

# *Village of Butternut*

**Comprehensive  
Plan: 2006 to 2025**

## **Policy Document**

*Adopted by Town Board On: November 13, 2006*



# Acknowledgements

*Village of Butternut  
Comprehensive Plan - Policy Document*

## Village Board

Troy Scherwinski, Village President

Tom Christian, Trustee  
Kelly Meredith, Trustee  
Larry Meverden, Trustee  
Robert Peterson, Trustee  
Greg Scherwinski, Trustee  
Joan Weis, Trustee

## Plan Commission

Carl Lawver  
Kelly Meredith  
Brenda Neumann  
Bob Peterson  
Nathan Pritzl  
Greg Scherwinski  
Troy Scherwinski, Chair

## Other Village Officials

Brenda Neumann, Village Clerk/Treasurer  
Daren Weik, Street Superintendent

## Funding

This plan was prepared with funding from the Village and a multi-jurisdictional planning grant the Village received from the Wisconsin Land Council along with the following jurisdictions: towns of Agenda, Ashland, Chippewa, Gingles, Gordon, Jacobs, La Pointe, Marengo, Morse, Peeksville, Sanborn, Shanagolden, and White River and City of Mellen.

Additional funding was provided by the Wisconsin Coastal Management Program and the National Oceanic and Atmospheric Administration, Office Ocean and Coastal Management under the Coastal Zone Management Act, Grant #NA03NOS4190106.



Vierbicher Associates, Inc.; Madison, Wisconsin



# Table of Contents

*Village of Butternut  
Comprehensive Plan - Policy Document*

Table of Contents .....	i-1
<b>1 - Introduction</b>	
Foreword .....	1-1
What is a Comprehensive Plan? .....	1-1
How Will this Plan be Used? .....	1-2
Public Participation and Adoption Process.....	1-2
Organization of Plan Documents .....	1-3
Plan Monitoring and Amendment.....	1-3
Community Survey .....	1-3
Previous Local Planning Efforts.....	1-4
Statewide and Regional Plans.....	1-4
<b>2 - Community Vision and Plan Implementation</b>	
Introduction .....	2-1
Goals, Objectives, Policies and Plan Implementation.....	2-2
Population Growth.....	2-4
Housing.....	2-4
Transportation.....	2-5
Water and Wastewater Facilities .....	2-6
Utilities and Community Facilities.....	2-7
Natural Resources.....	2-8
Cultural Resources .....	2-9
Land Use.....	2-10
Community Design.....	2-11
Economic Development.....	2-12
Intergovernmental Cooperation .....	2-13
Community Involvement.....	2-14
Plan Monitoring and Evaluation.....	2-15
<b>3 - Issues and Opportunities Element</b>	
Introduction.....	3-1
Identification of Issues and Opportunities.....	3-1
Economic Development Approach .....	3-5
Desirable Businesses.....	3-5
Assessment of Strengths and Weaknesses .....	3-5
<b>4 - Plan-Based Forecasts</b>	
Introduction .....	4-1
Population Forecasts.....	4-2
Housing Forecasts .....	4-4
Employment Forecasts .....	4-4
Land Use Forecasts.....	4-5
<b>5 – Future Conditions</b>	
Introduction .....	5-1
Future Land Use Plan .....	5-1
Future Transportation Plan .....	5-3
Future Utilities and Community Facilities.....	5-3



# Table of Contents

*Village of Butternut  
Comprehensive Plan - Policy Document*

## **6 - General Provisions**

Generally.....	6-1
Interpretation.....	6-2
Amendment.....	6-3

## **Appendix**

Adoption Ordinance

## **Maps**

Future Land Use: 2006 to 2025.....	5-5
Future Transportation Network: 2006 to 2025.....	5-6



# Introduction

Village of Butternut  
Comprehensive Plan - Policy Document

## Foreword

In 2002, all of the jurisdictions in Ashland County with the exception of the city of Ashland, submitted a grant application to the Wisconsin Land Council to help fund the preparation of comprehensive plans for each consistent with the new planning legislation adopted in 1999. The application was funded in 2003. The County hired Vierbicher Associates to assist with the county-wide plan, and plans for 15 of the 16 individual jurisdictions.

### Chapter Contents

- ◆ Foreword
- ◆ What is a Comprehensive Plan?
- ◆ How Will This Plan Be Used?
- ◆ Public Participation and Adoption Process
- ◆ Organization of Plan Documents
- ◆ Plan Monitoring and Amendment
- ◆ Community Survey
- ◆ Previous Local Planning Efforts
- ◆ Statewide and Regional Plans

## What is a Comprehensive Plan?

A comprehensive plan is a document that describes a long-term vision that a community wants to achieve. It is a broad brush look at the entire community in terms of where it is now and where it would like to be in the coming years. It looks at the many parts of the community, how the community functions, and its role in the region.

The future vision is depicted with maps showing future conditions and with goals, objectives, and policies. Tasks and activities are also identified that need to be achieved to help implement the plan. By law, this comprehensive plan must look out at least 20 years.

Having described what a comprehensive plan is, it's also appropriate to describe what a comprehensive plan is not. Because a comprehensive plan is strategic in scope, it does not focus on physical design elements. It does not design a park for example, although the plan may identify a need for the park and prescribe some parameters for creating one.

Neither is a comprehensive plan an engineering document intended to fix safety problems at a particular road intersection, for example. The fine details of design and engineering and many others will flow from the basic direction described in the plan.

---

*“A comprehensive plan is intended to provide a rational basis for making local land use decisions and to serve as a blueprint for community-wide effort to achieve its vision.”*

---



# Introduction

*Village of Butternut  
Comprehensive Plan - Policy Document*

## How Will This Plan Be Used?

Prior to the passage of the comprehensive planning legislation in 1999, most comprehensive plans in Wisconsin were not used as intended. In practice, many communities used their plans sporadically and inconsistently. Other plans were soon forgotten following adoption.

After January 1, 2010, land use decisions including zoning, subdivision regulations, and official mapping will have to be consistent with this plan (Exhibit 1-1). This means that land use regulations of these types must be revised or prepared so as to implement the vision articulated in this plan. Not only do the regulations have to be consistent with the plan, all individual decisions affecting land use must be consistent with the plan.

Each rezoning after 2010, by law, has to be consistent with the community's comprehensive plan, including the future land use map.

### **Exhibit 1-1. Governmental Actions that Must be Consistent with a Municipality's Adopted Comprehensive Plan**

- |   |  |
|---|--|
| ◆ | official maps                                  |
| ◆ | zoning of shorelands or wetlands in shorelands |
| ◆ | local subdivision regulations                  |
| ◆ | zoning regulations                             |

Source: §66.1001(3), Wis. Stats.

## Public Participation and Adoption Process

Prior to starting the planning process, the town board adopted a public participation plan, consistent with state requirements (§66.1001(4)a, Wis. Stats), to document the ways town residents would be involved in the preparation, review, and approval of the plan.

Preparation and adoption of this plan occurred over a 36-month period. The town board established an advisory planning committee and gave it the responsibility of developing the first draft of the plan. After the committee finished its work, it submitted a draft plan to the town's plan commission, which by statute must adopt a resolution recommending it to the town board. The plan commission reviewed the draft as prepared by the committee and made changes prior to sending it to the town board with its recommendation. The town board adopted the plan by ordinance, a copy of which is included as Appendix A. Following plan adoption, a copy of the adopted plan was mailed to the surrounding governmental entities, Wisconsin Department of Administration, and others as required by state law.





# Introduction

*Village of Butternut  
Comprehensive Plan - Policy Document*

A county oversight committee was also established and consulted throughout the planning process. The oversight committee's role was to oversee the county-wide planning process, and to ensure that the individual jurisdiction comprehensive plans included a regional perspective.

## Organization of Plan Documents

The comprehensive plan for Ashland County, as well as each individual jurisdiction, consists of two documents. The first document is the background report. It contains information that describes what is and what has been. It is organized into the following chapters:

- ◆ Housing
- ◆ Transportation
- ◆ Utilities and Community Facilities
- ◆ Agricultural, Natural, and Cultural Resources
- ◆ Economic Development
- ◆ Intergovernmental Cooperation
- ◆ Land Use
- ◆ Demographics

The second document is referred to as the policy document. It focuses on future conditions including:

- ◆ Community Vision
- ◆ Goals, Objectives, and Policies
- ◆ Plan-Based Forecasts
- ◆ Future Land Use
- ◆ Future Transportation
- ◆ Future Utilities & Community Facilities



Collectively, the background document and policy document constitute the comprehensive plan.

## Plan Monitoring and Amendment

From time to time, it will become necessary to amend this plan. The specific details regarding the amendment process are outlined in the last chapter.

## Community Survey

A written questionnaire was sent to a random sample of households in the county during fall 2003, in an effort to collect resident opinions and preferences on a number of important questions relating to the preparation of this plan.



# Introduction

Village of Butternut  
Comprehensive Plan - Policy Document

The survey consisted of four pages and included approximately 20 questions. Sixteen of the questions were standard questions asked of the entire county sample, while the remaining questions were specific to the community that the respondent lived in. Of the 1,800 surveys that were mailed out, there was a response rate of 32 percent. Survey results were used to fashion this plan's long-term vision. A copy of the summary report is on file with the town clerk.



## Previous Local Planning Efforts

The Village of Butternut currently does not have a master plan or comprehensive plan.

## Statewide and Regional Plans

A number of statewide policy plans have also been prepared (Exhibit 1-2) and were reviewed as part of this planning effort. These will be discussed in more detail in the remainder of the plan when appropriate.

