

2025 Vision and Comprehensive Plan

TOWN OF GULL LAKE 2025 VISION AND COMPREHENSIVE PLAN

JUNE 2004

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TOWN OF GULL LAKE COMPREHENSIVE PLAN

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Element 1

ISSUES & OPPORTUNITIES

1.1 INTRODUCTION

Population is an important contributing factor to the pattern of settlement and development of a municipal unit. Significant increases or decreases in the number of inhabitants along with the characteristics of income, education, and age impact economic development, land use, transportation, and the use of public and private services. Examining past changes and the present conditions of population enhances the ability to prepare for the future needs of a community.

1.2 POPULATION

Historical Population

Since 1950, the Town of Gull Lake has had a variable population. Table 1.1 reveals the town sustained a substantial decline from 1950 to 1960, losing 41 residents. Since 1960, the town's population has been continually on the rise, with the greatest increase in the period from 1970 to 1980, when the town increased by 30 inhabitants. The 2000 U.S. Census reports 158 people in the Town of Gull Lake.

Table 1.1: Historical Population 1950-2000					
1950	1960	1970	1980	1990	2000
133	92	111	141	152	158

U.S. Census Bureau

Population Projections

In Table 1.2, population projections through 2025 for the Town of Gull Lake are displayed using three different projection methods. All three methods used to project Gull Lake's population over the planning period show an increasing population. While differing in absolute numbers, the projections reveal a similar pattern: a modest, continued growth through the year 2025. For clarification on how these projections were generated see footnote.¹ Figure 1.1 charts both the historical population as well as the projected population change through 2025.

¹

Historical Average:

Model based on the historical average 10-year growth rate for the period 1950-2000. Derived historical growth rate (x) is applied to year 2000 population in order to generate 2010 figure.

Linear Regression Model:

Prediction of future population based on historic values. Regression fits a line through a set of observations using the "least squares" method.

20-Year Historical Average:

Population model which uses the historical average for the period 1980-2000.

Table 1.2: Population Projections, 2005-2025

	2005	2010	2015	2020	2025
Historical Average	163	167	172	177	182
Forecast (Linear Regression)	160	165	169	174	183
20 Year Average	163	167	172	177	182

Source: NWRPC

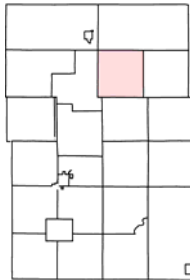
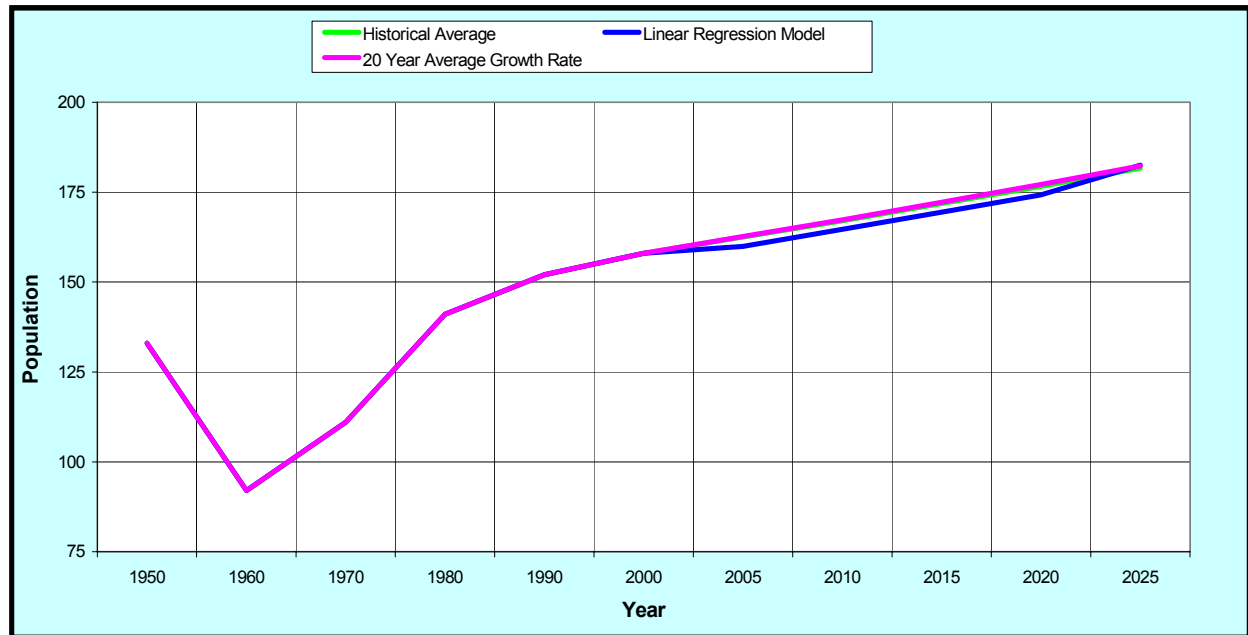


Figure 1.1

TOWN OF GULL LAKE
Historic Population: 1950-2000
Population Projection: 2005-2025



Source: US Census Bureau 1950-2000, NWRPC 2005-2025

Population projections represent estimates of future population change based on historical information. Actual future population growth will be based on many social and economic factors. Unforeseen events or changes in social or economic conditions may cause dramatic deviations from the projected future values. Three methods are used to depict different mathematical models and are represented in Figure 1.1. The methods used are:

- ✓ Historical population growth rate
- ✓ Linear regression
- ✓ 20-year growth rate

Regression projections tend to be the most conservative estimates due to the negative population spike occurring between 1950 and 1960. The historical growth rate is typically a mid-range estimate based on the average growth rate from 1950 through 2000. Barring unforeseen changes, population growth in Gull Lake will occur and likely at a rate at least equivalent to or exceeding the 20-year growth rate. It is expected that net in-migration will continue to drive population growth as more retirees relocate to places within the county, especially the lake areas. Town of Gull Lake housing projections in the Housing Element are based on the 20-year growth rate.

Factors Affecting Population Change

Population change factors in Town of Gull Lake include:

- ★ The relatively new phenomena of home-based electronic businesses
- ★ The conversion of seasonal residences into permanent residences
- ★ Continued lakeshore development
- ★ Attractiveness of the areas natural resources
- ★ Affluent people choosing to buy homes and retire in the area
- ★ The overall ability of the region to provide a quality of life that's comfortable with access to goods, services, and economic activities to satisfy the town's current population and attract new people.

1.3 AGE DISTRIBUTION AND DEMOGRAPHIC TRENDS

In the years between 1990 and 2000, the Town of Gull Lake saw a decrease in children under 5 years old, persons age 15 to 24, 25 to 34, and persons age 65 to 74. Conversely, the town saw an increase of persons in all other age groups, the largest increase occurred in the 55 to 64 age class, which increased by 18 people. This change represents a 138.5 percent increase from 1990. Table 1.3 illustrates the net gain/loss and percent change for each age group, while the population pyramids in Figure 1.2 represent a visual depiction of the age categories for 2000 in the Town of Gull Lake.

Table 1.3: Demographic Change: 1990-2000

Age category	Change in Absolute Numbers: 1990-2000	Percent Change: 1990-2000
Under 5	-2	-22.2%
5 to 14	0	0.0%
15 to 24	-11	-42.3%
25 to 34	-11	-52.4%
35 to 44	2	7.4%
45 to 54	6	35.3%
55 to 64	18	138.5%
65 to 74	-3	-16.7%
75 to 84	7	350.0%
85 and over	0	0.0%
Selected age categories		
All inhabitants under 14	-2	-7.1%
All inhabitants under 24	-13	-24.1%
All inhabitants over 65	4	20.0%
All inhabitants over 75	7	350.0%

Source U.S. Census Bureau data, 1990 & 2000

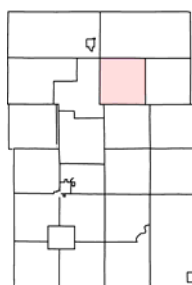
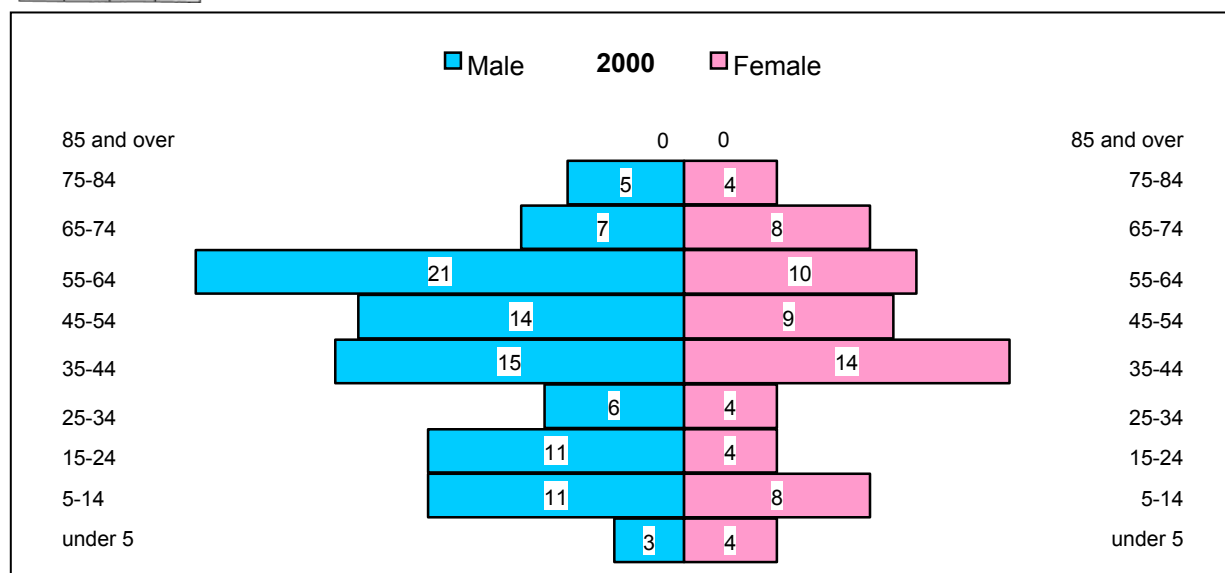


Figure 1.2

**TOWN OF GULL LAKE
2000 Age Distribution**

Source U.S. Census Bureau



1.4 HOUSEHOLD CHARACTERISTICS

Households

The 2000 U.S. Census identifies 65 households in the Town of Gull Lake. Of these, 47 (72.3%) are family households and 18 (27.7%) are non-family households. The average size of Gull Lake households is 2.43 persons, which is slightly greater than the countywide average of 2.39 persons.

Household Characteristics

Table 1.4 reveals the composition and characteristics of households in the Town of Gull Lake. Definitions for US Census terminology are presented on the following page.

Table 1.4: Household Characteristics		
	Total	Percent of all households
TOTAL HOUSEHOLDS	65	100.0%
Family Households (families)	47	72.3%
Male Householder	42	64.6%
Female Householder	5	7.7%
Married couple-family with children	11	16.9%
Other family	8	12.3%
Non-family Households	18	27.7%
Male householder	15	23.1%
Female householder	3	4.6%
Householder age 55 or older	35	53.8%
1 persons in household	14	21.5%
2 persons in household	29	44.6%
3 persons in household	11	16.9%
4 persons in household	7	10.8%
5 persons in household	2	3.1%
6 persons in household	0	0.0%
7 or more persons in household	2	3.1%
Average household size	2.43	(x)
Average family size	2.72	(x)

Source: U.S. Census Bureau

(X) Not applicable.

Definitions

Households- A person or group of persons who live in a housing unit. These equal the count of occupied housing units in a traditional U.S. Census.

Householder- This is the person or one of the people in whose name the house is owned, being bought or rented.

Family Households (families)- Includes a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption.

Married-couple family- A family in which the householder and his or her spouse are enumerated as members of the same household.

Other family- A male or female householder with no husband or wife present.

Non-family Household- A householder living alone or with non-relatives only.

Average Household Size- A measure obtained by dividing the number of people in households by the total number of households.

Average Family Size- A measure obtained by dividing the number of people in families by the total number of families.

Per-Capita Income- Calculated as the personal income of the residents of an area divided by the population of that area.

Median Household Income- The average income received in the previous calendar year by all household members 15 years old and over, including household members not related to the householder, people living alone, and others in non-family households.

Household Projections

In Table 1.5, household projections for the Town of Gull Lake are displayed through the year 2025. Over the planning period, the town is projected to gain 21 households (approximately 1 per year), an increase of 32.3 percent.

Table 1.5: Households 1980-2000, Projected Households 2005-2025

	1980	1990	2000	2005	2010	2015	2020	2025
U.S. Census ¹	49	63	65	--	--	--	--	--
NWRPC ²	--	--	--	71	75	79	83	86

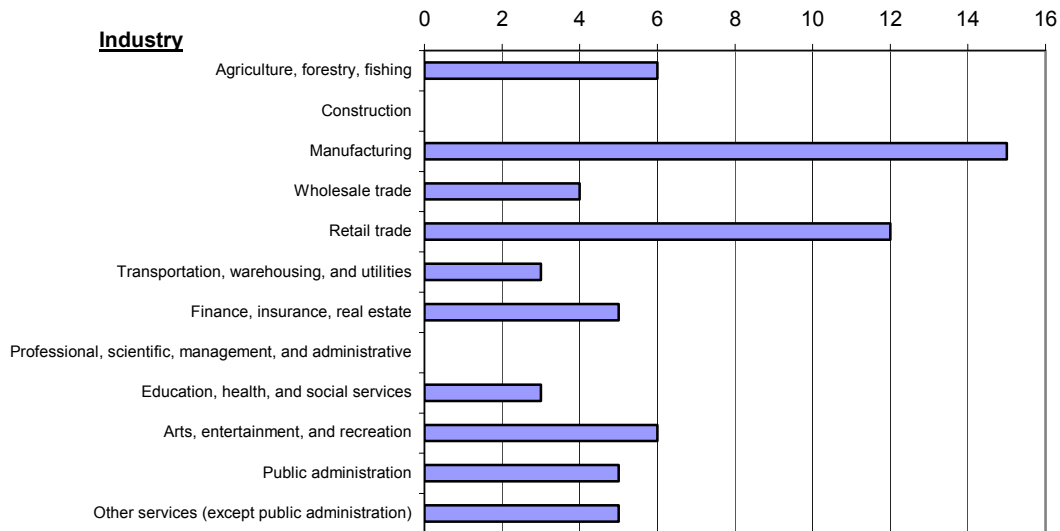
Source: ¹U.S. Census Bureau, NWRPC

1.5 EMPLOYMENT, INCOME, AND POVERTY STATISTICS

Employment Characteristics

The 2000 Census reports the Town of Gull Lake's employed civilian labor force is 64 persons. These individuals are employed civilians (not members of the armed services) who are age 16 years and older, and not in institutions such as prisons, al hospitals, or nursing homes. As indicated by Figure 1.3, most of the town's employed civilian labor force works in the manufacturing and retail trade industries.

Figure 1.3: Employment by Industry 2000

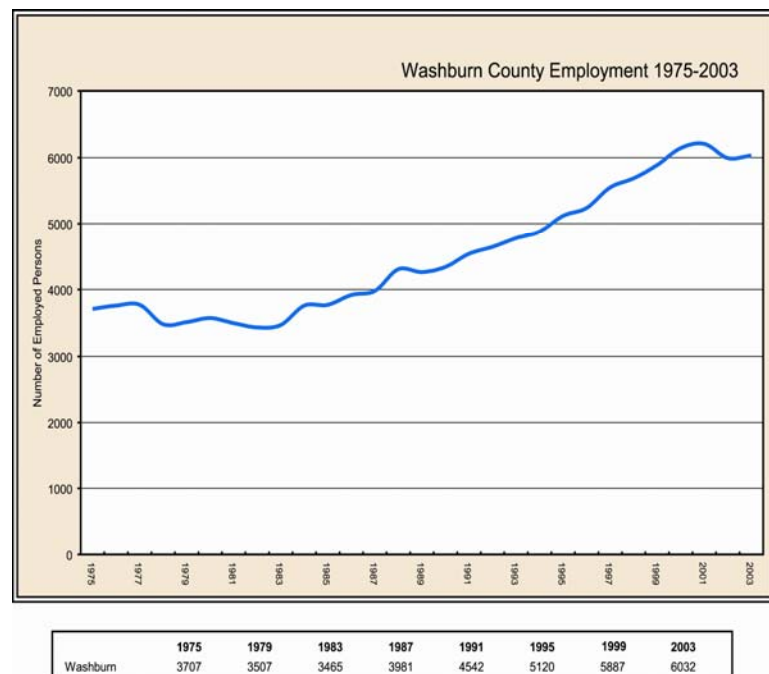


Source: U.S. Census Bureau

Employment Forecasts

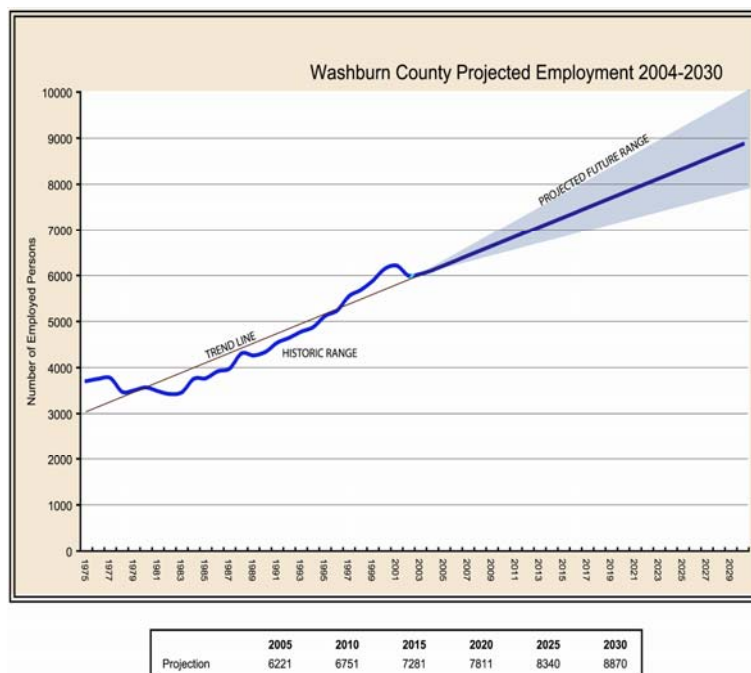
Based on data from the Wisconsin Department of Workforce Development (DWD) highlighting the number of jobs with employers located in Washburn County from 1975 to 2003, employment projections were developed to 2030. Figure 1.4 shows the employed persons for 1975 to 2003 and Figure 1.5 shows not only the past employment data but also the employment projections for future years to 2030.

Figure 1.4: Washburn County Employment, 1975-2003



Analyzing the local employment data from 1975-2003 derived employment projections for Washburn County. The “trend line” in Figure 1.5 depicts a “best fit” of the known data values and a projection of the future data values. The shaded area in Figure 1.5 represents a range of probability, meaning that it is more likely that the future value will fall somewhere within this range rather than directly along the trend line. This is a very simplistic model to be used for general planning purposes.

Figure 1.5: Washburn County Projected Employment 2004-2030



Occupational Categories

The 2000 U.S. Census identifies most employed Town of Gull Lake residents work in management and professional occupations. Table 1.6 illustrates the occupational status of Town of Gull Lake residents.

Table 1.6: Occupations 2000 (Employed civilian population 16 years and over)

Occupation	Number
Management, professional, and related occupations	16
Service occupations	10
Sales and office occupations	11
Farming, fishing, and forestry occupations	4
Construction, extraction, and maintenance occupations	13
Production, transportation, and material moving occupations	10
Total	64

Source: U.S. Census 2000

Household Income in 1999

In the 2000 census, the Town of Gull Lake reported the third highest median household income of all municipalities in Washburn County. About 67 percent of town households reported incomes exceeding \$25,000 per year, with nearly 20 percent earning \$50,000 per year or more. Approximately 9 percent of town households earn \$15,000 per year or less, the lowest percentage in this category of any Washburn County town.

Table 1.7: Household Income

Annual Income	Number of Households	Percent of Households
Less than \$10,000	2	3.1%
\$10,000 - \$14,999	4	6.3%
\$15,000 - \$24,999	15	23.4%
\$25,000 - \$49,999	17	26.5%
\$50,000 - \$99,999	23	35.9%
\$100,000 and over	3	4.7%

Source: U.S. Census Bureau

Median Income, Per Capita, and Poverty Level

The 2000 U.S. Census reports a median household income of \$42,500 for Gull Lake. This figure is higher than the median level for Washburn County but lower than the state figure as indicated in Table 1.8. Per capita income for Gull Lake is higher than both the county and state average, while the percent of inhabitants below the poverty level is identified as being substantially lower than both the county and the state.

**Table 1.8: Town of Gull Lake, Washburn County, and the State of Wisconsin:
Median Household Income, Per Capita Income and Poverty Levels**

	Town of Gull Lake	Washburn County	State of Wisconsin
Median Household Income	\$42,500	\$33,716	\$43,791
Per Capita Income	\$21,527	\$17,341	\$21,271
Percent of inhabitants below poverty level	1.5%	9.9%	8.7%

Source: U.S. Census Bureau

Washburn County Labor Force

A community's labor force is that portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to Wisconsin Department of Workforce Development (WDWD) data, 7,469 county residents were employed in 2002. The lowest unemployment rate attained in the past ten years was 5.7 percent (1999 and 2000 since that time the unemployment rate has increased to 7.1 percent. Table 1.9 depicts Washburn County Labor Force statistics in more detail.

Table 1.9: Washburn County Labor Force Data

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Labor Force	6,976	7,081	7,265	7,575	7,835	7,820	7,680	8,061	8,306	8,044
Employed	6,444	6,543	6,781	7,127	7,329	7,355	7,246	7,599	7,785	7,469
Unemployed	532	538	484	448	506	465	434	462	521	575
Unemp. Rate	7.6	7.6	6.7	5.9	6.4	5.9	5.7	5.7	6.3	7.1

Source: Wisconsin Department of Workforce Development

1.6 EDUCATIONAL ATTAINMENT

Table 1.10: Educational Attainment

Highest level of education attained	Number of Residents Aged 25 and Older	Percent of all Town of Gull Lake Residents
Less than 9 th Grade education	7	6.7%
9 th to 12 th education, no diploma	16	15.2%
High School Diploma	31	29.5%
Some College, No Degree	32	32%
Associate Degree	5	4.8%
Bachelor's Degree	11	10.5%
Master's Degree or Professional Degree	3	2.9%

Source: 2000 Decennial U.S. Census

1.7 KEY PLANNING ISSUES AND OPPORTUNITIES

To guide the planning process, the town's comprehensive planning committee directed a number of efforts to ensure that this comprehensive plan is based on a vision shared by Gull Lake residents. The results are summarized below.

Town of Gull Lake Comprehensive Plan "Public Participation Plan"

Wisconsin's new "Smart Growth" law requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal of this plan is to make all citizens of Gull Lake aware of the progress of the comprehensive planning process occurring in the town and to offer the public opportunities to make suggestions or comments during the process. See Appendix A for a copy of the Public Participation Plan.

In adhering to the requirement of developing and adopting a public participation plan, the Town of Gull Lake adopted the following for use in the overall development of the Gull Lake Comprehensive Plan.

Community Survey

The town mailed a survey to all landowners in January 2002. Out of 237 surveys that were sent, 101 completed surveys were returned for a response rate of 42.6 percent, excellent for a written survey of six pages. The survey included questions to gather basic demographic data, ascertain resident's assessment of the current situation in the town, and to obtain opinions regarding the town's future. See Appendix B for a copy of the survey results.

Issues Identification and S.W.O.T. Analysis Workshops

The town held its issues identification meeting in January 2002 and a S.W.O.T. (strengths, weaknesses, opportunities, and threats) meeting in February 2002. The purpose of the Issues meeting was to identify issues the town faces relative to seven of the nine Comprehensive Planning elements, while the SWOT workshop sought public opinions about the town's

strengths, weaknesses, opportunities, and threats. Results of both the issues and S.W.O.T. meeting are available at the end of this element.

Town of Gull Lake Open House

On June 18, 2002, from 7-9 p.m., the Town of Gull Lake held an open house/public input session at the town hall. The town also held a public open house on August 21st, 2003. The purpose of the open house was to discuss the results of the survey and to gather comments from the public on the planning process

Draft Plan Public Meeting

A public meeting was held on *Month/Day/Year* to present the draft version of the comprehensive plan and to obtain community input.

Public Hearing

A formal public hearing on the comprehensive plan and adopting ordinance was held on *Month/Day/Year*. In advance of that hearing, the town provided copies of the plan to surrounding governments and other parties under the requirements of the ‘Smart Growth’ legislation.

1.8 OVERALL GOAL STATEMENT

The Town of Gull Lake has prepared a number of goals and objectives that include actions and policies in addressing land use activities of the town. For purposes of this planning process, actions identified through the plan are also defined as policies. The goals and objectives are intended to assist the town board and local property owners in implementing actions deemed important and in the interest of the community. It is imperative the set of goals, objectives, actions, and policies described in this plan are implemented to fully achieve the desired outcome. A full set of the goals, objectives, and activities are included in the implementation element of this plan.

The overall goal is to maintain the quality of life in the Town of Gull Lake. To do this, the overall objective of the Town of Gull Lake is to guide future development and redevelopment of the community in a manner consistent with the element goals, objectives, actions, and identified programs contained in this document. The overall policy is to adopt and implement the comprehensive plan and continue to work with the county and adjacent and overlapping jurisdictions. The overall programs outlined throughout the recommendations and action plan represent the methods to achieve the overall plan goal.

1.9 RESULTS OF ISSUES IDENTIFICATION PROCESS

Town of Gull Lake Issues Identification

January 24, 2002

Housing Element

- Minimum lot size
- Substandard housing
- Affordable homes
- Affordable rentals

Agricultural, Cultural, and Natural Resources

- Access to resources
- Maintain water quality in lakes
- Maintain groundwater quality
- Pollution
- Weed control
- Overuse of agricultural lands – too many animals on land
- Use of pesticides and synthetic fertilizers
- Identify and recognize historic resources

Transportation

- Continue to maintain roadways
- Funding for road improvement
- Transportation resources for elderly/special needs
- Safety issues
- ATV's and snowmobiles in right-of-way
- Enforcement of traffic laws
- Investigate "rustic road" potential in the town

Utilities and Community Facilities

- Maintenance of existing utilities
- Do not want power lines in the town
- Lack of natural gas access
- Do not want cellular communications towers in the town

Land Use

- Appropriate location and use of gravel pits
- Follow existing rules and regulations
- Minimum lot sizes
- Over-development
- Incompatibility of land uses
- Wildlife control (damage)
- Maintain rural character
- Conditional use permits
- Use of personal watercraft
- Strictly enforced guidelines for industry

Intergovernmental Cooperation

- Explore or formalize relationships with adjacent towns for highway maintenance
- Improve enforcement of regulation from county

Economic Development

- Keep industry in industrial park
- Future development in places with existing infrastructure
- Non-metallic mining operations – keep options open

1.10 S.W.O.T. (STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS) ANALYSIS

Town of Gull Lake
March 7, 2002

Strengths

- Rural character
- Natural resources
- Public land
- Good roads (quality)
- Well located roads
- Community leadership
- Boat landings – lake access
- Handicapped accessible hunting area
- Hunting and fishing opportunities
- Uniqueness of the area
- Lack of light pollution
- Abundance and good variety of wildlife
- Sense of community
- Good stewardship of the land

Weaknesses

- Low wages
- Distance from services
- Escalating land prices and taxes
- Over-fishing
- Protective services
- Inability to enforce traffic laws, community ordinances, environmental laws
- Size of town equipment matching needs
- Inability to obtain services
- Education is not valued highly
- Ability to retain land ownership as property taxes increase

Opportunities

- Preserve and maintain rural character
- To develop a closer knit community
- Opportunity for those who wish to start businesses
- Opportunity to develop “sense of direction” through the planning process
- Intergovernmental cooperation
- Opportunity to develop sense of pride in community
- Planning for multiple use of county land

Threats

- Lack of money to run town
- Diverse interests competing for the same resources
- Overpopulation
- Lack of enforcement of laws
- No longer able to attract people with unique skills
- Undesirable land uses
- Threat of power override
- Degradation of natural resources

Element 2

HOUSING

2.1 INTRODUCTION

Usually, most rural towns contain a high percentage of single-family homes, often with few other housing types available. As new people move in and the population ages, other forms of housing should be considered in order to provide the variety needed to meet the needs of the community. In developing a 20-year comprehensive plan for the Town of Gull Lake, the existing housing stock has been reviewed and recommendations made to meet the community housing needs over the 20-year planning horizon.

2.2 EXISTING HOUSING STOCK CHARACTERISTICS

For the period 1980 to 1990, the Town of Gull Lake exhibited a 22.1 percent increase in total housing units. From 1990 to 2000, the town saw a decrease of 32 housing units, putting the total number of housing units at 145 in 2000.

Table 2.1: Housing Stock

Gull Lake Town	1980	1990	2000	2005	2010	2015	2020	2025
Total Housing Units	145	177	145	155	162	172	181	192
Total Occupied Housing Units (Households)	49	59	65	70	73	77	81	86
Single Family Units (Owner Occupied Units)	46	48	58	62	65	69	73	77
Renter Occupied Housing Units	3	11	7	8	8	8	9	9
Seasonal Units	-	111	74	79	83	88	93	98
Average Household Size	2.88	2.51	2.43	2.34	2.30	2.23	2.18	2.12

Source: 2000 Census Bureau, NWRPC Projections

Owner-Occupied Housing Units

The majority of housing units in the Town of Gull Lake are categorized as owner occupied units. In 2000, 89.2 percent of all occupied housing units were identified as owner occupied, a 20.8 percent increase from 1990. Projections indicate that owner occupied-units will continue to comprise the majority of all occupied units through the planning horizon.

Renter-Occupied Housing Units

Renter-occupied units comprised 10.7 percent of all occupied housing units in the Town of Gull Lake in 2000. Projections indicate that there will be few additional rental units in the town by the year 2025.

Seasonal Homes

Nearly half of the total housing units in the Town of Gull Lake are categorized as “seasonal, recreational, and occasional use” housing units. This category includes all types of recreational and occasional dwellings, from summer homes and cottages to hunting cabins.

Trends that have been identified as taking place throughout northern Wisconsin in the past 10 to 15 years also may impact the Town of Gull Lake. A notable trend is the conversion of seasonal homes into permanent residences, especially by individuals at retirement age. Another trend is the conversion of permanent homes into seasonal homes as area residents retire and spend winters in a more temperate climate. As no specific data exists on these trends for the Town of Gull Lake, it is difficult to predict where and at what rate these conversions are taking place. In the planning period, the town could see 24 new housing units built for seasonal use.

Decline in Inhabitants Per Occupied Housing Unit

A trend common to many northern Wisconsin townships and rural areas in general is the gradual decline of inhabitants per occupied household. Table 2.1 indicates that in 2000 the Town of Gull Lake had an average of 2.43 persons per household, representing a decline 15.6 percent from the 1980 level of 2.88. Projections indicate that by 2025, the town will have an average of 2.12 persons per household. Factors contributing to this decline in persons per household include the out migration of inhabitants over the age of 18 for work or school, overall smaller family sizes, fewer families with children moving into the town, and fewer children being born to Town of Gull Lake residents. Additionally, many households are composed of retired couples or are single person households.

Projected Housing Needs

Future growth or decline in housing units can impact local units of government significantly. Each housing unit requires public services from fire protection to addressing and tax assessment. Projecting future housing units in the Town of Gull Lake will assist local town government in planning for future growth.

According to the US Census Bureau, the Town of Gull Lake has experienced a decrease in total housing units since 1990. During the past ten years, 32 housing units were lost. Total housing units in Gull Lake are projected to increase to the year 2025. In 2000, the Town of Gull Lake had 145 units, with projections indicating that by 2010, the town will have 162 units and 192 units by 2025. Projected growth indicates an average of about 2 new housing units per year through 2020.

Housing Characteristics

Table 2.2 compares housing characteristics for the Town of Gull Lake with the surrounding Towns of Brooklyn, Frog Creek, Springbrook, Stinnett as well as Washburn County. In 2000, the town had a vacancy of 55.2 percent. According to the 2000 Census, seasonal, recreational, or occasional use accounted for 92.5 percent of those vacant units, leaving a “true” vacancy of 4.2 percent. These seasonal, recreational, or occasional uses likely are around lake and hunting areas. The town’s median housing value in 2000 (\$86,300) was higher than all surrounding towns as well as Washburn County.

Table 2.2: Housing Characteristics

	Town of Gull Lake	Town of Brooklyn	Town of Frog Creek	Town of Springbrook	Town of Stinnett	Washburn County
Total Housing Units	145	227	86	300	133	10,814
% Vacant	55.2%	48.5%	24.4%	24.3%	24.8%	38.9%
*Median Housing Value	\$86,300	\$86,100	\$80,000	\$84,300	\$68,600	\$85,700

Source: U.S. Census 2000

* Specified owner-occupied units

Housing Stock

Understanding the relative age of the housing stock can be a good indicator of the quality and condition of the available housing stock. Over 30 percent of the homes in the Town of Gull Lake were built before 1960 (40+ years ago), which might indicate that the need for repair and maintenance of these homes is likely over the 20-year planning period. Table 2.3 lists the percent of the town's total housing stock by year built. **Note: data based on SF3 sample data.**

Table 2.3: Housing Stock

Year Structure Built	% of Total Housing Stock
1999 to March 2000	5.3%
1995 to 1998	5.3%
1990 to 1994	9.2%
1980 to 1989	23.7%
1970 to 1979	16.0%
1960 to 1969	7.7%
1940 to 1959	11.5%
1939 or earlier	21.4%
Total	100%

Source: U.S. Census 2000 Summary File 3

Units in Structure

The 2000 Census SF3 sample data reports that of the total housing units, 85.5 percent are 1-unit detached, none are 1-unit attached units, and 13.0 percent of housing units are mobile homes.

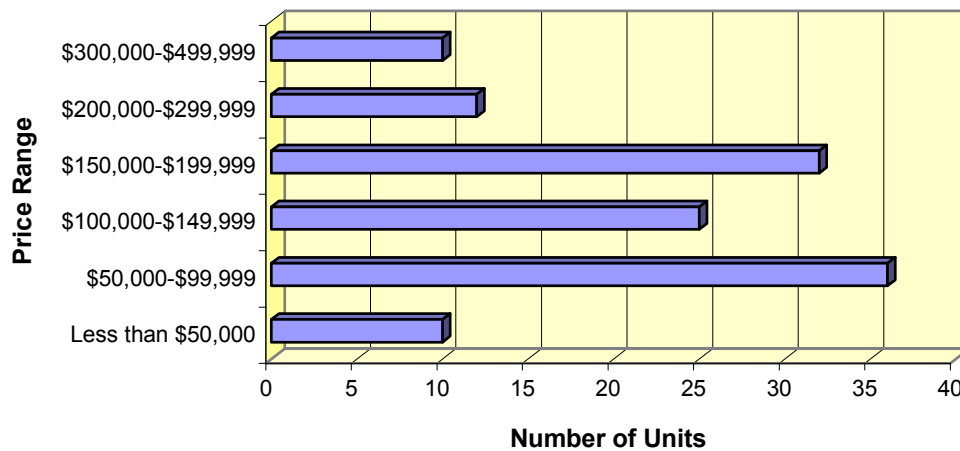
Heating Fuel

Of the town's occupied housing units 51.5 percent are identified as using bottled, tank, or LP gas as their primary source of heat.

Housing Market

The MLS (Multiple Listing Service) database was used to determine the number of off-water residential listings and prices within Washburn County as of January 7, 2003. This database does not include residential properties for sale through private individuals. There were no residential properties in the Town of Gull Lake listed in the MLS system on January 7, 2003. Within Washburn County, 125 off-water listings were found, ranging in price from \$29,900 to \$499,000. The average sale price of residential listings was \$129,346. Figure 2.1 depicts the number of listings in the MLS system and price ranges of residential, off-water properties in Washburn County.

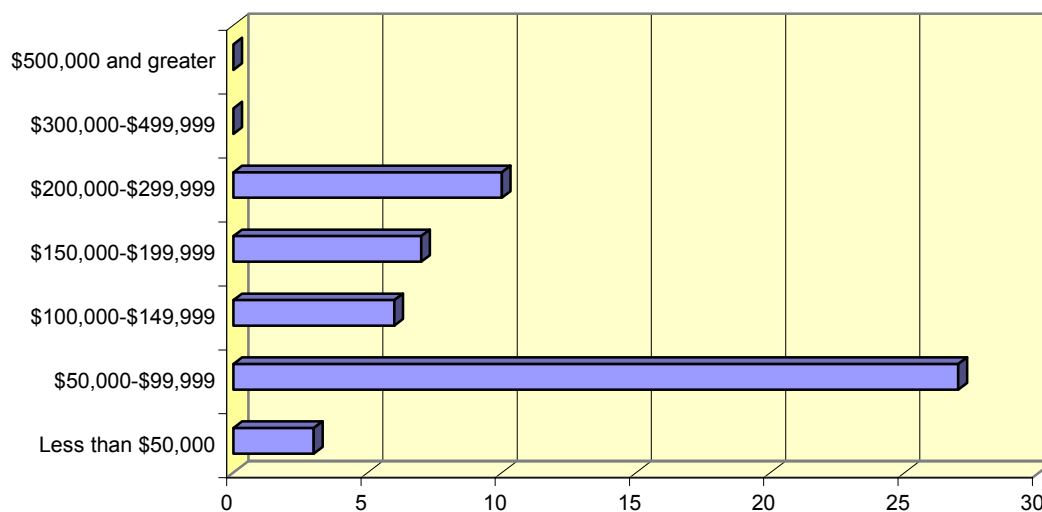
Figure 2.1: Washburn County Residential Listings (off-water)



Value of Existing Housing

The 2000 Census Bureau SF3 table identifies the value of a sample portion of owner-occupied housing units in the Town of Gull Lake. Of the 53 owner-occupied housing units sampled in the Town of Gull Lake, 27 (50.9%) are valued between \$50,000 and \$99,999, while only 3 (5.7%) are valued under \$50,000. Figure 2.2 gives a detailed breakdown of housing values of owner-occupied units in the Town of Gull Lake.

Figure 2.2: Value of Owner-Occupied Housing Units (2000 Census)



Affordability Analysis

For low-income households, housing affordability is a great concern. According to the US Department of Housing and Urban Development (HUD), it is suggested that households spend 30 percent or less of their income on housing related expenses. HUD defines low-income levels based upon median household income and the number of family members.

Table 2.4 depicts housing affordability based on income categories. Low and moderate-income (LMI) households in the Town of Gull Lake have an income cutoff limit of \$34,000 per year. This represents those households earning 80 percent of the median (\$42,500) value for all households in the town. Extremely low income households; those earning less than 30 percent of the median per year (\$12,750), are the group of most concern with regards to housing affordability.

Table 2.4: Housing Affordability

Percent of Median Income	2000 Annual Household Income ¹		Affordable Monthly Housing Costs		Estimated Affordable Home Price ²		# Listings (countywide)
	Low	High	Low	High	Low	High	Homes
Extremely Low Income (0 % to 30 %)	\$0	\$12,750	\$0	\$319	\$0	\$12,763	0
Very Low Income (30% to 50%)	\$12,750	\$21,250	\$319	\$531	\$12,763	\$35,661	2
Low Income (50% to 80%)	\$21,250	\$34,000	\$531	\$850	\$35,661	\$93,093	43
Low-Moderate (80% to 100%)	\$34,000	\$42,500	\$850	\$1,063	\$93,093	\$131,381	56

As of January 2003, 0 homes were on the countywide housing market (MLS listings) at prices considered to be affordable to extremely low income households. Only two homes were priced in the range considered to be affordable to very low-income households. Housing opportunities for low and moderate-income households were available.

The affordable monthly housing costs in Table 2.5 would also apply to rental units. Those households at the high end of the extremely low-income category may be able to afford monthly rents up to \$319 per month. Very low- income households may be able to afford monthly rental costs up to \$531 per month. According to the 2000 US Census, there were 7 rental units within the Town of Gull Lake.

Property Taxes

Property taxes can have a significant impact on housing affordability. Home ownership can be put out of reach of low-income families who otherwise may be able to afford a \$400 per month mortgage payment but cannot afford the additional \$100 per month in property taxes. Property taxation is directly correlated with assessed valuation of land and property. Demand for rural land and waterfront property in Washburn County has caused substantial increases in land value. The increased land valuation coupled with rising government and school costs has caused significant increases in taxes assessed to Washburn County property owners. According to the comprehensive planning survey, nearly 60 percent (42.4% Gull Lake) of Washburn County property owners were not satisfied with the current property taxation.

The Town of Gull Lake's effective full value tax rate in 2002 was .01617, or \$16.17 per \$1000 of valuation. This equates to \$1,617 (less credits) annually in net property taxes on a \$100,000 home. On the same home this tax rate would add an additional \$134.75 to the monthly mortgage payment.

¹ Unadjusted figures

² Based on 20-year mortgage financed at 6%, with 10% down payment.

2.3 HOUSING PROGRAMS

The Wisconsin Comprehensive Planning legislation requires that the Town of Gull Lake compile a list of programs to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.

Washburn County Housing Authority - The Washburn County Housing Authority contracts with Impact Seven, Inc. to manage housing projects in the Village of Birchwood, City of Shell Lake, and the City of Spooner. The authority is comprised of a five-citizen committee who oversees and gives direction to Impact Seven, Inc. on budget, finance, and administrative duties.

Washburn County Housing Rehabilitation Program (RLF) - Washburn County maintains a revolving loan fund to assist income eligible families, low- to moderate-income, make necessary repairs to their homes. The program provides owner-occupied and rental unit rehabilitation including repairs such as the replacement of windows, roof, siding, furnace, electrical, septic, and wells. Owner-occupied funds made available to eligible recipients and are based on a deferred payment plan with a zero percent interest rate and is payable at the time when the home is no longer the mortgage holders primary residence. Renter-occupied funds are based on a low interest rate and monthly repayment plan. Homebuyer funds are available to assist with down payment and closing costs and are based on a deferred payment plan with a zero percent interest rate, payable at the time when the home is no longer the mortgage holders primary residence.

WHEDA (Wisconsin Housing and Economic Development Authority) - The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness.

USDA-Rural Development - Rural Development administers federal funds to help secure loan options to assist low-moderate income families with home purchase and rehabilitation. Rural Development generally funds individuals who cannot obtain conventional financing.

CDBG (Community Development Block Grant) Housing Rehabilitation - CDBG funds are available through HUD (Housing and Urban Development). These funds are available to public or private entities to help offset rehabilitation costs to homeowners, renters, and landlords. These funds are in the form of percent interest / deferred payment loans.

Northwest Affordable Housing Inc. - Northwest Affordable Housing Inc. is a 501(c)(3) non-profit organization that is able to obtain funds that are not available to the general public for the purpose of promoting affordable and accessible housing for low and moderate-income persons.

