
IMPLEMENTATION

9.1 INTRODUCTION

The overall success of comprehensive planning lies in plan implementation. The comprehensive plan outlines the town's growth and development philosophy and provides a strategy for attaining the desired future conditions. This chapter of the Town of Grantsburg Comprehensive Plan outlines the sequence of activities or actions required in order to fulfill the town's goals and objectives.

9.2 HOW TO USE THE PLAN

The Town of Grantsburg Comprehensive Plan is intended to help guide growth and development decisions within the town. The plan is an expression of the town's wishes and desires and provides a series of actions for assisting the community in attaining its goals. The comprehensive plan is not an inflexible or static set of rules. Rather, it is fluid and dynamic. The objectives and actions are intended to allow flexibility in light of new information or opportunities. The plan is an attempt to record the fundamental community values and philosophy that citizens share and to use them as benchmarks in future decisions concerning growth, development, and improvement in the community. The plan guides considerations regarding not only land use but also addresses community issues such as housing, transportation, and economic development.

The plan commission, town board, and citizens in reviewing all proposals pertaining to growth and development should utilize this document. Proposals should be reviewed to determine whether they are consistent with community wishes and desires as expressed in the plan. As part of that review, a thorough review of the plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether or not the plan provides relevant direction and whether the requested action is in conformance with the plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.

9.3 CONSISTENCY REVIEW DURING PLAN DEVELOPMENT

Within this implementation chapter, it is required to "describe how each of the chapters of the comprehensive plan will be integrated and made consistent with the other chapters of the comprehensive plan." As a result of the comprehensive plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each chapter is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning chapters.

In the future, as plan amendments occur, it is important that the plan commission and town board both conduct consistency reviews. Those reviews will ensure the document continues to represent an integrated approach to planning.

9.4 MEASURING PLAN PROGRESS

As part of the comprehensive planning process, a number of goals, objectives, and activities were developed that when implemented are intended to build stronger relationships and give direction to the town board and its residents, including year-round and seasonal. Many of the objectives and activities can be accomplished in the short term, while some will take longer to accomplish.

It is required to include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The task of developing a measurement tool to gauge the outcome of this plan’s objectives and actions will be accomplished by the development of an implementation target for the identified objectives and activities. These targets will provide guidance to the plan commission and town board on when specific actions should be initiated. Based on the targets, the plan commission can then measure the progress of achieving implementation of the comprehensive plan.

Housing

Goal: An adequate range of housing opportunities to meet the needs, desires, and financial capabilities of existing and future residents.

	Implementation Target
Objective 1. Inform local and regional contractors of regulations the town has instituted regarding housing development (subdivision ordinance).	
a. Continue to update realtors and attorneys on subdivision and road standards in the town when changes may occur to the ordinance/standards.	Ongoing
b. Ensure Burnett County Zoning Department and town is informing landowners in the Town of Grantsburg of local subdivision ordinances at the time of driveway permitting or sanitary permitting.	Ongoing
Objective 2. Guide new housing development to areas that minimize impacts on natural resources and limit conflicting land use activities.	

<p>a. During housing development permit review, encourage home construction in areas that will not result in property or environmental damage, impair rural character, or agricultural operations.</p>	<p>Ongoing</p>
<p>Objective 3. Encourage low density and “cluster” developments that preserve the rural character, protect natural resources, and minimize conflicting land use.</p>	
<p>a. Continue using the subdivision ordinance for cluster developments in the Town of Grantsburg.</p>	<p>Ongoing</p>
<p>b. Encourage developers to preserve, through a conservation easement, key natural resources present on development sites.</p>	<p>Ongoing</p>
<p>c. Encourage residential clusters to be located an applicable distance from adjoining land uses where conflicts may result, such as from existing dairy or agricultural operations where land spreading of fertilizer is applicable.</p>	<p>Ongoing</p>
<p>Objective 4. Eliminate substandard housing throughout the town by seeking grant funds for home repair.</p>	
<p>a. Encourage Burnett County to make an application for housing rehabilitation that would be available to the Town of Grantsburg and all of Burnett County.</p>	<p>Ongoing</p>

Transportation

Goal: Ensure an appropriate transportation system for the town.