**Exhibit 1-2. Statewide Plans: 1994 to 2004**

Title	State Agency	Year
<i>Translink 21</i>	Department of Transportation	1994
<i>Wisconsin Bicycle Transportation Plan: 2020</i>	Department of Transportation	1998
<i>Midwest Regional Rail System</i>	Department of Transportation	2000
<i>Wisconsin State Highway Plan 2020</i>	Department of Transportation	2000
<i>Wisconsin State Airport System Plan 2020</i>	Department of Transportation	2000
<i>State Recreational Trails Network Plan</i>	Department of Transportation	2001
<i>Wisconsin Pedestrian Plan</i>	Department of Transportation	2001
<i>Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2000-2005</i>	Department of Natural Resources	2000
<i>State Rail Plan</i>	Department of Transportation	Pending
<i>Wisconsin Consolidated Housing Plan; 2000-2005</i>	Department of Administration and Department of Commerce	2000
<i>Wisconsin Historic Preservation Plan; 2001-2005</i>	Wisconsin Historical Society	2001
<i>State of Wisconsin Hazard Mitigation Plan</i>	Wisconsin Emergency Management	2001



# Community Vision and Plan Implementation

Village of Butternut  
Comprehensive Plan - Policy Document

## Introduction

As most travelers know, it's a good thing to know where you're going and generally how to get there. While an adventurous traveler may relish the unknown, a

---

*Healthy communities don't just happen – it takes commitment, forethought, and hard work to develop and sustain them.*

*And it all starts with a clear vision.*

---

The information provided in this chapter will help to guide decisions and decision-makers in the coming years. It will guide development occurring in the private sector. It will guide capital expenditures made by the Village Board and the various village departments.

### A Vision for Butternut

Butternut is a self-sustaining community complete with housing, commercial services, employment of various types, and public services and amenities. The Butternut School is a focal point for community involvement. A variety of housing options are available and affordable. Village residents of all ages enjoy a range of recreational opportunities. Increasingly, there are more employment opportunities for workers to use their professional and technical job skills.

## Chapter Contents

- ◆ Introduction
- ◆ Goals, Objectives, Policies, and Plan Implementation

community can't leave its future to happenstance. It takes a lot of hard work and forethought to maintain a high quality of life.

This part of the plan provides a vision that will help to avoid the tyranny of small decisions. The Village's vision as shown in the inset box is a description of what the Village will be like in 20 years. The goals, objectives, and policies listed in this chapter build off of the vision statement.

It will also help give direction to a wide range of non-governmental organizations providing services within the community. It will guide the formation (or revision) of land development regulations, including zoning regulations.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

## Goals, Objectives, Policies, and Plan Implementation

Goals, objectives, and policies help to put the vision statement into bite-sized pieces and provide additional guidance for decision-makers. A goal is a long-term target that may or may not be achieved, but describes a desired outcome. Objectives are slightly different than goals. Objectives for the most part are measurable and therefore achievable. When an objective is achieved, one can generally see or sense a difference – something has changed.

In contrast, a policy is a statement describing a predetermined position on a particular issue or opportunity. These policy statements are designed to help achieve one or more objectives. Achieving an objective, in whole or in part, will help achieve a stated goal.

Goals
1. Population Growth
2. Housing
3. Transportation
4. Water and Wastewater Facilities
5. Utilities and Community Facilities
6. Natural Resources
7. Cultural Resources
8. Land Use
9. Community Design
10. Economic Development
11. Intergovernmental Cooperation
12. Community Involvement
13. Plan Monitoring and Evaluation

Implementation actions are identified here as specific things that should be done to achieve these goals, objectives, and policies.

The Village has a lot to do with the quality of life in the community. However, it cannot and should not try to do it all alone. Many other local entities can also help achieve the overall vision for the Village. Churches, civic organizations, the school district, and community leaders, for example, can and do affect the quality of life for village residents. Given the limited resources these entities have, it will become very important for each of these

to look for public/private partnerships whenever they can. Implementation actions are identified as specific things the Village should do to achieve these goals, objectives, and policies.

It should be noted that preparation of this plan, and especially the future transportation, and land use maps, implement a number of the goals, objectives, and policies outlined below. Some of the goals and objectives contained in this chapter can be mapped. These maps identify in broad terms how development should occur in the future and is included in Chapter 5.

Once adopted, the maps will form the basis for more specific land development regulations. The future transportation map, also included in Chapter 5, identifies how the transportation network should look by the end of the 20-year planning period.





# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

Taken together, these individual parts will help avoid the “tyranny of small decisions”, which occurs when decisions are made without a view toward the future or without a desired end goal.

This comprehensive plan has been drafted as an integrated whole so that all of the parts are consistent with and support each other and the village’s overall vision. As discussed in chapter 4, much of the plan centers on the anticipated change in the population base. The growth rate and the number of additional housing units certainly have direct implications for the housing stock and also for land use. The future land use map has been fashioned to identify those areas where additional development could occur. Environmental constraints such as wetlands, floodplains, and other environmentally-sensitive resources dictate what areas should be left



undeveloped or perhaps used in such a way as to preserve the integrity of the resource. In turn, the transportation plan along with the goals, objectives, and policies, all support housing and future land use considerations. The same holds true for community facilities

and utilities. The presence or absence of certain facilities/services can help to define those areas best suited for development. Economic development strategies recognize the village’s position in the regional economy and accommodate the growing population. Because all of the goals, objectives, and policies are contained in this one chapter, it is possible to ensure the plan’s internal consistency by reviewing just a few pages out of the entire document.





# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

**Goal 1 – Population growth:** Grow at a sustainable rate that keeps the Village and the local public schools vibrant while maintaining the village’s quality of life and small town character.

**Objectives:**

1. Attain an average annual growth rate of 1.4 percent over the next 20 years. This will result in an additional 130 residents and 80 additional dwelling units at the end of 2025.

**Policies:**

1. Continue to promote the village as a great place to live and work.
2. Actively recruit a mix of people to live in the village, including families and retirees.
3. Provide infrastructure to accommodate the desired growth.
4. Ensure that there is enough developable land to accommodate the anticipated growth.
5. If actual growth and development is significantly below the forecasts, amend this plan as appropriate to account for lower than expected growth and/or adjust those factors that may be inhibiting growth and adopt new ways of promoting growth.
6. If actual growth and development exceeds the forecasts contained in this plan, amend this plan to account for the additional growth.

**Implementation Actions:**

Implementation Action Items	Schedule				Responsible Entity
	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	
	1. Monitor the rate of growth on a yearly basis, and submit this information to the Village Board.	X	X	X	
2. Review the capital expenditure budget every two years to ensure that infrastructure will meet the anticipated growth.	X	X	X	X	Village Board
3. Work with the school district to accommodate the needs of a growing population.	X	X	X	X	Village Board, Plan Commission

**Goal 2 – Housing:** Provide for a variety of housing choices that promote affordable and decent housing for village residents.

**Objectives:**

1. Increase the number and types of dwelling units in the Village.
2. Increase the number of affordable housing units in the Village in order to meet the needs of residents.
3. Maintain the quality of the Village’s housing stock.
4. Minimize the environmental impact of residential growth.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

**Policies:**

1. Encourage the maintenance of housing units to safeguard the health, safety, and welfare of village residents.
2. Encourage residential development that establishes a variety of lot sizes, dwelling types, densities, and price points.
3. Support and encourage the construction of accessible housing for the elderly and physically disabled.
4. Work with county and state agencies to build awareness of housing programs available to Village residents.
5. Seek out and apply for grant funding for housing maintenance and first-time homebuyer assistance.
6. Encourage maintenance of identified historical housing structures to preserve the Village's heritage.
7. Manage the location of residential growth.
8. Enforce existing housing regulations on a consistent basis.
9. Allow only one residential structure, of any kind, per lot of record.
10. Locate higher density residential development in close proximity to public services, schools, and other community facilities.
11. Allow residential uses on the upper floors of commercial buildings in the downtown area.
12. Allow duplex units in some single-family areas (e.g., on corner lots).

**Implementation Actions:**

Implementation Action Items	Schedule				Responsible Entity
	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	
	1. Continue to apply for grants programs that can be used to help fund housing maintenance and first-time homeowner assistance.	X	X	X	

**Goal 3 – Transportation:** Provide a transportation network that will ensure the safe and efficient movement of individuals and goods, while respecting the quality of life and character of the community.

**Objectives:**

1. Increase opportunities for pedestrian travel within and through the village.
2. Minimize the negative impacts of future transportation projects on natural, cultural, and historic resources and established neighborhoods to the greatest extent practical.
3. Minimize the impact of truck traffic through the village.

**Policies**

1. Develop an integrated transportation system that enables residents to use multiple modes of transportation.
2. Promote safe and efficient movement of truck traffic through the village.
3. New village street projects should be consistent with local, state, and county transportation plans.
4. New residential subdivisions should be designed to have multiple access points to maintain an interconnected street network.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

5. Continue the grid street pattern when developing new streets.
6. Allow ATVs and snowmobiles on designated village streets.
7. Encourage the Ashland County Aging Unit to continue to pursue alternative methods of providing transportation to the elderly population.
8. Develop new portions of the transportation system to be compatible with existing and future land use patterns.
9. Support the maintenance and development of a safe and efficient rail transportation network that serves the region's economic and transportation needs.
10. Ensure there is enough parking in the downtown area.

## Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	
	1. Plan and budget for the repair and maintenance of existing village streets.	X	X	X	
2. Complete the PASER inventory as required by state statute.	X	X	X	X	Public Works Superintendent

**Goal 4— Water and Wastewater Facilities:** Provide an efficient water and wastewater system that meets existing and projected demand, promotes orderly growth and development, and protects the public health.

### Objectives:

1. Reduce existing threats to the village's ground water.
2. Maximize the return on investment by promoting infill development and higher density development in areas currently served by sanitary sewer and water.
3. Reduce the amount of inflow and infiltration entering the wastewater and storm water system.
4. Increase the operating efficiencies of the wastewater treatment plant when it is cost-effective to do so.
5. Increase the number of customers that the system serves, so as to decrease the financial burden of existing customers.

