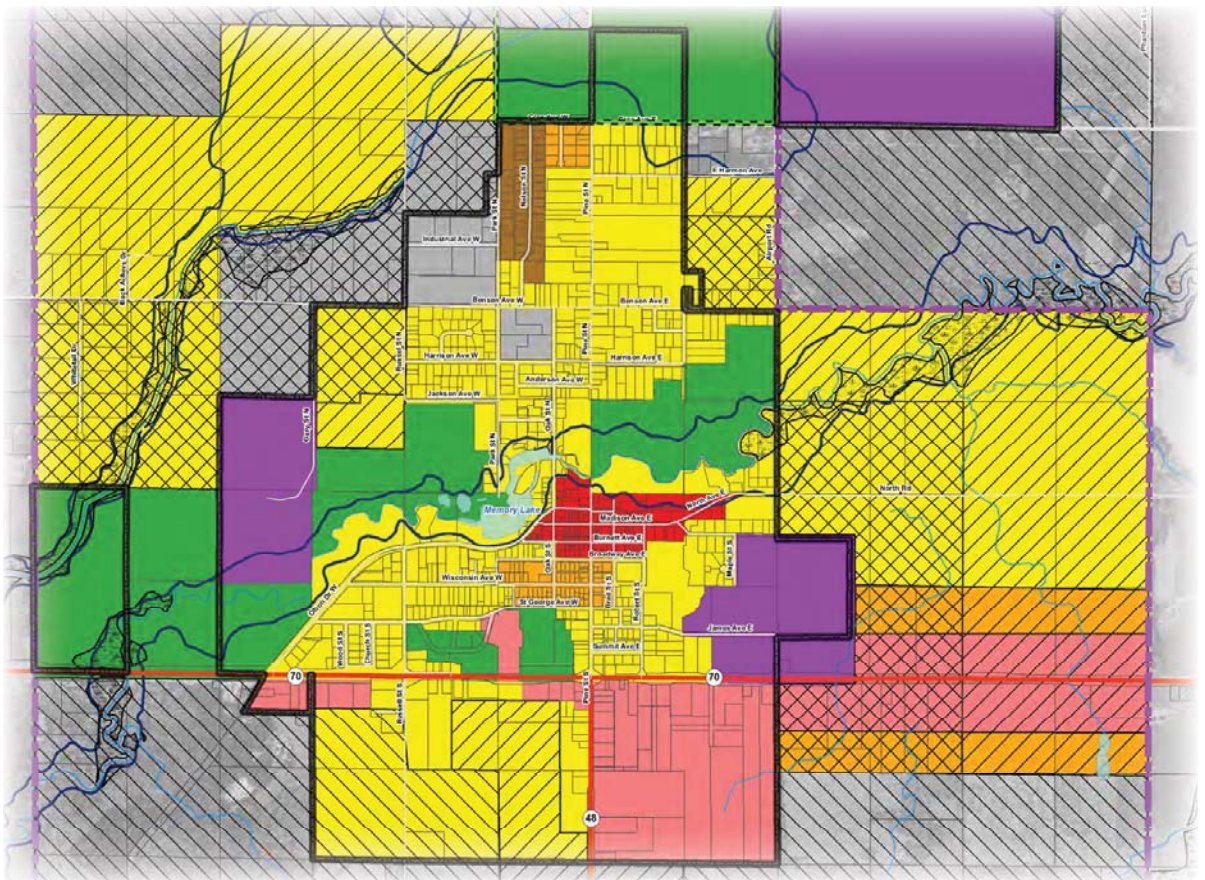




# Village of Grantsburg - Year 2030 Comprehensive Plan

Village of Grantsburg  
Burnett County, WI

May 2010



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Resolution No. PC10-01

**RECOMMENDATION OF THE PLAN COMMISSION  
TO ADOPT THE VILLAGE OF GRANTSBURG YEAR 2030 COMPREHENSIVE PLAN**

WHEREAS, pursuant to sections 62.23(2) and (3), Wisconsin Statutes, for cities, villages, and those towns exercising village powers under section 60.22(3), the Village of Grantsburg is authorized to prepare and adopt a comprehensive plan consistent with the content and procedure requirements in sections 66.1001(1)(a), 66.1001(2), and 66.1001(4); and

WHEREAS, the *Village of Grantsburg Year 2030 Comprehensive Plan* consists of two documents (attached hereto): the "Plan Recommendations Report," and the "Inventory and Trends Report;" and

WHEREAS, a Plan Commission was established by the Village Board and participated in the production of *Village of Grantsburg Year 2030 Comprehensive Plan* in conjunction with a multi-jurisdictional planning effort to prepare the *Burnett County Year 2030 Comprehensive Plan*; and

WHEREAS, numerous forums for public participation have been provided including public informational meetings, open Plan Commission meetings, public opinion surveys, news releases, newsletters, and a planning process web site.

NOW, THEREFORE, BE IT RESOLVED, that the Village of Grantsburg Plan Commission hereby recommends that the "Recommended Plan" of the *Village of Grantsburg Year 2030 Comprehensive Plan* and plan adoption ordinance are filed with the governmental units specified under section 66.1001(4)(b) and (c), and are discussed at a public hearing required under section 66.1001(4)(d); and

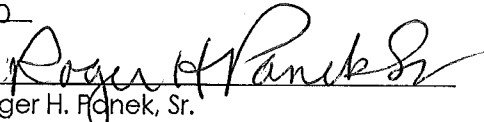
BE IT FURTHER RESOLVED, that the Village of Grantsburg Plan Commission hereby recommends that, subject to the public hearing on the "Recommended Plan" and incorporation of plan revisions deemed necessary as a result of the public hearing or comments received from governmental units with which the plan was filed, the Village Board adopt the *Village of Grantsburg Year 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 1<sup>ST</sup> day of March, 2010.

Motion for adoption moved by: Dennis Allaman

Motion for adoption seconded by: Jim Evrard

Voting Aye: 6 Voting Nay: 0

  
\_\_\_\_\_  
Roger H. Panek, Sr.  
Village President/Plan Commission Chair

ATTEST:

  
\_\_\_\_\_  
Jennifer Zeller, Clerk

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**Ordinance No. 10-01**

**AN ORDINANCE TO ADOPT THE VILLAGE OF GRANTSBURG Year 2030 COMPREHENSIVE PLAN**

The Village Board of the Village of Grantsburg, Burnett County, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3), Wisconsin Statutes, the Village of Grantsburg is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2), Wisconsin Statutes.

SECTION 2. The Village Board of the Village of Grantsburg has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a), Wisconsin Statutes.

SECTION 3. The Village of Grantsburg Plan Commission, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of the document entitled "*Village of Grantsburg Year 2030 Comprehensive Plan*" containing all of the elements specified in section 66.1001(2), Wisconsin Statutes.

SECTION 4. The Village of Grantsburg has provided numerous opportunities for public involvement in accordance with the Public Participation and Education Plan adopted by the Village Board and Burnett County Board including public informational meetings, open Plan Commission/Committee meetings, public opinion surveys, news releases, newsletters, and a planning process web site. A public hearing was held on April 27, 2010, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

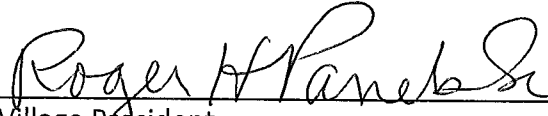
SECTION 5. The Village Board of the Village of Grantsburg does, by the enactment of this ordinance, formally adopt the two documents composing the "*Village of Grantsburg Year 2030 Comprehensive Plan*" (including the "Plan Recommendations Report" and the "Inventory and Trends Report") pursuant to Section 66.1001(4)(c), Wisconsin Statutes.


SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication/posting as required by law.

ADOPTED this 27<sup>th</sup> day of April, 2010.

Voting Aye: 6                      Voting Nay: 1

Published/Posted on: May 5, 2010.

  
Village President

Attest:  
  
Village Clerk

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# Village of Grantsburg

## Year 2030 Comprehensive Plan

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### **Element Abbreviations**

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

# 1 Issues and Opportunities



Courtesy: Burnett County Tourism



# 1. Issues and Opportunities

## 1.1 Introduction

The Village of Grantsburg 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 village'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 *Village of Grantsburg Year 2030 Comprehensive Plan* will guide community decision making in the Village of Grantsburg for the next 20 to 25 years. The village's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the village'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 Village of Grantsburg. Both documents follow the same basic structure by addressing nine comprehensive planning elements as chapters one through nine -

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

Burnett County began a multi-jurisdictional planning effort in 2008 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The Village of Grantsburg joined Burnett County in this effort along with one other village and 11 towns for a total of 13 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 *Village of Grantsburg Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year

2010 if they wish to make certain land use decisions. After the year 2010, any 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 Village of Grantsburg 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 Village of Grantsburg is located in southwest Burnett County. The village covers approximately 1,920 acres, and as of the 2000 census, its population was 1,369. The Village of Grantsburg lies entirely within the Town of Grantsburg in the southwestern quadrant of Burnett County. The village's landscape is typical of small, incorporated communities in that it includes a mix of residential, commercial, industrial, and public spaces, with a characteristic downtown area at the convergence the village's main streets. The major transportation features in the Village of Grantsburg are State Highways 70 and 48/87 as well as County Highway D & F. These transportation corridors, along with the Wood River, are primary features that have shaped the village's development pattern. Modest levels of growth are expected over the next 20 to 25 years, which equate to increases of approximately seven new residents per year and six new homes per year. Future growth is anticipated to include not only residential housing, but also industrial and commercial development and redevelopment.

Public participation during the planning process identified the village's primary concerns and areas to be addressed in the comprehensive plan. Issues identified by the planning committee included determining what future employment opportunities will be available to residents, the additional lack of incentives for business development, and extending sewer and water to all properties within the Village. Opportunities identified included purchasing land north and west of the wastewater treatment plant for industrial development, increasing public participation through small community events, and establishing a bike trail between the Village of Grantsburg and the Gandy Dancer trail.

Village of Grantsburg residents responded to two planning process surveys, and the strongest areas of consensus included the following:

- ◆ Protecting natural resources, including water quality, forestlands and wildlife habitat;
- ◆ Demographic shifts, especially the decreasing number of young people and the increasing number of elderly;
- ◆ Protecting the rural character of the village;
- ◆ Providing good technology infrastructure; and
- ◆ Attracting and retaining businesses to create jobs.

A primary aim of the *Village of Grantsburg Comprehensive Plan* is to maintain and update the regulatory systems for managing growth that are already in place in the village. The updating of ordinances should take priority in the continuing planning effort in order to attract beneficial residential, commercial, and industrial development and redevelopment. A key plan recommendation for achieving this is to adopt a system for evaluating the site and architectural design of new development or redevelopment proposals within the village. This will allow the village to help improve and maintain a high standard of development that will maintain the small town character that its residents want to preserve.

### 1.3 Village of Grantsburg 2030 Vision

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

#### **Issues and Opportunities Goals**

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

Goal 2: Maintain, preserve, and enhance the village's rural atmosphere, natural resources, open spaces, and overall sense of community.

#### **Housing Goals**

Goal 1: To preserve and develop high quality housing areas to satisfy the demand for an adequate number of dwellings of various types and densities.

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

Goal 3: Support housing development that maintains the attractiveness and charm of the Village of Grantsburg.

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

#### **Transportation Goals**

Goal 1: Provide for a safe, efficient, and environmentally sound transportation system which meets anticipated transportation demands for all Village residents through planned land uses.

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

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

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

Goal 1: To maintain an adequate system of public infrastructure and buildings in Grantsburg.

Goal 2: To maintain and improve the Village's park and open space areas.

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

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

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

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

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**

Goal 1: Encourage the efficient management of the Village's natural resources.

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

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

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 village.
- Goal 8: Preserve the Northwoods character as defined by scenic beauty, a variety of landscapes, undeveloped lands, forests, water resources, wildlife, farms, rural and small village atmosphere, buildings integrated with the landscape, and enjoyment of these surroundings.
- Goal 9: Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.
- Goal 10: Strengthen opportunities for youth in the village including youth-oriented activities and facilities and additional job opportunities.

### **Economic Development Goals**

- Goal 1: Attract, retain, and expand quality businesses and industries within the changing economy that will improve the employment and personal income base of the Village.
- Goal 2: Help provide sufficient commercial and industrial lands adjacent to public facilities and transportation services that are cost effective and environmentally compatible.
- Goal 3: Maintain and enhance opportunities for resource based industries and provide opportunity for compatible economic growth and development
- Goal 4: Support the organizational growth of economic development programs in the village and region.
- Goal 5: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.
- Goal 6: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

### **Intergovernmental Cooperation Goals**

- Goal 1: Foster the growth of mutually beneficial intergovernmental relations between the village, county, and other units of government.

### **Land Use Goals**

- Goal 1: Guide the efficient use of land through a unified vision of planned urban growth in recognition of resource limitations and village goals and objectives.
- Goal 2: Plan for a desirable pattern of land use that contributes to the realization of the village's goals and objectives for the future.

## **Implementation Goals**

- Goal 1: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the village.
- Goal 2: Balance appropriate land use regulations and individual property rights with community interests and goals.

### **1.4 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 Village of Grantsburg 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 village'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 *Village of Grantsburg Year 2030 Comprehensive Plan* included several public participation activities. These include a public informational meeting, Plan Commission and Village Board meetings, distribution of recommended and final plan documents, and a public hearing.

#### **Public Informational Meeting**

On March 30, 2010, a public informational meeting was held at the village hall to discuss the draft *Village of Grantsburg Year 2030 Comprehensive Plan*.

#### **Plan Commission and Village Board Action**

On March 1, 2010, the Village of Grantsburg Plan Commission discussed the draft comprehensive plan and passed resolution number PC10-01 recommending approval of the plan to the Village Board. After completion of the public hearing, the Village of Grantsburg Village

Board discussed and adopted the comprehensive plan by passing ordinance number 10-01 on April 27, 2010.

### **Public Hearing**

On April 27, 2010, a public hearing was held on the Village of Grantsburg Year 2030 Comprehensive Plan at the Village Hall. The hearing was preceded by a Class 1 notice and public comments were accepted for 30 days prior to the hearing. There were no comments received during the 30 days prior to the hearing, and no citizens testified during the public hearing.

### **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.

## 1.5 Village of Grantsburg Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues, opportunities, and desires. 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. Desires were defined as aspects of a community that residents want to create, change or preserve in the future. They help define the community's vision for the future by identifying which issues are most important for the community to resolve, and which opportunities are most important to pursue over the long term.

In the first cluster meeting held December 15, 2008, the Village of Grantsburg Plan 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 Village's own 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 Identified  
Village of Grantsburg

| Issues Identified by the Village of Grantsburg   | Votes |
|--|-------|
| <p><b>Economic Development that is Appropriate to the Village of Grantsburg</b><br/>           Economic development of downtown?<br/>           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.</p>  | 25    |
| <p><b>Services</b><br/>           The need for government, private, Lions, Chamber of Commerce, volunteer organizations, Rotary, and youth 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.</p> | 9     |
| <p><b>Demographic Shifts and Its Impacts</b><br/>           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.</p>  | 9     |
| <p><b>Technology Issues</b><br/>           County has good technology infrastructure; leverage technology – wireless, DSL, fiber optics, internet (could be a sub-set of communication).</p>   | 9     |
| <p><b>How to Pay for Them</b><br/>           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 room tax, highway, fees, develop new fee for services.</p>  | 6     |
| <p><b>Youth Issues</b><br/>           Brain drain, Creating opportunities for youth that will keep them in the Village of Grantsburg; lack of opportunities for youth (maybe causing brain-drain), lack of funding for schools, declining enrollments, lack of state funding, etc.</p>   | 6     |

| Issues Identified by the Village of Grantsburg   | Votes |
|--|-------|
| <b>Natural Resources</b>   | 5     |
| <b>Woods/Water/Crex Meadows</b><br>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.  |       |
| <b>Transportation Issues</b>   | 3     |
| 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?).  |       |
| <b>Housing Issues</b>  | 2     |
| Affordability; scattered development.  |       |
| <b>Lakefront Water Issues</b>  | 2     |
| 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.)   |       |
| <b>Maintain the Village of Grantsburg's Northwoods Character/Quality of Life</b>   | 1     |
| 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. |       |
| <b>Skills Development</b>  | 1     |
| 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>Elderly Issues/Services</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.  |       |

**Issues**

- ◆ What will be the future of employment in area.
- ◆ Lack of incentives for business development.
- ◆ Extension of sewer and water systems to all properties within Village.

- ◆ Develop building codes for senior and disabled housing that incorporates universal design standards.
- ◆ Village is somewhat isolated because there is no major highway close by.

## Opportunities

- ◆ Purchase land west of wastewater treatment plan for industrial development.
- ◆ Enhance smaller community events to increase public participation.
- ◆ Keep non-urban lifestyle.
- ◆ Promote development of industrial park through utilization of TIF District Continue utilizing Community Development Block Grant (CDBG) program to improve housing stock.
- ◆ Establish bike trails.
- ◆ Increase tourism.

Participants were then asked to identify community desires. Desire statements were not voted on or prioritized. The following desire statements were identified.

## Desires

### What do you want to change in your community?

- ◆ Employment dependency on only corporations
- ◆ Increase public participation in village activities
- ◆ Attract more businesses to the industrial park

### What do you want to preserve in your community?

- ◆ Improve lake quality
- ◆ Historic and rural setting
- ◆ The small town atmosphere

### What do you want to create in your community?

- ◆ Expansion to industrial park
- ◆ Incentives for business development
- ◆ Broader small business/industrial economic base
- ◆ More opportunities for jobs
- ◆ Improve cultural opportunities

## 1.6 Issues and Opportunities Policies

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the village is concerned about. Policies and recommendations become primary tools the village 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. The village’s policies are stated in the form of position statements (Village Position), directives to the village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

### **Policies and Recommendations**

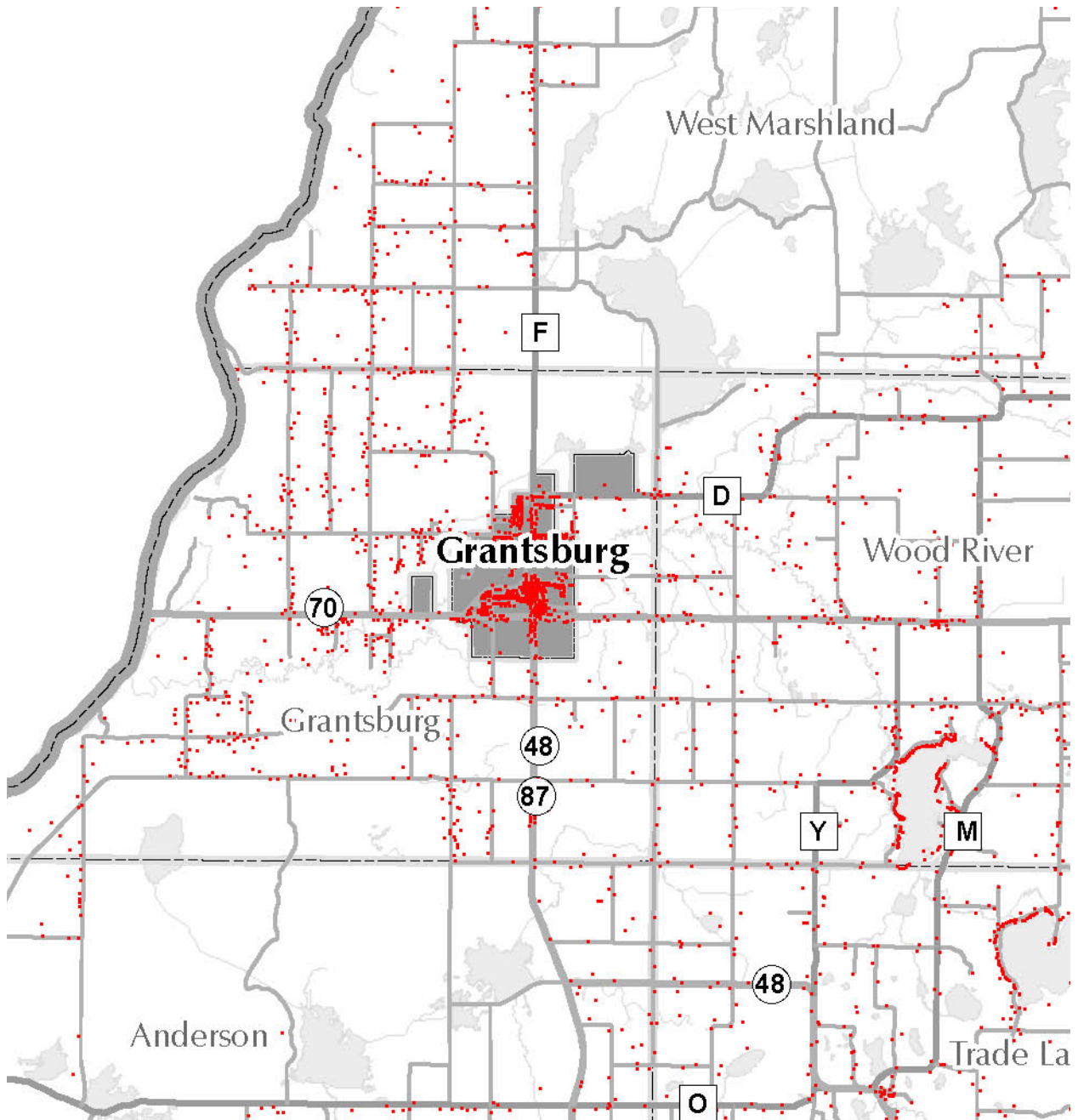
- IO 1. The Village shall conduct business related to land use decision making by utilizing an open public process and by considering its comprehensive plan.
- IO 2. Public participation shall continue to be encouraged for all aspects of Village governance.
- IO 3. Use electronic media to distribute information, advertise meeting, public hearings and other events.
- IO 4. Establish a quarterly newsletter.
- IO 5. Sustainable business practices should be considered and implemented where the Village focuses on the demographic, natural resource, economic, and fiscal sustainability.
- IO 6. Innovative planning or related land use initiatives or ideas will be given full consideration while in Village development review.
- IO 7. Allow for organization or steering group to steer Village growth.

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# 2

## Population and Housing





## 2. Population and Housing

### 2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Village of Grantsburg 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 Village of Grantsburg and Burnett County, please refer to Chapter 2 of the *Inventory and Trends Report*.

Housing in the Village of Grantsburg is fairly diverse, and a variety of housing choices are provided in the community. The surrounding rural areas provide options for single-family homes on larger lots than in the village. The Village of Grantsburg is expecting continued modest levels of population and housing growth, but projections for the village vary depending on the methodology used. A Wisconsin Department of Administration projection for population forecasts an additional 116 people in the village from 2008 to 2030, representing a growth rate of about 8%. Housing growth is difficult to project, and there are some discrepancies between population and housing projections for the village. For purposes of this report, several housing unit forecasts were analyzed and averaged to estimate an additional 4 housing units per year.

Key components of the Village of Grantsburg's plan for population and housing are to create opportunities to develop existing residential areas, to rehabilitate the existing housing stock, to work toward improved housing affordability, and to plan for an adequate supply of elderly housing. The map of Future Land Use (Map 8-2 in the *Land Use* element) identifies the areas that are designated as the best places for future housing both inside and outside the village limits. These areas were selected due to the close proximity of existing utilities and similar land use (i.e., residential development), thus offering the village a reasonable cost for extending those utilities to future residential development.

### 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.

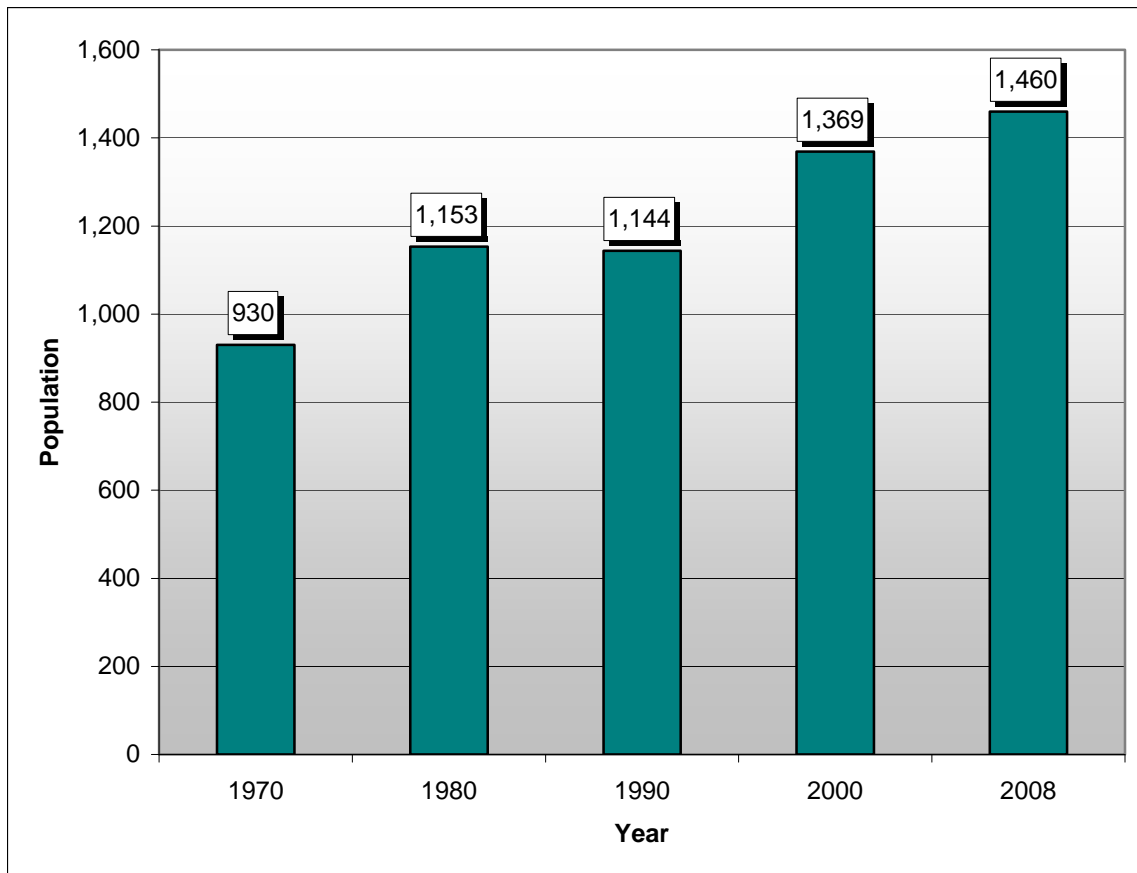
It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller

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 Village of Grantsburg for 1970 through 2000 according to the U.S. Census.

Figure 2-1  
Population, Village of Grantsburg, 1970-2008



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

As displayed in Figure 2-1, the Village of Grantsburg has experienced steady population growth over the 38 year period, from 1970 to 2008. A total of 530 people were added to the population representing an increase of 57% from 1970 to 2000.

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<br>1970 - 1980 | % Change<br>1980 - 1990 | % Change<br>1990 - 2000 | % Change<br>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%                  |

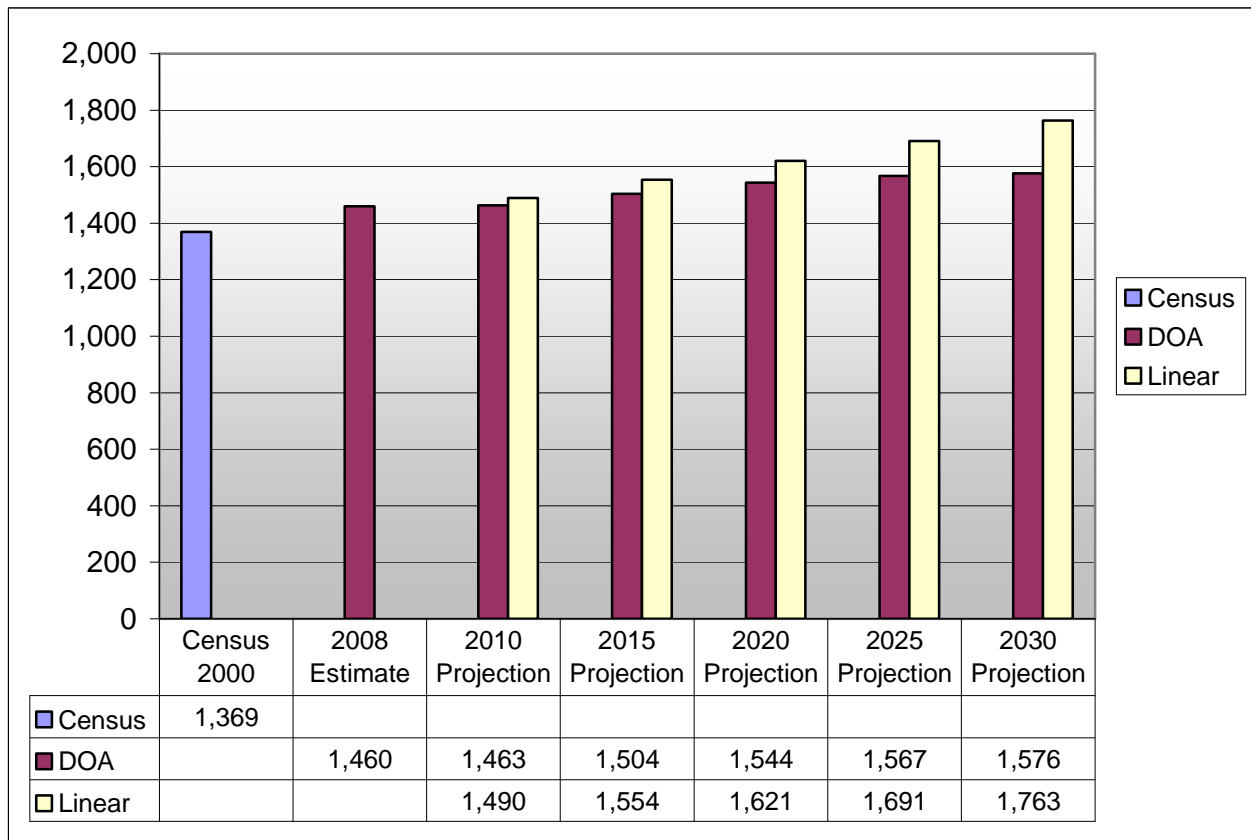
Source: U.S. Bureau of the Census, 1970-2008, STF-1.

## 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 Village of Grantsburg.

Two sources have been utilized to provide population projections. The first projection is produced by 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 three population projections created for the Village of Grantsburg.

Figure 2-2  
Comparative Population Forecast, 2000-2030  
Village of Grantsburg 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.

Year 2030 population projections range from an increase of 207 people (WisDOA) to an increase of 394 people (Linear). The actual growth scenario is likely to be somewhere in between the two projections. 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 22% growth or an average of about 7 new people per year over the 30 year period.

### 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 Village of Grantsburg in 1990 and 2000.

Table 2-2  
Housing Supply, Occupancy, and Tenure, Village of Grantsburg,  
1990 and 2000

|                        | 1990 | Percent of<br>Total | 2000 | Percent of<br>Total | # Change<br>1990 - 2000 | % Change<br>1990 - 2000 |
|------------------------|------|---------------------|------|---------------------|-------------------------|-------------------------|
| Total housing units    | 508  | 100.0%              | 590  | 100.0%              | 82                      | 16.1%                   |
| Occupied housing units | 460  | 90.6%               | 565  | 95.8%               | 105                     | 22.8%                   |
| Owner-occupied         | 305  | 66.3%               | 367  | 65.0%               | 62                      | 20.3%                   |
| Renter-occupied        | 155  | 33.7%               | 198  | 35.0%               | 43                      | 27.7%                   |
| Vacant housing units   | 48   | 9.4%                | 25   | 4.2%                | -23                     | -47.9%                  |
| Seasonal units         | 3    | 6.3%                | 5    | 0.8%                | 2                       | 66.7%                   |

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<br>Total | 2000   | Percent of<br>Total | # Change<br>1990 - 2000 | % Change<br>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  | 50.0%               | 5,664  | 45.0%               | -206                    | -3.5%                   |

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

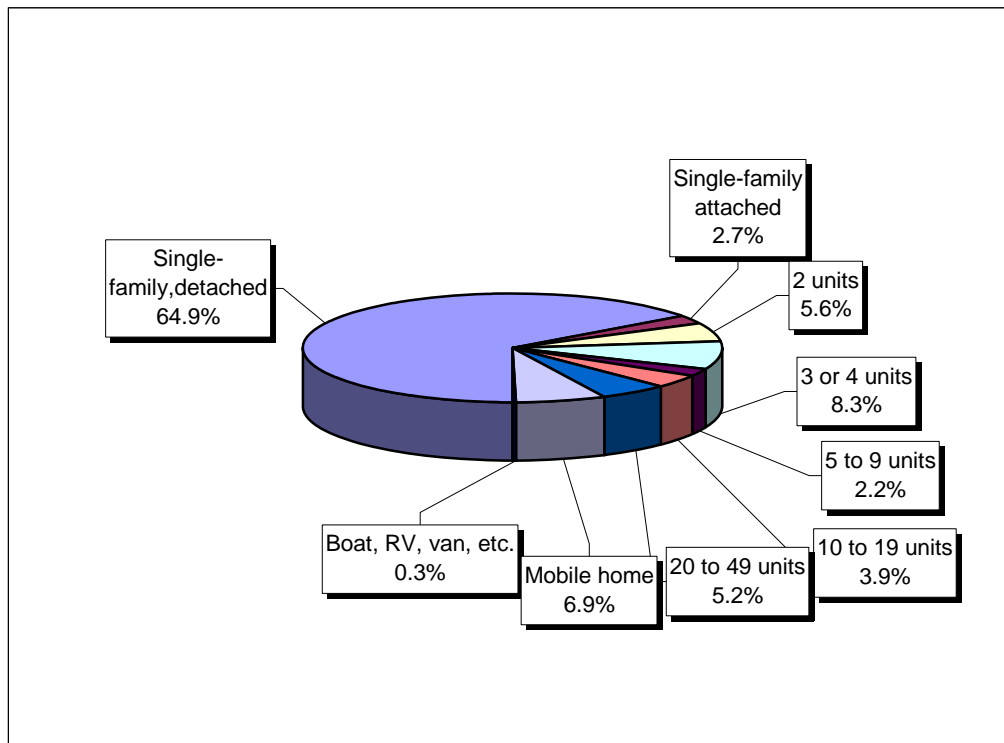
The housing supply in the Village of Grantsburg consists of a variety of housing types in terms of occupancy and ownership. In 2000, there were a total of 590 housing units in the village. Of that total, approximately 65% were owner-occupied and approximately 35% were renter-occupied. Compared to Burnett County as a whole, there are a smaller proportion of vacant and seasonal units in the village. These data show that the Village of Grantsburg is a significant contributor to the supply of rental housing for this area of Burnett County. These data also suggest that the housing supply is slightly less accessible in terms of vacant unit availability and sales as compared to the county as a whole.

