

LAND USE

8.1 PURPOSE

The primary intention of land use planning is to document and understand existing land use trends and to find ways to accommodate future growth and land use activities while minimizing land use conflicts and to retain the area's quality of life. Land ownership, either private or public, is an important consideration as is the rate of parcel development and transfer of ownership.

The Land Use chapter provides important background data, analyze trends, and define future needs related to community land use. This information will serve as the foundation for the development of goals, objectives, policies, and actions. This planning chapter must be utilized in conjunction with the other eight chapters and will serve as a guide to future growth and development within the community. Tools to implement the community actions taken related to land use are defined and described under Chapter 9, Implementation.

Defining appropriate land use is about more than making ecologically and economically intelligent choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect the rights of the individual and to give landowners, citizens, and local communities the opportunity to define their own destiny.

8.2 EXISTING LAND USE

Located in the western portion of Burnett County, the Town of Grantsburg encompasses approximately 36.5 square miles. In an effort to identify existing land use activities, an update of the 2001 Existing Land Use Map was completed. Map 8.1 is an approximate representation and location of existing land use as of December 2003.

Based on a standardized land use classification system, the following land use classifications were used to assign land use categories.

- Agriculture - The predominate existing land use is agriculture, including croplands, livestock grazing, and dairy farming.
- Commercial - Retail sales establishments, restaurants, hotels/motels, and service stations.
- Residential - Lands with structures designed for human habitation including: permanent, seasonal, and mobile housing units (not in a designated mobile home park), and recreational cabins and cottages.

- Industrial - Manufacturing and processing, wholesaling, warehousing and distribution, and similar activities.
- Open Space - Privately owned non-wooded undeveloped lands, fallow fields.
- Parks and Recreation - Recreation lands under public or private ownership. Publicly owned recreational lands may include: village parks, nature preserves, athletic fields, boat landings, campgrounds, etc. Examples of privately owned lands may include: golf courses, campgrounds, marinas, shooting range, etc.
- Transportation - Use of land corridors for the movement of people or materials, including related terminals and parking facilities.
- Water - Open water areas, including natural and impounded lakes and streams.
- Woodlands - Woodlands under public and private ownership, private forest woodlots.

Based on existing land use, the overall intensity and density of all land use activities is generally considered low. Residential development over the past 20 years has increased significantly, but density levels still remain low. Over the 20-year planning horizon, it is anticipated the overall density of all land use activities will remain at a low to moderate level, with continued residential development occurring throughout the town. As continued development along the transportation routes occupies more acreage, new residential developments will be constructed on newly platted roadways off the main transportation corridors.

8.3 EXISTING LAND USE PATTERN

Based on existing land use activity as inventoried in 2003, Table 8.1 identifies land use categories and the acres consumed by different land use activities. An analysis of selected land use activities is highlighted below.

Woodlands

The dominant land use within the Town of Grantsburg is woodlands. Woodlands represent primarily forested portions of public and privately held lands. The large tracts of state and federal properties will contribute to the retention of significant woodland areas.

Agriculture

Agricultural use is the second most dominant land use in the Town of Grantsburg. The southeastern portion of the town is the primary area for continued agricultural activity.

Residential

Residential land use has primarily followed the developed transportation system consistent with a rural low-density development pattern. The majority of residential development is single-family detached units.

Roadways

Road corridors are defined as the actual road surface and the associated right-of-ways. The town has an extensive road network comprised of town, county, and state roadways.

Commercial

The Town of Grantsburg has little commercial land use activity. Most commercial activity is concentrated along STH 70 west of the Village of Grantsburg.

Open Space

Several tracts of undeveloped open space are located in the town. These lands are generally areas where no woodlands or production agriculture is present. Many of these locations may be some type of wetland or agricultural land transitioning to permanent woodlands.

Public Lands

The state and federal government own a significant amount of land in the Town of Grantsburg for the purposes of protecting significant natural resources. These resources are managed for their protection and provide the public with a number of recreational opportunities.

