

## **Comprehensive Plan Committee Meeting – May 12, 2009**

Posted Monday, May 4, 2009 at 4:00 p.m. at the Town Garage, Buffalo Bay Store, Tribal Administration Building, Peterson Foods and the Town of Russell website.

The meeting was called to order at 5:05 p.m. by Chairman Leon Basina at the Town of Russell Community Center. Other committee members present were, Tessa Levens, Sam Atkins, Linda Brown and Paul Tribovich and Clerk David L. Good. Bob Kent was excused. Judy Meierotto arrived at 5:12 p.m.

Alternate member for Tessa Levens, Ann Bowker was present and no members of the public were present.

Public Input – None.

A motion was made by Brown and seconded by Atkins to approve the meeting minutes of April 29, 2009. Discussion followed regarding the timeline for developing and approving the Comprehensive Plan. The Town wants to approve the Town Plan by December 2009. Brown discussed what was being done for public participation. It was agreed to follow the Public Input process used by the Town Board. Discussion followed about various options to allow public input. The motion carried.

Signing of Ethics Statements – Clerk Good has signed statements from all committee members other than Bob Kent.

Clerk Good distributed meeting notices and agendas for the Bayfield County Comp Plan Meeting on May 27, 2009 at the Great Lakes Visitor Center and Expense Report Forms. Brown stated she would not be available for the May 27, 2009 meeting.

Review and Code Existing Land Use Map – Discussion followed about how much of the current Town of Russell Land Use Plan is still relevant. Basina stated the Tribal Planner and Zoning Staff are reluctant to participate with the Town. All Tribal information on Zoning and Land Use was sent on to SEH. Discussion followed regarding what laws apply to privately held lands within the reservation boundary. The Town follows the State laws for privately held non-Tribal lands within the reservation. Tribovich stated a legal body higher than the Town will need to clarify the issue of jurisdiction.

Clerk Good provided a map with Tribal lands, Bayfield County Forest lands, National Park Service lands, and WI DNR lands pre-colored which comprised 2/3 of the map. Also, an aerial photo of the Town and the existing Land Use Map for the Town were available.

Extensive discussion followed about the new land use classifications that will be used within the County. Good stated we will most likely not use the Industrial and Core Agricultural Classifications as presented. Extensive discussion followed regarding these classifications and how they will be used and interpreted. The classifications are as followed:

As part of the process for developing Land Use Plans for each participating Town and the County as a

whole, it is important to establish a common vocabulary with which to describe both existing land use and the future pattern of land uses.

Bayfield County has an unusual pattern of land use in that public lands account for almost half of the County's land area, including national, state and county forest, wildlife management areas, national lakeshore, and other protected lands. Private landholdings benefit from the amenities of the public lands, but are also subject to increased development pressure.

<p><b>Forest – Public</b> Includes National and County forest, Wilderness Areas, State wildlife management and natural areas, National Lakeshore, and other protected lands that are used for forestry and recreation.</p>
<p><b>Forest - Industrial</b> Includes large forest holdings used primarily for growing, harvesting and processing wood and wood products. (These parcels can probably be sorted based on size.)</p>
<p><b>Forest - Private</b> Smaller parcels used for forestry or recreation.</p>
<p><b>Agriculture</b> All lands in agricultural use, including cropland, pastureland, orchards and Christmas tree farms. Includes both large and small parcels.</p>
<p><b>Large-lot Residential</b> Parcels of five or more acres used for housing; these are primarily in wooded areas and limited lakeshore areas.</p>
<p><b>Suburban Residential</b> Smaller-lot parcels and subdivisions (3/4 acre to 4 acres) not located in shoreland areas</p>
<p><b>Shoreland Residential</b> A concentrated pattern of typically small lots; may include some recreational uses.</p>
<p><b>Commercial Recreation</b> More intensive recreational use, including resorts, marinas and ski areas.</p>
<p><b>Village Core</b> The central “downtown” of the unincorporated villages. In the smaller villages, this may consist simply of a group of businesses at a crossroad, while in the larger ones it has a “main street” character.</p>
<p><b>Village Residential</b> Neighborhoods surrounding the village core; found in the larger villages.</p>
<p><b>Institutional</b> Includes municipal buildings and sites, schools, churches and local parks.</p>
<p><b>Commercial</b> Primarily highway-oriented commercial uses.</p>
<p><b>Industrial</b> A small number of processing or shipping facilities, some of which are related to forest products.</p>
<p><b>Mining</b> Existing gravel pits and areas undergoing reclamation.</p>



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“Existing land use,” as the name implies, describes existing settlement patterns. “Future land use” is based on the implementation of the plan’s goals and objectives on the landscape. The following categories have not yet been mapped; they are presented here for Town review of the concepts that they embody. Some of the categories are essentially identical to the existing land use categories; others represent some degree of change from current trends.