Between 1990 and 2000, the village experienced somewhat different trends from the county as a whole. Growth in total housing units was comparable to that of the county, but a substantially larger share was attributed to renter-occupied units in the village. The number of vacant units in the village declined, but at a relatively slower pace than the county, and the number of seasonal units in the village increased. The recent trend toward the conversion of seasonal units to year round residences did not seem to impact the Village of Grantsburg over this time period.

## Housing Units in Structure

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

Figure 2-3  
Units in Structure, Village of Grantsburg, 2000



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

These data show that the housing supply in the Village of Grantsburg is fairly diverse for a community of its size. About 65% of the housing supply is composed of one-unit detached structures, and the remaining share of housing units is varied. A substantial proportion of the housing supply (27.9%) is composed of multiple unit structures, and 6.9% of the housing stock is mobile homes.

## Housing Forecasts

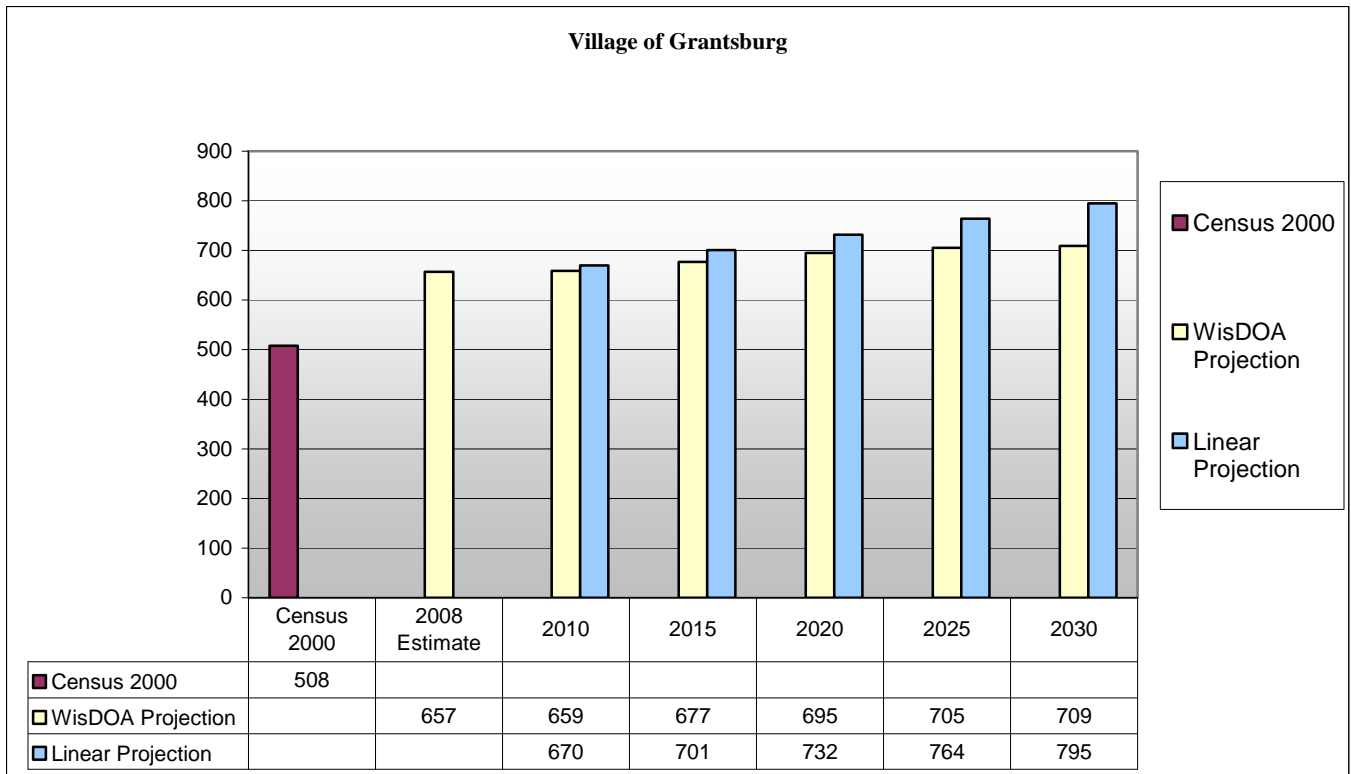
Housing unit projections use historical data to extend past trends into the future. These projections serve as a guideline for land use decisions; however, their reliability depends on a variety of issues. Projections are more accurate in times of social and economic stability. A housing unit projection is just one of many tools that elected officials and staff should use to plan for the future development in the village. 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 Year 2030 housing projections that range from an increase of 57 housing units to an increase of 138 housing units from 2008 to 2030. The more conservative projection was based on WisDOA population projections, which take into account demographic and migration trends, while the higher projection was based on historical trends from the U.S. Census. The actual growth scenario is likely to be between these two projections. This equates to an average of about two to six new homes per year over the 30 year period. The projected new housing unit growth is not an indication that all new structures will be constructed, as there could be housing units created from modifying existing single family residences etc. Within the last 10 years, the village has issued as many as 10 building permits per year for new construction, which is reflected in the highest level of projected growth. However, growth has slowed in recent years, and this trend is not expected to continue. The rate of future housing growth is likely to equate to about 95 new homes by 2030.

Figure 2-4  
Comparative Housing Unit Forecast, 2000-2030  
Village of Grantsburg Housing 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 2005-2030.

## 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 Village of Grantsburg 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.
- ◆ Population growth is anticipated to be heavily influenced by highway improvements in Burnett County.
- ◆ 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.
- ◆ The need for elderly housing will increase as the population ages.
- ◆ An excess of vacant housing units may 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 Village of Grantsburg appears to be affordable on the average. The median household income in the village in 1999 was \$34,423 per year, or \$2,869 per month. The median monthly owner cost for a mortgaged housing unit in the village

was \$761, and the median monthly gross rent in the village 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 Village of Grantsburg spends about 26.5% of household income on housing costs, and therefore meets the definition of affordable housing by a slim margin. The average renter in the Village of Grantsburg spends about 13.9% 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, 9.7% of homeowners and 20.8% of renters in the Village of Grantsburg paid more than 30% 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.

The Burnett Medical Center provides assisted living and life care facilities, while Shady Knoll Home is a Community Based Residential Facility (CBRF) providing residential living and respite care.

## 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 Village of Grantsburg plan for preferred land use provides for some limited availability of land for the development or redevelopment of low-income and moderate-income housing. There are currently multi-family homes in the village and the preferred land use plan supports the

development or redevelopment of multi-family housing in areas designated as Community/Downtown Commercial.

## 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.

Wisconsin Statutes 66.1001 requires a compilation of goals, objectives, policies, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.

***Goal 1: To preserve and develop high quality housing areas to satisfy the demand for an adequate amount of dwellings of various types and densities.***

### ***Objectives:***

- A. Provide, where feasible, a full range of community facilities on a neighborhood by neighborhood basis.
- B. Remove blighting influences from residential areas and promote the neighborhood redevelopment.
- C. Annex land for residential expansion where the opportunity arises.
- D. Enforce building codes in the Village.
- E. Utilize zoning techniques to ensure single family and multi family housing development projects are well done
- F. Provide increased affordable independent living options for the elderly.
- G. Provide increased affordable/quality housing for low to moderate income individuals.
- H. Assist in planning for increasing housing opportunities for households with special needs including group homes and institutional housing.
- I. Support public and private actions which provide housing choices for village residents.
- J. Ensure that village residents have equal access to housing.
- K. Encourage innovative housing design for efficient, low cost, high density housing.
- L. Establish and enforce minimum housing quality standards for rental housing.

- M. Encourage residential development units that provide a blend of low-income, moderate-income, and high-income housing.
- N. Designate areas suitable for the development of apartments and similar medium density residential uses in selected areas suitable for that purpose.
- O. Prevent the incursion of incompatible, non-residential uses into single-family residential neighborhoods.
- P. 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 unduly impact 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.
- B. Direct residential development to planned growth areas.
- C. Encourage technically advanced green design areas.

***Goal 3: Support housing development that maintains the attractiveness and charm of the Village of Grantsburg.***

***Objectives:***

- A. Direct the development of large residential subdivisions to planned growth areas in order to lessen conflicts between residential development and desired productive land uses.
- B. Require the development of all housing to be consistent in quality, character, and location with the goals, objectives, and policies of the comprehensive plan.
- C. Encourage the use of creative development designs that preserve rural character and natural resources.

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

***Objectives:***

- A. Coordinate assistance in maintenance and rehabilitation of housing for village residents.
- B. Enforce zoning and nuisance abatement code requirements on blighted residential properties.
- C. Report information on unsafe and unsanitary housing conditions to appropriate authorities.
- D. 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 village is concerned about. Policies and recommendations become primary tools the village 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. The village’s policies are stated in the form of position statements (Village Position), directives to the village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

### **Policies and Recommendations**

- H 1. The Village will plan for a sufficient supply of developable land that allows for a variety of housing types and densities.
- H 2. As the aging segment of the population grows, the Village should evaluate its preparedness for meeting the related changes in housing needs.
- H 3. Continue to utilize grants for elderly housing.
- H 4. Review and update Village zoning and land division ordinances to assist with the implementation of the comprehensive plan policies where applicable.
- H 5. Housing development which accommodates senior citizens or the elderly should consider access to potential future public transportation and accommodations for pedestrian movement.
- H 6. Promote infill opportunities where possible to increase efficiency of services and enhance property values.
- H 7. Zoning and land division ordinances and other land use controls should be reviewed for their impact on opportunities to allow mixed use residential development that incorporates compatible commercial, institutional, public, and recreational land uses.
- H 8. Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable Land Use Management Areas and meet the applicable review criteria established by other planning element policies.
- H 9. Multi-family residential projects should consider the following minimum standards:
  - a) The project will not have an undue adverse impact on the character of the surrounding neighborhood.

- b) The school district should be notified of new residential projects to ensure that they have sufficient capacity to accommodate new students who will live within the district.
  - c) The street and sidewalk system in the neighborhood can handle the increased amount of traffic that the project will generate.
  - d) The area is adequately served by parks, open spaces, and civic facilities.
  - e) The existing utility system has sufficient capacity to serve the project.
  - f) All multi-family projects should provide on-site open space areas that serve the needs of the project's residents, in addition to public park land and equipment development requirements applicable to residential development.
- H 10. The Village will require new development to provide parkland dedications and/or pay parkland impact fees roughly proportional to the recreational needs directly created by that development.
- H 11. Manufactured dwellings should feature designs fitting the character of the surrounding neighborhood.
- H 12. The Village zoning ordinance and map shall identify an appropriate district for mobile and manufactured homes and set performance standards for mobile and manufactured homes and mobile home parks.
- H 13. Decisions regarding lot size regulations and local land use controls should be made in consideration of impacts to affordable housing.
- H 14. Any multi-family residential development that abuts established low-density residential areas should be very carefully designed to minimize potential negative impacts on existing homes.
- H 15. An inventory of historically significant homes should be maintained throughout the planning period to ensure that these homes are accurately identified and to promote and target preservation and/or rehabilitation efforts if warranted.
- H 16. Increase investment in existing residential areas to maintain property values, encourage in-fill development and rehabilitation of existing homes. Investments could include sidewalks, trails, street repair, tree and flower planting, neighborhood park development, etc.
- H 17. The Village should utilize the CDBG housing grant program and Revolving Loan fund to rehabilitate homes in the Village.
- H 18. The Village should use TIF to remove blighted commercial buildings when necessary to promote neighborhood redevelopment.
- H 19. Continue to enforce building codes.

- H 20. Plan for growth outside of the current municipal boundary where necessary, and work with the Town of Grantsburg on a cooperative process to help facilitate such planning.
- H 21. Housing ordinances, policies, standards and ideals shall be made available to new homeowners to ensure their knowledge of local housing regulations.
- H 22. The Village should consider allowing for flexible site design (e.g., lot size) and allow clustering of building sites to help lower land costs, preserve farmland, and reduce woodland fragmentation provided proposals are consistent with other provisions of the comprehensive plan.
- H 23. Cluster residential development will be considered to minimize land use impacts while accommodating development and greenspace.
- H 24. Eco-friendly low impact homes should be considered.

## 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. Transportation

### 3.1 Transportation Plan

The land use patterns of the Village of Grantsburg, 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 Village of Grantsburg'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 Village of Grantsburg and Burnett County, please refer to Chapter 3 of the *Inventory and Trends Report*.

The Village of Grantsburg's existing transportation network includes streets and highways, pedestrian and bicycle paths, and air transportation. The street and highway network provides access to locations within the village and connects the village to the surrounding region. There is no freight rail or passenger service in the county. The Grantsburg Municipal Airport is located on the northeast side of the village and is classified as a general use airport not designed for commercial use. There are no scheduled passenger flights available to residents of Grantsburg from within Burnett County. The nearest airports providing regular scheduled passenger flights to domestic and international destinations are located in Duluth, Minnesota or Minneapolis-St. Paul, Minnesota. Bicycle and pedestrian paths are provided in many areas of the village with sidewalks and trails.

Streets and highways are the most predominant components of the transportation network in terms of their extent on the landscape, their frequency and intensity of use, and the investment of public dollars that they represent. STH 70 is the main east-west arterial mover of vehicles (up to 4,600 vehicles per day in some locations) and allows efficient movement to the east and west of the village. Internal to the village, over 1300 vehicles a day were counted in 2007 on W. St. George Avenue in the village's downtown area. State Highway 48/87 goes north and south and is the main route south of the village.

Transportation concerns identified during the planning process included increased traffic congestion in some parts of the village, the need for more walking/biking trails in the downtown and other areas, and long term local cost for maintenance of the transportation network. While the Village of Grantsburg does not anticipate a great deal of change to its existing transportation system over the next 20-25 years, it plans to maintain the existing system and to be prepared for future development proposals. The Village of Grantsburg's plan for transportation is to continue to provide a safe, efficient, and cost-effective multi-modal transportation system for the movement of people and goods. The village plans to accomplish this by ensuring that new streets provide safe and efficient connections to the existing transportation network, and by ensuring that developers pay an equitable share of the cost of constructing new streets. The village will continue to use tools that are already in place such as driveway and access controls, development agreements, and subdivision regulations.

### 3.2 Planned Transportation Improvements

Traffic in terms of vehicle miles traveled has increased 6.2% in Burnett County since the year 2000. As development continues and more people and cars access the road system, there will be additional demands on the road network. The network demands need to be addressed through maintenance and construction projects to keep the system viable, safe, and efficient.

From 2010 to 2015, the Wisconsin Department of Transportation has the following improvements scheduled for state highways that impact the Village of Grantsburg:

- ◆ STH 48: 2010-2013: Maintain 6.21 mile section of overlay of STH 48 from Grantsburg to Frederic
- ◆ STH 48: 2010-2013: Maintain 6.39 mile section of overlay of STH 48 from Grantsburg to Frederic

There are no Burnett County planned transportation improvements that directly impact the Village of Grantsburg at this time.

The Village of Grantsburg has the following planned transportation improvements:

Table 3-1  
Planned Transportation Improvements

| Priority | Project         |  |
|----------|-----------------|--|
| 1        | Broadway Avenue | Pine Street west to Oak Street – Water, Sewer, Storm Sewer, Curb/Gutter, Rebuild, Pave<br>Oak Street to Park Street S – Water, Sewer, Storm Sewer, some Curb/Gutter, Sidewalk, Rebuild, Pave |
| 1        | Oak Street      | Broadway Avenue to Burnett Avenue – Water, Sewer, Curb/Gutter, Rebuild, Pave   |
| 1        | Pine Street     | State Road 70 north to Burnett - Mill 2” and Overlay   |
| 1        | Oak Street      | Olson Drive north to Jackson Avenue – Mill 2” and Overlay  |
| 2        | Benson Avenue   | Oak Street to Gary Street – Curb/Gutter, Rebuild, Pave   |
| 3        | Oak Street      | St. George Avenue to W. Wisconsin Avenue–Water, Sewer, Curb/Gutter, Sidewalk, Rebuild, Pave<br>W. Wisconsin Avenue to Broadway – Pave  |
| 4        | Harrison Avenue | Oak Street to Centennial Street  |
| 4        | Oak Street      | Harrison Avenue to Jackson Street – Water, Sewer, Storm Sewer, Curb/Gutter, Rebuild, Pave  |

| Priority | Project                       |  |
|----------|-------------------------------|--|
| 5        | Burnett Avenue                | Brad Street to Pine Street – Sewer, Pave<br>Pine Street to Oak Street – Water, Rebuild, Pave   |
| 6        | S. Russell Street             | From State Road 70 south – Sewer, Curb/Gutter, Rebuild, Pave   |
| 6        | Brad Street                   | From St. George Avenue to State Road 70 – Sewer, Pave<br>Madison Avenue. to Burnett Avenue – Water, Curb/Gutter, Rebuild, Pave<br>Burnett Avenue to Broadway Avenue – Water, Rebuild, Pave |
| 6        | Gary Street<br>Madison Avenue | Repave<br>Oak Street to Brad Street – Storm Sewer Repair, Curb/Gutter where needed, Sidewalk, Street Lights, Grind Blacktop and Relay  |
|          | Linden Street                 | Curb/Gutter, Pave (when developed)   |

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

There are several state, county, or regional planned transportation improvements that either directly or indirectly impact the Village of Grantsburg. As transportation plans are developed in the future, the applicable units of government should take the village’s comprehensive plan into consideration and address potential interactions between transportation improvements and planned land use.

An issue to keep current on is the idea of a Midwest high-speed rail network that would link Chicago with other Midwestern cities with a proposed high speed (110-mph) train service. Linking Minneapolis, Detroit, Indianapolis, Cleveland, Cincinnati, Indianapolis and St. Louis with Chicago in a hub-and-spoke network, high-speed rail would improve mobility, create jobs and spur economic growth by pulling together the regional economy. Discussions on the rail network and the financial and economic feasibility have been on-going for the better part of ten years. In 2009, a group of Midwest governors and Mayor Daley of Chicago met in Chicago to coordinate efforts to bring a High-Speed Rail Network to the Midwest. In total, eight governors and Mayor Daley signed a Memorandum of Understanding, in which they committed to combine regional and state planning and development work, prioritize corridor build-outs, and coordinate applications for federal stimulus funding. After decades of planning and building support, the Midwest High-Speed Rail Network looks more plausible than ever before with a 2009 budget allocation by President Obama and Congress to approve \$14 billion for high-speed rail development in the US. The Village of Grantsburg would be significantly and positively affected by the rail network through regional access to large regional economic markets. There are neither established timelines nor actual proposed projects at this point, and the probability of such rail development cannot be speculated. This is an issue that Grantsburg should follow as part of its continuing long term transportation planning activity.

### 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.

Wisconsin Statutes 66.1001, “the transportation element will provide a compilation of goals, objectives, policies, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation.

***Goal 1: Provide for a Safe, Efficient, and Environmentally Sound Transportation System which meet anticipated transportation demands for all Village residents through planned land uses.***

***Objectives:***

- A. Separate local and through traffic wherever feasible.
- B. Improve and maintain the major street system to carry projected traffic volumes.
- C. Encourage improvements on major transportation routes in and out of the village, especially STH 70 and 48/87.
- D. Develop ways to enhance the commercial highway corridor along 70 and 48/87.
- E. Involve citizen participation when constructing or improving streets.
- F. Formulate policies to handle billboards in the Village limits.
- G. Protect historic, scenic, scientific, and cultural sites when constructing new or improving existing transportation facilities.
- H. Minimize the disruption of environmentally sensitive areas when constructing new or improving existing transportation facilities.
- I. Design transportation facilities to be aesthetically pleasing and sensitive to the landscape.
- J. Locate transportation facilities to minimize exposure of people to harmful or annoying air, water, or noise pollution levels.
- K. Reduce accident exposure by improving deficient roadways.
- L. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- M. Require developers to bear the costs for the improvement or construction of roads needed to serve new development.
- N. Guide new growth to existing road systems so that new development does not financially burden the village or make inefficient use of tax dollars.
- O. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing village and local road maintenance.

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

***Objectives:***

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

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

***Objectives:***

- A. Encourage communication between communities regarding transportation projects that cross municipal boundaries.
- B. Promote a coordinated transportation system.
- C. Participate in transportation planning at the regional level with Northwest Wisconsin Regional Planning Commission, the Wisconsin Department of Transportation, and Burnett County Highway Department.
- D. Communicate with community groups on transportation systems to assist communities in prioritization and funding of projects.
- E. Encourage the utilization of air transportation.
- F. Maintain and upgrade air transportation facilities in accordance with the airport facility plan.
- G. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- H. 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 village is concerned about. Policies and recommendations become primary tools the village 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. The village's policies are stated in the form of position statements (Village Position), directives to the village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

### **Policies and Recommendations**

- T 1. A five-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources.
  - T 2. Actively pursue available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized where appropriate.
  - T 3. The PASER (Pavement Service and Evaluation Rating System) shall be utilized to annually update the 5-year Road improvement Program, including funding sources and priorities for identified improvement projects.
  - T 4. As traffic volumes increase on the existing highway system, look to improve access and safety.
  - T 5. Utilize electronic media and print media to seek public input on road improvement projects.
  - T 6. Substantial and major development proposals shall provide the Village with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the Village will be appropriate for the intensity of the proposed development.
  - T 7. Use PUDs to regulate development along the highway corridors.
  - T 8. Developers shall bear the costs for improvements and extensions to the transportation network.
  - T 9. Transportation related issues which have effects in neighboring areas should be jointly discussed and evaluated with that neighbor, the County and the Wisconsin Department of Transportation if necessary.
  - T 10. Cooperatively prepare a transportation system plan with the neighboring towns and County for the area designating corridors for major facilities (arterials, collectors, transit corridors, etc.)
  - T 11. The Village shall consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.
-



- T 12. Update Village road construction specifications to include options for pedestrian and bicycle features.
- T 13. Evaluate the need for a public transportation system and evaluate the need for a separate bike system.
- T 14. Village roads that coincide with pedestrian routes (especially those used by school children, senior citizens, or physically challenged persons) shall include intersection design features, signal phasing, and roadway width that enhance the safety of pedestrians and minimize conflict with motorists.
- T 15. The Village should build off its existing arterial and collector street system. Frontage roads should be used where feasible.
- T 16. Residential development proposals will be designed to include an efficient system of internal circulation for all vehicles and pedestrians including the provision for external collector streets, and trails where applicable, to feed all traffic onto external arterial roads and highways.
- T 17. Whenever feasible, promote the separation of truck and through-traffic from local traffic and reroute truck traffic around the community as much as possible.
- T 18. Residential subdivisions and non-residential development proposals shall be designed to include:
- a) A safe and efficient system of internal circulation for vehicles and pedestrians;
  - b) Trails or sidewalks where applicable;
  - c) Bicycle routes where appropriate;
  - d) Safe and efficient external collector roads where appropriate;
  - e) Safe and efficient connections to arterial roads and highways where applicable;
  - f) Connectivity of the road network with adjacent developments (where practical and desirable);
  - g) Cul-de-sacs or dead-ends, only where connections to other roads are not desirable, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.
- T 19. As part of the review of major subdivisions or conditional uses for commercial or industrial uses, the Village should consider requiring developers to provide an Area Development Plan that assesses the potential for connecting planned subdivision roads with future development on surrounding properties.
- T 20. Establish design guidelines for the visual quality of community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.

### 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*.

# 4 Utilities and Community Facilities





## 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 Village of Grantsburg. 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 Village of Grantsburg.

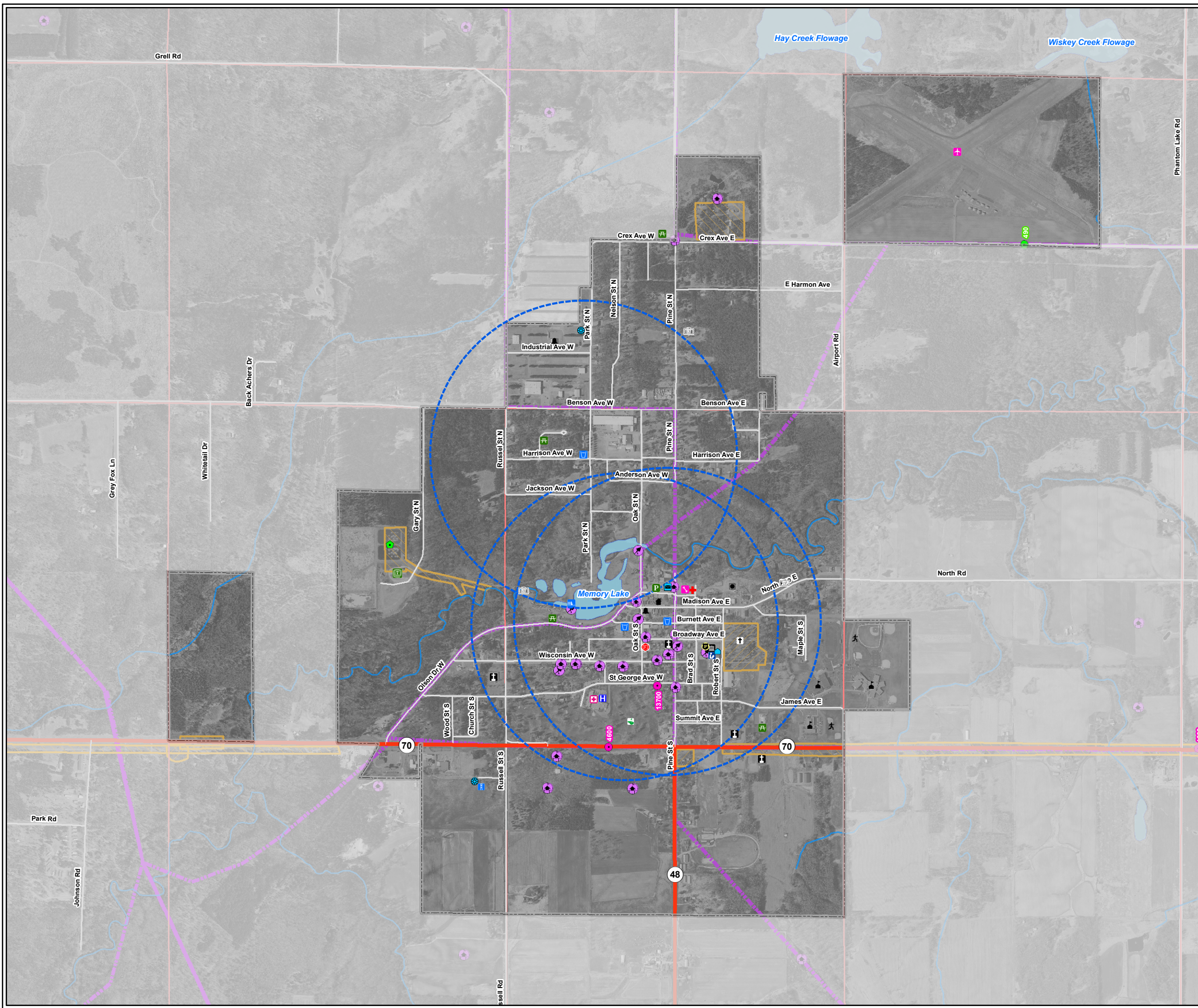
For further detail on existing utilities and community facilities in the Village of Grantsburg and Burnett County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-1 displays the locations of existing community facilities and services found in the village.

The Village of Grantsburg's plan for utilities and community facilities is to maintain the village's existing services and facilities and to monitor the need for new facilities and services as the village grows. There are three primary factors that will drive the village's plans for future utilities and community facilities. These include the availability of funding, actual rates of population and housing growth, and the need to comply with existing regulations. These factors are all reflected in the village's goals, objectives, and policies. Like all municipalities, a primary challenge for the village in this area is to maintain or improve utilities and facilities without creating an undue burden on local taxpayers. In order to help achieve this goal, the village will continually evaluate available grant and loan programs that may assist with needed improvements.

This plan recommends several key actions and projects to help the village implement its plan for utilities and community facilities. In addition to short-range improvements and maintenance of the village's parks, sanitary sewer, and storm sewer systems, the village will develop or update master plans for all three areas in order to plan for any long-range needs. The village will also develop a detailed, five-year capital improvement plan it will review annually to prioritize short-term and long-term capital projects in the areas of equipment, transportation, utilities, and other community services. The village will also require an assessment of potential impacts on the cost of providing community services and facilities as part of proposed development projects. The village will create an ordinance that requires the execution of a development agreement whenever public infrastructure is included in a new development. And the village will conduct its own utility and community facility needs assessment study in order to create ordinances that address adequate public facilities and reasonable impact fees.

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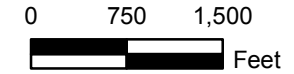
# MAP 4 - 1 COMMUNITY FEATURES VILLAGE OF GRANTSBURG Burnett County, Wisconsin



**Legend**

|  |                                 |
|--|---------------------------------|
| <b>Base Layers</b>                                     | <b>Community and Facilities</b> |
| State Highway  | Town/Village Hall               |
| County Highway   | EMS/Ambulance                   |
| Town Road  | Fire Station                    |
| Rivers   | Library                         |
| Lakes  | Police                          |
| PLSS Sections  | Boat Launch                     |
| Village Boundary                                       | Indoor Public Facility          |
| Town Boundary  | Park                            |
| County Boundary  | Golf                            |
| Wellhead Protection Area (2,400 foot radius from well) | Airport                         |
|  | Cemetery                        |
| <b>Historic Sites</b>                                  | Church                          |
| Log Camps  | Community Center                |
| Historic Bridges                                       | Daycare                         |
| Architecture and Historic Inventory                    | Health Care Clinic              |
| Ferry Crossing   | Public Parking                  |
| Burnett Co Firsts                                      | Recycling Center                |
| Historical Roads                                       | School Athletic Facility        |
| Archaeological Site Inventory                          | School - Public                 |
| Bibliography of Archaeological Reports                 | Senior Center                   |
|  | Dam                             |
| <b>Annual Average Daily Traffic</b>                    | WW Treatment Plant              |
| Annual Average Daily Traffic 2002                      | Lift Station                    |
| Annual Average Daily Traffic 2007                      | Substation                      |
|  | Telephone Utility               |
|  | Tower - Communication           |
|  | Water Tower                     |
|  | Public Well                     |
|  | Utility Shop/Office             |
|  | Hospital                        |
|  | Post Office                     |

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 Village of Grantsburg 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 Village of Grantsburg.

#### Long Term

- ♦ Evaluate every five years and make changes as needed.

### **Police Services**

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

#### Short Term

- ♦ Maintain existing level of service to meet the safety and security needs of the village.

#### Long Term

- ♦ Evaluate needs as community grows.

### **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

- ♦ Maintain existing level of service to meet the emergency response needs of the village and the surrounding communities.
- ♦ Secure funding and financing for a new fire station in Grantsburg. The Fire Department has outgrown its current building, and a new facility is being planned. Funding for this building will be a challenge for all municipalities in the Grantsburg Fire Association.
- ♦ Recruit for additional EMT's. Develop a recruitment policy.

### Long Term

- ♦ The ambulance service has identified their need for additional building space in the Village of Grantsburg. There has been preliminary discussion that the ambulance garage be combined with a new Fire Hall/Station in the event of a new facility design and construction.
- ♦ Evaluate needs on an annual basis.

### **Schools**

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Village of Grantsburg. Existing school facilities are anticipated to be adequate to meet the needs of the village over the planning period.

### Short Term

- ♦ Refer to Police services section above.

### Long Term

- ♦ No long term needs have been identified.

### **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 Village of Grantsburg.

### Long Term

- ♦ No long term needs have been identified.

