

## Land Use

### Introduction

This chapter will describe land use and activities associated with development, zoning, assessment, public defined directives (county, state, and federal governments) and other information useful in gaining a broader understanding of land use practices. Round Lake adopted a Land Use Plan in 2003 that has provided guidance to the community over the past five years. Information from the Land Use Plan has been updated where applicable to better represent current trends.

### Existing Land Use

An existing land use map was developed in 2008 and finalized in February 2009, based in part on various data sources, review of plan commission members and public input (**Map 8.1-Existing Land Use**). A list of existing land use categories was developed that was determined to most comprehensively reflect how the land was being used. It is important to note the existing land use map and definitions is not a zoning map or definition. The existing land use map illustrates how the land “is being used” where as a zoning map (**Map 8.2-Zoning**) identifies districts and its allowable uses.

### Town of Round Lake Land Use Definitions

<i>Residential</i>	<p><i>Single-family:</i> Lands with single-family structures designed for human habitation including permanent, seasonal, mobile housing units (not designated mobile home parks) and recreational cabins and cottages.</p> <p><i>Multi-family:</i> Lands with two-family or more attached units, apartment complexes, and town homes.</p> <p><i>Condominium:</i> Lands with a complex of housing units in which each unit, from the unit walls inward, are individually owned and where all condo owners own the property as a group (association).</p>
<i>Recreational Resort</i>	Lands with structures designed for human habitation where the primary use is rental of recreational cabins and cottages.
<i>Mobile Home Park</i>	Individual or contiguous land parcels under a common ownership and designed or laid out to accommodate three or more mobile or manufactured homes, intended for year-round residency.
<i>Agriculture</i>	Land primarily for growing of croplands, livestock grazing, dairy farming, pastures, cranberry bogs, farmsteads and farming support activities.
<i>Commercial</i>	Office buildings, retail sales establishments, restaurants, rental storage facilities, hotels/motels, inns, and bed & breakfast.

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<i>Industrial</i>	Manufacturing and processing facilities, warehousing and distribution facilities, including controlled outdoor storage areas related to industrial facilities.
<i>Communications &amp; Utilities</i>	Cellular, TV and radio towers and related facilities, wastewater treatment facilities, power substations, electric transmission lines, power generation facilities, and pipelines.
<i>Transportation</i>	Public and private railroads, airports, and roads.
<i>Institutional</i>	Government administrative buildings and offices; fire halls/stations; government recycling facilities; hospitals, clinics, and special care-facilities; public schools and colleges; fraternal organizations; cemeteries; churches and other religious facilities,
<i>Forestry</i>	Private and public owned forested lands, including land under forest crop law and applicable U.S. Forest Service lands having special use designations within the Chequamegon National Forest.
<i>Open Space</i>	Private and public owned non-forested lands and fallow fields.
<i>Extraction</i>	Quarries, gravel pits and other non-metallic mining operations.
<i>Outdoor Recreation</i>	Public and private lands designed or designated as town, village, city and county parks and recreation areas; hunting preserves or other designed hunting management areas; golf courses, shooting ranges, and campgrounds.
<i>Conservancy</i>	Public, private, and non-profit lands dedicated to the conservation of wildlife, wildlife habitat, fisheries, natural resources, and scenic/natural beauty.
<i>Water (Public Trust)</i>	Lakes, rivers, perennial streams and ponds.

Forestry, as defined above in the Town of Round Lake land use definitions, represents the greatest percentage of land area in the town (**Map 8.1-Existing Land Use and Table 8.1**), with the majority of that ownership under the management of the U.S. National Forest Service. It is important to note that within the Forestry category represented in **Table 8.1**, wetlands account for nearly 19,000 acres of the total forestry acreage.

**Table 8.1: Existing Land Use**

Existing Land Use	Acres	Percent of Town
Residential – Single Family	976.85	1.27%
Residential – Condominium	39.58	0.05%
Recreational Resort	6.01	0.01%
Agriculture	1,514.47	1.97%
Commercial	19.18	0.02%
Industrial	6.69	0.01%
Communications & Utilities	5.42	0.01%
Transportation	1,899.84	2.47%
Institutional	33.95	0.04%
Forestry*	61,965.82	80.69%
Open Space	32.09	0.04%
Extraction	93.76	0.12%
Outdoor Recreation	1,355.78	1.77%
Conservancy	3,040.94	3.96%
Water (Public Trust)	5,807.89	7.56%

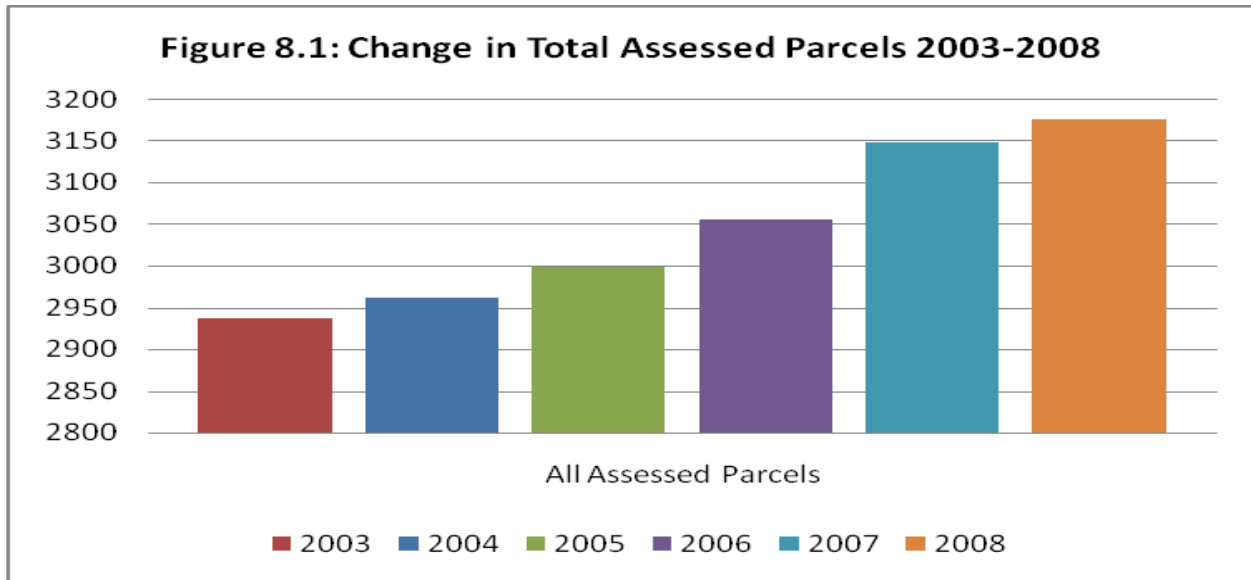
Source: Round Lake Existing Land Use Map. \*includes wetlands totaling nearly 19,000 acres