HCRI (Housing Cost Reconstruction Initiative) - This organization provides federal funds for housing down payment and closing costs to low-moderate income families. HOME funds are available for the rehabilitation of these homes after the purchase.

Indianhead Community Action Agency - This agency provides weatherization (insulation, windows, doors, energy efficient furnaces etc...) or anything that helps homeowners with even the most modest or extensive home repairs.

Element 3

TRANSPORTATION

3.1 INTRODUCTION

A quality transportation system, which provides for the safe and efficient movement of people and goods, is critical to community growth and development.

The transportation network serving the Town of Gull Lake provides connectivity to local and regional population centers, facilitating commerce and tourism. Local residents rely on the transportation network to provide access to outlying communities for jobs, recreation, and services.

Community land use and the transportation system are deeply intertwined, as land use patterns directly impact the need and demand for transportation facilities. Access to transportation opens areas to development by providing a linkage between the development, the larger transportation framework of the county and the region, and the local population centers. Additionally, transportation opportunities permit the import and export of both goods and services required by local businesses and farms.

3.2 TRANSPORTATION VISION AND VALUES

The Town of Gull Lake envisions managing demand for local transportation while providing an appropriate level of service to sustain community businesses. This can be achieved by providing for efficient and effective delivery of commercial, public, emergency services and through encouraging the use of multi-modal means of transportation. The Town of Gull Lake also values a safe, efficient, multi-modal transportation network that is planned, well maintained, and which meets the current and future needs of residents, visitors, and community businesses.

3.3 FACILITIES INVENTORY AND CHARACTERISTICS

Road Network

The Town of Gull Lake's roadway network is comprised of 31.21 miles of highways and town roads. Roads within the community are classified by their functional use and by the level of service they provide. Table 3.1 indicates the functional use of Gull Lake's roadway network, while the Map 3.1 visually depicts the local roadway functional classification in the Town of Gull Lake.

Functional road classifications for rural areas include principal arterials, minor arterials, major collectors, minor collectors, and local roads.

Figure 3.1: Percent of Town Roadway System

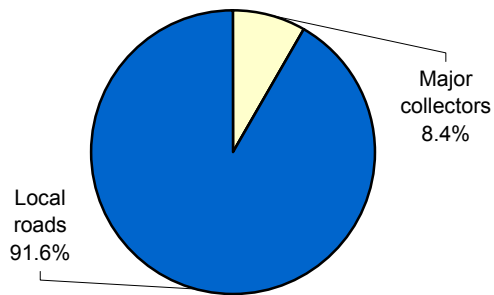


Table 3.1: Functional Classification of Roadways

Classification	Miles of Roadway
Principal arterials	0.00
Minor arterials	0.00
Major collectors	2.61
Minor collectors	0.00
Local roads	28.60
Total	31.21

Source: Wisconsin Department of Transportation, District 8

Principal arterials serve interstate and interregional trips. These roads generally serve urban areas greater than 5,000 in population.

Minor arterials serve cities, large communities, and other major traffic generators providing intra-regional and inter-regional traffic movements.

Major collectors provide service to moderate sized communities and links intra-area traffic to nearby larger population centers.

Minor collectors collect traffic from local roads and link them to all remaining smaller communities. All developed areas should be within a reasonable distance of a collector road.

Local roads provide access for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Traffic Volume

Traffic volume data on roadways in the Town of Gull Lake has not been collected; making it difficult to determine historic traffic volume levels in the community. However, based on the data collected in adjacent jurisdictions, the assumption can be made that volume has increased.

Traffic volumes have generally increased throughout Washburn County. These increases can be attributed to two main factors. First, residents of the town and surrounding towns are making more frequent vehicular trips for shopping, commuting to work, and to recreational sites. Secondly, many areas of Washburn County have seen a significant increase in population density and the development of second homes owned by seasonal residents.

Intersection Accidents

An inventory of traffic accidents at intersections was completed on a countywide level using a Wisconsin Department of Transportation (WisDOT) database. The database was queried to retrieve records of multiple accidents at intersections in the county, which occurred between January 1995 and December of 2001. In the Town of Gull Lake, no multiple intersection accidents were found.

PASER Roadway Evaluation

As part of the comprehensive planning process, a Pavement Surface Evaluation Rating (PASER) of all town roads was completed. The rating system is intended to assist the town in planning for roadway improvements and to better allocate its financial resources for these improvements. Currently, there are approximately 29 miles of roadways that the Town of Gull Lake is responsible for repairing and/or maintaining throughout the year. This mileage may fluctuate from year to year due to additions or subtractions of roadway miles to the overall town system. During the inventory, roadways in the town were evaluated and rated in terms of their surface condition, drainage, and road crown. Paved roads were rated from 1 to 10 (10 being the best), and gravel roads were rated from 1 to 5 (5 being the best). The town is required to evaluate and report road conditions to WisDOT by December of every odd calendar year.

Road Weight Restrictions & Limitations

In the spring, the town board imposes weight restrictions (Frost Laws) to lower the allowable weight on most roads in recognition of the instability caused by winter frost activity. Some roads, however, have been designated as all-season roads and are exempt from springtime weight restrictions.

3.4 ROADWAY IMPROVEMENTS

Improvements to local roads are critical for maintaining an adequate and safe roadway system. Future road improvements are generally based on current road conditions, with the intent to keep all roadways intact and useable on a daily basis. Future roadway improvements need to be flexible because of the possibility of unforeseen emergencies or disasters that may arise from year-to-year, or even day-to-day. The Town of Gull Lake has developed a schedule of road improvements, which includes five scheduled town roadway improvements.

Table 3.2: Selected Roadway Improvements

Sponsor	Road/Street	Location	Mileage	Type of Improvement
Gull Lake	Hay Lake Rd	--	N/A	Grade & Ditch
Gull Lake	Gull Creek Rd	--	N/A	Resurface & Repair
Gull Lake	Haddick Rd	--	N/A	Grade & Ditch
Gull Lake	--	--	N/A	Repaint roads & Upgrade Signs
Gull Lake	Shore Drive	--	N/A	Hot Mix

Source: Town of Gull Lake

Washburn County Road Improvement Plan

The Washburn County Highway Department has a road construction schedule in place for scheduled county road improvements for the next five years. There are no scheduled improvements slated for the Town of Gull Lake. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

Wisconsin State Highway Plan

The *Wisconsin State Highway Plan* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify any projects in the Town of Gull Lake in the next 20 years. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

Corridors 2020

Corridors 2020 sets criteria for selected routes that go beyond traditional highway planning with the intent to enhance and improve all two-lane and four-lane highways connecting cities of 5,000 inhabitants or more. This does not pertain to the Town of Gull Lake, as no corridor 2020 primary or secondary route passes through the town. No conflicts with the Town of Gull Lake Comprehensive Plan exist at this time.

3.5 AIRPORTS AND AVIATION

No scheduled passenger flights are available in the Town of Gull Lake. The nearest airports providing regular scheduled passenger flights to domestic and international destinations are the Duluth International Airport, Eau Claire Regional Airport, and the Minneapolis/St. Paul International Airport. Charter air service is also available at the Rice Lake Air Center-Regional Airport. There are two public and nine private airport/airfields within Washburn County. Their county location and status is outlined in Table 3.3.

Table 3.3: Washburn County Airports/Airfields

Airport/Airfield	Location	Owner/Operator	Status
Will-B-Gon Airport	Birchwood	William Cyr	Private
Lilac Time Airport	Birchwood	Robert Gillette	Private
Ben Sutherland Airport	Minong	Byron Bright	Private
Four Seasons Airport	Sarona	William Plumeri	Private
Long Lake Seaplane Base	Sarona	Henry Didlier	Private
Shell Lake Municipal Airport	City of Shell Lake	City of Shell Lake	Public
Nest of Eagles Airport	Spooner	K. Johnson	Public
Spooner Hospital Heliport	Spooner	Spooner Hospital	Private
Springbrook Airport	Springbrook	Clifford Ingbretson	Private
Lakewood Lodge Airport	Stone Lake	Robert Gillette	Private
Warbirds North Airport	Trego	Arland Fox	Private

Source: Wisconsin Department of Transportation, Bureau of Aeronautics, 2001

Airport Improvements

State airport improvements are detailed in the Five-Year Airport Improvement Program, which is produced by WisDOT's Bureau of Aeronautics. This document provides a snapshot of the scheduled airport improvement projects to date for the next five years. There are no airports or airfields in the Town of Gull Lake, and no plans to develop these facilities during the next 20 years.

3.6 MULTI-USE TRAILS

Throughout Washburn County, there are several hundred miles of multi-use trails. This network is used most intensely during the winter months for snowmobiling and in the summer months for ATV use, which in addition to its recreational use provides an alternate means of commuting (other than car travel) for some Washburn County residents. Snowmobile trail #39 is a designated recreational (snowmobile) trail, which crosses the Town of Gull Lake.

The Washburn County Forest Comprehensive Land Use Plan 1996-2005 does not identify a need for ATV funded trails or additional snowmobile trails on the County Forest. Gull Lake's motorized and non-motorized trail systems are further described in the "Utilities and Community Facilities" section of the Comprehensive Plan.

3.7 BICYCLING AND WALKING

There are no signed bicycling or pedestrian routes located in the Town of Gull Lake. All local, county, and state highways can accommodate bicycling and walking but are not designed specifically to accommodate these forms of transportation.

3.8 PUBLIC TRANSIT

No bus service exists within the Town of Gull Lake. Closest access to commercial bus transportation is available by Greyhound Bus Lines in Duluth, MN; Ironwood, MI; or Eau Claire, WI. NWT Express operating from the City of Hayward also provides ground passenger transportation. NWT Express provides transit service between Hayward and Minneapolis/St. Paul seven days a week with scheduled stops at several other communities between Hayward and Minneapolis/St. Paul.

3.9 TRUCKING AND WATER TRANSPORTATION

Commercial trucking in Gull Lake is accommodated via the highway network. No waterborne commerce/routes are available in the community. The nearest access to waterborne commerce is the Port of Duluth/Superior.

3.10 RAIL TRANSPORTATION

There are currently no railways in the Town of Gull Lake and there are no plans for future expansion of railways into the town.

3.11 TRANSPORTATION SERVICES FOR THE ELDERLY AND DISABLED

Section 5310, **Elderly and Disabled Transportation Program** provides for capital assistance to be used in serving the special transportation needs of elderly persons and persons with disabilities for whom public transportation services are unavailable, insufficient, or inappropriate. The grants available through this program cover up to 80 percent of the cost of purchasing vehicles that will be used in specialized transportation service for elderly and/or disabled persons. At present, there are no designated pick-up or drop-off sites located in the Town of Gull Lake relating to this program.

Residents of the area can take advantage of the Ventures Unlimited Inc program this specialized transportation service which operates out of Shell Lake four days a week, Monday through Thursday.

3.12 OTHER TRANSPORTATION PLANS AND PROGRAMS

Wisconsin Bicycle Transportation Plan 2020

The *Wisconsin Bicycle Transportation Plan 2020* (1998) presents a blueprint for improving and expanding bicycle transportation routes in the state. There are no plans to expand state bicycle routes into the Town of Gull Lake. WisDOT, along with the Bicycle Federation of Wisconsin, has compiled a Wisconsin State Bike Map that highlights the most favorable bicycling conditions on state and county roadways in Wisconsin. According to the map, CTH F through the Town of Gull Lake is best roadway for biking.

Wisconsin Pedestrian Policy Plan 2020

This plan provides a statewide framework to increase walking and to promote pedestrian safety. The plan establishes goals, objectives, and actions regarding the provision of pedestrian accommodations that could be implemented locally. The plan also serves to help communities identify actions they can take to establish pedestrian travel as a viable, convenient, and safe transportation choice throughout Wisconsin. No specific recommendations to the Town of Gull Lake exist.

2003 Comprehensive Economic Development Strategy

The 2003 Comprehensive Economic Development Strategy (CEDS) provides an analysis of local conditions; identifies needs and opportunities of the ten-county region; and defines the regional vision, goals and objectives. Within this document, specific transportation objectives and activities have been identified on a regional basis. Based on review of the 2003 CEDS, and that of transportation goals and objectives of the Town of Gull Lake, no conflicts exist.

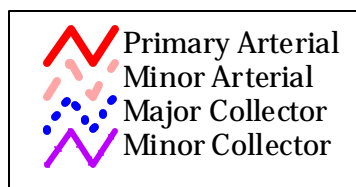
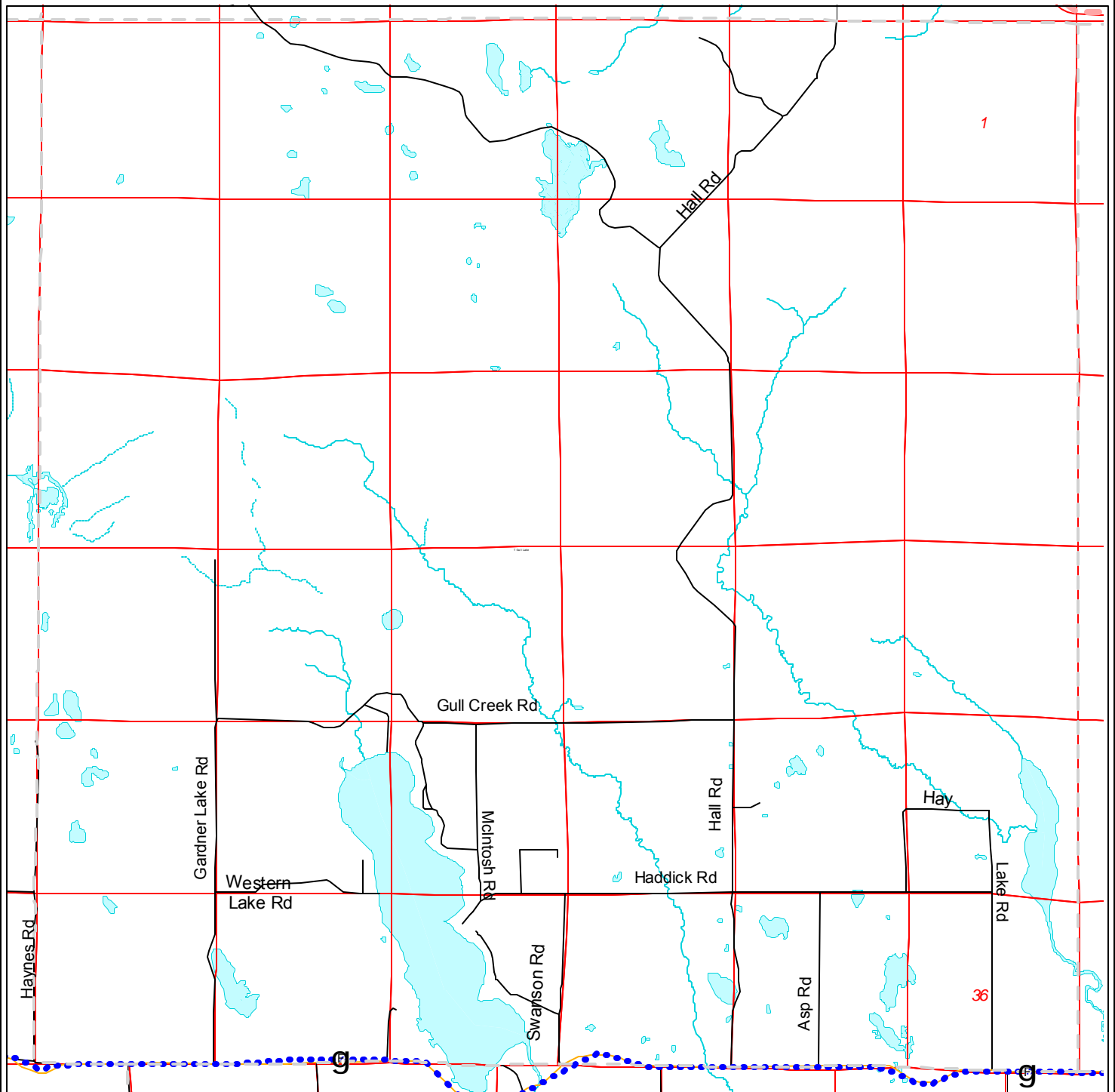
3.13 TRANSPORTATION DESIGN

Due to the town being primarily rural in nature, the ability to functionally provide a full range of transportation choices to its residents has limitations. While the town would support the development of desirable transportation alternatives, it is unlikely that the town would be able to

financially support such developments. The Town of Gull Lake would support and encourage desirable regional transportation projects that would improve the local system or offer improved functionality and connectivity.

Subdivision and neighborhood design techniques can reduce local transportation costs and the negative environmental impacts caused impervious roadway surfaces. Contemporary conservation development techniques such as cluster and “conservation design” serve to reduce the overall miles of roadway within subdivisions and limit the amount of impervious surface cover. These techniques also afford opportunities for the development of internal and external “connector” trail networks and are pedestrian friendly.

Functional Classification System Town of Gull Lake



2000 0 2000 Feet

Source: Wisconsin Department of Transportation, Northwest Regional Planning Commission.

Element 4

UTILITIES & COMMUNITY FACILITIES

4.1 INTRODUCTION

This element identifies and evaluates existing utilities and community facilities serving the Town of Gull Lake. Utilities and community facilities include local water supplies, sewers, recycling facilities, parks, telecommunication facilities, power plants, cemeteries, health care facilities, child care facilities, fire and rescue services, libraries, schools, and other government facilities.

4.2 EXISTING UTILITIES & COMMUNITY FACILITIES

Water Supply

The Town of Gull Lake does not provide municipal water service. All residents receive their water via private wells that are owned and maintained by the property owner. The town has no plans to develop a public water system.

Waste Disposal Facilities

The disposal of domestic and commercial wastewater in the Town of Gull Lake is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, which gradually discharge the wastewater to underground drainage fields.

The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. In 2000, the state adopted a revised private system policy called COMM 83. The revised policy allows for conventional sewage systems and advanced pre-treatment sewage systems. There are five types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade holding tank, and sand filter systems. Sanitary permits are required under state law; and to obtain a permit, you must contact a Wisconsin licensed master plumber who will complete the necessary forms, obtain the sanitary permit, and install the private sewage system.

Given the limited development density in the Town of Gull Lake, the existing services provided are adequate to meet the local population demand over the 20-year planning horizon. A municipal sewer system would not efficiently serve the town's scattered rural development, and would be very costly to develop. It is possible however, that a sanitary district could be formed to serve the higher development density of the lake area (Gull Lake), although no plans for this infrastructure have been developed.

Solid Waste Disposal and Recycling Facilities

Prior to 1969, solid waste management in Washburn County consisted primarily of individuals hauling to unsupervised municipal landfills. Since that time, state and federal codes have become more restrictive and non-hazardous household wastes are landfilled only in licensed

facilities. Costs to comply with state and federal requirements ultimately forced communities, including the Town of Gull Lake, to close landfill sites that could not be upgraded. It is possible that closed municipal disposal sites may have some level of contamination due to inadequate methods of disposal and monitoring techniques used at the time of operation. Table 4.1 shows information regarding old landfill(s) in the Town of Gull Lake and Map 4.1 shows the location of closed municipal landfills.

Table 4.1: Waste Disposal Sites

Facility Name	Legal Description	Status
Gull Lake Town Landfill	NW SW S21 41N 11W	Inactive

Browning-Ferris Industries, Inc. (BFI) and Waste Management Inc. of Northern Wisconsin (WMI) provide waste and curbside recycling services to residents and businesses of Washburn County. Waste materials are brought to each firm's private sanitary landfill (BFI – Sarona, WI, WMI – Bruce, WI). The town does not contract for waste services; but rather, residents and businesses have their choice of haulers.



The recycling program in Washburn County is a two-tier program that includes curbside collection and drop-off recycling centers. Under the current Washburn County Solid Waste Ordinance, waste haulers that provide curbside collection of garbage must also provide curbside collection of certain recyclables. Curbside collection in rural areas involves storage of recyclables in separate compartments of BFI trucks.

Drop-off sites are aimed at persons that do not have curbside garbage collection. There are six drop-off recycling centers in Washburn County, two of which take expanded recyclables and one that is a transfer station. These facilities are located in the communities of Spooner, Minong, Shell Lake, Springbrook, Stone Lake, and Long Lake. The Spooner and Minong facilities are expanded recycling centers, with the Minong facility being the only transfer station in the county. Waste that is brought to the station is compacted, loaded into trailers, and taken to the landfill in Sarona for final disposal. Recyclables are collected and maintained separate from other solid waste materials.

Continued monitoring of local recycling needs and their markets will assist the community in identifying additional services. Based on available services, current needs are being met by existing town services. However, over the 20-year planning horizon, the potential may exist for the siting of an additional recycling location based on future demands of local property owners.

Stormwater Management

The management and regulation of stormwater is divided among federal, state, county, and local governments depending on the status of incorporation and size and the activities affecting stormwater. Towns that have a population of less than 10,000 and are not included in a priority watershed are not required to obtain municipal stormwater discharge permits under Administrative Code NR 216. The Town of Gull Lake permits stormwater to drain through a series of ditches and culverts along town roadways. The town does not have a stormwater management plan in place, and there are no plans to add a municipal storm sewer system.

Over the 20-year planning horizon, stormwater management may become an issue in the Town of Gull Lake as continued development occurs, especially in the higher-density lake areas. The potential for additional runoff resulting from development may negatively impact local lakes and streams. The Town of Gull Lake and the Gull Lake Property Owners Association must work cooperatively with the DNR and Washburn County to mitigate the adverse impacts of stormwater runoff and ensure that environmental resources are adequately protected.

Law Enforcement

The Town of Gull Lake does not have its own law enforcement personnel or facilities. The Washburn County Sheriff's Office (WCSO) serves as the community's primary law enforcement agency. The Wisconsin State Patrol, the Wisconsin Department of Natural Resources, and local police departments provide additional law enforcement services. The WCSO's administrative functions and jail facility are located on State Highway 63 in the City of Shell Lake. This agency provides emergency assistance, criminal investigations, search and rescue services, and other emergency services to an 816 square mile area.

The WCSO operates on a split shift schedule. From May 1 to October 31, patrol officers work nine-hour shifts and from November 1 to April 30, patrol officers work eight-hour shifts. At any given time, one to three patrol officers are on duty, each with his/her own cruiser. Washburn County has a 911 system which is staffed 24-hours by the Washburn County Sheriff's Department.

Over the 20-year planning horizon, it is not expected that the town will develop a law enforcement department. However, the Town of Gull Lake is willing to explore alternative opportunities for providing law enforcement services to the community. This may include pooling resources and coordinating with adjacent communities to hire a part-time officer and working with Washburn County to improve service within the town.

Fire and Rescue

By intergovernmental agreement, the Town of Gull Lake is served by the Spooner Fire Department, which is located at 505 Summit Avenue in the City of Spooner. The Spooner Fire Department operates two pumpers, three tanker trucks, a rescue van, an off-road pickup truck, and two portable pumps for rural areas. The department is staffed by 35 total firefighters including: 4 EMT's, 20 licensed first responders, and 1 full time worker. Although there are 20 first responders, there is not an official first responder team, as the department relies on North Ambulance for severe medical emergencies. Facility expansions or changes are the responsibility of the Spooner Volunteer Fire Department. The existing fire and rescue services provided to the Town of Gull Lake are adequate to meet the local population demand over the 20-year planning horizon.

Ambulance/Emergency Medical

North Ambulance, located at N4755 Hwy 63, Town of Beaver Brook, provides 24-hour ambulance service with 3 ambulances, 8 full-time EMT, and 12 volunteer EMT.

Washburn County has a network of first responders who are paged or called to medical emergencies by the Washburn County Sheriff's Department. Washburn County has an

emergency 911 system, which is staffed 24-hours by the Washburn County Sheriff's Department. The existing ambulance/emergency medical services provided to the Town of Gull Lake are adequate to meet the local population demand over the 20-year planning horizon

Libraries

There are no libraries within the Town of Gull Lake. Residents of the Town of Gull Lake can utilize the City of Shell Lake Public Library at 501 1st Street, the City of Spooner Public Library at 421 High Street, and the Hayward Carnegie Library at 10538 Main Street in the City of Hayward. The 20-year planning horizon, it is not expected the town will create a local library.

Town Hall/Garage

The town hall is located at the intersection of Hall Road and Haddick Road. There is no town garage in Gull Lake. See Map 4.1 for town hall locations. Over the 20-year planning horizon, it may become necessary to expand or improve the town hall and garage. Future expansion will occur as capacity needs are identified.

Cemeteries

There are no known cemeteries in the Town of Gull Lake. Over the 20-year planning horizon, it is not expected the town will create a local cemetery.

Communication Facilities

Due to the increase in use of wireless communication, the construction of telecommunication towers is an issue that towns are addressing more often. Currently, no telecommunication (cell) towers are located in the Town of Gull Lake and service is limited within the community. Over time, as wireless communication company's look to expand their services, cellular towers may be erected in the town. Washburn County currently has cell tower guidelines in place for the construction of new towers. As part of the planning process, the town should work with the county in determining acceptable locations for possible future tower locations and ordinances. Map 4.2 depicts current cell tower locations in Washburn County.

CenturyTel, Inc. serves the town for local telephone communications. Multiple companies are available to provide long distance telephone and internet services. The quality of telecommunication services depends on the capacity of the network that serves the Town of Gull Lake. Future services will be dependant on identifying and planning for future development areas. The comprehensive plan will help guide decisions for installing and upgrading facilities, which will be needed to provide quality services as the town's population increases.

Over the 20-year planning horizon, it is not expected the town will engage in the development of communication facilities. However, it is expected the town will actively participate in discussions and planning with local communication providers to ensure the area residents have access to the latest technology; and any future siting of these facilities is done so in the best interest of the community.

Power Plants, Substations, and Transmission Lines

There are no power plants (hydro, coal, or nuclear) or substations located in the Town of Gull Lake, and there are no plans to locate any in the future.

Transmission lines are the largest and most visible electric lines on the landscape. These lines generate the most public interest because they are the most noticeable electric lines and because of the potential human and animal health affects associated with them. Transmission lines transport electricity from power plants to substations. These lines operate at several thousand volts (typically ranging from 46,000 to 345,000 volts), stand anywhere between 60 and 100 feet tall, and serve several thousand customers. The Public Service Commission (PSC) is the branch of Wisconsin State government with the overall responsibility of regulating electric utilities.

There are no transmission lines located within the Town of Gull Lake's boundaries. Map 4.2 (Utilities) depicts transmission lines and substations located in Washburn County.

Over the 20-year planning horizon, it is not expected the town will engage in the development of power plants, substations, and transmission lines. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community.

Electric & Gas Utilities

A full range of electrical service from residential to manufacturing is available. Future residential, commercial or manufacturing development would not be inhibited by the lack of electrical, as this service is extended to meet demand. Barron Electric is the primary provider of electric services to the Town of Gull Lake. Map 4.2 depicts Electric Utility Territories in Washburn County.

In the Town of Gull Lake, natural gas services are not available. WE Energies does provide some areas of Washburn County with natural gas via a steel high-pressure natural gas main with a carrying capacity of 450 pounds of pressure. This line runs from Shell Lake through the southeast corner of the Town of Gull Lake following Highway 63 into Sawyer County. Any future extension of this main line to Town of Gull Lake residents would depend on year-round home heating customers who would be willing to pay for extensions.

Over the 20-year planning horizon, it is not expected the town will engage in the development of utilities such as electricity or gas. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community.

4.3 MEDICAL/HEALTH CARE AND OTHER FACILITIES

The Town of Gull Lake has no medical facilities within its boundaries. Residents can receive full medical services locally at Spooner Health System in the City of Spooner, Indianhead Medical Center in the City of Shell Lake and Hayward Area Memorial Medical Center in the City of Hayward (Sawyer County). All of these hospitals operate facilities that are staffed 24 hours a day to respond to medical emergencies in the local community. Limited medical and health care services are available at North Woods Community Health Center in the Village of Minong. See Map 4.1, Community Facilities for hospital locations.

In addition, the Washburn County Health Department provides health related services, including home health care services, education, intervention services and care coordination throughout Washburn County.

Over the 20-year planning horizon, it is not expected the town will engage in the development of medical or health care facilities. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure local residents are afforded the best services available.

Adult Care Facilities

There are currently no licensed adult care facilities located in the Town of Gull Lake. However, in Washburn County, there are three community-based residential facilities (CBRF's) and seven adult-family homes. Community-based residential facilities are a home or apartment type setting where five or more unrelated adults live together, in which an individual is having difficulties with independent living. An adult-family home is where up to four persons who are not related reside and receive care, treatment, or services above the level of room and board.

Community Based Residential Facilities

- Ain Dah Ing Inc., City of Spooner (alcohol/drug dependent)
- Care Partners Assisted Living, City of Spooner (advanced age/dementia/alzheimers)
- Pines II, City of Spooner (alcohol/drug dependent/mental illness/emotionally disturbed)

Adult Family Homes

- Aurora Residential Alternatives#082, City of Spooner (developmentally disabled/injury)
- Harmon Home, City of Spooner (developmentally disabled)
- Loch Haven, AFH, City of Spooner (developmentally disabled)
- Shady Oaks, City of Spooner (emotionally disturbed/mental illness)
- Shady Pines, City of Spooner (emotionally disturbed/mental illness)
- Sunset Pines, Town of Sarona (developmentally disabled/physically disabled)
- Northwoods TLC Services, City of Spooner (developmentally disabled)

Nursing Homes

Two licensed nursing homes serve the residents of Washburn County. A nursing home is a residence that provides a variety of services such as a room, meals, recreational activities, assistance with activities of daily living, and protection/supervision to residents. Nursing homes are licensed by the state and follow state and federal guidelines.

- Terraceview Living Center, City of Shell Lake (70 beds)
- Spooner Health System, City of Spooner (90 beds)

Adult Day Care

For many adult persons/families, the availability of adult day care is necessary. No adult day care services are located within Washburn County. The closest facilities are located in the City of Cumberland (Barron County) and the City of Hayward (Sawyer County)

Over the 20-year planning horizon, it is not expected the town will engage in the development of adult care facilities. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community and that local residents are afforded the best services available.

Child Care Facilities

Licensed childcare providers are found throughout Washburn County. The exact number of childcare providers within the Town of Gull Lake or Washburn County is unknown. Over the 20-year planning horizon, it is not expected the town will engage in the development of childcare facilities.

4.4 EDUCATIONAL FACILITIES

Most school age children in the Town of Gull Lake attend public schools in the Spooner School District. According to the last available school census (January 2004), there were 459 students in the elementary school, 455 students in the middle school, and 586 students in the high school, for a district total of 1,500 students. Based on a 1999 survey conducted on a school-by-school basis by the Department of Public Instruction (DPI), the elementary, middle, and high schools in the Spooner School District were rated as being **overcrowded**. This survey is the result of Section 115.33(4), Wis. Stats. enacted into law in 1998 that requires the state superintendent to conduct a study of the physical condition and capacity of the public schools and their suitability for use as public schools. School district boundaries are depicted in Map 4.3.

Nearby post secondary educational facilities include the Wisconsin Indianhead Technical College (WITC) campus in Rice Lake, which offers 36 programs of study and 10 certificate programs. WITC also has a Community Education Center (CEC) in Hayward. Services provided by the CEC include high school diploma through ED, HSED, and credit remediation; career testing; employability skills; study skills; computer classes; responsible beverage service classes; various self-employment classes; supervisory management associate degree; and certificates for accounting assistant, barber cosmetology manager, and technical communication. Credits in various business programs can be earned through flex courses offered at the WITC Hayward Community Education Center. WITC also has a Learning Center in the City of Spooner, offering high school diploma programs, literacy and employability programs, and skills enhancement programs.

The University of Wisconsin System also operates a 2-year liberal arts/pre-professional college in the City of Rice Lake. UW-Barron County (UW-BC) is one of 13 freshman/sophomore campuses of the University of Wisconsin Colleges awarding the Associate of Arts and Science degree. A four-year University of Wisconsin System school is located in the City of Superior (UW-Superior).

Over the 20-year planning horizon, it is not expected the town will engage in the development of public or private educational facilities. However, it is expected the town will actively participate in discussions and planning with both public and private schools providing or proposing facilities

to ensure siting of these facilities is done so in the best interest of the community and that local residents are afforded the best educational programs possible.

4.5 RECREATIONAL FACILITIES

Parks

There are no parks, designated camping sites or other designated day-use recreation areas in the Town of Gull Lake. Refer to Map 4.4, Park and Recreation Areas in Washburn County, for park locations.

Trails

Trail #39 (snowmobile trail) is the only designated trail in the Town of Gull Lake. Refer to Map 4.4, Park and Recreation Areas in Washburn County, for trail locations.

Public Access Points

Public access points are points of entry for the public to make use of public lakes, forests, and parks. Public access points would include boat landings, carry-in sites, waysides, or road crossings. In the Town of Gull Lake, there are four public access points. See Map 4.4 for Washburn County improved boat landings (boat launches) and in Table 4.2 for additional details.

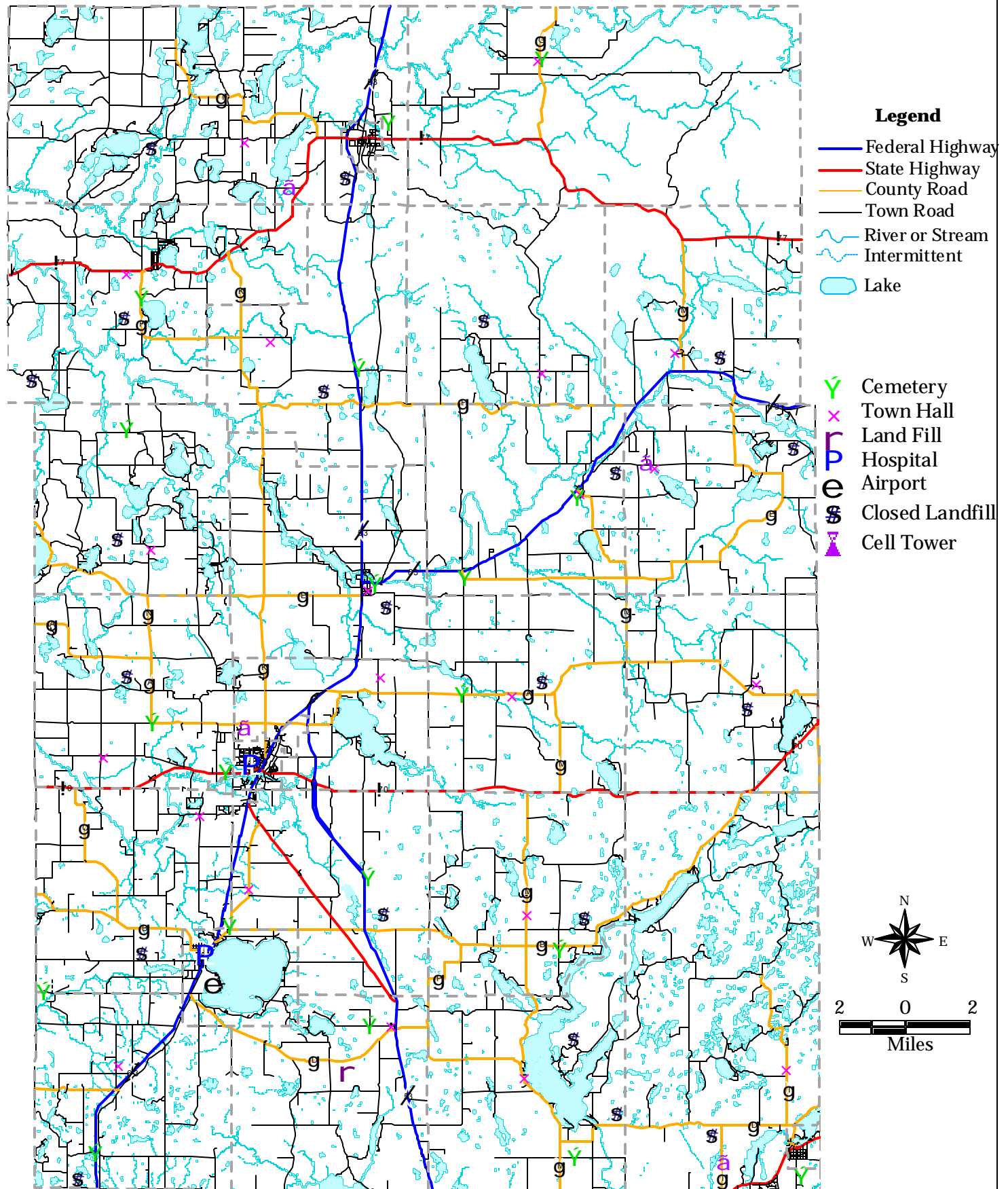
Table 4.2: Public Access Points

Water Body	Section No.	Future Improvements	Timeframe
Gull Lake (unimproved)	T.41N. – R.11W. Sec. 29	None Scheduled	N/A
Gull Lake (carry-in)	T.41N. – R.11W. Sec. 28/29	None Scheduled	N/A
Gull Lake (improved)	T.41N. – R.11W. Sec. 33	None Scheduled	N/A
Hay Lake (carry-in)	T.41N. – R.11W. Sec. 25	None Scheduled	N/A

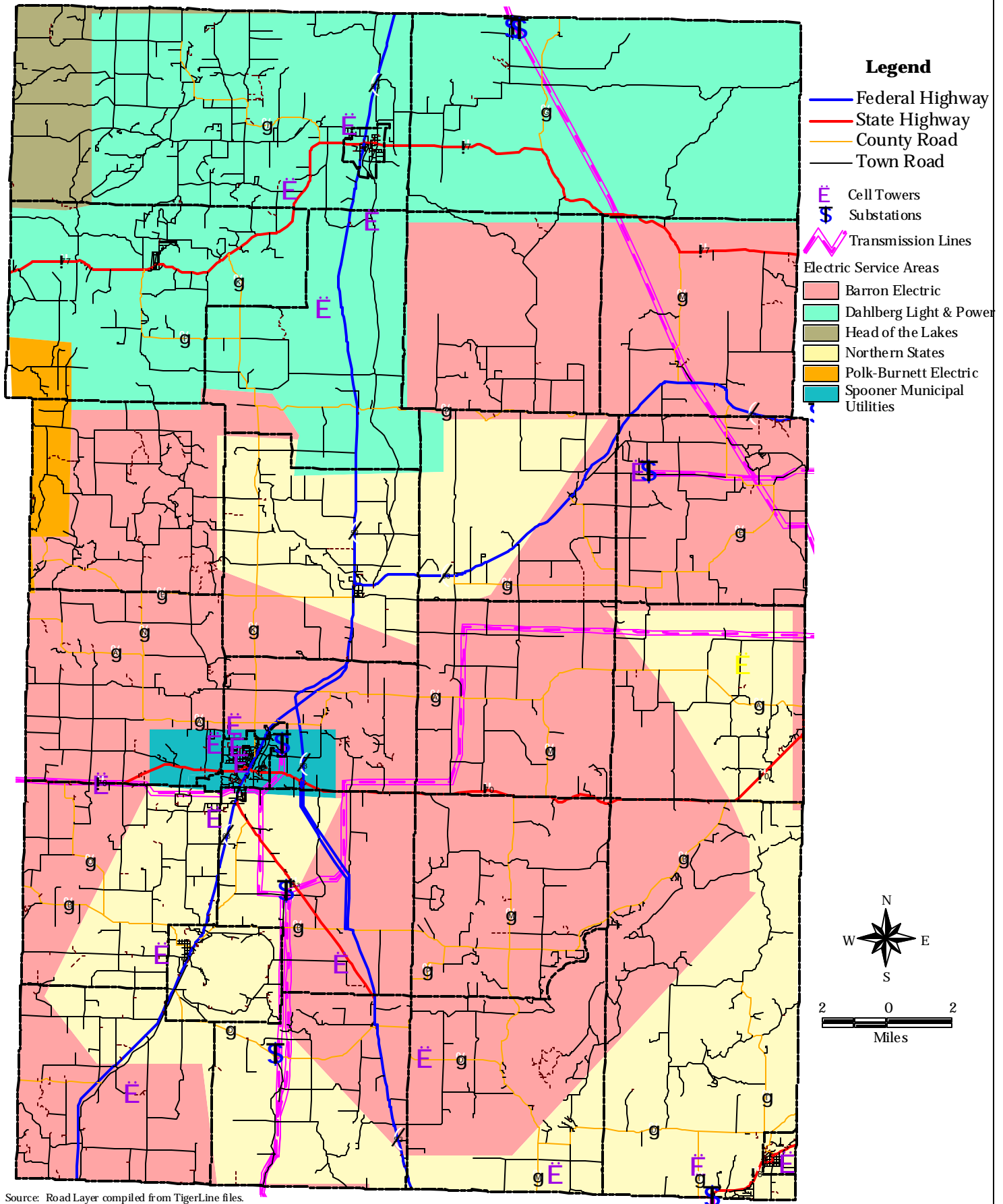
Source: Town of Gull Lake

Over the 20-year planning horizon, it is not expected the town will engage in the development of public parks, trails, or public access points.

