

**CHAPTER 8: 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. WI Stat § 66.1001 (2)(h) 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 include 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 LCO 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 17.

**Table 8-1: Sawyer County Land Management Acres by Municipality (Excluding Water Features)**

Municipality	County	Municipal	State	LCO Tribe	Federal	Grand Total
C. Hayward	2.4	877.6	50.4	14.9	2.0	947.3
T. Bass Lake	25.2	354.7	755.3	5,530.1	365.0	7,030.3
T. Couderay	4,661.6	53.9	692.3	20,369.8		25,777.6
T. Draper	6,520.1	47.4	13,739.1		34,542.4	54,849.1
T. Edgewater	8,945.4	72.7	499.4			9,517.5
T. Hayward	2,523.4	329.6	1,339.4	11,268.6	140.8	15,601.8
T. Hunter	11.9	39.7	6,131.5	6,386.6	11,726.1	24,295.7
T. Lenroot	24,418.4	507.5	3,888.9		1,998.5	30,813.2
T. Meadowbrook	8,596.4	82.9	76.3			8,755.6
T. Meteor	2,178.5	1.0	103.2			2,282.7
T. Ojibwa	12.5	369.4	233.1	5.6		620.7
T. Radisson	1,793.7	161.6	432.6	8,520.8		10,908.8
T. Round Lake	3,012.5	318.4	2,213.9		36,883.5	42,428.3
T. Sand Lake	2,472.2	141.2	662.7	4,287.0		7,563.2
T. Spider Lake	8,063.5	64.4	758.3		32,952.6	41,838.7
T. Weirgor	49.5	10.2	1,758.9			1,818.6
T. Winter	43,685.4	230.9	52,177.2		11,606.4	107,700.0
V. Couderay		29.1	134.7			163.7
V. Exeland	0.0	88.4	48.4			136.8
V. Radisson	1.6	21.6	12.1			35.3
V. Winter	0.5	41.3	30.8			72.6
<b>Countywide Total</b>	<b>116,974.7</b>	<b>3,843.6</b>	<b>85,738.5</b>	<b>56,383.4</b>	<b>130,217.2</b>	<b>393,157.3</b>

Source: Wisconsin Statewide Tax Parcel Database (Version 5)

Public land management across Sawyer County consists of a mix of fee title ownership, deferred<sup>1</sup> 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.

<sup>1</sup> 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.

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 (62%), Spider Lake (59.0%), Winter (59.0%), Round Lake (54%) and Lenroot (53%). Major tracts of public land include the Chequamegon-Nicolet National Forest, Flambeau River State Forest and Sawyer County Forest.

**Table 8-2: Sawyer County Public, Private, & Tribal Land Ownership**

Municipality	Public	Private	LCO Tribe	Water	Total Acres
C. Hayward	38%	53%	1%	8%	2,426.6
T. Bass lake	4%	55%	14%	27%	39,229.1
T. Couderay	12%	39%	47%	2%	43,753.1
T. Draper	62%	36%	0%	2%	88,566.1
T. Edgewater	28%	60%	0%	12%	34,520.0
T. Hayward	11%	51%	27%	11%	41,090.8
T. Hunter	29%	36%	10%	25%	62,034.9
T. Lenroot	53%	40%	0%	7%	58,525.3
T. Meadowbrook	38%	61%	0%	2%	23,320.1
T. Meteor	10%	87%	0%	3%	22,976.5
T. Ojibwa	2%	97%	0%	1%	33,010.1
T. Radisson	5%	75%	18%	2%	48,318.0
T. Round lake	54%	38%	0%	8%	78,830.9
T. Sand lake	10%	66%	13%	11%	33,149.8
T. Spider lake	59%	32%	0%	9%	71,145.5
T. Weirgor	8%	89%	0%	3%	22,075.4
T. Winter	59%	38%	0%	3%	182,774.1
V. Couderay	26%	72%	0%	2%	635.4
V. Exeland	18%	79%	0%	3%	773.1
V. Radisson	18%	82%	0%	0%	199.0
V. Winter	15%	85%	0%	0%	486.5
<b>Countywide Total</b>	<b>38%</b>	<b>48%</b>	<b>6%</b>	<b>7%</b>	<b>887,840.6</b>

Source: Derived from Wisconsin Statewide Tax Parcel Database (Version 5) and WDNR 24K Hydro

## SAWYER COUNTY LANDS

### Federal Lands

The federal government owns and manages 130,217 acres of land in Sawyer County. The largest federal holding is the Chequamegon-Nicolet National Forest, which is managed by United States Department of Agriculture, Forest Service. There are currently 126,149 acres of National Forest System lands in Sawyer County. The National Park Service (NPS) also owns and/or manages 2,504 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 85,739 acres of land in Sawyer County. The largest contiguous state holding is the Flambeau River State Forest (64,162 acres), encompassing portions of the Towns of Winter and Draper in western Sawyer County. Approximately 6,265 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 15,315 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 116,974 acres of county-owned lands (predominantly County Forest) in seven blocks throughout Sawyer County. The largest contiguous areas of County Forest are found in the Towns of Winter (43,685 acres), Lenroot (24,418 acres), Edgewater (8,945 acres), Meadowbrook (8,596 acres) and Spider Lake (8,063 acres). County lands in the County Forest system 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) Reservation encompasses 76,273 (includes 56,383 acres of trust and tribally-owned land 13,802 acres of non-trust lands and 6,088 acres of water within the Reservation boundary) 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**

Managed Forest Law lands comprise 126,839 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 428,283 acres (48.2% 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.

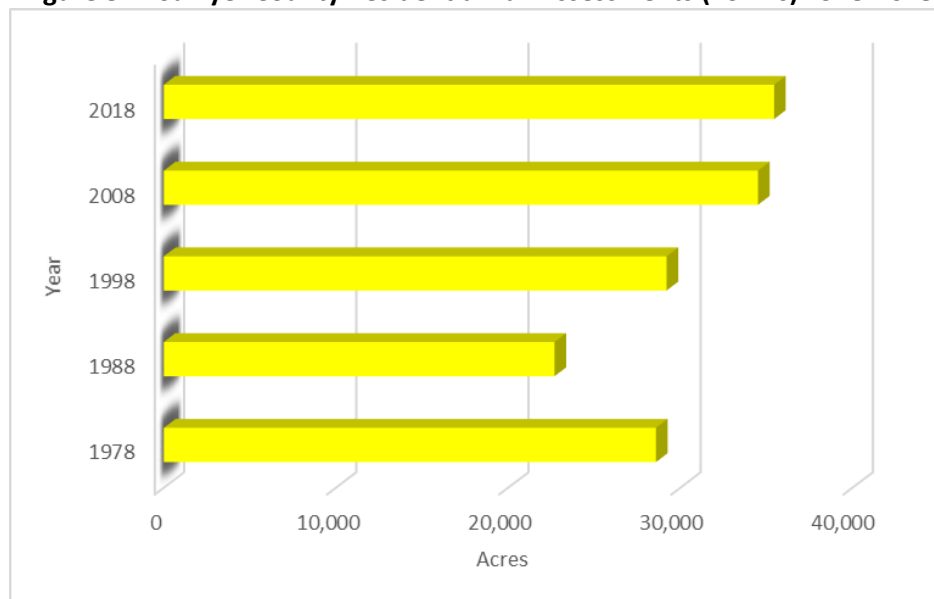
**TRENDS IN LAND USE**

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 2018 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.

