

VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN 2005-2025



November 15, 2005

VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN 2005-2025

VILLAGE OF TURTLE LAKE VISION STATEMENT

We, the residents of the Village of Turtle Lake, envision that our Village will be recognized for our ability to work together to achieve community goals, while preserving and building upon the diversity of natural, historic, and other community assets that we enjoy today.

Our Village will continue to offer a friendly, small-town atmosphere for residents and visitors alike, which encourages community involvement and makes the Village a good place to raise a family.

Our Residents will be proud of our community's school system, its recreational opportunities, the access to quality, affordable housing, and their active role in the community.

Our downtown will be revitalized, new industries and small businesses will be developed, and orderly commercial growth along Highway 8 will offer convenience to the highway traveler.

The Village of Turtle Lake will continue to preserve the traditions of our small town past while looking forward to the future to promote a diversified economic base, making the Village a good place to visit, work, and live.

Prepared by:

Village of Turtle Lake Plan Commission

with technical assistance from:

Short Elliott Hendrickson Inc.

West Central Wisconsin Regional Planning Commission

with financial assistance from:

Wisconsin Department of Administration

ORDINANCE 05-04

**AN ORDINANCE TO ADOPT THE
VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN**

The Village Board of the Village of Turtle Lake, Wisconsin, do ordain as follows:

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

SECTION 2. The Village Board of the Village of Turtle Lake, Wisconsin has adopted 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.

SECTION 3. The Planning Commission of the Village of Turtle Lake by a majority vote recorded in its official minutes, has adopted Resolution 05-01PC recommending to the Village Board the adoption of a comprehensive plan consisting of the documents entitled "VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN 2005-2025" dated November 15, 2005 and "BARRON AREA MULTI-JURISDICTIONAL COMPREHENSIVE PLAN EXISTING CONDITIONS REPORT" dated May 2005 together containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Village has held a public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The Village Board of the Village of Turtle Lake, Wisconsin, does, by the enactment of this ordinance, formally adopt the documents entitled "VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN 2005-2025" and "BARRON AREA MULTI-JURISDICTIONAL COMPREHENSIVE PLAN EXISTING CONDITIONS REPORT", pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

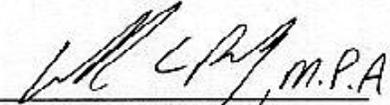
SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and posting as required by law.

ADOPTED this 19th day of December 2005.

Approved:


Laurie Tarman
Village President

Attest:


William E. Bell, M.P.A.
Village Administrator

RESOLUTION 05-01PC
“Village of Turtle Lake Comprehensive Plan”

RESOLUTION RECOMMENDING VILLAGE BOARD ADOPTION OF
THE VILLAGE OF TURTLE LAKE COMPREHENSIVE PLAN

WHEREAS, the Village of Turtle Lake has determined the need and propriety for a 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, morals, order, convenience, prosperity or 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 2005-2030* pursuant to § 66.1001 and § 62.23, Wisconsin Statutes, which contains plan documents, maps and other materials in the nine comprehensive plan elements required by § 66.1001 (2), Wisconsin Statutes and is dated November 15, 2005; and

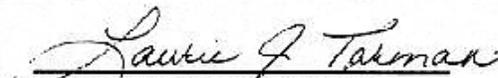
WHEREAS, the Village of Turtle Lake has participated in a multi-jurisdictional planning process during which the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*, dated May 2005, was prepared, which contains statistics, demographic data and other information for the nine comprehensive plan elements required by § 66.1001 (2), Wisconsin Statutes; and

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

NOW THEREFORE BE IT RESOLVED, the Village of Turtle Lake Planning Commission officially recommends adoption of the *Village of Turtle Lake Comprehensive Plan 2005-2030*, dated November 15, 2005, and the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*, dated May 2005, by the Village of Turtle Lake Village Board.

Adopted this 30th day of November, 2005 by the Planning Commission of the Village of Turtle Lake, Wisconsin.

Approved:


Laurie Tarman, Chairperson
Turtle Lake Planning Commission

Attest:

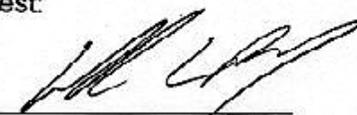

William E. Bell, M.P.A.
Village Administrator

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1. *INTRODUCTION*

1.1 **Planning Authority and Scope**

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.

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 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

Further, each plan must incorporate 20-year land-use projections and encourage public participation during the planning process.

In addition, 1999 Wisconsin Act 9 made available comprehensive planning grants to local governments to assist in the preparation of these plans. The smart growth grants for comprehensive planning efforts encourage local governments to address multi-jurisdictional issues and promote smart growth policies which encourage efficient development patterns and minimize local government and utility costs.

The *Village of Turtle Lake Comprehensive Plan*, when combined with the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*, includes all nine elements and meets the requirements of 1999 Wisconsin Act 9.

1.2 The Barron Area Multi-Jurisdictional Planning Effort

Barron County consists of four cities, seven villages, and 25 towns. The multi-jurisdiction comprehensive planning project, which includes the following eighteen (18) Barron County communities, represents a grass-roots effort by local government officials to coordinate local planning efforts and to address cross-jurisdictional issues and concerns:

City of Barron	City of Cumberland
City of Chetek	Village of Turtle Lake
Village of Almena	Town of Almena
Town of Chetek	Town of Dovre
Town of Stanley	Town of Prairie Lake
Town of Turtle Lake	Town of Sumner
Town of Maple Plain	Town of Stanfold
Town of Crystal Lake	Town of Barron
Town of Bear Lake	Town of Doyle

The City of Barron served as the lead community in a process to generate interest among nineteen (19) Barron County municipalities, including the three cities, two villages and fourteen towns to participate in a multi-jurisdiction comprehensive planning project. In the summer of 2002, Barron County explored the option of proceeding with a county-wide planning process. At that time, the Board decided to wait and not proceed.

A number of communities desired to move forward, not wanting to wait until the County made (or did not make) a decision to go forward. A series of meetings was organized by the City of Barron, in conjunction with the Cities of Chetek and Cumberland, for all Barron County jurisdictions. The government entities, including the County, were invited to discuss and explore interest in joining to apply for a planning grant. The meetings included discussions of statutory requirements and planning-related issues impacting the communities of Barron County. About sixty people attended the meetings, including representatives of nearly all Barron County jurisdictions. Key multi-jurisdiction and cross-jurisdiction issues mentioned include the significant land-use impacts associated with the Highway 8 Improvement Project and general growth pressures, including demand for residential development on recreational lakes and growth related to both the Twin Cities area and the Eau Claire/Chippewa Falls area. At the conclusion of these meetings, a consensus of those present agreed that enough interest existed to pursue a 2003 Multi-Jurisdiction Comprehensive Planning Grant.

During the months of September and October, 2002, the City of Barron, with the assistance of its planning and design consultant (Short Elliot Hendrickson, Inc), encouraged all Barron County jurisdictions to approve the required resolution to authorize participation in a multi-jurisdiction comprehensive planning project. Originally, nineteen municipalities agreed to participate in the planning project. Barron County has not decided to join the planning project (although in 2001 they completed a County land-use plan). Barron County officials have expressed support for the project and a willingness to provide input and assistance to ensure that the resulting comprehensive plans are consistent with County planning priorities.

In 2003, a comprehensive planning grant was awarded by the Wisconsin Department of Administration to eighteen communities. One community, not being contiguous to any of the other applicant communities, was not awarded the grant. The multi-jurisdictional planning process began with a kick-off meeting in November 2003 led by Short Elliot Hendrickson, Inc. (SEH) and West Central Wisconsin Regional Planning Commission, the consultant team for the project.

Since the whole of Barron County is not participating in this planning effort, a unique approach was used where existing conditions for the majority of plan elements (e.g., transportation, land-use, housing, natural resources, economic) are presented and analyzed for the entire County. This approach provided valuable insight into county-wide trends and how trends may differ among the different communities. The draft *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report* was presented to the participating communities and general public on June 9 and June 16, 2004.

Then, in consideration of these existing conditions, each participating municipality developed its individual comprehensive plan which is a policy-oriented document focusing on issues, goals, and action plans specific to each community.

In short, each community participating in the Barron Area comprehensive planning effort will receive the *Existing Conditions Report* that contains background information for all of Barron County and an individual community plan document containing supplementary background information and goals, objectives, policies, programs and maps specific to that community. The comprehensive plan for each community will then in total equal the *Existing Conditions Report* and community plan document. This document, the *Village of Turtle Lake Comprehensive Plan*, represents the plan policy document for the Village.

Following public hearings and local plan adoption, the *Existing Conditions Report* and the individual community plans were reviewed for consistency with the State Comprehensive Planning Law; and the Comprehensive Planning Grant Program Closeout Form was completed. The Wisconsin Department of Administration then certified that all requirements of the grant program had been. A copy of the Department of Administration certification letter is included at the beginning of this document.

1.3 The Village of Turtle Lake Planning Process

The planning process for the Village of Turtle Lake began in earnest after the presentations of the draft *Existing Conditions Report* in June 2004 and the hiring of a new Village Administrator later that same fall. Each of the planning meetings for the Village of Turtle Lake is summarized below:

November 8, 2004 Meeting #1: Existing Conditions and Issues

The planning process for the Village of Turtle Lake was finalized with the Plan Commission. The Existing Conditions Transition Report for the Village was reviewed and discussed. Key issues for the planning endeavor were identified and prioritized.

- January 12, 2005** **Meeting #2: Visioning**
 A special visioning meeting was held in the Turtle Lake High School commons room. The meeting was well publicized and had good community attendance. At the meeting, the planning process, existing conditions, and prioritized issues were briefly reviewed. Based on the issues, applicable trends were discussed. Those in attendance were split into four teams and a visioning exercise was completed.
- February 16, 2005** **Meeting #3: Economic Development**
 The planning process, existing conditions, and prioritized issues were briefly reviewed. The draft vision statement created as a result of the previous meeting was reviewed and slightly modified. Draft economic development goal and objectives were discussed. Strengths, weaknesses, opportunities, and threats regarding the community’s economic development situation were identified and discussed. Available resources were also reviewed, with the assistance of the Barron County Economic Development Corporation Director. Potential economic development strategies were identified.
- April 4, 2005** **Meeting #4: Land Use**
 Reviewed progress on the comprehensive planning effort. Land-use issues were discussed and related goals, objectives, and policies were developed. Had initial discussion on future land-use map and extraterritorial powers.
- July 11, 2005** **Meeting #5: Other Elements**
 Summary materials on other plan elements were sent to Plan Commissioners in advance for review prior to the meeting. At the meeting, the progress on the comprehensive planning effort was reviewed. Goals, objectives, and policies for the transportation, utilities and community facilities, housing, and agricultural, natural, and cultural resources elements were discussed and developed. Discussion on the future land-use map was continued, and Plan Commissioners were provided a rough draft land-use map for review prior to the next meeting.
- August 10, 2005** **Meeting #6: Intergovernmental and Implementation**
 Representatives from adjacent towns were in attendance to discuss a variety of intergovernmental issues and related plan policies. Additional discussion was held on the future land-use map. The primary sections of the implementation element were reviewed, with the action plan to be completed for the next meeting. The plan adoption process was also briefly reviewed.

October 3, 2005

Meeting #7 Plan Finalization

The first rough draft of the Village Comprehensive Plan was distributed to the Plan Commissioners in advance of the meeting. At the meeting, the draft Plan was reviewed and changes/additions identified. The plan adoption process was discussed.

October 6, 2005

Meeting #8 Finalize Action Plan

The Plan Commission reviewed the changes identified at the October 3, 2005 meeting and made final modifications to the land-use maps. The action plan in the implementation element was discussed and modified as needed. The Plan Commission passed a motion requesting that the Village Board set a date for a public hearing at a joint-meeting of the Plan Commission and Board.

November 14, 2005 Public Hearing

Prior to the public hearing, copies of the draft Village of Turtle Lake Comprehensive Plan were sent to all neighboring local governmental units, West Central Wisconsin Regional Planning Commission, and the local library to invite comment. Village residents were provided an opportunity to make comments and ask questions on the draft Plan following a brief presentation on the planning process and Plan scope.

Following the Public Hearing, on November 30, 2005, the Village Plan Commission adopted a resolution recommending to the Town Board the adoption of the *Town of Sioux Creek Comprehensive Plan 2005-2030*. A copy of this resolution and the subsequent adopting ordinance approved by the Town Board on December 19, 2005, are attached at the beginning of this document.

The Village of Turtle Lake planning process offered ample opportunities for public participation and followed the public participation resolution adopted on February 16, 2004, which approved the *Public Participation Procedures for Barron Area Comprehensive Planning* (see Appendix I). All meetings were open to the public, properly noticed, and met the requirements of the Wisconsin Open Meetings Law.

2. ISSUES AND OPPORTUNITIES

2.1 Existing Conditions Transition Report

The *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report* provides a compilation of background information for the elements of the Comprehensive Plan. While that report identifies significant information and trends, it often does so in the broad context of greater Barron County and does not always identify trends specific to individual communities. Hence, the introduction of the individual community's comprehensive plan requires a transition be made from the *Existing Conditions Report* with a brief synopsis of the trends discovered therein specific to the community. The reader can review the *Existing Conditions Report* if desiring a more detailed look into the community than is provided by the identified trends below.

Demographic Profile: Issues and Opportunities – Existing Conditions

(Unless noted, data encompasses all of the Village of Turtle Lake, including those portions in Polk County.)

- The population of the Village of Turtle Lake has been increasing since the 1970s, with significant increases during the 1970s (+17.6%) and 1990s (+30.5%). The Village of Turtle Lake was Barron County's fastest growing incorporated community during the 1990s. During the same time period, Barron County as a whole grew by 10.3%.
- Wisconsin Department of Administration (DOA) 2004 population estimates for the Village of Turtle Lake of 1,089 people (24 more than the 2000 Census) show the population of the Village of Turtle Lake has slowed considerably when compared to the previous decade.
- The Wisconsin Department of Administration population projections predict the Village will grow by 185 people (+17.4%) by the year 2025 from its 2000 population of 1,065. While this projected growth rate is slower than that experienced during the 1990s, it is still above the projected growth rate for Barron County as a whole.
- The Village of Turtle Lake is experiencing an aging population, with the median age in 1990 of about 36 increasing to 37.7 in 2000.
- Between 1990 and 2000, the Village of Turtle Lake saw decreases in the number of youth under the age of 10 when compared to previous decades. The Village's population does include substantial numbers of older youth between 10 and 19 which will be ready to enter the workforce or college over the coming decade.
- During the last decade (1990-2000), there were significant increases in the 35 to 54 age groups overall, which will be approaching retirement age over the next 10-20 years. The fastest-growing age group was females ages 85+, which grew by 137.5% over the past decade, reflecting an increasing life expectancy.
- Village of Turtle Lake residents experienced considerable improvements in educational attainment, with 78.4% of residents over 25 years of age in 2000 having at least attained a high school diploma as compared to 70.1% in 1990.

Housing – Existing Conditions

- While the Village’s population increased by 30.5% between 1990 and 2000, its housing stock grew 21.1%.
- In 2000, 30% of the Village of Turtle Lake’s housing stock was at least 60 years old, while 35% was 20 years old or less and 17% was 10 years old or less.

HOUSING CHARACTERISTICS • 1980 to 2000			
Village of Turtle Lake			
Year	1980	1990	2000
Total Housing Units	325	395	508
Total Seasonal	0	2	5
Total Vacant	12	34	28
Total Occupied Units	310	359	475
Owner Occupied Units	225	234	258
Renter Occupied Units	85	125	217
Single Family Units	263	281	320
Multi-Family Units	57	96	170
Mobile Homes	5	18	14

Source: U.S. Census.

HOUSING VALUE OF SPECIFIED OWNER OCCUPIED UNITS • 2000									
Village of Turtle Lake, Number of Housing Units									
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	County Median Value	State Median Value
65	133	18	2	0	0	0	\$62,400	\$78,000	\$112,200

Source: U.S. Census.

CONTRACT RENT (RENTER OCCUPIED UNITS) • 2000					
Village of Turtle Lake, Number of Housing Units					
Less than \$200	\$200 to \$299	\$300 to \$499	\$500 to \$749	\$750 to \$999	\$1,000 or more
32	24	98	29	0	0

Source: U.S. Census.

