

# VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN 2020-2040



**adopted  
August 17, 2020**



## RESOLUTION 2020-08

**A RESOLUTION OF THE VILLAGE OF TURTLE LAKE, WISCONSIN PLANNING COMMISSION, RECOMMENDING THE VILLAGE BOARD ADOPT THE VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN 2020-2040.**

**WHEREAS**, the Village of Turtle Lake has determined the need and propriety for an updated comprehensive plan with the general purpose of guiding, directing, and accomplishing a coordinated, adjusted, and harmonious development of the Village, which will, in accordance with existing and future needs, best promote public health, safety, order, convenience, prosperity, and the general welfare, as well as, efficiency and economy in the process of development; and

**WHEREAS**, the Village of Turtle Lake Planning Commission has prepared the *Village of Turtle Lake Comprehensive Plan 2020-2040* pursuant to §66.1001, §61.35, and §62.23, Wisconsin Statutes, which contains plan documents, maps and other materials in the nine comprehensive plan elements required by §66.1001(2) of the Wisconsin Statutes; and

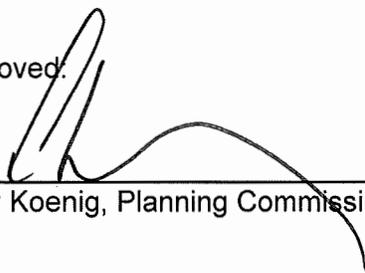
**WHEREAS**, the Village of Turtle Lake Planning Commission, pursuant to § 66.1001(4)(b) of the Wisconsin Statutes, may recommend to the Village Board the adoption of the updated comprehensive plan by adoption of a resolution to that effect by a majority of the entire Planning Commission.

**WHEREAS**, a properly noticed public hearing has been conducted by the Planning Commission on the proposed approval and adoption of the updated comprehensive plan, pursuant to § 66.1001(4)(d) of the Wisconsin Statutes

**NOW THEREFORE BE IT RESOLVED**, the Village of Turtle Lake Planning Commission officially recommends adoption of the *Village of Turtle Lake Comprehensive Plan 2020-2040*, as drafted in the *Public Hearing Draft*, by the Village of Turtle Lake Village Board.

**Resolved and Adopted** this 17th day of August, 2020 by the Planning Commission of the Village of Turtle Lake.

Approved:

  
\_\_\_\_\_  
Andy Koenig, Planning Commission Chairman

Attest:

  
\_\_\_\_\_  
Ardith Story, Municipal Clerk-Treasurer

VILLAGE OF TURTLE LAKE, WISCONSIN

ORDINANCE 2020-03

AN ORDINANCE OF THE VILLAGE OF TURTLE LAKE, WISCONSIN, ADOPTING THE  
VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN 2020-2040.

NOW THEREFORE, BE IT ORDAINED, by the Village Board for the Village of Turtle Lake,  
Barron and Polk Counties, Wisconsin;

**Section 1.** Pursuant to Sections 61.35, 62.23(2) and 62.23(3) of the Wisconsin Statutes, the Village of Turtle Lake is authorized to prepare, adopt, and amend a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

**Section 2.** Pursuant to Section 66.1001(2)(i) of the Wisconsin Statutes, a comprehensive plan shall be updated no less than once every 10 years.

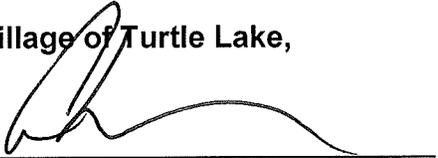
**Section 3.** The Village Board of the Village of Turtle Lake, Wisconsin, has adopted and implemented written procedures designed to foster public participation in every state of the preparation of a comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes, which included a public hearing as required by Section 66.1001(4)(d) of the Wisconsin Statutes.

**Section 4.** The Plan Commission of the Village of Turtle Lake, by a majority vote of the entire Plan Commission recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of an updated comprehensive plan entitled "VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN 2020-2040".

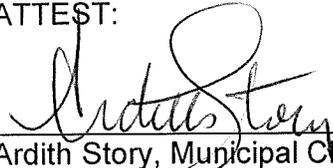
**Section 5.** The Village Board of the Village of Turtle Lake, Wisconsin, does, by the enactment of this ordinance, formally adopt the "VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN 2020-2040" pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

**Section 6.** This ordinance shall take effect upon passage and publication as provided by law.

PASSED AND APPROVED by the Village Board of the Village of Turtle Lake,  
Wisconsin, this 17<sup>th</sup> day of August, 2020.

  
\_\_\_\_\_  
Andy Koenig, Village President

ATTEST:

  
\_\_\_\_\_  
Ardith Story, Municipal Clerk-Treasurer

# Village of Turtle Lake Comprehensive Plan

## 2020-2040

**prepared by the Village of Turtle Lake Plan Commission**

Andy Koenig, Village Board President & Chair

Pat McCready – Village Board Trustee

Laurie Tarman - Village Board Trustee

Cory Davis – Public Works Director

Joyce Hagen – Citizen

Sue Friday-Thill – Citizen

Carl Kleinschmidt – Citizen

**with assistance from**

Scott Hildebrand, Village Administrator

Ardith Story, Village Clerk-Treasurer

and

West Central Wisconsin Regional Planning Commission



This plan is funded in part by the Wisconsin Department of Administration,  
Division of Energy, Housing & Community Resources.



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## 1.0 INTRODUCTION

- 1.1 Scope of the Comprehensive Plan
- 1.2 Village of Turtle Lake 2005 Comprehensive Plan
- 1.3 Village of Turtle Lake Plan Update Process and Public Involvement

The Village of Turtle Lake is a multi-county community located in western Barron County and eastern Polk County as shown on the map on the following page. The Village of Turtle Lake is bordered by four surrounding towns—Beaver, Almena, Turtle Lake, and Clayton. Developed lands within the Village of Turtle Lake are primarily utilized for residential housing, commercial businesses, and manufacturing. The land surrounding the Village is generally agricultural, forest, or other open space. The area also features several lakes, some with residential and recreation development. The Village’s estimated population of 1,037 in 2018 has decreased slightly from a high of 1,065 in 2000.

### 1.1 Scope of the Comprehensive Plan

Planning is an orderly, open approach to determining local needs, setting goals and priorities, and developing a guide for action. In 1999, the State Legislature created a new framework for community planning in the State of Wisconsin—1999 Wisconsin Act 9.

Beginning on January 1, 2010, any program or action of a local government which regulates land use (e.g., zoning, subdivision regulations, agricultural preservation programs) must be consistent with that government’s comprehensive plan. According to Wisconsin Statutes, the comprehensive plan “shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the community, which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, or the general welfare, as well as efficiency and economy in the process of development.”

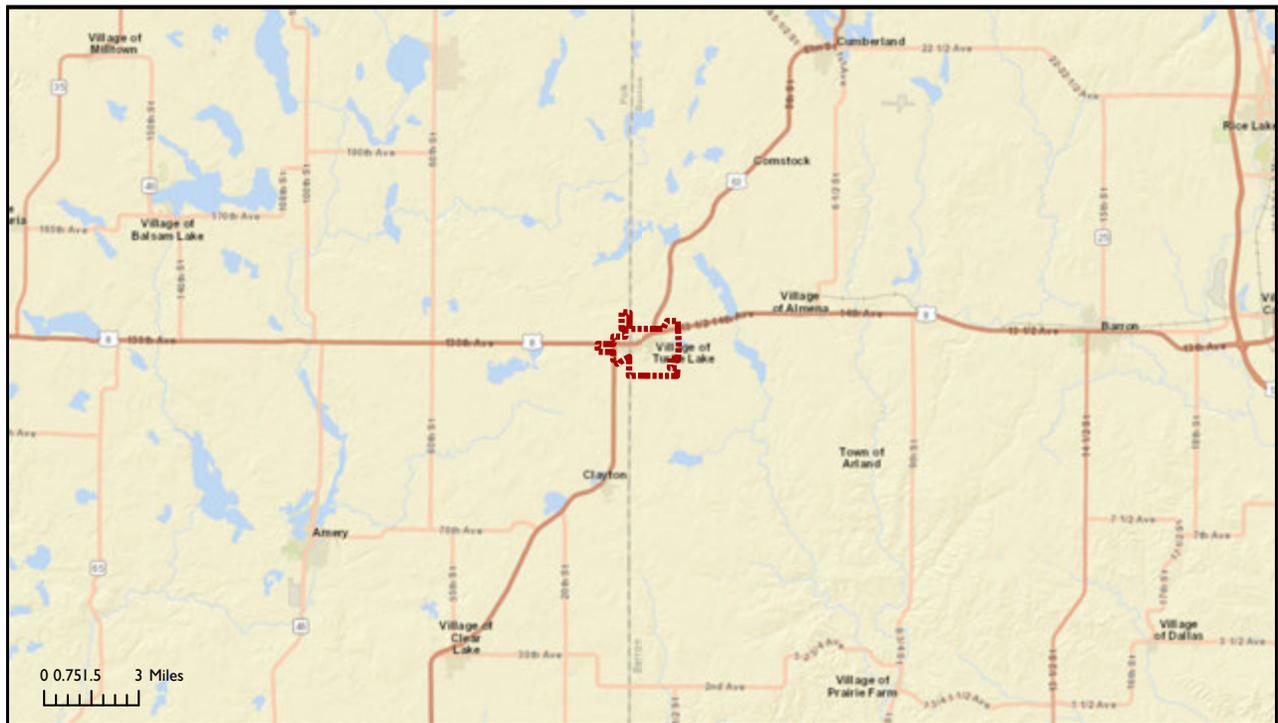
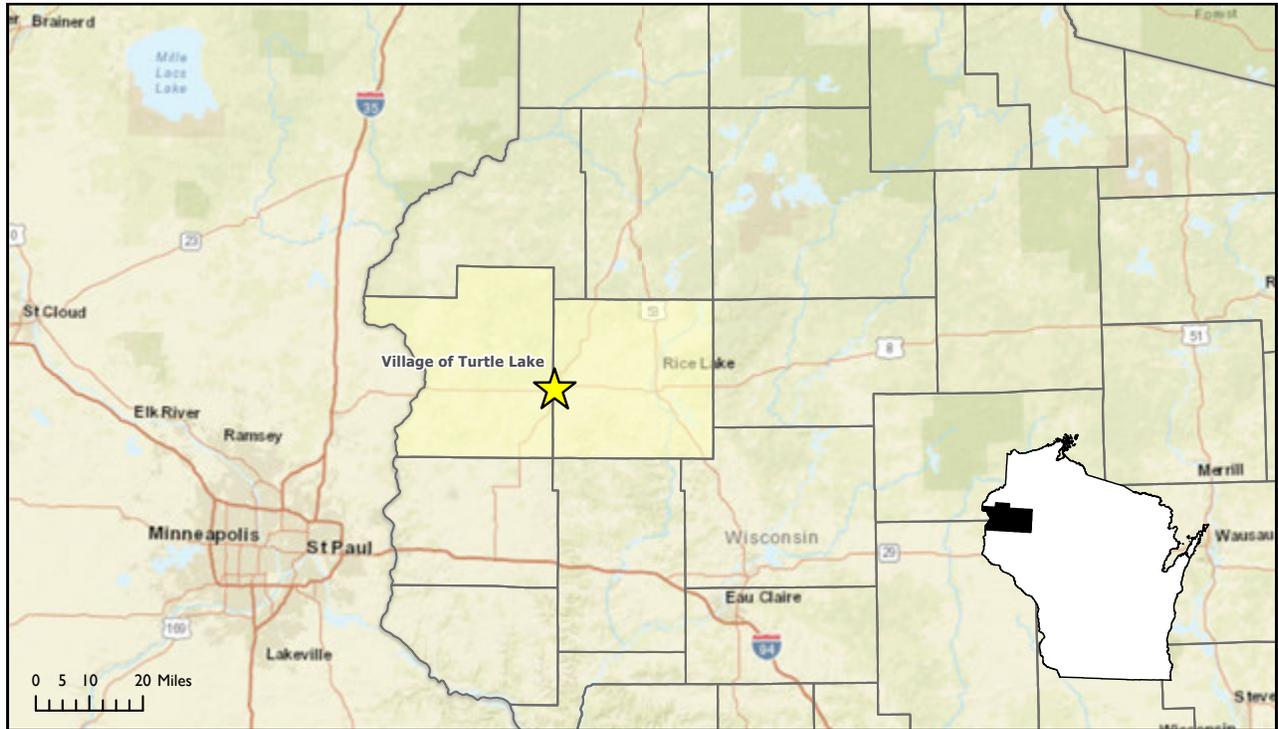
#### **AB608, Wisconsin Act 233** **Comp Plan Consistency Clarified**

Wisconsin Act 233 was signed into law in April 2004. This law reduced the number of programs or actions with which a comprehensive plan must be consistent.

Under the new legislation, the only actions that must be consistent with a comprehensive plan are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands.

The law also reiterates that a regional planning commission’s comprehensive plan is only advisory in its applicability to a political subdivision (a Village, village, town or county), and a political subdivision’s comprehensive plan.

# 1. Introduction



## REGIONAL/LOCAL CONTEXT VILLAGE OF TURTLE LAKE, WI

November 2019

Data Sources:  
WisDOT, WDOA, ESRI



1999 Wisconsin Act 9, often referred to as the Wisconsin Comprehensive Planning and Smart Growth Law, provides additional guidance regarding what must be included in each community plan and how the plan should be developed. Each plan must, at a minimum, address nine key elements:

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

This update of the Village of Turtle Lake Comprehensive Plan fully addresses the requirements of all nine elements within Wisconsin Statutes §66.1001. Given that this Plan update was not funded with a State grant specifically earmarked for comprehensive planning, the fourteen State of Wisconsin Comprehensive Planning Goals identified Wisconsin Statutes §16.965 are considered advisory. The *Village of Turtle Lake Comprehensive Plan Appendix* at the end of this document is incorporated by reference as part of this Plan update. Notably, the housing element of this Plan update also draws heavily upon the findings and recommendations of the *Turtle Lake Housing Study and Needs Assessment* completed in Summer 2019.

## **1.2 Village of Turtle Lake 2005 Comprehensive Plan**

This document is an update of the Village of Turtle Lake Comprehensive Plan that was adopted on December 19, 2005 (*hereafter referred to as the 2005 Plan*). The 2005 Plan was developed as part of a multi-jurisdictional planning effort involving eighteen other Barron County municipalities and funded, in part, through a State of Wisconsin comprehensive planning grant. The Village's planning process for the 2005 Plan was facilitated by West Central Wisconsin Regional Planning Commission (WCWRPC). The issues, vision, goals, objectives, and policies from the 2005 Plan were reviewed and updated as part of this document. The maps, data, and a review of existing programs and plans were also updated, with much of this information incorporated into the appendices.

## **1.3 Village of Turtle Lake Plan Update Process and Public Involvement**

The Village of Turtle Lake contracted with WCWRPC to assist with the update of the Village's Comprehensive Plan. This update process reviewed the entire 2005 Plan with some restructuring of the Plan to more clearly address the required plan elements. Further, the Village Plan Commission reviewed and modified the plan to better reflect current conditions and the vision and policy direction of the community.

## 1. Introduction

In accordance with the State comprehensive planning law, most plan elements include goals, objectives, policies, and programs, which are generally defined as:

**Goals** – Broad, general, and long-term expressions of the community’s aspirations for which the planned effort is directed. Goals tend to be ends rather than means.

**Objectives** – More specific targets derived from goals and necessary to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals. Generally, objectives should also be achievable within the 20-year planning horizon.

**Policies** – Policies is a term applied broadly in the comprehensive planning law. Policies may include decision-making guidance, rules, recommendations, strategies, or courses of action to achieve the goals and objectives they are derived from. Policies may include creating, implementing or acting upon a program. In this plan, policies may be separated into “policies” (general decision-making guidance) and “recommendations” (action-oriented strategies).

**Programs** – A system of projects, services, policy actions, or other resources that can help the community achieve its plan goals and objectives. Programs are not always administered by the community and may include other service providers, agencies, and their plans. Existing plans and programs that may be relevant to the Village are summarized in Appendix F.

The Plan update was prepared under the guidance of the Village of Turtle Lake Plan Commission, which conducted six planning meetings with WCWRPC between January 2019 and February 2020.

The Village of Turtle Lake complied with all public participation requirements in Wisconsin Statutes §66.1001, as well as the Village’s public participation plan adopted in 2005 with the original comprehensive plan. The written public participation plan procedures for this Plan update, as discussed and consented to by the Plan Commission on January 15, 2019, is provided in Appendix A. The Village implemented the public participation plan as part of this Plan update, which included opportunities for public input such as:

- all meetings were properly noticed and open to the public;
- as part of the 2019 Housing Study, a community forum was held in Turtle Lake on August 12, 2019, to discuss initial findings, local housing goals, and potential strategies;
- on October 15, 2019, a community placemaking and branding discussion was hosted by the Plan Commission;
- draft copies of the Plan update were available for public review prior to the public hearing;
- a properly noticed public hearing was conducted by the Plan Commission on the draft Plan; and,
- the Village invited, considered, and responded to written comments on the draft plan.

At the Village's request, WCWRPC executed a sub-contract with Todd Streeter, Community Collaboration (<https://involvementisgood.com/>), to facilitate a bottom-up, community engagement exercise to generate fresh ideas and recommendations from Turtle Lake citizens for incorporation into the plan update. In January 2019, a Community Action Plan (CAP) Committee was formed at a kick-off meeting and six subcommittees were created focusing on:

- Community Connectivity (transportation/infrastructure)
- Community Pride (schools, facilities, & services)
- Creating Community (land use & housing)
- Downtown Revitalization
- Economic Prosperity
- Quality of Life (parks, trails, & recreation)

Between February and May 2019, the CAP Committee met eight times; the subcommittees meet additional times on their own between the regular CAP meetings. The CAP Committee recommendations are summarized in a report included in Appendix E.

The Plan Commission is very appreciative of the time and effort of the community members who participated on the CAP Committee. The Plan Commission discussed the CAP report when updating each element of this Comprehensive Plan and many of the Plan policy and program recommendations reference the CAP report. The CAP report recommendations related to housing were also shared and discussed during the community housing forum in August 2019.

As demonstrated herein, the Village of Turtle Lake is committed to open public involvement and outreach program that invites participation from all residents at every level in the decision-making process. The Village will continue to engage the community in the development of planning related items and tasks that are discussed in the Comprehensive Plan.





## **2.0 ISSUES AND OPPORTUNITIES**

- 2.1 Progress on the Village's 2005 Comprehensive Plan
- 2.2 Issues and Opportunities
- 2.3 Existing Plans, Programs, and Regulations
- 2.4 Village of Turtle Lake Vision Statement

### **2.1 Progress on the Village's 2005 Comprehensive Plan**

The Village of Turtle Lake has made substantial progress towards the vision, goals, objectives, and recommendations of the Village's Comprehensive Plan adopted in 2005, such as:

- many of the Downtown streetscape improvements have been implemented and a number of dilapidated buildings removed,
- the U.S. Highway 8 re-alignment project is no longer being considered and roundabouts have been installed, which addressed some prior safety concerns;
- some of the outdoor recreational improvements have been completed;
- the Library has been moved, allowing for a remodel and expansion of the Village Hall,
- additional business park development has occurred,
- the Historical Society has moved into the lumber mill, which has reduced heavy truck traffic in the area, and
- the Village has taken proactive action to increase availability of residential lots.

The 2005 Comprehensive Plan also included many objectives and ongoing recommendations that were more policy-oriented and have been used by the Village to guide decision making, rather than actionable items with specific implementation timelines. However, not all recommended actions in the 2005 Plan were implemented or completed. In some cases, this was due to changing conditions or need, the availability of alternative approaches, or a change in community priorities.

The goals, objectives, policies, and actions in the 2005 Plan were reviewed and considered as part of this Plan update. Action recommendations from the 2005 Plan that were completed or no longer needed were removed, while some incomplete actions were modified or updated.

The Plan Commission desires that the Village's Comprehensive Plan be a living document that is actively being used to guide decision making and assist with the tracking of projects that are needed for the betterment of the community. To this end, the Plan Commission amended Section 11.3 as part of this Plan update to ensure regular monitoring and evaluation of Plan implementation, while demonstrating the value of the Plan to community members.

### **2.2 Issues and Opportunities**

Background information regarding Turtle Lake's demographics, socio-economics, and employment that was used to update this Plan can be found in Appendices B and D. Related trends and policies are also further discussed in Section 3-Housing & Demographics and Section 8-Economic Development.

At its first meeting in January 15, 2019, the Plan Commission reviewed the population trends data in Appendix B, then identified the following issues and opportunities that they most desired to address in the Plan update:

#### **Vision & Identity**

- How can we balance growth and “handle progress”, while keeping our small-town identity and sense of community?
- Improve relationships between businesses, residents (existing & potential), and the municipality. We can do more to make people feel welcome.

#### **Housing**

- Lack of a mix of available housing; renters/homeowners can't “move up tiers” to higher quality housing due to limited options.
- The poor condition of the housing stock, especially rental housing. Inspection options are more limited in light of recent State law changes.
- What does the market desire in terms of price point, lot size, and housing type? What types of lots should the Village allow, encourage, or make available?
- What tools are available to the Village to meet housing needs and address housing concerns (e.g., rehabilitation, encourage housing and development types that are desired by market)?
- What do seniors want/need for housing, amenities, etc., to age-in-place/age-in-community instead of moving? There are no nice downsizing rental or condo options available (not assisted living) where maintenance provided.

#### **Economic Development & Workforce**

- Encourage workers and young families to live here. Provide amenities and good quality of life for young people and young families. We need to offer things to do and shopping/businesses for residents and visitors (e.g., splash pad).
- What is the vision and plan for downtown? What types of re-use are desired and appropriate? What are the implications as ground floor use changes from a more traditional vertical mixed use and what should be our policy?
- Encourage small, hometown businesses (e.g., hardware/lumber). What types are desired and how do we encourage?
- How can we use TIF to help meet our goals? What is our TIF potential?

## **Infrastructure, Land Use, and Zoning**

- Update land use maps, data, and policies to reflect recent and proposed development.
- Integrate the Travel Plaza plans (may or may not be delayed) and related infrastructure improvements (e.g., intersections) and multimodal connectivity.
- Increase bike & pedestrian safety and connectivity, especially along USH 8 corridor.
- WWTP capacity and planned upgrades being addressed. Is infrastructure capacity available to support projected growth? Where may sewer and water extensions be needed and how should such growth be managed? How to finance (e.g., TIF)?
- Potential land use conflicts (odor management) between residential and commercial/industrial (e.g., Greenway & Elizabeth Court)
- Address State-owned “Herbie St.”
- Update zoning ordinance and map: (1) consistency with comp plan update; (2) review zoning districts and modify if needed; and (3) foster administrative capacity & Plan Commission role
- Village “out of land” for larger new developments and expansions (e.g., housing, commercial, industrial). Limited commercial growth opportunities along USH 8. What is development potential/engineering limitations for properties at the fringes? Again, how can TIF be used?

## **Other**

- We want to make sure the Comprehensive Plan is used and implemented.
- Continue to work toward improving the relationship with the St. Croix Chippewa Tribe.
- Nuisance wildlife in the Village; allow limited hunting?

While the previous list of issues and opportunities guided the Plan update, it did not limit the Plan Commission from addressing other concerns or pursuing additional opportunities within this Plan. Additional needs, issues, and opportunities are often identified within each respective plan element. Further, additional community input on local issues and opportunities can be found within the CAP Committee Report in Appendix E.

## **2.3 Existing Plans, Programs, and Regulations**

Section 1.2 briefly discussed the Village’s existing Comprehensive Plan adopted in 2005. Under Wisconsin Statutes §66.1001, many of the plan elements require a description of the existing plans and programs related to each element.

The Village’s Code of Ordinances or Municipal Code is available online with a link at <https://www.turtlelakewi.com/code> and includes Village regulations on subjects such as:

- public safety, finance, and government

## ***2. Issues and Opportunities***

- streets and sidewalks
- public utilities, including municipal sewer and water
- various offenses and public nuisances
- building code, minimum housing code, and fair housing code
- parks and navigable waters
- zoning code, including floodplain zoning and shoreland-wetland zoning
- subdivision and platting regulations

The primary existing plans and programs adopted by the Village of Turtle Lake or other organizations within the community that are most pertinent to this Plan are discussed within the different Plan elements. Appendix F includes additional county, regional, state, and non-profit plans, programs, and rules that may also guide or support residents, businesses, and activities within the Village. These plans, programs, and regulations were considered during the update of the Plan goals, objectives, and recommendations.

### **2.4 Village of Turtle Lake Vision Statement**

The Turtle Lake Plan Commission reviewed the vision statement from the Village's 2005 Comprehensive Plan and considered the vision and goals found in the CAP Committee Report in Appendix E. After discussion, the following vision statement from the CAP Report was agreed upon as the preferred statement of overall objectives, policies, goals and programs to guide the future development and redevelopment of Turtle Lake over the 20-year planning period:

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Turtle Lake has a commitment to providing and maintaining a safe atmosphere known for sense of community, small town feel, and quality of life, with a vibrant economy and educated work force supporting a robust commercial presence.

The proximity to numerous lakes, parks, and trails offers a variety of recreational opportunities available to residents and visitors. We support our engaged residents toward the collaboration of educational institutions, service agencies, and faith-based and philanthropic organizations to provide opportunities for investment and enrichment of our families and businesses, resulting in community pride, spirit, and citizenry.

Turtle Lake will grow through high quality new housing and neighborhoods while committing to environmental stewardship, preserving public amenities, and connectivity through trails and sidewalks.

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## 3.0 HOUSING AND DEMOGRAPHICS

- 3.1 Population Estimates and Projections
- 3.2 Housing Characteristics, Needs, and Projections
- 3.3 Housing Goals, Objectives, and Policies
- 3.4 Other Housing Programs

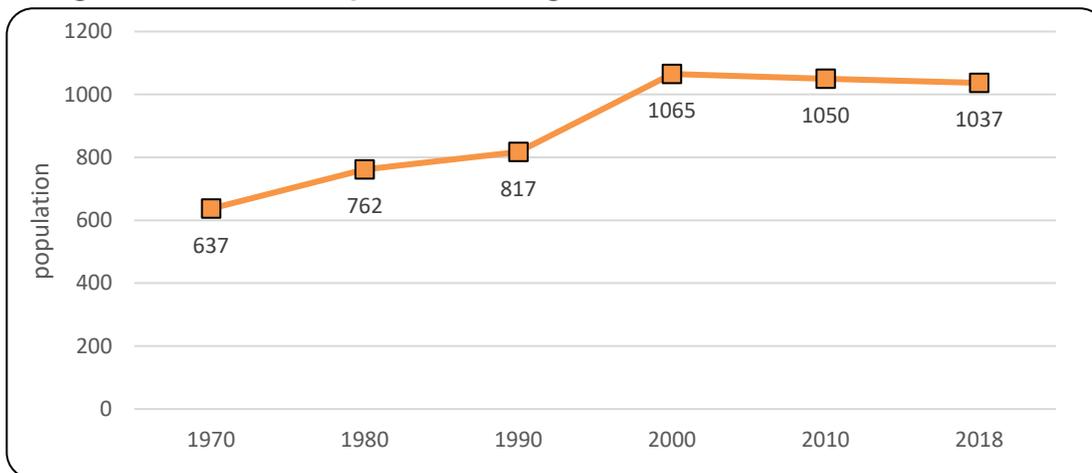
This element identifies specific policies and programs that promote the development and redevelopment of housing for residents and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and maintain or rehabilitate the existing housing stock. The element assesses the age, structural value, and occupancy characteristics of the existing housing stock and includes a compilation of goals, objectives, policies, and programs to provide an adequate housing supply that meets existing and forecasted housing demand. While comprehensive plans must describe programs that are available to provide an adequate housing supply that meets existing and projected demand, it is not assumed that the Village is solely responsible for managing and providing these programs. In fact, housing tools and programs are available from a variety of public and non-profit sources as will be discussed in sub-section 3.4.

### 3.1 Population Estimates and Projections

To properly plan for the Turtle Lake’s future requires an understanding of the community’s population, demographic, and housing trends. Population trends influence all other plan elements, such as the demand for community services, economic development policy, and land use. And housing trends are directly related to demands of the population. Appendix B provides a variety of population and demographic data for the Village of Turtle Lake.

As of January 1, 2018, the Village of Turtle Lake had 1,037 residents (947 in Barron County and 90 in Polk County) according to the official State of Wisconsin population estimate. As shown in the chart below, this is a slight decrease from the 2000 U.S. Census population.

**Village of Turtle Lake Population Change, 1970 – 2018**



Source: U.S. Bureau of the Census 1970 – 2010; Wisconsin DOA Estimate for 2018

### 3. Housing and Demographics

Between 2000 and 2017, the median age in the Village has changed very little from 37.7 years to 37.2 years. The Village’s average age is considerably lower than the Barron County average of 44.2 years. In 2017, approximately 21.7 percent of the Village’s population was 65 years or older, while 26.3 percent was under the age of 20. In terms of race, it is estimated that approximately 93.3 percent of Village residents are “White Alone, with 1.7 percent having “Two or More Races,” and 3.9 percent being “American Indian Alone”; approximately 1.3 percent of residents gave their ethnicity as Hispanic Origin.<sup>1</sup> During the community housing forum in August 2019, some residents felt that the community’s American Indian population may have been undercounted in the most recent Census estimate. Appendix B includes additional population and demographics data for the Village of Turtle Lake.

The table below includes the official population estimates and projections for the Village of Turtle Lake. The official population estimate projections in the top five rows were prepared by the Wisconsin Department of Administration in 2013 and anticipate a decrease in population over time. This projection likely reflects and places significant weight on the 2000 to 2010 population decrease.

The Village Plan Commission expressed skepticism regarding the accuracy of WisDOA’s 2020+ projections and pointed out such a decrease is unlikely given the new housing developments being proposed. The Plan Commission also noted that: (i) housing sales have been quick with a tight market; population would increase if more housing units for sale or rent became available in the community and (ii) there is an expectation that some seniors in the area are interested in “moving to town”.

#### Population Estimates & Projections for the Village of Turtle Lake, 2000-2040

	2000 Census	2010 Census	2015 Proj.	2018 Est.	2020 Proj.	2025 Proj.	2030 Proj.	2035 Proj.	2040 Proj.	2018-2040 change
<b>WisDOA Population Projections (2015-2040)</b>										
Population in Barron Co.	1,000	957	960	947	975	995	1,005	995	965	18
Population in Polk Co.	65	93	90	90	95	95	95	90	85	-5
Total Population	1,065	1,050	1,050	1,037	1,070	1,090	1,100	1,085	1,050	
Population Increase		-15	0		20	20	10	-15	-35	
% Population Increase		-1.4%	0.0%		1.9%	1.9%	0.0%	-1.4%	-3.2%	
<b>Plan Commission Alternative Population Projection (2020-2040)</b>										
Total Population					1,050	1,071	1,092	1,103	1,114	
Population Increase						21	21	11	11	
% Population Increase						2.0%	2.0%	1.0%	1.0%	

<sup>1</sup> Race and ethnicity data is a 2018 estimate from ESRI Community Estimate. Other demographic data in this section is from the U.S. Census unless otherwise noted.

The Plan Commission also discussed that there are just over 1,000 employees working the Village of Turtle that reside outside the Village. During a workforce survey as part of the 2019 *Turtle Lake Housing Study and Needs Assessment*, 29 percent of the respondents working in Turtle Lake stated that they would consider moving to the Village if they could find the housing they desired. Given that Turtle Lake has employment opportunities, the opportunity exists to grow the community if the housing is available that the market desires and a good quality of life if offered.

Given these factors, an alternative population projection in the last three rows was created that will be used for housing and land use planning for the Plan update. This alternative projects that from 2018 to 2040 (22 years), the Village's population will increase by 167 residents or an annual average increase of 0.72% or 7.6 residents per year. This alternative is a straight-line projection based on the following assumptions:

- The 2020 Village population will be the same as the 2010 Census and 2015 WDOA projected population of 1,050.
- From 2020 to 2030, the Village population will increase by 0.4% per year or 4% over the ten year period.
- From 2030 to 2040, the Village population will increase by 0.2% per year or 2% over the ten year period.
- Assumes the Village of Turtle Lake achieves its Comprehensive Plan goals and objectives, such as increasing housing availability and continuing to provide a high quality of life.
- The Turtle Lake School District is excellent and helps make the community a great place to raise a family.

The Village Plan Commission believes that the alternative straight-line project is reasonable, achievable, and may be a conservative estimate.

### **3.2 Housing Characteristics, Needs, and Projections**

Housing costs are the single largest expenditure for most Wisconsin residents. For many homeowners, their home is their most valuable asset and largest investment. Housing and housing construction also play a critical role in state and local economies. Residential development is also a major source of revenue for local communities in the form of property taxes. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense of pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Planning for the provision of housing may be new to many local units of government. Nonetheless, the programs and actions of local governments can influence the housing market. The comprehensive planning process necessitates that the community analyze the impact of the policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs in the community. The

### 3. Housing and Demographics

analysis should result in policies that provide opportunities for the development of the types and amounts of housing expected to be needed over a twenty-year planning horizon. This section draws heavily from the *Turtle Lake Housing Study and Needs Assessment* completed in 2019, and does not duplicate much of the data, analysis, and findings here.

#### **Village of Turtle Lake General State of Housing**

A wealth of housing data has been collected over the past year for the Village of Turtle Lake as part of the Housing Study. The housing data in Appendices B and C provides a good overview. Some key findings include:

- **Age:** 31.8% of housing structures were built in 1939 which may suggest a need for rehabilitation or replacement.
- **Structure:** 52.3% of housing units were single-family detached homes. 36% of all units were within structures with 3 or more units.
- **Housing Mix:** The overall Village housing mix is 53% renter and 47% owner. During the housing forum, residents expressed a desire to strive towards a 40/60 renter-to-owner mix. About 5.4% of the Village’s house stock is for seasonal, recreational, or occasional use, or is otherwise not vacant and not for sale or rent market.
- **Rental Units:** About 17% of all renter-occupied unit are single-family homes. 76% of renter-occupied units have 1 or 2 bedrooms. 69% of single-person households rented. The Village has no assisted living units.

Rental vs. Owner Housing Mix, 2017	Barron County	Village of Turtle Lake
Population	45,358	927
Population in Rental Units	10,131	448
Population in Owner Units	34,484	479
Population in Group Quarters	743	0
Households, excluding group quarters	19,133	446
Avg. Household Size	2.33	2.1
Renter Avg. Household Size	2.07	1.9
Owner Avg. Household Size	2.42	2.3
Housing Units, excluding seasonal	20,651	495
Rental Units	5,397	253
Owner Units	15,254	242
Occupied Units	19,133	446
Renter-Occupied Units	4,886	235
Owner-Occupied Units	14,247	211
Vacant Units for Rent, excludes seasonal	430	10
2017 Rental Vacancy Rate	8%	4.0%
RPC-Adjusted Rental Vacancy Rate	2%-3%	2-3%
RPC-Adjusted Units for Rent	108-162	5-8
Rental Vacancy Rate Standard <sup>2</sup>	5%-7%	5-7%
Vacant Units for Sale, excludes seasonal	252	14
2017 Homeowner Vacancy Rate	1.7%	6.2%
RPC-Adjusted Owner Vacancy Rate	-	3.1%
Homeowner Vacancy Rate Standard <sup>3</sup>	2%-2.5%	2%-2.5%
% of Overcrowded Units – Renter Occup.	4.0%	6.8%
% of Overcrowded Units – Owner Occup.	1.0%	0.0%
Seasonal & Other Vacant Units <sup>4</sup>	4,041	27

Source: U.S. Census 2013-2017 ACS 5 Year Estimates

<sup>2</sup> Florida, Richard. 2018 July. *Vacancy: America’s Other Housing Crisis*. Accessed at: <https://www.citylab.com/equity/2018/07/vacancy-americas-other-housing-crisis/565901/>

<sup>3</sup> Ibid. For owner housing, Florida’s vacancy rate standard was expanded by WCWRPC from 2% to 2%-2.5% in order to accommodate additional market flexibility given the County’s relatively small population size.

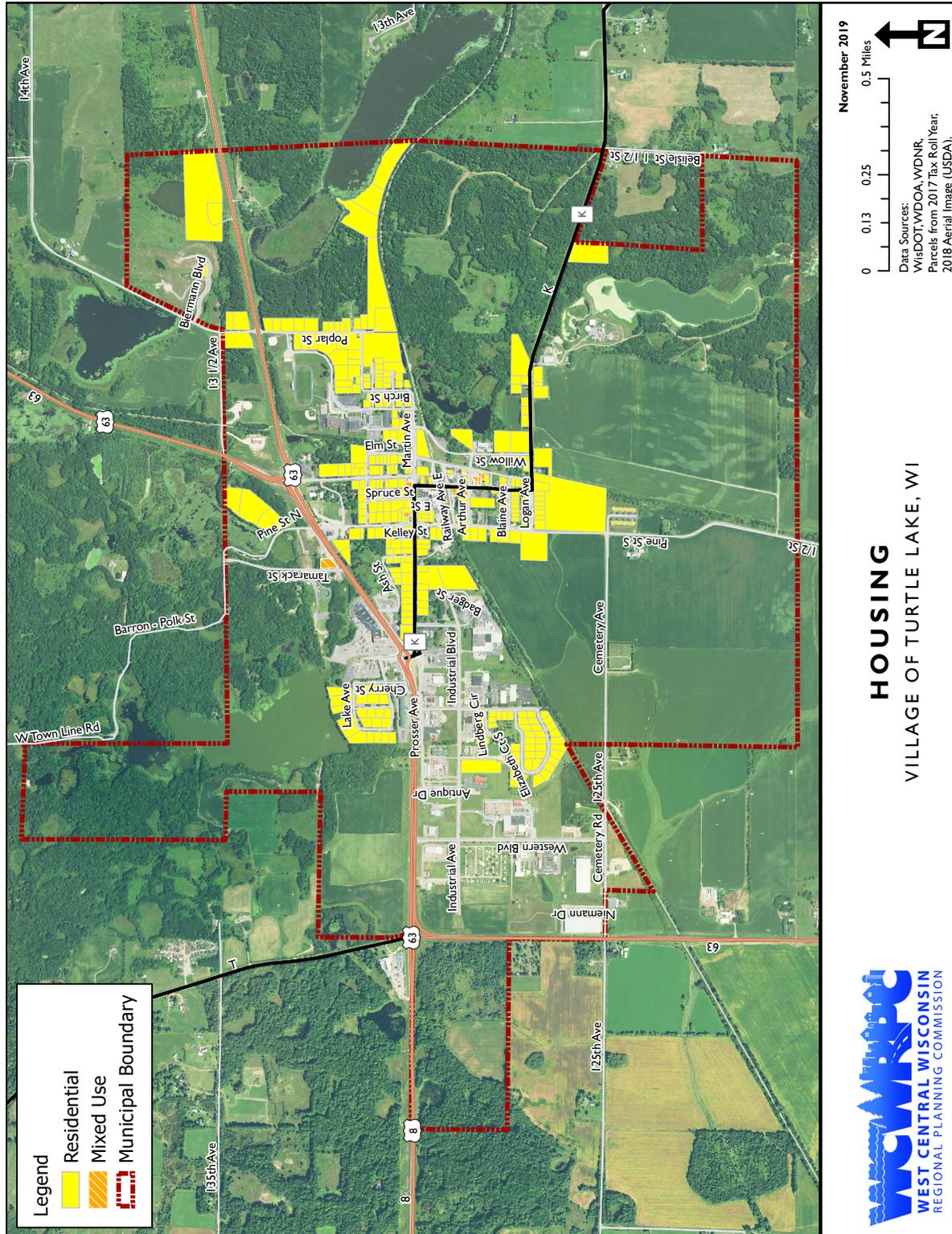
<sup>4</sup> Includes seasonal, recreational, or occasional use as well as sold and rented, but not occupied and other vacant units that are not currently on the market.

- **Rental Costs:** Housing costs is a significant challenge for many renters in the Village. The 2017 median household income of rental households was \$19,375, compared to \$31,786 for the overall Village median. About 33% of renters spent more than 30% of their income on housing costs in 2016 and are considered cost-burdened.
- **Rental Preferences:** As summarized in the Housing Study, renters tend to be younger and have smaller households. In later stages of life (ages 65+), the proportion of renters once again begins to increase. The Housing Study's workforce housing survey provided additional insights. Affordability is the top housing concern for renters. 1-2 bedrooms will continue to dominate, but some unmet demand for larger units. Increasing emphasis on amenities and social offerings, but renters are more open to different housing types, styles, etc. 83% of renters surveyed in the Barron County Workforce Housing Survey hoped to own a home within 5 years.
- **Owner Units:** 94% of owner-occupied units were single-family detached units, while 3% were mobile homes. 43% of owner-occupied units have 3 bedrooms while 19% have 4+ bedrooms. 73% of married-couple families were homeowners, while 31% of single-person households owned a home. From 2000 to 2016 the homeownership rate for householders younger than 35 years old in the Village decreased by 11%. Overall, the current housing market is very tight with few homes for sale and very little new construction over the last decade.
- **Owner Costs:** Home values have been outpacing income growth. The median home value in the Village increased 42% from 2000 to 2016 while the median owner income only increased 23% during that same time period. About 17.5% of homeowners with mortgages spent more than 30% of their income on housing costs in 2016 and are considered cost-burdened.
- **Owner Preferences:** Homeowners, compared to renters, tend to be older, have larger households, live in homes with more bedrooms, and have higher household incomes. The Housing Study's workforce housing survey provided additional insights. Being near friends/family, housing costs and being near their job were the top reasons survey respondents choose to live where they do; Turtle Lake workers put more emphasis on being near their job than respondents from elsewhere in County. A lack of housing variety, lack of starter homes, cost of buying a home, and property taxes were top challenges for the Village. A mix of choices is needed for all lifecycles. Single-family detached will continue to dominate. A majority desire a "country lifestyle" with larger homes and lots, but likely growing interest in walkable neighborhoods, especially among younger generations and seniors. Greater emphasis on schools, neighborhood quality, aesthetics/beauty, and recreational opportunities compared to renters. Overall, owners tend to be more satisfied with their housing situation than renters. However, 29% of survey respondents who work in Turtle Lake but live outside the Village stated they would consider moving to Turtle Lake if they could find the housing they desire.

By parcel and acreage, residential housing is the primary land use within the Village of Turtle Lake. The map on the following page shows the general distribution of residential parcels with improvements (e.g., single family homes, duplexes, apartments) within the Village. Additional

### 3. Housing and Demographics

housing units shown on the map are included as mixed use, largely located downtown on the second story of commercial buildings (vertical mixed use).



### **Assessment of Housing Demand**

Traditionally, rural communities, such as Turtle Lake, have a high percentage of single-family homes, often with few other housing types available. However, as new residents move in and as the population ages, other types of housing should be considered to provide an assortment of housing types needed to meet the needs and demands of area residents. This is particularly true in communities where a large proportion of the population has been longtime residents. In such places, there is a desire for these residents to remain in the community (or “move to town”) during their retirement years. This appears to be the case in Turtle Lake.

The 2019 *Turtle Lake Housing Study and Needs Assessment* included an affordability analysis that compared household income ranges to rental and home value price points to provide insights into how the housing market may be adjusted to better balance supply and demand. This analysis suggested the following:

- The far majority of rental units are in the \$300-\$749 price range. Whether by choice or lack of alternatives, a large proportion of renters are living in rental units that may be less than what they can afford. If they move into higher-end units or started homes, this could free up these entry level, more affordable rental units for some of the lower income individuals.
- Nearly all homes in the Village are valued under \$75,000. Generally, owner housing is affordable, but slightly undervalued for the median household incomes. Like the rental analysis, a significant proportion of homeowners are living in owner-occupied units that may be less than what they can afford. Some of these individuals may be interested in a higher value unit. Given that the largest concentration of current owner-housing supply is in the starter-home range, this is an opportunity if the market can be adjusted.

The Housing Study also included 20-year housing unit demand projections, which are summarized in the table on the following page. Housing projections are helpful in identifying housing program strategies as well as to estimate the amount of land that may be needed for future residential development. And as the number of households and housing units grow, there is a resulting need for government to provide additional public facilities and services such as roads, sewer and water extensions, fire and police protection, schools, etc.

The housing unit demand projections incorporate the previous alternative population growth projections with a 2% increase in 2025 and 2030 and a 1% increase in population for 2035 and 2040. The additional rental units needed was increased by 6% to provide for market flexibility, to account for assisted living units, and to maintain the healthy vacancy rate. Similarly, the additional owner units needed were increased by 2.2%. The demand mix was also adjusted, beginning in 2020, to recognize a split of 60% owner 40% renter for all new units given the Village’s interest in advocating for more home ownership.

### 3. Housing and Demographics

#### Village of Turtle Lake Housing Unit Demand Projections (from the *Turtle Lake Housing Study, 2019*)

	2017 Est.	2020	2025	2030	2035	2040	Net
Total Population	927	1,050	1,071	1,092	1,103	1,114	187
Total Households, excluding group quarters	446	510	525	543	557	571	125
Change in Total Households	--	64	15	18	14	14	--
<b>Current Mix - 53% Rent, 47% Own</b>							
Change in Rental Households (53% Rent)	235	34	10	10	7	8	68
Change in Owner Households (47 % Own)	211	30	6	9	6	7	58
Additional Rental Units Needed*	18 -20	36	9	10	8	8	88-90
Additional Owner Units Needed**	0	31	7	9	7	7	61
Total Additional Housing Units Needed	18 -20	66	16	19	14	15	149-151
<b>Adjusted Mix - 40% Rent, 60% Own</b>							
Change in Rental Households	235	25	6	7	6	6	50
Change in Owner Households	211	38	9	11	8	9	75
Additional Rental Units Needed*	18-20	27	6	8	6	6	71-73
Additional Owner Units Needed**	0	39	9	11	8	9	77
Total Additional Housing Units Needed	18-20	66	16	19	14	15	148-150

\* In addition to the 5-8 estimated rental units currently vacant

\*\* In addition to the 7 estimated owner units currently vacant

Key findings from the Village of Turtle Lake housing unit projections, based on the desired adjusted mix, are:

- The projections suggest that between 148-150 additional housing units will be needed over the next 20-25 years, less any new units that have come on the market from 2017 to date. This would average 7-8 units added to the market annually, though it is more useful to consider such projections over time and not for a single year or point in time. This would compensate for any housing construction slowdown during the Great Recession years (2008-2011). It also accommodates the fact that the housing stock is continuing to age and an increasing number of units will need to be replaced over time. Per the 2017 ACS data, 32% of the structures in the Village were built before 1939; another 10% were built in the 1940's and 50's.
- Using a desired future housing mix of 40% renter / 60% owner, about 49% of the new units needed by 2040 would be rental, while 51% would be for owner occupancy. Given the currently low rental vacancy rate and overcrowding of rental units, the units needed in 2017 (the "pent-up" demand) is in rental units, however, moving into 2020 more owner units are needed.
- Using the adjusted 40/60 housing mix, on average, an additional 3-4 rental units per year are projected to be needed by 2040. Based on the population projections, 45-47 additional rental units will be needed in 2020. As discussed in previous sections, while rentals are found in all lifecycles, a high proportion of rental households tend to be younger and/or have lower incomes; a growing number of seniors are looking to downsize and avoid maintenance of a single-family home. And when also considering the lengthy waiting lists for subsidized housing in the County, a portion of the 2017 rental

units needed (and, perhaps, 2020 units needed) could specifically target subsidized housing and affordable units for lower-income households, especially for younger families and seniors.

- On average, an additional 4 owner units per year are projected to be needed by 2040. No additional units are needed now given the currently vacant units. Based on the population projections, an additional 39 owner units will be needed in 2020. As discussed in previous sections, while affordability dominates the rental market discussion, the homeowner market is more diverse. The greatest immediate need appears to be affordable starter and “move-up” homes, though there also appear to be market needs for middle to relatively higher income households that may help balance the owner market.
- Barron County is projected to experience a nearly 70% increase in residents living in group quarters by 2040. Group quarters are places without separate living quarters for each resident, such as nursing homes, student dormitories, and jails. This increase is largely driven by the County’s aging population. As shown previously, the Barron County senior population is projected to increase dramatically, especially in the oldest cohorts. The number of households ages 75+ are projected to more than double by 2040.
- The adjusted population projections show the Village population continuing to rise over the next 20 years into 2040; the adjusted projections account for the new residential subdivision in the northeast corner of the Village, along with future development opportunities. Many factors, both within and outside the County and community, can influence these projections, including the housing and development policies of local communities. It is important that the Village and County’s population and household trends be monitored carefully over the next decade. However, given a current County unemployment rate well under 3%, job opportunities are available. And if potential workers are offered an expanded supply of affordable housing choices and a quality of life that is attractive, it is possible to reverse the negative, long-term trend.

### **3.3 Housing Goal, Objectives, and Policies**

#### ***Housing Goal***

Provide a range of affordable housing opportunities that meet resident and workforce needs while increasing housing values, pride, and a sense of community through healthy, connected neighborhoods, home ownership and a quality housing stock.

#### **Housing Objectives:**

- 1) Increase the number of rental and owner housing units within the Village and provide a range of housing choices that attract and retain families and individuals of all income levels. Additional rental units are needed to meet the “pent-up” demand from low

### 3. Housing and Demographics

vacancies and significant overcrowding. Additional owner housing is needed to help shift and balance the housing mix.

- 2) Shift and balance the housing renter-to-owner mix by advocating and supporting more home ownership, especially for young families.
- 3) Overall, improve the condition and appearance of the community's housing stock.
- 4) Carefully design residential subdivision developments to be cost-efficient and meet the daily living and recreational needs of residents. Residential development, rehabilitation, and adaptive reuse should enhance community beautification and vitality.

#### **Housing Policies (Recommended Actions & Programs):**

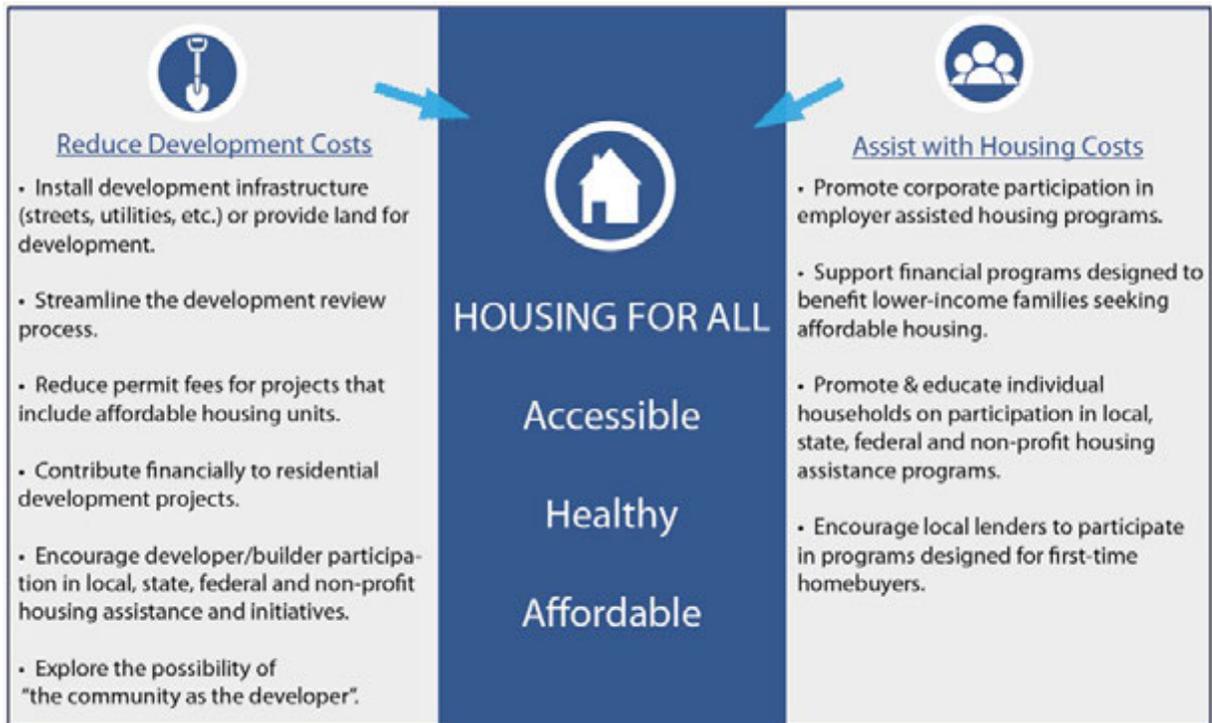
- 1) Collaborate with residents, housing partners, and the development community to consider and implement the goals, priorities, and recommendations of the 2019 *Turtle Lake Housing Study and Needs Assessment* where feasible. In particular, work cooperatively to address the following priorities:

#### **Implementing the Housing Policies**

Most recommendations in this section are policy guidance (ongoing) or longer-term in scope. **In red text** are some short-term, more actionable items that the Village should consider over the next 1-5 years.

- i. **SHIFT & BALANCE THE MIX.** The current housing mix in the Village is 53% rental, 47% owner. There is a desire to move this mix towards 40% rental, 60% owner. Providing starter home opportunities can shift renters into owner, and also open up rental units.
- ii. **BUILD MORE UNITS.** There is a need for additional rental and owner housing units within the Village. Additional rental units are needed to meet the “pent-up” demand from low vacancies and significant overcrowding. This additional rental demand includes both affordable rental units for lower-income households as well as quality market-rate rental units. Additional owner housing is also needed to help shift and balance the housing mix, especially for additional starter and “move-up” homes. **Market and promote the specific housing needs to developers and undertake partnerships to develop additional housing in the Village.**
- iii. **PROVIDE HOUSING CHOICES FOR SENIORS.** The *Housing Study* identified a need for varying types of senior housing, including housing for independent/active seniors. As households age, their housing needs may change; many may look to downsize to a smaller unit that requires less upkeep and maintenance. Provide housing choices that accommodates the increase in the projected increase in the senior population (ages 65+) while fostering both aging in place/community and providing social opportunities and accessibility to services. **Market and promote these needs to developers. Also ensure that assisted-living and nursing home facilities can be accommodated in the Village.**
- iv. **HOUSING REHABILITATION & MAINTENANCE.** Rehabilitation, adaptive reuse, and replacement should be used to help meet the housing demand. **Educate landlords on programs to assist with property upgrades and remodeling and strategies for upkeep. Encourage best practices by landlords of rental properties, such as including trash collection in monthly rent and providing property receptacles.** Continue to enforce regulations and undertake inspections to ensure healthy and safe housing conditions.

- v. **ALLOW FOR A VARIETY OF HOUSING OPTIONS.** A community has housing for everyone. Educate and engage residents regarding the community’s housing needs. Review Village ordinances and policies to ensure that the Village allows for and encourages a full range of housing types (forms, sizes, prices). Consider allowing for ‘missing middle’ housing types with densities that fall between detached single-family homes and larger mid-rise multi-family buildings. While these unit types typically provide for medium density, they often have a lower perceived density due to their design and small building footprint. Where appropriate, allow for Accessory Dwelling Units (ADUs) and tiny homes.
- vi. **TAKE ACTION TO “NARROW THE GAP” BY WORKING BOTH ENDS OF THE HOUSING COST EQUATION.** The Housing Study included potential strategies to help reduce residential development costs and assisting households with housing costs.



- vii. **ADVOCATE FOR HEALTHY, LIVABLE NEIGHBORHOODS.** Promote the development of, and prioritize projects that support healthy neighborhoods, which provide a variety and balance of jobs and housing and have quality of life amenities including parks and open space, community gathering places, and other social and recreational opportunities. Extending beyond just residential development, promote and incentivize healthy neighborhoods that attract people to live, work, play, and stay in the community. Healthy neighborhoods have a balance of jobs, housing, and quality of life amenities, and allow a resident to navigate through the various stages of the housing lifecycle.
- viii. **MONITOR DEMOGRAPHIC & HOUSING CHANGES** The housing demand projections are based on more aggressive population projections than those prepared by the Wisconsin Department of Administration. The Village will want to monitor demographic and housing changes and trends over time and adjust housing demand projections as needed. Be careful to not overbuild.

### 3. Housing and Demographics

ix. **CAPTURE OPPORTUNITIES TO GROW.** The *Housing Study* on page 58 notes that as of 2015, there were 1,045 people working in the Village but residing outside of Turtle Lake. The Barron County Workforce Survey revealed that approximately 29% of employee respondents from the Village of Turtle Lake would move to the Village if they could find the type of housing they need in the community. If the Village can continue to provide employment opportunities and a positive quality of life, the availability of additional housing units could allow the Village to increase its population and exceed the growth and demand projections within the Study.

2) Housing development, infill, and adaptive reuse should be carefully planned and consistent with the goals, objectives, and policies of the other elements of this Comprehensive Plan, such as:

- **Transportation** – Residential neighborhoods should have safe, accessible pedestrian and biking connectivity internally and to other key destinations within the community, including parks, the downtown, and the school.
- **Utilities and Community Facilities** – Development patterns and growth should occur in a manner that is cost-efficient for the provision of utilities, infrastructure, and public services.
- **Economic Development** - Housing in the downtown business district should compliment the primary commercial use of the neighborhood, such as encouraging the renovation of blighted structures, property maintenance, parking restrictions, and code enforcement. **For two-story buildings, maintain a vertical-mixed land use pattern in the core downtown area with commercial on the ground floor and residential above.** Higher-density residential development is appropriate at the fringes of the core downtown district.
- **Land Use** – Promote compact and contiguous development that provides for a variety of housing options – type, size, and price point. Review and amend local ordinances to allow for a variety of housing options (lot sizes, Accessory Dwelling Units, tiny homes, etc.) and provide flexibility in the development/permitting process. **Identify infill and adaptive reuse opportunities and encourage infill and adaptive reuse that is compatible with the neighborhood context;** St. Anne’s Parish Center was one possible adaptive reuse opportunity to potentially explore. Allow for appropriate “missing middle” housing types in residential zoning districts. Consider amending the zoning ordinance to encourage a traditional neighborhood land use pattern and form within older residential neighborhoods.

#### “Aging in Community”

Given our aging population, a growing emphasis for many communities is to consider and advocate for designs that allow for “aging in place.” Aging in place is the ability to live in one’s own home and community safely, independently, and comfortably regardless of age, income, or ability level.

But more importantly, seniors and people should have access to the “right places” where they can live in an environment that is pleasurable and safe, and where they feel competent and in control.

This concept is not limited to housing design and construction, but includes housing affordability as well as aspects of other Plan elements such as transportation options and access to goods and services. The right place will also nurture an “active” lifestyle and discourage social isolation.

### **3.4 Other Housing Programs**

The Village of Turtle Lake has adopted a fair housing ordinance and is part of the regional revolving loan fund (RLF) capitalized by a HUD Community Development Block Grant (CDBG), administered by the Chippewa County Housing Authority. CDBG housing funds are loaned to low-to-moderate-income (LMI) households and/or to local landlords in exchange for an agreement to rent to LMI tenants at an affordable rate. As part of the RLF, homeowners in owner-occupied dwellings and homebuyers can receive 0% interest loans that are either deferred or low monthly payments. Rental rehabilitation loans are 0% to 3% monthly installment loans. Loans are due in full when the title changes, when the home ceases to be the homeowner's primary residence, or when the property is sold. CDBG housing funds can only be used for CDBG-eligible activities, such as repairs/rehabilitation, downpayment and closing cost assistance, and accessibility improvements.