**SAWYER COUNTY TAX ASSESSMENTS****Residential**

Residential assessment acreage rose steadily across the county through 2008, when the U.S. entered an extended period of economic recession. Residential growth in Sawyer County has been fueled, in part, due to increased demand for waterfront and rural residential property. Since 2008, residential assessment has been relatively flat across the county.

In 2020 nearly 48 percent of the total housing units in Sawyer County were located on waterfront parcels. Figure 8-1 closely compares to the 2018 ACS-derived seasonal housing rate of 48.4 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 Tax Assessments (Towns) 1978-2018**

Source: Wisconsin Department of Revenue

**Table 8-3: Sawyer County Residential Assessment Data**

Residential	Number of Parcels					Acres				
	1978	1988	1998	2008	2018	1978	1988	1998	2008	2018
<b>T. Bass Lake</b>	5,215	3,096	3,224	3,151	3,196	2,875	3,185	3,585	4,577	4,688
<b>T. Couderay</b>	333	172	195	220	227	137	229	248	268	273
<b>T. Draper</b>	397	488	528	583	613	3,413	1244	1,271	1,102	1,138
<b>T. Edgewater</b>	**	693	837	1,061	1,109	**	892	1,121	1558	1,388
<b>T. Hayward</b>	1,223	1,461	1,854	2,490	2,575	2184	2,484	4,913	5,001	4,926
<b>T. Hunter</b>	378	509	693	896	939	2,365	933	1,112	1,464	1,523
<b>T. Lenroot</b>	665	822	1,107	1,570	1,710	1,197	1,363	1,971	3,172	3,519
<b>T. Meadowbrook</b>	118	107	121	125	139	490	355	378	307	273
<b>T. Meteor</b>	68	83	147	204	208	103	114	223	354	349
<b>T. Ojibwa</b>	363	397	474	590	684	1,820	1,056	1,400	1,716	1,811
<b>T. Radisson</b>	360	328	427	482	498	777	542	654	769	802
<b>T. Round Lake</b>	1,144	1,239	1,553	1,847	1,893	8,043	2,525	3,215	3,729	3,856
<b>T. Sand Lake</b>	1,642	1,429	1,561	1,676	1,723	**	2,320	2,614	2,714	2,712
<b>T. Spider Lake</b>	568	754	892	1,077	1,144	1,948	1,986	2,155	2,871	2,838
<b>T. Weirgor</b>	166	205	295	364	384	198	342	559	718	772
<b>T. Winter</b>	1,142	1,735	1,736	1,930	1,958	3,038	3,125	3,787	4,195	4,579
Towns	13,782	13,518	15,644	18,266	19,000	28,588	22,695	29,206	34,515	35,447

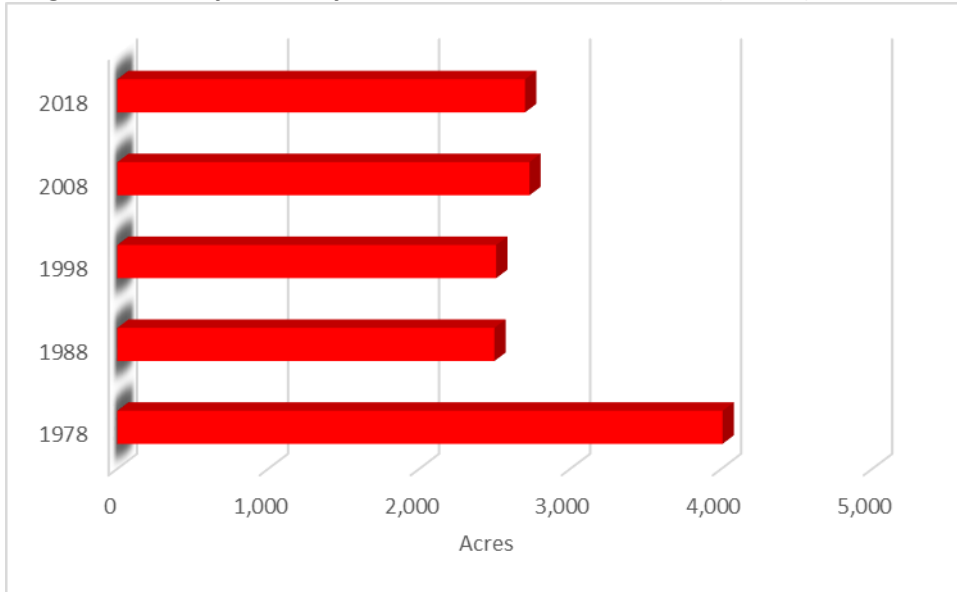
Source: Wisconsin Department of Revenue

\*\* Data unavailable

**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 have remained stable over the past 30 years. 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 Sevenwinds 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 Tax Assessments (Towns) 1978-2018**



Source: Wisconsin Department of Revenue

Table 8-4: Sawyer County Commercial Assessment Data

Commercial	Number of Parcels					Acres				
	1978	1988	1998	2008	2018	1978	1988	1998	2008	2018
T. Bass Lake	93*	62	57	33	33	345*	266	185	134	162
T. Couderay	4*	7	7	7	6	42*	96	96	91	76
T. Draper	16*	17	17	18	18	202*	59	48	62	40
T. Edgewater	0	60	55	122	114	**	66	62	79	83
T. Hayward	13*	170	155	183	223	591*	490	781	959	982
T. Hunter	41*	41	68	84	210	472*	166	290	362	325
T. Lenroot	48*	45	42	89	91	308*	178	129	110	89
T. Meadowbrook	3*	2	2	1	2	42*	10	10	2	8
T. Meteor	2*	**	1	1	2	2*	**	1	1	4
T. Ojibwa	16	17	21	18	18	67	73	101	42	45
T. Radisson	11*	17	14	9	9	32*	33	22	24	23
T. Round Lake	72*	53	58	76	96	755*	171	144	196	241
T. Sand Lake	100*	61	59	130	137	**	153	86	100	135
T. Spider Lake	56*	67	49	38	34	753*	617	387	342	244
T. Weirgor	8*	9	12	13	12	11*	27	35	61	67
T. Winter	39	41	36	36	36	386	92	132	164	176
Towns	522	669	653	858	1041	4,008	2,497	2,509	2,729	2,700