### **Tax Assessment**

The Wisconsin Department of Revenue real estate tax data provides a snapshot as to the “assessment” of land and its use, value, and acreage within the Town. Assessment categories include commercial, residential, manufacturing, agricultural, undeveloped, ag forest, forest, and other. These assessments summarize the tax districts for all municipalities. A number of changes have occurred over the past five years.

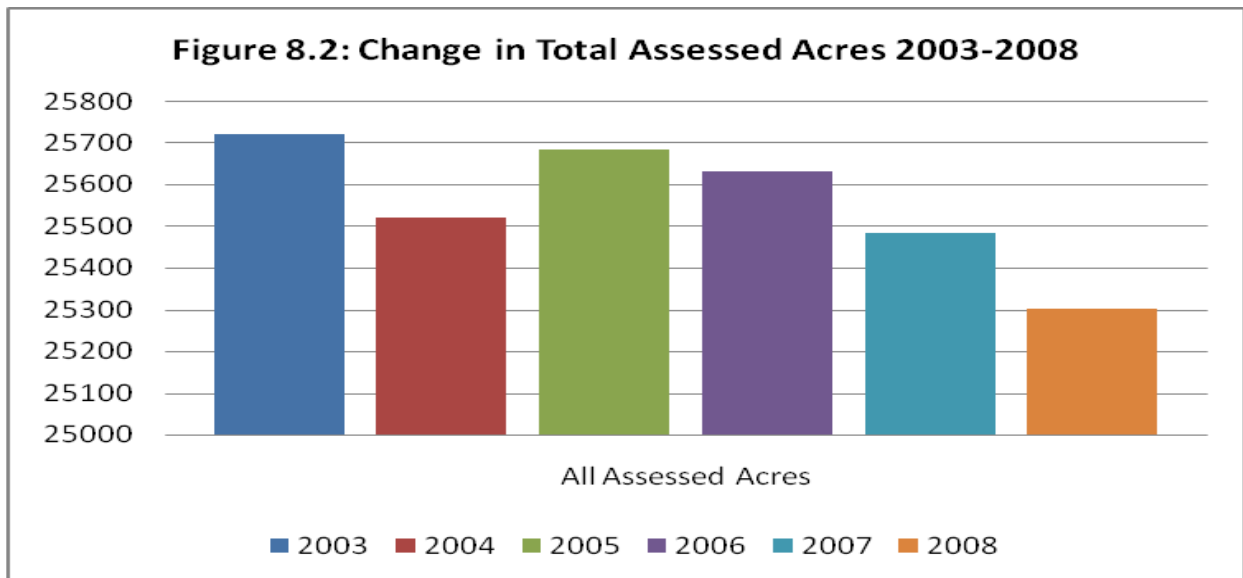
### *Parcels*

Town data from 2003 identifies 2,937 total assessed parcels. By 2008, total assessed parcels increased to 3,176. This is an increase of 239 parcels during the period 2003-2008. Assessed parcels classified as residential (140), commercial (17), undeveloped (82), and ag/ forest (59) saw increased parcel numbers; whereas assessed parcels of agriculture (5) and forest (54) had fewer parcels.



*Acres*

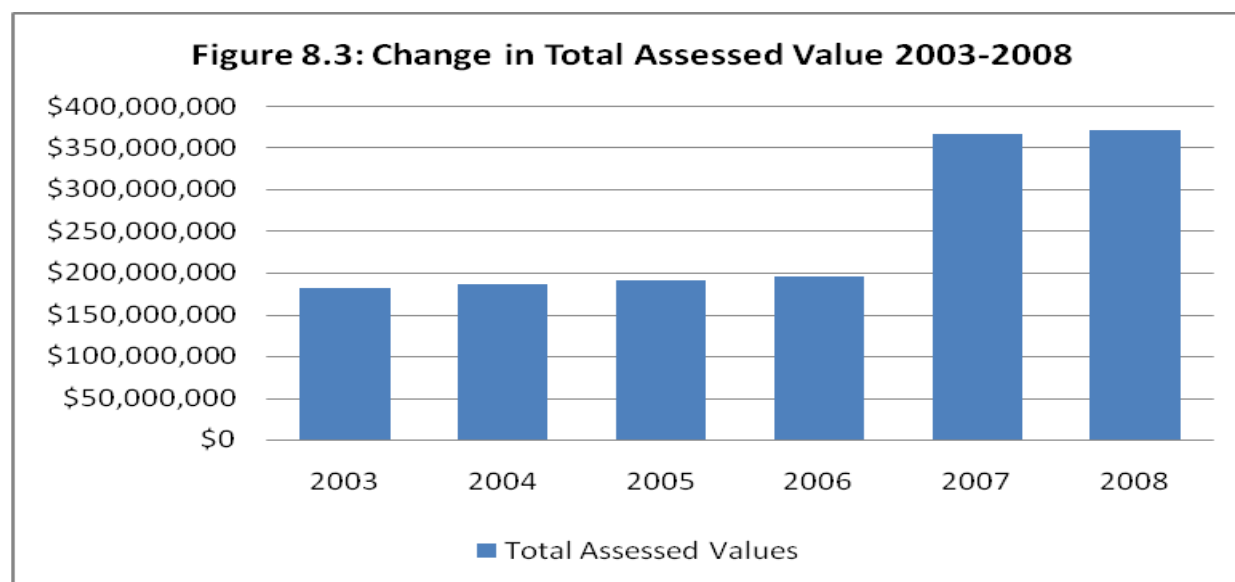
Town data from 2003 to 2008 identifies a total acreage decline in assessed land. In 2003, total assessed acreage stood at 25,722 acres. By 2008, total assessed acreage had declined by 421 acres to a total of 25,301 acres. The total reduction in acres (1.6 percent) is in part the result of private lands being gifted or sold to county, state, or federal agencies. Round Lake’s reduction in acreage is comparable to the reduction in acres countywide. Total assessed acreage countywide (Sawyer) had a reduction of 1.5 percent between 2003-2008.