### Policies:

1. Design new public infrastructure with enough capacity to serve the land uses identified on the future land use map.
2. Maintain enough capacity in the water system and wastewater treatment facility for at least 3 to 4 years into the future.
3. Locate public water and wastewater infrastructure to promote the efficient provision of services, minimize the cost of construction and maintenance, and minimize the impact on the natural environment.
4. Prohibit inappropriate development near public wellheads that could potentially contaminate the village's drinking water.
5. All new development within the sewer service area and water service area shall be connected to the public sewer – no new onsite systems or wells.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

6. Ensure that new development occurs in areas and in a manner that can be efficiently served by village services and infrastructure.
7. Continue to replace undersized and deteriorating water and wastewater lines as necessary.
8. As funding allows, upgrade existing water lines to ensure adequate fire flow to all areas served by the system.
9. Coordinate street reconstruction projects with improvements to underground utilities, including water and wastewater lines.

**Implementation Actions:**

Implementation Action Items	Schedule				Responsible Entity
	2005	2010	2015	2020	
	to 2009	to 2014	to 2019	to 2024	
1. Review the village's capital expenditure budget to ensure that planned infrastructure will meet the needs of new development, and the anticipated development identified on the future land use map.	X	X	X	X	Public Works Superintendent, Village Board
2. Periodically project the anticipated future demand on the water system and wastewater treatment facility.	X	X	X	X	Public Works Superintendent
3. Refer to the future land use map, future transportation map, and community facilities map when planning for new public facilities and facility upgrades.	X	X	X	X	Public Works Superintendent, Plan Commission
4. Continually monitor the condition of the existing water and wastewater systems to identify deficiencies and those areas in need of reconstruction/rehabilitation.	X	X	X	X	Public Works Superintendent
5. Apply for grants that are available for improvements that may be needed.	X	X	X	X	Public Works Superintendent, Village Board

**Goal 5 – Utilities and Community Facilities:** Ensure adequate provision of public services by encouraging development within the Village's capacity to provide such services.

**Objectives:**

1. Enhance the maintenance of existing public recreational facilities and trails in the Village.
2. Increase opportunities for recreational trails in the Village and connections with surrounding towns.
3. Increase coordination of the siting, building, and redevelopment of public facilities and the sharing of public services when possible.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

**Policies:**

1. Continue coordination with adjacent jurisdictions to expand upon and/or develop shared facilities and services as needs arise and where cooperation results in cost savings and efficiencies for participating entities.
2. Continue to promote regular coordination meetings with adjacent and nearby municipalities to discuss issues related to facilities and services currently being shared, and to identify other opportunities for beneficial partnerships and sharing of facilities and services.
3. Provide or support basic utilities and community facilities that can be economically and efficiently delivered.
4. Continue to encourage residents to volunteer for the fire department and as EMTs for the EMS team.
5. Encourage the development of child care services in the village.

**Implementation Actions:**

Implementation Action Items	Schedule				Responsible Entity
	2005 to 2009	2010 to 2014	2015 to 2019	2020 to 2024	
	1. Investigate options for promoting recreational opportunities, including identifying funding source for future acquisitions.	X			
2. Explore the feasibility of and support for creating recreational trails.	X				Village Board, Village Planner

**Goal 6 – Natural Resources:** Preserve and protect the Village’s natural resource base from potential degradation and contamination.

**Objectives:**

1. Increase the preservation and protection of environmental corridors for wildlife, water quality values, habitat protection, ecosystem and ecological purposes.
2. Increase protection of the surface and groundwater resources in the Village.

**Policies:**

1. Support the preservation of wetlands.
2. Strictly control development in designated 100-year floodplains to protect public safety and water quality, and reduce public costs from flood damage.
3. Fully consider the impacts of new development on natural resources.
4. Support and assist, when appropriate, natural resource preservation groups and associations working in the village.
5. Encourage and assist with the planning for and wise management of the Village’s natural resource base.
6. Protect floodplains, wetlands, and riparian areas from development, filling, and extractive activities.
7. Protect aquifers.
8. Require all resource extraction activities to have a reclamation plan.
9. Promote the maintenance of existing public recreational facilities and trails in the Village.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

10. Work in cooperation with the Ashland County Land Conservation Department to implement its water quality and conservation programs locally, encouraging their use by local residents and property owners.

**Implementation Actions:**

Implementation Action Items	Schedule				Responsible Entity
	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	
1. Adopt a wellhead protection ordinance.	X				Village Board
2. Adopt a floodplain management ordinance that complies with state and federal requirements	X				Village Board

**Goal 7 – Cultural Resources:** Promote and preserve the Village’s cultural resource base.

**Objective:**

1. Increase awareness of local historic properties.

**Policies:**

1. Support the identification and designation of eligible national, state, and local historic properties.
2. Encourage the preservation, rehabilitation, and adaptive reuse of historic buildings.
3. Promote and protect local cultural resources.
4. Work with local, regional, and state tourism promotional groups such as Ashland & Bayfield County Tourism Council, State Heritage Tourism Council, and the Wisconsin Department of Tourism to promote and protect local cultural resources.
5. Promote an understanding of and appreciation for the area’s historic and cultural landscape.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

**Implementation Actions:**

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to 2010	to 2015	to 2020	to 2025	
1. Contact and meet with the local and/or State Historical Society representatives to better understand programs and opportunities.	X				Plan Commission
2. Develop a sign ordinance to help protect the Village's small town character and scenic views.	X				Village Board
3. Prepare an inventory of past and present historical resources. Such an inventory could be used in the design of future buildings to reestablish an architectural theme that will help in the village's promotional efforts.	X				Plan Commission, Village Planner

**Goal 8 – Land Use:** Create a pattern of development that supports an urban community.

**Objectives:**

1. Minimize the negative effects of incompatible land uses.
2. Maintain a mix of land uses within the village to foster a well-balanced tax base.
3. Reduce the blighting influences of neglected properties.
4. Increase commercial development in the village.

**Policies:**

1. Promote land uses, densities, and regulations that result in the protection of valued resources and recognize existing physical limitations (e.g., slope, woodlands, water).
2. Encourage development of vacant parcels currently served with infrastructure.
3. Maintain the quiet nature of residential neighborhoods.
4. New lots and building sites shall be located and designed to protect environmental resources and reflect the character of the village.
5. Ensure that new development occurs in areas and in a manner that can be efficiently served by public infrastructure and services.
6. Use open space areas as buffers between incompatible land uses, to protect environmentally sensitive lands, or to compliment other land development.
7. Promote compact development patterns in residential and commercial areas.
8. Community facilities (e.g., municipal offices, libraries, post offices, schools, etc.) should be located near the core of the village.
9. Ensure that land uses occurring within identified groundwater recharge areas are appropriate.
10. Ensure that new outdoor lighting is designed to limit glare and light trespass.
11. Promote land uses, densities and regulations that result in the protection of valued resources and recognize existing physical limitations (e.g., woodlands, water).



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

12. Preserve lands identified as environmental corridors.
13. Development and rezoning proposals shall be consistent with this plan.
14. Require buffers between incompatible land uses to minimize potential negative effects.
15. Work with Wisconsin Emergency Management and the Federal Emergency Management Agency to identify repetitive loss sites and to develop strategies to address losses from flooding.
16. Enforce the Village's zoning regulations on a consistent basis.
17. Work with state and federal agencies to redevelop any brownfield sites in or near Butternut.
18. Ensure that property rights are not infringed upon as guaranteed by state and federal law.

**Implementation Actions:**

Implementation Action Items	Schedule				Responsible Entity
	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	
1. Review each request for rezoning and development proposal for consistency with this plan, and for its impacts on the community, ecological system, and local economy.	Ongoing				Plan Commission, Village Board
2. Develop standards for buffering between incompatible land uses.	X				Plan Commission, Village Board

**Goal 9 – Community Design:** Create a visually appealing community.

**Objectives:**

1. Minimize outdoor lighting and avoid excessively tall light standards while providing public safety.
2. Improve the appearance and design of commercial and multi-family projects.
3. Minimize the amount of land dedicated to parking lots.
4. Reduce the visual dominance of signs within the village.
5. Maintain an attractive corridor along Highway 13 leading into and through the village.

**Policies:**

1. For commercial and industrial projects, locate loading areas out of the public view and the view of adjacent properties. Use appropriate screening, when needed.
2. Require screening (e.g., fences, hedges, landscape planting) between commercial and industrial properties and non-commercial and non-industrial parcels.
3. Allow land uses with different demands for peak parking (e.g., church and offices) to share parking areas.
4. Continue to enforce the village's building code and sanitary regulations.
5. Encourage the adaptive reuse of older structures especially in the downtown.
6. Promote visually appealing development projects.
7. Preserve and enhance important views and landmarks in order to maintain visual character and reinforce civic identity.
8. Maximize visual and physical linkages between adjoining land uses that are similar or compatible.
9. Require underground utilities in new development, especially in new subdivisions.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

## Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Review the village's zoning code and update it as necessary to implement this plan.	X				Plan Commission, Village Board

**Goal 10 – Economic Development:** Develop and maintain a strong economy that supports residents and the community with services, opportunities, and amenities.

### Objectives:

1. Increase the number of home-based businesses.
2. Increase the number of small businesses in the Village.
3. Increase the number of full-time jobs offered in the Village.
4. Decrease the unemployment rate in the area.
5. Increase promotional efforts.

### Policies:

1. Encourage business retention and assist with expansion, when feasible.
2. Promote job-training programs to enhance the existing local workforce.
3. Allow home occupations in residential areas provided they fit into the character of the neighborhood.
4. Assist and facilitate economic development planning and coordination between local and regional partners.
5. Promote economic development and redevelopment opportunities that fit into the community's vision as articulated in this plan.
6. Promote needed health care and child care facilities.
7. Support the continuation of forestry and forest-related industries.
8. Encourage development of home-based business and small to medium-sized businesses.
9. Ensure that new development is compatible with maintaining scenic views and local character, and have a low impact on the environment.
10. Utilize local natural resources to produce value-added products to support sustainable home-based businesses.
11. Promote job-training programs to enhance the existing local workforce.
12. Improve and develop partnerships with other communities and state agencies that share the same customers.
13. Use tax increment financing to promote economic development and revitalization.
14. Promote the reuse of brownfields.
15. Encourage the development of the local tourism economy.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

## Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to 2010	to 2015	to 2020	to 2025	
1. Apply for state and federal grants which can be used to foster economic development.	X	X	X	X	Village Board
2. Install permanent and/or seasonal banners along STH 13 and in that downtown that promote Butternut	X				Village Board
3. Create a program to install murals on visible buildings along STH and in the downtown to promote Butternut	X	X			Village Board
4. Create an action plan for infill development	X				Village Board, Plan Commission
5. Actively promote the achievements (e.g., academic, sports) of the Butternut School District	X	X	X	X	Village Board, Plan Commission

**Goal 11 – Intergovernmental Cooperation:** Achieve a high level of cooperation and consistency among local units of government.