OWNER OCCUPIED HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME • 1999							
Village of Turtle Lake Housing Units, Monthly Housing Costs as a Percentage of Household Income							
Less than 15%	15.0% to 19.9%	20.0% to 24.9%	25.0% to 29.9%	30.0% to 34.9%	35.0% or more	Village % not affordable	County % not affordable
90	36	39	14	4	33	17%	16%

Source: U.S. Census.

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

RENTER OCCUPIED HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME • 1999							
Village of Turtle Lake Housing Units, Monthly Housing Costs as a Percentage of Household Income							
Less than 15%	15.0% to 19.9%	20.0% to 24.9%	25.0% to 29.9%	30.0% to 34.9%	35.0% or more	Village % not affordable	County % not affordable
47	25	22	22	18	47	36%	35%

Source: U.S. Census.

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

Transportation – Existing Conditions

- Sections of two principal arterials, U.S. Highway 8 and U.S. Highway 63, lie within the Village. Both highways provide a high level of mobility between communities and perform vital economic and tourism functions.
- An Environmental Impact Study for U.S. 8 improvement alternatives is currently being prepared. Alternatives being considered include re-alignment, which could have considerable impact on localized land uses.
- One County highway also transverses the Village—CTH “K”, in addition to the southern end of Rustic Road 67.



Utilities and Community Facilities – Existing Conditions

- Buildings and homes are served through community water and wastewater systems.
- The Village Hall and associated maintenance structures are the community facilities located within the Village of Turtle Lake.
- The Village of Turtle Lake lies within the Turtle Lake School District. The Village maintains its own police and fire departments, as well as a public library. Also located within the Village is a medical clinic, an optometrist, a dentist, a chiropractor, a veterinarian practice, two licensed day care centers, and five public recreational facilities (Village Park, Tom Hartzell Memorial Field, Railway Park, Western Park, and Skinaway Lake Park).

Agricultural, Natural, and Cultural Resources – Existing Conditions

- Agricultural-assessed acreage in the Village of Turtle Lake declined by 50.4% (or 419 acres) between 1990 and 2003. This is above the 32.9% County-wide decline in agricultural acres for the same time period, but it is not unexpected for an incorporated community.
- The eastern portion of the Village falls within the Hay River watershed, which drains to the Chippewa River, while the western portions fall within the Beaver Brooks watershed, which drains to the St. Croix River.
- According to the *2001 Barron County Land-Use Plan*, the Hay River Watershed has had past problems with phosphorus, though a specific source(s) has not yet been identified. The Beaver Brook watershed should be considered a high priority for protection from water quality degradation by non-point source water pollution.
- The Village of Turtle Lake lies within an end moraine; moraines are characterized by rough and broken hills of soil, rock, and other debris which were deposited during a halt in the movement of glaciers. However, steep slopes of 12% grade or more are very limited in the

Village. The glaciation also resulted in depressions which formed numerous small lakes, ponds, and bogs which exist in the area, including those on the north side of the Village.

- No floodplains exist within the Village, though some areas of wetlands have been identified.
- There are no listed or inventoried historic sites or buildings in the Village of Turtle Lake.
- The Village of Turtle Lake currently administers a zoning ordinance, subdivision regulations, shoreland regulations, and a floodplain ordinance.

Economic Development – Existing Conditions

- While the Village of Turtle Lake’s population grew by 30.5% between 1990 and 2000, its work force of people 16 years and older only increased by 8.6%. The percentage of persons 16 years and older who were employed increased from 54.9% to 63.5% between 1990 and 2000.
- Between 1990 and 2000, there were substantial increases in the number of Turtle Lake residents in the arts, entertainment, recreation, accommodation & food services sector (+ 100 employees) and in the educational, health, and social services sector (+37 employees).
- There was a 72.7% decrease (-24 employees) in transportation, warehousing, and utilities sector employment between 1990 and 2000. Manufacturing remained the largest employer by industry sector in 2000 with 138 employees, increasing by 39 employees during the 1990s.
- In 2000, the majority of working Village residents were employed as machine operators, assemblers, and inspectors (26.9%), closely followed by the service occupations (26.1%). As a percentage, the fastest growing occupation was “professionals”, which increased 80.4% (+78 employees) during the 1990s.
- In 2000, 36.6% of Village of Turtle Lake workers were employed in the Village of Turtle Lake, 16.9% in the Town of Clinton, 6.5% in the City of Barron, and 5.8% in the City of Amery.
- The median household income in Turtle Lake increased by 42.4% to \$29,485 between 1990 and 2000 while increasing 65.2% and 47.1% in Barron County and the State of Wisconsin, respectively. The State of Wisconsin median household income in 2000 was \$43,791.

Land-Use – Existing Conditions

- Since 1990, the Village experienced a 5% increase in the number of improved residential parcels but actually lost residential acreage during the time period. The Village had a 33% increase in improved commercial parcels since 1990 and saw commercial acreage increase by 124 acres (or 729%).

LAND-USE ACREAGE AND VALUE PER ACRE • 2003
Village of Turtle Lake

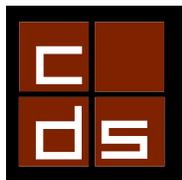
	Agricultural	Forest	Undeveloped	Residential	Commercial	Manufacturing	Other	Total
Acres	557 (42%)	378 (29%)	123 (9%)	75 (7%)	141 (11%)	32 (2%)	18 (1%)	1,324
Value per Acre	\$105	\$621	\$107	\$29,403	\$18,820	\$6,934	\$2,033	

2.2 Previous or Related Planning & Regulatory Efforts

Village of Turtle Lake Plans and Regulations

The Village of Turtle Lake has not adopted a master plan or comprehensive plan in recent history. Instead, planning in the community has tended to focus on specific issues or areas, such as facility planning for the wastewater treatment plant or tourism planning performed in cooperation with the Wisconsin Department of Tourism. The Village does currently offer housing rehabilitation loans through a revolving loan fund and has successfully procured grant funding in the past for infrastructure improvements, at times used in concert with tax incremental financing

The Village does have a variety of local codes and ordinances regulating land use, construction, nuisances, and other matters for the health, safety, and general welfare of the community and its residents. These codes include Title 13, which covers zoning, floodplain zoning, parking, access controls, shoreland-wetland zoning, and annexations, and Title 14 which covers the subdivision regulations including extraterritorial plat review, stormwater planning, infrastructure, and park dedication. It is the intent to revisit and update the Village's codes following adoption of the Comprehensive Plan for clarity, ease of use, and consistency with the Plan recommendations.



During the spring and summer of 2005, concurrent with the development of this Comprehensive Plan, the Village was able to retain the services of Community Design Solutions (CDS), a non-profit group through the University of Wisconsin-Milwaukee. CDS worked with community members and officials, and considered the comprehensive planning activities completed prior to summer 2005, to develop streetscape design concepts and recommendations to enhance the downtown business district. Recommendations and concepts proposed by CDS and supported by the community were integrated into the final Village Comprehensive Plan document.

Applicable Barron County Plans and Regulations

The Village has been integrated within previous Barron County planning efforts, such as the *Barron County Outdoor Recreation Plan* and the *Barron County Natural Hazards Mitigation Plan*. The *2001 Barron County Land-Use Plan* included some general recommendations for urban areas in the County:

- Compact, contiguous and infill urban development should be encouraged while peripheral and/or non-contiguous development should be discouraged.
- Redeveloping land served with existing urban infrastructure should occur before developing vacant lands that require new infrastructure.
- Urban growth should be staged in distinct areas as public services are planned for and become available.
- Communities should maintain regular incorporated boundaries that maximize the efficient and cost-effective provision of urban services.

- New development should be well integrated with the existing neighborhoods and respect the historic development pattern of the community.

Unlike its unincorporated neighbors, many of the County’s ordinances do not apply to the Village. However, the Village does work cooperatively with Barron County government and other related, non-profit entities, such as the Barron County Housing Authority, Barron County Economic Development Corporation, Barron County Emergency Management, and the Barron County Recycling Program. These relationships are discussed in more detail within the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*.

Other Applicable Plans & Regulations

The *Critical Issues Report* reviews a number of additional plans, programs, and regulations which are related to this planning effort, such as the US 8 Environmental Impact Study. One neighboring jurisdiction, the Town of Almena, is also participating in this comprehensive planning process, as is the Village of Almena to the east. The issues and recommendations from these other plans should be considered as the Village of Turtle Lake implements its own plan. Some of these issues are highlighted within the intergovernmental cooperation element later in this document.

2.3 Key Issues

At the November 8, 2004, Village of Turtle Lake Plan Commission meeting, those in attendance identified, discussed, and prioritized those key issues which should be included as part of the planning process.

After reviewing the existing conditions transition report for the Village of Turtle Lake, a nominal group process was used to obtain input from all attendees to develop a list of issues to be addressed during the planning effort. Seventeen issues were identified and discussed by the group. Each attendee was then asked to rank their top ten issues (e.g., the highest priority issue received 10 points).

It was agreed by those present that all the issues identified were important and should be addressed during the planning process. This process does not preclude discussion of additional issues at future planning meetings.

The top three priorities all have a strong economic development component. Together, the top three priorities received six of the #1 votes among the respondents. During the prioritization process, numerous relationships between the different issues were also identified and discussed.

These issues were prioritized as follows:

#1 (50 points)

Economic Development

Scoring very high, economic development and the need to establish a formal economic development program was the top priority identified by the group. The group also identified numerous relationships between economic development and many of the other issues.

- #2 (46 points) **Substandard Housing & Commercial Buildings****
 This issue included the downtown area which was viewed by some as “blighted” and in need of redevelopment. “Substandard” was further defined and included both aesthetic appearance and structural condition. A relationship to many of the other priorities was discussed
- #3 (44 points) **Small business development; promote entrepreneurialship****
 While a “sub-issue” of economic development, small business development was specifically discussed as an alternative to economic development strategies which focus on attracting large manufacturers or technology firms.
- #4 (40 points) **Revisit and modify zoning ordinance and other land-use regulations. Also, consider adoption of extra-territorial zoning.****
 The group discussed a need to clarify and/or strengthen local land-use regulations to limit subjectivity during the decision-making process. There was a concern expressed that too many decisions were being made on a case-by-case basis, which could lead to difficulties in establishing a precedence for future decisions. Also, considerable growth and development pressure has been occurring in areas just outside the incorporation boundaries; extra-territorial zoning would provide the Village input into development in these areas.
- #5 (38 points) **Provide more affordable housing and starter homes.****
 This issue was identified, in part, due to the demographic and housing statistics provided in the *Existing Conditions Transition Report*, such as the substantial percentage of youth ages 10-19 which will be entering the workforce over the next decade. This issue was also related to numerous other issues, including using housing as a tool to revitalize the downtown, fostering community pride, keeping young adults in the Village, and using land-use policy to promote affordable housing.
- #6 (36 points) **Foster community pride and identity.****
 Attendees recognized a need to further build a “sense of community” and community pride, which can be a challenge given the very fast population growth experienced during the 1990s. The Village is also often identified with the casino, rather than maintaining its own, separate identity. The deteriorating downtown area has further contributed to this loss in identity.
- #7 (32 points) **State Trunk Highway 8 issue.****
 The final Environmental Impact Study will not be available until spring, so an official position on the different alignment alternatives has not been declared. Even though an impact analysis was prepared, details are still lacking on specific impacts to access/frontage roads and what the exact alignment would be. This continues to be a controversial issue, and some

on the Plan Commission believe there has been insufficient information provided to date to allow local residents and officials to make an informed decision.

- #8 (31 points) Revitalize and redevelop the downtown.**
Strongly related to the first three priorities, as well as a need to foster community pride, the Plan Commission wants the plan to include downtown revitalization strategies.
- #9 (26 points) Increase community participation in governance**
Not limited to just this planning process, the group wished to increase public participation and volunteerism in all aspects of governance and community activities. Related to #6.
- #10 (25 points) Capital projects and improvements planning**
This group discussed the need to further expand and formalize the financial planning process of the Village, including the identification of funding sources (e.g., grants).
- Other issues identified and discussed (under 20 points):**
- #11 (tied) Preserve and acquire open space, natural areas, and parks.**
- #11 (tied) Develop a formal parks and recreation program and plan.**
- #13 Young adults leaving the community; need to offer opportunities and amenities to keep young people and families.**
- #14 Manage land use to allow for affordable housing and starter homes.**
- #15 Inventory and preserve historical assets.**
- #16 Increase intergovernmental cooperation with adjacent communities and other special districts (e.g., school, fire).**
- #17 Provide more housing in the downtown area as part of a revitalization strategy.**

2.4 Vision Statement

A vision statement defines the future that a community wants, but does not define how it gets there. Visioning helps build consensus, can emphasize community assets, identifies any desirable change, and provides direction and context for the planning goals and policies later in the process.

Visioning
The process by which a community defines the future it wants.

At the January 12, 2005, meeting, a visioning session was conducted to develop a future vision for the Village of Turtle Lake. At the request of the Plan Commission, the vision statement should be applicable beyond the 20-year planning horizon of this Comprehensive Plan. Based in part on the key issues list, a visioning questionnaire was developed with open-ended questions regarding qualities, characteristics, and land use in the Village. After a review of the Existing Conditions Report highlights and other local land-use trends, attendees were formed into four groups to discuss and complete the visioning questionnaire. At the close of the meeting, the responses from each group were reviewed and discussed as a whole to further gain community consensus.

The responses were not only important for creating the vision statement, but provided valuable direction for establishing Plan goals, objectives, and policies later in the Plan. Based on the visioning exercise, the following vision statement for the Village of Turtle Lake was created, then finalized at the February 16, 2005, Plan Commission meeting:

Village of Turtle Lake Vision Statement

We, the residents of the Village of Turtle Lake, envision that our Village will be recognized for our ability to work together to achieve community goals, while preserving and building upon the diversity of natural, historic, and other community assets that we enjoy today.

Our Village will continue to offer a friendly, small-town atmosphere for residents and visitors alike, which encourages community involvement and makes the Village a good place to raise a family.

Our Residents will be proud of our community's school system, its recreational opportunities, the access to quality, affordable housing, and their active role in the community.

Our downtown will be revitalized, new industries and small businesses will be developed, and orderly commercial growth along Highway 8 will offer convenience to the highway traveler.

The Village of Turtle Lake will continue to preserve the traditions of our small town past while looking forward to the future to promote a diversified economic base, making the Village a good place to visit, work, and live.

3. HOUSING

Housing costs are the single largest expenditure for most Wisconsin residents. Affordability is just one reason a community may plan for housing, however. A variety of local housing issues and demands can be addressed through planning, such as type (e.g., single-family, rental, manufactured), condition (e.g., age, aesthetics, rehabilitation), and safety (e.g., codes, disaster preparedness, accessibility). Housing policies should meet the needs of persons of all income levels, age groups, and other special needs.

This element identifies the housing goal, objectives and policies for the Village of Turtle Lake. During the planning process, the community expressed concern over the high percentage of rental housing units in the Village, and the relatively low percentage of owner-occupied units.



Further, average housing value in the community is significantly less than the Barron County median. And access to affordable, starter housing can be anticipated for the large percentage of youth ages 10-19 in the Village and the large rental population.

Community members also expressed a desire to remedy the deteriorating structural and aesthetic conditions of many residential buildings, especially the apartments in the downtown area. Some of these low-income rental buildings are not in compliance with building codes. Since many of these were also originally single-family structures, they were often not approved as rental properties and are not in compliance with the rental code as well. To remedy this situation, the community envisions an approach which includes a combination of increased code enforcement, the construction of newer, moderately priced rental apartments, and an increase in homeownership. Homeownership is also considered important to increasing pride, building a community identity, and addressing the concerns with the transitional nature of a portion of the Village's population.

3.1 Housing Goal and Objectives

Housing Goal

Encourage a range of affordable, quality housing opportunities while increasing housing values, pride, and a sense of community by promoting home ownership.

Objectives:

- 1) Increase the percentage of owner-occupied homes in the community, especially affordable starter homes for young families.
- 2) Overall, improve the condition and appearance of the community's housing stock.
- 3) Provide for a range of housing opportunities for persons of all age groups, income levels, and special needs.