Source: Wisconsin Department of Revenue

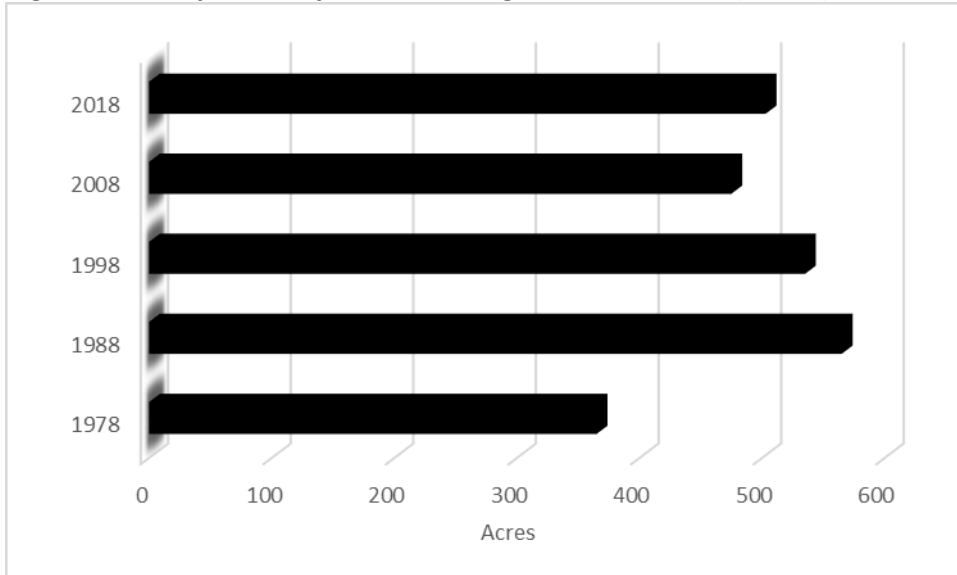
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\* "Mercantile" Real Estate Class



**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 declined from the 1980's through the mid-2000's but increased slightly during recession recovery. 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 Tax Assessments (Towns) 1978-2018**

Source: Wisconsin Department of Revenue

**Table 8-5: Sawyer County Manufacturing Assessment Data**

Manufacturing	Number of Parcels					Acres				
	1978	1988	1998	2008	2018	1978	1988	1998	2008	2018
T. Bass Lake	4	3	3	2	1	84	64	64	59	59
T. Couderay	0	1	1	0	0	0	0	10	0	0
T. Draper	0	0	0	0	0	0	0	0	0	0
T. Edgewater	0	0	0	0	0	0	0	0	0	0
T. Hayward	8	10	12	10	12	147	355	377	257	275
T. Hunter	0	0	1	1	1	0	0	2	2	2
T. Lenroot	2	2	2	4	4	55	55	35	110	110
T. Meadowbrook	0	0	0	0	0	0	0	0	0	0
T. Meteor	0	0	0	0	0	0	0	0	0	0
T. Ojibwa	2	2	0	0	0	43	43	0	0	0
T. Radisson	0	0	0	0	0	0	0	0	0	0
T. Round Lake	1	2	2	2	1	36	38	37	37	35
T. Sand Lake	1	1	1	1	0	0	0	0	0	0
T. Spider Lake	0	0	0	0	0	0	0	0	0	0
T. Weirgor	0	1	1	1	1	0	10	10	10	22
T. Winter	0	0	0	0	0	0	0	0	0	0
Towns	18	22	23	21	20	365	565	535	475	503

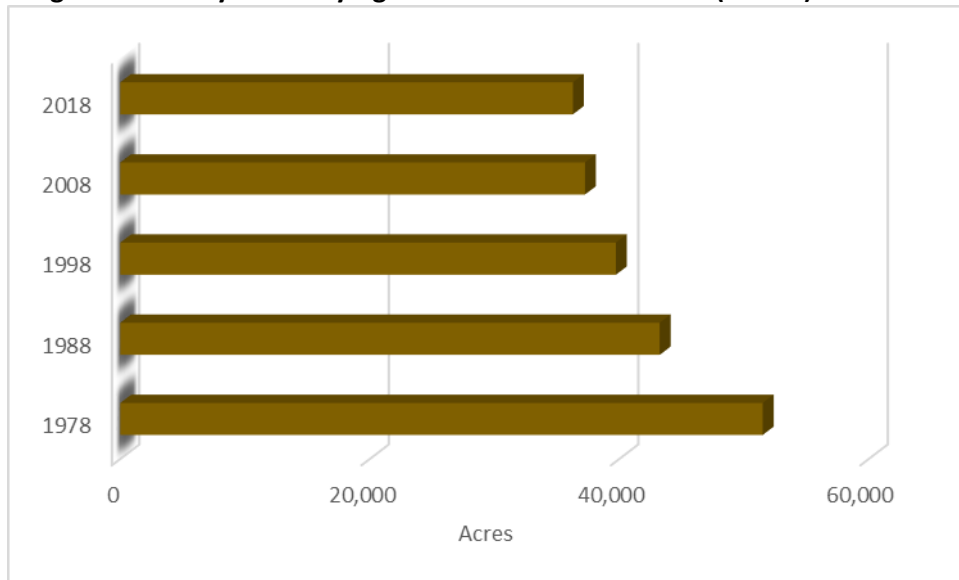
Source: Wisconsin Department of Revenue

### Agriculture

Chapter 70.32(2) (a) 4, Wis. State Statutes 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.” Total agricultural tax assessment acreage in rural Sawyer County has been steadily declining since 1978. Over the past 40 years, the county lost 15,219 acres or nearly 30 percent of its agricultural land base. 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 Tax Assessments (Towns) 1978-2018**