### Objectives:

1. Improve communication with nearby municipalities, the school district, special districts, and other government entities.
2. Increase coordination of the siting, building, and redevelopment of public facilities and the sharing of public services when possible.
3. Enhance coordination/communication with state agencies.
4. Minimize costs and maximize services for residents by working more effectively with other units of government.

### Policies:

1. Maintain existing service sharing agreements with neighboring communities and explore opportunities to create new alliances.
2. Maintain regular contacts, both formal and informal, with surrounding jurisdictions and school districts.
3. Provide surrounding jurisdictions the opportunity to review and comment on proposed amendments to this plan as required by state law.
4. Cooperate with adjoining jurisdictions to save money and create efficiencies in the provision of public services by sharing resources, facilities, and services.
5. Maintain an accurate inventory of all active and terminated intergovernmental agreements.



# Community Vision and Plan Implementation

Village of Butternut  
Comprehensive Plan - Policy Document

## Implementation Actions:

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to 2010	to 2015	to 2020	to 2025	
1. Invite area governments and the school district to participate in facility planning meetings.	As needed				Village Board
2. Send copies of draft plan amendments to surrounding jurisdictions to give them the opportunity to review and comment on proposed amendments.	As needed				Village Board
3. Develop an accurate inventory of intergovernmental agreements, both active and terminated.	X				Village Clerk
4. Initiate joint Plan Commission meetings with surrounding jurisdictions on a periodic basis to discuss issues of common concern.	X	X	X	X	Plan Commission

**Goal 12 – Community Involvement:** Encourage every household to be involved in the affairs of the community.

### Objectives:

1. Increase the number of families and individuals who volunteer their time in Butternut.
2. Increase citizen involvement and interest in the functions of Village government.

### Policies:

1. Seek out and use the skills and expertise of residents to serve on volunteer committees.
2. Provide opportunities for resident involvement in the functions and operation of the Village.
3. Encourage residents to get out and vote.
4. Provide residents with the opportunity to review draft plans and proposed plan amendments and participate in the development of rules and regulations.
5. Encourage each household to become involved in their community.
6. Support the creation of programs in area schools to promote volunteerism and mentoring.
7. Support the creation of programs in area schools and neighborhoods that foster pride in the community.



# Community Vision and Plan Implementation

Village of Butternut  
Comprehensive Plan - Policy Document

**Implementation Actions:**

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to 2010	to 2015	to 2020	to 2025	
1. Develop a Village newsletter to involve residents in community events and issues.	X				Village Clerk
2. Install an electronic message board by the Village Hall to disseminate local government notices and other notices of community interest.			X		Village Board
3. Create a program to annually recognize the contributions of individuals and groups who help make the Village a great place to live.	X				Village Board

**Goal 13 – Plan Monitoring and Evaluation:** Keep this comprehensive plan relevant, useable, and timely.

**Objectives:**

1. Keep the plan up-to-date.

**Policies:**

1. Conduct a formal review of the plan at least once every 5 years consistent with state requirements.
2. Prepare annual reviews of the plan.
3. Amend the plan in a timely fashion.



# Community Vision and Plan Implementation

*Village of Butternut  
Comprehensive Plan - Policy Document*

**Implementation Actions:**

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to 2010	to 2015	to 2020	to 2025	
1. Prepare and present an annual report to the Village Board summarizing the following: <ul style="list-style-type: none"> <li>• How the plan was used to direct major spending, regulatory, and construction decisions;</li> <li>• How the Village has changed in ways that may call for amendments to the plan.</li> </ul>	X	X	X	X	Plan Commission
2. Review the adopted comprehensive plan and revise as necessary (minimum once every 5 years following adoption).	X	X	X	X	Plan Commission, Village Board
3. Plan for and anticipate costs for amending this plan.	X	X	X	X	Plan Commission, Village Board



# Issues and Opportunities

*Village of Butternut  
Comprehensive Plan - Policy Document*

## Introduction

This chapter documents the issues that were considered in the preparation of this policy document. The importance of issues can not be overstated. This whole planning exercise and the resultant plan was issue driven.

### Chapter Contents

- ◆ Introduction
- ◆ Identification of Issues and Opportunities
- ◆ Economic Development Approach
  - Desirable Businesses
  - Assessment of Strengths and Weaknesses

Issues can be an emerging concern or an old unresolved problem. Issues could be addressed one time, never to reemerge. Or, an issue could never really go away and may always need attention. Issues could range from localized concerns to those that are more global and affect many communities throughout the state and nation. Although the Village has limited control over global, national, or statewide events, they are included here to ensure that they are considered and factored in the preparation of this plan to the extent appropriate.

The success of this plan in part rests on identifying relevant issues, prioritizing them for action, and adopting appropriate goals, objectives, and policies to address each.

This chapter of the plan also identifies those types of businesses that are compatible with the village's long-term vision.



## Identification of Issues and Opportunities

In January 2002, the Wisconsin Rural Challenge, at the invitation of the Greater Butternut Area Partnership, conducted visioning sessions in the Village and in each of the towns it serves. Roughly 25 people attended the session in the Village. With guidance of the trained facilitators, participants identified their expectations for the Village, unique qualities and assets of the Village, key themes for a vision of the Village, and strategies for realizing the vision. Comments recorded at the meeting are included as Appendix B.

The issues and opportunities listed in Exhibit 3-1 were derived over the course of the planning process and are based on the input of the 2002 visioning session. The issues were ranked using a 10-point scale to help determine the relative importance of each. Also, each issue was evaluated to determine if the issue is becoming more important or less important, or whether it is stable with little movement anticipated. The intent of this effort is to provide a benchmark in future updates of this plan.



# Issues and Opportunities

Village of Butternut  
Comprehensive Plan - Policy Document

Exhibit 3-2. Issues and Opportunities: 2005

Governance / Citizen Involvement	Importance								Trend
	Low				High				
Lack of interest in serving in an elected capacity	●	●	●	●	●	●	●	●	▲
Lack of interest in local issues until personally affected	●	●	●	●	●	●	●	●	▲
Polarization of public opinion on some local issues	●	●	●	●	●	●	●	●	—
Development of new avenues to inform village residents	●	●	●	●	●	●	●	●	—
Volunteerism and community involvement	●	●	●	●	●	●	●	●	▲
<b>Tax Base</b>									
Loss of state shared revenue	●	●	●	●	●	●	●	●	▲
Citizens wanting lower local property taxes	●	●	●	●	●	●	●	●	—
Over reliance on residential property	●	●	●	●	●	●	●	●	—
Potential negative impacts of growth on local property taxes	●	●	●	●	●	●	●	●	—
<b>Demographics</b>									
Aging of population	●	●	●	●	●	●	●	●	—
Changing nature of households (more single member households, etc)	●	●	●	●	●	●	●	●	—
Declining household size	●	●	●	●	●	●	●	●	—
<b>Housing</b>									
Affordability	●	●	●	●	●	●	●	●	—
Availability	●	●	●	●	●	●	●	●	▲
Housing age/maintenance	●	●	●	●	●	●	●	●	▲
Few options for housing other than single-family units	●	●	●	●	●	●	●	●	▲
Few housing options for certain groups (elderly, handicapped) in the Village	●	●	●	●	●	●	●	●	—
Absentee landowners	●	●	●	●	●	●	●	●	—
<b>Community Character</b>									
Unightly or blighted properties	●	●	●	●	●	●	●	●	—
Lack of community identity	●	●	●	●	●	●	●	●	—
Community gathering place/recreation facility	●	●	●	●	●	●	●	●	—
Crime	●	●	●	●	●	●	●	●	—
Maintenance of quality of life	●	●	●	●	●	●	●	●	—
Historic preservation	●	●	●	●	●	●	●	●	—



# Issues and Opportunities

Village of Butternut  
Comprehensive Plan - Policy Document

Transportation	Importance								Trend
	Low							High	
Level of truck traffic on village roads	●	●	●	●	●	●	●		—
Number of speeding motorists	●	●	●	●	●	●	●	●	—
Safety concerns at problem intersections	●	●	●	●	●				—
Maintenance of local roads	●	●	●						—
Limited specialized transportation for elderly, handicapped	●	●	●	●					—
Accessibility of pedestrian or bike trails	●	●	●	●					▲
Railroad services	●	●							—
Bus service	●	●	●						—
Proximity to major airport									na
<b>Utilities and Community Facilities</b>									
Child care services	●	●	●	●	●				▲
Health care services - availability	●	●	●	●					—
Quality of K-12 education	●								—
Lack of recreation facilities for youth	●	●	●	●	●	●			—
Lack of recreation facilities for teenagers	●	●	●	●	●	●			—
Lack of recreation facilities for elderly	●	●	●	●	●	●	●		—
Maintenance of park facilities (if applicable)	●	●	●	●	●	●	●		▲
Provision of more organized sport facilities	●	●	●	●	●				—
Provision of more passive / unorganized recreation opportunities	●	●	●	●	●	●	●		▲
Citizens wanting more public facilities/services (e.g., parks, shelters, trails)	●	●	●						▲
Energy supply	●	●	●	●	●	●	●		—
Electrical distribution	●	●	●	●	●	●	●		—
Need for more Village hall or other municipal building space (e.g., office space, garage)	●	●							—
Lack of high-speed Internet access	●	●	●						—
Need for improved cellular reception	●	●	●	●	●	●	●	●	▲