- 4) Carefully design residential subdivision developments to be cost-efficient and meet the daily living and recreational needs of residents.

3.2 Housing Policies

- 1) Support the Building Inspector in aggressively enforcing existing housing and building codes to ensure quality rental housing and maintenance of the community's housing stock.
- 2) Increase resident awareness of community building and nuisance regulations regarding property renovation and maintenance as well as increased awareness of available assistance programs for eligible property owners.
- 3) Integrate a traditional neighborhood model as an overlay district in the Zoning Ordinance for the downtown and older neighborhoods of the community to encourage traditional home design and site planning.
- 4) Current and future land-use policy and decisions in the Village should promote affordable housing opportunities and alternatives.
- 5) Pursue policies and actions which ensure that housing in the downtown business district compliments the primary commercial use of the neighborhood, such as encouraging the renovation of blighted structures, property maintenance, parking restrictions, and code enforcement.
- 6) Maintain viable, properly planned and zoned areas available for needed affordable, owner-occupied residential development as determined by housing and land-use forecasts.
- 7) Work with Barron County Housing Authority, local financial institutions, and other service providers to increase resident knowledge of available housing financial assistance and homebuyer counseling programs.
- 8) Ensure that assisted-living and group facilities can be accommodated in the community.
- 9) Continue to acquire and administer grant funding to promote the community's housing goals and objectives, especially in regards to the rehabilitation of deteriorating residential properties and increasing homeownership through down-payment assistance for income-eligible residents.
- 10) New residential subdivision development must be carefully planned and analyzed, based on the cost-efficiency of community services, compatibility with adjacent uses, environmental impacts, and consistency with the vision, goals, and objectives of this Comprehensive Plan.
- 11) New residential development should provide adequate off-street parking and landscaped areas, while addressing the recreational needs of residents.
- 12) The Housing Committee should assess the recreational needs of children residing in the community's Section 8 and multi-family housing developments and make any related recommendations to the Village Board.
- 13) Implement those housing-related policy recommendations identified in the Intergovernmental Cooperation element of this Plan.

4. *TRANSPORTATION*

Transportation can directly influence a community's growth, or it can be used as a tool to help guide and accommodate the growth which 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). Likewise, the transportation decisions, such as the construction of new roadways or a bypass, can impact accessibility, land values, and land use.

This section of the *Village of Turtle Lake Comprehensive Plan* identifies a goal, objectives, and policies for the transportation infrastructure of the Village. These objectives and policies are then compared with those of other local, regional, and State transportation plans. Some of the transportation policies identified below are related to recommendations in other Plan sections, such as the land-use plan map and the intergovernmental cooperation policies.

Transportation issues were particularly important to the Village of Turtle Lake during the planning process due to its location at the crossroads of USH 8 and USH 63, and the ongoing USH 8 Environmental Impact Study which is investigating future alignment and improvement alternatives. In addition, the roadway connection between USH 8 and the downtown is indirect and not very visible. Regarding alternative modes of transportation, the existing USH 8 corridor is not very pedestrian friendly, while a unique characteristic is the intersection of two ATV/snowmobile trails in the downtown. The transportation section of *the Existing Conditions Report* summarizes the transportation facilities for the Village of Turtle Lake.



4.1 **Transportation Goal and Objectives**

Transportation Goal

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

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 the entire right-of-way and corridor when planning road improvements.
- 3) Encourage a variety of safe transportation options.

4.2 Transportation Policies

- 1) When the USH 8 Environmental Impact Study is complete, request sufficient detail from the Wisconsin Department of Transportation on the proposed design and impacts for the primary alternatives to enable the Village to make a more informed analysis on which alternative is preferred by the community.
- 2) Be involved with the Wisconsin Department of Transportation on the redesign of the existing USH 8 alignment, including frontage roads, to ensure adequate, safe access, improved signage, increase “pedestrian friendliness”, continued ATV crossing, and include appropriate, themed landscape elements which reflect the community’s small town character. Depending on the timeline for USH 8 improvements, some signage and design improvements along the frontage roads may be needed to improve safety in the interim.
- 3) Include safe opportunities for pedestrians and bicycling as part of road renovation projects and newly proposed roadways.
- 4) Require new commercial and industrial development to present detailed site plans addressing anticipated traffic volumes, access, parking, signage, stormwater management, and landscaping during the plan review process.
- 5) As appropriate, plan neighborhood access to local motorized and non-motorized trails as well as to other recreational and pedestrian destinations.
- 6) 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.
- 7) 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.
- 8) Develop a parking and loading area in the downtown area for residents and visitors utilizing the ATV and snowmobile trails.
- 9) Continue to take advantage of the transportation assets of the community (e.g., crossroads of two highways, ATV trails) in pursuit of economic development and other Comprehensive Plan goals.
- 10) Consider the abandonment and/or realignment of the far northern portion of Pine Street near West Town Line Road and officially map anticipated right-of-way for a new east-west road as part of the long-term plan to create a Village park along the south and western portions of the nearby lake.
- 11) Continue to monitor safety concerns at the intersections of Prosser Boulevard (business frontage), Martin Avenue (CTH “K”), and US 8, and work with the Wisconsin Department of Transportation and Barron County to consider options to improve safety.
- 12) Continue discussions to improve access and visibility of the downtown to US 8, including signage, themed landscaping/streetscapes, and potentially changing the Martin Avenue portion of CTH “K” to Maple Street. Develop the Martin Avenue and Maple Street intersection as the “downtown gateway” following those design concepts presented by Community Design Solutions and discussed in the Economic Development Element.

13) Pursue improved signage and reduced speed limits on US Highway 8 in the eastern portions of the community to increase safety at the Poplar Street intersection.

In 2000, approximately 100 residents from the Village of Turtle Lake and the adjacent Towns of Almena and Turtle Lake commuted to Minnesota.

14) Support signage and/or roadway improvements at the US Highway 8 and Maple Street/US 63 intersection which improve safety, traveler convenience, and access to the downtown.

15) Discuss with the Wisconsin Department of Transportation the potential of establishing a Park & Ride lot adjacent to US Highway 8 for commuters.

4.3 Comparison with Other Transportation Plans

The related transportation plans discussed in the *Existing Conditions Report* were reviewed and the above transportation goal, objectives, and policies for Village of Turtle Lake were determined to be compatible with these other related transportation plans. The most notable aspects of these other plans and programs as they relate to the Village of Turtle Lake are summarized here.

Most important is the ongoing **US 8 Environmental Impact Study (EIS)**, which considers a number of alignment alternatives for the Turtle Lake area, including on-alignment improvements and bypasses. The draft US 8 EIS is anticipated to be completed in the fall of 2005, so the analysis and recommendations from the EIS were not available for consideration in the development of this Comprehensive Plan. The Village had previously supported the on-alignment alternative during planning activities related to the development of the EIS; however, community members continue to express concerns that the specific designs, impacts, and implications of the various alternatives are still unknown to the community. As a result, this Comprehensive Plan offers no clear direction on a preferred alternative.

Instead, through this Plan, the Village of Turtle Lakes expresses a strong need and desire to remain actively involved in the planning, design, and analysis of US 8 and other roadways in the area. In particular, more information regarding the on-alignment alternative and its impacts (e.g., signalization, access points, changes in rights-of-way, multi-modal considerations) is desired to allow the Village to provide additional input to the Wisconsin Department of Transportation on the future of US 8 specifically regarding the following issues: safety, pedestrian access, vehicular access, and aesthetics.

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.



Only County Highway “T” on the western limits of the Village has been identified in the *Wisconsin Bicycle Transportation Plan 2020* as having positive conditions for bicycling. Some

local streets and roads may also provide biking opportunities, but their suitability has not been assessed.

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. The Cattail Trail (Trail 12) and Trail 39/20 both are multi-use facilities which are also popular for biking, hiking, horseback riding, and ATV use. Within the Village, these trails serve as important pedestrian paths for residents. These recreational transportation activities are not inconsistent with this Plan. In fact, the intersection of these two trails in the downtown is viewed by the community as an important asset for the revitalization of the central business district; and this Plan contemplates the establishment of an snowmobile/ATV parking and loading area in the downtown to further support these activities.

The Village expresses a continuing interest to participate in the planning and review of any future recreational trails and transportation issues within the community.



5. UTILITIES AND COMMUNITY FACILITIES

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 electricity, natural gas, telecommunications, and solid waste disposal. Community facilities can vary greatly by community, but typically include parks, schools, libraries, cemeteries, and various health and safety providers (e.g., police, fire, ambulance, hospitals). Special services deemed to be vital to a community, such as day care, may also be included as a community facility.

Utilities and community facilities can also be used to guide growth, encourage development, or help establish community identity. And, combined with roads, the construction, maintenance, and operation of public utilities and community facilities often constitute the largest proportion of a community's budget.

5.1 Review of Existing Utilities and Community Facilities

Key existing utilities and community facilities are reviewed here but are further inventoried in the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*.

Utilities

A new Turtle Lake wastewater treatment plant was completed in September 2004 with significant federal financial assistance and is operating at 55% capacity. No significant plant expansions or updates are anticipated for the planning period.



Currently, the Village is down to less than a full day's water capacity being held in the water tower which is insufficient for fire protection. To remedy this, the Village is currently testing sites for a new well and a water tower. Also, the oldest community well has tested positive for significant arsenic levels and should be abandoned.

Water mains are being replaced and storm sewer is being installed along Pine Street from Martin Avenue south to the incorporation limits. Additional street, curb and gutter, and other improvements are being planned on Maple Street in the downtown area. Additional projects are planned as part of the community's capital improvements planning process.

Maps of the Village's sanitary sewer, storm sewer, and water systems are included at the end of this sub-section. One notable recent project not reflected on these maps is the extension of community services to the developing Heron's Landing planned development on the northeast corner of the community.

Providers of other primary utilities available to Turtle Lake residents and businesses are:

Electric	--	Excel Energy, Polk-Burnett Electric, Barron Electric
Natural Gas	--	Wisconsin Gas
Telephone/Fiber Optic	--	CenturyTel
Internet	--	Chibarden, CenturyTel
Cable Television	--	Vision Communication of Luck

Community Facilities and Services

The following facilities and services are available to Turtle Lake residents and businesses:

School District	--	Turtle Lake Consolidated School District
Public Library	--	Turtle Lake Public Library
Trash Disposal	--	individuals contract with private haulers (BFI, Community Sanitation, or Waterman Sanitation)
Recycling	--	Barron County Waste-to-Energy Facility
Law Enforcement	--	Turtle Lake Police Department
Fire Department	--	Turtle Lake Fire District
Ambulance Service	--	Cumberland
First Responders	--	Turtle Lake First Responders
Hospital/Clinic	--	Turtle Lake Medical Clinic

The Village Hall and Library are both located in a relatively small single-story structures in downtown Turtle Lake. Two private cemeteries are located in the community, and no issues regarding cemetery space were identified during the planning process. The Village has two child care facilities licensed for a total of 23 children and no senior center, nursing home, or assisted living facility. Village residents and businesses do have opportunities to dispose of white goods and appliances during annual Village clean-up days and dispose of some hazardous materials through the occasional Barron County Clean Sweep program. However, many participants in the planning process stated that such opportunities are too infrequent. The outdoor recreational facilities are discussed in sub-section 5.3 of this plan.

5.2 Assessment of Future Needs

The following primary utility and community facilities needs and issues were identified during the planning process:

- A new well and water tower are needed for adequate fire protection, and abandonment of the existing well should be considered due to arsenic.
- Some stormwater concerns exist in the community, especially on the south side near the cemetery and trailer park.
- An updated outdoor recreational plan is needed. This Comprehensive Plan is intended to also serve as an updated outdoor recreational plan for the Village. The future outdoor recreational needs are addressed in more detail in the following sub-section.
- More room for the Library and Village Hall is needed.

- The Village only has two day cares and no senior center, nursing care, or assisted living facility. Additional child day care and elderly services are needed; and demand is expected to increase, especially elderly services in 10 to 15 years.
- Additional resident knowledge and access to recycling and Clean Sweep programs is needed, especially for hazardous materials.

The following table is a summary assessment of the utilities, public services, and community facilities in the Village of Turtle Lake for the planning period:

Service or Facility	Adequate	Expand Existing	Improve Existing	New or Replace
Village & Volunteer Public Services or Facilities				
Sanitary Sewer	X			new in 2004
Stormwater Management			study within 5-10 years	
Water Supply				well & tower within 5 years
Parks	<i>see next subsection and action plan item 2.9 on page 66</i>			
Police	X			
Fire	X			
First Responders	X			
Library				by 2015
Village Hall		by 2015		
Non-Village Services or Facilities				
Solid Waste Disposal				study by 2008
Recycling/Clean Sweep		discuss by 2010		
On-Site Septic	X			
Telecommunications	X	involve providers in economic planning (ongoing)		
Power Plants & Transmission Lines	X			
Cemeteries	X	determined privately		
Health Care Facilities		promote new through land-use policies (2006-2009)		
Child Care Facilities		promote new through land-use policies (2006-2009)		
Ambulance				study by 2008
School District	determined by District; partner to maintain programming (ongoing)			

5.3 Review of Outdoor Recreational Facilities and Needs

Substantial effort was made during the comprehensive planning process to identify and discuss the outdoor recreational needs of the community. In fact, the **preservation and acquisition of open space, natural areas, and parks** tied with the **development of a formal parks and recreation program and plan** as the #11 issue the community wanted to address through this planning process. If these two related issues would have been combined during the prioritization activity early in the planning process, it was possible that they might have scored even higher.

In response to the importance of outdoor recreational issues to the community, it was decided that the discussion of these issues in this Comprehensive Plan be sufficiently robust to serve as an update to the outdoor recreational plan for the Village of Turtle Lake. This subsection was specifically added to the Village's plan following the *Guidelines for the Development of Local Comprehensive Outdoor Recreation Plans* distributed by the Wisconsin Department of Natural Resources. The community's adoption and WisDNR acceptance of a local outdoor recreation plan is a prerequisite to participation in a variety of outdoor recreation grant programs.

SUPPLY- Existing Outdoor Recreational Facilities:

Below are listed 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 minutes drive. Please refer to the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*, the *Barron County Outdoor Recreational Plan*, and the recently updated *Polk County Outdoor Recreational Plan* for a discussion of other recreational resources in the area.

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.

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. Plans for a new concession stand with restroom facility are underway with construction scheduled to take place in the summer of 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.

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.

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.

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 including the creation of more hiking trails and a rustic tent camping area.

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, 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

The Cattail Trail runs 18 miles from the trailhead in the City of Amery in Polk County east to the Village of Almena in Barron County. Discussions are underway to extend this trail farther west. This east-west, multi-use trail is popular for biking, hiking, horseback riding, all-terrain vehicle (ATV) use and snowmobiling.

The much shorter Old Chicago Northwestern Trail travels north-to-south bisecting the Village in the downtown area. Due to its shorter length, this second trail functionally serves as a collector for the Cattail Trail and is commonly used for walking, ATV-use, and snowmobiling. However, additional permission has been granted by private landowners which has allowed the connection of this trail to a much larger regional network for snowmobiling.

There are two additional snowmobile trails in the community. A short county snowmobile trail lies along the south side of USH 8 from its intersection at the Old Chicago Northwestern Trail then west following USH 8 for access to the highway commercial strip area. A second county snowmobile trail lies within Polk County running from the Cattail Trail in the south, intersecting the “commercial strip trail” to the north, then continuing north along the west side of Skinaway Lake and connecting to a larger regional network. Most snowmobile trail routes are subject to change depending on continued landowner permission to use rights-of-way or easements.

NEED - Existing Outdoor Recreational Facilities:

The population ratio method is a widely used method of determining general, community-wide requirements for outdoor recreation. This technique is accomplished by assigning an acreage requirement for various classifications of parks for each 1,000 persons in a community. For the purpose of this study, the generally accepted standard of 12.5 acres per 1,000 population is used as a basis for evaluating community programs. The standard does not include school property used only for educational purposes, golf courses, undeveloped or vacant land, or public areas not devoted to recreational uses.

