

## **CHAPTER 3: FUTURE LAND USE PLAN**

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## INTRODUCTION

This chapter of the *Town of Lakewood 20-Year Comprehensive Plan* highlights the town's future land use plan, known as the General Plan Design. The General Plan Design builds upon the town's existing land use issues to establish a planning strategy and map which will guide the location and density of future development, while preserving various natural resources, over the next 20 years in the town of Lakewood.

## 20-YEAR GENERAL PLAN DESIGN

The General Plan Design was developed based on the information contained in:

1. *Volume II: County Resources*;
2. The detailed community information found in Chapter 2 (Inventory, Trends, and Forecasts) of *Volume I: Town Plan*.

The data and input in these sections of the plan were major components in both the development of the General Plan Design (**Map 3.1**) and the following Recommended Development Strategy for the town's 20-year planning period.

### **Land Classifications**

The following land use classifications associated with the town of Lakewood future land use plan best represent the community's character and are in the best interest of the town's future growth.

Please note all categories shown below are not necessarily represented on the town of Lakewood general plan design; however, future development strategies for each are discussed in this chapter. The town's future land use classifications include:

- Residential
- Mixed Use
- Commercial / Light Industrial
- Industrial
- Parks and Recreation
- Government / Institutional / Utilities
- Agriculture / Woodlands
- Transportation
- Mineral Resources Overlay
- Environmental Corridors Overlay

Utilizing the land use classifications, this section details the suggested type, location and density of development for the town of Lakewood 20-year planning period.

### **Land Use Recommendations**

#### **Residential**

It is the intent of this classification to promote orderly and efficient growth patterns that are consistent with adjacent land uses. As a result, residential development in the town of Lakewood is categorized into two categories *residential* and *rural residential*.

#### ***Concentrated Residential***

This concentrated residential classification is illustrated as “*residential*” on the town's 20-year General Plan Design (**Map 3.1**). This residential classification is designated for portions of the

town that contain large concentrations of development, are capable of providing adequate infrastructure, and will allow for future growth with similar residential types and densities.

Many of the town's surface waters contain concentrated development along their shorelands. However, environmental features surrounding these water features provide many limitations for future concentrated residential development in these areas. Further, additional development around these areas can place additional stress on the natural environment leading to poor water quality and loss of wildlife habitat. As a result, additional residential developments in these areas, along with other developable shorelands in the town, need special consideration in order to ensure protection of these resources.

*Recommendations:*

- **Encourage concentrated residential development in areas close to areas that provide sewer and to areas of commercial and retail resources** in order to minimize the loss of open space and protect the town's surface waters.
- **Encourage development techniques which maintain a balance between the natural environment and new development.** It is recommended that various development techniques such as conservation subdivisions are utilized in these areas in an effort to protect surrounding environmental features, preserve open space throughout residential areas, and protect woodlands and wildlife habitats within the town.
- **Future concentrated residential developments in the town will be directed to areas of pre-existing concentrated development and areas adjacent to these areas as illustrated on Map 3.1.** Future compact development is planned due to the accessibility of the Lakewood Sanitary District along with other convenient services. Consider the following issues as these areas become more developed:
  - Sanitary District capacity/expansion
  - Provision of emergency services
  - Stormwater management
  - Ground and surface water quality and quantity
  - Traffic control
  - Nuisances
  - Need for a public water supply
- **Lands adjacent to the McCauslin Brook Golf and Country Club will continue to be developed in a concentrated manner.** In order to protect the town's natural features it is imperative that existing and future development in this area be annexed into or included as part of the Lakewood Sanitary District if at all possible.
- **Additional areas that are available to be included as part of the Lakewood Sanitary District are considered adequate for future concentrated residential growth.** This would include lands that extend north and south of State Highway 32 as illustrated by Map 3.1.
- **Concentrated development south of Bear Lake and along Bailey's Hills and Jackson Lane will continue as planned.**