Table 8.1: Land Use by Category

Land use	Acres	Percent of Total
Agriculture	101.0	10.9%
Comm/Utilities	0.5	0.1%
Commercial	64.5	7.0%
Industrial	21.4	2.3%
Roads	77.9	8.4%
Open Space	62.4	6.8%
Residential	70.0	7.6%
Water	4.7	0.5%
Woodlands	493.1	53.3%
TOTALS	924.2	100.0%

8.4 PRIMARY FACTORS INFLUENCING THE DEVELOPMENT PATTERN**Proximity to the Village of Grantsburg**

As the regional economic center for western Burnett County, the Village of Grantsburg supports a number of retail and industrial businesses. These businesses provide products and services and employ a large number of people. The rural landscape of the town is appealing for many people as they would prefer to live on a larger tract of land but still have the services offered by the businesses in the village available to them at a reasonably short distance.

Proximity to the Twin Cities Metropolitan Area

Growth of the Minneapolis/St. Paul metropolitan area, in particular the northern fringe of the twin cities, has influenced development in the town. The town's proximity to the Twin Cities has resulted in the construction of a number of seasonal or second homes owned by persons in the metropolitan area. In addition, a number of town residents commute to the Twin Cities metropolitan area for employment, while preferring to live in the rural, low-density atmosphere of the town. According to U.S. Census Bureau statistics, 20 percent of residents of the town that commute to work do so to the metropolitan area of the Twin Cities.

Transportation Corridors

State Trunk Highways 70 and 48 provide reliable transportation routes for goods and services and connect the town with outlying communities and larger population centers. Commercial and industrial developments located in the Village of Grantsburg have taken advantage of these transportation corridors. In addition, a number of commuters use the transportation network to get to work in other communities.

The Natural Environment

The Town of Grantsburg has at least four significant natural resource areas. The St. Croix National Scenic Riverway, Governor Knowles State Forest, Crex Meadows Wild Life Area, and Fish Lake Wild Life Area contribute to the amount of open space in the community and provide educational and recreational opportunities for residents and visitors.

Land Trends

Throughout the Town of Grantsburg, the value of and price paid for land and improved buildings has steadily increased. This increase is not expected to slow as the town is expected to see continued development pressures and demand for area land. Overall, the supply of vacant and improved properties has kept pace with demand.

Equalized values for the town have steadily increased over the past several years. The increase in equalized value is the result of new construction and an increase in property and existing building values. In 1998, the town's equalized value stood at \$27,562,100 and in 2003 it stood at \$54,226,300. Since 1998, the percent change from year to year has been as much as high as 28 percent as recorded in 1999-2000 to a low of 7 percent from 2002-2003.

Developed and undeveloped land prices throughout the town have seen significant changes over the past decade. The desire by many individuals to live in a rural area has resulted in many individuals seeking a country setting to reside. In addition, the relatively moderate distance commute to the Twin Cities metropolitan area has also impacted land and home prices.

In an attempt to gauge land prices, real estate multiple service listings (MLS) data and websites were searched. Due to the town's relatively rural character, residential and wild/undeveloped properties represent the majority of all land transactions. Very limited commercial and industrial properties exist in the town. As a result, no data was available to analyze the trends in commercial and industrial land.

Based on information found on the Crex Realty website, in 2002 a total of nine residential properties sold ranging in price from \$67,500 to \$180,000 with acreages ranging from less than 2 to 18. In 2003, another nine residential properties sold ranging in price from \$69,900 to \$275,000 with acreages ranging from less than 1 to 39. Wild/undeveloped properties were also identified as sold. In 2002, two properties listed as wild/undeveloped sold for \$24,000 (5 acres) and \$115,275 (76.85 acres). In 2003, two properties listed as wild/undeveloped sold for \$21,000 (4.78 acres) and \$17,000 (4.75 acres). Although limited commercial land use activity is present in the town, one commercial parcel along STH 70 having 330 feet of highway frontage sold for \$170,000.

On June 2, 2004 Crex Realty had seven wild/undeveloped properties for sale in the Town of Grantsburg. The properties ranged in price from \$35,000 to \$86,700 with an average per acre cost of \$3,700.

