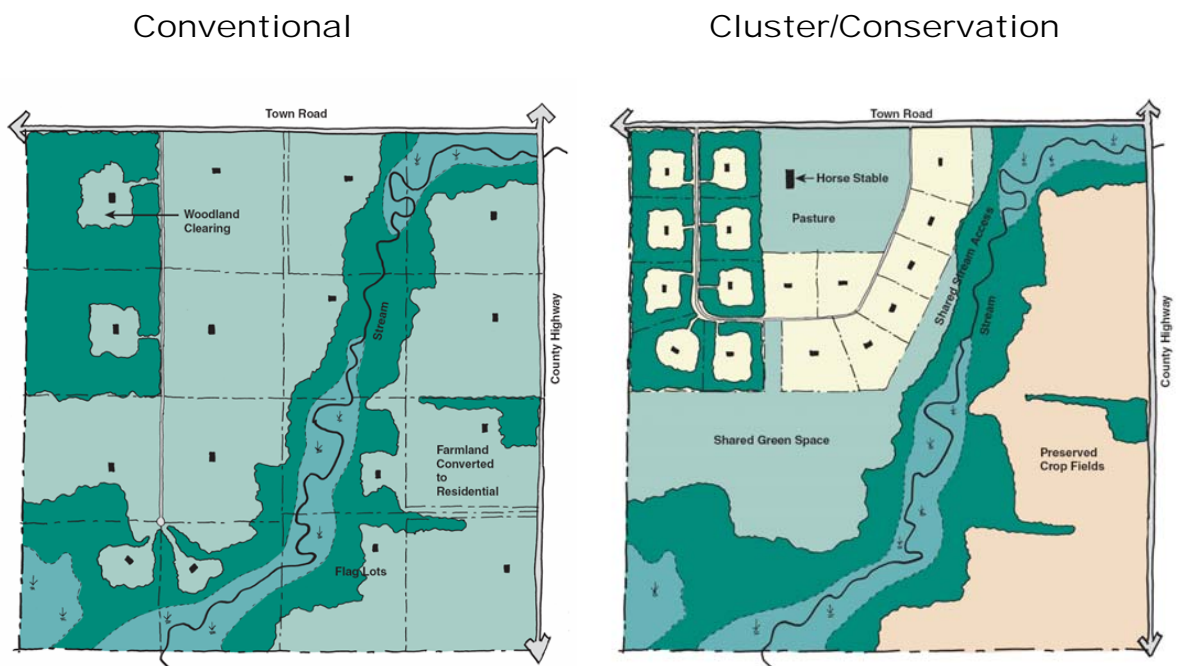
## 8.5 Density Management - A Different Approach to Managing Development

Burnett County manages growth through a zoning code that generally regulates the types of uses allowed and the associated minimum lot sizes that are required. This Plan and the County Plan advocates an approach to establish certain maximum densities for development within some of the planned rural and use designations as managed by Burnett County ordinances. Specific recommendations are included within the Future Land Use Management Areas outlined in Section 8.8.

It is critical to understand the difference between how density is used to manage development in comparison to minimum lot size. Minimum lot size requirements set how big individual lots need to be. Maximum density requirements set how many new homes or lots can be divided from a larger parcel, regardless of how big individual home sites or lots need to be. Establishing density standards typically works in conjunction with minimum lot sizes (and sometimes maximum lot sizes) to ensure the goals of the area (such as very low density in the agriculture classification) are met while ensuring standards are applied for health and safety (minimum lot size areas for adequate septage treatment and replacement). For more information refer to the *Burnett County Comprehensive Plan*.

## 8.6 Cluster/Conservation Development

In concert with adding density management provisions to achieve town and county goals of farmland preservation and maintaining rural character, the town and county should also consider adding residential clustering/conservation provisions as a primary development option for rural land development. Clustering typically allows relatively small residential lots, but still large enough to ensure adequate septage treatment and replacement systems. Clustering residential lots on a portion of a development tract (in conjunction with density management) allows a number of benefits including the conservation of farmland, forest, open space and natural resources, the ability to place home sites where the most suitable soils exist, and the potential for lower infrastructure costs. For more information refer to the *Burnett County Comprehensive Plan*. The following images show the difference between conventional residential lot development and cluster/conservation development:



## 8.7 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 for local officials when considering community development and redevelopment proposals. When considering the role of the future land use plan in community 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 community.
- ♦ 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.

- ♦ 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 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.

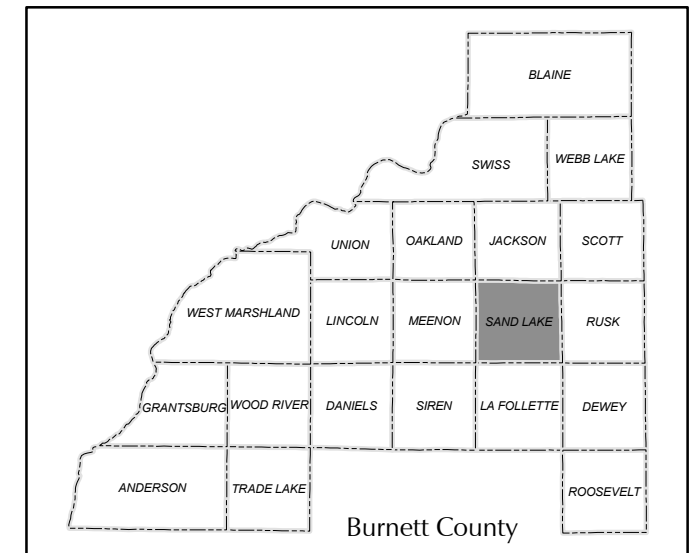
The primary components of the future land use plan include the Future Land Use Map (Map 8-2) and the Future Land Use Management Areas. These components work together with the Implementation element to provide policy guidance for decision makers in the town.

The Town of Sand Lake's plan for future land use is intended to protect agricultural, natural, and cultural resources for future generations while also allowing reasonable opportunities for land development and making efficient use of existing infrastructure. The town will accomplish this by managing the use of lands and the density of development. Most locations in the town will allow for development to take place, but the density of development will be planned in order to preserve valued features of the landscape and to encourage growth in areas that are most suitable for development.

The future land use plan was shaped by both objective data and local opinion. Public participation in the form of public meetings and a county-wide survey was utilized to significantly impact the outcome. The town considered the locations of natural resources, agriculture, roads, current land use patterns, land ownership patterns, and other objective factors to measure suitability of lands for various future land uses. A draft map was prepared that was reviewed by the public. Changes to the draft plan suggested by the town citizens were evaluated by the planning commission, and the Town Board, and any accepted changes were incorporated into the plan.



