

12 Year 2020 Preferred Land Use

The Year 2020 Preferred Land Use Map presents a concept of how broad classes of land uses fit together to produce an aesthetically pleasing and well-planned community. The Year 2020 Preferred Land Use Map was developed based on the execution of the preferred land use plan development strategy discussed in Section 11. The Year 2020 Preferred Land Use Map graphically represents the desired arrangement of preferred use of land on the St. Germain landscape 20 years into the future.

The primary purpose of the preferred land use plan is to serve as a flexible guide to local officials for the future development of the community. Since planning is an ever evolving process, the *St. Germain Year 2020 Comprehensive Land Use Plan* should be viewed as a guide to assist in the town's decision-making process. The Year 2020 Preferred Land Use Map will have to be reevaluated and adjusted from time to time in accordance with changing trends and conditions. The plan should not be viewed as a rigid or final document to be adhered to for the next twenty years, but rather as a flexible guide that is adaptable to the dynamic conditions and opportunities occurring within the town.

12.1 Preferred Land Use Classifications

Land use does not always fit well with the predominant land use control mechanism of zoning. Typical zoning districts (of which Vilas County is no different) permit uses within a particular zone that may not fit the characteristic of the existing land use within the zoning district. The Year 2020 Preferred Land Use Map must not only react to existing development patterns and associated conflicts, but it must also evaluate the need to accommodate future development patterns. The plan must find a way to encapsulate what is existing with what is desired in terms of preferred use.

The preferred land use classifications generalize the land use into categories. Each land use class "title" identifies what the town feels is the desired future condition of lands defined within the class boundary. The preferred land use classifications are not zoning districts and do not have the authority of zoning. Although the map and preferred land use classifications are advisory, they are intended to be used by town officials as a guide when reviewing lot splits, rezoning requests, and for direction in revising the town zoning map.

When building the Year 2020 Preferred Land Use Map, preferred land uses were discussed based on the type of uses the town felt were of consistent character, use, and location relative to the existing development pattern and uses that occupy land. Each preferred land use class has a distinct purpose and area designation on the preferred land use plan map (see Map 12-1). The preferred land use plan has 12 classes of land use. Each preferred land use class has suggested permitted and conditional uses, specific to the town of St. Germain. The preferred land use classifications are discussed as follows.

