

LAND USE

Wisconsin State Statute 66.1001(2)(h)

Land Use

A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

INTRODUCTION

One of the principal intentions of the comprehensive plan is to promote a harmonious land use and development pattern across the landscape. The Land Use Element is critical to providing guidance and direction for future growth within Sawyer County over the next 20 years. This element is intended to balance long-term growth in the county with a healthy and sustainable natural environment, a strong agricultural base, a healthy local economy and a well-preserved sense of community culture and heritage. Specific functions of the Land Use Element will include:

- Analysis of the existing land use pattern in Sawyer County
- Examination of the variable that contribute to land use change in Sawyer County
- Forecasts of future land use needs, by category
- Establishment of the general categories, distribution, location and extent of land uses

The Land Use Element is one of the nine required elements within Wisconsin's comprehensive planning law. Chapter 66.1001 (2)(h) of the Wisconsin State Statutes describes the "Land Use" element as a compilation of objectives, policies, goals, maps, and programs to guide the future development and redevelopment of public and private property. This land use element represents information developed by each of the 16 towns in Sawyer County. A total of 13 towns have either adopted or draft comprehensive plans and their respective land use information forms the base of the Sawyer County Land Use element. The remaining three towns with no comprehensive plans were consulted as to their existing and future land use.

LAND OWNERSHIP PATTERNS

Land ownership patterns in Sawyer County reflect a complex mix of lands held in public trust and managed by public agencies, privately-owned lands and Native American trust lands. USGS GAP Stewardship data reveals that the principal public land management agencies in Sawyer County includes the USDA-Forest Service, Sawyer County and the Wisconsin Department of Natural Resources. A portion of west-central Sawyer County lies within the boundaries of the Lac Courte Oreilles Reservation. Lands within the Reservation boundary include a mix of Native American trust lands and fee-simple land ownership. Land management statistics for municipalities in Sawyer County are shown in **Table 8.1**. Publicly-owned lands in Sawyer County are shown on Map 16.

Table 8.1: Sawyer County Land Management by Municipality

Municipality	Acres					Grand Total
	County	Federal	Other	State	Tribal	
City of Hayward	*	170.3	377.1	10.6	0.0	558.0
Town of Bass lake	29.6	401.7	407.8	733.0	12161.6	13733.7
Town of Couderay	4646.3	0.0	0.0	567.2	24017.1	29230.6
Town of Draper	5893.6	34559.5	0.2	13219.3	0.0	53672.5
Town of Edgewater	8414.5	0.0	0.0	374.8	0.0	8789.3
Town of Hayward	2304.0	243.8	980.1	1101.9	13273.3	17903.0
Town of Hunter	0.0	9021.9	6636.8	7098.6	12541.8	35299.1
Town of Lenroot	23056.8	2106.4	1135.8	2602.3	0.0	28901.3
Town of Meadowbrook	8317.1	0.0	5.8	0.0	0.0	8322.8
Town of Meteor	1984.8	0.0	1.4	0.8	0.0	1987.1
Town of Ojibwa	0.0	0.0	9.1	51.5	0.2	60.8
Town of Radisson	1490.4	0.0	2.5	324.2	9954.4	11771.5
Town of Round lake	2753.5	35537.4	0.0	1735.5	0.0	40026.3
Town of Sand lake	1525.3	0.0	312.8	312.4	6729.3	8879.8
Town of Spider lake	7931.0	33010.7	0.0	118.4	0.0	41060.1
Town of Weirgor	0.0	0.0	75.8	1939.9	0.0	2015.7
Town of Winter	43794.7	11675.8	7.8	51360.2	0.0	106838.6
Village of Couderay	0.0	0.0	0.0	109.9	0.0	109.9
Village of Exeland	0.0	0.0	0.0	39.0	0.0	39.0
Village of Radisson	0.0	0.0	0.0	6.6	0.0	6.6
Village of Winter	0.0	0.0	0.0	12.2	0.0	12.2
Grand Total	112,141.5	126,727.5	9,953.0	81,718.5	78,677.7	409,218.2

Source: USGS Wisconsin Stewardship GAP data. * County acreage was not provided to the Stewardship GAP database.

Public land management across Sawyer County consists of a mix of fee title ownership, deferred¹ properties and various types of easements. Nearly 97 percent of publicly-managed property within the county is under fee title ownership with the managing agency holding title to the property. About 2.7 percent of publicly-managed property is under some form of easement where the property owner grants specific rights for the property to the managing agency.

¹ Used by the National Park Services (NPS) Saint Croix National Scenic River to describe private properties within the boundary of the riverway the NPS does not have an easement agreement for.

Table 8.2: Sawyer County Land Ownership & Easements by Municipality

Municipality	Acres						Grand Total
	Deferred	Fee Title	Other Public Lands ²	Easements ³	Tribal (trust & fee simple)	Water	
City of Hayward	229.1	24.8	0.0	148.0	0.0	156.1	558.0
Town of Bass Lake	0.0	1,141.7	0.0	407.8	12,161.5	22.6	13,733.7
Town of Couderay	0.0	5,213.5	0.0	0.0	24,017.1	0.0	29,230.6
Town of Draper	0.0	53,672.4	0.0	0.2	0.0	0.0	53,672.6
Town of Edgewater	0.0	8,789.3	0.0	0.0	0.0	0.0	8,789.3
Town of Hayward	647.5	3,531.1	0.0	332.6	13,273.2	118.5	17,902.9
Town of Hunter	0.0	16,120.5	0.0	6,636.8	12,541.8	0.0	35,299.1
Town of Lenroot	45.6	27,755.1	143.6	946.6	0.0	10.4	28,901.3
Town of Meadowbrook	0.0	8,317.1	0.0	5.8	0.0	0.0	8,322.8
Town of Meteor	0.0	1,985.7	0.0	1.4	0.0	0.0	1,987.1
Town of Ojibwa	0.0	51.5	0.0	9.1	0.2	0.0	60.8
Town of Radisson	0.0	1,814.5	0.0	2.5	9,954.4	0.0	11,771.5
Town of Round Lake	0.0	40,026.3	0.0	0.0	0.0	0.0	40,026.3
Town of Sand Lake	0.0	1,837.7	0.0	312.8	6,729.3	0.0	8,879.8
Town of Spider Lake	0.0	41,060.2	0.0	0.0	0.0	0.0	41,060.2
Town of Weirgor	0.0	1,939.9	0.0	75.8	0.0	0.0	2,015.7
Town of Winter	0.0	106,830.8	0.0	7.8	0.0	0.0	106,838.6
Village of Couderay	0.0	109.9	0.0	0.0	0.0	0.0	109.9
Village of Exeland	0.0	39.0	0.0	0.0	0.0	0.0	39.0
Village of Radisson	0.0	6.6	0.0	0.0	0.0	0.0	6.6
Village of Winter	0.0	12.2	0.0	0.0	0.0	0.0	12.2
Grand Total	922.2	320,279.7	143.6	8,887.3	78,677.6	307.7	409,218.1

Source: Derived from USGS Wisconsin Stewardship GAP data

Over 38 percent of Sawyer County's land base is under some form of public ownership or management (Map 16). Public lands are prevalent across much of northern and eastern parts of the county. Municipalities with the largest percentage of publicly-owned land include the Town's of Draper (60.7%), Spider Lake (59.0%), Round Lake (53.0%) and Lenroot (51.4%). Major tracts of public land include the Chequamegon-Nicolet National Forest, Flambeau River State Forest and Sawyer County Forest.

² Used by the National Park Services (NPS) Saint Croix National Scenic River to identify other public lands within the Parks boundaries. These properties might be owned by a state or county government, many are owned by various cities.

³ Includes permanent easements, right-of-way easements, conservation easements, riverfront easements and scenic easements

Table 8.3: Percent Public, Private and Tribal Land Ownership/ Management in Sawyer County				
Municipality	Total Area	Public	Private	Tribal
City of Hayward	1,848.6	30.2%	69.8%	0.0%
Town of Bass lake	39,447.1	4.0%	65.2%	30.8%
Town of Couderay	43,052.2	12.1%	32.1%	55.8%
Town of Draper	88,401.8	60.7%	39.3%	0.0%
Town of Edgewater	33,476.6	26.3%	73.7%	0.0%
Town of Hayward	41,127.0	11.3%	56.5%	32.3%
Town of Hunter	48,588.6	46.8%	27.4%	25.8%
Town of Lenroot	56,261.1	51.4%	48.6%	0.0%
Town of Meadowbrook	23,171.9	35.9%	64.1%	0.0%
Town of Meteor	22,545.9	8.8%	91.2%	0.0%
Town of Ojibwa	32,882.1	0.2%	99.8%	0.0%
Town of Radisson	48,086.6	3.8%	75.5%	20.7%
Town of Round lake	75,590.5	53.0%	47.0%	0.0%
Town of Sand lake	32,982.9	6.5%	73.1%	20.4%
Town of Spider lake	69,638.3	59.0%	41.0%	0.0%
Town of Weirgor	22,077.8	9.1%	90.9%	0.0%
Town of Winter	182,466.0	58.6%	41.4%	0.0%
Village of Couderay	629.6	17.5%	82.5%	0.0%
Village of Exeland	641.3	6.1%	93.9%	0.0%
Village of Radisson	240.6	2.7%	97.3%	0.0%
Village of Winter	510.5	2.4%	97.6%	0.0%
Grand Total	863,666.9	38.3%	52.6%	9.1%

Source: Derived from USGS Wisconsin Stewardship GAP data

Federal lands

The federal government owns and manages 126,728 acres of land in Sawyer County. The largest federal holding is the Chequamegon-Nicolet National Forest (CNNF), which is managed by United States Department of Agriculture, Forest Service. There are currently 123,805 acres of National Forest System lands in Sawyer County. The National Park Service (NPS) also owns and/or manages 2,922 acres of land within the Saint Croix National Scenic Riverway. NPS lands adjoin the Namekagon River in the Towns of Lenroot, Hayward and Bass Lake.