# MAP 8 - 2 FUTURE LAND USE TOWN OF SAND LAKE Burnett County, Wisconsin



**Legend**

<b>Base Layers</b>	<b>Land Use Management Areas</b>
State Highway	Shoreland Residential
County Highway	Rural Residential
Town Road	Planned Urban Transition
Rivers	Rural Mixed Use/Hamlet
Lakes	Forestry Residential and Recreation
Wetlands	Public Resource
PLSS Sections	Agricultural
Village Boundary	General Commercial
Town Boundary	Industrial
County Boundary	Government/Institutional
911 Structures	Native American Land
Lakes - 300'	Agriculture/Forestry/Residential
Rivers - 300', Lakes - 1000'	

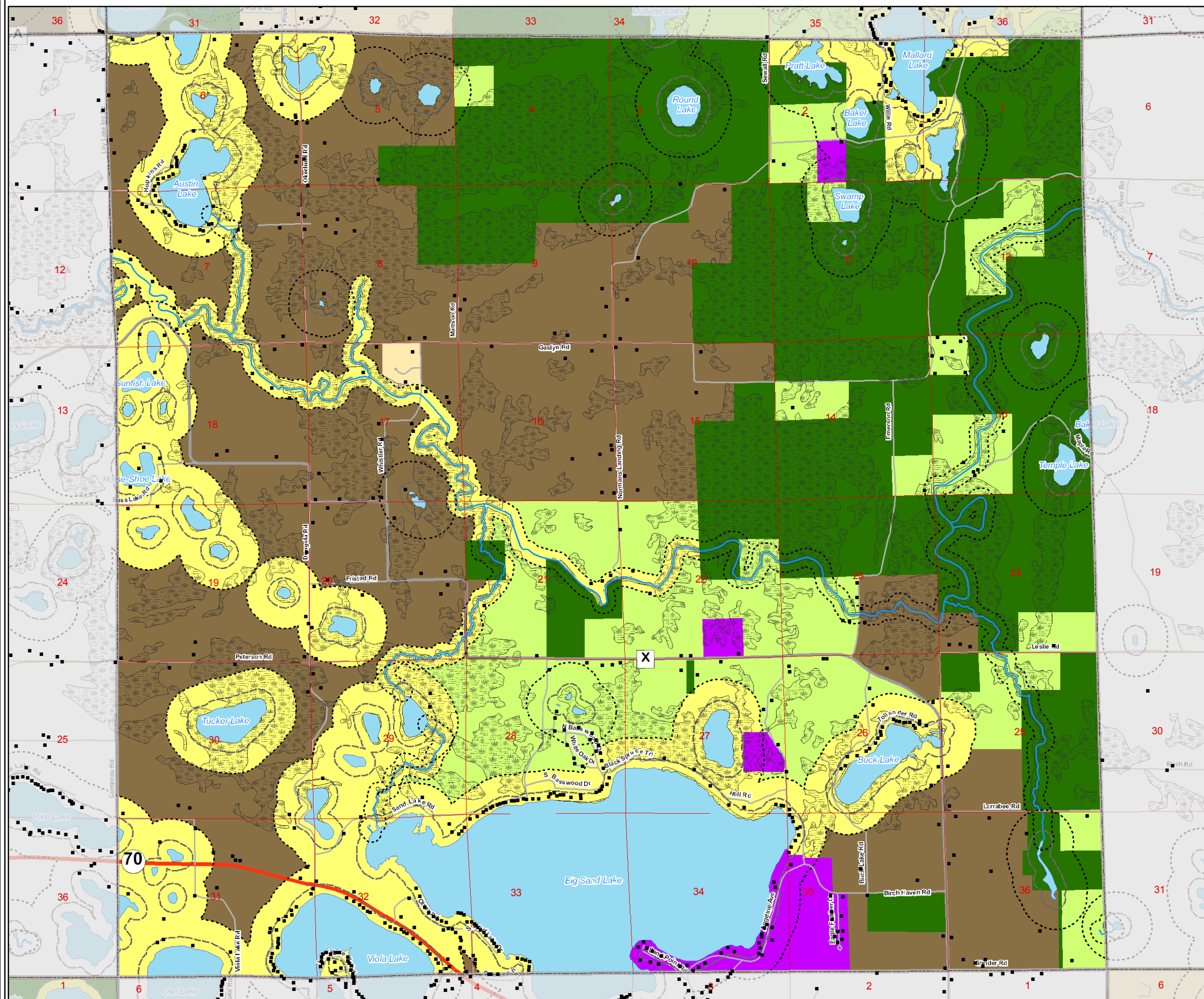
This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Wisconsin DOT and Burnett Co Land Information Office

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Foth Infrastructure & Environment, LLC

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November 13, 2009 Drawn by: DAT Checked by: JDW



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## 8.8 Future Land Use Management Areas

The following Future Land Use Management Areas (LUMAs) have been utilized on the town'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, regardless of size. 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 be a maximum of 1 unit per 20 acres.
  - In areas identified by a town with the Agriculture future land use management area, 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 (say one acre) and yet small enough not to consume prime agricultural lands (say 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 (A) 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.

### **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 be a maximum of 1 unit per 5 acres.
  - ▶ Lots smaller than one acre should be allowed with conservation or cluster design. Density bonuses for conservation or cluster design should be considered.

### **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 strategy for lot size and density.

## **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 be a maximum of 1 unit per 20 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.

## **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.



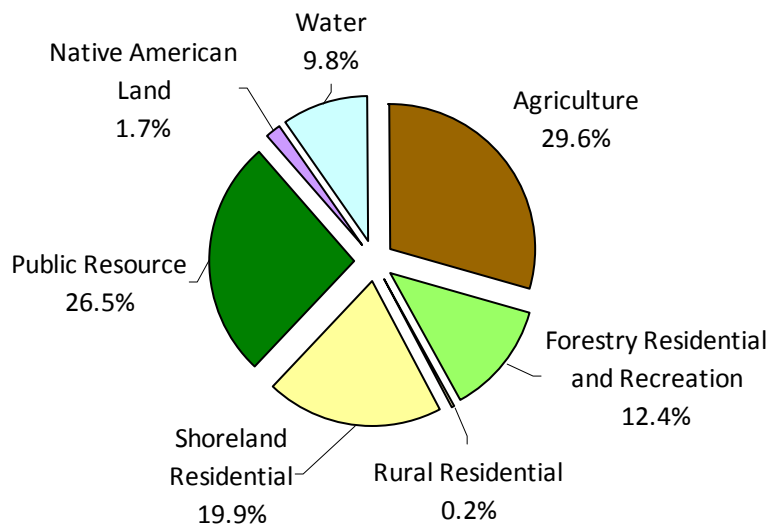
Table 8-5 and Figure 8-3 display the distribution of each Future Land Use Management Area as shown on the Future Land Use Map.

Table 8-5  
Future Land Use, Town of Sand Lake 2030

Future Land Use Management Area	Acres	Percentage of Total
Agriculture	6,845.8	29.6%
Forestry Residential and Recreation	2,873.3	12.4%
Rural Residential	40.2	0.2%
Shoreland Residential	4,604.9	19.9%
Public Resource	6,123.4	26.5%
Native American Land	400.6	1.7%
Water	2,258.5	9.8%
Total	23,146.6	100.0%

Source: Town of Sand Lake.

Figure 8-3  
Future Land Use, Town of Sand Lake 2030



Source: Town of Sand Lake

## 8.9 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Sand Lake. 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 and should be monitored during plan implementation.

## Existing Land Use Conflicts

- ♦ Lack of property and building maintenance.
- ♦ Lack of land use ordinance enforcement.
- ♦ Telecommunication towers.
- ♦ Wind energy towers.
- ♦ 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.
- ♦ Meeting the service needs of newly developed areas.
- ♦ Controlling and managing development along major highway corridors and interchanges.
- ♦ The over-consumption of rural lands by large lot subdivisions.
- ♦ The loss of rural character in some locations.

## 8.10 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Sand Lake Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Infill development is the primary type of redevelopment that is likely in the town along.

## 8.11 Land Use Goals and Objectives

Community 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 community. 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 1: Guide the efficient use of land through a unified vision of resource limitations and town goals and objectives.***

### ***Objectives:***

- A. Maintain a current, long-range comprehensive plan, which will serve as a guide for future land use 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 town as a whole.
- C. Ensure all landowners have equitable options for proposing land use change.
- D. Help identify, evaluate, and preserve historic, archaeological, and cultural resources.
- E. Identify areas of potential conflict between the land use plans of the Town, surrounding communities, and the county and provide a process for the discussion and resolution of such conflicts.
- F. Consider 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.