	Implementation Target
Objective 1. Identify the need for frontage roads and access points.	
a. Coordinate a joint meeting between the town, village of Grantsburg, WisDOT, and Burnett County to review roadway design standards and permitting processes to ensure compliance at all levels by new land use developments.	Ongoing
b. When reviewing land subdivisions and driveway permit requests, encourage the development of frontage roads to minimize the number of access points along local, county, and state roadways.	Ongoing
c. Consider the development of an ordinance specific to commercial frontage roads.	Ongoing
Objective 2. Identify truck routes and alternate routes to the Village of Grantsburg Industrial Park.	
a. Work with the Village of Grantsburg in developing correspondence to local businesses encouraging truck routes along roads that are designed to accommodate specific transportation services.	Ongoing
Objective 3. Support and provide where applicable pedestrian, bicycle and other modes of transportation.	
a. Enforce the requirement of cluster developments to provide safe and convenient pedestrian access to conservation easements and open space.	Ongoing
b. Work with Burnett County and other organizations providing specialized transportation services to ensure all eligible residents of the town have access to transit services.	Ongoing
Objective 4. Continue to maintain and upgrade local town roads.	
a. Upgrade local roads when warranted based on roadway conditions, traffic patterns, and existing or future development.	Ongoing
b. Seek funding assistance from Burnett County and the State of Wisconsin when applicable (LRIP).	Ongoing

Utilities and Community Facilities

Goal: Maintain and enhance community facilities and services, which contribute to the overall wellbeing and improvement of the community.

		Implementation Target
Objective 1.	Coordinate utility and community facility system planning with land use, housing, transportation, and natural resources.	
	a. Meet with representatives from local and regional utility companies in the spring or fall to coordinate project activities and to maximize delivery of services.	Ongoing
	b. Meet with Village of Grantsburg and Burnett County representatives to discuss protective services.	Ongoing
Objective 2.	Monitor land use development near the Village of Grantsburg for the potential development of a sanitary district.	
	a. Meet with the Village of Grantsburg, when deemed applicable, to discuss the potential development of a sanitary district in the town.	Ongoing
Objective 3.	Ensure property owners acquire a driveway permit prior to being approved for a building permit.	
	a. Coordinate with the Burnett County Zoning Department regarding the requirements for driveway permits at the time of sanitary permit issuance.	Ongoing

Natural Resources

Goal 1: Preserve the rural character and natural resources of the Town of Grantsburg.

		Implementation Target
Objective 1.	Encourage an annual or semi-annual meeting with adjoining and overlapping jurisdictions having responsibility for natural resource management and planning.	

<p>a. Meet with representative of the Wisconsin Department of Natural Resources, National Park Service, and the Village of Grantsburg to discuss present and future land use activities on land within or adjoining the town.</p>	<p>Ongoing</p>
<p>b. Encourage town participation on all state and federal committees working on management plans that may impact land in the town.</p>	<p>Ongoing</p>
<p>Objective 2. Encourage the Town of Grantsburg to coordinate planning efforts with neighboring municipalities and overlapping government jurisdictions.</p>	
<p>a. As the town reviews development proposals from the private sector or its own development projects, information having a potential impact on adjoining or overlapping jurisdictions will be forwarded to the appropriate agency for review and comment.</p>	<p>Ongoing</p>

Goal 2: Help preserve and protect the natural resources of the town including natural areas and water resources.

	Implementation Target
<p>Objective 1. Identify new opportunities for private campgrounds and the regulation of siting and duration of placement of camping trailers.</p>	
<p>a. Work with private property owners in the development of new campgrounds that protect the rural character, natural resources, and existing land use activities.</p>	<p>Ongoing</p>
<p>b. Explore the development of ordinances regulating campground activities outside the shoreland area.</p>	<p>Ongoing</p>
<p>c. Review the county zoning and shoreland ordinance for its provision on campground requirements and make any necessary recommendations for change.</p>	<p>Ongoing</p>
<p>Objective 2. Protect critical natural resources and local ground water.</p>	
<p>a. Work with the University of Wisconsin-Extension and others on the development of an educational brochure to inform property owners about town resources and best management practices to maintain the rural character, natural resources, and local ground water quality.</p>	<p>Ongoing</p>

b. Identify and map environmental corridors and environmental sensitive areas for future protection.	Ongoing
c. Encourage Burnett County to seek grants funds to identify and map ground water flow in the county.	Ongoing

Agricultural Resources

Goal: Preserve the rural character and agricultural industry of the Town of Grantsburg.