State lands

The State of Wisconsin presently owns and manages 81,719 acres of land in Sawyer County. The largest contiguous state holding is the Flambeau River State Forest (64,707 acres), encompassing portions of the Towns of Winter and Draper in western Sawyer County. Nearly 14,000 acres of state-owned lands adjoin the Chippewa Flowage, the largest wilderness lake in Wisconsin. The flowage also contains numerous state-owned islands. The remaining 3,012 acres of state land is comprised of state wildlife and fishery areas, habitat areas, recreational trails and other state-owned properties.

County lands

There are approximately 114,000 acres of County Forest lands in seven blocks throughout Sawyer County. The largest contiguous areas of County Forest are found in the Towns of Winter (43,795 acres), Lenroot (23,057 acres), Edgewater (8,415 acres), Meadowbrook (8,317 acres) and Spider Lake (7,931 acres). County Forest lands are open to public use. There are a number of designated snowmobile, ATV, bicycle, hiking and hunter walking trails available on the County Forest.

Tribal lands

The Lac Courte Oreilles (LCO) Indian Reservation encompasses 78,678 acres in west-central Sawyer County. The Reservation was established by the second Treaty of La Pointe in 1854. Lands within the Reservation boundary consist of Trust lands and lands held in fee by both Tribal and non-Tribal members. Trust lands are lands held in trust by the United States government on behalf of Tribal governments.

Forest Tax Law Lands

Forest Tax Law lands comprise 131,192 acres in Sawyer County. Wisconsin's Forest Tax Law programs include the Managed Forest Law (MFL) and Forest Crop Law (FCL) program. Both programs encourage landowners to manage forests for production of future forest crops by providing tax incentives and benefits to enrollees. Enrollment of forestlands in these provides a reasonable measure of assurance that these lands will continue to be utilized as woodlands and not converted to other uses. The Managed Forest Law replaced the Forest Crop Law in 1985. FCL lands and open MFL lands are open to public access for hunting, fishing, cross-country skiing, sight-seeing and hiking.

A sizable portion of Sawyer County's Forest Tax Law program lands are managed as "working" industrial forests. In recent years, corporate forest holdings statewide are increasingly being split and sold for private use and development. This corporate divestment of forestlands reflects both economic changes in the pulp and paper sector and increasing demand for rural forestlands for recreation and development purposes.

Private lands

Private land holdings comprise 454,449 acres (52.6% of the total area) in Sawyer County. Private holdings include lands enrolled in the MFL and FCL Forest Tax Law programs and holdings where easements have been granted to public land management agencies. Private holdings represent the bulk of the county's "development lands," where existing development has occurred or is possible in the future.

Trends in Land Use

Historical information for land use inventory data for Sawyer County is largely incomplete or unavailable. Property tax assessment data was used as a surrogate for historical land use information. While having limitations this information can be used as a broad indicator of general land use change over time. Wisconsin's eight statutory property tax classifications for real property include: residential, commercial, manufacturing, agricultural, undeveloped, agricultural forest, productive forest land and other. Changes to total land use acreage from 1978 to 2008 reveal a net loss in acreage, which could be due to reclassification of lands to one of the other tax categories not listed or land no longer on the tax rolls but in public, tribal or federal trust control.

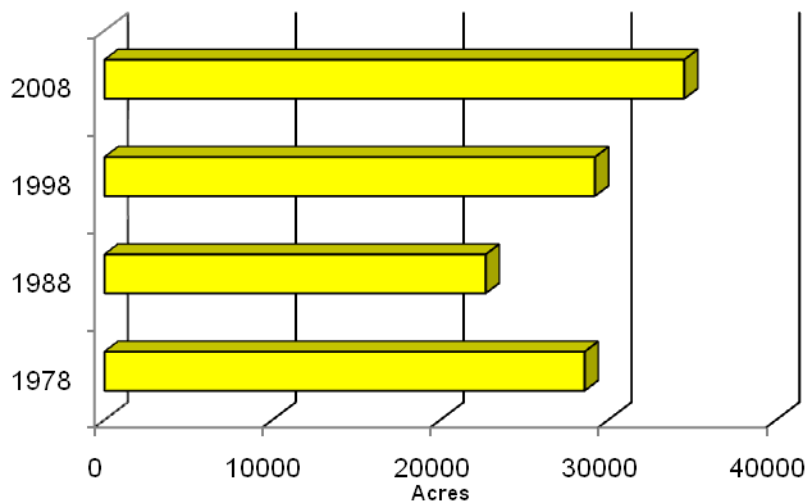
Residential

Residential assessment acreage has steadily risen across the county since the 1980’s. This growth is reflective of an increased demand for waterfront and rural residential property over the past 20 years. Between 1980 and 2000, the county experienced a 24.1 percent increase in the total number of housing units.

In 2008 nearly 47 percent of the total housing units in rural Sawyer County were located on waterfront parcels⁴. This figure closely compares to the 2000 census-derived seasonal housing rate of 49 percent. Escalating demand for waterfront property has driven up prices, while the supply of available undeveloped waterfront lots has declined. As the supply of prime waterfront on the larger lakes declined and property became more expensive, shoreland development pressure increased on rivers and smaller lakes in the county. The most densely developed lakes in Sawyer County include Lac Courte Oreilles, Grindstone, Whitefish, Big Round, Little Round and Lake Hayward.

Rural non-shoreland development is strongly characterized by a linear development pattern with homes concentrated along public roadways. Interior areas and the more remote parts of the county have significantly lower housing unit densities.

Figure 8.1: Sawyer County Residential Assessments (Towns), 1978-2008



Data Source: Wisconsin Department of Revenue

⁴ GIS calculation using structure location point data

Residential	Number of Parcels				Acres			
	1978	1988	1998	2008	1978	1988	1998	2008
T Bass Lake	5,215	3,096	3,224	3,151	2875	3,185	3,585	4,577
T Couderay	333	172	195	220	137	229	248	268
T Draper	397	488	528	583	3,413	1244	1,271	1102
T Edgewater	**	693	837	1,061	**	892	1121	1558
T Hayward	1,223	1,461	1,854	2,490	2184	2484	4913	5001
T Hunter	378	509	693	896	2,365	933	1,112	1,464
T Lenroot	665	822	1,107	1,570	1197	1,363	1,971	3,172
T Meadowbrook	118	107	121	125	490	355	378	307
T Meteor	68	83	147	204	103	114	223	354
T Ojibwa	363	397	474	590	1820	1056	1400	1716
T Radisson	360	328	427	482	777	542	654	769
T Round Lake	1,144	1,239	1,553	1,847	8,043	2,525	3,215	3,729
T Sand Lake	1,642	1,429	1,561	1,676	**	2,320	2,614	2,714
T Spider Lake	568	754	892	1,077	1,948	1,986	2,155	2,871
T Weirgor	166	205	295	364	198	342	559	718
T Winter	1,142	1,735	1,736	1,930	3,038	3,125	3,787	4,195
Towns	13,782	13,518	15,644	18,266	28,588	22,695	29,206	34,515

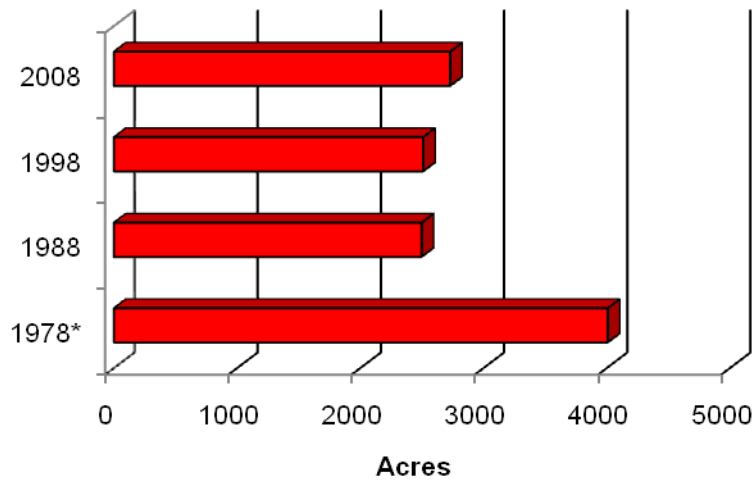
Data Source: Wisconsin Department of Revenue

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Commercial

For property tax assessment purposes commercial property consists of properties for which the predominant use is the selling of merchandise or a service. Commercial property tax assessments remained relatively stable over the past 30 years. The noted decline between 1978 and 1988 is likely a result of changes in the way property is assessed. Most commercial development within Sawyer County occurs within and adjoining the incorporated communities. Rural commercial development consists largely of service and hospitality establishments and some retail. The primary commercial corridors within Sawyer County include USH 63, STH 27 and CTH B in the Town/City of Hayward. A major commercial node is located at the intersection of CTH’s B and K, near the LCO Casino in the Town of Hayward. Other rural commercial development nodes/clusters occur along CTH K in Northwoods Beach (Town of Bass Lake), STH 27/70 north of Sand Lake, CTH B, northeast of the Chippewa Flowage, intersection of CTH A/STH 77 in the Town of Round Lake and STH 70 at Draper and the intersection of STH 27/70 in the Town of Ojibwa.