### **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 Village of Grantsburg.

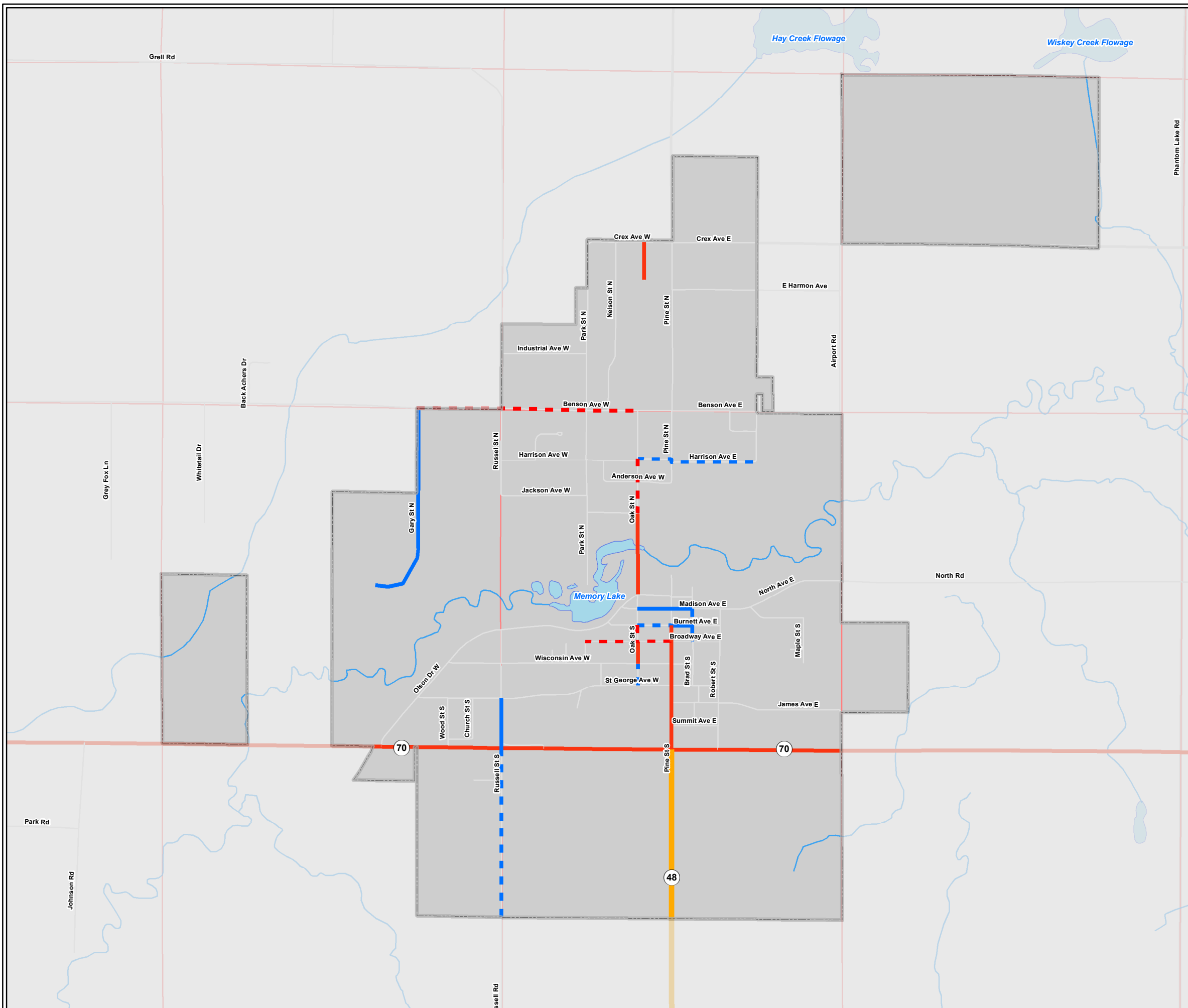
### Short Term

- ♦ Develop a Park and Recreation Plan for the village to inventory resources, identify and prioritize needs, and facilitate funding.
- ♦ Develop a skate park for youth.

### Long Term

- ♦ Memory Lake Park is in need of improvements. An improvement plan has been developed and funding is needed via grants or other mechanism.
- ♦ Continue to monitor the condition of existing equipment and replace as needed.

# MAP 4 - 2 PLANNED COMMUNITY FACILITY AND TRANSPORTATION IMPROVEMENTS VILLAGE OF GRANTSBURG Burnett County, Wisconsin

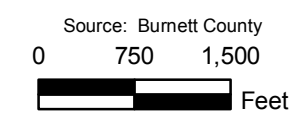


**Legend**

|                    |  |
|--------------------|--|
| <b>Base Layers</b> | <b>Planned Improvements</b>            |
| ○ State Highway    | Local Plans                            |
| □ County Highway   | Short Term (1-5 yrs)                   |
| — Town Road        | ★ Community Facility Improvement       |
| ~ Rivers           | --- New Road                           |
| ☪ Lakes            | ■ Reconstruct Road                     |
| □ PLSS Sections    | — Repair Road                          |
| ▨ Village Boundary | Long Term (6-20 yrs)                   |
| ▩ Town Boundary    | ★ Community Facility Improvement       |
| ▭ County Boundary  | --- New Road                           |
|                    | ■ Reconstruct Road                     |
|                    | — Repair Road                          |
|                    | County Plans                           |
|                    | ★ Community 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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## **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 Village of Grantsburg.

### Short Term

- ◆ The Village of Grantsburg has contracted with Northwest Disposal to operate the transfer station.
- ◆ Continue the recycling and yard waste disposal sites. Communicate to citizens additional County programs for waste disposal.

### Long Term

- ◆ Monitor these facilities and make changes, or create new sites, as needed.

## **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 Village of Grantsburg.

### Short Term

- ◆ Work with Burnett County to update the communication tower network to facilitate county-wide communication ability.

### Long Term

- ◆ No long term needs have been identified.

## **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

- ◆ General collection system improvements including sanitary manhole, mains, and lift station upgrades.
- ◆ Continue existing sewer inspection program; maintain and repair infrastructure as needed.
- ◆ Ensure the utility rates and user fees are adequate to fund ongoing operations and eventual upgrade and replacement in accordance with long term facilities plan.

### Long Term

- ◆ Bring entire village on-line over the next 15 years. Develop long term plan for replacement.

## **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

- ◆ Inspect all sites.

### Long Term

- ◆ Bring these sites on-line with village sewer system.

## **Public Water**

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

### Short Term

- ◆ Maintain services and costs.
- ◆ Increase service area where feasible.
- ◆ Continue to monitor wells.
- ◆ Identify site for new well (well #4) location
- ◆ Maintain and enforce the wellhead protection zone
- ◆ Water main loop: IGA to Water Tower

### Long Term

- ◆ Bring entire village on-line over the next 15 years.

## **Stormwater Management**

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the Village of Grantsburg.

### Short Term

- ◆ Maintain the storm water utility and plan.
- ◆ Refer to Section 3.2 for planned sewer improvements in conjunction with transportation improvements.

### Long Term

- ◆ No long term needs have been identified.

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

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Burnett County. No short term or long term recommendations have been identified. Existing health care and child care facilities and services are anticipated to be adequate to meet the needs of the village 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

- ◆ Ongoing maintenance as required.

### Long Term

- ◆ No long term needs have been identified.

## 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: To maintain an adequate system of public infrastructure and buildings in Grantsburg.***

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

- A. The impacts of development should be determined including necessary infrastructure improvements so the Village is able to provide the infrastructure in an affordable manner to serve existing development and planned growth.
- B. Upgrade Village systems including water, sewer, and storm sewer to ensure they work properly and serve their purpose.
- C. Provide adequate water supply in quantity and quality, and sanitary waste disposal where necessary to developed areas and land for new development.
- D. Upgrade and maintain streets and sidewalks so as to keep them safe and usable.
- E. Replace and upgrade village owned community buildings as they become outmoded.
- F. Improve the efficiency of both village service delivery, and village facilities operation, while striving to meet public expectations with respect to both service levels and costs.
- G. Guide intensive development to areas where appropriate utilities, community facilities, and public services are available.
- H. Maintain an adequate level of properly trained village staff and volunteers.
- I. Explore opportunities to provide or improve village facilities, equipment, and services cooperatively with other units of government.

### ***Goal 2: To maintain and improve the Village's park and open space areas.***

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

- A. Monitor the adequacy of park and recreational facilities, and identify areas where improvements are needed.
  - B. Continue to devote resources to first maintain and improve the existing park and open space areas and then to develop any new parks and open areas.
-

- C. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with village and local comprehensive plans.
- D. Use parks and open space as buffers between incompatible land uses, as delineators or constraints on urban development, or as necessary complementary uses for other land development.
- E. Provide recreational facilities and programs to meet the needs of all age groups and persons of various financial means including the elderly and youth in Grantsburg.
- F. Encourage the use of school/park combinations.
- G. Encourage the use of regional recreation facilities where feasible including Crex Meadows.
- H. Pursue state, federal, and private funding programs that can aid in the acquisition and development of parks, trails, and scenic or environmentally sensitive areas.
- I. Consider the continued viability of outdoor recreational pursuits when reviewing development proposals and making land use decisions.
- J. Maintain existing public access to waterways.

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

***Objectives:***

- A. Work cooperatively with providers of public wastewater treatment when reviewing a proposed development that will rely on public sewer service.
- B. 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 village's water supply has sufficient capacity, remains drinkable, and is available to meet the needs of residents, businesses, industry, and agriculture.***

***Objectives:***

- A. Continue to provide village-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. Prevent increased runoff from new developments to reduce potential flooding and flood damage.



- D. Establish the use of stormwater management practices to abate non-point source pollution and address water quality.

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

***Objectives:***

- A. Support public involvement in decisions involving the type, location, and extent of disposal facilities and services provided in the village.
- B. Continually evaluate village 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.
- B. Recommend new utility transmission and distribution lines to planned and existing public rights-of-way whenever feasible.
- C. Minimize conflicts between land uses and balance desired service levels with potential negative impacts to the environment, community character, and planned growth areas when reviewing the proposed design and location of telecommunication, wind energy, or other utility towers.
- D. Encourage 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 local, 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 village.

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

***Objectives:***

- A. Coordinate planning efforts with the school districts that serve the village in order to allow them to anticipate future growth and demographic changes and respond with appropriate facilities.
- B. Support school district, technical colleges, University of Wisconsin Extension, and the community library 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 village is concerned about. Policies and recommendations become primary tools the village 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. The village’s policies are stated in the form of position statements (Village Position), directives to the village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

#### **Policies and Recommendations**

UCF 1. Capital expenditures for the major expansion or rehabilitation of existing facilities or services shall be supported by an approved Capital Improvement Plan. Capital expenditures for the establishment of new facilities or services shall be handled on a case-by-case basis.

UCF 2. Annually update a detailed capital improvement plan that includes transportation, public facility, and other capital needs. The plan should prioritize short-term and long-

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

- UCF 3. Prepare water, sewer and building system plans and keep them up-to-date with annual review.
- UCF 4. The Village shall maintain adequate staffing and professional service levels relative to planning, ordinance development and enforcement, and other governmental services to successfully implement the comprehensive plan.
- UCF 5. The Village shall maintain adequate administrative facility and public building space.
- UCF 6. Provide access to technology and training for Village staff.
- UCF 7. Substantial development proposals shall provide an assessment of potential impacts to the cost of providing Village facilities and services. The depth of analysis required by the Village will be appropriate for the intensity of the proposed development.
- UCF 8. The creation of an Adequate Public Facilities Requirement will be considered within the Village. In order to ensure that property is developed only with appropriate urban services, no development shall be approved unless the Village first determines that adequate facilities and services will be available to the development before it is occupied.
- UCF 9. A proportional share of the cost of improvement, extension and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension and construction necessary. In determining the proportional share, the public benefit of the project/improvement shall be considered. Impact fees should be utilized as a source of funding for capital projects directly attributable to new development. Impact fee programs shall be considered for transportation facilities, schools, parks, and fire protection.
- UCF 10. The Village shall encourage the shared development of all public capital facilities including community facilities such as parks, libraries, schools and community meeting facilities.
- UCF 11. The Village shall consider intergovernmental and other cooperative options before establishing, expanding, or rehabilitating community facilities, utilities, or services.
- UCF 12. Long term facilities planning should consider high potential growth areas outside of the current municipal boundary. Consider extending public utilities only to areas inside the village limits or to areas outside the village limits that are subject to the terms of an intergovernmental agreement.
- UCF 13. All Village buildings shall meet ADA requirements and have adequate capacity to facilitate community meetings or gatherings.

- UCF 14. Maintain an up to date Village Comprehensive Outdoor Recreation Plan and integrate it with the comprehensive plan to ensure consistency.
- UCF 15. The Village shall support efforts that are consistent with the comprehensive plan to expand public recreational resources such as parks, trails, waterway access, fishing areas, wildlife viewing areas, and the like.
- UCF 16. Recreational resources should be expanded to meet demands where possible. When expansion due to natural physical limitations is not possible, recommendations should focus on maximizing use of the resource, improving management and decreasing conflicts.
- UCF 17. Acquire lands to expand the existing park system to meet the demands of a changing and increasing population where feasible.
- UCF 18. Funding for park land maintenance and improvement shall be budgeted annually.
- UCF 19. Develop and pursue funding sources in addition to the tax levy for park and recreation facilities including state aid, non-profit organizations and volunteers.
- UCF 20. Trail development projects supported by the Village shall have a long term development plan that addresses ongoing maintenance and funding, presents solutions for possible trail use conflicts, and enhances opportunities for interconnected trail networks.
- UCF 21. New development and planned utilities, service facilities, and roads should be designed to limit the potential negative impacts to recreational resources such as public lands, wildlife habitat, surface water, interconnected green space corridors, wetlands, woodlands and other existing vegetation, public access, existing and proposed trails, and motorized recreational vehicle (ATV, snowmobile, etc.) use opportunities.
- UCF 22. Concentrated residential developments shall be within a service area of a neighborhood community or park facility.
- UCF 23. Ensure a sufficient quantity of suitable land is set aside for parks and recreational purposes during the site planning process for new residential development projects.
- UCF 24. Wisconsin Department of Natural Resources Compliance Maintenance Annual Report (CMAR) reporting of sanitary facilities shall be used to evaluate the adequacy of facilities and aid in determining facility needs.
- UCF 25. New on-site sewage treatment facilities are restricted within urban areas.
- UCF 26. Regular inspections of existing on-site sewage treatment systems should be conducted.
- UCF 27. Sewer system and other utility assessment policies should encourage compact growth and discourage scattered development.
-

- UCF 28. Well-head protection shall be a priority when reviewing development proposals.
- UCF 29. New private wells should be prohibited within urban areas.
- UCF 30. The Village shall review new residential projects for the availability of an adequate water supply.
- UCF 31. Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding.
- UCF 32. Proposed developments shall not increase flooding potential to adjacent lands or adversely affect the water supply to adjacent land.
- UCF 33. All community development shall attain pre-development levels of stormwater run-off during and after development through best management practices.
- UCF 34. New development shall use best management practices for construction site erosion control.
- UCF 35. Erosion and sediment control practices shall be used when removing the vegetative cover of the land or exposing the soil.
- UCF 36. The Village, surrounding towns and the county shall cooperatively prepare a drainage system plan for the area and identify major drainage facilities.
- UCF 37. The Village shall require surface water conveyance systems in all new development, including transportation facilities.
- UCF 38. The Village shall implement procedures to ensure that public and private stormwater collection, retention/detention, and treatment systems are properly maintained.
- UCF 39. Solid and hazardous waste handling and disposal sites shall be located and designed to cause no harm to surface water and groundwater and to minimize or mitigate potential land use conflicts. They shall be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk.
- UCF 40. The Village shall periodically monitor the effectiveness of the waste management and recycling services provided by private contractors.
- UCF 41. Solid waste disposal, transfer station and recycling sites shall be located in areas which limit the potential for adjacent impacts.
- UCF 42. New utility systems should be required to locate in existing rights-of-way whenever possible.

- UCF 43. New telecommunication antennas and other devices shall be placed on existing towers and other existing structures to the maximum extent possible.
- UCF 44. Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.
- UCF 45. Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties and public lands, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, site security, and wildlife.
- UCF 46. Update the utility tower provisions of the zoning ordinance to improve implementation of related comprehensive plan policies.
- UCF 47. Continue to pursue internet connections and access to resources in the Village.
- UCF 48. Planned utilities, service facilities, and roads should be designed to limit the potential negative impacts to significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.
- UCF 49. The Village shall maintain adequate emergency service staffing, training, space, and equipment in order to maintain response times and the quality of service.
- UCF 50. The Village shall continue to work with police, fire and rescue service providers to anticipate and plan for capital improvements and service requirements.
- UCF 51. An assessment of department staffing, equipment and training levels shall be conducted annually.
- UCF 52. Continue to support the consolidation of fire protection services where possible or feasible.
- UCF 53. Work with the school districts in order to anticipate future service and facility needs.
- UCF 54. Land uses compatible to school facilities that produce little noise and minimal traffic shall be pursued and planned for near any future school facilities.
- UCF 55. Support a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.
- UCF 56. Support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government.

UCF 57. Maintain and evaluate library facilities improvements and services.

UCF 58. Efforts to improve library facilities shall include fund raising and building of a relationship with private or individual contributors in order to reduce the burden on local government.

UCF 59. Village shall work towards an online central mapping of all utilities, streets and land features with access by Village employees and the public where appropriate.

UCF 60. Adopt and coordinate an emergency management plan.

#### 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



Courtesy: Burnett County Tourism



Courtesy: Scott Hoffman



Courtesy: Scott Hoffman



Courtesy: Mike Kornmann



## 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 Village of Grantsburg. For further detail on agricultural, natural, and cultural resources in the Village of Grantsburg and Burnett County, please refer to Chapter 5 of the *Inventory and Trends Report*.

#### **Agricultural Resources**

The Village of Grantsburg's plan for agricultural resources is to support the agricultural resources of the region, including supporting and encouraging agricultural businesses within its boundaries. The village's existing land use includes agricultural land (222 acres, or 11.5% of the village's total land use). The area of agricultural use within the village limits would continue until such time development is proposed. The long term plan is for a mix of residential and commercial uses. Maintaining the village as a desirable community will actually have a positive effect on agriculture surrounding the village by encouraging compact development in a concentrated area. Generally, towns in Burnett County have similar goals of concentrated commercial and business development with the incorporated areas. This coordinated approach to land use management within the county will have far less impact on agricultural lands than scattered lower density rural residential development. In addition, the village is planning on the agricultural areas to be within the development reserve area (see Chapter 8) which simply means development needs to be coordinated and planned as a unit or system, not simply on a piece by piece basis. This will also allow for individual development to occur but will safeguard against large tracts of land being consumed with low density development.

The village will also continue to encourage the growth of agriculture related businesses and services in the community's commercial and industrial areas. The Village of Grantsburg plays an important role in the county's \$90+ million per year agriculture industry, as it is host to many agricultural support businesses and institutions, including the Burnett Dairy Cooperative. It has grown since 1897 to be a rural complex operation handling milk, whey, bulk and retail petroleum, hardware, propane, feed mill, grain storage, tires, small engines, agronomy services, a retail cheese store, and a rental shop.

## Natural and Cultural Resources

The Village of Grantsburg's plan for natural and cultural resources is to preserve as best as possible the natural and cultural features that are important to the character and economy of the village and to the quality of life of its residents. Grantsburg also intends to ensure that existing village and county regulations are followed and to protect, maintain, and enhance the village's existing resources. The Village of Grantsburg has some significant surface waters within its boundaries including the Wood River and Memory Lake which flows east to west through the central portion of the village. There are large areas of wetlands and floodplains, a plentiful groundwater supply, gentle rolling topography, parklands and other green spaces. The Crex Meadows Wildlife Area lies on the northern edge of the Village. The village's cultural resources (shown on Map 4-1) include a wealth of historic and archeological sites, its vital downtown, and its sense of small town character. Grantsburg is also located close to the St. Croix National & Scenic Riverway, has a high quality school system, an expanding hospital/clinic, and an airport. The village's cultural resources goals and objectives define small town character as including attractively designed buildings and commercial areas, attractive community entrances, small businesses, a vital downtown, minimal noise and light pollution, and community culture and events.

Several tools are recommended for implementation of the village's plan for natural and cultural resources. The village's policies and recommendations reflect its strategies for preserving natural and cultural resources. Site planning will be utilized to ensure that new development is placed in the best possible locations. The assessment of potential impacts will be required to ensure that substantial developments like large subdivisions and conditional uses do not negatively impact groundwater, other natural resources, or small town character. Quality building and site design will be important in protecting the small town character of Grantsburg. Reviewing architectural design review for new commercial and industrial development will be a future consideration. In addition to these recommendations, a key to the success of the village's natural and cultural resources plan will be to update the zoning and subdivision regulations that implement the future land use map.

### 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.

***Goal 1: Encourage the efficient management of the Village's natural resources.***

***Objectives:***

- A. Maintain and implement a forest plan consistent with accepted standards.
- B. Maintain and implement a village wide recreation plan.
- C. Support the maintenance of the county's farmland preservation plan.

- D. Encourage sound forest management practices on private forest lands.
- E. Protect the public's access to public fishing areas.
- F. Develop management strategies to create a sustainable relationship between recreational vehicles, watercraft, and natural resources.
- G. Encourage communication between communities regarding the protection of natural resources that cross municipal boundaries.
- H. Encourage educational programs that support resource protection and management goals.
- I. Communicate resource users of the village's environmental quality goals and objectives.

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

***Objectives:***

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

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

***Objectives:***

- A. Provide the highest level of protection to lakes and rivers.
- B. Support the County's continued evaluating of the lakes and rivers classification system which recognizes that different lakes have varying natural conditions affecting their environmental sensitivity or vulnerability to shoreland development. The lake classification system should take into account lake surface area, lake depth, lake type, length of shoreline, size of watershed, and existing degree of development.
- C. Balance the needs for environmental protection and responsible stewardship with reasonable use of private property and economic development.

- D. Carefully manage future development and land divisions on lakes that are developed or partially developed to prevent overcrowding that would diminish the value of the resource and existing shoreland property; minimize nutrient loading; protect water quality; preserve spawning grounds, fish and wildlife habitats, and natural shore cover.

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

***Objectives:***

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

***Goal 5: Protect air quality.***

***Objectives:***

- A. Regulate outdoor burning.
- B. Manage growth to minimize conflict between residences noxious odors and dust.

***Goal 6: 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.  
Encourage forestry practices that encourage woodland buffers during woodland harvest.

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

***Objectives:***

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

***Goal 8: Preserve the Northwoods character as defined by scenic beauty, a variety of landscapes, undeveloped lands, forests, water resources, wildlife, farms, rural and small village 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 village values.
- B. Eliminate the accumulation of junk vehicles, poorly maintained properties, unsightly advertising, and roadside litter.
- C. Preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.
- D. Enforce the zoning code.
- E. Encourage the growth and development of visual, performance, and cultural arts.

***Goal 9: Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.***

***Objectives:***

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

***Goal 10: Strengthen opportunities for youth in the village including youth-oriented activities and facilities and additional job opportunities.***

***Objectives:***

- A. Involve youth in the comprehensive planning process.
- B. Establish the involvement of youth in village 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 village is concerned about. Policies and recommendations become primary tools the village 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. The village’s policies are stated in the form of position statements (Village Position), directives to the village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

## **Agricultural Resources**

### Policies and Recommendations

ANC 1. Support the county and towns to develop a county-wide right to farm policy and ordinance.

## **Natural Resources**

### Policies and Recommendations

ANC 2. Wisconsin Department of Natural Resources Best Management Practices and USDA Natural Resource Conservation Service standards and specifications shall be utilized to the maximum extent possible for activities approved in shorelands, and wetlands.

ANC 3. Substantial development proposals should provide the Village with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, and woodlands. The depth of analysis required by the Village will be appropriate for the intensity of the proposed development.

ANC 4. Federal, state and county regulation changes or additions regarding natural and cultural resources will be monitored for their impact on local resources.

ANC 5. Environmental corridors shall be defined by location of WDNR designated wetlands and FEMA designated floodplains.

ANC 6. Environmental corridors shall be used for natural habitat, conservancy, trails and pathways, and outdoor recreation activities which do not adversely impact natural features and open spaces found within the corridor.

ANC 7. Development proposals in shoreland areas shall demonstrate compliance with the Village Shoreland Zoning Ordinance.

ANC 8. Support the community’s ability to respond to a spill of contaminated or hazardous material and make changes as necessary to ensure that spills will be remediated as soon as possible to decrease the effects on groundwater.



- ANC 9. Support the development of comprehensive-wide county river, stream and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement within the planning period.
- ANC 10. Conservation and cluster land division design shall be supported as options for proposed major land divisions to minimize the negative impacts to natural resources, cultural resources while accommodating residential development.
- ANC 11. New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, and floodplains.
- ANC 12. The Village should work to preserve scenic areas along waterways and wetlands as public recreations and open space and will help the Village have a stronger economy.
- ANC 13. Maintain an erosion control ordinance.
- ANC 14. The clean-up and reuse of brownfield sites should be pursued prior utilizing undeveloped land.
- ANC 15. Streets shall be designed and located in such manner as to maintain and preserve natural topography, cover, significant landmarks, and trees, and to preserve views and vistas.
- ANC 16. All forms of structural development will be restricted on the 100-year floodplains based on FEMA maps.
- ANC 17. During the building permitting process all permit holders will be informed if the site location is near or within a floodplain.

## **Cultural Resources**

### Policies and Recommendations

- ANC 18. Conservation and cluster land division design shall be supported as options for proposed major land divisions to minimize the negative impacts to natural resources, cultural resources while accommodating residential development.
- ANC 19. Substantial development proposals should provide the Village 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 Village will be appropriate for the intensity of the proposed development.
- ANC 20. New development should be placed on the landscape in a fashion that minimizes potential negative impacts to Northwoods character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, aesthetically

pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.

ANC 21. Work with groups/organizations such as the Wisconsin Historical Society, Grantsburg Area Historical Society, and the Burnett County Historical Society to maintain the map and database of historic and archeological sites.

ANC 22. Support the Grantsburg Area Historical Societies efforts in identifying, recording and promoting preservation of historical, cultural and archaeological sites within the community.

ANC 23. A map and database of historic structures may be considered within the planning period including a community survey of historical and archeological resources.

ANC 24. Continue to promote the preservation of the Burnett County Abstract Building. Also, work to add historic resources to the preservation list such as the jail, the historic museum, the Emma Olson home, and the old creamery. Have the Village in conjunction with the Grantsburg Area Historical Society research historical resources by the State Historical Society.

ANC 25. Review proposals for the development of properties abutting historic resources to ensure that land use or new construction does not detract from the architectural characteristics and environmental setting of the historic resource.

ANC 26. Research establishing a beautification committee to work on aesthetics issues.

ANC 27. A historic preservation ordinance should be adopted to protect historic sites.

#### 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*.

# 6

# Economic Development



Courtesy: Scott Hoffman



Courtesy: Burnett County Tourism



Courtesy: Burnett County Tourism



Courtesy: Scott Hoffman



## 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 Village of Grantsburg related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing commercial and industrial development policies, encouraging sustainable development, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the Village of Grantsburg 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 Village of Grantsburg's plan for economic development is to continue to balance the retention and expansion of existing business with entrepreneurial development and new business attraction efforts. Grantsburg has efficient municipal water and sewer systems currently in place and has the capacity for new development to add onto these systems for new commercial and industrial development. The Village of Grantsburg and the Grantsburg Industrial Development Corporation have developed the Grantsburg Industrial Park, located on the northwestern portion of the village on Benson Avenue. The industrial park is 47 acres in size, and has access to the village's sewer and water infrastructure. The park is 85% occupied with seven acres remaining for development. Northwest Regional Planning Commission also opened a 20,000 square foot Business Enterprise Center located in the Grantsburg Industrial Park in 2008. The Enterprise Center has two occupants and has 6,000 sq. ft. available for development. In addition, the village has planned for increases in commercial land use, approximately 76 acres, inside the

village boundary in the Community/Downtown Commercial (CDC) and General Commercial (GC) Management Areas.

The Village of Grantsburg is also planning to make significant areas available for commercial and industrial development. Besides the industrial park, there are 116 acres both used and available for commercial development in the mainstreet areas and along 70. In accordance with Maps 8-1 Existing Land Use, 9-1 Existing Regulations, and Map 8-2 Future Land Use, the village is open to business development that is consistent with established community character guidelines.

In the event of new commercial development opportunity, the village is supportive but concerned with the design and appearance of future commercial and industrial development. The use of design review is supported but not mandated, which will help review development proposals. Use of site and building design may lead to improved aesthetic quality of buildings and development sites and to help maintain the small town atmosphere that Grantsburg resident value. This is achieved by developing design review procedures and standards. The village can then work with a proposed development to improve building architecture, landscaping, lighting, signage, and other site design features that will maintain and enhance the character of the village. The preservation and enhancement of the downtown is another key economic development concern. It is the village's desire to maintain a viable downtown center that offers amenities, helps define a sense of history, culture, and identity, and contributes to the economic health of the area.

Another component of the village's economic development strategy is to access more tourism dollars. The Village of Grantsburg is well situated not only as a tourist destination (to access such area attractions such as Crex meadows and the St. Croix Scenic Riverway), but also in relationship to regional metropolitan areas. Grantsburg is situated on STH 70 which is northwestern Wisconsin's main east/west corridor, and serves to connect Grantsburg within an hour to the Minneapolis/St. Paul region. The Village of Grantsburg lies near the center of a triangle formed by the region's three most populous centers: Minneapolis-St. Paul to the southwest, Eau Claire to the southeast and Duluth-Superior to the north. The village does have opportunity to expand its appeal to the surrounding markets as a small-town, northwoods, lake country get-a-way with reasonable proximity to larger metropolitan markets.

## 6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the Village of Grantsburg. For further information on economic development in the Village of Grantsburg 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 Village of Grantsburg 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 Village of Grantsburg, 2000

| Attainment Level                            | Village of Grantsburg |                  | Burnett County |                  |
|---|-----------------------|------------------|----------------|------------------|
|   | Number                | Percent of Total | Number         | Percent of Total |
| Less than 9th grade                         | 77                    | 8.5%             | 687            | 6.1%             |
| 9th grade to 12th grade, no diploma         | 83                    | 9.1%             | 1,257          | 11.2%            |
| High school graduate (includes equivalency) | 358                   | 39.4%            | 4,811          | 42.7%            |
| Some college, no degree                     | 177                   | 19.5%            | 2,296          | 20.4%            |
| Associate degree                            | 44                    | 4.8%             | 645            | 5.7%             |
| Bachelor's degree                           | 114                   | 12.5%            | 1,131          | 10.0%            |
| Graduate or professional degree             | 56                    | 6.2%             | 446            | 4.0%             |
| <b>Total Persons 25 and over</b>            | <b>909</b>            | <b>100.0%</b>    | <b>11,273</b>  | <b>100.0%</b>    |

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

Educational attainment for the Village of Grantsburg as measured in 2000 was similar to that of the county. Compared to Burnett County as a whole, slightly smaller proportions of people in the village have a high school diploma. A slightly larger proportion of the village has bachelor and graduate degrees. These data suggest that Village of Grantsburg residents are equipped to participate in all levels of the local and regional workforce.

### **GHS Among Best in U.S. in 2008 and 2009**

Grantsburg High School was identified as one of the top high schools in the United States in both 2008 and 2009. U. S. News and World Report, in collaboration with School Evaluation Services (a data research and business analysis firm) analyzed academic and enrollment data from 21,069 public high schools and awarded GHS the Silver Medal in 2009, placing GHS in the top 2% of high schools in the nation. Grantsburg High School received the Bronze Award in 2008. High schools were evaluated on a variety of factors, such as student achievement, demographics, class offerings, and college-readiness.

The Grantsburg community has a long tradition of support for its school system. The investment of time, talent, quality facilities, public tax dollars, and hard work from staff are paying dividends for our students.

### **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, increases in technology, manufacturing moving over seas, and relatively high Wisconsin property taxes.

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

Table 6-2  
Employment by Industry, Village of Grantsburg, Burnett County, and Wisconsin, 2000

| Industry  | Village of Grantsburg |                  | Burnett County |                  |
|---|-----------------------|------------------|----------------|------------------|
|   | Number                | Percent of Total | Number         | Percent of Total |
| Agriculture, forestry, fishing and hunting, and mining                              | 8                     | 1.2%             | 300            | 4.4%             |
| Construction  | 37                    | 5.8%             | 610            | 8.8%             |
| Manufacturing   | 167                   | 26.1%            | 1,446          | 21.0%            |
| Wholesale trade   | 12                    | 1.9%             | 143            | 2.1%             |
| Retail trade  | 86                    | 13.4%            | 807            | 11.7%            |
| Transportation and warehousing, and utilities                                       | 19                    | 3.0%             | 281            | 4.1%             |
| Information   | 6                     | 0.9%             | 112            | 1.6%             |
| Finance, insurance, real estate and rental and leasing                              | 27                    | 4.2%             | 235            | 3.4%             |
| Professional, scientific, management, administrative, and waste management services | 23                    | 3.6%             | 244            | 3.5%             |
| Educational, health and social services   | 134                   | 20.9%            | 1,271          | 18.4%            |
| Arts, entertainment, recreation, accommodation and food services                    | 56                    | 8.7%             | 778            | 11.3%            |
| Other services (except public administration)                                       | 35                    | 5.5%             | 309            | 4.5%             |
| Public administration   | 31                    | 4.8%             | 357            | 5.2%             |
| <b>Total</b>  | <b>641</b>            | <b>100.0%</b>    | <b>6,893</b>   | <b>100.0%</b>    |

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

Of the 641 Village of Grantsburg residents employed in 2000, most worked in the information, the manufacturing, education, and retail trade sectors. Overall, the breakdown of employment by industry sector in the village is generally similar to that of Burnett County.