Due to the town's rural nature, redevelopment of properties is not an issue. However, where dilapidated buildings are present, the town encourages clean up or redevelopment versus development of wild/undeveloped properties.

Existing/Potential Land Use Conflicts

Existing land use conflicts have been relatively few, largely due to the town's rural character and low-density development. Past conflicts between residential development and agricultural land use practices have created problems, mainly associated with odor. As the town continues to see residential development near the fringe of local farms, odor and application of fertilizers are expected to continue to create land use conflicts.

Prior to the adoption of the Burnett County Zoning Ordinance in 2004 and the town's subdivision ordinance, no land use policies were in place to hinder conflicts, except for a persons desire to not impact their neighbor. The implementation of the zoning and subdivision ordinances will assist in minimizing future land use conflicts. However, neither will prevent all conflicts.

8.5 ASSESSMENT STATISTICS

In an effort to evaluate local trends in land use activity, property assessment records from the Wisconsin Department of Revenue were reviewed. Property assessment records provide the best available record for documenting changes that have occurred in the town relating to land use activities and can assist in determining the conversion from one type of assessment class to another over a period of time. This analysis examined residential, commercial, manufacturing, agricultural, and forest.

Although this land use section is not reviewing assessment valuations, two changes have been instituted. Beginning January 1, 2004, agricultural forest land and undeveloped land shall be assessed at 50 percent of its full value.

Wisconsin Real Estate Class Definitions

Residential – Any parcel or part of a parcel of untilled land that is not suitable for the production of row crops on which a dwelling or other form of human abode is located and which is not otherwise classified by s. 70.32.

Commercial – Land where the predominant use is the selling of merchandise or a service. It also includes apartment buildings of four or more units and office buildings.

Manufacturing – Land consisting of all property used for manufacturing, assembling, processing, fabricating, making or milling tangible personal property for profit. It also includes establishments engaged in assembling component parts of manufactured products. All manufacturing property is assessed by the Wisconsin Department of Revenue.

Agricultural – Land that is devoted primarily to agricultural use, as defined by rule, exclusive of buildings and improvements and the land necessary for their location and convenience.

Agricultural Forest – Land that is producing or capable of producing commercial forest products and is contiguous to a parcel that has been classified in whole as agricultural land, if the contiguous parcel is owned by the same person that owns the land that is producing or capable of producing commercial forest products.

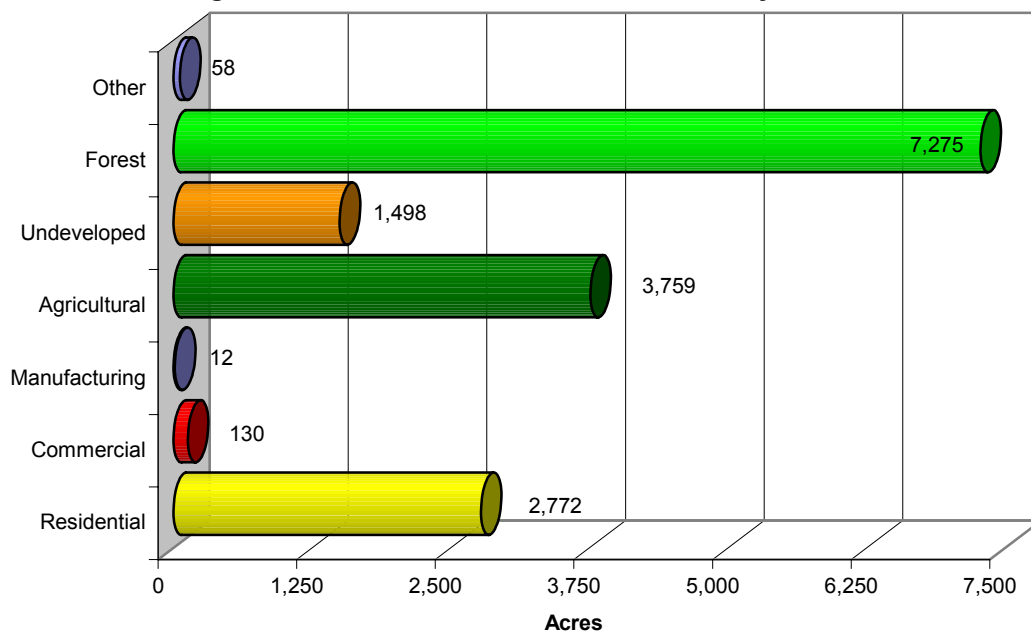
Undeveloped – Land this is a bog, marsh, lowland brush, and uncultivated land zoned as shoreland under s. 59.692 and shown as a wetland on a final map under s. 23.32 or other nonproductive lands not otherwise classified. Previously termed as “swamp and waste”.