TOWN OF PLUM LAKE, VILAS COUNTY
T 41 N, R 7 E

TOWN OF PLUM LAKE, VILAS COUNTY
T 41 N, R 8 E

MAP 12-1 YEAR 2020 PREFERRED LAND USE

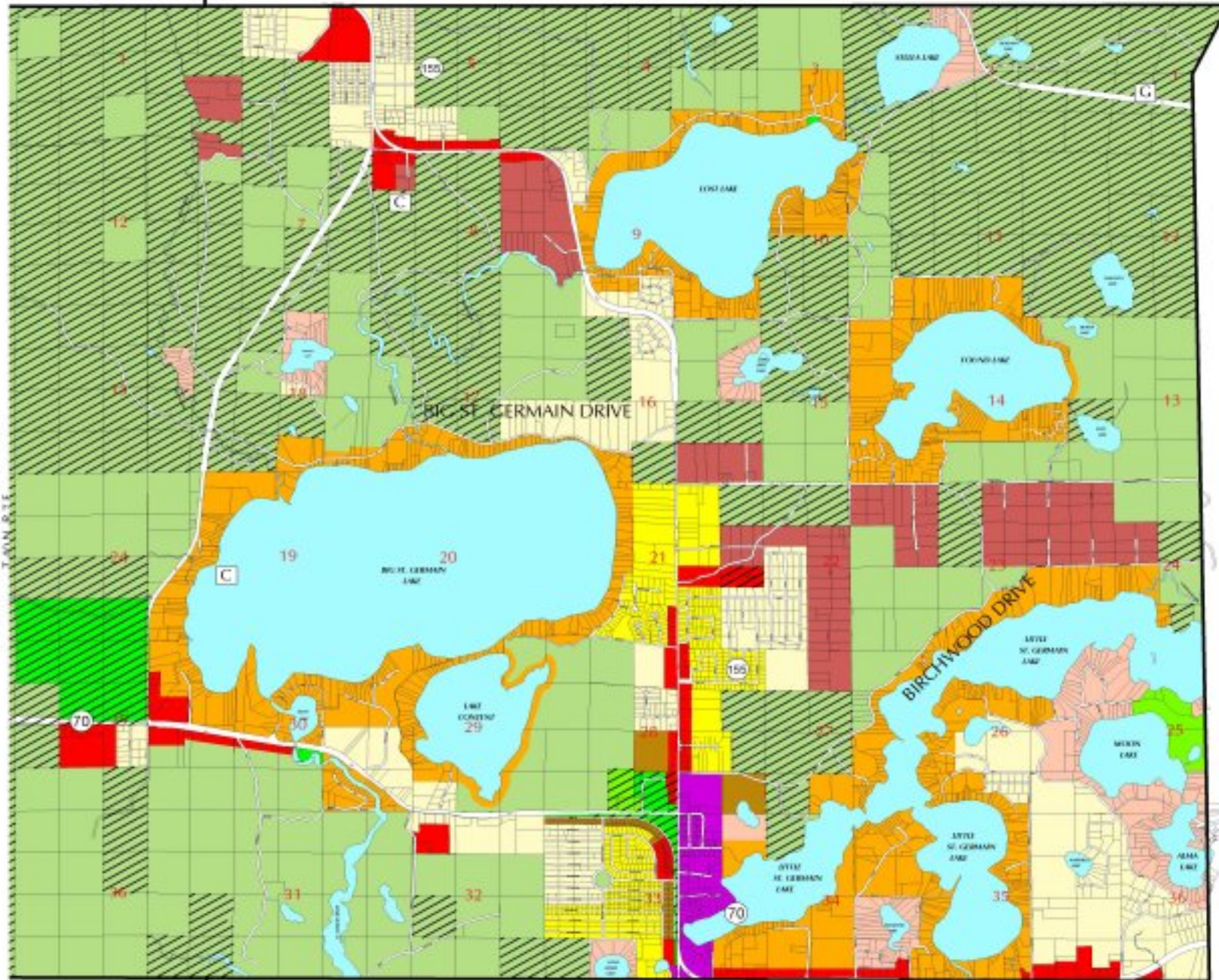
Town of St. Germain Vilas County, Wisconsin



State of Wisconsin

TOWN OF ARBOR VITAE, VILAS COUNTY
T 40 N, R 7 E

TOWN OF CLOVERLAND, VILAS COUNTY
T 40 N, R 8 E



TOWN OF WOODRUFF, ONEIDA COUNTY
T 40 N, R 7 E

TOWN OF NEWBOLD, ONEIDA COUNTY
T 40 N, R 8 E

- Residential - Low Density
- Residential - Medium Density
- Multi-Family Residential
- Lakeshore Residential
- Lakeshore Resort / Residential
- Rural Residential
- Forestry
- Forestry & Recreation (Public Lands Only)
- Community & Highway Business
- Downtown Business District
- Education & Recreation
- Parks & Recreation
- Public Lands (Including State, County, Town and School District Owned)
- Surface Water
- Town Border
- Parcel Lines
- Roads
- County Roads
- State Roads
- Section Numbers

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Vilas County, 1997

0 2000 4000 6000 8000 Feet



10/17/2020 4:49:09pm, 5:49:10pm October 21, 2020 4/20/21

Residential (Low Density)

The objective of this classification is to maintain high quality single family residences in areas existing with and targeted for single family residential. Densities will be established at a minimum of 2.5 acres per lot and shall stay in character with existing developments within the classification. Density should be managed to allow adequate space for the replacement of private on-site sewage treatment systems while minimizing aesthetic and water quality impacts.

Residential (Medium Density)

This land use class is intended for existing and targeted residential areas. Continued in-fill of vacant lands within this classification would be encouraged and managed at densities (1 acre per lot is recommended) which would not preclude the feasibility of public water or sewer infrastructure systems in the future. Clustered residential would also be encouraged. Multi-family and elderly housing developments would be entertained but subject to specific site design, architectural, size and density standards.

Multi-Family Residential

This land use class would allow development of duplexes, apartment building and condominiums up to a maximum number of units per acre. Multi-family residences should be developed in such a way as to maximize vegetation screening of these developments from county and state roads to maintain overall aesthetics. Planned Residential Unit Development (PUD) clustering would be encouraged through development density bonuses. In turn, common green space/park areas would be protected in perpetuity. One-half acre lot per unit is recommended.