Source: Wisconsin Department of Revenue

**Table 8-6: Sawyer County Agricultural Assessment Data**

Agriculture	Number of Parcels					Acres				
	1978	1988	1998	2008	2018	1978	1988	1998	2008	2018
<b>T. Bass Lake</b>	148	111	118	112	115	2,970	2,481	2,579	2,619	2,572
<b>T. Couderay</b>	72	61	62	64	71	1,008	840	1,328	1,238	1,093
<b>T. Draper</b>	14	36	35	33	36	247	457	451	415	423
<b>T. Edgewater</b>	**	139	130	150	135	**	2,248	1,957	2,117	2,032
<b>T. Hayward</b>	195	196	141	101	153	6,681	5,830	4,513	2,443	2,725
<b>T. Hunter</b>	5	5	6	4	4	127	188	161	103	106
<b>T. Lenroot</b>	95	105	83	78	99	3,450	3,042	2,196	2,001	1,449
<b>T. Meadowbrook</b>	180	197	161	189	193	5,972	4,636	3,874	3,173	3,246
<b>T. Meteor</b>	130	134	125	148	150	4,069	2,246	2,979	3,425	3,454
<b>T. Ojibwa</b>	36	32	33	39	41	1,018	815	804	809	736
<b>T. Radisson</b>	265	256	242	246	260	6,411	4,594	4,560	4,372	4,075
<b>T. Round Lake</b>	84	109	105	81	82	3,095	1,831	1,831	1,420	1,420
<b>T. Sand Lake</b>	135	190	173	161	161	3,780	4,054	3,525	3,594	3,524
<b>T. Spider Lake</b>	10	23	20	18	19	387	539	483	600	630
<b>T. Weirgor</b>	298	244	243	245	252	7,354	5,665	5,418	5,467	5,500
<b>T. Winter</b>	197	178	184	161	179	4,940	3,783	3,080	3,466	3,305
Towns	1,864	2,016	1,861	1,830	1,950	51,509	43,249	39,739	37,262	36,290

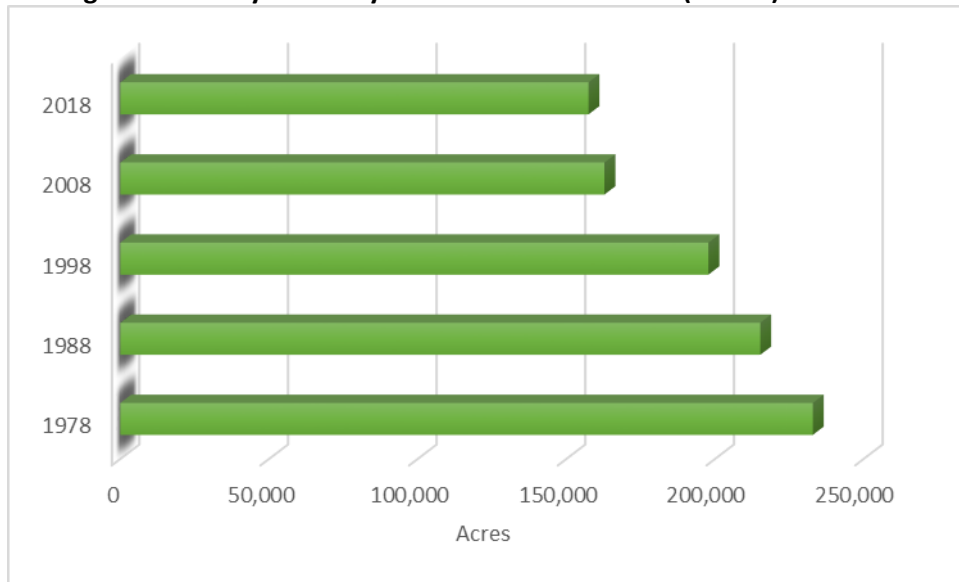
Source: Wisconsin Department of Revenue

**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 2018, 54.2 percent of the County was assessed as forest. Historical property assessment statistics reveal a 32.4 percent decrease in forest assessments between 1978 and 2018. 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 Tax Assessments (Towns) 1978-2018**



Source: Wisconsin Department of Revenue

**Table 8-7: Sawyer County Forest Assessment Data**

Forest	Number of Parcels					Acres				
	1978	1988	1998	2008	2018	1978	1988	1998	2008	2018
T. Bass Lake	539	577	592	501	509	14,584	15,690	14,386	10,785	10,839
T. Couderay	426	409	382	324	338	13,247	10,201	8,390	6,937	7,128
T. Draper	401	480	460	480	498	10,280	11,836	10,727	9,583	9,315
T. Edgewater	**	526	516	437	470	**	13,195	12,145	9,889	9,646
T. Hayward	357	508	301	358	381	12,875	11,250	8,756	8,769	7,294
T. Hunter	174	225	222	191	188	5,022	5,606	4,741	4,168	3,962
T. Lenroot	603	658	692	615	617	18,840	16,097	15,573	12,949	12,637
T. Meadowbrook	218	296	294	227	241	7,762	8,764	7,311	5,655	5,793
T. Meteor	306	348	314	216	250	10,849	10,375	8,255	5,784	6,730
T. Ojibwa	390	447	430	495	483	12,239	10,485	10,473	8,035	8,151
T. Radisson	663	826	799	675	707	19,258	19,470	17,715	15,239	15,520
T. Round Lake	463	780	768	721	661	17,482	17,903	16,416	14,555	12,063
T. Sand Lake	327	470	536	421	420	10,012	10,279	11,507	8,965	8,694
T. Spider Lake	600	484	493	529	498	18,520	14,226	13,911	12,530	11,829
T. Weirgor	356	448	438	358	342	10,044	10,654	10,178	7,974	7,516
T. Winter	1,628	1,455	1,162	1,010	976	51,919	29,217	27,349	21,044	20,366
Towns	7,451	8,937	8,399	7,558	7,579	232,933	215,248	197,833	162,861	157,483

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 with assigned permitted uses and development requirements for 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 reflected existing uses on the landscape.

Lands within the unincorporated towns of Sawyer County are zoned within the 11 categories described in Table 8-8. 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 19.

**Table 8-8: 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 <sup>2</sup> ** without public sewer 20,000 ft <sup>2</sup> **
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 <sup>2</sup> without public sewer 20,000 ft <sup>2</sup>
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 <sup>2</sup> without public sewer 20,000 ft <sup>2</sup>
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 <sup>2</sup> without public sewer 20,000 ft <sup>2</sup>
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
SP-1 Shoreland Protection One (overlay)	This district provides for the protection of waters and shoreland, and for safe and orderly shoreland development in Sawyer County. 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.	<i>REFER TO SAWYER COUNTY ZONING SHORELAND WETLAND PROTECTION ORDINANCE</i>
PUD Planned Unit Development	The PUD District is intended to provide for large-scale residential and/or commercial uses only.	<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 July 2020



The following table identifies the area of the county in each of the eleven zoning categories. As is evidenced in Table 8-9, F-1 forestry encumbers more land area in Sawyer County than any other zoning district.