	Implementation Target
Objective 1. Preservation of agricultural land.	
a. Work with existing agricultural producers, developers, and adjoining landowners to minimize land use conflicts.	Ongoing

Cultural Resources

Goal: Preserve and enhance cultural heritage resources, including historical places, sites, and landscapes.

	Implementation Target
Objective 1. Identify and recognize historical and cultural resources.	
a. Work with the DNR, Wisconsin State Historical Society, and National Park Service on preserving critical resources.	Ongoing
b. Inventory the town for any possible culturally significant buildings and work with area historical groups to determine value in making the building or area a registered historical landmark.	Ongoing

Economic Development

Goal: Encourage appropriate economic development activities in the Town of Grantsburg in a planned and orderly fashion.

	Implementation Target
Objective 1. Guide economic development activities to appropriate commercial locations identified in the comprehensive plan.	
a. Utilize the future land use map to direct commercial activities seeking to locate to the town.	Ongoing
b. Areas having a moderate to high concentration of commercial development should coordinate transportation access via frontage roads.	Ongoing
c. Commercial or industrial activities requiring significant municipal services such as sewer and water should be encourage to locate within the Village of Grantsburg industrial park.	Ongoing

Intergovernmental Cooperation

Goal: Establish mutually beneficial cooperative relationships with adjoining and overlapping jurisdictions.

	Implementation Target
Objective 1: Develop enhanced partnerships with adjoining and overlapping jurisdictions.	
a. Meet annually with representatives from the Village of Grantsburg, adjoining towns, Burnett County, Wisconsin Department of Transportation, Wisconsin Department of Natural Resources, and National Park Service to discuss local and regional issues impacting each other.	Ongoing
b. Explore opportunities to share services where practical.	Ongoing
Objective 2. Develop an agreement for shared tax revenues.	

<p>a. Meet with the Village of Grantsburg to initiate the development of an agreement to share tax revenues resulting from residential, commercial, and manufacturing development on lands annexed from the town.</p>	<p>Ongoing</p>
<p>b. Create and formalize the tax sharing agreement.</p>	<p>Ongoing</p>

Land Use

Goal: Improve the overall aesthetics of the Town of Grantsburg.

		Implementation Target
<p>Objective 1. Encourage the proper enforcement of zoning restrictions through cooperative efforts with state and county agencies.</p>		
<p>a. As part of the intergovernmental cooperation efforts of adjoining and overlapping jurisdictions, discuss enforcement policies.</p>	<p>Ongoing</p>	

Goal: Preservation of property values within the Town of Grantsburg.

		Implementation Target
<p>Objective 1: Regulate location of mobile homes and mobile home parks.</p>		
<p>a. Review the number of mobile home parks already located within the town.</p>	<p>Ongoing</p>	
<p>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.</p>	<p>Ongoing</p>	

Many actions identified above are continuous or ongoing steps that do not have an implementation target date. These actions may involve the town board and/or the plan commission. On an annual basis, the plan commission should monitor the plan’s overall objectives and actions in an effort to realize its accomplishments and identify areas where additional resources or actions are needed.

9.5 OTHER IMPLEMENTATION POLICIES AND PROGRAMS

As part of the overall planning process, property owners of the town assisted in developing a future land use scenario covering a 20-year planning horizon. The future land use map is intended to assist the town in directing land use activities to areas best suited for development and is based on background data, future projections, local issues and opportunities, natural resource constraints, and public input.

The future land use map contains land use categories the residents of the town desire. The past growth in the number of residents and housing units in addition to the projected growth should serve to change the character of these rural areas in coming years. Map 9.1 depicts the Future Land Use Map. Several future land use categories were developed to assist the town in future development activities and are represented below.