## 8.12 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 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 town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies and Recommendations**

- LU 1. The Town 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.
- LU 2. The Town shall work with the County to improve land use management and development and overall implementation of the Town comprehensive plan.
- LU 3. The Town shall work with the County to update zoning, subdivision, and other land use management tools as necessary to implement the Preferred Land Use Plan.
- LU 4. All development proposals shall meet the intent of the Land Use Management Areas.



- LU 5. The Town shall provide the County input and recommendations prior to rezoning, conditional use, land division (including plats and certified survey maps), or site plan approval.
- LU 6. The Town shall establish a range of Preferred Land Use classifications and a range of preferred development densities and assign them to areas of the Town 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.
- LU 7. The Town should review development applications to address service demands on community services or facilities.
- LU 8. The Town shall encourage conservation or cluster development.
- LU 9. 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 Land Use Management Area.
    - ♦ The lot size is reduced from what is normally required.
    - ♦ A maximum lot size is employed to support open space requirements and manage density.
  - c. There are residual lands preserved as green space in perpetuity for the purpose of limiting density, protecting valued community features such as agriculture, natural resources, or cultural resources.
- LU 10. Proposed conditional uses shall meet the following criteria in order to gain Town approval:
- a. Complies with the requirements of the applicable zoning district.
    - ♦ Use and density are consistent with the intent, purpose, and policies of the applicable Preferred Land use classification.
    - ♦ 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.
    - ♦ Does not diminish property values in the surrounding neighborhood.
    - ♦ Provides assurance of continuing maintenance.
    - ♦ Addresses parking and site layout requirements.
- LU 11. Where a proposed development is found to be inconsistent with comprehensive plan policies, an applicant shall be advised they may petition for a revision to the comprehensive plan or the Preferred Land Use map.
- LU 12. Home-based business shall maintain the following characteristics:
- a. They are conducted in a Preferred Land Use Management Area where such use is allowed.
  - b. They maintain compliance with the specific requirements of any applicable zoning ordinance.
-

- 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.

LU 12. 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.

LU 13. The Town shall assess the need for a Town ordinance regulating the storage of non-functioning vehicles, junk, scrap and related “eye sores”.

LU 14. The Town shall ensure existing land use activities currently in the Town are “grand-fathered” into any new regulatory practice.

### 8.13 Land Use Programs

For descriptions of land use programs potentially available to the community, refer to the *Land Use* element of the *Burnett County Inventory and Trends Report*.

#### **Additional Programs**

The following Burnett County programs are identified here, because implementation of the Town of Sand Lake’s land use plan will require continued cooperation with the county. Revisions to the county zoning and land division ordinances are a likely outgrowth of the comprehensive planning process, which has also been identified as an intergovernmental cooperation opportunity in Section 7.4. Tracking development density over time, as is suggested in the Future Land Use Management Areas, will require cooperation with county land information systems.

#### Burnett County Zoning Department

The Burnett County Zoning Department provides zoning administration, issues zoning and land use permits, and houses information and maps of zoning districts, floodplains, shorelands, and wetlands. The Zoning Department issues all Sanitary Permits for the county and inspects all systems for compliance with state codes. The department also administers the Wisconsin Fund Grant Program which provides funding assistance for failing private sanitary systems. It also enforces a Subdivision Ordinance which regulates division of land parcels.

#### Burnett County Land Information Office

The Land Information Office was established within the Property Listing Office and is under the direction of the Land Information Office Coordinator. The coordinator's responsibilities include assuring the efficient integration of the land information system and the cooperation between federal and state Agencies, local governmental units, county departments, public and private utilities and the private sector.

## 9. Implementation

### 9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Sand Lake's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local 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 which 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. Recommended actions have been identified in the following four 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 *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**

##### Priority (Short Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element).  
Responsible Party: Plan Commission  
Timing: November 2009 – February, 2010
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).  
Responsible Party: Town Board  
Timing: February – March, 2010

##### Periodic Actions

1. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element).  
Responsible Party: Plan Commission  
Timing: Annually

2. Task: Conduct a comprehensive plan update (*Implementation* element).  
Responsible Party: Plan Commission, Town Board  
Timing: Every five years  
Consideration: The 2010 census data will be available in 2011. The updated housing and population counts and projections can be applied and planning documents modified based on the new data.

## **Intergovernmental Cooperation Actions**

### Priority (Short Term) Actions

1. Task: Meet with other units of local government to assess/discuss plan review issues, implementation coordination, and consistency requirements (*Intergovernmental Cooperation* element).  
Responsible Party: Town Board  
Timing: 2010/2011 (within one to two years)

### Medium Term Actions

1. Task: Distribute an intergovernmental cooperation update (*Intergovernmental Cooperation* element).  
Responsible Party: Town Board  
Timing: 2012 to 2015 (within three to five years)
2. Task: Review and evaluate existing intergovernmental agreements and services (*Intergovernmental Cooperation* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2012 to 2015 (within three to five years)

### Long Term Actions

1. Task: Work with Burnett County to create a Purchase of Development Rights PDR Program or Donated Easement Program (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2014 (five years or more)

### Periodic Actions

1. Task: Utilize intergovernmental options to provide needed service and facility improvements.  
Responsible Party: Town Board  
Timing: Ongoing

## Ordinance Development and Update Actions

### Short Term Actions

1. Task: Work with Burnett County to modify the zoning ordinance and map toward implementation of the town's comprehensive plan (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element).  
Responsible Party: Plan Commission and Town Board  
Timing: Anticipated late 2010 - 2012
2. Task: Work with Burnett County to modify the county land division ordinance toward implementation of the town's comprehensive plan (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element).  
Responsible Party: Plan Commission and Town Board  
Timing: Anticipated late 2010 - 2012
3. Task: Adopt a driveway ordinance (*Transportation* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2011 (within two years)

### Medium Term Actions

1. Task: Develop a site plan and architectural design review standards. The standards could be guidelines or an ordinance. Related provisions may be developed at the county level which may apply, therefore it is recommended the town work with Burnett County within the construct of the county zoning and land division ordinance updates prior to pursuing this strategy (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2012 to 2014 (within three to five years)

### Long Term Actions

1. Task: Develop an official map (*Transportation* element). The need may not be applicable town-wide; consider designating road corridors for higher density development areas, lakeshore areas, or areas of long term planned development  
Responsible Party: Plan Commission and Town Board  
Timing: 2013-2014
2. Task: Consider development of a historic preservation ordinance (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2015 (five years or more)

### Periodic Actions

1. Task: Update the town road construction specifications (*Transportation* element).  
Responsible Party: Town Board  
Timing: Periodic as needed

## **Strategic Planning Actions**

### Periodic Actions

1. Task: Review land use and density policies for residential development to ensure longer term plan recommendations are coordinated with shorter term market conditions (*Housing* element).  
Responsible Party: Plan Commission  
Timing: Annually
2. Task: Review ordinances and fees for their impacts on town administration and development applicants (*Housing* element).  
Responsible Party: Plan Commission  
Timing: Annually
3. Task: Update the five-year road improvement plan (*Transportation* element).  
Responsible Party: Town Board  
Timing: Annually
4. Task: Pursue funding for transportation improvements (*Transportation* element).  
Responsible Party: Town Board  
Timing: Annually
5. Task: Assess staffing, training, and equipment needs (*Utilities and Community Facilities* element).  
Responsible Party: Town Board  
Timing: Annually
6. Task: Assess building and public facility capacity (*Utilities and Community Facilities* element).  
Responsible Party: Town Board  
Timing: Every five years
7. Task: Maintain an inventory of active farms, feedlots, and manure storage facilities (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Plan Commission  
Timing: As needed

8. Task: Maintain an inventory of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element).

Responsible Party: Plan Commission

Timing: As needed

## 9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the Town of Sand Lake and summarizes recommended changes to each of these ordinance types. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory and Trends Report*. For further detail on the status of each type of implementation ordinance in Burnett County, please refer to Section 9.3 of the *Inventory and Trends Report*.