Figure 8.2: Sawyer County Commercial Assessments (Towns), 1978-2008



Data Source: Wisconsin Department of Revenue
 * 1978 "Mercantile" Tax Class

Commercial	Number of Parcels				Acres			
	1978	1988	1998	2008	1978	1988	1998	2008
T Bass Lake	93*	62	57	33	345*	266	185	134
T Couderay	4*	7	7	7	42*	96	96	91
T Draper	16*	17	17	18	202*	59	48	62
T Edgewater	0	60	55	122	**	66	62	79
T Hayward	13*	170	155	183	591*	490	781	959
T Hunter	41*	41	68	84	472*	166	290	362
T Lenroot	48*	45	42	89	308*	178	129	110
T Meadowbrook	3*	2	2	1	42*	10	10	2
T Meteor	2*	**	1	1	2*	**	1	1
T Ojibwa	16	17	21	18	67	73	101	42
T Radisson	11*	17	14	9	32*	33	22	24
T Round Lake	72*	53	58	76	755*	171	144	196
T Sand Lake	100*	61	59	130	**	153	86	100
T Spider Lake	56*	67	49	38	753*	617	387	342
T Weirgor	8*	9	12	13	11*	27	35	61
T Winter	39	41	36	36	386	92	132	164
Towns	522	669	653	858	4,008	2,497	2,509	2,729

Data Source: Wisconsin Department of Revenue

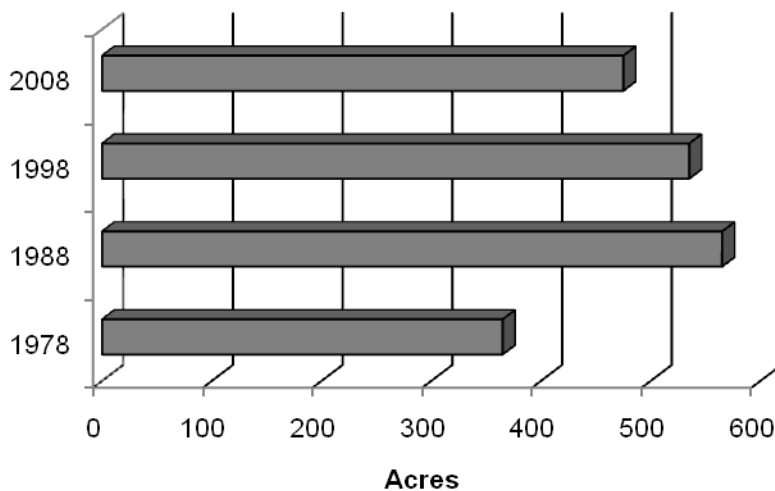
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* "Mercantile" Real Estate Class

Manufacturing

A manufacturing establishment is engaged in the processing, assembling, fabrication, making or milling of tangible personal property for profit. The Standard Industrial Classification Manual (SIC Manual), published by the U.S. Office of Management and Budget plays a key role in determining which businesses qualify as manufacturing for property tax assessment purposes. Most manufacturing operations in Sawyer County are located within the incorporated communities; however, some limited rural operations occur within the unincorporated towns. Urban areas with access to municipal sewer, water and transportation systems are generally better suited for some types of manufacturing operations. Rural manufacturing acreage in Sawyer County has been declining since the 1980's. Rural manufacturing operations are widely scattered across Sawyer County. Several operations, including the county's largest manufacturing facility (Louisiana-Pacific) are located in close proximity to the City of Hayward, outside of the municipal limits.

Figure 8.3: Sawyer County Manufacturing Assessments (Towns), 1978-2008



Data Source: Wisconsin Department of Revenue

Manufacturing	Number of Parcels				Acres			
	1978	1988	1998	2008	1978	1988	1998	2008
T Bass Lake	4	3	3	2	84	64	64	59
T Couderay	0	1	1	0	0	0	10	0
T Draper	0	0	0	0	0	0	0	0
T Edgewater	0	0	0	0	0	0	0	0
T Hayward	8	10	12	10	147	355	377	257
T Hunter	0	0	1	1	0	0	2	2
T Lenroot	2	2	2	4	55	55	35	110
T Meadowbrook	0	0	0	0	0	0	0	0
T Meteor	0	0	0	0	0	0	0	0
T Ojibwa	2	2	0	0	43	43	0	0
T Radisson	0	0	0	0	0	0	0	0
T Round Lake	1	2	2	2	36	38	37	37
T Sand Lake	1	1	1	1	0	0	0	0
T Spider Lake	0	0	0	0	0	0	0	0
T Weirgor	0	1	1	1	0	10	10	10
T Winter	0	0	0	0	0	0	0	0
Towns	18	22	23	21	365	565	535	475

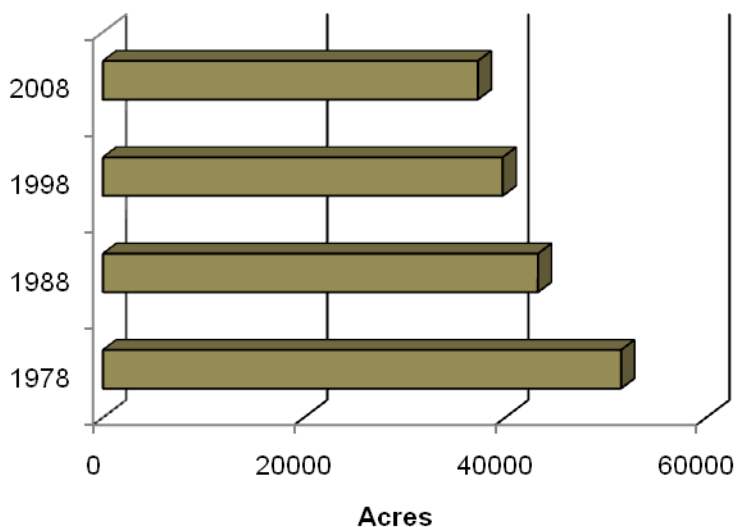
Data Source: Wisconsin Department of Revenue

Agriculture

Chapter 70.32(2) (a) 4, Wis. State Statues defines agricultural use as “land, exclusive of buildings and improvements and the land necessary for their location and convenience that is devoted primarily to agricultural use, as defined by rule.” Between 1978 and 2008, the total agricultural tax assessment acreage in rural Sawyer County declined by 14,237 acres or 27.7 percent. This change likely reflects the conversion of agricultural lands, or fallow lands assessed as agriculture, to other tax classes such as forest or residential. This change may also be due, in part, to changes in the way that agricultural land has been assessed.

Since 1974 the Wisconsin Constitution has allowed for the preferential assessment of agricultural lands for tax purposes. Prior to 1995 the market value standard was revised to a “use value” standard under the state Budget Act. This change sought to tax farmland based on its agricultural productivity, rather than its potential for development.

Figure 8.4: Sawyer County Agricultural Assessments (Towns), 1978-2008



Data Source: Wisconsin Department of Revenue

Agriculture	Number of Parcels				Acres			
	1978	1988	1998	2008	1978	1988	1998	2008
T Bass Lake	148	111	118	112	2,970	2,481	2,579	2,619
T Couderay	72	61	62	64	1,008	840	1,328	1,238
T Draper	14	36	35	33	247	457	451	415
T Edgewater	**	139	130	150	**	2,248	1,957	2,117
T Hayward	195	196	141	101	6,681	5,830	4,513	2,443
T Hunter	5	5	6	4	127	188	161	103
T Lenroot	95	105	83	78	3,450	3,042	2,196	2,001
T Meadowbrook	180	197	161	189	5,972	4,636	3,874	3,173
T Meteor	130	134	125	148	4,069	2,246	2,979	3,425
T Ojibwa	36	32	33	39	1,018	815	804	809
T Radisson	265	256	242	246	6,411	4,594	4,560	4,372
T Round Lake	84	109	105	81	3,095	1,831	1,831	1,420
T Sand Lake	135	190	173	161	3,780	4,054	3,525	3,594
T Spider Lake	10	23	20	18	387	539	483	600
T Weirgor	298	244	243	245	7,354	5,665	5,418	5,467
T Winter	197	178	184	161	4,940	3,783	3,080	3,466
Towns	1,864	2,016	1,861	1,830	51,509	43,249	39,739	37,262

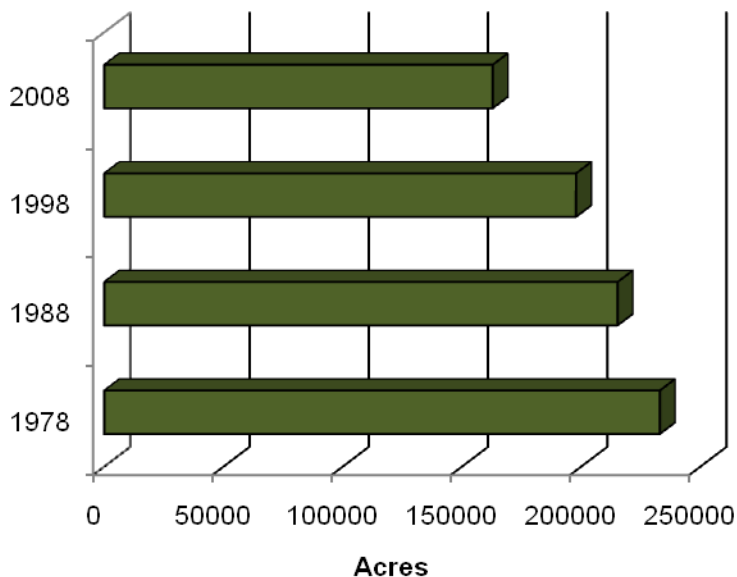
Data Source: Wisconsin Department of Revenue

Forest

Forest lands are identified in the assessment roll as “productive forest land.” This real estate class includes land that is producing or is capable of producing commercial forest products and is not otherwise classified under Ch 70,32 (2)(c), Wis. State Statutes.

Forest is the dominant real estate class in Sawyer County. In 2008, 55.6 percent of the County was assessed as forest. Historical property assessment statistics reveal a 30.1 percent decrease in forest assessments between 1978 and 2008. This decline may be misleading, however, and may simply reflect changes to the way land is assessed rather than a conversion of forestlands to other uses. In 2004 Wisconsin Act 33 created the agricultural forest class. Following the statutory changes, it is likely that some lands adjoining agricultural parcels which were previously classified as “forest” were reclassified to “agricultural forest.”