**Table 8-9: Sawyer County Zoning Statistics Unincorporated Areas Only**

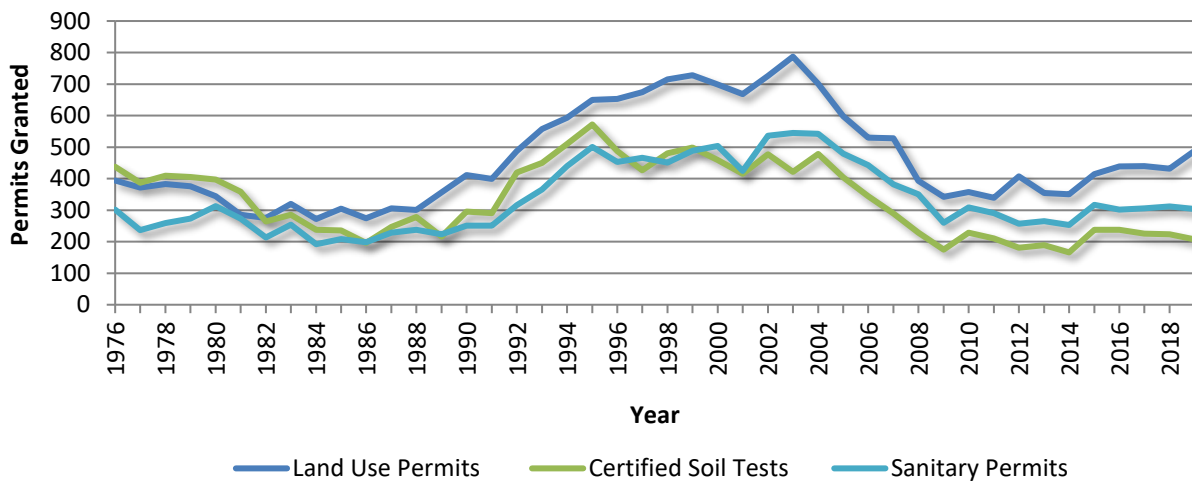
Zoning District	Name	Acres	Percent of County <sup>2</sup>
A-1	Agricultural -1	95,363.0	11.04%
A-2	Agricultural -2	11,186.3	1.30%
C-1	Commercial -1	3,035.2	0.35%
F-1	Forestry -1	584,368.5	67.66%
I-1	Industrial -1	1,034.4	0.12%
PUD	Planned Unit Development	285.9	0.03%
R-1	Residential -1	7,678.8	0.89%
RR-1	Recreational Residential -1	66,867.3	7.74%
RR-2	Recreational Residential -2	22,920.2	2.65%
W-1	Wetland/shoreland -1	1,460.2	0.17%

Source: Sawyer County GIS Data

**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. Permit activity, and the number of certified soil tests drastically declined during the early 2000’s, but has remained relatively consistent from 2010 to 2019. Figure 8-6 illustrates the number of land use permits, sanitary permits and certified soil tests granted in Sawyer County from 1976 through 2019.

**Figure 8-6: Sawyer County Land Use Permits, Sanitary Permits, & Certified Soil Tests 1976-2019**



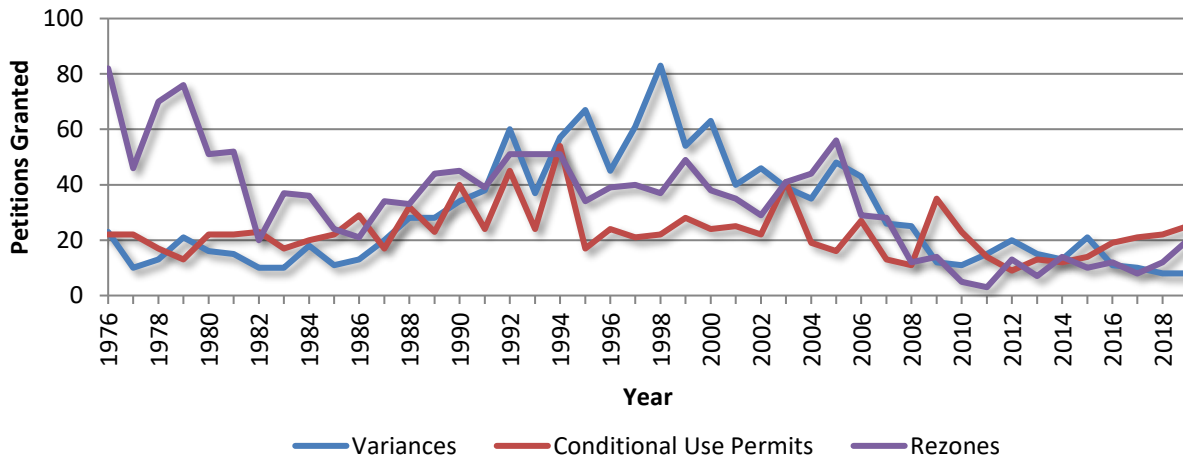
Source: Sawyer County Zoning Department

<sup>2</sup> Excludes water

### 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 rezones granted in Sawyer County from 1976 through 2019.

**Figure 8-7: Sawyer County Variances, Conditional Use Permits, & Rezones 1976-2019**



Source: Sawyer County Zoning Department

Historic zoning 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 Wisconsin Legislature enacted significant changes to shoreland zoning in 2011, 2013 and 2015. The most comprehensive changes occurred in 2015, under Wisconsin Act 55. This legislation mandated that counties could not regulate shorelands more restrictively than state standards, putting all shorelands in Wisconsin under the same basic regulatory framework. Prior to Act 55, Sawyer County used a tiered lakes classification system, which organized lakes into similar groups and tailored management approaches to meet the needs of lakes within each class. Act 55 also includes several new regulatory concepts, such as mitigation, by which riparian owners implement best management practices in order to obtain project permits.

### Subdivision Regulation

Sawyer County adopted a general subdivision control ordinance in March 1971. The county adopted a new subdivision control/condominium ordinance in April 2005 (amended August 2006, December 2006, November 2009 and June 2013). The ordinance applies to land divisions resulting in the creation of 5 or more lots with 19 acres or less. It applies within the unincorporated areas of the county and outlines the requirements and approval process for certified survey maps 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).

**Private Sewage System Ordinance**

Sawyer County adopted a private sewage system ordinance in July of 1980 (amended, May 23, 1996 and March 19, 2009), with a superseding ordinance adopted in April of 2011. The ordinance addresses 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.

**Telecommunications Facilities Ordinance**

Sawyer County adopted a telecommunications facilities ordinance in December of 2011 (revised, 2014). This ordinance regulates the development and installation of telecommunications towers, antennas and facilities in the unincorporated areas of Sawyer County.

**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 villages<sup>3</sup>.

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.

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<sup>3</sup> Except those parts of incorporated cities and villages that were annexed after May 7, 1982.

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 (Map 21). Existing land use is also represented at the town level in the attached maps for each town (Appendix A). The existing land use 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 (2020) 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 8-10. In some cases, towns modified the existing land use categories to better reflect existing conditions at the local level.