### Code of Ordinances

#### Current Status

The Town of Sand Lake has not adopted its ordinances as a code of ordinances. The town administers the following ordinances

- ♦ Plan Commission Ordinance
- ♦ Driveway/Road Access

#### Recommended Changes

Follow the statutory procedure for creating a code of ordinances. All existing and future ordinances should be adopted as part of the town's municipal code. The code is easier to manage and more efficient, especially during times of political and administrative succession or transition.

### Zoning

#### Current Status

The Burnett County Zoning Ordinance establishes the county's basic land use, lot size, and building location and height requirements. The Burnett County Zoning Ordinance applies to unincorporated areas of the county in towns that have adopted the ordinance. To date, all towns except the Towns of Blaine, La Follette, Sand Lake, and Wood River have adopted the Burnett County Zoning Ordinance. The Town of Sand Lake's zoning information is displayed on Map 9-1 and Table 9-1.

#### Recommended Changes

Zoning ordinances will be one of the key tools that the Town of Sand Lake will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Burnett County to modify county zoning ordinances for achievement of the town's vision for the future. A more effective zoning ordinance will be utilized to:

- ♦ Promote housing options
- ♦ Preserve agricultural lands and the right to farm

- ◆ Preserve natural resources and cultural resources including rural character
- ◆ Implement the town's site planning policies
- ◆ Better achieve the town's desired development pattern
- ◆ Better manage potentially conflicting land uses.

Table 9-1  
Zoning, Town of Sand Lake

<b>Zoning Classification</b>	<b>Acreage</b>	<b>Percent of Total</b>
A (Exclusive Agriculture District)	0.0	0.0%
A1 (Agriculture--Transition District)	0.0	0.0%
A2 (Agriculture--Residential District)	224.8	3.2%
A4 (AG\Forestry]\Residential District)	0.0	0.0%
AP (Airport District)	0.0	0.0%
C1 (Commercial District)	0.0	0.0%
F1 (Forestry District)	3.5	0.0%
I1 (Industrial District)	0.0	0.0%
PUD (Planned Unit Development)	0.0	0.0%
RR1 (Residential Recreational District #1)	0.1	0.0%
RR2 (Residential Recreational District #2)	0.0	0.0%
RR3 (Residential Recreational District #3)	0.1	0.0%
W1 (Resource Conservation District)	6,848.7	96.8%
Shoreland Zoning*	9,548.2	
<b>TOTAL ZONED LAND**</b>	<b>7,077.3</b>	<b>100.0%</b>
<b>TOTAL TOWN LAND</b>	<b>23,146.6</b>	

\* Shoreland zoning is not counted in the total as it overlays the underlying zoning.

\*\*Does not include unzoned land, tribal land, surface water, or roads.

Source: Burnett County

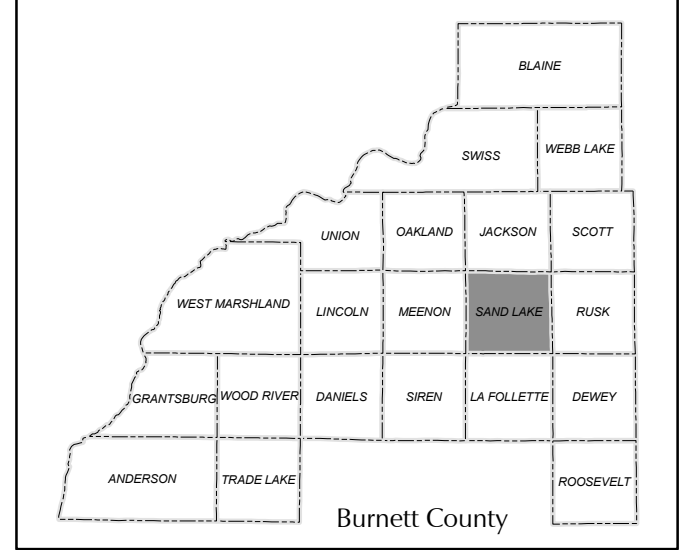


# MAP 9 - 1

## EXISTING LAND USE REGULATIONS

### TOWN OF SAND LAKE

Burnett County,  
Wisconsin

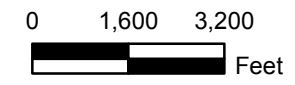


**Legend**

<b>Base Layers</b>	<b>Zoning Districts</b>
<ul style="list-style-type: none"> <li>State Highway</li> <li>County Highway</li> <li>Town Road</li> <li>Rivers</li> <li>Lakes</li> <li>Wetlands</li> <li>PLSS Sections</li> <li>Village Boundary</li> <li>Town Boundary</li> <li>County Boundary</li> <li>Extra Territorial Plat Review Jurisdiction</li> </ul>	<ul style="list-style-type: none"> <li>A (Exclusive Agriculture District)</li> <li>A-1 (Agriculture - Transition District)</li> <li>A-2 (Agriculture - Residential District)</li> <li>A-4 (AG\Forestry\Residential District)</li> <li>AP (Airport District)</li> <li>C-1 (Commercial District)</li> <li>F-1 (Forestry District)</li> <li>I-1 (Industrial District)</li> <li>PUD (Planned Unit Development)</li> <li>RR1 (Residential Recreational District #1)</li> <li>RR2 (Residential Recreation District #2)</li> <li>RR3 (Residential Recreation District #3)</li> <li>W1 (Resource Conservation District)</li> <li>No Zoning</li> </ul>