### 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, Village of Grantsburg, Burnett County, and  
 Wisconsin, 2000

| Occupation  | Village of Grantsburg |                  | Burnett County |                  | State of Wisconsin |                  |
|---|-----------------------|------------------|----------------|------------------|--------------------|------------------|
|   | Number                | Percent of Total | Number         | Percent of Total | Number             | Percent of Total |
| Management, professional, and related occupations           | 163                   | 25.4%            | 1,762          | 25.6%            | 857,205            | 31.3%            |
| Service occupations   | 100                   | 15.6%            | 1,234          | 17.9%            | 383,619            | 14.0%            |
| Sales and office occupations                                | 145                   | 22.6%            | 1,407          | 20.4%            | 690,360            | 25.2%            |
| Farming, fishing, and forestry occupations                  | 5                     | 0.8%             | 125            | 1.8%             | 25,725             | 0.9%             |
| Construction, extraction, and maintenance occupations       | 60                    | 9.4%             | 850            | 12.3%            | 237,086            | 8.7%             |
| Production, transportation, and material moving occupations | 168                   | 26.2%            | 1,515          | 22.0%            | 540,930            | 19.8%            |
| Total   | 641                   | 100.0%           | 6,893          | 100.0%           | 2,734,925          | 100.0%           |

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

Employment by occupation in the Village of Grantsburg is very similar to that of Burnett County. Despite the differences in employment by industrial sector, occupations within those sectors are providing similar types of jobs. This is further supported by the similarities between the village and the county in educational attainment.

6.3 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the Future Land Use Map (Map 8-2) and the Existing Zoning Map (Map 9-1) for the Village of Grantsburg. There are several future land use management areas that allow for commercial and industrial use, including Community/Downtown Commercial (CDC), General Commercial (GC), Industrial (I), and Industrial Expansion (IE). The planned uses and their respective locations are detailed on Map 8-2 and described in detail in Section 8.5.

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 which creates a competitive position for developing commercial areas. The Grantsburg Industrial Development Corporation is focused on business development and is strategically positioned to attract new development to the village. In addition, the Burnett County Development Association is another resource for local business and development consulting.

Home based businesses may also be approved in the Village’s residential areas. Such uses will be required to meet the applicable *Land Use* element policies. Other areas of the Village might also be considered for business development upon approval of a plan amendment or rezoning as appropriate. Home based businesses may also be approved in the Village’s residential areas.

Such uses will be required to meet the applicable *Land Use* element policies. Other areas of the Village might also be considered for business development upon approval of a plan amendment or rezoning as appropriate.

### **Tax Increment Financing Districts**

There are five (5) Tax Increment Finance Districts in the village as located on Map 6-1 in the *Inventory and Trends Report*. Since the mid-1980s the Village of Grantsburg has used tax incremental financing to stimulate economic growth and redevelopment. It has fostered significant private investment in the community and has led to an increase of over \$9,000,000 in property value. TIF Districts 1, 2, and 3 are allocated for the Grantsburg Industrial Park, TIF #4 is used for the commercial development area at the southeast corner of STH 70 and STH 48 on the village's southeast side, and TIF #5 for the downtown area. These districts have financed property acquisition, demolition, site remediation, infrastructure installation, developer cost write-downs, public amenities and related improvements. Without TIF financing these improvements would not have occurred, or would have been financed from the general property tax. As a mature community, Grantsburg will have both redevelopment and greenfield opportunity for economic growth. Due to the cost advantage that greenfield sites have over redevelopment sites, TIF and other resources will continue to be needed to make redevelopment sites a viable alternative to new development in the urban areas. Wisconsin statutes authorize utilizing TIF financing up to the point where TIF incremental value reaches 12 percent of the community's equalized value.

### **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 Village of Grantsburg, as of March 2007, there were 6 sites identified by BRRTS as being located within the village and as being open or conditionally closed (indicating that further remediation may be necessary).

## **6.4 Downtown Development**

Downtown Grantsburg is a key component of the cultural and economic foundation of the Village. It is essential for the Village to maintain and enhance the vitality of the Downtown, not only for the benefit of Grantsburg, but for Burnett County as a whole. The County Comprehensive Planning framework (including the towns) includes goals, objectives, and policies related to the Villages of Grantsburg, Siren, and Webster's downtowns. These statements recognize the importance of the Downtowns as critical to the success of the Villages and County and encourage the ongoing improvements of these areas including the addition of appropriate businesses and services. The County Plan contains the following direct statements:

## **Agriculture, Natural, and Cultural Resources**

### **Goal 10, Objective C:**

Support the efforts of Burnett County's villages to preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.

## **Economic Development**

### **Goal 6, Policy and Recommendation 3:**

The development of economic area plans will be encouraged within the planning period, for example; downtown redevelopment plans, highway commercial corridor plans, etc.

### **Goal 6, Policy and Recommendation 4:**

Encourage the development of village downtown steering committees made up of merchants, bankers, public officials, chamber of commerce, and civic groups, whose purpose is to develop a shared vision for the downtown, and provide leadership in the downtown revitalization effort.

Downtowns are unique places within communities and should be recognized as such. Downtown Grantsburg functions as the heart of the community (and one of the county's primary centers) and should be managed with this in mind. Development and redevelopment within the downtown should consider the following:

- ♦ **Parking**. There should be adequate, convenient parking within the downtown. On-street parking directly serves businesses and also provides a measure of traffic calming along downtown streets. Off-street parking (lots) is appropriate, but should be located behind and between buildings. Parking between buildings should be limited to ensure that the street front of buildings remains relatively continuous.
- ♦ **Building Location**. The front facade of new and redeveloped buildings should be located at the public sidewalk, with limited exceptions (to create unique landscape and public amenity areas). Buildings located at the sidewalk help create a continuous, walkable street front and a sense of place.
- ♦ **Business Mix**. Downtowns should include a mix of businesses that ensure the area is widely used at all times throughout the day. The appropriate mix should include businesses that offer basic goods and services, specialty goods and services, dining and entertainment, and tourism related businesses.
- ♦ **Amenities and Beautification**. Downtowns should be filled with amenities that help create a memorable experience and comfortable surroundings. These can include: improved building facades, landscaping, decorative lighting and banners, decorative paving highlighting crosswalks and other pedestrian areas, benches, public art, etc. The following images show a "before and after" example of this concept:

Figure 6-1  
Amenities and Beautification Opportunities

**BEFORE**



**AFTER**



Downtown redevelopment and revitalization, if it is to be done well, involves much more than identifying what you want. Simply zoning lands for commercial use and letting the market take its course is not sound strategy. Zoning cannot actively recruit or hand-select the best business or developer for a given project or site. Business recruitment and retention programs must be developed, properties assembled, requests for proposals written, inquiries answered, developer agreements executed, and incentive programs administered. Such programs must be staffed and funded.

Thoughtful planning and preparation will require investment. This investment needs to happen to allow the village to evolve from accepting any development to being selective to the types of businesses and development in the downtown. As it becomes recognized that the Village's well-managed downtown district is one of its greatest assets, quality development will encourage yet more quality development. Developers will better understand the community's expectations for new development at the outset, and be more confident that their investment will be protected by sound planning decisions down the road. Weak planning, by contrast, creates uncertainty in real estate markets and discourages top-notch design.

### **Developing a Downtown Redevelopment Strategy**

The Village of Grantsburg should develop a downtown redevelopment strategy in concert with this plan to include planning, financing, and specific implementation components, as following:

Conduct confidential interviews with key stakeholders and property owners to learn and identify what particular stakeholders and organizations feel are barriers to downtown redevelopment and revitalization. The village needs to build a coalition of support to garner the capital investment and political support necessary to leverage village resources. The framework of the necessary support should be built on the following premise: A redevelopment and market based strategy needs to be developed and invested in or the village will never attain the type of amount of development it desires. Hope is a wonderful thing, but it is poor development strategy. Based on the premise of building a vibrant downtown, the following should occur:

#### **Strategy 1: Market-Based Assessment**

Assess and study regional market opportunities in terms of trends and actual business type. Completing a market-driven study supporting a reinvestment and design for the downtown will:

1. Provide vision for the type of use that is supported by market opportunity.
2. Provide the basis for a reinvestment plan that is sustainable and guides responsible development;
3. Defines highest and best uses for infill and reuse opportunities;
4. Builds consensus among all stakeholders;
5. Provides specific implementation recommendations and task assignments based on priority projects;
6. Includes overall design standards for improving corridor aesthetics and functionality;
7. Collaborates and orchestrates the physical improvements of the downtown.

## **Strategy 2: Develop a Preservation and Redevelopment Plan**

The Preservation and Redevelopment Plan should be developed to determine the physical opportunities within the downtown. Determining whether a building or site should be preserved or redeveloped requires the village to balance the value of a building with its associated opportunity to harbor or attract business. The sites need to be analyzed and prioritized (such as significant historic, significant new, architecturally contributing, non-architecturally) to allow for both physical and development assessment. The idea is to identify the renovation targets and buildings that have been identified as those that are the most important for immediate renovation and adaptive reuse. Most likely, these buildings are currently underutilized and developers should be recruited to redevelop them. The village may even consider purchasing and redeveloping properties in the designated target redevelopment sites to facilitate development opportunity that may not be provided otherwise if left to the private marketplace on its own.

Managing development more directly as discussed in this section is a different mindset than has been used in the past of for managing development in the village, and requires careful consideration. Employing a market based approach to redevelopment will be the primary way to enable progress and ensure a higher probability of success.

Regardless of what decisions the village may or may not make regarding this issue, there are several activities that could be completed without completing a redevelopment plan as discussed above:

1. Develop aesthetically pleasing streetscaping with pedestrian scale lighting and safe, designated crosswalks as shown in Figure 6-1.
2. Plan for a mix of uses that encourage pedestrian traffic and attract residents on a daily basis. Places like a post office, day care center, library, diner, coffee shop, or book store attract daily trips.
3. Develop quality housing in the downtown district. Senior housing is especially suited for downtown areas, where residents can walk to nearby services.
4. Connect the downtown area to local and regional destinations through park and open space planning, bike trails and signage.
5. Recruit local service businesses and offices and professional services geared toward serving the local population that already exist in the area.
6. Assess if there are any existing land uses in the downtown area that are incompatible to the downtown setting, perhaps due to noise, odor, intensive parking, loading, storage etc. The village should consider assisting the businesses in relocating to an area in the village, such as the industrial park, that may be more appropriate to the use. Moving these uses to a more appropriate light industrial, planned industrial or planned business districts in the village would free up the buildings and lots for more appropriate, traditional central business shopping and service uses.
7. Establish a well-marked Gateway into Downtown with coordinated signage. These should be located along community gateways with monument signs, coordinated color and materials throughout the village to develop a sense of place. Signage should be developed to direct visitors to civic buildings and destination retail or recreation areas; ‘wayfinding’ signage should be located at each large state highway intersection to direct visitors to the downtown. The idea here is to ‘brand’ your

downtown and market the village as a destination and special place, not just another place.

The recommendations discussed above work in conjunction with the established policies and recommendations as included in this chapter.

## 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: Attract, retain, and expand quality businesses and industries within the changing economy that will improve the employment and personal income base of the Village.***

### ***Objectives:***

- A. Market analysis and strategically develop plan for new business.
- B. Encourage existing businesses to continually monitor and change to accommodate the retail market, and thus to increase sales.
- C. Accommodate existing businesses to grow and prosper as much as possible.
- D. Promote the types of industry that Grantsburg can expect to attract to the Village.
- E. Develop, adopt, and implement an Industrial Development Program.
- F. Service new industrial areas with all public utilities and any other community facilities that are necessary.
- G. Support education programs to support new and existing industry.
- H. Encourage long term business investments that generate net fiscal benefits to the village, protect environmental quality, and provide increase to net personal income.
- I. Support incentives to those businesses of all sizes which demonstrate a commitment to protecting the environment and enhancing the village's quality of life.
- J. Promote economic opportunity for all residents, including unemployed, underemployed, and special needs populations.
- K. Encourage diversified economic development to achieve and maintain a balanced tax base.
- L. Support agriculture, forestry, manufacturing, tourism, and related support services as strong components of the local economy.
- M. Promote tourism in the Village.
- N. Support the further development of an ecological tourism (ecotourism) industry in the village and region to build environmental and cultural awareness, and benefit the local economy.
- O. Support the further development of an agricultural tourism (agri-tourism) industry in the region to build awareness of the importance of agriculture, an understanding of operations, and benefit the local economy.
- P. Support the increase of businesses that serve the aging and retirement population.
- Q. Encourage the growth of business clusters based on similar or complementary industries.

- R. Promote business retention, expansion, and recruitment efforts that are consistent with the village's comprehensive plan.
- S. Support existing businesses by establishing public-private partnerships.
- T. Support the pursuit of local, state and federal funding and assistance that will help local businesses become more competitive.
- U. Distinguish and promote features unique to the village in order to compete and complement the region.

***Goal 2: Help provide sufficient commercial and industrial lands adjacent to public facilities and transportation services that are cost effective and environmentally compatible.***

***Objectives:***

- A. Prime areas for commercial uses should be designated.
- B. Encourage improvement of outmoded retail buildings.
- C. Preserve historic buildings and increase downtown aesthetics when possible.
- D. Provide land for new industrial development.
- E. Define areas of open land suitable for an industrial park
- F. Encourage appropriate re-use and development of older buildings.
- G. Designate sites for industrial and commercial use that will be accessible from roadways of arterial class or higher, potentially served with utilities, and free of major environmental constraints.
- H. In cooperation with local jurisdictions, maintain an adequate supply of industrial and commercial lands with a suitable mix of light and heavy industry, retail service and institutional use within designated growth areas in proximity to transportation services.
- I. Encourage infrastructure development and services necessary to serve new development.

***Goal 3: Maintain and enhance opportunities for resource based industries 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 county efforts to establish the value of existing and potential agricultural land in appropriate areas within towns and help preserve them through the development of an agricultural "Transfer of Development Rights" (TDR) and/or "Purchase of Development Rights" (PDR) program.
- C. Support programs that coordinate the selling of local products within local establishments.

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

***Objectives:***

- A. Involve existing business owners in planning for the future.
- B. Support programs to assist businesses.
- C. Encouraged increased cooperation between the county and surrounding areas regarding comprehensive planning and economic development issues.



- D. Support the regional efforts of the International Trade, Business and Economic Development Council (ITBEC) for Northwest Wisconsin and the Northwest Wisconsin Regional Planning Commission.
- E. Support the efforts of the Burnett County Development Association, Grantsburg Industrial Development Corporation (GIDC) community development organizations, and local chamber of commerce.
- F. Promote dialogue and continue to strengthen relationships between the village and local businesses.
- G. Support programs that provide business networking opportunities to increase business collaboration, shared resources, and to identify needs and opportunities.

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

***Objectives:***

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

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

***Objectives:***

- A. Encourage schools to assist students by developing or assessing their skills as they relate to the local job market.
- B. Support local employment of area citizens, especially efforts that create opportunities for local young adults.
- C. Support home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the area.
- D. Support area school districts, technical colleges, universities, and other non-profit agencies that promote workforce development.
- E. Support a continuum of educational opportunities responsive to the needs of the village work place.
- F. Encourage greater interaction between the schools and businesses in order to better coordinate the required education and skills.
- G. 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.
- H. Support intergovernmental efforts to development a local technical educational opportunities through coordination with area schools.

## 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 village is concerned about. Policies and recommendations become primary tools the village 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. The village’s policies are stated in the form of position statements (Village Position), directives to the village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

### **Policies and Recommendations**

- ED 1. Manufacturing should be supported as a vital component of the Village’s economic base.
- ED 2. Tourism should be supported as a vital component of the Village’s economic base.
- ED 3. Future economic development should include businesses that produce goods and services within the Village but are sold primarily to outside markets.
- ED 4. The Village should support existing business expansion and retention efforts and new business development efforts that are consistent with the comprehensive plan.
- ED 5. When evaluating substantial development proposals, the Village should consider market interactions with the existing local and regional economy, and impacts to the cost of providing community services. The depth of analysis required by the Village will be appropriate for the intensity of the proposed development.
- ED 6. Coordinate regularly with the Northwest Wisconsin Regional Planning Commission to evaluate economic development related grants, programs, and tax incentives for their applicability to the Village.
- ED 7. Continue to work with the Chamber of Commerce and the Burnett County Development Association as a resource to achieve economic development goals and objectives.

- ED 8. Coordinate with Forward Wisconsin and regional economic development personnel. Make sure people know what Grantsburg has to offer.
- ED 9. Continue to do mailings for the Chamber of Commerce.
- ED 10. Coordinate with the Chamber of Commerce to make sure the Village is included in local and regional tourism brochures.
- ED 11. Continue to mail economic development brochures as requested.
- ED 12. Maintain a web page with links to key sites that would help attract business persons to Grantsburg.
- ED 13. Coordinate with local business establishments to assist people interested in locating a business in the village. Identify a contact person that can give the prospective business person a guided tour of the Village's business districts. If someone comes to the Village offices looking for information, the Village should direct them to the contact person.
- ED 14. Meet with each industrial business (handled by the Grantsburg Industrial Development Corporation (GIDC)) and commercial business (handled by the Chamber of Commerce) on an ongoing basis. Discuss needs and desires of local business owners.
- ED 15. Meet with existing businesses (handled by GIDC and the Burnett County Development Association (BCDA)) and provide them with information on assistance available through the UW-Extension and Northwest Wisconsin Manufacturing Outreach Center (NWMOC) to assist with increasing sales.
- ED 16. 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.
- ED 17. The retention and expansion of existing businesses should be supported through facility improvements and the implementation of increased technology.
- ED 18. Communicate with all industry in the immediate area to see if they can assist with the retention of jobs or to increase employment.
- ED 19. Continue to promote the Enterprise Center (handled by the Northwest Regional Planning Commission (NWRPC), the Village, and GIDC).
- ED 20. Commercial development should be steered to areas consistent with the local Future Land Use Plan Map and associated recommendations.
- ED 21. The downtown and its immediate area should be a prime commercial area.
- ED 22. Research what functions the downtown will serve from a retail standpoint.

- ED 23. Continue to promote the downtown.
- ED 24. Highway corridor development shall be directed to designated planned commercial areas and address building signage, lighting, service and land use standards.
- ED 25. All new development should have an adequate supply of off-street parking.
- ED 26. Redevelopment of the downtown should be supported with parking.
- ED 27. Ensure that there is an adequate supply of serviceable commercial and industrial land located close to adequate transportation services.
- ED 28. Future economic development should be located in and/or directed toward areas within which adequate public facilities and services already exist, are programmed for expansion, or will be provided concurrent with development.
- ED 29. The development of industrial areas will be preceded by a site development and long term industrial plan for the community. Public involvement will be required during the formation of any such plans.
- ED 30. Promote manufacturing industries that could utilize the local labor force.
- ED 31. Encourage industries that provide educational and training programs and those that provide family- and high-wage employment. Maintain and expand public, private, and partnership programs that will provide skilled workers for higher paying jobs.
- ED 32. The Village will encourage economic development through public-private partnerships that are beneficial to the sustainability of the community and consistent with the comprehensive plan.
- ED 33. Work to bring together the relevant parties (technical schools, existing industry, high school coordinators, etc.) so a coordinated effort between education programs and industry can be made.
- ED 34. Work with local school district and existing industry to help coordinate school-to-work programs.
- ED 35. The development of economic area plans will be encouraged within the planning period, for example; downtown redevelopment plans, highway commercial corridor plans, etc.
- ED 36. Examine the need to amend existing TIF Districts 2, 3, 4 and 5.
- ED 37. If TIF capacity becomes available, create new districts as needed.

## 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. 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 Village of Grantsburg, 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 Village of Grantsburg and Burnett County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Village of Grantsburg's plan for intergovernmental cooperation is to continue to encourage and maintain positive and mutually beneficial relationships with the Towns of Anderson, Daniels, Grantsburg, Lincoln, Trade Lake, West Marshland, and Wood River, as well as with Burnett County and the State of Wisconsin. Intergovernmental cooperation efforts will center on the efficient delivery of community services. Currently, the village shares fire and emergency protection services, as well as library and recreational facilities, with surrounding towns. The village will also concentrate on cooperative planning and intergovernmental agreements in the extraterritorial growth areas, as expansion of the existing village boundary is expected over the long term.

## 7.2 Inventory of Existing Intergovernmental Agreements

The Village of Grantsburg is not currently party to any recorded intergovernmental agreements. The village does utilize cooperative arrangements for community services. For example, the Grantsburg Fire Department provides fire protection through a cooperative agreement between the Village of Grantsburg and the Towns of Anderson, Grantsburg, Trade Lake, West Marshland and Wood River. The units of government are jointly the "Grantsburg Fire Association" which provides for fire services by contracting with the Grantsburg Fire Dept, a private Chapter 213 Wisconsin Statutes Fire Department. There are also mutual aid agreements with fire departments in Burnett and northern Polk County along with Pine City, Minnesota and Rush City, Minnesota fire departments and with the State of Wisconsin. The Village also contracts with the County for police protection.

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

### **School Districts**

The Grantsburg School District includes Grantsburg Elementary, Middle, and High School, as well as Grantsburg Virtual School, Nelson Elementary School, and Insight School of Wisconsin. This district serves the southwestern portion of the county including the Village of Grantsburg and the Towns of West Marshland, Wood River, Grantsburg, Anderson. Portions of the Towns of Lincoln, Daniels and Trade Lake are also serviced by the Grantsburg School District. 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.

### **Adjacent Local Governments**

The Village of Grantsburg has long term, functional relationships with surrounding towns in Burnett County. In addition to the agreements and arrangements identified in this document, the Village and Town of Grantsburg recorded a 2002 agreement for a reduced extraterritorial review area for land divisions. The village has the statutory authority to review land divisions within 1.5 miles of its border, but felt the reduced area of ½ mile from the village border would be sufficient to address the potential impacts of land divisions within the border area.

## 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 Grantsburg        |
| ♦ Assistance in rating and posting local roads for road maintenance and road improvement planning   | Burnett County, Town of Grantsburg        |
| ♦ Utilize a coordinated process to update and amend the comprehensive plan  | Burnett County, Town of Grantsburg        |
| ♦ Work with the school district to anticipate future growth, facility, and busing needs   | Grantsburg School District                |
| ♦ Share the use of school district recreational and athletic facilities   | Grantsburg School District                |
| ♦ Improve the management of lands in planned extraterritorial growth areas through annexation, extraterritorial authority, or boundary agreements | Town of Grantsburg                        |
| ♦ Improve the attractiveness of community entrance points   | Town of Grantsburg                        |

## Potential Conflicts and Resolutions

| Potential Conflict   | Process to Resolve  |
|--|---|
| ♦ Siting of large livestock farms near incorporated areas  | <p>Burnett County towns to consider establishing an Agriculture/Urban Interface area that prevents new farms over 500 animal units from locating within ½ mile of incorporated areas</p> <p>Burnett County to administer ACTP51 performance standards for livestock operations over 500 animal units</p>  |
| ♦ Residential development at rural densities in areas planned for the expansion of village utilities | <p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings</p> <p>Continued meetings of the County Planning Committee with representation from every Burnett County community</p> <p>Use of extraterritorial land division review</p> |

| Potential Conflict  | Process to Resolve   |
|---|--|
| <ul style="list-style-type: none"> <li>◆ Low quality commercial or industrial building and site design along highway corridors or community entrance areas</li> </ul>                                     | <p>Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings</p> <p>Continued meetings of the County Planning Committee with representation from every Burnett County community</p> <p>Cooperative design review ordinance development and administration</p>   |
| <ul style="list-style-type: none"> <li>◆ Development or land use that threatens groundwater quality in municipal well recharge areas</li> </ul>   | <p>Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Burnett County community</p> <p>Cooperative planning and implementation of wellhead protection areas</p>   |
| <ul style="list-style-type: none"> <li>◆ Construction of buildings or other improvements in areas planned for future parks, street extensions, or other public infrastructure</li> </ul>                  | <p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Establishment of local Plan Commissions in every Burnett County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Burnett County community</p> <p>Cooperative planning and implementation of official mapping</p> |
| <ul style="list-style-type: none"> <li>◆ Increasing cost of providing services and amenities such as parks, recreation programs, libraries, museums, etc., that benefit the surrounding region</li> </ul> | <p>Continued meetings of the County Planning Committee with representation from every Burnett County community</p> <p>Cooperative planning for revenue sharing, shared service agreements, impact fees, level of service standards, etc.</p>   |

## 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 village and other units of government.***

***Objectives:***

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

***Goal 2: Foster the growth of mutually beneficial intergovernmental relations between the village, other local units of government, and the county.***

***Objectives:***

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

## 7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the village is concerned about. Policies and recommendations become primary tools the village 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. The village’s policies are stated in the form of position statements (Village Position), directives to the village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

### **Policies and Recommendations**

- IC 1. The Village shall work to maintain ongoing communication and positive relationships with the county, school districts, neighboring towns, and state and federal agencies.
- IC 2. Educational efforts regarding planning, land use regulation, implementation, or natural resource management should be discussed as multi-jurisdictional efforts between the Village, County and neighboring communities.
- IC 3. Village facilities and equipment that have available capacity shall be considered for joint use with other units of government or community organizations.
- IC 4. Long term facilities planning should consider high potential growth areas inside of the current municipal boundary. Extend public utilities only to areas inside the village limits.
- IC 5. The Village shall consider intergovernmental and other cooperative options before establishing, reinstating, expanding, constructing or rehabilitating community facilities, utilities or services.
- IC 6. The Village 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 7. Annually review intergovernmental agreements for their effectiveness and efficiency.
- IC 8. Continue cooperative planning efforts with surrounding communities, districts, associations, service providers and the County.
- IC 9. A multi-jurisdictional planning effort will be considered when the comprehensive plan is updated.
- IC 10. The Village will annually evaluate the cost effectiveness of existing departments/offices or agencies which are independent of other government entities or where no intergovernmental agreements exist.
- IC 11. Before the purchase of new Village facilities or equipment or the re-instatement of service agreements, the Village will pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions.
- IC 12. Opportunities for sharing Village staff or contracting out existing staff availability will be pursued should the opportunity arise.

IC 13. Any and all intergovernmental agreements or arrangements shall be in writing, and the statutory authority for such agreements will be identified.

IC 14. The Village and Town of Grantsburg have many of the same interests and need to be working with each other on boundary agreements and the overall question of economic development.

IC 15. The Village shall encourage cooperative boundary plans with neighboring towns in compliance with Wis. Stats. 66.0307 within the planning period.

## 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*.

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# 8

## Land Use





## 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 Village of Grantsburg. 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

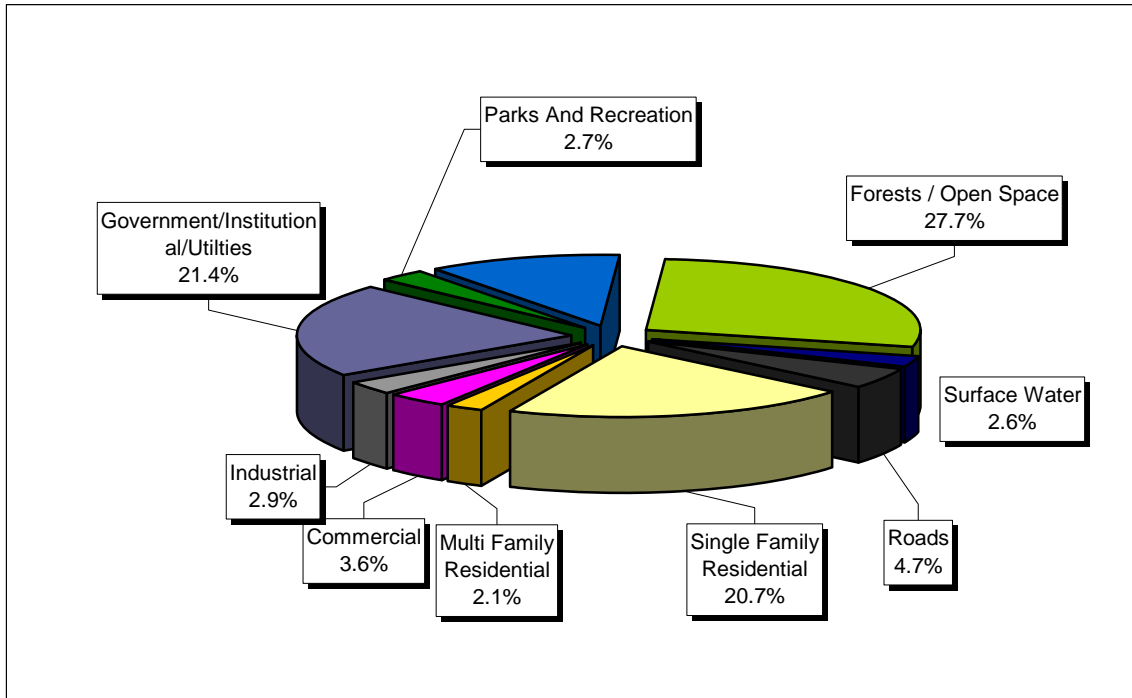
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land 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 Village of Grantsburg.

Table 8-1  
Existing Land Use, Village of Grantsburg, 2008

| <b>Land Use Classification</b>     | <b>Acres</b> | <b>Percent of</b> |
|------------------------------------|--------------|-------------------|
|                                    |              | <b>Total</b>      |
| Single Family Residential          | 399          | 20.7%             |
| Multi Family Residential           | 41           | 2.1%              |
| Commercial                         | 70           | 3.6%              |
| Industrial                         | 57           | 2.9%              |
| Government/Institutional/Utilities | 413          | 21.4%             |
| Parks And Recreation               | 52           | 2.7%              |
| Agriculture                        | 222          | 11.5%             |
| Forests / Open Space               | 534          | 27.7%             |
| Surface Water                      | 50           | 2.6%              |
| Roads                              | 91           | 4.7%              |
| <b>Total</b>                       | <b>1,930</b> | <b>100.0%</b>     |

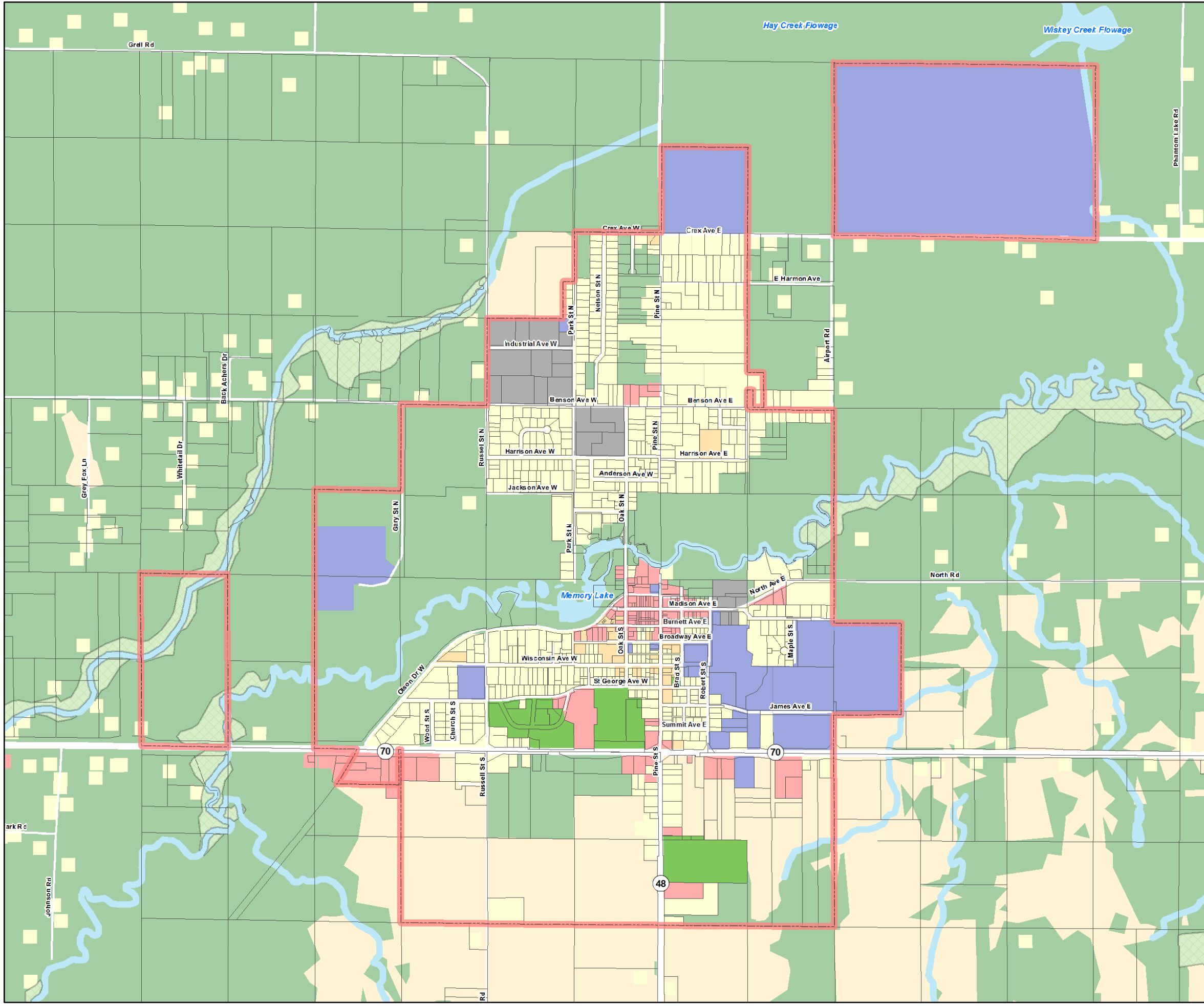
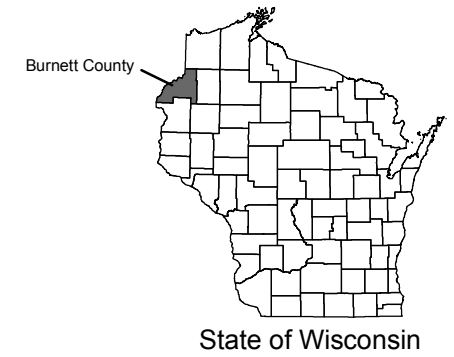
Source: Foth Infrastructure & Environment, LLC, 2007 and Burnett County Tax Assessment Data, 2007

Figure 8-1  
Existing Land Use, Village of Grantsburg, 2008



Source: Foth Infrastructure & Environment, LLC, 2008 and Burnett County Tax Assessment Data, 2007

# MAP 8 - 1 EXISTING LAND USE VILLAGE OF GRANTSBURG Burnett County, Wisconsin

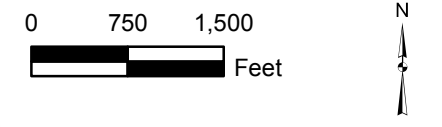


**Legend**

|                  |                                    |
|------------------|------------------------------------|
| State Highway    | <b>Existing Land Use</b>           |
| County Highway   | Single Family Residential          |
| Town Road        | Multi Family Residential           |
| Rivers           | Commercial                         |
| Lakes            | Industrial                         |
| Wetlands         | Government/Institutional/Utilities |
| Village Boundary | Agriculture                        |
| Town Boundary    | Forests and Open Space             |
| County Boundary  | 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 DNR and Burnett Co Land Information Office



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The Village of Grantsburg currently has 1,930 acres within the village boundary. The single largest land use in the village is forest/ open space which totals approximately 534 acres. It is somewhat unusual for forest/open space to occupy nearly a quarter of the land area in an incorporated village; however, there are large expanses of wetlands in the village. The second largest land use is government and institutional (413 acres or about 21.4%). Large tracts of land are used for schools, wastewater treatment facilities etc that generate that acreage. Single family residential consumes over 20% of the village. The Village of Grantsburg is one of only a few communities in Burnett County with a sizeable commercial base—about 6.5% of the Village’s land is developed for commercial or industrial use.