The following subsidized or specialized housing is available in the Village of Turtle Lake:

- Lakeland Manor at 301 Becker Street is a senior, low-income housing apartment complex with 20 subsidized rental units managed by the Turtle Lake Non-Profit Housing Corporation. Residents pay 30% of adjusted monthly income for rent and utilities.
- Nearby to the east, at 275 Industrial Avenue, the Turtle Lake Non-Profit Housing Corporation also owns and operates 10 units as well as 10 units at 285 Industrial Avenue.
- In between the above, the Barron County Housing Authority owns and operates an 8-plex at 283 Becker Street.
- There is also one, active low-income housing tax credit project within the Village owned by a private developer. Turtle Lake Villas on Hickory Street are one-story town homes consisting of 24 family units with 2 or 3 bedrooms.

The Village of Turtle Lake has been very proactive to encourage new housing development. A residential development project on the Village's northeast side failed during the Great Recession and housing market bust a decade ago. The Village took ownership of this land and recently re-platted 16 lots as Heron's Landing for single-family homes and two four-plex structures. Adjacent, the Village owns an additional 30 acres, which is also available for future residential development.

It is important to note that the previous housing goals, objectives, and policies will require collaboration and partnerships to achieve. There is not an expectation that the Village has the resources to achieve these goals and support new housing programming on its own. Some solutions may be multi-jurisdictional, while non-profit housing partners and the private-sector may also take the lead role.

### ***3. Housing and Demographics***

The *Barron County Housing Toolbox* and *Polk County Housing Toolbox*, created as an addendum to the recent county housing studies, include a comprehensive review of additional tools, financial assistance programs, and partners available to Turtle Lake and other stakeholders (e.g., residents, developers, non-profit partners). These programs and tools can be drawn upon for implementation of the housing policies within this Comprehensive Plan.

## 4.0 TRANSPORTATION

- 4.1 Streets and Highways
- 4.2 Other Modes of Transportation
- 4.3 Assessment of Future Needs
- 4.3 Transportation Goals, Objectives, and Policies
- 4.4 Other Transportation Plans and Improvement Programs

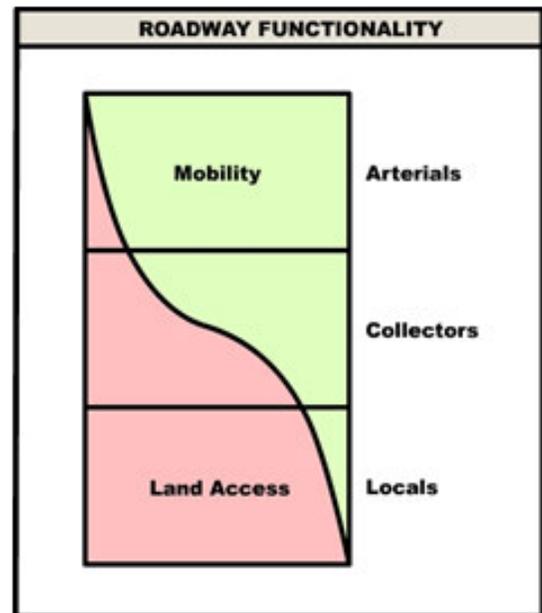
A transportation system should safely and efficiently move people and products. Transportation can directly influence a community's growth, or it can be used as a tool to help guide and accommodate the growth that a community envisions. Like the other elements in the Plan, transportation is interconnected, especially with land use. Economic, housing, and land use decisions can increase or modify demands on the various modes of transportation (e.g., highways and roads, air, rail, pedestrian, bicycling). Likewise, transportation decisions, such as the construction of new roadways, can impact accessibility, land values, and land use. And for most smaller communities, maintaining the local transportation system is a large part of their local municipal budget.

This element includes a compilation of background information, goals, objectives, actions or policies, and programs to guide the future development and maintenance of transportation systems in the Village of Turtle Lake. This element also compares the Village's transportation policies and programs to other local, state, and regional transportation plans as required under Wisconsin State Statutes 66.1001.

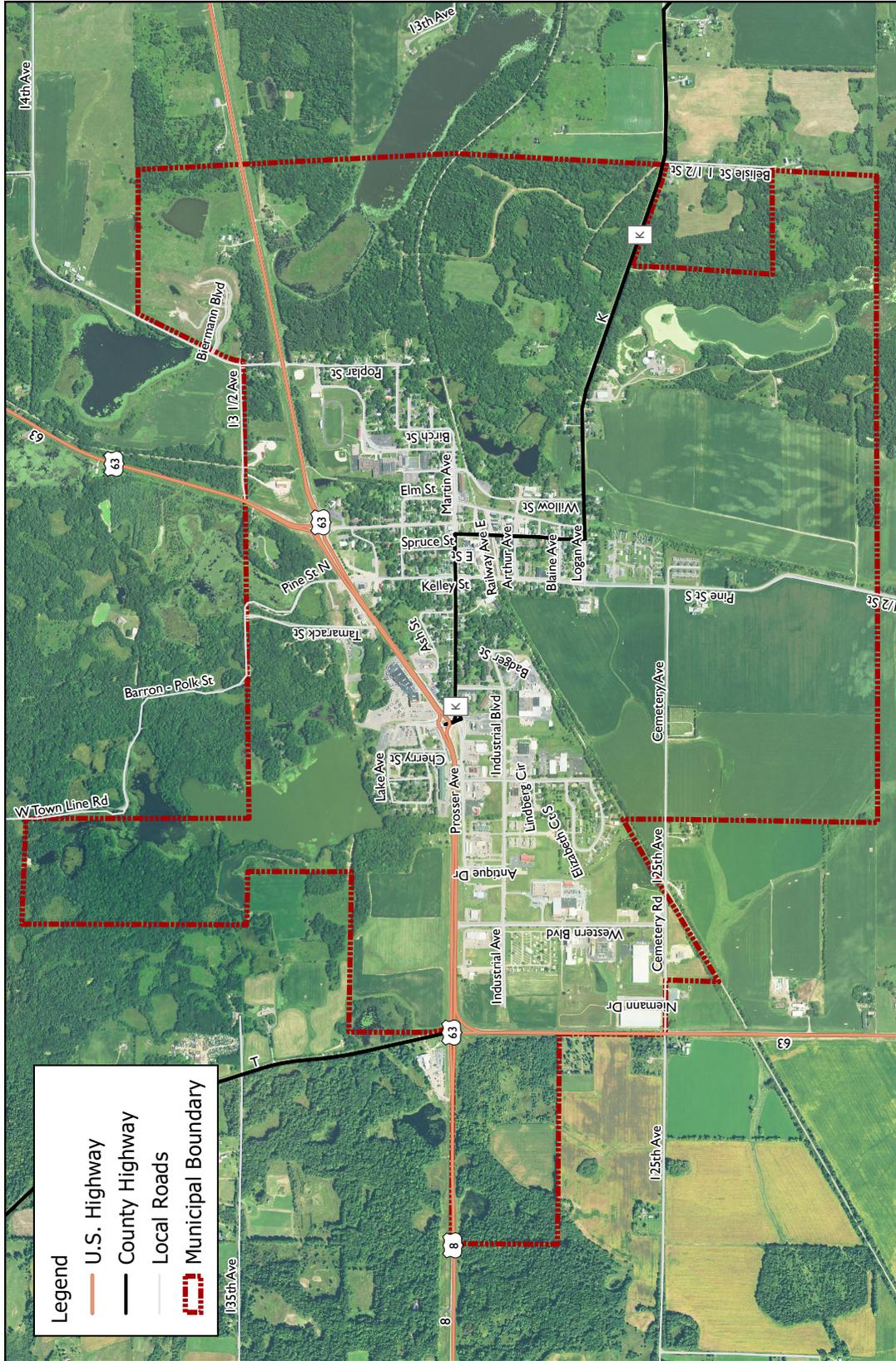
### 4.1 Streets and Highways

Streets/local roads and highways constitute the Village of Turtle Lake's primary mode of transporting people, goods, and services. The Village's transportation system is shown on the map on the following page with the jurisdiction of each roadway (e.g., Village/local, county). The far majority of roadways within the Village are local streets owned and maintained by the Village of Turtle Lake.

For planning, transportation funding, and design purposes, public roadways are divided into different functional classes, such as arterials and collectors. Factors influencing function include traffic circulation patterns, land access needs, and traffic volumes. These functional classifications are also often related to ownership and maintenance responsibilities, with the higher roadway classes often being County, State, or federally owned.



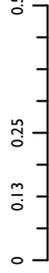
# 4. Transportation



**Legend**

-  U.S. Highway
-  County Highway
-  Local Roads
-  Municipal Boundary

November 2019



0 0.13 0.25 0.5 Miles

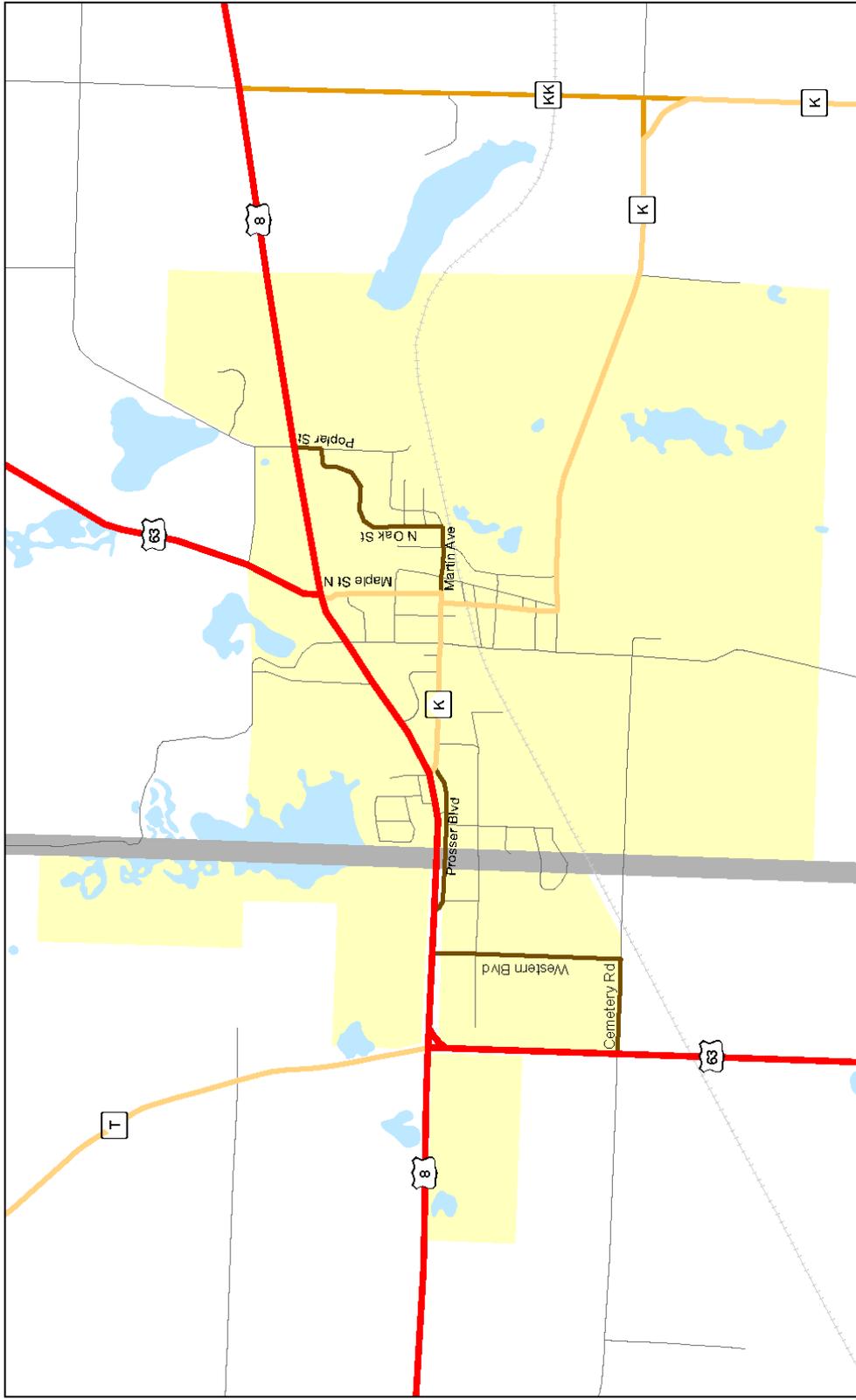
North Arrow

Data Sources:  
WisDOT/WDOA, WDNR,  
2018 Aerial Image (USDA).

## TRANSPORTATION VILLAGE OF TURTLE LAKE, WI



Chart C Community: **TURTLE LAKE**  
 County: **Barron / Polk**  
 Functional Classification    08/14/2013



**Functional Classification**

- Principal Arterial
- planned Principal Arterial
- Minor Arterial
- planned Minor Arterial
- Major Collector
- planned Major Collector
- Minor Collector
- planned Minor Collector
- Chart C Minor Collector

WisDOT Bureau of Planning and Economic Development  
 FHWA approval: 08/14/2013  
 PDF created: 08/05/2013

Chart C Community: **TURTLE LAKE**  
 County: **Barron / Polk**

## 4. Transportation

As shown by the maps on the previous pages, the Village is at the crossroads of two principal arterials—U.S. Highway 8 and U.S. Highway 63. A number of additional streets are classified as major and minor collectors. Historically, the function of these higher classified roadways emphasized the mobility of car and truck traffic, which contributes to the multimodal connectivity and safety challenges for pedestrian and biking along USH 8. The function of Highway “K” as a major collector can create similar conflicts, albeit on a smaller scale, as it passes through the downtown business district and residential areas.

Not surprisingly, the shared segment of USH Highways 8 & 63 is also the most travelled roadway in the Village of Turtle Lake with 2017 average annual daily traffic volumes ranging from 9,700 to 11,200. These volumes have decreased slightly compared to 2008/2009 traffic counts. Two roundabouts—one at Norway Street and one at Maple Street—were recently installed on this convergent segment of federal highways. Martin Avenue (County Highway “K”) west of Maple Street experiences the next highway daily traffic volumes, though there is a lack of recent counts.

The automobile is the dominant mode of transportation for residents of the Village of Turtle Lake, which is clearly reflected in the table below.

### Means of Transportation to Work for Village of Turtle Lake Residents, 2017

Primary Means of Transportation	Percent of Workers
Car, Truck, or Van – Drove Alone	74.2
Car, Truck, or Van - Carpooled	8.7
Public Transportation (excluding taxi)	2.9
Walked	11.1
Taxicab, motorcycle, bicycle, or other	1.4
Worked at home	1.7

Source: U.S. Census Bureau, 2013-2017 American Community Survey

Just over 40 percent of employed Turtle Lake residents worked within the Village as shown on the following table. This data excludes farmers and, likely, many sole-proprietors. Of employed residents in the Village of Turtle Lake, mean travel time to work was 22 minutes in 2017 and 23.9 percent of workers lived within 10 miles of their place of employment in 2015.

### Place of Work for Village of Turtle Lake Residents, 2017

Place of Work	Percent of Workers
Worked in the Village of Turtle Lake	41.9
Worked in Barron/Polk County, but outside the Village	24.1
Worked outside Barron/Polk County, but in Wisconsin	26.7
Worked outside State of Wisconsin	7.2

Source: U.S. Census Bureau, 2013-2017 American Community Survey

During the planning process, no unique issues regarding traffic congestion or accidents were identified, though concern was expressed over the high speed of traffic on USH 8, especially east of its convergence with US Highway 63. Should the St. Croix Chippewa Travel Plaza

project move forward, this may necessitate additional highway and infrastructure improvements. Some residents have expressed that parking in the downtown business district can be difficult to find during peak times.

## **4.2 Other Modes of Transportation**

### **Transit**

There are no municipal public transit services available in the Village of Turtle Lake. Overall, there is very limited public transportation available in Barron and Polk counties. For example, Namakagon Transit is available for limited community-to-community transportation and for medical appointments, with a reduced fee for seniors and people with disabilities; reservations are required for door-to-door service. A number of transportation providers are available for residents with specialized needs, often coordinated through or in partnership with the Barron County and Polk-Burnett Counties' Aging & Disability Resource Center (ADRC) offices.

### **Bicycles and Pedestrians**

There are no dedicated bicycle facilities or special bike trails in the Village. Bicycling can occur on the Village streets. Many residential streets of Turtle Lake have sidewalks and provide good walkability throughout the Village, though some sidewalks are in need of repair and sidewalks are lacking in a few neighborhoods.

As mentioned previously, improving bike and pedestrian connectivity and safety, in particular within the USH 8 corridor, is an ongoing concern as identified in the 2005 Comprehensive Plan. Village residents have expressed that crossing USH 8 by foot or bike is intimidating and a safety concern. Improving multimodal connectivity is also reflected by the emphasis on pedestrian and bicycle connectivity within the CAP Report in Appendix E. These connectivity concerns will be increasing due planned growth in the community, such as the Heron's Landing residential neighborhood on the northeast side and the possible Travel Plaza project.

### **Air Transportation**

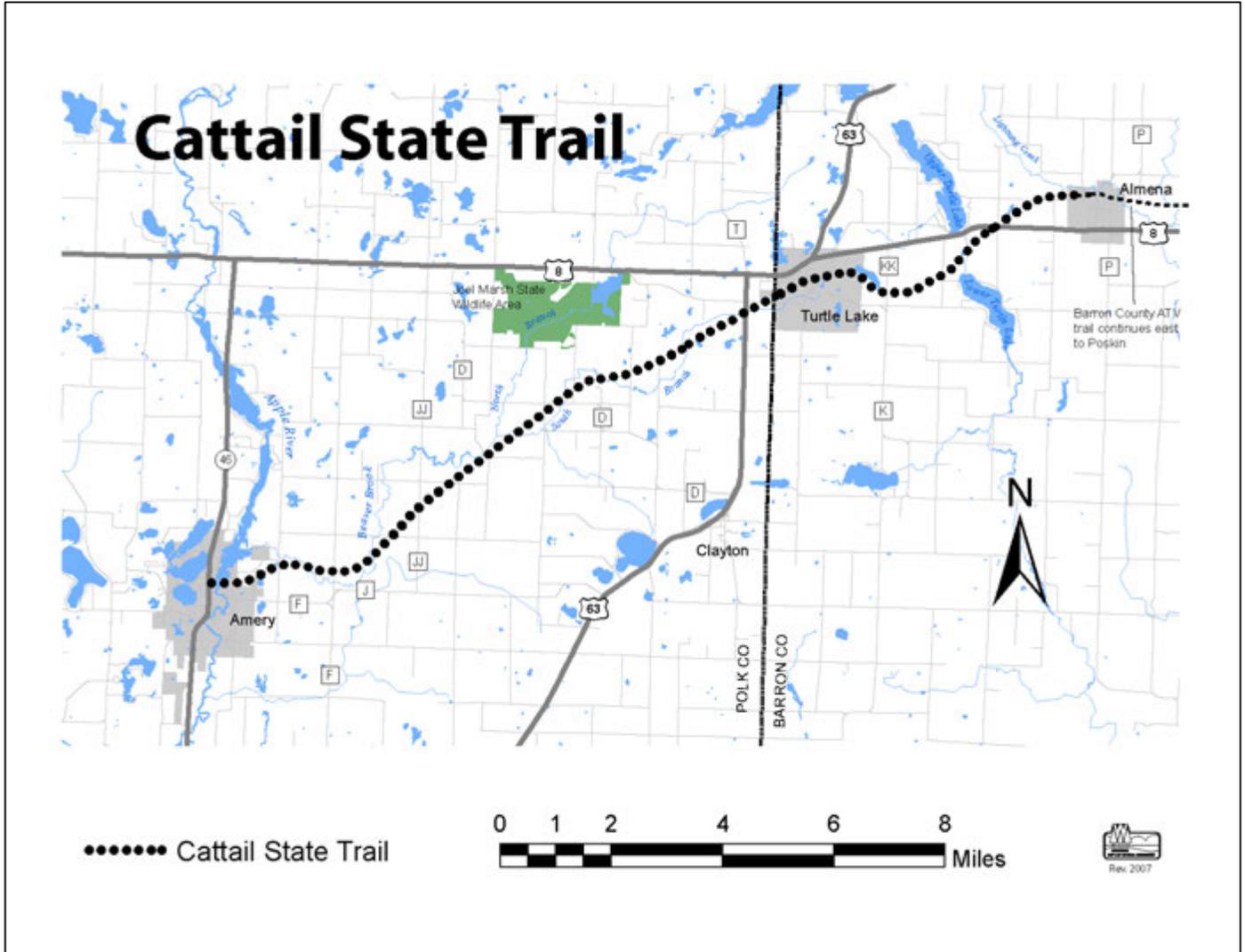
The Village does not have an airport. A number of smaller public airports are located in nearby communities, such as Cumberland, but are smaller and lack passenger service. The Rice Lake Airport is classified as a Transport/Corporate (T/C) airport because of its ability to serve corporate, small passenger, and cargo jet aircraft used in regional service. The closest commercial service airports are the Chippewa Valley Regional Airport in Eau Claire and the Minneapolis-St. Paul International Airport in Minneapolis.

### **Other**

Other modes of transportation within the community are largely recreational, though they do provide economic opportunities. ATV and snowmobile use in the area is quite popular, and all Village streets are now open to ATV use. Village's surface waters are not of sufficient size or connectivity for effective water-based transportation.

## 4. Transportation

The Village is bisected by the Cattail State Trail as shown on the map below. The Cattail State Trail travels for 18 miles on a former rail corridor between the communities of Amery and Alma. This crushed stone trail is popular with all-terrain vehicles (ATVs, UTVs, snowmobiles). The trail is also open to walking, biking, horseback riding, though bicycling is not recommended due to its being rough or soft in many sections. It is also available for cross-country skiing and snowshoeing, but is not groomed for such.



The Village also contains two snowmobile corridor trails—Corridor Trail 12 running east and west along the Cattail Trail and Corridor Trail 39 running north from its intersection with 12 in the downtown. County Trail 20 extends south from this intersection. A fourth local snowmobile route runs parallel on the south side of US 8 to provide snowmobile access to the highway commercial district from Corridor Trail 39.

### **4.3 Assessment of Future Needs**

In general, the local and regional transportation system in the Village of Turtle Lake is presumed to be adequate to serve projected traffic volumes within the Village. Ongoing maintenance and minor safety improvements are expected on local, county, and state roadways. New roads may be needed if new development occurs as envisioned in the land use element of this Plan.

In addition to providing and maintaining a safe, efficient transportation network overall, the following future transportation-related needs stood out during this Plan update:

1. There is local concern with high vehicle speeds on USH 8 east of its junction with USH 63 in the area near the school and Poplar Street interaction. This concern will grow with increased demand for pedestrian and bike connectivity in this area as the Heron's Landing neighborhood develops.
2. The Village of Turtle Lake desires to improve multimodal (bike and pedestrian) connectivity and wayfinding within the community, especially within the USH 8 corridor. Such connectivity can also be improved with other destinations located outside the Village, such as to the Boy Scout Camp. However, these desires must consider the limited street or right-of-way width in some neighborhoods and the limited availability of funding for construction and maintenance for such enhancements.
3. As additional development occurs along USH 8 and USH 63, additional traffic controls, safety improvements, and multimodal connectivity enhancements will be needed. For example, the Travel Plaza development being proposed St. Croix Chippewa Tribe would necessitate such improvements.
4. A short, well-used vehicle "route" locally referred to as "Herbie Street" is owned by the State of Wisconsin and not dedicated or improved for use as a local street.
5. The land use element of this Plan update identifies a number of growth areas that will require streets, multimodal connectivity, and other public infrastructure. Opportunities exist to preserve right-of-way for such infrastructure and proactively plan for future connectivity.

### Potential Impact of the St. Croix Crossing Project

The new Highway 64 bridge crossing near Stillwater, MN, opened in late Summer 2017. This \$600+ million bridge project replaces an older, aging lift bridge that was the cause of extended traffic jams and safety concerns. Many have speculated that the new bridge will spur significant growth in Wisconsin communities along U.S. Highways 8, 63, and 64.

A 2014 University of Wisconsin-Extension study suggests that the likely impacts may not change the economic and demographic landscape to the extent that many believe. Key findings from this study suggest:



- New bridges can facilitate growth, but do not drive or spur growth. An area tends to continue growing at a similar pace after bridge completion; there is no growth “spike” following completion.
- Growth outside the Twin Cities central metro area has decreased dramatically. While area demographics are aging, Millennials are preferring to live in urban areas. This is consistent with similar national trends. On the Wisconsin side of the St. Croix River, the study suggests that St. Croix County will continue to grow, but, for the foreseeable future, this growth will likely be at a rate that is less than the 1990s and 2000s.
- The decisions made by communities (e.g., policies, infrastructure, quality of life) have the potential to shape and influence growth.
- The improved river crossing will significantly decrease drive times and will increase access to jobs in the area (reverse, urban-to-rural commuters). But communities will also need to attract and retain residents and businesses on the basis of other local economic and quality-of-life characteristics.
- Most employment growth in the region (and nationally) is driven by new startups and through the expansion of existing businesses. It is unlikely that the bridge project would be a major contributing factor for the relocation of numerous major employers to western Wisconsin.

One segment of the economy that could experience significant benefits from the new bridge crossing is tourism. However, the potential impacts to tourism were not analyzed as part of the 2014 UW-Extension study. Due to heavy traffic, crossing the older lift bridge at peak commuting hours and on weekends can significantly delay travelers. Alternative, albeit longer distance, routes were often used by travelers in order to avoid these delays. It is anticipated that the new St. Croix Crossing bridge will make western and northern Wisconsin a more attractive tourist destination for Twin Cities residents. The Village of Turtle Lake, with its location on Highway 63, is in a position to capture any increase in tourist traffic, while showcasing the Village as an excellent place to live, work, and play.

## **4.4 Transportation Goal, Objectives, and Policies**

The streets of the Village of Turtle Lake are more than just a means of travel between two places. The streets and streetscape are public places that express the community's character. They add to the quality of life of residents and reflect the overall vision and goals of the community. The Village will consider and encourage connectivity, aesthetics, wayfinding, and multimodal transportation options when planning for new streets and during the improvement of existing facilities.

### ***Transportation Goal***

Maintain a safe, efficient transportation system that meets the needs of Village residents, visitors, and businesses, while supporting other Comprehensive Plan goals and objectives.

### **Transportation Objectives:**

- 1) Coordinate efficient road improvements based on current and future land-use patterns and plans and integrate proposed improvements into a capital improvements plan.
- 2) Consider safety, wayfinding, aesthetics, and multimodal connectivity within the entire right-of-way and corridor when planning road improvements.
- 3) Explore opportunities to provide safe, appealing multimodal connectivity between community connections that are walkable and bikeable and promote a healthy lifestyle.
- 4) Proactively plan for the transportation needs and connectivity of expected or planned growth areas.

### **Transportation Policies (Recommended Actions & Programs):**

- 1) The streets, roads, and crossings within the community must be safe for vehicles, pedestrians, and other modes of transportation, while being designed to accommodate emergency responders, existing services, and planned growth. *(ongoing)*
- 2) Using the CAP Committee Report as guidance, improve multimodal connectivity within the community when feasible. *(ongoing)*
  - Include safe opportunities for pedestrians and bicycling as part of road renovation projects and newly proposed roadways.
  - As appropriate, plan neighborhood access to local motorized and non-motorized trails as well as to other recreational and pedestrian destinations.
  - Consider the entire right-of-way and adjacent uses in the planning and management of roadways to include related landscaping, curb-and-gutter, stormwater retention, and the provision of safe pedestrian and bicycle traffic.
  - Explore lighting improvements if needed along trails and key pedestrian corridors when feasible.
  - When street right-of-way improvements are being planned or upgrades, include bike-

## 4. Transportation

and pedestrian-friendly facilities that are designed in accordance with the *Wisconsin Guide to Pedestrian Best Practices* and applicable AASHTO guidelines when feasible.

- Pedestrian and bicycle improvements must be balanced against the demand and resources. Prior to undertaking large-scale improvements, consider the creation of a Safe Routes to School Plan in cooperation with the School District or the creation of a Community Bike & Ped Plan that inventories facilities (e.g., widths, shoulders, sidewalks, condition, safety), estimates demand, and identifies a cost-feasible approach with multimodal connectivity priorities with potential resources.
- 2) Continue to coordinate with the Wisconsin Department of Transportation to advocate for enhancements within the U.S. Highway 8 and 63 corridors, including frontage streets, to improve safety, access, pedestrian and bike connectivity, wayfinding, and overall aesthetics. (*ongoing; take action as needed*) This includes:
    - Continued traffic calming efforts to reduce speeds, especially on USH 8 east of Maple Street near Poplar Street.
    - Improving the safety and friendliness of pedestrian and bicycle crossings, in particular in the Casino area and near the school/Heron's Landing. Consider pedestrian crossing lights similar to those in Barron.
    - Continue to monitor safety concerns and related signage at the roundabouts.
    - Some signage and design improvements along USH 8 frontage roads may be needed as well as other actions by the Village to improve the overall connectivity, image, and aesthetics of the corridor.
    - Working with WDOT to add such improvements to State Transportation Improvement Plans and explore multimodal grant opportunities.
  - 3) Better connect destinations within Turtle Lake with improved wayfinding signage based on a community brand as well as exploring other visual "breadcrumbs" (e.g., pavement treatments, themed lighting, landscaping, public art). (*ongoing & long-term*)
    - In particular, consider wayfinding signage and/or enhancements along US Highway 8 that improve access and linkages to the historic downtown.
    - Explore potentially changing the Martin Avenue portion of CTH "K" to Maple Street. Consider developing the Martin Avenue and Maple Street intersection as the "downtown gateway" following those design concepts presented by Community Design Solutions during the 2005 planning effort.
  - 4) Require new commercial and industrial development to present detailed site plans addressing anticipated traffic volumes, access, parking, signage, stormwater management, emergency vehicle access, and landscaping during the plan review process. (*ongoing*)
  - 5) New roadways in the Village should include curb-and-gutter, except alleys and when such improvements are deemed a potential stormwater hazard by the Plan Commission. (*ongoing*)

- 6) Consider the adoption of an official map to preserve right-of-way for future streets and other public infrastructure in anticipated growth areas. Explore improved connectivity between Prosser to Industrial Avenue. (*short-term*)
- 7) Explore the feasibility of improving “Herbie St.” as a public, local street and discuss ownership with the Wisconsin Department of Natural Resources. (*long-term*)
- 8) Continue to take advantage of the transportation assets of the community (e.g., crossroads of two federal highways, ATV trails) in pursuit of economic development and other Comprehensive Plan goals. (*ongoing*)
- 9) Discuss with the Wisconsin Department of Transportation the potential of establishing a Park & Ride lot adjacent to US Highway 8 for commuters. (*long-term*)
- 10) Streets in the Village must be designed and constructed to satisfy applicable state standards for streets before the Village of Turtle Lake will accept jurisdiction and maintenance of these streets. It is generally preferred that sidewalks are constructed in concurrently with any new street construction. (*ongoing*)
- 11) The Village will continue to prioritize safety and the maintenance of existing streets and sidewalks over new construction or enhancement of the transportation network. The Village generally performed road maintenance and repair on an as-needed basis. Regular maintenance of seal coating and overlaying of roads should be done as necessary. Once the pavement falls to a PASER rating of 4 or 5, the rate of deterioration begins to accelerate, so it is important to monitor and plan for repair or replacement. A seal-coating program can help extend the life of existing roads. (*ongoing*)
- 12) Annually monitor and update as needed the Village’s 5-year capital improvements plan for street projects and other major public improvement projects. (*ongoing*)

#### **4.5 Other Transportation Plans and Improvement Programs**

Several state and regional organizations develop plans and programs for the management and systematic update of transportation facilities that may include the Village of Turtle Lake. One County highway (CTH “K”) transverses the Village, and the Village will continue to cooperate with Barron County on planning for this roadway. In particular, some concern was expressed about safety on CTH “K” near its intersection with US 8 and an adjacent frontage road. The southern end of Rustic Road 67 terminates within the Village, and the Village is mindful of this road’s unique status and supports appropriate land-use planning along its length to preserve this asset.

Appendix F includes a summary of these other potentially related transportation plans and programs. These other plans were considered during the planning process. In reviewing these other plans and programs, no significant issues for the community were noted and no land use or policy conflicts were identified.



## **5.0 UTILITIES AND COMMUNITY FACILITIES**

### 5.1 Assessment of Utilities and Community Facilities

### 5.2 Assessment of Outdoor Recreational Facilities

### 5.3 Utilities and Community Facilities Goals, Objectives, and Policies

Utilities and community facilities provide the foundation on which a community is built and maintained. Utilities may include sanitary sewer, storm water, and water systems as well as electrical, natural gas, telecommunications, and solid waste disposal. Community facilities can vary greatly by community, but typically include schools, libraries, cemeteries, parks, and various health and safety providers (e.g., police, fire, ambulance, hospitals). Community facilities are public or quasi-public facilities that offer services to all residents and, in some cases, serve specific needs of a segment of the local population. Special services deemed to be vital to a community, such as day care, may also be included as a community facility even though they are not publicly owned. Some community facilities, such as health care, libraries, parks, and schools, also provide services to a population outside the corporate limits.

This element contains a compilation of background information, goals, objectives, actions or policies/programs to guide the future maintenance and development of utilities and community facilities in the Village of Turtle Lake. Section 4 previously discussed **transportation-related facilities**, while Section 3 discussed the **nursing, assisted living, and senior housing facilities** in the Village.

### **5.1 Assessment of Utilities and Community Facilities**

This subsection is a brief inventory of the primary utilities and community facilities in Turtle Lake, including an assessment of existing capacity and future needs when known. In most cases, existing services will continue to provide adequate service to the community. However, as development patterns or other influences effect change, it may be necessary to recommend and/or implement improvements to such things as a municipal water supply, sewers, solid waste removal, recycling, parks, telecommunication facilities, power plants, cemeteries, health care facilities, fire and rescue services, libraries, schools, and other government facilities. At the end of Section 5 are maps of the municipal water system, sanitary sewer/wastewater system, stormwater system, and outdoor recreational facilities, and other community facilities within the Village.

#### **Municipal Utilities**

Generally, the Village should continue to update the municipal water, sanitary sewer, and stormwater systems when necessary, if and when demand warrants as resources allow. As discussed in Section 2.2, the Plan Commission desired that this plan update address whether the capacity of municipal infrastructure was adequate to support projected growth and where may sewer and water extensions be needed. This sub-section, combined with the land use element in Section 10, strives to answer these questions.

## 5. Utilities and Community Facilities

**Municipal water services** are provided to residents and landowners through Turtle Lake Public Works. Water quality is good with no concerns. The Village's water system has a design flow of 1,000 gallons per minute (GPM) with a current average flow of 500 GPM. Water tower 1 has a storage capacity of 150,000 gallons while water tower 2 has a storage capacity of 200,000 gallons. The two existing municipal wells are in good, operational condition. While the existing system can accommodate current demand, the Village is looking to add another well and/or water tower in the future to accommodate additional industrial growth.

Well #	Year Constructed	Capacity	Wellhead Protection Plan?	Needs or Plans?
2	1960	500 gpm	yes	--
4	2014	500 gpm	yes	--

Since all residents currently receive their water from the Village water system, it is important that the Village's water resources and aquifers continue to be protected from contamination. The Village has a wellhead protection ordinance and plan to help protect the Village's water resources.



The majority of residents and structures within the Village of Turtle Lake are provided **municipal sanitary sewer** through Village of Turtle Lake Public Works. In addition, there are at least three private onsite septic systems in the Village that are regulated by the County; these systems are not in proximity to a municipal sewer main.

A new Turtle Lake wastewater treatment plant was completed in September 2004 with significant federal financial assistance and is operating at 100% capacity with a designed flow of 542,000 gallons per day. The Village is undertaking updates to the Waste Water Treatment Plant to meet the new .075 phosphorus regulations, and also to accommodate industrial growth within the Village. The current system also meets EPA's chlorides limits.

Regarding **municipal stormwater management**, there will be a potential for the amount (quantity) and rate (velocity) of runoff to increase as a result of additional development. The Upper Midwest has also been experiencing more frequent heavy rainfall events, which have exceeded the capacity of existing stormwater drainage systems at times. Such trends may also adversely affect local water resources (streams, creeks, wetlands) as sediment and nutrients are discharged to receiving waterbodies. Managing storm water to reduce or eliminate direct discharge to surface waters is one of the most important steps that can be taken to protect surface water quality in the future.

The Village does not have a comprehensive stormwater management plan or a stormwater utility. The following areas have experienced drainage problems or stormwater flooding, though no major damage has occurred in recent years:

- low areas along U.S. Highway 8 south of the Casino and the CESA parking lot,
- a drainage ditch along County Highway “K” has silted in and dredging/culvert improvements are needed, and
- Willow Street area, which was dredged in Fall 2019!; periodic dredging or maintenance required every 2-3 years.

The Village of Turtle Lake will work cooperatively with the WDNR, Barron and Polk counties, surrounding towns, and other resource agencies and organizations to mitigate the adverse impacts of stormwater runoff and ensure that environmental resources are adequately protected. This may include exploring and encouraging low-impact development (LID) practices that mimic natural processes that result in infiltration, evapotranspiration, or stormwater storage (e.g., rain gardens, bio-swales, bioretention, permeable pavement, wetland protection, soil health).



### **Emergency Management and Services**

Protecting the safety of residents and visitors is a statutory responsibility of local governments. The Turtle Lake Police Department serves as the primary, local law enforcement and is located at the Village Hall. In 2017, the Village Board approved the creation of a K-9 unit. Over a 20-year planning horizon, it is anticipated that the Village will continue the police department and expand it if needed. Coordination and mutual aid between the Village of Turtle Lake, Barron and Polk County Sheriff’s Departments, and other law enforcement agencies regarding local

crime must continue to be monitored in an effort to address local concerns regarding public health, safety, and welfare. No law enforcement-related issues were identified during the planning process.

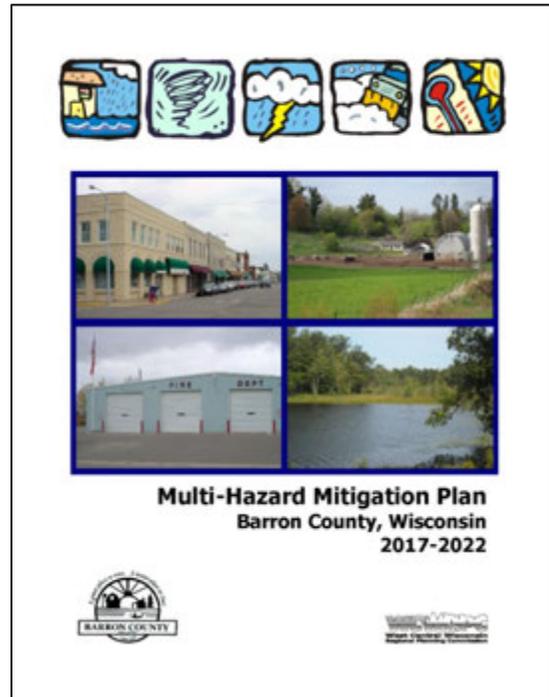
For fire and rescue services, the Village of Turtle Lake is serviced by the Turtle Lake Fire District, which also serves the Towns of Turtle Lake, Beaver, and (in part) Johnstown. The volunteer department is located in a newer building at 556 Cemetery Avenue with 9 trucks, 1 UTV and 1 rescue boat. Like many rural departments in the region, attracting new volunteers has increasingly been a challenge. As equipment and training requirements have grown, available space at the fire hall is tight. Ambulance and emergency medical services are provided by the Cumberland Healthcare Emergency Medical Services. These fire and emergency medical services are anticipated to continue over the next 20 years and should be expanded if demand warrants; while no current improvement plans were identified there has been discussions regarding a future need for a larger Fire Department building as equipment sizes and needs have changed.

## 5. Utilities and Community Facilities

The Emergency Management Offices of Barron and Polk counties assist with the coordination of all emergency management and hazardous materials activities throughout their entire counties. 9-1-1 communications and services are also provided countywide through Barron and Polk counties.

The Village of Turtle Lake maintains an Emergency Operations Plan that identifies procedures, roles, responsibilities, and contact information in case of a large emergency or disaster event.

The Village participated in the *Barron County Multi-Hazard Mitigation Plan*, which was adopted in December 2018. Adoption of the plan is a prerequisite for certain FEMA mitigation grant programs. Village representatives identified a variety of the mitigation and preparedness projects, including those highlighted later in Section 5.3.



### Other Utilities and Community Facilities

The following table is an inventory of the other primary utilities and community facilities within the Village of Turtle Lake, including a brief description of condition, needs, and any planned improvements.

It is anticipated that many of these facilities and services may need to be expanded in the future to accommodate growth or demographic changes. As demand increases and such facilities are proposed, the Village should actively participate in discussions and planning with local utility and service providers, as well as surrounding communities, to ensure that area residents have access to the latest technology and services. Any future siting of these facilities should be done in a manner and location that is in the best interest of the Village and its residents.

Other Utility/Facility	Provider/Owner, Location, and/or Use	Condition, Capacity, Plans, & Needs
Village Hall	Municipal. Village Hall is located at 114 Martin Avenue. The facility includes the primary municipal offices, Municipal Court, and Village Police Department.	Recently renovated and in excellent shape.  <u>PLANS:</u> • none
Village Shop & Maintenance Buildings	Municipal. Located at 520 Logan Avenue East.	Structures are in fair condition, but at capacity.  <u>PLANS:</u> • none

Solid Waste & Recycling	Curbside garbage/solid waste disposal is individually contracted with private haulers. Barron County provides recycling and Clean Sweep services. Special bio-hazard and pharmaceutical disposal is also available through Barron County.	Encourage continued provision of and participation in recycling and Clean Sweep programs. Some residents may not be aware of or understand recycling program. Partner to expand recycling services to include battery collection.
Electric	Electric service is primarily provided by Xcel Energy, with smaller areas of the community provided service by Polk-Burnett Electric Cooperative, and Barron Electric Cooperative.	No issues or plans noted.
Natural Gas	Natural gas is available in most of the Village through Wisconsin Gas.	No issues or plans noted. Gas provider should be contacted when new streets are proposed.
Cemeteries	There is no municipal cemetery maintained by the Village. St. Ann Cemetery is located within the Village on Swede/Cemetery Avenue. Lakeview Cemetery, Mount Hope Cemetery, and St. Charles Cemetery are located in the area outside the Village.	No issues or plans noted.
Dams & Flood Control Facilities	There are no dams or levees located within the Village.	No issues or plans noted.
Communications & Broadband	Telephone, cable, and broadband service is provided by private providers. Primary wireline broadband providers are CenturyLink (VDSL), Northwest Communications (cable modem), and Mosaic Telecom (fiber). Additional wireless and satellite providers are available.	No issues, plans, or needs regarding communications and broadband that involve the Village, were identified.
Schools	The Village is located in the Turtle Lake Consolidated School District. The Elementary School and Middle/High School are co-located at 205 Oak Street. 2018-2019 enrollment is: Elementary School-250, Middle School-84, and High School-121. There are no private primary or secondary schools in the District.	The Turtle Lake School District is a community strength and there is an excellent working relationship between the Village and District. The facilities are in good condition. The District has adequate capacity to meet current demands. The Village and School District have discussed the possibility of rerouting Oak Street to allow a redesign of the school parking lot to be adjacent to the building (as opposed to across the street).
Libraries	The Turtle Lake Public Library was relocated to 301 Maple St. South in 2019.	The library was recently moved to a newly renovated building and is in very good condition with no capacity concerns noted. <u>PLANS:</u> <ul style="list-style-type: none"> <li>• none</li> </ul>

## 5. Utilities and Community Facilities

<p>Health Care</p>	<p>No issues, plans, or needs regarding health care services were identified. For the Village's size, a strong variety of health services are located in the Village:</p> <ul style="list-style-type: none"> <li>• Turtle Lake Clinic – Amery Hospital &amp; Clinic (550 Martin Avenue)</li> <li>• Cumberland Healthcare – Turtle Lake Center (632 U.S. Highway 8)</li> <li>• NorthLakes Community Clinic – Turtle Lake (730 Swede/Cemetery Ave)</li> <li>• Springer Eye Care (231 Highways 8 &amp; 63)</li> <li>• DeFlorian Chiropractic (214 Maple St. S.)</li> <li>• Lauritsen Chiropractic (223 B Highway 8 East &amp; Highway 63 North)</li> <li>• James Pharmacy (215 Maple Street S.)</li> <li>• Turtle Lake Physical Therapy (100 Becker Street)</li> <li>• The Reflexology Center (88 S. Horseshoe Lake Drive)</li> <li>• Turtle Lake Medical Associated (lab; 550 W. Martin)</li> <li>• Blue Hills Counseling (308 Maple St. South)</li> </ul> <p>Hospitals and emergency care are available in Amery, Barron, Cumberland, and Rice Lake.</p>
<p>Child Care Services</p>	<p>There are two licensed child care providers within the Turtle Lake zip code:</p> <ul style="list-style-type: none"> <li>• CESA 11 Turtle Lake Head Start (208 Oak St) – licensed capacity 11</li> <li>• Preschool Playhouse Corporation (320 Pine St) – licensed capacity 30</li> </ul> <p>Generally, these facilities are at or near capacity; additional child care services may be needed.</p>
<p>Other</p>	<ul style="list-style-type: none"> <li>• Continue to provide the School District, utilities, and telecommunications providers in economic and land use planning. The Village can help promote new facilities (e.g., health care, child care) through a considered approach to land use planning and policies.</li> <li>• There are no licensed nursing homes or assisted living facilities within Turtle Lake.</li> <li>• Several adult education centers that offer higher education and continuing education classes and programs are located in Rice Lake and Barron and are readily available to Turtle Lake residents.</li> <li>• Drug abuse is an ongoing challenge impacting crime, employment, housing, and costly support services. North Lakes Community Clinic, a new service within the Village, has a recovery program that offers substance use disorder recovery services for patients struggling with addiction.</li> <li>• Appendix F includes a listing of some additional regional, state, and federal utilities and community facility plans and programs that may be relevant to the Village.</li> </ul>

### 5.2 Existing Conditions and Needs – Parks and Outdoor Recreation

The Village of Turtle Lake does not have a separate, up-to-date outdoor recreation plan completed in accordance with WDNR guidelines for Knowles-Nelson Stewardship Grant Program eligibility. The discussion of parks in this subsection and the Community Action Plan report in Appendix E constitutes the Village's current outdoor recreation plan, though WDNR may require additional information to meet related grant eligibility.

**Village Parks and Recreation Facilities**

Listed below are the primary public outdoor recreational facilities existing within the Village of Turtle Lake. Golf courses, historic sites, hunting areas, private amusement parks, and other specialized recreational facilities exist in the area, but these are often not developed as multi-purpose facilities, are located outside the Village, or are not always available to the public. No State or Federal parks are located in the immediate area, though five State Wildlife Areas are located within a 30-minute drive.

**Turtle Lake Village Park (US Highway 8 & US Highway 63) – 12.00 acres**

Turtle Lake Village Park is owned and maintained by the Village and serves as a community park. Its location adjacent to the intersection of USH 8 and USH 63 makes the park a convenient rest stop for travelers as well.

The eastern portion of the park is wooded and is utilized for picnicking and camping. There are three shelters, restrooms, water faucet, six picnic tables, six grills, and six camping spaces with electric hookups. A limited amount of playground equipment is available. In the western open portion of the park facilities include a basketball court, softball field, and a tractor pull area. During the winter months, an ice-skating rink is established, and a heated warming house is made available to skaters and other park users.

The Plan Commission identified a need for campsite upgrades, including electric hookups, as well as upgraded playground equipment.

**Tom Hartzell Memorial Field (East Town Line Road) – 8.00 acres**

Tom Hartzell Memorial Field is a completely fenced and lighted softball field at the northern limits of the Village and visible from USH 8. The field has a scoreboard, bleachers, dugouts, small shelter with storage, and a gravel parking area. Five picnic tables and some playground equipment are also on the site. A new concession stand with restroom facility were constructed in 2006.

**Railway Park (Maple Street & Railroad Avenue South) – 0.50 acres**

Railway Park, located in downtown Turtle Lake, is a passive recreation area. Two picnic tables and a garbage can are available for those store employees, shoppers, and residents who wish to eat lunch outdoors during pleasant weather. Many ATV riders use this park for picnicking and as a rest stop off of the Cattail Trail that runs through the park. The location of Railway Park in the center of the Village historic business district offers significant opportunities for further development of this park as a social center for the community in conjunction with other downtown revitalization efforts.



## ***5. Utilities and Community Facilities***

### **Skinaway Lake Park** (*off of North Canyon Road or 13 ¾ Street*) – *abt. 25.00 acres*

This Village owned site is located on the north end of Skinaway Lake. The site offers a picnic shelter, seasonal restroom facility, and several benches and tables located throughout the park. A hiking trail system is also available along the water's edge. The Village is working with the Boy Scouts of America on future Eagle Scout Projects that may include the creation of more hiking trails.

### **Skinaway Lake Public Access** (*Norway Street & Lake Avenue*) -- *abt. 0.15 acres*

This Village-owned site is currently undeveloped and is essentially a narrow right-of-way between Lake Avenue and Skinaway. The site provides public access to Skinaway Lake but currently has low public use due to its location north of a residential neighborhood and St. Croix Casino and due to its unimproved state. No plans are currently contemplated for this site.

### **Skinaway Lake Boat Landing** (*off of North Canyon Road or 13 ¾ Street*) – *abt. 0.50 acres*

The only public boat landing for Skinaway Lake is located on the northeast side of the lake off of North Canyon Road. The existing access road and boat ramp is dirt, sand, and gravel.

### **Western Park** (*between south Hickory Street & north Elizabeth Court*) – *abt. 1.50 acres*

This small neighborhood park is owned and maintained by the Village and offers a picnic shelter with restroom, playground, and open space. It primarily serves the residents of Elizabeth Court, Lindbergh Circle, and Hickory Street, but it is open to everyone.

### **Turtle Lake Schools** (*Oak Street*) – *abt. 12.50 acres*

The elementary school and high school are both located on this site and provide outdoor recreation for students and community residents. A paved area adjacent to the school building serves as a playground with swings, slides, climbing apparatus, and two basketball standards. Nearby are two fenced tennis courts. A football field, fenced softball field with bleachers, and track and field area are also on the site (all three facilities are lighted). An unlighted baseball field with dugouts and partial fencing is also available and used for younger children.

### **Recreational Trails**

Section 4 discusses multimodal transportation connectivity within the Village, which includes path, trails, and facilities available for recreational use.

### **Overall Conditions and Planning Guidance**

In evaluating the Village's recreational facilities available, the following conditions were identified for consideration when developing outdoor recreational plan recommendations:

- Overall, the Village currently offers a wide variety of park sizes, types, and amenities.
- New housing development, especially the large number of multi-family housing units often housing young families, increases the need for smaller, mini-parks and neighborhood playgrounds with amenities for younger children. Convenient access and amenities for young children are lacking in some areas of the community. This need is especially true in the on the Village's south side.

- Most or all of the existing playground equipment is aging and upgrades, refurbishment, or replacement is needed. A complete, detailed inventory with replacement schedule or approach has not been completed.
- The Plan Commission noted that the Village lacks a golf course and splash pad in particular.
- The existing trails offer opportunities to help link the community's park system and residential areas. However, these trails are sometimes dominated by ATV-use, discouraging other types of uses. U.S. Highway 8 is a significant barrier to multimodal connectivity.
- Funding for the maintenance and improvement of existing recreational facilities as well as the development of the new facilities continues to be the greatest challenge.

Overall, the Village of Turtle Lake places great importance on the preservation, enhancement, aesthetics, and accessibility of its outdoor recreational areas. During the Village's current and past comprehensive planning efforts, considerable attention was given to these recreational facilities during all elements, such as:

- the importance to environmental conservation, water quality, and education
- the role in the revitalization the downtown
- the attraction of investors, new businesses, new residents, and tourists
- the accessibility and convenience to areas of housing development
- the enhancement of multimodal transportation opportunities
- the role in the reestablishing community identity and pride

The following general recommendations may apply to many, if not all, the recreational facilities in the Village. It provides a broad framework from which the Village can approach park planning and implementation decisions.

- **Operation and Maintenance.** In developing a recreation program or adding recreational amenities, great consideration should be given to the ongoing operation and maintenance costs and how these costs will be covered. Generally, the Village should prioritize existing parks, including refurbishment or replacement of aging equipment and amenities, prior to creating new parks or adding new, costly amenities.
- **Optimize Use of Existing Parks.** Limited resources often make it difficult to develop and add new park facilities. Where feasible, focus resources on upgrading and improving existing parks. Increasing the quality, variety, and accessibility of the facilities can improve the attractiveness and use of existing facilities.

## 5. Utilities and Community Facilities

- **Municipal/School District Cooperation.** Promote continued and increased cooperation between the Village and School District in meeting recreational needs. With good planning, cooperation may take the form of cost-sharing for land acquisition or facility development. Municipal use of existing school facilities during non-school hours could also be explored.

- **Americans with Disabilities Act Compliance.** With the passage of the Americans with Disabilities Act (ADA), ensure that all programs and facilities, including parks and recreation, are accessible to people with disabilities. All existing park facilities that are



repaired or replaced, and any new park development, should meet the requirements of ADA. Examples of incorporating accessible, barrier-free designs include: ramps in place of steps, hard-surface walkways, wide doorways, grab rails in restrooms, wider parking spaces, and specialized playground equipment.

- **Service/Social Group Involvement.** Continue to involve organized groups in needed park and recreation development, including development of competitive sports areas and neighborhood parks. Traditionally, service and social groups have been active participants in the development of recreation facilities. As funding becomes more limited, volunteerism and the involvement of service and social groups will become even more important.
- **Park and Recreation Committee.** Maintain an active Park and Recreation Committee that can oversee park planning, development, operation, maintenance, administration, and program activities. The committee should also act as liaisons with other municipalities, the County, and state agencies regarding park and recreation matters. The Committee should actively seek citizen input into the planning and development of new park and recreation facilities.
- **Future Park Planning.** In areas where growth is expected, make provisions to incorporate the park areas within expected development. One such method would be to encourage new developments to include dedicated park areas within each neighborhood. This would provide a system of convenient and accessible neighborhood parks. Another method would be to utilize easements in order to limit land acquisition costs for neighborhood parks.
- **Park Dedication.** To the extent allowed by law, encourage local, private landowners to plan for and dedicate land to the community for public recreational use or contribute to improvements in existing park facilities, if economically feasible to develop and/or maintain by the Village. Numerous small town memorial parks have been acquired through the generosity of local citizens. If citizens are made aware of community needs, this form of private action may continue to enrich the public recreation resources of the community.

- **Aid Programs.** Take advantage of State and Federal financial and technical aid programs designed to assist communities in meeting recreational needs, and maintain eligibility for such programs. The Wisconsin Department of Natural Resources is an excellent starting source for such aid programs.
- **Capital Improvements Schedule.** Community officials are encouraged to develop a five-year capital improvements schedule for its recreation facilities consistent with the recommendations in this Plan. To be functional, the program should be flexible and be subject to annual review.

Specific recommended policies related to outdoor recreational facilities are discussed under sub-section 5.3, some of which may qualify for grant funding assistance. The location of existing and proposed outdoor recreational facilities within the Village of Turtle Lake are shown on the map at the end of this Utilities and Communities Facility element.

### **5.3 Utilities and Community Facilities Goal, Objectives, and Policies**

Local public facility systems often work in conjunction with other public service providers in the region to help ensure that the needs of current and future residents are being met. Local community facilities and services would include Village Hall, area schools, hospitals, emergency services, libraries, parks, and health care facilities. The following set of goals and objectives reflect the Village's vision to maintain and enhance the quality of life of residents.

#### **Utilities and Community Facilities Goal**

Provide reliable and accessible community facilities and services in a safe and cost-effective manner that is consistent with the Village's vision and goals while enhancing quality of life, protecting the environment, and supporting desired growth.

#### **Utility and Community Facilities Objectives:**

- 1) Provide a safe and reliable water supply, wastewater treatment system, and stormwater collection system which meet applicable laws and regulations in a cost-effective manner.
- 2) Maintain sufficient parks and recreational opportunities for all residents.
- 3) Work cooperatively with community members, local businesses, and other service providers to maintain appropriate levels of quality facilities, services, and other utilities to protect and serve residents and businesses, while supporting the growth of the community and fostering community pride.
- 4) Generally, new development should be responsible for corresponding increases in community services and infrastructure when feasible.