- **The Lakewood Airpark Condo development will continue as planned.** This area will continue to be developed as a private neighborhood.
- **One and two family residencies will be the primary development** with the possibility of infill developments and rehabilitation, or redevelopment of existing structures.
- **Multi-family housing will be given consideration based on the needs of the town's residents and should be located in areas that will allow access to the town sanitary district.** Given the apparent demand for multi-family and elderly housing options, attention should be given to locating additional multi-family and elderly housing projects appropriately, so as to reduce walking and driving distance for these populations.
- **Infill should be maximized in concentrated residential areas that have existing development.** Utilizing infill development will result in limiting the costs to extend infrastructure, minimizing the loss of open space and productive woodlands, and decreasing the travel distance between residences and existing services.
- **New residential development types are encouraged to minimize the co-location or adjacent location of incompatible uses.** Conflicting size or type of development may detract from existing properties.
- **Future residential development should maximize the protection of the town's natural features and drainage corridors.** Natural areas, including woodlands, wetlands, steep slopes, and floodplains, and drainage corridors in new areas of residential development should be preserved in order to minimize soil erosion and damage to surface waters.
- **When considering residential development proposals in shoreland areas** the potential impacts on the water resource, shoreline erosion, wildlife habitat, and surrounding natural resources should be reviewed.
- **Any additional development along shorelands must be in compliance with the Oconto County Shoreland Zoning Ordinance and the Town of Lakewood Minimum Lot Ordinance for Lands Abutting Small Lakes, 30 Acres and Less.** Compliance with these ordinances will provide a layer of protection for future development along the shorelands of the town's water features.
- **Second tier development, and beyond, along the shorelands of the town should be minimized.** This will minimize the loss of natural shoreland and open space currently available around these features. Further, the town should not encourage keyholing, or the procurement of water rights for property owners not living in the shoreland zone.
- **The loss of natural shoreland and open space surrounding the town's surface waters should be minimized.** Lots sizes in shoreland areas should be no smaller than those found in rural residential development areas.
- **The single family residential zoning district will be the primary zoning district of choice for any proposed residential development** in areas shown as concentrated residential. The town may also consider the use of the rural residential zoning district on a limited basis when the use of that district better aligns with existing residential development.

## **Rural Residential**

The “Rural Residential” category is illustrated as “*Agriculture / Woodlands*” on the town’s 20-Year General Plan Design (**Map 3.1**) and encompasses single-family residences. It is highly encouraged that any future residential development takes place in areas designated as *residential* on the town’s 20-Year General Plan Design. However, the town does recognize that existing open space will be desirable to some property owners for future development. This classification is designed for single-family residences located within a natural forested or agricultural setting and would include any residential development taking place in the woodlands and/or agricultural designations. Expansion of this classification shall not negatively impact adjacent or nearby uses.

### *Recommendations:*

- **Low density development will be promoted to help maintain the town’s visual and environmental integrity.** Future development permitted in these areas should be done in a manner which has the least amount of impact on the natural environment and limits the amount of fragmentation to larger tracts of agriculture, woodlands, and open space.
- **New residential development will conform to surrounding uses** in order not to detract from or conflict with existing properties.
- **Encourage new development techniques which maintain a balance between agricultural or woodland areas and new development.** Utilize various development techniques such as conservation subdivisions and open space preservation ordinances in an effort to protect the surrounding environmental features.
- **Access controls are encouraged to limit the number of driveways** along the primary corridors in order to improve safety and reduce road maintenance costs.
- **The rural residential zoning district will be the primary zoning district of choice for any proposed residential development** while the town may also consider the single family residential zoning district on a limited basis when a smaller lot size would further the town’s intent of preserving woodlands and agricultural lands.

## **Commercial**

The Commercial land use classification also includes retail, professional, and service sector businesses. Lakewood already contains a variety of commercial spaces that provide a number of services. The town would like to continue this trend of development which includes only commercial and light industrial development.

### *Recommendations:*

- **Concentrated areas as illustrated by Map 3.1, concentrated areas of commercial are planned along the corridors of State Highway 32** rather than dispersed throughout the town. The town wishes this commercial development to represent a regional commercial hub that provides a number of retail and service related businesses to town residents and visitors.
- **Future commercial and light industrial developments will be directed in areas where it will be adequately supported by sewer and water services.** In order to protect the town’s natural environment, future commercial/light industrial development will be permitted only if adequate infrastructure is available in the proposed development area. Lakewood needs municipal water to support future commercial/light industrial development.