The development pattern of the village is largely influenced by State Highway 70, County Highway F, and the Wood River. The downtown consists of a mix of retail, commercial, and light industrial businesses. In addition to the downtown area, some commercial activities are focused along Highway 70.

Recent growth has been primarily single-family residential housing and commercial development. The commercial development has occurred in the downtown area and within the retail/office complex located along State Highway 70.

### 8.3 Projected Supply and Demand of Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial, industrial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The average of the two housing unit projections is utilized as the basis for the residential land use demand projections. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that the existing housing unit density will remain constant. The existing residential density is 0.7 acres per housing unit based on 440 acres of residential land use and 657 housing units. Each projected housing unit will then occupy an additional 0.7 acres.

Projected demand for commercial, industrial, and institutional land use assumes that the ratio of the village’s 2000 population to current land area in each use 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 rely on the average of the two population projections. Refer to the *Population and Housing* element for more details on population projections. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for

each of the developed uses through 2030. In other words, a total of 3.68 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Village of Grantsburg so resource lands are reduced by 3.68 acres per year.

Based on the available data for calculation, Table 8-2 shows no change for either Parks and Recreation or Roads. It is logical to assume that some form of additional park space and roads will occur over time as the Village develops and expands, but an accurate calculation was not possible. Similar to the development of new Residential, Commercial, and Industrial land uses, new Parks and Roads will likely convert existing Agriculture and Forest/Open Space uses.

Table 8-2  
Projected Land Use Demand (acres)  
Village of Grantsburg 2008-2030

|                                 | 2008<br>Estimate | 2010<br>Projections | 2015<br>Projections | 2020<br>Projections | 2025<br>Projections | 2030<br>Projections | 2008-2030 |      |
|---------------------------------|------------------|---------------------|---------------------|---------------------|---------------------|---------------------|-----------|------|
|                                 |                  |                     |                     |                     |                     |                     | Change    | %    |
| Residential                     | 440              | 444                 | 461                 | 478                 | 492                 | 503                 | 63        | 14%  |
| Commercial                      | 70               | 71                  | 73                  | 76                  | 78                  | 80                  | 10        | 14%  |
| Industrial                      | 57               | 57                  | 59                  | 62                  | 63                  | 65                  | 8         | 14%  |
| Institutional                   | 416              | 416                 | 416                 | 416                 | 416                 | 416                 | 0         | 0%   |
| Parks and Recreation            | 52               | 52                  | 52                  | 52                  | 52                  | 52                  | 0         | 0%   |
| Agriculture                     | 222              | 220                 | 214                 | 208                 | 203                 | 198                 | -24       | -11% |
| Forest/ Open Space              | 534              | 530                 | 515                 | 499                 | 487                 | 477                 | -57       | -11% |
| Other (Roads and Surface Water) | 139              | 139                 | 139                 | 139                 | 139                 | 139                 | 0         | 0%   |
| <b>Total Village Acreage</b>    | <b>1,930</b>     | <b>1,930</b>        | <b>1,930</b>        | <b>1,930</b>        | <b>1,930</b>        | <b>1,930</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 Village of Grantsburg. Land use demand is based on the previous calculations, and land supply is based on the future land use plan described in Section 8.4.

Table 8-3  
Land Supply and Demand Comparison (acres)  
Village of Grantsburg

|  | Residential | Commercial | Industrial |
|--|-------------|------------|------------|
| Existing Land Use                              | 440         | 70         | 57         |
| 2030 Land Use Projection (Demand) <sup>1</sup> | 503         | 80         | 65         |
| Future Land Use (Supply) <sup>2</sup>          | 2,196       | 387        | 90         |

<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 the Land Use Management Areas (LUMAs) shown on the Future Land Use Map both within and beyond the Village border (Map 8-2). For the purposes of this calculation, the Community/Downtown Commercial LUMA is assumed to be comprised of 90% commercial and 10% residential uses). Development Reserve areas without a specific land use designation were not included in the calculation of future land use.



A sufficient supply of residential land has been planned through 2030 and beyond within the Future Land Use Management Areas (LUMAs) 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 within the Village (and also beyond the current border), 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 8.5.

There is also a sufficient supply of commercial land planned through two Land Use Management Areas: General Commercial (GC) and Community/Downtown Commercial (CDC). Industrial development will be accommodated within the Industrial (I) LUMA.

#### 8.4 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.

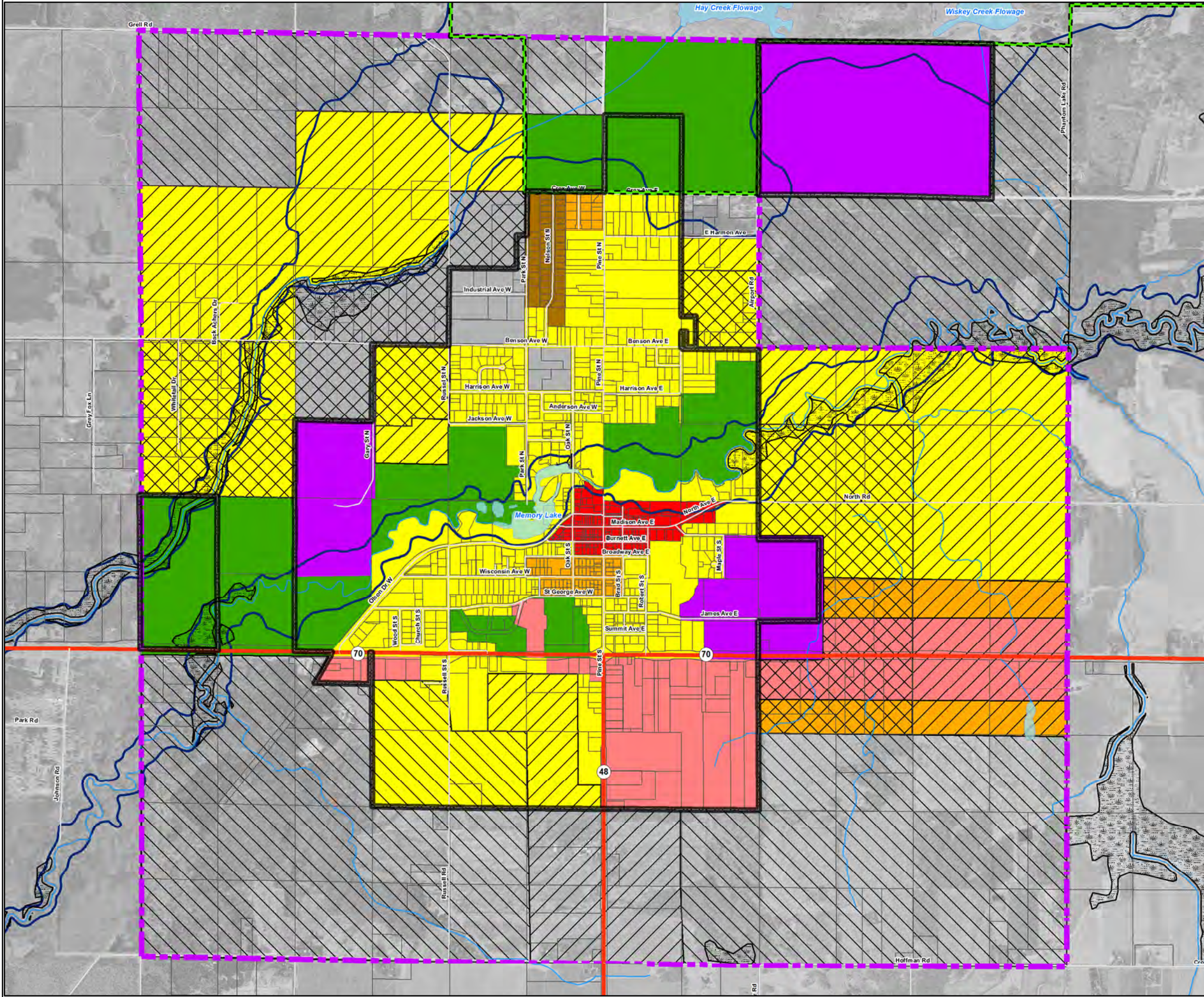
The primary components of the future land use plan include the Future Land Use Map (Map 8-2) and the Future Land Use Classifications. These components work together with the Implementation element to provide policy guidance for decision makers in the village.

The future land use plan was developed using objective data gained from U.S Census records, county records, and village records. The maps and data provided in the *Inventory and Trends Report* document the objective data sources that were used in this analysis. These were combined with the local knowledge of those who participated in the long process of developing the plan. The local knowledge of the village's history and what is likely to happen in the future had the most impact on the planning process. Public participation was utilized to influence the final outcome as well. One of the key results of the local knowledge and public participation is the planned approach to the possibility of future extraterritorial growth.

The Village of Grantsburg's plan for future land use is intended to be flexible enough to meet the needs of future generations and to be responsive to change. Generally, it is not the village's intent to direct future land use to particular areas, but rather to generally lay out the future land use pattern in a way that prevents land use conflicts and allows for the needed expansion of various land uses within and nearby the village. It is anticipated that most developed parts of the village will remain basically the same, with some opportunities for development and redevelopment. The areas where significant change is anticipated (the expansion areas) are further detailed below.

Expansion area classifications were identified in locations where long-term scenarios for extraterritorial growth are possible. Most of these extraterritorial areas (as far as the amount of land involved) are designated as Secondary Growth (SG) areas on the Future Land Use Map. The plan has identified approximately 66% of the extraterritorial area as secondary growth, and much of the land identified is adjacent to existing residential land use. The plan also identifies another 12% as Residential Expansion (RE). Thus, the flexibility of the plan allows for growth to occur in the most efficient and effective manner, with future growth areas placed on the map adjacent to current, similar uses. The growth areas listed as Industrial Expansion (IE) are planned along the northeast and southwest boundaries, adjacent to existing land uses that do not present a conflict with industry and commercial development. Again, the plan's primary goals of flexibility and fiscal responsibility were followed during the placement of these land uses on the Future Land Use Map.

# MAP 8 - 2 FUTURE LAND USE VILLAGE OF GRANTSBURG Burnett County, Wisconsin



**Legend**

- State Highway
- County Highway
- Town Road
- Rivers
- Lakes
- Crex Meadows
- Parcels
- Flood Hazard Area
- Wetlands
- Extra Territorial Jurisdiction
- Village Boundary

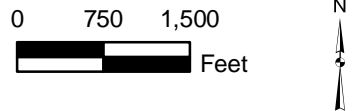
**Growth**

- Development Reserve/Primary Growth
- Development Reserve/Secondary Growth
- Development Reserve/Long Term Growth

**Land Use Management Areas**

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

Source: Wisconsin DNR and Burnett Co Land Information Office



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March 12, 2010 Drawn by: DAT Checked by: JDW

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## 8.5 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.

### **Single and Two-Family Residential (SFR)**

**Purpose:** To include existing and planned areas that are primarily composed of single and two-family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Expansion will occur primarily through recorded subdivisions.

**Primary Goal:** To create and preserve attractive and well planned single and two-family residential areas that can be efficiently provided with utilities and urban services.

**Preferred Housing Density:** Will likely range from one to five units per acre. The village shall clarify the preferred density based on local zoning provisions or desired zoning revisions.

**Preferred Use:** Single and two-family residential and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like.

**Discouraged Uses:** Uses that would detract from the purpose and primary goal of these areas. Single and two-family residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

### **Multi-Family Residential (MFR)**

**Purpose:** To include existing and planned areas that are primarily composed of multi-family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Multi-family residential expansion will occur primarily through site planning that gives consideration to greenspace provision, parking, service access, and refuse collection facilities.

**Primary Goal:** To provide a full range of community and regional housing choices by creating and preserving attractive and well planned multi-family residential areas that can be efficiently provided with utilities and urban services. MFR areas should be located within walking or biking distance of commercial areas, transportation corridors, or other community support features whenever possible.

**Preferred Housing Density:** More than three units per acre – could be much higher depending on the type of structure. The village shall clarify the preferred density based on local zoning provisions or desired zoning revisions.

**Preferred Use:** Multi-family residential and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like. The village may prefer to separate duplex development from single family residential areas and should allow duplexes in the MFR areas.

**Discouraged Uses:** Uses that would detract from the purpose and primary goal of these areas. Multi-family residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

### **Mobile/Manufactured Home Park (MHP)**

**Purpose:** To identify existing and planned areas that are utilized exclusively for mobile and manufactured homes and accessory uses.

**Primary Goal:** To provide a full range of community and regional housing choices by allowing the use of quality mobile homes in locations that can be efficiently provided with utilities and urban services.

**Preferred Housing Density:** Will likely range from one to 10 units per acre. Mobile/manufactured home parks should have a minimum site area of five acres to allow for adequate setbacks, screening, and buffering. Clarify the preferred density and site size based on local zoning provisions or desired zoning revisions.

**Preferred Use:** Mobile/manufactured homes that meet community zoning requirements and applicable federal (HUD) standards.

**Discouraged Uses:** All other uses. Mobile/manufactured homes that are dilapidated, run down, or do not meet HUD standards.

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

**Purpose:** To include existing and planned areas which are composed primarily of commercial development. Commercial expansion will occur primarily through site planning that gives consideration to attractive and functional parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage, especially when located in community entrance areas.

**Primary Goal:** To provide a full range of local and regional shopping and personal and professional service choices by creating and preserving attractive and well planned commercial areas that can be efficiently provided with utilities and urban services.

**Preferred Density:** Density requirements should be flexible to encourage creative site design.

**Preferred Use:** All commercial uses including retail trade, lodging, offices, restaurants, and service stations. PC areas may include limited compatible multi-family residential use. Outdoor storage should be limited and done in an orderly fashion when allowed. Reuse or redevelopment of vacant buildings is encouraged.

**Discouraged Uses:** Industrial or manufacturing uses. Outdoor storage that is unsightly or that detracts from community character.

### **Community/Downtown Commercial (CDC)**

**Purpose:** To identify existing and planned compact, pedestrian-oriented commercial and mixed-use areas characterized by the historic downtowns found in the county's villages. Development in existing downtowns and planned CDC areas should include design features that tie it to the downtown.

**Primary Goal:** To preserve and enhance community character, cultural resources, and connections to community history through attractive and well-planned compact commercial and mixed use development and existing downtowns.

**Preferred Density:** Density requirements should be flexible to encourage creative site design. Zero lot line and reduced street setbacks should be allowed to encourage pedestrian-oriented design.

**Preferred Use:** Primarily commercial, but may also be mixed with compatible public, institutional, and high density residential uses. Compatible uses might include government offices, public green space, museums, libraries, second story apartments, or historic buildings converted to residential or mixed-use. Reuse or redevelopment of vacant buildings is encouraged.

**Discouraged Uses:** Use that would detract from the preservation or enhancement of community character, the potential for human-scaled design, or that would eliminate without mitigation connections to community history or culture.

*Refer to Section 6.4 for additional considerations for Downtown Grantsburg.*

### **Industrial (I)**

**Purpose:** To include existing and planned areas which are composed primarily of industrial development. Industrial expansion will primarily occur through site planning that gives consideration to functional parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage. The visual qualities of site and building design should receive greater emphasis for sites located in community entrance areas.

**Primary Goal:** To provide a full range of local and regional economic development opportunities by creating and preserving well planned industrial areas that can be provided with utilities and urban services.

**Preferred Density:** Density requirements should be flexible to encourage creative site design. Lot sizes in accordance with local zoning provisions or desired zoning revisions, and should provide adequate space for separation or screening between incompatible uses.

**Preferred Use:** Manufacturing, wholesale trade, outdoor storage, and limited compatible commercial uses.

**Discouraged Uses:** All other uses.

### **Government/Institutional (GL)**

**Purpose:** To identify lands exclusively for existing and planned public and institutional uses. Certain public and institutional uses may be included as a compatible mixed use in another preferred land use designation (such as SFR, MFR, or CDC), but this management area should be used to identify all other such uses or at any location where a community wishes to specifically identify such uses.

**Primary Goal:** To accommodate public, civic, institutional, and related uses as valuable community assets. A high standard of building and site design characterizes most existing public and institutional uses and should continue to be upheld as examples of attractive and well planned development.

**Preferred Density:** Density requirements should be flexible to encourage creative site design.

**Preferred Use:** Public and quasi-public sites and buildings other than parks and outdoor recreational lands such as government offices, municipal utilities, churches, schools, cemeteries, libraries, and museums.

**Discouraged Uses:** All other uses.

### **Recreation and Resource Management (RRM)**

**Purpose:** To identify lands for existing and planned parks, public and private outdoor recreational facilities, and lands that have limited development potential due to the presence of natural hazards (floodplains), natural resources (wetlands), or cultural resources. Certain park uses may be included as a compatible mixed use in another preferred land use designation (such as SFR or MFR), but this management area should be used to identify recreation areas and parks where the village wishes to specifically identify such uses.



**Primary Goal:** The goal(s) of this management area is two-fold. The first goal is to provide adequate outdoor recreation opportunities in general locations that will effectively serve the existing population and planned growth. It is not intended that communities are “locked into” planned park locations as identified on a preferred land use map, but rather, that they may be used in a conceptual sense to be solidified upon site planning, land subdivision, neighborhood planning, or area development planning. The second goal is to preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources.

**Preferred Density:** No standard required. Active uses that require parking such as campgrounds would need to be site reviewed and be developed in accordance with local zoning regulations.

**Preferred Use:** Active uses could include public parks, developed outdoor recreational facilities, and private recreational facilities such as golf courses and campgrounds. Passive uses would include public or private greenspace, undeveloped outdoor recreational uses, trails, and natural resource management activities. It is typical to have similar goals and uses between a natural resource area such as a floodplain and a recreation area such as soccer practice fields or trails, which is why the purpose and uses are compatible.

**Discouraged Uses:** All other uses.

## **Development Reserve (DR)**

**Purpose:** To identify areas (whether within or outside of the village limits) that may be used to accommodate future growth as opposed to redevelopment and infill development within the Village. These areas are currently used primarily as agricultural lands, woodlands, other open lands, or low density residential areas.

**Primary Goal:** To maintain undeveloped or underutilized areas within the village limits or extra-territorial areas at pre-development densities until these areas can: 1) be efficiently served by public utilities, and 2) a land use plan revision, neighborhood plan, or area development plan is approved.

**Preferred Use:** Private recreational uses, low intensity agricultural uses, and greenspace until public utilities and an approved plan is in place.

**Discouraged Uses:** Premature or unplanned development, high density housing utilizing private on-site wastewater treatment or private wells where public systems are available, unscreened or unsightly outdoor storage, high intensity agricultural uses.

## **Primary Growth**

**Purpose:** Generalized areas that are desirable for growth in the near term (through 2015). May be used in conjunction with the expansion management areas below, and may be within or outside the existing village boundary.

## Secondary Growth

**Purpose:** Generalized areas that are desirable for growth in the medium term (2016 to 2025). May be used in conjunction with the expansion management areas below, and may be within or outside the existing village boundary.

## LONG-TERM GROWTH

**Purpose:** Generalized areas that are desirable for growth, but not expected to be developed within the planning period (2025). May be used in conjunction with the expansion management areas below, and may be within or outside the existing village boundary.

## Residential Expansion (RE)

**Purpose:** To identify primary or secondary growth areas that are likely to be best suited for residential use upon sewer service area planning, annexation or under the terms of an intergovernmental agreement. Area development planning should be used to clarify the preferred uses and densities prior to the extension of urban services and utilities.

**Primary Goal:** To cooperatively plan for logical village expansion areas.

**Preferred Housing Density:** Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services.

**Preferred Use:** Undeveloped until annexation or completion of an area development plan.

**Discouraged Uses:** Uses that would detract from the potential for future residential use or hinder the cost effective expansion of utilities and urban services.

## Commercial Expansion (CE)

**Purpose:** To identify primary or secondary growth areas that are likely to be best suited for commercial use upon sewer service areas planning, annexation or under the terms of an intergovernmental agreement. Area development planning should be used to clarify the preferred uses and densities prior to the extension of urban services and utilities.

**Primary Goal:** To cooperatively plan for logical village expansion areas.

**Preferred Housing Density:** Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services.

**Preferred Use:** Undeveloped until annexation or completion of an area development plan.

**Discouraged Uses:** Uses that would detract from the potential for future commercial use or hinder the cost effective expansion of utilities and urban services.

### **Industrial Expansion (IE)**

**Purpose:** To identify primary or secondary growth areas that are likely to be best suited for industrial use upon sewer service areas planning, annexation or under the terms of an intergovernmental agreement. Area development planning should be used to clarify the preferred uses and densities prior to the extension of urban services and utilities.

**Primary Goal:** To cooperatively plan for logical village expansion areas.

**Preferred Housing Density:** Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services.

**Preferred Use:** Undeveloped until annexation or completion of an area development plan.

**Discouraged Uses:** Uses that would detract from the potential for future industrial use or hinder the cost effective expansion of utilities and urban services.

### **Recreation and Resource Management Expansion (RRME)**

**Purpose:** To identify primary or secondary growth areas that are likely to be best suited for park or recreational development.

**Primary Goal:** To cooperatively plan for logical village expansion areas.

**Preferred Housing Density:** Prior to the extension of urban services and utilities, low development densities should be preserved in order to prevent premature high-density development. A maximum of one unit per 10 acres is recommended in order to facilitate cost-effective future expansion of utilities and urban services. No development should be allowed on sites that are planned for public facilities.

**Preferred Use:** Undeveloped until annexation or completion of an area development plan.

**Discouraged Uses:** Uses that would detract from the potential for future park or recreational development or hinder the cost effective expansion of utilities and urban services.

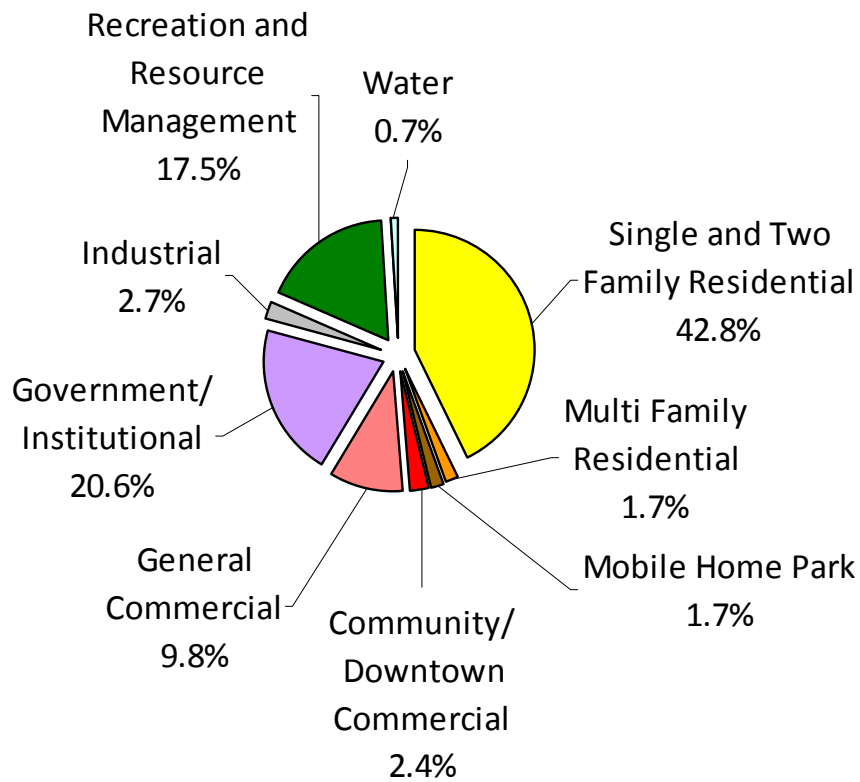
Table 8-4 and Figures 8-3 and 8-4 display the distribution of each Future Land Use Classification as shown on the Future Land Use Map.

Table 8-4  
 Future Land Use, Village of Grantsburg 2030

| Future Land Use Management Area            | Within Village Border |               | Beyond Village Border |               | Total          |               |
|--|-----------------------|---------------|-----------------------|---------------|----------------|---------------|
|  | Acres                 | %             | Acres                 | %             | Acres          | %             |
| Single and Two Family Residential          | 831.0                 | 43.1%         | 1,158.9               | 30.2%         | 1,989.9        | 34.5%         |
| Multi Family Residential                   | 33.7                  | 1.7%          | 134.7                 | 3.5%          | 168.4          | 2.9%          |
| Mobile Home Park                           | 32.7                  | 1.7%          | 0.0                   | 0.0%          | 32.7           | 0.6%          |
| Community/Downtown Commercial              | 46.8                  | 2.4%          | 0.0                   | 0.0%          | 46.8           | 0.8%          |
| General Commercial                         | 190.8                 | 9.9%          | 153.7                 | 4.0%          | 344.5          | 6.0%          |
| Government/Institutional                   | 398.9                 | 20.7%         | 23.3                  | 0.6%          | 422.3          | 7.3%          |
| Industrial                                 | 52.8                  | 2.7%          | 37.2                  | 1.0%          | 90.0           | 1.6%          |
| Recreation and Resource Management         | 340.3                 | 17.6%         | 248.0                 | 6.5%          | 588.4          | 10.2%         |
| Development Reserve (Unspecified Land Use) | 0.0                   | 0.0%          | 2,079.3               | 54.2%         | 2,079.3        | 36.1%         |
| Water                                      | 13.9                  | 0.7%          | 2.3                   | 0.1%          | 16.2           | 0.3%          |
| <b>Total</b>                               | <b>1,929.6</b>        | <b>100.0%</b> | <b>3,837.4</b>        | <b>100.0%</b> | <b>5,767.0</b> | <b>100.0%</b> |

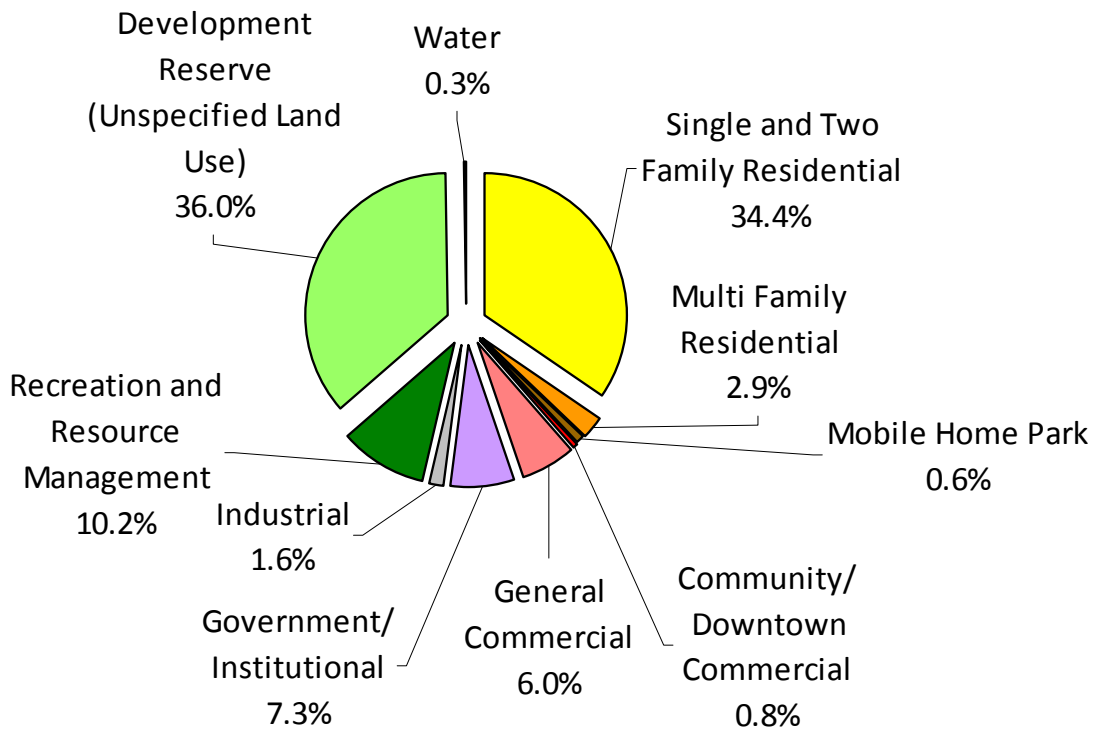
Source: Village of Grantsburg

Figure 8-3  
 Future Land Use Within Village Boundary, Village of Grantsburg 2030



Source: Village of Grantsburg

Figure 8-4  
 Future Land Use Within and Beyond Village Boundary,  
 Village of Grantsburg 2030



Source: Village of Grantsburg

## 8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Village of Grantsburg. 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.
- ◆ Dilapidated buildings in some locations.
- ◆ Lack of screening or buffering between incompatible uses.

### Potential Land Use Conflicts

- ◆ Annexation conflicts may arise with the neighboring town.
- ◆ Disagreement on future subdivision designs and providing services such as sewer and water to newly developed areas.

- ◆ Use of fiscal tools by the community to capture funds from developers or land owners to meet the service needs of newly developed areas.
- ◆ Siting of undesirable or poorly designed land uses in the interim between plan adoption and development of implementation tools.
- ◆ Managing development along major highway corridors and interchanges.
- ◆ Siting of telecommunication towers.

## 8.7 Opportunities for Redevelopment

In every instance where development is considered in the *Village of Grantsburg Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Opportunities for redevelopment are addressed in several of the goals, objectives, policies, and recommendations of this plan.

## 8.8 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 planned urban growth in recognition of resource limitations and village goals and objectives.***

### ***Objectives:***

- A. Maintain a current, long-range comprehensive plan, which will serve as a guide for future land use and zoning decisions.
- B. Develop procedures and policies that ensure a balance between appropriate land use and the rights of property owners, focusing on the best interests of the village as a whole.
- C. Ensure all landowners have equitable options for proposing land use change.
- D. Coordinate land use planning and growth management throughout the village to facilitate efficient resource investments while allowing for local autonomy where warranted.
- E. Help identify, evaluate, and preserve historic, archaeological, and cultural resources.
- F. Establish agreements regarding land use regulation and provision of services in the growth areas outside existing villages addressing land uses, levels of service, resolution of boundary disputes, service extension policies, and transfer of jurisdictional burdens.

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

### ***Objectives:***

- A. Try to ensure that adjacent land uses are compatible with regard to such factors as smoke, noise, odor, traffic, activity, and appearance.