Forest - Land that is producing or is capable of producing commercial forest products.

Other – Means buildings and improvements; including any residence for the farm operator’s spouse, children, parents, or grandparents; and the land necessary for the location and convenience of those building and improvements.

Based on the above classifications, 15,504 acres in the town are assessed to one of the eight real estate classifications. Figure 8.1 represents the 2003 statement of assessments by acreage for the Town of Grantsburg. The town has no assessment coverage for agricultural forest.

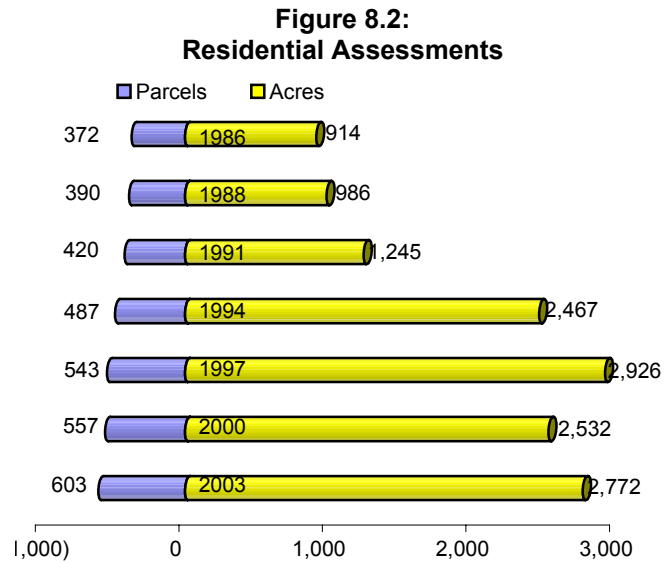
Figure 8.1: 2003 Statement of Assessments by Acres



Source: Wisconsin Department of Revenue

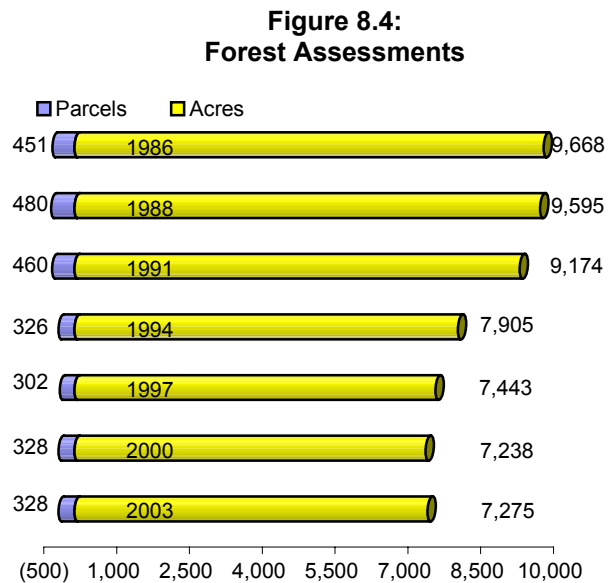
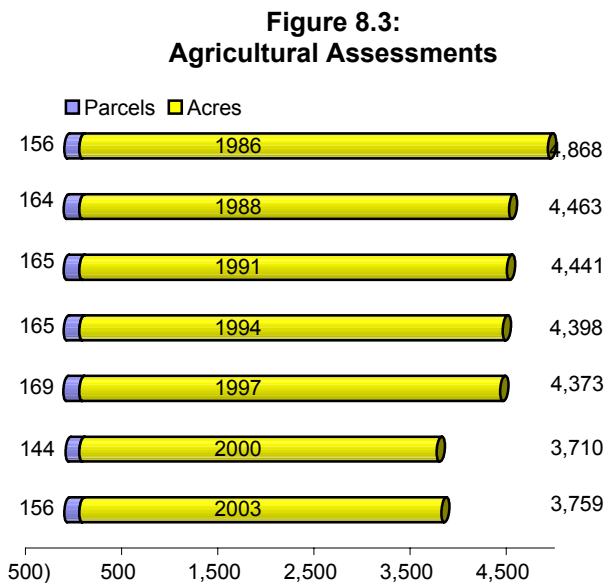
8.6 HISTORIC TRENDS