Figure 8.5: Sawyer County Forest Assessments (Towns), 1978-2008



Data Source: Wisconsin Department of Revenue

Forest	Number of Parcels				Acres			
	1978	1988	1998	2008	1978	1988	1998	2008
T Bass Lake	539	577	592	501	14,584	15,690	14,386	10,785
T Couderay	426	409	382	324	13,247	10,201	8,390	6,937
T Draper	401	480	460	480	10,280	11,836	10,727	9,583
T Edgewater	**	526	516	437	**	13,195	12,145	9,889
T Hayward	357	508	301	358	12,875	11,250	8,756	8,769
T Hunter	174	225	222	191	5,022	5,606	4,741	4,168
T Lenroot	603	658	692	615	18,840	16,097	15,573	12,949
T Meadowbrook	218	296	294	227	7,762	8,764	7,311	5,655
T Meteor	306	348	314	216	10,849	10,375	8,255	5,784
T Ojibwa	390	447	430	495	12,239	10,485	10,473	8,035
T Radisson	663	826	799	675	19,258	19,470	17,715	15,239
T Round Lake	463	780	768	721	17,482	17,903	16,416	14,555
T Sand Lake	327	470	536	421	10,012	10,279	11,507	8,965
T Spider Lake	600	484	493	529	18,520	14,226	13,911	12,530
T Weirgor	356	448	438	358	10,044	10,654	10,178	7,974
T Winter	1,628	1,455	1,162	1,010	51,919	29,217	27,349	21,044
Towns	7,451	8,937	8,399	7,558	232,933	215,248	197,833	162,861

Data Source: Wisconsin Department of Revenue

LAND USE REGULATION

Introduction

Land use regulations are among the most important tools that communities have to direct growth and realize their long-term vision. While Sawyer County's land use regulations are intended to protect health, safety and the general welfare of county residents, they are not based on any planning or long-range vision. Achieving the goals of the comprehensive plan will, at a minimum, require that existing land use regulations be examined to ensure consistency with the comprehensive plan. Plan implementation may also include the revision of existing regulations or the development of new regulations, ordinances or other land use controls in order to achieve planning and development aspirations.

Comprehensive Zoning

Zoning ordinances are the primary land use regulation tool used in Sawyer County. The county adopted comprehensive countywide zoning in March of 1971. County zoning applies to all unincorporated areas of the county, except the Town of Spider Lake which enacted a local zoning ordinance in April of 1967. The City of Hayward and the four incorporated villages are responsible for administering their own zoning ordinances within their municipal limits. Sawyer County adopted limited zoning ordinances as early as 1934.

The Sawyer County zoning ordinance divides lands into a series of mapped zoning districts, and then assigns permitted uses and development requirements to each zone. When the ordinance was developed, zoned uses were likely mapped and framed within the context of development and uses that existed at that time. In other words, at the time it was developed, the zoning map more or less reflected existing uses on the landscape. The countywide ordinance has been amended 37 times since its adoption in 1971.

Lands within the unincorporated towns of Sawyer County are currently zoned within the 11 categories described in **Table 8.9**. Each Zoning District has unique dimensional requirements and standards, including minimum lot sizes, minimum lot width, setback requirements, floor area requirements and building height limitations. In addition to the provisions of the Sawyer County Zoning Ordinance, new development may also be subject to provisions of local town ordinances and other regulations. Existing zoning in Sawyer County is shown in Map 18.

Table 8.9: Sawyer County Zoning Districts

Zoning District	Purpose	Required Lot Area
R-1 Residential	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	with public sewer 10,000 ft ² ** without public sewer 20,000 ft ² **
RR-1 Residential/ Recreational	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.	with public sewer 10,000 ft ² without public sewer 20,000 ft ²
RR-2 Residential/ Recreational	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.	with public sewer 10,000 ft ² without public sewer 20,000 ft ²
A-1 Agricultural	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.	with public sewer 5 acres without public sewer 5 acres
A-2 Agricultural	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.	with public sewer 5 acres without public sewer 5 acres
C-1 Commercial	This district is intended to provide for the orderly and attractive grouping, at appropriate locations, of retail stores, shops, offices and similar commercial establishments.	with public sewer 10,000 ft ² without public sewer 20,000 ft ²
I-1 Industrial	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.	with public sewer 1 acre without public sewer 1 acre
F-1 Forestry	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.	with public sewer 5 acres without public sewer 5 acres
W-1 Wetland/ shoreland One	This district is created to maintain safe and healthful conditions, to prevent water pollution, to protect fish spawning grounds and wildlife habitat, to preserve shore cover and natural beauty and to control building and development in wetlands whenever possible. When development is permitted in a wetland, the development should occur in a manner that minimizes adverse impact upon the wetlands.	Not Applicable

<p>SP-1 Shoreland Protection One (overlay)</p>	<p>This district provides for the protection of waters and shoreland, and for safe and orderly shoreland development in SawyerCounty. The intent is to further the maintenance of safe and healthful conditions, prevent and control water pollution; protect spawning grounds, fish and aquatic life, control building sites, placement of structures and uses, and to preserve shorecover and the natural beauty. This district includes all lands in the unincorporated areas of the County within the following distances from the normal highwater elevation of navigable water, 1,000 feet from a lake, pond, or flowage, and 300 feet from a river, stream or to the landward side of a flood plain whichever distance is greater.</p>	<p>See LAKES CLASS DEVELOPMENT STANDARDS</p>
<p>PUD Planned Unit Development</p>	<p>The PUD District is intended to provide for large-scale residential and/or commercial uses only.</p>	<p>Minimum of 5 acres involved.</p> <p>Each residential building and lot in the district must conform to the R-1 District requirements and each commercial building and lot must conform to the C-1 District requirements by conditional use permit only.</p>

Source: Sawyer County Zoning Ordinance – Web version 11/2009

The following table identifies the area of the county in each of the eleven zoning categories. As is evidenced in **Table 8.10**, F-1 forestry encumbers more land area in Sawyer County than any other zoning district.

Zoning District	Name	Acres	Percent of County⁶
A-1	Agricultural -1	96,356.3	12.1%
A-2	Agricultural -2	10,718.0	1.34%
C-1	Commercial -1	3,033.8	0.4%
F-1	Forestry -1	571,690.3	71.62%
I-1	Industrial -1	988.8	0.1%
PUD	Planned Unit Development	286.1	0.04%
R-1	Residential -1	7,727.4	1.0%
RR-1	Recreational Residential -1	66,205.5	8.3%
RR-2	Recreational Residential -2	36,117.8	4.5%
W-1	Wetland/shoreland -1	4,954.6	0.6%
SP-1	Shoreland Protection- 1		

Source: Sawyer County GIS Data

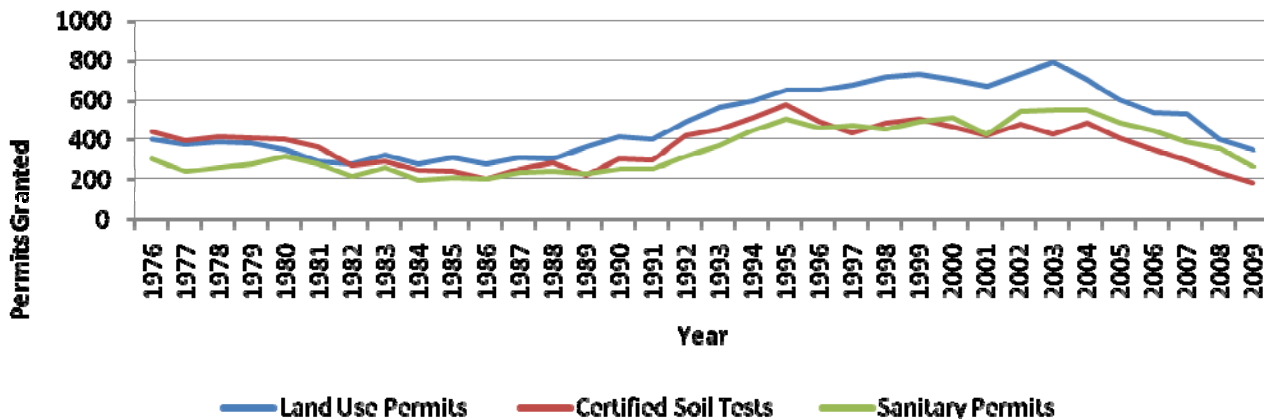
⁵ Includes the Town of Spider Lake

⁶ Excludes water

Land Use Permits, Sanitary Permits and Certified Soil Tests

The number of land use and sanitary permits issued by Sawyer County remained relatively constant throughout the late 70’s and much of the 1980’s. Certified soil tests, required to construct a new dwelling, followed a similar pattern reaching a peak in the mid-1990’s. Historic permit activity infers that the pace of development escalated in the late 80’s, reaching its peak in the early 2000’s. Since 2003, permit activity and the number of certified soil tests have been declining (Figure 8.6).