Ideally, this acreage should be distributed throughout the community so that residential areas, various age groups and activity needs are served in the best possible manner. However, specific neighborhoods and residential developments may have additional recreational facility needs depending on distances from existing facilities and other characteristics of the neighborhood (e.g., age composition, barriers to access).

An example of the application of the population ratio methodology to determine the necessary park area for a community is as follows:

$$\begin{array}{rcccl}
 \text{Population} & & 12.5 \text{ acres} & & \text{Minimum Acres} \\
 \text{For a} & \times & \text{-----} & = & \text{Needed to Serve} \\
 \text{Given Year} & & 1,000 \text{ persons} & & \text{the Population}
 \end{array}$$

Ideally, this acreage per 1,000 population would be distributed among the parks as outlined below:

COMMUNITY PARK STANDARDS	
Type of Park	Park Acres Per 1,000 Population
Mini Park	.5 acre
Neighborhood Playground	2 acres
Neighborhood Park	2 acres
Community Park	8 acres

Source: National Recreation and Park Association

To determine the need for the Village of Turtle Lake, the Wisconsin Department of Administration 20-year population forecasts were used as the population basis in conjunction with the park standards. According to the population figures below, the 2005 population for Turtle Lake was 1,029 persons. According to Wisconsin Department of Administration projections, the Village is expected to increase in population by 10.3% over the next 20 years.

PROJECTED PARK AND RECREATION AREA NEED • VILLAGE OF TURTLE LAKE

Year	Projected Population	Recommended Min. Acreage	Existing Acreage	Surplus/ Deficit Acres
2005	1,029	12.9	60.15	+47.25
2010	1,064	13.3	60.15	+46.65
2015	1,093	13.7	60.15	+46.25
2020	1,117	14.0	60.15	+45.95
2025	1,135	14.2	60.15	+45.75

*Source: Wisconsin Department of Administration, Official Municipal Population Projections
2005-2025*

Not including the school recreational areas and the existing trail systems, the total land area available to outdoor recreation in the Village is currently estimated at 60.15 acres, above the recommended minimum acreage based on the population of the community. However, it should be considered that some of the facilities, such as Tom Hartzell Memorial Field and the Village Park, frequently serve a much larger population including residents from the three adjacent unincorporated communities. Including the three adjacent towns, the potential service population for the year 2025 increases to 3,802 persons. This would result in a recommended minimum acreage of 47.53 acres (or a deficit of 1.78 acres).

And, as discussed previously, the above general methodology looks solely at total acreage and does not consider the location or amenities of the recreational areas in the community. Additional smaller parks may be needed to serve existing or proposed residential neighborhoods. And to offer residents and visitors a variety of recreational amenities, improvements to existing parks may be needed or the community may wish to consider the acquisition of additional parklands.

In evaluating the types of recreational facilities available, the following attributes were identified for consideration when developing outdoor recreational plan recommendations:

- Overall, the Village currently offers a wide variety of park sizes, types, and amenities, fairly consistent with the recommended standards regarding diversity of park types.

- 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. 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.
- Additional housing developments may necessitate the need for additional smaller, neighborhood parks with amenities for your children.
- 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. The Village must also work closely with Wisconsin Department of Transportation during the planning for US Highway 8 to preserve and enhance these trail linkages.
- This Plan includes a number of recommendations which would increase total park acreage, even exceeding the 2025 recommended minimum acreage for the total population of the Village and the adjacent towns.

General Action Plan - Existing Outdoor Recreational Facilities:

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 comprehensive planning process, 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 multi-modal 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.

- **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.
- **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, the involvement of service and social groups will become even more important.
- **Citizen Participation /Committee Creation.** Establish a park and recreation committee or board 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 be composed of citizens as well as elected officials. 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.** Encourage local, private landowners to plan for and dedicate land to the communities. 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.
- **Operation and Maintenance.** In developing a recreation program, major consideration should be given to the ongoing operation and maintenance costs. Too often, an ambitious program can lose community support as a result of continuous prohibitive maintenance costs.
- **Capital Improvements Schedule.** Community officials are encouraged to develop a five-year capital improvements schedule for recreation that reflects the implementation proposals made in this Plan and the priorities they place on them. 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 subsection 5.5, 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 the Utilities and Communities Facility Element.

5.4 Utilities and Community Facilities Goal and Objectives

Utilities and Community Facilities Goal

Provide reliable and accessible community facilities and services in a safe and cost-effective manner which is consistent with the Village's vision and goals.

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 support the growth of the community.
- 4) Generally, new development should be responsible for corresponding increases in community services and infrastructure.

5.5 Utilities and Community Facilities Policies

Utilities Policies:

- 1) Define the service area for community water and sewer services considering need, concurrency, and cost-efficiency.
- 2) Remain open to the negotiation of potential agreements to provide sewer service to nearby lakeshore development outside the municipal limits, such as on Upper Turtle Lake and Horseshoe Lake if deemed feasible.
- 3) Require developers to pay related Village utility costs, unless part of a negotiated development agreement during which the community considers all costs and benefits.
- 4) Construct a new well and abandon the old one; build a new water tower to increase storage capacity. In accordance with State law, the new well should have a corresponding wellhead protection plan.
- 5) Continue to utilize CDBG and TIF funds to replace water mains and improve infrastructure in the downtown area.
- 6) Develop a stormwater management plan which identifies stormwater problem areas, prioritizes recommended stormwater improvements, generally anticipates needed improvements for identified growth areas, and reassesses current community stormwater management policies.

Parks and Outdoor Recreation Policies:

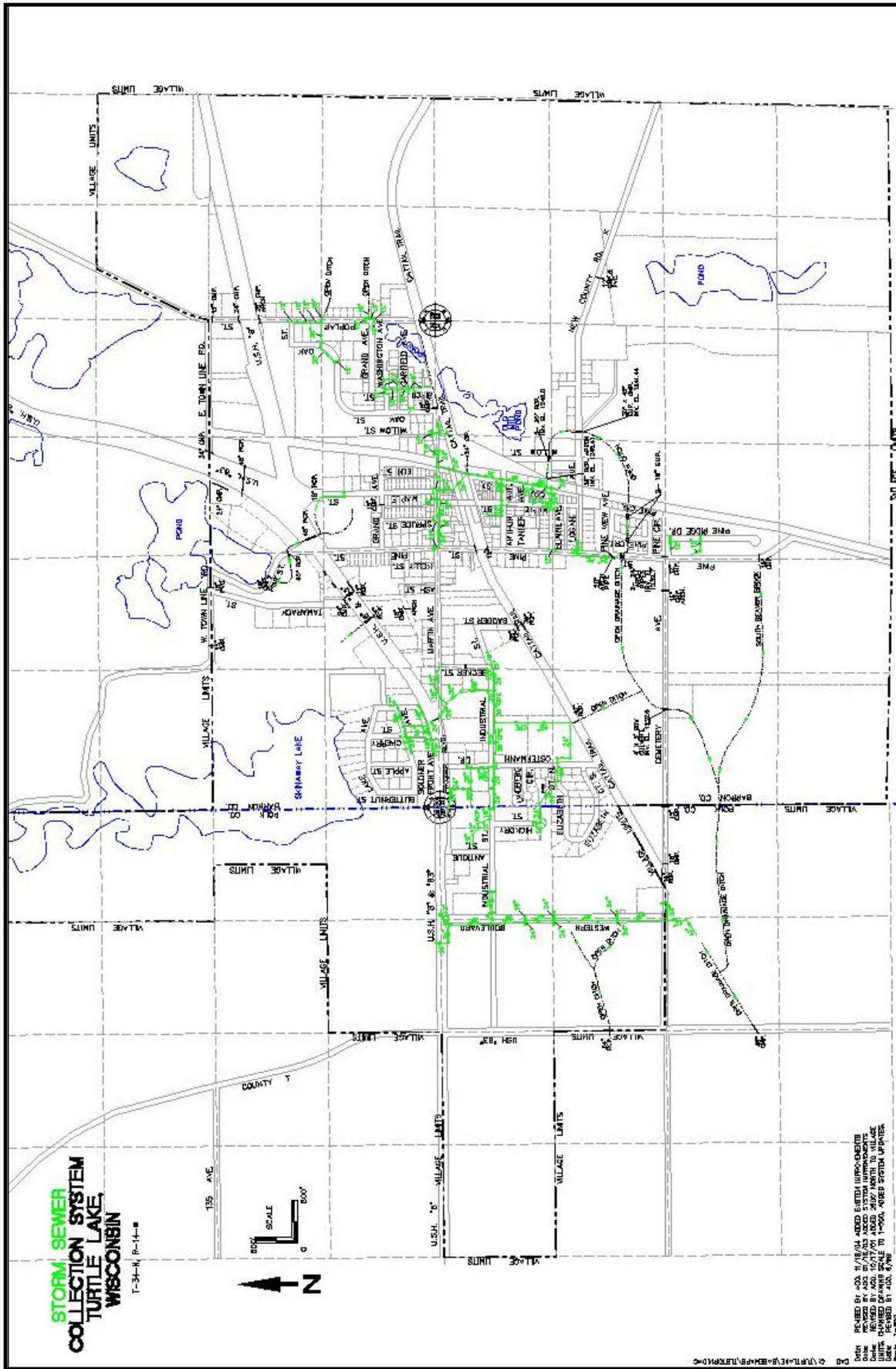
- 1) As needed for new residential subdivision development, require developers to dedicate land, or offer payment-in-lieu of, for parks or recreational areas.
- 2) Identify through official mapping the intent to acquire portions of the Old Mill Pond area as a community park in the future.

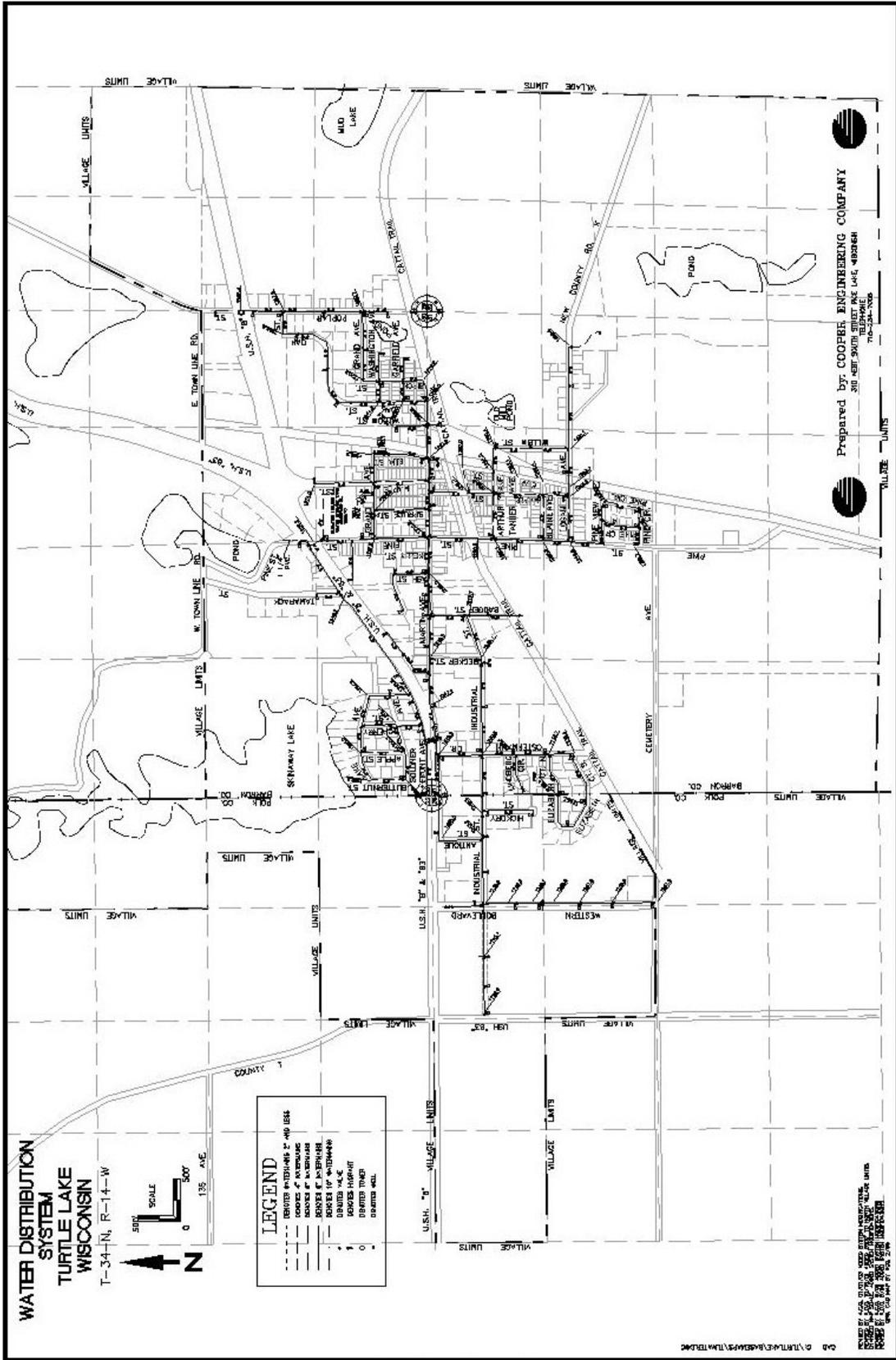
- 3) Develop the former wastewater treatment ponds as a nature-based recreational area after remediation is complete.
- 4) Continue to develop the amenities at Railway Park as a community meeting place in the downtown, potentially to include a museum/heritage center within a replica train depot. Acquire Wisconsin DNR land adjacent to Railway Park.
- 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.
- 6) As growth continues, analyze the feasibility of a community recreational and fitness facility.
- 7) Work with the school district and local community groups to increase the availability of youth and adult recreational programs.
- 8) When feasible, link residential areas and community parks through pedestrian and bicycling trail networks.
- 9) Implement those recreational trail, pedestrian, and bicycling related policies identified in the Transportation element.
- 10) 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.
- 11) 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.
- 12) 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.
- 13) Once the new concession stand and restroom facility is completed, 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.
- 14) Work with the owners to improve the boat landing on Skinaway Lake and provide related amenities and signage.
- 15) 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.
- 16) Encourage citizen participation on the Parks and Recreation Committee. The Committee should also act as liaisons with other governmental entities and community groups regarding park and recreation matters.

Other Facilities and Services Policies:

- 1) Based on community land-use plans, integrate anticipated Village infrastructure, park, and community facilities improvements into a capital improvements plan linked to likely funding and financing sources.
- 2) Promote ongoing emergency response exercises with St. Croix Casino and emergency response providers.
- 3) Work with energy and telecommunication providers to maintain a reliable and technologically strong infrastructure for residents, businesses, and service providers.
- 4) Encourage the development of additional licensed day care facilities in the community to meet existing and future needs, while attracting and retaining young families.
- 5) Encourage the development of senior services (e.g., nursing care, assisted living, senior center) to meet the current and future needs of the community's aging population.
- 6) Pursue grant funding to construct a new library, allowing the Village Hall to be expanded into the current library space.
- 7) Maintain full community coverage by the emergency siren system. Future subdivision development necessitating an additional siren may be assessed for costs associated with installation and maintenance.
- 8) Formalize the creation of a Local Emergency Planning Committee (LEPC) consisting of representatives from the Village and emergency response personnel. The LEPC will be charged with maintaining an up-to-date emergency operating plan for the community and making recommendations to the Village Board on issues related to emergency response and hazard mitigation.
- 9) 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.
- 10) 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.
- 11) Establish a community storm shelter for approaching severe weather.
- 12) Investigate the feasibility of contracting with a village-wide solid waste hauler.
- 13) Encourage Barron County to increase resident knowledge of the County Recycling Program.
- 14) Work the Barron County and the School District to promote recycling and proper disposal of hazardous wastes.
- 15) Research the feasibility offering residents increased opportunities to properly dispose of appliances and hazardous wastes, further supplementing the Counties' Clean Sweep efforts.







6. AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

This element of the *Village of Turtle Lake Comprehensive Plan* presents the goal, objectives, and policies for three resources important to any community—Agricultural, Natural, and Cultural Resources.

In an incorporated community, there is often a general assumption that most agricultural lands within the municipal boundaries will likely be developed at some point in the future. However, the Village remains sensitive to the farmland preservation goals of its adjacent neighbors and its counties.