To further analyze trends in land use supply and demand assessment data spanning a number of different years from 1986 to 2003 was conducted. Significant increases in both acres and parcels assessed as residential have occurred over the past several years (Figure 8.2). Between 1986 and 2003 a total of 231 additional parcels are now assessed as residential, a 62 percent increase. Residentially assessed acreage increased significantly between 1991 and 1994. Since 1994, total acreages have fluctuated only slightly while total parcels has increased.



Agriculturally assessed lands remained relatively stable from 1986 to 1997, when in 2000 approximately 660 acres were not reassessed as agricultural, representing a 15 percent decline (Figure 8.3). Since 2000, total acreages have remained relatively the same. Total parcels assessed as agricultural changed only slightly between 1986 and 1997, until 2000 when the largest drop in agricultural assessed parcels (25) also corresponded to the drop in assessed acreage between 1997 and 2000.

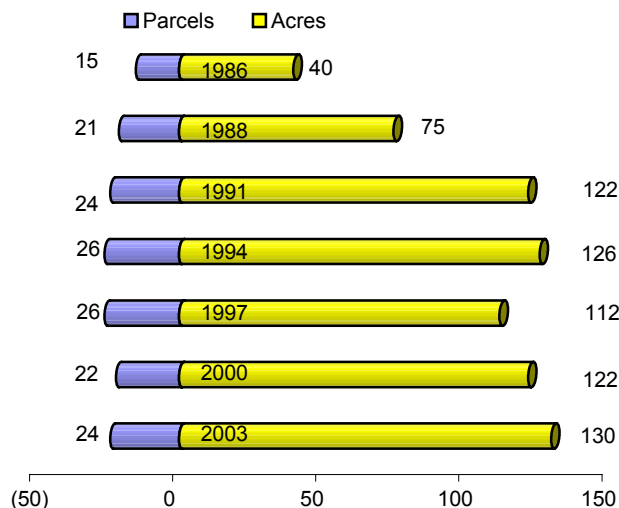
Lands assessed as forestry, parcels and acreage, saw significant declines from 1991 to 1994 (Figure 8.4). Between 1991 and 1994, assessed acreage declined 1,269 acres or nearly 14 percent, and assessed parcels also declined by 134 parcels or 29 percent.



Commercially assessed land and parcels have both increased since 1986, particularly between 1986 and 1991 (Figure 8.5). From 1986 to 1991, total parcels increase by 9 (60%) and acreage increased by 82 acres (205%). Since 1991 however, both assessed parcels and acres have remained relatively constant recording only slight fluctuation by reporting year.

Manufacturing assessed parcels and acres have not changed from 1986 to 2003, except that in 1986 there were no identified parcels, but 12 acres of land were assessed manufacturing. This anomaly could be just a reporting error.

**Figure 8.5:
Commercial Assessments**



8.7 LAND USE REGULATIONS

General Land Use

Prior to May 2003, the Town of Grantsburg had no broad land use controls in place, except for a mobile home and mobile home park ordinance (1994); minimum highway design standards ordinance (1994); and a driveway ordinance (2001). As a result of continued development pressures and recommendations resulting from the town’s Long Range Land Use Plan (2001), the Town of Grantsburg adopted a subdivision ordinance in May 2003. The Subdivision Ordinance was the first land use related ordinance in effect within the town, except for shoreland zoning, which falls within the authority of Burnett County.

