

CHAPTER SEVEN LAND USE

This chapter provides a compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. This chapter lists existing land uses in the Town and provides 20-year projections in 5-year increments for the various land uses.

A.) EXISTING LAND USE INVENTORY

Current land use activity (See Existing Land Use Inventory map) in the Town can be characterized as very rural woodlands and forest with scattered farming. Residential development is concentrated along the lakeshores with some dispersed along the road network. There are extensive forested tracts with virtually no development. The Oneida County Landfill is a major land use in the northeast corner of the Town.

TABLE 14 presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands at about 19,700 acres or 83% of the total area. The next most significant land use type is agriculture at about 3% followed by open land with just under 3%. Residential use takes up only about 2% of the Town's area at about 420 acres. The other land uses combined use only about 1.3% of the total area. Table 14 shows existing land use at the time of the initial plan development in 2009. For the 2019 update 10% of the legal sections in the township were randomly selected and aerial photo interpreted to determine land use change between 2005 and 2015. No significant changes were observed, and actual land use changes were less than .01%.

TABLE 14 EXISTING LAND USE Town of Woodboro		
Land Use	Acres	Percent
Agriculture	700	2.95%
Commercial	29	0.12%
Government/Institution	1	0.01%
Industrial	96	0.41%
Open Land	676	2.85%
Outdoor Recreation	3	0.01%
Residential	416	1.75%
Transportation	194	0.81%
Water	1,884	7.95%
Woodlands	19,678	83.14%
Total	23,677	100%

Source: NCWRPC, Town of Woodboro

B.) ANALYSIS OF TRENDS

1.) LAND SUPPLY

As shown by the existing land use inventory, the majority of the Town is "undeveloped" forest and agricultural lands, however, the supply of land "available" for development is constrained by extensive state and county land holdings. Land swapping is a possibility, however, most this land will remain undeveloped. There is some private land available and the sudden sale and subdivision of private industrial forestland is a concern.

Map 6
Town of Woodboro
Existing Land Use Inventory
Oneida County, Wisconsin

— Town Border	Governmental
- - - Section Lines	Industrial
— Federal	Open Lands
— County	Outdoor Recreation
— Town	Residential
— Private	Transportation
— Railroad	Water
— Agriculture	Woodlands
— Commercial	

Source: WI DNR, 2005 Airphoto Interpretation, NCWRPC

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Prepared by:
**North Central
Wisconsin Regional
Planning Commission**

210 McClellan St., Suite 210, Wausau, WI 54403
715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org

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2.) LAND DEMAND

Residential

The overall residential demand for land in the Town of Woodboro results from a projected increase of 93 households (2000 – 2025). TABLE 15 shows projected residential land demand based on this household projection for the Town and the Town's 3-acre average lot size. Although some of the development will occur on larger or smaller parcels, this is more difficult to predict, and our projection becomes a conservative scenario. Thus, an average of 56 acres of residential land are expected to be added to the Town every 5 years for a total of 279 additional acres of residential land to accommodate anticipated population growth by the year 2025. This does not account for seasonal home development.

Seasonal housing comprises about 44% of the total housing units within the Town. Although existing seasonal homes are being converted to full-time, permanent residences, it is assumed for planning purposes that new seasonal units will maintain a stable proportion over the life span of this plan resulting in an additional 73 seasonal homes by 2025). These units would consume up to 219 additional acres of land by 2025 for an average of about 44 acres every five years.

Industrial, Commercial and Agricultural

Industrial use within the Town is primarily Oneida County's waste processing facility, which is not expected to expand and non-metallic mining, which by their nature expand over time, and new pits will open as existing pits are closed. In addition, the Town expects most heavy industrial use to locate in industrial parks outside of Woodboro. As a result, it is assumed that the overall industrial land demand is expected remain fairly constant at about 96 acres over the planning period.

Commercial development is subject to market forces and difficult to predict. New commercial enterprises have appeared sporadically within the Town over time. As a result, a conservative estimate of doubling of the current level of commercial from 29 acres to 58 acres by 2025 is used.

Since it is the Town's intention to promote the preservation of Agricultural land, the level of agricultural land within the Town is anticipated to remain stable over the planning period. Some lands are expected to be taken out of agriculture while new areas are likely to come under farming resulting in minimal net change.