Figure 8.6: Land Use Permits, Sanitary Permits and Certified Soil Tests in Sawyer County, 1976-2009*

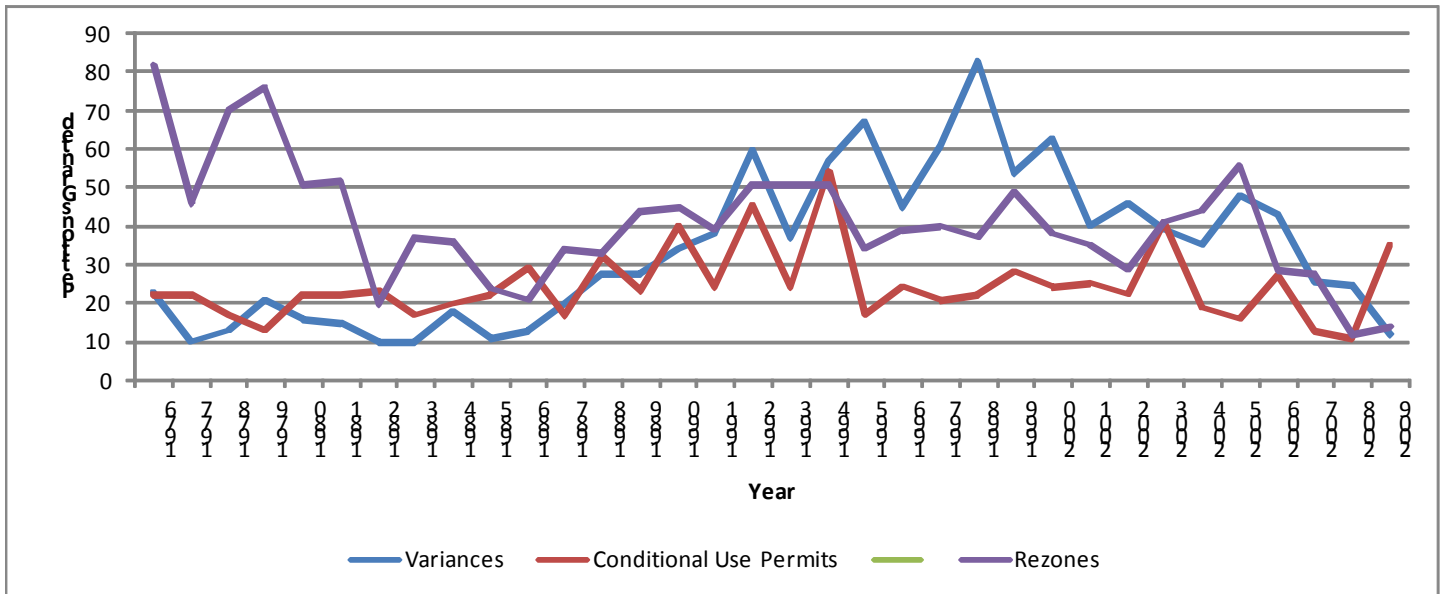


Source: Sawyer County Zoning Department Data, *2009 data only through October

Zoning changes

Zoning changes or rezones can be used as a general gauge of land use change. Numerous rezones may suggest a significant change in land use patterns and development activity. **Figure 8.7** illustrates the number of re-zones granted in Sawyer County from 1976 through 2009.

Figure 8.7: Variances, Conditional Use Permits and Rezones in Sawyer County, 1976-2009*



Source: Calculated from Sawyer County Zoning Department Data, *2009 data only through October

Historic zoning change data generally mirrors the permit activity data in **Figure 8.7**. During the late 70's through mid-1980's the annual number of rezones declined while conditional use permits and variances remained stable. With the building boom of the late 1980's, zoning permit activity increased. During the mid 80's-90's, Sawyer County experienced significant shoreland development. The noted rise in the number of variances granted during this period is likely due, in part, to building and construction activities related to conversion of seasonal properties to permanent, year-round homes.

Shoreland Zoning

The Sawyer County shoreland zoning ordinance establishes development standards for lands adjacent to shoreland areas (unincorporated lands within 300 feet of river shorelines and 1000 feet of lake shorelines). Sawyer County employs a tiered lake and river classification system, which groups surface waters into separate classes based on sensitivity to development impacts and existing development. In Sawyer County Class 1 lakes have the least restrictive development standards, while Wilderness Development lakes have the most restrictive standards. The Town of Spider Lake is currently revising its shoreland zoning standards to be consistent with those of Sawyer County.

Table 8.11: Sawyer County Shoreland Class Development Standards – Dimensional Requirements

Classification	Lot Size (square feet)	For each Single Family Dwelling Unit - Lot Width (Feet)	Shoreline Setback (Feet)	Lot Depth (Feet)	Vegetation Removal	Side Yard Setback for all Structures
1 General Development	20,000	100 *200	75	200	30' corridor within 35' of the ordinary highwater mark	10' minimum - 40' minimum total
2 Recreational Development	30,000	150 *300	75	200	30' corridor within 35' of the ordinary highwater mark	20' minimum - 50' minimum total
3 Natural Development	40,000	200 *400	75	200	30' corridor within 35' of the ordinary highwater mark	30' minimum - 60' minimum total
Rivers and Streams	30,000	150	75	200	30' corridor within 35' of the ordinary highwater mark	20' minimum - 50' minimum total
Wilderness Development	217,800 (5acres)	300 *600	100	500	30' corridor within 75' of the ordinary highwater mark	60' minimum - 120' minimum total

* Two family dwelling/duplex

Source: Sawyer County Zoning – Ordinance dated April 2009

Subdivision Regulation

Sawyer County adopted a general subdivision control ordinance in March of 1971. The county adopted a new subdivision control/condominium ordinance in April of 2005 (amended August, 2006, December, 2006 and November, 2009). The ordinance applies to land divisions of 19 acres or less within the unincorporated areas of the county and outlines the requirements and approval process for certified

survey maps (CSM's) and plats. The ordinance contains provisions to allow for the use of cluster-type development and also regulates the platting of condominiums.

Sawyer County Floodplain Zoning Ordinance

Sawyer County adopted floodplain zoning in December of 2007 (effective March 18, 2008, following DNR approval). Floodplain zoning affects all unincorporated areas of the county which lie within floodplains mapped on Federal Emergency Management Agency (FEMA) Floodplain Insurance Rate Maps (FIRM's). Floodplain maps are not included in this document as digital floodplain maps are estimated to be available in 2010 or 2011.

Private Sewage System Ordinance

Sawyer County adopted a private sewage system ordinance in July of 1980 (amended, May 23, 1996 and March 19, 2009). The ordinance complies with the minimum standards established in Chapter 145 of the Wisconsin State Statutes and Administrative Code Comm. 83. These rules address proper siting, design, installation, inspection and maintenance of private sewage systems in order to protect public and environmental health and safety. The code requires that all dwellings be served by a state compliant sanitary system.

Wind Energy system Ordinance

Sawyer County adopted a wind energy system ordinance in December of 2007. The ordinance regulates the permitting of personal, small-scale and large-scale (wind farm) energy systems within the unincorporated areas of Sawyer County.

Non-Metallic Mining Reclamation Ordinance

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 non-metallic mining sites. The Sawyer County Non-Metallic Mining Reclamation Ordinance identifies the minimum standards for the permitting/approval and the reclamation of non-metallic mine sites within the unincorporated areas of Sawyer County. The ordinance establishes the minimum requirements for mine-related activities, such as the protection of surface water, groundwater and wetlands; and, the management of topsoil, grading, sloping and revegetation. The ordinance also specifies mine owner/operator requirements for providing financial assurance and reclamation plan.

Local Zoning Authority

The incorporated villages and the City of Hayward are responsible for enforcement of their own local zoning and subdivision regulations. The Town of Spider Lake has its own zoning authority and is the only town in Sawyer County to have zoning. The state-mandated minimum shoreland development standards (NR 115) do not apply to incorporated cities and villages⁷.

⁷ Except those parts of incorporated cities and villages that were annexed after May 7, 1982.

The National Park Service maintains a set of regulations for the Saint Croix Scenic Riverway. Title 16, United States Code (U.S.C.), Section 3, and Title 36, Code of Federal Regulations (CFR), Chapter 1, Parts 1-7 and the Superintendent’s Compendium establishes regulations for the management, protection and public use of the St. Croix National Scenic Riverway.

While the National Park Service does not have zoning control it does coordinate with local zoning authorities in matters relating to development within the scenic riverway boundary. The National Park Service implements land protection through fee simple land purchases or by the purchase of easements. Two types of easements are used along the Namekagon Riverway a Scenic Easement and Riverfront Scenic Easement. Scenic easements make up the majority of easement acquired by the National Park Service which controls general use and development of the property within the intent and spirit of the terms of the easement and National Wild and Scenic Rivers Act. Scenic easements usually do not have river frontage. Riverfront Scenic Easements (often called Conservation Easements) are much more restrictive and protect large tracts of land with river frontage not acquired in fee by the National Park Service. The construction of new or additional residential structures is not allowed if the land is under a Riverfront Scenic Easement. Easements purchased by the National Park Service continue if the property is split, subdivided, sold or left by estate to others. Additional information regarding easement and fee simple land purchases is available through the National Park Service.

EXISTING LAND USE

Existing Land Use Map

The existing land use map provides a visual “snapshot” of land uses in time. This map has no legal status and is intended primarily as a resource and informational tool. The map and supporting data are useful tools in understanding land use, development and the spatial relationships between land uses. Existing land use inventory data can also be used to generate a profile which can be used to evaluate land use change over time. Historical land use data is useful in understanding land use change and identifying trends.

Current (2009) land uses in Sawyer County were identified through photographic interpretation, field reconnaissance and consultation with the county and local units of government. General land uses were classified using categories identified in **Table 8.12**. In some cases, towns modified the existing land use categories to better reflect existing conditions at the local level. Existing land use in Sawyer County is represented in the attached maps for each town.

Table 8.12: Existing Land Use Categories

Residential	<p>Single-family: 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>Multi-family: Lands with two-family or more attached units, apartment complexes, and town homes designed for human habitation.</p>
Recreational Resort	Lands with structures designed for human habitation where the primary use is rental of cabins, cottages, or other dwellings used primarily for recreational use. Recreational resorts also possess a Sellers Permit and are licensed by the State of Wisconsin.