## ***5. Utilities and Community Facilities***

### **Utility Policies (Recommended Actions & Programs):**

- 1) Based on the needs, trends, recommendations, and anticipated growth areas identified in the Comprehensive Plan, including the assessment in Sections 5.1 and 5.2, integrate anticipated Village infrastructure, park, and community facilities improvements into a capital improvements plan linked to likely funding and financing sources. (*short-term*)
- 2) Define the service area for community water and sewer services considering need, concurrency, and cost-efficiency. (*short-term*)
- 3) Generally, require developers to contribute to related Village utility and services costs necessitated by the development, unless part of a negotiated development agreement during which the community considers all costs and benefits, such as providing needed housing. (*ongoing*)
- 4) Continue to monitor the need for a new well and/or water tower to serve future growth within the Village. In addition, continue to promote water conservation and reuse. (*long-term*)
- 5) Continue to utilize CDBG and TIF funds to replace water mains and improve infrastructure in the downtown area. (*ongoing*)
- 6) Develop a stormwater management plan, which identifies stormwater problem areas, prioritizes recommended stormwater or drainage system improvements, generally anticipates needed improvements for identified growth areas, and reassesses current community stormwater management policies. (*long-term*)
- 7) Explore the potential creation of a stormwater utility that can collect fees related to the control and treatment of stormwater that can be used to fund the Village's stormwater management program. (*short-term*)

### **Parks and Outdoor Recreation Policies (Recommended Actions & Programs):**

- 1) The CAP Committee Report (Appendix E) included many great ideas to improve, maintain, beautify, expand, and sustain the parks and outdoor recreation amenities of the Village. Explore ways to apply placemaking tenets to enhance the uses/activities, access/linkages, comfort/image, and sociability of these places. The Village will work with residents to further explore these ideas and achieve the overall vision in the CAP Report. (*ongoing*)
- 2) In support of the demand created by new residential subdivision development, require developers to dedicate land, or offer payment-in-lieu of, for the development or improvement of parks or other recreational amenities. This policy is subject to a negotiated development agreement and the financial feasibility of such projects to the Village. (*ongoing*)
- 3) Explore the development of a splash pad, potentially located at Railway Park or Village Park. (*short-term*)
- 4) Continue to develop the amenities at Railway Park as a community meeting place in the downtown, with the potential to host small events and concerts. Carefully plan, program, and operate Railway Park in a manner that takes advantage of its location on Cattail Trail

- (e.g., ATV parking, ATV events, mitigate use conflicts). Continue efforts to make this park more attractive (e.g., relocate/screen dumpsters). (*ongoing*)
- 5) Work with other communities and private groups to promote the preservation, maintenance, and extension of the Cattail Trail and the Old Chicago Northwestern Trail. (*ongoing*)
  - 6) As growth continues, analyze the feasibility of a community recreational and fitness facility, potentially as part of a new community center. (*long-term*)
  - 7) Work with the school district and local community groups to increase the availability of youth and adult recreational programs as well as post-secondary educational programs. (*ongoing*)
  - 8) Implement the recreational trail, pedestrian, and bicycling related policies identified in the Transportation element (Section 4), including improving multimodal connectivity between residential areas and community parks when feasible. (*various*)
  - 9) Develop an additional neighborhood park for young children on the southside of the community, potentially on the municipal parcel located behind the American Legion Hall. (*long-term*)
  - 10) Survey the community-owned property on the southeastern portion of Hillman Lake and assess the feasibility of developing this property as a small community picnic area with handicapped-accessible docks or other water access. (*long-term*)
  - 11) Officially map southwestern portions of Elbow Lake as a potential future community park and low-impact recreational area. A future realignment and abandonment of portions of Pine Street in this area may be required, and the likely new right-of-way should also be officially mapped. (*long-term*)
  - 12) Develop a marketing strategy to increase use of Tom Hartzell Memorial Field, such as the attraction of tournaments. Utilize concession stand revenues to offset the grounds maintenance costs. (*short-term*)
  - 13) Work with the owners to improve the boat landing on Skinaway Lake and provide related amenities and signage. (*short-term*)
  - 14) Maintain open space and natural vegetation along the northwestern side of Skinaway Lake for passive recreation, possibly as an expansion of Skinaway Lake Park. and continue working with the Boy Scouts of America on the creation of more hiking trails and a rustic tent camping area within Skinaway Lake Park. (*ongoing*)
  - 15) Explore the potential creation of a community foundation to fundraise and help support the improvement of the Village's recreational system as well as potentially supporting other quality of life programming and enhancements in the community. (*short-term*)
  - 16) Support the efforts of the Museum to develop a Veteran's Memorial Park. However, Mill Pond overall should not be developed as a public park or improved for public access or for any intensive land use due to access limitations, environmental constraints (e.g., steep slopes, wetlands), and potential conflicts with existing uses. (*ongoing*)

## 5. Utilities and Community Facilities

### **Emergency Managements and Services Policies (Recommended Actions & Programs)**

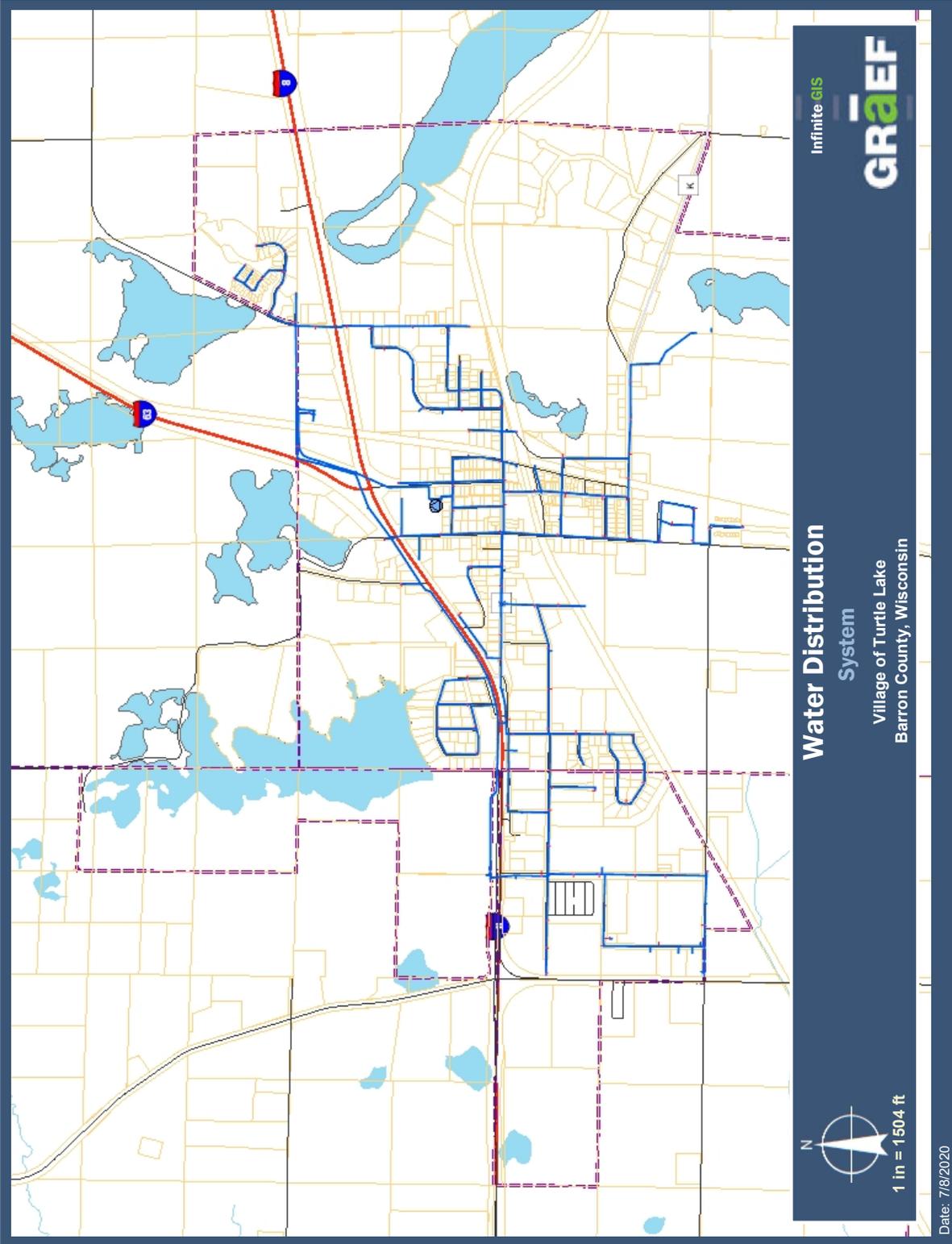
- 1) As resources allow, implement those recommendations suggested in the Barron County Multi-Hazard Mitigation Plan as identified by the Village, most notably:
  - i. Continue to monitor areas that have experienced overall or flash flooding in the past.
  - ii. Explore potential mitigation grant funding for the development of a storm shelter (community safe room) at the municipal park/campground and for at risk populations (e.g., mobiles homes, slab-on-grade, west side of village) as opportunities allow.
  - iii. Consider mitigation grant funding for the distribution of NOAA All Hazards Radios potentially as part of a public educational outreach effort on natural hazard risks, warning systems, etc.
  - iv. Promote ongoing joint emergency exercises between local emergency responders and Turtle Lake Casino, Hotel, and RV Park, including procedures for tornado/high wind warnings. Execute agreements to specify roles, as needed. Involve other major businesses and the School District in similar training and drills/exercises.
  - v. Continue to explore funding opportunities for emergency power generators for the Village Hall/EOC and, potentially, at the School (recovery shelter).
  - vi. Maintain an emergency planning committee for the Village and continue to regularly review and update the Village's Emergency Operations Plan (EOP). Persons with roles identified in the EOP should have some basic incident command system training (ICS/NIMS 100, 200, 700, 800).
  - vii. Continue to work with the Emergency Management, Sheriff's, and Dispatch Departments from Barron and Polk Counties to improve warning times for approaching severe weather.
  - viii. Continue to work with Barron County to improve active shooter preparedness and hardening of municipal buildings. (*ongoing*)
- 2) Investigate the feasibility of establishing a local hub for ambulance service to be located in the Village of Turtle Lake. For cost-efficiency, discuss the potential of sharing such services with nearby communities, Barron County, and Polk County. (*long-term*)

**Other Facilities and Services Policies (Recommended Actions & Programs):**

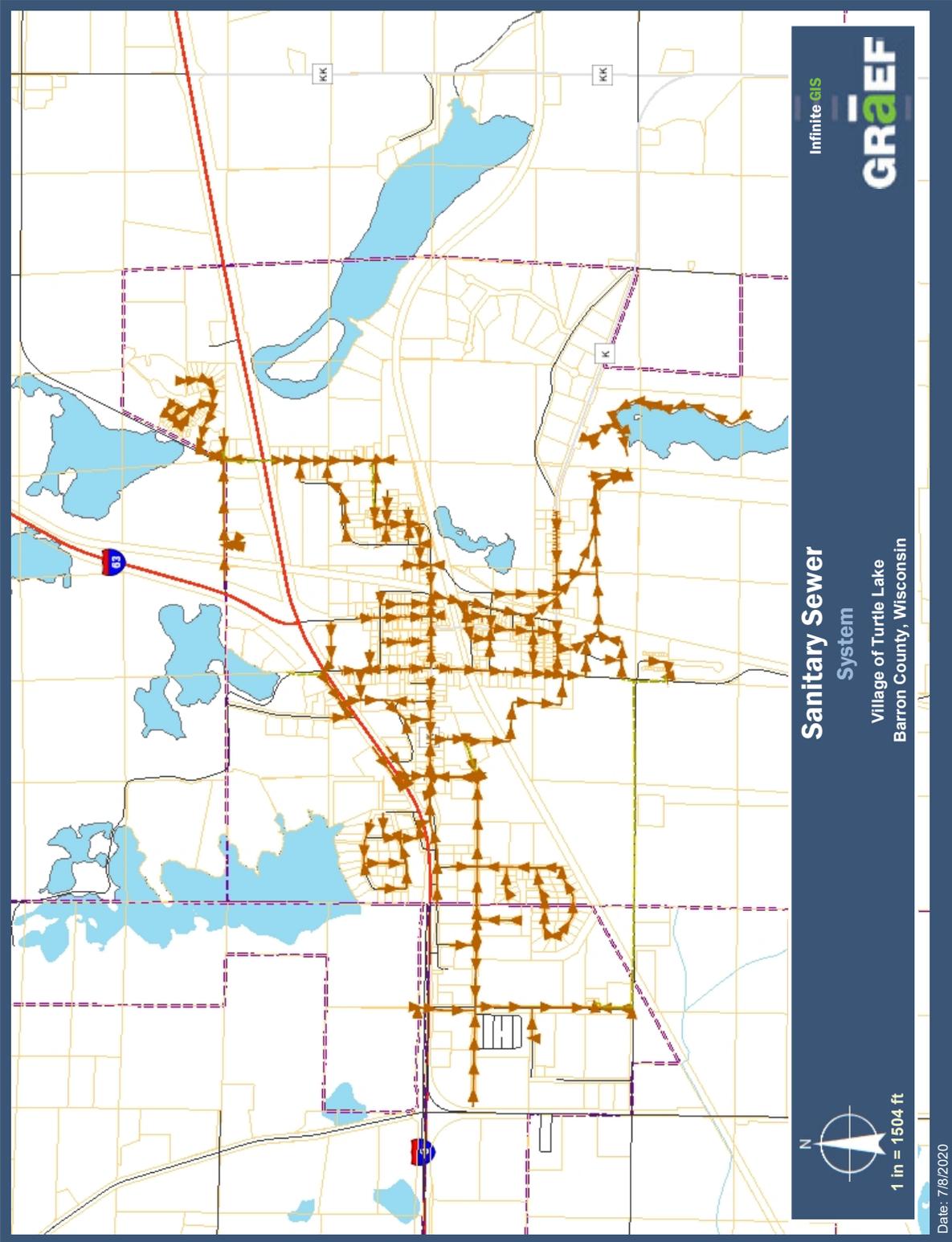
- 1) Work with energy and telecommunication providers to maintain a reliable and technologically strong electrical, broadband, and communications infrastructure for residents, businesses, and service providers. (*ongoing*)
- 2) As suggested in the CAP Committee Report (Appendix E), partner with community members, businesses, and organizations to explore creation of a community center for senior meals, health testing, and potentially with space for a food pantry. Consider potential mitigation grant funding for design or hardening of the community center as a severe storm shelter/community safe room. (*long-term*)
- 3) Encourage the development of additional licensed day care facilities in the community to meet existing and future needs, while attracting and retaining young families. (*ongoing*)
- 4) Encourage the development of senior services and housing to meet the current and future needs of the community's aging population and allow for aging in community as discussed in Section 3. (*ongoing*)
- 5) Continue to monitor garbage collection and recycling participation in the Village. Should garbage disposal become a nuisance or too costly for residents, explore contracting with a village-wide solid waste hauler. (*ongoing*)
- 6) Work with Barron County, the Casino, and the School District to promote and increase recycling opportunities, including added, more regular public education outreach and more convenient disposal opportunities for batteries and hazardous wastes. As needed, research the feasibility offering residents increased opportunities to properly dispose of appliances and hazardous wastes, further supplementing the Counties' Clean Sweep efforts. (*short-term*)
- 7) Work with the School District, technical college, and other educational partners to increase access to post-secondary educational programming within the community. (*short-term*)
- 8) Establish a task force with County health and social services offices as well as local nonprofits and employers to develop a community prevention and intervention strategy for drug and substance abuse by offering counseling and supportive programming in a stigma-free environment, while providing a healthy, positive environment for young people. (*short-term*)

Appendix F includes some additional regional, state, and federal programs that may assist the Village of Turtle Lake in achieving its utilities and community facilities goal and objectives.

Municipal Water System

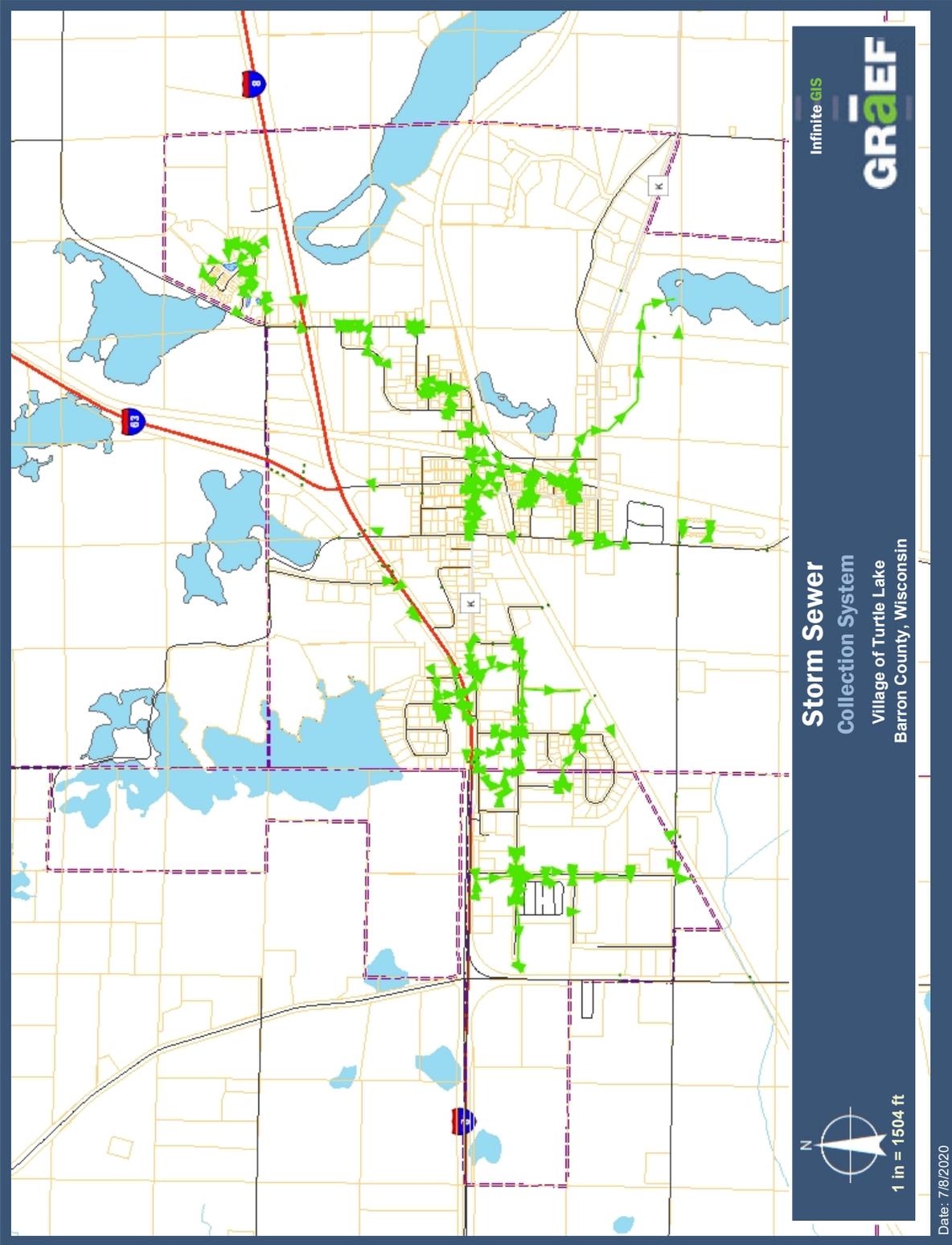


Municipal Sanitary Sewer System

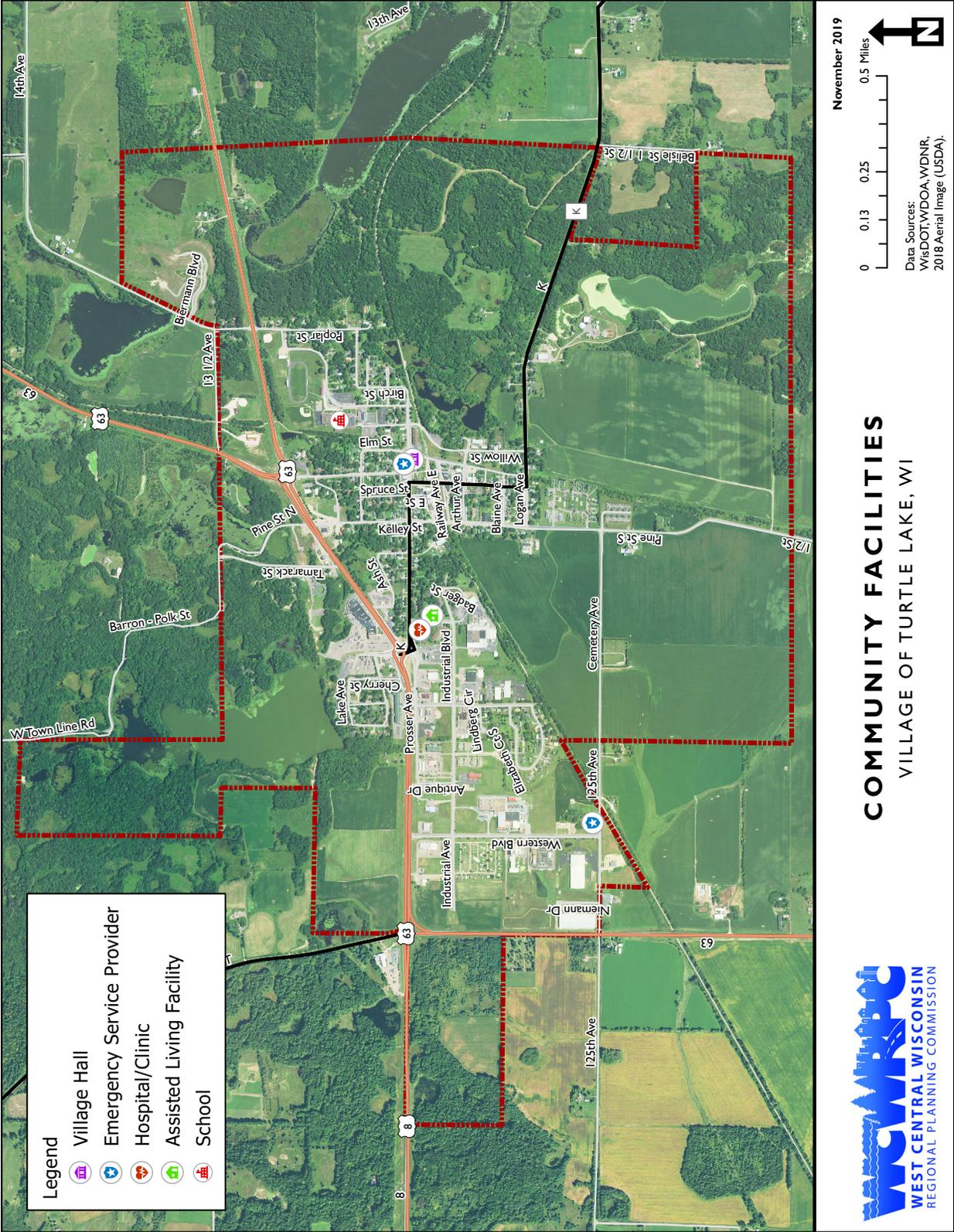


5. Utilities and Community Facilities

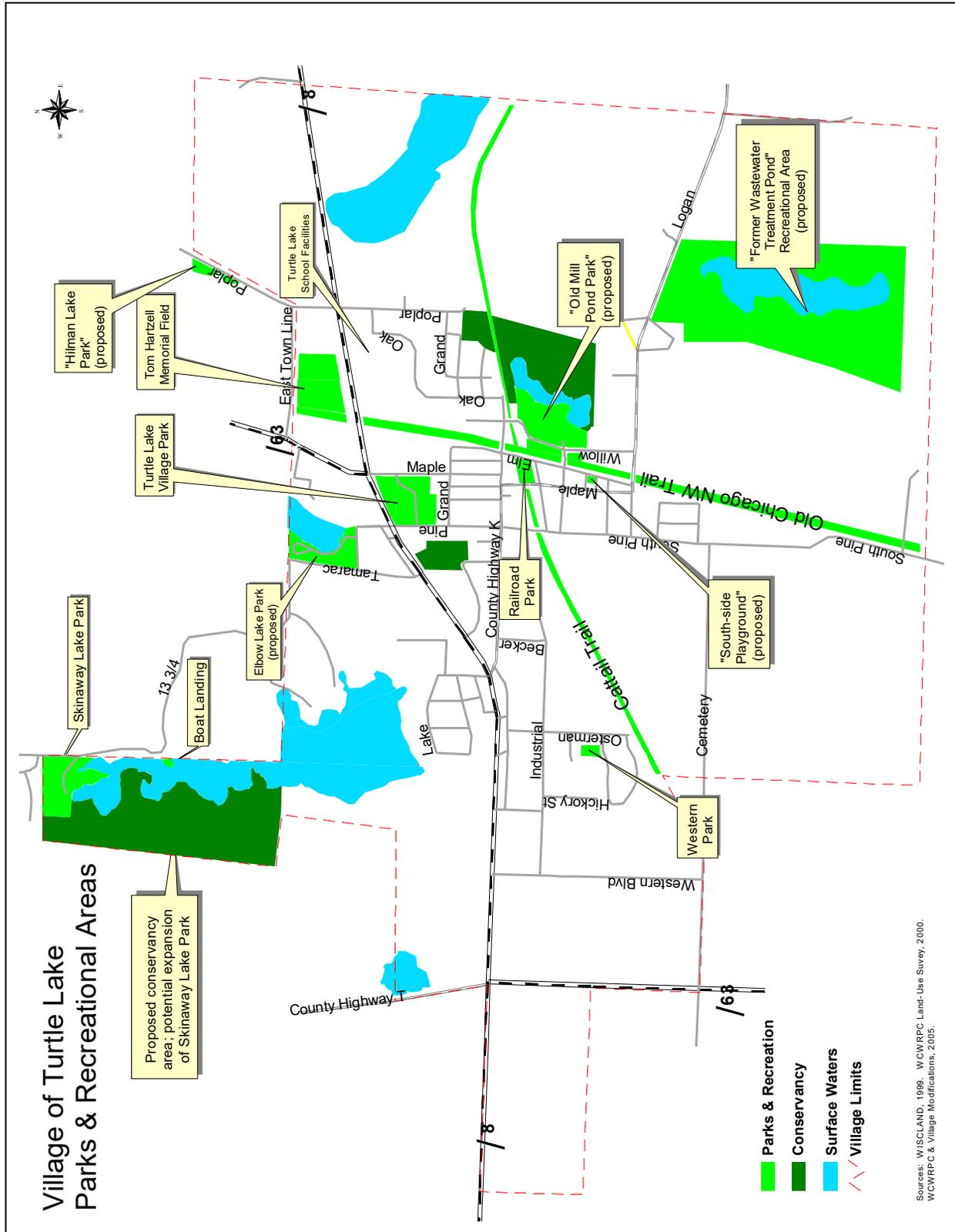
Municipal Storm Sewer System



Other Community Facilities



Parks and Outdoor Recreational Facilities



Sources: WISLAND, 1999. WCVRPC Land-Use Survey, 2000. WCVRPC & Village Modifications, 2005.

## **6.0 AGRICULTURAL AND NATURAL RESOURCES**

6.1 Existing Conditions and Needs – Agricultural Resources

6.2 Existing Conditions and Needs – Natural Resources

6.3 Agricultural and Natural Resources Goals, Objectives, and Policies

This element includes an inventory and analysis of the natural and agricultural resources in the Village of Turtle Lake. These resources provide a firm foundation for all the other elements of the Comprehensive Plan. Understanding the resource base of a community also provides an important context for the development of objectives, policies, and goals for the conservation and management of agricultural and natural resources, as required by Wisconsin comprehensive planning legislation (Wis. Stat. §66.1001(2)(e)).

Within the following narrative, various components of the community resource base are examined at a broad level or “planning scale” to identify issues and related needs. The purpose of this examination is to provide the Village with the necessary information to make informed decisions and recommendations about future growth and the preservation of these resources.

### **6.1 Existing Conditions and Needs – Agricultural Resources**

Barron County has a farming history and tradition that has attracted many residents to the area. Agriculture is the primary land use in the surrounding towns and Barron County. However, the number of farms and the total acreage of land in farmland have seen a steady decline in the past. Even so, agriculture is still very important to the community given that a variety of local industries and businesses serve or rely on farmers and farm products. For example, in 2019, animal production and cheese manufacturing were two of the largest industries by employment in the Turtle Lake area<sup>5</sup>. The areas surrounding Turtle Lake have substantial acreage in agricultural land uses

As reflected in the existing land use map in Section 10, in 2018 there was approximately 441 assessed agricultural acres on 27 parcels within the Village of Turtle Lake. These farmlands are predominately located on the Village’s south side. Generally, agricultural lands within the community are viewed by the Village as potential future development areas or have development limitations (e.g., environmentally sensitive, cost barriers to extend infrastructure, wellhead protection). The Village also recognizes that the development of such lands is also subject to the desires of the individual landowners; some of these landowners may wish to continue farming, at least for the near future.

Wisconsin has a right-to-farm law protecting farmers from nuisance lawsuits related to typical farm noise and odors. As residential development expands into farmland areas, it is inevitable that nuisance issues will increase. Often, the issues relate to livestock operations, including manure spreading and storage. Another common farm practice is plowing and harvesting at

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<sup>5</sup> Based on EMSI Analyst comparing all industries in the Turtle Lake zip code at the 3-digit NAICS level.

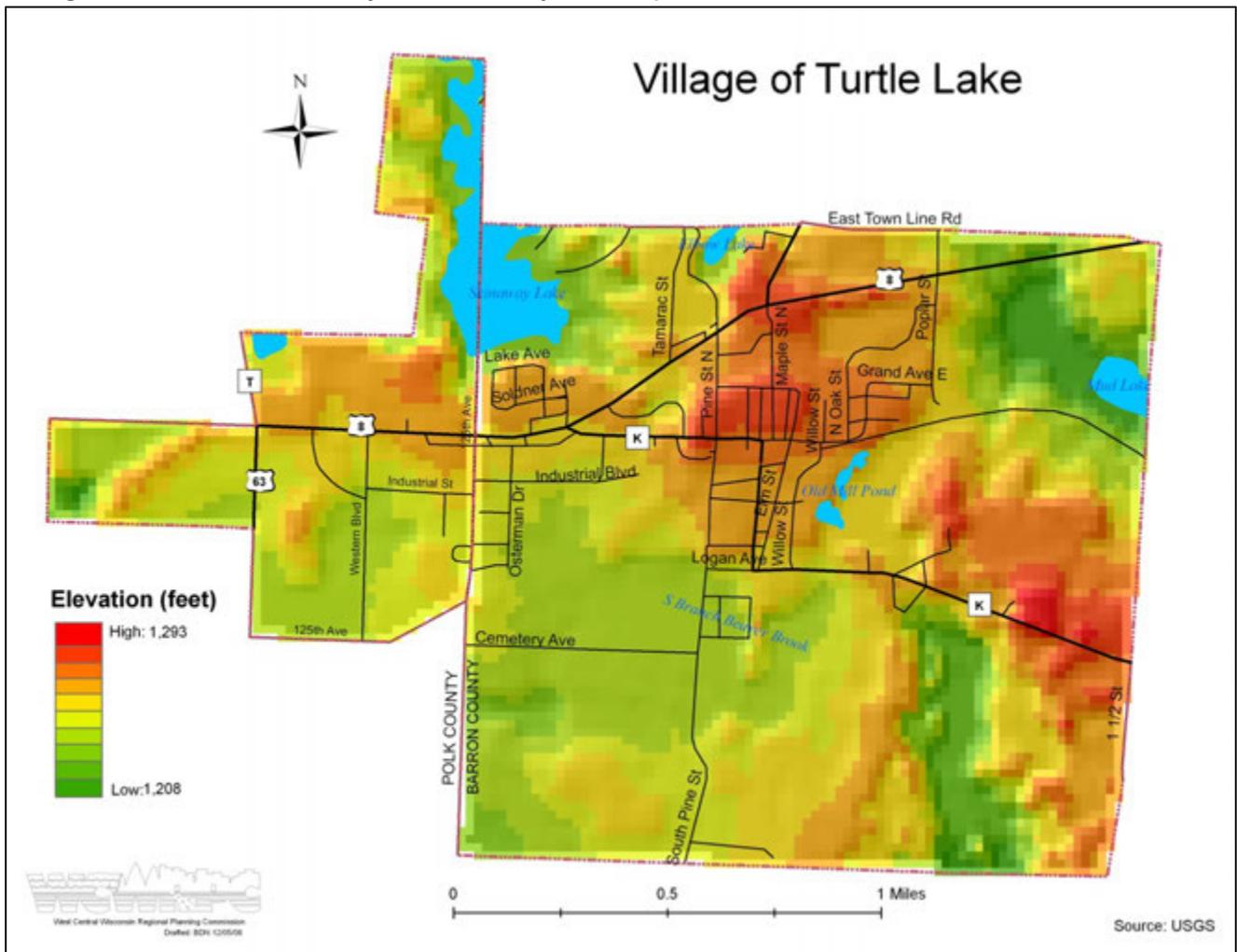
## 6. Agricultural and Natural Resources

night, which also creates some concerns for non-farm residents living nearby. Too often, people who move to rural areas near farmland are not aware of these operations associated with farming.

### 6.2 Existing Conditions and Needs – Natural Resources

#### Topography, Geology, and Soils

The glacier activity of the past greatly influenced the topography of Barron County. Generally, the Village of Turtle Lake is in an area of gently rolling hills with less than 100 feet of elevation change within the community as shown by the map below.



The depth to bedrock in nearly all of the community is greater than five feet, except for some of the low areas near lakes and wetlands. Most soils were deposited by meltwater outwash during glaciation and floodplain deposits. Overall, this has produced well-drained, sandy and silt loam soils over much of the community, with pockets of poorly drained soils and wetlands

in some areas. Most soils in the Village can support housing development with basements with limited or no special planning, design, or limitations.

### **Metallic and Non-Metallic Mineral Resources**

No metallic or non-metallic mining, quarrying, or other mineral extraction activities are located within the Village.

### **Groundwater**

Groundwater is consistently identified by communities and residents in west central Wisconsin as a critical resource to be protected. In fact, in the overwhelming majority of community surveys, ground and surface water rank as the two most important issues for residents. The Village of Turtle Lake utilizes groundwater for its municipal water supply.

The source of groundwater recharge in and near Turtle Lake is precipitation. Between one and ten inches of precipitation per year infiltrates and recharges the groundwater aquifers. The amount infiltrated depends mainly on the type of rock material at the land surface. The Village has wellhead protection measures applied to its wells as required by State law.

Areas of excessively drained soils and shallow depth to the water table exist within the Village of Turtle Lake that increase the potential for groundwater contamination and can limit certain types of development. Groundwater contamination is possible from many sources ranging from leaking underground storage tanks, hazardous materials spills, and landfills to agricultural practices, landspreading, and mining operations. No groundwater quality or quantity concerns within Turtle Lake were identified during the planning process.

### **Watersheds and Surface Waters**

A watershed is an area of land that drains or “sheds” its water to a lake, river, stream, or wetland. The United States is divided and sub-divided into successively smaller watersheds. Each watershed has a unique hydrologic unit code (HUC) that identifies its rank within successively larger watersheds. Some watersheds encompass several hundred square miles, while others may be small, covering only a few square miles that drain into a lake. Larger watersheds are often referred to as basins, while the smallest watersheds may be called catchment areas. Watersheds are important to understand since the effects of natural and man-made activities in one area can have a direct impact on other areas. For example, stormwater runoff and flash flooding resulting from a heavy rainfall upstream in a watershed will eventually reach the downstream part of that watershed. The same is true for pollutants that runoff land and into water bodies.

Turtle Lake is perched along the divide of two major basins in Wisconsin, the St. Croix (HUC 070300) and the Chippewa (HUC 070500). At the smaller scale, most of Turtle Lake lies within the Beaver Brook-Apple River Watershed (HUC 0703000507), which is part of the larger Lower St. Croix Sub-basin (HUC 07030005); the Lower St. Croix Sub-basin contributes to the larger St. Croix Basin. A portion of eastern Turtle Lake lies in the Hay River Watershed (HUC 0705000706), which is part of the larger Red Cedar Sub-basin (HUC 07050007); the Red Cedar Sub-basin contributes to the Chippewa Basin. Both the St. Croix and the Chippewa

## ***6. Agricultural and Natural Resources***

basins are a part of the Upper Mississippi Water Resource Region (HUC 07), which covers most of Wisconsin, Minnesota, Iowa, and Illinois.

Several surface waters are present within Turtle Lake. The headwaters of the South Branch of Beaver Brook begin just west of Pine Street North and south of Cattail Trail, flowing westerly through agricultural lands from north of Cemetery Rd. to south of it. This cool-cold water stream generally had good water quality when last monitored and is managed for fishing and swimming.

Ponds and lakes found within the Village include:

- An unnamed 13-acre lake in the southeast part of the Village near wastewater treatment facility.
- Mud Lake, a 37-acre shallow seepage lake along the eastern village limits. Due to its shallow depth, it is subject to winter kill conditions. This marshy wetland provides habitat for wildlife and lacks public frontage or access roads.
- Elbow Lake, a 12-acre shallow seepage lake along the north central edge of the village.
- Skinaway Lake, a 64-acre shallow seepage lake in the northwest part of the Village that has decent fishing. Notable fish species include Bluegills, Largemouth Bass, Bullheads, and Pumpkinseeds, and Minnow species. However, this shallow lake has been subject to freeze-out and fish kills as well as some algae blooms. Associated wetlands provide habitat for muskrats and ducks. Public frontage and access roads are limited as discussed in Section 5.2.
- Old Mill Pond, a 3-acre shallow seepage lake in the central area of the village.

Current water quality information is not available on most of the above surface waters due to the lack of active monitoring. Due to their relatively smaller sizes, many of these lakes may be more vulnerable to pollutant loading, winter kill, and other water quality impacts. Due to agricultural and urban run-off, the surface waters in the Turtle Lake area are quite fertile and aquatic vegetation growth and algae blooms can occur. Aquatic invasive species are also a growing threat to local waters.

There is ongoing, extensive discussion and work regarding the improvement of water quality in the St. Croix and Red Cedar sub-basins, primarily focused on phosphorus, sedimentation, and invasive species. Because both rural and urban land uses contribute to these problems, all municipalities in a watershed are stakeholders and play a role in the treatment and prevention of water quality problems. And with its location at the upstream extent of two major basins, Turtle Lake has an important role to reduce its contribution to downstream water quality issues. Opportunities exist for the Village to work with the land conservation offices in Barron and Polk counties, WDNR, and other partners to tackle these challenges.

### **Wetlands**

Wetlands are defined by State Statute as “an area where water is at, near, or above the land

surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions.”

There are numerous wetlands in Turtle Lake, especially in riparian areas along the lakes and streams. Wetlands can be divided into three main categories: emergent/wet meadow, forested, and shrub/scrub. Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, or bogs. The United States Army Corps of Engineers, WDNR, and local zoning codes regulate wetlands within the Village of Turtle Lake. Section 404 of the Clean Water Act established a program to regulate the discharge of dredged and fill material into waters of the state, including wetlands, and is the primary federal regulatory program for wetlands. This type of environmentally sensitive area is further discussed later in this subsection.

### **Forests and Trees**

Forests provide a range of benefits including wildlife habitat, forest products, recreational opportunities, aesthetics, and other benefits. They are also very important to protect and enhance water quality. There is a limited amount of forestlands or woodlands within the Village of Turtle Lake Village limits.

Land surveys from the mid-1800s<sup>6</sup> reveal that the native vegetation of the Turtle Lake area was dominated by white spruce, balsam fir, tamarack, white cedar, white birch, and aspen forests. Today, as are most of Barron and Polk counties, Turtle Lake lies within the Forest Transition Ecological Landscape<sup>7</sup> of Wisconsin, an area characterized by a mix of forested and agricultural areas along the varied terrain of glacial outwash moraines. Areas immediately outside the Village to the north and west are dominated by deciduous and mixed forest with scattered wetlands, grassland, and farmland areas; areas to the south and east are less forested.



The Village’s urban forest and trees are a very important asset with economic, social, and environmental benefits that significantly improve quality of life and make the Village more attractive. There are many shade trees in the residential areas throughout the Village, specifically in the older residential areas as well as in the Village’s east and north sides. In recognizing this fact, the Village has been designated as a Tree City USA by the National Arbor Day Foundation since 2006. For continued participation in this program, the Village conducts an annual program during Earth Week (Earth Day through Arbor Day) to

promote and celebrate environmental awareness and has established a local Tree Advisory Board. No specific needs or issues regarding the Village’s urban forest were identified during this plan update.

<sup>6</sup> Finley, R.W. (1951). *The original vegetation cover of Wisconsin* (Doctoral dissertation, University of Wisconsin).

<sup>7</sup> Wisconsin Department of Natural Resources. (2015). *The ecological landscapes of Wisconsin: An assessment of ecological resources and a guide to planning sustainable management*. Wisconsin Department of Natural Resources, PUB-SS-1131 2015, Madison.

## ***6. Agricultural and Natural Resources***

### **Wildlife, including Threatened and Endangered Species**

There are no state or federal natural areas within the community, though there are other important wildlife habitats and conservancy areas, including wetlands, surface waters, wooded areas, and the community's parks. During the planning process, there were two concerns regarding wildlife in general were identified: (i) there has been some discussion about the potential of allowing limited hunting on Village property near the wastewater treatment plant, but this could increasingly cause land use conflicts as the east side of the community develops and (ii) deer have been a nuisance (e.g., garden damage) for some residents. The Village may explore options to allow specialized, controlled deer hunting (with bow?) within the Village limits to control nuisance deer population. Similarly, geese populations have been increasingly a concern for some communities within the region necessitating changes in landscaping practices near surface waters and control actions; such concerns should continue to be monitored within the Village.

In 1972, Wisconsin passed its own endangered species law. Under the Wisconsin Department of Natural Resources (WDNR), the state created rules and regulations and identified which species to protect. Congress passed the Endangered Species Act (ESA) in 1973 with a purpose "to conserve the ecosystem upon which endangered and threatened species depend". The law incorporates the Endangered Species Preservation Act of 1966 and Endangered Species Conservation Act of 1969. Wisconsin State Statute 29.604 and Administrative Rule Chapter NR 27 establish, define, and guide Wisconsin's endangered and threatened species laws.

No one is exempt from these laws, but an endangered or threatened species permit can allow one to conduct certain activities under certain conditions. Any person in violation of these laws is subject to fines and/or imprisonment, even for unintentional violations. The WDNR is required by law to implement conservation programs on State-listed species. This involves conducting research and developing programs directed at conserving, protecting, managing for, and restoring certain endangered and threatened species to the extent practical.

According to the WDNR Natural Heritage Inventory, there are no endangered species located in the Turtle Lake area. The Wood Turtle has been confirmed in the area (not necessarily in the Village) and has "threatened" status. Six additional State-listed species of concern were also noted in the Turtle Lake area due to their rarity or dependence on sensitive habitats: Vasey's Pondweed (plant), Snail-seed Pondweed (plant), Prairie Skink (lizard), Blanding's Turtle (turtle), Swamp Darner (dragonfly) and Least Darter (fish). However, some sensitive species have been removed from the data in order to protect their location. Threatened and endangered species found within the Village will likely remain on the list of species needing special consideration and protection. However, several existing programs have enhanced the habitat necessary to foster increased populations of these sensitive species. No unique threatened or endangered species issues or concerns were identified for the Village of Turtle Lake.

### **Invasive Species**

Most invasive species are spread due to the introduction and actions of humans, and this threat is growing. Invasive species disrupt natural communities and ecological processes. They can destroy habitat, drive out/kill native species, and be vectors for the introduction of diseases. Many invasives lack a native predator, which allows them to aggressively invade, spread, and dominate natural areas and waterways. And some invasives can cause health problems, such as Wild Parsnip that burns skin or animal species that spread disease. No critical invasive species trends or concerns were identified for the Village of Turtle Lake.

Aquatic Invasive Species (AIS) has received significant attention within Polk and Barron counties in the past. The following AIS have been documented in area surface waters: Chinese Mystery Snail, Curly-Leaf Pondweed, Eurasian Water-Milfoil, Hybrid Cattail, Narrow-leaf cattail (*Typha angustifolia*), Purple Loosestrife, Rainbow Smelt, and Rusty Crayfish.

There is growing attention in the region to the terrestrial invasive species threats. Buckthorn is very serious threat to the forests of Barron County due to its ability to outcompete native tree growth and form large, dense thickets with little habitat, recreational, or timber value. Japanese Knotweed is another growth threat; its roots have the ability to damage pavement and penetrate building foundations. These are just two of a growing list of such threats, which also includes: Exotic Bush Honeysuckle, Spotted Knapweed, Oriental Bittersweet, Leafy Spurge, Purple Loosestrife, Wild Chervil, Wild Parsnip, and Garlic Mustard.

The WDNR requires that any person seeking to bring a non-native fish or wild animal for introduction in Wisconsin obtain a permit. The Village of Turtle Lake can help combat exotic plant species by educating residents about non-native species, encouraging residents to use native plants in landscaping, discouraging the transport of firewood from outside the area, and reporting such species like Purple Loosestrife or Buckthorn to the WDNR.

### **Air Quality**

The Village of Turtle Lake, and Barron County as a whole, has no major air quality issues. Barron County is considered an attainment area that meets the National Ambient Air Quality Standards as defined in the Clean Air Act. It is not uncommon for there to be some air quality concerns related to odors associated with agricultural and industrial operations in the Village and adjacent to the Village. These issues are often extremely local, but at the same time can disrupt quality of life. The Plan Commission identified odor issues by some industrial users in the Village as a concern but indicated that some industrial operators have undertaken measures to reduce odor. Performance standards for odor and air quality should be considered for industrial users.

### **Environmentally Sensitive Areas (ESAs)**

An ESA is an area or feature that benefits the greater public good and is worth protecting, maintaining, enhancing, or restoring due to its fragile nature or its long-term community benefit for present and future generations. Such areas can also pose physical engineering constraints that can make development more difficult and costly. These are typically natural features that would be negatively impacted or could cause harm to people, property, or other

## 6. *Agricultural and Natural Resources*

nearby resources if encroached upon or developed. ESAs should be protected and preserved, if possible, and only encroached upon in a manner that mitigates potential negative impacts.

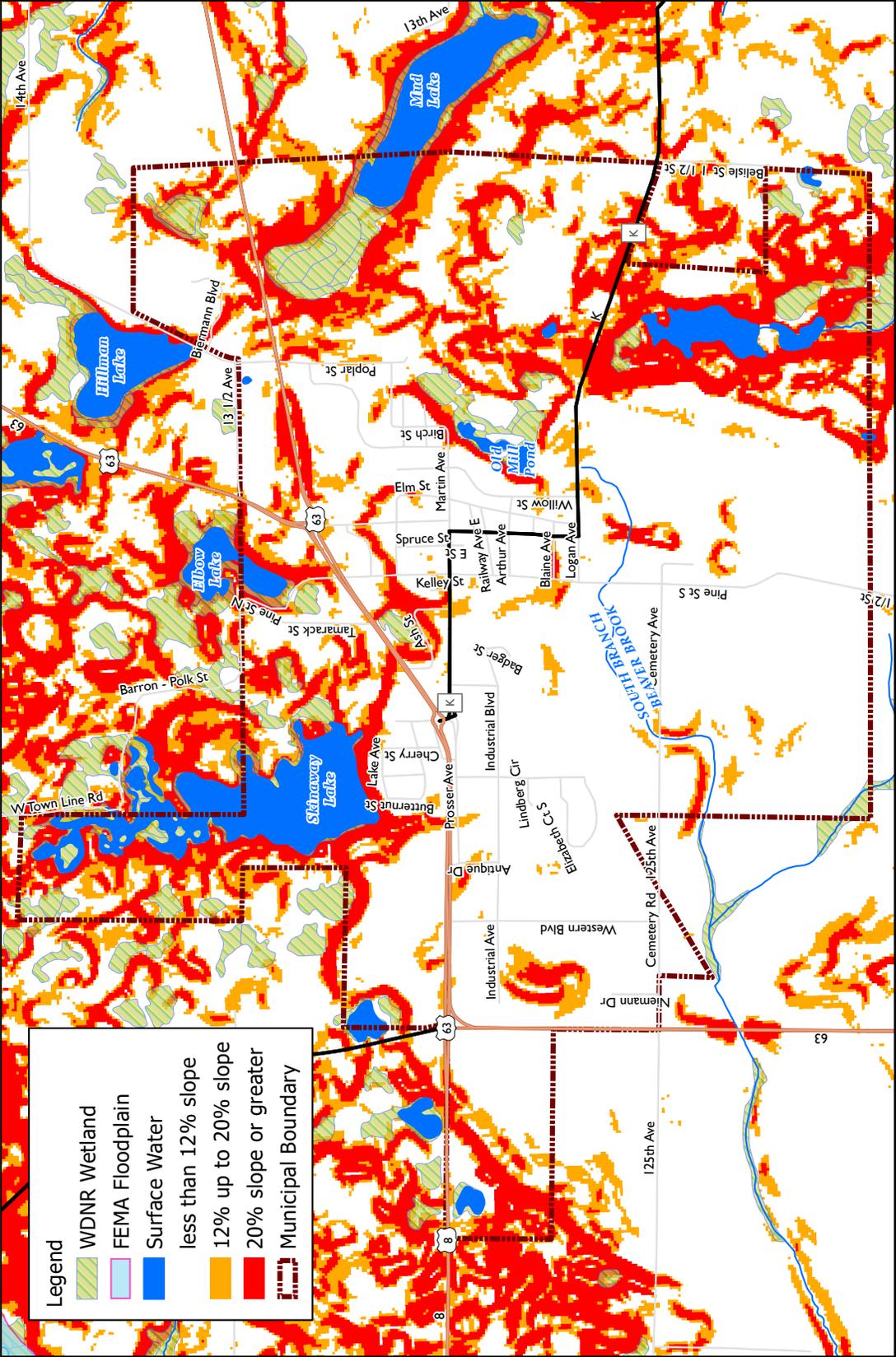
As shown on the map on the following page, there are three primary types of ESAs in the Village of Turtle Lake:

**1. Surface Waters, Shorelands, and Floodplains:** As discussed previously, protecting the surface waters of Turtle Lake is a community priority; and the Village's lakes, streams, shorelands, and floodplains are considered ESAs.

Not shown on the map are the shoreland areas of Turtle Lake. Shorelands are regulated under State Statute to mitigate erosion and runoff, while encouraging healthy habitat. Shorelands are: (a) within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; or (b) within 300 feet of the ordinary high water mark of navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater, excluding certain lands adjacent to farm drainage ditches. This shoreland definition is a regulatory-based setback, though an ecologically-based riparian area could extend beyond the shoreland setback and could also be considered an ESA in some areas.

The 100-year floodplain is also considered an ESA that is protected and regulated to mitigate the damage to property, provide flood storage, and help protect water quality. For purposes of this plan, a floodplain is that land which has been or may be covered by floodwater during a flood event. The terms "100-year flood" and "floodplain" are commonly used interchangeably, and are generally treated as such within this plan. A 100-year flood, often referred to as a regional flood, special flood hazard area, or base flood, is a flood that has a one percent chance of being equaled or exceeded in any given year. This can be misleading as a 100-year flood is not a flood that will occur once every 100 years. The 100-year flood, which is the standard used by most Federal and state agencies, is used by the National Flood Insurance Program (NFIP) as the standard for floodplain management and to determine the need for flood insurance.

FEMA's official 100-year floodplains, as adopted by the Village, are shown on the map. The Village has had no recent problems with river or lake overbank flooding problems. There are potentially three principal structures partially in the floodplain as well as docks and boathouses. The Village's larger flooding challenge has been with stormwater or overland flooding. Please refer to the *Barron County Multi-Hazard Mitigation Plan* for more information on flooding in Turtle Lake.



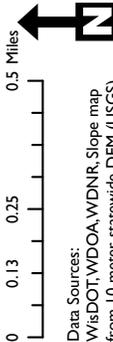
- Legend**
- WDNR Wetland
  - FEMA Floodplain
  - Surface Water
  - less than 12% slope
  - 12% up to 20% slope
  - 20% slope or greater
  - Municipal Boundary



**ENVIRONMENTALLY SENSITIVE AREAS**

VILLAGE OF TURTLE LAKE, WI

November 2019



Data Sources:  
 WisDOT, WDOA, WDNR, Slope map  
 from 10 meter statewide DEM (USGS).

## ***6. Agricultural and Natural Resources***

**2. Wetlands:** Wetlands serve as important groundwater recharge areas, as well as habitat for many unique plant communities and animal species. They also maintain groundwater and surface water quality by filtering runoff, and providing flood storage. The previous map identifies the WDNR-mapped wetland areas within the Village of Turtle Lake according to the Wisconsin Wetland Inventory. Smaller wetland areas (generally less than 5 acres) are often not mapped. The Wisconsin Wetlands Inventory and NRCS Soil Survey, in concert with on-site delineation when needed, should be used in combination to identify potential wetlands. Whether mapped or not, all wetlands are protected from development under WDNR and local regulations. As shown on the map, wetlands pose a very significant barrier to development in some areas of the community and must be considered when making future land use decisions.

**3. Steep Slopes:** Steep Slopes are areas that are more susceptible to erosion, run-off, and flash flooding. Disrupting natural slopes and drainageways with new construction, development, and other activities can create a variety of new problems and hazards. The Wisconsin Department of Natural Resources considers any area of 12 percent or greater to be steep slopes. Soil erosion on slopes 12 percent to 20 percent is often manageable with good practices. The WDNR discourages development of or encroachment upon slopes greater than 20 percent, especially without more intensive or engineered best management practices and erosion controls. Where steep slopes exist, greater attention should be given to site planning, stormwater management, and erosion control, especially when located near surface waters. The previous map generally shows the distribution of steep slopes within Turtle Lake. This map should be used for general planning purposes, since actual topography and elevations will vary by site.

Critical habitat for endangered and threatened species could be considered a fourth type of ESA, if such species are found within the Village in the future.

## **6.4 Agricultural and Natural Resources Goals, Objectives, and Policies**

### **Agricultural and Natural Resources Goal**

Encourage the preservation of community's natural resources so that the Village will be healthy and safe place to live for current and future generations.

### **Agricultural and Natural Resources Objectives:**

- 1) While most farmlands within the Village will continue to be developed, work with adjacent towns on addressing shared farmland preservation goals for the larger area.
- 2) Work cooperatively to protect the natural resources of the community while respecting natural habitats and key environmental areas.

### **Agricultural and Natural Resources Policies (Recommended Actions & Programs):**

#### ***Agricultural Policies:***

- 1) The Village of Turtle Lake should attempt to minimize conflicts between agricultural uses and nonagricultural uses in the future, recognizing that farmland within the Village will continue to be developed for other uses as the community grows. Prior to expansion into agricultural areas and before considering the expansion of utility service areas and municipal boundaries, explore options to encourage infill development. (*ongoing*)
- 2) Work with adjacent towns to coordinate land-use plans for areas adjacent to the Village and consider their farmland preservation goals and policies during Village planning and decision-making. (*ongoing*)
- 3) The Village will continue to recognize and support agri-business as an important part of the local economy. (*ongoing*)

#### ***Natural Resources Policies:***

- 1) Pressures on natural resources will continue as development and land use changes occur over the next 20 years. Potential impacts to natural resources (both beneficial and adverse) will depend greatly on the preservation and protection measures that are enacted and enforced by local, State, Federal, and non-profit resource agencies/organizations, and the actions of individual landowners. Cooperate with residents, the private sector, adjacent towns, Barron County, Polk County, the Wisconsin Department of Natural Resources, and St. Croix Chippewa Tribe to protect environmentally sensitive resources in the area. (*ongoing*)
- 2) Support community programs and educational efforts that promote the protection of natural resources and the environment, including conservation techniques and land use practices that reduce water consumption and energy demand while protecting air and water quality. (*ongoing*)
- 3) Enforce community stormwater regulations to require engineered best management

## ***6. Agricultural and Natural Resources***

practices to minimize non-point source pollution from run-off and drainage. *(ongoing)*

- 4) Preservation of natural resources (wetlands, surface and groundwater, woodlands, shorelines) is an important priority for the Village of Turtle Lake and shall be considered in the decision-making process for all future planning and development decisions. These resources provide recreational opportunities and enhance the quality of life for Turtle Lake residents and for visitors to the area. Continue to protect environmentally sensitive areas, such as shorelands and wetlands, from development. *(ongoing)*
- 5) Continue to monitor and enforce the wellhead protection areas for the Village's municipal wells. *(ongoing)*
- 6) Support Wisconsin Department of Natural Resources watershed initiatives to educate shoreland owners on water quality protection issues, restore altered shoreland vegetation, and discourage the removal of natural vegetation in shoreland and wetland areas. *(ongoing)*
- 7) If need warrants, explore options to control and manage nuisance wildlife within the Village. *(short-to-long term)*
- 8) Maintain Tree City USA status from the Arbor Day Foundation to encourage community pride, environmental education, and provide a framework for community forestry efforts. *(ongoing)*
- 9) Work with WDNR, county land conservation offices, and towns to explore the possibility of aeration systems or other management tools to reduce freeze-outs and algae blooms on Skinaway Lake. If needed, coordinate with these partners and local community organizations or volunteers to conduct additional water quality monitoring and develop a basic lake management plan. *(long-term)*

Numerous Federal, State, regional, local, and private plans and programs exist that contribute to preservation, conservation, or management of agricultural and natural resources in Barron and Polk counties, many of which are summarized in Appendix F.

## 7.0 COMMUNITY PRIDE AND CULTURAL RESOURCES

7.1 Existing Conditions and Needs – Community Pride

7.2 Existing Conditions and Needs – Cultural Resources

7.3 Community Pride and Cultural Resources Goals, Objectives, and Policies

This element of the plan is unique, reflecting the importance that Village residents place on community pride and fostering community. As organized under the State comprehensive planning law, most community plans discuss “cultural resources” as part of an Agricultural, Natural, and Cultural Resources element, like in the Village’s previous comprehensive plan. The comprehensive planning law identifies no distinct plan element regarding “community pride”, sense of community, placemaking, etc. Yet, community pride and creating community were two of the major sections of the CAP Committee Report, which demonstrated the important relationships between community spirit, quality of life, and community vitality. For such reasons, this unique plan element was included in the Village’s plan update.

### 7.1 Existing Conditions and Needs – Community Pride

While “community pride” was one of six primary sections of the **CAP Committee Report**, issues, goals, and recommendations related to fostering and celebrating community can be found throughout the report. For example:

- The **Community Connectivity** section advocates for safe and connected sidewalks and bike lanes that are safe, visually appealing, branded and artsy, while promoting healthy lifestyles and social interaction.
- The **Community Pride** section seeks to create a positive community spirit by fostering service/volunteerism, bringing people together, celebrating history and community, and marketing the community through a unifying brand.
- The **Creating Community** section recognizes the important role in the natural environment and creating quality places that are connected, sustainable, vibrant, and reflect the local culture.
- The **Downtown Revitalization** section likewise embraces the community’s small town atmosphere and placemaking to explore opportunities to enhance the important role the historic central business district has in bringing community members together.
- The **Economic Prosperity** section focuses on the important roles that businesses and tourism has on community pride and vibrancy.
- The **Quality of Life** section recognizes the importance of the Village’s parks in bringing people together and on community identity (e.g., Laker Pride) with strategies to improve and sustain these amenities.

## 7. Community Pride and Cultural Resources

Three strategies or concepts in particular are shared by many or most of the CAP Report sections:

1) The need for a unifying community brand, then market Turtle Lake as a great place to live, work, and play. Community branding and placemaking was discussed at length during a special community meeting during the plan update process in Fall 2019. A community brand is not just a logo or tagline, but is a unique story or message that reflects the community's culture and desired image and reputation. A good brand will differentiate Turtle Lake from other communities. The brand is not only used for marketing, but can be a source of community pride that can be reflected in activities, park amenities, wayfinding systems, and other things the community does.

<b>Community (or Place) Branding</b>	
<b>What is a community brand?</b> Your brand is the image and message that you are communicating about your community or place to your audience. <ul style="list-style-type: none"><li>• The experience people have when they come into contact with your community.</li><li>• It is your desired reputation; what you want people to say when you are not around.</li><li>• The competitive and distinctive identity that differentiates your community.</li><li>• A brand is a promise!</li></ul>	<b>What elements are included in a brand?</b> <b>How might we express our brand?</b> <u>Visual</u> <ul style="list-style-type: none"><li>• logos or graphics</li><li>• color schemes</li><li>• place changes (e.g., murals, landscaping)</li></ul> <u>Verbal</u> <ul style="list-style-type: none"><li>• taglines or slogans</li><li>• marketing messaging</li><li>• marketing materials &amp; promotions</li><li>• letterhead, webpage, &amp; social media</li></ul> <u>Physical or Place Changes</u> <ul style="list-style-type: none"><li>• signage and wayfinding</li><li>• amenities, things to do, &amp; other placemaking</li></ul> <u>Behavioral</u> <ul style="list-style-type: none"><li>• activities, events, and social offerings</li><li>• "community culture" &amp; how we do business</li></ul>
<b>Avoid these Branding Pitfalls</b>	<ul style="list-style-type: none"><li>• Don't be too broad, too general, or cliché! Be definitive.</li><li>• Be authentic, real, and relevant.</li><li>• Make a splash to get attention! Don't play it too safe or be too predictable.</li><li>• Lack of champions or ownership. Not everyone may agree with the brand, but the community must embrace the brand. You can always re-brand down the road if needed.</li><li>• Be ready to deliver on your promise. Exceed expectations "after the sale."</li></ul>

2) Create and maintain great public places that are vibrant and bring people together. Creating public places that promote health, happiness, and wellbeing is placemaking. Under the Project for Public Spaces (or PPS) approach, placemaking capitalizes on local

assets, inspirations, and potential (as defined by those who live, work, and play in a particular place) to create and manage good public spaces. PPS has identified four key attributes that are shared by great places: uses and activities; access and linkages; comfort & image, and sociability. In addition to the four attributes, a vibrant place must also have a “critical mass” of things to do. These things to do must be carefully designed, triangulated, and connected at different geographic levels for the most effectiveness. And vibrant places often need to be programmed, marketed, and maintained, then updated as



from Project for Public Spaces, [www.pps.org](http://www.pps.org)

needs, interests, and opportunities allow. The PPS approach is also grassroots (i.e., as defined by those who live, work, and play in the place). The act of creating and implementing placemaking strategies brings people together and reinforces a sense of community. If needed, start small, gain momentum, and build on successes.

3) The importance of community engagement. As stated in the Community Pride section of the CAP Report, to make a better place and keep the community strong, it is important that residents (and businesses) are active and involved. This include public outreach, transparency, and programming that help keep residents engaged with the Village. Opportunities must be provided so that the voices of residents are heard and the Village should be flexible and responsive to new ideas. The Village government alone cannot accomplish the vision and goals in this Comprehensive Plan. Strengthening community engagement and civic leadership, builds the community pride and volunteerism needed to achieve the vision and goals.