TABLE 15 shows the projected increase of commercial, industrial and agricultural land uses in 5-year increments. Projections are from the original 2009 plan.

TABLE 15 Projected Land Use Demand to 2030					
	2010	2015	2020	2025	2030*
Residential Acreage Demand	416	516	616	716	816
Industrial/Commercial Acreage Demand	125	135	144	154	164
Agricultural Acreage Demand	700	700	700	700	700

Source: NCWRPC

*Extension of 2000-2025 trend.

3.) LAND VALUE

An indication of the price of land is the overall equalized value in the Town, which has decreased 15.5 percent over the last eleven years; however, not all categories of land decreased equally. Residential property values decreased by almost 16 percent, while commercial increased by 18 percent. See TABLE 16, Equalized Property Values, below. Meanwhile the county experienced a 4.9 percent decrease in property values over that same 11- year period. Residential property in the county decreased by 3 percent.

TABLE 16 Town of Woodboro Equalized Property Values				
Type of Property	2000	2007	2018	% Change 2007-2018
Residential	77,519,800	174,245,100	146,632,600	-15.8%
Commercial	3,179,900	4,816,100	5,690,800	15.4%
Manufacturing	0	0	0	0
Agricultural	174,600	111,500	90,000	-19.3%
Undeveloped	275,700	230,100	299,600	23.2%
Ag. Forest	0	488,900	367,200	-24.9%
Forest	5,136,900	8,175,200	5,111,700	-32.6%
Other	185,500	821,200	826,500	.6%
Personal			114,900	
Total Value	86,652,400	188,888,100	159,533,300	-15.5%

Source: WI DOR, 2000 & 2007 & 2018

4.) OPPORTUNITIES FOR REDEVELOPMENT

All of the properties in Town that had identified environmental contamination on them are still in use, so there is no redevelopment opportunity. For example, one site is an active resort while another is a condominium development converted from a former resort. See Chapter 6, Economic Development, for more details.

Quarries have a built-in redevelopment mechanism via reclamation regulations. Most existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

5.) EXISTING AND POTENTIAL LAND USE CONFLICTS

An area of concern is the clear cutting of larger forested tracts for timber or pulpwood, and the subsequent sale and development of these and other large parcel for residential lots. The availability and marketing of these parcels/developments draws more interest in the local land market and has the potential to inflate growth beyond the anticipated projection. This may stress available public facilities and services.

Other current concerns of the Town include manufactured and mobile home parks inconsistent with surrounding development and siting of communication towers.

Other areas of land use conflict within the Town include agricultural activity versus residential development and quarry activities versus residential development. Although the Town is not currently a highly agricultural area, another potential future conflict area is possible development of larger scale livestock operations.

This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers and public information and education components.

C.) LAND USE PROGRAMS

A number of different programs directly and indirectly affect land use within the Town. The principal land use programs include the Oneida County Zoning and Shoreland Protection Ordinances and the Oneida County Subdivision and Platting Ordinance. The Town of Woodboro Land Division Ordinance establishes minimum lot size for newly platted parcels and some minimum road standards. The Town of Woodboro has in effect a land use plan which is being followed since its adoption by the Town on November 11, 1997. The Oneida County Board approved this land use plan in 1998 along with subsequent amendments to the Town of Woodboro Land Use Plan. See the Implementation chapter of this plan for more on these types of programs.

D.) FUTURE LAND USE PLAN

The Future Land Use Plan map represents the long-term land use recommendations for all lands in the Town. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate future development of the Town.

Town of Woodboro Plan Commission members participated in a mapping exercise with Regional Planning Commission staff to identify the desired future land uses by using

seven Land Use Map Classifications, as described below. Plan Commission members used their broad knowledge of the Town to draw shapes on a map representing different land uses. The goal was to produce a generalized land use plan map to guide the Town's growth.

Land Use Map Classifications

Land use classifications are groups of land uses that are compatible and separates conflicting uses. The classifications are not zoning districts and do not have the authority of zoning but are intended for use as a guide when making land use and zoning decisions.