# Issues and Opportunities

Village of Butternut  
Comprehensive Plan - Policy Document

Natural Resources	Importance								Trend	
	Low							High		
Cumulative environmental impacts	•	•	•	•						—
Air quality	•	•	•	•	•					—
Surface water quality	•	•	•							—
Ground water quality	•	•	•							—
Flooding	•	•	•	•	•	•	•			▲
Stormwater	•	•	•	•	•	•	•			▲
Loss of wetlands	•	•	•							—
<b>Mine (Central Ashland County)</b>										
Effect on community character	•	•	•	•	•					—
Effect on local tax base	•	•	•	•	•	•				—
Effect on natural resources	•	•	•	•	•	•	•			—
Effect on employment	•	•	•	•	•	•	•	•	•	—
<b>Economic Development</b>										
Lack of jobs in the Village	•	•	•	•	•	•	•	•	•	▲
Decline in local forestry economy	•	•								—
Growing opportunities for home occupations	•	•	•	•	•	•	•			▲
Comparatively low household income as compared to others in region	•	•	•	•	•	•	•	•	•	▲
<b>Intergovernmental Cooperation</b>										
Competition for tax base growth with other jurisdictions in region	•	•								—
Opportunities for intergovernmental cooperation	•	•	•	•	•	•	•			▲
Unfunded state and federal mandates	•	•	•	•	•	•	•			▲
Relationship with state and federal agencies	•	•								—



# Issues and Opportunities

Village of Butternut  
Comprehensive Plan - Policy Document

Land Use	Importance								Trend
	Low				High				
Encroachment of incompatible land uses	●	●	●						—
Existing land use conflicts	●	●	●						—
Zoning code enforcement	●	●							—
Brownfield sites	●	●							—
Inappropriate signage (size, location, etc.)	●	●	●						—
Cell towers (location, height, appearance)	●	●							—
Scattered commercial uses	●	●	●	●	●				—
High-voltage transmission lines (existing / planned)	●								—
“Cost” of managing growth	●	●	●	●	●	●	●		▲
“Cost” of not managing growth	●	●	●	●	●				—

Key for Trend:

- ▲ The issue is anticipated to become more important in the coming years.
- ▼ The issue is anticipated to become less important in the coming years.
- The issue will likely remain stable in the coming years.

## Economic Development Approach

This section documents in general terms the Village’s approach to economic development. It should be emphasized that this section has a limited scope. It certainly doesn’t substitute for a detailed economic development plan or strategic plan. It looks at economic development primarily from the perspective of its relationship to land use. It first focuses on what types of economic activity are compatible with the Village’s long-term vision. It then identifies the Village’s strengths in attracting and keeping those types of businesses and weaknesses that may be working to keep those types of businesses from coming to the Village.

### ◆ Desirable Businesses

As part of the planning process, we asked the question: “What types of economic activities are consistent with the Village’s vision”. The types are shown in Exhibit 3-3, which range from very specific businesses to broad classes of businesses.

### ◆ Assessment of Strengths and Weaknesses

Having identified the types of economic activity that are part of the Village’s vision, two questions arise. First, “What will draw them here?” And secondly, “What is keeping them from coming?” The results are shown in Exhibit 3-4. Before many of the identified commercial business will open up shop in



# Issues and Opportunities

*Village of Butternut  
Comprehensive Plan - Policy Document*

Butternut, the population in the village and the surrounding area will need to increase. In time, the aggregate purchasing power will be sufficient to attract new businesses.

**Exhibit 3-3. Desirable Businesses: 2005**

▪ Restaurants	▪ Tourism related businesses
▪ Service businesses	▪ Health care
▪ Professional offices	▪ Retail
▪ Light manufacturing	▪ Day care
▪ Industrial	▪ Manufacturing
▪ Commercial (various types)	▪ Cottage industry
▪ Contractor yards	▪ Home occupations
▪ Indoor recreation	▪ Hotel/motel
▪ Personal services (e.g., barber shops)	▪ Bed and breakfast
▪ Forest products and value-added products	▪ Grocery store

**Exhibit 3-4. Economic Strengths and Weaknesses: 2005**

What will draw / keep the identified desirable businesses here?	What is keeping the identified desirable businesses from coming?
▪ Rail access	▪ Distance to some markets
▪ Access to STH 13 (good north - south movement)	▪ Currently few good areas for development
▪ Central water	▪ Small trade area w/ low population
▪ Central sewer	▪ No areas ready for industrial uses
▪ Quality of life (safety, security)	▪ Distance to cultural activities/entertainment
▪ Great schools	▪ Lack of housing
▪ Low taxes	▪ Lack of 4-lane highway
▪ Natural beauty, resources	▪ No real business district
▪ Low-cost labor	▪ Available workforce
▪ Lack of competition	



# Plan-Based Forecasts

Village of Butternut  
Comprehensive Plan - Policy Document

## Introduction

This chapter presents each of the 20-year forecasts that are fundamental to the preparation of this plan. The smart growth legislation requires that the plan be based on population forecasts over the 20-year planning horizon.<sup>1</sup> The anticipated population base can then be translated into the number of additional housing units that will be needed over the planning period to accommodate the anticipated population base. This same section of the legislation also requires a set of 20-year forecasts for employment.

The final set of forecasts relates to future land use and arises out of the forgoing forecasts<sup>2</sup>. The future land use plan must show additional land for development to accommodate the anticipated number of new households and to facilitate the addition of new employment opportunities.

Table 4-1 presents the four sets of forecasts. The following sections in this chapter present background information about each of the forecasts and describe in more detail how they were prepared.

Chapter Contents	
◆	Introduction
◆	Population Forecasts
◆	Housing Forecasts
◆	Employment Forecasts
◆	Land-Use Forecasts

**Table 4-1. Plan-Based Forecasts: 2006 to 2025**

	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	2006 to 2025
Additional population <sup>1</sup>	30	30	35	35	130
Additional households	16	17	19	19	71
Additional housing units	18	19	21	22	80
Additional land (acres) <sup>2</sup>					
Agricultural	0	0	0	0	0
Commercial	3	3	3	3	12
Industrial	5	5	5	5	20
Residential	5	5	5	5	20
Additional employment (jobs)	15	20	20	25	80
Total agricultural land	0	0	0	0	0

Notes:

1. The total population includes those living in an institutional setting and those living in households.
2. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

<sup>1</sup> Wis. Stats. 66.1001(2)(a)

<sup>2</sup> Wis. Stats. 66.1001(2)(h)



# Plan-Based Forecasts

Village of Butternut  
Comprehensive Plan - Policy Document

## Population Forecasts

Between 1990 and 2000, Ashland County's population grew by 559 residents, or 3.4 percent (Table 4-2). This growth rate is far lower than both the state and national rates and is also lower than many other Wisconsin counties. From 1990 to 2000, the Village's population declined by 9, or about 0.3 percent per year.

**Table 4-2. Population Change: 1990-2000**

	1990	2000	Difference	Percent Change
State of Wisconsin	4,891,769	5,363,675	471,906	9.6
Ashland County	16,307	16,866	559	3.4
Agenda, Town of	591	513	-78	-13.2
Ashland, Town of	567	603	36	6.3
Butternut, Village of	416	407	-9	-2.2
Chippewa, Town of	405	433	28	6.9
Gingles, Town of	492	640	148	30.1
Gordon, Town of	301	357	56	18.6
Jacobs, Town of	885	835	-50	-5.6
La Pointe, Town of	147	246	99	67.3
Marengo, Town of	284	362	78	27.5
Mellen, City of	935	845	-90	-9.6
Morse, Town of	481	515	34	7.1
Peeksville, Town of	167	176	9	5.4
Sanborn, Town of	998	1,272	274	27.5
Shanagolden, Town of	172	150	-22	-12.8
White River, Town of	771	892	121	15.7

Source: U.S. Census Bureau

Recognizing that Butternut can influence the rate of population growth in the coming years and is not strictly bound by historical trends, the community decided to fashion this plan around a positive growth rate of 1.4 percent per year. This rate is consistent with the

Village's long-term vision and is intended to sustain a viable student enrollment in the school district.

---

*Over the next 20 years, it is anticipated that 130 new residents will be added to the Village's population and 30 additional students to the school district's enrollment.*

---

Table 4-3 shows the year-end population counts and the number of new residents added in each of the five-year increments based on this growth rate. Between 2006 and 2025, approximately 130 new residents are anticipated, all of which will likely be in a



# Plan-Based Forecasts

*Village of Butternut  
Comprehensive Plan - Policy Document*

household setting (i.e., non-institutional). Based on the current age structure of the population, this means that over this period, 30 new students will be added to the school district's student enrollment.

**Table 4-3. Population, Households and Housing Units: 2006 to 2025**

Year	Total Resident Population <sup>1</sup>	Population In Households	Households	Housing Units
	2005	409	409	199
2006	415	415	202	226
2007	421	421	205	229
2008	427	427	209	233
2009	433	433	212	237
2010	439	439	215	240
2011	445	445	218	243
2012	451	451	222	248
2013	457	457	225	251
2014	463	463	228	255
2015	469	469	232	259
2016	476	476	235	262
2017	483	483	239	267
2018	490	490	243	271
2019	497	497	247	276
2020	504	504	251	280
2021	511	511	255	285
2022	518	518	258	288
2023	525	525	262	293
2024	532	532	266	297
2025	539	539	270	302
<b>Number Added During Period</b>				
2006 – 2010	30	30	16	18
2011 – 2015	30	30	17	19
2016 – 2020	35	35	19	21
2021 – 2025	35	35	19	22
2006 - 2025	130	130	71	80

1. The total population includes those living in an institutional setting and those living in households.



# Plan-Based Forecasts

*Village of Butternut  
Comprehensive Plan - Policy Document*

## Housing Forecasts

Having established the anticipated resident population living within the Village in a household setting, it is possible to forecast the number of housing units that will be needed to accommodate the growing population.