- **Businesses in the town should be compatible with the character of the town.** The town encourages new businesses to feature attractive, well-maintained buildings that include green spaces in the form of small parks, streetscaping that complements local development, and attractive signage for public facilities. Additionally, tourist-orientated retail should be directed to areas that are already developed with similar businesses.
- **New commercial/light industrial development should be directed away from environmentally sensitive areas** (shown as an overlay on Map 3.1).
- **Future retail and service related commercial development should be located in areas that support local residents and are pedestrian friendly.** Sidewalks, cross-walks, and other pedestrian-related infrastructures should be planned and developed to accommodate public safety and maintain efficient vehicular traffic flow. New retail businesses should be located in areas that will provide customers with convenient, on-foot access.
- **Development of new commercial spaces should be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development should consider the adequacy of existing infrastructure to accommodate the needs of that development. New development should minimize the costs of utility and road extension. Additionally, the presence of truck traffic, noise, and other impacts of industrial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts on residential and retail users.
- **The location of home-based businesses should be carefully scrutinized to ensure their operations do not interfere or compromise surrounding land uses or the rural integrity of the town.** For any home based businesses that grow to a level that requires a change in zoning, the town should first determine if the business will negatively impact the surrounding land uses. If a change in zoning is required to permit the business, the town may consider utilizing the restricted commercial or neighborhood commercial zoning districts.

### **Industrial / Light Industrial**

The Industrial/Light Industrial land use classification specifically accommodates manufacturing businesses which creates or changes raw or unfinished materials into another form or higher valued product. Since industrial manufacturing can occur at various intensities, the inclusion of light industrial accommodates less intense operations. The town does not view itself as a community that would attract large industrial operations during the 20 year planning period and have not identified any areas for industrial development on **Map 3.1**. Industrial uses are generally expected to locate within nearby communities that have adequate infrastructure, while light industrial uses may be considered in areas designated for commercial development on **Map 3.1** or in other areas where commercial businesses may be considered.

#### *Recommendations:*

- **Industrial or Light Industrial uses in the town should be compatible with the character of the town.** Any new industrial or light industrial uses must be consistent with the scale of the town and be environmentally friendly.
- **Control the appearance of industrial or light industrial businesses** by reviewing designs, signage, and landscaping of future establishments through building scale and appearance.

Any new industrial or light industrial business development should be directed away from environmental sensitive areas (shown as “Environmental Corridors” on Map 3.1).

- **Development of new industrial or light industrial spaces should be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development should consider the adequacy of existing infrastructure to accommodate the needs of that area. New development should minimize the costs of utility and road extensions. Additionally, the presence of truck traffic, noise, and other impacts of industrial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts between residential and light industrial land uses.
- **The location of home-based businesses should be carefully scrutinized to ensure their operations do not interfere or compromise surrounding land uses or the rural integrity of the town.** For any home based businesses that grow to a level that requires a change in zoning to light industrial, the town should first determine if the business will negatively impact the surrounding land uses.

### **Mixed Use**

The Mixed Use land use classification includes areas with a mix of existing residential and commercial land uses. It is the intent of this classification to promote continued development of commercial uses within these areas, as they are located along the STH 32 corridor or other prominent crossroad areas within the town. It is not the intent of the town to promote significant residential development within these areas.

#### *Recommendations:*

- **Mixed use development is planned along State Highway 32.** These locations are envisioned to contain primarily commercial, retail, and service related businesses that will be widely used by the town’s residents and visitors along with some existing residential uses and some limited new residential uses.
- **New businesses should be compatible with the character of the town.** The town encourages new businesses to feature attractive, well-maintained buildings that include appropriate signage and lighting so not to detract from the rural character of the community and the mixture of uses within the planned mixed use area.
- **New development should be directed away from environmentally sensitive areas** (shown as “Environmental Corridors” on Map 3.1).
- **Development of new commercial spaces should be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development should consider the adequacy of existing infrastructure to accommodate the needs of that area. New development should minimize the costs of utility and road extensions. Additionally, the presence of truck traffic, noise, and other impacts of commercial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts between residential and business land uses.
- **Residential uses within these mixed use areas are anticipated to continue, however it is not the intent of the town to promote significant residential development within these planned mixed use areas.** The town will utilize the single family residential zoning district for the limited new residential uses as needed.