**Table 8-10: Sawyer County Existing Land Use Categories**

<b>Residential</b>	<p><b>Single-family:</b> 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><b>Multi-family:</b> Lands with two-family or more attached units, apartment complexes, and town homes designed for human habitation</p>
<b>Agriculture</b>	Land primarily for growing of croplands, livestock grazing, dairy farming, pastures, cranberry bogs, and farmsteads
<b>Airport</b>	Lands associated with the Sawyer County Airport
<b>Commercial</b>	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
<b>Commercial - Recreation</b>	Outdoor recreation facilities operated as a business and open to the general public for a fee
<b>Industrial</b>	Manufacturing and processing plants, warehousing and distribution facilities, including controlled outdoor storage areas related to industrial facilities
<b>Industrial - Nonmetallic Mining</b>	Permitted non-metallic mining operations, including gravel pits, quarries and related facilities
<b>Communications &amp; Utilities</b>	Cellular, TV and radio towers and related facilities, wastewater treatment facilities, power substations, electric transmission lines, power generation facilities, and pipelines
<b>Transportation</b>	Public and private railroads, airports and roads
<b>Government/Institutional</b>	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
<b>Forest - Private</b>	Privately owned woodlands
<b>Forest - Forest Tax Law</b>	Privately owned woodlands currently enrolled in a Wisconsin Forest Tax Law Program (MFL, FCL)
<b>Forest - Public</b>	Publicly owned forested lands, including State Forest and National Forest System lands
<b>Recreation</b>	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
<b>Religious Activities</b>	Places of worship
<b>State Trail</b>	Lands within the Tussock State Trail Corridor
<b>Water</b>	Lakes, rivers, flowages, perennial streams and ponds

**LAND SUPPLY**

Providing adequate land supply is critical to accommodate projected growth, promote economic development and to build strong and prosperous communities. Wisconsin's comprehensive planning legislation (§66.1001) requires 5-year increment projections of future residential, agricultural, commercial and industrial land uses. Communities (and counties) must also allocate sufficient land to accommodate projected future growth. The land supply available for development is determined by numerous factors including 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 Element serve as a general guide to aid 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 in Table 5-5, 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 have no desire to have these lands developed and are holding them for 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 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 lakeshore 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.

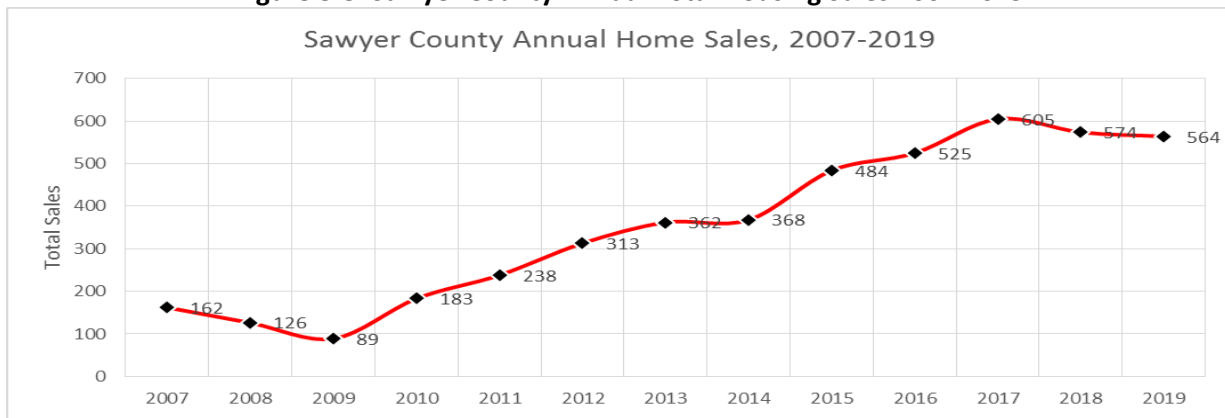
**Land Prices**

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.

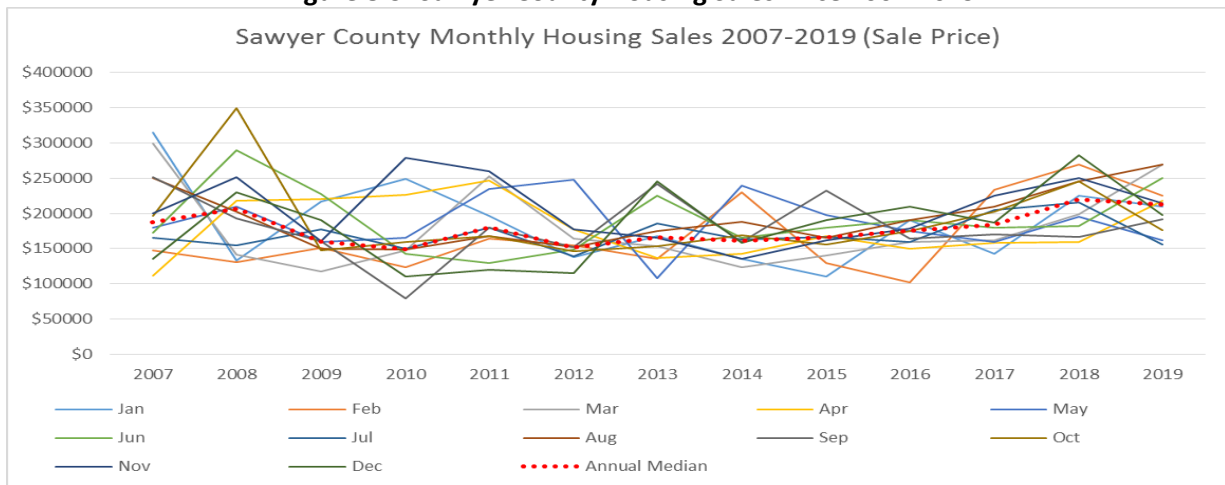
The market price of land depends upon many factors, which can vary significantly from one location to another. It is often difficult to generalize the market price of property within a large area, such as a county, due to the location specific factors that dictate the price and by the fact that a limited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

**Figure 8-8: Sawyer County Annual Total Housing Sales 2007-2019**



**Figure 8-9: Sawyer County Housing Sales Price 2007-2019**



Source: Wisconsin REALTORS® Association

**Land Use Conflicts**

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.

**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

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 (WI 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 information can be obtained online at <https://dnr.wi.gov/topic/Brownfields/botw.html>. BRRTS data indicates that as of July of 2020, there were 12 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 12 open sites in the county, 5 are LUST sites (Map 20).