The number of households was estimated by dividing the anticipated population living in a household by the average household size for each of the time periods. Nationally, the average household size has been on a steady downward trend for a number of decades. This trend is also evident throughout much of Wisconsin and in Butternut. The average household size in the Village decreased from 2.34 in 1990 to 2.07 in 2000. It is anticipated this trend will continue throughout the planning period, but at a slower rate of decline. It is anticipated that the average household size in 2025 will be 2.0.

This demographic trend suggests that even if the village's population did not grow, additional housing units would be needed to maintain the same population base to account for a smaller number of people living in each housing unit. In Butternut, an additional six housing units will be needed over the next 20 years to maintain the same population base.

Table 4-3 shows the anticipated number of households over the 20-year planning horizon by year and for each of the 5-year increments. Having established the number of households that will be living in the Village, it is necessary to determine the number of housing units that will be needed to house them. The number of housing units will exceed the number of households in that a certain share of the housing units will be vacant at any point in time. A dwelling unit may be vacant because it is not considered a primary residence, because it is for rent or for sale, or simply not occupied. For the purpose of this plan, it is assumed that roughly 10 percent of the housing units will be vacant at any point in time. The calculated number of housing units is also shown in Table 4-3.

## Employment Forecasts

As shown on the future land use map, land is allocated to accommodate new commercial and industrial enterprises. Using employment ratios based on acreage, the number of potential new jobs by type was estimated (Table 4-4). During the first five-year increment, it is anticipated that the land designated for commercial and industrial land uses could support 33 additional jobs. Market forces will obviously determine how many new jobs are added to the local economy.



# Plan-Based Forecasts

*Village of Butternut  
Comprehensive Plan - Policy Document*

**Table 4-4. Anticipated Number of New Jobs: 2006 to 2025**

	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	Total 2006 to 2025
Commercial	18	18	18	18	72
General industrial	15	15	15	15	60
Total	33	33	33	33	132

Notes:

1. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

## Land-Use Forecasts

The vast majority of new housing units will be single family and likely occur on sewerred lots. To accommodate 130 new dwelling units, at least 20 acres should be shown on the future land use map for this purpose. It is also anticipated that 10 acres of new commercial land will develop over the next 20 years along with 5 acres of infill development. In addition, 40 acres will be needed to accommodate new industrial uses. It is anticipated that all new development will occur within the village's current municipal boundary.

It should be noted that these forecasts are intended for planning purposes only. It is important to monitor actual development levels and update these forecasts based on more current information and to account for actual development activity and shifts in the real estate market.



# Future Conditions

Village of Butternut  
Comprehensive Plan - Policy Document

Chapter Contents	
◆	Introduction
◆	Future Land Use Plan
◆	Future Transportation Plan
◆	Future Utilities and Community Facilities

## Introduction

Among the most effective tools a community possesses to influence its future environment and quality of life is the ability to control and direct future growth patterns. This can be accomplished in a variety of ways, but is most commonly accomplished through zoning and land development ordinances, transportation systems, and public utilities.

For many years, transportation planning and land use planning were seen as independent activities. In recent years, however, there has been a growing recognition, especially at the state and federal levels that land use and transportation are linked in that a change in one will undoubtedly have consequences for the other.

As the Village’s population increases in the coming years, it is important to consider what additional utilities and community facilities may be needed to accommodate the additional residents. Although a growing population is an important consideration, it is not the only factor that needs consideration. Other demographics should be considered as well. As documented elsewhere in this plan, the aging population of Ashland County will have a profound impact on the types of public services that ought to be available.

This part of the plan is intended to answer a basic question: What type of land uses, transportation systems, utilities and community facilities will be needed to accommodate a growing population and a changing population base?

## Future Land Use Plan

Through the Village’s zoning powers, Butternut has the opportunity to guide future growth in a manner that enhances its residents’ quality of life and is consistent with its long-term vision. However, misguided or inappropriate use of these tools can lead to undesirable results including unnecessary land use conflicts, inefficient service delivery, a decreased quality of life, and premature loss of agricultural farmland, among other potential problems.

In the background report, environmental constraints for development were identified and mapped, including wetlands and floodplains. Using this information as a point of reference, a number of alternative development scenarios were developed. Each of these were developed and evaluated as the Village crafted its long-term vision. As the vision of the community became more refined, a final land use plan was developed for future land uses.

The future land use map included in this chapter is intended to illustrate this vision and guide the future

---

*The foundation for decision making and implementation of these tools is a clear land use plan based upon sound planning principles and the community’s vision for its future.*

---



# Future Conditions

*Village of Butternut  
Comprehensive Plan - Policy Document*

growth and development of Butternut over the next 20 years and beyond. It will serve as a guide for the plan commission and Village Board when making land use, zoning, and infrastructure-related decisions. It will also provide direction for private-sector property owners and potential developers when making decisions about the future of their properties.

There is a wide range of factors that will ultimately affect future land use in Butternut. The ones that can be spatially mapped (e.g., wetlands, floodplains) are included in the background report. Wetlands and floodplains account for a large portion of the village. The future land use plan is included as Map 5-1 and the various land use districts are described in Exhibit 5-1.

**Exhibit 5-1. Land Use Districts**

<b>Base Districts</b>	<b>General Description</b>
Residential	This district supports residential uses at specified densities. Public facilities such as parks and trails are also allowed. With the exception of the larger lots beyond the sewer service area, new lots will be served by the Village's water and wastewater systems. The mixed use residential district is intended to accommodate a compatible mix of single-family residences and multi-family buildings.
Commercial	This district is intended to accommodate stores, offices, other similar places of employment, and parks and/or other public gathering places. A central water and/or wastewater system accommodates this relatively high level of development.
Commercial/industrial	This district includes a compatible mix of commercial and industrial land uses.
Government and civic	This district includes governmental and institutional uses, some of which occupy a significant land area. Examples include educational facilities, public parks, and churches.
Industrial	This district is intended to accommodate a wide array of manufacturing, warehousing, and similar uses.
Highway commercial	Uses in this district are characteristically auto-oriented. Development is generally in a linear strip development pattern located adjacent to main roadways. Typical uses include auto sales and service, hotels, campgrounds, retail stores of various kinds, restaurants, and offices of various types.
Conservancy	This district recognizes severe development limitations (e.g., floodplains, wetlands).
<b>Overlay Districts</b>	<b>General Description</b>
Wetland district	State law protects wetlands from inappropriate uses and development. This district identifies the approximate locations of wetlands greater than 5 acres in size which the Wisconsin Department of Natural Resources has identified. All wetlands, both mapped and unmapped, should be protected to the greatest extent possible. The locations shown are approximate and field verification will be needed to determine the location and extent of wetlands on each parcel.
Floodplain district	State and federal law regulates land development activities within defined 100-year and 500-year floodplains. The boundary shown on the future land use map is intended to correspond to the floodplain maps adopted by the Federal Emergency Management Agency (FEMA).

Note: These descriptions correspond to the districts shown on the future land use map.

Most of the commercial activity is located in the traditional center of the Village. Infill development will play a key role in revitalizing the commercial core. Highway commercial is shown along STH 13 in the middle of the Village. Industrial uses are also located along STH 13, but in the southern one-third of the Village. It is anticipated that all of the future



# Future Conditions

*Village of Butternut  
Comprehensive Plan - Policy Document*

development will occur within the Village's current municipal boundaries except for a 40-acre parcel that lies in the southeast corner of the Village.

## Future Transportation Plan

The Village's road system is currently in fairly good shape. Given the low level of new development contemplated in the future land use plan, no new major road improvements have been identified. Likewise, the functional classifications of the streets in the Village are not anticipated to change either.

## Future Utilities and Community Facilities

As shown in Exhibit 5-2 (next page), the Village's facilities are generally adequate for the next 20 years. The largest commitment of financial resources will be for the water and wastewater systems.



# Future Conditions

*Village of Butternut  
Comprehensive Plan - Policy Document*

**Exhibit 5-2. Utility and Community Facility Assessment: 2006-2025**

Village Facilities / Services	Status 2005	Recommendation			
		2006-2010	2011-2015	2016-2020	2021-2025
Municipal building	Adequate	-	-	-	-
Village garage	Adequate	-	-	-	-
Wastewater system	Adequate	Extend collection system	Extend collection system	Extend collection system	Extend collection system
Water system	Adequate	Extend distribution lines	Extend distribution lines	Extend distribution lines	Extend distribution lines
Recreation facilities	Adequate	-	Provide additional amenities at current parks	-	Provide additional amenities at current parks
Stormwater management	Adequate	-	-	-	-
<b>Facilities / Services by Others</b>					
Library services	Adequate	-	-	-	-
Fire protection	Adequate	-	-	-	-
EMS	Adequate	-	-	-	-
Telecommunication	Adequate	-	-	-	-
Electrical Transmission	Adequate	-	-	-	-
Schools	Adequate	-	-	-	-
Solid Waste and Recycling	Adequate	-	-	-	-
Child care	Adequate	-	-	-	-
Health care	Adequate	-	-	-	-
Cemeteries	Adequate	-	-	-	-

Future Land Use  
2006 - 2025  
Village of Butternut

Ashland County  
Comprehensive Plan Map

**Legend**

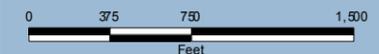
-  Single family residential
-  Single family large lot
-  Mixed residential
-  Commercial
-  Industrial
-  Commercial / industrial
-  Government / institutional
-  Conservancy