*Values*

The assessment calculation for parcel value includes in the overall assessment data both land value and improvement (building) value. Based on land and improvement values, in 2003 the total assessed value in the Town was \$181,755,700. By 2008, land and improvement values

were \$370,572,600, a 103 percent increase. It is important to note the increase in assessed values from 2006 to 2007 is the result of a town reassessment of properties (in accordance with state law).



Source: Wisconsin Department of Revenue

### Land Supply & Demand

The Town of Round Lake, including all of Sawyer County, has historically been a popular vacation/resort area for Wisconsinites and individuals from other states, such as Illinois and Minnesota. More recently, second home development has grown within the Town. Many individuals who once vacationed in local resorts own these second homes. With its popularity as a vacation resort area and an excellent area to reside permanently, there continues to be a demand for woodlands and shoreland properties that would support recreational and residential use.

Nationally, calendar years 2007 and 2008 saw some of the slowest new housing starts and resale of existing homes, along with unprecedented foreclosures due to a national recession and collapse of major financial markets. Within Sawyer County, foreclosure actions filed in Wisconsin Circuit Courts for 2007 were reported at 80 and 85 in 2008.

The price of land depends upon many factors, which can vary significantly by location. It is difficult to generalize the market price of property within a given municipality due to the 'location specific' factors that dictate the price and by the fact that a limited number of properties are on the market at any given time. A number of properties are listed for sale either through a realtor or individual property owner throughout the Town. Land values in the Town of Round Lake continue to be influenced by waterfront and forest property sales. As noted previously, local characteristics such as land acreage, lake size, fishery, timber stand, and topography significantly influence price.

### **Land Value Assessment**

Assessed property values are established by local assessors and represent *estimates* of the value of real property including land, buildings, and improvements. The assessed property value is oftentimes slightly less than *full market value*, the value at which the property could be sold on the open market. Table 8.2 depicts the 2002-2008 residential property tax assessment values for the Town of Round Lake. A noticeable change in values occurred between 2006 and 2007, due in part to a town wide reassessment.

<b>Year</b>	<b>Assessment Value</b>	<b>Percent Change</b>
2002	\$152,312,600	
2003	\$156,937,000	3.0%
2004	\$161,926,600	3.2%
2005	\$166,957,600	3.1%
2006	\$171,473,800	2.7%
2007	\$312,288,300	82.1%
2008	\$317,397,100	1.6%

Source: Wisconsin Department of Revenue

### **Zoning Regulations**

While the existing land use (**Map 8.1**) depicts how land is being used, the zoning map (**Map 8.2**) represents zoning districts that regulate use and development. The Town's adoption of the Sawyer County Zoning Ordinance requires the Sawyer County Zoning Department to enforce county zoning ordinances throughout the Town.

Eleven zoning districts make up the Sawyer County Zoning Ordinance. Within each district, is a list of allowable uses, and in some cases a list of conditional use activities, dimensional requirements pertaining to a building setback from lot lines, minimum lot sizes, and other requirements. **Table 8.3** depicts the approximate acreage of zoning districts in Round Lake.

<b>Zone District</b>	<b>Acreage</b>	<b>Zone District</b>	<b>Acreage</b>
Residential One	7.0	Commercial One	300.7
Residential/Recreation One	6,808.1	Industrial One	178.0
Residential/Recreational Two	449.3	Forestry One	58,318.5
Agricultural One	2,174	Planned Unit Development	6.6
Agricultural Two	1,182.6		

A definition of each zoning district is summarized. Specific dimensional requirements and other information for each district can be found within the Sawyer County Zoning Ordinance and on **Table 8.4: Zoning Dimensional Requirements** on page 8-9.

**R-1: Residential One District**

This district provides for one-family and two-family year round residential development protected from traffic hazards and the intrusion of incompatible land uses. It is intended to encourage such development around existing residential areas where soil conditions are suitable for such development and in those areas, which can be economically and readily served, by utilities and municipal facilities.

**RR-1: Residential/Recreational One District**

This district is intended to provide for residential development and essential recreation oriented services in areas of high recreational value where soil conditions and other physical features will support such development without depleting or destroying natural resources.

**RR-2: Residential/Recreational Two District**

This district is intended to provide for residential development and essential recreation oriented services in areas of high recreational value where soil conditions and other physical features will support such development without depleting or destroying natural resources.

**A-1: Agricultural One District**

This district is intended to provide for the continuation of general farming and related activities in those areas best suited for such development, and to provide for orderly development of residential, commercial, and industrial development.

**A-2: Agricultural Two District**

This district is intended to provide for light and hobby farming and related activities and to provide for orderly development of residential, agricultural, and commercial activities in those areas best suited for development.

**C-1: Commercial One District** This district is intended to provide for the orderly and attractive grouping, at appropriate locations, of retail stores, shops, offices, and similar commercial establishments.