Mobile Home Park	Land parcels under a common ownership and designed or laid out to accommodate two or more mobile homes, intended for year-round residency.
Agriculture	Land primarily for growing of croplands, livestock grazing, dairy farming, pastures, cranberry bogs, and farmsteads.
Commercial	Private and non-profit property, such as office buildings, gasoline stations, restaurants, retail sales establishments, shopping centers, parking lots, restaurants, rental storage facilities, financial institutions, taverns, hotels/motels and inns.
Industrial	Manufacturing and processing plants, warehousing and distribution facilities, including controlled outdoor storage areas related to industrial facilities.
Communications & Utilities	Cellular, TV and radio towers and related facilities, wastewater treatment facilities, power substations, electric transmission lines, power generation facilities, and pipelines.
Transportation	Public and private railroads, airports and roads.
Institutional	Government administrative buildings and offices; libraries; fire halls/stations; government recycling facilities; hospitals, clinics, and special care-facilities; public schools and colleges; fraternal organizations; cemeteries; churches and other religious facilities.
Forestry	Private, public, and tribal owned forested lands, including land under forest crop law and applicable state and National Forest System lands.
Open Space	Private and public owned non-forested lands and fallow fields.
Extraction	Quarries, gravel pits and other non-metallic mining operations.
Outdoor Recreation	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.
Conservancy	Public, private, and non-profit lands dedicated to the conservation of wildlife, wildlife habitat, fisheries, natural resources, and scenic/natural beauty.
Water	Lakes, rivers, flowages, perennial streams and ponds

LAND SUPPLY

Providing an adequate supply of developable land is critical to accommodate projected growth, promote and sustain economic development and to build strong and prosperous communities. Wisconsin's

comprehensive planning legislation (§66.1001) requires that plan's contain projections, in 5-year increments, of future residential, agricultural, commercial and industrial land uses. Communities (and counties) must also allocate sufficient land to accommodate projected future growth.

The supply of land available for development is determined by numerous factors including various environmental variables, existing land use and development and access to public utilities.

Environmental Variables

Environmental factors must be closely analyzed when considering future use and development. Factors such as natural drainage patterns, steepness of slopes, soil conditions, hydrography and wetlands or the presence of floodplains may severely restrict or prohibit development. The maps contained in the Natural, Agricultural and Cultural Resources Chapter should serve as a general guide to aid the county and private landowners in understanding the environmental variables which may limit development potential. While suitable for broad-area land use planning, these maps do not provide sufficient detail to make individual site suitability determinations. Site reconnaissance and mapping coupled with assessments made by qualified professionals should be used to determine individual suitability.

For example, the wetlands on public lands are classed as wetlands and not public lands. As is indicated by the data in Table 5.5 and Map 14, about 20 percent of the land base in Sawyer County may have serious limitations for future development. For the purposes of this statistical and spatial analysis, the assumption is made that developable lands are available, when in fact, many of these properties are not available. The land holders may in fact have no desire to have these lands developed in anyway and are holding them for their use as wildlife habitat, forestry or timber harvest, recreational use or aesthetic beauty. This further reduces the availability of developable land in the County.

Existing Development

Lands that are currently developed are removed from the pool of potentially developable lands. The rural landscape of Sawyer County is characterized by widely scattered development with higher densities along lakeshores and highway corridors. In order to promote an orderly and efficient development pattern, consideration should be given towards focusing future development within existing population centers. Clustering development around designated growth areas allows for more efficient services (transportation services, solid waste collection and disposal, emergency services, water and sewer, etc.) and preserves large, unfragmented areas of land for agriculture, forestry, recreation and wildlife habitat.

Public Utility Access

Public utilities include municipal water systems, wastewater treatment systems, stormwater management systems, and utilities such as natural gas, electrical, telecommunications and cable service. Most rural areas of Sawyer County are not served by municipal utility systems. Rural residents generally rely on private wells for potable water and private on-site wastewater treatment systems.

It would be impractical to suggest a comprehensive expansion of public utilities into all rural areas of Sawyer County. Where possible, future development should be sited in areas with existing services or in areas where expansion of services results in the lowest possible costs. The County should also continue to work with communities to explore options for the future development and/or expansion of rural

sewer and water systems (sanitary districts) to serve areas of moderate to high development density, particularly near lakes and other areas with poor soil conditions.

Land prices

Land prices are dictated by the real estate market and the laws of supply and demand. Increasing the amount of available development land can drive land costs downward, while a decreasing supply of development land can raise prices. Government regulation can impact the overall supply of developable land and, consequently influence land prices.

The market price of land depends upon many factors, which can vary significantly from one location to another. It is often difficult to generalize the market price of property within a large area, such as a county, 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.

High land prices can severely restrict growth while low prices can drive up speculation and development. High land prices can also significantly influence land use patterns by driving up housing costs and becoming a barrier to economic development. High prices can also promote the conversion of forest and agricultural land to other uses and increase fragmentation.

**Table 8.13: Non-Waterfront Housing Sales Data (Hayward School District),
October 2006-September 2009**

	Non-waterfront								
	OCT 06 - SEPT 07			OCT 07 - SEPT 08			OCT 08 - SEPT 09		
	Up to \$100,000	\$100,000 -200,000	\$200,000 +	Up to \$100,000	\$100,000 -200,000	\$200,000 +	Up to \$100,000	\$100,000 -200,000	\$200,000 +
Sales	22	49	14	23	32	13	18	41	12
Median Sale Price	\$73,500	\$139,900	\$238,950	\$61,000	\$146,000	\$210,000	\$50,500	\$135,000	\$257,450
Average Sale Price	\$67,174	\$140,594	\$250,514	\$65,432	\$148,827	\$227,992	\$61,111	\$140,237	\$294,116

Source: Gary Nathan, Woodland Development Realty

Table 8.14: Waterfront Housing Sales Data (Hayward School District), October 2006-September 2009

Waterfront						
	OCT 06 - SEPT 07		OCT 07 - SEPT 08		OCT 08 - SEPT 09	
	Median Sale Price	Average Sale Price	Median Sale Price	Average Sale Price	Median Sale Price	Average Sale Price
Sales		8		16		21
Up to \$200,000	\$73,500	\$67,174	\$150,250	\$150,088	\$135,000	\$142,900
Sales		17		16		19
\$201,000 to \$300,000	\$267,000	\$258,382	\$246,750	\$244,197	\$255,000	\$251,100
Sales		19		17		18
\$301,000 to \$400,000	\$349,900	\$345,968	\$345,000	\$346,165	\$347,500	\$348,675
Sales		39		34		11
\$401,000 +	\$545,000	\$610,687	\$540,000	\$636,324	\$550,000	\$637,045

Source: Gary Nathan, Woodland Development Realty

Land Use Conflicts

Land Use Compatibility

	Low density residential	Medium density residential	High density residential	General commercial	Highway commercial	Government/institutional	Utilities	Rural residential	Light industrial	Heavy industrial	Agriculture
Low density residential	●										
Medium density residential	●	●									
High density residential	●	●	●								
General commercial	●	●	●	●							
Highway commercial	●	●	●	●	●						
Government/institutional	●	●	●	●	●	●					
Utilities	●	●	●	●	●	●	●				
Rural residential	●	●	●	●	●	●	●	●			
Light industrial	●	●	●	●	●	●	●	●	●		
Heavy industrial	●	●	●	●	●	●	●	●	●	●	
Agriculture	●	●	●	●	●	●	●	●	●	●	●

● Generally compatible
● Compatible only if impacts can be mitigated
● Generally incompatible

One of the challenges in land use planning is providing for a harmonious mix of diverse land uses, while avoiding land use conflict. Conflicts between uses arise when use in one area interferes with the uses in another. In some cases, these conflicts may be minor annoyances, but in other situations, land use conflicts can pose threats to health and safety.

Examples of common land use conflicts include situations where residential areas adjoin areas of agricultural use, or when an industrial area is constructed near residential development. It is often desirable to reduce land use conflicts through the use of buffer zones, or zones of transition between disharmonious land uses. The buffer concept is widely recognized as an effective tool to reduce the potential for conflict, and is fairly easily implemented through the modification of the local zoning code. This tool is

particularly well suited for reducing potential conflict between residential and industrial development. In this situation a buffer would provide for a mix of light industry and commercial as a transition to residential.

Another type of conflict arises when there is shared planning authority within overlapping jurisdictional boundaries. The potential for this type of conflict is greatest where city and village planning areas overlap with the unincorporated towns. Cities and villages and the adjacent towns can essentially plan for the future development within the extraterritorial area. Conflicts may arise over issues such as annexation of town lands, development issues, jurisdictional authority or the extension of municipal services. Conflicts may also arise as incorporated communities review and deny proposed subdivisions within extraterritorial plat review areas (Wis. Stat. 236.10(1)(b)2), which may restrict residential development in the town.

Contaminated Sites

The Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment Tracking System (BRRTS) provides information about contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. Additional data about these sites can be obtained through the online BRRTS system database at <http://www.dnr.state.wi.us/org/aw/rr/brrts/index.htm>. BRRTS data indicates that as of August 2009, there were 25 open contamination sites in Sawyer County. Open sites include those in need of clean up or where cleanup is currently in progress. Petroleum contamination from leaking underground storage tanks (LUSTs) is a primary contributor to soil and groundwater contamination in Sawyer County. Of the 25 open sites in the county, 17 are LUST sites (Map 19).

Table 8.15: Contaminated Properties and Other Activities Related to the Investigation and Cleanup of Contaminated Soil or Groundwater in Sawyer County (BRRTS Database)

		STATUS					Grand Total
		Closed Sites	Conditionally Closed Sites	General Property	No Action Required	Open Sites	
ACTIVITY TYPE	Abandoned Container	1					1
	Environmental Repair	16				8	24
	General Property			7			7
	Leaking Underground Storage Tanks	134	1			17	152
	No Action Required				76		76
	Spills	79					79
	Grand Total	230	1	7	76	25	339

Source: WDNR Bureau for Remediation and Redevelopment Tracking System BRRTS data was extracted on 8/04/09.

Redevelopment of contaminated sites or under-utilized properties with existing facilities is encouraged by property owners or persons purchasing properties. Communities and adjoining property owners benefit from the redevelopment of sites needing rehabilitation or environmental clean-up.

Table 8.16: Contaminated Properties (Open Sites) in Sawyer County by MCD

MCD	OPEN SITES	
	ERP	LUST
City of Hayward	0	0
Town of Bass lake	1	1
Town of Couderay	0	0
Town of Draper	0	2
Town of Edgewater	0	0
Town of Hayward	3	4
Town of Hunter	0	0
Town of Lenroot	0	1
Town of Ojibwa	1	1
Town of Radisson	0	0
Town of Round lake	0	2
Town of Sand lake	0	0
Town of Spider lake	0	0
Town of Weirgor	1	1
Town of Winter	0	0
Village of Couderay	0	1
Village of Exeland	1	1
Village of Radisson	0	1
Village of Winter	1	1
Grand Total	8	16*

Data Source: WDNR Bureau for Remediation and Redevelopment Tracking System BRRTS data was extracted on 8/04/09.