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 8-11: Sawyer County Contaminated Sites**

		STATUS					
		Closed Sites	Conditionally Closed Sites	General Property	No Action Required	Open Sites	Grand Total
ACTIVITY TYPE	Abandoned Container	5	0				5
	Environmental Repair	20				7	27
	General Property		0	10			10
	Leaking Underground Storage Tanks	149	0			5	154
	No Action Required	0	0		88		78
	Spills	111	0				111
	<b>Grand Total</b>	<b>285</b>	<b>0</b>	<b>10</b>	<b>88</b>	<b>12</b>	<b>385</b>

Source: WDNR Bureau for Remediation and Redevelopment Tracking System BRRTS

**Table 8-12: Sawyer County Contaminated Site by Municipality**

MCD	OPEN SITES	
	ERP	LUST
City of Hayward	1	1
Town of Lenroot	1	
Town of Meteor	1	
Town of Ojibwa	1	
Town of Winter		1
Village of Couderay		1
Village of Exeland	1	
Village of Radisson	1	2
Village of Winter	1	
<b>Grand Total</b>	<b>7</b>	<b>5</b>

Data Source: WDNR Bureau for Remediation and Redevelopment Tracking System BRRTS data was extracted on 7/7/20.

**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 8-13: Sawyer County Waste Disposal Sites**

Town/Village/City	Facility	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 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 TRAIL	NE SE S25 41N 09W	CLOSED
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

Town/Village/City	Facility	Site Location	PLSS	STATUS
<b>MEADOWBROOK</b>	MEADOWBROOK TN	HWY 27 & 77	SW NW S22 37N 06W	CLOSED
<b>METEOR</b>	METEOR TN	VENESS LN	SE NW S14 37N 08W	CLOSED
<b>OJIBWA</b>	OJIBWA DUMP TN	DEER LN	SW NE S09 38N 06W	CLOSED
<b>RADISSON</b>	RADISSON TN - RADISSON VIL LF	OLD HWY 70	NW NE S24 38N 07W	CLOSED
<b>ROUND LAKE</b>	ROUND LAKE TN - B SITE	LAWRY RD	NW NE S32 41N 07W	CLOSED
<b>ROUND LAKE</b>	ROUND LAKE TN -A SITE	HWY A	NE SE S23 41N 07W	CLOSED
<b>ROUND LAKE</b>	ROUND LAKE TN - MOOSE LAKE	FOREST CIRCLE DR	NE NE S26 41N 06W	CLOSED
<b>SAND LAKE</b>	SAND LAKE TN	5501 DUMP RD	SW NW S29 39N 09W	CLOSED
<b>SPIDER LAKE</b>	SPIDER LAKE TN - BRANDT RD SITE	DUMP RD	NW NE S36 42N 07W	CLOSED
<b>SPIDER LAKE</b>	SPIDER LAKE TN - MURPHY BLVD	MURPHY BLVD	NW NW S22 42N 07W	CLOSED
<b>WEIRGOR</b>	WEIRGOR TN - EXELAND VIL	FIRST ST	NW SE S28 37N 07W	CLOSED
<b>WINTER</b>	WINTER TN	LAGOON RD	NE NW S04 38N 05W	CLOSED
<b>WINTER</b>	WINTER TN - CONNOR LAKE SITE	LAKE OF THE PINES RD	NE NW S22 38N 03W	CLOSED
<b>OJIBWA</b>	OJIBWA TN	HELSING RD	SW NW S06 39N 06W	CLOSED
<b>EXELAND</b>	EXELAND VIL duplicate	FIRST ST	NW SE S28 37N 07W	CLOSED
<b>LENROOT</b>	VORTANZ LUMBER CO (WOOD)	HWY OO	NW SW S15 42N 08W	CLOSED
<b>RADISSON</b>	WALTER BROS LUMBER CO (WOOD)	HWY 70	SW SW S14 38N 07W	CLOSED
<b>BASS LAKE</b>	WILLIAM'S GRINDSTONE LK RESORT	WILLIAMS BAY RD	SE SE S14 40N 09W	CLOSED
<b>WINTER</b>	WIS H&SS FLAMBEAU CORRECT CNTR	HWY M	SE SE S27 37N 03W	CLOSED
<b>T HAYWARD</b>	THOMPSON DEMOLITION LANDFILL #2	HWY 63 S	NE NE S31 41N 09E	CLOSED
<b>T HAYWARD</b>	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 20. 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 several 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 2040. Population forecasts for Sawyer County project a year 2040 population of 20,411 residents. Housing projections (permanent and seasonal) indicate a cumulative demand of 3,684 total housing units in Sawyer County between 2020 and 2040, 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 2,396 acres by the year 2040.

**Table 8-14: Sawyer County Residential Land Demand (Acres)**

	2020	2020-2025	2025-2030	2030-2035	2035-2040
T. Bass Lake	4,168.4	4,441.4	4,653.7	4,785.1	4,828.9
T. Couderay	242.3	271.1	289.8	301.8	313.8
T. Draper	1,090.5	1,181.0	1,281.6	1,365.3	1,438.9
T. Edgewater	1,127.8	1,151.4	1,154.8	1,154.8	1,154.8
T. Hayward	4,671.1	5,047.0	5,345.3	5,498.8	5,618.5
T. Hunter	1,350.1	1,353.5	1,356.8	1,356.8	1,356.8
T. Lenroot	2,981.5	3,047.4	3,093.0	3,121.9	3,150.7
T. Meadowbrook	151.3	282.9	401.1	448.4	452.0
T. Meteor	282.5	300.3	321.4	339.1	356.9
T. Ojibwa	1,548.4	1,581.7	1,615.0	1,641.6	1,668.3
T. Radisson	634.4	656.1	677.8	699.6	721.3
T. Round Lake	3,418.8	3,596.6	3,747.5	3,854.5	3,931.2
T. Sand Lake	2,214.5	2,418.2	2,608.4	2,754.8	2,877.7
T. Spider Lake	3,039.5	3,046.2	3,056.3	3,056.3	3,056.3
T. Weirgor	547.9	574.4	590.8	607.2	623.6
T. Winter	4,260.3	4,366.9	4,456.8	4,526.4	4,596.0
<b>Sawyer County</b>	<b>33,749.3</b>	<b>33,316.1</b>	<b>34,650.2</b>	<b>35,512.5</b>	<b>36,145.6</b>

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. Forecasts indicate increasing demand through 2030, followed by a slight decline through 2040 commensurate with a forecast decrease population.