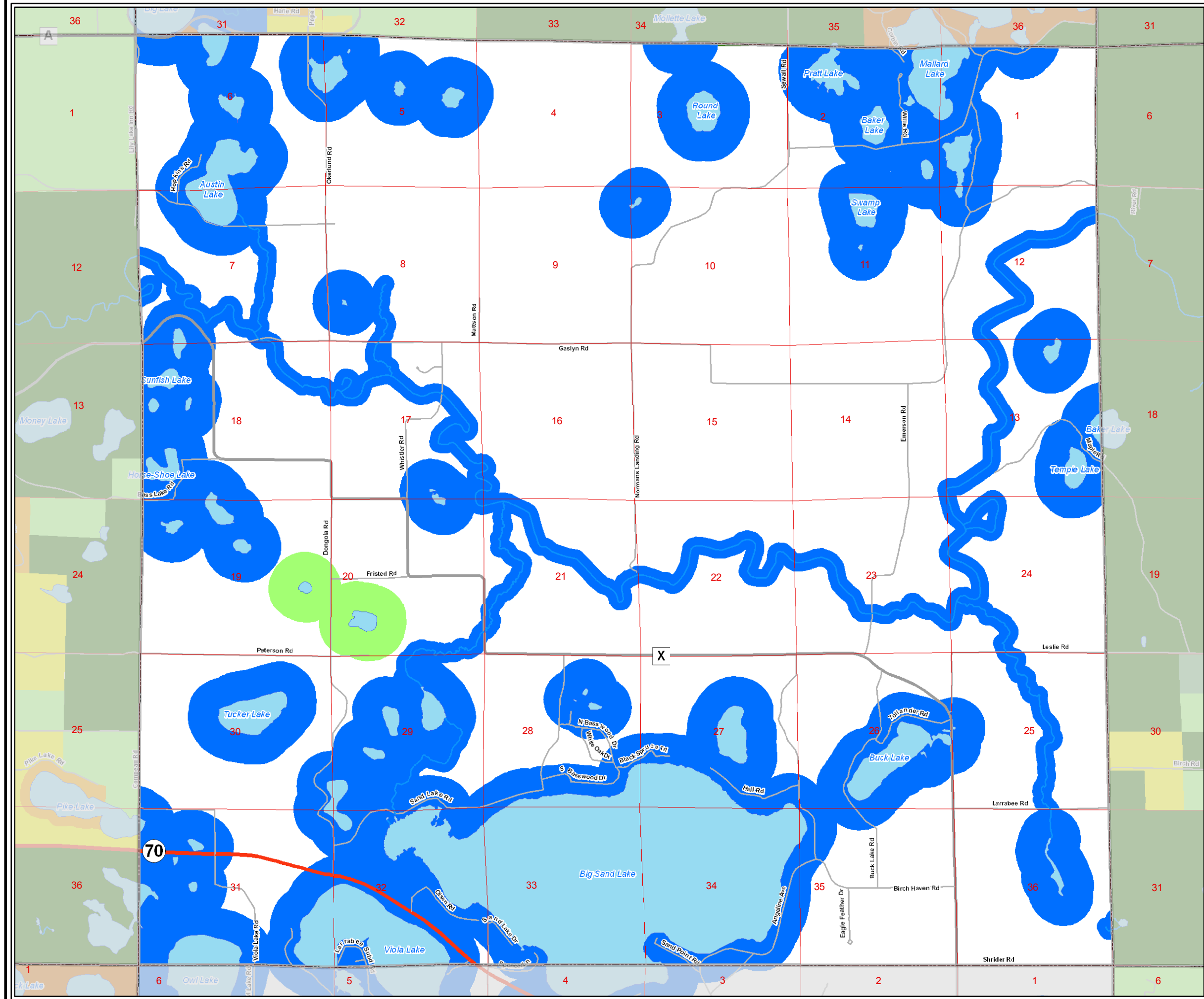
This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Wisconsin DOT and Burnett Co Land Information Office



**Foth**  
Foth Infrastructure & Environment, LLC

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December 10, 2009 Drawn by: DAT Checked by: JDW



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On a fundamental level, the town will need to work with Burnett County to amend or create new zoning districts and to revise the town zoning map. This will help implement the town's preferred land uses and densities as established under the Future Land Use Management Areas. Coordination will be necessary between the towns in Burnett County as efficiency and cost management will be primary considerations at the county level.

Figure 9-2  
County Zoning Coordination Evaluation Criteria

<i><b>Zoning Draft Development: Coordination and Evaluation Criteria Critical to County/Town Mutual Benefits</b></i>	
<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

Burnett County and all towns under county zoning or considering adopting zoning administered through Burnett County will need to consider the evaluation criteria as represented in Figure 9-2. 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 coordination 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, 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.

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

In addition to the revision of the basic zoning districts and map, the town hopes to employ several tools to help review and coordinate development including the following:

- ♦ Development review standards and processes
- ♦ Conditional use review criteria
- ♦ Site planning regulations (further detailed under *Land Division Regulations* below)

Proposed modifications to the County Zoning Ordinance should also include provisions for impacts assessment. Land divisions, conditional uses, and other substantial development projects should be required to include an assessment of potential transportation, natural resource, and cost of community service impacts. The level of impacts assessment required should be reasonable and proportional to the intensity of the proposed development. In addition to requesting developers and permit applicants to provide an assessment of these potential impacts, the town should request that multiple site development alternatives are provided as part of the development review process.

## **Land Division Regulations**

### Current Status

The Burnett County Subdivision Ordinance applies to the town and requires county approval of land divisions that result in the creation of one or more parcels of five acres or less in size. Refer to Section 9.3 of the *Inventory and Trends Report* for details on existing county ordinances.

### Recommended Changes

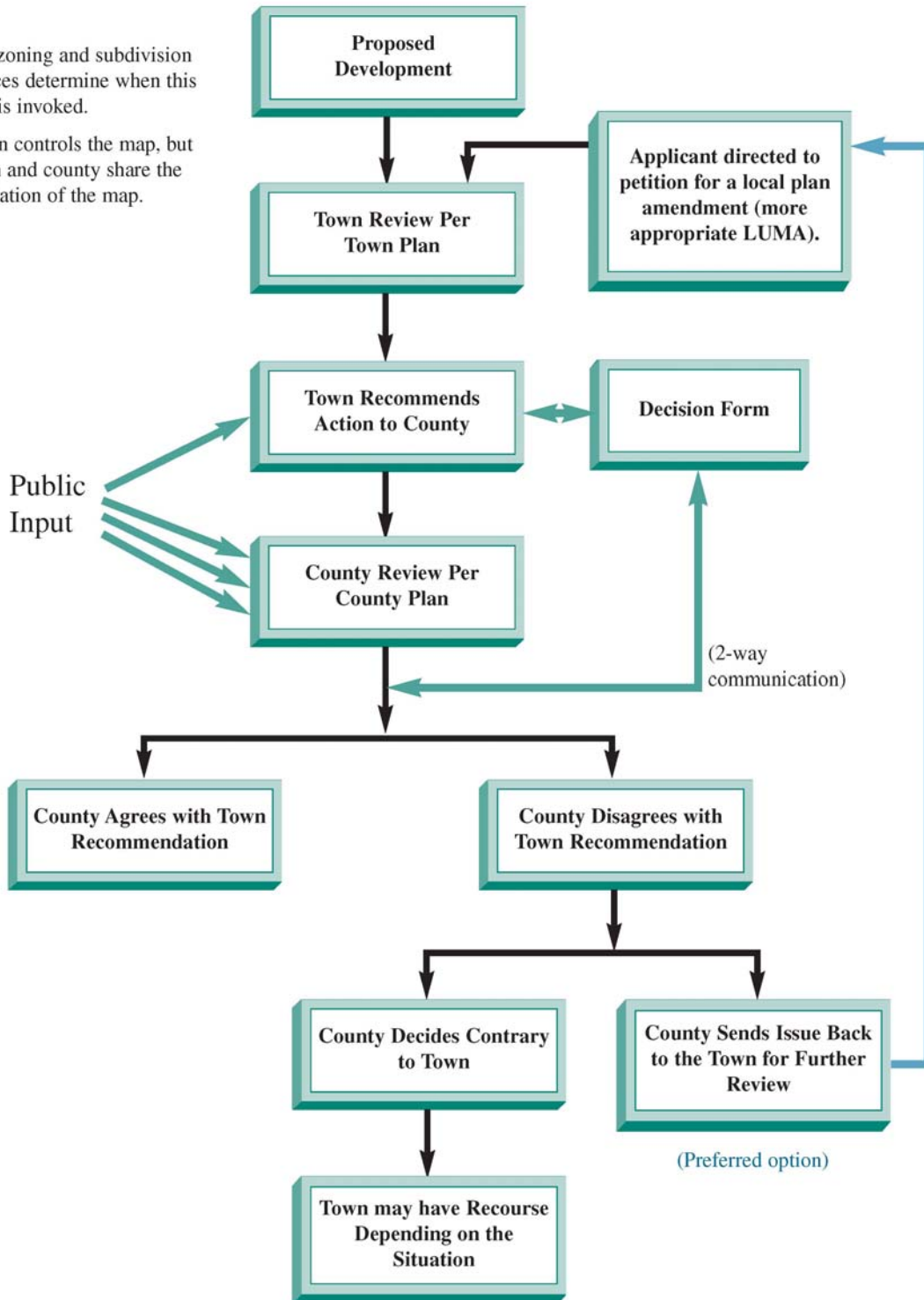
Land division ordinances will be another key tool that the Town of Sand Lake will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Burnett County to modify the County Subdivision Ordinance for achievement of the town's vision for the future. Similar to the Zoning Ordinance, the town and county must cooperate and coordinate the proposed modifications in accordance with Figure 9-2 to seek the win-win solutions that benefit both parties without negative impact to administration. However, should this approach fall short in implementing the town's plan, the town would consider adopting a local ordinance.