Guiding and inspiring positive community change is the ultimate purpose of both this Comprehensive Plan and the CAP Committee Report. Dr. Dave Ivan identifies the following key traits for successful communities<sup>8</sup>:

- Community leadership should focus on strategies to achieve your community’s greatest hope (i.e., good jobs, happy families, and great life). Great life extends beyond health and financial wellbeing to include purpose in life, social

<sup>8</sup> Ivan, Dave, Ph.D., Michigan State University Extension. *Hope Inspires Action: Leading Positive Community Change.* Presentation at the LWM Chief Executive Workshop. Elkhart Lake, Wisconsin.

## ***7. Community Pride and Cultural Resources***

connectedness with other, and community wellbeing.

- Effective leaders are visionary and provide hope. Hope is the belief that the future will be better than the present and that you have the power to make it so. Hope inspires action and is contagious, allowing communities to build on successes.
- Hope is critical to youth success. Hope among youth is rooted in community connectedness and happy families. Community engagement should include youth engagement.
- You may need to change the narrative, because people move in the direction of their conversations. Community branding can be part of this narrative change.
- Create and support civic leaders by empowering hopeful community members and organizations.
- Hope begins by listening to your community and taking action on what you've heard.

### **7.2 Existing Conditions and Needs – Cultural Resources**

Historical and cultural resources are a valuable way to define local character and distinction. Cultural resources can nurture a “sense of place,” provide an important context for planning, have social or spiritual importance, and help foster community identity and pride. These resources are identified in many manners, including historical buildings, archeological sites, historic districts, museums, and unique landscapes/viewsheds, but can also include cultural programming and events.

No sites of archeological significance requiring action by the Village were identified during the Plan update. The Village of Turtle Lake has no structures or sites listed on the National Register of Historic Places (NRHP), the Wisconsin State Register of Historic Places, or the State Architecture and Historic Inventory (AHI) maintained by the Wisconsin Historical Society. While a few sites and buildings of historic interest exist, primarily in downtown, a historical or architectural survey of the community has not been performed. The CAP Committee Report suggests that there is local interest in maintaining and preserving buildings of historical value as reflected by the volunteer-supported Turtle Lake Museum. The seasonal Museum includes multiple buildings and outdoor exhibits about the area's history.

The School District is also an active center of community social life through band, athletics, etc. As listed at the Village's website, the Village has many active community organizations that help make Turtle Lake a great place to live, work, and play. The Village collaborates with these organizations to offer residents and visitors a variety of programs, services, and events, such as Railfest, the Threshing Bee, the Turtle Lake Fair, Garden Club, and National Night Out.

While the Village recognizes and supports the important roles these historical and cultural resources, activities, and organizations have in fostering and celebrating community, there

were few specific issues or needs regarding such resources identified during the planning process. As a possible exception, the CAP Committee Report did recommend the following:

- Develop a community center, potentially with space for the food pantry.
- A Welcoming Committee should be formed to welcome new residents and businesses.
- The Museum is potentially interested in developing a Veterans Park, though one potential site is owned by WDNR.

### **7.3 Community Pride and Cultural Resources Goals, Objectives, and Policies**

#### **Community Pride and Cultural Resources Goal**

Create a positive, welcoming community spirit by fostering service, empowering residents, celebrating local history, and bringing people together in great public places.

#### **Community Pride and Cultural Resources Objectives:**

- 1) Support efforts to preserve buildings, sites, traditions, and features of historical or cultural significance to the Village and its residents.
- 2) Create a positive, shared message (community brand) for the Village of Turtle Lake that fosters community pride and demonstrates to visitors that Turtle Lake is a great place to live, work, invest, and play.
- 3) Foster active and involved residents, civic leadership, and volunteerism.
- 4) Design, manage, and program public places in a manner that brings community members together and reinforces sociability and other placemaking attributes.

#### **Community Pride and Cultural Resources Policies (Recommended Actions & Programs):**

- 1) Work with private individuals and community groups to inventory the historic assets of the community and, when feasible, encourage the rehabilitation, preservation, or adaptive reuse of these structures if the health, safety, and general welfare of the community is protected. (*short-term; ongoing*)
- 2) Strive to maintain the historically significant architecture and design characteristics of the downtown area and Railway Park as redevelopment, improvement, and infill projects are proposed. (*ongoing*)
- 3) Consider the integrity of architectural design and traditional neighborhood design elements when development or redevelopment occurs in areas with historic structures and during the development of new public facilities. (*ongoing*)

## ***7. Community Pride and Cultural Resources***

- 4) Continue to promote the community's history and traditions as a means of building community identity and pride. *(ongoing)*
- 5) Support efforts of community members and groups to welcome new residents and businesses as well as efforts to organize activities and events that bring people together. *(ongoing)*
- 6) Support and promote the Turtle Lake Museum efforts to preserve and share the community's history as well as their efforts to enhance Museum facilities (e.g., add murals, update buildings, expand exhibits), and the potential establishment of a Veteran's Park. *(ongoing)*
- 7) Develop, implement, and manage a community brand. *(short-term)*
- 8) Maintain active, open dialogue with residents and community organizations in the planning of events, activities, etc. Provide positive leadership by empowering action when possible. *(ongoing)*
- 9) Work with the School District and service organizations to engage youth in volunteerism, community service, and other activities that nurture a sense of ownership and pride. *(ongoing)*

Appendix E highlights some Federal, State, and other plans and programs that contribute to preservation and conservation of cultural resources.

## **8.0 ECONOMIC DEVELOPMENT**

- 8.1 Existing Conditions, Strengths, and Weaknesses
- 8.2 Current Village Economic Plans and Designated Sites
- 8.3 Desired Businesses and Industries
- 8.4 Opportunities for the Use of Environmentally Contaminated Sites
- 8.5 Economic Development Goals, Objectives, and Policies
- 8.6 Other Economic Development Programs

Through planning, a community can anticipate economic change and guide development to achieve the economic vision and objectives for the community. Economic development is about working together to maintain a strong economy which provides a good standard of living for individuals and a reliable tax base for the community. A community's economic development plan should reflect the values of the community and must be carefully linked to the goals, objectives, and policies of the other plan elements.

In accordance with the State comprehensive planning law, this element shall assess categories or particular types of new businesses and industries desired by the Village, assess strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. County, regional and state economic development programs that apply to the Village shall also be identified. This element also draws upon information and recommendations within the CAP Committee Report in Appendix E, including its Downtown Revitalization and Economic Prosperity sections.

### **8.1 Existing Conditions, Strengths, and Weaknesses**

Appendix D provides a description of the economic conditions of the Village of Turtle Lake. Some key findings include:

- The Village's median household income is significantly below that of Barron County overall, while the percent of households living in poverty and the unemployment rate within the Village are significantly higher.
- Nearly 60% of employed Village residents commute outside the Village for their jobs.
- About one-third of jobs within the Village are in the manufacturing sector. The Village has three times more manufacturing jobs compared to the national average.

In February 2005, the Turtle Lake Plan Commission identified and discussed economic strengths and weaknesses. This list was reviewed, modified, and amended by the Plan Commission in 2019 as part of the comprehensive plan update and is summarized in the following tables.

## 8. Economic Development

### *Downtown Commercial*

<b>Strengths &amp; Opportunities</b>	<b>Weaknesses, Gaps &amp; Threats</b>
historic building & historic tie to railroads	many buildings structurally deteriorating
traditional village center	vacancies in store frontages
nearby Old Mill Pond with Museum	lacks a retail anchor; library & post office are current primary anchors
adjacent trail links	difficult to define; mix of uses
nearby housing; customer base	indistinct & unthemed
variety of services	poor visibility and indirect access from US 8 and the St. Croix Casino
TIF/CDBG financing of infrastructure & design elements	challenges in getting businesses and landowners involved
completed some streetscape improvements	limited private funding available for building renovation
Railway Park improved	relocate garbage containers and snow piles at Railway Park
Chamber of Commerce, Venture Downtown, CESA, & nearby industries	limited downtown parking in front of businesses; owners & employees may be using these spots
nearby Library & Village Hall	challenge maintaining unified façade wall with vertical-mixed use; gaps when first floor converted to residential
Casino patrons & employees	
B-Plant property is now vacant and contamination addressed; parking or redevelopment opportunities	

### *Highway Commercial*

<b>Strengths &amp; Opportunities</b>	<b>Weaknesses, Gaps &amp; Threats</b>
St. Croix Casino (patrons & employees)	lack of connectivity to downtown and other areas of community
convenient access for travelers with a variety of traveler retail services	no unifying design; unthemed
crossroads of US 8 & US 63; Stillwater Bridge may increase traffic volumes	not pedestrian friendly; crossings not clearly defined and signalized; safety and speed concerns
development opportunities	

***Industrial/Business Park***

<b>Strengths &amp; Opportunities</b>	<b>Weaknesses, Gaps &amp; Threats</b>
sewer and water capacity available	lack of direct interstate access
fiber optics available	uncertain if there is commercial demand for an airport
undeveloped land for industrial development is very limited	no formal industrial park plan
	no defined industrial park
	industrial mixed with other uses in parts of the Village

***General Economic Development***

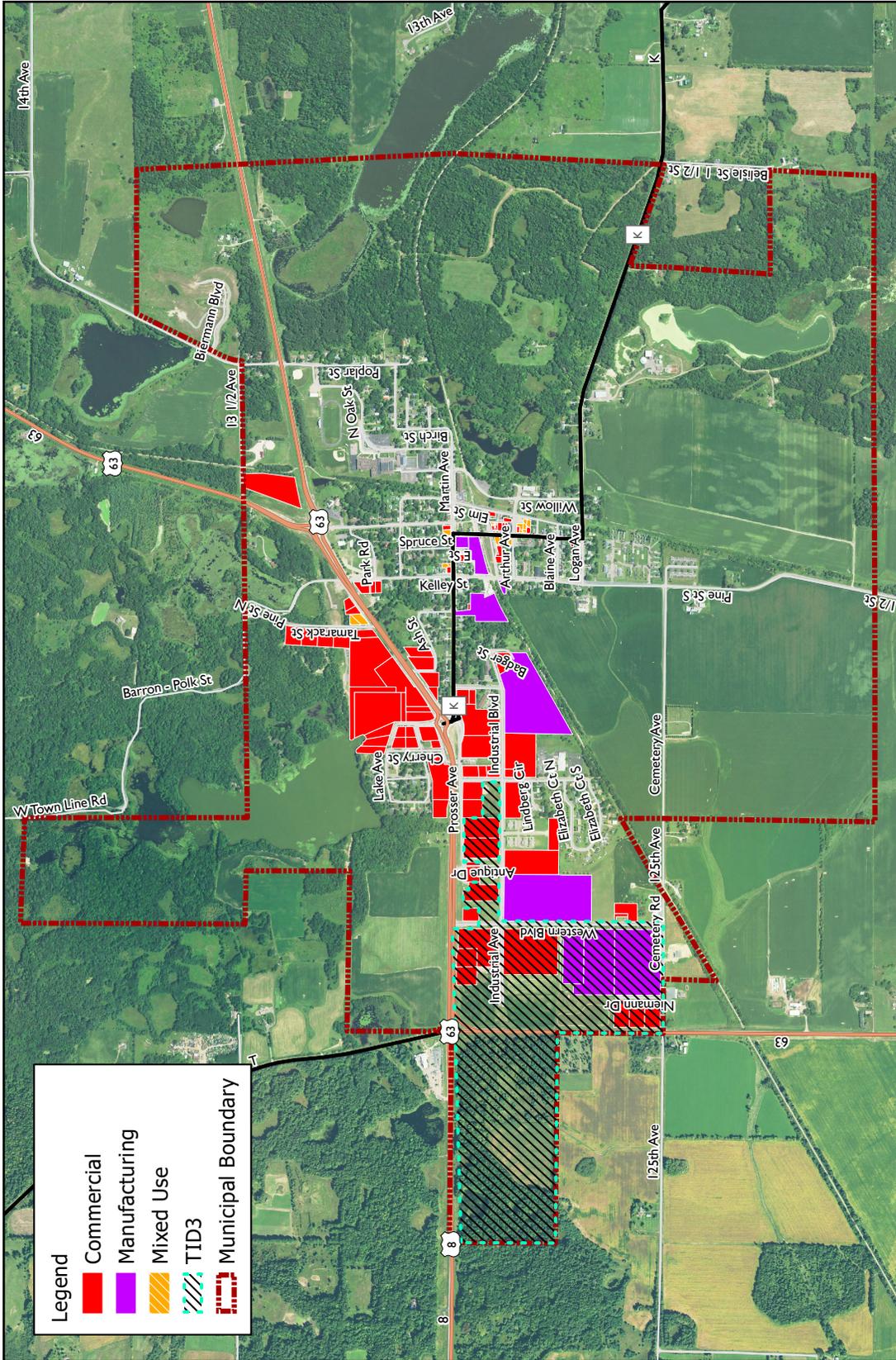
<b>Strengths &amp; Opportunities</b>	<b>Weaknesses, Gaps &amp; Threats</b>
variety of services available	changing demographics
St. Croix Casino	lower average income levels
crossroads of US 8 & US 63	high turnover in population
growing population, including residential development near lakes in the area	distance from interstate & airports
high % of young adults	
established Chamber of Commerce	
available resources & assistance from many partners and groups	coordination of many groups and partners can be a challenge

**8.2 Current Village Economic Plans and Designated Sites**

The map on the following page identifies parcels within the Village with assessed commercial or industrial businesses as of November 2019. The highest densities of commercial development can be found in the central business district downtown and along U.S. Highway 8, with some smaller services and home-based businesses scattered in other areas. Both commercial and industrial uses can be found in the Turtle Lake Business Park on the community’s west side. Other industrial uses are largely scattered along the former rail line, most notably Hartzell Manufacturing and World Food. To ensure adequate and appropriate sites for future economic growth, the existing and planned distribution of businesses in the community is discussed further in the land use element (Section 10).

The Village does not have a formal economic development program or other economic plans, with the possible exceptions of one tax increment financing project plan, participation in the WEDC Connect Communities Program, and the recommendations in the CAP Committee Report. To meet local economic goals, the Village works with a variety of businesses and partners with other community, county, regional, and State organizations. Many of these programs and partners are identified in Appendix F.

# 8. Economic Development



**Legend**

- Commercial
- Manufacturing
- Mixed Use
- TID3
- Municipal Boundary

July 2020

0 0.13 0.25 0.5 Miles

Data Sources:  
 WisDOT/WDOA, WDNR,  
 Parcels from 2017 Tax Roll Year,  
 2018 Aerial Image (USDA).

## BUSINESS & INDUSTRY

### VILLAGE OF TURTLE LAKE, WI



Turtle Lake has one active tax increment financing (TIF) district, the boundary of which is also included on the map on the previous page:

TID #	Base Year	Type	Maximum Life	2019 Value Increment
3	2008	Mixed-Use (6)	11/17/2028	\$17,406,700

Village of Turtle Lake Tax Increment Financing District #3 (TID #3) lies within Barron and Polk counties with a majority of its value in Polk County. TID #3 was created in order to finance street, electric, water, and sewer upgrades on the community’s west side. As of 2019, 17.71% of the Village’s total equalized value is located within TID #3. Until TID #3 is terminated, the Village is unable to create a new TID due to the 12% equalized value test under current State rules.

As reflected in the future land-use plan map in Section 10, three primary areas for future commercial and industrial development have been identified:

***Downtown Commercial District***

Professional and financial services, specialty retail, cafes, governmental buildings, and other small businesses will continue to be focused in the downtown area centered along Maple Street and along Martin Avenue between Pine and Elm Streets. Over time, it is hoped that some residential uses will be converted to governmental or commercial use to better unify the downtown and increase its identity, especially in the area around the existing Village Hall and south towards Logan Avenue along the east side of Maple Street. The recent relocation of the library provides a service anchor on the south end of the downtown.

Continuing to improve and program Railway also helps to unify the downtown area and the existing trail system can help link the downtown to other community parks and neighborhoods. Demolition of the badly deteriorated B-Plant/Creamery building has provided an additional opportunity for commercial development or public parking for the downtown and nearby Railway Park.

Special attention and support should be given to the attraction of a unique retail anchor which has the potential of enticing large numbers of tourists and Casino patrons to the downtown area. Examples of communities with similar anchors include The Wood Shed (Amish goods) in Augusta or The Norske Nook (pies/food) in Osseo. In lieu of an established anchor business, unique themed attractions (e.g., Trollway in Mount Horeb) or events (e.g., regular farmer’s markets) can also be used to help draw visitors and residents to the downtown.

***Highway Corridors***

Commercial development along US Highways 8 and 63 will be dominated by two types of businesses:

- 1) convenience-oriented commercial services (e.g., gas stations, automotive repair/service, hotels, hospitality, restaurants/fast food) targeting travelers

## ***8. Economic Development***

- 2) commercial retail businesses which require substantial acreage which would be inconsistent with the scale of the downtown commercial district (e.g., automotive sales, grocery stores, large retail outlets, recreational)

These businesses will be largely located adjacent to the highways. The Plan also recognizes that additional recreational- and hospitality-oriented development may also be appropriate for portions of the community near the southwest and west sides of Skinaway Lake.

### ***Industrial/Business Park***

One of the issues identified during the planning process was the lack of land available for industrial and business park development. In response, acreage north and south of the existing cheese factory on Western Boulevard was identified as appropriate for industrial use, as well as a larger, contiguous area to the west of Western Boulevard as well as potential growth areas on the west side of the community as discussed in the land use element (Section 10). These areas were deemed appropriate for such uses given their compatibility with adjacent land uses, the availability of infrastructure, and good accessibility for truck traffic. Further, it was decided that it would be appropriate to broaden the traditional definition of “industrial park” to also encompass larger office and research facilities, thus identifying the area as a business park.

Economic development projects proposed for other areas of the community will be evaluated closely on a case-by-case basis and should be compatible with adjacent land uses and consistent with the vision, goals, objectives, and strategies presented in the *Village of Turtle Lake Comprehensive Plan*.

### **8.3 Desired Businesses and Industries**

Like most area communities, the Village of Turtle Lake would welcome most economic opportunities that do not degrade valued natural resources, sacrifice community character, or add a disproportionate level of Village services per taxes gained. The Village envisions that it will continue to serve as a commercial and employment center for the area with a diverse mix of retail and commercial services, along with a strong manufacturing base.

Desired business and industries for Turtle Lake include:

- retention and growth of the Village’s existing industries;
- businesses that offer good-paying jobs, including trades and the manufacturing jobs of the future;
- retention of downtown commercial businesses and services and attracting new retail and businesses to empty storefronts;
- tourism-related businesses, outdoor-based recreational businesses, and highway commercial development that encourage travelers to stop in Turtle Lake and make the Village a tourist destination; and,

- service businesses that support residents and businesses, while attracting young families.

The types of new businesses or industry desired by the Village of Turtle Lake grow out of the vision statement. Principally, it is envisioned that the community will maintain a mix of new businesses and industries. Of great concern is the revitalization of the central business district with commercial services, retail, professional offices, and specialty shops. Many of these would be small businesses or services, possibly created with support from the Village and other programs.

A second commercial district along U.S. Highway 8 will continue to primarily serve the highway traveler. The attraction of new industries to offer families good employment opportunities, income, and benefits is equally important. It was also envisioned that greater emphasis will be placed on the siting and physical design of new businesses and industries, as well as their compatibility with adjacent uses, in the future.

#### **8.4 Opportunities for the Use of Environmentally Contaminated Sites**

Since the 2005 Comprehensive Plan, the deteriorating B-Plant/Creamery, former Feed Mill and old Masonic Lodge structures have all been demolished. The Village, in conjunction with the Wisconsin DNR, is currently working with the B-Plant owner to address contaminated soils at this site due to leaking transformer(s) and may pursue brownfield grant dollars to assist with the costs. As discussed previously, the B-Plant site located downtown provides a redevelopment opportunity for a commercial or community building or to address needed public parking. The former Masonic site is proposed for uses compatible in a residential district. No additional opportunities for potential brownfield redevelopment projects were identified during this plan update.

#### **8.5 Economic Development Goal, Objectives, and Policies**

##### **Economic Development Goal**

The Village of Turtle Lake will have a diversified and vibrant economy that offers good-paying, stable employment opportunities through small business development, attracting industry, collaborative partnerships, and maintaining planned, vibrant commercial areas.

##### **Economic Development Objectives:**

- 1) Promote economic development strategies that support existing businesses and promote a diversity of industry and business types and sizes, including small business development strategies, promoting high-tech infrastructure, and the marketing of the industrial/business park.

## ***8. Economic Development***

- 2) Work with local businesses, educational institutions, and other partners to attract, develop, and maintain an available workforce with the skills needed by existing and desired businesses.
- 3) Encourage orderly, planned economic development that minimizes conflicting uses, is convenient to patrons, encourages investment in the community, and is consistent with the Village's vision.
- 4) Downtown Turtle Lake will provide a branded, focal point and community gathering place for the Village with a pedestrian- and family-oriented design achieved through structural rehabilitation, marketing, infrastructure improvements, and by encouraging small business development, community services, mixed uses, and specialized retail businesses.
- 5) The Village will guide, support, and empower the Chamber of Commerce, Venture Downtown, community organizations, local businesses, financial institutions, and residents to take a leadership role in the implementation of the economic development policies recommendations in this plan.
- 6) The Village recognizes that the goals and objectives of many other plan elements are crucial to the economic success of the community, such as access to affordable housing, the protection of natural resources, community pride/quality of life, and the provision of quality transportation infrastructure, utilities, and community services.

### **Economic Development Policies (Recommended Actions & Programs):**

#### **General Economic Development Policies**

- 1) In partnership with community organizations and partners, utilize the economic prosperity and downtown revitalization principles and recommendations in the CAP Committee Report to: (*ongoing; various*)
  - Support, retain, and grow existing businesses, including the creation of a Business Resource Center with access to helpful business planning materials, training programs, marketing support, and financial assistance. (*short-term*)
  - Recruit new businesses through planning, marketing, and incentives, including the reuse of vacant downtown buildings and making new areas available for business park development.
  - Support workers, including career resources, apprenticeship and technical skill programming, and providing a good quality of life and access to desired housing.
  - Capitalize on tourism, including creating a shared brand message and improving coordination between various economic and tourism committees and organizations so that the entire community is working towards shared goals.
  - Revitalize the downtown through placemaking, marketing, and supportive efforts that: beautify, unify, and welcomes visitors; increases the visibility of downtown; seek and retain businesses; and nurtures the downtown's role as the community's central

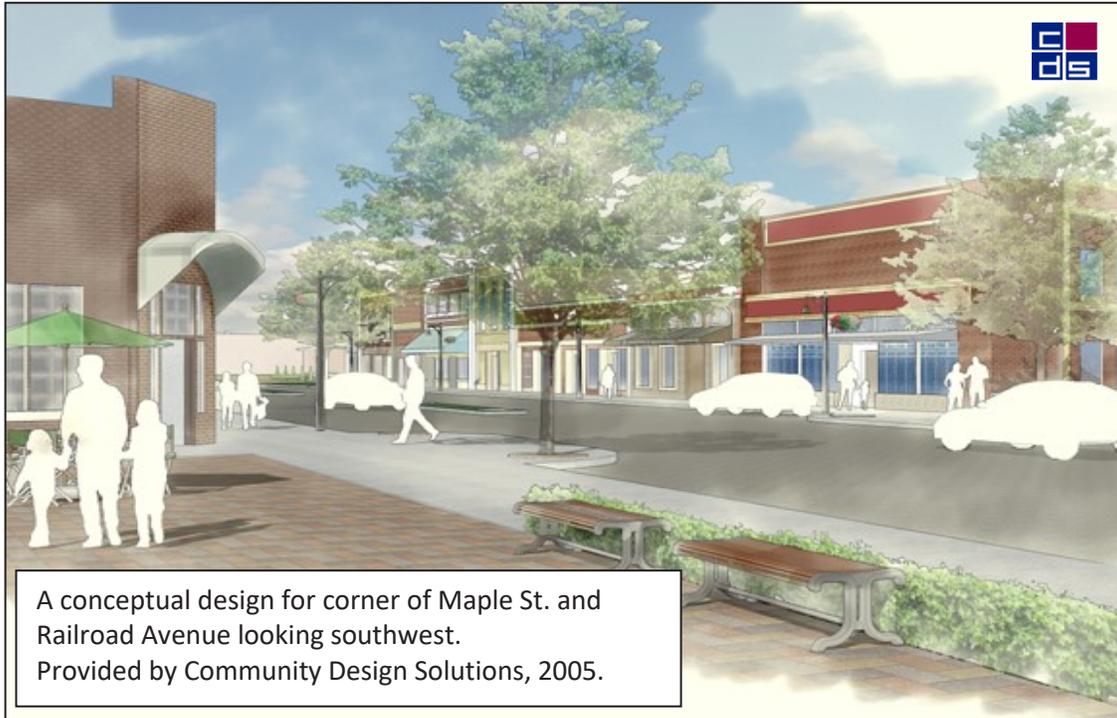
gathering place. Venture Downtown and business owners are key partners for these activities.

- 2) Work with local utility providers to ensure the availability of hi-tech infrastructure to help support the latest Internet-based technologies. *(ongoing)*
- 3) Foster and maintain strategic partnerships with existing business groups and economic development agencies to attract new businesses to the Village, provide support to existing businesses and help entrepreneurs establish new small businesses. *(ongoing)*
- 4) Work closely with the Chamber of Commerce to strengthen the ties between the business community, entrepreneurs, the Village government, and residents. *(ongoing)*
- 5) Continue to utilize the Village website to market the many positive attributes of the Village as an attractive place to live, along with the available economic development opportunities. *(ongoing)*
- 6) Continue to explore and utilize tax increment financing and grant funding to provide infrastructure and incentives to support economic growth. When TID #3 closes, consider establishing one or more new tax increment financing districts to support workforce housing, downtown redevelopment, and other business development. However, prior to termination of TID #3, consider approval of an affordable housing extension to support needed housing in the community. *(ongoing)*
- 7) Work with educational institutions, partner organizations, and area businesses to encourage programs and partnerships that: (i) nurtures the creation of the next generation of manufacturing and technology-related jobs; (ii) provides local post-secondary educational programming if possible; and (iii) develops and attracts a skilled workforce within the Village of Turtle Lake that supports the needs of local businesses. Organize an “open house” of local industries for students and the general public; help advertise associated job opportunities. *(ongoing)*
- 8) When evaluating proposed development projects and economic incentives, the Village will consider all costs and benefits to ensure a development and incentives will not be a burden on the community and its residents. Strive to limit new commercial and industrial activities to those areas designated for such use on the Future Land Use Map in order to minimize adverse impacts upon surrounding land use, particularly residential use. *(ongoing)*

## 8. Economic Development

### Downtown Policies

- 1) Continue to utilize the design concepts developed by Community Design Solutions and the placemaking concepts in Section 7 for downtown enhancements that are pedestrian-friendly, attractive, and consistent with the community's historic character.



Promote those infrastructure improvements, landscaping, facade improvements, building renovation projects, and architectural designs consistent with the themed design. *(ongoing)*

- 2) Draw upon the resources and Main Street-style principles of the Connect Communities program through the Wisconsin Economic Development Corporation for downtown revitalization assistance. Utilize these resources to consider developing and implementing a marketing plan and brand for downtown Turtle Lake. *(ongoing)*
- 3) Infill and new development in the downtown area and adjacent residential neighborhoods should be encouraged to use traditional architectural design, site layout, and landscaping features. *(ongoing)*
- 4) Promote the use of the Village's business fund and the Regional Business Fund's Façade Loan Program to maintain or renovate downtown facades. Strongly encourage any proposed façade repairs or construction to be consistent with the Village's downtown design guidelines and the historical context of the downtown historical district. Review and update the Village's design guidelines for the downtown façade program if needed. *(ongoing)*

- 5) Strive to maintain a unified, two-story façade wall with commercial uses on the first floor and residential uses on the second floor in Turtle Lake’s historic downtown. Encourage higher density, multi-family, and senior housing within and nearby the central business district that is compatible with and complimentary to the primary economic and service functions of the downtown area. (*ongoing*)

**Downtown  
Vertical  
Mixed Use**

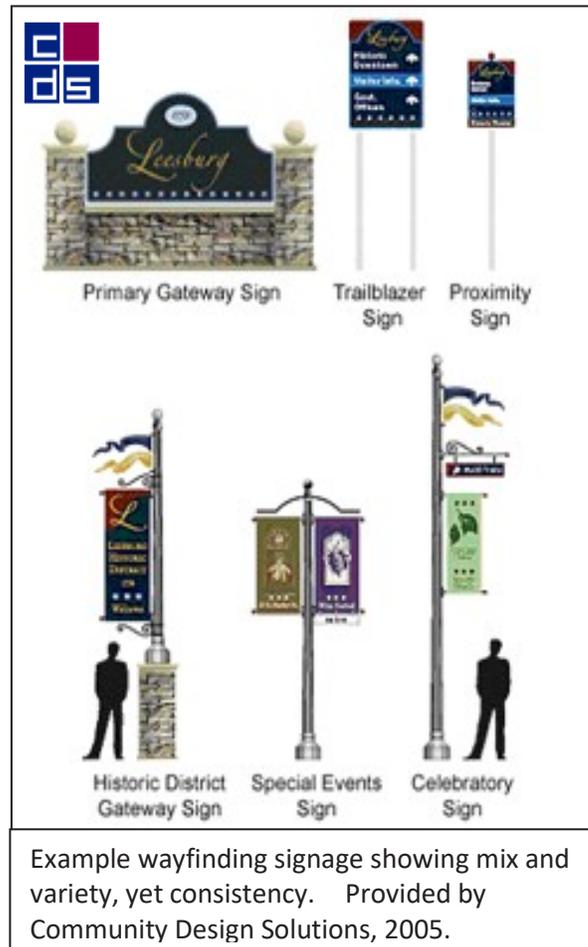


*The majority of downtown buildings should be mixed use, with ground-floor retail and service uses and upper-floor office and residential uses. This combination optimizes parking facilities and keeps downtowns in use 24 hours a day. Source: Gould Evans Associates*

- 6) Support and encourage regular events in the downtown area to increase visibility and to draw patrons into the area. (*ongoing*)
- 7) Conduct a downtown parking assessment, including the use of parking spaces in front of stores by business owners and employees. Work with businesses and landowners on options to keep convenient parking spaces available for customers use, exploring parking controls if needed. Continue efforts to improve the visibility/wayfinding for downtown parking. Develop additional public parking downtown if needed, such as at the former B-Plant site. Consider aesthetics, placemaking, and flexibility in use/programming when designing new parking areas. (*short-term*)
- 8) Utilizing the Connect Community resources and building on the community branding effort, develop a strategy to attract and retain downtown businesses: (*short-term*)
- a. Build a “business case” to demonstrate why Turtle Lake is a good place to start a business. Demonstrate that great things are happening in the community. Identify and share potential incentives and resources for entrepreneurs and potential businesses. Identify and market these resources, opportunities, and available commercial properties to desired businesses. (*short-term*)
  - b. Promote the development of small specialty shops in the downtown which appeal to tourists and travelers, with special attention to opportunities that may allow for the establishment of a unique retail anchor. (*ongoing*)
  - c. Promote the development of community and professional services in the downtown (e.g., banking, real estate, financial, day care, laundry, offices, beauty salons) that serve the community and larger area. (*ongoing*)

## 8. Economic Development

- 9) Improve connectivity and wayfinding on U.S. Highway 8 to better direct and entice travelers to visit Turtle Lake's downtown. Develop a community brand as recommended in Section 7; the downtown may have its own, unique brand within the larger community brand. Utilize branded signage, banners, lighting, and/or landscaping elements to better link U.S. Highway 8 to the downtown. Follow the wayfinding signage concepts presented by Community Design Solutions regarding mix, consistency, and abundance. (*short-to-long term*)
- 10) Further develop the concept of the "downtown gateway" at the corner of Maple Street and Martin Avenue as presented by Community Design Solutions. Utilize signage, rounded curbs, landscaping, and potentially road medians with vegetation at the entrances of the downtown. Utilize these concepts to visually "straighten-out" Maple Street where it intersects Martin Avenue. (*long-term*)
- 11) Encourage infill and continuity of commercial and governmental buildings in the central business district along Maple Street and around adjacent corners. Utilize appropriate land-use policies and unique, repetitive design elements (e.g., pavement, landscaping, light fixtures, street furniture, facade design), to better distinguish the downtown district from adjacent residential areas. (*ongoing*)
- 12) Continue to improve and program Railway Park as a central meeting place for the community and as a location for downtown events as discussed in other plan elements. (*ongoing*)
- 13) Work with WDNR to address land ownership issues and improve downtown trail connectivity and trailhead/parking areas, including potentially moving the trail near the carpet store. (*long-term*)



### Highway Commercial Policies

- 1) Improve and enforce design standards for signage, frontage roads, and landscaping along the highway corridors to minimize the current cluttered and unappealing appearance, while promoting a common identity or theme. Ensure that the zoning code adequately addresses development standards that reflect the characteristics of the Village (e.g. appropriate building materials, setbacks from natural resources, signage, lighting, landscaping, etc.). (*ongoing*)

- 2) As discussed elsewhere, through signage, lighting, and/or landscaping, improve visibility and connectivity link to the downtown. (*ongoing*)
- 3) As discussed in Section 4, work with the Wisconsin Department of Transportation to decrease speeds, and improve safety and multimodal connectivity within the U.S. Highway 8 corridor, including for employees who walk or bike to work. Continue to partner with WDOT and St. Croix Chippewa to ensure safe vehicle access (e.g., signalization, traffic calming, roundabout) and improved multimodal connectivity for Tribal businesses. Highway improvements may candidates for WDOT Transportation Economic Assistance (TEA) grant if jobs are being created or retained. (*short-term; ongoing*)
- 4) Commercial development in the U.S. Highway 8 and U.S. Highway 63 corridors should primarily provide convenience retail services to travelers (e.g., gas, food, hospitality) or be of a type which would likely be incompatible with the character of the downtown (e.g., large auto dealerships, supermarkets). (*ongoing*)

### **Industrial/Business Park Policies**

- 1) Identify adequate areas on the future land-use plan map for additional industrial/business park development. Provide services to these growth areas as demand warrants and resources allow, potentially exploring TIF and grant financing if needed. (*ongoing*)
- 2) Redefine the industrial park to include traditional industries as well as compatible business park uses, such as office buildings, technology development, and research and development firms. (*ongoing*)
- 3) Continue to work with the Economic Development Corporations of Polk and Barron counties to attract industries and businesses to the Village's business park. (*ongoing*)
- 4) Develop a marketing strategy for the Village's business park. (*long-term*) Consider strategies such as:
  - Improving and marketing "shovel ready" sites with the infrastructure likely to be desired by business investors, including the administrative and regulatory infrastructure that demonstrates the Village's commitment to being a partner and will allow for timely reviews and approvals.
  - Continue working with County economic development corporations to attract business investment and address local workforce needs.
  - Be proactive in marketing of available land and incentive packages. In particular, focus on industry clusters that further support existing industries and economic activities in the region.
  - Community quality of life and amenities are also important in attracting (and marketing to) business investors.
  - Consider listing available sites with the Momentum West Gold Shovel Ready program. Larger sites may be eligible for listing with the WEDC Certified Sites program.

## *8. Economic Development*

In summary, future commercial and industrial development in the Village of Turtle Lake is most likely to occur along the main highways and in the industrial/business park. Opportunities for redevelopment, infill, and adaptive reuse also exist downtown. The development of this Comprehensive Plan is seen as an important step to plan for the type, size and location of development. New business will be important for the Village Turtle Lake to continue to grow and prosper. It will also increase the tax base for the Village. The Village of Turtle Lake encourages new businesses to infill/reuse vacant or under-utilized commercial properties with existing services when possible. Commercial and industrial businesses should be sited and operated in a manner that mitigates potential land use conflicts with nearby uses and does not negatively impact water quality and other natural resources.

Available economic development programs, tools, and resources were considered when updating the previous sub-section of this plan, but these resources (as well as needs and opportunities) change over time. The Village should not limit itself and should continue to explore all opportunities to meet its economic development vision, goals, and objectives.

There are a variety of local, regional and statewide economic development programs, partners, and tools available to municipalities to assist them with supporting existing businesses and recruiting new businesses. In addition, there are programs available for individual businesses to assist in startup and expansion. The Village relies greatly on local partners (e.g., Chamber, Barron & Polk County EDCs, WCWRPC) to take a lead role in economic development and marketing for the community. Appendix F includes a description of the primary county, regional, State, and Federal resources that can assist the Village of Turtle Lake with its economic development efforts. This is not intended to be a complete list, but rather the most likely tools to be used by Turtle Lake.

In addition to these partners and resources, a variety of programs and tools are available that align with these strategies, such as tax increment financing (TIF), business improvement districts (BID), Main Street programming, tax abatement, low-interest business loans, workforce development programs, and business incubators. Effectively using such tools may require an investment by the community (or a partner) to provide resources such as staff to organize and manage these tools, foster partnerships, and secure and manage funding. The partners identified in Appendix F are available to the community in navigating and exploring these economic tools.

## 9.0 INTERGOVERNMENTAL COOPERATION

- 9.1 Existing Conditions
- 9.2 Existing Partnerships, Agreements, and Intergovernmental Plans
- 9.3 Intergovernmental Issues and Opportunities
- 9.4 Intergovernmental Cooperation Goals, Objectives, and Policies

Advances in technology and improved mobility have resulted in the faster and easier movement of people, money, goods, and other resources across jurisdictions. Likewise, budget constraints are encouraging many municipalities to explore partnerships and collaborative efforts to provide services more efficiently. Many issues cross intergovernmental boundaries, affecting more than one community or governmental unit. And the decisions, plans, and strategies of one community can impact neighboring jurisdictions. Through intergovernmental cooperation, communities can anticipate potential conflicts in plans and policies in order to identify potential solutions to mitigate such conflicts. Governmental units may also identify opportunities for cost-sharing, competitive bidding, and other strategies to leverage available resources to everyone’s benefit.

Per the requirements of Wisconsin’s comprehensive planning legislation, this element of the Comprehensive Plan includes a compilation of goals, objectives, and actions (policies and programs) for joint planning, cooperation, and decision making with other jurisdictions. It will also identify existing and potential conflicts between the Village of Turtle Lake and other governmental units, and should include processes to resolve such conflicts. The Statutes also require the adopted plan to be distributed to adjacent and overlapping jurisdictions. However, these other jurisdictions do not approve a community’s plan. There is no requirement that a community’s plan must be consistent with the plans or policies of any other governmental unit or regional plan, or vice-versa.

### 9.1 Existing Conditions

The Village of Turtle Lake shares a common border with the towns of Beaver (Polk County), Almaena (Barron County), and Turtle Lake (Barron County). Since 2010, population in the towns of Beaver and Turtle Lake have increased, while Almaena has experienced a decrease:

Town	2010 Census Estimated Population	2019 State Estimated Population (WDOA)
Beaver	835	845
Almena	858	849
Turtle Lake	624	641

Agriculture dominates the taxable property within these towns—about 60% of taxable acreage in Almaena and Turtle Lake and about 50% in Beaver. Almaena and Beaver in particular have a number of relatively larger lakes, with corresponding lake management districts. Other intergovernmental relationships exist with the Turtle Lake Area School District, Barron County, Polk County, St. Croix Chippewa Tribe, WCWRPC, WDNR, WisDOT, and several other State

## *9. Intergovernmental Cooperation*

agencies/departments. The Village is also within the taxing jurisdiction of Wisconsin Indianhead Technical College.

Enhancing the relationship of the Village with all adjoining and overlapping jurisdictions can and will advance dialogue and actions necessary to ready the Village for future changes in land use and growth pressures. Many of these jurisdictions have their own plans that should be considered by the Village of Turtle Lake to avoid intergovernmental conflicts and explore win-win opportunities.

No major conflicts between the Village's current Comprehensive Plan and the comprehensive plans of adjacent towns and Barron and Polk counties were identified. To the knowledge of the Village, most of these other comprehensive plans have not been recently updated; most have expired or will expire in 2020; it is not believed that the Town of Turtle Lake has adopted a plan in the past. The comprehensive plans of adjacent towns, Barron County, and WCWRPC do have some common themes, such as the importance of agriculture, protecting water quality and environmentally sensitive areas, encouraging economic development, supporting public safety, and encouraging intergovernmental cooperation.

As part of the Plan update, adjacent towns, the School District, and Barron County were provided a copy of the public hearing notice for the draft plan and invited to comment. PDF versions of the final Plan, once adopted, will be sent to adjacent and overlapping jurisdictions in accordance with the State comprehensive planning law.

### Adjacent Jurisdictions

The Village of Turtle Lake generally maintains a cooperative relationship with all adjoining towns and, overall, there are no major conflicts. Existing and future land use activities and community facility developments in the towns are not anticipated to impact the Village or its residents or property owners. It is not uncommon for towns to identify annexation (and, possibly, extraterritorial powers) as being a potential source of conflict in the future. Town comprehensive plans often recommended proactive communication with the incorporated villages and cities to help avoid such conflicts. When growth or annexation conflicts are expected, a more formal boundary agreement plan or the use of dispute resolution may be recommended to address land use, regulatory, and boundary concerns before they become an issue. As the need grows for the provision of services to an increasing population and housing density, cooperative ventures between the Village of Turtle Lake and the towns must be explored.

### Turtle Lake School District

The majority of students in the Village of Turtle Lake attend public school in the Turtle Lake School District. The Village's relationship with the School District can be characterized as cooperative and good. The Village assists the School District by sharing heavy equipment and resources in the past and will continue to do so. This



relationship is important to support anticipated growth, to ensure adequate school capacity, and continue making Turtle Lake an attractive place to live.

### County and Regional Agencies

The Village of Turtle Lake is located in Barron and Polk counties, so the Village and these counties interact on certain issues. The counties have limited regulatory authority within the Village, but do provide a variety of services to the community as discussed in other plan elements. The relationship between the Village of Turtle Lake and the counties are overall positive with open communication. Continued coordination and cooperation with the counties will be important to realize the vision of this plan.

Barron County, Polk County, and the Village of Turtle Lake are part of the West Central Wisconsin Regional Planning Commission (WCWRPC). Regional planning commissions provide planning assistance, assist local interests in responding to state and federal programs, serve as a coordinating agency for programs, and provide other technical and advisory assistance to local governments. WCWRPC provided facilitation support to Turtle Lake in the update of this Comprehensive Plan and various business development issues. WCWRPC maintains a regional master plan that provides general guidance for communities and regional initiatives that was considered during this Plan update.

The other plan elements identify a variety of State programs and resources that benefit the Village of Turtle Lake, which are summarized in Appendix F.

## **9.2 Existing Partnerships, Agreements, and Intergovernmental Plans**

The number of existing intergovernmental plans, agreements, and formal relationships that include the Village of Turtle Lake is limited. The primary intergovernmental agreements involving the Village of Turtle Lake are:

- Coordination with Barron County on various services, such as emergency management, law enforcement, land & water conservation, recycling, hazardous waste disposal, state and county highways (equipment sharing, snowplowing), economic development, and senior/ADRC services.
- Emergency services agreements (EMS, Fire, Ambulance, etc.).
- General coordination with the Turtle Lake Consolidated School District, if needed.
- Public works mutual aid and support with surrounding communities, if needed.
- Informal arrangements regarding road maintenance and snow plowing existing with surrounding Towns.

The Village is encompassed by a number of Barron and Polk County plans and ordinances, though Village approval of these documents was not necessarily required and Village participation during their development may have been minimal. Examples include county recycling ordinances/policies as well as county hazard mitigation plans. General guidance for

## ***9. Intergovernmental Cooperation***

other specific issues may be obtained from the plethora of other local, regional, and State plans and programs summarized in Appendix F. While not technically intergovernmental, it is also important to recognize the efforts of the Village's many volunteer and service groups.

### **9.3 Intergovernmental Issues and Opportunities**

During the planning process, the following key intergovernmental issues and opportunities were identified:

- 1) There is limited resident knowledge of the Barron County recycling and Clean Sweep programs. Access to the Clean Sweep Program is infrequent and limited by distance. More regular, convenient access for residents and businesses is needed. No local options are available for the disposal of batteries. The School District and local businesses, such as the Casino, can be key partners in helping to address these growing challenges.
- 2) The Village of Turtle Lake has extraterritorial plat review authority within 1.5 miles of its Village boundary through its Subdivision Ordinance, though it has not been used frequently. The map at the end of this section generally shows the current geographic extent of these extraterritorial powers.
- 3) A number of issues regarding emergency management were identified:
  - In the past, the Village was hoping to retain an ambulance service that would be based in the Village and could serve the larger area. The new Cumberland Hospital, which provides ambulance service, may provide an opportunity to build a new ambulance garage in Turtle Lake.
  - Except for fire and law enforcement, there are no formal agreements regarding mutual aid support from other communities during emergencies or following times of disaster; limited resources are available.
  - The incidents of crime may be increasing and the community's location in two counties is an added challenge for emergency planning, communications, and response. It is important to strengthen relationships and communication with county law enforcement and the St. Croix Chippewa Tribe to address such trends.
- 4) Community educational and recreational programs are often available to residents throughout the School District. However, budget restraints make the availability of these programs in the future uncertain. The community also lacks local access to post-secondary educational programming for area residents.
- 5) Opportunities exist to use strategic partnerships with existing county, private, and federal agencies to further support the Village's housing and economic development goals.
- 6) Continued communication and coordination with Wisconsin Department of Transportation is very important. The Village expresses a desire to provide continued input on improvements, aesthetics, and safety within the U.S. Highway 8 corridor, such

as speed controls, additional roundabouts, and improving multimodal safety and connectivity as discussed in the Transportation element (Section 4).

- 7) More formal and regular discussions with counties and adjacent units of government regarding services sharing would be beneficial. Additional multimodal and recreational trail connectivity opportunities in the Turtle Lake area exist and are worth considering, but would require partnerships with other units of government.
- 8) The Village's location on the boundary of Barron and Polk Counties poses both opportunities and challenges. The Village has the opportunity to work with both county governments and further maximize available resources, though this requires increased coordination and time. Historically, the Village has been more associated with Barron County in which the majority of the Village is located, but with recent growth on the Village's west side in Polk County, the Village has been increasing its coordination with Polk County officials. Also, the Village's distance from County services can pose additional challenges, such as the need for improved weather warning systems and the coordination of snow removal which were discussed during the planning process.
- 9) The St. Croix Chippewa Tribe is a sovereign nation and is the largest employer within the Village. It is important to improve and maintain intergovernmental cooperation with the St. Croix Chippewa Tribe to meet shared goals that benefit the entire community.

## **9.4 Intergovernmental Cooperation Goals, Objectives, and Policies**

### **Intergovernmental Cooperation Goal**

Establish and maintain mutually beneficial relations with neighboring units of government as well as both Barron and Polk counties, the Turtle Lake Consolidated School District, the St. Croix Chippewa Tribe, and other State and regional programs.

### **Intergovernmental Cooperation Objectives:**

- 1) Maintain communication with adjacent governmental units to identify and discuss existing or potential conflicts.
- 2) Create strategic partnerships and utilize intergovernmental agreements to achieve community goals and provide quality, efficient services by maximizing existing resources.
- 3) Stay informed and participate in intergovernmental discussions to ensure continued opportunities for the Village and its residents.

### **Intergovernmental Cooperation Policies (Recommended Actions & Programs):**

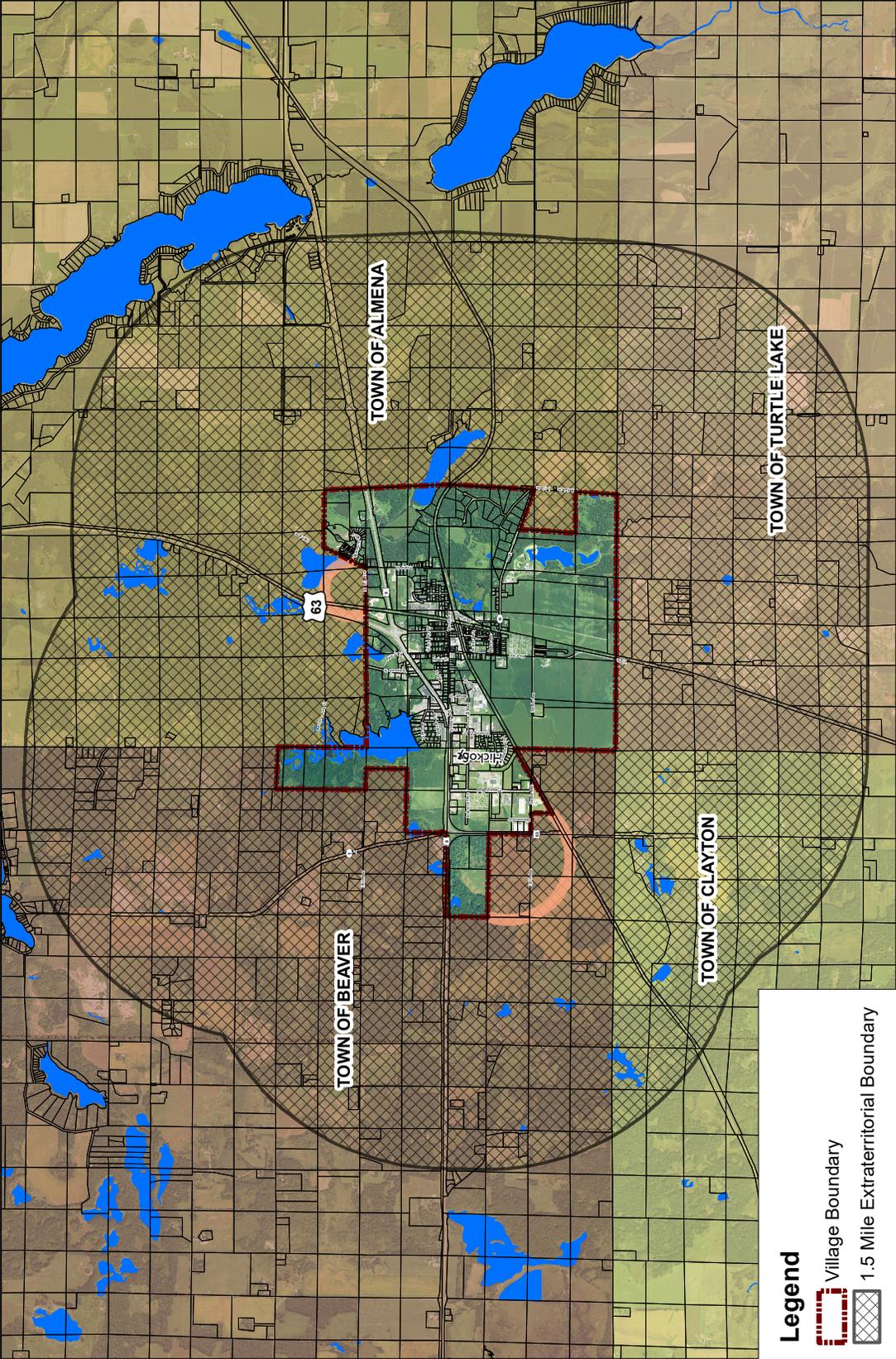
- 1) For improved efficiency and effectiveness, continue to work with adjacent municipalities, Barron and Polk counties, and the St. Croix Chippewa Tribe to address shared issues and mutually beneficial opportunities for the cost-sharing of services or projects, such as road maintenance and emergency services. Annually, or more frequently as needed, conduct

## ***9. Intergovernmental Cooperation***

intergovernmental meetings to discuss plans, issues, and identify opportunities, such as improving multimodal/trail connectivity, sharing of services, joint bidding of projects, and public works mutual aid. *(ongoing; annual meetings suggested)*

- 2) Work with adjacent municipalities and Cumberland Hospital to encourage the establishment of an ambulance garage within the Village for more timely response for the area. *(short-to-long term)*
- 3) Encourage emergency response planning and exercises with local governments, St. Croix Casino, Barron and Polk County Emergency Management Offices, and local emergency response providers. *(ongoing)*
- 4) Encourage the School District to take a lead role in facilitating intergovernmental discussions on cost-sharing and operational funding challenges for community educational and recreational programming, including for Library services and bringing post-secondary educational programming to the community. *(ongoing)*
- 5) Partner with the counties, adjacent towns, St. Croix Chippewa Tribe, School District, local businesses, and service organizations to better educate the public on available recycling programs and to provide more regular, convenient access to such programs, including offering a location for the disposal of used batteries and providing more frequent “clean sweep” days for the disposal of appliances, hazardous materials, tires, etc. *(short-term, then ongoing)*
- 6) Work with Barron County Housing Authority, local financial institutions, and other partners to achieve the housing goals and objectives in the Housing and Demographics element (Section 3). *(various)*
- 7) Work with the Wisconsin Department of Transportation and the Barron County Highway Department to implement the policy recommendations in the transportation element (Section 4). *(various)*

Appendix F includes additional intergovernmental cooperation programs, resources, and tools available to the Village to assist in achieving this goal and objectives.



**Legend**

-  Village Boundary
-  1.5 Mile Extraterritorial Boundary

February 2020



0 0.25 0.5 1 Miles

Data Sources:  
 WisDOT, WDOA, WDNR  
 Parcels from 2017 Tax Roll/Year.  
 2018 Aerial Image (USDA).

**ETJ 1.5 MILE BOUNDARY**  
**VILLAGE OF TURTLE LAKE, WI**





## 10.0 LAND USE

- 10.1 Existing Conditions
- 10.2 Supply, Demand, and Price of Land
- 10.3 Barriers to Development and Land Use Conflicts
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- 10.5 Current Land Use Plans, Programs, and Regulations
- 10.6 Land Use Goal, Objectives, and Policies
- 10.7 Projected Supply and Demand
- 10.8 Future Land Use Map
- 10.9 Other Land Use Programs

This element provides important background data and defines future needs related to land use. This land use element must be utilized in conjunction with the other plan elements to guide to future growth and development within the Village of Turtle Lake.

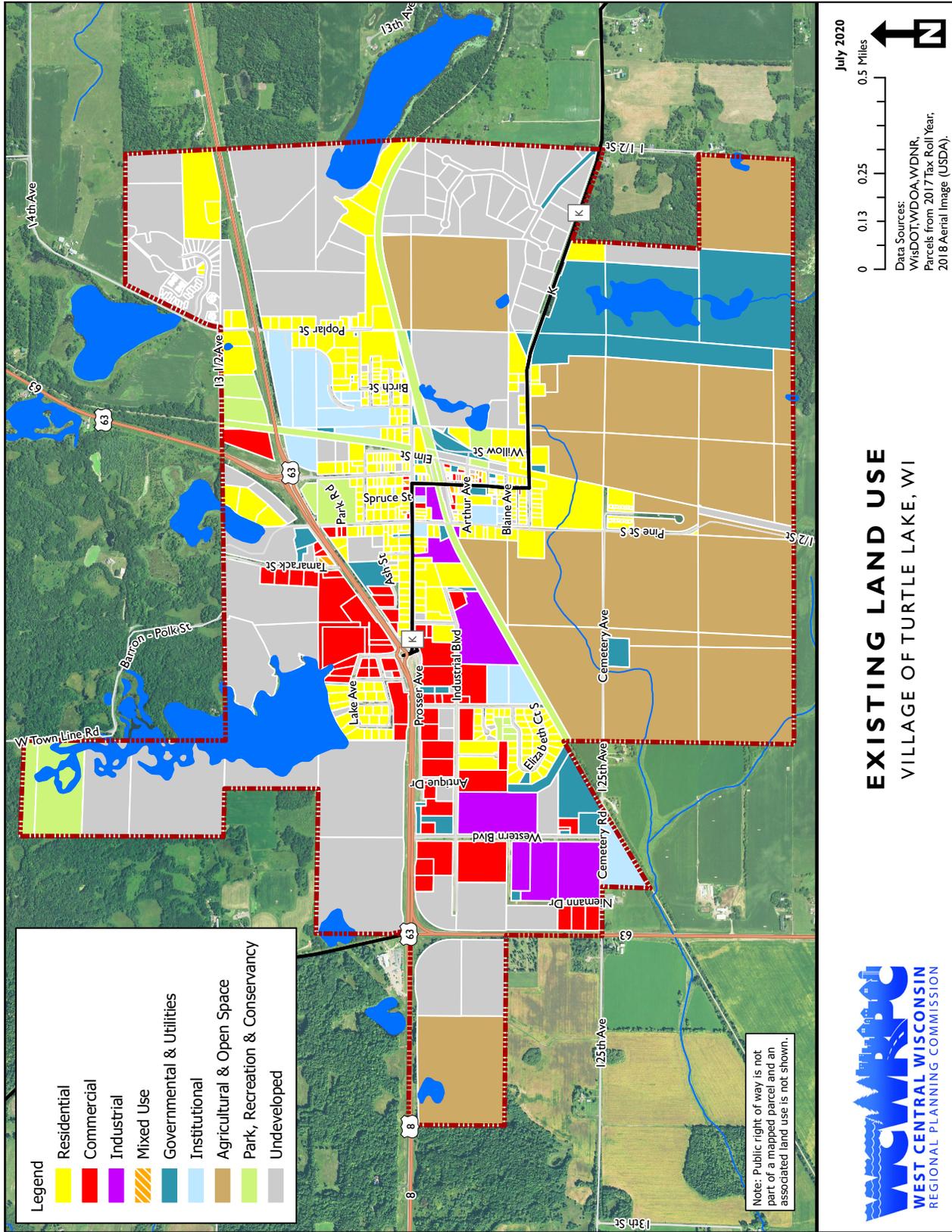
Defining appropriate land use involves more than making ecological and economical choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect rights of the individuals and to give landowners, citizens, and local communities the opportunity to define their own destiny. Many rural Wisconsin communities are facing problems due to unplanned growth: degradation of the natural environment, a loss of community character, traffic congestion, inefficient sprawling development, and increasing infrastructure and maintenance costs. By giving communities the opportunity to define the way they wish to grow and by developing a “vision” to reach that target, the magnitude of such concerns can be avoided or mitigated.