**I-1: Industrial One District**

This district is intended to provide for manufacturing and industrial operations which, on the basis of actual physical and operational characteristics, would not be detrimental to surrounding areas by reason of smoke, noise, dust, odor, traffic, physical appearance, or industries requiring outdoor storage for raw materials and/or finished products may be required to provide a screen or fence in accordance with the provisions of Section 7.0.

**F-1: Forestry One District** This district provides for the continuation of forest programs and related uses in those areas best suited for such activities. It is intended to encourage forest

management programs and also to recognize the value of the forest as a recreational resource by permitting as a conditional use certain recreational activities which when adequately developed are not incompatible to the forest.

### **PUD: Planned Unit Development District**

The PUD District is intended to provide for large-scale residential and/or commercial uses only. This district shall have no definite boundaries until such as approved by the County Board on the recommendation of the Zoning Committee in accordance with the procedures prescribed for zoning amendments by Section 59.69 of the Wisconsin Statutes. Plans for the proposed development shall be submitted in duplicate, and shall show the location, size, and proposed use of all structures and land included in the areas involved.

### **Zoning Dimensional Requirements**

Based on each zoning district, specific dimensional requirements are specified. **Table 8.4** represents the dimensional districts. Of note, minimum lot requirements for R-1, RR-1, and RR-2 are the same at 20,000 square feet.

**Table 8.4: Zoning District Dimensional Requirements, Sawyer County**

	Zoning District							
Requirement	R-1	RR-1	RR-2	A-1	A-2	C-1	I-1	F-1
Building Height Limit*	35'	35'	35'	35'	35'	35'	60'	35'
Required Lot Area (sq/ft)								
with public sewer	10,000**	10,000	10,000	5 acres	5 acres	10,000	1 acre	5 acres
without public sewer	20,000**	20,000	20,000	5 acres	5 acres	20,000	1 acre	5 acres
Minimum Lot Width								
with public sewer	75'	75'	75'	300'	300'	75'	200'	300'
without public sewer	100'***	100'***	100'***	300'	300'	100'	200'	300'
	R-1	RR-1	RR-2	A-1	A-2	C-1	I-1	F-1
Yard Required								
Front	30'	30'	30'	50'	50'	10'	50'	30'
Rear	40'	40'	40'	50'	50'	20'	50'	40'
Side								
Principal Building	10'	10'	10'	20'	20'	10'	20'	10'
	30'	30'	30'	50'	50'	10'	50'	30'
Accessory Bldg	5'	5'	5'	10'	10'/50'	5'	10'	5'
	R-1	RR-1	RR-2	A-1	A-2	C-1	I-1	F-1
Floor Area, Residence (sq/ft)								
1 Bedroom	500	500	500	500	500	500	500	500



**Table 8.4: Zoning District Dimensional Requirements, Sawyer County**

Requirement	Zoning District							
	R-1	RR-1	RR-2	A-1	A-2	C-1	I-1	F-1
2 Bedrooms	600	600	600	600	600	600	600	600
3 Bedrooms	700	700	700	700	700	700	700	700
Minimum Residence Width	20'	20'	20'	14'	14'	14'	----	20'
Minimum Lot Depth								
with public sewer	-----	-----	-----					
without public sewer	200'	200'	200'			200'		

Source: Sawyer County Zoning Ordinance; for all \*- see ordinance

### **Shoreland-Wetland Zoning**

The Sawyer County Zoning Ordinance establishes development standards for lands within the shoreland areas of the county. These areas are defined as lands which lie within 1,000 feet of the ordinary high water mark (OHM) of navigable lakes, ponds, or flowages and lands within 300 feet of the OHM of navigable rivers and stream or to the landward side of the floodplain, whichever distance is greater. Mapped wetlands five acres in size or larger are also regulated under this ordinance.

Section 4.417 of the Zoning Ordinance incorporates lakes class development standards into the ordinance. These standards are based on the Sawyer County Lakes Classification, which assigns each county water body into one of five classes. The lakes classification rating is based on an assessment of the individual characteristics of each lake. Under this system, Class 3 lakes and Wilderness Lakes (Class 4) receive the highest level of protection.

### **Floodplain Ordinances**

Sawyer County has an adopted Floodplain Zoning Ordinance. The official floodplain maps for Sawyer County are the Federal Emergency Management Agency (FEMA) Flood Hazard Boundary Maps (FHBM).

### **Private Sewage System Regulations**

The Wisconsin Department of Commerce and Sawyer County are jointly responsible for the regulation and monitoring of private on-site wastewater systems (POWTS). The state code outlining POWTS requirements in Wisconsin is Administrative Code Chapter "Comm 83".

The Sawyer County Private Sewage System Ordinance regulates the location, construction, installation, alteration, design, and use of all private sewage systems in the county. This section of the ordinance incorporates the provisions of Chapter 145, Wisconsin Statutes.

### **Nonmetallic Mining**

Chapter NR 135, Wis. Adm. Code, defines the standards for reclamation and restoration of state nonmetallic mining operations. By law, each Wisconsin county (except Milwaukee County) is required to enact an ordinance and administer a program that regulates the reclamation of nonmetallic mining sites. There are an estimated 93.8 acres of non-metallic mining sites in the Town of Round Lake. Active non-metallic mining sites are located along State Highway 77, Moose Lake Road, and Chippewa River Road (**Map 8.1-Exising Land Use**).

### **Future Land Use**

Identifying preferred development patterns within the community is intended to assist the community and governing board with a vision that represents choices that encourage, protect, expand and develop a “community” that represents the values and culture of the Town. Identification of future land use is not intended to be prescriptive, rather, it is intended to build upon the community’s vision for the future and provide guidance for community growth and development. It also strives to preserve the unique northwoods character, reduce potential conflict, and enhance the quality of life for residents and visitors. Defining appropriate land use is about more than making ecologically and economically intelligent choices. It is also about retaining values, lifestyles, cultural assets, and community character.