**Overlay Districts**

-  100-year floodplain\*
-  Wetlands

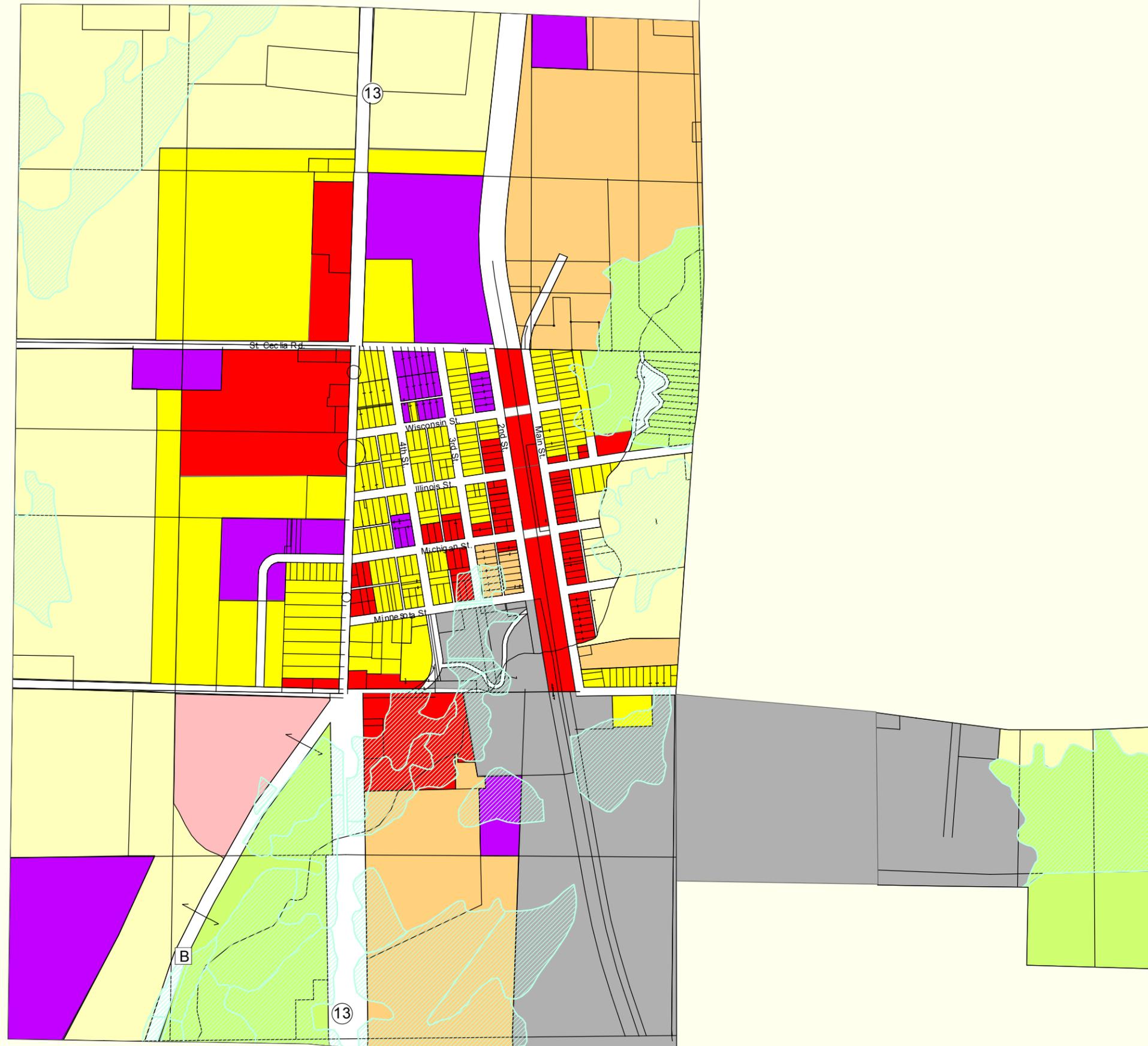
\*The floodplain overlay district includes that area depicted as 100-year floodplain on the most recent version of the Flood Insurance Rate Maps (FIRM).

Nde:  
This map is not a zoning map. It shows in general terms how land uses could develop in the coming years.



Base Map: Ashland County

Map Created: April 13, 2005  
Map Edited: January 19, 2006



Future Transportation Network:  
2006 to 2025  
Village of Butternut

Ashland County  
Comprehensive Plan Map

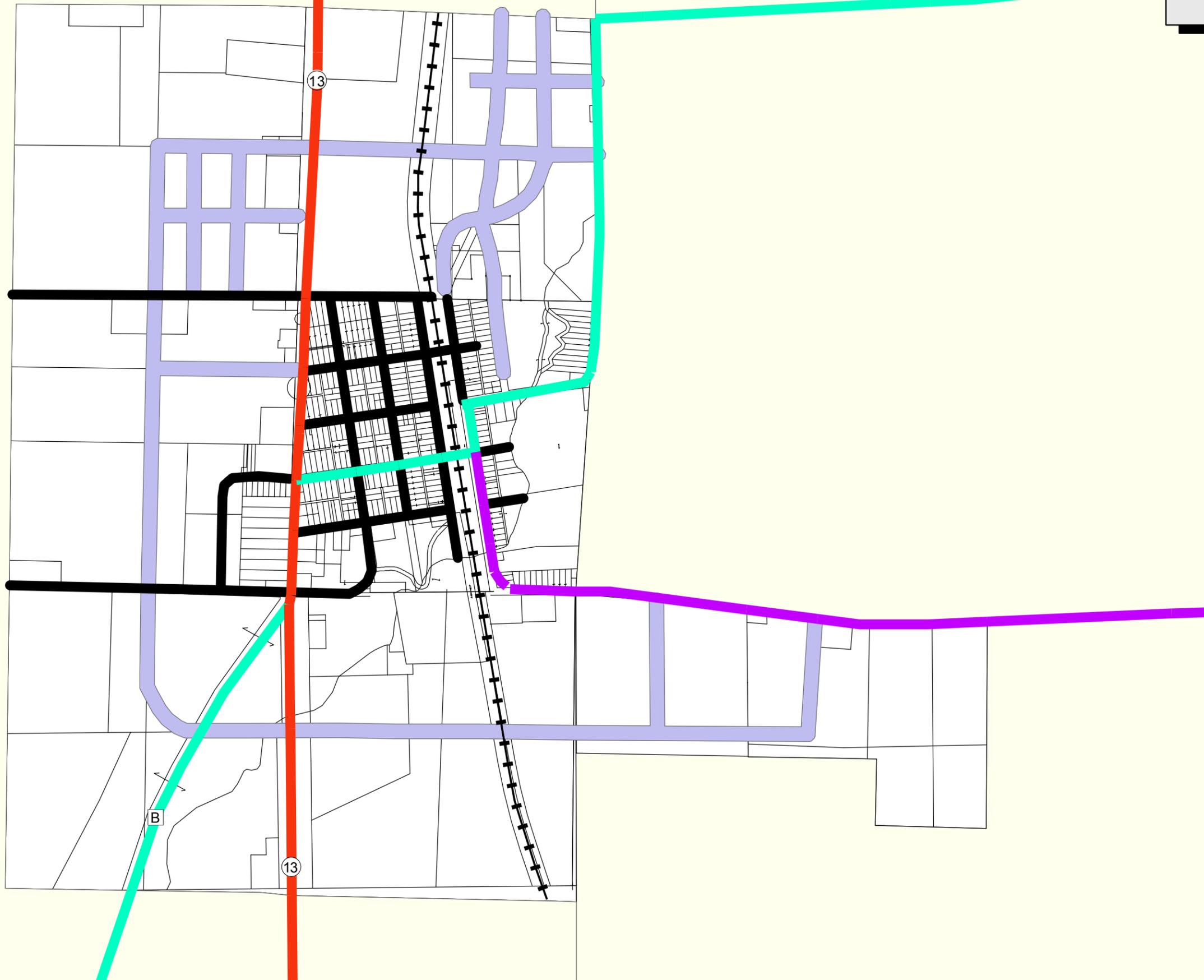
**Legend**

**Existing Facilities**

-  Principal arterials - other
-  Minor arterial
-  Major collector
-  Minor collector
-  Local road
-  Railroad

**Future Facilities**

-  Future roads



Base Map: Ashland County

Data Source:

Map Created: April 13, 2005  
Map Edited: January 19, 2006





# General Provisions

*Village of Butternut  
Comprehensive Plan - Policy Document*

## **PART 1. GENERALLY**

### **Section 1-1. Authority**

This plan is enacted pursuant to and consistent with §66.1001, Wis. Stats.

### **Section 1-2. Applicability**

1. *Jurisdictional Area.* The provisions of this plan shall be applicable throughout the Village of Butternut, the boundaries of which may change through annexation and/or detachment.
2. *Conformance with Plan.* After January 1, 2010, all village programs and actions relating to zoning, subdivisions, and official mapping shall be consistent with this plan. Prior to that date, this plan shall be used as a guideline.

### **Section 1-3. Repeal of Prior Comprehensive Plan**

All comprehensive plans previously adopted prior to the effective date of this plan are hereby repealed.

### **Section 1-4. Severability**

If a court of competent jurisdiction determines that a section, subsection, paragraph, sentence, clause, or phrase in this plan is unconstitutional or otherwise invalid, the validity of the remaining portions shall continue in full force and effect.

### **Section 1-5. Effective Date**

This plan shall be effective the first day after the date of publication or posting as provided for in §60.80(3), Wis. Stats.

### **Section 1-6. Development Expectations**

As outlined in Part 3, this plan is subject to amendment and revision including the future land use map. As such, no special development rights are conferred upon any property by any designation or inclusion on the future land use map.



# General Provisions

Village of Butternut  
Comprehensive Plan - Policy Document

## PART 2. INTERPRETATION

### Section 2-1. Interpretation of Boundaries of Base Land Use Districts

Interpretations regarding base land use district boundaries and designations on the future land use map shall be made in accordance with the following rules:

- a. *Political Boundaries.* District boundaries shown as following, or approximately following, any political boundary shall be construed as following such line.
- b. *Property Lines.* District boundaries shown as following, or approximately following, any property line shall be construed as following such line.
- c. *Section Lines.* District boundaries shown as following, or approximately following, a section line, quarter-section line, or quarter-quarter section line shall be construed as following such line.
- d. *Centerlines.* District boundaries shown as following, or approximately following, any stream, creek, easement, railroad, alley, road, street, highway or similar feature shall be construed as following the centerline of such feature.
- e. *Natural Boundaries.* District boundaries shown as following, or approximately following, any natural feature such as a lake, pond, wetland, woodlot edge, floodplain or topographical features such as watershed boundaries shall be construed as following such natural feature as verified by field inspection when necessary.
- f. *Other.* In instances where a district boundary does not follow one of the lines or features listed above, the line shall be as drawn as provided for in subsection 2.