* Grand total does not match total from Table 8.16 because some sites are not identified geographically within the BRRTS

Closed Landfills

The Wisconsin Department of Natural Resources publishes a registry of known waste disposal sites in Wisconsin. The registry was created by the WDNR to serve as a comprehensive listing of all sites where solid or hazardous wastes have been or may have been deposited. Inclusion of a site on the registry is not intended to suggest that environmental problems have occurred, are occurring or will occur in the future.

Table 8.17: Waste Disposal Sites in Sawyer County

Town/Village/City	Facility (Name of Site/Landfill)	Site Location	PLSS	STATUS
WINTER	BUMBLE BEE RESORT	BUMBLE BEE RD	NE NE S01 39N 05W	CLOSED
HAYWARD	HAYWARD CTY	HWY 63 S	NW SW S28 41N 09W	CLOSED
HAYWARD	DNR DEER PIT	TOWER RD	SW SE S30 41N 08W	CLOSED
SPIDER LAKE	GHOST LAKE LODGE LF	HOLLYWOOD RD OFF HWY 77	SW SW S31 42N 05W	CLOSED
HAYWARD	HAYWARD MEMORIAL HOSPITAL	HWY 27 & 77	SW NW S15 41N 09W	CLOSED
HAYWARD	HAYWARD WOOD PROD (WOOD)	15115 HOSPITAL RD	NE NE S23 41N 09W	CLOSED
HAYWARD	L P HARDBOARD PLANT	16571 W. HWY 63	NE SW S32 41N 09W	CLOSED
COUDERAY	LAC COURT OREILLES INDIAN RES	HWY CC	SW SE S25 39N 08W	CLOSED
BASS LAKE	NOR-WIS RESORT DUMP	NOR -WIS ROAD	NE SE S13 40N 09W	CLOSED
BASS LAKE	R V DOEHR LUMBER CO (WOOD)	HWY E	NW SE S17 40N 08W	CLOSED
HAYWARD	RAND'S DISPOSAL - SAWYER CO DEMO	COUNTY HWY B	SW SW S30 41N 08W	CLOSED
HAYWARD	REST HAVEN LODGE	CHIEF LAKE RD	SE S36 40N 08W	CLOSED
HAYWARD	THOMPSON & SONS INC DEMO	HWY 63 S	NE NE S31 41N 09N	CLOSED
BASS LAKE	BASS LAKE TN	7816 HIGHLINE RD	NW SW S26 40N 09W	CLOSED
COUDERAY	COUDERAY TN	ATHERTON RD	SE SE S02 38N 08W	CLOSED
DRAPER	DRAPER TN	BROADWAY ST	NW SE S35 40N 04W	CLOSED
EDGEWATER	EDGEWATER TN	HWY 48	SE SW S16 37N 09W	CLOSED
HAYWARD	HAYWARD TN	CHIPPEWA	NE SE S25 41N	CLOSED

		TRAIL	09W	
HUNTER	HUNTER TN	WORLDS END RD	NE S19 40N 07W	CLOSED
HUNTER	HUNTER TN	OLD DUMP RD	NE NE S18 40N 06W	CLOSED
HUNTER	HUNTER TN	HWY CC	SW NE S15 40N 07W	CLOSED
HUNTER	HUNTER TN	WORLDS END RD	SW SE S19 40N 07W	CLOSED
LENROOT	LENROOT TN - EYTCHESON SITE	NELSON LAKE RD	NE NW S02 41N 09W	CLOSED
LENROOT	LENROOT TN -HWY 27 SITE	HWY 27 & 77	NW SE S32 42N 09W	CLOSED
LENROOT	LENROOT TN - SEELEY SITE	OLD OO RD	NE NE S22 42N 08W	CLOSED
MEADOWBROOK	MEADOWBROOK TN	HWY 27 & 77	SW NW S22 37N 06W	CLOSED
METEOR	METEOR TN	VENESS LN	SE NW S14 37N 08W	CLOSED
OJIBWA	OJIBWA DUMP TN	DEER LN	SW NE S09 38N 06W	CLOSED
RADISSON	RADISSON TN - RADISSON VIL LF	OLD HWY 70	NW NE S24 38N 07W	CLOSED
ROUND LAKE	ROUND LAKE TN - B SITE	LAWRY RD	NW NE S32 41N 07W	CLOSED
ROUND LAKE	ROUND LAKE TN -A SITE	HWY A	NE SE S23 41N 07W	CLOSED
ROUND LAKE	ROUND LAKE TN - MOOSE LAKE	FOREST CIRCLE DR	NE NE S26 41N 06W	CLOSED
SAND LAKE	SAND LAKE TN	5501 DUMP RD	SW NW S29 39N 09W	CLOSED
SPIDER LAKE	SPIDER LAKE TN - BRANDT RD SITE	DUMP RD	NW NE S36 42N 07W	CLOSED
SPIDER LAKE	SPIDER LAKE TN - MURPHY BLVD	MURPHY BLVD	NW NW S22 42N 07W	CLOSED
WEIRGOR	WEIRGOR TN - EXELAND VIL	FIRST ST	NW SE S28 37N 07W	CLOSED
WINTER	WINTER TN	LAGOON RD	NE NW S04 38N 05W	CLOSED
WINTER	WINTER TN - CONNOR LAKE SITE	LAKE OF THE PINES RD	NE NW S22 38N 03W	CLOSED
OJIBWA	OJIBWA TN	HELSING RD	SW NW S06 39N 06W	CLOSED
EXELAND	EXELAND VIL duplicate	FIRST ST	NW SE S28 37N 07W	CLOSED
LENROOT	VORTANZ LUMBER CO (WOOD)	HWY OO	NW SW S15 42N 08W	CLOSED
RADISSON	WALTER BROS LUMBER CO (WOOD)	HWY 70	SW SW S14 38N 07W	CLOSED
BASS LAKE	WILLIAM'S	WILLIAMS BAY	SE SE S14 40N	CLOSED

	GRINDSTONE LK RESORT	RD	09W	
WINTER	WIS H&SS FLAMBEAU CORRECT CNTR	HWY M	SE SE S27 37N 03W	CLOSED
HAYWARD, TOWN OF	THOMPSON DEMOLITION LANDFILL #2	HWY 63 S	NE NE S31 41N 09E	CLOSED
HAYWARD, TOWN OF	THOMPSON DEMOLITION LANDFILL #4	HWY 63 S	NE NW S32 41N 09E	OPEN

Closed landfills in Sawyer County are shown along with LUST and ERP sites in Map 19. According to the Wisconsin Department of Natural Resources, there are 45 documented closed landfill sites in Sawyer County and one site which is currently open (Thompson Demolition Landfill #4). The county should be aware of the location of these sites when planning for future growth and development. While soil and/or groundwater pollution may not be present, or eminent, the land use decision-making process should evaluate the potential risks to public health and the environment.

Development around landfills should be done with care so as to ensure public health and safety factors are addressed. Closed landfills most often have a system of wells for monitoring water levels for chemicals entering the local aquifers. The Wisconsin Department of Natural Resources provides a number of tools and monitoring protocols for assisting local governments and residents near closed landfills.

LAND DEMAND

Land demand projections attempt to identify future land needs based on current or anticipated trends. These estimates are based on several assumptions which are discussed under each of the relevant sections. Factors which could cause deviation from projected land demand include, but are not limited to;

- Increase or decrease in average lot sizes
- Unforeseen changes in demographic variables such as population changes or changes in the average household size
- Economic variables, including land prices
- Development policies and regulations
- Physical determinants (land supply)
- Changing social or cultural values
- Transportation system improvements
- Utility access

Wisconsin’s comprehensive planning statutes require that the plan contain projections based on the plan’s background information for 20 years, in five year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. It should be noted that projected land demand for the four categories included in this plan may be slightly different than figures in town adopted comprehensive plans. These differences are in large part due to different methodologies used in formulating the future projections and differences in background data. Where town adopted comprehensive plans exist, future land use scenarios should be utilized.

Residential Land

Forecasts of future land demand in Sawyer County are based on population and development projections for the planning period up to the year 2030. Population forecasts for Sawyer County project a year 2030 population of 20,411 residents. Housing projections (permanent and seasonal) indicate a cumulative demand of 3,684 total housing units in Sawyer County between 2010 and 2030, an annual average of about 184 units.

Annual actual absorption of residential land will be about 129 acres annually. This suggests an additional reservation of land for residential purposes of about 2,585 acres by the year 2030.

Town	2010	2015	2020	2025	2030
<i>Bass Lake</i>	1,592	1,746	1,882	1,989	2,070
<i>Couderay</i>	196	208	216	222	225
<i>Draper</i>	311	314	314	311	304
<i>Edgewater</i>	549	593	629	658	675
<i>Hayward</i>	1,553	1,670	1,768	1,842	1,888
<i>Hunter</i>	817	902	980	1,042	1,089
<i>Lenroot</i>	887	971	1,041	1,100	1,142
<i>Meadowbrook</i>	79	79	78	75	71
<i>Meteor</i>	110	120	130	139	143
<i>Ojibwa</i>	233	251	265	275	282
<i>Radisson</i>	293	311	324	333	338
<i>Round Lake</i>	1,027	1,129	1,224	1,300	1,355
<i>Sand Lake</i>	982	1,031	1,070	1,092	1,101
<i>Spider Lake</i>	669	719	756	784	802
<i>Weirgor</i>	213	229	241	250	256
<i>Winter</i>	1,095	1,207	1,309	1,388	1,448
Sawyer County	10,605	11,480	12,226	12,800	13,190

Source: Northwest Regional Planning Commission

Commercial Land

Rural Sawyer County has a relatively small proportion of total land being used for commercial purposes. Development needs created by a growing population, tourism and expanding rural housing development will create demand for new commercial space during the next twenty years. Development projections indicate that 838 acres of land should be designated over the next 20 years for commercial development.