Agricultural/Low-density Residential: These areas are dominated by agricultural activities, farmsteads, and overall low-density housing. Parcel sizes in these areas tend to be larger—averaging 40 acres or larger—and residential development is dispersed along main roadways. It is seen as desirable for the long-term character of the town to encourage the retention of agricultural lands and open space as much as is possible and economically feasible. This does not preclude the development of these lands for residential use or the parceling of lands for subdivision; however, these activities should take place in a planned and orderly manner.

Forestry/Low-density Residential: Similar to the Agricultural / Low-density Residential, these areas maintain an overall low density of housing with woodlots and forest cover as the predominant landscape feature.

Commercial: These areas have been identified as the most suitable and desirable for future commercial development. The main commercial areas identified are along the STH 70 corridor and presently contain a development pattern mixing residential and commercial uses.

Industrial: This single site (former STI site in the Town of Grantsburg) is seen as the most suitable site for any future industrial land uses. The site has highway access (STH 48) and an existing facility that could be retrofit with a new industrial enterprise.

Medium Density Residential/Recreational Residential: This designation relates to the developed lakeshore areas and to areas experiencing modest density development. Parcel sizes range between less than an acre in the lakeshore areas to five and ten-acre parcels and up to as large as 40-acre parcels. The areas designated for medium density residential are generally those that have experienced their growth in the past 20 years and are anticipated to continue to be parceled and developed.

Medium Density Residential/Recreational Residential/Hobby Farm: This designation relates to the developed lakeshore areas and to areas experiencing modest density development with a desire to also accommodate small-scale agricultural. Parcel sizes generally range between five and ten acres with parcels as large as 80 to 160 acres present. The areas designated for medium

density residential/hobby farms are generally those that have experienced their growth in the past 20 years and are anticipated to continue to be parceled and developed.

High-density Residential: Three areas, all adjacent to the Village of Grantsburg, have been identified as appropriate for high-density, suburban type development.

Conservancy: These areas have been identified as containing sensitive, fragile, or unique natural resources or attributes and would benefit the town by having them protected from development.

Productive Farmlands: These areas have been identified as agricultural lands with either present or future agricultural value. This value is not assigned due to the lands specific profitability or physical characteristics such as soil type but rather to its present status in agricultural use and its contribution to the open space and overall character of the town. These areas are identified for the purpose of the land use inventory only—any program for farmland protection or preservation should be based upon volunteer participation by the agricultural landowners not mandated by this land use plan.

Areas of Development Concern: These areas have been identified as having one or more obstacles or impediments to new development. These include wetland characteristics, shallow groundwater, difficulty of road building and maintenance, and/or remoteness for town services. These areas are identified for the purpose of the land use inventory only—decisions regarding the long-term use, conservation, or limitation on development of these lands should be based upon collaborative efforts of the landowner, the town, and the county.

Joint cooperation between the town and village must continue as community and land use activities within both local governmental jurisdictions could have impacts on the other jurisdiction. A clear example of this is the difference between future land use development activities adjacent to or overlapping the town and village. Future discussions between elected officials and the public can result in a more compatible land use development pattern around the town/village political boundary.

9.6 TOWN ORDINANCES AND PROGRAMS

Concerned with the rate of growth, in 2003 the town developed a Subdivision Ordinance to assist in guiding land use activities. This process has assisted in averting land use conflicts and in implementing recommendations of the Long Range Land Use Plan. As a result of the overall growth in the town, the planning commission and town board in 2003 and 2004 began discussing the need to consider adopting a town zoning ordinance or the county zoning ordinance. After discussion between the commission, board, and general public, it was recommended to adopt the Burnett County Zoning Ordinance. The Burnett County Board of Supervisors accepted the resolution by the town to adopt county zoning at the county board meeting June 17, 2004.

Other land use ordinances or programs may be developed in the future to further the goals of the town. These include the development of a conservation design ordinance, purchase of development rights program, transfer of development rights program, land acquisition program,

conservation easements program, or other applicable ordinance or program. A list of programs of interest is included for reference by the planning commission and town board.