**Table 8-15: Sawyer County Commercial Land Demand (Acres)**

	2020	2020-2025	2025-2030	2030-2035	2035-2040
T. Bass Lake	56.8	64.8	70.3	71.9	69.4
T. Couderay	10.8	11.7	11.7	8.9	5.1
T. Draper	32.9	33.8	35.7	35.7	34.7
T. Edgewater	71.2	72.0	71.2	68.8	65.6
T. Hayward	599.5	637.0	661.1	657.1	633.0
T. Hunter	266.4	273.5	273.5	266.4	254.4
T. Lenroot	81.4	85.6	89.2	89.8	88.5
T. Meadowbrook	32.5	32.5	32.5	32.2	31.6
T. Meteor	0.0	0.0	0.0	0.0	-0.1
T. Ojibwa	19.6	19.6	19.6	18.7	16.9
T. Radisson	10.4	10.1	9.5	8.3	6.8
T. Round Lake	136.7	147.3	154.3	155.5	150.8
T. Sand Lake	74.3	78.4	80.8	79.2	75.1
T. Spider Lake	118.7	118.7	118.7	108.1	97.4
T. Weirgor	2.7	2.7	2.8	2.8	2.8
T. Winter	66.4	70.1	71.9	69.1	61.8
<b>Sawyer County</b>	<b>1,580.2</b>	<b>1,657.9</b>	<b>1,702.9</b>	<b>1,672.5</b>	<b>1,593.9</b>

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. Demand for industrial land is anticipated to be low over the 20-year planning period.

**Table 8-16: Sawyer County Industrial Land Demand (Acres)**

	<b>2020</b>	<b>2020-2025</b>	<b>2025-2030</b>	<b>2030-2035</b>	<b>2035-2040</b>
<b>T. Bass Lake</b>	88.94	91.55	94.24	97.01	99.87
<b>T. Couderay</b>	128.97	132.76	136.66	140.68	144.81
<b>T. Draper</b>	787.20	810.35	834.17	858.70	883.94
<b>T. Edgewater</b>	21.02	21.63	22.27	22.93	23.60
<b>T. Hayward</b>	759.35	781.68	804.66	828.31	852.67
<b>T. Hunter</b>	38.45	39.58	40.74	41.94	43.17
<b>T. Lenroot</b>	314.36	323.60	333.12	342.91	352.99
<b>T. Meadowbrook</b>	61.13	62.93	64.78	66.68	68.64
<b>T. Meteor</b>	22.39	23.04	23.72	24.42	25.14
<b>T. Ojibwa</b>	38.65	39.78	40.95	42.16	43.40
<b>T. Radisson</b>	69.31	71.35	73.45	75.61	77.83
<b>T. Round Lake</b>	402.85	414.69	426.88	439.43	452.35
<b>T. Sand Lake</b>	49.50	50.95	52.45	53.99	55.58
<b>T. Spider Lake</b>	0.00	0.00	0.00	0.00	0.00
<b>T. Weirgor</b>	150.55	154.98	159.53	164.22	169.05
<b>T. Winter</b>	887.05	913.12	939.97	967.61	996.05
<b>Sawyer County</b>	<b>3,819.7</b>	<b>3,932.0</b>	<b>4,047.6</b>	<b>4,166.6</b>	<b>4,289.1</b>

Source: Northwest Regional Planning Commission, 2020 statistics include non-metallic mining

**Agricultural Land**

Agriculture is the second most dominant use within Sawyer County's rural landscape. Only forestlands encumber more total acreage. As noted previously, 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.

**Table 8-17: Sawyer County Agricultural Land Demand (Acres)**

	2020	2020-2025	2025-2030	2030-2035	2035-2040
T. Bass Lake	2,548.9	2,526.1	2,503.4	2,480.9	2,458.7
T. Couderay	1,029.0	968.7	912.0	858.6	808.3
T. Draper	427.1	431.2	435.3	439.5	443.8
T. Edgewater	1,991.2	1,951.2	1,912.1	1,873.7	1,836.1
T. Hayward	2,882.3	3,048.6	3,224.6	3,410.7	3,607.5
T. Hunter	107.5	109.1	110.7	112.3	113.9
T. Lenroot	1,249.1	1,076.8	928.3	800.3	689.9
T. Meadowbrook	3,283.3	3,321.1	3,359.3	3,398.0	3,437.0
T. Meteor	3,468.6	3,483.3	3,498.1	3,512.9	3,527.7
T. Ojibwa	702.8	671.1	640.8	611.9	584.3
T. Radisson	3,936.6	3,802.9	3,673.7	3,548.9	3,428.4
T. Round Lake	1,420.0	1,420.0	1,420.0	1,420.0	1,420.0
T. Sand Lake	3,489.7	3,455.7	3,422.0	3,388.7	3,355.7
T. Spider Lake	645.8	661.9	678.4	695.4	712.8
T. Weirgor	5,516.6	5,533.2	5,549.9	5,566.7	5,583.5
T. Winter	3,228.2	3,153.3	3,080.0	3,008.5	2,938.6
<b>Sawyer County</b>	<b>37,946.8</b>	<b>35,614.3</b>	<b>35,348.7</b>	<b>35,127.0</b>	<b>34,946.3</b>

Source: Northwest Regional Planning Commission

**FUTURE LAND USE**

While the above land use demand projections represent the four major land use categories 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 (Appendix B). When decisions at the county level are made regarding consistency requirements related to WI Stat § 66.1001(3), the formally adopted town comprehensive plans shall be reviewed.

Planning for future land uses is sometimes perceived as an intrusion on 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 Lake Superior Chippewa Indians have developed local comprehensive plans that provide elected officials and leaders with a range of directions relating to land use, as well as 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.

The desired future land use pattern in Sawyer County is identified through 16 individual town future land use maps (Appendix B). For towns with comprehensive plans, the desired future land use map from the local plan is used in the countywide comprehensive plan. For towns without comprehensive plans, the town-specific future land use map from the 2010 countywide comprehensive plan was provided to each community for reconsideration and editing, if desired. Below is a summary of town future land use maps received as part of this countywide comprehensive plan update.

Town	Future Land Use from Local Comprehensive Plan	Future Land Use from Edits Provided	No Changes Indicated (From 2010 Countywide Plan)
T. BASS LAKE	X (2015)		
T. COUDERAY			X
T. DRAPER	X (IN PROCESS, 2021)		
T. EDGEWATER	X (2005)		
T. HAYWARD	X (2018)		
T. HUNTER	X (2010)		
T. LENROOT	X (2009)		
T. MEADOWBROOK	X (2009)		
T. METEOR			X
T. OJIBWA		X	
T. RADISSON		X	
T. ROUND LAKE	X (2020)		
T. SAND LAKE	X (2005)		
T. SPIDER LAKE	X (2018)		
T. WEIRGOR	X (2009)		
T. WINTER			X

It is the intent of Sawyer County to continue to incorporate local plan future land use maps on an ongoing basis, as they are developed or modified. Please note that updating the future land use map alone does not meet the plan update requirements for town comprehensive plans under Chapter 66.1001, Wis. Stats. At a minimum, towns must also go through the process outlined in s. 66.1001(4) to adopt an updated plan or readopt the original plan. Towns developing or updating local comprehensive plans are encouraged to provide supporting definitions for the future land use classifications used in their maps. These definitions will greatly enhance the ability of the county to interpret these plans in decision-making and ensure that town desires are accurately reflected and appropriately considered.