Community Facilities - Washburn County

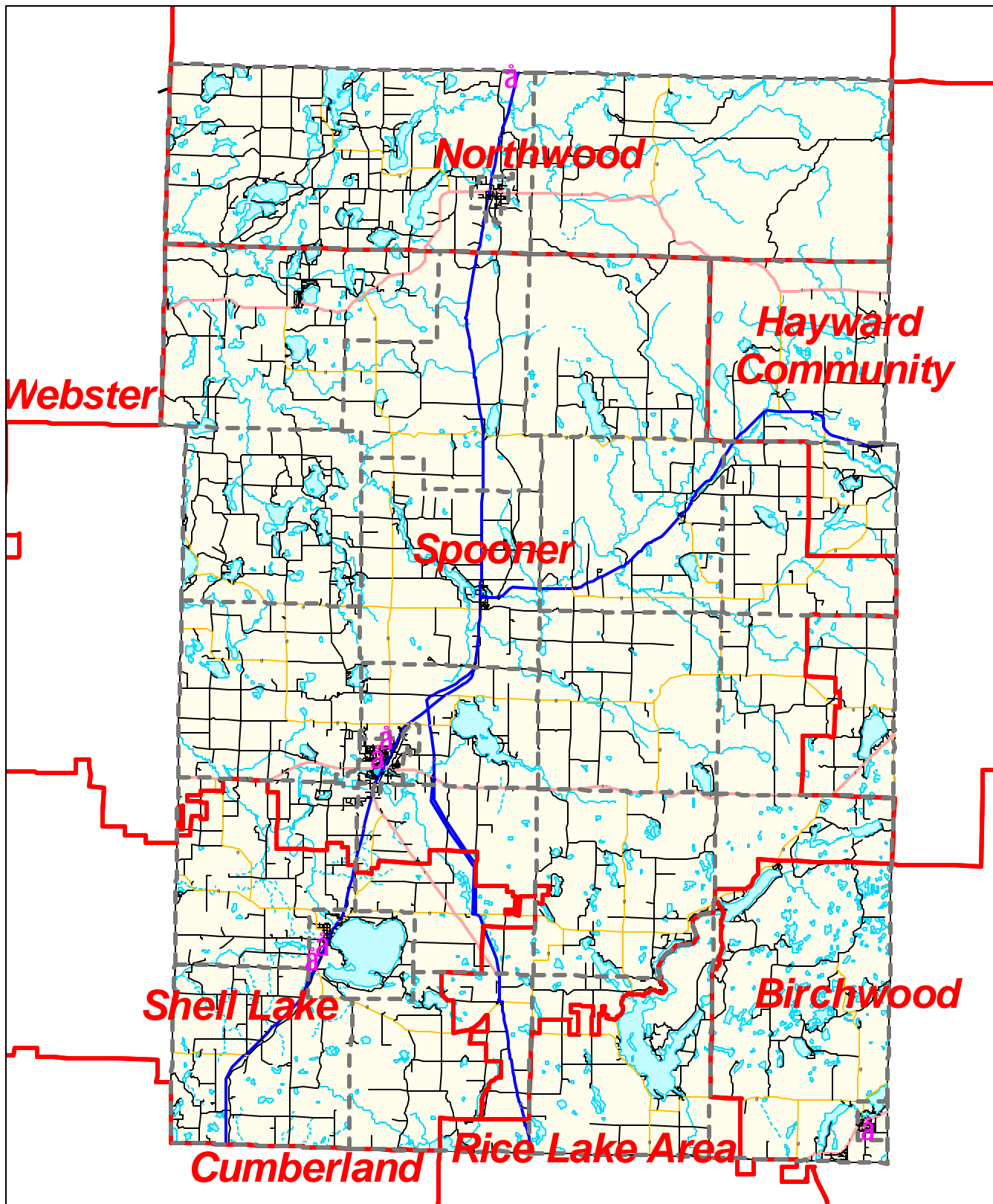


Utilities - Washburn County



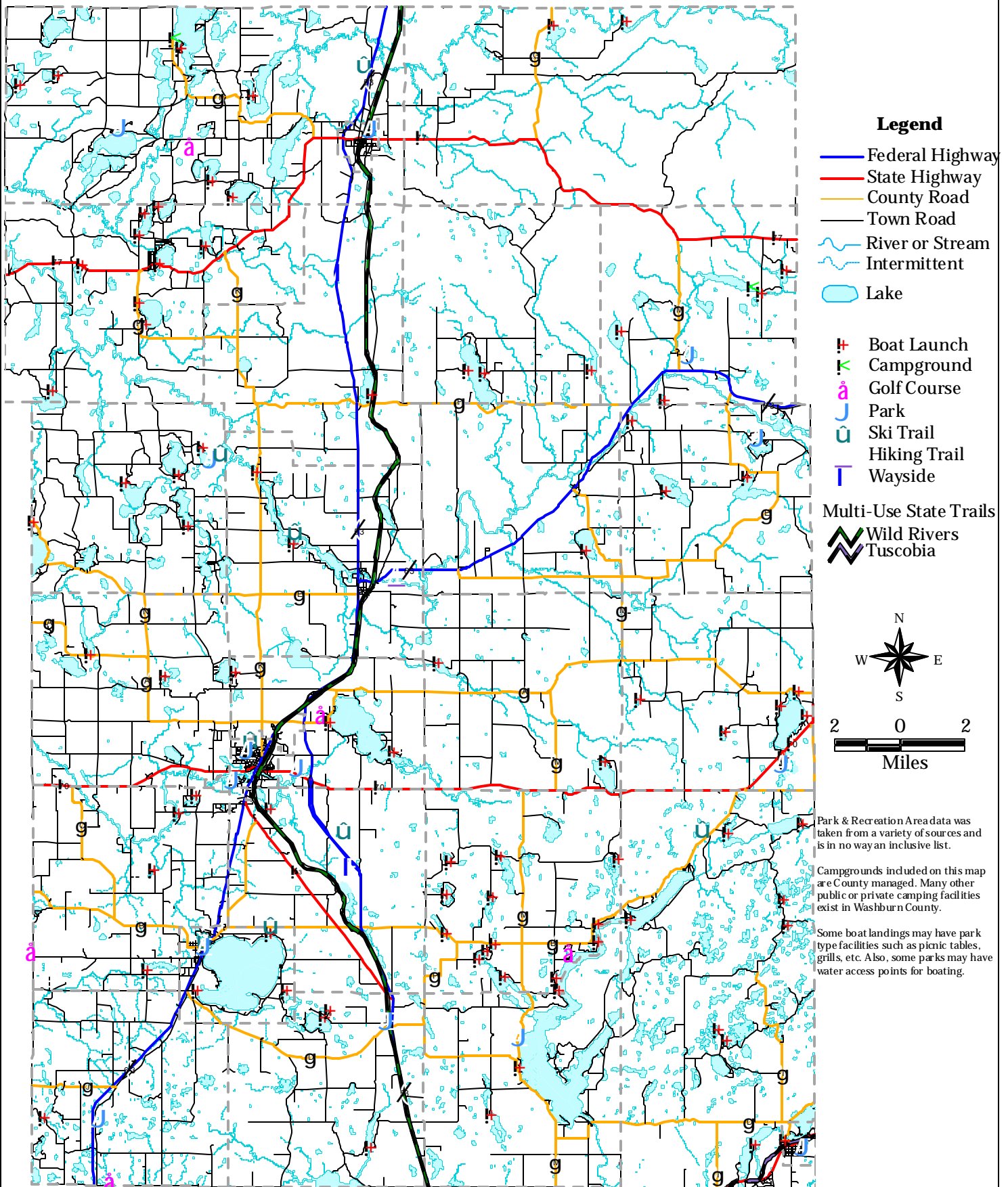
Source: Road Layer compiled from TigerLine files.
Cell Tower data from FCC. All other Utility information
from Wisconsin PSC.

School Districts - Washburn County



• Schools

Park & Recreation Areas - Washburn County



Element 5

NATURAL, AGRICULTURAL, & CULTURAL RESOURCES

5.1 NATURAL RESOURCES

Importance of the Community Natural Resource Base

The natural resource base of the Town of Gull Lake is intimately linked to land use. The community's natural resource base impacts activities such as farming and forestry and the quality and quantity of natural resources directly influences the productivity and sustainability of land use activities. Residential development is greatly influenced by the presence of natural attributes such as woodlands, lakes, rivers, and wildlife, which attract both residents and visitors to the community. Furthermore, community economy is linked to revenues generated through tourist expenditures and agricultural productivity, both of which rely on the continued viability of community natural resources.

Due to the interconnectedness of land use and community natural resources and the role natural resources play in defining community character, it is important that community planning emphasize resource sustainability and protection of sensitive environmental features.

The maintenance of future natural resource quality and quantity is a priority for the Town of Gull Lake. The town will work to ensure that land-disturbing activities will not generate negative impacts to air, land, wildlife, and water.

Background

The Town of Gull Lake encompasses approximately 23,168 acres in the northeastern corner of Washburn County. Gull Lake was part of Veazie from 1883 through 1904 when Gull Lake officially became a town. Gull Lake may have been named by early settlers that saw several sea gulls fly over the lake (Gull Lake).

Topography

The Town of Gull Lake is located within both the Central Plains and Northern Highland geographic provinces of Wisconsin; a region that is characterized by low to moderate topographic relief. Surface elevations in Gull Lake range from a maximum of approximately 1,377 feet in the far southwestern corner of the town, north of CTH F, to a minimum of approximately 1,098 feet at Gull Lake. Topography and slope are depicted in Map 5.1.

Slopes

Steeply sloping lands can present challenges or pose as barriers to development. Steepness of topography is commonly expressed as percent slope (vertical rise /horizontal run x 100). As a general rule, slopes in excess of 20 percent are of greatest concern for any land disturbing activity. Steep slopes do not necessarily preclude all forms of development; although, costly engineering and site preparation/mitigation measures are required in order to minimize potential adverse impacts. Potential problems associated with development of excessively sloping lands include erosion and slope stability.

Slopes in the Town of Gull Lake range from level to nearly **40 percent**. The steepest slopes are found in the moraines of the western one-third of the town. The principal land use in these areas is currently woodlands. Any proposed future development of these lands will require consideration of site-specific topographic constraints.

Soils

An understanding of local soils is a critical component of land use planning. Soil conditions influence productivity of agricultural lands and forests and may pose obstacles to land and infrastructure development. Soil factors such as wetness, drainage capacity, strength, and depth to bedrock all influence soil suitability for land uses. In order to evaluate soil suitability for land uses, soil criteria for each use must be well defined and the suited soil regions must be identified.

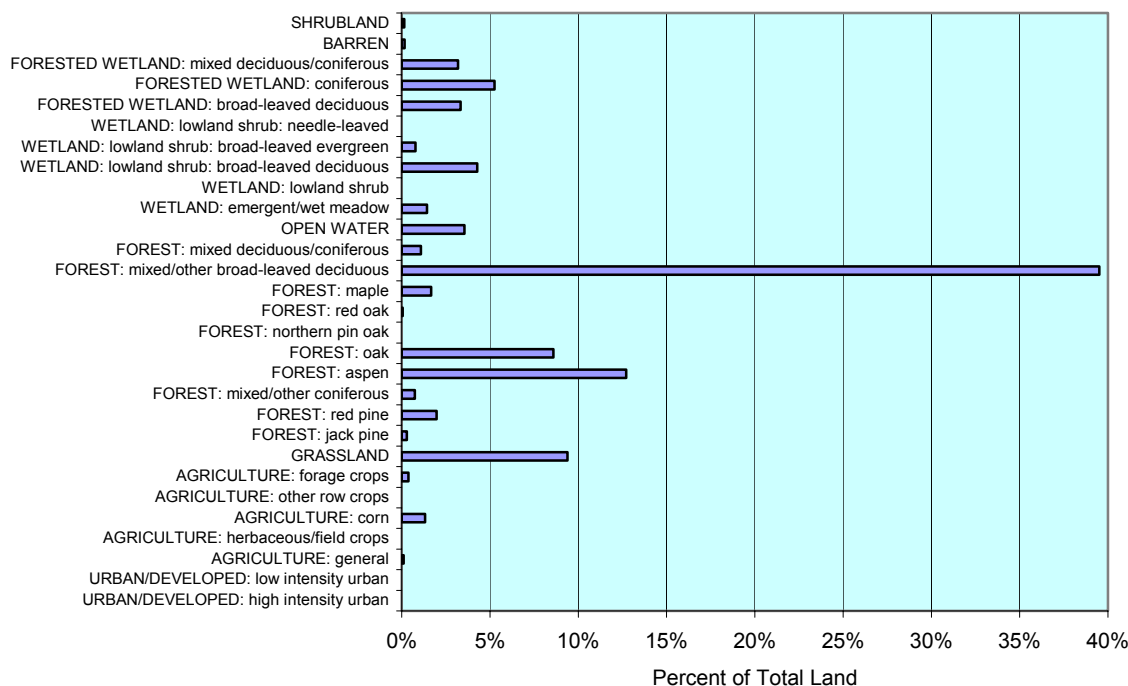
Soil properties which limit land uses or restrict land use activities are referred to as ‘limitations’ or ‘limiting factors’. Different soil types vary widely in terms of their distribution and limitations for specified uses. The spatial distribution of soils in the Town of Gull Lake have been inventoried and mapped by the Natural Resource Conservation Service (NRCS) and soil properties identified. Soil limitations for specified uses are defined as “slight”, “moderate”, or “severe”. Soils rated with severe limitations have one or more properties that are generally considered unfavorable for the specified land use or activity. A “severe” rating implies that substantial cost may be incurred through special designs or construction practices, remediation, or soil maintenance practices in order to overcome the limitation. Soils that exhibit these limitations should therefore generally be avoided, and development should be guided into more appropriate locations.

While soil inventory and interpretation does provide an accurate representation of soil characteristics at the local level, this data should not supplant the evaluation of individual site soil characteristics; therefore, the following soil information should be used as a general guide for local officials, planners, citizens, and developers. Soil types are portrayed in Map 5.2 and soil limitations are depicted in Map 5.3.

Land Cover

Land cover information for the Town of Gull Lake was obtained from the WISCLAND (Wisconsin Initiative for Statewide Cooperation on Land Cover Analysis and Data) data set. This data represents surface vegetation, open water, and urban area delineation based on interpretation of dual year satellite imagery. The data presents a generalized view of community land cover and should not replace individual site examination. WISCLAND land cover is depicted in Map 5.4.

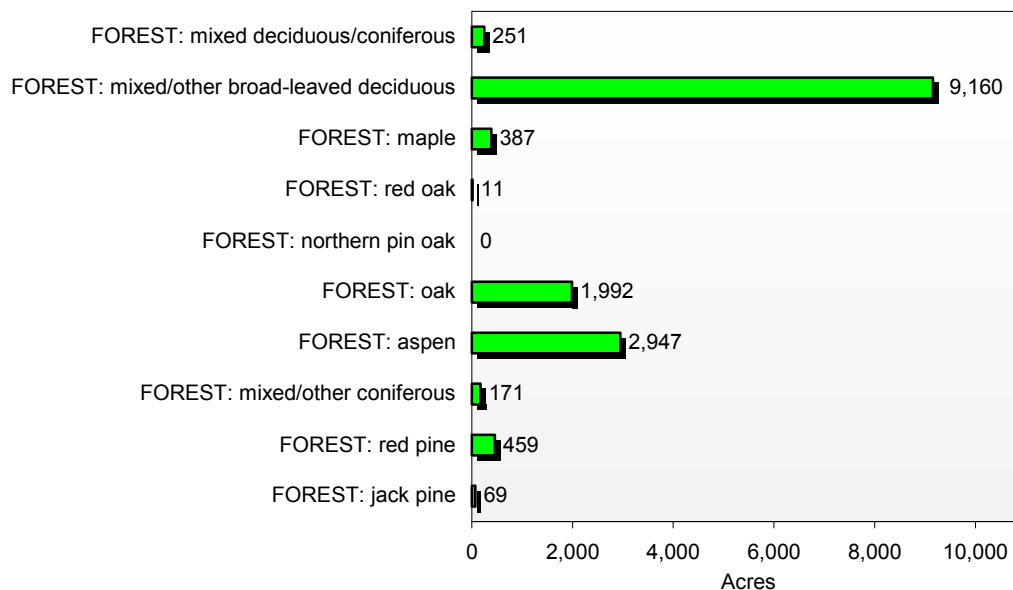
FIGURE 5.1 Land Cover Class by Percent of Total Area



Forest Resources

Forests are one of the most defining characteristics of northern Wisconsin. These resources represent significant cultural, social, environmental, and economic assets to citizens and communities. Forests provide a range of benefits including wildlife habitat, forest products, recreational opportunities, aesthetics, and other benefits. They are also very important to protect and enhance water quality.

Figure 5.2: Forest Cover Types, Approximate Area



Source: GIS analysis using WISCLAND data set

The dominant forest cover type in the Town of Gull Lake is mixed/other broad-leaved deciduous, which comprises nearly 10,000 acres of the total forested area.

The majority of the forestland in the Town of Gull Lake is currently under public ownership. Washburn County Forest property in the Town of Gull Lake comprises about 60 percent of the town's total acreage, encompassing the northern three-quarters of the town. There are approximately 40 acres of industrial forestland located within the town.

County-Owned Forest Lands

There are approximately 13,950 acres of county-owned forest lands in the Town of Gull Lake.

State-Owned Forest Lands

There are no state-owned lands in the Town of Gull Lake.

Federally Owned Lands

There are no federally owned lands in the Town of Gull Lake.

Surface Water Resources

Water resources in the Town of Gull Lake are environmentally, socially, and economically significant. These resources represent unique and complex environments supporting a wide range of biological diversity.

Surface water resources represent central components of natural environmental corridors, creating a natural organizational framework for Washburn County, linking communities to each other and to the environment. The corridors are centered on the water bodies, wetlands, and woodlands and contain some of the most critical plant and animal habitat in the county.

Water resources represent one of the most significant factors in defining the “northwoods” character of northern Wisconsin. Results of the comprehensive planning survey indicate that water resources are important recreational assets. Lakes, rivers, and streams provide residents and visitors with recreational opportunities and provide economic benefits through tourism and development.

Over the past 30 years, nearly two-thirds of all lakes ten acres and larger were developed in northern Wisconsin. Continuing pressures are being placed on water resources and the number of people using these resources continues to grow annually.

The quality and quantity of surface water resources is correlated to land use activities, and land use change is a primary factor causing water quality and habitat degradation in northern Wisconsin's surface waters. The intensity of the activity is also a vital land use characteristic related to water quality as issues such as livestock density, septic system density, traffic density, or proportion of impervious surfaces can influence the quality of surface water resources.

Water Quality

Surface water resources have been evaluated and numerically rated for water quality, fish, wildlife, and aesthetic values by the Wisconsin Department of Natural Resources. Some water

bodies were proposed for designation under Chapter 102, Wisconsin Administrative Code, (Water Quality Standards for Wisconsin Surface Waters), as Outstanding Resource Waters (ORW). Such a designation allows for special protection under NR 102. ORW resources were rated as having high quality values associated with water quality, fish, wildlife, and aesthetic characteristics. Exceptional Resource Waters (ERW) resources are similar to ORW's in characteristics but did not score as high in the ranking system and were not included in NR 102 revisions. ORW waters get the highest protection possible under Wisconsin law, with no water degradation allowed in the future. Any discharges into ORW waters must be as clean as the background water quality. Table 5.1 lists all designated ORW and ERW waters located in Washburn County.

Table 5.1: ORW & ERW Waters Located in Washburn County

Water Resources	Status	Municipality
Bass Lake (T40N-R10W-Sec. 17)	ORW	Bass Lake
Beaver Brook	ORW	Beaver Brook
Long Lake	ORW	Long Lake
Middle McKenzie Lake	ORW	Casey
Namekagon River	ORW	Bass Lake-Chicog-Springbrook-Trego
S. Fork Bean Brook	ORW	Stone Lake
Sawyer Creek	ORW	Bashaw
Dago Creek	ERW	Evergreen
Shell Lake	ORW	City of Shell Lake
Stone Lake (T39N-R10W-Sec. 24)	ORW	Stone Lake
Chippanazie Creek Tributary (T41N-R10W-Sec. 9 to 16)	ERW	Stinnett
Chippanazie Creek	ERW	Stinnett
Crystal Brook	ERW	Madge
Dahlstrom Brook	ERW	Bashaw
Godfrey Creek	ERW	Stone Lake
Gull Creek	ERW	Gull Lake
Little Bean Brook	ERW	Bass Lake
McKenzie Creek	ERW	Casey & Chicog
Namekagon River Tributary (T41N-R13W-Sec. 18)	ERW	Casey, Chicog, & Brooklyn
Shell Creek	ERW	Minong
Spring Brook	ERW	Springbrook
Whalen Creek	ERW	Trego
Yellow River Tributary (T38N-R13W-Sec. 4)	ERW	Bashaw
Yellow River Tributary (T39N-R12W-Sec. 31)	ERW	City of Spooner

Source: Wisconsin Department of Natural Resources

Surface water resources for the Town of Gull Lake are depicted in Map 5.5.

Section 303(d) of the Federal Clean Water Act requires the State of Wisconsin to periodically prepare a list of all surface waters in the state for which beneficial uses of the water – such as for

drinking, recreation, aquatic habitat, and industrial use – are impaired by pollutants. These are water quality limited lakes, rivers, and streams that do not meet surface water quality standards and are not expected to improve within the next two years.

Waters placed on the 303(d) list require the preparation of Total Maximum Daily Loads (TMDLs), a key tool in the work to clean up polluted waters. TMDLs identify the maximum amount of a pollutant allowed to be released into a waterbody so as not to impair uses of the water and allocate that amount among a variety of sources.

Currently, five lakes in Washburn County are classified as 303(d) waterbodies, based on elevated levels of mercury. These lakes include:

- Gilmore Lake (Minong Twp.)
- Harmon Lake (Madge Twp.)
- Minong Flowage (Minong Twp.)
- Silver Lake (Brooklyn Twp.)
- Spring Lake T40 R11W S25 (Springbrook Twp.)

Each of these waterbodies has a low priority ranking under the State of Wisconsin Priority Watershed Program, which provides grants to local governmental units in both urban and rural watersheds selected for priority watershed projects.

Watersheds

A watershed can be defined as interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. The Wisconsin Department of Natural Resources has transitioned its resource management approach to utilize watershed boundaries rather than political or social boundaries.

Three watersheds encompass the Town of Gull Lake. Most of the town lies within the Trego Lake/Middle Namekagon River watershed. The Totogatic and Lower Namekagon River watersheds make up a small portion of the northwest corner of the town. All three watersheds are included within the St. Croix River Basin. Washburn County watersheds are depicted on Map 5.6.

Town of Gull Lake, Lake Characteristics

Within the Town of Gull Lake exist 7 named and 21 unnamed lakes, with slightly over 28 miles of shoreline. Town lakes are relatively shallow, with an average maximum depth of 11 feet in named lakes. The deepest lake in the town (21 feet) is unnamed lake (30-6), Township 41N Range 11 West, Section 30. Unnamed lakes in the Town of Gull Lake average less than five acres in size.

Table 5.2: Named Lakes

Name	Location Sec. T-N R-W	Surface Acres**	Maximum Depth	Miles of Shoreline**	Miles of** Public Shoreline	Percent of Private Shoreline
Deer Lake	35-41-11	22.3	7	1.00	0	100
Fish Lake	4-41-11	11.9	9	0.76	0.76	0
Gardner Lake	32-41-11	36.7	15	1.27	0.02	98
Gull Lake	33-41-11	510.6	19	5.64	0.04	99
Hay Lake	25-41-11	78.7	9	2.13	0.08	96
Rainy Lake	3-41-11	15.0	11	0.88	0.88	0
Taylor Lake	4-41-11	11.3	8	0.83	0.83	0

Source: Washburn County Lakes Classification

**These figures represent acres, miles of shoreline and miles of public shoreline of entire water body, which may cross jurisdictional boundaries.

Lake Types

Lakes in the Town of Gull Lake are classified as spring lakes, seepage lakes, or drainage lakes.

Spring Lakes: have both an inlet and outlet where the main water source is stream drainage.

Seepage Lakes: do not have an inlet or an outlet, and only occasionally overflow. As landlocked water bodies, the principal source of water is precipitation or runoff, supplemented by groundwater from the immediate drainage area.

Drainage Lakes: have no inlet, but like spring lakes, have a continuously flowing outlet. Their primary source of water is from precipitation and direct drainage from the surrounding land.

Lakes Classification System

The Washburn County Lakes Classification System was developed as a way to assess county surface water resources based on the characteristics of individual water bodies. Lakes in Washburn County were evaluated based on the following criteria: (see Appendix C for descriptions).

Lake surface area
Maximum depth
Lake Type

Size of the watershed
Shoreline Development Factor (SDF)
Development density

Each one of the evaluation criteria for each lake received a score from 0 to 3, based on individual lake characteristics. The total sum of all scores is referred to as the vulnerability ranking, which ranges from 0 to a possible score of 24. These rankings are used to then define the lake classification assigned.

<u>Overall Vulnerability Ranking</u>	<u>Lake Classification</u>	<u>Protection Level</u>
Score of 13 and greater	1	Minimum
Score of 10 to 12	2	Moderate
Score of 9 or less	3	Maximum

The Washburn County shoreland zoning ordinance regulates development on all county waterways, including surface waters in the Town of Gull Lake.

Table 5.3: Lakes Class & Development Standards

Name	Score	Class	Lot Area per Single Family Unit	Minimum Lot Area	Minimum Shoreline Setback ¹	Vegetation Removal ²	Minimum Side Yard Setback ³	Minimum Rear Setback
Deer Lake	8	3	300'	3 Acres	100' / 125**	30'/75'	30'/90'	40'
Fish Lake	7	3	300'	3 Acres	100' / 125**	30'/75'	30'/90'	40'
Gardner Lake	7	3	300'	3 Acres	100' / 125**	30'/75'	30'/90'	40'
Gull Lake	13	1	150'	30,000 ft ²	75' *	30'/50'	10'/30'	40'
Hay Lake	12	2	200'	80,000 ft ²	100' *	30'/75'	20'/60'	40'
Rainy Lake	6	3	300'	3 Acres	100' / 125**	30'/75'	30'/90'	40'
Taylor Lake	7	3	300'	3 Acres	100' / 125**	30'/75'	30'/90'	40'

Source: Washburn County Zoning Ordinance

Perennial and Intermittent Rivers, Creeks, and Streams

Riparian surface features such as rivers, creeks, and streams represent unique and diverse natural systems. The quality and quantity of these resources is intimately linked to land use and human activities.

There are two kinds of streams, perennial and intermittent. Perennial streams flow throughout most (>50%) of the year. Intermittent streams usually flow only after rainstorms or snowmelt and are, therefore, dry most of the year. Intermittent streams must be protected because they channel runoff into perennial streams and lakes and may become part of the aquatic ecosystem when water flows in them.

There are approximately 23 miles of rivers, creeks, and streams in the Town of Gull Lake. Both **Gull Creek** and **Spring Creek** are classified as a Class 1 trout streams. These are high quality trout waters, which have sufficient natural reproduction to sustain populations of wild trout at or near carrying capacity.

Other Named Rivers and Streams in the Town of Gull Lake:

Frog Creek

Hay Creek

Floodplains

Floodplains are lands adjacent to rivers or streams, which are subject to periodic, recurring inundation by water. Due to the flood-prone nature of these lands, development and other land use activities within this zone are strongly discouraged. Appropriate land uses for these areas would consist of resource protection and wildlife habitat uses.

¹ Minimum Shoreline Setbacks Class I –100' lakes, 125' rivers. Setback averaging per section 271(1) Washburn County Zoning Ordinance applies to Class I and II.

² Vegetation Removal = Removal Corridor/feet from Ordinary High Water Mark (OHWM)

³ Minimum Side Yard Setback = Feet Off One Side/ Feet Total Both Sides

Flood Hazard Assessment

The Federal Emergency Management Agency (FEMA) has defined areas of flood susceptibility in the Town of Gull Lake. The Flood Hazard Boundary Map (FHBM) series for Washburn County depicts these flood zones as shaded areas. Flood prone areas were determined by statistical analyses of records of river flow, and rainfall information obtained through consultation with the community, floodplain topographic surveys, and hydrologic and hydraulic analyses.

Washburn County has adopted flood plain regulations that apply to all bodies of water in the county. Determination as to whether a building site is located in a flood plain must be made through zoning office review of flood plain maps or through field verification of flood boundary.

Flood plains in the Town of Gull Lake are depicted in the Map 5.7.

Groundwater

Groundwater is a critical resource for Washburn County and for Wisconsin. It is the main source of drinking water for 70 percent of Wisconsin residents and 95 percent of Wisconsin communities.

Groundwater Quantity

Under natural conditions, a balance existed between the volume of water entering an aquifer and the volume of water being discharged from an aquifer. With the development of water wells, the natural balance between recharge rates and discharge rates was disrupted. In Wisconsin, the overall groundwater supply has been depleted due to increased discharge. Natural fluctuations in groundwater supply can occur due to droughts or natural seasonal precipitation fluctuations.

Groundwater Quality

The quality of natural groundwater varies by location. As groundwater passes through natural sediments, naturally occurring chemicals may become deposited in the water. While naturally occurring groundwater contamination is generally mild, human-induced contaminants can make groundwater supplies unusable. The quality of groundwater is directly related to land use activities. The application of fertilizers, chemical spills, urban runoff, and non-point pollution can contribute to decreased quality of groundwater reserves.

Groundwater Depth and Contamination Susceptibility

Groundwater depths (see Map 5.8) in the Town of Gull Lake range from 0-20 feet in the eastern part of the town to 50 feet or greater in the higher elevations of the western part of the town. Groundwater contamination susceptibility corresponds to groundwater depth (see Map 5.9), with shallow groundwater depths being the most vulnerable areas for potential contamination. These areas are of significant concern in relation to the installation of conventional septic systems.

Environmental Corridors

Environmental Corridors are defined by the Wisconsin Department of Natural Resources as: *“Linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that ensure biological diversity. Environmental corridors are often associated with rivers and streams.”*

Natural benefits provided by environmental corridors include air filtration, erosion control, and improved water quality. In addition, these natural features benefit the overall quality of life in the area and reduce the need for more expensive man-made solutions to water quality issues.

Many areas within these corridors provide important habitats for land and aquatic plants and animals. Connected habitats are superior to disjointed habitats and larger habitats are better for ensuring the survival of a species than smaller areas. Ensuring these corridors can continue to work as a system and the relationships between plants, insects, animals, land, and water continue to function properly are critical to environmental health and continued biological diversity.

The impacts and benefits of these corridors are not limited to one community or the responsibility of one jurisdiction. These areas follow natural boundaries and do not stop at political boundaries. Coordination among communities/jurisdictions is necessary in order to achieve the environmental, economic, cultural, community building, and health benefits, which can be attributed to these natural features.

Wetlands

Wetlands represent one of the most unique and diverse elements of the natural community. Defined by the presence of water and water-loving vegetation, these communities support a range of plants and animals adapted to survive and thrive in this wet environment, including many threatened and endangered species.

These environments provide additional benefits through the services they provide.

- Wetlands act as natural filters removing nutrients and chemicals from the water and are often constructed as bio-engineered water filtration devices used to treat and cleanse municipal wastewater or urban runoff.
- Wetlands serve as natural flood control devices by intercepting and holding water, a service that reduces flood risk to local communities.
- Wetlands also serve as groundwater recharge supplies for Washburn County communities.
- Wetland vegetation serves to stabilize streambanks and watercourses. This action reduces overall soil erosion and protects water quality by reducing siltation and sediment loads.

The United States Army Corps of Engineers, the Wisconsin Department of Natural Resources, and local zoning codes regulate wetlands. Section 404 of the Clean Water Act establishes a program to regulate the discharge of dredged and fill material into waters of the state including wetlands and is the primary federal regulatory program for wetlands.

Article 27 (Shoreland Regulations) of the Washburn County Zoning Ordinance regulates the use/alterations of wetlands in the county. The regulations contained within this document apply to all lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or

flowage and those lands within 300 feet of the ordinary high-water mark of any navigable river or stream.

Wetland boundaries have been delineated by the Wisconsin Department of Natural Resources. The Wisconsin Wetland Inventory (WWI) displays all wetland areas within Washburn County, which are less than five acres in size.

Washburn County has 518,236 surface acres, of which 79,140 acres are wetlands. Based on the WWI data, the Town of Gull Lake has approximately 4,179 acres of wetlands (wetlands five acres and larger).

The majority of wetlands in the Town of Gull Lake are classified as *forested wetlands*, which include bogs and forested floodplain complexes, and are characterized by trees 20 feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash, and silver maple. *Scrub/Shrub* wetlands are common in the town. These communities include bogs and alder thicket and are characterized by woody shrubs and small trees such as tag alder, bog birch, willow, and dogwood. Wetlands are depicted in Map 5.7.

Table 5.4: Wetland Types⁴

Name	Approximate Acres
Forested	2,797
Scrub/Shrub	1,207
Emergent/Wet Meadow	39
Aquatic Bed	136
APPROXIMATE TOTAL	4,179

Resources of Concern

The Town of Gull Lake provides habitat for many species of wildlife, including rare, threatened, or endangered species of plants and animals. These critical resources have been documented by the Wisconsin Department of Natural Resources as part of the Natural Heritage Inventory Program. The specific location of endangered resources is confidential.

Plants and animals threatened with extinction are protected under federal and state endangered species legislation. Protection is not limited to only the individual species but includes protection of habitat critical to the species' survival.

Natural Heritage Inventory List for the Town of Gull Lake:

Birds	Scientific Name	Status
<i>Bald Eagle</i>	<i>Haliaeetus Leuccephalus</i>	<i>Special Concern</i>
Communities	Site	
<i>Lake-Soft Bog</i>	<i>Lost Lake Acid Bog</i>	
<i>Open Bog Lost</i>	<i>Lake Acid Bog</i>	

⁴ Based on Wisconsin Wetland Inventory data, 5-acre minimum mapping unit.

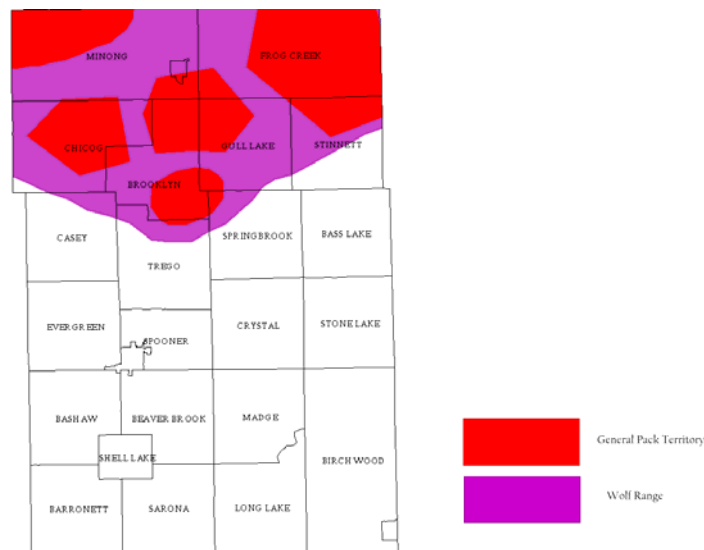
Other endangered, threatened, or rare species or communities may also occur within the Town of Gull Lake. Locations of these critical resources are mapped to the section level in order to protect the security of these resources.

Timber Wolves (*Canis lupus*)

Once classified as an endangered species, the Timber Wolf has successfully re-colonized portions of its former home range in northern Wisconsin, including parts of Washburn County. Wolves were officially reclassified to “threatened” status in Wisconsin in 1999 and may be delisted (in Wisconsin) in the near future.

Most of the Town of Gull Lake is considered “probable wolf range” according to the Wisconsin Department of Natural Resources⁵. Information regarding specific pack ranges is not published and the transient nature of these animals combined with large pack territories make specific population estimates difficult in small areas such as townships. Based on WDNR inventory information, wolf packs are known to have home ranges within at least a portion of the Town of Gull Lake.

Figure 5.3: Washburn County Wolf Range and General Pack Territories



Source: Wisconsin Department of Natural Resources

Other endangered, threatened, or rare species or communities may also occur within the Town of Gull Lake. Locations of these critical resources are mapped to the section level in order to protect the security of these resources.

⁵ Gray Wolf Distribution in Wisconsin: Winter 2001-2001

5.2 AGRICULTURAL RESOURCES

Productive Agricultural Lands

Agricultural lands play an important role in defining the character of many Wisconsin communities. While not a considerable land use in each Washburn County community, agriculture is an economically and culturally significant activity in some portions of the county. Wisconsin's Comprehensive Planning legislation requires communities to review and analyze their agricultural land base and to formulate goals, objectives, and policies for preserving prime agricultural lands.

County Agricultural History

Early agricultural activities in Washburn County were primarily focused on providing food supplies to lumber camps. By 1935, there were 1,754 farms producing on 215,316 acres of cropland. Low yields due to poor soil conditions caused many of these operations to fail, and by 1978, nearly 50 percent of the county's farm acreage had been sold for other uses. The greatest losses occurred between 1949 and 1969 when nearly 95,000 acres of agricultural lands were converted to other uses. Agricultural land use trends have continued a downward slide, as reflected by the Agriculture Census for Washburn County, which indicate an additional 2.9 percent decrease in farmland between 1987 and 1997. Agricultural uses have declined countywide, especially in the marginal lands on the sand barrens of the northern and western parts of the county but remain a viable activity on the more productive lands of the southern parts of the county.

The decrease in overall farmland acreage coincides with an increase in the average farm size. Between the years of 1935 and 1997, the average farm size in Washburn County had increased from 122.8 acres to 276 acres, a net increase of nearly 125 percent. This trend mirrors statewide trends towards farmland consolidation and reflects the combining of many smaller family farms into larger enterprises.

Agricultural Trends in the Town of Gull Lake (agricultural assessment data)

The Town of Gull Lake experienced a net decline in overall farmland acreage from 1967 to 2001. Between the years 1967 and 1976, the town lost 908 acres of farmland. During the same period, the town lost two farms. Between 1977 and 2001 the town lost an additional 54 acres of land assessed as farmland. Additional agricultural trend information is found in the Land Use section of the Town of Gull Lake Comprehensive Plan.

Prime Farmland (Washburn County Farmland Preservation Plan)

The Washburn County Farmland Preservation Plan (1982), drafted under the 1977 Wisconsin Farmland Preservation Act, provides detailed statistics, background information, maps, goals, objectives, and policies for farmland preservation. According to the Washburn County Soil Survey, there are no areas considered 'prime farmland' in the Town of Gull Lake.

5.3 CULTURAL RESOURCES

Introduction

Community cultural resources are a significant element in defining local character. Cultural resources may include historic buildings, festivals, cultural groups, entertainment, and viewsheds. This element proposes to identify a number of cultural attributes in the Town of Gull Lake and propose meaningful objectives to the enhancement and protection of town cultural resources.

Cultural Heritage Resources

The Architecture and Historic Inventory (AHI), provided by the Wisconsin Historical Society, does not identify any sites in the Town of Gull Lake.

Archaeological Sites Inventory

The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries known as the Archaeological Site Inventory Database (ASI). Within Washburn County, there are 173 known archaeological sites and cemeteries. These sites may include former campsites, villages, communities, cabins, homesteads, sugar mapping sites, cemeteries and burial mounds, fur trading posts, sawmills, and/or kilns. Of the 173 sites present in the county, none are reported for the Town of Gull Lake.

Historic Preservation Resources

In Wisconsin, there are many laws pertaining to historic properties (including archeological sites, historic buildings and other structures, landscapes, human burial sites and statuary). Several statutes prescribe review processes when governmental actions may affect historic properties, while other statutes provide for the establishment of ordinances and commissions by local units of government, allowing their direct involvement with and review of historic preservation issues in their communities. Other statutes establish incentive programs for preserving or rehabilitating historic properties. Finally, other laws criminalize certain activities affecting historic properties and prescribe the penalties that may result. The State Historical Society of Wisconsin has compiled a listing of the primary state historic preservation laws in Wisconsin.

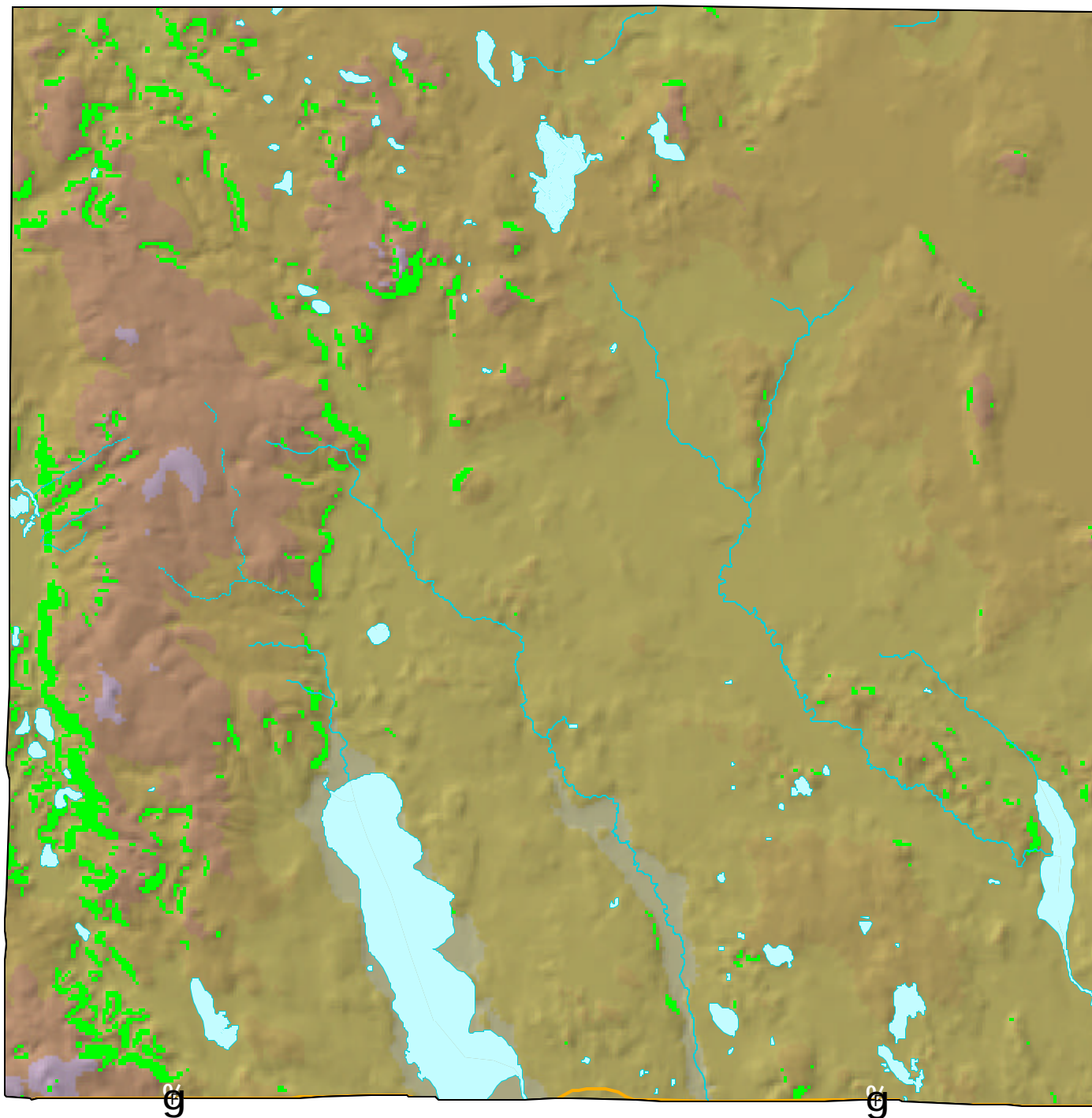
The Wisconsin Historic Preservation Plan 2001-2005 outlines a series of statewide preservation goals and objectives and implementation strategies. Many of the implementation strategies identified within this plan are applicable in the Town of Gull Lake. This plan should be considered in the development of local cultural and historic resource protection initiatives.





Several cultural and historic resource protection initiatives and programs are outlined in the *Guide to Smart Growth and Cultural Resource Planning*, published by the Wisconsin Historical Society. This document outlines the use of tools such as historic preservation ordinances, zoning tools, subdivision controls, building codes and incentive programs to promote historic and cultural resource preservation. The guide is available online from WHS at http://www.wisconsinhistory.org/hp/smartgrowth/smart_manual.asp.

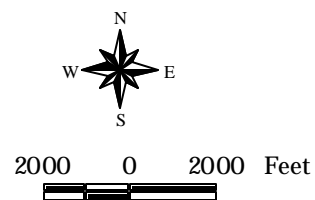
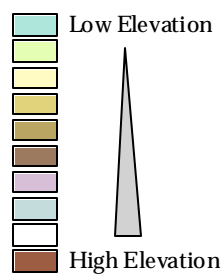
Viewsheds and Scenic Resources

Qualities that characterize the Town of Gull Lake are the picturesque views, common throughout the general vicinity of the town. Accessibility to the views may over time be limited or denied due to private development of land. It should be a planning policy to try and ensure that the characteristic natural landscape features are protected and that views remain accessible to the public. Land use design should consider the natural scenic views during the development review process.