- **The general commercial zoning district will be the primary zoning district of choice for any proposed commercial proposals.** When a commercial proposal within one of the designated mixed use areas is situated amongst existing residential uses the town may wish to utilize the restricted commercial or neighborhood commercial zoning district.

### **Governmental, Institutional, and Utilities**

The Governmental/Institutional/Utilities land use classification addresses the capacity and efficiency of government buildings; emergency services and facilities; utilities and utility sites; cemeteries; and public services provided to the town residents.

*Recommendations:*

- **Monitor the capacities of the Lakewood Sanitary District** as development pressures increase. Discuss possible annexations and expansions as necessary.
- **Drinking water quality should be monitored. If contamination of or drawdown of groundwater become an issue, the town should consider developing a public water supply.**
- **Be aware of the ever changing technologies available in the telecommunications industry.** Although telecommunications in the town have changed rapidly over the past few years, it is important the town be cognizant of opportunities to expand the services that are currently available.
- **Future municipal development should be located in a manner that safety is maximized.** It should be ensured that safe access into and out of municipal buildings is available for emergency services, such as fire and rescue, town officials, and town residents.
- **Additional municipal development should be directed to areas of existing municipal development whenever possible.**

### **Park and Recreation**

The Park and Recreation land use classification is intended for the promotion of existing recreational facilities, trails, boat landings, beaches, and parks and open spaces within and around the town of Lakewood. In addition, ensure that the public is served with adequate park facilities, ranging from passive to active recreation.

*Recommendations:*

- **Future town recreational facilities should be located in scenic areas that can provide appropriate vehicular and pedestrian access.** Residential and commercial areas should be buffered from park activities by natural vegetation or open space.
- **Be involved in updates to the Oconto County Comprehensive Outdoor Recreation Plan.**
- **Cooperation in planning park and recreational facilities.** If future recreational development were to occur in or around the town, it is recommended that the town cooperate with the surrounding towns, Oconto County, WDNR, US Forest Service and other pertinent agencies to promote connectivity of recreational uses such as trails.
- **The town should cooperate with the surrounding towns, Oconto County, Wisconsin Department of Natural Resources** to promote the expansion and connectivity of recreational trails.

- **Proposed private campgrounds should be compatible with the character of the town and located in areas that do not conflict with area land uses.** Any campground proposals should be directed away from environmentally sensitive areas (shown as “Environmental Corridors” on Map 3.1) and away from areas that do not have suitable soils to support the sanitary system needs of the proposed use.

### Agricultural

The Agricultural land use classification encompasses lands being utilized for agricultural purposes within the areas illustrated as “*Agriculture / Woodlands*” on the town’s 20-Year General Plan Design (**Map 3.1**). The agricultural classification is designed to preserve existing lands devoted to the growing of crops and the raising of livestock.

*Recommendations:*

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas, unless otherwise noted, should be done in a fashion which is least impactful to the natural environment and does not fragment large, contiguous areas of woodlands and open spaces.
- **Advocate that agricultural lands are under adequate farming practices.** It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater unless properly managed.

### Woodlands and Open Space

The Woodlands/Open Space land use classification encompasses lands being utilized for woodland and natural open space and is illustrated as “*Agriculture / Woodlands*” on the town’s 20-Year General Plan Design (**Map 3.1**). The woodland classification is designed to promote the maintenance of private woodlands and open space areas within the town

*Recommendations:*

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas should be done in a fashion which is least impactful to the natural environment and does not fragment large, contiguous areas of woodlands and open spaces.
- **Utilize existing natural areas to enhance the character of the town.** Preserve large natural areas and/or features to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.
- **Maintain the town’s private woodland areas.** Woodlands should not be developed with great densities. Utilizing unique development options such as conservation subdivision designs or clustering can help maintain the continuity of woodlands.
- **Protect the town’s many natural features and open space areas** to enhance the recreational opportunities in the community.

### Nicolet National Forest

The Public Land classification encompasses primarily the Nicolet National Forest. No private land exists within this federally owned classification. The town envisions the existing lands remain in public ownership encouraging the continuation of large tracts of forested lands that

maintain diverse vegetative and biological communities. These lands are to continue to provide recreational opportunities such as hunting, fishing, hiking, cross-country skiing, camping and snowmobiling.