Purchase of Development Rights Program (PDR)

The purchase of development rights is a *voluntary* protection technique that compensates the landowner for limiting future development on their land. The programs are primarily used for retention of agricultural lands, but the concept can be applied to all types of land use scenarios. Under a PDR program, an entity such as a town, county, or private conservation organization purchases the development rights to a designated piece of property. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

Transfer of Development Rights (TDR) Program

The TDR program is a non-regulatory (voluntary) approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program, development rights to a parcel of land are transferred from a “sending area” to another parcel referred to as the “receiving area”. Sending areas are typically those areas where development is discouraged or limited, and receiving areas are areas where growth and development are encouraged. Under some TDR programs, local government awards development rights to each parcel of developable land in the community or in selected districts on the basis of the land's acreage or value. Landowners can then sell the development rights on the open market. The TDR program has been widely implemented at the local level due to the fact that it requires no major financial contribution by local government.

Benefits of the TDR program include:

- ▶ The public benefits from the conservation easements, which protect and preserve sensitive natural features and wildlife habitat.
- ▶ Owners of sending area properties receive economic compensation for their properties where development would normally be precluded due to sensitive natural features or zoning restrictions.
- ▶ Owners of receiving area properties can increase their development density, accommodating a greater number of uses or tenants.
- ▶ Little financial contribution on behalf of local government.

Acquisition

This type of land preservation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be used in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority acquisition lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake associations, environmental groups, USFS, WDNR, etc.). Depending on the acquisition, funding assistance from federal, state, or not-for-profit groups may be found.

Conservation Easements

When a landowner sells their development rights, a legal document known as a conservation easement is drafted. The easement restricts the use of the land to agricultural use, open space, or

other desired use in perpetuity. A conservation easement permanently limits residential, commercial, or industrial development to protect its natural attributes or agricultural value. The conservation easement becomes a part of the landowner’s deed and remains on the deed even if the land is sold or passed through inheritance thereby ensuring the development will not occur on the property.

The conservation easement does not automatically allow public access to the land; the land remains in the hands of the owner, as only the right to develop it has been purchased. All remaining rights of property ownership remain with the landowner including the right to transfer ownership, swap, deed, or sell the land. A purchase of development rights program works to ensure that incompatible development will not take place; the PDR becomes a part of the deed and keeps the land in its agricultural or natural state in perpetuity. An effective purchase of development rights program requires initial financial support and on-going administration. Additionally, the program requires a review board to assess the lands of landowners requesting entry of their parcel into the PDR program.

Land Trusts

Land trusts are non-profit voluntary organizations that work with landowners to use a variety of tools to help them protect their land. Such organizations are formed with the purpose of protecting open space, scenic views, wildlife, etc.; and they use a variety of techniques to raise money for operating expenses and the acquisition of easements. Land trusts also provide adequate monitoring and stewardship. In the United States, land trusts can hold conservation easements, which means that the organization has the right to enforce the restrictions placed on the land.

Land Protection Tool	Pro	Con
Donated Conservation Easements	<ul style="list-style-type: none"> • Permanently protects land from development pressures. • Landowners may receive income, estate, and property tax benefits. • No or low cost to local unit of government. • Land remains in private ownership and on the tax rolls. 	<ul style="list-style-type: none"> • Tax incentives may not provide enough compensation for many landowners. • Little local government control over which areas are protected.
Purchase of Development Rights	<ul style="list-style-type: none"> • Permanently protects land from development pressures. • Landowner is paid to protect their land. • Landowners may receive estate and property tax benefits. • Local government can target locations effectively. • Land remains in private ownership and on the tax rolls. 	<ul style="list-style-type: none"> • Can be costly for local unit of government.

Land Protection Tool	Pro	Con
<p>Transfer of Development Rights</p>	<ul style="list-style-type: none"> • Permanently protects land from development pressures. • Landowner is paid to protect their land. • Landowners may receive estate and property tax benefits. • Local government can target locations effectively. • Low cost to local unit of government. • Utilizes free market mechanisms. • Land remains in private ownership and on tax roll. 	<ul style="list-style-type: none"> • Can be complex to manage. • Receiving area must be willing to accept higher densities.