Topography & Slope Town of Gull Lake



-  Federal Highways
-  State Highways
-  County Roads
-  Slope 15% or Greater

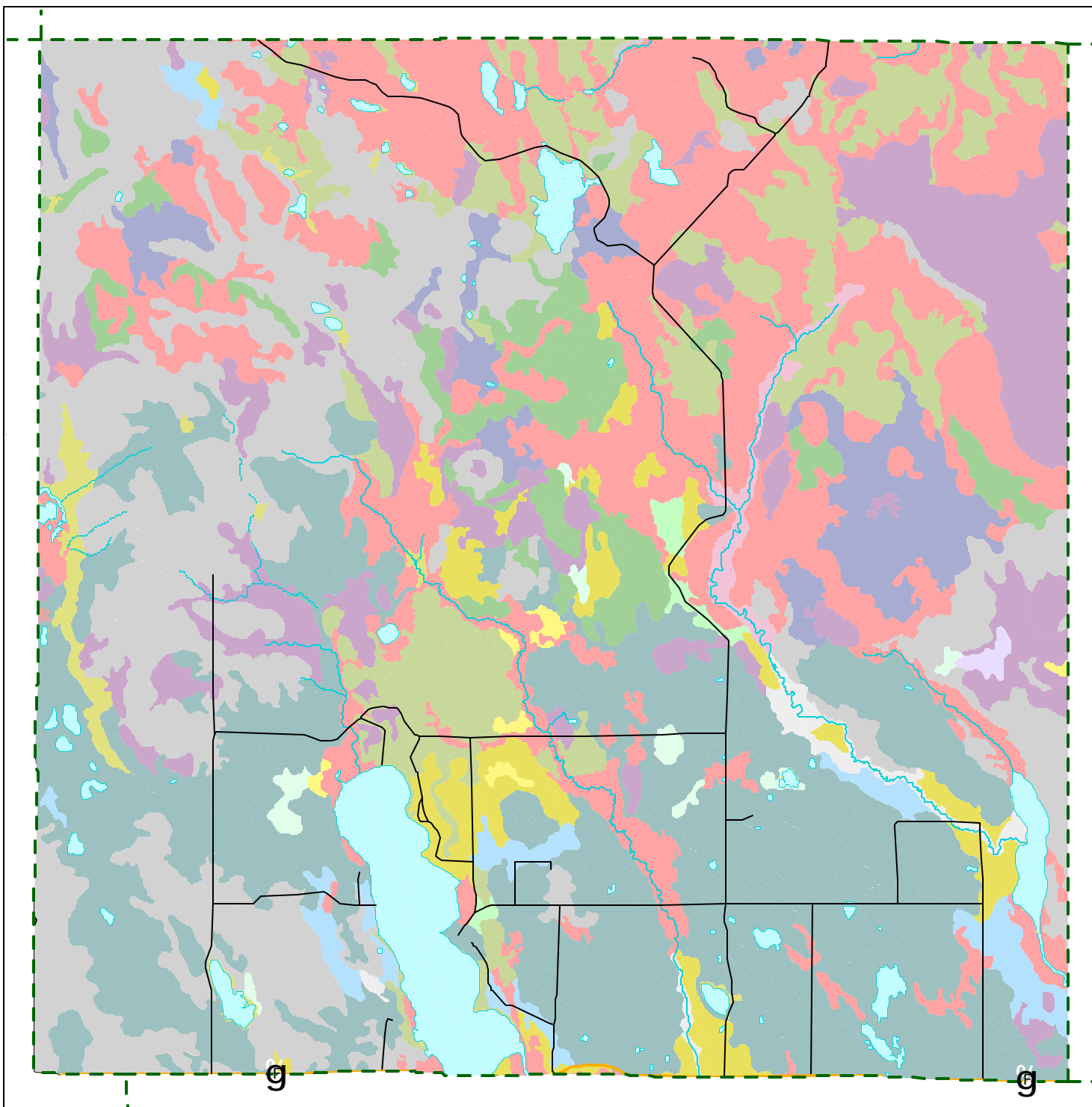


Source: Topography & slope derived from USGS 30-meter DEM.

Map 5.2

Soil Types Town of Gull Lake

2000 0 2000 Feet



- Federal Highways
- State Highways
- County Road
- Local Road
- Lakes & Ponds
- Rivers & Streams

Soil Type

- Bowstring Muck
- Croswell Loamy Sand
- Fremstadt, Stony-cress Complex
- Frogcreek Silt Loam
- Frogcreek-magroc-stinnett Complex
- Frogcreek-stinnett-wozny Complex
- Graycalm-menahga Complex
- Grettum Loamy Sand
- Keweenaw-pence-sarona Complex
- Keweenaw-sayner-vilas Complex
- Lenroot Loamy Sand
- Loxley, Beseman, And Dawson Soils

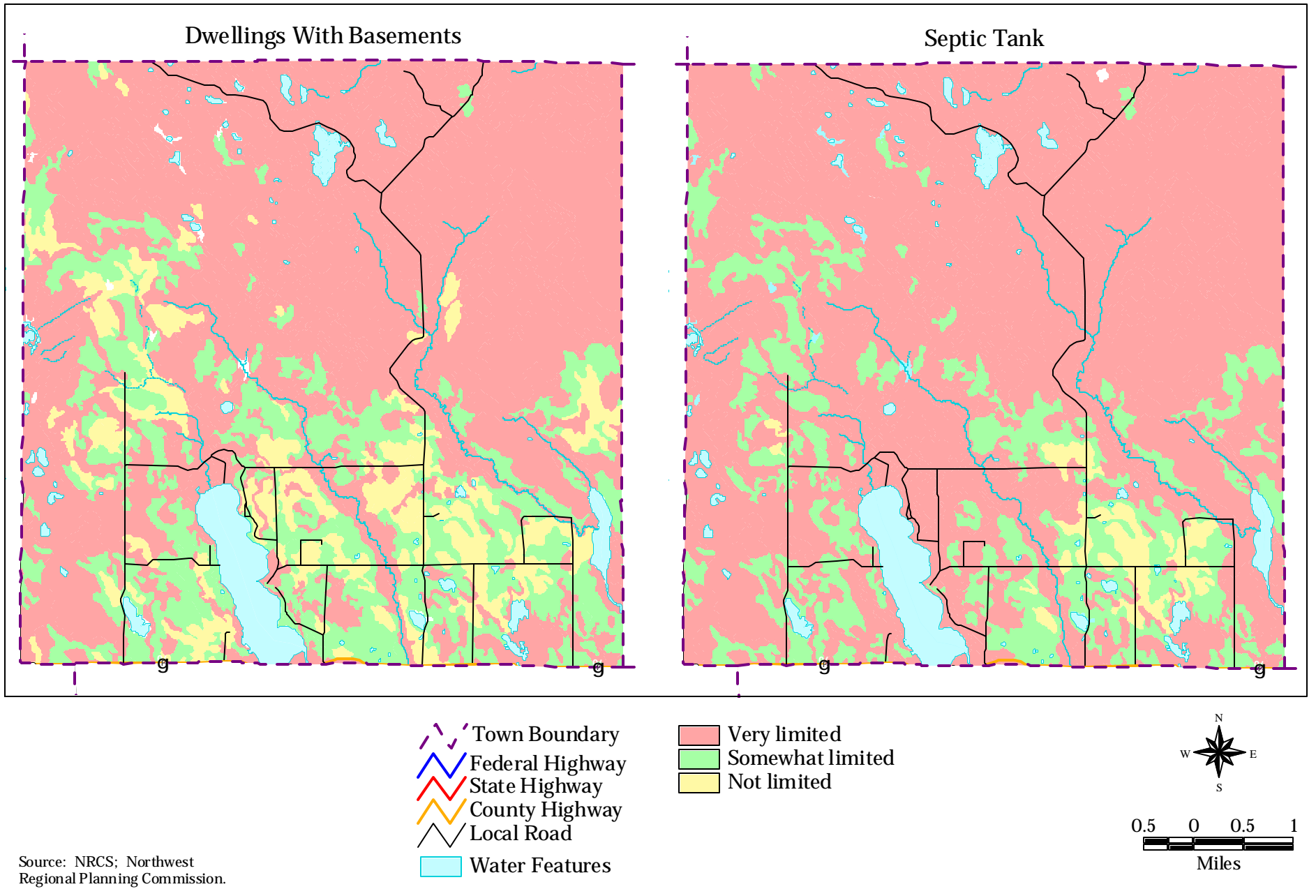
- Lupton, Cathro, And Tawas Soils
- Mahtomedi Loamy Sand
- Manitowish Sandy Loam
- Meehan Loamy Sand
- Menahga And Mahtomedi Soils
- Menahga Sand
- Moodig Sandy Loam
- Newson Muck
- Oesterle Sandy Loam
- Pence And Padus Soils
- Pence Sandy Loam
- Plover Fine Sandy Loam
- Rib-rock Outcrop Complex

- Sayner Loamy Sand
- Seelyeville And Markey Soils
- Spoonerhill, Stony-spoonerhill Complex
- Stanberry Sandy Loam
- Stanberry-pence Complex
- Stanberry-sarona Complex
- Stanberry-stinnett-wozny Complex
- Stinnett Silt Loam
- Totgatic-bowstring-ausable Complex
- Worcester Sandy Loam
- Wozny Muck
- Wurtsmith Loamy Sand

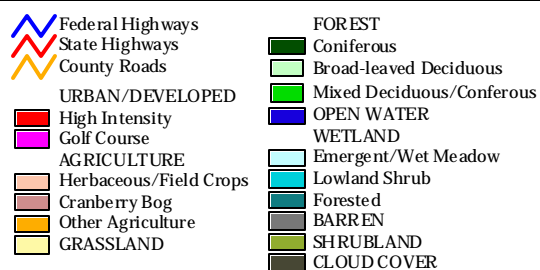
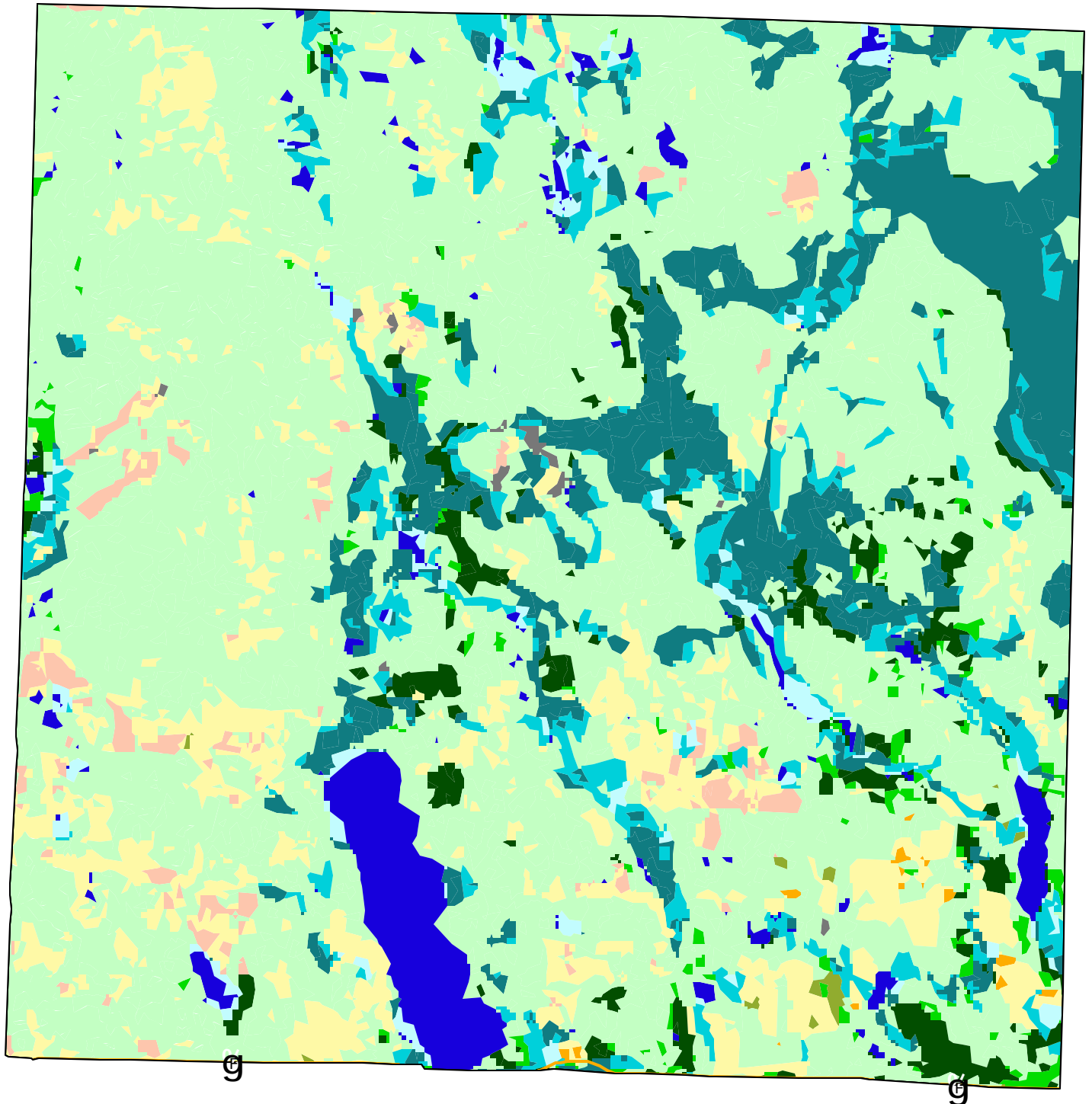
Source: NRCS; Northwest RPC.

Map 5.3

Soil Limitations - Town of Gull Lake



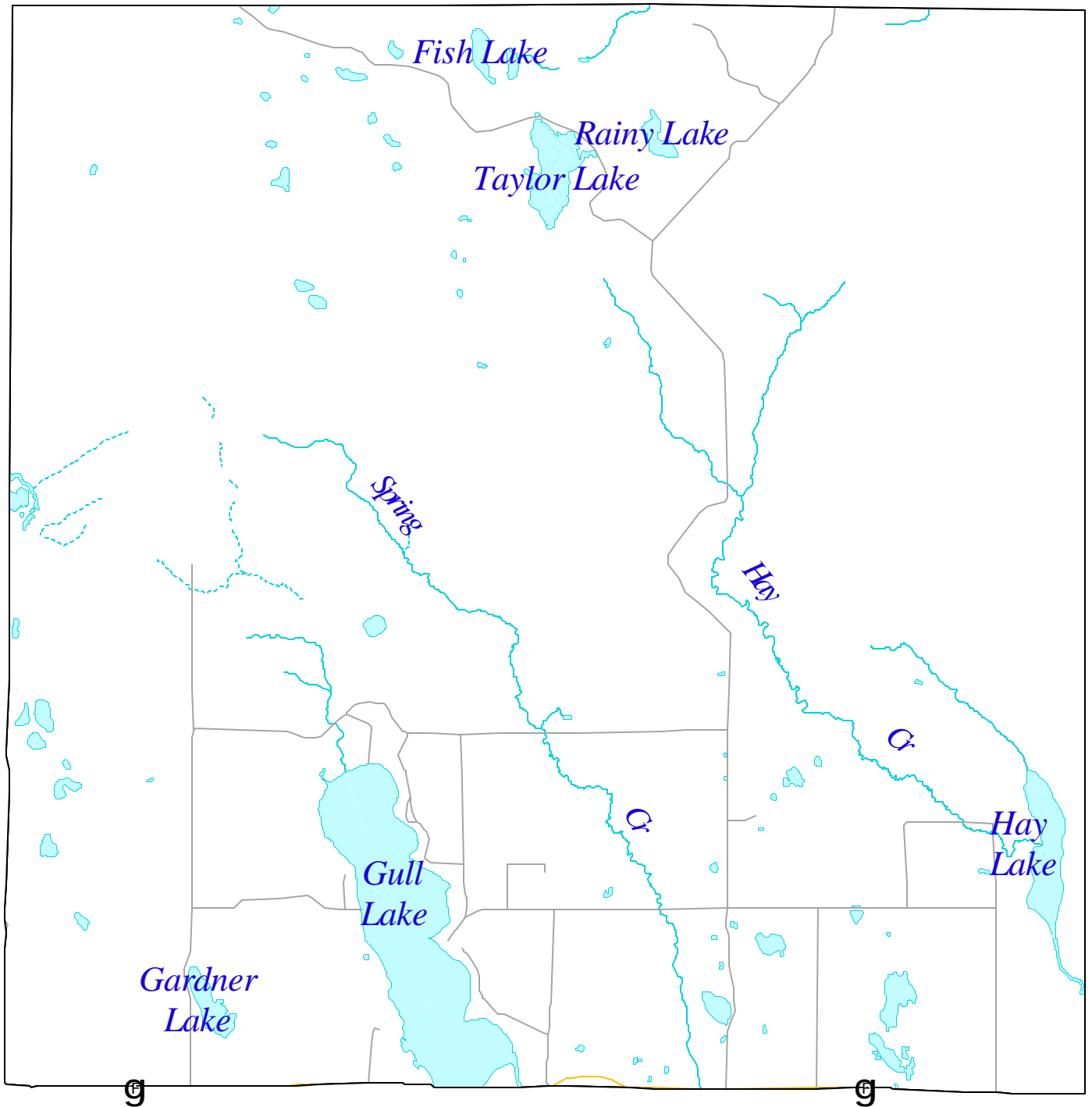
Land Cover Town of Gull Lake



2000 0 2000 Feet

Source: Wisconsin Department of
Natural Resources, Northwest Regional
Planning Commission.

Surface Waters Town of Gull Lake



- Federal Highway
- State Highway
- County Road
- Town Road
- ~ River or Stream
- - - Intermittent
- Lakes & Ponds

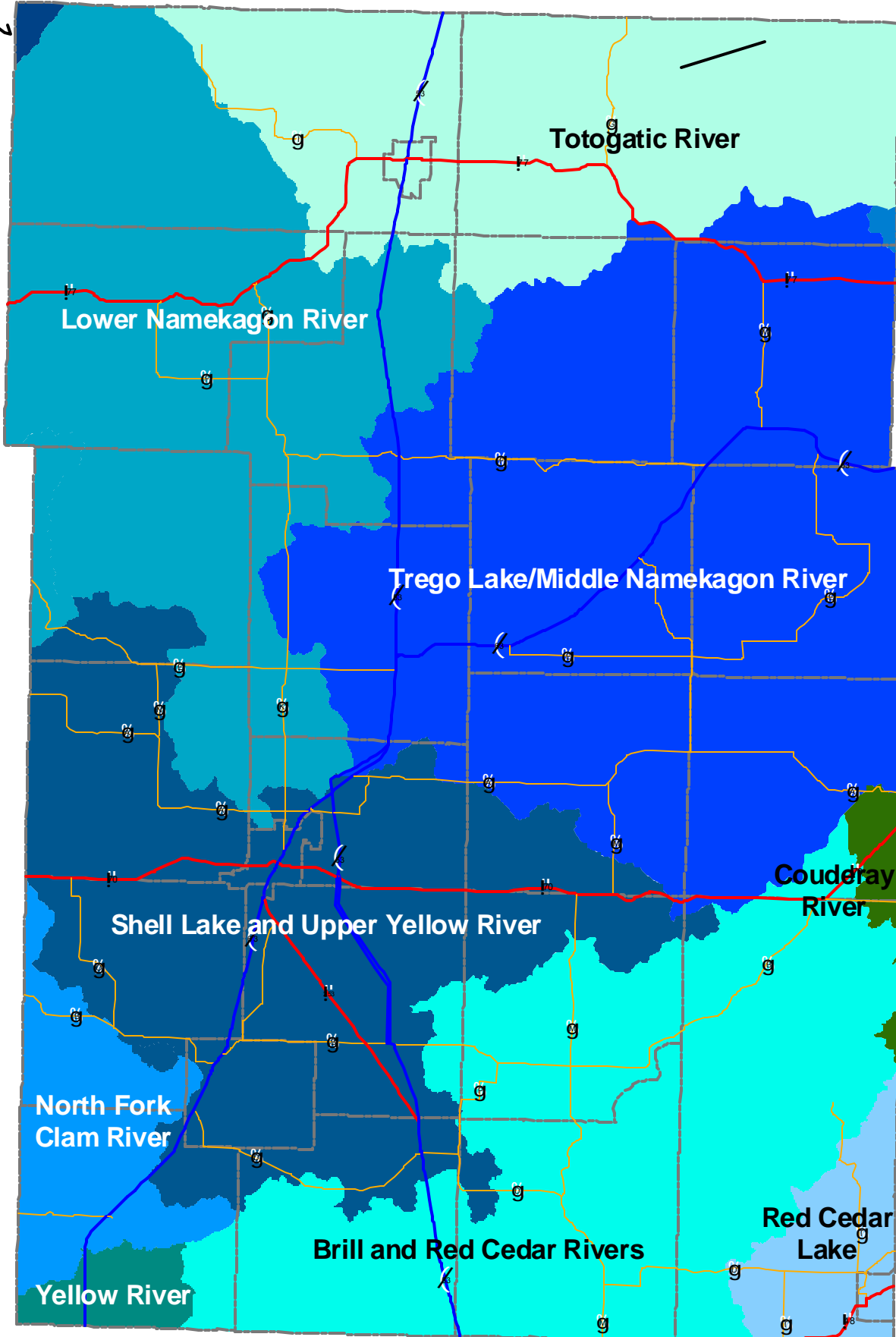


2000 0 2000 Feet

Source: Wisconsin Department of
Natural Resources, Northwest Regional
Planning Commission.

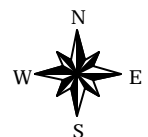
Watersheds - Washburn County

↖ Saint Croix and Eau Claire Rivers



Legend

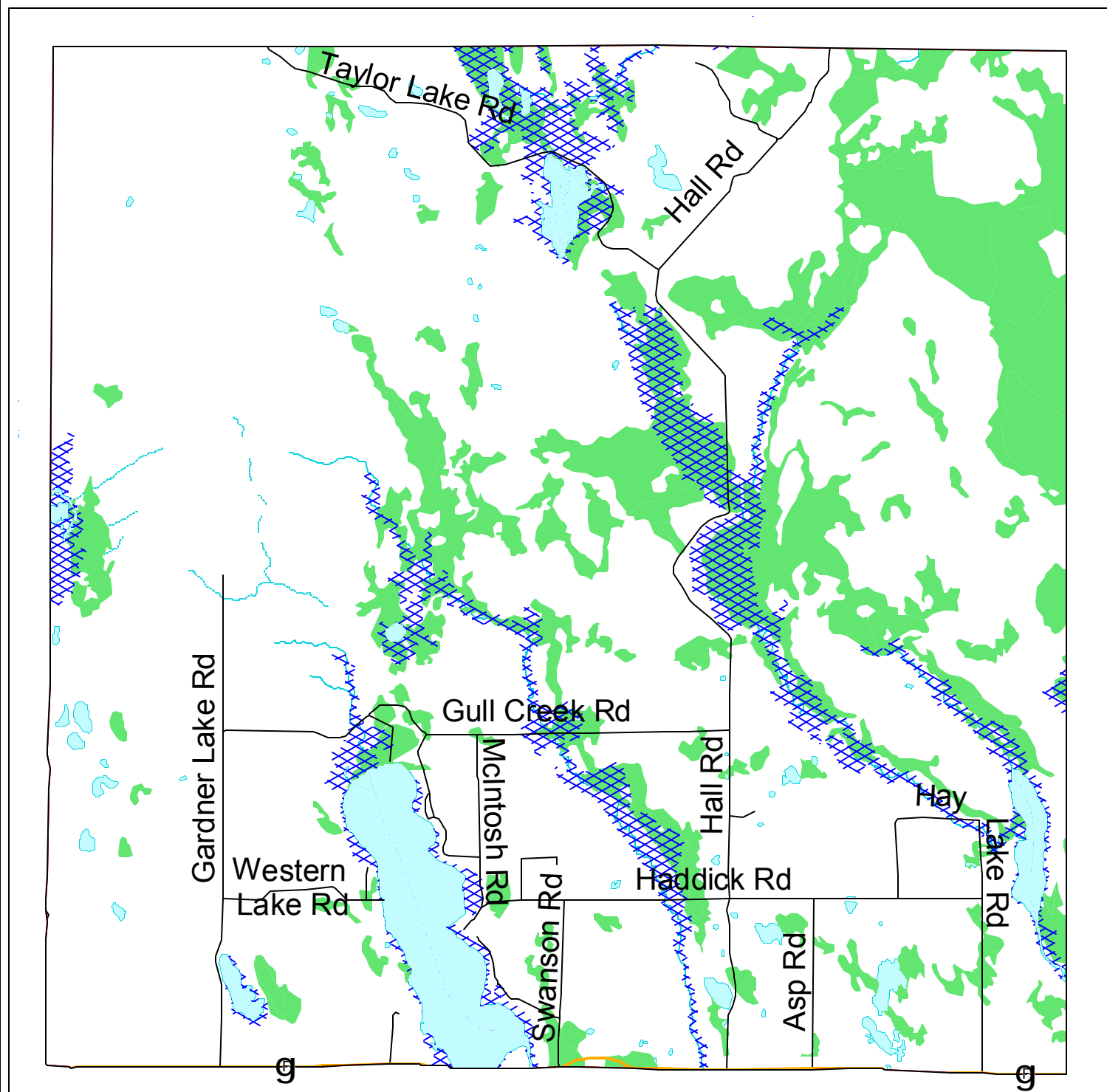
- Federal Highway
- State Highway
- County Road
- Town Road
- ~ River or Stream
- Intermittent
- Lake



2 0 2
Miles

Source: Road Layer compiled from TigerLine files. Hydrography and watershed data from WDNR.

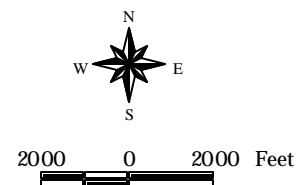
Wetlands & Floodplains Town of Gull Lake



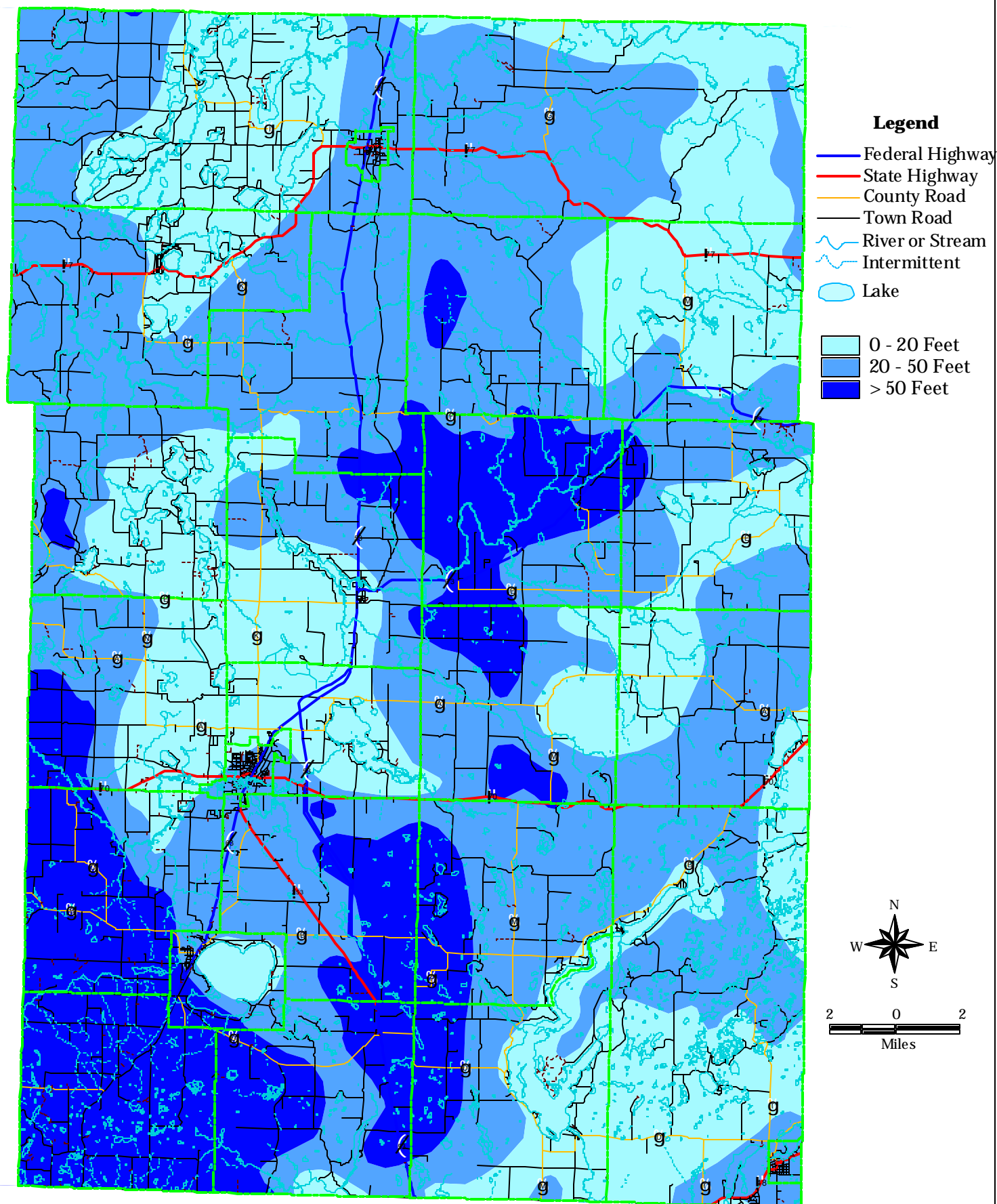
-  Federal Highways
-  State Highways
-  County Road
-  Local Road
-  Lakes & Ponds
-  Rivers & Streams

-  100 - Year Floodplain
-  Wetlands (>5 Acres)

Source: Wisconsin Department of Natural Resources, FEMA FIRM; Northwest RPC.

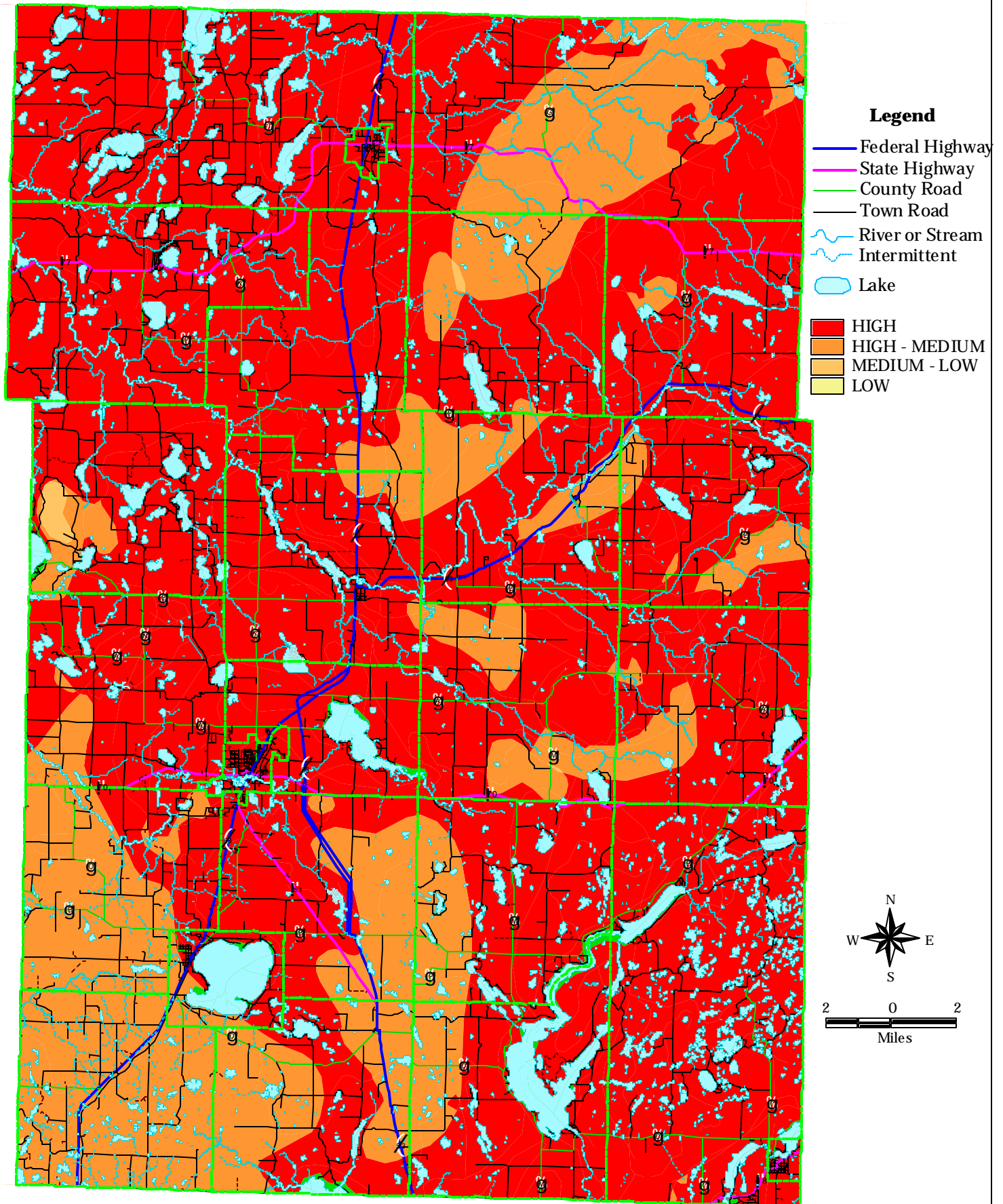


Depth to Water Table - Washburn County



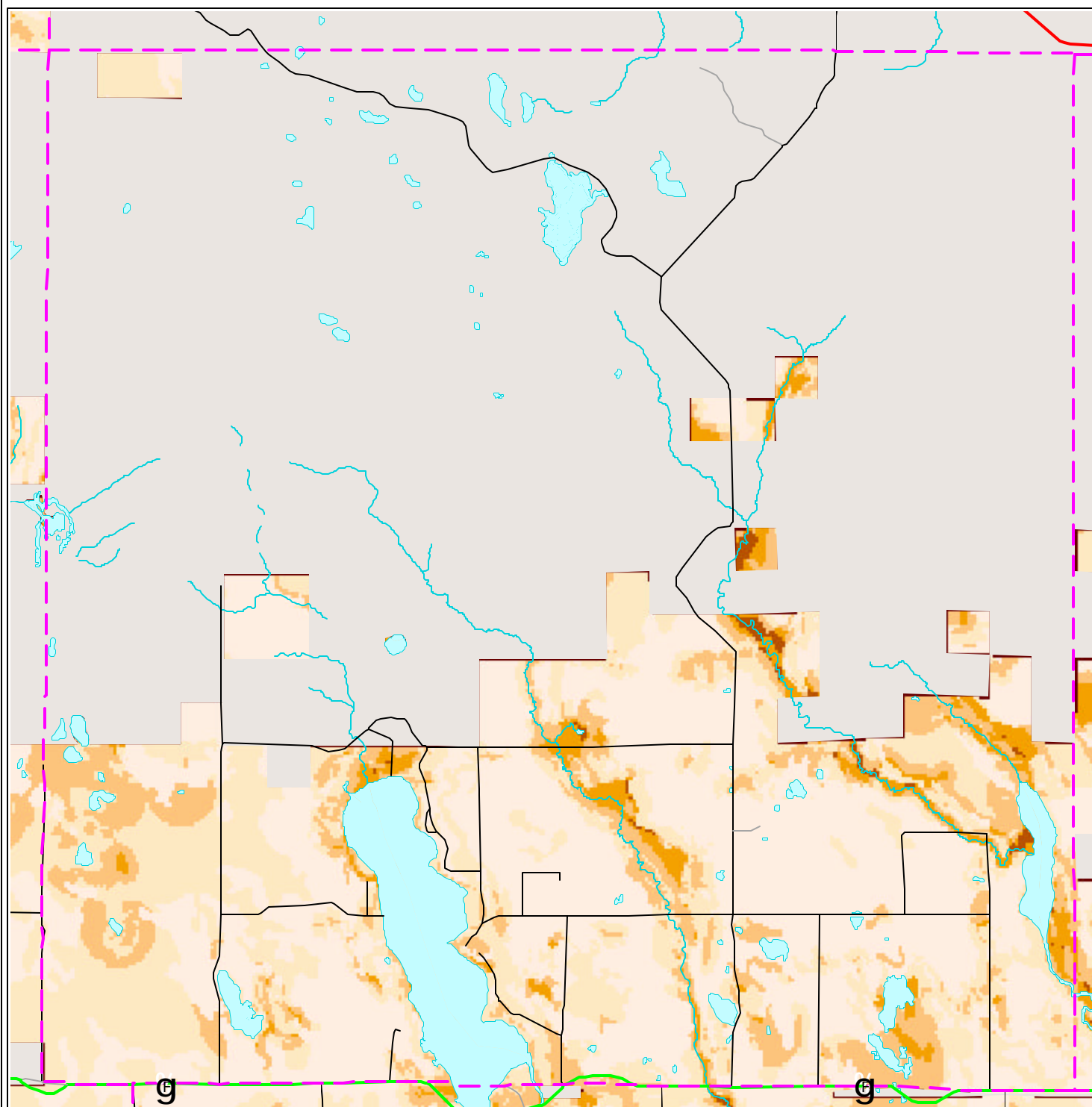
Source: Road Layer compiled from TigerLine files.
Hydrography & water depth data from WDNR.

Groundwater Contamination Susceptibility - Washburn County



Source: Road Layer compiled from TigerLine files.
Hydrography & groundwater data from WDNR.

Development Factors Town of Gull Lake



***NOTE:**
A higher score indicates that
more developmental constraints
are present.

Source: Northwest Regional
Planning Commission.

- Federal Highway
- State Highway
- County Road
- Town Road
- ~ River or Stream
- Lakes & Ponds
- Town Boundary

Map Score

- 0 - 10
- 10 - 20
- 20 - 30
- 30 - 40
- 40 - 65

Public Lands
(Excluded)



2000 0 2000 Feet

Element 6

ECONOMIC DEVELOPMENT

6.1 INTRODUCTION

The ability for a community to attract new and innovative businesses, industries, and workers is a key element for the community's economic survival and prosperity. Providing a good climate for business development enhances the community's overall well being both in financial terms as well as in morale and civic pride. By providing for its businesses and the residents who comprise the workforce, the community insures its future success.

This element of the plan contains a compilation of background information, goals, objectives, and programs to promote the retention and stabilization of the economic base in the Town of Gull Lake. As required by §66.1001, Wisconsin Statutes, this element includes an assessment of new business and industries that are desired in the town, an assessment of the town's strengths and weaknesses with respect to attracting and retaining businesses and industries, and includes an inventory of environmentally contaminated sites. It also identifies applicable county, state, and regional economic development programs that apply to the Town of Gull Lake.

6.2 LABOR FORCE AND ECONOMIC BASE

According to the 2000 Census, of the 158 inhabitants in the Town of Gull Lake, 117 are 16 years or over. Of those 117, 61.5 percent, or 72, comprise the civilian labor force. At that time, 64 of the 72 were identified as employed and 8 as unemployed, or 11.1 percent.

Between the 1990 Census and the 2000 Census, the percentage of the population over the age of 25 that have attained some education past high school has increased considerably, from 27 percent to 49 percent. Of the 105 people over 25 years old, 51 have some higher level of education, with 37 percent achieving an associate degree or higher.

In 2000, the average annual wage for Washburn County was \$21,410. The highest paying industry in the county is government at \$28,442, followed closely by finance, insurance, & real estate at \$27,774 and then manufacturing at \$24,698. The lowest paying industry is retail trade at \$13,200.

For the Town of Gull Lake residents, the manufacturing industry provided 23 percent of the jobs in 2000, which is down from 27 percent in 1990. Retail trade (19%); agriculture, forestry, fishing & hunting, and mining (9%); and arts, entertainment, recreation, accommodation and food services (9%) were the next largest industry employers of the town residents. In 1990, after manufacturing, the industries employing the most people were construction (21%), retail trade (20%), and educational and health services (14%).

6.3 CURRENT BUSINESS INVENTORY

The Town of Gull Lake is a rural community with relatively easy access to the Cities of Spooner, Hayward, Shell Lake, and Rice Lake. There are very few businesses located in the Town of Gull Lake. Residents of the town generally travel to one of the previous mentioned cities for work and to purchase needed and desired goods and services.

The Wisconsin Department of Revenue reported in its Statement of Assessments that there were four commercial parcels, and three businesses in Gull Lake, totaling 23 acres. Current businesses include:

- Stout Trout Bed and Breakfast
- Piney Point Resort
- Shady Rest Resort

Most of the local economic activity that occurs in the town is associated with forestry and home occupations. It is believed that many home occupations exist in the town, which were not addressed as part of the business inventory. Such businesses probably do not have special permits or zoning approvals because the nature of such businesses presents no noticeable impacts or nuisances to adjacent properties so their location is difficult to detect. The town supports a resident's right to have a small business operation on his/her property provided that the establishment does not create an environmental hazard or create a nuisance for neighboring property owners by generating excessive traffic, noise, lighting, signage, etc. This is true because in the planning survey, 60 percent of people who own land in Gull Lake answered that there should be aesthetic requirements for commercial and industrial development.

6.4 ATTRACTING AND RETAINING BUSINESS AND INDUSTRY

The attraction of business and industry is an important goal for the town, as 49.5 percent of respondents answered that it is important to attract new industry to the area. The Town of Gull Lake has several attributes that would make it an excellent place to locate a potential business. Specifically the town has:

- A high quality of life
- Abundant natural resources
- Quality, well-maintained road system
- Community leadership

While the town enjoys its share of advantages, there are several disadvantages or weaknesses that the town must address when seeking to attract new business and industry. In particular:

- Distance from services
- Increasing land prices and taxes
- Low population
- Inability to obtain services

6.5 BUSINESS OPPORTUNITIES

Future commercial and industrial development in the Town of Gull Lake is most likely to occur along the County Highway F corridor. The development of this *Comprehensive Plan* is seen as an important step to plan for and accommodate growth and development along the highway corridor. The community would like to see a compatible mix of land uses along this corridor in the future. The town would even support limited residential development in the area (some exists already) to provide additional housing opportunities. In reviewing the planning survey, only 29.9 percent of the town said they would support elected local officials to encourage the startup or expansion of private economic development.

While the town would like to welcome additional business development to support the local tax base, it is important that any new development exist in harmony with the local environment. Therefore, new business and industry development should be “clean” and not produce waste, which would be a hazard to the natural resources of the Town of Gull Lake (i.e.-lakes, rivers, streams, wetlands, forests, and agricultural lands). Likewise, new development should blend into the rural landscape and not represent a nuisance to other residents. Also, in helping to determine where new businesses should be located, 54.5 percent of survey respondents said new businesses generally should be located near other businesses.

6.6 GULL LAKE’S TARGETED BUSINESS AND INDUSTRY

New business and industry in the town must not require municipal water or sewer service unless the town wishes to begin providing these services through the creation of sanitary district. Also, the town wants to be sure that new developments do not jeopardize the rural character and quality of life, as 82.0 percent of respondents said the rural character of Washburn County should be preserved. In essence, businesses and industries which might choose to locate in the town should be environmentally friendly, have limited outdoor storage, and require minimal lighting and signage.