- B. Potential scenic areas should be preserved along waterways and wetlands as public recreation areas or open space.
- C. Development should be directed toward soils which have adequate bearing capacity and are suitable for excavation and site preparation as much as possible.
- D. Eliminate nonconforming uses whenever possible.
- E. Restrict new development from areas shown to be unsafe or unsuitable for development due to natural hazards, contamination, access, or incompatibility problems.
- F. Establish a range of future land use classifications and a range of future development densities and assign them to areas of the village 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.
- G. Seek a pattern of land use that will preserve green spaces in developed areas, and natural resources, with a focus on groundwater and surface water resources.
- H. Seek a pattern of land use that will maintain and enhance the village economy.
- I. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- J. Encourage the centralization of commerce, entertainment, and employment to create vigorous community centers.
- K. Promote growth patterns that result in compact, distinct and separate communities rather than continuous linear strips of development.
- L. Encourage cluster development to assure conservation of land, efficient provision of public services, and accessibility.
- M. Encourage new development to be integrated with the surrounding landscape through visual prominence of natural features, use of natural materials and colors, and minimizing the development's impact on the natural environment.
- N. Help identify the full range of public facilities considered optimum for urban development such as water and sewer utilities, police and fire protection, health services, schools, parks, libraries, and solid waste collection and disposal services.
- O. Help promote the provision of public facilities and services when sufficient need and revenue base to support them exists.
- P. Consider a variety of planning tools such as area development plans, density management regulations, purchase or transfer of development rights programs, site and architectural design review guidelines, and voluntary land management programs to achieve the village's desired pattern of future land use.
- Q. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the local community, and that are suited to the specific location in which the development is proposed.
- R. Require landscape and land use buffers to lessen the impacts of conflicting land uses in close proximity.
- S. Require intensive uses such as salvage yards be screened from public view.
- T. Coordinate with the County, Department of Natural Resources, and the National Park Service to ensure that land management decisions provide maximum benefits.

## 8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the village is concerned about. Policies and recommendations become primary tools the village 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. The village’s policies are stated in the form of position statements (Village Position), directives to the village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

### **Policies and Recommendations**

- LU 1. The comprehensive plan shall identify anticipated areas for future growth, the future land uses within growth areas, and policies that guide the review of proposed developments.
- LU 2. Improve the administration of land division review in order to track all land divisions (plats, CSMs, and quit claim deeds) necessary to enforce density and other land management policies.
- LU 3. All development proposals shall meet the intent, goals and objectives of the established Future Land Use Management Areas, as identified within the Land Use Element of the comprehensive plan.
- LU 4. Village zoning, subdivision, and other land use ordinances shall be maintained and updated as needed to implement the Future Land Use Plan.
- LU 5. Consider the compatibility of adjacent land uses when making decisions about proposed land uses.
- LU 6. Where a proposed development is found to be inconsistent with comprehensive plan policies, an applicant shall be advised to petition the Village for a potential revision to the comprehensive plan future land use map (note: the applicant may also revise the design of the proposed development to attempt to achieve consistency with the plan).



- LU 7. At such time that a home-based business takes on the characteristics of a primary commercial or industrial use, it shall be relocated, discontinued, or rezoned (as necessary) to be consistent with the applicable adopted comprehensive plan and overlying land use regulation (zoning) to appropriately reflect the a commercial or industrial use.
- LU 8. Limit the expansion of non-conforming uses by implementing the Zoning Ordinance and requiring new uses to conform to the comprehensive plan
- LU 9. The Village should review growth and development applications to address service demands on community services or facilities.
- LU 10. Proposed conditional uses shall meet the following criteria in order to gain Village approval:
- a) Complies with the requirements of the applicable zoning district
  - b) Use and density are consistent with the intent, purpose, and policies of the applicable future land use classification
  - c) Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts
  - d) Does not diminish property values in the surrounding neighborhood
  - e) Provides assurance of continuing maintenance
  - f) Addresses parking and site layout requirements
- LU 11. Home-based business shall maintain the following characteristics:
- a) They are conducted in a zoning district where such use is allowed
  - b) They maintain compliance with the specific requirements of the zoning ordinance
  - 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. The design of new commercial and industrial development should consider shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses.
- LU 13. Commercial and industrial development should be directed to areas where existing public facilities and services are adequate to support growth, are planned for expansion, or will be provided concurrent with development.
- LU 14. New lots and building sites should be located and designed to protect environmental corridors.
- LU 15. New commercial and industrial development should employ site and building designs that include:
- a) Signage and building architecture;
  - b) Shared highway access points;
  - c) Parking and loading areas;
  - d) Landscaping;
-

- e) Lighting;
- f) Efficient traffic and pedestrian flow.
- g) Location of large, bulky, box-like commercial structures shall be avoided.
- h) If possible, mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) should be screened from public view. This includes roof-top equipment and equipment on the ground.
- i) Future business and industrial development in the Village should be reviewed for potential financial, service and visual impacts to surrounding landowners.

## 8.10 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*. The Village of Grantsburg actively uses land use programs, and the following was the previous plan for future land use.

### **Related Plan**

#### Land Use Plan, 1991

The village completed a land use plan in 1991. The plan includes policies, objectives, and recommendations for housing, commercial and industrial development, parks, agriculture, and land use. The land use plan considered the village itself and extraterritorial areas. It generally recommends residential and industrial growth to the north and west, residential growth to the south and southwest, institutional use to the southeast, and open space uses to the east and northeast. The planning effort included recommendations for amendments to the village zoning ordinance.

# 9

# Implementation





# 9. Implementation

## 9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Village of Grantsburg'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 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 Village Board (*Implementation* element).  
Responsible Party: Plan Commission  
Timing: November 2009 – February, 2010
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).  
Responsible Party: Village 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, Village Board  
Timing: Every five years

## **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: Village Board  
Timing: 2010/2011 (within one to two years)
2. Task: Start a dialog with the Town of Grantsburg related to growth, zoning, and subdivision controls. (*Intergovernmental Cooperation* Element).  
Responsible Party: Village Board  
Timing: 2010/2011 (within one to two years)
3. Task: Expand the extraterritorial boundary to incorporate the airport area as displayed on Map 9-1. (*Land Use* Element).  
Responsible Party: Village Board  
Timing: 2010/2011
4. Review land divisions in the extraterritorial area and evaluate their impact on road connectivity and village services (*Transportation* Element and *Utilities and Community Facilities* Element).  
Responsible Party: Plan Commission  
Timing: On-going
5. Task: Coordinate lot sizes, proposed density of development, and the use of lands in the extraterritorial area in accordance with the long term growth management strategy of the Village of Grantsburg. (*Land Use* Element).  
Responsible Party: Plan Commission  
Timing: On-going

### Medium Term Actions

1. Task: Distribute an intergovernmental cooperation update (*Intergovernmental Cooperation* element).  
Responsible Party: Village 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)

3. Explore the desirability/feasibility of extraterritorial zoning with the Town of Grantsburg as an alternative to county zoning where applicable. (*Land Use Element and Intergovernmental Cooperation Element*)  
Responsible Party: Plan Commission and Village Board
4. Task: Initiate a cooperative study of intergovernmental opportunities between the Village and other neighboring government bodies (*Land Use element*).  
Responsible Party: Village Board, Intergovernmental Advisory Committee  
Timing: As soon as possible

### Strategic Actions

1. Task: Meet with representatives from the Town of Grantsburg and Burnett County to discuss land development and border area issues with the intent to review applicability of establishing a boundary agreement (*Intergovernmental Cooperation Element*).  
Responsible Party: Village Board  
Timing: Meet within one year of plan adoption, meet as needed.
2. Utilize intergovernmental options to provide needed service and facility improvements (*Intergovernmental Cooperation Element*).  
Responsible Party: Village Board  
Timing: Ongoing

## **Ordinance Development and Update Actions**

### Periodic Actions

1. Task: Update the land division ordinance to ensure that the village is limiting its liabilities and costs in the development of new subdivisions in accordance with plan recommendations (*Utilities and Community Facilities; Agricultural, Natural & Cultural Resources; Economic Development; Land Use Elements*).  
Responsible Party: Village Board, Plan Commission  
Timing: Within two years
2. Task: Update the zoning ordinance and identify areas in the text and on the zoning map that need to be updated and revised in accordance with the goals of the Comprehensive Plan. (*Agricultural, Natural & Cultural Resources; Economic Development; Land Use Elements*)  
Responsible Party: Village Board, Plan Commission  
Timing: Within two years
3. Task: Develop a comprehensive outdoor recreation plan (*Utilities and Community Facilities Element*).  
Responsible Party: Village Board, Park & Recreation Committee  
Timing: Within two years

4. Task: Conduct a needs assessment and develop an adequate public facilities ordinance (*Utilities and Community Facilities* Element).  
Responsible Party: Village Board, Plan Commission  
Timing: As needed
5. Task: Conduct an impact fee study and consider development of an impact fee ordinance (*Utilities and Community Facilities* Element).  
Responsible Party: Village Board, Plan Commission  
Timing: As needed
6. Task: Review and revise as necessary the Wellhead Protection Ordinance to ensure its effectiveness in accordance with village growth and new well location. (*Utilities and Community Facilities* Element).  
Responsible Party: Village Board, Plan Commission  
Timing: As needed

## **Strategic Planning Actions**

### Priority (Short-Term) Actions

1. Task: Evaluate the community's ability to respond to a spill of contaminated or hazardous material (*Utilities and Community Facilities* Element).  
Responsible Party: Village Board, Public Safety Committee  
Timing: As soon as possible
2. Task: Continue working with the Grantsburg Industrial Development Corporation to advocate for economic growth and development. (*Economic Development* Element).  
Responsible Party: Village Board  
Timing: Ongoing
3. Task: Work with the Burnett County Development Association and the UW-Extension Specialist to do retail and business market study to identify target and/or niche businesses in conjunction with regional business market opportunity. (*Economic Development* Element).  
Responsible Party: Village staff in coordination with Burnett County Economic Development resources, which may include Northwest Wisconsin Regional Planning Commission.  
Timing: Develop within two years of plan adoption.
4. Task: Continue an ongoing Public Participation Program to enable citizen access to village decisions prior to making decisions affecting the future of Grantsburg (*Issues and Opportunities* Element).  
Responsible Party: Village Board  
Timing: Develop within two years of plan adoption.



5. Task: Identify a contact person that can give prospective businesses a guided tour of the Village's business district, discuss planned improvements, and discuss opportunities for how the Village can assist in business development. (*Economic Development* Element).  
Responsible Party: Village Board  
Timing: Ongoing
6. Task: Maintain the Village of Grantsburg's web page with links to key sites that would help attract business persons to Grantsburg. (*Economic Development* Element).  
Responsible Party: Village Board, Village Clerk  
Timing: Ongoing

### Medium Term Actions

1. Task: Determine the feasibility of creating a historic preservation district (*Agricultural, Natural & Cultural Resources* Element).  
Responsible Party: Village Board  
Timing: Within five years
2. Task: Seek designation as a Main Street Community (*Agricultural, Natural & Cultural Resources* Element).  
Responsible Party: Village Board  
Timing: Within five years
3. Task: Establish community focal points such as community entrance signage, park facilities, and/or natural or unique features or services that identify people with and help market the village (*Agricultural, Natural & Cultural Resources* element).  
Responsible Party: Village Board  
Timing: Within five years
4. Task: Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force (*Economic Development* Element).  
Responsible Party: Village Board, Burnett County Development Association  
Timing: Within five years
5. Task: Establish a beautification committee or design committee to work on aesthetics of the village in conjunction with long term community improvement plans (*Economic Development* Element).  
Responsible Party: Village Board  
Timing: Within five years
6. Task: Utilize the Community Development Block Grant housing grant program and revolving loan funds where available to rehabilitate deteriorating housing in the village. (*Housing* Element).  
Responsible Party: Village Board  
Timing: Within five years

7. Task: Study ways to improve the situation of traffic impacts from existing industrial development through downtown. (*Economic Development Element*).  
Responsible Party: Village Board  
Timing: Within five years
8. Task: Complete the individual park improvement plans for Rosalie Park and Tice Park in conjunction with the (to be developed) Village of Grantsburg Park and Recreation Plan. (*Utilities and Community Facilities Element*).  
Responsible Party: Plan Commission and Village Board  
Timing: Within five years
9. Task: Provide signs on STH 70/48/87 to direct travelers to select community features and/or recreational facilities (*Utilities and Community Facilities Element*).  
Responsible Party: Village Board  
Timing: Within five years

#### Periodic Actions

1. Task: Update the capital improvement plan (*Utilities and Community Facilities Element*).  
Responsible Party: Village Board  
Timing: Annually
2. Task: Assess staffing, training, professional service, emergency service, and equipment levels necessary to service the village (*Utilities and Community Facilities Element*).  
Responsible Party: Village Board in conjunction with staff  
Timing: Annually
3. Task: Actively pursue all available funding, especially federal and state sources, for needed facilities and improvements (*Transportation Element*).  
Responsible Party: Village Board  
Timing: Annually
4. Task: The Village should coordinate with the Chamber of Commerce and local service organizations to review community and service improvement plans and to coordinate opportunity for partnership where available (*Intergovernmental Cooperation Element*).  
Responsible Party: Village Board  
Timing: Annually
5. Task: Assess capacity and needs with regard to administrative facilities and services and public buildings (*Utilities and Community Facilities Element*).  
Responsible Party: Village Board  
Timing: Every five years
6. Task: Update the Sewer Service Area plan and the Water Service Plan to ensure long term viability of the utilities. (*Utilities and Community Facilities Element*).  
Responsible Party: Village Board, Sewer Committee

Timing: Every five Years

7. Task: Develop a master stormwater management plan (*Utilities and Community Facilities* Element).  
Responsible Party: Village Board, Sewer Committee  
Timing: Every five Years
8. Task: Establish a street and sidewalk improvement plan (*Transportation* Element).  
Responsible Party: Village Board  
Timing: As needed
9. Task: Create Area Development Plans for planned growth areas (*Transportation* Element).  
Responsible Party: Plan Commission  
Timing: As needed
10. Task: Cooperatively prepare with the county a transportation system plan (*Transportation* Element).  
Responsible Party: Village Board  
Timing: As needed
11. Task: Monitor changes to federal, state, and county laws that may impact the village (*Intergovernmental Cooperation* Element).  
Responsible Party: Village Board  
Timing: As needed
12. Task: Establish a Legislative Action Committee (*Intergovernmental Cooperation* Element).  
Responsible Party: Village Board  
Timing: As needed
13. Task: Coordinate with both local and regional tourism and marketing agencies to ensure village participation and exposure where deemed appropriate (*Economic Development* Element).  
Responsible Party: Village Board  
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 Village of Grantsburg 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 Village of Grantsburg has adopted a code of ordinances. The Code of the Village of Grantsburg contains the following titles and ordinances.

- ◆ General Provisions
- ◆ Administrative Determinations Review
- ◆ Assessments, Special
- ◆ Boards, Commissions, and Committees
- ◆ Citations
- ◆ Court, Municipal
- ◆ Elections
- ◆ Emergency Management
- ◆ Ethics
- ◆ Finance
- ◆ Newspaper, Official
- ◆ Officers and Employees
- ◆ Property, Disposal of
- ◆ Records
- ◆ Village Board
- ◆ Alarm Systems
- ◆ Alcoholic Beverages
- ◆ Amusement Arcades
- ◆ Animals
- ◆ Bicycles
- ◆ Brush, Grass, and Weeds
- ◆ Building Construction
- ◆ Checks, Fraudulent
- ◆
- ◆ Direct Sellers
- ◆ Driveways
- ◆ Drugs and Drug Paraphernalia
- ◆ Dwelling Code, Uniform
- ◆ Fair Housing
- ◆ Firearms and Weapons
- ◆ Fireworks
- ◆ Handicapped Access to Public Buildings
- ◆ Intoxicating Liquor and Fermented Malt Beverages
- ◆ Littering
- ◆ Loitering
- ◆ Minors
- ◆ Mobile Homes
- ◆ Noise
- ◆ Nuisances
- ◆ Obscenity
- ◆ Pawnbrokers and Secondhand Dealers
- ◆ Peace and Good Order
- ◆ Pollution
- ◆
- ◆ Solid Waste
- ◆ Streets and Sidewalks
- ◆ Subdivision of Land
- ◆ Tobacco Products
- ◆ Trees and Shrubs
- ◆ Property Damage
- ◆ Property Maintenance
- ◆ Retail Theft
- ◆ Shoreland-Wetland Zoning
- ◆ Snowmobiles and All-Terrain Vehicles
- ◆ Vehicles and Appliances, Abandoned and Junked
- ◆ Vehicles and Traffic
- ◆ Water
- ◆ Zoning

#### Recommended Changes

No specific recommended changes for the overall code of ordinances have been brought forward. Refer to the following sections for recommended changes to specific ordinances within the code.

## Zoning

### Current Status

The Village of Grantsburg Zoning ordinance establishes the village's basic land use, lot size, and building location, bulk, size, and height requirements. It includes performance standards for noise, vibration, lighting, odor, air quality, and pollution that apply to industrial uses.

The code of ordinances includes a Floodplain Zoning ordinance.

Building requirements vary by zoning district which include the following:

#### 1. R-1 Single-Family Residential District (Low Density)

**Intent:** The R-1 District is intended to provide for single-family, detached dwelling units at low-density. Permitted uses include single-family dwellings, manufactured homes (excluding mobile homes) accessory buildings, community living arrangements for 8 or fewer people, park and recreation uses, and home occupations. Conditional uses include community living arrangements for 9 or more, agricultural and gardening uses, bed and breakfasts, churches and public buildings/uses, golf courses, and utilities.

**Dimensional Standards:** Minimum lot size is 12,150 square feet. Minimum lot width is 90 feet.

#### 2. R-2 Single-Family Residential District (Medium Density)

**Intent:** The R-2 District is intended to provide for single-family dwelling units at medium density. Many of the Villages older neighborhoods are zoned R-2. Permitted uses include single-family dwellings, manufactured homes (excluding mobile homes) accessory buildings, community living arrangements for 8 or fewer people, and home occupations. Conditional uses include community living arrangements for 9 or more, bed and breakfasts, parks, churches and public buildings/uses, golf courses, and utilities.

**Dimensional Standards:** Minimum lot size is 9,600 and the minimum width is 80 feet.

#### 3. R-3 Two-Family Residential District

**Intent:** The R-3 district is to provide for the construction and maintenance of two-family dwelling units. Permitted uses include single family dwellings, two-family dwellings, community living arrangements for 8 or fewer people, home occupations, and accessory uses. Conditional uses include single-family dwellings, parks, multi-family dwellings of up to 4 units, nursing homes, schools and churches, and government buildings/uses.

**Dimensional Standards:** Lot areas must be a minimum of 8,400 square feet. The minimum lot width is 80 feet.

#### 4. R-4 Multi-Family Residential District

**Intent:** The purpose of the R-4 district is to provide for multi-family dwelling units of varying densities. Permitted uses include two-family dwelling units, multi-family dwellings of up to 8 units, and accessory uses. Conditional uses include parks, planned residential developments, single-family dwellings, home offices and occupations, retirement homes, nursing and retirement homes, golf courses, colleges, daycare centers, and agriculture.

**Dimensional Standards:** Lot areas must be a minimum of 8,400 square feet. The minimum lot width is 80 feet.

#### 5. R-5 Mobile Home Park Residential District

**Intent:** The purpose of R-5 is to provide for the mobile home needs of the community at a comparatively high density in areas that have community services available. This district is intended to promote improved environmental design and facilitate the preservation of open space, while allowing greater flexibility in regulations that meet the basic intent of the zoning code. Permitted uses include mobile home parks, playgrounds and accessory uses.

**Dimensional Standards:** An additional article in the zoning code is dedicated to mobile home park standards and regulations.

#### 6. R-6 Residential Estate District

**Intent:** The purpose of R-6 is to provide for single-family residential countryside estate development at densities not to exceed one (1) dwelling unit per gross two (2) or more acres, typically served by municipal sewer facilities. This district is for executive/estate type large lots of a rural or estate character. Permitted uses include single-family dwellings, manufactured homes (excluding mobile homes) accessory buildings, community living arrangements for 8 or fewer people, and home occupations. Conditional uses include community living arrangements for 9 or more, solar collectors as accessory structures, and utilities.

**Dimensional Standards:** Lot areas must be a minimum of two (2) acres. The minimum lot width is 125 feet.

## 7. C-Conservancy District

**Intent:** The C District is designed to preserve, protect, and maintain those areas of the Village that feature significant natural resources that provide value to the community. Permitted uses include farming, hunting, parks, stables, and utilities. Conditional uses include golf courses, ski hills, recreational camps, and farm structures.

**Dimensional Standards:** Lot areas must be a minimum of 1.5 acres. The minimum lot width is 150 feet.

## 8. B-1 General Commercial District

**Intent:** This district is established to provide an area for commercial activity that is best suited for dense, downtown development. Permitted uses include hardware stores, grocery stores, furniture stores, banks, florists, and general business offices. Conditional uses include dry cleaning, residential dwelling units located on the first floor, hotels, and car washes.

**Dimensional Standards:** Lot areas must be a minimum of 6,000 square feet. The minimum lot width is 60 feet. There is no front yard requirements for this district and a side yard requirement of 10 feet only if necessary for neighborhood compatibility.

## 9. B-2 Highway Commercial District

**Intent:** The purpose of the B-2 district is to accommodate those commercial uses that are oriented towards vehicular traffic. Permitted uses include retirement homes, lodges, and government buildings/uses. All other uses are conditional.

**Dimensional Standards:** Lot areas must be a minimum of 20,000 square feet. The minimum lot width is 90 feet.

## 10. B-3 Business Park District

**Intent:** This district serves to foster aesthetically pleasing areas for office-oriented business and other non-nuisance business operations. Permitted uses include state-classified manufacturing operations, warehousing, and laboratories. Conditional uses include hotels and conference centers.

**Dimensional Standards:** Lot area must be a minimum of 21,780 square feet. The minimum lot width is 100 feet. Building coverage cannot exceed 55% of the lot nor be less than 25% of the total lot area.

## 11. I-1 Industrial District

**Intent:** The purpose of this district is to provide an area for uses, such as manufacturing, that require large land areas or that could potentially create a nuisance for the general public. Permitted uses include building construction contractors, food locker plants, and offices. All other uses are conditional.

**Dimensional Standards:** The minimum lot size is 15,000 square feet, and the maximum lot coverage is 70%.

## 12. PF Public Facilities District

**Intent:** The purpose of PF is to provide for land uses consisting of parks and outdoor recreation for large groups of people, golf courses, schools, and utilities.

**Dimensional Standards:** The minimum lot size is 6,000 square feet, and the maximum lot coverage is 90%. No front setback is required and no side setback is required unless necessary for neighborhood compatibility.

## 13. A-1 Agricultural District

**Intent:** The A-1 district provides for general agriculture for those areas of the Village not yet urbanized. Farming and raising livestock are permitted, along with accessory uses. Airports, farm laborer housing, veterinarian clinics, hospitals, and adult-oriented establishments are included among the conditional uses.

**Dimensional Standards:** The minimum lot size is 2 acres. The minimum lot width is 200 feet.



#### 14. WHP Wellhead Protection Overlay District

**Intent:** This overlay institutes land use regulations and restrictions to protect the Village's municipal water supply and well fields.

#### 15. AEO Adult Entertainment Overlay District

**Intent:** This overlay separates adult establishments from each other and conflicting uses so as to ameliorate the negative secondary effects of adult uses while providing adult establishments sufficient area and opportunity to operate within the Village so as not to suppress their existence.

#### 16. E-1 Mineral Extraction or Landfill Overlay District

**Intent:** This overlay provides a means of properly siting, regulating and reclaiming mineral extraction and landfill sites.

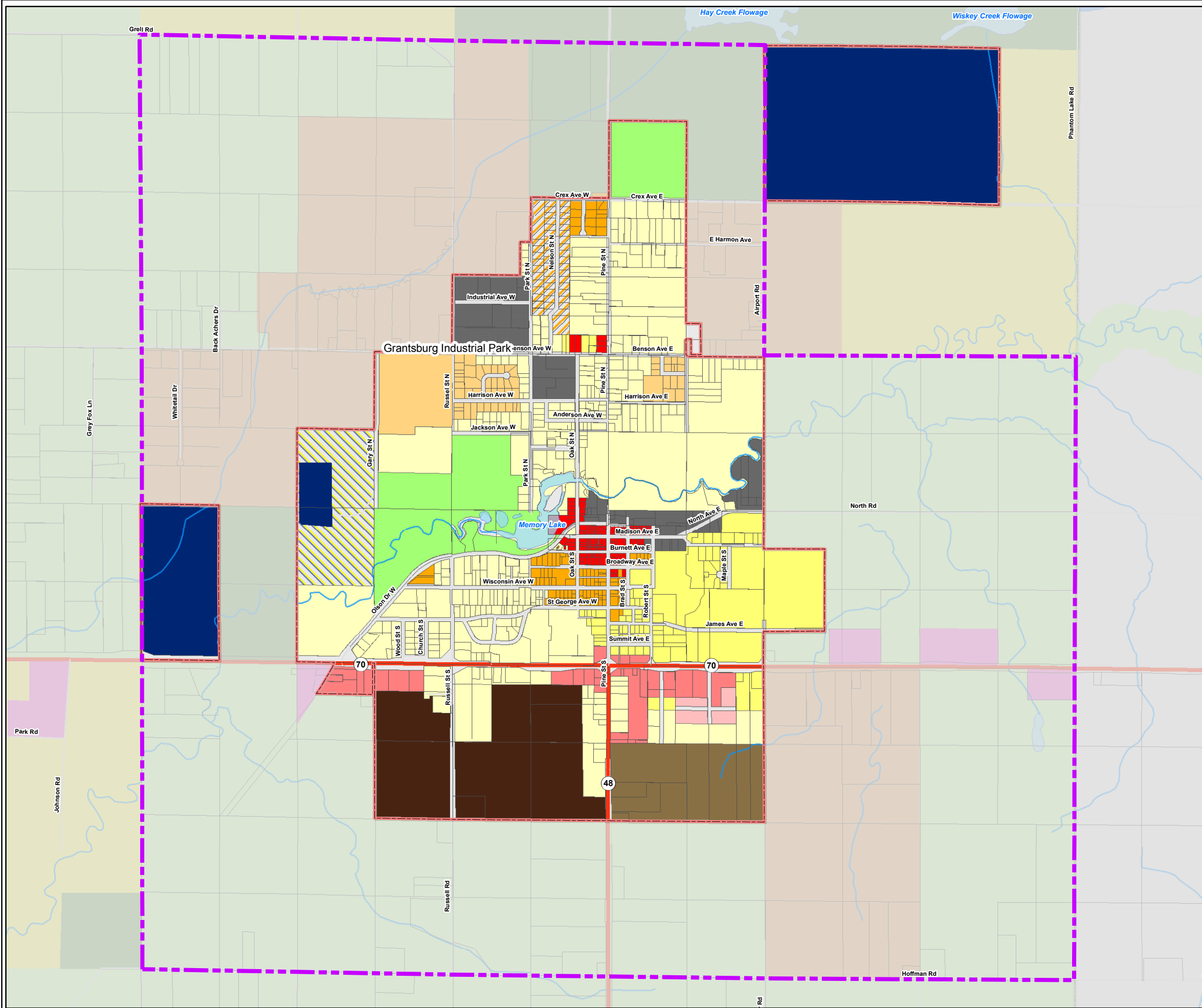
#### 17. PUD Planned Unit Development Overlay District

**Intent:** Planned Unit Developments are designed to be used for uniform site planning in which compatible uses are mixed and open space is preserved. PUDs can be for residential, commercial, industrial, or mix-used.

**Dimensional Standards:** PUDs are meant to be more flexible than traditional zoning districts; however, the code does establish minimum lot sizes, depending on the type of PUD: residential PUDs must be at least three (3) acres, and other PUD districts must be at least five (5) acres. Maximum residential density is limited to 105% of what is permitted in underlying zoning district. Minimum open space is 20% for a single-family residential PUD, 25% for multi-family, and 5% for commercial/industrial.

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# MAP 9 - 1 EXISTING LAND USE REGULATIONS VILLAGE OF GRANTSBURG Burnett County, Wisconsin



**Legend**

- State Highway
- County Highway
- Town Road
- Parcels
- Rivers
- Lakes
- Villages
- Town Boundary
- Extra Territorial Jurisdiction

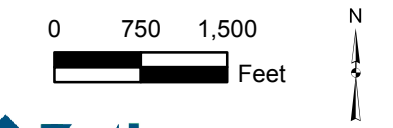
**Village Districts**

- A1 (Agriculture)
- A2 (Agriculture)
- B1 (Business)
- B2 (Highway Business)
- B3 (Business Park)
- C1 (Conservancy)
- I1 (Industrial)
- R1 (Single Family - Low Density)
- R2 (Single Family - Medium Density)
- R3 (Two Family)
- R4 (Multiple Family)
- Institutional
- PUD (Planned Unit Development)
- Not Zoned

**COUNTY ZONING**

- A (Exclusive Agriculture District)
- A-1 (Agriculture - Transition District)
- A-2 (Agriculture - Residential District)
- A-4 (AG\Forestry\Residential District)
- AP (Airport District)
- C-1 (Commercial District)
- F-1 (Forestry District)
- I-1 (Industrial District)
- PUD (Planned Unit Development)
- RR1 (Residential Recreational District #1)
- RR2 (Residential Recreation District #2)
- RR3 (Residential Recreation District #3)
- W1 (Resource Conservation District)

Source: Wisconsin DNR and Burnett Co Land Information Office



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Table 9-1  
Zoning, Village of Grantsburg

| Zoning Classification             | Acreage        | Percent of Total |
|-----------------------------------|----------------|------------------|
| A-1 (Agricultural)                | 78.8           | 4.5%             |
| A-2 (Agricultural)                | 164.3          | 9.3%             |
| B-1 (Business)                    | 20.0           | 1.1%             |
| B-2 (Highway Commercial)          | 50.2           | 2.8%             |
| B-3 (Business Park)               | 8.8            | 0.5%             |
| C-1 (Conservancy)                 | 139.5          | 7.9%             |
| I-1 (Industrial)                  | 79.0           | 4.5%             |
| PUD (Planned Unit Development)    | 27.3           | 1.6%             |
| R-1 (Single-Family Residential)   | 544.5          | 30.9%            |
| R-2 (Single-Family Residential)   | 150.5          | 8.6%             |
| R-3 (Two-Family Residential)      | 67.9           | 3.9%             |
| R-4 (Multiple-Family Residential) | 32.5           | 1.8%             |
| Institutional (Unzoned)           | 331.0          | 18.8%            |
| (Blank)                           | 65.7           | 3.7%             |
| <b>TOTAL*</b>                     | <b>1,760.0</b> | <b>100.0%</b>    |

\* Zoning Dataset supplied by Short Elliott Hendrickson Inc. via email on 05/19/09. The dataset does not include road rights-of-way and therefore does not total to 1,930 acres.

Source: Village of Grantsburg

### Recommended Changes

The zoning ordinance will be a key tool for implementation of the village's plan for future land use. After adoption of the comprehensive plan, the village will need to review its zoning ordinance and map, and determine which portions need to be made consistent with the plan immediately, and which portions can be allowed to achieve consistency incrementally over time.

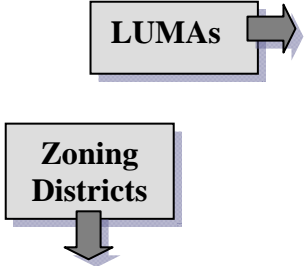
The village plans to revise its zoning ordinance to support better land use decision making and to better protect natural and cultural resources. In order to accomplish this, the zoning ordinance should be amended to require substantial development proposals, such as major land divisions and conditional uses, to include an assessment of potential impacts. The submittal of multiple site development alternatives can also be required. Assessment of potential development impacts should include, as applicable:

- ◆ Transportation impacts including potential road damage and traffic;
- ◆ Natural resources impacts;
- ◆ Groundwater quality and quantity impacts;
- ◆ Community service impacts; and
- ◆ Impacts to economic health and markets including job creation, job retention, worker income, and interactions with the existing local and regional economy.

The village also plans to use performance based zoning, overlay zoning, and stormwater management controls to help protect natural and cultural resources. Guidance on requirements for on-site stormwater management and stormwater quality are provided in the utilities and community facilities and natural resources policies.

The village plans to modify the zoning code to better manage potentially conflicting land uses. This will be accomplished by requiring more commercial and industrial uses to follow the conditional uses process and by codifying the village’s conditional use review criteria and policies. More detailed planning for land use, transportation, and utilities will be necessary in growth areas. This will be accomplished by requiring that area development plans are submitted prior to the rezoning or platting of undeveloped or redeveloped areas.