Category	Primary/Secondary Land Uses, Density and Related Zoning	Design or Performance Standards
<p><b>Public Forest</b> This category encompasses and is divided into Federal, State and County forest. Purpose: to recognize the County’s large areas of publicly-held forest land and provide for the continuance of forestry and recreational activities.</p>	<p>Primary: Forestry Secondary: Recreation – Camping, Hiking, Skiing, Snowmobiling, Fishing, etc. No density standards Zoning Relationship: F-2</p>	<p>Management by Federal, State and County agencies</p>
<p><b>Industrial (or Private) Forest</b> Areas designated for long-term forest management and low-impact recreation. Not intended for mixed forestry and residential uses.</p>	<p>Primary: Forestry Secondary: Recreation, very limited residential Maximum density 1 unit per 35 acres Zoning Relationship: F-2</p>	<p>Forest management practices; natural and scenic resource protection guidelines</p>
<p><b>Forest – Limited Residential</b> Areas designated for mixed forestry and very low-density residential/recreational uses.</p>	<p>Primary: Forestry Secondary: low-density residential, recreation, home-based businesses Maximum density: 1 unit per 10 acres Zoning: none at present; most areas zoned F-1. Potential new district.</p>	<p>Siting standards to protect views. Encourage conservation design in order to protect natural resources, scenic qualities, forestry activities. Consider limiting number of subdivisions per parent parcel unless master plan is approved.</p>
<p><b>Agricultural Core</b> Areas where agriculture is well-established and intended to be permanent.</p>	<p>Primary: Agriculture Secondary: Woodlots, natural areas, ag-related businesses, roadside stands; very limited residential, home-based businesses Maximum density 1 unit per 35 acres Zoning: A-2</p>	<p>Explore incentives to encourage this pattern and preserve working farmland. Options may include purchase or transfer of development rights; zoning incentives.</p>

<p><b>Agriculture – Limited Residential</b> Agricultural area that are transitioning into other uses; areas where small-scale or specialized agriculture is compatible with low-density residential development.</p>	<p>Primary: Agriculture, low-density residential Maximum density: 1 unit per 10 acres Zoning: none at present; most areas zoned A-1. Potential new district.</p>	<p>Encourage conservation design in order to protect ag. operations, scenic qualities, natural resources. Support options such as market gardens, specialty products.</p>
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Category	Primary/Secondary Land Uses, Density and Related Zoning	Design or Performance Standards
<p><b>Rural – Moderate Residential</b> Areas designated for large-lot or clustered residential in a rural, largely wooded setting.</p>	<p>Primary: Large-lot or clustered residential Secondary: Forestry, recreation, limited home-based businesses Maximum density 1 unit per 5 acres Zoning: A-1, F-1, R-2</p>	<p>Already a widespread pattern in the County. Encourage conservation design, siting standards to protect scenic views and rural character.</p>
<p><b>Shoreland – Concentrated Residential</b> Areas that include existing and potential shoreland development, encouraging future development at intensities that will protect water quality and natural habitat. (Includes existing small-lot shoreland development, which is not encouraged to expand.) This category is not intended to include intensive commercial recreation.</p>	<p>Primary: Residential Secondary: Limited low-impact recreation uses; limited multi-family or attached residential. May include resort conversions to condos, etc. Varying density (30,000 sq. ft.– 3+ ac.) based on lake/stream classification Zoning –R-1; Shoreland Development Requirements</p>	<p>Vegetative buffers and clearance requirements (adequate standards in current ordinance. Lake Superior shoreland segments to be added to shoreland zoning.)</p>

<p><b>Shoreland Recreation</b> Areas that are or will be developed with a combination of commercial recreation and residential use.</p>	<p>Primary: Resort development, commercial recreation, residential uses, including limited multi-family or attached residential. Varying density (30,000 sq. ft.– 3+ ac.) based on lake/stream classification Zoning: R-RB; Shoreland Development Requirements</p>	<p>Vegetative buffers and clearance requirements; performance standards and/or design standards may be considered.</p>
<p><b>Village Mixed Use</b> Unincorporated village centers, including those with central utilities. (Very wide range of village sizes/scales in County, from crossroads business nodes to substantial settlements.)</p>	<p>Primary: Mixed commercial, residential, institutional uses Secondary: Recreational, institutional Varying density depending on presence of utilities Zoning –R-1, R-3, R-4, RR-B, UVOD</p>	<p>Contextual design standards may be considered to avoid out-of-scale development.</p>
<p><b>Village Residential</b> Residential neighborhoods within unincorporated villages; may include potential expansion areas.</p>	<p>Primary: Single-family residential Secondary: Other types of residential, senior housing, etc. Varying density depending on presence of utilities Zoning - R-1, R-3, R-4, UVOD</p>	<p>Contextual design standards may be considered to avoid out-of-scale development.</p>



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Core Agriculture was discussed. Tribovich stated the Town of Russell Zoning Overlay District will apply to the new land uses and the zoning categories. Assessment designation versus zoning designation versus land use designation were discussed and examples discussed. It was clarified that zoning is not the same as land use.

Basina clarified that Ann Bowker is a member of the public at this time for this meeting since Tessa Levens is present as the designated member.