Given these constraints, the town would like to target the following types of commercial businesses:

- Environmentally friendly small businesses
- Home based businesses

6.7 PROGRAM ASSISTANCE

There are many programs at the federal, state, and county level that can help the Town of Gull Lake to support economic development efforts. There are also programs available for individual businesses to utilize as well. What follows is a list with descriptions of agencies and programs that can assist the Town of Gull Lake with its economic development plans:

The U.S. Department of Commerce Economic Development Administration offers two programs for assistance with economic development that apply to the Town of Gull Lake and/or Washburn County. One is the Public Works and Economic Development Facilities Assistance Program, which supports the construction or rehabilitation of essential public infrastructure and development facilities necessary to generate private sector jobs and investment, including investments that support technology-led development, redevelopment of brownfield sites, and eco-industrial development. Secondly, the Economic Adjustment Assistance Program is available to: (1) address the immediate needs of businesses and communities presently undergoing transition due to a sudden and severe job loss; and (2) demonstrate new and proactive approaches for economic competitiveness and innovative capacity for threatened regions and communities.

Another program available at the federal level to public entities is the USDA Rural Development Community Facility Loan Program. The purpose of this program is to construct, enlarge, extend, or otherwise improve community facilities providing essential services in rural areas and towns with a population of 50,000 or less.

Three programs are available to local units of government through the Wisconsin Department of Commerce. The first program is the Community Development Block Grant for Economic Development (CDBG-ED). Its purpose is to provide resources to local governments that will enable them to assist economic development projects in their community. The local unit of government is the applicant and recipient of the funds. A specific business, which must be located in a municipality of 50,000 or less, is loaned the funds for eligible business development uses. When the funds are repaid to the local government, they may stay in the community to be used as a revolving loan fund to assist other businesses in the community.

The second program is the Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED). Its purpose is to provide grant funds to local governments that will enable them to provide needed public facilities (i.e., streets, sewer mains, water mains, etc.) to private business enterprises that are going to create full-time jobs by starting or expanding their businesses because of the availability of the funded public facilities.

The third program available from the Wisconsin Department of Commerce is the Community-Based Economic Development Program (CBED). Its purpose is to provide financing assistance to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance in support of business (including technology-based businesses) and community development.

Available from the Wisconsin Department of Transportation is a program called the Transportation Facilities Economic Assistance and Development Program (TEA). The intent of the TEA program is to help support new business development in Wisconsin by funding transportation improvements that are needed to secure jobs in the state. A governing body, a business, a consortium group, or any combination thereof can apply for TEA program funding.

There are many programs related to business development available to businesses located in Washburn County. On a regional level, there are revolving loan funds administered by

Northwest Wisconsin Business Development Corporation (NWBDC), an affiliate of the Northwest Regional Planning Commission in Spooner. Washburn County also has a CDBG-ED revolving loan fund available to local businesses.

A strategic planning initiative called Build Wisconsin was initiated to produce the first cohesive economic development plan for the State of Wisconsin. As part of Build Wisconsin, six counties in northwest Wisconsin, including Washburn, were designated a technology zone. The Technology Zone program brings \$5 million in income tax incentives for high-tech development to the area. Eligible businesses can receive tax credits based on their ability to create high-wage jobs and investment and support the development of high-tech industries in the region.

There are many more federal, state, and local programs offering assistance to businesses that are too numerous to mention here; however, they are listed in the Economic Development Manual prepared by the Wisconsin Bankers Association and the Wisconsin Financing Alternatives booklet prepared by the Wisconsin Department of Commerce.

Element 7

INTERGOVERNMENTAL COOPERATION

7.1 INTRODUCTION

In order to ensure continuity and prevent potentially conflicting development patterns, community planning must incorporate a thorough inventory and analysis of the plans of adjacent and overlapping jurisdictions.

Within the county planning process, maps, goals, objectives, and plan recommendations were developed in conjunction with one another. Development of individual local plan components was conducted in concert, as to achieve a logical and consistent framework among the local units of government and Washburn County.

Inventory and examination of the existing jurisdictional relationships within the county provides the cornerstone for intergovernmental cooperation. Understanding the nature and complexity of these relational issues is key to understanding how these relationships can be enhanced to provide maximum coordination and cooperation. Presently, many jurisdictions within the county have informal agreements with other units of government. It will be the aim of the intergovernmental component to achieve a superior level of multi-jurisdictional cooperation through formalization of relationships, opening the lines of communication between jurisdictions, and to promote intergovernmental agreements.

7.2 PLANNING REQUIREMENTS

The Wisconsin State Statutes define the intergovernmental planning requirements as “A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units and to the region, the state, and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under §66.0301, §66.0307 or §66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.”

7.3 GOVERNMENTAL UNITS AND RELATIONSHIPS TO THE TOWN OF GULL LAKE

The Town of Gull Lake shares borders with four municipalities, a county, and a school district. In addition, the town must also coordinate with state and federal agencies.

Adjacent & Overlapping Jurisdictions

- Town of Brooklyn
- Town of Frog Creek
- Town of Stinnett
- Town of Springbrook
- Washburn County
- Spooner School District
- Northwest Regional Planning Commission
- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation

Relationship to Adjoining Towns

Towns have fixed borders and do not have annexation authority, thus, boundary disputes do not occur. The Town of Gull Lake's maintains a general working relationship with adjoining towns. The town does cooperate with adjacent towns on road maintenance issues. Of greatest concern to the Town of Gull Lake is the monitoring of adjoining land uses to ensure compatibility between communities and avoid potential conflict. Additionally, the Town of Gull Lake is open to working with adjoining communities to improve critical services such as fire, police and emergency medical service.

Relationship to Washburn County

Washburn County has some jurisdiction within the town. In particular, the county has jurisdiction over land divisions, on-site sanitary sewer systems, and zoning (including shoreland, wetland, and floodplain areas) in the Town of Gull Lake. Washburn County also owns and maintains the county roads.

In general, the relationship between the Town of Gull Lake and Washburn County can be characterized as one in which cooperation and understanding could be enhanced. The primary conflict lies between proposed zoning and land use recommendations made by Washburn County. A large part of the rationale for developing the comprehensive plan is the desire of the town to look forward, and to identify where the community chooses to go. The development of the **future land use map** is intended to provide town officials, the Washburn County Zoning Committee, and the Washburn County Board of Supervisors with a better understanding of development trends and preferred future land use patterns.

In areas where the county has jurisdiction in the town, the county attempts to get input from the town before making decisions affecting town land use. Likewise, the town has attempted to maintain open lines of communication with Washburn County. These lines of communication have not always proved to work effectively or efficiently, resulting in conflict.

Washburn County has committed to incorporating town land use recommendations into a formal zoning revision process, following plan adoption. This means that following the revision, county zoning ordinances should be consistent with town level land use requirements and desires. A formal process of communications has been developed to ensure both parties are informed, involved and engaged in the zoning/land use process.

Relationship to Spooner School District

The Town of Gull Lake is within the School District of Spooner. The town maintains a cooperative relationship with the district but does not directly participate in administration,

facility siting or improvement issues. Town residents also pay property taxes which partially fund the district.

Relationship to Northwest Regional Planning Commission

Regional Planning Commissions are formed under Section 60.0309 of Wisconsin State Statutes to provide a range of services to local units of government within the RPC boundaries. RPC's provide planning assistance, assist local interests in responding to state and federal programs, serve as a coordinating agency for programs, and provide other technical and advisory assistance to local government. The Town of Gull Lake is within the boundary of the Northwest Regional Planning Commission (NWRPC), which is based in Spooner, Wisconsin. The Town of Gull Lake has a working relationship with NWRPC.



Relationship to State of Wisconsin



The Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Transportation (WisDOT) are the principal state entities with whom the town must communicate. WDNR is responsible for natural resource protection, environmental law enforcement and compliance monitoring. WisDOT is responsible for planning and development of transportation infrastructure and facilities. In order to achieve the goals of this Comprehensive Plan, the Town of Gull Lake must continue to communicate and cooperate with these agencies. It is important that the town be informed of changes in policy, management, or planning conducted by these agencies.



7.4 INTERGOVERNMENTAL COOPERATION EFFORTS

The Town of Gull Lake grades and removes snow from Hall Road, which borders the Town of Frog Creek. There is no formal agreement for this service.

Currently, the only identified relationship the Town of Gull Lake has with state agencies is the relationship for receiving General Transportation Aids through the WisDOT.

Conflict Resolution Process (CRP)

Potential conflicts related to land use decision-making have been greatly diminished due to the concerted development of local jurisdictional plans through the planning process. Although, it is important to recognize that unplanned future variables may result in conflict. Planning for potential future conflict between jurisdictions requires a process to resolve such disputes. The conflict resolution process developed for Washburn County outlines the appropriate steps to be taken by the local governing body to resolve these disputes in a logical, systematic, and equitable manner. **See Appendix D for detailed description of the conflict resolution process.**

7.5 EXISTING AND PROPOSED LOCAL, COUNTY AND REGIONAL PLANS

Adjacent Units of Government

The Town of Gull Lake shares borders with the Washburn County Towns of Brooklyn, Frog Creek, Stinnett and Springbrook. Each of these units of government participated in the Washburn County Comprehensive Planning process. Each participating local unit of government has a comprehensive plan, with individual goals, objectives, and future land use maps.

The Intergovernmental Cooperation goal of the Town of Gull Lake Comprehensive Plan is to ***“Establish cooperative relationships with adjacent and overlapping jurisdictions”***. In order to achieve this goal, the town must keep the lines of communication open with adjacent jurisdictions. The town must continue to participate in the planning efforts and any future plan revision efforts with neighboring communities. Likewise, the Town of Gull Lake must continue to inform adjacent communities of changes to its comprehensive plan and ongoing efforts to implement the plans actions.

The Town of Gull Lake Planning Commission will be the entity responsible for promoting town communications and coordinating planning affairs with adjacent units of government.

Washburn County Comprehensive Plan

The Washburn County Comprehensive Plan was developed to address countywide growth and development issues, transportation, economic development, housing and the provision of public utilities, services and facilities.

The key link between the Town of Gull Lake Comprehensive Plan and the county plan is land use and zoning changes. Washburn County will conduct a comprehensive revision of the county zoning ordinances following local plan adoption. This revision will incorporate community level land use concerns into the overall growth management strategy for Washburn County.

The Town of Gull Lake Planning Commission and town board will be responsible for communications and correspondence with the Washburn County Zoning Committee regarding both local and county comprehensive planning issues.

Spoooner School District Plan

The Spooner School District is in the process of developing a strategic plan. This strategies outlined in this document will provide guidance and direction for the district for the next 20 years. Facilities improvement and/or development will be dictated by the plan’s assessments and recommendations.

Regional Plan

Under Wisconsin’s 1999 Comprehensive Planning legislation, each regional planning commission must develop a full nine element comprehensive plan. Under this law, the Northwest Regional Planning Commission will be responsible for developing a regional plan for the ten-county northwest region. In development if this plan, it is important that the Town of Gull Lake is solicited for input relating to the overall future land use efforts already completed for the town.

7.6 STATE AND COUNTY AGENCY PLANS

Washburn County Outdoor Recreation Plan (1980)

The plan includes a list of general recommendations that apply to all Washburn County communities, with no recommendations specific to resources within the Town of Gull Lake. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

Washburn County Forest Recreation Plan (1999-2003)

Guidelines of County Owned Land Ordinance (22-98) apply to lands that are county owned and maintained. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

McKenzie Creek Fishery Management Plan (1986)

The McKenzie Creek Fishery Management Plan is intended to manage the resources in the area and to accommodate other outdoor recreational activities, while focusing mainly on the aquatic resources associated with McKenzie Creek and its natural headwaters spring ponds. The plan contains goals, objectives, benefits, and alternatives for preserving the wildlife area and its surrounding resources. There are no conflicts with the Gull Lake Comprehensive Plan to date.

Washburn County Land and Water Resource Management Plan (July 1999)

No recommendations specific to the Town of Gull Lake have been identified, although general guidelines apply to all of Washburn County. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

Long Range Program, Washburn County Soil & Water Conservation District (1980)

No recommendations specific to the Town of Gull Lake have been identified, although general guidelines and actions would apply to the town. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

Washburn County Solid Waste Management Plan (July 1983)

The Resource Conservation and Recovery Act (RCRA) of 1976 enacted standards for treatment, storage, and disposal of solid waste. Since this legislation, all local landfills (town) have since closed. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

Washburn County Farmland Preservation Plan (May 1982)

Portions of the Town of Gull Lake have been identified by the plan as “Agricultural Preservation Areas”; “Woodlands, Wetlands, and Environmentally Significant Areas”; and “Exclusion Areas”. These areas would be subject to the recommendations and actions as outlined in the plan. The general plan recommendations would also apply to lands in the Town of Gull Lake. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

Washburn County Forest Comprehensive Land Use Plan (1996-2005)

Recommendations for public forestlands would apply to county-owned and managed lands within the Town of Gull Lake. Lost Lake and Taylor Lake are the only resource management units in the town. No conflicts with the Town of Gull Lake Comprehensive Plan exist.

Washburn County Roadway Improvement Plan

County roadway improvements within the Town of Gull Lake are identified in the Transportation Element and may be found in Table 3.2. The only roadway under Washburn County jurisdiction within the Town of Gull Lake is CTH F. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

Wisconsin State Highway Improvement Plan

State roadway improvements within the Town of Gull Lake are identified in the Transportation Element and may be found in Table 3.2. There are no roadways under state or federal jurisdiction within the Town of Gull Lake. No conflicts with the Town of Gull Lake Comprehensive Plan have been identified.

Northwest Sands Landscape Level Management Plan

General plan goals and strategies apply to the Town of Gull Lake. Town government officials should use this document to assist in making local land use decisions. This document also details social, economic and natural resource characteristics across the landscape and identifies opportunities to achieve area-wide goals and desires while protecting the natural resource base.

Element 8

LAND USE

8.1 INTRODUCTION

The Land Use Element is intended to provide important background data, analyze trends, and define future needs related to community land use. This information will serve as the foundation for the development of goals, objectives, policies, programs, and actions. This planning element must be utilized in conjunction with the other eight elements and will serve as a guide to future growth and development within the community. Tools to implement the community actions taken related to land use are defined and described under Element 9, Implementation.

Defining appropriate land use is about more than making ecologically and economically intelligent choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect the rights of the individual and to give landowners, citizens, and local communities the opportunity to define their own destiny.

Many northern Wisconsin communities are facing the same problems now engulfing the southern parts of the state including pollution, a loss of community character, traffic problems, and rising costs to individuals and governments. Taxes have reached all time highs and infrastructure and maintenance costs continue to encumber local units of government. These issues are being further exacerbated by the trends of unplanned, haphazard growth and development. By giving communities the opportunity to define the way they wish to grow and developing a “road map” to reach that destination, the magnitude of these problems can be reduced.

8.2 BACKGROUND

The Town of Gull Lake, located in northeastern Washburn County is 6 mile by 6-mile (36mi²) congressional township, encompassing slightly over 23,000 acres. Most of the town is enrolled in the County Forest system, with nearly 14,000 total acres of county forestland. There are no incorporated communities in Gull Lake.

8.3 EXISTING LAND USE

An inventory of existing land uses was compiled through analysis of 1996 digital aerial photography and verified by the town’s Comprehensive Planning Committee in October 2002. The determined land use boundaries are approximations based of photo-identifiable changes in land use and are not based on parcel classifications used for assessment and zoning purposes.

A standard land use classification system was used to assign different use areas into categories.

- **Agriculture** - The predominate existing land use is agriculture. Agricultural uses include croplands, livestock grazing, and dairy farming.
- **Commercial** - Retail sales establishments, restaurants, hotels/motels, and service stations.
- **Commercial Forest** - The use of land primarily for the cultivation of trees for timber and other forest products.
- **Communications/Utilities Facilities** - Lands used for generating and/or processing electronic, communication, or water, electricity, petroleum, or other transmittable products and for the disposal, waste processing, and/or recycling of by-products.
- **Government/Institutional** - These lands include: government-owned administration buildings and offices, fire stations, public hospitals and health care facilities, day care centers, public schools, colleges and educational research lands, and lands of fraternal organizations (BSA, VFW, etc.). Cemeteries, churches, and other religious facilities are included in this land use category.
- **Industrial** - Manufacturing and processing, wholesaling, warehousing and distribution and similar activities.
- **Mobile Home Park** - Designated multi-unit mobile home clusters.
- **Open Space** - Privately owned non-wooded undeveloped lands, fallow fields.
- **Parks and Recreation** - Recreation lands under public or private ownership. Publicly owned recreational lands may include: town parks, nature preserves, athletic fields boat landings, campgrounds, etc. Examples of privately owned lands may include: golf courses, campgrounds, marinas, shooting range, etc.
- **Residential** - Lands with structures designed for human habitation including: permanent, seasonal, and mobile housing units (not in a designated mobile home park) and recreational cabins and cottages.
- **Transportation** - Use of land corridors for the movement of people or materials, including related terminals and parking facilities.
- **Water** - Open water areas, including natural and impounded lakes and streams.
- **Woodlands** - Forested lands under public and private ownership, private forest woodlots.

Based on the existing land use in the Town of Gull Lake, an analysis of each land use classification has been developed. This information is intended to provide a snapshot of the

existing conditions or “supply” of available land throughout the town. Overall, the intensity and density of all land use activities is considered low due to the rural nature of the town. Only land along select lakes would be considered as having a somewhat higher density level and even that is argumentative based on a persons perspective and definition of density. Over the planning horizon, it is anticipated that overall density of the land use activities will remain at a low level. However, land use activities associated with residential development will continue to see demand resulting in newly platted subdivisions and lakeshore development. The town’s position on minimum lot size is one way in which to maintain land use activities appropriate to the desires of the community and to curb high-intensity and high-density development, which may negatively impact the rural nature and northwoods character so highly valued by the community.

Limited land use conflicts exist due to the community supporting primarily residential activity. Conflicts between agricultural and residential activities are non-existent due to the very limited amount of farming. Agricultural activity in the town is considered a very low-intensity land use, primarily growing of crops. Very limited and sporadic development associated with commercial and industrial activity is present resulting in little adjoining land use conflicts.

The potential for land use conflicts will not be completely eliminated by this plan. However, following the goals, objectives, action statements, and future land use map will set a course of action that will minimize such conflicts. As stated elsewhere in this plan, an integrated planning process between the Town of Gull Lake and all overlapping and adjoining jurisdictions will ensure that future land use decisions consider and examine potential conflicts.

8.4 EXISTING LAND USE PATTERN

Woodlands

The dominant land use within the Town of Gull Lake is woodlands. The approximate northern two-thirds of the town (about 13,960 acres) are in this classification and are part of the County Forest system. Most woodlands south of Gull Creek Road are under private ownership. County Forest land in Gull Lake is heavily used for recreational purposes including hunting, trapping, ORV use, horseback riding, and other uses. These lands are also managed for timber production and wildlife. The private woodlands are used as recreational parcels and forest crop production and provide general intrinsic benefits to landowners.

Table 8.1: Land Use by Category

Land use	Acres	Percent of Total
Woodlands	20,615.7	89.0%
Agriculture	1,007.4	4.3%
Water	990.2	4.3%
Residential	197.8	0.9%
Local Roads	187.0	0.8%
Open Space	151.6	0.7%
Commercial	23.0	<0.1 %
County Roads	15.7	<0.1%
Park & Rec	1.9	<0.1 %
Gov't/Inst	1.3	<0.1 %
Comm/Utilities	0.7	<0.1%
TOTALS	23,171.5	100.0%

Agriculture

Agricultural use is the second principal land use in the Town of Gull Lake. A patchwork of lands used for agricultural purposes is found in the southern third of the town. Most active agricultural activity is occurring east of Gull Lake.

Residential

Residential land use is scattered throughout the southern third of the Town of Gull Lake. The vast majority of these residences are single family-homes. The spatial distribution of homes corresponds to typical patterns for a community of this type, with homes generally adjacent to road corridors and surface water features. Several permanent and seasonal residences line the perimeter of Gull Lake, the largest surface water body in town.

Transportation (local and county roads)

Road corridors are defined as the actual road surface and the associated right-of-ways. The town has few roads, primarily due to the predominance of County owned forestlands.

Open Space

The primary open space lands in the town are found east of Gardner Lake Road, and to the west of Hay Lake Road. These areas may be idle lands that are temporarily out of agricultural production, or fallow fields.

Commercial

The Town of Gull Lake has very little commercial land use. The only commercial parcel identified through the 2002 land use inventory is found near Gull Lake, off of McNitt Blvd. A trend towards commercial home-based business has emerged in many Washburn County communities. It is difficult to determine the exact numbers of these businesses in the community due to lack of available data. The 2000 decennial census indicated that two residents worked at home. (Note: this data does not account for those who operate part-time commercial operations from home)

Government/Institutional

The only government/institutional parcel within Gull Lake is the town hall, located at the intersection of Haddick and Hall Roads.

With the exception of surface water, the remaining land uses within the town represent little land area. Surface waters account for nearly 1000 acres, while the remaining uses (Parks and Recreation, Communications & Utilities) represent a total of less than three acres.

8.5 PRIMARY FACTORS INFLUENCING THE DEVELOPMENT PATTERN IN THE TOWN OF GULL LAKE

Transportation Network

The town's road network provides access to land parcels throughout the town. Further road development will open new lands to potential development pressure.

Gull Lake and Other Surface Water Resources

A visible trend across northern Wisconsin continues to be the development of private lakeshore frontage, and in some cases, second tier (backlot) growth. Surface waters are attractive resources for a wide variety of reasons including recreation, quiet, and aesthetic views. Areas adjacent to and near lakeshores have experienced a dramatic increase in seasonal/retirement home development. Many seasonal homes on county lakes have been converted to year-round residences as people retire and occupy these dwelling permanently. Portions of Gull Lake, particularly on the western side, remain undeveloped; while most of the eastern half of the lake has been built up.

Washburn County Forest

Nearly 61 percent of Gull Lake's total land area is part of the Washburn County Forest. These are publicly owned lands that essentially prohibit most forms of development; although, fringe development along the privately owned periphery of public lands is a growing trend in northern Wisconsin.

Lands Enrolled in Forest Management Programs

Lands that are enrolled in forestry programs such as the Managed Forest Law (MFL) program can provide some assurance that these lands will continue to be utilized as forest. These lands are under contractual commitment, which may or may not be renewed upon expiration.

Land Prices

The rural communities, forestlands, and lake country of Washburn County have many attractive qualities making it a desirable place to live, work, and recreate. The high density of lakes, abundant forests, and low population density represent the kinds of amenities people are seeking to escape urban living and to enhance their quality of life. These factors have resulted in tremendous development pressure within the county, especially on lakes and rivers. As a result, the prices of land have increased exponentially, placing land ownership out of the range of affordability of many people.

The price of land depends upon many factors, and can vary significantly from town to town or even lake to lake. It is often difficult to generalize the market price of property within a given municipality due to 'location specific' factors, which dictate the price, and by the fact that a limited number of properties are on the market at any given time. By examining the entire local market over a period of time, we can draw some conclusions about the general land prices within the local area.

Based on market listings of undeveloped rural lands within Washburn County, the average price per acre is about \$2,500. This includes all vacant rural lands such as forests, non-forested areas, and agricultural areas. The range in price variability is high, with some areas selling for as little as \$1,000 per acre, and others near \$5,000 per acre.

Undeveloped lake frontage within the county is in very high demand. The supply of vacant lake frontage is low, and decreasing at an increasing rate. These factors have resulted in historically high prices for lake frontage and lots which can provide direct lake access, or even lake views. Based on market listings of lake frontage, the average price is \$700-\$1,000 per linear foot.

There is a very high range of variability in these prices, and many properties are marketed at prices up to several thousand dollars per linear foot of shoreline.

Rural Development Costs

The community development pattern significantly influences the costs of providing government and utility services to rural residents. Local units of government frequently have difficulty financing services, and are continually searching for ways to generate revenue. Often times, local government seeks to increase the community tax base as a means of generating revenue. However, increasing evidence is becoming available which refutes this theory. In fact, some studies suggest that this method actually worsens the problem. The revenues generated by commercial and industrial development are oftentimes much more significant than that of residential development, and these forms of development generally “pay their way” with respect to government and utility services. Residential development however, can place a higher demand for services that are not fully offset by the tax revenue generated (American Farmland Trust 1992, 1993). As residential growth increases, this disparity can grow larger, further exacerbating the problem.

Additionally, the existing development ordinances generally support a scattered rural growth pattern, which further increases costs. The existing land use regulatory structure does not have mechanisms to encourage, promote or support cost-effective development, and there are no incentives to landowners for engaging in cost-reducing development activities.

The Town of Gull Lake supports a rural development pattern that promotes efficiency and serves to reduce the costs to government and utilities. It is recommended that the town measure the public costs of proposed future development against the public benefits. A compact and cost-effective development pattern should be defined in the town’s preferred future development pattern map. Additionally, the town can reduce development costs through the use of development techniques such as cluster, or “conservation design” methods.

8.6 WISCONSIN DEPARTMENT OF REVENUE ASSESSMENT STATISTICS

Wisconsin Department of Revenue real estate classes are used to determine land assessments and valuations. Because these data cover extensive time periods, they can be useful in conducting a simplified land use analysis and for examining trends, which are determined by the conversion from one type of assessment class to another over a period of time. The land use classes used for assessment purposes are: Residential, Commercial, Manufacturing, Agricultural, Swamp and Waste, and Forest. Excluded from this inventory are lands categorized as “other” or tax-exempt lands.

Wisconsin Real Estate Class Definitions

Residential includes any parcel or part of a parcel of untilled land that is not suitable for the production of row crops on which a dwelling or other form of human abode is located.

Commercial includes properties where the predominant use is the selling of merchandise or a service. Also includes apartment buildings of four or more units and office buildings.

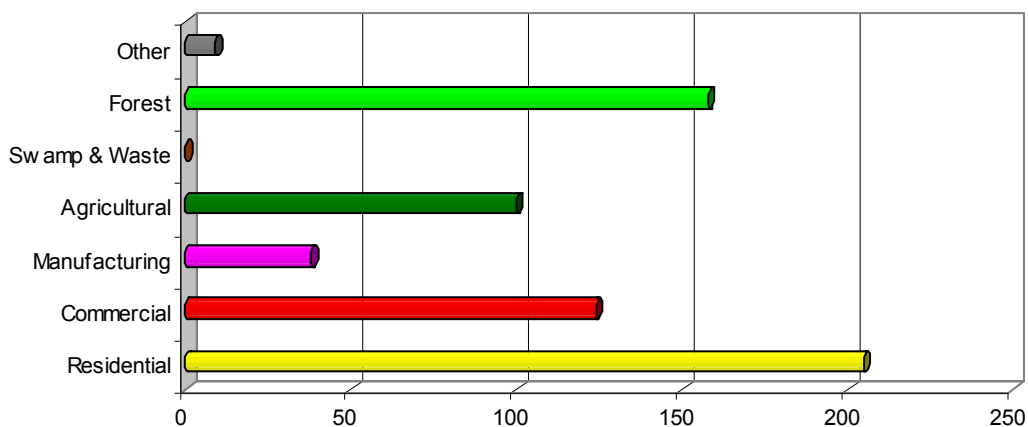
Manufacturing property consists of all property used for manufacturing, assembling, processing, fabricating, making, or milling tangible personal property for profit. It also includes establishments engaged in assembling component parts of manufactured products. All manufacturing property is assessed by the Wisconsin Department of Revenue.

Agricultural land means land exclusive of buildings and improvements that is devoted primarily to agricultural use, as defined by rule.

Swampland or wasteland means bog, marsh, lowland brush, and uncultivated land zoned as shoreland under Wisconsin State Statutes 59.692 and shown as a wetland on a final map under §. 23.32 or other nonproductive lands not otherwise classified.

Productive forestland means land that is producing or is capable of producing commercial forest products.

**Figure 8.1: Wisconsin Department of Revenue
2001 Tax Class Acres**

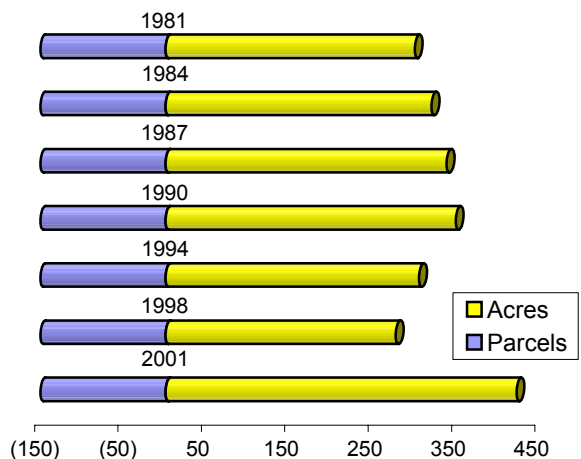


8.7 HISTORIC TRENDS

As indicated by figure 8.2, the number of residential parcels and the total acreage of lands assessed for residential purposes have increased over the past 20 years.

As depicted in figure 8.3, lands assessed for agricultural purposes have actually declined over the past 20 years, a trend which is occurring at both the county and state levels. Only a slight increase in the average parcel size has been noted in the past 20 years.

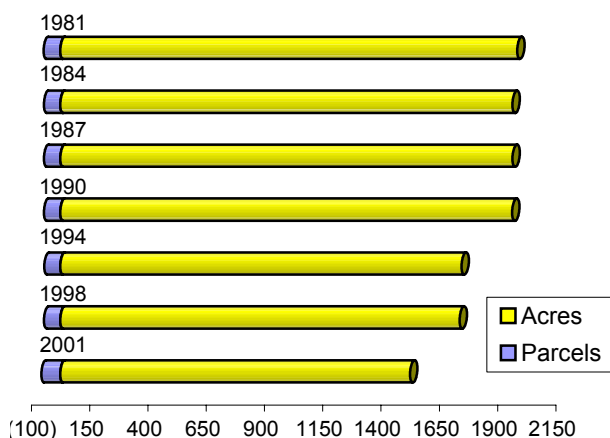
**Figure 8.2:
Residential Assessments 1981-2001**



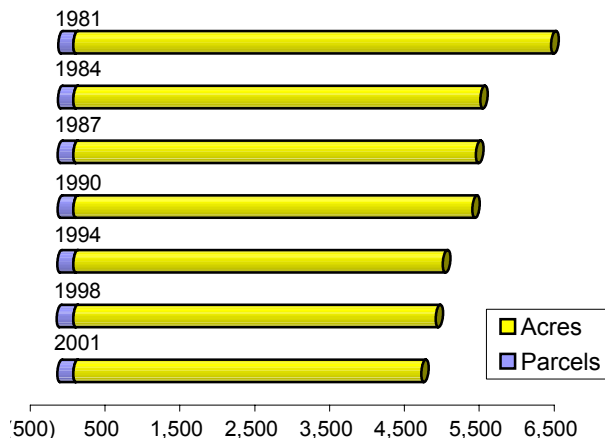
While the total acreage of lands in the agricultural¹ class have declined, the number of parcels in this category remained relatively stable from 1981 through 1998, and increased slightly in the year 2001. The decreased acreage in this class combined with a higher number of agricultural parcels indicates that the average size of agricultural operations in the Town of Gull Lake has decreased.

Over the past 20 years, the total acreage of lands assessed as forest declined in the Town of Gull Lake. The total number of forest parcels has fluctuated slightly, but noted and overall increase from 201 in 1981 to 211 in 2001. In 1981, the average forest parcel size was nearly 32 acres, compared with an average of 22 acres in 2001.

**Figure 8.3:
Agricultural Assessments 1981-2001**



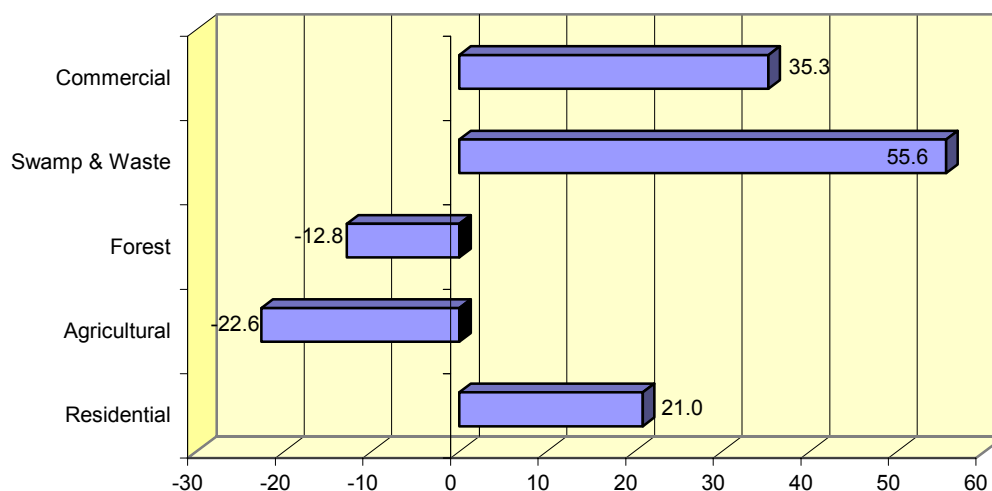
**Figure 8.4:
Forest Assessments 1981-2001**



The real estate classes of ‘commercial’, ‘manufacturing’, and ‘other’ noted little change in acreage over the past 20 years. The town does not have lands assessed as manufacturing and only 23 acres assessed as commercial. The ‘swamp & waste’ classification experienced an overall increase in acreage between 1981 and 2001, from 590 acres to 1027. This may be due in part to the reclassification of some lands once classified as agricultural, in order to comply with Wisconsin’s use value law.

¹ It is important to note that changes in the way land is assessed have occurred over the past 20 years. Under Wisconsin’s use value assessment (Implemented in 2000) only land that is actually used for crop or pasture production is eligible for use value assessment. This means that land associated with the farmstead, road rights-of-way, ungrazed woodland and swampland, etc. is currently excluded from land assessed under use value.

Figure 8.5: Percent Change in Assessment Class 1990-2001



8.8 BUILDING AND SANITARY PERMIT DATA

Waterfront Zoning Permits, 2000 & 2001

Zoning permits issued for the construction of waterfront homes accounted for approximately half of all permits issued in both 2000 and 2001. In 2000, a total of 197 permits were issued, with a total of 97 issued for dwellings. In 2001, 197 total permits were issued, with 93 permits for dwellings. The remaining zoning permits were issued for additions, accessory buildings, deck and stairs, or other structures.

Table 8.2: Zoning Public Hearing Processes Involving Waterfront Property, 2000 & 2001		
	2000	2001
Rezoning requests	24%	35%
Variance requests	55%	55%
Conditional use requests	7%	11%

Source: Washburn County Zoning Department

8.9 LAND USE REGULATION

General Land Use

For all intensive purposes, zoning is a locally enacted law that regulates and controls the use of property. Zoning involves dividing the countryside into districts or zones for agricultural, residential, commercial, industrial, and public purposes. The zoning text, which accompanies the maps, states which specific uses are permitted in each district, and defines the requirements and/or conditions for those uses. This tool provides for orderly growth by protecting homes and property from harmful uses on neighboring properties.

Zoning is the primary tool regulating land use in the Town of Gull Lake and the town is currently under Washburn County zoning jurisdiction. The town could develop and enforce its own zoning ordinance. Counties are granted general zoning powers within the unincorporated areas (towns) of the county. However, a general county zoning ordinance becomes effective only in those towns that approve the county ordinance. Towns in counties with a general zoning ordinance (such as Washburn), which have not adopted the county zoning ordinance may adopt village powers and use the city zoning enabling authority, subject to county board approval.

Zoning ordinances must be based on a land use plan in order to be effective and protect the public interest. The current general Washburn County zoning ordinance is not plan based and to some extent fails to recognize the interests of local government, landowners, and the general public. The planning for future land uses as a component of the Washburn County comprehensive planning process will form the basis for revision of the existing zoning ordinances.

Shorelands and Wetlands

The Washburn County shoreland/wetland zoning ordinance establishes development standards for lands adjacent to county surface waters. These standards are based on the lakes classification system, which assigns each county water body into one of three classes (I, II, III). The lakes classification rating is based on the individual characteristics of each lake, with class I lakes requiring minimum protection and class III needing the most. Mapped wetlands are also regulated under this ordinance.

Town Enforced Land Use Controls

The Town of Gull Lake does not enforce any local land use controls.

Table 8.3: Existing Zoning District Acreage -Town of Gull Lake Map GIS analysis			
Zoning District	Parcels	Total Acres	Percent of Total Area
Agriculture	168	6,300.7	27.2%
Commercial	3	22.9	0.1%
Forestry	378	15,147.5	65.3%
Residential	16	307.3	1.3%
Residential Agricultural	10	311.3	1.3%
Residential Recreational (1)	5	63.1	0.3%
Residential Recreational (2)	19	432.0	1.9%
Water	52	610.0	2.6%
Total	651	23,194.8	100.0%

Source: Washburn County Zoning

Redevelopment and Contaminated Sites

Leaking underground storage tanks (LUST's) are an often a source of localized contamination problems and may pose threats to health and safety. These threats may include: contamination of soil and groundwater; contamination of drinking water; or contamination of lakes, rivers, and streams. Underground storage tanks are regulated in Wisconsin under,

- ❑ **Comm 10** Wisconsin Department of Commerce's rule governing installation, registration, maintenance and abandonment of petroleum storage tanks
- ❑ **NR 746** - Applies specifically to sites where petroleum products have discharged from storage tanks.
- ❑ **Comm 47** Department of Commerce rule that governs reimbursement from Petroleum Environmental Cleanup Fund Act (PECFA).
- ❑ **PCFA** Wisconsin's reimbursement program for eligible costs of cleaning up contamination from leaking underground and aboveground petroleum storage tank systems, administered by the Department of Commerce.

Table 8.4: Washburn County: LUST Sites	
MCD	LUST Sites
Bass Lake Town	1
Beaver Brook Town	2
Birchwood Village	5
Brooklyn Town	1
Gull Lake Town	1
Long Lake Town	1
Minong Town	2
Minong Village	5
Sarona Town	4
Shell Lake City	15
Spooner City	23
Spooner Town	1
Springbrook Town	2
Stone Lake Town	1
Trego Town	4
Total Washburn County	68

The Wisconsin Department of Natural Resources has jurisdiction over 54 LUST sites within Washburn County, while the Department of Commerce has jurisdiction over 14 sites. The siting of land uses should consider the potential negative impact of LUST sites and other pollution hazards. Wisconsin's corrective action rules (NR 140 & NR 700 series) define the process for management of environmental discharges from the time of discovery until site closure. Soil and groundwater clean up standards under these rules are 'risk-based', with consideration of individual site conditions.

Closed Sites with Groundwater Contamination

The Wisconsin Department of Natural Resources GIS registry of closed remediation sites indicates four sites of known groundwater contamination. Only closed sites with groundwater contamination remaining above chapter NR140 enforcement standards or soil contamination above NR720 residual contaminant levels are included in this registry. None of these sites are located in the Town of Gull Lake.

Redevelopment & Smart Growth Areas

Wisconsin Chapter 66 planning legislation requires local communities to explore and plan for redevelopment options such as infill housing, brownfield sites, and obsolete buildings. Local communities are also responsible for identifying potential "smart growth areas" or areas with existing infrastructure and services in place, where development and redevelopment can be directed. These areas may also be recently developing land contiguous to existing development that will be developed at densities that will have relatively low public service costs.

The plan does not specifically identify any particular area or parcel in the Town of Gull Lake in need of redevelopment. The vast majority of the town is currently undeveloped.

Future Land Use Development Strategy

The future land use development strategy for the Town of Gull Lake is based on several components. Early in the planning process, surveys were distributed to all landowners in the town; the results of these surveys assisted the town planning committee in defining community issues and opportunities. A series of goals and objectives were developed which provided the direction for development of a preferred future land use scenario. These tools were utilized in conjunction with GIS analysis of existing environmental, infrastructure, and transportation conditions to determine the most appropriate locations for future growth and development.

Finally, growth forecasts based on the projections found in the *Issues and Opportunities* and *Housing Elements* provided the means to assess future needs related to land use. The combination of public involvement, assessment of conditions, and expected future needs led to the development of a future land use map, recommendations, policies, programs, and actions.

8.10 EXPECTED FUTURE TRENDS IN THE TOWN OF GULL LAKE

1. The year-round population of the Town of Gull Lake will continue to rise.
2. The number of seasonal residents and tourists is expected to increase.
3. Demands for rural housing will continue to increase, coupled with increased demand for larger parcels of land.
4. Demand for waterfront property will continue to be high, with increased pressure to develop smaller lakes and riverfront property.
5. Future industrial development is not expected.
6. Some new commercial growth may occur along the CTH F corridor.
7. Increased traffic on town roads to accommodate more residents and visitors.
8. Increased recreational use of county forest and demand for additional recreational facilities, particularly motorized trails.
9. More lake users resulting in a more intensive recreational use of Gull Lake.
10. Areas within the town will be attractive to developers wishing to create condominium and retirement communities.
11. Land prices and taxes will continue to rise.
12. Seasonal housing units will continue to be converted to year-round permanent residences.

13. Home-based business and tele commuting will become more prevalent allowing more people the flexibility to live in rural areas such as the Town of Gull Lake.

14. There will be no significant expansion of infrastructure into the town within the next 20 years.

8.11 GROWTH FORECASTS

Residential

The population projection model for the Town of Gull Lake indicates that by the year 2025 a minimum of an additional 24 people will be year-round residents of the town.

Table 8.5: Population and Housing						
	2000	2005	2010	2015	2020	2025
Population	158	163	167	172	177	182
Average Household Size	2.43	2.34	2.30	2.23	2.18	2.12
Year Round Units	71	76	79	84	89	94
Seasonal Units	74	79	83	88	93	98
Single Family Homes	58	62	65	69	73	77
Rental Units	7	8	8	8	9	9

Note: Does not include vacant housing units, which are factored into totals

The number of new single-family homes in the Town of Gull Lake by the year 2025 is projected to be 77, a 32.8 percent increase. The number of seasonal homes is also expected to increase by 24 units, a 32.4 percent increase. The projected increase in numbers of housing units is due in part to the steadily decreasing average household size. This trend is also being experienced at both the state and national levels. The number of projected future homes is based on 1) anticipated population and 2) proportion of seasonal/year round housing units in the census year 2000. It is important to note that the projection model used represents a high demand or maximum anticipated growth scenario. Not factored into the model is the rate of conversion of seasonal homes to permanent year-round residences. This phenomenon is certainly occurring in many Washburn County communities but is difficult to quantify due to lack of available data.

Acreage requirements for residential growth will be a factor of both the number of housing units required and housing unit density. Table 8.6 reflects the varying acreage requirements for residential growth based on different housing unit densities. Optimal housing density varies significantly by community and should be based on the community's goals and objectives. The purpose of the table is to show how differing development densities will impact the overall community land base.