Regarding environmentally sensitive areas, there are no FEMA-designated floodplains in the community, though there are some wetlands, areas of high groundwater table, and considerable shorelands along lakes.



The community is home to a number of structures of historic significance to residents, yet no site within the community is listed on the National Register of Historic Places. Local community groups and the Village are actively working to acquire and/or preserve some of these structures, such as the Episcopal Church and Memorial Hall. The downtown also boasts many older building facades which add to the small town character of the community, though some are showing significant signs of age. And some other historic structures, such as the vacant B-Plant/Creamery Building in the downtown, are likely unfeasible to repair from a cost perspective.

6.1 Agricultural, Natural, and Cultural Resources Goal and Objectives

Agricultural, Natural, and Cultural Resources Goal

Encourage the preservation of community's natural resources, unique history, and cultural assets.

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 for current residents and future generations.
- 3) Support efforts to preserve buildings, sites, traditions, and features of historical or cultural significance to the Village and its residents.

6.2 Agricultural, Natural, and Cultural Resources Policies

Agricultural Policies:

- 1) Limit the community's expansion into agricultural areas by encouraging infill development before considering the expansion of utility service areas and municipal boundaries.
- 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.

Natural Resources Policies:

- 1) Cooperate with adjacent towns, Barron County, Polk County, and the Wisconsin Department of Natural Resources to protect environmentally sensitive resources in the area.
- 2) Support community programs and educational efforts which promote the protection of natural resources and the environment.
- 3) Enforce community stormwater regulations to require engineered best management practices to minimize non-point source pollution from run-off and drainage.
- 4) Continue to protect environmentally sensitive areas, such as shorelands and wetlands, from development.
- 5) Endorse 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.
- 6) Pursue Tree City USA status from the Arbor Day Foundation to encourage community pride, environmental education, and provide a framework for community forestry efforts.

Cultural Resources Policies:

- 1) Work with private individuals and community groups to inventory the historic assets of the community, and during the preservation of these structures if the health, safety, and general welfare of the community is protected.
- 2) Develop a local history and heritage museum, potentially in conjunction with the development of a replica train depot at Railway Park. Invite the St. Croix Chippewa Nation to participate in this effort.
- 3) Promote the community's history and traditions as a means of building community identity and pride.
- 4) 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.
- 5) Maintain and continue the historically significant architecture and characteristics of the downtown area during the development of Railway Park and revitalization of the central business district.

7. ECONOMIC DEVELOPMENT

Through planning, a community can anticipate economic change and guide development to the best of its abilities 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.

Economic development was the top-ranked issue when participants were asked to identify and prioritize what issues they wanted to ensure would be addressed during the planning process. Closely related, small business development ranked third and downtown revitalization was ranked eighth. Due to the high interest in economic development issues, considerable focus was given to this element during the Village of Turtle Lake planning process.

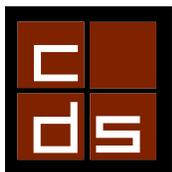
7.1 Local Economic Development Plans and Programs

The Village of Turtle Lake currently has no formal local economic development plans and programs, but residents and the community do have access to the myriad of County, regional, and State economic development programs identified in the *Existing Conditions Report*. The Village has used tax-incremental financing in the past to help fund infrastructure improvements to support economic development goals.

In 2004, the Village participated in the Tourism Development Assessment prepared by the Wisconsin Department of Tourism which recognized that tourism is a major component of the local economy and will continue to be a growth segment in the future. The plan emphasizes promotion to encourage travelers to stay in Turtle Lake for opportunities in addition to the casino. The assessment encourages the community to place greater emphasis on web-based marketing and the ethnic heritage of the community. Some additional plan recommendations include:



- ◆ develop downtown
- ◆ beautify the community
- ◆ promote more than casino
- ◆ expand image
- ◆ develop nature-based tourism
- ◆ continue and increase promotion of major community events
- ◆ increase events and marketing for the shoulder seasons
- ◆ develop an advertising plan and marketing plan



As mentioned previously, during the spring and summer of 2005, the Village was able to retain the services of Community Design Solutions (CDS), a non-profit group through the University of Wisconsin-Milwaukee. CDS worked with community members and official, and considered the comprehensive planning activities completed prior to summer 2005 in the development of streetscape design concepts and recommendations to enhance the downtown business district.

Recommendations and concepts proposed by CDS and supported by the community were integrated into the final Comprehensive Plan.

7.2 New Businesses or Industry Desired

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.

7.3 Strengths and Weaknesses

At the February 16, 2005, planning meeting, the strengths and weaknesses for four basic economic development categories was analyzed and discussed—Downtown Commercial, Highway Commercial, Industrial, and General Economic Development. Discussion of strengths included the identification of opportunities which the Village might pursue, while discussion of weaknesses included the identification of community economic needs or threats for which mitigation or prevention measures may be appropriate.

Downtown Commercial

Strengths & Opportunities	Weaknesses, Gaps & Threats
historic building & historic tie to railroads	many buildings structurally deteriorating
traditional village center	vacancies in store frontages
adjacent park & nearby Old Mill Pond	lacks a retail anchor; bank & 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
UW-Milwaukee design assistance	limited private funding available
Chamber of Commerce, CESA, & nearby industries	
nearby Library & Village Hall	
Casino patrons & employees	

Highway Commercial

Strengths & Opportunities	Weaknesses, Gaps & Threats
St. Croix Casino (patrons & employees)	uncertainty of WisDOT plans for Highway 8
convenient access for traveler	no unifying design; unthemed
crossroads of US 8 & US 63	not pedestrian friendly; safety concerns

Industrial/Business Park

Strengths & Opportunities	Weaknesses, Gaps & Threats
sewer and water capacity available	lack of direct interstate access
fiber optics available	no rail service
undeveloped land adjacent to existing industrial available	distance to commercial airport
	no formal industrial park plan
	no defined industrial park
	industrial mixed with other uses in parts of the Village

General Economic Development

Strengths & Opportunities	Weaknesses, Gaps & Threats
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	uncertainty of WisDOT plans for Highway 8
high % of young adults	no rail service
established Chamber of Commerce	distance from interstate & airports
available resources & assistance (e.g., Barron Co. E.D. Corporation	

7.4 Opportunities for Brownfield Redevelopment

During the planning process, two location were identified as opportunities for potential brownfield redevelopment projects.

The first location is the former B-Plant/Creamery or Associated Milk Producers building on Maple Street in downtown Turtle Lake. This older structure has been unoccupied in recent years and was recently evaluated by the Village as being beyond the financial feasibility of restoration. In the past, there has been a leaking under ground storage tank and reported spills on the property, though remediation projects have since been closed. The Village is currently negotiating with the owner of the property regarding demolition of the structure and

redevelopment of a replacement commercial building or the use of the property as a public parking and open space which compliments the downtown. The Village is also planning to apply for a Brownfields grant during the fall of 2005 to assist with the clean-up of this property.

Immediately west of the B-Plant/Creamery building are the deteriorating structures of the former Turtle Lake Feed Mill. Similar to the B-Plant/Creamery building, these structures are also likely beyond the financial feasibility of restoration and also had a leaking underground storage tank on the property which has since been remediated and closed. Reuse of the property as residential would be more compatible with adjacent parcels, or the property could be maintained as open space until a decision is made regarding the potential future extension of Industrial Street from the west.

A possible third property for redevelopment is the old Masonic Lodge on East Martin Avenue. The building and site conditions are not as dilapidated as the previous two properties, but it has deteriorated to a degree in which clean-up, restoration, or demolition will become necessary in the near future.

7.5 Designation of Sites

Three primary areas for future commercial and industrial development within the Village have been identified on the future land-use plan map and are described below:

Downtown

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 (e.g., library) 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 development of Railway Park in the center of the downtown area will also help unify the downtown area, and the existing trail system can better link the downtown to other community parks and neighborhoods. Demolition of the badly deteriorated B-Plant/Creamery building will provide 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
- 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 zoned “industrial” within the Village, with industrial uses currently existing in a number of areas in the community. 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. These areas were deemed appropriate for industrial use 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*.

7.6 Economic Development Goal and Objectives

Economic Development Goal

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.

Objectives:

- 1) Promote economic development strategies which 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 park.
- 2) Encourage orderly, planned economic development which minimizes conflicting uses, is convenient to patrons, encourages investment in the community, and is consistent with the Village's vision.
- 3) Downtown Turtle Lake will provide a themed, focal point 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.
- 4) Work with local businesses, services, financial institutions, and residents to meet the Village's economic development goal and objectives through collaboration and by maximizing strategic business contacts.

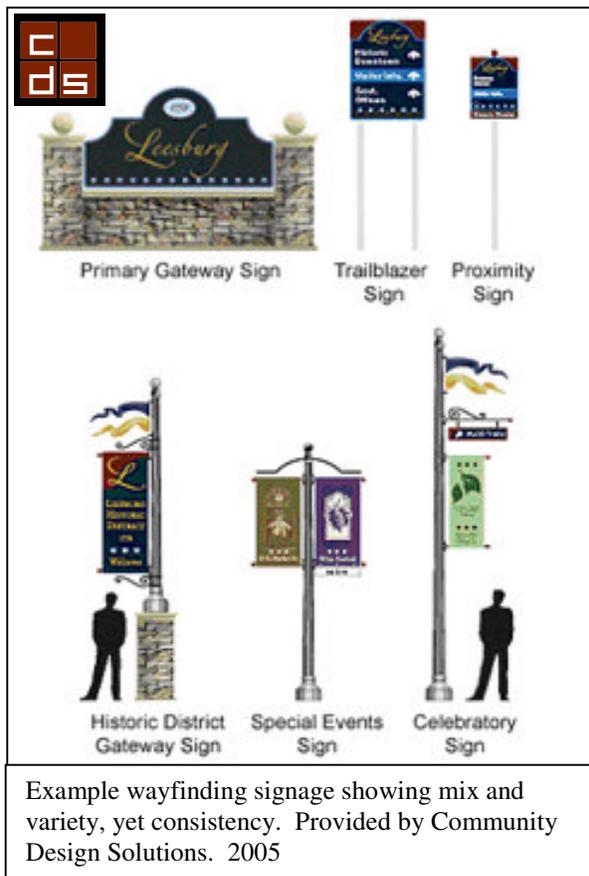
7.7 Economic Policies

Downtown Commercial Policies

- 1) Utilize the design concepts developed by Community Design Solutions to finalize design guidelines for the downtown which 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.



- 2) 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.
- 3) Identify and promote the preservation of historic structures in the downtown area if cost-feasible. Encourage owners to list eligible buildings on the National Register of Historic Places.
- 4) Promote the development of small specialty shops in the downtown which appeal to tourists and travelers, with special attention to opportunities which may allow for the establishment of a unique retail anchor.
- 5) Promote the development of community and professional services in the downtown (e.g., banking, real estate, financial, day care, laundry, offices, beauty salons) which serve the community and larger area.
- 6) Support and encourage regular events in the downtown area to increase visibility and to draw patrons into the area.
- 7) Improve signage on U.S. Highway 8 to better direct and entice travelers to visit Turtle Lake's downtown. Utilize themed 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.
- 8) 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.
- 9) 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.
- 9) Develop Railway Park as a central meeting place for the community and as a location for downtown events.





- 10) Develop and implement a marketing plan for downtown Turtle Lake.
- 11) Amend the Village TIF district to include those deteriorating structures in the downtown area and pursue Brownfields grant funding for the demolition and clean-up of the B-Plant/ Creamery property and Feed Mill property, as needed.

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.
- 2) Through signage, lighting, and/or landscaping, improve visibility and develop a stronger link to the downtown.
- 3) Work with the Wisconsin Department of Transportation to improve pedestrian and bicycling safety within the U.S. Highway 8 corridor.
- 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).

Industrial/Business Park Policies

- 1) Identify adequate areas with appropriate infrastructure on the future land-use plan map for industrial/business park development.
- 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.
- 3) Continue to work with Barron County Economic Development Corporation to attract industries and businesses to the Village's business park.
- 4) Develop a marketing and attraction plan for the Village's business park, with special focus on industry clusters which further support existing industries and economic activities in the region while taking advantage of existing incentive programs (e.g., North-Central Six Agricultural Development Zone).

General Economic Development Policies

- 1) Work with local utility providers to ensure the availability of hi-tech infrastructure to help support the latest Internet-based technologies.
- 2) Develop a formal small business program with access to helpful business planning materials, training programs, marketing support, and financial assistance.

- 3) Form 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.
- 4) Work closely with the Chamber of Commerce to strengthen the ties between the business community, entrepreneurs, the Village government, and residents.
- 5) Utilize the Internet to market the many positive attributes of the Village as an attractive place to live, along with the available economic development opportunities.

8. INTERGOVERNMENTAL COOPERATION

Advances in technology and improved mobility have resulted in the faster and easier movement of people, money, goods, and other resources across jurisdictions. Many issues cross intergovernmental boundaries, affecting more than one community or governmental unit (e.g., school district). And the decisions, plans, and policies of one community can impact neighboring jurisdictions. The environmental, economic, and social health of a community and the region are interconnected.

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.

8.1 Growth Trends and Planning Activities in Adjacent Communities

Growth trends for surrounding Barron County communities are described in the *Barron Area Multi-Jurisdictional Comprehensive Plan Existing Conditions Report*. Like the Village of Turtle Lake, adjacent unincorporated towns have also been experiencing population and housing growth and considerable loss of farmlands, though agriculture remains the predominant land use in the area. For instance, between 1990 and 2003, the Towns of Beaver, Turtle Lake, and Almena experienced a 54%, 49%, and 26% increase in improved residential parcels, respectively. Residential development pressure has been greatest along the lakes in the area. The Town of Almena is the only other adjacent municipality currently developing a comprehensive plan.

8.2 Intergovernmental Plans, Agreements, and Relationships

Outside the multi-jurisdictional aspect of this comprehensive planning process, the number of existing intergovernmental plans, agreements, and relationships including the Village of Turtle Lake is limited. The Village of Turtle Lake has no cooperative boundary agreements as defined under State Statute 66.0307, and there is no regional master plan as defined under State Statute 66.0309. The Village is part of the Turtle Lake Consolidated School District as mapped in the community facilities section of the *Existing Conditions Report*, but has minimal involvement in school district planning and operations.

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 ongoing participation may be minimal. These plans include, but are not limited to the: *Barron County Land-Use Plan*, *Barron County Natural Hazards Mitigation Plan*, *Polk County Natural Hazards Mitigation Plan*, and *Barron County Recycling Ordinance*. General guidance for other specific issues may be acquired from a plethora of other local, regional and State plans regarding natural resource management, farmland preservation, economic development, emergency services, and social programs. Please refer to the *Existing Conditions Report* for more details on many of these plans.

8.3 Potential 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.
- 2) The Village of Turtle Lake is just beginning to enforce extraterritorial plat review requirements through its Subdivision Ordinance.
- 3) The Village is considering the pursuit of ambulance service to be based in the Village which could serve the larger area. Similar cooperative opportunities may exist for other emergency services and law enforcement.
- 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.
- 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 interaction with Wisconsin Department of Transportation is considered critical. The Village expresses a desire to provide continued input on the future of U.S. Highway 8, while addressing interim safety concerns.
- 7) 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.



8.4 Intergovernmental Discussions and Input

Intergovernmental input was very important during the development of the *Village of Turtle Lake Comprehensive Plan*. First, plans from both Barron and Polk Counties were reviewed and considered during the planning process. In February 2005, the Plan Commission met with the Executive Director of the Barron County Economic Development Corporation to discuss economic development issues and strategies during the process. On August 10, 2005, representatives from adjacent towns met with the Plan Commission to discuss intergovernmental issues and opportunities. This was a very successful meeting which resulted in many of the intergovernmental cooperation policies included in this plan. Following completion of the draft

plan, adjacent municipalities received copies of the draft document for an additional opportunity to provide input.

8.5 Intergovernmental Goal and Objectives

Intergovernmental Goal

Establish and maintain mutually beneficial relations with neighboring units of government, as well as with both Barron County and Polk County.

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.