### **Anticipated Trends Impacting the Town of Round Lake**

- The average age of households will continue to increase, as seasonal homes become year-round residential structures.
- Year-round residents, seasonal residents and visitors will continue to seek recreational resources found throughout the Town.
- Demand for rural housing will continue to increase, coupled with increased demand for larger parcels of land.
- Shoreland development will continue to be in demand, with second tier shoreland development growing, as lakes become more developed and priced out of reach to local residents.
- Demand for waterfront property will continue, with increased pressure to develop smaller lakes and riverfront property.
- Increased traffic will occur on the roadway system to accommodate more residents and visitors to the area.
- Land prices will continue to be strong, and may fluctuate from time to time, based on the local and national economy.
- Water quality concerns will increase due to increased development.
- Fragmentation of the forest/woodland areas to accommodate residential development will continue.

Source: NWRPC

## **Land Supply**

Providing an adequate supply of land suitable and available to meet long-term residential, commercial, industrial, agricultural, public/institutional, and other needs of the community is a foundation of planning. The overall goals identified through out the plan will guide the development, conservation, and recreation of available land.

Various constraints are present throughout the community, including natural features such as wetlands, floodplains, surface waters, steep slopes, and soil limitations. Land management constraints include lands under public ownership. These lands are excluded from the overall developable land base, regardless of environmental constraints that may be present. The absence or reduced existence of natural constraints presents the opportunity for development with the least potential for environmental impact.

The available land supply in the Town of Round Lake was analyzed in **Table 8.5**. The purpose of this analysis is to determine the total acreage available for future growth and development. The information provides general information of the “potentially” available acreage remaining in the Town of Round Lake.

<b>Table 8.5: Town of Round Lake Land Supply</b>		
	<b>Acres</b>	<b>Percent of total land area</b>
<b>Land Ownership Factors</b>		
Town Lands	230.2	0.30%
County Forest	2,753.5	3.64%
State Lands	1,966	2.60%
Federal Lands	35,519.9	47.0%
Lac Courte Oreilles Indian Reservation	0	0%
<b>Total</b>	<b>40,469.6</b>	<b>53.54%</b>
<b>Existing Land Use Factors</b>		
Existing development	4,437.1	5.87%
Existing agricultural/open space areas	1,546.6	2.05%
Managed Forest Law MFL	3,445.6	4.56%
Forest Crop Law FCL	1,948.3	2.58%
Private Forest (not MFL or FCL)	19,143.3	25.33%
<b>Total</b>	<b>30,520.9</b>	<b>40.38%</b>
<b>Environmental Factors</b>		
Surface Waters	5,775.3	7.64%
Wetlands	18,452.7	24.41%
Slopes (20% and Greater)	747.2	0.99%
<b>Constraints Analysis</b>		
Public	40,469.6	53.54%
Existing Land Use	4,437.1	5.87%
Surface Waters	5,775.3	7.64%
Wetlands <sup>1</sup>	18,452.7	24.41%
Steep Slopes <sup>2</sup>	747.2	0.99%
<b>Total Constraints</b>	<b>69,881.9</b>	<b>92.45%</b>
<b>Total Area</b>	<b>75,590.5</b>	<b>100%</b>
<b>Remaining Land Area</b>	<b>5,708.6</b>	<b>7.55%</b>

Source: NWRPC GIS Analysis, various data sources

### Projected Land Demand

The Town of Round Lake, like most other towns in Sawyer County, has potential for continued growth in residential, commercial and other activities. Providing an adequate supply of developable land is critical to accommodate future growth, promote and sustain economic development and to build strong and prosperous communities. Wisconsin's comprehensive planning legislation requires that comprehensive plans contain projections, in 5-year increments, for future residential, agricultural, and commercial and industrial/manufacturing land uses.

<sup>1</sup> acres of wetlands occur in other existing use or ownership category.

<sup>2</sup> acres of steep slope areas occur within other existing use or ownership category

Land use projections for residential, agricultural, commercial and industrial/manufacturing have been based on the Town assessment data. This projection used a regression analysis formula from 1998-2008 assessment data. These projections are developed to show potential changes that may occur into the future to allow property owners and elected officials to plan for potential changes.

In 1998 a total of 3,215 acres was assessed as residential and by 2008 this total had reached 3,729 acres (**Table 8.6**). This period from 1998 through 2008 saw an increase of 514 residential assessed acres. Based on residential assessed data from 1998-2008, it is projected that residential demand will continue with 542 new acres assessed as residential from 2010-2020 and another 542 assessed residential acres from 2020-2030.

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Residential	3,215	3,242	3,326	3,480	3,533	3,577	3,576	3,697	3,836	3,713	3,729

Source: Wisconsin Department of Revenue 1998-2008

	2010	2015	2020	2025	2030
Residential	3,902	4,173	4,444	4,715	4,986

Source: NWRPC

Based on the 20-year period spanning 2010-2030, an additional 1,084 acres of assessed residential land should be added to accommodate residential needs at approximately 54 acres per year (**Table 8.7**). The increase in residential land will assist in part to accommodate the projected population and household increases identified between 2010-2030. The population is projected to increase by 255 persons and households are projected to increase by 173 units.

Commercial assessed acreage from 1998-2008 increased overall by 52 acres (**Table 8.8**). During the 2010-2030 period, commercial assessed land is projected to see continued increases, gaining 99 acres over the twenty-year period, or approximately 5 acres per year (**Table 8.9**).

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Commercial	144	144	165	167	164	164	158	156	157	181	196

Source: Wisconsin Department of Revenue 1998-2008

	2010	2015	2020	2025	2030
Commercial	197	222	246	271	296

Source: NWRPC

Manufacturing demand is expected to remain constant throughout the planning period. During the eleven years from 1998-2008, manufacturing assessed acreage has not changed, with only two parcels being assessed as manufacturing (**Table 8.10**). Over the twenty-year period from 2010-2030, no additional need for manufacturing acreage is projected (**Table 8.11**). From 1998-2008, only two parcels have been used for manufacturing purposes. Although the projection for the twenty-year period would suggest no additional need for manufacturing acreage, the plan supports the development of green manufacturing with in the Town.