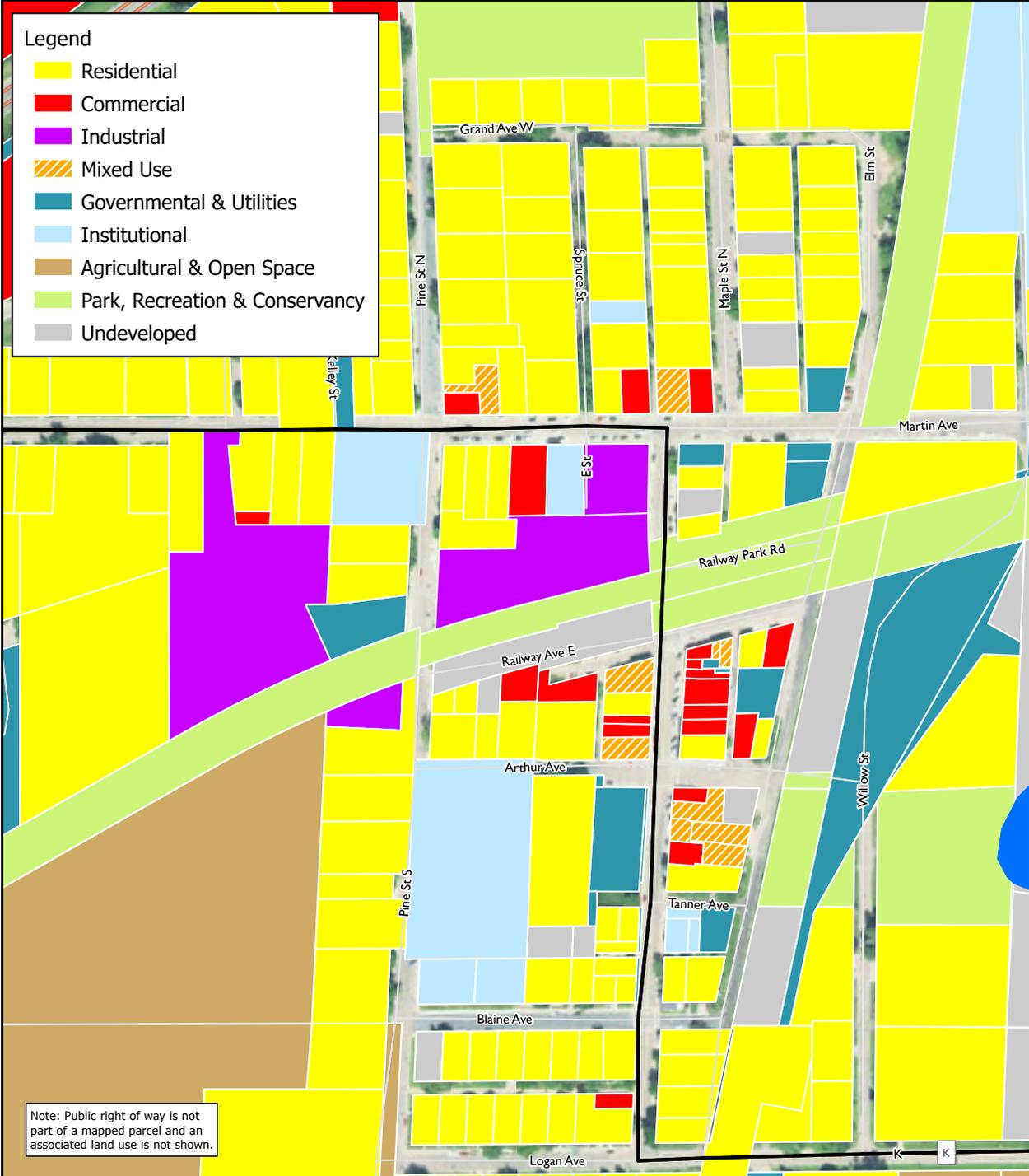
As required, this element contains a listing of the amount, type, and intensity of existing uses of land and discusses opportunities for redevelopment within the Village. This section will analyze existing trends in the supply, demand, and price of land and contains a future land use map that identifies the community’s vision for future land uses.

### 10.1 Existing Conditions

The table to the right and maps on the following pages show the existing land use within the Village as of November 2019, based on tax parcels and predominant assessed use.

2019 Existing Land Use	# of Parcels	% Parcels	Total Acres	% Acres
Agricultural	24	3.0%	542	28.8%
Commercial	81	10.2%	100	5.3%
Governmental & Utilities	63	7.9%	148	7.8%
Institutional & Nonprofit	20	2.5%	54	2.9%
Manufacturing	8	1.0%	55	2.9%
Mixed Use	10	1.3%	2	0.1%
Park	19	2.4%	76	4.0%
Residential (unimproved)	15	1.9%	16	0.9%
Residential (improved)	341	42.8%	180	9.6%
Right of Way	54	6.8%	144	7.7%
Undeveloped	161	20.2%	572	30.4%
<b>TOTAL</b>	<b>796</b>		<b>1,880</b>	





Note: Public right of way is not part of a mapped parcel and an associated land use is not shown.



**EXISTING LAND USE**  
 VILLAGE OF TURTLE LAKE, WI  
 (DOWNTOWN)

July 2020

0 0.02 0.04 0.08 Miles

Data Sources:  
 WisDOT, WDOA, WDNR,  
 Parcels from 2017 Tax Roll Year,  
 2018 Aerial Image (USDA).

For the land uses in the table and maps:

- Existing use was determined on a parcel-by-parcel basis.
- The existing land uses within the Village are based on the predominant assessed land use by parcel from GIS data obtained from the State of Wisconsin parcel database, aerial imagery review, and a review of the draft map by the Village Administrator, Village Clerk, and Plan Commission.
- Generally, for parcels less than five acres with multiple assessment classifications, the most intense land use is shown as the predominant use. For example, a commercial parcel may largely be undeveloped. The exception is for mixed use parcels that typically have buildings with both commercial and residential uses, such as traditional vertical mixed use that is common in historic central business districts.
- Generally, for parcels greater than five acres with multiple assessment classifications, the assessed use with the most acreage is shown as the predominant use. A parcel may have other uses that have lower amounts of acreage. For example, a large agricultural parcel may mostly be in cropland, but can include a residential home or farmstead.
- The table does not include an additional 44 acres on two parcels that is surface water, largely consisting of Skinaway Lake. The inclusion of these surface waters would bring the total acreage in the Village to 1,934 acres.

The table on the follow page provides a comparison of the assessed land use in the Village in 2008 and 2018 from the Wisconsin Department of Revenue based on land use tax categories. This table does not include unassessed or exempt properties, such as those owned by governmental units, churches, or non-profits.

The Wisconsin Real Estate Class Definitions of each land use classification in the table is summarized below:

- **Agricultural** means land exclusive of buildings and improvements that is devoted primarily to agricultural use as defined by rule. Agricultural land is primarily classified and assessed based on its actual, predominant use (use value), and not its market value. For instance, active farmland that is planned for commercial or residential use will be assessed as “Agricultural.”
- **Forest** land is covered by dense stands of trees or land that is producing or capable of producing commercial forest products. This can include acreage under the Managed Forest Law for which tax credits are provided to a participating landowner.
- **Agricultural Forest** – This is productive forest land contiguous to assessed agricultural land under the same ownership.
- **Undeveloped** – defined as bog, marsh, lowland brush, and uncultivated land zoned as shoreland or other nonproductive lands not otherwise classified. There are several areas throughout the town that fall into this classification. Approximately 1,900 acres

of land in the Village of Turtle Lake are classified as undeveloped. Undeveloped land (e.g., poorly drained, ponds, depleted gravel pits, fallow tillable land, incapable of commercial forest) and “Ag Forest” are typically assessed at 50% of its full value.

**Land Use Acreage and Assessed Value Per Acre, 2008 and 2018**

	<b>Agricultural</b>	<b>Forest</b>	<b>Ag. Forest</b>	<b>Undeveloped</b>	<b>Residential</b>	<b>Commercial</b>	<b>Manufacturing</b>	<b>Other</b>	<b>Total</b>
<b>2008</b>									
# Parcels	30	20	9	22	463	111	8	8	671
# Improved	-	-	-	-	330	81	7	8	426
Acres	480	175	95	241	234	162	33	16	1,436
Land Value per Acre	\$156	\$2,153	\$931	\$590	\$21,691	\$24,121	\$13,700	\$3,925	\$7,089
Improv. Value per Imp. Parcel	-	-	-	-	\$74,019	\$264,115	\$866,443	\$61,150	\$122,943
<b>2018</b>									
# Parcels	27	18	8	20	405	116	7	8	609
# Improved	-	-	-	-	336	80	7	8	431
Acres	441	162	73	229	214	171	48	16	1,354
Land Value per Acre	\$162	\$2,195	\$940	\$603	\$20,353	\$24,641	\$13,725	\$3,925	\$7,330
Improv. Value per Imp. Parcel	-	-	-	-	\$66,110	\$327,870	\$2,032,100	\$52,325	\$146,371
<b>Difference</b>									
# Parcels	-3	-2	-1	-2	-58	5	-1	0	-62
# Improved	-	-	-	-	6	-1	0	0	5
Acres	-39	-13	-22	-12	-20	9	15	0	-82
Land Value per Acre	\$6	\$42	\$9	\$13	-\$1,337	\$520	\$25	\$0	\$240
Improv. Value per Imp. Parcel	-	-	-	-	-\$586	\$21,332	\$112,557	-\$4,413	\$23,428

Source: Wisconsin Department of Revenue

- **Residential** includes 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.
- **Commercial** includes properties where the predominant use is the selling of merchandise or a service.
- **Manufacturing** property consists of all property used for manufacturing, assembling, processing, fabricating, and making or milling tangible personal property for profit. It also includes establishments engaged in assembling component parts of

manufactured products as well as mineral extraction and sand mining operations. All manufacturing property is assessed by the Wisconsin Department of Revenue.

- **Other** is comprised of several land uses including transportation corridors, utility corridors, dwellings and land for the farm operator's children, parents, or grandparents, etc.

Based on the previous information, the following are the most notable existing land use conditions and trends in the community as of January 1, 2018:

- Over 66 percent of the parcels, but only 16% of the acreage in the Village was assessed as residential. These totals do not include additional residential on the second floor of commercial buildings downtown or part of a home-based business on a parcel assessed commercial. Some apartment units and mobile home lots assessed commercial may also be "missing" from the residential numbers.
- The average parcel size for residential assessed parcels has not changed significantly over the past decade. Based on the existing land use map, the average residential parcel size for improved parcels is 0.5 acres/parcel compared to 1.2 acres/parcel for unimproved parcels.
- About 83 percent of residential-assessed parcels are improved, leaving about 69 unimproved residential parcels, some of which would be available for infill over time. However, some of these parcels have development limitations or the current landowner is maintaining it as open space with no intent to sell. The existing land use map and table shows far fewer unimproved residential parcels.
- As reflected by the existing land use map, commercial parcels are a diverse mix of lot sizes, including many smaller parcels concentrated downtown and scattered larger lots along highways and elsewhere.
- At about 50 acres, manufacturing constitutes less than five percent of the total land base. Only seven parcels in 2018 were assessed as manufacturing.
- Agricultural and undeveloped lands, together, constitute about 60% of the community's total land base, which is relatively high compared to some communities. However, this includes some large areas that have significant development limitations (discussed later).

Sections 3, 5, and 8 further describe the housing, outdoor recreation, commercial/industrial existing conditions in the community, respectively.

### 10.2 Existing Supply, Demand, and Price of Land

Several factors have influenced the way in which land use change and development has occurred in the Village of Turtle Lake and Barron County. These factors are a combination of market/economic forces, public infrastructure, personal desires, and natural amenities (topography, vegetation, water resources).

- **Demographic Trends** – As discussed in Section 3, the area’s population is aging, which has implications for housing demand. Further, commuting times have been increasing, demonstrating that the workforce is willing to travel further to between their home, place of employment, retailers, and entertainment. Given such mobility, the quality of life offered in a community becomes an increasingly important factor when determining where a household chooses to live.
- **Economic Trends** – As the agricultural economy has changed over the past fifty years and the number of family farms significantly decreased, the economic functions of rural communities have also changed, especially impacting historic downtowns. As a result, the types of services available in every small communities have changed, with retail often increasingly replaced by larger chain stores (e.g., Menards, Walmart) in larger communities. Increasing commuter-sheds and the emergence of e-Commerce have also impacted these economic trends. Since the late 1980s, the value of and price paid for land within the region has seen a steady increase. This increase is not expected to slow, except for minor dips related to the national economy.
- **Public Infrastructure** – Public infrastructure, especially transportation and water and sewer utilities network, contributes to the overall development pattern of the Village as the network provides access to buildable land. In particular, U.S. Highway 8, combined with the Casino development, have driven the development of a highway commercial district on the Village’s northwest side.
- **Proximity** – The Village of Turtle Lake is close to other cities such as the City of Rice Lake and the Twin Cities Metropolitan Area in Minnesota. Growth pressure from urban areas is expected to continue over the next 20 years, though likely at a slower pace compared to the 1990’s and early 2000’s. As discussed at the end of Section 4, the St. Croix Crossing bridge has significantly reduced travel times to the Twin Cities and provides opportunity for increased tourism and growth.
- **Natural Amenities** – The Village of Turtle Lake and surrounding area has many natural amenities, including beautiful landscapes, forests, surface waters, recreational trail connections, and a variety of other outdoor recreational opportunities. Such natural features and open spaces make the community more attractive, but can also pose barriers to development.

Two indicators of a dynamic economy and a changing land use pattern are land sales and prices. These two indicators can reflect a demand to convert undeveloped or under-developed land to more intensive uses such as residential, commercial, or industrial. In turn, additional community services may be needed to support this change.

The previous table allows a comparison of assessed acreage over time for some insights into land supply and demand trends. Assessment information can also help indicate land prices; however, this information has certain limitations due to assessment methods, timing, and whether a particular assessor has completely established current fair-market value comparables for a given community. The State of Wisconsin attempts to equalize values so communities whose assessments are in different years will have assessments that are fair.

Eventually all assessments are supposed to reflect fully equalized, fair-market value of property.

Overall, from 2008 to 2018, there were few large changes in the number of parcels or acreages for any of the land use categories in the previous table. Most notable, there was a loss of 58 residential parcels and 20 acres during this period, though the number of improved residential parcels increased only slightly. Land values for all of the assessed use categories also changed little during the period, with the residential values decreasing. The Village experienced a significant increase in the value of improved manufacturing parcels.

The Great Recession and housing market collapse of the past decade are undoubtedly reflected in these numbers, especially for the residential parcels. Throughout the region, many homes were foreclosed upon, some new homes sat empty for extended periods, and many parcels were subdivided in anticipation of new homes, but were never built upon. Local officials have commented that the area's housing market has begun to recover in recent years; the housing market is discussed further in Section 3.

### 10.3 Barriers to Development and Land Use Conflicts

Section 2.2 and previous elements of this plan update identify various conditions and potential land use conflicts that may pose physical, infrastructure, or policy barriers to development within the Village of Turtle Lake, including the following highlights:

- As discussed in Section 3, there is significant unmet housing demand and additional improved land may be needed to meet this demand. Related, workforce availability with the desired skills desired by businesses and industry is an ongoing challenge in the region and a barrier to economic development; to attract workers, they need a place to live.
- As discussed in Section 4, significant transportation safety and multimodal connectivity improvements are needed, which can influence land use. U.S. Highway 8 is a barrier to the safe crossing by pedestrians and bicyclists.
- As discussed in Section 6, the surface waters and environmental sensitive areas are the most significant physical barrier to development that must be considered when identifying growth areas and considering new development within the Village of Turtle Lake.
- As discussed in Section 8, additional land is needed to allow for the growth of the industrial/business park and, under current rules, the Village is unable to create a new tax incremental financing district until TID #3 is terminated. It was recognized that odors from manufacturing can be undesirable for nearby residential homes.
- Maintaining the economic vitality of the downtown is also a challenge, including the deteriorating condition of some structures and maintaining commercial uses on the ground floor within the downtown's core.

- The Village has also experienced significant highway commercial development over time. It is important to carefully plan for, coordinate, and control such development to limit use- and transportation-related conflicts, while maintaining the desired community image and aesthetic.
- As discussed in Section 9, intergovernmental conflicts have the potential to arise over annexation and boundary issues in the future.
- Overall, services in the Village are well positioned to support future development as described in Section 5, though sewer extensions and water systems improvement will likely be needed in the future. One or two additional, smaller, neighborhood parks may also be needed. Like most communities, the Village's budget is tight, which may limit some opportunities to provide services for new development.

## **10.4 Opportunities for Redevelopment**

The Village has a number of buildings and lots that are candidates for infill, redevelopment, or adaptive reuse. Generally, redevelopment will be handled on an as-needed basis. Decisions on redevelopment will be based on the Zoning Ordinance and Comprehensive Plan.

As discussed previously in Section 8.4, the former B-Plant/Creamery site downtown provides an opportunity for commercial development, a community building, or public parking. Section 3 discusses the potential adaptive reuse of buildings to help meet the community's housing demand. The Village's 2005 Comprehensive Plan contemplated the redevelopment of residential units in the downtown area between Maple and Elm Street to commercial uses over time; many of these units were aging single-family homes that were converted to apartments and had fallen out-of-compliance with codes or were not approved as rental properties.

A vacant site at Highway 8 and Pine Street N provides another opportunity for redevelopment.

## **10.5 Current Land Use Plans, Programs, and Regulations**

Wisconsin Statutes §66.1001 states that beginning on January 1, 2010, if a local governmental unit enacts or amends any of the following ordinances, those ordinances shall be consistent with (i.e., furthers and not contradicts) the objectives, goals, and policies of that local governmental unit's comprehensive plan: official mapping, zoning, subdivision regulations, shoreland zoning or shoreland-wetland zoning.

While the Comprehensive Plan is adopted by ordinance, it provides guidance for decision-making and is not a regulation. Overall, zoning ordinances and other land use regulations should be based on a land use or comprehensive plan in order to be effective and protect the public interest, while encouraging consistent, informed decision-making in a manner that is not arbitrary. The development of a comprehensive plan for the Village of Turtle Lake provides the Plan Commission with a document upon which the community has provided input and stated

desires regarding future land use decisions for the community. The Village of Turtle Lake's Comprehensive Plan will also form a basis of planning for any future changes to *Village of Turtle Lake Zoning Ordinance*. It is the intent of the Village to update its zoning ordinance following completion of this Comprehensive Plan update.

The Village's Code of Ordinances is available online and includes Village regulations on subjects related to land use such as:

- Title 5: Public Safety, including law enforcement and fire protection.
- Title 6: Public Works, including streets, sidewalks, driveways, and trees.
- Title 7: Licensing & Regulation, including mobile homes, non-metallic mining, street use, flea markets, and sexually oriented businesses.
- Title 8: Health & Sanitation, including refuse disposal and pollution abatement.
- Title 9: Public Utilities, including water utility regulations, sanitary sewer regulations, and wellhead protection ordinance.
- Title 10: Motor Vehicles & Traffic, including parking, bicycles, ATVs, and junk vehicles.
- Title 11: Offenses & Nuisances, including various nuisances potentially related to land use conflicts.
- Title 13: Zoning, including parking, sign regulations, performance standards for industrial development, wireless telecommunications facilities, accessory uses, conditional uses, mobile homes, floodplain zoning, shoreland-wetland zoning, rezoning, and annexation.
- Title 14: Subdivision Regulations, including an environmental assessment checklist, design standards, stormwater drainage facilities, required improvements, and park/public land dedications
- Title 15: Building Code, including ADA accessibility for public buildings, fair housing, international property maintenance code, and a rental housing code.

### **Current Village Zoning Districts**

During the planning process, the Plan Commission desired to re-evaluate the Village's current mix of zoning districts. The following are the current zoning districts per Title 13:

RD	Rural Development
R-1	Single-Family Residential
R-2	Single-Family Residential
R-2	Single-Family Estate
R-3	Single-Family Residential
R-4	Multi-Family Residential
B-1	General Commercial
B-2	Highway Commercial
I-1	General Industrial
C-1	Conservancy
MH-1	Mobile Home Park

<https://www.turtlelakewi.com/code>

## **10.6 Land Use Goal, Objectives, and Policies**

The land use goal, objectives, and policies described below will be used by the Village of Turtle Lake to guide the future development and redevelopment of public and private property within the community. This subsection integrates and reflects many recommendations from the 2019 CAP Committee Report in Appendix E.

### **Land Use Goal**

Carefully plan and consistently guide the efficient and orderly use of land within the Village of Turtle Lake to achieve a desirable balance between development, the natural environment, and the community's small-town atmosphere, while offering a good quality of life for residents, protecting property values, avoiding potential land use conflicts, and fostering places and neighborhoods that are consistent with the goals and objectives of the Comprehensive Plan as a whole.

### **Land Use Objectives:**

- 1) Residential neighborhoods should offer a diversity of housing opportunities, compatible land uses, and attractive public spaces that are compatible with neighborhood context and promote a sense of identity and community.
- 2) Encourage orderly, planned commercial districts that minimize conflicting uses, provide adequate room for growth, and maintain distinctions for downtown commercial, highway commercial, and business park/industrial uses.
- 3) Safeguard and enhance environmentally sensitive areas and valued natural resources while preserving adequate parks and open space to provide a good quality of life for residents and for the benefit of visitors and local businesses.
- 4) Promote sustainable, efficient growth through compatible infill, adaptive reuse, and redevelopment in underutilized areas and by encouraging contiguous development that is concurrent with public infrastructure.
- 5) Consistently guide and regulate land-use while maintaining flexibility to changing conditions in order to achieve the community's vision.
- 6) Work with adjacent communities, residents, and local businesses to encourage orderly, cost-efficient, planned development that is consistent with this Comprehensive Plan.

### **Land Use Policies (Recommended Actions & Programs):**

- 1) Implement those previously identified policies recommendations from other Comprehensive Plan elements related to land use (e.g., housing, transportation, utilities, outdoor recreation, natural resources, economic development). (*ongoing; various*)
- 2) Encourage infill, re-use, and redevelopment of vacant and under-utilized properties in a manner that is consistent with the character of the neighborhood and surrounding uses. (*ongoing*)

## 10. Land Use

- 3) Regularly meet with officials from adjacent towns and county officials to discuss future land use planning, services, and potential development projects that may impact all communities. (*ongoing; see Section 9*)
- 4) The Village will routinely review and amend the future land use map and Comprehensive Plan as discussed in Section 10. The Village will utilize the Plan Commission to inform the Village Board on recommended changes needed within the Comprehensive Plan. The Village recognizes that a comprehensive plan is not a static document and that it must evolve to reflect current conditions. In some situations, it may even be desirable to amend the Village's Plan (and the future land use map) to accommodate a compatible, but previously unplanned, use. Likewise, a change in county or regional policy, technological changes, unique opportunities, or environmental changes may also necessitate changes to the Plan. (*ongoing*)
- 5) Any change to the Plan (including the land use policies and future land use map) will consider consistency with all nine required plan elements as a whole, including the visions, goals and policies expressed in this document. When amendments are considered, the Village will initiate a Plan Commission review, formal public hearing, Village Board adoption, and distribution per the requirements of the Wisconsin Comprehensive Planning Law. (*ongoing*)

### **Residential Land Use Policies**

In addition to the goals, objectives, and policies in the Housing Element, the following residential land use policies are recommended:

- 6) The Village should allow for and encourage a variety of lot sizes to accommodate a mix of single-family and multi-family housing types. (*ongoing*)
  - a. Continue to provide adequate areas for single-family housing development on smaller lots to help encourage affordable housing development.
  - b. Land and policies should encourage the development of compatible multi-family residential and missing middle housing types (e.g., duplexes, four-plexes, bungalow courts, garden-style apartments or condos) within existing and planned residential areas that have adequate services, parking, and transportation connections.
  - c. Large-lot residential development (or estate lots) may be appropriate for areas not serviced with Village sewer and water, such as on the Village's south-east side generally located east of Willow Street and north of County Highway "K".
  - d. Traditional neighborhood design forms consistent with the existing neighborhood context and form are generally preferred for renovation, infill, ancillary structures, and other new construction older residential neighborhoods.
  - e. New residential growth areas serviced by municipal utilities, such as Heron's Landing, should offer quality, affordable housing options and types desired by the market, such as four- or eight-plexes, twin homes, and garden-style housing for seniors, not just single-family homes. Such new housing development areas

should be being carefully planned in form and amenities (e.g., neighborhood parks/green space, landscaping, multi-modal connectivity) to create neighborhoods that foster a sense of community and place.

- f. Multi-family residential development, assisted living facilities, and specialized housing may be compatible near commercial and light industrial uses if carefully planned to mitigate potential use conflicts.
- 7) Residential areas (existing and proposed) should have safe pedestrian and bicycle connectivity to parks, schools, and the central business district to the extent feasible and reasonably possible. (*ongoing*)

### ***Downtown Land Use Policies***

In addition to the downtown-related goals, objectives, and policies in the Economic Development Element, the following downtown land use policies are recommended:

- 8) Continue to work with community partners to redevelop the downtown area as the traditional, family-friendly village center with mixed commercial uses, professional services, and Railway Park as a focal point. Continue to utilize facade standards and repetitive design elements (e.g., landscaping, signage, street furniture, fixtures, pavement) unique to the downtown similar to those elements recommended in the CAP Committee Report (see Appendix E) and the 2006 Community Design Solutions report. (*ongoing*)
- 9) Use design, wayfinding, branding, programming, and land use controls to unify and better distinguish the core downtown area. Promote the infill and continuity of commercial and governmental uses in the downtown. (*ongoing*)
- 10) Within the historic downtown, strive to minimize gaps or breaks in the unified, two-story façade wall with traditional vertical mixed uses buildings continuing to have commercial uses on the ground floor and residential uses on the second. The conversion to residential uses on the ground floor of buildings that were historically commercial or service uses should only be allowed if the visual appearance of the building's exterior and façade maintains a commercial form, is well maintained, and the building can be feasibly returned to commercial use in the future. (*ongoing*)
- 11) Allow for higher density housing development within and nearby the downtown district, but carefully consider the potential, cumulative long-term impacts when siting or permitting re-use so the function, linkages, and traditional character of the downtown as a pedestrian-friendly commercial area is maintained. (*ongoing*)
- 12) Redevelop the B-Plant/Creamery Building site for downtown parking (and snow removal storage) and open space tied into Railway Park, or encourage its redevelopment for multi-family housing or commercial use, such as a professional business center or with specialty commercial retail. (*short-term*)

### **Other Commercial and Industrial Land Use Policies**

In addition to the highway commercial, business/industrial park, and other business-related goals, objectives, and policies in the Economic Development and Transportation Elements, the following other commercial and industrial land use policies are recommended:

- 13) Promote the clustering of traveler-oriented commercial uses along U.S. Highway 8 and U.S. Highway 63. As discussed in the CAP Committee Report and Section 4, work with the Wisconsin Department of Transportation and the St. Croix Chippewa Tribe to improve multi-modal safety and connectivity, wayfinding, and overall aesthetics within the U.S. Highway 8 corridor, including the planning for a potential travel plaza in the future and improving the connectivity and aesthetic of frontage roads. (*ongoing*)
- 14) Better delineate the extent of the community's current business park and increase its visibility when opportunities allow. Continue to promote industrial and commercial services infill within the business park. (*ongoing*)
- 15) Work with landowners, economic development resources, and potential business investors to consider expansion of the businesses park to the west end of the community with cost-efficient access to infrastructure. (*short-to-long term*)

### **Other Land Use Management and Regulatory Policies**

- 16) Land use decisions, including site plan review, conditional use permits, variances, zoning amendments, official mapping, and subdivision approvals, should be consistent with the *Village of Turtle Lake Comprehensive Plan* and consider the following general standards (*ongoing*):
  - a. The use will not be detrimental to or endanger the public health, safety, or general welfare.
  - b. The use would be in the public interest, and not solely for the benefit of the applicant.
  - c. The proposed use should be compatible with the neighborhood context and the uses, values, and enjoyment of other property in the neighborhood for purposes already permitted shall in no foreseeable manner be substantially impaired or diminished.
  - d. The architectural design, landscaping, control of lighting, and general site development within the proposed use will result in an attractive and harmonious area compatible with and not adversely affecting the aesthetics, enjoyment or property values of the surrounding neighborhood.
  - e. The use will not impede the normal, orderly, and planned development and improvement of adjacent properties.
  - f. Adequate infrastructure, services, and access is, or will be, available in a cost-efficient and fiscally responsible manner for the community. The Village will consider the availability and potential impacts to public services, especially sanitary sewer, water lines, storm sewers, fire protection, parks, transportation networks, and schools, and ensure that any needed services be available or that such services could be made available safely and efficiently.

- g. The Village will consider the potential fiscal impacts and long-term benefits vs. costs of the proposed use to the overall community and ensure that a proposed development will not create an unacceptable cost burden to the Village. Developments for which costs exceed benefits, either economically, socially, or environmentally, should be discouraged.
  - h. Potential negative impacts on environmentally sensitive areas or other critical community services (e.g., schools, nursing care, governmental) are prevented or mitigated. New development, reconstruction, and infrastructure projects should consider and apply resource conservation techniques and best practices that reduce energy demand and promote air and water quality improvements.
  - i. Land use changes and development proposals should be individually evaluated based on a variety of factors, not necessarily limited to those standards and policies identified in this plan.
  - j. The use is consistent with the Comprehensive Plan as a whole as an expression of the public interest, or the use will meet a community need that was not anticipated at the time of the adoption of the Comprehensive Plan.
  - k. The use will not establish a precedent which is inconsistent with the vision and goals of the Comprehensive Plan as a whole.
  - l. When applying the above standards, the Village will strive to maintain a balance that protects the community, while partnering with individual landowners, businesses, and developers for expedient and cost-efficient growth that benefits the community.
- 17) “Leap frog” development should be discouraged. “Leap frog” development allows land parcels to be bypassed and left vacant while land parcels are developed in dispersed or non-contiguous locations. Such development is inefficient and uneconomical in terms of public service and utility extensions. *(ongoing)*
- 18) Maintain and enforce policies that require an appropriate level of property maintenance and upkeep based on the context of the zoning district and surrounding uses. *(ongoing)*
- 19) The Village should review and update its land use regulations to be consistent with this Comprehensive Plan update, including the following additional policy recommendations: *(short-term)*
- a. When considering a development proposal or land use change, the Village may require additional studies, benefits-costs analysis, or other information, at its discretion and potentially at the developer’s expense. Such studies or information may be needed to analyze factors such as: land use compatibility, potential impacts (e.g., transportation, fiscal, environment, public health, property values), engineering studies or plans, and whether other standards are sufficiently met.
  - b. Consider modifying Village ordinances to allow for the development of tiny homes and accessory dwelling units with appropriate standards and after careful review.

- c. As needed, update any sign regulations for consistency with recent case law, most notably *Reed v. Town of Gilbert* (2015). Similarly, review and update the Village's telecommunications regulations for consistency with regulatory changes.
- d. Develop and administer a basic site plan review process to ensure a uniform image and development quality throughout the community or for certain zoning districts (e.g., highway commercial, downtown, business park). Include a site plan review checklist or procedural manual consistent with the vision, goals, and objectives of the Comprehensive Plan for land-use decision-making. Such a review should incorporate the standards identified in this sub-section, such as safety, accessibility, quality construction, and neighborhood context.
- e. Amend the Official Zoning Map for consistency with the future land-use plan map to include anticipated growth areas, infill, redevelopment, and address discrepancies with current uses.
  - Clarify the distinctions between zoning districts, address any inconsistencies between ordinances, and provide additional guidance for zoning administration and decision-making based on recent case law. Streamline by eliminating or consolidating similar districts when feasible.
  - Some areas in the Village have a significant mix of lots with different zoning designations or have non-conforming uses. Through the zoning ordinance update and future administration of the ordinance, work to minimize unplanned mixed uses and non-conformances.
  - Consider incorporating elements of the "Model Ordinance for a Traditional Neighborhood Development" from UW-Extension for older residential neighborhoods.
  - Consider amending the agricultural district (or create an additional, more intensive agricultural district) to address the potential for larger livestock facilities.
  - Consider three basic types of commercial zoning districts: (i) a downtown mixed-use district; (ii) a highway commercial district; and (iii) general commercial district. Limited home-based commercial activities may be appropriate in residential districts. Certain commercial activities may also be appropriate in the business park.
  - Review the need for a planned unit development (PUD) district and better define PUD with standards if appropriate.
  - Review the permitted and conditional uses in the business park and industrial zoning district to potentially allows certain types of multi-family housing or specialty housing as a conditional use.
  - Review the ordinance for consistency with any State legislative or case law changes, in particular regarding conditional use permit standards/process, substandard parcels, and shoreland/wetland zoning.

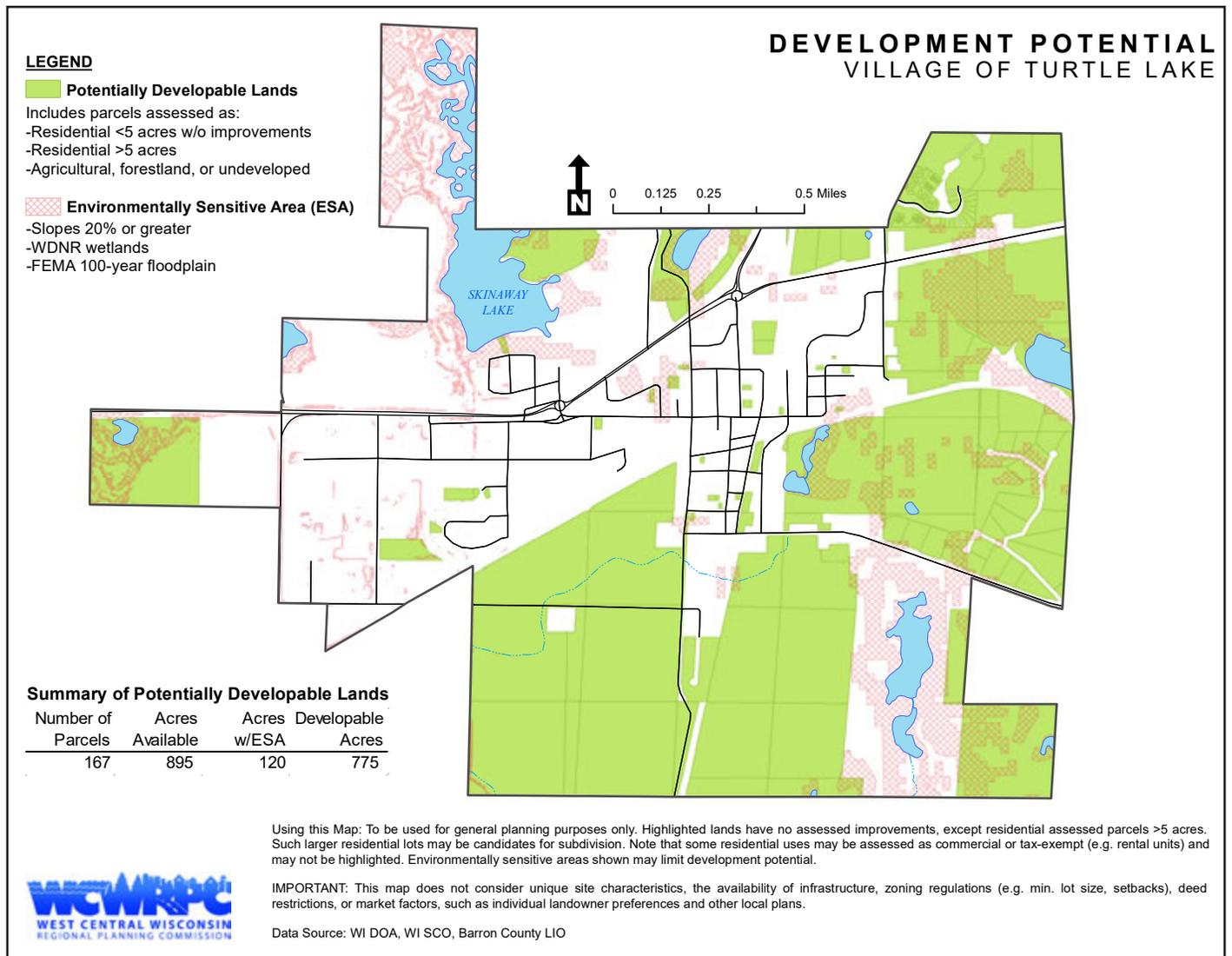
- Amend the official zoning map for consistency with the future land use plan map and address any discrepancies with current uses.
  - The zoning ordinance should provide decision-making guidance and protect the public's interests as reflected in this Comprehensive Plan, but also provide flexibility during permitting to allow the Village to consider the neighborhood context and current conditions, needs, and opportunities. The function and form of a use should generally be more important than the use itself.
- 20) Identify and monitor properties that are non-conforming with Village regulations. Strive to bring properties and uses into conformance in the future, to the extent allowed by law. *(long-term)*
  - 21) Consider adoption of an official map that identifies and preserves likely future right-of-way and needed public lands in anticipated growth areas. Strive for street and multi-modal connectivity. *(short-term)*
  - 22) Support continued enforcement of Village of Turtle Lake land-use and building regulations, including the enforcement of building maintenance and increased educational efforts on adopted regulations for residents, community officials, and the business community. Continue to provide opportunities for input into public land use planning and decision-making by community members, local organizations, and the business community. *(ongoing)*
  - 23) The Village Plan Commission shall continue to monitor Village land use regulations to meet changing statutes, case law, and land use/development trends. Amend existing regulations or develop new regulations if needed to address such changes. *(ongoing)*

Appendix F includes additional land use programs, resources, and tools available to the Village to assist in achieving this goal and objectives.

### 10.7 Projected Supply and Demand

The use of land is the most important factor in managing the future growth of any community. Land use trends suggest what changes are occurring regarding type, location, and intensity of land uses over time. It is such changes that should be managed in a manner that is beneficial to the community and environment.

The map below was prepared as part of the 2019 *Turtle Lake Housing Study* to help assess potentially developable land within the Village, including infill opportunities on residential-assessed parcels more than 5 acres in size. The *Housing Study* recognizes that in some cases a lot could be owned by an adjacent homeowner and used as part of their primary residence making it unavailable for building. Additionally, there may be other constraints, such as environmentally sensitive areas, development restrictions (i.e. conservation easement), landowner willingness to sell, or lack of infrastructure availability, that can make development



of these parcels not feasible, at least in the foreseeable future. That said, the data provides a starting point for the Village to consider its available land use supply. Based on this general analysis, there are about 775 acres within the Village that are potentially developable. The majority of these lands are on the south and east side of the Village with most currently used for agricultural production. The actual available acreage is likely significantly lower due to market factors and environmental constraints. For example, in discussing this map with the Plan Commission, it is expected that a good portion of these agricultural acres would likely remain farmland for the near future by current landowner choice.

Wisconsin’s comprehensive planning law requires that the land use element of every comprehensive plan include 20-year projections, in 5-year increments, of future residential, agricultural, commercial, and industrial land uses for the community. Future land use activities and their resulting change to the landscape over the next 20-year period are difficult to predict. Changes in the local or national economy, natural disasters, and the overall change in year-round residents are some of the factors that can influence how land use activities may change in the future.

The table below provides projections for the total acreage that will be utilized by residential, commercial, industrial, and agricultural land uses through the year 2040 for the Village of Turtle Lake. The population projections in the second column are from the Plan Commission’s alternative population projections described in Section 3.1. The estimated housing units in the third column were taken from the estimates in Section 3.2. The 2019/2020 acreage estimates in the first row are the same as the late 2019 estimates from the existing land use table and map in Section 9.1, given that there were no major land use changes between late 2019 and the beginning of 2020.

**Projected Land Use Demand, 2020-2040**

Year	Population	Renter/Owner Housing Units Needed	Residential (acres)	Commercial & Mixed Use (acres)	Industrial (acres)	Agriculture (acres)
2019/2020	1,050	46/39	195	107	50	542
2025	1,071 (+21)	6/9	+79	+17.5	+35	-25
2030	1,092 (+21)	8/11	+17	+127.5	+35	-25
2035	1,103 (+11)	6/8	+13	+7.5	+15	-25
2040	1,114 (+11)	6/9	+13	+7.5	+15	-25
Difference	64	+72/+76	+122	+160	+100	-100

The above is one picture of what may occur, and the future will largely be determined by population changes and the manner in which the Village guides and manages growth. Given this uncertainty, these projections should be used for general planning purposes only.

Overall, the intensity and density of all land use activities in the community are moderate-to-high due to the urban nature of the Village and the provision of municipal sewer and water for most areas. Over the next 20 years, it is anticipated that overall density will remain about the

same, with overall residential density increasing slightly if larger lot (estate) housing develops on the south east side.

The following spatial assumptions were used to develop the previous projections:

**Residential** Section 3.2 included projections of needed rental and owner housing units through 2040 based on current “pent-up” demand, projected population growth, the desired mix of renter-to-owner units, projected household size, and other factors as discussed at length in the 2019 *Turtle Lake Housing Study*. While the 2020 residential acreage demand in the previous table reflects current residential acreage, it does not accommodate the 2020 housing units needed. To account for this, the 2025 residential acreage demand is based on the total 2020 and 2025 housing units needed, or a total of 52 rental units and 48 owner units. And based on past and anticipated residential development densities, housing preferences in the *Housing Study*, and the areas of the Village most likely to be developed in the next twenty years, the following additional assumptions were used to project residential land use:

- Renter Units – Projected rental acreage is based on an average of one rental unit per 0.4 acres, plus an additional 15% in acreage demand to accommodate infrastructure, common spaces, and market factors. For example, an additional 24 acres of residential land would be needed by 2025 to accommodate the 52 rental housing units.
- Owner Units – 20% of projected owner units will be developed as estate lots with a 3.0-acre average lot size. 80% of projected owner units will be developed on smaller lots with a 0.5-acre average lot size. An additional 15% in acreage demand is also included to accommodate infrastructure, common spaces, and market factors. For example, to accommodate the 48 owner units by 2025, an additional 33 acres would be needed for estate lots and 22 acres would be needed for other, smaller lots.

**Commercial** From 2008 to 2018, the Village gained about one assessed commercial acre per year, though larger national economic influences may have depressed growth for much of this period. Existing average commercial lot sizes does not offer good insight into future growth since many of the existing commercial parcels are smaller lots (e.g., downtown retail or services), while much of the future commercial demand is expected to be on larger parcels along the highways. Overall, it is expected that commercial development within the community will continue to grow slowly with most new sites in the industrial/business park, highway commercial districts, and compatible home-based businesses. Commercial is not limited to retail, but includes tourism activities, services for the general public and other businesses,

offices, warehousing, and, potentially, multi-use facilities. For the growth assumptions in the previous table, an average increase in commercial land use of three acres per year was assumed, which provides some flexibility to accommodate infrastructure, market factors, etc. Further, the 2025 and 2030 estimates each include an additional 20 acres of projected commercial use to reflect potential development of land by the St. Croix Chippewa Tribe for commercial and, potentially, for governmental or residential uses.

**Industrial**

Shown previously on the existing land use map are eight parcels within the Village used for manufacturing on approximately 55 acres, or about a 6.9 average lot size. From 2008 to 2018, assessed manufacturing acreage within the Village increased by 15 acres (or 1.5 acres per year). Projecting industrial development is a challenge since such growth is often slow in smaller, rural communities and the land needs of different manufacturers can vary significantly. Economic development contacts within the region suggest that larger industrial or business park lots are often desirable when attracting new industry. As discussed previously in the economic development element (Section 8), the Plan Commission expressed concern over the lack of land within the Village’s business park for new development. For the growth assumptions in the previous table, an average increase in industrial land use of 1.5-acres per year was assumed, in addition to the following:

- 2025 – Ten additional acres developed by 2025, which could potentially be accommodated within the existing business park.
- 2030 – A 120-acre expansion of the existing business park to accommodate long-term industrial and compatible growth. This expansion may require an annexation initiated by the land owner. The additional 120 acres would allow for a number of larger lots that would be more attractive to a larger manufacturer.

While the future land use map suggests commercial and industrial development for specific areas of the west-side business park area, the Village does have flexibility to interchange these uses if deemed compatible and consistent with the overall goals and objectives of the Comprehensive Plan. Further it is possible that a future expansion or growth area on the Village’s west side may include uses not limited to industrial development, such as commercial activities, offices, services, and multi-family residential housing if deemed compatible and potential use conflicts are mitigated.

**Agriculture**

Generally, agricultural lands within the Village limits are likely to be developed over time as the private marketplace and development limitations allow. A projected average annual decrease of five agricultural acres is assumed in the previous table, largely based on the change in ag acres from

2008 to 2018 (-3.9 acres/year), but inflated slightly to reflect the increased residential, commercial, and industrial growth assumptions.

### 10.8 Future Land Use Map

The future land use map on the following page is a planning tool for the Village of Turtle Lake. Village appointed and elected officials should use the plan maps as a guide for making future land use decisions. Furthermore, developers and residents should understand the future land use map is intended to direct development to certain areas where facilities and services are available and where land uses are compatible with one another. As a decision-making tool it is important that it be regarded as general in nature and should not be used for site-specific decisions. It is for this reason that only general locations for various land uses are shown on the map.

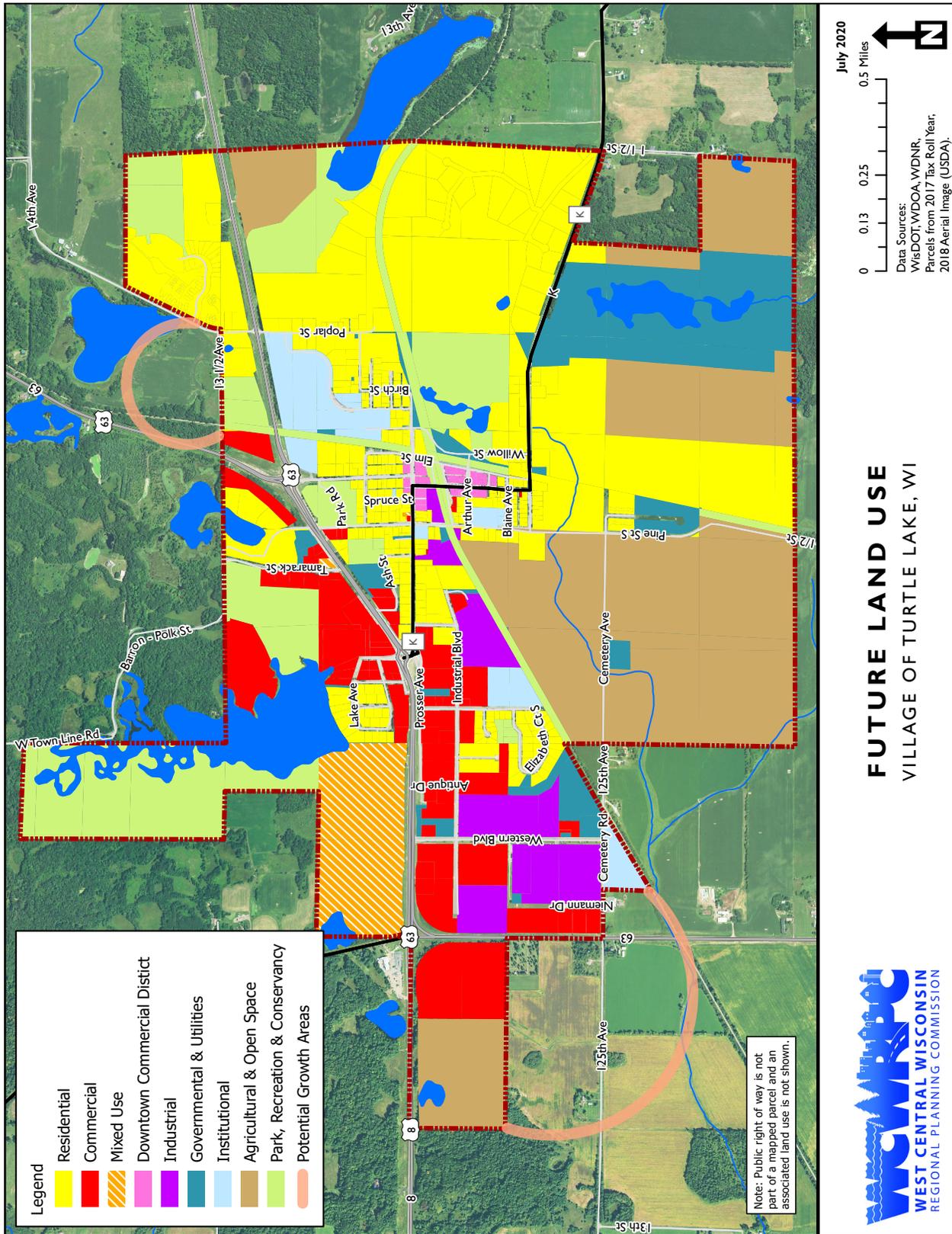
The future land use map has been developed based on the existing and future land use assumptions, a review of demographic and background data, trends in land use over the past several years, the efficient provision of municipal services, and the community's desires for future development as reflected by the vision, goals, and objectives of this Comprehensive Plan update.

In particular, the zoning and land development policies in Section 10.7 were used during the creation of the future land use map and should be considered when interpreting this map. The policies in Section 10.7 offer additional details regarding the nature of the future land uses, which can vary by geography or neighborhood. For example, the residential area on the Village's southeast side (east of Willow St. and north of County Highway "K") is envisioned for larger residential lots (i.e., estate lots), likely without municipal sewer or water for the foreseeable future, while the residential development on Village's northeast side (e.g., Heron's Landing neighborhood) would be on smaller lots, potentially including other housing types, such as twin homes and four-plexes. The future land use map designates two potential growth areas that would help the Village meet future land use supply demands in an efficient manner. though the planned uses for these areas also differs as discussed in the Section 10.7 policies.

In comparing the future land use map to the previous land use projections, it must be remembered that many areas within the Village have some development limitations, such as steep slopes and wetlands. Development potential would be further decreased by any needed streets, stormwater management facilities, neighborhood parks, etc. In addition, allowances and flexibility must be made for the market, which greatly influences land availability and demand; some landowners may be unwilling to sell, while available land characteristics may not meet all development needs. For such reasons, the acreages in the future land use map must meet or exceed the previous land use projections for residential, commercial, and industrial uses.

For convenience, the environmentally sensitive areas (ESA) map is included immediately following the future land use map. Functionally, these maps should be used in tandem and

the ESAs should be considered as an overlay of the future land use map. This approach will serve as a reminder that even though the map indicates an area may be designed for residential, commercial, etc., additional limitations to development can exist. Encroachment upon ESAs should be avoided if possible, and development in some areas may require study prior to approval or special mitigation action to prevent or limit undesired impacts.





Note: Public right of way is not part of a mapped parcel and an associated land use is not shown.

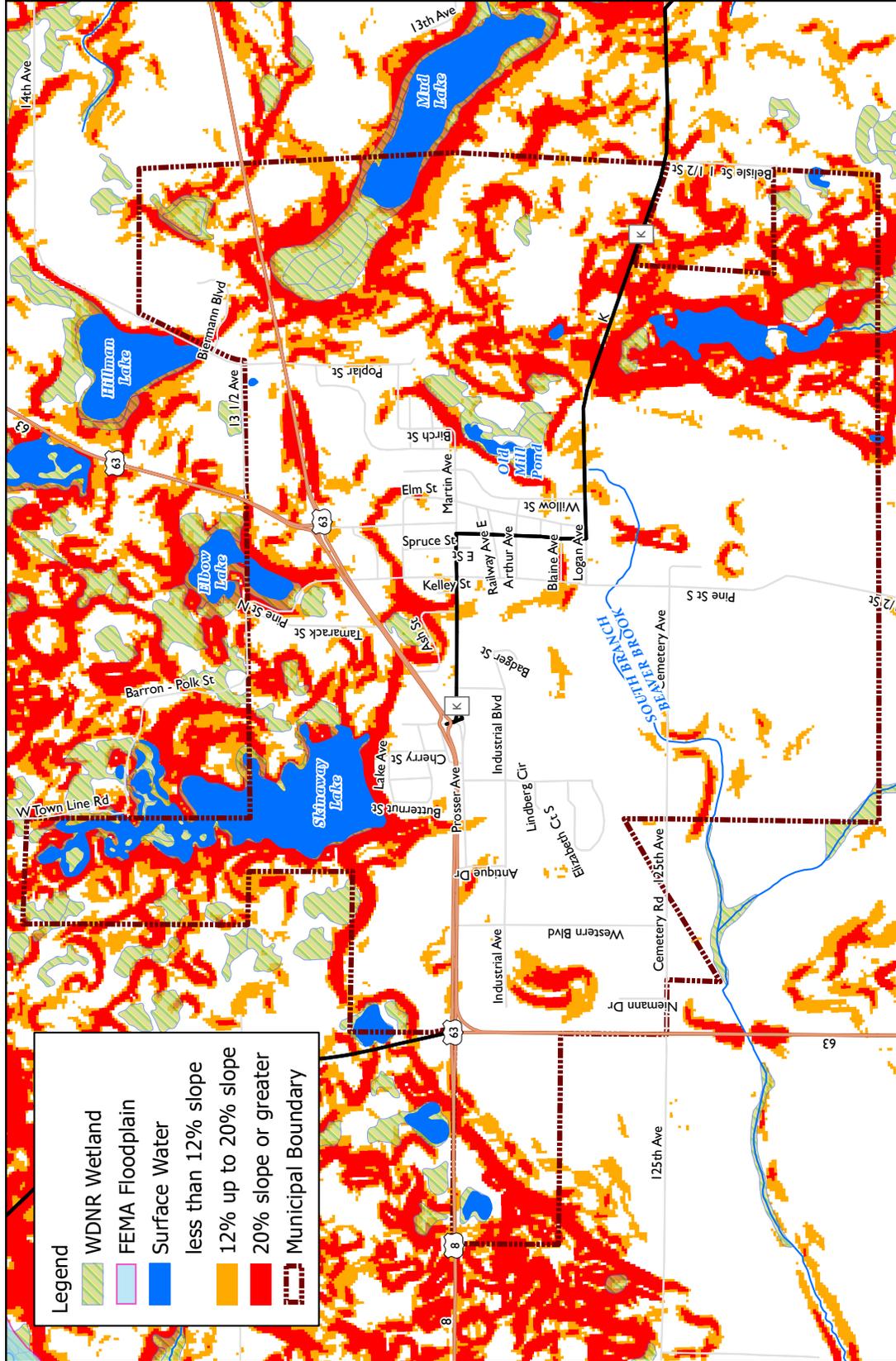


**FUTURE LAND USE**  
 VILLAGE OF TURTLE LAKE, WI  
 (DOWNTOWN)

July 2020

0 0.02 0.04 0.08 Miles

Data Sources:  
 WisDOT, WDOA, WDNR,  
 Parcels from 2017 Tax Roll Year,  
 2018 Aerial Image (USDA).



**Legend**

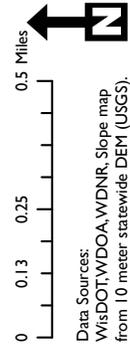
- WDNR Wetland
- FEMA Floodplain
- Surface Water
- less than 12% slope
- 12% up to 20% slope
- 20% slope or greater
- Municipal Boundary



**ENVIRONMENTALLY SENSITIVE AREAS**

VILLAGE OF TURTLE LAKE, WI

November 2019



Data Sources:  
 WisDOT, WDOA, WDNR, Slope map  
 from 10 meter statewide DEM (USGS).

# 11.0 IMPLEMENTATION

- 11.1 Action Plan
- 11.2 Plan Integration and Consistency
- 11.3 Plan Monitoring and Evaluation
- 11.4 Plan Amendments and Updates

This element provides guidance for implementing and realizing the plan vision, goals, and objectives described in the previous elements. As change is inevitable, the Comprehensive Plan must also be a “living,” dynamic document that considers or allows for change in the community; the plan may need to be amended to appropriately reflect such changing issues, opportunities, needs, trends, or shared goals.

## 11.1 Action Plan

The Village of Turtle Lake’s Comprehensive Plan is intended to help guide land use decisions within the Village. The plan is an expression of the Village’s wishes and desires and provides a series of policies for assisting the community in attaining its visions, goals, and objectives. The plan is not an attempt to predict the future, but rather an attempt to document the community’s values and philosophies that citizens of the Village of Turtle Lake share.

Suggested timelines for implementation are included with the policy recommendations in Sections 3 through 10. Typically, each policy has been assigned one or more of the following suggested timelines:

- **short-term** (1-5 year action)
- **long-term** (5+ years action)
- **ongoing** (continuing program or decision-making guidance)

These timelines suggest potential priorities, but may be subject to available resources in some cases. Potential resources or partners are often included in the policy recommendation and/or may also be identified in Appendix F. Some policies may recommend exploration or study, which may result in

### Plan Commission Powers & Duties

- ◆ in general, promote comprehensive planning in the Village
- ◆ prepare and recommend to the Village Board the Comprehensive Plan and ordinances & programs to implement the Plan (and any amendments)
- ◆ hold hearings and make administrative determinations, if delegated by ordinance
- ◆ review referred proposals for recommendation to the Village Board

### Referrals to Plan Commission

By statute, the Village Board must refer the following to the Plan Commission for recommendation:

- location and architectural design of any public building
- location of any statue or memorial
- location, alteration, abandonment, sale, acquisition, or lease of land for parks, streets, airports, parking, or other public grounds
- location, extension, abandonment, or authorization for any public utility
- all subdivision plats for which the Village has jurisdiction
- location, character & extent or acquisition, lease, or sale of lands for public or semipublic housing, slum clearance, relief of congestion, or vacation camps for children.
- proposed ordinances, amendments, or appeals of any ordinance pursuant to section 62.23 of State Statutes (e.g., zoning, official mapping) and land divisions
- other matters as specified by State statute (e.g., proposed business improvement districts, group homes)

## ***11. Implementation***

additional longer-term actions or ongoing decision-making guidance in the future. Prior to implementation, the Village will consider and reassess each action item to further determine if the plan recommendation is still in the best interests of the community. Changing conditions in the community may necessitate an addition or modification to the implementation approach or timeline.

The responsibility for implementation of the action plan may be delegated at the discretion of the Village Board. In addition, State statutes require Plan Commission review and recommendation on a range of activities prior to Village Board approval or adoption (see *box on previous page*). Some policy recommendations noted in the plan may also be initiated by Village staff, community members, or other partners; it is a community plan.

The Turtle Lake Plan Commission, Village Board, and citizens in reviewing all proposals pertaining to development in the Village of Turtle Lake should utilize the Comprehensive Plan. Proposals should be examined to determine whether they are consistent with community wishes and desires as expressed in the plan. As part of the review, consideration 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.

As discussed in Section 7, the CAP Committee Report in Appendix E discusses the importance of active and involved residents, including continued public outreach, transparency, and engagement programming. Such actions to foster positive community spirit and involvement extend to the implementation, monitoring, and update of this Comprehensive Plan. Further, page 4 of the CAP Report suggests that a strategic plan is being developed that further assesses and prioritizes the recommendations in the report. The Village should continue to work with CAP Committee members to determine the best approach to evaluating and putting the CAP Report recommendations into action.

### **11.2 Plan Integration and Consistency**

The Village of Turtle Lake Comprehensive Plan has an important role as a guide and determinant for future action and policy decision in the community. All development proposals and capital expenditures should be reviewed against the conclusions, vision, goals, and policies of the Plan for consistency. When the Village is requested to comment on proposed policy changes at a county, regional, State or Federal level, the Plan can provide important guidance to Village officials. To promote consistency across jurisdictional boundaries, the Village of Turtle Lake encourages early dialog between all adjoining and overlapping jurisdictions (towns and counties) as they develop or revise their comprehensive plans and ordinances. Where inconsistencies are identified and a resolution cannot be reached, future actions can be developed to bring the parties together to address their concerns.

The elements of this Comprehensive Plan are also internally consistent. 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 element is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning elements. There is much overlap in issues and policy between many of the elements. A review of all Plan data, analysis and conclusions, and of Plan goals and policies has been performed to ensure consistency. As the Plan developed, major consistent themes emerged which moved the Plan toward consistent conclusions and compatible approaches to solving identified problems among the elements. Any future plan amendments should be evaluated for consistency with the overall Comprehensive Plan.

### **11.3 Plan Monitoring and Evaluation**

Any plan is subject to the passage of time possibly making its policies and recommendations obsolete. The Village of Turtle Lake Plan Commission is responsible for monitoring changing conditions and plan implementation to evaluate progress and whether a plan amendment or update is needed.

The Plan Commission will conduct a Comprehensive Plan Annual Review as described in the box to the right. The Plan Commission will report its findings of each annual review to the Village Board.

### **11.4 Plan Amendments and Updates**

Evaluating the Comprehensive Plan is an ongoing process and will, at some time, lead to the realization that the plan requires updating and amendments. Plan amendments are typically relatively minor changes or additions to plan maps or text as deemed necessary and appropriate, often involving a limited geographic area or to address a single issue, policy, or

#### **The Comprehensive Plan as an effective management and decision-making tool.**

The following plan monitoring process is recommended to encourage implementation of this Plan, track progress, and promote consistency in decision-making.