The purpose of this effort is to identify “current land use”. The next step will be to develop the “future land use”. Atkins wanted to use Core Agricultural to preserve our existing farmlands. Again, it was clarified that the next map or “future land use” is the time to do that.

Core Agriculture was described as working farms that provide a primary source of income for residents. Tribovich stated it is areas where agriculture is well established and preserves working farmlands. Much discussion followed.

Discussion followed about mining operations and natural resource protection areas as being overlays verses a permanent land use.

Tribovich left to get a plat book for the committee to use.

Again, it was stressed that the map is to be colored to reflect “current land use”. The committee began coloring the map.

Clerk Good stated he will provide the committee a listing of all lands within the Town in the WI DNR Forest Crop or Managed Forest Land program to assist with coloring the map.

Work continued up to 6:45 p.m. prior to the Board of Review and Regular Town Board Meeting began.

A motion was made by Brown and seconded by Atkins to adjourn the meeting at 6:45 p.m. but several committee members continued to work on coloring the map.

Minutes Respectfully Submitted by:

David L. Good – Clerk/Treasurer

**Comprehensive Plan Committee Meeting – May 27, 2009**

Posted Monday, May 18, 2009 at 4:00 a.m. at the Town Garage, Buffalo Bay Store, Tribal Administration Building, Peterson Foods and the Town of Russell website.

The County Comprehensive Plan Committee was called to order at the Northern Great Lakes Visitor Center at 6 p.m. Committee Chairman Leon Basina and Clerk/Treasurer, David L. Good were present. Committee members Linda Brown, Judy Meierotto, Sam Atkins, Tessa Levens and Paul “Rocky” Tribovich were absent.

No members of the public were present.

Public Input – None.

Mike Darrow, SEH recapped the open house held last month at the Iron River Community Center. Suggestions are being incorporated into the Plan and comments specific to a Town will be sent to them.

Mike Darrow, SEH lead a discussion regarding current and future land use and the relationship with zoning.

#### Existing Land Use

- a. Represents what the land is being used for today.
- b. Do not get confused by multiple use, assign predominant use to the parcel and/or area.
- c. Do not micro manage parcels, try to keep uses to 20 or more acre parcels.
- d. The map is to serve as a starting point only, it has no other purpose than to show what existed at the time the plan was developed.

#### Future Land Uses

- a. Do not be surprised if the future land use map looks much like the current land use map.
- b. Start at the 10,000 foot level when you begin. Look at the whole Town as if you were never here before and this was the first time you looked at a map.
- c. Land uses assigned are to function only as a guide, zoning determines specific uses.
- d. You must think of the future when developing land uses, what will be going on in the Town during the next 5 years.
- e. Avoid conflicts, don't allow high density residential next to core agriculture or vice versa as an example.
- f. Do not over populate truly rural areas or areas with little or no development.
- g. Be realistic, don't assign a land use of "natural area – non development" if development already exists in the area.
- h. Development will occur in a Town, try to direct where you want development to occur and what type and/or density of development.
- i. Future land uses should be assigned across large blocks and/or areas. It is o.k. if other uses exist within the block on a small scale. Try to show what you predominantly believe should be the land use across the area.
- j. Do not try to block large scale development. If it is proposed, consider amending the land use and Comp Plan. Don't be excessively restrictive to control development. The Plan will not be considered realistic, especially if it is not supported by zoning classification.
- k. Land use is not intended to address the protection of natural resources. Current laws regulate development in wetlands, lakes, and waterways. The same applies to protected species and sensitive areas.
- l. If you intend to totally stop some aspect of development, be prepared to buy out those rights from a property owner. An example is Farmland Preservation where you pay for development rights.

#### Zoning Verses Land Use

- a. Land use is a "guide" only.
- b. Zoning will be updated as a result of the land use plan.
- c. Zoning (re-zoning) follows land use. Zoning must be aligned with land use.
- d. Zoning must "speak the same language" as land use.

- e. If you are using a lot of Special or Conditional Use Permits, the Zoning is probably wrong. Change the Zoning classification. Do not use these to fix inappropriate zoning.

What Towns are to be working on:

1. Existing Land Use Maps.
2. Future Land Use Maps.
3. Provide input to the following sections of the Plan:
  - a. Economic Development – What are the goals and objectives.
  - b. Define existing conditions in the Town. Written description.
  - c. Review demographics.
  - d. Review cultural and natural resources.

Public Meetings - Plan to hold a local public open house on the current and future land use maps as a joint Comprehensive Plan Committee and Town Board. Provide a mechanism for the public to comment.

Meeting Schedule:

County Meeting at NGLVC at 6 p.m. on June 24 to discuss water resources, transportation and future land use maps.

County Meeting and Barbeque at 5 p.m. on July 29 at the Town of Bell. A panel discussion with various experts.

County Meeting at NGLVC at 6 p.m. on August 26 to discuss intergovernmental cooperation and implementation plan.

Individual Towns held discussion on future land uses. Town of Russell adjourned and left the meeting at 7:15 p.m.

Minutes Respectfully Submitted by:

David L. Good – Clerk/Treasurer