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Manufacturing	37	37	37	37	37	37	37	37	37	37	37

Source: Wisconsin Department of Revenue 1998-2008

	2010	2015	2020	2025	2030
Manufacturing	37	37	37	37	37

Source: NWRPC

Agricultural assessed acreage has declined steadily over the period covering 1998-2008 with a decline of 411 acres (**Table 8.12**). During the 2010-2030 period, agricultural assessed land is projected to continually decline, losing 808 acres over the twenty-year period, or approximately 40 acres per year (**Table 8.13**). Although the projection for the twenty year period would suggest a decline in agricultural acres, the plan goals and objectives supports preservation of agricultural land to stall this trend.

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Agricultural	1,831	1,819	1,787	1,540	1,537	1,549	1,549	1,521	1,521	1,420	1,420

Source: Wisconsin Department of Revenue 1998-2008

	2010	2015	2020	2025	2030
Agricultural	1,311	1,109	907	705	503

Source: NWRPC

The land use demand projections are based on trends and assumptions, and cannot account for unforeseen changes in the demographic, social or economic conditions within the community. The community should use this information as a general guide to:

- ❖ allocate sufficient lands to accommodate forecasted growth
- ❖ plan for public services, utilities, transportation and facilities
- ❖ economic development planning
- ❖ protection of natural resources

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### **Opportunities for Remediation and Redevelopment**

Sound planning seeks to identify community redevelopment options and potential “smart growth areas” or areas with existing infrastructure and services in place, where development and redevelopment can be directed. These areas may be recently developed land contiguous to existing development with densities that will project relatively low public service costs. Throughout Sawyer County, there are over 300 properties listed on the Bureau for Remediation and Redevelopment Tracking System (BRRTS) database. This list includes properties that have ongoing mitigation measures and others where mitigation has been resolved or no action was necessary. In Round Lake, there is one open project that remains in a monitoring mode. Louies Landing is identified in the BRRTS database due to a leaking underground storage tank dating back to the early 1990’s. It appears the tanks had been removed in 1994, however, the project remains open according to BRRTS data.

No specific parcels or areas of the Town are identified as needing redevelopment as the majority of the Town is rural and undeveloped. However, if dilapidated buildings of all types would have a potential for redevelopment, efforts should be explored to raze or redevelop the properties.

Concentrated growth in the center of a city or densely populated area to avoid or limit sprawl, often referred to as smart growth, is difficult in a rural community. Smart growth encourages compact, transit-oriented, walk able and bicycle-friendly mixed-use communities. The Town’s rural nature limits the implementation of compact/concentrated growth through smart growth. While it may be difficult, the use of cluster developments in rural areas can exhibit similar traits found in smart growth areas

### **Protecting Private Property Rights**

The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect the rights of the individual and to give landowners, citizens, and local communities the opportunity to define their community vision.

Private property rights were respected throughout the comprehensive planning process. This plan was developed through an open, community-based, citizen participation process which focused upon balancing the needs of private landowners with the needs of the larger community. Wisconsin law holds private property ownership in high regard. Landowners are prohibited from using their property in a manner that jeopardizes public health and safety. Furthermore, the actions of a private landowner cannot cause an “unreasonable” interference with another landowner’s use of their property. Furthermore, the Sawyer County Zoning Ordinance prescribes the allowable use of property by zone district.

The Town of Round Lake has worked diligently to minimize potential future conflict and to protect the rights of individual landowners as they use their property. The Town will continue to work with all private landowners to ensure the best possible future for the Town.

### **Land Use Conflicts**

In developing a comprehensive plan, many aspects relating to housing, transportation, land use, economic development and other topics are reviewed. From time to time, conflicts affecting housing, commercial, manufacturing and development proposals can arise. These conflicts may arise through sights, sounds, smells, or other activities on the landscape. This type of conflict is relatively common in cases where residential land use infringes upon areas of agricultural use.

Another type of land use conflict arises when a use conflicts with the wishes of the larger community. For example, a proposed transmission line may be widely opposed by the community as a whole. This type of conflict can sometimes be difficult to avoid completely due to existing regulations and the fact that these conflicts may involve many independent jurisdictions.

A primary tool for reducing the potential for conflict is by establishing clear growth and development policies and by providing for a thorough review of all development proposals. Plan policies should establish the framework for evaluating future development proposals and establish the criteria or performance standards required.

Care was exercised by the Town to provide a future land use pattern that coordinates and minimizes potential for land use conflict. In order to continue to reduce the potential for conflict, the Town should continue to examine external factors impacting development and use activities. Furthermore, the Town should continue to communicate with its neighboring communities and County on development issues and policies.

### **Future Land Use Map**

#### **Background**

The Future Land Use Map (**Map 8.3**) provides a visual depiction of a preferred development pattern for the Town. This map is intended to serve as a development guide for landowners, the Town of Round Lake, and Sawyer County. The map, land use category descriptions and plan goals and objectives should be used to evaluate future development proposals. The future land use map is not a zoning map and does not alter the existing zoning on each property. As such, landowners may continue to use their property in a legal manner, in accordance to the provisions of the Sawyer County Zoning Ordinance.

The entire comprehensive plan, including maps, supporting narrative, and plan goals and objectives should be used by the Plan Commission to review rezoning requests, land divisions,



and other types of development applications when making recommendations to the Town of Round Lake. Furthermore, Sawyer County should consider this map and supporting narrative in its land use decision-making process and should base any future zoning amendments on the provisions of this document.

### **Future Land Use Categories**

The Town of Round Lake Future Land Use Map delineates broad categories of future land use. These categories are, in some cases, consistent with the existing land use classification and simply represent a continuation of the existing situation. In other cases, the future category may be different from existing use and/or zoning classification, representing a recommended or anticipated shift in use. When and whether these areas should be rezoned to be consistent with the provisions of the Town of Round Lake Comprehensive Plan is at the discretion of the both the Town of Round Lake and the Sawyer County Zoning Committee based on a mutually agreed upon decisions.