8.6 Intergovernmental Policies

- 1) Annually or more frequently as needed, conduct intergovernmental meetings with adjacent towns to discuss plans, issues, and identify opportunities for the cost-sharing of potential projects or services.
- 2) Work with adjacent municipalities to pursue a contract agreement for ambulance services to include the locating of an ambulance within the Village for more timely response for the area.
- 3) Remain open to discussion on intergovernmental agreements for the provision of Village wastewater services to shorelands and other environmentally sensitive areas in adjacent unincorporated areas (e.g., Horseshoe Lake) if the development is appropriately planned and at a density which is deemed cost-efficient for such an extension.
- 4) Work with adjacent municipalities and County offices when mutually beneficial opportunities for cost-sharing for services or needed projects arise, such as snow removal, law enforcement, or joint-bidding of scheduled road maintenance projects.
- 6) Encourage emergency response planning and exercises with local governments, St. Croix Casino, Barron and Polk County Emergency Management Offices, and local emergency response providers.
- 7) As needed, discuss cost-sharing opportunities with adjacent municipalities and the School District for continued community educational and recreational programming.
- 8) Discuss with adjacent towns the potential of more frequent “clean sweep” days for the disposal of appliances, hazardous materials, tires, etc.

- 9) Work with Barron County Housing Authority to promote homeownership within the Village, such as using the Housing Choice Voucher Program which allows residents to utilize their rental assistance subsidy for home mortgage payments.
- 10) Work with the USDA-Rural Development Office to promote homeownership within the Village through the USDA Direct Loan Program and the Guaranteed Rural Housing Loan Program.
- 11) Discuss with local financial institutions the potential of becoming a participant in the USDA Rural Development's Guaranteed Rural Housing Loan Program.
- 12) Collaborate with Barron County Housing Authority and the USDA-Rural Development as sources of matching funds for the potential expansion of the Village's revolving loan fund to provide downpayment assistance and closing costs for income-eligible homeowners.
- 13) Work with the Wisconsin Department of Transportation and Barron County Highway Department to implement the policy recommendations in the transportation element.

9. LAND USE

The use of land is a critical factor in guiding the future growth of any community. This section of the Plan identifies a land-use goal, objectives, and policies for the Village of Turtle Lake based on current and projected land-use trends, as well as local land-use issues and conflicts.

9.1 Existing Land Uses and Land-Use Trends

Land-use data and trends for the Village of Turtle Lake are discussed in the *Existing Conditions Report* and previously in the Issues and Opportunities section. This includes a discussion of land supply, demand, and prices in the area. Together, the *Existing Conditions Report* and Utilities and Community Facilities element also include a school district map, discusses emergency services areas, and provides maps of the sewer and wastewater systems. The map of existing land uses within the Village of Turtle Lake is included in Appendix II. The existing land-use map is generalized for planning purposes only and does not constitute a legal survey; some site-specific variance in uses can be expected.

The agricultural and natural resources sections and maps in the Existing Conditions Report identify and discuss the area's prime farmlands, environmentally sensitive areas, and engineering constraints. Recent land-use trends by number of parcels and acreage for taxable lands within the Village are summarized in the table below:

	1993 parcels	1993 acreage	2004 parcels	2004 acreage	Annual Change <i>parcels acres</i>	2003 Density (avg parcel size)
Agricultural	40	821	32	599	-1 -20.2	18.7 ac
Forest	<i>n.a.</i>	<i>n.a.</i>	36	378	<i>not available</i>	10.5 ac
Residential	366	86	346	70	-1.8 -1.5	0.22 ac
Commercial	81	29	107	144	+2.3 +10.5	1.3 ac
Industrial	7	21	7	32	no change +1.1	4.6 ac
Other Private	<i>n.a.</i>	<i>n.a.</i>	10	20	<i>not available</i>	2.0 ac

source: Wisconsin Department of Revenue. 1993 & 2004 Statements of Assessments.

The most significant change over the past decade has been the increase in commercial properties, especially on the west side of the Village into Polk County and along U.S. Highway 8.

Commercial and industrial growth in this portion of the community is expected to continue.

Perhaps most surprising has been the decrease in residential parcels and acreage, yet the total population of the Village has continued to increase. This reflects the high percentage of rental units in the community. The current average lot size of approximate a one-quarter acre reflects an overall efficient development pattern. Not reflected above, however, is the residential estate

lot development occurring on the Village's east side for which specific lot information was not readily available and the residential planned unit development currently being constructed to the northeast. The development of these areas will significantly increase the residential acreage, and the large lots of the residential estate zone are inconsistent with past residential development densities.

The most significant public lands within the Village are the eight park and recreational properties described in the Utilities & Community Facilities element. Together, these eight public recreational properties constitute approximately 60.15 acres (or an average density of 7.5 acres per property). A full, accurate inventory of all other public and non-taxable private lands is not readily available and was not required for development of the plan policies. Most significant of these included the public school properties, church properties, wastewater treatment plant (abt. 4.8 acres), and cemetery (abt. 2.5 acres). A number of other public uses are scattered around the Village on parcels less than an acre in size, such as Village Hall, Post Office, and liftstations. This Comprehensive Plan does contemplate policy recommendations which would increase the public landholdings within the Village for parks, open space, redevelopment, and utilities.

9.2 Opportunities for Redevelopment

The primary opportunities for redevelopment or the change in land use within developed areas of the Village are all located in the downtown area. The two most significant opportunities for redevelopment were discussed under the "Opportunities for Brownfield Redevelopment" subsection of the Economic Development element.

The first location is the former B-Plant/Creamery or Associated Milk Producers building on Maple Street in downtown Turtle Lake. This older structure has been unoccupied in recent years and was recently evaluated by the Village as being beyond the financial feasibility of restoration. The Village is currently negotiating with the owner of the property regarding demolition of the structure and redevelopment of a replacement commercial building or the use of the property as a public parking and open space which complements the downtown.

Immediately west of the B-Plant/Creamery building are the deteriorating structures of the former Turtle Lake Feed Mill. Similar to the B-Plant/Creamery building, these structures are also likely beyond the financial feasibility of restoration. Reuse of the property as residential would be more compatible with adjacent parcels, or the property could be maintained as open space until a decision is made regarding the potential future extension of Industrial Street from the west. The Village is currently working on an amendment to their TIF boundaries for the inclusion of these properties for blight reduction.

The land-use plan also contemplates the redevelopment of a number of residential units in the downtown area between Maple Street and Elm Street to more appropriate commercial uses over time. Many of these structures are aging single-family homes which have been converted to multi-family apartments and are out of compliance with building codes. Others are not following the rental code because they were not originally approved as rental properties. The deteriorating condition and aesthetically detracting nature of some of these structures was noted as an issue for concern during the planning process. The Village is currently considering the

amendment of their TIF District to potentially allow for the acquisition and demolition of some of these properties as well.

A few other developed properties were identified for potential future public use. The residential homes adjacent to Village Hall could be acquired for the construction of a new library, allowing the Village Hall to be expanded into the current library space. Property near Old Mill Pond could be acquired for development of a downtown park with lake frontage. And the acquisition of the Old Gym on Martin Avenue by the Village or community group for an appropriate public use would be preferable to demolition of this historic structure or its conversion to a residential use.

There may be other opportunities for the redevelopment of properties which have deteriorating structures, are underutilized, or are incompatible with the plan vision. One such property is a deteriorating residential structure located adjacent to Budget Auto. The future land-use plan also contemplates commercial uses along Martin Avenue between Maple Street and Pine Street.

9.3 Land-Use Conflicts

The principal existing land-use conflicts identified for the Village are discussed as potential redevelopment opportunities in the previous subsection. These opportunities mostly entail the creation of a more coherent central business district over time as residential uses in the downtown become commercial uses. The current deteriorating and unkept nature of some residential structures in the downtown detracts from an already struggling business district.

While it was agreed that the existing industry in the downtown does pose some conflicts, the use does provide employment opportunities equally important to the community as well as an additional source of patronage for downtown businesses. The lumber company near Old Mill Lake does attract heavy truck traffic which has raised some concerns about the heavy truck traffic in the downtown and also conflicts with future plans for the development of a park in that area.

One other potential conflict is the existing RV Park located just west of Western Avenue. The future land-use plan anticipates industrial and business park development to be located to the south of the RV Park. Careful site planning and landscaping should be used to minimize conflicts between these two uses.

9.4 Land-Use Goal and Objectives

Land-Use Goal

Carefully plan and consistently guide the development of land in the Village of Turtle Lake to achieve a desirable balance between development and the natural environment which offers a good quality of life of residents, is efficient, and promotes other Comprehensive Plan goals.

Objectives:

- 1) Residential neighborhoods should offer a diversity of housing opportunities, compatible land uses, and attractive public spaces which promote a sense of identity and community.
- 2) Encourage orderly, planned commercial districts which minimize conflicting uses, provide adequate room for growth, and maintain distinctions for downtown commercial, highway commercial, and business park/industrial uses.
- 3) Safeguard and improve environmentally sensitive areas 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, smart growth through infill and redevelopment in underutilized areas and by encouraging cost-efficient, contiguous development which is concurrent with public infrastructure.
- 5) Consistently 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 which is consistent with this Comprehensive Plan.

9.5 Land-Use Policies

Currently, a number of key land-use policies already apply to the Village of Turtle Lake. These include the Village of Turtle Lake Building Ordinance and a number of codes administered by Barron County—Sanitary Ordinance, Shoreland-Wetland Ordinance, and Subdivision Ordinance. It is the intention that the following policies supplement the already existing land-use controls where possible:

- 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).
- 2) Redevelop the downtown area as the traditional, family-friendly village center with mixed commercial uses, professional services, and Railway Park as focal point. 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 Community Design Solutions report. A conceptual design of such potential improvements is provided on the following page.
- 3) Unify and better distinguish the downtown area by decreasing residential uses in the central business district, especially those multi-family uses which are detracting or in deteriorating condition. Promote the infill and continuity of commercial and governmental uses in the downtown.



A conceptual design for Maple St. looking south with unifying building facades, landscaping, store signage, curb, and other elements. Provided by Community Design Solutions. 2005.

- 4) Acquire and demolish the deteriorating B-Plant/Creamery Building and redevelop the site for downtown parking and open space tied into Railway Park, or redevelop it as a professional business center or with specialty commercial retail.
- 5) Utilize consistent and abundant wayfinding directional signage and possibly themed lighting to improve the visibility and connection between U.S. Highway 8 and the downtown.
- 5) Promote the clustering of similar commercial uses along Highway 8 and Highway 63 over time.
- 6) Identify additional business park and industrial land on the west end of the community with cost-efficient access to infrastructure.
- 7) Continue to provide adequate areas for single-family housing development on smaller lots to help encourage affordable housing development.
- 8) When amending the Zoning Ordinance, reconsider the need for both the Single-Family Estate (R2) and Country-Estates (CE-RES) districts which may not encourage development at an urban density which is efficient for the provision of public services. An option is that such a district should incorporate conservation design elements when possible to promote the preservation of open space and protect natural resources, potentially offering density bonuses to encourage such design.

- 9) Amend the Zoning Ordinance to incorporate components of the “Model Ordinance for a Traditional Neighborhood Development” from UW-Extension for older residential neighborhoods.
- 10) Amend applicable regulations to reflect that land-use decisions (e.g., conditional use permits, variances, zoning amendments) should consider the following general standards:
 - the use will not be detrimental to or endanger the public health, safety, or general welfare
 - the use would be in the public interest, and not solely for the benefit of the applicant
 - 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
 - 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
 - the use will not impede the normal, orderly, and planned development and improvement of adjacent properties
 - adequate infrastructure and access is, or will be, available in a cost-efficient manner for the community
 - potential impacts on environmentally sensitive areas or other critical communities services (e.g., schools, nursing care, governmental) are prevented or mitigated
 - the use is compatible with existing and planned infrastructure and public spaces
 - the use is consistent with the Comprehensive Plan 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
 - the use will not establish a precedent which is inconsistent with the vision and goals of the Comprehensive Plan
- 11) 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.
- 12) Amend the Zoning Ordinance to clarify the distinctions between zoning districts and provide additional guidance for zoning administration and decision-making based on recent case law.
- 13) Establish a site plan review checklist or procedural manual consistent with the vision, goals, and objectives of the Comprehensive Plan for land-use decision-making.
- 14) Support continued enforcement of Village of Turtle Lake land-use and building regulations, including increased educational efforts on adopted regulations for residents, community officials, and the business community.

- 15) Survey the incorporation limits of the recently annexed areas of the Village along the northern portion of Skinaway Lake to provide a more reliable description and map of the Village limits in this area. Perform a similar survey of the Village limits between North Poplar Street and Hillman Road.

9.6 Land-Use Projections and Future Land-Use Map

In accordance with State planning law, comprehensive plans must include 20-year land-use projections in 5-year increments. The land-use projections for the Village of Turtle Lake are based upon population projections from the Wisconsin Department of Administration, land-use trends over the past decade, the current Village average household size of 2.24 persons per occupied unit, and the future land-use map. The land-use projections are also consistent with the other policy recommendations within this Comprehensive Plan. These projections can be found on the following table:

	2005 acreage	2010 acreage	2015 acreage	2020 acreage	2025 acreage
Residential	140	148	156	165	173
Agricultural	599	541	483	425	366
Commercial	163	216	269	322	373
Industrial & Business Park	36	48	60	72	83
Projected Population	1,105	1,151	1,190	1,233	1,250

sources: U.S. Census, Wisconsin Department of Administration, Wisconsin Department of Revenue, WCWRPC

The above projections are based on existing trends and assume implementation of the Plan recommendations, including a strong preference for single-family home development rather than additional multi-family development. However, given the small population of the community, a limited number of large changes in land use can have substantial impacts on these projections.

For instance, the 2005 acreage includes the recently annexed 67-acre planned unit development being constructed on the Village’s northeast side; this development almost doubled the total number of existing residential acres in the Village. As such, these projections should be used cautiously. Also note that vacant or undeveloped lands are not projected and some of the increased development projected above will occur on these vacant lands.



Currently, the Village of Turtle Lake does not anticipate any annexations for the planning period, but will consider such requests on a case-by-case basis based on the compatibility of the request with the vision, goals, and objectives of the Comprehensive Plan.

Residential-Use Projections

According to the Wisconsin Department of Administration, projected population growth during the next 25 years is expected to slow within the Village of Turtle Lake. A total of 185 additional residents and 148 additional households have been projected by 2025.

Based on the 2000 U.S. Census, 38 additional housing units would be needed by 2025 at 2.29 persons per household. However, based on the Wisconsin Department of Administration projections, the number of needed additional housing units would be 53, if the existing 5.5% vacancy rate is considered.

Plan policies promote more single-family homeownership, rather than the construction of additional rental units. This has two impacts on the residential projections:

- 1) New housing units will primarily be single-family homes on individual lots.
- 2) If plan objectives are attained, the demand for housing units will shift, with a proportion of the existing resident population also requiring single-family housing and more residential land per household. As of 2000, there were 170 multi-family housing units in the Village.

Based on the Wisconsin Department of Revenue *2004 Statement of Assessments*, the average residential lots size in the Village is 0.25 acres. However, there has been some recent large-lot residential development on the east side of the Village in a residential-estate zone which could increase this average lot size considerably if such growth continues.

Assuming a 0.25 acre average lot size and an additional 25% allowance for right-of-way and infrastructure, it can be projected that 12-18 acres of additional residential land will be needed to meet the demands of new residents by 2025. If approximately a quarter of all households in multi-family units were able to move to single-family homes, an additional 40-45 lots or 12-15 acres would be needed at a 0.25 acre average lot size.

The future land-use plan map identifies ample residential acreage to meet the projected residential needs through 2025. One such primary area, located south of the Cattail Trail, delineates 75 acres for future residential use. During implementation, the Village may want to use a policy of concurrency with utilities combined with a phased approach to rezonings to help manage future residential growth and promote efficient growth patterns. Without an adopted plan or subdivision for each of these residential areas, the provision of utilities and re-zoning as residential use could result in a haphazard, piece-meal, and inefficient land-use pattern which is inconsistent with the vision, goals, and objectives of this Plan. It is advised that each proposed, new residential area should be planned in its entirety prior to allowing residential development to occur.