Since the town’s adoption of the subdivision ordinance, the town researched the possibility of adopting the Burnett County Zoning Ordinance. Continued development pressures and concerns over conflicting land use activities resulted in the Town of Grantsburg board recommending and approving the Burnett County Zoning Ordinance in 2004. At the June 2004 meeting of the Burnett County Board of Supervisors, a motion was approved accepting the Town of Grantsburg into county zoning.

In preparation for adopting county zoning in April 2004, representatives of the town and Burnett County met to develop a proposed zoning district map. Community input and information from the Long Range Land Use Plan and comprehensive planning process were used in developing the zoning districts (Map 8.2).

Land use development in the town has continued to grow. As a result of the town not having the ability to accurately collect statistical data on development trends, information was sought from Burnett County on the number of land use permits acquired during the three-year period from 2001-2003. Based on county records, a total of 46 permits for septic systems development/

upgrade, one permit for a new home, and one permit for an addition were granted. As a result of the town not being zoned, except along lakes, rivers, and streams, it is difficult to identify the total new home construction in the town during the three-year period.

Extraterritorial Plat Review – Village of Grantsburg

In 2001, the Village of Grantsburg contacted the Town of Grantsburg to discuss the potential development of a village extraterritorial plat review ordinance the village was intending to create. By Wisconsin State Statute, villages are provided the ability to establish a plat approval process to review land divisions and plats in an area up to 1¹/₂ mile outward from its municipal boundary.

The Village of Grantsburg Comprehensive Plan (1999) identifies several land use related recommendations regarding potential annexation of town land for furthering housing and industrial development in the village. Implementation of an extraterritorial plat review process would assist the village in ensuring that as development outside its corporate limits is established and it is done so in a fashion that could accommodate the future expansion of the village at a point in the future.

In May of 2002, the Village of Grantsburg approved a resolution establishing an extraterritorial plat review process. Through a cooperative process between the town and village, the extraterritorial plat review boundary was established at approximately a half mile outward from the corporate limits of the Village of Grantsburg.

8.8 FUTURE LAND USE DEVELOPMENT STRATEGY

The town's future land use strategy is in part between the 2001 Long Range Land Use Plan and the comprehensive planning process. A review of the future land use map from the 2001 Long Range Land Use Plan and a determination that the map is yet relevant, assured the community that the future land use activity will guide development of the next 20-year planning horizon. In addition, the future land use map provided the basis for the zoning map developed in 2004 that ensures consistency between the comprehensive plan and the county zoning ordinance. Additional background information examined included the town's goals and objectives as identified within this plan, existing environmental and transportation conditions, and population and housing projections.

8.9 FUTURE TRENDS IN THE TOWN OF GRANTSBURG

Several factors will lead to the continued development activities associated with residential development and limited development of commercial activities in the town. These factors are considered, in part, for the projected rise in population and the continued demand on area land for development purposes.

- The year-round population of the Town of Grantsburg will continue to rise.

- The number of seasonal-residents is expected to remain relatively constant.
- The demand for rural land will continue to increase, coupled with the demand for larger tracts of land.
- Land prices and taxes will continue to rise.
- Influences from the northern Twin Cities suburbs will continue to drive housing and land development, as commuters will increasingly continue to drive to the Twin Cities for job opportunities.
- State and federal agencies may purchase additional land thereby reducing the town’s overall tax base.

8.10 GROWTH FORECASTS

In an effort to assist the town in identifying the potential build-out of residential, commercial, industrial, and agricultural activity, projections to 2025, in five-year increments, have been developed. These projections are based on factors including population and assessment data cover selected period over the past 15 years.

Residential

The projected population for the Town of Grantsburg indicates the town will continue to see an increase in population during the 20-year planning horizon.