Table 8.6: Potential Acreage Required for Residential Housing Units 2005-2020											
Average Density (Acres)	2005 Potential New Units	2005 Acres	2010 Potential New Units	2010 Acres	2015 Potential New Units	2015 Acres	2020 Potential New Units	2020 Acres	2025 Potential New Units	2025 Acres	Total Acres 2005-2025
40	10	416	7	263	10	414	9	367	10	401	1,470
20	10	208	7	132	10	207	9	184	10	200	740
10	10	104	7	66	10	103	9	92	10	100	375
5	10	52	7	33	10	52	9	46	10	50	192
3	10	31	7	20	10	31	9	28	10	30	119
1	10	10	7	7	10	10	9	9	10	10	47
0.5	10	5	7	3	10	5	9	5	10	5	28

Note: Numeric discrepancies are the result of rounding

Commercial

As previously noted, commercial growth has expanded little in the Town of Gull Lake in the past 20 years. If historical commercial growth trends continue, the town is expected to require about 31 acres of commercial land by the year 2025. This estimate means that the town will gain about eight total acres of commercial land in the next 20 years.

Table 8.7: Projected Commercial Acreage						
	2001	2005	2010	2015	2020	2025
Commercial Acres	23	23.4	25.1	26.8	28.6	30.5
Change in Acres	-	0.4	1.7	1.7	1.7	2.0

Industrial

The Town of Gull Lake does not currently have any industrial acres. Industrial growth is not projected to occur within the town during the planning period.

Agricultural

Based on current trends, by 2025 the Town of Gull Lake is expected to require nearly 25 percent less agricultural land than today.

Table 8.8: Projected Agricultural Acreage						
	2001	2005	2010	2015	2020	2025
Agricultural Acres	1501	1430.7	1346.9	1268.1	1193.8	1123.9
Change in Acres	-	-70.3	-83.8	-78.9	-74.2	-61.1

Gross Developable Land

In order to determine gross development land, public ownership and natural constraints such as wetlands and surface water were deducted from the total. This total should be viewed as an **approximation** for planning purposes, as **not all lands within this total would typically be considered developable**. Lands proposed for future growth and development should be measured against natural constraints outlined in the “Natural, Agricultural, and Cultural Resources Element”, infrastructure requirements, and other site-specific conditions that will contribute to actual site development potential. The Town of Gull Lake has 23,172 acres of total

land area and 16,415 acres with development constraints, leaving 6,757 acres of gross developable land.

Table 8.9: Public Ownership and Natural Constraints Acreage			
Constraint	Acres	Constraint	Acres
Surface Waters	990	County Forest	13,963
Wetlands (outside of public lands)	1,015	Industrial Forest	40
Roads & Existing Development	407		

Resource Constraints Analysis

The Town of Gull Lake contains several resource constraints which, when viewed individually or together as a composite, represent impediments to land development. Resources identified in ***Natural, Agricultural and Cultural Resources Element*** presents various levels of limitation to rural development. These constraints include natural features such as wetlands, floodplains, surface waters, steep slopes, and soil limitations. The absence or reduced existence of natural constraints also presents the opportunity for development with the least potential for environmental impact.

The ***Development Factors Map*** (5.10) represents a composite analysis of the exiting resource constraints in the Town of Gull Lake. The analysis incorporates existing environmental factors, no development areas (public lands) and social/community factors such as prime farmland areas, forested lands and riparian/wetland buffer areas. With the exception of the buffer areas, which are subject to special zoning requirements (shoreland/wetland), other social/community factors do not generally restrict or limit development. These constraints are based on community goals and reflect the desires of the community to retain agriculture and the rural forested character.

Map 5.10 depicts the composite score of the resource constraints analysis for the Town of Gull Lake. This model was used to assist the community in development of the ***Future Land Use Map*** (Map 8.3) and should continue to be used by the community to assist in making future land use decisions. A detailed description of the model and process used is included in Appendix E.

8.12 FUTURE LAND NEEDS

Residential Land Needed	119 Acres
Commercial Land Needed	8 Acres
Industrial Land Needed	0 Acres
Total Land Needed.....	127 Acres

8.13 FUTURE LAND USE MAP AND CATEGORIES

A future land use map provides a guide for land development decisions by describing the proposed location, density, and intensity of development in a desired pattern to accommodate future growth. The proposed land use pattern is intended to direct future land uses into areas where conditions are suitable to accommodate growth and areas where the community prefers development. The map provides the basic foundation and framework for reviewing land development requests. The community should use this tool as a general indicator of the preferred future land uses in a given area.

In addition to consistency with the community future land use map, several factors must be considered when reviewing land development requests. The town must also consider factors such as existing zoning; access requirements; compatibility with adjoining land uses; overall community impact; and economic, social and environmental constraints. The zoning requirements are of particular concern with regards to future land development.

Table 8.10: Description of Future Land Use Categories

Town of Gull Lake Future Land Use Category	Description	Zoning Standards Desired by Community?
Forestry Residential	These areas are intended to depict the general existing rural development pattern in the Town of Gull Lake. These areas have low development density and are characterized by scattered residential development, large tracts of forest, and interspersed agricultural use areas. It is the intention of the Town of Gull Lake to continue to preserve this general rural character within these areas throughout the planning period.	Retain Existing Zoning Standards
<i>Residential Overlay Area</i>	This classification is an overlay within the Forestry Residential category, subject to the provisions of a land division ordinance to be developed subsequent to formal plan adoption. Overlay includes all areas within the Town of Gull Lake designated as Forestry Residential.	Implement design standards as desired by the community.
Sensitive Water Resource Areas	(see p. 5-4 Surface Water Resources)	Retain Existing Zoning Standards
Commercial	It is the purpose of this category to depict those areas of the community that are now developed, or appropriate to be developed, in a manner designed to provide commercial goods and services. It is assumed and desirable that the area identified as commercial will remain in this use throughout the planning period.	Retain Existing Zoning Standards
Government and Institutional	It is the purpose of this category to depict those areas of the community that are now developed or appropriate to be developed as government-owned administration buildings and offices, fire stations, public hospitals and health care facilities, day care centers, public schools, colleges and educational research lands, and lands of fraternal organizations (BSA, VFW, etc.). Cemeteries, churches, and other religious facilities are included in this land use. The Gull Lake town hall is the only land use area within this category in the township.	Retain Existing Zoning Standards

Table 8.10: Description of Future Land Use Categories

Town of Gull Lake Future Land Use Category	Description	Zoning Standards Desired by Community?
Shoreland Residential	Existing residential development within the shoreland zones adjacent to surface waters. Development along shorelines has historically been at a much higher density than non-shoreland areas in the Town of Gull Lake. It is assumed that these areas will continue to be utilized for shoreland residential purposes throughout the planning period.	Retain Existing Zoning Standards
Public Lands/Managed Lands	Washburn County Forest, Wisconsin DNR lands, and industrial forest lands. It is assumed, and desirable that these areas will remain in this use category throughout the planning period.	Retain Existing Zoning Standards

Zoning Consistency

Ideally, the future land use map and the underlying zoning ordinance would be consistent with one another. It is likely that this will not always be the case. The table below reflects the general consistency between the Town of Gull Lake Future Land Use Map categories and the existing zoning districts used by Washburn County. As part of future town plan amendments, Gull Lake may wish to include **proposed** zoning district revisions, additions of new districts, or new/revised future land use categories. The ultimate goal will be to provide a general consistency between the existing ordinance and the town comprehensive plan.

Table 8.11: Zoning Consistency

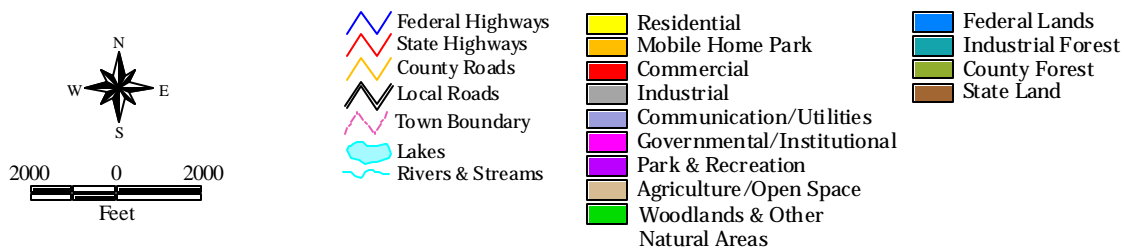
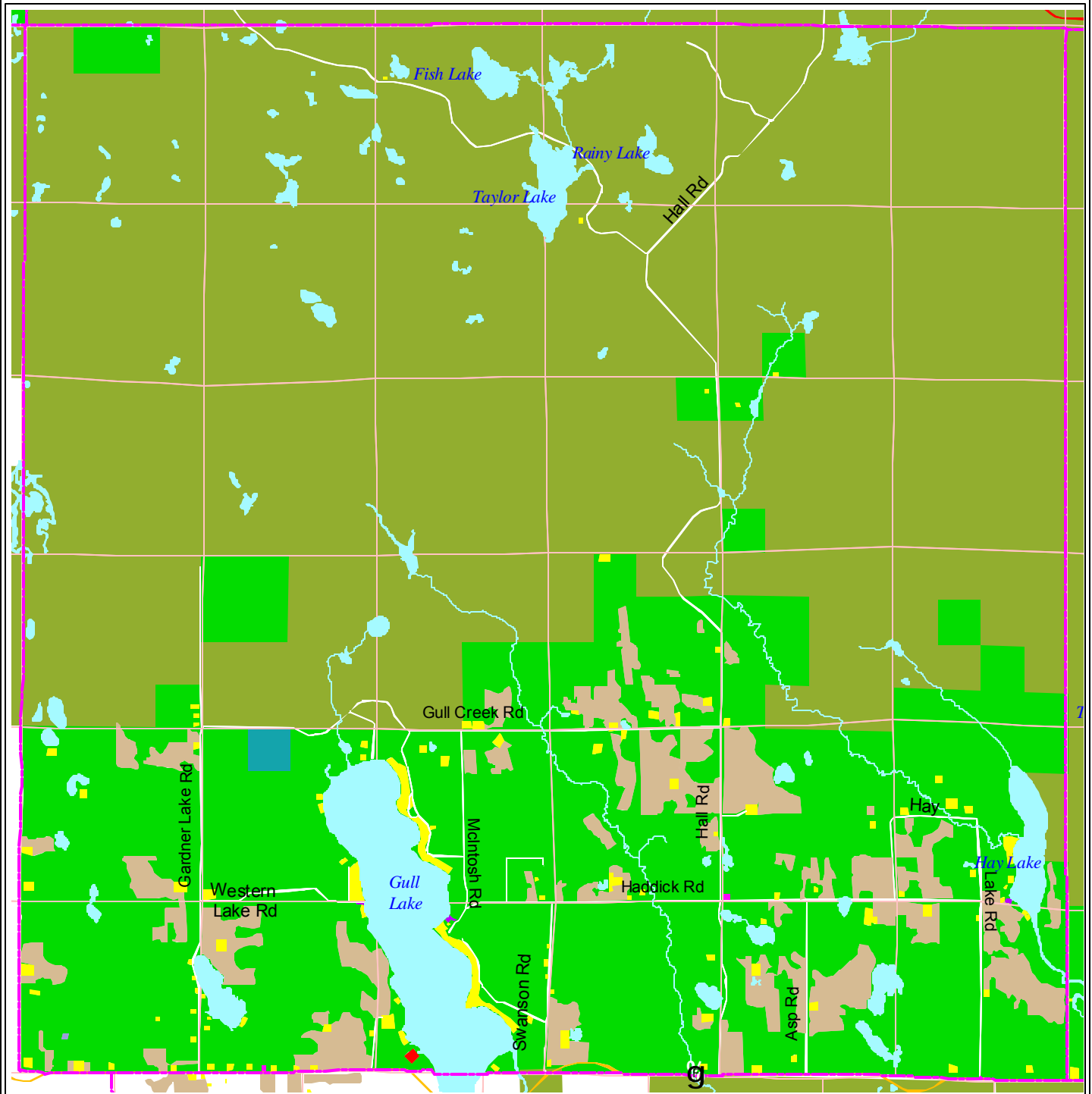
Town of Gull Lake Future Land Use (FLU) Category	Zoning district assumed to be compatible with FLU category	Zoning districts which may be compatible with FLU category under certain circumstances
Forestry Residential	R, RR1, RR2, RM, RA	-
Sensitive Water Resource Areas	shoreland standards apply	-
Commercial	C	-
Government and Institutional	No existing district	-
Shoreland Residential	R, RM, RS, RR-1, RR-2	PUD, AG, F
Public/Managed Lands	RC, F	-

(R) Residential
(RM) Residential Mobile
(RR-1) Residential Recreational 1
(RR-2) Residential Recreational 2

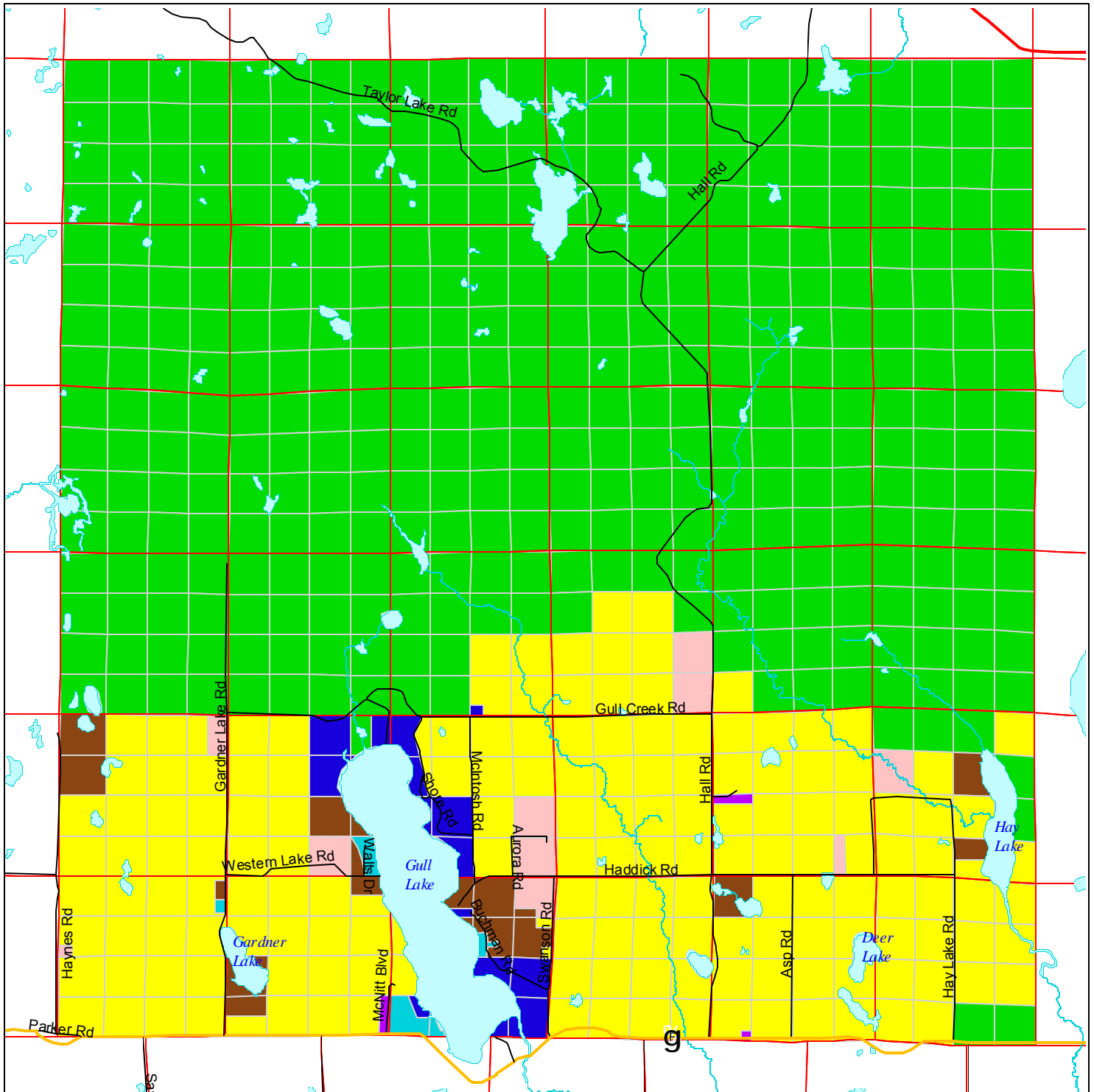
(RS) Residential Shorelands
(RA) Residential Agriculture
(AG) Agriculture
(F) Forestry

(C) Commercial
(CH) Commercial Highway
(RC) Resource Conservation
(PUD) Planned Unit Development

Generalized Existing Land Use Town of Gull Lake



Zoning - Town of Gull Lake



Zoning Districts

- Federal Highways
- State Highways
- County Roads
- Local Roads
- Water Features
- Section Lines

- Residential
- Residential Agricultural
- Residential Mobile
- Residential Recreational (2)
- Residential Recreational (1)
- Residential Shorelands
- Commercial

- Commercial Highway
- Agricultural
- Forestry
- Planned Unit Development
- Resource Conservation
- Indicates zoning w/Conditions



Source: Washburn Co. Zoning Department; Northwest RPC.

NOTE: This map is NOT an official zoning map. This map is intended for general and informational use only. For more specific information, please contact the Washburn County Zoning Department.

Element 9

RECOMMENDATIONS & IMPLEMENTATION

9.1 INTRODUCTION

The success of comprehensive planning lies in plan implementation. The overall plan outlines the town's growth and development philosophy and provides a strategy for attaining the desired future conditions. The Implementation Element of the Town of Gull Lake Comprehensive Plan outlines the sequence of activities or actions required in fulfilling the town's goals and objectives.

Within this implementation element, it is required to "describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan." As a result of the comprehensive plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each element is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning elements.

9.2 PLAN UPDATES AND REVISIONS

The Town of Gull Lake Comprehensive Plan is intended to be a living document. Over time, social conditions, economic conditions, and values tend to change. The comprehensive plan should be updated periodically to reflect these changes. Systematic, periodic updates will ensure that not only the statistical data is current but also the plan's goals, objectives, and policies reflect the current situation and modern needs. It is recommended the Town of Gull Lake Plan Commission update the plan at least once every **five years**. To keep the plan current and useful, the plan commission should also review the document on an **annual basis** and report their findings and recommendations for revisions to the town board. The annual reviews should include an inventory of issues that the commission has encountered over the past year and identify any policies in the plan that are no longer relevant or appropriate for the town.

State statutes also require that the plan "include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan". It is recommended that the plan commission consider using at least the following evaluative criteria when fulfilling this requirement as part of the annual review process:

- extent to which problems and/or opportunities have been reduced or increased;
- extent to which the goals and objectives have been achieved; and
- actions accomplished.
-

In addition, target dates are provided under the plan action statements which should be used by the plan commission to track the community's progress.

9.3 ACTION PLAN

PLAN IMPLEMENTATION

<p>GOAL <i>The overall goal is to maintain the quality of life in the Town of Gull Lake.</i></p> <p>Objective A: To guide future development and redevelopment of the community in a manner consistent with the element goals, objectives, actions, and identified programs contained in this document.</p>		
Actions and Programs	Responsible Party	Timeline
Request that Washburn County amend zoning ordinances and decision-making procedures to ensure consistency with the Town of Gull Lake Comprehensive Plan.	Gull Lake Town Board, Town of Gull Lake Planning Commission	Ongoing
Hold a periodic review of the comprehensive plan and revise the document as needed. Plan statistics, figures, goals, objectives, and recommendations should be reviewed for effectiveness and revised to meet the changing needs of the community.	Gull Lake Town Board, Town of Gull Lake Planning Commission	Ongoing
Continue to seek public involvement and input	Gull Lake Town Board, Town of Gull Lake Planning Commission	Ongoing
Base community land use decisions on the contents of the comprehensive plan.	Gull Lake Town Board, Town of Gull Lake Planning Commission	Ongoing
Implementation Policy		
To adopt and implement the comprehensive plan and continue to work with the county and adjacent and overlapping jurisdictions.		

HOUSING

<p>GOAL <i>Strive to provide an adequate range of housing opportunities to meet the varied needs, financial capabilities, and desires of existing and future community residents while maintaining a predominantly rural atmosphere.</i></p> <p>Objective A: Encourage home siting in areas that will not result in property or environmental damage or impair rural character or agricultural operations.</p> <p>Objective B: Encourage builders whether professional or amateur to use high quality materials and established techniques.</p> <p>Objective C: Seek to make potential builders aware of existing regulations at the county level and also the town level.</p> <p>Objective D: Remain alert to new financial programs that may make potential homeowners or existing homeowners able to better meet their particular housing needs.</p>		
Actions and Programs	Responsible Party	Timeline
Education and Communication		
H-1: Provide housing information to home builders relative to existing regulations pertaining to home construction and construction site Best Management Practices.	Town of Gull Lake Planning Commission	2005
H-2: Distribute a basic construction techniques and local information packet to applicable building permit applicants.	Town of Gull Lake Planning Commission, Washburn County Zoning	2005
H-3: Petition Washburn County to provide incentives in the county's zoning ordinance and subdivision ordinance to encourage developers to provide affordable housing.	Gull Lake Town Board	2006
Regulatory		
H-4: Establish a town building procedure whereby new building applicants would schedule a time to meet with local plan commission to review the site and building process.	Town of Gull Lake Planning Commission, Town Clerk	Ongoing

Actions and Programs	Responsible Party	Timeline
H-5: The town and county should review the requirements of zoning and subdivision ordinances to permit all types of affordable housing in a manner consistent with community desires, land-use capacity, and legal requirements.	Town of Gull Lake Planning Commission	2008

TRANSPORTATION

<p>GOAL <i>Develop and maintain a safe and efficient multi-modal transportation system which accommodates the movement of people and goods while preserving the aesthetic qualities of the county.</i></p> <p>Objective A: Strive to improve and maintain the existing roads and highways within the town.</p> <p>Objective B: Consider providing a range of transportation alternatives for elderly people and persons with disabilities and/or special needs.</p> <p>Objective C: Address the interest and concerns regarding ATV traffic.</p>		
Actions and Programs	Responsible Party	Timeline
Resource Protection/Improvement		
TR-1: The town should continue to rate local roads in order to plan ahead for future road improvements.	Gull Lake Town Board	Ongoing
TR-2: Develop a formal town policy regarding ATV use in the Town of Gull Lake and initiate measures to properly inform ATV route users.	Gull Lake Town Board, ATV Club	2004
Regulatory		
TR-3: Establish minimum standards for private roadways and driveways.	Gull Lake Town Board, Spooner Fire District, WisDOT	TBD

Education and Communication		
TR-4: Contact Washburn County Human Services for information on non-emergency transportation for all residents. Make Town of Gull Lake residents aware of services available.	Town of Gull Lake Planning Commission, Washburn County Human Services	
Transportation Policies		
TRP-1: To participate in regional efforts to develop transportation facilities and services, including efforts to improve highways, bikeways, and area-wide public transportation services which may serve the town.		
TRP-2: To Upgrade existing town roads to current standards to the extent that resources allow.		
TRP-3: To review all transportation improvements within the context of the town's future land use map and the comprehensive plan.		

UTILITIES AND COMMUNITY FACILITIES

GOAL <i>To provide community facilities and services which contribute to the overall improvement of the community while maintaining a rural atmosphere.</i>		
Objective A: Maintain existing utility and community facilities and focus on future services that contribute to the overall improvement of the community. Objective B: Promote the use of existing public facilities and logical expansions to those facilities to serve future development wherever possible.		
Actions and Programs	Responsible Party	Timeline
Resource Protection/Improvement		
UT-1: Continue to study the economic feasibility of future fire protection alternatives.	Gull Lake Town Board, Town of Gull Lake Planning Commission	Ongoing
UT-2: Establish a neighborhood watch program.	Washburn County Sheriffs Department, Gull Lake Property Owners Association	Ongoing, until completed

Regulatory		
UT-3: Coordinate with Washburn County regarding the development of a wireless communications facility ordinance. Work to identify potential siting locations within the Town of Gull Lake and to identify structure design and siting requirements.	Gull Lake Town Board, Town of Gull Lake Planning Commission	Ongoing
Utilities and Community Facilities Policy		
UCFP-1: Consider the potential impacts of utility/facility expansion within the Town of Gull Lake prior to approval of any proposed expansions.		

AGRICULTURAL RESOURCES

GOAL <i>Preserve and support the continued viability of agriculture in the Town of Gull Lake.</i>		
Objective A: Preserve productive farmlands for continued agricultural use. Objective B: Encourage those involved in farming to use what is considered to be “Best Practices” in the industry.		
Actions and Programs	Responsible Party	Timeline
Resource Protection/Improvement		
AG-1: Develop a Town Farmland Preservation Plan.	Town of Gull Lake Planning Commission	2006
Education and Communication		
AG-2: Promote the use of the educational base available through the UW-Extension agriculture agents located both in Sawyer and Washburn County.	University of Wisconsin-Extension, Town of Gull Lake	Ongoing

CULTURAL AND HISTORIC RESOURCES

GOAL <i>Preserve, and enhance cultural heritage resources, including historical places, sites, and landscapes.</i>		
Objective A: Recognize that the Town of Gull Lake is by definition rural. Objective B: Identify and recognize historic and cultural resources. Objective C: Develop criteria for adding future places, sites, and landscapes.		
Actions and Programs	Responsible Party	Timeline
Resource Protection/Improvement		
CH-1: Designate a committee to identify the resources of historic/cultural significance within the town which are not currently listed in state registers.	Town of Gull Lake Planning Commission	2008

NATURAL RESOURCES

GOAL <i>Conserve, protect, manage, and enhance the town's natural resources in order to provide the highest quality of life for Gull Lake citizens and visitors.</i>		
Objective A: Protect surface water and ground water quality. Objective B: Provide ample access to resources within the township. Objective C: Encourage and provide assistance in the development and maintenance of lake associations and districts. Objective D: Encourage and support the development of comprehensive stream and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement. Objective E: Encourage proper maintenance of septic systems, shoreland areas, and water conservation. Objective F: Encourage planned forest management (and discourage fragmentation).		
Actions and Programs	Responsible Party	Timeline
Resource Protection/Improvement		
NR-1: Identify and map local areas of primary water absorption. Include on "Constraints Map".	Multi-Agency NWRPC	Ongoing

NR-2: Take protective measures to guard against problems caused by invasive species in town lakes and woodlands by endorsing lake association and WDNR sponsored programs and installing signs at waterway access points to create public awareness of the problem.	Gull Lake Property Owners Association, Wisconsin Department of Natural Resources	Ongoing
NR-3: Continue to consult with the WDNR for small-scale grant projects applicable to the Town of Gull Lake. Grant projects could include dry fire hydrants, and shoreland restoration programs.	Gull Lake Property Owners Association, Wisconsin Department of Natural Resources, Spooner Fire District	Ongoing
Actions and Programs Responsible Party Timeline		
Education and Communication		
NR-4: Request information to be made available to town landowners regarding the State of Wisconsin Stewardship Funds. Reestablish the town newsletter and use as a tool to distribute information to landowners.	Town of Gull Lake Planning Commission	2007
NR-5: Promote the use of vegetative buffers to preserve habitat and protect and enhance water quality. Distribute informational materials and promote landowner awareness.	Gull Lake Property Owners Association, Wisconsin Department of Natural Resources Washburn County Land and Water Conservation	Ongoing
NR-6: Monitor changes to the Washburn County Forest 10-Year Plan which may impact the Town of Gull Lake.	Gull Lake Town Board	2004
NR-7: Increase landowner awareness of conservation and shoreland protection tools and initiatives by consulting with the Gull Lake Property Owner Association and other private organizations.	Gull Lake Property Owners Association	2005

NR-8: Encourage landowners to consult and/or seek information from the WDNR and Washburn County Forester regarding planned forest management.	Wisconsin Department of Natural Resources, Washburn County Forestry Department	Ongoing
Natural Resources Policies		
NRP-1: Require all development to address the issue of water quality through sensitive site planning and adequate methods of sewage disposal and treatment and stormwater management to ensure that water quality is not harmed.		

ECONOMIC DEVELOPMENT

GOAL <i>Support economic development activities that provide for a healthy, diversified, and sound economy.</i>		
Objective A: Maintain existing businesses and explore opportunities for additional businesses in areas appropriate for commercial and industrial growth. Objective B: Support the county in attracting business and industry to locate in appropriate business and commercial areas. Objective C: Focus economic development efforts on rural-related businesses.		
Actions and Programs	Responsible Party	Timeline
Education and Communication		
ED-1: In order to encourage economic development, the town should examine allowed uses in zoning districts and determine the desirability of additional uses and districts.	Town of Gull Lake Planning Commission, Gull Lake Town Board	Ongoing
ED-2: Coordinate with the county and neighboring communities on economic development strategies and activities.	Town of Gull Lake Planning Commission, Gull Lake Town Board	Ongoing
ED-3: Examine the economic development programs available through the county and the State of Wisconsin.	Town of Gull Lake Planning Commission, Gull Lake Town Board	2006

ED-4: Request that the county provide information to the town board and the plan commission regarding the county's economic development plan and how it relates to town.	Town of Gull Lake Planning Commission, Gull Lake Town Board	2005
Actions and Programs	Responsible Party	Timeline
Regulatory		
ED-5: Define business types that may have a positive impact on the local economy and develop regulations that are deemed appropriate in order to maintain a rural context.	Town of Gull Lake Planning Commission	2006
ED-6: Review the county zoning ordinance and consider making any adjustments that seem appropriate to the town. This should be accomplished prior to the comprehensive revision.	Town of Gull Lake Planning Commission	2004
Resource Protection/Improvement		
ED-7: Ensure that the siting of economic development activities is consistent with community goals, objectives, and the future land use map and is appropriate in size, scale, and use intensity so as to not detract from the rural character of the community.	Town of Gull Lake Planning Commission	Ongoing

INTERGOVERNMENTAL COOPERATION

<p>GOAL <i>Establish cooperative relationships with adjacent and overlapping jurisdictions.</i></p> <p>Objective A: Coordinate the sharing of community facilities whenever possible. Objective B: Foster better communication between local jurisdictions and the county. Objective C: Support and actively work with the Wisconsin Town's Association to promote positive changes to state laws and programs, which present opportunities for the town to implement town goals and objectives.</p>

Actions and Programs	Responsible Party	Timeline
Education and Communication		
IC-1: Provide a copy of the Town of Gull Lake Comprehensive Plan to adjacent jurisdictions and encourage surrounding jurisdictions to consider the plan when making land use decisions.	Gull Lake Town Board	2004
IC-2: Coordinate with other jurisdictions in Washburn County in an effort to increase the efficiency and effectiveness of county-based services such as police protection. A) Create an inventory of towns desiring and committed to establishing better police services in their town.	Town of Gull Lake Planning Commission, Gull Lake Town Board	2004
IC-3: The town should seek involvement and cooperation with outside agencies such as the Wisconsin Department of Natural Resources.	Gull Lake Property Owners Association	Ongoing (invite staff to attend town meetings, open houses, etc.)
IC-4: Establish communications between the town and county regarding county level regulations and policy changes or revisions.	Gull Lake Town Board	Ongoing
Actions and Programs	Responsible Party	Timeline
Resource Protection/Improvement		
IC-4: Appoint a sub-committee to review existing services provided by the Town of Gull Lake and those provided by adjacent jurisdictions and develop recommendations for the potential sharing of these services.	Town of Gull Lake Planning Commission, Gull Lake Town Board	2005
IC-5: Develop a procedure to inform adjacent jurisdictions of land use changes occurring along boundaries.	Town of Gull Lake Planning Commission	Ongoing

IC-6: Evaluate the use of intergovernmental service agreements in situations where new or existing development in one jurisdiction may be most efficiently and cost-effectively served by another municipality's facilities. These agreements can also be developed for 1) joint ownership, 2) group purchasing, and 3) unique resource-sharing arrangements.	Gull Lake Town Board, Town of Gull Lake Planning Commission	2007
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LAND USE

GOAL <i>Promote a coordinated, planned development pattern consistent with the rural character of the community.</i>		
Objective A: Complete a land use inventory and make regular adjustments to the data as land use changes. Objective B: Work to minimize incompatible land use. Objective C: Establish reasonable actions that encourage orderly and responsible growth and development. Objective D: Ensure that any development patterns provide for a diversity of lot sizes to support various rural lifestyles. Objective E: Work to discourage the severe parcel fragmentation of larger land parcels that contribute to the rural character and environmental health of this community.		
Actions and Programs	Responsible Party	Timeline
Education and Communication		
LU-1: Host a town board "public information session" coordinated by NWRPC on "Conservation Design" subdivisions.	Gull Lake Town Board, NWRPC, other agencies	2004 or 2005
LU-2: Cooperate with the county and the UW Extension office in developing an informational packet for prospective and new landowners that would present basic information about the town, local government services, and recommendations relating to design and materials.	Town of Gull Lake Planning Commission, Washburn County, UW-Extension	Ongoing

Resource Protection/Improvement		
LU-3: Update the town land use map on a regular basis in order that it reflects the existing conditions in the community.	Gull Lake Town Board, Town of Gull Lake Planning Commission	Ongoing
Regulatory		
LU-4: Consider the implementation of town level/regional zoning.	Gull Lake Town Board, Town of Gull Lake Planning Commission	Ongoing
Actions and Programs	Responsible Party	Timeline
LU-5: Exercise statutory authority to veto zoning amendments (rezoning) when appropriate.	Gull Lake Town Board	As needed
LU-6: Consider the development of a town land/subdivision ordinance. Encourage the use of “conservation design” subdivisions.	Gull Lake Plan Commission/Gull Lake Town Board	Ongoing
LU-7: Establish and maintain an official map of the Town of Gull Lake as a master plan for streets, roads, parks, waterways, wetlands, drainage ways, and other public utilities, with the precise designation of right-of-way lines and site boundaries for both existing and proposed or future town needs.	Town of Gull Lake Planning Commission, Gull Lake	Ongoing
LU-8: The town should actively participate in the rezoning and conditional use deliberation of any application for a new mineral extraction operation in coordination with the Washburn County Zoning Department.	Gull Lake Town Board, Washburn County Zoning Department	Ongoing
Land Use Policies		
LUP-1: Base future land use decisions on the Town of Gull Lake-Future Land Use Map . Approvals of subdivision of land, rezoning, special exceptions, variances, and capital expenditures shall be consistent with the Comprehensive plan		

LUP-2: Allow development only where necessary services and facilities can be provided.
LUP-3: Disallow development that may adversely affect naturally and culturally sensitive areas as identified in the comprehensive plan.
LUP-4: Support those regulations at the county level which are consistent with the goals of the Town of Gull Lake.
LUP-5: Discourage any major or minor subdivisions from locating within the shoreland zone.

9.4 PLAN IMPLEMENTATION PROGRAMS

The primary tool for the implementation of the Town of Gull Lake Comprehensive Plan will be zoning. The town has previously adopted the Washburn County Zoning Ordinance, with zoning districts and associated requirements being administered by the county. The Town of Gull Lake does have the ability to adopt and enforce its own zoning, although this recommendation would require county board approval. It should be noted that these regulations could be costly to develop and administer. The following is a list of programs and strategies that the town could implement or utilize in order to achieve plan goals and objectives, in conjunction with zoning.

Purchase of Development Rights Program (PDR)

This technique is currently in use in some southern counties of Wisconsin and elsewhere in the United States and has proven to be effective for preserving farmland in areas adjacent to cities. The purchase of development rights is a *voluntary* protection technique that compensates the landowner for limiting future development on their land. The programs are primarily used for retention of agricultural lands, but the concept can be applied to all types of land use scenarios. Under a PDR program, an entity such as a town, county or private conservation organization purchases the development rights to a designated piece of property. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

Transfer of Development Rights (TDR) Program

The TDR program is a non-regulatory (voluntary) approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program, development rights to parcel of land are transferred from a “sending area” to another parcel referred to as the “receiving area”. Sending areas are typically those areas where development is discouraged or limited, and receiving areas are areas where growth and development are encouraged. Under some TDR programs, local government awards development rights to each parcel of developable land in the community or in selected districts on the basis of the land's acreage or value. Landowners can then sell the development rights on the open market. The TDR program has been widely implemented at the local level due to the fact that it requires no major financial contribution by local government.

Benefits of the TDR program include:

- ▶ The public benefits from the conservation easements, which protect and preserve sensitive natural features and wildlife habitat.
- ▶ Owners of sending area properties receive economic compensation for their properties where development would normally be precluded due to sensitive natural features or zoning restrictions.
- ▶ Owners of receiving area properties can increase their development density, accommodating a greater number of uses or tenants.
- ▶ Little financial contribution on behalf of local government.

Acquisition

This type of land preservation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be used in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority acquisition lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake associations, environmental groups, USFS, WDNR, etc.)

Conservation Easements

When a landowner sells their development rights, a legal document known as a conservation easement is drafted. The easement restricts the use of the land to agricultural use, open space, or other desired use in perpetuity. A conservation easement permanently limits residential, commercial, or industrial development to protect its natural attributes or agricultural value. The conservation easement becomes a part of the landowner's deed and remains on the deed even if the land is sold or passed through inheritance thereby ensuring the development will not occur on the property.

The conservation easement does not automatically allow public access to the land; the land remains in the hands of the owner, as only the right to develop it has been purchased. All remaining rights of property ownership remain with the landowner including the right to transfer ownership, swap, deed, or sell the land. A purchase of development rights program works to ensure that incompatible development will not take place; the PDR becomes a part of the deed and keeps the land in its agricultural or natural state in perpetuity. An effective purchase of development rights program requires initial financial support and on-going administration. Additionally, the program requires a county review board to assess the lands of landowners requesting entry of their parcel into the PDR program.

Land Trusts

Land trusts are non-profit voluntary organizations that work with landowners to use a variety of tools to help them protect their land. Such organizations are formed with the purpose of protecting open space, scenic views, wildlife, etc. and they use a variety of techniques to raise money for operating expenses and the acquisition of easements. Land trusts also provide adequate monitoring and stewardship. In the United States, land trusts can hold conservation easements, which mean that the organization has the right to enforce the restrictions placed on the land.

LESA Farmland Preservation Tool

LESA is an acronym for land evaluation and site assessment tool, a program that assists in the evaluation of land based on its suitability for agricultural use and value for non-farm uses. This system, developed by the Soil Conservation Service in 1981, has been routinely adopted and implemented for use by local government throughout the nation. The system involves a two-part process, the land evaluation component (LE) and site assessment component (SA). The LE portion involves assessment of soil conditions as they relate to the production of food and fiber products. Site assessment typically involves an analysis of the non-soil variables which affect the property's use such as municipal services available, adjacent land uses, development suitability, compatibility with land use plans, and distance from populated areas (expansion areas). A point system is often used in order to quantify the variables of the LE and SA components. Points are assessed based on whether or not the property meets the guidelines of the community and then totaled to achieve a composite score. A threshold score then determines whether or not the property would be an appropriate residential development area or whether the land should remain in agricultural use.

Land Protection Tool	Pro	Con
Donated Conservation Easements	Permanently protects land from development pressures. Landowners may receive income, estate, and property tax benefits. No or low cost to local unit of government. Land remains in private ownership and on the tax rolls.	Tax incentives may not provide enough compensation for many landowners. Little local government control over which areas are protected.
Purchase of Development Rights	Permanently protects land from development pressures. Landowner is paid to protect their land. Landowners may receive estate and property tax benefits. Local government can target locations effectively. Land remains in private ownership and on the tax rolls.	Can be costly for local unit of government.
Transfer of Development Rights	Permanently protects land from development pressures. Landowner is paid to protect their land. Landowners may receive estate and property tax benefits. Local government can target locations effectively. Low cost to local unit of government. Utilizes free market mechanisms. Land remains in private ownership and on tax roll.	Can be complex to manage. Receiving area must be willing to accept higher densities.

Conservation Design Subdivisions

The conservation design subdivision concept is an alternative development design to the conventional residential subdivision. Conventionally designed subdivisions are typically

characterized by land divided into house lots and streets, with minimal (if any) open space. Usually, the remaining open space lands consist of the undevelopable portion of the subdivision (steep slopes, wetlands, floodplain, etc.). The conventional subdivision lacks communal open space, community woodlands, or other open areas where people can meet and interact.

The purpose of a conservation design subdivision is to provide an opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design and protection of habitat and environmental features. A typical conservation design subdivision contains the same number of lots that would be permitted under a conventional design. The lots are typically smaller than conventional lots and are designed for single-family homes reminiscent of traditional neighborhoods found in small towns throughout America.

The compact design of a conservation subdivision allows for the creation of permanent open space (typically 50 percent or more of the buildable area). This undeveloped land typically serves as community open space land and provides recreational, aesthetic, and social benefits to subdivision residents.

The conservation design subdivision has proven economic, environmental, and social advantages over conventionally designed subdivisions¹ including:

Economic Advantages

- ▶ Lower infrastructure and design (engineering) costs
- ▶ Attractiveness of lots for home development
- ▶ Reduction in demand for public parklands

Environmental Advantages

- ▶ Protection of conservation areas and upland buffers (which would normally be developed)
- ▶ Reduced runoff due to less impervious surface cover
- ▶ Improved water filtration due to presence of vegetation and buffers
- ▶ Opportunities for non-conventional septic system design

Social Advantages

- ▶ Opportunities for interaction among residents (common open space)
- ▶ Pedestrian friendly
- ▶ Greater opportunity for community activities

Best Management Practices (BMP)

Best management practices describe voluntary procedures and activities aimed at protection of natural resources. BMP's are described in detail in the Wisconsin Department of Natural Resources publications titled "Wisconsin Construction Site Best Management Practice Handbook", and "Wisconsin's Forestry Best Management Practices for Water Quality". Shoreland BMP's are a set of specific Recommendations that landowners can take to help protect and preserve water quality. Detailed information on the use and implementation of shoreland BMP's is available from the University of Minnesota Extension (UM-EX).

¹ Randall Arendt, *Conservation Design for Subdivisions*, (Island Press, Washington D.C., 1996), pp 3-16.

9.5 ADDITIONAL PLAN IMPLEMENTATION TOOLS

The following is a partial list and description of additional plan implementation tools available to local government to assist in achieving the goals and objectives of a land use plan.

Special Plans

Special plans may arise through the planning process to address other specific issues. These plans often supplement the master plan and are important implementation tools. Some examples might include a downtown design plan, neighborhood plans or waterfront development plans.

Eminent Domain

Eminent domain allows government to take private land for public purposes, even if the owner does not consent, as long as the government compensates the landowner for their loss. The legislature has delegated the power of eminent domain to local government for specific purposes.

Annexation / Incorporation

Cities and villages have the power to annex lands within their extraterritorial boundaries. The power to extend municipal boundaries into adjacent unincorporated land allows a community to control development on its periphery, therefore, minimizing land use conflicts.

As an alternative to annexation, an unincorporated area may incorporate as a city or village, provided the unincorporated area meets certain statutory criteria.

Building Codes

Municipalities may choose to enact building codes as part of their ordinances. Building codes are sets of regulations that set standards for the construction and maintenance of buildings in a community, which ensures that these buildings are safe. The codes are usually concerned with maintaining buildings in order to keep them from becoming dilapidated and/or rundown.