The Land Use Management Areas (LUMAs) identified in Section 8.5 represent the desired future use of land within the Village. Zoning is a key tool that the Village will use in order to regulate the use of land to implement the LUMAs. In general, the Village’s existing zoning districts are well suited for this purpose. The following table shows the relationship between the LUMAs and existing zoning districts. An “X” indicates where a particular zoning district may be used to implement each LUMA. In other words, if a rezoning on a particular parcel is initiated, each “X” shows the potential zoning districts that may be applicable within each LUMA depending on individual circumstances.

|  |  | Single and Two-Family Residential (SFR) | Multi-Family Residential (MFR) | Mobile / Manufactured Home Park (MHP) | General Commercial (GC) | Community/Downtown Commercial (CDC) | Industrial (I) | Government/Institutional (GI) | Recreation and Resource Management (RRM) | Development Reserve (DR) |
|---|--|---|--------------------------------|---------------------------------------|-------------------------|-------------------------------------|----------------|-------------------------------|--|--------------------------|
| R-1   | Single-Family Residential (Low Density)    | X                                       |                                |                                       |                         |                                     |                | X                             |  | X                        |
| R-2   | Single-Family Residential (Medium Density) | X                                       |                                |                                       |                         |                                     |                | X                             |  | X                        |
| R-3   | Two-Family Residential                     | X                                       |                                |                                       |                         |                                     |                |                               |  | X                        |
| R-4   | Multi-Family Residential                   |   | X                              |                                       |                         |                                     |                | X                             |  | X                        |
| R-5   | Mobile Home Park Residential               |   |                                | X                                     |                         |                                     |                |                               |  | X                        |
| R-6   | Residential Estate                         | X                                       |                                |                                       |                         |                                     |                |                               |  | X                        |
| C   | Conservancy                                | X                                       | X                              | X                                     | X                       | X                                   | X              | X                             | X  | X                        |
| B-1   | Business                                   |   |                                |                                       | X                       | X                                   |                |                               |  | X                        |
| B-2   | Highway Commercial                         |   |                                |                                       | X                       |                                     |                |                               |  | X                        |
| B-3   | Business Park                              |   |                                |                                       | X                       |                                     | X              |                               |  | X                        |
| I-1   | Industrial                                 |   |                                |                                       |                         |                                     | X              |                               |  | X                        |
| PF  | Public Facilities                          | X                                       | X                              | X                                     | X                       | X                                   | X              | X                             | X  | X                        |
| A-1   | Agricultural                               |   |                                |                                       |                         |                                     |                |                               |  | X                        |
| PUD   | Planned Unit Development                   | X                                       | X                              | X                                     | X                       | X                                   | X              | X                             | X  | X                        |

An additional recommendation includes ensuring consistency between language used for permitted and conditional uses across zoning districts. There are instances where descriptions of uses are not quite the same between districts and it is difficult to determine whether the differences are intended or not. This can be improved by using a master table for permitted and conditional uses across all districts using modern classification of land uses. This allows easy comparison across districts and can also be keyed to definitions and additional requirements/qualifications for each land use.

## Land Division Regulations

### Current Status

The Subdivision of Land ordinance requires village approval of land divisions that result in the creation of one or more parcels that are less than five acres. Subdivision plat review is only required when a land division results in five or more lots of 1.5 acres or less. Procedures for minor land division and subdivision plat review are set forth. Streets and other public ways included in a comprehensive plan or official map must be constructed by a subdivider. The ordinance includes minimum standards for lot layout and design, street design, drainage systems, and utilities. Lots inside the village limits must include frontage on a public street. New streets must be constructed by a subdivider to village specifications. Improvements including sewer and water lines and other utilities must be installed by a subdivider.

### Technical Recommendations

- ◆ The applicability structure allows a developer to create unlimited numbers of 1.51 acre lots as minor land divisions. To eliminate this loophole, the lot size threshold should be the same for both CSM and plat review (five acres is set for CSM review).
- ◆ The provisions for parkland dedication should be reviewed against recent legislative changes. A needs analysis study may be required to continue to enforce these requirements.

### Recommended Changes

The land division ordinance will be a key tool for implementation of the village's plan for future land use both inside the village limits and in extraterritorial areas. The land division ordinance can be updated to better protect natural and cultural resources, to help ensure street connectivity, to preserve areas for trails and parks, and to protect the village financially as development takes place.

Extraterritorial land division review should be utilized to help preserve areas outside the current village limits for the potential annexation, for efficient extension of village utilities and services, and for planned park locations. Land divisions that will hinder the ability to efficiently extend services should be modified or denied. Large lots in extraterritorial areas will be required to utilize shadow platting – the use of limits of disturbance and site design to allow further division of the lot to support additional building sites upon provision of sewer and water service.

Cultural resource, natural resource, and green space protection will be improved by adopting site planning requirements and limits of disturbance provisions. Where these features are present on a development site, site planning should be utilized to place development in the best possible locations. Limits of disturbance that define the allowable extent of buildings, driveways, and utilities should then be identified. Areas outside of the limits of disturbance should be required to remain in green space.



Street connectivity will be improved by adopting area development planning and site planning requirements. As part of the review of major subdivisions, developers will submit area development plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties. Area development plans should also identify potential bicycle and pedestrian routes. Site planning and limits of disturbance will also be used to ensure that construction of buildings does not block future street or utility extensions. Land division in extraterritorial areas should be reviewed for its potential impacts on future street connectivity. Land divisions that will block planned streets or other rights-of-way should be modified or denied.

In order to protect the village financially as land divisions take place, the village should require the execution of a development agreement whenever public roads or other infrastructure is included in a development. A standard development agreement should be created to include provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the community under failure to do so by the developer. The village will need to review its park land dedication requirements to ensure compliance with Wisconsin Act 477. A needs assessment study and impact fee ordinance may be required to keep these provisions.

## **Site Plan and Design Review**

### Current Status

Although the village does not utilize a traditional design review ordinance, the zoning ordinance contains elements of design review through the Land Use Permit process. All applications besides single and two-family residences require site plan approval. In addition, the Conditional Use process and review of Planned Unit Developments (PUDs) require additional submittal/review requirements. In the review of site plans, the village qualitatively considers the appropriateness of the site plan and building in relation to context, the layout of the site in relations to traffic and circulation safety and function, adequacy of public services, and general appearance of the site and landscaping.

### Recommended Changes

As a minimum enhancement to the area of design review, the standards for the review of land use permit applications could be amended to include basic design standards or guidelines that address general site design, circulation and access, landscaping and buffers, architecture, and signage/lighting. Specific submittal requirements might be established depending on the intensity of use. The primary goal of these standards will be to preserve the small town character of the community and ensure quality development. This plan includes an example of design guidelines that represent the intent of how development should be coordinated and reviewed in the context of commercial, industrial and multi-family developments. The guidelines are intended to be used as a reference document to provide potential developers the context for which the village will evaluate development proposals in accordance with design principles (see Appendix B).

## **Official Map Regulations**

### Current Status

The village does not utilize an official map.

### Recommended Changes

The village should develop an official map. This tool is typically used to designate planned future rights-of-way for roads and utilities in areas of expected growth and is referenced by the existing village subdivision ordinance. The village also plans to use official mapping to protect shoreline areas, groundwater recharge areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography within the municipal boundary and in extraterritorial areas.

## **Sign Regulations**

### Current Status

The Village of Grantsburg Zoning ordinance includes comprehensive regulations for signage of various types. Regulations for the height, size, number and location of signs and billboards are established based on land use. Design Review Standards are also outlined. Sign permits are required in most cases.

### Recommended Changes

No specific recommended changes have been brought forward in the area of sign regulations.

## **Erosion Control and Stormwater Management**

### Current Status

The village Utilities, Zoning, and Subdivision Codes address erosion control and stormwater management. A drainage plan is required with an application for a planned unit development. Drainage is a consideration for the suitability of land for subdividing.

### Technical Recommendations

- ♦ Modify the zoning ordinance to allow the plan commission to consider erosion control and stormwater management in the review of any conditional use or site plan.

### Recommended Changes

The village should review zoning, subdivision, and building code ordinances to improve provisions for stormwater management and erosion control. The ordinances should require new development to install community approved stormwater management facilities, and should set conditions under which on-site stormwater management facilities (i.e., detention basins, swales, ponds, etc) are required.

## **Historic Preservation**

### Current Status

The village does not utilize a historic preservation ordinance.

### Recommended Changes

The village plans to explore the feasibility of creating a historic preservation district. Should the village support this action, a historic preservation ordinance can be used in the district in a variety of ways, ranging from recognition of historic sites, to regulating the alteration of historic sites.

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

### Current Status

The municipal code contains the village's Building Code. The code establishes the duties of the building inspector and requires a permit and inspection for the construction or alteration of all buildings. This includes new construction, demolition, moving of buildings, structural alterations, and the installation of electrical, gas, heating, plumbing, and ventilation equipment. State building codes are adopted including the Uniform Dwelling Code, State Plumbing Code, and State Electrical Code.

### Recommended Changes

The village should modify the building codes to include improved stormwater management and construction site erosion control requirements. Guidance on improved requirements for on-site stormwater management and stormwater quality are provided in the utilities and community facilities and natural resources policies.

## **Sanitary Codes**

### Current Status

The Village of Grantsburg's Health and Sanitation, Plumbing, and Municipal Utilities Codes establish sanitary requirements. Non-plumbing systems (privies, outhouses, etc.) are prohibited. All buildings used for residential, commercial, and industrial purposes must be provided with approved water supply and plumbing facilities. All lots for which public water supply and sewer infrastructure are available are required to connect with those municipal systems. Improper storage and disposal of solid and hazardous wastes are prohibited, and the city is authorized to abate public health nuisances.

### Recommended Changes

No recommended changes have been identified with regard to sanitary codes. The existing ordinances are anticipated to meet the needs of the city over the planning period.

## Driveway and Access Controls

### Current Status

The code of ordinances (Driveways) and the Zoning ordinance contain the village's driveway regulations. The Zoning ordinance addresses access control by limited driveways on highways and arterials. A permit is required to construct, reconstruct, alter, or enlarge a driveway. The ordinances establish requirements for the location, number, design, construction, and drainage of driveways. Access points for high intensity land uses are further regulated.

### Recommended Changes

No specific recommended changes have been brought forward in the area of driveway and access controls.

## 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 *Village of Grantsburg Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ◆ Utilize PASER system to update the road improvement plan (*Transportation* element).
- ◆ Develop a comprehensive outdoor recreation plan based on the comprehensive planning effort (*Utilities & Community Facilities* element).
- ◆ Complete a parking study which develops strategies for improving parking in the downtown (*Economic Development* element).
- ◆ Establish a Legislative Action Committee to maintain regular contact with federal and state legislators (*Intergovernmental Cooperation* element).

## 9.4 Comprehensive Plan Amendments and Updates

### **Adoption and Amendments**

The Village of Grantsburg 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

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

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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 Village of Grantsburg in the light of overall implementation strategies. The following implementation strategies were available for consideration.

|  |  |
|--|--|
| <p><b>Housing</b></p> <ol style="list-style-type: none"> <li>1. Create a range of housing options</li> <li>2. Create opportunities for quality affordable housing</li> <li>3. Change the treatment of mobile and manufactured homes</li> <li>4. Create opportunities to rehabilitate the existing housing stock</li> </ol> <p><b>Transportation</b></p> <ol style="list-style-type: none"> <li>1. Create efficiencies in the cost of building and maintaining streets and sidewalks (control taxes)</li> <li>2. Preserve the mobility of collector and/or arterial streets and highways</li> <li>3. Create improved intersection safety</li> <li>4. Create safe emergency vehicle access to developed properties</li> <li>5. Create more detailed plans for transportation improvements</li> <li>6. Create road connectivity</li> <li>7. Create a range of viable transportation choices</li> <li>8. Change the availability and arrangement of public parking areas</li> </ol> <p><b>Utilities and Community Facilities</b></p> <ol style="list-style-type: none"> <li>1. Create efficiencies in the cost of providing services and facilities (control taxes)</li> <li>2. Create more detailed plans for facility and service improvements</li> <li>3. Create intergovernmental efficiencies for providing services and facilities</li> <li>4. Preserve drinking water quality</li> <li>5. Create improved community facilities and services</li> <li>6. Preserve the existing level and quality of community facilities and services</li> <li>7. Preserve planned future park locations and road and utility rights-of-way</li> </ol> | <p><b>Agricultural, Natural, and Cultural Resources</b></p> <ol style="list-style-type: none"> <li>1. Preserve natural resources and/or green space</li> <li>2. Change the management of stormwater runoff</li> <li>3. Preserve community character and small town atmosphere</li> <li>4. Create attractive community entrances</li> <li>5. Preserve historic places</li> </ol> <p><b>Economic Development</b></p> <ol style="list-style-type: none"> <li>1. Change community conditions for attracting business and job growth</li> <li>2. Change community conditions for retaining existing businesses and jobs</li> <li>3. Create additional tax base by requiring quality development and construction</li> <li>4. Create a revitalized downtown</li> <li>5. Create more specific plans for economic development</li> </ol> <p><b>Intergovernmental Cooperation</b></p> <ol style="list-style-type: none"> <li>1. Create a cooperative approach for planning and regulating development along community boundaries</li> <li>2. Create intergovernmental efficiencies for providing services and facilities</li> <li>3. Preserve intergovernmental communication</li> </ol> <p><b>Land Use</b></p> <ol style="list-style-type: none"> <li>1. Preserve valued features of the landscape through site planning</li> <li>2. Create development guidelines using selected criteria from <i>What If</i> suitability mapping</li> <li>3. Change the management of growth in extraterritorial areas</li> <li>4. Preserve the influence of market forces to drive the type and location of development</li> <li>5. Create a system of development review that prevents land use conflicts</li> <li>6. Preserve the downtown neighborhood</li> <li>7. Create a pattern of land use that is compact</li> </ol> |
|--|--|

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|  |   |
|--|---|
| <ul style="list-style-type: none"> <li>8. Preserve the village as a viable unit of government</li> <li>9. Create opportunities to maximize the use of existing infrastructure</li> </ul> | <ul style="list-style-type: none"> <li>8. Create mixed-use neighborhoods</li> <li>9. Create pedestrian/bicycle-friendly and human scaled-neighborhoods</li> <li>10. Create attractive and efficient regional commercial and industrial areas</li> </ul> |
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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 Village of Grantsburg selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the village’s highest priorities for implementation, and areas where the village is willing to take direct implementation responsibility.

**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 *Village of Grantsburg 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 village 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 *Village of Grantsburg 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 Village of Grantsburg has established a *Utilities and Community Facilities* element policy that states, "Maintaining the reliability of the community's existing utility infrastructure shall be the first priority for capital expenditures." 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 how much of capital expenditures are related to maintaining existing infrastructure, versus how much of capital expenditures are related to constructing new infrastructure. 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 consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the village.***

***Objectives:***

- A. Update and/or revise the comprehensive plan on a regular schedule (at least every ten years) to ensure that the plan remains a useful guide for land use decision making.
- B. Continue to update goals and objectives and monitor plan progress on an annual basis.
- C. Require that administration, enforcement, and implementation of land use regulations are consistent with the village comprehensive plan, where applicable.
- D. Develop and update as needed an "Action Plan" as a mechanism to assist the Village Board to bring implementation tools into compliance with the comprehensive plan.
- E. Seek grants and alternative methods of funding needed improvements.
- F. Try to ensure that Village staff has the resources to implement projects and manage Village activities adequately.



***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 village.
- B. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- C. Maintain an implementation tool development review process whereby all interested parties are afforded an opportunity to influence the outcome.
- D. Maintain a land use (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 village is concerned about. Policies and recommendations become primary tools the village 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. The village’s policies are stated in the form of position statements (Village Position), directives to the village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

### **Policies and Recommendations**

- I 1. The Village shall maintain the comprehensive plan as an effective tool for the guidance of governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements.
- I 2. Village 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 3. Respond to zoning complaints promptly and gain compliance in zoning code violations.
- I 4. Ensure all future development proposals are consistent with the goals and objectives of the comprehensive plan by requiring a written finding stating consistency for each approval of a development project.
- I 5. Ensure there is adequate staff and budget to enforce the Zoning Ordinance and other ordinances, and that the staff is knowledgeable in the rules of the ordinances.
- I 6. Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action.
- I 7. The action plan located within the comprehensive plan will be updated when tasks are accomplished and new items will be added when appropriate.
- I 8. Review the comprehensive plan annually (in conjunction with the budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes.
- I 9. The annual review of the comprehensive plan will be done in a committee format with public involvement including citizens, landowners, community officials and staff to evaluate the plan in an un-biased manner.
- I 10. The Village shall revise or amend its comprehensive plan no more than four (4) times per year.
- I 11. When the comprehensive plan is updated with new census data, data that indicate significant change within the ten year period will be re-examined and evaluated and necessary strategies to address the issue will be amended to the plan.
- I 12. The Village 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 Village.
- I 13. State of Wisconsin Comprehensive Planning statutes will be monitored by an assigned official to ensure that statute changes, additions or deletions are appropriately accounted for with respect to the comprehensive plan.
- I 14. Areas of the plan which are likely to be disputed or litigated in the future should be reviewed by Corporation Counsel to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict.

- I 15. The Village should use all of its limited resources in a coordinated manner. Even though each organization has its own responsibility, it should either coordinate or get groups together at least once per year to review their plans for the year including long-range plans. Then all of the groups can work together to a common goal of improving Grantsburg.

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Appendix A  
Public Participation Plan and Survey Results

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# Village of Grantsburg

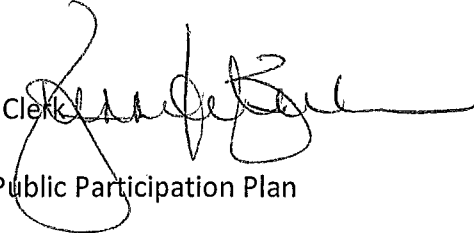


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## MEMORANDUM

To: Mike Kornmann

From: Jennifer Zeiler, Village Clerk 

Re: Village of Grantsburg Public Participation Plan

Date: October 16, 2008

Enclosed is the Village's adopted public participation plan. If you have any questions please call.

Thanks.

Mark F. Dahlberg  
Village President

Jennifer Zeiler, CMC/WCMC  
Village Clerk/Deputy Treasurer

Sheila Meyer, CMTW  
Village Treasurer/Deputy Clerk

**Resolution No. 08-14**

**A Resolution by the Governing Body of  
the Village of Grantsburg  
Adopting a Public Participation Plan**

WHEREAS, The Village of Grantsburg is participating in the Burnett County comprehensive planning process to develop a comprehensive plan as defined in section 66.1001 of the Wisconsin Statutes to guide community actions and to promote more informed decision making regarding land use and related issues; and

WHEREAS, Section 66.1001(4)(a) of the Wisconsin Statutes specifies that local governments preparing a comprehensive plan must adopt written procedures that are "*Designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan;*" and

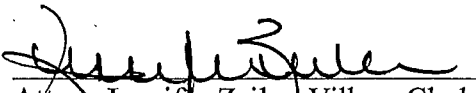
WHEREAS, These written procedures must also: "*Provide for wide distribution of proposed, alternative, and amended elements of a comprehensive plan, and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments;*" and

NOW, THEREFORE, BE IT RESOLVED, that the attached Public Participation Plan is adopted by the Village of Grantsburg to foster public participation throughout the comprehensive planning process consistent with the spirit and intent of section 66.1001(4)(a) of the Wisconsin Statutes.

ADOPTED this 13<sup>th</sup> day of October, 2008.

APPROVED by a vote of: 7 ayes 0 nays

  
\_\_\_\_\_  
Mark Dahlberg, Village President

  
\_\_\_\_\_  
Attest: Jennifer Zeiler, Village Clerk





Village Of Grantsburg

# **Burnett County Comprehensive Plan**

## **“Public Participation Plan”**

Adopted by:

Village of Grantsburg  
October 13, 2008

Prepared by:

Mike Kornmann  
Community Development Agent  
UW Extension - Burnett County

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## Appendix A - Planned Focus Groups

Village of Grantsburg  
Public Participation Plan

**I. Background**

**A. Comprehensive Planning Law**

Planning has been occurring in Wisconsin for decades. However, many people, organizations, businesses, and others were unhappy with the way planning was being conducted in the state. Adopted in October of 1999, Wisconsin's Comprehensive Planning was the result of a coalition of stakeholders that rallied for the reform of Wisconsin's planning laws. The unique coalition of realtors, builders, and environmentalists all realized the short comings of past practices and supported change. Key parts of the comprehensive planning law include making planning decisions consistent with the comprehensive plan, requiring most local units of government to adopt a plan by 2010, and comprehensive plans be made up of nine elements: 1) issues and opportunities; 2) housing; 3) transportation; 4) utilities and community facilities; 5) agricultural, natural, and cultural resources; 6) economic development; 7) intergovernmental cooperation; 8) land use; and 9) implementation.

**B. Public Participation Requirement**

American democracy has practiced public participation in many forms throughout its history with varying degrees of success. The common theme however, is that the people must be heard. As we have matured as a country we have developed better methods of including the public in policy making and decision making. Wisconsin's comprehensive planning law recognizes that a simple public hearing at the end of a planning process is far from effective public participation. The comprehensive planning law requires public participation throughout the planning process. Specifically, Wisconsin State Statutes, Section 66.1001(4)(a) state...

*"The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."*

The methods included in this public participation plan are intended to focus on awareness, input, education, and decision making. Through these methods decision makers will ultimately “hear” the people and be able to develop a comprehensive plan that serves the communities of Burnett County.

**C. Planning in Burnett County**

Burnett County’s most recent large scale planning effort was its 1998 Land Use Plan. The planning process included a comprehensive mapping effort and an extensive lake classification process. Since the adoption of the plan, many programs have been implemented including revisions to the zoning code, a unique shoreline preservation incentive program, and the expansion of county zoning to several more towns. In developing this plan, public participation was sought through surveys, web site, media releases, public meetings, and public hearings. Burnett County also has forestry plans, recreational plans, and others. Within the last ten years, three villages and several towns have also adopted land use plans. For many of the local units of government including Burnett County, the land use plan is getting out of date. Furthermore, the plan does not meet the State’s definition of a comprehensive plan.

During 2006 and 2007, Burnett County and many local units of government have been meeting and completing pre-planning activities on a comprehensive planning process. In September of 2006, the Burnett County Board of Supervisors and seven other local units of government passed a resolution supporting developing a comprehensive plan that meets Wisconsin’s Comprehensive Planning Law.

By creating this Public Participation Plan, Burnett County continues to move forward in the pre-planning stage of the comprehensive process. And, as in the past, public participation will be emphasized and valued.

The Village of Grantsburg has reviewed the Burnett County Public Participation Plan and feels that the public participation tools that will be implemented throughout Burnett County per the guidance provided in the document effectively attempt to include the public in the planning process. The Village of Grantsburg will post all public meetings in addition to supporting the public participation tools that will be implemented as part of the County Public Participation Plan.

**II. Public Participation Plan By Method**

**A. Community Display/Exhibit (Awareness, Education)**

Community displays will be used to create awareness of the comprehensive planning process and to educate the public about process, issues, and alternatives. Typically displays can provide information but are not very good

tools for input or for open dialogue. However, the displays will have information on how the public can provide written comments and attend future meetings. Locations for community displays may include but will not be limited to the following: Burnett County Government Center Lobby (Siren), Webster Schools, Webster Public Library, Siren Schools, Grantsburg Public Library, Grantsburg Schools, Hockey Arena (Siren and Grantsburg). This method will be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

**B. Public Meetings Workshop Presentations (Education, Input, Decision Making)**

Workshops will be provided to assist elected leaders understand the comprehensive planning process, pre-planning, the nine elements, and implementation tools. Topics such as adopting village powers, establishing a plan commission, and understanding the comprehensive planning law will be discussed. Open discussion between participants and presenters will be emphasized by designating question and answer sessions at the end of the sessions. Presentations will also be made to the general public throughout the planning process. Information provided will include trends analysis, mapping, survey results, and draft goals/objectives/strategies followed up with an open discussion. The public will be encouraged to attend by offering pie, ice cream, and other snacks at the meeting. Advance notice will be given for all public meetings and workshops using the methods described in this section.

**C. Media Releases (Awareness)**

Media releases will be used throughout the planning process as primarily an awareness tool. Burnett County is served by two newspapers, the Burnett County Sentinel and the Inter-County Leader. Several radio stations may also run the media releases as public services announcements or incorporate the media releases into their local newscast. A comprehensive media contact list will be developed prior to the comprehensive planning kick off. Wisconsin Public Radio and WOJB (La Courte Oreilles – Chippewa operated) will be included on the list. This method will be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

**D. Open Houses (Awareness, Education)**

Open houses will have maps, charts and other information on display with professional staff on hand to answer questions. This method provides the opportunity to review information and proposals and participate in open discussion. Open houses will be held in easily accessible places and publicized using media releases, mailing lists, and the web site to name a few. The public will be encouraged to attend by offering pie, ice cream, and other snacks at the open house. This method may be used to communicate the public of proposed, alternative and/or amended elements of a comprehensive plan.

**E. Website (Awareness, Education, Input)**

A web site ([www.burnettcounty.com/compplan/](http://www.burnettcounty.com/compplan/)) will be developed to provide an all inclusive source for comprehensive information. The site will provide awareness of the process, education regarding the comprehensive planning elements, and contact information for providing written comments via U.S. mail and email. Contents of the web page will also include background data used for analysis in the planning process, meeting information, and PDF version of the comprehensive planning newsletter. This method will be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

**F. Mailing Lists**

During the comprehensive planning process, citizens can sign up to be included on the comprehensive plan mailing list. The list will be used to notify the interested citizens of upcoming meetings, presentations, e-newsletters, and other important events. Information will be gathered from sign in sheets at meetings and from the comprehensive planning web site. This method may be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

**G. Newsletter (Awareness, Education)**

Newsletters will be mailed to all elected officials in Burnett County. The newsletter will also be available on the comprehensive plan web site. The newsletter will keep elected officials in touch with the process, key issues, meeting dates, and resources they can use during the process. This method may be used to communicate to the public proposed, alternative and/or amended elements of a comprehensive plan.

**H. Written Comments (Input, Decision Making)**

Written comments can provide a clear record of questions asked during the planning process and also helps people to clearly articulate their questions. The public can submit comments by:

- Email at the UW Extension Burnett County Office;  
[mike.koernmann@ces.uwex.edu](mailto:mike.koernmann@ces.uwex.edu)
- Via US Mail to:  
*Burnett County Comprehensive Plan*  
7410 County Road K #107  
Siren, WI 54872
- Written comments at public meetings, presentations and open houses will be accepted. A written comments box will be clearly placed at the meeting place. A verbal announcement will be made reminding attendees of the box and the availability of making written comments.

All comments will be recorded and responded to in a appropriate manner. Committee meetings will have a specific agenda item to review written

comments submitted and consider comments as it pertains to the planning process and comprehensive plan.

**I. Public Hearings (Input, Decision Making)**

Public hearings will be used in according to state statutes in the adopting and amending the comprehensive plan. Thirty days notice will be given prior to the hearing in Burnett County's official newspaper with the notice including date, time, and place of the hearing, a summary of the plan, where to review the entire plan, who to contact for more details, and how a copy of the plan can be obtained. Comments at the hearing will be discussed after the hearing is closed. This method will be used to communicate the public of proposed, alternative and/or amended elements of a comprehensive plan.

**J. Survey (Input)**

Surveys are one of the most effective methods of gaining information from the public. A survey will be used to determine information on issues that is unknown and/or has likely changed from the survey completed in the 1998 Land Use Plan. Questions will be developed in key areas and sent to property owners in Burnett County. Scientific techniques will be used to obtain a high return rate.

**K. World Café (Input)**

A Cafe Conversation is a creative process for leading collaborative dialogue, sharing knowledge and creating possibilities for action in groups of all sizes. The seven design principles of World Café are: (1) Set the context; (2) Create hospitable space; (3) Explore questions that matter related to each of the nine elements required under comprehensive planning legislation; (4) Encourage everyone's contribution; (5) Cross-pollinate and connect diverse perspectives; (6) Listen together for patterns, insights, and deeper questions; (7) Harvest and share collective discoveries. A world café discussion will be used to identify issues and opportunities related to each element in the comprehensive plan. This technique will allow for open discussion with everyone involved in the process.

**L. Focus Groups (Input)**

Focus groups will be established to provide expertise and input to the Land Use, Solid Waste, and Surveyor Committee. A focus group will be established for each element or more specifically the areas noted in Appendix A. The responsibility for each group will be to provide input to the Land Use, Solid Waste, and Surveyor Committee on identifying issues and developing strategies.

**M. Ex-Officio Committee Members (Awareness, Input)**

Ex-officio members will be asked to serve with the Land Use, Solid Waste, and Surveyor Committee. A representative from each newspaper will be

asked to participate throughout the entire process increasing the committee by a total of two (2).

**N. Planning Theme Competition (Awareness, Input)**

Youth will be involved in the planning process through a Planning Theme Competition. By incorporating a visioning exercise with area high schools, students will be asked to develop a theme and logo for the comprehensive plan. The winning class will win an award. Presentations will be submitted to the Land Use, Solid Waste, and Surveyor Committee and they will select a winning theme to use for the comprehensive plan.

**III. Public Participation Plan By Planning Stage and Adoption Process**

As pre-planning and conditions evolve minor amendments to the public participation plan will be made. The major methods outlined above will be used in conjunction with a planning process similarly outlined below.

**A. Preplanning and Committee Formation**

***Planning Activities:***

- Determine readiness for planning
- Profile existing Plans
- Build capacity to conduct planning
- Identify planning participants and stakeholders
- Design the planning process
- Identify opportunities for public participation and education
- Establish roles, responsibilities, and membership of groups involved in planning
- Establish budget and Identify funding sources
- Develop media contact list

***Public Participation Activities:***

- Web Site – Develop base comprehensive web site
- Public Meetings – Hold coordination meetings with local units of government
- Public Meetings/workshops – Train elected officials and plan commissioners on comprehensive planning and public participation plan
- Media release announcing development of comprehensive plan web site and other comprehensive planning resources
- Formally invite and appoint ex-officio members
- Accept and respond to written comments
- Mail newsletter

**Data Collection and Analysis (Stage 2)**

***Planning Activities:***

- Identify data and information needs



- Gather technical, spatial and citizen based data
- Analyze and interpret data to derive patterns and trends
- Provide information to citizens and other decision makers

***Public Participation Activity:***

- Kick off meeting and open house for public explaining process
- Media release announcing public participation activities
- Update web site
- Youth visioning program and theme competition begins
- Hold open house and public meeting presenting data trends
- Workshops for plan commissioners and elected officials
- Set up community displays
- Develop and send out community survey
- World Café Conversation Meeting – Community input on issues and opportunities
- Mail newsletter
- Accept and respond to written comments

**Issue Identification (Stage 3)**

***Planning Activities:***

- Identify key community issues, challenges, opportunities and desires
- Verify and support issues using local data and analysis
- Prioritize issues

***Public Participation Activity:***

- Review survey and World Café Conversation results
- Media release announcing public participation activities
- Select planning theme and logo; recognize youth participation
- Review input form advisory committees and have open dialogue
- Update web site
- Accept and respond to written comments
- Mail newsletter

**Develop Goals and Objectives (Stage 4)**

***Planning Activities:***

- Develop goals and measurable objectives related to planning issues
- Develop indicators to monitor progress towards stated goals and objectives

***Public Participation Activities:***

- Media release announcing public participation activities
- Mail newsletter
- Update website
- Public meetings
- Accept and respond to written comments

## **Strategy Development (Stage 5)**

### ***Planning Activities:***

- Develop planning alternatives to meet goals and objectives
- Identify places suitable for achieving goals and objectives
- Identify possible strategies to implement planning alternatives
- Evaluate impacts of alternatives
- Select preferred alternative and strategies

### ***Public Participation Activities:***

- Media release announcing public participation activities
- Mail newsletter
- Open House
- Review input from advisory committees and have open dialogue
- Update website
- Public meetings
- Accept and respond to written comments

## **Plan Review and Adoption (Stage 6)**

### ***Planning Activities:***

- Present plan for community residents and officials to review
- Make changes to resolve plan inconsistencies and reflect public concerns
- Zoning Committee recommends final draft of plan for adoption
- Governing body holds public hearing and formally adopts plan

### ***Public Participation Activities:***

- Media release announcing public participation activities
- Share draft plans with adjacent and overlapping government jurisdictions
- Distribute draft plans via web site, libraries, coffee shops, Burnett County Government Center
- Mail newsletter
- Community Displays
- Open house and public meeting
- Accept and respond to written comments
- Notice public hearing according to state statutes

## **Plan Evaluation, Monitoring, and Amendments (Stage 7)**

### ***Planning Activities:***

- Monitor progress towards achieving stated plan goals objectives and indicators
- Review and revise plan and associated implementation tools as needed

### ***Public Participation Activities:***

- Update implementation of comprehensive plan activities on web page
- Share amendments with adjacent and overlapping units of government
- Notify property owners and lease holders of changes of comprehensive plan through
  - Web site
  - Notices in paper
  - Public hearing
  - E - Mailing lists
  - Other

## APPENDIX A

### Planned Focus Groups

#### Housing

- Real Estate Agents
- Banks
- Builders
- Indianhead Community Action Agency
- Burnett County Housing Authority
- Developers
- Lumber yards
- Elderly
- Habitat for Humanity
- Church
- St. Croix Chippewa Housing Authority
- Health & Human Services
- Nursing Homes
- Lake Associations
- Hotels – Campgrounds

#### Economic Development

- Burnett County Development Association Rep.
- Chambers of Commerce Reps.
- Grantsburg Industrial Development Rep.
- Siren Tourism Commission Rep.
- BCRCA Rep.
- Tavern League Rep.
- Medical Rep.
- Dept. of Commerce Rep.
- Wis. Dept of Tourism
- St. Croix Tribe Rep.
- Workforce Development??
- School Rep.
- WITC

#### Natural Resources

- Logger
- Forester
- Hunter
- Fisherman
- DNR
- County Forester
- Wisconsin Woodland Owner Association
- Burnett County Lakes and Rivers Association or other lake association rep.
- Realtor
- Snowmobile Association Rep.
- ATV Assoc. Rep.
- Crex Meadows board member
- National Park Service Rep.
- Burnett County Land Water and Conservation Department

#### Cultural Resources

- Burnett County Historical Society
- Burnett County Sentinel
- Inter-County Leader
- Grantsburg Historical Society
- St. Croix Chippewa
- Wisconsin Historic Society
- Community Theater
- Schools
- Local Historians
  - Clayton Jorgenson
  - Vernon Peterson
  - Leona Cummings

### **Agriculture**

- Farmers
- Burnett Dairy Cooperative
- Wineries
- Farmers Market
- Future Farmers of America
- Ag suppliers
- Nurseries
- Master Gardeners
- Farm Services Agency
- Land and Water Conservation Department
- DATCP

### **Transportation**

- County Highway Commissioner
- State Patrol
- Wis. Dept. of Transportation District Office Rep.
- County Sherriff
- Burnett County Development Association Rep.
- Emergency Services Director
- Cyclist
- Pedestrian
- Handicapped Representative
- Conservationist
- Town Rep.
- Village Rep.