Figure 9-3  
Burnett County Comprehensive Planning 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.



In order to better manage new town roads or other public infrastructure dedications associated with new development, the town should improve subdivision ordinance provisions for the execution of development agreements. A standard development agreement should be assembled that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.

In accordance with Figure 9-3, clear communication between the town and the county is paramount if a shared development review process is to work correctly. It is important to note that the county zoning and subdivision ordinances determine when this process is invoked as the ordinances are administered by Burnett County.

Opportunities for town involvement occur when proposed land uses or land developments require a 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, town decisions should be documented and copied to the county. County decisions should be documented in this same manner and copied to the applicable towns. This process tool gets both units of government using their plans and speaking the same language.

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 more difficult challenge winning against the unit of government if the reasoning for a decision is clearly documented and connected to comprehensive plan policies.

## **Site Plan and Design Review**

### Current Status

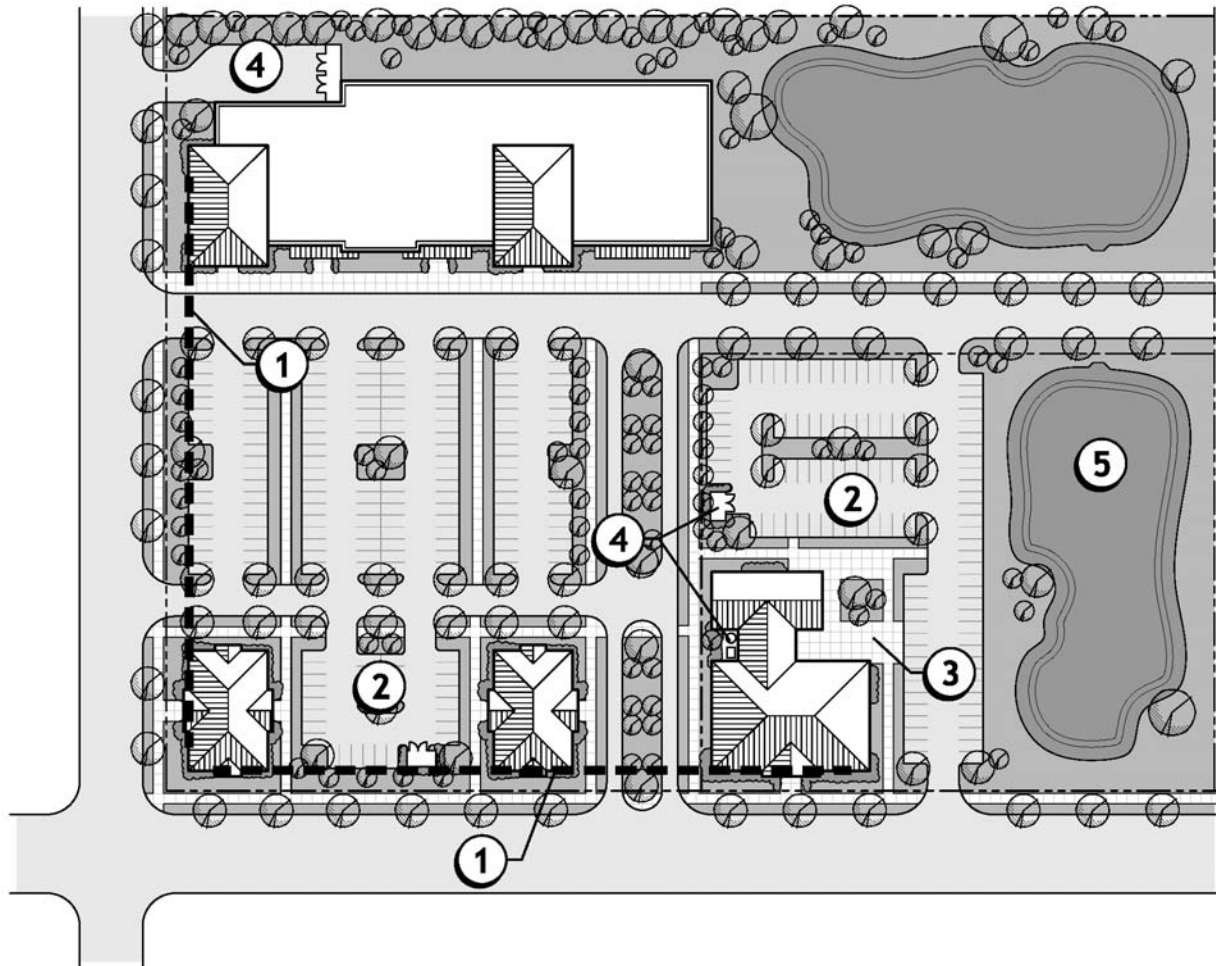
Site plan and design review standards are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances. Site design refers to the overall layout of the site and the relationship of major features such as buildings, streets, parking and supporting elements.

### Recommended Changes

The town does intend to review development applications in conjunction with the Plan Commission. Site planning is not intended to be invasive to the applicant, but is intended to allow the town to manage growth in conjunction with property owners to accomplish town goals. Similar to the zoning and land division ordinance discussions, it is anticipated Burnett County will incorporate basic site design requirements and standards as part of the county code, especially for proposed commercial, industrial, institutional, and multi-family residential developments. This will likely be a cooperative effort with Burnett County, the

surrounding towns, and possibly with incorporated communities as well. Site plan and design review requirements may address the desired characteristics of building layout and architecture, park areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. The example denoted in Figure 9-4 represents a sample of potential considerations associated with site review.

Figure 9-4  
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 9-4 represents a sample of what the town/county might assess 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 9-4 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**

### Current Status

An official map is not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

### Recommended Changes

Area development planning and site planning will be used to encourage coordinated planning between development sites, but the need for an official map may also develop over the planning period. The town should monitor the need to develop an official map that designates planned, future rights-of-way for roads and utilities in areas of expected growth.

## **Sign Regulations**

### Current Status

Sign regulations are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

### Recommended Changes

No specific recommendations regarding sign regulations have been identified, however, sign placement and design could be addressed by a site plan and design review ordinance, if adopted.

## **Erosion Control and Stormwater Management**

### Current Status

Erosion control and stormwater management ordinances are not currently administered by the town. Erosion control and stormwater management are addressed by the Burnett County Zoning, Subdivision, Shoreland Zoning, and Non-Metallic Mining Reclamation Ordinances, which are in effect in the Town of Sand Lake. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

### Recommended Changes

Development proposals will be required to address stormwater management, construction site erosion control, and potential increased risk of flooding in accordance with existing state and county standards.

## **Historic Preservation**

### Current Status

Historic preservation ordinances are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

#### Recommended Changes

The town supports efforts to map and develop a database of historic and archeological sites and to conduct a community survey of historical and archeological resources.

### **Building, Housing, and Mechanical Codes**

#### Current Status

Building, housing, and mechanical codes are not currently administered by the town. Refer to Section 9.3 of the Inventory and Trends Report for details on related, Waupaca County ordinances.

#### Recommended Changes

No specific recommendations have been brought forward in regard to creating building, housing, and mechanical codes.

### **Sanitary Codes**

#### Current Status

The Burnett County Sanitary Ordinance applies to the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Burnett County ordinances.