Conservation Design Subdivisions

The conservation design subdivision concept is an alternative development design to the conventional residential subdivision. Conventionally designed subdivisions are typically characterized by land divided into house lots and streets, with minimal (if any) open space. Usually, the remaining open space lands consist of the undevelopable portion of the subdivision (steep slopes, wetlands, floodplain, etc.). The conventional subdivision lacks communal open space, community woodlands, or other open areas where people can meet and interact.

The purpose of a conservation design subdivision is to provide opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design, and protection of habitat and environmental features. A typical conservation design subdivision contains the same number of lots that would be permitted under a conventional design. The lots are typically smaller than conventional lots and are designed for single-family homes reminiscent of traditional neighborhoods found in small towns throughout America.

The compact design of a conservation subdivision allows for the creation of permanent open space (typically 50 percent or more of the buildable area). This undeveloped land typically serves as community open space land and provides recreational, aesthetic, and social benefits to subdivision residents.

The conservation design subdivision has proven economic, environmental, and social advantages over conventionally designed subdivisions¹ including:

Economic Advantages

- ▶ Lower infrastructure and design (engineering) costs
- ▶ Attractiveness of lots for home development
- ▶ Reduction in demand for public parklands

Environmental Advantages

- ▶ Protection of conservation areas and upland buffers (which would normally be developed)
- ▶ Reduced runoff due to less impervious surface cover
- ▶ Improved water filtration due to presence of vegetation and buffers

¹ Randall Arendt, *Conservation Design for Subdivisions*, (Island Press, Washington D.C., 1996), pp 3-16.

- ▶ Opportunities for non-conventional septic system design

Social Advantages

- ▶ Opportunities for interaction among residents (common open space)
- ▶ Pedestrian friendly
- ▶ Greater opportunity for community activities

Best Management Practices (BMP)

Best management practices describe voluntary procedures and activities aimed at protection of natural resources. BMP's are described in detail in the Wisconsin Department of Natural Resources publications titled "Wisconsin Construction Site Best Management Practice Handbook", and "Wisconsin's Forestry Best Management Practices for Water Quality". Shoreland BMP's are a set of specific actions that landowners can take to help protect and preserve water quality.

9.7 PLAN UPDATES AND REVISIONS

The Town of Grantsburg Comprehensive Plan is intended to be a living document. Over time, social and economic conditions and values tend to change. The comprehensive plan should be updated periodically to reflect these changes. Systematic, periodic updates will ensure that not only the statistical data is current but also the plan's goals, objectives, and policies reflect the current situation and modern needs. Under current law, it is required that an update of the plan be undertaken every ten years. However, it is recommended the plan also be reviewed for consistency at least once every five years. This update will ensure that any changes in the social and economic conditions or community values are reflected within the plan.

To ensure that residents are involved in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The Town of Grantsburg Plan Commission shall undertake a review of the plan at the statutory ten-year interval. During plan implementation, the town board and plan commission shall consider necessary amendment(s) to the plan resulting from property owner requests and changes to social and economic conditions. Upon the plan commission review, recommended changes to the plan shall be forwarded to the town board. The plan commission shall call a public hearing to afford property owners time to review and comment on recommended plan changes. The public hearing shall be advertised using a Class I notice. Based on public input, plan commission recommendations, and other facts, the town board will then formally act on the recommended amendment(s). During plan amendments, it is important that the public participation plan be utilized to ensure public input.

9.8 CONCLUSION

The Town of Grantsburg Comprehensive Plan is intended to be a dynamic and evolving document. Periodic revision and update of the plan will ensure that it is accurate and consistent with the wishes and desires the community. Plan recommendations in this document provide the basis for evaluation of development proposals and give the community a means for achieving

their community vision. The specific action statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately the success of the planning process will be measured by the future quality of life experienced by both residents and visitors. Overall, the comprehensive plan provides a guide and policy framework for development of the Town of Grantsburg that reflects the community vision of a desirable community.