### **Intergovernmental Cooperation**

- St. Croix Chippewa
- Towns Association Rep.
- Village Rep.
- Dept. of Corrections
- Dept. of Administration
- National Park Service
- Burnett County
- School Districts (Siren, Webster, Grantsburg)

### **Land Use**

- Realtors
- Lake Associations

- Ag
- Foresters
- Transportation
- Emergency Services
- Schools
- Economic Dev. Groups
- Local Units of Government

### **Community Facilities and Utilities**

- Power Companies – Northwestern Electric Company & Polk Burnett Electric
- Waste Management; Allied Waste
- Telephone: Farmers Independent; Centurytel; Sirentel
- Cell Phone Providers
- Villages and Village Residents Government
- Septic Systems Company
- Hospitals
- Emergency Service Organizations
- Ham Radio Operators
- Library Rep.
- Schools

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

### *Village of Grantsburg*

*During the summer of 2009, the Survey Research Center (SRC) at the University of Wisconsin – River Falls sent comprehensive planning public opinion surveys to 133 residents and property owners in the Village of Grantsburg. A total of 51 questionnaires were returned for a return rate of 38 percent. This number of returned surveys will provide estimates that are expected to be accurate to within plus or minus 13 percent.*

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

|                     |   |                             |
|---------------------|---|-----------------------------|
| 4% Agriculture      | 2% Community services and facilities      | 6% Health care services     |
| 39% Quality schools | 39% Near job/employment opportunities     | 39% Near family and friends |
| 18% Cost of home    | 16% Recreational opportunities            | 8% Low property taxes       |
| 8% Low crime rate   | 55% Small town atmosphere/rural lifestyle | 8% Quality neighborhood     |
| 22% Natural beauty  | 22% Proximity to Twin Cities              | 10% Other:                  |

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

|  | Excellent | Good | Fair | Poor | No Opinion |
|--|-----------|------|------|------|------------|
| a. County parks                          | 4%        | 62%  | 22%  | 0%   | 12%        |
| b. County public health services         | 8%        | 47%  | 18%  | 8%   | 20%        |
| c. County road maintenance               | 2%        | 43%  | 41%  | 14%  | 0%         |
| d. County recycling programs             | 10%       | 37%  | 39%  | 8%   | 6%         |
| e. County zoning code enforcement        | 0%        | 31%  | 33%  | 4%   | 33%        |
| f. County building code enforcement      | 0%        | 26%  | 32%  | 10%  | 32%        |
| g. County nuisance ordinance enforcement | 0%        | 22%  | 34%  | 14%  | 30%        |
| h. Emergency dispatch service (911)      | 6%        | 59%  | 12%  | 4%   | 20%        |
| i. Police protection/law enforcement     | 10%       | 65%  | 22%  | 0%   | 4%         |
| j. Fire protection                       | 20%       | 63%  | 14%  | 0%   | 4%         |
| k. Public libraries                      | 29%       | 57%  | 10%  | 2%   | 2%         |
| l. Local public school system            | 49%       | 33%  | 8%   | 2%   | 8%         |
| m. Wireless telecommunication service    | 10%       | 35%  | 27%  | 16%  | 12%        |
| n. Local Town/Village hall               | 16%       | 57%  | 14%  | 6%   | 8%         |
| o. Local Town/Village road maintenance   | 4%        | 55%  | 31%  | 6%   | 4%         |

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

|  | Excellent | Good | Fair | Poor | No Opinion |
|--|-----------|------|------|------|------------|
|  | 4%        | 80%  | 16%  | 0%   | 0%         |

**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)       | 18%                     | 49%       | 33%   | 20%        |
| b. Paying for public services (e.g. police protection) | 6%                      | 31%       | 61%   | 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.                                    | 12%            | 67%   | 6%       | 4%                | 10%        |
| b. Community services (schools, police, fire, etc.) should be provided jointly by communities if money can be saved & service quality is maintained. | 20%            | 59%   | 16%      | 0%                | 4%         |
| c. My community should coordinate with the county and neighboring communities to plan for an aging population's housing needs.                       | 23%            | 63%   | 8%       | 0%                | 6%         |
| d. Burnett County communities should pool resources to attract/retain companies that will create jobs.   | 30%            | 62%   | 6%       | 0%                | 2%         |
| e. It is important to support the preservation of productive agricultural land in my community.  | 31%            | 55%   | 6%       | 2%                | 6%         |
| f. There is too much farmland being converted to non-farm uses in my community.  | 20%            | 16%   | 33%      | 2%                | 29%        |
| g. Ag uses should be restricted close to residences.   | 0%             | 31%   | 31%      | 12%               | 27%        |
| h. New residential development should be located away from agricultural operations.  | 6%             | 47%   | 22%      | 2%                | 22%        |
| i. Identifying and protecting historical sites and structures is important to me.  | 20%            | 53%   | 10%      | 2%                | 14%        |
| j. Additional use of roads for motorized all-terrain vehicles (ATVs) is needed in my community.  | 18%            | 20%   | 33%      | 22%               | 6%         |
| k. ATV infrastructure (trails, signage, maintenance, etc.) should be funded through user fees.   | 54%            | 40%   | 4%       | 0%                | 2%         |

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

|  | There is a <b>\$100 surplus</b> .<br>Distribute it among the following: | There is a <b>\$100 deficit</b> .<br>Balance the budget by cutting it from the following: |
|--|---|---|
| a. Emergency services (police, fire, ambulance)                                    | \$20  | \$5   |
| b. Recreation (trail development/maintenance, boat landings, parks, etc.)          | \$6   | \$23  |
| c. Environment (aquatic invasive species protection, shoreline preservation, etc.) | \$5   | \$20  |
| d. Social services   | \$6   | \$14  |
| e. Economic development  | \$10  | \$14  |
| f. Roads and bridges   | \$16  | \$6   |
| g. Education   | \$17  | \$6   |
| h. Taxes   | \$21 (decrease)   | \$13 (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 |
| 41%                                    | 30%                                    | 28%        |



**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 |
| 14%           | 63%                             | 24%  | 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 |
| 59%                     | 10%                  | 10%             | 22%                 |

**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)**

|     |                                   |     |                    |     |               |
|-----|-----------------------------------|-----|--------------------|-----|---------------|
| 67% | Restaurants and cocktail lounges  | 55% | Bed and Breakfasts | 33% | Hotels/motels |
| 71% | Sporting goods and bait sales     | 76% | Resorts            | 53% | Marinas       |
| 10% | None of the above are appropriate | 2%  | Other              |     |               |

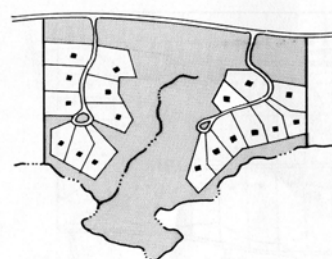
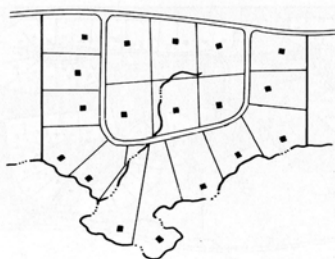
**11. Seasonal residents are those that have their primary residence outside of Burnett County, but have a secondary residence within the County. In some cases, these residences are rented out on a short-term basis when not occupied by the owner. Please provide your opinion on the following conditions 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 | 45%            | 53%   | 2%       | 0%                | 0%         |
| b. Neighbors should have access to owner contact information                           | 22%            | 53%   | 16%      | 4%                | 6%         |
| c. Noise limits on outdoor use of the property should be imposed (late hours)          | 35%            | 51%   | 8%       | 4%                | 2%         |
| d. Landscaping along side property lines should be required                            | 10%            | 41%   | 35%      | 6%                | 8%         |
| e. Reference checks of prospective renters should be required                          | 24%            | 41%   | 24%      | 4%                | 8%         |
| f. Short-term rental of residential units should not be allowed                        | 8%             | 8%    | 41%      | 22%               | 22%        |

**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:**

38% Option A

62% 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       | 23%            | 53%   | 13%      | 0%                | 11%        |
| b. Forest land                        | 27%            | 50%   | 8%       | 2%                | 13%        |
| c. Rural open space                   | 23%            | 51%   | 13%      | 2%                | 11%        |
| d. Natural and environmental features | 33%            | 48%   | 4%       | 0%                | 15%        |

**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                   | 29% | 23% | 33% | 8%  | 2%  | 4%         |
| b. Commercial, retail, and services                  | 43% | 30% | 24% | 0%  | 0%  | 2%         |
| c. Health care services                              | 57% | 23% | 19% | 0%  | 0%  | 0%         |
| d. Industrial and manufacturing development          | 60% | 31% | 4%  | 2%  | 0%  | 2%         |
| e. Downtown development – “Main Street”              | 34% | 30% | 21% | 9%  | 4%  | 2%         |
| f. Home based businesses                             | 21% | 13% | 30% | 15% | 11% | 11%        |
| g. Tourism and recreation                            | 40% | 38% | 17% | 4%  | 2%  | 0%         |
| h. Tech related businesses (e.g. biotech, computers) | 21% | 52% | 21% | 2%  | 0%  | 4%         |

**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   | 13%                        | 13%                               | 13%                                | 9%                                 | 24%             | 0%                     | 28%        |
| b. <b>Forest areas</b> -managed & harvested long-term   | 11%                        | 13%                               | 22%                                | 22%                                | 7%              | 4%                     | 22%        |
| c. <b>Other rural areas</b>   | 15%                        | 23%                               | 19%                                | 11%                                | 2%              | 2%                     | 28%        |

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)**

|     |               |     |                                   |     |                  |
|-----|---------------|-----|-----------------------------------|-----|------------------|
| 43% | Agriculture   | 41% | Large areas of contiguous forests | 29% | Lakefront access |
| 80% | Water Quality | 27% | Views of the natural environment  | 53% | Wildlife habitat |
| 0%  | None          | 0%  | Other                             |     |                  |

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

|     |     |     |      |     |       |
|-----|-----|-----|------|-----|-------|
| 17% | \$0 | 11% | \$10 | 26% | \$50  |
| 6%  | \$5 | 38% | \$20 | 2%  | Other |

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

|                |             |                       |       |         |       |
|----------------|-------------|-----------------------|-------|---------|-------|
| Direct Mailing | Newsletters | Newspaper<br>Articles | Radio | Website | Other |
| 53%            | 35%         | 49%                   | 4%    | 31%     | 0%    |

**18a. If you chose radio in Q18, which radio station would you prefer to receive information from?  
(Mark (•) one only)**

|                 |                 |                 |                 |                  |                           |       |
|-----------------|-----------------|-----------------|-----------------|------------------|---------------------------|-------|
| WHWC 88.3<br>FM | WOJB 88.9<br>FM | WGMO 95.3<br>FM | WJMC 96.1<br>FM | WXCX 105.7<br>FM | WCMP 1350<br>AM /100.9 FM | Other |
| 9%              | 0%              | 0%              | 0%              | 36%              | 55%                       | 0%    |

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

|   |                     |                 |                       |                       |                          |                 |       |       |     |
|---|---------------------|-----------------|-----------------------|-----------------------|--------------------------|-----------------|-------|-------|-----|
|   | Male                | Female          |                       | 18-24                 | 25-34                    | 35-44           | 45-54 | 55-64 | 65+ |
| <b>19. Gender:</b>                            | 50%                 | 50%             | <b>20. Age:</b>       | 0%                    | 8%                       | 10%             | 26%   | 28%   | 28% |
| <b>21. Highest level of formal education:</b> | High school or less | Some college    | 2-year college degree | 4-year college degree | Grad/Professional degree |                 |       |       |     |
|   | 22%                 | 27%             | 22%                   | 14%                   | 14%                      |                 |       |       |     |
| <b>22. Household Income Range:</b>            | Less than 15,000    | 15,000 – 24,999 | 25,000 – 49,999       | 50,000 – 74,999       | 75,000 – 99,999          | 100,000 or more |       |       |     |
|   | 10%                 | 14%             | 26%                   | 32%                   | 10%                      | 8%              |       |       |     |

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

|           |   |              |
|-----------|---|--------------|
| Full-time | Seasonal (primary residence outside Burnett County) | Non-resident |
| 88%       | 12%   | 0%           |

**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%               | 12%         | 6%           | 8%            | 10%           | 64%       |

**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 |
| 56%              | 28%         | 2%           | 4%            | 0%            | 10%       |

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

- |  |  |
|--|--|
| a. How many months each year is it generally used? | b. When occupied, how many people generally use the residence at any given time? |
| 5% Less than 1 month                               | 15% 1  |
| 0% 1 month   | 19% 2  |
| 0% 2 months  | 4% 3   |
| 5% 3 months  | 0% 4   |
| 5% 4 months  | 4% 5   |
| 9% 5 or more months                                | 0% 6 or more   |
| 77% Residence is not seasonal                      | 58% 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) | 0% 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) |
| 100% Grantsburg (Village) | 0% Roosevelt (Town)   | 0% Swiss (Town)     | 0% Wood River (Town)     |

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

- |                               |   |
|-------------------------------|---|
| 90% Within a village          | 0% A rural hobby farm residence (not primary source income) |
| 2% A shoreline residence      | 0% A rural farm residence                                   |
| 8% A rural non-farm residence | 0% 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

# Appendix B

## Design Guidelines

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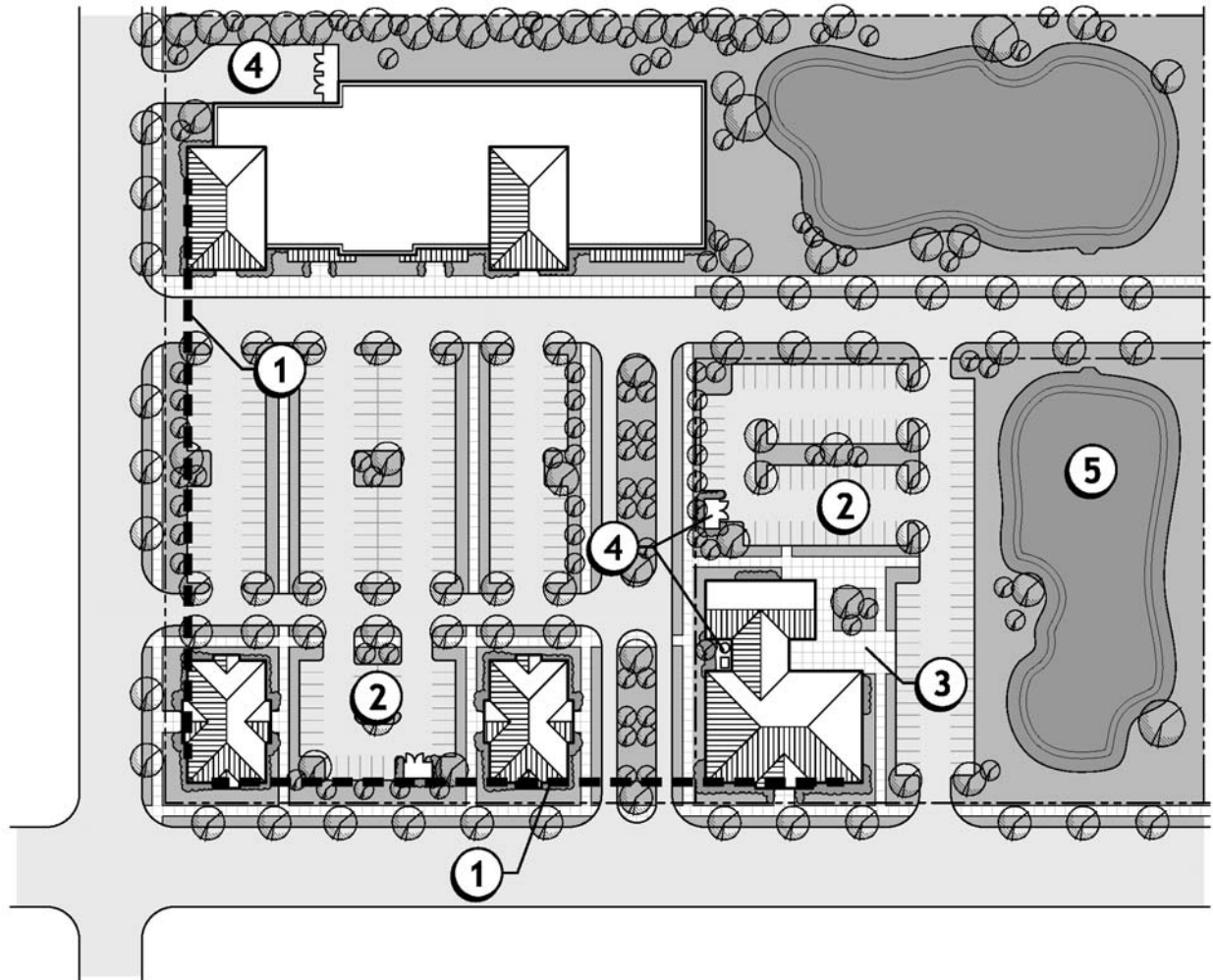
# Village of Grantsburg DESIGN GUIDELINES

## Intent

The intent of the following Design Guidelines is to provide a set of suggested standards for commercial, industrial and multi-family development within the Village of Grantsburg. Specifically, they should be used as flexible criteria to guide the review of Site Plans as required by the Zoning Ordinance. The purpose of the Design Guidelines is to promote aesthetically pleasing, well-organized development within the village.

## SITE DESIGN

Site design refers to the overall layout of the site and the relationship of major features such as buildings, streets, parking and supporting elements.



### 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**

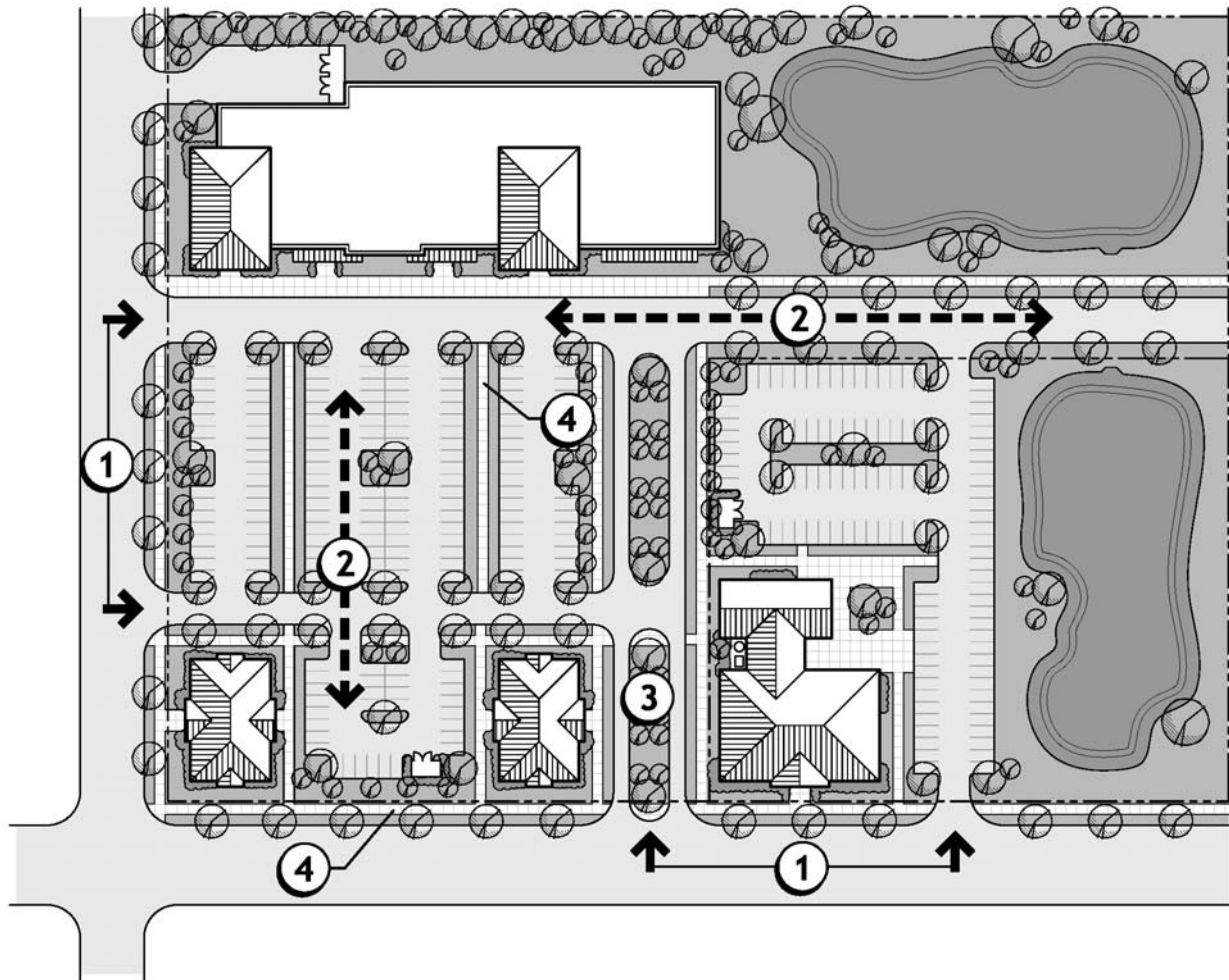
Storm water retention and detention areas should be designed to enhance the landscape through the use of natural forms and grading as opposed to rigid geometric shapes.

#### **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.

## CIRCULATION AND ACCESS

Circulation and access includes the coordination of vehicular and pedestrian movement from exterior rights-of-way and within the site.



### 1 Roadway Access

Vehicular access points shall be organized and coordinated to:

- Provide adequate, safe, and convenient access to and from adjacent streets.
- Minimize redundancy and potential traffic conflicts.
- Align with existing and proposed access points across adjacent streets.

### 2 Cross Access

Vehicular access to adjacent sites should be provided for similar land uses where possible. This will limit the need to use the

adjacent streets when traveling to neighboring sites.

### 3 Major Site Entrances

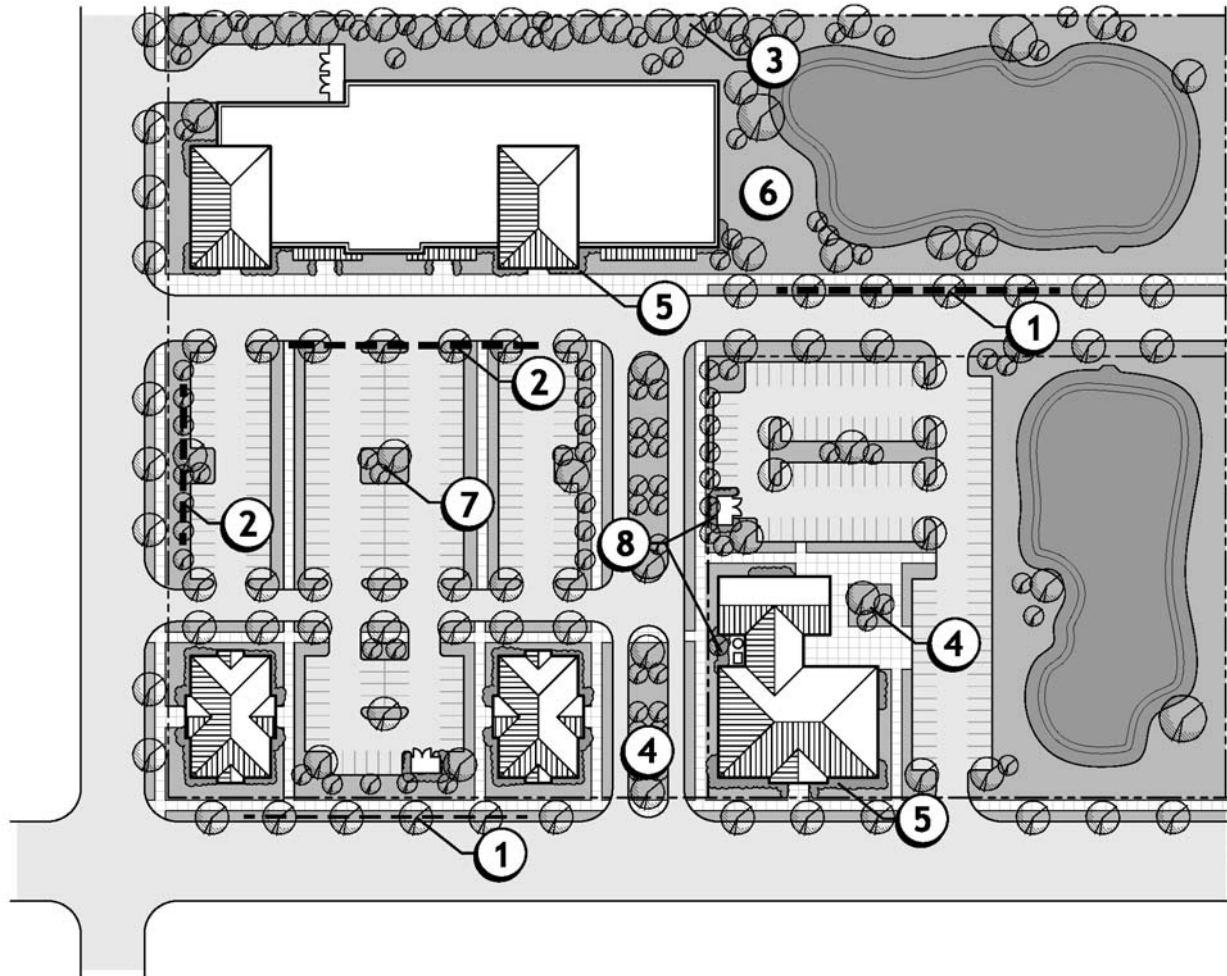
Major entrances to the site should be given prominence through enhanced design features such as medians, landscaping, architectural signage, etc.

### 4 Pedestrian Access

Sidewalks and paths should be provided to accommodate safe and convenient pedestrian travel within and between adjacent sites. Pedestrian walks should also be separate and distinct from vehicular travel lanes and adequately lit for use at night.

## LANDSCAPE AND BUFFERS

Landscape and buffers refer to plant material and decorative elements used to enhance the site, buildings, and natural features, and also screen unsightly and intense uses from public view.



**1 Street and Drive Definition**

Landscaping including trees should be provided at regular intervals along adjacent streets and internal drives to add aesthetic quality and define road edges.

**2 Parking Lot Buffering**

Landscaping including trees should be provided along the edges of parking lots that are not directly adjacent to a building to provide definition and buffering.

**3 Lot Line Buffering**

Significant landscaping including trees, berms, and/or decorative walls/fencing should be provided along property edges that abut less intensive uses.

**4 Prominent Features Enhancement**

Prominent features within the site such as plazas and major entrances should be enhanced with landscape features.

**5 Building Entrances and Edges Enhancement**

Appropriately scaled landscaping should be used to accent and define building foundations and entrances.

**6 Natural Features Enhancement**

Landscaping should be used throughout the open space on the site to enhance natural areas and features.

**7 Parking Lot Greening**

Landscaped areas and islands within parking lots should be used to soften and interrupt large paved areas.

**8 Refuse/Service/Mechanical Screening**

Refuse and recycling containers; service, loading, and storage areas; and building mechanicals should be screened with opaque landscaping and/or decorative walls when not otherwise hidden from public view.

**Additional Standards:**

- A mix of **Coniferous and Deciduous Trees** should be used across the site for variety and to ensure that green landscaping remains in the winter months.
- **Lighting** – Decorative lighting should be used to highlight and accent prominent landscape features.

### ARCHITECTURE

These standards are intended to highlight basic architectural principles. The illustrations shown are simple building designs meant to convey those principles, but are not intended to regulate specific architectural styles. A variety of architectural styles is encouraged.

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#### **Building Composition**

Building elevations should be organized to define base, middle and top elements. The base of the building anchors it to the ground and is the interface between the building and people.

The transition between the base and top of the building – the middle, should be emphasized through use of contrasting materials, protrusions and recesses, window openings, and other elements.

Depending on the height of the building, the base may range in height from one half to one or more stories. The base should be highly articulated.

The top of the building should provide a termination and is an opportunity for an interesting silhouette.



#### **Building Rhythm**

Building facades should be articulated to establish a rhythm. In architectural terms, rhythm refers to the regular and harmonious repetition of vertical building elements. These patterns often reflect the building's structural bays and also provide scale by breaking the façade into smaller identifiable components.

Rhythm should be established through changes in plane (to avoid long flat façades), but can also be expressed through the use of windows, roof line changes, material changes and ornamentation.



## **Building Scale**

Building scale should be consistent with that of neighboring buildings. This does not require that entire buildings need to be the same height or width, but that the components of adjacent buildings relate to one another in terms of scale.

As examples, a long building next to a relatively narrow building could be properly scaled through the use smaller building components. Also, a tall building next to a shorter building could be properly scaled through use of elements that create smaller components and roof lines that relate to the shorter building.



## **Proportion**

Building massing and components should demonstrate consistent proportional harmonies. Proportion refers to the relationship of the width to the height of building components and the building as a whole.

A well-proportioned building has component parts that have the same proportion as other parts. For instance, the windows may have the same proportion as the protruding entrance bay or other building element. The illustration to the right depicts a building with multiple proportion systems.

In general, shorter buildings should emphasize elements with a vertical proportion (greater height than width) to avoid a squat appearance.

### **Building Entrances**

Building entrances should be given prominence and clearly defined through use of distinctive features such as recesses or protrusions, roof elements, awnings, columns, ornamentation, landscaping, lighting, etc.

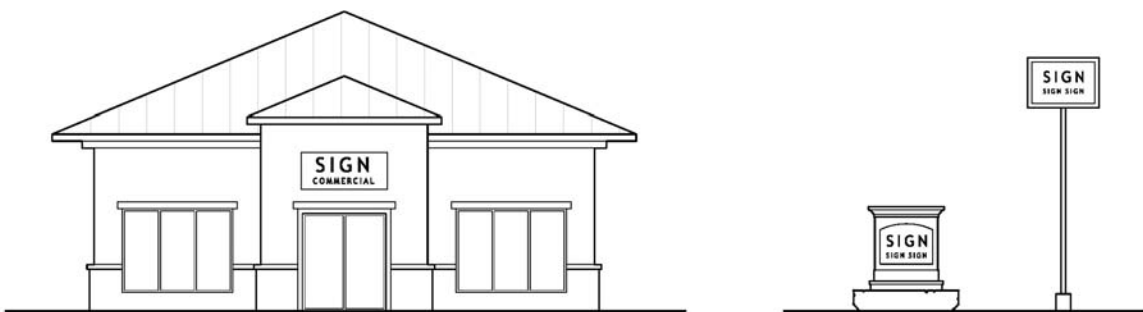


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### **Additional Architectural Standards:**

- **Materials** – The use of materials such as brick, stone, decorative block, sealed wood, exterior insulation and finish systems (EIFS), and glass are encouraged. Extensive use of metal or exposed non-decorative concrete building finishes is discouraged on building elevations visible from streets and publicly accessible areas, and residential neighborhoods.
- **Lighting** – The use of lighting is encouraged to highlight and accent architectural features, but shall not adversely affect neighboring properties through glare.

### **SIGNAGE**



### **Building Signage**

Signage attached to building surfaces (such as wall or projecting signs) should complement the building architecture and composition. Signs should be properly scaled and located to be integrated with the building façade.

In addition, sign design, color and material selection should be coordinated with the building architecture including signage for multi-tenant buildings.

### **Lighting**

## Village of Grantsburg Design Guidelines

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Lighting that highlights signage should be provided. External lighting of signage is preferred over internally lit (back-lit) signage. Any lighting used for signage shall not adversely affect neighboring properties through glare.

### **Freestanding Signage**

Freestanding signage (not attached to a building) should be incorporated into the overall site design and complement the building architecture in terms of scale, design, color and materials.

Monument-type ground signs are preferred over pole mounted signs. All ground signs should be complemented with appropriately scaled landscaping around the base.



Appendix C  
Addendums

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## Purpose

This appendix is a placeholder for future minor Plan amendments. Minor Plan amendments can be incorporated into the Plan as addendums by inserting the revisions into this section. This eliminates the need to edit the digital version of the Plan and reprint large portions of the documents when updates and revisions are made. Major Plan amendments, however, should not be handled through an addendum. When a major amendment is made, all previous minor amendments (handled through addendum) should also be incorporated into the document at that time. Major Plan amendments include revisions that affect large (or multiple) portions of the plan or Future Land Use Map.

## Purpose

Each addendum that is added to this Plan should include:

- Resolution and/or ordinance references
- Date of public hearing, committee action, and Board adoption
- Reference to the exact Plan section, table, figure, language or map location description being revised, replaced, eliminated, etc.
- The new language, data, or map information description.

## Procedure

The revision process for adding an addendum follows the process for Plan amendments outlined in Section 9.4.

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