#### Recommended Changes

- ♦ No specific changes to sanitary codes are recommended at this time, but the town should continue to work with Burnett County for the regulation of POWTS.

### **Driveway and Access Controls**

#### Current Status

Driveway and access controls are currently administered by the town.

### **Road Construction Specifications**

#### Current Status

Road construction specifications are currently administered by the town. .

## **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 to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood 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 *Town of Sand Lake Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ♦ Assess the availability of land for residential development (*Housing* element).
- ♦ Review ordinances and fees for their impacts on housing (*Housing* element).
- ♦ Pursue funding for needed transportation facilities (*Transportation* element).
- ♦ Utilize intergovernmental efficiencies to provide services and facilities (*Utilities and Community Facilities* element).
- ♦ Assess service and capacity needs including town buildings, staffing, and equipment (*Utilities and Community Facilities* element).
- ♦ Maintain the map and database of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element).
- ♦ Work with the County on the purchase of development rights and/or a donated easement program (*Agricultural, Natural, and Cultural Resources* element).
- ♦ Support and participate in educational and training programs with local industry, schools, and government (*Economic Development* element).
- ♦ Meet with other units of government (*Intergovernmental Cooperation* element).
- ♦ Review and update the comprehensive plan (*Implementation* element).

## 9.4 Comprehensive Plan Amendments and Updates

### Adoption and Amendments

The Town of Sand Lake 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 community 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 town 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 town'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 Town Board and for the Town Board to respond to such comments.

- ♦ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. 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 Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every Village, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town 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 town 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 Town 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.

## 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.

## 9.5 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 the Town of Sand Lake in the light of overall implementation strategies. The following implementation strategies were available for consideration.

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**Housing**

1. Create a range of housing options
2. Create opportunities for siting of 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 bicycle and pedestrian options

**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 an overall pattern of growth that is dispersed
5. Create an overall pattern of growth that is clustered
6. Create an overall pattern of growth that is concentrated
7. Preserve the influence of market forces to drive the type and location of development
8. Create a system of development review that prevents land use conflicts
9. Create a system of development review that manages the location and design of non-residential development

These overall strategies are grouped by element, but are associated with goals, objectives, policies and recommendations in multiple elements.

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.

The Town of Sand Lake selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the town's highest priorities for implementation, and areas where the town is willing to take direct implementation responsibility. Each planning element has very detailed goals and objectives that set the course of action, followed and supported by detailed and specific policies and recommendations that enable the goal fulfillment. The goals, objectives, policies and recommendations represent the selected strategies the town felt were important enough to focus on over the planning period.

### **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 *Town of Sand Lake 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 statements of community values, 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 town 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. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Sand Lake Year 2030 Comprehensive Plan*.

## **9.6 Measurement of Plan Progress**

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community 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 community must determine if the policy has met the intended purpose. For example, the Town of Sand Lake has established a Transportation element policy that states, “Dead-end roads and cul-de-sacs shall be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways.” To determine whether the policy is achieving the community’s intention a “measure” must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan’s adoption, and how many of those were necessitated by the site conditions. 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 Plan Commission and results reported to the governing body and the public.

## 9.7 Implementation Goals and Objectives

Community 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 community. 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 1: Promote integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the Town of Sand Lake.***

***Objectives:***

- A. Update and/or revise as needed the comprehensive plan on a regular schedule (at least every 5 years) to ensure that the plan remains a useful guide.
- B. Require that administration, enforcement, and implementation of land use regulations are consistent with the town comprehensive plan, where applicable.
- C. Develop and update as needed an “Action Plan” as a mechanism to assist the Town Board to bring implementation tools into compliance with the comprehensive plan.

***Goal 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 town.
- B. Maintain an implementation tool development review process whereby all interested parties are afforded an opportunity to influence the outcome.



- C. Consider a land use (agricultural, industrial, commercial, and residential) development review process whereby all interested parties are afforded an opportunity to influence the outcome.

## 9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 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 town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies and Recommendations**

- I 1. The Town shall maintain the comprehensive plan as an effective tool for the guidance of Town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements.
- I 2. The Town shall appoint a Plan Commission to assist the Town Board with land use policy and decisions.
- I 3. Town 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.
- I 4. The Town shall maintain a review process whereby all interested parties are afforded an opportunity to influence the outcome.
- I 5. The Implementation plan located within the comprehensive plan will be updated when tasks are accomplished and new items will be added when appropriate.
- I 6. The Town shall review the comprehensive plan annually 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.

- I 7. The Town shall revise or amend its comprehensive plan no more than two (2) times per year.
- I 8. The Town Planning Commission 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 Town.
- I 9. The Town shall assign an official to monitor State of Wisconsin Comprehensive Planning statutes to ensure that statute changes, additions or deletions are appropriately accounted for with respect to the community comprehensive plan.

# Appendix A

## Public Participation Plan and Survey Results

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Town Adopted Public Participation Plan to be Inserted Here

Town Survey Results to be Inserted Here

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## **BURNETT COUNTY COMPREHENSIVE PLANNING PUBLIC OPINION SURVEY**

### *Town of Sand Lake*

*During the summer of 2009, the Survey Research Center (SRC) at the University of Wisconsin – River Falls sent comprehensive planning public opinion surveys to 139 residents and property owners in the Town of Sand Lake. A total of 44 questionnaires were returned for a return rate of 32 percent. This number of returned surveys will provide estimates that are expected to be accurate to within plus or minus 14 percent.*

**1. Mark the three (3) most important reasons you and your family choose to live in Burnett County:  
(Mark (•) three only)**

0%	Agriculture	0%	Community services and facilities	2%	Health care services
0%	Quality schools	11%	Near job/employment opportunities	30%	Near family and friends
16%	Cost of home	52%	Recreational opportunities	9%	Low property taxes
9%	Low crime rate	36%	Small town atmosphere/rural lifestyle	7%	Quality neighborhood
45%	Natural beauty	27%	Proximity to Twin Cities	18%	Other:

**2. Rate the quality of the following services and facilities:**

	Excellent	Good	Fair	Poor	No Opinion
a. County parks	7%	42%	16%	5%	30%
b. County public health services	2%	26%	16%	9%	47%
c. County road maintenance	0%	40%	51%	5%	5%
d. County recycling programs	0%	40%	19%	16%	26%
e. County zoning code enforcement	5%	30%	21%	19%	26%
f. County building code enforcement	2%	35%	23%	14%	26%
g. County nuisance ordinance enforcement	0%	21%	21%	21%	36%
h. Emergency dispatch service (911)	16%	30%	16%	2%	35%
i. Police protection/law enforcement	9%	53%	16%	2%	19%
j. Fire protection	21%	37%	14%	5%	23%
k. Public libraries	2%	36%	21%	10%	31%
l. Local public school system	5%	37%	16%	5%	37%
m. Wireless telecommunication service	5%	12%	26%	30%	28%
n. Local Town/Village hall	2%	26%	37%	9%	26%
o. Local Town/Village road maintenance	5%	33%	44%	7%	12%

**3. How would you rate the overall quality of life in Burnett County?**

Excellent	Good	Fair	Poor	No Opinion
12%	55%	26%	5%	2%

**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)	32%	39%	30%	14%
b. Paying for public services (e.g. police protection)	18%	27%	48%	16%