### Section 2-2. Interpretation of Goals, Objectives, and Policies

1. Recognizing that some of the goals, objectives and policies may advance or serve competing interests in varying degrees, this plan shall be interpreted so as to promote the public interest to the greatest extent.
2. In the construction of goals, objectives and policies, the following shall be observed, unless such construction would be inconsistent with the text or with the manifest intent of the comprehensive plan:
  - a. *Singular and Plural Words.* Words in the singular include the plural and words in the plural include the singular.
  - b. *Tense.* Words in the present tense include the past and future tense and the future tense includes the present tense.
  - c. *Shall or Will.* The word "shall" or "will" is mandatory.
  - d. *May or Should.* The word "may" or "should" is permissive.
  - e. *Include.* The word "includes" or "including" shall not limit a term to the specific examples listed, but is intended to extend its meaning to all other instances or circumstances of like kind or character.



# General Provisions

*Village of Butternut  
Comprehensive Plan - Policy Document*

## **Section 2-3. Responsibility for Interpretation.**

In the event a question arises concerning a provision, or the application of a provision, contained in this plan, the plan commission shall develop a recommended interpretation and submit it to the village board, which shall be responsible for rendering the final interpretation. In making such interpretation, the plan commission and village board shall look to the overall intent of the comprehensive plan for guidance. The village board shall provide such interpretation in writing upon request and keep a permanent record of said interpretations.

## **PART 3. AMENDMENT**

### **Section 3-1. Initiation**

The following may submit an application for a plan amendment:

- a. Village board;
- b. Plan commission;
- c. any resident of the Village;
- d. any person having title to land within the Village;
- e. any person having a contractual interest in land to be affected by a proposed amendment; or
- f. an agent for any of the above.

Proposals to amend this plan may be submitted to the village clerk by the first Tuesday of the month in January, April, July, or October of each year.

### **Section 3-2. Burden of Proof**

The person that proposes an amendment to the future land use map shall have the burden of proof to show that the proposed amendment is in the public interest and internally consistent with the remainder of the plan.

### **Section 3-3. Application and Review Procedure.**

1. *Submittal of Application.* The applicant shall submit a complete application to the village clerk along with the application fee if any (See Sections 3-4 and 3-6).
2. *Transmittal of Application to Plan Commission.* The village clerk shall forward one (1) copy of the application to each member of the plan commission.
3. *Preliminary Review.* The plan commission shall review the application at one of its regular or special meetings. No decision shall be made at this time.
4. *Interdepartmental/Agency Review.* The village clerk shall forward one (1) copy of the application to appropriate village personnel and department heads that could be directly affected by the proposed amendment.



# General Provisions

*Village of Butternut  
Comprehensive Plan - Policy Document*

5. *Plan Commission Meeting.* Allowing for proper public notice, the plan commission shall conduct a meeting to review the application.
6. *Plan Commission Recommendation.* The plan commission shall pass a resolution stating its recommendation to the village board to either:
  - a. deny the proposed amendment; or
  - b. approve the proposed amendment without revision; or
  - c. approve the proposed amendment with those revisions it deems appropriate, provided such revisions are related to the proposed amendment.

A resolution recommending the amendment of the plan shall be by majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission.
7. *Notification of Resolution.* If the plan commission adopts a resolution to not amend the comprehensive plan, the commission shall send a copy of the resolution to the village board. This action terminates the amendment process. If the plan commission adopts a resolution recommending amendment of the plan, the secretary of the plan commission shall forward a copy of the resolution and those sections of the plan containing the recommended amendments, along with an explanatory cover letter, to each of the following:
  - a. Butternut Public School Library,
  - b. Park Falls Public Library,
  - c. Town clerk of each of the adjoining towns,
  - d. County Clerk for Ashland County,
  - e. North West Regional Planning Commission,
  - f. Wisconsin Land Council,
  - g. Department of Administration, and
  - h. other agencies deemed appropriate.
8. *Public Notice for Public Hearing.* The village clerk shall provide a class 1 public notice (under Chapter 985, Wis. Stats.) that is published at least 30 days before the date of the scheduled public hearing. At the discretion of the village, other notice may be provided.
9. *Public Hearing.* The village board shall hold at least one public hearing to consider the recommended amendment.
10. *Village Board Decision.* After reviewing the application and the plan commission's recommendation, the village board shall make a decision to either:
  - a. deny the recommended amendment; or
  - b. approve the recommended amendment without revision; or
  - c. approve the recommended amendment with those revisions it deems appropriate, provided such revisions are limited to those matters considered in the public hearing.



# General Provisions

*Village of Butternut  
Comprehensive Plan - Policy Document*

An affirmative vote to amend the plan shall be by majority vote of the members elect (as defined in §59.001(2m) Wis. Stats.) of the village board.

11. *Interagency Notification of Decision.* If the village board passes an ordinance to amend the plan, the village clerk shall forward a copy of the ordinance and pertinent sections of the plan, as amended, along with an explanatory cover letter, to each of the following:
  - a. Butternut Public School Library,
  - b. Park Falls Public Library,
  - c. clerk of each of the adjoining towns,
  - d. County Clerk for Ashland County,
  - e. North West Regional Planning Commission,
  - f. Wisconsin Land Council,
  - g. Department of Administration, and
  - h. other agencies deemed appropriate.

If the village board decides to not amend the plan, the village clerk shall send a letter, which states the village board's decision, to those entities listed in this part.

12. *Applicant Notification of Decision.* The village clerk shall mail the applicant, by regular U.S. mail, the original copy of the decision and notify the plan commission in writing of the village board's decision (if it is not the applicant). If the recommended amendment is denied, the notification shall indicate the reasons for the denial.
13. *Update History of Adoption and Amendment.* If the village board passes an ordinance to amend the plan, the village clerk shall update the table found in Section 3-7 of this chapter.

## **Section 3-4. Application Content.**

1. *Landowner-Initiated Amendment to the Future Land Use Map.* An application submitted by a landowner to amend the future land use map shall include the following:
  - a. a scaled drawing of the subject property;
  - b. a legal description for each of the parcels in the subject property;
  - c. a map of the existing land uses occurring on and around the subject property;
  - d. a written description of the proposed change;
  - e. a written statement outlining the reason(s) for the amendment; and
  - f. other supporting information the applicant deems appropriate.
2. *Other Amendments.* For all other types of amendments, the application shall include the following:
  - a. a written description of the proposed change;
  - b. a written statement outlining the reason(s) for the amendment; and
  - c. other supporting information the applicant deems appropriate.



# General Provisions

*Village of Butternut  
Comprehensive Plan - Policy Document*

## **Section 3-5. Limitations on Amending the Comprehensive Plan.**

Amendments shall be made so as to preserve the internal consistency of the entire plan.

## **Section 3-6. Application Fees.**

1. *Landowner-Initiated Amendments.* For all amendments to the future land use map that are initiated by the owner or another person having a contractual interest in land to be affected by the proposed amendment, an application fee, as set by the Village board and on file at the Village clerk's office, shall be submitted at the time of application.
2. *Other Amendments.* For all other types of amendments, no application fee shall be assessed.

## **Section 3-7. Historical Summary of Plan Adoption and Amendments**

The table below provides an overview of village board action regarding this plan.

<b>Date</b>	<b>Ordinance Number</b>	<b>Description of Action</b>
November 13, 2006	30	Village board adopts a new comprehensive plan to comply with Wisconsin's Smart Growth Legislation.



# Appendix

*Village of Butternut  
Comprehensive Plan - Policy Document*

## Adoption Ordinance

ORDINANCE NO. 30  
VILLAGE OF BUTTERNUT, ASHLAND COUNTY, WISCONSIN

**AN ORDINANCE TO ADOPT A COMPREHENSIVE PLAN**

Whereas, the Village, pursuant to §62.23(2) and (3) of the Wisconsin Statutes, is authorized to prepare and adopt a comprehensive plan as defined in §66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Whereas the Village Board has adopted written procedures designed to foster public participation in every stage of the preparation and review of the comprehensive plan as required by §66.1001 (4)(a) of the Wisconsin Statutes.

Whereas, the plan commission has developed a draft comprehensive plan, which consists of two documents: the background report and policy document.

Whereas, the plan commission has, by a majority vote of the entire commission as recorded in its official minutes, adopted a resolution recommending to the Village Board the adoption of the comprehensive plan, which contains all of the elements specified in §66.1001(2) of the Wisconsin Statutes.

Whereas, the Village Board has held at least one public hearing on this ordinance, in compliance with the requirements of §66.1001(4)(d) of the Wisconsin Statutes.

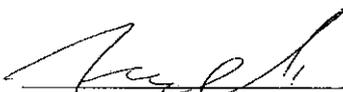
Now therefore, the Village Board adopts the comprehensive, pursuant to §66.1001(4)(c) of the Wisconsin Statutes.

Now therefore, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board (as defined in §59.001 (2m) of the Wisconsin Statutes) and publication/posting as required by law.

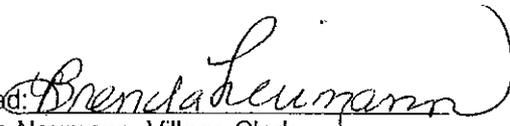
Now therefore, the Village Clerk is directed to send a copy of the adopted comprehensive plan to the following, along with an explanatory cover letter:

- a. Butternut Public School library,
- b. Park Falls Public Library,
- c. clerk of each adjoining jurisdiction,
- d. County Clerk for Ashland County,
- e. North West Regional Planning Commission,
- f. Wisconsin Land Council, and
- g. Department of Administration.

Adopted this 13<sup>th</sup> day of November, 2006.

  
\_\_\_\_\_  
Troy Scherwinski, Village President

(Published/Posted): 11-16, 2006

Attested:   
Brenda Neumann, Village Clerk