## Transportation

The Transportation land use classification covers both motorized and non-motorized travel. This includes the existing road network; future recreation paths and trails; and recommendations for safety and improved traffic movement in the town.

### *Recommendations:*

- **The town should identify additional transportation routes to accommodate future planned commercial and residential growth.** This may include consideration of extending existing roads as a way to provide more access to planned residential growth areas.
- **Continue to investigate ways to eliminate heavy traffic flows around the 3-way intersection of State Highway 32, County Highway F, and North Road** thereby allowing vehicular traffic to connect with rural destinations without utilizing that intersection.
- **Preserve town views along major transportation routes.**
- **Ensure a cost effective road system management plan.** Utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future.
- **Ensure adequate off-street parking in areas of commercial/light industrial development.**
- **Ensure adequate ditching is available along roads.** Where appropriate, existing and new roads should be constructed with adequate ditches that are large enough to support any runoff event and snow storage.
- **Recreational paths, routes, and trails such as snowmobile trails should have proper signage and intersection controls** to ensure safe crossing and interaction with vehicles.

## Mineral Resources Overlay

The Mineral Resources Overlay is depicted on the General Plan Design to ensure active and future quarries are identified within the town. This overlay includes both metallic mining, although extremely rare, and non-metallic mining activities. In most cases, the type of mining to occur in Oconto County will involve extraction of gravel, marl, clay, and similar materials to be conducted for a specified approved period of time. When mining is complete and the site is reclaimed, the overlay shall be removed and the previous land uses allowed to continue.

- **The town should work with Oconto County Officials to monitor existing mining operations.** Any issues involving the mining operation should be brought to the attention of the county officials in a timely manner.
- **The town should adequately review proposed mining operations.** The town should recommend conditional use requirements to the county that ensure the mining operation does not significantly compromise surrounding land uses. The application of setbacks will help alleviate issues with neighboring properties.
- **Mining operations should show that they have little negative impact** on the neighboring properties or other portions of the town and surrounding areas. This includes negative impacts on groundwater and local roads.

- **Ensure mining operations are properly closed.** The town should work with surrounding communities, Oconto County and state agencies to ensure that mining sites are reclaimed to a natural setting.
- **The town should pursue avenues in which to reclaim mining operations not sufficiently reclaimed.**
- **The reclaimed mining sites will be available for other land uses.** The town will need to determine the land use that best suits the area and needs of the town. (i.e. agriculture, recreational, residential)

### **Environmental Corridors**

Environmental corridors contain four elements including; 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands, steep slopes of 12 percent or greater, and setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. Together, these elements represent the areas of the town that are most sensitive to development and are intended to be preserved.

*Recommendations:*

- **This plan should serve as a guide for the preservation of environmental corridors.** Using the environmental corridors as a guide when reviewing proposed developments will give the town background information to determine what areas are important to maintaining the rural character and quality of the town’s natural resource base. The corridors have been added as an overlay to the 20-Year General Plan Design and should be utilized as a reference when reviewing future development plans.
- **Recommend developments steer away from environmental corridors as much as possible,** or have them designed in a manner to help minimize the negative effects on water resources, wildlife habitats and the overall character of the town.
- **Maintain wildlife corridors.** Development near environmental features in the town should be carefully reviewed in order to maintain ample wildlife corridors.

### **IDENTIFIED SMART GROWTH AREAS**

According to Wisconsin State Statute 16.965 a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.”

The town of Lakewood identified lands containing *existing* concentrated development and those that can be serviced by the existing sanitary district through annexations or the development of other facilities, along with the State Highway 32, County Highway F, and North Road corridors as the town’s “smart growth areas”.

- The Town of Lakewood intends to continue to direct development in areas where plats currently exist, infill between exiting plats is available and reasonable, and access to the existing sanitary district is feasible. The town intends to promote contiguous, efficient

development patterns in these areas. This will aid in the preservation of the town's valued woodlands, surface waters, and other natural features that make up much of the town's landscape.

- Concentrating future commercial and light industrial development along the corridors of State Highway 32, County Highway F, and North Road to assist in meeting the needs of the town's existing and future businesses; residents; and tourists while taking advantage of the excellent exposure and ease of access to the highway.



Map 3.1: 20-Year General Plan Design