Agricultural-Use Projections

The Village of Turtle Lake recognizes the importance of agricultural preservation and supports land-use policies which promotes residential growth at urban densities on municipal utilities, rather than large-lot housing development resulting in the loss of prime farmlands in unincorporated areas. Currently, the Village does not anticipate the need to annex additional agricultural acreage within the Village limits during the twenty year planning period.



For purposes of projecting agricultural acreage within the Village, the future land-use map was used in conjunction with the projections for the other land-use types. Large areas on the south side of the Village are expected to remain in agricultural production. If residential development within the Village is maintained at an efficient, urban density, the loss of agricultural land within the Village may begin to slow in comparison to the 20-acres of land taxed as agricultural which was lost each year on average in the Village over the past decade. These losses were in large part due to commercial development on the community's west side.

Commercial-Use Projections

Over the last decade, commercial development along the US Highway 8 corridor has exploded, increasing the amount of commercial acreage dramatically within the Village. Projecting commercial development for the future is difficult. Two primary trends are anticipated to occur, based on Plan policies:

- 1) Infill and conversion of deteriorating multi-family lots in the downtown area to commercial uses. While this could potential result in 8-12 more parcels of commercial development, the average lot sizes would be small at less than 0.25 acres each. The existing B-Plant/Creamery property is also identified as a commercial use on the future land-use map, but this should be applied with great flexibility since use of the property for downtown parking or a governmental use might also be very appropriate.
- 2) Commercial development of much larger parcel sizes is anticipated to occur along USH 8, USH 63, and near the Casino. For instance, a campground/RV park is being developed by the St. Croix Chippewa Tribe north of the Casino which is not reflected on the existing land-use map. To the west of Skinaway Lake and to the north of USH 8, the St. Croix Chippewa Tribe has indicated that a resort and golf course may be part of their future plans.

For purposes of projecting future commercial development, recent commercial development trends of an additional 10.5 acres per year were used, which was consistent with the overall acreage of commercial development land shown on the future land-use map.



Industrial- and Business Park-Use Projections

The future land-use map provides approximately an additional 47 acres of industrial/business park land on the Village's west side, more than doubling the existing industrial acreage in the community. Based on the plan policies to attract new industries to the community and help existing businesses expand, it is anticipated that this acreage will be developed during the 20 year planning period.

Future Land-Use Plan Map

The future land-use plan map is an expression of the community's future vision for the use of land. The land-use plan map is utilized by the Village to guide growth, development, and land-use decisions. However, it is important that the future land-use plan map is used within the context of the vision, goals, objectives, and policy recommendations found within this Comprehensive Plan. The uses portrayed on the future land-use map are generalized and the map should be used for planning purposes only; some parcel-specific variation can be expected.

It is important not to confuse the future land-use plan map with the official zoning map for the community, which must be more strictly enforced through the Village's Zoning Ordinance and maintained on a parcel-by-parcel basis. And while there is a strong link between the future land-use plan map and the Village's official zoning map, the future land-use plan map can be helpful in other community planning efforts; and the Village is not limited to zoning to achieve the vision it expresses.

Another difference between the zoning map and future land-use plan map is the timeline each represents. Zoning maps are often used to manage development within a shorter time period, and help advance these uses toward the vision presented in the land-use plan map. Zoning maps are sometimes used to help phase or manage growth by maintaining undeveloped land in an open space, rural, or agricultural zoning district even though the future land-use plan map might envision a more intensive residential or commercial use for the area. Once services are available and contiguous growth occurs, then a rezoning consistent with the future land-use plan is undertaken.

The land-use plan map reflects the desired future. It can be challenging and take a very long time for a community to change the use of existing development which does not conform with the land-use plan. In addition, not all areas identified for development are expected to be fully developed by the end of the twenty-five year planning horizon.

10. IMPLEMENTATION

To achieve the community’s vision, the Plan must be put into action. This section of the Plan identifies a timeline of specific actions to be completed in order to achieve the Plan’s vision, goals, and objectives. This includes a description of how each of the Plan’s elements is integrated and consistent with each other.

The Comprehensive Plan must also be a “living,” dynamic document which considers or allows for change in the community. An evaluation strategy provides a mechanism to measure progress towards achieving all aspects of the Comprehensive Plan and monitors progress in the context of local change. And a process for Plan amendments and updates is described.

10.1 Action Plan

The action plan identifies short-term and long-term priorities for implementation of the plan. Identified timeframes are approximate and implementation of the individual action items is subject to available resources and conditions at the time of implementation.

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 to the right*). Other policy recommendations noted in the Plan may be initiated by the Village Administrator.

The Plan Commission will review the action plan annually to evaluate progress on plan implementation and monitor the consistency of ongoing operations and proposed new policies with the vision, goals, and objectives of the plan. Some general policies within the other Plan elements do not have specific action items included here.

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

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)

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 actions identified below.

The action plan is organized into the following categories of implementation actions:

- Public Information and Participation
- Planning and Program Activities
- Codes and Ordinances
- Cooperative Efforts

Information and Community Participation		
1.1	Increase resident knowledge of existing recycling programs and hazardous waste disposal by means such as posting flyers at the Village Hall and periodic inclusion of reminders in the newspaper.	2006, ongoing thereafter
1.2	Utilize University of Wisconsin-Extension and other available resources to increase resident and Plan Commission understanding of planning regulations, techniques, and conservation subdivision design.	2006, periodically thereafter
1.3	Increase resident knowledge of available housing assistance programs through flyers in public areas, working with rental housing owners, and the newspaper.	2006, ongoing thereafter
1.4	Work with Barron & Polk County Housing Authorities and local mortgage lenders to conduct periodic homebuyer workshops on counseling programs on topics such as the home buying process, budgeting, insurance, and maintenance. Require participation in such counseling as a condition of receiving downpayment financial assistance from the Village.	2006, periodically thereafter
1.5	Work with the School District and other community groups to increase resident and youth knowledge of local environmental issues and appropriate ways to dispose of hazardous materials. Include educational materials on protecting water quality along shorelands and participation in the TreeCity USA Program.	2008, and annually each spring
1.6	Following modification and restructuring of the Village land-use ordinances, but prior to adoption and the public hearing, conduct a joint-meeting of the Village Board and Plan Commission to discuss the proposed changes, the permitting processes, roles/responsibilities, and related implementation issues.	2007, and ongoing or as needed
1.7	Continue to monitor governmental procedures to ensure opportunities for community participation during all phases of plan, program, and regulation development and implementation.	ongoing

Planning and Program Activities		
2.1	Encourage citizen participation on the Parks and Recreation Committee.	2006-2007
2.2	Develop a volunteer citizen Tree (or Urban Forestry) Board charged with developing and implementing an annual community forestry management plan and a “Tree Care Ordinance” which is adopted by the Village Board. A minimum of \$2 per resident should also be budgeted annually for care of the Village’s trees and implementation of the community forestry management plan.	2006-2008
2.3	Develop and implement a wayfinding community signage program as recommended in the Community Design Solutions report. Use the new directional signage to increase the visibility and connection between USH 8 and the downtown.	2006-2008
2.4	Develop a new community well and abandon the old one. Also building a new water tower to increase storage capacity.	2006-2009
2.5	Amend the TIF district to include those deteriorating structures in the downtown area and pursue Brownfields grant funding for the demolition and clean-up of the B-Plant/Creamery property and the old Feed Mill property as needed. Finalize plans for the reuse of the B-Plant/Creamery property consistent with the revitalization efforts in the downtown.	2006-2010
2.6	Work with Barron County, Polk County, Turtle Lake Area Chamber of Commerce, and other economic development resources to develop a marketing plan for the Village’s business park following the guidance provided in this Plan.	2007-2008
2.7	Analyze the feasibility of contracting with a village-wide private solid waste hauler and make a recommendation to the Village Board.	2007-2008
2.8	<p>Develop a working group with the Turtle Lake Area Chamber of Commerce and downtown business owners to serve as a Downtown Revitalization Committee to help guide downtown revitalization efforts, including:</p> <ul style="list-style-type: none"> - develop a downtown marketing plan which includes regular events in the downtown area (e.g., Farmer’s Markets, musical events, art and crafts shows, special sales) - fine-tune a design standard for the downtown commercial district. <p>The working group might consider visiting other communities who have had success in their revitalization efforts and participating in a downtown evaluation.</p> <ul style="list-style-type: none"> - consider developing a facade/storefront improvement program and explore optional financial and technical assistance programs to implement this program. Options might include: a business improvement district, a low-interest loan program, offering architectural assistance, Wisconsin Historic Preservation Fund subgrants, a Main Street Program, CDBG funding, and other fund-raising. Such funding could also be used for landscaping elements such as street furniture, special lighting, plantings, etc - work with community groups and downtown business owners to identify older structures of historical significance to the community which might be eligible for the National Register of Historic Places. 	2007 and ongoing thereafter

	<p>In particular, owners of older commercial buildings in the downtown should be made aware that they may be eligible for historic preservation tax credits to help fund rehabilitation if their structure is placed on the National Register, though this status may impact renovation and demolition of the structure in the future</p> <ul style="list-style-type: none"> - provide guidance on the development of Railway Park - provide advisory recommendations to the Plan Commission and Village Board on other downtown revitalization issues 	
2.9	<p>As feasible based on need, availability of land, and availability of resources, develop those parks and recreational projects following those facilities standards as contemplated this Plan, including:</p> <ul style="list-style-type: none"> - develop a small downtown playground behind the American Legion Hall (2007-2008) - ATV loading and parking area in the downtown (2007-2008) - improve the boat landing on Skinaway Lake (2007-2010) - work with Turtle Lake Public Schools to connect Skinaway Lake to the School Forest Area for expanded recreational opportunities (2007-2010) - continue to develop Railway Park, including a potential heritage center or museum (2007-2012) - assess the feasibility of developing a park on Hillman Lake (2008-2012) - acquire land and develop a park on Elbow Lake (2012-2018) - acquire land and develop a park at Old Mill Pond (2015-2020) - the Parks and Recreation Committee should assess the feasibility and need for a community recreational and fitness facility (2015-2020) - develop the former wastewater treatment pond area as a nature-based recreational area (after 2015) - link new residential development areas to community parks and the downtown through trail systems when possible, using developer exactions to acquire right-of-way if necessary (ongoing) <p>Some land acquisition or park development may commence earlier than anticipated here as opportunities arise or funding becomes available. The Parks and Recreation Committee should encourage participation and contribution by residents and community groups during these projects.</p>	varies by project
2.10	<p>In conjunction with the Village’s current 5-year Financial Management Plan, develop and maintain a Village Capital Improvements Plan with a minimum 5-year planning horizon covering estimated costs and anticipated funding sources for planned road projects, community facilities, major program investments, land acquisition, utility improvements, and other such public expenses.</p>	2007-2009
2.11	<p>Integrate into the Village Capital Improvements Plan estimated costs for the development public parks and recreational facilities, with costs broken down by major expense (e.g., acquisition, infrastructure, equipment, and anticipated annual maintenance). Once developed, the CIP and this Comprehensive Plan together should be submitted to Wisconsin Department of Natural Resources as the official <i>Village of Turtle Lake Outdoor Recreational Plan</i> to enable eligibility for related grant dollars.</p>	2007-2009

2.12	Consider working with the Wisconsin Historical Society to become a Certified Local Government for historical preservation.	2007-2010
2.13	Work with service providers and lenders to acquire grant funding for the expansion of the Village housing assistance program to include down-payment assistance for income eligible residents. Potential grant funding sources such as WHEDA, the USDA Direct Loan Program and the Guaranteed Rural Housing Loan Program.	2007-2010
2.14	Work with adjacent landowners to survey municipal boundary of the Village on the north end of Skinaway Lake and near Hillman Lake to more reliably determine the Village incorporation limits.	2008-2010
2.15	The Parks and Recreation Committee should develop a marketing strategy to increase use of Tom Hartzell Memorial Field and help attract tournaments and other appropriate events.	2008-2012, following completion of the concession stand
2.16	Develop a formal small business program by building a technical assistance network and procuring funds for the establishment of a revolving loan fund for financial assistance.	2008-2012
2.17	Develop the downtown “gateway” concept in the area of the Maple St. and Martin Ave. intersection based on the recommendations of Community Design Solutions, possibly implemented in concert with the development of a new Village library.	2008-2015
2.18	Research options and acquire property for the construction of a new library designed in a manner consistent with the historical character of the downtown and as a key visual feature at the entrance to the downtown area. Expand the Village offices into existing library space using the space for Council chambers, meetings, and as a court room. Pursue grant funding for the design and construction of the new library. Consider a design which enables the building to also serve as a community storm shelter for those who might not otherwise have access to such a shelter. Also integrate amenities and infrastructure so the new library can serve as a community technology center. Work with the Wisconsin Division for Libraries, Technology, and Community Learning in the planning and fund-raising for the new library.	2008-2015
2.19	Work with consulting engineer to reassess the stormwater management issues and develop a stormwater management plan for the community. Revisions or amendments to related ordinances may be required following plan adoption.	2010-2015
2.20	The Plan Commission should monitor the roadway concerns discussed in the transportation element and re-analyze the potential road and intersection options to determine if further action is warranted.	2012-2020
2.21	For the next update of the Village Outdoor Recreational Plan (ORP), the Housing Committee and the Parks & Recreation Committee should conduct a series of discussions to assess the recreational needs of residents in multi-family housing and make recommendations for possible inclusion in the ORP update.	2012-2020

Codes and Ordinances		
3.1	Conduct a special joint-meeting of the Plan Commission, Housing Committee, Village Board, and the Building Inspector to discuss housing and building code enforcement issues and to demonstrate support for continued code enforcement. Require a brief annual report from the Building Inspector which reviews activities, issues, and recommendations. Conduct similar meetings annually to consider the Inspector’s report and identify additional related strategies to address concerns. Discuss amending the Village Housing Code to expand the role of the Village Housing Committee.	2006; annually thereafter
3.2	Develop a wellhead protection plan and ordinance in concert with the new community well as required by State of Wisconsin law.	2006-2008
3.3	Modify and restructure the Village Code of Ordinances for improved consistency between sections, applicability, and ease of use. For land-use codes, integrate visual references where applicable. Make the modified ordinances available at the Village website.	2006-2008; maintain thereafter
3.4	<p>Modify the Village Zoning Ordinance to be consistent with Plan policy recommendations, such as:</p> <ul style="list-style-type: none"> - at the beginning of the ordinance, incorporate those general standards as discussed in this Plan which strengthen the nexus between the Ordinance and this Plan while providing the basic overall tenets which should be considered when making land-use decisions - integrate a land-use permitting process which requires site plan review based on size, use, and potential impacts - maintain distinct and distinguishable zoning districts and clearly state that the ordinance should not be interpreted as “pyramidal zoning” - consider combining the Single-Family Estates (R2) and County-Estates (CE-RES) districts into a single zoning district and encourage planned unit development (PUD) and/or conservation subdivision design as preferred alternatives to large estate lot development by providing density bonuses - modify the General Industrial District (I-1) to better reflect a Business Park district to include office buildings, research and development facilities, etc. - increase the distinctions in uses and design standards between the General Commercial District (B-1) and the Highway Commercial District (B-2); if needed, develop a separate, new Downtown Commercial District based on those recommended uses in this Plan - develop and apply design standards for the downtown and highway commercial districts which are aesthetically unique to each district and promotes consistent design (e.g., signage, facade, lot layout, parking, colors, materials) within each district; consider the Community Design Solutions concepts when establishing downtown design standards - develop an Institutional Zoning District for schools, day care, medical facilities, senior centers, governmental buildings, and other such public facilities - include nursing care, senior CBRFs, and day care facilities as allowable uses in more zoning districts of the community - modify the signage regulations to refer to any more-restrictive design 	2006-2009