Lakeshore Residential

This land use class was created to maintain the lake shoreline areas with high quality single family residences. Densities would be regulated within the Vilas County Lakes Classification System and would be subject to county shoreland zoning restrictions. Backlot properties within the classification should have minimum 1.5 acre lot sizes. These properties should be developed and improved to minimize their impacts on the natural shoreline aesthetics, water quality, fish and wildlife habitat and other public natural resource values of the lakes. Property owners should be encouraged to go "beyond" the minimum restrictions by increasing the setback distance of new structures, minimizing the amount of impermeable surfaces (roof, pavement) to limit runoff, and minimizing shoreland vegetation clearing. Other uses of these properties should be limited as protection for the high property values of these lake residences.

Lakeshore Resort/Residential

These lakeshore areas have existing resort development interspersed with lake residential properties. Densities would be regulated within the Vilas County Lakes Classification System and would be subject to county shoreland zoning restrictions. Backlot properties within the classification should have minimum 1.5

acre lot sizes. The segments of lake shoreline properties identified for this land use would allow residential uses including multi-family and commercial resorts as regulated by the Vilas County Lakes Classification System. Some conversion of existing resort properties to multi-family, single family or condominium units would be expected. Proposed multi-family development within this classification would need review and approval from a town conditional use process. The resorts would continue to be intermixed with lake seasonal and permanent residences. New resort developments and improvements should be developed in such a way as to minimize their aesthetic and other impacts on both the adjacent properties and the lake itself. Such developments would help to minimize erosion, sedimentation and other water quality impacts, preserve natural shoreline aesthetics, and prevent impairment of fish and wildlife habitat. Other commercial development in this land use should be limited to such lake-oriented businesses as marinas, and eating and drinking establishments.

Rural Residential

The rural residential classification is designed to provide for low density single family residences located in natural forest or open, rural settings. Individual off-water parcels should remain five acres or larger in size. Lakefront properties would be allowed to develop residentially at a higher density but would be specifically regulated by the waterways ability to accommodate the development dictated through the Vilas County Lakes Classification System.

Forestry

The primary intent of the classification is to encourage the continuation of large tracts of forested areas which are managed to produce forest products and/or maintained in wooded use, in concert with maintaining a diversity of vegetative and biological communities. Low density single family seasonal or permanent housing is preferred. Density of lots would maintain a 10 acre minimum lot size. Densities for shorelands within this classification will be regulated by the Vilas County Lakes Classification System via the Vilas County Shoreland Zoning Ordinance.

Community and Highway Business

Located along STH 70 and STH 155, this classification would allow for the in-fill of existing vacant commercial properties. Commercial uses would be mixed between highway (tourist dependent) and community service. Commercial development would promote a northwoods character theme, and would be regulated by design review standards to regulate building size and appearance. Conversion of residential properties to business type uses would be expected. Densities should consider the possibility of future public sewer and water infrastructure systems through the community of St. Germain. Development along the STH 70-East corridor located along the town of Newbold, Oneida County, should be coordinated and consistent with Newbold development standards.

Downtown Business District

This classification would allow for commercial, single and multi-family housing. Commercial uses would be mixed between highway (tourist dependent) and community service. Commercial uses are preferred. Development would promote a northwoods character theme. Densities should consider the possibilities for public sewer and water infrastructure systems. New commercial developments and major modifications to existing development in this area shall be required to adhere to design review standards which will regulate building size and appearance, landscaping and parking, and should be tailored to pedestrian friendly, attractive businesses that enhance the community identity and northwoods character.

Parks and Recreation

This classification is designed to allow for the continuation of recreational activities and businesses in the town. The businesses shall be orientated and "in-character" with the intent of St. Germain northwoods design. Business development which is aesthetically pleasing from both the lakes and roads are preferred. New development and major modifications shall be required to adhere to design review standards which will regulate building size and appearance.

Education and Recreation

This classification is designed to accommodate an existing youth/adult education camp which owns significant land holdings in the town. The classification acknowledges year round passive recreational activities which are often associated with the intent of the camp such as horseback riding, skiing, camping, hunting, archery shooting, canoeing, and swimming. Building and infrastructure support facilities such as staff housing, administration and maintenance buildings, group meeting quarters, animal barns, parking, and wastewater systems would be permitted but subject to design review standards.

12.2 Year 2020 Preferred Land Use Map

The Year 2020 Preferred Land Use Map represents and addresses issues approximately 20 years into the future, while at the same time addressing critical land use issues that exist today. The preferred development pattern was built with the land use classifications discussed in Section 12.1. The Year 2020 Preferred Land Use Map as displayed on Map 12-1 do not specifically designate individual areas within the classification for development, rather it designates the *entire area* for that use to occur. The plan does, through the preferred land use classifications, identify the *type and density* of land use that is to occur within the classification.