Each fall, the Plan Commission will perform an annual review of the plan that includes:

- an opportunity for public comment;
- track progress on actionable plan recommendations and identify any related resource needs;
- evaluate consistency of any recent trends or decisions with the plan's vision and goals and the future land use map;
- identify and make recommendations regarding any conflicts or emerging trends that may be inconsistent with the plan vision, goals, policies, and future land use map;
- determine if a plan amendment or update is needed; and,
- provide a brief report on progress, key findings, and any recommended actions to the Village Board for consideration.

The Village may desire to create a tracking form or other reporting format to consistently monitor plan progress over time. This approach could potentially be expanded to include the recommendations of other Village plans.

## *11. Implementation*

program. Plan amendments can occur without needing to update all data, maps, service descriptions, etc., as long as the Comprehensive Plan remains internally consistent.

Plan updates are typically a more substantial re-write of the text involving major revisions to multiple plan sections, including updating of plan goals, data, tables, services, and maps. A plan amendment can be completed in a matter of months compared to a plan update that often requires a year or more. State Comprehensive Planning Law requires that a comprehensive plan be updated at least every ten years.

The time that elapses between the completion of the plan and the need to amend the plan depend greatly on evolving issues, trends, and land use conditions. Plan amendments are typically triggered by Village Board request, plan monitoring/evaluation by the Plan Commission, or a proposed land use change by a petitioner. Frequent plan amendments and updates should be avoided.

Prior to a plan amendment, a proposed project should be evaluated for consistency with the *Village of Turtle Lake Comprehensive Plan* as a whole as well as other pertinent community plans. The proposal should not contradict the objectives, goals, and policies of the plan, or else additional plan changes must be considered. There should be a clear public need for the proposed change or that unanticipated circumstances have resulted in a need for the change. The proposed change should also not result in substantial adverse impacts to the community, nearby properties, or the character of the area. The Village may require the petitioner(s) to prepare reports or fund other studies prior to a decision on amending the Comprehensive Plan.

Statutorily, plan amendments and plan updates have the same minimum public participation and adoption requirements, though updates often involve greater opportunities of public input at the discretion of the community. To ensure residents are involved in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The Village of Turtle Lake Plan Commission shall undertake a review of the plan and shall consider necessary amendment(s) to the plan resulting from property owner requests, changes to social and economic conditions, new opportunities, or unanticipated conflicts. Upon the Plan Commission review, recommended changes to the plan shall be forwarded to the Village Board. The Village of Turtle Lake Village Board shall call a public hearing to afford property owners time to review and comment on recommended plan changes. A public hearing shall be advertised in accordance with the Village's public meeting notice procedures. Based on public input, Plan Commission recommendations, and other facts, the Village Board will then formally act on the recommended amendment(s).

**APPENDIX A:  
PUBLIC PARTICIPATION PLAN**

## Public Participation Procedures for the Village of Turtle Lake Comprehensive Plan Update

### INTRODUCTION

§66.1001 (4) (a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, at every stage of comprehensive plan preparation, and that such written procedures provide for wide distribution of proposed, alternative or amended comprehensive elements, an opportunity for the public to submit written comments on the comprehensive plan, and a process for the local governing body to respond to such comments.

The Village of Turtle Lake Village Board recognizes the need for an open and active public participation process to foster a strong community commitment to the development and implementation of a comprehensive plan to guide the community's future growth and development. To ensure that the public has an opportunity to be involved in every stage of the update of the Comprehensive Plan, the Village identifies the following actions to promote an active public involvement process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing the plan.

### PUBLIC PARTICIPATION PROCEDURES

- The Village has a duly appointed Plan Commission pursuant with §66.23 (1) and/or §60.62 (4), Wisconsin Statutes.
- All meetings of the governing body of the local governmental unit (Village Board) are open to the public and are officially posted to notify the public as required by law.
- All Plan Commission meetings are open to the public and are officially posted to notify the public as required by law. Opportunities for public comment will be provided during the Plan Commission meetings.
- The Village Board will receive periodic reports from the Plan Commission during the preparation of the plan and will have the opportunity to review and comment on materials developed for incorporation into the Comprehensive Plan.
- The Comprehensive Plan update project will include a community engagement process facilitated by Todd Streeter of Community Collaboration that will yield a community action plan that will be considered by the Plan Commission and, where appropriate, integrated into the updated comprehensive plan.
- As part of the Barron County Housing Study project, a community housing forum and panel discussion will be facilitated by West Central Wisconsin Regional Planning Commission, the results of which will be considered by the Plan Commission and, where appropriate, integrated into the updated comprehensive plan.
- Prior to the required public hearing, the governmental units of adjacent or overlapping jurisdiction will be notified of the community's undertaking of the preparation of the Comprehensive Plan and their input sought on intergovernmental issues concerning land use, municipal boundaries, and service provision.
- Prior to the public hearing, draft copies of the Comprehensive Plan will be available at Village Hall, on the Village website, and at the Turtle Lake Public Library during regular hours for the public to review.
- A joint Plan Commission and Village Board Public Hearing will be conducted on the recommended Comprehensive Plan prior to Plan Commission recommendation and the governing body enacting the plan by ordinance. The Public Hearing will be preceded by Class 1 notice under Chapter 985, Wisconsin Statutes, published at least 30 days before the hearing is held. Additional notice will be provided to non-metallic mining interests pursuant to §66.1001 (4) (e), Wisconsin Statutes. The public is invited to comment and submit written comments.
- The Village Board will consider and respond to written comments regarding the plan before enacting it by ordinance.
- The adopted comprehensive plan will be distributed to:
  1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
  2. The clerk of every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
  3. The Wisconsin Department of Administration on behalf of the Wisconsin Land Board
  5. The West Central Wisconsin Regional Planning Commission.
  6. The Turtle Lake Public Library.
- The Village Plan Commission, with Village Board approval, may implement additional public participation activities as deemed appropriate, practicable, and needed.

RESOLUTION 200402

ESTABLISHING PUBLIC PARTICIPATION PROCEDURES FOR BARRON AREA COMPREHENSIVE PLANNING

- WHEREAS, the (Town, Village or City) of Turtle Lake has decided to prepare a comprehensive plan under the authority and procedures of §62.23 (3) and §66.1001, Wisconsin Statutes; and
- WHEREAS, §66.1001 (4) (a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation, and that such written procedures provide for wide distribution of proposed, alternative or amended comprehensive elements, an opportunity for the public to submit written comments on the comprehensive plan, and a process for the local governing body to respond to such comments; and
- WHEREAS, the (Town Board, Village Board or City Council) of the (Town, Village or City) of Turtle Lake has designated a plan commission for the purposes defined in §62.23 (1), (2), (4) and (5), Wisconsin Statutes; and
- WHEREAS, the (Town, Village or City) of Turtle Lake plan commission has received, reviewed and recommended approval of the *Public Participation Procedures for Barron Area Comprehensive Planning*; and
- WHEREAS, the agreement between the City of Barron and the hired planning consultants will include written procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on draft plan materials, and provide mechanisms to respond to such comments in a document called *Public Participation Procedures for Barron Area Comprehensive Planning*; and
- WHEREAS, the (Town, Village or City) of Turtle Lake believes that regular, meaningful public involvement in the Barron Area Comprehensive Planning process is important to assure that the resulting plan meets the wishes and expectations of the public.

NOW, THEREFORE BE IT RESOLVED, that the (Town Board, Village Board or City Council) of the (Town, Village or City) of Turtle Lake hereby ordain and resolve as follows: to approve the written procedures included in *Public Participation Procedures for Barron Area Comprehensive Planning* as its public participation procedures meeting the requirements of §66.1001 (4) (a), Wisconsin Statutes.

Dated this 16<sup>th</sup> day of February, 2004.

Lauree J. Tarmen  
Lauree J. Tarmen  
Village President

Frances Duncanson  
Frances Duncanson  
Village Administrator

Ayes: 7  
Nays: 0



## APPENDIX B:

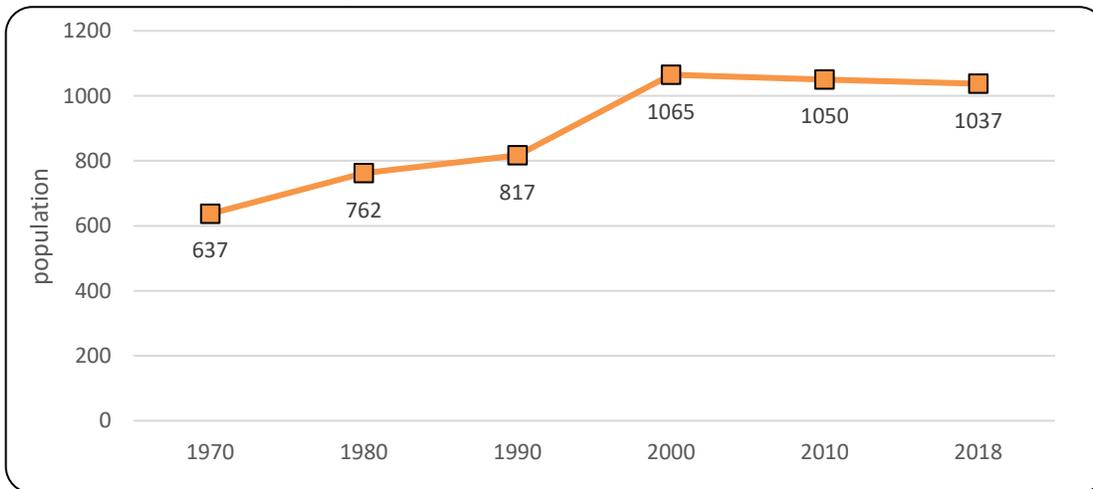
# BACKGROUND INFORMATION & DATA

This section highlights some of the key background information and data used by the Village of Turtle Lake Plan Commission during the update of the Village’s comprehensive plan. Additional data, forecasts/projections, and related discussion can be found in the plan text.

### Population and Demographics

**2018 WDOA Official Population Estimate:** 1,037 residents (947 Barron Co., 90 Polk Co.)

#### Village of Turtle Lake Population Change, 1970 – 2018



Source: U.S. Bureau of the Census 1970 – 2010; Wisconsin DOA Estimate for 2018

#### Population by Age, Village of Turtle Lake, 2000, 2010, & 2017

Age (years)	2000		2010		2017		% Change 2000-2017
	Number	% of Total	Number	% of Total	Number	% of Total	
Under 5	65	6.1	78	7.4	50	5.4	-23.1%
5 to 19	252	23.7	171	16.3	193	20.9	-23.4%
20 to 44	341	32.1	344	32.8	272	29.4	-20.2%
45 to 64	219	20.6	275	26.2	211	22.7	-3.7%
65+	188	17.6	182	17.3	201	21.7	+6.9%
Total	1,065		1,050		927		-12.9%
Median Age	37.7 (Barron Co.– 38.7)		38.9 (Barron Co. – 43.1)		37.2 (Barron Co. – 44.2)		-5

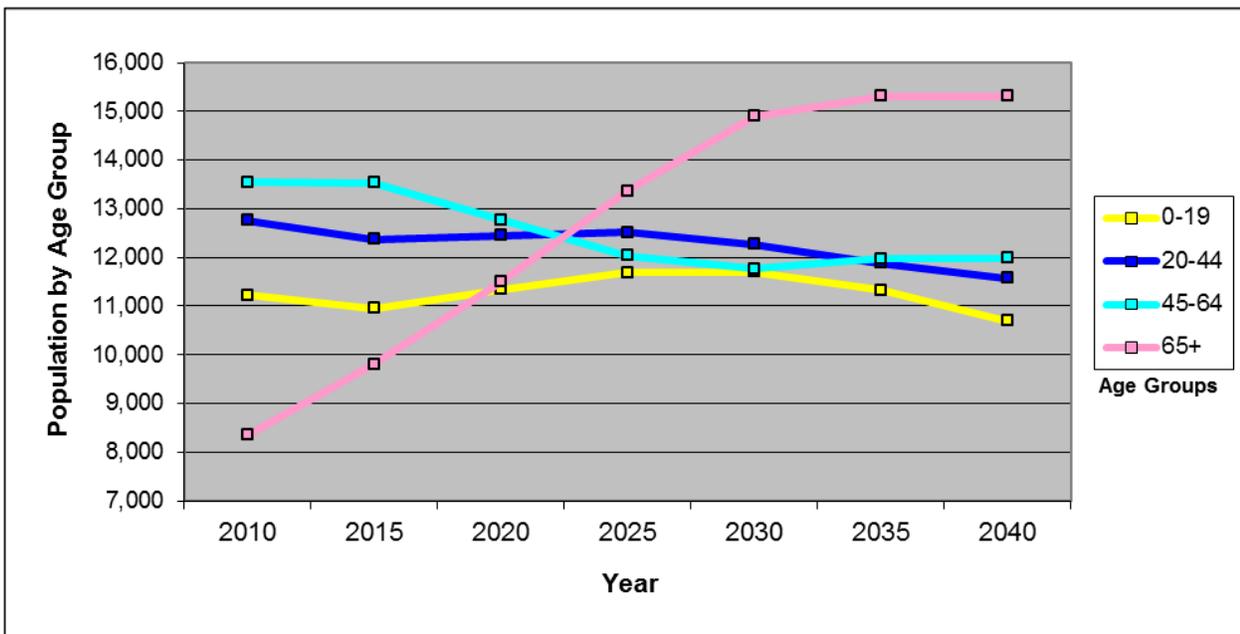
Source: U.S. Bureau of the Census 2000 & 2010, American Community Survey 2013-2017

**WisDOA Population Projection, Village of Turtle Lake, 2010-2040**

	2010 Census	2015 Proj.	2020 Proj.	2025 Proj.	2030 Proj.	2035 Proj.	2040 Proj.	change
Barron County Population	624	630	645	660	665	660	640	
Polk County Population	93	90	95	95	95	90	85	
Total Population	717	720	740	755	760	750	725	
Population Increase		3	20	15	5	-10	-25	8
% Population Increase		0.4%	2.8%	2.0%	0.7%	-1.3%	-3.3%	1.1%

Source: Wisconsin Department of Administration, Final Municipal Population Projections, 2013

**WisDOA Population Projections, Barron County, 2010-2040**



Source: Wisconsin Department of Administration, Final Population Projections, 2014

## Housing

### Housing Occupancy and Tenure, Village of Turtle Lake, 2000 - 2017

	2000	% of Total	2010	% of Total	2017	% of Total	No. Change '00--'20	% Change '00--'20
Total Housing Units	508		535		497		-11	-2.2
Occupied Housing Units	475	93.5	492	92	446	89.7	-29	-6.1
Owner-Occupied	258	54.3	265	53.9	211	42.5	-47	-18.2
Renter-Occupied	217	45.7	227	46.1	235	47.3	18	8.3
Vacant Housing Units	33	6.5	43	8.0	51	10.3	18	5.5
Seasonal, Rec, or Occasional Use	5	1.0	3	0.6	2	0.4	-3	-60.0
Average Household Size	2.24		2.13		2.08		-0.16	-7.1%
Average Household Size of Owner-Occupied Units	2.47		2.25		2.27		-0.33	-12.7%
Average Household Size of Renter Units	1.74		2.00		1.91		0.17	+9.8%

Source: U.S. Bureau of the Census 2000 & 2010, ESRI Community Analyst

NOTE:           2000-2017 Population Growth = -13.0%  
                   2000-2017 Housing Units Growth = -2.2%  
                   2017 Barron County Average Household Size = 2.33

### Units in Structure, Village of Turtle Lake 2017

	2017	% of Total
1-Unit Detached	260	52.3
1-Unit Attached	13	2.6
2 Units	28	5.6
3 or 4 units	60	12.1
5 to 9 units	41	8.2
10 to 19 Units	32	6.4
20 or More Units	46	9.3
Mobile Home	0	0
Boat, RV, Van, Etc.	17	3.4
TOTAL	497	

**\*USE ACS DATA WITH CAUTION**

U.S. Census ACS data is a sample survey. For small populations, this can result in a large margin of error.

Source: U.S. Bureau of the Census, 2013-2017 American Community Survey (ACS), ESRI Community Analyst

**Units by Year Built, Village of Turtle Lake 2017**

	Estimate	% of Total
Built 2010 or later	6	1.2
Built 2000 to 2009	46	9.3
Built 1990 to 1999	72	14.5
Built 1980 to 1989	62	12.5
Built 1970 to 1979	77	15.5
Built 1960 to 1969	27	5.4
Built 1950 to 1959	28	5.6
Built 1940 to 1949	21	4.2
Built 1939 or earlier	158	31.8
<b>TOTAL</b>	<b>497</b>	

Source: U.S. Bureau of the Census, 2013-2017 American Community Survey (ACS), ESRI Community Analyst

**Housing Value of Owner-Occupied Units, 2017**

Less than \$50,000	\$50,000-\$99,999	\$100,000 - \$149,000	\$150,000 - \$199,999	\$200,000 – \$299,999	\$300,000 – \$499,999	\$500,000 or more	Village Median Value	Barron County Median Value	State Median Value
25	113	57	13	0	3	0	\$88,500 (\$104,300 in 2010)	\$145,500	\$169,300

Source: U.S. Bureau of the Census, 2013-2017 American Community Survey (ACS), ESRI Community Analyst

**Owner-Occupied Housing Costs as a Percentage of Household Income, 2017 (w/ mortgages)**

Less than 15%	15.0% - 19.9%	20.0% - 24.9%	25.0% - 29.9%	30.0% - 34.9%	35.0% or more	Village % not affordable	Barron County % not affordable
26	14	30	26	3	23	21.3%	27.9%

Note: U.S. HUD defines affordable housing as 30% or less of monthly or annual income.

Source: 2013-2017 American Community Survey 5-Year Estimates

**Renter-Occupied Housing Costs as a Percentage of Household Income, 2017**

Less than 15%	15.0% - 19.9%	20.0% - 24.9%	25.0% - 29.9%	30.0% - 34.9%	35.0% or more	Village % not affordable	Barron County % not affordable
26	15	39	34	16	95	47.2%	38.9%

Note: U.S. HUD defines affordable housing as 30% or less of monthly or annual income.

Source: 2013-2017 American Community Survey 5-Year Estimates

## **Education, Income, and Employment**

### **Educational Attainment of Persons Age 25 & Older Village of Turtle Lake, 2017**

<b>Attainment Level</b>	<b>Number</b>	<b>Percent of Total</b>
Less than 9 <sup>th</sup> Grade	19	3.0
9 <sup>th</sup> Grade to 12 Grade, No Diploma	30	4.7
High School Graduate (includes equivalency)	313	49.3
Some College, No Degree	166	26.1
Associate Degree	48	7.6
Bachelor's Degree	33	5.2
Graduate or Professional Degree	26	4.1
<b>TOTAL PERSONS 25 AND OVER</b>	<b>635</b>	<b>100</b>

Source: U.S. Census Bureau, 2013-2017 American Community Survey

- Educational attainment of Village residents has remained constant with 49.3 percent of residents over 25 years of age in 2017 (ACS 5-year estimates<sup>9</sup>) having at least attained a high school diploma as compared to 49.1 percent in 2000.
- The median household income in the Village of Turtle Lake was \$29,485 in 2000 (U.S. Census Bureau, Census 2000). In 2017, this number increased to \$31,786 (2013-2017 American Community Survey), which is a 7.8 percent increase. Barron County median household income increased from \$37,275 to \$49,257 and the State increased from \$43,791 to \$56,759.
- In 2017, 18.1 percent of persons and 14.4 percent of families in the Village of Turtle Lake were below the poverty level at some time in the previous 12 months. This is compared to 11.5 percent and 7.4 percent, respectively, for Barron County as a whole.

### **Unemployment Rate, 2000 & 2017**

	<b>2000</b>		<b>2017</b>	
	<b>Employed</b>	<b>Unemployment Rate</b>	<b>Employed</b>	<b>Unemployment Rate</b>
Village of Turtle Lake	475	4.2%	415	8.0%
Barron County	22,583	3.2%	22,255	3.6%

Source: U.S. Bureau of the Census 2000, 2013-2017 American Community Survey 5-Year Estimate

<sup>9</sup> Many of the 2015 economic estimates are based on American Community Survey 5-year estimates which can have fairly significant margins of error.

**Means of Transportation to Work for Village of Turtle Lake Residents, 2017**

<b>Primary Means of Transportation</b>	<b>Percent of Workers</b>
Car, Truck, or Van – Drove Alone	74.2
Car, Truck, or Van - Carpooled	8.7
Public Transportation (excluding taxi)	2.9
Walked	11.1
Taxicab, motorcycle, bicycle, or other	1.4
Worked at home	1.7

Source: U.S. Census Bureau, 2013-2017 American Community Survey

- Of employed residents in the Village of Turtle Lake, mean travel time to work was 22 minutes in 2017 and 23.9 percent of workers lived within 10 miles of their place of employment in 2015.

**Place of Work for Village of Turtle Lake Residents, 2017**

<b>Place of Work</b>	<b>Percent of Workers</b>
Worked in the Village of Turtle Lake	41.9
Worked in Barron/Polk County, but outside the Village	24.1
Worked outside Barron/Polk County, but in Wisconsin	26.7
Worked outside State of Wisconsin	7.2

Source: U.S. Census Bureau, 2013-2017 American Community Survey

## Land Use

### Land Use Acreage and Assessed Value Per Acre, 2008 and 2018

	Agricultural	Forest	Ag. Forest	Undeveloped	Residential	Commercial	Manufacturing	Other	Total
<b>2008</b>									
# Parcels	30	20	9	22	463	111	8	8	671
# Improved	-	-	-	-	330	81	7	8	426
Acres	480	175	95	241	234	162	33	16	1,436
Land Value per Acre	\$156	\$2,153	\$931	\$590	\$21,691	\$24,121	\$13,700	\$3,925	\$7,089
Improv. Value per Imp. Parcel	-	-	-	-	\$74,019	\$264,115	\$866,443	\$61,150	\$122,943
<b>2018</b>									
# Parcels	27	18	8	20	405	116	7	8	609
# Improved	-	-	-	-	336	80	7	8	431
Acres	441	162	73	229	214	171	48	16	1,354
Land Value per Acre	\$162	\$2,195	\$940	\$603	\$20,353	\$24,641	\$13,725	\$3,925	\$7,330
Improv. Value per Imp. Parcel	-	-	-	-	\$66,110	\$327,870	\$2,032,100	\$52,325	\$146,371
<b>Difference</b>									
# Parcels	-3	-2	-1	-2	-58	5	-1	0	-62
# Improved	-	-	-	-	6	-1	0	0	5
Acres	-39	-13	-22	-12	-20	9	15	0	-82
Land Value per Acre	\$6	\$42	\$9	\$13	-\$1,337	\$520	\$25	\$0	\$240
Improv. Value per Imp. Parcel	-	-	-	-	-\$586	\$21,332	\$112,557	-\$4,413	\$23,428

Source: Wisconsin Department of Revenue

#### Assessment Notes:

- The above values do not include unassessed or exempt properties, such as those owned by governmental units, churches, or non-profits.
- Agricultural land is primarily classified and assessed based on its actual, predominant use (use value), and not its market value. For instance, active farmland that is planned for commercial or residential use will be assessed as "Agricultural." Undeveloped land (e.g., poorly drained, ponds, depleted gravel pits, fallow tillable land, incapable of commercial forest) and "Ag Forest" is typically assessed at 50% of its full value. "Other" includes farm buildings and improvements, including the farm operator's residence. Sand mines and processing facilities will be classified as "Manufacturing" once your assessor receives the official DOR letter.



## Demographic and Income Profile

Turtle Lake Village, WI  
 Turtle Lake Village, WI (5581075)  
 Geography: Place

Prepared by Esri

Summary	Census 2010	2018	2023			
Population	1,050	1,048	1,053			
Households	492	492	495			
Families	256	265	265			
Average Household Size	2.13	2.13	2.13			
Owner Occupied Housing Units	265	290	301			
Renter Occupied Housing Units	227	202	195			
Median Age	38.9	41.4	42.9			
Trends: 2018 - 2023 Annual Rate	Area	State	National			
Population	0.10%	0.39%	0.83%			
Households	0.12%	0.43%	0.79%			
Families	0.00%	0.33%	0.71%			
Owner HHs	0.75%	0.73%	1.16%			
Median Household Income	1.56%	1.71%	2.50%			
Households by Income	2018		2023			
	Number	Percent	Number	Percent		
<\$15,000	57	11.6%	49	9.9%		
\$15,000 - \$24,999	59	12.0%	56	11.3%		
\$25,000 - \$34,999	54	11.0%	50	10.1%		
\$35,000 - \$49,999	90	18.3%	88	17.7%		
\$50,000 - \$74,999	133	27.1%	138	27.8%		
\$75,000 - \$99,999	65	13.2%	73	14.7%		
\$100,000 - \$149,999	32	6.5%	40	8.0%		
\$150,000 - \$199,999	1	0.2%	2	0.4%		
\$200,000+	0	0.0%	1	0.2%		
Median Household Income	\$46,807		\$50,569			
Average Household Income	\$52,222		\$57,022			
Per Capita Income	\$23,926		\$26,319			
Population by Age	Census 2010		2018		2023	
	Number	Percent	Number	Percent	Number	Percent
0 - 4	78	7.4%	62	5.9%	60	5.7%
5 - 9	72	6.9%	66	6.3%	65	6.2%
10 - 14	55	5.2%	68	6.5%	71	6.7%
15 - 19	44	4.2%	55	5.2%	66	6.3%
20 - 24	71	6.8%	40	3.8%	45	4.3%
25 - 34	149	14.2%	137	13.1%	95	9.0%
35 - 44	124	11.8%	146	13.9%	159	15.1%
45 - 54	133	12.7%	125	11.9%	134	12.7%
55 - 64	142	13.5%	141	13.4%	131	12.4%
65 - 74	84	8.0%	119	11.3%	129	12.2%
75 - 84	61	5.8%	60	5.7%	72	6.8%
85+	37	3.5%	30	2.9%	28	2.7%
Race and Ethnicity	Census 2010		2018		2023	
	Number	Percent	Number	Percent	Number	Percent
White Alone	970	92.4%	978	93.3%	975	92.6%
Black Alone	2	0.2%	2	0.2%	3	0.3%
American Indian Alone	48	4.6%	41	3.9%	41	3.9%
Asian Alone	6	0.6%	5	0.5%	6	0.6%
Pacific Islander Alone	0	0.0%	0	0.0%	0	0.0%
Some Other Race Alone	5	0.5%	4	0.4%	6	0.6%
Two or More Races	19	1.8%	18	1.7%	22	2.1%
Hispanic Origin (Any Race)	18	1.7%	14	1.3%	19	1.8%

**Data Note:** Income is expressed in current dollars.

**Source:** U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2018 and 2023.

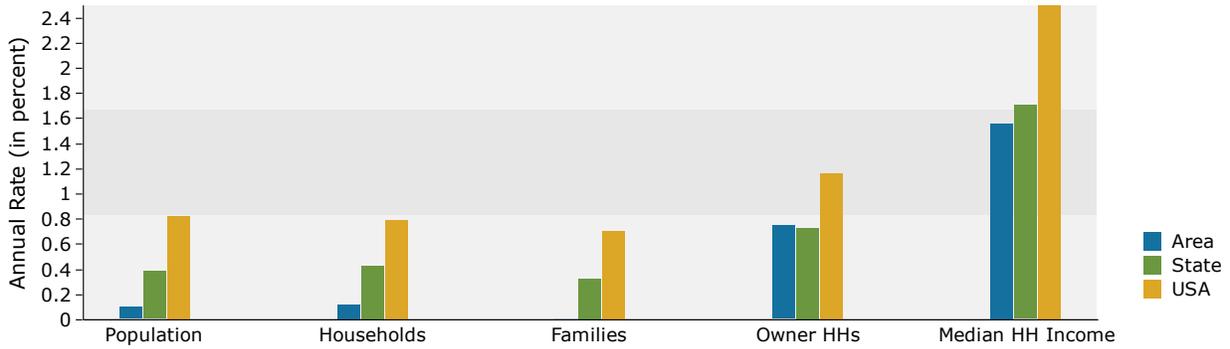


## Demographic and Income Profile

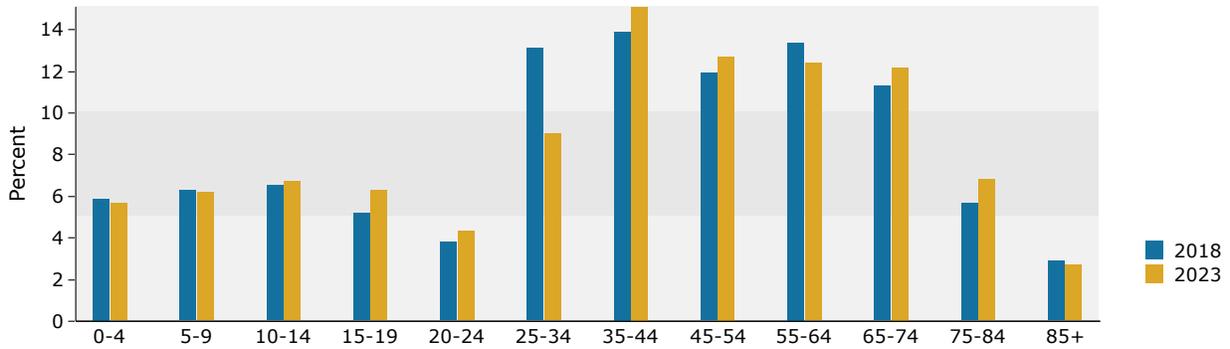
Turtle Lake Village, WI  
 Turtle Lake Village, WI (5581075)  
 Geography: Place

Prepared by Esri

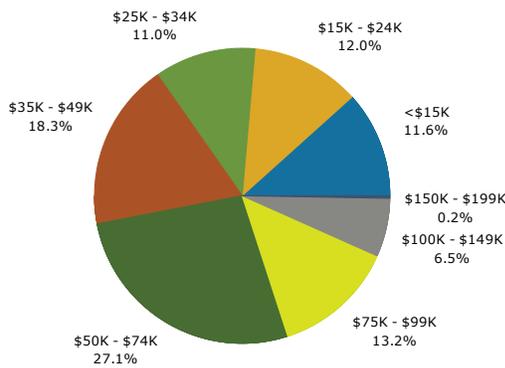
Trends 2018-2023



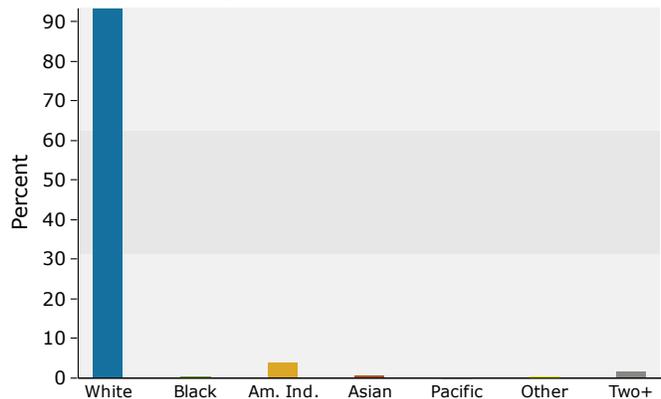
Population by Age



2018 Household Income



2018 Population by Race



2018 Percent Hispanic Origin: 1.3%

Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2018 and 2023.



## Housing Profile

Turtle Lake Village, WI  
 Turtle Lake Village, WI (5581075)  
 Geography: Place

Prepared by Esri

Population		Households	
2010 Total Population	1,050	2018 Median Household Income	\$46,807
2018 Total Population	1,048	2023 Median Household Income	\$50,569
2023 Total Population	1,053	2018-2023 Annual Rate	1.56%
2018-2023 Annual Rate	0.10%		

Housing Units by Occupancy Status and Tenure	Census 2010		2018		2023	
	Number	Percent	Number	Percent	Number	Percent
Total Housing Units	535	100.0%	536	100.0%	543	100.0%
Occupied	492	92.0%	492	91.8%	496	91.3%
Owner	265	49.5%	290	54.1%	301	55.4%
Renter	227	42.4%	202	37.7%	195	35.9%
Vacant	43	8.0%	44	8.2%	48	8.8%

Owner Occupied Housing Units by Value	2018		2023	
	Number	Percent	Number	Percent
Total	289	100.0%	301	100.0%
<\$50,000	34	11.8%	34	11.3%
\$50,000-\$99,999	95	32.9%	91	30.2%
\$100,000-\$149,999	91	31.5%	92	30.6%
\$150,000-\$199,999	28	9.7%	31	10.3%
\$200,000-\$249,999	13	4.5%	14	4.7%
\$250,000-\$299,999	9	3.1%	12	4.0%
\$300,000-\$399,999	17	5.9%	24	8.0%
\$400,000-\$499,999	0	0.0%	0	0.0%
\$500,000-\$749,999	2	0.7%	3	1.0%
\$750,000-\$999,999	0	0.0%	0	0.0%
\$1,000,000-\$1,499,999	0	0.0%	0	0.0%
\$1,500,000-\$1,999,999	0	0.0%	0	0.0%
\$2,000,000+	0	0.0%	0	0.0%
Median Value	\$108,516		\$113,859	
Average Value	\$127,509		\$137,292	

Census 2010 Housing Units	Number	Percent
Total	535	100.0%
In Urbanized Areas	0	0.0%
In Urban Clusters	0	0.0%
Rural Housing Units	535	100.0%

**Data Note:** Persons of Hispanic Origin may be of any race.  
**Source:** U.S. Census Bureau, Census 2010 Summary File 1.



## Housing Profile

Turtle Lake Village, WI  
 Turtle Lake Village, WI (5581075)  
 Geography: Place

Prepared by Esri

Census 2010 Owner Occupied Housing Units by Mortgage Status	Number	Percent
Total	265	100.0%
Owned with a Mortgage/Loan	170	64.2%
Owned Free and Clear	95	35.8%

Census 2010 Vacant Housing Units by Status	Number	Percent
Total	43	100.0%
For Rent	16	37.2%
Rented- Not Occupied	0	0.0%
For Sale Only	14	32.6%
Sold - Not Occupied	2	4.7%
Seasonal/Recreational/Occasional Use	3	7.0%
For Migrant Workers	0	0.0%
Other Vacant	8	18.6%

Census 2010 Occupied Housing Units by Age of Householder and Home Ownership	Occupied Units	Owner Occupied Units	
		Number	% of Occupied
Total	492	265	53.9%
15-24	27	5	18.5%
25-34	78	37	47.4%
35-44	70	30	42.9%
45-54	75	49	65.3%
55-64	100	65	65.0%
65-74	61	37	60.7%
75-84	49	22	44.9%
85+	32	20	62.5%

Census 2010 Occupied Housing Units by Race/Ethnicity of Householder and Home Ownership	Occupied Units	Owner Occupied Units	
		Number	% of Occupied
Total	492	265	53.9%
White Alone	463	262	56.6%
Black/African American	0	0	0.0%
American Indian/Alaska	19	2	10.5%
Asian Alone	4	0	0.0%
Pacific Islander Alone	0	0	0.0%
Other Race Alone	2	1	50.0%
Two or More Races	4	0	0.0%
Hispanic Origin	5	2	40.0%

Census 2010 Occupied Housing Units by Size and Home Ownership	Occupied Units	Owner Occupied Units	
		Number	% of Occupied
Total	492	265	53.9%
1-Person	201	82	40.8%
2-Person	146	98	67.1%
3-Person	68	43	63.2%
4-Person	48	25	52.1%
5-Person	17	14	82.4%
6-Person	8	3	37.5%
7+ Person	4	0	0.0%

**Data Note:** Persons of Hispanic Origin may be of any race.  
**Source:** U.S. Census Bureau, Census 2010 Summary File 1.



**APPENDIX C:  
TURTLE LAKE HOUSING SNAPSHOT**

# VILLAGE OF TURTLE LAKE HOUSING SNAPSHOT



## Current (2017) Housing Mix:

- The overall Village housing mix is 53% renter and 47% owner.
- There is a need for more rental units with an estimated vacancy rate of 2%-3%.
- The adjusted owner vacancy rate of 3.1% is slightly above the healthy range of 2-2.5%.
- 31.8% of housing structures were built in 1939 which may suggest a need for rehabilitation or replacement.

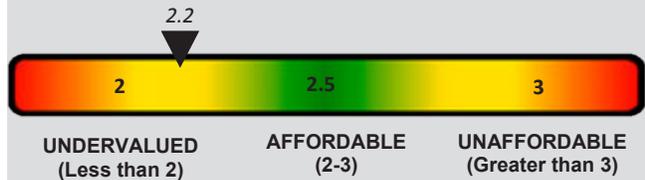
## Population & Housing Characteristics, 2000 to 2016

	2000	2016	2000-2016 Change in #	2000-2016 % Change
Population	1,000	1,019	19	1.9%
Average Age	38.4	32.5	-5.9	-15.4%
# of Households	450	448	-2	-0.4%
Average Household Size	2.22	2.27	0.05	2.3%
% of One Person	39.3%	40.2%	6	3.3%
% of Households with Own Children	29.8%	23.9%	-27	-20.1%
Owner Vacancy Rate	4.0%	12.0%	8.0%	-
Renter Vacancy Rate	2.0%	0.0%	-2.0%	-
Seasonal Units	3	3	0	0%
Vacant Units	27	58	31	115%
Median # of Rooms	4.8	4.6	-0.2	-4%
Units 50 Years or Older	185	291	106	57%
% of Units 50 Years or Older	38.8%	57.5%	18.7%	-
Single Family Units	297	300	3	1%
Multi-Family Units	162	187	25	15%
Mobile Homes	14	19	5	36%
Single Family Unit Rentals	54	69	15	27.8%

Sources: 2000 U.S. Census & 2016 ACS Five Year Estimates

## Housing Affordability at a Glance

### Housing (non-rental) Affordability Gauge:



The Village of Turtle Lake's housing affordability ratio was **2.2**, indicating that the median house is **undervalued** for the median household income.

### Cost-Burdened Households:

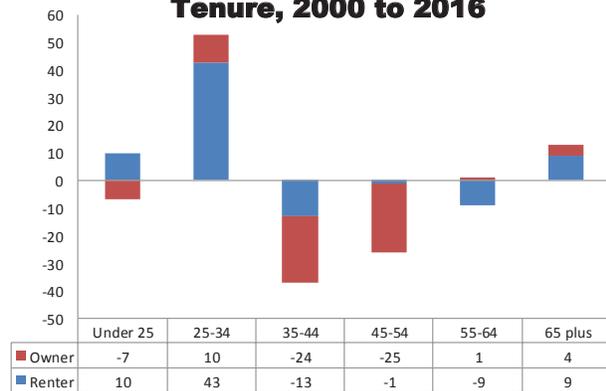
A household is considered to be "cost burdened" if it pays **30 percent or more** of its income on housing costs. In 2016, **23.4 percent** of Turtle Lake households were cost burdened, an increase from **23.0 percent** in 2000.

### Households in Poverty and ALICE Households:

In 2016, **53 percent** of households in the Village of Turtle Lake were below the Federal Poverty Level or were classified as ALICE households. ALICE households earn more than the Federal Poverty Level, but less than the basic cost of living for the county. Combined, the number of ALICE and poverty-level households equals the total population struggling to afford basic needs. The percentage of households in these two categories increased **23 percentage points** between 2014 and 2016.

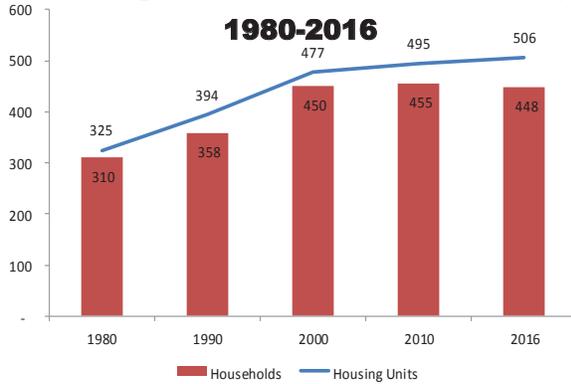
Sources: 2000 U.S. Census, 2016 ACS Five Year Estimates, & 2018 ALICE Report

## Household Growth by Age Group & Tenure, 2000 to 2016



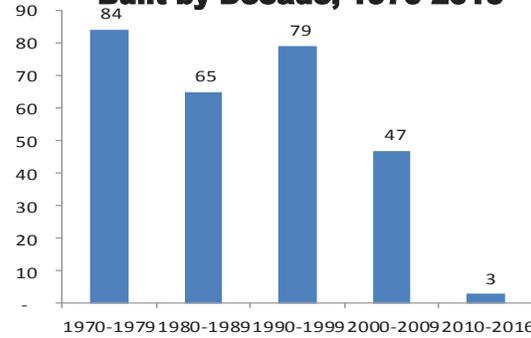
Sources: 2000 U.S. Census & 2016 ACS Five Year Estimates

**Housing Units & Household Growth, 1980-2016**



Sources: 2000 U.S. Census & 2016 ACS Five Year Estimates

**Number of Housing Units Built by Decade, 1970-2016**



Sources: IPUMS 1970-90, 2000 U.S. Census & 2016 ACS Five Year Estimates



**Renter Households**

**235** 52% of all households

Median gross rent, 2000: \$412  
Median gross rent, 2016: \$588

**↑ Rent up 43%**

Median renter income, 2000: \$18,304  
Median renter income, 2016: \$30,417

**↑ Income up 66%**

Barron County fair market rent for 2-bedroom apartment: **\$696** Turtle Lake median income renter can afford: **\$760**



**Owner Households**

**213** 48% of all households

Median home value, 2000: \$62,400  
Median home value, 2016: \$88,500

**↑ Value up 42%**

Median owner income, 2000: \$38,125  
Median owner income, 2016: \$46,845

**↑ Income up 23%**

Change in homeownership rate for Turtle Lake householders younger than 35 years old, 2000-2016: **10%**

Sources: 2000 U.S. Census & 2016 ACS Five Year Estimates, HUD, & WCWRPC Calculations

**Barron County Housing Sales**

2017 # of Home Sales: 777  
2007 # of Home Sales: 246

2017 Median Sale Price: \$136,000  
2007 Median Sale Price \$132,950

- House prices have recovered to pre-recession levels.
- The number of homes sold from January to October of 2018 indicates that there may be fewer homes sold this year than in 2017.
- The median sales price from January to October 2018 was \$158,750, much higher than the previous year at

Sources: Wisconsin Realtors Association, 2007, 2017, & 2018

**Inflow/Outflow Job Counts, 2015**



Note: Overlay arrows do not indicate directionality of worker flow between home and employment locations.

- Employed and Live in Selection Area
- Employed in Selection Area, Live Outside
- Live in Selection Area, Employed Outside

Source: 2015 Longitudinal Employer-Household Dynamics

## KEY FINDINGS

### Rental Housing:

- 17% of all renter-occupied units are single-family detached homes.
- 34% of renter-occupied units have 2 bedrooms, while 42% have 1 bedroom.
- The median renter-occupied structure was built in 1977.

- 69% of single-person households rented.
- Median household income for renters in the Village was \$19,375 compared with \$31,786 for all Village households.

Village of Turtle Lake Rental Supply, 2017	
Population in Rental Units	448
Rental Units	253
Vacant Units for Rent, excludes seasonal	10
RPC-Adjusted Units for Rent	5-8

### Rental Demand:

- WCWRPC estimates there are currently 5-8 vacant rental units in the Village of Turtle Lake.
- An additional 10 units are included in 2017 demand to account for overcrowding.
- An additional 8-10 units for rent are needed in 2017 for a healthy rental housing vacancy rate.

Additional Rental Units Needed*	2017 est.	2020	2025	2030	2035	2040	Net
<b>Based on Comp. Plan Projections &amp; Mix Adjustment</b>	<b>18-20</b>	<b>27</b>	<b>6</b>	<b>8</b>	<b>6</b>	<b>6</b>	<b>71-73</b>

\*In addition to the 5-8 estimated rental units currently vacant. Assumes continued housing mix of 53% renter and 47% owner. In 2017 with a mix of 40% renter and 60% owner for all new housing units starting in 2020. Note that the Village's Comprehensive Plan population projections are more aggressive than the WDOA population projections. The Village will need to monitor demographics.

### Owner / For Sale Housing (2017):

- 94% of owner-occupied units were single-family detached units while 3% were mobile homes.
- 43% of owner-occupied units have 3 bedrooms while 19% have 4+ bedrooms.
- The median owner-occupied structure was built in 1959.

- 73% of married-couple families were homeowners, while 31% of single-person households owned a home.
- There are 2 reported seasonal units within the Village.

Village of Turtle Lake Owner Supply, 2017	
Population in Owner Units	479
Owner Units	242
Vacant Units for Sale, excludes seasonal	14
Adjusted Units for Sale	7

### Owner Demand:

- U.S. Census estimates that there are currently 14 vacant homes in the Village of Turtle Lake; the adjusted estimate is 7 vacant homes.
- No additional units for sale are needed in 2017 for a healthy owner housing vacancy rate.
- This estimate does not include seasonal, recreational, or occasional use homes.

Additional Owner Units Needed*	2017 est.	2020	2025	2030	2035	2040	Net
<b>Based on Comp. Plan Projections &amp; Mix Adjustment</b>	<b>0</b>	<b>39</b>	<b>9</b>	<b>11</b>	<b>8</b>	<b>9</b>	<b>77</b>

\*In addition to the 7 estimated owner units currently vacant. Assumes continued housing mix of 53% renter and 47% owner. In 2017 with a mix of 40% renter and 60% owner for all new housing units starting in 2020. Note that the Village's Comprehensive Plan population projections are more aggressive than the WDOA population projections. The Village will need to monitor demographics.

## SELECTED KEY HOUSING PRIORITIES

**Incorporate this Study into the Village Comprehensive Plan.** The Village’s Comprehensive Plan is in the process of being updated. This study should be incorporated into the Plan update.

**Shift & Balance the Mix.** The current housing mix in the Village is 53% rental, 47% owner. There is a desire to move this mix towards 40% rental, 60% owner. The housing demand projections have been prepared using the desired housing mix. Providing starter home opportunities can shift renters into owner, and also open up rental units for others.

**Build More Units.** There is a need for additional rental and owner housing units within the Village. Additional rental units are needed to meet the “pent-up” demand from low vacancies and significant overcrowding. Additional owner housing is needed to help shift and balance the housing mix. Given the lengthy waiting lists in the County for subsidized housing, a portion of the units could specifically target affordable units.

**Housing for Seniors.** Provide housing choices that accommodates the projected increase in the senior population (ages 65+). Create senior housing that fosters aging in place, aging in community, and provides social opportunities and accessibility to services.

**Encourage Rehabilitation, Renovation, & Adaptive Reuse.** Rehabilitation, adaptive reuse, and replacement should be used to help meet the housing demand. Educate landlords on programs to assist with property upgrades and remodeling and strategies for upkeep. Encourage best practices by landlords of rental properties, such as including trash collection in monthly rent and providing property receptacles. Continue to enforce regulations and undertake inspections to ensure healthy and safe housing conditions.





## APPENDIX D: ECONOMIC PROFILE

The following economic profile is a supplement to the economic conditions described in the main plan document.

### **Civilian Labor Force and Employment**

As shown in the table below, the number of Village of Turtle Lake residents in the labor force decreased from 2000 to 2017, while unemployment increased. It should be noted, however, that the 2017 estimate is actually a five-year average and includes post-recession years. Employment data, especially in rural areas where agriculture, forestry, and extractive industries are a major part of the economy, can have significant seasonal and market-related employment fluctuation.

#### **Unemployment Rate, 2000 & 2017**

	2000		2017	
	Employed	Unemployment Rate	Employed	Unemployment Rate
Village of Turtle Lake	475	4.2%	415	8.0%
Barron County	22,583	3.2%	22,255	3.6%

Source: U.S. Bureau of the Census 2000, 2013-2017 American Community Survey 5-Year Estimate

### **Educational Attainment**

The table below displays the education attainment level of residents in the Village of Turtle Lake that were age 25 and older in 2017. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well-being of the community. Lower educational attainment levels can also be a hindrance to attracting certain types of businesses, typically those that require high technical skills and upper management types of positions.

#### **Educational Attainment of Persons Age 25 & Older Village of Turtle Lake, 2017**

Attainment Level	Number	Percent of Total
Less than 9 <sup>th</sup> Grade	19	3.0
9 <sup>th</sup> Grade to 12 Grade, No Diploma	30	4.7
High School Graduate (includes equivalency)	313	49.3
Some College, No Degree	166	26.1
Associate Degree	48	7.6
Bachelor's Degree	33	5.2
Graduate or Professional Degree	26	4.1
<b>TOTAL PERSONS 25 AND OVER</b>	<b>635</b>	<b>100</b>

Source: U.S. Census Bureau, 2013-2017 American Community Survey

**Use Caution When Using Economic Data**

The data in this element should be used for general planning purposes and consideration of trends, but must be used cautiously and with a critical eye. Critical decisions may require additional data collection.

The data found here is taken from different sources and, sometimes, for different geographic areas. Some data sources use different definitions which may differ from each other (as well as your own definition). Further, when dealing with small samples or a single community, a single oversight during data collection (e.g., missing one business) or a change after the data is collected can make large differences. And in some cases, data may be withheld due to confidentiality.

Based on American Community Survey data, educational attainment of Village residents has increased significantly with 92 percent of residents over 25 years of age in 2017 (ACS 5-year estimates<sup>10</sup>) having at least attained a high school diploma as compared to 78 percent in 2000. For all of Barron County in 2017 ACS 5-year estimates<sup>4</sup>), 90.7 percent of residents over 25 years of age had at least a high school diploma and 19.5 percent had a Bachelor's degree or higher.

**Income**

The median household income in the Village of Turtle Lake was \$29,485 in 2000 (U.S. Census Bureau, Census 2000). In 2017, this number increased to \$31,786 (2013-2017 American Community Survey), which is a 7.8 percent increase. The County median household income increased from \$37,275 to \$49,257 and the State increased from \$43,791 to \$56,759. In 2017, 18.1 percent of persons and 14.4 percent of families in the Village of Turtle Lake were below the poverty level at some time in the previous 12 months. This is compared to 11.5 percent and 7.4 percent, respectively, for Barron County as a whole.

**Employment by Industrial Sector**

As discussed previously in the transportation element, the majority of employed Village residents (58%) work outside the Village of Turtle Lake. About 23.9 percent of residents travel less than 10 miles to their place of employment in 2015 and the mean travel time to work was 22 minutes in 2017. 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. 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 is partly attributed to the aging of the population.

The table on the following page shows the number of employed residents by industry group in the Village of Turtle Lake. Nearly half of working Village residents were employed in manufacturing, education, health care, or related social services and an additional 25 percent were employed in arts, entertainment, and recreation, and accommodation and food services.

The second table on the following page provides employment by industry numbers from a different source for 2008 and 2018. The table reflects the economic slowdown in Wisconsin over the past decade with losses in construction and government, but the area countered some national trends by showing increases in manufacturing and management of companies and enterprises employment.

<sup>10</sup> Many of the 2017 economic estimates are based on American Community Survey 5-year estimates which can have fairly significant margins of error.

**Employment by Industry, Village of Turtle Lake, 2017**

Industry	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	9	2.2
Construction	19	4.6
Manufacturing	134	32.3
Wholesale trade	10	2.4
Retail trade	37	8.9
Transportation and warehousing, and utilities	3	.7
Information	0	0
Finance and insurance, and real estate and rental and leasing	8	1.9
Professional, scientific, and management, and administrative and waste management services	3	.7
Educational services, and health care and social assistance	69	16.6
Arts, entertainment, and recreation, and accommodation and food services	105	25.3
Other services, except public administration	14	3.4
Public administration	4	.9
TOTAL CIVILIANS EMPLOYED, 16+ YEARS	415	100

Source: U.S. Census Bureau, 2013-2017 American Community Survey

**Employment by Industry, Turtle Lake Zip Code (54889), 2008 and 2018 (non-farm)**

NAICS Code	Description	2008 Jobs	2018 Jobs	Change	Competitive Effect	2018 L.Q.
11	Crop and Animal Production	111	162	51	39	12.73
21	Mining, Quarrying, and Oil & Gas Extraction	0	15	15	15	2.47
22	Utilities	0	0	0	0	0.00
23	Construction	10	12	2	2	0.18
31-33	Manufacturing	313	343	30	48	3.02
42	Wholesale Trade	28	24	(4)	(3)	0.46
44-45	Retail Trade	60	51	(9)	(10)	0.36
48-49	Transportation and Warehousing	53	69	16	6	1.43
51	Information	<10	<10	Insf. Data	(0)	0.06
52	Finance and Insurance	15	14	(1)	(2)	0.25
53	Real Estate and Rental and Leasing	<10	<10	Insf. Data	2	0.41
54	Professional, Scientific, & Technical Services	<10	<10	Insf. Data	(1)	0.04
55	Management of Companies and Enterprises	0	0	0	0	0.00
56	Administrative and Support and Waste Management and Remediation Services	13	15	2	(0)	0.18
61	Educational Services	0	0	0	0	0.00
62	Health Care and Social Assistance	<10	143	Insf. Data	137	0.80
71	Arts, Entertainment, and Recreation	0	0	0	0	0.00
72	Accommodation and Food Services	113	145	32	9	1.17
81	Other Services (except Public Administration)	25	23	(2)	(2)	0.43
90	Government	369	344	(25)	(24)	1.56
99	Unclassified Industry	0	0	0	0	0.00
	Total	1,126	1,372	246	215	-

Source: EMSI Complete Employment, December 2018

Included for reference in the previous table are competitive effect and location quotient numbers. Competitive effect is used as part of shift-share analysis to show the number of jobs gained or lost that cannot be explained by national growth or overall changes in an industry; these numbers attempt to isolate region-specific trends. For instance, the manufacturing growth and government job losses within the two zip code area are unique. Location quotient (L.Q.) is a “snapshot in time” of how concentrated or clustered each industry is within the two zip code area. In the case of manufacturing, the area has 3.02 times more manufacturing jobs compared to the national average. By delving deeper into shift share and L.Q. for different years, trends, competitive advantages, and opportunities can be identified.

An important feature of determining the economic health and future of Barron County and its communities is to determine the amounts and types of jobs currently available as well as making predictions for the future. The Wisconsin Department of Workforce Development (WDWD), Office of Economic Advisors produced employment projections in for West Central Wisconsin, which includes Barron, Clark, Chippewa, Dunn, Eau Claire, Pepin, Pierce, Polk, and St. Croix counties.

**Employment by Industry Projections, West Central Wisconsin, 2016 and 2026**

Industry Title	2016 Employment*	2026 Projected Employment	Change (2016-2026)	
			Employment	Percent
<b>Total All Industries</b>				
<i>Goods-Producing</i>				
Natural Resources and Mining	47,846	51,095	3,249	6.79%
Construction	112,059	122,729	10,670	9.52%
Manufacturing	462,743	470,708	7,965	1.72%
<i>Services-Providing</i>				
Trade, Transportation, and Utilities	549,574	574,464	24,890	4.53%
Information	48,870	47,858	-1,012	-2.07%
Financial Activities	151,542	159,855	8,313	5.49%
Professional and Business Services	321,277	359,002	37,725	11.74%
Education and Health Services	656,110	709,463	53,353	8.13%
Leisure and Hospitality	280,570	310,801	30,231	10.77%
Other Services (except Government)	153,517	162,200	8,683	5.66%
Government, excluding Post Office, Education and Hospitals	173,776	178,149	4,373	2.52%
<b>Self Employed and Unpaid Family Workers, All Jobs</b>	<b>152,592</b>	<b>174,330</b>	<b>21,738</b>	<b>14.25%</b>

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2016

WDWD notes that employment is a count of jobs rather than people, and includes all part- and full-time nonfarm jobs. Employment is rounded to the nearest ten, with employment less than five rounded to zero. Totals may not add-up due to rounding and some data for certain industries may be suppressed due to confidentiality. Government employment includes tribal-owned operations, which are part of Local Government employment. Information is derived using a variety of Federal data sources. It is important to note that unanticipated events may affect the accuracy of the projections.

**Leakage/Surplus Factor for Retail Businesses**

The tables on the following pages display the Leakage/Surplus Factor in the Village of Turtle Lake by Industry Subsector and Industry Group according to the ESRI Business Analyst Online tool. The Leakage/Surplus Factor presents potential retail opportunity. The factor is a measure of the relationship between the supply and demand of an industry and ranges from +100 (total leakage) to -100 (total surplus). A positive value represents 'leakage' of retail, indicating that citizens are likely going outside the Village of Turtle Lake for these goods or services. A negative value represents a 'surplus' of retail sales, potentially drawing in customers from outside the Village.

Caution and care must be used in interpreting and applying such data; it must be compared against what you know about your community. The leakage/surplus factors are based on sampling from various sources, such as the U.S. Bureau of Labor Statistics and the Census of Retail Trade. In smaller communities, such as Turtle Lake, a small number of oversights in the sampling can have dramatic influences in the results. For instance, the exclusion of a single, large retail business in a small community can result in a sizable leakage.

As seen also in the following tables, residents are largely traveling outside of the Village to shop for furniture, electronics and appliances, groceries, shoes, books and department stores. The Village is attracting customers for automobiles, specialty foods, lawn and garden equipment and auto parts.

These tables show the importance of a diversified mix of retail and services. Not only does a diverse mix of smaller business make a local economy more resilient to larger changes in the overall economy, but they are also important to attracting residents and families. Consider the following:

- In 2015, there were approximately 1,132 jobs in the Village of Turtle Lake, of which less than ten percent were filled by Village residents.
- There are roughly 1,092 individuals who live outside the Village, but commute to the Village of Turtle Lake for their employment. These individuals not only represent a very important market for goods and services, but some could potentially be future residents.