Moratoria

Then enactment of a moratorium temporarily stops all development in a specified area in order to plan for growth. This includes identifying and protecting sensitive lands and other community resources. Local units of government can enact this tool.

General Zoning

Zoning is a tool that gives governmental bodies the power to intervene in the lives of private citizens for the protection of public health, safety, and welfare. Zoning separates conflicting land uses and ensures that development is directed in certain areas that can accommodate that particular land use. Several different types of specialized zoning exist.

- **Floodplain Zoning-** Floodplain zoning ordinances are required by Wisconsin law and pertain to cities, villages, and towns. The Wisconsin DNR specifies minimum standards for development in floodplains, but local ordinances may be more restrictive than these rules.

- **Shoreland Zoning-** Wisconsin law requires that counties adopt zoning regulations in shoreline areas that are within 1,000 feet of a navigable lake, pond, or flowage or 300 feet of a navigable stream or the landward side of the floodplain, whichever distance is greater. Minimum standards for shoreland zoning ordinances are specified in rules developed by the Wisconsin DNR, while local standards may be more restrictive than these rules.
- **Exclusive Agricultural Zoning-** Municipalities may adopt exclusive agricultural zoning for farmland under the Farmland Preservation Program. For farmers to be eligible for income tax credits, they must meet standards that require a minimum parcel size of 35 acres and limit the use of the land to those that are agriculturally related. The ordinance must comply with the county farmland preservation plan.
- **Extraterritorial Zoning-** Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within 3 miles of the corporate limits of a first, second, or third class city, or within 1 ½ miles of a fourth class city or village.
- **Performance Zoning-** Performance zoning uses performance standards to regulate development. Performance standards are zoning controls that regulate the effects or impacts of a proposed development, instead of separating uses into various zones. The standards often relate to a site's development capability. For example, in agricultural areas, performance zoning could be used to limit development on prime agricultural soils and allow development on lower quality soils.
- **Bonus and Incentive Zoning-** Bonus or incentive zoning allows local governments to grant a bonus, usually in the form of density or the size of the development, in exchange for amenities such as parks or walking paths for example.
- **Overlay Zoning-** Overlay zones are designed to protect important resources and sensitive areas. The underlying zoning regulates the type of uses permitted, while the overlay zone imposes specific requirements to provide additional protection.
- **Mixed-Use Zoning-** Mixed-use zoning is an effective way to enhance existing urban and suburban areas and encourage infill development. Mixed-use zoning recognizes the existing mixture and encourages its continuance and may offer an alternative to struggling with nonconforming use complexities.
- **Inclusionary Zoning-** Inclusionary zoning provides incentives to developers to provide affordable housing as part of a proposed development project. For example, in exchange for higher density, a developer would have to build a specified number of low and moderate income dwelling units.

Planned Unit Developments (PUD's)

Planned Unit Developments (PUD's) are planned and built developments that create a variety of compatible land uses. These developments vary in densities and are subject to more flexible setbacks, design, and open space requirements than are afforded by traditional or general zoning.

Reserved Life Estates

This is a tool in which a landowner has the opportunity to sell or donate his or her land to a conservation organization but is able to continue living and managing the property.

9.6 FISCAL TOOLS

Capital Improvement Program (CIP)

Capital Improvement Programs are a fiscal tool that can help communities plan for the timing and location of community facilities and utilities (such as municipal sewer and water service, parks or schools). CIP's ensure that proper budgets are allocated for future developments or improvements to community infrastructure.

Impact Fees

Impact fees are financial contributions imposed on new developments to help pay for capital improvements needed to serve the development. Local governments can impose impact fees to finance highways, other transportation facilities, storm water facilities, solid waste and recycling facilities, fire and police facilities etc.

Tax Increment Financing (TIF)

Cities and villages may designate tax increment financing districts to finance public improvements through the property taxes generated on future increases in the value of taxable properties in the district. Under TIF, the overlying taxing jurisdictions do not receive any tax revenues based on the increase in property valuation in a district until all improvement costs are paid. In this way, the TIF district assures that all taxing jurisdictions benefiting from development pay a share of the costs.

9.7 HOW TO USE THE PLAN

The Town of Gull Lake Comprehensive Plan is intended to help guide growth and development decisions within the town. The plan is an expression of the town's wishes and desires and provides a series of recommendations for assisting the community in attaining its goals. The comprehensive plan is not an inflexible or static set of rules. Rather, it is fluid and dynamic. The objectives and recommendations are intended to allow flexibility in light of new information or opportunities. The plan is not an attempt to predict the future; it is an attempt to record the fundamental community values and philosophy that citizens of the Town of Gull Lake share and to use them as benchmarks in future decisions concerning growth, development, and improvement in the community. The plan guides considerations regarding not only land use but also addresses community issues such as housing, transportation and economic development.

The town planning commission, town board, and citizens in reviewing all proposals pertaining to growth and development should utilize this document. Proposals should be examined to

determine whether they are consistent with community wishes and desires, as expressed in the plan. As part of the review, a thorough review of the plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether or not the plan provides relevant direction and whether the requested recommendation is in conformance with the plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.

9.8 ROLE OF THE PLAN COMMISSION

In general, the role of the Town of Gull Lake Plan Commission will be to advise the town board on comprehensive planning and land use issues within the town and may make decisions as delegated by the town board.

What decisions does a plan commission have the legal authority to make? Plan commissions are involved in three types of governmental decision-making.

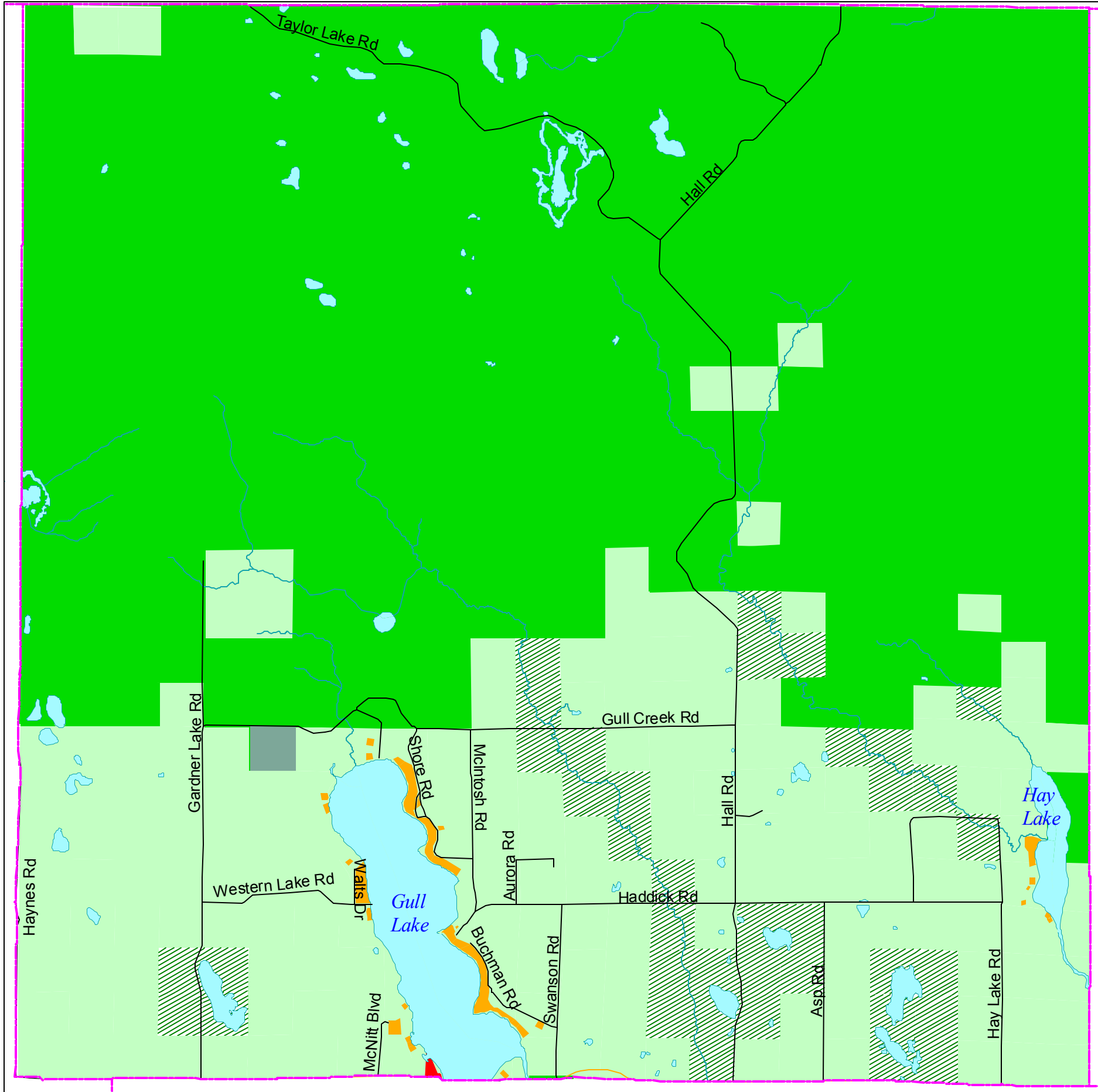
1. Legislative decisions - recommending actions to the governing body regarding adopting or amending plans, ordinances or other implementation tools.
2. Quasi-judicial decisions - applying local ordinances to make decisions regarding zoning conditional use permits, plat approvals and administrative appeals and variances for specified ordinances.
3. Administrative decisions – issuing permits or making personnel or other management decisions.

Plan Commission Handbook, May 2002, College of Natural Resources and Cooperative Extension University of Wisconsin – Stevens Point

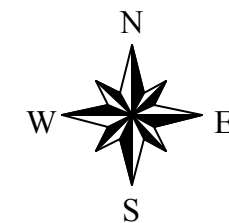
9.9 CONCLUSION

The Comprehensive Plan for the Town of Gull Lake is intended to be a dynamic, evolving document. Periodic revision and update of the plan will ensure that it is accurate and consistent with the wishes and desires of the community. Plan recommendations in this document provide the basis for evaluation of development proposals and give the community a means for achieving their community vision. The specific recommendation statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately the success of the planning process will be measured by the future quality of life experienced by both residents and visitors.

Future Land Use Town of Gull Lake

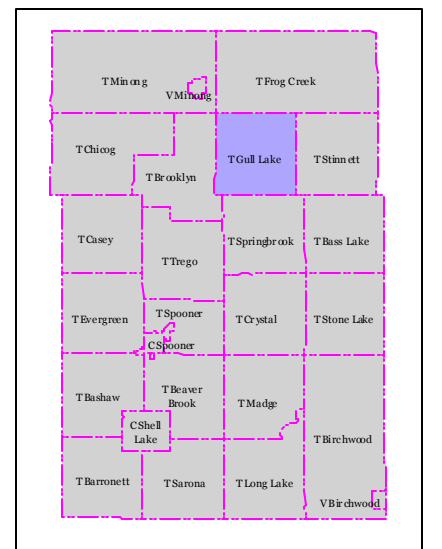


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| <ul style="list-style-type: none"> Federal Highway State Highway County Highway Local Road Private/Trail Town Boundary Lakes & Ponds Rivers & Streams Public/Industrial Lands DNR Land County Forest Land Federal Land Industrial Forest | Future Land Use Categories <ul style="list-style-type: none"> Forestry Residential Shoreland Residential Medium Den. Residential Unincorporated Communities Commercial Industrial Governmental/Institutional Park & Recreation Agriculture Forestry Protected Area |
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Source: Northwest Regional
Planning Commission
Date Printed: 3/17/04



**Town of Gull Lake
Comprehensive Planning Process
“Public Participation Plan”**

Prepared by the Northwest Regional Planning Commission

**To be recommended by the
Town of Gull Lake Comprehensive Planning Committee**

**To be approved by the
Town of Gull Lake
October 8, 2002**

INTRODUCTION

Recognizing that the Town of Gull Lake Comprehensive Plan must reflect the people it serves, the Town of Gull Lake encourages citizen input throughout the development of the plan. Public participation procedures must provide for a broad dissemination of proposals and alternatives, public meetings after effective notice, opportunity for written comments, communication programs, information services, provisions for open discussion, and consideration of and response to public comments. These enhanced procedures augment the minimum public notification requirements required by law.

The Town of Gull Lake's Public Participation Plan forms the basic framework for achieving an interactive dialogue between local, state and federal decision-makers and the citizens of the Town of Gull Lake. This plan outlines the public participation strategy for the development, evaluation and eventual adoption of the comprehensive plan for the Town of Gull Lake. The creation of the Public Participation Plan is the first step in meeting the requirements of Wisconsin's comprehensive planning legislation and will apply throughout the local planning process leading to the adoption of the Town of Gull Lake Comprehensive Plan.

The Town of Gull Lake will comply with the Public Participation Plan as appropriate to the situation. As the planning process develops, it should be expected that deviations from the plan might be warranted.

PUBLIC PARTICIPATION GUIDELINES

General

The main goal of the Public Participation Plan is to make the citizens of the Town of Gull Lake aware of the progress of the comprehensive planning process and to offer the public opportunities to make suggestions and comments during the process. To reach these goals, the Town of Gull Lake has adopted the following plan to encourage public participation through the planning process. Taken individually, the activities described in this plan are not expected to reach and inform each and every resident and property owner of the Town of Gull Lake. Collectively, however, the plan activities are designed to effectively and efficiently provide a broad-based dissemination of information and maximize the opportunity for citizen involvement and comment.

The majority of the public participation activities will focus on public information, education, and input. Public meetings, workshops, and open houses will provide opportunities for the public to openly discuss comprehensive planning issues with planning committee members, town board supervisors and consultant staff. Formal public hearings will also be conducted as part of the plan adoption process to allow public testimony to be made regarding the comprehensive plan. During the comprehensive planning process, every effort will be made to ensure that public meetings are held at locations convenient to all citizens of the Town of Gull Lake. Other public participation activities will be explored to inform and receive input from residents that may not be able to attend public meetings and hearings.

Provisions for Open Discussion

The Town of Gull Lake will ensure that public meetings allow for an open discussion of the relevant issues at hand and those public hearings allow for appropriate testimony. When public meetings or hearings are conducted, the Town of Gull Lake will make every effort to ensure those who choose to participate in the planning process have the opportunity to actually have their opinions heard. To accomplish this, the following actions will be implemented:

- An agenda will be established that clearly defines the purpose of the public meeting or hearing, the items to be discussed, and any actions that may be taken.
- The scheduled date, time, and place will be convenient to encourage maximum participation by the town residents and property owners.
- A clearly identifiable facilitator or chair will conduct the meeting or hearing in an orderly fashion to ensure that all attendees have an opportunity to offer comments, discuss issues, or provide testimony.
- The facilitator or chair will provide opening remarks that clearly outline the purpose of the meeting or hearing, describe procedures attendees should use during the meeting or hearing when offering input, and describe how the public input will be used.
- As appropriate, an overview of documents or proposals to be considered will be discussed.

- All persons attending the meeting or hearing that desire to participate should be allowed to do so. However, specific factors, such as the meeting or hearing purpose, number in attendance, time considerations, or future opportunities to participate may require that appropriate constraints be applied. These constraints will be clearly outlined by the facilitator or chair if the need arises.
- All attendees will be encouraged to sign in using a provided sign in sheet.
- Meetings and hearings will be recorded by appointed committee members.
- Meeting summaries will be transcribed and made available as soon as possible following the meeting or hearing.
- Special arrangements will be made under the provisions of the Americans with Disabilities Act (ADA) with sufficient advance notice.

Opportunity for Written Comments

Detailed comments can most often be better expressed through written format. To encourage the citizens of the Town of Gull Lake to express written comment throughout the planning process, the following steps will be taken:

- All meeting and hearing notices will include the name, address, and e-mail address (if applicable) of person(s) to whom written comments should be sent along with any deadlines for submitting comments, when warranted.
- Persons speaking or testifying will be encouraged to concisely express their comments and provide specific details in written format.

Consideration of and Response to Public Comments

The various methods for involving the public and soliciting public opinions and comments during the comprehensive planning process are defined herein. These methods represent the initial steps for bringing public comment into the decision-making process. The following steps will be taken to ensure that public recommendations and comments are taken into consideration by the decision-makers when developing the comprehensive plan:

- Time will be reserved subsequent to the close of a meeting, hearing, or comment deadline and prior to the actual decision or recommendation being made to ensure that decision makers can adequately review all relevant materials or comments.
- Decision-makers may reconvene a public hearing for the purpose of addressing public comments.
- The record (written comments or testimony, tape recordings, or transcripts) of hearings and meeting summaries will be compiled by appointed committee members and made available to decision makers for their review and consideration.
- Substantive comments pertaining to studies, analysis, or reports, along with appropriate responses, will be included in the published documents itself.
- Relevant comments or testimony will be addressed through the findings-of-fact portion of the decision maker's written decision or recommendation.

PUBLIC PARTICIPATION PLAN

Public Meetings and Workshops

Planning Group Meetings & Workshops

The Town of Gull Lake will hold public meetings and workshops to assimilate information collected relevant to the nine elements of the comprehensive plan. Through local public meetings, residents will be able to become an instrumental part of their community's planning process. By participating in meetings and workshops, citizens can aid their elected officials and planning committee in creating a vision for their community's comprehensive plan. Interested citizens can also become involved in the planning process as members of their community's planning committee.

Meeting/Hearing Notices

Official meeting notices will be prepared for any of the above public meetings or hearings conducted pertaining to the comprehensive planning process. At a minimum, the requirements of §19.31 pertaining to public meetings and notification will be met. The town clerk or other town staff will place meeting notices at the town's designated posting location(s). In all cases, notices will be forwarded to the town's official paper and other newspapers as deemed appropriate. It is recommended that meeting notices be posted at least one week prior to the meeting. All public hearings will follow the same public notice recommendations except all public hearings will be published as per a Class II notice.

Civic and Community Presentations

Throughout the planning process, representatives responsible for development of the comprehensive plan will meet with local civic and community organizations to discuss the development of the comprehensive plan. In addition to presenting information, information will be collected at the civic and community functions as it pertains to the development of the comprehensive plan.

Newsletter Mailings

An annual newsletter will be developed to inform residents and property owners about comprehensive planning and other issues related to the development of the comprehensive plan. Each newsletter will include a list of contacts from which citizens can gain additional information and an address or e-mail where comments can be sent.

Community Displays

The development of public displays will be prepared during the course of the project and could be displayed at locations throughout the town or county.

Mailing Lists

As public participation proceeds, interested citizens will have opportunities to place their name on a mailing list to receive additional information regarding the planning process via direct mail or e-mail where applicable. The consultant will compile and maintain this mailing list. Names to be included on the mailing list will originate from meeting and hearing sign-in sheets, written correspondence, recognized community organizations, as well as through individual requests. This list will also be used for newsletter circulation, special mailings, and notices as appropriate.

Periodic Articles

As the public participation process proceeds, interested citizens and community leaders may request more detailed information on land use related topics than desired by much of the general public. To provide more detail to citizens and key officials showing an interest in the comprehensive plan, articles will be prepared from time to time by the consultant or UW-Extension staff.

Planning Document Dissemination

Documents that contain or describe the proposed plan's policies, maps, or recommendations will be made available for public review. Such documents will be made available well in advance of opportunities for public discussion or testimony. Such documents will be made available ten (10) calendar days prior to any public meeting or hearing scheduled for their discussion or a decision.

Documents may be disseminated as follows:

- Digital versions may be posted on the consultants website.
- A copy will be delivered to a local library.
- A copy will be delivered to each elected official and/or key staff.
- A copy will be placed at the town hall for citizen review.
- A copy will be available for review at the Northwest Regional Planning Commission, 1400 S River Street, Spooner, WI 54801 during normal business hours.

Public Hearings

Once the final draft of the Town of Gull Lake Comprehensive Plan is completed, the Town of Gull Lake with assistance from the consultant will conduct a public hearing to receive public comment on the proposed plan. As plan development progresses, a schedule for these meetings will be prepared.

Hearing Notices

The Town of Gull Lake will place legal notice of hearings in the official newspaper. Hearing notices should be published as required by local and state requirements.

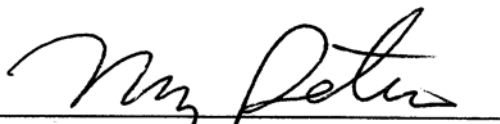
Prior to the town enacting an ordinance approving the comprehensive plan, a hearing shall be conducted preceded by a Class 1 public notice that is published at least 30 days before the hearing is held. The town may also provide notice of the hearing by any other means it considers appropriate. According to the comprehensive planning legislation, the Class 1 notice shall contain at least the following information:

1. The date, time, and place of hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing and how a copy of the plan may be obtained.

Town of Gull Lake Comprehensive Plan Adoption Process

The Town of Gull Lake will follow the procedures for adopting the comprehensive plan as listed in §66.1001. The first step in the adoption process is being met by the adoption of this document that details written procedures that are designed to foster public participation throughout the comprehensive planning process.


Katherine Berndt, Chairman

Attest: 
Mary Peters, Clerk

Approved by the Town of Gull Lake, Board of Supervisors on: October 8, 2002

Appendix B

TOWN OF GULL LAKE COMPREHENSIVE PLAN SURVEY

Town Response Rate – 42.6%

County Response Rate – 35.5%

Note: Minor data inconsistencies in survey results are due to invalid or missing responses. In some cases, these inconsistencies result in a disproportionate number of resident and non-resident responses when compared to total town responses.

I. COMMUNITY ISSUES & OPPORTUNITIES

Please examine your community (town, village or city) issues and opportunities and check HOW IMPORTANT the issue or opportunity is to you and HOW SATISFIED you are with each.

		<u>Level of Importance</u>			<u>Level of Satisfaction</u>		
		Important	Neutral	Not Important	Satisfied	Neutral	Not Satisfied
1. Property Taxes	T	89 (93.7%)	5 (5.3%)	1 (1.1%)	27 (29.3%)	26 (28.3%)	39 (42.4%)
	R	47 (94.0%)	2 (4.0%)	1 (2.0%)	13 (26.5%)	14 (28.6%)	22 (44.9%)
	NR	42 (93.3%)	3 (6.7%)	0 (0%)	14 (32.6%)	12 (27.9%)	17 (39.5%)
	C	4,269 (93.1%)	288 (6.3%)	27 (.6%)	812 (18.3%)	1,015 (22.9%)	2,608 (58.8%)
2. Recreational Opportunities	T	65 (69.9%)	17 (18.3%)	11 (11.8%)	48 (52.7%)	28 (30.8%)	15 (16.5%)
	R	32 (64.0%)	13 (26.0%)	5 (10.0%)	23 (47.9%)	17 (35.4%)	8 (16.7%)
	NR	33 (76.7%)	4 (9.3%)	6 (14.0%)	25 (58.1%)	11 (25.6%)	7 (16.3%)
	C	2,935 (64.5%)	1,260 (27.7%)	354 (7.8%)	2,408 (55.0%)	1,573 (35.9%)	400 (9.1%)
3. Local Roads	T	70 (73.7%)	22 (23.2%)	3 (3.2%)	39 (42.4%)	30 (32.6%)	23 (25.0%)
	R	38 (76.0%)	11 (22.0%)	1 (2.0%)	17 (34.7%)	15 (30.6%)	17 (34.7%)
	NR	32 (71.1%)	11 (24.4%)	2 (4.4%)	22 (51.2%)	15 (34.9%)	6 (14.0%)
	C	3,366 (73.7%)	1,046 (22.9%)	156 (3.4%)	2,151 (48.8%)	1,281 (29.0%)	978 (22.2%)
4. Clean Drinking Water	T	85 (89.5%)	8 (8.4%)	2 (2.1%)	63 (70.0%)	22 (24.4%)	5 (5.6%)
	R	47 (94.0%)	3 (6.0%)	0 (0%)	34 (70.8%)	9 (18.8%)	5 (10.4%)
	NR	38 (84.4%)	5 (11.1%)	2 (4.4%)	29 (69.0%)	13 (31.0%)	0 (0%)
	C	4,111 (89.9%)	383 (8.4%)	79 (1.7%)	3,061 (69.9%)	1,056 (24.1%)	264 (6.0%)
5. Quality Public Education	T	48 (51.1%)	34 (36.2%)	12 (12.8%)	23 (25.3%)	52 (57.1%)	16 (17.6%)
	R	34 (68.0%)	14 (28.0%)	2 (4.0%)	16 (33.3%)	19 (39.6%)	13 (27.1%)
	NR	14 (31.8%)	20 (45.5%)	10 (22.7%)	7 (16.3%)	33 (76.7%)	3 (7.0%)
	C	2,790 (61.1%)	1,305 (28.6%)	470 (10.3%)	1,590 (36.3)	2,148 (49.1%)	638 (14.6%)
6. Job Opportunities	T	47 (50.0%)	32 (34.0%)	15 (16.0%)	16 (18.0%)	53 (59.6%)	20 (22.5%)
	R	29 (56.9%)	15 (29.4%)	7 (13.7%)	11 (23.4%)	23 (48.9%)	13 (27.7%)
	NR	18 (41.9%)	17 (39.5%)	8 (18.6%)	5 (11.9%)	30 (71.4%)	7 (16.7%)
	C	2,377 (52.3%)	1,483 (32.6%)	689 (15.1%)	709 (16.3%)	2,433 (55.9%)	1,214 (27.9%)

		<u>Level of Importance</u>			<u>Level of Satisfaction</u>		
		Important	Neutral	Not Important	Satisfied	Neutral	Not Satisfied
7. Shopping Facilities	T	38 (40.0%)	42 (44.2%)	15 (15.8%)	33 (36.3%)	49 (53.8%)	9 (9.9%)
	R	18 (35.3%)	26 (51.0%)	7 (13.7%)	14 (29.2%)	27 (56.3%)	7 (14.6%)
	NR	20 (45.5%)	16 (36.4%)	8 (18.2%)	19 (44.2%)	22 (51.2%)	2 (4.7%)
	C	2,016 (44.2%)	1,819 (39.9%)	726 (15.9%)	1,648 (37.5%)	1,955 (44.5%)	792 (18.0%)
8. Housing You Can Afford	T	45 (47.4%)	38 (40.0%)	12 (12.6%)	23 (25.6%)	51 (56.7%)	16 (17.8%)
	R	28 (54.9%)	18 (35.3%)	5 (9.8%)	14 (29.8%)	22 (46.8%)	11 (23.4%)
	NR	17 (38.6%)	20 (45.5%)	7 (15.9%)	9 (20.9%)	29 (67.4%)	5 (11.6%)
	C	2,503 (55.0%)	1,433 (31.5%)	613 (13.5%)	1,323 (30.4%)	2,319 (53.3%)	712 (16.4%)
9. Environmental Quality	T	86 (89.6%)	7 (7.3%)	3 (3.1%)	54 (59.3%)	28 (30.8%)	9 (9.9%)
	R	48 (94.1%)	3 (5.9%)	0 (0%)	28 (58.3%)	13 (27.1%)	7 (14.6%)
	NR	38 (84.4%)	4 (8.9%)	3 (6.7%)	26 (60.5%)	15 (34.9%)	2 (4.7%)
	C	4,023 (87.9%)	464 (10.1%)	90 (2.0)	2,603 (59.1%)	1,339 (30.4%)	466 (10.6%)
10. Air Quality	T	84 (88.4%)	9 (9.5%)	2 (2.1%)	60 (66.7%)	25 (27.8%)	5 (5.6%)
	R	46 (92.0%)	4 (8.0%)	0 (0%)	30 (63.8%)	13 (27.7%)	4 (8.5%)
	NR	38 (84.4%)	5 (11.1%)	2 (4.4%)	30 (69.8%)	12 (27.9%)	1 (2.3%)
	C	4,070 (89.0%)	435 (9.5%)	69 (1.5%)	3,207 (72.8%)	1,023 (23.2%)	178 (4.0%)
11. Waterfront Protection	T	66 (68.8%)	24 (25.0%)	6 (6.3%)	34 (37.8%)	40 (44.4%)	16 (17.8%)
	R	36 (70.6%)	12 (23.5%)	3 (5.9%)	14 (29.8%)	21 (44.7%)	12 (25.5%)
	NR	30 (66.7%)	12 (26.7%)	3 (6.7%)	20 (46.5%)	19 (44.2%)	4 (9.3%)
	C	3,493 (76.4%)	877 (19.2%)	204 (4.5%)	1,864 (42.4%)	1,606 (36.5%)	927 (21.2%)
12. Quality of Life	T	83 (88.3%)	10 (10.6%)	1 (1.1%)	53 (59.6%)	32 (36.0%)	4 (4.5%)
	R	46 (92.0%)	4 (8.0%)	0 (0%)	29 (61.7%)	15 (31.9%)	3 (6.4%)
	NR	37 (84.1%)	6 (13.6%)	1 (2.3%)	24 (57.1%)	17 (40.5%)	1 (2.4%)
	C	4,022 (88.2%)	473 (10.4%)	66 (1.4%)	2,874 (65.5%)	1,256 (28.6%)	260 (5.9%)
13. Noise Pollution	T	68 (71.6%)	17 (17.9%)	10 (10.5%)	44 (48.4%)	34 (37.4%)	13 (14.3%)
	R	33 (66.0%)	11 (22.0%)	6 (12.0%)	24 (50.0%)	17 (35.4%)	7 (14.6%)
	NR	35 (77.8%)	6 (13.3%)	4 (8.9%)	20 (46.5%)	17 (39.5%)	6 (14.0%)
	C	3,314 (72.6%)	1,026 (22.5%)	227 (5.0%)	2,145 (48.8%)	1,595 (36.3%)	660 (15.0%)
14. Public Land Management	T	64 (66.7%)	27 (28.1%)	5 (5.2%)	33 (35.9%)	40 (43.5%)	19 (20.7%)
	R	31 (60.8%)	17 (33.3%)	3 (5.9%)	14 (29.2%)	23 (47.9%)	11 (22.9%)
	NR	33 (73.3%)	10 (22.2%)	2 (4.4%)	19 (43.2%)	17 (38.6%)	8 (18.2%)
	C	3,117 (68.4%)	1,264 (27.8%)	173 (3.8%)	1,503 (34.3%)	2,052 (46.9%)	822 (18.8%)
15. Adequate Energy Supply	T	72 (75.0%)	21 (21.9%)	3 (3.1%)	46 (50.5%)	38 (41.8%)	7 (7.7%)
	R	38 (74.5%)	11 (21.6%)	2 (3.9%)	26 (54.2%)	18 (37.5%)	4 (8.3%)
	NR	34 (75.6%)	10 (22.2%)	1 (2.2%)	20 (46.5%)	20 (46.5%)	3 (7.0%)
	C	3,440 (75.5%)	984 (21.6%)	133 (2.9%)	2,430 (55.4%)	1,609 (36.7%)	350 (8.0%)

16. How satisfied are you that your local elected officials are serving your needs?

	Satisfied	Not Satisfied	No Opinion
T	41 (41.4%)	23 (23.2%)	35 (35.4%)
R	24 (47.1%)	13 (25.5%)	14 (27.5%)
NR	17 (35.4%)	10 (20.8%)	21 (43.8%)
C	1,560 (34.2%)	1,252 (27.4%)	1,752 (38.4%)

17. Would you be willing to pay more in taxes or user fees to improve services such as fire protection, law enforcement and road maintenance?

	Yes	No	No Opinion
T	21 (20.8%)	66 (65.3%)	14 (13.9%)
R	13 (24.5%)	33 (62.3%)	7 (13.2%)
NR	8 (16.7%)	33 (68.8%)	7 (14.6%)
C	799 (17.4%)	3,291 (71.6%)	506 (11.0%)

18. Should my local government develop cooperative agreements with adjoining jurisdictions to share equipment such as graders, dump trucks and other heavy equipment?

	Yes	No	No Opinion
T	71 (71.7%)	9 (9.1%)	19 (19.2%)
R	37 (71.2%)	5 (9.6%)	10 (19.2%)
NR	34 (72.3%)	4 (8.5%)	9 (19.1%)
C	3,501 (76.1%)	473 (10.3%)	629 (13.7%)

19. Is there a need for neighboring local governments to meet and work together as a team?

	Yes	No	No Opinion
T	68 (73.9%)	5 (5.4%)	19 (20.7%)
R	39 (81.3%)	2 (4.2%)	7 (14.6%)
NR	29 (65.9%)	3 (6.8%)	12 (27.3%)
C	3,450 (77.6%)	263 (5.9%)	733 (16.5%)

II. LAND USE PLANNING AND ZONING

Land use planning involves a process of defining goals & priorities for your community and using these goals and priorities to guide elected officials and citizens in making better informed land use decisions.

20. How important are land use issues to you?

	Important	Not Important	Not Sure
T	79 (79.8%)	4 (4.0%)	16 (16.2%)
R	42 (80.8%)	2 (3.8%)	8 (15.4%)
NR	37 (78.7%)	2 (4.3%)	8 (17.0%)
C	3,571 (78.7%)	302 (6.7%)	666 (14.7%)

Please respond to the following statements that address growth management issues in your community:

LAND USE PLANNING		Yes	No	Don't Know
21. Does my town/village/city need land use planning?	T	49 (49.0%)	18 (18.0%)	33 (33.0%)
	R	30 (57.7%)	10 (19.2%)	12 (23.1%)
	NR	19 (39.6%)	8 (16.7%)	21 (43.8%)
	C	2,568 (56.0%)	694 (15.1%)	1,320 (28.8%)
22. Does Washburn County need land use planning?	T	62 (62.0%)	9 (9.0%)	29 (29.0%)
	R	38 (73.1%)	4 (7.7%)	10 (19.2%)
	NR	24 (50.0%)	5 (10.4%)	19 (39.6%)
	C	2,887 (63.0%)	533 (11.6%)	1,166 (25.4%)
23. Should there be more cooperation among communities in planning for growth?	T	65 (65.0%)	8 (8.0%)	27 (27.0%)
	R	36 (69.2%)	4 (7.7%)	12 (23.1%)
	NR	29 (60.4%)	4 (8.3%)	15 (31.3%)
	C	3,416 (74.7%)	348 (7.6%)	807 (17.7%)
WATER RESOURCES		Yes	No	Don't Know
24. Should the surface waters of Washburn County (its lakes, rivers, streams and wetlands) be further protected from the negative effects of development?	T	74 (74.7%)	14 (14.1%)	11 (11.1%)
	R	38 (74.5%)	7 (13.7%)	6 (11.8%)
	NR	36 (75.0%)	7 (14.6%)	5 (10.4%)
	C	3,369 (73.4%)	725 (15.8%)	497 (10.8%)
25. Should provisions be made to preserve the natural beauty of lakes, rivers, streams and wetlands?	T	76 (76.0%)	10 (10.0%)	14 (14.0%)
	R	39 (75.0%)	5 (9.6%)	8 (15.4%)
	NR	37 (77.1%)	5 (10.4%)	6 (12.5%)
	C	3,723 (81.2%)	491 (10.7%)	369 (8.1%)

<u>ZONING AND LAND USE REGULATIONS</u>		Yes	No	Don't Know
26. Do zoning restrictions improve areas more than they detract from them?	T	45 (44.6%)	21 (20.8%)	35 (34.7%)
	R	21 (39.6%)	13 (24.5%)	19 (35.8%)
	NR	24 (50.0%)	8 (16.7%)	16 (33.3%)
	C	2,332 (51.1%)	830 (18.2%)	1,398 (30.7%)
27. Should land use be restricted by zoning?	T	55 (54.5%)	21 (20.8%)	25 (24.8%)
	R	28 (52.8%)	11 (20.8%)	14 (26.4%)
	NR	27 (56.3%)	10 (20.8%)	11 (22.9%)
	C	2,690 (58.9%)	937 (20.5%)	942 (20.6%)
28. Should there be aesthetic requirements for commercial and industrial development (i.e. landscaping, natural colors and material)?	T	60 (60.0%)	18 (18.0%)	22 (22.0%)
	R	29 (55.8%)	9 (17.3%)	14 (26.9%)
	NR	31 (64.6%)	9 (18.8%)	8 (16.7%)
	C	3,021 (66.0%)	917 (20.0%)	638 (13.9%)
29. Should new businesses generally be required to locate near other businesses?	T	55 (54.5%)	28 (27.7%)	18 (17.8%)
	R	25 (47.2%)	19 (35.8%)	9 (17.0%)
	NR	30 (62.5%)	9 (18.8%)	9 (18.8%)
	C	2,418 (52.8%)	1,400 (30.6%)	764 (16.7%)
30. Should rural residential lots have a minimum size restriction?	T	66 (65.3%)	22 (21.8%)	13 (12.9%)
	R	35 (66.0%)	13 (24.5%)	5 (9.4%)
	NR	31 (64.6%)	9 (18.8%)	8 (16.7%)
	C	2,703 (58.9%)	1,339 (29.2%)	550 (12.0%)
31. Should land use regulations be strongly enforced?	T	65 (65.0%)	13 (13.0%)	22 (22.0%)
	R	36 (67.9%)	7 (13.2%)	10 (18.9%)
	NR	29 (61.7%)	6 (12.8%)	12 (25.5%)
	C	2,966 (64.8%)	731 (16.0%)	880 (19.2%)
<u>PRESERVATION AND DEVELOPMENT POLICIES</u>		Yes	No	Don't Know
32. Is it important to preserve the agricultural industry in Washburn County?	T	81 (81.8%)	9 (9.1%)	9 (9.1%)
	R	43 (82.7%)	5 (9.6%)	4 (7.7%)
	NR	38 (80.9%)	4 (8.5%)	5 (10.6%)
	C	3,248 (70.8%)	549 (12.0%)	788 (17.2%)
33. Should a landowner have the right to sell his or her farmland for purposes other than farming?	T	72 (72.7%)	11 (11.1%)	16 (16.2%)
	R	35 (67.3%)	8 (15.4%)	9 (17.3%)
	NR	37 (78.7%)	3 (6.4%)	7 (14.9%)
	C	3,638 (79.7%)	307 (6.7%)	620 (13.6%)
34. Should the rural character of Washburn County be preserved?	T	82 (82.0%)	6 (6.0%)	12 (12.0%)
	R	41 (78.8%)	4 (7.7%)	7 (13.5%)
	NR	41 (85.4%)	2 (4.2%)	5 (10.4%)
	C	3,416 (74.7%)	398 (8.7%)	756 (16.5%)

		Yes	No	Don't Know
35. Is it important to attract new population to this area?	T	28 (28.6%)	53 (54.1%)	17 (17.3%)
	R	16 (30.8%)	28 (53.8%)	8 (15.4%)
	NR	12 (26.1%)	25 (54.3%)	9 (19.6%)
	C	1,568 (34.3%)	2,386 (52.2%)	617 (13.5%)
36. Is it important to attract more tourists to this area?	T	35 (35.7%)	43 (43.9%)	20 (20.4%)
	R	16 (30.8%)	27 (51.9%)	9 (17.3%)
	NR	19 (41.3%)	16 (34.8%)	11 (23.9%)
	C	2,112 (46.2%)	1,878 (41.0%)	586 (12.8%)
37. Is it important to attract new industry to this area?	T	49 (49.5%)	30 (30.3%)	20 (20.2%)
	R	30 (57.7%)	14 (26.9%)	8 (15.4%)
	NR	19 (40.4%)	16 (34.0%)	12 (25.5%)
	C	2,765 (60.3%)	1,160 (25.3%)	657 (14.3%)
38. Is it important to plan for future utility corridors?	T	58 (58.6%)	14 (14.1%)	27 (27.3%)
	R	30 (57.7%)	6 (11.5%)	16 (30.8%)
	NR	28 (59.6%)	8 (17.0%)	11 (23.4%)
	C	3,013 (65.9%)	610 (13.3%)	948 (20.7%)

Do you think your community should place MORE OR FEWER restrictions on the following:

		More	Currently Adequate	Fewer	Don't Know
39. Where mobile homes can be located	T	46 (46.9%)	21 (21.4%)	13 (13.3%)	18 (18.4%)
	R	25 (48.1%)	11 (21.2%)	6 (11.5%)	10 (19.2%)
	NR	21 (45.7%)	10 (21.7%)	7 (15.2%)	8 (17.4%)
	C	1,912 (41.7%)	1,586 (34.6%)	486 (10.6%)	605 (13.2%)
40. Where residential housing can be built	T	26 (26.5%)	42 (42.9%)	13 (13.3%)	17 (17.3%)
	R	15 (29.4%)	21 (41.2%)	8 (15.7%)	7 (13.7%)
	NR	11 (23.4%)	21 (44.7%)	5 (10.6%)	10 (21.3%)
	C	941 (20.6%)	2,479 (54.3%)	522 (11.4%)	624 (13.7%)
41. Location of campgrounds and RV parks	T	39 (39.8%)	31 (31.6%)	7 (7.1%)	21 (21.4%)
	R	25 (48.1%)	14 (26.9%)	3 (5.8%)	10 (19.2%)
	NR	14 (30.4%)	17 (37.0%)	4 (8.7%)	11 (23.9%)
	C	1,322 (29.0%)	2,183 (47.8%)	385 (8.4%)	673 (14.7%)
42. Location of manufacturing plants	T	33 (33.3%)	32 (32.3%)	7 (7.1%)	27 (27.3%)
	R	14 (26.9%)	19 (36.5%)	4 (7.7%)	15 (28.8%)
	NR	19 (40.4%)	13 (27.7%)	3 (6.4%)	12 (25.5%)
	C	1,493 (32.7%)	1,801 (39.4%)	368 (8.1%)	905 (19.8%)
43. Location of retail and commercial enterprises	T	25 (25.3%)	38 (38.4%)	8 (8.1%)	28 (28.3%)
	R	11 (21.2%)	20 (38.5%)	7 (13.5%)	14 (26.9%)
	NR	14 (29.8%)	18 (38.3%)	1 (2.1%)	14 (29.8%)
	C	1,164 (25.6%)	2,209 (48.5%)	381 (8.4%)	799 (17.5%)

		More	Currently Adequate	Fewer	Don't Know
44. Location of cellular towers	T	37 (37.8%)	27 (27.6%)	10 (10.2%)	24 (24.5%)
	R	21 (41.2%)	15 (29.4%)	6 (11.8%)	9 (17.6%)
	NR	16 (34.0%)	12 (25.5%)	4 (8.5%)	15 (31.9%)
	C	1,643 (36.0%)	1,441 (31.6%)	541 (11.8%)	942 (20.6%)
45. Location of sand and gravel pit operations	T	33 (33.3%)	36 (36.4%)	5 (5.1%)	25 (25.3%)
	R	19 (36.5%)	18 (34.6%)	4 (7.7%)	11 (21.2%)
	NR	14 (29.8%)	18 (38.3%)	1 (2.1%)	14 (29.8%)
	C	1,314 (28.9%)	1,921 (42.2%)	406 (8.9%)	913 (20.0%)
46. Location of large feedlots	T	39 (39.4%)	25 (25.3%)	5 (5.1%)	30 (30.3%)
	R	22 (42.3%)	15 (28.8%)	3 (5.8%)	12 (23.1%)
	NR	17 (36.2%)	10 (21.3%)	2 (4.3%)	18 (38.3%)
	C	1,749 (38.3%)	1,355 (29.7%)	419 (9.2%)	1,041 (22.8%)
47. Location of agricultural processing plants	T	28 (28.3%)	33 (33.3%)	5 (5.1%)	33 (33.3%)
	R	15 (28.8%)	17 (32.7%)	4 (7.7%)	16 (30.8%)
	NR	13 (27.7%)	16 (34.0%)	1 (2.1%)	17 (36.2%)
	C	1,516 (33.3%)	1,534 (33.7%)	318 (7.0%)	1,178 (25.9%)
48. Development on wetlands	T	41 (41.4%)	35 (35.4%)	8 (8.1%)	15 (15.2%)
	R	22 (42.3%)	19 (36.5%)	4 (7.7%)	7 (13.5%)
	NR	19 (40.4%)	16 (34.0%)	4 (8.5%)	8 (17.0%)
	C	1,792 (39.2%)	1,572 (34.4%)	675 (14.8%)	533 (11.7%)
49. Development on floodplains	T	38 (38.8%)	34 (34.7%)	7 (7.1%)	19 (19.4%)
	R	21 (41.2%)	16 (31.4%)	4 (7.8%)	10 (19.6%)
	NR	17 (36.2%)	18 (38.3%)	3 (6.4%)	9 (19.1%)
	C	1,730 (37.9%)	1,490 (32.7%)	574 (12.6%)	766 (16.8%)
50. Development on land with unique natural features	T	40 (40.4%)	27 (27.3%)	9 (9.1%)	23 (23.2%)
	R	23 (44.2%)	12 (23.1%)	5 (9.6%)	12 (23.1%)
	NR	17 (36.2%)	15 (31.9%)	4 (8.5%)	11 (23.4%)
	C	1,861 (40.9%)	1,478 (32.5%)	510 (11.2%)	703 (15.4%)
51. Billboards	T	51 (51.5%)	21 (21.2%)	13 (13.1%)	14 (14.1%)
	R	28 (53.8%)	11 (21.2%)	6 (11.5%)	7 (13.5%)
	NR	23 (48.9%)	10 (21.3%)	7 (14.9%)	7 (14.9%)
	C	2,140 (46.8%)	1,243 (27.2%)	777 (17.0%)	410 (9.0%)
52. Logging practices	T	29 (29.3%)	41 (41.4%)	11 (11.1%)	18 (18.2%)
	R	16 (30.8%)	19 (36.5%)	7 (13.5%)	10 (19.2%)
	NR	13 (27.7%)	22 (46.8%)	4 (8.5%)	8 (17.0%)
	C	1,364 (29.8%)	1,962 (42.9%)	507 (11.1%)	739 (16.2%)

III. COMMUNITY FACILITIES

53. How would you rate your local government (town/village/city) or community services?

		Excellent	Good	Fair	Poor	No Opinion
Road Maintenance	T	2 (2.1%)	40 (41.2%)	29 (29.9%)	13 (13.4%)	13 (13.4%)
	R	2 (3.8%)	18 (34.6%)	20 (38.5%)	11 (21.2%)	1 (1.9%)
	NR	0 (0%)	22 (48.9%)	9 (20.0%)	2 (4.4%)	12 (26.7%)
	C	487 (10.7%)	2,133 (47.0%)	1,123 (24.7%)	554 (12.2%)	244 (5.4%)
Fire Protection	T	1 (1.0%)	30 (30.9%)	23 (23.7%)	9 (9.3%)	34 (35.1%)
	R	1 (1.9%)	19 (36.5%)	13 (25.0%)	6 (11.5%)	13 (25.0%)
	NR	0 (0%)	11 (24.4%)	10 (22.2%)	3 (6.7%)	21 (46.7%)
	C	620 (13.6%)	2,019 (44.4%)	682 (15.0%)	237 (5.2%)	986 (21.7%)
Law Enforcement	T	2 (2.1%)	28 (28.9%)	23 (23.7%)	14 (14.4%)	30 (30.9%)
	R	2 (3.8%)	15 (28.8%)	14 (26.9%)	11 (21.2%)	10 (19.2%)
	NR	0 (0%)	13 (28.9%)	9 (20.0%)	3 (6.7%)	20 (44.4%)
	C	467 (10.3%)	2,113 (46.6%)	834 (18.4%)	313 (6.9%)	809 (17.8%)
Ambulance Service	T	6 (6.2%)	26 (26.8%)	16 (16.5%)	9 (9.3%)	40 (41.2%)
	R	5 (9.6%)	14 (26.9%)	12 (23.1%)	4 (7.7%)	17 (32.7%)
	NR	1 (2.2%)	12 (26.7%)	4 (8.9%)	5 (11.1%)	23 (51.1%)
	C	590 (13.0%)	1,762 (38.8%)	642 (14.1%)	200 (4.4%)	1,345 (29.6%)
Health Care Availability	T	2 (2.1%)	32 (33.0%)	26 (26.8%)	5 (5.2%)	32 (33.0%)
	R	2 (3.8%)	20 (38.5%)	17 (32.7%)	3 (5.8%)	10 (19.2%)
	NR	0 (0%)	12 (26.7%)	9 (20.0%)	2 (4.4%)	22 (48.9%)
	C	510 (11.2%)	1,896 (41.8%)	947 (20.9%)	342 (7.5%)	845 (18.6%)

54. Should my elected officials encourage the startup or expansion of private economic development?

	Yes	No	Don't Know
T	29 (29.9%)	33 (34.0%)	35 (36.1%)
R	18 (34.6%)	19 (36.5%)	15 (28.8%)
NR	11 (24.4%)	14 (31.1%)	20 (44.4%)
C	2,112 (47.2%)	1,041 (23.3%)	1,319 (29.5%)

55. Should my community provide incentives (such as reduced cost to purchase commercial/industrial land, development of roads, or provide infrastructure-electricity, natural gas) to encourage local economic development?