**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.	9%	60%	12%	2%	16%
b. Community services (schools, police, fire, etc.) should be provided jointly by communities if money can be saved & service quality is maintained.	33%	58%	2%	5%	2%
c. My community should coordinate with the county and neighboring communities to plan for an aging population's housing needs.	19%	60%	12%	0%	10%
d. Burnett County communities should pool resources to attract/retain companies that will create jobs.	40%	47%	7%	5%	2%
e. It is important to support the preservation of productive agricultural land in my community.	29%	52%	12%	0%	7%
f. There is too much farmland being converted to non-farm uses in my community.	14%	14%	43%	10%	19%
g. Ag uses should be restricted close to residences.	0%	21%	40%	19%	19%
h. New residential development should be located away from agricultural operations.	7%	38%	31%	2%	21%
i. Identifying and protecting historical sites and structures is important to me.	26%	49%	12%	2%	12%
j. Additional use of roads for motorized all-terrain vehicles (ATVs) is needed in my community.	14%	19%	21%	42%	5%
k. ATV infrastructure (trails, signage, maintenance, etc.) should be funded through user fees.	51%	42%	5%	2%	0%

**6. Assume that you are in charge of allocating the county budget:**

	There is a <u>\$100 surplus</u> . Distribute it among the following:	There is a <u>\$100 deficit</u> . Balance the budget by cutting it from the following:
a. Emergency services (police, fire, ambulance)	\$17	\$4
b. Recreation (trail development/maintenance, boat landings, parks, etc.)	\$8	\$18
c. Environment (aquatic invasive species protection, shoreline preservation, etc.)	\$7	\$20
d. Social services	\$8	\$13
e. Economic development	\$8	\$15
f. Roads and bridges	\$11	\$9
g. Education	\$17	\$12
h. Taxes	\$24 (decrease)	\$7 (increase)
<b>Total = must add to 100</b>	<b>\$100</b>	<b>\$100</b>

**7. 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
53%	30%	18%



**8. 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
37%	15%	49%	0%

**9. 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
73%	10%	8%	10%

**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? (Mark (•) all that apply)**

48%	Restaurants and cocktail lounges	50%	Bed and Breakfasts	25%	Hotels/motels
55%	Sporting goods and bait sales	55%	Resorts	48%	Marinas
16%	None of the above are appropriate	0%	Other		

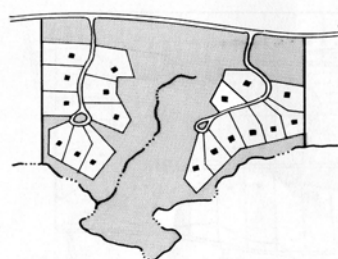
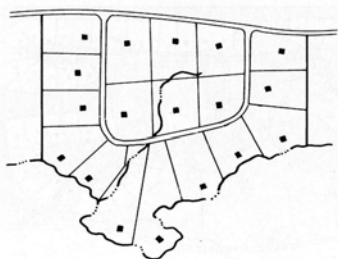
**11. Seasonal residents are those that have their primary residence outside of Burnett County, but have a secondary residence within the County. In some cases, these residences are rented out on a short-term basis when not occupied by the owner. Please provide your opinion on the following conditions 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	48%	38%	5%	5%	5%
b. Neighbors should have access to owner contact information	19%	45%	17%	12%	7%
c. Noise limits on outdoor use of the property should be imposed (late hours)	31%	48%	17%	2%	2%
d. Landscaping along side property lines should be required	13%	25%	30%	15%	18%
e. Reference checks of prospective renters should be required	24%	33%	21%	2%	19%
f. Short-term rental of residential units should not be allowed	14%	12%	36%	14%	24%

**12. 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:**

34% Option A

66% Option B








**13. 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	29%	32%	15%	15%	10%
b. Forest land	29%	32%	17%	12%	10%
c. Rural open space	29%	32%	17%	12%	10%
d. Natural and environmental features	36%	38%	7%	12%	7%

**14. 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	18%	25%	33%	5%	10%	10%
b. Commercial, retail, and services	24%	32%	24%	5%	7%	7%
c. Health care services	30%	38%	18%	8%	3%	5%
d. Industrial and manufacturing development	39%	29%	12%	10%	5%	5%
e. Downtown development – “Main Street”	26%	28%	26%	8%	5%	8%
f. Home based businesses	17%	14%	31%	17%	7%	14%
g. Tourism and recreation	31%	21%	24%	10%	12%	2%
h. Tech related businesses (e.g. biotech, computers)	29%	27%	24%	5%	7%	7%

**15. 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.**

<i>(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)</i>	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
							
	↓	↓	↓	↓	↓	↓	↓
a. <b>Ag areas</b> - farming will be preserved & expanded long-term	8%	19%	6%	19%	31%	6%	11%
b. <b>Forest areas</b> -managed & harvested long-term	8%	11%	17%	22%	25%	3%	14%
c. <b>Other rural areas</b>	6%	33%	25%	11%	8%	0%	17%

d. Please provide any additional comments you have about residential density issues:

**16. As development occurs over time in Burnett County, the most important things to preserve are:  
(Mark (•) up to three)**

27%	Agriculture	55%	Large areas of contiguous forests	39%	Lakefront access
73%	Water Quality	32%	Views of the natural environment	50%	Wildlife habitat
2%	None	0%	Other		

**17. How much would you be willing to pay annually to help preserve your selections in Question 16?**

23%	\$0	8%	\$10	28%	\$50
3%	\$5	23%	\$20	18%	Other

**18. What are your two (2) preferred methods of receiving information from Burnett County?  
(Mark (•) two only):**

Direct Mailing	Newsletters	Newspaper Articles	Radio	Website	Other
50%	36%	25%	14%	27%	9%

**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
13%	7%	20%	27%	27%	7%	0%

**DEMOGRAPHICS:** Please tell us some things about you:

19. Gender:	Male	Female	20. Age:	18-24	25-34	35-44	45-54	55-64	65+
	74%	26%		0%	2%	9%	23%	30%	35%
21. Highest level of formal education:	High school or less		Some college	2-year college degree	4-year college degree	Grad/Professional degree			
	25%		23%	13%	25%	15%			
22. 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		
	3%		14%	27%	22%	19%	16%		

**23. Which of the following describes your residential status in Burnett County?**

Full-time	Seasonal (primary residence outside Burnett County)	Non-resident
55%	38%	7%

**24. 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
0%	9%	9%	12%	12%	58%

**25. Total acres owned in Burnett County:**

Less than 1 acre	1 – 5 acres	6 – 10 acres	11 – 20 acres	21 – 40 acres	40+ acres
9%	40%	7%	5%	7%	33%

**26. If your residence within Burnett County is used seasonally:**

a. How many months each year is it generally used?

4% Less than 1 month  
0% 1 month  
7% 2 months  
7% 3 months  
0% 4 months  
29% 5 or more months  
54% Residence is not seasonal

b. When occupied, how many people generally use the residence at any given time?

6% 1  
32% 2  
10% 3  
10% 4  
0% 5  
6% 6 or more  
35% Residence is not seasonal

**27. Location of residence or land within Burnett County: (Mark (•) one only)**

0% Anderson (Town)	0% Jackson (Town)	0% Rusk (Town)	0% Trade Lake (Town)
0% Blaine (Town)	0% La Follette (Town)	100% Sand Lake (Town)	0% Union (Town)
0% Daniels (Town)	0% Lincoln (Town)	0% Scott (Town)	0% Webb Lake (Town)
0% Dewey (Town)	0% Meenon (Town)	0% Siren (Town)	0% Webster (Village)
0% Grantsburg (Town)	0% Oakland (Town)	0% Siren (Village)	0% West Marshland (Town)
0% Grantsburg (Village)	0% Roosevelt (Town)	0% Swiss (Town)	0% Wood River (Town)

**28. My residence within Burnett County is: (Mark (•) one only)**

2% Within a village	14% A rural hobby farm residence (not primary source income)
50% A shoreline residence	5% A rural farm residence
27% 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?**

**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