1. Residential

Identifies areas of residential development typically consisting of smaller lot sizes that may be served by municipal water and sewer systems, even if a municipal system is not planned.

2. Rural Residential

Identifies areas of less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas also provide a good transition from more dense development to the rural countryside.

3. Residential and Farming

Intended to allow continued operation of existing farming and non-metallic mining operations while maintaining a largely rural atmosphere with single-family housing or other low-density development.

4. Commercial

Identifies areas that sell goods or services to the general public, for example: stores and resorts.

5. Industrial

Currently identifies the area around the County's solid waste processing facility.

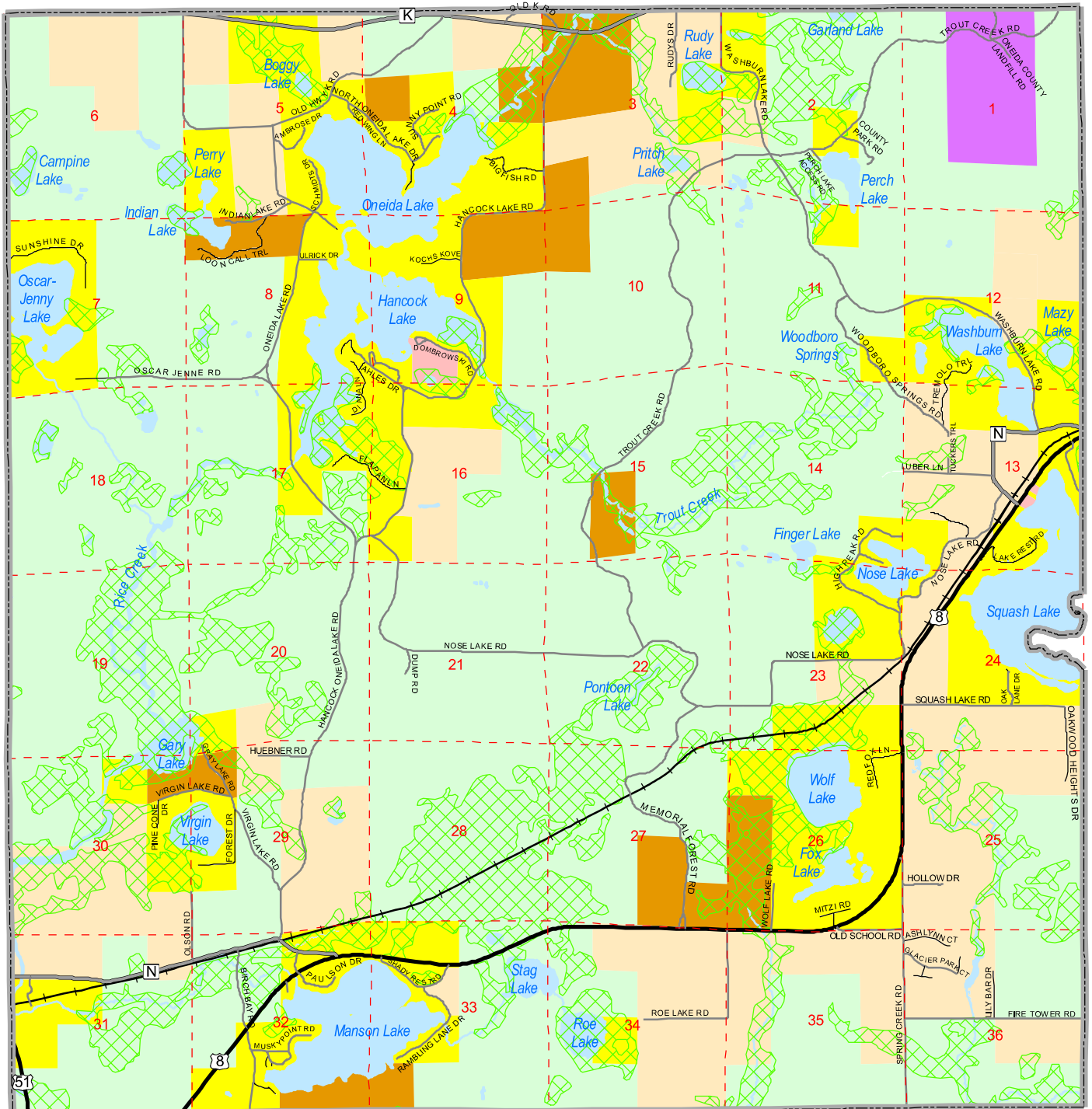
6. Forestry

Identifies areas of large woodlands.