	Yes	No	Don't Know
T	27 (28.1%)	44 (45.8%)	25 (26.0%)
R	16 (30.8%)	24 (46.2%)	12 (23.1%)
NR	11 (25.0%)	20 (45.5%)	13 (29.5%)
C	1,789 (39.9%)	1,669 (37.2%)	1,028 (22.9%)

56. Are there adequate community facilities?

		Yes	No	Don't Know
Local Parks	T	48 (50.0%)	19 (19.8%)	29 (30.2%)
	R	26 (51.0%)	16 (31.4%)	9 (17.6%)
	NR	22 (48.9%)	3 (6.7%)	20 (44.4%)
	C	3,032 (66.9%)	721 (15.9%)	779 (17.2%)
Town/Village/City Hall	T	64 (66.0%)	10 (10.3%)	23 (23.7%)
	R	39 (75.0%)	7 (13.5%)	6 (11.5%)
	NR	25 (55.6%)	3 (6.7%)	17 (37.8%)
	C	3,568 (78.4%)	169 (3.7%)	813 (17.9%)
Town/Village/City Garage	T	40 (41.2%)	18 (18.6%)	39 (40.2%)
	R	22 (42.3%)	15 (28.8%)	15 (28.8%)
	NR	18 (40.0%)	3 (6.7%)	24 (53.3%)
	C	2,818 (62.4%)	252 (5.6%)	1,449 (32.1%)
Schools	T	54 (56.3%)	17 (17.7%)	25 (26.0%)
	R	28 (54.9%)	16 (31.4%)	7 (13.7%)
	NR	26 (57.8%)	1 (2.2%)	18 (40.0%)
	C	2,914 (64.1%)	674 (14.8%)	956 (21.0)

IV. RECREATIONAL USE ISSUES

Should there be MORE OR FEWER restrictions on the following recreational activities on public land, such as state and county forests, or water.

		More	Currently Adequate	Fewer	Don't Know
57. Use of personal watercraft	T	45 (46.9%)	33 (34.4%)	10 (10.4%)	8 (8.3%)
	R	28 (53.8%)	16 (30.8%)	5 (9.6%)	3 (5.8%)
	NR	17 (38.6%)	17 (38.6%)	5 (11.4%)	5 (11.4%)
	C	2,243 (49.3%)	1,719 (37.8%)	387 (8.5%)	202 (4.4%)
58. Use of high speed boats	T	51 (53.1%)	26 (27.1%)	12 (12.5%)	7 (7.3%)
	R	33 (63.5%)	11 (21.2%)	6 (11.5%)	2 (3.8%)
	NR	18 (40.9%)	15 (34.1%)	6 (13.6%)	5 (11.4%)
	C	2,466 (54.1%)	1,419 (31.1%)	479 (10.5%)	195 (4.3%)
59. Use of snowmobiles	T	23 (24.0%)	51 (53.1%)	14 (14.6%)	8 (8.3%)
	R	15 (28.8%)	29 (55.8%)	6 (11.5%)	2 (3.8%)
	NR	8 (18.2%)	22 (50.0%)	8 (18.2%)	6 (13.6%)
	C	1,405 (30.8%)	2,450 (53.8%)	423 (9.3%)	279 (6.1%)
60. Use of all terrain vehicles	T	35 (36.5%)	31 (32.3%)	22 (22.9%)	8 (8.3%)
	R	21 (40.4%)	17 (32.7%)	11 (21.2%)	3 (5.8%)
	NR	14 (31.8%)	14 (31.8%)	11 (25.0%)	5 (11.4%)
	C	1,815 (39.8%)	1,723 (37.8%)	740 (16.2%)	278 (6.1%)

		More	Currently Adequate	Fewer	Don't Know
61. Use of off-road motorized dirt bikes	T	42 (42.0%)	32 (32.0%)	15 (15.0%)	11 (11.0%)
	R	29 (54.7%)	12 (22.6%)	6 (11.3%)	6 (11.3%)
	NR	13 (27.7%)	20 (42.6%)	9 (19.1%)	5 (10.6%)
	C	2,005 (43.7%)	1,563 (34.0%)	570 (12.4%)	453 (9.9%)
62. Hunting	T	9 (9.0%)	67 (67.0%)	18 (18.0%)	6 (6.0%)
	R	5 (9.4%)	38 (71.7%)	8 (15.1%)	2 (3.8%)
	NR	4 (8.5%)	29 (61.7%)	10 (21.3%)	4 (8.5%)
	C	498 (10.8%)	3,270 (71.2%)	610 (13.3%)	217 (4.7%)
63. Fishing	T	7 (7.0%)	73 (73.0%)	14 (14.0%)	6 (6.0%)
	R	4 (7.5%)	42 (79.2%)	6 (11.3%)	1 (1.9%)
	NR	3 (6.4%)	31 (66.0%)	8 (17.0%)	5 (10.6%)
	C	324 (7.1%)	3,477 (75.7%)	609 (13.3%)	183 (4.0%)
64. Recreational boating	T	12 (12.2%)	69 (70.4%)	10 (10.2%)	7 (7.1%)
	R	6 (11.8%)	38 (74.5%)	4 (7.8%)	3 (5.9%)
	NR	6 (12.8%)	31 (66.0%)	6 (12.8%)	4 (8.5%)
	C	619 (13.5%)	3,302 (72.1%)	436 (9.5%)	224 (4.9%)
65. Off- road mountain biking	T	9 (9.2%)	60 (61.2%)	11 (11.2%)	18 (18.4%)
	R	6 (11.5%)	33 (63.5%)	5 (9.6%)	8 (15.4%)
	NR	3 (6.5%)	27 (58.7%)	6 (13.0%)	10 (21.7%)
	C	783 (17.1%)	2,414 (52.9%)	590 (12.9%)	780 (17.1%)
66. Structures on water (such as...boat lifts, trampolines, rafts)	T	25 (25.0%)	48 (48.0%)	11 (11.0%)	16 (16.0%)
	R	18 (34.0%)	21 (39.6%)	4 (7.5%)	10 (18.9%)
	NR	7 (14.9%)	27 (57.4%)	7 (14.9%)	6 (12.8%)
	C	1,150 (25.0%)	2,402 (52.3%)	531 (11.6%)	509 (11.1%)

V. INFORMATION ABOUT YOUR RESIDENCE OR OTHER PROPERTY

67. Is your **primary residence** located in Washburn County?

T 53 (52.5%) **YES**

C 2,527 (54.9%)

a. What Town? _____ na

b. What Village? _____ na

c. What City? _____ na

T 48 (47.5%) **NO**, I reside outside of Washburn County.

C 2,078 (45.1%)

d. Do you own or rent your dwelling?

T	49 (100%) Own	0 (0%) Rent
C	2,386 (99.2%)	19 (.8%)

68. Approximately how many total acres do you own in Washburn County?

Number of Acres	Town	Town-Resident	Town-Nonresident	County
0 – 1	12 (11.9%)	5 (9.4%)	7 (14.6%)	1,284 (27.6%)
1.1 – 3	16 (15.8%)	8 (15.1%)	8 (16.7%)	789 (17.0%)
3.1 – 5	6 (5.9%)	3 (5.7%)	3 (6.3%)	450 (9.7%)
5.1 – 10	10 (9.9%)	6 (11.3%)	4 (8.3%)	428 (9.2%)
10.1 – 20	6 (5.9%)	3 (5.7%)	3 (6.3%)	299 (6.4%)
20.1 – 40	11 (10.9%)	6 (11.3%)	5 (10.4%)	435 (9.4%)
40.1 – 100	20 (19.8%)	11 (20.8%)	9 (18.8%)	508 (10.9%)
100.1 – 500	20 (19.8%)	11 (20.8%)	9 (18.8%)	382 (8.2%)
500 – 6,800	0 (0%)	0 (0%)	0 (0%)	69 (1.5%)

69. Is your primary Washburn County residence (or most frequently used property in Washburn County)?

	Lakeshore Property	Riverfront Property	Non-Waterfront Property (neither lakeshore nor riverfront)
T	39 (40.2%)	3 (3.1%)	55 (56.7%)
R	17 (32.7%)	3 (5.8%)	32 (61.5%)
NR	22 (48.9%)	0 (0%)	23 (51.1%)
C	2,014 (45.8%)	193 (4.4%)	2,189 (49.8%)

70. If you own undeveloped lakeshore or riverfront property, do you plan on developing the property?

T	8 (17.0%)	YES, in
R	5 (19.2%)	
NR	3 (14.3%)	
C	444 (19.9%)	

	1 - 5 years	6 – 10 years	11 – 15 years	16 – 20 years
T	6	2	0	0
R	4	1	0	0
NR	2	1	0	0
C	236	131	36	10

T	39 (83.0%)	NO
R	21 (80.8%)	
NR	18 (85.7%)	
C	1,789 (80.1%)	

71. If you own undeveloped non-waterfront property, do you plan on developing the property?

T 11 (16.2%) **YES**, in
R 3 (8.6%)
NR 8 (24.2%)
C 552 (19.8%)

	1 - 5 years	6 – 10 years	11 – 15 years	16 – 20 years
T	5	5	1	0
R	1	1	1	0
NR	4	4	0	0
C	284	182	42	22

T 57 (83.8%) **NO**
R 32 (91.4%)
NR 25 (75.8%)
C 2,230 (80.2%)

V. DEMOGRAPHIC INFORMATION

72. How long have you lived (or owned property) in Washburn County as either a permanent or seasonal resident?

Number of Years	Town	Town-Resident	Town-Nonresident	County
0 – 5	19 (18.8%)	6 (11.3%)	13 (27.1%)	968 (20.8%)
6 – 10	16 (15.8%)	6 (11.3%)	10 (20.8%)	791 (17.0%)
11 – 20	25 (24.8%)	16 (30.2%)	9 (18.8%)	928 (20.0%)
21 – 30	26 (25.7%)	15 (28.3%)	11 (22.9%)	869 (18.7%)
31 - 40	9 (8.9%)	6 (11.3%)	3 (6.3%)	465 (10.0%)
41 – 50	5 (5.0%)	3 (5.7%)	2 (4.2%)	318 (6.8%)
50 years and greater	1 (1.0%)	1 (1.9%)	0 (0%)	305 (6.6%)

73. Please list the total number of people in each age group that live in your household:

	Under 5	5 – 9	10 – 19	20 – 24	25 – 44	45 – 59	60 – 64	65 – 74	75 +
T	8	19	30	15	57	69	15	25	8
R	5	8	14	5	23	39	6	12	5
NR	3	11	16	10	34	30	9	13	3
C	377	546	1,586	516	2,092	3,500	910	1,259	530

74. What is your gender?

	Male	Female	Multiple Respondents
T	73 (73.0%)	23 (23.0%)	4 (4.0%)
R	34 (65.4%)	15 (28.8%)	3 (5.8%)
NR	39 (81.3%)	8 (16.7%)	1 (2.1%)
C	3,285 (71.8%)	1,144 (25.0%)	146 (3.2%)

75. Is your current place of employment located in Washburn County?

	Yes	No	Retired	Unemployed
T	17 (17.5%)	50 (51.5%)	24 (24.7%)	6 (6.2%)
R	17 (34.0%)	14 (28.0%)	17 (34.0%)	2 (4.0%)
NR	0 (0%)	36 (76.6%)	7 (14.9%)	4 (8.5%)
C	932 (20.5%)	2,076 (45.7%)	1,464 (32.2%)	74 (1.6%)

If employed, how many miles do you travel round trip to your place of work?

Number of Miles	Town	Town-Resident	Town-Nonresident	County
0 – 2	78 (77.2%)	34 (64.2%)	44 (91.7%)	3,590 (77.3%)
2.1 – 4	2 (2.0%)	2 (3.8%)	0 (0%)	69 (1.5%)
4.1 – 8	1 (1.0%)	1 (1.9%)	0 (0%)	140 (3.0%)
8.1 – 12	2 (2.0%)	2 (3.8%)	0 (0%)	114 (2.5%)
12.1 – 17	3 (3.0%)	2 (3.8%)	1 (2.1%)	120 (2.6%)
17.1 – 24	3 (3.0%)	2 (3.8%)	1 (2.1%)	123 (2.6%)
24.1 – 32	3 (3.0%)	3 (5.7%)	0 (0%)	130 (2.8%)
32.1 – 45	5 (5.0%)	4 (7.5%)	1 (2.1%)	114 (2.5%)
45.1 – 70	3 (3.0%)	2 (3.8%)	1 (2.1%)	126 (2.7%)
70.1 – 2000	1 (1.0%)	1 (1.9%)	0 (0%)	118 (2.5%)

76. What are the top three most important issues to you confronting your community?

Data to be provided under separate cover.

77. What do you want your community to do that would enhance the quality of life for you and your family?

Data to be provided under separate cover.

78. What improvements would be beneficial to the future of your community?

Data to be provided under separate cover.

79. Which characteristics of your community are important enough to maintain for the future?

Data to be provided under separate cover.

Please mail back this survey in the enclosed postage-paid envelope.

Please return by January 30, 2002. THANK YOU FOR YOUR PARTICIPATION!

Appendix C

WASHBURN COUTNY LAKE CLASSIFICATION SYSTEM CRITERIA

Environmental Factors Contributing to Lake Vulnerability

Lake Surface Area

Lake surface area is an important determinant of the ability of a lake to support shoreline development and avoid lake user conflicts. As a general rule, smaller lakes (under 50 acres in size) are more susceptible to environmental degradation and visual impacts resulting from shoreland development and intensive recreational use.

The following scoring factors are used to rank lakes based on their surface area. The lower scores indicate greater lake vulnerability.

Lake Surface Area	Scoring
Less than 50 acres	1
50 to 249 acres	2
250 or more acres	3

Maximum Depth

Lake maximum depth is used as a second indicator of vulnerability. Shallower lakes, which do not stratify, have greater circulation of dissolved nutrients that enter the lakes. These lakes tend to have a larger variety of aquatic plant communities that are valuable for a wide range of wildlife and fish. Beds of aquatic plant materials can easily be disturbed by intensive water recreation use and shoreline activities, such as cutting and chemical treatment of aquatic vegetation to create swimming and docking areas.

Shallow lakes are particularly susceptible to nutrient loading and turbidity problems, both of which can be increased by intensive shoreline development and recreational use. In general, shallower lakes are more appropriate for wildlife habitat protection and passive recreation than for motor boating, water skiing, and other more intensive lake uses associated with shoreline development.

The following scoring factors are used to rank lakes based on the maximum depth. The lower scores indicate greater lake vulnerability.

Maximum Lake Depth	Scoring
Less than 20 feet	1
20 to 39 feet	2
40 or more feet	3

Lake Type

The following scoring is used to rank lake vulnerability with respect to lake type. The lower scores indicate greater lake vulnerability.

Lake Type	Scoring
Seepage Lake (SE)	1
Spring Lake (SP)	2
Drainage Lake (DG)	3

Watershed Area

The natural ability of lakes to flush and circulate water is also a function of watershed size, lake volume, and average rainfall. Lakes with larger watersheds tend to have a higher volume of water circulating through them and may have higher flushing rates.

Lakes with smaller watersheds tend to have a lower nutrient input; however, nutrients accumulate because of longer retention times. Generally lakes with smaller watersheds and long retention times are more vulnerable to nutrient loading from activities that occur in the shoreland zone, which is a larger percentage of the total watershed area.

The following scoring is used to rank lake vulnerability with respect to watershed size. The lower scores indicate greater lake vulnerability.

Watershed Size	Scoring
Under 1 square mile	1
1 to 9 square miles	2
10 or more square miles	3

Shoreline Development Factor (SDF)

Shoreline development factor (SDF) is a convenient method of expressing the degree of irregularity of the shoreline of a lake compared to the surface area. The SDF ratio is the length of shoreline versus the circumference of a circle having the same surface area as the lake. A perfectly round lake would have a surface area of 1.00. The SDF can never be less than 1.00.

Lakes with a higher SDF have more shoreline in relation to the surface area and thus are more vulnerable to development pressures per linear foot of shoreline that is developed. These lakes can more easily become overdeveloped and are more susceptible to various types of contamination and runoff resulting shoreline development.

The following scoring is used to rank lake vulnerability with respect to the shoreline development factor (SDF). The lower scores indicate greater lake vulnerability.

Shoreland Development Factor (SDF)	Scoring
2.00 or more	1
1.50 to 1.99	2
1.00 to 1.49	3

Appendix D

CONFLICT RESOLUTION PROCESS (CRP)

Purpose: To provide the framework for resolving planning related conflicts which may arise between Washburn County and local units of government. The CRP is intended to provide a low-cost, flexible approach to resolving land use disputes between governmental entities. This process should not supersede local processes established for conflict resolution and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within their jurisdiction.

Participation: The conflict resolution process should involve an *authorized representative* (selected by local governing authority on 2/3 majority) of the involved jurisdictions. The designated representative shall have the authority to act on behalf of the jurisdiction and will be responsible for maintaining communications with the jurisdiction throughout the conflict resolution process. The process should accommodate public participation and comment pursuant to Wisconsin State Statutes 19.81(2).

SECTION I

Initiation of the CRP The process may be initiated by a local jurisdiction, Washburn County, or any other parties named in the *Intergovernmental Cooperation Planning Agreement*. Requests to initiate CRP should be submitted to Northwest Regional Planning Commission (NWRPC) and to affected jurisdictions and shall clearly and concisely identify the land use issue, the jurisdictions involved, and the affected jurisdiction's authorized representatives. Upon receipt of CRP notification, and unless otherwise requested by the jurisdictions involved, NWRPC shall act as an outside facilitator per the Intergovernmental Cooperation Agreement and proceed with the issues assessment process.

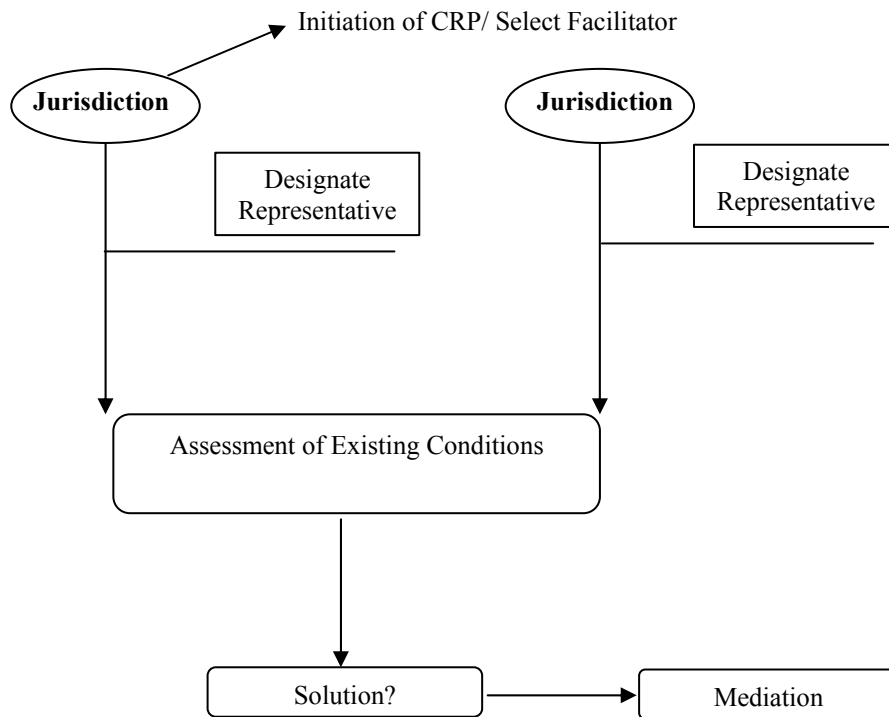
SECTION II

Assessment of existing conditions An assessment of existing conditions shall be conducted by the *outside facilitator* named under Section I. The assessment should consist of examination of pertinent documents, maps, ordinances, or other materials and/or public meetings to gather input from affected jurisdictions (representatives). Meetings should allow equal time for jurisdictions to comment on the issue and to propose suitable alternatives.

In situations where NWRPC is used as an outside facilitator, and following assessment of existing conditions, NWRPC may, upon its own initiative, propose a resolution to the conflict. The recommendations proposed by NWRPC shall be distributed to the affected parties, who may, at their discretion, choose to enter into mediation in lieu of the NWRPC recommendation.

SECTION III

Mediation All land use disputes should be mediated by a neutral party who understands land use planning and growth issues related to Washburn County. A mutually acceptable mediator is to be selected from those groups or individuals listed in the Intergovernmental Cooperation Agreement.



Intergovernmental Cooperation Agreement

This informal agreement was developed in order to provide the framework for a coordinated planning process and to define a procedure for conflict resolution throughout the planning process. It is the intention of this agreement to outline the coordination actions necessary to ensure consistency in planning related matters and to facilitate communication between all units of government. A formal agreement addressing intergovernmental cooperation and the conflict resolution process should be developed and implemented following the completion of the Washburn County comprehensive planning process.

Parties to this agreement will:

- 1) Agree to openly cooperate and share information pertinent to the planning process.
- 2) Agree to coordinate planning activities with adjacent and overlapping jurisdictions, including school districts.
- 3) Agree to work to ensure orderly transitions or buffers in areas of joint concern between different communities.
- 4) Recognize that policy, land use, or development decisions by one party affect other jurisdictions. The parties further recognize the need to involve the property owners and residents of the area in the land use planning and priority-setting process.
- 5) Agree to examine the potential for inter-local agreements addressing extra-jurisdictional services when increased efficiency and effectiveness will be achieved.

- 6) Agree to review comprehensive plans and plan amendments of adjacent and overlapping jurisdictions and plans of state and regional agencies for consistency with local planning.
- 7) Agree to utilize the informal conflict resolution process to resolve planning-related conflicts between adjacent and overlapping units of government where appropriate.
- 8) Agree to resolve inconsistencies, which may arise between adjacent and overlapping jurisdictions, through use of formal or informal negotiations or through use of the conflict resolution process.
- 9) Agree to work cooperatively with adjacent and overlapping jurisdictions to develop and implement a formalized intergovernmental cooperation agreement as a component of the Intergovernmental Cooperation element of the comprehensive planning process. This agreement should coordinate the Washburn County Comprehensive Plan with the comprehensive plans of local governments and regional and state agencies. The formal agreement should outline the process for continued coordination and cooperation and define the mechanisms for conflict resolution.
- 10) Acknowledge that this Intergovernmental Cooperation Agreement is not intended to and does not create legally binding obligations on any of the parties to act in accordance with its provisions. Rather, it constitutes a good faith statement of the intent of the parties to cooperate in a manner designed to meet the mutual objectives of all the parties involved in an efficient, equitable, and responsible manner.

Appendix E

Development Factors Map

A wide range of factors serve to limit or inhibit the future development potential of land. Natural features such as steep slopes, floodplains, soil conditions, wetlands, and surface waters act as barriers to development.

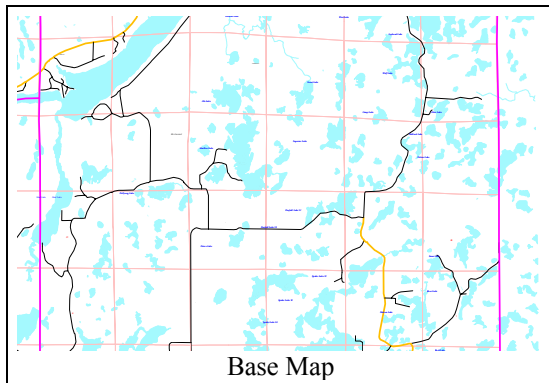
Existing land ownership may also prohibit growth and development. Public land holdings such as county forest, national wild and scenic rivers, and Wisconsin DNR lands must be excluded from the community land bank.

GIS Model

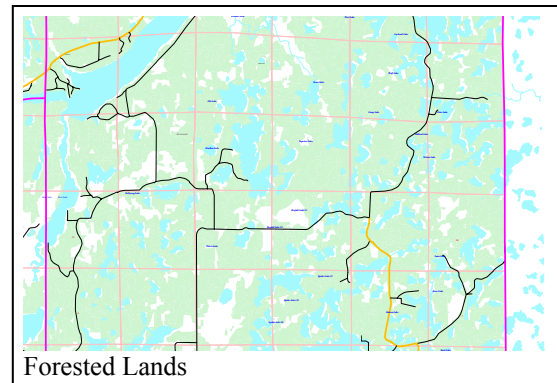
The development factors map for Washburn County was created using a GIS (geographic information system) model using digital data acquired from many sources. The digital data represents a range of development factors such as steep slopes, floodplains, wetlands, prime farmland areas, and public lands.

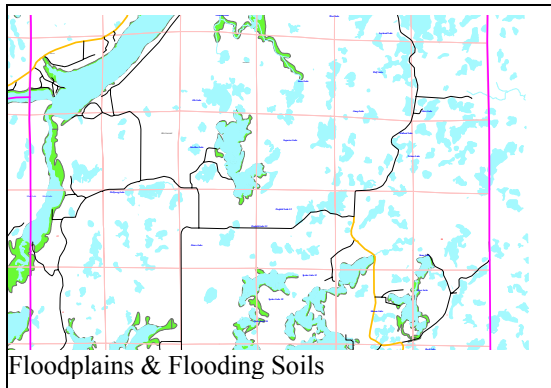
A model was developed which assigned numeric weighting values to each of the various components. Those factors exhibiting the most restrictive characteristics were assigned the highest values. For example, floodplains and wetlands were assigned the highest possible values, as these areas are essentially not developable. The scores of each of the individual components were then added together to derive a total score. The scores on Map 5.10 represent the cumulative degree of limitation, calculated by adding all of the individual component scores together.

Feature	Score
Wetlands	10
Forests	2
Prime Farmland	5
Farmland of State Significance	3
Soil Properties	
Soil Limitations for Septic Systems	
<i>Very Limited</i>	5
<i>Somewhat Limited</i>	3
Soil Limitations for Dwellings with Basements	
<i>Very Limited</i>	3
<i>Somewhat Limited</i>	2
Flood Frequency	
<i>Frequent</i>	10
Slope	
<i>0-15 percent</i>	0
<i>15-20 percent</i>	3
<i>20-25 percent</i>	5
<i>25-30 percent</i>	7
<i>30-45 percent</i>	10
Floodplains	10
Federal Lands	10
State Lands	10
County Forest	10
Industrial Forest	5
Shoreland Zone	2
Wetland Buffer (300ft)	3

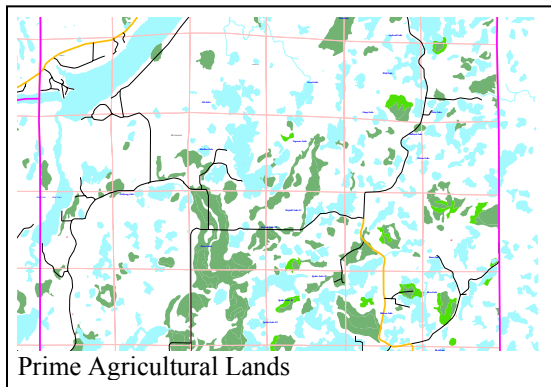
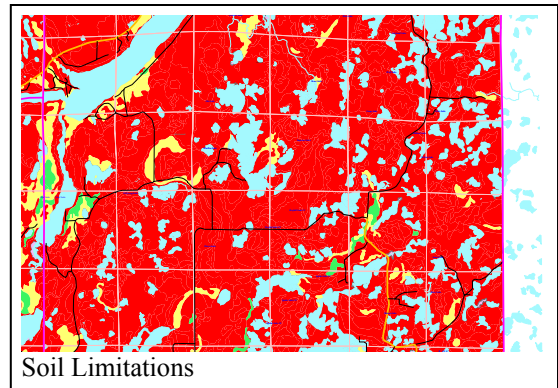


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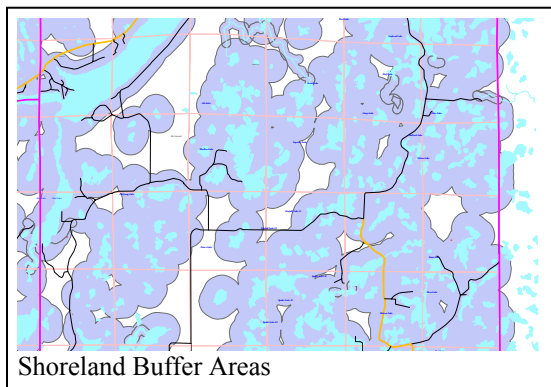
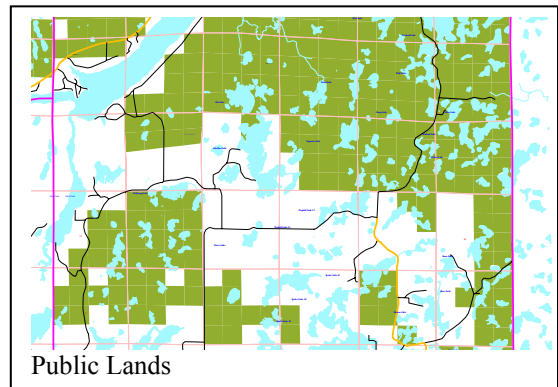




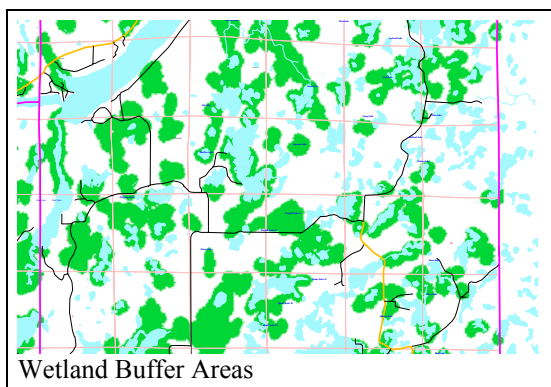
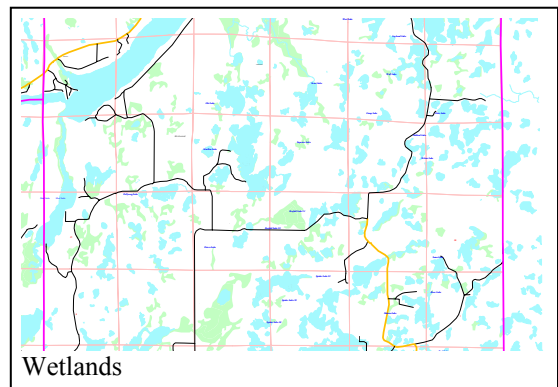
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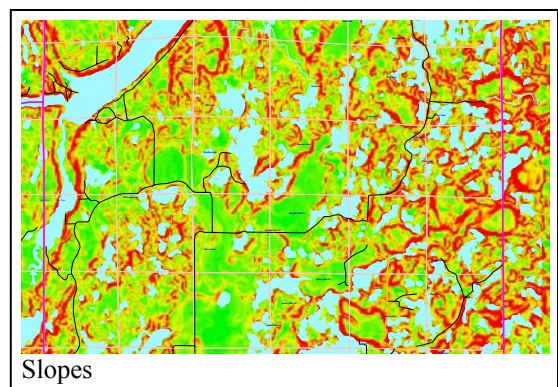
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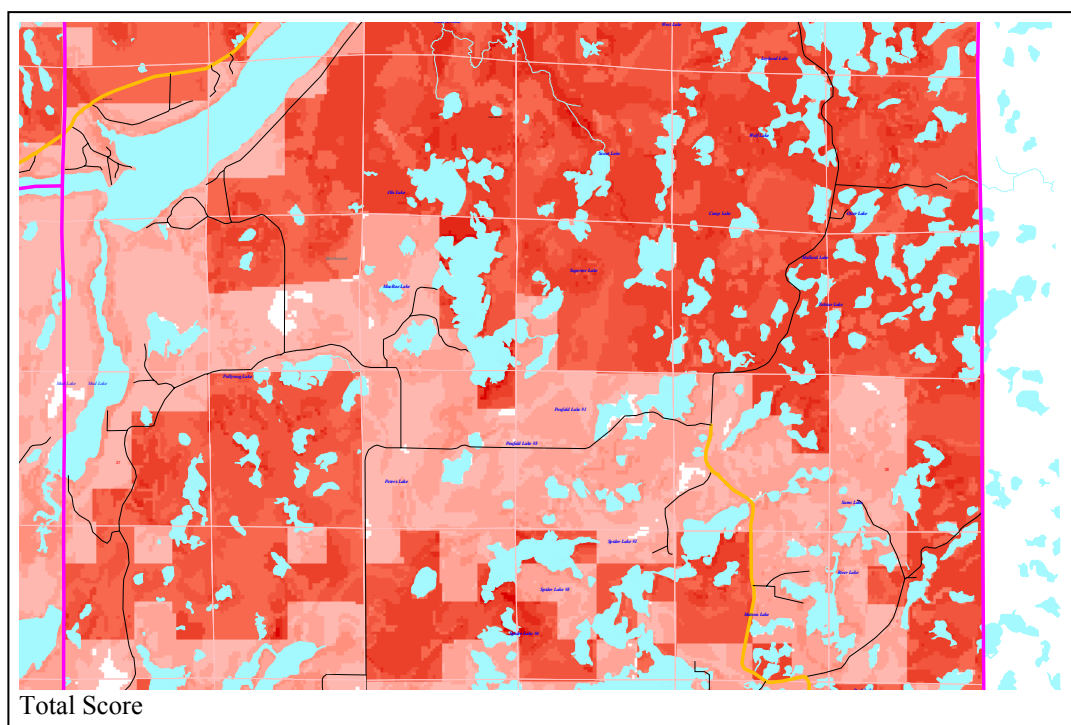
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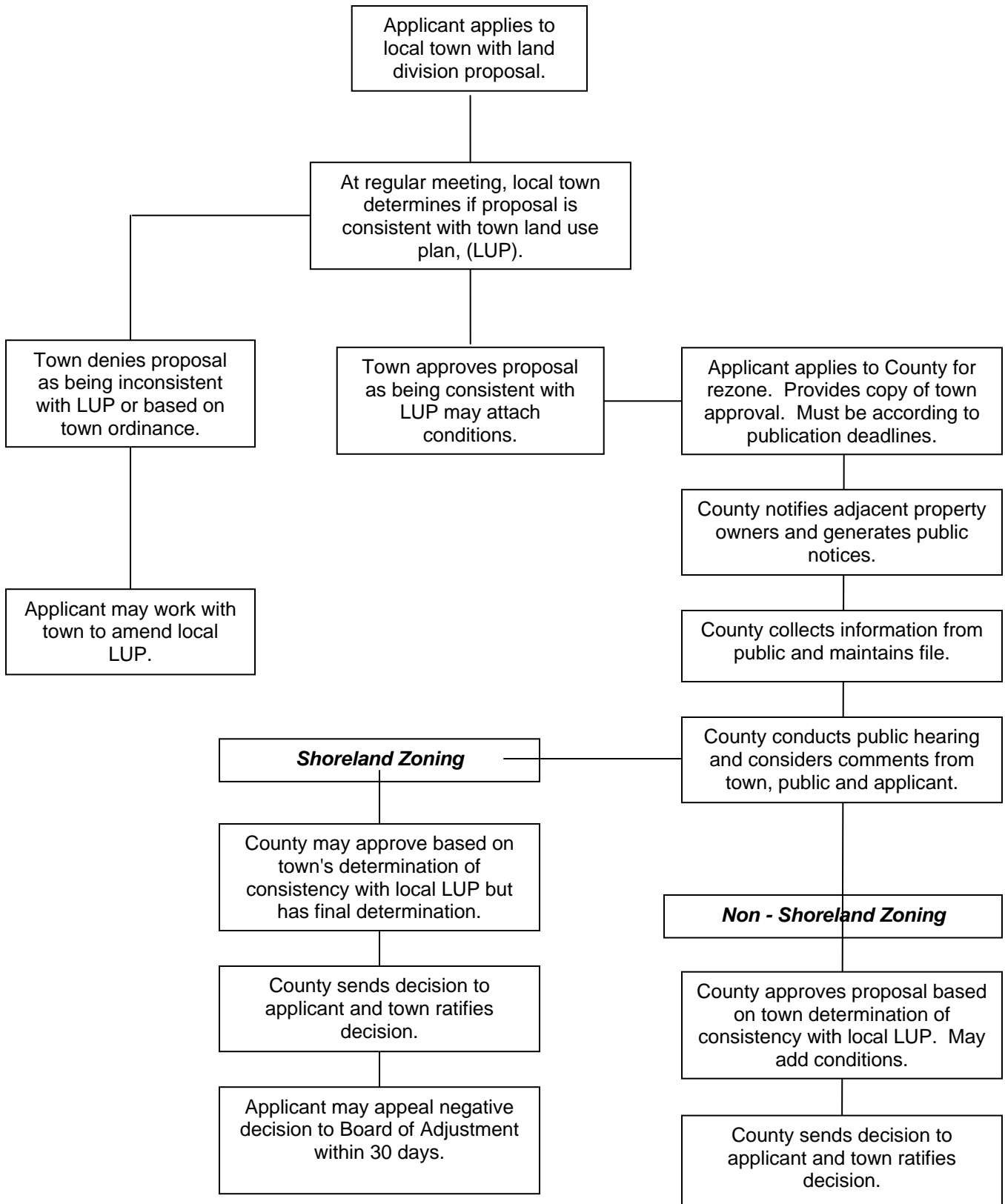
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Each of the development factors are “overlayed” atop one another and the values assigned to each individual layer are added together to produce a final map. The higher the overall score, the greater the limitation or degree of limitation posed by the natural features. This map is meant to be used as a guide to assist communities in determining where the most suitable locations for future growth and development may be. This is meant to be a landscape model, and should not be used for individual site analysis.

Appendix F

REZONING PROCESS



Appendix F

REZONING PROCESS