## Retail MarketPlace Profile

Turtle Lake Village, WI  
 Turtle Lake Village, WI (5581075)  
 Geography: Place

Prepared by Esri

Summary Demographics						
2018 Population						1,048
2018 Households						492
2018 Median Disposable Income						\$37,249
2018 Per Capita Income						\$23,926
2017 Industry Summary	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/Surplus Factor	Number of Businesses
Total Retail Trade and Food & Drink	44-45,722	\$13,238,929	\$23,101,980	-\$9,863,051	-27.1	21
Total Retail Trade	44-45	\$12,118,995	\$20,061,855	-\$7,942,860	-24.7	16
Total Food & Drink	722	\$1,119,934	\$3,040,125	-\$1,920,191	-46.2	5
2017 Industry Group	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/Surplus Factor	Number of Businesses
Motor Vehicle & Parts Dealers	441	\$2,797,290	\$1,031,304	\$1,765,986	46.1	4
Automobile Dealers	4411	\$2,219,889	\$0	\$2,219,889	100.0	0
Other Motor Vehicle Dealers	4412	\$370,780	\$0	\$370,780	100.0	0
Auto Parts, Accessories & Tire Stores	4413	\$206,621	\$1,031,304	-\$824,683	-66.6	4
Furniture & Home Furnishings Stores	442	\$341,624	\$569,407	-\$227,783	-25.0	1
Furniture Stores	4421	\$204,402	\$0	\$204,402	100.0	0
Home Furnishings Stores	4422	\$137,222	\$569,407	-\$432,185	-61.2	1
Electronics & Appliance Stores	443	\$354,000	\$0	\$354,000	100.0	0
Bldg Materials, Garden Equip. & Supply Stores	444	\$901,084	\$889,475	\$11,609	0.6	3
Bldg Material & Supplies Dealers	4441	\$800,463	\$889,475	-\$89,012	-5.3	3
Lawn & Garden Equip & Supply Stores	4442	\$100,621	\$0	\$100,621	100.0	0
Food & Beverage Stores	445	\$1,852,488	\$5,597,994	-\$3,745,506	-50.3	4
Grocery Stores	4451	\$1,623,990	\$4,879,811	-\$3,255,821	-50.1	2
Specialty Food Stores	4452	\$133,494	\$126,364	\$7,130	2.7	1
Beer, Wine & Liquor Stores	4453	\$95,004	\$591,819	-\$496,815	-72.3	1
Health & Personal Care Stores	446,4461	\$796,875	\$1,016,497	-\$219,622	-12.1	1
Gasoline Stations	447,4471	\$1,514,289	\$10,957,178	-\$9,442,889	-75.7	3
Clothing & Clothing Accessories Stores	448	\$426,216	\$0	\$426,216	100.0	0
Clothing Stores	4481	\$283,835	\$0	\$283,835	100.0	0
Shoe Stores	4482	\$63,712	\$0	\$63,712	100.0	0
Jewelry, Luggage & Leather Goods Stores	4483	\$78,669	\$0	\$78,669	100.0	0
Sporting Goods, Hobby, Book & Music Stores	451	\$280,880	\$0	\$280,880	100.0	0
Sporting Goods/Hobby/Musical Instr Stores	4511	\$238,227	\$0	\$238,227	100.0	0
Book, Periodical & Music Stores	4512	\$42,653	\$0	\$42,653	100.0	0
General Merchandise Stores	452	\$2,013,969	\$0	\$2,013,969	100.0	0
Department Stores Excluding Leased Depts.	4521	\$1,505,695	\$0	\$1,505,695	100.0	0
Other General Merchandise Stores	4529	\$508,274	\$0	\$508,274	100.0	0
Miscellaneous Store Retailers	453	\$485,169	\$0	\$485,169	100.0	0
Florists	4531	\$22,366	\$0	\$22,366	100.0	0
Office Supplies, Stationery & Gift Stores	4532	\$99,160	\$0	\$99,160	100.0	0
Used Merchandise Stores	4533	\$91,721	\$0	\$91,721	100.0	0
Other Miscellaneous Store Retailers	4539	\$271,922	\$0	\$271,922	100.0	0
Nonstore Retailers	454	\$355,111	\$0	\$355,111	100.0	0
Electronic Shopping & Mail-Order Houses	4541	\$270,536	\$0	\$270,536	100.0	0
Vending Machine Operators	4542	\$24,714	\$0	\$24,714	100.0	0
Direct Selling Establishments	4543	\$59,861	\$0	\$59,861	100.0	0
Food Services & Drinking Places	722	\$1,119,934	\$3,040,125	-\$1,920,191	-46.2	5
Special Food Services	7223	\$30,662	\$0	\$30,662	100.0	0
Drinking Places - Alcoholic Beverages	7224	\$73,774	\$0	\$73,774	100.0	0
Restaurants/Other Eating Places	7225	\$1,015,498	\$3,040,125	-\$2,024,627	-49.9	5

Data Note: Supply (retail sales) estimates sales to consumers by establishments. Sales to businesses are excluded. Demand (retail potential) estimates the expected amount spent by consumers at retail establishments. Supply and demand estimates are in current dollars. The Leakage/Surplus Factor presents a snapshot of retail opportunity. This is a measure of the relationship between supply and demand that ranges from +100 (total leakage) to -100 (total surplus). A positive value represents 'leakage' of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area. The Retail Gap represents the difference between Retail Potential and Retail Sales. Esri uses the North American Industry Classification System (NAICS) to classify businesses by their primary type of economic activity. Retail establishments are classified into 27 industry groups in the Retail Trade sector, as well as four industry groups within the Food Services & Drinking Establishments subsector. For more information on the Retail MarketPlace data, please click the link below to view the Methodology Statement. <http://www.esri.com/library/whitepapers/pdfs/esri-data-retail-marketplace.pdf>

Source: Esri and Infogroup. Esri 2018 Updated Demographics. Esri 2017 Retail MarketPlace. Copyright 2018 Esri. Copyright 2017 Infogroup, Inc. All rights reserved.

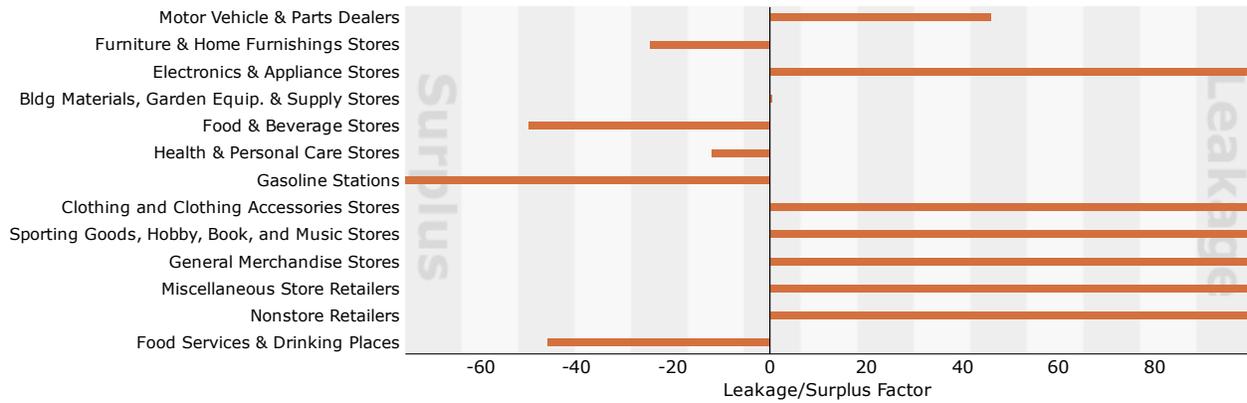


Retail MarketPlace Profile

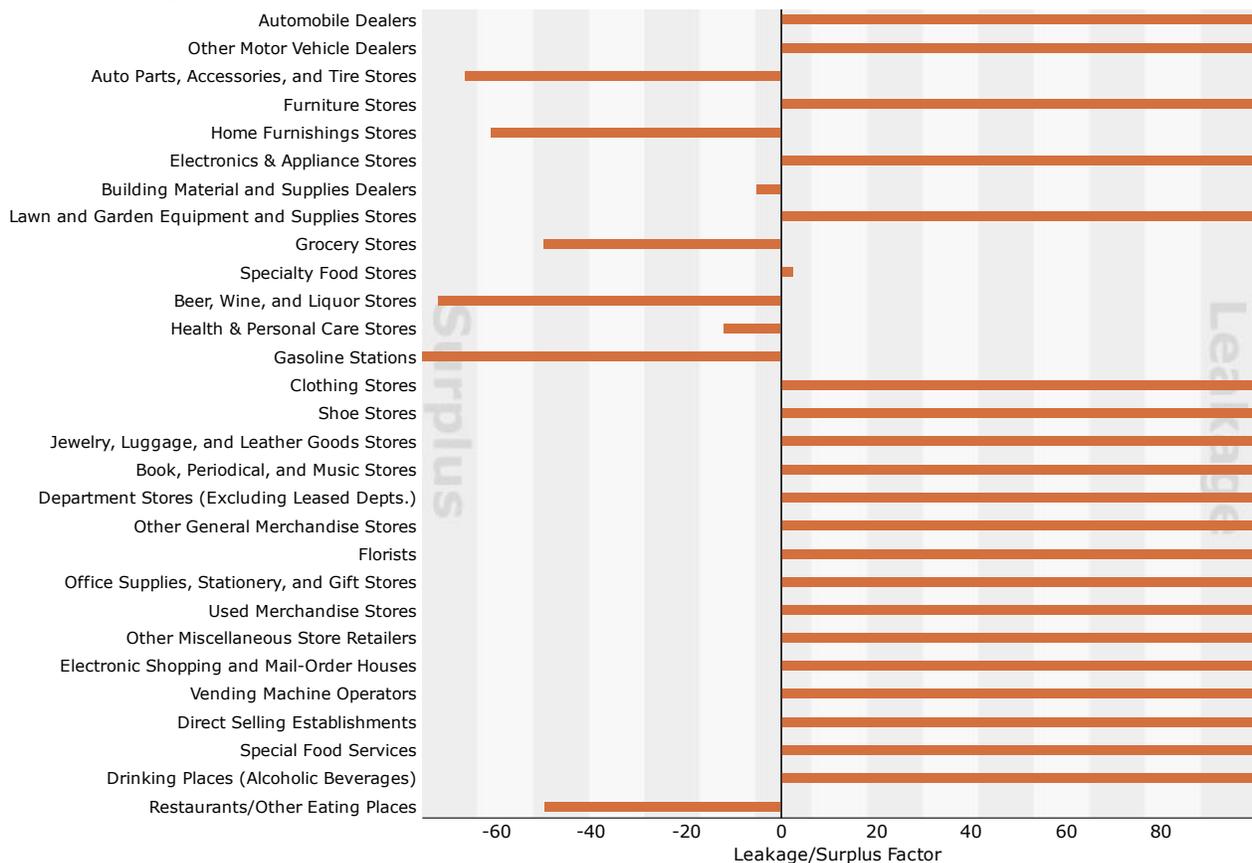
Turtle Lake Village, WI  
 Turtle Lake Village, WI (5581075)  
 Geography: Place

Prepared by Esri

2017 Leakage/Surplus Factor by Industry Subsector



2017 Leakage/Surplus Factor by Industry Group



Source: Esri and Infogroup. Esri 2018 Updated Demographics. Esri 2017 Retail MarketPlace. Copyright 2018 Esri. Copyright 2017 Infogroup, Inc. All rights reserved.

Some additional, more general economic trends include:

- The “new economy” places greater emphasis on regional and global relationships and marketing. Many firms are smaller, leaner, and decentralized. Service-oriented industry is replacing manufacturing in many communities.
- High speed, broadband communication is essential to functioning in the new economy. The speed and reliability of broadband service was an identified concern during this Plan update. This is especially important for the Village of Turtle Lake given its large commuter population and potential pool of telecommuters.
- Economic and land use decision-making must consider lifestyle changes and the demands of today’s households. Households are continuing to get smaller, while the area’s population is aging. An active, vibrant community with a strong sense-of-place is desired, especially among younger households.
- A 2008-2010 Gallup poll for the Knight Foundation found that there is a significant correlation between how attached people feel to where they live and the local economy. People spend time and money “where their heart is.” The study concluded that what drives people to love where they live is their perception of their community’s: (1) aesthetics; (2) social offerings; and (3) openness and how welcoming it is. Other polling shows that young talent is increasingly choosing a place to live first, then find a job. Quality of life, vibrant places, and a strong sense-of-place are increasingly important in the new economy as communities compete to attract and retain workers, entrepreneurs, businesses, and growing industries.
- The recent growth in non-metallic mining extraction, processing, and transport throughout the region has not yet been fully reflected in economic statistics and property assessment data. Some operations are still not fully developed or are just coming online. Some data may be suppressed for confidentiality reasons. It may be a number of years yet before a better picture of the economic impacts of this industry is available.

**APPENDIX E:  
COMMUNITY ACTION PLANNING (CAP)  
COMMITTEE SUMMARY REPORT**

2019 Turtle Lake Comprehensive Plan

CAP Committee Recommendations





Village Board Members  
Scott Hildebrandt, Village Administrator  
Village of Turtle Lake  
114 Martin Ave East  
PO Box 11  
Turtle Lake, WI 54889

June 24, 2019

Chris Straight, Senior Planner  
West Central Wisconsin Regional Planning Commission  
800 Wisconsin St  
Building D2, Room 401  
Mail Box 9  
Eau Claire, WI 54703

Village of Turtle Lake and WCWRPC Staff:

This Summary Report of the CAP engagement project contains the ideas, concepts, recommendations, rationale, and resources developed by the CAP committee as presented on May 22, 2019. This final report concludes the CAP community engagement process in conjunction with the Village's Comp Plan project.

I want to thank Village officials, staff and Chris for this wonderful opportunity to work with all of you on this exciting and very informative project. It was an honor and a pleasure to work with the CAP committee and to watch them transform from individuals to a collaborative group dedicated to their community and its future.

As stated at the start of this project, the overriding purpose of my engagement process is to create new collaborative relationships between municipalities and their community. Having witnessed the energy, passion and "can do" attitude of the CAP committee, I believe the Village is perfectly positioned to harness the talents, creativity and commitment of its citizens to strengthen its relationship and generate ongoing community involvement supporting Turtle Lake's future.

Regards,

A handwritten signature in black ink that reads "Todd Streeter".

Todd Streeter  
Principal



## Table of Contents

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*"I was excited to see the community involvement with the CAP presentation last evening. After hearing the presentations, I am filled with energy and confidence. I am quite comfortable with how the Comprehensive Plan needs to fit in with Strategic Planning by the Board, and I believe it was very wise to request input from the public in the Comprehensive Plan through the CAP. I believe that much of that information can be used with strategic planning, but it also provides an opportunity for a greater partnership with village members and the sub-committees as we work on a strategic plan. (Frankly, I believe 80% of the work / vision from public input is already completed). Anyhow, I was impressed."*

Scott W. Hildebrand, Village Administrator



## Executive Summary

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In the fall of 2018, the Village Board approved the inclusion of Community Collaboration’s Working Committee™ process in the overall planning and final preparation of the Village’s Comprehensive Plan. This bottom up community engagement process developed by Community Collaboration generates fresh ideas and thoroughly researched recommendations from Turtle Lake citizens.

In January 2019 the project held its Kick-off gathering with approximately 30 residents attending. At the conclusion of the meeting, 28 attendees signed-up to participate on the Community Action Plan Committee (CAP).

The CAP committee met twice a month starting in February for 4 months totaling 8 regularly scheduled meetings. The large committee was divided into subcommittees denoting major sections of the Comprehensive Plan. These subcommittee members also met outside of the regularly scheduled meetings to further their research and concept development.

Member participation, project commitment, and execution of required process objectives was outstanding. One third of the committee achieved perfect attendance attending all 8 regular meetings in addition to meetings outside of the scheduled CAP meetings.

As a conclusion to the CAP process, each of the subcommittees prepared a thoughtful and well-researched presentation to Village board members, departments, staff and community residents.

This CAP Summary Report comprises the committee’s final presentation, their research, recommendations and resources – all preparing Turtle Lake for the next 20 years.

At the conclusion of the 4-month CAP process, it is recommended the Village:

- a. Convene a special meeting to review the CAP recommendations
- b. Determine a overall strategic plan to assess the CAP recommendations as to:
  - a. Short-term Projects – easily accomplished objectives with “no or low” investment
  - b. Mid-term Projects – next stage projects involving additional collaboration and manageable investment
  - c. Long-term Projects – larger objectives requiring more planning and community-wide collaboration, federal and state grants, and other funding
- c. Conduct an assessment for the creation of a Community Foundation to assist in generating funding for mid-term and long-term potential CAP projects
- d. Formulate a continued CAP committee of prior members to assist the Village with ongoing community involvement, support, and potential funding activities

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## CAP Committee Participants

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### COMMUNITY CONNECTIVITY

*(Transportation/Infrastructure)*

Thomas Beranek  
Toni Monforton

### COMMUNITY PRIDE

*(Schools, Facilities and Services)*

Jan Davis  
Allison Lutz  
Diane Skrupky  
Katelin Keck  
Katie Jensen  
Kent Kindschy

### CREATING COMMUNITY

*(Land Use & Housing)*

Darin Moravitz  
Mary Beth Waldo  
Betty Anne Benes

*"Todd - Thank you for your guidance with this very rewarding process."*

Jenny Swenson  
Downtown Revitalization Committee

### DOWNTOWN REVITALIZATION

*(Economic Development Focus)*

Jenny Swenson  
Carole Knoll  
John Henning  
Jennifer Raddatz  
Sara Meyer  
Jacob Jensen

### ECONOMIC PROSPERITY

*(Economic Development)*

Georgeina O'Connell  
Amy Schneider  
Willis Selle  
Delores Selle  
Tadd Peterson  
JoDee Peterson-Lochner

### QUALITY OF LIFE

*(Parks, Trails and Recreation)*

Jennie Wallberg  
Robert Knoll  
Lori Sieg  
David Skrupky  
Jamie McCready



## Subcommittee Descriptions

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The Village of Turtle Lake’s Community Action Plan (CAP) Committee comprised of six subcommittees each focusing on a specific topic area.

### **Community Connectivity** (Transportation & Infrastructure)

**Focus:** Assess and identify opportunities to enhance the various modes of transportation methods and future needs supporting an active and well-connected community.

### **Community Pride** (Public Facilities, Safety & Services)

**Focus:** Define Turtle Lake’s brand related to the quality of community safety, schools, facilities and social services, all supporting the community’s health and well-being.

### **Creating Community** (Land Use & Housing)

**Focus:** Assist the Village’s staff and consultants with updating the overall geographical planning and housing needs to meet new opportunities, emerging demands, anticipated growth, and future land uses.

### **Downtown Revitalization** (Economic Development Focus)

**Focus:** Create wide-ranging ideas that will reinvigorate Turtle Lake’s downtown as a place for community to gather day and night, seven days a week.

### **Economic Prosperity** (Economic Development)

**Focus:** Identify concepts and strategies the Village can take to create an economic balance serving the various businesses, industries, and employment opportunities residents seek while providing economic benefits to the community at-large.

### **Quality of Life** (Parks, Trails and Recreation)

**Focus:** Develop opportunities to enhance the active lifestyles of residents of all ages to enjoy.

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## Community Connectivity

### Vision Statement

Develop Turtle Lake's infrastructure as the tri-county leader in pedestrian connectivity.

### Guiding Principals

- Create an infrastructure of sidewalks and bike lanes to safely connect the multiple destinations in the Turtle Lake community
- Good lighting in town for all sidewalks
- Promote healthy lifestyle opportunities and social interactions
- Always consider sidewalks and bike lanes with any new development or upgrading of existing roadways
- Take every opportunity to make it visually appealing and artsy!

### Summary

Biking and Walking Community benefits:

- Bikers and hikers are the most active users of trails
- In 2018 PeopleforBikes ranked Madison #6 and Wausau #2 for top bicycle communities in the US: To determine [the best U.S. spots for biking](#), the nonprofit PeopleforBikes spent two years analyzing cities in detail, surveying riders, city staffers, maps, and publicly available data to make a whopping [184 calculations per city](#). Their ranking system measures a city on five metrics: typical bike ridership, public safety measures, how connected the paths are to important areas of the city, how fast the path network is expanding, and how far that network reaches.
- "It's only when bicycles are coupled with safe and more ubiquitous biking facilities that bike share is likely to get a large following," warns walkability expert, architect and urban planner [Jeff Speck](#).
- Baltimore Sun 10/14/2014 report by Maryland PIRG Foundation and Frontier Group found that young people are more likely to bike or walk to work.



**Current Bike Paths and Sidewalks**



2016 MDOT study found the value of goods and services produced in MN attributed to bicyclists was \$780 million in 2014 and \$209M of annual labor income. Significance: The findings demonstrate people have an interest in bicycling across Minnesota, and there is (latent) demand and support for increased bicycle facilities and networks. The findings can help identify demand and support for bicycle facilities throughout the state that align with priorities identified in the Statewide Bicycle System Plan. The findings also indicate the importance of facilitating bicycling safety, as safer bicycling infrastructure and networks will likely lead to more people bicycling and more bicycling trips.

**Possible Opportunities**

1. Use volunteers to paint “bike lanes” on the road from Village Park to downtown and the ATV trail.
2. Get donated bikes for public use free of charge. Paint bikes Maroon and Gold; the school colors. Rules of use to be on the bikes and bike racks
3. Bike racks to be placed in parks. Library and school already have bike racks
4. Must promote biking to start a culture change.

## Recommendations

### Phase One

- *Connect the parks, downtown and ATV trails with painted lanes*
- *Make “free” bikes available for public use*
- *Place bike racks at key locations in town*
- *Start a Bike Rodeo and safety course at the elementary school*
- We have large trail systems through Turtle Lake and nearby – we can take advantage by creating a unique feel and brand within Village limits; we do not have natural barriers requiring expensive infrastructure (e.g. bridges, etc.)
- All new developments & planned upgrades should include sidewalks to *Wisconsin Guide to Pedestrian Best Practices* guidelines; good lighting is a must
- Sidewalk clearance, intersections, and unobstructed North/South & East/West; a negative attribute we can change address through planning

### Phase Two

- *Build a Bike/Walking path from Casino to Village Park*
- *Bike Lanes/walking path to the Industrial Park*
- *Wayfinding: Turtle Lake is easy to find – let’s make it easy to navigate*
- *Village of Turtle Lake branding; essential for memorability & recruitment – and it looks good too*

### Phase Three (As opportunities present ...)

- *When roads are resurfaced or built, add a bike lane and build sidewalks to Wisconsin Guide to Pedestrian Best Practices & AASHTO’s Policy on Geometric Design of Highways and Streets*
- *Become a designated “Bike Friendly Community”*
  - *Currently 17 BFC’s in Wisconsin*
  - *Gold: Madison*
  - *Silver: LaCrosse, Shorewood, Fitchburg*
  - *Bronze: Dane County, Middleton, Monona, Wausau, Milwaukee, River Falls, Sheboygan County, Eau Claire, Onalaska, Stevens Point, Sturgeon Bay, Appleton, Menomonee*

Phase 1 and 2 Implementation



- Legend:**
- Current Sidewalk      - - - - -
  - Phase 1 Sidewalk      - - - - -
  - Phase 1 Bike Path      - - - - -
  - Phase 2 Sidewalk      - - - - -
  - Phase 2 Bike Path      - - - - -

Phase 2 Wayfinding Examples





## Community Pride

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### ***Vision Statement***

Create a positive community spirit by fostering service that will improve the health and well-being of every citizen.

Offer a dynamic atmosphere that recognizes our ability to develop and maintain partnerships with schools, public facilities, and community services to promote a better quality of life.

Preserve and honor the history of those who formed our town and defended our country.

### ***Guiding Principals***

- Support Active and Involved Residents
- Be Flexible and Responsive to Ideas
- Connect People, Groups, and Organizations
- Celebrate and Grow Turtle Lake

### ***Summary***

The following are action items to support the vision by providing creative ways to improve appearances while being sensitive to the financial challenges of many in our city.

The way to start changing people's attitude is to get everyone in the community involved and engaged in the issue.

#### 1 SUPPORT ACTIVE & INVOLVED RESIDENTS

Active and involved residents are invested in their community. They seek to make it a better place and keep the community strong. Public outreach, transparency, and targeted programs can help residents engage with the City and other residents to become engaged in the future direction of the City.

#### 2 BE FLEXIBLE AND RESPONSIVE TO IDEAS

Being flexible and responsive to new ideas will help create a sense of community pride and residents will feel that their voices are heard.

3 CONNECT PEOPLE, GROUPS, & ORGANIZATIONS

Getting people outside of their social bubbles and routines is a significant obstacle to engaged residents. The Village can play an integral role in providing opportunities for residents to get involved. The Village is also in a position to bring the many groups and organizations together for the benefit of the community

4 CELEBRATE OUR VILLAGE

Fostering a sense of civic pride is important to create happy and engaged citizens. Taking, and making, opportunities to celebrate residents, institutions, and the Village itself should be an important function of the local government. Celebrating what is great and unique about Turtle Lake will build civic pride and instill in residents a sense of ownership in the Village.

**Wordcloud - One Word Summary exercise (1st small-group session)**

Stand-out Words (biggest):

- Potential
- Home
- Small

Other important words:

- Stuck
- Aged
- Stifled
- Possibilities

Other considerations:

- Turtle Lake is known for the Casino
- Deteriorating downtown is losing its identity
- Goal is to have Village maintain own identity
- Fostering community pride is one of the main strategic priorities in building our reputation



**Idea of place - how does this fit in with our vision and guiding principles?**

- Community Pride fits all four key attributes of place:
  - Sociability
    - How can we create and maintain pride in our place?
  - Uses and Activities
    - How can we make our community special, therefore building our idea of community pride?
  - Access and Linkages
    - How can we create accessible events and connect our community?
  - Comfort and Image
    - How can we make our community a safe and attractive place?

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## **Three core questions:**

1. What can be improved or areas of improvement?
2. What do you love about Turtle Lake?
3. What is missing in Turtle Lake?

We decided to really focus on the last core question so we can evolve our ideas of community pride.

## **Focus Items:**

- Community Center
- Welcome Committee
- Community Enrichment
- Food Pantry
- Museum/Veterans Park
- Library
- Community Events
- Marketing

## **Recommendations**

### **1. Community Center**

#### **Benefits for small towns:**

- Keeps adolescents safe
- Provides a meeting space
- Increase community involvement and revitalize Turtle Lake's social scene
- Boosts property values
- People are drawn to convenient and affordable access to meeting spaces and other amenities



#### **Requirements:**

- Location
- Staffing

#### **Location Possibility:**

- St. Ann Center

## **2. Welcome Committee**

Benefits:

- Foster community involvement
- Awareness of community regulations
- Promote local businesses and events

Requirements:

- Neighborhood association
- Interested and passionate citizens
- Business buy-in
- Coupons, events

The social call helps engage residents in the community and gives them a chance to ask questions.

The practice of welcoming new residents has moved beyond a neighbor dropping by with a plate of cookies to a more formal, community-sponsored visit. Neighborhood associations often use such visits to acquaint new homeowners with the rules and regulations of a community. Other organizations use the opportunity to promote local businesses, social services or events.

Sun City Hilton Head, a 13,000-person development in Bluffton, S.C., community representatives invite new residents to an orientation meeting, which includes games and prizes. Residents also can request a visit from a member of the welcome committee.

Farnam, Neb., members of the town's Economic Development Corp. have put together an information booklet about local service clubs, government offices and churches. Volunteers deliver it along with coupons from area businesses.

in Apex, N.C. The city is home to New Neighbor Welcome Service, a company supported by local businesses and tasked with finding new residents through public records and real estate agents.

## **3. Food Pantry**

Benefits:

- Access to healthy food
- Support low-income families



Requirements:

- New location
- Funding shortages
- Consistent distribution

Lack of staff and physical infrastructure and chronic funding shortages can make it difficult for a food pantry to secure and distribute healthy items, especially fresh fruits and vegetables. Many food pantries only distribute food to clients a few times per month

#### 4. Museum/Veterans Park

Benefits:

- Reinforces tourism in Village
- Preserving history

Requirements:

- Consistent funding
- Update building
- Attain land for Veterans Park



What do we need?

- Land is owned by DNR
- Expand and maintain exhibits of local history

#### 5. Public Library

Benefits:

- Community involvement
- Access
- Anchor downtown

Requirements:

- Funding
- Consistent hours (more)
- Staffing



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## 6. Community Events

Benefits:

- Celebrate community
- Build branding
- Showcase the Super Stars



Example Events:

- Random Acts of Kindness Day - February 17
- Good Neighbor Day - September 28

## 7. Marketing

We need one area that people KNOW will have every event.

Update and Unify

- “What’s happening in Turtle Lake?”
- “Where did you hear about that?”



Unifying our marketing options is key to building involvement.

Current Marketing Options:

- WJMC Morning Show
- Chamber and Village Website
- Community Calendar (link to community events)
- Newspaper
- Coffee Groups
- Meals on Wheels at senior Living Center



Update Marketing Options:

- Nextdoor App - Community connectivity
- Turtle Lake website - More responsive in adding events
- Signs - Road signs on Highway 8 for downtown and new “Welcome to Turtle Lake” signs



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Marketing Slogan:

Benefits:

- Define the character
- Stand out from next stop on highway

Host a slogan contest. Build more pride! Here are some examples:

- “The Community of Choice”
- “Connect with Us”
- “You’re Among Friends and Family”

Other towns in the area look toward their heritage to boast.

Establish a slogan that promotes the qualities of the Village of Turtle Lake.

Reaching out to our community partners, like the St. Croix Casino, Infinity, Lake Country Dairy, businesses along the highway, and Downtown businesses.

***We can create a better quality of life in Turtle Lake!***

### **Resources**

<https://www.cultureowl.com/miami/blogs/visual-arts/10-reasons-to-visit-museums>

<https://www.tandfonline.com/doi/abs/10.1080/10598650.2012.11510721>

[https://wfcourier.com/news/top\\_story/hometown-pride-slogans-can-tell-a-lot-about-a-people/article\\_143025e8-21de-5190-af6f-b4667f3ff68d.html](https://wfcourier.com/news/top_story/hometown-pride-slogans-can-tell-a-lot-about-a-people/article_143025e8-21de-5190-af6f-b4667f3ff68d.html)

<https://www.localist.com/blog/9-ways-your-organization-can-benefit-from-holding/>

<https://www.pewinternet.org/2013/01/22/part-4-what-people-want-from-their-libraries/>

<https://www.urban.org/sites/default/files/publication/46006/1001075-Making-Cities-Stronger.PDF>

<https://www.forbes.com/sites/davidvinjamuri/2013/01/16/why-public-libraries-matter-and-how-they-can-do-more/#67c343ad69be>

<https://foodcommunitybenefit.noharm.org/resources/implementation-strategy/program-food-banks-and-pantries>

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<https://www.lubbockonline.com/life/2011-07-27/many-neighborhoods-have-welcoming-committee-help-newcomers>

<https://www.largo.com/Strategic%20Plan.pdf>

<https://oureverydaylife.com/ideas-for-a-welcome-wagon-12081545.html>

<https://www.welcomewagon.com/>

<https://frankjkenny.com/ideas-for-chamber-welcome-bags-for-new-neighbors/>

<https://womenhomebusiness.com/blog/welcoming-new-neighbors.htm>

<http://www.createacashflowshow.com/building-show-business/welcome-new-neighbors.htm>



***Vision Statement***

Turtle Lake has a commitment to providing and maintaining a safe atmosphere known for sense of community, small town feel, and quality of life, with a vibrant economy and educated work force supporting a robust commercial presence. The proximity to numerous lakes, parks, and trails offers a variety of recreational opportunities available to residents and visitors. We support our engaged residents toward the collaboration of educational institutions, service agencies, and faith-based and philanthropic organizations to provide opportunities for investment and enrichment of our families and businesses, resulting in community pride, spirit, and citizenry. Turtle Lake will grow through high quality new housing and neighborhoods while committing to environmental stewardship, preserving public amenities, and connectivity through trails and sidewalks.

***Guiding Principals***

- Sustainability
- Contribution to the community
- Respect
- Environmental sensitivity

***Land Use***

- Regulations and laws regarding development or reconstruction in the Village of Turtle Lake recognize the importance of sustainability and the contribution the proposed plans offer the community
- Planning for development and reconstruction will be a collaborative effort of the Village of Turtle Lake, the agency/owner and other stakeholders while encouraging public awareness of purpose, sustainability and day to day implications of the development
- Planning for development and reconstruction will be environmentally respectful and protective of the land and lakes
- Industrial and business development and reconstruction recognizes and respects current businesses while offering new jobs and services for the betterment of the community

***Housing***

- The Village of Turtle Lake will provide a range of housing choices attracting and retaining families and individuals of all income levels
- The Village of Turtle Lake encourages development and reconstruction enhancing community beautification and vitality

***Historic Resources***

- The Village of Turtle Lake will encourage the adaptation and reuse of historic properties

***Circulation***

- Planning for development and reconstruction will include connectivity to the Village of Turtle Lake by either sidewalks or trails
- The Village of Turtle Lake prioritizes infrastructure investment for further economic development and growth
- The Village of Turtle Lake will support the downtown area with a designated parking area

***Parks and Open Space***

- The Village of Turtle Lake will provide and maintain safe neighborhood parks within one mile of all village residences
- The Village of Turtle Lake will recognize active and passive points of interest within the community and surrounding areas through signage and mention on the community website, thereby encouraging tourism and community pride
- The Village of Turtle Lake will respect natural habitats and key environmental areas
- The Village of Turtle Lake will encourage community health through park and trail usage

***Community Services***

- Plans for land use will integrate strategic planning addressing the impact of disaster risk reduction
- The Village of Turtle Lake will provide adequate school programming while encouraging community involvement and pride
- The Village of Turtle Lake will explore the addition of a technical college or secondary educational facility

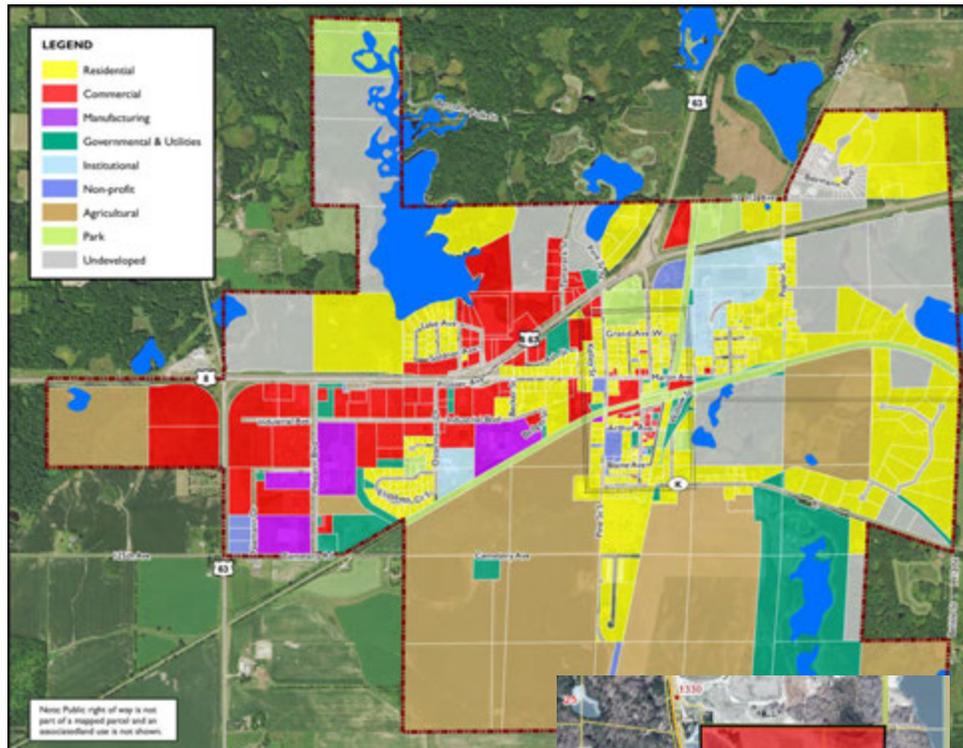
***Utility Infrastructure***

- The Village of turtle Lake will reduce water consumption and wastewater flow by implementing conservation techniques

- The Village of Turtle Lake will ensure new development, reconstruction, and infrastructure projects apply resource conservation which reduce energy demand and promote air and water quality improvements

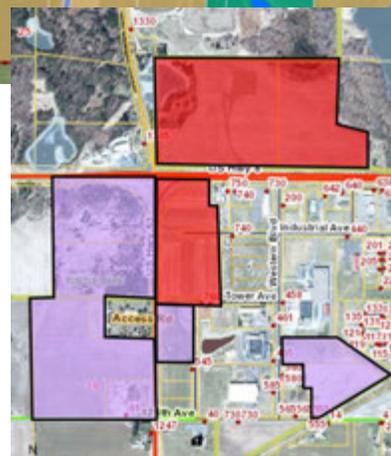
## Summary

### Turtle Lake Zoning Map



### Northwest Turtle Lake

The area north of Highway 8, adjacent to County T, is currently slated to house a truck stop built by the St. Croix Chippewa Indians of Wisconsin. At the time of this committee’s planning, this truck stop is still going ahead as scheduled.



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The St. Croix Chippewa Indians of Wisconsin have plans under way for construction of a Travel Plaza and Truck Wash on the north side of Hwy 8, across from Western Blvd.

At this time, this project is expected to proceed forward and be completed.



### ***Recommendations***

#### **Heron's Landing**

Heron's Landing has been slated for residential development by Biermann Development into two eightplex units and adjacent twin homes. Basic infrastructure has been plotted at this location, but no development of these new units has started. There is additional property in this area for further potential development.



Eight-plexes and twin homes could potentially fill a needed gap in housing for low and moderate income families, which in turn would allow these families to live and work in Turtle Lake. Right now, there is a labor shortage of people to fill jobs in Turtle Lake, because there is not housing to accommodate their workforce.

Turtle Lake has a need for affordable family housing. The 8-plex units at Heron's Landing have the potential to help fill that need, and they are located close to the school. Heron's Landing is currently not well-connected to the community; even vehicle traffic crossing at Hwy 8 can be difficult without traveling to the roundabout.



Infrastructure to promote safe foot and bicycle traffic is a must.

Twin homes are included in the current plan for development of Heron’s Landing. Homes such as these could aid residents in finding affordable housing for either families or singles.



**Educational Development**

Current educational offerings in Turtle Lake focus on public PreK-12 education on the west side of Poplar St, south of Highway 8. Expanding across the road into an area currently designated as “Undesignated” could offer development of higher education opportunities that work closely with the high school to aid students in developing trade and business skills necessary for the workforce.



Currently, the closest higher education offerings are University of Wisconsin - Barron County/Eau Claire and Wisconsin Indianhead Technical College – Rice Lake. The University of Wisconsin – Superior and University of Wisconsin – River Falls campuses attract students from the Turtle Lake area for four-year education. After traveling this distance for higher education, the majority of these students do not return to Turtle Lake to settle, work, and continue families, leading to community decline.



Post-secondary education opportunities that work in close conjunction with area primary and secondary schools are an important way to build community stability.

Higher education can work very well in rural settings. For more on our example, see Northland College in Ashland, WI: <https://www.northland.edu/>

**South Pine Street**

South Pine Street offers a lot of opportunity for development of senior and low-income housing. Innovative designs could create cohesive, connected neighborhoods to encourage these families to stay in Turtle Lake.



Twin homes are becoming a popular choice for senior housing, and the areas near the current senior duplexes, as well as the west side of South Pine Street, offer plenty of space for building such homes.

Additionally, working with the owner of the Pine Street trailer court to convert the property into a cottage home community could help revitalize this area and create opportunities for affordable housing.

Tiny homes / cottage homes provide a unique and viable solution to affordability issues in housing and revitalizing existing neighborhoods. Mobile homes and mobile home parks are no longer as accessible as they once were for low income housing. Changing up our thinking and approach to regulating housing can remedy that.

There are many great examples of tiny homes/cottage homes being showcased every day, as communities across the country are turning to this to alleviate many of their housing problems. Dave Armstrong, Barron County Economic Development, spoke about a possible program to do such a conversion on a trailer court in Cumberland, and he mentioned money that can be made available to communities in Barron County for such projects.

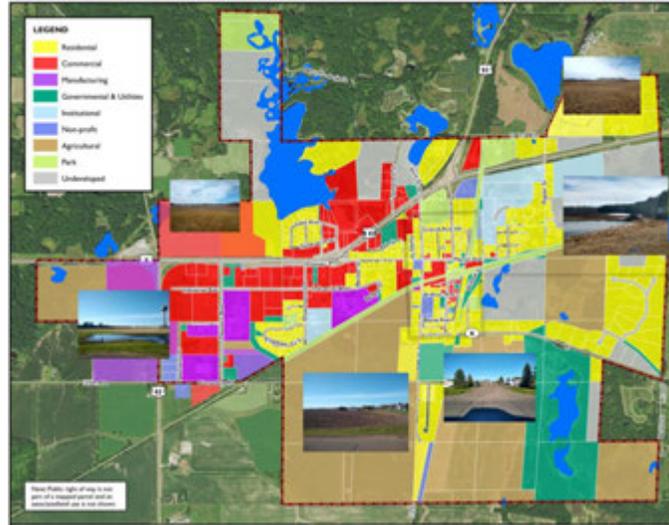


Contact: Dave Armstrong [bcedc@co.barron.wi.us](mailto:bcedc@co.barron.wi.us) <http://www.barroncounty.com/about-us>

**Industrial and Commercial Development**

Additional industrial and commercial development should be sited around the existing Industrial Avenue developments so as to reduce the amount of conflicts with residential areas. Current co-existing residential/industrial areas suffer issues with odor, semi traffic, and other local complaints.





A final vision of Turtle Lake carries industrial and commercial development to the west while building educational and residential development to the east. This would compliment both the natural areas of the community as well as the existing traffic using Highways 8 and 63 to commute from larger metro areas to rural areas around us. Turtle Lake is ideally situated to take advantage of this siting with proper development.

### Resources

Additional information on tiny homes/cottage homes:

**Worth It Lifestyle:**

\$50K Tiny House vs. \$165K Tiny House: <https://youtu.be/1DtuZhD8cQY>

**Living Big in a Tiny House:**

<https://www.youtube.com/channel/UCoNTMWgGuXtGPLv9UeJZwBw>

**Solving Homelessness Through Community, Connection, and Tiny Homes:**

A Story of Seattle and Salt Lake: <https://www.ksl.com/article/46557190/solving-homelessness-through-community-connectionand-tiny-homes-a-story-of-seattle-and-salt-lake>

**Tiny Home on Amazon Goes Viral, Sells Out:**

<https://therealdeal.com/2019/05/19/tiny-home-onamazon-goes-viral-sells-out/>



## **Downtown Revitalization**

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### ***Vision Statement***

We, the residents of the Village of Turtle Lake, envision our community to be vibrant, diverse, and safe while offering many varied amenities, services and recreational opportunities, as well as having a successful, unified business community.

Our Downtown is the heart of our community and it will continually be revitalized—inviting new businesses, cooperative planning, connectivity with trails, natural areas & parks, and unique and healthy placemaking opportunities for residents and visitors.

Residents will enjoy varied special events with the support of our dedicated school system, the Village of Turtle Lake, the Chamber of Commerce, and the numerous, active community organizations that are proudly serving our friendly community.

The Village of Turtle Lake will embrace our small town atmosphere, continually market and establish itself as an outstanding community in which to live and work, while preserving our history, completing innovative goals and allowing Turtle Lake to continue to be a wonderful place to raise a family.

### ***Guiding Principals***

#### **Beautify & Unify the Downtown Area**

- We will beautify and unify Turtle Lake’s downtown
- We will continue efforts for the cleanup of “B Plant”
- We will encourage expansion and improvement of Railway Park for game space and/or exercise placemaking equipment

#### **Invite Visitors, Residents & Inform Them**

- We will develop bike-pedestrian connections across downtown
- We will provide signage and lighting from Highways 8 and 63 allowing a safe, bright path to our downtown
- We will build a visitor information kiosk located just off the Cattail Trail in Railway Park

## Seek New Businesses & Keep Them Here

- We will work together with the TLACC, EDC and Venture Downtown organizations providing collaborative communication with businesses wishing to do business in our Downtown
- We will discourage the use of main street, first floor, store front buildings as personal residences
- We will provide assistance for current and new businesses to acquire low interest business loans, grants, tax benefits, and façade improvement assistance

## Branding & Marketing Downtown

- We will engage with the Tourism Commission & community organizations for a structured marketing plan
- We will encourage and support community organizations

## New Life & New Experiences

- We will engage in urban placemaking and pocket parks
- We will create and develop a new “Millpond Park”
- We will support a Veteran’s Memorial Park and community butterfly garden in the downtown area
- We will support the development of a Turtle Lake Community Center

## Summary



Our downtown story is not unique. Many small towns across our great state, and our nation as well have watched the slow decline of small business and activity in their downtown business centers as big box stores have overtaken “Mom & Pops” and other businesses have migrated to the highway. While researching Downtown Revitalization for this project, Jennifer Raddatz

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spoke to Mickey Howley from Water Valley, MS and Deb Sprecker from Woodbine, IA, two towns comparable in size to Turtle Lake. Mickey and Deb are both Directors of Main Street groups in their respective communities and were able to provide great insight into what makes Downtown Revitalization successful. From these conversations and extensive research, we have created a plan to successfully revitalize Downtown Turtle Lake.

### ***Downtown area boundaries***



The area we are referring to when we speak of downtown, is the area from Martin Avenue South to Logan Avenue and from Pine Street East to the Museum and beyond, encompassing the Mill Pond.

### ***Recommendations***

In our research and conversations we learned that successful repurposing of downtown spaces is all about placemaking. Placemaking is the creation of public spaces and events.

We create places for people to go and things for them to do where they can be comfortable slowing down, sitting, staying, and participating in family activity and friendly conversation.

### **The Plan**

- 1. BEAUTIFY & UNIFY – the Downtown for all who live and work here*
- 2. INVITE & INFORM – Tourists, Residents, Business & Visitors*
- 3. SEEK & KEEP – Invite entrepreneurs to open shops and keep them here*
- 4. BRANDING & MARKETING – Village-wide Marketing campaigns*

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5. NEW LIFE & NEW EXPERIENCES – Focus on the larger picture

**1. Beautify & Unify**

Placemaking begins with events and beautification with the goal of a trickle-down effect...people like it here, want to be a part of our inviting atmosphere and community....they open their business here, and make Turtle Lake their HOME. To beautify and unify downtown we will begin with facade improvements. Here are two potential examples from our Village. It's easy to see the difference in the small touches of paint, flowers, and awnings.



**BACK OF BUILDINGS**

Mickey from Water Valley, MS reminded Jen in their conversation not to ignore the back of the building. Here is my own building during and after renovation.



My son was home for a visit recently and I took him by the back of our building to show him the door I painted and flower boxes I added and asked for his impression. He said, "It looks like a place you'd like to live." Since making those improvements, my neighbor has made an effort to clean up his space as well....trickle-down!



## BANNERS & PLANTERS

Improvement of public spaces is the same. Brightening the area with plants and paint makes the area inviting and begins a domino effect. Unifying signage, benches, banners, and planters are a relatively inexpensive way to add color and continuity to the Downtown Business District. We do have benches and planters in place downtown already, but their stain is faded and they could use a facelift. Members of our Downtown Revitalization Committee are ready, willing, and able to grab a paintbrush and add a pop of color to downtown's benches and planters.

Light pole banners could potentially be created by Turtle Lake School Fab Lab students in a mutually beneficial community project.



## MUSEUM

Public spaces enhance the experience of residents and tourists alike. The Downtown Revitalization Committee will support the GTLAA in their creation of a Veteran's Memorial Park and any and all promotion, revitalization, or beautification efforts for the Turtle Lake Museum.

Here are some examples of murals that could be painted on the Turtle Lake Museum. Creation of murals is another great idea for the entire downtown area, as well as a great community project. I looked into community mural projects and found a Twin Cities company, GoodSpace Murals, that will come to a community to assist with mural projects. The murals are painted on canvas, so they can be painted on tables in a sheltered area so all residents can participate in the painting project. No ladder climbing required. The company then applies the murals to the

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building for you. We would love to see this proposal become a reality and will lend support in any form to this effort for the Museum and other buildings in the downtown area.



Colorful Murals throughout downtown

#### RAILWAY PARK

Likewise, our committee promotes and supports Railway Park as a destination for tourists and residents alike. Railway Park is a well-used space that could benefit from added amenities, such as wayfinding signage, picnic grills, family games, or even outdoor exercise equipment to use before or after you walk, run, or bike our multi-use trails.

Make it a Destination!

- Relocate Dumpsters behind Casino Barn
- Curb appeal
- New Park Signs – Cannot see Signage
- Placemaking
- Exercise Equipment

#### RAILWAY PARK ENTRANCE SIGN

To improve the sign at Railway Park and provide more curb appeal to this public space, we propose a two-sided sign that could be better viewed by traffic traveling both our trails and Maple Street in either direction. This sign should be consistent with the Village Welcome sign on Hwy. 63 South, using the same rock and our Village logo to tie together our public spaces. The support posts on the Railway Park shelter could then be covered with this same rock to again, lend consistency, with the added benefit of beautifying the shelter with the look of pillars rather than posts.

ACTIVITIES AT RAILWAY PARK

Adding family activities would invite people to stay longer in our downtown area. These concrete park installations would provide some leisure activity to families grilling and picnicking at our shelter space.



OUTDOOR FIT EQUIPMENT

Outdoor exercise equipment will tie our park together with the multi-use trail systems and proposed future walking and biking trails downtown.



B PLANT PARKING

We also propose finalizing the cleanup of the B Plant area to create a parking lot. The proposed parking lot would have lighting consistent with the downtown area. This lot would free up parking spaces along Martin Avenue and Maple Street. Further, we propose that winter snow no longer be removed to the Railway Park and B Plant areas. These large snow piles near traffic areas encourage children to play and sled in potentially dangerous situations. Further, these snow piles remove parking spaces from those areas, returning downtown employees to street parking. The large snow piles block the view of storefronts for people traveling into the downtown area and lend a general feeling that downtown is a space to store or hide unwanted things. On this note, we propose the recycling dumpsters North of Railway Park be moved as well to free up more parking for downtown employees and visitors. Again, these dumpsters block an otherwise nice view of Railway Park from visitors traveling into the downtown area.



SNOW REMOVAL ISSUES

- Railway Park- Limits parking
- Children playing- danger
- Block view of downtown
- Veterans Memorial Park Area
- Steve Heintz property (Use Sewer treatment property)

## 2. Invite and Inform

### LIGHTING & SIGNS

To invite visitors to our downtown area we propose lighting and signage as a path to our historic downtown. We would like to see a kiosk near the Cattail Trail that would provide Trail Maps and a Map of the downtown area, and Village of Turtle Lake, as well as Village-wide marketing materials, and maps of proposed Walking & Biking Trails.



### DIDN'T KNOW TURTLE LAKE HAD A DOWNTOWN

Signage is critical because no one knows where downtown Turtle Lake is. If I had a dollar for every time someone said, "I didn't know Turtle Lake HAD a downtown," I could fund all of tonight's proposals myself.

Carole Knoll spoke with the WI DOT and Matt Reddy, a traffic, signing, and pavement engineer. Matt provided great insight into the type of signage that is allowed on State Highways and how to achieve our goals. More detail is provided in the accompanying report. Basically, Matt would

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design signs for us that the Village would have to purchase. The cost was not unreasonable. Wayfinding signs could then be added by the Village to direct travelers along our Village streets to their downtown destinations.

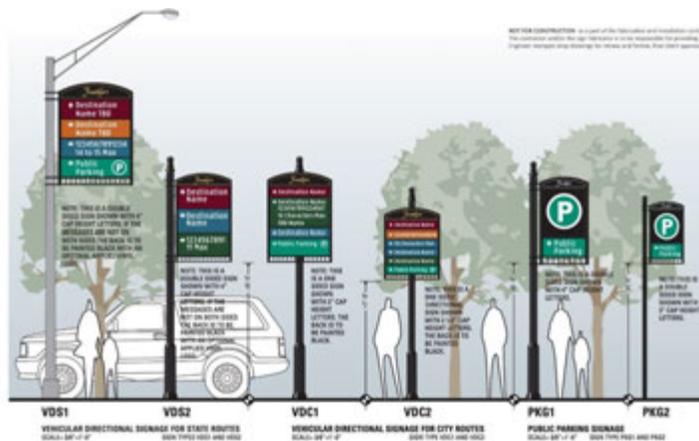
HIGHWAY MAP WITH SIGN LOCATIONS



We have highlighted some potential Highway Frontage areas for downtown signage. Considering our downtown houses important public spaces like our Village offices, law enforcement, museum, library, and post office, this should be a priority item.

WAYFINDING SIGNS

Here is an example of signs to inform and invite consumers to our Historic Downtown district. What’s great about these signs is they can be attached to existing light poles so there’s no need to dig any new holes in resident’s yards.



They can be placed at eye level so they can easily be viewed by walking, biking, and vehicle traffic.

### 3. Seek & Keep

The ultimate goal of bringing people downtown is to revitalize our downtown business district. As I said before, we have lost a lot of businesses downtown...the barber, eye doctor, dentist, hardware, etc... Our Downtown Revitalization Committee seeks to bring business back to the downtown area. Here you see before and after photos of Water Valley, MS. In her conversation with Matt from Water Valley, Jen learned that the revitalization process starts with beautification and trickles down from there. We have several reasonably-priced buildings for rent or sale downtown, and need to recruit that first successful business to get the ball rolling.

Here are some before and after revitalization pictures from Woodbine, IA. Woodbine was successfully able to recruit new business into abandoned spaces. This is a primary goal for the Downtown Revitalization committee.

In speaking with Dave from Barron County Economic Development, he warned, "Don't allow commercial space to become residential. You'll never get it back."

We propose an ordinance to eliminate any residential space at street level in the buildings downtown.

WOODBINE Before & after



#### FACADE IMPROVEMENT - LAKE COUNTRY PIZZA

Lake Country Pizza recently updated their building facade. Congrats to Lake Country Pizza! Your facade looks amazing. We certainly hope your efforts inspire other businesses to update their storefronts!

**4. BRAND & MARKET - MAIN STREET & CONNECTING COMMUNITY**

To recruit business, we will brand and market Turtle Lake to potential small business owners. Again, there must be continuity in our message.

The people whom Jen spoke with have spearheaded successful Downtown Revitalizations, and are members of Main Street organizations. One requirement of those organizations is a financial and time commitment from the Village to a Main Street organization employee who works on branding, marketing, recruitment, and retention of businesses within the downtown area. The ladies in our Village office do a wonderful job with the minimal time they are allotted for this effort. However, we propose in the future one Village employee working at least 25 hours per week marketing the entire Village of Turtle Lake. Although we've seen recent improvement, we still have some broken links and information missing from our Village website, and the ladies in the Village office simply are not allotted enough time to keep up with all the social media and online happenings for all of the businesses and community organizations in our small town.



**SOCIAL MEDIA – WEBSITE – VIDEOS – LOCAL STORIES – BUSINESS INVOLVEMENT – COMMUNITY INVOLVEMENT – TOURISM COMMISSION – THE TIMES - ORGANIZATIONS**

There's a lot happening in Turtle Lake that even our own residents are not aware of. We have a weekly radio broadcast designed to reach listeners who may prefer that mode of communication. Nearly every Turtle Lake business has social media accounts, and many have websites. But, a lot of this activity is confined to one source. Much of it never reaches our local paper. It would be wonderful for the Village to employ someone who is able to leave the confinement of a desk to get out there and communicate on a weekly basis with community organizations and businesses to ask "What's Happening" and successfully relay that information to both residents and visitors via various form of communication, be it online, in a weekly feature in the newspaper, or on our weekly radio broadcast. This position would be invaluable to our Village-wide promotion efforts.

**5. New Life & New Experiences**

**COMMUNITY CENTER**

A Community Center would be another great resource for Village communication and activity. In a very non-scientific Facebook survey, I learned that a Community Center is greatly desired by Village residents of all ages. The Downtown Revitalization group will lend full support to making this dream a reality.



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MILL POND PARK

Another new life and new experiences goal for the Downtown Revitalization Committee would be to add a park or public space at the Mill Pond. There is currently access to this space via Village-owned property at the Museum. In our wild dream, the Village would one day purchase additional properties in this area to



create walking paths and bridges and even a children’s play area in this beautiful setting, and will connect this area to our current trail system and our proposed Historic Downtown Walking Trail.

DOWNTOWN WALKING TRAIL



Our Historic Downtown Walking Trail would give visitors and residents a reason to “look around” downtown. This trail would take visitors and residents on a tour of downtown’s public spaces and historic buildings. Signage at each of the stops along the trail would enhance the trail-goers experience with historical accounts of Turtle Lake’s past. With funding, we will work with the GTLAA and Turtle Lake Museum to create a permanent, self-guided historical downtown tour.

**HOW TO GET STARTED!**

We are excited to enter this journey of Downtown Revitalization and Village-wide improvement with all of the members of our CAP group, our Village officials, residents, and guests of Turtle Lake.

So excited, in fact, that a few interested individuals have already formed a Downtown Revitalization organization called Venture Downtown. Venture Downtown hopes to operate as a sub-committee of a Turtle Lake Community Foundation. Our focus is to create events to bring people into our historic downtown area. These events will raise funds to support small downtown beautification projects. Venture Downtown will also provide support to entrepreneurs seeking to enter business in downtown Turtle Lake. To this goal, we have created a resource guide for small business start-ups in the Turtle Lake community. This resource guide is available at the Turtle Lake Public Library.

We welcome all interested parties to speak to us about joining our organization, and we welcome you ALL to our inaugural fundraiser, a Summer Solstice Celebration, Fri., June 21st, from 5-10pm, where we will have acoustic music on the library lawn, street food vendors, a sidewalk chalk art event, and beer and wine tasting in the old Hardware, hereafter known as 2-1-9 Maple. Please join us to help the squeak go on!

**IT TAKES A VILLAGE .....**

1. Dedication-Communication-Organization-Cooperation
2. Community Organizations, School, Village, County, State
3. Organized/Reorganized TIF/TID Districts
4. Micro-loans for existing & new businesses (EDC)
5. WEDC Grants, Nonprofit Grants, State/Federal Grants
6. Private, Industry and Business Donations
7. Tourism Commission & VOTL Budgeting
8. Volunteers





## Economic Prosperity

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### ***Vision Statement***

The Village of Turtle Lake will have a diversified and vibrant economy which offers good paying, stable employment opportunities through small business development, attracting industry, collaborative partnerships, and maintaining planned, vibrant commercial areas.

*- 2005 Comprehensive plan*

### ***Guiding Principals***

- Support existing businesses
- Recruit new businesses
- Support workers
- Capitalize on tourism

### ***Summary***

We started by discussing the current state of our Village's economy:

- Diversified business infrastructure
- Turtle Lake has 85 businesses!
- Strong K-12 school system
- Highway traffic-high visibility
- Recreational area- high tourism

Our committee identified guiding principles that will ensure the Village of Turtle Lake develops strategies to invest in the community's economic development.

These strategies will:

- Support and retain existing businesses
- Recruit new businesses to stimulate economic growth
- Support workers
- Capitalize on tourism



## **Recommendations**

### **1. Support Existing Businesses**

- Continue to promote the Chamber of Commerce
- Promote and coordinate efforts with the Barron County Economic Development Corporation
- “Economic Gardening/Business Intelligence Program” that offers “laser-like focus on strategic issues, which means addressing challenges — and identifying opportunities for your company”.
- Develop a marketing plan to increase knowledge of services offered and stimulate growth:
  - Signage
  - Social Media
  - Brochures and information packets
- Offer assistance to downtown business owners to secure Façade improvement funds to increase viability of those businesses

### **2. Recruit New Businesses**

Create a strategic recruitment plan:

- Prevent duplication of services
- An informal Facebook survey indicated Turtle Lake residents would like the following businesses:
  - Hardware store
  - Barber
  - Coffee shop
  - Bakery
- Marketing of available space & incentives



Offer incentives to new businesses to locate in the community:

- Micro-loans
- Discounted fees and permits
- TIF/TID loans

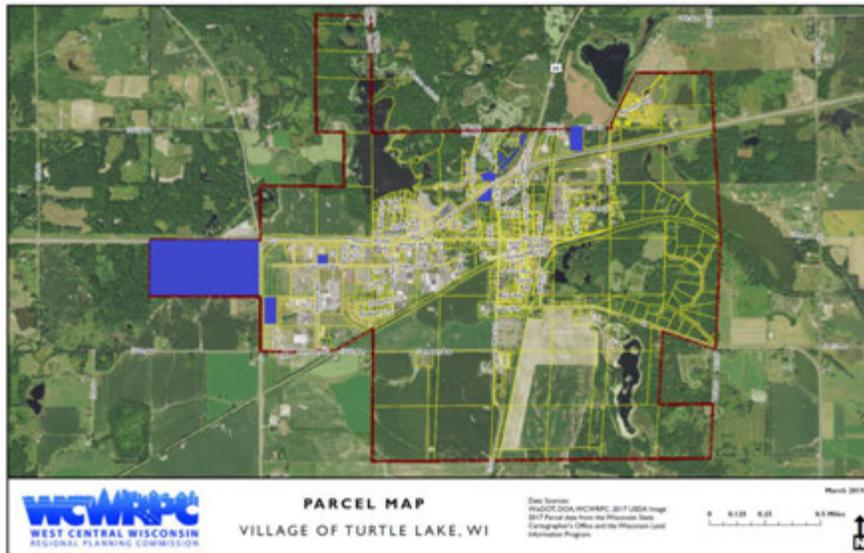
Review existing permit & approval processes:

- Give businesses investing in downtown an expedited permit process to shorten the timeline and reduce development costs
- Offer applicants assistance with permit applications
- Determine if permit fees could be reduced

Develop a Business Resource Center:

- Offer support to new business owners
- Coordinate efforts with the Chamber of Commerce
- Streamline assistance with County Economic Development resources
- Offer education on entrepreneurship
- Continue the Children’s Business Fair

**Available commercial development**



The Village has limited land available for new development buildings.