By no means does the designation of use indicated by the land use classification mean the entire area be developed with the identified use, only that the use allowed be consistent in type, location, and density of development in the event of a land conversion.

The development plan consists of recommendations regarding the various land uses in the town including residential, commercial, light industrial, and parks which promote a sound, orderly and attractive community. The recommendations are tied specifically to the map in terms of the preferred type and location of use. A discussion of the general areas of preferred development are discussed below.

Residential Development

Residential development, in varying degrees of density, is planned for a majority of the available land in the town of St. Germain, as a majority of the preferred land use classifications allow for some form of residential use. The density, or lot size associated with the development, will be the determining factor of how the area is perceived. A majority of the town is planned for residential use with either a one, two and one-half acre (2.5 acre), five acre, and 10 acre minimum lot size, depending on the classification.

It is anticipated the lakeshore areas will continue to be a focal area for single-family and resort-type development. The privately-held lakeshore areas have been designated as either lakeshore residential or lakeshore resort/residential as the preferred use, which is consistent with the existing development pattern. The availability, or lack thereof, of developable lands along lakeshore areas will be the determining factor in the number of new housing units.

The more densely developed off water residential areas in the downtown district and along STH 155 have been targeted as single family development areas, but at higher densities. The higher densities have been planned to in-fill the existing development and maintain lot sizes at manageable acreages to facilitate the future potential conversion of on-site wastewater disposal systems to a public sewer and water system that may one day service "developed" area of the town.

As indicated by the Downtown Concept Plans (Map 13-1), multi-family development has been targeted adjacent to the Holiday residential area near the commercial core of the St. Germain. Additional seasonal multi-family development is anticipated to help meet seasonal housing demands and support expansion of the St. Germain's commercial base. Multi-family would also be allowed in other land use classes, but will be subject to town conditional use procedures. The current availability of suitable on-site soils will be the determining factor relative to the proposed number of units proposed in a new multi-unit development and the ability of the town (and county) to permit the use.

Commercial/Business Development

A more detailed description of planned commercial activity is described in Section 13, Downtown Development and Design. The planned commercial areas are strongly associated with the St. Germain Downtown Business District and the St. Germain Boulevard Commercial Area (Map 13-2), and the general downtown area, including STH 70 east along the town of Newbold border in the southern portion of the town. Generally, the downtown business district can be described as the area along the east side of STH 70, bound by Birchwood Drive on the north and Jackson Lane on the south. A large majority of town

business and commercial use is located in this area. In-fill of vacant parcels and modification of existing businesses to a northwoods theme is planned to occur in the short term.

The long term plans for expanded commercial development coincide with the St. Germain Boulevard Commercial Area as discussed in Section 13 (Map 13-2). The three phase approach is intended to expand the business location and opportunity in the town as well as increase pedestrian accessibility to the area. The St. Germain Boulevard Commercial Area is bound on the east by Nakomis Boulevard, the south by Sun-set Boulevard, the north by Birchwood Drive, and the west by STH 70. Map 13-2 expands the graphic detail as to the potential building location and site design. The development that would occur in this area would be sensitive to site design and aesthetics and incorporate pedestrian access and trail development. It is anticipated the development of this area would occur in phases (starting with phase 1, following subsequent) after vacant properties in the downtown have been occupied and the market demand warrants expansion.

St. Germain has also dedicated acreage for community and highway business development along the STH 70 corridor in the south side of town, as well as STH 155 directly north of the downtown and in sections five and eight in the northern portion of the town. This area has been planned for development of commercial-type uses that may not fit well into the theme and design concepts of the downtown, but yet are commercial orientated. The community and highway business corridor(s) is planned to be one lot deep, with access frontage directly onto STH 70 or STH 155.

Industrial Development

The Year 2020 Preferred Land Use Map does not identify an area specific to industrial use. The town does recognize the primary "industry" will continue to be recreation, tourism, and the planned expansion of the town's commercial sector as discussed previous. However, if a situation arose to accommodate light industry, potential site locations have been identified through allowing environmentally-friendly light industrial to occur in the community and highway business classification as a conditional use, subject to permit conditions regulated through the town of St. Germain.

The location along STH 155 was favorable to the condition of light industrial use due to the existing uses within the classification, the preferred future location outside of the planned downtown area, as well as highway access. Development typical of light industrial also have power needs and waste disposal issues that would need to be examined on a case by case basis.