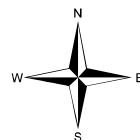
7. Wetlands

Intended to protect environmentally sensitive areas to help prevent water pollution, protect fish and wildlife habitat, and to preserve shoreland cover and natural beauty.

Map 7
Town of Woodboro
Future Land Use Plan
Oneida County, Wisconsin



- Town Border
- - - Section Lines
- County Highways
- US & State Highway
- Private Roads
- Local Roads
- Railroad
- Commercial
- Forestry
- Industrial
- Residential
- Residential and Farming
- Rural Residential
- Wetlands
- Water



0 0.25 0.5 1 1.5
Miles

Source: WI DNR, NCWRPC, Oneida Co

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E.) LAND USE GOALS AND POLICIES

Using responses from the community surveys to identify key issues affecting the vision, the Town of Woodboro Plan Commission developed a list of goals and policies. A goal is a broad statement of intent, while a policy indicates how the goal will be achieved. Together they act as a statement of the Town's basic land use philosophy and a planning guide for local officials, residents, and other interests to use and rely upon. To address competing development concerns, a resource-based land management plan is proposed. The following land use goals and policies are a means of guiding future development within the Town consistent with basic land use philosophies.

GOAL 1. Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.

POLICIES:

- 1.1. The Town will maintain the existing Land Use Plan (adopted November 11, 1997), which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, Regional, and State plans and ordinances as modified from time to time.
- 1.2. The Town will actively participate in zoning and subdivision review decisions at the County level, which affect the Town. This includes zoning amendment and subdivision requests acted on by the County Planning and Zoning Committee, as well as variance and conditional use requests acted on by the County Zoning Board of Adjustment. This plan will be cited as the basis for all such actions including "disapproval" of proposed zoning amendments under §59.69 Wisconsin Statutes.
- 1.3. All development proposals will be encouraged to follow *neighborhood* and *clustering of development* concepts to the extent possible.
- 1.4. Strip-type commercial development along high-volume roads will be avoided in order to insure traffic safety and mobility, and to avoid "sprawl". (Encourage clustering of development through PUD concept.)
- 1.5. Small or medium scale commercial development intended to serve local needs will be encouraged.
- 1.6. Large scale commercial development will be discouraged because of the potential to attract unplanned or premature urban development of the Town.
- 1.7. All industrial development proposals will be addressed on a case-by-case basis through a planned-unit-development approach, due to the highly

variable nature of such uses.

- GOAL 2. Promote and regulate development that preserves the rural character of the Town and minimizes groundwater impacts from on-site septic systems and other sources.

POLICIES:

- 2.1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, highway access problems, incompatibility with neighboring uses, etc.
- 2.2. Lot sizes of 3/5/10 acres in accordance with the Town's Land Division Ordinance will be promoted for new development, in order to preserve the Town's rural character and to protect groundwater resources from the impacts of higher density development.
- 2.3. The Town may allow higher density (down to minimum established by County zoning district) where it is compatible with existing development patterns.
- 2.4. Use-buffer areas will be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. rural residential type development should be planned as a buffer between single-family and forestry or agricultural. Landscape buffers should also be used, especially where use-buffers are unfeasible.

- GOAL 3. Preserve productive farmland and forest in the Town for long-term use and maintain agriculture and forestry as important economic activities and way-of-life.

POLICIES:

- 3.1. Marginal lands, not suited to agricultural or forestry uses, should be the focus of development activity in the Town. Land best suited to agriculture or timber production should remain in that use, to the extent possible, and new development should be steered toward land less well adapted to productive use.
- 3.2. Nonfarm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural activities, in order to minimize farm - nonfarm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
- 3.3. The Town will consider proposals involving the keeping or raising of livestock or other animals, fish, and fowl on a case-by-case basis in relation to the potential impact on water quality and neighboring land uses, consistent with Wis. Stat. 93.90.