#### ***Agriculture***

Agricultural areas represent varying forms of activity. Areas defined on the map are generally those areas where future agricultural practices are expected to continue during the planning period. Minimum density thresholds within this category are one home per five acres.

#### ***Commercial***

There is no single commercial core found in the Town, but instead commercial developments are scattered throughout the town at key intersections *or other areas*. In areas where no sewer service is available a minimum lot area of 20,000 square feet is recommended.

#### ***Communications/Utilities***

These areas are identified as current or future locations for development of communications facilities or utilities.

#### ***Conservancy***

This is defined as areas where unique characteristics are present that should ideally be preserved and maintained in their natural state.

#### ***Extraction***

Areas identified as being current or future locations for extraction of non-metallic mineral materials.

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***Governmental/Institutional***

Areas including government administrative buildings and offices, fire halls, government recycling facilities, hospitals, clinics, and special care-facilities, public schools and colleges, fraternal organizations, and cemeteries, churches and other religious facilities.

***Parks and Recreation***

This category includes existing mapped outdoor recreational areas and future areas for park & recreational development, whether private or public, including hunting preserves, designated hunting management areas, camping areas, and motorized and non-motorized recreation areas.

***Private Forest***

Private forest includes areas where the town has seen growth in residential development and is anticipated to continue to see this activity. In order to protect the natural resource base (woodlands and wetlands) in these areas and to promote low density developments, it is recommended that development be limited to a minimum lot size of 5 acres with one single family dwelling and no further subdivision of the lot within this area.

***Public Forest***

Future land use areas classified as private forest are those areas under public ownership (county, state, or federal) where no planned residential, commercial, or industrial development is projected over the planning horizon.

***Shoreland Residential***

Shoreland areas are represented by the lakes and rivers in the county zoning ordinance classification system. Development densities within shorelands will maintain a minimum density of 1 home per 20,000 square feet on Class I lakes, a minimum density of 1 home per 30,000 square feet on Class II lakes and streams & rivers, a minimum density of 1 home per 40,000 square feet on Class III lakes, and a minimum density of 1 home per 5 acres on Class IV lakes. These areas may include residential, recreational resort, commercial and other activities as allowed by use within the Sawyer County Zoning Ordinance. It is also recommended that no less than two acres be the minimum lot size in non-waterfront area within the shoreland zone. (land use plan)

***Residential Expansion Area***

Areas identified as Residential Expansion have been identified for residential development where the minimum density of 1 home per 3 acres.

***Water***

Lakes, rivers, perennial streams and ponds, in Public Trust.

**Wetlands**

Areas exhibiting traits supporting wetlands due to soils, plants and hydric conditions.

**Light Industrial**

Industrial activity is limited to a very small area of the Town. Future land use relating to industrial/manufacturing activities with no sewer service is available a minimum lot area of 20,000 square feet is recommended.

**Table 8.14** represents the estimated acreage depicted on the Map 8.3: Future Land Use.

**Table 8.14: Future Land Use**

	Acres	Percent of Town
Agriculture	1,441	1.9%
Commercial	275	0.4%
Communications/Utilities	10	0.01%
Conservancy	2,505	3.3%
Extraction	74	0.1%
Governmental/Institutional	32	0.04%
Parks & Recreation	74	0.1%
Private Forest	24,558	32.0%
Public Forest	40,239	52.4%
Shoreland Regulated Zone*	14,690	19.1%
Water	6,256	8.2%
Wetland*	18,393	24.0%
Residential Expansion Area	1,169	1.5%
Light Industrial	101	0.1%

Source: NWRPC GIS Analysis. \*acreage represented within multiple other future land use categories.

**Land Use Goals, Objectives, Actions, Policies and Programs**

Prior to development of the land use goals, objectives and actions, the Plan Commission with input from town property owners, developed a list of “land use issues” important to the Town. Many residents expressed concern about protecting the shorelines of our waterways from overdevelopment, large tracts of forest or agricultural areas from fragmentation, managing residential growth, planning, and commercial growth that blends with the northwoods character of our community. With these issues in mind, a list of goals, objectives, and actions were developed.

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**Goal 1: Promote coherent, consistent land use planning that maintains the town’s distinctive rural and northwoods character.**

Objective 1: Support a planned development/redevelopment pattern that makes efficient and effective use of land, public services, and financial resources while guiding land use decisions.

Action 1: Promote cooperation in planning for development/redevelopment, facilities, and services with adjacent towns, land trusts, counties, WDNR, and the USFS.

Responsible Party: Town Board

When-Ongoing

Action 2: Provide open space, trails, parks, and recreational opportunities affording the maximum benefit to the community.

Responsible Party: Town Board

When-Ongoing

Action 3: Focus new areas of growth within or near existing areas of development where adequate public facilities & services exist (or are planned).

Primary Responsible Party: Plan Commission

Responsible Party: Town Board

When-Ongoing

Action 4: Encourage utilization of the existing road network to accommodate future development.

Primary Responsible Party: Plan Commission

Responsible Party: Town Board

When-Ongoing

Action 5: New Planned Unit Developments should be guided to the Residential Expansion Area on the Future Land Use Map.

Primary Responsible Party: Plan Commission

Responsible Party: Town Board

When-Ongoing

Action 6: Support a variety of lot sizes including a recommended 3 acre minimum in Residential Expansion Areas on the Future Land Use Map and a minimum lot size of two acres in non-waterfront areas of the shoreland zone. Encourage maintaining large tracts of forested land by recommending a minimum parcel size of 5-10 acres in Private Forest on the Future Land Use Map.

Primary Responsible Party: Plan Commission

Responsible Party: Town Board

When-Ongoing

Action 7: Encourage commercial development consistent with rural and northwoods character by discouraging large “chain” run corporations.