It is recommended that the town of St. Germain further study the capability and accommodation of light industry in the town. Services and infrastructure are necessary features of an area that is to accommodate development of that nature. Town control of lands for siting control, technical or financial incentives, or marketing the town for future business development will necessitate additional study.

Forestry

The town of St. Germain has classified 51.0% of lands in the town as forestry (private ownership) or forestry and recreation (public ownership) type uses. Forestry lands occur throughout the town and entail a minimum lot size of 10 acres per lot, as the intent of the classification is to maintain larger tracts of land in forest or wooded use and to allow for low density, rural lot development. A trend in northern Wisconsin will continue to be larger tract development off-water for single-family uses and/or the use of larger tracts for recreational purposes such as hunting snowmobiling, etc. The forestry class will allow for a combination of uses, whether they be residential or recreational.

There are nearly 8,000 acres of public land classified as forestry and recreation, with a predominant amount of the acreage located in the northern half of the town. All public lands classified as forestry and recreation carry the same intent, if ownership is transferred, as the forestry lands held in private ownership. The opportunity for land swaps and transactions of property between public entities and private landowners occur frequently enough to warrant the forestry classification regardless of ownership. The intent of the land use plan is to coordinate the uses of property to develop consistent development patterns, now and into the future.

12.3 Growth Accommodations

Table 12-1 displays the relationship between town of St. Germain preferred land use classifications as they pertain to the Year 2020 Preferred Land Use Map acreage. Each preferred land use classification area was calculated in terms of the gross acreage area designated for its particular use. Existing developed lands, and lands that cannot be developed due to physical characteristics such as wetlands and surface water, were then deducted from the gross acreage of the preferred class to arrive at the "available" land calculation (lands that could be developed). The established minimum lot sizes identified in the preferred land use classification were then applied to the "available" land category to arrive at the number of potential housing units that could be constructed within the classification.

In terms of determining the relative "restrictiveness" of the preferred land use plan, comparisons had to be made to the town of St. Germain growth forecasts discussed in Section 10. Adjusted housing unit projections formulated from town of St. Germain permit data and from the Wisconsin Department of Administration were compared to the available housing unit calculation. Based on the WDOA calculation for projected housing units, the data suggests ample available acreage exists in all residential classifications to accommodate even the most aggressive growth scenarios. The Year 2020 Preferred Land Use Map has not restricted the town's ability to grow in specific areas or locations. The preferred land use classifications are designed to assure existing and future landowners or town residents that future land uses shall be in conformance with the character and intent of the preferred land use classifications.

Table 12-1
Town of St. Germain Year 2020 Preferred Land Use Map Classification Acreages
(Based on Map 12-1)

Land Use Plan Classifications	Total Acres	Wetlands/Water/ Developed Land	Available Land	Available Land Minus 20% Flexibility Factor	Preferred Minimum Lot Size (acres/unit)	Potential Dwelling Units
Forestry and Recreation	5,017.2	1,661.2	3,356.0	2,684.8	10.0	268
Forestry and Recreation (Public)	7,985.6	7,985.6	0.0	0.0	---	---
Rural Residential	881.5	135.5	746.0	596.8	5.0	119
Single Family Residential (Low Density)	1,686.7	519.2	1,167.5	934.0	2.5	374
Residential (Medium Density)	551.0	148.4	402.6	322.1	1.0	322
Multi-Family	94.5	20.6	73.9	59.1	.50	118
Lakeshore Residential	555.3	249.2	306.1	244.9	*1.5	163
Lakeshore Resort/Residential	2,475.4	1,377.0	1,098.4	878.7	*1.5	586
Community & Highway Business	434.5	173.0	261.5	209.2	N/A	
Downtown Business District	155.9	80.5	75.4	60.3	N/A	
Parks and Recreation	360.1	315.2	70.4	56.3	N/A	
Education and Recreation	89.5	14.2	49.8	39.8	N/A	
Roads	971.1	971.1	---	---	---	
Water	4,475.5	4,475.5	0.0	0.0	N/A	
Total	25,733.8	18,126.2	7,607.6	6,086.3	---	1,951

*Acreage calculated for backlots (off water). Densities for on water lots will be of higher density as regulated by Vilas County, therefore will allow more housing units in this category.

Projections 1990-2015

- ◆ Housing Unit Projections based on WDOA and 1990 Census Data (1990-2015) = 728 Units
 Approximately 421 Units were added from 1991 through the 2nd quarter of 1999
-421
307 Units

- ◆ Foth & Van Dyke 1990-2015 Housing Unit Projections = 1175 Units