Table 8.2: Population & Housing Projections, 2000-2025						
	2000	2005	2010	2015	2020	2025
Population	967	1,030	1,087	1,126	1,146	1,158
Average Household Size	2.61	2.55	2.47	2.41	2.35	2.31
Households	370	404	440	468	488	501
Owner-Occupied	344	376	409	435	454	466
Renter-Occupied	26	28	31	33	34	35
Seasonal Units	66	72	78	83	87	89

Source: U.S. Census Bureau, NWRPC, and the Wisconsin Department of Administration

The number of owner-occupied units in the Town of Grantsburg by the year 2025 is projected to be 466, a 35.4 percent increase over 2000 figures. The number of seasonal homes is expected to increase only slightly. The projected increase in year-round units is due, in part, to the steadily decreasing average household size and projected increase in population.

Acreage requirements for residential growth are a factor of both number of housing units required and housing unit density. Table 8.5 reflects the varying acreage requirements for residential growth based on different housing unit densities. An average housing density of five and ten acres is probably the most logical for predicting future land needs as this value closely

compares to past residential housing sales and zoning acreage requirements. The function of Table 8.3 is to show how differing development densities can impact the overall community land base. No one density level will apply as several zoning districts are within the town with varying minimum density requirements.

Table 8.3: Potential Acreage Required for Residential Housing Units 2005-2025											
Average Density (Acres)	2005 Potential New Units	2005 Acres	2010 Potential New Units	2010 Acres	2015 Potential New Units	2015 Acres	2020 Potential New Units	2020 Acres	2025 Potential New Units	2025 Acres	Total Acres 2005-2025
40	41	1,640	43	1,720	34	1,360	24	960	16	640	6,320
20	41	820	43	860	34	680	24	480	16	320	3,160
10	41	410	43	430	34	340	24	240	16	160	1,580
5	41	205	43	215	34	170	24	120	16	80	790
3	41	123	43	129	34	102	24	72	16	48	474
1	41	41	43	43	34	34	24	24	16	16	158

Commercial

Based on past trends (Figure 8.5), little additional commercial land use activity is projected to occur. Overall, the town is projected to gain roughly two acres of assessed land per five-year interval.

Table 8.4: Future Commercial Acreage						
	2003	2005	2010	2015	2020	2025
Commercial Acres	130	126.8	128.8	130.8	132.8	134.8
Additional Acres	-	-3.2	2.0	2.0	2.0	2.0

Source: Wisconsin Dept. of Revenue-Property Assessment Office 2003, NWRPC 2005-2025 Forecast Projections

Industrial (Manufacturing)

Based on past trends, industrial growth will remain constant to the year 2025. Since 1986, the town has maintained 12 acres of industrial land.

Table 8.5: Future Manufacturing Acreage						
	2003	2005	2010	2015	2020	2025
Industrial Acres	12	12	12	12	12	12
Additional Acres	-	0	0	0	0	0

Source: Wisconsin Dept. of Revenue-Property Assessment Office 2003, NWRPC 2005-2025 Forecast Projections

Agricultural

Based on current trends, the Town of Grantsburg is expected to require nearly 45 percent less agricultural land over the 20-year planning horizon. The town lost agricultural land at a rate of two percent per year over the past 20 years.

Table 8.6: Future Agricultural Acreage						
	2003	2005	2010	2015	2020	2025
Agricultural Acres	3759	3634.6	3333.9	3033.2	2732.6	2457.3
Additional Acres	-	-124.4	-300.7	-300.7	-300.7	-275.3

Source: Wisconsin Dept. of Revenue-Property Assessment Office 2003, NWRPC 2005-2025 Forecast Projections

8.11 LAND USE GOALS, OBJECTIVES, ACTIONS, POLICIES, AND PROGRAMS

A set of recommended goals, objectives and action steps has been developed to assist the village with existing and future land use activities.

GOAL 1: Improve the overall aesthetics of the Town of Grantsburg.

- Objective 1. Encourage the proper enforcement of zoning restrictions through cooperative efforts with state and county agencies.
 - a. As part of the intergovernmental cooperation efforts of adjoining and overlapping jurisdictions, discuss enforcement policies.

GOAL 2: Preservation of property values within the Town of Grantsburg.

- Objective 1: Regulate location of mobile homes and mobile home parks.
 - a. Review the number of mobile home parks already located within the town.
 - b. Continue to monitor the mobile home and mobile home park ordinance and make any necessary changes based on recommendations contained in the comprehensive plan.