Town	2010	2015	2020	2025	2030
<i>Bass Lake</i>	134	148	162	175	185
<i>Couderay</i>	91	96	102	106	109
<i>Draper</i>	62	63	64	64	63
<i>Edgewater</i>	79	86	92	98	102
<i>Hayward</i>	959	1,035	1,113	1,179	1,228
<i>Hunter</i>	362	403	446	484	515
<i>Lenroot</i>	110	121	133	142	150
<i>Meadowbrook</i>	2	2	2	2	2
<i>Meteor</i>	1	1	1	1	1
<i>Ojibwa</i>	42	45	48	51	53
<i>Radisson</i>	24	25	27	28	29
<i>Round Lake</i>	196	218	239	260	276
<i>Sand Lake</i>	100	106	111	115	117
<i>Spider Lake</i>	342	366	393	413	428
<i>Weirgor</i>	61	65	70	74	77
<i>Winter</i>	164	182	201	218	231
Sawyer County	2,729	2,963	3,205	3,410	3,567

Source: Northwest Regional Planning Commission

Industrial Land

In contrast to commercial development, there is less of a correlation between population growth and industrial development, making it much more difficult to estimate future industrial land demand. Sawyer County should provide for an absorption of between 130 and 180 acres of industrial land over a 20-year period.

Table 8.20: Forecast Industrial Demand (Acres)					
Town	2010	2015	2020	2025	2030
<i>Bass Lake</i>	59	58	57	56	54
<i>Couderay</i>	3	3	3	3	3
<i>Draper</i>	0	0	0	0	0
<i>Edgewater</i>	0	0	0	0	0
<i>Hayward</i>	271	246	222	197	173
<i>Hunter</i>	3	3	4	4	5
<i>Lenroot</i>	100	113	127	141	155
<i>Meadowbrook</i>	0	0	0	0	0
<i>Meteor</i>	0	0	0	0	0
<i>Ojibwa</i>	0	0	0	0	0
<i>Radisson</i>	0	0	0	0	0
<i>Round Lake</i>	37	36	36	36	36
<i>Sand Lake</i>	0	0	0	0	0
<i>Spider Lake</i>	0	0	0	0	0
<i>Weirgor</i>	10	10	10	10	10
<i>Winter</i>	0	0	0	0	0
Sawyer County	483	469	459	447	436

Source: Northwest Regional Planning Commission

Agricultural Land Demand

Agriculture is the second most dominant use within Sawyer County’s rural landscape. Only forestlands encumber more total acreage. As noted previously in this chapter, agriculture in Sawyer County has been declining over the past 20 years. Historic trends derived from assessment statistics were used to estimate future agricultural land demand.

Town	2010	2015	2020	2025	2030
<i>Bass Lake</i>	2,642	2,677	2,711	2,746	2,780
<i>Couderay</i>	1,374	1,474	1,573	1,673	1,772
<i>Draper</i>	416	405	395	384	374
<i>Edgewater</i>	2,029	1,996	1,963	1,930	1,898
<i>Hayward</i>	2,230	1,383	536	-310	-1,157
<i>Hunter</i>	100	78	57	36	15
<i>Lenroot</i>	1,788	1,528	1,268	1,008	747
<i>Meadowbrook</i>	3,017	2,651	2,285	1,919	1,554
<i>Meteor</i>	3,591	3,885	4,180	4,475	4,770
<i>Ojibwa</i>	806	804	803	801	800
<i>Radisson</i>	4,375	4,320	4,264	4,209	4,153
<i>Round Lake</i>	1,447	1,345	1,242	1,139	1,036
<i>Sand Lake</i>	3,448	3,333	3,218	3,103	2,988
<i>Spider Lake</i>	577	593	608	623	638
<i>Weirgor</i>	5,398	5,348	5,299	5,249	5,200
<i>Winter</i>	3,253	3,174	3,094	3,015	2,936
Sawyer County	36,491	34,994	33,496	32,000	30,504

Source: Northwest Regional Planning Commission

While the above land use demand projections represent the four major land use categories represented in Sawyer County, each of the 16 towns have developed a future land use map which depicts the future vision of development within their community. As previously noted 13 towns have either adopted or are in development of comprehensive plans. As of January 2010, 12 towns have formally adopted plans and one other is in plan development stages or awaiting town board action to formally adopt the plan. Only three towns are not developing comprehensive plans and have no plans to develop a comprehensive plan (Ojibwa, Radisson and Couderay).

Future land use maps for the 16 towns are included in this plan. When decisions at the county level are made regarding consistency requirements related to 66.1001(3), the formally adopted town comprehensive plans shall be reviewed. Future land use maps and definitions for the towns of Ojibwa, Radisson and Couderay are included in the plan as they are not developing a comprehensive plan. The County should use these maps and definitions when making consistency requirements related to 66.1001(3).

Planning for future land uses is sometimes perceived as an intrusion onto the rights of private property owners. The actual purpose of land use planning is to protect the rights of individuals and to give landowners, citizens and local communities the opportunity to define their community vision. In Sawyer County, 13 towns and the Lac Courte Oreilles Band of Ojibwe have developed local comprehensive plans that provide elected officials and leaders with a range of directions relating to not just land use, but housing, transportation and economic development.

Many of the towns with adopted comprehensive plans have the document posted on their website. Additionally, each community with an adopted comprehensive plan is required to provide the local library with a copy of the adopted comprehensive plan.

Town of Ojibwa Future Land Use Definitions

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.

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. Where sewer service is available a minimum lot area of 10,000 square feet is required and in areas of no sewer service a minimum lot area of 20,000 square feet is required. Shoreland Recreational Resorts and Mobile Homes are included within this category.

Industrial

Future land use relating to industrial/manufacturing activities where sewer service is available and requires a minimum lot area of 10,000 square feet and in areas of no sewer service a minimum lot area of 20,000 square feet, as noted in the Sawyer County Zoning Ordinance.

Forest

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

Forest Rural Residential

This category is areas where the town has seen growth in residential development and is anticipated to continue to see this activity, on privately owned forested lands.

Rural Activity Center

Rural activity centers with limited commercial and community services, including compact development and mixed residential development within a defined boundary that is distinguishable from surrounding lands. This area may also be unincorporated rural hamlets or crossroads.

Shoreland

Shoreland areas are represented by the lakes and rivers classification system as represented in the county zoning ordinance. 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.

Governmental/Institutional

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

Mineral Extraction

Areas currently mapped and future areas identified as extraction of non-metallic mineral extraction (gravel and sand).

Outdoor 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, and motorized and non-motorized recreation areas.

Conservancy

Areas where unique characteristics are present that should be preserved and maintained in their natural state.

Town of Radisson Future Land Use Definitions

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.

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. Where sewer service is available a minimum lot area of 10,000 square feet is required and in areas of no sewer service a minimum lot area of 20,000 square feet is required. Shoreland Recreational Resorts and Mobile Homes are included within this category.

Industrial

Future land use relating to industrial/manufacturing activities where sewer service is available and requires a minimum lot area of 10,000 square feet and in areas of no sewer service a minimum lot area of 20,000 square feet, as noted in the Sawyer County Zoning Ordinance.

Forest

Future land use areas classified as forestry are those areas under public ownership (county, state, or federal) and Tribal Lands where residential, commercial, or industrial development is not projected over the planning horizon.

Forest Rural Residential

This category is areas where the town has seen growth in residential development and is anticipated to continue to see this activity, on privately owned forested lands.

Rural Activity Center

Rural activity centers with limited commercial and community services, including compact development and mixed residential development within a defined boundary that is distinguishable from surrounding lands. This area may also be unincorporated rural hamlets or crossroads.

Shoreland

Shoreland areas are represented by the lakes and rivers classification system as represented in the county zoning ordinance. 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.

Governmental/Institutional

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

Mineral Extraction

Areas currently mapped and future areas identified as extraction of non-metallic mineral extraction (gravel and sand).

Outdoor 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, and motorized and non-motorized recreation areas.

Conservancy

Areas where unique characteristics are present that should be preserved and maintained in their natural state.

Town of Couderay Future Land Use Definitions**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.

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. Where sewer service is available a minimum lot area of 10,000 square feet is required and in areas of no sewer service a minimum lot area of 20,000 square feet is required. Shoreland Recreational Resorts and Mobile Homes are included within this category.

Industrial

Future land use relating to industrial/manufacturing activities where sewer service is available and requires a minimum lot area of 10,000 square feet and in areas of no sewer service a minimum lot area of 20,000 square feet, as noted in the Sawyer County Zoning Ordinance.

Forest

Future land use areas classified as forestry are those areas under public ownership (county, state, or federal) and Tribal Lands where residential, commercial, or industrial development is not projected over the planning horizon.

Forest Rural Residential

This category is areas where the town has seen growth in residential development and is anticipated to continue to see this activity, on privately owned forested lands.

Rural Activity Center

Rural activity centers with limited commercial and community services, including compact development and mixed residential development within a defined boundary that is distinguishable from surrounding lands. This area may also be unincorporated rural hamlets or crossroads.

Shoreland

Shoreland areas are represented by the lakes and rivers classification system as represented in the county zoning ordinance. 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.

Governmental/Institutional

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

Mineral Extraction

Areas currently mapped and future areas identified as extraction of non-metallic mineral extraction (gravel and sand).

Outdoor 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, and motorized and non-motorized recreation areas.

Conservancy

Areas where unique characteristics are present that should be preserved and maintained in their natural state.

Continued examination of the overall county comprehensive plan and coordination efforts with town developed comprehensive plans if essential. Future decision making by local units of government will most often be based on recommendations and guidance from individual comprehensive plan. These comprehensive plans form the basis of their future vision, based on community input.