The red line depicts the Village limits while the blue shaded areas represent available land for development, or lots that may be worth researching if purchase would be available.

**Commercial vacancies**

There are vacant buildings in the downtown area that would offer an affordable option for new businesses.



**3. Support Workers**

To support workers, community's need to have access to job opportunities and the right education and skills.

Access to local employment:

- Develop a Career resource center
- Maintain a list of current available positions
- Maintain a list of available education resources
- Host regular career fairs-collaborate with CESA 11's career fair



Workforce development:

- Continue the school's youth apprenticeship program that matches kids to the jobs in the career paths they are interested in to gain experience into the career before pursuing it after high school.
- Research a WITC outreach center to bring secondary technical education closer to home
- <https://www.witc.edu/campuses>

Other recommendations for Supporting Workers aim to improve the overall quality of life for community members:

- Housing
- Safe pedestrian routes



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- Park facilities
- Bike trails
- Community Center
- Social opportunities

Other committee members have already offered these recommendations in more detail but we felt it would be important to reiterate these recommendations because it highlights how vital they are to the community.

A community center offers residents the opportunity to connect with one another.



#### **4. Capitalize on Tourism**

In 2018, Wisconsin tourism had a \$21.8 billion impact on the state’s economy. Wisconsin’s tourism industry achieves a Return on Investment of 7 to 1: \$7 in tax revenue per \$1 promotional spend.

Barron County reported \$104.5 million direct visitor spending. Polk County \$91.7 million

Turtle Lake offers multiple activities for tourists:

- Lakes (fishing, boating)
- Trails (snowmobiling, ATV, biking?)
- History (museum, future veteran’s memorial)
- Casino (entertainment, food)
- Events (TL Fair, BBQ Competition, National Night Out, Car Show, Spring Market Day, etc.)



The Economic Development Committee recommends building on the current state of tourism in Turtle Lake and surrounding area by:

- Strengthen & consolidate the Tourism Commission with other committees
- Coordinate events between groups (casino & community, etc.)
- Pursue Wisconsin Department of Tourism programs:

- The Joint Effort Marketing Grant Program offers funding and guidance to make a promotion or event come to fruition. The grant reimburses Wisconsin non-profit organizations for qualified advertising costs.
- The Tourist Information Center (TIC) Grant Program is open to non-profit tourism organizations, municipalities or Native American tribes who operate a regional tourist information center. An eligible applicant may be reimbursed up to \$15,000 per organization per year. The grant program will reimburse up to 50% of eligible expenses.
- Co-op advertising programs pool the resources of the Department and individual advertisers to generate a more powerful Wisconsin travel message- offer several options for ongoing and special event advertising.

### **Resources**

- Framework for creating a smart growth economic development strategy: A tool for small cities and towns (January 2016). Office of Sustainable Communities Small Growth Program. [www.epa.gov/smartgrowth](http://www.epa.gov/smartgrowth)
- Tourism is an economic workforce for Wisconsin (May 12, 2019). Wisconsin Department of Tourism. <http://industry.travelwisconsin.com/research/economic-impact>



### ***Vision Statement***

Our vision is to improve, maintain, beautify, modify, expand, and sustain our park spaces for generations to come.

### ***Guiding Principals***

We Will:

- Hold connectivity to nature
- Embrace community and Laker Pride
- Foster family togetherness
- Incorporate historical remembrance
- Be mindful of new generational trends
- Prioritize safety and security
- Be inclusive to disability, age and culture

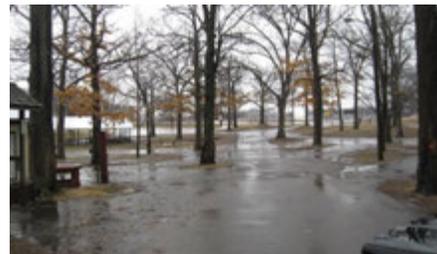
### ***Summary***

#### ***Share Our Vision***

- All considerations for improvements to all parks to include LAKER PRIDE by use of school colors as much as possible and logo
- Hold nature and history theme throughout improvements (i.e. railroad)
- Use of low maintenance materials whenever and wherever possible
- Attract and hold interests throughout the year
- Better up keep to all parks

#### ***Recent Google Review of Village Park***

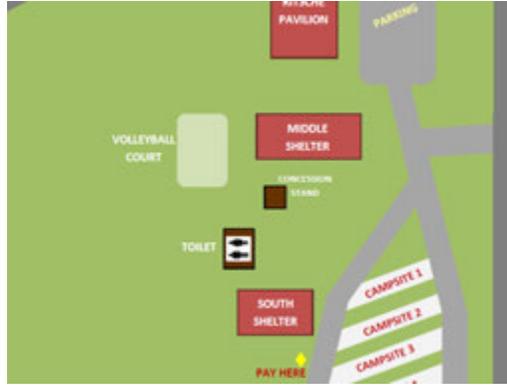
- Playground equipment is outdated
- Open bathrooms
- No seating in the park for seniors or disabled persons



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**Recommendations**

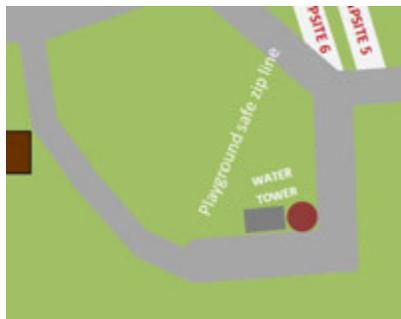
**Village Park** – Upgrade with new park amenities including possible splash pad.



Create a possible “pond” for Turtle Lake children safely play.

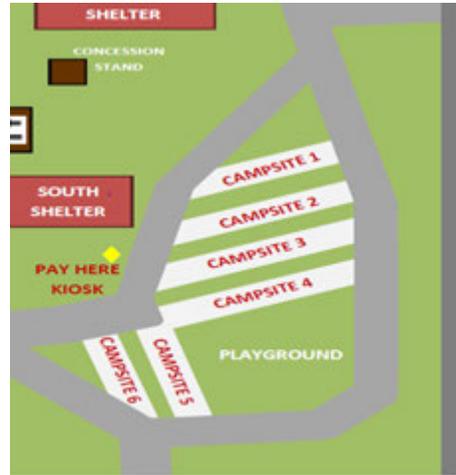


Add possible children’s zip line.



**Block Thru Traffic – Rationale**

- Safer for children running to and from equipment
- Still allows for oversized RV to exit easily from site 3 and 4
- Moveable with equipment only



**Village Park – Vision**

Walking/biking track around park with adult/older child fitness equipment (like circuit training)



Improve mortality by all causes with 150 minutes or more of physical activity per week



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**Village Park and Westside Park**



Before



After

Resurface/Maintain basketball courts at Westside and Village Park



**Westside Park – Meeting the needs of all age play**



**Railway Park – Vision**

Turn shelter into a scaled down train depot



Before



New Amenities



**Mill Pond – Vision**

Kayak Kiosk – draw locals as well as tourists – school use



**Skinaway (Boy Scout Camp)**

Gate off entrance

- Closed by on duty officer
- Opened by public works department
- Increase community safety by limiting access for drug deals during night hours



**Dog Park - As land becomes available**



### **Share Our Vision** - Enhancements, improvement, needs, wants, overview:

- Bathroom improvements and installation - All
- Increase adolescent/adult activities – All
- Bike Racks – All
- Enhance/improve grilling options – Village Park
- Benches for parents and elderly– Low maintenance materials - All
- Improved Lighting - All
- Improved greenery – gold and maroon flowering with (Garden Club Project?) - All
- Interactive teeter totter, tandem swings, handicap equipment, inclusive play - All
- Family fun nights – show a movie – sell popcorn – play music – set up a football/soccer games etc. – Village Park/Westside Park
- All new housing develops to include green space stipulation before approval

### **Resources**

<https://www.youtube.com/watch?v=Mn8IzZr1gO4>

<https://www.mnn.com/green-tech/transportation/blogs/minneapolis-launches-kayak-share-pilot-program>

## **APPENDIX F:**

# **ADDITIONAL EXISTING PLANS & PROGRAMS**

The following is a summary of some of the key plans and programs more commonly used or considered by local municipalities in West Central Wisconsin during plan development and implementation. These plans and programs are in addition to the Village of Turtle Lake plans and programs described previously in the main text. Being partly located in two counties does provide the Village an opportunity to draw upon supportive resources from both Barron and Polk counties in some instances.

### **ISSUES & OPPORTUNITIES**

#### Overall Programs

##### **League of Wisconsin Municipalities**

The League of Wisconsin Municipalities is a voluntary nonprofit and nonpartisan association of cities and villages that acts as an information clearinghouse, lobbying organization and legal resource for Wisconsin municipalities.

##### **Wisconsin Towns Association**

The Wisconsin Towns Association provides education and advocacy for Wisconsin's town governments.

##### **University of Wisconsin-Extension's Local Government Center**

The UW-Ext Local Government Center provides educational support to local governments.

##### **Wisconsin Department of Administration**

The Wisconsin Department of Administration maintains a comprehensive planning website with element guides and other useful resource links. The Department also manages the State's Demographics Services Center with official population and housing estimates and projections.

##### **West Central Wisconsin Regional Planning Commission (WCWRPC)**

WCWRPC conducts area wide planning and provides technical assistance to local governments, including planning support, data analysis, mapping, small business revolving loan fund management, grant assistance, and project administration.

In June 2010, West Central Wisconsin Regional Planning Commission developed the *Plan Implementation Guide for West Central Wisconsin* as part of its regional comprehensive planning effort. The Guide discusses best practices from around the region and other ideas and resources for some of the key concepts and trends identified in the regional comprehensive plan. Many of the ideas found within the Guide were considered by the Plan Commission during this Plan update. The Village of Turtle Lake can use this Guide as the Village moves forward with implementation of its comprehensive plan.

## HOUSING

For a recently completed and comprehensive summary of available housing programs and tools, please see the Barron County Housing Toolbox, 2019 and the Polk County Housing Toolbox, 2020 compiled by West Central Wisconsin Regional Planning Commission. Each Toolbox includes:

- Community Tools to Guide Housing Development
- Financial Tools for Communities and Partners
- Financial Tools for Developers
- Existing Direct Financial Assistance Programs for Households and/or Individuals
- Other Renovation and Winterization Programs for Households and/or Individuals
- Supportive Housing and Other Specialized Tools
- Other Innovative Ideas
- Other Potential Partners

## TRANSPORTATION

### Regional and Local Programs

#### **Barron County and Polk County Highway Departments**

The Highway Departments of Polk and Barron counties strive to keep State and County Highways in the best possible condition for the safety and use of residents and guests.

#### **West Central Wisconsin Regional Planning Commission (WCWPRC)**

The West Central Wisconsin Regional Planning Commission offers highway, rail and airport planning services as well as access control planning, pavement management plans, thoroughfare plans, traffic and parking studies, grant assistance, and pedestrian/bicycle trail planning guidance. Contact WCWPRC for further information.

#### **Specialized Transportation and Transit in Barron County and Polk County**

There is very limited public transportation available in Barron and Polk counties. For example, Namekagon Transit does provide transportation between some Barron County communities, but on a very limited schedule. A number of transportation providers are available for residents with specialized needs. Two Human Services Transportation Coordination Plans were recently completed—one of Barron County and one for Polk & Burnett counties. These plans were facilitated by West Central Wisconsin Regional Planning Commission working closely with the Center for Independent Living for Western Wisconsin and the area Aging & Disability Resource Centers. Each plan identifies current specialized transportation providers and include recommended strategies.

### Regional Transportation Projects and Studies

Wisconsin DOT has two projects in design that may impact Turtle Lake. The first of the proposed projects involves 5.4 miles of asphalt resurfacing between Turtle Lake to Cameron (Ash Street to County P). The second project involves 9.7 miles of asphalt resurfacing between St. Croix Falls to Turtle Lake (WIS 46 South Junction roundabout to Front Avenue). Other work to be performed on the projects will include gravel shouldering, centerline rumble strip installation, pavement marking, and any incidental items that may be necessary. A Highway Safety Improvement Program (HSIP) project will be developed alongside these

projects to help increase safety by reducing the likelihood of Run-Off-Road (ROR) crashes. The HSIP project will widen the paved element of the shoulder from 3' to 5', while maintaining the overall shoulder width of 10'. Additionally, shoulder rumble strips will be installed in appropriate areas. These improvements will provide motorists greater notice and time to react if their vehicle begins to shift off the road. Project letting for both projects is planned for May 2020.

No further action on the US Highway 8 Corridor Preservation Study is planned at this time; the Tier I study was completed in Fall 2007 with no preferred alignment selected for the western portion of the Turtle Lake/Almena segment. In the interim, improvements (e.g., roundabouts) have been added to the existing alignment.

### State Programs

#### **Adopt-A-Highway Program**

The Adopt-A-Highway Program is administered by the Wisconsin Department of Transportation (WDOT). The program was initiated to allow groups to volunteer and support the State's anti-litter program in a more direct way. Each qualified group takes responsibility for litter control on a segment of State highway. The group picks up litter on a segment at least three times per year between April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. In addition, a sign announcing a group's litter control sponsorship can be installed. The State Adopt-A-Highway coordinator should be contacted for further information. Applications and forms are available through the WDOT website.

#### **Pavement Surface Evaluation and Rating (PASER)**

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

#### **Transportation Economic Assistance (TEA) Program**

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the State. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public.

#### **Wisconsin Department of Natural Resources**

The Wisconsin Department of Natural Resources provides funding to local governments for trails, paths, routes, and other infrastructure for alternative modes of transportation, such as biking, walking/hiking, boating, and ATVs. Though these programs often have a recreational focus, such facilities can many times be an important component of a community's transportation strategy.

### **Wisconsin Economic Development Corporation**

The Wisconsin Economic Development Corporation (WEDC) administers many of the Federal HUD Community Development Block Grant programs at the State level. This funding includes the CDBG-Public Facilities program for infrastructure and building projects which may include streets and specialized transportation projects.

### **Wisconsin Department of Transportation**

Transportation programming efforts in Wisconsin are largely coordinated or funded through the Wisconsin Department of Transportation (WisDOT), including the distribution of Federal transportation assistance dollars. Many of these key assistance programs for county and local governments are listed below.

**General Transportation Aids** return about 30% of all state-collected transportation revenues to local governments for road construction, maintenance, and other related costs

**Local Roads and Local Bridge Improvement Programs** assist local governments in improving seriously deteriorating roads and bridges.

**Surface Transportation Program** uses allocated Federal funds for the improvement of Federal-aid-eligible rural and urban roadways.

**Connecting Highway Aids** are available to municipalities for roadways connecting to the State Trunk Highway system, in particular if increased traffic is experienced.

**Traffic Signing and Marking Enhancement Grants Program** provides funds to local governments for signage improvements to improve visibility for elderly drivers and pedestrians.

**Rural and Small Urban Area Public Transportation Assistance** and the **Transit Assistance Program** allocate Federal funds to support capital, operating, and training expenses for public transportation services.

**Supplemental Transportation Rural Assistance Program** provides Federal funds for the planning, start-up, and expansion of non-urban transit service projects.

**Elderly and Disabled Transportation Assistance** funds provide counties with financial assistance to provide transportation services to the elderly and persons with disabilities. Capital funds through the **Section 5310 Program** are also available for non-profits and local governments. A related WisDOT-administered program is **New Freedom**, which provides Federal Transit Administration funds to private and public entities for programs which assist individuals with disabilities to overcome transportation-related barriers so they may get to work.

**Wisconsin Employment Transportation Assistance Program (WETAP)** provides start-up and development grant funding for projects which connect low-income workers with jobs through enhanced local transportation services. WETAP includes Federal **Job Access and Reverse Commute (JARC)** Program funding and related requirements.

**Local Transportation Enhancement Program** funds projects that increase multimodal transportation alternatives (e.g., bicycling, pedestrian), landscaping/streetscaping, and the preservation of historic transportation structures.

**Bicycle and Pedestrian Facilities Program** funds projects that construct or plan for bicycle or bicycle/pedestrian facilities. This program shares the same application process as the Local Transportation Enhancement Program.

**Safe Routes to School Program** is a Federal program administered by WisDOT aimed at helping communities to make it safer for children to walk and bike to and from school and to encourage them to do so. In addition to planning grants, implementation of education, enforcement, engineering, and evaluation programs and projects are also eligible under the program.

**Airport Improvement Program** combines a variety of resources to fund improvements for the State's public-use airports which are primarily municipally owned. WisDOT is currently encouraging land use planning around airports and a *Wisconsin Airport Land Use Guidebook* is available to assist in these efforts. Additional program and regulatory support is also available through the Federal Aviation Administration.

**Freight Rail Programs** for the preservation of existing rail service through rail acquisition and rehabilitation, and for the improvement of rail infrastructure.

Each year, WisDOT updates a four-year **Statewide Transportation Improvement Program** of all highway and transit projects that propose to use Federal funds. WisDOT also has a variety of specialty assistance programs, such as Flood Damage Aids, Rustic Roads, County Forest Road Aids, and the Adopt-A-Highway Program. Data for local roads is managed by WisDOT through the Internet-accessible **Wisconsin Information System for Local Roads (WISLR)**.

### State Transportation Plans

#### **Bicycle Transportation Plan 2020**

The Wisconsin Department of Transportation (WisDOT) encourages planning for bicyclists at the local level, and is responsible for developing long-range, statewide bicycle plans. Guidelines for accommodating travel by bicycles when roadways are reconstructed, or new roads are built, are available and their use is encouraged.

The development of WisDOT's statewide long-range bicycle plan, Wisconsin Bicycle Transportation Plan 2020, involved many people, including an advisory committee. This bicycle planning document is intended to help both communities and individuals in developing bicycle-friendly facilities throughout Wisconsin.

#### **Connections 2030**

Connections 2030 is the Wisconsin Department of Transportation's (WisDOT) long-range transportation plan for the state. This plan addresses all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian and transit. WisDOT officially adopted Connections 2030 in October 2009.

#### **Six-Year Highway Improvement Program 2015 – 2020**

Wisconsin's transportation budget is divided into two subprograms for implementing improvements to state highway facilities—Major Highway Development and State Highway Rehabilitation (SHR).

#### **State Airport System Plan 2030**

The Wisconsin Department of Transportation (WisDOT) officially adopted Wisconsin State Airport System Plan 2030 on February 19, 2015. Wisconsin State Airport System Plan 2030 and its accompanying System-Plan Environmental Evaluation (SEE) is the statewide long-range airport transportation plan. The

20-year plan builds off the policies and issues identified in Connections 2030, Wisconsin's statewide long-range transportation plan adopted in October 2009.

Wisconsin's State Airport System Plan identifies a system of 98 public-use airports adequate to meet different aviation needs in all parts of the state, and is a guide for federal and state investment decisions. The identification of potential projects in this plan is not a commitment for federal or state project funding, nor does it provide project justification. Prior to project implementation all projects must be justified through the local master planning and environmental process, and approved by the Wisconsin Department of Transportation and Federal Aviation Administration, when appropriate. The plan includes a statewide vision for aviation, an overview and analysis of the state's system of airports, a SEE, and an environmental justice analysis.

### **State Freight Plan**

Enhancing freight mobility is a top priority for the Wisconsin Department of Transportation (WisDOT). The Wisconsin State Freight Plan will provide a vision for multimodal freight transportation and position the state to be competitive in the global marketplace by ensuring critical connections to national freight systems remain, or become, efficient.

### **State Highway Plan 2020**

Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing. In response to this critical issue, the Wisconsin Department of Transportation (WisDOT), in partnership with its stakeholders, developed the State Highway Plan 2020, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs.

Since the release of the State Highway Plan 2020, WisDOT completed a multimodal, long-range transportation plan called Connections 2030. This plan addresses all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian and transit. WisDOT officially adopted Connections 2030 in October 2009.

### **Statewide Pedestrian Policy Plan 2020**

The Wisconsin Department of Transportation (WisDOT) developed the Wisconsin Pedestrian Policy Plan 2020 to provide a long-range vision addressing Wisconsin pedestrian needs. The Pedestrian Plan provides a basic description of existing and emerging pedestrian needs through 2020, with a set of recommendations to meet those needs. WisDOT's efforts ensure that this plan complements both existing and future long-range transportation plans.

### **State Rail Plan 2030**

The Wisconsin Department of Transportation (WisDOT) officially adopted Wisconsin Rail Plan 2030 on March 19, 2014. It includes 12 chapters with supporting materials included as appendices. Wisconsin Rail Plan 2030 is the statewide long-range rail transportation plan. It provides a vision for freight rail, intercity passenger rail and commuter rail, and identifies priorities and strategies that will serve as a basis for Wisconsin rail investments over the next 20 years.

Wisconsin Rail Plan 2030 will bring the State of Wisconsin in compliance with the Passenger Rail Investment and Improvement Act of 2008 (PRIIA). In order to be eligible for federal funding, PRIIA legislation requires state to develop a long-range plan for freight, intercity passenger and commuter rail, and update the plan at least every five years. Wisconsin Rail Plan 2030 also brings the State of Wisconsin in compliance with Title 49 United States Code Section 22102 requirements, making the state eligible to

receive financial assistance based on compliance with regulations through the U.S. Secretary of Transportation.

## **UTILITIES & COMMUNITY FACILITIES**

Utilities and community facilities can include a broad range of services ranging from health and social services to emergency services and from public infrastructure to private utilities. Providing a complete list here is not feasible. The following is a synopsis of some of the key utility and community facility resources and plans that are frequently used or commonly considered by local municipalities in Wisconsin.

### *Utilities & Community Facilities Plans*

- **Inventory of Plans, Programs, and Land Use Policies in West Central Wisconsin** (WCWRPC, October 2008, *outdated*)
- A variety of **State, regional, and local emergency management plans and programs** relate to the community, including plans and procedures for emergency response agencies, the Regional Tactical Interoperability Community Plan (TICP), the Barron County Hazard Mitigation Plan, and the community's emergency operating plan.
- Both Barron and Polk counties maintain a **County Outdoor Recreation Plan** that enables the counties to pursue grant dollars through WDNR for nature-based outdoor recreation activities.
- The **State of Wisconsin Public Service Commission** oversees planning for a variety of utilities, including electric, telephone, broadband, natural gas, and water. While some plans are developed by the utility providers, over the past five years there has been increasing emphasis on broadband planning and grants in Wisconsin. UW-Extension has taken a lead on related broadband educational efforts. Polk and Barron counties are part of the Public Service Commission's **Region 3 Broadband Plan** completed in 2011 and the **West Central Wisconsin Broadband Coalition** continues to meet with the assistance of WCWRPC.

### *Other Utilities & Community Facilities Programs*

No list of utilities and community facilities programs could ever be 100% complete. Related rules, programs, grant deadlines, and contact information is always changing. Grant programs are often competitive and many have prerequisite or eligible requirements. The following is a list of some of the most commonly used resources:

**U.S. Economic Development Agency (EDA) Economic Development Assistance** (infrastructure, planning, and programming that support job creation; locally coordinated through WCWRPC)

**USDA Grant and Loan Programs** (water and wastewater systems, community facilities, broadband, rural business development, renewable energy systems, community development)

**HUD Community Development Block Grants** (planning, public facilities, infrastructure, housing, economic development)

**WDNR Knowles-Nelson Stewardship Program and Trail Grants** (nature-based outdoor recreation, including acquisition, trail development, and park facility improvements)

**WDNR Motorized Stewardship Recreation Trail Aids** (Additional aid programs specific to recreational boating, ATV trails, and snowmobile trails are also available.)

**WDNR Safe Drinking Water Loan Program** (municipal water system improvements)

**WDNR Clean Water Fund, Pollution Abatement, and Water Quality Grants** (A variety of water quality planning and project grants and low-interest loans are available through WDNR, including infrastructure improvements, watershed planning, and non-point pollution projects.)

**WEDC Community Development Investment Grant** (infrastructure and community improvement projects that support job creation)

**National Endowment for the Humanities and National Endowment for the Arts** (these two programs have a variety of support and grant programs for museums, libraries, arts programming/education, and other cultural organizations; mini-grants are also available through the **Wisconsin Humanities Council**)

**FEMA Staffing for Adequate Fire and Emergency Response (SAFER) Grant** (support staffing and capacity building measures for fire protection & EMS)

**FEMA Fire Prevention and Safety Grants** (enhance safety for firefighters and responders)

**FEMA Assistance to Firefighting Grant Program** (primarily for equipment)

In addition to the above, there are a variety of **wildfire and forest fire grants** available for planning, educational outreach, and protection equipment through the WDNR and U.S. Forest Service. WDNR also administers grant and loan programs related to **conservation programming, recycling, well abandonment, and flood controls**. And in 2015, UW-Extension completed a **broadband funding guide** and maintains an online list of potential broadband funding resources.

Not included above are the large number of social services and support grants ranging from transitional housing to arts programs to counseling to family care. Private grant dollars is often a major contributor to such facilities and programming. Tax increment financing, utility districts, special assessments, private-public partnering, and other local funding tools are also used to support utilities and/or community facilities.

More information on Federal grant programs can be found at [grants.gov](http://grants.gov). For State grant programs, a search of the individual department webpages may be needed. Some libraries provide access to the Foundation Center web database for private foundation grant searches. If the community has questions or needs assistance regarding potential grant resources, WCWRPC is available to assist.

## AGRICULTURAL, NATURAL & CULTURAL RESOURCES

Many different agricultural, natural, and cultural resource governmental services, non-profit advocacy groups, grant programs, plans and studies, and educational resources exist. The following is a synopsis

of some of the key resources that are frequently used or commonly considered by local municipalities in Wisconsin.

### *Agricultural & Natural Resource Programs*

#### **County Conservation Offices**

The Barron County Soil and Water Conservation Department and Polk County Land and Water Resources Office are the lead local agencies advocating and assisting with the protection of soil, water, and other natural resources through education, cost-sharing practices, data gathering, planning, and project implementation. Such offices sometimes exercise certain regulatory authority (e.g., manure management, nonmetallic mining). As required by Wisconsin Act 27, Chapter 92 of the Wisconsin Statutes, both counties maintain a land and water resources management plan with an emphasis on soil conservation and water quality goals and strategies. The offices carry out these activities in conjunction with many different partners, such as federal and state agencies, educational institutions, non-profit organizations, local units of government, lake organizations, the farming community, and other landowners. More information can be found on their respective county webpages.

#### **U.S. Department of Agriculture (USDA)**

The USDA's Farm Service Agency (FSA) is tasked with implementing Federal farm conservation programs to improve the economic stability of the agricultural industry, maintain a steady price range of agricultural commodities, and help farmers adjust to changes in demand. These goals are achieved through a range of farm commodity, credit, conservation, loan, and disaster programs, including Federal Crop Insurance. Also part of the USDA is the Natural Resources Conservation Service (NRCS), which was formerly known as the Soil Conservation Service. The NRCS provides data, maps, technical expertise, and training in soils, conservation techniques, ecological sciences, and other such activities.

The USDA has service centers located in each county in the region, which include the FSA and NRCS offices. Local USDA staff typically work very closely with local UW-Extension Agriculture Agents and county conservation staff to assist farmers and municipalities in their respective counties.

#### **Wisconsin Farmland Preservation Program Wis. Stats. §91**

The Wisconsin Farmland Preservation Program was established in 1977 to assist local government efforts to preserve agricultural resources. The Program was updated in 2009 as part of the Wisconsin Working Lands Initiative.

Eligible farmland owners receive state income tax credits. The amount of the credit varies and eligible landowners may collect one of the following per acre amounts by filing with their income tax return:

\$5.00 for farmers with a farmland preservation agreement signed after July 1, 2009 and located in an agricultural enterprise area.

\$7.50 for farmers in an area zoned for farmland preservation.

\$10.00 for farmers in an area zoned for farmland preservation and in an agricultural enterprise area, with a farmland preservation agreement signed after July 1, 2009.

There is no cap on the amount of credit that an individual can claim or on the amount of acreage eligible for a credit. For more information on the state program, please contact the DATCP or visit the Working Lands Initiative website: [http://datcp.wi.gov/Environment/Working\\_Lands\\_Initiative/](http://datcp.wi.gov/Environment/Working_Lands_Initiative/)

### **Farmland Use Value Assessment (1995 Wisconsin Act 27; Wis. Stats. §70.32(2r) & 73.03(49))**

With the passage of the State 1995-1997 Budget Act, the standard for assessing agricultural land in Wisconsin changed from market value to use value. With taxation of land based on the income that could be generated from the land's rental for agricultural use, rather than development potential, the program helps Wisconsin farmers to maintain current farming practices, rather than succumbing to development due to economic pressures. Only land devoted primarily to agricultural use qualifies. For reference, undeveloped land (e.g., bog, marsh, lowland brush, wetlands) is assessed at 50% of its full value.

### **Livestock Facility Siting Ordinances Wis. Stats. §93.90 & ATCP 51**

The role of local governments in the regulation of the site of new and expanded livestock operations changed significantly in 2006 with the adoption of Wisconsin Statutes §93.90 and Administrative Rule ATCP 51. Effective May 1, 2006, local ordinances which require permits for livestock facilities must follow state rules. The siting standards only apply to new and expanding livestock facilities in areas that require local permits, and then only (in most communities) if they will have 500 animal units (AU) or more and expand by at least 20%.

For communities with zoning, the new Statute limits the exclusion of livestock facilities from agricultural zoning districts, unless another ag district exists where operations of all sizes are allowed and the exclusion is for public health and safety based on scientific findings of fact. However, such facilities can be treated as a conditional use. Appeals of local permit decisions are taken to the State Livestock Facility Siting Review Board. The changes in state rules for livestock facility siting do not impact a local government's ability to enforce shoreland-wetland zoning, erosion controls, stormwater management requirement, manure storage ordinances, and road regulations.

### **University of Wisconsin-Extension**

UW-Extension offices provide a variety of educational and support programming in the areas of agribusiness, land use and soil management. To assist farmers and local governments, a UW-Extension Agricultural Agent is located in each county in the region with county support.

### **U.S. Fish and Wildlife Service**

The U.S. Fish and Wildlife Service maintain the St. Croix Wetland Management District, which is one of only two such districts in the state. The St. Croix District was established in 1974 and consists of 41 waterfowl production areas totaling 7,700 acres as well as 15 easements protecting wildlife habitat on private land in Barron, Burnett, Dunn, Pepin, Pierce, Polk, St. Croix, and Washburn counties.

### **Wisconsin Department of Natural Resources (WDNR)**

The Wisconsin Department of Natural Resources develops, maintains, implements, and enforces a wide variety of programs, plans, and permitting for west central Wisconsin. WDNR is perhaps most visible to the region's residents through its management of state parks, trails, and other recreational or natural areas, as well as permitting for hunting, fishing, trapping, and burning. WDNR also provides educational programs and training to residents and teachers/instructors in hunting, ecology, outdoor skills, safety, and regulatory compliance. Training and assistance are also available to governments and businesses in regulatory compliance, grant programs, etc. And WDNR scientists and managers are working to address potential conflicts and threats to wildlife and recreational opportunities, such as invasive species.

But local governments often have more contact with WDNR officials on planning, permitting, grants, and regulatory issues, such as stormwater planning, financial assistance for outdoor recreation or environmental remediation, or permitting as it relates to utilities, mining, burning, wetlands, and water discharges. More information and contact information for WDNR programs and plans can be found at their website: [www.dnr.state.wi.us](http://www.dnr.state.wi.us)

### **Forest Land Tax Programs Wis. Stats. §70 & 77**

The Wisconsin Department of Natural Resources manages two forestry tax laws that provide tax incentives to encourage proper management of private forest lands for forest crop production, while recognizing a variety of other objectives. The Forest Crop Law (FCL) program allows landowners to pay taxes on timber only after harvesting or when the contract is terminated, though enrollment in this program was closed in 1986. The Managed Forest Law (MFL) program replaces the FCL and the now-defunct Woodland Tax Law Program. The Woodland Tax Law program expired in 2000, and there are no active contracts under this program in Wisconsin.

The Managed Forest Law (Wisconsin Statutes §77.80) was enacted in 1985 and offers flexibility for private owners of 10 or more acres of contiguous woodlands who enroll in the program. Under the MFL program, landowners have the option to choose either a 25- or 50-year order period; and the annual tax varies depending on whether the land is open or closed to public access (certain restrictions apply). Enrollees are obligated to submit and follow a forest management plan, submit a harvest report, and permit inspections, in exchange for technical support, tax benefits, and good woodlot management. Participants in the MFL program are automatically eligible for American Tree Farm System group certification which provides certain marketplace benefits.

### **WDNR Division of Water and Watershed Management**

The Division of Water promotes the balanced use of Wisconsin's waters to protect, maintain and enhance them in full partnership with the public. Communities with municipal water supplies also interact with the Division of Water through water quality testing and reporting and wellhead protection.

WDNR has the authority to issue permits affecting navigable waters of the state. These permits include bulkhead line ordinance establishment, bridge or culvert placement, dam construction, stream realignment, retaining wall construction, water diversion and pond construction.

The Bureau of Watershed Management administers programs on dam safety, floodplain mapping and management, impaired waters, shoreland management, runoff management, the priority watershed program, and a variety of water-related permits. The Bureau also conducts basin planning or "water quality management planning" for the state, of which local sewer service area plans are part. Beginning in 1999, the water quality management program worked with state lands and fisheries programs to develop integrated basic plans statewide.

### **Watershed – Surface Water Quality Planning**

The eastern portion of Turtle Lake falls within the Red Cedar River Watershed. Due to phosphorus loading and related eutrophication and toxic algae outbreaks, there has been increased emphasis on water quality improvements within the Red Cedar Watershed during recent years. A Total Maximum Daily Load (TMDL) limit was established for the Red Cedar River at Lakes Tainter and Menomin near the bottom of the watershed in Dunn County. To achieve this TMDL, cooperation is needed from the entire watershed, including those parts of Barron County. An EPA-approved 9-key element plan for the Red Cedar River watershed plan has been completed and the Barron County Soil and Water Conservation Department works cooperatively with WDNR, local municipalities, landowners, lake groups, and area businesses and landowners to improve water quality.

The western portion of the Village falls within the St. Croix River Watershed, which has similar surface water quality challenges and initiatives due to phosphorus loading. A Total Maximum Daily Load (TMDL) limit has been established for Lake St. Croix on the border of Wisconsin and Minnesota near Hudson. An EPA-approved 9-key element plan for the St. Croix River watershed plan has also been completed.

### **Stormwater Management**

Stormwater management in Wisconsin is a partnership between WDNR, local governments, and landowners. Under the 1987 Federal Clean Water Act and Wisconsin law, the WDNR Storm Water Program regulates storm water discharges from construction sites, industrial facilities and municipalities. Projects where more than one acre will be disturbed must develop a construction site erosion control and stormwater management plan, then obtain a WDNR Construction Site Storm Water Runoff General Permit. Generally, erosion control for commercial buildings and 1- and 2-family dwellings less than one acre are regulated by the Wisconsin Department of Safety and Professional Services. Except for new 1- and 2-family dwellings, local ordinances may be more strict than state regulations. Certain agricultural cropland and many silviculture activities are exempt from these requirements.

Certain communities also require a Municipal Separate Stormwater System (MS4) permit, which requires municipalities to reduce polluted stormwater runoff by implementing best management practices. Within Barron and Polk counties, only the City of Rice Lake is required to obtain a MS4 permit, with an emphasis on reducing the amount of sediment and phosphorus entering the surface waters.

### **WPDES Permits**

Wisconsin Pollutant Discharge Elimination System (WPDES) permits through WDNR are required for municipal and industrial facilities discharging to surface and/or ground waters. These include most municipal wastewater treatment systems, as well as the land application of by-products, some larger swimming pools, and large-scale, non-agricultural use of pesticides and herbicides. Wastewater permits contain all the monitoring requirements, special reports, and compliance schedules appropriate to the facility in question.

### **Lake Districts and Associations**

Lake Districts and Associations also have a vital role in planning for, protecting, and improving the water quality, recreational value, and natural habitat of area lakes. Lake Associations are voluntary, unincorporated group, but are eligible for certain planning and project grant dollars. Lake Districts are also eligible for grant dollars, but as also incorporate special purpose units of government with the ability to assess taxes and enact some regulations. No lake districts or associations exist within the Village of Turtle Lake. A number of such organizations do exist in the larger area outside the Village, including on Horseshoe Lake, Upper Turtle Lake, and Lower Turtle Lake.

### **Lake and River Management and Planning Grants**

Lake and river management and planning grants are available from the WDNR for various water quality protection, habitat improvement, and conservation efforts. An excellent summary of surface water quality grants and resources in Wisconsin can be found in Appendix B of *Healthy Soils & Healthy Waters: A Community Strategy for the Eau Claire River Watershed*.

### **Wisconsin Act 307 – Notification to Nonmetallic Resource Owners**

This Act amends portions of the Wisconsin Comprehensive Planning Law to increase communication and notification of local planning with owners of nonmetallic mineral sites. Public participation procedures must now include written procedures describing the methods the local government will use to distribute proposed, alternative, or amended elements of a plan to owners of property, or to persons who have a leasehold interest in property, which may extract nonmetallic mineral resources on the property. This is only required if the comprehensive plan changes the allowable use or intensity of use of the given property. Wisconsin Act 307 also added provisions to the Comprehensive Planning Law detailing that prior to a public hearing written notice shall be provided to property owners or operators with an interest in nonmetallic mineral resources.

### **Environmental Quality Incentives Program (EQIP)**

The purpose of EQIP is to provide technical and financial help to landowners for conservation practices that protect soil and water quality. Nutrient management and prescribed grazing are eligible for cost-sharing statewide. Assistance for other practices is available in selected priority areas. Approved projects are based on environmental value. Five to 10 year contracts are used. Agricultural producers may be eligible for up to 75% cost share on agricultural land. Public access is not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land and Water Conservation Department.

### **Non-Point Pollution Abatement Program**

Funds are available to improve water quality by limiting or ending sources of non-point source (run-off) water pollution by providing financial and technical assistance to landowners, land operators, municipalities, and other governmental units. Governmental units located within designated priority watersheds, or whose jurisdiction include priority lakes, are eligible to apply. Eligible projects are watersheds and lakes where: 1) the water quality improvement or protection will be great in relation to funds expended; 2) the installation of best management practices is feasible to abate water pollution caused by non-point source pollution; and 3) the local governmental units and agencies involved are willing to carry out program responsibilities. Efforts are focused statewide in critical watersheds and lakes where non-point source related water quality problems are most severe and control is most feasible. Rural landowners or land operators, whose properties lie within selected priority watersheds or include a priority lake, can contact their county land conservation department to receive an explanation of the program and to sign up for cost sharing of best management practices. Non-rural landowners and land operators can contact their municipal government offices. A watershed or lake project normally has a 10 to 12 year time frame: two years for planning and eight to ten years to implement best management practices. Contact the WDNR Regional Environmental Grant Specialist for further information.

### **Stewardship Grants for Municipalities and Non-Profit Conservation Organizations**

Funds are available for the acquisition of land or easements for conservation purposes, and restoration of wildlife habitat. Non-profit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. Contact the WDNR for further information.

### **Land Recycling Loan Program (LRLP)**

Wisconsin's Land Recycling Loan Program (LRLP) provides low cost loans to cities, villages, counties, and towns for the purpose of remediating environmental contamination (brownfields) at landfills, sites, or facilities where contamination has affected or threatens to affect groundwater or surface water. Redevelopment and housing authorities are also eligible. Contact the WDNR for further information.

### **Cultural and Historical Resources Programs**

#### **Historic Building Code**

The Wisconsin Historic Building Code facilitates the restoration and rehabilitation of historic structures. Once historic building owners obtain permission to use the Historic Building Code, they may use it in lieu of any other state, county, or municipal code. The code is designed to help owners maintain the historic appearances of their buildings and allow them to use original materials and construction techniques that may no longer be permitted under present day building codes. To qualify to use the code, property owners must own buildings that fall under the code's definition of a historic building. Buildings listed in, nominated

to, or determined eligible for the National Register of Historic Places or State Register of Historic Places qualify as historic under the code. The code may also be applied to properties located in National Register and State Register historic districts. The Wisconsin Department of Safety and Professional Services administer the Historic Building Code and can be contacted for further information.

### **Wisconsin Historical Preservation Tax Credits**

One of the benefits of owning a historic property in Wisconsin is the ability to participate in Federal and state income tax incentives programs for rehabilitation of historic properties. There are currently three programs available to owners of properties that are either listed in, or determined to be eligible for listing in, the state or national registers of historic places. The three programs are:

Federal 20% Historic Rehabilitation Credit.

Wisconsin 5% Supplement to Federal Historic Rehabilitation Credit.

Wisconsin 25% Historic Rehabilitation Credit. The State Historical Society of Wisconsin, Division of Historic Preservation should be contacted for further information

### **Wisconsin Historical Society, Office of Preservation Planning (OPP)**

Whether you need information concerning state or Federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property, the OPP can assist.

### **Wisconsin's Historical Markers Program**

For almost 50 years, Wisconsin's State Historical Markers program has been interpreting both important small incidents and monumental events that form the State's past. Placed on the very site where significant events occurred, markers evoke an immediacy of the past that no history book can provide. The Society's Division of Historic Preservation administers the Wisconsin Historical Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. Applications are available at [www.wisconsinhistory.org/histbuild/markers/apply](http://www.wisconsinhistory.org/histbuild/markers/apply).

### **National Historic Landmarks Program**

National Historic Landmark status is the highest level of national designation. These are properties of exceptional value to the nation that retain a high degree of architectural and historical integrity. The purpose of the National Historic Landmarks Program is to identify and designate these properties and to encourage their long-range preservation. Nomination preparers should consult the Division of Historic Preservation and the National Park Service before proceeding with a National Historic Landmark nomination.

### **National Trust for Historic Preservation, Preservation Services Fund**

Grants from this fund of the National Trust for Historic Preservation are designed to encourage preservation at the local level by providing seed money for preservation projects. These grants help stimulate public discussion, enable local groups to gain the technical expertise needed for particular projects, and encourage financial participation by the private sector. PSF award applicants must be a non-profit organization or public agency capable of matching the grant amount dollar-for-dollar. The grant range is from \$500 to \$5,000.

### **Wisconsin Humanities Council, Historic Preservation Program Grants**

The Wisconsin Humanities Council and the Jeffris Family Foundation have formed a partnership pool to support Historic Preservation Program Grants. The Wisconsin Humanities Council (WHC) will award

grants with funds from both groups. The WHC accepts proposals for projects that enhance appreciation of the importance of particular historic buildings or that increase public awareness of the importance of particular buildings or decorative art works in Wisconsin. Preference will be given to smaller, rural communities with populations under 30,000.

### **Certified Local Government Program**

Local units of government that have enacted historic preservation ordinances may consider being certified to participate in the state and Federal Certified Local Government (CLG) program. The CLG program provides special grants to fund planning and educational activities. The Division of Historic Preservation at the Wisconsin Historical Society administers the CLG program. Wisconsin has 40 Certified Local Governments. For more information about the Certified Local Government please visit the Society's Web site at <https://www.wisconsinhistory.org/> or the National Park Service's Web site at <http://www.nps.gov/nr/>.

## **ECONOMIC DEVELOPMENT**

Many different economic-related governmental services, non-profit advocacy groups, grant programs, plans and studies, and educational resources exist. The following is a synopsis of some of the key economic development resources that are frequently used or commonly considered by local municipalities in Wisconsin.

### *Regional and County Economic Development Plans & Programs*

#### **Barron County and Polk County Economic Development Corporations**

Both Barron and Polk counties have Economic Development Corporations (EDCs) that promote economic development, job creation, workforce development, sustainable growth, quality of life, and tourism in their respective counties. This is done through a variety of initiatives such as free consulting services to entrepreneurs and businesses looking to start or grow their business and encouraging new business and capital investment.

#### **University of Wisconsin-Madison, Extension Polk County and Extension Barron County**

Both Polk and Barron counties have Extension offices. Cooperative Extension develops practical educational programs tailored to local needs and based on university knowledge and research. County-based Extension educators are University of Wisconsin faculty and staff who are experts in agriculture and agribusiness, community and economic development, natural resources, family living, nutrition, 4-H, and youth development. Extension specialists work on UW System campuses where they access current research and knowledge.

One program within Extension is the First Impressions program. The First Impressions program offers an inexpensive way of determining what visitors think of your community. Volunteers from two somewhat similar communities (size, location, county seat, etc.) agree to do unannounced exchange visits and then report on their findings. It is somewhat similar to the WCWRPC's placemaking efforts, but provides a visitor's impressions of aesthetics and "welcomingness", rather than an emphasis on function, uses, and activities by those who live, work, and play in a place. The two programs can be complimentary..

#### **Momentum West**

Momentum West is a regional economic development organization serving Barron, Chippewa, Dunn, Eau Claire, Pierce, Pepin, Polk, Rusk, and St. Croix counties. The mission of Momentum West is to develop

partnerships and leverage the resources in West Wisconsin to market the region and grow the economy. For more information, see <http://www.momentumwest.org/index.cfm>.

### **West Central Wisconsin Regional Planning Commission**

On a multi-county level, the West Central Wisconsin Regional Planning Commission conducts economic development and project development. The Commission is designated as an Economic Development District by the Economic Development Administration and maintains the regional Comprehensive Economic Development Strategy (CEDS), which is a prerequisite for EDC economic development planning and project grant assistance for all seven counties of the region. The Commission provides local economic strategies, industrial site analyses, economic development financing, county economic and population profiles, EMSI Analyst information, and community and industrial park profiles. In addition, WCWRPC can assist communities with placemaking initiatives, Tax Incremental Financing (TIF), and grant coordination, writing, and administration. For more information, please see [www.wcwrpc.org](http://www.wcwrpc.org).

### **Regional Business Fund, Inc.**

Businesses in Barron and Polk counties may be eligible for low-interest loans through the Regional Business Fund, Inc., administered by WCWRPC. The RBF program has six components—Downtown Façade Loan, Micro Loan Fund, Growth Loan Fund, two Revolving Loan Funds, and Technology Enterprise Fund.

### **Federal and State Economic Development Plans & Programs**

#### **U.S. Department of Commerce, Economic Development Administration (EDA)**

The Economic Development Administration (EDA) provides financial assistance to help distressed communities overcome barriers that inhibit the growth of their local economies. EDA provides assistance for public works projects, planning, research and technical assistance, and education. The WCWRPC is designated as an Economic Development District by the Economic Development Administration. It is required to undertake economic development planning and project identification for all seven counties of the region. For more information, see [www.wcwrpc.org](http://www.wcwrpc.org).

#### **USDA - Wisconsin Rural Development Programs**

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Available programs and services include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information visit the Wisconsin Rural Development web site at <http://www.rurdev.usda.gov/wi/index.html>.

#### **Forward Wisconsin**

Forward Wisconsin helps businesses looking for available sites or buildings through its website at <http://www.forwardwi.com/search/index.html>.

#### **Wisconsin Economic Development Association**

WEDA is a statewide association of 410+ member organizations whose primary objective is to increase the effectiveness of individuals involved in the practice of economic development in Wisconsin by encouraging cooperation, exchange of information and promotion of professional skills. For more information see <http://www.weda.org/>.

### **Wisconsin Department of Administration**

The Wisconsin Department of Administration (WDOA) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements.

The following programs are available:

- CDBG Public Facility (PF) program for infrastructure and buildings benefitting the public
- CDBG Economic Development (ED) funding for business expansions, employee training and business infrastructure
- CDBG Public Facility for Economic Development (PF/ED) funding for public infrastructure necessary for business expansions

For more information, see <http://www.doa.state.wi.us>.

### **Wisconsin Economic Development Corporation**

The Wisconsin Economic Development Corporation (WEDC) nurtures business growth and job creation in Wisconsin by providing resources, technical support, and financial assistance to companies, partners and the communities they serve. For more information, see <http://inwisconsin.com/>.

One program within WEDC is the Main Street Program. The Main Street Program helps communities revitalize their downtown areas. The National Main Street Center and state staff offer a comprehensive range of professional services that follow a four-point approach: organization, promotion, design, and economic restructuring. More information on the Wisconsin Main Street Program can be found at: <http://inwisconsin.com/mainstreet/>. WEDC also administers the Connect Communities program, which provides communities with an introduction to Main Street Program techniques and access to other resources for downtown revitalization.

### **Wisconsin Department of Tourism**

The Wisconsin Department of Tourism has four primary grant programs and provides technical assistance and support to promote tourism and to maintain a strong tourism industry in Wisconsin. The grant programs include the Joint Effort Marketing (JEM) Program for tourism marketing, the Ready, Set, Go! (RSG) Program for sporting events, the Tourist Information Center (TIC) Program, and the Meetings Mean Business Program to support conventions. Contact the Wisconsin Department of Transportation for further information at: <http://industry.travelwisconsin.com/>.

### **Wisconsin Department of Workforce Development**

The Wisconsin Department of Workforce Development (DWD) is a state agency charged with building and strengthening Wisconsin's workforce in the 21st century and beyond. The Department's primary responsibilities include providing job services, training, and employment assistance to people looking for work, at the same time as it works with employers on finding the necessary workers to fill current job openings.

Under the DWD umbrella, a wide variety of employment programs can be found which include securing jobs for the disabled, assisting former welfare recipients as they make a transition into work, promoting 72 job centers, linking youth with the jobs of tomorrow, protecting and enforcing worker's rights, processing unemployment claims, and ensuring workers compensation claims are paid in accordance with the law. There are six divisions within the Department which is headed by a Secretary appointed by the Governor. For further information visit the web-site at [www.dwd.state.wi.us](http://www.dwd.state.wi.us).

The Office of Economic Advisors (OEA), within DWD, researches the relationships between labor markets and other economic and demographic factors. OEA economists and analysts serve in regions throughout Wisconsin. Staff works closely with partners to provide timely analysis of labor market data and economic trends.

### **Agricultural Development and Diversification (ADD) Grant Program**

The ADD grant program annually provides funding to projects that have the potential to bolster agricultural profits or productivity. The program funds proposals that are likely to stimulate Wisconsin's farm economy with new production or marketing techniques, alternative crops or enterprises, new value-added products, or new market research. The Wisconsin Department of Agriculture, Trade and Consumer Protection should be contacted for further information.

### **Wisconsin Department of Natural Resources**

The Wisconsin Department of Natural Resources (WDNR) provides many avenues for business owners to work with the agency in growing and sustaining Wisconsin's economy. The Office of Business Support and Sustainability is the agency's one-stop shop for business assistance. The office's mission is to work across programs to create the business climate that yields better environmental and economic performance. Some of the programs administered through the WDNR are:

- **Remediation & Redevelopment (RR) Program**: The WDNR's Remediation and Redevelopment (RR) Program oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. WDNR provide a comprehensive, streamlined program that consolidates state and Federal cleanups into one program (e.g., hazardous waste cleanup, underground storage tank investigation & cleanup, spill response, state-funded cleanups and brownfields).
- **Business sector support**: Sector development specialists are WDNR staff who works with specific industrial or commercial sectors. They serve as the first point of contact for those businesses, providing coordinated technical and compliance assistance across all DNR divisions and programs. Sector development specialists work to improve environmental and economic performance by clarifying requirements, facilitating flexible approaches to requirements and enabling practices that improve profitability and market performance. Improved environmental and economic performance is pursued through various strategies, including pollution prevention, waste minimization, energy efficiency, supply chain management, green chemistry, market development and many others. The sector specialists will also work with a business or sector to address trends important to business retention and market development related to environmental performance.
- **Green Tier**: Green Tier assists green business ventures. WDNR assists businesses with credible, creative ways to enable businesses to be a powerful, sustainable force for environmental good and enhance productivity, cut costs and strengthen the health of culture and community.
- **DNR Switchboard**: The WDNR Switchboard is for people who need to securely login and access forms and reporting systems which are usually related to a specific company or municipality.

### **Wisconsin Housing and Economic Development Authority (WHEDA)**

The following economic programs are offered by WHEDA:

- **Credit Relief Outreach Program**: CROP features 90% guarantees on loans of up to \$30,000 made by local lenders. Interest rates are competitive, and payment is not due until March 31 of

the following year. CROP can be used for feed, seed, fertilizer, pesticides, land rent, custom hire, animal feed, UCC filing fees, crop insurance, feeder animals, tillage services, equipment rental or repair, or utilities for commodity production. You cannot use CROP for property taxes, farm house utilities, existing loans, capital improvements, CROP loan interest, accounting services, or revolving lines of credit.

- **FARM:** FARM is for the producer who wants to expand or modernize an existing operation. FARM gives you access to credit by guaranteeing a loan made by your local lender. You can purchase agricultural assets including machinery, equipment, facilities, land, and livestock. You can also make improvements to farm facilities and land for agricultural purposes. FARM cannot be used for a farm residence, existing loans, maintenance, or other working capital needs that are eligible under CROP.
- **Small Business Guarantee:** A guarantee is a pledge of support on a bank loan. WHEDA will guarantee a portion of a loan made to you by your local lender. A WHEDA Small Business Guarantee can be used to expand or acquire a small business. It can also be used to start a day care business, including one owned by a cooperative or non-profit. The guarantee can be used for most of your financing needs, including working capital and refinancing of business notes and credit card debt.

### **Wisconsin Department of Transportation**

The Wisconsin Department of Transportation (WDOT) administers the Transportation Economic Assistance (TEA) program which provides 50 percent state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. For more information, see <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>.

## **INTERGOVERNMENTAL COOPERATION**

The following is a brief description of some of the primary intergovernmental cooperation tools available to local municipalities in Wisconsin.

### **Annexation**

Wisconsin Statute, 66.021, Annexation of territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a Village or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition alternatives:

1. **Unanimous Approval** - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
2. **Notice of intent to circulate petition (direct petition for annexation)** - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
3. **Annexation by referendum** - A petition requesting a referendum election on the question of annexation may be filed with the Village or village when signed by at least 20 percent of the electors in the territory.

### **Extraterritorial Zoning**

Wisconsin Statute, 62.23(7a) allows a Village or village to participate with an adjacent town(s) in the zoning of lands outside their incorporate boundaries. For the Village of Turtle Lake, the extraterritorial area would encompass 1.5 miles. The steps for exercising this power are identified in the Statutes and include the Village working with the adjacent towns to create a joint extraterritorial zoning committee with three tow and three Village members to create the extraterritorial zoning plan. A majority of the joint committee members must approve the zoning plan recommendations. There has been no recent discussion between the Village and adjacent towns on extraterritorial zoning. The Village's Comprehensive Plan does not include a recommendation regarding extraterritorial zoning.

### **Extraterritorial Subdivision Review**

Wisconsin Statute, 236.10 allows a Village or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, extraterritorial zoning requires town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the Village or village adopts a subdivision ordinance or official map. A town does not approve the subdivision ordinance for the Village or village. The Village or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the Village or village. This helps cities and villages protect land use near its boundaries from conflicting uses outside its limits. Overlapping authority by the Village and village is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the Village and village so that not more than one ordinance will apply.

### **Office of Land Information Services, Municipal Boundary Review**

Municipal Boundary Review regulates the transition of unincorporated areas to Village or village status through municipal annexation, incorporation, consolidation, or by joint Village-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation, and cooperative boundary plans. Contact the Wisconsin Department of Administration, Office of Land Information Services for further information.

### **UW-Extension Local Government Center**

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation are available through the Local Government Center. For further information visit its web-site at [www.uwex.edu/lgc/](http://www.uwex.edu/lgc/).

## **Wisconsin Intergovernmental Statute Agreements**

The following statutes in Wisconsin promote and allow for intergovernmental cooperation:

### 66.0301 - Intergovernmental Cooperation

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, and sewer utility districts, Indian tribes or bands, and others. Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

### 66.0307 - Boundary changes pursuant to approved cooperative plan

Under Section 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each Village, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include: a plan for the physical development of the territory covered by the plan. It must also include; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan; and it must address the need for safe and affordable housing. The participating communities must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

### 66.0309 Creation, Organization, Powers and Duties of Regional Planning Commissions

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50% of the population or assessed valuation of the proposed region consent to the creation. Either local governments or the governor appoints commission members. State Statutes require the RPC to perform three major functions:

- Make and adopt a master plan for the physical development of the region.
- If requested by a local unit, report recommendations to that local unit on the location of, or acquisition of, land for any of the items or facilities that are included in the adopted regional master plan.
- Make an annual report of its activities to the legislative bodies of the local governmental units within the region.

RPCs are also authorized to perform several other functions, however, by law, they serve a strictly advisory role. Barron and Polk counties are a member of the West Central Wisconsin Regional Planning Commission.

### LAND USE

The following is a brief description of some of the primary land use programs and plans used by local municipalities in West Central Wisconsin.

#### **AB608, Wisconsin Act 233 – Clarification of Smart Growth Law**

This bill was signed into law in April 2004. This new law reduces the number of programs or actions with which a comprehensive plan must be consistent. Under the new legislation, the only actions which must be consistent with a comprehensive plan are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands. The bill also reiterates that an RPC's comprehensive plan is only advisory in its applicability to a political subdivision (a Village, village, town or county), and a political subdivision's comprehensive plan.

#### **Wisconsin Land Information Program**

The Wisconsin Land Information Program is a voluntary, statewide program that provides financial support to local governments for land records modernization efforts. All 72 Wisconsin counties voluntarily participate in the Program. The Wisconsin Land Information Board oversees the Program's policies. The Board's statutory authority includes preparing guidelines to coordinate the modernization of land records and land information systems; implementing a grant program for local governmental units; approval of countywide plans for land records modernization; serving as the clearinghouse for access to land information; and providing technical assistance and advice to state agencies and local governmental units with land information responsibilities.

#### **Division of Intergovernmental Relations, Wisconsin Department of Administration**

The Division of Intergovernmental Relations provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about the division visit its web-site via the WDOA web-site at: [www.doa.state.wi.us](http://www.doa.state.wi.us).

#### **UW-Extension Center for Land Use Education**

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at [www.uwsp.edu/cnr/landcenter/](http://www.uwsp.edu/cnr/landcenter/).

#### **County Comprehensive Planning and Land Use Ordinances**

Many area unincorporated towns participate in county zoning. In addition, each county enforces floodplain and shoreland zoning, as well as a sanitary ordinance, land division ordinance, and non-metallic mining ordinance, for all unincorporated areas. County land use decisions should be based upon and consistent with the vision, goals, objectives, and policies of the respective county's comprehensive plan. For more information contact the Barron County Zoning Office and the Polk County Land Information Department.

**West Central Wisconsin Comprehensive Plan**

As required by State Statute, West Central Wisconsin Regional Planning Commission adopted a regional comprehensive plan in September 9, 2010. This advisory document includes all of the nine elements required under State comprehensive planning statutes, plus an additional energy and sustainability element. The plan includes land use trends for the region.

**Land Trusts**

Land trusts are non-profit conservation organizations that either buy land or hold conservation easements, or both, typically to conserve natural resources, valued habitat, or other special places. Land trusts may focus on a particular area (e.g., a community or along the Ice Age Trail) or on a particular resource (e.g., prairies or wetlands). Active land trusts in Polk and Barron counties include:

- Ice Age Trail Alliance
- The Conservation Fund (Duluth, MN)
- The Prairie Enthusiasts
- Wisconsin Landmark Conservancy, f/k/a West Wisconsin Land Trust (Menomonie, WI)