Primary Responsible Party: Plan Commission

Responsible Party: Town Board

When-Ongoing

Action 8: Allow a limited amount of planned, mixed-use development provided that such development is located in areas designated on the Future land Use map.

Primary Responsible Party: Plan Commission

Responsible Party: Town Board

When-Ongoing

Action 9: Consider long-term implications of land use decisions.

Primary Responsible Party: Town Board

Responsible Party: Plan Commission

When-Ongoing

Action 10: Encourage the county to support the town/s decisions regarding zoning.

Responsible Party - Town Board

When-Ongoing

Objective 2: Promote positive environmental practices that protect natural resources, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.

Action 1: Conduct and maintain a comprehensive assessment of the condition of the town’s natural and environmental resources.

Responsible Party – Plan Commission

When-Ongoing

Action 2: Protect environmentally sensitive, culturally, and archaeologically important areas.

Primary Responsible Party: Town Board

Responsible Party: Plan Commission

When-Ongoing

Action 3: Promote residential densities that minimize effects on the environment.  
Primary Responsible Party: Plan Commission  
Responsible Party: Town Board  
When-Ongoing

Action 4: Promote the protection of farmland and forests.  
Primary Responsible Party: Plan Commission  
Responsible Party: Town Board  
When-Ongoing

**Goal 2: Minimize land use conflicts between development and existing or future land use, and between development and the environment.**

Objective 1: Avoid practices that would result in land use conflicts for adjacent properties.

Action 1: Emphasize wise land use choices that recognize adjacent land use practices and will not interfere with their use.  
Responsible Party: Town Board  
When: Ongoing

Action 2: Educate and encourage private property owners to manage their land to emphasize the town’s rural and northwoods character.  
Responsible Party: Plan Commission  
When: Ongoing

Action 3: Require new development/redevelopment to address adjacent land use compatibility with regard to noise potential, odor, population density, appearance, traffic generation, and light pollution.  
Responsible Party: Town Board  
When: 2010

Action 4: Encourage all development/ redevelopment to minimize the visual impact by using methods such as vegetative buffers and landscaping, curved driveways, and colors that blend in with the natural surroundings.  
Responsible Party: Plan Commission  
When: Ongoing

Action 4: Discourage future keyhole development to stop over development of lakeshore property.  
Responsible Party: Town Board

When: Ongoing

Action 5: Work to prevent “spot zoning” and reserve zoned land for said use.

Responsible Party: Town Board

When: Ongoing

Objective 2: Avoid practices that would result in land use conflict with environmental factors.

Action 1: Require a master site plan for all development/redevelopment.

Responsible Party: Town Board

When: 2010

Action 2: Encourage higher density development/redevelopment to be located away from environmentally sensitive areas.

Responsible Party: Plan Commission

When: Ongoing

Action 3: New development/redevelopment along the edges of environmental, cultural, and archaeologically important areas will require an appropriate buffer zone. These areas should not otherwise be altered.

Responsible Party: Town Board

When: Ongoing

Action 4: Recommend new retail and commercial development be located away from the shoreland zone.

Responsible Party: Plan Commission

When: Ongoing

Action 5: Support commercial, light industrial, and manufacturing operations that have little environmental impact or waste.

Responsible Party: Town Board

When: Ongoing

Action 6: Educate developers and builders on environmental regulations and best practices.

Responsible Party: Plan Commission

When: Ongoing

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**Goal 3: Balance individual property rights with public rights and community goals and interests.**

Objective 1: Ensure all property owners have equal opportunity to participate in the implementation of their public and private property rights in addressing future land use development.

Action 1: Maintain relevant information on the Town website.

Responsible Party – Town Clerk

When – Ongoing

Action 2: Provide information on public property rights addressed as part of Wisconsin’s Public Trust Doctrine.

Responsible Party – Plan Commission

When – 2010

Action 3: Provide information on private property rights addressed in county/town statutes.

Responsible Party – Town Board

When – Ongoing

Action 4: Minimize property right conflicts through discussion and education.

Responsible Party – Plan Commission

When – Ongoing

Objective 2: Protect and enhance land values by incorporating public and private land use rights into the planning process.

Action 1: Emphasize wise land use choices that recognize adjacent land use practices.

Responsible Party – Plan Commission

When – Ongoing

Action 2: Consider long-term implications of land use decisions on land value.

Responsible Party – Town Board

When – Ongoing

**Coordination with Other Plan Elements**

Land Use can directly affect most other elements of this comprehensive plan. Therefore, it is important that the elements are consistent and support one another.



### *COMMUNITY DEMOGRAPHICS*

Land use planning is important to protect the Northwoods vision of the community. The results of the Vision, Values, and SWOT exercises, Community Survey, and the County Survey were reviewed to emphasize resident desires and expectations.

### *HOUSING*

The existing housing supply and future population and household projections were examined to understand the extent of future residential development. Promote and guide future planned unit developments to the residential expansion areas on the Future Land Use Map. Promote residential densities that minimize effects to the environment.

### *TRANSPORTATION*

Transportation improvements made to the County and State highways have the potential to affect land use and development patterns in the town. Continue to encourage utilization and maintenance of the existing road network.

### *UTILITIES AND COMMUNITY FACILITIES*

Utility and community facilities were reviewed to understand future community needs. Focus new areas of growth near existing areas of development for adequate public facilities and services.

### *AGRICULTURAL, NATURAL AND CULTURAL RESOURCES*

Promote the protection of agricultural and forest lands when development/redevelopment is planned. Promote the protection of environmentally sensitive and archaeologically important areas.

### *ECONOMIC DEVELOPMENT*

Support a variety of lot sizes within the town for more affordable housing. Continue to encourage commercial development in the Northwoods character away from shoreland areas.

### *INTERGOVERNMENTAL COOPERATION*

Continue cooperation in planning development/redevelopment, facilities, parks, recreational opportunities, trails, and open spaces with adjacent towns to ensure Northwoods character.