	<p>standards in other ordinance sections or overlay districts</p> <ul style="list-style-type: none"> - incorporate minimum design standards for the construction of new roadways in the Village, including surfacing, width, grade, curb-and-gutter, sidewalks, landscaping, on-street parking, etc - require convenient access to a storm shelter for residents of new development, if basements or crawl spaces are not available - revisit and revise the <i>Performance Standards-Industrial Development</i> of the existing Zoning Ordinance to increase the applicability of such standards to all zoning districts, including commercial and institutional districts; differences in restrictions and standards by use can still be noted 	
3.5	<p>Modify the Village Zoning Map to be consistent with Plan policy recommendations, such as:</p> <ul style="list-style-type: none"> - distinguish areas of downtown commercial and highway commercial - increase the amount of commercial zoned parcels in the downtown to promote infill and continuity of uses - maintain a minimum of five-years supply (<i>currently 8 to 10 acres</i>) of vacant residentially zoned land based on projected demand in a zoning district which allows smaller, affordable lot sizes - apply the future land-use plan map to the official zoning map in phases to promote infill and cost-efficient expansion; work with Village engineers to promote growth which is concurrent with available sewer and water services - identify any special overlay districts incorporated with the revised ordinance, such as a traditional neighborhood district 	2006-2007
3.6	<p>Modify the Village Subdivision Ordinance to be consistent with Plan policy recommendations, including parking requirements, road cross-section standards, landscaping, sidewalks, provision of recreational opportunities, and requiring a minimum percentage of quality, affordable housing for all major residential and mixed-use subdivisions. Require maintenance agreements for private roads, shared wells or septic systems, and similar privately managed infrastructure.</p>	2006-2008
3.7	<p>Modify the Village Subdivision Ordinance to enable the Village to negotiate exactions from developers for the public costs related to development (e.g., roads, stormwater systems, utilities, emergency sirens, parks). Payment in lieu of the dedication of public lands for rights-of-way, parks, or other public use related to the development can also be negotiated. Also modify the Village Zoning Ordinance to allow the negotiation of exactions for special studies and the provision of services directly related to a proposed development. At the discretion of the Village Board, these exactions can be waived if the public benefits of the proposed development outweigh the public costs.</p>	2006-2008
3.8	<p>Remove the environmental assessment checklist from the Subdivision Ordinance and incorporate the checklist, application forms, and other related administrative materials into a procedural handbook. Revise the checklist and other materials to be more generalized for applicability to multiple land-use ordinances and permitting. Amend the related ordinances to reference the procedural handbook.</p>	2006-2008

3.9	Enact an official mapping program to identify future public right-of-ways and proposed acquisitions, including new roadways and proposed future parks.	2007-2010
3.10	Using the Model Ordinance for Traditional Neighborhood Development as a guideline, consider the development of a traditional neighborhood overlay district to guide design and site layout for residential uses in the older neighborhoods of the community	2010; or as needed
3.11	Develop appropriate ordinance language regarding stormwater management and erosion controls which is consistent with State of Wisconsin regulations. Modifications to the Village Building Code, Zoning Ordinance, Subdivision Ordinance, and land-use procedural handbook may be required.	2010-2015
3.12	A copy of the Village Subdivision Ordinance should be provided to adjacent towns when changes are made to the ordinance which may apply to extraterritorial plat review authority.	as needed

Cooperative Efforts & Strategic Partnerships		
4.1	Be actively involved in USH 8 planning efforts and provide feedback to Wisconsin Department of Transportation and their consultants regarding proposed USH 8 improvements. Any redesign of the existing alignment should be encouraged to be consistent with the vision and policies in this Plan and should encompass adjacent frontage roads. Express the need to decrease speeds on USH 8 east of Poplar Street within the Village and improve pedestrian safety on the existing alignment as soon as possible.	2005; ongoing
4.2	The Plan Commission should conduct annual intergovernmental meetings with adjacent towns to discuss local land-use trends, current plans, issues, conflicts, and opportunities for cost-sharing. Village personnel, county highway departments, or other county offices should also be invited depending on anticipated agenda items.	2006; annually thereafter
4.3	The Housing Committee should conduct a meeting(s) with Barron County Housing Authority, Polk County Housing Authority, USDA-Rural Development, Wisconsin Housing and Economic Development Agency, and local financial institutions to coordinate specific home-ownership strategies for the Village and to increase the participation in housing assistance programs by local financial institutions.	2007-2010
4.4	Maximize available resources during the implementation of the Village's economic development strategies, such as marketing planning and the small business program. Available resources include County Economic Development Corporations, the Chamber of Commerce, West Central Wisconsin Regional Planning Commission, Wisconsin Department of Commerce, and USDA- Rural Development. Include local energy and telecommunication providers in these discussions to ensure a reliable and modern infrastructure.	2006 and ongoing thereafter
4.5	Formalize the Village's Local Emergency Response Committee to maintain an updated Emergency Operating Plan, coordinate disaster response training, promote related educational efforts, identify opportunities to mitigate potential hazards, and provide recommendations to the Village Board on the provision of emergency services. The Committee shall include representation from St. Croix	2006-2008; ongoing thereafter

	Casino and local emergency responders, and seek input from adjacent unincorporated Towns. Issues to be addressed include the potential establishment of ambulance service based in Turtle Lake, joint-training exercises, and working with Barron and Polk Counties to increase the effectiveness of the weather warning system.	
4.6	Conduct a meeting with the Barron County Recycling Program, county emergency management offices, and adjacent towns to identify strategies to increase resident awareness of existing recycling programs and Clean Sweep efforts. Also discuss options to further supplement existing efforts to increase resident accessibility to such programs.	2007-2010
4.7	The Plan Commission should work with Barron & Polk County Highway Departments and Wisconsin Department of Transportation to evaluate the need and a potential location for a commuter Park-n-Ride lot based on commuter trends and cost feasibility.	2008-2015
4.8	Coordinate with area community groups to establish a working group to inventory the historic assets of the community, increase resident knowledge of the Village's historic character, and make any related recommendations to the Village Board regarding historic preservation.	2008-2015
4.9	Provide opportunities for adjacent municipalities to comment on proposed plans and ordinances which may have intergovernmental impacts.	ongoing; as needed
4.10	If needed, meet with the School District, community groups, and adjacent Towns to identify strategies to continue recreational and fitness programs for area residents. Develop strategic partnerships and explore potential cost-sharing to maintain such programs.	as needed

10.2 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.

The elements of the Comprehensive Plan are also internally consistent. Indeed, 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.

10.3 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 whether a Plan amendment or update is needed.

The Plan Commission will conduct an annual review and evaluation on: (a) progress of Plan implementation, (b) growth trends in past year, (c) issues and conflicts with the Plan, and (d) any needed Plan amendments. The Plan Commission will report its findings of each annual review to the Village Board.

10.4 Plan Amendments and Updates

Plan monitoring and evaluation is an ongoing process and will, at some time, lead to the realization that the Plan requires an amendment or updating.

Plan Amendments are minor changes or additions to Plan maps or text as deemed necessary and appropriate. The Village Plan Commission must be given sufficient opportunity to make a recommendation to the Village Board on proposed amendments prior the Village Board decision.

As discussed in the previous sub-section, the Village Plan Commission will conduct an annual review of the plan which will include a determination of the need for Plan amendments or updates.

The Plan will be updated at least every 10 years as required by State law, unless a more frequent update is deemed necessary by the Village Board. The Village Plan Commission is responsible for facilitating the Plan update, working within any general guidelines provided by the Village Board.

The adoption process for Plan amendments and Plan updates is similar. Consistent with State law, a public hearing at a joint-meeting of the Plan Commission and Village Board will be held. The Plan Commission must then adopt a resolution recommending the proposed Plan changes or update to the Village Board. The Village Board will then adopt by ordinance the Plan changes or update.

The Village of Turtle Lake will encourage public participation during Plan amendment and update processes. Frequent Plan amendments and updates should be avoided.

APPENDIX I

PUBLIC PARTICIPATION PLAN

RESOLUTION 2004-02

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 16th day of February, 2004.

Laurie J. Tarmen
Laurie J. Tarmen
Village President

Frances Durcannon
Frances Durcannon
Village Administrator

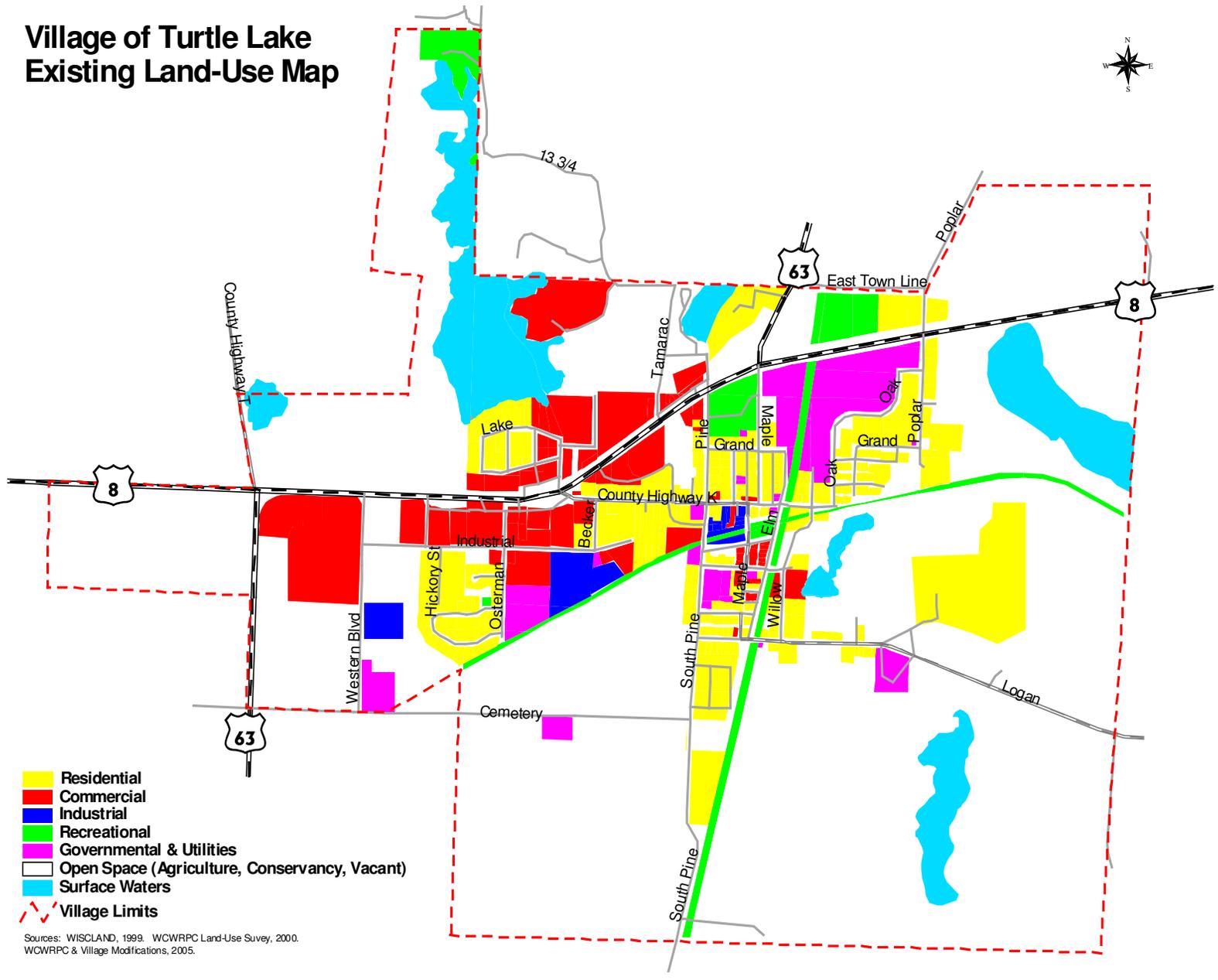
Ayes: 7
Nays: 0-

APPENDIX II

EXISTING LAND-USE MAP

The following Existing Land-Use Map is for general planning purposes only and does not constitute a legal survey. Some parcel-specific variances land use can be expected.

Village of Turtle Lake Existing Land-Use Map



- Residential
- Commercial
- Industrial
- Recreational
- Governmental & Utilities
- Open Space (Agriculture, Conservancy, Vacant)
- Surface Waters
- Village Limits

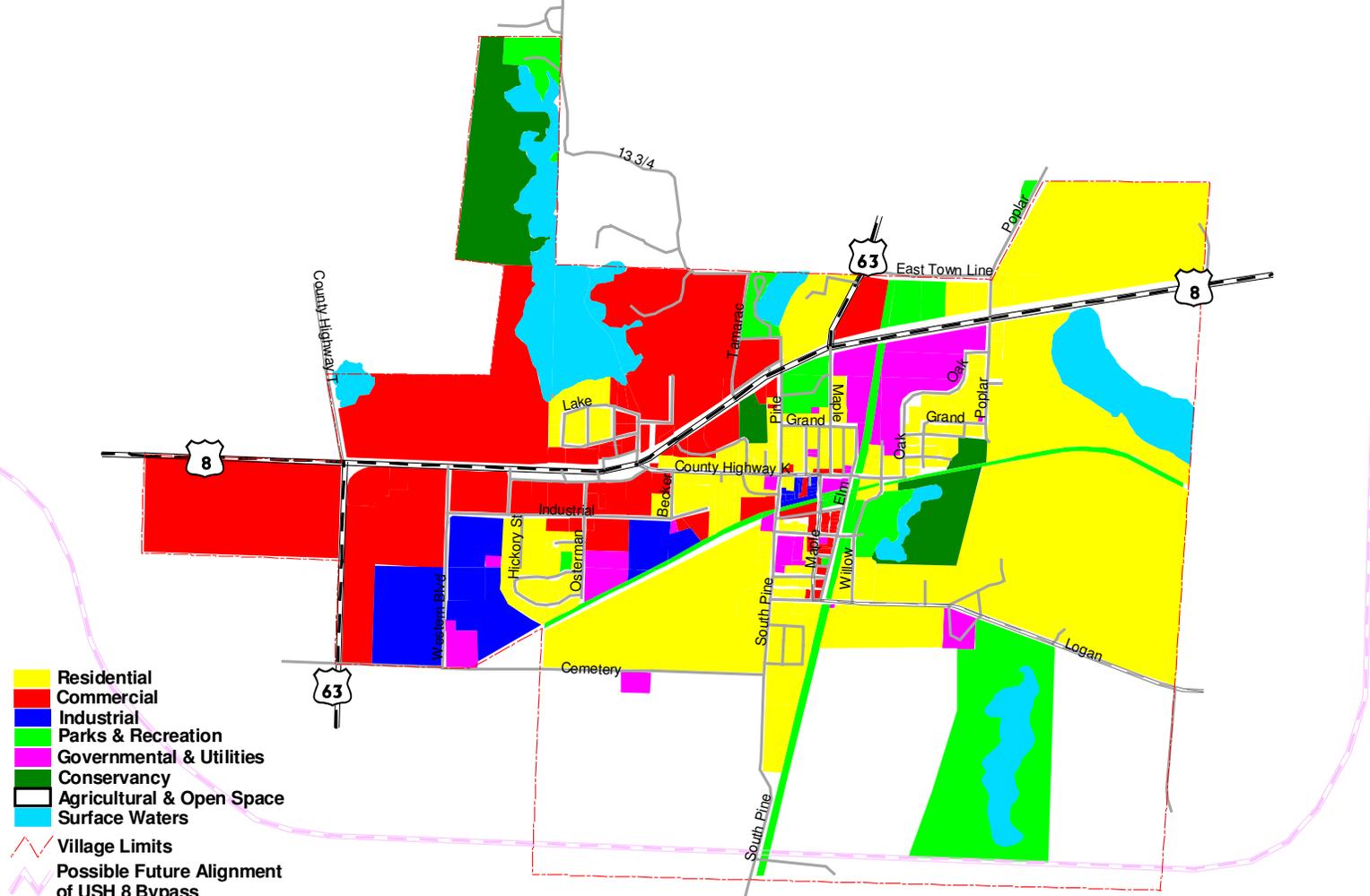
Sources: WISCLAND, 1999. WCWRPC Land-Use Survey, 2000.
WCWRPC & Village Modifications, 2005.

APPENDIX III

FUTURE LAND-USE MAP

The following Future Land-Use Map is for general planning purposes only and does not constitute a legal survey. Some parcel-specific variances in land-use should be expected. The map should be used within the context of the vision, goals, objectives, and policy recommendations provided in this Comprehensive Plan.

Village of Turtle Lake Future Land-Use Plan Map



Sources: WISCLAND, 1999. WCWRPC Land-Use Survey, 2000.
WCWRPC & Village Modifications, 2005.